# Proceedings of the National Workshop on Integrated District Planning

**MINISTRY OF PANCHAYATI RAJ**

**Dated: 25th – 26th September 2014**

**Venue**: Bhaskaracharya Institute of Space Application and Geo-informatics (BISAG),

Gandhinagar, Govt. of Gujarat

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**Ministry of Panchayati Raj, Government of India**

Panchayat, Rural Housing and Rural Development Department, Govt. of Gujarat

Science and Technology Department, Govt. of Gujarat

**Proceedings of the National Workshop on Integrated District Planning (IDP) held at BISAG, Gandhinagar, Gujarat on 25-26 September, 2014.**

A national workshop on Integrated District Planning (IDP) was held on 25-26 September, 2014 by Ministry of Panchayati Raj (Govt. of India) in partnership with Panchayat, Rural Housing and Rural Development Dept. (Govt. of Gujarat) and Bhaskaracharya Institute of Space Applications and Geo-Informatics (BISAG). The workshop provided a unique opportunity where all stakeholders and practitioners of 'Decentralized, Participatory Planning' came together on a common platform to give further impetus to the concept of IDP. The participants included officials from the Ministries of Panchayati Raj, Rural Development; Planning Commission; 17 States and UTs; 8 line departments from Govt. of Gujarat; and from institutions like Indian Space Research Organization (ISRO), BISAG, National Informatics Centre (NIC), Kerala Institute of Local Administration (KILA), State Institute of Rural Development (SIRD) and other organizations that are key stakeholders in District Planning.

1. The list of participants is at **Annex-1**.
   - The schedule of activities (agenda) during the 2-day workshop may be seen at **Annex-2**.
   - The copies of all the presentations held during the workshop are enclosed and available on the Ministry's website for reference.
   - The video-recording of the proceedings of the workshop is also available on the Ministry website (http://panchayat.gov.in) for reference.

2. The workshop began with the welcome address by **Shri TP Singh, Director, BISAG** and was followed by symbolic 'lighting of the lamp' and welcome of the dignitaries. **Shri PK Parmar, Principal Secretary (Panchayat, Rural Housing and Rural Development, Govt. of Gujarat)** then welcomed all delegates and gave a brief introduction to decentralization initiatives in India and mentioned the steps taken

towards District Planning in the State of Gujarat. He highlighted the Taluka (Block) centric approach of developmental planning in the State leveraging Information Technology initiatives and particularly highlighted the key contribution of BISAG in transforming Planning and Monitoring Processes in the State.

3. **Shri Sushil Kumar, Joint Secretary (BRGF & e-Panchayat), MoPR** stated that despite the Planning Commission and MoPR issuing detailed guidelines on Integrated District Planning in 2008, scheme-specific planning continues to be the norm and the vision of an Integrated District Plan prepared through convergence of funds and sectoral integration still remains a goal often not achieved. He informed that despite the several previous attempts towards Integrated District Planning, MoPR, in partnership with the Planning Commission has decided to make efforts by facilitating development of Integrated District Plans in partnership with all State Govts. He explained that the workshop was aimed at sharing experiences and best practices in District Planning, identifying bottlenecks and formulating the roadmap for Integrated District Planning. He also expressed hope that the detailed discussions on various ICT and GIS enablers for District Planning would provide an insight of the possibilities of using technology as a facilitator in the planning process. He informed of the initiative taken by MoPR for e-enablement of the planning process at Panchayat level through adoption of PlanPlus Application (http://planningonline.gov.in) that enables convergence of resources at local level. He also introduced the idea of developing a National Panchayat Atlas and informed that developing this Atlas would be a priority for the Ministry. He also informed that BISAG was chosen as the venue for this national workshop in cognizance of the technology support that the Institute has been providing to the Govt. of Gujarat and advised all participants to replicate the best practices of BISAG in their respective States/UTs.

4. **Shri SM Vijayanand, IAS, Additional Secretary, Ministry of Rural Development** delivered the Keynote address of the workshop. He gave an overview of the history of decentralization and planning in the country and explained the concept of '*Participatory, Democratic Decentralization*'. It was emphasized that people's participation in the planning process is of prime importance and cannot be overlooked. The importance of 'District' as the planning unit for aggregation and integration of Plans was also explained. He laid emphasis on the idea of Multi Level Planning (MLP) and iterative planning processes at the District level to ensure that proposals of different PRIs merge into the District Plan, with 'assessment and prioritization' being made at the lowest level and then consolidated at higher levels. A well-articulated vision statement together with integration and consolidation of opinions gathered from Gram Sabhas was pointed out as an effective methodology for Planning, provided it is supplemented with qualitative data. The usage of Geospatial technology coupled with Participatory Resource Map was highlighted as the most suitable approach for planning. The importance of collating all Scheme (Centrally/State/District Sponsored/Externally aided) related information and their effective utilization for designing a suitable plan for the successful implementation at the District level was also touched upon by the speaker. He also expressed the need for strengthening the District Planning Committees (DPCs) and suggested provision of an administrative building and technical secretariat for all DPCs. He also suggested that the Govt. of India provide technical assistance to the DPCs through National Informatics Centre (NIC) while ensuring continued nurturing of this constitutional body. He laid emphasis on involvement of people in the planning process while using the technology assisted spatial analysis tools. He endorsed the **Manual for Integrated District Planning** prepared previously by Planning Commission as the main source of information that can guide the Districts in preparing Integrated District Plans. He advised all participants to go through the Manual and also advised them to see the Midnapore District Plan (1985-86) that is considered as one of the best District

Plans prepared till date. He also assured of his full support for all Districts that make any sincere efforts made towards IDP.

5. He suggested that the following points be kept in mind while making efforts towards developing a good District Plan:-

   i. Plan preparation should start from an 'impressionistic' approach addressing needs of political class based on their understanding and move towards database assisted rationale planning relying more on technology and data.

   ii. The phases of planning should consider necessities originating from the lowest tier (Ward/Neighbourhood/Local/Gram Panchayat level) and then consolidating the needs upwards.

   iii. Always link the different sectoral plans.

   iv. Prepare District plan irrespective of the presence/absence of political will, as anything good done for the district will be owned up in the process later by the governing body.

6. Finally, Shri Vijayanand concluded his address by suggesting the following sequence of steps for District Planning:

   i) Map all the schemes in the District i.e. list names of scheme in order of magnitude; identify total amount available; disaggregate the amount available in all schemes for various activities like salaries, construction, maintenance, etc.; determine who decides (State/ZP/BP/GP); determine who influences decision (who demands);

   ii) Resource mapping i.e. mapping the available resources with the various activities; decide how to match the priorities with the resources;

   He concluded by stating that this was easily possible if all the concerned District Officers sit together.

**Mr. B. D. Virdi, Advisor (Multi Level Planning Division), Planning Commission** highlighted the need for institutionalizing decentralized and integrated District Planning and touched upon some of the issues that could be addressed through IDP. He informed that the district planning guidelines issued by the Planning Commission in August, 2006 laid out the institutional design. However, it quickly became clear that the concepts and methodology associated with district planning were differently understood and practiced by different stakeholders. Hence, the Planning Commission, in consultation with States, developed and brought out the Manual for District Planning in 2008 as a detailed step-by-step guide delineating the process flow and suggesting instruments and tools to be used at different levels. He explained the importance of prioritization and planning for optimum utilization of resources and impressed upon the participants the need for looking into Planning, Monitoring and Implementation in a holistic manner, instead of focussing only on planning. He also shared a simplified note on the Manual for Integrated District Planning. A copy of the same is also enclosed.

7. **Dr. M.N. Roy, former Additional Chief Secretary, Govt. of West Bengal** began his address by impressing the importance of local planning for effective District Planning. He explained that while top-down planning starts with supply (allocation of funds), bottom-up planning starts from demand (need for resources). He stated that since local plans were meant to meet the aspirations of the local community, they need to be very detailed so that they are meaningful to the local community. Since Local Govts. have the functional accountability to implement the plans of the locality, the local Plans need to be participative, interactive, responsive and innovative. He also stated that the challenge lay in ensuring that the plans start with 'felt needs' and 'demands' and end with achieving the 'desired outcomes' of the investments made. He also expressed the need for having theme-based planning instead of the extant scheme-specific planning and having responsibility-based planning instead of money-based planning. He further stated that Panchayats need to capture the felt needs of development, assess requirement of resources, etc.

8. He also summarized the planning process as a sequence of following steps and then explained the challenges associated in each of these steps.

   (a) stock taking (assess status of resources, assets, services in a participatory manner),

   (b) envisioning (setting desirable quality standards and milestones),

   (c) resource envelop (assess availability of assets; prioritize no-cost and low-cost activities; own contributory funds of PRIs; availability of all scheme funds),

   (d) projectization of doable works/activities (technical inputs to GPs for projectize works; support from functionaries of line departments; coordination of activities by Block Panchayats, preparation of Plan document);

9. He then demonstrated how ICT and GIS based local planning was being done in many GPs of West Bengal under the Institutional Strengthening of Gram Panchayat (ISGP) project. More than 30 key indicators like schools, aanganwadis, PHCs, banks, post offices, etc. were identified on a map through community participation at GP level. Geo-referenced base maps of GPs, geo-tagging of assets, spatial dashboard for monitoring progress against indicators, generating alarms, capturing location and uploading pictures through mobile phones, ownership of data by GPs, feedback mechanism, etc. were some of the key features under this initiative. More details of the same may be seen online at www.demo.isgp.in.

10. **Mrs. Sarada Muraleedharan, IAS, Joint Secretary, MoPR** then made a case for strengthening District Planning Committees (DPCs). She informed that the reason for setting up Elected Local Bodies like Panchayats at local level (despite having other institutions) was to safeguard the interest of citizens, since Elected Representatives are far more representative of citizen's interest than officials ever can be. Similarly, she stated that the Constitutional mandate of DPC is to do Integrated District Planning i.e. coordination, consolidation and seeking approval of Plans from all Planning Units within a District. Furthermore, she informed that the Constitution states that 80% of a DPC should be comprised of representatives of District Panchayats and Urban Local

Bodies in proportion to the rural population, while the State is expected to nominate the remaining 20% of the members of DPC. Though it was envisaged that the State would nominate appropriate 'technical' persons to adequately capacitate the DPCs, many States have been nominating power-wielding Ministers as Chairpersons of DPCs, which often defeats the purpose of bottoms-up planning. Most other States have District Collectors while few have Zilla Panchayat Presidents as the Chairpersons of DPC. She stated that in many cases, ZP Presidents are generally not even aware of the role of DPCs.

11. She expressed the need to develop a Broad Development Framework for which the planning process would need to be a mix of both bottom-up and top-down planning. While the bottom-up planning would emerge from local level, the top-top planning would be determined by National priorities like immunization, etc. that would enable inter-District collaboration and ensure holistic development. She also expressed the need to demystify planning leveraging technologies like GIS so that it is easily understood by people and results in informed decision making. She suggested that State Govts should bring all the DPCs together and set development priorities. The readily available information with various Govt. Departments should be disaggregated at District/Block/Panchayat level to support planning. Discussions with line departments, ERs, etc. should also be held to bring in clarity and to motivate all stakeholders.

12. She suggested that DPCs should be assigned technical officials that are drawn from line departments and these officials should be made accountable to the DPCs. There is also a dire need to put in place a DPC Secretariat to provide permanent office space to DPC members since DPCs need to undertake coordination activities, ensure required technical expertise is provided at all levels, ensure standardization of plan/data formats, consolidation of Plans, etc. Hence she suggested there was a need to evaluate the manner in which DPCs are constituted. Finally, she concluded by opining that

besides Planning, DPCs should also be made responsible for implementation of the District Plans.

13. **Mr. TP Singh, Director, BISAG** made a presentation on **Applications of Space and Geo-informatics Technology in Panchayati Raj Institutions**. He began his address by stating that Adoptability, Affordability and Availability were the three key pillars for the institutionalization of Software Applications in Panchayats. He also emphasized that the data must be correct, available on time, easy to understand, easy to generate and should also be available at a reasonable price (*Sahi, Samay par, Saral, Saralta se, Sasta*). He also identified the key parameters that need to be considered while planning viz. Legality, Suitability, Acceptability, Productivity, Environmental Sensitivity, Disaster Proneness, Ownership and Economic Viability. He further stated that in order to ensure that the data conforms to the above parameters;

- *The data should be used for multi sector purpose,*
- *The data should be in 3D form for any engineering application works,*
- *The data needs to be standardized in order to be used in various departments,*
- *The data needs to be compatible,*
- *The data needs to be common.*

14. He then demonstrated how the various spatial datasets (layers) such as forests, roads, water supply, irrigation, check dams, watershed, drainage, railway, geology, hydrology, gradient, land, settlement, survey numbers, land owner, schools, aanganwadis, health centres, police etc. are being used in Gujarat for planning purpose by officers in all Govt. departments. Need-specific maps, assessment of site-suitability, digital atlases, etc. can now be generated on-the-fly by BISAG for any department for any specific purpose for any locality. He informed that the State Govt. had made it mandatory for all departments to ensure that their data is interoperable with that of other departments. Hence all data was being stored in a common database. Standardization of data was being ensured by using 'compatible' codes in

the registers and certificates of all departments. He also stated that today the spatial data of National Remote Sensing Centre (NRSC), NIC, BISAG etc. is not co-terminus and hence super-imposing datasets of two different platforms can lead to incorrect visualization of real-life scenarios. Hence he impressed upon the participants the necessity to ensure that the past, present and future data are all 'co-registered'. This would ensure that the multiple efforts in GIS by different organizations are all in harmony and can be used interoperably.

15. He highlighted the need for institutionalization of technology in governance, as is being done in Gujarat, to enable convergence of efforts and resources (*Data Ek, Upyog Anek*). He showed how GIS was being used at Village level for planning in MGNREGS. All survey numbers are geo-referenced, coded and stored in the database. Details of any new work proposed at a site is captured in the database through a mobile phone to ensure data capturing 'at source' and to prevent any duplication. He stressed the fact that technologists can merely leverage technology to scientifically analyze the inter-relationship of several parameters to visualize the possible real-life scenarios, but the decision-making must necessarily be done by the bureaucrats using such visualizations. He demonstrated the use of 3D satellite-image modelling to show how such visualizations can save significant time and cost in building reliable systems, instead of undertaking ground surveys which is a far more tedious and expensive method. He also advised all other participating States/UTs to apply GIS in a similar manner to transform governance. A copy of the presentation is available on the Ministry's website.

16. **# Panel Discussions**:

Four Panel Discussions were held on Day-1 of the workshop to discuss various aspects of Planning. Details are mentioned below:

17. **Panel Discussions # 1.**

**"Inter-Departmental Coordination in District Planning – Challenges and Possibilities":**

The panel was chaired by Shri Pankaj Joshi, IAS, Development Commissioner, Gandhinagar. Senior Officials from Line Departments of Gujarat from State and District levels were part of this panel. Shri Pankaj Joshi started the discussion by stating the roles and extent of involvement of various departments in preparation of District plan. He also highlighted various practical challenges faced in IDP, like line department working in silos, lack of integration/convergence/synergy between Line Departments in preparation & execution of District Plan, etc.

18. Shri Banchha Nidhi Pani, District Collector, SabarKantha (Gujarat), shared the key challenges faced in the District such as multiplicity of agencies, duplication of works, prioritization of works, lack of co-ordination between different field teams/agencies/line departments, wrong selection of resources/Assets and non-availability of current status/condition of existing Assets, etc. He shared that these challenges can be overcome by having a proper electronic database of all works & making it available in a Data Centre at District level in which analytics can be applied; continuous flow of information between State agencies/line department/local bodies can be enabled through a centralized cell at District level which monitors outcomes & gathers feedback; GIS based mapping and inspection of all Assets available & created. He also stated that planning must be 'outcome-focused' rather than 'output-focused' and special emphasis must be given to proper management of human resources and there should be a balanced distribution of work force. Capacity building & training of ground staff can also play a crucial role in inter-Departmental

co-ordination. He also highlighted the concept of a 'Development Flower' that captures progress against 10 parameters & identifies the areas that need attention through District Level Goals with SWOT analysis of Talukas, use of Chintan Shibirs in District & Talukas for team building, etc.

19. Shri Mahesh Singh, Member Secretary, Water Supply & Sewerage Board (Gujarat) shared his experience with the District Planning Board & roles of different line departments in preparation of integrated plans. He highlighted the crucial role of norms/benchmarking/guidelines laid by State & Central Government in preparation of Integrated District Plans. He also highlighted the utility of Asset mapping on GIS maps and in planning for the future.

20. Dr. Paresh Dave, Assistant Director, Health Department highlighted the issues & dependencies in inter-departmental co-ordination. He cited various examples related to Health Department in which issues arise because of poor co-ordination with Line Departments and poor planning at the District level. He also highlighted the roles of non-material resources i.e. leadership, discipline and time management in effective planning and execution.

21. Shri Kalpash Dave, Joint Secretary, Planning Department (Gujarat) shared his views on decentralized planning and on the approach taken by Gujarat to encourage participation of local representatives/officials to improve the Governance & development efforts at grassroots level. He highlighted the Aapno Taluko Vibrant Taluko (ATVT) - a Sub-District citizen-centric approach for taking consent of local people for all development works in a Taluk. Parent Offices had been set up to enable convergence of schemes to avoid duplication & overlapping of works under various schemes. An Executive Committee has been formed under chairmanship of Parent Officer and many local officers from Irrigation Department, Water Resources Department, Water Supply Department, Education Department and Health

Department are a part of this Committee. This Executive Committee also monitors the local needs and facilitates the Parent Officers in deciding the works in accordance with the needs. He explained how under the ATVT scheme, the Local Governments can find out their missing links & gaps to determine the priority of works at local level. The concept of ATVT can be seen on the website http://atvt.gujarat.gov.in

22. Subsequent to the above discussion, Prof. Rajan, (KILA) suggested that for ensuring effective inter-departmental coordination within the State/UT, the instructions must go from the Chief Secretaries of the States and some activities could also be coordinated from Chief Minister's Office. Secondly, he also recommended that Chapters on Integrated District Planning and GIS must be made mandatory (if not already present) in the course curriculum of Indian Administrative Service (IAS) academy as well as that of respective State Public Service Commission (PSC) Officials, Indian Police Service (IPS) and Indian Forest Service (IFS) training. JS, MoPR agreed to the proposition and stated that the same would be communicated to the concerned authorities. It was also recommended that the State Remote Sensing Centers must be involved in providing detailed insight and training to the State IAS Cadre officials as well as the State PSC officials through Administrative Training Institutes regularly. (**Action: MoPR, Dept of Space**)

23. **Panel Discussions # 2.**

   **"Strategies for Strengthening District Planning Committees (DPC)":**
   The panel was chaired by Ms. Sarada G. Muraleedharan, Joint Secretary, MoPR and the members were Mr. Amit Dhaka, District Collector, Hoshiarpur; Dr. Suryanarayan Reddy, SIRD, Andhra Pradesh; & Mr. R. K. Verma Dep. Secretary, Jharkhand.

24. Dr. Reddy initiated the discussion by welcoming the Ministry's idea of giving due significance to DPCs. He opined that while training the Elected Representatives (ERs) and Panchayat Functionaries (PFs) at all three tiers of Panchayats, one of the biggest

challenges is to get the ERs and the PFs to accept the definition of IDP and definition of DPC as per the constitution. He emphasised on the importance of the role of DPC in the process of IDP and stated that DPCs have the responsibility of disseminating information upto GP level to convey the vision of the country and State and in developing the vision of the District in line with the objectives of the country. He opined that DPCs should develop Committees at the Block level and try to send teams up to the Gram Panchayat level to:

i) *Have 1$^{st}$ stage of discussions*

ii) *Educate all the levels of PRIs the various dimensions of bottom-up Integrated District Planning.*

iii) *Hold public meetings at all levels viz State Level, Mandal (Block) Level and Gram Level.*

25. He voiced his concern over the present functioning of the DPCs at the Gram Panchayats and also listed various factors responsible for improper functioning of the DPCs viz. absence of a proper personnel, infrastructure, lack of coordination between Line and Sector Departments, no sharing of data/resource at different levels, etc.

26. Mr. Verma (Jharkhand) stated that it is necessary to educate Gram Panchayats, Gram Sabhas at the DPC level. Further he also stated that there is a need to impart knowledge and training to DPC members to improve their 'accountability' for local planning. He also felt a need to create awareness amongst the people in the Panchayat about the various aspects of the benefits of the funds which are provided by the Govt. of India. He stated that the funds provided need to be utilized in the best possible manner and within the guidelines and therefore there is a need to empower DPCs so that accountability/responsibility is maintained. He also advocated the need for participation of all the people living in Panchayats to make them more aware of the development in their region and to encourage their participation in the decision making process.

27. Mr. Dhaka, District Collector, (Hoshiarpur) also raised concerns over the functioning of DPCs. He stated that out of all the institutions like Panchayati Raj Institutions, Panchayats, Grams Sabhas and DPCs, which are involved in the process of devolution of powers and decentralized planning, DPCs are lagging with respect to growth and maturity. Since there are limited resources at the disposal of the Districts, the local people based on their knowledge and understanding should decide the priorities. However there is a gap between the desired situation and the real situation of the DPCs because DPCs do not involve the Elected Representatives of their respective Districts and the locally-important persons are also not members of the DPC. As a result, there are preconceived notions / decisions before the meeting and the priorities are generally based on biased opinions of the people (someone who commands more authority in a particular setup) thereby defeating the basic purpose of DPC.

28. Another reason he attributed to the poor performance of the DPCs was the lack of seriousness of the DPC members in conducting and attending meetings. He opined that the DPC members should be properly trained and aware of the resources available at their disposal and decision taking abilities. He concluded by stating that the officials also have to play a vital role for the DPC by imparting methodological & scientific approach to the decision makers, whereas the DPC member should also be equally responsible for their contribution in order to ensure optimum utilization of the available resource.

29. **Panel Discussions # 3. "Potential of GIS in Spatial District Planning":**
The panel was chaired by Dr. M. N. Roy and the member participants were the representatives from BISAG, ISRO and NIC. The theme of the panel discussion was the potential of GIS and its application in governance.

30. Shri. M. N. Roy initiated the discussion by sensitizing the participants as to what does GIS mean and the potential applicability of GIS technology in governance at local level. He broadly touched on the overall perception of GIS and the complications associated with GIS. He suggested that when developing a national Panchayat GIS, initially a 'notional' GIS may be used instead of insisting on accuracy. He stated that in order to get familiarised with GIS, one must undergo training on usage of GIS packages. He emphasized on 'demystification' of technology, i.e. giving the appropriate tools related to GIS to the people at Gram Panchayat level who can use it with ease. For GIS to be used in Spatial District Planning, he stated that there is a need for having a basic map of all the Gram Panchayats with the associated revenue villages. He emphasised that unless a basic map of the area made available, no GIS is possible. He stated that in order to create a Panchayat GIS/Gram Panchayat census data, it is necessary to work out the Gram Panchayat boundaries which will allow representation of Census data in pictorial format. He also suggested using thematic maps for planning all types of activities. He highlighted that the maps which are currently available do not have any habitation zones identified on them. He suggested that habitation zones should also be worked out on the Panchayat maps and this can easily be done by means of satellite images and GPS devices. He also expressed his willingness to assist the Ministry and State Govts. in preparing a GIS-based plan with all spatial parameters in identified BRGF districts.

31. Ms. Vandana Sharma, DDG, NIC then presented an understanding of the concept of GIS and how it emerges from the perception of Geography. She also stated that GIS as a concept is very wide in nature and stated that at present there is no nation-wide GIS in the country. She stated that the power of GIS tools in planning is tremendous and termed GIS as the potential "nerve system of planning" and also stated that the technology must be utilized for Planning and Monitoring by Govt. She also touched upon the transformation of technology from desktop-based system to the current

cloud-based technology and informed that GIS will soon be embedded in all areas of Planning.

32. **Panel Discussions # 4.**

**"Addressing the issue of data gaps in local planning, District planning and State Planning"**

Shri P P Balan, Director, KILA chaired the panel and initiated the discussion by highlighting the importance of availability of complete and correct data for planning. He identified non-availability of data at the grass-root level (panchayat level) as one of the bottlenecks in the de-centralization process. He also highlighted the importance of availability and quality of data for envisaging, strategy-formulation and in various other allied activities related to Planning.

33. Shri Joy, Project Officer, MGNREGA & BRGF highlighted the importance of capturing habitation-level data, ensuring availability of data and strong Panchayati Raj Institutions. He also highlighted role of Self Help Groups (SHGs) i.e. Kerala model, in collection of data at the grassroots level and the importance of training local representatives/gram sabha members on methods of collection of data, identification of local problems and providing solution to these problems.

34. Shri Dilip Kumar Pal, Special Secretary, Government of West Bengal highlighted the availability of appropriate primary data and validity of data for the various levels of planning. He gave main emphasis to having effective guidelines for data generation & data management at various levels.

35. Dr. M K Shetty, Chief Executive Officer, Zila Parishad, Maharashtra shared the State Govts's experience of using *Sangram* Software. He highlighted that Maharashtra had collected approx. 200 data sets for 13 basic amenities for entire State and this information is available online to State Departments. Currently, validation of this data

is being carried out in a participatory manner. He also highlighted the concept of Gram Kosh (village information) for effective planning.

36. Shri Manoj Singh Gautam, District Panchayat President, Madhya Pradesh shared his experience of using data and problem faced due to non-availability of data in Planning. He highlighted the various initiatives underway in Madhya Pradesh by converging fund from various schemes and suggested having monthly meetings of the District Planning Board.

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37. **Shri DK Pal, Special Secretary, West Bengal** made a presentation on the suggested methodology for Village Level Planning & Integration of Local Body Plans into District Plan. He stated that Planning should be done in a realistic manner to bring the desired change within a specific time-frame making best use of the available human, natural, infrastructure, financial and societal resources. Presently Plans are simply being prepared in most places by taking the spillover activities of the previous years and adding 10% to the previous year's outlay. He informed that in West Bengal, Village Development Committees (VDCs) were tried in the past for village level planning to give power and decision-making to local people but the initiative met with limited success as there was reluctance in devolving powers. He suggested that all Local Bodies should prepare a vision document (Roadmap) to identify the present and future priority areas for Planning; analyze the current situation to identify gaps; undertake activity mapping to determine the level of planning based on the Principle of Subsidiarity; collection of primary data at village level; collecting data from various Census (livestock, irrigation, human, etc.); development reports; consolidation at each level; and pictorial representation of situations. Village level Sub-Committees should also be constituted on the key sectors like Education, Women and Child Development, Finance, Agriculture and allied services, Industry and Infrastructure, etc.

38. He emphasized the need for decentralized, participatory planning to solve local problems to achieve the desired goals. Involving communities can also help strike the right balance between people's expectations and limited resources and can make the process sustainable. He expressed the need for having (a) clear guidelines on Participatory, Decentralized Planning at State level in a simple language; (b) a dedicated cadre at State, District and Block levels that is capacitated to work on a mission-mode basis, which is now possible under the RGPSA programme; (c) piloting the exercise in a few identified Districts (d) intensive capacity building of ERs and PFs and demonstrating to them the success in the pilot areas; (e) imparting fortnightly tasks to officials at State, District and Block level and reviewing them; (f) identify the Opinion Leaders of a GP to form a 'Facilitation Team' that will be capacitated for envisioning and motivation (g) campaigning at local level by local people for increasing awareness; (h) participatory natural resource mapping and social mapping, including the marginalized sections of society; (i) filling structured questionnaires, data consolidation and analysis by the Facilitation Team (j) identification of problems, resources and prioritization of needs (k) selection of activities and preparation of Sub-Committee Plan based GP Plan document (l) peer review of Plans of adjoining GPs; (m) sharing of Plan with Gram Sabha and its finalization (n) and implementation and monitoring of Plan with community contribution. He informed that Pradhans of few GPs in Howrah District, West Bengal have embraced mass communication for participatory planning. These Pradhans have taken the initiative of writing letters to each household to inform them of the activities planned in their locality and to invite them to participate in the implementation and monitoring process. Rallies are also organized on social issues and all information (description, budget, expenditure, status) of works planned/undertaken is voluntarily being displayed by GPs in public places. He also demonstrated several instances wherein community partnership resulted in implementation of several works at no-cost or very

low-cost. A note of the approach followed by GPs in West Bengal for 'Envisioning' is also enclosed and may be seen on the Ministry's website.

39. **Dr. JB Rajan, Asst. Professor, KILA** made a presentation on 'District Planning in Kerala: Mechanism for bottom-up planning'. He recapitulated the previous attempts towards District Planning at National level and those in Kerala since the 1ˢᵗ Five Year Plan period and highlighted the key milestones in the road towards IDP. He then explained in detail the Kerala model of local planning that begins with a District Development Perspective, preparation and consolidation of plans of Local Bodies, horizontal integration of Plans and dovetailing of the District Plans in the State Plan. He also stated that the Kerala model of bottom-up, participatory planning was in keeping with the spirit of the Planning Commission's guidelines on District Planning. He informed that for Local Planning, Govt. of Kerala has issued 4 guidelines on (a) plan (b) subsidy (c) project forms and codes and for (d) project vetting. An online software (*Sulekha*) was also being used for capturing of Local Bodies. He further informed that KILA had developed the draft guidelines on District Planning for Kerala in concurrence with the State Planning Board. These guidelines were in essence an abridged and simplified version of the guidelines issued by Planning Commission, in the context of Kerala. However, since the guidelines were developed in Malayalam, he assured that an English version of the same would soon be provided by KILA for the benefit of other States/UTs.

40. **Dr. JR Sharma, Chief General Manager (ISRO, Dept of Space)** highlighted the usage of spatial data available on various scales for different fields of activity and planning. A brief introduction to Space based Information System for Decentralized Planning (SIS-DP) and the Bhuvan Panchayat portal was provided. He specifically touched upon the Decentralized Planning process and the Activity planning that is being followed throughout the country with the perspective of rural and urban activities and the supporting schemes and sources of funds. He identified the

following four points as pre-requisites for ensuring successful Integrated District Plan preparation and implementation:-

i. Single window portal with following spatial data pertaining to all Panchayati Raj Institutes/local bodies/citizen

    a. Gram Panchayat (GP)/Local Govt. boundary

- From existing sources
- Based on cadastral mapping
- State Remote Sensing Centres to assist State Panchayati Raj/Local Govt. Departments to map the boundaries of GPs that bifurcate villages.
- As demarcated by Survey of India

    b. Satellite images as base map with thematic information available for download

    c. Census data (tagged village wise) and Climate data to be made available

    d. Making data available from other stakeholders

ii. Enabling environment for Asset Mapping

iii. Enabling environment for Activity Planning

iv. Enabling environment for capturing details of the PRIs, its Elected Representatives and Panchayat Functionaries along with geographic, demographic, infrastructural, socio-economic and natural resources profile of all PRIs/Local Govt. body.

41. The SIS-DP project with its basic structure and conceptual framework was demonstrated by Dr. Sharma along with the classification of assets undertaken under SIS-DP. An overview of the AreaProfile and Resource Inventory captured in Bhuvan-Panchayat was provided that showed both the information available from Census and that entered by PRIs themselves. He also suggested that some questionnaires could be designed to assess the understanding of the citizens about the changes/effects noticed by them in their region following the Integrated District Planning utilizing a participatory and decentralized planning approach. This could be in line with the

initiative undertaken under Water Resource Information System (WRIS) where citizens are awarded certificates online on successfully completing the questionnaire that assesses the knowledge of participants on importance of water in the economy of the region. The need to improve the curriculum for capacity building at all levels of PRIs was also highlighted. He opined that there is an urgent need for all Ministries/Departments to disseminate the information on using geospatial technology in planning and monitoring of works upto the village/GP.

42. **Dr. JR Sharma also explained the Activity Planning, Implementation and Monitoring Guidelines** document. He highlighted that ISRO would soon be making One metre (1m) satellite imagery available in public domain. He also highlighted that all line Departments and Ministries would need to provide updated data for maintaining attributes of the spatial features pertaining to their domain in order to ensure availability of meaningful geospatial data for planning and monitoring purpose.

43. **Dr. Vandana Sharma, Deputy Director General (NIC-HQ, GIS Division)**, referred to the recent floods in Jammu and Kashmir where the forecast and flood inundation in the State couldn't be anticipated in advance because the State did not opt for alerts from Water Resources Information System (WRIS) of ISRO. In this context she highlighted the need for the local Govt. Departments/line departments of the States and the Ministries like those of Panchayati Raj to own up the responsibility for dissemination of information on available technology and related products and make them available for meaningful use by Local Govts at grassroot level.

44. She also briefed the participants about the major IT initiatives of NIC under the 'Digital India' Programme of Govt. of India and informed about the current status of the National Knowledge Network, NIC Network (NICNET), National Optical Fibre Network (NOFN), Cyber Security Plan, Meghraj (the Cloud platform), data.gov.in, etc. She highlighted that the Panchayat-GIS must leverage the latest technology concepts like Mobile and Cloud. The concept and components of National GIS was

also explained to the participants. An overall view of the existing GIS databases available with different organizations (Dept. of Space, Survey of India, NSDI, FSI etc.) was also provided. She also shared the concept of a GIS dashboard using data from existing portals of the Government.

45. **Director, Planning Dept. (Govt. of Gujarat)** highlighted the 'Village Profile' Application that is being used at the Block level in Gujarat for entering various details at village level. This database was then being used to generate thematic information as per varying user requirements for analysis, planning and decision making. He highlighted that the responsibility of data entry had been provided at the Block level, so that a feeling of 'ownership' of the information was inculcated among the Block level officials that would in turn translate into an improved quality of data. The detailed presentation is enclosed and may be accessed on the Ministry's website.

46. JS, MoPR noted concerns raised by the participants from various States that 'ownership' of data was missing w.r.t. Panchayat Enterprise Suite (PES) Applications developed under e-Panchayat. He advised all States/UTs to actively monitor the quality of data entry on all Software Applications.

47. **Representative from Maharashtra Remote Sensing Application Centre (MRSAC)** made a presentation on "GIS for natural resources planning and mobile based inputs", with specific focus on usage of GIS based outputs in watershed planning under 'Integrated Watershed Management Program' and related activities. The enclosed video recording of the session may be seen for an in-depth understanding of the data and products generated and available by MRSAC. A demonstration of 'State Asset Mapping and Management System' (SAMMS) mobile Application in use on Maharashtra was also made before the audience. The details may be seen online on the Ministry's website.

48. **District Development Officer, Sabarkantha (Gujarat)** gave a brief overview of the mobile Application developed in the District under 'Rural Inspection System for Rural Development Works'. He specifically highlighted how the geo-coded photographs of the works were being captured in the mobile inspection reports. He informed that this process of leveraging technology for monitoring works was made a mandatory part of the report to be submitted by the Blocks. As a result, the process was institutionalized in all the PRIs of the District within a period of just 6 months. The details of the initiative may be seen online on the Ministry's website.

49. **Shri Rajiv Goel, Technical Director**, then gave a demonstration of **m-ActionSoft**, a mobile-based work monitoring Application to be used in conjunction with web based application 'ActionSoft' under Panchayat Enterprise Suite under e-Panchayat. He informed that the Application can be used to capture the details of any site/work both in an online and offline mode. Details may be seen on the Ministry's website.

50. **Ms. Aditi Kapoor**, **representing Consultative Group on International Agricultural Research (CGIAR),** made a presentation on 'climate-smart district planning'. Considering the uncertainties in weather that affect agricultural productivity, livelihood, health, education and welfare of local communities, she highlighted the need for Development planning to factor in climate variability to ensure economic growth, especially in backward areas and in the tribal belt where dependence on natural resources is maximum and natural disasters are often chronic. She also expressed the need to build capacity of those involved in the Planning process to enable their access to the already existing (but dispersed) data like land use pattern, crop production, livestock production, water bodies, forest cover, socio-economic data, data from agriculture universities, etc. for planning at district level to safeguard against climate uncertainties. She also proposed some climate-smart tools and techniques, including ICT-based, which could be adopted through government

programmes and market mechanisms and be part of the district-level perspective planning and implementation process.

51. **Focused Group Discussions:-**

All the participants were divided into 4 groups and assigned different topics for brainstorming and giving suggestions on various aspects of District Planning:

52. **Group Discussion # 1: "Sources of Data for District Planning and their interlinking leveraging ICT and GIS''.**

The group identified the sources of data (and its characteristics) as per the different stages of plan preparation.

Village level data requirement / role:-

a) To be collected in a participatory manner in electronic mode at Gram Sabhas, Ward Sabhas and Mahila Sabha and other occupational group sabhas. After discussion, all resolution to be documented.

b) Village profile to be published for queries and corrections.

c) Data to be standardised and presented in a uniform format for all villages

d) Need and demand of village to be projected and correlated

e) Individual household data (Individual details, family, land holding, education, profession, aspiration etc.)

f) Community data: includes infrastructure (school, aanganwadi, hospital, water supply, Gram Panchayat building, road, canal etc.)

g) Social: related to Human Development Index (infant mortality rate, maternal mortality rate, educational details etc.)

h) Resources: natural, human and financial

i) Institutions: educational, financial etc.

Block level data requirement / role:-

a) Consolidated Village profile to be used to prepare Block plan

b) Scheme related data to be implemented in 2 or more villages to be consolidated at Block level

c) Make financial provisions for common Village infrastructural activities.

d) Give technical support using ICT and GIS

e) Development of roads, canals and structures to be linked at Block level

f) Data about Block level activities to be added in the plan

g) After consolidation, any editions in Village profile to be referred back to Village for reconsideration. Changes cannot be initiated after approval.


District Panchayat level data requirement / role:-

a) District level local body to scrutinize Village, Block level recommendations

b) Make sectoral allocation of funds like SC, ST, Urban, other authorities.


District Panchayat level data requirement / role:-

a) Make data to be accessible by all

b) DPC to identify critical gaps

c) DPC to provide technical, financial, managerial and administrative support

d) Scheme monitoring required

e) DPC to merge Village, District, State and Central vision in the plan

In the above context, representative from KILA suggested that MoPR should conduct a workshop for assessing the different agencies involved in collecting data at Village or Gram Panchayat level across the country so that efforts could be streamlined and duplication could be negated. It was also suggested that all flagship programmes of the Ministry should have a single data source to ensure consistency of data.

53. **Group Discussion # 2:**
   **"Capacity Building needs of PRIs for Spatial Mapping and Planning"**

The group discussed the current status of Panchayats and their capacities in the context of GIS and concluded with the following needs assessment and recommendations.

a) Training on asset mapping and boundary demarcation of Gram Panchayat/equivalent lowest administrative unit.

b) SIRD's to include training on GIS and technology assisted planning in their course curriculum. Technical assistance and lecturers to be arranged in coordination with State Remote Sensing Centers (SRSC) and NIC. MoPR should facilitate coordination of State Govts with ISRO and SRSC.

c) Ensure that SIRDs function to their full capacities (technically as well as functionally).

d) Build a pool of Central Master Trainers (in association with ISRO, NIRD, State Remote Sensing Centers)

e) Strategize different types of training for different levels of PRIs/Equivalent bodies

f) Institutionalize trainings and ensure understanding among Elected Representatives as well as Functionaries

   i. Ensure training to line departments and extension officers at Block level

   ii. Ensure motivational trainings, supplementary to the actual content targeted primarily at leaders (political and administrative) so that they can help achieve the intended targets

   iii. Training on asset mapping to be provided to Panchayat Functionaries as well as to Self Help Groups of the Gram Panchayat. Nehru Yuva Kendras, other youth groups of the village considered appropriate for this task by the appropriate authority of the Gram Panchayat.

   iv. Training on importance of spatial mapping and assisted planning to PRIs, with specific focus on women's participation, promoting gender mainstreaming and sector specific issues.

g)  Showcase successful models of GIS technology usage in other parts of the country to Elected Representatives during the Block Advisory Committee meetings through video and/or presentations.

h)  Undertake street plays and other modes of propagating concept of spatial mapping among the inhabitants of the Village.

i)  Create effective Audio Visual material to promote advantages of using GIS based mapping and planning among the Elected Representatives that can inculcate technology and associated ease of administration. Audio Visual material to be created in association with ISRO. Ensure training material availability in local language on the website for easy access.

j)  Ensure continuous and repetitive trainings

k)  Identify and ensure funding sources by State Govts. so that capacity building activities are not left midway

l)  Training for UTs like Andaman and Nicobar islands as well as Lakshadweep to be conducted in coordination with West Bengal and Kerala respectively.

54. **Group Discussion # 3: "Solutions for enabling interdepartmental collaboration in District planning and transforming vertical plans to horizontal plans".**

The group discussed the various challenges involved in inter-departmental coordination and identified four areas that needed to be addressed to enable coordination:

a)  *Documentation*: It was highlighted that creation of proper documentation and plans need to be ensured so as to enable inter departmental coordination. Unless activities are not specifically mentioned, collaboration cannot be ensured

b)  *Accountability*: All line departments within the District must be accountable for data sharing.

c)  *Need assessment and prioritization* of activities and works.

d)    *Formation of a Core group* at District and Block to be headed by District Magistrate and Block Development Officer respectively. Sub-Divisional Magistrate to be a special invitee at the Block level.

55. **Group Discussion # 4: "District Human Development Report (HDR) - Need, Status and Challenges"**

The Group first discussed the concept of preparing HDRs and compared the HDI of India's neighbouring countries to highlight the importance of HDI over economic development. It was noted that **India is ranked at 135** among the 'medium development' countries like Egypt (110), South Africa (118), Philippines (117) and Indonesia (108). Among India's neighbours, Bhutan (136) and Bangladesh (142) too figure in this category. Pakistan (ranked 146) and Nepal (145) are in the 'low development' category, while Sri Lanka (73) is in the 'high development' category.

The importance and need for preparation of HDR were summed up as follows:-

- Limitation of previous parameters of development like measuring GDP

- Limitation of measuring standard of living by income alone

- Primary objective of HDR is poverty eradication and upliftment of standard of livelihood options

- Development of quality of life of people from all sections/communities

- Three major parameters: Health, Education, Livelihood

Status of District Human Development Report (DHDR) prepared by some of the States were discussed amongst the participants and the challenges identified by the group in preparing HDR are listed below:

- Lack of awareness among stakeholder

- Lack of proper methodology suitable to local needs

- Poor data availability / reliability at sub-District level

- Administrative jurisdictions of various departments do not match with local body jurisdictions

**The following suggestions were given by the group:**

- Institutionalisation of preparation of DHDR as a part of District Planning
- Realignment of sub-District jurisdictions of line departments to match with local body jurisdictions
- Adoption of uniform directions for appropriate methodology through regular experience sharing at national level.
- Capacity building of different stakeholders on DHDR
- District plan should be prepared with Human Development perspective and be supplemented by DHDR
- Need for emphasising local statistics and its mechanism

The group also highlighted the concern that India is falling behind many others even in the South East Asian region on several parameters and urged all stakeholders to closely monitor such parameters where the country is lagging and take appropriate steps to address such parameters while preparing the District Plans.

56. **Suggestions by States/UT in Open House**:

After all the presentations and panel discussions, the house was thrown open for suggestions from all participants. Following are some of the key suggestions that emerged:

a. Representative, Panchayat, Rural Housing and Rural Development Dept., Gujarat suggested promotional video footage on BRGF and RGPSA to be prepared and showcased during the trainings conducted at States/UTs. JS, MoPR agreed to the proposition and requested the State Govt. of Gujarat to initiate production of such video footage for which necessary financial assistance would be provided by the Ministry. (**Action: Panchayat, Rural Housing and Rural Development Dept, Gujarat, MoPR**)

b. District Development Officer (Champawat, Uttarakhand) suggested that Village, Block and District level meetings should be conducted in the presence of

respective line department officials, elected representatives and concerned beneficiaries to undertake planning in an effective manner with the involvement of all stakeholders. JS, MoPR agreed to the above and advised all States/UT to follow. (**Action: All States/UT**)

c.  Representative, Govt. of Madhya Pradesh informed that joint circulars have been issued by the Dept. of Panchayati Raj (Madhya Pradesh) taking cues from the circulars of the State Govt. on convergence of activities between different departments of the State Govt. The State has also initiated the Training of Trainers (ToT) programme involving retired officials of the government from local area. JS, MoPR requested the State to share a write up on the ToT model so that the same could be shared with other interested States/UTs. (**Action: State Govt. of Madhya Pradesh**)

d.  District Panchayati Raj Officer (Tehri-Garhwal, Uttarakhand) suggested the following:-

    i.  All line departments of the State should ensure that the respective Gram Panchayats (GPs) are provided sufficient literature and reports on available schemes and funds under them before the plan preparation phase begins. JS, MoPR advised all States/UTs to ensure the same. (**Action: All States/UTs**)

    ii.  Capacity building initiatives should include individual GPs or a cluster of GPs having specific groups like those of youth, women etc. to ensure continuous year-round trainings catering to different sections of the society.

    iii.  A copy of the approved plan by DPC should be submitted before the Minister of Parliamentary Affairs of the State as well as the Members of the Legislative Assembly in order to make them aware of the approved works in the State/UT and also to indicate the way forward in reference to those works which have not been approved. JS, MoPR advised all States to consider the same. (**Action: All States/UTs**)

57. **Shri Sushil Kumar, Joint Secretary, MoPR** informed all participants that MoPR is implementing two flagship programmes of Govt. of India namely Backward Regions grant Fund (BRGF) and Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA). While BRGF promotes Decentralized, Participatory, Integrated District Planning in the identified backward Districts, RGPSA seeks to strengthen PRIs, Gram Sabhas and DPCs by providing financial support to States/UTs for administrative support, institutional strengthening, capacity building, programme management, etc. In PESA areas, 'social mobilisers' can also be leveraged to facilitate participation for Planning activities. He advised all States to use the resources available under these projects to strengthen the Planning process at District and Local level. He also emphasized the need to undertaking large scale capacity building and awareness building measures to build functional technology-literate pool of officials at all levels of local level administration. JS, MoPR urged all participants to try sincerely in making planning at grass roots level a reality, since planning for economic development and social justice is a mandated function of Panchayats and other local governments in the Constitution.

58. Based on the presentations/discussions held during the workshop, the **following are the recommendations for all States/UTs w.r.t. District Planning**:

    i.    All States/UTs advised to refer to the 'Manual for Integrated District Planning' issued by Planning Commission in 2008 as the authentic guide for preparing Integrated District Plans. A copy of the manual is enclosed with the minutes.

    ii.    All States/UTs were advised to take steps to institutionalize the Integrated District Planning process keeping in mind the recommendations of Shri SM Vijayanand, as summarized in in paras 5, 6 above.

    iii.    All States/UTs advised to promote theme-based and responsibility-based planning as explained by Dr. MN Roy and also advised to study how ICT and GIS technologies are being used effectively in GPs of West Bengal (Refer para 7, 8, 9 above).

iv.  States/UTs advised to take steps to strengthen and empower District Planning Committees (DPCs) and develop a Broad Development Framework for planning (mix of top-down and bottom-up approach) as explained by Mrs. Sarada Muraleedharan on paras 10, 11, 12 above and as discussed during the panel discussions summarized in paras 24 to 28 above.

v.  States/UTs advised to draw lessons from the manner in which Gujarat has institutionalized the use of GIS for governance, as demonstrated by Mr. TP Singh during the workshop and summarized in paras 13, 14, 15 above.

vi.  States/UTs advised to study how the challenges in inter-departmental coordination are being overcome in Sabarkantha District (Gujarat) by developing electronic databases of all works & making them available to planners and decision makers at District level. Refer para 18 above for details.

vii.  To facilitate inter-departmental coordination, State/UTs were advised to get instructions issued from the Chief Secretary and to coordinate certain activities from Chief Minister's Office. Recommendations stated in para 54 above may also be considered.

viii.  Chapters on Integrated District Planning and GIS may be made mandatory (if not already present) in the course curriculum of IAS, IPS, IFS and State Public Service Commission (PSC) Officials. State Remote Sensing Centres should be engaged to provide insights into possibilities of spatial technologies.

ix.  As suggested by Dr MN Roy, States/UTs should try to map all habitation zones on the Panchayat maps. Initial efforts can be made to develop 'Notional maps' instead of insisting on accurate maps.

x.  To address the data gaps in Local, District and State level planning, all States/UTs are advised to formulate effective guidelines for data generation and data management at various levels leveraging the locally active groups like SHGs and ICT to build robust databases. Discussions from a panel discussion summarized in paras 32-36 above may also be seen.

xi. States/UTs were advised to study the methodology for Village Level Planning & Integration of Local Body Plans into District Plan as explained by Shri DK Pal (West Bengal). The methodology is summarized in paras 37-38 above and States/UTs are advised to further contextualize it for effective Local and District level planning.

xii. States/UTs were also advised to study the Kerala Model of bottom-up, participatory District Planning as explained by Dr. JB Rajan, KILA. The Kerala approach is summarized in para 39 above.

xiii. All States/UTs were encouraged to visit the Bhuvan-Panchayat portal (http://www.bhuvan-panchayat.nrsc.gov.in/ ) developed by ISRO under the SIS-DP project.

xiv. States/UTs advised to take steps to develop a spatial database for Planning, Implementation and Monitoring as explained by Dr. JR Sharma and summarized in paras 40-42 above.

xv. States/UTs advised to focus on the quality of data being entered in various Software Applications. Steps must also be taken to ensure 'ownership' of data by Local Bodies.

xvi. States advised to learn from the Sabarkantha (Gujarat) experience of how usage of mobile-based Applications was fully institutionalized for effective District-level monitoring within a period of 6 months. State were also advised to begin using m-ActionSoft (a mobile-based application developed for monitoring progress under e-Panchayat MMP) at the earliest. Refer para 48,49 above.

xvii. Considering the significant impact of climate on life at local level, States/UTs are advised to consider working towards climate-smart villages for resilient local level development, as explained by the representative from CGIAR.

xviii. States/UTs were also advised to take immediate steps towards building capacities of PRIs for spatial mapping and planning leveraging the various

technology and training institutes. The recommendations in this regard are summarized in para 53 above.

xix. States/UTs advised to institutionalize preparation of District Human Development Reports (DHDRs) as a part of District Planning. The recommendations w.r.t. preparation of DHDR may be seen in para 55 above.

59. Before concluding the session, the following immediate **Action Points** were announced by JS, MoPR -

1. List of pilot Districts (**Annex-3**) identified for IDP in 2014-15 has now been finalized and progress made in this regard will be regularly monitored by the Ministry. (**Action: MoPR**)

2. A Core Team of Experts on IDP to be constituted by MoPR to guide/mentor the Districts in IDP. The Core Team will largely be constituted from amongst the participants of the Workshop and will guide the Districts on utilizing the existing data effectively in a coordinated manner. (**Action:MoPR**)

3. Draft Integrated Plans from all identified pilot Districts to be submitted by 15 December 2014. The plans from all line departments must be included in the draft Integrated District Plan, taking into account the natural, human and financial resources available and covering the various sectoral activities and schemes assigned to the district and sub-district levels that are implemented through local governments. (**Action: States/UTs**)

4. All schemes of Panchayati Raj and Rural Development Dept. must necessarily be integrated in the District Plans of 2014-15 in the pilot Districts, since these schemes are entirely within the jurisdiction of the Panchayati Raj/Rural Development Dept. (**Action: States/UTs**)

5. Final Integrated District Plans to be submitted by 31st March, 2015. (**Action: States/UTs**)

6. Integrated Plans to be uploaded on PlanPlus (http://planningonline.gov.in ) or other State-specific Planning Application by 15-April, 2015. (**Action: States/UTs**)

7. An interactive forum (GoogleGroup) to be created with all stakeholders as members for sharing information, solving queries, announcements, etc. (**Action: MoPR**)

8. MoPR to facilitate interaction amongst State Govts, subject matter experts from KILA, Andhra Pradesh Academy of Rural Development (APARD), District Collectors/DPC Chairperson/members through Workshops/Meetings/Video Conferences/GoogleGroups, etc. (**Action: MoPR**)

9. All States/UTs to pilot use of GIS at Panchayat level through any suitable GIS platform. MoPR will facilitate the process. (**Action: MoPR and All States/UTs**)

10. A National Panchayat (GIS) Atlas to be developed by May, 2015. Technology institutes like BISAG, ISRO and NIC to extend full support to States/UTs in this regard. (**Action: MoPR, All States/UTs, NIC, ISRO, BISAG**)

11. KILA to develop an English version of the abridged Planning Commission Guidelines that the institute has recently developed in Malayalam for Kerala. Other State/UTs are advised to draw learnings from the guidelines, once shared by KILA.(**Action: KILA**)

12. All States/UTs to take concerted steps to implement the recommendations of the workshop summarize in para 58 above. (**Action: All States/UTs**)

60. The workshop ended with a vote of thanks.

## List of Participants

| # | STATE | NAME OF PARTICIPANTS | DESIGNATION | MOBILE NO EMAIL-ID |
|---|---|---|---|---|
| 1 | Andaman & Nicobar | Shri S.Joseph, | Block Development Officer | |
| 2 | Andaman & Nicobar | Shri M.Selva Kumar, | Computer Assistant | |
| 3 | Andaman & Nicobar | Shri P.Mahesh Kumar, | District Project Manager | |
| 4 | Andhra Pradesh | Mr. S N Reddy | Center Head SIRD | |
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| 15 | Gujarat | B.N Pani | Collector, Sabarkantha District | |
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| 23 | Gujarat | Udit Agrawal | District Development Officer, Ahmedabad | 9978406226 |
| 24 | Gujarat | Shri Victor Makwan | District Development Officer, Gandhinagar | |
| 25 | Gujarat | Nagrajan M. | District Development Officer, Sabarkantha | 9978406246 |
| 26 | Gujarat | Dr H.m Joshi | District Officer, Ahmedabad | 9824534889 |
| 27 | Gujarat | Hemantra P Patel | District Panchayat, Ahmedabad | 9426728601 |
| 28 | Gujarat | B.V Limbasia | District Planninf Officer, Ahmedabad District | 9824221009 |
| 29 | Gujarat | S.V Chudasma | District Planning Officer, Sabarkantha District | 9662509300 |
| 30 | Gujarat | A.B Gohil | DPO, Mehasana | 9428638363 |
| 31 | Gujarat | Dilip N Patel | Dy. DDO, Panchmahal District | 7567018030 |
| 32 | Gujarat | Shailesh S Leuva | Dy. Director Gsias Gandhinagar | 9825504590 |
| 33 | Gujarat | A. P. Vaghela | Dy. District Development Officer, Ahmedabad | |
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| 47 | Gujarat | Rakesh R Pandya | Joint Dy. Director | 9377298620 |
| 48 | Gujarat | Subhash Soni | Joint Secreatary | 9978407023 |

| # | STATE | NAME OF PARTICIPANTS | DESIGNATION | MOBILE NO EMAIL-ID |
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| 50 | Gujarat | Bhujabhai H Makwana | Pramukh, Taluka Panchayat Khedbrama, Sabarkantha district | 9428830334 |
| 51 | Gujarat | Shri Suresh J. Patel | President, District Panchayat, Ahmedabad | |
| 52 | Gujarat | Smt. Hemlataben Patel | President, District Panchayat, Sabarkantha | |
| 53 | Gujarat | P. K. Paramar | Principal Secreatary, Panchayat Raj Dept. , Gujarat | 9978406123 |
| 54 | Gujarat | Parul Thakkar | Project Manager, BISAG | 9909945008 |
| 55 | Gujarat | Vijay Singh | Project Manager, BISAG | 9909945009 |
| 56 | Gujarat | Ajay Patel | Project Manager, BISAGr | 9909945007 |
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| 64 | Gujarat | V.R Chavel | Taluka Development Officer, Gandhinagar taluka, Gandhinagar district | 9727775001 |
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| 69 | Gujarat | Y.P Doshi | TDO | 7577011940 |
| 70 | Gujarat | Nilam Patel | TRP Officer | 9427941052 |
| 71 | Gujarat | J.S Joshi | U. S (Budget), Education Dept. | 9426616215 |
| 72 | Gujarat | Shri H.K Thakar | Under Secretary, Urban Devlopment Department | 9824648650 |
| 73 | Gujarat | Ashwin K. Sharma | Under Secretary, Urban Devlopment Department | 9427011421 |

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|----|-------|----------------------|-------------|---------------------|
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| 77 | Kerala | Sri. T.V. George | Project Director, DRDA, Palakkad | 9447575912 |
| 78 | Kerala | Dr.J.B.Rajan | Resource Person (KILA) | |
| 79 | Kerala | Dr.P.P.Balan | Resource Person (KILA) | |
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| 81 | Madhya Pradesh | Su Shree Sunita Kumari | APO | 9303712562 |
| 82 | Madhya Pradesh | Shree Krushan Drivedi | DPC Member | 9755627848 |
| 83 | Madhya Pradesh | Shree Bhim Bhai Patel | Joint Manager | 9425370821 |
| 84 | Madhya Pradesh | Mr. Kuvar Manoj Singh Gautam | President Panchayat | 9981145746 |
| 85 | Madhya Pradesh | Mr M K Jain | Superintending Engineer | 9425393378 |
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| 87 | Maharashtra | Dr. Subrata N. Das | Director, MRSAC, Nagpur | 9657060066 subratondas@gmail.com |
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| 95 | Manipur | Trilokchan Singh | Technical Head | 9089708200 |
| 96 | New Delhi | Shri S.M. Vijayanand | Addl. Secretary, MoRD | |
| 97 | New Delhi | Shri B.D. Virdi (Special Invitee) | Advisor, Planning Commission | |

| # | STATE | NAME OF PARTICIPANTS | DESIGNATION | MOBILE NO EMAIL-ID |
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| 99 | New Delhi | Paresh Shrisanth | CGIAR-CCAFS | 8527389057 |
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| 114 | Rajasthan | Mr. Sudhir Dave | Chief Planning Officer, Udaipur | 8107786017 |
| 115 | Rajasthan | Mr. Ashok Kumar Verma | Statistical Officer, PanchayatiRaj Dept | 9314982174 |
| 116 | Telangana | Dr. J. Aruna | DPO, | 9550308888 anudpo@rediffmail.com |
| 117 | Telangana | Mr. Suresh Babu | DPO, | 9849900112 |
| 118 | Telangana | Padmjarani | DPO, | 7675918781 |
| 119 | Telangana | Mr. Prabhakar Reddy | DPO, | |
| 120 | Telangana | Mr. Kumarswamy | DPO, | |
| 121 | Telangana | Mr. Pochaiah | DPO, | |
| 122 | Uttar Pradesh | B K Singh | Deputy Director Planning | 9889999979 |
| 123 | Uttar Pradesh | A K Singh | Dy.CEO | 9415053385 |

| # | STATE | NAME OF PARTICIPANTS | DESIGNATION | MOBILE NO EMAIL-ID |
|---|---|---|---|---|
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| 125 | Uttar Pradesh | Ashok Kumar Yadav | Dy.CEO | 9411669107 |
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| 127 | Uttarakhand | Vaidhya Singh Somnal | Dist. Panchayatraj off, Uttrakhnd | 9412985220 |
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| 129 | West Bengal | Shri Hrishikesh Mudi | Additional Executive Officer, Burdwan Zilla Parishad | |
| 130 | West Bengal | Shri Nakul Mahato | District Panchayats & Rural Development Officer, Hooghly | |
| 131 | West Bengal | Smt. Sudeshna Mitra | District Planning Officer, Burdwan | |
| 132 | West Bengal | Shri Debmoy Chatterjee | District Planning Officer, Hooghly | |
| 133 | West Bengal | Dr. M.N. Roy | Former Additional Chief Secretary, West Bengal | |
| 134 | West Bengal | Shri Dilip Kumar Pal | Special Secretary to the Govt. of West Bengal. P&RD Department | |

# Workshop Schedule

| DAY – 1 | |
|---|---|
| **Agenda for National Workshop on Integrated District Planning** | |
| 09.30-09.40 AM | Welcome by Mr. TP Singh, Director, BISAG. |
| 09.40-09.50 AM | Welcome address by Mr. P.K. Parmar, IAS Principal Secretary (Panchayati Raj), Gujarat |
| 10.00-10.10 AM | **Inaugural Address** on Integrated District Planning by the Secretary, MoPR |
| 10.10-10.20 AM | Address by Shri Sushil Kumar, Joint Secretary, MoPR |
| 10.20-10.50 AM | **Keynote address on Decentralised Planning – the Overall Scenario,** Mr. S.M. Vijayanand, IAS Addl. Secretary (Ministry of Rural Development). |
| 10.50-11.10 AM | Integrated District Planning (**Vision, Challenges and Current Status**) – Presentation by Mr. BD Virdi, Advisor, Planning Commission. |
| 11.10-11.30 AM | DPCs in district Planning -possibilities and challenges - Presentation by Smt. Sarada Muraleedharan, Joint Secretary, IAS, MoPR |
| 11.30-11.45 AM | **<Tea>** |
| 11.45-12.00 Noon | Session by Dr. M.N.Roy, IAS(Retd.), ex-Additional Chief Secretary to the Government of West Bengal |
| 12.00-01.30 PM | **Panel Discussions** – *<15 minutes each>* |
| | (i) **Inter-departmental Coordination for Distt Planning (Challenges and Possibilities)**<br> ▪ Shri Pankaj Joshi, IAS, Development Commissioner, (PR), Govt. of Gujarat (Moderator).<br> ▪ Representatives of Gujarat Line Departments (members)<br>(ii) **Addressing the issues of data gaps in Local Planning, District Planning and State Planning**<br> ▪ Dr.PP Balan, Director, KILA (Moderator).<br> ▪ Representatives from States/Districts (members)<br>(iii) **Strategies for Strengthening District Planning Committees (DPC)**<br> ▪ Smt. Sarada Muraleedharan, Joint Secretary, IAS, MoPR (Moderator)<br> ▪ Representatives from States/Districts (members)<br>(iv) **Potential of GIS in Spatial District Planning**<br> ▪ Mr. MN Roy (Moderator)<br> ▪ Representatives from KILA, NIC, BISAG, ISRO, etc (members). |
| 01.30-02.15 PM | **<Lunch>** |

# DAY - 2

| | |
|---|---|
| 02.15-03.15 PM | **Experience Sharing by States** *<15 Minutes each>*. |
| | (i)    **GIS based Applications in Development:** - Presentation by Mr. TP Singh, Director, BISAG<br>(ii)    **Kerala Experience of Decentralised Planning** – Dr. JB Rajan, KILA<br>(iii)    **Methodology of Village Level Planning & Integration of Local Body Plans into District Plan** – Mr. D.K.Pal, Special Secretary, Government of West Bengal. |
| | |
| 03.15 -04.30 PM | **Focussed Group Discussions** – Participants to be divided into 4 Groups |
| **Group-1** | **Challenges and Possibilities of Transforming Vertical District Plans to Horizontal Plans**<br>▪ KILA (Group Leader)<br>▪ Representatives from Line Departments,  Districts, etc<br>▪ Members |
| **Group-2** | **Leveraging ICT and GIS to Decentralize the Data Supply Mechanism for District Planning**<br>▪ Mr TP Singh (Group Leader)<br>▪ Representatives from KILA, YASHDA, NIC, BISAG, ISRO, etc<br>▪ Members |
| **Group-3** | **District Human Development Report – Need, Status and Challenges**<br>▪ Mr. DK Pal (Group Leader).<br>▪ Representatives from KILA, YASHDA, Planning Deptts, etc<br>▪ Members |
| **Group-4** | **Scope and Need for Inclusive Planning/District Plan for Special Categories [SC / ST / Differently-Abled /Aged/Women etc.]**<br>▪ KILA (Group Leader)<br>▪ Representatives from YASHDA, States, Districts, etc<br>▪ Members |
| 04.30 -04.45 PM | **<Tea>** |
| 04.45 -05.45 PM | Presentations by Group Leaders of Focused Group Discussions |
| 05.45 PM onwards | Presentation by external representatives |

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|---|---|
| 09.30 -10.15 AM | Presentation on **State-specific Planning Applications** –15 mins each. Kerala, Madhya Pradesh, Karnataka. |
| 10.15 -10.30 AM | Presentation on **PlanPlus** Application and **m-ActionSoft** - NIC, Delhi. |
| 10.30-10.45 AM | Presentation on Spatial Local Planning in Gujarat by Representative, Deptt. of Planning, Govt. of Gujarat |
| 10.45-11.00 AM | **Presentation on Bhuvan-Panchayat** – Dr JR Sharma, ISRO. |
| 11.00-11.15 AM | **Spatial Local Level Planning in Gujarat** – Presentation by Mr. TP Singh, BISAG, Gujarat. |
| 11.15 -11.30 AM | Presentation on use of GIS for natural resource planning in Maharashtra -- Mr. SN Das, Director, MRSAC (Maharashtra) |
| 11.30-11.45 AM | **<Tea>** |
| 11.45- 12.00 Noon | Presentation on use of space technology based tools and technologies at Panchayat level – Mr. T. Ravishankar, Group Director, NRSC. |
| 12.00 -12.15 PM | National GIS Perspective for Panchayats - Presentation by Ms. Vandana Sharma, DDG, NIC |
| 12:15 -12.40 Noon | **Panel Discussions  <20 minutes each>** |
| | (i) **Overcoming challenges in implementation of ICT Applications at grassroots level** – Representatives of all technical institutions (NIC, ISRO, MP, BISAG, etc)<br>(ii) **Formulating an approach for Asset Mapping to develop a National Panchayat GIS Atlas** – Representatives of ISRO, BISAG, NIC, States etc. |
| 12.40 -1.30 PM | **Focussed Group Discussions** – <Participants to be divided into 4 Groups - Group1, Group2, Group3, Group4> |
| **Group-1** | **Sources of data for District Planning and their interlinking**<br>• Shri Sushil Kumar, IAS, Joint Secretary, MoPR (Moderator).<br>• Representatives of ZPs, line Deptts, NIC, ISRO, other technical institutes<br>• Members |
| **Group-2** | **Capacity Building Needs of PRIs for spatial mapping and planning**<br>• Dr JR Sharma, ISRO (Moderator)<br>• Representatives of SIRDs, KILA, ZPs, etc.<br>• Members |
| **Group-3** | **Solutions for enabling inter-departmental collaboration in District Planning**<br>• Shri Pankaj Joshi, IAS, Development Commissioner, (PR), Govt. of Gujarat (Moderator). |

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| | • Representatives from Line Deptts, ZPs, etc.<br>• Members |
| **Group-4** | **Components of a Model District Plan**<br>• Dr. JB Rajan, KILA (Moderator)<br>• Representatives of NIRD, SIRD, Training Institutes and ZPs<br>• Members |
| 01.30-02.30 PM | **\<Lunch\>** |
| 02.30 -03.10 PM | Presentations by Group Leaders of Focused Group Discussions |

| | |
|---|---|
| 03.10 -04.00 PM | **Sharing of Best Practices/Experience of Integrated District Planning by Districts** |
| 04.00-04.15 PM | **\<Tea\>** |
| 04.15-05.15 PM | Open House -- the Way Forward. |
| | (i)   Suggestions for Strengthening Institutional Mechanisms to realize IDP.<br>(ii)  Identifying National Resource Persons for IDP.<br><br>(iii) Formation of a Core National Team for formulating the Action Plan/Road Ahead for Integrated District Planning and to guide the identified pilot Districts to prepare IDP within March 2015 |
| 05.15-05.30 PM | **Vote of Thanks** |

## Pilot Districts for Integrated District Planning (IDP)

| Sr. No | States/UTs | Districts for Integrated District Planning |
|--------|------------|--------------------------------------------|
| 1 | Andaman & Nicobar Islands | 1. South Andaman<br>2. Middle and North Andaman |
| 2 | Andhra Pradesh | 1. Anantpur<br>2. Chitoor |
| 3 | Arunachal Pradesh | 1. Lohit<br>2. West Siang |
| 4 | Assam | 1. Moregaon<br>2.Barpeta |
| 5 | Bihar | 1. Gaya<br>2. Kathihaar |
| 6 | Chandigarh | |
| 7 | Chhattisgarh | 1. Dhamtari<br>2. Mahasamund |
| 8 | Daman & Diu | |
| 9 | Delhi | |
| 10 | DNH | |
| 11 | Goa | |
| 12 | Gujarat | 1. Ahmedabad<br>2. Sabarkantha |
| 13 | Haryana | 1. Mahendargarh<br>2. Sirsa |
| 14 | Himachal Pradesh | 1. Chamba<br>2. Sirmaur |
| 15 | Jammu & Kashmir | 1. Kupwara<br>2. Poonch |
| 16 | Jharkhand | 1. Dumka (Deoghar)<br>2. Palamu (Jamtara) |
| 17 | Karnataka | 1. Gadag<br>2. Chamrajanagar |
| 18 | Kerala | 1. Palakkad<br>2. Wayanad |
| 19 | Lakshadweep | |
| 20 | Madhya Pradesh | 1. Dhar<br>2. Reva |
| 21 | Maharashtra | 1. Yavatmal<br>2. Ratnagiri |
| 22 | Manipur | 1. Chandel |

| Sr. No | States/UTs | Districts for Integrated District Planning |
|--------|------------|--------------------------------------------|
|        |            | 2. Churchandrapur |
| 23 | Meghalaya | 1. Ri–bhoi <br> 2. West Gharo Hills |
| 24 | Mizoram | 1. Lawngtlai <br> 2. Saiha |
| 25 | Nagaland | 1. Mon <br> 2. Wokha |
| 26 | Odisha | 1. Sambalpur <br> 2. Sonepur (Subarnapur) |
| 27 | Puducherry | |
| 28 | Punjab | 1. Gurdaspur <br> 2. Mukatsar |
| 29 | Rajasthan | 1. Udaipur <br> 2. Tonk |
| 30 | Sikkim | |
| 31 | Tamil Nadu | 1. Dindigul <br> 2. Sivaganga |
| 32 | Telangana | 1. Adilabad <br> 2. Karimnagar <br> 3. Medak |
| 33 | Tripura | 1. Dhalai |
| 34 | Uttar Pradesh | 1. Ambedkar Nagar <br> 2. Jalaun <br> 3. Unnao |
| 35 | Uttarakhand | 1. Champawat <br> 2. Tehri Garhwal |
| 36 | West Bengal | 1. Birbhum <br> 2. Maldah |