



सत्यमेव जयते

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भारत सरकार  
सरदार पटेल भवन, नई दिल्ली-110001  
MINISTRY OF PANCHAYATI RAJ  
GOVERNMENT OF INDIA  
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Dated: March 02, 2016.

Sir,

The Ministry of Panchayati Raj, in consultation with various stakeholders and experts, has developed a Manual for Planning for Gram Panchayat Development Plans (GPDP). This manual is developed as a user guide for GPs and other key stakeholders for preparation of GPDP. It explains various steps and processes that need to be undertaken at the GP level for making a local need based, participatory GPDP. The manual also provides suggestive techniques to capture and analyse information relevant for planning and explains various aspects of participatory planning. It can also be used as a peer/ self-learning tool at the GP level for preparation of GPDP. It is primarily meant for Gram Panchayat Committee and the Gram Sabha. It can also be used by the persons associated with GP planning process like resource persons, GP level committees, Working Groups, functionaries, taskforces, technical support groups etc., that have been set up to assist in the participatory planning process at the Gram Panchayat level.

2. A copy of Manual for Participatory Planning at Gram Panchayat Level is enclosed. The States may adopt the Manual in their context.

Regards

Yours sincerely,

(Sarada Muraleedharan)

To

Principal Secretary/Secretary  
Panchayati Raj Department of All States/UTs

**Manual for Preparation of Gram Panchayat Development Plan  
(GPDP)**

**Ministry of Panchayati Raj**

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## **Scope of the manual and target group**

This manual is developed as a user guide for GPs and other key stakeholders for preparation of GPDP. It explains various steps and processes that need to be undertaken at the GP level for making a local need based, participatory GPDP. The manual also provides suggestive techniques to capture and analyse information relevant for planning and explains various aspects of participatory planning. It can also be used as a peer/ self-learning tool at the GP level for preparation of GPDP. It is primarily meant for Gram Panchayat Committee and the Gram Sabha. It can also be used by the persons associated with GP planning process like resource persons, GP level committees, Working Groups, functionaries, taskforces, technical support groups etc., that have been set up to assist in the participatory planning process at the Gram Panchayat level.

## **Context for planning at the Gram Panchayat**

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, GPs are responsible for delivery of basic services to local citizens and address vulnerabilities of poor and marginalised ones. This can only be achieved through implementation of well thought out plans through efficient and responsible utilisation of available resources. Hence, 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.

## **Opportunities:**

Over the last two decades several initiatives have been taken by the State and the Central Government to encourage participatory planning process at the grass roots level. However, due to various challenges like resource constraints, inadequate facilitation and capacity gaps have hindered the pace of decentralisation. Now, the XIV Finance Commission has awarded a substantial grant of Rs.200292.20 crore to be devolved over a period of five years exclusively for the Gram Panchayats for planning and delivering basic services as mandated to them. In addition to this, GPs are likely to get at least an equivalent amount from MGNREGS and concerted efforts concerted efforts are being made as part of Intensive Participatory Planning Exercise (IPPE) to bring about participatory planning for determination of works and preparation of labour budgets under the leadership of Gram Panchayats. Ministry of Rural Development Guidelines have also mandated convergence of MGNREGS and NRLM along with FFC grants. Further, State Finance Commission (SFC) transfers, Own Source Revenues and flows from other State and Centrally sponsored schemes would enlarge the financial resource envelope required for preparation of GPDP. Ministry of Finance has also issued

guidelines for XIV FC grant which clearly insists on preparation of plans at the GP level. Almost all the States have taken decision to go ahead with GPDP and strengthening support system required for facilitating preparation of GPDP.

All of the above have created an opportune moment and enabling environment for making real local need based and resource linked GP development plan a reality.

### **Why GPDP?**

The process of GP level planning has many advantages and benefits, some of which are listed below:

- Establishes GP as a local government
- Brings out peoples' needs and priorities and incorporates them in to the plans
- Addresses local development issues
- Promotes demand based convergence of resources
- Builds confidence in people for finding solutions
- Utilizes local human resources and natural resources more efficiently
- Provides space for integration of peoples' knowledge and wisdom into local development
- Responds to differential needs of different groups - Antyodaya
- Activates Gram Sabha and promotes responsive governance
- Facilitates holistic understanding of local level development
- Ensures value for money by focusing on felt needs
- Has the potential of feeding into plans of higher tiers of governance

### **Importance of environment creation, campaign mode and a State slogan for GPDP**

Significant number of GPs will attempt participatory planning process for the first time. Hence it is important that an enabling environment for mass mobilisation is created at all levels with focus on:

- Centrality of the Panchayat Committee and Standing Committees in the planning process
- Converging resources over which the GP has command

The campaign mode is required as it has multiple dimensions such as fast mobilisation of officials, infusing energy and creating ownership among GP functionaries and local people, increasing mobilisation and participation. It also creates a learning environment for all stakeholders. In order to ensure this a suitable slogan for GPDP at the state level also needs to be created.

### **Plan Cycle**

Preparation of GPDP should be treated as a time bound process and the process cycle should be followed and completed within a stipulated time period. Following are the main components of the GPDP cycle:

- Shared understanding of the GP functionaries and other key stake holders on the need for local level planning

- Environment generation and community mobilization for GPDP
- Determining the resource envelope
- Situation analysis and need assessment
- Gram Sabha for collective visioning
- Project development and plan finalization
- Appraisal and approval of GPDP
- Implementation of GPDP
- Monitoring and evaluation

### **Support system**

The process of preparation of GPDP calls for continuous facilitation and support. Following support structures should be in place for facilitation of GPDP at various levels:

- **State level:**
  - Empowered committee at state level
  - State Resource Group
  - SIRD/ PRTI/ ETCs
- **District level**
  - District committee/ resource/ support group
  - District technical support group
  - District Planning Committee
- **Block level**
  - Block Resource/ Support Group
  - Block functionaries
  - Block technical support group
  - Block level charge officer
- **Cluster level (wherever proposed)**
  - Cluster support group
  - Charge officer
  - Functionaries
- **GP level**
  - GP Committee
  - GP Standing committee
  - GP task force/ support teams/ Working Groups
  - GP functionaries
  - Line department functionaries at GP level
  - Accredited volunteers like ASHA etc.
  - SHGs / Federations/ CBOs
  - People's committees/ functional committees

### **Other support arrangement required**

- Training of both ERs and functionaries need to be organised

- People within the GP associated with the planning process should also be given training
- Hand books, brochures, training films on various steps and aspects of GPDP process need to be developed
- Media campaigns with suitable slogan should be launched for conducive environment creation
- Professional support groups - technical committees, block level mobile teams etc. to be constituted for facilitation and handholding
- Facilitation for IT support
- Help lines for need based troubleshooting

### Suggested steps for preparation of GPDP

Following steps should be followed for preparation of participatory GPDP:

#### **Step 1: Panchayat Committee sitting to understand and initiate the GPDP process:**

The resource persons / charge officers, trained in GPDP should explain in detail the concept of GPDP and its processes to the full GP Committee. This is required:

- To understand the process and steps for preparation of GPDP.
- To identify the role of the Panchayat committee and other stakeholders in participatory planning process
- To understand the resources available and their potential optimum use

**Thereafter, the GP Committee should meet and carry out the following tasks:**

- i. Discuss letters, Government orders, circulars related to GPDP
- ii. Decide on local publicity campaigns
- iii. Decide on different committees/ Working Groups required to be constituted following the state GPDP guidelines

→ **Composition of the GPDP Committees/Working Groups:** The GPDP Committees/Working Groups should be selected from the following:

- ✓ ERs/Standing committees
- ✓ Former ERs
- ✓ Serving and Retired government employees including teachers
- ✓ Teachers
- ✓ SHG/Federation leaders
- ✓ Women leaders/activists
- ✓ Youth/ students/ NSS/NCC/NYK etc.
- ✓ Community volunteers like BNV, Saksharta Prerak,
- ✓ Frontline workers like Swachchata doots, ASHAs, Anganwadi workersbarefoot engineers etc.

- ✓ Members of other functional committees like Watershed, Joint Forest Management Committees, School Management Committees, Village Health Sanitation Nutrition Committees etc.
- ✓ NGOs/CSOs/CBOs/Social activists

- ➔ Tasks to be carried out by the GPDP Committees/Working Groups
- ➔ Training of members of GPDP Committees/Working Groups
- ➔ Timelines for the GPDP Committees/Working Groups

The responsibility for training/ orientation of GPDP committees newly constituted on the basis of the panchayat committee decision, will vest with the trained RPs/ charge officers/ panchayat support team stationed at the state/district/block/cluster level, as the case may be.

- iv. Decide on the different activities to be carried out by the GP and the timelines for each activity and assigned responsibilities especially to the standing committees and elected representatives
- v. Discuss the development experience of last five years in the GP and the current development status of the GP with focus on:
  - ➔ Poverty
  - ➔ Education
  - ➔ Sanitation and water supply
  - ➔ Public health
  - ➔ Local economic development
  - ➔ Natural Resource Management
  - ➔ Issues of special groups/ persons with disabilities/issues of SCs and STs/ aged persons/ children etc.
  - ➔ Gender issues
  - ➔ Migration
- vi. **Understanding the resource envelope of the Panchayat:** GP Committee 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. At least 10 to 20% of the resources should be sought to be locally mobilised. The planned activities need to be matched with the resources.



## RESOURCE ENVELOPE

The resource envelope of the GP, thus calculated, will contain the following sources of fund:

### **Tied resources:**

- Swatch Bharat Mission (SBM)
- National Rural Health Mission (NRHM)
- Other centrally/State sponsored scheme fund in which GP has command

### **Untied resources:**

- XIV Finance Commission grant
- State Finance Commission grant
- Own source of revenue (OSR)- taxes, non-tax, rents, fees for markets and ponds, user charges etc.
- MGNREGS
- Community contribution (Cash / Kind/Labour)
- Corporate social responsibility funds
- Any other sources

### **Human resources:**

The panchayat should also identify people who are willing to work for the development of the GP and make a list of them. Through this process, the GP should be able to find the human resource needed to carry out activities related to preparation of GPDP and later implementation of planned activities.

**Format for calculating Financial Resource Envelope**

Sl. No.	Schemes	Amount Received During the previous financial year (Rs.)	Expected Amount For The Coming Year (plan year) (Rs.)**
	<b>Tied schemes</b>		
1	SBM		
2	--		
3	--		
	<b>Un-tied fund</b>		
1	XIV FC		
2	SFC		
3	OSR		
4	MGNREGS		
5	Community contribution		
	--		
	<b>Total</b>		

\*\*Note: Standard practice of calculating expected amount for the coming year is to add 10% on the amount received during the previous year.

- vii. Fix the date for Gram Sabha and strategy for environment creation to mobilise maximum participation in Gram Sabha. Proper environment generation is extremely important for instilling enthusiasm among local people and ensure their participation in the GPDP process.

**Tools that can be used for environment creation for GPDP**

Following tools and techniques can be followed for environment creation:

- Letters to all the households informing them about GPDP and inviting them to participate in the process
- Letters to resource group/Working Group members, other local eminent persons seeking their active participation in the planning process
- Distribution of leaflets
- Microphone Announcement
- Rallies
- Street plays using local folk or popular media

- Display of Banners and Posters.
- Campaign through SHGs
- Campaign through School children, etc.

viii. Identify issues to be discussed in the Gram Sabha

Above issues can be discussed in a continuous series of meetings of the GP since there might not be enough time to complete discussions in one meeting. All the discussions and decisions need to be recorded/minuted in detail.

**Key decisions to be taken by the GP Committee:**

- Fixing date, venue and time for initial Gram Sabha
- Approval of draft list of GPDP Committee/Working Group
- Invitation to expert persons and institutions.
- Resource envelope
- Environment creation plan

## **Step 2: Initial Gram Sabha**

This Gram Sabha will be the first one in the entire process of GPDP preparation. People should be informed beforehand about the Gram Sabha to ensure maximum participation. All SHGs and functional committee members should be mobilised. Line department officials should also be invited. The objectives are:

- To introduce GPDP and to make local people aware about GPDP
- To get approval of constitution of GPDP Committee/Working Groups
- To discuss development issues

Separate thematic groups can be formed to discuss development issues in the Gram Sabha if attendance is sufficient. Issues to be addressed immediately along with larger issues to be addressed over time should be discussed in this Gram Sabha.

**Points to be noted for the conduct of Gram Sabha**

- Each agenda items should be properly discussed
- Queries should be answered/clarified
- Decisions taken should be read out at the end of the meeting
- Minutes need to be recorded along with the signature of the Gram Sabha members

### STEP 3: Situation Analysis

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

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

#### Objectives

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

Following things should be kept in mind while performing situation analysis:

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

#### General examples for Situation Analysis:

A. For instance, in case of infrastructure, some of the gaps that could be identified with respect to roads are mentioned below:

- List out the habitations without roads

- Length of the extension road required etc.
- Specify whether repair, restoration, upgrade or new construction is required.

B. In case of social development, main issues based on people's perception and expert opinion could be listed down. For example, the issues faced by the tribal community like alienation from land, land degradation, lack of skills, lack of employment opportunities, and lack of access to public services and amenities can be listed and discussed.

C. In case of economic development, the focus should be on the potential that can be reasonably and sustainably achieved. For example, the constraint on increasing agriculture production and productivity, linking to the markets which could add values, etc. can be enumerated.

D. In case of the human development, deficiencies need to be assessed and addressed. For example, reasons for not achieving the minimum levels of learning, causes for dropout, reasons for malnutrition, etc. have to be identified.

E. In case of civic amenities, effort should be to answer why the preferred standard of service provision and deliveries are not achieved. For example, in case of sanitation, need for solid and liquid waste management, overall cleanliness etc. required to be assessed.

For conducting situational analysis, primary and secondary data need to be collected, analysed and documented. The analysis should be based on data, validated by people's knowledge.

### **What is Primary data?**

Primary data is the information that can be collected directly either through house to house survey, transect walk, Focus Group Discussions, social mapping etc.

### **Purpose of primary data collection is:**

- To collect first-hand information directly
- To validate already available secondary information
- To Identify issues for local resolution
- To identify potential/opportunities
- To promote and ensure People's participation

It may be noted that the data that is available through primary data collection methods could be a sample or cover the whole population.

### **Tools and techniques for collection of Primary data:**

#### **Surveys:**

**Conducting Household Survey** - If the GP has identified some specific issue that requires obtaining details or need assessment from specific families, as in destitute,

disabled persons, widows, families with distress migration or high mal nutrition etc., household surveys of these families may be undertaken.

A standard format should be used which will include all necessary information. Data may be collected by interviewing the household members. After collection of all information through this exercise, the filled data will be put up in a compilation sheet and accordingly analysed to find out the existing situation of the people. (Since household survey needs major investment in terms of time, people, etc., GP should go for such an exercise only if it is necessary for a specific intervention.) Where possible, the data may be consolidated digitally.

While conducting household survey, certain things should be kept in mind:

- The format prepared for the survey should be need based
- The format should contain very specific and purposive questions based on the intervention; it should not be general. The facilitators should keep in mind that only necessary information is collected so that collating this data becomes an easier process.
- Quality of the survey must be assured

The survey should be conducted keeping the GPDPC Calendar in mind.

#### **Participatory Rural Appraisal (PRA) :**

Participatory Rural Appraisal or PRA is a set of techniques to assess the existing situation of the village / community. This is done by interacting with local community to understand their needs and to find out ways to cater to those needs with the help of the community itself.

The purpose of PRA is to be able to learn first-hand about the status of assets, human development and services through various forms of direct consultation with people of the locality. It is a process which enables the local community to participate in their own development planning process.

PRA tools may be used with the help of trained persons/organization. Selected members of the Working Group may be trained for conduct of PRA.

#### **What is secondary data?**

Secondary data is information that is already available either as reports or as published data or found in registers.

- Listing of areas for which data is required (Depending upon focus areas of GPDPC identified by the State) for example, health, education, drinking water, and any specific local issues identified by the Panchayat Committee
- Data that is made available to the panchayat by state or district level authorities - Census, SECC, Data on water and sanitation
- Data that is available in records of GP (make sure that this data is updated)
  - PHC/sub-centre level data
  - PDS data
  - Data in Anganwadis

- Data in Primary School
- SHG/ SHG federation data etc.
- SBM survey data

### **How to start Situation Analysis (SA)?**

Following issues should be considered while conducting situation analysis:

- a) Formal letters containing information and date should be sent to all Institutions within the Panchayat for co-operation and participation
- b) Orientation of the Committees, Working Groups, involved in the exercise needs to be done
- c) GP Committee along with Working Group members should finalise the areas to be included, formats to be used for survey and the appropriate PRA tools to be used and secondary data to be analysed.
- d) Calendar for situation analysis needs to be prepared
- e) Fixing date, time and venue for PRA
- f) Public notice on the conduct of situation analysis and also specific notice for FGDs
- g) Line departments should be informed about situation analysis and the data collection dates
- h) Division of responsibilities within the task force/work groups for data collection needs to be done
- i) Environment creation should be done for data collection
- j) Block and district authorities and other line departments are required to share secondary data in suitable form with the GPs for SA as per the GPDP guidelines.
- k) Customisation of the model data collection formats received from the State/ District to suit the requirement of the GP

### **Sectors for situation analysis:**

In addition to areas identified by FFC, the areas identified by the state in the GPDP guidelines and any other sector/area identified by the GP may be taken up for situation analysis. For example:

- Infrastructure and civic services
- Education
- Housing
- Health
- Agriculture and allied (Fishery/AH/Horticulture)
- Forestry
- Social security
- PDS
- Disaster management
- Natural Resources

## Categories to be focussed upon

- Vulnerable groups- aged, persons with disability, destitute
- Women
- Children
- SC/ST

## Steps for Situation Analysis:

### A. Secondary data collection:

Person/s responsible for secondary data collection should obtain data from the local institutions, line departments etc.

Examples of the information that can be collected from the institutions are listed below:

- Basic profile of the Gram Panchayat (area, total general population, SC, ST, women, others, density of population)
- Existing infrastructure (road, water supply, irrigation, sanitation, power, market etc.)
- Agricultural facilities
- Educational facilities
- Public Distribution System
- Housing
- Various development schemes

### B. Primary data collection

#### Survey

Based on existing situation and requirement, GP can opt for doing household surveys through house visits using structured format for data collection on issues like asset holding, occupation, income, education, health, opinion on public services etc. This can be done on sample basis (covering all the habitations) since visiting all the households can be extremely time and resource intensive. The GP may also opt for household surveys to explore any specific local problem or needs of vulnerable group/s, targeting only the affected vulnerable groups/s. Surveys can be conducted with the help of SHGs, community volunteers/youth groups, elected GP members, working groups etc. or with the help of local educational institutions/agencies.

**Participatory Rural Appraisal:** The ways and means of PRA are listed below

- a. **Transect walk** - A transect walk helps to identify in a habitation what assets need to be developed or improved upon. It helps to assess the condition of available infrastructure and identify the natural resources that can be used, it helps to identify availability of land for various public purposes and projects. It



also helps to identify the extent of access of various communities to public services.

#### Pre- activities

- Fix date and time
- Inform various stakeholders

#### Activities

- Go for a systematic walk along a defined path to cover representative areas with some interested community members.
- Explore the vegetation, topography, habitation, infrastructure, sanitation situation, etc.
- Discuss with the community to collect information on diverse scenarios within the village.

#### Post Activity

- Document the findings of transect walk
- Cross-verify the data collected through social map and resource map
- b. **Social Mapping and resource mapping** - Social mapping is a visual method of showing the relative location of households and the distribution of different people (such as male, female, adult, child, landed, landless, literate, and illiterate) together with the social structure, groups and organisations of an area.

#### Pre- activities

- Fix a date, time and venue
- Inform stakeholders of the community
- Arrange material for resource mapping like chalk, coloured powder etc.

#### Activities

- Mobilise the community
- Draw the boundary of the village as instructed by the villagers
- Plot the social and economic infrastructure such as roads, bridges, schools, health outlets, places of worship, etc., as instructed by the villagers
- Plot the habitation pattern of the people such as houses, kinds of houses (thatched, pucca, Kuccha), as instructed by the villagers
- Other social institutions, as instructed by the villagers

#### Post Activity

- Identify the felt needs and demands of the community
- Prioritise the needs with the help of the community
- c. **Focus Group Discussion (FGD)** - It is important to be able to understand people's perception on problems and issues. This can be effective if there is discussion on a specific issue and with key stakeholders as a group where matters are discussed openly and freely. It is also necessary to get an idea about what possible solutions people can suggest. This can be done through Focus Group Discussion (FGD). FGD is a tool to gather people from similar backgrounds or experiences to discuss a specific topic of their interest. Separate FGDs can be organized for men, women, youth, aged, children, etc. In addition, as per requirement, FGDs can be conducted among SHGs, farmers club, landless people, aged, displaced community and so on.

#### Pre Activity:

- Fixing time and date, venue
- Informing the stakeholders
- Preparing set of questions beforehand
- Fixing responsibility for documentation

The Working Group will sit and decide on dates and venues for FGDs and facilitators. The Working Group would decide the nature and number of FGDs.

#### Activities:

Certain things to be kept in mind when conducting FGD are listed below:

- Date, venue and time of the discussions must be decided beforehand and all the participants must be informed of the same
- Facilitators should be present to see that the discussion is around the topic given and not deviating
- Relevant people should be brought together for FGD. e.g. for an FGD for landless people, rich land owners need not be there. The venue should be where they are comfortable and do not feel intimidated.

#### Post Activity

- Prepare document of the observations of the community, the problems identified and the solutions suggested

### **C. Data Compilation**

The data- both primary and secondary that has been collected needs to be collated and compiled in the prescribed format (which has been provided by the state government). In case additional situation analysis has been done over and above the GPDP, it should also be collated and compiled separately.

Qualitative information and observations during FGDs/PRA exercises should also be documented adequately. Primary and secondary data pertaining to the same sector/category may be put side by side so as to facilitate comparison and validation.

### **D. Data Analysis**

After the data has been collected, it needs to be analysed to know the present development status of the Gram Panchyat. Format prescribed by the State Government should be used for data analysis.

Steps to be followed to fill up for data analysis:-

1. Area of Analysis: To be filled by the Resource Team/task force/ Working Group. Data should be filled after situational analysis including PRA. The information may be provided sector wise. For each sector
2. Situation analysis should capture two things i.e. qualitative information and the issues and concrete problems related to each of the sectors. There is no necessity to be bogged down by numbers.

3. Existing situation refers to the prevailing situation of different sectors in the village as understood through situation analysis. The existing schemes, coverage, quality of implementation, etc. are also covered in situation analysis. For instance in the case of roads, areas can be segregated into those with poor connectivity and good connectivity. Wherever possible, (as in the case of infrastructure) gaps may be identified. For e.g. pipe water supply in habitations.

When situation analysis for specific sectors is undertaken, it is important to look at the analysis from the point of view of the vulnerable communities as well. This information may be available in the secondary data, it may be available through the PRA processes. Probable solutions suggested by the community during PRA exercise must also be considered.

#### **E. Comparison**

The situation of different sectors shall be analysed by comparing with the national, state, district and local level data depending upon availability. In such cases tabulating the comparative data clearly indicates the status of the village on a particular indicator and how much it deviates from the macro level. Status can be classified into severe, moderate and adequate.

#### **F. Preparation of the draft development status report of the Gram Panchayat:**

The collected and analysed data must be compiled and put in a report as the Draft development status report in concerned chapters. **The format for chapterisation under Sansad Adarsh Gram Yojana may be used in determining the chapters of the draft development Status report.**

##### **Pre Activities**

1. The situation analysis needs to be discussed in the Working Group and endorsed.
2. The Working Group shall prepare draft development status report on the basis of situation analysis.
3. The Working Group will assign responsibility to individuals from each Working Group for preparing draft development status report in respect of every sector covered in the situation analysis. Each sector will also have a special provision which will make special mention with respect to the vulnerable categories. Each sector report should indicate the relevant schemes associated with the sector.
4. The sector wise report would also identify activities which can be taken up with the resources under the control of the Panchayat as well as those which pertain to schemes over which the Panchayat does not have control.
5. It is important that each sector report describes those activities which pertain to O&M as well as those activities which may be classified as low cost or no-cost separately.
6. The sector report may also give indications where convergence is possible.
7. Any specific local issue which the Panchayat committee/Working Group feels needs to be separately discussed, may also be brought into as separate chapter.
8. Each chapter should have introduction, status, discussions, issues identified, gaps and recommendations.

9. If desired the sectoral reports may be consolidated into a tabulated format which can be provided as annexure to the report. In such case similar tabular report may be prepared for women and vulnerable categories also.
10. The Working Group will discuss and finalise each chapter and consolidate into the draft development status report.

#### Step 4: Gram Panchayat Meeting

After completion of the draft development status report of the Gram Panchayat development plan, the draft report has to be presented in the Gram Panchayat meeting as soon as possible. The Panchayat will get a basic idea about the community's needs and the gaps. The draft development status report should be approved by the GP committee before it is placed in the Gram Sabha. Necessary modifications can be made and the modified documents should be internalised before it is presented in the Gram Sabha.

##### Objectives of the GP meeting:

- a. To place the Draft development status report before the GP Committee
- b. Approval of the Draft development status report to be placed in the Gram Sabha
- c. Gram Sabha Mobilization Plan to be decided

##### Preparatory activity

- Panchayat Committee meeting date and agenda to be finalised with the approval of the GP president
- Inform all Gram Panchayat members
- Inform resource persons from the Working Group for presenting Draft development status report before the GP Committee
- Letter to be sent to Line Departments to attend the GP meeting and to give technical guidance for DSR discussions.

##### Activity

- Presentation of DSR
- Each chapter to be separately discussed.
- Getting feedback from the Gram panchayat members and line departments.
- In this discussion, the members should ensure that the issues and solutions drawn from the situation analysis are holistic and people centric.
- In this phase, the committee members along with the line departments' officials must discuss about the feasibility of project ideas.
- Discussion on resource envelope and tentative resource allocation
- Discuss the presentation of the development report to the Gram Sabha
- Discuss who would be the facilitators for the various parts of the Gram Sabha
  - Presentation of the report

- Presentation on the resource envelope
- Discussion on sectors/themes
- Facilitation of prioritisation
- Documentation of various discussions in the Gram Sabha
- Fixing date and venue for Gram Sabha
- Discussion on plan for mobilization of people for Gram Sabha

**Methods to be adopted for mobilizing people to participate in Gram Sabha:**

- ❖ Display of DSR in prominent places of GP
- ❖ Invitation to each and every household.
- ❖ Wall paintings.
- ❖ Posters.
- ❖ Banners.
- ❖ Spreading the word through the SHG
- ❖ Mike announcements
- ❖ Communicate to students through school assemblies to make sure that their parents participate.
- ❖ Ward members should take the responsibility to mobilise the people for Gram Sabha.

### **Step 5: Visioning and Prioritisation Gram Sabha**

This is the Gram Sabha of the GPDP process to be conducted after preparation of the draft development status report. The draft development status report is to be finalised during the Gram Sabha and the development issues should be prioritised for the annual plan and the five year perspective plan.

**Objectives:**

- To get approval for Draft Development Status Report (DSR) by the Gram Sabha
- To prioritize issues based on the Draft development status report and opinion of the Gram Sabha
- To identify development issues to be addressed in the annual plan
- To identify development issues which needs to be addressed over five years
- To identify issues that are to be addressed by other authorities/institutions

**Pre- activity**

- Environment generation to mobilize more attendance and participation in the Gram Sabha
- Prepare letters, notice, rallies, and mike announcements for the Gram Sabha
- Letters should be dispatched to SHGs, CBO, CSO and expert persons in the community
- Preparatory Activities such as finalising the materials required, seating arrangement, etc. must be done

## Activity

### 1. Presentation, discussion and approval of DSR in Gram Sabha

One of the GP Committee members/resource persons/Working Group members can read out the Development status report of the GPDP where challenges and recommendations will also be presented to make people aware about exact situations of the community. The core issues like water, sanitation, connectivity, public health etc. are to be given importance.

### 2. Visioning:

- Gram Sabha needs to discuss and develop a broad vision for improvement in identified key areas. In other words, what the local people want their GP to become in the next 5-10 years. Special focus may be given to poverty reduction, Water and Sanitation, Natural Resource Management etc.
- Identification of most crucial issues which need to be addressed on priority

#### Vision of GP (indicative)

- ❖ Open defecation-free Panchayat
- ❖ Safe drinking water available to all households of GP
- ❖ Destitute free GP
- ❖ GP where all habitations are connected through all-weather road
- ❖ Child labour-free GP
- ❖ Forced migration-free GP
- ❖ Trafficking free-GP
- ❖ 100% Anganwadi enrolment GP
- ❖ 100% school enrolment GP
- ❖ 100% child and mothers are covered through immunization GP
- ❖ Malnutrition-free GP
- ❖ Infant death-free GP
- ❖ Maternal death-free GP
- ❖ Complete NSAP coverage GP
- ❖ Home for all-GP
- ❖ Clean and green GP

### 3. Discussion on the resource envelope of the GP

### 4. Discussion on community contributions to bridge gaps in resource envelope and development needs

### 5. Prioritisation

- Discussion on general criteria for prioritisation and resource allocation
- Broad identification of resource allocation across sectors with focus on vulnerable communities
- Thematic groups may be formed for sector specific discussions

- Discussion should be facilitated by respective Standing Committee members/Work group/task force members so that local people can understand and participate in the discussion
- Recommendations by Gram Sabha for each sector and vulnerable category should be captured and documented
- Presentation of recommendations in the plenary
- Finalisation of the prioritisation and resource allocation  
(These should be broad for five year plan and specific for the annual plan)

#### 6. Approval of proposed activities

#### 7. Recording the minutes of the meeting

#### Post-activity

1. Finalization of the Draft development status report based on the decisions made during the Gram Sabha

### Step 6: Draft Plan Preparation

A draft plan should be prepared based on the final DSR that was approved by the Visioning and Prioritisation Gram Sabha. This plan will contain the details about resources allocated to various sectors and projects and mode of implementation.

Following steps may be followed for preparation of draft plan:

1. Working Group/ Task force Meeting
2. The Working Group to suggest the projects that can be taken up based on priorities decided in the Gram Sabha and within the funds available for both the annual plan and the five year plan
3. Working Group/ task force to prepare draft annual and five year plan based on the above in consultation with GP Committee
4. Submission of the draft plans to the Panchayat committee. The plan should be prepared in the format as prescribed by the state government. It should contain the following components:
  - Proposed Sectors:** This will list out the complete set of activities in a sector that were decided during the Gram Sabha.
  - Priorities:** This will list only the activities that have been finalised for the annual plan.
  - Fund Allocated:** This will list out the amount of funds that have been allocated for the implementation of that particular project under each sector.
  - Source of Fund:** Source of funds (Centrally/state sponsored, FFC, SFC, OSR, community contribution etc.) needs to be mentioned against each activity. For example:
  - Remarks:** Any relevant details about the how the activity is going to be implemented may be listed here.
5. Panchayat Committee to finalise the draft annual plan and five year plan based on resources allocated for the same and return to Working Group for preparation of detailed projects. The Panchayat Committee will also decide which fund will be allotted for which project from its available resources. Where the detailed

projects are to be prepared by department functionaries, the sector specific project suggestions should be forwarded to the concerned functionary by the Panchayat Secretary.

The Panchayat committee should decide the issues to be taken to different sources of fund or schemes. For example:

- “ Projects that can be carried out under existing schemes like MGNREGS, SBM, IAY, NSAP etc.
- “ Project which can be taken up by using fund of 14<sup>th</sup> finance commission, SFC
- “ Projects which can be taken up by using their own source of resource
- “ Projects which can be taken up jointly with departments
- “ Projects which can be done solely by departments
- “ Projects which can be carried out without any financial allocations (no cost)
- “ Community contribution

6. Information to be given to Technical cell/support group for project preparation within a stipulated time as stated in the state guidelines.

7. GP Committee to take steps for the approval of the plan in the GP meeting

### **Cost-less Development**

#### **No cost- Low cost development**

Many of the planned activities to be taken up by GPs may not be cost intensive. In fact GP can take up lots of mobilization activities which are mostly low cost or no cost. Community mobilization and community ownership are critical for low cost/no cost development process. Examples of low cost/no cost activities are:

- Immunization coverage: Awareness generation through volunteers (SHG, youth groups etc.) for 100% immunization coverage
- Awareness creation for zero waste village through SHG collective, and other CBOs and NGOs
- 100 percent enrolment in schools : Awareness creation and community monitoring
- 100 percent enrolment in Anganwadis
- Zero fallow land in the village: mobilization of SHGs for collective farming
- Soak pits for household waste water management: Awareness creation and training for soak pit construction.
- Addressing malnutrition through Anganwadis and kitchen gardens
- Community action for elimination of child labour
- Community care giving groups: formation of such groups for bedridden patients through awareness creation and mobilization.



## **Step 7: Project preparation**

After the preparation of the plan and allocation of fund from respective source, detailed projects along with budget estimates need to be prepared. This should be jointly prepared by the Working Groups/task force, respective line department officials and GP committee.

### **Objectives**

1. Preparation of detailed project estimates based on fund allocation
2. Getting technical sanction of the project from the technical cell/nominated officers.

### **Pre activity**

1. Site visit (locations of proposed projects)
2. Survey
3. Consultation with the target groups
4. Discussions with technical experts
5. Data collection

### **Activity**

1. Preparation of projects and budget estimates with support from line department officials.
2. Administrative cum Financial Sanction by GP or the agency required as per State Rules
3. Technical Sanction from technical cell or official as required as per State guidelines

### **Content of the Projects**

#### **Following components may be covered in the projectisation:**

- Project Title
- Introduction - Background and Brief Project Summary (Based on situation analysis)
- Rationale of the project (Based on DSR).
- Project objectives (Based on DSR and Gram Sabha decisions)
- Location of the project
- Project Components and Activities in detail.
- Budget - Cost and Source of Funds-component wise cost and fund should be indicated.
- Time frame and work plan- Project implementation calendar
- Implementation Plan and Agency of implementation
- Expected Outputs-Beneficiaries / Benefited Area (Based on Gram Sabha decisions)
- Operation and Maintenance- The mechanism for operation and maintenance
- Monitoring- The indicators for monitoring and the system recommended for monitoring.

Finally, this project document should be endorsed by Gram Panchayat and fund should be allocated as per the requirement of the project document. Each project document shall be part of Gram Panchayat Development Plan Document. This GP Development Plan document shall be placed in the next Gram Sabha.

**Post activity**

1. Arrangement for technical appraisal of the projects.
2. Letters to the technical cell/official for technical sanction arrangements shall be sent.
3. The final document of GP Development Plan to be prepared based on this
4. Comparison with Gram Sabha prioritisation and submission to GP Committee.

### Format for Projectisation

Name of the GP:

Development sector:

Project Form:

Title:

No.	Particulars							
1	Introduction							
2	Rationale							
3	Project Objectives							
4	Expected Outputs/Outcomes							
5	Location							
6	Project components							
7	Implementation plan and agency							
8	Operation and maintenance system							
9	Monitoring system							
7	Budget	Components	FFC	OSR	MGNREGA	NRLM	Other	Total
		Total						
8	Time frame	Activity	Jan-Feb	Mar-Apr	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec
		1.						
		2.						

## Step 8: GP Committee Meeting

GP committee meeting is needed for validating the final plan prepared based on technically sanctioned projects and resource allocation. Panchayat committee should ensure that the plan is prepared as per the decisions of Gram Sabha and place it to Gram Sabha for final approval.

### Activity

- Ensuring participation of all GP members in the meeting.
- Ensuring participation of line department officials who are going to implement the project.
- Ensuring that the resource person/task force representative is available in the GP office during the Panchayat committee meeting for clarifications if the GP needs any.
- Discussion and comparison of projects according to Gram Sabha prioritisation.
- Approval by the Panchayat Committee of the plan and budget estimate wherever GP is the final authority.
- The discussion and decisions should be recorded by the Panchayat secretary in the form of minutes. The decision should be read out aloud at the end of the meeting. Signatures of the president, members and secretary should be obtained under the decisions.
- Fixation of date, venue and time for approval of/placing before Gram Sabha.
- Discussion and decision making on the activities to be carried out to mobilise people for the Gram Sabha.

**Note: These are required only where the Gram Sabha is the final plan approving authority. In other cases they should be placed in next Gram Sabha for information.**

## Step 9: Approval of GPDP by Gram Sabha

The GP Development Plan prepared shall be placed before the Gram Sabha either for approval or information as per state guidelines.

### Objectives

1. To get GPDP, including the projects, approved by/intimated to the Gram Sabha
2. To sensitize the members of the community about the process of monitoring during the implementation phase of the projects.

### Pre activity

1. Mobilize the members of the community to ensure maximum participation for the Gram Sabha- Environment creation activity.
2. To take action for logistics, arrangements for sitting, sound system, drinking water, etc.
3. Issue notice to the officials to attend Gram Sabha

4. Send out notice for the villagers to attend the Gram Sabha

### **Activity**

#### **Gram Sabha meeting:**

1. Presentation of GP Development plan document and project-wise details
2. Discussion on the prepared plan
3. Approval of the plan wherever GS is the approving authority
4. Minute of the meeting shall be recorded
5. Panchayat President and Secretary, GP members and the officials who are going to implement the plan should attend the Gram Sabha

### **Post activity**

1. Finalize the implementation procedures
2. Initiate procedure for technical sanction wherever due
3. The decisions taken during the Gram Sabha must be displayed on the notice boards in the Panchayat and the various other local institutions
4. Final approved GPDP should be send to the District Planning Committee (DPC) and/or district and block Panchayat for information/approval as per state guidelines.
5. The final copy of the plan containing information about mode of implementation, funds allocated, etc. should be displayed on the notice boards of the GP and various other local institutions.

## **Plan Implementation and monitoring**

GP should ensure that the GPDP to be implemented in its true spirit. Deviation from the approved activities must be avoided and approval of GP Committee with proper justification must be taken in case of any activity needs to be undertaken which is not part of the approved plan. The GP should also ensure participation of local people in implementation and monitoring of the approved activities.

The GP should also ensure:

- Project initiation meeting with villagers
- Procurement of material in a transparent and competitive manner
- Engagement of labour [skilled/semi-skilled/ unskilled Labour (from MGNREGA job card holders )]
- Daily enrolment in the muster roll (MR)
- Supervision of work
- Measurement of the works / materials and entry in MB
- Payment to the workers as per norm
- Payment of bills received from vendors
- Maintenance of related accounts and records
- Completion of the work. Preparation of work completion report

The states should put in place a system for monitoring progress of implementation of the approved GPDP.

**Publicity**

There must be wide publicity given to the approved components of the GP’s plan. Apart from display on the GP notice board, the plan must also be displayed in public places like the village haat, the PDS centres, the health centre, the krishi bhavan, the village office etc. The final plan can be shared with important stakeholder communities like user groups, SHG federations etc. Every gram sabha convened in the year should have a specific agenda item touching on the implementation of the GPDP even if the main agenda is not related to GPDP.

.....GP Notice Board

Details of the approved projects for the year of .....

Sl. No.	Name of the Project	Objectives	Key Components	Cost	Time frame for implementation	Mode of implementation