



Integrating GPDP and Labour Budget for Sustainable Livelihood

Centre for Wage Employment (CWE)

NIRD&PR, Hyderabad

CWE Training Lecture

What is GPDP?

- Gram Panchayat Development Plan (GPDP) is an effective process for participatory planning to facilitate socio-economic growth for enhancement in livelihood and quality of life of the rural poor
- The comprehensive GPDP entails democratic decentralisation in decision making and optimum utilisation of Financial, Human and natural resources for the sustainable development and good governance of Gram Panchayat

Gram Panchayat Development Plan

- Process of GPDP
 - Environment Generation
 - Efforts made for community mobilization
 - Need and Resource assessment
 - Technical appraisal of projects
 - Capacity building and training
 - Monitoring and evaluation
- How to ensure Quality of GPDP
 - Level of Participation
 - Project Approved and funds Converged
 - Implementation

Labour Budget

- District Programme officer will prepare LB for next financial year
 - Anticipated demand for unskilled manual work
 - Identification of need based works (quantum of work)
- Systematic planning Exercise at each tier of PRIs
 - Works done by GP will be identified and place before GS along with expected outcome for approval
 - Assessment of the quantum of work before demand elicitation
 - Then a matching will be achieved through LB
- LB must include
 - Anticipated demand for works
 - Timing of demand for work
 - Quantum of schedule of works
- Labour Budget entitles, planning, approval and funding
- It is a bottom-up approach

Labour Budget Preparation

- Sub section 6 of section 14 of the MGNREG Act 2005, directs that the District Programme Coordinator (DPC) under MGNREGA shall prepare, in the month of December every year,
- Labour Budget (LB) for the next financial year containing the details of the anticipated demand for unskilled manual work in the district and the plan for identification for need based works and engagement of workers in the works covered under the program.
- Section 16(1) mandates that the Gram Panchayat shall be responsible for identification of the projects in the Gram Panchayat area to be taken up under a Scheme as per the recommendations of the Gram Sabha and the Ward Sabha, and for executing and supervising such works.
- The para 7 of Schedule I of the Act further stipulates that there shall be a systematic, participatory planning exercise at each tier of Panchayat, as per detailed methodology laid down.
- All works, to be executed by Gram Panchayats shall be identified and placed before the Gram Sabha, and such works which are to be executed by the intermediate Panchayats or other implementing agencies shall be placed before the intermediate or District Panchayats, along with the expected outcomes.
- Chapter 6 of the Annual Master Circular 2017-18 reiterates and details the procedure to be followed for the planning of works and preparation of LB.

Bottom-up Approach

- **Gram Sabha/ Ward Sabha:** The District Programme Coordinator should ensure strict adherence to the principle of bottom-up approach from the stage of planning to approval of the selected shelf of projects by each Gram Sabha/Ward Sabha in the district.
- The State Government is also required to furnish a certificate to the effect that the provisions made in the Mahatma Gandhi NREGA for preparation of Labour Budget have been considered and a bottom-up approach has been adhered to in the preparation of **LB**.
- The annual planning exercise for Mahatma Gandhi NREGA will be part of the Convergent Planning Exercise for the Ministry. Technical inputs for planning shall be drawn from the technical resources available in the district under MGNREGS, CSO partners and other line department agencies.

Trust Area of Labour Budget

- **Thrust on planning for works related to Natural Resource Management (NRM), agriculture and allied activities and livelihood related works on individual's land leading to sustainable livelihoods:**
- The DPC will facilitate and ensure that NRM related works under Mahatma Gandhi NREGA are taken up in convergence with
- Pradhan Mantri Krishi Sinchayee Yojana (PMKSY),
- Integrated Watershed Management Programme (IWMP)
- Command Area and Water Management (CAD&WM) schemes for better outcomes of the water conservation and water harvesting measures.
- For planning for NRM works, the technical inputs will be drawn from the joint pool of technical personnel of IWMP in Watershed Cell cum Data Centre (WCDC),
- Mahatma Gandhi NREGA unit, Water Resource Department and the Agriculture Department. The technical inputs relating to Excavation, Renovation & Modernisation (ERM)/ water bodies may also be sought from Regional Office of Central Ground Water Commission (CWC).

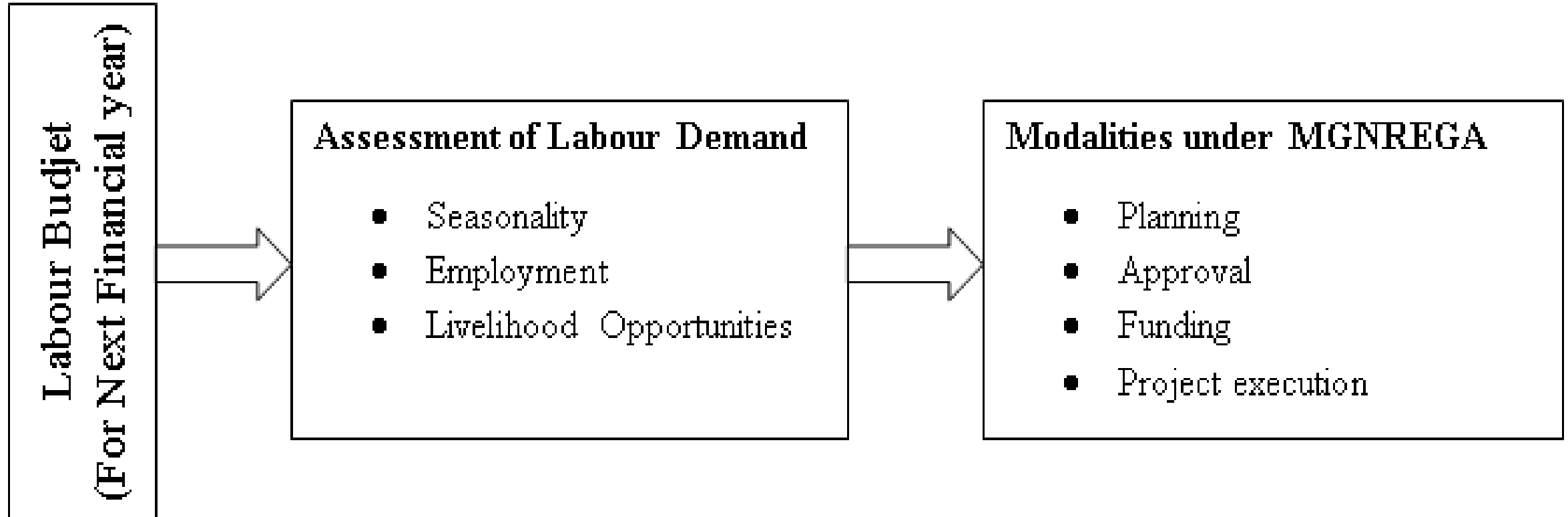
Quantum of works (Shelf of projects)

- The shelf of projects must not be like a laundry list of works.
- The shelf of projects must be an integrated plan based on the basic principles derived from three foundational approaches:
 - watershed development
 - sustainable groundwater management
 - flood protection and drainage management
 - creation of sustainable livelihoods
- Two third of works are developed for land and water conservation

Elicitation of demand for employment

- Base line survey every five years
- Assessment of quantum and timing of demand for employment
- Local institutions are involved in survey
- Last survey 2013-14 and used in 2014-15 LB preparation
- Expected to conduct in every five years
- It is mandatory for the MGNREGA development plan
- LB approved in 2014-15 if it was done on the basis of survey

Preparation of Labour Budget



Rationale of GPDP and LB Convergence

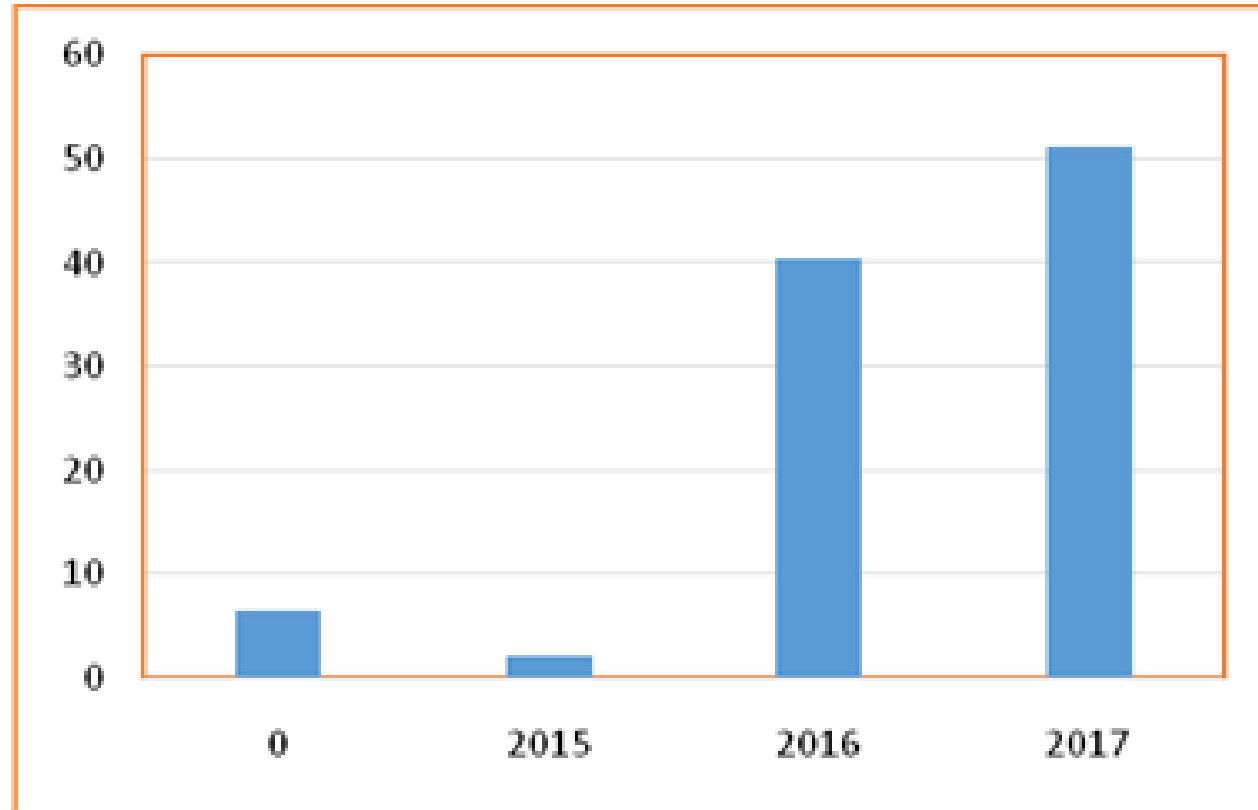
- Planning cycle of FFC grant and MGNREGS are different
 - This affect the possibility of synergy and convergence
 - It affects a holistic view of the development needs
 - Realisation of SDGs
- MoRD Guide lines on this issue
 - So synchronise and harmonise the planning process of all programmes
 - Mandatorily synchronised 2017-18 Plan
 - Develop common situation and need analysis
 - A single plan should be developed
 - Approval may follow the same existing procedure
- Performance based Payments Committee for better Outcomes in Rural Development Programmes
 - Convergent Planning, Participatory implementation and social accountability

Linking Labour Budget with GPDP

- Common Platform for decision making
- Resource envelope (mapping of resources from different sources)
- Preparing a development plan matched with the needs of the people (convergence)
- Listing of GPDP elements in LB that should be taken up under MGNREGS

Evidence found in the GPDP LB Assessment

Percentage of Panchayats prepared GPDP (Based on Sample GPs)



Profile of the selected GPs

- The socio demographic data of the selected GPs shows a wide variation in terms of population size, sex ratio , poverty level etc. The degree of devolution also varies across states. This is to be an important consideration while integrating GPDP and LB.
- This also necessitates a differential approach depending upon the local context.

Why, GP to focus on HR?

- 30 % not done situation analysis for GPDP
- 44 % not done any Visioning Exercise
- 43 % not considered available staff for better manpower planning.
- 32 % said no co-operation from line department
- 24 % reported no prioritisation under GPDP

Why, GP to focus on HR?

- 79% of the presidents and 40 per cent of the secretaries have less than 3 years experience in PIs.
- 36 % depend on block level technical staff for financial and technical appraisal of the GPDP
- 60 % rated their GPDP at lower level of 5 point scale
- 51 % reported they have not received any training

Why, to strengthen LB and GPDP ?

- 39% of GP has no attendance at GS to prepare LB
- 45 % reported weak participation of stakeholders in preparing LB
- 20 % Panchayats not prepared shelf of projects
- 46 % not done timing of work to avoid distress migration
- 27 % not done any base line survey in GP
- 55% of the GPs reported LB is not part of GPDP

Awareness building and Community Mobilisation (Findings)

- Grading of different means of awareness building for GPDP shows that the best method widely adopted was door to door contact, discussion in the meeting of SHG/LB/GPLF and public address system.
- Some GPs adopted methods like drum beating, campaign, wall writing also to reach out villagers. This indicates that GPs are well aware of the importance of awareness building before GPDP preparation.
- Awareness building and community mobilisation are integral part of GPDP. There must be uniform and innovative ways to be included in the curriculum of training module since many GPs are still lagging behind in such activities.

Situation analysis and Realistic Assessment

- It is also important to improve the capacity of GPs to analyse these data from a planning perspective. We realised GPs are lacking capacity to analyse household level data using simple statistical technique. There must be some effort to improve their capacity.
- The realistic assessment of infrastructure, civic amenities, livelihoods, social justice are most important activities that we found in many GPs have less capacity to conduct such activities. This is an important areas that need to be incorporated in capacity building activities.

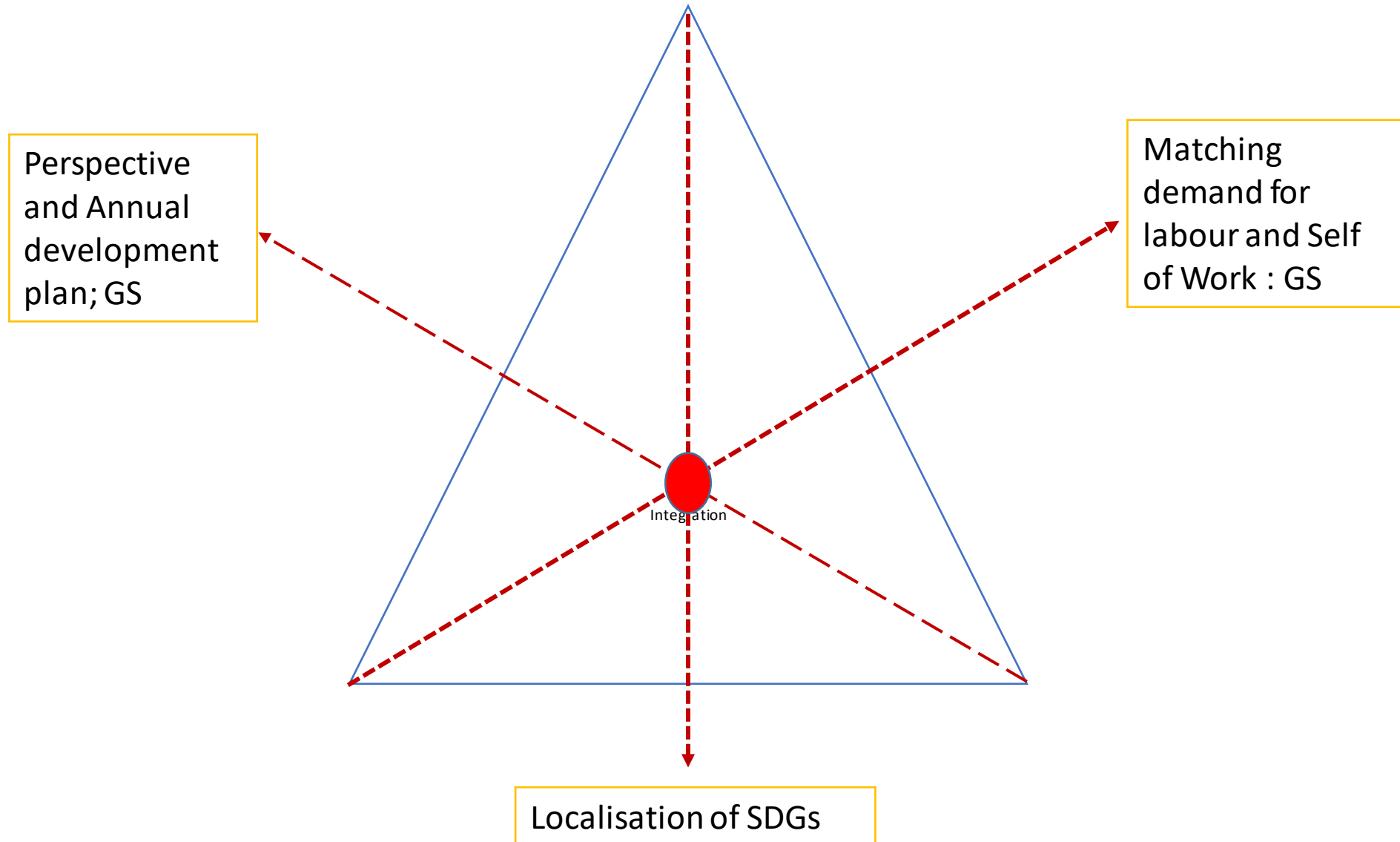
Grading of Panchayats Priorities

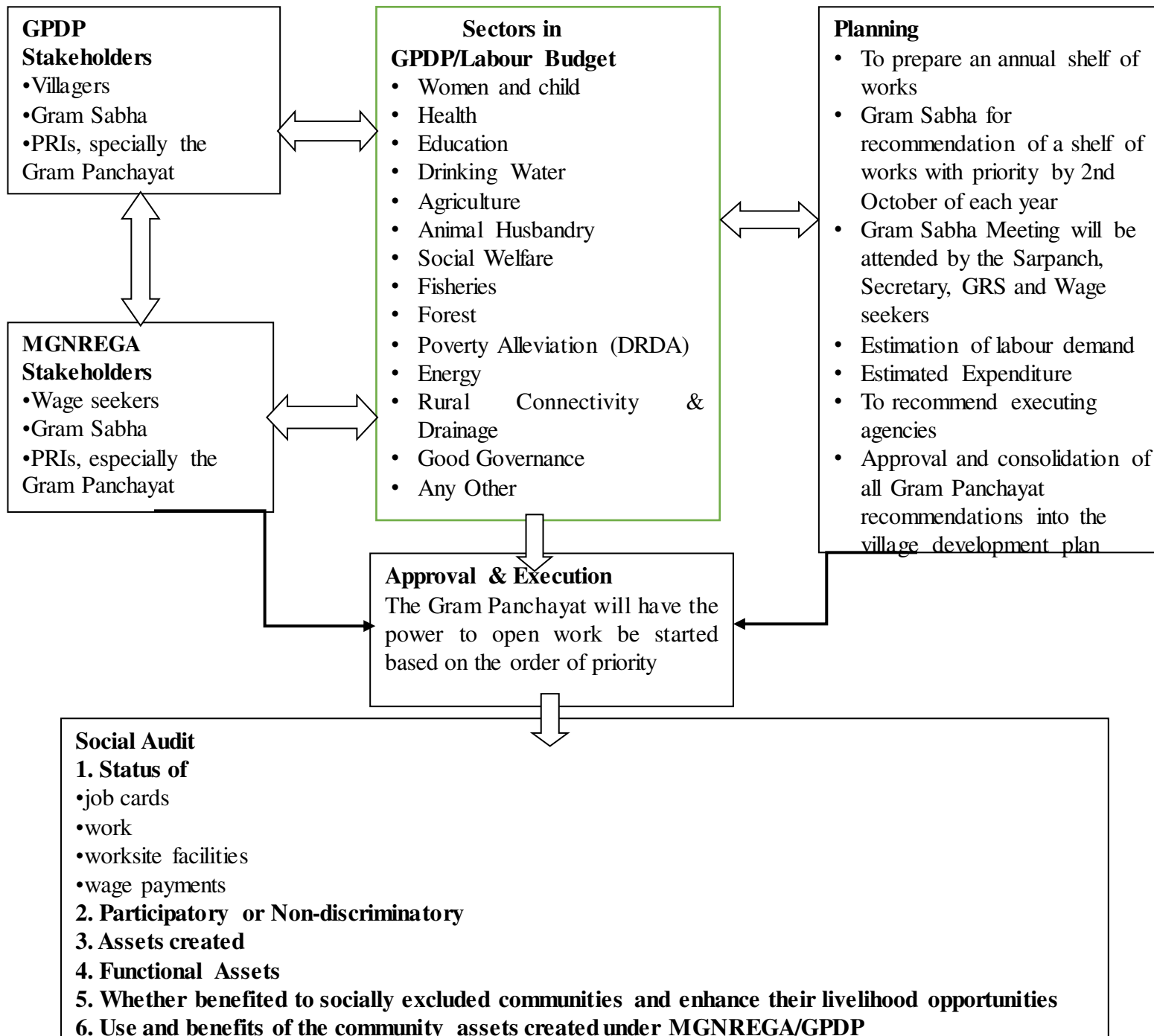
- Safe Drinking water to all 1
- Safe sanitation and clean panchayat 2
- Poverty-free Panchayat 3
- Compliant-free Street lighting 4
- Girl Child-friendly Panchayat 5
- Green Panchayat 5
- Child-friendly Panchayat 6
- Zero waste / plastic free 7
- Destitution- free Panchayat 8

Key Messages

- Integration of GPDP and LB is important to achieve convergence of MGNREGA with Panchayat Plan of development for effective outcomes in terms of livelihood security, asset creation and governance
- Capacity building for functionaries with respect to administrative rules, planning, financial management and e-governance has to be treated on priority basis
- Use GPDP-LB platform to achieve SDG 2030 –through convergence

Conceptual Framework





Sustainable Development Goals

- **Goal 1. End poverty in all its forms everywhere**
- **Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture**
- **Goal 3. Ensure healthy lives and promote well-being for all at all ages**
- **Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all**
- **Goal 5. Achieve gender equality and empower all women and girls**
- **Goal 6. Ensure availability and sustainable management of water and sanitation for all**
- **Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all**
- **Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all**
- **Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation**
- **Goal 10. Reduce inequality within and among countries**
- **Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable**
- **Goal 12. Ensure sustainable consumption and production patterns**
- **Goal 13. Take urgent action to combat climate change and its impacts***
- **Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development**
- **Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss**
- **Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels**
- **Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development**

Linking RD Programmes with SDGs

Rural Development Programmes	RD Significance	SDG Significance	GP Significance	GPDP Implications
MGNREGA	Guaranteed Wage Employment	Poverty Free (Goal 1) and Goal 8 employment	Poverty Free Panchayats	Planning that generate works which guarantee wage employment for rural poor
DAY-NRLM	Enhanced Livelihood activities	Poverty Free (Goal 1)	Poverty Free Panchayats	Plan for effective institutional platform (SHGs) at grass root level for poverty eradication
DDU-GKY	Diversification of livelihoods	Poverty Free (Goal 1)	Poverty free Panchayat	Plan for skilling and diversifying rural livelihoods
NSAP	Social Assistance for vulnerable groups	Poverty Free (Goal 1)	Poverty free Panchayat	Plan to improve service delivery of Pension schemes for old age, widow and other vulnerable groups.

Linking RD Programmes with SDGs

PMAY	Pacca house for all	Poverty Free (Goal 1)	Improved Quality of Life	Plan that facilitate home for all at Panchayat Level
PMGSY	Rural connectivity	Resilient infrastructure (Goal 9)	Improved connectivity	Plan for better roads at Panchayat Level
SAGY	Strengthening community, values , and aiming a holistic development	Promote peaceful and inclusive societies (Goal 16)	Improved value systems and community oriented	Building social capital and helps to strengthen GPDP plan process
NRuM	Strengthening village infrastructure and connectivity	Resilient infrastructure (Goal 9)	Improved Connectivity	Plan for better amenities and connectivity among cluster of villages
WDC-PMKSY	to restore the ecological balance by harnessing, conserving and developing degraded natural resources	Protect, restore and promote sustainable use of terrestrial ecosystems (Goal 15)	Enhanced ecosystem services at GP Level	Plan for restoring degraded ecosystems and water bodies (strengthen village level watershed committees)