



**Department of Panchayati Raj and Community
Development
Government of Goa.**



**GPDP GUIDELINES ON
'PREPARATION OF GRAM PANCHAYAT DEVELOPMENT PLAN'
[Under Fourteen Finance Commission Grants from 2015 to 2020]**

Contents

- Definitions
- Abbreviations

- 1. Introduction
- 2. Identifying resource envelope of the Gram Panchayat
- 3. Environment generation
- 4. Situation Analysis
- 5. Visioning
- 6. Projectisation and finalization of Gram Panchayat Development Plan(GPDP)
- 7. Technical and administrative approval
- 8. Post plan arrangements .
- 9. System Support for Participatory planning in Gram Panchayats.
- 10. Capacity building and training

Annexures

List of Abbreviations:

FFC	Fourteenth Finance Commission
IEC	Information Education Communication
SIRD	State Institute of Rural Development
PRA	Participatory Rural Appraisal
SFC	State Finance Commission
GPRA	Goa Panchayat Raj Act 1994
ZP	Zilla Panchayat
DRDA	District Rural Development Agency
CSS	Centrally Sponsored Schemes
SSS	State Sponsored Schemes
MNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
ICDS	Integrated Child Development Scheme
BDO	Block Development Officer
GIPARD	Goa Institute of Public Administration and Rural Development
VPDP	Gram Panchayat Development Plan(GPDP)
VDC	Village Development Committee
CSMC	Co-ordination, Supervision and Monitoring Committee
SEC	State Empowered Committee
BEC	Block Empowered Committee
MT	Master Trainer
RP	Resource Person
RT	Resource Team

1 Introduction

1.1 Goa, has had a history of numerous rulers who ruled from the third century onwards up to 1961. The rulers included the Bhojas, the Mauryas, the Yadavas, the Bahamanis, the Marathas and the Portuguese. In 1961, Goa was liberated from the Portuguese rule and by the 12th Amendment Act of 1962 to the Constitution, Goa, along with Daman and Diu became a part of the Indian Union. With numerous rulers changing in Goa, the local self Government institution did not undergo any major changes.

Goa has a unique history of institutions of local self government dating back to ancient times. Descendents of ancient settlers of the villages, called *Gaunkars*,

organized themselves into “*Comunidades*” or “Communities” which functioned as an autonomous unit of village administration. The Government was vested in the assembly of elders of each clan or *Vangor*. Members of *Comunidades* consisted of (i) *Zoneiros* (ii) *Acsaocars* (iii) *Gaonkars*. The primary activity of the *Comunidades* was leasing out their commonly held agricultural land, orchards, ponds, through auction. The income was utilized to fund common services for the village like those of priests, barbers, construction and maintenance of markets, halls, etc. This village governance was allowed to exist alongside the Portuguese administrative machinery.

1.2 Nature and context of decentralized planning in the state:

Goa has a population of 14.58 lakhs as per Census 2011. Goa has had a history of decentralized form of local government which existed for hundreds of years known as the gaunkari system.

1.3 Goa Daman & Diu Gram Panchayat Regulation, 1962:

Goa along with Daman & Diu was liberated on 19.12.1961 from Portuguese rule. After liberation, the President of India promulgated the Goa Daman & Diu Gram Panchayat Regulation, 1962 under Article-240 of the Constitution of India. The said Regulation provided for setting up of a single tier Panchayati Raj system in the Union Territory of Goa Daman & Diu. Thus, for the first time, the Panchayati Raj Institutions (PRIs) came into existence in the Union Territory of Goa, Daman & Diu in the year 1962. As per the said Regulation, one seat was reserved for woman in every six Gram Panchayats.

There were three types of Panchayats having 5, 7 and 9 members depending upon the population. The term of the Panchayat was for four years. The Panchayati Raj (PR) system was functioning well since its inception and elections were held regularly in Goa.

1.4 The Goa Panchayat Raj Ordinance 1994:

In terms of Article 243-N of the Constitution of India, every State was required to amend the laws relating to PRIs within one year of the 73rd Constitutional Amendment. Therefore, to comply with the said mandatory provision of the Constitution the State of Goa promulgated an Ordinance namely, The Goa Panchayat Raj Ordinance, 1994 on 20.04.1994. The Ordinance was converted into Bill, namely the Goa Panchayat Raj Bill, 1994 and the same was introduced in the Goa Legislative Assembly on 25.05.1994.

1.5 The Goa Panchayat Raj Act, 1994:

The Goa Panchayat Raj Act, 1994 was assented to by the Governor of Goa on 09.07.1994. The salient features of this Act are:

- Adoption of a two tier system at the District and Gram Panchayat level.
- Empowerment of Gram Panchayats and Gram Sabhas.
- Imposition of collection of taxes for financial sustainability of Gram Panchayats.
- Compulsory elections to PRIs once in five years.
- Reservation of seats and executive positions for Scheduled Castes/Scheduled Tribes (SCs/STs)/ Other Backward Classes (OBC).
- Reservation for Women.
- Constitution of Goa State Finance Commission.
- Constitution of the Goa State Election Commission.
- Constitution of the District Planning Committees (DPC).

1.6 Two tier system of Panchayati Raj in Goa:

Goa has a two tier of local bodies, at the District level and the Gram Panchayat level. There are two Zilla Panchayats and 190 Gram Panchayats in Goa. The state has two districts and twelve talukas. The Gram Panchayats are located in coastal areas, middle semi developed areas and hilly areas.

1.7 Population at the Gram Panchayats:

The Gram Panchayats comprises of revenue villages and are constituted and classified in four categories as per the population in the villages. The classification is as under;

Classification	Population	No of Elected Representatives	No of Gram Panchayats
D	1500 to 2000	5	17
C	2001 to 5000	7	96
B	5001 to 8000	9	45
A	More than 8000	11	32
Total			190

1.8 The Goa Panchayat (Constitution, Powers and Functions of Ward Development Committees and preparation of Annual Development Plan) Rules, 2008:

The Directorate of Panchayats notified The Goa Panchayat (Constitution, Powers and Functions of Ward Development Committees and preparation of Annual Development Plan) Rules, in 2008 to enable Gram Panchayats prepare their Gram Panchayat Development Plans by consolidating the sectoral/ward plans.

Under these rules, each Gram Panchayat has to constitute Ward Development Committee (WDC). Under these rules, it was provided to identify the areas/sectors in the villages such as agriculture, health, etc; study the status of these sectors and suggest projects. Similarly it was also provided to identify the sources of funding of these activities needed and also the agency which would undertake the work. This would be a comprehensive plan for five years and break up of activities year wise had to be projected.

1.9 The Fourteen Finance Commission (FFC) Award:

1.9.1 Basic Grant:

As per the Fourteenth Finance Commission, the local bodies are required to spend the grants only to the basic services within the functions assigned to them under relevant legislations. The grants that will be released under FFC shall go to Gram Panchayats without any share for other levels, that are directly responsible for the delivery of basic services such as including water supply, sanitation including septage management, sewerage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths and street-lighting, and burial and cremation grounds. The earmarked basic grants for Gram Panchayats shall be distributed across the entities using 2011 Census population with a weight of 90% and area with a weight of 10%.

1.9.2 Performance Grant:

The Performance Grant will be provided based on receipts and expenditure received through audited accounts and improvement in own revenues. The

Performance grants shall be released the next year based on the following criteria:

- (i) The Gram Panchayats shall utilize 80% of the Basic grants and shall submit the Utilization Certificates along with the list of activities performed and such other reliable data as may be required.
- (ii) In case 80% of the Basic grants are not utilized, then 80% of the physical activities shall be completed.
- (iii) The Gram Panchayat shall enhance the revenue collection at least by 5% every year.
- (iv) Every Gram Panchayat shall update data in the IT enabled software.
- (v) The Gram Panchayat shall submit audited annual accounts of preceding year in which they seek to claim performance grant. (Example: to claim performance grant for the year 2016-17, audited accounts for the year 2014-15 are required to be submitted.)

1.10 The need and rationale for a Gram Panchayat Development Plan through participation:

The Global Human Development Report 1993 states that ‘We have to weave development around people, not people around development. And we have to ensure that development cooperation focuses directly on people, not just on nation-states.’

The Constitution Amendment relating to Panchayats for greater participation of the people and more effective implementation of rural development programmes mandates people centered and people oriented planning. Therefore Gram Panchayats shall prepare the Gram Panchayat Development Plan by participatory planning process, as is required under Fourteenth Finance Commission.

1.11 Strategy for Gram Panchayat Planning:

The mandate for all the Gram Panchayats is to prepare their respective Gram Panchayat Development plans. The Gram Panchayats shall utilize the funds available under the resource envelop for improving the quality of basic services such as health, drinking water, sanitation. **The focus of Gram Panchayat will be on maintaining cleanliness and sanitation (liquid or solid waste**

management) and improving delivery of basic services. In order to achieve this, the following steps are required to be undertaken at various levels:

1.11.1 Gram Panchayat level:

- (a) Constitute Standing Committees as mandated under the Goa Panchayat Raj Act 1994.
- (b) Activate the functional committees already constituted at the Panchayat level.
- (c) Constitute the Village Development Committee to prepare Gram Panchayat Development Plan.

1.11.2 At Block level:

- (a) The Block Development Officer shall take steps to constitute the committees as required under para 1.13.1.
- (b) He shall submit the compliance of constitution and functioning of the committees in the Gram Panchayats to the Directorate of Panchayats by 5th of every month.

1.11.3 At the State level:

- (a) (a) Capacity building of all the stakeholders in participatory planning process and thereby assist the Gram Panchayats in preparation of the Gram Panchayat Development Plan in collaboration with Goa Institute of Public Administration and Rural Development.
- (b) Strengthen the monitoring mechanisms at the Gram Panchayat and Block level for implementation, execution and completion of plans.

1.12 Intensive cum universal roll out approach to preparation of Gram Panchayat Development plans at Gram Panchayat:

1.12.1 An extensive as well as intensive roll out approach to Participatory planning will be undertaken in the process of preparing Gram Panchayat Development Plans.

1.12.2 The State Institute for Training i.e GIPARD will create the environment for intensive and extensive approach of participatory planning through capacity building.

1.13 Livelihood support:

The Central and State Sponsored Schemes shall form an important component of Gram Panchayat Development Plan for promoting livelihood support in rural areas.

1.14 Legal empowerment of the Gram Panchayats:

The Goa Panchayat Raj Act 1994 gives powers to the Gram Panchayats.

- (a) Section 6 lays down the functions of Gram Sabha.
- (b) Section 60 to section 115 provides the functions, duties and powers of the Gram Panchayats, Sarpanch and Dy. Sarpanch.
- (c) Section 47, 47B and 113A provides for executive powers, functions, duties and responsibilities of the Gram Panchayat Secretary.
- (d) Section 47A provides executive powers of the Sarpanch.
- (e) Functions are attached to the Act in Schedule – I comprising of para 28 and para 29 which empowers them to perform functions as may be entrusted.
- (f) Section 60 provides the functions specified in Schedule – I to be performed by the Panchayat.
- (g) Section 62 provides that the Panchayats shall have powers to do all the acts necessary for or incidental to the carrying out of the functions entrusted, assigned or delegated to it, to exercise all powers specified under the Act without prejudice to the other powers.

1.15 Definitions:

- (i) 'Act' in these guidelines refers to the Goa Panchayat Raj Act 1994.
- (ii) "Standing Committee" means the standing committee constituted in terms of sub-section (1) of section 63 of the Act.
- (iii) "ward" means the ward of a Panchayat formed in accordance with the provisions of sub-section (3) of section 7 of the Act.

Words and expressions used but are not defined in these guidelines shall have the same meaning respectively as assigned to them in the Act.

2 Identifying Resource Envelope of the Gram Panchayat.

2.1 Mapping administrative capabilities of the GPs:

2.1.1 Functionaries under the Gram Panchayats:

Chapter – IV of the GPRA 1994 contains the staff of the Panchayat. Government has specified the staffing pattern, the scales of pay and mode of

recruitment of staff of Panchayat. The Panchayat may also appoint other employees of the Panchayat with the Panchayat may also appoint other employees of the Panchayat with the prior approval of the Chief Executive Officer of the Zilla Panchayat.

State Government provides technical support by appointing Junior Engineers at block level exclusively for panchayat works. Besides this a Gram Rozgar Sahayak from MGNREGS and Talathi from revenue dept are appointed.

At the block level, there is a BDO, Extension officer for Gram Panchayats in a Block and other supporting staff for administration work. (Head clerk, UDC, LDCs and peons) at the District level there is one Dy Director of Panchayats and support staff.

2.1.2 Classification of Staff Strength

- (a) **A** Class Panchayats three clerks and one peon
- (b) **B** Class Panchayats two clerks and one peon
- (c) **C** and **D** Class Panchayats one clerk and one peon

In addition to above staff the Panchayat may appoint:-

- (i) One pound keeper in case of establishment of a cattle pound by the Panchayat
- (ii) One driver for the vehicle, (if the Panchayat is in possession of the vehicle)
- (iii) One Librarian and one Library Attendant, in case of establishment of Village Library by the Panchayat.

2.1.3 Understanding the gaps in the existence of functionaries and functions:

Presently the line department staff such as the Anganwadi worker, health worker, agriculture extension officers, Programme Officers of DRDA, etc are under the control of the respective departments. These functionaries shall assist in preparing the Gram Panchayat Development Plan and execution of projects pertaining to line departments. Hence the panchayat has no role to control or to monitor the nature of activities of these departments in the village.

2.2 Financial powers of the Gram Panchayat to impose and collect taxes:

2.2.1 Under the Goa Panchayat Raj Act, 1994, section 153 empowers the Village Panchayat to levy taxes, rates, etc.

2.2.2 Section 154 of the Act empowers to Panchayat to recover taxes and other dues.

2.2.3 The Government has also framed the following rules to impose taxes, fees and other dues and its recovery.

- (a) The Goa Panchayat Raj (Imposition of taxes, fees and other dues) Rules, 1998.
- (b) The Goa Panchayat Raj (Recovery of taxes, fees and other dues) Rules, 1999.

2.3 Financial Resource Envelope:

2.3.1 Gram Panchayat wise extent of Finances available:

The following finances are available with the Gram Panchayat.

- a) Own Source Revenue (taxes)
- b) Fees
- c) Garbage Menace Tackling grants
- d) Grants in Aids released by State Governments
- e) Matching grants.
- f) Grants to Gram Panchayats with SC dominated population
- g) Grants to Gram Panchayats with ST dominated population
- h) Grant in lieu of octroi
- i) MGNREGS funds
- j) Any other funds from Centrally sponsored and State sponsored Schemes.

2.3.2 Besides above, the Gram Panchayats will receive grants under the Fourteenth Finance Commission.

2.3.3 Funds from various schemes through convergence.

2.3.4 The major portion of own source revenue, fees and State Finance grants are utilized for infrastructure development of village.

2.3.5 The entire resource envelope shall be shared into Part –I, Part - II and Part -III of the Gram Panchayat Development Plan.

The taxes and non taxes at the Panchayat level will comprise of:

(1) Taxes;

- (i) Property tax reform,
- (ii) Advertisement tax,
- (iii) Entertainment tax,
- (iv) Enhanced ceiling on profession tax,
- (v) Betterment tax.

(2) Non taxes;

- (i) Revenue from productive assets,
- (ii) Sharing income from royalties,

(iii) Compensation to local bodies for civic services provided to government properties,

(iv) Service charges.

2.3.6 Resource Envelope of Part – I shall consist of

(a) Garbage Menace Tackling Grants

(b) MGNREGS funds (permissible projects)

(c) Own Source Revenue (percentage to be determined by Village Development Committee)

(d) Fourteenth Finance Commission funds.

(e) Contributions received exclusively for Part – I of the Gram Panchayat Development Plan.

2.3.7 Resource Envelope of Part – II shall consist of :

(a) Own Source Revenue (Percentage to be determined by Village Development Committee)

(b) Fees

(c) Grants in Aid by State Government

(d) Contributions received exclusively for Part – II of the Gram Panchayat Development Plan.

2.3.7 Resource Envelope of Part – III shall consist of

(a) Funds made available by line departments, such as tribal sub plan, etc

(b) Contributions received exclusively for Part – III of the Gram Panchayat Development Plan.

2.4 Communication of relevant flows:

2.4.1 The resource envelope will be communicated to Village Panchayats by administrative orders.

2.4.2 The funds received under the Fourteenth Finance Commission Grant will be made available to the Village Panchayats within fifteen days from the date of receipt by the State Government.

2.5. The Fourteenth Finance Commission (FFC).

2.5.1 The grants are earmarked under Fourteenth Finance Commission over a period of five years beginning from 2015-16 to 2019-20.

- 2.5.2** The basic grants i.e 90% of total grants earmarked for each Gram Panchayat for the year 2015-16 will be released on approval of the Gram Panchayat Development Plan for the year 2015-16.
- 2.5.3** The Performance grant i.e 10% of total grants of the year 2015-16, will be released in the financial year 2016-17 on fulfillment of criteria for release of performance grants.
- 2.5.4** The basic grants i.e 90% for the year 2016-17 will be released on approval of Gram Panchayat Development Plan for the year 2016-17. The Gram Panchayats are required to prepare and get approved the Gram Panchayat Development Plan for 2016- 17, by 20th March 2016.
- 2.5.5** The release of Basic and Performance grant for the five year period from 2015-16 to 2019-20 will be based on the preparation and approval of Gram Panchayat Development Plan and fulfillment of criteria for release of Performance grants.

3. Environment Generation.

3.1 The environment generation shall consist of two levels:

- (a) At the State level;
- (b) At the village level.

3.1.1 Overall awareness generation in the state.

Awareness generation about participatory planning process shall be undertaken with the assistance of the Department of Information and Publicity for wide dissemination.

3.1.2 A detailed media plan will be prepared with the assistance of the Department of Information and Publicity.

3.1.3 Plan of activities and responsibility matrix is annexed to these guidelines.

3.1.2 Specific Gram Panchayat level capacity building.

The overall awareness about the participatory planning process at Gram Panchayat shall be through the following:

- (a) Sensitization to all Elected Representatives – both the Gram Panchayats and the Zilla panchayats.
- (b) Sensitization to all Gram Panchayats and related line department functionaries.

- (c) Sensitization of all committees at the Gram Panchayat level.
- (d) Awareness in villages through hoardings, banners, pamphlets, brochures, announcements in Churches and Temples.
- (e) Skits, plays and folk art with the help of art and cultural groups, students, NSS and academic institutions.
- (f) Awareness sessions in all educational institutions.
- (g) Use of technology and social networking sites wherever possible.
- (h) Awareness of the youth and women through Self Help Groups, Mahila Mandals, Yuvak Mandals.

3.2 Letter and advisories:

3.3.1 The funds received under the Fourteenth Finance Commission Grant will be made available to the Gram Panchayats within fifteen days of the receipt by the State Government.

3.3.2 The Gram Panchayats shall constitute Standing Committees as provided in the Goa Panchayat Raj Act 1994 under Section 63 of the Act, if not already constituted, viz;

- (a) Production Committee.
- (b) Social Justice Committee.
- (c) Amenities Committee.

3.3.3 The Gram Panchayat shall constitute Village Development Committee consisting of following members:

- | | | |
|---|-----|----------|
| 1. Sarpanch | ... | Chairman |
| 2. Dy. Sarpanch and all other elected and co-opted members of Panchayat | ... | Members |
| 3. All the members of Standing Committees constituted as per the Goa Panchayat Raj Act 1994 | ... | Member |
| 4. All the members of any other Committee constituted by the Panchayat under any other Act/Scheme | ... | Members |
| 5. Eminent persons from the concerned Gram Panchayat such as Senior Citizens, Doctors, Teachers, Youth Mandals, Mahila Mandals, Educationists, Lawyers, Artists, Social Workers, NSS Students or any other persons having interest in Village Development Plan (not exceeding 25) | ... | Member |

- | | | |
|--|------|------------------|
| 6. V.P. Secretary | ... | Member Secretary |
| 7. Member amongst them other than the
Elected Representatives and officials | | Convenor |

3.3.3 The tenure of the Village Development Committee shall be as prescribed.

3.4 Activating the Functional Committees at Gram Panchayat level:

3.4.1 The Gram Panchayat shall activate the existing functional committees such as the Village Water Sanitation Committee, the Village Education Committee, Ward Development Committee, Garbage Management Committee and such other committees constituted by Gram Panchayat under any other Act /Scheme/Guidelines.

3.4.2 The functionary of the line department shall be the member of the committee concerned.

3.4.3 The Gram Panchayat shall convene a special Gram Sabha to discuss the participatory planning to prepare Gram Panchayat Development Plan in assistance with Village Development Committee.

3.5 Specialized agency to facilitate participatory planning:

3.5.1 The Goa Institute of Public Administration and Rural Development (GIPARD) shall be the nodal agency for capacity building for participatory planning.

3.6 Constitution of an Co-ordinating and Monitoring cell:

A Co-ordinating and Monitoring cell comprising of IT personnel and support staff shall be constituted at the Directorate of Panchayat for coordinating the preparation and implementation of the Gram Panchayat Plan by the Gram Panchayats.

4. Situation Analysis.

4.1 The VDC as constituted in para 3.3.2 shall be responsible for the preparation of the Gram Panchayat Development Plan every year.

4.1.2 The GPDP shall be prepared by the VDC through a participatory planning process in every Gram Panchayat.

4.2 Data collection through Surveys and other reports:

- 4.2.1 Initially survey will be conducted for a period of at least five days prior to commencement of the village level planning process by a team comprising of VDC members and other functionaries.
- 4.2.2 Predesigned format as prescribed will be used to collect household and Gram Panchayat data.
- 4.2.3 The data available as per the records of Gram Panchayat, Planning and Statistics Department, Census office and such other relevant authenticated records and data available in other departments/offices shall be considered to assess the village situation before commencement of the village planning process.
- 4.2.4 Departments/offices shall furnish data available with them to the Gram Panchayats as requisitioned by the Gram Panchayat.
- 4.2.6 Data will be analyzed in the formats as prescribed.
- 4.2.7 Based on the data collected the members of the VDC along with the resource persons/teams shall prepare the status report of each sector prior to the commencement of village participatory planning process.

4.3 Situation analysis in Gram Panchayats.

- 4.3.1 An integrated approach to village level planning process will be initiated for a period of three days in the Gram Panchayat. This process will include rapport building activities, situation analysis of various sectors such as education, women and child development, social welfare, health, sanitation, cleanliness, livelihood, etc.
- 4.3.2 The village level planning process using Participatory Rural Appraisal (PRA) tools will identify the gaps, list the shortfalls in services and deficiencies in human development, identify the problems in each sector and social development, as well as identify the potential areas of improvement and such other activities from point of GPDP.
- 4.3.3 GIPARD shall conduct training programmes to the resource teams, volunteers and VDC members.

4.3.4 The resource team and VDC members shall facilitate in situation analysis, report preparation and documentation of the village planning process.

4.3.5 Projects/works identified through the village planning process will be categorized as per para into Part- I, Part – II and Part – III.

4.3.6 The Gram Panchayat shall encourage to look at developing their villages in the areas such as 100% garbage free village, 100% enrollment of Adhar Cards, coverage of Insurance/financial inclusion Schemes, 100% EPIC cards, 100 % enrollment of pregnant women, renewable energy,100% open defecation free village, etc.

4.3.7 A detailed situation analysis and PRA tools and techniques may also be conducted in Gram Panchayats to showcase them as beacon Panchayats in planning process.

4.4 Visioning

4.4.1 The vision of the GPDP is “Planned village - Clean Goa” through Participatory Planning Process, with State slogan “Niyojit Amcho Gaon, Nitol Amche Goen” (Our Planned Village – Our Clean Goa).

4.4.2 All Gram Panchayats shall strive to make their villages garbage free, beautiful and clean to boost tourism for economic development.

4.4.3 Each Gram Panchayat will identify its potential for the socio-economic, livelihood development as well as environment and improvement of governance at village level.

5. Projectisation and finalization of Gram Panchayat Development Plan.

5. Yearly budget provision:

5.1 Each Gram Panchayat shall make budgetary provision for the works/projects to be taken under FFC in form No. 11 of the Goa Panchayats (Accounts, Audit and Custody of Funds) Rules, 1997.

5.2 Preparation of the Gram Panchayat Development Plan:

5.2.1 The proposals shall be prepared by adhering to the provisions of the Goa Panchayat Raj Act, 1994 and the Rules framed there under, as per the guidelines and the circulars issued by the government from time to time.

5.2.2 The proposals shall be prepared as per the situation analysis report and gaps identified during the village planning process.

5.2.3 Similarly the projects proposed in the areas of Agriculture, Nutrition, Health, Sanitation and Cleanliness, Disaster Management, Tourism and allied activities shall also form the part of GPDP.

5.3 Constitution of the Project Approval Committee:

5.3.1 The Village Development Committee as constituted at para 3.3.3 shall be the Project Approval Committee.

5.3.2 The VDC shall appoint a member amongst them to be the Convener of VDC. The Convener shall be a person other than a member of Gram Panchayat. The powers, functions, duties and the responsibilities of the Convener shall be as prescribed.

5.3.2 The projects proposed and prepared by the Village Development Committee along with the resource envelope as per para 2.3 will be placed before the Gram Sabha.

5.3.3 The Gram Sabha shall prioritize the proposals as per the situation analysis vis- a vis the available resource envelope and propose the GPDP for estimation.

5.3.4 All projects/works proposed and approved by the Gram Sabha shall be classified and details shall be provided in the prescribed formats.

(i) PART – I

(ii) PART – II

(iii) PART – III

(iv) Projects/ works that have no cost.

5.3.5 The technical wing shall prepare estimates and accord technical sanction of the prioritized works of GPDP and put up before VDC for approval.

5.4 Preparation of estimates:

5.4.1 The project proposals should be prepared for a ward or for more than one ward.

5.4.2 The estimates of the projects shall be prepared by the Junior Engineers of the Panchayat or by the other functionaries of the line departments.

5.4.3 Any changes in the projects already estimated and approved shall be put up before the VDC for approval, the decision of the VDC shall be binding.

5.5 Prioritization of projects:

5.5.1 The Village Development Committee shall give priority to projects in the following areas:

- (a) Gaps identified through situation analysis during the planning process
- (b) Cleaning of drains, tanks, wells, springs, roads, other public places, bus stops, markets, crematorium.
- (c) Tackling garbage menace.
- (d) Management and control of washing and bathing places.
- (e) Development of waste and uncultivable agricultural lands.
- (f) Repairs and maintenance of drinking water wells, tanks and ponds.
- (g) Promotion of public awareness and poverty alleviation programmes and creation of productive assets.
- (h) Awareness related to Public health and family welfare.
- (i) Participation in implementation of women and child development, SC and ST programmes
- (j) Cleanliness of public toilets, public parks, gardens, crematoriums and playgrounds.
- (k) Projects for the operations and maintenance of assets from hygienic and cleanliness point of view.
- (l) Income Generation programme and vocational training for self employment.
- (m) Painting of public buildings.
- (n) Operations and maintenance
- (o) Maintenance of public toilets, public parks, gardens, crematoriums and playgrounds.
- (p) 10% of the FFC grants can be utilized for meeting administrative expenses.

5.5.2 The sequence of prioritization of works shall be decided by VDC.

5.5.3 The VDC should consider feasibility, time frames, well being of the inhabitants in the Panchayat area and sustainability of the projects.

5.6 Finalization, execution and implementation:

5.6.1 The GPDP approved by VDC shall be placed before the Panchayat for approval. Panchayat shall not alter the GPDP prepared by VDC.

5.6.2 In case of any discrepancies arising before the VDC for approval of GPDP at para 5.2.4, the same shall be put up before Gram Sabha for approval.

5.6.3 The GPDP so approved shall be executed and implemented by the Gram Panchayat after following due process of tendering/quotations. Each Gram Panchayat shall maintain a tender register in the prescribed format.

5.6.4 Administrative and technical sanction shall be obtained by February of the year preceding the proposed implementation.

6. Technical and administrative approval.

6. Appraisal of projects:

6.1 The Junior Engineers attached to the Office of the Block Development Officer are designated as Assisting Engineers for the purpose of issuing technical sanctions upto Rs 2.00 lakhs under these guidelines.

6.1.2 The proposals will be sent to the office of the Block Development Officer. The BDO shall split the plan into three parts as indicated below:

(i) Proposals upto 2.00 lakhs,

(ii) Proposals above 2.00 lakhs and

(iii) Proposals requiring works to be undertaken by line departments.

6.1.3 Technical sanctions for the proposals upto Rs 2.00 lakhs will be approved and executed by the Junior Engineers after obtaining administrative approval and expenditure sanction from the Block Development Officer. Such proposals shall be prepared by Junior Engineers within week's time.

6.1.4 The Engineers shall be given assistance by the Panchayat and the VDC.

6.1.5 Administrative approval and financial sanction for the projects /works exceeding Rs 2.00 lakhs and upto Rs. 5.00 lakhs shall be obtained from

Director of Panchayats, after obtaining technical sanction from the concerned Executive Engineers of Zilla Panchayats/DRDAs/PWD/WRD.

6.1.6 The administrative and financial approval of the Government shall be obtained for the works exceeding Rs 5.00 lakhs after obtaining technical sanction as per para 6.1.5.

6.1.7 The proposals related to Garbage Menace shall be executed as per the Goa Panchayat (Grants to Tackle Garbage Menace) Scheme, 2014.

6.1.8 The works involving collection and disposal of garbage and cleaning of public places on day to day basis may be executed by the Panchayat as provided at Serial No (16) of the Goa Panchayat Raj (Application of Panchayat and Zilla Panchayat Fund) (Conditions and Limitations)(First Amendment) Rules, 2015. The statement of expenditure shall be submitted to the Block Development Officer every week.

6.1.7 The Gram Panchayat shall be the implementing agency for GPDP.

6.1.8 The above guidelines may be modified wholly or partially through instructions issued by the Director of Panchayats from time to time.

6.2 Timeframe for Administrative and Financial approval:

6.2.1 The administrative approval and financial concurrence to the proposals under Part – I of GPDP shall be accorded by end of January of the preceding year of implementation.

6.2.2 The administrative approval and financial concurrence to the proposals under Part – II of GPDP shall be accorded as per the prevailing procedure.

6.2.3 Proposals relating to line departments shall be forwarded to the concerned line department for execution and implementation of projects/works from the funds made available with line departments.

6.2.4 V.P Secretary shall forward the complete consolidated GPDP to the office of BDO within three days from the date of approval of the GPDP by the Gram Panchayat. The availability of fund certificate shall be enclosed along with the GPDP.

6.2.5 The Block Development Officer shall verify the GPDP in all respects and:

- (a) accord administrative approval and financial sanction to Part – I of the GPDP and convey the same to the Gram Panchayat within seven days,

from the date of its receipt from the Gram Panchayat, under intimation to the Director of Panchayats.

- (b) Forward Part II of the GPDP to the Director of Panchayats, duly verified in all respects, within seven days from the date of receipt of the GPDP from the Gram Panchayat.
- (c) Forward Part III of the GPDP to the concerned line departments, within seven days from the date of receipt of the GPDP from the Gram Panchayat, under intimation to the Director of Panchayats.

6.2.7 In case of any flaws * in any of the projects/works of Part – I of GPDP, the Block Development Officer shall return the same to the Gram Panchayats within seven days time from the date of receipt for compliance and resubmission.

6.3 Disputes arising between Panchayat and appraising authority;

6.3.1 Any dispute regarding the viability or admissibility of any project/work of GPDP shall be referred to the Director of Panchayats whose decision shall be final.

6.3.2 Any dispute regarding the viability or admissibility of GPDP shall be referred to the Block Level Empowered Committee. The decision of the Block Level Empowered Committee shall be final.

*Note: The 'flaws' means and includes:

- (a) Projects/works which do not fit within the prescribed guidelines, Schemes.
- (b) Projects /works which do not adhere to the laid down prescribed rules and circulars issued by Directorate of Panchayats.
- (c) Projects/works which have not been approved by VDC.

6.4 Maintenance of records:

6.4.1 The Gram Panchayat Secretary shall maintain registers as prescribed in form No. 9 separately for Part – I, Part – II and Part – III of GPDP for the grants available/received as Resource Envelope during the year of implementation.

6.4.2 The Gram Panchayat Secretary shall intimate to the VDC, the quantum of funds available/received as Resource Envelope for Part – I, Part – II and Part – III of GPDP during the year of implementation.

6.4.3 The Gram Panchayat Secretary shall also maintain Asset Register containing the name of the project/work, ward number and location, estimate, amount sanctioned, date of its forwarding the proposal to the office of BDO, date of sanction received, date of commencement of the project, amount incurred for its execution and savings, if any, name of the agency/persons to whom the work is awarded, date of completion of the project/work, total amount paid to the agency/persons, date of social audit, and such other details required from time to time.

1. Works Register: This register shall contain details such as name of the project, location of implementation, details of implementing agency, starting and completion dates, total project cost, actual expenditure incurred, for every project

SN	W or k	Location of work (village)	Implem enting agency /perso ns	Sanction Order No and Date		Date of comm ence ment	Date of compl etion	IDs of muster roll used	Expenditure			Date of Completi on of Social Audit	Date of Issue of Comple tion certifi cate	Remark s	
				TS	AA & FS				Expend iture On wage	Expenditure On material	Total				

6.4.4 The Asset Register shall be maintained separately by VDC for Part –I, Part – II and Part – III of GPDP.

6.4.5 The BDO shall maintain registers Panchayat wise as under:

- (a) The Register containing details of proposals received and sanction orders conveyed to Gram Panchayats of Part – I of GPDP.
- (b) The Register containing proposals received and forwarded to Director of Panchayats, approvals received thereto and conveyed to the Gram Panchayats of Part – II of GPDP.
- (c) The Register containing proposals received and forwarded to line departments of Part - III.

6.5 Mode of payment:

6.5.1 The mode of payment shall be done through Bank to the executing agency or to the persons engaged in execution of works directly to their bank account against the payments, bills, vouchers, acquaintance rolls prepared as the case may be.

6.5.2 The bills, vouchers, acquaintance rolls shall be prepared, approved and signed by the V.P. Secretary and Sarpanch.

6.5.3 The V.P. Secretary shall monitor proper accounting system of receipts and payments as is prevailing and as laid down by the Director of Panchayats.

7. Post plan arrangements.

7.1 Constitution of Committees: There shall be Empowered Committees and other committees constituted for co ordination, supervision and monitoring of GPDPPlans at different levels.

7.2 Constitution of Empowered Committees:

7.2.1 There shall be Empowered Committees constituted for the co ordination, supervision and monitoring of GP Plans at different level.

7.3 State Level Empowered Committee:

7.3.1 The Chief Secretary shall be the Chairman of the Empowered Committee at State level.

7.3.2 The other members of the Committee shall be as under;

- (i) Secretary Panchayats
- (ii) Secretary Revenue
- (iii) Secretary Rural Development
- (iv) Director – General -GIPARD/SIRD or his representative not below the rank of Asst. Director.
- (v) Chief Executive Officer – Zilla Panchayat North Chief Executive Officer – Zilla Panchayat
- (vi) Project Director, DRDA North and South
- (vii) Director of Health Service
- (viii) Director of Education
- (ix) Member – Secretary – Goa Pollution Control Board
- (x) Director of Women and Child
- (xi) Director of Social Welfare
- (xii) Principal Chief Engineer – PWD or his representative not below the Chief Engineer.
- (xiii) Principal Chief Engineer – Water Resources or his representative not below the Chief Engineer.
- (xiv) Principal Chief Electrical Engineer
- (xv) Director of Transport.
- (xvi) Supt of Police (HQ) North
- (xvii) Supt of Police (HQ) South
- (xviii) Director of Fire Services.
- (xix) Director of Tourism.
- (xx) Director of Agriculture.
- (xxi) Director of Forests.
- (xxii) Director of Animal Husbandry.
- (xxiii) Director of Craftsmen and Training
- (xxiv) Director of Mines
- (xxv) Director of Industries.
- (xxvi) Chief Town Planner – Dept. of Town and Country Planning
- (xxvii) President of Mahila Shakti Abhiyan
- (xxviii) Director of Panchayats shall be the Member Secretary of the Committee.

Functions of the SEC:

- (a) To ensure inter departmental co ordination and support for VPDP
- (b) To issue instructions on convergence of schemes, resources and man power support.
- (c) To monitor the entire process of GPDP
- (d) To decide on the resource envelope available for GPs
- (e) To ensure that the departments make available all secondary data to the panchayats for preparing the GPDP.

7.4 Block level Committee:

7.4.1 The Block Development Officer shall be the Chairman of the committee.

7.4.2 Other members of the Committee shall be as follows:

- (i) Block President of Mahila Shakti Abhiyan.
- (ii) Executive Engineer of line departments or his representative not below the rank of Asst. Engineer and the functionaries of line depts. to be appointed/nominated by the Block Development Officer.
- (iii) The Extension Officer Gram Panchayats shall be the Member Secretary of this Committee.

Functions of the Block level Committee:

- (a) To ensure departmental co ordination at the block level
- (b) To ensure that the manpower and technical support is provided to panchayats in time
- (c) To ensure that all secondary data available with the block level functionaries is provided to panchayats.
- (d) Monitor the progress of VPDP

7.5 Panchayat Level Empowered Committee:

7.5.1 The Sarpanch shall be the chairperson of this committee.

7.5.2 The Village Development Committee shall be the empowered committee at the Gram Panchayat level.

7.5.3 The Convener of the VDC shall be the Member Secretary of this Committee.

Functions of the committee:

- (a) To prepare the VPDP through a participatory approach
- (b) To assist the panchayat in conducting the initial gram sabha, also present the plans.
- (c) To monitor the progress of the VPDP

7.6 Constitution of Co-ordination, Supervision and Monitoring Committee (CSMC):

7.6.1 Co - ordination, supervision and monitoring committee at the Panchayat level shall be constituted by the VDC amongst the members themselves, comprising of members not exceeding eleven.

7.6.2 The Dy. Sarpanch shall be the Chairman of the CSMC.

7.6.3 The co -opted member of the Gram Panchayat shall be the member of CSMC.

7.6.4 Elected Representatives may also be the members of CSMC not exceeding two excluding Dy. Sarpanch.

7.6.5 There shall be at least four women members of CSMC (including the co-opted and elected members).

7.6.6 The powers, functions, duties and responsibilities of CSMC shall be as prescribed.

7.7 Meetings of Committees for review, supervision and monitoring of VPDP:

7.7.1 The State level Empowered committee shall meet once in **three** months.

7.7.2 The Block level Empowered committee shall meet bi - monthly.

7.7.3 The Panchayat level Empowered committee shall meet monthly.

7.7.4 The Panchayat level CSMC shall meet fortnightly.

7.8 Reporting system:

7.8.1 Each Gram Panchayat shall furnish monthly reports as per existing proformas prescribed by Director of Panchayats and as may be prescribed from time to time.

7.8.2 Each Gram Panchayat shall also update reports through Management Information System (MIS) regularly.

7.8.3 The release of funds shall be based on proper and timely reporting system.

7.9 Availability of Funds:

7.9.1 The funds shall be made available for the year as per the Resource Envelope as per para 2.3.5.

7.10 Release of funds:

7.10.1 The funds at Gram Panchayat shall be released in two installments each year in June and October.

7.10.2 50 % of the basic grants for the year will be released as first installment of the year.

7.10.3 The remaining basic grant and full performance for the year will be released as the second installment for the year.

7.10.4 The grants shall be released to Gram Panchayats within fifteen days of its being credited to the State Government by the Union Government. In case of delay, the State Government must release the installment with interest at the rate of 6% p.a paid from its own funds to the Gram Panchayat.

7.11 Transparency and Accountability:

7.11.1 The existing Garbage/ Waste Management Committee shall conduct social audit of garbage/waste projects/works quarterly.

7.11.2 The existing committees constituted by the Gram Panchayat under any of the Act/Scheme/Rules/Regulations/Notification, etc shall conduct social audit quarterly in their respective sectors.

7.11.3 These committees shall submit their reports to VDC.

7.11.4 The VDC shall conduct social audits of GPDP quarterly.

7.11.5 The Gram Panchayat shall maintain photographs of projects undertaken during the process of execution of projects.

7.11.6 Each Gram Panchayat shall display the list of works/projects to be executed in the different areas in detail the village on the notice board.

7.11.7 Each Gram Panchayat shall display the list of completed works/project executed in the village.

8. System Support for Participatory planning in Gram Panchayats.

8.1 Support System:

- 8.1.1** Guidelines will be issued to all Gram Panchayats on preparation of Village Development Plan under the Fourteenth Finance Commission.
- 8.1.2** The Director of Panchayats and GIPARD shall create the necessary environment and awareness various means such as organizing workshops, distribution of IEC material and also through print and electronic media, Doordarshan and local channels.
- 8.1.3** The Director of Panchayats shall appoint the charged officer for each Gram Panchayat.
- 8.1.4** The Director of Panchayats shall issue guidelines time to time on all areas / issues relating to the preparation of GP plans.
- 8.1.5** The Government shall constitute the committees at different level for implementation, execution and monitoring of GPDP.
- 8.1.6** The funds under FFC shall be released to the Gram Panchayats by the state government immediately on receipt from MoPR, Government of India.
- 8.1.7** The grants/support under State Government will be released by Director of Panchayats
- 8.1.7** The Director of Panchayats shall release funds to GIPARD to conduct training and related activities for capacity building.

8.2 Human Resource Support:

- 8.2.1** A pool of resource persons from NGOs, Women's groups, youth groups, and academicians shall be identified as resource persons by GIPARD.
- 8.2.2** Gram Panchayat will be assigned a team of resource persons to act as support teams to prepare village development plans.
- 8.2.3** Each team will further be assisted by a Charged Officer.
- 8.2.4** Gram Panchayat shall also identify a group of 15 volunteers to assist the resource team and VDC in the participatory process.
- 8.2.5** State Resource teams will be constituted at the state level and their role and functions shall be as prescribed.

8.3 Role of District level Panchayat (Zilla Panchayat):

8.3.1 Technical support:

8.3.1.1 The services of the existing Asst. Engineers deputed at the respective Zilla Panchayats, Dept of Rural Development, from technical line departments will be utilized for preparing estimates and granting technical sanctions for the projects under FFC.

8.3.1.2 The services of the existing Junior Engineers and Asst. Engineers from the DRDAs will be utilized for preparing estimates and granting technical sanctions for the projects under FFC.

8.4 Technology support:

8.4.1 Computer applications already available such as the Plan Plus, E- FMS, asset mapping, GIS applications shall be used for local asset mapping and also linking households to services available in the villages.

8.4.2 Management Information System (MIS)

8.5 Knowledge support:

8.5.1 GIPARD shall provide the capacity building and training support the participatory training process.

8.5.2 Handbooks, manuals, checklists for trainers as well as for trainees shall be provided by GIPARD. Each Gram Panchayat shall be provided with a tool-kit on participatory planning.

8.5.3 GIPARD will help refine training material.

8.5.4 It will act as an expert resource agency.

8.6 Role of line departments in supporting GPDP:

8.6.1 The Chief Executive Officers of Zilla Panchayats, Project Directors of DRDAs and Heads of line Departments shall extend their support in the process of preparation and execution of GPDP.

8.6.2 The Block Development Officer shall monitor, co-ordinate and supervise the overall planning process of the GPDP at block level.

8.6.3 The Block Development Officer shall be responsible for according the administrative approval and financial expenditure sanction.

8.6.4 The technical section in the Office of the BDO and the line departments shall be responsible for providing technical support.

8.6.5 The Gram Panchayat and the VDC shall be responsible for environment generation, participatory planning, plan formulation, projectisation, prioritization of GPDP and implementation, monitoring and social audit of the projects/works executed.

8.7. Approval of Projects:

8.7.1 The projects/works will be approved as per existing schemes, rules, guidelines and instructions in force and as may be prescribed.

8.7.2 The projects/works shall be approved by the authorities as per para 6.2.5.

8.8 Institutional support for Capacity building.

8.8.1 Training support shall be provided by the Goa Institute of Public Administration and Rural Development (GIPARD).

8.9 Transparency and accountability:

8.9.1 The social audit shall be conducted periodically by the committees as per para 7.9.

8.9.2 The Gram Panchayats shall use IT based software such as Plan Plus, Priasoft, etc.

8.9.3 The Gram Panchayat shall maintain photographs of projects/works undertaken and executed under GPDP.

8.9.4 Projects/works undertaken shall be proactively displayed by the Gram Panchayats on their notice boards and other public places.

8.10 Grievance redressal mechanism.

8.10.1 Any query arising with regard to preparation and implementation of any project/work of GPDP shall be addressed to the Director of Panchayats and the decision of the Director of Panchayat shall be final.

8.10.2 The Director of Panchayats shall dispose such query within a period of thirty days by affording reasonable opportunity of being heard to the parties concerned.

8.10.3 The hearing of any issue arising at 8.7.1 and 8.7.2 shall not affect the preparation and implementation of GPDP.

8.10.4 Any query arising with regard to preparation and implementation of the VPDP shall be addressed to the Block Level Empowered Committee and the decision of the Block Level Empowered Committee shall be final.

8.10.5 The Block Level Empowered Committee shall dispose the query at 8.7.4 within a period of fifteen days.

8.10.6 The preparation and implementation of GPDP shall not affect merely because the query is pending before the Block Level Empowered Committee.

9. Capacity Building.

9 Training and capacity building

9.1 Awareness and environment building shall be taken up at all levels of preparation and implementation of GPDP.

9.1.2 GIPARD will be the nodal institution for awareness generation, providing training and capacity building.

9.1.3 GIPARD shall develop annual schedule of training and capacity building programmes for all the Elected Representatives, all committees and the functionaries involved in preparation and implementation of GPDP.

9.1.4 Campaigns, state workshops, discussions, meetings and necessary guidelines, notifications, shall be issued by the Director of Panchayats and GIPARD.

9.1.5 GIPARD will prepare manuals, training modules, reading material and shall also train resource teams, master trainers at all levels of preparation with the assistance of senior officers from line departments, NGOs, academic institutions, etc.

9.1.6 GIPARD will carry out research studies in the area of participatory planning and development process and publish the same.

9.1.7 GIPARD will document the best practices in participatory planning process at Gram Panchayat level.

9.2 Third party evaluation of training programmes.

A third party evaluation of the training programmes conducted by GIPARD.

Annexure – II

Activities to be undertaken during the three day village level planning process:

- a) Day – I: Rapport building through *MASHAL FERY*, public announcements, general discussions, transect walks, resource cum social map in the village.
- b) Day – II: Focused group discussions with the various sections of people such as the youth, senior citizens, farmers, artisans, adolescent girls, women groups, marginalized sections, etc.
- c) Sector wise data collection through visits and discussions with the staff of the ICDS, health centre, PDS, primary school, etc. Similarly areas such as tourism, drug menace, disaster management, etc. would be focused for gap identification. Visits to health centres, anganwadis, PDS will be conducted in groups consisting of the elected representatives, citizens, and standing and functional committee members. These activities will help to verify the secondary data, identify the gaps and throw possibilities for addressing the same.
- d) Day – III: Discussion with line departments such as Agriculture, Animal Husbandry, Women and Child Development, Health, Water resources, etc. These discussions will help to give suggestions on the proposals identified by the people based on the gaps identified, providing rough estimates, feasibility, timelines, etc

