प्रेस विज्ञप्ति

रूचि की अभिव्यक्ति (EOI)

जिला पंचातय नारायणपुर अर्न्तगत संचालित पिछड़ा क्षेत्र अनुदान निधि (BRGF) हेतु तकनीकी सहयोगी संस्था (TSI) का चयन किया जाना है। जिस हेतु पंजीकृत संस्थानों से रूचि की अभिव्यक्ति (Expression of Interest) आमंत्रित की जाती है।

तकनीकी सहयोगी संस्था (TSI) के कार्य हेतु मार्गदर्शन एवं नियम व शर्तें छ0ग0 शासन की वेबसईट cgstate.gov.in तथा जिला नारायणपुर की वेबसाईट www.narayanpur.gov.in पर अवलोकन तथा डाउनलोड किया जा सकता है। EOI जमा करने की अन्तिम तिथि **31.01.2014** सांय **5:00** बजे तक रजिस्टर्ड/स्पीड पोस्ट/स्वंय उपस्थित होकर जमा किया जा सकता है। EOI संबंधी समस्त अधिकार समिति के पास सुरक्षित रहेगा।

कलेक्टर
जिला नारायणपुर (छ0ग0)

On Non Judicial Stamp paper of Rs. 50/

रूचि की अभिव्यक्ति प्रस्तुतकर्ता संस्था द्वारा दिये जाने वाला शपथ–पत्र

फर्म मेमर्स .....की ओर से मुझे/हम अधिकृत किया गया है और मै/हम निम्नलिखित कथन शपथपूर्वक कहता हूँ /कहते हैं कि :–

1. मैंने/हमने रूचि अभिव्यक्ति की सारी शर्ते ध्यानपूर्वक पढ़ी हैं। और उनसे सहमत हैं तथा उन्हें मानने के लिए वचनबद्ध है।

2. मेरे/हमारे द्वारा संलग्न किये गये सभी दस्तावेज सही है और उनमें किसी प्रकार की कांट–छांट नहीं किया गया है एवं गलत जानकारी नहीं दी गई है।

दिनांक .....

हस्ताक्षर :.....
नाम : .....
धारित पर : .....
फर्म का नाम : .....
(सील सहित)

Terms & Condition

1) Zila Panchayat Narayanpur will receive sealed EOI for Technical Support Institution for the period of 5 years however Zila Panchayat Narayanpur reserve the right to reduce the term based on performance.
2) The Firm should be an agency engaged in the field of Rural Development (Specially BRGF) with excellent past track record and experience for at least 3 years in similar works and shall have to submit necessary certificates to proof the year of experience.
3) The Agency for TSI must be registered with the firms & society registration.
4) The Agency should also produce Valid TIN/ TAN Certificate.
5) Zila Panchayat Narayanpur reserves all rights to terminate the contract wholly or partially at any time with one month's notice, if the services are not found satisfactory.
6) The selection of the agency will depend on the subject matter expertise & knowledge.
7) The awarded work shall not be allowed to sublet. In case of getting execution of work through other firm/agency, the contract may be terminated.
8) The agency must abide by the all the neccessary conditions of Revised Guideline for extending support to the District Planning Committees and Panchayats publised by MoPR.
9) Pre-EOI clarification, if needed on any point of this enquiry or others related to this enquiry may be got clarified by personal interaction in BRGF section.
10) Every paper of the EOI should be signed by the authorised signatory with seal of Agency/ firm.
11) The applicant finally choosen as TSI will have to execute and enter into an MOU (model provided by GoI on MoPR website) with Zila Panchayat Narayanpur.

Revised Guidelines for extending technical support to the District Planning Committees and Panchayats for the preparation of the 5 year Perspective Plan for the period 2012-13 to 2016-17 and Annual Plans for each of the years of Twelfth five year Plan.

1. Article 243 ZD (3)(b) of the Constitution makes a provision for the District Planning Committee to consult such institutions and organizations as the Government may specify, in preparing the draft development plan of the district. In the light of this constitutional provision, the Ministry of Panchayati Raj (MoPR) and the Planning Commission have considered the matter of providing expert assistance to support the process of district planning by Panchayats at all levels, Municipalities and the District Planning Committees, particularly in the districts covered under the Backward Regions Grant Fund (BRGF) Programme. This is to ensure that district plans are prepared in accordance with the provisions of the Constitution governing the planning and implementation of schemes by Panchayats and consolidation of these plans by District Planning Committees into the draft development plan of the district. This process would be in consonance with the District Planning guidelines issued by the Planning Commission on 25.8.2006 and guidelines issued by the State Government concerned.

2. In providing untied funds to areas identified as backward, the BRGF has two prominent objectives –

-To provide the facilities or processes to backward areas that will increase their capacity to absorb development funds from the State and Centre channeled through the usual schemes; and

- To set in motion a participative planning process that aims to provides the facilities that the gram sabha and the gram panchayats want.

In asking for the preparation of an integrated district plan, the BRGF had as its purpose the integration of the individually drawn up plans of the various gram panchayats, by the District Planning Committee, into a cogent whole. In order that the district is enabled to prepare such an integrated plan, the Ministry of Panchayati Raj made provision for technical support to the District Planning Committee through Technical Support Institutions that could be part of the secretariat and provide consultant support to the District Panchayat.

3. An evaluation of the planning process for the District plan and the kind of support provided by the TSIs has led to the decision that the support of TSIs should be continued for the next five years, but with revisions in the guidelines concerning the processes followed for preparation of the Integrated Plans.

II. Role of TSI

4. An assessment of the work done by TSIs indicates that plans are not sufficiently anchored on the planning needs of each of the gram sabhas comprising the district and hence are not truly reflective of the "bottom up" based approach. Although the BRGF has been able to achieve a measure of decentralization in planning by the work done by the District Planning Committees, there still exists an element of the top down approach as the plan still remains one that is brought down to the village by the district and block functionaries, which leaves the village assembly as mystified as before as to the reasons, the objectives, the outcomes, the

financial and time constraints, and the processes and methodologies involved in its implementation. Consequently, though in the eyes of the administrators or the district panchayats the district plan has relevance and merit, the lack of participation keeps the village assembly as distant from the plan as ever, and as unable to obtain accountability of the delivery machinery. It also defeats the Panchayat concept of the village as a unit of self-government.

5. During 12th Plan Period (2012-2017), the District Planning Committees and their selected TSIs would be expected to follow the methodology elucidated in **Annex-I** in preparing the Integrated Perspective and Annual Plans. It is clarified here, that the plans being referred to in these guidelines relate to the comprehensive district plan for the whole district, and not one created only for BRGF.

6. While selecting the TSIs, the State Government should ensure that a proper procurement procedure is followed which can stand financial and legal scrutiny and also ensure that the selected TSIs have the following qualifications:-
(i)Expertise in Integrated Development Planning (ii) Necessary technical manpower for handling the task (iii) Experience of preparing projects for integrated rural development (iv) Experience of organizing participatory Plan through Gram Sabhas and similar fora (v) Expertise and resources for handling satellite imaging data (vi) Experience of working with the State Governments, District Administration and Local Bodies (vii) Experience of conducting surveys for assessing people's needs (viii) Understanding of the planning process provided under the Manual for Integrated District Planning (ix) Experience of Statistical Data Analysis (x) Any other qualification, experience or condition that the State Govt. may like to specify.

Before the MoU is signed by the TSI, the State Government should furnish to the Ministry of Panchayati Raj a detailed justification for selection of a particular TSI in terms of the procedure and qualifications specified above.

III. Responsibilities of TSI:

7. The TSI is expected to undertake the following activities while facilitating the preparation of the integrated participatory plan.

i) Get acquainted thoroughly with the PRI functionaries both elected representatives (ERs) and employees and establish a good working relationship and comfort level with them. TSI would do well to get familiarized with the district so as to have the first hand knowledge while getting down to the task of district profiling. Sufficient time and energy should be devoted to this exercise.

ii) District profiling: The TSI should collect data on the following aspects –

a) Geography – Location, topography, climate, rainfall, type of soil, vegetation, water resources/table, forest resources, mineral resources etc.
b) Demography – Urban-Rural/Men- Women /SCs/STs, population density, population composition, fertility rate, mortality rate, infant mortality.
c) Socio-economic information – social group composition, literacy rates and education status of different social groups, composition of workforce, occupational classification, income levels, traditions and customs, local knowledge systems etc.

d) Administrative setup & available infrastructure like transportation, roads, communication network, electrification, schools, hospitals, banking, industries, local services etc.

iii) Strengths Weaknesses Opportunities Threats (SWOT) analysis of the various planning units (village upwards). Each panchayat at any level or the municipality is treated as a planning unit.

iv) Assessment of the status of the planning unit vis-à-vis national development indices.

v) Needs assessment and priority setting through participatory forums like Gram Sabhas, Self Help Group (SHG) networks etc. and ensuring that the marginalized and weaker sections are fully represented.

vi) Situational analysis using locally available data obtained through in-depth interaction with citizens through Focus Group Discussions (FGDs), surveys, interviews etc.

vii) The TSI should make known to the community the resources that will be available for planning at all levels. For this, the TSI should collect data on all available resources including

- Own resources of PRIs.
- Untied grants from the State and Central Governments e.g. BRGF.
- Partially tied funds from schemes like SSA, NRHM, NREGA, etc.
- Schemes devolved for local level planning and implementation.
- Peoples contribution in cash, kind, labour, ideas etc.
- Credit flows.
- Allocations from the State and Central Finance Commissions.

viii) Formulation of a vision for development of the district through intensive participation of all stakeholders and local experts. The process would involve looking at how the priorities are determined, the participatory processes that enable all stakeholders to be involved and the specific period of time required to attain the vision. Issues such as the representative profile of panchayat elected members are critical here – if, for instance, women are represented in more than 40% of the seats and SC & ST representation is in excess of the seats reserved for them, then this would all have a huge impact on the overall vision of development.

ix) Development of project ideas based on the need assessment and situational analysis by the citizens/community at different levels of PRIs. The plan should focus on supplementing and converging existing developmental inflows for filling gaps in any of the sectors.

x) Consolidation of development proposals of the various planning units. (each level of Panchayat/Municipality).

xi) Prioritization of proposals and allocation of resources to the prioritized proposals.

xii) Preparation of project reports in detailed formats.

xiii) Vetting of project reports on technical and financial aspects by Technical Advisory Groups of District Planning Committees (DPC).

xiv) Integration of projects into plans by Local Bodies after a thorough review by the Local Bodies (LB). **This must ensure that there is no disconnect between the local requirements and the Plan proposed.**

xv) Separate sub-plans of each panchayat and ULB should be prepared for SC and ST development with resource allocation at least in proportion to the population of these communities within the Planning Unit concerned.

xvi) Special attention to the socio-economic priorities and needs of the Left Wing Extremism (LWE) Affected Districts.

xvii) Establishment of monitoring systems and social audit mechanisms to ensure effective implementation of the district plan. Fix, wherever possible, quantifiable and monitorable outputs and outcomes.

VI. Use of PlanPlus Software:

8. While undertaking the exercise of plan preparation and consolidation, the Technical Support Institution would work closely with the National Informatics Centre (NIC), who have prepared the PlanPlus software for the Ministry of Panchayati Raj, as a decision making support system for district planning. PlanPlus software shall be used for the identification of needs, mapping of financial resources, prioritization of works and projects, assignment of funds to prioritized projects and to prepare the final plan document by the TSIs.

9. The Technical Support Institutions should also assist the State Institutes of Rural Development (SIRDs) or other Nodal agencies designated by the State Government for undertaking training of Panchayat elected representatives, officials and other stakeholders. In particular, the TSI could collaborate with the SIRDs to add value to the training component related to participatory planning.

10. Teams from the Technical Support Institutions would be stationed at the districts assigned to them. It is reiterated that TSIs would hold discussions with the officials and elected representatives of District Planning Committee, Panchayats and other local bodies at the district, block and village levels. They would also conduct workshops at the block and village levels for the Resource Groups constituted by the PRIs comprising elected representatives, persons from civil society, academic institutions, CBOs and others who can contribute to needs assessment and planning for the area. These workshops would equip the Resource Groups with the methodologies for village planning. The TSI will provide the basic formats for collection of data for planning at different levels and also familiarize the Resource Groups with these formats. The TSI will also help the Resource Groups in the analysis of the information collected using various formats for possible convergence among the ongoing programmes and schemes.

11. In order to facilitate the preparation of the Panchayat Plans and their aggregation at the block and district level and further consolidation with the plans of the Municipalities, it is repeated that TSI team should be in contact with the elected representatives and officials of the DPC, Panchayats and Municipalities and build rapport with them so as to fully understand the process of District Planning adopted in the State. The TSI will guide and assist the Planning Teams constituted by the DPC at District, Block and GP levels to finalise GP/Block/District Plan through a process of integration and consolidation.

12. The TSI will present a report every month to the DPC and the Nodal Officer of BRGF in the district featuring various matters like the methodologies adopted for baseline data

collection, details of Gram / Ward Sabha and Local Body meetings to discuss/ approve plans (the reports should give meticulous records of the meetings, attendance register, photographs etc), details of workshops/ training programmes/ awareness programmes organized by TSIs with elected representatives, officials and resource groups, approvals of Local Bodies and DPC, whether data relating to each Planning Unit is entered in the PlanPlus.

13. The TSI shall also assist the Nodal Officer of BRGF at the district level in ensuring timely submission of District Plan approved by the DPC to the State Government together with documents, e.g., utilization certificates, progress reports, audit reports, etc. TSI will also support the Nodal Officer of BRGF in ensuring that the execution status is entered in the PlanPlus by the Implementing Entity concerned.

14. For ensuring the quality of District Plans, the TSIs will station one expert in Decentralized Planning in every district. The essential qualification for such expert is that s/he should either be a retired Government officer of the level of Additional Collector and above with relevant experience in planning or a Post Graduate with a degree in Economics/Development/Planning/Rural Development/Town and Country Planning with minimum 5 years experience in the related field. One expert may be shared for not more than four districts allotted to the TSI in a particular State. The period of engagement of the expert may be decided by the TSI in a manner that the overall quality of the District Plans is not adversely affected.

15. The TSI will also engage a team leader/ project coordinator and field investigators who will ensure that the procedure for district planning is followed as spelt out in these Guidelines. The expert and team leader/ project coordinator will present the monthly progress reports to the Nodal officer of BRGF at the State. The monthly report of the team leader will be a consolidated report that will also reflect the progress of the Field Investigators.

16. It is open for the TSIs to enter into participative arrangements with district level NGOs and other agencies, in consultation with the District Planning Committee and state level planning authorities, for undertaking any of the identified aspects of the district planning process, such as resource mapping, public mobilization, Participatory rural appraisal etc. If such arrangements are being made, care must be taken that these do not displace any ongoing arrangements that State Governments, DPCs or ZPs have already put in place for the purpose of district planning. Thus, if consultants or other support agencies have already been identified for the DPC/Panchayat or State Government to assist in district planning, then the support rendered by the TSI will need to be as asked for.

If more than one institution join together to form a consortium to function as TSI for a district, then:

(a) All the partners would make a joint agreement among themselves indicating their respective roles and responsibilities and also notifying one of them as the Lead Partner, who would be the signatory to the MoU and recipient of the payments from the State Government/DPC. A copy of such agreement would be appended to the MoU between the State Government and TSI (Lead Partner).

(b) The payments would be made by State Government/DPC to the Lead Partner only.

(c) The Lead Partner would be solely responsible for the quality and timeliness of the outputs.

(d) The MoU would be signed by the Lead Partner only and the other partners would sign as witnesses.

17. States that have existing systems for providing technical support to DPCs through Voluntary Technical Corps and Committees of Experts to access institutional expertise in special areas like Watershed Planning, Gender Planning, Planning for Local Economic Development, Health Planning, etc., are free to continue with this arrangement. Also a state may like to utilize the services of more than one specialist institution for facilitating the preparation of district plans depending on its own situation. The TSI may act as a facilitator in the preparation of district plans adjusting the extent of its support to the needs of the State.

Fee:

18. (a) Payment to TSIs will be made from out of the Capacity Building component of the BRGF for which MoPR provides grants to the States every year. In case of non-availability/shortage of BRGF funds, the State Government concerned would be required to make payment from other sources.

(b) As the task involves preparation of the Perspective Plans and 5 Annual Plans, the following payment schedule is recommended by the MoPR:-

i. Initial advance payment of Rs. 2.5 lakh within 15 days of signing of the MoU.
ii. The first Annual Plan would be prepared and entered on PlanPlus within 6 months of signing of MoU, whereafter another Rs. 1.65 lakhs would be payable.
iii. At the end of the second year, an amount of Rs.1.75 lakhs would be paid for the preparation of the Perspective Plan.
iv. Upon preparation of Annual Plans, which would be done at the interval of one year, Rs. 4.15 lakh would be payable.
v. Should a State/ District require preparation of Annual Plans for more than 5 years, it would pay another Rs. 4.15 lakh to the TSI for each additional year.
vi. The Utilization certificates and Audited Statement of Accounts for utilization of at least 60% out of the total funds released/available with the agency needs to be obtained together with the Audited Statement of Accounts by the concerned departments of the State Government before releasing the amount as stated above for the subsequent works and be shown under a separate head with a copy endorsed to MoPR.
vii. The suggested staffing and costing for the TSI is at **Annex-II.**
viii. The payment of respective installments would be made within 15 days of submission of the Annual Plans to the DPC provided the Plan details are duly entered and available for public viewing on PlanPlus.
ix. This activity will have to be incorporated in the CB - BRGF Action Plan of the State duly approved by the HPC.
x. Service tax would be payable on reimbursement basis in addition to the remuneration mentioned above @ applicable from time to time.
xi. The remuneration mentioned above can be revised after suitable intervals on the basis of price index as on 1-1-2012.

19. **Time-table for preparation of Plans:**

A Memorandum of Understanding (MoU) may be signed between the State Government and the DPC (First Party) and the TSI (Second Party). A draft MoU, circulated by the Ministry, is placed at **Annex-III.** Both parties may modify any terms of the agreement to make them consistent with the objectives of the project in suitable mutually acceptable terms. However, it may be ensured that the Perspective Plan and the first Annual Plan will have to be prepared within 6 months of the signing of the MoU as per the following timeline:

Within 5 to 7 weeks of signing the MoU

- Workshops with the TSIs.
- Staff deputation by TSIs.
- Familiarisation of TSIs with the PRI ERs and officials, area and the Planning and Implementation processes.
- Situation analysis.

From Week 7 to 14 of signing the MoU –

- SWOT Analysis of the various planning units.
- Needs assessment and priority setting through Gram Sabhas, SHG networks etc.
- Resource assessment at various tiers.
- Formulation of vision for development and strategies for attaining the vision.

From Week 15 to 18 of signing the MoU –

- Development of project ideas based on the need assessment and situation analysis.
- Consolidation of development proposals.
- Prioritisation of proposals and allocation of resources.
- Vetting of proposals by Local Bodies (LBs) and DPC.

From Week 19 to 22 of signing the MoU

- Integration of projects into plans by LBs.
- Consolidation of PRI/ULB level Unit Plans into Draft District Plans by the DPCs.
- Preparation of Annual Plan 2012-13.

From Week 23 to 26 of signing the MoU –

- Consolidation and approval of Annual Plan 2012- 13 by the DPC.

From Week 27 to 29 of signing the MoU –

- Forwarding of the District Plans to MoPR by the State Government.

20. (i) The Annual Plans for each year would have to be prepared and uploaded on the PlanPlus duly approved by the DPC by 30th September of the preceding year.

(ii) Time schedule for the various steps involved in preparation of Annual Plans of second or subsequent year, namely, convening the meetings of the Gram Sabhas for

preparation of demand lists, preparation of Action Plans by the Panchayats and Municipalities, and preparation of Draft District Plans by the District Planning Committees would be prepared by the TSI in consultation with the Nodal Department of the State Government.

21. **Roles and responsibility of DPC**

(a) The DPC shall designate the nodal department and/or officer at the district level to co-ordinate preparation of district plan and also to liaise with them.
(b) The DPC shall constitute dedicated planning teams at district, block and GP level for coordinating with all sectoral departments and collect the noted information and formulate the plan at different levels.
(c) The cost for undertaking training of Panchayat elected representatives, officials and other stakeholders shall be met by the First Party from the Capacity Building grant under BRGF / other grants available under training.
(d) The district planning team will have the overall responsibility of formulating the district plan.
(e) The State Government and the DPC shall issue instructions to all related line departments in the district to provide necessary support to the TSIs.
(f) Release funds to the second party for providing professional technical support, as agreed, on time.

22**. Joint Responsibilities of the State Govt/DPC (First Party) and the TSIs (Second Party):**

1. The Second Party shall extend help in coordinating the training/workshops to be conducted at district, blocks and GP levels in collaboration with First party and SIRD or any other nodal organisation identified by the state for the purpose.
2. Necessary technical support/ guidance, as and when required, shall be provided to the block level and GP level coordinators by both first and second parties as per the responsibilities mutually agreed upon.
3. The progress of the plan preparation will be reviewed by both the parties and appropriate action will be taken to complete the task as per the time frame fixed for each activity.
4. The Second Party shall keep in touch with the First Party for follow up action/ clarification in respect of processing/compilation and analysis of data at block and district levels.
5. Both Parties shall consult from time to time at the request of any one party on all matters arising out of this agreement and other matters of common interest.
6. In the event of the First Party not being satisfied with the functioning of the Second Party (TSI), the former shall be free to dispense with the services of the latter by citing valid and convincing reasons and substituting it with another TSI after following the prescribed procedure.

Annex-I

Methodology of Integrated and Participatory Bottom-up Planning

First the Frame and the Parametric Constraints

1. The first step to the exercise of plan preparation is at the district level, to define the broad parameters within which the district plan will be developed. To those familiar with the process of planning in the Central or State Governments, this would be akin to the exercise of drafting the Approach Paper to the Five Year Plan. Such a district planning approach would require the district to set down district objectives, areas and sectors of priority for development, correctives to the previous plan period strategy, if necessary, and to define the likely resource availability. Such a district plan approach would require discussion and guidelines from the state level, so as to align the district to the state approach, and to be able to define resource availability in different sectors through state and centrally sponsored plan schemes. This district plan should provide the broad parameters and the framework for the development of the gram panchayat and intermediate panchayat plans.
2. Once the framework and the parameters are defined, the next step should be to understand and assimilate the detailed guidelines of the various state and centrally sponsored schemes as also the priority areas within the district for each, and the resources to flow to the district under each, severally and jointly.

Village Stay Compulsory

3. This done, as the preliminary preparation for the integrated plan exercise, the TSI needs to get down to the villages. In each village to be covered by the TSI, it would be necessary to place a team of persons who would live and interact with the gram panchayat and the gram sabha till the plan is developed. The shortcut sometimes followed by the TSIs, of preparing the plan by accessing village profile data from the Internet and the census records, with only a cursory visit to the village, and sometimes without even that gesture, is wholly deplorable.

Gram Sabha Meetings

4. In the village, several meetings with the Gram Sabha and the Gram level functionaries would be necessary, first to explain the concept of the exercise, its basic democratic purpose of self-governance and the methodology to be followed. The TSI must put in effort to ensure that the Gram Sabha has at least 80% if not more of the village adults, male and female, both, present. This complete Gram Sabha is non-negotiable in at least two meetings, the first, to kick-off the exercise and explain the purpose and their role, and the last to explain and finalise the Gram plan and get the endorsement of the village to it. In other meetings and interaction, representation from all communities, bastis, castes and of the women should be ensured.

Transect Walk

5. Participation and involvement must be drawn out of the village residents, and for this purpose, the village profile should be drawn up by discussion with them, and a transect village walk with them, which takes them through the village to all hamlets and bastis, government facilities for education, health, child nutrition, and so forth, and gets them to reflect upon the economic, social and human development status of the village. The transect walk should be accompanied by a discussion on the community needs for betterment of social indicators and economic returns, to draw out from them their thoughts on what they feel the village needs in order to be able to absorb developmental funds, to increase incomes and manpower or land productivity. This discussion is often omitted, on the assumption that the village is too removed from governance to be able to conceptualise their requirements and project them in development terms. Such an approach is patronising, at best; at worst, it masks the inability of the administration and the technical experts to break out of their own jargon.

6. A sound TSI would be expected to be able to use the information yielded by the transect walk to lead the discussion on gaps and felt needs so that the wish list of activities drawn up by the Gram Sabha falls within the priority and resource framework of the district framework. This would ensure the relevance and doability of the Gram Panchayat plan, and ensure it is not ignored or cast aside because of state pressures of priority. In turn, this would increase the confidence of the Gram Sabha in the administration's bonafides.

Fitting Village Priorities within the District Framework

7. Even within the district plan framework, and the BRGF goals, there is bound to be sufficient scope for the TSI to lead the discussion into areas that would help increase manpower productivity, in the short and long term. Thus provision of facilities contributing to human development, such as child and maternity care, primary schooling, proper sanitation and solid waste management, improved health care may be cited as areas leading to long term productivity gains, while provision of arrangements for farm inputs such as seeds and nurseries, irrigation through rain water harvesting, soil management; for post-harvest inputs such as storage sheds, drying yards, roads and transport linkages to markets; for rural artisanal and microenterprise support comprising access to raw material, branding, packaging and marketing information and inputs, etc. may be cited as the short term inputs for rural labour productivity gains. Discussion should attempt to lead the Gram Sabha into defining the role and responsibility of the Gram Panchayat towards sanitation, solid waste management, monitoring of schemes for effective implementation, and of raising of resources; and of accepting that the gram Sabha must also contribute to take accountability through social audit etc., as also pay its fees and taxes to the Panchayat.

8. In preparing the village level plan, the TSI must reflect the existing position in each plan sector, in order to make it systematic, uniform in methodology across all villages and comparable to the plan format of the district and state.

Identifying the gaps

9. Once the village profile and the needs, gaps and requirements are put together, it should be necessary to discuss with the Gram Sabha the guidelines and the deliverables of the state and the centrally sponsored schemes to be implemented in the village by the district level and the line departments during the plan period. The purpose here should be two-fold - to create an understanding of these schemes and their implementation methodologies, so that the Gram Sabha can contribute to their implementation by performing an effective supervision and social audit; and to be able to tick off in the wish list of works and activities of the Gram abha what would be provided in the normal course by the state to the village during the plan period.

10. The query might arise that if the village is clear it would like to use the BRGF funds as a bird in hand on a gap that it identifies as necessary and immediate, which is likely to be, but not certain to be, covered by other sources, what should the TSI do. It is considered that in such a case, the TSI should explain the pros and cons to the village but reflect its wishes, thereafter confining itself to see that expenditures are not reflected twice or the work/activity taken up in duplication.

11. Even more likely is the query of what should be done if the TSI can see very clearly as a result of this exercise that gaps can be covered easily if there were flexibility in the guidelines to accommodate village specifics or differences from the norm. It is considered that the TSI should use the BRGF funds, but take the trouble to generate a document of the kind of flexibilities in the schemes, or in specific schemes, that would make them relevant to the Gram Sabha needs. This document can be shared with the District and State, and a copy given to the Ministry, to be used to generate debate and response for a reform to the manner of deciding parameters and guidelines with flexibility but with clear accountability.

Involvement of Block Functionaries

12. It would be eminently desirable that the block and district level functionaries associate with the TSI for this discussion: it would enable the Gram Sabha to identify the officials with their schemes, obtain for the officials a necessary understanding of the Gram Sabha thinking, and develop rapport between the TSI and the functionaries. The common discussion would also enable the block functionaries to contribute to the village discussion from their vast fund of knowledge, especially when it comes to how other villages deal with similar issues.

13. It would not be necessary or practical to reflect a requirement for each plan sector merely because the plan format captures the position across each. The requirement of activities for the next five years should be based on priorities as collectively decided, the likely or indicative availability of resources, and the district plan framework to fit it within. Where in this plan the BRGF funds would be used should be highlighted.

Approach to Block and District Level Planning

14. After obtaining the village requirements and the base level plan for the village, for each village, the next step would take the TSI to the block level. At the block level, the exercise should be to identify activities in the village plans that are the common priority, and that would benefit from economies of scale, by organisational additions at the block level, and that could be better fitted into the block plan to link individual village plans into a cogent whole. In other words, the block's use of BRGF funds should be not on an additional set of requirements, but on activities that meet the requirement of the village plans in a more coordinated and money saving manner. Thus, roads linking villages to secondary schools, health facilities or the market, storehouses to serve clusters of villages for warehousing of farm produce or products of farm or artisanal inputs, nurseries for seeds, training infrastructure for skill development needs, middle and secondary schools, etc. where these are part of the village priorities, but cannot be provided in each village efficiently, could be part of the block plan. BRGF funds at the block level being used for creating block offices, or block infrastructure that is not a common expressed requirement of the villages comprising the block, should be discouraged. This should be the approach for the whole plan, but certainly for the BRGF funds, this approach is imperative.

15. Once this exercise is done at the block level, the next step would be to repeat it at the district level for all the backward blocks, using the same approach as at the block level. This would ensure that the district plan is a bottom-up plan, in which the priorities of the Gram Sabhas and the Gram Panchayats take top precedence; the block and district plans are aimed to ensure the most efficient use of funds for the needs of the villages, and the District Planning Committee's role is to provide the framework of plan and development of priorities, indicate the resource availability, and ensure integration and convergence for best possible use of resources with BRGF from centrally sponsored schemes, state schemes, state plan funds and village taxes, to reduce disparity gaps at the earliest.

Perspective of five years at a time

16. The TSI would be expected to provide the district with a blue print of this integrated plan for a period of five years, and for each annual plan. For each succeeding year, the plan would need to be drawn up taking achievements, failures, delays and changes in priorities into account. However, the attempt should be to keep it within the five year district approach framework to establish the sustainability and sanctity of the participatory planning exercise, and secure the people's faith in the government's good intentions.

Phasing of the Participatory Plan Preparation

6. This bottom-up planning process is admittedly intensive of time and effort. The plan document is usually time-bound. This mismatch is generally the reason it has been short-circuited despite a reasonably wide conviction that it is the only way in which the people and the government delivery machinery can be brought closer together. Hence, it is advised that the exercise may be phased – in the first year, it may be taken up in a few villages in one or two backward blocks in each backward district; since in the remaining villages, the plan would not be drawn up in this participatory manner with a village centric-approach, for the first year of the 12th Plan, an annual plan only be put together. A documentation of the process of participatory planning adopted in these villages should result in systematizing the process, involving a greater number of facilitators and technical support personnel, and taking progressively less time to complete the task. Through the remaining part of this first year, the exercise can be carried out in the rest of the villages comprising the backward blocks, and covering all backward blocks, with sufficient time to consult every Gram Sabha. In districts in which this can be completed in substantial measure, a four year perspective plan can then be prepared in the second year, till the end of the 12th Plan period. The process of gram sabha consultation and bottoms up planning can be refined and deepened through the annual plan exercises. If the BRGF succeeds in embedding this participatory bottom-up approach during the Twelfth Plan in backward villages and blocks, it can be expected to spread and be adopted in all villages and districts to reform the process of planning in this country. A significant contribution would be the spin-off through studies and documentation enabling a comparison of the bottom-up plan with the usual top down plan to identify areas where top down presumptions can be corrected; provide methodologies to build in flexibilities in the definition of top down plan time-lines, targets and guidelines for implementation so that they give space to the village definition of its needs.

Annex-II

Assessment of the Cost for the TSIs per District

Sl. No.	Activity	Qualifications	Cost for 1st year	Cost for each of the next 4 years	Total cost for 5 years
1.	Expert in Decentralised Planning (@ Rs.50,000 lump sum for 1st year andRs. 25,000 lump sum p.a. thereafter)	Retd. Govt. Officer of the level of Addl.Collector with relevant experience in planning OR A Post Graduate with a degree in Economics/ Development Planning/Rural Development/Town and Country Planning with minimum 5 years experience in the related field.	Rs. 25,000 for preparation of Annual Plan	Rs.25,000 for preparation of Perspective Plan by the end of the 2nd year and Rs.25,000 for each Annual Plan thereafter = Rs.1,25,000	Rs.1,50,000
2.	Team Leader of Project Coordinator of TSI (One per District @ Rs.20,000 p.m)	Retd.Govt. Officer of the level of Dy. Collector with relevant experience in planning OR A Post Graduate with a degree in Development Planning/Rural Development/Town and Country Planning with minimum 3 years experience in the related field.	Rs.2,40,000	Rs.2,40,000 x 4 = Rs.9,60,000	Rs.12,00,000
3.	Field Investigators (1 to 3, based on the number of GPs. Average taken as 2. Rate:Rs.10,000 p.m. each for 6 months in 1st year and 3 months thereafter)	Graduate in Economics/ Statistics with fluency in ICT applications.	Rs.1,20,000	Rs.60,000 x 4 = Rs.2,40,000	Rs.3,60,000
4.	Office expenses including Stationery, Equipments, Travelling Expenses Rs.1 lakh for 1st year and Rs.50,000 p.a. thereafter.		Rs.1,00,000	Rs.50,000 x 4 = Rs.2,00,000	Rs.3,00,000
5.	Overheads(Rs.0.80 lakh for year 1 and Rs.40,000 p.a. thereafter)		Rs.80,000	Rs.40,000 x 4 = Rs.1,60,000	Rs.2,40,000
	TOTAL		Rs.5,90,000	Rs.4,15,000 x 4 = Rs.16,60,000	Rs.22,50,000

Draft Memorandum of Understanding Agreement
For Preparation of District Perspective Plans and Annual Plans under BRGF
(To be finalised by the respective States)

This agreement is entered into _____at _____on this _____day of _____ Two thousand and Twelve.

BETWEEN

The District Planning Committee (DPC) represented by the Secretary, DPC (or an equivalent body in the Non-Part-IX State/ District) and the Principal Secretary to the State Government in-charge of the Backward Regions Grant Fund (BRGF) Programme; Hereinafter together called the First Party, which term and expression shall mean and include, unless repugnant to the context, their respective successors, assignees and administrators.

AND

_____; Hereinafter known as the Technical Support Institution (TSI) as the Second Party which term and expression shall mean and include unless repugnant to the context, its successors, assignees, administrators and agents;

for the preparation of the Perspective Plan for the 5 year period 2012-13 to 2016-17 and Annual Plans for each of the years.

1. Preamble:

1.1. Ministry of Panchayati Raj (MoPR) implements the BRGF Programme, which entails preparation of Integrated Perspective Plans and Annual Plans at various levels such as the Village, Gram Panchayat (GP), Intermediate Panchayat (IP), ZillaPanchayat (ZP) and other local bodies (LBs) including the Municipalities. During the year 2007-08, MoPR had empanelled Technical Support Institutions (TSIs) to prepare such Plans for the 11th Plan Period (2007-2012). It is now proposed to extend the facilitation by TSIs for preparation of integrated, participatory District Plans for the coming 5 years, i.e. 2012-13 to 2016-17.

1.2. The State Government has identified institutions that would join hands with State Planning Authorities, DPCs and the LBs at all levels to assist in all aspects of participative planning from the grass roots level upwards, culminating in the preparation of the draft district development plan. These identified Institutions

are referred to as the Technical Support Institutions (TSIs) for District Planning and have been assigned districts considering the preferences indicated by them. _____ has been assigned and has agreed to take up the responsibility of providing the Technical Support for preparation of district plans in the districts of _____ in the State of _____.

1.3 The TSIs shall provide expert assistance to the district authorities in engaging a large numbers of elected local government representatives in the planning process as this is vital for inclusive growth. TSI are required to provide information to the Panchayats regarding the resource envelope available to them, build their capacity to conceptualize their vision and then to translate it into plans through participative mechanisms.The outcome expected from this exercise would be holistic district plan documents, which would include the plans for sectors that pertain to matters listed in the Eleventh Schedule to the Constitution, for example, agriculture, education, health, rural employment, roads, infrastructure development etc. The Integrated district plans would reflect convergent action at the community level by bringing together line departments and local governments with an active, involved and better informed community. It would also reflect convergence in policy formulation, planning and implementation to ensure that resources are not wasted.

1.3. It is open for the TSIs to enter into participative arrangements with State/ district level NGOs and other agencies, in consultation with the DPC and state level planning authorities, for undertaking any of the identified aspects of the district planning process, such as resource mapping, public mobilization, PRAs.

2. Now, therefore, the Parties agree to as follows:

2.1 The role of the TSIs is specified as follows:

a. Facilitate the preparation of participative and Integrated Perspective Plans for a four year period, namely, 2013- 2014 to 2016-1017 by providing technical support to the district authorities.
b. Facilitate preparation of participative Annual district plans taken from the four year perspective plan after considering the progress and shortfalls of the previous year's plan.
c. Follow the Guidelines of the Planning Commission and MoPR for the purpose.
d. To ensuring that the execution status is entered in the PlanPlus by the Implementing Entity concerned.
e. Activities incidental to (a) to (d).

The District Perspective plan so formulated shall be an integrated and bottom up participative plan. The Plan document must describe the process adopted for participatory planning and should include inter alia an overview of the district, the district vision, needs assessment and panchayat wise resource flow before

recommending the projects to be taken up under the plan. The plan should clearly define the resource envelope, define year-wise, plan-unit wise prioritized list of works and the gap filling through BRGF funds.

The TSI is expected to undertake the following activities while facilitating the preparation of the integrated participatory plan.

i) Get acquainted thoroughly with the PRI functionaries both elected representatives (ERs) and employees and establish a good working relationship and comfort level with them. TSI would do well to get familiarized with the district so as to have the first hand knowledge while getting down to the task of district profiling. Sufficient time and energy should be devoted to this exercise.

ii) District profiling: The TSI should collect data on the following aspects –

e) Geography – Location, topography, climate, rainfall, type of soil, vegetation, water resources/table, forest resources, mineral resources etc.
f) Demography – Urban-Rural/Men- Women /SCs/STs, population density, population composition, fertility rate, mortality rate, infant mortality.
g) Socio-economic information – social group composition, literacy rates and education status of different social groups, composition of workforce, occupational classification, income levels, traditions and customs, local knowledge systems etc.
h) Administrative setup & available infrastructure like transportation, roads, communication network, electrification, schools, hospitals, banking, industries, local services etc.

iii) Strengths Weaknesses Opportunities Threats (SWOT) analysis of the various planning units (village upwards). Each panchayat at any level or the municipality is treated as a planning unit.

iv) Assessment of the status of the planning unit vis-à-vis national development indices.

v) Needs assessment and priority setting through participatory forums like Gram Sabhas, Self Help Group (SHG) networks etc. and ensuring that the marginalized and weaker sections are fully represented.

viii) Situational analysis using locally available data obtained through in-depth interaction with citizens through Focus Group Discussions (FGDs), surveys, interviews etc.

ix) The TSI should make known to the community the resources that will be available for planning at all levels. For this, the TSI should collect data on all available resources including

- Own resources of PRIs.
- Untied grants from the State and Central Governments e.g. BRGF.
- Partially tied funds from schemes like SSA, NRHM, NREGA, etc.
- Schemes devolved for local level planning and implementation.
- Peoples contribution in cash, kind, labour, ideas etc.

- Credit flows.
- Allocations from the State and Central Finance Commissions.

viii) Formulation of a vision for development of the district through intensive participation of all stakeholders and local experts. The process would involve looking at how the priorities are determined, the participatory processes that enable all stakeholders to be involved and the specific period of time required to attain the vision. Issues such as the representative profile of panchayat elected members are critical here – if, for instance, women are represented in more than 40% of the seats and SC & ST representation is in excess of the seats reserved for them, then this would all have a huge impact on the overall vision of development.

xviii) Development of project ideas based on the need assessment and situational analysis by the citizens/community at different levels of PRIs. The plan should focus on supplementing and converging existing developmental inflows for filling gaps in any of the sectors.

xix) Consolidation of development proposals of the various planning units. (each level of Panchayat/Municipality).

xx) Prioritization of proposals and allocation of resources to the prioritized proposals.

xxi) Preparation of project reports in detailed formats.

xxii) Vetting of project reports on technical and financial aspects by Technical Advisory Groups of District Planning Committees (DPC).

xxiii) Integration of projects into plans by Local Bodies after a thorough review by the Local Bodies (LB). **This must ensure that there is no disconnect between the local requirements and the Plan proposed.**

xxiv) Separate sub-plans of each panchayat and ULB should be prepared for SC and ST development with resource allocation at least in proportion to the population of these communities within the Planning Unit concerned.

xxv) Special attention to the socio-economic priorities and needs of the Left Wing Extremism (LWE) Affected Districts.

xxvi) Establishment of monitoring systems and social audit mechanisms to ensure effective implementation of the district plan. Fix, wherever possible, quantifiable and monitorable outputs and outcomes.

2.2 **In furtherance of the above:**

(a) Teams from the TSIs would be stationed at the district assigned to them and hold discussions with the officials and elected representatives of District Planning Committee, Panchayats and other local bodies at the district, block and village levels

(b) TSIs would also conduct workshops at the block level for the Block and Village Level Resource Groups constituted by the PRIs comprising elected representatives, persons from civil society, academics institutions, CBOs and others who can contribute to needs assessment and planning for the area.

(c) These workshops would equip the Block and Village Level Resource Groups with the methodologies for village planning. The TSIs are required to cover one-fifth of the Gram Panchayats in each block in the first year. In the next year they shall extend out to another one-fifth GPs in that block so that every Gram panchayat in each block is covered within a five year period.

(d) TSI will provide the basic formats for collection of data for planning at different levels and also orient the Resource Groups to these formats. The TSI will also help the Resource Groups in the analysis of the information collected using various formats and possible convergence among the ongoing programmes and schemes. In order to carry out the intensive data collection, need assessment and situational analysis discussed above, the TSI should ensure that the requisite number of field investigators are stationed in the district for the duration required to complete these activities.

(e) In order to facilitate the preparation of the Panchayat Plans and their aggregation at the block and district level and further consolidation with the plans of the Municipalities, TSI team should establish contact with the elected representatives (ERs) and officials of the DPC, Panchayats and Municipalities and build rapport with them so as to fully understand the process of District Planning adopted in the State.

(f) In undertaking the exercise of plan preparation and consolidation, the TSIs would adopt Plan plus software prepared by the National Informatics Centre (NIC). This software would be used for the identification of needs, mapping of financial resources, prioritisation of works and projects, assignment of funds to identify and prioritise projects and to prepare the final plan document.

(g) The TSI will guide and assist the Planning Teams appointed by the DPC at District, Block levels to finalise GP/Block/District Plan through a process of integration and consolidation.

(h) The TSI should also assist the SIRDs or other Nodal agency designated by the State Government for undertaking necessary training of Panchayat elected representatives, officials and other stakeholders and in particular, the TSI could collaborate with the SIRDs to add value to the training component concerning participatory planning.

3. FEE:

(a) Payment to TSIs will be made from out of the Capacity Building component of the BRGF for which MoPR provides grants to the States every year. In case of non-availability/shortage of BRGF funds, the State Government concerned would be required to make payment from other sources.

(b) As the task involves preparation of the Perspective Plans and 5 Annual Plans, the following payment schedule is recommended by the MoPR:-

i. Initial advance payment of Rs. 2.5 lakh within 15 days of signing of the MoU.
ii. The first Annual Plan would be prepared and entered on PlanPlus within 6 months of signing of MoU, whereafter another Rs. 1.65 lakhs would be payable.
iii. At the end of the second year, an amount of Rs.1.75 lakhs would be paid for the preparation of the Perspective Plan.
iv. Upon preparation of Annual Plans, which would be done at the interval of one year, Rs. 4.15 lakh would be payable.
v. Should a State/ District require preparation of Annual Plans for more than 5 years, it would pay another Rs. 4.15 lakh to the TSI for each additional year.
vi. The Utilization certificates and Audited Statement of Accounts for utilization of at least 60% out of the total funds released/available with the agency needs to be obtained together with the Audited Statement of Accounts by the concerned departments of the State Government before releasing the amount as stated above for the subsequent works and be shown under a separate head with a copy endorsed to MoPR.
vii. The suggested staffing and costing for the TSI is at **Annex-II.**
viii. The payment of respective installments would be made within 15 days of submission of the Annual Plans to the DPC provided the Plan details are duly entered and available for public viewing on PlanPlus.
ix. This activity will have to be incorporated in the CB - BRGF Action Plan of the State duly approved by the HPC.
x. Service tax would be payable on reimbursement basis in addition to the remuneration mentioned above @ applicable from time to time.
xi. The remuneration mentioned above can be revised after suitable intervals on the basis of price index as on 1-1-2012.

4. Time-table for preparation of Plans:

Both parties may modify any terms of the agreement to make them consistent with the objectives of the project in suitable mutually acceptable terms. However, it may be ensured that the first Annual Plan will have to be prepared within 6 months of the signing of the MoU as per the following timeline:

Within 4 weeks of signing the MoU –

• Workshops with the TSIs.
• Staff deputation by TSIs.
• Familiarisation of TSIs with the Planning and Implementation processes.
• Situation analysis.

From Week 5 to 12 of signing the MoU –

• SWOT Analysis of the various planning units.
• Needs assessment and priority setting through Gram Sabhas, SHG networks etc.
• Resource assessment at various tiers.
• Formulation of vision for development and strategies for attaining the vision.

From Week 13 to 16 of signing the MoU –

• Development of project ideas based on the need assessment and situation analysis.
• Consolidation of development proposals.
• Prioritisation of proposals and allocation of resources.
• Vetting of proposals by Local Bodies (LBs) and DPC.

From Week 17 to 20 of signing the MoU –

• Integration of projects into plans by LBs.
• Consolidation of PRI/ULB level Unit Plans into Draft District Plans by the DPCs.
• Preparation of Annual Plan 2012-13.

From Week 21 to 24 of signing the MoU –

• Consolidation and approval of Annual Plan 2012-13 by the DPC.

From Week 25 to 27 of signing the MoU –

• Forwarding of the District Plans to MoPR by the State Government.

5. (i) The Annual Plans for each year would have to be prepared and uploaded on the PlanPlus duly approved by the DPC by 30th September of the preceding year.

(ii) Time schedule for the various steps involved in preparation of Annual Plans of second or subsequent year, namely, convening the meetings of the Gram Sabhas for preparation of demand lists, preparation of Action Plans by the Panchayats and Municipalities, and preparation of Draft District Plans by the District Planning Committees would be prepared by the TSI in consultation with the Nodal Department of the State Government.

6. **Roles and responsibility of DPC**

(a) The DPC shall designate the nodal department and/or officer at the district level to co-ordinate preparation of district plan and also to liaise with them.

(b) The DPC shall constitute dedicated planning teams at district, block and GP level for coordinating with all sectoral departments and collect the noted information and formulate the plan at different levels.
(c) The cost for undertaking training of Panchayat elected representatives, officials and other stakeholders shall be met by the First Party from the Capacity Building grant under BRGF / other grants available under training.
(d) The district planning team will have the overall responsibility of formulating the district plan.
(e) The State Government and the DPC shall issue instructions to all related line departments in the district to provide necessary support to the TSIs.
(f) Release funds to the first party for providing professional technical support, as agreed, on time.

7. Joint Responsibilities of the State Govt/DPC (First Party) and the TSIs (Second Party):

1. The Second Party shall extend help in coordinating the training/workshops to be conducted at district, blocks and GP levels in collaboration with First party and SIRD or any other nodal organisation identified by the state for the purpose.
2. Necessary technical support/ guidance, as and when required, shall be provided to the block level and GP level coordinators by both first and second parties as per the responsibilities mutually agreed upon.
3. The progress of the plan preparation will be reviewed by both the parties and appropriate action will be taken to complete the task as per the time frame fixed for each activity.
4. The Second Party shall keep in touch with the First Party for follow up action/ clarification in respect of processing/compilation and analysis of data at block and district levels.
5. Both Parties shall consult from time to time at the request of any one party on all matters arising out of this agreement and other matters of common interest.

8. **Validity Period and Termination:**

1. It is mutually agreed that this collaboration agreement will be in force for a period commencing with the date of execution of the agreement and ending with 31.3.2017 (or another later date as mutually agreed between the two parties).

2. Both parties may modify any terms of the agreement to make them consistent with the objectives of the project in suitable mutually acceptable terms.

3. Both parties may extend the period of the agreement for a further period on the same or modified terms as mutually agreed upon or enter into a fresh agreement.

9. **Arbitration:**

Any dispute arising out of or in connection with **AGREEMENT** or any conflict of interpretation of this **AGREEMENT** shall be amicably and mutually resolved by both the parties to this **AGREEMENT.**

It witness whereof the parties hereto have set their hands to this agreement made and executed on this _____ as mentioned above in the presence of the following witnesses:

First Party (State Government) **Second Party (TSI)**

First Party (DPC)

Witnesses:

1.

2.