

PREPARATION OF GRAM PANCHAYAT DEVELOPMENT PLANS: Operating Framework and Template for Plan Preparation

Article 243G of the Constitution provides for “Powers, authority and responsibilities of Panchayat” for preparation of plans for economic development and social justice and implementation of schemes for achieving these as listed in the Eleventh Schedule.

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*“The greater the
power of the
Panchayats the
better for the
people.”
- Mahatma Gandhi*

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Background

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. The preparation of a Gram Panchayat Development Plan (GPDP), therefore, becomes extremely significant in order to carry out the work of GPs effectively. 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 decentralization. To overcome these gaps, the preparation of GPDP must involve multi-stakeholders through participatory planning process, giving adequate importance to the marginalized groups. Facilitation process should enable the citizens to understand and analyse their issues; and identify and prioritize their needs.

The preparation of GPDP should not remain limited to the provisions of the 14th Finance Commission and available resources directly available with the Panchayats. The planning should be done in accordance with the needs and issues of the people and the resources for implementation should be expanded beyond what is available at the panchayat level. For example, activities related to issues of health, may be addressed through available resources from NRHM and schemes under the health department. Similarly, other sectoral programs like education, water resource development, etc. should be taken into account while planning for GPDPs. The process of GP level planning has many advantages and benefits, some of which are listed below:

- Establishes GP as a local government and 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 and provides space for integration of peoples' knowledge and wisdom into local development
- Utilizes local human resources and natural resources more efficiently
- 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

Planning at Ward level and smaller villages within group GPs must be done prior to the final Gram Panchayat development planning. Also, when planning about natural resource management and protection and maintenance of environment and ecosystem, the plan must take a landscape

approach, that might go beyond their revenue boundaries. This requires more than one GP to coordinate and collaborate for certain activities.

Preparation Process of GPDP

A facilitation team must be made at the GP level, which would engage with the multi-stake holders, identify and understand the different issues, carry out situation analyses and propose a draft plan to the Gram Sabha. After the consultation, this draft plan would incorporate the inputs and suggestions made in the Gram Sabha and the final plan would be prepared. To make the planning process more participatory and inclusive, the facilitation team must be made in accordance with the population of the village (two groups or sub-groups for population more than 5000), and must have proportionate representation of women, Scheduled Castes, Scheduled Tribes, and other marginalized groups. This facilitation team may include:

1. Sarpanch
2. Talati (Patwari)
3. Representative from Social Justice Committee (if formed at GP level)
4. Elected Ward members
5. Representatives from various village level committees (SMC, Village Health Nutrition and Sanitation Committee, PDS Vigilance Committee, Drinking Water Committee, Forest Protection Committee, Village Disaster Management Committee, members from different committees under PESA, etc.)
6. Representative of active women's group
7. Representatives from different community level institutions
8. Representative of local NGOs working in the respective GPs

The facilitation team may comprise of 15-20 members. They would conduct an orientation meeting to understand GPDP guidelines, planning and process. They would make a time frame for the planning process. The team may sub-group according to the different sectors, or agro-climatic zones, or wards. Following this, they would identify the stakeholder and targeted groups. The planning process must be completed within 8-10 days. The main broad steps of planning process would be:

1. Formation of Gram Panchayat Plan Facilitation Team (GPPFT) and create environment for planning
2. Situation analysis and problem identification through Participatory Rural Appraisal (PRA) and community mobilization and collection of primary and secondary data
3. Visioning exercise
4. Addressing the identified problems and finding solutions
5. Making action points and prioritizing those actions
6. Identify resources to carry out these actions
7. Prepare the GPDP and approval in Gram Sabha



The perspective of the GPDP should have an outlook for 5 to 7 years and the activities to be undertaken may be divided on a yearly basis accordingly.

GPDP Planning Cycle



TEMPLATE FOR GRAM PANCHAYAT DEVELOPMENT PLAN

Chapter 1: GRAM PANCHAYAT PROFILE

This section would include demographic details such as, population, sex ratio, child sex-ratio, SC/ST and SEBC households, women headed households, persons with disabilities, children (0-6 years), etc. It would also include 8-10 lines on the background of the village, comprising of history, formation, process of development, correlation between different communities, broad livelihood sources, natural resources, history of disasters in the GP, key characteristics of human resources, achievements and broad issues in the GP. Land profile may include information about total area of the village, area under non-agricultural uses, barren land and uncultivable land, permanent pastures and other grazing land and culturable wasteland.

- 1.1. Historical background
- 1.2. Demographic background
- 1.3. Land Profile
- 1.4. Irrigation Profile
- 1.5. Ecological Profile



Chapter 2: STATUS OF WORK DONE UNDER GP

2.1. Work done by Gram Panchayat and work in progress for resilience building

In this section, the work done in the previous years by the Panchayat and the on-going activities in the GP catering to the different sectors may be recorded.

S. No.	Sector	Work done in the previous years	Work in progress
1.	Health		
	Sub-Centre		
	Anganwadi and Child Care		
2.	Education		
	School		
3.	Infrastructure and services		
	Water		
	Roads		
	Electricity		
4.	Housing		
5.	Social issues		

2.2. Financial arrangement for village development directly to the Panchayat

The facilitation team 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 resources may be availed through two major sources – first, funds received by the GPs directly and second, funds allocated through different programs and schemes of government departments. Other than these, funds may be raised by local corporates and any other such sources. At least 10 to 20% of the resources should be sought to be locally mobilized by the community, making sure that the access and participation those who are not able contribute is not hampered. The planned activities need to be matched with the resources.

S. No.	Source of funds	Received in last FY by the Panchayat or spent by departments	Budget for current FY
	Tied resources		
1.	Swachh Bharat Mission (SBM)		
2.	National Rural Health Mission (NRHM)		
3.	Other centrally/State sponsored scheme fund in which GP has command		
	Untied resources		
1.	XIV Finance Commission grant		
2.	State Finance Commission grant		
3.	Own source of revenue (OSR) - taxes, non-tax, rents, fees for markets and ponds, user charges etc		
4.	MGNREGS		
5.	Community contribution (Cash /		

S. No.	Source of funds	Received in last FY by the Panchayat or spent by departments	Budget for current FY
	Kind/Labour)		
6.	Corporate social responsibility funds		
7.	Any other sources		
	Departmental Programs and Schemes (may be utilized directly by departments)		
1.	Education department		
2.	Forest development		
3.	Rural development		
4.	Gram Sadak Yojana		
5.	Water resource department		
6.	Fisheries department		
7.	Agricultural department		
8.	Women and Child Welfare department		
9.	Social welfare and justice department		
10.	Tribal development department		
11.	Any other sources		

All budgetary allocations may not come directly to the Panchayat but may be spent by the different government departments. All these financial arrangements may be listed down in the above table. Apart from these, the panchayat should also identify people who are willing to work for the development of the GP and make a list of them (human resources). 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.

Chapter 3: SITUATIONAL ANALYSIS AND SECTORAL PLANNING

This is the most important section of the plan and must be carried out in great details. The identification of problems and issues may be done sector wise or theme wise. For instance, it may be divided into sections like infrastructure, social development, provision of services, livelihood, etc. Target groups within each have to be identified and engaged with and consultations have to be carried out in great details for understanding the issues at hand and analyzing the situation for finding appropriate solutions. There are various tools and practices like Participatory Rural Appraisal and others that are available and may be used for participatory and inclusive development planning.

Considering all the various major and local risks in the Gram Panchayat with regard to the different hazards and development initiatives, the situational analysis has been done in a resilience framework. The aim has been to understand the different kinds of risks – not only from the big disaster events but risks that exist in this particular GP, because of which the community faces problems on a daily basis or may face problems in the future. Keeping this in mind, there are two sections to the situation analysis. The first section tries to analyze the risks to the various hazards in the area and the second section deals with the analysis of risks related to development initiatives on a sectoral basis, for resilience building of the community to strengthen their coping capacities. Based on the situational analysis, the gaps will have to be identified and action points have to be decided.

3.1. Hazard Vulnerability and Capacity Assessment for Disaster Risk Reduction

Disasters often interrupt the flow of development process. They expose the lack of coping strategies and enhance the already existing social and economic problems in a given society. In the recent decade, the frequency, magnitude and intensity of disasters have increased manifold due to the impacts of climate change. Some disaster like floods and earthquakes, take place in a very short span of time and have devastating impacts on the rural livelihood and economy; followed by a long process of recovery and rehabilitation. The development process then stops and all efforts are put into building back what has been lost and damaged. People's lives are also lost, who may have been the only earning member of their family. These kinds of disaster have a visible negative impact on the society and development. Apart from these, there are slow onset disasters like drought and salinity. They may not be visible or have a negative impact in the present; however, they pose a severe threat for the future, in terms of their impact on agricultural productivity, groundwater salinity and adverse impact on the ecosystem. The Disaster Management Act, 2005, had mandated for disaster management plans to be prepared at different levels, including incorporation of DRR measures at the GP level. Therefore, while preparing the GPDP it becomes extremely important the aspect of disaster risk reduction is addressed and disaster related activities are converged with the developmental activities. With new types of unprecedented events due to climate change, this section becomes very relevant to development planning. Hence, an overall assessment of the hazards, vulnerabilities, capacities and risks has to be done.

The 14th Finance Commission and other schemes which have various scopes for physical work specifically related to DRR may be included in the GPDP.

After the identifying the major hazards in the GP, the vulnerable populations and the capacities present in the GP, a risk profile has to be developed. Then based on that, gaps need to be identified and actions have to be decided.

Risk Profile of GP for the major hazards in the area

Severity						
Catastrophic	5					
Hazardous	4					
Major	3					
Minor	2					
Negligible	1					
		1	2	3	4	5
Likelihood		Extremely improbable	Improbable	Remote	Occasional	Frequent

S. No.	Hazard	Potential Risk (High/Moderate/Low)	Locations at risk (within the GP)	Cause/Reason for risk	Existing capacities to cope/respond	Requirement/need for capacity	Mitigation and risk reduction measures (structural and non-structural – mention budget if applicable)	Fulfilling criteria towards achieving SDGs
1.	Flood							
2.	Cyclone							
3.	Earthquake							
4.	Drought							
5.	Heatwave							
6.	Industrial (Chemical)							
7.	Tsunami							
8.	Landslide							
9.	Fire							
10.	Road accidents							
11.	Epidemics							
12.	Building collapse							
13.	Stampede at crowded places/public gatherings							
14.	Others							

In the following table, it may be mentioned if there is a task force in the GP. If not, are there people identified in the village for specific purposes.

Human resource	Actions taken in the previous disaster events	Current trusted contacts & their Location
Search and Rescue		
First aid		
Information dissemination for Early Warning and Post-disaster coordination		
Swimmers		
Veterinary Treatment Providers		
Midwife/ Nurse		
Tree Cutter owner/mechanic		
Mason		

Adapting to climate changes is one of the key objectives of the SDGs, SFDRR and the UNFCCC. It has also been addressed in the PM's 10 point agenda. It has been one of the greatest challenges to overcome the issue of climate change and hence, is very important to address its impacts, even at the village level. For this purpose, the nearest cluster/block level data on **rainfall, temperature and land use patterns** of the last **20-30 years** needs to be compiled, analyzed and action points need to be suggested accordingly, for adapting to the assessed climate variability over the years. For this, various tools like PRA, making seasonal calendars with the community may help in understanding the trends better – whether rainfall has decreased or increased; monsoons months have changed/shifted; temperatures have increased/decreased; summer/winter months have changed or their duration; land use patterns have changed when there is more agricultural fields than common property resources, etc. On these lines and more according to the local contexts, have to be stated in the flowing table.



S. No.	Climate Variable	Present Condition	Action Points for Climate Change Adaptation
1.	Rainfall		
2.	Temperature		
3.	Land use Patterns		

Following is an example of format of a seasonal calendar which may be used as a PRA tool for understanding trends with respect to hazards and also other changes over time with respect to rainfall, agricultural labour, requirement of credit, water scarcity, etc.



Seasonal Calendar Format													
Hazard		June	July	August	September	October	November	December	January	February	March	April	May
Flood	Past												
	Present												
Cyclone	Past												
	Present												
Water-logging	Past												
	Present												
Drought	Past												
	Present												
Epidemic	Past												
	Present												
Heatwave	Past												
	Present												
Fire	Past												
	Present												
Migration	Past												
	Present												

3.2. Analysis of Village Infrastructure and Public Services in resilience framework

Identification and problem analyses of all public infrastructures at village level have to be carried out. This may be done after a public consultation and site visit and understand the purpose of the infrastructure and its present condition. Following this, appropriate solutions need to be proposed. For situation analyses, certain things need to be accounted for. First, all the public infrastructure is for everyone in the GP. Issues like non-accessibility to certain sections of village, their reasons and suitable changes in accordance with that, also need to be addressed. Second, the provisions for construction and maintenance of these infrastructures have to be considered. New infrastructure may also be proposed as per the need of the GP. And third, equity must be maintained with regard to location of these infrastructures; for example, all infrastructures cannot be accumulated in one particular location in the village, which is dominated by a particular community.

This section would also include all the public services provided by the government for the citizens, including services like drinking water, education, health, women and child care, citizen services from panchayat office, food services, etc. These services are entitlements for the citizens and they have every right avail them. They are extremely significant for the social development of any village. Often, the major issues with these services are, regarding the lack of availability of information, the quality of services provided, lack of accountability on the part of service providers and ineffective grievance redressal mechanisms.

Note: Under each heading, an overall situation analysis of the sector/service needs to be written including the risks present for all.

3.2.1. Anganwadi

Public Infrastructure	Present Condition	Gaps Present	Action Points
Anganwadi (Child Care Centre)			
Services	Present Condition	Gaps Present	Action Points

3.2.2. Panchayat building and Services

Public Infrastructure	Present Condition	Gaps Present	Action Points
Services	Present Condition	Gaps Present	Action Points

3.2.3. School

School	Total students	Male	Female	No. of teachers	Mid-day meal facility

Public Infrastructure	Present Condition	Gaps Present	Action Points
Services	Present Condition	Gaps Present	Action Points

3.2.4. Public health services

Public Infrastructure	Present Condition	Gaps Present	Action Points
PHC sub-centre			
Services	Present Condition	Gaps Present	Action Points

3.2.5. Internal Roads

Public Infrastructure	Present Condition	Gaps Present	Action Points
Internal roads within faliyas and wards			
Damar Raod			
Bridge			

3.2.6. Drinking water facilities

Public Infrastructure	Present Condition	Gaps Present	Action Points
Infrastructure related to drinking water and availability and quality			
Water tank maintenance			
Building water tank			

3.2.7. Water for animals

Public Infrastructure	Present Condition	Gaps Present	Action Points

3.2.8. PDS Shop

Public Infrastructure	Present Condition	Gaps Present	Action Points
PDS Shop			
Services	Present Condition	Gaps Present	Action Points

3.2.9. Social Security Programmes (Pensions)

Social Security Programmes/ Pensions	People eligible and not getting pensions	Action Points
Widow pension		
Old-age pension		
Disability pension		
Niradhar pension		
Palak mata pita		

3.2.10. Community Halls

Public Infrastructure	Present Condition	Gaps Present	Action Points
Services	Present Condition	Gaps Present	Action Points

3.2.11. Street Lights

Public Infrastructure	Present Condition	Gaps Present	Action Points

3.3. Livelihood and Economic Development

Rural economy is majorly dependent on agriculture, animal husbandry, labour work, etc.; these sources of livelihood must be analyzed in great details.

3.3.1. Agricultural development

This depends on the quality of soil, water and climate of the region. It also depends on the crop patterns, agricultural practices and market conditions. So, assessment of agricultural development would comprise of three elements; productivity, reduce in cost of production and sustainability of resources (land, water, vegetation, etc.). Natural resource development and management is an important component of rural economy and environmental sustenance. GP level natural resource management also contributes to overall ecosystem maintenance of a larger landscape. Land, water, biomass including forests are major natural resources in rural regions.

To assess and analyse the natural resources issues, the region needs to be divided into two to three micro-watersheds (150-200 ha approx.). Then, the farmers, pastoralists and other dependent communities on natural resources have to be identified and consulted for situation analyses. All resources must be mapped with participation of these communities, followed by transect walk of these sites and then an analysis has to be carried out. Following checklist would be useful for the transect walk. Activities related to these may be converged with government schemes like MGNREGA.

Land resources (agriculture, pasture, forest, wasteland, wetland): Fertility, productivity, change in land use pattern and other issues of access and control.

Water resources (wells, ponds, lakes and other water resources, and ground water): Catchment and inlets, quantity, quality, potential of water conservation enhancement and other issues of access and control.



Biomass and forest cover: Types of flora and fauna, biodiversity, renewable and non-renewable resources, solar and bio-energy.

For productivity increase, the main aspects to be taken into consideration are soil and moisture conservation, agriculture inputs (seeds, fertilizers, technology, labour, etc.), cropping pattern, practices, storage and market. For reduction of production cost, analyses has to be conducted with regard to expenses on seeds, fertilizers, pesticides, equipment, labour and post harvesting cost.

It is also important to look at the concept of risk transfer through insurance coverage like Fasal Bima Yojana, crop insurance, weather insurance, etc.

S. No.	Issues Related to Productivity (Natural resources)		Present conditions/ Issues		Gaps Present	Action Points
1.	Land/ Soil					
2.	Water/ Moisture					
3.	Vegetation/ Biomass					
	Issues Related to Productivity (Cost)					
1.	Seeds		Organic	Hybrid		
2.	Fertilizers and Pesticides					
3.	Equipment (technology)					
4.	Irrigation					
	Irrigated Land					
	Non-irrigated Land					
	Irrigation for winter crops					
	Irrigation for summer crops					

5.	Labour			
	Range of wages from normal to peak season			
6.	Post – harvesting cost (storage, transportation, etc.)			
	Risk transfer through Insurance			
1.	Enrolment/ Registration			
2.	Claim Process			
	Marketing			
1.	Decision for selling product (market price)			
2.	Payments			

3.3.2. Animal Husbandry and Dairy Development

The other major source of income for the people in villages comes from animal husbandry, poultry and dairy. Those who are involved in animal husbandry, but are landless have to rely on common property resources. The plan must include their development and maintenance by the government, as well as, access and control of these common property resources by the people. Over the last decade, household level poultry and dairy development have become popular in the rural areas. There are certain cultural and tradition limitations for some economic activities such as poultry, fishing, goatary at household level. Therefore, promoting these alternate economic activities and creating an enabling environment for them to flourish is equally important.

S. No.	Animal Husbandry Issues					Present Condition/ Issues	Gaps Present	Action Points
1.	Quality of animals (Breeding)							
	No. of productive animals							
	No. of non-productive animals							
2.	Fodder							
	Scarcity during normal time							
	Scarcity during drought							
3.	Veterinary services							
	Distance from village							
	Frequency of visit							
	Dairy Development issues							
1.	Production and Collection							
	No. of HHs	No. of animals	Collection of milk (in litres)	Private/ Cooperative	Rate/litre			
2.	Marketing							
	Dairy/ Open market							
	Poultry Issues							
1.	Quality of birds (Breeding)							

S. No.	Animal Husbandry Issues		Present Condition/ Issues	Gaps Present	Action Points
	No. of HHs				
	No. and types of birds				
2.	Poultry Management				
	Shed				
	Poultry feed				
	Government support				
3.	Marketing				
	Fisheries				
1.	Fish production				
2.	Market				

3.3.3. Daily Wage Laborers (Mostly unskilled)

A significant proportion of the village population is engaged in daily wage labour. They are unskilled laborers, who may or may not get work every day. Even in irrigated areas with two to three agricultural seasons, laborers manage to get approximately 100-150 days of work. The plan must include ways to come up with work in the village in order to provide work for these daily wage laborers. The assessment needs to comprise of number of daily wage laborers and availability of work. Also, various skill development programs are provided by the government, the plan therefore, would look at the ways in which these daily wage laborers may be involved in these programs.

S. No.	Daily wage laborers – Issues	Present condition/ Issues	Gaps Present	Action Points
1.	Daily wage availability (Types of work, no. of days)			
2.	Rate of wages (Min. wages)			
3.	Exploitation of laborers (less payment for more work, delay of payment, harmful work conditions, other favors in exchange of provision of work, etc.)			
4.	Issues related to safety, insurance, welfare			

3.3.4. Employment for Artisans

There are many communities of traditional artisans in the villages, who engage in activities like blacksmith, leather work, pottery, carpentry, weaving and tailoring, handicraft and other art related work since generations. The plan must include ways to sustain these artisans in the village economy.

S. No.	Issues with Artisans	Present condition/ Issues	Gaps Present	Action Points
1.	Availability of work (for each artisan group)			
2.	Scope for upgradation of these skills			
3.	Marketing of products			
4.	Issues related to safety, insurance, welfare			

3.3.5. Credit and Thrift

The government and banks have made several provisions for credit for people in the rural areas. However, when in need, mostly people who are socially and economically backward are not able to avail these services. Therefore, the plan also should include ways to build a credit and thrift system, in which small credits are available for the villagers, especially those who belong to the lower strata of the social and economic hierarchy, to promote financial inclusion in banking and non-banking services.

S. No.	Issues with Credit and thrift	Present condition/ Issues	Gaps Present	Action Points
1.	Availability of banking services			
2.	Identification of credit needs (no. of HH and types of needs)			
3.	Credit availability and rate of interest			
4.	Revival of credit cooperatives			

3.3.6. Capacity of Village Level Committees

In the last decade, different schemes and programs have made provisions for these committees to make them more participatory and inclusive. These arrangements have contributed to promote different sectoral leadership within the village. There are two broad categories under which the committees are formed, first, formed under the Panchayati Raj Act, and second, formed under the various Government schemes and programs, which vary from state to state. Even though these have been made functional, they are not as effective as they should be. This is mainly because there is lack of investment on proper orientation, capacity building and building understanding of these committees. Although, the Gram Panchayats are responsible for their overall governance, however, these committees are rarely accountable to them. The facilitation team for the GPDP must identify all the members of different committees and consult them regarding their formation process, capacity building, nature of roles and responsibilities, quality of meetings and functions, etc. Based on these focused group discussions, issues and concerns must be identified and the likely solution for them must be explored in consultation them. The facilitation team should also meet their line department heads to discuss the same.

S. No.	Village Committees	Present/Not Present – Active/Inactive	Number of members (Male/ Female/ Disabled)	No. of meetings in the last FY	Present condition/ Issues	Actions for improvement
A. Committees under Panchayati Raj Act						
1.	Vigilance Committee					
2.	Committees under Panchayat Extension to Scheduled Areas Act:					
i)	Peace Committee					
ii)	Resource Planning and Management					

S. No.	Village Committees	Present/Not Present – Active/Inactive	Number of members (Male/ Female/ Disabled)	No. of meetings in the last FY	Present condition/ Issues	Actions for improvement
	Committee					
iii)	Vigilance and Monitoring Committee					
3.	Social Justice Committee					
B. Committees under various Government Schemes and Programs						
1.	School Management Committee					
2.	Village Health, Nutrition and Sanitation Committee					
3.	Anganwadi (Child Care Centre Committee – Matrimandal)					
4.	PDS Vigilance Committee					
5.	MGNREGA Vigilance and Monitoring Committee					
6.	Biodiversity Committee					
7.	Village Disaster Management Committee					
8.	Village Water Management Committee					
9.	Any other					

3.3.7. Assessment of different Village Institutions

This section would comprise of local village institutions such as self-help groups, youth groups, farmers' institutions, dairy institutions, etc. Some of these groups are traditional-cultural groups, while others are focused on particular development themes or sectors. For proper economic and social development, the structure and effectiveness of such groups is significant. Some of these traditional-cultural groups are responsible for taking care of social issues and disputes within their communities; however, the means chosen to resolve these issues and their consequences may sometimes be unconstitutional and undemocratic, which the people follow blindly. These groups may be instrumental for social development and justice in the Gram Panchayats, and therefore, their strengths and capacities should be identified and their structural issues and other concerns should be analyzed.

S. No.	Village Institutions	Number of members (M/F/D)	No. of meetings in the last FY	Key roles and functions	Probable Roles in GP development	Actions for improvement
1.	Self-Help Groups					
2.	Youth Groups					
3.	Farmers' Institutions					
4.	Dairy Institutions					
5.	Samajik Panch					
6.	Others					

3.4. Social Development

The government has provided for acts and programs for social development and justice, however, these areas have never found the right interpretation and implementation at the GP level or by the social justice committees. For any kind of development work, social component is equally important as the economic component. For proper social development and justice, discrimination based on caste, gender, religion, class, age, etc. has to be done away with; and cohesiveness and equitable relations between different communities needs to be promoted and ensured.

There are three major issues in the cotemporary era:

1. Caste based discrimination and untouchability
2. Gender discrimination
3. Discrimination based on religion

Though there are many provisions against such discrimination in the Indian Constitution, however, these practices are still observed by majority of the population, making certain groups of people inherently marginalized and backward. Apart from these, traditional social rituals and practices based on religion and culture also hinder the process of social development and justice. For example, certain rituals have to be carried out on elaborate scales like deaths, marriages, etc. which also become a reason for increased debts and stagnant social development.

S. No.	Issues of social development and justice	Present condition/ Issues	Gaps Present	Action Points
1.	Caste based discrimination			
2.	Gender based discrimination			
3.	Communal and religion based discrimination			
4.	Social rituals and superstitious practices			
5.	Unconstitutional justice system			
6.	Any other			

Social Inclusion

The above mentioned discriminatory practices have led to formation of socially marginalized groups such as women (widows, single women headed households, abandoned women), scheduled castes, scheduled tribes, children (orphans, disabled, homeless), persons with disability, elderly, and other marginalized groups.

S. No.	Issues of social inclusion	No. of HHs	Present condition/ Issues	Gaps present	Action Points
1.	Women (widows, single women headed households, abandoned women)				
2.	SCs				
3.	STs				
4.	Persons with disability				
5.	Elderly (specially without care)				
6.	Children (specially without care/ orphans) and adolescent				
7.	People who are chronically ill (e.g. HIV, etc.)				
8.	Others				

Chapter 4: GP VISION AND CONSOLIDATED ACTION PLAN

4.1. Gram Panchayat Vision

Objectives of GPDP (in consultation with PRI members and community)

[The PRIs will set the vision of the Gram Panchayat along with some major targets that they want to achieve in the next 5-7 years.]

1. _____
2. _____
3. _____

4.2. Targets for the Next 5 years

In order to achieve the above-mentioned Gram Panchayat Visions, the following targets are being set to be fulfilled within the next 5 years:

Vision	Action Points	Responsible Actor	Timeline	SDGs being addressed

4.3. Consolidated perspective action plan of Gram Panchayat

All the themes discussed and analyzed in the previous sections, along with suggested actions and solutions then needs to be converted into action points/ activities and consolidated under the following headings, to give a broader overview of the GPDP. A yearly plan has to be developed for implementing these action points or activities following this.

Following is the consolidated perspective action plan for the budgeted activities for 5 to 7 years.

S. No.	Sector/ Theme	Action points/ activities	From which program/scheme or budget source	Concerned Dept.	Timeframe	Anchoring committee/person at GP level
1.	Village Infrastructure	1. 2. 3. 4.				
2.	Public Services					
3.	Economic Development					
i.	Agricultural development					
ii.	Animal Husbandry, Poultry and Dairy					
iii.	Daily Wage Laborers					
iv.	Employment for					

S. No.	Sector/ Theme	Action points/ activities	From which program/scheme or budget source	Concerned Dept.	Timeframe	Anchoring committee/person at GP level
	Artisans					
v.	Credit and Thrift					
4.	Natural Resource Development and Management					
5.	Social Development					
i.	Social Inclusion					
6.	Disaster Risk Reduction (DRR)					
7.	Capacity of Village Level Committees					
8.	Assessment of different Village Institutions					

4.3.1. Yearly Action Plan

A yearly plan has to be prepared based on the above consolidated actions and availability of resources through various sources. The action points/ activities have to be prioritized according to the pressing needs and concerns which require immediate attention. The activities should be listed in details and the source/s of fund with which they shall be done should be identified. The following table shows the suggested sectors or themes, the facilitation team shall decide upon the course of action according to immediate needs and issues of concern.

S. No.	Sector/ Theme	Action points/ activities	From which program/scheme or budget source	Budget	Timeframe	Anchoring committee/person at GP level
1.	Village Infrastructure	1. 2. 3. 4.				
2.	Public Services					
3.	Economic Development					
i.	Agricultural development					
ii.	Animal Husbandry, Poultry and Dairy					
iii.	Daily Wage Laborers					
iv.	Employment for Artisans					
v.	Credit and Thrift					
4.	Natural Resource Development and Management					
5.	Social Development					
i.	Social Inclusion					
6.	Disaster Risk					

S. No.	Sector/ Theme	Action points/ activities	From which program/scheme or budget source	Budget	Timeframe	Anchoring committee/person at GP level
	Reduction (DRR)					
7.	Capacity of Village Level Committees					
8.	Assessment of different Village Institutions					

4.4. No Cost Development Agendas

The facilitation team for the preparation of GPDP should assess the effectiveness of programs and trends of behavioral change over a period of time, through secondary data. The assessment would lead to identification of some broad issues and changes that are required in the GP to function effectively. Then in consultation with the people, the team should envision the development that they want to achieve in the next 5-10 years. These areas for development may not require any additional financial assistance, and hence, be no cost development agendas. They may be achieved through proper implementation of programs and schemes and behavioral changes. In the following table, the present condition of the no cost agendas may be represented in percentage form (or in exact numerical terms where applicable) and targets to be achieved in that regard.

S. No.	Sector/Theme	Present Condition (In percentage where applicable)	Target to be achieved	Actions for achieving target	Related committee/ person	Concerned department at block/district
1.	Open defecation-free Panchayat					
2.	Forced migration-free GP					
3.	Home for all-GP					
4.	School dropout free GP					
5.	100% Anganwadi enrolment GP					
6.	100% child and mothers are covered through immunization GP					
7.	Malnutrition-free GP					
8.	Infant death-free GP					
9.	Complete NSAP coverage GP					
10.	Caste Discrimination free GP					
11.	Manual scavenging free GP					
12.	Child labour-free GP					

S. No.	Sector/Theme	Present Condition (In percentage where applicable)	Target to be achieved	Actions for achieving target	Related committee/person	Concerned department at block/district
13.	Forced migration-free GP					
14.	Trafficking free GP					
15.	Disaster risk safe GP					
16.	Others					

Chapter 5: IMPLEMENTATION STRATEGY AND MONITORING

5.1. Implementation strategy for action plan

Activities	Implementation Strategy	Timeline
Village infrastructure and Services		
Economic Development		
Agricultural development		
Animal Husbandry, Poultry and Dairy		
Housing		
Disaster Risk Reduction		

5.2. Monitoring and Evaluation

Monitoring and evaluation of the above mentioned action points needs to be done in order to track and assess the performance as well as the result of such action points. Following is the format for monitoring and evaluation of the above mentioned action points that needs to be filled and updated quarterly by the Gram Panchayat.

Activities	Work Progress	Work Remaining	Future Action Points
Village infrastructure			
Agricultural Development			

Animal Husbandry, Poultry and Dairy			
Housing			
Disaster Risk Reduction			

5.3. Digitizing the GPD

The use of Geographic Information System (GIS) into planning is widely recognized. It helps in maintaining real time data with more accuracy and more efficient planning. The mapping done through participatory planning take into account the social components of planning, however, they are also very subjective in nature. By overlapping these maps with spatial precision of the underlying GIS layers, their social accuracy can be increased and validated. The GIS technology for instance may be used for mapping of:

- Land use trends and identify developable land areas. This may also help in preparation of a comprehensive village level land use plan.
- Existing public infrastructure and therefore, may be useful in planning for and designing other infrastructural projects in the future.
- Hazard prone areas and therefore, make effective preparedness, mitigation and response plans.
- Existing capacities in the village for times of emergency.
- Available natural resources (water bodies, wetlands, grasslands, etc.) and thus, help in planning for ecosystem management and restoration and development activities accordingly.
