

PREPARATION OF GRAM PANCHAYAT DEVELOPMENT PLAN

**- CONVERGING RESOURCES OVER WHICH THE GRAM
PANCHAYAT HAS COMMAND -**

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I. INTRODUCTION

ABOUT WRITESHOP

- **A writeshop ends in a quality product - written and ready for use.**
 - ❑ As relevant to different participant groups
- **Beyond recommendations - into development of manuals, processes, systems, etc. to be adopted and used straightaway**
- **Participation by teams rather than individuals**
- **Goes into great depth on issues**
 - ❑ Covering all aspects
- **Supported by evidence from the field - seeing practice**
- **Focus on cross-learning**
 - ❑ How different States dealt with similar issues
 - ❑ Adapting as required

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ABOUT WRITESHOP (contd...)

- **Collective problem solving**
- **New ideas generated by the participants**
- **Recognizing and adopting what can be done and has to be done**
 - ❑ **Choosing the BEST FIT from options**
- **Facilitated and catalyzed by experts**
 - ❑ **Participants to utilize their services to clear doubts and guide them**
- **Informal setting but intense work especially home work**
 - ❑ **High seriousness**
 - ❑ **High quality**
 - ❑ **Happily done**
 - ❑ **Demanding more**

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ABOUT WRITESHOP (contd...)

- **Expansion of knowledge**
 - ❑ **“Maximum” learning**
 - ❑ **Learning by “knowing”**
 - ❑ **Learning by “hearing”**
 - ❑ **Learning by “seeing”**
 - ❑ **Learning by “doing”**
- ↳ **COLLECTIVE UNDERSTANDING**
- Facts**
↓
Information
↓
Knowledge
↓
Wisdom

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FOURTEENTH FINANCE COMMISSION AWARD

- **Rs.2,0092.20 crore**
- **Only to Gram Panchayats**
- **90% Basic Grant; 10% Performance Grant**
 - Accounts and audit of t - 2 year completed**
 - Revenue mobilization as critical condition of performance**
 - ✓ **criteria to be spelt out by States**
- **Funds devolved on the basis of population (90%) and area (10%)**
 - UP and Bihar alone get Rs.56.794.39 crore**
- **Only for GPs**
- **To be passed down in 15 days**

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FOURTEENTH FINANCE COMMISSION AWARD (contd...)

- **End-use freedoms**
 - But for basic services**
 - ✓ **Water**
 - ✓ **Sanitation**
 - ✓ **Electricity**
 - ✓ **Roads**
 - ✓ **Parks**
 - ✓ **Playgrounds**
 - ✓ **Crematoria**
 - ✓ **Burial Grounds**
 - ✓ **OTHER BASIC SERVICES SPECIFIED IN STATE ACT**
- **Stress on accountability**
 - Social Audit proposed**

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FOURTEENTH FINANCE COMMISSION AWARD (contd...)

➤ Concerns to be addressed

- Data, on services**
- Fiscal data**
- SFC capacity**
- Proper accounts**
- Quality of audit**
- Improvement in own source revenue**

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FOURTEENTH FINANCE COMMISSION AWARD (contd...)

➤ GP level planning recommended

- Resource envelope**

✓We recommend that the books of accounts prepared by the local bodies should distinctly capture income on account of own taxes and non-taxes, assigned taxes, devolution and grants from the State, grants from the Finance Commission and grants for any agency functions assigned by the Union and State Governments.

[para 9.61]
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FOURTEENTH FINANCE COMMISSION AWARD (contd...)

□ Planning

✓ We are proposing a level of support that will provide financial stability to the local bodies through assured transfers for planning and delivering of basic services smoothly and effectively.

[para 9.68]

✓ The publishing of service level data and preparation and audit of accounts will provide the necessary transparency and accountability in this regard. We recommend that stern action should be ensured if irregularities in the application of funds are noticed or pointed out.

[para 9.82]

FOURTEENTH FINANCE COMMISSION AWARD (contd...)

MASTER GUIDELINES WILL BE ISSUED BY MINISTRY OF FINANCE

↳ **Ministry of Panchayati Raj will issue
Operational Guidelines/advisories**

PREFACE

- **Points drawn from actual experiences across the country**
- **No concept of an ideal or perfect plan methodology**
- **It has to be learnt by doing**
 - ❑ **The important thing is to get started**
- **Need for state-specific adaptation**

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PREFACE (contd....)

- **Reflect in-depth on state-specific experiences**
 - ✓ BRGF
 - ✓ SAGY
 - ✓ UNDP/World Bank supported projects
 - ✓ IPPE of MGNREGS
- **Detailing is required – without affecting flexibility to innovate and go far beyond**
 - ❑ **Space for “jugaad”**
- **No pilots - but “Resource Clusters” for peer learning**
 - ❑ **Creating schools of practice in Local Planning and Development**

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II. DECENTRALIZED PLANNING

PLANNING FROM THE GRASSROOTS

➤ History of missed opportunities

- 1st Plan –**
 - ✓ Community Development – Block Plan
- 2nd Plan –**
 - ✓ DDC/BDC
 - ✓ Panchayati Raj initiative
- 4th Plan –**
 - ✓ Dantawala Committee Report on Block Level Planning
- 5th Plan –**
 - ✓ Support for District Planning set up
- 6th Plan –**
 - ✓ DRDAs and Credit Planning
 - ✓ Hanumanta Rao Committee Report on the District Planning

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PLANNING FROM THE GRASSROOTS (contd...)

- 7th Plan –**
 - ✓ GVK Rao Report/Singhvi Report
- 8th Plan –**
 - ✓ 73rd Amendment and DPCs
- 10th Plan –**
 - ✓ RSVY and District Level Planning
- 11th Plan –**
 - ✓ Planning Commission Guidelines on Decentralized Planning
 - ✓ BRGF
 - ✓ Manual for Integrated District Planning
- 12th Plan –**
 - ✓ IPPE under MGNREGS
 - ✓ SAGY

NOW THE OPPORTUNITY THROWN UP BY THE FOURTEENTH FINANCE COMMISSION

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WHAT IS A LOCAL DEVELOPMENT PLAN

- **Not regulating/controlling “flows” in the economy**
 - Determining “production” based on preset targets**
 - ✓ Across sectors
- **It is a rational matching of priorities and resources**
 - On the basis of norms**
 - Socially developed and accepted**
 - ✓ As matching as possible with scientifically developed criteria

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WHAT IS A LOCAL DEVELOPMENT PLAN (contd....)

- **It is an iterative process of matching**
 - Starting from crudely negotiated priorities to objectively developed plans
 - Participation and capacity building speeds up the process
 - Data and technology help
- **Criteria for choice once options are identified**
 - Doability
 - Affordability
 - Efficiency
 - Effectiveness
 - Sustainability

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WHAT IS A LOCAL DEVELOPMENT PLAN (contd....)

- **Linkages**
 - Backward
 - Forward
- **Convergence**
 - Bringing together available schemes, services and resources
 - Adds value – far beyond the sum of parts
- **Integration**
 - More organic, consciously planned for**
 - ✓ Horizontal/vertical
 - ✓ Sectoral/cross-sectoral
 - ✓ Spatial
 - ✓ Temporal

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WHAT IS A LOCAL DEVELOPMENT PLAN (contd....)

➤ Multi-level planning

- Iterative
- Nesting of Plans
- Consolidation of Plans
 - ✓ More than a sum of constituent Plans
 - ✓ Facilitating integration

➤ Perspective Plan

- Based on a vision for a longer period – ten to fifteen years

➤ Five Year Plans

- Easy for infrastructure
- Difficult for other sectors
 - ✓ Can only be suggestive
 - ↳ Indicating priorities

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WHAT IS A LOCAL DEVELOPMENT PLAN (contd....)

➤ People's Planning

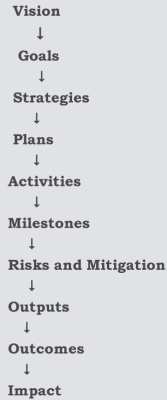
- Local issues, Local perceptions, Local data, Local analysis, Local vision, Local norms, Local priorities – antyodaya-based

MATCHED WITH

- Available resources, Locally mobilized resources, Received resources
 - ✓ Deciding what you can
 - ✓ Influencing to the maximum
 - ✓ Positioning vis-à-vis the rest
- Beyond 'agency'
 - ✓ Acquiring capabilities of achieving far beyond financial investments through local development action – "SWARAJ"
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WHAT IS A LOCAL DEVELOPMENT PLAN (contd....)

➤ Results Based Planning



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WHY GP LEVEL PLANNING?

FROM THE POLICY POINT OF VIEW

- **Public resources cannot be spent without a process of resource allocation and use which is rational, fair, transparent and accountable**
- **Fitting resources to people's needs – and not people's needs to existing schemes**
 - efficiency of resource use : value for money**

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WHY GP LEVEL PLANNING?

(contd...)

- **Clearer idea of local resources and potential**
- **Responding to differential needs of different groups**
- **Integration of people's knowledge and wisdom into plans**
- **Contributing to local economic stimulus**
- **Local plans are most integrated**
- **Potential for demand-based convergence**
 - Based on real need**

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WHY GP LEVEL PLANNING?

(contd...)

- **Promotes economy and efficiency**
 - Attuned to people's priorities**
 - Achieving more with less**
 - ↳ **eking out**
 - Reduced leakages**
- **Deeper understanding of governance and development**
 - Emergence of politics of development**
- **Social mobilization of all sectors**
 - Increased awareness and empowerment**
- **Emergence of grassroots-level leaders understanding development**

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WHY GP LEVEL PLANNING?

(contd...)

FROM STATE'S POINT OF VIEW

- **Kindles citizen interest**
- **Activates Gram Panchayats**
 - ❑ Helps absorb more funds e.g. MGNREGS
 - ❑ Facilitates improvement of service delivery – Swachh Bharat
- **Helps develop different local models and promote innovations**
- **Diffuse economic stimulus all over the State**
 - ❑ Lessons from MGNREGS
- **Impressive achievements when local plans are aggregated**

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WHY GP LEVEL PLANNING?

(contd...)

FROM THE GP POINT OF VIEW

- **Gives identity as a Local Government**
 - ❑ Recognition for doing something for the citizens
- **Increases self-worth, self-esteem**
 - ❑ Facilitating a developmental attitude
- **Community mobilization**
 - ❑ Creating willingness to take on responsibilities and even contribute
- **Better bond with citizens**
 - ❑ Earning respect
- **Increased local resource mobilization**

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WHY GP LEVEL PLANNING?

(contd...)

- **Increased responsibility**
 - ❑ Motivation for performance
- **Natural accountability**
 - ❑ Influences behaviour
- **Feeling of autonomous “power to” decision-making**
- **Induces competition among GPs**
- **Opportunity to show “can do” and get more responsibilities and funds**
- **Entry point to understand limitations and then gradually overcome them**

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WHY GP LEVEL PLANNING?

(contd...)

FROM THE CITIZEN'S POINT OF VIEW

- **Something for all in participatory planning**
- **Governance seen as moving closer**
- **Space for involvement in local governance**
 - ❑ Potential for local public action
- **Participation in decision-making**
- **Making the GP more responsive**
- **Bringing about greater accountability**
 - ❑ Natural transparency
 - ❑ Social monitoring of performance
- **Improvement in civic services**

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III. STATE LEVEL LAUNCH ARRANGEMENTS

INITIAL STEPS AT THE STATE LEVEL

- **Acceptance of the concept at the highest levels**
 - Chief Minister
 - Minister-in-charge
 - Chief Secretary
 - Secretary-in-charge
- **Quick policy decision to go ahead**
- **Decision on a “communicative” local name for the process**

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INITIAL STEPS AT THE STATE LEVEL

➤ Decision on resource envelope

Mandatory resources

- ✓ Own resources – targets to be set
- ✓ SFC grant
- ✓ FFC grant
- ✓ MGNREGS
- ✓ Other funds transferred to GPs
- ✓ Schemes in which GPs have predominant role in decision-making (even if funds are not transferred to them e.g. Swachh Bharat, IAY)

Other resources

- ✓ From different departments as decided by the State Government

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INITIAL STEPS AT THE STATE LEVEL

Voluntary contributions – target to be set – 10% to 20%

- ✓ in cash
- ✓ in kind
- ✓ in labour

↓
Operation and Management of assets by the community/users

➤ Resources for the year – exact amount

Resources for five years – likely amount

➤ Fund flow arrangements

E-Financial Management System

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INITIAL STEPS AT THE STATE LEVEL (contd....)

➤ **Decision on Planning Unit**

↳ **clarity of concept needed**

- For States with small GPs**
- Cluster of GPs for viability of - population size, geographical size, human resource availability, congruence with service area of institutions, viability of projects, etc.**

➤ **Decision on content of the GP Plan**

- Beyond infrastructure**
- Focus on service delivery**
- Emphasis on human development**

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INITIAL STEPS AT THE STATE LEVEL (contd....)

- Economic development**
 - ✓ **Employment generation**
- Special priority for poverty reduction**
- Tap potential for costless development**
- Ensuring gender and social justice in all aspects**
 - ✓ **Earmarking resources for SCs, STs, other vulnerable groups, etc.**

➤ **Announcement of the decision**

- By whom**
- How**

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INITIAL STEPS AT THE STATE LEVEL

(contd....)

➤ **Communication of the decision**

- To all officials
- To all elected representatives
- To all citizens
- Special intimation to Civil Society Organizations, Community Based Organizations, academic institutions and key opinion makers in the political, cultural, religious arenas
- Letters in simple language to the elected heads
 - ✓ Preferably from the CM
- Letters to all elected representatives
 - ✓ Preferably from the Minister
- Special requests to academics/experts to participate in the process
- Issue of Government Order detailing GP-wise, source-wise resource availability
 - ✓ Communicating to all GPs
 - ✓ Communicating to all departments and officials concerned
 - ✓ Making it public

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INITIAL STEPS AT THE STATE LEVEL

(contd....)

➤ **Environment creation**

- At State and local levels
 - ✓ To generate enthusiasm
 - ✓ To raise realistic expectations
 - ✓ To mobilize and motivate people

➤ **A campaign approach**

- To set the agenda
- To force the pace
- To prevent flow back

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INITIAL STEPS AT THE STATE LEVEL

(contd....)

➤ Explanatory meetings at all levels

- Chief Minister
 - Minister
 - Chief Secretary
 - District
 - Block
 - Gram Panchayat
- ✓ All elected representatives to participate

➤ Publicity arrangements

- Media
- Posters
- Folk media

➤ *Suggestions on*

- Modes, tools, media*
- Responsibilities*
- Timelines*

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SUPPORT ARRANGEMENTS

➤ Put in place an Empowered Coordination Committee at the State level

- To prepare the master Government Order/Resolution explaining the process to be followed
- To monitor and guide the process
- To take decisions as needed for on-course corrections, troubleshooting
- To issue orders, circulars, clarifications, advisories, etc.
- FAST-TRACK RESPONSE TO ISSUES AS AND WHEN THEY ARISE**
 - ✓ meet at a fixed time on a fixed day every week
- Clarity on 'powers'**

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SUPPORT ARRANGEMENTS (contd....)

➤ **Coordination Committee at the District level**

- Headed by District Collector/CEO
- Having representation of key departments
- Include few elected heads of GPs

➤ **Charge officers for GPs/clusters**

➤ **A State Resource Group**

↳ with sub-groups for different tasks

- Senior officers from key wings of RD and PR departments
- Officials from sister departments
- Resource persons from MGNREGS/NRLM/ SAGY/DDU-GKY/etc.
- Resource persons from SIRD
- Resource persons from academic institutions, NGOs as decided by State Government
- Retired officials

➔ **A HIGHLY MOTIVATED, ACTIVE TEAM**

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SUPPORT ARRANGEMENTS (contd....)

➤ **District level Resource Group**

- On the lines of State Group

➤ ***Is sub-district Resource Group needed***

- If so, leadership and composition?*

➤ **Special training needs of Resource Groups at all levels**

➤ **Tasks of Resource Groups**

- Ideation
- Observing
- Feed back
- Training
- Coordination
- Facilitation/troubleshooting

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SUPPORT ARRANGEMENTS (contd....)

➤ **Advisory containing “Project Ideas” – with implications of development interventions**

- To stimulate thinking**
- Not to copy**
- Not list of permissible projects**

➤ **Instructions on items to be avoided**

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SUPPORT ARRANGEMENTS (contd....)

➤ **USE OF TECHNOLOGY AND INNOVATIONS**

- Space applications and remote sensing**
 - ✓ For planning
 - ✓ For asset mapping
- Mobile based technologies**
 - ✓ For networking
 - ↳ Messages
 - ↳ Peer learning
 - ↳ Querying
 - ↳ Seeking assistance
 - ✓ For monitoring of assets
 - ↳ During creation (Action Soft)
 - ↳ After creation (M-Asset)
- Other IT applications**
 - ✓ For planning
 - ✓ For analysis
 - ✓ For MIS
- Agriculture related technologies**
 - ✓ To be sourced from Krishi Vigyan Kendra and ATMA

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SUPPORT ARRANGEMENTS (contd....)

- Watershed Management-related technologies**
- Livelihood-related technologies and innovations**
 - ✓ To be sourced from National Innovation Foundation and the State Rural Livelihood Missions
- Appropriate building construction technologies**
 - ✓ To be obtained from NIRD&PR through SIRDs
- Road construction technologies**
 - ✓ To be obtained from National Rural Roads Development Agency through SRRDAs
- Water supply and sanitation related technologies**
 - ✓ To be identified by Expert Groups
 - ✓ **VERY CRITICAL**

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IV. GP LEVEL PLANNING

STEPS AT THE GP LEVEL

➤ INITIAL STEPS

- Wall painting showing source-wise resources
- Intimation to all organizations, committees, officials at the GP level
- Local publicity on the decision to prepare a GP Level Plan
 - ✓ In schools and other institutions
 - ✓ At important places
- Special meeting of GP with Resource Persons as observers to discuss the roles and responsibilities of the GP in the process

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STEPS AT THE GP LEVEL (contd...)

- Sensitization of all elected representatives and members of different Committees
- Sensitization of all cutting-edge level officials
- Setting up of Task Forces consisting of -
 - ✓ Elected representatives
 - ✓ Stakeholders/Practitioners
 - ✓ Experts/Professionals
 - ✓ Volunteers
 - ✓ Officials (as Conveners)
- There could be more than one Task Force in a GP or cluster of GPs

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STEPS AT THE GP LEVEL (contd...)

Task Forces need to perform

- ✓ Situation Analysis
- ✓ Coordinate primary surveys, if required
- ✓ Coordinate Gram Sabha and other consultations
- ✓ Assist Gram Panchayat in formulating its vision
- ✓ Suggest possible strategies to the Gram Panchayat to address issues emerging from the Situation Analysis
- ✓ Help GPs identify priorities
 - ↳ five year plans
 - ↳ annual plans
- ✓ Help GPs projectize
- ✓ Be involved in monitoring and concurrent evaluation
 - ↳ ensuring timelines
- ✓ Give feedback
- ✓ Local troubleshooting

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STEPS AT THE GP LEVEL (contd...)

Task Forces to be given quick training and also simple Handbooks detailing their functions and responsibilities

- ✓ *Suggestions on number of Task Forces*
- ✓ *Suggestions on identifying experts in remote areas*
- ✓ *Themes to be covered by each Task Force*
- ✓ *Composition of each Task Force*
- ✓ *Responsibility for constitution*
- ✓ *Functioning of Task Forces*
 - ↳ *Support required*
- ✓ *Training of Task Forces*

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STEPS AT THE GP LEVEL (contd...)

➤ SITUATION ANALYSIS

- ❑ **Combination of two methodologies**
 - ✓ Participatory
 - ↳ Stakeholder consultations
 - ↳ Gram Sabha
 - ✓ Use of PRA tools
 - ↳ Livelihood Analysts
 - ↳ Resource Mapping
 - ↳ Transect Walks
 - ↳ Focus Groups Discussion
 - ↳ Problem matrix
 - ✓ More conventional
 - ↳ Including baseline surveys
 - use SAGY format as modified
- ❑ **Both can happen simultaneously**
 - ✓ For PRA, teams have to be constituted and trained
- ❑ **To begin with, stock taking of development interventions in the GP in the past 5 to 10 years and critical assessment of successes and failures**
 - ✓ And lessons

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STEPS AT THE GP LEVEL (contd...)

- ❑ **All available data relating to GP to be collated and given to each GP**
 - ✓ Tasks to be assigned to officials at different levels to do this task
 - ✓ Covering SECC, Census, data relating to agriculture, animal husbandry, dairy, fisheries, employment, education, nutrition, health, availability of food, credit, natural resources, water and sanitation, fiscal data related to GP, etc.
- ❑ **Official notes on the “situation” in the GP to be given by different departments from the block or district levels**
 - ✓ Example – health, sanitation, water, agriculture, school education, nutrition, issues related to women/children/SCs/STs, etc.
 - ↳ Norms to be laid down by state governments

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STEPS AT THE GP LEVEL (contd...)

List

- ✓ **Type of data available**
- ✓ **Likely source of availability and officers responsible**
- ✓ **Areas for official notes on the local situation**
- ✓ **Time limits for transfer of data/notes**

Broadly follow the notes prepared by MoRD on Situation Analysis for SAGY

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STEPS AT THE GP LEVEL (contd...)

Cover as many sectors and aspects of development as possible

↳ **Both qualitative and quantitative**

✓ **Economic Development**

↳ **Agriculture and allied sectors including irrigation**

↳ **Local value addition and manufacturing**

○ **Micro-enterprises**

○ **Social enterprises**

↳ **Local services**

↳ **Financial inclusion**

↳ **Assessment of livelihoods, jobs and employment**

↳ **Local markets for inputs and products**

✓ **Natural Resources Management**

↳ **Soil**

↳ **Water**

↳ **Biomass**

↳ **Eco-degradation issues**

} **Watershed**

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STEPS AT THE GP LEVEL (contd...)

✓ **Human development**

- ↳ **Nutrition**
- ↳ **Health**
- ↳ **Education**

✓ **Social Justice**

- ↳ **SC**
- ↳ **ST**
- ↳ **Women**
- ↳ **Children**
- ↳ **Aged**
- ↳ **People with Disabilities**

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STEPS AT THE GP LEVEL (contd...)

✓ **Poverty**

- ↳ **Livelihoods**
- ↳ **Vulnerabilities**

✓ **Infrastructure**

- ↳ **Roads including pucca streets**
- ↳ **Drainage**
- ↳ **Buildings**
- ↳ **Power**

✓ **Water supply**

✓ **Sanitation**

✓ **Delivery of other services**

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STEPS AT THE GP LEVEL (contd...)

- ❑ **Situation Analysis to capture –**
 - ✓ “Gaps” in infrastructure
 - ✓ “Shortfalls” in services vis-à-vis standards
 - ✓ “Potential” for economic development
 - ✓ “Deficiency” in human development
 - ✓ “Challenges” in social development
 - ✓ “Concerns” in Natural Resource Management

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STEPS AT THE GP LEVEL (contd...)

- ❑ **Situation analysis also to indicate**
 - ✓ **Causes**
 - ✓ **Reasons**
 - ✓ **Explanations**
 - ✓ **Challenges**
 - ↳ **emerging from data and expert opinions**
 - ↳ **coming out of people’s knowledge**
- ❑ **Key results of Situation Analysis to be mapped**
 - ✓ **Participatory**
 - ✓ **Conventional**
 - ✓ **GIS based**

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STEPS AT THE GP LEVEL (contd...)

➤ VISIONING

- What the GP should be after five to ten years
- Emerging out of data and people's perceptions
- Can be a sum total of different exercises
 - ✓ Focus group discussions
 - ✓ Essay/painting competitions
 - ✓ Physical model building
- Holistic vision supported by sectoral visions
- Vision to be internalized by every citizen and owned by the GP

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STEPS AT THE GP LEVEL (contd...)

➤ STRATEGY SETTING

- Norm-cum-people's perspective-based ranking of issues and problems
 - ✓ A social construct of need
 - Mode of addressing issues, problems
- Can be through a collective exercise
- ✓ Focus on what needs to be done and how

➤ WAY FORWARD

➤ DEVELOPING OPTIONS

- Converting strategies into developmental action points
 - Prioritization of options – “plan” development
 - ✓ On the basis of norms to be developed, written down and publicized by the GP
 - ✓ Linked to the resources available
 - ✓ Those which can be done by the community
 - ✓ Those which need to be posed to departments and agencies
- Both Five Year and Annual Plans
- Public consultations before finalization
 - ✓ Representative group

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STEPS AT THE GP LEVEL (contd...)

➤ **PROJECTIZATION**

- ❑ **Converting prioritized plans into projects**
- ❑ **A combination of narrative and templates**
- ❑ **Codes for classification and aggregation**
- ❑ **Should indicate the following –**
 - ✓ **Background**
 - ✓ **Objectives**
 - ✓ **Components/Activities**
 - ✓ **Costs and sources of funds**
 - ✓ **Time lines**
 - ✓ **Implementation arrangements**
 - ✓ **Expected outputs/outcomes**
 - ✓ **Performance indicators**
 - ✓ **Arrangements for monitoring, Social Audit, etc.**

STEPS AT THE GP LEVEL (contd...)

➤ **FINALIZATION OF GP DEVELOPMENT PLAN**

- ❑ **Resource allocation to projects by the GP from available resources/mobilized resources**
 - ↳ **including voluntary contribution**
 - ✓ **On the basis of norms**
 - ✓ **Clear role for Standing Committees**
- ❑ **Gram Panchayats should have clarity on-**
 - ✓ **Projects which can be taken up using funds of the Resource Envelope**
 - ✓ **Projects which can be taken up jointly with the community**
 - ✓ **Projects which can be taken up jointly with any department or agency**
 - ✓ **Projects which can be done by the people themselves through motivation**
 - ✓ **Projects which are meant to be done by other departments /agencies over time**
 - ↳ **As indication of local priority**

What to be included in the First Annual Plan and every year in the Five Year Plan

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STEPS AT THE GP LEVEL (contd...)

➤ DUE PROCESS

- ❑ **Strategy setting, plan identification and project finalization could be done by GPs in the presence of local citizens.**
- ❑ **All decisions only by Elected Committee and not Sarpanch**
 - ✓ Major decisions in the presence of citizens
- ❑ **All decisions based on Gram Sabha approvals**
- ❑ **Earmarking of funds for SCs, STs and other vulnerable groups**
 - ✓ Norms to be fixed by State Government depending on relative population
- ❑ **Process for amending the Plan to be laid down**

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STEPS AT THE GP LEVEL (contd...)

➤ DOCUMENTATION

- ❑ **Preparation of a GP Development Report**
 - ✓ Incorporating Situation Analysis, Strategy Setting and Way Forward – options and choices
- ❑ **Perspective Plan**
 - ✓ Issues, Options, Priorities, Strategies, Targets, Action Points, Expected Outputs and Outcomes
- ❑ **Five Year Plan Document**
 - ↳ Plan Size
 - ↳ Clarity on targets (outputs/outcomes) and resource commitments
 - ✓ As detailed as possible for all kinds of infrastructure

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STEPS AT THE GP LEVEL (contd...)

- ✓ **Progressive coverage plans for basic services**
- ✓ **Interventions in Human Development**
- ✓ **Poverty Reduction Initiatives**
 - ↳ **specific for basic minimum needs**
 - ↳ **targets for other aspects**
- ✓ **Economic Development priorities**
- ✓ **Coverage under natural resources management**
- ❑ **Annual Plan document listing projects, costs, sources of funds, agencies for execution, etc.**
- ❑ **E-version of the Plan**

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STEPS AT THE GP LEVEL (contd...)

➤ **VETTING OF THE FINAL PLAN**

- ❑ **Preferably by a mixed group consisting of officials and non-government experts**
- ❑ **Focusing on reasonableness of costing, technical feasibility and standards – and not on local priorities/choice of schemes**
- ❑ **Systems on information flow on schemes under state Plan/CSS/MPLADS**
 - ✓ **To avoid duplication**
- ❑ **To be done in camps with the involvement of elected representatives and cutting-edge officials**
 - ✓ **Modifications/corrections to be made across the table**

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STEPS AT THE GP LEVEL (contd...)

➤ **GENERAL APPROVAL OF THE PLAN**

- Can be communicated after the vetting of the formal proceedings by the District Collector/CEO**
- On no count should the GP Plan be changed at higher levels – official or non-official**
- Publicize the approved document widely**
 - ✓ Including uploading in the website
- Indicate for what amount Administrative Sanction can be issued**
 - ✓ 125%

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STEPS AT THE GP LEVEL (contd...)

➤ **DISCLOSURES AND DISSEMINATION**

- The following need to be proactively disclosed and disseminated widely:-**
 - ✓ **Details of processes and participants**
 - ✓ **Details of the plans and norms utilized for choice**
 - ✓ **Components of the Plan and costs**
 - ✓ **Sources of funds**
 - ✓ **Executing agencies**
 - ↳ **Including contractor or beneficiary committee**
 - ✓ **Expected outputs and outcomes**
 - ✓ **Timelines**
 - ✓ **O&M arrangements**

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STEPS AT THE GP LEVEL (contd...)

➤ SUGGEST

- Processes*
- Timelines*
- Templates/documents*
- Support arrangements*
 - ✓ *Especially Human Resource requirements*
 - ↳ *Particularly experts*
- Responsibilities*
- Safeguards*

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CONTENT OF A LOCAL DEVELOPMENT PLAN

- **Special care to ensure that Local Development Plans do not end up as only cement and stone plans**
- **Need to have different components**
 - ECONOMIC DEVELOPMENT**
 - ✓ Increasing jobs and incomes
 - ✓ Enhancing production and productivity
 - ✓ Building skills
 - ✓ Creating productive infrastructure
 - ↳ e.g. markets, farm roads, warehouses, etc.
 - ✓ Promoting value addition
 - HUMAN DEVELOPMENT**
 - ✓ Health and education
 - ✓ Nutrition
 - ✓ Education
 - POVERTY REDUCTION**
 - ✓ Enhancing livelihoods
 - ✓ Providing basic minimum needs

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

- ❑ **SERVICE DELIVERY**
 - ✓ Improving quality of services and service delivery
- ❑ **SOCIAL DEVELOPMENT**
 - ✓ Social justice and equity
 - ✓ Antyodaya
 - ✓ Reduction of social evils
 - ✓ Promotion of positive traits in individuals and community
 - ✓ Social harmony
- ❑ **ECOLOGICAL DEVELOPMENT**
 - ✓ Watershed management
 - ✓ Reducing wastes and pollution
 - ↳ Reduce, Reuse, Recycle
 - ✓ Reducing wasteful use of energy
 - ✓ Biodiversity conservation

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

- ❑ **COSTLESS DEVELOPMENT**
 - ✓ Dissemination of ideas and technologies
 - ↳ extension
 - ✓ Public action and collective solutions
 - ✓ New institutional arrangements for people
 - ↳ Co-operatives
 - ↳ SHGs
 - ✓ People's contribution
 - ✓ Motivation and behavior change
 - ✓ Facilitating access and use of different services provided by higher levels of Government
 - ✓ Mediating access to entitlements

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

□ END POINT

✓ Golden “Rs” of development

└ but often ignored

- ↳ Repair
- ↳ Restore
- ↳ Rehabilitate
- ↳ Rejuvenate
- ↳ Re-create

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

- Minimal plan – mandatory
- GP should be fully responsible
 - ↳ Others facilitating
- Add-ons based on capacity and willingness to experiment

- In processes
- In content
- In techniques
- In technology applications

Examples –

- ↳ Smart GPs
- ↳ Full employment GPs
- ↳ Green GPs
- ↳ Full water conservation GPs
- ↳ GPs with biodiversity plans
- ↳ Litigation free GPs
- ↳ GPs free from all liquor/substance abuse

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

- ↳ **Crime free GPs**
- ↳ **Literate GPs**
 - **Total literacy**
 - **Female literacy**
 - **E-literacy**
- ↳ **Poverty free GPs**
- ↳ **Bonded labour free GPs**
- ↳ **Child-labour free GPs**
- ↳ **Destitution free/hunger free GPs**
- ↳ **GPs free of trafficking of women/children**
- ↳ **Transparent GPs**
- ↳ **E-Panchayats**
- ↳ **Corruption free GPs**
- ↳ **Child friendly GPs**
- ↳ **Girl child friendly GPs**
- ↳ **Dowry-free GPs**

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

- ↳ **Minor-marriage free GPs**
- ↳ **Aged friendly GPs**
- ↳ **Disabled friendly GPs**
- ↳ **Swachh GPs**
- ↳ **Malnourishment free GPs**
- ↳ **GPs with gender plans**
- ↳ **GPs with universal access to different basic needs**
- ↳ **GPs with ideal levels of learning**
- ↳ **GPs with service delivery models**
- ↳ **Full employment GPs**
- ↳ **Disease free GPs**
 - **TB**
 - **Malaria**
 - **AIDS**

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

IN SUM

- Costless development**
- +
- Investment**
 - ✓ By GP converging with other departments/agencies
- +
- Positioning vis-à-vis developmental interventions of others**
- +
- Influencing developmental interventions of others**

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CONTENT OF A LOCAL DEVELOPMENT PLAN (contd....)

TO DO

- SIMPLE HANDBOOKS ON EACH ELEMENT**
 - ✓ Suggesting what GPs can do
 - ✓ The importance of doing them
 - ↳ what will be the impact
 - ✓ How GPs can do them
 - ✓ How GPs can mobilize the resources required

MOTIVATING THE GPs TO DO A FULL PLAN IS CRITICAL

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CONVERGENCE

MGNREGS

- For community infrastructure
- For livelihood assets of the poor
- For natural resources management
- For Panchayat Ghar
- For boosting local economic development
 - By provision of employment
 - By proper planning of asset creation
- For sanitation
- Converging FFC funds to make assets more substantial and durable
 - Best to execute as two different works
 - Systems and safeguards required for mixing of funds⁸⁷⁹

CONVERGENCE

(contd...)

SWACHH BHARAT MISSION

- Individual toilets under SBM
- Solid and liquid waste management using FFC grants
- Sustainability through community management and user charges
 - Role of SHGs
- IEC
- Need to provide locally relevant technologies and designs of structures and systems
 - A state responsibility
 - ✓ Set up expert groups
 - ✓ Menu of options with tips for choosing the most appropriate one

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CONVERGENCE

(contd...)

HOUSING

- **Link to the total housing programme**
- **Provide water, sanitation, electricity, connectivity under FFC**
 - **Preference to such habitations**
 - **Also parks and playgrounds**

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CONVERGENCE (contd...)

NRLM

- **Most critical convergence**
- **For sustainable poverty reduction**
- **Role of SHGs**
 - **To prepare basic plan for poverty reduction**
 - **To strengthen Gram Sabha**
 - **To provide barefoot engineers and professionals**
 - **To take up outsourced tasks**
 - **To manage assets**
 - **To function as members of different Task Forces and Committees**
 - **To provide services through Community Resource Persons (CRPs)**

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CONVERGENCE(contd...)

➤ **Creation of “capitals” for the poor**

- Social capital**
- Financial capital**
- Physical capital**
- Human capital**
- Green capital**
- Civic capital**
- Political capital**

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CONVERGENCE(contd...)

POVERTY REDUCTION PLAN

- **Validate SECC data using the SHGs**
- **Do participatory identification of the poor (PIP)**
- **Livelihood Analysis/Well-being Analysis through Community Resource Persons**
- **Identification of needs and priorities**
- **Fitting needs to schemes and resources**

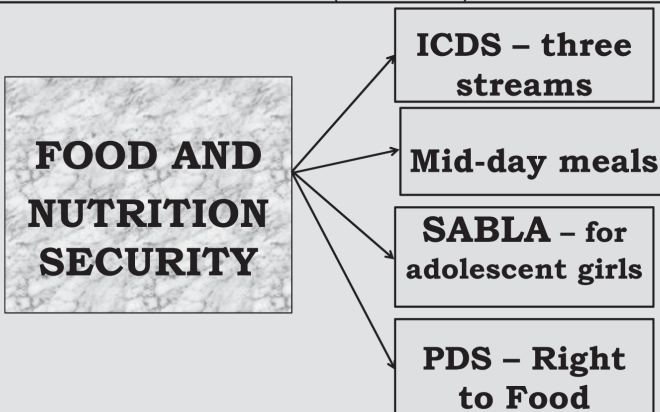
84

POVERTY REDUCTION PLAN

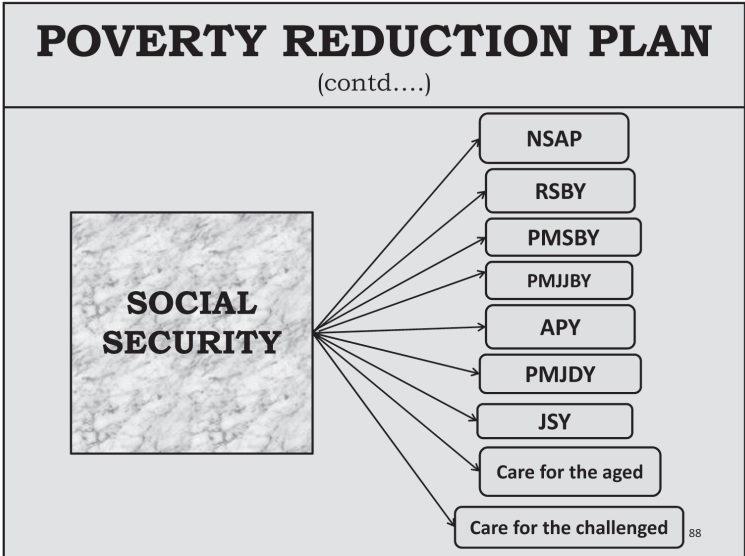
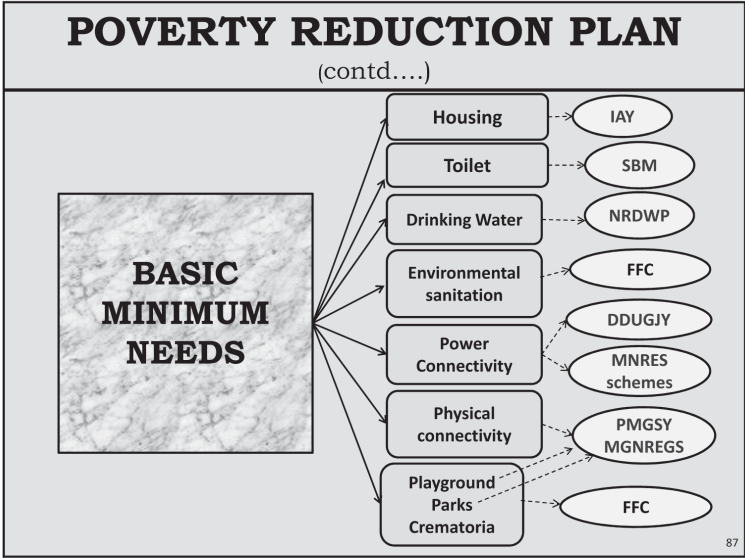
- **Multi-pronged strategy to break the ratchet effect of the multiple dimensions of poverty**
- **Demand-led convergence of resources and services**
 - ❑ **But real GP Plan has to ‘add’ through improvisation, innovation, contribution and public action**
 - ✓ **It has to be always “Plan Plus”**

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POVERTY REDUCTION PLAN (contd...)

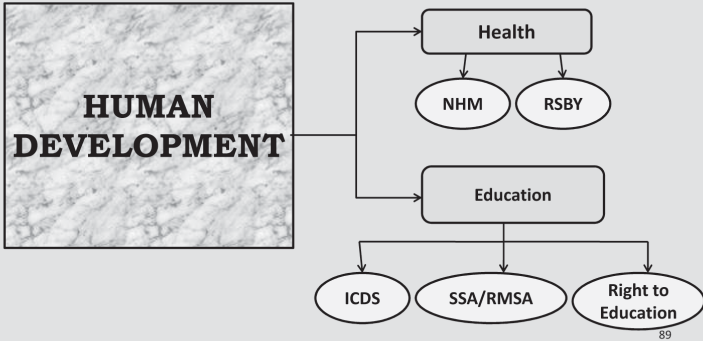


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POVERTY REDUCTION PLAN

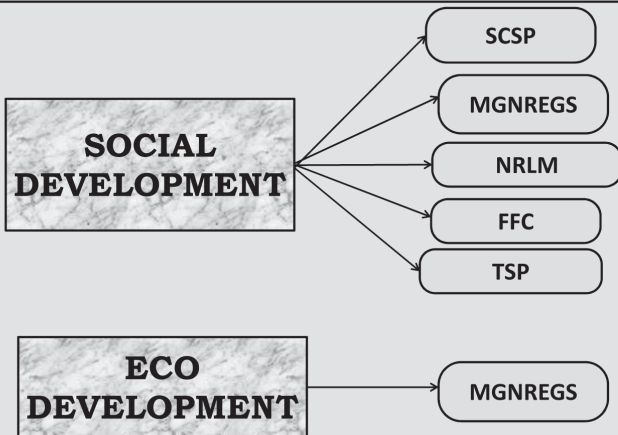
(contd....)



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POVERTY REDUCTION PLAN

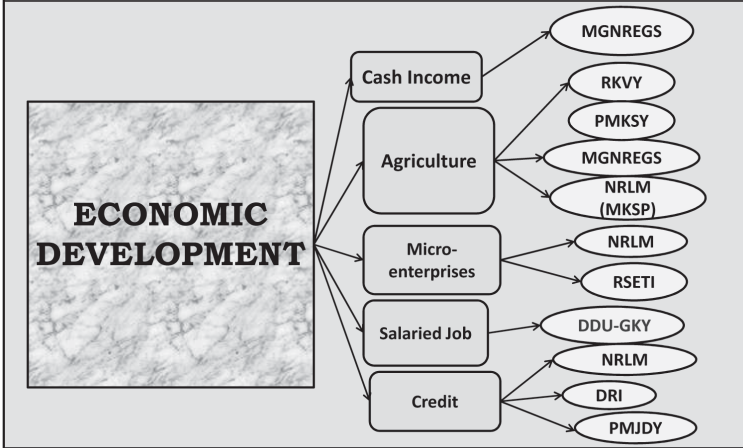
(contd....)



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POVERTY REDUCTION PLAN

(contd....)



V. SUPPORT ARRANGEMENTS

IMPLEMENTATION SUPPORT

- **Assigning to departments/officials the responsibility for implementation of projects especially public works**
 - ❑ Assign by designation and name with clarity on roles and responsibilities
- **Decision on technical sanctions – responsibilities, timelines**
- **Indicate how the Gram Panchayat has to avail the services of different officials**
- **Create an appellate system and a grievance redressal system for GPs**
- **Clarity on making payments by GPs – documentation required**

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IMPLEMENTATION SUPPORT (contd...)

- **Guidelines on procurement**
- **Guidelines on selection of beneficiaries/locations**
- **Multiple monitoring arrangements**
 - ❑ Conventional monitoring
 - ❑ Community based monitoring
 - ❑ Monitoring using IT tools
 - ✓ mobile monitoring of assets at three stages
 - ✓ Transaction-based MIS
- **Regular meetings of Gram Panchayats and its Standing Committees**

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IMPLEMENTATION SUPPORT (contd...)

- **System for all village level officers to come to GP on fixed days**
- **Clarify the role of GPs in managing local institutions and in different local committees related to health, sanitation, water supply, watershed management, education, etc.**
- **Clarify the roles of GP in different Centrally Sponsored and State Sponsored Schemes and programmes**

E.g.

- ICDS
- PDS

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ACCOUNTABILITY SYSTEMS TO BE PUT IN PLACE

- **Arrangements to ensure participation of the excluded and the SHGs**
- **Asset inspection regime**
 - ↳ Assign officers
- **Asset verification by NSS volunteers with photos**
- **Introduce Community-based Monitoring**
 - ↳ By SHGs
- **Online MIS**
- **Geo-tagged, time-stamped photos of assets**
- **Disclosure mandates**

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ACCOUNTABILITY SYSTEMS TO BE PUT IN PLACE (contd...)

- **Ombudsman system**
 - ↳ for citizen grievances
- **Internal Audit**
 - ↳ even Barefoot Auditors
- **Regular formal Audit**
 - ↳ by CAs if required
 - ↳ training of Auditors
- **Social Audit**
 - ↳ of process
 - ↳ of works
- **Concurrent evaluation**
- **NLMs to be tasked**

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OTHER SYSTEMS TO BE DEVELOPED

- **Office Management**
- **Budgeting**
- **Financial management including fund flow**
- **Procurement**
- **Works execution**
- **Accounting**
- **Monitoring and performance assessment**
- **Local statistics**

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OTHER SYSTEMS TO BE DEVELOPED(contd....)

EXISTING RULES/ORDERS/CIRCULARS TO BE CONVERTED INTO MANUALS – as simple and comprehensive as Election Manuals

GOVERNMENT OF INDIA WILLING TO ASSIST IF STATES SO DESIRE

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RESOURCES FOR PLANNING

- **Pooling administrative costs of different schemes**
 - ❑ MGNREGS
 - ❑ IAY
 - ❑ NSAP
 - ❑ SBM
- **Utilizing IEC provisions**
- **Seeking an amount equivalent to about five percent of FFC grant from State Finance Department as additionality**
 - ❑ For effective utilization
- **Some funds from RGPSA**
 - ❑ For training
 - ❑ For resource persons

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HUMAN RESOURCES

- **Outstanding officers on special working arrangement**
 - ❑ as coordinators
- **Retired officials**
 - ❑ especially engineers
- **Government engineers on special payment – piece rate for work done**
- **Apprentice engineers**
- **Barefoot engineers**

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HUMAN RESOURCES (contd...)

- **IPPE resource persons of MGNREGS**
- **Young professionals**
- **NSS students**
 - ❑ general stream
 - ❑ technical stream
- **Community Resource Persons (CRPs)**
 - ❑ Bharat Nirman Volunteers
 - ❑ CRPs of NRLM
- **Village level staff**
 - ❑ Gram Sevaks
 - ❑ ICDS staff
 - ❑ ASHA workers
 - ❑ Gram Rozgar Sahayaks

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HUMAN RESOURCES (contd...)

- **Concept of Volunteer Technical Corps (VTC)**
 - ❑ from government
 - ❑ from the private sector
 - ❑ from NGOs
 - ❑ retired professionals
- **PMRDFs in selected districts**
- **IAS/SCS Officer Trainees in selected districts**
- **Academic institutions willing to partner**
- **Public/private sector entities providing human resource support as a part of CSR**
- **NGOs willing to handhold GPs**

DETAIL HOW THESE HUMAN RESOURCES ARE TO BE USED AS RELEVANT TO THE SITUATION OF THE STATE

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CAPACITY BUILDING

- **Cascading training**
 - ❑ State level and cutting-edge level Resource Persons
- **Waves of thematic training**
- **Simple handbooks with clear illustrations where required**
- **Audio-visual training material especially computer-based**
- **Help Desk to answer queries**
 - ❑ With well publicized number
- **Mobile teams at block level**
 - ❑ With triple function
 - ✓ Training on the spot as per pre-fixed schedule
 - ✓ Visiting at random to “observe” the process
 - ✓ Responding to calls for professional assistance

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CPACITY BUILDING (contd...)

➤ Develop a draft training plan

- Categories to be trained**
- Numbers**
- Themes/topics of training**
- Strategy for training**
- Responsibilities**
- Doses of training required**
- Resource Persons needed**
- Locations**
- Timelines**
- Costs**
- Institutions responsible**

To be developed as a prioritized plan for assistance under RGPSA

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VI. CONCLUSION

EXPECTED OUTPUTS OF THE WRITESHOP

➤ Formation of Core Resource Group

- National
- State

➤ Action Plan for operationalizing Decentralized Planning

- Activities
- Timelines
- Responsibilities including institutional arrangements
- Monitoring arrangements

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EXPECTED OUTPUTS OF THE WRITESHOP (contd....)

➤ Guidelines for local level planning as relevant to the State

- Have a clearly stated goal
- Good to indicate the principles and values informing the exercise
 - ✓ Inclusion
 - ✓ Antyodaya
 - ✓ Gender justice
 - ✓ Social justice
 - ✓ Self-help, self-reliance, cooperation and community action
 - ✓ Transparency and accountability
- State the approach
- Indicate the objectives/expectations
- May state the lessons from the past focusing on things to be avoided
- Indicate steps and timelines
 - ✓ Logic of each step

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EXPECTED OUTPUTS OF THE WRITESHOP (contd....)

- **Plan for capacity building**
 - **Support arrangements**
 - ❑ Environment creation
 - ❑ HR support – including accessing experts/professionals needed, especially at GP level
 - ❑ Capacity building
 - ❑ Handholding/Troubleshooting
 - ❑ Monitoring
 - ✓ Including field-based
 - **Assistance expected from Ministry of Panchayati Raj**
 - ❑ A separate, detailed note to be given
 - ❑ Special note on support for IT applications
- ↓
- Also support from NIRD – in specifics**

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EXPECTED OUTPUTS OF THE WRITESHOP (contd...)

- **Special issues to be discussed and finalized**
 - ↳ *Develop a brief concept note on each item*
 - ❑ **Role of intermediate and District Panchayats without infringing the autonomy of Gram Panchayats**
 - ✓ To be actively involved
 - ✓ Give full information to them
 - ✓ Seek suggestions on the process
 - ✓ Involve in training

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EXPECTED OUTPUTS OF THE WRITESHOP (contd...)

- ✓ **Participation of ERs in ideation**
 - ↳ **forum at GP level**
- ✓ **Coordination of plan process**
 - ↳ **regular meetings**
- ✓ **Coordinate provision of technical support**
- ✓ **Inform GPs of what can and will be done in the GP area by these tiers**
- ✓ **“Consolidation” of GP plans at Block level**
 - ↳ **and with add-ons prepare Block Plan**
- ✓ **Similar consolidation at ZP level**

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EXPECTED OUTPUTS OF THE WRITESHOP (contd...)

- ✓ **Motivate taking up of joint projects with clusters of GPs**
- ✓ **Formal role in monitoring**
 - ↳ **Review meetings**
 - ↳ **Regular reports**

BUT NO INTERFERENCE

- ❑ **Steps to be taken to move on to block level and district level planning – a road map**
 - ✓ **Including role of DPCs**
- ❑ **Content of Perspective Plan and Five Year Plan**
- ❑ **How Plan Plus and Pria Soft can be used**
 - ✓ **Modifications required**

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CONCLUSION

- **Has to be universal coverage**
 - ❑ No scope for pilots
 - ❑ However, resource GPs, clusters may be nurtured
 - ✓ For peer learning
- **Extensive and Intensive**
- **Absolute clarity on who will do what, when and how**
 - ❑ And the resources required

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CONCLUSION (contd....)

- **Importance of active role for “all” elected representatives**
- **Activation of Standing Committees and Functional Committees**
- **Need for appeal system and grievance redressal system – for GPs and citizens**
- **Importance of “soft devolution”**
 - ❑ Giving importance and status to elected representatives
 - ❑ Inculcating a sense of responsibility and pride in the Panchayats
 - ❑ Instilling confidence
 - ❑ Nurturing self-esteem
- **RULE OF ONE-THIRD**

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LAST WORD

- **Get started; everything will follow**
- **If the leap in the dark is a leap of faith, the destination will be reached**

MOST IMPORTANT - "IGNITING THE MINDS"

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