

പതിമൂന്നാം കേരള നിയമസഭ

പതിമൂന്നാം സമ്മേളനം

നക്ഷത്ര ചിഹ്നമിട്ട ചോദ്യം നം. * 154

17.03.2015- ലെ മറുപടിക്ക്

"സമഗ്ര തൊഴിൽ പദ്ധതി"

ചോദ്യം

ഉത്തരം

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എ) സമഗ്ര തൊഴിൽ പദ്ധതിയുമായി ബന്ധപ്പെട്ട് ഉപസമിതികൾ നൽകിയ ശുപാർശകൾ ക്രോഡീകരിച്ചുള്ള പുതിയ നിർദ്ദേശങ്ങൾ ആസൂത്രണ ബോർഡ് ഗവൺമെന്റിന് സമർപ്പിച്ചിട്ടുണ്ടോ; എങ്കിൽ ശുപാർശകൾക്ക് ഗവൺമെന്റ് അംഗീകാരം നൽകിയിട്ടുണ്ടോ എന്ന് അറിയിക്കാമോ;

എ) സമഗ്ര തൊഴിൽ പദ്ധതിയുമായി ബന്ധപ്പെട്ട് ഉപസമിതികൾ നൽകിയ ശുപാർശകൾ ക്രോഡീകരിച്ചു കൊണ്ടുള്ള ആസൂത്രണ ബോർഡിന്റെ കർമ്മ സമിതിയുടെ നിർദ്ദേശങ്ങൾ സർക്കാരിന് ലഭിച്ചിട്ടുണ്ട്. പ്രസ്തുത ശുപാർശകൾ സർക്കാർ പരിശോധിക്കുകയും 20.01.2015-ലെ G.O. (Rt)No.59/15/ID പ്രകാരം ആയതിന് അംഗീകാരം നൽകുകയും അവ നടപ്പിലാക്കുന്നതിന് വേണ്ടി തത്വത്തിലുള്ള അംഗീകാരം നൽകുകയും ചെയ്തിട്ടുണ്ട്.

ബി) ഇതു സംബന്ധിച്ച് ഗവൺമെന്റ് അംഗീകാരം നൽകിയ ആസൂത്രണ ബോർഡിന്റെ നിർദ്ദേശങ്ങൾ എന്തെല്ലാമാണെന്ന് വിശദമാക്കാമോ ?

ബി) സമഗ്ര തൊഴിൽ പദ്ധതി നടപ്പിലാക്കുന്നതിനായി ഗവൺമെന്റ് അംഗീകാരം നൽകിയ നിർദ്ദേശങ്ങളുടെ സംഗ്രഹം ചുവടെ ചേർക്കുന്നു.

- ഒരു ഏകോപന സമിതി അഡ്വാ മിഷൻ ഫോർ എന്റർപ്രൈസ് ആന്റ് എംപ്ലോയ്മെന്റ് ജനറേഷൻ രൂപീകരിക്കുക
- റിപബ്ലിയിലെ ആവശ്യങ്ങൾക്കനുസരിച്ച് ശേഷിയും നൈപുണ്യവും വികസിപ്പിക്കുക
- ഇന്റർസീവ് ടെക്നോളജി ഇൻഫ്യൂഷൻ നടപ്പിലാക്കുക.

- ഉൾക്കൊള്ളാനാകുന്നതും യഥാസമയത്തുള്ളതുമായ ധനസഹായം ലഭ്യമാക്കുക
- മെന്റിംഗിംഗ് സഹായം ലഭ്യമാക്കുക
- ബിസിനസ്സ്/ടെക്നോളജി ബിസിനസ്സ് ഇൻക്യുബേറ്റേഴ്സ് സ്ഥാപിക്കുക.
- കേന്ദ്ര ബജറ്റിൽ നിന്ന് ഫണ്ടുകൾ നേടിയെടുക്കുന്നതിനുള്ള പ്രവർത്തനങ്ങൾക്കായുള്ള കർമ്മ സമിതി രൂപീകരിക്കുക.
- തൊഴിൽ സംരംഭങ്ങളെ സംബന്ധിച്ചുള്ള വിവരങ്ങൾ പ്രചരിപ്പിക്കുക.
- പുതിയ സംരംഭങ്ങൾ ആരംഭിക്കുന്നതിനും നിലവിലുള്ള സ്ഥാപനങ്ങൾക്കുള്ള നിയമപരമായ അംഗീകാരങ്ങൾക്കുള്ള നടപടികൾ ലഘൂകരിക്കുക.
- ഈ പദ്ധതി നടപ്പാക്കുന്നതിന് സെക്ഷൻ 8 കമ്പനി രൂപീകരിക്കുക.
 പ്രസ്തുത ശുപാർശകളുടെ പൂർണ്ണരൂപം അനുബന്ധമായി ചേർത്തിട്ടുണ്ട്.



സെക്ഷൻ ഓഫീസർ

IV. Recommendations of the Task force: Towards A Comprehensive Self-Employment Programme

On the basis of the findings and recommendations of the subcommittees regarding the self-employment programs operated currently in the State, the Task Force observed the following key gaps:

- a. There are several schemes operated by various departments. However, there is a lack of adequate awareness and publicity among potential beneficiaries.
- b. Most of the schemes envisaged some level of funding support, but did not provision the necessary enablers and support activities like mentoring and guidance of the potential entrepreneurs.
- c. Many vital support services including Skill Development, Business planning, Financial linkages, Market linkages, Technology and Infrastructure support, Mentoring and hand-holding, and Regulatory Compliances were often not part of on-going schemes.
- d. The limited level of funding, range of financial products and high cost of funds was a major constraint in the expansion of self-employment programs in the state.
- e. The absence of a State-level umbrella platform for coordinating the large number of schemes resulted in multiple overlapping and fragmented initiatives.
- f. Last mile linkages of most programs were very weak, leading to poor implementation, lack of follow-up and feedback to departments.

Recommendation 1:

Coordinating Agency or Mission for Enterprise and Employment Generation (MEGA)

Government may set up a Mission for Enterprise and Employment Generation as a flagship, umbrella initiative of the State Government that would ensure the requisite focus and convergence of all self-employment and enterprise creation programs in the State and provision of end-to-end services to entrepreneurs and the self-employed.

Proposed Structure: An Empowered Cabinet Committee on Employment Generation and Development may be set up headed by the Chief Minister, to oversee the Mission, with the Ministers of Finance, Industry, Agriculture, Local bodies and Labour and Employment as members. The Empowered Committee may be vested with the powers of Cabinet to take timely decisions on matters related to Employment Generation.

The Mission may work directly under the administrative control of the Planning and Economic Affairs Department and the Empowered Cabinet Committee on Employment Generation to ensure requisite convergence and co-ordination of various initiatives implemented by different Departments/agencies.

Key Objectives of the Mission: The key tasks of the Mission shall be to conceptualise, develop, plan, guide and oversee various self-employment initiatives in the State to ensure that they are in tune with changing market needs, ensure adequate fund flows and resources, interface with Central, State and other agencies (including non-governmental) for this purpose, and establish necessary monitoring and tracking mechanisms to ensure effective implementation and follow up. The Mission shall ensure evaluation of progress from time to time on a regular basis.

District Level Interface: To ensure convergence and effective monitoring of all self-employment programs in each district, there may be a District level Self Employment Committee under the chairmanship of the Dt Collector, with the District Manager of the Mission as its convenor.

The Mission may therefore have a 3 tier structure, comprising a State Unit at the apex level, District / Corporation Units at the district/ city corporation level; and a pool of empanelled, accredited resource personnel at the grass root level to provide end to end services. An entrepreneurial orientation for the Mission at all levels may be ensured for it to be effective.

Recommendation 2:

Massive Skill and Capacity building in tune with market requirements

The lack of skills for the bulk of the self-employed is a key lacuna. In order to upgrade skills for this segment, Community Skills Colleges may be established at different locations that would increase access to quality skill training for efficient implementation of the

Comprehensive Skill Development Program. Community Skill Colleges could also offer a range of multi- focused programs in occupational, technical and continuing education designed to meet the skill needs of the workforce of the region where the college is located.

There is a need to establish 2-3 practical training centres led by private sector in collaboration with selected Government institutions for organising short and medium duration training programs, ranging from few days to month long duration with field level exposure. Technology demonstration may be an integral part of the training programs offered by these centres, particularly in areas such as Agriculture and allied sectors including value addition and agro processing, MSME and other related areas.

In order to inculcate an entrepreneurial mind set amongst the youth, Government may consider introducing appropriate courses on entrepreneurship commencing from the high school level.

The Department of Employment in the State may be upgraded and redesignated as Department of Employment, Skills, and Entrepreneurship on the lines of the Central Government.

Recommendation 3:

Intensive technology infusion

This should be in sectors like agriculture and allied sectors, which hold substantial potential for enterprise and employment creation. Introduction of high tech agriculture is thought of by setting up model Hi-tech Green Village project. All the households in the selected villages will be provided with assistance to set up rooftop solar panels, rainwater harvesting structures and waste management units. The objective is optimisation of input use to facilitate optimal output resulting in saving of valuable resources like water and energy. It relies on new technologies like satellite imagery, IT and geospatial tools. The State Horticulture Mission has made an effort to provide bio-control measures and supply organic inputs with the help of retired agriculture officers and those who have completed vocational higher secondary agri courses. Already, more than 500 poly-houses have come up in the state and another 600 are

nearing completion. They can provide the right guidance to the potential and existing entrepreneurs to adopt technology.

Recommendation 4:

Access to affordable and timely finance

The Task Force observed that the current lending flows from the banks operate under several constraints. Key amongst them is the insistence of collateral or security for MSME schemes. As most entrepreneurs in this segment are unable to provide collateral or security, it is recommended that the State Government may, with the assistance of the Ministry of Micro, Small and Medium Enterprises (MSME), establish a state specific 'Credit Guarantee Fund' with an initial corpus of Rs. 20-30 crores.

At present the absence of Seed and Angel Funding for new or first time entrepreneurs is a key lacuna. It is recommended that a corpus of Rs 25 Cr may be provided as a one-time grant for establishing such a fund. It should also be possible to get support for this effort from the Ministry of MSME. The detailed modalities of the Fund and the operational guidelines may be worked out by KSIDC and KFC jointly.

Recommendation 5:

Mentoring Support

The lack of mentoring support to entrepreneurs is a similar major gap. Industry bodies like TiE and CII have a crucial role to play in developing this ecosystem. The Task Force recommends the following four-fold mechanism for rendering mentoring services:

- Establish Sector councils and mentoring pools under the aegis of TiE and CII on the lines of the central scheme of sector councils. The sector councils can identify the key gaps in various sectors and also help in identifying opportunity and necessity driven ideas and mentor new entrepreneurs.
- A list of mentors may be identified in association with TiE and CII across the districts of Kerala and a structured mentoring program could be put in place. A process of accreditation and empanelment may be put in place in consultation with industry bodies.

- The local management and professional associations/institutions may also partner in creating the mentor pool.

Entrepreneurs and the self-employed, particularly those belonging to the less skilled categories, require substantial handholding and support in terms of establishing forward and backward linkages etc. The Enterprise Development Group model of Kudumbashree to provide services including accounting, procurement, design and marketing on a dedicated basis by small well trained teams has evolved as a national model. This model may be suitably extended to cover all the self-employment programs in the State.

Recommendation 6:

Incubators

Technology and Business Incubators are a necessary part of any entrepreneurial ecosystem. While technology incubators may be best established by the departments/ agencies that possess the requisite domain knowledge, business incubators may be established/ promoted by agencies such as KSIDC, KFC and others as well as industry bodies.

It is proposed that steps be taken to set up at least one Business Incubator in every district within a year and at least one incubator in every taluk/ Block in the next three to five years (could perhaps be part funded by the local bodies to ensure their involvement).

Government may establish a special Incubation Infrastructure Fund as a revolving Fund. This could be operated as a Challenge Fund, ie departments/ agencies / institutions desirous of availing the Fund would have to develop / submit quality proposals, as well as fulfill specific criteria. The state CSR Funds of State PSU's may also be allowed to be channeled into this Fund. which may be operated as a pooled Fund by the Planning Board.

Recommendation 7:

Accessing funds from the Central Budget

The Central Budget for 2014-15 has announced several measures for industry and manufacturing. The major proposals are outlined below:

- Start Up Village Entrepreneurship Program for encouraging rural youth to take up local entrepreneurship program. (Rs. 100 Cr)
- “District level Incubation and Acceleration Program” for incubation of new ideas and necessary support for accelerating enterprises
- Skill India to skill youth with an emphasis on employability and entrepreneurial skills
- Fund of Funds with a corpus of Rs. 10,000/- cr. For providing equity through venture capitals, quasi equity, soft loans, and other risk capital specially to encourage new startups by youth
- Technology Centre network - Corpus of Rs. 200 Cr.

Government may constitute a special task force consisting of KSIDC, KFC, Industries Department, CII, TiE, Kerala State Small scale Industries Association to take maximum advantage of the above schemes. The Task Force may formulate proposals for onward transmission to GoI through the State Government.

Recommendation 8:

Information Dissemination

Aspiring entrepreneurs currently lack access to adequate information and any form of pre-enterprise support and guidance. It is proposed that the existing District offices of the KFC/ DIC and the enterprise wing of the Kudumbashree Mission may operate as a three tier system to provide one stop information, facilitation and guidance services to skilled, medium skilled and less skilled aspiring entrepreneurs.

Recommendation 9:

Simplification of regulatory approvals for establishing/ operating enterprises

a. Single Window Act

The Kerala Industrial Single Window Clearance Boards and Industrial Township Area Development Act, 1999 had certain key lacuna. A set of amendments have been proposed, which are under the consideration of Government. These amendments may be passed at the earliest, and the provisions of the Act strictly enforced.

The Single Window Act envisages District Industrial Development Committees for providing clearances in the SSI sector, and District level Empowered Committees for accelerating the flow of credit to small and medium enterprises. These Committees may be reconstituted and made more effective.

Each department/ agency in the State Government which is to accord clearances/ approvals may mandatorily notify a single nodal officer who may be designated as the Single Window Facilitator for enterprise creation in the State. This officer may be suitably empowered to obtain the requisite information, and to provide / assist / provide all data/ information to the State Single Window Board to ensure timely issue of the clearance.

The concept of self-certification may be introduced to allow any enterprise in the service sector that employs less than 5 persons to operate on the basis of a certificate to be given to the local body by the applicant. The permission can however be withdrawn if the unit is found to be contravening any laws based on an audit at a later date. Instead of no objection letters from residents nearby, LGB should put up notice on its notice board and website. Any complainant will have to produce sufficient reasons to object to the setting up any unit.

The amendments to the Act may be considered by a Task Force consisting of representatives of Industries Department, Labour Department, Planning Board, KSIDC, KFC, KINFRA, CII, FICCI, ASSOCHAM and Association of Small Industries. This Task Force may make suggestions on amendments to (a) reduce time taken for establishment of industrial units to 90 days. (b) simplify regulatory requirements (c) reduce/eliminate requirements relating to renewals of licences/permits etc and (d) introduce self certification, wherever possible, in the place of approvals

b. The Paddy & Wet Land Act

The Paddy & Wet Land Act 2008 may be modified enabling utilization of fallow paddy land by the farmer/ land owner/ entrepreneur to take up horticulture, floriculture, setting up of polyhouses and related agribusiness. Integrated farming systems where agriculture could be combined with animal husbandry, poultry and fisheries should be permitted too.

For manufacturing and service sector industrial units, if the actual requirement of land is above 15 acres, KLR exemption from land holding for land above 15 acres should be given automatically. Government needs to issue guidelines in this regard.

c. Local Bodies and other Clearances

Under the present system, even non-polluting industries are mandated to obtain a Consent to Establish (NOC) from the State Pollution Control Board. The SPCB should review its rules and procedures and issue clear guidelines on business which do not require prior consent/approvals and dispensing prior inspections and approvals that cause delays in implementation of projects. Service industries and IT/ITES units employing less than 10 persons should be deemed to be exempt from consent requirements of SPCB.

Industrial Parks / Industrial Areas, setup by state govt. departments for agencies should have the authority to give building permissions and allot building numbers. Individual units in such parks/areas/estates should be exempted from any direct regulation by the local bodies. The parks and individual areas should however pay an annual maintenance tax to the LGB on the basis of guidelines issued by the state government.

Government may consider framing a legislation to recognize the right of an entrepreneur to set up his/her enterprise subject to his/her following provisions relating to such industry or business and consequently be protected by law from arbitrary action of public authorities or harassment by the public through frivolous complaints and litigation. The onus of proving any violation of laws/ rules by an entrepreneur should be on the complainant.

The Task Force observed that Local Bodies have to play a crucial role in creating a facilitating environment for enterprise and employment creation in the State. This was also a constitutionally mandated function under the 73rd Amendment. It was accordingly of the view that local bodies should be clearly mandated to promote enterprises that generate new income and employment opportunities in their respective areas and that the level of any special assistance/ incentives may be tied to their progress / performance with regard to creation of new employment opportunities

Recommendation 10:

Setting up of a Section 8 company to implement this Programme

Ideally, after the various earlier recommendations of the Task Force are operationalized, the Empowered Cabinet Committee on Employment Generation may consider setting up a company to professionally implement this comprehensive programme.

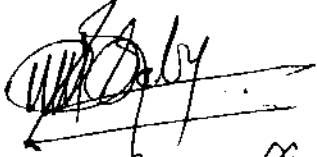
1. The Section 8 Company may be incorporated with an initial capital of Rs. 25 to Rs. 50 crores, which may be suitably augmented as its activities expand. Government may consider authorizing various State agencies to suitably contribute to the initial equity investment.
2. The Company may be provided funding support in the form of grants, loans, or other support for undertaking specific self-employment programmes as required. State Government schemes may also be routed through the Company for implementation from time to time, for which requisite funding may be provided from the departments/schemes concerned.
3. The Company may mobilize requisite funds through the following means :
 - In the case of equity, equity infusion by Government/ Government agencies.
 - In the case of programs; through
 - Grants or loans from Central, State or other agencies
 - Grants from private/public companies through the Corporate Social Responsibility route

- Revenues from services rendered

A detailed note on this company may be seen at Annexure (Page no: 27)

V. Way Forward

Most importantly, the Task Force observed that while employment was an overarching and cross cutting priority of the State Government at all levels, there was no single coordinating mechanism that could provide holistic direction and oversight and ensure end to end services on a professional basis, so that the diverse strands of policy making, programs and schemes could be effectively targeted and integrated for maximum impact. Immediate action is required on recommendations of Task force which have limited or no financial implication. In the second phase the Section 8 Company may be incorporated to run the programme professionally.


Section Officer.