

**“Planning in Gram Panchayats:
A Study of Gram Panchayat Development Plans
in Tripura”**

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CERTIFICATE

I have the pleasure to certify that Sh. Khushwant Singh Sethi has pursued his research work and prepared the present dissertation entitled “Planning in Gram Panchayats: A Study of Gram Panchayat Development Plans in Tripura” under my guidance and supervision. The dissertation is a result of his own work and to the best of my knowledge, no part of it has earlier comprised any other monograph, dissertation or book. This is being submitted to Panjab University, Chandigarh for the degree of Masters of Philosophy in Social Sciences in partial fulfilment of the requirement for the Advanced Professional Programme in Public Administration (APPPA) of Indian Institute of Public Administration (IIPA), New Delhi

I recommend that the dissertation of Sh. Khushwant Singh Sethi is worthy of consideration for the award of M. Phil. Degree of Panjab University.

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LIST OF ABBREVIATIONS

ADC	Autonomous District Council
ASHA	Accredited Social Health Activist
BG	Basic Grants
BPL	Below Poverty Line
CB&T	Capacity Building & Training
CBO	Community Based Organisation
CEO	Chief Executive Officer
CRM	Common Review Mission
CRP	Community Resource Person
CSC	Common Service Centre
CSS	Centrally Sponsored Scheme
DP	District Panchayat
DPO	District Panchayat Officer
DPC	District Planning Committee
DPRC	District Panchayat Resource Centre
ERs	Elected Representatives
XV FC	Fifteenth Finance Commission
FFC	Fourteenth Finance Commission
FGD	Focus Group Discussion
GIS	Geographical Information System
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
GPPFT	Gram Panchayat Planning Facilitation Team
GRS	Gram Rozgar Sewak
GS	Gram Sabha

ICT	Information and Communication Technology
IEC	Information Education and Communication
IP	Intermediate Panchayat
IT	Information Technology
LGD	Local Government Directory
MA	Mission Antyodaya
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MMP	Mission Mode Project
NAD	National Asset Directory
NGO	Non-Government Organisation
NRLM	National Rural Livelihood Mission
O&M	Operation & Maintenance
ODF	Open Defecation Free
OSR	Own Source Revenue
PES	Panchayat Enterprises Suite
PESA	The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996
PFMS	Public Financial Management System
PG	Performance Grant
PHCs	Primary Health Centres
PMA Y	Pradhan Mantri AwasYojana
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMU	Project Monitoring Unit
PRA	Participatory Rural Appraisal
PRI	Panchayati Raj Institution
PRTC	Panchayati Raj Training Centres

PTC	Panchayat Training Centre
PwD	Persons with Disabilities
RD	Rural Development
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
RGSA	Rashtriya Gram Swaraj Abhiyan
RGSY	Rashtriya Gram Swaraj Yojana
RSETI	Rural Self Employment Training Institute
SATCOM	Satellite Communication
SC	Scheduled Caste
SDG	Sustainable Development Goal
SECC	Socio Economic Caste Census
SFC	State Finance Commission
SHG	Self-Help Group
SIRD	State Institute of Rural Development
SPMU	State Programme Management Unit
SPRC	State Panchayat Resource Centre
ST	Scheduled Tribe
UT	Union Territory
VO	Village Organisation
WCD	Women and Child Development
WPFT	Ward Planning Facilitation Team

GLOSSARY

Agarbatti:	Incense sticks
Bandh:	Check dam
Gram	Village
Gram Sabha	A body consisting of all persons registered in the electoral rolls relating to the village(s) comprised within the area of Panchayat
Gram Sansad	A body consisting of all persons registered in the electoral rolls within a Gram Panchayat constituency or Ward
Jhum:	Slash and Burn cultivation
Mahila Mandals	Village Women's organizations
Panchayat Samiti	Block or Intermediate Panchayat
Patta:	Lease rights over RoFR land
Pradhan	Elected Chairman of the Gram Panchayat. Synonym- Sarpanch.
Sabha	Meeting
Sarpanch	Elected Chairman of the Gram Panchayat. Synonym- Pradhan
Zilla Parishad	District Panchayat

Chapter 1. THE PANCHAYATI RAJ SYTEM FOR RURAL LOCAL GOVERNANCE

1.1 INTRODUCTION

The quest for democratic decentralization in India has been inspired by the vision of Mahatma Gandhi for Gram Swaraj. It was this **Gandhian ideal that influenced the constitution makers and enabled to lay down Article 40** of the **Directive Principles of State Policy** that notes - *“The State shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government”*.

Since India's independence, our national policy makers adopted democratic decentralization as a basic theme of our national policy. Several committees have been appointed for the purpose, to make recommendations regarding the nature and mode of our democratic decentralization process. (Balwantrai Mehta Commission, 1957; Asoka Mehta Committee, 1978; G.V.K. Rao Committee, 1985; L.M. Singhvi Committee, 1986) The committees have recommended local self-government as the most suitable agency for participatory planning to bring administration and development programmes closer to the rural people. The premise of democratic decentralisation is founded upon the notion that the democratisation and empowerment of local political bodies will result in institutions that are more accountable and responsive to the needs of local citizens.

1.2 THE PANCHAYATI RAJ SYSTEM

India has a long history and tradition of local democratic institutions since ancient times which have been grounded in the prevailing social and political organization. The Panchayats, especially the village or Gram Panchayats have played a vital role in day to

day governance of the rural community. The term “Panchayat” historically implies a body of five (‘Panch’) members who were elected or chosen by the people in the villages; were accepted as the leaders who would guide all socio-economic activities of the village and would serve as arbitrators and dispense local justice in matters of any dispute among the members of the community.

The Panchayati Raj is thus an ancient Institution with a new and modern democratic concept. It embodies the individuality of the local rural community’s activities, thus reflecting the spirit of liberty. It is an integral part of body politic of the country recognized or created under law for the management of local affairs of rural habitations within the respective geographic boundaries. It emerges with the transfer of authority to the locally elected body with a statutory right to make, unmake and remake local decisions for which they are politically accountable to the local electorate. The institution of Panchayat provides a broad based democratic structure so as to make the common man a real partner in the performance of his own civil and local affairs. The Panchayats are therefore mandated to deliver not only on the provision of basic services within their respective areas, but also for planning and implementation of schemes for economic development and social justice (Article 243G of the Constitution of India). It is envisaged that with local participation, planning will assume a need based form, and will thus be more responsive to the local problems, issues and aspirations.

The 73rd constitutional amendment which became effective in 1993, inserted Part IX in the Constitution of India and gave statutory constitutional recognition to Panchayats as rural local bodies. It provided the institutional framework to Panchayats to strengthen grassroots level democracy through elected self-governing local bodies in the rural areas of the country. The Constitutional amendment also emphasized functional and fiscal decentralisation of powers to achieve good governance through people’s participation

thus enabling transparency, responsiveness, equity, efficiency and accountability.

The main features of the 73rd Constitutional Amendment Act are as follows:

- There will be a three-tier Panchayat system, at village, Block and District levels, except in smaller states with population less than 20 Lakh, where a two tier system (Village & District) may be constituted.
- Panchayats to function as institutions of self-government;
- Seats in Panchayats at all levels shall be filled by direct election from concerned territorial constituencies.
- There will be a 'Gram Sabha' for each village or group of villages.
- Members of Parliament, Members of legislative Assemblies, and Members of Legislative Councils can be member of Block or District level Panchayat bodies.
- Seats in all tiers of the Panchayats will be reserved for Scheduled Castes and Scheduled Tribes in proportion to their population; even the offices of Pradhans / Sabhapatis / Chairpersons (Sabhadipatis) will also be reserved accordingly.
- Not less than one third of total seats in respective three tiers will be reserved for women. Not less than one third of reserved seat for Scheduled Castes and Scheduled Tribes will also be reserved for women. However, 20 States have enhanced this reservation for women up to 50%.
- State legislatures will have the liberty to provide reservation of seats and offices of chairperson to the backward classes.
- The term of all tiers of Panchayats will uniformly be five years. Elections will be held before the expiry of present term. In case of dissolution of any body, election will be held within six months of dissolution.

- The State Legislature may by law endow the Panchayats with necessary powers and responsibilities to enable them to prepare plans for economic development and social justice.
- The Eleventh Schedule lists the 29 subjects which may be entrusted to the Panchayats by the State Legislature.
- Panchayats to be authorized to levy, collect and appropriate such taxes, duties, tolls, and fees in accordance with the law laid down by the state legislature.
- A finance commission will be established in every state to determine the principles on the basis of which adequate financial resources could be provided for Panchayats.
- Provisions to be made by law for the maintenance of accounts by Panchayats and the auditing of such accounts.
- An independent Election Commission consisting of a State Election Commissioner shall be appointed by the governor of every state for the superintendence, direction and control of the election process to the Panchayat bodies.

However, the States have been empowered in respect of the application/ operation of the following provisions in Part IX :

- Powers of Gram Sabha (**Article 243A**)
- Direct or indirect election of president of Village Panchayat (**Article 243C(5)**)
- Reservation of seats in Panchayats in favor of backward class of citizens (**Article 243D(6)**)
- Powers, authority and responsibilities of Panchayats (**Article 243G**)
- Powers to impose taxes by, and funds of, the Panchayats (**Article 243H**)

Article 243E of the Constitution states that every Panchayat, unless sooner dissolved under any law for the time being in force, shall continue for five years from the date of appointment for its first meeting and no longer. Further, an election to constitute a Panchayat shall be completed before the expiry of its duration or before the expiration of a period of six months from the date of its dissolution. As per Article 243K of the Constitution, superintendence, direction and control of all elections to the Panchayats is vested with the State Election Commission consisting of an Election Commissioner to be appointed by the Governor. States have generally complied with these Constitutional provisions.

Article 243D of the Constitution of India provides for the reservation of seats for the Scheduled Castes and Scheduled Tribes in every Panchayat (at all levels) in proportion of their population in the Panchayat area. Reservation of seats for the Scheduled Castes and Scheduled Tribes at all levels of Panchayats is a mandatory provision and all State Governments have complied with this by making necessary provisions in their respective Panchayati Raj Acts.

Reservation of not less than one third seats for women (including the seats reserved for the Scheduled Castes and Scheduled Tribes) by rotation is a mandatory provision in the Constitution and all State Governments have already made provisions in this regard. Today there are about 13.75 Lakh women elected representatives of Panchayats in India, making a marked improvement in the political empowerment of women. The degree and the intensity of political participation by women in PRIs has been increasing progressively as evident from the greater role played by women Panchayat leaders at the local level, and the entry of educated and qualified women into the political arena of PRIs in recent years. Further, Twenty (20) States have enhanced this reservation for women in PRIs to 50% . Those states are: Andhra Pradesh, Assam, Bihar, Chhattisgarh,

Gujarat, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttarakhand and West Bengal.

Reserved seats for SC, ST and Women are also rotated by States. Rotation of reserved seats is mandated under the Constitution and the precise modalities for rotation are left at the discretion of States.

Article 243A provides that a Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of a State may, by law, provide. Powers assigned to the Gram Sabha, therefore, vary from State to State. Gram Sabha is the key to the self-governance and transparent and accountable functioning of the Gram Panchayat. The Gram Sabha is the forum that ensures direct, participative democracy. It offers equal opportunity to all citizens including the poor, the women and the marginalised to discuss and criticize, approve or reject proposals of the Gram Panchayat (the executive) and also assess its performance.

Article 243I empowers the States to constitute a Finance Commission every fifth year to review the financial position of the Panchayats and to make recommendations regarding the principles which should govern the distribution between the State and the Panchayats of the net proceeds of the taxes. The State Finance Commission are to also give recommendations regarding the taxes, duties and fees etc that may be assigned to or appropriated by the Panchayats; the Grants in aid to the Panchayats from the consolidated fund of the State; and the measures needed to improve the financial position of the Panchayats.

Article 243G of the Constitution empowers the States to endow the Panchayats with such powers and authority and may be necessary to enable them to function as

institutions of self- government, with respect to the preparation of plans for economic development and social justice; and for the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule.

Panchayat being a State subject, the devolution of powers and authority to Panchayats has been left to the discretion of States. In terms of **Article 243G** of the Constitution, the State Legislatures are to consider the 29 subjects illustratively set out in the **Eleventh Schedule** of the Constitution for devolution to the Panchayats for the planning of economic development and social justice schemes. As devolution of powers to PRIs is left to the discretion of States, the profile of devolution varies across the States. The 29 subjects listed in the Eleventh Schedule are as per Table 1 below:

Table 1.1: Subjects listed in Eleventh Schedule

1. Agriculture, including agricultural extension	11. Drinking Water	21. Cultural activities
2. Land improvement, implementation of land reforms, land consolidation and soil conservation	12. Fuel and fodder	22. Markets and fairs
3. Minor irrigation, water management and watershed development	13. Road, culverts, bridges, ferries, waterways and other means of communication	23. Health and sanitation including hospitals, primary health centres and dispensaries
4. Animal Husbandry, Dairying and poultry	14. Rural electrification, including distribution of electricity	24. Family welfare
5. Fisheries	15. Non-conventional sources of energy	25. Women and Child Development
	16. Poverty alleviation programme.	26. Social welfare, including welfare of the handicapped and mentally retarded

6. Social forestry and farm forestry	17. Education including primary and secondary schools	27. Welfare of the weaker sections, and in particular of schedule caste and schedule tribes
7. Minor forest produce	18. Technical training and vocational education	28. Public distribution system
8. Small scale industries, including food processing industries	19. Adult and non-formal education	29. Maintenance of community assets
9. Khadi, village and cottage industries	20. Libraries	
10. Rural housing		

1.3 PROVISIONS OF PESA ACT FOR THE FIFTH SCHEDULE AREAS

The Fifth Schedule of the Constitution deals with the administration and control of Scheduled Areas, as also the Scheduled Tribes residing in these areas, other than the States of Assam, Meghalaya, Tripura and Mizoram. “The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996” (PESA), extends Part IX of the Constitution with certain modifications and exceptions, to the Fifth Schedule Areas notified under Article 244(1) of the Constitution. The Fifth Schedule areas presently exist in 10 States – Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The details of Notified Fifth Schedule Areas is as per Annexure I

Some of the salient features of the PESA Act are as below:

A. Powers exclusive to Gram Sabha

Every village shall have its own Gram Sabha. A village may consist of one or more habitations or hamlets comprising a community and managing its affairs in accordance with traditions and customs [Sec 4(b)]

(However in Part IX areas, all electors of the Gram Panchayat, which may comprise of one or more villages together constitute the Gram Sabha)

B. Gram Sabha is competent to safeguard and preserve the :

- a. Traditions and customs of the people, and their cultural identity,
- b. Community resources, and
- c. Customary mode of dispute resolution [*Sec 4(d)*]

C. Gram Sabha has mandatory executive functions to :

- a. Approve plans, programmes and projects for social and economic development
- b. Identify persons as beneficiaries under the poverty alleviation and other programmes
- c. Issue a certificate of utilisation of funds by the Panchayat for the plans; programmes and projects referred to in clause (e) above [*Sec.4(f)*]

D. Powers exclusive to Gram Sabha/Panchayat at appropriate level :

- Right to mandatory consultation in land acquisition, resettlement and rehabilitation of displaced persons [*Sec.4(i)*]
- Panchayats at an appropriate level is entrusted with planning and management of minor water bodies [*Sec.4(j)*]
- Mandatory recommendations by Gram Sabha or Panchayat at appropriate level for prospective licenses/lease, concessions for mines and minerals [*Sec.4(k), (l)*]

E. Powers endowed to Gram Sabha and Panchayat at appropriate level :

- Ownership of minor forest produce [*Sec. 4(m)(v)*]
- Prevent land alienation and restore alienated land [*Sec. 4(m)(iii)*]

- Manage village markets [*Sec.4(m)(iv)*]
- Control over money lending to STs [*Sec.4(m)(v)*]
- Control over institutions and functionaries in social sector, local plans including Tribal sub plans and resources [*Sec. 4(m)(vi)(viii)*]

Chapter 2. GRAM PANCHAYAT DEVELOPMENT PLANNING IN TRIPURA

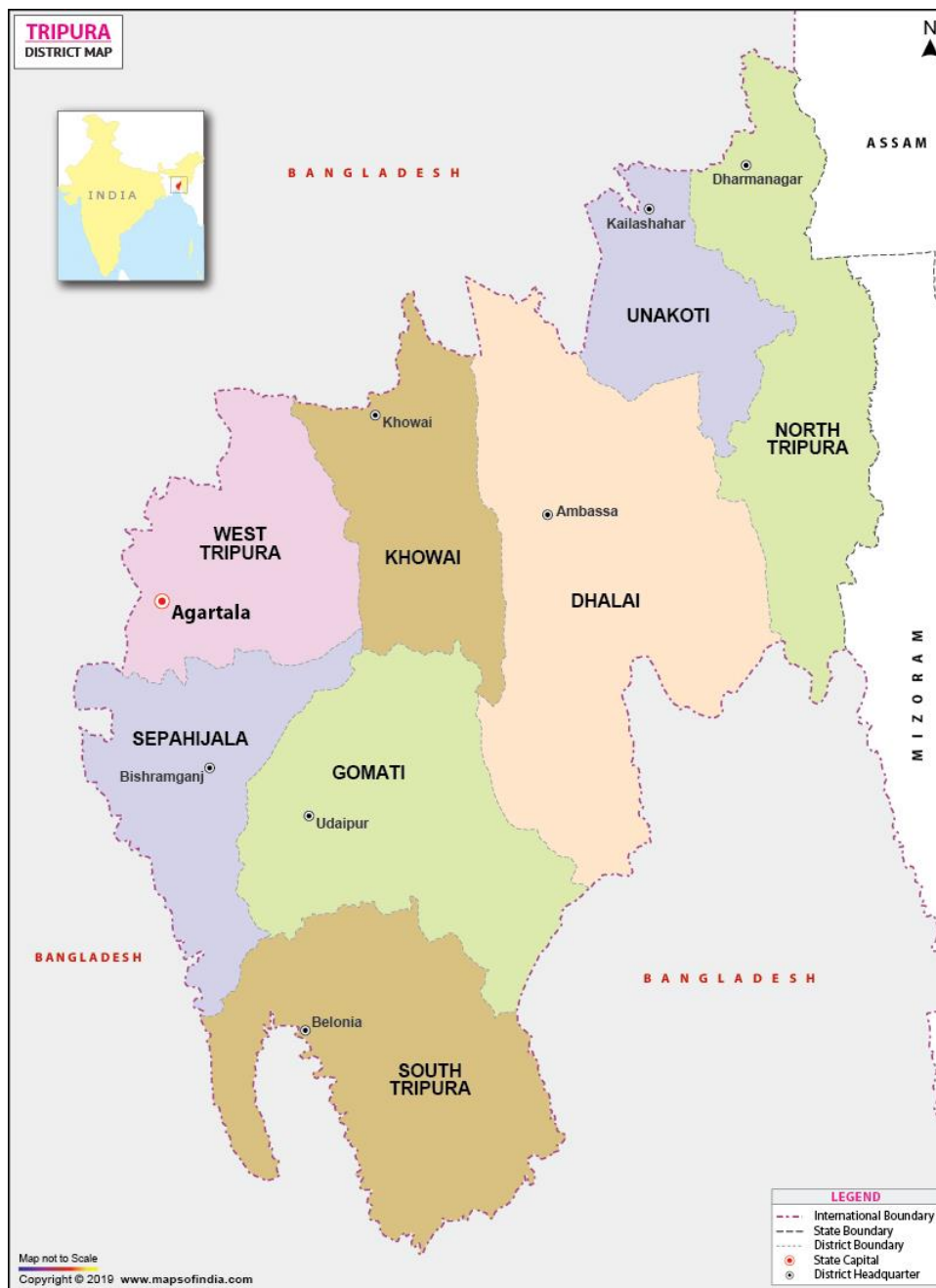
2.1 INTRODUCTION

Tripura is an erstwhile princely state, which became a part of the Indian Union on 15th October, 1949 A.D., after signing of the Tripura Merger Agreement on 9th September 1949, between the Governor General of India and His Highness the King of Tripura. It was declared a Union Territory on November 1, 1957, and elevated to the status of a full-fledged state on January 21, 1972. It is the second smallest state in India with a total the total geographical area of 10,491 sq km. The state has a unicameral assembly. The administration in Tripura is distinguished by the existence of separate legislative, governance and judiciary systems for tribal areas. The Sixth Schedule of the Constitution applies to a large part of the state, which is under the jurisdiction of the Tripura Tribal Areas Autonomous District Council (TTAADC). Of the total geographical area of 10,491 sq km, about 7,133 sq km (68%) is under the TTAADC. The purpose behind setting up an Autonomous District Council (ADC) is to provide for internal autonomy to the tribal people inhabiting these areas, and protect their social, cultural and economic interests, through granting them administrative and legal authority. The list of notified Schedule 5 and Schedule 6 Areas of the country is at **Annexure IX**.

2.2 TRIPURA: SIZE, LOCATION AND TOPOGRAPHY

Tripura is one of the seven states in the north eastern part of India, located in the south-west extreme corner of the north-eastern region, between latitudes 22°57' and 24°33' N and longitudes 91°10' and 92°20' E. The state is situated between the river valley of Myanmar and Bangladesh, and is bounded by Bangladesh on the north, west, south and southeast; in the east it has a common boundary with Assam and Mizoram.

Figure 2.1: Map of Tripura with district boundaries



Source: www.mapsofindia.com

Tripura is a land locked state and its geographical limits touch both national and international boundaries. Its length of international boundary line with Bangladesh measures 839 km. Its national boundaries with Assam and Mizoram measure 53 km

and 109 km respectively. The terrain by and large consists of parallel hills and ridges running from the northwest to the southeast direction, with alternating narrow valleys.

The range of hills rises from the plains of Sylhet in Bangladesh at the North and proceeds southwards until they join the hills of the Chittagong hill tracts in Bangladesh. The elevation of hills gradually increases in the East. The eastern range of the Jampui is situated at an elevation of 914 meters above MSL and the western range of the Baramura, Deotamura with its elevation of 244 meters above MSL is the lowest.

2.3 STATE LEVEL ADMINISTRATIVE STRUCTURE

The Chief Secretary is the head of civil service in the State and is assisted by the Additional Chief Secretaries, Principal Secretaries and Secretaries in the discharge of his duties. Currently, there are 25 departments in the state, and the list of Departments is at **Annexure III**.

The State has 8-Districts, 23-Sub-Divisions, 58-Blocks, 38 Revenue Circles and Tripura Tribal Areas Autonomous District Council (TTAADC). The TTAADC was set-up in 1982 and is under the provisions of Fifth and Sixth Schedule of the Constitution. The present Administrative set-up of the State is as per Table 2 below.

Table 2.1: Tripura State Revenue Setup and ADC Areas

Revenue Setup	Number	ADC Areas	Number
Districts	8	Tripura Tribal Areas Autonomous District Council (TTAADC)	1
Sub-Divisions	23	Zonal Offices of TTAADC	4
Blocks	58	Sub-Zonal Offices of TTAADC	40

Revenue Circles	32	TTAADC Committees	Village	527
Revenue Villages	886			
Tehsil Offices	187			
Gram Panchayats	591			
Nagar Panchayats	9			
Agartala Municipal Corporation	1			
Police Stations	71			

Source: Government of Tripura

Each district is headed by a District Magistrate and Collector (DM), who is vested with the responsibility of development administration in the district. He is also the head of the CD blocks and Panchayati Raj administration in the district. Under the DM, there are sub-divisional officers, designated as Sub-Collectors; there are 23 Sub-Divisions in the state.

The Development administration in the State is centred around CD blocks (58) headed by a Block Development Officer (BDO). Since the start of the process of decentralization of governance, the blocks have been brought under the general supervision of the Panchayat Samities, which consist of local elected representatives headed by an elected Chairman. The BDO is the ex-officio executive officer of the Panchayat Samiti. Under one Block, there are Panchayat Samiti and Block Advisory Committee, some of which are overlapped. In 58 Blocks, there are 35 Panchayat Samitis and 40 Block Advisory Committees. The lowest unit of administration in the state is a revenue village, known as Mouja. The number of Moujas in the state is 874, which includes 1,040 Grams (villages), 513 in non-ADC and 527 in ADC areas.

2.4 GOVERNANCE MECHANISM

For governance and execution of development works, there are two distinct mechanisms, one for the ADC and another for the non-ADC areas.

In the Tripura Tribal Areas Autonomous District Council (TTAADC) Area, the number of Block Advisory Committees (BAC) has increased from 37 to 40 and a total of 527 village committees are functioning. The total population in TTAADC areas is 12,16,465*. The non-ADC areas are similar to other Part IX States, and follow the PRI system of planning and governance, which is discussed below.

2.5 DECENTRALIZATION AND PANCHAYATI RAJ INSTITUTIONS (PRIS) IN NON-ADC AREAS

The Panchayati Raj system in Tripura was initially guided by the United Province Panchayati Raj Act, 1947, and 'Gaon Sabhas' were constituted in development blocks. In January 1984, the Tripura Panchayats Act, 1983, was brought into force, replacing the United Provinces Panchayat Raj Act, 1947.

**Source <http://ttaadc.gov.in/Basic-Statistic>*

After the Constitution 73rd Amendment Act was brought in, the government enacted the Tripura Panchayat Act, 1993. It provided for a three-tier Panchayati Raj structure in non-ADC areas, with Gram Panchayat at the village, Panchayat Samiti at the block and Zilla Parishad at the district levels. Gram Panchayats are constituted below the block level and consist of a number of constituencies called Wards. The Sarpanch, head of the Gram Panchayat, is a directly elected people's representative from the Gram Sabha.

The Gram Sabha is a body consisting of all persons registered in the electoral rolls relating to a village comprised within the area of Panchayat, which is vested its ownership over the minor forest produces. There are Gram Sabhas in every village,

irrespective of whether it is a schedule or a non-schedule area. As per the provisions of the Tripura Panchayat Act, Gram Sansad has also been constituted at the Panchayat constituency level (ward) for more effective involvement of citizens in development aspects.

The PRIs are mandated with the responsibility for preparation of plans for economic development and social justice, and its agency functions relate to the implementation of schemes for economic development and social justice, as may be entrusted to them, including those in relation to the matters listed in the Eleventh Schedule. The Eleventh Schedule of the Constitution mandated transfer of financial and administrative powers to the PRIs in respect of 29 different subjects, and the state government has devolved twelve subjects to PRIs out of 29 subjects listed in the Eleventh Schedule of the Constitution. The remaining 17 subjects are yet to be transferred. The Twelve transferred subjects are as per Table 2.2 below:

Table 2.2: List of subjects devolved to PRIs in Tripura

Sr No	Subject	Sr No	Subject
1	Rural Department	7	Health and Family Welfare
2	Food Department	8	IFC and PHE Department
3	Agriculture and Horticulture	9	Revenue Department
4	Education	10	Animal Resources
5	Social Welfare and Social Education	11	Industries
6.	Fisheries	12	Forest Department

Source: Government of Tripura

Each Panchayat Samiti and Zilla Parishad consists of 7 Standing Committees:

- i) Finance, Audit and Planning Committee (to be known as Finance Committee).
- ii) Education, Environment, Cultural, Health and Sports Affairs Committee (to be known as Education and Health Committee).
- iii) Communication, Rural Electrification and non-conventional Energy Committee (to be known as Works Committee)
- iv) Industries, including Cottage Industry and Sericultural Committee (to be known as Industries Committee).
- v) Social Justice Committee.
- vi) Agricultural, Food, Irrigation, Cooperation, Fisheries and Animal Husbandry Committee (to be known as Agriculture Committee).
- vii) Poverty Alleviation Programme, Social and Farm Forestry, Rural Housing and Drinking Water Committee (to be known as Poverty alleviation Committee).

Consequent to the 73rd Constitutional Amendment, Panchayats at the village level, intermediate level i.e., Block level and at the District level have been constituted in Tripura through the first General Elections to three tier Panchayats which were held in 1994. The second and third Panchayat General Elections to three tier Panchayats of the State were held in July, 1999 July, 2004, July 2009 and July 2014. The Government of Tripura has made constant efforts to devolve functions and powers to the elected Panchayat bodies. In Tripura, soon after enforcement of the 73rd Constitution Amendment, a new Act named "The Tripura Panchayats Act 1993" has been enacted which came into force from November, 1993.

The website of Tripura PR Department cites that Tripura has made rapid strides towards decentralization of powers and functions by having three tier panchayat systems, and is

one of the States in the country where a provision has been made to raise reservation for women upto 50 percent, in the office of members as well as office of the Chairman. Tripura is thus one of the leading States to increase the women's participation in Panchayati Raj Institutions (PRIs).

2.6 GRAM PANCHAYAT DEVELOPMENT PLANS

The Gram Panchayat Development Plans were conceptualised in February 2015 soon after the announcement of Fourteenth Finance Commission's recommendation to give more than Rs. 2 lakh crore to Gram Panchayats of the entire country for the period of 2015 to 2020, through state governments and allow them to spend it as per their own local requirements following prescribed guidelines. The government accepted the recommendations and simultaneously decided to accelerate capacity building of the Panchayat Functionaries as they will be handling the enormous amount of funds of 14th FC. The Ministry of Panchayat Raj formulated the model guidelines for Gram Panchayat Development Plans (GPDP) which were conceived as annual plan of each Gram Panchayat where the villagers would decide where the money should be spent. Based upon the model guidelines, Tripura State Government formulated its own State specific GPDP guidelines. The State government communicated the 'Resource Envelop' to all local bodies. Thus every Panchayat comes to know how much money it has under different schemes and how they should plan. Once the GPDP plan is formulated the respective Gram/Village Sabha approves the same. After that it is sent to the Panchayat Samiti/Block Advisory Committee for approval.

As stated in the Tripura GPDP guidelines, the following are the objectives of GPDP in the State:

- To improve basic amenities of the village Panchayat. These include sanitation, connectivity, drinking water, drainage system, burial grounds etc.
- To improve the socio-economic conditions of the rural society by giving special emphasis on the poor people.
- To improve the functioning of convergences mode activity.
- To ensure Proper Health facility.
- Providing social security for all sections of marginalized community.
- Effective management of natural resources and sustainable livelihood.
- Conservation of soil, forest and water.
- Ensuring 100 per cent enrolment & quality education.
- Ensuring gender equality and equity in all aspects of development
- Development of governing capability of the village Panchayat.
- Strengthening the Gram Sabha and improving the quality of Gram Sabha through the active participation of local people.

2.7 PEOPLE'S PLAN CAMPAIGN:

The People's Plan Campaign (PPC) launched by the Ministry of Panchayati Raj, Government of India is an effective strategy for the timely preparation of GPDPs in a campaign mode. The PPC was first rolled out by the Ministry during 2018 as "***Sabki Yojana Sabka Vikas***" from 2nd October to 31st December, 2018. During the campaign, structured Gram Sabha meetings are held for preparing the GPDP for the next financial year. The campaign has been institutionalised and is held every year during the same period. The timelines for different milestones for the campaign are decided well in advance by the State Government, and the timelines for various milestones for the Peoples Plan Campaign 2019 as laid out by the State Government are given in **Annexure V**. The Roadmap for GPDP preparation laying out the different sequential

steps for GPDP preparation are given in **Annexure VI**. The format for GPDP preparation as notified by the Government of Tripura is at **Annexure VII**.

2.8 SUSTAINABLE DEVELOPMENT GOALS

The Sustainable Development Goals (SDGs), otherwise known as the Global Goals, are a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity. The 17 Nos. SDGs comprises of 169 targets and are based on the Millennium Development Goals fixed by UNDP and subsequently adopted by Govt. of India which includes new areas such as climate change, economic inequality, innovation, sustainable consumption, peace and justice, among other priorities. The goals are interconnected –often the key to success in one will involve tackling issues more commonly associated with another. The 17 Sustainable Development Goals are as per **Annexure VIII**.

2.9 PLANNING BY INTERMEDIATE (BLOCK) PANCHAYATS AND ZILLA (DISTRICT) PANCHAYATS

The process, structure and format of an Intermediate Panchayat Plan will be largely the same as followed at GP level. After GPDPs are prepared and approved at GP level, the same are to be forwarded by the GPs to the Intermediate Panchayat. Those projects and activities which are to be implemented in more than one GP area and which can be implemented at the Intermediate Panchayat level because of its higher institutional capacity and technical competency, are to be referred by the GPs to the Intermediate Panchayat for consideration at its level. An Intermediate Panchayat Plan will have two components:

- a. One containing the activities which, out of those referred by the GPs, have been considered by the Intermediate Panchayat for inclusion in its Plan and

- b. The activities which are possible on the part of the Intermediate Panchayat to plan for with resources available at its level and implement and monitor according to the principles of subsidiarity.

The plan activities of the line departments operating at the Intermediate Panchayat level should be integrated into the Intermediate Panchayat Plan, although the same may be implemented by the line departments themselves. There may not be separate scheme-based compartmentalized action plan at the Intermediate Panchayat level and in this way the Intermediate Panchayat Plan would be a single and comprehensive plan to address all or most of the relevant development issues pertaining to the Intermediate Panchayat level. The Intermediate Panchayat Plan will be approved by the Intermediate Panchayat itself.

At the District / District Planning Committee (DPC) level an integrated plan document is to be prepared along with plans from urban local bodies. There is need to have discussion between officials and elected representatives and all the stakeholders. GPDP cannot cover inter GP issues or the activities required by more than one Panchayat. Moreover, there are many schemes/department operate at Block or district level. Their planning is also at these levels.

The District Plan is to integrate multiple programmes that are in operation in the district for efficient use of resources. There ought to be only one development plan for the Panchayats prepared through a common planning process and not a set of separate plans prepared in accordance with the guidelines of each programme. Thus once works and priorities are identified, components pertaining to a particular sector could be taken up through schemes, including CSSs while still keeping within the guidelines of those schemes. In the realization of the district vision, District Plans will need to put together

all the resources available at the command of the district under various sectoral schemes including State Plan, CSSs etc. and consolidating GPDPs and Intermediate and District Panchayat Development Plans leading to a comprehensive District Development Plan for each District.

Chapter 3. EXISTING INITIATIVES IN GRAM PANCHAYAT DEVELOPMENT PLANS

The 73rd amendment of the Constitution of India provided the constitutional status and institutional framework to Panchayats to strengthen grassroots level democracy through elected self-governing local bodies in the rural areas of the country. The Constitutional amendment also emphasised functional and fiscal decentralisation of powers to achieve good governance through people's participation with a view to enabling transparency, responsiveness, equity, efficiency and accountability. Article 243G of the Constitution mandates the Panchayats for planning and implementation of schemes for economic development and social justice. It also enables the State Governments to devolve powers and authority to the Panchayats to enable them to function as institutions of self-government, including the 29 subjects listed in the Eleventh Schedule. The Gram Panchayats have thus been mandated for the preparation of Gram Panchayat Development Plans for economic development and social justice utilizing the resources available to them.

Over the last twenty five years, several initiatives have been taken by the Government of India, as well as the Government of Tripura to realize the Constitutional mandate by enabling the GPs to prepare decentralized participatory plans. The GoI (MoPR) has issued several guidelines towards this effect from time to time on local level planning by Panchayats, and the State Government has on its own part issued its own state specific guidelines and instructions for implementation by the Panchayats to enable local participatory planning.

3.1 EMERGING ISSUES AND CHALLENGES

Based on the experience of implementation of the guidelines issued by the Government of India and those of the State Government, as well as the experience borne from formulation and implementation of GDPDs across the country, several new challenges and opportunities were identified. These were therefore required to be urgently addressed for future sustainable development and social justice. Some of the important ones are as below:

- Inadequate people's participation in the planning process and Gram Sabha
- Over- emphasis on investments on infrastructure
- Inadequate public service delivery
- Expanding scope of Own Source Revenue
- Increased role of PRIs in emerging issues
- E-enablement of Panchayats
- Convergence of funds, schemes and initiatives
- Need to improve efficiency and efficacy in public expenditure
- Building and maintenance of physical and financial database in GPs
- Need for integration of spatial and sectoral planning
- Accessing human resource and technical support for planning
- Need for enhanced institutional capacities of PRIs and capacity of ERs and functionaries
- Need for integrated plans at block and district levels
- Localizing Sustainable Development Goals (SDGs)
- Addressing climate change and overall environmental issues
- Importance of natural resource management
- Emphasis on social development

- Expanded scope for harnessing social capital in the form of PRI- SHGs convergence
- Integrating gender, child issues, elderly and Persons with Disabilities(PwDs)
- Prevention of malnutrition
- Need for robust monitoring and MIS
- Likely impact of the recommendations of 15th Finance Commission and State Finance Commission.

All the concerns listed above are the challenges that need to be addressed and incorporated into the GPDP to reach out and fulfil the development aspirations of the rural people through effective decentralised participatory planning by GPs.

A critical analysis of the process of formulation and implementation of GPDPs across States was carried out by the Government of India, brought out the need for improvement due to the following reasons:

- Miniscule presence of major sectors like Agriculture, Woman and Child Development (WCD), Health and Nutrition, Education, Animal Husbandry, Skill development etc.
- Only convergence with MGNREGS (that too in few States)
- GPs have been formally devolved only few subjects out of 29 listed in Eleventh Schedule
- GPs have been assigned formally few goals out of 17 SDGs
- GPDP being prepared as a wish list
- Incomplete information regarding resource envelope

- Lack of technical support to GPs for GPDP preparation
- Inadequate own source of revenue
- No relation between GPDP and works actually undertaken in many cases
- GPs are working in isolation
- No consolidation and Review of GPDP at Block/ District/ State levels
- Partial uploading of GPDPs on PES

The GoI took note of the fact that every State (including Tripura) has developed its own GPDP guidelines and implementation manuals. It was felt necessary by the Ministry of Panchayati Raj (MoPR), Government of India to support the States with suggestive measures to cope with the new challenges and issues as aforementioned. Further, it was also felt necessary to escalate the planning process to the other two tiers of the PRI i.e., the Intermediate and the District Panchayats and further preparation of District Plan by District Planning Committee (DPC). Hence a new set of Revised Guidelines for Preparation of GPDP were issued by MoPR in 2018. These new Guidelines have attempted to address the emerging challenges and opportunities in integrated GPDP planning process up to the district level. The revised guidelines have formed the bedrock of the People's Plan Campaign, and consequently, the Government of Tripura has also revised its State GPDP guidelines in tandem with the revised guidelines of MoPR. The new guidelines are therefore the basis of the GPDP formulation process for the GPDPs for the years 2019-20 and 2020-21 in Tripura.

3.2 PANCHAYAT-SHG CONVERGENCE FOR PARTICIPATORY PLANNING

Gram Panchayats have been mandated to prepare and implement plans for economic development and social justice. The Guidelines for utilisation of Fourteenth Finance Commission (FFC) grant also require GPs to prepare GPDP which *inter alia* include component addressing vulnerabilities of poor and marginalised people and their livelihood opportunities through an integrated poverty reduction plan that also converges with the labour budgeting and projectisation exercises under MGNREGS. SHGs and their federations, as institutions of the poor have a key role in the planning for and implementation of interventions for economic development and social justice. The responsibilities of the SHG network listed in the NRLM framework include participating actively in Gram Sabhas and other forums of panchayats, providing feedback through community based monitoring, and supporting GPs in their development initiatives and planning exercises.

There are many schemes that are being implemented at the GP level for which planning is done in isolation by the concerned line departments without involving the GPs. It is very important for comprehensive decentralized planning, that the planning is done at the GP level through GPDP in convergence with PRIs and community organizations e.g. SHG of women. Many Rural Development schemes are planned and implemented with the participation of GPs. Impact of all these developmental interventions will be very high if they are incorporated in GPDP for planning, implementation and monitoring and the GPDP is prepared in convergence mode with active participation of Gram Sabha, elected representatives of GP; members and federation of SHGs and line Departments. It will also enhance accountability and transparency of the functioning of GPs. Consequently, PRI-SHG convergence is an important focus area under the new and revised guidelines for GPDP as adopted by the Govt of Tripura.

3.3 MISSION ANTYODAYA (MA) BASELINE SURVEY

The MA baseline survey is a recent initiative for convergence with the GPDP Planning Process. It helps to identify the sectoral infrastructure gaps of the Gram Panchayats, and provides an objective basis as the foundation for preparation of GPDPs. Further, the PlanPlus application under e-Panchayat programme has also been strengthened and now provides pre-populated data including basic data of GP, Gap identification under Mission Antyodaya, as well as the resources available to the Gram Panchayats under various Central Government schemes/ grants such as Fourteenth Finance Commission, MGNREGA, NRLM, NSAP etc. This facilitates the GPDP preparation process, providing an empirical grounding to the planning system.

3.4 INITIATIVES UNDER PPC

The Government of India rolled out the People's Plan Campaign as '*Sabki Yojana Sabka Vikas*' from 2nd October to 31st December, 2018 across all States. The campaign endeavours towards preparation of evidence based Gram Panchayat Development Plans (GPDP) through structured Gram Sabha meetings. Therefore, the GPDP planning process has to be comprehensive and based on a participatory process which involves full convergence with Schemes of all related Central Ministries/ Line Departments related to 29 subjects listed in the Eleventh Schedule. GPDP planning process targets to address the development challenges existing across three interrelated dimensions in rural India.

1. **Economic dimension:** - To alleviate poverty and create employment opportunities. Providing both capacity and opportunities for the poor and low-income rural households to participate, and to benefit from the economic growth process of the country.

2. **Social dimension:** - Social development of poor and low-income households and disadvantaged groups, eliminating inequalities in social indicators, promoting gender equality and women's empowerment, and providing social safety nets for vulnerable groups.
3. **Political dimension:** - Providing opportunities for the poor and low-income persons in rural areas, including women and SC and ST Communities to effectively and equally participate in the Panchayat processes at the village level and beyond.

Several new initiatives for GPDP formulation have been taken up as part of the People's Plan Campaign, which include:

- Carry out a survey under MA using MA format for scoring under various criteria and have the same validated in the Gram Sabha
- Facilitate the special Gram Sabha for GPDP on the designated day
- To ensure community mobilization including vulnerable sections like SC/ ST/ Women during the Gram Sabha. Supporting the Village Organisations/ SHGs to present, a poverty reduction plan
- Submit a report regarding the conduct of the Gram Sabha on the GPDP portal.
- Coordinating with frontline staff of participating ministries/departments for attending the Gram Sabha.

At the commencement of the campaign, a facilitator was appointed by the States for each Gram Panchayat/ Gram Sabha. The facilitators typically included Community Resource Persons (CRPs), trained Social Auditors, Rozgar Sevaks or other appropriate persons including officials. The facilitators appointed for each.

During the Special Gram Sabhas for GPDP, gaps identified from MA survey and other data were discussed & verified. The gaps have been classified in three broad categories– Critically Important, High priority and Desirable. Keeping in view the gap analysis and prioritization, and the resources available, Gram Panchayats finalized activities to be taken up under GPDP.

Chapter 4. SETTING OF THE RESEARCH

4.1 STATEMENT OF THE PROBLEM

Though the country has achieved considerable level of economic growth and development in the recent past, a vast majority of the rural poor continue to struggle with unemployment, illiteracy, poor infrastructure, inequality and low per capita income. The growth story of the Indian economy has unfortunately not touched the lives of the vast majority of the country's rural poor who continue to suffer with very low standards of living where even the basic necessities are beyond their means. It is in this context, that Panchayats as institutions of local governance, assume a critical role in addressing the needs and aspirations of the local people through effective planning, utilizing the platform of Gram Panchayat Development Plan.

4.2 RESEARCH OBJECTIVES

In the light of context, the objectives of the study are as under:

- To assess the Gram Panchayat Development Plans in Tripura using indicators such as objectivity in planning, participatory planning process, inclusiveness, sectoral coverage, schematic convergence, gender-friendly, transparency.
- To identify constraints in GPDP formulation and implementation, and
- To suggest sustainable measures to ensure effective formulation and implementation of GPDP.

4.3 RESEARCH DESIGN

The design of research would be descriptive. It would include both methods - qualitative, as well as information would be collected using suitable research tools. The data would be garnered using both primary data and secondary sources. The secondary source will include extracting the data already available with the Ministry of Panchayati

Raj, Government of India and the Tripura Panchayati Raj Department, Government of Tripura, books, journals and periodicals etc. on the indicators of the study. The different reports available in the public domain would also be accessed. The secondary data would help design the viable framework within which the study is to be conducted.

Primary data from the state of Tripura will be collected through:-

(A) Administration of a semi-structured questionnaire to rural citizens as Gram Sabha members in total four Panchayats in Two Districts of Tripura (Sample size-46 in each Gram Panchayat). The criteria for selection of two Districts will be – one best performing District and one underperforming District. Similarly, of the two Panchayats selected in each district, one will be a well performing Panchayat, while the other will be an underperforming Panchayat. The average size of a Gram Panchayat in Tripura is about 3000. The sample size for each Gram Panchayat is proposed to be 46, which thus represents about 1.5 % of the population. The break up for the sample of 46 will be as below:

- a. Six elected representatives – Six ward members (three male & three female) of which at least two will be against reserved seats (SC / ST).
- b. Twenty (20) Male Gram Sabha Members & Twenty (20) female Gram Sabha members. This will include 15 from General category, 4 from SC/ST category and one from handicapped from each of the Male & Female respondents.

(B) Structured Key Informant Questionnaires to be administered for key Gram Panchayat Functionaries viz Panchayat Secretary & Sarpanch. The Key Informant Questionnaire will elicit critical information regarding the basic statistics for the Gram Panchayat, the process of GPDP preparation, the types and quantum of resources available to the Gram Panchayat, the process of approval by the Gram Sabha, GPDP

Plan Implementation, as also other related important information pertaining to voluntary public disclosure, computerisation, extent of adoption of Panchayat related software, internet connectivity in the GP, procedure of withdrawal of Panchayat funds from the bank and revision / deviation from approved plan.

4.4 RATIONALE / JUSTIFICATION

Panchayats constitute the 3rd and the lowermost tier of Governance in the rural areas. The Gram Panchayat as an institution of governance, is also the closest and most accessible to the rural citizens through the platform of Gram Sabha. Consequently, it is presumed that the Gram Sabha would best be able to understand the local priorities and needs and aspirations of the people. Therefore, economic development for the poor and the deprived can effectively be achieved through participatory decentralized planning process, which is provided by Gram Panchayat Development Plan (GPDP) that is formulated and approved in the Gram Sabha. As local government, GPs are responsible for delivery of basic services to local citizens and to address vulnerabilities of the poor and marginalized sections. This can only be achieved through implementation of well thought out plans through efficient and responsible utilization of available resources. Hence, an efficient and robust planning process as part of GP's core functioning becomes necessary.

GPDPs are thus to be prepared in a fair, inclusive and transparent manner within the available resources or by expanding the resources through people's participation, ownership and enlightened leadership. The focus should be on local development issues, local perceived needs and priorities, analysis of local problems and solutions, convergence of schemes etc. and resource management of GP with a collective vision and action.

4.5 RESEARCH QUESTIONS

The study will attempt to answer the following questions:

- a. To what extent the GPDP planning process is participatory in Tripura?
- b. Does the GPDP planning process take into account the needs of the vulnerable sections of the society viz. women, SC, ST?
- c. To what extent the GPDP planning process is based on objective criteria?
- d. Does the GPDP planning process address the basic issue of poverty reduction?
- e. Does the GPDP implementation process provide for proactive public disclosure?
- f. Was information disclosure undertaken through a public information board?
- g. To what extent the GPDP has succeeded in addressing the local development needs and aspirations of the people?
- h. Whether the available resources are able to cater to the critical needs of the people?
- i. What are the mechanisms to ensure transparency and accountability in the GPDP?
- j. To what extent the Gram Panchayats are e-enabled?
- k. What are the perceptions of citizens / key stakeholders for improvement of the GPDP formulation and implementation process?

4.6 RESEARCH METHODS AND DATA SOURCES

- Research Methodology: Descriptive
- Research Approach : Descriptive and holistic
- Data Sources: Primary and Secondary data
 - Tripura Panchayati Raj Department reports and documents

- Ministry of Panchayati Raj, GoI website, reports, documents and databanks
- Semi-structured questionnaire & interview with stakeholders
- Data collection through structured questionnaires from Gram Sabha Members, Sarpanchs and Ward members (sample survey)

4.7 SCOPE / LIMITATIONS/ DELIMITATION

The administrative set up in Tripura comprises of 8 Districts, 23-Sub-Divisions, 58-Blocks and 591 Gram Panchayats. The present study will however be conducted in 4 Gram Panchayats of 2 selected districts of Tripura. Considering the available duration, as well as other constraints, the findings of the study may not necessarily be generalised.

4.8 CHAPTERISATION SCHEME

Chapter 1 has introduced the Panchayati Raj System for Rural Local Governance. Chapter 2 describes the Gram Panchayat Development Planning in Tripura. Chapter 3 explores the existing initiatives in Gram Panchayat Development Plans. In chapter 4, the setting of the research are given. The Statement of the Problem, Objectives of the study, Research Design, Research Questions and Scope and Delimitation of the study are provided. Chapter 4 also reviews the existing literature on the subject. Journal articles on related topics have been reviewed and their findings discussed. The articles are selected so that a national as well as an International perspective on decentralised governance is provided. In Chapter 5, a macro analysis on the implementation and performance of Gram Panchayat Development plans will be provided. Chapter 6 will evaluate the efficacy of Gram Panchayat Development Plans in four gram panchayats of Tripura. Chapter 7 will provide the conclusion and will attempt to show the way forward for Responsive Implementation of Gram Panchayat Development Plans.

4.9 LITERATURE REVIEW

i. Role Of Local Self Government

A lot of work has been done in the country as well as globally on the importance of decentralised governance and the impact of effective transfer of power and responsibility to local elected bodies. Several studies have established that Panchayati Raj Institutions have played an important role in social transformation and introduced modern, democratic, flexible and heterogeneous concepts in the originally traditional society. A lot of stress on the importance of proper Capacity Building for effective devolution has been laid by many studies.

Gyati, (2011), while exploring the development of Panchayati Raj Institutions in the North Eastern state of Arunachal Pradesh has found that introduction of PRIs in Arunachal Pradesh has introduced the traditional tribal society to concepts like democratic decentralisation, political participation, leadership and power. These institutions served as a training ground for rural people and equip them with both knowledge and experience about the democratic system of the Government in the country, thereby enabling them to play more important and useful role in the state and national level political fora. The Panchayat institution played a very important role in bringing about a major socio- political change in the traditional tribal society of Arunachal Pradesh with increasing growth in education and political awareness of the rural people and their increasing interface with the outside world due to greater mobility. They also brought about a gradual transition from the old and traditional social structure to a more modern, democratic, flexible and heterogeneous one.

D Narayana (2005) while doing a Comparative analysis of functioning of Gram Panchayats in MP, Tamil Nadu and Kerala, has noticed that in MP and Tamil Nadu,

GPs are seen as just agents of the state govt. Only in Kerala, they are perceived as a local governance institution. He concluded that adequate Capacity Building is the key to the efficacy of the system.

Sajjan Singh (2011) in his research raised the question 'Are Gram Panchayats an effective nodal institution for implementing the MGNREGA scheme of GoI'? His study substantiated that while Panchayats do appear to be the natural hub for implementing the Scheme, several problems do exist in the PR systems, that need to be addressed, like capacity building, more accountability etc. Chatterjee (2003) assessed the Impact of amendment to the Panchayati Raj Act by West Bengal Govt. He showed that an earlier scheme called Convergent Community Action (CCA) was also similar and failed. No lessons are learnt from its failure and the same lack of training and inputs are manifest in the new proposal.

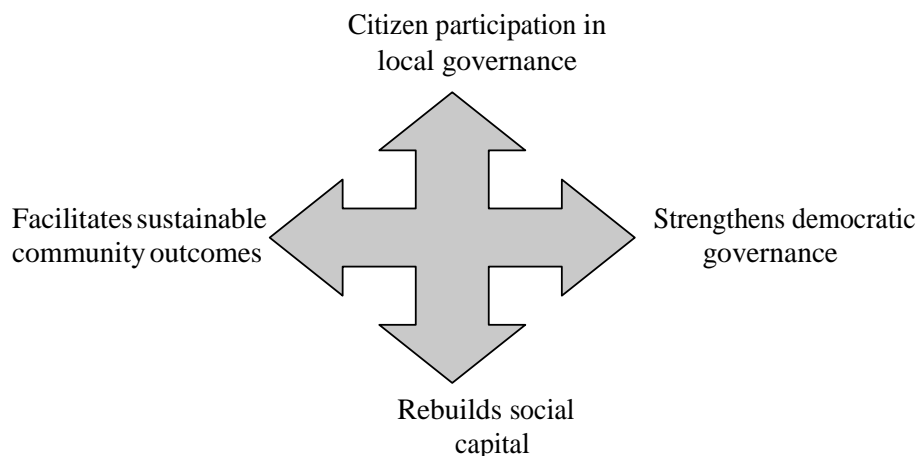
Ooman (2010) evaluates the recommendations of the 13th Finance Commission with reference to Panchayati Raj institutions. The recommendations of the 13th Finance Commission tend to emasculate local bodies, both financially and operationally. Better financial means, coupled with better operational mechanisms should bolster the institution. Craig and Daniel (2005) test the hypothesis, 'does decentralisation bring government closer to people and create political structures that are more transparent and accountable to poor and marginal groups in society'. The research however negates the hypothesis. It is concluded that decentralisation simply empowers local elites to capture a larger share of public resources, often at the expense of the poor. Sumanjeet (2006) investigates the role of e governance as a powerful tool to achieve good governance. He says, if used effectively, it can bring about improvements in service delivery, dissemination of information, transparency, public and private partnership, efficiency and accountability. Government and its numerous agencies being the largest

service providers in the country feel the need to make extensive use of IT for its major services both at the national as well as the local level. E governance has today become an integrated part of democracy. Though a lot of work has been done, there are still major stumbling blocks, like poverty, illiteracy, lack of IT infrastructure, lack of awareness etc. which need to be overcome to successful implementation of the e governance programme.

ii. International Perspective

The International Council for Local Environmental Initiatives (ICLEI) suggests that local government, as the level of government closest to the people, has an important role to play in facilitating opportunities for local citizens to take action on local sustainability issues (ICLEI 1997). However, it is argued that citizens and community groups will require support from local governments to be able to participate effectively. Cuthill who undertook the study in Australia, opines that when undertaking community capacity building, local governments will need to focus on building the 'skills, knowledge, experience, leadership and managerial capabilities' of citizens, community group and public officials to participate in local governance processes (Cornwall and Gaventa 2008).

Figure 4.1 Four components of Local Government



In addition, it will require the ‘opening up’ of community access to the political and economic systems that are the basis of power in modern communities (Le Compte and De Marrais 1992). Participation and collaboration both imply a standard of equity between citizens and local government. However, the practical realities of achieving this are uncertain and should remain a key factor in future research. While many local, state and commonwealth governments in Australia have, to some degree, indicated a commitment to sharing power in decision making, the reality of implementing this rhetoric is still to be determined.

Ito Takeshi (2006) basing his research in Indonesia concludes that the process of reform in the local government has been complicated by the political actors who continue to compete for power. This struggle has been between key political institutions within the district government and at times it has resulted in the reform of local governance being stalled. It was at such moments that the Civil Society Organisations (CSOs) with links to the district government played a vital role in reconciling vested political interests. As shown in his research, the involvement of CSOs in local governance reform facilitated communications, reduced the tension between the agencies, and helped to bridge the gap between the state and civil society. Conservatives within the central government and experts on democratic theory insisted that Indonesian people (let alone people in the regions) are “not yet ready for democracy.” Contrary to the statement, quite a few innovations in local governance have appeared during the process of Indonesia’s democratic decentralization. Among them, the District (Kabupaten) Government of Bandung, West Java Province has put in place two major reform initiatives—participatory development and village empowerment.

Schoburgh (2009) feels that Local governance is really about balancing two goals - democracy and effective public management at the local level. He emphasises the need

for Political and Policy Imagination. He states that the degree to which balance is achieved depends in large measure on what occurs at the national level, that is, how far public organizational processes and social interactions have responded to the governance imperatives. Political and policy imagination is a necessary part of transitioning local government to local governance. These two become more evident when viewed in tandem with the social foundations of such transition, which according to Jones (1998) are embodied in: (a) democratization that is anchored in practices of political and administrative accountability; (b) decentralization which moves beyond devolution of power from central to local government but which leads towards community power; and (c) assuring a role for civil society. These social foundations are by no means neutral in character and therefore local politics and policy must be adaptive, build a culture of self-correction and rely on a system of incentives that are progressive in nature. Political and policy imagination is fundamental to achieving synchrony between reform values and existing values and creating the capacity for transformation to take place while simultaneously guarding against "capacity destruction".

Gaventa (2004) talks of the global phenomenon of 'Democracy Deficit'. He states that although "democratic deficit" is now widely recognized, there has often been disagreement about how to respond. On the one hand, attention has been given to strengthening the processes of citizen *participation*: how ordinary citizens exercise voice through new forms of inclusion, consultation, and mobilization designed to inform and influence larger institutions and policies. On the other hand, growing attention has been paid to how to strengthen the accountability and responsiveness of these institutions and policies through changes in institutional design, and a focus on the enabling structures for good government. Increasingly, however, we are beginning

to see the importance of working on both sides of the equation. As participatory approaches are scaled up from projects to policies, they inevitably enter the arenas of government and find that participation can become effective only as it engages with issues of institutional change. As concerns about government responsiveness grow, questions about how citizens engage and make demands on the state also come to the fore. In this debate, we have seen a shift in discussion from being about *government* to *governance*, focusing on broad forms of involvement among the state, civil society, and market.

All across the world there is growing consensus that the way forward is to focus on both - a more active and engaged citizenry, and a more responsive and effective state that can deliver the needed public services. Within this debate, citizens move from being simply “users or choosers” of public services policies made by others to “makers and shapers” of policies themselves. In this process, participation means more than consultation; it involves shared responsibilities for decision making in establishing policies and allocating resources.

Oliver Johnson, Anne Nyambane, Emmanuel Cyoy and Lloyd George Oito (2016) from Stockholm Environment Institute talk about establishment of a devolved government system in 2010 in Kenya that provides for citizens’ participation in matters that affect them. In the energy sector, responsibility for planning had been devolved to the county level, offering an opportunity for the government to better understand and respond to the needs of the people. The study illuminated the benefits of local participation in this sector, which resulted in a highly effective participatory planning process by gathering baseline data on energy consumption and assessing the needs of the people and listing the entities responsible for energy. It concluded that energy is an area where efficiency

can be brought by improving community participation and devolution of decision making at the county level.

iii. Local Governance: Impact On Women And Children

Hilde Lauwers and Wouter Vanderstede (2005), Centre for Research on Childhood and Society, Belgium felt that children and teenagers are often marginalized in local planning debates. In Belgium, like in other West-European countries, spatial planning policy is managed by an extensive set of judicial procedures and officially established participation moments. To involve children in this, they investigated the development of a local planning project in a municipality in Flanders to detect opportunities and obstacles for children's participation and child advocacy. They were convinced that possible children's advocates need to develop their own 'network of actors'. If this network has a talent for translating children's needs into spatial planning and can influence decision making, then children's participation in spatial planning becomes attainable. Only gradually, through interaction, do problems and insights emerge and can solutions be formulated. Therefore, networks should not be regarded as invariable but, on the contrary, as very dynamic. A network takes shape again and again during mutual consultation.

Studies have shown that Local Governance Institutions have also played a role in Gender Empowerment. In one such study, Devika Jain (1996) analyses the impact of women in PRIs in Karnataka, Women in PRIs have brought about positive qualitative changes in working of PRI but also changed the perception of people regarding women's role in public office. This shows that on the one hand, women participation in local governance improves the quality of governance, and on the other hand this helps empower the local women.

Chapter 5. IMPLEMENTATION AND PERFORMANCE OF GRAM PANCHAYAT DEVELOPMENT PLANS: A MACRO ANALYSIS

5.1 GPDP - Evolving an Enabling Ecosystem

The Panchayati Raj System of India is a unique system of local self-governance that draws its genesis from the rich history and culture of the country. This system has been given constitutional recognition through the 73rd Amendment of the Constitution, and Article 243G of the Constitution endows the Panchayats with the mandate for preparation and implementation of plans for economic development and social justice. Further, for it to be meaningful, the GPDP planning process has to be comprehensive and based on participatory process which involves convergence with all schemes of Central and State Government related to 29 subjects listed in the Eleventh Schedule. In compliance with the recommendations of the Fourteenth Finance Commission, the Ministry of Panchayati Raj has made preparation of Gram Panchayat Development Plan as a mandatory activity for the Gram Panchayats. The Ministry circulated model guidelines for this purpose in 2015, and based on these model guidelines, the States have formulated their own State specific GPDP guidelines keeping in view their specific needs. The Gram Panchayats accordingly formulated their own GPDPs since 2015.

However in 2018, in view of the contemporary developments and need for comprehensive GPDP, it was felt desirable by the Government of India to further support the states with suggestions to cope with the emerging challenges through a new set of GPDP guidelines. The Ministry of Panchayati Raj therefore constituted an expert committee consisting of representatives of Ministry of Panchayati Raj MoPR), related

Ministries, representatives of States and National Institute of Rural Development & Panchayati Raj (NIRD&PR), State Institutes of Rural Development (SIRDs), experts etc to review and revise the existing GPDP guidelines.

The Committee deliberated at length over various aspects of GPDP based upon the experience garnered over the previous three years during formulation and implementation of GPDP across various parts of the country. It identified the processes to address the challenges and opportunities emerging in the sector and developed comprehensive guidelines for GPDP preparation. In this process a series of elaborate consultations were held with representatives of State Governments, experts, International organizations; as also workshops with State Panchayati Raj Departments and SIRDs. The guidelines were finalized after incorporating the feedback from all these stakeholders.

The new comprehensive guidelines were circulated by the Ministry to all States in 2018, and it elaborates the various steps and processes that are required to be undertaken at GP level planning for making local need based participatory and inclusive GPDP. The new GPDP guidelines emphasize that the local level planning needs to look beyond infrastructure, cover areas like poverty reduction, address social issues and needs of vulnerable groups, and include both resource based and no cost / low cost interventions. The GPDP plans also need to address attainment of Sustainable Development Goals (SDGs) by 2030. An important aspect of GPDP is the convergence schemes at the local level to address deprivations at the last mile, and to achieve inclusive growth through making significant impact in poverty reduction, creating better opportunities, basic services, health, sanitation, malnutrition, education, woman and child development etc.

The concurrent use of Mission Antyodaya data for ranking of villages will help pinpoint development gaps and corresponding measures to address them.

The revised GPDP planning process integrates the SHGs and their Federation, as Institution of the poor and assigns them a key role in the planning and implementation of interventions for livelihood for poor and comprehensive PRI-SHG convergence. The preparation of GPDP, by taking into account the resources available, infrastructure status and gaps, the aims and vision of the local people and prioritizing of important sectors and activities etc would definitely foster inclusive growth. The revised GPDP guidelines also envisage enhanced level of transparency at all levels which will not only help in understanding the disparities in the living standards of the people but also enable equitable and humane planning. The revised guidelines are expected to support the Panchayats for optimal utilization of Finance Commission funds, as also for strengthening and institutionalizing the decentralized planning process by PRIs.

5.2 GPDP Implementation and Monitoring

An effective implementation and monitoring mechanism is a necessary prerequisite for robust implementation and mentoring of GPDP. The very nature of convergence itself calls for enhanced monitoring and mentoring at multiple levels. The system envisaged in this regard is not routine review and monitoring but more of understanding, appreciation of the process being followed by the local governments and catalyse the systematic steps for effective GPDP preparation and implementation. Mentoring should be the underlying principle to encourage the local leadership of the local governments and ignite them for a visionary plan and inclusive sustainable development of their Panchayat. The revised GPDP guidelines 2018 suggest The following requirements are

suggested towards strengthening regulatory monitoring and mentoring mechanisms for effective formulation and implementation of GPDP:

- Mandating the use of PFMS for all releases and transactions of expenditure by the Panchayats.
- Monitoring and mentoring the GPDPs of the Panchayats towards their proper preparation, integration, implementation and follow-up.
- Strengthening the social audit mechanism with in-built quality control processes for the works/ activities of the Panchayats
- Geo-tagging of all assets created with the funds and online display of the same in the portal
- Correlating the outputs of the expenditure of the funds with the final outcome of factors related to standard of living of the citizens.
- The review, monitoring and mentoring will be at State, District, Block and community levels. The composition and function of each committee are described in the succeeding sections.

An Empowered Committee is set up at State Level to extend necessary support and issue clarifications sought by GPs as envisaged in Chapter 3 and Annexure-I. The EC have the powers to sort out all operational matters and issue appropriate instructions and directions to all stakeholders. The EC may use local SDG target and indicator framework and Mission Antyodaya ranking as a tool to map and monitor progress being made.

5.3 Monitoring at District and Block Levels

State Government may constitute District Level Coordination Committee with District Collector/ Chairperson Zilla Parishad as Chairperson and - District Panchayat Presidents / district level line department officials / representatives from academic institutions etc. The district level committee have to ensure that GPDP are formulated in each GP in a time-bound manner. Similarly, the State may also constitute a Block level Coordination Committee with the Block Panchayat President/Block Development Officer or equivalent as chair with block level officials from line departments and selected GP Sarpanch members as envisaged.

5.4 Community Based Monitoring

The GPDP Guidelines provide for a community-based monitoring to be put in place with SHG network, Academic institutions under Unnat Bharat Abhiyan or any other institutions for monitoring of the GPDP. The Panchayats can be encouraged to leverage these institutional arrangements for improving their performance and achieving inclusive sustainable panchayat development. The community-based monitoring can be carried out in following manner:

- Field monitoring by identified officers and Quality Monitors at State/district levels.
- IT based monitoring including geo-tagged, time stamped photographs of assets.
- System of pro-active disclosure may also be put in place, in appropriate formats.
- National Level Monitors (NLMs) for GPDP preparation and implementation.
- Independent evaluation.

- Monthly Progress Reports (MPR) of physical progress, financial progress, and expected outcomes project (work) - wise need to be prepared by the GP in prescribed format and shared with supervisory authorities.
- Social Audits as a tool to ensure that the programme and the functionaries accountable to the Gram Sabha.
- Monitoring of the progress of plan preparation at GP level.
- By the relevant sectoral departments at the district and state levels.

5.5 Social Audit and GPDP

Social Audit is an effective means for ensuring transparency, participation, consultation and accountability of the government schemes and functioning of panchayats. The process of Social Audit combines people's participation and monitoring with the requirements of the audit discipline. Since the agency, implementing the scheme cannot itself audit it, therefore, it is necessary to promote people's participation in the audit along with support provided by an independent social audit organization and civil society groups that facilitates the process. The Social Audit process is a fact-finding process and not fault-finding. The process of Social Audit may involve following steps:

- To identify and understand the present state of the selected social programmes
- To compare what is found with given norms in the operational guidelines
- Verification of the findings by local community through public hearing
- Verification of the findings by independent experts
- Preparation of social audit report based on the findings
- Mandatory validation of social audit report in Gram Sabha
- Public hearings at Action taken report on public hearing decisions
- Public display of Action taken report in MIS and GP office.

5.6 Integrating Social Audit in GPDP

- Mandatory trainings for PRI functionaries and elected representatives on social audit.
- The GPs should ensure conduct of social audit of programmes/Schemes implemented through GPDP.
- Social audit should be conducted for process monitoring and implementation of GPDP.
- The Village level Monitoring Committees, SHGs, Mahila Sabha, people-led organizations, civil society and women's groups should be actively involved in the conduct of social audit.
- The GPs should ensure the public hearing of social audit is video-recorded, the social audit proceedings and reports as well as Action Taken Reports are available in public domain.

5.7 Performance of GPDP: A Macro Analysis

The Gram Panchayats are responsible for the provision of basic services to the citizens in their respective areas, as also for the planning and implementation of schemes in relation to the functions devolved to them. Moreover, under article 243G the intention of the Constitution regarding 29 subjects listed in Eleventh Schedule is quite clear, and Panchayat need to address them in GPDP. Therefore, focus of GPDP should be on analysing the development gaps in the socio-economic sectors, public service delivery and capturing needs and aspirations of the vulnerable and marginalized groups. A critical challenge for the GP will be to prioritise the socio-economic development issues and inclusive development of marginalized sections of the community, whereas it was seen that bulk of investment is flowing towards infrastructure creation. Thus, GPDP must trigger interventions to address the issues of socio-economic development

parameters so as to achieve holistic and inclusive development. The focus areas may include basic services, economic development, poverty reduction, human development, social development, ecological development, public service delivery, effective governance, SDGs, skill development, child protection and development, spatial planning, digital enablement including e-enablement of Panchayat for good governance and public service delivery, critical infrastructure development etc.

i. Basic Services

Under the Article 243G of the Constitution of India, Panchayats have been mandated to function as an institution of self-government. Therefore, GPs needs to cater basic services to the people of their area. Accordingly, the 14th Finance Commission has recommended the basic grants to the GPs for delivering basic services. The basic services includes water supply, sanitation including septic management, sewage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial, cremation grounds etc. These basic services are important for the good quality of life in rural areas. These services are also included in the 29 subjects listed in the Eleventh Schedule of the Constitution of India and Sustainable Development Goals to be achieved by 2030. Some Panchayats have further expanded the ambit of the basic services and providing RO drinking water on nominal charges, community toilets, Children Park etc.

ii. Economic Development and poverty Reduction

Primary objective of preparation of GPDP is to identify and formulate ways of addressing real needs of local people. In this content, economic development stands for improving the economic well-being and quality of life of the community by supporting sources of income. GPDP should have a strong poverty reduction focus by identifying

patterns of poverty in the village. Through GPDP, GP should increase economic activity in their area and enhanced the income of rural communities particularly marginalised and poor households. GPs should be encouraged to develop and use locally relevant indicators on issues of development, including aligning actions with localizing the SDGs and take up activities which would increase local production and productivity, increase employment and employability, improve market access and marketability of the local produce, promote value addition, create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor irrigation facilities, dug wells, irrigation tanks etc. The GP should converge different programs for livelihood promotion through MGNREA, NRLM, PMAY, PMGSY, NSAP, PMASY, RKVY etc.

iii. Human Development

GPDP should have components related to literacy, education, skill development, health, nutrition, livelihood promotion etc. The focus should be on improving quality of human development services through Anganwadis, schools, hospitals and enhancing access to them. The GPDP should aim to achieve clear outcomes in line with the targets set by State Governments. In human development, the deficiencies need to be assessed and addressed. For example, reasons for not achieving the minimum levels of learning, causes for dropout, reasons for malnutrition etc. have to be identified and focussed efforts to be made to address them.

iv. Social Development

GPDP should be aimed at improving the wellbeing of vulnerable and marginalized groups like SCs, STs, Other Backward Classes including minorities, persons with disabilities, elderly people, women, children, bonded labourers, child labourers,

distress migrants, manual scavengers, victims of trafficking etc. In social development, the main issues based on people's perception and expert opinion could be listed down. For example, the issues faced by the community like lack of skills, employment opportunities, and access to public services can be listed, discussed and plan for addressing the issues.

v. Sustainable Development Goals

Under SDGs, there are 17 goals with 169 targets. These are universal goals with local implications and intervention possibilities. Many SDG targets are within the purview of the GPs. Thus the GPs have a crucial role to play in achieving the SDGs. The GPDP presents an opportunity for the GPs to enable GPDP for ultimate achievement of the SDGs. In the planning process the Panchayats may set GP level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities and feasible action plans. The localizing SDGs framework could be used as a consolidating tool for actions and impacts, on the ground, on a range of issues that promote and support GP level development in the long term. Such localized SDG framework to be developed with full and informed participation of all relevant local stakeholders.

vi. Ecological and Environmental Development

Conscious efforts should be made so that activities taken up under GPDP should be environment friendly and bio-diversity enhancing. The GP therefore should necessarily take up maintenance and upgradation of various ecosystems like water bodies, pastures, grass lands etc. The GP should plan towards conservation of biological resources. Considering the possible impact of climate change, the GP should strive to assess the impact and make ameliorative measures as part of GPDP. Additionally, actions related to environmental sustainability should capture the

contributions of natural resources, including ecosystems and biodiversity to both economic and social securities of local communities. Formal mainstreaming of economic benefits of conservation and management action will enhance the ability of GPs to achieve sustainable development that is economically and socially viable.

vii. Public Service Delivery

GPDP should give greater emphasis on the quality of service delivery. Improvement of local public services like issuance of certificates, compulsory registration of birth/death, marriages, migration, issue of licenses /permits and social security pensions should be given special priority with emphasis on electronic delivery of services. The scheme of CSC of Ministry of MeitY should be utilised to provide public services to the people in rural areas. GPs should also ensure proper functioning of school, health centres, Aanganwadis etc.

viii. Good Governance

In the case of governance, the emphasis should be on determining causes of inefficiency, ineffectiveness, delay, corruption and other malfeasance etc. This should cover both GP and other public institutions in the GP area. For effective public service delivery, the GP needs to emphasize accountability transparency and proactive disclosures and community based monitoring of budget and expenditure.

ix. Skill Development

GPDP should also focus on how Panchayats can play a major role in skill building and ensure that the most vulnerable sections, including women participate in the programme. GPs have to plan for generating awareness about the skills related programme, facilitating the mobilization efforts, creating databases for skill demand

and placement, assist in conducting the Job mela and support the project implementing agencies in all stages of skill training. The GPs can track the placement provided to the candidates after training, interact with candidates and their parents to monitor various aspects in the jobs and act as part of the grievance redressal mechanism. Skill building should focus not just on gaining employment and economic empowerment but also ensuring sustainable use of resources, ability to negotiate and retain development needs that are locally relevant and responsive as well as support development that is sustainable. In this regard, it is important for the GPs to come up with innovative ideas of skill development, apart from the mainstream ideas. Such ideas could include dealing with offsets, resource-based economic development, nutritional security that combines health and food securities, using rights-based approaches for local governance.

x. Women and Child Development

GPDP should keep gender mainstreaming as an important theme across all the activities/projects. The GP has to plan activities for attainment of rights of women and children in the village and take steps to operationalise the same. The GP should recognize that the services rendered to children are not welfare measures or favours given to them, rather the rights entitled to them. This approach offers an opportunity to have child friendly GP.

xi. Spatial Planning

Spatial planning is a process for the planned development and regulation of growth of urban and rural areas to secure to their present and future. Spatial planning provides options for sustainable development of rural areas. Since all development projects have direct impact on the use of the land, they need to be coordinated and integrated within

a desirable spatial frame. The Rural Area Development and Plan Formulation and Implementation (RADPFI) guidelines describe the process of spatial planning.

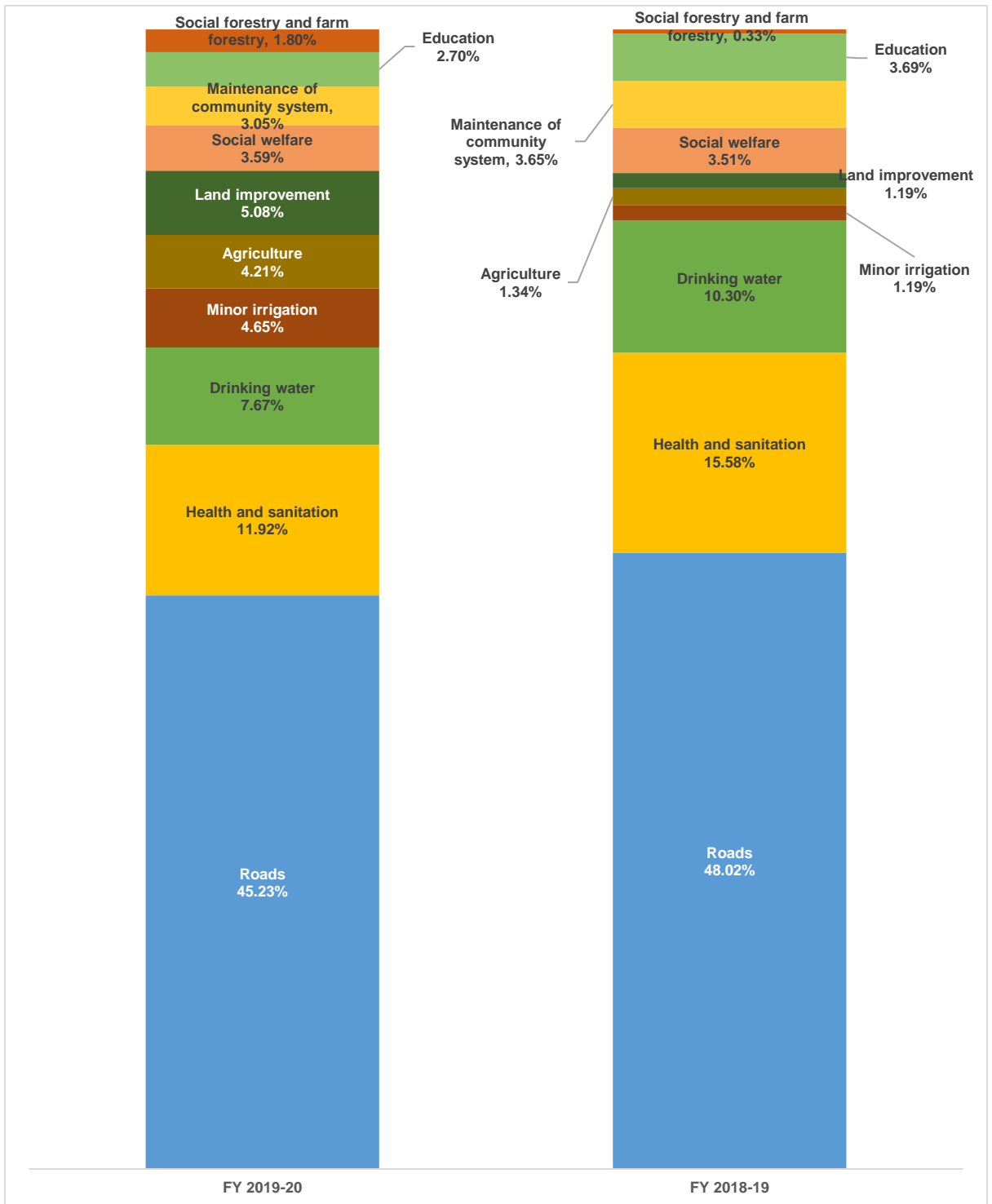
xii. Enablement of Panchayat

e-governance makes the governance more efficient and transparent through disclosure of information, efficient delivery of services and improving internal processes and management. The Panchayat Enterprise Suite (PES) deployed in the Panchayats addresses all the core functions of Panchayats such as decentralized planning, budgeting, accounting, implementation and monitoring of service delivery like issue of certificates, licenses etc.

xiii. Infrastructure Development

In the case of infrastructure, GP should identify the gaps in infrastructure and priorities their needs. For example, in respect of physical connectivity, list out habitations without roads; length of road required etc. This could also include repair, restoration, up gradation and new construction. In the case of civic amenities, the effort should be made to maintain the set standards of service provision and delivery. The maintenance of public assets should also be given due priorities.

Figure 5.1 GPDP Analysis- Pan India



5.8 Pan-India Sectoral Analysis for GPDPs

The Figure 5 above depicts the sector-wise analysis (in percentage) for all GPDPs from all States and UTs uploaded on the Plan Plus website of the Ministry of Panchayati Raj for the years 2018-19 (2,15,572 GPDPs) and 2019-20 (2,42,261 GPDPs).

As may be seen on a Pan-India basis the percentage allocation for big ticket infrastructure items such as roads has seen a downward trend from the year 2018-19 to 2019-20 i.e. from 48.02% to 45.23%. Items such as Health & Sanitation and Drinking Water, which have been a key focus area for all government programs in the last several years are now seeing a downward trend in GPDP from 15.58% in 2018-19 to 11.92% in 2019-20 and 10.30% in 2018-19 to 7.67% respectively. This is probably so as the infrastructure requirements for these sectors has now been met to some extent in several areas.

A positive trend that is clearly discernible is the greater investment in Minor Irrigation, Agriculture, Land Improvement and Social Forestry & Farm Forestry Sector. This a welcome and heartening recent trend as Agriculture is the mainstay of livelihoods in the rural parts of the country. It is also perhaps supportive of the policy announcement of the Central Government to boost and double the income of the farmers to address the recent Agrarian distress in the National Economy. The investment in minor irrigation went up from 1.19% in 2018-19 to 4.65% in 2019-2020, which represents a nearly four-fold jump in the sector. In the Agriculture Sector, the investment went up from 1.34% in 2018-19 to 4.21% in 2019-2020 and this represents a more than 3 fold jump. In the Land Improvement Sector, the investment has increased from 1.19% in 2018-19 to 5.08% in 2019-20, which represents a more than four-fold jump. In the

Social Forestry & Farm Forestry Sector, the investment has increased from 0.33% in 2018-19 to 1.80% in 2019-20, which represents an almost five-and-a-half-fold jump.

In the area of Education, the investment has actually gone down from 3.69% in 2018-19 to 2.70% in 2019-20. The educational infrastructure in rural areas of the country is known to be inadequate, and therefore the downward trend shows how important social sectors can inadvertently become the casualty in the din of high emphasis on other pressing requirements. In the sector – Maintenance of Community Systems there has been a little decrease in investment from 3.65% in 2018-19 to 3.05% in 2019-20. In the Social Welfare Sector there has been a marginal increase in investment from 3.51% in 2018-19 to 3.59% in 2019-20 and this augers well for the welfare of the vulnerable and marginal sections of the society.

Chapter 6. EFFICACY OF GRAM PANCHAYAT DEVELOPMENT PLANS IN FOUR GRAM PANCHAYATS OF TRIPURA

6.1 INTRODUCTION

RESEARCH QUESTIONS

The research questions which this study has attempted to answer are:

- a. What are the identified development needs of the Gram Panchayats of Tripura as per the GPDP?
- b. What are the actual needs of the Gram Panchayats in Tripura?
- c. To what extent has the GPDP succeeded in addressing these developments needs?
- d. Whether the available resource base caters to the identified needs?
- e. What are the mechanisms to ensure transparency and accountability in the GPDP?
- f. Who are the stakeholders involved in the preparation and formulation of GPDP

For this purpose, descriptive as well as exploratory methods of research were applied. Both qualitative as well as quantitative methods were used. The data was collected using primary as well as secondary sources. Some of the secondary sources have already been examined in previous chapters and a detailed overview of the GPDP Scheme and its functioning in Tripura has been given.

The local level planning process (Gram Panchayat Development Planning) is supervised and managed by the Panchayati Raj (PR) Department of Government of Tripura through their State, District, Block and Panchayat Level functionaries and there

are periodical progress reports that are prepared by officers in the field. Their reports have been collated and analyzed for evaluating the impact and effectiveness of the local level planning process.

Primary data was collected through: -

- a. Administration of a structured questionnaire to rural citizens as Gram Sabha members in total four Panchayats in Two Districts of Tripura. A copy of the questionnaire is placed as Annexure 1.
- b. Focussed Group discussions and semi-structured interviews with other
- c. Stakeholders including the officials of Tripura PR Department, and the concerned officials in Ministry of Panchayati Raj, GoI.

6.2 FINDINGS

This study was conducted in 4 GPs in two districts in the State of Tripura. The four Gram Panchayats are Mohanbhog, Shikaribari, Dakshin Charilam and Sikaribari. 43 respondents from each of these GPs i.e. a total of 172 respondents were administered the questionnaire. Mohanbhog and Dakshin Charilam Gram Panchayats are located in Sepahijala District in the South Western part of Tripura. Shikari bari and Singinala are located in Dhalai District in North Tripura, Shikari bari comes under 6th Schedule Area as notified by Tripura Govt. As the respondents did not know English, English knowing GP official/ District officials helped in translation and filling the questionnaire.

6.2.1 GENDER / AGE AND PROFILE OF RESPONDANTS

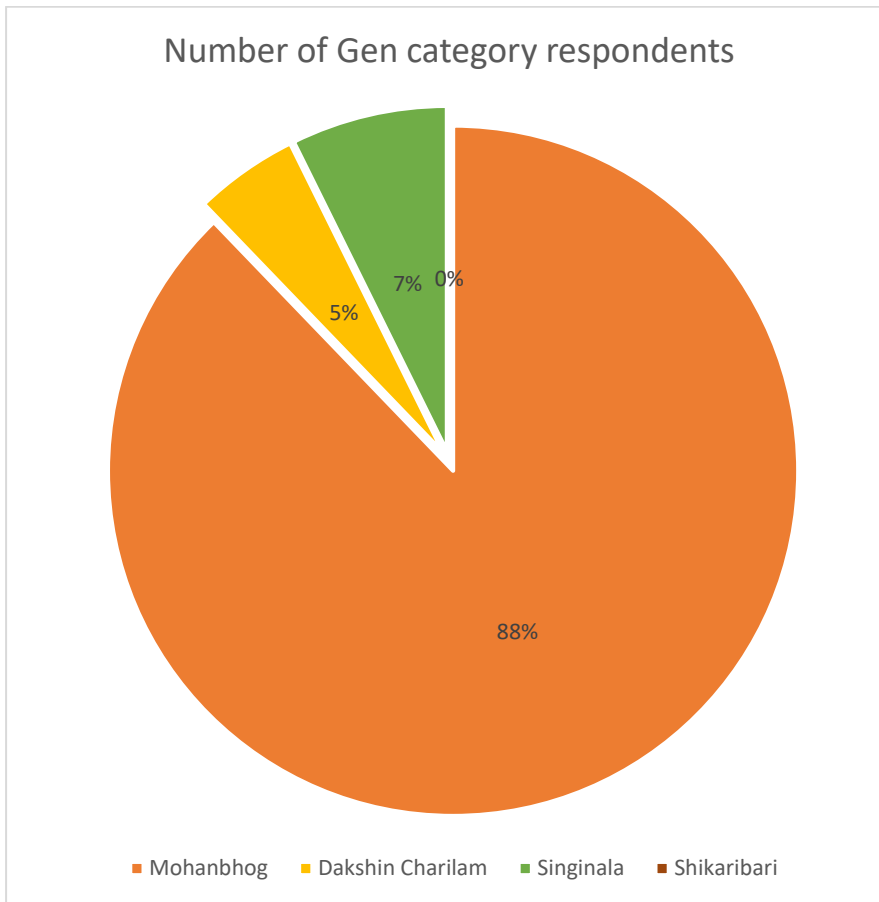
Out of the total respondents, 50 percent of respondents are female and 50 percent are male respondents. Regarding age, out of total respondents, the maximum percentage, i.e. around 40 percent of the respondents are from the age bracket between 31-40 years

whereas around 27 percent of the respondents fall in the age bracket of 41-50 years. 16 percent of the respondents are from the age bracket of 51-60 and only 10 percent of the respondents are from 21-30 age bracket. Senior citizens (61-70 yrs age) constituted 8 percent of the respondents. This shows that the study touches almost all the age group in these four Gram Panchayats. Most of the respondents have lived in the same village since birth. The oldest respondent is 68 years and is living there since birth. Even most married females were living in the village since birth. It reveals limited lateral mobility and even marriages seem to take place within the same village. Regarding marital status, almost all of the 172 respondents were married except three separated, four unmarried and four were widowed.

The total no. of Households in each Gram Panchayat varies from 519 to 1246. There are 519 households in Shikaribari. 530 in Mohan Bhog, 738 in Singinala and 1246 house hold in Dakshin Charilam.

Out of the 172 respondents, 41 were of General Category. Almost all of them belong to Mohan Bhog Gram Panchayat in Sepahijala District. Only 2 of the General Category respondents belonged to Dakshin Charilam Gram Panchayat in Sepahijala District. 3 respondents of General Category belong to Singinala Gram Panchayat in Dhalai District. 44 respondents did not disclose their Category. Almost all of them belong to Dakshin Charilam Gram Panchayat of Sepahijala District. Out of the total respondents, only 8 were from OBC Category. All of them belong to Dakshin Charilam Gram Panchayat of Sepahijala District. All the ST respondents belong to Sikari Bari Village Community (6th Schedule Areas).

Figure 6.1 Distribution of General Category respondents in GPs



64 respondents were from SC category, 13 out of which were from Dakshin Charilam, 26 from Singinala and 5 from Mohan Bhog Gram Panchayat. There were no SCs in Shikaribari GP. This reveals a rather equitable distribution of the General and SC category except in Shikaribari where all the residents are primarily tribal people. This is particularly evident as an effort was made to administer questions to at least 5 SCs and STs etc, in each GP but due to larger distribution of these categories in the village population, the respondent population too was found to comprise of all categories in an equitable mix.

6.2.2 EMPLOYMENT

Regarding employment, out of total of 172, 78 respondents have stated that they are either Farmers or Farm labourers. In fact, among these, most of them are farmers and there are very few (only 12) farm labourers. Most of them (Farmers and Farm labourers) are from either Sikaribari or Mohanbhog Gram Panchayats, which both fall under Sipahijala District. Only one or two are from the remaining Gram Panchyats/ Village committees. 10 respondents are doing Govt. service, 5 out of these are from Dakshin Charilam, 3 from Srinjala and 2 are from Mohanbhog.

55 respondents are non-farm labourers and they are equally distributed among the Dakshin Charilam and Singinala GPs. Very few are from other GPs. Out of the 22 Self-employed respondents, 7 are from Dakshin Charilam, 6 from Singinala, 5 from Mohanbhog and 4 from shikaribari The only un employed respondent is from Singinala.

6.2.3 GPDP SCHEME

Several questions were put in the questionnaire to ascertain the level of understanding and awareness about the Scheme among the villagers. An attempt was made to ascertain their level of participation in the GP activities, their sense of ownership and whether they have benefited from the system and also their perception about the Scheme.

An overwhelming majority of respondents have heard of the GPDP Scheme and also understand its functions. Only 15 out of 172 respondents said that they do not know about this scheme and all of them are from Mohanbhog Gram Panchayat. All except 33 respondents have heard about Gram Panchayat planning facilitation team (GPPFT) in their Gram Panchayat. Out of these 33, 19 are from Mohanbhog GP and the remaining 14 are from Dakshin Charilam. Both Mohanbhog & Dakshin Charilam are in Sepahijala District.

Almost all respondents have said that they have participated in the Special Gram Sabha conducted in their Gram Panchayat. Only 21 have not participated. Also all of them have said that they raised demand for any works/facility during the GPDP Gram Sabha meeting. Only 20 respondents did not raise any demand.

The respondents who did not raise any demand belonged to Dakshin Charilam and Mohanbhog GPs. Both these Gram Panchayat are in Sepahijala District.

Regarding participation of villagers in their respective GPDP Gram Sabhas, 144 people from Dakshin Charilam participated in their GPDP Gram Sabha, 175 people participated in Singinala, 540 people participated from Mohanbhog. Almost all the respondents from Sikaribari Village community stated that they did not know. This is a 6th schedule area and the GPDP scheme has been introduced only recently. It seems that it has not been institutionalized yet in this area. While the response in the three GPs was good, the scheme needs to be strengthened in the 6th schedule areas. In the three GPs where meeting was held, the issues discussed were more or less the same. Dakshin Charilam Gram Panchayat paid more attention to Mission Antyodaya (MA) data validation, construction of new roads, maintenance of roads, agriculture and poverty elimination. Most respondents from Mohonbogh raised issues regarding Mnrega Scheme, drinking water, electricity and unemployment. However about 11 respondents from Mohonbhog Gram Sabha said that no issues were discussed. The respondents from Singinala Gram Panchayat raised issues relating to next year action plan and expenditure only.

Regarding participation of front line workers of various line departments in the meeting, except for about 8 respondents from Mohanbhog Gram Panchayat, all the others stated

that front line workers of various line departments had participated and represented their department in the meeting.

Regarding Mission Antyodaya [MA survey] except for about 15 respondents from Mohanbhog Gram Panchayat, all the others stated that the survey was conducted in their Gram Panchayat area. An overwhelming majority of all respondents stated that the data collected under MA survey was discussed and validated in the meeting. Only about 9 respondents from Dakshin Charilam did not know about this. And another nine respondents from Mohanbhog said that this was not discussed or validated.

Regarding presence SHG members in the meeting, most respondents said that they were present except about 6 respondents who said 'No'/Don't Know and 4 of these respondents were from Mohanbhog and two from Dakshin Charilam GPs.

Regarding knowledge of poverty reduction plan carried out by SHGs, all the respondents except 17 stated that they were having knowledge about the SHG plan. Those who said did not have this information were from Mohanbhog and Dakshin Charilam GPs.

In response to a query whether any particular community/occupational group/ caste had 'less' participation in the scheme, all the 173 respondents said 'No'. This is a very positive state wherein not even a single respondent perceives any discrimination on the basis of community, occupational group or caste.

Regarding scheme/projects approved by Gram Sabha and implemented by the Gram Panchayat, most of the respondents stated that they were aware of the schemes and their implementation. Most were aware of MGNREGA, road construction, Check Dam,

Brick Soling, water conservation, small business and agriculture. Only nine respondents say that they did not know about the schemes.

Regarding installation of Public Information Boards, (PIB) in GP areas and nature of information displayed on them, all respondents (except 13) stated that they were aware of PIBs. They also stated that completed work and critical gaps were displayed on PIBs. Some stated that Work list and expenditure amount was also displayed. 13 respondents, all from Mohanbhog were not aware of PIBs.

In response to the questions regarding number of times they visited the Gram Panchayat office, the response varies from 0 to 25. On an average the respondents visited the GP office around 8-10 times. Most of them visited the office for work demand and MGNREGA payment. Some of them stated that they visited for attending Gram Sabha meetings.

Regarding basic development challenges in the Gram Panchayat, the respondents from Dakshin Charilam had issues relating to non-availability of banks, ATMs, Soil Testing center and Community Service Centre (CSC). For Mohanbhog drinking water, roads, unemployment and MGNREGA payments were the main problems. For Shikaribari the main problem was lack of ATM.

In Singinala the respondents had no specific issue except sanitation. They however spoke of general development and socio-economic issues.

In response to the query, 'Whether the critical issues relating to health, education, gender, sanitation, environment and drinking water were take care of', most of the

respondents overwhelmingly said yes. Only 7 respondents said that these issues were not taken care of.

Regarding efficacy of Mission Antyodaya, an overwhelming majority (except 7) respondents said that they thought Mission Antyodaya captured the real developments challenges which in the GP. Again all except 8 respondents felt for Gram Panchayat has been able to address the critical development challenged in their area.

In response to the query, 'Whether there has been any change in the pattern of funds utilization after initiation of GPDP', almost all respondents said 'No'. Only some have said do not know.

Regarding GP involving people regularly about various scheme/programme of the government, most residents except 12 said 'Yes'. This was done through :

- a. Awareness camps
- b. Miking (Use of microphone)
- c. Through Gram Sabha Notice Board
- d. Awareness raising by PRI members
- e. Village Meetings

All the respondents stated that they are getting some benefits from government scheme. Regarding dissemination of information, most respondents felt that the decision taken by the Gram Sabhas were informed to all. Regarding perceptible change in their socio-economic condition and livelihoods all except 6 respondents felt there has been a perceptible change in their socio-economic condition and livelihoods. Decision making power of SC/ST/other weaker section is also improved. Timely distribution of benefits under different scheme to the section has also improved. There has been financial

inclusion among women SHGs after the scheme and women-centric works and activities are taken up by GPDP.

None of the residents was aware about the various Panchayat Enterprise Suite (PES) based application.

Regarding selection of areas where major development took place in the last 5 years, most residents from Dakshin Charilam stated the following:

- a. Road connectivity
- b. Sanitation
- c. Water supply
- d. Education
- e. Agriculture
- f. Livelihoods
- g. Poverty reduction and gender issue

Residents from Mohanbhog felt that development took place in the following sectors:

- a. Road connectivity
- b. Sanitation
- c. Agriculture
- d. Education
- e. Livelihood
- f. Street light
- g. Forestry

Residents from Shikaribari felt that development took place in the following sectors:

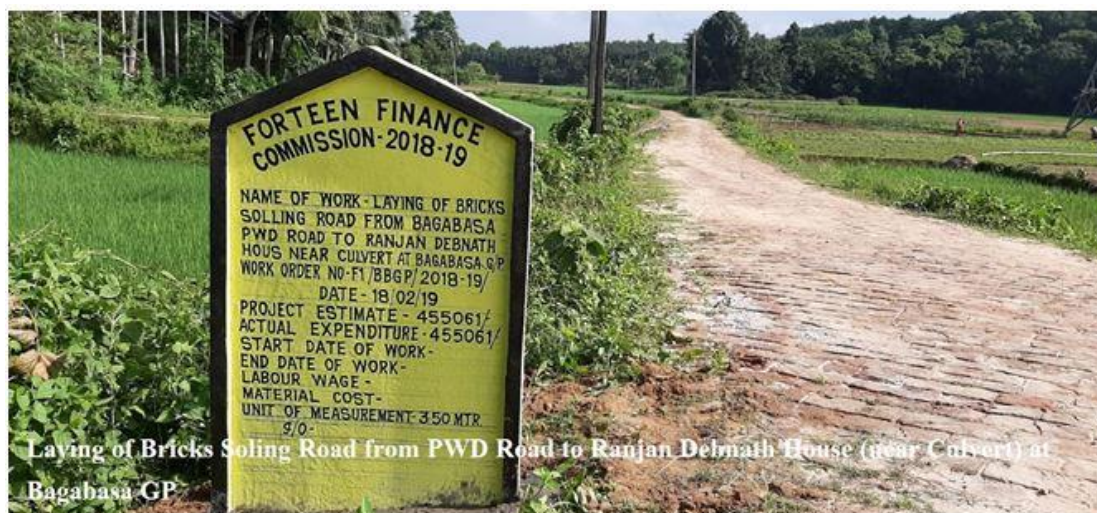
- a. Road connectivity
- b. Sanitation
- c. Water supply
- d. Education
- e. Forestry
- f. Agriculture

Residents from Singinala felt that development took place in the following sectors:

- a. Road connectivity
- b. Sanitation
- c. Water supply
- d. Livelihood
- e. Local development
- f. Agriculture
- g. Education

It is clear that road connectivity is one of the areas which is common to all GPs. The Finance Commission has also proposed funding for this.

Figure 6.2 Road connectivity assumes importance in remote areas



Source: Government of Tripura

Regarding suggestions for improving GPDP information/implementation residents have stated that funds should be allocated for action plan taken during the next financial year to uplift the livelihood of the poor people.

The above analysis clearly illustrates that there is a great level of involvement in the government's policies and schemes among the residents. Almost all of them are categorical in their affirmation that they have benefitted from the scheme. The GPs are seen to cater to their identified needs. Also there is not much of a gap between the Actual Needs and the Identified Needs. The GPDP has to a large extent succeeded in addressing the developmental needs. The stakeholders feel involved in the preparation and formulation of the scheme.

The only Gram Panchayat where there is a small area of concern is Mohanbhog. About 10 -20 respondents (out of 43) do not reflect similar views and are not aware of the

scheme. This needs to be addressed. Another area which needs improvement is the PES software. None of the residents were aware about the various Panchayat Enterprise Suite (PES) based application. For real development the need of the hour is induction of technology. While the Central government has developed effective IT based systems, there is a gap in its implementation in the field. The gap in awareness of the beneficiaries about this aspect needs to be bridged. Even the functionaries of the district and block level need to be made more aware and proper dissemination of information is required. It also appears from the above analysis that none of the respondents from Sikaribari Village community were aware of the GPDP meeting. This is a 6th schedule area and the GPDP scheme has been introduced only recently. It seems that it has not been institutionalized yet in this area. While the response in the other three GPs was good, the scheme needs to be strengthened in the 6th schedule areas (Village Communities).

Figure 6.3 *Provision of safe drinking water is a high priority*



Source: Govt of Tripura

6.2.4 TRIPURA: SECTORAL ANALYSIS FOR GPDP

The following analysis shows how Tripura as a state fares in the GPDP analysis as compared to the nation as a whole. Figure 6 below depicts the sector-wise analysis (in percentage) for all GPDPs from Tripura uploaded on the Plan Plus website of the Ministry of Panchayati Raj for the years 2018-19 (563 GPDPs) and 2019-20 (1172 GPDPs).

As may be seen on State wide basis for Tripura, the overall percentage allocation for big ticket infrastructure item such as roads has seen a large upward trend from the year

2018-19 to 2019-20 i.e. from 23.56% to 35.87%. This is primarily because the state has large number of unconnected habitations located in remote areas, and connectivity remains a major challenge for taking up development activities in the villages. Moreover, the share of investment on roads is much less as compared with the national average which is about 45 to 48%.

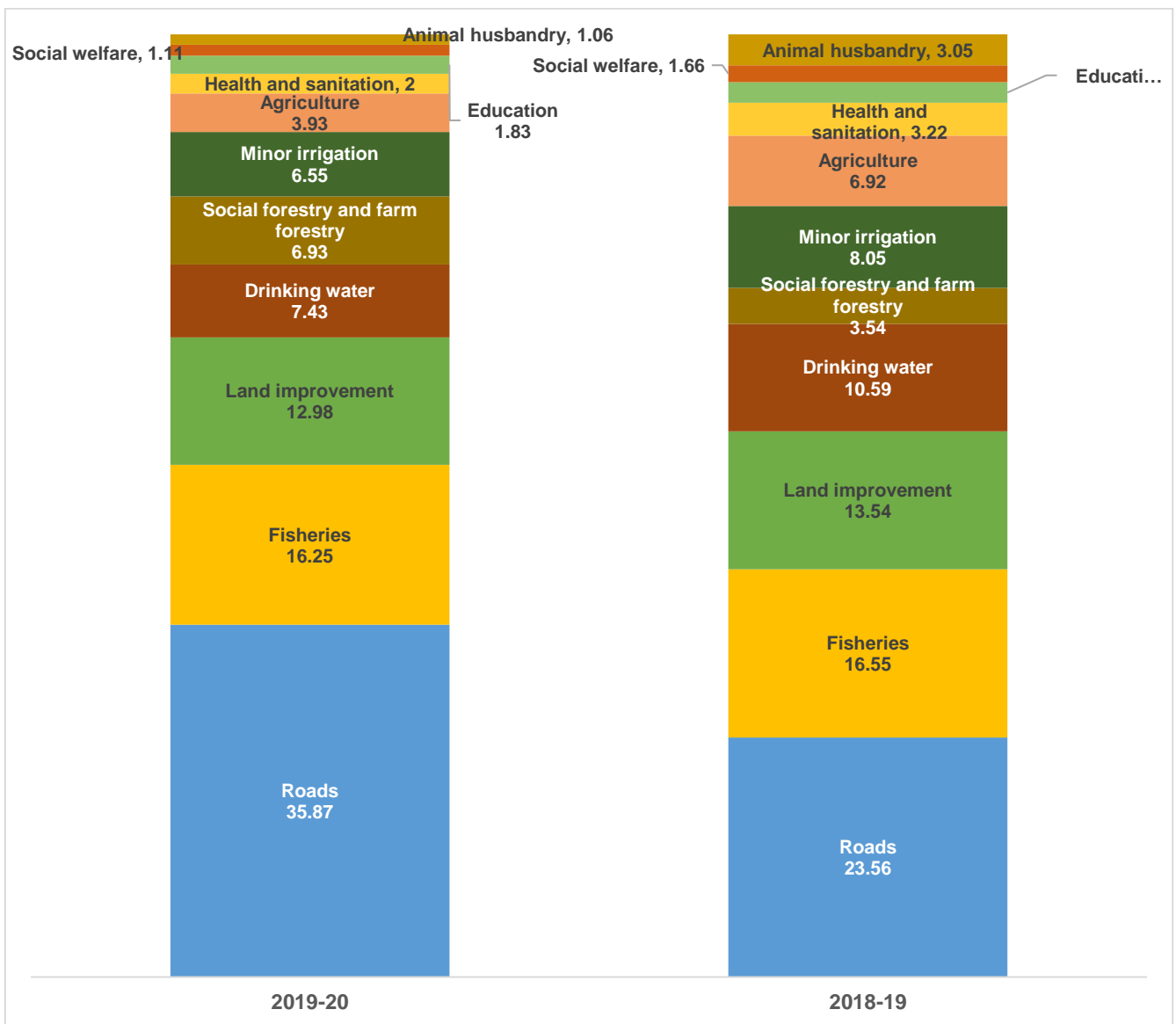
Further, it is seen that there is a high priority on the primary sector subjects such as fisheries, land improvement, Minor Irrigation, Agriculture and Social Forestry and Farm Forestry. This is so, because there are limited livelihood opportunities, and consequently the local population is almost entirely dependent on primary sector activities such as Agriculture, Fisheries and Social Forestry for their livelihood and for income generation. This is thus clearly reflected in the GPDP focus on these activities. As may be seen, the investment in the fisheries sector has remained more or less stable, being 16.55% in 2018-19 to 16.25% in 2019-20. This is quite justified, as almost the entire population of the State whether of Bengali or Tribal origin is very fond of fish consumption as a part of their diet, and the entire fish production has a ready domestic market within the State. Further, due to the high rainfall and the undulating nature of terrain there is a high potential for fish production as the state has a large number of streams, rivers, ponds and lakes.

The investment in land improvement sector has seen a downward trend from 13.54% in 2018-19 to 12.98% in 2019-20. The investment in Agriculture sector has seen a downward trend from 6.92% in 2018-19 to 3.93% in 2019-20. The investment in Animal Husbandry sector has seen a downward trend from 3.05% in 2018-19 to 1.06% in 2019-20. Similarly, the investment in minor irrigation sector has also seen a downward trend from 8.05% in 2018-19 to 6.55% in 2019-20. These primary sectors

have a high importance in lives of the local community as they are inextricably linked to their livelihoods. However, the downward trend in these sectors despite their high importance is due to the much higher priority being accorded to roads for connectivity, and where greater investment has been channelled during 2019-20. However, the investment under Social Forestry & Farm Forestry has seen a marked upward trend from 3.54% in 2018-19 to 6.93% in 2019-20. This upward trend is due to the growing popularity of rubber and teak plantation in the private as well as patta lands allotted to beneficiaries under Forest Rights Act.

Further, other sectors too such as Drinking Water, Health & Sanitation, Education, Social Welfare, there is a downward trend from 2018-19 to 2019-20. The investment in Drinking Water sector fell from 10.59% in 2018-19 to 7.43% in 2019-20; investment in Health & Sanitation sector fell from 3.22% in 2018-19 to 2% in 2019-20; investment in Education sector fell from 2.02% in 2018-19 to 1.83% in 2019-20; and the investment in Social Welfare sector fell from 1.66% in 2018-19 to 1.11% in 2019-20. These sectors are however high priority sectors, and will require focus and concerted investment for yielding the desired developmental results.

Figure 6.4: GPDP Analysis- Tripura



Chapter 7. CONCLUSION AND WAY FORWARD

7.1 OVERVIEW OF IMPLEMENTATION OF GRAM PANCHAYAT DEVELOPMENT PLANS

The GPDPs are not to be visualised as mere micro-plans for the Gram Panchayat, but rather a comprehensive need based participatory plan that should reflect the aspirations and the urgent pressing needs of the local community with a view to promote accelerated, multi-pronged and integrated growth in the respective Gram Panchayat area. The first generation of GPDPs represented simple requirement based plans prepared by the Gram Panchayat utilising the resources available with them, viz Own Sources of Revenue, Finance Commission Grants and MGNREGA resources. However, with the rapid experience gained across different states, it soon became clear that there was a pressing need for these plans to be participative and based on convergence with all schemes relating to the 29 subjects listed in the Eleventh Schedule of the Constitution. Further, these plans need to be flexible and should address the contemporary developments to meet the rapidly increasing aspirations of the people.

7.2 The Second Generation of GPDPs

The Ministry of Panchayati Raj therefore set up an Empowered Committee to deliberate various dimensions of GPDP and after wide consultations with State Governments, Experts, representatives of Panchayats, other related Ministries etc came up with a comprehensive set of guidelines in 2018 that were shared with all States. These new guidelines are forward looking and have laid the foundation of the next generation of GPDPs that are more in tune with the spirit of 73rd Amendment and Article 243G of the Constitution. The Ministry also simultaneously launched a campaign – “People’s

Plan Campaign” with the slogan – “Sabki Yojana Sabka Vikas”, for the timely preparation of Gram Panchayat Development Plans in all the 2.48 Lakh Gram Panchayats across the country from 2nd Oct to 31st Dec every year. The Ministry also undertook several reforms with a view to improve the quality of GPDPs, chief among them being the conduct of Mission Antyodaya (MA) Baseline survey and the use of this data to identify the critical infrastructure gaps for each village and each GP. This provided an objective basis upon which the interventions necessary to plug the identified gaps could be taken up. The capacity building content and strategy, for the Elected Representatives of Panchayats was also recast and prioritised. It was ensured to provide them their basic training within 6 months of their election, and subsequent refresher trainings within two years. The Plan Plus application of the Ministry was also restructured to provide for pre-populated basic information necessary for planning in respect of all the 2.48 Lakh Gram Panchayats. Additionally, all the GPDPs had to be mandatorily uploaded on Plan Plus and these were put into public domain in compliance of ensuring transparency. Large Public information boards with information regarding costs etc of interventions under GPDP for proactive public disclosure were also put up in all Panchayats.

The Ministry of Panchayati Raj also took more initiatives during the GPDP Campaign of 2019. These include convergence of other flagship GoI campaigns with the GPDP campaign, including Swachh Bharat Mission, Campaign on single use plastic and Fit India Movement Campaign. Under each of these flagship campaigns, a specific role has been clearly assigned to the Panchayats. Thus through this process of convergence, each of these campaigns not only benefits the sector, but the Panchayats are also in turn benefitted immensely by way of bolstering their capacity and Institutional strengthening. Further, the Ministry of Panchayati Raj has also requested the State

Governments to direct the Gram Pradhans / Sarpanches to assign a development sector such as Agriculture, Animal Husbandry, Fisheries, Minor Irrigation, Social Forestry to each elected Panch / Ward Member of the Gram Panchayat, so that in due course of time, he/she can acquire expertise in that sector and become the nodal point as well as enabler of development efforts in that sector.

7.3 Fifteenth Finance Commission Recommendations

The Fifteenth Finance Commission has also given its interim report in respect of its recommendations for the Panchayats, while its final report is awaited. Its recommendations include the following:

- Grant in aid to all tiers of Panchayats in 28 states, including the fifth and sixth schedule areas
- Grants to Rural Local Bodies (RLBs) in two parts, namely Basic and Tied Grants in the ratio of 50%:50%. The Basic Grants are untied and can be used by RLBs for location specific felt needs, except for salary or other establishment related expenditure. The Tied Grants are to be used for the basic services of (a) Sanitation and maintenance of Open Defecation Free (ODF) status; and (b) Supply of drinking water, rain water harvesting and water recycling.
- For the year 2020-21, the Fifteenth Finance Commission has worked out a total amount of Rs.60,750 crore.
- The Tied and Basic Grant will be distributed to all the Tiers of Panchayats in conformity with the following recommendation :
 - 70-85% for village/gram panchayats
 - 10-25% for block/intermediate panchayats
 - 5-15% for district/zilla panchayats

- In the States having only two tier Panchayat System, the distribution of Grants will be 70-85% for Gram Panchayats and 15-30% for district panchayats

The XV FC recommendations will also have an important bearing on the nature and size of GPDPs as these recommendations will spell out the fund availability to the Panchayats as also the purpose for which these Grants can be utilized.

7.4 The Way Forward

However, inspite of the slew of initiatives taken by the Ministry of Panchayati Raj or for that matter, the recommendations of the XV FC, still much more needs to be done across various line Ministries and Departments in order to align the GPDPs with the vision of the 73rd Amendment to fully empower the Panchayats.

Several Government Departments implement development programs at the GP level, but they work in their own silos. There is a tillack of synergy and sometimes duplication of work and efforts. The guidelines of all centrally sponsored schemes which are implemented at the GP level such as MGNREGA, NRLM, SBM, ICDS etc clearly insist on preparation of plans at the GP level. Since GPDP is an integrated plan document, it should encompass a holistic view of the Panchayat in all its facets. All plans of the line departments including labour budget should emanate from GPDP, though implementation of the approved activities may be done by the respective line departments. SHGs and their federation as Institutions of the poor have a key role in the planning and implementation of interventions for economic development and social justice. The responsibilities of the SHG network include participating actively in the Gram Sabha and other forums of GP, providing feedback through community based monitoring, and supporting GPs in their development initiatives and planning exercises. Therefore all SHGs ought to be actively involved in the GPDP planning process. Also

as revealed through analysis of the scheme in Tripura, more effort needs to be put in the 6th Schedule areas and more awareness needs to be created in these areas.

The Ministry of Panchayati Raj proposes to continue the Peoples Plan Campaign (PPC) as an Annual feature from 2nd Oct to 31st Dec till such time as it is institutionalised in all States as a part of the Annual Calendar of the Panchayats. Each year will also see additional features being integrated into the PPC. It will therefore be interesting to watch for new developments in this area.

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**GPDP Impact Evaluation Study
45th APPPA
TRIPURA**

Questionnaire for Key Informant Interview
[Sarpanch / Panchayat Secretary]

A. General Information on Gram Panchayat

I. Name of the Gram Panchayat: _____ **No. of Wards in GP:** _____

II. Name of the

Block: _____ **District:** _____

V. Number & Names of Revenue Villages in the G.P.

VI. GP Total Population

Total		General		SC		ST	
Male	Female	Male	Female	Male	Female	Male	Female

(For VI source of data to be mentioned i.e. whether Census 2011, or actual basis)

VII. Information on Elected Representatives (ERs)

	Male	Female

Total number of ERs in GP		
Number of ERs in SC category		
Number of ERs in ST category		

VIII. Information on GP Staff

GP Staff (Number)						Vacancy (If any)	GP Staff involved in Plan formulation	GP Staff involved in Plan implementation	GP Staff involved in Data Management
GP secretary	Gram Sevak	Gram Rojgar Sevak	Tax collector	Computer operator	Others (Specify)				

B. Process of GPDP preparation

I. What were the methods adopted for generating awareness for participation in the Planning meetings?

(i) Beating of drums _____ (ii) Issue of letters _____, (iii) Posters _____, (iv) Cinema Slides _____ (v) Rally _____ (vi) Use of mike _____ (vii) Other (specify) _____ (Put ✓)

II. Have you formed a Gram Panchayat Planning Facilitation Team (GPPFT) for facilitating the entire GPDP process?

i) Yes ii) No (Put ✓)

III. If yes, who are the members of the GPPFT (Put ✓)

GP Staff	GP ERs	ANM	AWW	Teachers	Retired Official	Police Patel	Villagers	Others (Specify)

Sources for Primary data collection	Used for data collection (Yes/No)
Social Mapping	
Resources Mapping	
Transect walk	
Household Survey	
Focus Group Discussion	

IX. Have you done situational analysis as per the guideline?

(i) Yes _____ (ii) No _____ (Put ✓) (If yes describe in brief)

X. Have you conducted a Visioning Exercise?

(i) Yes ____, (ii) No ____ (Put ✓) (If yes describe in brief)

XI. Have you prepared the Development Status Report (DSR)?

(i) Yes ____, (ii) No ____ (Put ✓) (If yes describe in brief)

XII. Have you conducted prioritisation exercise?

(i) Yes ____, (ii) No ____ (Put ✓) (If yes describe in brief)

XIII. Whether gaps identified in the MA survey were incorporated in the GPDP plan?

.....

XIV. Have you included the No Cost-Low Cost Activities in GPDP?

.....

C. Resources for GPDP

I. What is the amount available from different sources of funds in the approved GPDP plan during 2019-20? (Refer Plan document)

Name of the Sources	Amount (Rs.)	Major activities (in terms of allotment)
GP Own Sources of Revenue (OSR)		
14th Finance Commission		
MGNREGS		
State Finance Commission		
Central Govt Schemes		
State Govt Schemes		
Others (Specify)		
Total		

II. Did you have enough funds for all the demands made in the Gram Sabha?

(i) Yes ____, (ii) No ____ (Put ✓)

III. What is the total size of plan during 2018-19 and 2019-20? (Refer Plan Documents)

.....

D. Approval of GPDP in Gram Sabha

I. Was the GPDP during 2018-19 and 2019-20 approved by Gram Sabha?

(i) Yes ____, (ii) No ____ (Put ✓)

II. How many line departments participated in the Gram Sabha? (Specify)

.....

III. How many front line officials of line departments presented the progress of their activities? (Specify)

.....

IV. Whether the GP has placed the Draft GPDP in well-organised Gram Sabha and their suggestions taken and considered. (describe in brief)

.....

V. Who facilitated the Gram Sabha meeting? (Specify)

.....

...

VI. Whether Minutes of Meeting were recorded in the Gram Sabha?

.....

....

VII. Number of People who attended the Gram Sabha meeting?

Total		General		SC		ST	
Male	Female	Male	Female	Male	Female	Male	Female

VIII. The list of frontline officials present in the Gram Sabha: (i) ANM_____, (ii) AWW_____, (iii) ASHA_____, (iv) Agriculture _____, (v) Animal Husbandry _____, (vi) Forest _____, (vii) Rural Development _____, (viii) Water Supply_____, (ix) Education _____, (x) Social Welfare _____, (xi) Power _____, (xii) PWD _____, (xiii) SHGs_____, (xiv) Others (Specify)_____.

IX. What were the important problems identified, but could not be addressed at GP level / referred to higher tier?

.....

X. Activities demanded in Gram Sabha (Documents to be collected from GP)

Sector	Activities demanded	
	2018-19	2019-20
Women and child care (including nutrition)		
Public Health (Other than nutrition and sanitation)		
Sanitation		
Drinking water		
Education		
Agriculture and allied sector		
Cottage / Small Scale Industries		
Forest		
Roads and infrastructure (e.g. roads, culverts, building, burial ground, market, bus stop)		
Others		

XI. Are there any particular community/ occupational groups/ castes that had poor participation in the Gram Sabha? Yes____, (ii) No _____ (Put ✓) (iii) If yes, Specify

.....

E. GPDP Plan Implementation

Name three major activities you have taken up during 2019-20. (Refer Plan Documents)

I. Women and Child Care

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Expenditure on Women and Child care		

II. Education

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Education		

III. Public Health & Sanitation

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Public Health & Sanitation		

IV. Road and other Infrastructures

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Road and other Infrastructures		

V. Drinking Water

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Drinking Water		

VI. Agriculture and allied Sector

Sl.No.		Name of the activities	Proposed amount of Expenditure (RS.)	Sources of Fund
1.				
2.				
3.				
		Total proposed amount of Agriculture and allied sector		

VII. From where do you get support for Project preparation/ Vetting? (i) From District Panchayat (ii) From Block Panchayat (iii) From other departments (iv) Consultant (v) No support (Put √)

.....

VIII. What is the progress of activities at the end of December 2019? Yes /No (Put √) Provide the following information:

Total No. of Schemes Approved	Total No. of Schemes Started	Total No. of Scheme Completed	Total plan size (RS.)	Expenditure till date (RS.)

F. Other Information

I. Does the GP have full freedom for GPDP implementation process after approval of Gram Sabha? Yes/No

.....

II. What are the requirements for withdrawal of GP funds from Bank?

.....

III. Do you have a copy of the GPDP in Panchayat Office? Yes/No. (Put √)

.....

IV If yes, do you use the GPDP document for GP's work? Yes/No

.....

V. Is there existence of revised GPDP plan for 2018-19? Yes/ No (Put ✓)

.....

.....

If yes, how many times has it been revised? (Give number) _____

If yes, why the plan had to be revised? (Put ✓) (i) Lack of funds (ii) External Pressure (iii) To cope with natural calamity (iv) Others (Specify)

VI. Did you make one overall plan for the GP or do you make scheme specific plans?

(i) One overall plan (ii) Scheme specific plan (iii) Other (Specify)

VII. Is there a perspective plan for GP? Yes/ No (Put ✓)

If yes, what is the duration of the perspective plan? (See the plan document and write the duration)

If yes, have you formulated Annual Plan on the basis of perspective plan? Yes/ No (Put ✓)

VIII. How do you keep your data? (Put ✓) a. Electronically b. Manually

.....

.....

IX. Does the GP Office have internet connection? Yes/ No. (Put ✓)

If yes, how will you rate the availability of internet service? (Put ✓)

Very Good	Good	Average	Bad	No Internet

**X. Do you use Plan Plus/ Action Soft or any other PES application? Yes/No.
(Put ✓)**

If not, why?

.....
.....

XI. If yes, do have any skilled person for online data management including plan plus and other softwares?

.....
.....

XII. Has the GP installed Public Information Board in a prominent place within GP area for proactive public disclosure?

.....
.....

XIII. Do you have any suggestions for improvement of the GPDP formulation/ implementation process? Please elaborate.

.....
.....

XIV. Observation by the Panchayat Secretary / Sarpanch (if any):

Name & Signature of the Sarpanch:

Date:

Name & Signature of the Panchayat Secretary:

Date:

**GPDP Impact Evaluation Study
45th APPPA
TRIPURA
Citizen Interview Questionnaire**

A. Profile of the respondent

I. General Information

- i. Name of the respondent.....
.....Age:.....
- ii. Gender: Male-1, Female-2 Caste: General/ SC /ST
/Others.....
- iii. Employment: 1) Farmer, 2) Farm labour, 3) Non-farm labour 4), Govt.
Service,
5) Private Service 5) Self Employed
- iv. How long you have been living in the village? _____ Years
- v. Marital Status: (a) Unmarried (b) Married (c) Separated (d) Widowed

B. General Information:

- i. Name of the Gram Panchayat: _____ No. of Wards in
GP: _____
- ii. Name of the
Block: _____ District: _____
- iii. Total number of households in Panchayat: _____
- iv. Number of Gram Sabhas conducted during 2018-19? Mention dates.

Part – I

Gram Panchayat Development Plan (GPDP) Process, Implementation & Monitoring

- i. Have you heard or do you understand the term GPDP: Yes Or
No
- ii. Have you heard about Gram Panchayat Planning Facilitation Team (GPPFT) in
your GP:

- i) Yes ii) No (Put ✓)
- iii. Have you participated in the special Gram Sabha(s) conducted in your GP
- i) Yes ii) No (Put ✓)
- iv. Have you raised demand for any works/ facility during the GPDP Gram Sabha meeting?
- v. Can you tell the number of people who participated in GPDP Gram Sabha?
- vi. What were the issues discussed in GPDP Gram Sabha?
- vii. Whether Frontline Workers of various line departments participated and presented their departmental activities in the GPDP Gram Sabha?
- viii. Whether Mission Antyodaya(MA) survey was conducted in your Gram Panchayat area?
- i) Yes ii) No (Put ✓)
- ix. Whether data collected under MA survey was discussed and validated in Gram Sabha?
- x. Whether SHG members were present in the GPDP Gram Sabha and presented the Poverty Reduction Plan?
- xi. Do you know about the activities in the Poverty Reduction Plan being carried out by the SHGs?
- xii. Are there any particular community/ occupational group/ caste that had little participation in the Gram Sabha? i)Yes____, (ii) No _____ (Put ✓) If yes, Specify

- xiii. Have you heard about the schemes/project implemented in your GP as approved by Gram Sabha? If yes list out few of the major schemes/projects.
- xiv. Have you seen any Public Information Board (PIB) installed in GP area? If yes what kind of information is being displayed there?

Part – II

Impact of GPDP

- i. How many times you visited the GP office in last one year and for what purpose?
- ii. What are the basic developmental challenges in your GP area?
- iii. Whether the critical issues related to health, education, gender, sanitation environment, drinking water etc. were discussed in the last GPDP Gram Sabha?
- iv. Do you think the Mission Antyodaya survey captured the real developmental challenges in GP area?
- v. Whether the current developmental challenges were reflected in the latest GPDP?
- vi. Whether GP has been able to address the critical developmental challenges in the area related to Health, Drinking Water, Education, Sanitation etc.?
- vii. Whether there has been any change in the pattern of fund utilisation by GP after initiation of GPDP?
- viii. Whether GP informs people regularly on various schemes/programmes of Govt? If Yes, How?

- ix. Are you getting any benefits from any Govt. Scheme? Whether Gram Panchayat has helped you in any way in getting the benefits?
- x. Does the GP inform to the public, the decisions taken in the Gram Sabha/and other bodies? If Yes, How?
- xi. Has there has been any perceptible change in people's socio-economic condition/livelihoods in last five years?
- xii. Do you think that the decision making power of SC/ST and other weaker sections has improved?
- xiii. Whether there has been any improvement in the timely distribution of benefits under different schemes, to SC/ST and other marginalised sections?
- xiv. Whether there has been any improvement in financial inclusion among women of SHGs after the integration of poverty reduction plan in GPDP?
- xv. Whether any women centric works and activities are taken up by the Gram Panchayat under GPDP?
- xvi. Are you aware about the various PES-Applications? Do you think that implementation of E- governance applications (PES) has helped to improve the performance of Gram Panchayat?
- xvii. Select areas from the below list where you think the major development took place in your GP area in last five years?
 - a. Roads and connectivity
 - b. Sanitation
 - c. Water supply
 - d. Livelihoods
 - e. Street Lights
 - f. Poverty Reduction
 - g. Education
 - h. Forestry
 - i. Local economic development
 - j. Agriculture
 - k. Issues of special groups/ persons with disabilities/issues of SCs and STs/ aged persons/ children etc.
 - l. Gender issues
- xviii. Do you have any suggestions for improving the GPDP formulation / implementation? Please elaborate.

List of 25 Departments of Government of Tripura

Sr No	Department
1	Agriculture
2	Animal Resources Development
3	Co-Operation
4	Education
5	Election
6	Finance
7	Fisheries
8	Food, Civil Supplies & Consumer Affairs
9	Forest
10	General Administration
11	Health & Family Welfare
12	Home
13	Information, Cultural Affairs & Tourism
14	Industries & Commerce
15	Labour
16	Law
17	Planning
18	Power
19	Public Works
20	Revenue
21	Rural Development
22	Science, Technology & Environment
23	Tribal Welfare
24	Urban Development
25	Welfare of Scheduled Caste, OBCs & Minorities

ANNEXURE IV

List of Blocks and Districts of Tripura

S No	District	Block
1	Dhalai	Ambassa
2		Chawmanu
3		Dumburnagar
4		Durgachowmuhani
5		Ganganagar
6		Manu
7		Raishyabari
8		Salema
9	Gomati	Amarpur
10		Kakraban
11		Karbook
12		Killa
13		Matabari
14		Ompi
15		Silachari
16		Tepania
17	Khowai	Kalyanpur
18		Khowai
19		Mungiakami
20		Padmabil
21		Teliamura
22		Tulashikhar
23	North Tripura	Damcherra
24		Dasda
25		Jampui Hills
26		Jubarajnagar
27		Kadamtala
28		Kalacherra
29		Laljuri
30		Panisagar
31	Sepahijala	Bishalgarh
32		Boxanagar
33		Charilam
34		Jampuijala
35		Kathalia
36		Mohanbhog

37		Nalchar
38	South Tripura	Bharat Chandra Nagar
39		Bokafa
40		Hrishyamukh
41		Jolaibari
42		Poangbari
43		Rajnagar
44		Rupaichari
45		Satchand
46		Unakoti
47	Gournagar	
48	Kumarghat	
49	Pecharthal	
50	West Tripura	Bamutia
51		Belbari
52		Dukli
53		Hezamara
54		Jirania
55		Lefunga
56		Mandwai
57		Mohanpur
58		Old Agartala

Timelines for different milestones for the Peoples' Plan Campaign for GPDP formulation during 2019

- Conducting District Level Meeting with all the Line Departments and ensure their cooperation in the People's Plan Campaign by **23rd September, 2019**
- Ensuring appointment of District and Block Level ND. (Asstt. Director of Panchayats for District and PO/PEO for Block) by **23rd September, 2019**.
- Ensuring appointment of District and Block Level N.O. for Line Departments by **23rd September, 2019**
- Ensuring appointment of facilitators for all the GP/VCs by the respective blocks by **23rd September, 2019**
- Ensuring training of Nodal Officers of Line Departments and Facilitators by **26th September, 2019** at respective PRTIs / District Head Quarters by District Level Resource Persons
- Ensuring 100% erection of Public information Boards in the GPs/ VCs by **30th September, 2019**
- Monitoring collection of Mission Antyodaya data as per prescribed format and validation of the same on **2nd October, 2019** through Gram Sabha
- Identification of gaps and preparation of comprehensive GPDP for 2020-21 by **30th November, 2019**
- Approval of comprehensive GPDP in the Gram Sabha by **10th December, 2019**
- Uploading the approved GPDP in the PlanPlus portal by **15th December, 2019**

ANNEXURE VI

Road Map with Sequential Steps for GPDP Preparation in Tripura

- **Step 1: Preparatory Meeting:** Panchayat body along with panchayat officials and line department officials will sit together to discuss about the entire process of preparing Gram Panchayat Development Plan
- **Step 2: Collection of Data through Mission Antyodaya mobile app:** Facilitators of each GPNC will collect data as per the questionnaire included in MA app and the same will be uploaded through Mission Antyodaya mobile app
- **Step 3: Environment Generation:** Members of Gram Sabha will be sensitized about the special Gram Sabha. For this, milking, issuing of letter to individual household, display of notice in conspicuous places etc methods can be undertaken.
- **Step 4: Validation of MA Data:** Data which are collected through Mission Antyodaya mobile app need to be validated in Gram Sabha
- **Step 5: Formation of GPPFT:** A team namely Gram Panchayat Planning Facilitation Team needs to be formed.
- **Step 6: Data Collection:** Data need to be collected through PRA, FGD etc. to identify present strengths and gaps.
- **Step 7: Preparation of Details Status Report (DSR):** Based on the collected data through MA App, PRA, FGD etc, a Detail Status Report e.g. what is the present condition and what are the requirements/gaps prevailing in different sectors need to be prepared.
- **Step 8: Conduct of Gram Sabha:** Details Status Report will be placed before Gram Sabha to make aware the people about the present condition of the panchayat.

Along with that, Frontline Workers of different line departments will present their departmental schemes as per the prescribed format which will be circulated to them by the facilitator of GPNC. A Village Level Poverty Reduction Plan which will be prepared and presented by the VOs of SHGs as per the prescribed format during Gram Sabha.

- **Step 9: Conduction of Gram Sansad:** Gram Sansad will be conducted to identify beneficiaries of different schemes, developmental activities to be undertaken, working site selection etc. While preparing DPR, Gaps identified in MA app and demands which are submitted by VOs of SHGs need to be addressed along with other issues while preparing annual action plan
- **Step 10: Conduction of Panchayat Development Seminar:** GPPFT along with officials of line departments will sit together to compile the plans which are approved during Gram San sad. A Detail Project Report (in draft form) for the entire GP/VC area will be prepared
- **Step 11: Conduction of Gram Sabha for approval:** Draft Project Report will be placed before the Gram Sabha for final approval.
- **Step 12: Entry in PLANPLUS software:** Plans which are undertaken need to be uploaded in the PLANPLUS software

Format prescribed by Government of Tripura for preparation of Gram Panchayat Development Plan

Name of Gram Panchayat:

Name of Block:

Name of District:

Chapter	Content
Chapter 1	Basic Profile of Gram Panchayat/VC Including Map, Demographics, Mission Antyodaya Data etc
Chapter 2	Resource Envelope including fund availability under Central Finance Commission, State Finance Commission, Own Sources of Revenue (OSR), and various Schemes
Chapter 3	Situation Analysis for the Gram Panchayat/VC (As per Prescribed Format of State Govt)
Chapter 4	Development Status Report (As per Prescribed Format of State Govt)
Chapter 5	Project Preparation of different asset creation and maintenance activities under GPDP (As per Prescribed Format of State Govt)
Annexures	Photographs of Gram Sansad, Gram Sabha, PRA Exercise

Source: GPDP Guidelines of Government of Tripura

List of Sustainable Development Goals

Goal Number	Sustainable Development Goal
Goal 01	End Poverty in all its forms everywhere
Goal 02	End hunger, achieve food security and improved nutrition and promote sustainable agriculture
Goal 03	Ensure healthy lives and promote wellbeing for all ages
Goal 04	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
Goal 05	Achieve gender equality and empower all women and girls
Goal 06	Ensure availability and sustainable management of water and sanitation for all
Goal 07	Ensure access to affordable, reliable, sustainable and modern energy for all
Goal 08	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
Goal 09	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
Goal 10	Reduce inequality within and among countries
Goal 11	Make cities and human settlements inclusive, safe, resilient and sustainable
Goal 12	Ensure sustainable consumption and production patterns
Goal 13	Take urgent action to combat climate change and its impacts
Goal 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development
Goal 15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
Goal 16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
Goal 17	Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development

ANNEXURE IX

Areas Notified under Fifth Schedule & Sixth Schedule of the Constitution

A. Notified Fifth Schedule Areas

Sl.no.	Name of State	Villages	Panchayats	Blocks	Districts	
					Fully covered	Partially Covered
1	Andhra Pradesh	1586	588	36	0	5
2	Chhattisgarh	9977	5050	85	13	6
3	Gujarat	4503	2388	40	4	7
4	Himachal Pradesh	806	151	7	2	1
5	Jharkhand	16022	2074	131	13	3
6	Madhya Pradesh	11784	5211	89	5	15
7	Maharashtra	5905	2890	59	0	12
8	Odisha	19311	1918	119	6	7
9	Rajasthan	5054	1240	26	2	3
10	Telangana	2616	631	72	0	4
Total		77564	22141	664	45	63

B. Notified Sixth Schedule Areas

The **Sixth Schedule** of the **Constitution** deals with the administration of the tribal areas in the four North-Eastern states of Assam, Meghalaya, Tripura and Mizoram as per Article 244. It seeks to safeguard the rights of tribal population through the formation of Autonomous District Councils (ADCs). The ADCs are empowered with civil and judicial powers. The Governors of these States are empowered to increase or decrease the areas or change the names of the autonomous districts.

Sr No	State	Sixth Schedule Area
1	Assam	Bodoland Territorial Council, Karbi Anglong Autonomous Council and Dima Hasao Autonomous District Council
2	Meghalaya	Garo Hills Autonomous District Council, Jaintia Hills Autonomous District Council and Khasi Hills Autonomous District Council.
3	Mizoram	Chakma Autonomous District Council, Lai Autonomous District Council, Mara Autonomous District Council
4	Tripura	Tripura Tribal Areas Autonomous District Council

Source: Ministry of Panchayati Raj, Government of India