





# People's Plan Campaign 2023-24

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## Preparation of Panchayat Development Plan 2024-25



**MINISTRY OF PANCHAYATI RAJ**  
GOVERNMENT OF INDIA

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# Chapter 1: Introduction

## 1.1 Background

1.1.1 Article 243G of the Constitution of India acknowledges Panchayats as institutions of local self-government and mandates them to prepare plans for economic development and social justice. As local government, Gram Panchayats (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.

1.1.2 An efficient and robust planning process as part of GP's core functioning becomes necessary. GP development plan should ideally match peoples' needs and priorities with available resources. It should be prepared through a fair, inclusive, transparent and participatory process. The focus should be on local development issues, local perception of need and priority, local analysis of problems and solutions, local resources management all within a collective local vision.

1.1.3 Gram Panchayat Development Plans (GPDP) to be prepared for effective implementation of flagship schemes/ programmes on subjects of National importance. The formulation process of Panchayat Development Plans (PDP) must be comprehensive and based on participatory process, which *inter alia* involves the full convergence of the schemes of Central and State Governments related to 29 subjects listed in the Eleventh Schedule of the Constitution. Similarly, Intermediate/Block and District Panchayats are responsible for preparing Block Panchayat Development Plan (BPDP) and District Panchayat Development Plan (DPDP) at the respective levels.

1.1.4 The PRIs are mandated for delivery of critical public services including water supply, sanitation, internal roads, drainage, street lighting, health, education and nutrition etc. up to the level of Gram Panchayats/ villages. 29 subjects listed in eleventh schedule of the Constitution are quite relevant for achieving Sustainable Development Goals (SDGs). Hence, role of PRIs became more important for achievements of SDGs through localization.

1.1.5 It was felt need to take forward the SDGs up to last mile i.e. up to Gram Panchayat level leveraging wide network and strong institutional mechanism of third tier of Government including Traditional Bodies of non-part IX areas. Accordingly, Ministry has adopted thematic approach aggregating 17 Sustainable Development Goals into 9 broad themes to Localize Sustainable Development Goals (LSDGs) at grassroots level through Panchayats adopting 'Whole of Government and Whole of Society approach' and the PDPs will be prepared adopting thematic approach to achieve localization for SDGs in rural India.

1.1.6 The SHG network across the country is mandated as per the guidelines and advisories issued by Ministry of Panchayati Raj and the Ministry of Rural Development since 2018 to prepare the Village Prosperity Resilience Plan (VPRP) through a participatory approach. The



VPRP components contain elements under the 29 subjects of the Eleventh Schedule, hence contribute towards the holistic development of the villages.

## 1.2 What is People's Plan Campaign (PPC)

**1.2.1** The People's Plan Campaign (PPC) is an effective strategy for ensuring the preparation of participatory Panchayat Development Plans in a campaign mode with voluntary involvement of community, elected representatives, frontline workers of respective line Ministries/ Departments, SHGs, CBOs and other related stakeholders. PPC 2023-24 rolled out as '**Sabki Yojana Sabka Vikas**' from **4<sup>th</sup> September, 2023 and will be up to 31<sup>st</sup> January 2024**. During the campaign, structured Gram Sabha/Ward Sabha/Mahila Sabha/Bal Sabha /Block Sabha/District Sabha meetings will be held for preparing the GPDP, BPDP and DPDP for the next financial year i.e. 2024-25. This year PPC rolled out around one month in advance to provide adequate time to States/UTs, Districts, Blocks and PRIs to provide ample time for suitable environment creation for preparation of thematic convergent plan at respective level of Panchayats and getting information from line departments in respect of schemes/ programmes being implemented by them.

### 1.2.2 Objectives of PPC 2023

- Preparation of participatory, comprehensive, and convergent GPDP, BPDP and DPDP in the Gram Panchayats, Intermediate Panchayats and District Panchayats respectively in a time bound manner across the Country.
- Evidence Based Assessment of Progress made during previous years and consideration of proposals for 2024-25 in all 29 subjects of Eleventh Schedule of Constitution and covering 9 themes of Localization of Sustainable Development Goals (LSDGs) at the Panchayats.
- Organize Structured Gram Sabha meetings during **4<sup>th</sup> September, 2023 to 31<sup>st</sup> January 2024** with active participation and presentations by Frontline Workers/Supervisors of all related Line Ministries.
- Gram Sabha meetings should be preceded by meetings of 'Bal Sabha' and 'Mahila Sabha' apart from 'Ward Sabha' and the preparation of VPRP- these would facilitate enumeration and articulation of demands of children and women in addition to community at large.
- Achieving effective Localization of SDGs through seamless integration of 9 thematic approaches of LSDGs into GPDP.
- Effective integration of Village Prosperity Resilience Plans (VPRPs) prepared by SHG federations into GPDP.
- Promoting Gender Responsive Governance at the rural areas through effective involvement of Elected Women Representatives (EWRs), Self-Help Groups (SHGs) and women members in the community in the planning process.
- Undertake Public Information Campaign with public disclosure on Schemes, Finances, etc. of all schemes & programmes in Gram Panchayat Office and on Public Information Board.



## 29 Subjects defined in Eleventh Schedule

1.	Agriculture.	2.	Poverty all eviation programme.
3.	Land Improvement.	4.	Education.
5.	Minor Irrigation.	6.	Vocational education
7.	Animal Husbandry.	8.	Adult and non-formal education
9.	Fisheries.	10.	Libraries.
11.	Social Forestry.	12.	Cultural activities.
13.	Minor Forest Produce.	14.	Markets and fairs.
15.	Small scale industries.	16.	Health and sanitation.
17.	Khadi, village and cottage industries	18.	Family welfare.
19.	Rural Housing	20.	Women and child development.
21.	Drinking Water	22.	Social welfare.
23.	Fuel and fodder	24.	Welfare of the weaker sections.
25.	Roads	26.	Public distribution system.
27.	Rural Electrification	28.	Maintenance of community assets
29.	Non-conventional energy		

### 1.3 Roles and Responsibilities of different stakeholders of PPC

The PPC is a joint effort for preparation of comprehensive, inclusive and participatory PDP, facilitated by Ministry of Panchayati Raj, related Central Ministries, State Panchayati Raj departments along with the officers, facilitators and frontline workers of line departments in the State/UTs. The roles and responsibilities of different stakeholders are as under:

**1.3.1 Central Ministry:** The Ministry of Panchayati Raj (MoPR) will be the focal point for launching and monitoring the PPC at the Central level. It will be responsible for the following:

- (i) Corresponding with all States/UTs for effective rollout and monitoring of the campaign.
- (ii) Corresponding and liaisoning with Central Line Ministries to issue necessary directions to their counterparts in States/UTs to facilitate effective participation of field staff of their schemes in the whole GPDP process with all the relevant information like resource envelope and other benefits available under their schemes.
- (iii) Preparation and launch of PPC dashboard along with portal for preparation of GPDP, BPDP and DPDP.
- (iv) Pre-populating relevant data on monitoring platforms e.g. dashboards and portals.
- (v) Facilitating appointment of Nodal officers (State, District & Block Level), facilitators etc. through GPDP portal.
- (vi) Preparation of thematic training modules and organize training workshops for nodal officers and other stakeholders.

**1.3.2 State Departments:** The PPC will be coordinated by Department of Panchayati Raj (DoPR) at the State level. The DoPR will be responsible for the implementation of following activities in a time bound manner:

- (i) Setting-up of an empowered committee.
- (ii) Framing of detailed guidelines at the State level.
- (iii) Creating an enabling environment at the State level.





- (iv) Setting of support systems for resource envelope and fund flow, coordination arrangements at district & block level, personnel management, technology support, etc.
- (v) Administrative and technical approvals
- (vi) Implementation arrangement.
- (vii) Monitor the functioning of the State/ District and Block Control Rooms that were set-up for preparation of BPDPs and DPDPs.
- (viii) Accountability systems.

**1.3.3 Nodal Officers:** The appointment of the Nodal officers will be done at three different levels where the first level of appointment will be done at the State level. The Department of Panchayati Raj (DoPR) will appoint the State Nodal Officer (SNO). The second level of Nodal Officer will be at the District level and thereby followed-up with the appointment of the Nodal Officer at the Block level. The Nodal officers will be responsible for undertaking the following activities:

- (i) The nodal officers will ensure coordination and monitoring the entire process.
- (ii) Ensure convergence inter departmental coordination at all levels.
- (iii) Provide support to Gram Panchayat Planning and Facilitation Team (GPPFT)
- (iv) Support to Intermediate and District Panchayat Planning Committee and Sectoral Working Groups (SWG)
- (v) Reporting and monitoring before, during and after the campaign.

**1.3.4 Facilitators:** A facilitator for each Gram Panchayat/Block Panchayat/District Panchayat will be appointed by the State/UT. The role of a facilitator is very crucial in the preparation of the Development Plan as they need to work together with communities at the Panchayat level and also work with all line Ministries simultaneously. States/UTs may consider Community Resource Persons (CRPs) or SHG federation representatives who have been involved in preparing the VPRP , trained Social Auditors or other appropriate person including officials, previous Elected Representatives etc. for nomination as facilitators. The focus should be on personal attributes, such as people who are involved with community or who are already trained earlier to carry out the tasks of a facilitator. After selection of facilitators they should be made aware of their roles and detailed responsibilities. As a part of preparation towards GPDP, facilitators will be required to undertake following activities on priority basis:

- (i) Coordinate with the frontline staff of participating Departments.
- (ii) Facilitate the special Gram Sabha for GPDP on the designated day.
- (iii) Ensure community mobilization including vulnerable sections like SC/ST/Women/ Minorities/Disabled during the Gram Sabha.
- (iv) Community Based Organizations (CBOs) such as SHG/Youth Groups/ Mahila Mandals and other may be supported to ensure their presence in Gram Sabha.
- (v) Submit a report regarding conduct of the Gram Sabha at Gram Panchayat/ Block Panchayat/ District Panchayat (*A template on Facilitators Report is provided as Annexure-I*)
- (vi) Supporting the Gram Sabha in preparation of GPDP.
- (vii) Support in integration of VPRP into GPDP.
- (viii) Uploading of approved GPDP on e-Gram Swaraj portal.



**1.3.5 Frontline Workers:** Frontline workers appointed by of all departments play an important role in ensuring convergence of activities of different schemes in GPDPs. *Joint letter of 8 Ministries/Departments (Annexure-II) have been issued to ensure participation of frontline workers / officers in both the Gram Sabhas organized during PPC for preparation of GPDP and disseminate features of their schemes, resources, etc. and facilitate incorporating activities of their Departmental Village Action Plan into GPDP.* Following are the responsibilities of Frontline workers require to undertake during PPC:

- (i) Provide status of the proposed activities and fund disbursed in previous FY, the data in corporate in Detailed Status Report.
- (ii) Present a brief structured presentation having details of schemes, activities, resources, beneficiaries of the department in GS.
- (iii) To provide details of activities/works along with details of beneficiaries and resources spent during current year. The proposed activities/works will be taken up in GPs in forthcoming year i.e. 2024-25 to be also apprised along with details of beneficiaries and resources to be spent, so that the same could be incorporated in GPDP of 2024-25.
- (iv) The front line workers will read draft GPDP in detail and provide feedback and suggestions in Development Seminar organized by GP.

*(Attached as Annexure-III, the Model Presentation by frontline workers/line departments)*

## 1.4 Timeline of People's Plan Campaign (PPC)

**1.4.1 Central Level:** The Ministry of Panchayati Raj to take-up following activities as per timeline:

S. N.	Activities	Timelines
1.	Letters from Ministry to all the States /UTs on initiating the process of PPC, which includes: (a) Request for appointment of Nodal officers (State, District & Block level). (b) Request for appointment of facilitators for every Gram Panchayat. (c) Request for training of stakeholders including facilitators in cascade mode. (d) Request for Finalization of schedule of Gram Sabha meetings. (e) Uploading of Gram Sabha wise calendar on PPC dashboard. (f) Request for display of Public Information Boards in every GP.	3 <sup>rd</sup> Week of August 2023
2.	Corresponding with Central Line Ministries to issue necessary directions to their counterparts in States/UTs to facilitate effective participation and convergence.	Last week of August, 2023
3.	Activation of all monitoring plat forms like GPDP portal etc.	1st week of September, 2023
4.	State-wise /regional workshops on preparation of GPDP/BPDP/DPDP for social transformation and economic development.	15 <sup>th</sup> October – 15 <sup>th</sup> November, 2023



**1.4.2 State level:** The PPC will be coordinated by Department of Panchayati Raj (DoPR) at the State level. The DoPR to take-up following activities as per timeline:

S. N.	Activities	Timeline
1.	Activation of monitoring platform/portals of PPC:2023-24	8 <sup>th</sup> September, 2023
2.	Appointment of Nodal officers (State/District/Block level)	13 <sup>th</sup> September, 2023
3.	Appointment of facilitators for every Gram Panchayat	18 <sup>th</sup> September, 2023
4.	Introductory workshop/ Orientation and training of nodal officers and facilitators	22 <sup>nd</sup> September, 2023
5.	Finalisation of Schedule of Gram Sabha meetings	25 <sup>th</sup> September, 2023
6.	Uploading Gram Sabha wise Calendar on PPC portal	27 <sup>th</sup> September, 2023
7.	Display of Public Information Board in every Gram Panchayat	30 <sup>th</sup> September, 2023
8.	Issuance of deployment order for Gram Sabha meetings	Last week of September, 2023
9.	-Discussion on preparation of thematic GPDP for FY 2024 Sabha by GPs in Special Gram 25	2 <sup>nd</sup> October 2023
10.	Uploading of geo-tagged visuals of Gram Sabha meetings	2 <sup>nd</sup> week of October, 2023 for 1 <sup>st</sup> GS and 2 <sup>nd</sup> Week of January, 2024 for 2 <sup>nd</sup> GS
11.	PR department to write to the line departments to share information of major flagship schemes of Central & State Government	5 <sup>th</sup> -10 <sup>th</sup> October, 2023
12.	Block level workshops of line departments for data/information sharing in respect of major flagship schemes of Central & State Governments	25 <sup>th</sup> October to 25 <sup>th</sup> November, 2023
13.	Uploading of <b>Gram Panchayat Development Plan (GPDP) 2024-25</b>	By 31 <sup>st</sup> January 2024
14.	Uploading of <b>Block Panchayat Development Plan (BPDP) 2024-25</b>	By 29 <sup>th</sup> February 2024
15.	Uploading of <b>District Panchayat Development Plan (DPDP) 2024-25</b>	By 31 <sup>st</sup> March 2024

#### 1.4.3 Gram Panchayat level activities for preparation of GPDP

- (i) Gram Panchayat-wise Calendar for holding of Gram Sabhas for the preparation of GPDP to be finalized at District/State level.
- (ii) The calendar prepared during the Campaign timeline from 4<sup>th</sup> September, 2023 to 31<sup>st</sup> January 2024 to be uploaded on the e-Gram Swaraj Portal of the Ministry of Panchayati Raj.
- (iii) The preparation of the GPDP calendar entails presence of the frontline workers of line departments related to 29 subjects listed in the Eleventh Schedule of the Constitution.
- (iv) It is important that frontline workers should attend the Gram Sabha, it is advised that not more than two Gram Sabha meetings can be scheduled in a day.
- (v) The States may schedule more than one Gram Sabha meeting at the block level on the same date provided presence of frontline workers from line departments in all Gram Sabha meetings.



- (vi) Subsequently, another meeting of the Gram Sabha may also be required to be scheduled within the campaign period for approval of the final GPDP, before the same is uploaded on eGram Swaraj Portal.
- (vii) In case of Gram Panchayats in areas under Fifth Schedule, the Special Gram Sabha would be conducted as per the provisions of PESA acts of respective States.

### **Snapshot of People’s Plan Campaign: Activities**

- Appointment of Facilitator for every Gram Panchayat/ Rural Local Body
- Finalization of Gram Sabha Wise Calendar for organizing Gram Sabhas
- Appointing Frontline Workers of all Departments related to 29 subjects to be deputed for structured presentation in Gram Sabha Meetings on the designated days.
- Organizing 2 Special Gram Sabhas for GPDP.
- Display of Public Information Board in every Gram Panchayat and uploading of geo-tagged photograph so fit on the PPC Campaign Portal.
- Uploading of Geo-tagged photograph(s) of Gram Sabha meetings in progress.
- Preparation of VPRP for integration into GPDP and Gram Sabha for approval of integrated GPDP
- Preparation of GPDP and Publishing of Approved Plan on e-GramSwaraj Portal.

## **1.5 Reporting and Monitoring the Progress of Campaign activities**

1.5.1 Success of a nation-wide Campaign depends on effective communication, monitoring and mentoring system. To ensure effective sharing of information from all sides, Ministry has launched a portal/dashboard ([www.gdpd.nic.in](http://www.gdpd.nic.in)) to monitor the progress of the campaign. In order to assess various activities before, during and after the campaign, the States need to provide updated information in various reporting formats on the portal. The following procedure to be adopted for creation of nodal officers at different level:

- (i) States/UT to appoint Nodal Officers (NO) for the campaign. Username and password to operate the portal at the State Level by respective NOs will be generated by MoPR at the Central level.
- (ii) For the District, Block and GP Facilitator level, the username and password will be generated at their next upper level Nodal Officers.
- (iii) Similarly, username and password to state level nodal officers of respective line Departments will be provided.
- (iv) The State Level Nodal Officers of line departments will be responsible for appointing and uploading the names of frontline workers who will be deputed for Gram Sabha meetings on designated days.

1.5.2 The following existing committees may assist during the process and monitor the progress:



- (i) The State Level Steering Committee Constituted for LSDGs will also work as mentor for preparation PDP at respective level aligned with identified themes of LSDGs.
- (ii) State Panchayati Raj departments with the assistance of officers, facilitators and frontline workers of line departments in the State/UTs will anchor the entire PPC campaign for preparation of PDP.
- (iii) The ‘State Level Nodal Officer Monitoring Committee’ (SLNOMC) created for Incentivisation of Panchayats consisting of following officials will also work as act as State Level Monitoring Committee for overall mentoring, handholding, training and monitoring of Quality Panchayat Development Plan (PDP) process at different level:

S. N.	Theme	Director/Joint Director/Deputy Director of concerned Departments
1.	Poverty Free and Enhanced Livelihoods Village	Rural Development and Panchayat Raj
2.	Healthy Village	Health & Family Welfare Department
3.	Child-Friendly Village	School Education Department
4.	Water Sufficient Village	Public Health Engineering /Drinking Water & Sanitation
5.	Clean and Green Village	Public Health Engineering /Drinking Water & Sanitation
6.	Village with Self- Sufficient Infrastructure	Rural Development and Panchayat Raj
7.	Socially Just and Socially Secured Village	Social Welfare Department
8.	Village with Good Governance	Panchayat Raj
9.	Women Friendly Village	Women & Child Development

- (iv) District Level Monitoring Committee created for Incentivisation of Panchayats consisting of following officials will also work as act as District Level Monitoring Committee for overall mentoring, handholding, training and monitoring of preparation of Quality Panchayat Development Plan (PDP):

Sl. No.	Theme/ Thematic Committee	Line Departments for concerned PDP	Chairperson	Members
1.	Poverty free and enhanced livelihoods Village	i. D/o Rural Development & Panchayati Raj ii. D/o Agriculture and Farmers Welfare	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District level Officer handling NRLM</li> <li>• District level Officer handling MGNREGS</li> <li>• District Panchayat Officer/ District Level Officer as Member Convenor</li> </ul>
2.	Healthy Village	i. D/o Health & Family Welfare ii. D/o Ayush/ Ayurveda iii. D/o Rural Development & Panchayati Raj iv. D/o Women & Child Development	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• Chief Medical Officer/District Health Officer/</li> <li>• District Level Officer from D/o Women &amp; Child Development</li> <li>• Officer from D/o Ayush/Ayurveda</li> <li>• Faculty (Health &amp; Training Institute)</li> <li>• District Panchayat Officer/ District Level Officer as Member Convenor</li> </ul>



Sl. No.	Theme/ Thematic Committee	Line Departments for concerned PDP	Chairperson	Members
3.	Child-Friendly Village	i. D/o Health & Family Welfare ii. D/o School Education iii. D/o Rural Development & Panchayati Raj	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• Deputy Director/District Level Officer (D/o Elementary Education)</li> <li>• District Level Officer dealing with Reproductive and Child Health</li> <li>• District Panchayat Officer/District Level Officer as Member Convenor</li> </ul>
4.	Water Sufficient Village	i. D/o Public Health Engineering /Drinking Water & Sanitation ii. D/o Rural Development iii. D/o Rural Development & Panchayati Raj	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District Level Officer nominated from Public Health Engineering /Drinking Water &amp; Sanitation</li> <li>• District Level Officer nominated from Rural Development Department</li> <li>• District Panchayat Officer/District Level Officer as Member Convenor</li> </ul>
5.	Clean and Green Village	i. Public Health Engineering /Drinking Water & Sanitation ii. D/o New and Renewable Energy iii. D/o Rural Development & Panchayati Raj	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District Level Officer nominated from Public Health Engineering /Drinking Water &amp; Sanitation</li> <li>• District Level Officer dealing with renewable energy</li> <li>• District Level Officer from Rural Development Department dealing with SBM-G</li> <li>• District Panchayat Officer/ District Level Officer as Member Convenor</li> </ul>
6.	Village with Self-Sufficient Infrastructure	i. D/o Rural Development & Panchayati Raj ii. D/o Electronics & Information Technology/NIC iii. D/o Telecommunications	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District Level Officer from NIC</li> <li>• District Level Officer dealing with BharatNET</li> <li>• District Panchayat Officer/District Level Officer as Member Convenor</li> </ul>
7.	Socially Just and Socially Secured Village	i. D/o Social Welfare ii. D/o Rural Development & Panchayati Raj	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District Level Officer from Rural Development Department dealing with National Social Assistance Programme (NSAP)</li> <li>• District Level Officer from D/o Social Welfare</li> <li>• District Panchayat Officer/ District Level Officer as Member Convenor</li> </ul>
8.	Village with Good Governance	i. D/o Rural Development & Panchayati Raj ii. D/o Electronics & Information Technology/NIC	District Collector/ CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District Level Officer from Panchayati Raj dealing with e-GramSwaraj</li> <li>• District level officer from NIC</li> <li>• District Panchayat Officer/District Level Officer as Member Convenor</li> </ul>
9.	Women Friendly Village	i. D/o Health & Family Welfare	District Collector/	<ul style="list-style-type: none"> <li>• Chief Medical Officer</li> <li>• District level Officer from D/o Rural Development Department</li> </ul>





Sl. No.	Theme/ Thematic Committee	Line Departments for concerned PDP	Chairperson	Members
		ii. D/o School Education & Literacy iii. D/o Ayush/ Ayurveda iv. D/o Rural Development & Panchayati Raj	CEO Zilla Parishad	<ul style="list-style-type: none"> <li>• District level Officer from D/o Ayush/Ayurveda</li> <li>• District level Officer from D/o Elementary Education</li> <li>• District Level officer dealing with SRLM</li> <li>• District Panchayat Officer/District Level Officer as Member Convenor</li> </ul>

- (v) Block level Monitoring Committee created for Incentivisation of Panchayats consisting of following officials will also work as act as District Level Monitoring Committee for overall mentoring, handholding, training and monitoring of preparation of Quality Block Panchayat Development Plan (BPDP) and Gram Panchayat Development Plan (GPDP):

Sl. No.	Theme/ Thematic Committee	Line Departments for concerned BPDP/ GPDP	Chairperson	Members
1.	Poverty free and enhanced livelihoods Village	i. D/o Rural Development & Panchayati Raj ii. D/o Agriculture and Farmers Welfare	Block Development Officer	<ul style="list-style-type: none"> <li>• Block Level Officer handling SRLM</li> <li>• Officer handling MGNREGS</li> <li>• Panchayat Level Extension Officer/ Equivalent Officer as Member Convenor</li> </ul>
2.	Healthy Village	i. D/o Health & Family Welfare ii. D/o Ayush/ Ayurveda iii. D/o Rural Development & Panchayati Raj iv. D/o Women & Child Development	Block Development Officer	<ul style="list-style-type: none"> <li>• Block Medical Officer</li> <li>• Child Development Programme Officer (CDPO)</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
3.	Child-Friendly Village	i. D/o Health & Family Welfare ii. D/o School Education iii. D/o Rural Development & Panchayati Raj	Block Development Officer	<ul style="list-style-type: none"> <li>• CDPO</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
4.	Water Sufficient Village	i. D/o Public Health Engineering /Drinking Water & Sanitation ii. D/o Rural Development iii. D/o Rural Development & Panchayati Raj	Block Development Officer	<ul style="list-style-type: none"> <li>• Block level officer/Junior Engineer/ Assistant Engineer</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
5.	Clean and Green Village	i. Public Health Engineering /Drinking Water & Sanitation	Block Development Officer	<ul style="list-style-type: none"> <li>• Officer from Block handling SBM-G</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>



Sl. No.	Theme/ Thematic Committee	Line Departments for concerned BDPD/ GPDP	Chairperson	Members
		ii. D/o New and Renewable Energy iii. D/o Rural Development & Panchayati Raj		
6.	Village with Self-Sufficient Infrastructure	i. D/o Rural Development & Panchayati Raj ii. D/o Electronics & Information Technology/NIC iii. D/o Telecommunications	Block Development Officer	<ul style="list-style-type: none"> <li>• Nominated Officer from NIC</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
7.	Socially Just and Socially Secured Village	i. D/o Social Welfare ii. D/o Rural Development & Panchayati Raj	Block Development Officer	<ul style="list-style-type: none"> <li>• Social Welfare Officer at Block Level</li> <li>• Panchayat Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
8.	Village with Good Governance	i. D/o Rural Development & Panchayati Raj ii. D/o Electronics & Information Technology/NIC	Block Development Officer	<ul style="list-style-type: none"> <li>• Nominated member from NIC</li> <li>• Block Level Officer from BBNL</li> <li>• Panchayat Level Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>
9.	Women Friendly Village	i. D/o Health & Family Welfare ii. D/o School Education & Literacy iii. D/o Ayush/ Ayurveda iv. D/o Rural Development & Panchayati Raj	Block Development Officer	<ul style="list-style-type: none"> <li>• CDPO</li> <li>• Block Education Officer/ Equivalent</li> <li>• Block Medical Officer</li> <li>• Panchayat Level Extension Officer/ Officer holding Equivalent position in Block as Member Convenor</li> </ul>



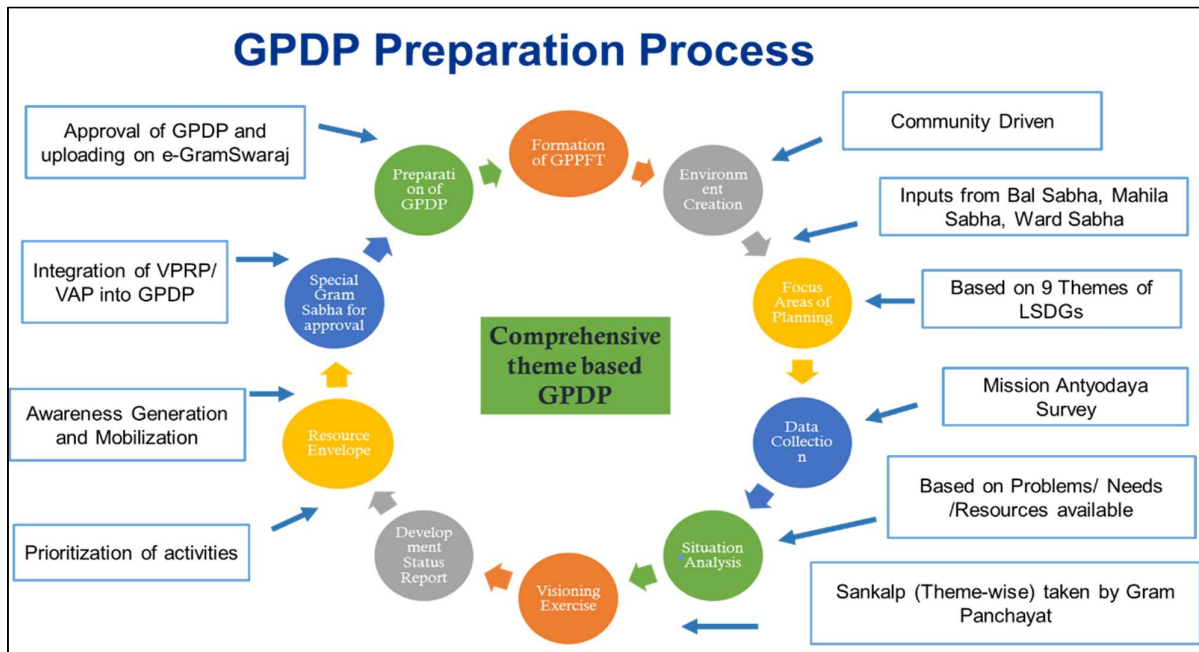


## Chapter 2: Process for preparation of Gram Panchayat Development Plan (GPDP)

2.1 The GPDP is the development plan of the GP. It is to be 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 look like
- ii) It sets out clear GOALS to achieve that vision, and
- iii) Provides an ACTION PLAN to reach those goals.

2.2 The following are the key components of GPDP preparation cycle:



### 2.3 The steps to be followed for preparation in GPDP:

**2.3.1 Formation of Gram Panchayat Planning Facilitating Team (GPPFT):** GPDP is an important initiative that needs continuous people's active participation. Hence, GPPFT created with pool of dedicated human resource who can voluntarily devote their services remained involved at every stage of GPDP starting from environment building for plan preparation to the approval of the plan at the Gram Sabha and implementation of activities. The representatives of sectoral / line departments at GP level should invariably be the members of this team. The SHG/VO members may also be included in the GPPFT, so that the proposed activities of SHG/VO may directly be discussed. 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 GP may divide the GPPFT members into "Ward Planning Facilitating Team" (WPFT) with a minimum of 3-5 members headed by the respective GP ward members to facilitate community-based planning processes of GPDP. WPFT is responsible to ensure that all members and residents of their particular wards participate in the planning process



actively and without any kind of hindrance and hesitation. To ensure that every thematic area under GPs are covered, the GPPFT members may further form thematic groups based on their relevant field experience.

**2.3.2 Environment creation and Community mobilization:** The environment generation activities are of immense importance to bring about attitudinal changes, outlook and re-orientation among the community and governance systems regarding their active participation in the decision-making process towards their socio and economic development. After the awareness-raising process, the next step is to mobilize the community to take part in the process of identifying their needs and address them by preparing a Gram Panchayat Plan. This whole process of awareness-raising and mobilization comes under the umbrella of environment creation/building. The GPPFT with assistance from women ward members and Self-Help Groups (SHGs) are involved in the environment building process for GPDP at the GP level. The date and time of the Gram Sabha to be suitably disseminated among villagers along with leaders of Village Organization.

**2.3.3 Focus Areas in Planning:** Gram Panchayats are entitled to provide basic services and take up development works related to the functions devolved to them as per the Eleventh Schedule of the Constitution of India having 29 subjects, where GPs could work to ensure economic development and social justice. However, with the renewed focus on the localization of SDGs, Gram Panchayats should prepare GPDP adopting following 9 thematic approaches:

- Theme 1: Poverty Free & Enhanced Livelihood village
- Theme 2: Healthy Village
- Theme 3: Child Friendly Village
- Theme 4: Water Sufficient Village
- Theme 5: Clean and Green Village
- Theme 6: Village with Self Sufficient Infrastructure
- Theme 7: Socially Just and Socially Secured Village
- Theme 8: Village with Good Governance
- Theme 9: Women Friendly Village

**2.3.4 Data Collection–Situation Analysis:** The data collected can be put to use to assess and analyze the current situation of GP and to identify gaps to prepare Plan to address at the grassroots level. Therefore, both primary data and secondary data should be collected at the grassroots level. For primary data collection, methods of Participatory Rural Appraisal (PRA), Focus Group Discussion (FGD), Household Survey and Neighborhood Survey can be used. In the case of secondary data, information from Mission Antyodaya (MA), Socio-Economic Caste Census (SECC), Census and data from different line departments can be used. The VPRP prepared by the SHG federations can also be considered for analysing the situation. The situation analysis serves as the basis for setting priorities for addressing the issues to further in corporate in the GPDP. The processes for situation analysis are:

- (i) Existing conditions and development status of the GP related to key areas like health, education, poverty, the 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



including drinking water, sanitation, drainage, road conditions, cleanliness etc. that exists in the GP must be collected.

**2.3.5 Development Status Report (DSR):** On completion of situation analysis, the GPPFT is to prepare draft DSR as per indicative guidelines of GPDP and place before the Gram Sabha to make people aware about the exact and real time situation of the community in the respective thematic areas of economic development and social justice.

**2.3.6 Visioning Exercise:** Gram Sabha is to undertake visioning exercise on the basis of the findings of the DSR. The visioning exercise is to 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 should also help to identify priorities in the identified key thematic areas and set clear milestones to be achieved by the GP during the plan period.

**2.3.7 Prioritization of Needs:** Based on the DSR the GPPFT is to guide the deliberations in 1<sup>st</sup> Gram Sabha and GP meetings to identify the prioritized needs and crucial issues of the people to fill up the gaps in local development. Prioritization of needs should be done across the various identified thematic sectors 29 covering all sections of the GP. Special focus may be given to 'Sankalp' taken/ themes prioritized by GPs.

**2.3.8 Resources Envelope:** GP should know the resources on the basis of which it is to prepare the GPDP. It needs to consider the financial and human resources already available/expected to be available along with the resources that can be potentially generated. The resource envelop includes Central / State Finance Commission Grants, funds under Central/ State Government Schemes, OSR etc. The funds spent by the higher tiers like District Panchayat and Intermediate Panchayat in GP should be part of resource of GP/VCs/ADCs. The planned activities need to be matched with the resources.

**2.3.9 Organizing Special Gram Sabha:** A special Gram Sabha to be organized after the collection of primary and secondary data, and other activities as mentioned above. The frontline workers of each department will give a brief presentation on the activities under taken, funds utilized for the current year and proposed activities, funds allocated, beneficiaries covered etc. for the next financial year and a statement of the same needs to be submitted to the GP. Facilitators appointed shall ensure community mobilization including representation from vulnerable sections such as SCs/STs/ Women during the Gram Sabha. Village Prosperity Resilience Plans prepared by Village Organization (VO) can be incorporated in the GP after presentation and deliberations in the Gram Sabha.

**2.3.10 Preparation of Draft GPDP:** Draft plan shall be prepared indicating the works identified in each focus area along with cost estimation/fund allocation, timelines for completion of works. A development seminar will be organized to discuss the draft in detail to provide feedback and suggestions. These suggestions will be incorporated in the draft GPDP. A special meeting of the GP shall be convened to discuss and finalize the changes before submitting the final Draft GPDP. States are free to customize formats suiting their needs. VPRP prepared by the SHG may also be



discussed considering the availability of the budget within the resource envelope of the Gram Panchayat. Based on the consensus, demands of VPRP may be incorporated into GPDP. The list of activities under VPRP has been made available in the portal.

**2.3.11 Final GPDP:** In the presence of officials from all line departments and community including Panchayat President, Secretary and GP members, the final GPDP including VPRP activities in the form of a brief Presentation of GPDP document with project-wise details and discussion on the prepared plan is to be placed before the Gram Sabha by GP and GPPFT members. This draft goes for approval as per the State guidelines. A model schedule for conducting Gram Sabha meeting is at **Annexure-IV**.

During the process, the minutes of the meeting are to be recorded properly, which may include apart from other proceedings;

- (i) Number of Attendees of the meeting
- (ii) Agenda
- (iii) issues raised
- (iv) items / activities discussed and agreed
- (v) items / activities discussed and not agreed etc.

**2.3.12 Uploading Plan on e-Gram Swaraj portal:** The plans prepared through above mentioned procedure to be uploaded on revamped GPDP portal of e-Gram SWARAJ (eGS) application with the complete profile of the Gram Panchayat, including Sarpanch & Panchayat Secretary details, Demographic details, Panchayat finances, asset details, thematic activities to be taken up etc. Hard copy of the plan may be kept in the office of Gram Panchayat for public disclosure. VPRP activities has also been made part of the GPDP activity drop down under relevant themes in the eGS portal. Accordingly, VPRP activities, which has been approved by Gram Sabha may also be included in portal like other activities. The asset creation activities may be published on Public Information Board at the beginning of the implementation year. *A sample of Public Information Board is provided as Annexure-V.*

#### **Snapshot of the basic requirements for preparation of GPDP**

- Thematic GPDP to be prepared with special focus on ‘Sankalp’ taken/ themes prioritized by GPs.
- GPs may take same theme as a Sankalp/ prioritize same theme for preparation of GPDP 2024-25 with the resolution of Gram Sabha, which was taken for preparation of GPDP 2023-24.
- GP may also take new Sankalp/ prioritize new theme for preparation of GPDP 2024-25 with the resolution of Gram Sabha.
- The ‘Sankalp’/ themes prioritization to be carried out on the portal (<https://meetingonline.gov.in>) and resolution of Gram Sabha also to be uploaded on the same portal.
- Orientation by MoPR team in States/UTs and uploading feedback on on eGramSwaraj portal.
- Orientation at State/ District/ Block level on PPC/GPDP team and the information to be uploaded on eGramSwaraj portal.



- Updation of Gram Panchayat Profile. It has been observed that profile is not being updated properly. The profile to be updated carefully, which is one of the data base of GP not only for Ministry but also State/ Districts and Blocks etc.
- All flagship schemes, which are being implemented in a GP by other departments to be made part of GPDG.
- VPRP to be integrated in GPDG. VPRP activities mapped in different themes and included in drop down in the portal.
- GPs to allocate minimum 25% of untied (FFC/SFC/OSR) resources on the themes on which the panchayat has taken Sankalp as approved by Gram Sabha.
- **At least 25%** of the activities of the theme in which GP has taken Sankalp taken to be chosen from the list of activities of particular theme to be worked on by the GP.



## Chapter-3: PRI and SHG convergence and VPRP for GPDP

**3.1 Background:** 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. 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 by preparing Village Prosperity Resilience Plan (VPRP) and its integration in GPDP.

**3.2 Actions for Convergence of PRIs and CBOs:** In due appreciation of need for convergence of GP and SHG, following actions may be taken for comprehensive development of GP are:

1. Inclusion of SHG federation representatives and CRPs in the GPDP planning team/ GPPFT.
2. 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.
3. Use the SHGs and their federations to strengthen Gram Sabha through informed participation after prior discussions within SHGs on needs and priorities.
4. SHGs and their federations should actively participate in the GPDP planning process, specifically in matters related to poverty reduction. Their services may be utilized for following activities:
  - a. Preparation of Village Prosperity Resilience Plan (VPRP)
  - b. Participation in the Mahila Sabhas and Ward Sabhas preceding Gram Sabha
  - c. Local campaigns for health, education, sanitation etc.; and against social evils like alcohol and substance abuse, manual scavenging, child marriage child labour and trafficking of women etc.
5. An institutionalized 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 institutionalized as part of the GPDP process. Records of meetings and action taken reports of these committees may be shared with the SHGs/federations.

### 3.3 Village Prosperity Resilience Plan and its integration into GPDP

As per the joint advisories issued by the Ministry of Rural Development (MoRD) and the Ministry of Panchayati Raj (MoPR) in 2018, the SHG network promoted in the villages under DAY-NRLM have been mandated to prepare their demands and plans in the form of Village Prosperity Resilience Plans (VPRP) and present the same in Gram Sabhas. The plans are prepared by the SHG members in the concerned SHGs and are consolidated at Village level SHG





federations. The final VPRP compiled at the Gram Panchayat level will be presented and submitted to GP during Grama Sabha meetings for integration into GPDP. VPRP can also help the Gram Panchayats in fulfilling their responsibility as entrusted in Schedule XI of the Indian constitution in implementing programmes for poverty alleviation and for the welfare of women. The plans are prepared ensuring the demands of the weaker sections of the society even outside the SHG network through a transparent and participatory process.

**3.4 Objective of VPRP:** The VPRP is expected to fulfill the following objectives.

1. Engage the women collectives in the local planning process of the village
2. Preparation of an inclusive demand plan of the SHGs to be included in the GPDP.
3. Enhance the interface of the SHG network with the Gram panchayat institutions for poverty alleviation.
4. Represent the demands of the poorest of the poor in the village through VPRP.

**3.5 Components of VPRP:** The Village Prosperity Resilience Plan is a comprehensive demand plan that seeks to target the multi-dimensional factors of poverty. It is, therefore, categorized under four components that are listed below:

- a) **Entitlement plan** - The entitlement plan captures the individual demands of the SHG members (and other vulnerable groups in the village) for basic needs and social security that they are entitled to receive from the central or state government, in the form of centrally sponsored and state sponsored schemes- such as demands for MGNREGS Job card, house under PMAY-G, social security pensions under National Social Assistance Programme, individual household latrines under Swachh Bharat Mission- Gramin, Health card under Pradhan Mantri Jan Arogya Yojana, the household gas connection under UJJWALA scheme, etc.
- b) **Livelihood plan** - The livelihood plan captures the demands of the SHG members for livelihood activities such as farm-based, other farm-based, animal husbandry, non-farm, and Non-Timber Forest Produce (NTFP). A comprehensive Village Livelihoods Planning process is used to prepare household level detailed crop wise and activity wise plan for which the support may be required from GPs and line departments. The plan captures these different support requirements under different schemes available with the relevant departments. This also includes the plans of MGNREGS individual asset creation for livelihoods strengthening.
- c) **Public Goods and Services, Resource Development plan (PGSRD)** - This plan captures the gaps in the availability and quality of major public goods and institutions like streetlights, roads, Panchayat office, Anganwadi centre, absence of teachers in schools etc. It also captures the need for developing the existing natural resources in the village such as water harvesting structures, land development, building embankments, forest fencing etc. This includes the demands by the VOs for the community assets for livelihoods promotion under the permissible activities of MGNREGS
- d) **Social Development Plan (SDP)**- Social development plans are proposals that address certain social issues specific to the community - related to health, education, social exclusion, gender issues, environmental-related problems, etc. These plans emerge after intense discussions amongst the members of the Village Organizations to identify the issues and the measures to resolve them. It also captures the specific support that can be sought from the local self-governing institutions and line departments to help the SHG



federations in addressing the problem. The Social Development plans can fall under the umbrella of 'Low Cost/ No cost' demands in GPDP. In certain cases, higher cost items can also be included, e.g., in Kerala, GPs have given higher budget amounts to meet the operational costs to run GP level Gender Resource Centres (GRC), infrastructure costs for establishing and running gym and yoga clubs for improving health and fitness of the community members, for destitute rehabilitation and women work centres. In Assam, few GPs have given stationary for the adult literacy classes.

### 3.6 Process of preparation of VPRP and integration in GPDP

- a) **Plan preparation:** Village Prosperity Resilience plans are prepared through a participatory exercise involving all the SHGs and their federations. As the plans are prepared using an application, this will allow for reports to be generated on all the four components of the VPRP. Elected representatives shall be invited as special invitees to ensure the process and provide feedback for the same.
- b) **GP level consolidation and finalisation of VPRP:** All four component plans of all VOs that are existing in the concerned GP will be consolidated and prioritised at GP level by all VOs with support of the app. First priority will be given to the demands of the ultra-poor and most vulnerable during the prioritisation and finalisation process. This will help the VOs to support the GPs in selecting the right beneficiaries for schemes which have limited funds. Elected representatives shall be invited as special invitees to ensure the process and provide feedback for the same.
- c) **Presentation and submission of VPRP in Gram Sabha:** The finalized VPRP shall be presented by SHG federations before Gram Sabha. A discussion can be initiated on the demands and the availability of the budget within the resource envelope of different schemes such as FFC, Own source revenue, MGNREGS and funds with line departments. The CBO shall also share what demands can be met from the own resources available with the SHG federations. Based on the consensus, a resolution may be passed by Gram Sabha on agreed demands of VPRP that can be incorporated into GPDP.
- d) **Visibility of VPRP demands in e-Gram Swaraj portal:** The final GPDP will be uploaded in the eGramSwaraj portal as per the government mandate which makes the information accessible to common citizens including approved VPRP demands. The VPRP activities or demands have been mapped with the relevant themes of LSDG in the eGS portal. This allows GPs to select the approved VPRP demands as per Gram Sabha approval. Thus, an exhaustive list of VPRP demands will be available on the eGS portal from which the GPs can select the approved VPRP demands during the Gram Sabha and allocate the funds accordingly.





## Chapter 4: Gram Sabha for Preparation of GPDP

*“The Greater the power of the Panchayats, The better for the People”*

- Mahatma Gandhi

Gram Sabha is the fulcrum of the Panchayati Raj; a forum for people’s participation in local governance. It provides an opportunity to the people to get involved in the planning process for the development of their locality and make the administration more accountable and transparent. It is the responsibility of elected representatives, functionaries, and community members to see that the Gram Sabha functions as per the rules and expectations.

**4.1 Schedule of Gram Sabha:** During the Campaign period, 2 Special Gram Sabhas are required to be held. The first Gram Sabha should be organized for carrying out the visioning exercise and prioritization of needs based on the gaps identified in the DSR. The frontline workers are required to give a brief structured presentation regarding the activities of all line Departments. In the 2<sup>nd</sup> Gram Sabha, the draft GPDP, which is inclusive of different sub plans such as VPRP and Departmental Village Action Plan shall be placed before the Gram Sabha for approval.

### **Integration of inputs from Ward Sabha, Mahila Sabha and Bal Sabha**

To involve all people in the process of decision-making in Gram Sabha, separate Gram Sabha for women, children and elderly may be conducted prior to main regular Gram Sabha meetings to ensure better mainstreaming of their issues into the GPDP. To ensure effective environment building to achieve the objectives and goals of GPDP, appropriate Information, Education and Communication (IEC) materials and activities should be initiated by the respective GPs. A successful GPDP depends on the effectiveness of the IEC leading to active people's participation of all stakeholders in the Ward Sabha, Mahila Sabha and Bal Sabha as well as Gram Sabha. Integration of the inputs from the Ward Sabha, Mahila Sabha and Bal Sabha along with sub-Gram Sabha level meetings may be promoted to develop a comprehensive plan. Good practices that provides for people’s assemblies below the Gram Sabha such as Ward Sabha, Mahila Sabha and Bal Sabha should be promoted. An advisory on Mahila Sabha and Bal Sabha has already been issued and is available at Annexure-VI.

**4.2 Gram Sabha Agenda:** Though the Gram Sabha is free to discuss any issue related to the Gram Panchayat, there are some agenda which have to be discussed necessarily. These agenda are as follows:

- The annual statement of accounts of the Gram Panchayat.
- The report of the preceding financial year. Last audit note and replies, if any, by the Gram Panchayat.
- The budget of the Gram Panchayat for the next financial year.
- The report in respect of development programmes of the Gram Panchayat relating to the preceding year.
- Development programmes proposed to be undertaken during the current year considering the grant allocation by 15th Finance Commission and other resources available/expected at GP level.



- Reports of the Vigilance Committee.
- The recommendations of the Village Organisation through VPRP.
- The recommendations of the Ward Sabha/Mahila Sabha and Bal Sabha.
- The Gram Sabha can discuss those proposals also which it thinks is important enough for a Ward although the Ward Sabha has not included it in its agenda.
- Utilization of funds for the plans & programmes.

**4.3 Steps to be followed for Successful Gram Sabha:** In order to ensure effective participation in the Gram Sabha all members should be formally and compulsorily informed in time. Wide dissemination through use of all available channels including social media should be ensured for greater community participation. *A template of the calendar of the Gram Sabha Planning is provided as Annexure-VII.*

**4.3.1 Formal Notification:** Before organizing the Gram Sabha, it is important to issue notice as per the existing norms of the state. Wide publicity must be ensured. The notice of the Gram Sabha can also be publicized by beating of drums and pasting of the notice at the Panchayat Bhavan, Schools, offices of VO and CLF and local marketplace.

- All voters must receive the notice of the Gram Sabha at least a week before the scheduled date.
- The notice should necessarily mention the date, time, venue and agenda of the Gram Sabha.
- The agenda of the Gram Sabha should be written in clear and simple languages that people can understand it easily.

**4.3.2 Ensuring Participation of people from all sections:** While preparing village development plans, focus should be given for the upliftment of people belonging to Scheduled Castes, Scheduled Tribes, Backward classes and other weaker sections. Their better participation in the Gram Sabha to be ensured and to provide opportunity for them to freely express their felt needs and grievances. In order to ensure their better participation, the information regarding the conduct of gram Sabha should be extensively propagated in areas inhabited by Scheduled Castes, Scheduled Tribes and other Weaker Sections. If their grievances are redressed before the next Gram Sabha meeting, their faith on Gram Sabha will increase and they show more interest for attending Gram Sabha meetings regularly.

**4.3.3 Participation of Women and Children through Mahila Sabha and Bal Sabha:** Women's participation in Gram Sabhas may, potentially, augment the efficacy of Panchayats. It is another matter that women rarely participate in Gram Sabhas impeded, largely, by social customs and traditions. In order to give voice to women at the level of grassroots' democracy, the Ministry of Panchayati Raj has urged state governments to convene separate Mahila Sabhas or female assemblies for the female electorate in the Panchayat. The objective is to include women's issues in Gram Sabha resolutions especially those issues affecting the women. In organizing the Mahila Sabhas and in putting forward problems pertaining to women the women self-help groups in State may be involved to interaction issues for raising educational standards, addressing water and sanitation problems-areas which were generally not discussed by men. In organizing Mahila Sabhas, the venue of the meeting is also an important determinant for attendance related decisions with women are likely to face restrictions or may be in convenience while moving to certain areas within the village. The Mahila Sabha meetings are to be held at different places depending on



availability and other considerations. The representatives of SHG federations to be encouraged to participate in Gram Sabha in large numbers. The SHG federation has its reach across the Gram Panchayat and through them participation of women in Gram Sabha can be strengthened.

For making children's voice to be counted in Gram Panchayat decision making, Ministry of Panchayati Raj is advising state Governments on organizing Bal Sabhas in Gram Panchayat to raise children's issues and concerns. It may be noted that child participation is an important tenet of the Convention on the Rights of the Child (CRC). Institutionalizing Bal Sabhas to keep the voices of children from the remotest areas, at the centre of our national planning process is one of the most effective ways of honoring the commitments that the country has made for children.

**4.3.5 Quorum for the Gram Sabha:** The quorum for the meeting of the Gram Sabha needs to be maintained as per the relevant Panchayati Raj Acts of the State. If the first meeting is postponed for want of quorum the meeting shall adjourn to another date and the procedure shall be as per the provisions of State Panchayati Raj Act. However, the aim should be to have an attendance of at least 10% of Gram Sabha to make it a truly meaningful and participative exercise. Further, it may also be considered the representation of at least one member from each household in the Gram Sabha as being practiced by some GPs.



## Chapter 5: Preparation of Block and District Panchayat Development Plan

**5.1 Introduction:** The Constitutional provision is intended to empower all three tiers of Panchayats by enabling the State Governments to devolve powers and authority including those matters listed in the Eleventh Schedule for planning for economic Development and Social Justice and implementation of schemes in their area. This will also include the powers to impose taxes and provisions of funds to the Panchayats. On the recommendation of the Fifteenth Finance Commission (XV FC), Government of India has decided to provide grants also to Intermediary Panchayats (IPs) or Block Panchayats and District Panchayats (DPs) from 2020-21. A Framework for preparation of BPDP and DPDP prepared by MoPR and circulated among the States/UTs. Many States have issued guidelines/directions to IPs and DPs for preparation of their Plans. The processes, structure and system vary widely for preparation of BPDP and DPDP. Further, revised guidelines along with SoP has also been prepared by the Ministry on formulation of BPDP and DPDP.

### **Fifteenth Finance Commission (XV FC)–Implications for GPDP, BPDP and DPDP**

XV FC has allocated Rs.2,36,805 crore for Rural Local Bodies (RLBs) to all the tiers of Panchayats and also to the traditional bodies of Vth & VIth Schedule areas for the period of 2021-22 to 2025-26 of which 40% of the recommended grant will be Untied grants and the remaining 60% as tied grants except 2021-22, wherein the ratio tied and untied grant was 50:50.

- a) Untied grants (40% of total grants) can be used for felt needs under the 29 subjects enshrined in the XI schedule, except for salaries and other establishment costs. The expenditure required for auditing of accounts by external agencies approved by State Govt. may be borne from this grant.
- b) Out of Tied Grants (60% of total grants), 30% of the total grants to be utilized for drinking water, rainwater harvesting and water recycling and the remaining 30 % of the grants to be utilized for sanitation and maintenance of ODF status. However, if any local body has fully saturated one category, it can utilize the funds for other category. The respective Village Assembly/ Gram Sabha to certify this duly confirmed by the supervising authority or the State Governments.

The allocation amongst the tiers will be in the bands of:

- Gram Panchayats – 70-85%
- Block Panchayats (BP) – 10%-25% and
- District Panchayats (DP) – 5%-15%, total adding upto 100% on the basis of recommendations of SFC.

In 2 tier States, the bands are 70%-85% and 15%-30% for GPs/ DPs respectively. For traditional areas / excluded areas, the allocations will be on the criteria of 90:10 for population: area. The intra-tier distribution should be on the basis of population: area at 90:10 or as per accepted recommendation of SFC.



## 5.2 Preparation of Block Panchayat Development Plans (BPDP):

**5.2.1** BPDP to be prepared through a participatory inclusive and transparent process with modified bottom up approach. BPDP may arrive at development needs by consolidating gaps ascertained in GPDPs through Mission Antyodaya data. The BPDP process envisages need based planning, supplementing GPDPs. Further, it would also strive to contribute to national commitments e.g. SDGs and national priorities. The plan activities of the line departments operating at the Intermediate Panchayat level should be integrated into the BPDP, although the same may be implemented by the line departments themselves. The process, structure and format of a BPDP may be largely the same as followed for GPDP, which is as under:

- (i) After GPDPs are prepared and approved at GP level, the same are to be forwarded by the GPs to the Intermediate Panchayat.
- (ii) Those projects and activities, which are to be implemented in more than one GP area and which should be implemented at the Intermediate Panchayat level because of its higher institutional capacity and technical competence, are to be considered by the Intermediate Panchayat for BPDP.
- (iii) The BPDP will be approved by Block Sabha consisting of all Block/Intermediate Panchayat members, District Panchayat members in the Block Panchayat area, GP Presidents/Sarpanches of all the Gram Panchayats from the concerned block shall be convened and this meeting has to be considered as Block Sabha.
- (iv) Apart from elected representatives, block level line department officials, leader of SHG federations, experts, professionals, doctors, etc. should also be nominated as members of Block Sabha.
- (v) There may be total 50-80 persons including aforesaid ones nominated as member of Block Sabha by President of Intermediate Panchayat.
- (vi) The meeting of Block Sabha will be presided by President of the Intermediate Panchayat and Block Panchayat Officer / Block Development Officer may be nominated as Convener of Block Sabha.
- (vii) The financial matter would be sanctioned by competent authority as authorized by State Government in Intermediate Panchayat.

### 5.2.2 Steps for preparing Block Panchayat Development Plan:

- (i) Formation of Intermediate-Planning Planning Committee (IPPC) for every Intermediate Panchayat for shared understanding and facilitation of the entire planning process orienting and activating them to take up and carry forward the entire process of Block Panchayat Development Plan.
- (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 Block Sabha.
- (vii) Plan development, prioritization and projectisation.
- (viii) Approval of BPDP and uploading on eGram Swaraj Portal.



- (ix) Implementation, monitoring and impact analysis.

**5.2.3 Focus Areas of Planning at Block/Intermediate Panchayat level:** Block/Intermediate Panchayats are also supposed to provide basic services and take up development works related to the functions devolved to them as per the Eleventh Schedule of the Constitution of India having 29 subjects, where GPs could work to ensure economic development and social justice. However, with the renewed focus on the localization of SDGs, Block/Intermediate Panchayat should also focus on 9 thematic approaches while preparing plans in local level.

#### 5.2.4 Tentative Timeline for Block Panchayat Development Plan

Sl. No.	Activities / Steps	Time Schedule
1.	Initiation of Planning Process at Block Sabha Meetings	In month of November, 2023
2.	Sector wise data collection, compilation & situational analysis	By December, 2023
3.	Sector wise prioritization & fund allocation to the Sectoral Working Group	By January, 2024
4.	Sector wise draft Plan & Budget preparation and placement of Draft BDP & Budget of Intermediate Panchayat in the meetings of Intermediate Panchayat Planning Committee/ Standing Committee	By 10 <sup>th</sup> February, 2024
5.	Placement of Draft Plan & Budget of Intermediate Panchayat in a Special Block Sabha	By 15 <sup>th</sup> February, 2024
6.	Placement of Draft Plan & Budget of Intermediate Panchayat in the Block Sabha Meeting for approval	By 25 <sup>th</sup> February, 2024
7.	Uploading Plan on eGS Portal	By 29 <sup>th</sup> February, 2024

### 5.3 Preparation of District Panchayat Development Plan (DPDP)

5.3.1 As local government, the District Panchayats are also responsible for ensuring delivery of basic services to local citizens and addressing vulnerabilities of poor and marginalized sections of the population. This can be achieved only through implementation of need focused plans through efficient and responsible utilization of available resources and expanding the resources to cater to their priorities. Further, it has to be ensured that there should not be duplication of its works with those undertaken /to be undertaken by the Gram Panchayat, Intermediate Panchayat and line departments. The preparation of the District Panchayat Development Plan for rural area is a time-bound process. It is an essential part of chain of plans to be prepared in cascading mode. It should be prepared after completion of GPDPs by the Gram Panchayat and Block Panchayat Development Plan by the Intermediate Panchayat in their respective area. It should provide building blocks to Draft District Panchayat Development Plan to be prepared by the District Planning Committee for district as a whole.

#### 5.3.2 Process of preparation of District Panchayat Development Plan (DPDP)

District Panchayat Development Plan should ideally match with 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 with modified bottom up approach. The District Panchayat Development Plan process envisages need based planning, supplementing GPDs and BPDs. Further, it would also strive to contribute to national commitments e.g. SDGs and priorities. The plan activities of the line departments operating at the District level should be integrated into the District Panchayat Development Plan, although the same may be implemented by the line departments themselves. The process, structure and format of a DPDP may be largely the same as followed at GP level for GDP and Intermediate Panchayat (IP) level for BDP, which is as under:

- (i) After GPDs and BPDs in the area of the district are prepared and approved at GP and IP levels, the GPDs and BPDs are to be forwarded by the GPs and IPs respectively to the District Panchayat.
- (ii) Those projects and activities, which are to be implemented in more than one GP area but cannot be accommodated in the BDP and also those projects and activities, which are to be implemented in more than one block area but cannot be included in the BDP for want of technical competencies or lack of resources, are to be considered by the District Panchayat for inclusion in the DPDP.
- (iii) Besides, the District Panchayat Development Plan would include those activities which the District Panchayat need to implement following the principles of subsidiarity.
- (iv) The District Panchayat Development Plan would be approved by District Sabha consisting of all District Panchayat members, Block Panchayat Presidents and Vice Presidents, Presidents/Sarpanches of at least five Gram Panchayats from the concerned District, shall be convened and this meeting has to be considered as District Sabha.
- (v) Apart from elected representatives, District level officers of line department, academicians, doctors, NGOs, representatives of women collectives/ SHG federations should also be nominated as members of District Sabha.

### 5.3.3 Steps for preparing District Panchayat Development Plan

- (i) Formation of District Panchayat Development Planning Committee (DPDPC) for every District for shared understanding and facilitation of the entire planning process orienting and activating them to take up and carry forward the entire process of DPDP for rural area.
- (ii) Environment creation and community mobilization.
- (iii) Collection of primary and secondary data.
- (iv) Situation analysis, need assessment and gap identification.
- (v) Development Status Report.
- (vi) Visioning exercise for goal setting.
- (vii) Resources and identification/estimation of corresponding activities – Special District Sabha.
- (viii) Plan development, prioritization and projectisation.
- (ix) Approval of DPDP and uploading on eGramSwaraj Portal.
- (x) Implementation, monitoring and impact analysis.

### 5.3.4 Focus areas of Planning at District Panchayat level



In Section 5.2.3 “Focus Areas of Planning at Block Panchayat Level” has been elaborated. These areas are also the focus area for the District level. However, at District level larger projects may be undertaken. As decentralized planning travels from Gram Panchayat to District Panchayat the activities for economic development would come into prominence. Further, most of agencies implementing Central and state Government schemes are available in district headquarter, where District Panchayat is also situated; therefore, convergence and collective action and support for medium and small-scale industries would come to central stage of the development planning.

### 5.3.5 Tentative Timeline for District Panchayat Development Plan (DPDP)

Sl. No.	Activities / Steps	Time Schedule
1.	Initiation of Planning Process at District Sabha Meetings	In month of December, 2023
2.	Sector wise data collection, compilation & situational analysis	By January, 2024
3.	Sector wise prioritization & fund allocation to the Sectoral Working Group	By February, 2024
4.	Sector wise draft Plan & Budget preparation and placement of Draft DPDP & Budget of District Panchayat in the meetings of District Panchayat Planning Committee/ Standing Committee	By 10 <sup>th</sup> March, 2024
5.	Placement of Draft Plan & Budget of District Panchayat in a Special District Sabha	By 15 <sup>th</sup> March, 2024
6.	Placement of Draft Plan & Budget of Intermediate Panchayat in the District Sabha Meeting for approval	By 25 <sup>th</sup> March, 2024
7	Uploading Plan on eGS Portal	By 31 <sup>st</sup> March, 2024





## Chapter 6: Capacity Building & Training

**6.1 Introduction:** The Government of India has envisioned multipronged strategies to address the core issues of rural poverty, inequality, poor human development indices and unemployment. Recent years have seen a significant increase in public expenditure through Panchayats. The Government of India provides financial support to PRIs through Central Finance Commission (CFC) awards, Centrally Sponsored and Central Sector Schemes. States additionally devolve funds through State Finance Commissions (SFC) and provide financial support under the scheme. Such a huge devolution of funds from Central & State Governments has created an enormous opportunity for responsive local governance at the cutting edge institutional level of the Panchayats through large fiscal transfers. The significant rise in available resources with the Panchayats needs to be matched with improved service delivery and tangible impact at the local level. Hence, Capacity Building & Training (CB&T) of Elected Representatives, functionaries, facilitators and other relevant stakeholders of PRIs is a pre-requisite for better planning, implementation, monitoring and improved service delivery.

**6.2 Leadership Role:** An able leadership of the constitutionally mandated Panchayat is critical to address good governance at the local level, and to attain the 2030 agenda of Sustainable Development Goals (SDGs) adopting 9 thematic approach of Localisation of Sustainable Development Goals (LSDGs). It is, therefore, important to build the capacity of Panchayats and related institutions. In particular, Gram Sabha processes have to be supported for the sake of transparency, accountability, and efficient delivery of services. The renewed focus is to view Panchayats as strong units of local self –governance and growth engines rather than just as implementing agencies through capacitating ERs to assume leadership roles and equipping PRIs as drivers of economic growth and nodes of spatial development.

**6.3 PRIs as drivers of Economic Growth:** In order to equip PRIs to develop as drivers of economic growth and nodes of spatial development, it is necessary to envision CB&T with a fresh ‘eco-system’ approach wherein all stakeholders come together to facilitate and support PRIs to attain holistic, inclusive and sustainable development. Hence, there is need to equip ERs through adequate CB&T, who are elected as fresh entrants every five years and all other stakeholders at different levels of PRIs to enable them to realise the aforesaid vision. In view of the above Ministry has now been shifting its focus towards capacitating the elected representatives of PRIs for Leadership Roles to develop effective third tier of Government to enable them to deliver on the SDGs adopting thematic approach of LSDGs.

**6.4 Complexity of CB&T:** CB&T of various stakeholders of Panchayats is a complex task, as it involves large number as well as a wide range of stakeholders. The challenge is to reach out to this diverse group while ensuring high quality and context specific CB&T. Moreover, as Panchayats are local governments, the subjects to be covered is also large, ranging from local self-governance, Panchayat Finance including Public Finance Management System (PFMS), Own Source Revenue (OSR), e-GramSwaraj, Audit online, Devolution of powers to Panchayats, Localisation of Sustainable Development Goals (SDGs) especially on 9 themes, Rural Area



Development Plan Formulation and Implementation (RADPFI), Carbon Neutrality, Contract Management or any other training for state specific need.

**6.5 Challenge of CB&T:** Challenge of CB&T has further increased, in the context of increasing grants being devolved to Panchayati Raj Institutions (PRIs) by the Finance Commission (CFC/SFC), preparation of quality Panchayat Development Plan {Gram Panchayat Development Plan (GPDP)/ Block Panchayat Development Plan (BPDP)/ District Panchayat Development Plan (DPDP)} at respective level and achievement of SDGs through concerted and collaborative efforts of Central Ministries and State line departments with ‘whole of Government’ approach at all levels.

**6.6 Scheme for CB&T (RGSA):** The scheme of Revamped RGSA has been formulated with the aims to strengthen capacities of institutions for rural local governance to become more responsive towards local development needs, prepare participatory plans leveraging technology and efficiently utilize available resources for realizing sustainable solutions to local problems linked to SDGs adopting 9 thematic approach of LSDGs. The focus of the scheme is on re-imagining Panchayati Raj Institutions as vibrant centres of local self-governance and economic growth with special focus on localization of Sustainable Development Goals (SDGs) at grassroots level adopting thematic approach.

## **6.7 Capacity Building of stakeholders:**

6.7.1 Very often the key stakeholders of CB&T in Panchayats are understood as elected representatives and support functionaries. However, wide varieties of institutions and human resources are also involved in CB&T at the National, State, District and Sub district levels in basic functions of governance, including planning and implementation of development programs. In case of Block and District development planning the participation of elected representatives, Panchayat officials, Planning committee members, Sectoral Working Group members, SHG federation leaders, line department officials, community leaders, civil society organizations and all relevant agencies is essential. The CB&T should address all these actors and agencies.

6.7.2 The State Government through the respective nodal training institution(s) should build the capacity all these stakeholders in multiple thematic areas. In the process of preparation of GPDP, it is vital to ensure the participation and inputs of all relevant stakeholders in a meaningful way before finalizing the Development Plan with their inputs.

6.7.3 The Elected Representatives and Community Based Organizations (CBOs) such as SHG federations may be equipped to work in partnership in the Gram Panchayat for the overall development. As SHG federations play an integral role in the development process, this partnership will deepen democracy, broaden and activate participation in planning process.

## **6.8 Training Module for PPC**

6.9.1 All the States have to develop an appropriate strategy and action plan for CB&T, for an effective preparation of GPDP, BPDP and DPDP. The National Institute of Rural Development and Panchayati Raj (NIRD&PR) should take lead and develop customised Training Modules for each different Stakeholders in coordination with SIRDs of concerned States. Issues of Planning,



good governance, Localization of SDGs, focus areas and issues related to National Importance should be part of these Modules.

6.9.2 The focus should be on capacitating the Elected Representative, PRI functionaries and stakeholders to use the “Panchayat Decision Support System (PDSS)”, Planning & Reporting Dashboards as well as the Gap reports to assess and address the development in critical areas.

6.9.3 In view of Localization of SDGs, State level Master Trainers and key stakeholders must be given training through customised Training Modules prepared on 9 themes and its implication and integration mechanism into PDP.

**6.9 Capacity Building for VPRP-GPDP integration:** To facilitate seamless integration of VPRP into GPDP, the following interventions are suggested:

- (i) SLMTs shall be oriented on PRI CBO convergence, preparation of theme based GPDP, VPRP-GPDP integration for further training of DLMTs and BLMTs.
- (ii) Functionaries and pool of trainers in the SRLMs may also be trained on GPDP concept and process by DAY-NRLM. Standardised Training modules have been developed for SLMTs and SRLM functionaries.
- (iii) The joint training of Elected representatives, Panchayat functionaries and SHG federation representatives at Block level on PRI - CBO Convergence and integration of VPRP with GPDP, shall be conducted by DLMTs/BLMTs and SRLM staff jointly under RGSA and NRLM/SRLM funds.

#### **6.10 Ministry’s Initiatives for CB&T:**

- (i) Thematic State Level Mater Trainers (SLMTs) training is being imparted by NIRD&PR utilizing revised training materials/modules prepared for each themes of LSDGs
- (ii) State/UTs Annual Action Plans for 2023-24 have been approved with the focus on training to prepare thematic GPDP/BPDP/DPDP.

#### **6.11 Exceptions from States/UTs**

- (i) State to customize training modules developed for the trainings of ERs, Functionaries and other Stakeholder towards thematic approach of LSDGs.
- (ii) Thematic State Level Mater Trainers (SLMTs) trained by NIRD&PR are expected to provide trainings to the District Level Mater Trainers (DLMTs) and Block Level Mater Trainers (BLMTs) in cascade mode.
- (iii) Expedite the CB&T approved under Revamped RGSA specifically in respect of trainings of GPDP/BPDP/DPDP including VPRP integration.
- (iv) Effective convergence of Training material, infrastructure, IEC materials etc. of other line departments for better planning process.
- (v) Joint trainings of ER, Functionaries, Line Departments, SHG federation leaders and Other stakeholder for better convergence in planning process.



## Chapter 7: Localization of Sustainable Development Goals and Integration into Panchayat Development Plans

### 7.1 Introduction

The 2030 Agenda for Sustainable Development, including the 17 Sustainable Development Goals (SDGs), are global objectives that succeeded the Millennium Development Goals. The 17 SDGs with 169 global targets and 231 distinct global indicators have been identified by the United Nations for monitoring the progress of SDGs. In India, for 169 adopted National targets, 306 indicators were identified as per National Indicator Framework to provide appropriate direction to the policy makers at the National level.



Sustainable Development Goals

### 7.2 Why Localization of Sustainable Development Goals Important?

India with the second largest population in the world, has a considerable responsibility to global SDG achievement. Given the federal structure of governance, States and local governments are crucial to country's progress, as they are best placed to put people's aspirations and need at the forefront. Local governments also play a pivotal role in implementing programmes and schemes of National Importance. With its emphasis on poverty reduction, food security, health for all, quality education, gender equality, access to water and sanitation, employment SDGs necessarily remain connected to the issues and goals of rural development. Considering the significance, the achievement of the Sustainable Development Goals 2030 Agenda in the villages depends on progress made in localizing SDGs in PRIs. Localization of SDGs assumes an important role to reach the goals to the rural areas to ensure *no one left behind and no village is left behind*.

### 7.3 Thematic Approaches to Localization of SDGs

Panchayats have been Constitutionally mandated to prepare plans for economic development and social justice within the broad areas of 29 subjects mentioned in the XI schedule of the Constitution. In view of achieving SDGs and to make it more local and comprehensible, for the Gram Panchayats and Elected Representatives to work on, the SDGs that are universal & a



blueprint for progress, Ministry of Panchayati Raj based on the recommendations from Expert Committee has taken a thematic approach that are connected to 17 SDGs. Total Nine (9) themes have been taken due to these being easy to relate to and for the local elected representatives (ERs) and the community. The mapping of themes with SDGs, nodal Ministries/Departments and key department of the State Government is as under:

Theme No.	Theme	SDGs mapped	Nodal Ministry	Key Ministries/ Departments
1.	Poverty Free and Enhanced livelihood Village	1,2,3, 4, 5, 6, 7, 8, 10, 11, 13 and 15	Rural Development	Agriculture & Farmers welfare, Animal Husbandry, Fisheries, Skill Development
2.	Healthy Village	2 and 3	Health & Family welfare	AYUSH, Women & Child Development, Drinking Water and Sanitation
3.	Child-Friendly Village	1,2,3,4 and 5	Women & Child Development	School Education & Literacy, Health & Family welfare, Drinking Water and Sanitation
4.	Water Sufficient Village	6 and 15	Water Resources, River Development & Ganga Rejuvenation	Drinking Water and Sanitation, Agriculture & Farmers welfare, Land Resources
5.	Clean and Green Village	6, 7, 12, 13, 14 and 15	Drinking Water & Sanitation	Environment, Forest & Climate Change, New & Renewable Energy, Agriculture & Farmers welfare
6.	Village with Self-sufficient Infrastructure	1,2,3,4,5,6,9 and 11	Rural Development / Panchayati Raj	Rural Development, Electronics & Information Technology and Telecommunication
7.	Socially Just and Socially Secured Villages	1,2,5,10 and 16	Social Justice and Empowerment	Rural Development, Food & Public Distribution, Tribal Affairs
8.	Village with Good Governance	16	Panchayati Raj	Electronics & Information Technology, Telecommunication,
9.	Women Friendly Village	1,2,3,4,5 and 8	Women & Child Development	Health & Family welfare, Rural Development, Skill Development

**7.4 Localization of SDG and Panchayat Development Plan (PDP):** Ministry of Panchayati Raj has been providing support to States and UTs to develop State/UT specific guidelines for preparation of PDP converging all the resources in setting local development agenda and finding local solutions to development issues. In realizing Localization of SDGs in rural areas, the PDP is to be reflective of the thematic goals and targets in a manner in which the local planning and execution of actions can contribute to the Panchayat in achieving the thematic goals and thus the



objectives of SDGs by 2030.

- (i) Preparation of PDP should be based on thematic framework of LSDGs.
- (ii) MA survey should cover the survey data required for the value of the indicator. Data required must come from Departments and Gram Panchayats own data.
- (iii) Convergent Action should ensure that the various inputs from the schemes of Departments feed into the preparation of PDP for the indicators/targets.
- (iv) Standing Committee of the Panchayats need to be strengthened and capacitated on their roles & responsibilities for preparation of theme based PDP.
- (v) Mapping of Standing Committee with themes of LSDGs would detail various activities to be taken up in the Panchayats for ensuring comprehensive PDP. **(Annexure-VIII)**
- (vi) Discussion on PDP with Departments concerned in Standing Committees, Scheme Committees, to be put in the joint calendar worked out with Departments.

Integration of SDGs into the PDP presents a natural synergy between the two initiatives. Effective localization of SDGs requires linking budgets to the local plans which in turn requires an approach that fosters vertical as well as horizontal convergence. The tied and untied funds for Panchayats have provided adequate financial resources for their holistic development. Through PDP comprehensive development of rural areas is possible and thereby steadily moving towards the global agenda of SDGs. The focus in PDP should shift from quantity to quality in planning to achieve the goals in a phased manner. The capacity building and training of the facilitators on the GPDP preparation process would need to be fully oriented to the thematic framework and they should be immersed in the process. The adoption of at least one theme achievement in each GPDP cycle by each Gram Panchayat should be ensured on a mission mode through People's Plan Campaign. SHG federations can support the GPs in preparing GPDPs by preparing VPRP in alignment with the SDG themes of the concerned GP. Theme-wise resources and Low Cost No Cost Activities are at **Annexure-IX**.

**7.5 Convergence:** To achieve the mission of localizing sustainable development goals, convergent actions is a significant approach to identify partners, mapping of existing resources, potential resources, and preparing the broad lines of understanding of roles and responsibilities for preparation of cohesive PDP.

- (i) Flagship Schemes of Ministries/ Departments have stated the role of PRIs (focused on Gram Panchayat) in existing guidelines, specifically the linkages of the scheme implementation mechanism with PRIs and into incorporation into PDP.
- (ii) Convergence with Standing Committees / Sub-Committees/ Local Committees/ working groups/SHG federations in the process preparation of PDP require to be strengthened for holistic & comprehensive planning
- (iii) Convergent action with all partners at grassroots levels to be focused to embodying the whole of society approach evolving micro-plans and monitoring progress thereon.





# Annexures



## Template on Facilitators Report

S. No	Field	Details	Remarks
1.	Number of people present in Gram Sabha		
2.	Number of Schedule Castes present in Gram Sabha		
3.	Number of Schedule Tribe present in Gram Sabha		
4.	Number of SHG members present in Gram Sabha		
5.	Number of Women present in the Gram Sabha		
6.	Sankalp of Gram Panchayat		
6.1	Mapping of Sankalp to Focus Areas		
7.	Frontline workers present and made presentation		
7.1	Department of Panchayati Raj		
7.2	Department of Rural Development		
7.3	Department of Agriculture		
7.4	Department Health & Family Welfare		
7.5	Department of Women & Child Development		
7.6	Department of Power		
7.7	Department of Chemicals & Petrochemicals		
7.8	Department of Animal Husbandry and Dairying		
7.9	Department of Revenue		
7.10	Department of Drinking Water		
7.11	Department of New and Renewable Energy		
7.12	Department of Education		
7.13	Department of Skill Development		
7.14	Department of Social Justice		
7.15	Department of Food and Supply		
7.16	Department of Health		
7.17	Department of Finance		
7.18	Irrigation Department		
7.19	Department of Fisheries		
7.20	Department of Forest		
7.21	Department of small scale industries		
7.22	Department of Khadi/ village industries		
7.23	<State> Electricity Board		
7.24	Rural Road Development Corporation		
7.25	<State> PWD		
8.	Presentation & validation of Mission Antyodaya Data		
9.	Presentation by SHGs on poverty related issues & poverty reduction plans		
10.	Discussion on GPDP		
10.1	Review of current year activities & fund utilised		
10.2	Discussion on resources likely to available to the Gram Panchayats during 2021- 2022		
10.3	Discussion on gaps emerged from Mission Antyodaya survey and proposed interventions		
10.4	Resolution passed & recorded by Gram Sabha on GPDP		
11.	Geotagged photograph of Gram Sabha in progress		
12.	Geotagged photograph of Public Information Board		
13.	Video of Gram Sabha in progress (optional)		





Facilitators Report- District/ Block Panchayat			
S.No	Field	Details	Remarks (if any)
1.	Number of people present in District/ Block Panchayat Meeting		
2.	Frontline workers present and made presentation		
2.1	Department of Panchayati Raj		
2.2	Department of Rural Development		
2.3	Department of Agriculture		
2.4	Department Health & Family Welfare		
2.5	Department of Women & Child Development		
2.6	Department of Power		
2.7	Department of Chemicals & Petrochemicals		
2.8	Department of Animal Husbandry and Dairying		
2.9	Department of Revenue		
2.10	Department of Drinking Water		
2.11	Department of New and Renewable Energy		
2.12	Department of Education		
2.13	Department of Skill Development		
2.14	Department of Social Justice		
2.15	Department of Food and Supply		
2.16	Department of Health		
2.17	Department of Finance		
2.18	Irrigation Department		
2.19	Department of Fisheries		
2.20	Department of Forest		
2.21	Department of small-scale industries		
2.22	Department of Khadi		
2.23	<State> Electricity Board		
2.24	Rural Road Development Corporation/ PWD		
2.25	<State> PWD		
3.	Discussion on District/ Block Panchayat Development Plan		
3.1	Review of current year activities & fund utilised		
3.2	Presentation & Discussion on resources likely to available to the District/ Block Panchayats during 2021- 2022		
3.3	Discussion on gaps as emerged from Mission Antyodaya survey and proposed interventions		
3.4	Resolution passed & recorded in District/ Block Sabha meeting		
4.	Geotagged photograph of District/ Block Sabha in progress		



## Joint letter of 8 Ministries/Departments regarding PPC for preparation of GPDP

**Sunil Kumar**  
Secretary  
Ministry of Panchayati Raj



**Nagendra Nath Sinha**  
Secretary  
Department of Rural Development

**Rajesh Bhushan**  
Secretary  
Department of Health & Family Welfare

**Vini Mahajan**  
Secretary  
Department of Drinking Water & Sanitation

**Pankaj Kumar**  
Secretary  
Department of Water Resources, River  
Development and Ganga Rejuvenation

**Indevar Pandey**  
Secretary  
Ministry of Women & Child Development

**Anita Karwal**  
Secretary  
Department of School Education &  
Literacy

**Manoj Ahuja**  
Secretary  
Department of Agriculture & Farmers  
Welfare

**D. O. No. M-11015/355/2022-CB**

**Dated: 30<sup>th</sup> September, 2022**

**Dear Chief Secretary,**

The People's Plan Campaign (PPC) – 'Sabki Yojana Sabka Vikas' is rolled-out annually for preparation of Panchayat Development Plans (PDPs). Inspired by the visible and satisfactory performances of earlier Campaigns and to provide sustainability to formulation of PDPs, it is proposed to launch PPC-2022 from 2nd October, 2022 to 31st January, 2023 for preparing District, Block and Gram Panchayat Development Plans for the Financial Year 2023-24.

2. As you are aware, Ministry of Panchayati Raj has evolved thematic approach aggregating 17 SDGs into 9 broad themes to Localise Sustainable Development Goals (LSDGs) at grassroots level through Panchayats adopting 'Whole of Government and Whole of Society' approach. To adopt convergent approach in localization of SDGs, Joint Advisories of respective Ministries on 9 themes were issued. Subsequently, Joint Resolution with 26 Departments /21 Ministries was signed wherein all agreed to work jointly in the 9 thematic areas embodying the spirit of inclusive development.

3. Generally, during PPC two special Gram Sabhas (GS) are held. In the first Gram Sabha environment is created for preparation of Plan and during 2nd GS, Gram Panchayat Development Plan (GPDP) is prepared. Since, frontline workers of the line Departments are the key stakeholders, their participation in both GS is of utmost importance to prepare evidence based comprehensive and inclusive GPDP. It is expected that frontline workers will disseminate features of their schemes, resources, convergence mechanisms etc. and finally facilitate in incorporating activities of their Departmental Village Action Plan into GPDP.

4. However, the analysis of the participation of frontline workers in last year planning process shows lukewarm response of the line departments. It is seen that frontline workers of only 3 line Departments were present in just 50% Gram Sabha meetings and of 5 or more line departments were present in only 3% Gram Sabha meetings. The State-wise and Department-wise status of participation in GS is annexed. Coming together of different line departments in Gram Sabha would not only augment the awareness about Central and State schemes but also help in preparation of comprehensive plan through participatory approach.



5. To adopt convergent approach in localization of SDGs, Joint Advisories on all 9 themes were issued. Subsequently, Joint Resolution with 26 Departments /21 Ministries was signed embodying the spirit of inclusive development in the 9 thematic areas. All States/UTs have actively supported the LSDGs and till date over 2.20 lakh GPs have identified themes on which they would like to assign priority in the GPDP. We believe that active participation of frontline workers of line Departments in the PPC would improve the quality of GPDP and make the entire process truly participative.

6. Hence, necessary directions to the line Departments to ensure participation of their frontline workers / officers in both the Gram Sabhas organised during PPC for preparation of GPDP may be issued. We urge that progress of PPC may be regularly monitored at High level Committees constituted at State and District levels.

With warm regards,

Yours sincerely,



**(Nagendra Nath Sinha)**  
Department of Rural Development



**(Vini Mahajan)**  
Department of Drinking Water & Sanitation



**(Indevar Pandey)**  
Ministry of Women & Child Development



**(Manoj Ahuja)**  
Department of Agriculture and Farmers Welfare



**(Rajesh Bhushan)**  
Department of Health & Family Welfare



**(Pankaj Kumar)**  
Department of Water Resources, River  
Development  
and Ganga Rejuvenation



**(Anita Karwal)**  
Department of School Education &  
Literacy



**(Sunil Kumar)**  
Ministry of Panchayati Raj

To,

**The Chief Secretaries,**  
All States/UTs

Copy to: Additional Chief Secretaries/ Principal  
Secretaries/Secretaries, All Related Departments, All States/  
UTs

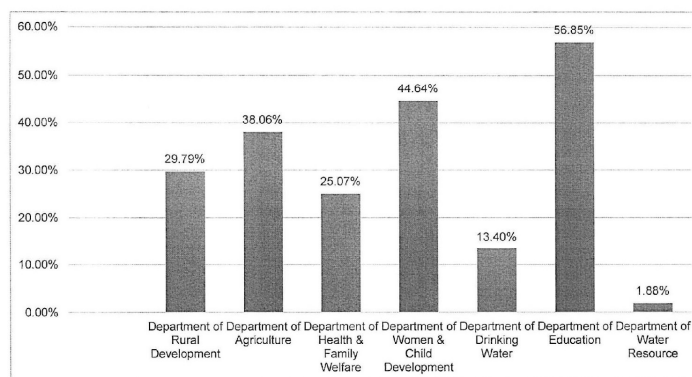


State Wise Summary of Participation of Frontline Workers from Line Departments in Special Gram Sabha for the FY 2022-23

S. N.	State Name	Special Gram Sabha Held in GP	Department of Rural Development		Department of Agriculture		Department of Health & Family Welfare		Department of Women & Child Development		Department of Drinking Water		Department of Education		Department of Water Resource	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	Andaman & Nicobar Islands	209	42	20.10	124	59.33	4	1.91	10	4.78	3	1.44	107	51.20	2	0.96
2	Andhra Pradesh	14504	2847	19.63	6874	47.39	3458	23.84	6879	47.43	2809	19.37	4923	33.94	225	1.56
3	Arunachal Pradesh	2492	1005	40.33	1259	50.52	263	10.55	558	22.39	346	13.88	879	35.27	267	10.71
4	Assam	2505	551	22.00	1240	49.50	298	11.90	251	10.02	172	6.87	756	30.18	129	5.15
5	Bihar	12108	5785	47.78	6352	52.54	1199	9.90	3854	31.91	280	2.31	4612	38.09	4	0.03
6	Chhattisgarh	14878	3117	20.95	8850	59.48	1645	11.06	7340	49.33	1342	9.02	5022	60.64	610	4.10
7	Goa	292	55	18.84	6	2.05	11	3.77	33	11.30	5	1.71	33	11.30	4	1.37
8	Gujarat	14823	3515	23.71	9188	61.85	1796	12.12	4355	29.38	1726	11.64	6923	46.70	92	0.62
9	Haryana	6504	2197	33.78	2577	39.62	636	9.78	2905	44.66	686	10.55	2516	38.68	226	3.47
10	Himachal Pradesh	3835	1401	36.53	832	21.69	273	7.12	843	21.98	569	14.84	840	21.90	7	0.18
11	Jammu & Kashmir	4941	1392	28.17	1390	28.13	858	17.36	687	13.90	651	13.16	3033	61.38	41	0.83
12	Jharkhand	5081	2057	40.64	2657	52.50	144	2.85	880	17.39	1451	28.67	1625	32.11	68	1.34
13	Karnataka	6104	1395	22.85	1902	31.16	1162	19.04	2196	35.98	898	14.71	3126	51.21	63	1.03
14	Kerala	967	642	66.39	699	72.29	89	9.20	240	24.82	3	0.31	386	39.92	0	0.00
15	Ladakh	203	10	4.93	75	36.95	1	0.49	55	27.09	0.00	0.00	64	31.53	0	0.00
16	Lakshadweep	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
17	Madhya Pradesh	24459	11000	44.97	7394	30.23	7364	30.23	16139	65.98	788	3.22	15842	64.77	154	0.63
18	Maharashtra	33890	6828	20.15	17525	51.71	8204	24.21	12797	37.76	7272	21.46	21665	63.93	674	1.99
19	Manipur	2543	870	32.92	912	34.51	116	4.39	123	4.65	92	3.48	965	36.51	0	0.00
20	Meghalaya	3860	1510	39.12	929	24.07	343	8.89	204	5.28	340	8.81	289	7.49	244	6.32
21	Mizoram	2492	812	32.58	443	17.78	517	20.75	239	9.59	85	3.41	664	26.65	5	0.20
22	Nagaland	1229	816	66.40	226	18.39	333	27.10	70	5.70	77	6.27	539	43.86	149	12.12

S. N.	State Name	Special Gram Sabha Held in GP	Department of Rural Development		Department of Agriculture		Department of Health & Family Welfare		Department of Women & Child Development		Department of Drinking Water		Department of Education		Department of Water Resource	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
23	Odisha	10554	110	1.04	4199	39.79	2905	27.53	4348	41.20	2425	22.96	4384	41.54	90	0.85
24	Puducherry	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
25	Punjab	13417	8376	62.43	4477	33.37	3334	24.85	6938	50.97	5248	39.11	6342	47.27	1285	9.58
26	Rajasthan	11665	1778	15.24	6752	57.88	3232	27.71	6935	59.45	983	8.43	9195	78.83	238	2.04
27	Sikkim	195	107	54.87	86	44.10	9	4.62	3	1.54	13	6.67	103	52.82	5	2.56
28	Tamil Nadu	12797	2673	20.89	5313	41.52	1007	7.87	3800	29.69	1700	13.28	9197	71.87	150	1.17
29	Telangana	12948	2659	20.54	5783	44.66	4726	36.50	7071	54.61	2540	19.62	9257	71.49	197	1.52
30	The Dadra & Nagar Haveli and Daman & Diu	38	23	60.53	35	92.11	14	36.84	30	78.95	31	81.58	33	86.84	11	28.95
31	Tripura	2022	603	29.82	1204	59.55	175	8.65	395	19.54	686	34.42	661	32.69	296	14.64
32	Uttarakhand	8434	3730	44.23	3088	36.61	1308	15.51	1846	21.89	919	10.90	1066	12.64	56	0.66
33	Uttar Pradesh	64275	20092	31.26	10495	16.33	26819	41.73	39458	61.39	5282	8.22	48163	74.93	140	0.22
34	West Bengal	6355	1595	25.10	1570	24.70	3105	48.86	2853	44.89	873	13.74	3736	58.79	219	3.45
	<b>Total</b>	<b>300699</b>	<b>89593</b>	<b>29.79</b>	<b>114446</b>	<b>38.06</b>	<b>75378</b>	<b>25.07</b>	<b>134245</b>	<b>44.64</b>	<b>40305</b>	<b>13.40</b>	<b>170946</b>	<b>56.85</b>	<b>5651</b>	<b>1.88</b>

Participation of Frontline Workers from Line Departments in Special Gram Sabha for the FY 2022-23





## Model Presentation by frontline workers/line departments



### Model Structure of presentation by frontline workers/ Line departments during Gram Sabha

#### Indicative discussion points for presentation by a frontline worker of department:

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 under the scheme

2. Activities taken in current FY 2019-2020 and progress made so far along with time lines.

Sl. No.	Name of Activity	List of Beneficiaries	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 2020-2021

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


4. Copy of this information is to be handed over to the Panchayat Secretary by the frontline workers of line departments during the Gram Sabha.



Model Schedule for Conduct of Special Gram Sabha for GPDP

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

**Sabli Yoiana Sabha Vikas**



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 (if not already validated in earlier Gram Sabha).
  - iv. Village Organisations (VO)/ 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**  
**(By Panchayat Secretary)**
  - 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 2. Land Improvement 3. Minor Irrigation 4. Animal Husbandry 5. Fisheries 6. Social Forestry 7. Minor Forest Produce 8. Small Scale Industries 9. Khadi, village and cottage industries 10. Rural Housing	11. Drinking Water 12. Fuel and fodder 13. Roads 14. Rural Electrification 15. Non-Conventional Energy 16. Poverty Alleviation Programme. 17. Education 18. Vocational Education 19. Adult and Non-Formal Education 20. Libraries	21. Cultural Activities 22. Markets and Fairs 23. Health and Sanitation 24. Family Welfare 25. Women and Child Development 26. Social Welfare 27. Welfare of the Weaker Sections 28. Public Distribution System 29. Maintenance of Community Assets
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- 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, viz. FFC/ SFC/ Own Source of Revenue/ MGNREGA/ Other Centre & State schemes.
- ix. Gram Sabha may discuss the reasons for the Gaps and propose interventions
- x. Based on identified gaps, Gram Sabha to identify & 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. Gram Panchayat to finalize activities to be taken up under GPDP
- xii. Only 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. to be planned from FFC allocation. Other approved activities in relation to various sectors related to 29 subjects listed in the XI schedule are also to be included in GPDP.
- xiii. Gram Sabha shall pass a resolution on the prioritized list of development activities. The resolution must be read out before the Gram Sabha and should be recorded accordingly.
- xiv. Geo-tagged Photographs of Gram Sabha to be uploaded on People's Plan Campaign Portal.
- xv. Geo-tagged Photographs of Public Information Board to be uploaded on People's Plan Campaign Portal.





Illustrative design of Public Information Board

Gram Panchayat: .....

Block/Taluka: .....

Name of Sarpanch: .....

Total Population: .....

LGD Code: .....

District: ..... State: .....

Names of Villages: .....

Population of Scheduled Caste: .....

Population of Scheduled Tribe: .....

Sl. No	Scheme	Activity	Funds	Year

**Critical Gaps as per Mission Antyodaya**

- 
- 
- 
-



## Advisory on Mahila Sabha and Bal Sabha

डॉ. चन्द्र शेखर कुमार, आई.ए.एस.  
अपर सचिव

Dr. Chandra Shekhar Kumar, IAS  
ADDITIONAL SECRETARY

Tel.: 011-23725301  
Email: [cs.kumar@nic.in](mailto:cs.kumar@nic.in)



पंचायती राज मंत्रालय  
भारत सरकार  
टावर-II, 9वां तल  
जीवन भारती बिल्डिंग,  
नई दिल्ली-110001

MINISTRY OF PANCHAYATI RAJ  
GOVERNMENT OF INDIA  
Tower-II, 9<sup>th</sup> Floor,  
Jeevan Bharati Building,  
New Delhi-110001

D.O. No.: M-11015/205/2022-CB

Dated: 01<sup>st</sup> September, 2022

Dear Madam/Sir,

As you are aware, Ministry of Panchayati Raj (MoPR) has adopted a thematic approach towards Localization of Sustainable Development Goals (LSDGs) through PRIs, which covers all 17 SDGs in 09 Themes. These 9 themes are interrelated, interdependent and indivisible in nature. The Theme 2: Healthy Village; Theme 3: Child-Friendly Village; and Theme 9: Women-Friendly Village specifically addresses the issues related to Women and Children. The Ministry of Women and Child Development (MoWCD) along with other 20 Ministries and 26 Departments have together signed the resolution to support the Panchayats to achieve 9 themes of LSDG.

2. To take forward the commitment to meet 17 SDGs in 09 Themes, the Secretary, Ministry of Women and Child Development (MoWCD) vide D.O. No.PA/139/2019-CPMU dated 10<sup>th</sup> June, 2022 conveyed that MoWCD has also decided that role and support of community participation in promoting nutrition and good health should be greatly emphasized. To this Endeavour it is felt that community participation through the medium of "POSHAN Panchayats" will play a significant and transformational role in bringing about behavior change at the grass root level. This programme which covers theme 2, 3 and 9 of LSDGs, will initiate the *Jan Andolan into Jan Bhaidari* for achieving a 'Kuposhan Mukta Bharat'. Flagging the issue of promoting nutrition and good health in the, *Mahila Sabha* and *Bal/Balika Sabhas* which are organized prior to *Gram Sabhas* in the Gram Panchayats, will go a long way in achieving the said objectives.

3. Earlier also MoPR vide D.O. No.: M-11015/98/2021-FD dated 16<sup>th</sup> August 2021 regarding '*Making Gram Sabhas Vibrant*' suggested that a minimum of six *Gram Sabha* meetings at a bimonthly frequency in a year may be conducted. In this reference, it has also been mentioned that '*Special Mahila Sabhas & Bal Sabhas* may continue to be organized in addition to these *Gram Sabha* meeting as required or as provided for in the respective statutes/rules/instructions of State Government'. Therefore, it becomes important to conduct *Mahila Sabha* and *Bal/Balika Sabhas* prior to the *Gram Sabhas* to enable the priority issue highlighted in the *Sabhas* to be discussed in *Gram Sabhas*. In these *Sabhas* adequate representation of member-cum beneficiaries may be ensured and one of the agenda at the *Mahila Sabhas* and *Bal/Balika Sabhas* may be on women, adolescent girls and child health and nutrition.

4. The D.O. under reference also advised States and UTs to activate the standing committee/sub-committees of the Gram Panchayats including women and child committee to achieve the objectives of LSDGs particularly Theme 2 – Healthy Village, Theme 3 – Child-Friendly Village and Theme 9 – Women-Friendly Village.

5. To make women and children an integral part of the 3-tier Panchayat development process of the Panchayats, States and UTs may likely to ensure the following:

- i. SHGs play a pivotal role in decision-making process through their Village Poverty Reduction Plan (VPRP) at *Gram Sabhas* relating issues to both women and child health. Currently, only 14% Registered SHG members attended the *Gram Sabhas* for preparation of GPD 2022-23 out of 8.22 Cr. members. State-wise SHG participation in *Gram Sabha* is placed in Annexure-I. In this regard, States and UTs may strive for 100% attendance of SHG members in the *Mahila Sabhas*. SHG members may also be called as



invitee in the Standing Committee for Women and Child Development for adequate coverage of intended POSHAN Abhiyan beneficiaries.

- ii. States and UTs should aim for 100% attendance of Women Elected Representative at the *Mahila Sabhas* and *Bal/Balika Sabhas* along with atleast 50% beneficiaries of POSHAN Abhiyan as invitees.
- iii. Mandatory participation of Anganwadi Workers, ICDS officers and officials from line departments in the *Mahila Sabhas* and *Bal/Balika Sabhas* may be aimed at by Department of Women and Child Development for adequately addressing the pertaining issue of malnutrition among mother and child at grassroots levels.
- iv. States and UTs may also strive that the Resolution of the *Mahila Sabhas* and *Bal/Balika Sabhas* are discussed at the *Gram Sabhas*, where the Gram Panchayat Planning Facilitator Team (GPPFT) (consisting of same female members of standing committee/sub-committees among other members) addresses the issues through specific activities in the Gram Panchayat Development Plan (GPDP).

We believe these joint efforts will succeed in achieving the objectives of Agenda 2030 and to ensure that 'No One is Left Behind'.

*Rajesh*

Yours Sincerely,

*1.9.2022*  
(Dr. Chandra Shekhar Kumar)

Encl. As Above

The Chief Secretary  
All States/UTs

Copy to:

Principal Secretary/Secretary  
Panchayati Raj Departments  
All States and UTs



## State-wise Participation of SHG members in Gram Sabha for Preparation of GPDP 2022-23:

Sl. No.	States/UTs	SHG participation in Gram Sabha for preparation 2022-23 GPDP
1	Andaman & Nicobar Islands	- Only 7% of registered SHGs members attended the Gram Sabhas - On an average 8 members participate in Gram Sabhas - In 85% of Gram Sabha held, SHG members were present
2	Andhra Pradesh	- Only 8% of registered SHGs members attended the Gram Sabhas - On an average 3 members participate in Gram Sabhas - In 99% of Gram Sabha held, SHG members were present
3	Arunachal Pradesh	- Only 1% of registered SHGs members attended the Gram Sabhas - On an average 34 members participate in Gram Sabhas - In 61% of Gram Sabha held, SHG members were present
4	Assam	- Only 3% of registered SHGs members attended the Gram Sabhas - On an average 37 members participate in Gram Sabhas - In 99 % of Gram Sabha held, SHG members were present
5	Bihar	- Only 1% of registered SHGs members attended the Gram Sabhas - On an average 14 members participate in Gram Sabhas - In 83% of Gram Sabha held, SHG members were present
6	Chhattisgarh	- Only 12% of registered SHGs members attended the Gram Sabhas - On an average 17 members participate in Gram Sabhas - In 96% of Gram Sabha held, SHG members were present
7	Goa	- Only 1% of registered SHGs members attended the Gram Sabhas - On an average 2 members participate in Gram Sabhas - In 45% of Gram Sabha held, SHG members were present
8	Gujarat	- Only 5% of registered SHGs members attended the Gram Sabhas - On an average 4 members participate in Gram Sabhas - In 84 % of Gram Sabha held, SHG members were present
9	Haryana	- Only 7 % of registered SHGs members attended the Gram Sabhas - On an average 4 members participate in Gram Sabhas - In 76 % of Gram Sabha held, SHG members were present
10	Himachal Pradesh	- Only 28% of registered SHGs members attended the Gram Sabhas - On an average 11 members participate in Gram Sabhas - In 89% of Gram Sabha held, SHG members were present
11	Jammu & Kashmir	- Only 3% of registered SHGs members attended the Gram Sabhas





		- On an average 33 members participate in Gram Sabhas - In 41% of Gram Sabha held, SHG members were present
12	Jharkhand	- Only 11% of registered SHGs members attended the Gram Sabhas - On an average 74 members participate in Gram Sabhas - In 100 % of Gram Sabha held, SHG members were present
13	Karnataka	- Only 6% of registered SHGs members attended the Gram Sabhas - On an average 17 members participate in Gram Sabhas - In 100 % of Gram Sabha held, SHG members were present
14	Kerala	- Only 11% of registered SHGs members attended the Gram Sabhas - On an average 74 members participate in Gram Sabhas - In 100 % of Gram Sabha held, SHG members were present
15	Ladakh	- Only 0% of registered SHGs members attended the Gram Sabhas - On an average 14 members participate in Gram Sabhas - In 67 % of Gram Sabha held, SHG members were present
16	Madhya Pradesh	- Only 15% of registered SHGs members attended the Gram Sabhas - On an average 16 members participate in Gram Sabhas - In 96 % of Gram Sabha held, SHG members were present
17	Maharashtra	- Only 17% of registered SHGs members attended the Gram Sabhas - On an average 18 members participate in Gram Sabhas - In 94 % of Gram Sabha held, SHG members were present
18	Manipur	- Only 22% of registered SHGs members attended the Gram Sabhas - On an average 4 members participate in Gram Sabhas - In 30 % of Gram Sabha held, SHG members were present
19	Meghalaya	- Only 5% of registered SHGs members attended the Gram Sabhas - On an average 10 members participate in Gram Sabhas - In 88 % of Gram Sabha held, SHG members were present
20	Mizoram	- Only 17% of registered SHGs members attended the Gram Sabhas - On an average 12 members participate in Gram Sabhas - In 88 % of Gram Sabha held, SHG members were present
21	Nagaland	- Only 20% of registered SHGs members attended the Gram Sabhas - On an average 12 members participate in Gram Sabhas - In 93 % of Gram Sabha held, SHG members were present
22	Odisha	- Only 6% of registered SHGs members attended the Gram Sabhas - On an average 20 members participate in Gram Sabhas - In 98 % of Gram Sabha held, SHG members were present
23	Punjab	- Only 13% of registered SHGs members attended the Gram Sabhas



		- On an average 3 members participate in Gram Sabhas - In 51 % of Gram Sabha held, SHG members were present
24	Rajasthan	- Only 13% of registered SHGs members attended the Gram Sabhas - On an average 16 members participate in Gram Sabhas - In 86 % of Gram Sabha held, SHG members were present
25	Sikkim	Only 8% of registered SHGs members attended the Gram Sabhas - On an average 17 members participate in Gram Sabhas - In 96 % of Gram Sabha held, SHG members were present
26	Tamil Nadu	Only 8 % of registered SHGs members attended the Gram Sabhas - On an average 19 members participate in Gram Sabhas - In 96 % of Gram Sabha held, SHG members were present
27	Telangana	Only 3% of registered SHGs members attended the Gram Sabhas - On an average 12 members participate in Gram Sabhas - In 98 % of Gram Sabha held, SHG members were present
29	The Dadra & Nagar Haveli and Daman and Diu	Only 22% of registered SHGs members attended the Gram Sabhas - On an average 22 members participate in Gram Sabhas - In 63 % of Gram Sabha held, SHG members were present
30	Tripura	Only 12% of registered SHGs members attended the Gram Sabhas - On an average 19 members participate in Gram Sabhas - In 90 % of Gram Sabha held, SHG members were present
31	Uttar Pradesh	Only 20% of registered SHGs members attended the Gram Sabhas - On an average 10 members participate in Gram Sabhas - In 94 % of Gram Sabha held, SHG members were present
32	Uttarakhand	Only 22 % of registered SHGs members attended the Gram Sabhas - On an average 7 members participate in Gram Sabhas - In 69 % of Gram Sabha held, SHG members were present
33	West Bengal	Only 3% of registered SHGs members attended the Gram Sabhas - On an average 85 members participate in Gram Sabhas - In 97 % of Gram Sabha held, SHG members were present



### Template of the calendar of the Gram Sabha Planning

Template of the calendar of the Gram Sabha Planning														
State:-														
District:-														
Block:-														
Gram Panchayat:-														
Gram Sabha:-														
Sl. No	Particulars	October					November				December			
		week-1	week-2	week-3	week-4	week-5	week-6	week-7	week-8	week-9	week-10	week-11	week-12	week-13
1	Events undertaken													
2	Subjects Covered(As per XIth Schedule)													
3	Line Departments													
4	Total Member													
5	Ready to update in portal													





## Role of Sub-Committees of GPs with SDGs

**Roles of Sub-Committees of Gram Panchayats linked to UN Sustainable  
Development Goals (SDGs)**

Sl.No.	Name of Sub-Committee	Subjects to be dealt by the Committee	Link to UN Sustainable Development Goals
1	General Standing Committee	Administration, Establishment, Public Distribution System, Disaster management, Maintenance of assets, Consumer Awareness PDS – Fair Price Shops Consumer Protection Capacity Development of Panchayat ERs and functionaries and other miscellaneous matters	1. No Poverty 2. Zero Hunger 8. Decent work and Economic Growth
2	Village Health, Sanitation, Nutrition Committee (VHSNC)	Health, Sanitation and Nutrition matters	3. Good Health and Well being 6. Clean Water and Sanitation
3	Planning and Development Committee	Planning, Finance, Auditing and Anti-poverty programmes.	1. No Poverty 2. Zero Hunger 8. Decent work and Economic Growth
4	Education (School Management) Committee	Pre- School and School education; Mid- Day Meal programme	2. Zero Hunger 4. Quality Education
5	Social Justice Committee	Empowerment of vulnerable sections including women, children, SC/ST, disabled & elderly	1. No Poverty 5. Gender Equality 8. Decent work and Economic Growth 10. Reduced inequalities 16. Peace and Justice Strong Institutions
6	Water Supply, Water & Environmental Conservation Committee	Water supply, Water conservation measures, Rain water harvesting, sustainable irrigation for agriculture, Environmental issues, Afforestation / social forestry, tree plantation, Soil Conservation, Clean/renewable energy	1. No Poverty 3. Good Health and well being 6. Clean Water and Sanitation 7. Affordable Clean Energy 11. Sustainable Communities 12. Responsible Consumption and Production 13. Climate Action 14. Life below water 15. Life on Land



## Theme-wise resources and Low Cost No Cost Activities

Theme	Resources available	Low Cost No Cost Activities
<b>Theme-1: Poverty Free Village</b>	<ul style="list-style-type: none"> <li>● Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)</li> <li>● Deen Dayal Antyodaya Yojana (DAY) -National Rural Livelihood Mission (NRLM)</li> <li>● Pradhan Mantri Awaas Yojana– Gramin</li> <li>● National Social Assistance Programme (NSAP)</li> <li>● Market Intervention Scheme and Price Support Scheme (MIS-PSS)</li> <li>● Development of Skills (Umbrella Scheme)</li> <li>● Prime Minister Employment Generation Programme (PMEGP)</li> <li>● Pradhan Mantri Rojgar Protsahan Yojana</li> <li>● Employment Promotion Scheme</li> <li>● Pradhan Mantri Mudra Yojana</li> <li>● Pradhan Mantri Jan Dhan Yojana</li> <li>● Umbrella Programme for Development of Scheduled Castes and Other Vulnerable Groups</li> <li>● Special Central Assistance to Tribal Sub-Scheme (SCA to TSS)</li> <li>● Assistance to Disabled Persons for purchase of Fitting Devices (ADIP)</li> <li>● Umbrella Programme for Development of Minorities</li> <li>● Umbrella Programme for Development of Scheduled Tribes</li> <li>● Formation and Promotion of 10,000 new Farmer Producer Organizations (FPOs)</li> <li>● Income Generating schemes under Dept. of Agriculture, Horticulture, Fisheries, Animal Husbandry and Food Processing</li> <li>● E-Shram</li> <li>● Pradhan Mantri Krishi Sampada Yojana</li> </ul>	<ul style="list-style-type: none"> <li>● Formation of Self-Help Group: In the village level SHG Federation at GP Level</li> <li>● To support SHG movement in different issues</li> <li>● To arrange scheme based training and construction of training space for trainees &amp; SHG members</li> <li>● Promotion of various economic activities through: Bank linkages for loan</li> <li>● Entrepreneurship development</li> <li>● Focusing on Ease of doing Business for Trade Registration Certificate</li> <li>● Market linkage for best return of the produces</li> <li>● Facilitating special economic activity and their convergence with fund and functionaries at GP level</li> </ul>
<b>Theme-2: Healthy Village</b>	<ul style="list-style-type: none"> <li>● National Health Mission</li> <li>● Intensified Mission Indradhanush</li> <li>● National AYUSH Mission</li> <li>● Umbrella ICDS</li> <li>● Pradhan Mantri Matru Vandana Yojana (PMMVY)</li> <li>● Poshan Abhiyan</li> </ul>	<ul style="list-style-type: none"> <li>● Organise Health Camp</li> <li>● Promote early identification, early diagnosis and timely treatment</li> <li>● Distribution of sapling in the name of the baby</li> <li>● Campaigning through miking</li> </ul>



	<ul style="list-style-type: none"> <li>● National AIDS Control Programme</li> <li>● Swachh Bharat Mission (SBM) – Rural</li> <li>● National Health Protection Scheme (Ayushman Bharat)</li> </ul>	<ul style="list-style-type: none"> <li>● Maintain cleanliness in the community</li> <li>● Organise Healthy Baby Show</li> <li>● Identification of the vulnerable population through social mapping</li> <li>● Organise Meeting with Frontline Grassroots level Workers</li> <li>● Organise social audit on different aspects of health</li> <li>● Organise talk show / workshop on adolescent health</li> <li>● Wall Writing on preventive measures</li> </ul>
<b>Theme-3: Child Friendly Panchayat</b>	<ul style="list-style-type: none"> <li>● National Health Mission</li> <li>● Poshan Abhiyan</li> <li>● Beti Bachao Beti Padhao</li> <li>● Samagra Shiksha</li> <li>● 1098 Child Helpline</li> <li>● Mid-day-Meal Scheme</li> <li>● Ayushman Bharat (National Health Protection Mission)</li> <li>● Umbrella Integrated Child Development Services (ICDS) Scheme</li> <li>● Integrated Child Protection Scheme</li> <li>● Khelo India</li> <li>● Fit India Movement</li> <li>● 15th Finance Commission Grants</li> <li>● State Finance Commission Grants</li> <li>● MGNREGS</li> <li>● School Health Program</li> <li>● Scheme for Adolescent Girls (SAG)</li> <li>● Mission Vatsalya</li> <li>● Sukanya Samridhi Scheme</li> </ul>	<ul style="list-style-type: none"> <li>● Organize Healthy Baby Show / Talk Show on nutritional needs of the children/workshop on adolescent mental &amp; health</li> <li>● Awareness Campaign / Rallies / Wall Writing on child marriage/ trafficking/ violence &amp; abuses / legal provision for children</li> <li>● Track the migratory families to reduce the child labor</li> <li>● Plantation of Nutri Garden in the AWCs &amp; Schools</li> <li>● Organize Bal Sabha</li> <li>● Provide educational support/coaching support to the students of weaker sections of the society</li> </ul>
<b>Theme-4: Water Sufficient Village</b>	<ul style="list-style-type: none"> <li>● Jal Jeevan Mission</li> <li>● National Rural Drinking Water Programme (NRDWP)</li> <li>● Swachh Bharat Mission (Rural)</li> <li>● Mission for Protection and Empowerment of Women</li> <li>● National River Conservation Programme (NRCP)</li> <li>● River Basin Management</li> <li>● National Ganga Plan and Ghat Works</li> <li>● National Water Mission</li> <li>● Interlinking of Rivers</li> <li>● Flood Management &amp; Border Areas Programme</li> <li>● MGNREGS</li> <li>● PMKSY</li> <li>● Development of Water Resources Information System</li> <li>● Rurban</li> </ul>	<ul style="list-style-type: none"> <li>● Collect samples of water for testing and transfer to the water testing lab</li> <li>● Organise awareness activities on water related issues</li> <li>● Identify all sources of drinking water</li> <li>● Ascertain drinking water adequacy at HH</li> <li>● Tariff collection from every HH for maintenance</li> </ul>
<b>Theme-5: Clean and Green Village</b>	<ul style="list-style-type: none"> <li>● National River Conservation Programme (NRCP)</li> <li>● Pradhan Mantri Krishi Sinchayee Yojana (PMKSY)</li> </ul>	<ul style="list-style-type: none"> <li>● Nursery Raising under Gram Panchayats</li> <li>● Group Meeting</li> </ul>



	<ul style="list-style-type: none"> <li>● National Water Mission</li> <li>● Interlinking of Rivers</li> <li>● Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)</li> <li>● Deen Dayal Upadhyaya Gram Jyoti Yojana (DDUGJY)</li> <li>● Swachh Bharat Mission</li> <li>● National Afforestation Programme</li> <li>● Integrated Watershed Management Programme (IWMP)</li> <li>● National Rural Drinking Water Program</li> <li>● Grid Connected Solar Rooftop Program</li> <li>● Development of Solar Parks</li> <li>● PM-KUSUM</li> <li>● National Biogas and Manure Management Programme (NBMMP)</li> <li>● Green India Mission</li> <li>● 15<sup>th</sup> Finance Commission Grants</li> <li>● State Finance Commission Grants</li> </ul>	<ul style="list-style-type: none"> <li>● Collection of Waste From Households</li> <li>● Labor Donation for Watershed Management</li> </ul>
<b>Theme-6: Village with self Sufficient Infrastructure</b>	<ul style="list-style-type: none"> <li>● MGNREGS</li> <li>● Pradhan Mantri Gram Sadak Yojana (PMGSY)</li> <li>● PMAY (Gramin)</li> <li>● Jal-Jeevan Mission</li> <li>● Swachh Bharat Mission (Gramin)</li> <li>● Shyama Prasad Mukherjee Rurban Mission</li> <li>● Special Accelerated Road Development Programme for North Eastern Region (SARDP-NE)</li> <li>● National Handloom Development Programme</li> <li>● National Rural Livelihood Mission</li> <li>● Grid Connected Solar Rooftop Program</li> <li>● Development of Solar Parks</li> <li>● Samagra Shiksha</li> <li>● 15<sup>th</sup> Finance Commission Grants</li> <li>● State Finance Commission Grants</li> <li>● PM-KUSUM</li> <li>● Own Source Revenue</li> <li>● Dairy Entrepreneurship Development Scheme (DEDS)</li> </ul>	
<b>Theme-7: Socially Secured and Socially Just Village</b>	<ul style="list-style-type: none"> <li>● Pradhan Mantri Shram Yogi Maan-Dhan (PM-SYM)</li> <li>● National Social Assistance Program (NSAP)</li> <li>● Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)</li> <li>● Deendayal Antyodaya Yojana National Rural Livelihood Mission</li> </ul>	<ul style="list-style-type: none"> <li>● Proactive disclosure of the information for transparency</li> <li>● Awareness Campaign on different social security schemes</li> <li>● Organize Gram Sabha for effective decentralization of rural governance</li> <li>● Organize talk show/awareness campaign / rallies on rights of the women &amp; children</li> </ul>



	<p>(DAY-NRLM)</p> <ul style="list-style-type: none"> <li>● Pradhan Mantri Rojgar Protsahan Yojana</li> <li>● Employment Promotion Scheme</li> <li>● National Career Services</li> <li>● Prime Minister's Employment Generation Programme (PMEGP) and other Credit Support Schemes</li> <li>● Pradhan Mantri Mudra Yojana (PMMY)</li> <li>● North East Region Livelihood Project</li> <li>● (NERLP)</li> <li>● Women's Helpline</li> <li>● Childline 1098</li> <li>● Integrated Child Development Scheme</li> <li>● Samagra Shiksha Abhiyan</li> <li>● One-Stop Center</li> <li>● Integrated Child Protection Scheme</li> <li>● Poshan Abhiyan</li> <li>● Beti Bachao – Beti Padhao</li> <li>● Coaching, Guidance and Scholarships for SC and Other Backward Classes</li> <li>● Scheme for educational and economic development of Denotified Nomadic Tribes</li> <li>● Umbrella scheme for development of ST communities</li> <li>● Umbrella scheme for development of minority communities</li> </ul>	<ul style="list-style-type: none"> <li>● Provide support to the differently abled person</li> <li>● Formation of SHG &amp; organize training on entrepreneur skill for livelihood</li> </ul>
<p><b>Theme-8: Village with Good Governance</b></p>	<ul style="list-style-type: none"> <li>● Rashtriya Gram Swaraj Abhiyan</li> <li>● 15<sup>th</sup> Finance Commission Grants</li> <li>● State Finance Commission Grants</li> <li>● Deen Dayal Antyodaya Yojana (DAY-NRLM)</li> <li>● Mahatma Gandhi National Rural Employment Guarantee Scheme(MGNREGS)</li> <li>● Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)</li> <li>● State Poverty Eradication Missions</li> <li>● National Social Assistance Programme (NSAP)</li> <li>● Pradhan Mantri AwasYojana (PMAY)</li> <li>● Public Distribution System (PDS)</li> <li>● Rashtriya Swasthya Bima Yojana (RSBY)</li> <li>● Swachh Bharat Mission (SBM)</li> <li>● Jal Jeevan Mission</li> <li>● Deen Dayal Upadhyaya Gram Jyoti Yojana</li> <li>● State sponsored schemes and programmes on Health, Nutrition, Agriculture, Animal husbandry, Horticulture and Livelihoods</li> </ul>	



<b>Theme-9: Women Friendly Village</b>	<ul style="list-style-type: none"> <li>• MGNREGS</li> <li>• Mission Vatsalya</li> <li>• Mission Shakti</li> <li>• Kishori Shakti Yojana</li> <li>• Mission Poshan 2.0</li> <li>• National Rural Livelihood Mission</li> <li>• National Health Mission</li> <li>• Beti Bachao Beti Padhao</li> <li>• Samagra Shiksha</li> <li>• Pradhan Mantri Mahila Shakti Kendra (PMMSK)</li> <li>• Ujjawala, One Stop Centre</li> <li>• Nirbhaya</li> <li>• 1098, Women Helpline, SWADHAR Greh</li> <li>• Pradhan Mantri Matru Vandana Yojana (PMMVY)</li> <li>• Umbrella ICDS</li> <li>• Support to Training and Employment Programme (STEP)</li> <li>• National Scheme for Incentive to Girl Child for Secondary Education (NSIGSE)</li> <li>• PRAGATI (Providing Assistance for Girls' Advancement in Technical Education Initiative)</li> <li>• Integrated Child Protection Scheme</li> </ul>	<ul style="list-style-type: none"> <li>• Free Health Camp</li> <li>• Bankers Campaign for small credit to SHG</li> <li>• Free distribution of books to the students</li> <li>• Organize awareness camp on different issues of women and child development</li> <li>• Awareness camp on legal provision for women</li> <li>• Distribute Nutri Mix to the tribal children</li> <li>• Campaign for ODF</li> <li>• Wall Writing on social message</li> <li>• Organise Mahila Sabha</li> </ul>
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