

Supplementary Guidelines on GPDP in Fifth Schedule (PESA) Areas

**Ministry of Panchayati Raj
Government of India**

Contents

1. Context
2. Importance of GP Level Planning
3. Steps to be taken by the State Governments
 - 3.1 Policy decision on operationalising GP level planning
 - 3.1.1 Notification of Village and Gram Sabha
 - 3.1.2 Decision on the nature and scope of the GP DP
 - 3.1.3 Setting up of an Empowered Committee at the State level
 - 3.1.4 Decision on the Resource Envelope
 - 3.2 Framing of detailed Guidelines for GP level Planning
 - 3.3 Environment creation at the State level
 - 3.4 Support Systems/arrangements
 - 3.4.1 Fund flow
 - 3.4.2 Coordination arrangements at the District and Block levels
 - 3.4.3 HR support
 - 3.4.4 Technology/Technical support
 - 3.5 Decentralised Plan at Village (habitation or group of habitation) level
 - 3.5.1 Planning processes for PESA Gram Sabha
 - 3.5.2 Technical and Administrative approval
 - 3.5.3 dissemination of information in PESA villages
 - 3.5.4 Implementation arrangements
 - 3.5.5 Review, Monitoring and Evaluation
 - 3.5.6 Incentivising performance
 - 3.6 Capacity building

1. Context

The Ministry of Panchayati Raj (MoPR), Govt. of India (GoI) has issued a model guidelines for de-centralised planning at Gram Panchayats level (GPDP) vide letter No. M-11015/249/2015-DPE dated 4th November, 2015 for adoption by States as per their context while finalising/ revising their GPDP guidelines. These guidelines mention that a Special process needed to be adopted for GPDP in Fifth Schedule Areas (FSA). The reasons for requiring a different process of participatory planning in PESA areas are:

- The provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA) advocate empowerment of local communities through Gram Sabhas for the purpose of planning and implementation of all development programmes in the area.
- Involvement and consent of the people is also advocated in the areas of land acquisition, resettlement and rehabilitation, land restoration (in case of alienation), mining of minerals, use of intoxicants, ownership of minor forest produce, management of village markets, management of water bodies and control over money lending.
- In the case of GPs in areas under Fifth Schedule, the participation of the citizens should be ensured at the hamlet/village level. After these plans are prepared at hamlet/village level as per the same process as followed in case of other GPs, these plans should be integrated at the GP level.

The specific provisions of PESA relevant to GPDP are given below:

1. Section 4(1)(a) of PESA enjoins that a State legislation shall be in consonance with the customary law, social and religious practices *and traditional management practices of common resources*.
2. As per Section 4(e) of PESA every Gram Sabha shall approve the plans, programmes and projects for social and economic development before such plans, programmes and projects are taken up for implementation by the Panchayat at the village level.
3. As per 4(m)(vii) State Legislature shall ensure that the Panchayats at the appropriate level and the Gram Sabha in Fifth Schedule Areas are endowed specially with the power to control over local plans and resources for such plans including tribal sub-plans. PESA provides for constitution of Gram Sabha for each village and not for each Gram Panchayats as in case of areas outside Fifth Schedule Areas.
4. As per Section 4(b) of PESA, a village shall ordinarily consist of a habitation or a group of hamlets comprising a community and managing its affairs in accordance with traditions and customs.
5. PESA also empowers Gram Sabha to safeguard and preserve traditions and customs; identify beneficiaries of poverty alleviation and other programmes; issue utilisation certificates; to be consulted before land acquisition, granting of lease for minor minerals, etc.
6. In addition, State Legislature shall empower Panchayats and Gram Sabha ownership of MFPS; power to prevent land alienation and restore alienated ST land; manage village markets; control consumption and sale on intoxicants; control money lending to STs and control over social sector functionaries.

It may be seen that PESA therefore calls for a more nuanced and more decentralised process and clarity over the relationship between the elected gram panchayat, the gram sabha/gram sabhas at the village level and its traditional leadership. It therefore becomes necessary for the concerned States to issue a supplementary GPDP guidelines applicable in the Fifth Schedule Areas within the State.

2. Importance of GPDP in Fifth Schedule Areas

Fifth Schedule Areas have preponderance of ST population. On all development indicators, ST population is far behind the general population. For example as per Census 2011 only 22.6% ST houses have latrine facilities within premises while the figure for other social groups is more than double that proportion, at 46.9%. As per Registrar General of India, literacy rate of ST is 66.07% while the figure for other social groups is 72.99%. According to NFHS 2005-06, child mortality rate among ST is 35.8 while the figure for other social groups is 18.4 and percentage of institutional delivery among STs is 17.7% while the percentage of other social groups is 38.7%. As per then Planning Commission (2009-10 Tendulkar Methodology) 47.4% of rural ST population is below the poverty line while the figure for other social groups is 33.8%.

This clearly shows that local development in Fifth Schedule areas should focus on ways and means of redressing poverty and deprivation. The specific characteristics of PESA gram sabhas that enable expression of right to forests and right against land alienation of the people in Fifth Schedule Areas need to be taken into account while planning for decentralised governance. The primacy of the PESA gram sabha in planning and decision making also has to be reiterated.

GPDP provides an opportunity to people in Fifth Schedule Areas and tribal population in particular to actively participate in the process of local governance and to find solutions to their needs and concerns through the forum of the gram sabha. It also provides an opportunity to fast track the implementation of the provisions of the PESA by giving Fifth Schedule Areas direct access to the FFC funds flowing into the panchayat, and to the management and oversight of these funds which will enhance the capability of these communities to control their resources responsibly as envisaged in PESA.

3. Steps to be taken by the State Governments

3.1 Policy decision on harmonising Gram Panchayat level planning with PESA

Section 4 (b) of PESA defines village to ordinarily consist of a habitation or a group of habitations or a hamlet or a group of hamlets comprising a community and managing its affairs in accordance with traditions and customs. It is not ordinarily the revenue village.

Mapping and notification of the PESA villages is to be done by the State Government. While drawing up the hamlets for declaration as villages, due care should be taken to ensure that the natural boundaries of the hamlets are identified in consultation with the

people of the hamlet. In areas of homogenous population, care may also be taken to group the hamlets in such a way that there is territorial contiguity and accessibility, and from the point of view of decentralised planning.

3.1.1 Notification of Village and Gram Sabha

State may notify villages and gram sabhas in Fifth Schedule Areas as per the provisions of PESA, if not done so far. State may also conduct mapping of GP wards vis-à-vis notified PESA Gram Sabhas to correlate the territorial jurisdiction of the elected ward member/s with that of the PESA Gram Sabha/s for GPDP. This is important to determine the participatory structures for training, and for continuity between the standing committees and management structures of the gram sabha and that of the panchayat in the planning process. Every PESA Gram Sabha may be issued a numbered Gram Sabha register to document the annual planning exercise.

3.1.2 Nature and Scope of the GPDP in the context of PESA

In most States, plans are prepared separately at the GP level for MGNREGS, SBM and for other schemes assigned by the State. Also, GPs are the primary agencies for identification of beneficiaries for different schemes, through Gram Sabhas. Further, they are given a role in monitoring the major schemes as also the functioning of local institutions and they are involved in different programme related committees, especially those related to health, sanitation, water supply, watershed management, education, nutrition, social forestry, bio-diversity and public distribution. In addition, most GPs continue to perform their traditional civic functions particularly related to sanitation and drinking water supply. However, in Fifth Schedule Areas, it is the Gram Sabha and not the gram panchayat that has been empowered not only to identify or select beneficiaries of government programmes, but also to exercise control over social sector functionaries and issue utilisation certificates to GPs. In addition, approval of plans, programmes and projects to be undertaken for implementation within the PESA village by the Gram Panchayat should vest with the gram sabha. How this can be operationalised within the larger ambit of decentralised planning at GP level needs to be clearly articulated in the guidelines.

With the FFC award, there will be a shift to the preparation of a single consolidated plan for the gram panchayat, converging all the resources over which GP has command and integrating these different functions. In Fifth Schedule Areas, essentially an extra tier of participatory planning would be added. The plans would have to be prepared at each village (habitation or group of habitation as notified by State) level and then consolidated at GP level as GPDP. The areas of focus for GPDP have been brought out in the model guidelines issued by the Ministry for GPDP. In the Fifth Schedule Areas, GPDP is also expected to be integrated with elements as indicated below:

□□ Poverty reduction

GPDP for PESA should have a strong poverty reduction focus by prioritising the basic services for poor groups and habitations and ensuring that the entitlements provided under different laws, programmes and schemes are accessed (forest rights, social security, food security, education, health, nutrition). Improving livelihoods is also

an area for participatory planning particularly through the instruments of MGNREGS and NRLM. The Gram Sabhas have rights over minor forest produce, and other natural resources on account of which certain incomes are to accrue to them in the exercise of these ownership rights – for example, the distribution of proceeds from sale of MFPs among collectors. While providing for livelihood initiatives to combat poverty in these areas therefore, the concept of the livelihood collective over the individual, is to be assimilated into local planning and development.

□□ **Human development**

As far as components related to literacy and education including skill development, health, especially public health, and food and nutrition, child sex ratio, etc. are concerned, since the focus will be on improving quality of human development services through anganwadis, schools, hospitals, enhancing access to them and upgrading related infrastructure, to achieve clear outcomes in line with the targets set by State Governments, the role of the Gram Panchayat in ensuring the above for FSA, which are likely to be the most needy, is critical. But the role of the Gram Sabha in discussing and identifying lacunae, in undertaking community based monitoring of delivery of these services, and in forming an unbroken loop of information and communication with the gram panchayat for coordination on this front is also equally important, and the planning process at the Gram Sabha level needs to keep service goal posts in mind. Section 4 (m) (vi) of PESA gives to appropriate levels of Panchayats and the Gram Sabhas “the power to exercise control over institutions and functionaries in all social sectors”. In order to improve services in the sectors mentioned above there is a need to ensure structures of community control and community monitoring. State Governments may issue instructions for creating such structures entailing greater direct participation of the village level Gram Sabhas in social sector institutions.

□□ **Social development**

As far as PESA is concerned, in addition to the vulnerabilities that have been identified for targeting by GP DP for addressing issues and improving the wellbeing of vulnerable and marginalised groups, a specific concern that is to be addressed is that of people vulnerable to sale and consumption of intoxicants and to money lending on exorbitant rates.

□□ **Economic development**

Under GPDP, GPs would be encouraged to take up activities which would increase local production and productivity, improve market access, promote value addition, and create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor irrigation facilities, dug wells, irrigation tanks. As the management of village markets is an important activity devolved to the Gram Sabha, GPDP should specifically target the improvement and management of local markets in Scheduled areas.

□□ Ecological development

The maintenance and upgradation of various eco-systems like water bodies, pastures, grasslands, catchments and local forests and conservation of biological resources and their sustainable use like minor forest produce, fire wood, fodder, medicinal plants etc. should be environment friendly and bio-diversity enhancing.

□□ Public service delivery

As per Section 4(e): every Gram Sabha shall

- i. approve of the plans, programmes and projects for social and economic development before such plans, programmes and projects are taken up for implementation by the Panchayat at the village level;
- ii. be responsible for the identification or selection of persons as beneficiaries under the poverty alleviation and other programmes;

The power of the Gram Sabhas to exercise control over institutions and functionaries in all social sectors should be used judiciously to enable the Gram sabha to demand accountability for service delivery from the implementing agency/official.

3.1.3 Setting up of an Empowered Committee at the State level

The Ministry guidelines on GPDP provide a suggested composition of the Empowered Committee at the State level to coordinate GPDP. It is recommended that for States having Fifth Schedule Areas this committee also include members of the Tribes Advisory Council. The listed functions of the Empowered Committee (EC) should include ensuring inter departmental coordination for creation of enabling legal framework for preparation and implementation of GP DP in Fifth Schedule Areas. Where Steering Committees are in place day to day coordination and monitoring of PESA should also be undertaken by the Steering Committee.

3.1.4 Decision on the Resource Envelope

The EC determines the contours of the resource envelope that will be available to GPs including FFC and SFC grants, CSS and State schemes entrusted to panchayats, and other funds including voluntary contributions. As far as PESA is concerned, specific mention is to be made of the resources made available under the Tribal sub- plan of the State.

The availability of financial resources are to be computed for each gram panchayat and communicated, ideally in the form of a Government Order. In the case of GPs falling within the fifth Schedule Areas, the availability of financial resources would have to be further calibrated PESA village wise, for each Gram Sabha. The norms for distribution of the GP resources would have to be fixed – in the case of MGNREGS, there is no issue, as the fund is determined on the basis of the demand plan, or the number of job seekers in the Gram Sabha. In the case of own source revenue (OSR), as the powers vest with the gram sabha, the OSR would ideally have to be plotted against the gram sabha from where it originated. This would not be an issue if the gram sabha

itself is raising the revenue, but that may not be the case in respect of all items of OSR. In allocation based resources, like FFC, SFC and CSS, a formula for apportioning the resources needs to be determined. Studies on Financial grants show that the simpler the formula, the better the distribution, else the complexity of allocation may hold up communication of resources. It may be decided to allot funds equally among habitations, or commensurate with population, or commensurate with ST population, or any other such norm. It is advised that the norm be kept simple, and that it be based on information that is readily available at either GP or block level. The office or officer who is to be designated with the responsibility for undertaking and communicating the allocation may also be indicated in the State Guidelines.

Such village wise resource envelop in Fifth Schedule Areas may also include income of Gram Sabha from management of Minor Forest Produce (MFPs) and village markets, tribal sub-plan, etc.

3.2 Framing of detailed Guidelines for GP level Planning

For drafting PESA guidelines for GPDP, it is important that PESA, 1996; State PESA Rules (if notified); State PR Acts and subject laws dealing with provisions of PESA are also referred to. The Guidelines for Yojana Banao Abhiyan of Jharkhand and Handbook for Panchayat Planning Team of Yojana Banao Abhiyan of Jharkhand are also good reference material, as they specifically lay down the modalities of participatory planning starting with the Tola Sabha which may be regarded as the equivalent to the gram sabha in FSA. The State may design specific schemes and implementation modalities keeping in mind the traditional practices of the people. The timelines of the GPDP planning exercise should factor the time required for village-level planning in PESA villages in these areas.

3.3 Environment creation at the State level

In Fifth Schedule Areas, campaign for environment generation must cover all tribal habitations in the GP area. IEC materials in local tribe specific dialects, tribal folk music and dances may be used for environment generation. Traditional Heads play a seminal role in local leadership and are custodian of the customary practices and value systems of the community. They have strong influence on the behaviour of that particular tribe and hence must be involved in the planning process from the beginning. Joint meetings of Gram Panchayat elected representatives and traditional heads may be organised at the Gram Panchayat and block levels. Formal communications including letters from the Chief Minister/Minister which are being sent to elected heads of GPs and members may also be sent to the traditional leaders/ village Heads/Gram Sabha Pradhans in Fifth Schedule Areas. The role of traditional heads in the planning process may be clearly delineated.

3.4 Support Systems/arrangements

3.4.1 Fund Flow and the Gram kosh

Clear fund flow mechanisms for all the categories of funds mentioned in the Resource Envelope need to be developed by the State, which would include time period within which the funds would reach the GPs. Since the Gram Sabha in Scheduled Areas has rights over minor forest produce, minor water bodies and other natural resources, certain incomes will accrue to these gram sabhas in exercise of these ownership rights. PESA provides for a Gram Kosh or own fund which is managed by the gram sabha. The handling of the Gram kosh account and the decisions regarding how the fund is to be put to use are to be done by the gram sabha itself.

In Fifth Schedule Areas, where a Gram Sabha Kosh (Account) exists and there is a committee of Gram Sabha to incur expenditure from the Kosh, GPs may transfer funds mentioned in the resource envelop to the Gram Sabha Kosh within a fixed time period. FFC grant has to be released within 15 days of receipt.

The Plan Plus application will be modified to enable Gram sabha wise project entry, and to indicate the gram kosh so that resources and plan flows at the PESA gram sabha level can also be captured and monitored. If other departments have similar applications, the States may modify them to indicate the resource and plan flows to the gram sabhas.

3.4.2 Coordination arrangements in the field

Apart from the District and Block level coordination committees that are to be constituted as per the GPDP Guidelines, in Fifth Schedule Areas, a GP level Coordination Committee may also be constituted with GP Chairperson as chair and GP Secretary, GP Ward Members and traditional Heads/Heads of Gram Sabha as members.

Functions of District and Block level Coordination Committees

In addition to already identified functions, the district level committee is expected to keep track of the formation of PESA villages as notified, and have PESA village maps for each Gram Panchayat indicating all habitations in the villages. Coordination of the human resource needed for the PESA village situation analyses and the Gram Sabhas would have to be ensured by the block level committee and monitored by the district level committee. These committees would also need to ensure that data entry captures the plans of each gram sabha separately.

Functions of GP level Coordination Committee

- i. To ensure inter village coordination at GP level
- ii. To form GP level Working Groups and village level planning teams for GP DP process in the GP
- iii. To ensure convergence of schemes and resources-MGNREGS and SBM in particular
- iv. To respond to issues from the field and undertake troubleshooting and crisis management as required
- v. To ensure that necessary human resources required for GP DP processes are available as required in all villages, prepare appropriate schedules and make necessary local arrangements to fill gaps
- vi. To indicate resources for Gram Sabhas in all villages including infrastructure and equipment
- vii. To make logistic arrangements for capacity building at the GP and sub-GP level
- viii. To coordinate the environment generation activities and media plan in villages of the GP
- ix. To ensure availability of secondary data relevant to GP DP as per the State Guidelines to village level planning team
- x. To consolidate the situation analysis report of the gram sabhas into that of the panchayat, while maintaining the distinct sub reports on each PESA village
- xi. To facilitate consolidation of village plans into GP DP
- xii. To ensure timely coordination of technical appraisal and approval of projects
- xiii. To monitor the entire GP DP process at the GP level
- xiv. To monitor the implementation of the GP DP
- xv. To report and provide feedback to the Block Coordination Committee on the status of GP DP in the GP, on issues and on best practices
- xvi. To ensure priority set by Gram Sabhas for plans and schemes is honoured by the Gram Panchayat.

3.4.3 HR Support

The role and requirement of capacity building for the HR to be associated with this process has been detailed in the GPDP guidelines.

The additional HR support that would be required for ensuring that the resource envelope for each PESA village is determined as instructed by the State Guidelines, that situation analysis takes place in every PESA village, that village level reports are prepared separately and then consolidated, that Gram Sabha is held in every village prior to the Gram Sabha at the panchayat level, that village specific plans are prepared alongside the Panchayat Annual Plan and that implementation arrangements are decentralised to each PESA village/Gram Sabha needs to be ensured by the State and monitored by the GP, Block and district level committees.

Community mobilisers have been sanctioned under PESA and certain States take the support of NGOs for handholding for PESA including conduct of PESA Gram Sabhas. State, District and block level coordinators have also been provided in most States. Support for this has been made available under the Central Scheme for Capacity Building. It is important that these human resources are made an integral part of the planning facilitation process in villages and that they are oriented thoroughly on their roles in this regard. It is also desirable that they are made part of the field coordination structures at the appropriate levels (district/block GP etc).

States may develop policies and mechanism for mobilising HR on working arrangement, deputation, additional charge. Also, part time/full time volunteers may be identified meeting only the costs actually incurred by them. The Human Resources from the 10% FFC grant to be used for administrative and technical support should be pressed into service for PESA village plan and implementation.

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

3.5 Decentralised Plan at Village (habitation or group of habitation) level

3.5.1 Planning processes for PESA Gram Sabha

In Fifth Schedule Areas, planning will be done at village level. For this purpose situation analysis should be done at village level by working groups/task force. The State may either entrust the Panchayat level working group or task force with the responsibility of conducting Situation analysis for every PESA village in the panchayat, or position village wise working groups for the purpose. It is desirable that the traditional heads and representatives from each habitation are involved in the Situation analysis at the PESA village level. The Gram Sabha and traditional head may be consulted for forming the working groups. The State shall ensure adequate representation of Scheduled Tribes in the working groups.

It is probable that the State law provides for Standing Committees of each gram sabha. If that be the case, these Standing Committees should have clear and distinct responsibilities each of the village GPDP. The situation analysis of the village and habitations should be conducted under their leadership and there should be formal institutional mechanisms by which these standing Committees are able to interact with the Gram Panchayat Committee on identified development concerns.

Report of situation analysis will be used to identify needs of each village as well as the resources and likely income sources available to the Gram sabha. In the context of PESA, the situation analysis will cover, but not be limited to

- the identification of beneficiaries under specific schemes and projects
- status of expenditure of development programmes in each village
- the exploitation of minor minerals in the PESA village
- the status of use and consumption of intoxicants
- the nature of exercise of ownership of minor forest produce
- the nature of vesting or alienation of land in the PESA village
- the status of money lending including usurious practices
- the nature and extent of natural resource available for income generation and conservation in the village, and the status of control of the Gram sabha over these resources
- the status of the local village markets within the PESA village
- the status of functioning of social institutions

Development Status Reports (DSRs) of all the villages shall then be presented to their respective Gram Sabhas for visioning and prioritization. The DSR should contain specific mention of the Gram Kosh and the income sources of the Gram Sabha. The status of implementation of the Tribal sub Plan in the PESA village should form part of the report.

The Gram sabha will discuss the village DSR and prioritise interventions and projects for being taken up under the various schemes included in the resource envelope as well as the untied resources including the resources available under PESA provisions - like MFP. The Standing Committees of the Gram sabha should have specific role in the conduct of the deliberations in the Gram sabha. Draft plan and projects on the basis of prioritisation done in each gram sabha will be prepared by working groups/task force of the Gram panchayat with the support of line department officials. The Panchayat level Gram Sabha will be held after all the gram sabhas of villages of the gram panchayat are over. It will take cognisance of the proposals of all the gram sabhas and shall not alter any of them. It shall also not alter the prioritisation as finalised by the gram sabhas. The traditional heads and Chairpersons of the PESA gram sabhas would necessarily have to participate in the Panchayat level Gram sabha. The final shelf of work of MGNREGA prepared by the Gram Panchayat shall necessarily include adequate schemes for all PESA villages under the Gram Panchayat. Gram Panchayats should sanction MGNREGS schemes for each village, and implement them as per demand.

There may be instances where the projects proposed or the needs identified in a gram sabha of a particular village would require project components in other villages or habitations for successful completion. In such cases, where the project ideas spill over habitational jurisdictions, joint gram sabhas may be held and appropriate decisions including merger of financial resources considered and finalised.

3.5.2 Administrative and Technical Approval

The technical approval process stipulated in the GPDP guidelines of the State will be applicable for projects from PESA habitations too. While considering administrative and technical approval of projects, the GP or any other competent authority will not change the priority of activities/projects identified by village Gram Sabhas except in case of violation of cost or technical norms. Similarly, as per the accepted recommendation of Fourteenth Finance Commission, the Gram Panchayats choice of projects which are in accordance with the administrative and technical guidelines should not be changed by any higher authority. However, where there is violation of cost or technical norms, the Gram Panchayat, and in the case of a PESA village, the Gram sabha can be asked to rectify the project concerned. Process for plan approval needs to be laid down by each state, technical and administrative guidelines laid down clearly and informed to the GPs and to the gram sabhas, so that they can take decisions accordingly.

3.5.3 Dissemination of information in PESA villages

The State should design mechanisms, tools and IEC for ensuring dissemination of information in PESA villages related to sanctioning and implementation of schemes.

3.5.4 Implementation and Monitoring Arrangements

Over and above the implementation arrangements stipulated in the GPDP guidelines, the role of each gram sabha in implementation has to be clearly spelt out, as it is the decision making and implementing body at the habitation level. There has to be a mechanism of institutional linkage and communication between the gram sabha and the gram panchayat committee, which can be taken up by the Gram Panchayat coordination committee. A clear role for Standing Committees/ Committees of Gram Sabha (if any) in implementation also needs to be provided for. Ultimately, funds available at the GP level should further devolve to the Gram sabha level for implementation, but the State may decide on the modalities for the same, looking to the human resources available at the panchayat and sub panchayat level. The State should try to increase the number of frontline functionaries in FSA for programmes like MGNREGS which have demand-based administrative budget. Reporting and monitoring systems which go up to each gram sabha level have to be put in place. The State may put in place mechanisms for Gram Panchayats to obtain certification of utilisation of funds from the Gram Sabha for the plans and projects implemented by the Gram Panchayat in the village.

Monitoring arrangements including monitoring by the Gram sabha and social audits have been provided for in the Guidelines. It is important to clearly distinguish the Gram sabha as planning and executing body and Gram sabha as monitoring body of project implementation by line departments and the panchayat.

Monitoring of the progress of plan preparation at village level and consolidation at GP level and sanctioning and implementation of schemes in PESA villages may also be made an agenda item of the review conducted by State and District level Vigilance and Monitoring Committees constituted to look into RD and PR programmes.

3.5.5 Incentivising performance

As part of documentation of best performances in process as well as implementation of GP DP, the villages must also be identified and nurtured to function as beacon villages, acting as local schools of practice.

3.6 Capacity building

□□ Training at the State level for senior officers at the State level should include State PESA Coordinators, who should also be associated with State level TOT of master trainers wherever feasible.

□□ District PESA Coordinators and Block PESA Coordinators should also be trained as part of the committees they are members of, and as resource persons for implementation of GPDP for PESA in the concerned districts. Training for the GP level should reach out to Gram Sabha Mobilisers for all the villages.

The State may prepare a state-level capacity building framework for planning, implementation and monitoring of development programmes in FSA. The framework will provide the necessary guidance to capacity building programmes of all relevant line departments.

iii. The key target group for GPDP in FSA would be the elected Heads and other elected functionaries and elected members and traditional leaders/village heads/Gram Sabha Pradhans in Fifth Schedule Areas. While the focus of training for planning and implementation has to be on the GP & Gram Sabha, the other tiers should also be

covered from the point of view of facilitation and convergence. Orientation of Gram Sabha Members on purpose and process of village level planning may also be done during the environment generation exercise. SHG networks operating in FSA, Gram Sabha Standing Committees, traditional leaders, supporting NGOs, apart from the GP members, field level functionaries and participatory planning teams or working groups of the GP need to be the focus of training. The general planning coordination structures in the field would need to be specially oriented on the modalities of planning for areas in the Fifth Schedule.

While identifying resource persons preference may be given to persons having experience of conducting grass roots level training in programmes related to literacy, health, MGNREGS, sanitation, livelihood, watershed, tribal development, etc. Community resource persons of NRLM and elected representatives, present and past, who have shown outstanding performance, should also be included as trainers/Master trainers. Traditional leaders/ village heads/Gram Sabha Pradhans should be made Resource persons for the participatory planning exercise. The thematic requirements for the PESA gram sabhas like natural resource management, alcoholism and related issues, asset management for income generation, minor forest produce, the gram kosh, etc., should become part of the training curriculum for GPDP for FSA.

The methodology for general trainings for GPDP should be followed in the case of FSA too. Rather than separate trainings, the scope for integration of the essence of each Gram Sabha based decentralised planning may be mainstreamed into the training for GPDP, so that all stakeholders are equally committed to making the gram sabha for local planning a reality.

The resources required for training may be pooled from different sources like Rashtriya Gram Swaraj Abhiyan (erstwhile RGPSA), MGNREGS, NRLM, SBM, Schemes for Tribal Welfare/Development and State funds for capacity building.

Note:

It is to be remembered that these are supplementary guidelines to the GPDP Guidelines of the State pertaining to Fifth Schedule Areas to be adapted and contextualised as required by the State. Wherever these guidelines are silent on any aspect of the process, or institutional mechanisms, it is to be understood that the parent Model Central Guidelines on GPDP would automatically be applicable.