

CHAPTER- I

INTRODUCTION AND CONTEXT OF DECENTRALIZED PLANNING IN THE STATE

1.1 Introduction:

The Article-243(G) of 73rd Constitutional Amendment Act-1992 envisages Panchayats to undertake planning for economic development and social justice. The constitution mandates nodal role of Gram Panchayat with regard to local area planning which is an indispensable pre-condition for GP to function as “institution of local governance” and policy formulation at grass root, not as a mere implementing agency for plans and programmes. The Odisha Gram Panchayat Act, 1964 (section-5) also empowers the Gram Sabha by assigning it important statutory roles such as approval of plans, programmes and projects for social and economic development prior to their implementation by the Gram Panchayat.

1.2 Rationale for Planning at Gram Panchayat Level:

Section-44 and 45 of Odisha Gram Panchayat Act empowers Gram Panchayats to discharge certain obligatory and discretionary functions like providing basic services to citizens, creation and maintenance of village infrastructure, alleviation of poverty, management of common property resources and other measures necessary for human development.

The Central and State Finance Commission Grants has created enormous opportunity for Gram Panchayats by way of huge transfer of funds to provide basic civic services at local level, creation of durable assets to augment their resource base and enable them to achieve self sufficiency in the long run. The Central and State Sponsored Schemes also provide allocation to Gram Panchayats for employment generation, livelihood support, creation of village infrastructure, natural resource management and other requirements necessary for development of rural areas.

In view of the constitutional mandate, increased fund allocation from CFC, SFC, State and Central Sponsored Schemes, it becomes imperative for Gram

Panchayats to identify the felt needs and priorities of local people, map its own resource envelope, prepare need based projects, allocate resources judiciously based on intensive participatory planning at local level. The Gram Panchayat also needs to identify areas for which a long term perspective like infrastructure, market development, provision of basic services such as drinking water, sanitation & street lighting at village level, plantation, livelihood support to poor sections and welfare of vulnerable groups which are to be built into the Gram Panchayat plans.

1.3 Content of the Gram Panchayat Development Plan:

The current guideline of Gram Panchayat Development Plan broadly contains the following.

- i. Identifying Resource Envelope of GP
- ii. Generation of Participatory Planning Environment
- iii. Situational Analysis and Participatory Planning
- iv. Projectisation and Finalization of Development Plan by GP
- v. Technical & Administrative Approval
- vi. Post Plan Arrangements
- vii. System Support & Capacity Building for Participatory Planning

The details of the process to be followed for each of the item under participatory planning at Gram Panchayat level are explained in the following chapters.

CHAPTER-II

IDENTIFYING RESOURCE ENVELOPE OF GP

Resources play critical role in deciding the investment priorities for any development programme. Based on the resources available, planners and implementing agencies go for fund allocation in a particular sector to maximize the output. The resources are basically of two types i.e. financial and human resources. In the context of GP development plan, the Gram Panchayats are to identify their resource envelope to meet their development priorities. In addition to the financial resources, Gram Panchayats are also to map the existing human resources available with them who are considered to be critical in carrying out the development initiatives. The detail description on resources broadly available with Gram Panchayats is given below:

2.1 Financial Resources:

First of all, Gram Panchayat is to identify the resources that are made available to them from different probable sources. Considering the assured annual fund allocation under SFC, CFC, State and Centrally Sponsored Schemes, the Grama Panchayat will prepare its own resource envelope by aggregating the allocation from all possible sources and its own resources mobilized in a given year. The financial resource envelope of a Gram Panchayat could broadly constitute the following sources of funds:

- a) 14th Finance Commission Grant likely to be released to GP
- b) State Finance Commission Grant likely to be availed by GP
- c) Share of Gram Panchayat from MGNREGS fund
- d) Own Resources of the GP
- e) Other untied grants available to GP
- f) Beneficiary contribution if any
- g) Other resources transferred to Gram Panchayat under Central Sponsored Schemes (CSS) and State Sponsored Schemes (SSS).

The resources available with the GP are to be mapped meticulously by the Gram Panchayat body. The elected representatives and officials of Gram Panchayat after extensive consultation with related line departments are to classify the resources under the following heads:

- i. Resources of fully tied schemes such as IAY where Gram Panchayat cannot exercise any discretion to spend the fund for any other purpose.
- ii. Resources of partly tied schemes which permits some degree of flexibility to Gram Panchayat on investment decision for a particular activity. The resources available with the Gram Panchayat under MNREGS, SFC grant can come under this category.
- iii. Resources which are purely / largely untied -CFC, SFC and MLA/MP LADS/SPF Grants.
- iv. Own sources of Revenue of the GP and other resources which could be mobilized locally in cash, kind & labour.

The template for resource envelope is given below.

Table-1: Template for Resource Envelope at GP level

SI No	Resources available with the GP	Amount (in Rs)	Nature of Fund (Tied/Untied/Partly tied to be mentioned)	Total Amount	Major Areas for which the fund can be utilised
1	14th CFC				
2	4th SFC				
3	Own source of Revenue				
4	MGNREGS				
5	Other Resources under CSS/SSS				
6	Beneficiary contribution				
7	Donation				

The purpose of identifying the resource envelope by Gram Panchayat is to decide on the investment priorities based on available resources and ranking of community needs at GP level. The activities and human resource support under NRLM and Swachha Bharat Mission will also be converged with GP Development Plan.

2.2 Functions and Human Resources at Gram Panchayat level:

Since 73rd Amendment of the Constitution mandates the Government to endow the PRIs with such powers and authorities as may be necessary to enable them to function as an institution of Self Government, the Government of Odisha has devolved 21 subjects of 11 departments to the 3 tier PRIs by virtue of Executive instruction bearing No. I-PS-2/2003-6886/PS dated 4.07.2003 issued by the Chief Secretary and Chief Dev Commissioner, Govt of Odisha.

The following are the devolution of powers and authority vested with GP:

- a. Village level functionaries of 11 line departments will remain accountable to GP for implementation of subjects, schemes transferred to the PRIs though they will continue as the employees of their respective departments.
- b. The GP level functionaries of different departments will attend the meetings of GP regularly.
- c. The line departments are to submit the plan of action on their schemes for discussion and approval in the Gram Panchayat meetings.
- d. The Sarpanch can supervise various development functions and functionaries of line departments working at GP level.
- e. Gram Panchayat can submit its report at appropriate level about the bottlenecks experienced in the implementation of a particular programme implemented by related line department working within its jurisdiction.
- f. The Sarpanch is delegated with power to sanction the leave of key officials of 11 departments working at the Gram Panchayat level.
- g. The Gram Panchayat can seek the assistance from any of the devolved line department officials relating to implementation of any project within the Gram Panchayat.

The 11 departments whose functions have been transferred to Gram Panchayats are:

- 1) Agriculture
- 2) Cooperation
- 3) School & Mass Education
- 4) Food & Civil Supply
- 5) SC & ST Development
- 6) Health & Family Welfare
- 7) Women & Child Development
- 8) Animal Resources and Fishery Development
- 9) Rural Development
- 10) Panchayati Raj
- 11) Water Resource.

2.2.1 Mandates of GP as per the State Act:

As per Sections 44 and 45 of Odisha Gram Panchayat Act, 1964 Gram Panchayat has been assigned certain functions which are obligatory & discretionary in nature. It shall be the duty of every Gram Panchayat to undertake, control and administer the matters envisaged under the above Sections within its limited resources. The GPs are also to undertake certain functions which are discretionary in nature subject to availability of internal resources.

2.2.2 Functionaries available to the GP:

The following are the core functionaries placed under the administrative control of Gram Panchayat by the Panchayati Raj Department, Govt of Odisha.

Table-2: Core functionaries available with the Gram Panchayat

SI No	Designation	Area of work	Nodal Deptt
1	PEO	Over all co-ordination of GP Administration.	Panchayati Raj
2	GRS	Implementation of MGNREGS	Panchayati Raj
3	JE / GPTA	Implementation of Development works	Panchayati Raj
4	Extension Officer	Monitoring & Supervision	Panchayati Raj
5	SEM	Looking after drinking water supply.	Panchayati Raj/ RWS&S
6	Supply Assistant	Assistance in PDS Work	Panchayati Raj/ Civil Supply and Consumer Welfare Deptt

Apart from this, the Government of Odisha has transferred the functions of 11 line departments and it has been decided that the concerned field level functionaries at GP level are to assist the Gram Panchayat in the following areas.

The details of functionaries available at GP level for other line departments are given below.

Table-3: Functionaries of other line departments available with the Gram Panchayat

Sl No	Department	Subjects	Designation
1	Agriculture	Kharip &Rabi crop Planning	VAW
2	S&ME	Primary education	Primary Teachers
3	SC&ST Development	Primary education of SC/ST	Sevashram Teachers
4	H&FW	Health related schemes & programmes	ASHA/VHW/ANM
5	W&CD	Social Security	AWWs
6	F&AH	Animal husbandry	Livestock Inspector

Besides the other informal groups such as SHGs, Watershed Association, BNVs, Pani Panchayat members etc are also working at grass root level in the Gram Panchayat area.

CHAPTER-III

Environment Generation for Participatory Planning

3.1 State Level Environment Generation:

A. State Level Mass Media Campaign:

The process of decentralised planning will be given a local name as **"Ama Gaon, Ama Yojana."**

Panchayati Raj Department, Government of Odisha will play key role in creating a conducive environment for participatory planning at Gram Panchayat level throughout the state.

At state level, video spots / audio jingles /Newspaper Advertisements are to be developed to appeal people to participate in the planning process at village level. The video spots will be telecast in electronic media having rural mass coverage. Audio jingles will also be broadcast in All India Radio and FM channels along with advertisements in print media on the need for planning at GP level. A signature song on participatory planning will be telecasted in electronic media for better appreciation among rural masses.

B. Special Newsletter on Participatory Planning:

A special newsletter on Participatory Planning will be published featuring the essence of participatory planning process and meaningful participation of community in Palli Sabha Gram Sabha. The newsletter will reach all the stakeholders before the commencement of planning process. Apart from that a leaflet containing the core objective of participatory planning exercise is to be prepared for wide dissemination among the general public.

3.2 Environment generation at Local Level:

PD, DRDA under the guidance of District Collector will play key role for environment building with regard to participatory planning at local level. Following methods are to be adopted for environment building at local level.

- i. The Zilla Sanskruti Parishad (District Culture Council) will utilize the local ZSS folk artists for dissemination of information on participatory planning at village level.

- ii. BDO will co-ordinate and supervise IEC campaign at Gram Panchayat and village level which will be done through publicity by Public Address System, hoardings, banners, distribution of leaflets and other local modes so that there will be adequate participation of local community in the participatory planning process. The hoarding on Gram Panchayat Development Plan will be displayed at prominent places in GP area for better visibility.
- iii. All the officers / PRI members should ensure adequate participation of all sections of community including women to attend special Palli Sabha and Gram Sabha meetings convened for the purpose of participatory planning.
- iv. Letter / advisory are to be sent to all elected representatives / functionaries/leading NGOs/Public Institutions/ under the signature of hon'ble minister /Chief Minister for participation of local community in the planning process.

3.3 Preparatory Meetings:

- i. Preparatory meetings will be held at district and block levels with all relevant line departments under the chairmanship of Collectors and BDOs respectively on activities to be carried out under participatory planning process.
- ii. At Block level, BDO will convene special meetings of elected representatives of PRIs, representatives of SHGs/federations, ICDS & health workers and other community level functionaries on rolling out the participatory planning process at GP level. BDO will appeal all of them to participate in each stage of the planning process so that felt needs of all sections are addressed properly.

3.4 GP level meeting:

At GP level, Sarapanch will convene series of meetings with the grassroots level elected representatives of PRIs, ex-PRI members and functionaries such as ward members, SHG Federations, AWW, ASHA, NGOs and others on GP level planning. All the components of the GP Development plan to be undertaken at their level are to be shared with all stakeholders. The Sarapanch will also appeal to all of them to cooperate in the planning process for reflection of aspirations of all sections of the community and addressing sector wise needs of different areas.

3.5 Responsibility at different levels:

District level officers are to be allotted for each Block of the district for overseeing the participatory planning process. Similarly in each Block, Nodal Officers are to be nominated for each GP to monitor the planning activities. The District Collector is to nominate officers at each level for the purpose of supervision and monitoring. At district level, the District Collector will work out a block wise monitoring arrangement so that all the blocks undertake the planning exercise within a definite time frame. Similarly, the BDO will prepare GP wise monitoring schedule during the planning process and supervise the entire arrangement. .

The Block and GP level Nodal Officers are to visit their assigned area before the commencement of activity and during the planning process. They should identify bottlenecks affecting the planning process and find solutions to address those. The entire GP Development Planning campaign will be monitored by a three tier structure as mentioned below.

Table-4: Monitoring Coverage for environment generation on Gram Panchayat Planning

SI No	Level	% of coverage
1	State Level Officials of PR Deptt	5
2	District Collector, PD, DRDA and other district and sub-division level officials	10
3	BDO, ABDO and other line department officials	30

Funds for the environment generation will be worked out at State level as a part of capacity building plan under RGPSA and to be out of RGPSA-CB fund for environment generation.

CHAPTER-IV

SITUATIONAL ANALYSIS AND PARTICIPATORY PLANNING

4.1. Stock taking:

At Gram Panchayat level, a planning unit will be constituted comprising of the following members to take stock of the existing situation.

- i. Sarapanch
- ii. Panchayat Executive Officer
- iii. Gram Rozgar Sevak
- iv. GP Level Standing Committee Members
- v. Functionaries at GP Level attached to Standing Committees such as VAW, JE (GP & RWSS), Soil Conservation/Horticulture Asst, Livestock Inspector, ICDS Worker, ASHA, School Teacher, Forester etc
- vi. NGOs and retired Government Officials
- vii. Any other members from the community such as BNVs, SHGs/Federation etc to be nominated by Gram Panchayat

The existing seven standing committees constituted at GP level need to be activated with the inclusion of respective line department official at GP level. In the GPs where standing committees have not yet been constituted, the same needs to be formed immediately. Each standing committee will identify the infrastructure, resources and services available in the Gram Panchayat area on the domain assigned to them. The details of the broad domain of each of the Gram Panchayat level standing committee on stock taking are given in annexure-1.

After the stock taking from all seven standing committees, the Planning Unit will assess the situation on different parameters with the help of available secondary data and in consultation with the local community of the Gram Panchayat area. Focus Group Discussion and mapping of financial, human and other resources will be undertaken by the planning unit to have a realistic assessment of existing situation.

Gram Panchayat is to assess the following items within its jurisdiction as part of stock taking exercise.

a) Infrastructure

- Roads
- Buildings including office of the GP
- Culverts

b) Civic amenities

- Sanitation including Solid & Liquid Waste Management
- Drinking water
- Electricity
- Playgrounds
- Crematoria/burial grounds

c) Human Development

- Anganwadis
- Schools
- Libraries
- Primary Health centres

d) Economic Development and Livelihood

- Agriculture and allied sectors including irrigation
- Local manufacturing
- Village Markets, Godowns, etc.
- Assessment of jobs and employment
- Financial inclusion

e) Social Development

- SC & ST
- Children
- Women
- Senior Citizens
- People with disabilities, HIV
- Other economically and socially weaker sections

f) Natural resources

- Soil
- Water
- Biomass
- Minor minerals
- Commons

After the stock taking, Gram Panchayat will prepare a village development report consolidating the results of situational analysis.

4.2. Gram Sabha Visioning Process:

The situational analysis based on the inputs of Standing Committees, related departments and discussions in Palli Sabha, the Gram Panchayat Planning Unit will assess the following:

- i. Perspective Requirement on long term i.e. in coming five years
- ii. Existing Situation on key parameters at Gram Panchayat level

After the assessment on existing situation and perspective requirement, the Gram Panchayat Planning Unit will carefully identify the following:

- "Gaps" in infrastructure
- "Shortfalls" in services vis-à-vis standards
- "Potential" for economic development
- "Deficiencies" in human development
- "Problems" in social development
- "Concerns" in Natural Resource Management

Gram Sabha will finally approve the visioning process based on approval in Palli sabha.

4.3. Cost less Development:

The Gram Pachayat will guide all the Palli Sabhas to have concern for social aspects which involves no cost but "effort intensive" in its approach and play a critical role to bring about a sense of belongingness, togetherness and social bonding in the village.

An illustrative list of costless development are given below:

- 100 % Un-skilled employment provided by Gram Panchayat to the jobseekers.
- Green Gram Panchayats
- Full Water Conservation GP

- GPs with bio-diversity plan.
- GPs free from liquor abuse.
- Crime, Law & Order free GP
- Literate GPs (Total Literacy, Female Literacy, e-literacy)
- Bonded Labour free GP
- Child Labour free GP
- Hunger free GP
- GPs free of trafficking of women/children
- Transparent GP
- Child Friendly GP
- Dowry free GP
- Minor marriage free GP
- Senior Citizen friendly GPs
- Differently abled friendly GPs
- Swachha/Clean GPs
- Malnourishment free GP
- GPs with gender plan.
- GPs with service delivery models.
- Disease free GPs (Tuberculosis, Malaria and AIDS)
- 100% completion of schemes on rural housing by GPs under Indira Awas Yojana and Biju Pucca Ghar
- 100% collection of Own Source Revenue by GPs
- Internet Kiosk Facility
- SHGs of villages doing excellence at state and national level.
- Database of Gram Panchayat considering various aspects as per records.
- Open Defecation free GPs
- Zero infant mortality GPs
- 100% skilled employment of rural youths
- 100 % Immunization GPs
- 100% Institutional Delivery GPs
- 100% School Attendance GPs
- Zero Drop-Out GPs

The suggested template on stock taking is given below:

Table-5: Template on stock taking by the Gram Panchayat

Area	Existing Infrastructure/Services	In Quantitative term	Gap	In Quantitative term
Infrastructure				
Civic amenities				
Economic Development				
Social Development				
Natural Resources				

4.4 Prioritisation of felt needs:

Based on through stock taking exercise and analysis of gaps and deficiencies, the sector wise long term priorities are to be worked out perceptively for a period of five years by the GP planning unit. From the perspective long term priority immediate priority for the current year are to be identified as per the following template.

Table-6: Prioritization matrix by the Gram Panchayat

Area	Items	Long Term Priority	In Quantitative Terms	Immediate Priority (current year)	Ranking of Current Priority	In Quantitative Terms
Infrastructure						
Civic amenities						
Economic Development						
Social Development						
Natural resources						

The above prioritisation by the GP level planning Unit are to be examined by the Gram Panchayat body. After due consideration by the Gram Panchayat, all the proposals are to be placed before Palli Sabha and Gram Sabha for final approval.

CHAPTER-V

Projectisation and Finalization of Development Plan by GP

5.1 Projectisation:

After the situational analysis and participatory planning exercise, all the prioritised items will be given to Gram Panchayat for assigning the appropriate technical personnel to prepare the cost norm, component/ activities, timeline, implementation arrangement, performance indicator and expected outcome of the projects. After preparation of project proposal, the same will be submitted to Gram Panchayat for allocation of fund.

The GP will allocate the fund for the projects based on the estimates prepared. The source of fund allocation from MGNREGS/CFC/SFC/Own source/ other is to be decided by the GP. In case the projects are not within the resource envelope of the GP, then the GP can recommend to related line deptt for further action under intimation to ZILLA Parishad. After the project finalisation, the project will be implemented as per the existing procedure with a preference to beneficiary group.

5.2 Annual Plan based on prioritised items:

Based on the outcomes of resource envelope, stock taking and visioning exercise, the Gram Panchayat will prepare its annual plan out of priority of current year in the following matrix.

Table-7: Format for Annual Plan in project mode

Financial Year:			
Project	Estimated Cost	Source of fund (FFC/TFC/MGNREGS/OSR/ funding from line deptt /Others)	Executing Agency

In case any project is to be undertaken by other line departments out of the plan prepared by Gram Panchayat, then the same may be clearly specified. If any project is to be implemented in convergence mode with the joint involvement of line department and Gram Panchayat, then the work estimate of the said activity should define cost sharing along with the sources of fund

and clear cut role and responsibility in implementation of the activities / projects undertaken in a GP

The annual plan for the current year may be finalised by December with clear indication of the following:

- Details of Projects to be implemented by Gram Panchayat out of SFC/CFC.
- Details of Projects to be implemented by Panchayat Samiti and the line departments in the Gram Panchayat area.
- Details of the projects to be prepared by Gram Panchayat out of Mahatma Gandhi National Rural Employment Guarantee Scheme(MGNREGS).

District Collectors are to instruct the district level line department officers to prepare Gram Panchayat wise list of projects to be implemented by the respective line departments or in collaborative mode with the involvement of Gram Panchayats. PD, DRDA will obtain the list from all line departments and intimate the concerned BDOs to ensure implementation of projects in a co-ordinated manner.

So far as projects to be implemented from the financial year 2016-17 onwards, District Collectors are to ensure the following:

- i. Finalization of Projects by December of the current year which are to be implemented by Gram Panchayat under SFC/CFC/Mahatma Gandhi NREGS Grant in the next year.
- ii. Similarly the projects to be implemented by Panchayat Samiti and line departments in the Gram Panchayat area may be finalized by December 31 in conformity with Mahatma Gandhi NREGS Intensive Participatory Planning Exercise Guideline of the current year so that these can be ready for implementation in the next year.

The Intensive Participatory Planning Exercise (IPPE) under MGNREGS will be integrated with the Gram Panchayat Development Plan from the financial year 2016-17 onwards. The priorities of community emerged from IPPE will be part of Gram Panchayat Development Plan. Based on nature of available resources and local priorities, Gram Panchayat will decide which project will be taken up from MGNREGS/CFC/SFC or any other grant. While preparing the projects proposals, utmost care is to be taken for equitable distribution of projects in all villages.

5.3 Project Monitoring:

The standing committees at the respective level and GP Planning Unit will monitor the following:

1. Whether the project is in right direction?
2. Whether the time schedule is maintained?
3. Whether the quality commensurate with the expenditure?

The GP level Standing Committee and Planning Unit are to submit its findings in the monthly GP meeting and also facilitate the conduct of social audit.

Monitoring Committees will be constituted at Gram Panchayat, Block, District and state level for physical monitoring of the projects and to ensure cost effective and qualitative projects are implemented. Independent monitors are to be empanelled to see durable assets are created. Concurrent evaluation will be done by third party on the overall planning process and post-plan implementation. Based on the reports of monitoring and evaluation exercise corrective measures will be taken. The performing Gram Panchayats will be rewarded taking into account of the following parameters:

- i. Preparation of a Comprehensive Plan
- ii. Post-Plan Implementation
- iii. Providing basic services
- iv. Cost Less Development

5.4 Benchmarking of Public Services:

Gram Panchayat will plan to set the delivery standards of the public services provided to its citizens. For example, if pipe water supply is provided citizens, then the Gram Panchayat will decide the frequency and duration of water supply to every household initially. In long run, Gram Panchayat may attempt to reach the desired level of public service to match the local aspirations. Similarly there will be benchmarking of other public services like nutrition, elementary education, immunisation, public distribution system, Hygiene and Sanitation etc so that they graduate from base level public services to the desired level of services in due course.

CHAPTER-VI
Technical & Administrative Approval

6.1 Technical Sanction:

In case the projects are implemented through Gram Panchayat, the technical sanction of the selected projects is to be accorded by the appropriate technical authorities as per Odisha Gram Panchayat Rules - 2014. Where as projects belonging to line department, the sanction shall be accorded by the respective Administrative Department as per their prevailing rules.

6.2 Administrative Approval:

After obtaining technical sanction, administrative approval is to be given by the GP basing up on fund sanctioned for the respective project.

The procedure relating to preparation of plan and estimate according administrative approval, recording measurement and check measurement of all categories of work taken up by GP shall be as per provisions of OGP Rules-2014 for the projects which are implemented by GP. Where as administrative approval of projects of line departments shall be accorded by the respective department as per their prevailing rules.

CHAPTER-VII
Institutional Support and Post-Plan Arrangement

7.1 High Level Monitoring Committee:

A High Level Monitoring Committee is to be constituted at the state level under the chairmanship of Chief Secretary comprising of the following members.

1. Development Commissioner-cum-Addl Chief Secretary
2. Addl Chief Secretary, Finance-Member
3. Secretary, Agriculture-Member
4. Secretary, Cooperation-Member
5. Secretary, School & Mass Education-Member
6. Secretary, FS & CW-Member
7. Secretary, ST & SC Development-Member
8. Secretary, Health & Family Welfare-Member
9. Secretary, Rural Development-Member
10. Secretary, Women & Child Development-Member
11. Secretary, Department of SSEPD - Member
12. Secretary, Fisheries and ARD -Member
13. Secretary, Water Resources-Member
14. Secretary, Forest & Environment – Member
15. Secretary, Works Department – Member
16. Secretary, Panchayati Raj-Member Convener

The committee will meet every quarter to review the planning process and see the issues relating to convergence, inter departmental co-ordination during the plan preparation and post plan arrangement. In case any bottlenecks are experienced for a integrated planning exercise, then the concerned departments may be advised by the HLMC to address the gaps.

7.2. State Level Steering Committee:

The State level Steering Committee is to be constituted under the chairmanship of Secretary Panchayati Raj Deptt comprising the following members.

1. Director, Special Project
2. Mission Director ,OLM
3. Director, Sports-Member
4. Director, W & CD -Member
5. Director, Soil Conservation-Member
6. Chief Engineer, RWSS
7. Chief Engineer, Water Resources
8. Three collectors (One from each Zone to be decided by the Government)
9. Three PD ,DRDAs -do-
10. Three District Panchayat Officers -do-
11. Representative of Finance Department, Government of Odisha
12. Representative of P&C Department, Government of Odisha
13. Deputy Director, SIRD
14. Asst Director, SIRD
15. Representative from CMGI, GA Department, Government of Odisha
16. Two representatives from civil societies.
17. Director ,Panchayati Raj ,Member Convener

The State level committee has the prerogative to invite experts and other eminent persons in the committee.

The committee will sit once in two months to review the progress and other constraints affecting the programme implementation. On the basis of feedback of the committee, necessary instruction will be issued from the State to all districts.

7.3. State Level Resource Group:

The State level Resource Group will be constituted comprising with the following members.

1. Senior officers of PR & RD Deptt (MGNREGS/ OLM/ ORMAS/ SW&SM)

2. Senior Officers of Horticulture/Soil conservation /Agriculture/RWSS
3. Faculties of SIRD
4. Representative of leading Civil Society
5. Representative of CMGI -(GA Deptt)
6. Persons with contribution to public service
7. Joint Secretary (GP), Panchayati Raj-Member Convenor

The State Resource Group will meet every month to review the capacity building requirement of the district and field level. They will suggest measures for time to time improvement of capacity building relating to preparation of GP Development Plan in the State. The members of the team will be provided with honorarium, refreshment and mobility support for attending the meeting.

7.4. District Level Steering Committee cum Resource Group:

The District Level Steering Committee -cum-Resource group is to be constituted under the chairmanship of District Collector comprising the following members.

1. PD ,DRDA
2. Two PS Chairperson to be nominated by the collector
3. Four Sarapanchaes to be nominated by the collector
4. Executive Engineer, RWSS
5. DSWO
6. Dist Planning Officer
7. PD Watershed/Soil Conservation Officer
8. PA ,ITDA
9. DWO
10. 5 Experts from NGOs/KVKs/ Retired Government officials having experience of water & sanitation, Governance/Academics/Ex PRI Members.
11. Prime Minister Rural Development Fellow
12. District Programme Manager, Odisha Livelihood Mission
13. Programme Officer, DRDA
14. Dist Co-ordinator, MGNREGS
15. APD (Training), DRDA
16. District level representative of CMGI

17. Any other eminent persons in the district

18. District Panchayat Officer - Member convener

The committee will sit once in 15 days i.e. on 2nd & 4th Tues Day of every month to review the progress and other constraints affecting the programme implementation. On the basis of feedback of the committee, necessary instruction will be issued to the field from the districts. The proceedings of the monthly meeting shall be communicated to Director, Panchayati Raj, Government of Odisha for information and further action. A lump sum contingency will be provided to them for conducting the meeting.

7.5. Block Level Co-ordination Committee-cum Resource Group:

The Block Level Steering Committee cum Resource Group is to be constituted under the chairmanship of Chairperson, Panchayat Samiti comprising of the following members.

1. Child Development Project Officer
2. Asst Engineer, PS
3. Junior Engineer, PS
4. Asst Engineer, RWSS
5. Junior Engineer, RWSS
6. APO, MGNREGS
7. Three Sarapanches to be nominated by the collector
8. Two ZP members to be nominated by PS Chairperson
9. Representative of Horticulture, Agriculture, Fishery and Soil Conservation Deptt
10. 5 Experts from NGOs/KVKs/ Retd Govt officials having experience of water & sanitation, Governance/Academics/Ex PRI Members.
11. Progress Assistant at Block Level
12. OLM Staff
13. GPEO-Nodal Officer
14. BDO-Member Convener

Any other members as felt by the committee will attend as special invitees for the meeting.

The Block Level Committee will mentor all the Gram Panchayats cluster wise in the preparation of village development plan. The services of various line department officials, Bharat Nirman Volunteers, retired Govt servants and civil societies will be availed by the committee for a cluster of Gram Panchayats. The incidental expenses like travel and boarding allowance of the mentors will be met while their facilitation in preparation GP Development Plan.

The Committee cum Resource Group will sit in every week on Thursday to review the progress and other constraints affecting the programme implementation. On the basis of feedback of the committee, necessary steps will be taken effective implementation at GP level. The proceedings of the meeting shall be communicated to the Collector for information and further action. A lump sum contingency will be provided to them for conducting the meeting.

7.6 Management Information System(MIS)

The GP Development Plan is to be incorporated in the existing monitoring software i.e. DASHBOARD for review and corrective measures. Reporting formats will be designed at the state level.

Plan Plus is to be used for GP planning .All the data on GP Priority ,Resource Envelope, Projectisation etc is to be entered in the software for monitoring and taking corrective measures.

7.7 Release of Fund:

Government of Odisha will release the fund directly to Gram Panchayats as per the guideline prescribed by SFC. The fund tracking and management under the programme are to be in e-FMS platform as in the case of utilization of MGNREGS and IAY.

CHAPTER-VIII

System Support & Capacity Building for Participatory Planning

8.1 State Level:

SIRD will be the nodal institute for capacity building at State Level to roll out participatory planning process in the entire State. The Capacity Building contains the following components.

- a. Training at State ,District and Block Level
- b. Environment generation through IEC mode

8.1.1. Training & System Support at State Level:

There will be State level orientation to district level functionaries who will play critical role in rolling out the planning process. SIRD will prepare training module, resource materials and create a resource pool comprising of senior officers of PR Department, SIRD faculties and eminent experts. The training calendar for the Capacity Building programme is to be designed for rolling out the activities in the district. The budget for each level is to be decided by SIRD and place fund to districts for conducting the training programme.

A consultative workshop is to be organized at State level for rolling out the GP Planning Guideline followed by Capacity Building of district level key functionaries.

8.1.2 System Support at State Level:

There will be a dedicated Project Management Unit comprising of three experts and two associates on outsourcing basis to prepare the training module, resource material, training coordination, data collection, and compilation of data, IEC and other arrangements. The personnel having expertise in the area of IT, HR decentralized planning and development communication will be given preference for working in the cell.

8.2. Training at District Level:

The districts are to conduct the training programmes for the following categories.

- a. Orientation to District Level Steering Committee Members
- b. Orientation to Block level Steering Committee Members
- c. Orientation to Line Department Officials NGOs Experts and others

The district level training is to be completed within a month after orientation to district level officials.

8.2.1 System Support at District Level:

There will be a dedicated Project Management Unit at district level comprising of two experts and two associates on outsourcing basis to assist in capacity building, data management, planning at field level, IEC and other arrangements. The personnel having expertise in the area of IT, HR, decentralized planning and development communication will be given preference for working in the cell. The funding requirement for the system support will be met out of Rajiv Gandhi Panchayat Sashaktikaran Abhijan Capacity Building fund.

8.3. Block Level Training:

The Blocks are to conduct the training programmes for the following categories.

- a. Orientation to ZP and Panchayat Samiti Members
- b. Orientation to Sarapanhes and Line Departments Officials

The Block level training is to be completed within a month after orientation to Block level officials by the district. Refresher training will be organized in every two months for equipping on the latest development.

8.4. GP Level Training:

The Blocks are to conduct training programmes for the following categories.

- a. Orientation to GP level Standing Committee Members
- b. Orientation to Grassroot Level Officials

The GP level training is to be completed within a month after orientation to Block level officials by the district. Refresher training will be organized in every quarter for equipping them on the latest developments

All the G.P, Block and district level officials are to follow the training module, training calendar, resource materials and cost norm provided by SIRD.

8.5. Training Co-ordination:

Director Panchayati Raj and Dy Director, SIRD are designated as the State Training Co-coordinator and State Nodal Officer respectively. At district level PD DRDA, District Panchayat Officer and APD (Trg) will be the District Training Co-coordinator, Dist Nodal Officer and Training Manager respectively at district level. At Block level, ABDO and Additional Programme Officer (Mahatma Gandhi NREGS) will be the training co-ordinator and Nodal Officer respectively for organizing the programme.

Training programme is to be organized at SIRD, DRDA conference hall, Bharat Nirman Rajiv Gandhi Seva Kendra building at state, district, Block and GP level respectively.

SIRD is to monitor the district level training programmes while the Block level training programmes are to be monitored by the districts. After completion of the training, Blocks will submit their report to districts while the District will submit the report to SIRD in the prescribed format.

8.6. IEC for Capacity Building:

SIRD is to prepare the budget under RGPSA for rolling out the IEC strategy in the entire State as per the activities mentioned for environment generation in Chapter 3. Funds will be provided by SIRD to districts for IEC activities. Existing Financial procedure shall be followed for procurement and availing services.

8.7. MISCELLANEOUS:

The Palli Sabha and Gram Sabha shall be conducted for the preparation of GP Development Plan as per the provisions made under Sec-6 & 5 of OGP Act-1964 and Rules 4 & 3 of OGP Rules 2014 respectively.

There shall be no Palli Sabha if the Gram Panchayat is comprising of one village only.

Panchayati Raj Department will act as Nodal Department for successful preparation of Gram Panchayat Development Plan and to clarify doubts and ensure removal of bottlenecks if any.

Collectors / PD, DRDAs are to ensure that the guidelines are followed in letter and spirit, Logistics are properly arranged and the officials, PRI members and local communities clearly understand their roles and activities to be undertaken.

Annexure: 1**Domain of GP level Standing Committee on stock taking for GP Planning**

Standing Committee No	Subjects assigned	Deliverables	Members to attend
1	Planning, Finance, Poverty alleviation programme and co-ordination	<ul style="list-style-type: none"> • Identify the allocation on poverty alleviation programmes like MGNREGS for the GP • Prepare a data base on income generation assets created due to poverty alleviation programmes. • The beneficiaries already assisted under poverty alleviation programmes. • Identification of long term and current year priority on income generation assets and beneficiaries to be assisted. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members. • PEO, GRS and Sarapanch of the GP.
2	Works, Irrigation Electricity, Drinking Water & Sanitation	<ul style="list-style-type: none"> • Identify the existing allocation and infrastructure created under works, irrigation, drinking water and sanitation in the GP area. • Preparation of data base of beneficiaries on irrigation, electricity, drinking water and sanitation. • Identification of long term and current year priority on assets and beneficiaries to be covered under each category. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members. • JE, RWSS, SEM, JE-PWD and JE-Irrigation • President and Secretary of Pani Panchayat within the GP area.
3	Public Distribution, Welfare of the weaker section, Forestry, and Cattle feeding	<ul style="list-style-type: none"> • Identify the allocation of PDS and beneficiaries covered. • Identify the allocation on welfare of the weaker sections and beneficiaries covered. • Identify the allocation of Plantation and cattle feeding and details of beneficiaries assisted. • Identification of long term and current year priority on PDS, welfare of weaker section, Plantation and cattle feeding. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members. • Supply Inspector, PEO, Sarapanch, WEO, Forester, Horticulture Officer and Livestock Inspector.
4	Education, Sports, & Cultural activities	<ul style="list-style-type: none"> • Identify allocation and infrastructure on play ground, school building and other facilities. • Identification of long term and current year priority long term priority on Education, Sports and Cultural activities in the GP area. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members.

5	Agriculture, Animal Husbandry, Soil Conservation ,Watershed & Pisciculture	<ul style="list-style-type: none"> • Identify the allocation, infrastructure and beneficiaries assisted in several programmes of agriculture, animal husbandry, soil conservation, watershed and pisciculture. • Identification of long term and current year priority long term priority in the areas of agriculture, animal husbandry, soil conservation, watershed and pisciculture in the GP area. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members • President/ Secretary of Watershed Committees
6	Health ,Social Welfare ,Women & Child development	<ul style="list-style-type: none"> • Identify the allocation, infrastructure and beneficiaries cover under the programmes on Health, Social Welfare, Women and Child Development. • Identification of long term and current year priority long term priority in the areas of Health, Social Welfare, Women and Child Development in the GP area. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members. • Anganawadi Worker
7	Handicraft ,Village industries ,Khadi & Grama Udyoga & Rural Housing	<ul style="list-style-type: none"> • Identify the allocation, infrastructure and beneficiaries cover under the programmes on Handicraft, Village Industries, Khadi & Grama Udyoga & Rural Housing. • Identification of long term and current year priority long term priority in the areas of Handicraft, Village Industries, Khadi & Grama Udyoga & Rural Housing in the GP area. 	<ul style="list-style-type: none"> • Standing Committee Chairperson and Members. • Sarapanch, PEO, Officials relating to village industries.

C o n t e n t

Chapter	Topic	Page No.
I	Introduction and context of Decentralized Planning in the State	1
	1.1 Introduction	1
	1.2 Rationale for Planning at Gram Panchayat Level	1
	1.3 Content of the Gram Panchayat Development Plan	2
II	Identifying Resource Envelope of GP	3
	2.1 Financial Resources	3
	2.2 Functions and Human Resources at Gram Panchayat level	5
	2.2.1 Mandates of GP as per the State Act	6
	2.2.2 Functionaries available to the GP	6
III	Environment Generation for Participatory Planning	8
	3.1 State Level Environment Generation	8
	3.2 Environment generation at Local Level:	8
	3.3 Preparatory Meetings	9
	3.4 G P Level Meeting	9
	3.5 Responsibility at different levels	10
IV	Situational Analysis And Participatory Planning	11
	4.1. Stock taking	11
	4.2. Gram Sabha Visioning Process	13
	4.3. Cost less Development	13
	4.4 Prioritization of felt needs	15
V	Projectisation and Finalization of Development Plan by GP	16
	5.1 Projectisation	16
	5.2 Annual Plan based on prioritized items	16
	5.3 Project Monitoring	18
	5.4 Benchmarking of Public Services	18
VI	Technical & Administrative Approval	19
	6.1 Technical Sanction	19
	6.2 Administrative Approval	19
VII	Institutional Support and Post-Plan Arrangement	20
	7.1 High Level Monitoring Committee	20
	7.2. State Level Steering Committee	21
	7.3. State Level Resource Group	21
	7.4 District Level Steering Committee cum Resource Group	22
	7.5. Block Level Co-ordination Committee-cum Resource Group	23
	7.6 Management Information System(MIS)	24
	7.7 Release of Fund	24
VIII	System Support & Capacity Building for Participatory Planning	25
	8.1 State Level	25
	8.1.1. Training & System Support at State Level	25
	8.2. Training at District Level	25
	8.2.1 System Support at District Level	26
	8.3. Block Level Training	26
	8.4. GP Level Training	26
	8.5. Training Co-ordination	27
	8.6. IEC for Capacity Building	27
	8.7. Miscellaneous	27

