

A draft note on

Gram panchayat development planning

process

A case study of Aase gram panchayat



Technology and Development Solutions Cell (TDSC)
Center for Technology Alternatives for Rural Areas (CTARA)
Indian Institute of Technology Bombay

March 2019

1. Background

Gram Panchayats have been mandated for the preparation of Gram Panchayat Development Plan (GPDP), in general, and particularly by 14th Finance commission, for economic development and social justice, utilizing the resources available with them and finances provided by governments. The GPDP planning process has to be comprehensive based on participatory process and Panchayats have a significant role to play in the effective and efficient implementation of schemes. The campaign initiated by central government under "Sabki Yojana Sabka Vikas" is an intensive and structured exercise for planning at Gram Sabha through convergence between schemes of Panchayati Raj Institutions (PRIs) and concerned line Departments of the State.

Maharashtra government initiated this program in 2015 under the name of "Amcha Gaon Amcha Vikas" through Maharashtra government GR and guideline dated on 5th November 2015 by rural development department. This guideline explained gram panchayat (GP) resources, status assessment, planning process with people's participation, project plan, implementation of GPDP plan and capacity building.

2. Development plan at gram panchayat level

To understand planning process, actual implementation on ground we met Gramsevak of Aase Mr. Kishor Sonawane on 31st January 2019 regarding GPDP planning. As Gramsevak is a key person regarding implementation of GPDP plan on ground. We had detailed discussion regarding training, process carried out during 5 year GPDP plan, how annual plan prepared, hurdles in implementation of plan, etc.

2.1. Key persons in GPDP planning

To implement and monitor the schemes and programmes, the state has constituted State Resource Team (SRT). As per the GR three tier committees have been formed. At state and district level there are executive and monitoring committees whereas at block level there is technical scrutiny committee headed by Block Development Officer (BDO). Deputy Chief Executive Officer (CEO) of Gram panchayat is nodal officer for this program at the district level.

Trainer and charge officers were appointed for each district by CEO who is the head of district executive committee. They were trained by district master trainers who got training at YASHADA for planning. The number of trainers allotted to GP is depending on number of villages in GP. For 1 or 2 villages 1 master trainer, for 3 villages 2 master trainer and for 4 or more villages 3 master trainer are appointed. As in Aase GP there are 5 villages, three master trainers and three charge officers were appointed. Cluster(Gan) wise training of all trainers, in-charge officer, resource group and different resource people from different sectors (ASHA, ANM, teachers, anganwadi worker, gramsevak, rojgar sevak, etc.) was held at Osarvira. Few resource persons did not attend the training session due to overlapping of different meeting and training program. One block level training of in-charge officer, gramsevak, junior engineers of PWD and RWS department were carried out. Training of all trainers of district was also held at

district place. 7-8 master trainers were appointed for each block and all GPs were divided among them, each trainer had 3 to 4 GPs for planning.

2.2. Gram Panchayat development plan procedure

Gram panchayat development plan is prepared in two categories five year GPDP plan and annual GPDP plan derived from it. The detailed procedure for five year and annual plan is given in following sections.

2.2.1. Five year GPDP plan

a) Demand estimation and prioritization:

1. In all villages 3 day program were held by trainers and in-charge officer, resource group and key informant in all five villages of GPs. Technical persons were not present in this planning process. Habitation wise demand list were prepared through habitation sabha.
2. Then demand lists from all 22 habitations were discussed in Gramsabha and relevant demands were put for GPDP plan through prioritization.

b) Plan preparation

1. List of works approved by Gramsabha were placed in five year GPDP plan and
2. The five year plan consists of name of work, habitation name and estimated cost of works.
3. All costs are approximate cost proposed by Gramsevak not by any technical person. All same kind of work had same cost. For example all repairing work of school building budget was 100000 irrespective it's repairing of slab, floor, window or door. Type of repairing also not mentioned.
4. The work list is categorized into 4-5 groups based on different types of funds available to GP. Ase GP had 3 types of funds own fund, PESA fund and Fourteenth finance fund.
 - a. Fourteenth finance fund divided into 3 part based on its not to spend certain amount money in different sectors like 10% fund for Women and Child welfare, 25% fund for livelihood, health and education and 65% fund for SC/ST welfare
 - b. Five percent PESA fund as gram panchayat is under schedule area
 - c. Own fund – revenue generated from their tax collection (3-4 lakhs)

c) Plan submission

1. This five year plan first submitted to block level committee and it passed to district level committee with approval from block level committee.
2. These committees gave some feedback and asked to cancel few work, as those work funded by some other program.
3. The revised plan not submitted to these committees. From these revised plans annual plans were prepared from year 2016-17.

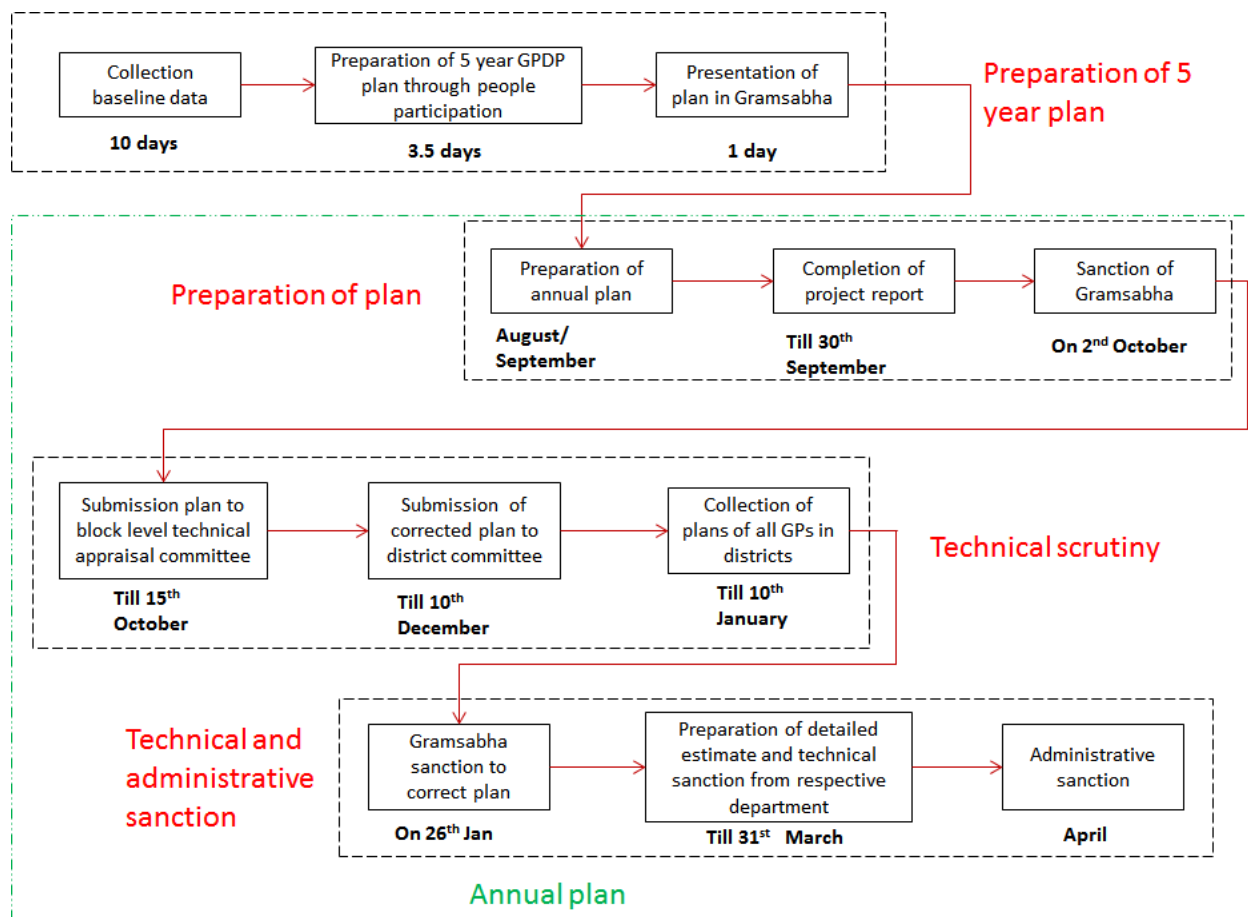


Figure 1: Timeline and steps for five year and annual Gram Panchayat development plan

2.2.2. Annual GPDP plan

a) Preparation of annual action plan

1. Depend upon fund available to GP, work list from five year plan was taken into annual plan.
2. Sometimes few works were change based on need, these works need sanction from Gramsabha. Gramsabha sanction letter along with importance or urgency of work, this work was carried out instead of which work was mentioned and submitted to block level committee.
3. Depend on norms of different programs and fund allocation under different head Gramsevak made annual plan.
4. No support from trainer during planning of annual plans.

b) Technical scrutiny

1. Once annual GPDP plan sanctioned by gramsabha, gramsevak send it to block level technical appraisal committee.

2. Block level committee scrutinized all GPDP plan of entire Taluka and sent all correct reports to District level committee and also conveyed to Grampanchyat.
3. District level committee collect annual plans of all GPs in district and gave sanction.

C) Technical and administrative sanction

1. Gramsabha again sanctioned the corrected work/scheme in the plan
 2. Detailed estimate for corrected work or schemes was prepared and technical sanction from respective officer of respective department was taken.
 3. Administrative sanction was given to individual work in monthly sabha of Grampanchyat.
- Role of resource group - involved in only five year GPDP plan
 - Sector specific (school, health, anganwadi, etc.) demands were raised by sector specific person during 5 year plan.

3. Major works undertaken in plan

The major works undertaken GPDP programs are related to education, health, water and sanitation, social welfare etc. Miniscule presence of major sectors like agriculture, water conservation work, animal husbandry, skill development etc found in development plan. GPDP should be focus on productive infrastructure activities like ponds, horticulture development, fisheries, livestock, minor irrigation etc. to enhance production, productivity, income, employment and value addition. Maintenance and upgradation of water bodies, grasslands, pastures etc. and conservation and usage of resources like minor forest produce, fodder, medicinal plants, firewood etc is required.

a) Education

- Repairing of school buildings, construction and repair of toilets of schools and anganwadis
- Provision of desk bench, competitive exam books, solar machine, educational materials
- Digitalization of school

b) Women and Child development

- Provision of protein and medicine to lactic mother, pregnant women and children.
- Construction of kitchen shed and provision of LPG and other utensils for cooking to anganwadi.
- Repairing of anganwadi and toilets

c) Health

- Medicine and fog machine provision to PHC, first aid box to schools and anganwadis
- Vaccination to children and arrangement of health camp to PHC
- Construction of new rooms, provision of drinking water in PHC and subcenter

d) Water

- Construction of new well or bore well and repairing of existing assets
- Construction of solar PWS scheme to make water accessible in habitation
- e) Road construction
 - Construction of paver block road or footpath within habitation
 - Construction of internal cement concrete road
- f) Building construction
 - Construction and repair of gym, construction samajmandir, ota for meeting purpose
 - Furniture, computer for GP, repairing of GP.

4. Cost estimate of plan

Five year Aase GP development plan was about 4 crores of rupees. As per Gramsevak prior to preparation of 5 year plan approximate amount through different programs would available to GP for planning purpose. According to GPDP guideline the five year plan was prepared two times fund available for development plan. The main funding resource of GPDP planning is fourteenth finance as shown in Table 1.

Table 1: Funding resources wise cost involved in five year plan

| Sr. no | Fund resource | Cost (Rs.) |
|--------|-------------------------------|------------------------|
| 1 | Own revenue sources | 7,00,000 |
| 2 | 14 th Finance fund | 2,43,42,600 |
| 3 | PESA fund | 1,71,23,000 |
| | Total | Rs. 4,21,65,600 |

The cost of annual year plan was approximately a crore of rupees each year. Four year plan were prepared from five year plan. As per GPDP guidelines annual plan was prepared approximately 1.5 times of available fund on that year. The year 2018-19 maximum cost was involved. The detailed cost of each year plan is as follows.

Table 2: Year wise annual plan budget

| Year | Cost (Rs.) |
|---------|-----------------|
| 2016-17 | Rs. 87,11,000 |
| 2017-18 | Rs. 1,12,84,080 |
| 2018-19 | Rs. 1,64,65,600 |
| 2019-20 | Rs. 96,43,800 |

5. Hurdles in planning

5.1. Technical and human resources

1. No involvement of technical people in planning process. During preparation of 5 year plan none of the technical people were involved in process. The estimated cost put in plan

was highly inaccurate; few works which need 10,000 they put it as 100000 and vice versa is true.

2. While preparation of estimates by technical people were prepared based on cost provided in five year plan. This was problematic when cost provided in plan is less than required cost. For eg. If 200 m road length required but in given cost it is not possible then only possible length was constructed from available fund.
3. All key persons were not attended the training session due to overlapping of different meeting and training program. It shows lack of co-ordination and importance of GPDP plan to government departments.
4. No support from trainer once five year plan was prepared. No support from them while planning of annual plan. They should available throughout duration of program for effective planning of GPDP.
5. Prior making estimate or giving technical sanction, these work should be verified on ground and amount estimated is overestimated or underestimated should be validate.
6. Program should allow GP to hire technical person for planning or provide temporary support during planning.

5.2. Timeline

1. The duration of five year planning was not correct as it was in rainy season (July), shivar pheri was not possible, people were busy in farming activities, difficulty in arranging sabhas, etc. It should be changed.
2. Time allotted for planning activities was not adequate according to Gramsevak, they made plans in hurry

Annexure 1

Picture of Gramsabha and Mahila sabha at Aase on 25th January 2019

