OPERATIONAL GUIDELINES
FOR
DECENTRALIZED PLANNING

EAST SINGHBHUM DISTRICT
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I. Background of Decentralized District Planning

Planning involves gathering of relevant data, analyzing it to set priorities, matching the set priorities to available budgets, defining processes of implementation and the setting and monitoring of targets. Decentralized District Planning comprises what different planning units within a district can achieve by envisioning collectively, operating, their budgets, exercising their skills and leveraging their initiative for convergence.

The 73rd and 74th Amendments to the Constitution gave constitutional status to local self-governments and provided a new, more politically underpinned, universalized platform for decentralized planning from below. This 73rd Amendment of the Constitution of India is a landmark in the History of Panchayati Raj Institutions in India, when "Constitutional Status" was conferred on the Panchayati Raj Institutions as the third stratum of governance, to fulfill the Directive Principles of State Policy enshrined in Article 40 of the Constitution by endowing requisite powers and authority to Village Panchayat, including Gram Sabha to enable them to function as units of self-government. This aspect of law is very important while dealing with Panchayat matters.

Typically in a good decentralized district planning exercise, each planning unit, namely, gram panchayats, blocks, districts and ULBs would prepare a plan with self of scheme/projects cutting across all the sectors. At the level of block and district the plans would keep on getting consolidated as they would be linked with the existing schemes and would be prioritized to make the plan realistic. Participative district planning is multidimensional, and therefore, calls for following a clearly organized sequence of steps to arrive at a meaningful plan. The participative district planning design process, led by local governments, needs to take numerous factors into account, the foremost being the duality that exists between the constitutional and legal aspects of the framework that governs rural and urban local governments. The next most important feature consists of the several levels within the local government structure; the three levels of Panchayats in the rural areas and the wards that exist are envisaged under each municipality. Then comes the multiplicity of development sectors to be addressed (health, education, nutrition, sanitation, livelihoods, etc.), a variety of funding sources (Central, State, Centrally sponsored, local, etc.), an intertwined group of departmental and programmatic machinery and a broad spectrum of stakeholders, each seeking fulfillment of their own expectations (which may sometimes conflict with each other) from a district plan.

With increased specialization and sector-wise thrusts in development, there has been a tendency to concentrate on the preparation of sector-wise plans in the district. Thus, we hear of the District Health Plan, the District Watershed Plan and the Education Plan and so on. While some level of planning on these lines is inevitable, it is important, particularly from the view of increasing accountability to local governments and people, and optimally using resources, that the vertical planning process is transformed into a horizontal planning process, where local governments and other planning entities work together and explore the possibilities of planning together. In its absence, it would be the district heads alone, which would have complete knowledge about a plan and not each planning entity. The present document aims at harmonizing the vertical planning process, so essential to ensure
that sectoral expertise is well used, with the horizontal overall planning process, equally essential to ensure efficiency and accountability.

However, Planning Commission, Govt. of India has already issued guidelines for district planning in August, 2006 with the main objective of making district planning a reality in the eleventh plan. In November 2008, Planning Commission also issued comprehensive manual on integrated district planning. However, implementation of decentralized planning is also essential in almost all national flagship programmes.

In Jharkhand, East Singhbhum will be the first privileged district in the State to pilot by demonstrating decentralized district planning, by taking into account resources locally available, infrastructure and facility status and gaps; the aims and vision of the local people and weighing options of lead sectors, working on prioritize preferences/needs of citizens would definitely foster inclusive and rapid growth in the district.

2. Decentralized Planning in the context of East Singhbhum

District administration in collaboration with UNICE, demonstrated model of Integrated Village Planning process in East Singhbhum and other districts of the State. The Integrated Village Planning process (IVPP) is an initiative to mobilize community around the issues significantly contributes to their own development. Intensive five days planning exercise in each IVPP village of the district was carried out. Follow up by volunteers, facilitators helped community to realize their needs.

IVPP seeks to offer opportunity to people and empower them through a strong partnership between the community and Government to ensure sustainable development. During the last three years period, Integrated Village Planning Process was initiated in the nine Blocks of East Singhbhum district by different NGO partners at Block level along with the Nodal Agency existing at District Level.

With the course of time, it was also felt that in order to sustain the whole process; there is a need to establish a structure within the government system itself. In this regard, District Planning and Monitoring Unit (DPMU) established in East Singhbhum district in joint collaboration with District Administration and UNICEF, Jharkhand to facilitate the process of decentralized district planning, monitoring of planned activities, tracking the developmental outcomes, and link the feedback into government planning processes.
In the context of PRI in the State and of course in the East Singhbhum district, Panchayat elections have yet not taken place. However, they are scheduled to take place soon. This would mean Panchayati Raj institutions in the State would be in a very nascent stage as far as powers and roles & responsibilities of duty bearers and rights holders are concerned. Therefore, capacity building of PRIs in decentralized planning & monitoring of various development programmes, prior to the elections, would ensure that they are already have way through in planning for their own villages. These PRIs would not have to start from scratch as far as planning is concerned. This would mean also mean that development programmes in these PRIs would yield faster and better results.

The need of decentralized planning in the District arises out of the various challenges faced by the District. These challenges arise due to myriad factors which make this District quite unique, or, rather queer. Presence of mineral resources in the District has made this district an industrial hub. No wonder, that almost half of the population in the District is involved in various industrial units. However, majority of the tribal population lives in the rural areas mainly dependent on agriculture and forests. The people living in the rural areas act as cheap labour to the various industrial houses in the District and agriculture is taking a serious beating. Lack of irrigation in the District ensures that agriculture is rain-fed and limited to subsistence level. During the non-agricultural season rural people migrate to the neighboring states or to the urban areas to earn their livelihood. Although in the recent, implementation of Mahatma Gandhi National Rural Employment Scheme (MGNREGS) has put some brakes on rampant migration of the rural folks yet a lot is desired. Further, as far as education, health, water & sanitation, road connectivity and other sectors are involved the District has to go a long way. Various development schemes, like National Rural Health Mission (NRHM), Sarva Shiksha Abhiyaan (SSA), Pradhan Mantri Gramin Sadak Yojna (PMGSY), Swarnjayanti Gram Swarozgar Yojna (SGSY), etc., are being implemented in the District, however, since the planning process is done in isolation there is a want of transparency and accountability which, consequently, affects the outcome of the same.

There is a growing urban-rural divide in the District. This situation can also be blamed for the growing left-wing extremism (LWE) in the District. This is a major roadblock in the path of development, however, the solution for this lies in development itself. There is a need of concerted effort from the various departments of the government to ensure that the huge urban-rural divide is effectively bridged. This is possible if planning at grassroot level (panchayat) is carried out in the district. Till now, various departments had planned and implemented their programmes in isolation which gave hardly any scope for convergence. A participative decentralized plan would provide this very scope. The decentralized planning process in the district would cover all the 231 panchayats spread across 11 blocks of the District. The focus of planning would be largely convergence of various programmes in the district for optimizing resource utilization, for improved implementation of development programmes, for greater efficiency in service delivery and for better monitoring of various development schemes and programmes.
This planning process would add value to the already ongoing integrated village planning process. The decentralized planning process would build on IVPP to further improve planning and monitoring processes and liked with various development schemes/programmes in the District. IVPP is also being implemented in all the blocks of the District with focus on 16 key indicators since last four to five years. Till now the focus of follow of IVPP has been on indicators pertaining to mother and child health, education, water and sanitation and birth registration. This IVP process has been successful in improving service delivery to a large extent in the District. However, as the need of the people are growing, and in the wake of the recommendations of Planning Commission, GoI on integrated district planning, it is but obvious that the time has come to go for the process of decentralized planning in the District to demonstrate the processes, structures, analysis etc.

3. Objectives of Decentralized District Planning

The decentralized planning process in the State and piloted districts would necessarily have the following objectives:

- To facilitate inclusive and equitable distribution of resources in the district;
- To enable peoples institutions to analyze local problems and accordingly reflects solutions in village and district annual plan
- To enhance capacities of all key duty bearers involve in planning, implementation and M&E related processes;
- To accelerate the socio-economic development indicators of the district through better governance and convergence between the programmes and departments

4. Planning Structure
The overall responsibility of planning would be with the District Planning and Monitoring Unit (DPMU) at the District Level and Planning and Development dept. at State level. DPMU comprises the planning and information section of the district. This unit would not only prepare the plan at the district level but would also guide the planning process at the block and the panchayat level.

Further, DPMU would monitor the complete process and evaluate the outcome of the process for further value addition to the process, the process being a regular one and not a one time activity. The panchayat plans prepared through consolidation of plans made in Gram/Aam Sabha in the villages would be prioritized and linked to existing schemes.

This block plan would also include plans of various line departments. Since the District has 11 blocks, therefore, 11 block plans would be complied at the District by the DPMU.

The plan compiled at the district would also include plans from various departments of the government. All the activities would be linked with existing schemes in such a way that redundancy would be removed and optimum utilization of resources through convergence can be achieved. The decentralized district plan would be guided by the district planning committee (DPC) and after its approval on the same would be sent to the State Planning and Development Dept. for their perusal, approval and necessary action.

5. Institutions Arrangement

For the realization of decentralized district planning process in the district, following institutional arrangements will be in place.

a) At District Level:

In the absence of District Planning Committee (DPC) in the district, adhoc Decentralized Planning Core Group (DPCG) will be constituted to perform meaningfully to finalize decentralized district plan. Members representing core group will further grouped into six sector working groups for providing sectoral inputs. Committee will be headed by Dy. Development Commissioner. District Planning and Monitoring Unit (DPMU) will act as planning unit to support the core group (DPCG). However, it is also necessary that their precise roles are made clear through formal government orders, structures etc.
Operational Structures

Technical Support to facilitate the process in the District:

- District Planning & Monitoring Unit (DPMU)
- Decentralized Planning Core Group (DPCG)
- Block Technical Team (BTT)
- Panchayat Support Group

Modalities, Structure and Composition of District Planning and Monitoring Unit (DPMU)

District Planning & Monitoring Unit (DPMU)

- District Administration & Coordination Unit
  - Coordination with All department/Institutions
  - Administration within DPMU and to facilitate overall development process
- District Monitoring & MIS Unit
  - Data Management
  - Report Generation to access process & scientifically proof development
- District Planning Unit
  - Facilitate common planning process through PRA/PLA
  - Preparation of District Plan on the basis of Block plans.
DPMU Structure and Composition

Deputy Commissioner-cum-chairman

DDC/ DPO

District Planning Officer

District Coordinators – IVPP and Planning

District Informatics Officer

MIS Associate

Roles and Responsibilities of District Planning and Monitoring Unit (DPMU)

DPMU would perform the following roles and responsibilities as far as realization of decentralized planning in the District is concerned —

1. Preparation of guidelines to carry out decentralized planning in the District
2. Create awareness about decentralized planning process in the District
3. Supervision of the planning process as carried out by various planning units
4. Facilitate preparation of planning software for data entry and analysis
5. Preparation of Annual Plan based on decentralized district plan
6. Presentation of the Decentralized Plan before the District Planning Committee (DPC) / DDCG
7. Monitoring of activities undertaken as per the annual plan
8. Process documentation of the entire decentralized planning process
9. Evaluation of outcome of the decentralized planning process on various development indicators in the District
10. Any other roles highlighted by Decentralized Planning Core Group.
Composition of Decentralized Planning Core Group (DPCG)

The DPCG comprises experts from all the concerned government departments as well as representation from leading non-government organizations (NGOs) in the district. In addition, the DPCG has representation from technical institutions present in the District. The group is headed by the Deputy Development Commissioner (DDC). The Director of National Employment Programme (NEP) is the deputy-chairman and the District Planning Officer (DPO) is the member secretary of DPCG. This group would regularly meet to discuss on the progress of decentralized planning in the District. This group would guide the entire planning process and would help prepare the decentralized district plan with emphasis on sectoral convergence wherever required. The following are members of DPCG:

- Deputy Development Commissioner
- Director, NEP, East Singhbhum, Jamshedpur
- District Planning Officer, East Singhbhum, Jamshedpur
- District Programme Officer, East Singhbhum, Jamshedpur
- District Informatics Officer, East Singhbhum, Jamshedpur
- Civil Surgeon cum Chief Medical Officer, East Singhbhum, Jamshedpur
- District Welfare Officer, East Singhbhum, Jamshedpur
- District Superintendent of Education, East Singhbhum, Jamshedpur
- District Education Officer, East Singhbhum, Jamshedpur
- District Animal Husbandry Officer, East Singhbhum, Jamshedpur
- District Agricultural Officer, East Singhbhum, Jamshedpur
- District Soil Conservation Officer, East Singhbhum, Jamshedpur
- District Statistical Officer, East Singhbhum, Jamshedpur
- Executive Engineer, DWSD, Jamshedpur & Adityapur Division, East Singhbhum
- Executive Engineer, R Works Division, East Singhbhum, Jamshedpur
- Executive Engineer, R.D. Special Division, East Singhbhum, Jamshedpur
- Fisheries Extension Officer, East Singhbhum, Jamshedpur
- Block Development Officer, Jamshedpur
- Block Development Officer, Patamda
- MIS Incharge, Sarva Shiksha Abhiyan, East Singhbhum, Jamshedpur
- Junior Engineer (DWSD), Musabani
- Medical Officer in Charge, Musabani
- Assistant Engineer, R.D. Special Division, East Singhbhum, Jamshedpur
- LDM, East Singhbhum, Jamshedpur
- Mr. Hemant Victor Shaw, T.V.O, Jamshedpur

Table: 1 Sectors Classification as per Planning Commission, GoI

| 1.  | Education Sector |
| 2.  | Public Health and Nutrition Sector |
| 3.  | Livelihood Sector |
| 4.  | Infrastructure development and Maintenance |
| 5.  | Energy, Alternative Energy Sector |
| 6.  | Civil Rights and Social security Sector |
| 7.  | NREGA |
Mr. P.K. Ambastha, Incharge – District Industries Centre, East Singhbhum, Jamshedpur
Mr. S.K. Rath, Representative, bank of India
Representative, Krishi Vigyan Kendra, East Singhbhum
Mr. Amitabh Ghosh, Secretary, Kalamandir, Jamshedpur
Mr. Debdoott Mohanty, TSRDS, Jamshedpur
Mr. Amrendra, Secretary, DEVNET, Jamshedpur
Consultant, IVPP, East Singhbhum
MIS Associate – DPMU, Jamshedpur
District Coordinator – Planning, DPMU, Jamshedpur
District Coordinator, Total Sanitation Campaign, Jamshedpur
Extender – IMNCI, Jamshedpur
DST member Dular Strategy, Jamshedpur

Roles and Responsibilities of Decentralized Planning Core Group (DPCG)

1. Providing overall leadership to the decentralized planning process;
2. Leading the District visioning exercise;
3. Setting District priorities on the basis of consensus among local-governments, line departments, civil society, academia and other stakeholders in development;
4. During the process of consolidation, review plans of local governments and development departments particularly to ensure that these address the district vision as whole and are free of overlapping and duplications;
5. Oversee the participative planning process of the district development plan, to ensure that timelines are followed;
6. After the plan is approved, to review implementation progress with local governments, line departments and other implementing agencies and planning units;
7. Oversee capacity development of staff and elected representatives of local government and line department staff regarding decentralized planning and implementation;
8. Seek services of sectoral experts/specialist as and when required;
9. Any other function deemed necessary for decentralized district planning process.

b. At Block Level:

Block Level Task Force (BLTF) will take the responsibility of executing Decentralized Planning Processes at block and below level. The BLTF will be supported Block Technical Team (BTT). Block Technical Team (BTT) will carry out the validation, decision making processes etc. Members representing BTT will further grouped into six sector specific groups for sectoral inputs. The entire process will be headed by Block Development Officer. On behalf of UNICEF, dedicated NGO partner will provide regular technical and manpower support to analyze preferences/needs of the local people and duty bearers and link those with existing scheme on prescribed format and will present the progress to BLTF.
Once data entry and consolidation over, then BDO ensures that respective Govt. officials at block level will undertake validation, rationalization the preferences of communities, provide exact unit cost for each activity and link them to most appropriate government schemes and departments of their sectors. During the process, Block development officer will also instruct all the block level officials to identify and include activities proposed from block level along with the activities generated from village and gram panchayat level.

Thereafter, consolidated draft plan of block (village, panchayat, and block) will be discussed, and forwarded the final plan to District Planning and Monitoring Unit (DPMU) for the submission to District Level Core Group. Minutes of the meeting along with name of the participants and their designations will also be forwarded along with draft block plan.

**Composition of Block Technical Team (BTT)**

The BTT would be headed by *Block Development Officer* and would comprise the following members —

- Medical Officer-in-charge
- Child Development Programme Officer
- Block Education Officer
- Lady Extension Officer
- Panchayat Sevak
- Assistant Engineer
- Block Programme Officer (Education)
- Block Programme Officer (NREGA)
- Block Coordinator of Partner NGO
- Local NGO Representatives
- Selected Gram Pradhan/ Selected Village representative
- Block level officials of line department
- Block Data Entry Operator

**Roles and Responsibilities of Block Technical Team (BTT)**

1. Preparation of village-wise and panchayat-wise list of needs/activities and detailed budgeting after segregation into concerned sectors
2. Inclusion of department activities in the block plan
3. Prioritization of needs
4. Linking of the needs with various schemes at the block level
5. Preparation of block decentralized plan

**c) At Gram Panchayat:**

*Panchayat Support Group (PSG)* will take the responsibility of executing Decentralized Planning Processes at panchayat and village level. The process will be headed by Panchayat Sevak and facilitated by NGO partners. On behalf of
UNICEF for the first time, dedicated NGO partner will provide technical and manpower support to collect and analyze village level preferences/needs, facility assessment data on prescribed formats.

Line department functionaries along with pradhans, village volunteers, leaders of SHGs, and other at heads of village level committees like VEC, VHE etc. will identify and include activities proposed from panchayat level (format will be used) along with the activities generated from village level by the local people.

Thereafter, consolidated draft plan of gram panchayat will be discussed, and forwarded the final plan to respective Block Development Officers through respective NGO partners for the first year. From second year onwards, Panchayat Sevak will submit the approved gram panchayat plan to their respective BDOs. Minutes of the meeting along with name of the participants, signatures and their designations (if any) will also be forwarded along with the approved plan.

Roles and Responsibilities of PSG

1. Provide necessary assistance for the preparation and validation of decentralized plan at panchayat level
2. Provide necessary assistance for arranging aam sabha for plan sharing and presentation of panchayat plan
3. Will be responsible updating the panchayat plan and monitor implementation of activities under various schemes and programmes

At Village Level

Respective Gram sabha of each village will participate in the participatory planning process, which will be facilitated by NGO partner. Before the gram sabha, sector wise discussions will be undertaken by Village level standing committees (VHC, VEC etc.) along with discussion with all sections of communities. Entire process will be carried by Village volunteers, Cluster coordinators and Pradhan. Two-three days process will undertake in each village where community, and/or village level problems will be identify problems, analyzed, determination of solutions, agreements on solutions, prioritization of solutions etc. will be ensured. Based on this, draft sectoral plans (list of activities) will be discussed and finalized/passed through Gram sabha meeting. The meeting will be called by Pradhan on pre-determined date and time.

Preconditions: The plans prepared at the village-level would have to be done through a general meeting of the village members above the age of 18. The meeting should be attended by atleast 75% of the adult population of a particular village and most importantly 50% of the participants in the meeting should be female. Importance should be given to include tribal and people from socially and financially weaker section of the society. Such a meeting, known as Gram/Aam Sabha would be conducted at the Panchayat level to validate and approve the needs coming out of discussions at those villages which are under that Panchayat. For the purpose of monitoring and maintaining transparency in the process all the meetings need to be
documented in detail and the minutes of a meeting need to be approved through signature or thumb impression of all the participants present in the meeting.

Finally, the approved consolidated plan of gram panchayat submitted to respective Panchayat through respective NGO partners and/or Gram Pradhan.

6. Data Collection:

As already mentioned, the decentralized planning process would piggyback on the already undertaken integrated village planning process (IVPP). Indicators pertaining to key sectors, would be taken into account as per sector classification done in the integrated District Planning Manual prepared and issued by Planning Commission, GoI.

Since integrated village planning process has already broken ice with the community there would be no need to go for entry level activities to break ice with the community or to sensitize the community. Therefore, the duration for completing the planning process in each village would be on an average 2 days.

The IVPP has been successful in organizing proactive youth in each village in the form of youth volunteers and on an average there are 2-3 active village volunteers. These village volunteers would be responsible for collecting data as well as arranging for meetings with community members to prepare village plans cutting across all the sectors. Further, on an average there is one cluster coordinator for every 5 panchayats.

These cluster coordinators would organize meetings at the panchayat level and consolidate the village plans at the panchayat level. In addition, all the activities related to sharing of consolidated panchayat plan, validation and approval of the same would be the responsibility of the concerned cluster coordinator.

Further, in-order to ensure monitoring of plan activities during their implementation a panchayat planning and monitoring sub-committee can be instituted at the Panchayat level having representation of all the villages under that particular panchayat. This sub-committee would be responsible for carrying out planning activity in the line of decentralized planning in the future. The sub-committee may comprise Pradhans, Youth Volunteers and representation from local institutions and organizations. Government functionaries working in the village should also be made a part of such a planning sub-committee.

Given ahead is the block-wise number of villages, cluster coordinators and village youth volunteers status in the District who will carry forward the data collection and validation:

<table>
<thead>
<tr>
<th>Sl.</th>
<th>Block</th>
<th>No. of Panchayats</th>
<th>No. of villages</th>
<th>No. of cluster coordinators</th>
<th>No. of Youth Volunteers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Jamshedpur</td>
<td>55</td>
<td>124</td>
<td>4</td>
<td>326</td>
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<tr>
<td>2.</td>
<td>Patamda</td>
<td>27</td>
<td>162</td>
<td>11</td>
<td>463</td>
</tr>
<tr>
<td>3.</td>
<td>Potka</td>
<td>34</td>
<td>294</td>
<td>11</td>
<td>414</td>
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Manpower Requirement and Deployment Strategy:
It is estimated that a team of 2 village facilitators/volunteers guided and supported by a cluster coordinator would complete planning process in a single village in 2 days. Since there are 1606 rural villages in the District it would take 110 teams to complete the planning process in a period of 30 days. Therefore, there would be a requirement of 220-250 village volunteers to carry out the planning process at the grass-root level. Since there are 3600 existing youth village volunteers only a select few volunteers would be involved in the planning process. The rest of the volunteers can provide support to the volunteers involved in the planning process. The block-wise requirement of cluster coordinators and youth volunteers is given in the table below:

<table>
<thead>
<tr>
<th>Sl.</th>
<th>Block</th>
<th>No. of Panchayats</th>
<th>No. of villages</th>
<th>Required no. of Cluster Coordinators</th>
<th>Required no. of youth volunteer teams</th>
<th>Total Manpower Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Jamshedpur</td>
<td>55</td>
<td>124</td>
<td>4</td>
<td>9.0</td>
<td>22.0</td>
</tr>
<tr>
<td>2</td>
<td>Patamda</td>
<td>27</td>
<td>162</td>
<td>11</td>
<td>11</td>
<td>33.0</td>
</tr>
<tr>
<td>3</td>
<td>Potka</td>
<td>34</td>
<td>294</td>
<td>11</td>
<td>20</td>
<td>51.0</td>
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<td>4</td>
<td>Ghatshila</td>
<td>22</td>
<td>170</td>
<td>6</td>
<td>12</td>
<td>30.0</td>
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<td>5</td>
<td>Dhalbhumgarh</td>
<td>15</td>
<td>145</td>
<td>6</td>
<td>10</td>
<td>26.0</td>
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<td>6</td>
<td>Baharagora</td>
<td>30</td>
<td>508</td>
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<td>34</td>
<td>82.0</td>
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<td>7</td>
<td>Chakula</td>
<td>19</td>
<td>262</td>
<td>10</td>
<td>18</td>
<td>46.0</td>
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<td>8</td>
<td>Musabani</td>
<td>19</td>
<td>55</td>
<td>2</td>
<td>4</td>
<td>10.0</td>
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<tr>
<td>9</td>
<td>Dumaria</td>
<td>10</td>
<td>90</td>
<td>4</td>
<td>6</td>
<td>16.0</td>
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<tr>
<td></td>
<td>Total</td>
<td>231</td>
<td>1810</td>
<td>68</td>
<td>124</td>
<td>316</td>
</tr>
</tbody>
</table>

Overall, based on the above, the village level data collection process will carry out in four major stages, viz.: (1) Secondary/Desk review; (2) Field Survey, i.e., Primary Data Collection – district, block, and village level. At village level – meetings on focus discussion, village infrastructure/facility assessment survey; (3) Data Collation through software, and approval from various level; and (4) Analysis, report preparation.

Data collection tools to be used at village level– Three simplified tools will be used, viz: (1) Baseline survey for Village facilities; (2) Village level problem solution grid (sector wise), and (3) Preference/demand of work mapping. (Refer annexure 2). Software Customization for data analysis and query based report. DPMU will provide the software support.
a) Process to be followed before going to the village:
Before initiating the actual data collection work, it is important to prepare ground for it. The information regarding initiation of such an activity in the village need to be meticulously planned by the block coordinator, cluster coordinators and the concerned village volunteers. An overall plan of initiation and completion of the data collection work at the outset needs to be worked out by them. On the basis of this plan, prior formal communication shall be made to Pradhan and village volunteers about the date, time of planning exercise to be carried out; processes to be followed, roles of standing committees, gram sabha to be held etc.

b) During the village: Based on the pre-decided date and time, minimum two days of exercise will be carried out in the village.

<table>
<thead>
<tr>
<th>Day One</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Meeting with prominent villagers, members of Village committees and the youths and sharing information about the Village Planning Exercise</td>
</tr>
<tr>
<td>2. Meeting village level government workers (Angwanwadi workers, ANM, Gram Sevak, Teachers, etc.)</td>
</tr>
<tr>
<td>3. Gram Sabha</td>
</tr>
<tr>
<td>- Introduction and purpose of exercise</td>
</tr>
<tr>
<td>4. Orientation on the next day activities including village mapping</td>
</tr>
<tr>
<td>5. Re-visit village mapping at a prominent location</td>
</tr>
<tr>
<td>a. Data Collection</td>
</tr>
<tr>
<td>- Village facility Survey using the format (annexed)</td>
</tr>
<tr>
<td>- Group discussion on village level problems (sector wise) with various categories – women, old aged, SC/ST, Tolla etc. by using problem-solution grid format</td>
</tr>
<tr>
<td>- Listing all the activities emerged from the village</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Day Two</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Data collation, sharing analysis with the villagers/groups.</td>
</tr>
<tr>
<td>- Preparation for Gram Sabha meeting and allocating responsibility amongst the facilitators</td>
</tr>
<tr>
<td>- Gram Sabha – Problem definition, solutions of problem, prioritization to solution, preparing community action plan defining time frame, roles and responsibilities. Complete the preferences schedule. Signature of all the community members. Approval of the plan.</td>
</tr>
</tbody>
</table>

c) Post Data Collection:
After data collection at the village level the data needs to be submitted to the concerned cluster coordinator. The cluster coordinator would compile all the data at the panchayat level for sharing in the panchayat level meeting. The block coordinator should assist the cluster coordinator/s in this activity. The compilation of problems and possible solutions need to be shared at panchayat level meeting for preparation of panchayat plan. The same process of authorization and validation present at village-level meeting would be followed at panchayat meeting.
7. Building Capacity Initiatives for Decentralized Planning

The concept of decentralized planning is new to the District (as well as the State) and it is pertinent that all the stakeholders in this process are sensitized towards it. This would ensure quality outcome and sustainability. The following stakeholders have been identified who would participate in various capacity building workshops —

- District Officials of various concerned Government Departments
- Block Development Officers
- Government Functionaries at Block Level
- Government Functionaries at Panchayat Level
- Gram Pradhans
- Block and Cluster Coordinators
- Village Volunteers

a) Building Capacity at District Level

<table>
<thead>
<tr>
<th>Type of Capacity Building Programme</th>
<th>Stakeholders</th>
<th>Topics to be covered</th>
</tr>
</thead>
</table>
| One Day orientation Workshop on Decentralized Planning | • District Administration Officials  
  • Officials of concerned government departments  
  • DPMU  
  • Programme Extension Officers  
  • NGO Heads  
  • Block Coordinators | • Decentralized Planning Process – history, rationale  
  • Experiences of decentralized planning process of Madhya Pradesh  
  • Formation of Core Group (Technical Support Group)  
  • Preparation of Resource Envelope  
  • Preparation of annual plan  
  • District vision |
| Exposure Visit | • Select Core Group Members | • Understand decentralized planning as undertaken in a different state  
  • Understand the use of software for decentralized planning  
  • Implementation of Decentralized Plans  
  • Monitoring and Evaluation of Activities under Decentralized Plans |
| Training of Trainers (ToT) on carrying out Decentralized Planning | • Select Core Group Members  
  • Block Coordinators  
  • Select Cluster Coordinators | • Decentralized Planning Process – history, rationale  
  • Experiences of decentralized planning process of Madhya Pradesh  
  • Data collection tools, collection of needs at the grassroot level through use of relevant PRA tools  
  • Validation Process  
  • Costing of Activities  
  • Linking needs with Existing |
### Schemes
- Preparation of Convergence Plan
- Preparation of Annual Plan
- Tools for Monitoring and Evaluation

<table>
<thead>
<tr>
<th>Workshop on Preparation of Block and District Decentralized Plan</th>
<th>Core Group Members</th>
<th>Preparation of Block Plans through consolidation of Village/Panchayat-wise plans</th>
</tr>
</thead>
<tbody>
<tr>
<td>Block Development Officers</td>
<td>Block Coordinators</td>
<td>Preparation of District Plan through compilation of PRI Plans</td>
</tr>
</tbody>
</table>

### b) Building Capacity at the Block Level
At the block level the following capacity building programmes need to be conducted for the various stakeholders —

<table>
<thead>
<tr>
<th>Type of Capacity Building Programme</th>
<th>Stakeholders</th>
<th>Topics to be covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>One day workshop on carrying out decentralized planning in the block</td>
<td>BDO, Line Department Officials, Village Volunteers, Pradhan, Block Coordinator, Cluster Coordinators</td>
<td>Process of Decentralized Planning at Panchayat &amp; Block Level, Roles and Responsibilities, Formation of Block Technical Team, Preparation of Action Plan with Time-Frame</td>
</tr>
<tr>
<td>One day Workshop on Costing/Budgeting, Linking of needs with Schemes &amp; Preparation of Resource Envelope</td>
<td>MoIC, BEO, LEO, BSO, CDPO, Panchayat Sevak, Block Coordinator, Cluster Coordinator</td>
<td>Preparation of Resource Envelope of the Block, Linking activities with Schemes, Prioritization, Preparation of Annual Plans</td>
</tr>
</tbody>
</table>
8. Information Flow Chart:

<table>
<thead>
<tr>
<th>Level</th>
<th>Status</th>
<th>Main responsibility – Advice, Instruction, Supervision, Approval</th>
<th>Facilitators (event organizing, data collection, Data entry, report writing etc)</th>
</tr>
</thead>
<tbody>
<tr>
<td>District Level</td>
<td>East</td>
<td>Decentralized Planning Core Group - headed by Dy. Development Commissioner</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Singhbhum</td>
<td>• Provide scheme list</td>
<td>District Planning and Monitoring Unit (DPMU)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Calculate Dept. wise annual district resource kitty</td>
<td>• Organize events (district, and block level)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• supervise block, panchayat and village planning process</td>
<td>• Software support</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Sector wise plan</td>
<td>• Identify gaps and facilitate for solutions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Approval of district annual work plan</td>
<td>• Technical support as and when required</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Issue instructions to BDOs and Panchayat Sevaks for smooth facilitation of Decentralized Planning process at their level.</td>
<td>• Data collection formats, Data analysis, generate query based dept./sector wise community demand to officers for their annual work plan,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Any other</td>
<td>• District profiling and SWOT analysis of district and for each district departments</td>
</tr>
<tr>
<td>Block Level</td>
<td>9</td>
<td>Block Level Task Force (BLTF) - headed by BDO (provide unit cost of each activities under the schemes, monitoring the process of village planning)</td>
<td></td>
</tr>
<tr>
<td>Gram Panchayat Level</td>
<td>231</td>
<td>Panchayat Support Group (PSG) – headed by Panchayat Sevak</td>
<td></td>
</tr>
<tr>
<td>Villages</td>
<td>1610</td>
<td>Pradhan, and Village volunteers</td>
<td></td>
</tr>
</tbody>
</table>

Block Technical Team and NGO Partner (orientation, data entry of data collected, block profile, SWOT & issues, addition work proposed by Block)
9. Data Validation

The data collected from the field needs to be validated to provide authenticity to the data. A robust data validation mechanism would ensure transparency and accountability in the planning process. There are three levels of data validation. The following flow-chart depicts the data validation process —

10. Use of Software for Data Entry

Special software would be used for data entry and analysis. However, no new software would be developed for the work and already existing software used in any other State for planning would be customized for use in the District. Data entry would be done at the block level by the Block Data Entry Operator of a particular block. All the entered data would be transferred to DPMU on internet. This data would be analyzed for preparation of block and district plan document.

11. Data Analysis

Once the data entry is completed the data would be analyzed and presented in the form of tables, charts and graphs and would lead to preparation of block and district plan document.
12. **Preparation of Decentralized Plans**

The final output of the decentralized planning process would be the preparation of decentralized district plans at the village/panchayat, block and district level. The decentralized plans would be shared with various departments so that they can preparing their departmental plans for the year 2011-12 (one year ahead) in terms of scheme physical targets (priority -1 and 2) – village wise, gram panchayat wise etc. and implement schemes as per the needs of the community in addition to those schemes which are as per the norms of the department. The presence of a decentralized plan would ensure that the people take ownership of the various development schemes in the District at the outset and monitor the implementation of the schemes. Community monitoring and participation in implementation would ensure sustainability of the programme or the scheme. Further, since the plan would be prepared across all the sectors cross-sectoral convergences would be in-built in the plan, thereby, optimizing resource utilization in the District.

12.1. **Preparation of Panchayat Plan**

The plans prepared at the tola and villages under a panchayat would be shared at panchayat for preparation of a panchayat plan. The panchayat plan would include the needs of the people and plausible solutions for the same. The PSG would play a crucial role in preparation of the panchayat decentralized plan. Further, the PSG would also ensure effective implementation of various schemes through monitoring of on-going schemes. This would ensure community participation in implementation of the schemes and sustainability of the outputs from the schemes.

12.2. **Preparation of Block-Plan**

The block plan would be prepared through consolidation of all the panchayat plans in the block. A block plan would, essentially, include list of all the activities based on the needs of the community through planning process at the community level. All these activities would be compiled sector-wise alongwith budget for the activities. The model cost estimate for each activity would be prepared by the BTT. Further, all the activities with their budget would be linked with appropriate schemes. A major section of the block plan would be plan of convergence. The block plan would also include plan for monitoring and evaluation of activities in the plan. The block plan may also include chapters on the line of the District plan so that each block plan looks like a proper plan rather than only a list of activities.

12.3. **Preparation of District Plan**

All the block decentralized plans would be consolidated at the district level. Plans from the blocks and ULBs would be consolidated at the district-level and a district decentralized plan would, thus, be prepared. The TSG would play a pivotal role in preparation of the district decentralized plan. This would require a series of meetings with the TSG in which the plan would be shared and discussed upon. A series of meetings with the TSG would help prepare a final draft plan of the district which would be shared with the DPC. The suggestions of the DPC on the plan would be incorporated in the plan and would be hosted on the district website for comments of the public. The duration for posting comments would be one month. The information
regarding this can be published in the leading dailies in the city. After completion of the one month period the plan would be deemed to have been accepted by the public. In case of any valid comments or suggestions on the plan the same would be incorporated in the plan and the final district decentralized plan would be reached at. A public consultation on the plan can also be organized if the need be so felt.

The tentative chapterization of the district decentralized plan annexed in the operational guidelines.

13. Approval Mechanism

DPMU will prepare the report for DPCG. After incorporating the suggestions, the district decentralized plan would be presented and approved by the DRDA managing committee which is acting as DPC in the District in the absence of a formal one. The draft plan would be presented for discussion before the DPC. The suggestions provided by the DPC would be incorporated in the plan. Post-incorporation of the suggestions of the DPC the plan would be hosted on the District website and would be open for suggestions from the general public for a period of one month. After completion of the one month period the suggestions from the general public, if any, would be incorporated in the plan and the same would be finalized as the district plan.

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जिला योजना
प्रतिवेदन का प्रारूप

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जनसंख्या, शिक्षा, बी.पी.एल. की संख्या, साक्षरता की स्थिति, स्वास्थ्य, संस्थानों (स्वस्थ्यसेवाएं समूह, संग), भौगोलिक विवरण, कृषि, वन, सिंचाई, आधारभूत संरचना, संचार, बैंकिंग (बचत और क्रेडिट), एन.जी.ओ. की स्थिति, विज्ञान, स्वच्छता, पानी का पानी, सड़कें आदि।

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