

Legal framework and Status of Devolution in Madhya Pradesh

A study by Anode Governance Lab, Bangalore, July 2017

Table of Contents

Preface	3
Chapter 1	4
Introduction	
1.1. The Study: Legal framework and status of devolution in MP	
Chapter 2	9
Methodology	
Chapter 3	11
The Study: Need and Context	
Chapter 4	15
Legal Framework and Status of devolution in MP	
4.1. Gram Panchayats and the Gram Sabhas	
4.2. Functional devolution: Role of the Gram Panchayats and the Gram Sabhas	
4.3. Funds and Financial devolution	
4.4. Functionaries	
Chapter 5	35
Convergence: Bottom- up to Top- down	
5.1. Village Master Plans: MP State Planning Commission	
Chapter 6	75
Emerging challenges, opportunities and imperatives	
Chapter 7	79
Way forward and next steps	
7.1. Intervention strategy	
7.2. Intervention steps	
7.3. Next Steps	

Preface

Pradan, a public service organization, has been working in MP for many years with the women's collectives, many of whom now participate in the democratic processes, both as political representatives as well as citizens. As Pradan continues its work with women's collectives, it is keen to commence efforts towards strengthening and leveraging local government institutions of the state towards improving social and development indicators. In this context, a pilot program has been launched in the states of MP and Jharkhand in partnership with Anode Governance Lab¹.

Anode works on the premise that a GP can deliver its constitutional mandate, provided it has a robust organisation, with streamlined systems, structures and processes. However, there are many externalities which impact functioning of Gram Panchayats: Is there an enabling legal devolution to the Panchayati Raj Institutions by the State Government, given that devolution of powers and responsibilities to Panchayats is the prerogative of the State Legislative assembly²? Even in the presence of enabling legal mandate, does the State administration provide space to the panchayats to function as institutions of local self government, or are the panchayats primarily implementation arms of the State? Is there an aware citizenry which performs its role as an oversight body, through various mechanisms instituted in the Panchayat Raj Acts, such as Gram Sabhas, Beneficiary committees etc.? Do the panchayats have access to information to aid their decision-making?

The Legal framework study in Madhya Pradesh has been designed primarily with the purpose of gaining a better understanding of the externalities that impact the functioning of panchayats. It is based on extensive secondary research comprising the MPGP avam GS Adhiniyam; Ongoing notifications and amendments, notified rules and regulations; Village wise plans prepared by the State Planning commission and plans prepared under the Gram Panchayat Development Planning program of the Union Ministry of Panchayat Raj. The team also held discussions with functionaries of the State government departments as well as with the civil society engaged with panchayats. Visits were made to few Gram Panchayats to understand the operations and functioning of the institutions.

¹ A Bangalore based organisation, working towards strengthening governance and functioning of public institutions

² Article 243-G, Part IX, Constitution of India

1. Introduction

The study on understanding legal framework and status of devolution in Madhya Pradesh has its basis on the preliminary scoping study that was commissioned by PRADAN in 2015-17 to assess the status of Panchayat Raj Institutions in Jharkhand and Madhya Pradesh. This study will feed into and constitute the framework within which Anode Governance Lab will conceptualise, design and implement a deeper engagement with panchayats towards their strengthening as units of self-governance. Anode's interventions - the Gram Panchayat Organisation Development (GPOD) framework will be implemented in 10 Panchayats in two districts of the state.³ The main objective is to strengthen the organizational capacity of GPs to trigger and steer development in their respective jurisdictions. The key premise is that if the local body is capable and its members and staff are inspired to perform, it can leverage funds and other resources to trigger sustainable change in all development spheres. In short, the intervention will seek to, over time, enable GP's to emerge as thinking capable institutions having autonomy over their jurisdictions.

Madhya Pradesh, one amongst the larger states in India came into existence in 1956 when states were reorganized on linguistic basis. In 2000, the state was once again reorganized under the Madhya Pradesh Reorganization Act, 2000 when the Chhattisgarh region was separated to form a new state. From the area lens, the state continues to be the second largest (after Rajasthan) spread over an area of 3,08,144 sq. km. although in terms of population it is the fifth largest state in the country (after Uttar Pradesh, Maharashtra, Bihar and West Bengal) supporting 6,03,85,18 people. 73% of the total population is residing in 55,393 villages administered through 23,040 Gram Panchayats. As in all the other states across the country, MP too has three tiers of PRI's i.e. the Zilla Panchayat (ZP) at the district level, the Janpad Panchayat at the Block level and the Gram Panchayat at the Village level. As of March 2014, the State had 50 Zilla Panchayats, 313 Janpad Panchayats. The state also

³ The GPOD focuses on strengthening the organisation capacity of Gram Panchayats, and has emerged from an action research project at Arghyam Foundation, Bangalore. It is presently being scaled across 30 Gram Panchayats in Mulbagal block, Karnataka. In addition, Anode is working with the same framework in 15 GP's in 3 districts of Madhya Pradesh. For more details refer Nurturing Panchayats to Grow, the [Gram Panchayat Organisation Development project: A process document](#).

hosts a large tribal population. As per the 2011 census, 21.1% of the state population (15.31 million out of 72.62 million) is tribal.⁴

1.1. [The Study: Legal framework and status of devolution in Madhya Pradesh](#)

Setting the Context

The 73rd (and 74th for the urban) Constitutional Amendment Acts, 1993 have paved the way to establish Panchayat Raj and local self-governance through the establishment and strengthening of the Gram Panchayat, Block Panchayat and District Panchayat. Historically, the state of MP has actively supported and pioneered policies and programmes to strengthen rural local self-government institutions. Post its formation in 1956, Madhya Pradesh enacted the Madhya Pradesh Panchayat Act as early as 1962. However, panchayats continued to be inactive for various reasons. Following a review process and recommendations of special committees constituted to consider rural development, the State once again enacted the Panchayat Act in 1981, to be replaced, yet again, by a new Panchayat Act in 1993. Ever since the Act has been amended several times.

With the enactment of the 73rd Constitutional Amendment Act, 1992, it was the first state to hold elections for the PRI's. Between 1993 and 1999 Panchayati Raj Act was amended eight times (by some estimates ten uptill 2001). Infact, it is argued that the "state's effort to institutionalise the system is evident in the number of amendments that have been made to the State *Panchayat* Act as a dynamic response to the problems at the ground level" (Behar and Kumar, 2002). While there have been many amendments, a significant one is the Gram Swaraj Adhiniyam of 2001 which aims to instil Gram Swaraj in the State. As per this amendment the Gram Sabha is a general body, whereas the Gram Panchayat is an executive, elected body that is mandated to function as per the direction of the General Body. Both the executive body and the general body is required to function through a set of standing committees. This amendment makes the Gram Panchayats accountable to the Gram Sabhas and renders the Gram Sabha as the executive arm of the Gram Panchayat. With this amendment, the state Act has been renamed as the Panchayat Raj avam Gram Swaraj Adhiniyam, 2001 (referred to as Adhiniyam hereafter). There are arguments that

⁴ The main tribal groups in Madhya Pradesh are Gond, Bhil, Baiga, Korku, Bhariya, Halba, Kaul, Mariya, and Sahariya. Dhar, Jhabua and Mandla districts have a more than 50 percent tribal population. In Khargone, Chhindwara, Seoni, Sidhi and Shahdol districts, 30 to 50 percent of the population is of tribes.

with the amendment and the functional devolution to the GS (discussed in Chapter 4 and Annexure 2) the GS emerges as the executive arm of the GP. Consequently, several notifications, circulars and government orders by various arms of the state have attempted to restore the position of the Gram Panchayat as the executive arm of self-government. The Adhiniyam, along with the various amendments and its implications on the workings of the Gram Panchayats is further detailed in Chapter 4.

The state is also cited to be a pioneer along several other dimensions. For instance, MP is one of the few states that has initiated decentralized planning process way back in 2001-02. The main thrust is to ensure equitable economic and social growth. The State has constituted a State Steering committee headed by the Hon'ble Chief Minister to undertake the decentralized district planning. All districts in the state have District Planning Committees. Since 2010-11 decentralised plans are prepared and approved at Gram Sabha/ Ward Sabha - plan / schemes that are identified by the community- and then collated at the Gram Panchayat, Janpad Panchayat, Zila Panchayat (along with the urban plans). In the current year, the target has been set to converge the resources of Centrally Sponsored Schemes and Flagship Schemes (MGNREGA, SSA, MDM, ICDS, NRLM, RKVY, NSAP etc) through participatory planning Process (GoMP, Decentralized Planning Process for preparation of District Plan 2018-19). Innovative and pioneering as this may seem, the exercise has faced obstacles hindering the implementation of the plans so evolved. What this implies, by extension is that the visions and the plans evolved through this extensive process towards strengthening GP are far from being realized, thus failing in its objectives of promoting equitable economic and social development at the grass roots. Similarly, Prime Minister Narendra Modi launched the country-wide 'Gramoday Se Bharat Uday Abhiyan' from Mhow in MP, the birthplace of Dr. Baba Saheb Ambedkar. The campaign is actively supported by the Chief Minister Shivraj Singh Chouhan. The main objective is to ensure participation in planning at the grass root level to provide a fillip to the development work at the village level. In Chapter 4 we analyse the data village wise as well as the GP level to get a perspective on the needs and requirements of the villages in MP. More critically, the objective of this analyses is to identify some of the quick wins that the GP's can begin to work on as part of the intervention.

Yet, despite being recognized as a state that has pioneered decentralisation, PRI's in MP are far from emerging units of local self-governance as is evident from periodic assessments. Enabling local governments to function as units of local self-governance requires complete and adequate devolution of funds, functions and functionaries. The Devolution Index reports for the past three years' position MP as a medium performing state. Field engagements (at the GP level and the state level) of the Anode Team initially in 2016 and more recently in 2017 revealed that with the state government oscillating between declaring the Gram panchayat and the Gram Sabha as the executive body (and by extension notifying the functions to be performed at these levels) has, in effect, created confusion in the functioning of these bodies while also inhibiting the strengthening of the Gram Panchayats.

What perhaps cannot be re-iterated enough is that an emerging imperative for any intervention that seeks to strengthen GPs as units of local self-governance should start with a deeper understanding and a greater clarity of the legal framework that provides and the space and the mandate for GPs to function autonomously. This entails an understanding of the status of devolution i.e. the funds, functions and functionaries that have been devolved by the state government – that of MP- to the local government – the GPs. Equally critical is an understanding of how devolution is leveraged by the GP's to autonomise their day-to-day functioning. In other words, the understanding on the devolution status is as much about the bottom-up actions/plans and programmes as it is about the top-down legal provisions accompanying notifications and the attendant rules and regulations. This study seeks to achieve this understanding for MP by:

1. Analysing the Panchayat Raj avam Gram Swaraj Adhiniyam, 2001
2. Studying the various Amendments and the notifications issued by the state to understand the extent of devolution of functions, funds functionaries
3. Analysing the extensive decentralized planning process instituted by the MP State Planning Commission to understand the bottom-up planning process and the needs/ requirements and aspirations of the villages /GPs.
4. Corroborate the plans evolved by the state planning commission with the recent demands that have emerged of the Gramoday se Bharat Uday abhiyan to get a deeper understanding of the needs and requirements of GP's

To achieve these objectives, the team has primarily relied on:

1. The MP Panchayat Raj avam Gram Swaraj Adhinyam, 2001 (*Referred to as MPGP Act, 2001 in this report*)
2. Rules and Regulations of the Act mentioned in Chapter 4
3. GoMP notifications on functional devolution, especially those that serve to remove the functions that were once devolved.
4. Village wise Master Plans evolved by the MP State Planning Commission (2011-2018)
5. Gram Uday se Bharat uday plans (2016-17)

For this study, it is proposed that the field intervention be piloted in 10 GPs in the two districts of MP – Dindori and Betul (Annexure 1).

2. Methodology

The three- month research study, *Legal Framework and status of devolution in Madhya Pradesh* was undertaken with a view to get an in- depth understanding of the present status of devolution to PRIs in the state of Madhya Pradesh, with a focus on the GPs.

The team essentially followed mixed methods involving both primary and secondary research detailed in the table below.

Table 1: Illustration of Research Methodology

Activities undertaken	Methodology
Secondary Research	Analysis of Legal Framework & Status of devolution <ul style="list-style-type: none"> • Madhya Pradesh Panchayati Raj avam Gram Swaraj Adhiniyam • Ongoing notifications and amendments • Notified rules and regulations • List of department wise GP and GS functions- Devolved and removed upto 2014. • MP State Planning Commission Village Master Plans • Gramoday se Bharat Uday GP wise plans • Funding support to Panchayats from State Budget. • Guidelines for Panch Parmeshwar and usage of 14th Finance Commission funds issued in 2016 by Madhya Pradesh Panchayati Raj & Rural Development Department. • Analysis of research published by other organizations (Samathan, Overseas Development Institute, Enviro Legal Defence Firm)
Primary Research	Analysis of delivery mechanism/ practices in PRI <ul style="list-style-type: none"> • Meetings with State Government officials, sectoral experts, NGOs, activists • Meetings with Shahpur Janpad Panchayat officials and Betul CEO Zilla Parishad. • Field interactions with 2 GPs in Shahpur Block (Betul District) and 2 GPs in Samnapur Block (Dindori District). <ul style="list-style-type: none"> ○ Meetings with Sarpanch, Up- Sarpanch, elected representatives, GP staff and SHG members (Bhoura and Salimet GPs of Shahpur Block). ○ Meetings with Sarpanch and SHG members (Bamhani GP of Samnapur Block) • Meeting with Block representative, Meeting with Gram Uday se Bharat Uday Project Director
Brainstorming	Feedback for design strategy <ul style="list-style-type: none"> • Gram Panchayats in Shahpur and Samnapur • Pradan field staff, sectoral experts, NGOs, activists • State agencies- department officials

a) Secondary research: With a view to understand the mandate of GPs as defined by the state, the research team started out with an analysis of the legal framework of different constitutionally-mandated functions. This covered a wide-range of national and state laws as

outlined in table above. The secondary research also included analysis of Samathan's study on "*Activity Mapping in Panchayati Raj Institutions: Status of Devolution in Madhya Pradesh*", Overseas Development Institute's study on "*Decentralisation in Madhya Pradesh*" and Enviro Legal Defence Firm's report on "*PESA Implementation- Some Essential Prerequisites and Suggestions for the state of Madhya Pradesh*". Literature review was also conducted of studies such as the Devolution Index over the years, national and state-level manuals such as GPDP and PRI Acts of other states.

Relevant studies and models related to Organization Development were also referenced.

- b) Primary research: Recognizing the need to understand contextual realities and capacity constraints, as they exist in practice, the research team undertook two field visits in November 2016 and July 2017 in the selected GPs in Madhya Pradesh. Interviews and focused group discussions were held with GP elected representatives and staff, SHG members, government officials at the Janpad Panchayat and Zilla Parshad, NGOs, and activists. The team also visited Bhopal in May 2017 during which interviews and discussions were held with senior government officials at the MP Department of Panchayati Raj & Rural Development, State Planning Commission and Agriculture Department.
- c) Brainstorming workshops: The research team held a brainstorming session with Pradan field staff in November 2016 to garner feedback on the preliminary research findings and to build upon the proposed way forward. A consultative workshop on the legal framework study was conducted in July 2017 with Pradan field staff, sectoral experts, NGOs and activists to help fill gaps found during the legal framework study and decide on next steps.

3. The Study: Need and Context

Anode Governance Lab works towards strengthening the organisation capacity of the GP in a holistic manner, through a focused systemic intervention. Our approach derives from Organisation Development (OD) principles, recognising Gram Panchayats as organisations in their own right, and underlines the need to simultaneously differentiate and integrate different components of the GP organisation (vision, organisation structure, incentives, resources and action plans). A systemic approach is taken rather than training on standalone components. It involves a shift in the perception of Panchayats- from last tier implementation arms to institutions of local self-governments.

What is Organisation Development?

There is no one definition of OD, and its principles can be interpreted differently and applied to varied contexts. One of the pioneers of behavioral sciences and organization development, Kurt Lewin developed a 3-Step model for planned change. The three stages of change capture the essence of OD where change in human behaviour is central to organisation change. He describes an OD process as involving “unfreeze, change and refreeze”. Lewin saw successful change as a group activity, because unless group norms and routines are also transformed, changes to individual behaviour will not be sustained. In organizational terms, this often requires changes to organizational culture, norms, policies and practices He argued that the equilibrium needs to be destabilized (unfrozen) before old behaviour can be discarded (unlearned) and new behaviour successfully adopted and those concerned have to feel safe from loss and humiliation before they can accept the new information and reject old behaviours. However, such unfreezing creates motivation to learn but does not necessarily control or predict the direction, hence the need for movement or visualisation of the changed scenario. The final step in the 3-Step model, refreezing, seeks to stabilize the group at a new quasi-stationary equilibrium in order to ensure that the new behaviours are relatively safe from regression. The main point about refreezing is that new behaviour must be, to some degree, congruent with the rest of the

behaviour, personality and environment of the learner or it will simply lead to a new round of disconfirmation⁵.

Since the late 1970s, in order to keep pace with the perceived needs of organizations, there has been a major broadening of scope within the OD field, towards more organization-wide issues, such as socio-technical systems, organizational culture, organizational learning and radical transformational change. At the organisation level, Delores Ambrose’s model of managing complex change (1987) with its premise that change is successful only when all the organisational components such as vision, skills, incentives, resources, action plan and results are in alignment, reveals the whole systems approach in a lucid manner.

Interventions introduced to target one-off components such as decision-making processes, planning or incentives may not result in the desired transformation.

Figure 1: Illustration of different components of the GP organisation

VISION	STRATEGY	SKILLS	INCENTIVES	RESOURCES	ACTION PLAN
<p>What is the vision of the key stake holders for the institution of the future?</p> <p>Problems to be addressed</p> <p>Values to be followed</p> <p>Leadership</p>	<p>How can the institution move towards its vision?</p> <p>What should be the priorities?</p> <p>What are the best practices?</p> <p>How to leverage different resources, social capital?</p>	<p>Appropriate organisation structure, reporting relationships, ownership of resources</p> <p>Clearly defined roles</p> <p>Knowledge, skills and attitudes, to perform the roles</p> <p>Profiling skills available</p>	<p>What are:</p> <p>Political incentives</p> <p>Financial incentives</p> <p>Personal incentives</p> <p>Social incentives</p> <p>How to streamline and leverage them?</p>	<p>What are the financial/ technical/ human resources/ etc. required?</p> <p>How should they be managed?</p> <p>How to converge resources at different levels of governments?</p>	<p>Action Plans of the institution need to be drawn once there is clarity on other elements</p> <p>Such action plans will be in a position to take full benefit of existing resources, programs and powers of the institution</p>

Source: Illustrated by Anode Governance Lab

The need is, therefore, to explore and clarify different organisational components and bring alignment, in collaboration with the people involved, enabling their journey towards change.

⁵ Kurt Lewin and the Planned Approach to Change: A Re-appraisal, Bernard Burnes; Journal of Management Studies 41:6 September 2004

Practical application of OD to GPs

The conceptual framework for applying OD principles to GPs was devised in Action Research mode or by using a learning-by-doing approach with two GPs in Karnataka in 2011, which was termed as the Gram Panchayat Organisation Development (GPOD) framework. Change was initiated through a step-by-step framework in GP bodies. In GPs where it was implemented, GPOD involved developing a shared vision and mission for GPs to build a momentum for the change initiative. Process mapping of select devolved functions was then undertaken to encourage GPs to move from sporadic fire fighting to process-oriented functioning. Building upon the standing committees mandated by the Karnataka Panchayat Raj Act, 1993, GPs then created accountability structures within their ranks to bring in more structured division of work as well as more transparency in their functioning. The GPs then initiated action planning with some individual GP members taking on the onus of delivering on select functions.

Need for understanding legal framework for strengthening Gram Panchayat institutions

The common parlance in the government towards clarifying status of decentralization is the extent to which the 3Fs: 'Functions, Funds and Functionaries' have been devolved to the PRIs. However, while these are important determinants of an effective GP institution, they are inadequate. There is need for key organisation components that connect the 3Fs and build the structural, systemic and operational ability of a panchayats to govern and deliver services⁶.

The reasons to understand the legal frameworks impacting panchayat functioning are two-fold: Firstly, what are the boundaries, which need to be taken into consideration while developing systems and structures for strengthening the panchayat institution, which is constituted under the State Panchayat Raj Act? Secondly, what are the different knowledge and resources hitherto not visible to the panchayats, which they can leverage?

With the aim towards application and not mere adherence of law, the legal framework is embedded in different components of the GPOD framework. We share few illustrations here. At the outset, as we commence work with panchayats, we invite them to be our partner out

⁶ The 2012-13 Devolution Index prepared by the Indian Institute of Public Administration (IIPA) initiated steps to categorise state on basis of their commitment to strengthen processes and accountability mechanisms in the panchayats, in addition to the 3Fs.

of choice rather than mandate, invoking the provision of the Gram Panchayat being a body corporate⁷ which can sign contracts with other agencies. OD tools, with reference to legal provisions where required, are then designed with a view to help panchayat members understand how the panchayat is currently performing as an institution of local self-government and how they are performing as members. For e.g., is there a clear responsibility and accountability structure in the panchayat? Are roles and hierarchies clearly defined? The provisions related to Gram Panchayat and Gram Sabha Standing committees may be leveraged to this end. Further, planning and budgeting in the Gram Panchayats need to be informed by the extent of devolution in each function and funds available to the institution.

Finally, the purpose of a pilot program such as this one is to build knowledge and insights which can be applied to and benefit a larger context. The existing research into the legal framework of the state provides us with the knowledge of gaps and opportunities in the existing statutes, and we hope to generate likely responses on the same through our work.

⁷ Section 5A, MPGP Act

4. Legal Framework and status of devolution in MP

Madhya Pradesh enacted the Panchayat Raj Adhiniyam, 1993 to establish the three level Panchayati Raj system in the State. In 2001, the Panchayati Raj Adhiniyam was amended by the Gram Swaraj Adhiniyam, which brought about significant changes in the structure of Panchayati Raj institutions, by strengthening Gram Sabhas and directly constituting committees at the Gram Sabha level to plan and implement programmes. In the recent past, the state government, through various notifications has attempted to restore the position of the Gram Panchayat as the executive arm of self-government, although a detailed analysis of these notifications attempted later in this section points to the contrary.

4.1. Gram Panchayats and the Gram Sabhas

Sections 2-7 of the Adhiniyam detail out the constitution, powers, functions and functionings of the GSs. Similarly, sections 8-13 of the Adhiniyam spell out the constitution, duration, establishment and incorporations of GPs (Refer Table 2). The Gram Sabha and the Gram Panchayats are required to function in tandem as per the provisions of the Adiniyam.

Table 2: Provisions under MPGP Act, 2001

Provision under The Panchayati Raj avam Gram Swaraj Adhiniyam, 2001	Relevant section
Gram Sabha	
Every GS shall also be a body corporate and has the powers to sue and be sued as well as the power to acquire movable or immovable property and to enter into contracts	Section 5 A
Meeting of the Gram Sabha	section 6
Special meeting of the Gram Sabha	Section 6-A
Decision by Gram Sabha	Section 6-C
Powers and functions and annual meeting of the Gram Sabha	Section 7
Standing committees and ad hoc committees of the Gram Sabha	Section 7-A
Budget, accounts and audits of the Gram Sabha, including Gram Kosh	Section 7-I, J, K
Gram Panchayat	
Constitution of panchayats	Section 8
Every GP (JP and ZP also) shall also be a body corporate and has the powers to sue and be sued as well as the power to acquire movable or immovable property and to enter into contracts	Section 11
Division of Grama Panchayats into wards: Each GP area shall be divided into a minimum of 10 wards and each ward will be a single member ward, provided that where the population of the GP area is more than	Section 12

1000 it shall be divided into wards not more than 20 and the population across wards will be equitable.	
Election of sarpanch and upsarpanch	Section 17
conduct of business and the procedure at the meeting of the panchayat	Sections 44-46
Standing committees of GP	Section 46
Functions of the GP	Section 49
Other functions of GP	Section 49-A
Funds and property of Panchayat	Sections 62-68
Powers of taxation and recovery of claims	Sections 74- 83
Inspection of work of Panchayats	Section 84
Inquiry into affairs of Panchayat	Section 88
Liability of panch etc for loss, Misapplication	Section 89
Disputes between Panchayats and other local authorities	Section 90
Power to recover records, articles and money	Section 92
Delegation of powers	Section 93
General power of control	Section 94
Power to make rules, the state Government may make rules for carrying out the purpose of this Act	Section 95
Bye laws, the Panchayat and Gram Sabha may make bye laws consistent with the Act and rules – “Bye laws rules, 1994”	Section 96
Model byelaws, the state Government may direct Panchayat and Gram Sabha to adopt a model byelaw after modifying the same to suit the local conditions.	Section 97
Penalty for acquisition by a member, office bearer or servant of interest in contract	Section 100
Prohibition of bidding, no member or servant of the panchayat or any officer, in connection sale of movable or immovable property can acquire interest in the same. Penalty up to Rs 250 and if he /she is an officer or servant shall also be removed from service.	Section 105
Members and servants of panchayat to be public servants, within the meaning of section 21 of Indian Penal Code	Section 111
Prohibition on remuneration to members, except in accordance to the rules in this behalf	Section 117
Records of the panchayat or Gram Sabha open to inspection	Section 118
Audit of Panchayats	Section 129
Special provisions for Panchayats in the schedule areas	Section 129 A to 129 F
Schedules	
Schedule I – A. obligatory taxes to be imposed by the Gram Panchayats B. Tax to be imposed by Janpad Panchayat	Read with Section 77 (1)
Schedule I -A obligatory taxes to be imposed by the Gram Sabha	Section 77 A
Schedule II A. other optional taxes to be imposed by the Gram Panchayats	Section 77 (2)

B. other optional taxes to be imposed by the Janpad Panchayat	
Schedule II - A other optional taxes to be imposed by the Gram Sabha	Section 77 A
Schedule III Lease of collection of fees by Gram Panchayats	Section 80
Schedule IV	Section 53(1)
Rules	
Gram Panchayat (Accounts) Rules, 1999	
Gram Panchayat (Annual Accounts and Administration Report) Rules, 1998	
Gram Panchayats (Budget Estimates) Rules, 1997	
Gram Panchayat obligatory taxes and fees (Condition and Exceptions) Rules, 1996	
Gram Panchayat optional taxes and fees (Condition and Exceptions) Rules, 1996	
Gram Panchayat (Powers and Functions of the Secretary) Rules, 1999	
Gram Panchayat (Registration of colonies Terms and Condition) Rules, 1999	
Gram Panchayat (Sanction of loans to the indigent Persons) Rules, 1995	
Gram Panchayat (Sanitation, Conservancy and preservation and Abatement of Nuisance) Rules, 1999	
Gram Panchayat (Term of office of members of Standing Committee and procedure for the conduct of Business) Rules, 1994	
Gram Panchayat (Traveling allowance and other allowance) Rules, 1995	
Gram Sabha (Constitution of Standing Committees, procedure for the conduct of Business and allied matters) Rules, 2012	
Gram Sabha (Maintenance of Gram Kosh) Rules, 2005	
Gram Sabha obligatory taxes and fees (Condition and Exceptions) Rules, 2001	
Gram Sabha optional taxes and fees (Condition and Exceptions) Rules, 2001	
Gram Sabha (Procedure of meeting of the committees, Conduct of Business and allied matters) Rules, 2005	
Gram Sabha (Procedure of meeting) Rules, 2001	
Gram Sabha Swasth Gram Tadarth Samiti (Gathan, Karbar sanchalan Tatha Baithak) Niyam, 2010	
Panchayat (powers and functions of Sarpanch and Up- Sarpanch of Gram Panchayat, President and Vice president of Janpad Panchayat and Zilla Panchayat) Rules, 1994	

Source: Compiled by Anode Governance Lab from MPGP Act

The Gram Sabha as a body consists of all people in the voter list of every village. As per **Section 5A** there is a Gram Sabha for every village. It is a body Corporate that comprises of all the people who are registered in the list of voters of a village. It has the powers to sue and be sued as well as the power to acquire movable or immovable property and to enter contracts. The PR Act 1993 has given special powers to the Gram Sabha. The Gram Sabha can monitor and question the functioning of the Gram Panchayat. The GS is required to meet a minimum of four times in a year (15th August, 2nd October, 14th April and 26th

January). The quorum for a Gram Sabha meeting should be one- fifth of the voters list of that revenue village, of which one-third of this should be women members⁸.

With the recognition of the GS as an accountability mechanism the Adhiniyam seeks to enhance a downward accountability of the Panchayat to the citizens. The Gram Sabha is premised on the fact that in a village, people can engage collectively to decide on issues/ challenges that the village faces. The Adhiniyam requires that the GS function through its Samitis. While initially there were eight Gram Sabha Samitis, the Adhiniyam was amended to collapse these eight into 2 samitis (Refer Figure 2).

Figure 2: Illustration of initial 8 Gram Sabha Samitis, collapsed into 2 as per amended Adhiniyam



Source: Illustrated by Anode Governance Lab from MPPG Act, 2001

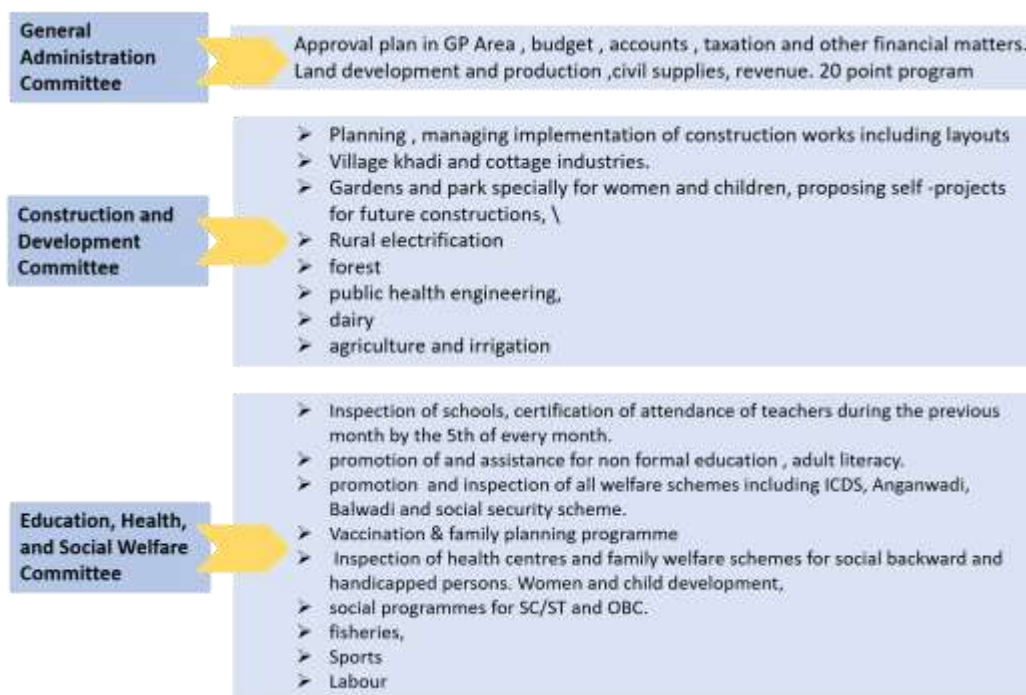
In addition to these two committees the Adhiniyam also provides for the setting up of an Adhoc committee (7-A (2)) which can be constituted by the GS for the implementation of a time bound work. The Gram Panchayat (Term of Office of Standing Committee and Procedure for the Conduct of Business) Rules, 1994 spell out the 3 standing committees as demonstrated in figure 2. Under these rules, the state government (Directorate of Panchayati Raj) has set up a Gram Sabha Swastha Tadarth Samiti in most villages across the state, to work in the health sector. This, in principle appears to be a violation of the spirit of

⁸ **To be read with Section 5***[This 1/5th should contain at least 1/3rd women, meaning thereby that one- third of this number should consist of women members. Not only this, representation of members of the Scheduled Castes and Scheduled Tribes shall be in proportion to their population. It may be clearly understood that representation here should mean, representation in the quorum, since every person of any caste and creed, if registered, shall be entitled to attend the meeting of a Gram Sabha.]

the Act whereby it is the Gram Sabha that should decide on the domain which requires a special samiti.

Similarly, under section 11, every GP (JP and ZP also) shall also be a body corporate and has the powers to sue and be sued as well as the power to acquire movable or immovable property and to enter contracts. Further, section 46 of the Adhiniyam mandates that a GP, may for discharging its functions and duties, constitute upto 3 standing committees.

Figure 3: Illustration of Standing Committees that can be formed by a GP



Source: Illustrated by Anode Governance Lab from MPGP Act, 2001

What is evident from the Adhiniyam is that the GP and the GS are required to work in tandem through their various committees and samitis to discharge on the devolved functions. The Gram Sabha is a general body, whereas the Gram Panchayat is an executive, elected body. Section 7 of the Adhiniyam provides an exhaustive list of functions mandated to be performed by the Gram Sabha (Annexure 2). In making both the GS and GP strong, the act institutes accountability and overseeing mechanisms.

4.2. Functional devolution: Role of the Gram Panchayats and the Gram Sabhas

Both the GP and the GS are expected to discharge their roles, responsibilities and the functions assigned to them time to time (largely by the state government as of now) through the above mention standing committees. Jurisdictionally, the GP comprises of wards that are the territorial constituencies, each represented by an elected panch. Post the 2001 amendment, the executive has to perform its duties as per directions given by the general body. The functions to be performed by the executive are detailed out in Section 49. This is the functional devolution by the GoMP, although there have been considerable amendments in the functions devolved. Several functions devolved at one time have been reversed subsequently. In the mid 1990's MP pioneered functional devolution by devolving 27 functions mapped across 17 departments. Yet, several of these have been omitted in the recent past. Section 49 of the Adhiniyam devolves the following:

- i. Establishment, management and regulation of markets and melas other than public markets and public melas

Section 49 A spells out the other functions of Gram Panchayat as follows:

- i. Prepare annual plans for economic development and social justice of panchayat area and submission thereof to the Janpad Panchayat within the prescribed time for integration with the Janpad Panchayat plan.

(ii) to (iv) omitted

- v. Ensure the execution of schemes, works projects entrusted to it by any law and those assigned to it by the central or state Government or Zilla panchayat or Janpad Panchayat.

(vi) to (viii) omitted

- ix. Consider the application for establishment of colonies falling within the Gram Panchayat area as defined in section 61- A.

(x) to (xiv) omitted

- xv. To exercise control over local plans resources and expenditure for such plans

- xvi. Co-ordinate, evaluate and monitor activities of committees constituted by Gram Sabha.

- xvii. Re- allocate to Gram Sabha the funds made available by the central government or state Government, pertaining to functions assigned to Gram Sabha, works, Schemes and projects as per the norms fixed by the central government or Sate government.

These provisions of the Act, however, need to be read necessarily along with the ongoing notifications, circulars and Government Orders issued by the various departments compiled and presented in Table 3.

Table 3: Compilation of functions devolved and removed upto 2014 from various departments

Department	Function	Devolved powers as per notifications	Function that has been removed	Relevant Committee of GP or GS as per Act
Mineral Resources Department	Maintenance of community assets Role of the GP/GS: None		<ol style="list-style-type: none"> 1. Controlling illegal mining / transport of minor minerals. 2. Determining the responsibility of the concerned persons to neutralize the general or special exclusions of excavation. 3. Income received from the minor minerals in the Gram Sabha area will be deposited in the Gram Kosh. 4. Mineral Leases that are to arrive in the jurisdiction of the district and district panchayats or state government can only be given with advice from the related Gram Panchayat or Gram Sabha. 5. The use of minerals by the residents of the village will be used only on the basis of the conditions laid down by the Gram Sabha according to personal needs as per tradition. <p><i>MP Government Mineral Resources Department Vallabh Bhawan Bhopal's order no. / F-19-29 / 2014/12 was withdrawn by Bhopal dated 06.09.2004.</i></p>	
Women and Child Development Department	Women, children & social welfare Medium level of devolution	<ol style="list-style-type: none"> 1. Supervision of arrangement of nutritious food. 2. Selection and implementation of beneficiaries under the National Maternity Plan. 3. Arrangement of building for the operation of Anganwadi center. Building on receipt of acceptance 4. Supervision of site selection and construction work. 5. Plan to make women self-reliant. 6. Implementation of village level schemes. 7. Implementation of National Motherhood Plan. 8. Building construction. 	<ol style="list-style-type: none"> 1. Appointment of Anganwadi workers and administrative control over them. <p><i>Project Officer of Women and Child Development Department, F3-2 / 06 / 50-2 Bhopal, dated 10.07.2007, has been assigned to the project officer of Integrated Child Development Officer, abolishing the right of appointment and administration control of the Anganwadi worker and assistant.</i></p>	GP: Education, Health and Social Welfare Committee

Food, Civil Supplies and Consumer Protection	Public Distribution system No role of GP/ GS		1. Creation of Ration Cards, distribution and maintenance of records related to it. 2. Establishment and Maintenance of Grain Fund. <i>With effect from March 1, 2014, the above powers were withdrawn from the Panchayats due to the above arrangement being made under the National Food Security Act.</i>	
Revenue Department	Land development & land conservation Medium level of devolution	1. Delegation of the powers of Tahsildar of the unrequited nomination Section 110. 2. Delegation of powers of tahsildar of undisputed division Section 178.	1. Supervision of boundary marking. Delegation of powers of Tahsildar of Section 128 2. Delegation of powers of section Tehsildar of Section 130, on the loss of boundary markings. 3. Recommendations for appointment of Kotwar under the rule of Section 230. 4. Under the provisions of section 251 of the provision of public ponds. 5. Delivery of the loan book. 6. Regarding the copy of all the Patwari inscriptions, Khasra Panchasala, jurisdiction, sermons etc. in the Gram Sabha. 7. Under the rule made under Section 244 of allotment of land to the dwellers in the population, 8. Wherever there is no Patel system, the Sarpanch and Secretary of the Gram Panchayat should be jointly responsible for Patel's duties. Section 142 and all rights of the Gram Panchayat Section 222-229 <i>All the rights were withdrawn by the MP Govt Revenue Department in March-April 2007.</i>	

Public Health Engineering Department	Public health Low level of devolution; Diluted Significantly	1. Monitoring construction of the toilets. Monitoring of Clean Toilet <i>Work</i> in Schools	<ol style="list-style-type: none"> 1. Site selection for hand pump. 2. Monitoring the depth, inward capacity and other related functions of mined tap coupes. 3. Certification of work on the basis of demand of the beneficiaries and resolution of proposal as per the scheme and send it to the concerned department. 4. Approval of plan type size and estimation. 5. Monitoring the work done by the Department. 6. Responsibility for operation / maintenance by the Committee of Beneficiaries / Consumers under the Gram Sabha. 7. Getting information on the maintenance of hand pumps from hand pump mechanics. 8. Right to selection of beneficiaries on the basis of certification of Gram Sabha 9. Payment of grants to the beneficiaries through the Gram Sabha on the basis of certification of Gram Sabha. 10. Sanitation Complex to be made for women. 11. Responsibility for publicity and public awareness. 12. Loyalty in the form of beneficial group. 13. Deposit to 10 percent cost amount in the fund. 14. Receiving the remaining 90 percent amount from the regime. 15. Management of all expenses on the selection and operation / maintenance of the agency for implementation of the scheme. <p style="text-align: right;"><i>All rights were withdrawn by the department</i></p>	GP: Construction and Development Committee GS: Gram Vikas Samiti
--------------------------------------	--	---	---	--

<p style="text-align: center;">Scheduled Caste and Schedules Tribe Welfare Department</p>	<p>Welfare of weaker sections particularly of the Scheduled Castes and the Scheduled Tribes</p> <p style="color: red; text-align: center;">High level of devolution</p>	<p>Awarded to the Gram Sabha in 2001 -</p> <ol style="list-style-type: none"> 1. Arrangement of schools Inspection of all the schools / hostels and ashram schools located within the village. Construction of primary school buildings. 2. Implementation of Girl Literacy Incentive Scheme. 3. Distribution of free textbooks for students of class I and II. 4. Right to purchase material for schools. 5. Distribution, control and monitoring of all types of scholarship for children of primary school of Scheduled Castes, Jatiya. 6. Monitoring quality of materials for procurement for schools / hostels. Inspection and control of institutions receiving grant. 7. Mid-day Meal Scheme and control and supervision of operation of food arrangements in the hostel. Organizing community programs for the prevention of indiscipline. 8. Selection of beneficiaries in the schemes of Scheduled Castes, Scheduled Tribes and Other Backward Classes Finance Development Corporation. 9. Operation of Support Groups. 10. Control of Survey of Scheduled Castes, Scheduled Tribes and Other Backward Classes. 11. Maintenance of buildings created under public properties, community buildings and programs operated in the rural development and project areas and preventing it from not being used. 12. Abolition of superstition, mischief. <p>Prevention of atrocities:</p> <ol style="list-style-type: none"> 1. Land dispute. 2. Transfer of tribal land. 3. To release the bonded laborers and make proposals for their rehabilitation, sending them to the appropriate place through village / district. 4. Debt Occupancy. 	<p style="text-align: center;">Unchanged.</p>	
--	--	---	---	--

		<p>5. Settlement of wage disputes</p> <p>6. On receipt of complaints of atrocities, making proposals for taking meaningful action against the guilty person and providing relief and assistance to the victim as per his eligibility.</p> <p>7. To provide relief to Scheduled Castes and Scheduled Castes families under relief, and prepare proposals in respect of eligible beneficiaries, through the district panchayat, to the accepting officer.</p> <p>8. Proposal under the marriage plan of the destitute girl to be sent to the accepting officer through the district panchayat.</p> <p>9. Community Marriage Plan - To arrange arrangements for selecting beneficiaries and organizing programs.</p>		
Agriculture Department	<p>Agriculture</p> <p>High level of devolution</p>	<p>1. Development and promotion of agriculture.</p> <p>2. Development of intensive cultivation.</p> <p>3. Preparation of estimation of agricultural inputs by planning each Rabi and Kharif program.</p> <p>4. Development of Barren land and Crop Land.</p> <p>5. Implementation of programs under agricultural demonstrations, and <i>minikit</i> schemes, management.</p> <p>6. Management of harvesting experiments under crop insurance scheme.</p> <p>7. Monitoring the quality of chemical fertilizers, insecticides, agricultural equipment and quality seeds sold in the area.</p> <p>8. Maintenance of transferred assets</p> <hr/> <p>9. Maintenance and operation of minor irrigation schemes created with the approval of District and Block panchayat.</p> <p>10. Beneficiaries selection under various development programs.</p> <p>Estimating the capacity of the village water supply and taking decisions accordingly.</p> <p>12. Monitoring the implementation of various agricultural programs and sending the utility certificate through Gram Panchayat.</p>	Unchanged.	<p>GP: Construction and Development Committee</p> <p>GS: Gram Vikas Samiti</p>

		13. Development of horticulture.		
(8) Sports and Youth Welfare Department	No function mentioned. Medium level of devolution	<ol style="list-style-type: none"> 1. Formation and operation of Rajiv Gandhi Yuva Club. 2. Arrangement/ construction of Arena / field. 	Unchanged.	
(9) Human Resources Planning and Technical		<ol style="list-style-type: none"> 1. Receive a list of unemployed applicants and budget from the Janpad Panchayat. 2. Deposits in the applicant's bank account, on the basis of list of eligible applicants as per the prescribed procedure from the budget received from the district panchayat and to give the post date check to the applicant. 3. Right to selection of beneficiaries. 	Scheme has ended	
(10) Fisheries Department	Medium level of devolution	<ol style="list-style-type: none"> 1. Selection of beneficiaries of various individual schemes at the village level and sending them to the District Panchayat. <p>Right to fishing in ponds up to 10 hectares. The Gram Sabha will also regulate and monitor it.</p>	Unchanged.	
(11.1) Public Health and Family Welfare	Family welfare High level of devolution	<ol style="list-style-type: none"> 1. Assessing community needs on a monthly basis. 2. Selecting candidates for training to be midwives and public health care candidates. 3. To publicly promote all information related to vaccinations and coordinate vaccination camps. 4. To supervise and coordinate the State and National level programs and disseminate related information to public. 5. Ensure registrations under four essential fertility and child health programs. 6. Promote awareness of maternal and child care, immunization and family planning; increase awareness. 7. Support / coordination of district panchayats in supervision and monitoring of services of family welfare and family planning. 8. Cooperate in organizing camps related to health and family welfare and child diagnosis. 	Unchanged.	GP: Education, Health and Social Welfare Committee

<p>(12) Forest Department</p>	<ul style="list-style-type: none"> • Social Forestry & farm forestry • Minor forest produce <p style="color: red; font-weight: bold;">High level of devolution</p>	<ol style="list-style-type: none"> 1. Operation of Joint Forest Management Committee and Forest Village Committee will be under the control of Gram Sabha. 2. The responsibility of conservation of forests located in the jurisdiction will be done by the Gram Sabhas and they will make arrangements for it. The Gram Sabha will prepare a plan for the use of forests with the advice of the concerned officers to remove Bamboo fencing for their common needs of the village such as grazing, firewood etc. and for the need to build houses and plots. 3. Before the program of departmental exploitation of forests situated in the Gram Sabha area, consultation of the Gram Sabha will be mandatory for the forest department. 4. In order to preserve forests in areas, to improve the environment and to increase employment at the local level, it will be able to create suitable programs. 5. The Gram Sabha will be able to check the timber and forest produce coming or passing from its area. 6. All rights of development, protection, storage and marketing of unscrupulous small forest produce. 7. For the non- destruction of small forest animals, the Gram Sabhas will decide the boundaries of the Gram Sabha area. 8. In relation to small forest animals, the Gram Sabha will help related authorities in deciding the guidelines. 9. Any gram sabha for all areas of the village or in all villages or any division or development block, will consult with the forest department, for the purchase of nationalized forest produce at minimum value or different commodities as per regulated rate will be determined. 10. Encourage agriculture forestry and social forestry. 11. Promotion, maintenance and control of the business of indigenous medicinal plants. 12. Pasture, collection of fees. 	<p>Unchanged.</p>	<p>GP: Joint Forest Management Committee, Forest Village Committee</p>
-------------------------------	--	--	-------------------	--

(13) School Education Department	<p>Education- primary & secondary</p> <p style="color: red; text-align: center;">High level of devolution</p>	<p>Rights given to Gram Panchayat in 1998:</p> <p>Management of all schools in the village</p> <ol style="list-style-type: none"> 1. Cleanliness and Maintenance of School Buildings 2. Furniture to sit in the school 3. The management of the playground 4. Environmental protection, plantation etc. 5. Drinking Water and Toilet Construction 6. Formation of School Education Committees <p>School activities</p> <ol style="list-style-type: none"> 1. Ensuring timely attendance of teachers and students 2. Regular teaching in schools 3. All work related to school development 4. Reviewing progress and implementation of plans of Central and State Governments 5. Encourage various activities of the school. 6. <i>To ensure proper utilization of government, non-government fund</i> 7. <i>Running campaigns to increase number of students in school.</i> 8. Awareness on education to the public 9. Storage and Distributions of free Textbooks 10. Distribution of scholarships 11. Administering/ Organising village library 12. Executive control of the staff of the schools, as Disciplinary Authority <p style="text-align: center;"><i>Recovery of school cess</i></p>	Unchanged.	<p>GP: School Education Committee</p> <p>Education, Health and Social Welfare Committee</p>
(14) Social Welfare Department	<p style="color: red; text-align: center;">Medium level of devolution</p>	<ol style="list-style-type: none"> 1. Operation of rural library and reading room. Selection of the beneficiaries of Social Security Pension, National Old Age Pension and National Family Assistance Scheme and payment of grant. 	Unchanged.	<p>GP: Education, Health and Social Welfare Committee</p>

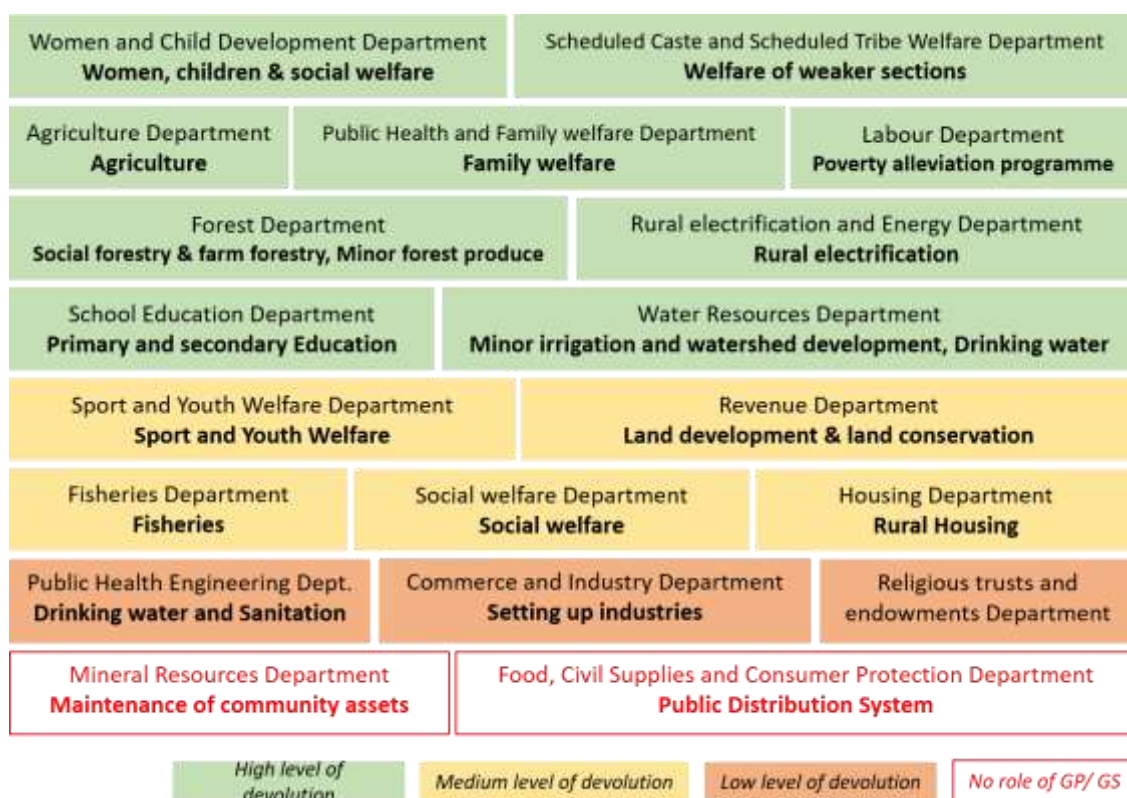
(15) Labour Department	<ul style="list-style-type: none"> • Poverty Alleviation programme <li style="color: red; font-weight: bold;">High level of devolution 	<p>1. All Gram Panchayats shall appoint after the amendment in the Act in the form of inspectors in relation to the following Schedule of Employment under the Minimum Wages Act, 1948: -</p> <ol style="list-style-type: none"> 1.1 Employment in any tobacco factory which includes beedi making 1.2 Employment in Road or Building Construction or Maintenance Operations 1.3 Employment in brick kilns 1.4 Employment in the construction of tiles in which Mangalore Tiles, Allahabad Tiles or any other local name is known, but do not include cement tiles, 1.5 Employment in the breaking or grinding stone. <p>2. Under the Equal Remuneration Act, 1976, the Gram Panchayats will be appointed under the said Act for the purpose of the Equal Remuneration Rule, 1976, i.e. the claims of uneven salary paid to the competent authority before the inspector will be filed.</p> <p>3. Gram Sabhas will be appointed after the amendment in the Act for the purpose of Prohibiting Child Labor (Prohibition and Regulation) Act, 1986.</p> <p>4. Applications of Indira Agricultural Workers' Accident Planning Scheme will be taken after the amendment in the rules by the Gram Sabha.</p> <p>5. In relation to the workers going to other states, in the Gram Sabhas under the Interstate Workers Act, 1979, they will be modified after the amendment in the Register of Regulations.</p>	Unchanged.	
(17) Water resources Department	<ul style="list-style-type: none"> • Minor irrigation and watershed development • Drinking water 	<p>For ponds having capacity of less than 40 hectares in the village:</p> <ol style="list-style-type: none"> 1. Determining the priorities of the use of water and rights over the water and water conservation. 2. <i>Water for drinking water, water for animals, water for relief, water for village artisans, water for village industries.</i> 3. Right to taxation on the use of water. 4. Right to judicious water distribution. 	Unchanged.	<p><i>GP: Construction and Development Committee</i></p> <p><i>GS: Gram Vikas Samiti</i></p>

	High level of devolution	5. Development of maximum water storage capacity. 6. Pond wells, maintenance of stepwell, deepening.		
(19) Housing Department	• Rural housing Low level of devolution	1. A per MP Village and Town Protection Act, 1999, Raksha Samiti will be formed as per Section 8 with the eligible persons who will be nominated with the approval of the Gram Sabha. 2. Constitution of Aman Committee for peace and security. 3. The Aman Committee will work under the guidance and discretion of the Gram Sabha.	Unchanged.	GP: Raksha Samiti, Aman Samiti
(20) Religious Trusts and Endowments Department	Low level of devolution	The right to appoint priests of temples that are compliant/ adhering to the government.	Unchanged.	

*Source: Compiled by Anode Governance Lab;
Data collected from Department of Panchayati Raj, Bhopal*

As is evident from the above table, there are certain domains where the devolved functions have been completely removed. Yet, there are some areas where the GP's still do have a considerable role to play. Table 3 encapsulates the role of the GP in the various domains. Figure 4 provides a snapshot of the various functional domains mapped correspondingly with the role of the GP. Chapter 6 below details out the implications of the functional devolution on the actions of the GP's can initiate with their respective jurisdictions, primarily as challenges and opportunities that exist in strengthening the GPs.

Figure 4: Illustration of different levels of functional devolution from Departments



Source: Illustrated by Anode Governance Lab as per Table 3

4.3. Funds and financial devolution

Funds for the functioning of the GP's come from the 14th Finance Commission the state finance commission and own source revenue. MP has pioneered the 'Panch Parmeshwar Yojana' launched in 2012. Under this scheme, multiple accounts at the GP level have been closed. As of 2015, all GP's have one account – the Panchayat Kosh - to which consolidated funds (from all heads) are transferred in five instalments through the year. The money is

transferred based on population: a consolidated fund of Rs. 5 Lakh is made available to *Gram Panchayats* with a maximum population of 2,000, Rs. 8 Lakh to *Gram Panchayats* with the population of 2,000 to 5,000, Rs. 10 Lakh to *Gram Panchayats* with the population of 5,000 to 10,000 and Rs. 15 Lakh to the *Gram Panchayats* with the population of over 10,000. *Panch Parmeshwar* has been regarded as an effective mechanism, to facilitate *panchayats* to proactively debate their requirements and plan for the same. This contrasts with the earlier practice where funds were made available to the Panchayats in a piecemeal manner (under the various heads of the 13th Finance, basic grants under State Finance Plan and revenue share from mining and stamp duties). The *Gram Panchayats* have been suggested to chalk out an Integrated Action Plan covering construction of drains and internal roads and infrastructure like *Anganwadi* buildings etc.

In addition, in 2014-15, under the national decentralised planning program, Gram Panchayat Decentralised Planning (GPDP) of the Union Ministry of Panchayat Raj, the GoMP has initiated the 'Smart Gram, Smart Panchayat' which has 4 streams: i) infrastructure and services (G to P); ii) mid-day meals scheme (Mahila Manch); iii) livelihoods (joint responsibility of government and citizens); and, iv) ownership (for autonomy). The GPDP guidelines advise states to enable the panchayats to use a 'resource envelope' for comprehensive bottom up planning, which converges funds from 14th Finance Commission, SFC, MGRNEGS, IAY, own revenue sources etc. The 14th FC has recommended a basic grant to MP GPs to the tune of Rs 12200.72 crs, and performance grant of Rs 1355.64 crs for the period from 2016-2020. The Panch Parmeshwar has also provided a "suggestive" basket of projects that can be taken up for execution from these finances. In addition, Annexure 3 outlines the 'works' that can be implemented as per the 14th Finance commission guidelines.

Finally, a third source of revenue is from own source revenue. To augment their financial resource base, the *Gram Panchayats* have been given taxation powers (mandi tax, safai tax, water tax, property tax to name a few) and the power to generate revenue from the *Kanji* house, from leases on ponds and taxes and royalties from minor mines. In Madhya Pradesh, the sources of own revenue are as is demonstrated in *Figure 5* below

Figure 5: Sources of GP's own revenue

Head/Source of Tax	GP	JP	ZP
Property Tax	+		
Tax on Goods Sold in Market, Haat, Fair	+	+	
Tax on Shops and Services	+	+	
Vehicle Tax	+		
Animal Tax	+	+	
Lighting Rate	+		
Water Rate	+		+
Drainage Rate	+		
Special tax for community civic services or works	+		
Shops/Lease	+	+	+
Ponds/Water Tank Lease	+	+	+

Source: DI Report (IIPA, 2013-14)

As per the guidelines of the 14th FC, the GoMP has been encouraging the GP's to enhance their own sources of revenue through the above sources. To incentivise the same, there is a performance grant instituted by the Panchayati Raj. As of 2016-17, close to 19000 odd GP's in the state have been given this performance grant (Refer Annexure 4). However, GP's selected as part of this study do not figure in this list. While this may be viewed as a drawback, it simultaneously constitutes an opportunity to work with the GP's to enable them to gradually move towards self-reliance.

In addition, Section 7 (J) (1) of *Panchayat avam Gram Swaraj Act, 2001* provides for the establishment of a *Gram Kosh* which would consist of four parts, (i) *Anna Kosh* (Grain Account) (ii) *Sharam Kosh* (Labour Account) (iii) *Vastu Kosh* (Material Account) (iv) *Nagad Kosh* Cash Account). In the amended act, funds will be given to *Gram Panchayat* to be transferred to the *Gram Sabhas*. Under Section 7 (J) (4), the *Gram Kosh* will be operated by *Gram Vikas Samiti*. As per these provisions, food, voluntary labour, donations in kind, such as wood and fodder etc., as well as cash collected through taxes imposed by the *Gram Sabha* and funds flowing from the *Gram Panchayat* would constitute the main source of own revenue. Through the resources generated by the *Gram Kosh* and the money flowing from *Panchayat Kosh, Gram Panchayats* are expected to manage their expenditure and operational costs.

What perhaps merits mention in practice this is a challenge. Given the relatively smaller size of villages as well as smaller population numbers that these villages support, there are arguments for increasing the taxation sources at the JP and the ZP level which can then be distributed proportionately. Put together – the Panch Parmeshwar, the SGSP and the Gram Kosh- provide an opportunity to strengthen the GP's and mobilise a process that will over a time begin to strengthen financial resources of the GP's.

4.4. Functionaries

The Gram Panchayat is the basic unit of operationalising development decisions pertaining to the villages. Gram Panchayats in MP represent 3-4 (sometimes even more) villages. The organisation in itself is not strong. It comprises of a Sarpanch and an Upsarpanch, and as staff- one Sachiv and a Gram Rozgar Sahayak (MNREGA). Technical Assistance is usually from the Staff of the Rural Engineering Services department as well as the staff of the line departments staff positioned at the JP and the ZP. There are also the Panchayat Coordinating officers (PCOs) and the Assistant Development Officers (ADOs) at the JP and the ZP level. However, details regarding the functioning of this staff constitute a data gap.

At the village level, department wise functionaries include Mate (MGNREGA), ASHA workers (NRHM), Anganwadi worker & Sahayak (ICDS), Jal Sahiya (NRDWP), Headmasters and Teachers (SSA).

5. Convergence: Bottom-up to Top-down

Within the framework of the Adhiniyam and in the spirit of the 73rd CAA, the MP State Planning Commission has since 2011 facilitated village level master plans. In this section, we focus on these Plans evolved as a bottom-up planning process facilitated as part of decentralised planning process. While the website carries extensive on the works prioritised by each of the villages (Refer Annexure 5 For details), we have sifted this data to highlight the top most priorities of the village and then within that the works for which the costs have been approved. In other words, the criteria used to shortlist works from the Village Master Plan includes i) First five priorities of the village; ii) those that have costs /budgets that are approved. Furthermore, to make for an easy read, we have separated the works between 2011-15 from those that have been approved for the years 2016-17 and 2017-18. As is evident from the compiled data presented GP /village wise in the next section, the demand ID (as sourced from the MP state Planning commission website) and the location has also been provided. The objective of arriving at these data-sets to i) provide a snapshot to the Pradan team of the 10 GPs; and, ii) facilitate a conversation between the Team and the GP and the villagers to get a feedback on the village master plan and how reflective is it of the ground situation as well as the needs and requirements of the GP and its villages. Additionally, we have also compiled the bottom-up plans that have emerged from the Gramodaya se Bharat Uday initiative of the Department of Panchayati Raj and Rural Development. The objective is to triangulate the data further. This exercise is detailed further in the next section. However, it must be kept in mind that the process undertaken in evolving these plans, given the state-wide scale, has its own limitation and lacuna as discussed in Chapter 6 below. Yet, we feel it is a good starting point for a preliminary engagement with the GPs as part of the GPOD exercise.

5.1. Village Master Plans: MP State Planning Commission

A. Gram Panchayat **Ajgar**

Samnapur Block, Dindori District

2 Villages- Ajgar Van Gram, Rajni Sarai Van Gram

Ajgar Gram Panchayat located in Samnapur Block in Dindori district has two villages: Ajgar Van Gram and Rajni Sarai Van Gram supporting a total population of 1,481. An analysis of

the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to electrification of ST habitations, road construction and embankments in Ajgar Van Gram. Rajni Sarai Van Gram has prioritised works related to road construction and irrigation structures for the period 2011- 2015. However, for the period between 2016-18, the prioritization across both villages encompasses works related to enhancing agricultural productivity. This includes approved budgets for works /activities pertaining to National Mission on Oilseeds and Oil Palms (NMOOP), Sub-Mission on Agricultural Mechanization (SMAM), provision of seeds to the SC/ST under the Soorjdhara Yojana and provision of tubewells and irrigation ponds (Balram Taal). However, what is not really clear is what are the works that have been prioritized under each of these programmes/ mission in that particular village or GP.

Village- Ajgar Van Gram (Population: 1,111)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	विद्युतीकरण	एस.टी. बस्तियों का विद्युतीकरण	छपरा रोड	1	200000	350305	
	विद्युतीकरण	एस.टी. बस्तियों का विद्युतीकरण	शैलाटोला	2	200000	350306	
2012-13	मार्ग निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	अजगर वनग्राम	25	1000000	2138918	
	मेढ बंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	अजगर	5	1250000	2022857	
2013-14	मर्ार् निर्माण निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	प्राथमिक शाला के पास	1	500000	2351363	
2014-15	मेढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	अजगर	4	0	2591322	
Approved works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	Annapoorna yojna	अन्नपूर्णा योजना	Ajgar	2	82500	3282788	
	Soorajdhara yojna	सूरज धारा योजना	Ajgar	1	84000	3282791	
	Balram Tal	बलराम तालाब योजना	Ajgar	3	100000	3282795	
	NMOOP	National Oilseed and Oil Palm Mission	Ajgar	4	34300	3282805	
	Tubewell	कृषको को खेत मे नलकूप खनन हेतु अनुदान	Ajgar	5	120000	3282814	
	SMAM	सब मिशन आन एग्रीकल्चर मेकेनाइजेशन	Ajgar	6	63000	3282819	

	Topup	कृषि यंत्रों पर टॉप अप अनुदान	Ajgar	7	22500	3282823	
--	-------	-------------------------------	-------	---	-------	---------	--

Village- Rajni Sarai Van Gram (Population: 370)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रजनीसरई	1	1050000	350302	
2012-13	मार्ग निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रजनी सरई	4	10000	2139719	
2013-14	तालाब निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रजनी सरई	1	400000	2351575	
Approved works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	Soorajdhara yojna	सूरज धारा योजना	Ajgar	1	99000	3282733	
	Annapoorna yojna	अन्नपूर्णा योजना	Ajgar	2	82500	3282738	
	Balram Tal	बलराम तालाब योजना	Ajgar	3	100000	3282742	
	NMOOP	National Oilseed and Oil Palm Mission	Ajgar	4	12000	3282749	
	SMAM	सब मिशन आन एग्रीकल्चर मेकेनाइजेशन	Ajgar	6	126000	3282764	
	Topup	कृषि यंत्रों पर टॉप अप अनुदान	Ajgar	7	22500	3282777	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity, access to drinking water through hand pumps and construction of boundary walls.

Gram Uday se Bharat Uday- Applications (Community type) for Ajgar GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	5	0	5
बाउंड्रीवाल	2	2	4
पंचायत भवन	1	0	1

ई-कक्ष	1	0	1
शाला भवन	1	0	1
आंगनवाड़ी भवन	1	3	4
हैंड पम्प	5	0	5
अन्य	2	0	2

B. Gram Panchayat Bamhani Mal

Samnapur Block, Dindori District

3 Villages- Bamhni, Dudhaura, Saliwada

Bahmani Pal Gram Panchayat located in Samnapur Block in Dindori district has three villages: Bamhani, Dudhaura, Saliwada supporting a total population of 1,581. An analysis of the Master plans of the three villages since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking purposes and irrigation) and provision of CC roads with Saliwada also prioritizing works around goat and poultry farming under the SGSY livelihoods programme (Swarnajayanti Gram Swaozgar Yojana). However, for the period between 2016-18, the prioritization encompasses works related to enhancing agricultural productivity. This includes approved budgets for works /activities pertaining to National Mission on Oilseeds and Oil Palms (NMOOP), Sub-Mission on Agricultural Mechanization (SMAM), provision of seeds to the SC/ST under the Soorjdhara Yojana and provision of irrigation ponds (Balram Taal). However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Bamhni (Population: 1,023)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks

2011-12	पेयजल कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	1	900000	348816	
	तालाब नवीन	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	2	300000	348817	
2012-13	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	13	440000	2147305	
	मेढ बंधान कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	14	600000	2194938	
2013-14	तालाबगह रीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	1	600000	2360586	
	पेयजल कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	1	2800000	2360655	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	1	2800000	2360694	
2014-15	सीसी रोड निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	पंचायत भवन से जेठू के घर तक बम्हनी	1	500000	2561368	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	नलजल योजना	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यूपी)	बम्हनी	1	2000000	2731221	
	पानी का टैंक	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यूपी)	बम्हनी	1	2000000	2731236	
	मेढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बम्हनी	3	50000	2731304	
2017-18	Soorajdhara yojna	सूरज धारा योजना	bamhani	1	88500	3283253	
	Annapoor na yojna	अन्नपूर्णा योजना	bamhani	2	79500	3283260	
	Balram Tal	बलराम तालाब योजना	bamhani	3	100000	3283270	
	NMOOP	National Oilseed and Oil Palm Mission	bamhani	4	34300	3283277	
	SMAM	सब मिशन आन एग्रीकल्चर मेकेनाइजेशन	bamhani	6	80000	3283304	
	Topup	कृषि यंत्रों पर टॉप अप अनुदान	bamhani	7	22500	3283312	

Village- Dudhaura

(Population: 279)

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	चैकडेम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	दुधेरा	2	700000	348803	

	स्टापडेम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	दुधेरा	1	0	348804	
2013-14	मेडबंधान निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	दुधेरा	8	930000	2360426	
	तालाब गहरीकरण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	दुधेरा	9	400000	2360447	
2014-15	सीसी रोड निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मोहन के घर से महेश के घर तक दुधेरा	1	500000	2561172	
	सीसी रोड निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मुकददम के घर से पुलिया तक दुधेरा	1	500000	2561179	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	मेडबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	दुधेरा	1	50000	2732141	
2017-18	Soorajdhara yojna	सूरज धारा योजना	bamhani	1	78000	3283316	
	Annapoorna yojna	अन्नपूर्णा योजना	bamhani	2	82500	3283330	
	Balram Tal	बलराम तालाब योजना	bamhani	3	100000	3283334	
	NMOOP	National Oilseed and Oil Palm Mission	bamhani	4	7500	3283343	
	SMAM	सब मिशन आन एग्रीकल्चर मेकेनाइजेशन	bamhani	6	63000	3283362	
	Topup	कृषि यंत्रों पर टॉप अप अनुदान	bamhani	7	22500	3283369	

Village- Saliwada

(Population: 279)

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	पेयजल कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	सालीवाड़ा	1	720000	348809	
	हैंडपंप	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यू पी)	सालीवाड़ा	2	200000	348810	

2012-13	मुर्गी पालन	स्वर्ण जयंती ग्राम स्वरोजगार योजना	सालीवाडा	10	151250	2195269	
	बकरी पाल	स्वर्ण जयंती ग्राम स्वरोजगार योजना	सालीवाडा	8	40000	2147801	
2013-14	मेडबंधन निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	सालीवाडा	1	480000	2360621	
2014-15	कपिलधारा कूप निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मोहन/चूरामन सालीवाडा	1	140000	2561243	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	Annapoorna yojna	अन्नपूर्णा योजना	bamhani	2	84000	3283377	
	Soorajdhara yojna	सूरज धारा योजना	bamhani	1	88500	3283382	
	Balram Tal	बलराम तालाब योजना	bamhani	3	100000	3283388	
	SMAM	सब मिशन आन एग्रीकल्चर मेकेनाइजेशन	bamhani	6	63000	3283422	
	Topup	कृषि यंत्रों पर टॉप अप अनुदान	bamhani	7	22500	3283434	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around access to drinking water through hand pumps, road connectivity and water conservation/ irrigation structures.

Gram Uday se Bharat Uday- Applications (Community type) for Bamhani Mal GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	10	0	10
खेल मैदान	1	0	1
शांतिधाम/ कब्रिस्तान	1	0	1
सुदूर सड़क संपर्क	1	0	1
तालाब / स्टम्प डैम / अन्य जल संरचना	6	0	6
वृक्षारोपण	1	0	1
जल भराव	5	0	5
कचरा प्रबंधन	4	0	4

सामुदायिक शौचालय	3	0	3
बाउंड्रीवाल	5	0	5
हैंड पम्प	12	0	12
नल जल योजना	3	0	3
अन्य	3	0	3

C. Gram Panchayat **Ghata Ryt**

Samnapur Block, Dindori District

2 Villages- *Ghata Ryt, Hadsinghari*

Ghata Ryt Gram Panchayat located in Samnapur Block in Dindori district has two villages: Ghata Ryt and Hadsinghari supporting a total population of 1,496. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to bridge construction and water (both for drinking purposes and irrigation) across both villages. The analysis also points to prioritization of Angwadi Bhavan construction in Ghata Ryt and cattle rearing works in Hadsinghari particularly which have been approved as per the planning commission works list. However, for the period between 2016-18, the prioritization encompasses works related to embankments, road/ pathway construction, boundary wall construction and work on embankments in both villages while Ghata Ryt has prioritised Mulberry farming. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee and Sarva Shiksha Abhiyan. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- **Ghata Ryt**
(Population: 864)

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	पुलिया निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	घाटा	2	500000	348596	
	आंगनबाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	घाटा	4	300000	348598	
2012-13	बलराम तालाब	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	घाटा रै	1	200000	2123023	
2013-14	मेड बंधान निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	घाटा रैयत	1			
	कपिलधारा कूप निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	घाटा रैयत	1	200000	2360544	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	सीमेन्ट कांक्रीट मार्ग निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	सेवकटोला	2	800000	2815580	
	बाउन्ड्रीबाल निर्माण	सर्वशिक्षा अभियान	प्राथमिक शाला	3	800000	2815601	
	मेढबंधान कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ग्राम घाटा	3	500000	2815623	
	शहतूत पौधा रोपण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ग्राम घाटा	4	250000	2815673	

**Village- Hadsinghari
(Population: 632)**

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	हेंडपंप	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यूपी)	हडसिंगरी	1	100000	348600	
	कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	हडसिंगरी	2	840000	348601	
2012-13	बकरी पालन	इंडक्सन आफ स्माल एनीमल्स एन्ड पौल्ट्री	हडसिंगरी	8	269019	2124508	
	भैंस पालन	इंडक्सन आफ लार्ज एनीमल्स	हडसिंगरी	9	126000	2124552	

2013-14	बलराम तालाब	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	हडसिंगरी	1	199999	2360698	
2014-15	पुलिया निर्माण कार्य	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	सिंधनपुरी रोड लपटी नदी पर	1	1200000	2553682	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	खेत सड़क निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	लखन के घर से गेन्दा के खेत तक	1	1500000	2815941	
	बाउन्डीबाल निर्माण	सर्वशिक्षा अभियान	प्राथमिक शाला	3	400000	2815968	
	मेढबंधान कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ग्राम हडसिंगरी	4	200000	2816062	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity.

Gram Uday se Bharat Uday- Applications (Community type) for Ghata Ryt GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	1	0	1
शांतिधाम/ कब्रिस्तान	1	0	1
सुदूर सड़क संपर्क	2	0	2
सामुदायिक शौचालय	1	0	1
बाउन्डीवाल	1	0	1
पंचायत भवन	1	0	1
शाला शौचालय	1	0	1
हैंड पम्प	1	1	2
अन्य	1	0	1

D. Gram Panchayat Gourakanhari

Samnapur Block, Dindori District

3 Villages- Dhaba Van Gram, Goura Kanhari Van Gram, Jeelang Van Gram

Gourakanhari Gram Panchayat located in Samnapur Block in Dindori district has three villages: Dhaba Van Gram, Goura Kanhari Van Gram and Jeelang Van Gram. An analysis of the Master plans of the three villages since the year 2011 upto 2015 points to prioritization of works related to road construction across all three villages. Goura Kanhari Van Gram has

prioritised works related to water for irrigation purposes and provision of diesel pump. For the period between 2016-18, the prioritization encompasses works related to enhancing road connectivity and water related works for irrigation. Goura Kanhari Van Gram and Jeelang Van Gram have also prioritized Shantidham Construction for this period. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.

Village- Dhaba Van Gram (Population: <i>Unknown</i>)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण ढाबा	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	1	500000	348431	
	रोड निर्माण दादर रोड	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	2	500000	348432	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	मिट्टी मुरूम मार्ग निर्माण, केशराम के घर से जंगल तक	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	2	1200000	3126882	
	मिट्टी मुरूम मार्ग निर्माण दादरटोला में	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	3	1500000	3126906	
	मेढबंधान कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	5	50000	3126946	
	कपिलधारा कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ढाबा	7	250000	3126984	

Village- Goura Kanhari Van Gram (Population: <i>Unknown</i>)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गौराकन्हारी	1	500000	348407	

	घाट कटिंग	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गौराकन्हारी	2	500000	348408	
2012-13	तालाब निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गौराकन्हारी	13	500000	2120513	
	डीजल पंप	National Rural Livelihood Mission (NRLM)	गौराकन्हारी	16	30000	2120525	
2013-14	कपिलधारा	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गौराकन्हारी	4	400000	2362622	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	सीसी रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	भगरती बाई के घर से तिलराम के घर तक	1	300000	2867189	
	शांतिधाम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	समहर के घर पास	2	1500000	2867221	
2017-18	खेल मैदान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गौराकन्हारी	7	1500000	3127037	

**Village- Jeelang Van Gram
(Population: Unknown)**

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण एवं घाट कटिंग जीलंग	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जीलंग	1	500000	348419	
	मशनी नाला से दीवन टोला रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जीलंग	2	500000	348420	
2013-14	रोड निर्माण कार्य	आधारभूत न्यूनतम सेवाएं (सड़कें)	जीलंग	13	1500000	2362790	
	घाट कटिंग	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	खुरीपानी नाला	14	800000	2362808	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	शांतिधाम निर्माण,	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जीलंग	4	1200000	3118167	

	मेढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जीलंग	7	30000	3118271	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जीलंग	7	125000	3118276	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity, tree planting, boundary wall construction and access to drinking water through hand pumps.

Gram Uday se Bharat Uday- Applications (Community type) for Gourakanhari GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	2	0	2
खेल मैदान	1	0	1
शांतिधाम/ कब्रिस्तान	1	0	1
सुदूर सड़क संपर्क	1	0	1
वृक्षारोपण	2	0	2
पक्की नाली निर्माण	1	0	1
सामुदायिक शौचालय	1	0	1
बाउंड्रीवाल	2	0	2
शाला मे अतिरिक्त कक्ष	1	0	1
आंगनवाड़ी भवन	1	0	1
हैंड पम्प	2	0	2
नल जल योजना	1	0	1

E. Gram Panchayat Jadasurang

Samnapur Block, Dindori District

3 Villages- Chapwar, Jadasurang, Kikariya

Jadasurang Gram Panchayat located in Samnapur Block in Dindori district has three villages: Chapwar, Jadasurang and Kikariya supporting a total population of 1,697. An analysis of the Master plans of the three villages since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking purposes and irrigation) and construction of roads with Chapwar and Kikariya also prioritizing construction of a community centre. However, for the period between 2016-18, the approved works only consist of embankment construction for Chapwar and Jadasurang and road construction for Kikariya. This includes

approved budgets for works /activities pertaining to Mahatma Gandhi Rural Employment Guarantee. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Chapwar (Population: 380)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चपवार	1	10000	348474	
	पुलिया निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चपवार	2	400000	348475	
2013-14	रोड निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	किरंगी नाला से जंगल सरहद तक	1	500000	2358111	
	कपिलधारा	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चपवार	3	360000	2358130	
2014-15	सामुदायिक भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	ग्राम चपवार	7	800000	2559298	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	मेढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चपवार	1	50000	2851004	
Village- Jadasurang (Population: 771)							
Approved Works of Previous years (2011- 2015)							

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	1	15000	348482	
	तालाबगहरीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	2	400000	348483	
2012-13	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	11	2100000	2136072	
	समतलीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	12	1350000	2136095	
2013-14	मेडबंधान निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	1	150000	2358036	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	मेडबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जाड़ासुरंग	2	500000	2851144	

Village- Kikariya (Population: 546)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	किकरिया	1	5000	348496	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	किकरिया	2	450000	348497	
2012-13	समतलीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	किकरिया	13	750000	2135660	
2013-14	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चांदकिकरिया	5	1000000	2358165	
2014-15	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	ग्राम किकरिया	4	0	2559425	
	सामुदायिक भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	ग्राम किकरिया	7	1000000	2559433	
Approved Works for 2016- 2018							

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	खरखा से झिलमीली नदी तक	3	1000000	2850430	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around tree planting and construction of boundary walls.

Gram Uday se Bharat Uday- Applications (Community type) for Jadasurang GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
वृक्षारोपण	2	0	2
बाउंड्रीवाल	2	0	2
ई.कक्ष	1	0	1

F. Gram Panchayat **Khamha Mal**

Samnapur Block, Dindori District

2 Villages- Bital Bahera Van Gram, Khamha

Khamha Mal Gram Panchayat located in Samnapur Block in Dindori district has two villages: Bital Bahera Van Gram and Khamha supporting a total population of 1,409. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking purposes and irrigation), boundary wall construction and housing through Indira Awas Yojana. Bital Bahera Van Gram has also prioritised works relating to Anganwadi construction and pig farming while Khamha has prioritised provision of a playground. However, for the period between 2016-18, the prioritization encompasses works related to enhancing road connectivity for both villages. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee and a regional development programme called "Vidhayak Kshetriya Vikas Karyakram". However, what is not really clear is what are the works that have been prioritized under each of these programmes/ mission in that particular village or GP.



Village- Bital Bahera Van Gram (Population: 256)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	बाउंडीवाल	सर्वशिक्षा अभियान	बीतलबहरा	1	320000	349850	
	आंगनवाड़ी	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बीतलबहरा	3	500000	349852	
2012-13	सुअरपालन	National Rural Livelihood Mission (NRLM)	बीतलबहरा	17	20000	2126564	
	इंदिरा आवास योजना	इन्दिरा आवास योजना	बीतलबहरा	19	300000	2126650	
2013-14	कपिलधारा	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बीतलबहरा	1	800000	2351585	
2014-15	सीसी रोड निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बीतलबहरा	1	500000	2561448	
	इंदिरा आवास निर्माण	इन्दिरा आवास योजना	बीतलबहरा	1	750000	2561458	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	सीसी रोड निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बीतलबहरा	1	1000000	2914649	

Village- Khamha Population: 1,153							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	बाउंडीवाल निर्माण	सर्वशिक्षा अभियान	शाला मे	1	400000	349836	

	खेल मैदान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	स्कूल भवन के पास	2	500000	349837	
2013-14	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351411	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351412	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351413	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351414	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351415	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351416	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351417	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351418	
	पेयजल कूप निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	वनवासी टोला	1	250000	2351419	
2014-15	इंदिरा आवास योजना	इन्दिरा आवास योजना	खाम्हा	1	375000	2561413	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	CC Road	विधायक क्षेत्रीय विकास कार्यक्रम	lakhan ke ghar se rannu ke ghar tak	2	732000	2871198	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity and access to drinking water through piped water connections.

Gram Uday se Bharat Uday- Applications (Community type) for Khamha Mal GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन

खेल मैदान	1	0	1
सुदूर सड़क संपर्क	2	0	2
तालाब / स्टम्प डैम / अन्य जल संरचना	1	0	1
नल जल योजना	2	0	2
अन्य	1	0	1

G. Gram Panchayat Mohgaon

Samnapur Block, Dindori District

2 Villages- Mohgaon, Umariya

Mohgaon Gram Panchayat located in Samnapur Block in Dindori district has two villages: Mohgaon and Umariya supporting a total population of 963. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking purposes and irrigation) and provision of passenger waiting rooms. In addition, Mohgaon has prioritized works relating to fish ponds and anganwadis and Umariya has prioritized work for a gravel road for this period. However, for the period between 2016-18, Mohgaon's prioritization encompasses works related to extending electrical power lines and also expansion of mulberry farming. The works prioritized by Umariya for this period have not received approval and have been given the status of "Will be taken in the future" as per the MP Planning Commission Works list. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Mohgaon							
Population: 690							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks

2011-12	तालाब गहरीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मोहगांव	2	900000	348776	
	यात्री प्रतीक्षालय	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	मोहगांव	4	150000	348778	
2012-13	मछली तालाब	मत्स्य कृषक विकास अभिकरण विकास कार्यक्रम हेतु	मोहगांव	16	50000	2042675	
	मेंढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मोहगांव	17	375000	2042653	
2013-14	आंगनवाडी	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मोहगांव	8	0	2355934	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	विधुत लाईन विस्तार	मजरे/टोले का विद्युतीकरण	वाड क्रमांक 1	1	1500000	2847289	
2017-18	मलबरी विस्तार	समूह में कार्य	मोहगांव	4	3000000	3333780	

Village- Umariya (Population: 273)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	तालाब गहरीकरण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	उमरिया	2	300000	348791	
	यात्रीप्रतीक्षालय	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	उमरिया	4	100000	348797	
2013-14	मिट्टी मुरूम मार्ग	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	उमरिया	6	2000000	2356091	
	मेंढबंधान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	उमरिया	7	2250000	2356097	
2014-15	कूप निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	कूप निर्माण कार्य उमरिया	1	300000	2553790	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
<i>No approved works listed for 2016- 18 in Umariya village</i>							

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not

reflect the individual demands. For this GP, the demands are largely around road connectivity and access to drinking water through hand pumps and irrigation facilities.

Gram Uday se Bharat Uday- Applications (Community type) for Mohgaon GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	35	0	35
खेल मैदान	3	0	3
शांतिधाम/ कब्रिस्तान	1	0	1
तालाब / स्टम्प डैम / अन्य जल संरचना	3	0	3
सामुदायिक शौचालय	2	0	2
बाउंड्रीवाल	6	0	6
स्वास्थ्य केंद्र भवन	1	0	1
हैंड पम्प	14	0	14
नल जल योजना	2	0	2
अन्य	5	0	5

H. Gram Panchayat **Bhoura**

Shahpur Block, Betul District

2 Villages- *Dodaramohar alias Bhoura, Gurgunda*

Bhoura Gram Panchayat located in Shahpur Block in Betul district has two villages: **Dhodaramohar alias Bhoura and Gurgunda** supporting a total population of 7,179. An analysis of the Master plans of the two villages since the year 2011 until 2015 points to prioritization of works related to drain construction in both villages with Dhodramohar alias Bhoura prioritizing works related to road connectivity and tree planting and Gurgunda prioritizing construction of a community center and *Shantidham*. For the period between 2016-18, the prioritization encompasses works related to water for irrigation purposes in both villages with Dhodramohar prioritizing works on road and drain construction and Gurgunda prioritizing works *Shantidham*, community center and Anganwadi Bhavan construction. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Dhodaramohar alias Bhouura
(Population: 5,956)

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सीमेंट रोड निर्माण 430 मी.	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	भौरा	1	2500000	951454	
	नाली निर्माण	राज्य वित्त आयोग	भौरा उर्फ ढोढरामोहार	2	150000	951455	
2012-13	वन संवर्धन	वन की कार्य योजना का क्रियान्वयन	भौरा आर डी एफ ७	4	0	2120438	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	Nali Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Bhouura Ward No 1 to 16	1	300000	2813073	
	CC Road Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Bhouura Ward No 10	2	500000	2813080	
	Med Bandhan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Bhouura	3	285000	2813085	
	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Bhouura	4	260000	2813091	

Village- Gurgunda
(Population: 1,223)

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सामुदायिक भवन	राज्य वित्त आयोग	गुरगुंदा	2	500000	951463	
	नाली निर्माण	राज्य वित्त आयोग	गुरगुंदा	3	150000	951464	
2013-14	शान्तिधाम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	गुरगुंदा	1	100000	2490255	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	Shantidham Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Gurgunda	1	500000	2813137	
	Samudayik Bhavan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Gurgunda	2	1000000	2813141	
	Anganwadi Bhavan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Gurgunda	4	800000	2813150	
	Kapil Dhara Kup	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Gurgunda	5	520000	2813156	
	Med Bandhan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Gurgunda	6	171000	2813158	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity and works categorised as “Miscellaneous works”.

Gram Uday se Bharat Uday- Applications (Community type) for Bhoura GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	1	0	1
अन्य	1	0	1

I. Gram Panchayat **Dabri**

Shahpur Block, Betul District

1 Village- *Dabri*

Dabri Gram Panchayat located in Shahpur Block in Betul district has one village: Dabri supporting a total population of 1,993. An analysis of the Master plans of this village since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking

purposes and irrigation), provision of CC roads, tree planting, Shantidham and housing. For the period between 2016-18, the prioritization encompasses works related to water (for drinking and irrigation purposes) and housing. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee and Pradhan Mantri Awas Yojana. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Dabri (Population: 1,993)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	जी.एस.बी. रोड निर्माण कार्य 2000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	डाबरी	1	500000	951072	
	तालाब निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	डाबरी	2	0	951073	
2012-13	वनसंवर्धन	वन की कार्य योजना का क्रियान्वयन	सावरिदा एस.सी.आई ५	6	0	2119868	
	वृक्षारोपण	वन की कार्य योजना का क्रियान्वयन	धुत्तापुरा आर.एफ.९ ५ए १०१	6	0	2120237	
	वन संवर्धन	पर्यावरण वानिकी	सावरिदा एससीआई ६	5	23500	2120257	
2013-14	शान्तिधाम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	डाबरी	1	500000	2490191	
	वन संवर्द्धन	वन की कार्य योजना का क्रियान्वयन	डाबरी	1	102960	2537621	

	वन संवर्द्धन	वन की कार्य योजना का क्रियान्वयन	डाबरी	1	64206600	2538362	
	सी.सी. रोड सहनाली निर्माण 150 मी.	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ)	डाबरी	2	500000	2490195	
	इंदिरा आवास	इन्दिरा आवास योजना	डाबरी	2	135000	2481942	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016- 17	Nirmal Neer	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Dabri	1	300000	2767979	
	Stapdem niran	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Dabri	2	1600000	2767980	
2017- 18	PRADHN MANTRI AWAS NIRMAN	मुख्य मंत्री आवास योजना (अपना घर)	DABRI	1	1200000	3175783	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around access to drinking water through hand pumps and irrigation facilities.

Gram Uday se Bharat Uday- Applications (Community type) for Dabri GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
तालाब / स्टम्प डैम / अन्य जल संरचना	18	0	18
हैंड पम्प	3	0	3

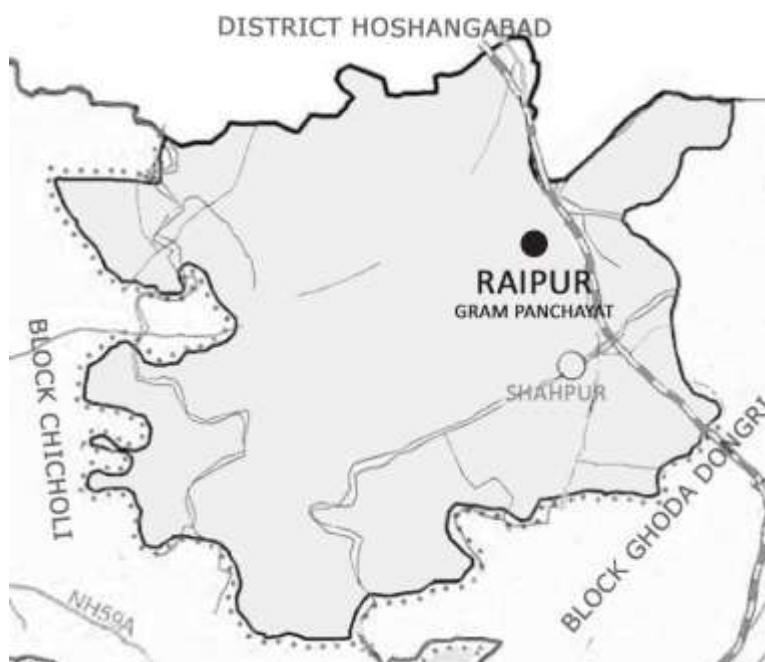
J. Gram Panchayat Raipur

Shahpur Block, Betul District

2 Villages- Hirawadi and Raipur

Raipur Gram Panchayat located in Shahpur Block in Betul district has two villages: Hirawadi and Raipur supporting a total population of 1,997. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to water (both for drinking purposes and irrigation), provision of CC roads and construction of drains with Hirawadi also prioritizing boundary wall construction and Raipur prioritising works related to afforestation. For the period between 2016-18, the prioritization encompasses works related to water (for irrigation purposes) and road connectivity with Raipur prioritizing housing along with these works. This includes approved budgets for works

/activities pertaining to Mahatma Gandhi National Rural Employment Guarantee and Indira Awas Yojana. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Hirawadi (Population: 263)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	पक्की नाली निर्माण	राज्य वित्त आयोग	हीरावाड़ी	2	0	951440	
	प्रा.शा. भवन में बाऊण्डीवाल	सर्वशिक्षा अभियान	हीरावाड़ी	3	150000	951441	
2013-14	स्टापडेम निर्माण	जनभागीदारी योजना	हीरावाड़ी	1	500000	2466288	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	हीरावाड़ी	1	0	2474631	
2014-15	सीसी रोड सह नाली निर्माण 600 मीटर	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रमेश के घर से प्रधानमंत्री रोड जोड तक	1	1000000	2564962	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	C.C.Road	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	malku k ghar se school tak	1	500000	2810708	
	C.C.Road	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Lakshmi k ghar se chaupal tak	2	800000	2810717	

	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Heerawadi	4	780000	2820631	
	Stap dem	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Hirawadi Aaganwadi se River tak	3	1500000	2810740	

Village- Raipur (Population: 1,664)							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड 150 मी.	जनभागीदारी योजना	रायपुर	1	200000	951445	
	पक्की नाली निर्माण	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	रायपुर	2	0	951446	
2012-13	वृक्षारोपण	वन की कार्य योजना का क्रियान्वयन	रायपुर पी ४०१	1	0	2120266	
	वन संवर्धन	वन की कार्य योजना का क्रियान्वयन	सांवरिदा एससीरआई १०	1	0	2120375	
2013-14	सी.सी. रोड सुखदेव के घर से हरिजन नाला 190 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रायपुर	1	500000	2466455	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रायपुर	1	0	2474616	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	C.C.Road 200 meter	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Badepura mai Sevri ke ghar se Braj k ghar tak	1	1200000	2725771	
	Rapta Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Bhoura marg par,	2	850000	2726123	
	Rapta Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Jhel kua k pass	3	700000	2726050	
	C.C.Road	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Ward No.6	4	900000	2726006	
	Rapta Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Soni ke khet ke pass	5	800000	2726103	
	C.C.Road	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Phahawadi mendha se Tekripura	6	900000	2810528	

	C.C.Road	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Tekripura se Sukhinaddi	7	500000	2810551	
	Indira Awas	इन्दिरा आवास योजना	Raipur	8	505860	2820648	
	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Raipur	9	1560000	2820649	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around boundary wall construction and access to drinking water through hand pumps.

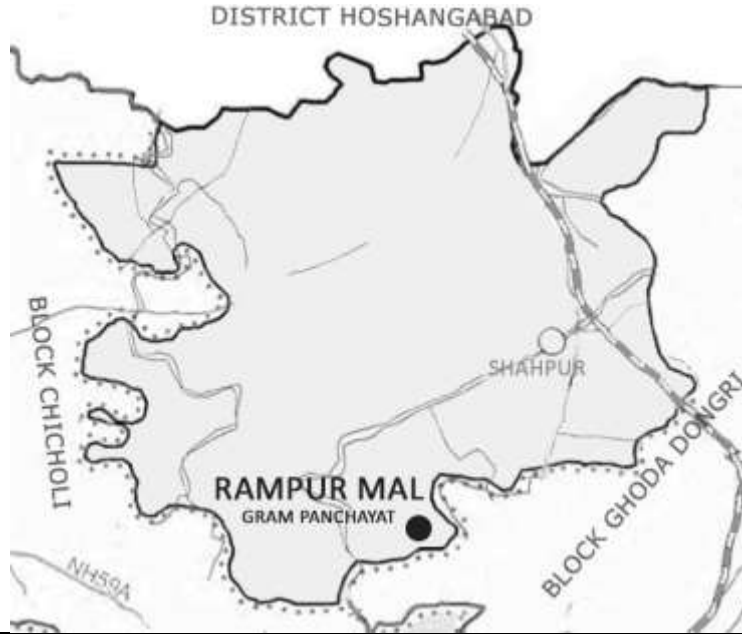
Gram Uday se Bharat Uday- Applications (Community type) for Bhoura GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
बाउंड्रीवाल	1	0	1
हैंड पम्प	1	0	1

K. Gram Panchayat **Rampur Mal**

Shahpur Block, Betul District

2 Villages- Hathikund and Rampur Mal

Rampur Mal Gram Panchayat located in Shahpur Block in Betul district has two villages: Hathikund and Rampur Mal supporting a total population of 2,535. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to water, CC road construction and boundary wall construction for schools with Hathikund also prioritising housing demands under Indira Awas Yojana and Rampur Mal prioritising works related to Anganwadi construction and fruit orchards. However, for the period between 2016-18, the prioritization encompasses works related to cow sheds under the Mahatma Gandhi National Rural Employment Guarantee in Hathikund and drilling for handpump under the National Rural Drinking Water Programme in Rampur Mal. The approved budgets for works /activities are pertaining to the above-mentioned schemes. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Hathikund Population: 855							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड निर्माण कार्य 330 मी.	Development of Tribal Bastis/ Construction of CC Roads	हाथीकुण्ड	1	300000	951264	
	शाला भवनों बाऊण्डीवाल	सर्वशिक्षा अभियान	हाथीकुण्ड	2	500000	951265	
2013-14	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	हाथीकुण्ड	1	800000	2480586	
	इंदिरा आवास	इन्दिरा आवास योजना	हाथीकुण्ड	1	90000	2480615	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2017-18	PASU SED NIRMAN	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	RAMPUR MAL	2	100000	3176959	
	PASU SED NIRMAN	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	RAMPUR MAL	2	600000	3176960	

Village- Rampur Mal Population: 1,680							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड निर्माण कार्य 200 मी.	Development of Tribal Bastis/	रामपुरमाल	1	300000	951268	

		Construction of CC Roads					
	ईजीएस स्कूल में बाऊण्डीवाल	सर्वशिक्षा अभियान	ग्राम पंचायत	3	500000	951270	
2013-14	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	रामपुरमाल	1	600000	2480639	
	नन्दन फलोद्यान	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रामपुरमाल	1	105000	2480644	
	कपिलधारा कूप	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	रामपुरमाल	1	320000	2480656	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	Hendpump Khanan	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यूपी)	Rampur mal	1	100000	2825401	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, no community demands were made during this exercise.

Gram Uday se Bharat Uday- Applications (Community type) for Rampur Mal GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
<i>No applications for community type works in Rampur Mal GP</i>			

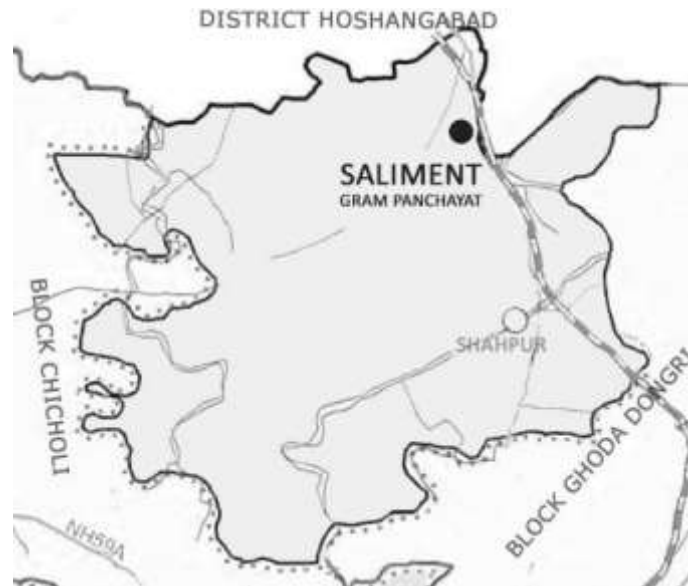
L. Gram Panchayat Saliment

Shahpur Block, Betul District

4 Villages- Dhar F13, Chirmatekdi (Ryt), Mansingpura Ryt and Saliment

Saliment Gram Panchayat located in Shahpur Block in Betul district has four villages: **Dhar F13, Chirmatekdi (Ryt), Mansingpura Ryt and Saliment**. An analysis of the Master plans of the four villages since the year 2011 upto 2015 broadly points to prioritization of works related to CC road construction, building and boundary wall construction (Anganwadi Bhavan, community centre), water related works (for drinking and irrigation purposes), tree planting and housing in most of the villages. For the period between 2016-18, only works for Dhar F13 and Mansingpura have been approved and encompass construction of CC roads

with drains with Mansingpura also prioritising construction of an Anganwadi Bhavan, community centre and Stop Dam. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Dhar F13							
Population: <i>Unknown</i>							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड	Development of Tribal Bastis/ Construction of CC Roads	धार	1	500000	951477	
	हेण्डपम्प खनन	हैण्ड पम्पों का नियमित संधारण	धार	3	0 (Status-Already Sanctioned)	951479	
2012-13	वन संवर्धन	वन की कार्य योजना का क्रियान्वयन	सालीमेट आरडीएफ ११	1	204000	2120058	
	वन संवर्धन	वन की कार्य योजना का क्रियान्वयन	सालीमेट आरडीएफ १०	2	0	2120072	
	वन संवर्धन	वन की कार्य योजना का क्रियान्वयन	धार आरडीएफ १०	2	0	2120075	
	वृक्षारोपण	वन की कार्य योजना का क्रियान्वयन	धार आर.एफ.१ ५६	1	0	2120254	

	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	धार	1	600000	2480185	
	इंदिरा आवास	इन्दिरा आवास योजना	धार	1	80000	2480198	
	इंदिरा आवास	इन्दिरा आवास योजना	धार	1	120000	2480199	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	सीसी रोड सहनाली निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	जया मोहल्ला धार	1	500000	2705349	

Village- Chirmatekdi (Ryt) Population: 741							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	बाऊण्डीवाल	सर्वशिक्षा अभियान	शाला भवन चिरमाटेकरी	2	100000	951472	
2011-12	हेण्डपम्प खनन	हेण्ड पंप के प्लेटफार्म का निर्माण	चिरमाटेकरी	3	127000	951473	
2013-14	सामुदायिक भवन निर्माण	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	चिरमाटेकरी	1	600000	2480153	

Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
No approved works for 2016- 18 in Chirmatekdi (Ryt)							

Village- Mansingpura Population: 736							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड 200 मी.	Development of Tribal Bastis/ Construction of CC Roads	मानसिंगपुरा	1	0	951468	
2011-12	स्टापडेम	Development of Tribal Bastis/ Construction of CC Roads	मानसिंगपुरा	2	500000	951469	
2012-13	वनसंवर्धन	वन की कार्य योजना का क्रियान्वयन	मानसिंगपुरा आर डी एफ १५८	4	10500	2120230	
2012-13	वृक्षारोपण	वन की कार्य योजना का क्रियान्वयन	मानसिंगपुरा आर.एफ. १५८	5	0	2120395	

2013-14	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	मानसिंगपुरा	1	600000	2480273	
	सामुदायिक भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	मानसिंगपुरा	1	600000	2480279	
	बाऊण्डीवाल	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	शाला भवन	1	300000	2480292	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	नवीन आंगनवाड़ी भवन	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मानसिंगपुरा	1	500000	2705174	
	सीसी रोड सहनाली निर्माण	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	चैतराम के घर से नवीन आंगनवाड़ी केन्द्र तक	2	600000	2705184	
	सामुदायिक भवन	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बजरंग मंदिर के पास	3	700000	2705192	
	स्टापडेम निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	भागराम वल्द मुंशी एवं करमसिंग मुंशी के खेत पास	5	1000000	2705207	

Village- Saliment Population: 1,456							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड़ 334 मी.	Development of Tribal Bastis/ Construction of CC Roads	सालीमेट	1	500000	951474	
	बाऊण्डीवाल	सर्वशिक्षा अभियान	शासकीय भवन सालीमेट	2	100000	951475	
2013-14	सामुदायिक भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	सालीमेट	1	600000	2480510	
	इंदिरा आवास	इन्दिरा आवास योजना	सालीमेट	1	90000	2480542	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
No approved works for 2016- 18 in Saliment village							

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, no community demands were made.

Gram Uday se Bharat Uday- Applications (Community type) for Saliment GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
<i>No applications for community type works in Saliment GP</i>			

M. Gram Panchayat Sitaljhiri

Shahpur Block, Betul District

2 Villages- Dhappa and Sitaljhiri

Sitaljhiri Gram Panchayat located in Shahpur Block in Betul district has two villages: **Dhappa and Sitaljhiri** supporting a total population of 2,675. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to provision of road connectivity (CC road, gravel road, bridge construction) for both villages with Sitaljhiri also prioritizing works around stop dams, roof construction over village meeting place and afforestation. However, for the period between 2016-18, no works have been approved for Dhappa and for Sitaljhiri, the prioritization encompasses works related to water for irrigation purposes and construction of an Anganwadi Bhavan. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Dhappa
Population: 973

Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	ग्रेवल रोड निर्माण कार्य	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	ढप्पा	1	500000	951259	
	पुलिया निर्माण कार्य	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	ढप्पा	2	500000	951260	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
No approved works for the period 2016- 18 in Dhappa village							

Village- Sitaljhiri Population: 1,702							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	सी.सी. रोड निर्माण कार्य 300 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	सीतलझिरी	1	400000	951254	
	चौपाल छत निर्माण कार्य	जनभागीदारी योजना	सीतलझिरी	2	100000	951255	
2012-13	स्टाप डेम निर्माण	जनभागीदारी योजना	सीमलझिरी	5	500000	2566649	
2013-14	वन संवर्द्धन	वन की कार्य योजना का क्रियान्वयन	तारा	1	137280	2537574	
	वन संवर्द्धन	वन की कार्य योजना का क्रियान्वयन	तारा	1	77500	2537681	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016- 17	Anganwadi Bhavan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Sitaljhiri	1	1200000	2772079	
	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Sitaljhiri	2	1040000	2772096	
	Med Bandhan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Sitaljhiri	3	100000	2772105	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, no community demands were made during this exercise.

Gram Uday se Bharat Uday- Applications (Community type) for Sitaljhiri GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
<i>No applications for community type works in Sitaljhiri GP</i>			

N. Gram Panchayat Tangna Mal

Shahpur Block, Betul District

4 Villages- Barjorpur, Dhamnya, Tangna Mal and Tangna Ryt

Tangna Mal Gram Panchayat located in Shahpur Block in Betul district has four villages: Barjorpur, Dhamnya, Tangna Mal and Tangna Ryt supporting a total population of 3,831. An analysis of the Master plans of the two villages since the year 2011 upto 2015 points to prioritization of works related to road connectivity (CC roads, gravel roads) in all villages with Barjorpur and Dhamnya prioritising water (both for drinking purposes and irrigation) and Tangna Mal and Tangna Ryt prioritising works related to building construction (Anganwadi bhavan, E- Panchyat Bhavan, Panchyat Bhavan, etc.). However, for the period between 2016-18, no works have been prioritized for Tangna Mal and the works for the other three villages encompasses works related to water (for drinking and irrigation purposes) with Barjorpur also including a playground and Tangna Ryt, toilet construction. This includes approved budgets for works /activities pertaining to Mahatma Gandhi National Rural Employment Guarantee, National Rural Drinking Water Programme and Nirmal Bharat Abhiyan. However, what is not really clear is what are the works that have been prioritized under each of these programmes/mission in that particular village or GP.



Village- Barjorpur Population: 509
Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011 - 12	रोड निर्माण कार्य 2000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बरजोरपुर	1	500000	951132	
	रोड निर्माण कार्य 1000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	बरजोरपुर	2	0	951133	
2014 - 15	निर्मल नीर	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	अंतराम केघर सामने	1	280000	2575187	
	कपिलधारा नथ्या व. मरू	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	नथ्या व. मरू के खेत में	2	270000	2575189	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016- 17	CC Road Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	1. men road se sarvan ke ghar tak 2. men road se shriram ke ghar tak 3. shriram ke ghar se singaji tak 200m	1	1800000	2833444	
	khel maidan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	BARJORPUR	3	500000	2833472	
	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	BARJORPUR	4	520000	2833481	
	Med Bandhan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	BARJORPUR	5	300000	2833485	

Village- Dhamnya

Population: 1,683

Approved Works of Previous years (2011- 2015)

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011 - 12	तालाब निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	धामन्या	1	0	951137	
	रोड निर्माण कार्य 2000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	धामन्या	2	500000	951138	
2014 - 15	कपिलधारा 02 हितग्राही	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	नंदन एवं इंदिरा	1	540000	2575191	
	सी.सी. रोड सहनाली निर्माण 100 मी. पंचपरमेश्वर	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	मुख्य सड़क से बजरंग मंदिर एवं बजरंग मंदिर से सुंदर पटेल के घर की ओर	2	600000	2575195	

Approved Works for 2016- 2018

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	Hend PUMP khaman	नेशनल ग्रामीण पेयजल कार्यक्रम (एनआरडीडब्ल्यूपी)	Dhamnya	3	100000	2831010	
	Kapildhara Kup Nirman	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Dhamnya	4	780000	2831047	
	Med Bandhan	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Dhamnya	5	284000	2831062	

Village- Tangna Mal Population: 1,384							
Approved Works of Previous years (2011- 2015)							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण कार्य 1000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	टांगनामाल	1	250000	951123	
	चौपाल निर्माण कार्य	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	टांगनामाल	2	100000	951124	
2013-14	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	टांगनामाल	1	500000	2489753	
	सी.सी. रोड सहनाली निर्माण 160 मी.	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ)	टांगनामाल	1	500000	2489755	
	शान्तिधाम	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	टांगनामाल	1	200000	2490220	
2014-15	ई-पंचायत भवन निर्माण	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	पंचायत भवन के बाजू में	1	400000	2575207	
	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	बड़ाढाना	2	600000	2575210	
	नवीन ग्राम पंचायत भवन निर्माण	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	टांगनामाल	1	1500000	2575218	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
No approved works for 2016- 2018 in Tangna Mal village							

Village- Tangna Ryt Population: 255							
Approved Works of Previous years (2011- 2015)							

Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2011-12	रोड निर्माण कार्य 2000 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	टांगनारैयत	1	0	951128	
	मुरमीकरण रोड 900 मी.	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	टांगनारैयत	2	0	951129	
2014-15	आंगनवाड़ी भवन	पिछड़ा क्षेत्र अनुदान कोष (बीआरजीएफ-RD)	इमरत नागले की शासकीय जमीन में	1	600000	2575275	
	सी.सी. रोड सहनाली निर्माण 100 मी. पंचपरमेश्वर	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	हीरा के घर से छोटेलाल के घर तक	2	350000	2575282	
Approved Works for 2016- 2018							
Plan Year	Proposed Activity	Scheme Name	Location	Priority	Approved Cost	Demand ID	Remarks
2016-17	Shauchalay Nirman	Nirmal Bharat Abhiyan (NBA)	Tangna RYT	6	36000	2822560	
	Kapil Dhara Kup	राष्ट्रीय ग्रामीण रोजगार गारण्टी योजना	Tangna RYT	7	260000	2822587	

The next table encapsulates the data around works that were prioritised by the GP during the Gramoday se Bharat Uday exercise (2015-16). The data presented below does not reflect the individual demands. For this GP, the demands are largely around road connectivity, drain construction, boundary wall construction and works categorised as “Miscellaneous works”.

Gram Uday se Bharat Uday- Applications (Community type) for Bhoura GP			
विषय	मांग संबंधी आवेदन	शिकायत संबंधी आवेदन	कुल आवेदन
सी सी रोड	11	0	11
पक्की नाली निर्माण	2	0	2
बाउंड्रीवाल	2	0	2
आंगनवाड़ी भवन	1	0	1
अन्य	2	0	2

6. Emerging challenges, opportunities and imperatives

A deeper study of the Adhiniyam, amendments, rules and regulations and notifications constitutes the framework within which the GPOD intervention can be positioned. The analysis throws up several challenges, while also pointing to opportunities that exist and that can be availed while outlining the strategic actions for engagement with the GPs in MP. Clearly, MP has been a forerunner in affecting decentralization. However, it is also clear that in the recent past, there are several amendments and notifications that, on one hand, seem to create a confusion in the operationalization of the Adhiniyam and, on the other, in parts dilutes the spirit of the 73rd CAA, 1992. Yet, there are several ongoing efforts and interventions that can be built upon further to strengthen GPs as critical agents and drivers of change. Outlined below are some of the critical challenges and opportunities as well as emerging imperatives derived from the secondary research and the primary engagement in the field.

1. MP was the first state to hold GP elections post 73rd CAA, 1992. The current election cycle is already two and a half years. Widespread participation of Pradan SHG collectives and women in panchayat elections in this cycle clearly is an opportunity that should be leveraged to strengthen GPs in the two blocks. Additionally, our field engagement provided introductions to several women SHG members who stood for elections but were not elected. These women mentioned that they continue to be engaged in the GP on various development issues and hope to be elected in the next cycle. An obvious imperative is that these women be made a part of the GPOD exercise primarily to ensure connectivity even after the current election cycle of five years.

The Act also provides a good framework for the GP's and the GS's to work in tandem and deliver as institutions of local self-governance. The standing committees of the GP and the GS are an opportunity that can be leveraged to strengthen both these institutions. Furthermore, the Adhiniyam has undergone extensive changes that allow it to respond to the ground situation. That it has extensive rules and regulations facilitating the operationalization of the Act points to the robustness of the Act. Yet, a primary challenge is the current confusion between the roles of the GP and the GS. While the Adhiniyam seeks to institute direct democracy through Gram Swaraj, in effect, the back and forth on

the functional devolution as well as the debate on the role of the GS – whether an executive body or a general body – has not only diluted the spirit of the 73rd CAA, 1992, but has also created confusion on the ground. The devolution on the 3 F's as in many states in India is largely on paper. The GP's do not have funds and functionaries that are commensurate with the functions that have been devolved. The state of MP is no exception. As has been outlined in the Table 3 above, there are several domains from which the role of the GP has either been completely removed or has been significantly diluted. To quote an example as per the notification of the MP Government Mineral Resources Department (order no. / F-19-29 / 2014/12), the GP has no role to play in the maintenance of community assets. The following functions have been removed from the ambit of the GP and the GS: Controlling illegal mining / transport of minor minerals; Determining the responsibility of the concerned persons to neutralize the general or special exclusions of excavation; Income received from the minor minerals in the Gram Sabha area will be deposited in the Gram Kosh; Mineral Leases that are to arrive in the jurisdiction of the district and district panchayats or state government can only be given with advice from the related Gram Panchayat or Gram Sabha; use of minerals by the residents of the village will be used only on the basis of the conditions laid down by the Gram Sabha according to personal needs as per tradition.

2. Similarly, with effect from March 1, 2014, the powers of Creation of Ration Cards and distribution and maintenance of records related to it as well as establishment and maintenance of Grain Fund have been withdrawn from the GP's and the GSs.

These notifications clearly weaken the role of both the GPs and the GSs. However, these are several other functional areas where the GP and the GS has a vital role to play. To name a few critical areas: Drinking Water and Minor irrigation and watershed development; Welfare of weaker sections particularly of the Scheduled Castes and the Scheduled Tribes; Agriculture; Fisheries; Public Health and Family Welfare; Social Forestry & farm forestry; Minor forest produce; Education-primary & secondary; Rural electrification; Non-conventional energy.

A critical area where the role of the GP and the GS has been significantly diluted is that of public health and engineering department. As per the latest notification, the GPs and GS currently have the powers to monitor the construction of toilets in their villages including

those that are built in the schools. Several other functions have been removed. These include: site selection for hand pump; monitoring the depth, inward capacity and other related functions of mined tap coupes; certification of work on the basis of demand of the beneficiaries and resolution of proposal as per the scheme and send it to the concerned department; approval of plan type size and estimation; monitoring the work done by the Department; responsibility for operation / maintenance by the list of Beneficiaries / Consumers under the Gram Sabha; getting information on the maintenance of hand pumps from hand pump mechanics; selection of beneficiaries as certified by the Gram Sabha; payment of grants to the beneficiaries through the Gram Sabha on the basis of certification of Gram Sabha; construction of sanitation complex for women; and, responsibility for publicity and public awareness.

Thus, while there are gaps in the functional devolution, there are enough spaces that can be leveraged by the GP to initiate work immediately. What perhaps merits mention here is that the above analysis has a limitation in that the functional devolution is analysed from the departmental notifications. Detailed analysis for any rules/scheme framework (pertaining to specific functions) will be undertaken subsequently to further understand the role that a GP is expected to play in delivering that function. Further analyses that will strengthen this understanding is that of the centrally sponsored schemes and what roles do these schemes mandate for the GPs and the GSs.

3. Extensive decentralized planning process as outlined in Section 5.1. above is another opportunity that can be leveraged. The state planning commission undertakes this exercise every year. The outcomes of this exercise, atleast in principle, present a snapshot of the needs, requirements and priorities of the villages in GPs across the state. The state planning commission website hosts an extensive database on these plans. However, implementation and enforcement of these plans is lacking. There are several reasons for this, critical ones being the state functioning in silos through its various arms and lack of information on financial resources or the resource envelop available at the district/block /GP level. It was also gathered that many of these plans are not prepared participatorily as is the original mandate. Usually, the GPs and GSs are not involved in the process. Furthermore, we also found that the plans so evolved are not very clear on what exactly are the works identified by the GPs, especially the more recent ones for the year 2016-

17-18. For instance, the plans between 2016-17-18 list several works under Annapoorna, NMOOP, SMAM and Soorajdhara. What exactly are these works/plans are not clear. Despite these issues, the village master plans not only provide an opportunity to start conversations with the GPs on the needs and priorities towards initiating real time interventions. Another opportunity would be to get involved in this exercise for the year 2018-19 to ensure the effective participation and ownership of the GPs and the GSs, paving a pathway towards effective implementation.

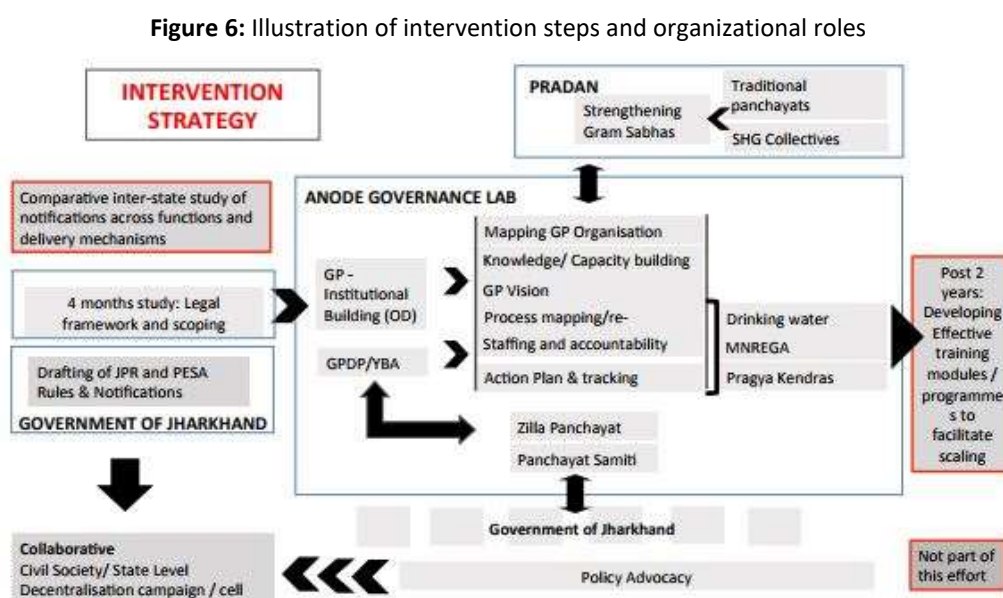
4. An associated challenge is the lack of information on the resource envelop available at the district and sub-district level. To facilitate integrated planning and its implementation resources- matching resources, both funds and functions are required. In the recent years there has been much talk as also attempts on the need to carry on exhaustive bottom up planning based on an understanding of the available financial resources or the 'resource envelop' at the district level. This envelop is essentially a convergence of funds from 14th Finance Commission, SFC, MGRNEGS, IAY, (now PMAY-R), own revenue sources etc. So far, our primary field engagement in MP has not allowed us to get a comprehensive idea of the resources available. While efforts are ongoing in getting a sense of the funds that are available to plan and implement works at the GP level, what is clear that the Panch Parmeshwar funds are flowing into the panchayats directly and the GPs have the autonomy to plan as per these funds. This constitutes an opportunity that can be leveraged by the GPs to start discussing and implementing their own plans, programmes and priorities.

7. Way forward and next steps

In this chapter, the attempt is to build on the findings of the study to propose steps for creating a framework for strengthening governance processes in Madhya Pradesh. With a view to developing mechanisms, which will work on the ground as well as to extrapolate learnings towards developing solutions at scale, it is suggested that real time change management work is undertaken with select panchayats while simultaneously consolidating and documenting tools for wider consideration. Based on discussions with Pradan, intensive engagement can be planned with 10 selected GPs in Shahpur and Samnapur (10 GPs out of the 14 GPs listed in Annexure 1). Intervention steps will include continuous interaction and coordination with the other key institutions of decentralisation, i.e., the Gram Sabha and the other tiers of the government. Collaboration with civil society organisations will be key for policy advocacy at different levels.

7.1 Intervention strategy

With the significant mandate and promise related to effective GP institutions, the proposal is to keep the GP institution at the centre of the intervention, while engaging with citizens as well as other government tiers. Figure 6 outlines intervention steps and plausible roles of organisations. Certain actions are required but are presently not a part of the intervention steps. Each of the key actions is described below.



Source: Illustrated by Anode Governance Lab

GP Institution building:

As a constitutionally mandated body, the GP is the custodian of values enshrined in the Constitution. The need is to build the GP organisation components in a way that they are aligned and lead to effective governance and service delivery.

Working towards strengthening the GP institution, we will work with the organisation development framework (explained in Chapter 3.0) as we are approaching organisation building from a systemic view and want to associate with members of the institution as participants and not recipients of change. Recognising that change is complex and also takes its own course, we need to envisage a stage-by-stage process, which takes into account factors of institutional maturity. Moreover, given that people are the key drivers of change, we need to pace the journey with their priorities and aspirations.

The movement from one stage to the next may be slow or it may take an exponential turn. As the change process is underway, there is need for several anchors, which people can relate with, participate and attribute to the on-going intervention.

Coordination mechanism with Panchayat Samiti, Zilla Panchayat and State departments

As the Gram Panchayat institution comes of its own, its relationship with other tiers and departments will undergo change. Presently, the treatment of the GP is that of an extension of a department, as a delivery arm. The focus will slowly nudge towards GP setting its priority and negotiating its space as an equal inter-governmental body. While this is advantageous to all in the long run, as service goals and administrative norms are better met, there are likely to be frictions in the immediate and short term. Mutual understanding and coordination is required, and mechanisms of inter-institutional delivery and coordination need to be set in place. One such requirement would be to streamline processes and parallel committees under different CSS and State departments with the operational mechanism of the GP.

Empowered citizens

Parallely, an engagement will need to be planned with citizens, as they are both recipients of services and by law, the oversight body. The analysis of MPGP Act 2001, PESA as well as other programs and schemes reveal significant role of the Gram Sabha. Civic literacy, political education and knowledge of audit tools such as the RTI among citizens will enable

them to participate in governance processes and are critical for higher accountability and transparency. Knowledge and skills of the SHG collectives form a solid foundation for an active citizen engagement. Pradan with its extensive work with SHG collectives is best placed to lead this effort.

Policy Advocacy

The proposed intervention is a focussed and structured effort towards strengthening the GP institution. Our learnings as well as tools designed at different project steps can be shared with the State, and can feed into larger State led campaigns and programs. Processes will need to be set for policy advocacy and a larger civil society engagement will be required.

7.2. Intervention steps (limited to those proposed to be led by Anode)

This section describes each intervention step in some detail, with Figure 7 providing a glimpse of various project steps, key outputs and outcomes envisaged. It also details the unit of intervention and need for inputs and coordination with other agencies, as required.

Figure 7: Summary of project steps, key outputs and expected outcomes

	Key Outputs	Outcome	GS	GP	PS	ZP	GoJh
1 Mapping the GP	1. Self analysis on state of GP organisation 2. Index for longitudinal and interGP comparison	Initial seeds of thinking of GP as an institution and what needs to be done to make it effective					
2 Knowledge and Skill building	1. Continuous knowledge and skills upgradation among members and staff	Equipping participants with knowledge and skills to leverage resources, including from other tiers					
3 GP Vision and Values	Vision statement which members, staff and other key stakeholders of the GP identify with, which gives a direction for decision making	Consolidation of GP identity, team with a sense of purpose					
4 Process mapping and Re-engineering	1. Re-engineered processes 2. Role clarity among different agencies involved in delivering the processes	Targeted improvements in identified functions/services					
5 Staffing and accountability mechanism	1. Role descriptions of key stakeholder(s) involved in delivery of GP functions 2. Operating guidelines for inter-institutional coordination 3. Development of grassroots GP leaders	Clarity, alignment and ownership of GP deliverables; distributed leadership in the GP					
6 Action planning and tracking	GP Annual plans and budgets	75% of achievement of plan					
Key unit of intervention		To provide inputs					

Source: Illustrated by Anode Governance Lab

A. Mapping Panchayat's organisation

Gram Panchayat mapping is a process whereby GPs are objectively evaluated on parameters related to different facets of panchayat functioning both from sectoral and institutional perspectives, at a given point in time. The mapping will be a self-assessment process conducted at individual GPs.

Expected outcome: The mapping process will set in motion the thinking regarding GP's identity as an institution of local self government and how do we make it more effective.

B. Knowledge & Capacity Building

Design and dissemination of knowledge and skills in the GP. Modules will be designed to provide legal, political & administrative knowledge and skills related to different functions of the GP, describing the 3Fs, notified delivery mechanisms with roles of GP as well as other institutions. Skills such as planning, budgeting, negotiation etc. may also be part of the modules. Dissemination of these modules will be spaced at different times in the duration of the project, at appropriate times as per requirement, and will cover elected members, staff as well as, for relevant topics, the citizens of the panchayat.

Expected outcome: Equipping participants with knowledge and skills to leverage resources, including from other tiers

C. Developing GP Vision

A Vision is a dream or creation of a mental image about a desirable future state. It comprises of values or principles that guide our day-to-day behavior and actions towards achieving this desirable future state. A vision only concentrates on the dream, not on how to achieve it. In the context of panchayats, the vision would be a long-standing dream of what the members, staff, traditional leaders and other citizens of the GP want their ideal Gram Panchayat institution to be.

The Gram Panchayat being a constitutional body, it will need to understand values it must uphold and further describe how these values will be demonstrated in their GP. Articulation and description of values and its demonstration help build a code of conduct for the GP and guide all aspects of the GP's functioning.

Expected outcome: Consolidation of GP identity, team with a sense of purpose

D. Process mapping and re-engineering

Mapping a process helps describe different activities and roles of different stakeholders involved (as-is process). Further, it identifies and addresses lacunae, creating a more effective 'to-be process', describing activities to be performed at different levels, roles of different stakeholders and funds requirements. The participative methodology helps in bringing out issues in the open and a platform to negotiate roles as well as set accountability mechanisms, which may detail and even recommend alternations in the existing notification of the department further.

Expected outcome: Targeted improvements in identified functions/services.

E. Staffing and accountability mechanisms

The roles of Gram Panchayat as a whole as well as that of the Mukhia/Up Mukhia are detailed in the JPR Act. Many state and centrally sponsored schemes and programs detail the roles of Gram Panchayat as well as Gram Sabha. However, given the extensive mandate of the GP, there is need to further detail the required numbers and competencies for effectively achieving different goals of the GP, which will be defined for select functions based on process mapping exercise.

There is another crucial requirement for defining roles and accountabilities. While the roles of Mukhia and UpMukhia are defined, the roles of individual ward members, however, are not clarified. This potentially leads to over burdening of the Mukhia/ UpMukhia on one hand, and a Mukhia centric decision-making process on the other. However, the JPR Act does detail multiple Standing committees both at the GP and GS levels which provides opportunities for enlisting ward members and citizens in GP functioning, further making way for distributing leadership and hence transparency in the GP.

Expected outcome: Clarity, alignment and ownership of GP deliverables; distributed leadership in the GP.

F. Action planning and tracking

While the proposed engagement is not to be a linear process, action plans are effectively implemented once there is clarity on core organisation components, described in the preceding sections. Typically, GP planning should entail baseline, deliverables, indicators, activities, responsibilities and source of funds for 2 identified focus areas/functions as well

as plans prepared under GPDP. It also needs to cover other goals, including those requiring no or less resources, termed mostly as costless development. A monthly tracking system needs to be followed in the GP to gauge achievement versus plan and decide corrective action.

The above steps have been arrived at based on experience and insights gained from the Gram Panchayat Organisation Development project in Karnataka, and further enriched by the findings of the study of legal framework and status of devolution in Jharkhand.

Discussions with Pradan have added value at each step. However, the design may undergo change / alterations once the intervention is underway, as in the true spirit of organisation change and development, intervention should be guided by priorities and realities during implementation and not be a rigid framework.

7.3. Next steps

A Consultative workshop on the Legal Framework Study was held between 10th and 11th July, 2017 with Pradan staff, sectoral experts, NGOs, activists and the team from Anode Governance Lab. The tentative timeline for the next steps discussed during this workshop is illustrated in Figure 8.

Figure 8: Illustration of tentative timeline for activities following July 2017 workshop



Source: Illustrated by Anode Governance Lab

Pradan’s staff in Betul and Dindori Districts has been structured such that their co-ordinators are present at every GP and work with the women’s collectives in these geographies. During this launch workshop, it was discussed that an immediate step would be for the co- ordinators to begin interacting with the GPs to introduce this project and also inform the collectives.