

**GUIDELINES FOR PREPARATION OF APPROACH PAPER  
TO THE 12TH FIVE YEAR PLAN: 2012 – 17**

***GOAL: "GROWTH WITH BROAD-STREAMED INCLUSION"***

**DEPARTMENT OF PLANNING AND DEVELOPMENT**

**GOVERNMENT OF BIHAR**

**GUIDING NOTES ON THE CROSS CUTTING ISSUES WHICH CAN BE USED IN DELIBERATION TO PREPARE AND FINALIZE APPROACH FOR 12<sup>TH</sup> FIVE YEAR PLAN**

“The aim of the forthcoming Five Year Plan is **Growth with Broad-streamed Inclusion**”

**DEVELOPING MONITORABLE TARGETS**

It is expected that each of the working committees must identify and finalize the monitorable indicators for the schemes being implemented by the respective departments and sectors. The department can be asked to chalk out the monitorable indicators which would be monitored during the 12<sup>th</sup> FYP at regular interval.

While indentifying the indicators, sectors should clearly identify input, process, outcome and impact monitorable indicators pertaining to their respective schemes. Further the five year targets to be broken in annual targets. It is suggested to take up such indicators which can be monitored either through service data and some of the sample survey data like NFHS, DLHS, NSSO, SRS etc. The census 2011 data can be considered to assess the current situation and set the priorities of the state.

Following are the suggestive sector wise list of monitorable targets. Working committees are requested to cross check the suggestive list. Committees can add some more indicators for 12<sup>th</sup> FYP or modify/drop some of the monitorable indicators given in the below placed table:

<b>SECTORS</b>	<b>MONITORABLE INDICATORS</b>	<b>TARGETS FOR 12<sup>TH</sup> FYP</b>
<b>INCOME AND POVERTY</b>	Average GDP growth rate	
	Agriculture GDP growth rate	
	Growth Rate of Manufacturing Sector	
	Number of registered Household given 100 days of secured wage employment	
	Rise in real wage rate of unskilled workers	
	Percentage decrease in the number of persons below poverty line	
	Percentage increase in CD Ratio	
	Percentage decrease in the number of landless and houseless people	
<b>AGRICULTURE</b>	Growth Rate of Agriculture Production	
	Seed Replacement Rate	
	Increase in Net Cultivable Area	
	Average Yield of Food Grains	
	Increase in Cropping Intensity	
	Percentage Increase in Milk Production	
	Percentage Increase in Meat Production	
	Percentage Increase in Fish Production	
Percentage of farmers given subsidy and financial linkages for Farm		

SECTORS	MONITORABLE INDICATORS	TARGETS FOR 12 <sup>TH</sup> FYP
	Mechanization	
	Percentage increase in Agricultural Credit (KCC and others)	
<b>INDUSTRY</b>	Percentage creation of employment in medium, small and micro enterprises	
	Number of sick PSUs revived	
	Number of new job created in manufacturing sectors	
	Number of persons trained on new marketable skills	
<b>IRRIGATION</b>	Percentage Increase in Irrigation Potential	
	Percentage Increase in Net Irrigated Area to the Total Cultivable Area	
<b>EDUCATION</b>	Drop-out rate at the Elementary level	
	Increase in Net Enrolment Ration at Elementary Level	
	Completion Rate at Elementary Level	
	Pupil Teacher Ratio at Elementary Level	
	Student Class Room Ratio at Elementary Level	
	Gender Parity Index at Elementary Level	
	Transition Rate from Elementary to Secondary	
	Gross Enrolment Ratio in Secondary Education	
	Gross Enrolment Ratio in Higher Education	
	Percentage increase in the number of professionals developed through technical education	
<b>HEALTH AND NUTRITION</b>	Infant Mortality Rate	
	Maternal Mortality Rate	
	Total Fertility Rate	
	Contraceptive Prevalence Rate	
	Institution Delivery	
	Complete Immunization	
	ANC Coverage	
	Malnutrition among children of age group 0-3 years	
	Anemia among women	
	Anemia among adolescent girls	
	Percentage increase in Exclusive Breastfeeding	
	Percentage increase in the number of beds per lakh population in hospital	
<b>WOMEN AND CHILDREN</b>	Increase in the percentage of women and girl children beneficiaries in all direct and indirect government schemes and programmes	
	Increase in the mean age of marriage	
	Increase in Birth Registration	

SECTORS	MONITORABLE INDICATORS	TARGETS FOR 12 <sup>TH</sup> FYP
INFRASTRUCTURE	Number of Fully Electrified Habitations	
	All the habitation having round the clock power supply	
	Percentage increase in power generation	
	Percentage increase in per capita electricity consumption	
	Percentage decrease in TND losses	
	Length of Road (KM) Per Lakh Population	
	Length of road (KM) per 100 SQ. KM	
	Number of habitations having all seasoned motorized road connectivity	
	Percentage increase in food grain storage capacity	
ENVIRONMENT	Forest Coverage	
	Percentage of Household having toilet facility	
	Percentage of household having safe and adequate drinking water facility	

While preparing the approach paper, working committees are also requested to consider some of the cross cutting issues. A detailed note on the cross cutting issues are mentioned below for the ready reference and consideration:

#### A) ENTITLEMENT BASED PLANNING

1. Entitlement refers to basic human rights, constitutional & statutory provisions and schematic rights for individual or group of individuals (such as based on educational rights, scholarships, social security pensions, health security, bicycles to students, financial provision for self employment, vocational training etc.); for families (such as housing, food, wage employment, livelihood, sanitation facility, electricity etc).
2. It also includes norms and benchmarking of facilities in any institution (norms of teachers, classrooms, library, toilet, drinking water etc, in a school; types of doctors, nursing staff, instruments, medicines, lab & other facilities required to render health services etc. in a hospital like PHC, APHC, HSC etc) and services to be rendered by it to the local populace.
3. Additionally, it refers to the norms on which a facility (like roads, irrigation facilities, electricity, schools, health centres etc) is to be extended to any area such as village, panchayat, block, district or group of districts. These norms may include schools in a vicinity of one Km of each habitation, ratio of primary and upper primary school, road connectivity to all habitations, source of safe drinking water facilities for a population of 250 persons, etc. Based on such well defined entitlements schemes are dovetailed to ensure their universal realisation.
4. The Plan should be prepared from Panchayat level upwards based on the actual requirement within the premise of entitlements well articulated in various schemes. The approach should be to go for universal realisation of such rights and entitlements rather than restricting oneself to

certain targets. Such efforts would also be helpful in better monitoring & evaluation, reducing malpractices & corruption and also addressing inter regional disparity.

5. During 12th Plan such approach should be extended to identification of entitlements at the state and regional level, particularly in creation of physical, social and productive infrastructure and we should work for realisation of such entitlements all across the country. We should try to ensure that all states, districts, blocks, panchayats, villages and habitations have certain basic minimum entitlements regarding infrastructure, such as connectivity, electricity, drinking water, elementary school, Anganwari Centres, hospitals, banks, post offices etc. It may be advisable to link BRGF grants to bridge the critical gaps for realisation of those entitlements.
6. Every sector should indentify the entitlements pertaining to individuals, family, area and institutions and evolve proper strategy for universal achievements of entitlements

## **B) HABITATION BASED PLANNING**

At present revenue villages are considered as the unit of planning. Each village includes large number of Tola or habitations. These habitations are sociologically better homogeneous groups. In taking village as planning unit the primary focus remains on the mainland on the village and the habitations in the periphery, which comprises mainly of weaker sections is deprived. In 12th Plan, strategy should adopt the policy of taking 'habitation' as the basic unit of planning. This will imply that now the planning has to be done for reaching basic services to the level of habitation rather than restricting up to the village level. This would also require necessary changes in monitoring formats.

## **C) INCLUSION BY BROAD-STREAMING**

All sectors should identify the areas for inclusion and explore the possibilities of broad-streaming, the existing avenues keeping in view the language, tradition, culture, practices of under-privileged communities into consideration. This may be one of the effective and feasible solutions for inclusive development.

**The concept of Mainstreaming** means bringing excluded communities into the mainstream. It presumes that excluded communities do not have much relevant knowledge, language, vocations, lifestyle etc. for growth. So, they should be extricated from the present situation to bring them into mainstream.

Whereas, **the concept of Broad-streaming** means giving equal importance to the lifestyle practices, habits, language, vocation, etc. of underprivileged and marginalised communities as compared to that of mainstream system. The entire system develops in such a way that the sub-streams become the mainstream.

The state has constantly emphasising on social, financial and economic inclusion. This should continue with more vigour. However, the state should now go for Broad-Streaming and not for Mainstreaming. This concept of Broad-streaming visualises the development of sub-streams by its broadening at par with mainstreams so they may be considered as one entity. Broad-streaming tries to take into account the strength & weaknesses of the community and builds upon it.

The concept of broad-streaming respects individuality; promotes dignity of labour and provides base for an equitable society. The existing programmes related to SC, ST and other weaker sections need to be re-engineered to align with the concept of Broad-streaming.

As part of our effort to prepare an approach paper and subsequently 12<sup>th</sup> Five Year Plan, each of the working committee should identify the scope of broad-streaming under the schemes and programmes being implemented for the development of society/state.

For example, in agriculture, proper strategy should be developed to enhance the production of food-grains such as maize, raggi, kodo etc popular among the under-privileged community. The proposed Rainbow Revolution is also having an aspect of broad-streaming as it clearly narrates the development of fisheries, animal husbandry, horticulture etc besides core agriculture development (not only principal crops but also secondary crops).

Following is the suggestive matrix with which the scope of broad-streaming under each of the schemes/programmes can be identified:

Sector	Sub Sector	Key Schemes/ Programmes	Scope/element of Broad-streaming	Remarks
HRD	Elementary Education	SSA	Inclusion of local dialects in schools like local dictionary etc	
			Development of Reading materials, sports etc from the culture, values, lifestyle of underprivileged community	
			Teaches Training for Pedagogical correction to bring the sensitivity towards contextual issues	
Labour Resource	Employment, Vocational Education and Skill Development	National Skill Development Mission and Bihar Skill Development Mission	Encourage local skill sets and make a provision of backward and forward linkages for their development	
Health and Nutrition	Public Health	NRHM	Integration of Indigenous medical practices along with modern practices	

	Nutrition	ICDS	Nutrition mela to promote and popularize the indigenous food practices and recipe	
Agriculture and Allied	Agriculture	RKVY	Holistic development of Principal Crop along with Secondary crop and comprehensive development of allied sectors like fisheries, animal husbandry, horticulture etc	
Rural Development	Self Employment and Women Empowerment	SGSY	<ul style="list-style-type: none"> <li>• Encourage local skill sets and make a provision of backward and forward linkages for their development</li> <li>• Promoting gender sensitive values and practices</li> <li>• Involvement of women in the decision making process at community level forum like Gram Sabha</li> </ul>	

#### **D) BUSINESS PROCESS RE-ENGINEERING**

Each and every office has a definite set of rules, regulation and procedures for its normal functioning. These set of rules, regulations and procedures determine the efficacy of the functioning of the office. Implementation of different programme is also dependant on the efficiency of the office responsible for its implementation. Work ethics and environment keeps on changing day-by-day; technological changes also make it desirable that the rules, regulations and procedures should be re-examined and re-engineered at regular interval.

Implementation of many schemes critically depends on having smoother interface between government and people. The interface between government and people needs to be continuously re-examined to make it faster and effective. It is thus important that the working of different offices is re-engineered so that programme implementation becomes more effective and efficient.

Department of Rural Development has taken initiative to re-engineer the business processes from block level to state level particularly for the schemes of Rural Development. This exercise needs to be done in other departments and offices also.

There are certain important statistical database and information which help us in better planning and program delivery. In some departments particularly in flagship programs statistical data has been created which has helped in strengthening the program delivery system. For example, District information system on Education (DISE), Health Management Information System (HMIS), etc. There is need to identify the requirements of such statistical databases in all sectors. Some of these may be available through collection of routine statistics either at state or national level. Collection of the supplementary database needs to be made a part of the planning exercise.

Based on those statistics key indicators have to be identified which can give an overall insight into the functioning of the sector. These key indicators can further be monitored on regular basis.

### **E) INTEGRATION, AMALGAMATION AND REDUCTION OF SCHEMES**

In Bihar, there are more than 600 schemes which are being implemented through plan exercises. Such a large number of schemes cannot be properly monitored. It would be better if the existing structure of the schemes is re-examined and smaller schemes can be either dropped or integrated/amalgamated with other schemes. For example: all schemes pertaining to fishery development are clubbed as “Integrated Fishery Development Program”. This may have several components dealing with say development of fingerlings, development of ponds, de-siltation, manufacturing and distribution of fish food, sale and marketing of fishes etc. Similarly, there may be schemes like integrated scheme for Detection and Rehabilitation of disability, Integrated Handloom Development Program, Integrated Minority Development Schemes etc.

There is also need to examine the duplication of interventions under various scheme implementations and further integration/amalgamation or dropping the schemes can be thought of for better implementation and monitoring

The above-cited approach and strategy would help us to devise appropriate, adequate and feasible number of schemes. It would also give us opportunity to monitor the outcome of the schemes in an integrated fashion.

### **F) CONVERGENCE**

The experience shows that there is lack of coordination between the sectors for targeting and implementation of development schemes. Plethora of schemes usually promotes silo planning and implementation. Now this is the time, when one should focus on the convergence approach to target the last man by leveraging maximum benefits at the door step of the beneficiaries. A dedicated approach is required to develop a convergence plan considering various issues of development and different component of schemes & programmes.

There may be three dimensions of convergence:

1. Dovetailing of Fund



2. Convergence of Services
3. Convergence of Human Resources

The entitlement based planning gives us opportunity to map the areas of convergence (issue based) considering the norms and provisions of various developmental schemes and programmes. The above mentioned dimension would enable the policy makers and implementing agency to render the services within the premise of entitlement based approach, which would be articulated during the planning process.

#### **G) LEVERAGING PRIVATE INVESTMENT THROUGH PROPER PUBLIC INVESTMENT**

The desired growth rate in GDP cannot be achieved simply by increasing public investments. There has to be conscious effort to leverage private investment through selective public investments. PPP model has been found to be quite useful in some of the areas of providing infrastructure facilities. During 12<sup>th</sup> Five Year Plan formulation, attention has to be given to identify areas of collaboration between public and private sectors.

#### **H) PROMOTING FRUGAL INNOVATIONS**

There is a strong need to identify the scope of frugal innovations in each of the sectors. Innovations need to be identified, promoted, documented and scale-up through broader dissemination. Enabling and supportive environment could be created for frugal innovations. For the said purpose, state government has already set up State Innovation Council which can give a broad roadmap for taking forward the innovative practices in each of the sectors.

#### **I) INVOLVING VAs AND OTHER PEOPLES BODIES IN PLANNING AND IMPLEMENTATION PROCESS**

Voluntary Agencies (VAs) and Public bodies can play an important role in establishing an interface between government and community. This association can generate a dialogue between these two parties for proper planning, implementation and bringing the element of transparency, good governance and accountability in the delivery mechanism.

It is expected that each sector should clearly spell out the role of VAs and People Bodies in programme designing, implementation and monitoring.

#### **J) LAND PLANNING**

Land planning is one of the important dimensions in executing the schemes which aim to develop the infrastructure like building, community centre, schools, health infrastructure, AWCs, Panchayat Sarkar Bhawan etc. During the 12<sup>th</sup> Five Year Plan formulation, the respective sectors should workout the requirement of the land and make a comprehensive plan for ensuring their availability. Following aspects can be taken care of in this regard:

1. Standardization of land requirements for every facility/institutions
2. Estimation of land for different schemes in next five year plan

1. Planning for creation of building structure keeping in mind requirement of space/land for next 30 years
2. Strengthening of land bank

#### **K) PLANNING FOR INPUT/ MATERIAL REQUIREMENT**

Managing input and material is critical component of effective supply chain management. 12<sup>th</sup> Five Year Plan must ensure assessment and smooth supply of input and material in good quality at destinations in time. In this regard, following points may be considered:

1. Assessment of inputs/material requirement under different schemes for next 12<sup>th</sup> FYP
2. Planning of production or procurement, storage and transportation of inputs /materials for implementing schemes for next 12<sup>th</sup> FYP
3. Establishing and strengthening the supply chain management/Logistic management
4. This would also give us opportunity to attract private investments to meet the above requirements.

#### **L) HUMAN RESOURCE PLANNING**

Skilled and semi-skilled human resources are pre-requisites for efficacy of any development processes. This has to be given thrust in the approach to the 12<sup>th</sup> Five Year Plan. Strategy needs to evolve for Human resource planning, capacity need assessment and devise structured course curricular for their skill enhancement and also meeting the futuristic requirements. Following are some of the aspects which may be considered while preparing the sector wise approach and plan:

1. Assessment of types of human resources required during next Five Year Plan
2. Devising skill development strategy to meet the futuristic requirements
3. Establishment and development of institutions to bridge the emerging requirement of human resources

#### **M) GENDER PLANNING**

Comprehensive planning needs focused attention for gender planning and budgeting. Gender sub-plan preparation needs to ensure as integral component of all development schemes in the 12<sup>th</sup> Five Year Plan.

1. Creating and strengthening disaggregated data on the issue of gender.
2. Institutionalizing the mechanism for gender based data collection and monitoring
3. Inclusion of gender perspective and gender focused strategy needs to be evolved for gender equality
4. Policy appraisal through gender lens
5. Strengthening the processes of gender sub-planning and budgeting

#### **N) MINORITY**

As part of inclusion, minority needs to be given due attention in the processes of planning. There is strong need to devise an integrated programme for the minority development and for which we need to focus on the following issues:

1. Creating and strengthening disaggregated data on the issue of minority.
2. Institutionalizing the mechanism for data collection and monitoring pertaining to minority development
3. Inclusion of minority perspective and minority focused strategy needs to be evolved

#### **O) SC/ST**

Scheduled Caste and Scheduled Tribes are major constitute of our demography. Sub-plan preparation for SC/ST also needs to ensure as integral component of all development schemes in the 12<sup>th</sup> Five Year Plan as there is a constitutional requirement for the same.

1. Creating and strengthening disaggregated data on the issue of SC/ST.
2. Institutionalizing the mechanism for data collection and monitoring pertaining to the development of SC/ST
3. Focused strategy needs to be evolved

#### **P) PHYSICALLY & MENTALLY CHALLENGED**

Physically and mentally challenged people are one of the vulnerable communities. The community needs special attention in devising approach for the 12<sup>th</sup> Five Year Plan. Strategy needs to evolve in broad-streaming the disadvantaged community.

#### **Q) BEGGAR FREE BIHAR**

Beggars, transgender, de-notified tribes etc. are the left-out communities in the development process and have not been given focussed attention for inclusion. They should be considered as Ultra Poor and separate strategy needs to be evolved for their financial, social, cultural and economical inclusion. We cannot claim to be a front runner state unless we broad-stream them in the development process. State government has already taken an initiative to rehabilitate these left out communities and a dedicated agency called State Society for Rehabilitation of Ultra Poor. This needs to be further strengthened and appropriate policies and programmes can be implemented by this agency.

#### **R) CHILD PERSPECTIVE**

Children are the integral component of our demographic features. They are the future of the country and investment on child is considered to be the best investment. Hence, Child focused issues must be placed during the planning process. Different sector should synergize their effort to ensure holistic development of the children.

#### **S) INFORMATION, COMMUNICATION AND TECHNOLOGY**

ICT becomes vital tool for managing and monitoring interventions and programs. IT enabled services ensure data management and its retrieval for better planning and monitoring. Initiatives pertaining to computerization and use of ICT in all departments need to be strengthened. Online web based monitoring system, online tax collection system etc can also be thought of. A robust system must be planned and linkages can be established with all the sectors for:

1. Creating spatial maps to be based for integrated planning
2. Planning of all schemes to be based on the spatial maps

#### **T) GOOD GOVERNANCE**

Good Governance is one of the cross-cutting issues in each of the sectors, programme designing and its implementation. Special strategy must be devised to monitor the progress against the indicators finalized as part of good governance for each of the sectors.