

# Guidelines for Preparation of Gram Panchayat Development Plan 2018



MINISTRY OF PANCHAYATI RAJ  
GOVERNMENT OF INDIA







# **GUIDELINES FOR PREPARATION OF GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)**



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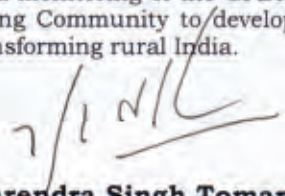


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### MESSAGE

This is a matter of pride for all of us that Panchayats have been integral part of our culture and civilization. The Father of the Nation, Mahatma Gandhi had said that "The greater the power of the Panchayats, the better for the people". The Seventy Third Amendment of the Constitution of India has accelerated the power of decentralization with greater devolution of powers to Panchayats. In due recognition of importance of Gram Panchayat, on the recommendation of Fourteenth Finance Commission, Rs. 2,00,292 Crore have been allocated to Gram Panchayats for providing basic services in their area for the period of five years during 2015-20. This allocation is more than three times the amount allocated under the award of Thirteenth Finance Commission. Further, to address the issues relating to planning process for development at grassroots level, Ministry of Panchayati Raj introduced Gram Panchayat Development Plan (GPDP), which is a really good and well-intended initiative with the major objectives such as poverty reduction, human development, social development, economic development, ecological development, public service delivery, good governance etc. In pursuance of the guidelines circulated by the Ministry, States have finalized their respective guidelines for GPDP. In 2016-17 and 2017-18, about 2.4 lakh GPDPs were prepared by the Gram Panchayats across the country with the training imparted through support provided by this Ministry.

In view of emerging scenario and contemporary developments, there was need to revisit the old guidelines of GPDP. I appreciate the efforts of the Ministry and expert committee for preparing the comprehensive guidelines of GPDP. I am happy to see that convergence of the scheme, PRI-SHG convergence, economic development, SDG, social justice, better coordination with the line Departments etc. have been given due importance in the new guidelines of GPDP. Further, there has been due deliberation, consultation and participation of elected representatives of Panchayat, State Government, National Institute of Rural Development & Panchayati Raj, State Institutes of Rural Development and Panchayati Raj, experts, international organizations etc. in the preparation of the guidelines. I hope, this guideline will provide necessary support for preparing, implementing and monitoring of the GPDP. Hopefully this new guideline will go a long way in enabling Community to develop comprehensive, convergent and participatory GPDP for transforming rural India.

  
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**MESSAGE**

The 73rd Amendment of the Constitution envisages that Panchayats will plan for economic development and social justice. The huge devolution of funds to Gram Panchayat(GP) of Rs. 200292 crore under Fourteenth Finance Commission (FFC) is the highest ever and has opened new possibilities for strengthening GPs to act as institutions of Local Self Governance in consonance with the spirit of the Constitution. It is matter of pride for us that through enthused participation of States, we are providing fruits of the democracy to the rural people through planning by Gram Panchayat. Keeping this in view, Ministry of Panchayati Raj (MoPR) had advised the States/UTs for formulation of Gram Panchayat Development Plans (GPDPs) on the basis of model guidelines for GPDP issued by this Ministry and State specific guidelines prepared by the respective States.

Feedbacks received from the States about operationalization of GPDP, achievement made so far and the impeding factors therein were identified and a Committee of expert went through the entire issues of the GPDP. The committee consulted number of experts of different domain and formulated revised guidelines, which would provide a need based guidance to the Gram Panchayats in framing a holistic, convergent and need based GPDP. I am confident that these guidelines will help Elected Representatives of Panchayats, functionaries of Panchayats and line departments and also community for preparation and implementation of GPDP effectively and comprehensively. Further, these guidelines would go a long way in bringing holistic development in rural areas and transparency and accountability in the functioning of Gram Panchayats.

  
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## FOREWORD

Panchayati Raj System of India is unique system of local self governance. 73<sup>rd</sup> Amendment of the Constitution of India endows Panchayats with mandate for the preparation of Gram Panchayat Development Plan (GPDP) for economic development and social justice. The GPDP planning process has to be comprehensive and based on participatory process which involves convergence with Schemes of all Central and State Governments related to 29 subjects listed in the Eleventh Schedule of the Constitution. In compliance of the recommendations of Fourteenth Finance Commission, the Ministry of Panchayati Raj has made preparation of Gram Panchayat Development Plan (GPDP) as mandatory activity for Gram Panchayats. The Ministry had circulated guidelines in 2015 for this purpose and States made their guidelines in accordance with their specific needs and the Gram Panchayats (GP) have been preparing GPDPs in the last three years.


In view of contemporary developments and need for comprehensive GPDP, it was felt desirable by the Ministry of Panchayati Raj (MoPR), Government of India to initiate and support the States with suggestive measures to cope with the new challenges through new GPDP guidelines. Therefore, Ministry constituted an expert committee consisting the representatives of the Ministry of Panchayati Raj (MoPR), sister Ministries, representatives of the States and National Institute of Rural Development and Panchayati Raj, State Institutes of Rural Development (SIRDs), experts etc. to revise the GPDP guidelines.

I am glad that the committee deliberated various dimensions of GPDP, analyzed the experience in preparation and implementation of the GPDP over the last three years across the country, identified processes to deal with new challenges and opportunities emerging in rural areas of country and developed comprehensive guidelines for the preparation of GPDP. There were consultations with the representatives of State Government, experts, International Organizations etc. Moreover, various workshops with representatives of State Panchayati Raj Departments and SIRDs were organized for deliberation. Based on the inputs and suggestions, the guideline was finalized.



This new guidelines is like the user guide for GPs and other key stakeholders for preparation of GPDP. It elaborates various steps and processes that need to be undertaken at GP level planning for making local need based participatory and inclusive GPDP. It is crucial that these plans go beyond infrastructure, cover areas like poverty reduction, address social issues and needs of vulnerable groups and include both resource based and no cost interventions. These plans should also address attainment of Sustainable Development Goals (SDGs) by 2030. Convergence of schemes at the Panchayat level is also critical to address deprivations at the last mile, and to achieve inclusive growth through making significant impact in poverty reduction, creating better opportunities, basic services, health, sanitation, malnutrition, education, woman and child development etc. Ranking of villages with help of Mission Antyodaya data will also help in pinpointing developmental gaps and corresponding measures to address them. It also incorporates SHG and their federation, as institutions of the poor have a key role in the planning and implementation of interventions for livelihood for poor and comprehensive PRI-SHG convergence. The preparation of GPDP, by taking into account the resources available, infrastructure status and gaps, the aims and vision of the local people and prioritizing of important sectors and activities etc. would definitely foster inclusive growth. The enhanced level of transparency envisaged at all levels will not only help in understanding the disparities in the living standards of people but also enable equitable and humane planning.

For effective strengthening and implementation of decentralized participatory planning by PRIs and for strengthening and institutionalization of the GPDP processes meticulously, the revised guidelines would immensely help the States to address the challenges of attaining Sustainable Development Goals, optimal utilization of Finance Commission funds and all other resources available at GP level in convergence mode and addressing the concerns related to the women, children and deprived sections. I am sure that this would create an enabling eco-system in rural India for better management of rural development programmes and also good governance at GP level. I will like to complement the expert committee for their efforts and contribution in preparation of the guidelines of GPDP.



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3 October 2015



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## Preface

We are proud of our continuing Panchayati Raj System, which is an integral part of our culture and civilization. The 73<sup>rd</sup> amendment of the Constitution of India provided the constitutional status and institutional framework to Panchayats to strengthen grassroots level democracy through elected self-governing local bodies in the rural areas of the country. The Constitution has empowered the Gram Panchayats (GPs) for planning and implementation of schemes for economic development and social justice. Over the last twenty five years, several initiatives have been taken by the Government of India, as well as State Governments to realize the Constitutional mandate by enabling the GPs to prepare decentralized participatory plans. In this context Ministry of Panchayati Raj, Government of India issued guidelines in 2015 for preparation of Gram Panchayat Development Plans (GPDPs). Following the guidelines, States issued their specific guidelines for the GPDP to cater needs of their GPs.

GPDP may not be seen as mere a micro-plan rather it is comprehensive need based development plan for accelerated, multi-pronged and integrated growth in the respective Gram Panchayat area. On the basis of critical analysis of preparation and management of GPDP, it is obvious that the guidelines of first generation of GPDP needs improvement due to reasons such as in the existing GPDPs there is miniscule presence of major sectors e.g. Agriculture, Woman and Child Development (WCD), Health and Nutrition, Education, Animal Husbandry, Skill Development etc. Further, there is need for convergence. Therefore, Ministry of Panchayati Raj (MoPR) constituted a committee consisting of representatives of MoPR, sister Ministries, State Governments, National Institute of Rural Development & Panchayati Raj (NIRD&PR), Hyderabad, State Institutes of Rural Development (SIRDs) etc. to revise the GPDP guidelines issued in 2015. The committee deliberated and analysed various dimensions of GPDP, the experience in its preparation and implementation over the last three years across the country and the new challenges and opportunities. In addition to the meetings of the Committee, there were various Consultations / Workshops with representatives of Gram Panchayats, State Panchayati Raj Departments, NIRD&PR, SIRDs and other stakeholders. Based on the inputs and suggestions, the revised guidelines for the preparation of GPDP has been finalized to deal with contemporary and emerging needs comprehensively.

The guidelines covers the context of local level planning, emerging challenges and the importance of planning at GP level and necessary steps to be taken by the State Governments and Gram Panchayats for accelerated growth and enhanced outcome. Further, it contains the modalities and sequences of participatory planning process at the local level, and all required formats, checklists and sources of secondary data are also incorporated in the guidelines. Furthermore, activities under important schemes, sectors and issues in GPDP and requisite Capacity Building Framework for GPDP have also been

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incorporated in the guidelines for convergence and collective action and providing structured capacity building system. Moreover, decentralised integrated planning at intermediate and district level have been incorporated and monitoring has been elaborated in the guidelines, which also gives an overview of various e-governance measures for making system accountable and transparent to the people at large.

In the guidelines, very high emphasis has been laid on convergence and collective action because there are many programs and schemes aimed at achieving economic development and social justice and these are being implemented in Panchayats by different departments and agencies. Panchayats can perform as a platform to integrate and converge all these activities to address development issues effectively. Therefore, guidelines provide mechanism to prepare comprehensive GPDP with convergence and collective action to provide such a platform and bring in integrated and inclusive development. The important central schemes *e.g.* Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Awaas Yojana (Gramin), Deen Dayal Antyodaya Yojana-National Rural Livelihood Mission (DAY-NRLM), National Social Assistance Programme (NSAP), Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY), Schemes of Ministry of Agriculture, Mechanism for Marketing of Minor Forest Produce through Minimum Support Price and Development of Value Chain, National Mission for Green India, Swachh Bharat Mission- Grameen (SBM-G) etc. have been suggested for convergence and collective action. Moreover, State schemes should also be integrated in the GPDP. To make system accountable and transparent for the people at large the guidelines also gives an overview of various e-governance measures to be adopted by Panchayats.

The GPDP prepared in consonance with the guidelines, which include convergence and collective action with programs and schemes of different Departments/Ministries, various thematic areas *e.g.* SHGs and PRI convergence, addressing malnutrition, sanitation, health, education, livelihood and economic development etc. would lead to transformation of rural India. This document may be useful for Panchayats and all research and training institutes engaged in Rural Development and Panchayati Raj, all stakeholders of PRIs, elected representatives and functionaries of Gram Panchayat etc. We are confident that this guidelines will be extremely useful for ensuring a participatory planning process and inclusive transformational growth in rural areas of the country. The comprehensive GPDP with convergence and collective action along with duly capacitated PRIs, facilitators and other stakeholders would be a game changer for our country.



(Dr. Bala Prasad)

# Acknowledgement

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# GUIDELINES FOR PREPARATION OF GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

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# Chapter1

## Context of Gram Panchayat Development Plan

*“The greater the power of the Panchayats the better for the people”*

*Mahatma Gandhi*

### 1.1 Background

India has remarkable achievement of continuing Panchayati Raj System, which is an integral part of its culture and civilization. The 73rd amendment of the Constitution of India provided the constitutional status and institutional framework to Panchayats to strengthen grassroots level democracy through elected self-governing local bodies in the rural areas of the country. The Constitutional amendment also emphasised functional and fiscal decentralisation of powers to achieve good governance through people’s participation and thus enabling transparency, responsiveness, equity, efficiency and accountability.

### 1.2 Gram Panchayats and Planning for Economic Development and Social Justice

Article 243G of the Constitution provides for:

**“Powers, authority and responsibilities of Panchayat.-** Subject to the provisions of this Constitution, the Legislature of a State may, by Law, endow Panchayats with such powers and authority and may be necessary to enable them to function as institutions of self government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats, at the appropriate level, subject to such conditions as may be specified therein, with respect to-

- The preparation of plans for economic development and social justice;
- The implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule.”

The above provision is intended to empower the GPs by enabling the State Governments to devolve powers and authority including those matters listed in the Eleventh Schedule for planning and implementation of schemes for economic development and social justice. This will also cover the powers to impose taxes and provisions of funds to the Panchayats.

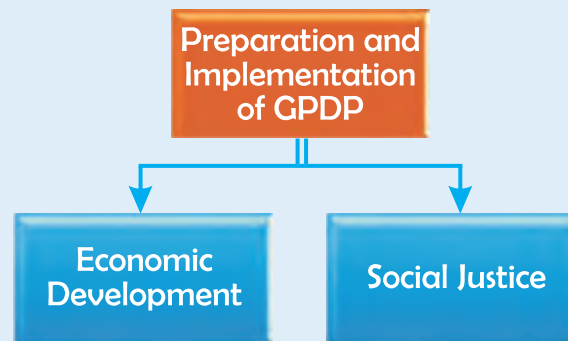
The Eleventh Schedule of the Constitution of India contains the following subjects:

**Box 1: Subjects listed in Eleventh Schedule**

1. Agriculture, including agricultural extension	11. Drinking Water	21. Cultural activities
2. Land improvement, implementation of land reforms, land consolidation and soil conservation	12. Fuel and fodder	22. Markets and fairs
3. Minor irrigation, water management and watershed development	13. Road, culverts, bridges, ferries, waterways and other means of communication	23. Health and sanitation including hospitals, primary health centres and dispensaries
4. Animal Husbandry, Dairying and poultry	14. Rural electrification, including distribution of electricity	24. Family welfare
5. Fisheries	15. Non-conventional sources of energy	25. Women and Child Development
6. Social forestry and farm forestry	16. Poverty alleviation programme.	26. Social welfare, including welfare of the handicapped and mentally retarded
7. Minor forest produce	17. Education including primary and secondary schools	27. Welfare of the weaker sections, and in particular of schedule caste and schedule tribes
8. Small scale industries, including food processing industries	18. Technical training and vocational education	28. Public distribution system
9. Khadi, village and cottage industries	19. Adult and non-formal education	29. Maintenance of community assets
10. Rural housing	20. Libraries	

Thus, GPs have been mandated for the preparation of Gram Panchayat Development Plan (GPDP) for economic development and social justice utilizing the resources available to them. The GPDP planning process has to be comprehensive and based on participatory process, which *inter alia* involves the full convergence with schemes of all related Central Ministries / Line Departments related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. Panchayats have a significant role to play in the effective and efficient implementation of flagship schemes on subjects of national importance for transformation of rural India. Thus, GPs are mandated to envision, plan and implement GPDP to achieve economic development and social justice as shown schematically in diagram 1.

**Diagram 1: Preparation and Implementation of GPDP**



### 1.3 Enabling Local Participatory Planning

Over the last twenty five years, several initiatives have been taken by the Government of India, as well as State Governments to realize the Constitutional mandate by enabling the GPs to prepare decentralized participatory plans. The guidelines issued and modified by MoPR, GoI, from time to time on Gram Panchayat Development Plans (GPDPs), advising the State Governments to devise their own customized guidelines, take into account the evolving scenarios of increased allocations under MGNREGA, award of FFC vide O.M. No. 13(32) FFC/FCD/2015-16 dated 8th October, 2015 (Ministry of Finance) and guidelines vide D.O. No. J-11016/13/2015-RL dated 5th August, 2015 (Ministry of Rural Development) for convergence of resources.

### 1.4 Emerging Issues and Challenges

Based on the experience of implementation of the guidelines so issued by the Union and State Governments and formulation and implementation of GPDPs over the last three years across the country, some new challenges as well as opportunities have emerged. This need to be taken into account for future sustainable development and social justice. Some of the important ones are as follows:

- Inadequate people’s participation in the planning process and Gram Sabha
- Over- emphasis on investments on infrastructure
- Inadequate public service delivery
- Expanding scope of Own Source Revenue
- Increased role of PRIs in emerging issues
- E-enablement of Panchayats
- Convergence of funds, schemes and initiatives
- Need to improve efficiency and efficacy in public expenditure



- Building and maintenance of physical and financial database in GPs
- Need for integration of spatial and sectoral planning
- Accessing human resource and technical support for planning
- Need for enhanced institutional capacities of PRIs and capacity of ERs and functionaries
- Need for integrated plans at block and district levels
- Localizing Sustainable Development Goals (SDGs)
- Addressing climate change and overall environmental issues
- Importance of natural resource management
- Emphasis on social development
- Expanded scope for harnessing social capital in the form of PRI- SHGs convergence
- Integrating gender, child issues, elderly and Persons with Disabilities(PwDs)
- Prevention of malnutrition
- Need for robust monitoring and MIS
- Likely impact of the recommendations of 15<sup>th</sup> Finance Commission and State Finance Commission.

All the concerns listed above are the challenges that need to be addressed and incorporated into the GPDP to reach out and fulfil the development aspirations of the rural people through effective decentralised participatory planning by GPs. Please refer Chapter No. 5 for exhaustive analysis on convergence with important Schemes, Sectors and Issues for Integration in GPDP.

## 1.5 Need for Revised Guidelines

On the basis of critical analysis of preparation and management of GPDP, it is obvious that present generation of GPDP needs improvement due to following reasons:

- Miniscule presence of major sectors like Agriculture, Woman and Child Development (WCD), Health and Nutrition, Education, Animal Husbandry, Skill development etc.
- Only convergence with MGNREGS (that too in few States)
- GPs have been formally devolved only few subjects out of 29 listed in Eleventh Schedule
- GPs have been assigned formally few goals out of 17 SDGs
- GPDP being prepared as a wish list
- Incomplete information regarding resource envelope
- Lack of technical support to GPs for GPDP preparation
- Inadequate own source of revenue

- No relation between GPDP and works actually undertaken in many cases
- GPs are working in isolation
- No consolidation and Review of GPDP at Block/ District/ State levels
- Partial uploading of GPDPs on PES

Taking note of the fact that every State has developed GPDP guidelines and implementation manuals, also trained Elected Representatives (ERs) and functionaries and the GPs in all the States have been preparing GPDPs for the last three years, it is felt desirable by the Ministry of Panchayati Raj (MoPR), Government of India to initiate and support the States with suggestive measures to cope with the new challenges as listed in preceding sub-section. Further, the previous guidelines issued by MoPR were limited to the guidelines for the State Government whereas, it was found necessary to provide guidelines also to GPs. Now that all the GPs in good measure have been enabled to prepare GPDP, it is also necessary to escalate the planning process to the other two tiers of the PRI i.e., the Intermediate and the District Panchayats and further preparation of district plan by District Planning Committee (DPC). Hence there is a need for a revised guidelines for addressing emerging challenges and opportunities in integrated planning process up to the district level.

## 1.6 Chapter Plan

The guidelines consist of different components for a comprehensive and integrated planning. The document is divided into nine chapters. The first chapter discusses the context of local level planning, emerging challenges and need for revision in the old guidelines for preparation of Gram Panchayat Development Plans. In the second chapter, the importance of planning at GP level has been described in brief. In the third chapter necessary steps to be taken by the State Governments are elaborated to facilitate participative local level Planning and effective GPDP implementation. The fourth chapter contains the modalities and sequences of participatory planning process at the local level. Also all the formats, checklists, sources of secondary data are also incorporated in this chapter. In the following chapter incorporating important schemes, sectors and issues in GPDP have been dealt in conceptual framework. In sixth chapter, Capacity Building Framework for GPDP has also been included in the guidelines to give insight about the need of structured capacity building system for better implementation of GPDP. Moreover, decentralised integrated planning at intermediate and district level have been described in chapter seven. Further, arrangements for monitoring at the State, District, Block and in Community level has been incorporated in chapter eight. The final Chapter gives an overview of various e-governance measures for making system accountable and transparent for the people at large.

For effective strengthening and implementation of decentralized participatory planning by PRIs and for strengthening and institutionalization of the GPDP processes, the revised guidelines could immensely help the States to update their GPDP guideline and manual to address the challenges of attaining sustainable development goals, optimum utilization of Finance Commission funds and all other resources available at GP level in convergence mode and addressing the concerns related to the women and children. This will no doubt create an enabling eco-system in rural India for better management of rural development programmes and also good governance at GP level to achieve the vision of Mahatma Gandhi as stated below.

*“True democracy cannot be worked by twenty men sitting at the centre. It has to be worked from below by the people of every village.”*

**- Mahatma Gandhi**

## Chapter2

### Importance of Planning at Gram Panchayat Level

*“Recall the face of the poorest and the weakest man (woman) whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him (her). Will he (she) gain anything by it? Will it restore him (her) to a control over his (her) own life and destiny? In other words, will it lead to swaraj (freedom) for the hungry and spiritually starving millions?”*

**-Mahatma Gandhi**

As stated by Mahatma Gandhi, “Swaraj” for the hungry and starving millions can effectively be achieved through participatory decentralized planning process, which is provided by Gram Panchayat Development Plan (GPDP). As local government, GPs are responsible for delivery of basic services to local citizens and address vulnerabilities of poor and marginalized ones. This can only be achieved through implementation of well thought out plans through efficient and responsible utilization of available resources. Hence, an efficient and robust planning process as part of GP’s core functioning becomes necessary. GPDPs are to be prepared in a fair, inclusive, transparent manner within the available resources or expanding the resources through people’s participation, ownership and enlightened leadership. The focus should be on local development issues, local perceived needs and priorities, analysis of local problems and solutions, convergence of schemes etc. and resource management of GP with a collective vision and action.

#### 2.1 Need for Comprehensive Decentralised Planning

The Constitution of India and the State Panchayati Raj Acts lay emphasis on decentralized planning for local economic development and social justice by Panchayats. The decentralised planning process may fulfil following important needs:

- Capturing local needs
- Tapping of local potential
- Operationalising methodology for convergence, at the ground level, based on local need and demand
- Accessing to reach the unreached/excluded within a panchayat area
- Responding to differential needs of different groups
- Enabling mobilisation of all sections and their participation in governance and development
- Providing space for integration of people’s knowledge and wisdom into local development efforts

- Understanding development by citizens and elected representatives
- Accessing resources/entitlements/services
- Absorption and targeting of funds from different sources, especially Centrally Sponsored Schemes (CSSs)
- Helping forge better bond between the panchayats and local citizens
- Leading to Responsive Governance
- Facilitating enhanced local resource mobilization
- Promoting economy and efficiency
- Ensuring direct accountability of the local government to its citizens
- Activate Gram Sabha (GS), and other local institutions and structures as functional bodies
- Activating officials working at the cutting edge level
- Promoting democracy and local ownership

## 2.2 Importance of GPDP

The GPDP is the development plan of the GP. It is prepared through a participatory process involving all stakeholders matching people's needs and priorities with available resources. The GPDP does three essential things:(i) It provides a **VISION** of what the people would like their village to look like (ii) It sets out clear **GOALS** to achieve that vision, and (iii) Gives an **ACTION PLAN** to reach those goals. The Planning at GP level enables the following actions:

- Activate the Panchayats to prepare development plans and thus establish their identity as Local Government
- Mobilize and motivate people to participate in decision making thereby bringing governance more close to the people
- Provide a platform for discussing local perceptions, local issues and analysis to decide priorities
- Assess the felt needs and aspiration of people
- Identify the magnitude of development gaps
- Prioritize the issues and problems existing in the village
- Bring all the available schemes and resources through effective convergence
- Provide for convergence and integration of different schemes /departments/ sectors.
- Optimize the utilization of resources in the larger interest of people of the area

## 2.3 Special Process for GPDP in Fifth Schedule Areas

The Provisions of the Panchayats (Extension to the Scheduled Areas) Act 1996 (PESA) advocates empowerment of local communities, through Gram Sabhas for the purpose of planning and implementation of all development programmes in the area. Involvement and consent of the people is also advocated in the areas of land acquisition, resettlement and rehabilitation, land restoration (in case of alienation), mining of minerals, use of intoxicants, ownership of minor forest produce, management of village markets, management of water bodies and control over money lending. Therefore, the spirit of this law should be adhered to while preparing GPDP in Fifth Schedule areas.

In the case of GPs in areas under Fifth Schedule, the participation of the citizens should be ensured at the hamlet/village level. After these plans are prepared at hamlet/village level and these plans should be integrated at the GP level without making any modification.

In short, GPDP offers a level of support to the GP “For planning and delivery of basic services smoothly and effectively and also an opportunity for convergence of planning MGNREGA and other flagship programs for poverty reduction and economic development and social justice for the marginalized sections on rural areas”.

## 2.4 Panchayat-SHG Convergence for Participatory Planning at Gram Panchayat Level

Gram Panchayats in the Country have been mandated to prepare and implement plans for economic development and social justice. The Guidelines for utilisation of Fourteenth Finance Commission (FFC) grant also require GPs to prepare GPDP which *inter alia* include component addressing vulnerabilities of poor and marginalised people and their livelihood opportunities through an integrated poverty reduction plan that also converges with the labour budgeting and projectisation exercises under MGNREGS. SHGs and their federations, as institutions of the poor have a key role in the planning for and implementation of interventions for economic development and social justice. The responsibilities of the SHG network listed in the NRLM framework include participating actively in Gram Sabhas and other forums of panchayats, providing feedback through community based monitoring, and supporting GPs in their development initiatives and planning exercises.

There are many schemes (described in Chapter-5) being implemented at the GP level and planning are done in isolation without involving GPs even if they have some role in



planning and implementation of the schemes. It is very important for comprehensive decentralized planning that planning is done at the GP level through GPDP in convergence with PRI and community organizations e.g. SHG of women. Many Rural Development schemes are planned and implemented with the participation of GPs. Impact of all these developmental interventions will be very high if they are incorporated in GPDP for planning, implementation and monitoring and the GPDP is prepared in convergence mode with active participation of Gram Sabha, elected representatives of GP; members and federation of SHGs and line Departments. It will also enhance accountability and transparency of the functioning of GPs.



## Chapter 3

### Steps to be Taken by State Governments

Panchayat is a State Subject. Though 73rd Amendment of the Constitution has given a framework of Panchayati Raj Institutions, the actual devolution of fund, function and functionary has been by and large left to the State Government. Even in case of GPDP, the States have to take various steps to make it realistic tool for the development of rural India and villagers.

#### 3.1 Policy Decision on Operationalising GP Level Planning

States have to play an active role in guiding the GPs, enabling constitution of required committees, ensuring full cooperation and participation of various line departments at State, district, block and particularly at GP level and enabling them through the required Capacity Building & Training for various stakeholders. The States while operationalising GPDP should keep the convergence that is possible at GP level and accordingly shape the scope of GPDP.

##### 3.1.1 Decision on the Nature and Scope of GPDP

In all Part IX States, GPDPs have been/are being prepared. Also GPs have functioned as primary agencies for identification of beneficiaries for different schemes, in many cases through the Gram Sabha. Further, they have performed the role of monitoring the implementation of the projects of GPDP and some schemes, particularly MGNREGS, Swachh Bharat Mission etc. They are also involved in some programme related monitoring committees, especially those related to health, sanitation, water supply, watershed management, education, nutrition, social forestry, bio-diversity and public distribution. The above agency functions are in addition to GPs' traditional civic functions such as sanitation, street lighting, drinking water supply etc. The relevance of localizing the SDGs cannot be overstated in this context. The GPDPs should be responsive to the Goals and Targets in a manner in which the local planning and execution of actions will contribute to India achieving the SDG by 2030.

With the Fourteenth Finance Commission (FFC) award, there is need to shift to preparation of a single GPDP, converging all the resources over which the GP has command and integrating the different functions that the GP performs. In view of excessive focus on infrastructure activities over socio-economic interventions in the GP, there is also need for a shift in the approach towards more of social and local economic development as envisaged as mandate of Panchayats in the Constitution. In addition to the FFC grant, which can be used only for basic services like sanitation, water supply,

roads, street lights, playgrounds, parks, burial grounds/crematoria and other services devolved by law to the GPs, the GPs should integrate various other schemes/programme/initiatives by other agencies so as to enable a sustainable development of the GP.

The GPs have the constitutional mandate of social justice and economic development, which can be realised through an enabling policy environment with adequate resource envelope at the disposal of GPs. The tied and untied funds for Panchayats have provided adequate financial resources for their holistic development. The GPs need to ensure a participatory planning process with special focus on the most excluded and marginalised sections to achieve social justice. GPDP provides an opportunity to not only work towards the realisation of the constitutional mandate of social justice and economic development but also comprehensive development of rural areas and thereby steadily move towards the global agenda of SDGs. While developing GPDP, the State Government should ensure that the GPs focus on the following thematic areas:

- Economic Development and Poverty reduction
- Human Development
- Social Development
- Sustainable Development Goals (SDGs)
- Ecological and Environment Development
- Public Service Delivery
- Good Governance
- Skill Building
- Gender Responsive Governance
- Child Protection and Development
- Inclusion of Vulnerable Groups such as SCs, STs, OBCs, NT-DNTs, elderly, people with disabilities, single headed women households, widow, destitute, homeless and others
- Spatial Planning
- E-enablement of Panchayats
- Infrastructure Development
- Renewable Energy

These issues have been dealt in the process of preparation of GPDP in Chapter Four and described in further details in schematic context in Chapter Five.

### **3.2 Setting up of an Empowered Committee at the State level**

Though the GPDP process is an ongoing activity since 2015 and spread across all GPs in the country, coordination of several departments at all levels has to be intensified. For

this, the Empowered Committee at the State level needs to be strengthened. The committee should be headed by the Chief Secretary of the State. Committee needs to ensure convergence of schemes and inter-departmental coordination at GP level. The indicative structure and functions of this committee are given in **Annexure-I**. The Committee should meet on a fixed day of the month to sort out the operational challenges and enable smooth ecosystem for the GPs to come up with effective GPDPs and thus accelerate sustainable rural development.

### 3.3 Framing of Detailed Guidelines for GP Level Planning

States already have guidelines on GPDP that need to be modified appropriately based on this general guidelines, learnings on GPDP so far and adapting best practices in the State and the country. The GPs need to prepare a comprehensive perspective plan keeping in mind the resource envelope and meticulous annual action plan for the current year.

While modifying the State guidelines, a quick assessment of past experience may be made through consultation with the officials involved particularly with reference to FFC grants, MGNREGS, NRLM/SRLM, SAGY, other State specific projects like UNDP/ UNICEF/ the World Bank supported decentralized projects etc.

States may also refer the documents on SDGs by NITI Aayog, important schemes being implemented by the States etc. The State guidelines may have necessary suggestions for preparing GPDPs incorporating economic development, social justice with localising SDGs' specifying targets and indicators for monitoring and impact assessment.

Activity mapping for all major schemes and programmes with clear roles and responsibilities of GP, Block Panchayat and District Panchayat needs to be annexed with the main guidelines for better clarity and understanding, as many of the schemes are either implemented by GPs or they have direct role in implementation of the schemes. Roles and responsibilities of Community Based Organisations (CBOs) and citizens may also be added in the mapping, wherever required.

The States have a crucial role to play in capacity building of PRIs. State may evolve strategies for capacity building of multi-level stakeholders for strengthening the participatory planning process in the three-tier Panchayati Raj System. Chapter 6 provides a detailed capacity building framework for preparation and implementation of GPDP.

### **3.4 Creating an Enabling Environment at the State level**

It is necessary to continue, and even enhance, publicity on GPDP so that enthusiasm and motivation for participation at the grassroot level are given a boost and sustained. Appropriate environment creation by talking about the GPDP in every possible meeting and make the same as flagship and mission mode development approach of the State. The program should be launched at State level functions and in each district by a dignitary. The list of activities that can be envisaged at State/district level are given in **Annexure-II**.

### **3.5 Support Systems**

#### **3.5.1 Resources Envelop and Fund Flow**

The financial resources available to the GP could be tied, or untied. If the funds are from a particular scheme, there would be conditionality regarding usage and approval processes. Central Government and State Government may indicate resource envelop to Panchayat by September in preceding year. In case resource envelop is not informed formally to GPs, they may plan for similar amount as received in the current year. The types of resources available for GPDP have been dealt in details at sub-chapter 4.10.

States should ensure that all fund flow to GPs is made on Public Financial Management System (PFMS). Clear fund flow mechanisms for all the categories of funds mentioned in the resource envelope need to be developed by the State, which would include defined time period within which the funds would reach the GPs. All out efforts should be made by the States for universal adoption of electronic fund management system which will help in monitoring both the receipts and expenditure of funds by the GPs. Specific discretions for each category of fund flow need to be issued by the EC to streamline it.

#### **3.5.2 Coordination Arrangements at the District and Block levels**

State Government may constitute a District Level Coordination Committee with the District Panchayat President/District Collector/CEO as Chairperson, DPO as Convener (or district officer for the Panchayat / RD department as the case may be depending on the State situation), and a faculty from SIRD/ETC and district level officials from all relevant departments and selected GP heads as members (may be by rotation). These Committees could include representation of other academic institutions and /or voluntary organisations as well as those from NABARD, KVK, RSETI etc.



Similarly, an Intermediate (Block)Level Coordination Committee may also be constituted with the Block Panchayat President/Block Development Officer or equivalent as chair with block level officials from line departments and selected GP heads as members (by rotation, if required). The indicative functions of District Level Coordination Committee and Block level Coordination Committee are given in **Annexure-III**.

### 3.5.3 HR Support

HR support may be required for following purposes:

- Environment creation
- Capacity Building & Training
- Situation Analysis
- Gram Sabha processes, including envisioning and prioritisation
- Projectisation
- Technical and administrative appraisal and approval
- Implementation
- Monitoring

Broad categories for deployment of HR would include following functionaries:

- Charge Officers
- Members of GPPFTs
- Members of Mobile Teams
- Technical appraisal and support teams
- State level Masters Resource Team, District Resource Group & Resource persons for Capacity Building & Training
- Facilitator

Individual charge officers may be identified and assigned to specific GPs or cluster of GPs who will be responsible for motivating, mentoring, coordinating, reporting, troubleshooting and monitoring. In case of HR constraint, the State might need to deploy these resources as Mobile Teams. Typically, there should be a Mobile Team for each block with following triple functions:

- To conduct training on-site on a pre-fixed schedule visiting every GP or a cluster
- To act as process monitors and as observers visiting GPs at random
- To respond specifically to requests from GPs for assistance

A set of skilled, educated local youths as ‘GP Development Corps’ can be established as a part of the above to assist the GP, oversee action and deal with monitoring and impact assessment. It is also possible to have the resource persons for training to be given specific duties related to GPDP process. It is advised that the staff placed for these functions should have received appropriate training on GPDP, localizing SDGs and their roles and responsibilities. Possible sources from which HR can be drawn for different tasks and processes are given in **Annexure-IV**.

States may develop policies and mechanism for mobilising HR on working arrangement, deputation, or in additional charge. Also, part time/full time volunteers may be identified meeting only the costs actually incurred by them. They could also explore the possibilities of Interns from Colleges and Academic/Technical Institutions.

A team of 5-6 respected and experienced elected members can be identified per cluster (5-6 GPs) to take accountability of GPDP in the cluster. This team can be given a list of empanelled resources and their skills, whom the GPPFT can call upon as required for different phases of GPDP- such as data collection, situation analysis, understanding resource envelope, perspective plan preparation, and annual plan preparation. Such empanelment process may be laid down by each State for different skills and steps of GPDP.

Besides the above human resource support for GPDP, the following approaches may further be considered by the State Government for effective preparation and management of comprehensive GPDP in the State:

- **Creating model success stories of cluster of Panchayats in formulation of GPDP:** Introduction of innovations, new ideas and best practices in local planning should be the key feature as well as an important strategy of this initiative. In the context of GPDP, a well-conceived intensive Capacity Building programme as well as hand-holding support assumes greater significance for creating successful models at cluster level. Such innovations could include how at GP level actions to leverage better results can be achieved using the local SDG frameworks.
- **Manuals:** GPDP Guidelines have been prepared by all the States across the country but very few States have developed GPDP Manual detailing each and every step to be taken by the GPs for more effective GPDP. States not having the Manual may get GPDP Manual prepared. Such manuals should include information and training material on how to localize the SDGs and monitoring implementation.

### 3.5.4 Technology and Technical Support

Any scientific plan preparation needs baseline situation or data. Similarly, any sustainable development plan should also have the component of spatial dimension so that long term needs can be taken care of. Similarly, the GIS based resource layers will help the GPs to come up with scientific need-based plans. A lot of effort has gone into enabling number of parameters on “to one platform system” and an effort is also being made to map the assets in the GPs. Mapping of all the layers/assets will be taken up in the selected cluster and enabled for use by the GP leadership with the active support of the young fellows /technical personnel at grassroots level drawn from the line departments. A GIS resource booklet with all GIS layers and primary and secondary data available in each GP need to be prepared and made available online and a system need to be created for regular updating from time to time.

Required technological and technical support like SATCOM facilities for Capacity Building, IT applications for budgeting and accounting and mobile applications for communication and monitoring will be provided by the State Government as well as Government of India. NIC services may be utilised for the same.

The State may also consolidate and make available in simplified form, technical information pertaining to watershed management, livelihoods, appropriate building construction, road construction, water supply and sanitation, monitoring, IT and financial management that are relevant to the State. Requisite Capacity Building for dissemination of these technologies may also be arranged. In those States where pilots for application of GIS for asset mapping, spatial planning and monitoring are running, the scaling up of such pilots may be considered.

States may adopt a strategy to ensure continuous mentoring and hand-holding support. One strategy may be to have State and district level Resource Pool with professionals from relevant fields and their names may be empanelled. The services of these Resource Persons may be taken for a fixed number of days in a month against approved norms for training at different levels for different stakeholders, mentoring and monitoring support in the entire GPDP process.

### 3.5.5 Administrative and Technical Approval

According to the accepted recommendation of Fourteenth Finance Commission, the GPs’ choice of projects which are in accordance with the administrative and technical guidelines, should not be changed by any higher authority. However, in case of violation of cost or technical norms, the GP can be asked to rectify the project concerned. Process

for plan approval needs to be laid down by each State. Technical and administrative approval guidelines should be laid down clearly and to be intimated to the GPs, so that they can take decisions accordingly.

Projects which need detailed technical appraisal and sanction may ideally be referred to a Technical Committee constituted at decentralised level, for approval. GPs should clearly be informed by name and designation of officers responsible for taking estimates and issue of technical sanction for different categories of projects.

### **3.5.6 Implementation Arrangements**

Once the GPDP has been approved, there have to be necessary arrangements in place for timely and effective implementation of the Plan. There are multiple stakeholders in the implementation of a convergent plan and many functionaries responsible for implementation may not have an institutional interface with the GP. Many GPs would be constrained by lack of regular staff. There has to be a clear engagement of the GP with various departmental authorities at the field level. Following actions may be taken for smooth implementation of GPDP:

- i. The roles and responsibilities of various departments, agencies and functionaries especially for implementation of public works within fixed timelines, should be clearly defined and officials may be assigned to individual work by name and designation.
- ii. The role of functionaries of line departments may be made mandatory in the various processes of GPDP right from their participation in visioning exercise to situation analysis, prioritization, projectisation and final plan so as to ensure integration of sectoral areas in holistic GPDP of the GP area.
- iii. EC may indicate how the services of different officials will be availed of by the GPs.
- iv. Systems to be put in place for all village level officers/functionaries to come to the GPs on fixed days as per well publicised schedule, to provide opportunity for all concerned to discuss the implementation of different components of GPDP, to sort out operational problems, to listen to people and redress grievances.
- v. Detailed circulars may be issued jointly with the departments concerned explaining the role of GPs in vis-a vis local institutions like anganwadis, schools, health centres/hospitals etc. and in local committees related to drinking water supply (in terms of ensuring supply as well as quality of water), sanitation, health, nutrition, school education, watershed, forestry etc.



- vi. In the context of the above point, it is also important that schematic guidelines of various schemes also include manuals/ instructions for integration with GPDP as well as role of grass root functionaries of respective department/s in GPDP processes.
- vii. Clear role for SHGs and village organisations in implementation with special reference to community mobilisation, selection of beneficiaries and locations, operation and management of assets, community contracting, providing last mile connectivity for delivery of services may be provided.
- viii. Step should be taken for the implementation of the report of Sumit Bose Committee on “Performance Based Payments for better outcomes in Rural Development Programmes”.

### 3.5.7 Review, Monitoring and Evaluation

A good GPDP would need effective implementation and the pre-requisite for effective implementation is robust monitoring. Very nature of convergence itself calls for enhanced monitoring and mentoring at multiple levels, starting from the community. It is therefore suggested that there should be a system for monitoring and mentoring at Gram Sabha, GP, Intermediate Panchayat, District Collector/CEO ZP/CDO and State level. Some indicative monitoring and mentoring mechanisms are listed in **Annexure-V** for adoption by the State and incorporation in their guidelines.

### 3.5.8 Incentivizing Performance

Documentation of best practices / success stories in preparation and implementation of GPDP and their wide dissemination are desirable. Best performing GPs that show innovation in new approaches and methodologies to localizing actions for sustainable development must be identified and nurtured to function as beacon GPs, acting as local schools of practice. Specific incentives could include the following:

- i. Instituting a system of objectively ranking of performance of all GPs and giving awards to best performing GPs on criteria to be developed by the Centre/State Governments.
- ii. Arranging exposure visits to best performing GPs within the State and in neighbouring States.
- iii. Identifying best performing ERs and officials/functionaries and grooming them as resource persons.
- iv. Since the States have the experience of GPDP by now, each training programme should include case studies of good practices and the possibility of

elected representatives from such GPs addressing the trainees to be considered.

### 3.6 Accountability Systems

The following measures may be suggested for ensuring accountability and transparency:

- Widespread disclosure of the Resource Envelope at the GP level
- Pro-active disclosure of the product of PRA exercises, situation analysis and visioning, norms adopted for prioritisation, criteria followed for identification of locations/beneficiaries
- Disclosure of names of resource persons and members of different task forces and committees
- Ensuring that key meetings of GP are held after wide publicity in the presence of as many citizens as possible
- Publishing expenditure details of different stages in the planning process
- Disclosure of the details of the approved plan and the expected outcomes
- Wall paintings and information boards to be set up in vantage locations in GP
- Citizen information boards at all worksites
- Keeping 'works file', all records/documents in GP office
- Oral reading of key information in the Gram Sabha, SHG meetings, MGNREGS work sites etc.
- Notice of Gram Sabha meetings to discuss plan preparation to be intimated to concerned MPs and MLAs of the constituency
- Keeping of copies of all documents in Panchayat Bhawan and village libraries.
- Uploading of all above information on the websites

The mode and form of each of these accountability measures need to be spelt out clearly. Also, there should be a grievance redressal system available to citizens and GP.

Moreover, there is a need for having a holistic system in place right from initiating plans to monitoring the various stages of work, to record the expenditure incurred for the works to providing a complete details of the asset created. For this purpose, it is necessary to revolve around an e-Financial Management System (e-FMS) comprising of PlanPlus, ActionSoft, PRIASoft and National Asset Directory (NAD) with Local Government Directory (LGD) forming the base for such a robust system, along with the Public Financial Management System (PFMS). The architecture for the same is described in Diagram 5 in Chapter 9. Further, Geo-tagging of assets would be compulsory.

**Public Information Display Board:** A public information board of the size of 20 feet x 10 feet should be installed in every GP at a prominent place with background information of the GP, important gaps as emerging from the Mission Antyodaya parameters, along with physical and financial progress of interventions under the schemes for proactive public disclosure. Design of the public information board is given at **Annexure-VI**.

### 3.7 Timelines

The State Government (particularly the EC), may ensure that each of the activities of the GPDP – environment generation, visioning, situation analysis, participatory planning, concerned Gram Sabha meetings, prioritisation of needs, projectisation and approval of the plans – are executed in a time-bound manner. It is desirable that the planning process for a particular year’s plan is completed by December of the previous financial year. It is also desirable that the process synchronises with the MGNREGS labour budget planning, so that the Gram Sabha processes do not have to be repeated, and single consolidated/convergent plans are made. In the long run, labour budget should flow from GPDPs and not vice-versa. While timelines are being fixed, it is important to bear in mind the Capacity Building requirements of the concerned activities and the time required to complete the same.

## Chapter 4

### Preparation of GPDP by Gram Panchayats

Article 243G of the Constitution of India mandates the GPs to prepare and implement GPDP for economic development and social justice by converging/ integrating all such programmes of the Panchayat, State and Centre within their geographical area. Further, as local government, GPs are responsible for delivery of basic services to local citizens and address vulnerabilities of poor and marginalized sections of the population. This can only be achieved through implementation of well thought out plans through efficient and responsible utilization of resources available at the disposal of the GPs and expanding the resources to meet their priorities.

Over the last two and half decades, several initiatives have been taken by the State and the Central Government to encourage participatory planning process at the grassroots level. However, due to various challenges such as inadequate resources, people's participation, facilitation and capacity have hindered the pace of formulation of holistic, comprehensive and visionary plans. This however got a fillip with proactive drive by the Government of India and the State Governments through FFC and State Finance Commission grants. Now, time has come to make GPDPs more comprehensive and enhance their quality with equity and inclusiveness.

Preparation of GPDP is a time-bound process. GPDP should ideally match people's needs, basic services and their aspirations, prioritized in accordance with the available resources. It should be prepared through a participatory, inclusive and transparent process. The plan should be long-term (perspective plan) in nature (ideally five years plan), which is implementable on annual basis, based on priorities arrived at Gram Sabha. After implementation of annual plan, the perspective plan will be reviewed taking the performance/feedback/impact of the annual plan implementation into account and make changes and reprioritise the activities/projects for the coming financial year. Thus, after the end of fifth year, a fresh five year perspective plan will be prepared. All these processes need to be taken up and completed within a stipulated time. Panchayat and its committee play very important role from initiating to completing of planning and then implementing and monitoring.

The following are the components of GPDP "Plan Cycle":

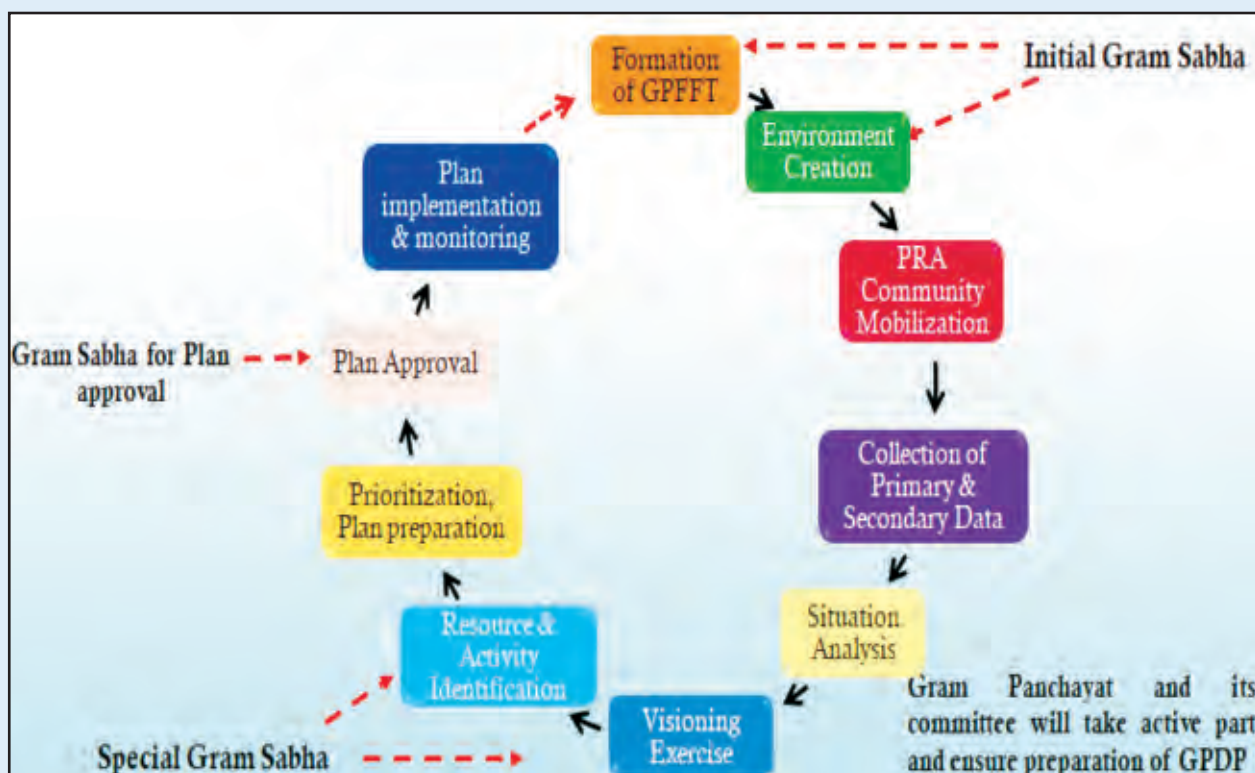
- i. Formation of Gram Panchayat Planning Facilitation Team (GPPFT) for every GP for shared understanding and facilitation of the entire planning process orienting and activating them to take up and carry forward the entire process of GPDP



- ii. Environment creation and community mobilization
- iii. Collection of primary and secondary data
- iv. Situation analysis, need assessment and gap identification
- v. Visioning exercise for goal setting
- vi. Resources and identification/estimation of corresponding activities – Special Gram Sabha
- vii. Plan development, prioritisation and projectisation
- viii. Approval of GPDP
- ix. Implementation, monitoring and impact analysis

The Plan cycle of GPDP can be depicted through Diagram 2.

**Diagram 2: Plan Cycle of GPDP**



*Note: Gram Panchayat and its committee will take active part and ensure preparation of GPDP*

#### 4.1 Formation of a Gram Panchayat Planning Facilitation Team (GPPFT)

GP needs to prepare GPDP as part of enabling wider participation, optimal utilisation of resources and getting maximum developmental benefits. Large number of well-meaning/philanthropic/voluntary human resources should be roped in who can help the

GP in coming up with holistic and visionary plan. For this, a group may be formed namely “**Gram Panchayat Planning Facilitation Team (GPPFT)**” in every GP under the chairmanship of *Pradhan/ Sarpanch/ President* of the GP. The size and composition of GPPFT may vary. The representatives of sectoral / line departments at GP level should invariably be the members of this team. Apart from this, the citizens of the GP who are working/living elsewhere either in the country or outside should also be invited to become members of the GPPFT. This is aimed at harnessing their knowledge/skills and expertise for sustainable development of the GP area. The known “Beacon leaders” of other GPs of the district/nearby districts/States/other States can also be invited as special invitees of GPPFT. The instructions issued by the State government/district administration to all line departments should be leveraged to ensure whole-hearted participation of these members. An indicative composition of GPPFT is given in the **Annexure-VII** for reference. This team is the frontline functional group of the GP in accomplishment of all the tasks of preparing GPDP and also helping in effective implementation and monitoring.

The GP may divide the members of the GPPFT into “**Ward Planning Facilitation Team**”(WPFT) with a minimum of 3-5 members headed by the respective GP ward members to facilitate community-based planning processes for GPDP. WPFT has to ensure that all members/residents of the ward participate in the planning exercise and freely express their felt needs and grievances. Every year the GPPFT may be reconstituted by the GP with need-based addition/alteration of members.

#### 4.1.1 Tasks of GPPFT

The GPPFT will facilitate all the steps of planning exercise right from the stage of environment creation to the final stage of plan approval including implementation and monitoring. The entire planning process has to be taken up in a campaign mode with continuous involvement of all stakeholders. The GPPFT shall follow the methodology of preparing GPDP in consonance with the guidelines issued by the State Government. GPPFT should ensure coordination of all line departments, which hitherto have been working in silos to be accountable to the GP by taking an active role in the meetings and activities of the various GPDP working groups.

#### 4.1.2 Formation of Working Groups in GPPFT

The GPs already have the standing/functional committees for various thematic areas (the nomenclature may vary from state to state). In case the standing / functional committees cannot be activated immediately, the members of the GPPFT may be distributed into working groups on various thematic areas. Each working group will consist of members from the GPPFT having expertise in the relevant field or having inclination in the specific

subjects. The chairperson of the standing/functional committee of the concerned thematic areas will chair the working group. The block level officer of the concerned line department or any local experts in the field may be the vice-chairperson of the respective working group. These groups will function under overall guidance and supervision of the GP. The following working groups may be constituted by the GP:

- i. **Human Development Working Group:**  
To deal with health, nutrition, education and public health related issues including environment and sanitation
- ii. **Women & Child Development Working Group:**  
To deal with gender issues and issues related to rights of women and children, women's empowerment, protection of women and children against atrocities/abuse and their skill development related issues
- iii. **Livelihoods Development Working Group:** To deal with agriculture and allied sectors, small medium and cottage industries, entrepreneurship, natural resource management including soil and water conservation, green cover and bio-diversity related issues
- iv. **Social Justice & Social Security Working Group:** To deal with development of SC/ST communities and other backward sections of the society including persons with disabilities (PwDs) and elderly aiming at equity, empowerment and well-being
- v. **Infrastructure & Miscellaneous Working Group:** To deal with the local infrastructure and other issues as relevant to the GP

In addition, the GP may constitute more working groups depending upon the local needs such as working group on Environment Protection, Spatial Planning and Disaster Management Planning etc.

#### 4.1.3 Facilitator for each Gram Panchayat

A facilitator for each Gram Panchayat/Gram Sabha may be nominated for providing requisite support and organising the preparation of GPDP for respective Panchayats. Community Resource Persons (CRPs), trained Social Auditors or other appropriate persons including officials e.g. Gram Rojgar Sevak may be nominated as facilitators. The facilitators nominated for each Gram Sabha will be required to undertake following activities on priority basis:

- Carry out a survey with Mission Antyodaya (MA) format (**Annexure-VIII**) for scoring under various criteria and have the same validated in the GS.
- Facilitate the special GS for GPDP on the designated day so that its objectives are achieved and frontline workers of line Departments participate in the deliberation.
- To ensure community mobilization including vulnerable sections like SC/ST/Women during the Gram Sabha. The Village Organisations/SHGs may be supported to present before the Gram Sabha, a poverty reduction plan which may after deliberation may be incorporated in the GPDP planning process.
- Coordinating with frontline staff of participating ministries/departments.
- Support preparation of comprehensive GPDP
- Participate in implementation and monitoring of GPDP so that desirable results are achieved.

### Box 2 :Role of Facilitators

- Carry out the **survey in Mission Antyodaya (MA) format** using MA mobile app.
- Coordinate with **frontline workers** of participating ministries/ departments
- Facilitate the **special Gram Sabha** for GPDP on the designated day
- Ensure **community mobilization** including vulnerable sections like SC/ST/Women/ Disabled during the Gram Sabha
- Submit a **report regarding conduct of the Gram Sabha**
- Support **preparation of GPDP**
- Upload **GPDP** on PlanPlus
- Participate in implementation and monitoring

## 4.2 Environment Creation

Before the formal plan preparation is started, there is need for environment generation and social mobilization. The environment generation activities are of immense importance to bring about attitudinal changes, outlook and re-orientation among the community and governance systems. Therefore, the first activity in the GPDP process is to organize a Gram Sabha to kick-start the planning process by creating awareness among the villagers. The Gram Sabha will be made aware about the need for GPDP, the step by step activities that will be taken up in the planning process, formation of GPPFT and enlisting/introduction of members of GPPFT. The need and importance of representation and participation of every household by at least one member of the family in the whole planning process and subsequent meetings that will be held including Gram Sabhas shall be explained. The GPPFT should take initiative in proper environment creation and ensuring wider participation of women in Gram Sabha. This can be taken up with the assistance of women ward members and SHG groups. To involve all the people in the process of decision making in Gram Sabha, separate Gram Sabha for women, children

and elderly may be conducted prior to main Gram Sabha meetings to ensure better mainstreaming of their issues with the GPDP.

In addition to this step, further environment generation has to be created for effective plan preparation, capturing the aspirations of the people of the GP and to arrive at a vision of the Panchayat, instilling enthusiasm among all the stakeholders, elected representatives, SHGs and line department officials etc. Further, Information Education & Communication (IEC) activities should also be initiated by the GP for better dissemination of vision and goal setting under GPDP. A successful GPDP will depend on effective IEC leading to effective participation of all the stakeholders in the Gram Sabha and Ward Sabha. An illustrative list of activities that can be taken up by the GPs for effective environment creation leading to effective Gram Sabha and Ward Sabha and thus making holistic and comprehensive GPDP are given in **Annexure-IX**. The environment creation for GPDP preparation should create a festive environment to solicit willing participation of all stakeholders.

### 4.3 Cost-less or Low Cost activities

Many activities to be undertaken up by GP may not be cost intensive or require any funds at all. In fact the Panchayat can take up lots of mobilization activities, which are mostly low cost or no cost during environment creation process. Community mobilization and community ownership are critical for low cost or no cost development process. Activities such as campaign on Swachhta (cleanliness) / sanitation, school enrolment of dropouts, ensuring enrolment of pregnant women for institutional delivery, village plantation/social forestry etc. are few of them. An illustrative list of low cost or no cost activities is given in **Annexure-X**.

### 4.4 Focus Areas in GPDP

Every GP is responsible to provide basic public services and also take up development works relating to the functions devolved to them. Moreover, under article 243G the intention of the Constitution regarding 29 subjects listed in Eleventh Schedule is quite clear and Panchayat need to address them in GPDP. Therefore, focus of GPDP should be on analysing the development gaps in the socio-economic sectors, public service delivery and capturing needs and aspirations of the vulnerable and marginalized groups. One of the challenges for the GP will be to prioritise the socio-economic development issues and inclusive development of marginalized sections of the community over routine infrastructural developments as the experience had been bulk of the investment is flowing towards such infrastructure creation. Thus, GPDP must trigger interventions to address the issues of socio-economic development parameters so as to achieve holistic and



inclusive development. The focus areas may include basic services, economic development & poverty reduction, human development, social development, ecological development, public service delivery, effective governance, SDGs, skill development, child protection and development, spatial planning, digital enablement including e-enablement of Panchayat for good governance and public service delivery, critical infrastructure development etc. Common focus areas of GPDP have been described in succeeding sub-sections.

#### **4.4.1 Basic Services**

Under the Article 243G of the Constitution of India, Panchayats have been mandated to function as an institution of self-government. Therefore, GPs need to cater basic services to the people of their area. Accordingly, the 14<sup>th</sup> Finance Commission has recommended the basic grants to the GPs for delivering basic services. The basic services include water supply, sanitation including septic management, sewage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial, cremation grounds etc. These basic services are important for the good quality of life in rural areas. These services are also included in the 29 subjects listed in the Eleventh Schedule of the Constitution of India and Sustainable Development Goals to be achieved by 2030. Some Panchayats have further expanded the ambit of the basic services and providing RO drinking water on nominal charges, community toilets, Children Park etc.

#### **4.4.2 Economic Development and Poverty reduction**

Primary objective of preparation of GPDP is to identify and formulate ways of addressing real needs of local people. In this content, economic development stands for improving the economic well-being and quality of life of the community by supporting sources of income. GPDP should have a strong poverty reduction focus by identifying patterns of poverty in the village. Through GPDP, GP should increase economic activity in their area and enhanced the income of rural communities particularly marginalised and poor households. GPs should be encouraged to develop and use locally relevant indicators on issues of development, including aligning actions with localizing the SDGs and take up activities which would increase local production and productivity, increase employment and employability, improve market access and marketability of the local produce, promote value addition, create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor irrigation facilities, dug wells, irrigation tanks etc. The GP should converge different programs for livelihood promotion through MGNREA, NRLM, PMAY, PMGSY, NSAP, PMASY, RKVY etc.

### **4.4.3 Human Development**

GPDP should have components related to literacy, education, skill development, health, nutrition, livelihood promotion etc. The focus should be on improving quality of human development services through Anganwadis, schools, hospitals and enhancing access to them. The GPDP should aim to achieve clear outcomes in line with the targets set by State Governments. In human development, the deficiencies need to be assessed and addressed. For example, reasons for not achieving the minimum levels of learning, causes for dropout, reasons for malnutrition etc. have to be identified and focussed efforts to be made to address them.

### **4.4.4 Social Development**

GPDP should be aimed at improving the wellbeing of vulnerable and marginalized groups like SCs, STs, Other Backward Classes including minorities, persons with disabilities, elderly people, women, children, bonded labourers, child labourers, distress migrants, manual scavengers, victims of trafficking etc. In social development, the main issues based on people's perception and expert opinion could be listed down. For example, the issues faced by the community like lack of skills, employment opportunities, and access to public services can be listed, discussed and plan for addressing the issues.

### **4.4.5 GPDP and SDGs**

Under SDGs, there are 17 goals with 169 targets. These are universal goals with local implications and intervention possibilities. Many SDG targets are within the purview of the GPs. Thus the GPs have a crucial role to play in achieving the SDGs. The GPDP presents an opportunity for the GPs to enable GPDP for ultimate achievement of the SDGs. In the planning process the Panchayats may set GP level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities and feasible action plans. The localizing SDGs framework could be used as a consolidating tool for actions and impacts, on the ground, on a range of issues that promote and support GP level development in the long term. Such localized SDG framework to be developed with full and informed participation of all relevant local stakeholders.

### **4.4.6 Ecological and Environment Development**

Conscious efforts should be made so that activities taken up under GPDP should be environment friendly and bio-diversity enhancing. The GP therefore should necessarily take up maintenance and upgradation of various ecosystems like water bodies, pastures, grass lands etc. The GP should plan towards conservation of biological

resources. Considering the possible impact of climate change, the GP should strive to assess the impact and make ameliorative measures as part of GPDP. Additionally, actions related to environmental sustainability should capture the contributions of natural resources, including ecosystems and biodiversity to both economic and social securities of local communities. Formal mainstreaming of economic benefits of conservation and management action will enhance the ability of GPs to achieve sustainable development that is economically and socially viable.

#### **4.4.7 Public Service Delivery**

GPDP should give greater emphasis on the quality of service delivery. Improvement of local public services like issuance of certificates, compulsory registration of birth/death, marriages, migration, issue of licenses /permits and social security pensions should be given special priority with emphasis on electronic delivery of services. The scheme of CSC of Ministry of MeitY should be utilised to provide public services to the people in rural areas. GPs should also ensure proper functioning of school, health centres, Aangangwadis etc.

#### **4.4.8 Good Governance**

In the case of governance, the emphasis should be on determining causes of inefficiency, ineffectiveness, delay, corruption and other malfeasance etc. This should cover both GP and other public institutions in the GP area. For effective public service delivery, the GP needs to emphasize accountability transparency and proactive disclosures and community based monitoring of budget and expenditure.

#### **4.4.9 Skill Building**

GPDP should also focus on how Panchayats can play a major role in skill building and ensure that the most vulnerable sections, including women participate in the programme. GPs have to plan for generating awareness about the skills related programme, facilitating the mobilization efforts, creating databases for skill demand and placement, assist in conducting the Job mela and support the project implementing agencies in all stages of skill training. The GPs can track the placement provided to the candidates after training, interact with candidates and their parents to monitor various aspects in the jobs and act as part of the grievance redressal mechanism. Skill building should focus not just on gaining employment and economic empowerment but also ensuring sustainable use of resources, ability to negotiate and retain development needs that are locally relevant and responsive as well as support development that is sustainable. In this regard, it is important for the GPs to come up with innovative ideas of skill development, apart from

the mainstream ideas. Such ideas could include dealing with offsets, resource-based economic development, nutritional security that combines health and food securities, using rights-based approaches for local governance.

#### **4.4.10 Women and Child Protection & Development**

GPDP should keep gender mainstreaming as an important theme across all the activities/projects. The GP has to plan activities for attainment of rights of women and children in the village and take steps to operationalise the same. The GP should recognize that the services rendered to children are not welfare measures or favours given to them, rather the rights entitled to them. This approach offers an opportunity to have child friendly GP.

#### **4.4.11 Spatial Planning**

Spatial planning is a process for the planned development and regulation of growth of urban and rural areas to secure to their present and future. Spatial planning provides options for sustainable development of rural areas. Since all development projects have direct impact on the use of the land, they need to be coordinated and integrated within a desirable spatial frame. The Rural Area Development and Plan Formulation and Implementation (RADPFI) guidelines describe the process of spatial planning.

#### **4.4.12 E-enablement of Panchayat**

e-governance makes the governance more efficient and transparent through disclosure of information, efficient delivery of services and improving internal processes and management. The Panchayat Enterprise Suite (PES) deployed in the Panchayats addresses all the core functions of Panchayats such as decentralized planning, budgeting, accounting, implementation and monitoring of service delivery like issue of certificates, licenses etc.

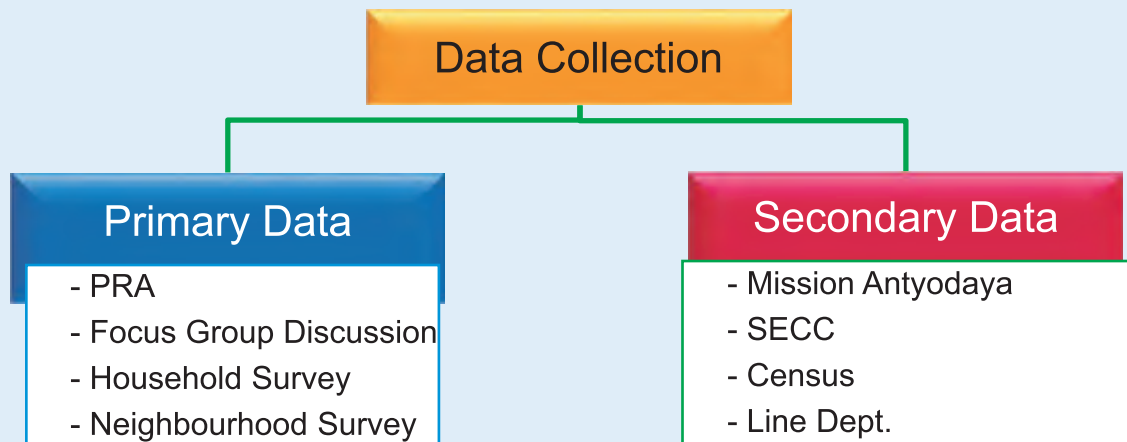
#### **4.4.13 Infrastructure Development**

In the case of infrastructure, GP should identify the gaps in infrastructure and priorities their needs. For example, in respect of physical connectivity, list out habitations without roads; length of road required etc. This could also include repair, restoration, up gradation and new construction. In the case of civic amenities, the effort should be made to maintain the set standards of service provision and delivery. The maintenance of public assets should also be given due priorities.

## 4.5 Data Collection

The primary objective of preparation of GPDP is to identify and formulate ways of addressing the development needs of the GP. Hence, getting first-hand information about the, issues related to health, education, livelihoods, availability of amenities, services and fulfilment of rights and entitlements of marginalised sections, local infrastructure etc. ,are very important. Situation Analysis refers to assessment of existing development status in different sectors of the GP through analysis of data already collected and available in the GP or sourcing from various secondary sources such as Census, SECC data, Mission Antyodaya, published data by line departments and previous GPDP surveys etc. Secondary data based on analysis of Census, SECC, Mission Antyodaya data etc. will be pre-populated in the Plan Plus software. GP may use it for better plan preparation after verification. Over and above the secondary data, primary data collection will also be required to update/validate the secondary sources, fill the gaps and to have 360-degrees coverage of each household for enabling individual household development plan based on the potential of each member of the family, for which household surveys will be done. Sector-wise data collection and compilation have been schematically shown in Diagram 3.

**Diagram 3: Sector-wise Data Collection and Compilation**



Both secondary and primary data after appropriate compilation and collation provide for the baseline for various parameters and the gaps to be covered in each one of them. The GP should create a database of GP on all focus areas and this can be built over a period of time. It will be useful to create a broad data structure to which the updating can be made so that every time surveys need not be conducted again and again. Data can be collected through citizen surveys, focused group discussions involving neighbourhood groups at hamlet level, semi structured interviews and through Participatory Rural Appraisal (PRA) methods. Format prescribed by the State Government should be used



for data collection. If not, the format designed for data collections given in **Annexure-XI** may be customised for the purpose. Use of technology, including web and mobile phone based applications will support real-time data collection and monitoring. The Panchayat should identify the sources of data for easy and expedient collection. An indicative data collection source is given in **Annexure-XII**. The tools for collection of primary data may include house hold survey, Participatory Rural Appraisal including transect walks, social mapping, resource mapping, focus group discussions etc. These tools have been described in succeeding sub-sections.

#### 4.5.1 Conducting Household Survey

If the GP has identified some specific issue that requires obtaining details from specific groups such as destitute, disabled persons, widows, families with distress migration, elderly or high malnutrition etc., household surveys of these families may be undertaken. A standard format should be used which will include all necessary information. The facilitators should keep in mind that only necessary information is collected so that collating this data becomes an easier process. Data may be collected by interviewing the household members. After collection of all information through this exercise, the filled data will be put up in a compilation sheet and accordingly analyzed to find out the existing situation of the people. Since household survey needs major investment in terms of time, people etc., GP should go for such an exercise only if it is necessary for a specific intervention. Wherever possible, the data may be consolidated digitally.

#### 4.5.2 Participatory Rural Appraisal

Participatory Rural Appraisal (PRA) is a set of techniques to assess the existing resources, services, infrastructures etc., in the GP through direct interaction and consultation with people of the locality. It is a process, which enables and empowers the local community to identify their problems, resources, potentials and priorities with respect to GP to develop agenda and plan of action. Several PRA tools are available for data collection, however a few of these are discussed which will be used in rapport building as well data collection at the village level.

**Transect walk:** A transect walk in a habitation helps to identify the assets that need to be developed, the natural resources that can be used, land available for various public purposes, the extent of access to various public services etc. The GPPFT may discuss with the community and collect information on diverse scenarios within the village.

**Social Mapping:** Social mapping focuses on the depiction of habitation patterns and the nature of housing and social infrastructure e.g. roads, drainage systems, schools, drinking water facilities etc. Social map is different from other regular maps in significant ways.

For one, it is made by local people and not by experts. For another, it is not drawn to scale. It depicts what the local people believe to be relevant and important for them. Thus it reflects their perceptions of the social dimensions with their reality with the high degree of authenticity.

**Natural Resource Mapping:** While the social mapping focuses on social infrastructures, the resource map focuses on the natural resources in the locality e.g. topography, land, forests, water bodies, fields, vegetation etc. A resource map in PRA is made by the local people. First of all, the local people are considered to have an in-depth knowledge for the surroundings and secondly, during data collection the emphasis is on the process of data collection where people would contribute and share their knowledge about the area they reside. It is important to keep in mind, however, that it reflects the people's perception rather than precise measurements to scale. Thus, the resource map reflects how people view their own locality in terms of natural resources. Both Social and Natural Resource Map gives an overview of social, physical and natural resources of the GP area. While preparing for GPDP, GPPFT and GP will be benefitted by using these maps. Other than these tools, few other popular PRA tools e.g. Time Line, Seasonal diagram, Venn diagram can be used during data collection process.

### 4.5.3 Focus Group Discussion

Focus Group Discussion (FGD) is a tool to gather people from similar background or experience to discuss a specific topic relevant to GP development. This will help to understand people's perceptions on problems and get an idea about possible solutions. Separate FGDs can be organized on relevant themes for different critical stakeholders for decision making in enabling GPPFT and WPFT in appreciating and prioritizing issues for the preparation of GPDP. For example, FGD with SHGs, women health workers, ASHA members can help in getting requisite information about the healthcare scenario of the area. Similarly, FGDs with farmers' group, daily labourers, migrant labourers can be beneficial for planning for agriculture diversification, increasing production and livelihood.

## 4.6 Situation Analysis

People are well-versed with the situations that have been influencing their lives. Situation analysis is a process through which the issues and the needs of the community and the gaps where intervention is needed are identified. Situation Analysis refers to assessment of development status of the GP. It is primarily required to assess existing scenario of the GP on various development issues. It also provides basic information on the gaps in infrastructure, amenities and services that exist as well as the potential for future development. This analysis can serve as the basis for setting priorities for the issues to be incorporated in the GPDP.

Primary objective of preparation of GPDP is to identify and formulate ways of addressing real needs of local people, especially the poor and vulnerable groups. Hence, getting first-hand information from the local residents on the gaps in local infrastructure, issues related to health, education, livelihoods and other relevant matters becomes paramount. Sometimes, Secondary data (already published reports, SECC data etc.) may not be available or may not reflect exact situation or requirements of a particular community or group or the GP as a whole. In addition, it is also important to cross check or validate available secondary data with the information collected directly from the community. All of these can be done through household surveys, FGDs, semi structured interviews or other various PRA methods. Community administered surveys using local groups also help in involving the community in the planning process and results in strengthening community ownership of the process and more informed and collective decision making.

#### 4.6.1 Objectives of Situation Analysis

- To collect details of the existing scenario of the GP on various development issues
- To assess the quality of basic civic services, infrastructure and amenities available in the GP

#### 4.6.2 Processes for Situation Analysis

For conducting situational analysis, primary and secondary data need to be collected, analysed and documented as discussed. The analysis should be based on data, validated by people's knowledge. Use of technology, including web and mobile phone based applications need to be supported for real-time data collection and monitoring.

- i. Existing conditions and development status of the GP related to key areas like, health, education, poverty, situation of vulnerable groups etc. must be identified.
- ii. Information about the quality of existing services and quality of life must be collected.
- iii. Critical information on deficiencies and gaps in basic services, infrastructure and amenities (e.g. drinking water, sanitation, drainage, road conditions, cleanliness etc.), that exist in the GP must be collected.

Situation analysis for identified problems and corresponding development option has been elaborated in **Annexure-XIII**. SIRD&PRs/PRTCs/ETCs/Nodal Institutions for CB&T/GPDP/academic institutions with specialisation in Rural Development and Social

Work may assist the GPs to undertake objective situation analysis and help in the capacity building of the GP for preparation of comprehensive and holistic GPDP. The Panchayat should take the sample data to these institutions and get the analysis done under the guidance of the experts as part of their capacity building and training exercise.

### 4.6.3 General Examples for Situation Analysis

- A. For instance, in case of infrastructure, some of the gaps that could be identified with respect to roads are as follows:
- List out the habitations without roads.
  - Length of the extension road required etc.
  - Specify whether repair, restoration, upgrade or new construction is required.
- B. In case of social development, main issues based on people's perception and expert opinion could be listed down. For example, the issues faced by the tribal community like alienation from land, land degradation, lack of skills, lack of employment opportunities, and lack of access to public services and amenities can be listed and discussed.
- C. In case of economic development, the focus should be on the economic potential that can be reasonably and sustainably achieved. For example, the constraint on increasing agriculture production and productivity, linking to the markets which could add values etc. can be enumerated. Expanding economic activities and increasing income should be main issue of such analysis.
- D. In case of the human development, deficiencies need to be assessed and addressed. For example, reasons for not achieving the minimum levels of learning, causes for dropout, reasons for malnutrition etc. have to be identified.
- E. In case of civic amenities, effort should be to answer why the preferred standard of service provision and deliveries are not achieved. For example, in case of sanitation, need for solid and liquid waste management, overall cleanliness etc. required to be assessed.

## 4.7 Development Status Report (DSR)

On completion of situation analysis, the GPPFT needs to prepare a draft Development Status Report of the GP which is to be placed before the Gram Sabha to make people

aware about the exact and real time situation of the community in the respective focus areas. The DSR will help the villagers to identify the following:

- Status of development of the GP in various thematic sectors in terms of achievements, limitations and gaps in development efforts of the GP
- Convergence strategies for optimizing development goals for the GP
- Prioritization of development agenda to be taken up over next five years on annual basis
- Issues that are to be addressed by various authorities and institutions including the GPs

The indicative outlines of DSR are given in **Annexure-XIV**.

## 4.8 Visioning Exercise

Gram Sabha is to be conducted at this stage and undertake visioning exercise on the basis of the findings of the DSR. The visioning is the process of evolving the perspectives of the GP development agenda in terms of economic development and social justice. It is an articulation of what the local people want in their GP to be in the next five years and succeeding year in the identified key thematic areas. The visioning exercise would ensure objectivity in planning and endow people with a sense of ownership of the planning process. The vision document is to clearly show the commitment of GP to make its functions more effective and efficient in improving the quantity and quality of basic services. It also helps to identify priorities and set clear milestones to be achieved by the GP during the plan period.

## 4.9 Prioritization of Needs

Gram Sabha needs to discuss and develop a broad vision for improvement in identified key areas. Special focus may be given to economic development, poverty reduction, Water and Sanitation, Natural Resource Management, social justice etc. The GPPFT shall help the deliberations in Gram Sabha and GP meetings to identify the prioritized needs of the people to fill up the gaps in local development. This will be done based on the DSR. Prioritization of needs shall be done across the various identified thematic sectors covering all sections of the GP.

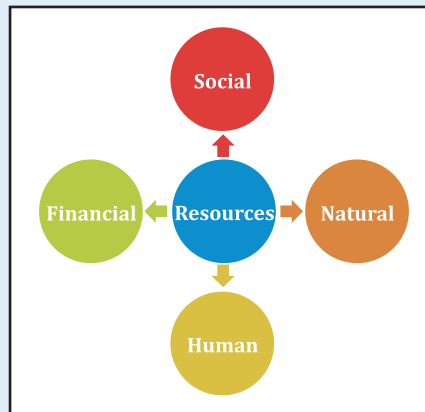
## 4.10 Resources for Planning

Resources are not confined to financial resources only. GPs should be aware about all kind of resources at its disposal to carry out activities through GPDP. Therefore,



identification of these key resources is an essential part of the planning process. Broadly, these resources can be classified in following four categories:

**Diagram 4: Resource for Planning**



- 1) **Social Resources**- Institutional strength, peace, social harmony/unity within the community
- 2) **Natural Resources** – Land, forests, water, air and all naturally available resources
- 3) **Human Resources** – People living in the GP area, people associated with the area in any other capacity, GPPFT, women SHGs
- 4) **Financial Resources** – Funds available from Central and State Governments, OSR, Contribution by the Community etc.

GP as local government should try to use these resources judiciously for sustainable development of the entire area.

#### 4.10.1 Resources Identification/Estimation

Once data on all sectors are collected, the next important exercise is to take stock of available financial resources. The resource estimation has to take into account the diversity of sources that would be available at the command of GP. Therefore, GP Resources planning include the following:

- Estimating and mobilizing the own resource revenue through taxes, user charges and contributions etc.
- Innovative means of financing through community contributions including local philanthropists, NRIs, the Corporate Sector and NGOs etc.
- Getting information from line departments about the allocations made to GP under each scheme including devolutions and transfers etc.

- Direct fund flow to GP and also possible sources of convergence from flagship schemes of Centre and States

At least 10 to 20% of the resources should be locally mobilized. The GP funds can be divided into three categories: Untied Funds, Partly Untied Funds (where there is some flexibility in use) and Tied Funds. The information on funding streams besides own resources of GP, can be obtained from State and Central Budget Documents, and Plan Documents of District Missions, and other Line Departments. All funding streams coming to the GP from various sources can be listed using a simple form.

#### 4.10.2 Resource Envelope

The effort of the State should be to expand the resource envelope for the GPs and to guide them to create additional resources at local level. It is also essential to monitor the timely flow of designated funds for the GPs. The resource envelope at a GP may be prescribed by the State, the indicative list is as follows:

- i. Own Source Revenue (OSR)- to be projected based on actuals of the last three years
- ii. FFC grant
- iii. SFC grant
- iv. MGNREGS as per the Labour Budget
- v. Other CSS and State Schemes entrusted to GPs
- vi. Schemes for which the GP takes decision even if the fund is not transferred
- vii. Voluntary contributions (cash, kind and labour)-States may fix a suggestive figure as appropriate
- viii. CSR funds if assured and available to GPs
- ix. Funds available through banking sector / leveraging bank finances

Resource envelope should also include all the resources received by the GPs. It may be clearly mentioned that the funds spent by the higher tiers like District Panchayat and Intermediate Panchayat in the Panchayat should be mandatorily part of the Resource Envelope of GP. The States may decide on how this transfer is to be made or how this is to be accounted and audited. After finalising the elements of the resource envelope, the State should communicate in writing, well ahead of initiation of the planning process, the resources available to each GP. If details of certain categories are not available, they may be broadly indicated and details communicated subsequently. Ideally this should be in form of a Government Order giving GP-wise details at the State level or district level depending on the number of GPs.

### 4.10.3 Own Source Revenue of the Panchayats

Panchayats are mostly dependent on financial resources/funds received from Finance Commissions (Central and State), Centrally Sponsored Schemes and State Governments. But for an empowered and capacitated Gram Panchayat, adequate generation of Own Source Revenue is important. Tax revenues from those on land and buildings etc. and non-tax revenues (for example, from auction of Panchayat resources) could be an important contributor to their finances. The Thirteenth Finance Commission (TFC) highlighted the need for augmenting local government resources through better tax administration and improved collection efficiency. The Fourteenth Finance Commission (FFC) also re-emphasised the need to enhance resources by GPs at the local level. Therefore, it is essential on the part of Panchayats to improve OSR collection substantially. Some activities under GPDP can also enhance collection of OSR of Panchayats. Enhanced OSR would increase activities to be undertaken under GPDP. Therefore, there is need to incorporate activities, which can increase in OSR of Gram Panchayats, in the GPDP.

### 4.11 Special Gram Sabha & Involvement of Frontline Workers of Line Department

A comprehensive special Gram Sabha will be organized after the collection of primary and secondary data, gap analysis visioning, estimating resource envelop and identifying corresponding activities. A Model schedule of special Gram Sabha is given in **Annexure-XV**. In this special Gram Sabha, all developmental needs and gaps will be discussed. The frontline workers will give a brief structured presentation regarding the activities of the department. The Model structure of presentation is given at **Annexure-XVI**. The frontline workers are also to make public disclosure before the Gram Sabha regarding progress of activities being implemented in the current year along with fund utilization for the same, as well as activities proposed to be taken up during 2019-20 and funds to be allocated for the same. The public disclosure in the form of statement is to be submitted to the GP for incorporating in the GPDP plans, once the same is approved by the Gram Sabha. The facilitators appointed shall also ensure community mobilization including vulnerable sections like SC/ST/Women during the Gram Sabha. The Village Organisations/SHGs may be supported to present before the Gram Sabha, a poverty reduction plan which may after deliberation may be incorporated in the GPDP planning process. A template for presentation of Poverty Reduction Plan for by Village Organisations/SHGs is given at **Annexure-XVII**.

## 4.12 Preparation of Draft GPDP

After deliberation on the DSR in the Gram Sabha, listing the priorities and taking the resource envelope into account a draft GP development plan is to be prepared. Draft Plan shall be prepared indicating the works identified in each of the focus areas, fund allocation, timelines for completion of the works. While preparing development plans, special attention should be given for the upliftment of people belonging to scheduled castes, scheduled tribes, and other weaker sections. The draft plan should contain *inter alia* prioritised activities to be undertaken in Panchayat area and corresponding estimated cost. This draft report is to be discussed in detail in the development seminar to be conducted. After incorporating the feedback and suggestions emanated from the development seminar, special meeting of the GP is to be convened to discuss and finalise the draft GPDP. The draft GPDP shall be submitted. The GPDP as approved by the Gram Sabha shall be adopted by the GP for implementation.

The GP could follow a broad and simple format for preparation of GPDP. The GPs may also follow State-specific format prescribed by respective State. The model chapterization of draft GPDP is given in **Annexure-XVIII**.

### 4.12.1 Concept of Perspective Plan

Following the steps mentioned above, GPs firstly, should prepare a five years perspective GPDP and subsequently based on prioritisation, separate plans should be prepared annually from the perspective plan after necessary changes based on current situation. Perspective plan is an important long term vision document which will direct GP to develop its area in a sustainable manner. It is easier for GP to prepare annual plan every financial year if the perspective plan is prepared based on proper methodologies. GP only has to update certain formats and include activities based on present situation. Therefore, it is highly recommended that every GP should prepare a 5 years perspective plan for incorporation in GPDP.

### 4.13 Panchayat Development Seminar

After preparation of the Draft Status Report, a one day Panchayat Development seminar has to be organised for further deliberations on development issues and available resources. All the elected representatives, GP functionaries, officials of line departments working at block level, subject matter experts, activists, SHGs, CBOs, representatives of CSR/NGOs working at GP level and local resource persons are to be invited to the seminar. The GPPFT will present the DSR in the seminar and invite feedback and suggestions. The present status, local needs, resources and development options in each focus area are to be discussed in detail. Local level plans and project ideas are to be firmed up in the seminar. Changes in the draft report necessitated by consultations would have to be formally approved by the GP. The final report is to be placed in the Gram Sabha for approval.

### 4.14 Project Development/Projectisation

After the consolidation of the prioritized activities needs the GP with the assistance of GPPFT and in consultation with technical personnel of line departments, shall prepare a list of feasible and executable works. The projects can be extended to any subject and activity of the focus areas that improve the services delivery including education, health, welfare and poverty reduction etc .An illustrative list of activities that may feature in GPDP in different thematic sectors is given in **Annexure-XIX**. All the works identified shall be mapped to the resources available with the GP including funds relating to the Central and State Government schemes. Matching contributions from line departments, public and donors can be tried extensively. It is also necessary to clearly workout the output and outcome for all the works. These activities may be prioritised for incorporation in the GPDP. Every activity proposed to be taken up should be projected for effective implementation and outcomes. A model format of a Project is given at **Annexure-XX**.

### 4.15 Approval of GPDP by Gram Sabha

The GPDP shall be placed before the Gram Sabha for approval or information as per state guidelines. Community should be mobilised for maximum participation for the Gram Sabha meeting. GP and GPPFT members should sensitise Gram Sabha on the process of GPDP preparation including details of the projects included in the GPDP. Proper notice should be issued to the officials and community to attend the Gram Sabha. Panchayat President and Secretary, GP members and the officials who are going to implement the plan should attend the Gram Sabha. During the meeting, a brief Presentation of GPDP document and project-wise details should be done and discussion on the prepared plan should be carried out. During the process, the minutes of the meeting shall be recorded



properly. The decisions taken during the Gram Sabha must be displayed on the notice boards in the Panchayat and the various other local institutions.

#### 4.16 Convergence of Programmes and Schemes through GPDP

Several Government departments implement developmental programmes at GP level, but they work in isolation. There is lack of synergy and also duplication of work and efforts. The guidelines of all the centrally sponsored schemes which are implemented at GP level such as MGNREGA, NRLM, SBM, ICDS etc., clearly insist on preparation of plans at the GP level. Since GPDP is an integrated plan document, it should encompass a holistic view of the Panchayat in all its facets. All plans of the line departments including labour budget shall emanate from GPDP, though implementation of the approved activities may be done by the respective line departments. Such holistic and integrated plan helps to absorb more funds from different sectors and also through increased local resource mobilization thereby facilitating improvement of service delivery. The convergence of all plans and schemes of different line departments through GPDP will avoid duplication, reduce financial burden and accelerate achieving desired results. A list of various schemes implemented by Government of India that can be converged in GPDP is given in **Annexure-XXI**.

#### 4.17 Plan Implementation

Implementation is nothing but getting things done as planned. Once the GPDP has been approved, necessary arrangements need to be put in place, for timely and effective implementation of the Plan. The GP should ensure that the GPDP is implemented in its true spirit in a timely manner. Monitoring provides feedback so that necessary adjustments can be made in the work plan and budget. Deviation from the approved activities must be avoided. In case any deviation is required, the approval of GP needs to be obtained by giving proper justification.

#### 4.18 Timelines for Preparation of GPDP

The GP has to ensure that each of the activities of the GPDP such as environment generation, participatory planning, Gram Sabha meetings, projectisation approval of the plans etc., are executed in a time bound manner. The planning process for a particular year's plan needs to be completed by December of the previous financial year synchronizing with the MGNREGA labour budget so as to prepare single consolidated/convergent plan of the GP without repeating planning processes.

**Table 1: Tentative Timeline for GPDP**

Sl. No	Activities / Steps	Time Schedule
1	Initiation of Planning Process at Gram Sabha Meetings	In month of May
2	Sector wise data collection, compilation & situational analysis	By mid-July
3	Sector wise prioritization & fund allocation to the Sectoral Standing Committees	By end of July
4	Sector wise draft Plan & Budget preparation and Placement of Draft Plan & Budget of Gram Panchayat in the meeting of Standing Committees	Mid-September to Mid October
5	Placement of Draft Plan & Budget of Gram Panchayat in a Special Gram Sabha	By end of October
6	Placement of Draft Plan & Budget of Gram Panchayat in the Ward Sabha Meetings (where it is applicable)	November
7	Placement of Draft Plan & Budget of Gram Panchayat in the Gram Sabha Meeting for approval	By 31 <sup>st</sup> December

### Box 3: Making GPDP a vehicle for local development in Digambarpur Gram Panchayat, West Bengal

#### Digambarpur Gram Panchayat at a Glance

With a population of 34,077 and spread across 49.5 square kilometers, the GP is situated in South 24 Parganas, the largest and second most populated district of West Bengal. The GP consists of 19 Wards and 50% of the population represents SC/ST and minority community. The GP has a literacy rate of 89% and strong representation from 436 Women’s Self Help Groups. Located on the fringe of the Sundarbans, the largest mangrove forests on earth, Digambarpur GP is a true reflection of the vulnerability and perseverance of the Sunderbans.

#### Salient Features of GPDP Process

Gram Panchayat Facilitating Team (GPFT) consisting of Elected Representatives (ERs) and employees of the GP, employees of line departments including ANM, ASHA, ICDS Supervisor, members of the Self-help Groups (SHGs), school teachers and volunteers among others have steered the GPDP preparation and implementation process. Intensive community mobilization through women’s SHGs has been instrumental in sustaining participation in the planning process. Invitation letters from the GP to each household, rally and procession, wall writing by SHGs on social issues have also enabled the community to jell together. Vibrant “Para Baithaks” (neighbourhood meetings) became the catalyst for situation analysis bringing out sector specific information on local challenges, resources and solutions. Taking note of the importance of local action for attaining Sustainable Development Goals (SDGs), each plan activity was discussed and linked with the relevant SDG. Low cost and no cost activities like awareness camps on child labour and human trafficking, public health, women and child development, social forestry were given due importance along with cost intensive infrastructure related activities.

#### Implementation and Convergence

Digambarpur GP prepared an integrated GPDP converging all resources available to GP under various programmes. The budget for 2017-18 stood at Rs.9.023 crore. The GP has implemented various schemes dovetailing resources from Fourteenth Finance Commission Grant, Swachh Bharat Mission, State Finance Commission Grant, State’s special untied fund (from the World Bank) and Own Source Revenue for effective delivery of services like solid and liquid waste management, community toilets, provision of drinking water, construction of ICDS Centres, and improving road connectivity. GIS based technology and a customized mobile application (Android based) designed and developed by the State was utilised to capture field level data on project execution with latitude and longitude, image, date and time stamp. To mention a few exemplary outcomes, the GP has become ODF, households are getting piped water against a monthly fee of Rs.50, solid waste collection and processing is done against a fee of Rs.10/household/month, empowered SHGs and groups of adolescent girls (Kanyasree Brigade) created through Government of West Bengal’s ‘Kanyasree’ scheme were utilised to curb social evils like early marriage, trafficking, distribution of sanitary napkins to adolescent girls and women from own source revenue.

#### Award

Digambarpur Gram Panchayat was awarded first prize in India for GPDP.



## Chapter 5

### Important Schemes, Sectors and Issues for Integration in GPDP

GPDP is a planning system and process for transforming rural India and strengthening GP to drive economic development and social justice. GPDP may not be only seen as mere a micro-plan rather it is for comprehensive need based development plan for accelerated multi-dimensional integrated growth of the respective Panchayat area.

In addition to an institution of self-government the twin objectives of the Panchayati Raj system as envisaged in the Constitution are to ensure local economic development and social justice. Further, GPs are expected to play an effective role in the planning and implementation of functions related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. The Guidelines for implementation of the Centrally Sponsored Scheme are issued by respective Central Ministries and are followed by orders issued by the State Governments. Each CSS is designed to serve its specific objective, but it is expected that the centrality of the Panchayat in each of such schemes is progressively ensured. Assigning the functions with regard to planning, implementation and monitoring of CSSs to Panchayats is a continuous process. It has been recognized in the schemes that participation of PRIs, especially GPs, with accountability is the key to efficient delivery of these Schemes. Therefore, it is essential for GPs to be aware about the role and responsibilities for effective implementation of the Schemes and participate in implementation and monitoring of these schemes.

Since it is important to have a focused approach for a holistic development through effective implementation of various schemes of Central and State Governments, it is imperative that a thematic approach is undertaken especially in terms of planning at the GP level. GPs are entrusted with specific responsibilities to deliver citizen centric services in the GP areas. Issues such as Environment and Climate Change, Gender responsive Panchayats, Economic Development, Water Conservation, Food Security and Nutrition, Planning of Children and Vulnerable Groups etc. need to be given prominence in local level planning. Therefore, these issues are to be integrated in GPDP. The aim of this chapter is to give an overview of the various schemes/sectors, roles of PRIs and their possible integration with the GPDP.

#### 5.1 Addressing needs with respect to 29 Subjects of Eleventh Schedule through GPDP

As mentioned in the chapter 1, and article 243G of the Constitution of India, Panchayats are expected to plan for catering the needs of the rural people with respect to 29 subjects



(Box 1) mentioned in the Eleventh Schedule of the Constitution of India. Further, they are also required to implement Central and State Government schemes with respect to these subjects. In this context it is important that GPDP, which is a grassroots level plan for the comprehensive development of respective Panchayats, must address needs of people with respect to the 29 subjects. Therefore, as detailed in the Table 2, Panchayats should strive for convergence with Ministries/Departments through their schemes and deliverables, which may be incorporated in GPDP.

**Table 2: Addressing 29 Subjects listed in Eleventh Schedule through Ministries, corresponding deliverables and schemes**

29 Sectors in FFC XIth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
1	Agriculture, including agricultural extension	Ministry of Agriculture & Farmers Welfare, Ministry of Rural Development	<ul style="list-style-type: none"> <li>• Increase irrigated area</li> <li>• Soil Health Card for all and optimal fertilizer use.</li> <li>• Timely and quality inputs – seeds, fertilizers, pesticides</li> <li>• Organic agriculture</li> <li>• Horticulture potential use</li> <li>• Crop insurance coverage</li> <li>• Value chain development</li> <li>• Creating durable community assets for marketing support</li> <li>• Full potential use in dairy, goaterly, poultry</li> <li>• Full potential use of Fisheries</li> <li>• Immunization services for animal resources and veterinary care</li> <li>• Breed improvement</li> </ul>	RKVY, PMKSY, PMFBY, MMAS, NFSM, MIDH, NMAET, NLM, e-NAM, SHC, DILRMP
2	Land improvement, implementation of land reforms, land consolidation and soil conservation			
3	Minor irrigation, water management and watershed development			
4	Animal Husbandry, Dairying and poultry			
5	Fisheries			
6	Social forestry and farm forestry			



29 Sectors in FFC XIth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
		Change (MoEFCC) Ministry of Rural Development		
7	Minor forest produce	Ministry of Tribal Affairs, Ministry of Rural Development, Ministry of AYUSH	<ul style="list-style-type: none"> <li>• Plantation of Minor Forest Produce</li> <li>• Minimum Support Price</li> <li>• Value addition</li> </ul>	GIM, MSP for MFP, National AYUSH Mission, NMPB
8	Small scale industries, including food processing industries	Ministry of Textiles, Ministry of Rural Development, Ministry of Food Processing	<ul style="list-style-type: none"> <li>• Development of Handlooms and Handicrafts clusters</li> <li>• Development of Agro-Processing Cluster</li> </ul>	Handloom Scheme, Handicraft Scheme, PMEGP, RGSA, PMKSA
9	Khadi, village and cottage industries	Ministry of Micro Small and Medium Enterprises, Ministry of Textiles	<ul style="list-style-type: none"> <li>• Non-farm employment opportunities created</li> <li>• Bank linkage for clustered economic activity</li> <li>• Development of Handlooms and Handicrafts clusters</li> </ul>	PMEGP, Handloom Scheme, Handicraft Scheme
10	Rural housing	Ministry of Rural Development	<ul style="list-style-type: none"> <li>• Housing for all</li> </ul>	PMAY(G)
11	Drinking Water	Ministry of Drinking Water & Sanitation	<ul style="list-style-type: none"> <li>• Piped drinking water for all households</li> <li>• IHHLs for all households</li> <li>• Sanitation including Solid and Liquid Waste Management</li> <li>• Improved ground water monitoring and disclosure of ground water data</li> <li>• Pucca aanganwadi buildings for all 0-6 children with all services</li> </ul>	NRDWP, Swajal Yojana

29 Sectors in FFC Xlth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
12	Fuel and fodder	Ministry of New and Renewable Energy Ministry of Petroleum & Natural Gas (MoEFCC)	<ul style="list-style-type: none"> <li>Households using Solar Energy / Biogas / other renewable sources</li> <li>LPG Gas</li> <li>Plantation</li> <li>Sustainable collection</li> </ul>	PMUY, GIM, JFMC
13	Road, culverts, bridges, ferries, waterways and other means of communication	Ministry of Rural Development, MoPR	<ul style="list-style-type: none"> <li>Village roads</li> <li>Community assets</li> </ul>	PMGSY, SAGY, MGNREGA, FCC
14	Rural electrification, including distribution of electricity	Ministry of Power	<ul style="list-style-type: none"> <li>Electricity connection for all deprived households</li> <li>Minimum 12-hour power supply</li> </ul>	UJALA, IPDS, DDUGJY, Saubhagya
15	Non-conventional sources of energy	Ministry of New and Renewable Energy	<ul style="list-style-type: none"> <li>Households using Solar Energy/ Bio-gas/other renewable energy</li> </ul>	Program/ Technology of MNRE
16	Poverty alleviation programme	Ministry of Rural Development, Ministry of Skill Development and Entrepreneurship	<ul style="list-style-type: none"> <li>All deprived households as members of SHGs with bank linkage</li> <li>Mission Water Conservation under MGNREGA</li> <li>Pension for old, widow and disabled</li> <li>Placement based and self-employment skills for all eligible youths</li> </ul>	MDMS, MGNREGS, DAY-NRLM, (NSAP)
17	Education including primary and secondary schools	Ministry of Human Resource Development	<ul style="list-style-type: none"> <li>100% student attendance and learning outcomes</li> <li>Higher Secondary facility for girls</li> </ul>	ICDS, SSM, SSA, SBM, MDMS
18	Technical training and	Ministry of Skill Development	<ul style="list-style-type: none"> <li>Adequate school infrastructure with Sports facility</li> </ul>	PMKVY

29 Sectors in FFC XIth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
	vocational education	&Entrepreneurship, Ministry of Agriculture	<ul style="list-style-type: none"> <li>Ministry of Skill Development and Literacy</li> <li>Placement based and self-employment skill facility for all eligible youth</li> </ul>	
19	Adult and non-formal education	Human Resource Development	<ul style="list-style-type: none"> <li>Educating adults</li> <li>Providing non formal education</li> <li>School with adequate infrastructure including linkage</li> </ul>	SSA
20	Libraries			
21	Cultural activities	Ministry of Culture	<ul style="list-style-type: none"> <li>Cultural activities at GP level</li> </ul>	Scheme of MoC
22	Markets and fairs	Ministry of Rural Development, Ministry of Textiles, Ministry of Agriculture, Ministry of Tribal Affairs	<ul style="list-style-type: none"> <li>Rural Haat</li> <li>Value Chain development</li> <li>Marketing support</li> <li>MSP</li> </ul>	NRLM, MGNREGS, NPP for NAFFP
23	Health and sanitation including hospitals, primary health centres and dispensaries	Ministry of Health and Family Welfare, Ministry of Drinking Water & Sanitation	<ul style="list-style-type: none"> <li>Health sub-centre as Wellness centre</li> <li>Coverage under Health Protection Scheme</li> <li>Emergency ambulance facility</li> <li>100% immunisation</li> <li>100% institutional delivery</li> <li>100% treatment for Malaria, Tuberculosis, Filaria, Kala Azar</li> </ul>	NRHM/NHM, NRDWP, Mission Indradhanush, ICDS, SBM
24	Family welfare	Ministry of Health and Family Welfare	<ul style="list-style-type: none"> <li>Health sub-centre as Wellness centre</li> <li>Coverage under Health Protection Scheme</li> </ul>	PMUY

29 Sectors in FFC Xlth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
			<ul style="list-style-type: none"> <li>Emergency ambulance facility</li> <li>100% immunisation100% institutional delivery</li> <li>100% treatment for Malaria, Tuberculosis, Filaria, Kala Azar</li> </ul>	
25	Women and Child Development	Ministry of Women and Child Development, Ministry of Rural Development	<ul style="list-style-type: none"> <li>Aanganwadi</li> <li>Social Security</li> <li>Livelihood</li> </ul>	PMJDY, PMKKKY, UJALA, NRDWP, NRLM
26	Social welfare, including welfare of the handicapped and mentally retarded	Ministry of Social Justice & Empowerment, Department of Empowerment of Persons with Disabilities	<ul style="list-style-type: none"> <li>Scholarships for SCs/STs/OBCs/Minorities</li> <li>Skill Training or Social Security for all differently-abled persons</li> <li>Aids and Appliances</li> <li>Unisex toilets for differently-abled</li> </ul>	IPOP, Scholarship Programmes, SRMS
27	Welfare of the weaker sections, and in particular of schedule caste and schedule tribes	Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs, Ministry of Rural Development, Ministry of Finance	<ul style="list-style-type: none"> <li>Scholarship to SC/ST/Minorities</li> <li>Pension</li> <li>MSP</li> <li>Full coverage under Atal Pension Yojana</li> <li>Full coverage under Pradhan Mantri Jeevan Jyoti Bima Yojana</li> <li>Banking Correspondent with micro ATMs</li> </ul>	Scholarship to SCs/STs/OBCs/ Minorities, MSP to MFP, NSAP, PMSBY, PMJJBY
28	Public distribution system	Department of Food & Public Distribution	<ul style="list-style-type: none"> <li>Food Security through PDS</li> <li>Food grain at subsidized Price to</li> </ul>	PDS

29 Sectors in FFC Xlth Schedule		Concerned Ministry	Deliverables	Schemes/Agency
			deprived/need people	
29	Maintenance of community assets	Ministry of Panchayati Raj	<ul style="list-style-type: none"> <li>Community Assets maintained</li> <li>Improved delivery of Services</li> </ul>	FFC

**Note:** States may modify/add schemes according to their priorities.

GPs needs to identify and prioritise their needs and frontline functionaries of corresponding Ministries Ministries/Departments should be available in Special Gram Sabha to inform their schematic ongoing and proposed activities in the GP area. Such proposed activities should be incorporated in the GPDP. Further, Panchayats will have the analysis of Mission Antyodaya data as given in **Annexure-XXII** and other data with respect to developmental gaps. Mission Antyodaya data gives status of Panchayat/Village with respect to parameter and categorises them in critical gap, moderate gap and strength and accordingly gives suggestion for undertaking different activities. In this process the schemes of the concerned Departments / Ministries can also be identified and as detailed in Table 3, the desired deliverables with respect to the concerned Ministries can be identified for incorporation in GPDP.

**Table 3: Ministries/Departments and Major Deliverables for GPDP**

Sl.No.	Ministry /Department	Major Deliverables
1.	Department of Rural Development	<ul style="list-style-type: none"> <li>All eligible habitations connected by all-weather roads</li> <li>Wage employment and community as well as individual durable assets under MGNREGA</li> <li>Housing for all</li> <li>All deprived households as members of SHGs with bank linkage</li> <li>Mission Water Conservation under MGNREGA</li> <li>Pension for old, widow and disabled</li> <li>Placement based and self-employment skills for all eligible youths</li> <li>Village roads with MGNREGA</li> <li>Solid and liquid Waste Management</li> </ul>
2.	Ministry of Panchayati Raj	<ul style="list-style-type: none"> <li>Gram Panchayat Development Plan (GPDP)</li> <li>Capacity development of elected Panchayat representatives and GP Functionaries</li> </ul>



Sl.No.	Ministry /Department	Major Deliverables
		<ul style="list-style-type: none"> <li>PES based office automation e.g. planning, monitoring, accounting etc. and public service delivery</li> </ul>
3.	Ministry of Human Resource Development	<ul style="list-style-type: none"> <li>100% student attendance and learning outcomes</li> <li>Higher Secondary facility for girls</li> <li>Adequate school infrastructure with Sports facility</li> <li>Adult Education</li> </ul>
4.	Ministry of Health & Family Welfare	<ul style="list-style-type: none"> <li>Health sub-centre as Wellness centre</li> <li>Coverage under Health Protection Scheme</li> <li>Emergency ambulance facility</li> <li>100% immunisation</li> <li>100% institutional delivery</li> <li>100% treatment for Malaria, Tuberculosis, Filariasis, Kala Azar</li> </ul>
5.	Ministry of Drinking Water & Sanitation	<ul style="list-style-type: none"> <li>Piped drinking water for all households</li> <li>IHHs for all households</li> <li>Sanitation including Solid and Liquid Waste Management</li> </ul>
6.	Ministry of Agriculture Cooperation and Farmers Welfare	<ul style="list-style-type: none"> <li>Soil Health Card for all and optimal fertilizer use.</li> <li>Timely and quality inputs – seeds, fertilizers, pesticides</li> <li>Organic agriculture</li> <li>Horticulture</li> <li>Horticulture potential use</li> <li>Crop insurance coverage</li> <li>Value chain development</li> </ul>
7.	Department of Animal Husbandry, Dairying and Fisheries	<ul style="list-style-type: none"> <li>Full potential use in dairy, goatery, poultry</li> <li>Full potential use of Fisheries</li> <li>Immunisation services for animal resources and veterinary care</li> <li>Breed improvement</li> <li>Value chain development</li> </ul>
8.	Ministry of Social Justice & Empowerment	<ul style="list-style-type: none"> <li>Scholarships for SCs/OBCs/Minorities</li> <li>Skill Training or Social Security for all differently-abled persons</li> <li>Aids and Appliances</li> <li>Unisex toilets for differently-abled</li> </ul>

Sl.No.	Ministry /Department	Major Deliverables
9.	Ministry of Finance	<ul style="list-style-type: none"> <li>• Full coverage under Pradhan Mantri Suraksha Bima Yojana</li> <li>• Full coverage under Atal Pension Yojana</li> <li>• Full coverage under Pradhan Mantri Jeevan Jyoti Bima Yojana</li> <li>• Banking Correspondent with micro ATMs</li> </ul>
10.	Ministry of Power	<ul style="list-style-type: none"> <li>• Electricity connection for all deprived households</li> <li>• Minimum 12-hour power supply</li> </ul>
11.	Ministry of Petroleum & Natural Gas	<ul style="list-style-type: none"> <li>• LPG Gas under Pradhan Mantri Ujjwala Yojana for all deprived households</li> </ul>
12.	Department of Food & Public Distribution	<ul style="list-style-type: none"> <li>• Food Security through PDS</li> <li>• POS machine with bio-metric reader</li> </ul>
13.	Ministry of Micro Small and Medium Enterprises	<ul style="list-style-type: none"> <li>• Non-farm employment opportunities created</li> <li>• Bank linkage for clustered economic activity</li> </ul>
14.	Department of Sports	<ul style="list-style-type: none"> <li>• Sports activities at Gram Panchayat level</li> </ul>
15.	Ministry of Tribal Affairs	<ul style="list-style-type: none"> <li>• Provide focused resource support to tribal Gram Panchayats covered under 'Mission Antyodaya'</li> <li>• Scholarship to STs students</li> <li>• MSP to MFP</li> </ul>
16.	Ministry of Food Processing	<ul style="list-style-type: none"> <li>• Development of Agro Processing Clusters under Pradhan Mantri Kisan SAMPADA Yojana</li> <li>• Backward and forward linkages</li> <li>• Cold chain development</li> <li>• Creation / Expansion of Food Processing / Preservation Capacities</li> </ul>
17.	Ministry of Women and Child Development	<ul style="list-style-type: none"> <li>• Pucca Anganwadi buildings for all 0-6 children with all services including addressing malnutrition</li> <li>• All women-led deprived households as per SECC to be provided adequate livelihood options or social security</li> </ul>
18.	Ministry of Environment, Forest and Climate Change	<ul style="list-style-type: none"> <li>• Afforestation</li> <li>• Agroforestry, Social Forestry</li> <li>• Minor Forest Produce</li> </ul>
19.	Ministry of Skill Development and Entrepreneurship	<ul style="list-style-type: none"> <li>• Placement and self-employment skills for all eligible youths</li> </ul>

**Source:** Compiled from Mission Antyodaya Framework

## 5.2 Fourteenth Finance Commission (FFC) Grants

GPs are local government and therefore, they have to provide basic services like sanitation, drinking water, street light etc. In this context FFC grant is very useful.

The FFC had recommended an amount of Rs.2,00,292.20 crore to the GPs constituted under Part IX of the Constitution (26 States) which works out an average assistance of Rs.488 per capita per annum. 90% of the recommended amount is Basic Grant and 10% is Performance Grant. The Grants are to be used to support and strengthen the delivery of basic civic services including water supply, sanitation including septic management, sewage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial and cremation ground, and any other basic services within the functions assigned to them under relevant legislations.

The grants are allocated and released to States by Ministry of Finance (MoF) in accordance with the guidelines dated 08.10.2015. The States are to distribute the grants to GPs within 15 days of being credited to their accounts by the Union Government as per the approved formula recommended in the latest State Finance Commission (SFC) Report. In the absence of SFC formula, grants to be distributed using population data of 2011 Census with a weightage of 90% and to the geographical area with a weightage of 10%.

GPs can use this amount after the approval of the GPDP. GPs are eligible to spend 10% of the Grants on Technical and Administrative components of O&M and Capital expenditure. An advisory regarding the items on which expenditure upto 10% of the Basic Grant allocation can be used by GPs as technical and administrative support towards Operation & Maintenance and expenditure for computer, furniture, wages, etc within the components of Basic Services. Negative list contains items such as activities already funded from other schemes, felicitation, cultural functions, decorations, inauguration, honorarium, TA/DA of elected representatives and salaries/honorarium of existing employees – permanent and contractual, doles/awards, entertainment, purchase of air conditioners, purchase of vehicles.

The Performance Grants, applicable w.e.f. 2016-17, are designed to serve the purpose of ensuring reliable audited accounts and data of receipts and expenditure and improvement in own revenues. For the years 2017-18 to 2019-20, the scheme of distribution of Performance Grants to the GPs has been formulated with four mandatory conditions – Audit, OSR, GPDP, Dashboard data uploading and sent to the States for implementation. The scheme includes the Open Defecation Free (ODF) status and Child Immunization status as two of the criteria with weightage for determining of disbursal of these grants.

To facilitate better monitoring of release and utilisation of FFC funds by GPs, an on-line system (MIS) has been developed under the PlanPlus applications. (<http://planningonline.gov.in/ffcReports.jsp>). The FFC funds are to be released since 2018-19 from MoF through PFMS mechanism and the expenditure of the GPs are also proposed to be monitored through the PFMS payment gateways. MoPR is in the process of integrating the PRIASoft accounting software with PFMS to enable such monitoring as well as maintenance of accounts.

### 5.3 Convergence with Important Schemes

There are many schemes being implemented by Central and State Governments for economic and social development in rural areas. The convergence through GPDP will greatly enhance the impact of these schemes and comprehensive development of the rural areas. Further, effective utilisation of human resource has also been suggested by the Sumit Bose Committee. The important convergence of few central schemes have been described in succeeding sub-sections. Moreover, State schemes should also be integrated in the GPDP.

#### 5.3.1 Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provides for job guarantee of at least 100 days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work and 150 days per household for those ST households who have got land right under Forest Right Act, 2006. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is a flagship scheme to ensure compliance of MGNREGA and provides employment opportunities to rural households and also helps in creating durable assets.

##### **Role of GP during formulation, implementation and monitoring of MGNREGS:**

- Receiving applications for registration
- Verifying registration applications
- Registering households
- Issuing Job Cards (JCs)
- Receiving applications for work
- Issuing dated receipts for applications for work
- Allotting work within fifteen days of submitting the application or from the date when work is sought in the case of an advance application, irrespective of the implementing agency

- Conducting periodical surveys to assess demand for and quantum of work
- Identification and planning of works, developing shelf of projects, ratification and prioritisation of projects as decided by the Gram Sabha
- Executing works that shall meet the required technical standards and measurements
- Maintaining records as specified
- Maintaining accounts and providing utilisation certificates in formats prescribed by Central/ State Government
- Prepare annual report containing the facts and figures and achievements
- Awareness generation and social mobilisation
- Convening the Gram Sabha for planning and social audit
- Make available all relevant documents including the Muster Rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the GS for the purpose of conducting the social audit
- Monitoring implementation at the village level
- Pro-actively disclosing - Details of works both completed and on-going (including wages paid and material component) at worksites and names of persons (with JC numbers) who have worked, days worked and wages paid to them, quantity and price of materials purchased for each project along with name of agency which supplied the material at GP Offices and other prominent public places
- Organizing Rozgar Diwas atleast once a month
- Supporting in the formation of Labour Groups
- Sending monthly report on complaints received and disposed to Programme Officer.

Note: Where Part IX of Indian Constitution does not apply, local councils/ authorities as mandated by the State concerned will be invested with corresponding responsibilities

***GPDP should contain activities to be undertaken under MGNREGS particularly with respect to creating employment opportunities to poor, creating durable community and individual assets.***

### **5.3.2 Pradhan Mantri Awaas Yojana (Gramin)**

In view of Government's commitment to provide "Housing for All" by 2022, the scheme of Indira Awas Yojana has been re-structured as Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) w.e.f. 1st April, 2016. PMAY-G aims to provide a pucca house with basic amenities to all houseless households and households living in kutcha and dilapidated house by 2022. The immediate objective is to cover 1.00 Crore households living in



kutcha house/dilapidated houses in three years from 2016-17 to 2018-19 and enable construction of quality houses by the beneficiaries using local materials, designs and trained masons. The 2.95 crore number of houses to be constructed by 2021-22.

### **Role of GP in implementation of PMAY-G:**

- Under the scheme of PMAY-G, GPs have been given the most critical role to play in the actual implementation of the scheme. These include the following:-
  - a) The GP finalises priority list of eligible beneficiaries prepared on the basis of SECC2011 data by convening a Gram Sabha
  - b) The GP through Gram Sabha prepares the list of additional beneficiaries who though eligible have been left out from the list of eligible beneficiaries.
  - c) The GPs should ensure maximum participation in the Gram Sabha held to finalize the Priority List of beneficiaries.
  - d) They should arrange the meeting of beneficiaries either at the level of the Village Panchayat or for a cluster of Village Panchayats, depending on the number of beneficiaries, and facilitate the orientation of beneficiaries on different aspects of the scheme.
  - e) The GPs with the help of the Gram Sabha would identify families who cannot construct houses on their own and help in identifying NGOs/Civil Society Organizations of repute to handhold such beneficiaries to construct the houses in time.
  - f) The GPs assist in identifying common land and other land including Govt. land for allotment to the landless beneficiary.
  - g) The GPs may facilitate the beneficiaries in accessing materials required for construction at reasonable rates and also the trained masons needed for construction.
  - h) The GPs would ensure convergence with other scheme of the Centre and State so that the beneficiary of PMAY-G avails the benefits of these schemes.
  - i) They should discuss the progress of the scheme in their scheduled meetings.
  - j) They should also proactively assist the social audit teams to conduct Social Audit.
  - k) The GPs should identify and monitor the local level functionary who would be tagged with each house sanctioned for ensuring completion of the construction of the house without delay.

***GPDP should contain the list of beneficiaries, any proposed amendment/addition in the list and livelihood created by such activities and social justice achieved by the scheme.***

### 5.3.3 Deen Dayal Antyodaya Yojana – National Rural Livelihood Mission (DAY-NRLM)

Deen Dayal Upadhyay National Rural Livelihoods Mission (DAY-NRLM) is a centrally sponsored programme aiming at eliminating rural poverty through promotion of multiple and diversified livelihoods for each rural poor household. Launched in June 2011, the Mission seeks to mobilize all rural poor households into SHGs and their federations and provide them financial, technical and livelihood support. As mobilization of the poor and community institution building for livelihoods promotion requires intensive efforts, the Mission has adopted a phased expansion and saturation approach. The Mission seeks to reach out to all rural poor households and impact their livelihoods significantly by 2024-25. DAY-NRLM provides Revolving Fund and Community Investment Fund (CIF) as Resource Perpetuity to the institution of the poor to strengthen their institutional and management capacity and build their track record to attract mainstream bank credit.

**Role of PRIs in DAY-NRLM** - The Mission design envisages an important role for PRIs as briefly described as follows:

- Identification and mobilization of BPL households into affinity based SHGs, with priority being given to the SC and ST households particularly primitive vulnerable tribal groups (PVTG), poorest of the poor households, women headed households and households engaged in declining occupations;
- Facilitating federation of SHGs at the village/gram panchayat level/ block level and providing basic facilities for the effective functioning of such federations in terms of providing accommodation for federation office and such other basic facilities;
- Giving priority to the demands of the SHGs and their federations in the annual plans/activities of the PRIs by making suitable financial allocations;
- Coordinating with different departments and agencies on behalf of the SHG network.

***GPDP should contain economic activities of SHGs and providing requisite support to them.***

### 5.3.4 National Social Assistance Programme (NSAP)

The National Social Assistance Programme (NSAP) is a Centrally Sponsored Scheme of the Government of India that provides financial assistance to the elderly, widows and persons with disabilities in the form of social pensions and also include one time assistance in case of death of primary bread winner in a BPL family. NSAP at present, comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS),

Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna. NSAP is implemented in the States/UTs in accordance with the general conditions applicable to all components of the NSAP as well as specific condition applicable to each component.

### **Role of PRIs in NSAP:**

- The list of applicants with the recommendations of the Verifying Authority should be discussed in the Gram Sabha in rural areas or Ward Sabha / Area Sabha and thereafter in the Gram Panchayats and Municipalities and suggestions of these fora should be considered and reported on by the Verification Officer. If the time limits are not adhered to by Gram Sabha / Ward Sabhas/Gram Panchayats the Verification Officers would submit his recommendations to the Scrutinizing Officer under intimation to the GP.
- The list of beneficiaries to whom sanctions are issued should be displayed at the Gram Panchayat / Ward / Municipal Office and updated every three months. A file containing photocopies of all applications, the register recording receipt of applications and Sanction Orders and Rejections shall be kept open and accessible for inspection at the GP Office.
- Disseminating information about NSAP regarding procedure for obtaining benefits. In this task, they should involve voluntary organizations, SHGs, Asha, Aaganwadi workers etc.
- Periodic reviews Discussions should be held in Gram Sabhas/ Ward level meetings.
- Wherever SHGs of NRLM are in existence, they should be involved in identification of beneficiaries.
- The Gram Panchayats / Municipalities should play an active role in the identification of the beneficiaries under all the schemes of NSAP. An annual survey should be conducted by the Gram Panchayats / Municipality and it shall be compared with the approved BPL list. This will help to enlist all eligible persons under the schemes of NSAP so that universal coverage is achieved

***GPDP should contain the list of such beneficiaries including new addition and modifications.***

### **5.3.5 Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)**

Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) launched on 25<sup>th</sup> September, 2014 with the aim to achieve inclusive growth by developing skills and productive capacity of the rural youth belonging to the poor families. The mission of the

scheme is “To reduce poverty by enabling the poor households to access gainful skill wage employment opportunities, resulting in appreciable involvement in their livelihoods on a sustainable basis”.

**Role of PRI in DDU-GKY** - GPs have a key role in the successful implementation of DDU-GKY:

- Generate awareness about the programme, facilitating the mobilization efforts, creating databases for skill demand and placement, assist in conducting the Job melas and support the PIA in all stages of implementation.
- Ensure benefits of the scheme reach to most vulnerable sections, including women in the programme.
- Conduct special counseling sessions with the potential candidates as well as parents of the potential candidates and make them aware of the possibilities of the programme.
- Monitor of the implementation by accessing various MIS reports and direct interaction with the candidates undergoing training.
- Track the placement provided to the candidates after training, interact with candidates and their parents to monitor various aspects in the jobs and act as part of the redressal mechanism.

***GPDP may contain the list of identified youths, trainings to be imparted and performance in last year and any further support activity required for previous trainees.***

### **5.3.6 Schemes related to Agriculture**

The Government has set a target of doubling of farmer’s income by 2022 and it has been reorienting the agriculture sector by focusing on farmer’s income. This approach focuses on achieving high productivity, reduce cost of cultivation, risk management, diversification and realization of remunerative prices. Various initiatives by way of schemes and policy reforms have been rolled out in consonance with this approach. Panchayati Raj Institutions are one of the most effective vehicles for implementation of these schemes and policies of the Government. The following issues concerning agriculture be included/discussed during the proposed Gram Panchayat Development Plan:

- Programmes on Soil Health Card should be prioritized. Number of beneficiaries not having SHC should be identified and issue of SHC to all farmers in a saturation mode should be taken up.
- Infrastructure Development through RKVY, MIDH, PKVY etc should be discussed especially availability of Post Harvest value chain should be assessed. Promotion

of low cost onion storage, pack houses and other value addition services like putting up of primary processing center should be incorporated while formulating GPDP. Focus should also be given in promoting Organic Farming by developing NADEP Compost Pit / Vermi compost Pits. Upgradation of existing Rural Haats / Gramin Haats should also be taken into account. Panchayats may consider establishment of Model Seed Village, Custom Hiring Centers etc.

- It is also suggested that a dedicated telephone directory of all the officials/non-official workers (voluntary, contractual, regular) involved in implementation of various schemes of Agriculture & Allied Sectors should be maintained at the Panchayat Level so that farmers can contact concerned officials for dissemination of information regarding the Schemes of Government.
- Smallholder women farmers and marginal farmers should be prioritized in agricultural programming to foster equity while taking into consideration the specific food and nutrition needs of women, men and children. Also, promoting sustainable agriculture practices and enabling equal access for men and women to agricultural investments, resources and programmes with special emphasis to women farmers, marginal farmers and indebted farmers.
- The GPs should follow a Food Systems Approach— where food production, food supply, food availability, nutrition and absorption are collectively addressed by convergence of all national schemes and synchronising all efforts along with community empowerment.
- Ongoing schemes viz. Rashtriya Krishi Vikas Yojana (RKVY), Paramparagat Krishi Vikas Yojana (PKVY), Mission for Integrated Development of Horticulture (MIDH), National Food Security Mission (NFSM), Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), Support to State Extension Programmes for Extension Reforms (popularly known as ATMA scheme) etc. should be considered for integrating in the GPDP for increasing productivity and income enhancement of the villagers.
- GP should avail agriculture extension services available from different organisations e.g. State Agriculture Departments, ICAR, Agriculture Universities, KVKs etc. Panchayat may use them to decide cropping system, selection of crops, technical supports, etc.

### **5.3.7 The Mechanism for Marketing of Minor Forest Produce through Minimum Support Price and Development of Value Chain**

The scheme of “The Mechanism for Marketing of Minor Forest Produce through Minimum Support Price and Development of Value Chain”, launched during 2013-14, has been designed as one of the social safety measure for the MFP gatherers, who are primarily members of Schedule Tribe. As per The Scheduled Tribes and Other Forest Dwellers (Recognition of Forest Rights) Act, 2006 (Chapter-II, section 3(I)(c), the forest dwelling



Scheduled Tribes and Other Traditional Forest Dwellers have been vested with right of ownership, access to collect, use and dispose of minor forest produce, which has been traditionally collected within or outside village boundaries. Under Panchayats (Extension to Scheduled Areas) Act, 1996 ownership of minor forest produce has been vested in Panchayat/Gram Sabha. In order to achieve objectives of sustainable use, conservation of biodiversity, maintenance of ecological balance and ensuring livelihood and food security of forest dwelling scheduled tribes and other traditional forest dwellers, a package of interventions viz. Minimum Support Price (MSP), Trade Information System, Supply Chain Infrastructure, Value Addition and Scientific Harvesting of Minor Forest Produce (MFP) have been introduced.

MoTA is the nodal Ministry for operationalizing the Scheme. State Governments are responsible for implementation, supervision and monitoring of the scheme. MoTA in association with TRIFED, monitors the performance of designated State agencies and review it periodically. TRIFED collects the MFP through its chain of Tribal Development Cooperation spread across country.

#### **Role of PRIs in MSP for MFP:**

- States shall ensure that Gram Sabhas are involved in implementation of the proposed Scheme and build their capacity to play meaningful role in the implementation of this Scheme.
- In order to ensure transparency and participatory decision-making at the village level, the State Agency/(ies) [SA] shall share information about MFP operations and local accounts with Gram Sabha.
- Representatives of the SA shall attend Gram Sabha meetings on the MFP related issues.
- SA shall encourage participation of MFP gatherers by organizing them into Self Help Groups, Producer Companies, Cooperatives or other Collectives & support them through Non-Government Organizations to improve their bargaining power.
- Modernization of haats shall be done by SAs in consultation with Gram Sabha/ Panchayat and District Administration.
- District Panchayats to ensure all Gram Sabhas are aware about MSP supplied and no MFP gatherer is forced to sell his produce below minimum support price.
- GP should avail agriculture extension resources available from different organization e.g. units of State Agriculture Department, ICAR, Agriculture Universities, K.V.K. etc. Panchayats may use their organization to decide appropriate options for cropping system, selection of crops, irrigation schedule, traditional issues etc.

***GPDP should incorporate the scheme for providing livelihood to tribal people and support the marketing of MFP for remunerative price.***

### 5.3.8 National Mission for Green India

The National Mission for a Green India (GIM) was announced as one of the eight Missions under the National Action Plan on Climate Change (NAPCC). GIM is based on a holistic view of greening and focuses not on carbon sequestration targets alone, but, on multiple ecosystem services, especially, biodiversity, water, biomass etc. along with climate adaptation and mitigation as a co-benefit. It has the following broad objectives to be covered over next ten years:

- Increased forest/tree cover to the extent of 5 million hectare (mha) and improved quality of forest/tree cover of another 5 mha of forest/non-forest lands
- Improved/enhanced eco-system services like carbon sequestration and storage (in forests and other ecosystems), hydrological services and biodiversity; along with provisioning services like fuel, fodder, and timber and non-timber forest produces (NTFPs)
- Increased forest based livelihood income of about 3 million households

It strives to secure participation of multiple agencies/ organizations/ individuals (community, farmers, Panchayat bodies, Government/Non-Government, Private institutions etc.

#### Role of PRIs in GIM:

The Mission envisages a new approach in forest management i.e. through Strengthening Institutions for Decentralized Forest Governance. It will be the Gram Sabha and the Committees mandated by the Gram Sabha, including revamped JFMCs, which will plan and implement the Mission activities at the village level. The plans will be approved by the respective Gram Sabha. It will have explicit linkages with Panchayat level planning to ensure maximum convergence. Financial powers may be jointly exercised by the JFMC President and the Member Secretary. Gram Sabha will also carry out the social audit of the Mission activities at the village level.

***GPDP should use the scheme for increasing green cover and mitigating climate change at micro level. Other schemes of MoEFCC may also be used particularly for increasing green cover and water availability in water scarcity area.***

### 5.3.9 Swachh Bharat Mission- Gramin (SBM-G)

To accelerate the efforts to achieve universal sanitation coverage and to put focus on sanitation, the Prime Minister of India launched the Swachh Bharat Mission on 2nd October, 2014. The Mission aims to achieve Swachh Bharat by 2019, as a fitting tribute to the 150<sup>th</sup> Birth Anniversary of Mahatma Gandhi, which in rural areas shall mean improving the levels of cleanliness in rural areas through Solid and Liquid Waste

Management activities and making GPs Open Defecation Free (ODF), clean and sanitized. The Mission shall strive for this by removing the bottlenecks that were hindering the progress, including partial funding for Individual Household Latrines from MNREGS, and focusing on critical issues affecting outcomes.

### **Role of PRIs in SBM-G:**

- Every new household in the village should be reported and added to the MIS database
- Every GP may have a sanitation park/demo site to demonstrate sanitation technologies (e.g. twin pits)
- Gram Sabha should address key sanitation behaviour to build community awareness on the importance of sustained sanitation behaviour
- Gram Sabhas should regularly update the community on the ODF status of their village (Fixed day/date of the month)
- New Households may be encouraged to build their own toilets.
- Panchayati Raj Institutions (PRIs), grassroot leaders local media, NGOs, CBOs, SHGs, local entrepreneurs, youth networks, religious leaders/faith organization, academic institutions, forest communities, frontline health workers and SBM(G) staff may be involved in building awareness and promoting behaviour change
- Convergence for ODF Sustainability may be carried out from other government programs, state funds, central assistance, World Bank performance incentives, 14<sup>th</sup> Finance Commission, other programs such as MGNREGS, Ganga Gram Yojana, District Mineral Funds, RuRBAN, National Rural Drinking Water Program (NRDWP), Swajal (Aspirational Districts), Atal Bhujal Yojana (ABHY) and Gobardhan schemes.

***Open Defecation Free (ODF) Sustainability Plan may be included in GPDP with following activities:***

- ***Continued IEC for desired sanitation behaviour: Including the importance of continued toilet use; toilet construction, repair and use, cleaning and maintenance (FSM); technology upgradation solutions and positive hygiene behaviour***
- ***Mode of communication for sustained IEC; through IEC facilitators such as Nigrani Samiti members, Swachhgraphis and frontline health workers***
- ***Use of community groups and institutions to promote sustained***

### 5.3.10 Implementation of National Food Security Act (NFSA), 2013

The Act is being implemented by Department of Food and Public Distribution, Ministry of Consumer Affairs, Food and Public Distribution in all the States/UTs, and 80.72 crore persons are being covered for receiving highly subsidized foodgrains at Rs.1/2/3 per kg. for coarse grains / wheat / rice respectively, out of total intended coverage of 81.34 crore persons.

#### Role of PRIs in NFSA:

- The PRIs have been assigned various roles the provisions of the National Food Security Act. Section 25 of the Act makes the local authorities (including PRIs) responsible for the proper implementation of the Act in their respective areas.
- Section 28 of NFSA provides that every local authority, or any other authority or body, as may be authorised by the State Government, shall conduct or cause to be conducted, periodic social audits on the functioning of Fair Price Shops (FPSs), Targeted Public Distribution System (TPDS) and other welfare schemes, and cause to publicise its findings and take necessary action, in such manner as may be prescribed by the State Government.
- Section 31 of the Act provides that the Central Government and the State Governments and local authorities shall, for the purpose of advancing food and nutritional security, strive to progressively realize the objectives specified in Schedule III of the Act.
- The Targeted Public Distribution System (Control) Order, 2015 also provides for comprehensive provisions such as Identification of eligible households, Lifting of foodgrains, Distribution of foodgrains by States, Operation of FPSs, Transparency and accountability, FPS owner to include GP/ PRIs and preference in FPS licensing.

***GPDP should cover status of implementation of the Act and Order and planning for future implementation.***

### 5.3.11 Áyushman Bharat

Health is an important cornerstone to the Government's vision of development, 'Swasth Bharat, Samridha Bharat (Healthy India, Prosperous India). To fulfil the vision of Health for All and Universal Health Coverage, enshrined in the National Health Policy 2017, the Government conceived Áyushman Bharat' (Healthy India), a pioneering initiative led by Hon'ble Prime Minister. Ayushman Bharat aims to undertake path breaking interventions to holistically address health (covering prevention, promotion and ambulatory care), at primary, secondary and tertiary level. Ayushman Bharat adopts a continuum of care approach, comprising of two inter-related components:

1. The first component, pertains to creation of 1,50,000 **Health and Wellness Centres** which will bring health care closer to the homes of the people.
2. The second component is the **National Health Protection Mission (NHPM)**, which provides health protection cover to poor and vulnerable families. AB-NHPM seeks to accelerate India's progress towards achievement of Universal Health Coverage (UHC) and Sustainable Development Goal-3 (SDG3) and provide financial protection (Swasthya Suraksha) to 10.74 crore poor, deprived rural families and identified occupational categories of urban workers' families as per the latest Socio-Economic Caste Census (SECC) data. It offers a benefit cover of Rs. 500,000 per family per year (on a family floater basis). AB-NHPM covers medical and hospitalization expenses for almost all secondary care and most of tertiary care procedures. AB-NHPM has defined 1,350 medical packages covering surgery, medical and day care treatments including medicines, diagnostics and transport.

To ensure that nobody is left out especially girl child, women, children and elderly, there will be no cap on family size and age in the Mission. The scheme is cashless & paperless at public hospitals and empanelled private hospitals. The beneficiaries are not required to pay any charges for the hospitalization expenses. The benefit also includes pre and post-hospitalization expenses. The scheme is entitlement based and the beneficiary is decided on the basis of family being figured in SECC database.

The Scheme allows States enough flexibility in terms of packages, procedures, scheme design, entitlements as well as other guidelines while ensuring that key benefits of portability and fraud detection are ensured at a national level. States have the option to use an existing Trust/Society or set up a new Trust/Society to implement the Scheme as State Health Agency and will be free to choose the modalities for implementation. They can implement the scheme through an insurance company or directly through the Trust/Society/Implementation Support Agency or a mixed approach.



### **Role of PRIs in Ayushman Bharat:**

NHPM aims that Panchayats play the supporting role with the States/UTs in terms of awareness generation and providing information. States/UTs are responsible for carrying out IEC activities amongst targeted families such that they are aware of their entitlement, benefit cover, empanelled hospitals and process to avail the services under the Mission. This will include leveraging village health and nutrition days, making available beneficiary family list at Panchayat office, visit of ASHA workers to each target family and educating them about the scheme, Mass media etc. among other activities. States which are primarily covering PMRSSM beneficiaries are encouraged to create multiple service locations where beneficiaries can check if they are covered. These include contact points or kiosks set up at CSCs, PHCs, GP etc.

### **5.3.12 Integrated Child Development Scheme (ICDS)**

Launched on 2nd October 1975, the Integrated Child Development Services (ICDS) Scheme is one of the flagship programmes of the Government of India. This scheme is one of the world's largest and unique programmes for early childhood care and development. It is the foremost symbol of country's commitment to its children and nursing mothers, as a response to the challenge of providing pre-school non-formal education on one hand and breaking the vicious cycle of malnutrition, morbidity, reduced learning capacity and mortality on the other.

Under ICDS, Anganwadi centres are established for population of every 400- 800 in all rural and urban parts of the country to address the nutrition, health and education needs of small children. The beneficiaries under the Scheme are children in the age group of 0-6 years, pregnant women and lactating mothers. Depending on the population, there can be one or more Anganwadi Centres in the GP area. The Anganwadi worker (AWW) and helper run the Anganwadi Centre and implement the ICDS scheme in coordination with the functionaries of the health, education, rural development and other departments. For every 10 AWWs, there is an Anganwadi Supervisor also known as Mukhya Sevika, to provide on-the-job guidance to the AWW and helper.

#### **Key Objectives of the Scheme are as follows:**

- to improve the nutritional and health status of children in the age-group 0-6 years;
- to lay the foundation for proper psychological, physical and social development of the child;
- to reduce the incidence of mortality, morbidity, malnutrition and school dropout;
- to achieve effective co-ordination of policy and implementation amongst the various departments to promote child development; and;

- to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

**Services provided under ICDS include the following:**

- Supplementary Nutrition
- Pre-school non-formal education
- Nutrition and health education
- Immunization
- Health check-up and
- Referral services

**Role of PRIs in ICDS:**

- Provide space for Anganwadi centre on Panchayat land, if available
- Facilitate convergence with MGNREGA or any other available schemes for construction of Anganwadi Centres
- Ensure that sufficient number of Anganwadis are set up to cater to children of all habitations and communities and are accessible to children
- Ensure that there is quality infrastructure and trained staff in the Anganwadi
- Ensure adequate facilities in the Anganwadi
- Ensure enrolment and attendance of girl children and disadvantaged children
- Regular monitoring of the working and quality of services at Anganwadi Centre and
- Participate in meetings for annual review of implementation of ICDS programme
- Involvement of PRIs and communities in overseeing and coordinating the delivery services at AWCs
- Overseeing and monitoring to ensure participation of important stakeholders in VHSNCs and VHND

***GPDP should cover ICDS scheme and support by providing gap funding including providing toilets, drinking water etc.***

### **5.3.13 Beti Bachao Beti Padhao (BBBP)**

The BBBP Scheme was launched by the Hon'ble Prime Minister on 22nd January, 2015 to address the issue of decline in Child Sex Ratio (CSR) and related issues of empowerment of girls and women over a life cycle continuum. The BBBP has been implemented through a nation-wide mass media and advocacy campaign with focused intervention and multi-sectoral actions, which started in phased-wise manner and is now

implemented in all the 640 districts (as per Census 2011) of the country. The main objectives of the scheme are (a) to prevent gender biased sex selective elimination (b) to ensure survival and protection of the girl child and (c) to ensure education and participation of the girl child. The implementation of BBBP requires linkages for convergent action with concerned Ministries/Departments for policy and programmatic interventions, training and capacity building and communication including MoW&CD, MoH&FW, MoHRD, Department of Women and Child, Development of Social Welfare, Department of School Education and Literacy.

### **Role of Gram Panchayats in BBBP:**

- Existing forum of Village Health Sanitation and Nutrition Committee (VHSNC), a sub-committee of GP, is responsible for coordinating, implementing and monitoring of action plan of BBBP. Action-points for GPs on CSR circulated by Ministry of Panchayati Raj are to be followed in all the forums of Panchayats like Ward Sabha, Gram Sabha, Mahila Sabha and GPs.
- GPs can play a crucial role in advocating for behavioural change and leading discussion in Special Gram Sabha on the following themes:
  - (a) Birth rate of boys and girls over the last few years
  - (b) Impact of adverse CSR
  - (c) Illegality sex determination & female foeticide
  - (d) Increase the value of girl child through advocacy
- The Panchayat will convene Mahila Sabha meetings consisting of all women voters and explain to them the actions which are being taken
- The Anganwadi Centres will report to the GP every month about the pregnant mothers, children and immunization.

***GPDP and BBBP: The promotion and implementation of BBBP can be carried out as no cost/low cost activities at the GP level. The Women and Child Development Working Group and VHSNC can take the lead in integrating BBBP into the planning process of GPDP including environment generation, situational analysis, cost-less or no cost/low cost activities and data collection.***

### **5.3.14 Samagra Siksha Abhiyan (SSA)**

The Department of School Education and Literacy has launched the Samagra Shiksha - an Integrated Scheme for School Education as a Centrally Sponsored Scheme with effect from the year 2018-19. This programme subsumes the three erstwhile Centrally Sponsored Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE).

Samagra Shiksha is, therefore, an overarching programme for the school education sector extending from pre-school to class XII and aims to ensure inclusive and equitable quality education at all levels of school education. It envisages the 'school' as a continuum from pre-school, primary, upper primary, secondary to senior secondary levels. The Scheme would lead to an optimal utilization of budgetary allocations and effective use of human resources and institutional structures created for the erstwhile Schemes.

As the Scheme expands support for school education at pre-school and senior secondary levels, it provides for additional job opportunities for teachers, part-time teachers, support staff in schools, resource persons for academic support to teachers, teacher educators and administrative personnel. Further, the matters related to requirement of manpower to administer the Schemes, recruitment and the terms and conditions of service fall within the purview of the States and Union Territories.

#### **Role of PRIs in SSA:**

The scheme assigns special importance to decentralised planning and implementation with active involvement of community members, teachers, parents, local bodies including Panchayati Raj Institutions (PRIs), and other stakeholders in the management of secondary education through establishment of multi member School Management and Development Committees. PRIs will also be involved in monitoring of the scheme. The beneficiary lists of students eligible for hostel facilities will be verified against the household registers maintained by the GPs and data available with other tiers to identify any gaps, missing names in the lists. Further, State Governments will develop publicity material for the scheme in the form of brochure, which will be made available to the PRIs and disseminated through them.

***The required activities regarding Samagra Shiksha Abhiyan should be incorporated in GPDP.***

#### **5.3.15 Mid Day Meal Scheme (MDMS)**

With a view to enhancing enrollment, retention and attendance and simultaneously improving nutritional levels among children, the National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched as a Centrally Sponsored Scheme on 15th August 1995. From the year 2009 onwards the changes have been made to improve the implementation of the scheme including Food norms have been revised to ensure balanced and nutritious diet to children of upper primary group.

#### **Role of PRIs in MDMS:**

In States which have devolved the function of primary education through legislation and/or executive order on Panchayats and Urban Local Bodies, the responsibility of



implementation and day to day supervision of the programme have been assigned to the Gram Panchayat/ Municipality. In case of rural areas, Standing Committees may be constituted by the GPs to oversee the implementation of the programmes. Alternatively, already existing Standing Committees, which have been assigned the task of supervising education related issues may be entrusted the task of monitoring, reviewing and taking other necessary steps for the smooth implementation of the scheme. The GP may, in turn assign responsibility of the day-to-day management of the programme at school level to the Village Education Committee (VEC)/School Management and Development Committee (SMDC) or Parent-Teacher Association (PTA) as the case may be. The VEC/SMDC/PTA shall be responsible for the programme to the GP.

**Box 4: Namma Grama Namma Yojane (GPDP): All Inclusive Development by Malangi Gram Panchayat, Karnataka**

Malangi Gram Panchayat is located in Periyapatna Taluk, Mysore district, Karnataka and has a population of 6069 with 3044 Male and 3025 Female (with a sex ratio of 994) with 1350 households. The Gram Panchayat is situated near the Reserve forests and has a significant forest dwelling tribes (Jenu Kurubas).

Malangi GP started preparing Namma Grama Yojane (GPDP) document as per the toolkit prepared and approved by the State Government. The elected representatives and officials along with the other stakeholders were trained by the Abdul Nazir Sab State Institute of Rural Development, Mysuru. The process adopted by the GP was completely in conformity with the plan process adopted in the state and the achievements were captured through strict monitoring and active cooperation of the community. The highlights of the activities under Namma Grama Namma Yojane (GPDP) are as follows:

- Identification of a team of 20 members of self help groups and 5 community volunteers to assist in the preparation of GPDP
- The panchayat prepared the situation analysis report that addressed issues pertaining to Agriculture, Health, Education, Women and Child Development apart from Rural Development and Panchayat Raj department.

Malangi Gram Panchayat started implementing the activities included in the plan document in right earnest and made it mandatory that all the works that are taken up by the GP have to be from the plan. Thus the GP was able to implement nearly 80 per cent the activities proposed for that year from the plan. Further, the GP also laid emphasis on functioning as an institution in true spirits by interacting with all the line departments and some such activities are as follows:

- Identification low cost or No Cost Development activities pertaining to Health, Education, Maintenance of Natural Resources, Water and Sanitation etc.
- Sectoral Convergence of GP Activities with Health, Education, Water and Sanitation, Tribal Development and Rural Development
- Convergence of Programmes of RDPR with Other State Government Schemes, Own Resources, Funds of NGOs and Corporate Social Responsibility (CSR) Funds
- Focus on addressing issues of Vulnerable Groups especially Tribal people, Gender and Child issues
- Convergence of GP activities with that of schemes implemented by Intermediate Panchayats and Zilla Panchayats





## 5.4 Sustainable Development Goals and GPDP

Sustainable Development Goals (SDGs) are universal call for action to end poverty, bring gender equality, and ensure sustainable consumption, well-being and peace to all. The SDGs are 17 goals (Table 4) with 169 targets, which need to be realised by 2030. The India is signatory to SDGs and is working towards achieving the SDG agenda by 2030. The NITI Aayog is the nodal agency and is taking the lead in coordinating India's efforts towards achieving the SDGs by attempting to mainstream the SDGs into national and sub-national development plans. The Ministry of Statistics and Programme Implementation, through a rigorous consultative process has drafted a set of national level indicators, which are reflective of the SDG goals and targets. The State Governments have also begun to enter the process of SDG implementation. However, the effective translation of the 2030 Agenda into reality requires the local governments to participate as well.

**Table 4 : Sustainable Development Goals (SDGs)**

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

PRIs are democratic local government institutions working towards good governance, social inclusion, women empowerment and economic development. The Panchayats are the cutting edge institutional level for localisation and realisation of SDGs on account of the following reasons:

- a) Constitutional mandate to Panchayats as institutions of local governance for achieving social justice and economic development
- b) Panchayats are best placed for people led development in the villages
- c) There are adequate funds at the disposal of GPs through the recommendations of Finance Commission and other funds including SFC, OSR, MGNREGS and funds for implementing government programmes
- d) GPs are the platforms for identification of beneficiaries and implementing government schemes and programmes
- e) Local community actions lies at the core of realization of SDGs and local governance being the closest rung of administration to people can drive the community participation and action.

It can be easily visualized that GPs can address many SDGs through GPDPs. Localizing SDGs through GPDP is critical for India given the diversity of needs and opportunities at the GP level. While each GPs can prioritize its actions related to specific SDGs, there is a need to understand and apply the principle that all the SDGs are inter-linked and implementation of actions should be consolidated in the GPDP. GPDP has institutionalized participatory planning process with a focus on poverty eradication, rural development, gender equality, social and economic justice. The overlapping mandates of SDGs and GPDP provide an opportunity for integration of SDGs in GPDP. The integration of SDGs within the GPDP will enable GPs to develop a vision for their development which is in alignment with the national and global priorities and commitments of Government of India. This would also provide impetus to the realization of SDGs. Importantly enhanced capacities of PRI functionaries, local elected representatives and rural communities for implementing and monitoring the programmes is the key to achieving the SDGs at the Panchayat level.

#### **5.4.1 Measures for Gram Panchayat for Achieving SDGs**

Some of suggestive measures to be taken by GPs for achieving SDGs are as follows: -

- Developing a GP level localized SDG matrix that provides for targets and indicators, relevant to the GP and prioritized by the GP.
- Mapping SDGs in the programmes and schemes being implemented at the GP level
- Enhancing and mapping meaningful participation of rural women and marginalised communities in decision making process, in planning, implementing and monitoring of programmes and development activities of the panchayats

- Collecting information and sex-disaggregated data continuously to track and monitor the implementation of SDGs at the GP level
- Strengthening and monitoring the participation of people through regular Gram Sabhas
- Building the capacities of the PRI functionaries and elected representatives to deliver their responsibilities and training them on the SDGs
- Continuous monitoring of SDGs by Women groups, VHSNCs, SHGs, SMCs, grassroot organizations at the Panchayat level
- Preparation and management of local bio-diversity registers by GPs
- Development of school infrastructure including drinking water, clean toilets, sanitation and a conducive learning environment for holistic development of student
- Ensuring healthy lives and promoting well-being for all, GPs should ensure effective functioning of VHSNCs, Anganwadi workers, ANMs and other related committees.
- Facilitating conducting the vulnerability assessment and awareness building to take urgent action to combat climate change and its impacts
- Convergence of different funds and programmes to focus on pro-poor decentralized planning in order to build poverty free Panchayats
- Ensuring access to food security, nutrition, sustainable energy, equitable agricultural practices, education, skill development, housing to all and integrating these in GPDP processes with special emphasis to the vulnerable groups
- Facilitating in the participation of women in economic activities under various economic enhancement schemes, enabling access to women and small farmers to agricultural programming, market credit and gender responsive technology.

## 5.5 Economic Development and Income Enhancement

Under Article 243-G of the Constitution the states have to devolve the power of responsibility *inter-alia* implementation of schemes for economic development and social justice including 29 subjects listed in XI<sup>th</sup> schedule. In this context among them, the following are important in which Panchayat can play an important role for the economic development:

- Small scale industries, including food processing industries,
- Khadi, village and cottage industries,
- Technical training and vocational education,
- Animal husbandry, dairying and poultry
- Minor forest produce
- Fisheries

- Agriculture, including agricultural extension
- Markets and fairs
- Poverty alleviation programme
- Maintenance of community assets

At present, the PRIs are engaged in economic developments in the following important manner:

- GPs are formulating GPDP.
- Utilization of grants of FFC awards for providing basic facilities and MGNREGA for employment.
- Implementation of e-Governance in Panchayats through Core Common Software Applications (Panchayat Enterprise Suite), developed to address various aspects of Panchayats' functioning including planning, budgeting, implementation, accounting, monitoring, and delivery of citizen services like issue of certificates, licenses etc.
- Panchayats in Schedule V areas are implementing of Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). PESA gives more power authority to Gram Sabha in various sectors including ownership of minor forest produce.
- Capacity Building under Rashtriya Gram Swaraj Abhiyan is being undertaken.
- GPs are selecting beneficiaries for different scheme e.g. PMAY (Gramin).

An estimated 100 million people derive their source of livelihood directly from the collection and marketing of MFPs (Report of the National Committee on Forest Rights Act, 2011). According to a World Bank estimate, the MFP economy is fragile but supports close to 275 million people in rural India (quoted in 'Down To Earth' Report, November 1-15 2010) – a significant part of which comprises the tribal population. MFP can provide sustainable livelihood to large number of rural people round the year.

Similarly, India has huge potential in secondary agriculture like cultivation of medicinal plants, spices, flowers etc. Depending on local climatic and edaphic factors, optimal products, which have good market can be identified for every area. Moreover, handloom and handicraft sectors, fishery, poultry, bee keeping etc. can be trapped in accordance to local potential for creating sustainable livelihood and employment generation in rural areas.

Experiences show that even the simplest value addition activities can lead to substantial increase in income e.g. in AYUSH products from medicinal plants, the value addition is 7 times the cost of the raw material. The simple value addition in Amla (*Emblica officinalis*) by deseeding and drying increases the value 5 times. These processing not only increases value but they also increases the shelf life of the product particularly many agricultural products e.g. vegetables like tomato, cauliflower and fruits are perishable. In

such cases processing not only value addition takes place but also their shelf life is increased tremendously and that has helped the extract industries in medicinal plant sector, which registered a very fast growth both in domestic sector as well as in foreign countries. Moreover, the processing and manufacturing will also result in comprehensive rural development.

For tapping these potentials there is need that GPDP should incorporate supporting demand driven projects of cluster of GPs for product development, primary processing, manufacturing, marketing support etc. The support may be given for critical gaps and the project may be implemented in convergence with sister Ministries. Processing support may be given for building, machineries, working capital etc. Marketing support could be in terms of minimum support price being provided by Ministry of Tribal Affairs, TRIFED and NAFED, by providing transportation facility, seed money, part of working capital, waiving part of losses. For any area two to five crops can be identified for secondary agriculture or 20 products for sustainable collection from forests in such a manner that in every season there is income to the villagers.

In addition to increasing income through agriculture, following suggestive list may be incorporated in the GPDP depending upon available local resources: -

**Table5: Suggestive list of economic activities through Panchayats**

Sl. No.	Type & Description of Project
1.	Dal Mill
2	Oil extraction (Ground nut, Sesame, Coconut), with packaging unit
3	Honey Production with packaging facility
4	Modern Thrashing, Cleaning washing sorting and packaging Units
5	Processing Centre for medicinal plants
6	Animal Hostel and Bio gas production Unit
7	Providing Cleaning, Drying, Aggrgrating and Packaging Facility attached with Hats
8	Seed Production and Soil Testing facility
9	Fish Production and developing Cold chain upto market
10	Medicinal plants cultivation or resource augumentation in cluster mode
11	MFP processing including Bamboo craft
12	Production and Marketing support to Handloom and handicraft through TRIFED, KVIC, State Corporation



## 5.6 Role of Gram Panchayats in Water Conservation

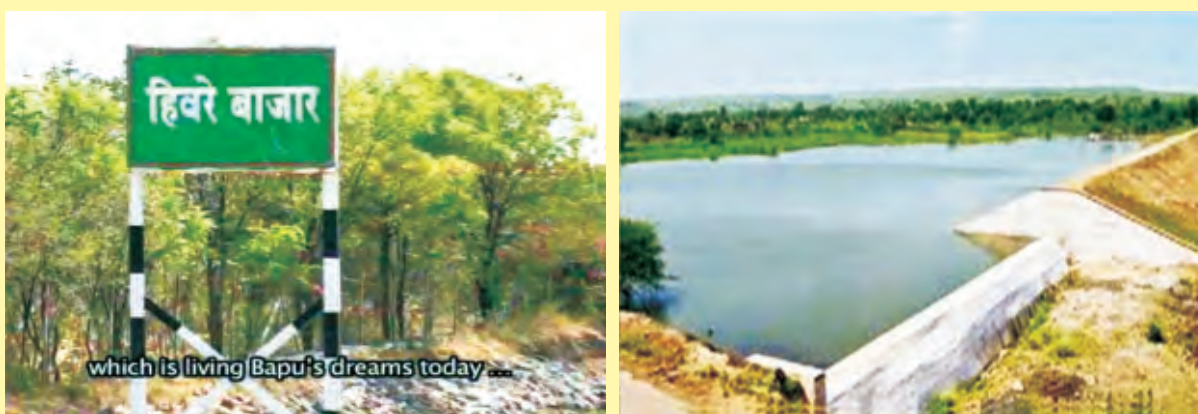
According to a recently published Composite Water Management Index (CWMI), 2018 report by NITI Aayog, it is assumed that the country is suffering from the worst water crisis and millions of lives and livelihoods are under threat. It is estimated that by 2030, the country's water demand is projected to be twice the available supply, implying severe water scarcity for hundreds of millions of people. Almost 70% of Country's population lives in rural areas. Therefore the burden of the crisis will be felt by the people residing in these areas mostly. In most of our villages, ground water and surface water harvesting structures such as ponds, lakes, dams etc. are the different sources of water which are replenished each year by rainfall. Therefore, maintenance of catchment areas for rainfall is important for better water management in rural areas. Since water is essential for life and various other necessary functions that determine quality of life, GP as a local government has an instrumental role in developing, protecting and augmenting its water resources. Conserving rain water and regulating the use of the ground water are measures that GP could undertake to ensure availability of water all throughout the year. GPs should ensure collective judicious use of water by working on issues regarding protection, conservation and efficient and equitable use of water resources.

There is a strong need for training elected representatives of Panchayats on water management techniques and use of satellite imagery and maps. Such trainings will help the elected representatives to plan water management at the village level along with the knowledge of creating the right kind of water structures at the right places in the village. The enhanced skills of elected representatives on water management will lead to a better development of the village.

It is essential for all three tiers of PRIs to work in an integrated manner on water conservation. The Blocks and Districts have technical and financial resources which necessitate the involvement of Intermediate Panchayats and District Panchayats along with GPs to work in a comprehensive manner on water management.

### Box 5: Hiware Bazaar Experience in Water budgeting and conservation

Hiware Bazar Gram Panchayat in Ahmednagar District of Maharashtra receives very low annual rainfall ranging from 300 to 500 mm. Despite low rainfall and no external source of irrigation, the GP is now a prosperous village with agriculture and animal husbandry being the main source of livelihoods. The GP used a collaborative and community driven approach involving the elected representatives including Sarpanch, government officials and community members to find solutions to the water crisis and other issues and concerns of the village. Active community participation and interdepartmental convergence helped the GP to overcome hindrances to achieve its goal.



The GP through its various interventions aimed at water budgeting and focused on changing cropping pattern as crucial as water conservation. Understanding the context and physical features of the topography is crucial to address the water situation of a particular region. In Hiware Bazar, initially basalt soil was a hindrance to recharging underground water. Water conservation work started with contour trenching. Further, Gram Sabha passed a resolution in 1994 on banning tube well for irrigation and banned cropping of banana and sugarcane as they were water intensive crops. According to the resolution tube well water can only be used for drinking purposes and not for irrigation of the land. The emphasis was not only on water conservation but also on water budgeting. Since 1995 onwards, students of classes five to eight undertook water budgeting every year and cropping is done as per availability of water. The choice of plantation and crop harvesting is dependent upon the water received annually. The village cultivates a mix of Kharif, Rabi and seasonal crop in each year in accordance with the availability of water. GP also passed resolution on banning open grazing in reserved green cover area and all villagers follow this. Due to this there is good green cover near the village. As a result, currently in Hiware Bazar is showing prosperity. There is no family below poverty line in this GP area. Forty families who had migrated out of village later returned and are now living happily in the village as a result of the development of the village. This has been on account of the agreement in the community that the whole community will follow the decisions and resolution passed in the Gram Sabha. Hiware Bazar experience shows that as an institution of decentralised governance, the role of the GP is crucial in water conservation and it is their responsibility to ensure providing safe drinking water to its citizen.

## 5.7 Panchayats and Forests, Environment & Climate Change

The PRIs are strategically located and endowed with adequate funding and programmes implementation to work on climate change adaptation and mitigation. Following actions may be taken and Forest, Environment and Climate Change be integrated in GPDP:

- The PRIs Functionaries and Elected Representatives need to be trained and their capacities to be enhanced to work towards climate change, its adaptation and mitigation.
- Emphasis on eco-friendly and low-cost farm technologies along with better utilization of local resources, which are available free in and around villages, rather on costly and ecologically destructive technologies based on high doses of chemical fertilizers and pesticides.
- The organic farming, provision of subsidy for agriculture and farming, adequate support prices and equitable technologies will prevent the farmers from falling into the debt trap. This requires convergence of an enabling policy environment along with integration of these in GPDP formulation and implementation.
- Protection from drought can be achieved to some extent by proper planning through careful water and moisture conservation as well as by planting more trees including fruit and fodder trees in and around the village as well as by improved maintenance of pastures.
- Working hours of farmers, labourers and agricultural toilers in the open can be changed to reduce their exposure to heat wave or deaths caused by heat waves. Worksite facilities of shade, drinking water, first aid tool kit, creche for working mothers should be provided by the Panchayats.
- Community-based interventions for flood regulation and management and relief operations in case of flooding of the villages. The rural communities and elected representatives along with Government officers needs to be trained on preparedness, mitigation and management of floods. The GPs in flood prone villages should maintain boats, storage of dry ready-to-eat food, seed banks as well as prepare well for health and sanitation during floods.
- Preventing deforestation and promoting afforestation with mixed, indigenous species of trees, emphasizing broad leaf species, helps to reduce emissions and check climate change. Panchayats achieving these should be rewarded and other Panchayats should be incentivized for the same.
- Greater emphasis on sustainable livelihoods of people, particularly those from tribal communities including collection and processing of non-timber forest produce as well as afforestation work.
- Panchayats should mobilize rural communities to ensure that all people respect the need for long term conservation and protection of water sources as well as equal

distribution. Tanks and other water sources should be well maintained. Repair and renovation of traditional water sources should get high priority. Highly water intensive crops should not be allowed in areas of water scarcity. All activities which deplete water rapidly or pollute water sources and damage river flow should face strong action from Panchayats who should have adequate powers to protect the most basic resource of water.

## 5.8 Gender Responsive GPDP

Rural women make up over a quarter of the total world population and represent about 43 per cent of the agricultural labour force. In India, deep-rooted gender inequalities such as women shouldering greater part of the unpaid care work coupled with poor access to land, credit, agricultural assets, and markets, make them more vulnerable reducing their agency and development. 79% of the rural women workforce in India is engaged in agriculture and they only earn 50-75% wages of those earned by men. Only 9% rural women own property and as a result very few women have access to institutional credit in absence of ownership over land or productive assets. 80% of the rural agricultural women workers belong to marginalized communities like SCs, STs and other backward classes. These inequalities are a major hindrance in achieving the constitutional mandate of social justice and economic development for Panchayats in India. Gender mainstreaming the processes of GPDP will ensure good governance, promote transparency and accountability and women's rights as equal citizens and enhance effectiveness and efficiency of public services as well as building institutional, individual and operational capabilities for achieving the global SDGs agenda by 2030. It is essential to note that gender-based planning and gender analysis needs to be part of the regular GPDP planning process and is not a separate activity.

A gender responsive GPDP processes consider that men and women access resources differently, due to social, religious and cultural differences, gender roles and have differential needs. A comprehensive GPDP would factor these differentials and would use the tools of gender analysis, gender sensitive PRA techniques and situational analysis, gender budgeting and gender sensitive MIS and monitoring indicators.

***GPDP should address the following to integrate gender equality and women empowerment initiatives in the activities of respective Panchayat:***

- GPDP guidelines should address the issues of multi-dimensional poverty, exclusion and vulnerabilities faced by women from marginalised social groups (such as SCs, STs, single-women headed households, women with disabilities, Nomadic-Denotified and primitive tribes and others). This is essential as rural women is not a homogenous category. It is imperative to



ensure targeted focus on marginalised communities and women on awareness generation on GPDP, government schemes and flagship programmes, resource envelope at the disposal of Panchayats and accountability measures.

- Proactive and meaningful participation of women in budgeting, planning, implementation and monitoring of GPDP should be ensured.
- The participation of women in GPDP be continuously monitored and reported by the Panchayats.
- Allocation of adequate resources (financial, social, natural, human and infrastructure) for social and gender development activities. A mandatory Women's Plan to be a sub-plan of GPDP and at least 30% of the resources to be allocated to this sub-plan.
- SHGs members and Women groups should be trained on GPDP and be involved as facilitators on environment generation, awareness creation and capacity building on GPDP.
- Training on gender mainstreaming in GPDP should be imparted to all Panchayat Secretaries and Sarpanches.
- Gender analysis needs to be undertaken as a part of situational analysis and activities to be undertaken with priorities for incorporation in GPDP.
- Collection and usage of sex-disaggregated data and gendered situational analysis should be incorporated in the formulation of GPDP at the Panchayat level. It is essential to collect and analyse sex-disaggregated data on key issues/indicators with respect to sex, age and socio economic condition – health, education, WASH, nutrition, employment and labour; harmful practices like child marriage, gender-based violence, witch hunting; poverty, social protection, natural resource management, emergency situations & disaster risk reduction.
- Mahila Sabhas should be constituted in states where they are not present. The resolutions of Mahila Sabhas to be documented and put in public areas and should be included into the process of Gram Sabhas and GPDP.
- SHGs Federations, Women Groups, Monitoring and Vigilance Committee of various schemes at village level, PRI functionaries and Elected Representatives of PRIs need to be trained on gender responsive GPDP.
- Striving for 50 % for women's participation in all Gram Sabhas and at least one-third representation of women in all standing/sub-committees and decision making bodies at the community level.
- GPDP may incorporate gender mainstreaming which would *inter alia* make women's and men's concerns and experience as integral part of design, implementation, monitoring and evaluation of GPDP.
- Gender mainstreaming into MIS, Budgets and Participatory Rural Techniques should be used in the process of developing GPDP.



- Gender Action Plan as part of GPDP and well-defined gender sensitive indicators and checklist for GPDP should be prepared. Gender responsive checklist may be - i) Number of men and women who have participated in the planning of GPDP ii) All groups benefiting from the activities and allocation of resources in the Panchayats iii) Cases of violence against girl child and women are addressed and resolved in a year iv) Number of women who have worked under government flagship programmes such as MGNREGS, Mid-day Meal Scheme and others and how much wages have they earned in comparison to men v) Gender concerns included and addressed in health, education, water, sanitation, housing, skill-building efforts and activities at the Panchayat level.
- GPDP should also undertake gender budgeting. In this context, different needs for men and women in different age groups to be identified and budget is to be allocated to address prioritized needs to ensure benefits of all groups.
- Incentivize the Panchayats through awards and performance grants on performing well on gender empowerment and implementing gender responsive GPDP.
- Gender auditing of processes and activities of Panchayats as part of GPDP.
- Panchayat Resource Centre to be developed as Knowledge Hubs on gender responsive governance.
- Consolidation and sharing through consultations and workshops of good practices and models of gender sensitive GPDP at national, state and district level.

## 5.9 GPDP and Children

Issues of child protection need to be given due attention in identification of needs and priorities under GPDP. GP may consider to include following activities for child friendly Panchayats:

- Panchayats should be able to focus on protection of children from violence and exploitation, such as child marriage, child labour, child-abuse.
- GPDP should work towards providing quality Early Childhood Education (ECE) and learning outcomes of children; including transition to higher classes.
- GPs through GPDP should assess and address the nutritional issues of children from 0-18 years.
- In health, GPs should ensure 100 percent immunization, conduct social audit of neonatal and maternal deaths.
- States may fix minimum percent for mandatory budgetary allocations for child-centred priorities, focusing on education, health nutrition, drinking water and sanitation facilities, child protection for all children including early childhood (0-6 years), childhood (6-10 years) and adolescence (10-18 years).

- GPDP should have plans for wellbeing of children during potential disasters such as heat strokes, floods, earthquake, hailstorms, land-slides at GP level.
- Formation of Village/ Ward level Child protection committees constituted as per ICPS guidelines and these committees are linked with concerned standing/ sub committees of GPs.
- Conducting the Bal-sabhas to empower children/adolescents to participate in planning and decision making processes, and involve them as part of Panchayat agenda, providing a space for them to voice their issues may be incorporated in GPDP.
- The educational curriculum should include aspects that teach and train the children to understand the potential of locally available resources, including natural resources, their values and using the same for local development.

## 5.10 Addressing and Preventing Malnutrition

There are a number of schemes directly/indirectly affecting the nutritional status of children (0-6 years age) and pregnant women and lactating mothers. In spite of these, level of malnutrition and related problems in the country is high. This is all the more important, since malnutrition continues to be a hidden condition, and malnourished persons themselves do not know that they suffer from it. There is no dearth of schemes but lack of creating synergy and linking the schemes with each other to achieve common goal. GPDP through robust convergence mechanism and other components would strive to create the synergy.

One of the major causes of persistent malnutrition in India across both genders and all age groups is lack of accessible information for the public about basic dietary practices for children, adolescents, and mothers. For example, what is a balanced diet on a limited budget, the age at which an infant should be given complementary feeding, the proper growth of adolescent girls and boys, adequate pregnancy weight gain, and why is sanitation so important. This information deficit is often highest among the most malnourished, for example, among families, who work in agriculture/construction labour. Evidence from the field emerging from the pilot projects being implemented under the Mission, establishes that malnutrition can reduce by at least 30% through information and awareness.

Presently, there is no such comprehensive communication programme operating at village level, and neither are Panchayat members or other village level functionaries equipped with adequate knowledge about the subject which they can communicate in a Gram Sabha. However, information and training can be imparted to the Panchayat members through existing training programmes that already form part of the Ministry of Panchayati Raj Schemes.

Involvement of the Panchayats through Gram Sabhas and GPDP would be extremely useful in bringing about awareness and information about malnutrition, its inter-generational cycle, its causes and effects on peoples' lives and wellbeing etc. first to the Panchayat Members, and through them to the community.

It is essential to link nutrition interventions (such as ICDS, TPDS, MDMS, Poshan Abhiyaan, NFSA) with poverty alleviation initiatives (such as DAY-NRLM, NSAP, MGNREGA, PMAY) to enhance convergence and synchronisation of flagship programmes and participatory local planning to address differential food security and nutrition needs of women, men, girls and boys. The GPs should focus on effective delivery and monitoring of food based social security programmes including TPDS, MDMS and ICDS programmes.

Resource materials on nutrition, food security and Poshan Abhiyaan to be made in local languages and be available at Panchayat Resource Centres for the community members and for frontline community workers including ICDS, ASHA, ANM, AWW and others. In addition, trainings for PRI functionaries and elected representatives on nutrition and food security should be imparted.

The Panchayat should undertake mapping the nutritional status of children, women (including pregnant and lactating mothers), homeless, destitute, elderly, adolescent girls and boys, people with disability, Nomadic-Denotified Tribes, Schedule Tribes, Schedule Castes, Primitive Vulnerable Tribes and other marginalized groups.

The Government of India has approved on 30<sup>th</sup> November, 2017 setting up of National Nutrition Mission with a three year budget of Rs.9046.17 crore commencing from 2017-18.

Features:

- i) The NNM, as an apex body, will monitor, supervise, fix targets and guide the nutrition related interventions across the Ministries.
- ii) The proposal consists of
  - a. Mapping of various Schemes contributing towards addressing malnutrition
  - b. Introducing a very robust convergence mechanism
  - c. ICT based Real Time Monitoring system
  - d. Incentivizing States/UTs for meeting the targets
  - e. Incentivizing Anganwadi Workers (AWWs) for using IT based tools
  - f. Eliminating registers used by AWWs
  - g. Introducing measurement of height of children at the Anganwadi Centres (AWCs)
  - h. Social Audits
  - i. Setting-up Nutrition Resource Centres, involving masses through Jan Andolan for their participation on nutrition through various activities among others

Since the above programme gaps need to be addressed comprehensively and they directly touch families/communities at the grassroots/Panchayat levels, the involvement of the Panchayats to address these gaps in GPDP would be extremely effective and useful in addressing and preventing malnutrition through providing information and awareness regarding proper nutritional practices, and proper child, maternal and adolescent care.

## 5.11 Social Justice and Panchayats

Ensuring Social Justice is one of the mandates of the Panchayati Raj system as envisaged in the Constitution of India. GPDP becomes a crucial tool to achieve social justice. Ensuring social justice with regards to the village development, implies removing inequalities and providing equal opportunities to all sections of the society to participate in the process of planning and making development decisions. Social justice also encompasses legal measures, affirmative actions, programmes, social accountability, pro-poor policies and targeted funding to ensure meaningful participation of the most marginalized in the processes of local governance. The decentralized decision making can enhance identification and solving the local problem along with fulfilling the needs of the rural population.

An effective GPDP, implementation of government schemes and democratic decentralisation processes at panchayats will address the differential needs of all groups with special focus to the most vulnerable and excluded in the villages. There are many social groups with deep-seated vulnerabilities and historical marginalization and these groups need to be at the centre of development activities of panchayats and GPDP formulation and its implementation. These groups include Schedule Castes, Schedule Tribes, Other Backward Communities, Primitive Vulnerable Tribes, Nomadic Tribes, Denotified Tribes, Women, Children, People with disabilities, Homeless, Elderly, Single-Women Headed Households and others. The GPs should ensure that none of the eligible beneficiaries are left out from the beneficiary lists of various government programmes including MGNREGS, ICDS, PMAY (Gramin), NSAPs, TPDS and others. These groups also have identity documents such as caste certificate, ration card, voter identity cards, domicile certificates, PAN card to prove their eligibility for government schemes. The benefits of these schemes and programmes, accruing to the target groups will not only realise the citizenship entitlements of these groups but will also build socially just village communities.

The durable assets created under MGNREGS and development activities of panchayats, should also look at infrastructure and assets creation at the panchayat level that includes nursing homes and community housing with adequate health facilities for the elderly without support system, homeless and destitute and those whose family have migrated to urban spaces. The infrastructure at the panchayat level also needs to be responsive to people with disability. They should be able to access the Gram Sabhas, participate in the formulation of GPDP and development activities of Panchayats. During the formulation and roll out of GPDP, officials records should be maintained of participations of vulnerable groups and all Gram Sabhas should be video-recorded and documented to ensure accountability and transparency.

Meaningful participation in Gram Sabhas, identifying and addressing local needs, providing voices and agency to the weakest sections in the villages, deliberating issues of collective welfare, zero tolerance to violence against women, children and marginalised communities, providing equal access to opportunities, decision making and resources and equitable consumption of social goods will translate the constitutional mandate of social justice for rural communities into reality. The deliberations and actions by Gram Sabhas on the following issues can bring about social justice in their area:

- Addressing differential needs of women, children, SCs, STs, NT-DNTs, OBCs, elderly, people with disabilities and other marginalised groups
- Scholarships, allowance and opportunities to people with disabilities and the students
- Mitigation of energy poverty, environmental degradation, drought, famine and heat waves
- Consumption of social goods including education, employment, housing, food, water and energy
- Developing sustainable agricultural practices and food security
- Inclusive targeting of vulnerable groups as beneficiaries of government schemes and programmes
- Effective implementation of government schemes and programmes
- Robust monitoring and social audits of government schemes and programmes
- Accessibility and consumption of nutritional food through ICDS Centres, MDMS, TPDS
- Checking distress migration
- Checking adverse child sex ratio, maternal mortality rate, gender inequality, malnourishment
- Strengthening Palliative and geriatric care
- Creating access to markets and institutional credit for agricultural practices, entrepreneurial ventures and small-scale industries
- Advocating for poor-responsive technologies and accountability measures.



## 5.12 PRI and SHG convergence for GPDP

The primary objective of GPDP is to develop an integrated plan by the GP for economic and social development of the local community. It should ideally match people's need and priority with available resources. Ensuring active participation of local community is one of the pre-requisite for understanding the local need, its prioritisation in line with available resources. GP plans have to be participatory plans involving the community, particularly the Gram Sabha, in formulation of priorities and project and will have to ensure the mandates of social justice and economic development mentioned in Article 243G. GPDP will have a clear component addressing vulnerabilities of poor and marginalized people and their livelihood opportunities through an integrated poverty reduction plan and *inter alia* convergence with the labour budgeting and projectisation exercises under MGNREGS.

SHGs and their federation, as institutions of the poor have a key role in the planning and implementation of interventions for economic development and social justice. The responsibilities of the SHG network listed in the NRLM framework include participating actively in Gram Sabhas and other forums of GPs, providing feedback through community based monitoring, and supporting GPs in their development initiatives and planning exercises.

The GP has to prepare a comprehensive Household Plan covering all the poorest of the poor, by involving GPPFT/SHGs and their federations to ensure poverty reduction, social inclusion, social security, livelihoods and other entitlements. This plan can be prepared by taking into account both physical and financial needs expressed by the poor. The GP shall also ensure that all the left over households are brought into the SHG fold. The GP after discussion in the Gram Sabha and in consultation with concerned departments, should prepare this household sub-plan as a consolidated target demand for different schemes and incorporate into GPDP. After approval of GPDP the respective line departments have to initiate further action for sanction of benefits as per eligibility of the beneficiaries.

In due appreciation of need for convergence of GP and SHG, following actions may be taken for comprehensive development of GP area:

- Under NRLM, SHGs are required to prepare Micro credit plans covering all member families. In some States SHGs are tasked with participatory identification of the poor, or with participatory assessment of entitlements. These reports and plans, wherever available may be incorporated into the GPDP.
- Inclusion of SHG federation representatives and CRPs in the GPDP planning team/ GPPFT.

- Creating a co-terminus body where GPs and SHG federations can come together on regular basis (preferably on a fixed date) for planning, implementing and monitoring the GPDP works.
- Use the SHGs and their federations to strengthen Gram Sabha through informed participation after prior discussions within SHGs on needs and priorities
- SHGs and their federations should be actively participate in the GPDP planning process, specifically in matters related to poverty reduction. Their services may be utilized for following activities:
  - Social mobilization – ensure community participation in identification of problems, resources and opportunities;
  - Dissemination of information;
  - Conduct of PRA exercises;
  - Consideration of the Participatory Assessment of Entitlements (PAE), Participatory Poverty Assessment (PPA) and Participatory Identification of Poor (PIP) as baseline information for planning;
  - Incorporation of the Micro Credit Plan (MCP) and vulnerability reduction plan in the Development Report presented to Gram Sabha;
  - Participation in the Mahila Sabhas and Ward Sabhas preceding Gram Sabha
  - Local campaigns for health, education, sanitation etc.; and against social evils like alcohol and substance abuse, manual scavenging, child marriage child labour, trafficking of women etc.
- An institutionalised framework for GP–SHGs interface may be developed and made operational. This could be through joint meetings on fixed dates, or by instituting convergence platforms like Tamil Nadu Village Poverty Reduction Committees (VPRC) or the CDS Evaluation Committees of Kerala. The provision of representation of SHG in functional committees of the GPs, in task forces / working groups for GPDP and also in departmental committees such as Village Health Sanitation and Nutrition Committee (VHSNC), School Management Committee (SMC), Hospital Committee etc. may be institutionalised as part of the GPDP process. Records of meetings and action taken reports of these committees may be shared with the SHGs/federations.
- GP is responsible to monitor functioning of institutions and services in the GP areas. Operational instructions on the inclusion of SHGs/ federations in community based monitoring of schemes and projects of GPs may be issued. Such monitoring may involve monitoring of processes as well as outcomes, and could be factored into low cost monitoring projects of the GP.

- GP should consider in providing access to the common resources of GPs (like fish ponds, vested land, common properties, market yards etc.) as livelihood base for SHGs.
- SHGs should be part of the community-based monitoring mechanisms of GP project implementation.
- States may ensure that training module and material on PRI- SHG convergence as applicable to the State is prepared and disseminated, and that convergent transaction of training is undertaken.
- State may identify and nurture beacon GPs for convergence with SHGs under GPDP. These beacon GPs may serve as peer learning centres where elected representatives and functionaries and also representatives of SHGs and their federations from other GPs may come for exposure visits.

SHGs being the representatives of poor households can play a major role in preparation and proper implementation of GPDP by ensuring active participation of poor HHs, identification of problems and resources and optimum utilisation of available resources. SHG federation can play a crucial role in ensure community participation, inclusion of the poor and vulnerable households, identification of local need through bottom up planning process, quality implementation and also in the monitoring process.

The onus is on the GP to include the institutions of poor in the planning for the resources under its control. The responsibility is not limited to ensuring participatory planning process but also goes further into providing proactive responsive governance. The GPDP is an opportunity for community structures to possess and occupy these processes and transform routine, perfunctory participation into proactive, determined citizenship. Also, it is an opportunity for institutions of NRLM to galvanize flow of entitlements to the poor and develop those democratic equations that will culminate in responsive good governance for equity and justice.

In the light of the crucial role to be played by SHGs and their federations in participatory planning at GP level, the Ministry of Panchayati Raj, Government of India, has issued detailed advisory on Panchayat SHG convergence. The advisory provides details inputs on convergence of SHGs with GPs and possible roles both parties can play to engage in a mutually beneficial relationship. The substantial issues of PRI-SHG convergence mentioned in these advisories should be incorporated in GPDP.

## 5.13 Disaster Management and GPDP

Disasters like earthquakes, floods, cyclones, and droughts are increasing due to environmental degradation, deforestation and air pollutions etc. There is also worldwide concern on the growing incidence of disaster and their toll on human life, property and environment. Natural Disasters cannot be prevented, but their impact on the lives and the socio-economic aspects of the people can be reduced to a considerable extent. Local Institutions are very important in solving/mitigating the impact of the problem.

### Role of Gram Panchayats in Disaster Management

GPs have a very important role to play in both preparedness and mitigation in mobilizing and organizing the people. The GPs are accountable to the people. GP's close involvement will go a long way in getting people prepared for countering natural disasters as well as involve them in all possible preventive and protective activities so that the impact of the disasters are mitigated and the people are able to save their lives and property. The GP can act as catalysts to social mobilization process and tap the traditional wisdom of the local communities to complement the modern practices in disaster mitigation efforts. Besides GP as local government will also provide a base for integration of various concerns of the community with that of the other CBOs which are engaged in various social and developmental activities at the grassroots level. Hence, the role of GP in Disaster Management and sensitise local communities to develop coping mechanism in preparedness and mitigation measures of disaster to minimize its destructive effect on life and property at local level is very crucial.

### Integration of Disaster Management in GPDP

Communities should be motivated to make their own short term and long term Disaster Management plans for Disaster Mitigation for which GP need to lead from the front in building their capacities. GPs should consider about integration of disaster preparedness plan in GPDP particularly in disaster frame area. During visioning exercise and situation analysis in GPDP, effort should be made to synergize effectively to tap the traditional wisdom of the local communities and complement the modern practices in the disaster mitigation efforts. A synergic approach involving elected representatives along with civil society initiatives like NGOs and CBOs, would provide a broad-based framework for disaster reduction and mitigation. During data collection process, information and data on disaster preparedness should be collected. In flood-prone areas, overflowing pit latrines pose a significant health risk. Lack of appropriate sanitation facilities due to flooding or water logging may create serious situation in rural areas. While preparing GPDP, GPs should consider appropriate latrine solutions with innovative design for flood-prone areas. Working out partnership mode of participation between PRIs and line departments

and other local organisations so that the productivity of the resources be maximised and the Disaster Management can be more effective. Further, an inclusive approach is required as far as gender and vulnerability are concerned so that the delivery system is sensitive to the needs of all groups, by involving them in the disaster management and preparedness process. Moreover, embedded community based monitoring system is essential in GPDP to ensure effective operationalisation of disaster mitigation strategies at local level.

### **5.14 GPDP and Youth**

India has largest youth population comprising around one fifth of total world youth population. There is need to take advantage of this demographic dividend by using young human resource and transforming it to productive quality work force in rural area through the platform of gram panchayat and GPDP. Panchayat can use three faceted development strategy for youth – sports, education and employment. Panchayat can ensure that youth in the area get duly educated, provide sports facilities and create livelihood income facility for youth. In education front panchayats can integrate strengthening the education system-quality education and fund allocation; developing school infrastructure – drinking water, sanitation and learning conducive environment, special efforts for inclusion of girl child and students from marginalised communities; SMART classes and digital learning - access to all including the remote areas etc. in the GPDP.

Panchayat can incorporate creating sports facilities through GPDP. For economic empowerment, vocational training for the youth provisioning and encouragement for self-employment and skill training for rural youth for agriculture, fisheries etc. can be integrated in the GPDP. Panchayats should ensure eradication of wrong practices like dowry, alcoholism, drug addiction in the youth by organising de-addiction camps. Every gram panchayat may identify set of activities for development of youths in their areas. These activities should be prioritised and incorporated in the GPDP



## Chapter 6

### Capacity Building Framework for GPDP

Formulation of a comprehensive and holistic GPDP necessarily requires intense participation of people, understanding of the process by various stakeholders, visioning, situation analysis to identify the problems and the priority areas, projectisation, implementation etc. Capacity Building & Training (CB&T) including facilitation, is a pre-requisite as well as one of the important means to enable this process. To enhance professional knowledge and skills of the members of GPPFTs including the elected representatives, functionaries of GPs, community leaders and employees of the line departments operating at the GP level for better planning, implementation and monitoring of GPDP, each State has to develop an appropriate strategy and action plan for organizing action-oriented training and learning by field-based practice. National Institute of Rural Development and Panchayati Raj, Hyderabad (NIRD&PR) should take lead and organise training for National Resource Persons for two types of trainings one each for training of Panchayat leader & SHG women and facilitator (CRPs/Rojgar Sahayak) for GPDP.

The focus of training should be on **“igniting the vision of the local Panchayat leadership”** for strengthening the GP as an institution of local government as envisaged in the Constitution without restricting their thinking to the available resource envelope and limiting plan activities to creating some infrastructure. ***Improved institutional capacity of the GPs to carry out the planning exercise on the strength of their own rather than depending much on external support should be the outcome of such training plans. A GP can plan implement and monitor only if and when it becomes institutionally strong. So focus of CB&T interventions must be on an intertwined effort for institutional strengthening of GP and strengthening of processes and systems for GPDP.***

#### 6.1 Objectives of the Capacity Building Framework

This Capacity Building Framework is intended to serve as a model to the State Panchayati Raj departments, SIRDs and other support organisations to design and implement proper action plans for enabling the GPs to prepare a comprehensive GPDP. The key objectives of GPDP CB&T framework are as follows:

- i. Form and develop strong teams of trainers at State, District/Block, GP and community levels to develop capacities of the major stakeholders at various levels to launch and implement the GPDP initiative effectively and efficiently
- ii. Build the confidence of the Panchayats leadership to prepare effective GPDPs

- iii. Raise awareness of communities about the importance of GPDP and inspire them towards participatory planning
- iv. Create a vision for the GP, enable to explore opportunities for additional resource mobilization beyond the budgeted allocations under the government schemes including unconventional sources
- v. Localize SDGs with GPDP by identifying the priority areas of interventions for achieving socio-economic goals
- vi. Enable the GP to muster leadership to enable partnership with line departments so that all the functionaries of the line departments can implement the departmental schemes and programme from out of the GPDP components with full involvement and support of the GP
- vii. Emphasize social development parameters which can be addressed mostly with no cost and low cost interventions
- viii. Bring about attitudinal development in all concerned including the ERs, functionaries of GPs, employees of the line departments and community leadership to strive for better service delivery through GPDP
- ix. Enable GPs to come out as strong institutions of local government with all round development of their people and to empower them to address the new challenges/issues of climate change, social development, human resource development etc.

## 6.2 Key Stakeholders

Since GPDP is people's planning at GP level, support and involvement from block, district and State levels is essential for ensuring the whole hearted participation and integration of various line departments and other stakeholders including SHG women. There is also a need to create awareness among the members of the Gram Sabha and rope in the participation of various well meaning and proactive persons/agencies into the process. The State through the respective nodal training institution(s) should cover all these stakeholders in multiple themes and multiple times.

## 6.3 Institutional Support

In the context of substantial devolution of funds to GPs, operationalization of GPDP framework and achievement of the SDGs by 2030, all concerned elected representatives and functionaries of GPs, Government officials and other stakeholders need to attain adequate capabilities for planning and implementation of schemes. Capabilities of the stakeholders can be developed through a combined effect of adequate training and non-training interventions in addition to the required interventions for organizational and institutional development. Therefore, it is necessary to focus training to an 'institutional

mode' in which the GPs should take the ownership of preparing GPDP on the strength of their own institutional capacity through appropriate action-oriented training and field-based practice. For more effective CB&T of Panchayats across the States, the institutional structures required at National State, District and Block Panchayat levels are described in the succeeding sections.

### 6.3.1 National Nodal Institution

The National Institute of Rural Development and Panchayati Raj (NIRD&PR), Hyderabad is the apex organization for designing the capacity building of Panchayati Raj functionaries and all other stakeholders on GPDP at National State and district level with the assistance of State Institutes of Rural Development & Panchayati Raj (SIRD&PRs) or any other State level institution as may be determined by the States which are to function as State nodal agencies. The responsibilities of the National Nodal Agency would be as follows:

- Focus on democratic decentralization process, policies and programmes of Centre and State Governments that benefit the rural poor,
- Examine and analyze all the factors contributing to the improved planning process on economic and social well-being of people in rural areas on a sustainable basis through training, workshops, seminars and documentation etc.
- Organise orientation programmes for National level Resource Persons from each State, heads of the SIRD&PRs and State Nodal Officers for GPDP on formulation of strategy for CB&T and grounding GPDP based on the revised Guidelines
- Impart training as ToT programmes for Master Resource persons for GPDP
- Guide the SIRDs / State Nodal Institution for GPDP / other state institutions for implementing training programmes for GPDP based on sound training needs analysis.
- Review and research on the progress and quality of implementation of CB&T programmes conducted at state and district level from time to time.
- Facilitate the process of creation of some Beacon GPDPs as islands of success on cluster approach across the country on action research mode.
- Revitalize the existing mechanism for CB&T in order to make it more relevant for achieving better outcomes from rural development programmes through grassroots level planning process.

### 6.3.2 State Nodal Institutions

The State Institute of Rural Development & Panchayati Raj (SIRD& PR) or designated State Nodal Institution for GPDP is to function as the Apex Institute for Training and Capacity Building of Panchayat Raj and Rural Development Functionaries at State level for GPDP. The main objective of the State Nodal Institutes is to enhance knowledge base,

develop managerial skills, organisational abilities, leadership qualities and decision making skills among different categories of the elected representatives and Panchayat Raj & Rural Development functionaries and other stakeholders including CRP of SHG of women and representatives of NGO/CBO/CSR who are engaged in GPDP activities in the State. The State Nodal Institutions would be supported / guided by the National Nodal Agency in all aspects of PRI CB&T.

To ensure uniformity of inputs of knowledge, skills and attitudinal orientation of the members of GPPFT including Sarpanch and Panchayat Secretary, one senior officer / senior faculty from NIRD&PR will be nominated as State Link Officer (SLO) for each state, who will assist and coordinate with SIRD & PRs for implementation and monitoring of training programmes. While the SIRD & PR could continue to be the nodal agency for training and the overall coordination, other institutions like academic institutions and partnering institutions will also play critical role in the training process.

### **6.3.3 Panchayat Resource Centres**

To reach out to large numbers, particularly grassroots level functionaries and to help deliver on the CB&T challenges, there is a need for dedicated training institutions in the districts. The following resource centres are available in some places:

- i. State Panchayat Resource Centre (SPRC)
- ii. District Panchayat Resource Centre (DPRC)

The State Nodal Agencies will support the efforts of these resource centres at strategic level to plan and deliver CB&T programmes besides providing policy, programme and other support. The State may develop a vision of setting up at least one DPRC, especially in those districts where there is no Extension Training Centres (ETC) or Panchayat Training Centre (PTC), for the purpose of residential training of the facilitator, elected representatives and functionaries of three-tier Panchayats, particularly GPs in the context of GPDP.

### **6.3.4 Local Level Training Institutions for GPDP**

The States may also find viable alternatives for organizing training at local levels. For example, the meeting halls of the GPs (wherever available) and the meeting halls of the Intermediate Panchayats may be upgraded, with minor addition/ alteration, into meeting-cum-training halls for non-residential training. Collaboration with NGOs, universities, colleges etc. may also be ventured to augment the scope of training using their infrastructure.

### **6.3.5 Empanelment of National/State Resource Institutions**

Capacity development of Panchayat functionaries under GPDP encompass various aspects of planning and managing wide range of programmes for economic development and social justice to public service delivery. The Ministry of Panchayati Raj (MoPR), in association with NIRD&PR/SIRD&PRs/States has been working for CB&T of elected representatives and functionaries of Panchayati Raj Institutions across the States in a comprehensive manner. In order to further strengthen GP capabilities in the planning process, the NIRD&PR will identify and empanel the renowned National/State Resource Institutions from both Government and non-government sectors having first-hand experience in decentralised participatory planning to help SIRD&PRs and States. They will be thoroughly oriented through a national workshop for common understanding of the GPDP process. Their services can be utilized by NIRD&PR / SIRD&PRs to provide support to the State Government, SIRD&PR and the State Resource Teams as per demand expressed by the States or as may be considered necessary by the NIRD&PR and MoPR.

## **6.4 Teams of Trainers/Resource Persons for Capacity Building, Training and Facilitation of GPDP**

Addressing the challenges of training a huge number of Panchayat functionaries in the country without dilution of quality, requires quality trainers at all levels. A multi-layered resource team structure for Capacity Building & Training for GPDP may be set up as proposed below.

### **6.4.1 State Level Master Trainers' Team**

A State Level Master Trainers' Team (SLMTT) needs to be constituted with (RPs) committed officers/Panchayat leaders having knack for training in order to train and guide the members of the District Resource Groups. Faculty members of SIRD, ETCs, DTCs, PTCs, other State level or regional level training institutions and officials of the State Nodal Institutions for GPDP / State Programme Management Unit (SPMU) for RGSA may be made members of SLMTT. The SIRD or the State Nodal Institutions for GPDP / State Programme Management Unit (SPMU) for RGSA may be authorized by the State Government to be in charge of steering and coordinating the SLMTT for GPDP.

### **6.4.2 District Resource Group (DRG) for GPDP**

A District Resource Group (DRG) for GPDP may be constituted in each district with CRPs / committed officers/Panchayat leaders selected from District administration / District



Panchayat level and Block/Intermediate Panchayat level. Committed and capable officials from line departments and representatives from NGO/CSR/Academic Institutions may be made members of the DRG. The selection of Resource persons from the line departments, Universities, Former ERs, NGOs, Social activists and other Partner Institutions should be well planned and systematic. However, the functions of any member of the DRG will be (i) to develop capacity of the GPs through iterative training and non-training interventions; (ii) to provide continuous handholding support to the GPs, singly in case of big GPs and on cluster basis in case of small GPs, and facilitate all the stages of preparation of GPDP; (iii) to supervise and monitor the entire process; and (iv) to function as Facilitator as well as Charge Officers for GPDP in respect of one or two big GPs or a cluster of small GPs. The members of the DRG will have to discharge such functions over a maximum of 10 to 12 working days in a year in addition to their own duties. Since most of the members of the DRG are likely to come from a number of line departments, it would be helpful if an executive order is issued under signature of the chief secretary to the effect that it is obligatory on the part of any member of the DRG to function as Trainer-cum-Hand-holding Support Provider-cum-Charge Officer for GPDP and that discharge of such responsibility should be treated to be 'on duty' for official work. One deputy to the chief executive officer of the Intermediate Panchayat or the District Officer looking after Panchayati Raj affairs may be authorized by the State Government to be in charge of steering and coordinating the DRG.

### **6.4.3 Certified Resource Persons**

In order to improve the quality of local governance, and the performance of grassroots level Panchayat functionaries, the NIRD&PR has created a pool of Certified Master Resource Persons (MRPs) in 12 thematic areas related to Panchayat Governance and Rural Development under the project "Transforming India by strengthening Panchayats and e-enablement". This pool is to be further augmented. Their services may also be used for functioning as trainers/resource persons for GPDP. The details of these MRPs are already shared with SIRDs to use their services in organising GPDP CB&T programmes. NIRD&PR may continue to certify the resource persons on the request of SIRD&PR / State. It shall be the endeavour of all States to only use Certified Resource Persons for the CB&T.

## **6.5 Approach of CB&T for GPDP**

### **6.5.1 Combined Efforts of Training & Non-Training Interventions**

Since GPDP is not just to be conceptually understood but to be physically prepared through several steps of action at the GP level for actual implementation, there needs to

be a shift in approach from the popular ‘conventional classroom-based training’ to ‘action-oriented field work based training’. Conventional classroom-based training generally caters to the cognitive aspects of capacity building that helps in enhancing mainly ‘knowledge’ about any subject or task, ignoring or attaching little importance to ‘skill development’ that becomes possible through ‘learning by doing’. The concept of GPDP that features as an important session in most of the training programmes for trainers or elected representatives and functionaries of GPs held in SIRD&PR or ETC or PTC or any other training institute, can at best help the trainees in attaining ‘knowledge’ about the ‘what’ and ‘why’ aspects of GPDP, but not the ‘how’ aspect of it as it should be practised with intense participation of the members of communities in the field. Hence, there needs to be a combined effort of the following training and non-training interventions for effective CB&T for GPDP:

### **I. Training Interventions may include:**

- a) Institution-based face-to-face training
- b) Facilitation and hand-holding support at the level of GP or cluster of GPs
- c) Sensitization camps for awareness generation at various levels including community level
- d) Distance learning / e-learning etc.

### **II. Non-training Interventions may include:**

- a) Policy support on statutory issues and corrective measures
- b) Application of IEC tools
- c) Exposure visits
- d) Appraisal interactions
- e) Participation in the process of GPDP in Beacon Panchayats
- f) Writeshops /mock planning exercises
- g) Helpline

### **6.5.2 Plan of Action for CB&T for GPDP**

Based on the above-mentioned principles, a concrete Plan of Action for all the components for training and non-training interventions along with a district-wise calendar of training programmes for GPDP needs to be prepared every year by the State Government with support from the SLMTT and the DRGs.

## 6.6 Standardized Learning Materials for GPDP

The SIRDs/Nodal Institution for GPDP may create State specific content, relating to State level guidelines issued on planning and implementation of various development and welfare programmes. The training institutes may use this material for imparting training. However, learning materials need to be prepared by each State covering all aspects and stages of GPDP, delineating the methods of execution of the tasks to be accomplished and indicating the roles to be performed by all the stakeholders at each stage.

## 6.7 Cascading Mode of Training

Since the Panchayat functionaries and other stakeholders to be capacitated are large in numbers, the target audience can be reached out only in a cascading mode. For organising the cascading trainings, without dilution of quality, it requires quality resource persons. The certified National / State level Master Resource Persons (MRPs) already created by NIRD&PR need to be actively involved by the SIRDs/State nodal agency for GPDP to conduct CB&T programmes for GPDP. The MRPs will deliver trainings based on a common training design, content and methodology with the help of training modules and learning materials created by NIRD&PR / SIRDs. To ensure uniformity of inputs of knowledge, skills and attitudinal orientation on GPDP, one senior officer from State Panchayati Raj department should be nominated as “Nodal Officer” for each State, who along with SIRD/Nodal agency for GPDP will be responsible for implementation and monitoring of training programmes and aim for the end result of improved institutional capacity of GPs as well as GPDP.

## 6.8 Training Methods

A wide range of training methods need to be adopted to build the institutional capacity of the GPs on GPDP. While the “classroom-based training” has its own significance for theoretical orientation on “Plan Cycle”, “Focus Areas” and ‘What’ and ‘Why’ aspects of GPDP, there should be more emphasis on the ‘How’ aspect of planning. For this purpose frequent ‘action-oriented field work based training programmes on the practical aspects GPDP at the GP level or at the level of cluster of GPs, after an institution-based face-to-face training will be more useful for effective implementation of the GPDP initiative. The classroom training may include Brainstorming, Interactive Lecture, Participatory Reading and Learning, Group Work, Case Study, Role Play, Screening of Video Films and Quiz etc. The practical training may include practical hands on exercises relating to participatory tools and techniques. Community based interactions, Transect Walk, Focus Group Discussion, Social Mapping, Natural Resource Mapping etc.

## 6.9 Cross Learning of Panchayat Functionaries and Exposure Visit

It is seen that if GP leaders visit another GP where things have worked better in terms of effective mobilization of the community either for the Gram Sabha or for the preparation of GPDP, there will be a fair chance of adoption of best practices by such leaders. GPDP CB&T should also include field visits for Sarpanch and Standing Committee members to the successful GPs for experiential learning and exposure visit.

## 6.10 Convergence of the Line Departments

Success of preparation of GPDP will depend on the ability of the Panchayat leadership to rope in all the human resources, especially the technical manpower available at grassroots level under different line departments. To enable the frontline functionaries of line department to effectively participate in the GPDP preparation and implementation, a special round of awareness creation and training need to be undertaken for them in all the districts.

## 6.11 Creating Islands of Success for GPDP

Introduction of innovations, new ideas and best practices in local planning is the key feature as well as an important strategy of this project. In the context of GPDP, intensive capacity building programme as well as hand holding support helps in creating successful models at cluster level by creating capable planning machinery at the local level. The States should create islands of ideal GPDP Panchayats with special focus and such islands of success will be used as “action laboratories”/ “learning labs” for other neighbouring clusters of GPs. Already existing successful cases of GPs will also be used for this purpose of motivating the local leadership.

## 6.12 Preparation of IEC Material

Information, Education and Communication (IEC) is an extremely important component to trigger the participation of all the villagers in the GPDP exercise. Effective materials are important tools to reach out to all the stakeholders in the villages and to motivate them to identify their financial and non-financial needs in formulation and implementation of GPDP. NIRD&PR / SIRD&PRs should develop a range of IEC materials. The IEC materials will be useful to generate awareness among the villagers about the various rural development and social development programmes, to which they are entitled. IEC strategy should be a compulsory part of the State’s CB&T strategy which may include the following:

- Structured learning material mostly in FAQ form
- Develop Charts, Posters, Wall writing

- Create a 'material bank' at the State/district level for wide coverage of content
- Prepare small documentaries / video clips / snippets on the critical aspects of the GPDP and its implementation using real life experiences and dramatics/narration.
- Popularize success stories/case studies from the same State to learn about best practices
- Undertake strategic campaign with use of print / social media / folk media

### **6.13 Monitoring of GPDP CB&T**

It is necessary to develop a strong mechanism through IT application for quantitative and qualitative monitoring of the CB&T interventions of GPDP. The scope of monitoring should not be confined to the level of data collection and online uploading of plans. The monitoring at district, State and national level should also capture the progress of CB&T programmes and their impact on the field.



### Box 6 : Beacon Panchayats in Sikkim

The concept of Beacon Panchayat envisages the transformation / development of the identified GPU into a model. This envisaged transformation is brought about through two pronged strategy- i) enhanced capacity of the elected Panchayat Representatives, concerned officials and functionaries for better service delivery and ii) increased participation of the people, village based NGOs, CBOs, youths etc. in local governance.

The capacity building component was carried out through a sustained campaign with the aim to bridge the perceived and actual performance gaps of the functionaries. It acted as a medium for dissemination of information and awareness to the people on various programmes being implemented by the state and central governments. The community members, especially the youth and the senior students, were mobilized to participate in the development programmes through proactive participation in Gram Sabhas and Youth Sabhas. The methodology adopted by State included targeted trainings, Mahila/Youth/Model Gram Sabhas, co-ordination workshops, awareness campaigns, exposure and field visits to sites of best practices, within and outside the state. The people, especially the youth were sensitized for mobilization of Gram Sabha, Mahila Sabha and Youth Sabha as well as various social campaigns, including campaign against substance abuse, waste management etc. Focused activities including Environment Generation activities; Mahila Sabhas; Sensitization and Mobilization of GP Standing Committees/Working Groups, SHGs, NGOs, CBOs, Youth and others; Coordination workshops; Identifying Champions including individuals, organizations, ERs, GPUs; Facilitation of Model Gram Sabha and IEC activities were carried out.

#### Outcome of the initiatives and activities

- Strengthened and participatory local governance
- Proactive role of Elective Representatives and Panchayati Raj functionaries in planning and implementation of various rural development schemes.
- Better participation of public in the planning process and Gram Sabha
- Planning as per the actual needs and demands of the public
- Women Empowerment with enhanced agency and expression of their needs and demands
- Greater involvement of youth
- Strengthened Gram Sabha, Mahila Sabha, Youth Sabha and Bal Sabha
- Enhanced coordination within GPU as well as with various Departments
- Recognition and Awards to individuals, organizations, ERs, GPUs and others



## Chapter 7

# Integrated Decentralised Planning at Intermediate and District Level

### 7.1 Constitutional Provision for District Level Planning

Article 243ZD of the Constitution of India has the following provision:

*“Committee for district planning.—*

*(1) There shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.*

*(2) The Legislature of a State may, by law, make provision with respect to-*

*(a) the composition of the District Planning Committees;*

*(b) the manner in which the seats in such Committees shall be filled:*

*Provided that not less than four-fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district;*

*(c) the functions relating to district planning which may be assigned to such Committees;*

*(d) the manner in which the Chairpersons of such Committees shall be chosen.*

*(3) Every District Planning Committee shall, in preparing the draft development plan,- (a) have regard to-*

*(i) matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;*

*(ii) the extent and type of available resources whether financial or otherwise;*

*(b) consult such institutions and organisations as the Governor may, by order, specify.*

*(4) The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.”*

Thus Article 243ZD in the Constitution makes it mandatory for the State Governments, to constitute District Planning Committees (DPC), to prepare District Development Plan by consolidating the plans prepared by all the Panchayats and Urban Local Bodies. In preparing the district plan, DPC is required to consider matters of common interests, including spatial planning, sharing of water and other physical and natural resources, integrated development of infrastructure and environmental conservation etc. There is need to encourage district level planning by DPC.

## **7.2 Planning by Intermediate Panchayats and District Panchayats**

### **7.2.1 Planning by Intermediate Panchayats**

The process, structure and format of an Intermediate Panchayat Plan will be largely the same as followed at GP level. After GPDPs are prepared and approved at GP level, the same are to be forwarded by the GPs to the Intermediate Panchayat. Those projects and activities which are to be implemented in more than one GP area and which can be implemented at the Intermediate Panchayat level because of its higher institutional capacity and technical competency, are to be referred by the GPs to the Intermediate Panchayat for consideration at its level. An Intermediate Panchayat Plan will have two components: (a) one containing the activities which, out of those referred by the GPs, have been considered by the Intermediate Panchayat for inclusion in its Plan and (b) the activities which are possible on the part of the Intermediate Panchayat to plan for with resources available at its level and implement and monitor according to the principles of subsidiarity. The plan activities of the line departments operating at the Intermediate Panchayat level should be integrated into the Intermediate Panchayat Plan, although the same may be implemented by the line departments themselves. There may not be separate scheme-based compartmentalized action plan at the Intermediate Panchayat level and in this way the Intermediate Panchayat Plan would be a single and comprehensive plan to address all or most of the relevant development issues pertaining to the Intermediate Panchayat level. The Intermediate Panchayat Plan will be approved by the Intermediate Panchayat itself.

### **7.2.2 Planning by District Panchayats**

After Intermediate Panchayat Plans are prepared and approved at Intermediate Panchayat level itself, the same are to be forwarded by the Intermediate Panchayats to

the District Panchayat. Those projects and activities which are to be implemented in more than one Intermediate Panchayat area and which can be implemented at the District Panchayat level because of its higher institutional capacity and technical competency, are to be referred by the Intermediate Panchayats to the District Panchayat for consideration at its level. The District Panchayat Plan will have two components: (a) one containing the activities which, out of those referred by the Intermediate Panchayats have been considered by the District Panchayat for inclusion in its Plan and (b) the activities which are possible on the part of the District Panchayat to plan for with resources available at its level and implement and monitor according to the principles of subsidiarity. The plan activities of the line departments operating at the district level should be integrated into the District Panchayat Plan, although the same may be implemented by the line departments themselves. There may not be separate scheme-based compartmentalized action plan at the District Panchayat level and in this way the District Panchayat Plan will be a single and comprehensive plan to address all or most of the relevant development issues pertaining to the District Panchayat level. The District Panchayat Plan will be approved by the District Panchayat itself.

### 7.3 Preparation of District Development Plan by DPC

As mandated by the 74<sup>th</sup> Amendment of the Constitution, consolidation of the three-tier Panchayat Plans into the Draft District Development Plan is a responsibility of the District Planning Committee. The District Planning Committee is to consolidate the three-tier Panchayat Plans and the plans of the Urban Local bodies like Municipalities, Municipal Councils, Notified Area Authorities and Municipal Corporations into a comprehensive **District Development Plan** in such a way that the rural and urban plans get integrated into it, yet they can remain intact and independent as plans of the rural and urban institutions of local government. As provided in the Article 243ZD in the Constitution, District Planning Committees (DPC) should prepare a Draft District Development Plan, which would be comprehensive to cater needs of both urban and rural areas

### 7.4 Benefits of Integrated Planning at Intermediate and District level

GPs are preparing GPDP at the local level. GPDP is an integrated plan document. GPs prepare plans based on available resources but they also keep activities in plans which are not in their purview as per principles of subsidiarity. Some of the activities are referred to the upper tiers of Panchayats namely; Block/Intermediate Panchayats and District Panchayats. It is an ideal opportunity for regularising both the tiers and at the DPC level an integrated plan document could be prepared along with plans from urban local bodies. There is need to have discussion between officials and elected representatives and all the stakeholders. GPDP cannot cover inter GP issues or the activities required by more than one Panchayat. Moreover, there are many schemes/department operate at Block or

district level. Their planning is also at these levels. In the aforesaid context there is need to prepare Intermediate/Block level plan by corresponding Panchayat by consolidating GPDPs of GPs in their respective areas. Further, convergence may be achieved through participation of Block Panchayat officers/line Departments. Major issues/interventions required for the areas should be given priorities while preparing the plan.

The District Plan will integrate multiple programmes that are in operation in the district for efficient use of resources. There ought to be only one development plan for the Panchayats prepared through a common planning process and not a set of separate plans prepared in accordance with the guidelines of each programme. Thus once works and priorities are identified, components pertaining to a particular sector could be taken up through schemes, including CSSs while still keeping within the guidelines of those schemes. In the realization of the district vision, District Plans will need to put together all the resources available at the command of the district under various sectoral schemes including State Plan, CSSs etc. and consolidating GPDPs and Intermediate and District Panchayat Development Plans leading to a comprehensive District Development Plan for each District.



## Chapter 8

### GPDP Implementation and Monitoring

A good GPDP would need effective implementation and a prerequisite for effective implementation is robust monitoring and mentoring. The very nature of convergence itself calls for enhanced monitoring and mentoring at multiple levels. The system envisaged is not routine review and monitoring but more of understanding, appreciation of the process being followed by the local governments and catalyse the systematic steps for effective GPDP preparation and implementation. Mentoring should be the underlying principle to encourage the local leadership of the local governments and ignite them for a visionary plan and inclusive sustainable development of their Panchayat. The following requirements are suggested towards strengthening regulatory monitoring and mentoring mechanisms for effective formulation and implementation of GPDP:

- Mandating the use of PFMS for all releases and transactions of expenditure by the Panchayats.
- Monitoring and mentoring the GPDPs of the Panchayats towards their proper preparation, integration, implementation and follow-up.
- Strengthening the social audit mechanism with in-built quality control processes for the works/ activities of the Panchayats
- Geo-tagging of all assets created with the funds and online display of the same in the portal
- Correlating the outputs of the expenditure of the funds with the final outcome of factors related to standard of living of the citizens.
- The review, monitoring and mentoring will be at State, District, Block and community levels. The composition and function of each committee are described in the succeeding sections.

An Empowered Committee is set up at State Level to extend necessary support and issue clarifications sought by GPs as envisaged in Chapter 3 and Annexure-I. The EC have the powers to sort out all operational matters and issue appropriate instructions and directions to all stakeholders. The EC may use local SDG target and indicator framework and Mission Antyodaya ranking as a tool to map and monitor progress being made.

#### 8.1 Coordination Committee at District Level

State Government may constitute District Level Coordination Committee with District Collector/ Chairperson Zilla Parishad as Chairperson and - District Panchayat Presidents / district level line department officials / representatives from academic institutions etc; as

prescribed in Chapter 3 and Annexure II and III. The district level committee have to ensure that GPDP are formulated in each GP in a time-bound manner.

## 8.2 Coordination Arrangements at Block Level

Similarly, the State may also constitute a Block level Coordination Committee with the Block Panchayat President/Block Development Officer or equivalent as chair with block level officials from line departments and selected GP Sarpanch members as envisaged in Chapter 3 and Annexure III.

## 8.3 Community Based Monitoring

It is also desirable that community based monitoring may be put in place with SHG network, Academic institutions under Unnat Bharat Abhiyan or any other institutions for monitoring of the GPDP. The Panchayats can be encouraged to leverage these institutional arrangements for improving their performance and achieving inclusive sustainable panchayat development. The community based monitoring can be carried out in following manner:

- Field monitoring by identified officers and Quality Monitors at State/district levels.
- IT based monitoring including geo-tagged, time stamped photographs of assets.
- System of pro-active disclosure may also be put in place, in appropriate formats.
- National Level Monitors (NLMs) for GPDP preparation and implementation.
- Independent evaluation.
- Monthly Progress Reports (MPR) of physical progress, financial progress, and expected outcomes project (work) - wise need to be prepared by the GP in prescribed format and shared with supervisory authorities.
- Social Audits as a tool to ensure that the programme and the functionaries accountable to the Gram Sabha.
- Monitoring of the progress of plan preparation at GP level.
- By the relevant sectoral departments at the district and state levels.

## 8.4 Social Accountability and Panchayats

Social accountability mechanisms contribute to improved governance, increased development effectiveness through better service delivery and citizen empowerment. GPs are democratic decentralised institutions closest to the people, where people voice their needs and collectively develop development plans for economic development and social justice. There are many tools for ensuring social accountability including citizen charter, citizen report card, gender responsive budgeting, participatory planning, social

audit, wall painting, Right to Information, public hearing, gender audit etc. Some illustration of social accountability includes boards at MGNREGS sites detailing work allocation number, time period and financial allocation made for that particular work; wall paintings in Panchayat Bhawan on the resource envelop at the disposal of Panchayat and social audit of MGNREGS, ICDS, PMAY and others schemes. There should be mandatory training of PRI functionaries and elected representatives in social accountability tools. An accountable GPDP, which is responsive to the needs of people, may have the following key components integrated into it:

- The GPDP Gram Sabha should have participation of women and members marginalised communities.
- All the Gram Sabhas meetings should be documented and video recorded. These recorded minutes and reports should be available in the Panchayat offices for public disclosures.
- All relevant documents used in the preparation of GPDP should be maintained and made available to the public.
- The resolutions of Mahila Sabhas, Gram Sabhas and Special Gram Sabhas for GPDP should be made public and accessible to all.
- Public Information Boards should be available at every GP office or common places in villages with information on resource allocation and activities and Government Schemes.
- Proactive disclosures through Gram Sabhas, wall paintings and MoPR's applications such as PlanPlus of the funds at the disposal of the Panchayats should be accessible to all.
- Social and Gender Audit of the Panchayat activities and government flagship programmes and schemes should be conducted regularly.
- Performance evaluations of Panchayats should be periodically conducted on developing and implementing gender responsive, participatory and socially inclusive GPDP.
- Elected Women Representatives, Mahila Sabhas, SHGs and their federations, literacy workers, ASHAs, teachers, Anganwadi workers, Rozgar Sevaks, VHSNC and Women's Group should actively monitor the implementation of GPDP.
- The resolutions of Mahila Sabhas, Gram Sabhas and GPDP Gram Sabhas should be made public and accessible to all.
- Panchayats Resource Centre should have materials on the above mentioned social accountability tools, primers on all flagship programmes, government campaigns and schemes in the local language.

### 8.4.1 Social Audit and GPDP

Social Audit is an effective means for ensuring transparency, participation, consultation and accountability of the government schemes and functioning of panchayats. The process of Social Audit combines people's participation and monitoring with the requirements of the audit discipline. Since the agency, implementing the scheme cannot itself audit it, therefore, it is necessary to promote people's participation in the audit along with support provided by an independent social audit organization and civil society groups that facilitates the process. The Social Audit process is a fact-finding process and not fault-finding. The process of Social Audit may involve following steps:

- To identify and understand the present state of the selected social programmes
- To compare what is found with given norms in the operational guidelines
- Verification of the findings by local community through public hearing
- Verification of the findings by independent experts
- Preparation of social audit report based on the findings
- Mandatory validation of social audit report in Gram Sabha
- Public hearings at Action taken report on public hearing decisions
- Public display of Action taken report in MIS and GP office.

#### 8.4.1.1 Integrating Social Audit in GPDP

- Mandatory trainings for PRI functionaries and elected representatives on social audit.
- The GPs should ensure conduct of social audit of programmes/Schemes implemented through GPDP.
- Social audit should be conducted for process monitoring and implementation of GPDP.
- The Village level Monitoring Committees, SHGs, Mahila Sabha, people-led organizations, civil society and women's groups should be actively involved in the conduct of social audit.
- The GPs should ensure the public hearing of social audit is video-recorded, the social audit proceedings and reports as well as Action Taken Reports are available in public domain.

### Box 7: “Gram Samvaad” Mobile App --- Empowerment through Information

“Gram Samvaad” is a citizen-centric mobile app developed by Ministry of Rural Development to provide a single-window access to gram panchayat-wise information on objectives of the scheme, key features, resources available, physical progress, beneficiary lists and other citizen-relevant information under all rural development schemes and the grants under 14<sup>th</sup> Finance Commission. The claims of local governments can now be verified during ‘Gram Sabhas’ through this publicly available information. This way, the dissemination of information through this app will serve as a tool for empowerment of rural masses by introducing greater transparency and accountability at all levels of Government.

The programmes for which data is currently available include MGNREGS, PMAY-G, DAY-NRLM, PMGSY, NSAP, DDUGKY, NRuM and 14<sup>th</sup> Finance Commission. This data provides crucial inputs for the ‘Situation Analysis’ phase of preparation of GPDP, and thus helps in a more informed decision making at Gram Panchayat level. The tentative ‘resource envelope’ for a GP can also be determined basis the information available in ‘Gram Samvaad’.

The application is currently available in English, Hindi and Telugu. Other regional languages are also being included in a phased manner. The App can also make use of a mobile phone’s GPS to fetch the current coordinates and automatically provide information of that location. It can also work in offline mode, in case there is no internet connectivity.

Besides being citizen-centric, the App is also helpful to see progress under the schemes, as it gives them a quick view as and when needed, thus enabling quick and effective monitoring.

### Box 8: DISHA

A large number of significant and ambitious programmes are being implemented for improvement of infrastructure and for improving human development and the well-being of people. In the year 2016, District Coordination and Monitoring Committees (DDCMC) were constituted for speedier and effective implementation of various schemes. It was envisaged that this would ensure better coordination amongst all the levels of Elected Representatives in Parliament, State Legislatures and Local Governments (Panchayati Raj Institutions, Municipal Bodies) for effective and efficient monitoring of the progress of major projects aimed at socio-economic transformation at district level. Such a monitoring would ensure a common goal for accelerated rural development through convergence. The key objectives of a Monitoring Committee *inter alia* are (i) to monitor the pre-identified 42 key central sector programmes and schemes (Annexure-XXI), (ii) to ensure adherence to the guidelines associated with the Programme/Scheme, (iii) to promote synergy and convergence and (iv) to identify gaps and suggest corrective measures. DISHA necessarily covers all non-statutory schemes of Government of India that are administered in general.

In order to ensure that objectives are being realized, the DISHA guidelines stipulates that DISHA meetings be held once in every quarter wherein the progress on the non-statutory schemes would be evaluated. The meetings can be convened in consultation with the Chairman of the committee. It is also imperative that meeting notice, agenda notes and proceedings of the meetings are made available on the public domain. Further, a one stop dashboard for all the 42 schemes of 21 Ministries/departments is also available; which is a single source of relevant information to DISHA Stakeholders, eventually covering all the 42 identified programmes and schemes of the participating Ministries and Departments. The portal may be utilized for the purpose of monitoring and tracking the progress of the relevant schemes.



## Chapter 9

# e-Panchayats and GPDP

### 9.1 GPDP in PlanPlus

In the emerging governance pattern, there is a close relation between e-Governance and decentralization as both are integral parts of the sustained development paradigm. e-Governance is a means to achieve the goal of 'Good governance'. By harnessing Information, Communication & Technology (ICT) tools for internal as well as external operations, by better managing its resources and developing an appropriate organizational culture, the objective of good governance can be attained much more effectively. As such, the success of decentralized planning at the local levels rests its objectives such as efficiency, transparency, accountability, responsibility and participation, social equity and gender equality.

Ministry of Panchayati Raj (MoPR) with an aim to transform Panchayati Raj Institutions (PRIs) into symbols of good governance, transparency and efficiency, is implementing e-Panchayat programme, with a vision to empower and transform rural India. Identifying a strong need to build a "digital inclusive society" where large sections of rural population are able to benefit from new technologies; access and share information, use services freely and can participate in the planning and development process more effectively, e-Panchayat MMP engages ICT for following purposes:

- Automation of internal workflow processes of Panchayats
- Improving delivery of services to citizens
- Capacity building of Panchayat Representatives and Officials
- Social Audit
- Transparency, Accountability, Efficiency and RTI compliance of Panchayats
- Improving Governance of local self-government

In order to facilitate the process of preparation of GPDP, PlanPlus includes basic Panchayat profile data source such as Census 2011, SECC and Mission Antyodaya. Further, data pertaining to various Central Schemes such as Fourteenth Finance Commission, MGNREGS, NRLM etc. would also be pre-populated on PlanPlus.

## 9.2 Panchayat Enterprise Suite

The programme includes a suite of Core Common Applications collectively called Panchayat Enterprise Suite (PES), catering to various aspects of Panchayats' Functioning including planning, budgeting, implementation, accounting, monitoring, social audit and delivery of citizen services like issue of certificates, licences etc. The various Applications of PES is given in Table 6.

**Table 6: Panchayat Enterprise Suite**

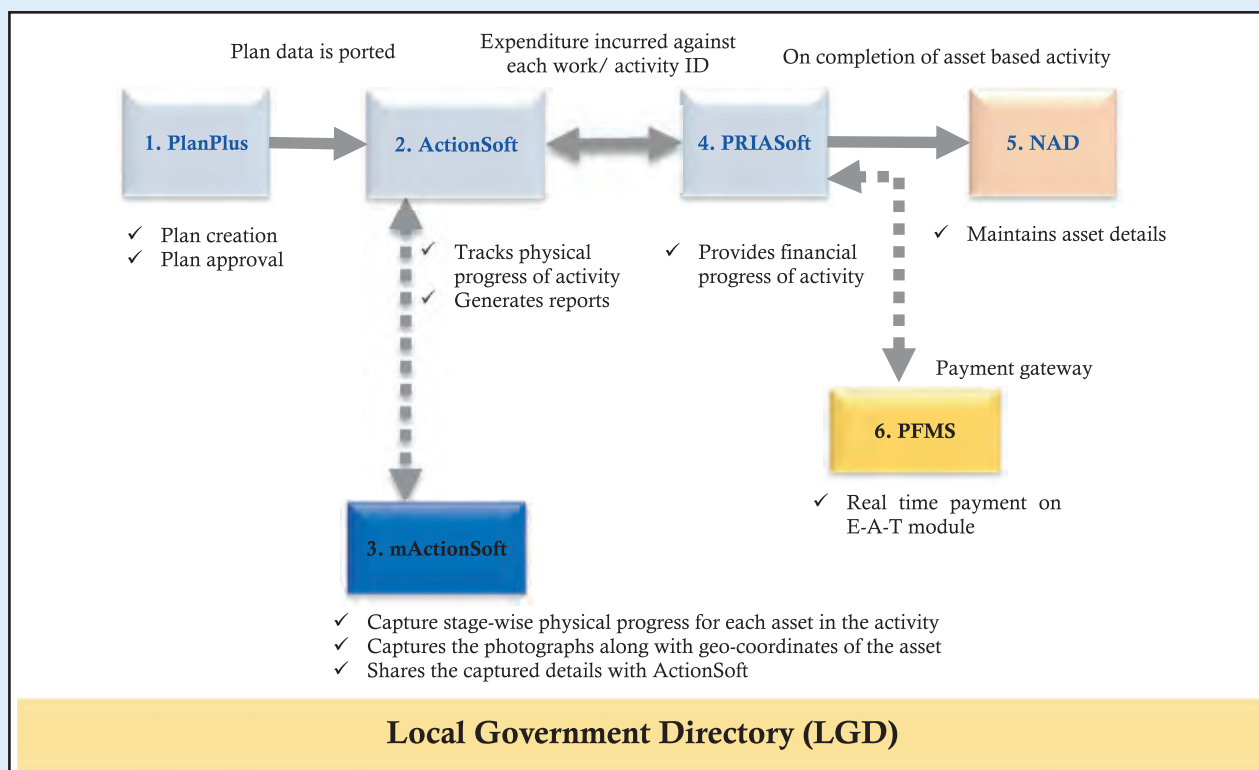
Sr. No	Application	Description
(i)	PlanPlus	Facilitates strengthening of participative decentralized planning and enables preparation of participatory Gram Panchayat Development Plan (GPDP).
(ii)	ActionSoft	Facilitates proper recording of the Financial and Physical progress of the works.
(iii)	PRIASoft	Captures receipt and expenditure details through voucher entries and automatically generates cash book, registers etc.
(iv)	National Asset Directory	Captures details of assets created/maintained; helps avoid duplication of works and provides for maintenance.
(v)	Local Government Directory	Captures all details of local governments and assigns unique code to all administrative and Panchayat units.
(vi)	National Panchayat Portal	Dynamic Web site for each Panchayat (i.e. ZPs, BPs & GPs) to share information in public domain.
(vii)	Area Profiler	Captures geographic, demographic, infrastructural, socio-economic and natural resources profile of a village/ Panchayats and details of Elected Representatives & Panchayat Functionaries, Election details etc.
(viii)	ServicePlus	A dynamic metadata-based service delivery portal to help in providing electronic delivery of services.
(ix)	Training Management Portal	Portal to address training needs of stakeholders including citizens, their feedback, training materials etc.

Sr. No	Application	Description
(x)	Social Audit	To understand, measure and verify work under different schemes done by the Panchayat and further to improve social performance of respective Panchayats.

### 9.3 Electronic Financial Management System (e-FMS)

With the substantial amount of funds (Rs 200292 Crores) under the Fourteenth Finance Commission being given to the 2.48 lakhs Gram Panchayats (GPs); Government of India is in the process of putting a robust system for effective monitoring of public expenditure by means of a holistic system capturing the entire gamut of activities, right from the stage of planning to monitor the various stages of work, recording the expenditure incurred for the works to providing a complete details of the asset created. For this purpose, MoPR is putting in place an Electronic Financial Management System (e-FMS) comprising of PlanPlus, ActionSoft, PRIASoft and National Asset Directory (NAD) with Local Government Directory (LGD) forming the base for such a robust system along with the Public Financial Management System (PFMS). The architecture is illustrated schematically in the Diagram 5.

**Diagram 5: Architecture of Electronic Fund Management System**



### 9.3.1 PlanPlus

PlanPlus application has been developed to demystify and simplify the decentralized planning process and to facilitate convergence of resources and people's participation in the planning cycle. The application provides an empirical grounding to GPDP through rigorous compilation and analysis of data, including the baseline which needs to be institutionalised as a part of the planning system. The application would generate micro-level database for local level planning i.e. data for use by all for planning, monitoring and evaluation. The software is web-based, compatible for local language adaptation and captures the entire planning workflow starting from identification of needs and up to the plan approval processes. It is generic and can capture the plans prepared by the GPs, as well as the line departments & Urban Local Bodies. The Software enables convergence of the related schemes and programmes, brings about total transparency in the plan preparation and approval processes, and facilitates online monitoring.

PlanPlus application supports Need Based Planning rather than Scheme-based planning. It captures different types of activities (Public Works, Beneficiary Oriented Programme & Costless Activities). It facilitates convergence of funds from central, state sponsored schemes and other resources to address the needs of the people. The key features of the software are as follows:

- **Capturing of Priority list** – Enables citizens and Plan Units to submit their requirements and aspirations to the appropriate planning unit. Each planning unit (RLBs/ULBs/LD) may go through the citizens' suggestions and may identify activities to fulfill the same.
- **Shelf of Activities** - Enables planning units to maintain the shelf of activities. The shelf of activities includes the list of activities that the planning unit proposes to take up in a plan year.
- **Resource Envelope**- Facilitates the recording of budgetary allocation of funds from various Central and State government schemes and other resources such as own resources, Fourteenth Finance Commission grants, SFC grants, Corporate Social Responsibility and Beneficiary Contribution etc.
- **Financial Convergence** - Enables intelligent convergence of funds from different sources of funds for an activity, thereby ensuring that the available funds are utilized to the maximum possible extent and at the same time important activities are not abandoned for lack of funds
- **Sectarian Convergence** – Enables sectarian integration by stimulating the planner to think in terms of end-to-end projects rather than in terms of isolated islands of activities

- **Workflow** - Helps in capturing the State Specific Workflows for each type of planning unit, which is used to automatically to route the Plan through the approval process. Any change in the plan approval process is also carried out seamlessly
- **Plan Generation** – Generates various views of the Plan including Sectorian and Scheme Plans
- **Uploading GPDP on PlanPlus** – GPDP can be uploaded on PlanPlus and kept in public view for ensuring transparency.

Further, as a part of People’s Plan Campaign, PlanPlus has been restructured in order to provide the GPs with a holistic over view of the various available indicators with respect to the following:

- **Basic parameters:** total population, male population, female population, total household, total number of SHGs etc.
- **Key infrastructure parameters:** households engaged exclusive in farm activities, availability of banks, availability of ATM, road connectivity (all weather road, internal CC), availability of schools.
- **Health, Nutrition & Sanitation:** Community waste disposal system, ODF village, availability of Anganwadi centre, no. of children immunized, no. of children categorized as non-stunted etc.
- **Women Empowerment:** no. of households mobilized into SHGs, No. of households mobilized into Producer Groups (PGs) etc.
- **Financial inclusion:** No. of SHGs accessed bank loans

These parameters would provide a detailed understanding/analysis of the areas which requires interventions. Accordingly, the GPs can devise a development plan which shall address the gaps identified. These gaps/areas of improvement areas may be categorized as Critical areas, Medium priority areas and Low priority areas; which shall aid the GPs to prioritize the list of activities to be done. The information shall be similar to the score card of Mission Antyodaya Survey 2017 and 2018 (Annexure-XXII).

### 9.3.2 ActionSoft

Further, GPDP is meant to meet the aspirations of the local community, but in order to ensure optimum utilization of resources instead of focusing only on planning, the need is to look into planning, monitoring and implementation of Plans in a holistic manner. In this reference, ActionSoft (<http://reportingonline.gov.in/>) is an application, which is already available under e-Panchayat programme and could be engaged for tracking/ reporting of physical and financial progress of the activities/ works included in the Action Plan(s) of



the Panchayats. This would ensure optimum utilization of resources available to the Panchayats.

Furthermore, mActionSoft, a mobile application has been developed for capturing stage-wise progress of on-going asset based activities at the field level. The mobile application is available on the GooglePlay Store and supplements ActionSoft and captures photograph along with the geographical coordinates of each asset.

### **9.3.3 PRIASoft**

The need for adoption of a sound Accounting and Audit System in Local Bodies, particularly in Panchayati Raj Institutions (PRIs), has been constantly emphasized by successive Central Finance Commissions (CFCs), to ensure transparency & accountability. This will greatly enhance the credibility of Panchayats leading to greater devolution of Functions & Funds to PRIs. A sound financial management system in the PRIs is a long felt need for fostering increased accountability at PRIs. Furthermore, as indicated by successive Finance Commissions, a mechanism is also urgently needed for aggregating data relating to Panchayat Finances for improved decision making at various levels of government. The adoption of sound accounting management systems for PRIs would help the States to track fund-flow and assessing the total flow of funds in the system and accordingly decide on the periodic releases.

PRIASoft ([www.accountingonline.gov.in](http://www.accountingonline.gov.in)) a web-based application to facilitate better financial management of the PRIs, by putting PRI accounts in public domain. PRIASoft has been one of the most used Applications under PES. PRIASoft aims to keep track of all the in-flow (Receipts) and out- flow (Expenditure) of the Panchayati Raj Institutions. The Application facilitates better financial management of PRIs by bringing about transparency and accountability in the maintenance of accounts thereby leading to better credibility and ultimately strengthening of PRIs. It is a centralized Accounting Software intended for use by ZPs, BPs and GPs.

### **9.3.4 National Asset Directory (NAD)**

National Asset Directory (NAD) is one of the software applications envisaged as part of e-Panchayat MMP. NAD aims to keep stock of all the assets created, controlled and maintained by the RLB/ULB/Line Department in the country and assign a code to each asset for its unique identification leading to effective utilization of the Assets. NAD software application will be primarily used by the officials of RLBs (Village Panchayat, Block Panchayat, and District Panchayat), ULBs (Municipalities, Town Areas etc.), State

PR Departments, and Other Line Departments of State, MoPR and other Central Line Ministries/Departments. Key features of NAD Application are as follows:

- Generates a unique Asset ID for identification of Assets created/ maintained/ controlled by RLB/ ULB/ Line Department.
- Keeps track of asset details including Asset name, Asset description, category & sub category of asset, source of funds etc.
- Captures asset upgradation and asset maintenance details.
- Captures asset earning details.
- Captures asset transfer and asset disposal details.
- NAD generates reports on Complete List of Assets, Asset Maintenance Details, Upgradation Details, Earning Details, Disposal Details and Transfer Details.

### 9.3.5 Local Government Directory

Forming the backbone of this entire architecture is the Local Government Directory (LGD). The objective of LGD is to assign unique code to each administrative entity and maintain up-to-date list of revenue entities (districts/ sub-districts or revenue circles/ villages), Local Government Bodies (Panchayats, Municipalities and traditional bodies) and their wards, organizational structure of Central, State and Local Governments, reporting hierarchy within the government organizations. Some of the salient features of LGD are as follows:

- Customizable Local Government/Panchayat Setup
- Give Unique Codes to each administrative entities
- Facilitates the user to generate/ upload the Government Orders/Notifications
- Maintenance of local government bodies and its mapping with constituting land region entities e.g. villages mapping with Gram Panchayat and Blocks
- Maintains Versioning of the entities (any change in the attributes may be recorded)

With the increased emphasis on Digital India Programme and Direct Benefit Transfer by the government, more and more Government schemes/programmes and processes are coming under the ambit of e-Governance. Further, it was mandated by the Cabinet Secretariat for all the Ministries/State Departments to conform to the LGD unique codes thereby providing ease of operability between various schemes of different Ministries. The hindrance of interoperability and standardization of location codes has been resolved by using LGD codes in other schemes/ e-Governance application. Local Government Directory application (<http://lgdirectory.gov.in>) acts as the standard location code directory across all databases/applications of Ministries/Departments and States/UTs and

used as the single standard window to update and manage unique codes of various administrative units, urban as well as rural.

### 9.3.6 Public Financial Management System (PFMS)

To further strengthen the attributes of effective and efficient governance; the Ministry has also integrated PRIASoft with PFMS for bringing transparency and accountability in management of finances available to Panchayats under FFC award. PFMS would be used as a common transaction-based on-line fund management and payment system, to track the FFC fund disbursement from Government of India to various levels down below under all Plan Schemes till the last level of utilization and ultimately report utilization under these schemes at different levels of implementation on a real time basis. Therefore, States on their part have to ensure completion of the identified requisites viz. *i) Mapping/Registration of all GPs with bank details as agencies with LGD code on PFMS, ii) Provisioning of Digital Signatures (DSCs) dongles to Sarpanch & Panchayat Secretary (with Maker & Checker facilities) with login facility on PFMS, iii). Closure of year books/accounts for FY 2017-18, iv) Mapping/registration vendors/service providers in PFMS with bank details).*

## 9.4 GIS based GPDP

With the FFC laying more emphasis on providing financial stability and ensuring effective planning, preparation of participatory GPDPs gains utmost importance. It is important to bring more accountability and transparency to the process for preparing GPDP, which can be achieved by linking it with the Geographic information system (GIS).

The GPs prepare annual plan for development and large amount of resources are utilized for implementing the plan. Such plans are prepared based on available database or even on an intuitive basis, depending on local knowledge of the area. There is need to have objectivity in the planning process by acquiring relevant data and performing planning at GP level with the use of geographic data for sustainable development. It enables the user to take better decisions based on geographical data and spatial analysis.

Using spatial planning in local self-governance can ensure openness and accountability in the functioning of GPs. With the aid of GIS and satellite imagery, a detailed visual record of the projects can be maintained, which can be accessed any time. Physical verification of the projects can be done by anybody, from anywhere and at any time. GIS can increase legitimacy and acceptability of the PRIs among its stakeholders.

At the local level, in particular, non-availability of information in a spatial manner renders the information difficult to grasp and understand, which leads to adhocism in prioritisation of schemes/ programmes, poor decision-making, slow process of making corrections during implementation and narrow participation of people in the process. The status of various works (planned, in-progress as well as completed) should be spatially displayed to the public for their information and timely feedback. In addition to this when the scheme is actually implemented, i.e. at the time of delivery, local people have no channel to get the information regarding expenditure made or quantum of assistance etc. This lack of transparency further leads to corruption and jeopardises the interests of the people and the government. In respect of spatial planning it becomes very helpful if the current status as well as proposed developments are shown in maps.

#### 9.4.1 Benefits of GIS based planning

- i. **Decision support system:** Support in developmental planning and execution of planned activities.
- ii. **Viewing and Analysis of Plan:** Queries and analysis of the plan could be seen on thematic maps to show spatial features for easier visualization of the output and internalization of the same. This is especially useful in ensuring convergence of various activities and in knowing all the works that are being taken up in a certain geographic area within the GP.
- iii. **Performance Analysis:** Performances of all GPs based on selected indicators across each district / block wise can be visualised on thematic maps. This will help every GP to know about the best performance on any selected indicator, which has been already achieved in the district.
- iv. **Management Dashboard:** A GIS based management dashboard to provide senior management with the status of ongoing plans/schemes.
- v. **Enhanced citizen engagement:** Most of the two way interaction with citizens may move to mobile channels resulting in less load on manpower intensive over-the-counter service delivery.
- vi. **Utilization of Resources and Infrastructure:** Provide cost effective solution for utilization of resources and maximize the benefits.

## 9.4.2 GIS support in Developmental Planning and Implementation of Planned Activities

GIS can enhance transparency in planning, implementation and operation. It provides 'real time' monitoring of activities implementation status.

- i. Geo-tagging / geo-referencing the location from where data is being collected thereby enhancing the reliability of data when plotted on the base map to enable a "granular" analysis at the disaggregated level.
- ii. Identification of suitable site for creation of new amenities.
- iii. Visualization of all approved works with their attributes for the plan on the map.
- iv. Visualization of spatial trends in GPDP plan implementation such as:
  - Focus area wise activities being implemented in a Panchayat.
  - Comparison between Physical progress vs. financial expenditure for activities underway in a Panchayat etc.
  - Fund utilisation trending.
- v. Management of Assets and infrastructure like roads, hand Pumps etc.
- vi. Decision Support system to check and monitor the activities at GP level. It can help for facilitating better and efficient planning.
  - Land holding analysis
  - Health services analysis
  - Social strata and eligibility analysis
  - Education analysis
  - Available financial amenities analysis
- vii. Natural Resource management
  - Agricultural land spread
  - Wasteland development
  - Watershed management
  - Groundwater potential assessment
  - Water resource management plan



# Annexure

### **Indicative Structure and functions of Empowered Committee at the State level**

#### **i. Structure of Empowered Committee:**

- a) Chief Secretary/ Development Commissioner- Chairperson
- b) Secretary in charge of Panchayati Raj (Convener)
- c) Secretaries in charge of the following Departments:
  - i. Finance
  - ii. Planning
  - iii. Rural Development (if it is not part of Panchayati Raj)
  - iv. SC development
  - v. ST development
  - vi. Women & Child development
  - vii. Drinking water & Sanitation
  - viii. Health
  - ix. School Education
  - x. Agriculture/Animal Husbandry/Fisheries
  - xi. Industries
  - xii. Forest
  - xiii. Public Relations
  - xiv. Skill development (if there is a separate department)
  - xv. Environment, Forests and Climate Change
  - xvi. Tribal Development
- d) Director, SIRD&PR
- e) SLO of NIRD&PR
- f) Representative of NIC in the state
- g) State Nodal Officer for GPDP
- h) Advisers/Specialists/officials as may be decided by the State Government
- i) Presidents of 2-3 Gram Panchayats nominated by the State Government
- j) President of one each of District Panchayat and Intermediate Panchayat

The Chairperson of the Committee may select unofficial members and co-opt other members

## ii. Functions of the Empowered Committee (EC):

- a) Prepare Government Orders/Resolutions detailing different processes and procedures
- b) Ensure convergence inter departmental coordination at all levels
- c) Issue instructions on convergence of schemes and resources including detailing of human resources and technical support at all levels
- d) Get facilitator nominated for each GP
- e) Take decisions as needed for mid-course corrections, troubleshooting etc.
- f) Respond to issues from the field and come out with circulars/clarifications
- g) Guide and ensure capacity building activities of all relevant stakeholders
- h) Monitor and steer the entire process
- i) Assess the performance in localizing SDG framework that considers GP level targets and indicators that are pre-set.
- j) To sort out all operational matters
- k) To issue appropriate instructions and directions to all stakeholders

### List of Activities Envisaged at State and District level

- i. An appealing and meaningful local name may be given by States to the GPDP, if not already given or modification required in the existing name.
- ii. The campaign approach on the lines of the literacy campaign, national immunisation campaign, the Swachh Bharat Mission etc. may be followed.
- iii. Motivating and encouraging communications including letters from the Chief Minister/Minister may be issued to elected heads of GPs, members, and to the Department Head.
- iv. Launch of the programme at multiple levels, preferably the State level programme be inaugurated by the Chief Minister and district level by a dignitary.
- v. Explanatory meetings at the State, district and block, GP/cluster of GPs involving:
  - a. Elected Representatives including MPs and MLAs
  - b. Officials of all departments concerned
  - c. Resource persons and trainers
  - d. Organisations working with Panchayats
  - e. Community/citizens
  - f. Local opinion makers, religious leaders, traditional leaders
  - g. Political parties
  - h. People's groups (SHGs), cooperatives
  - i. Educational institutions
  - j. Media
  - k. Village level Committees
- vi. Develop and implement a media plan to publicise the population the focusing on newspapers, radio, TV, local cable operators, Cinema halls, Social media, GP website, mobile telephony, Folk Campaign and street plays, Poster Campaign, Brochures/pamphlets etc.

## Annexure-III

### Functions of District and Block level Coordination Committees

#### A. Functions of District level Coordination Committee

- i. To ensure that field functionaries of selected GP be present and explain their developmental activities in the current year and next year in special Gram Sabha
- ii. To ensure implementation of Government Orders/Resolutions related to GP Development Planning
- iii. To get facilitator for each GP nominated
- iv. To ensure inter departmental coordination at the sub-district and district levels
- v. To consolidate actions for achieving the SDGs at GP level and scaling up action and impacts at District levels
- vi. To ensure convergence of schemes and resources- MGNREGS and Swachh Bharat Mission (SBM) in particular
- vii. To decide on the demarcation of GP clusters if required as part of the master guidelines
- viii. To coordinate the environment creation activities and media plan at the district level
- ix. To respond to issues from the field and undertake troubleshooting and crisis management as required
- x. To ensure that necessary human resources required for GPDP processes are available as required in all GPs and clear cut responsibilities are fixed
- xi. To carry out a mapping of all stakeholders and coordinate their capacity building
- xii. To ensure availability, GP-wise, of secondary data relevant to GPDP as per the State Guidelines (GP wise)
- xiii. To ensure timely coordination of technical appraisal and approval of projects
- xiv. To monitor and steer the entire GPDP process at the district level
- xv. To monitor the implementation of the GPDP
- xvi. To report and provide feedback to the EC on the status of GPDP in the district, on issues and on best practices

#### B. Functions of Block level Coordination Committee

- i. To ensure facilitator for each GP nominated
- ii. To ensure inter departmental coordination at the block/cluster and GP level



- iii. To ensure that field functionaries of selected GP be present and explain their developmental activities in the respective Gram Panchayat area in the current year and next year in Special Gram Sabha
- iv. To form cluster level technical support teams for GPDP processes in the Block
- v. To consolidate actions for achieving the SDGs at GP level and scaling up action and impacts at Block levels
- vi. To ensure convergence of schemes and resources-MGNREGS and SBM in particular
- vii. To respond to issues from the field and undertake troubleshooting and crisis management as required
- viii. To ensure that necessary human resources required for GPDP processes are available as required in all GPs and make necessary local arrangements to fill gaps
- ix. To provide technical resources for GPDP including human resources, infrastructure and equipment
- x. To make logistic arrangements for Capacity building at the cluster, GP and sub-GP level
- xi. To coordinate the environment generation activities and media plan at the Block and grassroots level
- xii. To ensure availability of secondary data relevant to GPDP as per the State Guidelines
- xiii. To ensure timely coordination of technical appraisal and approval of projects
- xiv. To monitor the entire GPDP process at the Block level
- xv. To monitor the implementation of the GPDP
- xvi. To report and provide feedback to the District Coordination Committee on the status of GPDP in the Block, on issues and on best practices.

## Annexure-IV

### Human Resource Support for Panchayat




- i. Resource person of MGNREGS-State, district and field levels
- ii. Community resource persons/Cluster coordinators/CLFs and PLFs of NRLM
- iii. Officials of Line Departments
- iv. Bharat Nirman Volunteers
- v. NYK volunteers
- vi. Young Professionals working in different schemes
- vii. PMRDFs
- viii. NSS volunteers - General stream, Technical stream
- ix. Village level staff ((BMC members, GP Sachiv, ASHA, ICDS worker, Gram Rozgar Sahayak)
- x. Swachh Bharat Preraks
- xi. Other cutting-edge officials – especially from technical department
- xii. Literacy (Saksharata) Staff
- xiii. Retired officials, especially Engineers
- xiv. Local youth and school children
- xv. Outstanding officers from various departments on special working arrangement
- xvi. Government Engineers of other departments on payment of incentive for additional work
- xvii. Apprentices, interns from academic institutions
- xviii. Barefoot Engineers
- xix. Professionals from CSOs/PSUs, academic institutions on voluntary basis
- xx. CSR placements
- xxi. Other Trainers
- xxii. Students and teachers from academic institutions which are part of the Unnat Bharat Abhiyaan

### Monitoring and Mentoring Mechanism

- i. The local SDG target and indicator framework will be used as a tool to map and monitor progress being made.
- ii. It is also desirable that Community based monitoring may be put in place using the SHG network, facilitated by CSOs, if required.
- iii. Academic institutions under Unnat Bharat Abhiyan or any other institutions could be associated with the monitoring of the GPDP.
- iv. Field monitoring by identified officers and Quality Monitors at State/district levels is another method of monitoring that can be adopted.
- v. IT based monitoring including Geo-tagged, time stamped photographs of assets must be undertaken wherever the states are ready for the same.
- vi. System of Pro-active disclosure may also be put in place, for which appropriate formats may be designed.
- vii. National level monitors (NLMs) can monitor GPDP preparation and implementation as part of the field visits.
- viii. States should also put in system of independent evaluation and share the findings with MoPR.
- ix. Monthly Progress Reports (MPR) of physical progress, financial progress, and expected outcomes project (work) wise need to be prepared by the GP in prescribed format and shared with supervisory authorities.
- x. Social Audits as a tool to ensure that the programme and the functionaries are accountable to the Gram Sabha may be adopted.
- xi. Monitoring of the progress of plan preparation at GP level may be made an agenda item of the review conducted by State and District level Vigilance and Monitoring Committees constituted to look into RD and PR programmes.
- xii. Monitoring of the progress of plan preparation at GP level may be made an agenda item of the review conducted by the relevant sectoral departments at the district and state levels.

## Annexure- VI

### Design of Public Information Board

**150<sup>th</sup> BIRTH ANNIVERSARY OF MAHATMA GANDHI**

Gram Panchayat: .....

LGD Code: .....

Block/Taluka: .....

District: .....

State: .....

Name of Sarpanch: .....

Names of Villages: .....

Total Population: .....

Population of Scheduled Caste: .....

Population of Scheduled Tribe: .....

Sr. No.	Scheme	Activity	Funds

Critical Gaps as per Mission Antyodaya

- 
- 
- 
- 
-

### **Indicative Composition of Gram Panchayat Planning Facilitation Team (GPPFT)**

- i. Sarpanch - Chairperson
- ii. GP secretary- Member Convenor
- iii. Elected Ward members of GP
- iv. Former Elected Representatives of GP
- v. Other employees of the GP
- vi. Employees of the line departments operating at the GP level e.g. Krishi Prajukti Sahayak, AWWs, ASHA, Health Workers, Health Supervisors, AW Supervisors, MGNREGA Workers
- vii. Serving and Retired government functionaries of the GP
- viii. Education Experts / Teachers
- ix. Frontline workers of *Swach Bharat* and ASHA Health Workers
- x. Community leaders/community representatives
- xi. Gram Rozgar Sahayak
- xii. Elderly citizens of the GP
- xiii. SHG/GP Level Federation office bearers
- xiv. Volunteers from youth/ students/ NSS/NCC
- xv. NGOs working in local areas
- xvi. CSR representative.
- xvii. Citizens of the Panchayats working/living in the country or outside (Special invitees)
- xviii. Facilitator (Preferably Community Resource Person / Women SHG member / Gram Rojgar Sevak)

***N.B.: The GP has freedom to add more categories depending upon availability.***



## Annexure-VIII

### Questionnaire for measuring Gram Panchayat Performance (Mission Antyodaya indicators)

State Code	State Name	
District Code	District name	
CD Block code	CD Block Name	
Gram Panchayat Code	Gram Panchayat Name	
Village Code	Village Name	Village Pin Code

#### I. Basic Parameters:

SI No	Key parameters	Weightage	Remarks
1.	Total Population		
2.	Male		
3.	Female		
4.	Total Household		
5.	Total Number of SHGs Promoted		
6.	Total Area(in hectares)		
7.	Net sown Area(In hectares)		
8.	Total Un irrigated land area (in hectare)		
9.	Area irrigated (in hectare)	4	>80%=4, 61-80%=3, 41-60%=2, 20-40%=1, <20%=0

#### II. Key Infrastructure Parameters:

SI No	Key parameters	Weightage	Remarks
	<b>Infrastructure parameters</b>		
10.	% households engaged exclusively in		
	A. Farm activities		
	B. Non-farm activities	5	>50%
11.	Availability of banks(Yes=1, No=2)	5	5
12.	If not available in the village; the distance range code of the nearest place where facility is available is given; (<3km-1; 3-5km- 2; 5-10 km-3, >10Km-4)		If yes then 5 For option 1- 4; 2-3 3=2, option 4=0

13.	If bank not available in the village; Availability Of bank/Business Correspondent with internet connectivity?		2	If yes and answer of question 5 is 'No'
14.	Availability of ATM (yes-1;No-2)		1	If yes
15.	Whether the village is connected to All weather road (Yes-1;No-2)	5		If yes
16.	Whether village has an internal cc/ brick road (Yes-1;No-2)	4		If yes
17.	Availability of Public Transport (Bus-1;Van-2;Auto-3;None-4)	3		For option 1,2,3 =3 For option 4=0
18.	Availability of Internet Café/Common Service Centre (Yes-1;No-2)	2		
19.	Availability of electricity for domestic use (1-4 hrs-1; 5-8 hrs-2; 9-12 hrs-3; >12 hrs-4; No electricity-5)	4		For option 1=1; 2=2; 3=3; 4=4; 5=0
20.	Availability of Public Distribution System (PDS) (Yes-1;No-2)	1		If yes
21.	Availability of markets (Mandis-1; Regular market-2;weekly haat-3; none-4)	3		For Option 1,2 =3 For option 3=1
22.	Availability of Piped tap water (1) 100% habitations covered (2) 50 to 100% habitations covered (3) <50% habitation covered (4) only one habitation is covered (5) Not Covered	4		Option 1=4 Option 2=3 Option 3 =2 Option 4 =1 Option 5 =0
23.	Availability of telephone services (Landline-1; Mobile-2; Both-3;None-4)	2		For option 1,2 ,3=2 Option 4 =0
24.	Total no of household using clean energy (LPG/Bio gas)	4		<25% = 1 25%-50%=2 51%-75%=3 >75% =4 No Household with Clean Fuel = 0
25.	No of household with kuccha wall and kuccha roof Kutch Wall is ...1 Grass/ thatch/ bamboo etc. 2 Plastic/ Polythene	5		<20% = 5 20%-40%=4 41%-60%=3 61-80%=2

	3 Mud/ unburnt brick 4 Wood 5 Stone not packed with mortar  Kutcha Roof is ....1 Grass/ thatch/ bamboo etc. 2 Plastic/ Polythene 3 Handmade tiles		>80% = 1
26.	Availability of Post office/Sub-Post office (Yes-1;No-2)	1	
27.	Availability of school (Primary-1; Middle School-2; High School-3; Senior Secondary school-4;No school-5)	4	Option 4 = 4 Option3=3 Option2=2 Option 1 =1 Option 5 =0
28.	Availability of Vocational Educational centre/ITI/RSETI/DDU-GKY (Yes-1;no-2)	2	If yes
29.	Availability of Sub centre /PHC/CHC (PHC-1; CHC-2; Sub Centre-3, None=4)	3	For option1,2,3=3
30.	If not available in the village; the distance range code of the nearest place where facility is available is given; (<5km-1; 5-10 km-2; >10 km-3)		<5km- 2 5-10 km-1 >10 km-0
31.	Availability of Veterinary Clinic Hospital (Yes-1;No-2)	2	If Yes
32.	If not available in the village; the distance range code of the nearest place where facility is available is given; (<5km-1; 5-10 km-2; >10 km-3)		<5km-1 >5km-0
33.	Availability of drainage facilities (Closed drainage-1; open pucca drainage covered with tiles slab-2; open pucca drainage uncovered-3; open kuccha drainage-4; no drainage-5)	4	Option 1=4 Option 2 = 3, Option 3 =2, Option 4=1 Option 5 = 0
<b>Economic development and livelihoods</b>			
34.	Availability of soil testing centres (Yes-1;No-2)	2	If yes
35.	Availability of government seed centres (yes-1;No-2)	1	If yes
36.	Availability of fertilizer shop (yes-1;No-2)	1	If yes
<b>Health, nutrition and sanitation</b>			
37.	Community waste disposal system (Yes-1;No-2)	2	If yes
38.	Community bio gas or recycle of waste for	3	If yes

	production use (yes-1;No-2)		
39.	Is the village Open Defecation Free(ODF) (Yes-1;No-2)	3	If yes
40.	Availability of Aanganwadi Centre (Yes-1;No-2)	1	If Yes
41.	No of total children in the age group of 0-3 years		
42.	No of children aged 0-3 years registered under Aanganwadi	2	If >80%=2 60%-80%=1 <60%=0
	No of children aged 0-3 years immunized	3	>95% = 3(MCTS),91- 95%=2 80-90%=1,Else 0
43.	No of children categorized as Non-Stunted as per ICDS record	4	>90% = 4,81- 90%=3 71-80%=2,60- 70%=1 <60%=0
<b>Women empowerment</b>			
44.	Number of households mobilized into SHGs	3	If >80% =3, 51% - 80%=2,25% - 50%=1, <25%=0
45.	Number of households mobilized into Producer Groups (PGs)	2	If >=25%=2, 10%- 25%=1, Else 0
46.	Number of households supported by village based Agricultural Extension Workers	1	If >=25% =1 else 0
47.	Number of households supported by village based Livestock Extension Workers	1	If >=25% =1 else 0
<b>Financial Inclusion</b>			
48.	No Of SHGs accessed bank loans	3	If >=80%=3, if 51%to 80%=2, if 25% to50% =1, <25%=0
	<b>TOTAL</b>	<b>100</b>	

Source: Mission Antyodaya (<https://missionantyodaya.nic.in>)

## Annexure-IX

### Illustrative List of Activities for Environment Creation at GP Level

- i. Letters to all the households informing them about GPDP and inviting them to participate in the process.
- ii. Letters to Working Group members, other local eminent persons seeking their active participation in the planning process.
- iii. Wall writings with catchy slogans, distribution of leaflets, display of banners, posters along with public address announcement.
- iv. Rallies/campaigns by the villagers including students, volunteers, SHG/CBOs members, GPPFT, WPFT etc.
- v. Street plays using local folk or popular media/artists.
- vi. Organising Panchayat day celebration through exhibitions and honouring the village elders and community leaders, especially women, freedom fighters and martyrs.
- vii. Celebrating various awareness weeks such as Open Defecation Free / Breastfeeding week / AIDS awareness / Tree plantation week etc.
- viii. Painting and Literary competitions among the school and college students and villagers on how the village could be made a model village.
- ix. Creating a village signature song and singing in the *Prabhat pheri* and other meetings.
- x. Organising village sports and folk arts festivals and various competitions that reflect the spirit of the village, and select the village song for different festivals and occasions.
- xi. Organising youth groups to ensure every child, particularly girl child is in school and special facilities provided for children with special needs.
- xii. Organising community voluntary activities such as cleaning streets, drains, school and Panchayat premises, planting trees etc.
- xiii. Organising exhibitions on local histories and talks by old aged persons.
- xiv. Filming a documentary movie about the village and its history and speciality.
- xv. School Enrolment camp for school children as well as children out of school and distribution of school bag, uniform and other kits.
- xvi. Organising employment *mela* and profiling education and area of interest of the unemployed youths for skilling.
- xvii. Organising Financial inclusion camp like Pradhan Mantri Jan Dhan Yojana.
- xviii. Conducting *Krishi Mela* for farmers to create awareness on various advanced farm mechanisation, ICT in agriculture, agricultural marketing, importance of soil testing and cash crops.



### Illustrative list of low cost or no cost activities

- i. Awareness generation at ward level through volunteers (SHG, youth groups etc.) for 100% immunization coverage.
- ii. Awareness creation for zero-waste village through SHG collective, and other CBOs and NGOs
- iii. Awareness creation and community monitoring for 100 % enrolment in schools
- iv. 100 % enrolment in Anganwadis
- v. Mobilization of SHGs for collective farming and zero fallow land in the village
- vi. Awareness creation and training for soak pit construction and management for household waste water
- vii. Addressing malnutrition through Anganwadis and kitchen gardens
- viii. Community action for elimination of child labour
- ix. Formation of community care giving groups for bedridden patients through awareness creation and mobilization.
- x. Motivation and behaviour change for self- development
- xi. Facilitating access and use of different services provided by higher levels of Government
- xii. Dissemination of ideas and technologies in economic activities
- xiii. Encourage women's participation in economic activities under SHGs

(Another illustrative list of no-cost and low-cost activities, some of which may common to the above and most of which may feature in GPDP is given below:- 134 activities).

## Annexure-XI

### Format of Data Collection for GPDP

#### A. Basic Profile of Gram Panchayat (GP)

Sl.No.	Basic Profile				
1.	Name of the GP				
2.	Name of Intermediate Panchayat				
3.	Name of District Panchayat				
4.	Total Population				
(i)	Male				
(ii)	Female				
(iii)	General	SC	ST	OBC	Others
5.	Total no. of HHs				
6.	Sex Ratio				
7.	Literacy Rate				
8.	Total No. of SHGs				
9.	Total Area (in hectares)				
10.	Total Unirrigated Land Area (in hectares)				
11.	Area Irrigated (in hectares)				

#### B. Education

1.	Information regarding Education and Educational Institutions in GP														
(i)	No of Children (0 to 14 yrs.)														
	0 to 2+			3+ to 4+			5+ to 6+			7+ to 8+			9+ to 14+		
	Gir ls	Boy s	Tot al	Gir ls	Boy s	Total	Gir ls	Boy s	Tota l	Gir ls	Boy s	Tot al	Gir ls	Bo ys	Total

(ii)	No. of Schools in GP Area:			Remarks/ Source of Data		
	Government	Primary		GP Own Data/ Education Dept.		
		Jr. High School		-do-		
		Secondary School		-do-		
		Sr. Secondary School		-do-		
	Private	Primary		-do-		
		Jr. High School		-do-		
		Secondary School		-do-		
		Sr. Secondary School		-do-		

(iii)	No. of children (6-14) who are not enrolled in School		-do-
(iv)	No. of girls (6-14) who are not enrolled in School		-do-
(v)	No. of school dropouts (6-14)		-do-
(vi)	No. of Anganwadi centres		-do-
(vii)	No. of education centres for the Child labour in GP		-do-
(viii)	No. of children enrolled in child labour schools	Girls	Boys
(ix)	Information about children with special need		-do-

2. Information about infrastructure of education institution								
Sl. No.	Education Centres	Own house	Drinking Water	Teacher-student ratio	Toilet	Playing field	Boundary wall	Remarks / Source of Data
(i)	Anganwadi							GP Own Data/ Education Dept.
(ii)	Primary School							-do-
(iii)	Middle/Secondary Schools							-do-
(iv)	Higher Secondary schools							-do-
(v)	Others							-do-

3. What is the major reason of the children (number) not attending schools					
Sl. No.	Main reasons	Female	Male	Total	Remarks/ Source of Data
(i)	Education centres too far to attend classes				GP Own Data/ Education Dept.
(ii)	Parents migrate away for work and so the children have to accompany them				-do-
(iii)	Engage in work for earning at own house				-do-

(iv)	Engage in labour work in others house for earning				-do-
(v)	Have to look after younger siblings				-do-
(vi)	No toilet at education centres				-do-
(vii)	Never got a scope to get admitted to an education centre				-do-
(viii)	Other reasons (please specify)				-do-

4.	Information about Village Education Committee	Remarks/ Source of Data
(i)	Whether there is a Village Education Committee in GP area:	GP Own Data
(ii)	No. of times the committee hold meetings last year:	-do-

## C. Public Health and Sanitation

1.	Information on health infrastructure in GP area	Remarks/ Source of Data	
(i)	Whether PHC/Sub Health Centres are available (Yes/No)	GP Own Data/ WCD / Health Dept.	
(ii)	Whether Anganwadi Centres are available (Yes/No) If Yes, how many	-do-	
(iii)	Distance of Primary Health Centres / Block Primary Health Centres (km):	-do-	
(iv)	Availability of Human Resources in PHC/PHSC	(i) Doctor	-do-
		(ii) Nurse	-do-
		(iii) Support Staff	-do-
(v)	Distance of hospitals except PHC / BPHC (km)	-do-	
(vi)	Rural hospital Sub-divisional hospital District hospitals	-do-	
(vii)	Private nursing homes	-do-	

2.	Information about the availability of health services for mother and child in GP area	Remarks/ Source of Data
(i)	How many pregnant mothers did not take 2 tetanus injections during last one year	GP Own Data/ Health Dept.

(ii)	How many children were born during last one year	Born in :		-do-
		Hospital/Health Centres		-do-
		Private Nursing Home		-do-
		Home		-do-
(iii)	Born in home without the assistance of Doctors or Nurse or Health Assistants or trained Midwife			-do-
(iv)	No. of Death during Delivery in last one year	Mother		-do-
		Child		-do-
(v)	How many children within 1 to 5 years age died during last 1 year.			-do-
(vi)	No. of children of 5 yrs. age not covered under all immunization programmes during the last year			-do-
(vii)	No. of children (of 0 to 1 yrs age) not covered under all immunization programmes, during last year			-do-
(viii)	No. of children not covered under anti measles vaccine during last one year			-do-
(ix)	No. of children not brought under pulse polio of 0 to 5 years during last 1 year			-do-
(x)	No. of children taken vaccines of hepatitis B/MMR at his own cost during last 1 year			-do-
(xi)	How many children did not get health checkup during last 1 year			-do-
(xii)	No. of pregnant mother not covered under any health checkup			-do-
(xiii)	Whether the weight of the children is regularly measured at Anganwadi Centres (Yes/No)			-do-
(xiv)	How many children were weighed within 1 day after their birth during the last year			-do-
(xv)	How many children of age between 0-3 years were weighed during the last year			-do-
(xvi)	How many of them are suffering from acute malnutrition			-do-
(xvii)	How many children between the age group 3 to 5 years were weighed during last year			-do-
(xviii)	No. of families consuming iodized salt			-do-
(xix)	No. of children not registered after birth			-do-
(xx)	No. of deaths of children, aged less than 1 year, not registered during the last year			-do-
(xxi)	No of deaths of children, aged between 1-5 years, not registered during the last year			-do-
(xxii)	No. of deaths of persons, aged more than 5 years, not registered during the last year			-do-



3. Common diseases in GP area:			
Sl. No.	Name of the disease	No. of persons affected	Remarks/ Source of Data
(i)	Diarrhea		GP Own Records / Health Supervisor / Health Worker / Health Department
(ii)	Dysentery		-do-
(iii)	Breathing problems		-do-
(iv)	Night blindness		-do-
(v)	Eye cataract		-do-
(vi)	Malaria		-do-
(vii)	Phylaria		-do-
(viii)	Tuberculosis		-do-
(ix)	Leprosy		-do-
(x)	HIV/AIDS		-do-
(xi)	Others (mention the name of the disease)		-do-

4. Service of doctors or health workers available in GP(in Nos.):			
(i)	MBBS		GP own records / Health Worker / Health Department
(ii)	Homoeopath		-do-
(iii)	Vaidya (Ayurvedic Physician)		-do-
(iv)	Hakim (Unani Physician)		-do-
(v)	Trained midwife		-do-
(vi)	Rural Health Worker		-do-
(vii)	State Health Personnel		-do-
(viii)	Unqualified practitioners		-do-
(ix)	Traditional healers		-do-
(x)	Others		-do-

5. Information on sanitation in GP area:			Remarks/ Source of Data
(i)	Is the Village Open Defecation Free		Mission Antyodaya/GP Own Data

(ii)	Community Waste Disposal System		-do-
(iii)	Availability of Community Bio Gas or Recycle of Waste for production		-do-
(iv)	Sources of drinking water (in nos.),	Tube Wells	-do-
		Pucca Wells	-do-
		Kachcha Wells	-do-
		Pond/Lake	-do-
		Tap Water	-do-
		RO Water	-do-
(v)	Is there any source of Arsenic contaminated water, if yes, how many		-do-
(vi)	Is there any families collecting drinking water from canals, ponds, rivers, streams, if yes, how many		-do-
(vii)	No. of families not having their own sanitary latrines		-do-
(viii)	No. of families not having smoke-free oven		-do-
(ix)	No. of families not discharging garbage and sewerage water in hygienic manner		-do-
(x)	Has the Village Health Sanitation and Nutrition Committee Constituted? (Yes/No)		-do-
	If 'yes', at what interval the committee holds meeting		-do-

## D. Economic Development, Livelihood, Agriculture and Allied Activities

1.	Information regarding women Self-help Groups in the GP	Remarks/ Source of Data
(i)	Total No. of Self-Help Groups (SHGs)	Poverty reduction plan by SHGs / GP Own Data
(ii)	Total no. of members in all Self Help Groups	-do-
(iii)	Number of SHGs having Bank Account	-do-
(iv)	Number of SHG members making regular savings	-do-
(v)	Number of SHG Members investing their savings	-do-
(vi)	Number of SHGs received Revolving Funds	-do-
(vii)	Number of SHG members received training for skill enhancement	-do-
(viii)	Number of SHG members doing economic activities with bank loan and govt. grants	-do-

(ix)	Number of HH mobilised in VO/CLF/PLF			-do-										
(x)	Number of households mobilised into producers group			-do-										
(xi)	Number of livelihood activities by SHGs			-do-										
(xii)	Number of Group/Individual activities			-do-										
(xiii)	Engaged in other social work (like health, nutrition, education) apart from doing their own work.			-do-										
<b>2.</b>	<b>Information regarding Agriculture and Allied</b>													
(i)	No. of families connected with agriculture and their classification			GP Own Data/ Agriculture Dept.										
(ii)	Total land area available for cultivation			-do-										
(iii)	Total no. of farm labourers	Female		-do-										
(iv)		Male												
(v)	Total no. of non-farm labourers	Female		-do-										
		Male												
(vi)	Classification of families based on ownership of land	Class of land ownership	Number of Household	-do-										
		Up to 1 acre		-do-										
		1 acre to 2.5 acres		-do-										
		2.5 acres to 5 acre		-do-										
		5 acres to 10 acres		-do-										
	More than 10 acres		-do-											
(vii)	How many acres of waste land has been transformed to productive land using watershed programme or other such programme in last five years			-do-										
<b>3.</b>	<b>Types of crops produced in different seasons in different seasons in the GP area</b>													
	Kharif		Rabi		Pre-kharif									
	Crops	Acre	Crops	Acre	Crops	Acre								
<b>4.</b>	<b>Total quantity of different agricultural production (Quintals)</b>													
	Name of Crops	Paddy	Wheat	Dal	Potato	Sesame	Vegetables	Cane	Flower	Fruits	Betel	Mulberry	Jute	Others
	<b>Total Production</b>													

<b>5.</b>	<b>Present amount of non-irrigated land (in acres)</b>								<b>Remarks/ Source of Data</b>	
(i)	Is the GP area covered under agricultural cooperative societies (yes/no) If Yes, how many families are member of the agr. coop. society								<b>GP own Data / Agriculture Department</b>	
(ii)	How many families have done soil testing in the last 1 year								-do-	
(iii)	No. of Water Conservation structures constructed during last one year								-do-	
(iv)	Total land treated for better water and soil conservation (in acre)								-do-	
(v)	How many farmers are having Soil Health Card?								-do-	
(vi)	land area covered under Soil Health Card Scheme (in acre)									
(vii)	Different types of organic manure used								-do-	
<b>6.</b>	<b>Information regarding Animal Husbandry in GP</b>								<b>-do-</b>	
(i)	Number of major cattle									
	Bullock	Ox	Cow	Buffalo	Goat	Pig	Lamb	Hen	Duck	others
(ii)	How many acres are used to produce fodder								-do-	
(iii)	Is there a milk cooperative society (yes/no)								-do-	
(iv)	Number of poultry in the GP								-do-	
(v)	How many veterinary doctors or technicians available for treatment of animals								-do-	
<b>7.</b>	<b>Details about Water Bodies in GP</b>								<b>GP own Data</b>	
(i)	Total number of ponds/lakes:								-do-	
	Personal			Jointly owned			Government			
	Number	Total area (in acre)		Number	Total area (in acre)		Number	Total area (in acre)		
<b>8.</b>	<b>Total Forest coverage in GP</b>								<b>GP own Data/Forest Department</b>	
(i)	Total forest area (acres)								-do-	
(iii)	Is there any Forest Protection Committee / Joint Forest Management Committee (yes/no)								-do-	
<b>9.</b>	<b>Farm Livelihoods in GP</b>								<b>Agriculture Department</b>	
(i)	How many days, on an average, in a year labourers migrate for work and in which time of the year they migrate								-do-	
(ii)	How many days, on an average, in a year labourers get work within the GP area during one year								-do-	
(iii)	Total number of households in the GP with Job Card								-do-	
(iv)	How many households have received 100 days of work in the last one year								-do-	
<b>10.</b>	<b>Information related to small industry located in the GP</b>								<b>GP own Data / Small Scale Industries Department</b>	

(i)	Name of the industry	How many units of this industry are functional	How many families are engaged with this industry	How many entrepreneurs are engaged with this industry		
				Women	Men	Total
(ii)	Are there any big industries/factories in the GP area, if yes, please write name and description					-do-
(iii)	Number of Youth trained under different Government Skill building programmes					-do-
(iv)	How many people migrate for work and how many days in a year					-do-
(v)	Other necessary and relevant issues					-do-

## E. Women & Child Development and Social Development

1.	Information regarding Women and Child Development in the GP	Remarks/ Source of Data
(i)	No. of children regularly getting nutritious food at Anganwadi Centres	GP own data / WCD/ AWW
(ii)	No. of women, having age below 18 years, got married last year	-do-
(iii)	No. of women, having age below 18 years, became mother last year	-do-
(iv)	No. of mandays of work received by women residing in the GP area during last one year under MGNREGS	-do-
(v)	No. of women covered under widow pension	-do-
(vi)	No. of women headed Households	-do-
(vii)	Whether VCPC (Village Child Protection Committee) constituted	-do-
(viii)	Percentage of Children aged 0 to 3 years registered under Anganwadi Centres	-do-
(ix)	Percentage of Children categorized as non-Stunted as per ICDS records	-do-
2.	Information regarding Social Development	
(i)	Number of Old age pension	-do-
(ii)	Number of Widow Pension	-do-
(iii)	Number of Disability pension	-do-
(iv)	Any other pension holder	-do-
(v)	What are the different avenues of amusement/recreation in the GP area	-do-
(vi)	How many community based organisations are there in the GP area	-do-
(vii)	What are the different sports and games facilities available in the GP area	-do-
(viii)	Number of retired govt. employee who are still capable to work and contribute	-do-
(ix)	Number of Senior Citizens in the GP area	-do-



## F. Infrastructure, Basic Amenities and Miscellaneous

(i)	Total earthen road (km)		Mission Antyodaya/ SECC/ GP Own Data
(ii)	Total black top road (km)		-do-
(iii)	Total concrete road (km)		-do-
(iv)	Total brick road (km)		-do-
(v)	Total no. of concrete culvert		-do-
(vi)	Number of wooden or bamboo culvert		-do-
(vii)	Total number of bridge		-do-
(viii)	Number of villages/habitation not connected by the all-weather road		-do-
(ix)	Distance of the bus road from the GP area (km)		-do-
(x)	Percentage of HH with electric connection		-do-
(xi)	Percentage of HH using clean energy (LPG, Bio-Gas)		-do-
(xii)	Is there any <i>haat</i> in the area, if so, how many days in a week the <i>haat</i> takes place		-do-
(xiii)	Is there any bazar in the area, if so, how many days in a week the bazar takes place		-do-
(xiv)	Is there any library in the GP area, if yes, how many		-do-
(xv)	Is there any community hall in the GP area, if yes, how many		-do-
(xvi)	Is internet service available in the GP area		-do-
(xvii)	No. of CSCs in the GP		-do-
(xviii)	How many ATMs are available in the GP area		-do-
(xix)	Number of PDS distributors		-do-
(xx)	No. of families using bio gas		-do-
(xxi)	No. of families using LPG		-do-
(xxii)	Has there been any incidence of natural calamities in large scale (like flood, drought, cyclone etc.) in the GP area during the last 5 years, if yes, what are they		-do-

### **Note:**

Above data set is suggestive in nature. State and Gram Panchayat may modify the format according to availability of data and priorities.

## Annexure-XII

### Indicative List of Source of Data Collection

#### I. Primary Data

The following data may be collected directly from the respondents:

- i. Participatory Rural Appraisal(Social Map, Natural resource Map, Transect Walk)
- ii. Focus Group Discussions
- iii. Household Survey

#### II. Secondary Data

The following data are already collected and available from different records/reports sources:

- i. Socio Economic and Caste Census 2011 (SECC)
- ii. Line department data (Agricultural /Educational /Housing/ Health)
- iii. Mission Antyodaya Survey Data
- iv. Data from independent studies/reports
- v. Basic profile of the Gram Panchayat
- vi. GP level demography data
- vii. GP level existing infrastructure
- viii. PHC/sub-centre level data
- ix. Public Distribution System (PDS ) data
- x. Data regarding Anganwadis
- xi. Data of Primary School
- xii. SHG/ SHG federation data
- xiii. SBM survey data.

### Situation Analysis for Identified Problems and Developmental Options

S,No	Problem identified	Situation Analysed	Possible Development options
1.	Poor sanitation in public places	<ul style="list-style-type: none"> <li>• Poor drainage facility</li> <li>• Community toilets defunct due to lack of maintenance</li> <li>• Open excretion</li> <li>• Lack of awareness about hygiene practices</li> <li>• VHSC not constituted</li> </ul>	<ul style="list-style-type: none"> <li>• Construction of new drainage line</li> <li>• Construction of improved community toilets</li> <li>• Creating awareness on consequences of open defecation and poor hygienic practices.</li> <li>• Activating village health and sanitation Committee</li> </ul>
2.	Low crop productivity	<ul style="list-style-type: none"> <li>• Lack of awareness about high breed varieties.</li> <li>• Poor adoption of modern agriculture technologies</li> <li>• Poor crop protection measures</li> </ul>	<ul style="list-style-type: none"> <li>• Creating awareness on improved agricultural practices.</li> <li>• Introduction of high breed varieties of cereals, pulses and vegetables.</li> <li>• Exposure visits to improved agri-farms / Krishi Vigyan Kendra.</li> <li>• Periodical interaction with agriculture department about farm practices</li> </ul>
3.	Malnutrition in SC children	<ul style="list-style-type: none"> <li>• Lack of balanced diet to pregnant women and children.</li> <li>• Poor livelihoods leading poor expenditure pattern on nutritional food</li> <li>• No practices of kitchen gardening</li> </ul>	<ul style="list-style-type: none"> <li>• Creating awareness about need of balanced dietary food.</li> <li>• VHSC to be strengthened.</li> <li>• Encourage kitchen garden as source of nutritional vegetables /fruits</li> </ul>
4.	Lack of Quality Education	<ul style="list-style-type: none"> <li>• Lack of quality teaching methods and materials.</li> <li>• No monitoring of teachers by village education committee</li> </ul>	<ul style="list-style-type: none"> <li>• SMC to be strengthened to monitor quality of teaching</li> <li>• Supply of teaching aids</li> </ul>

			<ul style="list-style-type: none"> <li>• New equipment to be procured for science laboratory</li> </ul>
5.	Insufficient quality fodder for animals	<ul style="list-style-type: none"> <li>• Decreasing fodder quantity due to encroachment on pasture land</li> <li>• Lack of awareness about feed preparation and fodder cultivation</li> <li>• adequacy of irrigation water for enhancing fodder cultivation</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction of improved varieties for fodder cultivation through mini kits distribution.</li> <li>• Fodder plantation on agriculture boundary</li> <li>• Farmers Training/ Front line demonstration on quality feed preparation and forage crop cultivation</li> </ul>

### Indicative Outline of Development Status Report (DSR)

- Part I** - The description of process/methodology of situation assessment.
- Part II** - A profile of the GP delineating its socio-economic status based on situation analysis.
- Part III** - Appraisal of the development interventions including gap analysis of the GP development agenda for the past 3-5 years.
  - i. Economic development and poverty reduction
  - ii. Human development
  - iii. Social development
  - iv. Ecological development
  - v. Public Service Delivery
  - vi. Good Governance
  - vii. SDGs
  - viii. Skilling
  - ix. Women and Child protection and development
  - x. E-enablement
  - xi. Infrastructure status.
- Part IV** - A description on people's participation and suggestions to improve it.
- Part V** - Situation of resources and scope for expanding resource envelope including OSR.
- Part VI** - Convergence opportunities in terms of human, financial and natural resources in optimising development outcomes for the GP.
- Part VII** - The sector wise broad ideas of possible interventions.
- Part VIII** - Conclusion
- Part IX** - Annexures (copies of PRA maps, questionnaire formats, photographs and other relevant documents)



## Annexure-XV

### Model Schedule for Conduct of Special Gram Sabha for GPDP



**Meeting Date:** .....

**Meeting Place:** .....

**Gram Panchayat:** ..... **LGD Code:** .....

**Block/Taluka:** ..... **District:** ..... **State:** .....

- ❖ **Agenda of the meeting:** People’s Plan Campaign (GPDP)
- ❖ **Attendance of the members, Elected Representatives and officials for the meeting**
- ❖ **Format for conduct of Gram Sabha**
  - i. Sarpanch/Pradhan of the Gram Panchayat will brief regarding the purpose of the meeting to the Gram Sabha.
  - ii. Gram Panchayat Secretary will discuss about the vision of GPDP.
  - iii. Presentation and validation of ranking parameters and data collected under Mission Antyodaya by facilitators.
  - iv. Self Help Groups to make a presentation regarding poverty related issues and poverty reduction plans before Gram Sabha.
  - v. Gram Sabha to discuss gaps as emerging from Mission Antyodaya survey and categorise the priorities in to three classes i.e. **Critically Important, High Priority and Desirable.**
  - vi. Presentation by Frontline Workers from line departments relating to 29 subjects listed in schedule XI to be devolved to Panchayats as per the Article 243G of the Constitution.

#### List of 29 Subjects as per Article 243G of the Constitution

1. Agriculture, including agricultural extension	11. Drinking Water	21. Cultural activities
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.	12. Fuel and fodder	22. Markets and fairs.
3. Minor irrigation, water management and watershed development	13. Road, culverts, bridges, ferries, waterways and other means of communication	23. Health and sanitation including hospitals, primary health centres and dispensaries
4. Animal Husbandry, Dairying and poultry	14. Rural electrification, including distribution of electricity	24. Family welfare
5. Fisheries	15. Non-conventional sources of energy	25. Women and Child Development.
6. Social forestry and farm forestry	16. Poverty alleviation programme.	26. Social welfare, including welfare of the handicapped and mentally retarded
7. Minor forest produce	17. Education including primary and secondary schools	27. Welfare of the weaker sections, and in particular of schedule caste and schedule tribes
8. Small scale industries, including food processing industries	18. Technical training and vocational education	28. Public distribution system
9. Khadi, village and cottage industries	19. Adult and non-formal education	29. Maintenance of community assets
10. Rural housing	20. Libraries	

- vii. Review of current year activities and fund utilization.
- viii. Discussion on resources likely to be available to the Gram Panchayat during the FY 2019-2020.
- ix. Gram Sabha may discuss the reasons for the Gaps and propose interventions
- x. Based on identified gaps, Gram Sabha to prioritize the activities to be included in GPDP such as asset creation, asset maintenance, low cost/no cost(e.g. community mobilization for 100% immunization, no school dropout, ODF/ODF plus, social harmony, awareness on social issues etc).
- xi. Based on the gap analysis and prioritization, Gram Panchayat to finalize activities to be taken up under GPDP.
- xii. Activities related to delivery of basic civic services such as water supply, sanitation including septic management, sewage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial and cremation ground etc. only to be planned from FFC allocation.
- xiii. Gram Sabha shall pass a resolution on the prioritized list of development activities. The resolution must be read out in front of the Gram Sabha and should be recorded accordingly.
- xiv. Geo-tagged Photographs of Gram Sabha to be uploaded on concerned Portal.

## Annexure-XVI

### Model Structure of Presentation by Frontline Workers of Line Departments during Gram Sabha

1. Frontline workers of respective departments will present brief overview of schemes related to that department including eligibility criteria, entitlements and benefits accruing/ to be accrued under scheme; indicating role of Gram Panchayat and incorporation in GPDP.

Sl. No.	Name of the Scheme	Activities permissible under Scheme	Eligibility criteria for beneficiary selection	Benefits/Entitlements of the scheme

2. Activities taken in current FY (2018-2019) and progress made so far along with time lines.

Sl. No	Name of Activity	Activity Wise Status Report						
		Progress Status			Timelines		Funds utilization Status	
		Activity completed	In-Progress	Not started	Planned Timelines	Actual Time Line	Funds Allocated	Funds Utilized

3. Activities proposed to be taken in next FY(2019-2020)

Sl No.	Continuation of ongoing activities	New activities to be taken up	Proposed Plan of Action

**Template for Presentation of Poverty Reduction Plan for 2019-20 by  
Village Organisations/Self Help Groups  
(To be prepared by Primary level SHG Federation/SHG in consultation  
with all members and presented in the Gram Sabha)**

**1. Basic information:**

- a. Name of the district:
- b. Name of the Block:
- c. Name of the Gram Panchayat (GP) / Village Council (VC):
- d. Name / Number of the Ward (Panchayat Constituency):
- e. Name of the Village or Habitation:
- f. Name of the Primary Level SHG Federation (PLF):
- g. Number of SHGs in the Primary Level SHG Federation:
- h. Number of VOs/PLFs in the CLF/SLF:
- i. Name and Contact number of VO/PLF Office Bearers:

**2. Present status of SHGs and Plan for 2019-20:**

Present Status		No	Plan for 2019-20		No
a	Total Number of HHs in VO/PLF Jurisdiction		f	No. of Households will be brought under SHG fold	
b	Number of HHs Covered in SHGs		g	No. of SHGs will be provided RF	
c	Total No. of SHGs existing		h	No. of SHGs will be accessed Bank loan	
d	Total No. of SHGs received RF				
e	Total No. of SHGs accessed Bank loan				

**3. Entitlement plan:**

Type of Entitlements	Names of the eligible members who wants to access the benefit	Name of the SHG (Applicable only when the member is in SHG)
a. Old Age Pension		
b. Widow Pension		
c. Disability Pension		
d. Other Pension		
e. MGNREGS Job Card		
f. Aadhar Card		
g. Ujjawala (PMUY)		

**4. Livelihoods Plan:**

Under the type of activity, please clearly indicate the livelihood activities like: 1. Land Development 2. Agriculture, 3. Horticulture, 4. Animal Husbandry (Dairy, goat rearing, Pig rearing, sheep rearing, Poultry, duck rearing etc) 5. Fisheries, 6. Forestry, 7. Handicrafts 8. Minor irrigation 9. Cottage industries 10. Small Scale industries etc and type support required like fertilisers, seeds, inputs, implements/equipment's, market facility, bore well, cooling plants, godowns, drying platforms, fishing nets, saplings, CSCs etc.

Sr. No.	Name of the SHG member	Name of the SHG	Type of activity	Individual / Group activity	Type of Support needed

**5. Individual Infrastructure plan:**

Sl No	Name of the Work	Description	Name of SHG Member	Name of the SHG
1	Cattle Shed			
2	Poultry Shed			
3	NADEP Pit			
4	Individual Toilet			
5	Electricity			

**6. Public goods and Services Plan:**

S. No	Name of the Work	Description	S. No	Name of the institution	Type of service required
a	Road Construction		o	PDS	
b	Drinking water facility		p	AWC	
c	Irrigation Channel construction		q	Health - Immunisation, Medicines, institutional delivery facility, Deworming, mosquito nets etc	
d	School (enrolment,		r	Veterinary services	



	teachers, midday meal, uniforms, books etc)			(Vaccination, deworming	
e	Market Shed / Marketing Facility				
f	Community Toilet				
g	Community Workshed				
h	Drainage				
i	Sewage				
j	Street Lights				
k	Community building/asset				
l	Electricity				
m	Transport facility				
n	School/ AWC building				

**Note:** Activities mentioned above are indicative and may not be applicable for all areas. Activities need to be identified at the local level as per local context and prioritisation also needs to be done at their own level before presenting it to Gram Sabha. Every Primary Level Federation (VO) should prepare a detail plan for all their member households through an interaction with all SHG members before the Gram Sabha. During Gram Sabha meeting respective SHG federations should present this Poverty Reduction Plan and ensure to incorporate the same in GPDP after prioritization of each activity in the Gram Sabha. |

**Source:** NRLM, Ministry of Rural Development, Govt. of India.

## Annexure-XVIII

### Model Chapters of Gram Panchayat Development Plan

Chapter	Particulars	Subjects of the Chapter
Chapter – I	Status of Gram Panchayat	<p><b>1. GP Profile-Basic Information</b> Demographic Information, Socio-economic parameters, Livelihood data, Natural resources, Village Institutions etc., Detail of Elected Representatives</p> <p><b>2. List of Standing Committees</b> List of GPPFT/ WPFT/ Working groups related to Decentralized Plan Preparation, Names and designations of functionaries in-charge of GPDP in GP office, Names of other Govt. functionaries/support staff who are part of GPDP</p> <p><b>3. Vision Statement</b></p>
Chapter-2	Works completed in previous years and in progress	Progress report of last Financial Year
Chapter –3	Process of Participatory Planning and analysis of Developmental gap/deficit	Environment Generation, Data Collection and compilation(Primary & Secondary), Situation & Gap Analysis, Problem –Resources- Potential Analysis, Development of Status Report(DSR)
Chapter-4	Goals Set for GP including localisation of SDGs	<p><b>Few Examples</b> Open defecation-free Panchayat ,Safe drinking water available to all households of GP, Destitute free GP, Child labour-free GP, Trafficking free-GP , 100% Anganwadi enrolment GP, 100% school enrolment GP,100% child and mothers are covered through immunization GP, Malnutrition-free GP, Infant death-free GP</p>
Chapter-5	Resource Envelope and Activities(Scheme & Sector wise)	<p>The availability of funds to the GP from various sources e.g. 14th Finance Commission grants, Transfers by State Finance Commission, Own Resources of Gram Panchayats, MGNREGS, Other CSSs implemented by Gram Panchayat, Grants for State Plan schemes, Grants for Externally supported schemes, Voluntary contributions by the communities and other stakeholders</p> <p>On the basis of Situation &amp; Gap Analysis; activities may be identified w.r.t. the likely available resources of the Panchayat and under the schemes of Central &amp; State Govt.</p>

Chapter	Particulars	Subjects of the Chapter
Chapter-6	Annual Plan and Perspective Plan along with Prioritisation of activities	Perspective plan for five years and annual plans with details of activities
Chapter-7	Implementation	Strategy and Process of implementation
Chapter-8	Monitoring and Evaluation	Process of monitoring and evaluation
	Annexures	Important baseline data from Census, SECC and Mission Anyodaya, other data collected in different formats  Minutes of Gram Sabha Meeting(s), Report(s) of Working Groups, Minutes/Resolutions of GP accepting/approving the Plan, Photographs

## Annexure-XIX

### Illustrative List of activities for Gram Panchayat Development Plan

These are indeed a wide range of illustrative activities which are possible for inclusion in a Gram Panchayat Development Plan in addition to or in convergence with the regular schematic activities which are permissible or mandated under different schemes. A majority of these activities may be implemented by a Gram Panchayat with untied grants and Own Source Revenue (OSR) or people’s contribution in the form of cash, kind or voluntary labour. This illustrative following activities may widen or trigger the imagination of the grassroots level planners and stimulate their ideas for inclusion of these activities in GPDP in accordance with local needs:

<b>Thematic Sector : Human Development</b>	
<b>Names of Possible Activities under Education Sector</b>	
1.	Awareness camp and workshop on early childhood care & education with guardians, Anganwadi Workers and community members for bringing them to AWC (twice a year)
2.	Monthly visit by Anganwadi Workers and SHG leaders to every household for developing awareness of mothers on early childhood care & education
3.	Special training for guardians of children under 6 years with special needs
4.	Workshop with selected local youths for developing joyful learning materials for AWC for making pre-school education more interesting and child friendly (once a year)
5.	Awareness camp on primary and upper-primary education with drop-out children and their guardians for bringing them back to school (twice a year)
6.	Special coaching support to the poor learners for their retention in primary and upper-primary education
7.	Awareness camp with SHG members involved in cooked mid-day meal programme in primary schools on education, nutrition and sanitation issues (twice a year)
8.	Collection of foodgrains and vegetables from neighbourhoods for value addition to the mid-day meal & regular monitoring about its quality
9.	Awareness camp with teachers, guardians, community members and others on quality education and their respective roles (separately for primary and upper-primary education)
10.	Tree plantation, fencing, cleaning classrooms etc. for creating enabling environment and cleanliness in school campus separately for primary and upper-primary schools
11.	Exposure visit and practical learning sessions with students in upper-primary education
12.	Organising cultural programme, essay and quiz competition on quality of education in upper-primary and secondary schools

13. Prize to a few girls and boys for regular attendance in primary and upper-primary schools
14. Awareness camp with guardians, teachers, community members and SHG leaders on the importance of female literacy, relevant government programmes and ensuring its quality
15. Running a crèche by SHGs for ensuring that elder sisters of children can attend school while their parents are busy in earning their livelihoods
16. Introduction of physical education in primary schools
17. Fencing around the boundary of primary schools with community initiative and contribution
18. Provide support to the poor students with books and stationery
19. Initiative by SHGs for technical training (as per local need & demand) to poor and distressed students for retaining them to the school, so that they can continue their education as well as earn their livelihoods
20. Support for special literacy camps by SHGs with their own initiative
21. Necessary assistance to the Literacy / Post-literacy / Continuing Education Centre for proper functioning with the objective of covering everybody under the fold of education
22. Special assistance for successful and regular implementation of School Health Programme
23. Special coaching for rural youths for guiding them in preparation for appearing in various recruitment examinations
24. Collection and compilation of key information on Education Sector at regular intervals (monthly, half-yearly, quarterly and annually)
25. Collection, updation and compilation of data and preparation of annual plan for the Education Sector

**Names of Possible Activities under the Sub-Themes of  
Health & Family Welfare, Public Health & Nutrition**

26. Awareness camp with Health workers, Anganwadi workers, midwives, SHG members and community members on Health & Family Welfare, Nutrition and Public Health issues (twice in a year)
27. Awareness camp on mother & child care issues and nutritional aspects with pregnant women and mothers of 0-2 year children (twice in a year) on pre-natal and post-natal care, timely birth and death registration etc. (twice in a year)
28. Awareness camp on immunization and regular course of Vitamin A for all children
29. Awareness camp with mothers on birth weight of children and regular attendance in AWCs
30. Awareness camp on sanitation, smokeless chulla, drainage system etc.
31. Awareness camp on right age of marriage and safe motherhood (twice a year)
32. Awareness campaign (involving SHGs) with wall writing and folk songs on different issues of Health & Family Welfare, Nutrition and Public Health issues including safe drinking water, sanitation, hand-washing etc.



33. Awareness camp on HIV/Aids and its preventive measures separately with men and women
34. Awareness camp with eligible couples on birth control and family planning measures
35. Regular health camps with initiative from SHGs
36. Special assistance to distressed and poorest households for medical treatment
37. Awareness camp on eradication of superstitions (twice a year)
38. Special financial support for taking patients of accident/emergency/delivery cases to health centre or hospitals
39. Covering of the open ended pipe of sanitary latrine with mosquito net for controlling mosquitoes
40. Cleaning of market place by the members of women's SHGs involving local businessmen to keep the environment pollution free
41. Cleaning of roadside harmful weeds e.g. parthenium plants
42. Initiative by communities for ensuring access to safe drinking water by regular application of bleaching powder to wells, repairing and maintenance of platforms of tube wells
43. Installation/repairing and maintenance of drinking water sources
44. Repairing and regular maintenance of defunct tube wells and other sources of drinking water
45. Awareness camp on environmental upgradation, maintenance of bio-diversity etc.
46. Collection and compilation of key information on Public Health Sector at regular intervals (monthly, half-yearly, quarterly and annually)
47. Collection, updation and compilation of data and preparation of annual plan for the Public Health Sector for the next year

**Thematic Sector : Women & Child Development**

**Names of Possible Activities under the Sub-Theme of Women & Child Development**

48. Awareness camp on discrimination against girl children and women (twice in a year)
49. Awareness camp on legal rights of women for their empowerment and eradication of gender discrimination and against child labour (once a year)
50. Awareness camp on guidelines of different government schemes and programmes for women
51. Special awareness camp on SHG formation and initiative to bring all poor women in SHGs
52. Special assistance to distressed and deprived women for providing them with social security and livelihoods support
53. Special campaign and social mobilisation with community initiative against dowry and atrocities to women
54. Awareness camp with SHG members on WCD issues including trafficking, (once a year)
55. Special awareness camps with adolescent girls and young ladies on gender discrimination and women's empowerment

56. Special skill development training and necessary assistance to distressed and marginalised women and families having child labours for their social security and livelihoods enhancement
57. Special assistance to SHGs for recognising their active involvement in social development programmes
58. Plan based financial support to those SHGs, who do not get any financial support from other sources for their economic development as per plan
59. Skill development training (subject wise) to those SHG members who remain out of assistance under any regular programme
60. Collection and compilation of key information on Women & Child Development Sector at regular intervals (monthly, half-yearly, quarterly and annually)
61. Collection, updation and compilation of data and preparation of annual plan for the Women & Child Development Sector for the next year

**Thematic Sector : Livelihood Development**

**Names of Possible Activities under the Sub-Theme of Livelihood Development**

62. Treatment and reclamation of undulating land for soil & water conservation and development of undistributed vested land or already distributed but unutilised land
63. Workshop on measures for distribution of undistributed vested land among landless labourers
64. Nursery raising by poor women's SHGs for social forestry and vegetative cover on the fallow lands on lease (as an additional livelihood option for these SHGs)
65. Utilisation of every inch of fallow and under-utilised land by the side of the bank of irrigation canal/river/large water bodies either through social forestry or with fruit orchard or any other plantation for productive purpose
66. Awareness camp with farmers on crop rotation, improvement in soil quality, maximum return, optimum land utilisation etc. (once a year)
67. Training of selected farmers on high yielding good quality seeds and storage at local level for increased production & productivity and assurance of good quality of seeds (once a year)
68. Training on cultivation of alternative crops and cash crops to the poor and marginalised farmers for improvement in their economic conditions
69. Demonstration of alternative crops like oil seeds, pulses, vegetables and other cash crops (lac, cashew, betel leaf, mulberry, sericulture etc.) in the fields of poor and marginalised farmers for popularising these crops and improvement in their economic conditions (once a year)
70. Interactive session with extension workers of Agriculture, Horticulture, Fisheries and Forest Departments working at Block/GP level and progressive farmers on introduction and dissemination of new varieties and alternative practices for improvement in the livelihood opportunities of the poor

71. Workshop cum awareness camp on bad effects of over-use of chemical fertilisers, promotion of organic manures and IPM for development of environment friendly agricultural practices (twice a year)
72. Awareness camp on preservation of extinct varieties in agriculture for maintaining bio-diversity
73. Training to an SHG on soil testing and providing necessary support for procurement of soil testing machinery for improved agricultural practices and expansion of their livelihood opportunities
74. Hand-holding training on mushroom cultivation, vermi-compost culture etc. and marketing and other necessary support to SHGs formed by representatives from poor and marginalised families for their economic development and enhancement of livelihood options
75. Awareness camp with the villagers on watershed development for optimum utilisation of natural resources including soil conservation, water conservation, vegetative cover etc.
76. Awareness camp on processing of on-farm and off-farm products for preservation and arresting of distressed sale and enhancement of livelihood options
77. Social mobilisation for kitchen garden in every household to contribute to food security and to address nutrition issues
78. Exposure visit to nearby areas for getting an idea on integrating farming and advance agricultural practices with farmers and selected SHG members
79. Excavation or de-siltation or removal of water hyacinths from irrigation channels/canals/ponds with people's initiative for improving the scope of irrigation and scientific aquaculture/fish cultivation
80. Training on floriculture or cultivation of medicinal plants & their marketing aspects along with necessary assistance for taking up this activity by SHGs
81. Training on water quality testing by SHGs and necessary support for taking this up as a livelihood option
82. Financial and other kinds of support for fish production in vested or individual water bodies on lease by SHGs belonging to poor and marginalised sections for use of these resources for economic development
83. Training and other support to some representatives of deprived sections on breeding methodology and production of good quality fish and prawn seeds for improved aquaculture leading to enhancement of livelihood opportunities through optimum utilisation of water resources (once a year)
84. Awareness camp on artificial insemination and rearing of good quality milching cows as a livelihood option and awareness raising on regular vaccination for animal resource development (twice a year)
85. Necessary assistance to some SHGs for having improved agricultural tools for modern agricultural practices and improvement in their economic condition

86. Workshop with all stakeholders (FPC, farmers' committee etc.) for overall development of agriculture and allied sectors like forestry, fishery, dairy, goatery, duckery etc (once a year)
87. Awareness camp for covering all domestic animals under insurance policy to mitigate risks in animal resource development
88. Demonstration plots on fodder cultivation and FGD with farmers on relevant issues
89. Training on rearing of new and improved varieties of animal (rabbits, goats, ducks etc.) and providing support to a few poor farmers for popularising this as a new livelihood option
90. Formation of new cooperative society or covering all left-out farmers under the existing cooperative society so that they can avail themselves of the opportunity
91. Covering willing SHGs under dairy cooperatives for expansion of livelihood opportunity by better utilisation of animal resources
92. Development of pasture with community initiative for fodder security of animals
93. Special financial assistance to distressed farmers for subsistence (in exceptional cases) as part of social security and livelihoods
94. Special incentive, recognition and reward to selected households who have done outstanding performance in roadside plantation or in developing kitchen garden in the homestead premises or on the roof of cottages/huts/ boundary walls
95. Collection and compilation of key information on Agriculture & Allied Sector at regular intervals (monthly, half-yearly, quarterly and annually)
96. Collection, updation and compilation of data and preparation of annual plan for the Agriculture & Allied Sector for the next year
97. Awareness camp with artisans on different government programmes for cottage & small scale industries for their livelihood development (once a year)
98. Workshop with local entrepreneurs on finding out solutions to different problems relating to sick industrial units (twice a year)
99. Providing financial assistance and other support to SHGs against specific proposal for starting new industries at ward level for expansion of livelihood opportunities
100. Training on processing of locally produced off-farm products and value addition to those along with marketing aspects for revival of local industries and expansion of livelihood opportunities (twice a year)
101. Development and expansion of rural marketing infrastructure and support for economic and infrastructural development of the area
102. Skill development training of rural artisans' SHGs on improved technologies for upgradation and modernisation of cottage and small scale industries
103. To mitigate the risk in the industry sector covering all artisans under insurance coverage
104. Awareness camp on checking industrial pollution and social mobilisation for necessary actions



105. Formation of cooperative society with all artisans for improvement of their livelihoods and availing of the facilities of a society
106. Initiatives for revival of closed rural industries for expansion of livelihood opportunities
107. Skill development and technical training as per local need and demand for expansion of livelihoods in the Industry sector
108. Collection and compilation of key information on the Industry sector at regular intervals (monthly, half-yearly, quarterly and annually)
109. Collection, updation and compilation of data and preparation of annual plan for the Industry Sector for the next year

**Thematic Sector : Social Justice & Social Security**

**Names of Possible Activities under the Sub-Theme of Social Justice & Social Security**

110. Awareness generation camp with representatives of SC, ST and other Backward Classes in order to enlighten them about their rights and opportunities under different programmes and legal provisions
111. Special coaching for students belonging to SC, ST, Minority and other Backward Classes for higher education and for their exposure to job opportunities
112. Special initiatives for training of farmers belonging to SC, ST, Minority and other Backward Classes on expansion of livelihood opportunities
113. Special initiatives for training of SHGs of women belonging to SC, ST, Minority and other Backward Classes on expansion of livelihood opportunities
114. Mediation for credit opportunities from credit institutions in favour of the poor belonging to SC, ST, Minority and other Backward Classes
115. Special initiatives to ensure timely release of grants under different pension and welfare schemes in favour of the poor belonging to SC, ST, Minority and other Backward Classes
116. Awareness camp with the local institutions for empowerment and voice articulation of the poor, particularly women, specially those belonging to the deprived and marginalised sections and support to them for involvement in the development and planning process
117. Special support to poor and extremely distressed persons for subsistence and social security
118. Special support to elderly persons to ensure old age pensions, housing and other necessary facilities. Initiative for constructing community old age homes for the needy with convergence

**Thematic Sector : Infrastructure & Miscellaneous Issues**

**Names of Possible Activities under the Sub-Theme of Infrastructure & Miscellaneous Issues**

119. Construction, repair or maintenance of community centre with community initiative and contribution for holding meetings on different social and developmental issues and organising social & cultural programmes at ward level



120. Construction, repair or maintenance of roads, culverts, bridges, hume pipes for improving communication with poor/ SC/ST/ OBC/minority populated backward areas/hamlets
121. Repair or maintenance of major roads/culverts/bridges/hume pipes mainly with community initiatives for improvement of road communication within the GP
122. Development and expansion of haats/markets for improvement of marketing facilities so that producers get due price for their products
123. Necessary assistance for construction or repair of houses of the poor and distressed people
124. Repair and maintenance of water bodies with community initiative for controlling flood
125. Support for construction and repairing and maintenance of community latrine for covering those households mainly who do not have space for constructing individual latrines
126. Special support for development of an Information Centre at village level to ensure communities' access to current information
127. Arrangement of street lights (in areas where there is no such facility) from the nearby houses against a small amount of money with community initiative
128. Construction and repair and maintenance of necessary infrastructure for revival of rural industries and expansion of livelihood opportunities
129. Collection and compilation of key information on Infrastructure Sector at regular intervals (monthly, half-yearly, quarterly and annually)
130. Collection, updation and compilation of data and preparation of annual plan for Infrastructure Sector for the next year
131. Awareness camps with CBOs like youth clubs, SHGs, farmers' clubs etc. for their active involvement in the development process (twice a year)
132. Workshop with local artistes for campaign on participatory planning through folk media and mobilisation of community with an objective of mainstreaming of local culture also
133. Support to promote local cultural activities and healthy entertainment (sports, folk songs & dances, folk culture, debate etc.) for development of creative environment in the area
134. Special support to poor and distressed folk artistes for subsistence and social security
135. Special assistance for using local fair or exhibition as a tool of community awareness and mobilisation in the process of participatory development

## Annexure-XX

### Model Format for Projectisation of Plan Activities

1. Introduction ( Brief about the Panchayat)
2. Brief about the sector and problem identification
3. Aim of the project
4. Details of the target and outcomes proposed to be achieved through the project
5. Components of the intervention with physical targets and financial outlays
6. Implementation strategy (Implementing agency, additional resource mobilization, voluntary participation, supervision etc.)
7. Risk and risk mitigation mechanism
8. Conclusion

### List of Various Important Schemes

- 1 Fourteenth Finance Commission – Basic Grant and performance grants
- 2 Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)
- 3 Pradhan Mantri Awaas Yojana (Gramin)
- 4 National Social Assistance Programme (NSAP)
- 5 Deen Dayal Upadhyaya – Grameen Kaushalya Yojana (DDU-GKY)
- 6 National Rural Livelihood Mission (NRLM)
- 7 National Rurban Mission (NRuM )
- 8 Deen Dayal Antayodaya Yojana (DAY-NRLM)
- 9 Pradhan Mantri Gramin Sadak Yojana (PMGSY) or Rural Connectivity (RC)
- 10 National Rural Drinking Water Programme (NRDWP)
- 11 Swachh Bharat Mission - Gramin (SBM-Gramin)
- 12 Rashtriya Krishi Vikas Yojana (RKVY)
- 13 Prime Minister Krishi Sinchayee Yojana (PMKSY) - Integrated Watershed Management Programme (IWMP)
- 14 Prime Minister Krishi Sinchayee Yojana (PMKSY) – Har Khet Ko Pani (HKKP)
- 15 Surface Minor Irrigation Scheme
- 16 Pradhan Mantri Fasal Bima Yojana (PMFBY)
- 17 Paramparagat Krishi Vikas Yojana (PKVY)
- 18 Soil Health Card (SHC)
- 19 National Food Security Mission (NFSM)
- 20 e-National Agriculture Markets (e-NAM)
- 21 National Rural Health Mission (NRHM/NHM)
- 22 Sarva Siksha Mission (SSM)
- 23 Mid-Day Meal Scheme (MDMS)
- 24 Beti Bachao, Beti Padhao (BBBP)
- 25 Integrated Child Development Scheme (ICDS)
- 26 Pradhan Mantri Ujjwala Yojana (PMUY)
- 27 Digital India: Common Service Centre (CSC)
- 28 Digital India Land Records Modernization Programme (DILRMP)
- 29 Deen Dayal Upadhyaya Gram Jyoti Yojana (DDUGJY)
- 30 Pradhan Mantri Kaushal Vikas Yojana
- 31 Pradhan Mantri Khanji Kshetra Kalyan Yojana (PMKKKY)

- 32 Integrated Power Development Scheme (IPDS)
- 33 Repair, Renovation and Restoration scheme
- 34 Prime Minister's Employment Generation programme (PMEGP)
- 35 Pradhan Mantri Adarsh Gram Yojana (PMAGY)
- 36 Smart City Mission
- 37 Atal Mission for Rejuvenation and Urban Transformation (AMRUT)
- 38 Heritage city Development and Augmentation Yojana (HRIDAY)
- 39 Infrastructure related programmes like Telecom, railways, highways, waterways, mines etc.
- 40 Pradhan Mantri Awaas Yojana (Housing for All- Urban)
- 41 Swachh Bharat Mission

During Gram Swaraj Abhiyan, to promote social harmony, spread awareness about pro-poor initiatives of the government saturation of eligible households and persons would be made under seven flagship pro-poor programmes namely, **Pradhan Mantri Ujjwala Yojana, Saubhagya, Ujala scheme, Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Jeevan Jyoti Bima Yojana, Pradhan Mantri Suraksha Bima Yojana and Mission Indradhanush**. In order to promote the message and better delivery of services Gram Panchayats should take active participation to reach out to poor households to enrol them as also to obtain their feedback on various welfare programmes and incorporate them in GPDP in their respective areas.

## Mapping of 29 Subjects of Eleventh Schedule with Development Parameters of Mission Antyodaya

		Strength            Moderate Gap            Critical Gap			
Domain	Parameter Description	Village Status	GP Status		Suggestions
Villages: Bharni [ 449342 ]					
Health and Sanitation	Is the village Open Defecation Free	Yes	Yes		Build and use toilet. Gram Sabha should penalise those who make GP unclean.
	Community Waste Disposal System	No	No		MGNREGA can be used to create waste disposal system.
	Availability of Community bio gas or recycle of waste for production use	No	No		
	Availability of drainage facilities	None	None		Village drain planning. MGNREGA can be used .
	Availability of PHC/CHC Sub Centre	Sub Centre	Sub Centre		
	Availability of Veterinary Clinic Hospital	No	No		
Agriculture, allied and livelihood	Availability of Govt. Seed Centre	No	Yes		
	% households engaged exclusively in Non-Farm activities	0	0.00		Contact the Block Mission Manager, National Rural Livelihood Mission of your state.
	Availability of markets	Weekly Haat	Weekly Haat		Farmer groups can be created to build access to markets.
Housing	% of household with kuccha wall and kuccha roof	96.67	83.29		Check the waiting list for PMAY-G.
Land Improvement	% of Area irrigated	0.00	1.31		Call Kisan call centre 1800-180-1551.
	Availability of soil testing centres	No	No		Anyone from the village can open soil testing centre.
	Availability of Fertiliser Shop	No	No		
Animal Husbandry	% of households supported by village based Livestock Extension Workers	0.00	0.73		Call agriculture helpline 1094 for details
Drinking Water	Availability of Piped tap water	only one habitation is covered	only one habitation is covered		
Roads	Whether the village is connected to All weather road	Yes	Yes		
	Whether village has an internal cc/ brick road	Yes	Yes		MGNREGA can be used to create internal cc/brick road.
	Availability of Public Transport	Auto	Auto		
Rural Electrification	Availability of electricity for domestic use	1-4 hrs	1-4 hrs		Renewable electricity equipments can be used at subsidized rates.
Non-conventional energy	% of Household using clean energy (LPG/Bio gas)	20.00	38.74		
Poverty alleviation programme	% of households mobilized into SHGs	76.00	78.21		Contact the Block Mission Manager, National Rural Livelihood Mission of your state.
	% of SHGs accessed bank loans	5	12		Contact the Block Mission Manager, National Rural Livelihood Mission of your state.





सत्यमेव जयते

## Ministry of Panchayati Raj

### Gram Panchayat Development Plan



STATE: CHHATTISGARH > DISTRICT: BASTAR > DEVELOPMENT BLOCK: BASTAR  
GRAM PANCHAYAT: AADAWAL [ 121906 ]

Villages: Bhamn [ 449342 ]

Sevagi Moderate Gap Critical Gap

Domain	Parameter Description	Village Status	GP Status		Suggestions
Poverty alleviation programme	% of households mobilized into Producer Groups (PGs)	4.67	2.91	Critical Gap	Contact the Block Mission Manager, National Rural Livelihood Mission of your state.
	% of households supported by village based Agricultural Extension Workers	4.67	5.57	Critical Gap	Call agriculture helpline- 1094 for details
	% of SHGs Promoted	12	24	Sevagi	
Vocational education	Availability of Vocational Educational Centre	No	No	Critical Gap	
Women & Child Development	Availability of Aanganwadi Centre	Yes	Yes	Sevagi	Contact the District Magistrate.
	% of children aged 0-3 years registered under Aanganwadi	56.60	75.47	Critical Gap	Register and send children to Aanganwadi.
	% of children aged 0-3 years immunised	94.34	89.62	Moderate Gap	
	% of children categorized as Non-Stunted as per ICDS record	9.43	9.43	Critical Gap	Take your child to Village Health and Nutrition Day.
Social Welfare	Availability of Post Office	No	No	Critical Gap	
	Telephone Services	Mobile	Mobile	Sevagi	
	Availability of Internet Cafe/Common Service Centre	Yes	Yes	Sevagi	Anyone from the village can open the internet cafe/common service centre.
	Availability of Banks	No	No	Critical Gap	
	Availability of ATM	No	No	Critical Gap	
Education	Availability of School	Middle School	Middle School	Moderate Gap	
Public Distribution System	Availability of Public Distribution System (PDS)	Yes	Yes	Sevagi	

# Abbreviations

<b>Abbreviation</b>	<b>Full Form</b>
ADC	Autonomous District Council
ATR	Action Taken Report
ANM	Auxiliary Nurse Mid Wife
ASHA	Accredited Social Health Activist
AWW	Anganwadi Worker
AYUSH	Ministry of Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy
BG	Basic Grants
BPL	Below Poverty Line
BRGF	Backward Regions Grant Fund
C&AG	Comptroller and Auditor General
CB-PSA	Capacity Building – Panchayat Sashaktikaran Abhiyan
CB&T	Capacity Building & Training
CBO	Community Based Organisation
CDO	Community Development Officer
CEO	Chief Executive Officer
CRM	Common Review Mission
CRP	Community Resource Person
CSC	Common Service Centre
CSR	Corporate Social Responsibility
CSS	Centrally Sponsored Scheme
D/OAC&FW	Department of Agriculture and Farmers' Welfare
DARE	Department of Agricultural Research and Education
DDUGJY	Deen Dayal Upadhyaya Gram Jyoti Yojana
DILRMP	Digital India Land Records Modernization Programme
DoLR	Department of Land Resources
DP	District Panchayat
DPO	District Panchayat Officer
DPC	District Planning Committee
DPRC	District Panchayat Resource Centre
DRG	District Resource Group

<b>Abbreviation</b>	<b>Full Form</b>
DSR	Development of Status Report
EBR	Extra Budgetary Resources
EC	Empowered Committee
e-NAM	Electronic National Agriculture Market
ERs	Elected Representatives
ETC	Extension Training Centre
e-FMS	Electronic Financial Management System
XFC	Tenth Finance Commission
XI FC	Eleventh Finance Commission
XII FC	Twelfth Finance Commission
XIII FC	Thirteenth Finance Commission
XIV FC	Fourteenth Finance Commission
XV FC	Fifteenth Finance Commission
FFC	Fourteenth Finance Commission
FGD	Focus Group Discussion
FSA	Fifth Schedule Areas
GBS	Gross Budgetary Support
GDP	Gross Domestic Product
GIM	Green India Mission
GIS	Geographical Information System
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
GPPFT	Gram Panchayat Planning Facilitation Team
GRS	Gram Rozgar Sewak
GS	Gram Sabha
GST	Goods and Services Tax
HDI	Human Development Index
ICDS	Integrated Child Development Scheme
ICT	Information and Communication Technology
IEC	Information Education and Communication
IP	Intermediate Panchayat
IPAI	Institute of Public Auditors of India
IT	Information Technology

<b>Abbreviation</b>	<b>Full Form</b>
KVK	Krishi Vigyan Kendra
LED	Light Emitting Diode
LGD	Local Government Directory
MA	Mission Antyodaya
MAS	Model Accounting System
MoC	Ministry of Culture
M/O FPI	Ministry of Food Processing Industries
MeitY	Ministry of Electronics and Information Technology
MFP	Minor Forest Produce
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIDH	Mission for Integrated Development of Horticulture
MIS	Management Information System
MMAS	Micro Management of Agriculture Scheme
MMP	Mission Mode Project
MoF	Ministry of Finance
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
MSP	Minimum Support Price
MPR	Monthly Progress Report
MSME	Ministry of Micro, Small and Medium Enterprises
NABARD	National Bank for Agriculture and Rural Development
NAD	National Asset Directory
NAEB	National Agricultural Export Board
NE	North Eastern
NIC	National Informatics Centre
NeGP	National eGovernance Plan
NFSM	National Food Security Mission
NGO	Non-Government Organisation
NHM	National Health Mission
NLM	National Level Monitor
NMAET	National Mission on Agricultural Extension and Technology
NMPB	National Medicinal Plants Board

<b>Abbreviation</b>	<b>Full Form</b>
NSAP	National Social Assistance Programme
NRDWP	National Rural Drinking Water Programme
NRI	Non-Resident Indian
NRLM	National Rural Livelihood Mission
O&M	Operation & Maintenance
ODF	Open Defecation Free
OSR	Own Source Revenue
PDS	Public Distribution System
PEAIS	Panchayat Empowerment and Accountability Incentive Scheme
PES	Panchayat Enterprises Suite
PESA	The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996
PFMS	Public Financial Management System
PG	Performance Grant
PHCs	Primary Health Centres
PMAY	Pradhan Mantri Awas Yojana
PMEGP	Prime Minister Employment Generation Programme
PMFBY	Pradhan Mantri Fasal Bima Yojana
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMJDY	Pradhan Mantri Jan Dhan Yojana
PMKSY	Pradhan Mantri Krishi Sinchayee Yojana
PMRDF	Prime Minister Rural Development Fellow
PMRSSM	Pradhan Mantri Rashtriya Swasthya Suraksha Mission
PMU	Project Monitoring Unit
PRA	Participatory Rural Appraisal
PRI	Panchayati Raj Institution
PRTC	Panchayati Raj Training Centres
PTC	Panchayat Training Centre
PwD	Persons with Disabilities
RADPFI	Rural Area Development Plan Formulation and Implementation
RAGAV	Rashtriya Gram Anudanevam Vikas
RD	Rural Development
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan



<b>Abbreviation</b>	<b>Full Form</b>
RGSA	Rashtriya Gram SwarajAbhiyan
RGSY	Rashtriya Gram SwarajYojana
RKVY	Rastriya KrishiVikasYojana
RO	Reverse Osmosis
RSETI	Rural Self Employment Training Institute
SAGY	Saansad Adarsh Gram Yojana
SATCOM	Satellite Communication
SBM	Swachh Bharat Mission
SC	Scheduled Caste
SDG	Sustainable Development Goal
SECC	Socio Economic Caste Census
SFC	State Finance Commission
SHC	Soil Health Card
SHG	Self-Help Group
SIRD	State Institute of Rural Development
SLMTT	State Level Master Trainers' Team
SLO	State Link Officer
SPMU	State Programme Management Unit
SPRC	State Panchayat Resource Centre
SSA	Samagra Shiksha Abhiyan
ST	Scheduled Tribe
TG&S	Technical Guidance and Support
TPDS	Targeted Public Distribution System
UFC	Union Finance Commission
VHND	Village Health Nutrition Day
VHSNCs	Village Health Sanitation & Nutrition Committees
UJALA	Unnat Jyoti by Affordable LEDs for All
UN	United Nations
UT	Union Territory
VAT	Value Added Tax
VO	Village Organisation
WCD	Women and Child Development
WPFT	Ward Planning Facilitation Team





MINISTRY OF PANCHAYATI RAJ  
GOVERNMENT OF INDIA