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Results Framework Document
for
Ministry of Panchayati Raj

(2009-2010)

Section 1: Vision, Mission, Objectives and Functions

Vision

Enabling the Panchayats to function as the institutions of self government and attain the 'Gram Swaraj' dream of Mahatma Gandhi through 'Power to the People'.

Mission

- A. Devolving Functions, Funds and Functionaries (3Fs) upon the Panchayati Raj Institutions (PRIs).
- B. Building capacity of the PRIs so that they can perform their mandated roles effectively.
- C. Devising institutions, systems and processes for enhancing efficiency, transparency and accountability of the PRIs.
- D. Empowering the Gram Sabhas in general and in PESA areas in particular.
- E. Institutionalizing integrated decentralised participatory planning.
- F. Mitigating regional backwardness through people-centric governance and people-centric planning & implementation.
- G. Institutionalizing Panchayat level dispute resolution mechanism.

Objectives

- 1 Pursuing with the Union Ministries and the State Governments, progressive devolution of 3Fs upon the Panchayats according to the principles of subsidiarity and the centrality of Panchayats.
- 2 Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.
- 3 Pursuing with the States adoption of the Model Panchayat Account System developed recently.
- 4 Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries.
- 5 Implementing the Backward Region Grant Fund (BRGF) Programme effectively for mitigating regional backwardness.
- 6 Using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of schemes and pooling of diverse resources for better outcomes.
- 7 Finalizing and steering the Nyaya Panchayat Bill.
- 8 Enhancing reservation for women in PRIs and also their leadership quality.
- 9 Upscaling of the Rural Business Hubs to create rural business opportunities through Public Private Panchayat Partnership (PPPP) Model.

Functions

- 1 All matters relating to Panchayati Raj (PR) and PRIs,
- 2 DPCs and Integrated Decentralized Participatory Planning.
- 3 Implementation of PESA Act, 1996, and accordingly

Section 1: Vision, Mission, Objectives and Functions

- 4 formulate laws, policies and programmes and build systems, processes and institutions.

Section 2: Inter se Priorities among Key Objectives, Success indicators and Targets

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
1 Pursuing with the Union Ministries and the State Governments, progressive devolution of 3Fs upon the Panchayats according to the principles of subsidiarity and the centrality of Panchayats.	20.00	Supporting States in Activity Mapping	Provision of detailed feedback to the States on their Activity Mapping exercise	Number of States to which feedback is provided	5.000	8	5	4	3	2
		Incentivizing States for Devolution	Disbursing incentive amount to better performing States.	Percentage of Amount disbursed	2.000	100%	90%	80%	70%	60%
			Preparation of the Study Report for ranking States as per the extent of Devolution.	Percentage of Work completed.	3.000	100%	90%	80%	70%	60%
		Follow-up regarding advisory dated 19.1.09	Holding detailed discussions with Central Ministries for amending their scheme guidelines in accordance with advisory dated 19.1.09.	Number of Central Schemes	5.000	10	8	5	4	3
		Follow-up on Panchayat window in the State Budget	Follow up letter to States for opening Panchayat Window in Budget	Number of States	5.000	5	4	3	2	1
2 Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.	10.00	Strengthening the Gram Sabhas in PESA States.	Circulating Model Rules for PESA to the 9 States.	Date	5.000	31/03/2010	--	--	--	--
		Implementation of guidelines issued on 2nd October, 2009 on the effective functioning of Gram Sabhas.	To visit the States for monitoring effectiveness of the Gram Sabha meeting.	Number of States	5.000	12	10	8	5	4
3 Pursuing with the States adoption of the Model Panchayat Account System developed recently.	5.00	Holding regional workshop for all States/UTs	Completion of all the Six Regional Workshop during the year	Number of Worksh	5.000	6	5	4	3	2

Section 2: Inter se Priorities among Key Objectives, Success indicators and Targets

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
				ops						
4 Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries.	10.00	Utilising the training and capacity building potential available in the Non-Governmental sector	Finalizing framework of PPP in capacity building.	Percentage of Work completed	3.000	100%	90%	80%	70%	60%
		Expediently sanction eligible grants under RGSY and BRGF (Capacity Building component)	Release of funds within 15 days of receipt of proposals from the States, complete in all respects.	Days	5.000	15	18	21	24	25
		Strengthening the technical capacity of Gram Panchayats for building the Panchayat infrastructure, e.g. the Panchayat Ghars	Framing guidelines on standard type designs and estimates for various civil works connected with building of the Panchayat Ghars	Date of Issue of Guidelines	2.000	15/02/2010	28/02/2010	15/03/2010	31/03/2010	01/04/2010
5 Implementing the Backward Region Grant Fund (BRGF) Programme effectively for mitigating regional backwardness.	25.00	Ensure that DPCs consolidate the District Plans	No. of Plans approved by DPCs.	Number	10.000	225	200	175	150	120
		Ensure that HPCs approve District Plans	No. of Plans approved	Number	3.000	225	200	175	150	120
		Expediently sanction the eligible grants	Within 15 days of receipt of proposals from the States, complete in all respects	Days	5.000	15	18	21	24	25
		Publish the sanction orders on MoPR portal for public view	Within 2 days.	Days	2.000	2	4	6	8	10
		Fully transfer the Budget allocation to States/ Districts	Utilization of Budget Allocation (RE)	Percentage of R.E.	5.000	100%	90%	80%	70%	60%
6 Using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of schemes and pooling of diverse resources for better	10.00	Constitution of DPCs.	Number of States constituted DPCs.	Number	5.000	22	20	18	16	15

Section 2: Inter se Priorities among Key Objectives, Success indicators and Targets

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
outcomes.										
		Decentralized District Plans prepared by States.	Number of District Plans prepared.	Number	5.000	210	200	175	150	140
7 Finalizing and steering the Nyaya Panchayat Bill.	2.00	To finalize the draft Nyaya Panchayat Bill and circulate the same	Circulation of draft Nyaya Panchayat Bill.	Date	2.000	31/01/2010	15/02/2010	01/03/2010	15/03/2010	31/03/2010
8 Enhancing reservation for women in PRIs and also their leadership quality.	10.00	To increase the reservation from 33% to 50% in PRI.	Introduction of the Bill to amend Article 243D the Constitution	Date	5.000	31/03/2010	--	--	--	--
		To improve the quality of leadership through PMEYSA.	No. of States which have taken steps for formation of Association of EWRs.	Number of States	3.000	10	8	7	6	5
			Training/ Sensitization programmes held for EWRs & EYRs.	Number of Elected Representatives trained	2.000	10000	9000	8000	7000	6000
9 Upscaling of the Rural Business Hubs to create rural business opportunities through Public Private Panchayat Partnership (PPPP) Model.	3.00	Evaluation of Rural Business Hubs scheme	Award of Consultancy for Evaluation	Date	3.000	28/02/2010	15/03/2010	31/03/2010	15/04/2010	30/04/2010
* Efficient Functioning of the RFD System	5.00	Timely submission of Draft for Approval	On-time submission	Number	2.000	0.00	1.00	2.00	3.00	4.00
		Timely submission of Results	On- time submission	Number	2.000	0.00	1.00	2.00	3.00	4.00
		Finalize a Strategic Plan	Finalize the Strategic Plan for next 5 years	Number	1.000	0.00	1.00	2.00	3.00	4.00

* Mandatory Objective(s)

Section 3: Trend Values of the Success Indicators

Objective	Action	Success Indicator	Unit	Actual Value for FY 07/08	Actual Value for FY 08/09	Target Value for FY 09/10	Projected Value for FY 10/11	Projected Value for FY 11/12
1 Pursuing with the Union Ministries and the State Governments, progressive devolution of 3Fs upon the Panchayats according to the principles of subsidiarity and the centrality of Panchayats.	Supporting States in Activity Mapping	Provision of detailed feedback to the States on their Activity Mapping exercise	Number of States to which feedback is provided	0	0	8	12	15
	Incentivizing States for Devolution	Disbursing incentive amount to better performing States.	Percentage of Amount disbursed	25/03/2008	25/03/2009	15/03/2010	15/03/2011	15/03/2012
		Preparation of the Study Report for ranking States as per the extent of Devolution.	Percentage of Work completed	100	100	100	100	100
	Follow-up regarding advisory dated 19.1.09	Holding detailed discussions with Central Ministries for amending their scheme guidelines in accordance with advisory dated 19.1.09.	Number of Central Schemes	0	0	10	10	10
	Follow-up on Panchayat window in the State Budget	Follow up letter to States for opening Panchayat Window in Budget	Number of States	0	0	10	12	12
2 Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.	Strengthening the Gram Sabhas in PESA States.	Circulating Model Rules for PESA to the 9 States.	Date	--	--	31/03/2010	28/02/2011	31/03/2012
	Implementation of guidelines issued on 2nd October, 2009 on the effective functioning of Gram Sabhas.	To visit the States for monitoring effectiveness of the Gram Sabha meeting.	Number of States	--	--	20	24	24
3 Pursuing with the States adoption of the Model Panchayat	Holding regional workshop for all States/UTs	Completion of all the Six Regional Workshop during	Number of	--	--	6	--	--

Section 3: Trend Values of the Success Indicators

Objective	Action	Success Indicator	Unit	Actual Value for FY 07/08	Actual Value for FY 08/09	Target Value for FY 09/10	Projected Value for FY 10/11	Projected Value for FY 11/12
Account System developed recently.		the year	Workshops					
4 Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries.	Utilising the training and capacity building potential available in the Non-Governmental sector	Finalizing framework of PPP in capacity building.	Percentage of Work completed	--	--	100	--	--
	Expediently sanction eligible grants under RGSY and BRGF (Capacity Building component)	Release of funds within 15 days of receipt of proposals from the States, complete in all respects.	Days	--	--	15	13	10
	Strengthening the technical capacity of Gram Panchayats for building the Panchayat infrastructure, e.g. the Panchayat Ghars	Framing guidelines on standard type designs and estimates for various civil works connected with building of the Panchayat Ghars	Date of Issue of Guidelines	--	--	31/03/2010	--	--
5 Implementing the Backward Region Grant Fund (BRGF) Programme effectively for mitigating regional backwardness.	Ensure that DPCs consolidate the District Plans	No. of Plans approved by DPCs.	Number	155	206	220	230	240
	Ensure that HPCs approve District Plans	No. of Plans approved	Number	155	206	220	230	240
	Expediently sanction the eligible grants	Within 15 days of receipt of proposals from the States, complete in all respects	Days	--	--	15	13	10
	Publish the sanction orders on MoPR portal for public view	Within 2 days.	Days	--	--	5	4	3
	Fully transfer the Budget allocation to States/ Districts	Utilization of Budget Allocation (RE)	Percentage of R.E.	100	100	100	100	100
6 Using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of	Constitution of DPCs.	Number of States constituted DPCs.	Number	17	20	22	24	24

Section 3: Trend Values of the Success Indicators

Objective	Action	Success Indicator	Unit	Actual Value for FY 07/08	Actual Value for FY 08/09	Target Value for FY 09/10	Projected Value for FY 10/11	Projected Value for FY 11/12
schemes and pooling of diverse resources for better outcomes.								
	Decentralized District Plans prepared by States.	Number of District Plans prepared.	Number	155	206	240	300	350
7 Finalizing and steering the Nyaya Panchayat Bill.	To finalize the draft Nyaya Panchayat Bill and circulate the same	Circulation of draft Nyaya Panchayat Bill.	Date	--	--	31/03/2010	--	--
8 Enhancing reservation for women in PRIs and also their leadership quality.	To increase the reservation from 33% to 50% in PRI.	Introduction of the Bill to amend Article 243D the Constitution	Date	--	--	31/03/2010	--	--
	To improve the quality of leadership through PMEYSA.	No. of States which have taken steps for formation of Association of EWRs.	Number of States	6	10	10	12	15
		Training/ Sensitization programmes held for EWRs & EYRs.	Number of Elected Representatives trained	4165	10080	11000	15000	20000
9 Upscaling of the Rural Business Hubs to create rural business opportunities through Public Private Panchayat Partnership (PPPP) Model.	Evaluation of Rural Business Hubs scheme	Award of Consultancy for Evaluation	Date	--	--	0	--	--
* Efficient Functioning of the RFD System	Timely submission of Draft for Approval	On-time submission	Number	23	20	125	23	25
	Timely submission of Results	On- time submission	Number	23	20	23	23	23
	Finalize a Strategic Plan	Finalize the Strategic Plan for next 5 years	Number	23	40	32	23	23

* Mandatory Objective(s)

Section 4:
Description and Definition of Success Indicators
and Proposed Measurement Methodology

Objective	Success Indicator	Definitions & Explanation of Success Indicator
Pursuing with the Union Ministries and the State Governments, progressive devolution of 3Fs upon the Panchayats according to the principles of subsidiarity and the centrality of Panchayats.	Provision of detailed feedback to States regarding their Activity Mapping exercise	'Detailed feedback' implies an analysis of the Status of the State with respect to the devolution and dialogue regarding the same
	Rank States as per the extent of Devolution and provide incentives.	Includes the preparation of a Devolution Index and ranking of States on the basis of the Index
	Discussions with Central Ministries for amending their scheme guidelines in accordance with the advisory dated 19.1.09.	This includes study of the scheme guidelines of the Ministries and structured discussions for delineating role & responsibilities of PRIs including Activity Mapping.
	Opening Panchayat Window in the State Budget	Issuing guidelines in the matter.
Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.	Frame and circulate draft Model Rules under PESA Act to the 9 States	'Model Rules' are prepared on the basis of PESA Act.
	Visiting the States to monitor empowerment of Gram Sabhas and its regular meetings based on the Ministry of Panchayati Raj Circular of 2.10.2009.	Gram Panchayats are generally required to hold at least 4 Gram Sabha meetings in a year, which is key to the inclusive self-governance and transparent & accountable functioning of the Gram Panchayats.

<p>Pursuing with the States adoption of the Model Panchayat Account System developed recently</p>	<p>Holding the Six Regional Workshop to prepare States/UTs for its adoption.</p>	<p>The new accounting system is proposed to be adopted by the States/ UTs in phases beginning 1.4.2010. It is expected that 1/3rd States/UTs may adopt the new system during 2010-11 and the remaining States/ UTs during 2011-12.</p>
<p>Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries</p>	<p>Finalizing framework of PPP in capacity building</p>	<p>Existing Public Institutions are not adequate for capacity building of 2.8 million Elected Representatives and 1 million officials. Therefore, PPP is a necessity.</p>
	<p>Release of funds within 15 days of receipt of proposals from the States, complete in all respects.</p>	<p>States are required to contribute 25% of the proposed project cost under RGSY and also meet the prescribed expenditure threshold. The success indicator will measure the number of days taken in the Ministry to sanction the grant, once the proposals complete in all respects are received.</p>
	<p>Framing guidelines on building infrastructural capacity of PRIs.</p>	<p>PRIs often lack basic office space, manpower & infrastructure. Provision of the same is a must to enable them to function properly.</p>
<p>Implementing the BRGF Programme effectively to mitigate regional backwardness.</p>	<p>DPCs consolidate the Plans of PRIs and ULBs into District Plans</p>	<p>DPCs are to consolidate the plans prepared by local bodies into District Plan. The same is approved by State HPCs chaired by the Chief Secretary. No. of such Plans consolidated by DPCs and approved by HPCs will be used as indicator.</p>

	Expediently sanction the eligible grants and also inform through MoPR Portal.	Indicator will measure the no. of days taken to sanction the releases on receipt of proposals complete in all respects and placing the sanction order on the Ministry Portal.
Using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of schemes and pooling of diverse resources for better outcomes	Issuing guidelines on preparation of Gram Panchayat Plans.	Timeliness of the guidelines.
	Number of Integrated District Plans prepared in BRGF Districts.	Under the Planning Commission guidelines of 25 th August 2006, the States are to prepare the State Plans on the basis of the decentralized district plans. MoPR monitors the preparation of District Plans in the 250 BRGF districts.
Finalizing and steering the Nyaya Panchayat Bill	Finalizing and circulating the draft Bill for obtaining feedback.	MoPR is committed to institutionalizing participatory grassroots level mechanism of dispute resolution through mediation, conciliation and settlement outside the formal judicial system. Accordingly, efforts are being made to enact Nyaya Panchayat Bill.
	To introduce a Bill in Parliament to amend Article 243D the Constitution	Self explanatory

<p>Enhancing reservation for women in PRIs and also their leadership quality.</p>	<p>Number of Women Trained under PMSA</p>	<p>PMSA aims to provide subject knowledge, communication and administrative skills to the elected women to fulfill their leadership role. The process includes formation of Core Committees, awareness generation through State and Divisional Sammelans, formation of association of Elected Women Representatives, setting up of a State Support Centre and organization of specialized training programmes targeted for multi-termers.</p>
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Section 5:
Specific Performance Requirements from other Departments

Department	Success Indicator	What do you need?	Why do you need it?	How much you need?	What happens if you do not get it?
State Govt.	Activity Mapping for devolution of 3Fs.	Provision of required information by the States and action as per feedback provided to them.	Devolution of 3Fs is basically the domain of the State Governments	Not relevant	3Fs would not be devolved properly.
Central Ministries	-do-	Central Ministries to amend their schemes guidelines in accordance with MoPR advisory dated 19.1.09.	Only Central Ministries can reformulate their own guidelines	Not relevant	-do-
State Govt.	Opening Panchayat Window in the State Budget.	Self-evident	The power is with the State Governments	Not relevant	Panchayat would not be seen as the third tier of Government.
9 PESA States	Frame Rules under PESA Act	Adoption of the Model PESA Rules by the States with necessary modification.	Has to be implemented by State Governments	From all 9 PESA States	PESA Act would remain largely unimplemented.

State Govt.	Regular and meaningful Gram Sabha Meetings	Regular Gram Sabha meetings to approve, monitor, review plans and works and do social audit of the works etc.	To ensure transparent and accountable Panchayats.	NA	True participatory democracy and accountable Panchayats will not be realized.
State Govt.	Adoption of the Model Panchayat Account System	Self-evident	Under Article 243J, State legislatures only can make provision with respect to the Panchayat accounts	All State Governments should adopt these	The desired Financial Management System would not be in place for MIS/DSS.
All States covered under BRGF Programme	Preparation of integrated decentralized plans.	Ensure that DPCs consolidate the District Plans and HPCs approve District Plans	For convergence of plethora of schemes and diverse resource for better outcomes.	Every district covered under the Programme prepares integrated district plans.	Decentralized, integrated planning not realized.
Ministry of Law	Cabinet approval to the Nyaya Panchayat Bill.	Ministry of Law to vet the Bill.	The Bill can not be piloted in the Parliament.	NA	Formal judicial system, which is expensive and time consuming, will continue to be used by the people.
State Govt.	Number of Women Trained	States need to establish State Support Centres and train EWRs in a mission mode.	To improve the performance of the Women representatives.	All EWRs should be trained.	Since 50% seats of Panchayats would be reserved for Women, the efficiency of Panchayats would suffer.