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GUIDELINES FOR THE PREPARATION OF DISTRICT PLAN

**GOVERNMENT OF ASSAM
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PREFACE

The 73rd and 74th Amendments to the Constitution gave constitutional status to local self governments and provided a new, platform for decentralized planning from below for economic development and social justice.

The Constitution 74th Amendment provides for a District Planning Committee to consolidate the plans prepared by the panchayats and the municipalities in the district and to prepare a draft development plan for the district as a whole. To fulfil the requirements of the 74th Amendment, it is necessary to create conditions for the formulation of area plans by panchayats, starting from village level and for the integration of these village area plans at Anchalik Panchayat and district levels.

Eleventh Plan commencing in 2007 is firmly anchored in district plans prepared by the District Planning Committees. District plans are a vital input for effective state planning, state plans in turn are a crucial input for national level planning.

Planning at each level will follow the activity mapping.

The sequence of preparing the Eleventh Five Year Plan from grassroots upwards could be to undertake a decentralized envisioning and stocktaking exercise, followed by a planning exercise at each local body level and then the consolidation and integration exercise. The envisioning process, would look at how the main priorities are determined as also the participatory process that enable all stakeholders to be involved.

With the devolution of powers and responsibilities of planning, rests with the district level panchayat given the area, population characteristics and the availability, to some extent, of administrative and technical capabilities at the

district level. While the prime role may be played by District Panchayats, the Panchayats at the intermediate and village levels have vital role in the process of participatory planning. Articulation of local needs has to be one of the important functions of Gram Sabhas. Gram Panchayats should be required annually to prepare plans for their local area which are integrated at the intermediate level, block plans being integrated in turn into the plan of the District Panchayat.

Plan for the Gram Panchayats (GP) are prepared accommodating the requirements of individual villages expressed in the Gram Panchayat. The plans formulated by the GPs are passed on to the Block Panchayat, which after incorporating GP plans into its own, sends it to the Zilla Panchayat (ZP) for similar action, before the ZP plan is integrated into the District Plan. This process has been designed to ensure that, in some way or the other, every local aspiration, even at the village level, is taken note of.

The block and district panchayats prepare their plan documents duly integrating local level plans and designing complementary programmes wherever necessary. In order to achieve this, the blocks and district panchayats undertake a detailed analysis of local development reports, local plan documents and the recommendations from below. The final development plan thus evolved for each district reflects the local needs and aspirations of the people and truly attempts to get them fulfilled.

In above context, guidelines for the preparation of district plans have become urgently necessary. Guidance has been taken from the Guidelines of the Planning Commission, Manual for Integrated District Planning of the Planning Commission and materials prepared by NIRD.

Steps in the preparation of District Plan.

District is the most suitable administrative unit for decentralized planning below the state level as it possesses the required heterogeneity and is small enough to undertake people in planning and implementation and to improve productivity; district planning is an important tool.

District Planning is the process of preparing an integrated plan for the local government sector in a district taking into account the resources (natural, human and financial) available and covering the sectoral activities and schemes assigned to the district level and below and those implemented through local governments in a state.

With the 73rd and 74th amendments of the Constitution, decentralization of planning is emphasized and the methodology of district plan needs change. The following approach is suggested for the preparation of the district plan.

1.1. The sequence in the preparation of district plan can be summed up as follows:

- Preparation of district vision, block vision and gram panchayat level vision.
- Preparation of participatory plan involving Gram Sabha from Gram Panchayats to Zilla Parishad.
- Preparation of plans by Urban Local Bodies.

- Consolidation of plans prepared by local bodies by District Planning Committees.
- Planning starts with the preparation of vision documents by local bodies.

1.1. 1. Step One

A vision document for 10 to 15 years is to be prepared by the district and for each local government based on a participatory assessment. The DPC may hold formal interactions with local governments and other key stakeholders on this and then finalise it. The document should clearly identify the key reasons for backwardness / development shortcomings and address issues impeding development. It will cover

- a. Agriculture and allied sectors.
- b. Availability and development of water sources.
- c. Industries – especially traditional, small industries including food processing.
- d. Infrastructure including power.
- e. Drinking water and sanitation.
- f. Literacy, school education.
- g. Health and medical facilities.
- h. Poverty reduction and basic needs.
- i. Gender and children.
- j. Social justice – SC / ST, Persons with disability etc.

To assist the DPC in preparing the vision document (and subsequently to vet the draft plan proposals), a Technical Support Group may be constituted in each district. It may consist of departmental officers nominated for the purpose in addition to their duties or retired persons locally available or a local academic institution or established NGO with a proven record – similarly, technical support as appropriate, may be organized for the urban areas, intermediate panchayats and village panchayats.

If undertaken in a campaign mode, the preparation of vision documents can be completed in two months time.

Further, if District is to be the economic unit for planning exercise, the scope of vision document could be expanded to include areas of comparative advantage of each district which would be the basis for attracting private investment.

1.1. 2 Step Two.

After finalizing the vision document for the district at the district level, the document will be discussed at the block level and a vision document for the block will be prepared with some modifications based on the conditions of the block. The vision document for each block need not be completely different because the agro-ecological conditions of some planning units at this level may be same, particularly when a district is divided into a large number of Inter Mediate Panchayats as in the case of Andhra Pradesh. Even though the same vision is adopted for some blocks / mandals, it is necessary to have the vision owned by the Intermediate Panchayat. This exercise will be done by a team of experts at block level. The same team will be responsible for plans at the GP level. However, the team will take some members like professionals or retired persons belonging to the area to assist the team in the preparation of the plan. The general formats for planning at the lowest unit level viz., GP or ULB will be prepared at

the district level and they will be adopted with certain modifications at the block level.

Vision of the Gram Panchayat will also be prepared accordingly. The vision of the GP will be based on the Socio-economic Profile of the GP and views of the GP.

1.1.3. Step three.

At the third stage, the plan at the GP or ULB will be prepared. This will be prepared by the team with the help of people's participation. They will first interact with the GP and prepare a vision on the lines of the district vision. Once the Gram Panchayat vision is approved, the team will conduct several Group Discussions to find out the potentials, needs and constraints of the village economy in Gram Sabha. The felt needs of these communities and the support needed for improving their livelihood conditions will be elicited. Once this exercise is completed, it will be discussed in the Gram Sabha. This approach will help to study the situation thoroughly and prepare the plan. In particular, all the schemes CSS State sponsored schemes will be examined thoroughly with a view to understand their suitability to the area. This can be more easily ascertained from the beneficiaries / stake holders. The plan should also take into account the long term development perspective of the GP and also natural resource management (NRM) aspects.

1.1.4. Step four

The above three steps followed the top down approach in the preparation of the district plan. After this GP Plan is prepared and no plan is ready at higher levels except the vision. The Plans at the higher levels will be prepared in the next steps. In this step, the GP plans will be consolidated and put before the IP. In the GP plans, the benefits of some of the schemes will go beyond the GP and such

schemes may figure in the other GP plans also. Hence, they have to be separated and duplication has to be avoided. Similarly, some schemes which provide benefits beyond the GP level may not be identified in any GP. The Block Plan has to identify those schemes / projects. This exercise will be done at the meetings of the Intermediate Panchayat level.

1.1.5. Step five

The final stage is the preparation of the district plan. This will be finalized after the Block Plans are finalized in the same way as the Block Plan is finalized on the basis of the GP Plans in the Block. The schemes that will not figure in the Block Plans, but are essential for the development of the district will be identified at this stage. Further, an attempt will have to be made to achieve functional and spatial integration and use the norms for the provision of social infrastructure.

The above five steps will help in the preparation of the perspective plan. To work out the annual plans, the financial resources available have to be taken into account. The local government component of the District Plan would emerge out of the resource envelope containing the following sources of funds:

- Own resources available for development
- Transfers by SFC for development purposes
- Twelfth Finance Commission grants passed on by the State Government
- Untied grants for local planning
 - Grants in respect of CSS Grants for State Plan schemes assigned for implementation through local Governments
 - Grants for externally supported schemes assigned for implementation through local governments
- Estimated contribution by the communities themselves

The document that embodies this statement of resources and their allocation for various purposes is known as the District Plan. It would essentially have three aspects namely.

1. Plan to be prepared by the Rural Local Bodies for the activities assigned to them and the national / state schemes implemented by them with their own resources and those earmarked for these purposes;
2. Plan to be prepared by the Urban Local Bodies for the activities assigned to them and the national / state schemes implemented by them with their own resources and those earmarked for these purposes;
3. Physical integration of the plans of Rural and Urban Local Bodies with the elements of the State Plan that are physically implemented within the geographical confines of the district.

1.2. Summing up of the sequence in the preparation of a district plan.

Based on the vision document prepared and adopting a participatory approach, panchayat will prepare development plans in the following sequence highlighting and prioritizing the needs of the rural people and setting goal for a five year period in the following manner:

- a. The draft plan preparation should start at the Gram Sabha level. The Gram Panchayat may finalise its plan based on priorities emerging from the Gram Sabha and give suggestions for the Intermediate Panchayat. Projects and activities which can be implemented at the Gram Panchayat level should be included as “Gram Panchayati Plan”. Those projects and activities which can be implemented in more than one Gram Panchayat, will be forwarded to the Intermediate Panchayats to be considered for inclusion into the “Intermediate Panchayat Plan”. The Gram Panchayat plans should also provide an estimate of the community contribution that can be mobilized for the purpose of implementing the development plan.
- b. Based on these suggestions received from Gram Panchayats and its own priorities the Intermediate Panchayat should finalise its plan. Projects and activities, which can be implemented at the Intermediate Panchayat level should be included as “Intermediate Panchayat Plan”. Those projects and activities which need to be implemented in more than one intermediate panchayat will be forwarded to the District Panchayat to be considered for inclusion into the “District Panchayat Plan”.
- c. Based on the Gram Panchayat Plans, the intermediate Panchayat Plans and District Panchayat Plans, the District Planning Committee shall finalise the District Plan for the district.

Preparation of the vision documents for district plan.

2.1. The first step in the preparation of district plan is bringing out the vision document for the district. The vision document consists of two components. One component is the Socio-economic Profile of the district. This is prepared by the technical committee consisting of departmental heads, economists and professionals. This profile will examine the resources of the district and performance of the district in the recent past in a comparative perspective with the state. The analysis will begin with the per capita income of the district vis a vis State and then focus on the following four sectors:

- (a) Primary sector consisting of agriculture and allied activities
- (b) Secondary sector consisting of agro- processing, production of consumer goods, village and cottage industries and handicrafts.
- (c) Tertiary sector consisting of organization and supply of inputs for agriculture and rural industry, marketing, rural credit and banking and crop and general insurance.
- (d) Infrastructure sector consisting of drinking water, health and education facilities, irrigation, power, construction of net work of roads, transport facilities etc.

2.2. The analysis of the primary sector has to be comprehensive because it is completely under the purview of the district sector and a high proportion of population depends on this sector. While undertaking this analysis, the district may have to be divided into a few homogeneous sub-regions. Land use, cropping pattern, crop yields, irrigation by source, livestock by type, infrastructure for input supply and output marketing have to be analyzed thoroughly.

2.3. After analyzing the sectoral performance, the analysis will focus on human resources. Population, sex ratio, age composition, literacy, work participation rates, dependency ratios are some of the important variables that will be considered in the analysis. Human development index can be prepared for each block taking income, education and health as indicators. The normalization procedure adopted by the UNDP can be used in calculating the HDI.

2.4. A third component in the district profile is the analysis of intra-district variations in development. A number of variables can be considered to estimate the composite index of development. The backward blocks in the district can be identified so that they can be brought to the average level on priority basis.

2.5 Once the Socio-economic Profile is prepared, it will be presented to the DPC and it will be thoroughly discussed. The DPC will evolve the vision for the development of the district. While the broad vision for any district will be the same as for the nation, it will be made more specific based on the socio-economic conditions of the district. The vision for the Eleventh Plan of India will be first specified and it be made more concrete in view of the socio-economic and agro-ecological conditions of the district.

2.6. After finalizing the vision document for the district at the district level, the document will be discussed at the block level and a vision document for the block will be prepared with some modifications based on the conditions of the block. The vision document for each block need not be completely different because the agro-ecological conditions of some planning units at this level may be same, particularly when a district is divided into number of Inter Mediate Panchayats. Even though the same vision is adopted for some blocks, it is necessary to have the vision owned by the Intermediate Panchayat. This exercise will be done by a team of experts at block level. The same team will be responsible for plans at the GP level. However, the team will take some members like professionals or retired

persons belonging to the area to assist the team in the preparation of the plan. The general formats for planning at the lowest unit level viz., GP or ULB will be prepared at the district level and they will be adopted with certain modifications at the block level. The vision document of the district and the block will be discussed at Gram Panchayat level. On that basis Gram Panchayat level vision document will be prepared

2. 7. Millennium Development Goals: Millennium Development Goals will also help in preparing the District Vision Document. They are as follows:

GOAL 1: Eradicate extreme poverty and hunger.

GOAL 2: Achieve universal primary education.

GOAL 3: Promote gender equality and empower women.

GOAL 4: Reduce child mortality.

GOAL 5: Improve maternal health.

GOAL 6: Combat HIV/AIDS, malaria and other diseases.

GOAL 7: Ensure environmental sustainability.

GOAL 8: Develop a global partnership for collective action and co-operation.

Millennium Development Goals have been translated in terms of National Development Goals and further into State Development Goals.

You can scale down these goals to the local district / sub-district level.

Your goals can be put down as the district vision

Identify strengths and weaknesses of the district.

Quantify the current status of each goal and make a realistic assessment, for example....

- Girl child drop out rate?
- Infant mortality rate? Maternal mortality rate?
- Literacy rate?
- Bad nutrition, non-availability of foodgrains through PDS?
- Disease incidence?
- Abject poverty?
- Agricultural growth?
- Migration?
- Potential for industries?

2.8. In basic terms, the articulation of a vision is best done in each planning unit, right down to the Gram Panchayat Level, stating with respect to each area what the needs and potential are, what the attainable levels are and what the goals to be reached could be. A basic requirement is that the preparation of the vision is not conditioned by schemes and programmes. The vision would be primarily articulated in terms of goals and outcomes and would address basically, three aspects of development, namely, human development indicators, infrastructure development and development in the productive sector. The idea is that the envisioning process, being participative, would build a spirit of teamwork and hopefully break down the department wise planning process that is now dominant.

2.9. Vision document prepared at the district level and subsequently adopted by the blocks and Gram panchayats with certain modification will help in the actual bottom up planning process from the Gram Sabhas upward.

2.10. Building a vision for basic human development indicators would essentially cover health, education, women and child welfare, social justice and availability of basic minimum services. Each panchayat could purpose, in its envisioning exercise, that they will achieve the levels specified for each such aspect within a particular period of time. Building a stage by stage approach is not precluded – for instance in districts that are below the national average in literacy, the first step would be to reach the average level and the next would be to attain the desirable level. Similar envisioning could be undertaken in respect of attainments regarding education, health, water supply and sanitation etc. Special attention has to be given to women and disadvantaged groups so as to enable them to take a lead in planning. The current means for inclusion of women in development planning and implementation as well as in allocation of funds is to offer a special women's component plan to ensure that part of sectoral funding is available and used for women. However, what is needed is that, equality has to be built into the envisioning process as a whole, by ensuring that women have an important role in the design of the entire panchayat plan, rather than only in the women's component. For example, in surveys involved in the planning process, it needs to be ensured that women's views are especially sought, including through focus group discussions. Women community leadership will need to be identified and included in committees that may be formed under various sectors, to ensure that women are included in planning for sectors other than social development, such as infrastructure, use of common lands, natural resources and employment. In ensuring meaningful participation of traditionally muted and excluded groups like dalits and women in the envisioning exercise, there is need for special capacity building for them. Networks of elected women members ought to be encouraged so that they can

exert collective pressure as well as through up leadership for a meaningful development of village and district plans with women's views embedded in them. Capacity building programmes ought to ensure women's empowerment as a cross cutting theme so that women's empowerment is understood by others and development priorities identified by women are respected. These processes can become part of the participatory exercises in building the district vision.

2.11. With respect to the vision for infrastructure, the targets aimed under Bharat Nirman could be adopted in the manner as applicable for each district. the vision for the productive sector would consider what is the potential of the district and what can be reached within the plan period, considering the natural and human resources available in the district. there ought to be a close look at all aspects of natural resources use such as food and agricultural production, land and its improvement, irrigation and attainment of water security etc. The vision should also cover the possible local response to the changes taking place as a result of national, state and private development efforts.

2.12. There are several districts in the country where the basic targets concerning human development indicators have been already achieved. In such districts, the concentration could be on the next level of envisioning, basically in infrastructure and economic development, modernization of traditional industry and technical development peoples' skills.

2.13. Evolution of the District Vision through discussion in panchayats and other local bodies.

2.13.1 The district vision document should be given wide publicity. There are several means by which DPCs could ensure wide dissemination of the vision, one of them being to progressively cover all Intermediate Panchayats and Gram Panchayats on a block wise basis through a series of workshops for all panchayat leaders for creating awareness. Copies and brief abstract of the same should also be made available to the people as a priced publication.

2.13.2. It is essential that the district vision is owned by all. This will require a high degree of participation in the preparation of the vision. The Ward and Gram Sabhas will have to be involved fully in the preparation of the district vision. One of the processes that is suggested in the exercise for planning, namely, undertaking participative citizen surveys is itself a good way of starting the process, through giving every citizen surveyed an opportunity to voice his or her needs and vision.

(Proforma given in Annexure – I may be used for the preparation of the vision document).

Undertaking a parallel stock taking exercise

3.1. The stock taking exercise is a very critical since envisioning and planning need to be based on objective assessment of the existing situation. The purpose of the stock tacking is to assess the level of human development and availability of natural and financial resources as well as infrastructure. The stock tacking exercise envisage beyond a general district profile. While preparing the stock taking report for the district principles and requirements of visioning exercise need to be clearly understood and born in mind.

3.2. Paralleling the envisioning process, a stock- taking exercise would need to be undertaken, comprising both an assessment of the human condition in the District, as also the availability of natural , social and financial resources and infrastructure. For doing this, data pertaining to these aspects of development already existing in different forms would need to be compiled, assessed and described in a simple fashion. Using a common manner of describing and displaying the results of stock taking would be useful. This Group has elsewhere made suggestions concerning the work of preparing and maintaining database for planning. The database prepared would be an invaluable resource for the stocktaking exercise. In this connection, the concept of using development radars, already used by the Planning Commission for preparing the National Human Development Report-2001, merits wider adoption. Development Radars are a pictorial depiction of the performance of a unit of planning in respect of various sectors such as

health, education, poverty alleviation, drinking water, housing etc. These can be redrawn over a time sequence and the differences in attainment measured. Apart from aiding stocktaking and envisioning , DRs could even be used as a report card that can measure progress on the development parameters that comprise it. With the strides being made in electronic data compilation, if a listing of Panchayats with the constituent revenue villages is made available by States, development radars can be prepared for Gram Panchayat too. We strongly recommend that the preparation of Developmental Radars be taken up, on priority, as part of the stock taking exercise.

3.3. The first step in the planning process is to prepare a district stock-taking report, to assess the level of human development and the availability of natural and financial resources and infrastructure. Relevant data from various sources can be compiled, assessed and described in a simple fashion. This report would contain:

Basic facts of the district, including natural resources	Geographical area, terrain, agro-climatic conditions, flora and fauna, land use, water availability, geology, minerals, demographic data, types of habitation, households and families, social structure, occupations and way of life, etc.
Infrastructure and services for the public	Transport and communication network, irrigation and water supply, electricity and fuel supply, housing and basic amenities, drainage and sanitation, food supply and nutrition services, health delivery system, schooling and education, employment and self-employment, farm sector development, industry and trade, technical training and skill development, professional education etc. Verification of physical assets, both community

	and individual assets, undertaken at each local government level.
Data on important indicators and assessment of development	Life expectancy at birth, maternal mortality, neonatal and infant mortality, child mortality, immunisation, malnutrition, acquired disabilities, morbidity and linked mortality, literacy, mean years of schooling, average educational attainment, age at marriage, family planning, gainful employability and employment, economic status with regard to the poverty line, access to adequate housing and basic amenities, standards of living, social security, fulfillment of civil rights, etc.
The local administrative set up	The number and statistics regarding rural and urban local governments (Panchayats, urban local bodies, autonomous councils etc.), line departments attached to local governments, state line department offices, missions and other parastatals operating in the district.
Financial information	District government budget allocations source-wise and sector-wise, actual receipt and expenditure in previous years, pattern of resource distribution among local governments, own revenues of local governments, district credit plans, major corporate investment details, investments by SHGs and micro finance institutions (MFIs).
New areas for accelerated growth; potential 'lead sectors'.	New areas of economic growth such as new industries, corporate investments, tourism, agricultural diversification.
Wherever possible, data should be in time series so that trends can be analysed.	

3.4. Developing HDR reports for States and Districts :

3.4.1. Several States have prepared HDR reports which have become the basis for the development planning exercise in them. It is suggested that HDR reports be prepared district wise, so that there is a common framework within which the envisioning exercise takes place in each district.

3.4.2. Other aspects of the Stock taking exercise would be as follows :

- Determination of cumulative physical and financial achievement regarding the availability of government provided services, from data available with implementing officers.
- Verification of physical assets, both community and individual assets, undertaken at each Panchayat level.
- Determination of works spilling over from the earlier plan and the funds required for the completion of the same.
- In many areas of service delivery , the private sector has supplemented insufficient government provision and the stocktaking exercise has to take into account the extent of such supplementation.
- The credit plans of the district can be used as a starting point for taking stock of the resources that are available through credit for planning. This will need to be supplemented by taking stock of the growth of the self –help movement and micro finance.

3.4.3. After the envisioning and stock-taking exercise, the DPC will need to determine a strategy for the development of the District as a whole and accordingly provide guidelines to the Panchayat Raj Institutions and Municipalities for formulating their Plans. The objective is to ensure that all DPCs prepare and update at least once in five years synchronous with the Five year plans of the Centre, a five year plan for the development of the district, defining the goals of development in each sector and outlining the strategy to be followed for each sector based on local conditions.

3.4.4. The ultimate purpose of the envisioning process and stock taking exercise is to arrive at a development vision and perspective for the district planning. The objective of envisioning, as per report of the Expert Group, is to set priorities for district planning. This prioritisation needs to be firmly grounded on facts and data, which come through rigorous compilation and analysis of data in the form of an objective stock taking exercise. Consistent to this, actual prioritisation should be accomplished through a “back and forth consultation process” involving all possible stakeholders of the development of the district.

3.5. Example of an envisioning exercise in a district of Asam.

3.5.1. Given below is a synoptic district level baseline along with national target/norm is presented. This would provide scope for physical targeting and goal setting, phasing and planning at the subsequent stages of the district planning process.

Sector	Indicator	Unit	District taken up	India	Status	Target/Norm
Rural Roads	Villages with paved roads	%	35.1	39.8	☹️	all villages
Education	Rate of literacy	%	69.0	64.8	😊	more than 85
	Gross enrolment ratio (I-V)	%	73.6	93.3	☹️	
	Gross enrolment ratio (VI-VIII)	%	46.1	58.4	☹️	
	Combined enrolment ratio	%	63.1	80.1	☹️	
	Primary school/ village	Ratio	1.0	0.5	😊	At least 1
	Gender gap in literacy	Value	17.4	21.6	😊	Below 10
Electrification	Villages electrified	%	91.3	73.8	😊	all villages
	Households electrified	%	41.8	69.4	☹️	
Drinking water	Villages with safe water	%	99.9	96.1	😊	all villages
	Houses with piped water	%	7.2	39.6	☹️	
Healthcare	Infant Mortality Rate	/1000	51.0	66.0	😊	At least 28
	Institutional delivery	%	49.8	47.0	😊	
	Immunisation coverage	%	80.3	54.1	😊	
	Family planning coverage	%	51.1	54.1	☹️	
	Health centre coverage	/5000 pop	0.5	0.7	☹️	At least 1
	PHC Coverage	/30000 pop	0.2	0.7	☹️	At least 1
Agriculture	Land cultivated out of cultivable	%	89.0	87.8	😊	
	Area irrigated	%	7.0	42.4	☹️	
	Average Productivity (paddy)	MT/ha	18.5	--	😊	
	Average size of holding	ha	1.8	1.3	😊	
	Cropping intensity	%	145.0	135.9	😊	

Poverty	Poverty ratio	%	16.1	27.5	😊	Below 10
	BPL family	%	35.0	--	😊	
	Unemployment rate	%	43.3	31.3	😊	
	Gender gap in WPR	Value	21.2	26.1	😞	
Housing and living	Pucca houses	%	8.0	33.9	😞	
	Houses with toilets	%	82.0	46.8	😊	All houses
	Houses with "low standard"	%	58.3	44.8	😊	
	Overall HDI	Value	0.483	0.609	😞	

**Compiled from various sources*

3.5.2. The above matrix can serve as a useful tool for arriving at a vision for the district. Priority column of the matrix along with the corresponding sectors are obtained through “back and forth consultative process” of envisioning. Since purpose of the vision is to articulate “goals and targets” of “outcomes” rather than “outlays”, the present status of the “priority sectors” are measured through some monitorable outcome indicators to serve the purpose of the baseline. The next to the baseline column national level estimates are provided to locate the present status of the district in terms of the identified indicators and status is indicated by self-explanatory smiley symbols. The last column provides the additional information regarding the national/programme target(s) relating to corresponding indicator(s).

3.5.3. The matrix is expected to facilitate the process of goal setting as well as phasing. For example, in case the status of an indicator is below the national average, in the first phase, plan should target to achieve the national level and then to achieve the national norm or target in the subsequent phases.

3.5.4. The approach and strategy of the plan, therefore, should be to bridge the development gaps in areas of where the district is lagging and to achieve the level of saturation and targeted norms where the district is already ahead of the national levels.

3.5.5. Keeping the ethos of the decentralised planning in the country and overall people centric inclusive growth paradigm in mind, based on the inputs received through consultative, participatory envisioning process and objective stock taking exercise, following vision statement is forwarded for adoption of the DPC.

3.6. Articulating the Vision Statement

The district by the year 2025, envisions achieving a higher level of human development in the district, reflected through rising levels of the human development indices during plan periods, by empowering people through education, by ensuring people a healthier life, and by eliminating poverty and raising the standard of living with strategies, which are equitable, inclusive, gendered and sustainable.

3.7. Perspective behind the Vision Statement

3.7.1. The raising the human development index of the district in the future entails improvement in three dimensions – health, education and income.

3.7.2. The health dimension refers to long and healthy life which needs to be ensured through provisioning of better healthcare facilities. Provisioning of better healthcare facilities essentially combines two issues availability and accessibility.

3.7.3. The availability of healthcare embodies creation and/or enhancement of infrastructure and manpower at least to the level of fulfilling the mandatory norms.

3.7.4. The issue of accessibility takes into account the service delivery, quality and connectivity. This links rural connectivity with the healthcare and reflects complementarities between the two sectors.

3.7.5. Healthcare also vastly dependent upon enabling environment, which envelops adequate sanitation and access to safe drinking water.

3.7.6. These together with particular emphasis on institutional and safe delivery, maternal care and immunisation will reduce mortality and morbidity rates and will enhance the life expectancy at birth, and will influence the human development index positively.

3.7.7. The second dimension i.e. education needs to be stressed upon through increasing the rate of literacy, reducing the gender gap therein. Alongside, care is to be taken to reduce the rate of dropout by eliminating and addressing the reasons thereof, and also by stabilising the gross enrolment ratios across classes and gender. These will push the human development index further upward towards fulfilling the vision.

3.7.8. Ensuring quality education is of utmost importance in order that education helps increase in income. These would necessitate improvement in school infrastructure and amenities, provisioning of required numbers of teachers to schools and improving the service delivery and quality in schools.

3.7.9. Enhancing income would call for eradication of poverty and unemployment through immediate support systems in the short run, and by increasing the district domestic product in the long run. Since agriculture is a major contributing sector, emphasis needs to be placed in increasing productivity in the agriculture and allied sectors. Productivity enhancing measure in agriculture and allied sectors would encompass myriad strategies and approaches.

3.7.10. The role of industries and services including trade and commerce can't be undermined in augmenting the district domestic product. This together with population stabilisation would ultimately increase per capita income of people causing human development index to rise further up.

3.7.11. Enhancement in income would have impact in housing and housing amenities and living standard will improve consequently. This would have cyclic effect on the level of human development. Besides, provisioning of housing amenities including electrification will greatly supplement the process.

3.7.12. The perspective on human development will grossly remain handicapped without referring to the issues of sustainability. Sustainability when viewed as reducing the vulnerabilities will bring the issues of flood and erosion in the district distorting the process of development.

3.7.13. Looking at this perspective, the vision statement, though apparently focuses on human development in particular, in fact, addresses wide spectrum of issues confronting the various dimensions of development in the district. Thus, the vision statement has been capacitated with the potential of converging diverse issues and areas, which can serve as the guiding

principle in integration and consolidation of sub-district levels plans into a district plan.

3.8. A Note on Strengths and Weaknesses

3.8.1. While looking at the future realistically, relative strengths and weaknesses of the identified priority areas need to be taken into cognizance. The matrix below presents the majors strengths and weaknesses of the priority sectors/areas:

Sector	Strengths	Weaknesses
Connectivity/Roads	<ul style="list-style-type: none"> Well-spread network National Highways Well developed rail and air connectivity 	<ul style="list-style-type: none"> Lack of all whether roads Absence of critical link roads Under-utilised water ways
Education	<ul style="list-style-type: none"> Higher literacy rate Low gender gap Better coverage of primary schools 	<ul style="list-style-type: none"> Lack of quality infrastructure and amenities Lack of teachers Low enrolment and high dropout Skewed literacy towards lower primary levels
Electrification	<ul style="list-style-type: none"> Higher village-wise connectivity Good domestic and industrial demand Hydal power potential Thermal power station within the district 	<ul style="list-style-type: none"> Low level of household coverage Irregular power supply Theft and transmission loss Under-utilised potential
Drinking water	<ul style="list-style-type: none"> Relatively better coverage Abundant surface 	<ul style="list-style-type: none"> Under-utilised and defunct infrastructure Less coverage of

	<p>water sources</p> <ul style="list-style-type: none"> • Water quality 	<p>piped water</p>
Healthcare	<ul style="list-style-type: none"> • Relatively better performance in key indicators • Strong presence of private healthcare facilities • Availability of quality providers • Availability of basic infrastructure • Good sanitation coverage 	<ul style="list-style-type: none"> • Poor coverage of health-centres and PHCs • Poor connectivity and distance to the facilities • Low family planning coverage • Low coverage particularly in tea garden areas
Agriculture and Allied sector	<ul style="list-style-type: none"> • Conducive and fertile soil • Favourable climate • Preponderance of the sector in district output and workforce 	<ul style="list-style-type: none"> • Poor irrigation • Rain-fed agriculture • Mono-cropping practices • Poor infrastrure affecting marketing and distribution
Poverty, employment and income	<ul style="list-style-type: none"> • Comparatively low head count ratio • Presence of strong industrial base and minerals • Well developed trade, commerce and service sector • Strong presence of private sector in tea, oil and gas sector 	<ul style="list-style-type: none"> • Insufficient coverage through PDS • Limited BPL oriented schemes • Seasonality of agriculture leading to marginalisation of work-force • Poor connectivity limiting market and division of labour
Housing and amenities	<ul style="list-style-type: none"> • Good drinking water coverage • Good sanitation coverage • LPG availability as a source of fuel 	<ul style="list-style-type: none"> • Lack of pucca houses • Low living standard • Poverty
Sustainability	<ul style="list-style-type: none"> • Water and Air quality 	<ul style="list-style-type: none"> • Flood and erosion

**based on secondary and primary data*

3.8.2. In conclusion, it may be mentioned that actual plan process would require looking into both strengths and weaknesses while drawing up plans at different levels. The plans are to be then consolidated by converging into the ideals of the vision stated above.

3.8.3. The draft vision document is placed before the DPC for adoption and necessary approval.

3.9. Suggested content of a district vision document

- ❖ Preamble
- ❖ Introduction
- ❖ An Over-view of the District
- ❖ SWOT Analysis of the District
- ❖ Vision Statement
- ❖ Developmental Goals : Short, Medium and Long Term
- ❖ Future Growth Engines of the District
- ❖ Annexure : Visioning Process

3.10. Preamble

The preamble includes rationale behind the preparation of Vision Document.

3.11. Introduction

Chapter on introduction includes brief details about Comprehensive District Planning (Past and Present Status) and objective of vision document.

3.12. Overview of the District

This includes basis geographic, demographic and socio-economic information about the district.

3.13. SWOT Analysis

This includes SWOT n the basis of analysis of secondary data pertaining to different sectors.

3.15. Vision Statement

A Vision Statement of the district based on district and block visioning exercise. After this (on next page), Narrative Portrayal of the vision statement to be given and it should be supported with facts and figures from SWOT analysis.

3.16. Developmental Goals for Different Sectors

- ❖ Agriculture and Allied Sectors
- ❖ Education
- ❖ Health and Sanitation
- ❖ Forestry
- ❖ Infrastructure
- ❖ Industries
- ❖ Poverty Alleviation and Social Welfare
- ❖ Communication and Banking
- ❖ Others

Development goals may be short, medium or long term. By having discussion with experts / line department officers (in consultation with the assigned Nodal Officer), the goals from different sectors may be prioritized in a respective time frame.

3.17. Future Growth Engines for the District

The sectors which have potential to become growth engines in the district should be detailed out here. They can be culled out from SWOT analysis and discussions during the visioning process. Different sectors may be disaggregated into three regions on the basis of the experience of growth : High Growth Regions (regions with a good promise of development); Medium Growth Regions (regions which could be improved with some efforts); and Slow Growth Regions (regions that would require special attention for bringing these into mainstream development).

Guidelines for preparation of Gram Panchayat level plan

4.1. After envisioning exercise and preparation of the vision document each tier of panchayat will undertake participative planning process. Vision document already prepared will help in the preparation of the plan.

4.2. Objectives of preparation of Gram Panchayat level plan:

4.2.1. It has been widely experienced that sustainable long term progressive and replicable development can be achieved only if bottom up approach is taken for planning at grass root level. Therefore, objective of Gram Panchayat level planning is to

- To enable the Gram Panchayats to initiate bottom up participatory planning process and implement such plan.
- To understand patterns of settlement, habitation, social structure and to identify local resources.
- To assess the felt needs of the people and identify the gravity of development gaps and problems in each sector.
- To prepare development report for five year plan period integrating schemes in a scientific and participatory manner.

4.3. Steps in the preparation of Gram Panchayat level plan.

4.3.1. Gram Panchayat level planning process comprises the following steps:

- a. Identification of issues by Gram Sabhas / Ward Sabhas, based on vision document of the panchayat which has already been prepared.
- b. Determination of solution by Standing Committees of Gram Panchayat.
- c. Prioritisation of solution and fund allocation by Village Panchayats.
- d. Resulting in the preparation of first draft village panchayat plan.
- e. Reconsideration of draft plan in second Gram Sabha meeting.
- f. Finalisation of village panchayat plan by the full meeting of the village panchayat.

4.3.2. It is a fact that the development needs of a locality can be identified best by the people of the locality and not by experts who are seated at the capital of the state or the nation. So the felt needs of the people of a locality are identified in the Gram Sabha or Ward Sabha, which is a forum for direct democracy. All voters of a constituency of a local body are members of the Gram Sabha or Ward Sabha of that constituency. The Panchayat and Municipality Acts have spelt out the rights and responsibilities of the Gram Sabha and Ward Sabha. Among other things, the Gram Sabha is given the right to fix the priority of development projects and select beneficiaries of different projects.

4.3.3. The planning exercise ought to comprise of a five year perspective plan for the period corresponding with the national plan period and preparing annual plans that define and priorities areas and schemes from the perspective plan. The perspective plans would capture the overall picture of the panchayat and allow people to understand what planning and governmental funding could hold out for them. Once a perspective plan is prepared, drawing out the annual action plan from it is a relatively easy exercise. The annual plan can also easily undergo appropriate modification within the overall perspective plan, in case there is need to make correction.

4.4. Sequencing and processes of planning at the Gram Panchayat level.

4.4.1. The planning exercise ought to lead to a five year plan for the period corresponding with the national plan period, and annual plans that define and priorities areas and schemes from such a plan. The longer term plans would capture the overall picture of the panchayat and allow people to understand what planning and governmental funding could hold out for them. Once a five year plan is prepared, the annual plan can be drawn out from it.

4.4.2. Vision document already prepared will help the Gram Panchayat to prepare its plan.

4.4.3. Considering the size and availability of personnel of Gram Panchayats, it is obvious that they would need assistance and help in the preparation of projects and schemes, but the decision should be that of the Gram Sabha. Development Meets / Workshops at Gram Sabha level would

be necessary leading to the emergence of a draft plan, with schemes and projects listed in priority.

4.5. Organizing Gram Sabha.

4.5.1. Ward and Gram Sabhas are the nuclei around which decentralized planning is built. However, it would be optimistic to assume that straightway people are equipped to undertake the potentially complicated exercise of planning. There has to be a balance between an unstructured and structured approach.

4.5.2. Every village has its own priorities and limitations. A bottom-up approach to planning will enable each village to get what it wants rather than take what is given. It also ensures greater community involvement as the community can decide what they need most and what would be less urgent though desirable. The most immediate need therefore is to provide the community with a process for thinking about and planning their shared future.

4.5.3. Under the present system almost all villages have several unmet needs. Since the plans and resources allocated are made centrally without considering their efficiency is questionable at best. If instead, each village identifies its own individual requirements and provides their solution to the central planners for incorporation in general plan so that resources can be allocated suitably, more aspirations can be met.

4.5.4. Gram Sabha is the only forum where rural people can participate in formulating the plan to fulfil their needs and aspirations.

4.6. Procedure to be followed in organising Gram Sabhas.

4.6.1. Participatory planning become successful when the meeting of Gram Sabha is conducted in the following manner.

- a. A plenary session of about half an hour in which the role of Gram Sabha in plan preparation is clearly explained by the officials/experts/facilitators and a general review of the last Plan made.
- b. After the plenary session break out groups may be formed to cover as many sectors as possible. Groups will cover and discuss different sectors. The tackling of development issues by the people and by the local government has to be clearly discussed and a consensus arrived at. The Gram Sabha sub groups should come out with norms for prioritisation among sectors and within the sectors and applying the norms, fix the priorities.
- c. Then there will be a closing plenary session where the minutes of the break out groups are summed up. This could be done by the officials/experts/facilitators. A general consensus on priorities may be arrived at and recorded.

4.6.2. Gram Sabha meetings should be held in semi-structure manner with group discussions and plenary sessions. Semi structure questioner for various development sectors relating to development of the villages can be prepared which will cover the key problems and needs.

(One such questionnaire on agriculture and irrigation sectors are in Annexure – II).

4.6.3. Discussions in the Gram Sabhas may not be completed in one day. In such cases the Sabha may continue for more than one day.

4.7. Sector wise discussion in the Gram Sabha:

The development sectors can be broadly divided into three (1) productive sector (2) service sector and (3) infrastructure development sector. Each sector consists of several areas of agriculture, animal husbandry, minor irrigation, small scale industries, etc. While the Gram Sabha meets, the discussions can be held in groups. There should be one group for agriculture, another for education, another for health and drinking water and yet another for roads etc. There should also be separate groups for Women Development and Scheduled Caste / Scheduled Tribe Development. The participants should form groups according to their area of interest and each group should discuss the development issues pertaining to that sector/sectors. The development needs identified by the groups are presented in the plenary session. Thus all the participants of the Gram Sabha get an opportunity to know all the identified needs and approve them.

4.8. Situation analysis and preparation of development report by the Gram Panchayats.

3.8.1. Based on the demand coming out from the Gram Sabhas and after assessing the need of the people, Gram Panchayat will prepare a development report. The development report is prepared based on the felt

need of the people coming from the discussions of the Gram Sabhas. Developmental data are also collected from primary and secondary sources to support the feedback received from the Gram Sabhas while preparing the development report. The development report describe the status in each sector of the development with reference to available data, analyse the problems and point out the direction for further development. This is a one time exercise for a plan period.

3.8.2. For the preparation of the development report of the Gram Panchayat it is very important to assess the natural and human resources besides identification of felt need in the Gram Sabha. Only by matching the two could a perspective be developed for local level development that would make optimal use of the resources in tune of the aspiration of the people. The approach to planning has to be such as to secure a judicious blend of local need with available local resources.

4.8.3. Following studies should be taken up in every Gram Panchayat for the preparation of the development report in addition to the identification of the felt need by Gram Sabhas.

1. Collection of secondary data – secondary data available in various register and records at the local offices of different line departments should be identified and collected in a common data format.
2. Study of local geographical and natural resources – a rapid appraisal of natural resources should be undertaken. Eco zones in every panchayat should be identified by first demarcating the area into

various zones on the basis of land form and than identifying the soil, water and vegetation characteristic to each zone.

3. Review of ongoing schemes – the panchayat should prepare sectoral report on ongoing schemes with present status and future requirement.
4. Survey of local history – a short local history should be prepared by the panchayat.

4.8.4. Reports of Gram Sabha discussion including list of problems identified should be consolidated for each development sector in the panchayat. An example is given in the following table::

Table: Problem Identification, Description, Problem Scoring and Ranking

Problem listing (Col. I)	Problem 1 (Col.ii)	Problem 2 (Col iii)	Problem 3 (Col. Iv)	Problem 4 (Col. V)	Problem 5 (Col. vi)	Problem 6 (Col. vii)
Problem categories	Irrigation rehabilitation	Rural road upgrading	Lack of capital	Disease prevention	Large areas of barren hill and waste land	educationral social problem
Problem description	Irrigation scheme has been damaged by flood subsidiary canals have not been built, so water has not flowed into fields in that areas	Rural roads are still narrow and much eroded. The drainage system on the two side of roads remain to be done	Capital is needed for development of fisheries. There is lack of capital for poultry / cattle breeding. There is lack of capital for undertaking agricultural service expansion	There is lack of technical staff and also technical support	Forest has got damaged; soil has become much eroded. There are 200 ha of barren hill and waste lands.	Infrastructure of the primary school is bad and need upgradation.
Scoring	10	9	8	7	8	9
Rank	1	2	3	4	3	2

Note: The higher the score the greater is the weight of the problem concerned.

4.8.5. After receiving the feed back from the Gram Sabha it is the responsibility of the Standing Committees of Gram Panchayats to actively involve themselves in doing the above mentioned activities for the preparation of the development report. The Standing Committees can co-opt members officials from the line departments as Gram Panchayat planning will cover different sectors. The Standing committees can also co-opt selected members of Gram Sabha for this purpose. Technical expert can also assist the Standing Committees in the preparation of the development report. They can also discuss with different stake holders relevant to different sectors.

4.8.6. While preparing the development report, the panchayat (Standing Committees) should make a situation analysis based on above studies, secondary data, interaction with the line department officials besides getting feed back from the Gram Sabhas. Objective of the situation analysis are as follows:

1. To identify the key issues facing the each development sector.
2. To identify existing gaps.
3. To identify local potential for development of the sector.
4. To identify strategies for addressing the issues and achieving the potential for development.

4.8.7. To achieve the above objective the panchayat will have to take up the following activities:

- a. Listing of the schemes sector wise taken up in earlier two plan period.
- b. Listing of beneficiaries of the planned projects during the earlier two plan periods.
- c. Listing of assets created during the earlier two plan periods.
- d. Listing of schemes implemented in the sector by government and other agencies within the Gram Panchayat areas.
- e. Preparation of problem matrix.
- f. Note on issues in the planning, implementation and monitoring aspects in the last 10 years.
- g. Data base relevant to the sector from the available secondary sources shall be prepared. If required quick surveys and studies may be taken up.
- h. Note on key issues facing the sector, existing gaps, local potential for development in the sector, strategies for addressing the issues and achieving the potential for development.
- i. Potential project.

4.8.8. While preparing the development report the panchayat particularly the Standing Committees will link solution to the issues which came up in above mentioned exercises. The output would be in the form of sector wise solution list. This will be followed by prioritisation and approval process which will finally result in the plan becoming the reality.

4.9. Structure of the panchayat development report (panchayat plan).

3.9.1. The panchayat development report will have the following chapters:

1. Introduction to the panchayat and its people.
2. Local economic and social condition.
3. Geographical and human resources.

4.9.2. The activity specific chapters (Sl. No. 4 onwards) will give the present status, problems and development prospects of each sector. The sectors are:

- Agriculture and irrigation.
- Animal husbandry and fisheries.
- Industry.
- Energy and housing.
- Transport.
- Education.
- Health.
- Drinking water and sanitation.
- Women and development.
- Welfare of SC/ST.
- Culture.
- Resource mobilisation.

4.9.3. Each chapter would consist of four part, they are as follows:

1. An account of the development and transformation of the sector since Independence and an analysis of the present status, if possible on a quantitative basis.

2. A review of development schemes recently completed or currently being implemented in the sector.
3. A list of the development problems to be solved in the sector.
4. A list of the solutions or proposals for projects that could be taken up within the next 5 to 10 years within the sector.

4.9.4. The development report will be a important document having a clear picture of development status of the gram panchayat. The document will have analysed reports on the problems in each development sectors and suggestions to solve the problems.

Sector wise issues and solution table:

Sector	Issues	Solution
Connectivity/Roads	<ul style="list-style-type: none"> • Lack of all weather roads • Absence of critical link roads 	Construction of all weather roads under PMGSY and critical link road under NREGS.
Education	<ul style="list-style-type: none"> • Lack of quality infrastructure and amenities • Lack of teachers • Low enrolment and high dropout. 	<ul style="list-style-type: none"> • Construction of school buildings particularly primary schools under departmental scheme. • Placement of teachers. • Create massive awareness generation among parents and students.
Electrification	<ul style="list-style-type: none"> • Low level of household coverage • Irregular power supply 	• Wider coverage of households under ongoing electrification programme.

		<ul style="list-style-type: none"> • Proper monitoring to ensure regular supply.
Drinking water	<ul style="list-style-type: none"> • Under-utilised and defunct infrastructure • Less coverage of piped water 	<ul style="list-style-type: none"> • Repairing of existing defunct infrastructure in a participatory manner under ongoing schemes. • Covering uncovered areas under ongoing schemes.
Healthcare	<ul style="list-style-type: none"> • Poor coverage of health-centres and PHCs • Low family planning coverage 	<ul style="list-style-type: none"> • Construction of PHCs for better coverage. • Awareness generation for better family coverage.
Agriculture and Allied sector	<ul style="list-style-type: none"> • Poor irrigation • Mono-cropping practices • Poor infrastructure affecting marketing and distribution 	<ul style="list-style-type: none"> • Create irrigation network under irrigation schemes as well as NREGA. • Massive training and awareness for multiple cropping. • Create marketing infrastructure as well as linkages.
Poverty, employment and income	<ul style="list-style-type: none"> • Insufficient coverage through PDS • Limited coverage under BPL oriented schemes 	<ul style="list-style-type: none"> • Enhance coverage of PDS to BPL families. • Cover BPL families under wage and self employment programmes.
Housing and amenities	<ul style="list-style-type: none"> ▪ Lack of pucca houses ▪ Low living standard 	<ul style="list-style-type: none"> ▪ Construction of IAY houses and convergence of support services.

4.10. Strategy setting/discussion on the development report.

In the forgone steps development needs of the Gram Panchayats in different sectors have been identified, problems and challenges have been analysed and interventions have been proposed. The next step is to set the strategy for development. All the development needs of a panchayat cannot be satisfied at one go and hence the need for strategy setting. Now discussions are organised at the panchayat with different stakeholders on the feedback received from the Gram Sabhas and the development report already prepared. Besides the elected representatives of the panchayats, officials, representatives nominated from Gram Sabhas, experts etc. are invited for intensive discussions on the demand coming out from the Gram Sabha and the development report. The participants in the discussions form groups and each group discusses the development sectors assigned to them. Group reports are presented in the plenary discussions. At the end of the exercise and threadbare discussions broad priorities and general strategies for the development of the panchayats are suggested.

4.11. Prioritisation of solution and fund allocation.

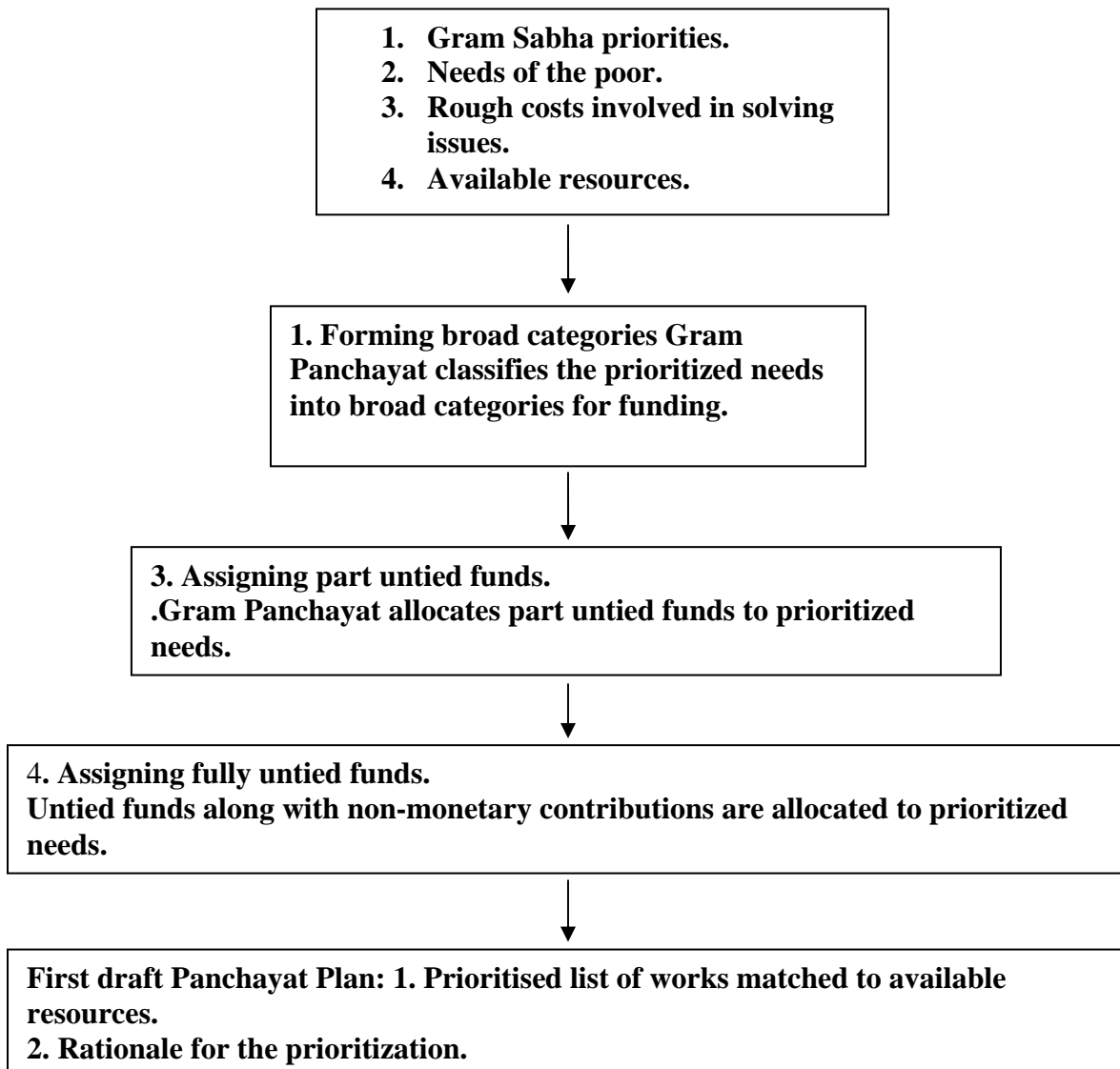
4.11.1. Sector wise solutions are input for prioritisation exercise which would consider:

- a) The priority of the issue concerned as indicated by citizens.
- b) Consideration of special needs of the poor, marginalised and physically challenged.
- c) Estimating the rough cost of the solutions involved.

- d) Whether the solution is feasible, given funds availability.
- e) Alignment of the solution to the district vision, and
- f) Potential for revenue realisation, if any.

4.11.2. Once priorities are arrived at, than funds can be allocated from the budget provided to the panchayat. First sectoral tied fund can be applied than subsequently partly untied and totally untied fund can be applied.

3.12. Gram Panchayat level prioritization exercise.



4.12.1. Pattern of finance, could be finalised only after the projects are selected. The local body could know beforehand how much it is going to receive either as grant-in-aid from the state government or as schemes sponsored by central and state governments. It could also estimate how much surplus would be available from its own revenue. Other sources of plan finance such as loans from cooperatives and other financial institutions, voluntary labour donations and beneficiary contributions would depend upon the nature of the projects.

Table : Village panchayat plan abstract.

Block											
GP										Date:	
Sl. No.	Sector	Project classification									
		Centrally sponsored schemes		State sector schemes		Finance Commission Grant		Own resources		Other funds	
		No. of Projects	Estimated cost	No. of Projects	Estimated cost	No. of Projects	Estimated cost	No. of Projects	Estimated cost	No. of Projects	Estimated cost

4.13. Second Gram Sabha meeting:

After receiving suggestions from the discussions the village panchayat will conduct second final round of Gram Sabhas for the plan. During this

meeting sector wise presentation can be made where specifically reference to the priorities of the Gram Sabhas and the solution found will be made.

4.14. Finalisation of draft village panchayat plan:

4.14.1. The village panchayat will consolidate all sector wise prioritise solutions after incorporating any changes approved by the Gram Sabhas into the final village panchayat plan.

4.14.2. Once the projects are prepared plan is finalised. This becomes the perspective plan of the panchayat. Once the perspective plan is ready annual plan is derived from it. Prioritisation of the projects for implementing during the year will be relatively easier. Full meeting of the Gram Panchayat should give the final shape to the perspective plan and the annual plan of the panchayat.

3.14.3. While finalising the plan some changes will have to be made in order to comply with the guidelines of the government. Besides the fund allocation for the year may not be sufficient to implement all the projects suggested by the Gram Sabha but selection and omission of the projects should be done taking into account the priority already fixed by the Gram Sabha.

4.15. Projectisation

Ideas coming out from the above stages are translated in the form of projects. Preparation of project will require support from sectoral experts.

4.16. Plan vetting.

The Technical Advisory Committees at the Block or the District level consisting of officials and non official experts vet the projects for their technical viability and conformity with the mandatory government guidelines on planning and costing and forward them to the DPC. They cannot change priorities or projects, they can only ask for rectification.

4.17. Plan approval:

The DPC gives the formal approval to the plans after which the Local Government can start implementation. It is to be noted that the DPC also cannot change the priority of a Local Government. It can only ensure that government guidelines are followed. Administrative approval for implementation is given project-wise by the Local Government. Every Local Government has unlimited powers of administrative sanctions subject only to the limits of its financial resources.

4.18. Structure of the final plan.

4.18.1. The entire plan will be divided into following chapters:

- a. Introduction – development scenario.
- b. Evaluation of the previous year plan.
- c. Achievements and shortcomings.
- d. Physical and economic achievements of the last two annual plans.

- e. Thrust areas suggested in the district plan.
- f. Development strategy of the Local Government.
- g. Status report of development sectors.
- h. Component plans – SCP, TSP, WCP, Destitute Plan etc.
- i. Development of women.
- j. Resource mobilisation, fund allocation and credit linkages.
- k. Programme for development of women.
- l. Integrated programmes.
- m. Monitoring system.

4.18.2. The elected panchayat and municipal councils are to formally adopt a resolution outlining the development strategy. This resolution had to enunciate the inter-sectoral and the intra-sectoral priorities. The resolution has to highlight within each sector, the development activity the panchayat intended to emphasise.

4.18.3. After the projects are individually listed, the inter-related projects are to be grouped together and their linkages discussed. Major weakness of the planning process was the failure to pay sufficient attention to inter-linkages and integration.

4.18.4. Chapter H is to lay down a special strategy for the development of the weaker sections. In chapter I all the women-targeted projects and programmes are to be discussed. Finally the monitoring system had to be

indicated. There could be a separate monitoring system for each project for different sectors or for the plan as a whole.

4.19. Procedure of calling Gram Sabha.

4.19.1. It is necessary to increase the attendance in Gram Sabhas. It is important that every socio economic section is properly represented. The following steps are suggested to be carried out on a campaign mode.

- Determination of dates in advance by the local governments.
- Printing of invitation notices and distributing them with each notice summarizing the responsibilities of Gram Sabha / Ward Sabha in Plan formulation.
- Display of fixed notices in public places.
- Contact of interest groups through officers and elected members.
- Information through representative organizations.
- Special publicity through schools, anganwadis and cooperatives.
- Special efforts through NGOs, libraries and cooperatives.
- Mobilizing through SHGs/NHGs/SC/ST promoters.
- Campaign through National Service Scheme volunteers, NCC cadets and college students on social work placement.
- House visits through squad work.

4.19.2. Role of Facilitators: Each Gram Sabha should have facilitators / experts identified unanimously by the concerned local government. These facilitators are to be trained at the Block / Municipal levels.

4.19.3. After detailed discussion sectorwise problems, solutions and prioritise will be listed

4.19.4. The facilitators would prepare a consolidated report of all the sectors and submit the same to Gram panchayat.

4.19.5. The following records shall be meticulously collected and maintained by the Secretary of the local government.

- Photographs.
- Attendance register showing details like House No. Address, Age, Whether male or female, Whether belonging to SC, Whether belong to ST, Occupation etc.
- Record of discussions of breakout groups.
- Recommendations of the Gram Sabha / Ward Sabha as a whole.

4.19.6. Significant of the above planning process at the Gram Panchayat level are as given below:

- a. Citizens participation.
- b. All the sectoral departments have converged to prepare a holistic plan.
- c. Active joint participation of sectoral officials and elected representatives of Panchayats.

- d. Participation of technical experts.
- e. Consultation with stakeholders required for development of the sectoral plans.

4.19.7. All the works planned at Gram Panchayat level cannot be taken up at that level. Works to be taken up by the Anchalik Panchayat and Zilla Parishad will be shown in the plan itself.

4.20. Co-option of works.

3.20.1. Co-option is a process involving negotiations between the intermediate and village panchayats concerned. The outcome of such negotiations could be the retention of these works in the original village panchayat plans or their transfer to the intermediate panchayat plan. Works that lend themselves to co-option are:

- a) Works planned in a village panchayat, which impact other village panchayats, such as watershed development works; and
- b) Works being planned in village panchayats that could be dropped in preference to networked solutions at the level of the intermediate panchayat that are cheaper and more efficient, such as multi-village water distribution systems.

4.20.2. Plan prepared by Gram Panchayat will now be submitted to Anchalik Panchayat as well as District Planning Committee.

Guidelines for preparation of Block Plan

5.1. The process for the Intermediate Panchayat plan will be largely the same as that suggested for the Gram Panchayats. However, the actual components would be dependent on the activity mapping for the block panchayat and the vision envisaged by the Intermediate Panchayat. An important role of this level of panchayat is to act as a facilitator in the various steps of planning at the Gram Panchayat level.

5.2. Consolidation at Intermediate/ block level.

5.2.1. Intermediate panchayat shall prepare every year a development plan for its area after including the development plans of the Gram Panchayats and submit it to the Zilla Parishad before such date and in such forum as may be prescribed by the District Planning Committee.

5.2.1. The plans formulated by Gram Panchayats are passed on to intermediate panchayat which after incorporating Gram Panchayat plans into its own will send it to Zilla Parishad for incorporating into Zilla Parishad plan before Zilla Parishad plan is integrated into district plan.

5.2.2. At intermediate level planning exercise is not confined to merely consolidation of the plans prepared by Gram Panchayats. The intermediate panchayat will also take up an independent exercise of its own to prepare a holistic block level plan. Priorities and preferences of Gram Panchayats will not be changed.

5.2.3. Vision document already prepared will help in the preparation of the block plan.

5.2.4. Planning at the Intermediate level would include mandating prior consultation with the Gram Panchayats. It is suggested that intermediate ought to hold meetings of all elected local government members of the levels of panchayats within its jurisdiction and carry out a detailed consultation exercise.

5.2.5. At the intermediate panchayat level, it is also essential that there is detailed consultation with other key stakeholders such as farmers, traders, industrialists, the labour, the poor and the academics and professionals, through well publicised consultations.

5.2.6. The block plans has to be built up primarily by integrating the plans of the gram panchayats and therefore do not need to repeat all the preparatory activities that has gone on at the gram panchayat level. The findings from the gram sabhas and the various local studies could provide the basis for preparing the block plans. At the same time, the block and district level offices will provide substantial data useful for planning.

5.2.7. The first step is to prepare a statement of the current level of productivity and / or the quality of the services in each sector. Information available in the Gram Panchayat Plans could be cross-checked with information available in the block office. Substantial differences among the panchayats within the block could also become a point to highlight in the analysis. **Some examples are given below:**

5.2.8. The second step is to analyse the reasons for the current state of affairs in each development sector. All the problems given in the Panchayat Development Reports should be listed. The gravity of each problem in each gram panchayat would then be assessed, on a four point scale: ‘Very serious’, ‘Moderately serious’, ‘Not serious’, ‘Not a problem’. The findings are to be presented as a chart. An illustration is given in Table - 1.

Table : Hypothetical block assessment of agriculture problems in five panchayats.

	Agricultural problems	GP A	GP B	GP C	GP D	GP E
1	Inadequate irrigation facilities	1	1	1	2	3
2.	Exploitation by middlemen	3	3	3	3	2
3.	Fragmentation of landholdings	2	2	3	2	2
4.	Scarcity of agricultural labourers	0	0	3	2	0
5.	Low soil fertility	2	1	2	3	3
6.	Pests	0	3	3	2	0
7.	Waterlogging	0	0	0	3	1
8.	Ineffective extension work by the Krishi Bhavan	0	0	3	2	0

Notes GP A = Gram Panchayat A etc.

0 = not a problem at all; 1 = A serious problems; 2 = a moderate problems; 3 = light problem only.

5.2.9. In the block illustrated by this table, the gram panchayats determined that eight factors adversely affected agricultural production. Lack of irrigation was a very serious problem in gram panchayats GP – A, GP – B, and GP – C. It was moderately serious in GP – D, and not serious in GP – E. Waterlogging is a problem only in (GP – E). In GP – A, GP – B, and GP – C no waterlogging existed, and in GP – D it is not serious.

5.2.10. A similar chart to rank the problems relative to other problems is illustrated in Table – 2. In GP – A, GP – B, and GP – C the highest ranking problem is a shortage of irrigation. In GP – E, where waterlogging is the most serious problem, lack of irrigation is not important; its rank is only 5. On the average, low soil fertility is the second most serious problem in the block. Improving the efficiency of the extension work is not seen as a priority.

Table : Hypothetical block assessment of agricultura problems in rank order in five panchayats.

	Agricultural problems	GP A	GP B	GP C	GP D	GP E
1	Inadequate irrigation facilities	1	1	1	2	3
2.	Exploitation by middlemen	6	5	5	6	6
3.	Fragmentation of landholdings	4	4	4	4	3
4.	Scarcity of agricultural labourers	3	3	2	5	4
5.	Low soil fertility	2	2	3	1	0
6.	Pests	5	0	6	3	2

7. Waterlogging	0	0	7	7	1
8. Ineffective extension work by the Krishi Bhavan	0	0	0	8	7

Notes GP A = Gram Panchayat A etc.

0 = not a problem at all; 1 = most serious of all agricultural problems; 2 = second most serious, etc. Each zero replaces a ranking and reduces the total number of rankings.

5.2.11. The next step is a priorities chart of agricultural development projects proposed by the gram panchayats. The project proposals in the approved plans of the gram panchayats would be grouped into 9 types of agricultural interventions. Their relative rankings are presented in Table – 3. The relative importance is determined by the outlay earmarked for the projects. Project types getting the biggest allocation are ranked 1, the second highest 2 and so on to a rank of 8. A ranking of 0 goes to a panchayat giving no allocation. As can be seen, extending irrigation gets the highest priority, except in panchayat E where drainage receives the highest priority, followed by intercropping, then group farming.

5.3. Activities under Block Plan:

5.3.1. With the priorities chart, block officers could assess a degree of correspondence between the problems and the projects proposed by the gram panchayats. Are any of the projects appropriate for integration or coordination under a joint committee of the panchayats involved? What

complementary activities should the block panchayat carry out to make the plans of the gram panchayats more successful?

5.3.2. The next step in block level planning is to review ongoing central and state schemes. The block panchayats were to fill in the gaps in the Gram Panchayat Plan analyse the recommendations made by the Gram Panchayats to the higher levels and prepare a list of projects they could take up.

Table : Hypothetical priorities of five panchayats in a block.

	Types of projects	GP A	GP B	GP C	GP D	GP E
1	Irrigation	1	1	1	1	3
2.	Cooperative marketing	0	3	3	0	0
3.	Group farming	3	4	4	3	4
4.	Mechanization	4	5	5	0	0
5.	Organic manure	5	6	6	4	0
6.	Organic pesticides	6	0	7	5	5
7.	Drainage	0	0	0	0	1
8.	Strengthening Krishi Bhavan	0	0	0	8	7
9.	Promotion of intercropping	2	2	2	2	4

Notes Gram Panchayat key same as for Table 1.
1 = first priority, 2 = second priority, 0 = no allocation.

Similar exercise for other sectors should also be taken up.

5.4. Co-option of works.

5.4.1. Co-option is a process involving negotiations between the intermediate and village panchayats concerned. The outcome of such negotiations could be the retention of these works in the original village panchayat plans or their transfer to the intermediate panchayat plan. Works that lend themselves to co-option are:

- a) Works planned in a village panchayat, which impact other village panchayats, such as watershed development works; and
- b) Works being planned in village panchayats that could be dropped in preference to networked solutions at the level of the intermediate panchayat that are cheaper and more efficient, such as multi-village water distribution systems.

5.4.2. The first draft Intermediate Panchayat plan would contain a complete list of its independent works and co-opted works. This plan should be sent to all Village Panchayats in its jurisdiction so that the final resolution of co-opted works can be arrived at.

5.4.3. Once negotiations are over and agreement reached on co-option of work, the Intermediate Panchayat will consolidate all its sector-wise prioritized solutions into its draft plan document.

5.4.4. As in the case of Village Panchayats solutions can be determined by Intermediate Panchayat on sectoral basis by sectoral standing committees.

5.4.5. Intermediate Panchayat will prepare a format showing own works, co-opted works, works that is undertaken as an agency of a higher authority, the works data to be taken up by other agencies on its behalf.

5.5. Project integration.

5.5.1. Project integration encompasses three major dimensions: the integration of projects across sectors; the integration of projects across local bodies or tiers; and the integration of the schemes of the central and state governments implemented through the local bodies in the local plan. Ultimately, all development activities at every level should be integrated with the local plans.

5.5.2. The integration of centrally sponsored schemes in the block panchayat plans is of great importance because the plan funds being brought in by these schemes are actually greater than the state grant-in-aid to the block panchayats.

5.5.3. The block plan document is a combination of the development reports and the plan documents from the gram panchayats. This document is to have four sections:

Part I. Four brief chapters: introduction, administrative history natural and human resources, and review of ongoing plans.

Part 2. Twelve chapters: one for each development sectors.

Part 3. The plan document for the block in seven chapters – development strategy, pattern of finance, projects, integrated programmes, special component and tribal subplan, gender and monitoring.

Part 4. Annexes with selected documents, statistical statements, full texts of the projects and recommendations to the district panchayats.

The Block plan is now sent to the Zilla Parishad as well as to the District Planning Committee.

Guidelines for Preparation of District Plan

6.1. As regards district panchayats, the role would be one of preparing plans in accordance with activity mapping and overall coordination in planning, providing capacity building and technical support, to lower levels of panchayats. Quite often districts are themselves highly uneven in development. The District Panchayat has the responsibility to provide for equitable development of backward regions within the district.

6.2. Consultation with block and Gram Panchayats.

District Panchayats ought to hold meetings of all elected local government members of the levels of panchayat within its jurisdiction and carry out a detailed consultation exercise. In the case of District Panchayats a meeting of all village panchayat Presidents along with all elected members of the District and Block Panchayats may be held, in order to ensure a structured consultation.

6.3. Consultation with key stakeholders.

6.3.1. At the district panchayat level, it is also essential that there is detailed consultation with other key stakeholders such as farmers, traders, industrialists, the labour, the poor and the academics and professionals, through well publicized consultations.

6.3.2. At district level planning exercise is not confined to merely consolidation of the plans prepared by Gram Panchayat & Intermediate Panchayatss. The district panchayat will also take up an independent exercise of its own to prepare a holistic district level plan. Priorities and preferences of Gram and Intermediate Panchayat will not be changed.

6.3.3. Vision document already prepared will help in the preparation of the plan.

6.3.4. The planning cycle describes the services of steps that planers go through in the production of plan. They are as follows:

6.4. Planning cycle.

- The **collection of data** about the area or people to be planned for. Some of these data are statistical: other kinds of information can be obtained from people themselves or panchayat or other bodies. All types of information may be needed.
- The **analysis of data** to find out what are the problems, opportunities and needs of the area or people to be planned for;
- Deciding upon the **objectives** of the plan. In other words, deciding what the plan should try to achieve.
- **Reviewing and adjusting** where possible **district level programmes** to enable the strategy to be achieved.

- **Identifying new projects or schemes** where there are clear needs and the district has discretionary funds available.
- **Planning financial allocations** to enable the plan to be put into operation;
- **Putting the plan into practice**; helping concerned authorities to discuss the plan and sanction it, breaking the plan down into **action plans** for annual programmes and **negotiating implementation** with concerned departments.

District analysis.

6.5.1. The first task in the preparation of a district plan is the collection of information about the resources available in the district. Information / data already collected at the grass root level e.g. through Gram Sabhas, Gram Panchayats, and Anchalik Panchayats / Block respectively will also be a good input for district level planning. Data will have to be collected from various sources at the district level also. Such an analysis is expected to show:

- The current physical, economic and social situation.
- The diversities and disparities in the district.
- Trends in the district economy.
- Assess the poverty and employment situation.
- Identify development potentials.
- Gaps in infrastructural provision as revealed by secondary data.

6.5.2. Several stages are involved in carrying out a district analysis. They are:

- Assembling a district data matrix for the current year.
- Analyzing the data matrix for block level disparities.
- Calculating trends for important variables.
- Preparation of district summery tables.
- Preparation of base maps.
- Preparation of a district profile.

6.6. Assembling a district data matrix

6.6.1. A matrix is a way of defining pieces of information visually and mathematically.

6.6.2. Data about a district is available in a wide variety of forms. One of the simplest ways of organizing data so that it can be analysed in the matrix. There are several steps in preparing the district data matrix. They are:

6.6.3. Collect the data necessary under four headings:

- Land, agricultural and allied resources.
- Human resources.
- Infrastructure and services.
- Industry.

Separate analysis for the district as a whole:

Following list shows as to what sort of data is needed and why it is important.

6.6.4. Land, agricultural and allied resources:

- **Land:** Total area of the district, net cultivated area, pasture, current fallows, forested area, wasteland. This data will show whether there is room for the expansion of cultivation and where.

- **Number of land holding:** Subdivided into different size classes. This data will show the degree of inequality in land distribution and average size of land holdings and what kind of agricultural programmes are likely to work best.
- **Cropping pattern and production:** Gross cropped area, percentage of double/multiple cropped area, area and output of selected main crops. These data will be used to analyse trends in production in a later section.
- **Livestock:** Number of buffaloes, cows, goats and pigs, quantum and value of production, particularly dairy.
- **Land, water and other natural resources:** Adversely affected by development; are affected by salination, degraded forest, falling water table, etc. These data will be used to assess environmental problems.

6.6.5. Human resources:

- **Settlement and population:** Number of towns and inhabited villages number of gram panchayats, population sub-divided into rural, urban, SC/ST population and density of population. These data will be used to identify trends from which the demand for services can be estimated.
- **Employment:** Subdivided into cultivators, agricultural labourers, household industries, services, industrial and other workers.

- **Poverty distribution:** Subdivided into number beneath the poverty line and those classified in extreme poverty. These data can be used to find out trends in the incidence of poverty.

6.6.6. Infrastructure.

- **Drinking water supply:** Protected / piped water supplies, handpumps, other sources. These data can be used to identify further needs for drinking water.
- **Irrigation:** Potential groundwater resources, net irrigated area, mode of irrigation (e.g. number of tubewells, dugwells, tanks and length of canals). These data will show the current level of irrigation and whether there is possibility for expansion.
- **Transport and communications:** Length of metallic, non-metallic and kutcha roads, length of railway track, number of post and telegraph offices. This data can be used to show whether there are any obvious gaps in provision.
- **Banking facilities:** Number of banks, subdivided into commercial, cooperative and regional rural banks.
- **Cooperatives:** Broken down into primary agricultural credit societies.
- **Markets:** Regulated markets, wholesale and primary markets, mandis and hats.
- **Health services:** Hospitals, primary health centres, subcentres and dispensaries. This data can be used to show whether there are any obvious gaps in provision.

- **Educational services:** Primary schools (lower and upper), secondary schools, colleges and vocational training institutions. This data can be used to show whether there are needs for setting up schools or other institutions.
- **Women's and children's services:** Mahila mandals, balwadis, anganwadis.

6.7. Industry categorized by sectors. Show the number of firms in each sector and if possible employment. These data will be used in subsequent trend analysis. Classification into the following sectors is recommended:

- Forest based industry.
- Mining and quarrying.
- Medium and small industries (SSI) including household, cottage, khadi and village handicraft industries.
- Construction activities.
- Trade including retail and wholesale enterprises.
- Transport and communications including local bus and taxi operations.
- Services including administration, banking, education, health and sanitation.

6.8. Construct the data matrix forms. The planner will need to construct four of these one for each data heading e.g. land and agriculture.

- The **number of rows** depends upon the number of blocks in the district or number of Gram Panchayat in a block.
- The **number of columns** depends upon the data heading. As a guide allow the following:
 - Matrix 1 (land, agriculture and allied activities) – up to 30 columns.
 - Matrix 2 (human resources) – up to 20 columns.
 - Matrix 3 (Infrastructure) – up to 30 columns.
 - Matrix 4 (industry) – up to 20 columns.

But remember that this may need to be adjusted to the requirements of the particular district.

Format 1 on the following page shows how the matrix should be laid out for the **first five** variables of the land and agriculture data matrix in the case of a small district with five blocks.

6.9. Enter data into the appropriate columns for each block.

The outcome of the stage of the work is a series of four matrix formats which show blockwise wise the most important planning data about the district.

This is the raw material upon which the district plan will be based.

Illustration.

Land and agricultural resources matrix. (all entries in ha.)						
	Total area	Net cultivated area	Pasture	Fallows	Forest	Waste
Block 1						
Block 2						
Block 3						
Block 4						
Block 5						
District total						

6.10. Identifying block level disparities.

6.10.1. The planners at district level should identify inter block disparities.

6.10.2. The next stage of the analysis involves using the district matrix to identify **disparities** between blocks. Obviously there will always be differences between the blocks in a district some will have higher populations, others will be more fertile and have higher agricultural productivity. Sometimes however a block may have done badly because.

- Its natural resources have still to be fully exploited.
- It has not yet received a full range of government services.

- It lacks the infrastructure needed to exploit its potentials.
- It has lagged behind in the provision of social services e.g. health and education.

6.10.3. The simplest approach to the measurement of disparities is to compare each block's performance to the average for the district. In such cases district plan should rectify matters. Disparity will be of following types.

6.10.4. The **numerical disparity** is the difference between the block data and the blockwise average for variables that can be counted e.g. area, population, number of cattle, number of dugwells.

6.10.5. The **percentage disparity per unit area** relates the data to the area of the district and block respectively.

6.10.6. The **percentage disparity per unit population** relates the data to the populations of the district and block respectively.

Illustration

Block disparities in public services				
District Name		Block name:		
Number of Blocks:		Area (Ha)		
Area (Ha)		Population:		
	Number of primary schools	Number of health centers	Number of commercial banks	Number of post offices

Block data				
District data				
Block wise average				
Numerical disparity				
Disparity per unit area (%)				
Disparity per unit of population (%)				

6.11. Trend analysis

Trend: A future trend is a prediction of the change.

6.11.1. Data collected over a number of years are essential for analyzing future trends in agriculture, human resources and the development of infrastructure. Is agricultural output increasing and where? Are more people going below poverty line? These are the sort of questions that can be answered through the analysis of trends. Following are important subjects where trend should be analysed.

6.11.2. Trends in agricultural output especially for main crops. This should be examined both in terms of the area under each crop and actual output.

Trends in the nature of industrial development.

Trends in population growth. This should be divided into urban and rural population.

Trends in employment.

Trends in poverty.

Trends in environment.

Trend Matrix

Trend data table (agricultural output illustration)				
	Wheat 1998	Wheat 1999	Rice 2000	Rice 2001
Block 1				
Block 2				
Block 3				
District total				

An analysis of the trends will have to be made.

6.12. Preparation of district summery tables.

The next stage is to prepare **district summery tables**. These should be prepared separately for:

- The **current district situation**: The data here can be taken from the district data matrix and should cover the following variables:
 - **Land use** ; irrigated, nonirrigated, fallow, forest and waste.
 - Agricultural and livestock production by main crop or livestock product.

- Industrial firms by number by size and sector.
 - Employment by sector.
 - Poverty in the district.
-
- **Major district trends** : The data here can be taken from the trend analysis.

6.13. Preparation of base maps:

Base maps is to represent basic information about the district in a way that is simpler and easier to understand than text or tables.

A map shows clearly where things are and how they are related in terms of location, distance and distribution throughout the district. These are questions that are bound to be raised when discussing or negotiating a plan with representative bodies or concerned individuals.

6.14. Preparation of district profile.

Using the outputs of the previous stages, a short district profile, should be written.

A district profile is a brief but comprehensive account of a district's geography, economy and social structure.

6.15. District Objectives

6.15.1. A plan's objectives are the changes or developments it is trying to achieve. Typical district plan objectives include poverty alleviation, employment, enhanced agricultural production and so on. Many of these are already national and state objectives but the district plan should be specific about the priority it attaches to each and whether there are any additional purely local objectives to be added.

6.15.2. Objectives can be identified in the context of

- Potentials and opportunities.
- Problems/gaps and needs.

6.16. Potentials, opportunities, problems, gaps and needs (emerged from district analysis).

5.16.1. All districts have a particular endowment of natural resources, human resources and infrastructure. These provide **potentials or opportunities** for future development. **For example**, encouraging farmers to adopt new crops or set up in business to serve new markets are ways of exploiting opportunities.

6.16.2. People experience **problems**, some short lived and others of long duration. **For example**, lack of drinking water in a village is a problem. Problems can also be expressed as **needs**. A request for a dugwell is a

statement of need. Problems can also be expressed as **gaps** in provision. Gaps emerge primarily from the analysis of the district situation which is often done on the basis of information from the district analysis. The data / information already collected and analysed will help in making the following identification:

- Identification of potentials.
- Identification of problems and gaps.
- Identification of local needs.
- Identifying needs and gaps through consultation.
- Prioritizing problems, gaps and needs.

The above analysis will help to prepare plan objectives of the district.

6.17. Norms of provision

5.17.1. Where there are clear disparities in the provision of services (especially roads, health, education and certain other public services), which appear to be undersupplied should have their provision checked with reference to standard norms. Such norms have usually been identified by Central Government.

6.17.2. Central Government in respect of certain services has laid down minimum standards of provision which state governments and district administrations should attain. Norms of provision may be found in infrastructure (e.g. drinking water), health and educational provision. For example one educational norm is that primary schools should be constructed

so that all children live within two kilometres walk. Whilst the attainment of norms will take time, they do provide a standard by which gaps in provision can be identified.

Cumulative listing of potentials, problems, needs and gaps.		
Potentials, problems, needs and gaps	Experienced by number of blocks	Experienced by number of panchayats.

6.18. Consulting panchayat institutions in the district.

The second major source of information from which district plan objectives can be derived are plans formulated at Gram Sabha, Gram Panchayat / Intermediate Panchayat level respectively requests from panchayat institutions in the district. Under the 73rd amendment all states and districts are to take account of the needs that are being expressed through the grass roots level decision making institutions e.g. Gram Sabha, Gram Panchayat, Intermediate Panchayats and Zilla Parishad that are established under the various state acts.

6.19. Ranking potentials, problems and needs.

5.19.1. Having identified problems and needs and having cross-checked them it is useful to rank them so that the objectives of the district plan are stated to reflect those priorities. The simplest way to priorities the needs and problems are ranking them on the basis of number of panchayats facing a

problem and or expressing a need. These could be easily ranked and arranged in descending order of priorities.

Prioritizing potentials, problems and needs		
Potentials, problems and needs	Faced by number of panchayats	Rank

6.19.2. This exercise will help in identification of different kinds of opportunity for district development. These are expressed as potentials, problems, needs and gaps, these are now ranked according to their incidence of occurrence in the district. Before they can be taken as possible objectives for policy they need to be rephrased as illustrated below.

Illustration	
Rephrasing of potentials, problems, needs and gaps as possible objectives.	
Potentials, problems, needs and gaps	Expressed as objectives.
(Example) ground water available	Expansion of tube well irrigation
135 villages lacking drinking water provision	Provision of drinking water in these villages as per norms.
Less girls in school	Undertake measures to improve attendance of girls in schools
Pollution of river courses by agrochemicals in x blocks	Reduce run off from farms to acceptable proportions within plan period.
Etc.	

6.20. Objectives of the district plan.

After approval the final list of objectives for the district should be prepared. Each objective should be expressed in as precise a manner as possible with a time frame and quantitative indicators so that the performance of the district can be monitored. Typically, the statement of objectives could read as follows:

- Expand tubewell irrigation.
- Expand employment creation schemes particularly in non agricultural sector.
- Improve low cost housing provision.
- Improve access to drinking water especially handpump supplies.
- Improve levels of health awareness especially regarding child care.
- Improve availability of lady teachers in village schools.

It should be noted that some objectives will require the development of new policies or programmes, or revision of existing programmes.

6.21. Analysis of programmes and scheme to achieve the objectives.

All schemes and programmes planned and implemented in the district should fit as far as possible district objectives. They should try to meet the needs and aspirations of its people and offer solutions to the various problems faced by the district / blocks.

- Analyse current government programmes and schemes within the district.
- Find out what adjustments need to be made if they are to serve district objectives better.

6.22. Linkages between objectives and programmes

Illustration.

Consistency table layout				
	District / block objectives			
	Objective 1	Objective 2	Objective 3	Objective 4
Scheme / Programme 1				
Scheme / Programme 2				
Scheme / Programme 3				
Scheme / Programme 4				

6.23. Planning new projects

Project: A project is a set of activities aimed at achieving one or more goals within a stipulated time, with stipulated resources and in a stipulated area or region. While projects are planned actions involving investments, programmes are a combination of interlinked projects conforming to a specific objective.

This is illustrated for the effect of a series of centrally sponsored schemes upon an imaginary five block district.

Illustration					
Impact of central schemes upon block disparities.					
	SGSY	NREGA	IAY	Irrigation	Total sanitation programme
Block 1 less drinking water supplies					
Block 2 less village roads		X			
Block 3 high below poverty line	X	X		X	
Block 4 less drinking water supplies					X
Block 5 less school facility		X			
Disparity reduction score	1	3	0	1	2

6.24. Linkages among the programmes.

6.24.1. When formulating a programme or scheme, its linkage with various other programmes is generally overlooked with the result that many schemes fail to take off.

6.24.2. Programmes or schemes often depend upon inputs or services of several kinds from other programmes; and in turn themselves contribute inputs or services to programmes. These are sometimes called backward linkages or forward linkages.

6.24.3. This particularly true in the case of whole blocks or districts where problems, objectives and programmes are closely interrelated. Consequently, the nature of linkages between ongoing programmes needs to be understood.

6.24.4. Each programme can then be given an interconnectivity score calculated by the number of linkages shown in the table. Those programmes with highest linkages with other programmes should be given priority; in the illustration, supply of HYV seed and vegetable cultivation programmes.

Illustration.							
Linkage table.							
	Supply of HYV	Lift irrigation	Age extensions	Drinking water	Vegetable cultivation	IAY	Housing construction

Supply HYV		X	X	X	X		
Lift irrigation	X		X		X		
Agriculture extension	X	X			X		
Drinking water	X		X		X		
Vegetable cultivation	X	X		X			
IAY							X
Housing construction						X	
Interconnectivity score	4	3	3	2	4	1	1

6.25. Construct sectoral linkage table.

6.25. 1. The same method can be used to identify priority programmes within a sector. This is of particular importance where district objectives have identified one or more sectors as of absolute priority. The same format is used as in the illustration below for the agriculture and allied sector at district level.

Illustration.					
Sectoral linkage table (for agriculture and allied sector)					
	Crop husbandry	Horticulture	Soil conservation	Animal husbandry	Sheep and wool
Crop husbandry		X	X	X	

Horticulture	X		X		
Soil conservation	X	X		X	
Animal husbandry	X		X		X
Sheep and wool				X	
Interconnectivity score	3	2	3	3	1

6.25.2. This table demonstrates that within the agriculture and allied sector, there is considerable interconnectivity between several programmes with the exception of horticulture and sheep / wool.

6.25.2. Programme that are similar in objective and approach have a higher chance of being dovetailed with each other.

6.25.3. This will show up on the intersectoral linkage table. However, while dovetailing the programmes care should be taken to ensure the contents of each programme do not contradict each other.

6.26. Adjustment in programmes and schemes.

After the analysis of each programme, the next step is to assess how best adjustment can be made in the programmes or schemes, and how any additional funding can be best utilised to achieve the district's objectives.

6.27. Structure of District Plan.

Contents.

Chapter I : Introduction.

Chapter II : Methodology and approach.

Chapter III : Development status (Base Line Survey).

Chapter IV : Resource appraisal and projection.

Chapter V : Sectoral plans.

Agriculture and allied.

Education.

Health and sanitation.

Drinking water.

Rural development.

Town & Urban development.

Rural energy.

Water resources.

Social welfare.

Chapter VI : Livelihood plan.

Chapter VII : ISB Plans

Chapter VIII : Gender Plan.

Chapter IX: Infrastructure plan.

Chapter X : Financial plan.

Chapter XI : BRGF plan.

Chapter XII : Plan summary.

6.28. The structure of the Annual Plan document:

The Annual Plan document submitted to the DPC for approval should consist of the following chapters:

- Development scenario of the local government.
- Efforts during the past seven years.
- Success and failures.
- Physical and financial achievements in the previous two years.
- Thrust areas identified in the District Plan / block plan.
- Strategic vision of the local government.
- Summary of schemes sector wise and in each sector giving the existing scenario, the intended scenario, size of the gap and the phased filling up the gaps with monitorable targets.
- Write up on anti-poverty sub plan and Destitute Plan (very brief summery), women component plan, plan for special groups, special component plan and watershed management plan.
- Write up on credit linkages.
- Write up on integration.
- Write up on monitoring arrangements intended.

6.29. Preparation of the Annual Plan.

6.29.1. The Annual Plan can be derived from the perspective plan. Once the perspective plan is prepared, the prioritisation of programmes and beneficiary lists prepared for implementation during the year will be relatively easier.

6.29.2. The annual plan proposals should also indicate the detailed deployment of funds received from the above, different sources for a specific subject in each of the districts of the state.

6.29.3. Under section 126 (3) of Assam Panchayat Act 1994 every Zilla Parishad shall prepare every year a development plan of the district after including the development plans of the Anchalik Panchayats and submit it before such date and such form as may be prescribed by the District Planning Committee, to the District Planning Committee, constituted under section 3 (I) of the act.

6.30. Core planning team.

6.30.1. To facilitate the preparation of the plans at the block level, a core planning team comprising experts from various disciplines needs to be formed for each block which would help in the preparation of plans keeping in view the physical and natural resource endowments of the areas and the funds available, as also the priorities of the people. In addition, experts could be hired on a consultancy basis if expertise is required in a specific area. The team will also include elected representative of panchayats.

6.30.2. Sector wise planning team can be developed to make intensive study of each sector and prepare a report on it highlighting the following aspects:

- Description of the sector with data.
- Development efforts during the previous plan.
- Successes and failures including physical and financial achievements.
- Existing problems, gaps, needs, possibilities.
- Strategies for addressing them.
- Note on spillover projects and their continuation.
- Draft project proposals including criteria for identification of location, identification of beneficiaries and prioritisation of eligible beneficiaries.
- Resource requirements and sources including possible contribution from the people.

The plan will be submitted to DPC.