Government of Andhra Pradesh

General Administration Department

CABINET HANDBOOK

Edition No. 2
Updated: 2019
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Authorisation


Other uses

Enquiries are welcome at:

General Administration Department
Building Number 1
Interim Secretariat
Velagapudi
Guntur District
Andhra Pradesh.
Email.id: addlsecy-cabinet@ap.gov.in
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SECTION ONE: INTRODUCTION

1. What is a Memorandum to Cabinet (MC)
A Memorandum to Cabinet (MC) is an instrument a Minister uses to obtain the support of the Cabinet colleagues for a proposed course of action. It is a document on a public issue presented to aid decision-making at the highest level of Government.

The Cabinet takes decisions based on the information made available to it in the form of MC, and the manner in which an MC is prepared influences the decision making.

An MC
- outlines policy options,
- lays down the consultations with other departments,
- includes expert appraisals and
- presents the recommended course of action to the Cabinet.

2. When to prepare a Memorandum to Cabinet
Majority of the Government business is disposed off at the level of Secretariat Departments and only certain cases of importance as listed in Andhra Pradesh Business Rules require Cabinet approval. Cabinet approval is required whenever a decision exceeds the authority of an individual Minister.

Note that:

i) An MC can only be tabled before Cabinet by a Minister.
ii) An MC is prepared and signed by the Secretary to Government, and approved by the Minister-in-charge.
iii) An MC is submitted to the Cabinet Division with the approval of Chief Secretary (CS) and Chief Minister.
iv) The Chief Secretary prepares the Cabinet agenda in consultation with the Chief Minister.
v) The CS sets deadlines for submitting the MCs by the Departments. In matters of urgency, the sponsoring Secretary shall consult with CS in bringing a matter to the Cabinet at short notice as Table Item.
3. How should a Cabinet Memorandum be

The Members of the Cabinet are not technical persons. The MC should therefore be of highest degree of clarity presented in lay man’s language with the required technical details annexed to it, thus enabling selective reading where desired. The following are to be adhered to while preparing an MC

i) simple language

ii) short sentences

iii) no repetition of words or ideas

iv) no unnecessary information

v) no superlatives

vi) correct spelling and grammar

vii) no foreign or technical words

viii) use comparative tables instead of paragraphs

ix) don’t extract note file

4. Types of documents tabled before Cabinet

There are two types of documents presented by Secretariat Departments for Cabinet consideration:

(1) Memoranda to Cabinet, seeking a decision of Cabinet.

(2) Status notes, presenting information on specific issues to Cabinet.

5. Purpose of the Handbook

This handbook prescribes a standard structure for an MC in order to facilitate reading, easy understanding and quick decision making. It lays down detailed guidelines for a) preparation of an MC and b) the process of submitting it for consideration and decision making of Cabinet.

Any clarifications may be mailed to Cabinet Division at addlsecy-cabinet@ap.gov.in.
SECTION TWO:
GOVERNMENT DECISION – MAKING

1. Business Rules
The Andhra Pradesh Government Business Rules framed under Article 166(3) of the Constitution of India and the Andhra Pradesh Secretariat Instructions framed thereunder form the basis for disposal of business of the State Government. These rules are available on the GAD website.

Note that in the Business Rules, there would be some degree of overlap between the business allocated to different Departments or some of the items might not figure in the list of any Department. However, it would, generally be possible to find out the Department responsible for handling the issue based on proximity/affinity of the issue to the business listed in the Business Rules.

2. Collective Responsibility
Collective responsibility and Cabinet solidarity are the two underlying principles of our democratic system.

Principle of collective responsibility requires that once a decision is arrived at by Cabinet and announced, all Cabinet Ministers support the decision irrespective of personal views expressed in the Cabinet. This ensures that Government is collectively responsible to the people of Andhra Pradesh through the Legislature.

Principle of cabinet solidarity requires that Cabinet Ministers publicly support all Cabinet decisions of Government irrespective of their disagreement, if any, with them. No Cabinet Minister can disown a Cabinet decision unless he resigns from the Cabinet. It is the responsibility of the Chief Minister to enforce Cabinet solidarity.

3. Confidentiality
The principle of collective responsibility requires secrecy of all Cabinet proceedings and documents. No attendee can disclose the views, discussion or nature of a cabinet meeting.

The Chief Minister or the Cabinet decides what decisions shall be disclosed and who will disclose.

Only in an environment which provides continuing confidentiality into the future, of spoken and written views, can the Cabinet Ministers express their uninhibited views on alternative options and arrive at the best public policy. It is for this reason, all cabinet deliberations shall remain confidential.
4. Official Note takers

Normally, there are three official note takers in the Cabinet room who are responsible for drafting minutes correctly: 1) Note taker 1 is the Chief Secretary who is the Secretary to Cabinet, 2) Note taker 2 is the Secretary Political or a senior officer of Cabinet division in his absence, and 3) Note taker 3 is the Secretary in charge sponsoring the agenda item. Note taker 3 keeps changing with change of the agenda item.

Note takers should only use the Cabinet notebooks issued by the Cabinet Division and must not make any other record of the discussion. Verbatim conversations are not recorded. Only important views of the Ministers and the decisions are noted. These note books are secret documents held by Cabinet Division and cannot be sought under the Right to Information Act.

5. Cabinet Committees

The Cabinet Committees listed in Business Rules shall have the functions listed therein.

6. Types of Cabinet Decisions

   (i) Cabinet decisions generally fall in the following four categories.

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Consultation to be done with</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy</td>
<td>Issues that involve deciding on a course of action or issues that involve public or political importance.</td>
<td>• All departments whose business is likely to be impacted by the proposal.</td>
</tr>
</tbody>
</table>
| Statutory           | Issues relating to legislation, law, rules, regulations, contracts. | • Law department.  
                      |                                                  | • All departments whose business is likely to be impacted by the proposal. |
| Financial and budget| Issues affecting finances of Government.         | • Finance department.  
                      |                                                  | • All departments whose business is likely to be impacted by the proposal. |
| Resource            | Issues affecting assets of Government.           | • Finance department  
                      |                                                  | • Revenue (land) department  
                      |                                                  | • All departments whose business is likely to be impacted by the proposal. |
| Human Resource      | Issues relating to staff                         | • Services department/Finance department                                                     |
(ii) A cabinet resolution of ‘postponed’ means the item(s) remain pending with the Cabinet Division and would in due course be placed before the Cabinet.

(iii) A Cabinet resolution recorded as ‘deferred’, means the item is deemed to have been disposed of and hence not pending with the Cabinet Division. The Department concerned is, in such a case, is required to bring up a fresh proposal for consideration of the Cabinet/appropriate Committee of the Cabinet after following the prescribed processes including fresh inter-departmental consultations, if a decision on the issue is required to be taken by the Cabinet/Committees of the Cabinet.

(iv) Sometimes, the Cabinet resolves on certain issues for immediate action such as recommendations / communication with Government of India and other State Governments. In such cases, the Secretary in-charge of the subject shall prepare the draft resolution in consultation with the Chief Secretary and immediately obtain the approval of Chief Minister through Chief Secretary and forward a copy to Cabinet Section for record. In such cases any official note taker will inform the Secretary in-charge, if he is not present at the time of Cabinet meeting.
SECTION THREE:
STRUCTURE AND FORMAT

1. Structure of Cabinet Memorandum

An MC consists of the following parts:

1. Subject – *One sentence problem statement*
2. Rationale – *Background, the proposal, justification*
3. Proposed Approach and Options – *Options with comparative analysis*
4. Considerations and Due Diligence – *Non-financial implications; Likely problems and strategies, Financial, Asset and Staff implications*
5. Consultations – *finance, law, services and departments whose business is affected*
6. Recommendation – *Approval paragraph of Minister-in-charge*
7. Plans – *Implementation plan, Communication plan and Legislative plan*

2. Format of Cabinet Memorandum

1. Maximum 2000 words plus cover page. Annexures are in addition. Tables, charts, diagrams, maps etc. in annexures.
2. A-4 size paper
3. Arial font, 14 points size
4. 1.5 line spacing, double-sided
5. Security grading on header: SECRET/ TOP SECRET in bold on all pages
6. Copy number: Top right side of cover page
7. File number and name of department: Each page on top including appendices and annexures
8. Date of MC: Top right corner of cover page
9. Title: Subject on cover page
10. Mirror margins – 1 ½ inch inner, 1 inch outer, 1 inch top, 1 inch bottom.
11. All paras and sub-paras numbered
12. Page numbers: At bottom right - continuous - including appendices and annexures.
    Should indicate current page number out of total pages (ex: page 2 of 4)
13. Binding: Stapled/ Tagged. No spiral/hard binding
14. Signature: Secretary of Department with phone number
15. Approval paragraph: Approval of Minister-in-charge
3. Cover Page

<SECRET / TOP SECRET>

File No.:< number of e-file>
Department:< name of secretariat department>

Amaravati, <day> <month>, <year>

MEMORANDUM TO CABINET / CABINET SUB-COMMITTEE
Minister: <name of sponsoring minister>

Subject: < one sentence descriptive title for the subject >
MEMORANDUM TO CABINET

I. SUBJECT

1. The title or subject must be brief and clearly indicate the question or issue. Title should comprise of head and title proper together not exceeding 20 words.

II. ISSUE

2. Problem Statement. One sentence summary of question to be discussed and resolved.

III. RATIONALE

3. Background

   Origin, extent and causes of problem. Briefly describe background to the issue. What is the origin of the issue? Draw up on the data/evidence to highlight the extent of the problem, trends over time/geography. Explore all likely causes that may include but are not limited to sociological, historical, political, and technical. The salient facts of the case for consideration with sufficient precision. All relevant facts and precedents;

   Current Policy and its Failure. Outline gaps in existing departmental and/or programs and policies. Search for connected published research.

   Previous attempts. What previous resolutions were attempted?

   Policy Alignment. Link reasons for action to strategic agenda of Government/ previous Cabinet direction.

4. Proposal

   Proposal. State the proposal precisely and clearly. A clear and brief description of the various points on which decisions have to be taken by the Council.

   Purpose. Write the intended purpose in one sentence.

   Time and resources. Indicate timelines, resources and costs needed if any in one sentence.

5. Justification

   Justification. Outline why action is required. Describe the rationale. In case of new legislations, essentiality and the reasons why the purpose cannot be served by existing legislations or by framing subordinate legislation or through executive orders.
Best Practices. Review literature and list out the best international and national practices. Assess what elements of the solutions can be adopted and what cannot be.

IV. PROPOSED APPROACH AND OPTIONS

6. Proposed Approach

Policy Outline. Clearly outline the proposed policy/program approach, including timeframe for implementation and for program wind-up, and provide detailed breakdown (e.g., proposed staffing, capital expenditures, operational expenditures) and analysis of costs, including any assumption on which the costing is based.

Arguments in favour. Present the principal arguments and evidence in support of the recommended approach/option, including result of comparative analysis (ex. Pros and cons, multi-criteria decision analysis etc.), possible adverse consequences of both proceeding and not proceeding, what trade-offs the proposed approach would require the Government to accept, limitations of the approach in addressing the policy objectives, and strategies for addressing key risks/challenges.

Expected results. Articulate expected results and how they will be measured (i.e., identify not more than five measurable key indicators such as social, economic, environmental, etc.), and outline the planned evaluation and audit plan.

7. Alternative Options

i) Explain briefly the alternative decisions possible. The evaluation of alternatives may include technical analysis, social effects, financial analysis, environmental effects and so on as applicable. Carry out implementation analysis;

ii) Outline the alternative options that Cabinet could consider (including the cost profile, including cash and accrual, etc.);

iii) Present up to three approaches for the comparison of alternatives (ex. Pros and Cons approach or Decision Analysis approach or Policy Analysis Matrix / Multi Criteria Decision Analysis approach).

iv) Present for each option whether principal stakeholders support any of the alternative options.

Recommended Option. Identify and present the most optimum alternative.
V. CONSIDERATIONS AND DUE DILIGENCE

8. Considerations

The MC must include important non-financial considerations. The likely problems arising out of implementation and the strategies to counter them. Examples include:

- Impacts for other policies,
- Risk assessment,
- Information on any relevant reviews (e.g., AG reports, strategic reviews, internal audits and program evaluations),
- Social/ gender considerations,
- regional considerations and strategies,
- private and voluntary sector implications.

9. Due Diligence

Financial implications

Asset implications

Staff implications. The format prescribed below shall be submitted for proposals relating to creation/ up-gradation of posts.

(i) Work load details:

<table>
<thead>
<tr>
<th>Service Rules</th>
<th>Post Category</th>
<th>Post</th>
<th>Job nature (Office post / Field post)</th>
<th>List of works attended</th>
<th>Annual work load (Number Per year)</th>
<th>Can the service be outsourced?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a)</td>
<td>(b)</td>
<td>(c)</td>
<td>(d)</td>
<td>(e)</td>
<td>(f)</td>
<td>(g)</td>
</tr>
</tbody>
</table>

(*) For office post indicate number of files created or cases processed annually. For field post indicate the number of reports submitted annually.

(ii) Financial outgo:

<table>
<thead>
<tr>
<th>Service Rules</th>
<th>Post Category</th>
<th>Post</th>
<th>PRC Master Pay Grade (I to XXXII)</th>
<th>Scale of Pay</th>
<th>Sanctioned strength</th>
<th>In position strength</th>
<th>Proposed strength</th>
<th>Increase in annual outgo compared to in position strength (Rs.lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a)</td>
<td>(b)</td>
<td>(c)</td>
<td>(d)</td>
<td>(e)</td>
<td>(f)</td>
<td>(g)</td>
<td>(h)</td>
<td>(i)</td>
</tr>
</tbody>
</table>
VI. CONSULTATIONS

10. Present the consultations held with other departments and advisory departments such as Finance, Law and Services.

Present the views of the department, and of all other departments whose business is affected by this proposal (as far as possible in their own words), and in particular of

(i) Finance Department when financial/ institutional finance issues arise as contemplated in Business Rules;
(ii) Social Welfare Department, where the rights and privileges or concessions enjoyed by the scheduled castes and scheduled tribes are impugned or infringed upon or likely to be affected;
(iii) General Administration (Services) Department when issues relating to Services are involved;
(iv) Public Enterprises Department when issues relating to public enterprises arise and
(v) Law Department or the Advocate General, as the case may be, when legal issues are involved.

In cases of consultation with more than one Minister, state either the joint recommendations of the Ministers or statement of points of difference.

Indicate the dates on which views were sought and received.

VII. APPROVAL PARAGRAPH

11. Recommendations of the Minister-in-charge on the decisions.

* Should be self-contained.

• No reference to earlier paragraphs.
• No content for which cabinet approval is not needed.
• In case of legislations, provide flexibility to carryout changes of drafting/ consequential nature in consultation with Law department.
• If decision is sought on more than one point, indicate through sub-para graph numbers.
ANNEX I TO THE MC - IMPLEMENTATION PLAN  
(Maximum two pages)

Provide information on the key milestones for the recommended option, including anticipated state of delivery, expected results at the end of each fiscal year (or anniversary of initiating the proposed program), and links to the proposed spending profile. Reference should be made to the point in the timeline at which benefits will accrue to the targeted population and other beneficiaries, when objectives will be achieved and when the program will be wound up. Include an outline of the performance measurement strategy.

ANNEX II TO THE MC - COMMUNICATION PLAN  
(Maximum two pages)

The communication plan should be provided for all MCs. This Annex should be developed jointly by the Minister’s Peshi and the Department.

1. COMMUNICATIONS OBJECTIVES AND CONSIDERATIONS
Identify 2-3 objectives that will be achieved through the communication plan, outline expected results, and link this initiative to the Government’s agenda. Outline significant communications consideration and how these would be managed.

2. ANALYSIS OF PUBLIC ENVIRONMENT
Assess the public environment and identify risks/opportunities therein, including quantitative and qualitative data available through public opinion research data and analysis of previous stakeholder engagement and consultations, centre-state positions and media coverage. For stakeholders, identify who was consulted, the method of consultation, and their reactions.

3. ANTICIPATED REACTION
Provide examples of likely positive and negative reactions from various population groups (reference should be made to specific groups rather than to broad audiences such as the general public), including stakeholders.
4. STORYLINE AND CORE GOVERNMENT MESSAGES

In 5-6 bullets, outline the announcement storyline, relate it to Government priorities, and provide core messages. In plain language, describe the benefits and results for people of AP. The indicative format is given below.

**PRESS NOTE**

Department:

Date of decision:

Subject: < subject as in MC >

Decision: < one sentence in simple Telugu language>

Major impact:

Expenditure involved:

Number of beneficiaries:

Districts covered:

Progress if already running:

**LIKELY QUESTIONS & ANSWERS**

List the likely questions and answers for use of Minister in-charge briefing the press in a separate sheet.

5. ANNOUNCEMENT STRATEGY

*Indicate the profile of the announcement as well as its scope (e.g., state/ national/ international). Include details on planned media and stakeholder outreach, as well as events to support the announcement. Describe measures to sustain the message and a focus on impacts and benefits to AP people.*
ANNEX III TO THE MC - LEGISLATURE PLAN
(Maximum two pages)
This annex should be provided for all MCs

1. PRIOR POLICY AND POLITICAL POSITIONS
Indicate whether the Government has previously taken a position on the issue in question, either in a past or current election platform; during debate or votes while in opposition; or in any similar previous fashion, and indicating specifically what those positions were. (To be prepared by Minister’s peshi)

2. LEGISLATIVE ENVIRONMENT
Outline expected reaction of all parties in the Assembly and Council. Highlight any potential areas of agreement between each party and the Government position, as well as differences. Identify any shared positions and differences among Opposition parties. Refer to election campaign commitments where applicable, as well as past positions in both houses. (To be prepared by the Ministers’s peshi and the Department)

3. LEGISLATIVE PLAN (if applicable)
Indicate proposed timelines, including date and location (Assembly or Council) for introduction and any fixed deadlines or obligations (e.g., national commitments). (To be prepared by the Minister’s peshi and the Department)

4. LEGISTATURE STRATEGY
Provide Minister’s strategy for securing majority support for legislative proposals, including preferred responses to potential pressures for changes, amendments that could be offered, their timing and associated costs. Also include, where appropriate, the engagement of Committees, debates, or other Legislative mechanisms. (To be prepared by the Minister’s peshi and the Department)

Signature: < sign of secretary >
Name: < name of secretary >
Mobile Phone: < write mobile number >
SECTION FOUR:  
MC PREPARATION PROCEDURE

1. Responsibilities of Secretary
   i) The subject of the MC should be properly indicated reflecting the proposal.
   ii) Personally draft the MC as per section three, as self-contained document, avoiding appendices, indicating salient features of the case with sufficient precision, views of advisory departments or other line departments wherever required and the points on which decision of Cabinet is required.
   iii) There should not be repeat content under different headings in the MC.
   iv) Obtain the views of all departments whose business is likely to be affected by the proposal through parallel notes.
   v) If MC is updated due to any views offered by the consulted departments, communicate the revised MC to consulted departments. Seeking views again is not required unless there is a substantive change in the original MC.
   vi) Undertake due diligence of the proposal.
   vii) Finance Department should be consulted in all the cases which would directly or indirectly affect the finances of the State.
   viii) If the file is circulated to more than one minister and no agreement is reached, the Memorandum shall state the points of difference and the recommendations of each of the Minister concerned.
   ix) Sign the MC after obtaining the prior approval of the Chief Secretary and Minister-in-charge on the following points—
      (i) the proposal; and
      (ii) the recommendation on the decision.
   x) Check the completeness and objectivity of the MC.
   xi) Obtain approval of CS and CM prior to submission of MC to Cabinet division.
   xii) Prepare MC in the prescribed format.
   xiii) Fill and sign the cabinet check-list.
   xiv) Submit MC to cabinet division within 7 days of approval of proposal by Chief Minister.
   xv) Personally attend cabinet at least 15 minutes prior to the scheduled time, fully prepared without any assistants. Nominate a subordinate officer in unavoidable circumstances with approval of Chief Secretary.
xvi) Take approval of Chief Secretary for any slide show (not more than 3 slides).

xvii) Submit two signed press notes to Commissioner I&PR, immediately after completion of the agenda item, for use by the Chief Minister or designated Minister while briefing the press.

xviii) All information, advice, vetting etc., shall be completed before a case is brought to the Council for a decision.

2. Time lines for inter-departmental consultations
   
   i. The sponsoring Secretary shall complete the process of consultation within 15 days.
   
   ii. The consulted departments shall offer their comments within 7 days failing which the same shall be indicated in MC by sponsoring department (Period of 7 days will reckon from the date of dispatch of note by the sponsoring department).
   
   iii. In special cases, any Secretary whose consultation is sought shall give his / her remarks within the ‘time limit’ marked by sponsoring Secretary, failing which concurrence shall be deemed to have been issued.
   
   iv. The secretary of consulted department who fails to offer his comments in time, may directly inform his views in the cabinet meeting, after informing the reasons for default.

3. Urgent/Top Secret/Table cases.
   
   i) Secretary should follow the same procedure in preparing an MC for urgent cases.
   
   ii) In urgent cases, the Chief Minister will decide whether the matter will be approved by circulation method or ratification method.
       
       (a) Circulation method: the matter will be approved through circulation to Ministers duly giving a deadline for communicating views to Chief Secretary, after which the Chief Minister will take a decision; or
       
       (b) Ratification method: approved by Chief Minister and placed before next cabinet for ratification.
       
   iii) No memorandum shall be circulated in the case of Top Secret cases. The Minister-in-charge will orally explain the case.
   
   iv) In exceptional cases, after Cabinet agenda is finalised, the sponsoring Secretary shall take prior approval of the Chief Secretary for allowing the proposal as a table item in Cabinet meeting.
   
   v) Follow Business Rule 14(10) where the Council has taken a decision without a formal memorandum being placed before it.
4. Submission of MC to Cabinet Division

i) MC should be sent to cabinet division within 7 days after approval by the Chief Minister as per BR without waiting the actual date of the meeting of the Cabinet. Any delay should be explained to the Chief Secretary through a note.

ii) MC to be sent without waiting for cabinet date: After orders in circulation are obtained from CM for placing any matter before the Cabinet, the MC after approval of CS and Minister shall be sent to Cabinet Division along with e-Office file and forwarding note as prescribed below without waiting for formal intimation of the date of Cabinet Meeting.

iii) After Agenda is finalised by the Cabinet Division, no further proposals will be taken for inclusion in the Agenda, except Table Items (with specific orders of the C.S.in the e-file)

iv) Cabinet division with the assistance of ITE&C Department shall upload soft copies of MCs in the e-Cabinet application.

v) All MCs should be forwarded in the format prescribed in this handbook to: Mid-Level Officer, Cabinet Division, Room No.165, Building 1, Interim Secretariat, Velagapudi, Guntur District.
MC Forwarding Note

Secret

File No:

Department:

Amaravati, dated

U.O. Note

Subject: <As in MC>

The undersigned is directed to forward the Memorandum to Cabinet (both in Telugu and English versions).

2. Comments/advise of ……………………………………………………. (include applicable departments) Finance, Law, Services and Public Enterprises departments (strike off whichever is not applicable) required for this proposal are obtained and incorporated.

3. The following documents are annexed to this note(one PDF file and two signed physical copies).

   (i) Memorandum to Cabinet with all its annexes
   (ii) Cabinet Check list
   (iii) A tabular statement indicating the views/comments of the Departments, points of difference with sponsoring department and how they are proposed to be addressed.

4. Kindly
   (a) place the Memorandum before the Cabinet OR
   (b) issue Cabinet Resolution Number for orders on resolution obtained in circulation to all Ministers OR
   (c) place the Memorandum for ratification in Cabinet.

Signature: <sign of secretary>
Name: <name of secretary>
Mobile Phone: <write mobile number>

Mid-Level Officer,
Cabinet Division,
Room No. 165,
Building 1,
Interim Secretariat,
Amaravati,
Guntur District.
**Department:**  
Subject: <as in MC>  

Date of submission to Cabinet Division:

<table>
<thead>
<tr>
<th>Item</th>
</tr>
</thead>
<tbody>
<tr>
<td>□ Approval of the Chief Minister through the Chief Secretary and Minister obtained</td>
</tr>
<tr>
<td>Chief Ministers remarks: ____________________________________________</td>
</tr>
<tr>
<td>□ Business rules and secretariat instructions adhered to.</td>
</tr>
<tr>
<td>□ Recommended the specific course of action where the balance of convenience lies out of the alternatives suggested.</td>
</tr>
<tr>
<td>□ Mention is made of earlier Cabinet considerations and resolutions on this issue or related issue having a bearing on this subject.</td>
</tr>
<tr>
<td>□ Draft resolution prepared anticipating that the proposal in MC is going to be approved.</td>
</tr>
<tr>
<td>□ Press note and likely questions and answers sheet enclosed, for the Chief Minister to brief the press, in case the issue has a news value.</td>
</tr>
<tr>
<td>□ There exists a specific time limit within which the Cabinet decision is required.</td>
</tr>
</tbody>
</table>

**Department Consulted** | Concurrence needed? (tick mark) | Opinion incorporated in MC (tick mark) |
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance Department</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Law Department</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Services Department</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Departments whose business is affected (write names below):</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>2.</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>3.</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>4.</td>
<td>□</td>
<td>□</td>
</tr>
</tbody>
</table>

Signature: <sign of secretary>  
Name: <name of secretary>  
Mobile Phone: <write mobile number>
5. Drafting of Cabinet Resolutions

(i) The Cabinet Memorandum is the basis for drafting the resolutions. If the proposal in the Memorandum is approved in toto, the words “APPROVED” or “RATIFIED” are indicated in the draft resolutions as proposed in the Memorandum.

(ii) If the Cabinet requests the Minister In-charge to re-examine the proposal in the Memorandum or does not approve the proposal, the word “DEFERRED” is used.

(iii) If the Cabinet approves a proposal with modifications or conditions; the resolution should be “the Council of Ministers approved the proposal with the following modifications / changes / conditions” .........................

(iv) The sponsoring Secretaries should hand over the signed draft resolutions in the following specimens on the same day in the CS Office immediately, after the discussion is completed on the subject.

(iv) (3) specimen Council Resolutions are given below for use.

**DRAFT – 1**

```plaintext
DEPARTMENT

Agenda Item No : 
Council Resolution No : 
Date of Decision : 

Sub: <Same as in MC>

// DRAFT RESOLUTION //
APPROVED / RATIFIED

Signature of the Sponsoring Secretary:
Name:
Designation:
Mobile No:

Chief Secretary
```
DEPARTMENT

Agenda Item No : 
Council Resolution No : 
Date of Decision : 

Sub: <Same as in MC>

// DRAFT RESOLUTION //

DEFERRED

Signature of the Sponsoring Secretary:
Name:
Designation:
Mobile No:

Chief Secretary

DRAFT – 3

DEPARTMENT

Agenda Item No : 
Council Resolution No : 
Date of Decision : 

Sub: <Same as in MC>

DRAFT RESOLUTION

The Council of Ministers approved the proposal with the following modifications / changes / conditions:

Signature of the Sponsoring Secretary:
Name:
Designation:
Mobile No:

Chief Secretary
6. Time line for implementation of decisions.

i) Secretary is responsible to ensure that the decisions of the Council are implemented within a week.

ii) Unless the Council directs re-examination of the proposal placed before it for consideration, there shall be no consultation with any department before issue of the orders implementing the decision.

iii) Further approval of CS/ Minister-in-charge/ CM is not required to implement a cabinet decision.

iv) Vetting of draft order by law department, if needed, shall be completed within 7 days by personal communication with Secretary Law department.

v) The U.O. Note issued by Finance department at the time of consultation on the proposal shall be stated in the orders.

vi) There shall be no delay except in the case of Bills to be passed by the Legislature

(a) due to the reference of the case to Finance, Law, General Administration or other Departments of Secretariat for any purpose including vetting of the draft by Law, concurrence of Finance to draft, advice or information from other departments etc.,

(b) due to waiting for reports from Head of the Departments.

vii) When an order is in accordance with the decision of the Council of Ministers in regard to a matter which has not been subjected to inter - departmental circulation, the draft order shall be communicated for acceptance to all the departments whose business is affected by the order giving a time of 15 days. If the matter is of extreme urgency the draft order may be circulated after issue.

7. Implementation reports.

i) A report on the action taken on every decision of the Council shall be sent to General Administration (Cabinet) Department within a week after the receipt of the decision by the Secretary concerned.

ii) Where action on any decision cannot be completed within the period of one week, a further report shall be sent to the General Administration (Cabinet) Department at least two days before every next meeting of the Council of Ministers duly indicating the reasons for non-implementation of any Council resolution, until the final report on the implementation of the Council decision is sent.

iii) The implementation report should be sent in the following proforma:
## IMPLEMENTATION REPORT

**Department:**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Council Resolution No. and date.</th>
<th>Subject</th>
<th>Implemented or not (Indicate action taken in brief. Copies of orders/instructions issued should be enclosed. If not implemented, the reasons therefore should be given).</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>(4)</td>
</tr>
</tbody>
</table>

Signature: <sign of secretary>

Name: <name of secretary>

Designation: <Designation of secretary>

Mobile Phone: <write mobile number>
SECTION FIVE:
CASES BEFORE CABINET

The following cases shall be placed before the Cabinet as per the Business Rules:-

I. Appointments
   1. Advocate-General. Proposals for the appointment or removal of the Advocate-General.
   2. Vigilance Commissioner. Any proposal involving any action for the dismissal, removal or suspension of the Andhra Pradesh Vigilance Commissioner.

II. Constitutional matters.
   3. Dissolution of Assembly. Proposals to dissolve the Legislative Assembly of the State.
   4. Disqualification of legislators. Decision on questions arising as to whether a Member of the Legislature of the State has become subject to any disqualification under Article 191 and any proposal to refer such questions for the opinion of the Election Commission; or to recover or to waive the recovery of the penalty due under Article 193.
   5. Legislature Business rules. Proposals relating to rules to be made under Article 208, clause (3).
   6. Judicial service. Proposals for the making of rules under Article 234 or amending them contrary to or otherwise different from the provisions in the rules contained in Part II of the Andhra Pradesh State and Subordinate Service Rules.
   8. Public Service Commission. Any proposal involving any action for the dismissal, removal or suspension of a Member of the Public Service Commission.

III. Legislative matters
   10. Bills. Cases in which the attitude of the Government to any resolution or a Bill to be moved in the Legislature is to be determined in important cases.

IV. Financial matters
   11. Budget. The annual financial statements to be laid before the Legislature and demands for supplementary, additional or excess grants.
       Note: Any supplementary statement of expenditure to be laid before the Legislature may, instead of being considered at a meeting of the Council of Ministers, be circulated to all the Ministers for orders.
   12. Taxes, loans, guarantees. Proposals for the imposition of a new tax or any change in the method of assessment or the pitch of any existing tax or land revenue or irrigation rates or for the raising of loans on the security of the revenues of the State or for the giving of a guarantee by the State Government for amounts exceeding Rs.1,00,00,000.
   13. Finances. Any proposal which affects the finances of the State which has not the consent of the Finance Minister.
   14. Re-appropriation. Any proposal for re-appropriation to which the consent of the Finance Minister is required and has been withheld.
   15. Asset alienation. Proposals involving the alienation either temporary or permanent or of sale, grant or lease of Government property exceeding Rs. 2, 00,000 in value, except...
when such alienation, sale or grant or lease of Government property is in accordance with the rules or with a general scheme already approved by the Council:

Provided that in the case of alienation of Government land, other than tank beds, on market value where Government orders are required, upto an extent of 25 acres or upto a value of Rs. 25 lakhs, orders in circulation to the Chief Minister shall be obtained and a list of such cases approved shall be placed before the Council for information.

Note.- Cases in respect of sale at market value of land irrigable or likely to be brought under irrigation from an irrigation project under execution of Sivai-jamadars who may have spent an appreciable amount in improving it, when the value of the land exceeds Rs. 20,000 shall, subject to the orders of the Chief Minister, be placed before the Council.

16. **New services or schemes.** Non-Plan cases in respect of New Services or Schemes or otherwise where recurring expenditure is Rs. 20,00,000 and above and non-recurring expenditure is Rs. 1,00,00,000 and above:

Provided that this rule shall not apply to a plan scheme.

Provided further that where it is proposed to create any new post or up-grade any post, whether the expenditure is under non-plan or plan, such cases shall invariably be placed before the Council of Ministers, for prior approval except in respect of up-gradation or creation of ex-cadre posts in the matter of posting of All India Service Officers, due to administrative exigencies.

Provided also that where it is proposed to create any supernumerary post in the case of direct recruits who have to undergo the prescribed induction training in the department or foundational course in a State-Level or designated training institution during the period of their probation, before they assume charge in a regular post in the department, such cases need not be placed before the Council of Ministers and orders will be issued with the approval of the Chief Secretary, provided that such posts automatically stand lapsed the moment the public servant concerned is relieved to assume charge in a regular post.

Note: Cases where expenditure is budgetted and has been voted in the Legislature for specific schemes / programmes with no deviation, orders will be issued with the concurrence of Finance and Planning (Finance Wing) Department and then quarterly sanction statement shall be placed before the Council of Ministers.

17. Proposals relating to---

(i) **Creation of new Corporations** or Companies either wholly owned or partially financed by the State Government or by a public sector undertaking;

(ii) **participation by the State Government** or a public sector undertaking other than Andhra Pradesh State Industrial Development Corporation and Andhra Pradesh State Financial Corporation in providing share capital to a new or an existing corporation or company;

(iii) **providing share capital** exceeding rupees fifty lakhs by Andhra Pradesh Industrial Development Corporation and the Andhra Pradesh State Financial Corporation to a new or an existing corporation or company;

(iv) **winding up, amalgamation** or such other major schemes of structural reorganisation of public sector undertakings;

(v) **increase in capital cost** estimates of State owned public corporations, companies, enterprises and projects where such increase is more than twenty percent or rupees twenty five lakhs , whichever is less.
(vi) **expansion of existing schemes** or establishing of new schemes or new lines of production by any State owned public corporation, company, enterprise or project where such expansion or establishing involves---

(a) a capital outlay of not less than rupees fifty lakhs; or

(b) a capital outlay of not less than twenty five percent of the `Gross Block’ of such Corporation, enterprise or project other than Andhra Pradesh State Industrial Development Corporation and Andhra Pradesh State Financial Corporation; and the total investment is not less than rupees twenty five lakhs; and

(c) **grant of loans** by Andhra Pradesh State Industrial Development Corporation and Andhra Pradesh State Financial Corporation in excess of the limits laid down by the Industrial Development Bank of India for purposes of refinancing.

18. **Abandonment of existing revenues.** Schemes involving the abandonment of existing revenue including recurring losses of revenue to be written off by the Government involving an amount of Rs. 2,50,000 and above per annum and non-recurring losses of revenue to be written off by the Government involving an amount of Rs. 10,00,000 and above or when the scheme involves a change of policy.

*Note: The reference to the Council of Ministers of schemes referred to in items 16 and 18 above may be waived in such special cases and subject to such conditions as may be specified by the Government from time to time.*

19. **Public Accounts Committee.** The annual audit review of the finances of the State and the report of the Public Accounts Committee.

V. Other matters

20. **Policy changes.** Proposals involving any important change of policy or practice.

21. **Administrative system changes.** Proposed circulars embodying important changes in the administrative system of the State.

22. **Committee /Commission reports.** Reports of the Committees/Commissions of Inquiry appointed in pursuance of a resolution of the Council of Ministers or of the State Legislature.

23. **Scheduled Areas.** Cases which affect or are likely to affect materially the good governance of Scheduled Areas.

24. **Altering cabinet decisions.** Proposals to vary or reverse a decision previously taken by the Council of Ministers.

25. **Governor's address / messages to the Legislative Assembly.**

26. **Cases required by the Chief Minister** to be brought before the Council.
MEMORANDUM TO CABINET

Minister: Sri xyz

Hon'ble Minister for Higher Education

Subject: Financial support to the Andhra University for augmentation of facilities for providing reservation of seats to ‘Backward Classes’ (BCs).
I. SUBJECT

1. Financial support of Rs. 500 Cr to the Andhra University for augmentation of facilities for providing reservation of seats to ‘Backward Classes’ (BCs) during 2017-18 to 2019-20.

II. RATIONALE

2. Background

2.1 Based on the approval accorded by the Cabinet in its meeting held on 18.12.2001 (Annex I, p. 9), Andhra University (AU) was established on 14.11.2002 in Visakhapatnam with campuses at Visakhapatnam, and Kakinada as a State University under the XYZ Act, 1985 (22 of 1985).

2.2 While setting up the University, the existing two Government institutes viz. Engineering College Visakhapatnam and Degree College Kakinada, were merged with it.

2.3 The ABC Act, 2016 (3 of 2016) mandates that seats be provided for Backward Classes. This will require augmentation of facilities in the university.

3. Proposal

3.1 It is now proposed to augment various facilities, including hostel, the academic blocks, administrative blocks, computing facilities, laboratories and sports infrastructure in all the campuses of AU by providing a one time budgetary support of Rs. 500 crores.

3.2 In terms of the decision of the Cabinet, the University is self funding institution and no financial support is to be provided to it for its normal operations by the Government. However, in order to comply with the law enacted by the Government relating to
reservation of seats for BCs in educational institutions, additional infrastructural and other facilities are required to be created in different campuses of the AU. This is proposed to be done over a period of next three years. It is clarified that except for this assistance, the AU would continue to be run on self-financing basis.

3.3 The facilities will enable the Backward Class students to pursue higher education.

4. Justification

4.1 The AU is a self-sustaining institution and would be generating sufficient funds for meeting all its expenditure for its normal activities. Without taking into account the requirements arising due to augmentation of facilities at AU, the total revenue and expenditure of the AU between 2017-18 to 2020-21 have been assessed at Rs. 449.44 crores and Rs. 436.04 crores respectively. There will, as such, be an overall surplus of Rs. 13.40 crores at the end of this period. AU plans to utilize this surplus amount for enhancing the quality of teaching faculty at all its campuses for which a separate action plan is being drawn up by the University. However, since augmentation of facilities at AU is required for creation of additional seats in the University to meet the statutory requirements, it is necessary to provide additional funds for creation of facilities at AU. Keeping in view the decision of the Government that introduction of reservation for BCs will not result in any reduction in the number of seats for general category students, overall, 450 additional seats will need to be provided at all campuses of the AU. There is no scope for any cost cutting or internal generation of resources by the AU without compromising the quality of education and training being imparted by it.
III. PROPOSED APPROACH AND OPTIONS

5. Proposed Approach

5.1. The present proposal seeks approval of the Cabinet for augmenting the facilities available at the AU, Visakhapatnam and its other campuses for complying with the requirements relating to reservation of seats for ‘Backward Classes’ (BCs) in educational institutions. The proposal entails an estimated expenditure of Rs. 500 crores to be incurred during 2017-18, 2018-19 and 2019-20. This includes non-recurring expenditure of Rs. 475 crores and recurring expenditure of Rs. 25 crores.

5.2. This will produce 150 high quality engineers by 2022 onwards every year.

6. Options

6.1 The following are options

| Option 1 | Government funding of Rs. 500 Cr over three years | Pros: Quick grounding of works.  
Cons: Burden on Government |
|----------|--------------------------------------------------|-------------------------------------------------|
| Option 2 | Government providing guarantee for a commercial loan of Rs.500 Cr by AU. | Pros: No burden on Government.  
Cons: Revenues stream of AU not sufficient to repay the loan.  
There will be delay in starting the works. |
| Option 3 | AU obtains a loan of Rs.500 Cr on its own strength | Pros: No burden on Government.  
Cons: AU lacks the financial strength to raise loan on its own. |
6.2. Out of the above, balance of convenience lies with Government funding.

IV. CONSIDERATIONS AND DUE DILIGENCE

7. Considerations

7.1 This decision will lead to similar requests from all the 21 Government Universities.

7.2 It is reported by AG in his report of 2010-11, that AU engineering wing has not been capable of completing the civil works of Rs. 50 Cr in time. This work being 10 times bigger will require a dedicated engineering agency to execute the work in time.

8. Due Diligence

8.1 The details of non-recurring expenditure involved for augmentation of these facilities, campus-wise, has been assessed as below:

Table: Details of Non-Recurring Expenditure (in Rs Cr)

<table>
<thead>
<tr>
<th>Name of Campus</th>
<th>Hostel</th>
<th>Academic and Administrative blocks, computer facilities</th>
<th>Sports infrastructure</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visakhapatnam-1</td>
<td>75</td>
<td>75</td>
<td>50</td>
<td>200</td>
</tr>
<tr>
<td>Visakhapatnam - 2</td>
<td>25</td>
<td>55</td>
<td>25</td>
<td>105</td>
</tr>
<tr>
<td>Kakinada</td>
<td>25</td>
<td>50</td>
<td>25</td>
<td>100</td>
</tr>
<tr>
<td>Vishakapatnam- 3</td>
<td>15</td>
<td>35</td>
<td>20</td>
<td>70</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>140</td>
<td>215</td>
<td>120</td>
<td>475</td>
</tr>
</tbody>
</table>

8.2 The year-wise outgo of funds on account of non-recurring expenditure would be Rs. 100 crore in 2017-18, Rs. 275 crores in 2018-19 and Rs.100 crores in 2019-20.

8.3 Besides, there would also be a recurring expenditure of Rs.25 crores during the next three years on account of salary and wages.
due to creation of new posts at various levels and outsourcing of certain services. All the additional posts will be created in accordance with the norms relating to creation of teaching and non-teaching posts for which a separate reference will be made to the Finance department. It is confirmed that none of the new posts will be of the rank of Joint Secretary to the Government or higher. The year-wise outgo of funds on account of recurring expenditure would be Rs.5 crores in 2017-18, Rs.10 crores in 2018-19 and Rs.10 crores in 2019-20.

8.4 The additional funds required for the purpose would be provided through support from within the existing allocations of the Department of Higher Education.

8.5 Various activities proposed to be undertaken for construction of hostel and academic blocks are proposed to be completed during 2017-18 and 2019-20. The quota for reservation of seats will be filled up in a phased manner and in the academic session 2017-18, AU will be fully complying with the statutory requirements of reserving 27% seats in all its campuses for BC students.

V. CONSULTATIONS

9.1 The draft U.O. Note for consultations had been sent on 30.04.2017 and the comments of the consulted Departments had been received. The Departments consulted and the date of the receipt of their comments were: the Planning Department (15.05.2017), Department of Finance (21.05.2010). The Planning Department had while supporting the proposal, highlighted the need for augmenting the capacity of the institutions to ensure that world class education could be imparted. The Department of Finance, had stated that the department must explore the feasibility of meeting the additional expenditure from the internal resources of the AU. It
recommended the proposed financial support to the AU with the stipulation that no grant or budgetary support would be provided by the Government to AU in addition to Rs. 500 crores now proposed.

9.2 The comments of Finance department have been accepted by the Department. The proposal has been approved by Department of Finance.

VI. APPROVAL PARAGRAPH

10. Approval sought

Approval of the Cabinet is solicited for providing one time budgetary support of Rs. 500 crores (Rs. 475 crores non-recurring and Rs. 25 crores recurring for three years) to provide plan support as a one time grant to AU to enable compliance with the statutory requirements of reservation of seats for BC students in terms of the ABC Act, 2016.

ANNEX I TO THE MC - IMPLEMENTATION PLAN

<table>
<thead>
<tr>
<th>Item of work</th>
<th>Due date</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Preparation of detailed designs and estimates</td>
<td>T + 3 months</td>
<td>E-in-C TR&amp;B</td>
</tr>
<tr>
<td>2) Issue of Administrative Sanction</td>
<td>T + 4 months</td>
<td>Secretary, HE</td>
</tr>
<tr>
<td>3) Completion of tender process and entering into agreement with contractor</td>
<td>T + 6 months</td>
<td>E-in-C TR&amp;B</td>
</tr>
<tr>
<td>4) Completion of Phase I works</td>
<td>T + 18 months</td>
<td>E-in-C TR&amp;B</td>
</tr>
<tr>
<td>5) Completion of Phase II works</td>
<td>T + 42 months</td>
<td>E-in-C TR&amp;B</td>
</tr>
</tbody>
</table>

Note: T date of in-principle sanction
1. COMMUNICATIONS OBJECTIVES AND CONSIDERATIONS

• Commitment of the Government towards development of Backward Classes.

• Commitment of Government towards improvement of higher education

2. ANALYSIS OF PUBLIC ENVIRONMENT

• A cross-section of about 10 academicians were consulted over phone. They were in favour of higher public spending in higher education.

• The BC Associations consulted by the Minister across the table welcomed the move.

3. ANTICIPATED REACTION

• Academic community: Will welcome the move

• Opposition parties: Will be critical and state that expenditure in just one university will not serve the purpose.

• Student community: Will welcome the move
PRESS NOTE

Department: Higher Education

Date of decision: 27th June, 2017

Headline (Subject): Government sanctions Rs. 500 Cr to the Andhra University for augmentation of facilities for providing reservation of seats to ‘Backward Classes’ (BCs).

Decision:

• Government sanctioned Rs. 500 Cr for additional facilities in AU for providing reservation of seats to BCs to be spent during 2017-18 to 2019-20.
• This will lead to more number of Backward class students to pursue higher technical studies.
• This is in line with our commitment towards upliftment of weaker sections.
• Will lead to better facilities in the oldest university in our state
• The North Coastal AP will benefit from this decision.

Major impact: 150 high quality engineers will be produced additionally

Expenditure involved: Rs. 500 Cr

Number of beneficiaries: 150 per year additionally

Districts covered: Two

Likely questions and answers:

1) Will government sanction similar amounts for all other universities?
A) There are 21 universities. We will assess and augment facilities in other universities in a phased manner.

2) Will the increase in seats be applicable from this academic year?
A) Yes
5. ANNOUNCEMENT STRATEGY

- State level announcement

- A front page – bottom quarter page – Telugu and English newspaper advertisement will be made on 27th June 2017.

- On 27th June 2017, the CM will announce the decision at the Youth mela being attended by him at Visakhapatnam.

- BC Welfare department will organise a thanks giving by respective associations to the Chief Minister at the venue of Youth Mela at Visakhapatnam.

- Facebook, Twitter and Youtube of the CM, HE Department and GoAP to carry the messages along with pictures.

ANNEX III TO THE MC - LEGISLATURE PLAN

(This annex is be provided for all MCs)

1. PRIOR POLICY AND POLITICAL POSITIONS

The ruling party in its election manifesto has earlier announced that it will reserve seats for BCs.

2. LEGISLATURE ENVIRONMENT ANALYSIS

Party A – Opposition – likely to demand more.

Party B – Neutral – likely to support ruling party and oppose Party A.

Signature: < sign of secretary >

Name: < name of secretary >

Mobile Phone: < write mobile number >