



## RURAL DEVELOPMENT

RD-06

Rural Development in Odisha

### Block

# 1

#### EVOLUTION OF RURAL DEVELOPMENT IN ODISHA

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##### Unit - I

Evolution of Rural Development in Odisha - Introduction of  
Decentralized Planning in the state of Odisha

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##### Unit - II

Planning Structure for Pro - Poor Development in Odisha

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Schemes and Resources for Gram Panchayat Planning

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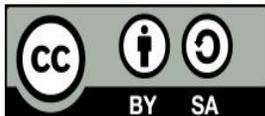
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## Unit-I

### Evolution of Rural Development in Odisha - Introduction of Decentralized Planning in the state of Odisha

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *Understand the basic concept of Decentralized Planning of Odisha*
- *Explain the evolution and planning process of Decentralized Planning of Odisha*
- *Discuss the opportunities available in the process of Decentralized Planning of Odisha*

#### Structure:

- 1.1 Introduction: Decentralized Planning in the state of Odisha
- 1.2 Evolution of Decentralized planning in Odisha
- 1.3 Decentralization of Planning Process in Odisha
- 1.4 Opportunities ahead
- 1.5 Let Us Sum Up
- 1.6 Key Words
- 1.7 References

#### 1.1 Introduction: Decentralized Planning in Odisha

The process of decentralized planning got its momentum after the 73rd Amendment of Indian Constitution during 1992. The village level Panchayats were the units of local governance and administration during the British regime. Under the First Government of India Act, 1919, Madhusudan Das was appointed Minister of Local self-government in the new Government of Bihar and Odisha, but was forced to resign. He had moved a resolution for the formation of a separate Odisha Province in the plenary session of the Indian National Congress in 1903. However, the first evidence of the idea of a three tier Panchayati Raj System comes from Mr. D.P. Mishra, the then Minister for local self-government in Central Provinces and Berar under the Govt. of India Act (II) of 1935. He suggested a three-tier structure of local government with district as the nodal point. Since then it has been observed that the degree of devolution of power in Indian States has gradually increased, thus giving the common Indian villager a hope and optimism that the Gandhian ideal of a system of governance from below will be achieved at some point of time.



## 1.2 Evolution of Decentralized planning in Odisha:

### Pre-independence period:

Odisha as a province was formed on 1st April 1936. The election for the first Provincial Assembly took place in January, 1937 which included 56 seats meant for elected representatives including 41 general rural seats, 6 for scheduled castes, 2 for women, 2 for landlords, 4 for the Mohammedans and 1 for the Christian community. In pre-Independence period there was no uniform pattern of local governance in Odisha. It was governed by different local acts like Bihar and Odisha Local Self-Government Act, 1985; Bihar- Odisha Village Administration Act, 1922; Madras Local Boards Act, 1920. Besides, Sambalpur Local Self-Government Act, 1939 was also in force, which was inherited from the local administrative system of the former Central Provinces and Berar.

### Post-Independence period:

In the post-Independence period, the Odisha Gram Panchayat Act of 1948 was passed in the new Assembly with its developmental, civil and judicial functions. In 1956 Shri Nabakrishna Choudhury, the then Chief Minister of Odisha introduced Anchal Sasan in continuation to Gram Sasan as mentioned in the Odisha Gram Panchayat Act of 1948. The Odisha Anchal Sasan Act that came into force after the abolition of Zamindaris in 1952 aimed at establishing administrative decentralization. Following the recommendations of Balwantray Mehta Committee, Odisha passed the Panchayat Samiti and Zilla Parishad Act of 1959. These acts provided for the establishment of Samitis at the intermediate level and Zilla Parishad at the district level. Thus a three-tier system evolved with establishment of Panchayat Samitis and Zilla Parishads on January 26, 1961, along with the already existing Gram Panchayats. During the year 1964, a comprehensive Odisha Gram Panchayat Act, 1964 was passed replacing the 1948 enactment. The functioning of the 3-tier system continued till 1968 when the government abolished the Zilla Parishads on 1st November 1968 by amending the Odisha Panchayat Samiti and Zilla Parishad Act, 1959. In an attempt to revitalise the PR bodies the Odisha Government in 1991 passed three important Acts - the Odisha Gram Panchayat (Amendment) Act, the Odisha Panchayat Samiti (Amendment) Act, and the Odisha Zilla Parishad Act. Through these acts the Odisha Government ushered in rapid changes in the powers and functions of Panchayat Raj bodies with a view to enabling them to bring out rural development through people's participation. All the above Acts were further amended to bring them in conformity with the Constitution's 73rd Amendment Act of 1992. The State Assembly passed the required conformity Acts in 1994, 1995, and 1997 to set in place the present form of the 3-tier system of Panchayati Raj. The First Amended State Act came into force from April 24th 1994. The three-tier PRIs as per the 73rd Amendment Act came into operation mode after the elections were held during the year 1997.

### 1.3 Decentralization of Planning Process in Odisha:

The Amendments during 1992 in India's Constitution sought to institutionalize the concept of decentralized planning keeping in view the 150 recommendations of the 7 Round Tables Conferences of Ministers in charge of Panchayati Raj, organized by Ministry of Panchayati Raj, Government of India. The seven Round Table Conferences were held from July to December- 2004, in Kolkota, Mysore, Raipur, Chandigarh, Srinagar, Guwahati and Raipur. A Compendium of 150 Resolutions of the Seven Round Tables was assimilated in the form of a Road Map to ensure devolution to PRI's in Odisha.



The powers devolved by the Government of Odisha to the 3 tier PRIs were as follows:

- District level Officers, the Block Level Officers and Village Level functionaries of the 11 Departments will remain accountable to Zilla Parishad, Panchayat Samiti and Gram Panchayat respectively for implementation of subjects/schemes transferred to PRIs. But they will continue as the employees of their respective Departments.
- The District level, Block level and G.P level functionaries of different Departments will attend the meeting of Zilla Parishad, Panchayat Samiti and G.P respectively.
- They shall plan on the schemes for discussion and approval in the meeting of respective level of PRIs.
- The President, Z.P, Chairman Panchayat Samiti and the Sarpanch G.P are delegated with power to sanction the leave of Head of Office/Institution of 11 Departments working at the respective level. Certain special provisions were considered necessary for the Panchayats of those areas where tribal population was preponderant. Certain tribal enclaves within the States other than the North-Eastern States of India are known as the 5th Schedule areas. It was provided in the 73rd Amendment that its provisions would not be directly applicable to these areas. They could be extended in the 5th Schedule areas only by a law 52 Odisha Review February-March - 2015 of the Parliament. Such law could make necessary modifications of the Constitutional provisions to ensure that the Panchayats of these areas can adequately take care of the social, cultural and economic interests of the tribal communities. Consequent to the recommendations made by the Bhuria Committee headed by Dileep Singh Bhuria in June 1994, the Panchayat (Extension to the Scheduled Areas) Act (PESA Act) was passed by Parliament in 1996, to extend the provisions of the Constitutional Amendment to the fifth schedule areas of nine States. These States are required to make Amendments to their respective Panchayats Acts in terms of the Central Act. In an attempt to assess the extent of devolution of Functions, Funds and Functionaries in Odisha, Indian Institute of Public Administration (IIPA) with the support of Ministry of Panchayati Raj had conducted a study during 2012-13. Odisha is placed eleventh in devolution index among twenty eight select states of India.



State Budgeting process of the state:

Odisha has a very impressive decentralized planning mechanism where the community needs are reflected through local government institutions. The consolidated planning at different levels are realized when those are translated into budget allocations. Thus, there is a need for integration of State Budget processes into decentralized planning processes of the state. Budget making process of the state is comprised with formulation, enactment, implementation and auditing. Under Article 202 of the Constitution of India, a statement of the estimated receipts and expenditure of the State for each financial year has to be laid before the State Legislature. This statement is known as the “Annual Financial Statement” or “Budget”. The financial business of the Odisha Legislative Assembly is governed by the Rules of Procedure and Conduct of Business in the Odisha Legislative Assembly. The Budget of the State is based on the departmental estimates submitted by the Controlling Officers and these departmental estimates are themselves mostly based on the estimates submitted by the district officers of the Departments. The controlling officers examine the budgets received from Estimating Officers to see that they are formally correct, that all details and explanations have been given and that explanations are adequate. After this formulation, the budget is presented for discussion and approval by the legislative body in the State Legislative Assembly. Thus, looking at these two processes, there is a need for integration of planning and budgetary processes at the Panchayat as well as State level.

#### **1.4 Opportunities ahead:**

##### **Capacity Building of the Panchayat Members on State Budget and its processes**

State Institute of Rural Development and Panchayati Raj (SIRD & PR) in Odisha has been undertaking series of training programmes on the role and responsibilities of the Panchayats. The training framework also addresses the capacity deficit of the Panchayat members in the village and panchayat level planning. This helps them to perform their roles and responsibilities from time to time. Along with this, there is a need for inclusion of state budget processes so that the Panchayat representatives will be well informed about the time frame and enactment procedures. This will help them to prepare plans for their Panchayats accordingly.

##### **Budget literacy materials for the Panchayat Raj members**

Newly elected Panchayat members have very little idea on the administrative procedures 53 February-March - 2015 Odisha Review as well as enactment process of budgeting in the state. The budget documents presented in the Odisha Legislative Assembly are very difficult for them to understand. Thus, the budget documents should be made simple for the Panchayat members. State can also publish separatecomprehensible budget documents which will be used and referred by the Panchayati Raj members.



### **Generation of internal revenue of Panchayats**

Though the Panchayats have lots of roles and responsibilities which comprised implementation and monitoring of development programmes, their financial autonomy needs to be improved. There are lots of resources which are underutilized needs attention of the Panchayat Institutions. Proper utilization of these resources may lead to enhancement of internal revenue of Panchayat Institutions in the long run. State can provide revolving resources to Panchayati Raj institutions having well developed business model to generate resources.

### **Development of inventory of internal resources of Panchayats**

Given the enhanced capacity of the Panchayat Raj Members, the State can help them to develop inventory of resources at Panchayat level. These resources can be made web based which can attract different Departments of the State for inclusion in their respective planning. Over the last more than two decades, decentralization has been the major focus of the planning process. The National government from time to time has been insisting to prepare micro plans at the Panchayat level. The state government has also been instrumental in making devolution of functions to the Panchayats. Contributions of the Panchayats in the budgetary processes of the State can open up new opportunities to address lots of needs and aspirations of the people.

**Source:** “Decentralized Planning and Budgeting Process in Odisha : Key Opportunities”, by Pravas Mishra (Journal Odisha Review (February-March - 2015 )

### **1.5 Let Us Sum Up:**

The process of decentralized planning got its momentum after the 73rd Amendment of Indian Constitution during 1992. The village levels Panchayats were the units of local governance and administration during the British regime. Under the First Government of India Act, 1919, Madhusudan Das was appointed Minister of Local self-government in the new Government of Bihar and Odisha, but was forced to resign. He had moved a resolution for the formation of a separate Odisha Province in the plenary session of the Indian National Congress in 1903. However, evolution of decentralized planning (pre and post independence period), planning Process and opportunities availed by government institutions were responsible in the the making of decentralized planning in Odisha.

### **1.6 Key Words:**

Decentralized Planning, Local-Self Government, Amendment.

### **1.7 References:**

1. “Decentralized Planning and Budgeting Process in Odisha: Key Opportunities”, by Pravas Mishra (Journal Odisha Review (February-March - 2015 )

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## Unit – II

### Planning Structure for Pro – Poor Development in Odisha

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *Understand the concept of Gram Panchayat level Development Plans (GPDP)*
- *Explain the special process for GPDP in Fifth Schedule Areas*
- *Discuss the detailed Guidelines for GP level Planning in GPDP.*

#### Structure:

- 2.1 Introduction to Planning Structure for Pro – Poor Development in Odisha
- 2.2 Gram Panchayat level Development Plans (GPDP)
- 2.3 Why GPDP?
- 2.4 Special process for GPDP in Fifth Schedule Areas
- 2.5 Steps to be taken by the State Governments in Policy decision on operationalising GP level planning
- 2.6 Setting up of an Empowered Committee at the State level
- 2.7 Decision on the Resource Envelope
- 2.8 Framing of detailed Guidelines for GP level Planning
- 2.9 Environment Creation at the State level
- 2.10 Support Systems/Arrangements
- 2.11 Review, Monitoring and Evaluation
- 2.12 Incentivising performance
- 2.13 Capacity Building
- 2.14 Accountability Systems
- 2.15 Timelines
- 2.16 Let Us Sum Up
- 2.17 Key Words
- 2.18 References



## 2.1 Introduction to Planning Structure for Pro – Poor Development in Odisha:

The Planning Structure for Pro – Poor Development in India has been made with a purpose to bring equality in the social and economic status of the citizens of India. This thought has to be brought up from the grassroot level of the three tier system of governance. Therefore, Article 243G of the Indian Constitution mandates preparation of plans for economic development and social justice by Panchayats and through this process Panchayats are expected to evolve into institutions of local self-governance. Over the last two decades several initiatives have been taken by the State and the Central Government to realise this mandate. However, resource constraints, inadequate facilitation and limitations of capacity have slowed down the pace of decentralisation.

“True democracy cannot be worked by twenty men sitting at the centre. It has to be worked from below by the people of every village.”

- Mahatma Gandhi

## 2.2 Gram Panchayat Level Development Plans (GPDP):

Gram Panchayat (GP) Level Development Plans (GPDP) should ideally match peoples’ needs and priorities with available resources and additionally mobilise local resources through a fair, inclusive, transparent and participatory process. The focus would be on local development issues, local perception of need and priority, local analysis of problems and solutions, local resources management all within a collective local vision-based on the principle of Antayodaya.

## 2.3 Why GPDP?

Both the Constitution of India and the State Panchayati Raj Acts lay emphasis on planning for local economic development and social justice by the panchayats. The process of local planning has many advantages and benefits, some of which are listed below:

- It captures felt local needs
- It provides better appreciation of local potential
- It becomes an operational methodology for convergence from below based on local need and demand
- It helps to reach the unreached/excluded within a panchayat area
- It can respond to differential needs of different groups
- It enables mobilisation of all sections and their participation in governance
- It provides space for integration of people’s knowledge and wisdom into local development efforts



- It enhances understanding of development by citizens and elected representatives
- It ensures easy access to resources/entitlements/services
- It leads to better absorption and targeting of funds from different sources, especially CSSs
- It helps forge better bond between the panchayats and local citizens
- It leads to Responsive Governance
- It facilitates enhanced local resource mobilisation
- It promotes economy and efficiency
- It ensures direct accountability of the local government to its citizens
- It helps activate Gram Sabha (GS), and other local institutions and structures as functional bodies
- It activates cutting edge officials
- It promotes local democracy and local ownership

The GPDP allows for different local models and innovations that would be locally appropriate and cost effective. It helps to transform GPs into institutions of local self-governance and to cement the GP's identity as development institution. A locally generated plan would also be the only way to use untied resources efficiently and accountably. It has the added advantage of orienting Departments to local needs and inducing competition among GPs to improve performance. Overall the process of participatory planning for a gram panchayat development plan will

- Improve service delivery
- Enhance citizenship
- Motivate volunteerism
- Create space for an alliance of people's institutions and groups
- Improve governance at the local level

#### **2.4 Special process for GPDP in Fifth Schedule Areas**

The provisions of Panchayats Extension to Scheduled Areas Act 1996 (PESA) advocate empowerment of local communities through Gram Sabhas for the purpose of planning and implementation of all development programmes in the area. Involvement and consent of the people is also advocated in the areas of land acquisition, resettlement and rehabilitation, land restoration (in case of alienation), mining of minerals, use of intoxicants, ownership of minor forest produce, management of village markets, management of water bodies and control over money lending. Therefore, the spirit of this law should be adhered to while preparing GPDP in Fifth Schedule areas.

In the case of GPs in areas under Fifth Schedule, the participation of the citizens should be ensured at the hamlet/village level. After these plans are prepared at hamlet/village level as per the same process as followed in case of other GPs, these plans should be integrated at the GP level without making any modifications.



## **2.5 Steps to be taken by the State Governments in Policy decision on operationalising GP level planning**

### **Decision on the nature and scope of the GPDP**

The state may immediately take the policy decision, at the appropriate level, to operationalise GP level planning. There should be clarity on the nature and scope of GP DPs. Now, in most states plans are prepared separately at the GP level for MGNREGS, SBM and for other schemes assigned by the States. Also, GPs are the primary agencies for identification of beneficiaries for different schemes, through Gram Sabhas. Further, they are given a role in monitoring the major schemes as also the functioning of local institutions and they are involved in different programme related committees, especially those related to health, sanitation, water supply, watershed management, education, nutrition, social forestry, bio-diversity and public distribution. In addition, most GPs continue to perform their traditional civic functions particularly related to sanitation and drinking water supply.

With the FFC award, there should be shift to preparation of a single GP DP, converging all the resources over which GP has command and integrating these different functions. This is also to ensure efficiency in budgeting, increased accountability in performance and better delivery of development. In addition to the FFC grant, which can be used only for basic services like sanitation, water supply, roads, street lights, play grounds, parks, burial grounds/crematoria, and other services devolved by law to the GPs. It is has to be integrated with elements as indicated below:

### **Poverty reduction**

GP DP should have a strong poverty reduction focus by identifying patterns of poverty in the GP and converging different schemes and programmes like prioritising the basic services for poor groups and localities, ensuring that the entitlements provided under different laws, programmes and schemes are accessed (PESA rights, Forest rights, social security, food security, education, health, nutrition), improving livelihoods particularly through the instruments of MGNREGS and the institutions of the poor created under NRLM.

### **Human development**

GP DP should have definite components related to literacy and education including skill development, health, especially public health, and food and nutrition, child sex ratio, etc. The focus should be on improving quality of human development services particularly through anganwadis, schools, hospitals, enhancing access to them and

upgrading related infrastructure, to achieve clear outcomes in line with the targets set by State Governments.



### **Social development**

GP DP should be aimed at improving the wellbeing of vulnerable and marginalised groups like

- SCs, STs, including particularly Vulnerable Tribal Groups and minorities
- Persons with disabilities
- Elderly people
- Women
- Children
- Vulnerable groups like bonded labourers, child labourers, de-notified tribes and nomads, distress-migrants, manual scavengers, transgenders, victims of trafficking etc.

In addition to poverty reduction and human development and economic development interventions for these categories, the GP DP should attempt to address the social determinants affecting the status of these groups.

### **Economic development**

GPs should be encouraged to take up activities which would increase local production and productivity, increase employment and employability, improve market access and marketability of the local produce, promote value addition, create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor irrigation facilities, dug wells, irrigation tanks etc. While the focus would largely be on agriculture and allied sectors, attention may be given to local manufacturing especially traditional industries and services, as also financial inclusion.

### **Ecological development**

It should include the ways of maintenance and upgradation of various eco-systems like water bodies, pastures, grass lands, catchments and local forests and conservation of biological resources and their sustainable use like minor forest produce, fire wood, fodder, medicinal plants etc. Integrated watershed management would be the basic approach for this. All the activities taken up under GP DP should be environment friendly and bio-diversity enhancing.

### **Public service delivery**

Improvement of governance services like issuance of certificates, registration of birth and death, issue of licenses/permits and welfare services like social security pensions should be given special priority with emphasis on electronic delivery of services. GP DP should give greater emphasis to the quality of service delivery and proper upkeep

and use of existing assets. More importantly, GPs should give particular emphasis to maximising local development through measures which require zero or minimal investment. Suggestions for doing this should be provided to the GPs as advisories.



### **Good Governance**

Along with effective public service delivery, the GP needs to develop processes and systems related to participation, particularly of the marginalised groups, transparency and proactive disclosures, community based monitoring and due processes in budget and expenditure. Close partnership with institutions of the poor, particularly SHGs and women is also necessary. This calls for a 'Good Governance' plan for each GP including a Citizens' charter.

### **2.6 Setting up of an Empowered Committee at the State level**

Since **GPDP is new initiative planning** will be spread across all GPs simultaneously and it requires coordination of several departments at all levels. Also several issues will be thrown up incessantly based on field experience and clarifications would be sought regularly from below. Therefore, there is need for an Empowered Committee at the State level. The suggested composition of the Empowered Committee is:

- Chief Secretary/ Development Commissioner- Chair Person
- Secretary- Panchayati Raj (Convener)
- Secretaries in charge of the following Departments:
  - Finance
  - Planning
  - Rural Development (if it is not part of Panchayati Raj)
  - SC development
  - ST development
  - Women & Child development
  - Drinking water & Sanitation
  - Health
  - School Education
  - Agriculture/Animal Husbandry/Fisheries
  - Industries
  - Forest
  - Public Relations



### **Functions of the Empowered Committee (EC) would be:**

- i. To prepare master Government Orders/Resolutions detailing different processes and procedures
- ii. To ensure inter departmental coordination at all levels
- iii. To issue instructions on convergence of schemes and resources including detailing of human resources and technical support at all levels.
- iv. To take decisions as needed for mid-course corrections, troubleshooting etc.
- v. To respond to issues from the field and come out with circulars/clarifications
- vi. To monitor and steer the entire process

The EC may meet on a fixed time on a fixed day every week at least for the first three months and then after as required. The EC should have the powers to sort out all operational matters and issue appropriate instructions and directions to all stakeholders.

### **2.7 Decision on the Resource Envelope**

The EC should decide the resource envelope which will be available to GPs. It should mandatorily include the following:

- a. FFC grant
- b. SFC grants
- c. Own Source Revenue (OSR)- to be projected based on actuals of the last three years
- d. MGNREGS as per approved Labour Budget
- e. Other CSS and State Schemes entrusted to GPs
- f. Schemes for which GP takes the decision even the fund is not transferred
- g. Voluntary contributions (Cash, kind and labour)-States may fix a suggestive figure as appropriate.
- h. CSR funds if assured and available to GPs to decide on

After finalising the elements of the resource envelope, the State should communicate in writing the resources available to each GP. If details of certain categories are not available, they may be broadly indicated and details communicated subsequently

Ideally this should be in form of a Government Order giving GP wise details at the State level or district level depending on the number of GPs.

## 2.8 Framing of detailed Guidelines for GP level Planning

Based on the general guidelines of the Ministry of Finance and the Ministry of Panchayati Raj and adapting best practices in the country, States may develop detailed guidelines for GP DP. States which already have some guidelines may modify them appropriately.



While preparing the State guidelines, a quick assessment of past experiences may be made through consultation with the officials involved particularly with reference to

- i. BRGF
- ii. SAGY
- iii. IPPE of MGNREGS
- iv. Any other State specific projects like UNDP/UNICEF supported decentralised planning.

States may also refer the following documents:

- Report of the Working Group on Block Level Planning (M L Dantwala Committee Report); New Delhi, Planning Commission; Government of India; 1978
- Report of Working Group on District Planning (C H Hanumantha Rao Committee Report); Part I; New Delhi, Planning Commission, Government of India; 1984
- Report of Working Group on District Planning (C H Hanumantha Rao Committee Report); Part II; New Delhi, Planning Commission, Government of India; 1985
- Planning At the Grassroots Level, Report of the Expert Group;, An Action Programme for the, Eleventh Five Year Plan, Planning Commission,; Government of India; March 2006  
([http://planningcommission.nic.in/plans/stateplan/sp\\_scy2stat.pdf](http://planningcommission.nic.in/plans/stateplan/sp_scy2stat.pdf))
- Manual for Integrated District Planning; Planning Commission, Government of India; 2008; ([http://planningcommission.nic.in/reports/genrep/mlp\\_idpe.pdf](http://planningcommission.nic.in/reports/genrep/mlp_idpe.pdf))
- Saansad Adarsh Gram Yojana (SAGY) Guidelines including the document on Situation Analysis (<http://support.saanjhi.in/support/solutions/folders/6000070070>)

In some States, methodologies developed by the Planning Departments may be suitably incorporated.

## 2.9 Environment Creation at the State level



It is necessary to give wide publicity to the decision on preparation of GP DP so that enthusiasm is generated and participation at the grass root is motivated. Based on good practices across the country, the following suggestions are given:

- i. Ideally an appealing and meaningful local name may be given to the programme
- ii. Follow a campaign approach on the lines of the literacy campaign, national immunisation campaign, etc.
- iii. Formal communications including letters from the Chief Minister/Minister to elected heads of GPs and members
- iv. Formal launch of the programme at multiple levels
- v. Explanatory meetings at the State, district and block, GP/cluster of GPs covering:
  - a. Elected Representatives including MPs and MLAs
  - b. Officials of all departments concerned
  - c. Resource persons and trainers
  - d. Organisations working with Panchayats
  - e. Community/citizens
  - f. Local opinion makers, religious leaders, traditional leaders
  - g. Political parties
  - h. People's groups (SHGs), cooperatives
  - i. Educational institutions
  - j. Media
  - k. Village level Committees
- vi. Develop a media plan focusing on newspapers, radio, TV, local cable operators, Cinema halls, Social media, GP website, etc.
- vii. Folk Campaign and street plays
- viii. Poster Campaign
- ix. Brochures/pamphlet

## 2.10 Support Systems/Arrangements

### Fund Flow

Clear fund flow mechanisms for all the categories of funds mentioned in the Resource Envelope need to be developed by the State, which would include time period within which the funds would reach the GPs. FFC grant has to be released within 15 days of receipt. All out efforts should be made by the States for universal adoption of electronic fund management system which will help in monitoring both the receipts and expenditure of funds by the GPs. Specific Orders for each category of fund flow need to be issued by the EC to streamline fund flow.



### Coordination arrangements at the District and Block levels

State Government may constitute District level Coordination Committee with the District Panchayat President/District Collector/CEO as Chair, with district level officials from all relevant departments and selected GP Heads as Members (by rotation). These Committees could include representation of academic institutions and /or voluntary organisations.

Similarly, Block level Coordination Committee may also be constituted with the Block Panchayat President/Block Development Officer or equivalent as chair with block level officials from line departments and selected GP heads as Members (by rotation, if required).

### Functions of district level Coordination Committee:

- i. To ensure implementation of Government Orders/Resolutions related to GP DP
- ii. To ensure inter departmental coordination at the sub-district and district levels
- iii. To ensure convergence of schemes and resources- MGNREGS and SBM in particular
- iv. To decide on the demarcation of GP clusters if required as part of the master guidelines
- v. To coordinate the environment generation activities and media plan at the district level
- vi. To respond to issues from the field and undertake troubleshooting and crisis management as required
- vii. To ensure that necessary human resources required for GP DP processes are available as required in all GPs and clear cut responsibilities are fixed
- viii. To coordinate capacity building of all concerned
- ix. To ensure availability, GP-wise, of secondary data relevant to GP DP as per the State Guidelines (GP wise)
- x. To ensure timely coordination of technical appraisal and approval of projects



- xi. To monitor and steer the entire GP DP process at the district level
- xii. To monitor the implementation of the GP DP
- xiii. To report and provide feedback to the EC on the status of GP DP in the district, on issues and on best practices

**Functions of Block level Coordination Committee (suggested):**

- i. To ensure inter departmental coordination at the block/cluster and GP level
- ii. To form cluster level technical support teams for GP DP process in the Block
- iii. To ensure convergence of schemes and resources-MGNREGS and SBM in particular
- iv. To respond to issues from the field and undertake troubleshooting and crisis management as required
- v. To ensure that necessary human resources required for GP DP processes are available as required in all GPs and make necessary local arrangements to fill gaps.
- vi. To provide technical resources for GP DP including human resources, infrastructure and equipment.
- vii. To make logistic arrangements for Capacity building at the cluster, GP and sub-GP level
- viii. To coordinate the environment generation activities and media plan at the Block and grassroots level
- ix. To ensure availability of secondary data relevant to GP DP as per the State Guidelines
- x. To ensure timely coordination of technical appraisal and approval of projects
- xi. To monitor the entire GP DP process at the Block level
- xii. To monitor the implementation of the GP DP
- xiii. To report and provide feedback to the District Coordination Committee on the status of GP DP in the Block, on issues and on best practices

**HR Support**

HR support will be required for:

- Environment generation
- Situation analysis
- Gram Sabha processes including envisioning and prioritisation
- Projectisation



- Technical and administrative appraisal and approval
- Implementation
- Monitoring
- Training

Broad categories for deployment of HR would include:

- Charge Officers
- Members of Task forces
- Members of Mobile Teams
- Technical appraisal and support teams
- Resource persons for capacity building
- Individual Charge-Officers may be identified and assigned to specific GPs or cluster of GPs who will be responsible for coordinating, reporting, troubleshooting and monitoring. Where there is significant HR constraint, the State might need to deploy these resources as Mobile Teams. Typically there should be a Mobile Team for each Block having triple functions:

- i. To conduct training onsite on a pre-fixed schedule visiting every GP or a cluster
- ii. To act as process monitors and as observers visiting GPs at random
- iii. To respond specifically to requests from GPs for assistance-that is, on call

It is also possible to have the resource persons for training to be given specific duties related to GPDP process.

It is advised that the staff placed for these functions should have received appropriate training on GPDP and their roles and responsibilities.

Possible sources from which HR can be drawn for different tasks and processes include:

1. IPPE resource person of MGNREGS-State, district and field levels
2. Community resource persons/Cluster coordinators/CLFs and PLFs of NRLM
3. Bharat Nirman Volunteers
4. NYK volunteers
5. Young Professionals working in different schemes
6. PMRDFs



7. NSS volunteers
  - General stream
  - Technical stream
8. Village level staff (GP Sachiv, ASHA, ICDS worker, Gram Rozgar Sahayak)
9. Other cutting-edge officials – especially from technical department
10. Literacy (Saksharata) Staff
11. Retired officials, especially Engineers
12. Outstanding officers from various departments on special working arrangement
13. Government Engineers of other departments on payment of incentive for additional work
14. Apprentices, interns from academic institutions
15. Barefoot Engineers
16. Professionals from CSOs/PSUs, academic institutions on voluntary basis
17. CSR placements
18. Trainers, not belonging to the above categories

States may develop policies and mechanism for mobilising HR on working arrangement, deputation and additional charge. Also, part time/full time volunteers may be identified meeting only the costs actually incurred by them.

A team of 5-6 respected and experienced elected members can be identified per cluster (5-6 GPs) to take accountability of GPDP in the cluster. This team can be given a list of empanelled resources and their skills, who the GP team can call upon as required for different phases of GP DP- such as data collection, understanding resource envelope, perspective plan preparation and annual plan preparation. Such empanelment process may be laid down by each state for different skills and steps of GPDP

### **Technology/technical Support**

Required technological and technical support like SATCOM facilities for capacity building, IT applications for budgeting and accounting and mobile applications for communication and monitoring will be provided by the State Government as well as Government of India.

The State may also consolidate and make available in simplified form technical information pertaining to watershed management, livelihoods, appropriate building construction, road construction, water supply and sanitation that are relevant to the

State. Requisite capacity building for dissemination of these technologies may also be arranged.

In those States where pilots for application of GIS for asset mapping and spatial planning and monitoring are running, the scaling up of such pilots may be considered.



### **Administrative and Technical Approval**

As per the accepted recommendation of Fourteenth Finance Commission, the Gram Panchayats choice of projects which are in accordance with the administrative and technical guidelines should not be changed by any higher authority. However, where there is violation of cost or technical norms, the Gram Panchayat can be asked to rectify the project concerned. Process for plan approval needs to be laid down by each state, technical and administrative guidelines laid down clearly and informed to the GPs, so that they can take decisions accordingly.

Projects which need detailed technical appraisal and sanction may ideally be referred to a Technical Committee for approval. There should be a queue system to ensure fairness. Gram Panchayats should clearly be informed by name and designation of officers responsible for taking estimates and issue of technical sanction for different categories of projects.

### **Implementation Arrangements**

Once the GPDP has been approved, there have to be necessary arrangements in place for timely and effective implementation of the Plan. There are multiple stakeholders in the implementation of a convergent plan, and many functionaries responsible for implementation may not have an institutional interface with the GP. Many GPs would be constrained by lack of regular staff. There has to be a clear engagement of the GP with various departmental authorities at the field level. It is therefore proposed that

- The roles and responsibilities of various departments, agencies and functionaries especially for implementation of Public works within fixed timelines should be clearly defined and persons may be assigned by name and designation
- The EC may indicate how the services of different officials will be availed by the GPs.
- Systems be put in place for all village level officers/functionaries to come to the GPs on fixed days as per well publicised schedule – to provide opportunity to discuss the implementation of different components of GP DP, to sort out operational problems, to listen to people and redress grievances.
- Detailed circulars may be issued jointly with the departments concerned explaining the role of GPs in vis-a vi local institutions like anganwadis, schools, health centres/hospitals etc. and in local committees related to water supply, sanitation, health, nutrition, school education, watershed, forestry etc.

- Clear role for SHGs and village organisations in implementation with special reference to community mobilisation, selection of beneficiaries and locations, operation and management of assets, community contracting, providing last mile connectivity for delivery of services may be provided.



## 2.11 Review, Monitoring and Evaluation

A. A good GPDP would need effective implementation, and a prerequisite for effective implementation is robust monitoring. The very nature of convergence itself calls for enhanced monitoring at multiple levels, starting from the community. It is therefore suggested that there should be a system for review at the following levels:

- i. Gram Sabha
  - ii. GP
  - iii. Intermediate Panchayat
  - iv. District Collector/CEO ZP/CDO
  - v. State
- B. It is also desirable that Community based monitoring may be put in place using the SHG network, facilitated by CSOs, if required.
- C. Academic institutions under Unnat Bharat Abhiyan could be associated with the monitoring of the GP DP.
- D. Field monitoring by identified officers and Quality Monitors at State/district levels is another method of monitoring that can be adopted.
- E. IT based monitoring including Geo-tagged, time stamped photographs of assets may be undertaken wherever the states are ready for the same.
- F. System of Pro-active disclosure may also be put in place, for which appropriate formats may be designed.
- G. National level monitors (NLMs) would monitor GP DP preparation and implementation as part of the field visits.
- H. States should also put in system of independent evaluation and share the findings with MoPR.
- I. Monthly Progress Reports(MPR) of physical and financial progress achieved project (work) wise needs to be prepared by the GP in prescribed format and shared with supervisory authorities.
- J. Social Audits as a tool to ensure that the programme and the functionaries are accountable to the gram sabha may be adopted.

- K. Monitoring of the progress of plan preparation at GP level may be made an agenda item of the review conducted by State and District level Vigilance and Monitoring Committees constituted to look into RD and PR programmes.



### 2.12 Incentivising performance

Documentation of best performances in process as well as implementation of GP DP and wide dissemination is desirable. Best performing GPs must be identified and nurtured to function as beacon Panchayats, acting as local schools of practice. Specific incentives could include:

- a) Instituting a system of objectively ranking performance of all GPs and giving awards to best performing GPs on criteria to be developed by the State Governments
- b) Arranging exposure visits to best performing GP within the state and in neighbouring states
- c) Identifying best performing ERs and officials/functionaries and grooming them as resource persons

### 2.13 Capacity Building

Systematic capacity building is the most critical factor in this whole exercise. Each State has to develop a clear strategy and plan of action for capacity building. The basic components of the plan should include,

- i. A state level institution to coordinate and lead. Ideally it should be the SIRD/PRTI; the State is free to entrust it to any other institution.
- ii. The target group of training programmes should be identified on the basis of functions they are expected to perform. People who would perform similar functions like being Charge officers, members of similar Task forces etc. should be trained together. The general target group would include:
  - Policy makers, heads of departments and senior officers at the State level-from the departments involved
  - District Collectors/CEOs/CDOs and other district level officers concerned
  - BDOs and block level officers concerned
  - All cutting edge level officers/functionaries of the departments involved- Panchayat Secretary, Junior Engineer/Technical Assistant, Gram Sevak, Gram Rojgar Sahayaks, ICDS Supervisor/Anganwadi Worker, PHC Doctor, ANMs/ASHAs, School Head Master/Teachers, Forest guard/worker, Agriculture/Veterinary Officer/Assistant.
- iii. The key target group would be the Elected Heads and other elected functionaries and elected members. While the focus of training for planning and

implementation has to be on the GP, the other tiers should also be covered from the point of view of facilitation and convergence.

- iv. SHG Network, local CSOs, members of the proposed task forces, key members of different GP/village level Committees, volunteers identified under different schemes, members of IPPE teams, BNVs etc. should also be suitably trained.
- v. Ideally, the resource persons for training should be only at two levels- Master Trainers at the State level and trainers at the Block level. The State level resource persons should train the block level resource persons as well as senior functionaries who in turn would train others. Resource persons would have to be identified from within and outside the Government and properly trained. While identifying resource persons preference may be given to persons having experience of conducting grass roots level training in programmes related to literacy, health, MGNREGS, sanitation, livelihood, watershed etc. Community resource persons of NRLM and elected representatives, present and past, who have shown outstanding performance should also be included as trainers/Master trainers.
- vi. It is suggested that thematic training may be conducted in phases in accordance with tasks to be performed at a point of time.
- vii. Modules need to be carefully prepared for each theme.
- viii. Simple hand-books should be prepared for the trainers, for the ERs and for the implementing officials-in the local language and wherever possible in local dialect.
- ix. The pedagogy (teaching-learning process) should be interactive and participative.
- x. Wherever possible, audio visual materials may be used to supplement.
- xi. The training plan should also build in a monitoring and feedback system to ensure quality and coverage.
- xii. Help-desk may be set up in the SIRD with a help line which the ERs, Officials and resource persons could easily access.

The resources required for training may be pooled from different sources like RGPSA, MGNREGA, NRLM, SBM and state funds for capacity building.

#### **2.14 Accountability Systems**

The following measures are suggested for ensuring accountability and transparency:

1. Widespread disclosure of the Resource Envelope at the GP level
2. Pro-active disclosure of the product of PRA exercises, situation analysis and visioning, norms adopted for prioritisation, criteria followed for identification of locations/beneficiaries





3. Disclosure of names of resource persons and members of different task forces and committee.
4. Ensuring that key meetings of GP are held after wide publicity in the presence of as many citizens as possible
5. Publishing expenditure details of different stages in the planning process
6. Disclosure of the details of the approved plan and the expected outcomes
7. Wall paintings and information boards to be set up in vantage locations in GP.
8. Citizen information boards at all worksites.
9. Keeping 'works file' in GP office, having all records/documents
10. Oral reading of key information in the Gram Sabha, SHG meetings, MGNREGS work sites etc.
11. Notice of gram sabha meetings to discuss plan preparation to be intimated to concerned MPs and MLAs of the constituency
12. Keeping of copies of all documents in Panchayat Bhawan and village libraries.
13. Uploading of all above information on the websites.

The mode and form of each of these accountability measures need to be spelt out clearly. Also, there should be a grievance redressal system available to citizens and GP.

### **2.15 Timelines**

The State government (particularly the EC), may ensure that each of the activities of the GPDP – environment generation, participatory planning, concerned Gram Sabha meetings, projectisation and approval of the plans – are executed in a time bound manner.

### **2.16 Let Us Sum Up**

It is desirable that the planning process for a particular year's plan are completed by March of the previous financial year. It is also desirable that the process synchronises with the IPPE labour budget planning, so that the Gram Sabha processes do not have to be repeated, and single consolidated/convergent plans are made. While timelines are being fixed, it is important to bear in mind the capacity building requirements of the concerned activities and the time required to complete the same.

### **2.17 Key Words**

Gram Panchayat level Development Plans (GPDP), Accountability Systems, Capacity Building.

## 2.18 References

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## Unit – III

### Schemes and Resources for Gram Panchayat Planning



#### Learning Objectives:

After completion of this unit, you should be able to:

- *Understand the different schemes of Odisha*
- *Explain the different schemes related with different departments*
- *Discuss the different schemes launched with provisions of the departments.*

#### Structure:

- 3.1 Introduction
- 3.2 Different Schemes in Odisha
- 3.3 Let Us Sum Up

#### 3.1 Introduction:

This Unit provides a detailed picture of different schemes launched under different sectors complying the provisions / needs of the specified schemes.

#### 3.2 Different Schemes in Odisha:

The Government of Odisha had come up with various schemes from time to time for the people of the State. They are detailed below:

Scheme	Launched on	Department	Sector	Provisions
Ahar Yojana	April 1, 2015	Cuttack Municipal Corporation	Food Subsidization	Provides cheap lunch to urban poor at a subsidised price of Rs 5 per meal. The mission of this scheme is to provide cheap lunch to laborers who travel to big cities in search of work. <sup>[2]</sup>



Scheme	Launched on	Department	Sector	Provisions
Ama Jungle Yojana	January 2014	Forest & Environment	Forest Restoration	Focuses on forest restoration, promotion of sustainable management of forests and improvement of livelihoods of forest dependent communities. The scheme would be implemented over a period of eight years in three phases.
Biju Atma Nijukti Yojana	April 2015	MSME	Self Employment	Aims at providing loans and subsidy to the people of the state for self-employment. Under this scheme MSME department aims to generate one lakh jobs in the 2015-16 financial year in the MSME sector.
Biju Gram Jyoti Yojana	2007	Energy	Rural Electrification	Aims at providing electricity to villages which are not covered under the Rajiv Gandhi Gramin Viduytkaran Yojana (RGGVY)
Biju Juba Sasaktikaran Yojana	October 2011	School & Mass Education	Education	Providing laptops to meritorious students between age group of 18 to 25
Biju Kanya Ratna Yojana	2016	W&CD	Women Empowerment	Creating an Environment for Girls that promotes equal opportunities, eliminates discrimination and ensures empowerment through changes in societal attitude. Announced in Odisha Budget of 2016-2017. To be launched in selected Districts - Angul, Dhenkanal, Ganjam. Allocation - 2 Crore.
Biju KBK	October			



Scheme	Launched on	Department	Sector	Provisions
Yojana	2011			
Biju Krushak Kalyan Yojana <sup>(1)</sup>	November 2013	Agriculture	Health Insurance	A health insurance scheme for the farmers in the state of Odisha
Biju Krushak Vikash Yojana	2000	Agriculture	Irrigation	Aimed to maximise the irrigation potential through pani panchayats. The objective of the Government was to irrigate an additional 2.4 lakh hectares of agricultural land during the five-year period from 2000.
Biju Pucca Ghar Yojana	September 2014	Rural Development	Housing	Aims at converting all Kucchha Houses to Pucca Houses in Rural Areas. Mo Kudia Scheme has now been subsumed into it.
Biju Setu Yojana	October 2011	Rural Development	Development	Construction of New Bridges on RD Roads and Important PS Roads to provide all weather connectivity to rural areas
Gopabandhu Grameen Yojana	2006	Rural Development	Regional Imbalance	To provide additional funding for development of roads, supply of drinking water and electricity to the 11 districts which are not covered under the Backward Region Grants Fund (BRGF)
Madhu Babu Pension Yojana	October 2011	Women & Child Development	Pension	Pension Scheme for Old, Widow and Disables
Mamata	October	Women & Child	Health	It is conditional cash transfer maternity benefit scheme.



Scheme	Launched on	Department	Sector	Provisions
Yojana	2011	Development		Pregnant and Lactating women of 19 years and above receive Rs. 5000/- in four installments through Bank Account
Mo Kudia	February 2008	Rural Development	Housing	Aims at providing houses to poor who do not find themselves enrolled in BPL List or are not covered under Indira Aawas Yojana. This schemes has now been subsumed into Biju Pucca Ghar Yojana
Nirman Shramik Pucca Ghar Yojana	February 2015	Labour & Employee Insurance	Housing & Pension	To provide shelter to construction worker. Construction workers having a registration for a minimum period of five years will be eligible to get Rs. 1 lakh as housing grant under the scheme. Construction workers having registration for a minimum period of five years will be eligible to get a monthly pension of Rs. 500 on attaining the age of 60 years”.

### 3.4 Let Us Sum Up:

This unit give a detailed description as Ahar Yojana, Ama Jungle Yojana, Biju Atma Nijukti Yojana, Biju Gram Jyoti Yojana, Biju Juba Sasaktikaran Yojana, Biju Kanya Ratna Yojana, Biju KBK Yojana, Biju Krushak Vikash Yojana, Biju Pucca Ghar Yojana, Biju Setu Yojana, Gopabandhu Grameen Yojana, Madhu Babu Pension Yojana, Mamata Yojana, Mo Kudia, Nirman Shramik Pucca Ghar Yojana.

