सत्यमेव जयते

Ministry of Panchayati Raj
Government of India

WRITESHOP ON PARTICIPATORY PLANNING FOR GRAM PANCHAYAT DEVELOPMENT PLAN

8 – 13 July, 2015

PARTICIPANT'S GUIDE

Kerala Institute of Local Administration(KILA)
Mulankunnathukavu, Thrissur, Kerala

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PREFACE

The Fourteenth Finance Commission has awarded a grant of Rs. 2,00,292.20 crore to Gram Panchayats(GPs), providing substantial resources to address local developmental issues, especially relating to provision of basic civic services. It is important that GPs adopt a participatory planning process to ensure fair, transparent and effective utilization of this grant and other resources over which they have command, particularly MGNREGS.

All States have basic experience in decentralized planning by the GPs, particularly in recent years, through BRGF, SAGY and IPPE under MGNREGS. This rich and diverse experience needs to be taken into account to design a generic plan formulation process at the GP level, based on which detailed process as relevant to the situation in each State can be developed.

The most effective way of achieving this is to gather together and learn from others' experiences and adapt what is appropriate and doable in the local context.

With this objective a Five-day Writeshop is organized which will facilitate intense and creative discussions resulting in the drafting of State specific Action Plans and Guidelines for GP level planning.

I hope the Five-day deliberations will be fruitful and immense value to each State.

I wish you all a pleasant stay at KILA.

S.M. Vijayanand
Secretary
Ministry of Panchayati Raj
Government of India
New Delhi

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SCHEDULE

8-13 July, 2015

Day 0 8.7.15	Registration	
Day 1 9.7.15		
9.00 – 9.30	Welcome and introduction to the WRITESHOP	Ms Rashmi Shukla Sharma, Additional Secretary, MoPR Dr. P.P.Balan Director KILA
9.30 – 13.00	Presentation on Gram Panchayat Development Plan followed by interaction	Mr SM Vijayanand Secretary, MoPR
13.00 – 13.30	Orientation on writeshop methodology • Structure and methodology of the Writeshop • Preparatory steps for initiating participatory planning in the State o Cluster approach o Universal and intensive roll out • Chapterisation o Introduction and decentralised plan context of State o Responsibility matrix o Timelines	Ms Sarada Muraleedharan, Joint Secretary, MoPR Liby Johnson Manik Dive
13.30 – 14.30	Lunch break	
14.30 – 19.30	Introducing various sub topics of the writeshop (2 parallel sessions for each sub topic : States to be grouped into 2 on the basis of strong availability at GP level - basic HR availability at GP level and weak HR availability at GP level)	
Group I	14.30 – 15.30 :	Identifying resource envelope and System support for participatory planning
	15.30 – 17.30 :	Participatory planning
	17.30 – 18.30 :	GP plan development and approval
	18.30 - 19.30 :	Capacity building for participatory planning
Group II	14.30 - 16.30	Participatory planning
	16.30 – 17.30	Identifying resource envelope and System support for participatory planning
	17.30 – 18.30	GP plan development and approval
	18.30 – 19.30	Capacity building for participatory planning

	Facilitator teams for each sub topic	
I	Identifying resource envelope and System support for participatory planning	MN Roy
	• Mapping GP functional administrative domain • GP sources of finance • Mapping conditionalities of scheme funds • Spending decisions and earmarking flows • Preparation of resource envelope • Guidelines and supplementary arrangements • Role of intermediate and district tiers of Panchayati Raj • Positioning HR • Technological support	Neerja Sekhar (JS NS) Sahirudeen Krishanu Bhattacharya (UNDP SCPRI) Representative MoRD – MGNREGS Representative MoRD - NRLM
II	Participatory Planning	Dr. P V Unnikrishnan
	• Environment generation • Situation analysis and need assessment o PRA techniques o GIS applications • Data management and benchmarking • Gram sabha visioning exercises	Joy Elamon D.K Pal Sonali Srivastava N. Narendranath N. Jagajeevan Liby Johnson Jos Chathukulam Rishu Garg (UNDP SCPRI) Rajesh Sinha (UNDP SCPRI) Kiran Jyoti (UNDP SCPRI) Representative MoRD – MGNREGS Representative MoRD - NRLM
III	GP plan development and approval	Sarada Muraleedharan, JS, MoPR
	• Projectisation • Consolidation of Plan • Plan appraisals • Plan approval • Post plan arrangements	V N JithendranDr. J B Rajan Manik Dive Nirmala Sanu Representative MoRD – NRLM
IV	Capacity building for participatory planning	Ms Rashmi Shukla Sharma, Additional Secretary, MoPR
	• Training resources and logistics • Trainers and training resource pools • Support teams • GP and local level trainings • Content development • Training methodology/strategy	Dr. Jayalakshmi Dr. S N Reddy S K Mishra Dr. Anita Brandon Shibabrata Kar (UNDP SCPRI) Representative MoRD - NRLM

DAY 2 10.6.15		
9.30 – 17.30	Field visit to nearby GPs to understand the process of participatory planning (Lunch organised by GP)	
17.30 – 18.30	Field visit – reflections and clarifications	Dr. J B Rajan
DAY 3 11.7.15 State groups to work on GP development Plan Guidelines		
9.00 – 9.45	Integration with the NRLM Integrated Poverty Reduction Plan	Shri Amarjeet Sinha, AS, MoRD
9.45 – 10.30	Introduction to PLAN PLUS	Sri D.C. Misra, DDG, NIC
10.30 – 12.30	Introduction, Identifying resource envelope : break out groups	
12.30 – 13.30	Plenary on Introduction and resource envelope	MN Roy
13.30 – 14.30	Lunch	
14.30 – 18.30	Participatory planning – break out groups	
DAY 4 12.7.15 State groups to continue work on GP development Plan Guidelines		
9.00 – 9.30	Stocktaking/housekeeping	
9.30 – 11.00	Plenary on Participatory Planning	Dr. P V Unnikrishnan
11.00 – 13.30	GP Plan development and approval : break out groups	
13.30 – 14.30	LUNCH	
14.30 – 15.30	Plenary on GP Plan development and approval	Ms. Sarada Muraleedharan, Joint Secretary, MoPR
15.30 – 18.30	System support for participatory planning : break out groups	
DAY 5 13.7.15 Guidelines work and Capacity Development Plan		
9.00 – 9.30	Stocktaking	
9.30 – 11.00	Plenary on System support for participatory planning	Neerja Sekhar, Joint Secretary, MoPR
11.00 – 13.30	Capacity building : break out groups	
13.30 – 14.30	Lunch	
14.30 – 15.30	Capacity building : break out groups	
15.30 – 17.00	Plenary on capacity building	Ms Rashmi Shukla Sharma, Additional Secretary, MoPR
17.00 – 18.00	Next steps and conclusion	Ms. Rashmi Shukla Sharma, Additional Secretary, MoPR Ms. Sarada Muraleedharan, Joint Secretary, MoPR Neerja Sekhar, Joint Secretary, MoPR

ग्राम पंचायत

क्रम सं०	स्वयं सहायता समूह का नाम																						
1	(रमा महिला समूह)	13	13	0	1	0	0	0	0	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	0	नहीं	नहीं
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8	[illegible] महिला समूह	11	11	0	1	11	0	0	0	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	3	नहीं	
9	पंचशील महिला समूह	11	10	1	0	1	0	0	10	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	0	हाँ	
10	प्रज्ञाशील महिला समूह	15	14	0	1	0	0	0	0	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	0	नहीं	
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13	आदर्श नारी महिला समूह	10	9	0	1	0	0	0	0	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	नहीं	0	नहीं	नहीं

CHAPTER 1

INTRODUCTION TO WRITESHOP ON PARTICIPATORY PLANNING

Context:

The XIVth Finance Commission has created an enormous opportunity for responsive local governance at the cutting edge institutional level of the Gram Panchayat. The huge transfer of resources to gram panchayats (200,292.2 Cr Rs) also necessitates urgent empowerment of the gram panchayats to be able to deliver their mandate in respect of delivery of basic services responsibly and efficiently. Another source of funds for panchayats is the MGNREGS which is also expected to provide upto Rs 1.5 lakh Cr Rs to 2 lakh Cr Rs to GPs over 5 years. There are also sources of funds like the SFC grants, Own source revenue and states' schemes funds.

One of the basic prerequisites for management of funds of this scale would be to have a cogent development plan at the GP level. In the context of the Constitutional mandate, this plan has to be a participatory plan involving the community, particularly the gram sabha, in the formulation of priorities and projects and will also have to ensure the mandates of social justice and economic development mentioned in Article 243G. Therefore the GP development plan will have to have a clear component addressing vulnerabilities of poor and marginalised people and their livelihood opportunities through an integrated poverty reduction plan that converges with the labour budgeting and projectisation exercises under MGNREGS as well.

The FFC funds will be released in July. GP development plans will have to be in place latest by November 2015. But for this to happen there has to be a great deal of preparatory and capacitatory work taken up in a cascading form from the State government to the sub district and GP levels. State specific Guidelines will have to be framed to facilitate coordination of the various activities that need to be undertaken and arrangements that need to be made for the execution of a time bound action plan for preparation of the Gram Panchayat Development Plans.

The Writeshop will take the participants through various aspects of the participatory planning process and facilitate the development of the Draft Guidelines of each State. In this context the following will be the objectives of the workshop:

1. Develop State Guidelines on Participatory Planning for Annual GP Development Plan.
2. Develop Training strategy for rollout of State Action plan for Participatory Planning

CHAPTER 2
METHODOLOGY OF THE WRITESHOP

The Writeshop to begin with, aims at bringing in conceptual clarity on the participatory planning processes. The various thematic topics related to the participatory planning exercise will be discussed in length and the learnings will be enhanced by presentations and discussions. There will be a guided field visit to a panchayat in Kerala to get to know from close quarters the entire panchayat planning process. The participants will also get a chance to interact with the various stakeholders in the panchayat planning process. Based on both inputs and own experience, state specific groups will be discussing the modalities of development of the GP plans in their respective States.

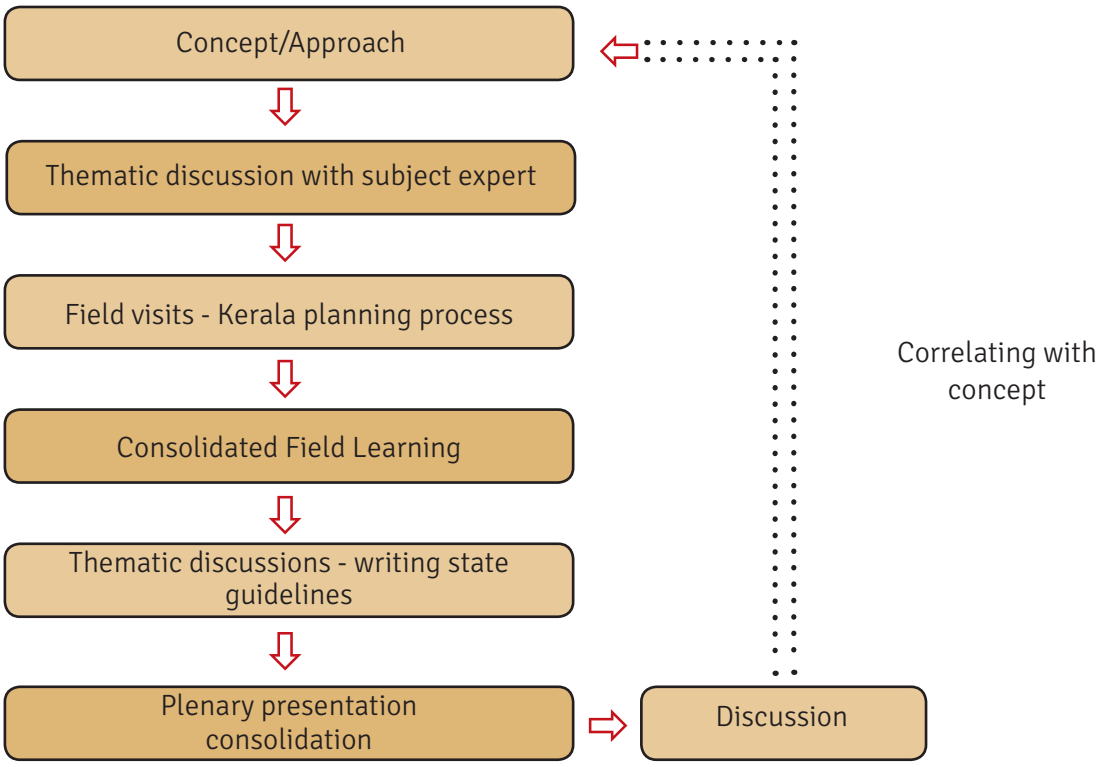
The Writeshop will be discussing each of the themes separately, on the basis of which chapterisation, sub headings, process flows, timelines and responsibility matrix in respect of each identified activity in the chapter will be determined and incorporated into the State Guidelines. Another important area that will be touched on in the Writeshop is Capacity building for Participatory Planning by GPs. The responsibility matrix for the activities identified in the guidelines will also give an indication of the various stakeholders for this endeavour and the nature of orientation and capacity building that is required to make the GP development Plan happen. These will get incorporated into a draft training strategy for roll out of timely trainings. The draft training strategy would also be an output of the Writeshop.

Typically in a Writeshop, the chapters pertaining to each subject area are introduced by the facilitators, and on the basis of discussions, the State teams conceptualise the action points pertaining to the concerned subject which they bring into the chapter under various sub headings. They are expected to identify and elaborate on how each relevant activity will be undertaken (ie the processes involved including preparatory activities leading to the activity under description), who will drive or anchor the activity, what would be the timeframe and conditions within which the activity is to be completed, what is the output of the activity, what are the next steps, and how and by whom would the activity be monitored. The draft guidelines should prescribe the timelines for the activity as well as the delegation of responsibilities in respect of the activities. The State teams would have to finish the bullet points for each chapter in the prescribed time provided for each chapter. Elaboration of the bullet points can be done subject to availability of time. After working on a chapter, the State teams will reassemble to discuss any specific issues or concerns with respect to that chapter in a plenary, which is mainly for stocktaking of the work done by the States in respect of the concerned chapter and further clarifications and discussions. It is expected that before each plenary discussion, all the states would have developed at least the basic framework including the details of all points of the concerned chapter.

Training Strategy

From the elected gram panchayat representative to the technical appraisal team or the relevant line department official, there would be a host of stakeholders who would need to receive clear and timely orientation on their roles and responsibilities and how to take them on well. Each of the chapters would throw up a responsibility matrix for different stakeholders involved in the exercise as well as a chronology of inter related actions to be undertaken and the timelines within which they would have to be completed. From this the list of stakeholders and their various responsibilities can be assessed for each category of stakeholder. This cumulative responsibility matrix would come in handy for the development of a comprehensive training plan. This would be the last activity of the Writeshop.

WRITESHOP
PROCESS FLOW CHART



CHAPTER 3
CONTENT OF THE STATE GUIDELINES

There are 8 broad areas that will be discussed in the State Guidelines for participatory planning at GP level. These are

1. Introduction and the Context of decentralised Planning in the State
2. Identifying resource envelope of the GP
3. Environment Generation for Participatory planning within the GP
4. Situation Analysis and Participatory planning
5. Projectisation and Finalisation of GP development plans
6. Technical and Administrative Approvals
7. System support for participatory planning by GPs including Role of intermediate and district tiers of Panchayati Raj
8. Post Plan arrangements

There will also be a separate area that details the action points required for operationalising a Capacity Building Action Plan that will support the entire participatory planning exercise. This will be developed for each State as the final session of the Writeshop.

A. General action points for the Guidelines

The following are the factors to noted while getting into writing of the chapters

- For each activity listed in the concerned chapter, the HR requirement for undertaking the activity, the responsibility matrix for the listed activities and the timelines of the activity are to be clearly spelt out. The provision of funding for the activities listed also needs to be ensured.
- The programme to conduct participatory planning and develop Gram Panchayat Plans will be universally rolled out. But this means that in many states only a minimalistic plan of action can be developed for this financial year, given the time and capacity constraints. A holistic GP development plan has many process layers and there is a requirement of investment in both time and resources to be able to come out with a full fledged development plan. However it is important that there is an increased capability to develop quality GP plans over the years, for which intensive year long facilitation and capability development including adaptation and revisit of strategies would be necessitated. It is therefore important that while the States plan for a universal roll out intervention for participatory planning, they should also develop an intensive strategy touching a few panchayats to be identified by the State, which become learning grounds for holistic GP level planning appropriate to the State.
- Some States, especially where there is significant human resource constraint, would prefer to make a cluster of GPs or higher level tier as the base camp for activities for the GP development Plan rather than at the GP itself. This is likely in states where the size of the GP is rather small – ie less than 1500 population, making it extremely difficult to coordinate interventions at the GP level on account of lack of public institutions and personnel. While the GP would remain the planning unit, the coordination unit may become a cluster. In such cases the activities and responsibility matrix would need to continually factor the role of the cluster and nature of its engagement when being detailed in the chapters.

B. Proposed Chapters

The chapters proposed below are indicative. The discussion points for each of the important subject areas proposed in the form of chapters are detailed below. States may adapt the chapters according to the work and methodology already adopted by the State in the matter of decentralised planning. Where there are pre existing guidelines, it may be discussed whether these guidelines already cover all the important points that are raised in the Writeshop, and whether there is scope for incorporation of best practices or ideas arising therein.

1. Introduction and the Context of decentralised Planning in the State

The introductory chapter of the guidelines should specify the context of the State going in for GP development plans in all GPs of the State. It will touch on

- The FFC award and the terms and conditions mentioned pertaining to services as prescribed under the State Act.
- The nature and context of decentralised planning in the State
- The need and rationale for a GP development plan
- The need for clustering of panchayats to facilitate the planning exercise (if relevant): Determination of size of planning unit – GP or cluster
- The logic of a universal roll out and intensive roll out in identified panchayats (could be NRLM pilots, beacon panchayats etc)
- The nature of convergence with schemes like MGNREGS, NRLM, SBA etc especially for an integrated poverty reduction plan

The chapter will also discuss the scope of incorporating five year plan perspectives into the Planning process, and identify the areas for which a longer term perspective – like infrastructure, market development, afforestation and plantations needs to be built into the GP Plans.

2. Identifying resource envelope of the GP

The purpose of this chapter is to make sure that the GP knows the resources on the basis of which it is to prepare the GP development plan. These resources are financial resources and human resources available to the GP. The funds available to the GP could be tied, or untied. If the funds are from a particular scheme, there would be conditionalities regarding usage and approval processes. Human resources are both formal (as in functionaries) and informal (as in SHG federations, voluntary groups etc).The GP would only be able to plan for those things which it is empowered by the State Act/ Rules to do.

The chapter lists the processes required to get a clear picture on the above. The state teams will have to identify the department/agency/officer responsible for the activities listed as under. Some of these activities would have to be taken at the State level, some at cluster, block or district level and some at GP level. Information channels and deadlines for the activity would also need to be stipulated.

The States may bear in mind that they will be preparing a bare minimum plan for the current year. So only those funds that are readily accessible and easy to converge, and those human resources who would be readily available to the GPs should be factored into the chapter for extensive roll out.

However, the states may separately project the 5 year resource envelope, and incorporate probable funding sources which would be relevant for a Five year perspective Plan. When working out the details, delegation of responsibilities and fixing of deadlines for activities need to be ensured by the State team.

- Mapping administrative capabilities of the GPs
    1. Powers and authority
        a. Identifying GP mandate as per State Act and devolution – in respect of basic services to be delivered
    2. People available to the GP – number, designation and area of work
    3. Gap between powers and staff needed to exercise powers
    4. Informal human resources
        a. Nature and quantum
        b. Skill profile
    5. Clarifying role of GP in identified CSS
- GP wise Extent of Finances available under
    1. FFC grant
    2. SFC grant
    3. Own sources of Revenue (tax and non tax)
    4. Shared taxes
    5. Other untied grants from the State
    6. MGNREGS
        a. projection of fund based on previous years' track record to be taken
        b. projection can also be made on the basis of job cards in GP
    7. Other CSS
        a. Listing of all other relevant CSS where there is fund flow to GPs
        b. Listing of extent of funds available to GPs
        c. Listing conditionalities pertaining to planning and expenditure of funds made available to GP
    8. SSS like Panch Parameswar which have been devolved to GPs along with funds
    9. Voluntary contributions/ CSR
    10. Resources which are not transferred to Panchayats but where the spending decisions are taken by the Gram Panchayat
    11. Projection of fund flows to be committed to complete Spillover projects of the GP
    12. Earmarking of funds with separate flows
        a. SC/ST
        b. Women/children
        c. Other

- Preparation of GP wise resource envelope
- Communication of relevant flows/resource envelopes to relevant functionaries, and full details to GPs concerned

3. Environment generation for Participatory planning within the GP

Participatory planning has a component of social mobilisation and environment generation, as well as a component of situation analysis and visioning. This chapter introduces the theme of official and social mobilisation for participatory planning through environment generation, since a large number of people, both functionaries and common citizens and elected representatives, need to be enthused about participatory planning at the grassroots. There has to be massive mobilisation within a very short time frame – hence a campaign approach is recommended. For ownership of the people, there needs to be a catchy title or name to the programme. The willingness of senior officers of the State government in various line departments to provide information, to make human and financial resources available and to support decentralised planning processes is crucial to the success of the programme – hence part of the environment generation should target them specifically. The media tools for the same may be high tech and loaded with information and references.

There will have to be massive mobilisation of field level functionaries, CBOs including SHG federations, GP level ERs etc to generate a buzz that will reach people on the ground sufficiently enough to enable social mobilisation for participatory planning. As far as functionaries are concerned, personalised letters, and conventions to discuss the programme and their roles within it would in themselves help generate a positive environment for the programme.

While high tech tools can be used at the state level, at the local level it becomes important to use the local idiom, and tools that will touch rural people. The roll out of the environment generation programmes especially in the block and gram panchayat level need to be monitored and it needs to be ensured that the message reaches every panchayat ward. The timeliness of the message is also very important, and the campaign for social mobilisation needs to be timed in such a manner that there is no time lag between environment generation and the participatory planning exercise. Therefore content development, positioning of anchoring teams or personnel and environment generation agencies, roll out of environment generation programmes, financial clearances and funds would all have to be organised in time.

This chapter would need to be aligned with the chapter on system support, since the functionaries and agencies associated with environment generation are part of the system support being provided by the State to GP development plan process.

1. State level environment generation – high tech
2. Local environment generation - folk based
3. The importance of campaign approach
    - Local name as in Mana Vooru, Mana Pranalika (My Village, my Plan), or Janakeeyasootranam (People's Planning)
    - Wall paintings, posters, brochures
    - Media including print, audio visual, social and folk media – advertisements, websites,community radio, street plays etc

4. Letter advisories to
    a. ERs
    b. functionaries
    c. communities
        1. Gram sabha
        2. CBOs
        3. CSOs
        4. Public institutions (schools, hospitals (both public and private), libraries, reading rooms etc
        5. Traditional panchayat leaders, if any

- Preparatory groundwork
    e. Content generation for the above
    f. Specialised team/ agency for the above
    g. Responsibility delegation – sub team/ unit/ individual
    h. Setting up of committees
    i. Multi level meetings (district/block/GP)
    j. Conventions and consultations
    k. Funds to be assigned for the above

4. Situation analysis and participatory planning

Situation analysis can be an extremely complex exercise. It includes a vast area of information ranging from the quality of basic services to the quality of life indices in the panchayat. In order to do situational analysis, one would need to look at differential access to goods and services by different sections of the society forming the micro cosm of the gram panchayat, as well as the differential access to resources both natural and human. To understand gaps in goods and services, there has to be an understanding of service standards or desirable norms. There are no universal standards or norms in most cases, and targets of achievable standards would have to be conceived for each gram panchayat depending on what level of quality can be realistically aspired to in the context of that panchayat. The information that would lead to a truthful situation analysis can be had both through direct interaction (primary data) or through documented information available in records and reports (secondary data). The challenge for the State is to bring in that level of rigour into the background information necessary for planning that is doable at the GP level and at the same time would provide valuable insights regarding the development needs and priorities of the gram panchayat.

The chapter would have to first discuss the areas of situation analysis that are to be covered in respect of each gram panchayat in the State. These areas would include the status, gaps and potential of a particular situation – either service or good, or resource, or quality of life. For convenience, five areas are identified in the facilitation note – these are human development indices, access of marginalised groups to services and resources, civic services, economic development, and public infrastructure. It is upto the State to decide which of these areas are to be brought into the situation analysis that will be universally undertaken in all its gram panchayats. While deciding on the areas to be covered, the State has to bear in mind the basic services that the gram panchayat is mandated

to do as per the State Panchayati Raj Act and related legislations, and for which the FFC funds will be put to use. Situation analysis of the productive and employment sectors and of environment protection /sustainability are closely linked to MGNREGS and would have to be incorporated. The situational analysis of prevailing poverty and understanding the extent of vulnerability of poor populations of the gram panchayat also would necessarily have to be undertaken. The number of indices for each area can be limited according to the carrying capacity of the State's outreach, and according to the extent of availability of secondary data. There may be specific areas of situation analysis that are relevant to the State which are not touched upon in the bullet points below. These may be appropriately included by the state team during the writing of the chapter.

A vulnerability assessment would also have to be undertaken which could include a well being analysis (including social security coverage), and which attempts to understand locational concerns in disaster management and the stengths and weaknesses of coping mechanisms. A complete situational analysis does not only study the weaknesses and the failings of a system, but also the potential of its resources and how they can be tapped. The scope of optimum utilisation of local resources, natural, manmade and human has to be discussed in the situation analysis.

Once the content and scope of the situational analysis are determined, the process through which the analysis will be undertaken needs to be elaborated. For each of the areas identified for situation anlaysis, the chapter would have to describe how primary and secondary information can be gathered. The process of obtaining and processing primary information can itself be a participatory exercise. The chapter will have to describe the participatory techniques (PRA/RRA) that will be adopted for situational analysis, and the persons who will be oriented or trained to undertake the suggested PRA techniques for situational analysis. Participatory mapping of assets, access and entitlements, and focus group discussions on identified development and welfare issues need citizen engagement, for which resource persons must be equipped to do preparatory groundwork, organise events and document the processes and findings. This information would then have to be validated against existing information as per records available in the gram panchayat, or acquired from higher offices or line departments. The findings of participatory mapping would have to be plotted against conventional maps of the area. The participatory exercise should also obtain a sense of the minimum standard that is achievable. (For instance a minimum standard for drinking water could be access of all habitations to common tap water supply for 12 hours a day at a prescribed pressure – or it could be 2 hours uninterrupted supply to all households at a prescribed pressure. It could also be availability of a definite quantity of RO water at a definite rate for all days of the year.)Some States have access to GIS technologies or have initiated GIS led mapping of assets and resources. The accuracy of information that is available on GIS maps would require analysis to understand differential access and development needs. Interpreting GIS maps is also therefore a skill that needs to be provisioned where such techniques are used, so technical support groups or agencies to work with the concerned gram panchayats have to be arranged.

It is extremely likely that secondary data is not available for the GP level, and is only available at some level of consolidation, either at the block, taluka or sub district level, or at the district level. Such information may either be accepted as applicable to the gram panchayat in hand, or extrapolated in the specific context of the gram panchayat. Where the States have gone for a cluster approach, this work may be coordinated at the cluster level. This can become an important supporting activity undertaken at the intermediate or district tiers of panchayats. There will have to be specific mechanisms put in place to both collect the data and contextualise it to the gram panchayats and further to validate against the primary data that has been obtained through participatory processes.

The data that is obtained through participatory and conventional sources has to be cleaned up and consolidated. Some of the areas for which information is collected would have pre existing norms or minimum standards (which are universally applicable). For some the standards or targets would

have to be determined through consultative processes, or prescribed by the concerned authorities taking into account the situation of the gram panchayat concerned. A methodology for fixing standards would have to be developed by each State. The information that has been gathered would then have to be plotted against the standards or norms that have been identified, which would provide a gap analysis.

Just as a gap anlysis is done, the situation analysis has to do a potential analysis as well – what are the natural resources that can be tapped, and how? What are the human resources that can be pressed into service? – for cleanliness campaigns, for adult literacy, for enrolment, for conduct of surveys, for knowledge transfer, for participatory management, for community based disaster rescue and relief etc. When the potential is discussed, it is important to have perspective of short term and medium term – ie one year and 5 years. Specific environmental vulnerabalities and issues like man-animal conflict would arise out of focus group discussions and stakeholder consultations, but the facilitator would have to be in the know of legal provisions and the larger policy of Government in these matters, so as to ensure that informed community responses are garnered in the course of the interaction.

An important aspect to be borne in mind during participatory exercises is the nature of social differences and tensions that may be prevailing in the gram panchayat. While on the one hand, participation of the larger community is to be ensured, on the other it must also be ensured that the issues of the marginalised and vulnerable groups and individuals is also captured directly, and not by proxy. This will have to be diplomatically managed. Situational Assessment can lead to expression of discontent or suspicion that can disrupt the planning process. The guidelines will need to provide for a functional dispute resolution and grievance redressal mechanism.

Visioning

Once the draft situational analysis report is prepared, it would have to be shared with stakeholders, and consultations undertaken about the agreement or disagreement with the findings and conlusions of the report. This would have to be led by the gram panchayat committee – since their ownership is crucial to the exercise. The guidelines will stipulate the various types of stakeholder groups with which the situation analysis report is shared. At the bare minimum, it would have to go to the gram sabha. Where there are active SHGs or federations, the report would need to be shared with these groups as well. If mahila sabhas have been institutionalised, these would also need to discuss the report. Similarly, the report could be discussed in the group of job card holders or labour collectives formed under MGNREGS. It is desirable that important community based organisations, societies and local groupsget an opportunity to understand the report and to discuss it. Discussion of the draft report encourages

- Transparency
- Meaningful Participation of broad spectrum of stakeholders
- Preparatory consultations to the gram sabha
- Understanding issues of differential development, entitlements and access witin the GP
- Validation and ownership of the findings of situation analysis, both by elected GP and functionaries and by community stakeholders
- Social mobilisation and identification of persons who can be roped in for various activities of the gram panchayat

Changes in the draft report necessitated by stakeholder consultations would have to be formally approved by the panchayat committee. The final report is to be placed in the gram sabha. The actual envisioning exercise for the GP development Plan is the prerogative of the gram sabha. The participatory planning gram sabha cannot be treated like a perfunctory gram sabha meeting.

There has to be environment generation, social mobilisation and active publicity. The modalities of presentation of the report need to be determined before hand. The gram panchayat committee should lead the presentations and the facilitators, resource persons and functionaries should support. All salient features of the report would have to be presented and it should be ensured that there is enough time for active discussion. The gram sabha may be split into sub groups to study specific areas, or it may discuss in the plenary meeting. The gram sabha should also be given a clear picture about the resource envelope, and would need to list desired development interventions and then prioritise them area/sector wise. It must be ensured that the discussion is led by the development need, and not by the resource envelope, but that the resource envelope is kept in mind while prioritising. The opportunities for low cost and non cost development interventions must be clearly discussed. In each prioritisation, the concerns and requirements of the weaker sections must also be discussed. In effect by the end of the prioritisation, the priorities for the poverty reduction plan should also emerge.

It is already mandatory that video recording of gram sabha meetings is undertaken, a provision which is almost universally violated. However this is an exercise in which the video recording could be taken as the sole evidence of participatory planning in the Gram panchayat. The responsibility matrix for preparation of report, organisation of consultations, ground work for the gram sabha, conduct of its proceedings and process documentation of the event have to be spelt out in the guidelines with timelines.

1. Areas of situation analysis – gaps

    a. Human development indices (gender disaggregated)

        1. Sex ratio including child sex ratio
        2. IMR, MMR etc
        3. Extent of low birth weight, malnutrition, stunting etc
        4. Extent of contagious diseases
        5. Life expectancy
        6. Levels of adult literacy
        7. Enrolment, dropout etc
        8. Proportion of casual or landless labour
        9. Proportion of unskilled labour
        10. Extent of social security coverage
        11. Others

    b. Access to services and resources (of vulnerable categories – gap in accessing entitlements, services and benefits in respect of both civic services and economic services)

        1. SC
        2. ST
        3. Children
        4. Women
        5. Aged
        6. People with disabilities

7. Minorities
8. Assessment of poverty in general (with particular reference to Human development indicators above)

c. Civic services
    1. Sanitation
    2. Drinking water
    3. Electricity - streetlighting
    4. Playgrounds
    5. Parks
    6. Crematoria/burial grounds
    7. E-connectivity
    8. O&M status of civic services

d. Economic Development (gap between desired norm and actual situation on the ground)
    1. Agriculture including irrigation
    2. Animal Husbandry, dairying, and other allied sectors
    3. Local manufacturing
    4. Village Markets, Godowns, etc.
    5. jobs and employment

e. Public Infrastructure including office of GP
    1. Missing infrastructure
    2. Quality of existing infrastructure

2. Vulnerability assessment (gap analysis)

a. Disasters
    1. Extent of risk
        - Locational factors
            - Climate
            - Forest
            - Man/animal conflict
            - Environmental degradation
            - other
        - Distress migration
        - Risk of human trafficking
    2. Capability to cope
        - Disaster mgt infrastructure

            - Risk reduction/mitigation
            - Shelters
            - equipment
        - Early warning systems
        - Community support systems

b. Well being analysis

3. Assessment of status and potential of local resources

    1. Natural
        - Soil
        - Water
        - Biomass
        - Commons – forests, pastures, wastelands etc
    2. Human (physical and social resources)
        - Nature of skill set – unskilled, semi skilled, traditional skills
        - Children, Youth, Women, Retired hands
        - Individual or corporate social responsibility
        - Volunteers/NGOs/CSOs/Associations
        - CBOs – SHG federations
        - other
    3. Economic
        - Access to financial institutions –formal/non formal
        - Market spaces
        - Storage spaces
        - MSMEs
        - Traditional industry
        - Other

4. Data sources and Data analysis

a. Data sources

    1. Primary data
        - Participatory mapping of needs and gaps in accessing assured entitlements
        - individual
            a. PRA/RRA techniques
            b. Local resource persons
            c. Documentation of processes

- Community/general
    a. Participatory mapping – PRA
    b. Focus group discussions
    c. Local resource persons
    d. Documentation
- PRA processes
    - Transect walks
    - House to house surveys
    - Focus group discussions
    - Participatory mapping
- Conventional mapping
- GIS supported mapping

2. Secondary data
    - Census and SECC
    - Line department data
    - Data from independent studies/reports
        - How to obtain secondary data
        - GP level data availability
    - GP/GP cluster wise disaggregation of data

b. Responsibility matrixfor time bound collection and collation/ consolidation of data
    1. What data is to be collected
    2. Development of formats and templates for information
    3. Who gives what data at which level
    4. Advisories to make data available
    5. How data is to be collated – synchronisation of primary and secondary data
    6. Data validation
    7. Timelines

c. Development of situation analysis report
    1. Setting service standards
    2. Mapping status against standard and highlighting gaps
    3. Printing/publishing draft report
    4. Dissemination of draft report
    5. Ensuring funds

5. Stakeholder consultations for validating draft situation analysis

    a. Opinion makers
    b. Communities
        1. Farmer groups
        2. Youth groups
        3. SHGs/Mahila sabhas
        4. Other socio-economic groups
    c. Technical/subject experts
    d. Finalisation of situation analysis report
    e. Responsibility matrix for report preparation and consultations and timelines for the same
    f. Financial resources for consultations and report publication

6. Gram sabha visioning exercises (based on situation analysis)

    a. Presentation in gram sabha – from situation analysis
        1. Infrastructure gaps
        2. Gaps in human development indices
        3. Wellbeing analysis and vulnerability
        4. services vis-à-vis standards
        5. local resources
        6. scope for resource mobilisation and development of productive assets
        7. potential for social development
        8. Potential for economic development
        9. Potential for environmental development
    b. Discussion and validation in gram sabha
    c. Identification and flagging of development needs by gram sabha
    d. Presentation of resource envelope of gram panchayat
    e. Mapping gram sabha need assessmentagainst resource envelope
    f. Identification of low cost or no cost development initiatives
    g. Prioritisation of development needs based on resource envelope
        1. Civic services and goods
        2. Social services and goods
        3. Livelihood services and goods
        4. Poverty/vulnerability reduction priorities
    h. Responsibility matrix for organisation,conduct of gram sabha, and recording proceedings with timelines

5. Projectisation & finalisation of GP development plans

This chapter details the process of conversion of development and welfare ideas of the gram sabha into the actionable projects which will make the annual gram panchayat development plan. Some of these projects would have a life term beyond one year, and would require to be shown both against the annual plan as well as the 5 year plan. These would have to be clearly identified and the linkages between the 2 perspectives – annual and 5 year, clearly indicated. Some activities may be initiated only in the subsequent years, and the concerned projects would have to indicate that. Detailed costing for activities that are to be undertaken later would need to be done in subsequent plans. The gram sabha prioritisation list would have to go through the panchayat committee for formal approval of the development and service initiatives proposed, and the panchayat committee would have to make tentative allocations for each sector – civic services, livelihoods and production, disaster management, social security and poverty reduction, the social sectors of health and education etc. The sectors for which allocations are made would also be sectors for which the panchayat has powers of intervention and control as per the State Act and supporting executive orders. Sectors and schemes where the spending decision is made by other authorities may be noted but would not form part of the gram panchayat development plan – they would be more of a gram panchayat wish list to be handed over to the concerned approving authority. If required, such demands may be noted separately, since they are also likely to crop up as part of the participatory planning exercise. The panchayat committee would also have to project its O&M requirement for various services and assets, and set aside funds from its resource envelope for the same. This would include the administrative cost of providing services that has to be borne at the level of the GP.

The gram panchayat committee cannot be expected to convert development ideas into projects – this requires technical and administrative inputs and each state has to devise an institutional mechanism which can do the projectisation on behalf of the gram panchayat. This may be a challenge, especially in States with poor administrative resources devolved to the panchayats. In many cases the prevailing position is of the intermediate panchayat doing the projectisation, and the gram panchayat merely providing project ideas or wish list. However in the context of the FFC award, the authority and responsibility should be squarely at the level of the gram panchayat itself, and cannot be escalated to higher tiers. Therefore rather than the panchayat submitting its ideas to a higher level, the technical expertise at higher levels must be made available to the panchayat and accountable to the panchayat for project development. The approving authority for the GP development plan is the gram panchayat committee itself, and not the panchayat functionary.

The institutional mechanism for project preparation can consist of a multi sectoral committee – drawing people from the local elected leadership, the local administrative and technical leadership and the local community leadership into its ambit, so that the objectives of remaining true to people's demands as well as to administrative and schematic proprieties are equally met. The guidelines would need to specify what this institutional mechanism is, the terms and conditions of its work, the compliances and conditionalities it needs to be seized of, and the timeframe for submission of projects to the panchayat committee. It would also need to indicate punitive provisions for deliberate delay or non availability on the part of the official support mechanisms. the template for projects – rationale/objective, components, beneficiaries, project cycle, fund source etc - would have to be stipulated. The mechanism to monitor the progress of projectisation work and the modalities of monitoring would also have to be indicated.

The chapter should also deal with the process of consolidation of the various projects prepared by the Committees or officials for the purpose, including the format of the gram panchayat committee meeting that will discuss and approve the draft plan of consolidated projects to be taken back one final time to the community for endorsement and validation. Changes brought to the plan, either on account of tailoring to the resource envelope or on account of changes in priority or volume,

by the panchayat committee would have to be separately noted with clear explanation of reason for modification of the plan. The validation of the draft GP development plan could be through a development seminar, where the plan is presented and discussed before a representative group of people of the panchayat, or taken directly to the gram sabha for its final stamp of approval. The guidelines will indicate the modalities of the validation that will culminate in the final GP plan. Distinct deadlines for completion of projectisiation, conduct of GP plan committee meeting and endorsement in the gram sabha need to be incorporated into the guidelines.

1. Cataloguing of gram sabha visioning exercise and suggestions including low cost/ no cost development ideas
2. Discussion of situation analysis and Gram Sabha prioritisation in GP committee
3. Projection of O&M requirements
4. Tentative allocations for each sector by GP
5. Constitution of multi sectoral task forces (for agriculture, poverty reduction, health and nutrition etc) or single task force for projectisation
    a. Elected representatives
        1. Standing Committees
        2. Functional committees
        3. Sub committees
    b. Other Stakeholders
        1. Experts/Professionals
        2. Persons active in the sector
    c. Officials (as convenor)
6. Project development and prioritisation
    1. Project rationale (including situation analysis)
    2. Project components
    3. Cost and sources of funds
    4. Timelines
    5. Agencies for implementation
    6. Expected outputs/outcomes
7. Submission to GP
8. Consolidation of projects – by joint committee of task forces
9. Discussion and endorsement in GP of resource allocations to each project
10. Finalisation of development plan
    a. Stakeholder consultation (development seminar)
    b. Validation in gram sabha

6. Technical and administrative approval

Just as an institutional mechanism is created for project preparation and consolidation, so too must there be a mechanism for appraisal and clearance of the individual projects of the GP plan. This mechanism cannot alter the basic nature of the project, but would certainly have to assess whether the project components are in compliance with the norms for assistance and unit costs adopted by the State, whether they go against any stated policy, and in case of specific schemes, whether the conditionalities of the scheme have been complied with. Where technical appraisal is required, it would be against rough cost estimates – detailed estimates would be submitted to the pre existing technical approval authorities for clearance, but the RCE is needed to project the costs of works to be taken up under the Plan. The appraisal would also need to assess whether the timelines in the case of medium term projects lasting more than a year (upto 5 years) has been correctly projected. The system for technical vetting that is provided in the guidelines would also have to provide for resolution of dispute between the panchayat and the appraising authorities regarding the technical or administrative viability or admissibility of the projects. The timelines provided for would have to factor in the requirement for rectification or clarification and the responsibility for doing the same. There would have to be someone (most likely the charge officer of the GP) who ischarged with the responsibility of following up on the vetting.

Once appraisals are completed and clearances issued, the GP development plan can be issued formal administrative sanction by the GP, and the individual projects would then be in a position to commence implementation. A common template for approved projects would need to be provided. The record of sanction and modifications would have to be maintained in respect of each project of the GP development plan, and the guidelines would indicate how this is to be maintained.

The guidelines would also have to stipulate the release of funds for the approved plan – who will release what funds to the GP? And who will be released further funds by the GP? Who will release funds on behalf of the GP, and what approvals and authentications are required? The fund flow and modes of payment will be indicated in the guidelines. The GP plan will have to be completely represented in the annual budget of the GP (to the extent of finances involved). The nature of record keeping and accounting that is required to complete the exercise has to be clearly explained. With this the process of approval of the GP development plan will be held to be complete and post plan arrangements will kick in.

1. Technical appraisal (by whom? Timeframe for appraisal)
    a. Technical appraisal camps (mixed groups – officials and other experts)/technical teams/ designated officials
    b. Norms for vetting – dos and donts (on reasonableness of costing, technical feasibility, standards and deliverables etc – not on local priorities and choices)
2. Financial appraisal
3. Coordination and monitoring of vetting process
4. Administrative and financial approval
    a. Approval formats
    b. Approval process – including rectification, clarification etc
    c. Proceedings/Order of approval
5. Technical approval
    a. Decisions on technical sanctions – responsibilities, timelines
    b. Decision on modes of payment – documentation needed, flows

7. Post plan arrangements

Facilitatory manuals/guidelines on various aspects of planning and governance at the GP level will be developed by the Ministry of Panchayati Raj that can be contextualised and adopted by States if they do not have existing standardised manuals or guidelines on the concerned subjects for the GPs. However there will have to be a dedicated state level institutional mechanism put in place to coordinate, supervise and monitor the work on the GP development plans, during the process of planning as well as during the roll out of implementation. Since the administrative support structures for gram panchayats is fairly weak in most States, specific arrangements would have to be made for implementation by Gram panchayats - including provisioning of functionaries, allotting repsonsibilities to functionaries of line departments vis a vis the gram panchayats, enabling panchayats to acquire adminstrative support either through outsourced means or by local contractual appointment etc. A lot of firefighting would have to be undertaken, so the committee would have to be empowered to issue facilitating instructions pertaining to GPs which all concerned line departments, agencies and missions are also bound to comply with. Clear guidelines on fund flows, utilisation and reporting of expenditure would be required.

On the ground standardised implementation arrangements including maintenance of registers would be prescribed. The role of standing committees and sub committees of the panchayat in implementation would have to be made operational. The frequency of panchayat committee meetings to discuss and review implementation is to be prescribed. The role and scope of community monitoring of project and plan implementation need to be explained and institutionalised.

A bare minimum but essential framework of institutionalised monitoring needs to be stipulated. The guidelines should indicate who takes responsibilitiy for various aspects of plan implementation at all levels - the state, the department, the district, sub district and gram panchayat/cluster. It should also prescribe the frequency of stocktaking and review.

1. Administrative support
    a. Weekly meeting of Empowered Coordination Committee at State level
    b. Standardised implementation arrangements on the ground
    c. Assigning to departments/officials the responsibility for implementation of works
        i. Enabling orders for accessing HR for implementation at GP level
2. Review of GP development plan by panchayat committee
3. Fund release and monitoring systems to be geared up
    a. Reporting formats
    b. Releases
    c. Level of review and supervision to be prescribed
4. Monitoring arrangements
    a. Monitoring of implementation of GP development plans and fire fighting
    b. Institutionalised community led monitoring of project and plan

8. System support for participatory planning in GPs

The whole process of participatory planning will come unstuck if the requisite system support is not simultaneously worked out. This chapter will discuss all the administrative arrangements that need to be put in place for the GP development Plan exercise. The GP will not be able to do much with its development plan if the requisite powers of sanction and procurement by the GP are not in place. The authority and responsibilities of the GP committee and the functionaries of the GP in respect of formulation and execution of the GP development Plan have to be clearly delineated. The roles and responsibilities of the resource groups and individuals positioned for various aspects of the GP Planning exercise, the modalities of their support and the terms and conditions of assigned work also require executive orders. Supplementary arrangements for planning include structuring the system flows for technical appraisal and approval and the streamlining of fund flows and reporting systems. These find special mention because they need to be specifically tailored to the requirement of the PRI system, and existing flows may have to be revisited.

All the HR requirement that is indicated in the previous chapters would need to find actualisation in this chapter. Many of the persons given tasks in respect of various activities would have multiple responsibilities. The various teams that need to be positioned, the specific coordinating roles, the lines of authority and reporting, the supervisory and monitoring responsibilities and formats, the activities that are clustered beyond the GP level and the modalities of how these clusters would work in terms of responsibility downwards to the gram panchayats must be clearly enunciated.

For many of the activities, technological support systems would be provided by the State. The e governance systems that could be pressed into service for the GP plans are the PES applications especially Plan Plus and PRIA soft, State applications for decentralised planning or budgeting, digitised MIS for PRIs, e –FMS etc. How they will support the Plan process needs to be articulated. There would already be technical guidelines for planning as in the case of MGNREGS and watershed development etc. How these planning exercises can be made to dovetail with the planning for the GP development plan needs to be thought through. The process of identification of technical support agencies , if not already roped in for supporting government in adapting technologies for planning, especially GIS applications would also need to find mention.

An important dimension of system support is the knowledge support that is provisioned for people in the field. This knowledge support could be by way of production of a planning tool it in the form of a compendium of executive orders on participatory planning, or the production of a manual (which the guidelines can be expanded into), or the provision of an online information platform, the use of SMS for updation and communication of action points, dedicated help lines with fire fighting suggestions, or which can quickly fix unexpected gaps or problems in the roll out (preferably located within the SIRD or PMU of the State). The knowledge platform that is set up would also be continually assimilating information from the ground from the monitors and monitoring reports to understand the glitches and issues in participatory planning as the work unfolds – there could be bottlenecks developing because of lack of executive instructions or ambiguities and conflict in interpretation, or because of inadequate capabilities in the field needing augmentation of resources. The empowered committee in order to address these bottlenecks would need to know of them first.

The chapter would have to make a special mention of the support to beacon panchayats for planning, where a more intensive model would be set in motion, and greater demands made of the planning process.

1. Supporting guidelines
    a. Setting up of state resource Group/team for participatory planning – conditions of service and deliverables
    b. Powers of Administrative Sanction and Procurement at GP level
    c. beneficiary selection
2. Supplementary arrangements
    a. technical approvals – systems and methodology
    b. Streamlining of fund flows
3. Positioning HR for facilitation of planning exercise
    a. Support teams for each of the steps outlined above to be set up
    b. Mobile resource teams and mentor Resource Persons
    c. Monitors to observe and monitor the process of each listed step to be set up
    d. Officers to be assigned by designation and name with indication of their roles and responsibilities for each Gram Panchayat
    e. Coordinating charge officer for each Gram Panchayat/cluster to be identified
    f. Plan Team for a cluster of GPs to be in position
4. Role of intermediate and district tiers of panchayati raj
    a. Resource support to be provided at each tier
    b. The institutional structures (like Standing committees, DPC etc and the role they play)
    c. ERs of the 2 tiers and how they associate with the process of participatory planning for the GP
5. Technological support
    a. Use of IT – Plan Plus, E- FMS etc
    b. GIS mapping – for local planning, asset documentation
    c. Appropriate technologies for watershed management, building construction, road development, etc.
    d. Agency/officials to be identified and capacitated for facilitation
6. Knowledge support
    a. Online learning support
    b. SIRD helpline
    c. Mentoring of specific GPs as beacon panchayats in participatory planning
    d. Planning toolkit for resource persons

C. Note on Capacity building

An important factor that will determine the success of the GP development plan through participatory planning initiatives will be the quality and reach of the training that is provided. The training that will be required to be undertaken is likely to be far more voluminous than can be absorbed by the training capacity of the SIRDs and /or PRTIs of the State. Since large trainings have to be executed in a short while, there is need for engaging with other training institutions, both public and private, for conduct of training. Clear cascading modes of training would have to be devised, and venues and outreach systems created. A battery of resource persons on the various elements of the training would be required – it may turn out that the same persons who facilitate the plans would also double up as trainers.

The state's present set up of master trainers and trainers/resource persons would need to be augmented. The responsibility matrix of each activity to be undertaken and the timelines for the same have to be factored into determining the content and strategy of the capacity building exercise. The people who need to be trained range from the trainers themselves to the ERs and the facilitating teams and functionaries to the gram sabha and citizen bodies. Each would require different focus and orientation, and the training modules and methodologies should take care of these requirements. State level leadership and line departments would also have to be oriented appropriately.

The training strategy would have to have a special component of intensive handholding of beacon panchayats where iterative trainings would be required, and the process documentation undertaken over and above the regular training done for the extensie roll out. Most importantly, there has to be clear commitment of funds to the training. Even through RGPSA funds would be forthcoming, the State cannot afford to wait for central funds to commence the training programme – therefore alternate arrangements for funds needs to be made.

1. Allocating resources for training and approval of training plan
2. Mapping of training institutions – government, non government, academic
    a. Infrastructure and facilities
    b. Human resource
    c. Logistics support
3. Trainers and trainees
    a. Identifying and orienting master trainers for TOTs
    b. Identifying trainers cum resource persons for participatory planning (officials, ERs, ex ERs, SHG federations etc)
        1. for state, district and sub district levels separately
        2. for separate thematic support areas
    c. Trainees
        1. Support teams (state and district level)
            a. General coordination
            b. Developing resource envelope

c. Situation analysis
d. Participatory planning
e. Projectisation
f. Plan finalisation and validation
g. Plan vetting and approval
h. Manual/guidelines development
    i. Office Management/Budgeting
    ii. Financial management including fund flow
    iii. Procurement/Works execution
    iv. Accounting/Auditing
    v. Transparency and disclosures
    vi. Monitoring and performance assessment

2. Monitors
3. Plan teams
4. Charge officers and assigned officers
5. Technical support agency/individuals
6. Technical appraisal teams
7. Concerned line department officials
8. GP Presidents
9. GP standing Committees
10. All GP ERs
11. GP task forces
12. GP functionaries
13. Community based personnel like GRS, ASHA, Anganwadi workers, Swachhta Dhoot, etc
14. Gram Sabha convenors
15. Citizen bodies and SHG networks
16. Community monitors
17. Intermediate and district Panchayats – ERs and functionaries
18. Media
    a. External audiovisual and print media
    b. Social media
    c. Internal media campaign management
    d. Media and communication resource teams

- methodology of training

a. Mapping of responsibilities of ERs and GP committee

b. Mapping of responsibilities of all other stakeholders in participatory planning

c. Development of training content specific to each group and to each activity

d. Assignment of trainings to each level of cascading training

e. Development of training schedules and synchronisation with the planning exercise at every level

f. Customisation to intensive mode of participatory planning in beacon panchayats

g. transaction rounds and feedback

CHAPTER 4
GRAM PANCHAYAT LEARNING VISIT

A. Note on GP visit for participatory planning

Objective of field visit:

To study and understand the process of decentralised planning for local governance in the gram panchayats of Kerala– plan formulation, participatory processes and consultation, prioritisation, projectisation and approvals, and the systems in place to institutionalise the GP development plan

Points to observe:

Participants may like to note those activities that they think

- can be adopted by their State as such
- can be modified and adopted by their State
- are not doable/feasible in their State or are not relevant to their State
- are undertaken in their State but not done in the GP that they are visiting in Kerala

Role of GP and preparatory arrangements

1. What is the role of the Gram Panchayat Committee in the process of plan formulation and approval and how do they exercise leadership in the DP development plan?
2. How is collective responsibility of the GP ERs ensured? Is there any delegation of responsibilities within the GP?
3. How does the GP get to know about its financial resource envelope?
4. How is the data and information that is needed for the planning process acquired by the GP? Where is the information obtained from?
5. Are there any GIS or digitised MIS platforms that support information retrieval or processing for situational analysis and need assessment?

Participatory planning processes

1. How does the GP ensure people's participation in the planning process?
2. Are any PRA techniques adopted by the GP for participatory planning?
3. What are the safeguards to ensure that the process of planning is transparent and inclusive?
4. Does the GP have a resource group to facilitate it in plan formulation?
5. What is the role of the Gram Sabha in the formulation of the Gram Panchayat development Plan?
6. What role do Community based organisations like the Community Development Societies (CDS) - NRLM SHG federations - play in participatory planning?
7. What role do other citizen bodies like youth clubs, farmer clubs etc play in the planning process?
8. Does the planning process take care of the interests of marginalised groups like the disabled, the elderly, children, SC, ST etc?
9. Are there earmarked funds for any particular category – like the destitute, women, minorities etc?

Plan formulation, projectisation and approval

10. Are there any low cost or no cost activities that figure in the GP's development plan?
11. How are people's ideas converted to projects?
12. Is there a process of prioritisation of projects? Who determines the priorities of the GP development Plan?
13. Is there people's participation in the development of projects?
14. What is the role of community based functionaries like Anganwadi workers, ASHAs, Swacchata Dhoots etc in the planning process?
15. How does the GP access technical resources/knowhow for projectisation?
16. What is the approval process – both administrative and technical for the GP plans?
17. Who has the power to approve the GP's Plans? Are there any conditionalities for plan approval?
18. Is there a qualitative difference after the introduction of online approval of the GP Plans?

Institutional mechanisms

1. What are the implementation arrangements once the GP development Plan is approved?
2. What is the role of the Panchayat Secretary in development of the GP annual Plan?
3. What are the auditing and accountability measures in place?
4. Are there any convergent projects
    a. with state or central schemes?
    b. With other GPs?
    c. With Block or district Panchayats?
    d. With municipal bodies?
5. Are the GP ERs aware of the guidelines issued by the State Government for development of the annual GP Plans?
6. What is the nature of training/capacity building that the ERs have obtained in the context of the GP development Plan? Have the functionaries of the GP or any other stakeholders also received training on decentralised planning?
7. Does the GP prepare 5 year Plans? What is the view of the ERs regarding preparation of 5 year perspective Plans?

B. GP visit plan

No	Persons and time	Area of presentation and discussion	Arrangements/ preparation at GP level
Arrival at GP			
1	Gram panchayat Committee 9.30 am to 11.00 am	• Background of panchayat • Discussion topics in first plan formulation meeting of the GP, nature of discussion, action points • Working group formation – how linked to GP • gram sabha for participatory planning – organisation, preparation, conduct, how are gram sabha decisions brought into the GP Plan • Approval processes • Implementation arrangements • Monitoring of Plan • Audit of GPs development al activities • Development challenges and interventions of current GP • Low cost and no cost development activities undertaken by GP	• PPT • Charts • Plan documents • GP Development Reports • Gram Sabha Discussion notes • Presence of RPs associated with Planning process
2	Local resource persons 11am - 12 noon	• How environment generation done • Nature and techniques of social mobilisation and publicity • How volunteers mobilised • Scope of work of local resource persons • Role in coordination and monitoring	Presence of RPs associated with Planning process – brief note in English
3	Working groups 12 noon – 1 pm	Meeting of 4-5 working groups chairperson and convenor to be necessarily present • Data sources – how information obtained – departmental and other • Situation analysis – how conducted • Whether PRA techniques – group discussions, transect walks or community surveys etc undertaken • Need assessment • Prioritisation • How projects are developed • Where are projects submitted	• Brief note in English • Registers • Working group minutes book • Working group reports

4	Working group convenors 1 pm to 1.30pm	• Steps for plan approval • Approval by panchayat committee • Conduct of development seminars • Online entry of projects/plan • Process of technical approval/ sanction	• Brief note in English • Block official responsible for technical approval • IKM technical supporter • DPO official • Hard copies of relevant documents
Lunch	1.30pm – 2.30pm		
5	CDS, Padasekhara samiti, management committees 2.30 pm – 4pm	• Preparation before gram sabha • Participation in gram sabha • How needs and benefits of the poor are prioritised • How priorities communicated to gram sabha and to working groups • Role in GP development plan formulation • Role in Plan implementation • Role in monitoring of Plan • Anti poverty sub plan • Labour budget • Asraya plans	• Intimation of plan process and gram sabha • CDS action plans
6	Standing committees and GP functionaries, implementing officers 4pm – 5pm	• Role of line department functionaries in plan formulation and implementation • Role of GP Standing committees • Role of GP functionaries in plan formulation and implementation	Primarily session for Clearing of doubts and clarifications
Return from GP			

C. Profile of GPs

Participants and resource persons will be split into 13 teams for the GP visit on the 10th. As far as possible, members of one State will be retained in the same team. The GPs have been chosen such that they are within half an hour travel by road. Brief profile sketches of the GPs are given below:

The GPs that are being visited as part of the Writeshop are :

1.

Avanoor Grama Panchayat

1	Name of Gram Panchayat	Avanoor, Thrissur District
2	Name of Gram Panchayat President	Shri. Rajendran Arangath
3	Number of Families	5987
4	Total Population [2011]	20040
	Male	9729
	Female	10311
5	Population of Scheduled Castes	2798
6	Population of Scheduled Tribes	Nil
7	No. of BPL Families	2215
8	No. of wards	15
Kudumbashree		
9	No. of NHG members in the panchayat	2773
10	No. of NHGs in the panchayat	206
11	No. of ADS in the panchayat	15

2.

Edavilangu Grama Panchayat

1	Name of Gram Panchayat	Edavilangu, Thrissur District
2	Name of Gram Panchayat President	Smt. M.V. Indira
3	Number of Families	7118
4	Total Population [2011]	20361
	Male	10061
	Female	10300
5	Population of Scheduled Castes	1229
6	Population of Scheduled Tribes	5
7	No. of BPL Families	2346
8	No. of wards	14
Kudumbashree		
9	No. of NHG members in the panchayat	3724
10	No. of NHGs in the panchayat	243
11	No. of ADS in the panchayat	14

3.

Engandiyur Grama Panchayat

1	Name of Gram Panchayat	Engandiyur, Thrissur District
2	Name of Gram Panchayat President	Smt. Subha Sunil
3	Number of Families	7310
4	Total Population [2011]	23329
	Male	10645
	Female	12684
5	Population of Scheduled Castes	5362
6	Population of Scheduled Tribes	25
7	No. of BPL Families	2450
8	No. of wards	16
Kudumbashree		
9	No. of NHG members in the panchayat	3059
10	No. of NHGs in the panchayat	185
11	No. of ADS in the panchayat	16

4.

Kattoor Grama Panchayat

1	Name of Gram Panchayat	Kattoor, Thrissur District
2	Name of Gram Panchayat President	Smt. Sreerekha Shaji
3	Number of Families	5402
4	Total Population [2011]	18017
	Male	8315
	Female	9702
5	Population of Scheduled Castes	2675
6	Population of Scheduled Tribes	-
7	No. of BPL Families	1561
8	No. of wards	14
Kudumbashree		
9	No. of NHG members in the panchayat	1890
10	No. of NHGs in the panchayat	126
11	No. of ADS in the panchayat	14

5.

Kodakara Grama Panchayat

1	Name of Gram Panchayat	Kodakara, Thrissur District
2	Name of Gram Panchayat President	Smt. Rosily Varghese
3	Number of Families	8179
4	Total Population [2011]	32201
	Male	15473
	Female	16728
5	Population of Scheduled Castes	3896
6	Population of Scheduled Tribes	30
7	No. of BPL Families	2750
8	No. of wards	19
Kudumbashree		
9	No. of NHG members in the panchayat	4109
10	No. of NHGs in the panchayat	250
11	No. of ADS in the panchayat	19

6.

Nattika Grama Panchayat

1	Name of Gram Panchayat	Nattika, Thrissur District
2	Name of Gram Panchayat President	Shri. Anil Pulikkal
3	Number of Families	4915
4	Total Population [2011]	19406
	Male	8772
	Female	10634
5	Population of Scheduled Castes	3671
6	Population of Scheduled Tribes	7
7	No. of BPL Families	1599
8	No. of wards	14
Kudumbashree		
9	No. of NHG members in the panchayat	1742
10	No. of NHGs in the panchayat	130
11	No. of ADS in the panchayat	14

7.

Mundathicode Grama Panchayat

1	Name of Gram Panchayat	Mundathicode, Thrissur District
2	Name of Gram Panchayat President	K.Ajithkumar
3	Number of Families	2337
4	Total Population [2011]	8037
	Male	28530
	Female	13665
5	Population of Scheduled Castes	3111
6	Population of Scheduled Tribes	
7	No. of BPL Families	2555
8	No. of wards	16
Kudumbashree		
9	No. of NHG members in the panchayat	4710
10	No. of NHGs in the panchayat	300
11	No. of ADS in the panchayat	16

8.

Pananchery Grama Panchayat

1	Name of Gram Panchayat	Pananchery , District Thrissur
2	Name of Gram Panchayat President	C.M. Damodaran
3	Number of Families	14320
4	Total Population [2011]	46778
	Male	22792
	Female	23986
5	Population of Scheduled Castes	3925
6	Population of Scheduled Tribes	1233
7	No. of BPL Families	4320
8	No. of wards	23
Kudumbashree		
9	No. of NHG members in the panchayat	3540
10	No. of NHGs in the panchayat	242
11	No. of ADS in the panchayat	23

9.

Adat Grama Panchayat

1	Name of Gram Panchayat	Adat, Thrissur District
2	Name of Gram Panchayat President	T.Jayalakshmi
3	Number of Families	9800
4	Total Population [2011]	32100
	Male	14614
	Female	14722
5	Population of Scheduled Castes	2340
6	Population of Scheduled Tribes	6
7	No. of BPL Families	2400
8	No. of wards	18
Kudumbashree		
9	No. of NHG members in the panchayat	3528
10	No. of NHGs in the panchayat	208
11	No. of ADS in the panchayat	18

10.

Thalikkulam Grama Panchayat

1	Name of Gram Panchayat	Thalikkulam, Thrissur District
2	Name of Gram Panchayat President	P.I. Shoukkathali
3	Number of Families	
4	Total Population [2011]	24180
	Male	11139
	Female	13041
5	Population of Scheduled Castes	4385
6	Population of Scheduled Tribes	
7	No. of BPL Families	2415
8	No. of wards	16
Kudumbashree		
9	No. of NHG members in the panchayat	3540
10	No. of NHGs in the panchayat	242
11	No. of ADS in the panchayat	16

11.

Velookkara Grama Panchayat

1	Name of Gram Panchayat	Velookkara, Thrissur District
2	Name of Gram Panchayat President	N.G.Sasidharan
3	Number of Families	10110
4	Total Population [2011]	25571
	Male	12100
	Female	13471
5	Population of Scheduled Castes	4397
6	Population of Scheduled Tribes	60
7	No. of BPL Families	2672
8	No. of wards	16
Kudumbashree		
9	No. of NHG members in the panchayat	3452
10	No. of NHGs in the panchayat	227
11	No. of ADS in the panchayat	16

12.

Pazhayannur Grama Panchayat

1	Name of Gram Panchayat	Pazhayannur , Thrissur District
2	Name of Gram Panchayat President	P.K.Muraleedharan
3	Number of Families	9574
4	Total Population [2011]	40256
	Male	19544
	Female	20712
5	Population of Scheduled Castes	6585
6	Population of Scheduled Tribes	274
7	No. of BPL Families	6000
8	No. of wards	22
Kudumbashree		
9	No. of NHG members in the panchayat	7759
10	No. of NHGs in the panchayat	469
11	No. of ADS in the panchayat	22

13.

MulakunnathuKavu Grama Panchayat

1	Name of Gram Panchayat	MulakunnathuKavu, Thrissur District
2	Name of Gram Panchayat President	K.J.Devassy (Baiju)
3	Number of Families	7275
4	Total Population [2011]	25606
	Male	12727
	Female	12879
5	Population of Scheduled Castes	1992 (Family 498)
6	Population of Scheduled Tribes	12 (Family 3)
7	No. of BPL Families	1932
8	No. of wards	14
Kudumbashree		
9	No. of NHG members in the panchayat	2056
10	No. of NHGs in the panchayat	125
11	No. of ADS in the panchayat	14

Annexure 1:
List of Resource Persons

I. Ministry of Panchayati Raj (MoPR)

Sl. No.	Name	Designation	Contact number
1	Shri. S.M Vijayanand	Secretary	011-23074309 secy-mopr@nic.in
2	Smt. Rashmi Shukla Sharma	Additional Secretary	011-23747913 rashmi.s@nic.in
3	Smt. Sarada Muraleedharan	Joint Secretary	011-23747911 sarada.m@nic.in
4	Smt. Neerja Sekhar	Joint Secretary	011-23753819 neerja.ias@nic.in
5	Shri. Puneet Sharma	Under Secretary	011-23753813 us.brgf-mopr@nic.in
6	Shri. Abhay Garg	Section officer	011-23367735 abhay.garg@nic.in

II. National Rural Livelihoods Mission (MoRD)

Sl. No.	Name	Designation	Contact number
1	Shri. Soumen Biswas	Lead Partnership, PMRDF & BRLF	9868183528 soumen.rd@gmail.com
2	Shri. Alok Kumar De	Lead- Livelihoods	alokkde@gmail.com
3	Shri. Raminder Singh Rekhi	Lead Non-Farm Livelihood	9999735570/7428901594 rsrekhi99@gmail.com
4	Shri. Dhruv J Sengupta	Training and CB Specialist	9810777549 dhruvbbsr@gmail.com
5	Shri. Philip Mathew	National Mission Manager Social Inclusion/Social Development	9910573237 philipmkm@gmail.com

III. National Resource Group

Sl. No.	Name	Designation	Contact number
1	Shri. M. N. Roy	(Retd.) Ex-Additional Chief Secretary	033-23350335 (R) 09433077555 (M) manabroy2001@yahoo.co.uk
2	Shri D. K. Pal	Special Secretary, Panchayati Raj Department & RD Department, Government of West Bengal	09830226400 dkpsrd@gmail.com
3	Dr. Anita Brandon	Professor, Indira Gandhi Panchayati Raj &GraminVikasSansthan (SIRD)	09413344576 profanita@hotmail.com
4	Dr. Surya Narayana Reddy	National Institute & Panchayati Raj (NIRD&PR)	r.sunare@gmail.com
5	Dr. K. Jayalakshmi	Professor, National Institute & Panchayati Raj (NIRD&PR)	09490806239 kjl@nird.gov.in

6	Smt. Sonali Srivastava	Head, Decentralised Planning, Avantika Foundation	080-40916299 (O) 09980860073 (M) sonali.srivastava@avantikafoundation.org
7	Dr. Joy Elamon	Head- Governance and Social Development, Intercooperation India	09968502970 joyelamon@intercooperation.org.in
8	Ms Anita Gurumurthy	Director, IT for Change	anita@itforchange.net
9	Dr. P. V. Unnikrishnan,	Professor Tata Institute of Social Sciences	09447772818 pvunni31@gmail.com
10	Dr J.B Rajan	Nodal officer, KILA	9447817042 Jbrajan07@gmail.com
11	Shri Liby T. Johnson	COO-Kudumbashree NRO	09446515053 libytj@gmail.com
12	Shri N. Jagajeevan	Programme Coordinator Kerala Social Security Mission	09447172199 jagajeevan65@gmail.com
13	Shri V. N. Jithendran	Director Directorate of Social Justice, Thiruvananthapuram	0471-2302887 socialjusticekerala@gmail.com
14	Shri. Sahirudeen	Retired Joint Development Commissioner, State Institute of Rural Development (SIRD), Kerala	09496319479 saheerjdc@gmail.com
15	Shri. Subrat Kumar Mishra	Assistant Director State Institute of Rural Development (SIRD) Odisha	09937309601 Subrat_mishra100@yahoo.co.in
16	Smt. Nirmala (Mariamma)Sanu George	Team Leader Kerala DFID-CCIP	09995439611 nirmala.sanu@actiononclimate.today
17	Shri.Manik Dive	Deputy Director – Convergence Convergence Cell Maharashtra State Rural Livelihoods Mission (MSRLM)	08080149740 divemn27@gmail.com
18	Shri. Jose Chathukulam	Director, Centre for Rural Development, Kottayam	09447756269 josechathukulam@gmail.com
19	Shri. Narendranath D	PRADAN New Delhi	09868882025 naren@pradan.net

IV. Kerala Institute of Local Administration (KILA)

Sl. No.	Name	Designation	Contact number
KILA Faculty			
1	Dr. Sunny George	Professor	9446606973
2	Dr. Peter M. Raj	Associate Professor	9447821046
3	Dr. J.B. Rajan	Assistant Professor [Nodal Officer, Writeshop]	9447817042
4	Dr. Abey George	Assistant Professor	9497800971
KILA Extension Faculty			
5	Shri.Suresh Babu	Rtd. DPO	9446095118
6	Shri.Sukumaran	Rtd. DDP	9495354042
7	Shri.Mohammed Nizar	PAU, Kasaragode	9809027565
8	Shri.Shaji George	CRM	9645648975
9	Dr. Biju. S.K.	Asst. Professor, Govt. Arts College	9446552703
10	Smt. Nirmala Sanu George	Consultant	9447703399
11	Prof. K.J. Kurian	Former President, Muttom Grama Panchayat, Idukki	9497186160
12	Shri. A.V.G. Ramachandran	CRM, Senior Faculty	9447419757
13	Prof. T. Raghavan	Coordinator, National Writeshop	9446064137
14	Shri. D. Sanky	Joint Director, LFA	9447288241
15	Smt. Aparna.U	Faculty-KLGSDP	8113007160

Annexure 2:
Logistics Support

1. Academics:
Academic Coordinator- Dr JB Rajan – 94478 17042

2. Logisitcs:
Sri. Babu K.K – Ph: 9447436798
Prof.T.Raghavan – 94460 64137

3. Registration Committee
Chairman: K Vinod- 99614 54322
Coordinator: Bhagya – 94478 51764
Memebers: Geethanjali, Rima jose, ismail, Haneefa, Nini P.P, Bindu V.R, Jayasree T.S

4.Hall Arrangements:
Chairman: K.P unnikrishnan- 94463 47934
Coordinator: Mirash O.S- 94953 20317
Members: N.T., Abdul Samad, Abdul Rasheed, Shilujas, Nafla, V.K Bindu, Mallika K.S.
The KILA's auditorium will be main venue of the programme; but two halls in academic from the afternoon of 9th.

5.Field Visit:
Chairperson: Aparna U- 81130 07160
Coordinator: Prof.T.Raghavan – 94460 64137
Members: Madhu Narayanan, Femina, Dr. Biju, Rima Jose, Deepa P.B, Santhosh K.S
The participants will be grouped into 13 and taken to 13 Gram Panchayats on 10.7.2015.

6. Finance Committee:
Chairperson: R.Girijadevi - Ph: 9447380940; 9895252139
Coordinator: Gireesh K. – Ph: 9447993141
Members: Rejani, Bhagya, Sivanandan, Mallika K.S

7. Accommodation/Travel/Food/Medical Support
Chairman: Babu K.K – Ph: 9447436798
Coordinator: Sri E.K Jayan – Ph: 9846515486
Members: Prof.T.Raghavan, Abdul Rasheed, Santhosh K.S., S.Jayadevan, A.K Muhammed, K.V Raveendradas, Femina, Sreelatha
The committee will be in charge of menu, arrangement of vehicles and allotment of rooms to the guests. For the reception of guests at the airport on 8th, Sri Abdul Rasheed and Sri K.S Santhosh will be on special duty. All meals to the guests accommodated at SAS, will be served in the dining hall there itself. All others will be directed to Sahyadri Guest House dining area. For KILA staff, the new dining hall be put in use temporarily from 8th to 13th July 2015.

Annexure 3:
Fourteenth Finance Commission (FFC Grant Details)

Annex.9.1
(Para 9.70)

Grants to Local Bodies

(i) State-wise Area, Population and Weights Assigned

Sl.No.	Particulars	Area		Population (in million)				Population Ratio (%)		Weights (%)		
		000 sq. km	Inter Se Shares (%)	Total	Rural	Urban	Inter Se Shares (%)	Rural	Urban	Area (10%)	Population (90%)	Total
1	Andhra Pradesh	160.20	5.06	49.39	34.78	14.61	4.19	70.42	29.58	0.506	3.770	4.276
2	Arunachal Pradesh	83.74	2.65	1.38	1.07	0.32	0.12	77.06	22.94	0.265	0.106	0.370
3	Assam	54.14	1.71	26.87	22.79	4.08	2.28	84.80	15.20	0.171	2.051	2.222
4	Bihar	94.16	2.97	104.10	92.34	11.76	8.83	88.71	11.29	0.297	7.946	8.243
5	Chhattisgarh	135.19	4.27	25.55	19.61	5.94	2.17	76.76	23.24	0.427	1.950	2.377
6	Goa	3.70	0.12	1.46	0.55	0.91	0.12	37.83	62.17	0.012	0.111	0.123
7	Gujarat	196.24	6.20	60.44	34.69	25.75	5.13	57.40	42.60	0.620	4.613	5.233
8	Haryana	44.21	1.40	25.35	16.51	8.84	2.15	65.12	34.88	0.140	1.935	2.075
9	Himachal Pradesh	55.67	1.76	6.86	6.18	0.69	0.58	89.97	10.03	0.176	0.524	0.700
10	Jammu & Kashmir	222.24	7.02	12.54	9.11	3.43	1.06	72.62	27.38	0.702	0.957	1.659
11	Jharkhand	79.72	2.52	32.99	25.06	7.93	2.80	75.95	24.05	0.252	2.518	2.770
12	Karnataka	191.79	6.06	61.10	37.47	23.63	5.18	61.33	38.67	0.606	4.663	5.269
13	Kerala	38.85	1.23	33.41	17.47	15.93	2.83	52.30	47.70	0.123	2.550	2.673
14	Madhya Pradesh	308.25	9.74	72.63	52.56	20.07	6.16	72.37	27.63	0.974	5.544	6.517
15	Maharashtra	307.71	9.72	112.37	61.56	50.82	9.53	54.78	45.22	0.972	8.577	9.549
16	Manipur	2.24	0.07	1.63	0.89	0.74	0.14	54.40	45.60	0.007	0.125	0.132
17	Meghalaya	0.01	0.00	0.14	0.00	0.14	0.01	0.00	100.00	0.000	0.011	0.011
18	Mizoram	0.53	0.02	0.53	0.00	0.53	0.04	0.00	100.00	0.002	0.040	0.042
19	Nagaland	0.24	0.01	0.57	0.00	0.57	0.05	0.00	100.00	0.001	0.044	0.044
20	Odisha	155.71	4.92	41.97	34.97	7.00	3.56	83.31	16.69	0.492	3.204	3.696
21	Punjab	50.36	1.59	27.74	17.34	10.40	2.35	62.52	37.48	0.159	2.118	2.277
22	Rajasthan	342.24	10.81	68.55	51.50	17.05	5.81	75.13	24.87	1.081	5.232	6.313
23	Sikkim	7.10	0.22	0.61	0.46	0.15	0.05	74.85	25.15	0.022	0.047	0.069
24	Tamil Nadu	130.06	4.11	72.15	37.23	34.92	6.12	51.60	48.40	0.411	5.507	5.918
25	Telangana	114.84	3.63	35.19	21.59	13.61	2.98	61.33	38.67	0.363	2.686	3.049
26	Tripura	3.35	0.11	2.41	1.45	0.96	0.20	60.07	39.93	0.011	0.184	0.194
27	Uttar Pradesh	240.93	7.61	199.81	155.32	44.50	16.95	77.73	22.27	0.761	15.251	16.013
28	Uttrakhand	53.48	1.69	10.09	7.04	3.05	0.86	69.77	30.23	0.169	0.770	0.939
29	West Bengal	88.75	2.80	91.28	62.18	29.09	7.74	68.13	31.87	0.280	6.967	7.247
	Total	**3165.68**	**100.00**	**1179.11**	**821.69**	**357.42**	**100.00**	**69.69**	**30.31**	**10.000**	**90.000**	**100.000**

Annex 9.1
(Para 9.70)

Grants to Local Bodies
(ii) State-wise Share - Basic Grants

(Rs. crore)

Sl. No.	States	Rural Local Bodies						Urban Local Bodies					
		2015-16	2016-17	2017-18	2018-19	2019-20	2015-20	2015-16	2016-17	2017-18	2018-19	2019-20	2015-20
1	Andhra Pradesh	934.34	1293.75	1494.81	1729.23	2336.56	**7788.68**	348.92	483.14	558.23	645.77	872.57	**2908.64**
2	Arunachal Pradesh	88.52	122.58	141.62	163.83	221.38	**737.93**	23.42	32.43	37.47	43.34	58.56	**195.22**
3	Assam	584.80	809.76	935.60	1082.32	1462.45	**4874.92**	93.14	128.97	149.01	172.38	232.92	**776.43**
4	Bihar	2269.18	3142.08	3630.39	4199.71	5674.70	**18916.05**	256.83	355.63	410.90	475.34	642.28	**2140.99**
5	Chhattisgarh	566.18	783.98	905.81	1047.86	1415.89	**4719.72**	152.39	211.01	243.80	282.04	381.09	**1270.33**
6	Goa	14.44	20.00	23.10	26.73	36.12	**120.39**	21.10	29.21	33.76	39.05	52.76	**175.88**
7	Gujarat	932.25	1290.86	1491.47	1725.36	2331.33	**7771.26**	614.91	851.45	983.77	1138.05	1537.74	**5125.91**
8	Haryana	419.28	580.57	670.80	775.99	1048.53	**3495.17**	199.61	276.39	319.35	369.43	499.18	**1663.95**
9	Himachal Pradesh	195.39	270.56	312.60	361.63	488.64	**1628.82**	19.36	26.81	30.98	35.84	48.42	**161.42**
10	Jammu & Kashmir	373.96	517.81	598.29	692.11	935.19	**3117.36**	125.30	173.50	200.46	231.90	313.35	**1044.51**
11	Jharkhand	652.83	903.96	1044.45	1208.24	1632.59	**5442.07**	183.74	254.42	293.95	340.05	459.48	**1531.64**
12	Karnataka	1002.85	1388.62	1604.42	1856.02	2507.88	**8359.79**	562.08	778.29	899.25	1040.27	1405.62	**4685.50**
13	Kerala	433.76	600.62	693.96	802.78	1084.73	**3615.85**	351.66	486.94	562.61	650.84	879.42	**2931.48**
14	Madhya Pradesh	1463.61	2026.62	2341.57	2708.78	3660.14	**12200.72**	496.79	687.89	794.80	919.44	1242.36	**4141.27**
15	Maharashtra	1623.32	2247.77	2597.10	3004.37	4059.55	**13532.11**	1191.24	1649.49	1905.83	2204.70	2979.02	**9930.29**
16	Manipur	22.25	30.80	35.59	41.17	55.63	**185.44**	16.57	22.95	26.52	30.67	41.45	**138.16**
17	Meghalaya	0.00	0.00	0.00	0.00	0.00	**0.00**	3.03	4.19	4.84	5.60	7.57	**25.22**
18	Mizoram	0.00	0.00	0.00	0.00	0.00	**0.00**	11.54	15.97	18.46	21.35	28.85	**96.17**
19	Nagaland	0.00	0.00	0.00	0.00	0.00	**0.00**	12.23	16.94	19.57	22.64	30.59	**101.98**
20	Odisha	955.52	1323.09	1528.71	1768.44	2389.54	**7965.28**	170.10	235.54	272.14	314.82	425.39	**1417.98**
21	Punjab	441.70	611.61	706.66	817.48	1104.58	**3682.02**	235.41	325.96	376.62	435.68	588.69	**1962.35**
22	Rajasthan	1471.95	2038.17	2354.92	2724.22	3681.01	**12270.27**	433.12	599.73	692.93	801.60	1083.13	**3610.50**
23	Sikkim	16.03	22.20	25.65	29.67	40.09	**133.64**	4.79	6.63	7.66	8.86	11.98	**39.92**
24	Tamil Nadu	947.65	1312.19	1516.12	1753.87	2369.86	**7899.69**	790.04	1093.95	1263.96	1462.18	1975.71	**6585.85**
25	Telangana	580.34	803.58	928.47	1074.07	1451.30	**4837.75**	325.23	450.33	520.32	601.92	813.32	**2711.12**
26	Tripura	36.24	50.18	57.98	67.07	90.63	**302.11**	21.41	29.65	34.25	39.63	53.54	**178.48**
27	Uttar Pradesh	3862.60	5348.45	6179.65	7148.74	9659.47	**32198.90**	983.60	1361.97	1573.63	1820.41	2459.76	**8199.37**
28	Uttrakhand	203.26	281.45	325.19	376.19	508.31	**1694.42**	78.29	108.41	125.26	144.90	195.79	**652.66**
29	West Bengal	1532.21	2121.61	2451.33	2835.75	3831.70	**12772.60**	637.21	882.33	1019.45	1179.32	1593.51	**5311.81**
	Total	**21624.46**	**29942.86**	**34596.25**	**40021.65**	**54077.76**	**180262.98**	**8363.06**	**11580.12**	**13379.78**	**15478.00**	**20914.08**	**69715.04**

Annex.9.1
(Para 9.70)

Grants to Local Bodies
(iii) State-wise Share - Performance Grants

(Rs. crore)

Sl. No.	States	Rural Local Bodies					Urban Local Bodies				
		2016-17	2017-18	2018-19	2019-20	2016-20	2016-17	2017-18	2018-19	2019-20	2016-20
1	Andhra Pradesh	169.70	192.04	218.09	285.57	**865.41**	142.59	161.36	183.25	239.95	**727.16**
2	Arunachal Pradesh	16.08	18.20	20.66	27.06	**81.99**	9.57	10.83	12.30	16.10	**48.81**
3	Assam	106.22	120.20	136.50	178.74	**541.66**	38.06	43.07	48.92	64.05	**194.11**
4	Bihar	412.15	466.41	529.67	693.55	**2101.78**	104.96	118.78	134.89	176.62	**535.25**
5	Chhattisgarh	102.84	116.37	132.16	173.05	**524.41**	62.28	70.47	80.03	104.80	**317.58**
6	Goa	2.62	2.97	3.37	4.41	**13.38**	8.62	9.76	11.08	14.51	**43.97**
7	Gujarat	169.32	191.61	217.60	284.93	**863.47**	251.29	284.37	322.94	422.87	**1281.48**
8	Haryana	76.15	86.18	97.87	128.15	**388.35**	81.57	92.31	104.83	137.27	**415.99**
9	Himachal Pradesh	35.49	40.16	45.61	59.72	**180.98**	7.91	8.95	10.17	13.32	**40.35**
10	Jammu & Kashmir	67.92	76.86	87.29	114.3	**346.37**	51.21	57.95	65.81	86.17	**261.13**
11	Jharkhand	118.57	134.18	152.38	199.53	**604.67**	75.09	84.97	96.50	126.35	**382.91**
12	Karnataka	182.15	206.13	234.08	306.51	**928.87**	229.70	259.94	295.20	386.54	**1171.38**
13	Kerala	78.78	89.16	101.25	132.57	**401.76**	143.71	162.63	184.69	241.83	**732.87**
14	Madhya Pradesh	265.84	300.83	341.63	447.34	**1355.64**	203.02	229.75	260.91	341.64	**1035.32**
15	Maharashtra	294.84	333.66	378.91	496.15	**1503.57**	486.82	550.91	625.63	819.21	**2482.57**
16	Manipur	4.04	4.57	5.19	6.80	**20.60**	6.77	7.66	8.70	11.40	**34.54**
17	Meghalaya	0	0	0	0	**0**	1.24	1.40	1.59	2.08	**6.30**
18	Mizoram	0	0	0	0	**0**	4.71	5.34	6.06	7.93	**24.04**
19	Nagaland	0	0	0	0	**0**	5.00	5.66	6.43	8.41	**25.50**
20	Odisha	173.55	196.40	223.04	292.05	**885.03**	69.52	78.67	89.34	116.98	**354.50**
21	Punjab	80.23	90.79	103.10	135.00	**409.11**	96.20	108.87	123.63	161.89	**490.59**
22	Rajasthan	267.35	302.55	343.58	449.89	**1363.36**	177.00	200.30	227.47	297.85	**902.62**
23	Sikkim	2.91	3.30	3.74	4.90	**14.85**	1.96	2.21	2.52	3.29	**9.98**
24	Tamil Nadu	172.12	194.78	221.20	289.64	**877.74**	322.87	365.37	414.92	543.31	**1646.46**
25	Telangana	105.41	119.28	135.46	177.38	**537.53**	132.91	150.41	170.81	223.66	**677.78**
26	Tripura	6.58	7.45	8.46	11.08	**33.57**	8.75	9.90	11.24	14.72	**44.62**
27	Uttar Pradesh	701.57	793.92	901.60	1180.57	**3577.66**	401.97	454.88	516.58	676.42	**2049.84**
28	Uttrakhand	36.92	41.78	47.45	62.13	**188.27**	32.00	36.21	41.12	53.84	**163.17**
29	West Bengal	278.30	314.93	357.64	468.31	**1419.18**	260.41	294.69	334.66	438.20	**1327.95**
	Total	**3927.66**	**4444.71**	**5047.53**	**6609.32**	**20029.22**	**3417.72**	**3867.64**	**4392.19**	**5751.21**	**17428.76**

Notes

Notes