

# **Rural Area Development Plan Formulation and Implementation (RADPFI) Guidelines, 2021**

## **SYNOPSIS**

Rural settlements in India are subject to immense urbanisation pressures affecting quality of life of people. Very often, they are influenced by the neighbouring industrial growth and infrastructural development leading to unplanned spatial development. These externalities are not always damaging, but many a times bring socio-economic opportunities and growth prospects to the rural population in *Abadi (Habitation area)* areas. This transformation has especially found a mention in the Census of India 2011 and 2011 reports highlighting the rising number of census towns (that are rural settlements with urban characteristics). Moreover, rural settlements are presently generalised as a homogeneous category of settlements with similar characteristics across the varying geographies and socio-economic contexts in India, making it difficult to capture the variation and the differential needs of these settlements. While the urban settlements have a robust spatial landuse planning system, the rural settlements lack comprehensive landuse planning. The 73<sup>rd</sup> CAA and the Town & Country Planning Acts of the respective States do not emphasise the need for spatial planning of the rural settlements. The last decade witnessed reforms leveraging technology to the benefit of all such as *Survey of Villages Abadi and Mapping with Improvised Technology in Village Areas (SVAMITVA)*, *Shyama Prasad Mukherji Rurban Mission (SPMRM)*, etc. Therefore, it is imperative to integrate them in the formal planning process.

2. The role of rural settlements in achieving the Sustainable Development Goals (SDGs), ensuring disaster preparedness, and fighting climate change, remain underexplored. It is in this context and to address such gaps, these guidelines propose a process of preparation of spatial master plans for Gram Panchayats (GP) and linking them with Gram Panchayat Development Plan (GPDP).

3. The Ministry of Panchayati Raj (MoPR) first in 2016 constituted an Inter-ministerial working group for the formulation of the RADPFI guidelines under the chairmanship of Secretary, MoPR, with representatives from Ministries i.e., Urban Development, Rural Development; Environment, Forests and Climate Change; Industrial Policy and Promotion; and Agriculture, and Farmers Welfare; Land Resources and other

organizations like Town and Country Planning Organization (TCPO), School of Planning and Architecture (SPA), New Delhi, CEPT University, Centre for Good Governance, Administrative Staff College of India (ASCI), National Remote Sensing Centre (NRSC) and National Informatics Centre (NIC). Further, on 21st April 2016 a separate Guidelines Development Committee was constituted to draft the RADPFI Guidelines under the chairmanship of Director General, National Institute of Rural Development and Panchayati Raj (NIRDPR). Accordingly, the RADPFI guidelines 2016 were prepared.

4. However, considering the developments in the rural areas, especially the emergence of RURBAN Mission, the rise of Census Towns, SVAMITVA, etc., MoPR found that there is a need to revise the guidelines to include the latest technology and programmes. In 2020, MoPR analysed the present status and ground reality in rural development scenario, through 17 leading educational institutions across India (See Appendix-1.4). Each of the institutions involved selected two villages and conducted an in-depth analysis of the identified villages, in terms of spatial planning (presence or absence), socio-economic and environmental aspects and came out with innovative ideas and suggestions. Based on these, MoPR constituted a four-member Institutions Committee comprising of SPA Bhopal, IIT Roorkee, CEPT Ahmedabad and Manipal Institute, in February 2021. The committee incorporated the much-needed changes and further recommended some relevant additions. On 20th January, 2022 the revised RADPFI Guidelines were released by Hon'ble Minister of Panchayati Raj and Rural Development. The revised RADPFI guidelines are formulated for the guidance of the departments/institutions/organizations who are undertaking planning/development for the rural areas. Norms and Standards are clearly prescribed in the revised RADPFI Guidelines to help and facilitate planned development in the rural areas. The aim of the guidelines is to promote planned spatial development for overall integrated development of villages. The objectives of the guidelines are:

1. *To suggest revised methodological framework for preparing Gram Panchayat level Development Plan.*
2. *To arrive at a spatial standard for Gram Panchayat development, especially for Abadi (Habitation area) areas*
3. *To prescribe norms and standards for providing infrastructure facilities and amenities at the village level and its integration with spatial district plan.*

4. *To examine the provision of existing statutory framework and suggest suitable amendments so as to ensure preparation of Rural/ Village level Development Plan.*
5. *To recommend institutional framework for operationalizing the guidelines and provide a road map for planned development of Gram Panchayat.*

5. The document is organised in eleven chapters, followed by references and relevant annexures. These guidelines broadly cover the following: Gram Panchayat Spatial Development Plan (GPSDP), step wise formulation methods, community participation, integration of SDGs, necessary planning norms/ standards, the techniques, tools in plan making, resource mobilisation, budgeting practices, and supporting institutional mechanisms for plan implementation.

6. Chapter one describes the need and significance, aim, objectives, and scope of the document. Chapter two outlines the necessary legislative framework and statutory obligations to be adopted for facilitating rural spatial planning at district, block, cluster, and Gram Panchayat levels. This chapters cites and refers to numerous State legislative initiatives (See Table 2.1) mentioning enabling legislations for constituting the District Planning Committees (DPC) as per 74<sup>th</sup> CAA Article 243-ZD (3-a). It also facilitates the integrated planning at the district, block, cluster (as promoted by the SPMRM) and GP levels. Further, it highlights the need for States to amend their Panchayat Acts, Town & Country Planning Acts or formulate new laws to support the formulation of DPCs for spatial planning of rural settlements. This legislative gap is discussed at length and suggested to be a priority area of intervention. *Abadi* (Rural habitation area) areas, referred to as heartlands of rural settlements, have been identified as a gap where spatial planning and infrastructure provisioning frameworks and standards need to be addressed. SVAMITVA and Gram Manchitra have been identified as relevant reforms/programs instrumental in providing essential spatial information (at a standardised scale) to support physical landuse planning. The need for development controls in the *Abadi* areas is discussed. Further, every GP is suggested to monitor and have access to yearly updated *Abadi* area maps.

7. Suggesting for plan formulation, the guidelines recommend having two level spatial planning boundaries:

1. Gram Panchayat Boundary

2. Cluster area, especially found useful for infrastructure provisioning
8. Emphasizing on the intent of the 73<sup>rd</sup> CAA and its linkages with the 74<sup>th</sup> CAA, it is suggested to integrate detailed spatial plans at the district level to the GPSDPs and further optimise urban-rural linkages. Fiscal planning is proposed to be enhanced with spatial budgeting to support decision making.
9. The document refers to the Handbook for preparation of Gram Panchayat Level Plan, State institute of Rural Development, Assam, 2011 and the Handbook on Integrated District Development Plan, Local Development Plan, Town and Country Planning, Government of Kerala, 2006 and suggests the following six-step plan formulation process for Gram Panchayat level planning:
  1. Identification of issues by Gram Sabhas / Ward Sabhas, based on vision document of the panchayat which has already been prepared.
  2. Determination of solution by Standing Committees of Gram Panchayat.
  3. Prioritisation of solution and fund allocation by Village Panchayats.
  4. Resulting in the preparation of first draft village panchayat plan.
  5. Reconsideration of draft plan in second Gram Sabha meeting.
  6. Finalisation of village panchayat plan by the full meeting of the village panchayat.
10. Adopting from the Kerala model referred above, the timeframe of the plan preparation is suggested as 27 months, which includes financial plans. The process is divided into three stages:
  1. Preparatory stage
  2. Preparation of Local Development Plan
  3. Preparation of Integrated District Development Plan
11. Participatory approaches are suggested to the GPs, Panchayat Samiti, Zilla Parishad to involve citizens for the preparation of GPSDPs. Use of 'Citizen Science' for the same has been identified as an appropriate technically equipped approach.
12. The guidelines entrust the responsibility of preparation of the GPSDP to 'Village Planning Committees' comprising of the Sarpanch, the Sachiv, persons having special knowledge of economics, planning, finance, engineering, or administration, as determined by the state of DPCs. Besides, the School Principal and Teachers, Doctors, ANMs, ASHA workers, NGO workers and youth and women of the villages with adequate

qualifications can also be a part of the planning machinery/staffing for villages/Panchayat to plan or execute plans. At the district level, District Rural Planning Development Authorities (DRDA) are to be identified for coordinating the various GPSDPs. However, GPs shall autonomously prepare spatial plans and are further suggested to be reinforced with fiscal autonomy by proposing a Pooled Financing System for planning and implementation purposes.

13. Building upon the fact that rural spatial planning at the District, Block and Village level is a gap, chapter two highlights that spatial planning is not only landuse allocation but is especially relevant to ensure sustainable rural development, optimal resource allocation and mobilisation, check haphazard unplanned growth, counter the urbanisation negative externalities, and harness the opportunities for rural development. Spatial planning is an opportunity to acknowledge the variation in rural settlements across geographic locations in India, in their size, and situatedness in the socio-economic landscapes. The premise of the suggested classification is that landuse planning needs and visions of different category of villages varies and must reflect in the spatial planning approach adopted by the GPSDP. Thus, chapter three suggests a categorization of villages and its need. It suggests 10 (ten) criteria for classifying villages as provided below. Each criterion is defined, and the identifying elements are objectified for standardising categorisation process. A suggestive landuse distribution is thereby recommended for each typology of village:

1. Villages within Planning Area of the delineated Metropolitan area/city/town – Peri Urban Influence
  - a. Along National Highway (NH)/State Highway (SH) and within urbanisable limit of municipal corporations
  - b. Not along NH/SH but within urbanisable limit of municipal corporations
  - c. Villages in Peri-urban areas
2. Villages categorized by their population size
 

<ol style="list-style-type: none"> <li>a. Very Large Villages</li> <li>b. Large Villages</li> <li>c. Medium Villages</li> </ol>	<ol style="list-style-type: none"> <li>d. Small Villages</li> <li>e. Hamlets</li> </ol>
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3. Census Towns – Influence of Urban Functions
 

<ol style="list-style-type: none"> <li>a. Proximate</li> </ol>	<ol style="list-style-type: none"> <li>b. Peripheral</li> </ol>
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- |                   |              |
|-------------------|--------------|
| c. Interstitial   | f. Clustered |
| d. Non-Peripheral | g. Isolated  |
| e. Non-proximate  |              |
4. Villages in the Interior / Inaccessible/ Rural areas in Backward districts
  5. Villages under PESA
  6. Villages adjacent to Expressways/ NH/ SH-Corridor influence
  7. Villages in different agro-climatic zones
  8. Villages located in the Vulnerable Disaster-Prone Areas
  9. Major River Drainage Basins
  10. Villages located in the Hilly areas

14. It is important to note here that one rural settlement may qualify to be in more than one category of villages. Villages shall also continue to evolve and transform to qualify into another category from the previous. Thus, every time a GPSDP is revised, the categorisation of village must be re-assessed. The guidelines provide the definitions of GPSDP. Chapter four details out the scale and plan period for the GPSDPs. It explains the scientific and technical approaches to mapping and landuse distribution. Further, plan preparation, implementation & phasing, monitoring, and evaluation are elaborated upon. Every GPSDP is suggested to have a vision for five years plan period. The preparation of the GPSDP is a responsibility of the respective GPs. The plan hierarchy is suggested to be at three scales for vertical integration: micro (*abadi*), meso (gram panchayat boundary) and macro (village cluster / block / tehsil).

- Micro level - Guidelines propose to use the Large-Scale Mapping (LSM) provision by SVAMITVA (at a scale between 1:500 to 1:5000) and plan for the improvement of built environment, provide basic infrastructure and organise landuse activities to the benefit and upliftment of quality of life (QoL) of habitants.
- Meso level - the GPDP, 2018 guidelines have been suggested as a ready reckoner. The plan being prepared is to integrate with the proposed *Abadi* area plan at the micro level. Cadastral information, rural commons, landcover changes and village ward level vulnerabilities have to be especially provided in the plan. It is suggested to work at a scale between 1:1000 to 1:5000.
- Macro level - At the macro level referring to National Rurban Mission (NuRM) 2015, the definition of cluster is adopted. The Integrated Cluster Action Plan (ICAP) is

identified as the key document covering baseline studies to be referred to for planning. The plan at the macro level shall lay special emphasis on road hierarchy for ensuring connectivity and healthcare and educational infrastructure. It is suggested to work at a scale between 1:5000 to 1:25000. The plan thus prepared are to be integrated with micro and meso scale plans.

15. Further, to strengthen the vertical integration and check inappropriate landuses and highlight environmental issues, the guidelines suggest the Indicative Land-use Plan (ILUP) at the tehsil level to be prepared. Inspired from the present Andhra Pradesh and Telangana models, the ILUPs are to follow the process as below:

- Prepare base - map with important land features based on data by satellite imageries, digital and primary surveys
- Slope analysis to be conducted to zone the tehsil
- Classification of land as per landuse intensity
- Existing Landcover and landuse distributions to be mapped and measured
- Demographic, socio-economic, environmental, and infrastructural data collection and analysis
- Projections (5 to 10 years) – for Economic, housing/shelter, transportation, infrastructure, and land-use/land needs
- Proposed Indicative landuse plan to be prepared and approved by the Department of Town and Country Planning (DTCP)
- ILUPs such prepared to be shared with the Collectorate, Tahsildar and GPs for implementation

16. The above discussed levels of planning are suggested to be approached using advanced technology and digital tools. Mapping is an integral component of spatial planning. Schemes like SVAMITVA 2020 have been identified as forerunners. Geo-spatial tools and drones are promoted to facilitate the preparation of Base map (1:500 scale), Land-use map, Cadastral Map, Property mapping, Utility and infrastructure mapping, and Terrain mapping. It is to be noted that the above details / maps are not exhaustive and may need to have several other assets and aspects of rural habitations.

17. Besides spatial information, for socio-economic and demographic data the use of baseline household surveys as specified by Unnat Bharat Abhiyan (UBA) are recommended

to be conducted at two levels – village and household, the contents and use of which are further detailed. Secondary information and sources are enlisted as below:

- Topographical data/Toposheets- Survey of India at a 1:250,000 and 1: 150,000 scale
- Landuse – DTCP
- Satellite imagery – CARTOSAT for base map, landcover from LISS II and LISS IV<sup>1</sup>
- Demographic – Census of India information, The District Census Handbook
- Spatial Data Infrastructure (SDIs)
- Village level SDI

18. To facilitate participatory planning at all levels, especially at the GP and *Abadi* level, the use of citizen science is advocated. Use of volunteer citizen scientists for the purposes of research design, data collection, data analysis and dissemination area are recommended. The role of GPs in the process is to ensure participation of women volunteers, representation of various communities of the village.

19. The plan preparation process and data required is further detailed. Digital mapping has been stressed upon where all attribute data is required to be synchronised with spatial data and relevant thematic maps are to be prepared. Existing Scenario analysis is to include the study of the following:

- Regional setting
- Human resource
- Landuse and land management (village level)
- Economic base (primary, secondary, tertiary)
- Infrastructure (social, physical, and economic)
- Disaster and climate resilience profiling
- Resources and potentials

20. An important component of spatial planning introduced is fiscal analysis. It is emphasised that convergence of Central/State funded schemes and projects is paramount. Plans such prepared are to be vetted by the GPs as per the following table:

Working Group	Prepares spatial plans and conceptualization of projects
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<sup>1</sup> This list may be updated with technological advancements

Gram Sabha	Consolidation of all spatial plans
Gram Panchayat Sub-committees	Appraisal of all spatial plans
Line Department	Projects for technical vetting at higher level
Gram Sabha	Final spatial plan approval

21. Chapter five defines standards of landuse distribution and infrastructure provisioning to achieve socio-economic justice by ensuring equitable and optimised resource allocation. It also provides standardised landuse colour codes and symbols to be used, adopted from the AMRUT guidelines (facilitating standardising the graphical representation across urban and rural settlements for GIS based planning). Table 5.1 in the document provides a detailed account. Further, Table 5.2 suggests the land-use distribution. Notably, suggestive landuse distribution adopts differing standards and ranges for varying categories of villages. The attempt is to allow varying planning visions to be supplemented by landuse distributions. Habitat planning norms provided in the guidelines define the development control norms (FAR, densities, height, ground coverage, setback etc.) for a range of plot sizes, across residential, commercial, institutional & community and industrial landuses. It also defines parking norms best suitable for each landuse. The chapter further provides per capita and population thresholds thumb rules and standards for water supply, sanitation, solid waste management, road infrastructure and social infrastructure. It identifies that the latest technology may be adopted as a best practice sectorally. It defines rural road system to be comprised of the following with corresponding widths and specifications:

- Primary roads (NH and expressways)
- Secondary roads (SH and Major district Roads)
- Tertiary roads (Other district Roads, Village roads)

22. Besides the routine infrastructure standards, the guidelines additionally define economic and environmental infrastructure. Table 5.15 specifically details out the standards for physical, social, and environmental infrastructure across the categories of villages identified. This is especially felt necessary for achieving sustainable development.

23. Taking forward the urgent need to define the role of rural India in achieving SDGs, the guidelines elaborate upon disaster management and resource management strategies, as well as adoption of Global and National protocols in rural planning in India. Chapter six

in itself is a path breaking effort to transform rural landscapes as landscapes of change for global causes. Establishing the link between SDGs and rural planning, the document defines a five-parameter approach to sustainable rural development:

1. Integrated – rural Regional Planning
2. Sustainable agriculture
3. Promotion of Renewable energy
4. Sustainable rural infrastructure
5. Sustainable rural livelihood

*Note: This approach is especially useful during the ‘visioning’ process of GPSDP’s formulation and preparation.*

24. Resource Management, solid and liquid waste management (SLWM), and the significance of converging national and State reforms/missions/programs like the Swachh Bharat Mission (SBM) *Gramin* are explained. Emphasis is laid on decentralising waste management, on the lines of community based waste management system proposed by the Ministry of Jal Shakti, 2020. It is suggested to initiate a SLWM reform on similar lines with actors across State-District, Block, and GPs identified for the purpose.

25. Climate change mitigation and adaptation being central to the idea of sustainability, the guidelines provide a thorough action plan for rural settlements and identify how spatial planning of rural areas may contribute to the cause. Disaster preparedness is looked at as a combination of protection and mitigation methods, where protection of Critical Infrastructure and Key Resources (CIKR) is identified as an important agenda. The guidelines suggest ‘climate proofing’ of all rural settlements. This is to essentially facilitate spatially mapped vulnerability assessments (VAs) and thus to identify the role of GPs in mitigating disasters. VAs are looked at as five-component dimensions: Physical/functional, Economic, Social, Environmental, and Political/ Institutional.

26. Vulnerability mapping is to be digitally equipped with the use of GIS, remote sensing tools etc., and National digital databases like National Database for Emergency Management (NDEM), National Spatial Data Infrastructure (NSDI) and likewise. Role of GPs has been identified at four stages viz., planning, fund flow, coordination and monitoring in climate proofing. Moreover, broad strategies have been suggested for adoption with respect to parameters like housing, ecologically sensitive rural planning,

rural infrastructure & services and disaster resilience. Following the framework of Rural Disaster Resilience Planning (RDRP) approach, the document indicates a stepwise process for the same. Adopting from the Disaster Management Act, 2005 it discusses Disaster Risk Reduction (DRR) components to include Pre, On and Post disaster responses. Emphasis is laid on the promotion of bottom-up approach of Community Based Disaster Management (CBDM) to empower rural communities to being disaster resilient. The concept of a Gram Panchayat/ Village Disaster Management plan is thereby explained, and its formulation is detailed. Four levels of disaster management plans (DMP) are thus integrated, namely State DMP, District DMP, Cluster DMP and Village DMP.

27. Having highlighted and detailed the evolving role of GPs and the rising need for GPSDPs, the scope and significance of rural spatial planning, its legislative framework, integral components, plan formulation methods and their integration with SDGs; the document thereon focuses on discussing skills and institutional support mechanisms to operationalize GPSDPs. In chapter seven, the guidelines meticulously enlist the technology, technical tools, and techniques to be used for plan formulation. It provides an exhaustive checklist of database to be generated and maintained at the GP level. The BSSDL report forms the basis for the same. This database is suggested to be developed deploying primary data collection methods, secondary data collections methods and Digital Data collection methods. Primary data collection includes scientifically conducted visual/reconnaissance surveys, direct and indirect inspections, personal interviews, focussed group discussions, and self-surveys. Secondary data collection techniques include sourcing data from published, unpublished official/public sources where authenticity and interoperability of datasets is deemed necessary to be ensured. Digital data collection technique proposes the idea of developing a Village Information System (VIS). It is a Spatial Decision Support System (SDSS) a part of the Spatial Data Infrastructure and GIS based, to be instituted at the District, Block, and Village levels. It is proposed to use VIS for both spatial and socio-economic planning and link the platform to GPSDPs prepared.

28. It is recommended to use Drones for capturing aerial spatial information. Crowd – sourcing information using National Programs like E-Panchayat, Digi-village, PMAY (Gramin) Aawas Mobile Application and the likes is recognised as a data collection method. Further, for collecting spatial information, integration with Government of India initiatives like BHUVAN, Gram-Manchitra, SVAMITVA and similar tools are suggested. Satellite

imagery, scale of maps of GPS, map checklist, methods of collection of toposheets, aerial photography, satellite imagery and geological survey of India database are precisely identified for planning purposes across six scales of maps – regional, gram map for panchayat, abadi area, layout map of village, landuse map of village and infrastructure layouts.

The process of making GIS based GPSDPs is detailed further in the document. The NIRD case study is identified as a best practice to be referred to. Use of GIS in the preparation of GPSDP is diagrammatically illustrated and the use of platforms like SVAMITVA and Bhuvan (NRSC ISRO) for spatial planning are elementally detailed. The Bhuvan Panchayat portal database containing satellite imagery, thematic data, legacy data, cadastral data, administrative boundaries, asset data, non-spatial data are discussed as having advantage of being periodically available for efficient monitoring and being accessible in the public domain. A geo-visualisation portal is proposed to be developed to encompass search, access, visualise, analyse, understand, and use the spatial and associated non-spatial data functions. It is to be a web-enabled portal to be available with GPs to facilitate plan monitoring and reviewing. The various types of mapping exercises and non-spatial data base synchronisation required is explained one-by-one, where reference images, window snapshots and illustrations are used to enhance comprehension of the process. Alongside technology and techniques, an important aspect of planning is projections. GPSDPs are suggested the following to be undertaken at district, tehsil, rural cluster and GP scales: Population projections, Socio-economic projections, Infrastructure projects/ provisioning, Land requirements, and Fiscal projections.

29. These guidelines specifically feature convergence and consolidation of land, spatial plans, budgets/grants, and centre/state capital projects as paramount to the success of GPSDPs. The document in chapter eight and nine focuses on this horizontal integration and resource consolidation strategies to be adopted.

30. Land is identified as one of the most exploited yet precious resources to be channelised for planned rural growth. On the lines of Town Planning Schemes (TPS) replacing land consolidation exercises, the guidelines propose Village Planning Schemes (VPS) as a precursor to GPSDP in all villages. The intent is to safeguard villages from illegal, unorganised built-up sprawls, to rationalise plot sizes/ landholding sizes in villages. VPS are spatial reconstitution plans prepared for abadi areas using community-based

approaches. The aim of VPSs is defined as local resource optimisation for sustained economic growth and improvement of physical living conditions, while retaining the rural character, the rural economy, and the natural environment, including the village commons. The suggestive visions for VPS for differential village typologies are provided in a table, prioritizing a few types of villages as having urgent need of VPS to remain liveable. VPS main component shall be a remodelled plot layout map, a landuse plan for the abadi area, village level development control norms and infrastructure/ amenities /services maps. Importantly, it is conceptualised to link VPS to the VIS so that the VIS that feeds into the centralised geo-based web enabled information portals.

31. Besides land, fiscal resource mobilisation and management is supreme to the successful implementation of rural spatial development plans. Revenue of GPs in India can be classified as Tax revenues (own, assigned, and shared), non-tax revenues, Grants and Loans. Fiscal equalisation in India is achieved through central and State finance commission grants. Thus, the document in chapter nine analysis the vertical and horizontal distribution of the central divisible pool granted to panchayats since FC X and traces it to the latest FC XV. It is noted that FC XV suggests a range within which Gram Panchayats – Block Panchayats – and District Panchayats, all three levels, are to receive grants. There are defined aa eligibility criteria for Panchayats to receive grants. It is suggested to allocate 2% of the total funds transferred to GPs to be used for preparation of GPSDPs. The discussions around fiscal resource management highlight the following:

1. The need for strengthening own revenue sources for panchayats
2. Preparation of Gram Panchayat Budgets to be synchronised with the District Planning Committees
3. Create a transparent accounting system with regular and fair audits
4. Convergence of budgets with central/State rural schemes/programs/policies/reforms
5. Integration of all sources of finance with GPSDP
6. To promote spatial budgeting

32. Spatial Budgeting is suggested to include the mapping of thematic areas like own revenue resources, performance-based grants, basic grants, direct/indirect sources of funds, sectoral annual expenditure/grant utilization, project wise annual expenditure, MP/MLA Local Area Development Funds- allocated vs utilized, sector wise revenue, grants,

and expenditures to mention a few. It is highlighted that comparative analysis of budgetary allocation and utilization across GPs, within GPs at the rural ward level can further enhance the interpretative capacities to ensure fiscal equalisation at the local level. Web-based data sources for collating information useful for spatial budgeting are identified and enlisted in Table 9.6. Such information may also be a part of the VIS to enable seamless visualisation of budgetary decisions.

33. Beyond spatial, fiscal, and functional integration and convergence, institutional integration is recommended as a necessary precondition to the success of GPSPDs. Chapter ten provides an institutional structure proposed for implementation of GPDPs and GPSPDs. Community-based participatory plan formulation, implementation and monitoring is the basic objective of the proposed institutional convergence. The lowest level is identified as the Ward Sabha (WS) wherein all the inhabitants of the ward are to participate to discuss the need based on both GPDP and GPSPD. It is proposed for the WS to regularly meet at the time of preparation of spatial plan (GPSPD) to discuss their needs for communicating the same to the team involved in Plan preparation. The WS is to be presided by the *Panch* of the ward. Community Based Organizations (CBO) such as Mahila Mandal, Self Help Groups, Parents Teachers Association, Marginalized Groups etc., are also to conduct meeting to discuss the inputs to be given at the time of Spatial Plan preparation as per the needs. A prioritized consolidated list of work is to be prepared at the Gram Sabha level based on need assessment by both the groups (WS and CBO). For the implementation of the prioritized consolidated list of work, sector wise Working Group (WG) are to be formed. These working groups may essentially consist of one representative official from the line department, one from each from the CBO groups and one retired eminent person of Gram Sabha area in addition to one RDA (Rural Development Assistant) from Panchayati Raj department at District or Block level. The Sachiv (secretary) of the GP is suggested being the convenor of these Working Groups and Sarpanch the chairman. The inclusion of officials from the line department is to help in avoiding the duplicity of allocation of work and funds. This will further help in consolidating funds allocated under various schemes for the sector. These groups then identify projects to be undertaken for the GP and get them approved from the Gram Sabha. The GS will then get it appraised for its validity, feasibility, and impact analysis from the Gram Panchayat Sub-Committee (GPSC) before proceeding for administrative approval of the same from the Panchayati Raj department/line department. 'Citizen science' is proposed to be utilized for promoting

citizens participation in plan monitoring and feedback mechanisms. In addition to the above institutional setup, the role and composition of several functionaries and technical Support groups, as below, are also defined:

1. District Town and Country Planning Departments (TCPDs)
2. Rural Development Assistants (RDA)
3. Gram Panchayat Planning Committees

34. Capacity building framework for stakeholders at the State and Block levels are suggested. For the purpose, resource persons or master trainers from SIRD, SBM-G, SRLM, MGNREGA, housing for all, RURBAN etc., are to be identified. Training modules and material needs to be accordingly designed and disseminated. Institutional convergence is recommended to be augmented by the use of technology for good governance. Adopting the concept of 'ICT in Government', E-governance with three components as E administration, E- Services and E- democracy are identified as action areas to be provided for by technology.

35. The last chapter of the guidelines gives recommendations on steps to be taken to ensure operationalisation of the RADPFI guidelines. Broadly it suggests the following:

1. Adoption of RADPFI guidelines by State town and country planning departments and ensure GPDPs and GPSDPs adopt plan preparation methods, tools, techniques, standards provided by the guidelines.
2. 73<sup>rd</sup> CAA, central and respective State laws/policies to be amended to accommodate the suggested rural spatial planning institutional and technical framework.
3. Modification of State Town and Country Planning Acts.
4. Implementation of GPSDPs is to be strictly timebound activity. The document suggests a timeline phased in pre-on- post implementation stages for GPSDP implementation.
5. Capacity building of the planning machinery is identified as an urgent area of intervention. Training needs to be specifically identified and provided for.
6. People's involvement is considered necessary for democratisation of the process of GPSDPs

7. Human resource to be sourced and converged from various Centre/State reforms/schemes/projects. NGOs, CBOs, SHGs and volunteers are recognised as instrumental in operationalising the guidelines at the local scale.
8. Formulation of a robust rural Spatial Data Infrastructure (SDI)
9. Development of a Village Information system (VIS)
10. Institutionalising Spatial Budgeting practices

36. The guidelines are an effort to draw attention to the need and scope of extending landuse planning to rural planning in India.

37. Further, in addition to the RADPFI Guidelines, to streamline/refine the spatial planning process of the rural areas so that planned development can be envisaged, Ministry of Panchayati Raj proposes to formulate the Model Rural Transformation Act 2022. It will facilitate planning, development, and regulate the land use in rural areas for economic growth, enhancing the standards of living and connected matters by strengthening the Institutional Mechanism & Regulatory Framework for commencing the Spatial Planning of Rural Areas.

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