

GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

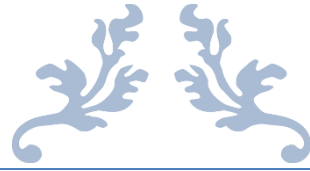
OPPORTUNITIES AND CHALLENGES

A compilation of regional consultations on GPDP



SETU Abhiyan





Gram Panchayat Development Plan (GPDP): Opportunities and Challenges

Consolidation of Regional Consultations



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Gram Panchayat Development Plan: Opportunities and Challenges

Introduction:

The devolution of untied funds to Gram Panchayats (GPs) under the Fourteenth Finance Commission and the implications for the empowerment of Gram Panchayats is a much-awaited breakthrough towards responsive local governance. Such a strategy of empowering local governments and bridging the gap between citizens and local governments has triggered efforts of GPs towards the preparation of the participatory Gram Panchayat Development Plan (GPDP) across the country. It is expected that the process of plan development involves the citizens and Gram Sabha to identify, prioritize the development initiatives from across the sectors relevant to the lives of the villagers and is ultimately endorsed by the Gram Panchayat. Yet, it is far from manifesting itself in soul and spirit *for economic development and social justice utilizing the resources available to them.*

GPDP was the biggest exercise in the Indian federalism with participatory planning as an entry point in decentralisation for strengthening local governance so that there was good governance leading to overall development. The core philosophy followed was that GPDP is a state program facilitated by GoI with flexibility. It was also meant to get people, especially the excluded people to participate in the planning process thus ensuring participation as well as inclusion. It would provide space to the poorest, incorporate local knowledge and wisdom; and create a bond with citizens further strengthening the local governance. It would also mobilize local resources and the panchayat could function well to ensure social accountability and transparency ultimately leading to political accountability.

Suggested Approach For The Fifteenth Finance Commission:¹

The introduction of Gram Panchayat Development Plan (GPDP) to utilize the Fourteenth Finance Commission grant as a nucleus of the local development plan has been accepted as a policy priority by all States. Over 2.4 lakh Gram Panchayats already have a GPDP of some sorts. So the approach should be to build on the gains of this initiative.

The Thirteenth Finance Commission made the path-breaking decision to devolve a fixed percentage of central taxes. But this was changed by the Fourteenth Finance Commission which provided a predetermined grant. While grants have the advantage of predictability, devolving a percentage of central taxes is in the spirit of the Constitutional Amendments as the local governments, the third tier of governance, should have a rightful claim for a share of central tax revenues through the Union Finance Commission and state tax revenues through the State Finance Commissions (SFC). The devolution as per a formula ensures that funds flow to every nook and corner of the country, thereby providing a kind of diffuse economic stimulus.

¹ S.M. Vijayanand (Undated) Former Secretary, Ministry Of Panchayati Raj & Former Chief Secretary, Government Of Kerala, Points For The Consideration Of The Fifteenth Finance Commission

Following recommendations of the 14th Finance Commission, the GPDP process was rolled out in 2015 with State-specific government orders, local norms and guidelines and activation of Panchayati Raj Departments. A majority of Gram Panchayats have prepared and uploaded plans. As per the latest data available on the website of Decentralised planning system-Ministry of Panchayati Raj, out of 2,48,937 GPs all over the country, the total number of GPs who developed GPDP for the year 2017-2018 is 2,41,679 and the total no. of GPs who commenced implementation based on GPDP is 1,11,443. In addition to the Southern states which have traditionally been proactive, states like Sikkim, Assam, Jharkhand, Andhra Pradesh and West Bengal have been proactive in taking GPDP forward. Uttar Pradesh where PRIs have traditionally lagged has also taken significant strides.

The GPDP planning process has to be comprehensive and based on a participatory process which involves the full convergence with Schemes of all related Central Ministries / Line Departments related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. Panchayats have a significant role to play in the effective and *efficient implementation of flagship schemes on subjects of National Importance for the transformation of rural India*. Local governance institutions continue to come to terms with uneven devolution of funds, functions and functionaries, low awareness of the extent and nature of their powers as local governments, low civic engagement, and strategic planning for the overall wellbeing of all its citizens. In many states, the powers to gram panchayats were not operationalized. Through GPDP it was just asking for actualising the powers given by the government under various Acts and statutes.

The experience over the past two to three years gives some insights into what the process is turning out to be. GPDP should be characterized by inclusiveness and address the needs of different sections of the population. However, there are concerns about participation and inclusion in the GPDP process. Local Governance Institutions including Gram Sabha, GP level committees, GP body, etc faced difficulty in coming together on the agenda of planning. Therefore, while the plans are being developed, it is much needed that the scopes, the successes and the challenges about the processes of plan development, the accommodation of no-cost/low-cost initiatives, the linkages with block and district panchayats and departments be revisited and discussed. Hence, it is now the right time to take stock and steps to take it forward.

Context of consultations:

The Learning Lab for Local Governance (SLL) initiated by SETU Abhiyan serves as a platform to teach, learn, share, and develop a repository of knowledge resources for Local Governance. It is an incubator of ideas and initiatives to strengthen the value of local governance in the public domain. It undertakes and facilitates documentation, research and learning events in partnership with local governance institutions, civil society organizations and academia. The SLL with its aim to contribute to the overall local governance discourse organized a series of regional consultations on “GPDP – Opportunities and Challenges”.

The first of these consultations was for the five states of the Western Region, on 28th and 29th September 2018, covering Gujarat, Maharashtra, Madhya Pradesh, Rajasthan and Goa. This was followed by the second consultation in the Southern part of India organized in collaboration with Kerala Institute of Local Administration (KILA) on 21st – 22nd Dec 2018. The third in the series was the eastern region consultation in Bhubaneswar covering the states of Bihar, Chhattisgarh, Jharkhand, Odisha and West Bengal. This was organised in

collaboration with CYSD in Bhubaneswar, Odisha on 8th and 9th February 2019. The three regional consultations pooled together experts, practitioners, policymakers, grassroots activists and development partners who debated and deliberated on key issues and challenges and brought out the emerging issues and practices. It intended to exert influence on the government and the non-government at the regional, national so that broad impacts on programming, policy and advocacy are identified.

Regional consultations	Location	Participating States	Period
Western	Ahmedabad Management Association (AMA), Ahmedabad	Gujarat, Maharashtra, Madhya Pradesh, Rajasthan and Goa	28 th – 29 th Sept 2018
Southern	Kerala Institute of Local Administration (KILA), Thrissur, Kerala	Telangana, Andhra Pradesh, Tamilnadu, Karnataka and Kerala.	21 st – 22 nd Dec 2018
Eastern	CYSD in Bhubaneswar, Odisha	Bihar, Chhattisgarh, Jharkhand, Odisha and West Bengal	8 th and 9 th February 2019

Objectives of the Consultations

The ultimate objective of the consultations was to share and learn from the experiences of Gram Panchayats and relevant stakeholders while implementing the GPDP in their respective states and thus identifying scope for enhancing the implementation of GPDP. The specific objectives were:

- (1) To know the status and emerging issues of GPDP and “Sabki Yojana, Sabka Vikas;”
- (2) What can be done to empower the gram panchayats with the learning; and
- (3) What roles should the stakeholders play in taking the GPDP forward?

Methodology

The consultation was divided into thematic sessions, discussions and sharing. Each session had perspectives from practitioners, policymakers, and NGOs that included presentations by the speakers followed by a question answer session. The mode of discussion was participatory through dialogues with an interactive panel of experts. Discussions and deliberations were multilingual with cross translations for everybody's convenience.

The focus of the consultation was to initiate an indepth analysis of pertinent issues running in broad themes such as:

- Status of GPDP across 3 tiers of Panchayati Raj System
- Process of participatory planning and convergence with PESA
- Capacity development and supporting mechanisms for GPDP

- Implementation arrangements for GPDP (Technical and HR support)
- Resource envelop and fund flow mechanism

Deliberations

The deliberations held in the three regional zones are compiled in the table below. The discussions are broadly divided into broad areas with the corresponding opportunities, status across the 3 tiers of PRIs in the three regions and recommendations. The highlights of the deliberations are summarised on the following subjects. (See Annexure) :

1. Governments -Federal/State/Local
2. Resource envelop and fund flow mechanism
3. Participatory planning and governance
4. Participation
5. Environment creation, capacity development and support mechanism
6. Convergence
7. Implementation arrangements
8. Human and technical support
9. Technical institutes
10. Disaster risk reduction and management
11. Inclusiveness
12. Good practices
13. PESA
14. Sustainable Development Goals (SDGs)
15. Media

Way Forward

Since 2015, under the aegis of 14th Finance Commission, preparation of Gram Panchayat Development Plan (GPDP) has been taking place regularly. The twin objective is to ensure that nobody is excluded, and maximum participation is achieved, and to utilise the planning process as an instrument of social mobilisation. As a support structure, GPDP created an enabling environment for the GP to prepare and implement the plan. The Government of India has announced a People's Plan Campaign to take forward the GPDP process, and this is a powerful signal. Every state now has prepared the GPDP guidelines with similarities and dissimilarities. The next-generation of GPDP is all about a comprehensive approach to bring an outcome of empowerment, convergence and collective action. A few suggestions are given below for a holistic plan to move forward:

Approach

- This is the right time to re-visit the operationalisation of GPDP across the different States. Much can be learned from over three years of field level experience. Also since the Fifteenth Finance Commission is about to give its recommendations and the

award would be operational from 01.04.2020, this is the time to alter GPDP based on the lessons learned.

- GPDP should be seen as an entry point to strengthen Panchayati Raj. Each state in India has different kind of Panchayati Raj with differing powers, functions and authority. The current level of functions and powers should be clarified and specified for each State to fit GPDP into it. This would imply that a special kind of GPDP is required in PESA areas with primacy given to the Gram Sabha and Gram Panchayat assigned only a coordinating role.
- GPDP should be aimed at activation of Gram Panchayat as a whole and its institutions. It should never promote only Sarpanches. The full elected body should be the lead actor as a collective, fully supported by active Subject/ Standing committees.
- “Soft Devolution” which means that Gram Panchayats and its elected members are treated with respect by senior officials including District Collectors as responsible local self-government is very important. There should be a conscious effort to enhance their self-esteem.
- Now Gram Panchayats are treated as powerless, inefficient and sometimes corrupt. This sets off a vicious cycle of distrust and weakening. But this needs to be reversed through GPDP. It should be established that Gram Panchayats are capable of good performance which would earn them the trust of the people and later of the policymakers including political leaders. Thus it can set off the virtuous cycle. Therefore, there is need to increase awareness amongst the citizens on the development efforts undertaken. The state needs to put public information board so that transparency is ensured.
- GPDP should ultimately aim at good governance. A plan for good governance could be made a component of GPDP. Good local governance automatically leads to the implementation of activities for local economic development and income enhancement. Participation, transparency, grievance redressal, service delivery will itself lead to performance. The beneficiary culture is not motivating as we live in right based development. From the process, we need to move to tool kits which any person can use. All officials attend gram sabha which all states should focus on it.
- Mainstreaming good governance measures like e-delivery of services, community monitoring, budgetary and accounting processes need to be focused. There is a need for situation analysis, software, leadership to influence policy and administration, legal information and maintain records. It came up with support mechanism such as convergence, use of the internet, prepare local youths, a workshop on the database, panchayat members working together and having a problem-solving mechanism.

Sectoral Interventions

- There is a need for integration of spatial and sectoral planning for the inclusion of vulnerable groups (e.g. SCs, STs, OBCs, elderly, people with disabilities, single women-headed households etc.) in the planning process. Organize special Gram Sabhas for the inclusion of marginalized, extremely poor, single-headed women household and household with multiple deprivations in the planning process. The focus needs to be on water conservation, economic development, income enhancement and social justice for all. Also, building and maintenance of the physical and financial database in GPs are crucial.

- There has to be a Social Justice component in GPDP with special reference to SC/ST, differently-abled and other vulnerable groups.
- With Swachh Bharat moving to the next stage of solid and liquid waste management, there is a need to strengthen Gram Panchayats because only cutting edge level local governments can handle the task of waste management.
- In the context of the new emphasis on water supply programmes under Jal Shakti the critical issue of operation and maintenance (O.M), which can be done only locally, highlights the importance of Gram Panchayats.
- Experience shows that the focus of GPDP has been in the infrastructure sector, particularly cement concrete (CC) roads. It has to be made clear that other aspects, like social development, economic development, human development, ecological development, etc., are an integral part of GPDP. States should come up with a methodology to make the plan more holistic and pro-poor.
- Convergence is critical in local-level planning which calls for an assurance from the State and District level on the resources available for convergence.
- Multiple dimension of gram panchayat is possible in given areas and phased social development. Needs to be done in consonance and as per the needs of the people matching the development needs with inclusive participation and schematic convergence for poverty-free panchayat. Local planning focuses on need-based local solutions and community-driven planning.

Methodology

- The first step should be environment creation which is informing every citizen and getting him/her interested in the process, motivating active participation. A detailed plan of action has to be developed for each Gram Panchayat on this aspect.
- Planning should start with a situation analysis in the form of a '*People's Report on GPDP*' will yield areas for improvement. States should issue guidelines on how the situation analysis should be made, covering different aspects of development. PRA should be used mandatorily. Local statistics should be developed through the original survey or by slicing data Gram Panchayat-wise by different departments and making them available for local planning.
- Within the state powers, social and administrative context, there needs to be a statement of what Panchayats can do for poverty, economic development, ecological development, human development, inclusion, service development. Panchayats can do a lot of development without spending money as "costless development", just by using services reach beneficiaries, leveraging technologies, exercising its regulatory powers, etc.
- Ideally each Gram Panchayat should prepare a Development Report discussing the status of different sectors, issues identified in respect of each sector and the possible strategy of addressing them. These strategies could be finalized in a Development Seminar in which about 250 key stakeholders including all officials and local NGOs attend
- A Data can be drawn from various sources. It is important to have a voluntary technical core (core or committee) (VTC) involving academicians, NGOs, retired officials, ex-panchayat functionaries, at the Block level if possible or at the district level to support panchayats in the GPDP process.
- Using GPDP, build a movement from below to develop people's plan with fund convergence though there are adequate financial resources (e.g. FFC and SFC)

devolved to GP level. The concept is just positioning costless element linking to costless functions as assumed functions that is where the real space lies.

- The Ministry of Panchayati Raj has developed a comprehensive e-governance application called Panchayat Enterprise Suite. If this is implemented, it will drastically improve the collection of data especially fiscal data from Panchayats and also enhance their efficiency to a larger extent. It can also fill the gap in capacity. Therefore this should be mandated.
- The MoPR could focus on GPDP in the State of Panchayat Reports, from which a national picture will emerge. Local learnings can be incorporated to make the national framework more robust. At the state level efforts have to be made to specify and detail processes, streams of resources and implementation support to Gram Panchayats.

Support System

An elaborate support system has to be put in place by each State. This should involve the following:

- GPDP is to be linked to Plan Plus, GIS and android application as a monitoring tool by the gram panchayat. Institutionalization of the process, thematic working groups, GIS-based GPDP, the inclusion of costless development needs to be focussed on.
- Now that local governments are part of the governance structure it is necessary to have a dedicated cadre of staff, particularly for Gram Panchayats. A core recommendation (of the Committee, headed by Shri Sumit Bose, set up by the Ministry of Rural Development) is that most of the Centrally Sponsored Schemes like MGNREGS, PMAY, NRLM, Swachh Bharat, etc., have a significant fixed percentage of the allocations for administrative costs. Together they would constitute a substantial amount. These amounts could be pooled and could help in supporting core staff at the level of the Gram Panchayat.
- Detailing by giving actual names and designations of each officer at the Block/Taluk level, who would provide what kind of support to the Gram Panchayat, particularly taking estimates, giving Technical Sanction, measuring work, preparing bills, issue of completion certificates, etc. The observance of this should be reviewed at the Block and District level.
- Mobile teams should be set up at the Block level to visit Gram Panchayat at pre-fixed time and date and render whatever assistance is required and also monitor the progress and quality of GPDP preparation.
- The system of Cluster Facilitation Teams (CFTs) on the lines of those set up for MGNREGS could be provided in backward areas.
- Unnat Bharat Abhiyan (UBA) should be pro-actively tapped to get the colleges to provide direct and specific support to GPDP. The details may be worked out in each State and the District Collector could be put in-charge of co-ordination.
- There should be a GPDP Cell at the SIRD&PR of each State.
- There should be help-desk set up particularly within SIRD&PR which can pro-actively clear doubts of Gram Panchayats.
- There should be Empowered Coordination Committees at the State and District levels which the Gram Panchayats can access to sort out operational problems.
- The partnership between SHGs and Gram Panchayats should be ensured as envisaged in the Master Circular on DAY-NRLM.

Accountability

Social accountability needs to be promoted very actively. This would include the following:

- Deepening participation of the poor through pro-active disclosure of information in the idiom of the common man
- The Fourteenth Finance Commission recommended third party audit. It has to be clarified that social audit should be a must for all expenditure using the grant of the Fifteenth Finance Commission. Also, a bouquet of social accountability measures like pro-active disclosure of information, transparency of accounts, citizen jury, community-based monitoring, etc., could be mandated.
- Conducting a Social Audit would be effective. But it would be more effective to conduct a Governance Audit than a social audit. The social audit will only be schematic, and may even reinforce the idea of GPDP becoming a scheme. Also, it will not say anything about the state of governance in the GP, which is crucial to track.
- Stringent and transparent monitoring mechanism to implement GPDP is essential. Institutionalizing a system of Community Based Monitoring utilizing the services of SHGs and NGOs will help to build up a strong tracking system to ensure that quality work is done effectively on time.
- The convergence of community workers with local government. The process of involvement of SHGs is being encouraged, which can help harness participation and strengthen local democracy. Harnessing social capital in the form of PRI- SHGs convergence with the involvement of CBOs e.g. Women SHGs, Health workers, ASHA during plan preparation will be beneficial.

Pushing new ideas

The following new ideas could be pushed:

- Using National Optic Fibre Network (NOFN), the remaining panchayats can be connected via the internet for improved e-services.
- Synergizing with and localizing promoting Sustainable Development Goals (SDGs) for comprehensive rural development is another opportunity which can be harnessed by promoting SDGs through GPDP
- Launching Local Action Plan for Climate Change (LAPCC) with measures like nature-based solutions to build resilience and reduce disaster risks
- Achieving total coverage like organic Panchayat, litigation free Panchayat, zero drop out Panchayat, zero substance abuse Panchayat, child-friendly Panchayat, aged friendly Panchayat, gender-friendly panchayats, Panchayat with total water conservation and so on.

Conclusion

GPDP is a vision and dream of villages for the holistic development of the panchayats. The comprehensive GPDP with empowerment, convergence and collective action capacitated would transform the States, leading to New India leaving no one behind. For this NIRD&PR is launching 100 clusters to support states to develop Schools of Practice in high-quality GPDP. The collaborative programme jointly supported by the Ministry of Rural Development

and Ministry of Panchayati Raj will support at least 500 GPs as a hub for effectively making GPDP happen over 3 years. It is impossible to reach out to every Gram Panchayat. Therefore Resource Clusters may be consciously developed investing all energies and after six months the adjoining Gram Panchayats could learn from the Resource Clusters. An Action Plan to reach every Gram Panchayats in 2½ years could be developed.

The State Accounts General may be asked to conduct a performance audit of GPDP. Likewise, an independent assessment of GPDP could be got done by the Ministry of Panchayati Raj. Finally, the next State of Panchayats Report (SoPR) should be brought out on the theme of GPDP.

Annexure

Opportunities of GPDP	Status of GPDP	Recommendations
1. Governments - Federal / state / Local		
<ul style="list-style-type: none"> ✓ The proactive role of the state government to support at block and district level with resources and capacity building; 	<ul style="list-style-type: none"> ✓ Standing Committees are non-functional; ✓ GP elected members are not aware of their roles and responsibilities. ✓ Absence of Cluster Facilitation Team at block level was a cause of concern; ✓ There was a lack of awareness and knowledge about many schemes; ✓ Implementation is challenging for Panchayat Presidents as ward members are not accountable for implementation; 	<ul style="list-style-type: none"> ✓ Should have a problem-solving approach; ✓ Standing committee should be formed for planning GPDP and empower that committee through capacity building to make it functional; ✓ PRIs need to have household-based data and capture the unintended consequences of all the schemes and plans. Any act carried out at the panchayat level has unintended consequences. ✓ Publications on GPDP, schemes and their applicability in vernacular language should be made online; ✓ A compendium of government orders, schemes must be made and circulated to the panchayats; ✓ A single convergence framework also could be used for GPDP ✓ Soft devolution which required doing nothing except respecting the panchayat and enhancing the self-esteem.
2. Resource envelop and fund flow mechanism		
<ul style="list-style-type: none"> ✓ Area-specific revenue; ✓ Advocate for developing local solutions to increase tax collection and other resources; ✓ There are over 22 sources of funds which can be accessed by GPs and known in advance 	<ul style="list-style-type: none"> ✓ GPDP came after the Finance Commission was passed in the Parliament and one guideline was issued by the Ministry of Finance. ✓ No specific guidelines for revenue generation; ✓ Real resource envelop hasn't yet reached the local level. Many sarpanches are not 	<ul style="list-style-type: none"> ✓ Use the provisions under the 14th Finance Commission (FC) but the formulation of GPDP should not be limited with the programmes and grants of the funds alone. The Finance Commission should allocate funds as per needs of the panchayats and not on a fixed basis; ✓ There should be transparency regarding the utilization of different sources of funding.

Opportunities of GPDP	Status of GPDP	Recommendations
	<p>aware of the amount received. The utilization level for the devolved funds was also low and the panchayats were further constrained with limited own resources;</p> <ul style="list-style-type: none"> ✓ Delay in providing finances to the PRIs has affected the overall process of plan formulation. ✓ 	<p>Revenue and fund flow must be controlled by the panchayat and not by the administration;</p> <ul style="list-style-type: none"> ✓ There must be specific guidelines for revenue generation and be left to the panchayat to decide. Also, guideline required to undertake a proper plan under state laws to incur all the expenditure. Gram Sabha² should know the complete resource envelope and the policy directives should be clear. ✓ Panchayats should be incentivized to generate their revenue. Increase own revenue through taxes through innovation, culture, livelihood generation, minor minerals, tourism centres etc rather than depending on Finance Grants. ✓ Resource envelope needs to be expanded. Funds can be traced and leveraged from GP funds, NREGA and FC grants. Other resources should be also explored apart from the assured resources available. ✓ Direct Benefit Transfer (DBT) should be expanded to non-service areas of core banking; ✓ All expenditure must be geo-tagged; ✓ All elected representatives and resource persons must have a comprehensive understanding of the various funds that can be harnessed to build the resource envelope and how creative ways and new ideas can increase available resources.

² While the Panchayats have a lot of priorities like drainage, drinking water, sanitation, road connectivity, maintenance of bore well .etc to address, GPDP fund is used for educational purpose; as the funds from SSA and other sources are not sufficiently available;

Opportunities of GPDP	Status of GPDP	Recommendations
		<ul style="list-style-type: none"> ✓ For effective resource flows the three Fs – Funds, Functions and Functionaries must be devolved in spirit. Need to estimate the fund from line departments as there is no communication regarding the resource envelope. Resource envelope be made possible at least three months before planning and should include resources from the line department;
3. Participatory planning and governance		
<ul style="list-style-type: none"> ✓ Enables decentralized planning in the true sense with people’s participation; ✓ A pathway to transformation through social-economical and livelihood activities; ✓ Felt needs and priorities of the people can be incorporated in the plan; ✓ BRGF provide money to the panchayats and make district plans mandatory to receive the fund; ✓ A bottom-up approach, with a long-term perspective plan can continue irrespective who governs; 	<ul style="list-style-type: none"> ✓ Most plans failed because they were not planned at the grassroots level. Need-based planning is hardly done. Usually, it came from the top rather than planned at the bottom. There was a problem in implementation when orders come from the top; ✓ The key sector like agriculture, irrigation, forests and other issues not been discussed in the process of formulation of GPDP; ✓ GPDP is prepared as a five-year plan by involving Anganwadi workers, Asha and other department officials. ✓ SHGs are also involved in the planning process and data has been collected at the GP level through Jana Vasadhi Sabha, ward and gram sabha. ✓ Plans were mostly related to infrastructures and basic facilities; Planning is mostly about asset creation; ✓ The dashboard which is created for the 	<ul style="list-style-type: none"> ✓ Plans should start from the bottom or at the district level to be successfully implemented; ✓ Knowhow to plan and how to prioritize issues to be included in the plan; ✓ Proper documentation of the planning process is required; ✓ Separate plans should be there for no cost, low-cost programmes; ✓ Every panchayat should have plan document with the seal so that the decision of the gram sabha is the final verdict. ✓ Ensure reliable data usage for the dashboard and its updation; ✓ Identify costless activities. Panchayats can be treated as rural socio-economic enterprises and can develop many costless activities. ✓ There should be convergence in plans and funding cycles, and fund flow mechanisms should be transparent; ✓ Conduct PRA and resource mapping;

Opportunities of GPDP	Status of GPDP	Recommendations
	<p>Panchayats gives detailed information about the panchayats. The web portal, with all data and statistics, for information provisioning is integrated from various departments and ministries;</p> <ul style="list-style-type: none"> ✓ Plans are not consensus-oriented with inadequate effectiveness and efficiency, the minimal response of the people and functionaries, parallel institutions to the GPs, lack of convergence due to hierarchical and departmental issues and lack of proper monitoring. 	
4. Participation		
<ul style="list-style-type: none"> ✓ Ensures scope for PRI-People Partnership ✓ Organize special Gram Sabhas for the inclusion of marginalized, extremely poor, single-headed women household and household with multiple deprivations in the planning process. 	<ul style="list-style-type: none"> ✓ Planning is not habitation wise; ✓ Gram sabhas did not have a quorum. So for GPDP, a deliberate strategy to hold meetings at habitation level was done in some states; ✓ Gram sabhas are not active everywhere and consultations are held as required. Community is less aware; ✓ Actual needs are not addressed and remain out of the planning process; ✓ Lack of mechanism to monitor gram sabhas; ✓ The plans, programmes and funds not being on time; 	<ul style="list-style-type: none"> ✓ Decision making should be with gram sabha. The priority of gram sabha should be respected; ✓ Informed participation is an essential precondition for effective GPDP. Quality and participation of Gram Sabha – Three rounds – In the first round all departments share schemes, budgets; before next GS they make the plan as per their requirement and share with departments; Third GS it can be approved ✓ Different groups should meet and discuss and make plans and their plans should be incorporated before Gram Sabha ✓ GPDP process should be done at the habitation level and has to be prepared by Gram Sabha and not by the sarpanch and secretary; ✓ Greater focus needed on reaching out to women and marginalized communities and ensure participation;

Opportunities of GPDP	Status of GPDP	Recommendations
		<ul style="list-style-type: none"> ✓ Ensure students participation to develop GPDP and make it part of their curriculum. NSS camps can be organised and students can stay in villages to prepare GPDP; ✓ Ensure mandatory presence of officials in WS and GS; ✓ Attendance of those who participate in the gram sabha's should be ensured through Aadhar cards; ✓ An android based application to measure progress and maintain a proper database at the Gram Sabha secretariat; ✓ Need for a comprehensive database of palli sabha and gram sabha to strengthen plans; ✓ Dissemination and participation need to be more participatory; ✓ The entire panchayat will be automatically strengthened if the gram sabha is vibrant; ✓
5. Environment creation, Capacity building and support mechanism		
<ul style="list-style-type: none"> ✓ Institutionalization of the capacity building process; 	<ul style="list-style-type: none"> ✓ Level of awareness about GPDP among the people and PRI members is low; ✓ 40 per cent of the money comes from the state government for capacity building; 	<ul style="list-style-type: none"> ✓ Capacity-building should go beyond training. It requires the 3 'A's of sustainability', Availability, Accessibility and Absorption. It is important to map out 'Whose capacity building'. In addition to the groups that are typically involved, capacity building should also include local civil society organizations, as well as the administration/ government officials from bottom to top and also local resource persons; Build up capacity for better performance and development at Panchayat level. Regular training and information and good practices need to be shared; ✓ Need for more training and strengthening

Opportunities of GPDP	Status of GPDP	Recommendations
		<p>the functionaries at block and district levels;</p> <ul style="list-style-type: none"> ✓ Line department officials and all staff of GPs need to be sensitized on GPDP. There must be capacity building on technical and functional aspects of the GPDP; ✓ IEC materials should be used for creating more awareness; ✓ Government empanelled trainers must be available throughout the state; ✓ Needs assessment, careful identification of participants and trainer skills are vital for effective capacity building. In addition to modules, the material should be locally contextualized; ✓ Feedback and review process is vital so that training evolves; ✓ Youth and social media can be used in capacity building; ✓ More awareness should be created among the community, CBO and elected representatives; ✓ Training should be based on local needs and resource person should address these issues; ✓ Include training for disaster management and gender-responsive planning; ✓ Areas of capacity building can be such as environment creation and community mobilization, data collection - primary and secondary sources, situation analysis, visioning & participatory planning, prioritization of needs, projectization and approval; ✓ Need to sensitize the panchayats on certain concepts like peace, decent work, democracy. .etc which is required in modern development;

Opportunities of GPDP	Status of GPDP	Recommendations
		<ul style="list-style-type: none"> ✓ As 50% PRIs were women, there need to be orientations to let them get educate on different aspects of the panchayat system; ✓ Local exposure visit within the district should be organized; ✓ A cascading mode of training from the top level to the bottom level such as institution-based face to face training, facilitation and hand-holding, sensitization camps for awareness, and distance learning;
6. Convergence		
<ul style="list-style-type: none"> ✓ The existence of natural convergence of human resources, funds and schemes at panchayat level that lacked at the district or national level; ✓ Leveraged resources from various centrally and state-sponsored schemes and converge at the GP level ✓ Convergence with GPDP and other schemes such as Swachh Bharat and PMAY; ✓ SIRDs nominated as the nodal agency for capacity building, with clear fund allocation from RGPSA-CB; 	<ul style="list-style-type: none"> ✓ Convergence with and integration of PESA not felt in gram panchayat ✓ Intra-department convergence was difficult to bring about. There were no dedicated resource persons and no real convergence happened with the line departments; 	<ul style="list-style-type: none"> ✓ RD and PR departments should take the lead through convergence; ✓ There should be plans to build a network of linkages; ✓ Inclusive and vision-based planning with proper convergence with line departments and maintaining the database at panchayat level; ✓ Bring proper coordination between departments. Priority to tap convergence with departments, schemes and funds; ✓ Both the ministry and NGOs should work closely with SIRD and PRIs. NGOs could join with SIRD to develop resource persons for the Rashtriya Gram Swaraj Abhiyan; ✓ The SHGs should work with the panchayats and could also be involved in GPDP.
7. Implementation arrangements		
<ul style="list-style-type: none"> ✓ District panchayat being the coordinator for GPDP can take joint development programmes of local governments. 	<ul style="list-style-type: none"> ✓ People are losing faith in the planning process as it is not implemented properly; ✓ District Planning Committee (DPC) 	<ul style="list-style-type: none"> ✓ GPDP requires an implementation framework. Plans once done must be implemented and not remain idle; ✓ For making a plan at GP level, there is a

Opportunities of GPDP	Status of GPDP	Recommendations
<ul style="list-style-type: none"> ✓ No powers to higher levels to delete or modify the plans only technical appraisal; ✓ Gives opportunity to set GP-level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities, resource mobilization potential and feasible action by the GPs 	<p>is the only link that connects urban and rural governments. DPC identifies annually major problems and then develops a plan with short term and long-term perspectives;</p> <ul style="list-style-type: none"> ✓ Many processes are outsourced (training, internet access, common service Centres, etc) and for these funds for GPDP are being diverted; ✓ The technical team was not well versed in the planning process. ✓ Officials are not that supportive even after being plans passed by the Gram Sabha; ✓ There is no format for record-keeping; ✓ There is a huge difference between planning and implementation and many a time targets and programmes were imposed on them, some of which were not even needed in the area and had not come through the approval of Gram Sabha; ✓ Plans that came from the panchayat level approved by the Gram Sabha were changed at the District Planning Committee where choices of the MLA and the MP were given priority; 	<p>need for the amalgamations with the block or DP. Therefore need to discuss the role of block panchayats or Taluks;</p> <ul style="list-style-type: none"> ✓ Projects which can't be done at the state level but required at the lower level is taken by the DP. A comprehensive district plan can be made with the consolidation of GPDPs; ✓ Follow an outcome-based approach through a mission-oriented approach to address the second-generation issues. These missions are a leap towards achieving SDGs and are not parallel bodies but a support mechanism to ease the implementation of GPDP; ✓ If the panchayats have to function efficiently, they should be given full autonomy and the monitoring should also be transparent. Tracking system to ensure that quality work is effectively done on time. Stringent monitoring mechanism to implement GPDP is essential; ✓ Social audit mechanism needs to be effective; ✓ Activities to be taken by the higher level should be properly identified; ✓ All departmental/ sectoral planning and scheme-based planning should be integrated into GPDP. During GP's planning process, all line departments and other authorities have to be present at the Gram Sabha so that multi-sectoral planning and budgeting takes place. Like shared in the other group, this should happen at three different points, before, interim and for finalizing; ✓ The ownership rights of the programme are to be with the gram sabha. Without a No

Opportunities of GPDP	Status of GPDP	Recommendations
		<p>Objection Certificate (NOC) from Gram Sabha there can be no implementation;</p> <ul style="list-style-type: none"> ✓ Planning calendar should be made such that the plans for all departments and levels (Block, District, line departments, State, etc) should all be in a single calendar. There should be one plan on one calendar which aligns with all the different bodies. ✓ The resource support group for GPDP planning should be accessible to the GPs easily. ✓ It would be useful to conduct a governance audit rather than a social audit. The social audit will only be schematic, and may even reinforce the idea of GPDP becoming a scheme. Also, it will not say anything about the state of governance in the GP, which is crucial to track; ✓ Ensure timely implementation of activities;
8. Human and Technical support		
<ul style="list-style-type: none"> ✓ GPDP is a people's plan for the people and is not a government programme; 	<ul style="list-style-type: none"> ✓ Vacancies were the largest in the PR department; ✓ Minimal technical support for understanding the budget; ✓ Shortage of staff; ✓ No support system to deal with technical problems; 	<ul style="list-style-type: none"> ✓ Need to think about functions and functionaries and appropriate and adequate staff to implement the plans. Support system for technical problems and for developing the entire economic development in the panchayats. Technical engineers and resource groups should link up in GPDP; ✓ Impart technical training to handle MIS, GIS and android app for GPDP; ✓ Develop resource groups for technical and functional capacity building. Volunteer technical core should be developed with proper training. ✓ Panchayats should have libraries; ✓ Adequate functionaries should be appointed

Opportunities of GPDP	Status of GPDP	Recommendations
		<p>and alternate sources of revenue should be scouted;</p> <ul style="list-style-type: none"> ✓ Enhance the capacity of officials to coordinate and implement GPDP. There must be dedicated support staff for the Sarpanch; ✓ A leader from the panchayat needs to be selected to implement GPDP.
9. Technical institutes		
<ul style="list-style-type: none"> ✓ Possibilities are there for connectivity with the IT sector thus filling the connectivity gap between gram panchayats and blocks., ✓ Even though the process is participatory there are systems for consolidations enabled by the use of IT (Plan Plus software) 	<ul style="list-style-type: none"> ✓ The National Optical Fibre Network (NOFN), Ministry of Communications, through which 40% of the panchayats had already been connected via the internet; ✓ Problems while updating the data in PLAN PLUS. 	<ul style="list-style-type: none"> ✓ Technical institutes such as IIM and IIT could be leveraged to help the gram panchayat through “Unnat Bharat Abhiyan” scheme; ✓ Integrate IPPE with GPDP to identify the felt needs of ecologically fragile and excluded communities;
10. Disaster risk reduction and management		
<ul style="list-style-type: none"> ✓ Participatory Planning at the grassroot level will help to reduce the risks 	<ul style="list-style-type: none"> ✓ There is no plan to reduce the risks of disaster through nature based solutions; 	<ul style="list-style-type: none"> ✓ There is a need to train the panchayats as the first responders of natural disaster management; ✓ There should be a system at the panchayat level to give timely warning to the people; ✓ Panchayat also should identify safe shelter for the people with basic facility especially for lactating mother, women, children and all; ✓ All relief camps, should have sufficient stock of food, fodder, medicine, first aid etc. Panchayat has the responsibility to provide volunteers for clearing roads and other activities; ✓ There should be a list of the required rescue equipment’s, tankers, generators etc. in every panchayat for timely availability; ✓ After a damage assessment, the beneficiaries list

Opportunities of GPDP	Status of GPDP	Recommendations
		<p>should be submitted before gram sabha;</p> <ul style="list-style-type: none"> ✓ Need for a disaster response pool at panchayat level; ✓ There should be a disaster management task force in every panchayat to act in both pre and post-disaster period; ✓ Panchayat can also include the mitigation measures in every plan; ✓ For evidence, panchayat should document all the activities that they carried out before and after the disaster.
11. Inclusiveness		
<ul style="list-style-type: none"> ✓ Increase in participation and accountability. ✓ Civil society interventions are a great advantage in the planning process 	<ul style="list-style-type: none"> ✓ Increased participation of women, youth, tribal, retired officials, teachers and CBOs 	<ul style="list-style-type: none"> ✓ Constitute a people's commission on GPDP. Mobilize people, local youth, social leaders and CSOs for good local government through successful GPDP; ✓ Community mobilisation can be mooted through cultural activities. Such platforms can also be used for awareness creation and dissemination of any issues using tools like wall writing, drum beating, pamphlets and announcement through mike; ✓ Farmer Producer Organizations (FPOs) could also be leveraged for GPDP; ✓ Increased involvement of AWW, women SHGs, line departments.
12. Good Practices		
<ul style="list-style-type: none"> ✓ There were peer learning and competition among the panchayats to perform better. 	<ul style="list-style-type: none"> ✓ Need to develop local models at regional levels that could serve as a reference as well as a resource for other panchayats 	<ul style="list-style-type: none"> ✓ Develop guidelines for Good Documentation Practices (GDP) to conduct an evidence-based study on the success and failures of GPDP;

Opportunities of GPDP	Status of GPDP	Recommendations
		<ul style="list-style-type: none"> ✓ Fora for elected representatives are essential for peer learning and as support mechanisms. ERs should also be open for peer reviews; ✓ Promote beacon panchayats so that there are peer learning and competition; ✓ Mentoring is important to plan and implement. Experiential learning and reflection on experiences are vital to internalize; ✓ Look for local government associations for help and create resource clusters and beacon panchayats so that other panchayats could learn.
13. PESA		
<ul style="list-style-type: none"> ✓ GPDP was an opportunity to involve all and make a real plan at the bottom level; 	<ul style="list-style-type: none"> ✓ Absence of state rules on PESA impeded the growth of gram panchayat and there is no integration of PESA with the gram sabhas; ✓ The constitutional provisions on PESA are not implemented in any state in letter and spirit. ✓ Although PESA recognizes traditional leaders and traditional knowledge, yet people are not much involved. 	<ul style="list-style-type: none"> ✓ There should be an investment to implement PESA. Issue special directives in PESA area for GPDP by the ministry; ✓ Forest Department should be part of GPDP planning and implementing process;
14. Sustainable Development		
<ul style="list-style-type: none"> ✓ Gram Panchayats can connect by synchronizing their plans with SDGs. 	<ul style="list-style-type: none"> ✓ SDGs are within the purview of the 29 subjects transferred; 	<ul style="list-style-type: none"> ✓ Panchayat Raj Institutions need orientation on SDGs so that local priorities can be defined, and planning could be undertaken in the direction of achieving the goals.
15. Media		
<ul style="list-style-type: none"> ✓ Media sensitization helps for follow up and keep track. ✓ Huge focus on awareness and publicity 	<ul style="list-style-type: none"> ✓ Lack of media sensitization helps to follow up and keep track. 	<ul style="list-style-type: none"> ✓ Sensitize media on the allocation of funds and GPDP; ✓ Enhancing awareness of the community members

Opportunities of GDP	Status of GDP	Recommendations
<p>campaigns to encourage people's participation → Use of media (FM radio, folk media, newspapers) promoted</p>		<p>through continuous print and electronic media, and training programmes below district level, understanding the basics of the financial devolution system, critical understanding of how the basic services related department work for a balanced development of the area and the need to understand the importance and modalities of raising internal resources.;</p>



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