



13TH FIVE YEAR PLAN NEW EQUATION FOR JANAKEYASOOTHANAM

The 13th Five Year Plan (FYP), for 2017-2022, of Local Self Government Institutions (LSGIs) in Kerala is envisaged by the Government as Janakeeyasoothranam (Peoples' Plan Campaign-PPC). After revisiting the PPC of last four Five Year Plans, Government of Kerala (GoK) has decided to activate the process of PPC and to regain the momentum that the State had created during 9th FYP. The momentum for Janakeeyasoothranam during 9th FYP was brought through active involvement of Volunteer. During the journey towards institutionalization of local planning since 10th FYP, the organic elements of participation and dynamism have declined and the process has become more mechanistic. It is in this context that the State Government has decided to revamp the momentum of Janakeeyasoothranam with a new equation, which could be considered as the second wave of People's Plan Campaign. The changing equation of PPC during 13th FYP envisages more professionalism, not mere populism. It also targets to attain outcomes, not mere outputs. The strategy of issuing the Guidelines in two phases, as against the previous practice of single Guideline, also has showed some results.

Harnessing Human Resources

The approach during 9th FYP was to make the people better involved in the planning process, by activating mass of

Volunteers. As against this, the approach for 13th FYP is to create the momentum by activating both the Voluntary Team as well as the Officials. The Officials along with the army of Volunteers is the present strategy for ensuring professionalism in planning. The attempt is to harness the human resource potential from all means such as line departments, academic/professional institutions, NGOs/CBOs, etc. and also the active involvement of Volunteers. For this, Planning Committee (PC) at Local Government level is envisaged by the Guideline for local planning. The structure of PC provides representation to the triad of local planning viz. Elected Representatives, Officials, and the Volunteers. The PC, just like Planning Board (PB) of the State, functions as the technical arm of LSGIs in the planning process; by spearheading the Working Groups – the so called Sectoral Planning Committees.

Outcome Based Planning

The 9th FYP gave stress more on planning process. As against this, 13th FYP gives importance to outcome based planning. The present Janakeeyasoothranam is Mission focused, with a slogan 'Janakeeyasoothranam for Navakerala Mission'. The Mission attempts to address the second generation development issues of Kerala, through PPC. For this, four Missions viz. (i) Haritha Keralam, (ii)

Aardram, (iii) LIFE, and (iv) Public Education Improvement Yajnam are envisaged under the umbrella of Navakerala Mission.

Haritha Keralam contemplates clean and green State by taking waste management and sanitation programmes, projects for preserving water, and promotion of agriculture development especially organic farming. Aardram is aiming at improving facilities in government run hospitals, by extending treatment at a reasonable cost. LIFE [acronym for 'Livelihood Inclusion and Financial Empowerment] targeting housing for all homeless people. Comprehensive Educational Rejuvenation Programme is to preserve and strengthen the public education system of Kerala.

Convergence Mantra

The convergence of resources and institutional mechanism is the mantra of PPC now. The Mission facilitates to funnel the resources from various Centrally/ State sponsored schemes, departmental funds, and plan funds to LSGIs; so as to attain the targets of Mission. For ensuring the institutional convergence in local planning, already higher level direction has been given. Also the district level line department officials were imparted training, along with DPC in this regard.

The institutional convergence for synergy of resources – human and financial – is



the strategy taken for strengthening PPC. The support from all line departments; especially the DPC Secretariat (District Planning Office (DPO), Department of Town & Country Planning (DoTCP), and Department of Economics & Statistics (DoES)); and Performance Audit Unit (PAU) is ensured. The role of DPO is to facilitate bottom up planning, DoTCP to provide technical support for spatial planning, and DoES to supply local statistics. The PAU, being the performance improvement mechanism of LGs, is to ensure the quality in planning through concurrent scaffolding process. In view of this, first phase of the capacity building on PPC by KILA commenced with the trainings to the above Officials. Similarly all district level line department officials were given necessary direction and imparted training on PPC, so as to ensure active involvement of official machinery.

Objectivity in Planning

In order to ensure objectivity in planning, GoK insisted for a scientific process. In view of this, GoK has taken a strategy of issuing Guidelines in two phases. The first guideline dated 09/01/2017 [G.O. (MS) No. 10/2017/LSGD and G.O. (MS) No. 11/2017/LSGD, respectively for rural and urban LSGs] details the process up to the level of status report preparation. The second Guidelines [G.O. (MS) No.72/2017/LSGD dt. 29/03/2017 for rural LSGs, and G.O. (MS) No.79/2017/LSGD dt. 03/04/2017 for urban LSGs] elaborate rest of the process in local planning cycle. With the first Guideline, immediate task of LSGs were to prepare Status Reports and consolidate them

into a Draft Development Report. If a single Guideline detailing entire planning process was issued, the tendency of LSGs would have been to jump into the project preparation by skipping the scientific process of status report preparation, stakeholder consultation, etc. In continuation of the first guideline, Helper on Status Report designed by KILA is circulated so as to enable the LSGs for a situation analysis before moving towards projectisation process.

Training to Capacity Building

To enable the LSGs in planning, there is a shift from mere training to capacity building; in the similar lines of PPC during 9th FYP. The approach has been scaffolding the functionaries, rather than mere imparting of information. The Block Level Trainers equipped by KILA have to function as Block Level Resource Team (BLRT) by supporting the planning process. The BLRT are steered collectively by the District Level Coordinators and State Resource Group (SRG) members. The PAU is also directed to do performance audit along the process of planning, leading to performance improvement; instead of post process audit.

The trainings for Janakeeyasoothranam have been schemed into five phases. The first phase on the preparation of Status Reports and to consolidate them into the Development Report; the second phase on the interface between Missions and LSGs; the third phase on the formulation of local plans; the fourth phase on the plan vetting; and the fifth phase on the plan implementation and monitoring. The trainings have been action oriented with follow

up through the BLRT, with the coordination of the State Resource Group (SRG) on decentralization.

Efficient Implementation

For the first time in the history of Kerala that all the LSGs have got approved their Annual Plan by 15th June 2017; thus availing more time for implementation. This has avoided the hitherto followed bad practice of consuming more time for planning and less time for implementation. The State Government has taken measures to curb the tendency of incurring expenditure towards the fag end of financial year, by insisting quarterly expenditure limits. Accordingly the implementation should commence in the first quarter with an average expenditure per quarter is 25%. The maximum limit of expenditure during the last quarter is 30% and last month is 15%. This would ensure timely and efficient implementation of plan.

The Second Wave

The changing equation for strengthening Janakeeyasoothranam in Kerala during 13th FYP, taking clues from the 9th FYP and the lessons learned so far is nothing but a leap towards the Second Wave of Peoples Plan Campaign. Interestingly, no other State has stepped into the 13th FYP. Once again the State of Kerala has showed its commitment to 'Power to the People' by funneling entire machinery towards participatory local planning. The destiny of State's commitment rests with the local governments and the people at large. ●

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