

A PRACTITIONER'S HANDBOOK FOR GRAM PANCHAYAT DEVELOPMENT PLANNING AND IT'S IMPLEMENTATION



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Acronym and Full Form

AE: Assistant Engineer
Anganwadi: Rural Childcare Centre (under ICDS)
ANM: Auxiliary Nurse Midwife
ASHA: Accredited Social Health Activist
AYUSH: Ayurveda, Yoga & Naturopathy, Unani, Siddha, and Homoeopathy
BDO: Block Development Officer
BPO: Block Programme Officer
BPRO: Block Panchayati Raj Officer
BRT: Block Resource Team
CBMS: Community-Based Monitoring System
CBO: Community-Based Organisation
CDPO: Child Development Project Officer
CDO: Chief Development Officer
CRP: Community Resource Person
CSC: Common Service Centre
CSO: Civil Society Organisation
CWDP: Comprehensive Ward Development Plan
DoPR: Department of Panchayati Raj
EWR: Elected Women Representative
GP: Gram Panchayat
GPCC: Gram Panchayat Coordination Committee
GPDP: Gram Panchayat Development Plan
GPFT: Gram Panchayat Facilitation Team
GPPFT: Gram Panchayat Planning and Facilitation Team
GPLF: Gram Panchayat Level Federation
GPS: Global Positioning System
ICDS: Integrated Child Development Services
INRM: Integrated Natural Resource Management
JJY-WTD: Jal Jeevan Yojana – Water Treatment Division
JREDA: Jharkhand Renewable Energy Development Agency
JSLPS: Jharkhand State Livelihood Promotion Society
JSWM: Jharkhand State Watershed Mission
KYFL: Know Your Forest Land
LSDG: Localised Sustainable Development Goal

MGNREGA: Mahatma Gandhi National Rural Employment Guarantee Act
MIS: Management Information System
MoPR: Ministry of Panchayati Raj
MoRD: Ministry of Rural Development
MPA: Model Panchayat Award
NPA: National Panchayat Award
NRLM: National Rural Livelihoods Mission
PAI: Panchayat Advancement Index
PAT: Poverty Assessment Tool
PDI: Panchayat Development Index
PESA: Panchayats (Extension to Scheduled Areas) Act
PHED: Public Health Engineering Department
PMAY-G: Pradhan Mantri Awas Yojana – Gramin
PM-KISAN: Pradhan Mantri Kisan Samman Nidhi
PMKSY: Pradhan Mantri Krishi Sinchayee Yojana
PRA: Participatory Rural Appraisal
PRI: Panchayati Raj Institution
PWD: Public Works Department
RTI: Right to Information
SBM: Swachh Bharat Mission
SGA: Small Group Activity
SHG: Self-Help Group
SPMU: State Project Management Unit
SPRC: State Panchayat Resource Centre
SRLM: State Rural Livelihoods Mission
ToT: Training of Trainers
VDP: Village Development Plan
VLE: Village Level Entrepreneur
VO: Village Organisation
VOCC: Village Organisation Convergence Committee
VPRP: Village Poverty Reduction Plan
WCD: Women and Child Development
WCDC: Women and Child Development Corporation

Acknowledgements

The genesis of this document lies in addressing the challenges faced in the field while facilitating the GPDP process to realize its envisaged goal. The GPDP process offers immense potential for promoting the development of the Gram Panchayat based on the local needs and aspirations of the people. However, linking the process—from its preparatory phases to inclusive planning, followed by its implementation—faces multiple challenges in operating in a synchronized manner.

This document is the outcome of the efforts of PRADAN professionals who have been instrumental in systematically addressing these challenges in collaboration with various stakeholders at different levels. Specifically, we acknowledge the professionals involved in fine-tuning different training modules based on ground-level needs, developing strategies to work at various levels, and finally rolling them out at the village level. We also acknowledge the professionals who have devoted significant time to documenting this entire process.

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Background

The 73rd Constitutional Amendment gives the provisions to work on the 29 subjects which enable Panchayati Raj Institutions (PRIs) to work on all the life and livelihood issues of the people residing in that panchayat. In order to make this happen, the Gram Panchayat Development Plan (GPDP) acts as the key instrument at the panchayat level to develop a demand-based plan, including the issues and concerns of all sections of society—especially the poor and vulnerable—and to allocate resources based on the needs of the community.

However, the GPDP process has often drawn criticism on several fronts—particularly regarding the active involvement of the community, especially the marginalized, women, and children for whom this planning process is intended. Additionally, failure to enter the plan into the e-Gram Swaraj Portal renders the entire effort ineffective. Most significantly, the most frequently cited concern remains the negligible implementation of GPDP plans on the ground.

This guidebook has been developed to address the challenges faced by practitioners during the implementation of the GPDP. It is the product of a collective reflection based on PRADAN's engagement over the last two years across seven states in India. It serves as process documentation aimed at capturing key strategies, implementation approaches, and best practices that have emerged through field experience.

To make the GPDP more focused and to ensure its achievement in a more predictable manner, the Ministry of Panchayati Raj (MoPR) has conceptualized the idea of “Targeted GPDP”, where each Gram Panchayat will have to select the nine thematic areas as finalized under the Localized Sustainable Development Goals (LSDGs) in a phased manner, and plan to achieve all the LSDGs by the year 2030. In alignment with India's commitment to the United Nations to end poverty and hunger, stop climate change and prevent its most devastating effects, protect and restore the environment and natural resources, and advance equality, education, peace and healthy living for all people, this initiative aims to localize the SDGs right from the grassroots.

To facilitate tracking of progress towards these goals, the Ministry has introduced the Panchayat Development Index (PDI) followed by the Panchayat Advancement Index (PAI), through which each Gram Panchayat can monitor its progress in each thematic area as well as its overall advancement.

The large-scale mobilization of rural poor women into Self-Help Group (SHG) collectives brings much greater hope towards crafting a more collaborative approach between PRIs and Community-Based Organizations (CBOs), and thus creates a unique opportunity to deepen gender-responsive processes with multi-dimensional and inclusive planning and implementation at the ground level. However, the success of these processes can only be achieved if all these ideas are translated into action on the ground.

This becomes possible when the Gram Panchayat Planning Facilitation Team (GPPFT) is capable enough to render its responsibilities effectively—facilitating the Gram Sabha and Gram Panchayats to prepare village-level and Panchayat-level plans around the LSDGs, jointly with women’s collectives (SHGs/VOs/GPLFs). Hence, equipping the GPPFT members with sufficient knowledge and skills lays the foundation towards realizing the objectives of the GPDP. At the same time, coordinated efforts by all stakeholders—Gram Panchayat members, line departments, and SHG collectives—are essential to translate the plans into action.

This guidebook is a humble attempt to respond to these practical challenges from an implementation point of view. It is structured into two broad thematic sections:

1. GPDP Planning and Implementation, and
2. Other Institutional Processes that have positively contributed to the overall planning cycle.

Each chapter follows a standardized format to ensure consistency, clarity, and comparability across different aspects of the GPDP process. It is intended as a practical, field-oriented resource for practitioners, facilitators, and Gram Panchayat functionaries who are committed to making decentralized planning a more effective and inclusive process.



Chapter 1:

Preparatory Phase for GPDP

Objective of the Phase:

It is important to underline the critical phase, define the timeline, ensure strategic collaboration, and nominate/identify nodal persons at each level. This facilitates well-coordinated planning for each multi-stage activity. In this phase, all activities that need to be undertaken must be identified, along with the appropriate timeframe—from 2nd October to 31st January—starting from the State Workshop to the entry of plans in the e-GramSwaraj Portal. Secondly, thematic training requires various strategic collaborations for the development of materials, training schedules, preparation of trainers' lists, etc.

Thirdly, nodal persons at the State, District, Block, and Panchayat levels need to be identified during the preparatory phase. Subsequently, the composition of the GPPFT (Gram Panchayat Planning and Facilitation Team) needs to be defined. Moreover, all these details must be formally communicated by the Department through official letters.

To ensure the smooth execution of GPDP, undertake the following preparatory actions. These steps are crucial to execution; however, these are not sequential and can be followed in any order depending on the best contextual fit.

Finalize the nodal officers at each level:

The State Government (DoPR) should appoint nodal officers at each administrative level—from state to Gram Panchayat.

- **State level:** Deputy Director, Panchayati Raj acts as the nodal officer, ensuring alignment with central and state guidelines.
- **District level:** Deputy Development Commissioner-cum-CEO, District Council serves as the nodal officer for campaign execution.
 - **Block level:** Block Development Officer-cum-Secretary, Panchayat Samiti leads campaign coordination.
 - **GP level:** Panchayat Secretary functions as the nodal officer at the Gram Panchayat level.

All nodal officers ensure effective implementation as per government instructions.



Define clear roles and responsibilities for nodal officers.

- Include coordination and monitoring of the planning campaign, facilitation of inter-departmental convergence, and compliance with central and state guidelines.
- Include support to the Gram Panchayat Planning and Facilitation Team (GPPFT) and the District Planning Committee, and oversight of reporting and monitoring across the campaign cycle.

Ensure formation of Coordination Committees

- The District Coordination Committee is to be headed by the Deputy Commissioner and include key district officials such as the Deputy Development Commissioner, District Planning Officer, Civil Surgeon, Executive Engineers (Energy and Drinking Water), officers from Education, Agriculture, Welfare, and Social Welfare departments, District Programme Managers (Panchayati Raj and JSLPS), and representatives from civil society organisations (CSOs).
- The Block Coordination Committee is to be led by the Block Development Officer, will include officers from Panchayati Raj, Agriculture, Health, Education, Women and Child Development, Energy, JREDA, AYUSH, and representatives of Gram Panchayats and CSOs working at the block level.

Finalize State, District and Block Resource Teams (SRT, DRT & BRT)

The State Resource Team (SRT) plays a critical upstream role in enabling this process. Convened through state-level training and coordination mechanisms, the SRT comprises experienced master trainers, departmental representatives, and resource persons from civil society organizations with thematic expertise. The SRT is responsible for building the capacities of DRTs and BRTs, offering continued handholding support, and facilitating cross-district learning and harmonization of practices.

To operationalize the GPDP process in a structured and decentralized manner, it is essential to constitute District Resource Teams (DRTs) and Block Resource Teams (BRTs) comprising key functionaries and community /CSO representatives. These teams will anchor planning support across the district and block levels, ensuring alignment with thematic priorities and procedural rigour.



SRTs should be constituted with the following key stakeholders

- Representatives from the Panchayati Raj Department (SPMU/SPRC)
- Experts from CSOs working on INRM, Livelihood, Health, or Women & Child Development
- Officials from SRLM, MGNREGA, SBM, and JSWM
- A Master Trainer from the Panchayati Raj Department
- The Head Master Trainer of the Panchayati Raj Department

DRTs and BRTs should be constituted with the following key stakeholders

- District Coordinators and Block Coordinators (Panchayati Raj Department) at DRT and BRT, respectively.
- Livelihood or Social Development Specialists from SRLM
- Representatives from key schemes and line departments: MGNREGA (AE/BPO), WCDC/PMKSY/JJY-WTD, Swachh Bharat Mission, etc.
- Master Trainers and Resource Persons from CSOs with demonstrated experience in INRM, livelihoods, health, or other LSDG-linked themes
- Mukhiyas to serve as lead community representatives at the GP level

Once formed, these teams should be oriented on their roles and responsibilities, which include:

- Overseeing the formulation of GPDPs in alignment with LSDGs
- Supporting the development of thematic and integrated plans
- Ensuring adherence to participatory planning procedures
- Providing hands-on training, guidance, and mentoring to the Gram Panchayat Planning and Facilitation Team (GPPFT)

Conduct ground-level assessment and design capacity-building programs

- Organise Focus Group Discussions (FGDs) in selected Gram Panchayats
- Assess awareness on GPDP formulation, schemes, and community engagement
- Explore participation of SHG and VO members in preparing VPRPs and GPDPs
- Identify challenges in implementation to inform training design

Form the Gram Panchayat Planning and Facilitation Team (GPPFT)

- Ensure representation from elected bodies, functionaries, thematic experts, CSOs and community organisations.
- Form the team preferably with the following composition:
 1. One Panchayat staff member (e.g., Panchayat Secretary or Rozgar Sevak – acts as the Sahajkarta Dal Coordinator)
 2. One VPRP Facilitator
 3. Two members of Panchayat Standing Committees relevant to the theme (one committee chairperson and one member; at least one must be a woman)
 4. Two subject-related frontline workers or CSO/CBO representatives (mandatory)

Assign GPPFT with the following tasks

- Conduct Mahila Sabha and Bal Sabha
- Carry out three days of planning at the village level
- Prioritise and finalise the plan in the Gram Sabha
- Consolidate and submit the final plan to the Gram Panchayat



Best Practices Towards Formation of GPFT

(Case Example: Ugra Gram Panchayat, Senha Block, Lohardaga District)

Context

- Locate Gram Panchayats that already demonstrate active coordination among elected representatives, Panchayat functionaries, and community facilitators.
- Use existing participatory platforms such as the Gram Panchayat Coordination Committee (GPCC) to initiate planning processes early, particularly upon receipt of formal directives related to GPDP.
- Ensure that the Mukhiya and Panchayat leadership understand the value of inclusive planning and actively promote collaboration among stakeholders.

Problem Statement

- Avoid relying solely on the Gram Panchayat Executive Committee (GPEC) for GPFT formation, as this risks excluding key voices—particularly from line departments and service providers.
- Address the challenge of forming a GPFT that is inclusive, transparent, and community-driven.
- Ensure the GPFT formation process generates ownership, reflects local realities, and empowers members to act as visible and accountable facilitators in the community.

Steps to Take

1. Convene a GPCC meeting immediately after receiving the official directive for GPFT formation.
 - Invite all relevant stakeholders, including frontline workers, departmental representatives, and block-level officials.
2. Facilitate open discussion on GPFT formation.
 - Ensure participation from multiple interest groups to promote transparency and convergence.
 - Clarify the purpose of the GPFT and the importance of community representation.
3. Select members based on clear criteria:
 - Prior experience or training in community mobilisation
 - Demonstrated interest in local development work
 - Leadership qualities and ability to engage with the community
 - Availability and willingness to support the GPDP process actively
4. Define and communicate roles and responsibilities of GPFT members.
 - Outline expectations clearly during the meeting to enhance accountability.
 - Use the forum to generate buy-in from the wider community.
5. Publicise the GPFT structure and roles.
 - Ensure community awareness of who is on the team and what they are responsible for.
 - Encourage community members to support and engage with the GPFT.

Results to Aim For

- Achieve broad-based community ownership and transparency in the planning process.
- Strengthen early engagement and foster alignment among elected representatives, Panchayat staff, and thematic resource persons.
- Prepare GPFT members to perform their roles with clarity and commitment.
- Promote convergence across line departments by anchoring planning within an inclusive and participatory structure.
- Position the Panchayat as a model of best practice in participatory governance and integrated local development planning.



Organise state-level workshops with departmental officials

- Focus workshops on:
 1. Step-by-step GPDP process
 2. Clarification of roles at all levels
 3. Sharing of major scheme details by the department officials
 4. Strategies for convergence and joint planning
 5. Monitoring mechanisms
- Similar workshops at the district and block levels

Establish institutional mechanisms for review and monitoring

- Set up systems for regular review and monitoring from Gram Panchayat to District level.
- Ensure mechanisms to strengthen accountability and enable timely course correction.

Facilitate cross-GP learning platforms

- Create cluster-level GPDP review meetings to promote knowledge exchange and collective problem-solving among neighboring GPs

Empower the Gram Panchayat Coordination Committee (GPCC) or any forum similar in nature

- Clearly define formal roles and responsibilities of the GPCC.
- Assign responsibility for monitoring the implementation of GPDP plans.



Orientation on Themes at Cluster Level and Theme Selection by Each GP in GPCC

Block-level orientation sessions were conducted for PRI representatives to build their understanding of various themes (LSDGs) and to explain the process of selecting and finalising a theme through discussions in the GPCC, prior to the initiation of the GPDP process.

(Ref: Jharkhand State Guideline)

2.3.1 गतिविधि 1- ग्राम पंचायत ग्राम सभा द्वारा LSDGs theme/विषय की पहचान करना: MoPR के द्वारा निर्देशित ग्राम पंचायत स्तरीय ग्राम सभा के अनुसार एवं झारखण्ड पंचायती राज अधिनियम 2001 की धारा 10 के उपधारा (2) अनुसार एक बैठक किया जाना है; बैठक में ग्राम पंचायत ग्राम सभा के वार्षिक कार्ययोजना निर्धारित करने के पूर्व ग्राम पंचायत को एक विषय की पहचान करना अनिवार्य किया गया है।

2025-26 की GPDP के लिए ग्राम सभा के संकल्प के साथ ग्राम पंचायत संकल्प के रूप में उसी विषय को अपना सकते हैं/ प्राथमिकता दे सकते हैं, जो GPDP 2024-25 की तैयारी के लिए लिया गया था।

पोर्टल पर 'संकल्प' /विषयों की प्राथमिकता तय की जानी है और ग्राम सभा के संकल्प को भी उसी पर अपलोड किया जाना है। (<https://egramswaraj.gov.in>)

नोट: पोर्टल में संकल्प और उसका resolution अपलोड करने की प्रक्रिया (SOP) इसके साथ संलग्न है।



Chapter 2:

Capacity Building Phase

Introduction:

The Gram Panchayat Development Plan (GPDP) is prepared across all three tiers of the Panchayati Raj system and is intended to serve as a comprehensive document that reflects the Panchayat's developmental needs across multiple dimensions. GPDPs are central to the implementation of flagship schemes and programmes linked to subjects of national importance. Their formulation must be participatory and integrated, ensuring convergence of schemes from both Central and State Governments as per the 29 subjects listed in the Eleventh Schedule of the Constitution. To achieve this, it is essential to strengthen institutional capacity, foster community engagement, and ensure robust implementation through coordination and convergence. Systematic and targeted capacity-building at all levels of governance is therefore critical to the success of the GPDP process. Capacity-building efforts must focus on enhancing awareness, encouraging meaningful community participation, and ensuring adherence to planning guidelines.

Overall Strategic Directions:

- Promote participatory, community-driven planning approaches
- Strengthen institutional collaboration with relevant government departments
- Build technical capacity and conceptual clarity among frontline workers and PRI functionaries
- Ensure convergence of schemes through joint planning and implementation
- Embed implementation, monitoring and review systems beyond planning within the GPDP cycle

Common Topics to Be Covered in GPDP Training

Part I – Common Areas for All Participants:

- Introduce the perspective of Localised Sustainable Development Goals (LSDGs) and explain their relevance to village development
- Explain the relevance of both the Village Prosperity Resilience Plan (VPRP) and the GPDP, and the steps involved in the GPDP planning process



- Emphasise inclusion of women and children in the planning process
- Guide participants on how to conduct Mahila Sabha and Bal Sabha effectively
- Promote collaboration between Panchayati Raj Institutions (PRIs) and Community-Based Organisations (CBOs) while ensuring space for CBOs in the planning, implementation and monitoring forums.
- Ensure inclusion of plans for the most vulnerable or marginalised groups
- Instruct on prioritisation of community needs and submission of finalised plans
- Familiarise participants with the resource envelope of the Gram Panchayat to support realistic and needs-based planning, going beyond 15th FC and MGNREGS. Also discuss the Human Resources of GP, including the frontline functionaries of the departments.

Training Modules Should Cover:

- The GPDP planning cycle, principles of convergence, and thematic priorities, particularly those aligned with Localised Sustainable Development Goals (LSDGs).
- Use of participatory planning tools, including:
 1. Social mapping
 2. Resource mapping
 3. Transect walks
 4. Seasonal calendars
 5. Patch planning exercises

Second Part – Theme-Specific Training:

Theme specific training should be designed based on the ‘Sankalp’ taken by the GPs.

Other Trainings

Training on the e-Gram Swaraj Portal (*see Annexure 1*)

- Conduct targeted training for MIS operators or Village Level Entrepreneurs (VLEs) responsible for entering GPDP data on the e-Gram Swaraj Portal.
- Ensure timely and accurate entry of the approved GPDP at the Gram Panchayat level.

Steps to be followed:

- Organise state-level Training of Trainers (ToT) to develop a pool of master trainers.

- Conduct cluster-level training sessions for VLEs on:
 1. e-Gram Swaraj (eGS) Portal
 2. Panchayat Assets Inventory (PAI)
 3. Meeting Online Portal / Panchayat Nirnay App
 4. GPDP Portal
- Develop specific training modules covering:
 1. Search and selection of activities from the Master Activity List
 2. Budget estimation and allocation, including different schemes.
 3. Understanding theme-wise classification of activities
 4. Thematic training on gender, livelihoods, INRM, women's health, child development, etc.
- Provide comprehensive, hands-on training to strengthen capacity for data entry and ensure effective use of the e-Gram Swaraj Portal.

Joint Workshops with the Department of Panchayati Raj (DoPR) and Other Departments:

- Organise joint workshops with the Department of Panchayati Raj and other relevant departments to strengthen inter-departmental convergence in planning and implementation.

Capacity-Building of PRI Members:

- Conduct capacity-building sessions for elected Panchayati Raj Institution (PRI) members on enhancing collaboration and promoting convergence with line departments to ensure coordinated and integrated planning.



Chapter 3:

Planning Process at Village Level, Mahila/Baal Sabha, and e-Gram Swaraj Portal Entry

Planning at Village Level:

To enhance the effectiveness, inclusiveness, and quality of Gram Panchayat Development Plans (GPDP), adopt a multi-tiered planning approach that combines field-level interventions, institutional engagement, participatory governance, technological integration, and convergence with flagship programmes. Use these strategies to build local ownership, ensure evidence-based development, and enable integrated, inclusive planning.

Engage key stakeholders at all administrative and community levels as a foundation for the GPDP process:

- Organise strategic meetings with Chief Development Officers (CDOs), Executive Officers of Zilla Parishads, District Programme Officers (DPOs), Block Development Officers (BDOs), and GPDP teams to align priorities for quality GPDP formulation.
- Reinforce the importance of prioritising development needs identified by the local community, supported by robust institutional mechanisms.
- Coordinate with PRI members, Sarpanches, Samiti Members, and GPLF cadres to conduct joint planning workshops that ensure inclusive representation.

A. Participatory Planning and Community Mobilisation:

To promote local ownership and ensure transparency:

- Prepare a detailed GPDP calendar for each Panchayat, scheduling Gram Sabhas, Mahila Sabhas, and Bal Sabhas to enable timely and inclusive participation. The GP should also keep track on the completion of VPRP, preferably by 15th November.

- Facilitate participatory visioning sessions to support communities in collaboratively developing village plans.
- Finalise Village Prosperity Resilience Plans (VPRPs) prepared by Self-Help Groups (SHGs) and Village Organisations (VOs) in advance and integrate them into the GPDP.
- Assign SRLM staff and VPRP cadres to conduct Mahila Sabhas, and Panchayat Secretaries and schoolteachers to conduct child-led Bal Sabhas in collaboration with local schools.

B. Strengthening Community Participation through Active Gram Sabha Engagement:

- Institutionalise monthly Gram Sabha meetings to promote transparency and continued community engagement.
- Focus on promoting women's participation in the Gram Sabha.
- Issue formal invitations to all relevant line departments to attend these forums.
- Record any absence of departmental representatives officially to ensure accountability.
- Use this structured mechanism to foster consistent participation from departments and cultivate a culture of grassroots transparency.

C. Human Resource Mobilisation and Capacity Building:

To enable technically sound and participatory planning:

- Map GPPFT members, Community Resource Persons (CRPs), and line department functionaries to specific revenue villages and Gram Sabha events.
- Ensure technical support is available throughout the planning process.
- Convene Gram Panchayat Coordination Committee (GPCC) meetings prior to the Gram Sabhas to finalise planning timelines, assign responsibilities, and mobilise community members.

D. Knowledge Sharing and Awareness Generation:

To improve awareness and the quality of planning:

- Share thematic videos on National Panchayat Award (NPA) winners GPs with PRI members and the nine Localised Sustainable Development Goals (LSDGs) to inspire new ideas.
- Highlight successful case studies from high-performing Panchayats to promote peer learning and replication of good practices.
- Develop and showcase model Gram Panchayats by drawing on award-winning approaches and strategies for integrated development.

E. Pre-Planning Meetings at Village and Hamlet Levels:

To enable technically sound and participatory planning:

- Map GPPFT members, Community Resource Persons (CRPs), and line department functionaries to specific revenue villages and Gram Sabha events.
- Ensure technical support is available throughout the planning process.
- Convene Gram Panchayat Coordination Committee (GPCC) meetings prior to the Gram Sabhas to finalise planning timelines, assign responsibilities, and mobilise community members.

F. Comprehensive Village-Level Planning Sessions:

To consolidate community inputs into viable and inclusive plans:

- Allocate a dedicated three-day planning window for each village
- Facilitate intensive planning sessions led by GPPFT members, with active involvement from elected representatives and line department functionaries.

Note: Refer to Annexure 2



G. Convergence of Schemes and Resource Optimization

Strategically integrate schemes to maximize development impact and operational efficiency:

- Prepare a resource envelope at the Gram Panchayat Coordination Committee (GPCC) level.
 1. Include available financial resources, such as MGNREGA, 15th Finance Commission grants, allocations from other flagship schemes, CSR funding (if any) , individual donations and any other sources as per local opportunities
 2. Include human resources, such as Community Resource Persons (CRPs) and frontline workers, to support implementation.
- Allocate specific responsibilities within the GPCC to ensure convergence of schemes including:
 1. MGNREGA
 2. National Rural Livelihoods Mission (NRLM)
 3. Jal Jeevan Mission
 4. Public Health Engineering Department (PHED)
 5. Saur Sujala Yojana
 6. Pradhan Mantri Krishi Sinchayee Yojana (PMKSY)
 7. Soil and water conservation schemes
 8. Any other relevant schemes for the GP.
- Promote integrated and holistic development through coordinated planning and shared implementation of these schemes.

Key facilitating Factors:

- *Community ownership through participatory planning processes ensures local priorities are met and strengthens local governance. Special efforts to include women, children, and marginalized groups foster equity and ensure diverse voices shape development priorities.*
- *Strong coordination with district, block, and Panchayat-level officials promotes coherence and institutional support.*
- *Roster-based scheduling, pre-finalization of plans (e.g., VPRPs), and formal Gram Sabha mechanisms create an organized and accountable planning framework.*
- *Training frontline workers and community facilitators strengthens technical and facilitation capabilities for high-quality planning.*
- *Use of GIS and digital tools enables spatially accurate, data-driven planning and supports evidence-based decision-making.*
- *Aligning multiple schemes (e.g., MGNREGA, NRLM, Jal Jeevan Mission) leads to optimal use of resources and integrated development outcomes.*
- *Institutionalized Gram Sabhas, public display of plans, and recorded attendance of officials build community trust and ensure transparency and accountability.*
- *Dissemination of success stories, best practices, and National Panchayat Award winner case studies inspires innovation and strengthens planning culture.*
- *Joint field visits and regular review meetings institutionalize learning loops and foster shared responsibility for outcomes.*

Conducting Mahila Sabha and Baal Sabha

Mahila Sabhas and Baal Sabhas play a pivotal role in fostering inclusive and participatory governance at the grassroots level. Recognise that women and children are often underrepresented in traditional village decision-making forums. These dedicated assemblies provide critical platforms for expressing their voices, concerns, and aspirations, and for ensuring these are meaningfully integrated into local development planning.

Strategies and Approaches

1. Targeted Mobilisation and Awareness Generation

- Conduct extensive awareness campaigns through Self-Help Group (SHG) and Village Organisation (VO) meetings to mobilise participation in Mahila and Baal Sabhas.
- Carry out regular school visits and maintain continuous engagement with teachers, parents, and students to foster community-wide ownership and interest in the process.

2. Institutional Convergence with SRLM

- Collaborate with the State Rural Livelihoods Mission (SRLM) to ensure that resolutions emerging from Mahila Sabhas are systematically documented and integrated into the GPDP. VO and CLF should take the lead in this.
- Strengthen linkages between community-generated inputs and formal planning frameworks.

3. Schools as Knowledge Centers for Baal Sabhas

- Use schools as primary platforms for conducting Baal Sabhas.
- Adopt child-friendly formats and participatory facilitation methods to encourage open and meaningful participation.
- Reinforce the educational and participatory role of schools within the community context.



4. Structured Follow-Up and Resolution Tracking

- Institutionalise follow-up meetings to review the resolutions passed in Mahila and Baal Sabhas.
- Ensure that all resolutions are recorded accurately and integrated into the final Gram Panchayat Development Plan (GPDP).
- Promote accountability, transparency, and continuity in the participatory planning process through consistent resolution tracking.

Key Takeaways

- *Targeted mobilization through SHGs, VOs, and schools effectively increases community participation in Mahila and Baal Sabhas.*
- *Capacity building of facilitators using interactive and engaging methods ensures inclusive and meaningful participation.*
- *Institutional collaboration with JSPLS can strengthen the integration of community resolutions into formal planning documents like the VPRP.*
- *Positioning schools as knowledge centres enhances child-friendly participation and linked education with local planning.*
- *Structured follow-up mechanisms ensure accountability by tracking the incorporation of Sabha resolutions into the GPDP.*

Implementation of Mahila Sabha and Baal Sabha

1. Facilitator Selection and Capacity Building

- Identify VO leaders and VPRP Community Resource Persons (CRPs) as key facilitators for Mahila and Baal Sabhas during the Gram Panchayat Coordination Committee (GPCC) meeting.
- Conduct orientation sessions for these facilitators, led by GPPFT members and CSOs, to ensure clarity of roles and build facilitation skills.

2. Inclusive and Representative Participation

• Mahila Sabha:

- Ensure participation from all Self-Help Group (SHG) members as well as non-SHG women to enable broad-based representation.
- Make it mandatory for every SHG and Village Organisation (VO)s in the Panchayat to send representatives, guaranteeing that women's groups can present their concerns and suggestions.
- Give preference to VPRP facilitators who have a nuanced understanding of gender issues.

• Baal Sabha:

- Encourage participation from all students in the Panchayat.
- Ensure openness and uninhibited expression by mandating that no teachers be present during Baal Sabha sessions.
- Give preference to CSO facilitators who have experience working with children's issues and have a strong presence in the area.

3. Guidelines for Conducting Mahila and Baal Sabhas

• Mahila Sabha:

- Undertake a detailed preparatory process in collaboration with Civil Society Organisations (CSOs), SRLM cadres (preferably gender CRP), and GPPFT members.
- Pre-discuss the Mahila Sabha agenda and disseminate it through all SHG and VO platforms to support grassroots-level preparation.

• Baal Sabha:

- Designate the Panchayat Secretary as the nodal person responsible for coordinating with schools and conducting Baal Sabhas as per the Panchayat's roster.
- Ensure regular interaction between GPPFT members and schoolteachers or headmasters to enhance student participation.
- Select a venue for the Baal Sabha that ensures accessibility, sufficient space, and comfort for all child participants.



4. Participatory Planning Process

• Mahila Sabha:

- Use games such as “*Joker ke Muh me Gend Fenkna*” and other icebreakers to create an open, participatory environment.
- Organise village-wise sub-groups (SGAs) within the Sabha. Each group should prepare its own local plan to be presented in the larger assembly.
- Facilitate collective prioritisation of plans during the Sabha and document outcomes using Participatory Rural Appraisal (PRA) tools for transparency and accountability.

• Baal Sabha:

- Begin with engaging, child-friendly ice breakers such as “*Saanp-Sidhi ka Khel*” to build rapport and comfort.
- Form village-level sub-groups of students to develop child-specific plans, which should then be consolidated in a plenary session.
- Focus planning discussions on themes relevant to children's lived experiences, such as education, health, play spaces, and safety.

Key Takeaways

- *Key Facilitating factors:*
- *Strengthened SHGs and well-trained CRPs actively facilitate the process.*
- *Teachers and school management demonstrate strong willingness to support and contribute.*
- *Teachers are requested not to participate directly in Baal Sabhas, fostering an open and uninhibited environment for students to engage fully in planning.*
- *Representation from every SHG and VO member in Mahila Sabhas ensures that community demands are accurately captured and reflected.*
- *The incorporation of interactive games and PRA tools enhances meaningful participation and results in more concrete planning outcomes in both Mahila and Baal Sabhas.*

Entry in E-Gram Swaraj Portal

All the efforts made towards the preparation of a quality Gram Panchayat Development Plan (GPDP) are best reflected when they are entered into the E-Gram Swaraj (eGS) portal. Entering the plans into this portal provides a consolidated overview of development activities across thematic areas, along with associated budgets. Once entered, this information becomes a reference dataset for the Gram Panchayat and the Gram Sabha to track progress over time.



The portal enables year-on-year comparisons of GP plans, promoting analysis and reflection. As a publicly accessible system, it enhances transparency and strengthens accountability. Therefore, accurate and timely entry of plans into the EGS portal is a critical step in the overall GPDP cycle and its implementation.

Strategies and Approaches

• **Encourage Regular Updates:**

- Instruct Village Level Entrepreneurs (VLEs)/MIS operators to carry out regular data entry to avoid backlog and maintain data accuracy.
- Ensuring a dedicated person for MIS at Panchayat level seems crucial for this.

• **Designate Responsibilities:**

- Assign VLEs/MIS operators from Common Service Centers (CSCs) or respective MIS of GP the responsibility for entering plans into the portal, ensuring clear accountability and reducing the likelihood of errors.

• **Set Deadlines:**

- Establish specific deadlines for plan entry to promote timely completion and reduce unnecessary delays.

• **Monitor Progress:**

- Monitor progress regularly to identify delays, errors, or technical issues early and implement timely corrective measures.

• **Address Common Challenges in Data Entry:**

- Provide solutions and guidance for addressing frequent hurdles such as:
 1. Missing activities in the Master Activity List
 2. Budget calculation for different schemes
 3. Differentiating between main plan activities and those under flagship schemes
 4. Complying with the 25% thematic activity allocation and untied fund rules



Implementation Highlight: Training and Capacity Building

Build technical capacity to ensure accurate data entry and efficient portal usage:

- **Conduct comprehensive training sessions** with hands-on practice to familiarise VLEs /MIS operators with all aspects of the GPDP data entry process.
- **Organise state-level Training of Trainers (ToT)** sessions to create a pool of master trainers.
- **Hold cluster-level training sessions** for VLEs/MIS operators, covering:
 1. The e-Gram Swaraj (eGS) portal
 2. Panchayat Advancement Index (PAI)
 3. Meeting Online Portal / Panchayat Nirnay App
 4. GPDP portal features and functions
- **Develop specialised training modules** to support VLEs/MIS operators in:
 1. Searching activities
 2. Calculating budgets
 3. Understanding and classifying activities by theme, using the Master Activity List

3.4 Convergence with Other Departments

Overview/Introduction

The planning stage of the Gram Panchayat Development Plan (GPDP) establishes the foundation for effective convergence, participatory governance, and the integration of schemes that are responsive to local needs and priorities. Undertake proper preparatory work to ensure that planning is inclusive, evidence-based, and aligned with thematic goals—particularly the Localised Sustainable Development Goals (LSDGs) 1 (No Poverty, Theme 2 Healthy village, Theme 3 Child friendly village, Theme 4 Water sufficient village, Theme 5 Clean and Green village, Theme 6 Self-sufficient infrastructure in village, Theme 7 Socially secured village, Theme 8 Village with Good Governance, Theme 9 Engendered Development in village.



The following areas of preparation must be addressed to ensure a robust and effective GPDP planning process and the convergence with flagship schemes:

1. Inter-Departmental Coordination and Orientation

- Convene coordination meetings at the **district, block, and panchayat** levels with participation from all relevant departments and key stakeholders at the outset of the GPDP planning cycle.
- Use these meetings to:
 1. **Orient departmental officials and field-level functionaries** on the objectives of GPDP, the planning timelines, the thematic focus—particularly on LSDGs.
 2. **Share updated scheme lists and scheme components** from departments relevant for GPs to support decentralised and demand-based planning at the village level.
 3. **Align departmental activities** with Panchayat priorities to enable joint planning, resource pooling, and synchronization of implementation efforts.
- Request each department to provide printed or digital handouts that include:
 1. Detailed descriptions of scheme components
 2. Potential areas for convergence
 3. Implementation norms and guidelines

Standout Practice – Jharkhand: The state has institutionalised the GPCC through formal guidelines, ensuring regular meetings with active participation from departmental representatives. This enables structured information sharing and collaborative planning.

2. Capacity Building and Training of Functionaries

Design capacity-building initiatives to empower a wide range of stakeholders involved in the GPDP process. These should include:

- Elected Panchayati Raj Institution (PRI) members
- Gram Panchayat Planning and Facilitation Teams (GPPFT)
- Community cadres such as SHG based CRPs, Pashu Sakhis, and Krishak Mitras
- Line department officials and Civil Society Organisations (CSOs)

- Orientation on key government schemes, especially those related to:
 1. Poverty reduction
 2. Education
 3. Skill development
 4. Infrastructure creation and improvement

Note: See Annexure 3 for schemes related to Rural Development - Jharkhand state

- Techniques for:
 1. Plan preparation
 2. Prioritisation of development needs
 3. Validation in the Gram Sabha

Practical Learning Components

- Organise **exposure visits and prototype demonstrations** showcasing integrated models—such as livestock–fisheries interventions—to provide hands-on experience.
- Enable both **functionaries and community leaders** to observe and learn from effective planning and implementation practices in similar contexts.

Standout Practice – Bihar: The state promotes context-specific prototype models and conducts exposure visits for both officials and community members. These visits help embed successful practices into departmental and panchayat-level planning.

MP Practice Highlight: Madhya Pradesh developed specialised training modules focused on LSDG prioritisation. Master Trainers at district and block levels, as well as grassroots personnel such as Mahila Mates, Engineers, and PESA Coordinators, are trained to integrate these priorities into GPDP from inception.



3. Administrative Integration and Documentation Facilitation

Establish strong administrative collaboration to bridge the gap between planning and implementation:

- **Share consolidated GPDP plans and sectoral priorities** with district and block-level departments to ensure alignment and facilitate technical vetting.
- **Organise special documentation camps at the Gram Panchayat level** to assist families in securing critical documents required for scheme eligibility, including Aadhaar cards, bank accounts, and caste or income certificates.
- **Involve departmental representatives in Gram Sabha meetings** to present schemes, answer community queries, and clarify application procedures, ensuring informed community participation.

4. Scheme Identification, Application Support, and Convergence Facilitation

Ensure that schemes identified in the GPDP are made accessible and implemented efficiently through convergence mechanisms and community facilitation.

4.1 Scheme Shortlisting and Interdepartmental Communication

- Proactively identify relevant schemes from multiple departments based on ward-level plans and priorities.
- Send formal letters from the Gram Panchayat to concerned departments requesting collaboration for execution, thereby laying the foundation for coordinated, convergence-based implementation.

4.2 Orientation on Application Procedures

- Provide detailed orientation on application and approval procedures for key schemes under:
 1. MGNREGA
 2. Agriculture
 3. Fisheries
 4. Horticulture
 5. Education
 6. Women and Child Development (WCD) related schemes
 7. Rural Livelihood Missions
- Guide both beneficiaries and field facilitators on:
 1. Eligibility criteria
 2. Required documentation
 3. Departmental roles and support available for each scheme

4.3 Scheme Detailing and Preparation Support

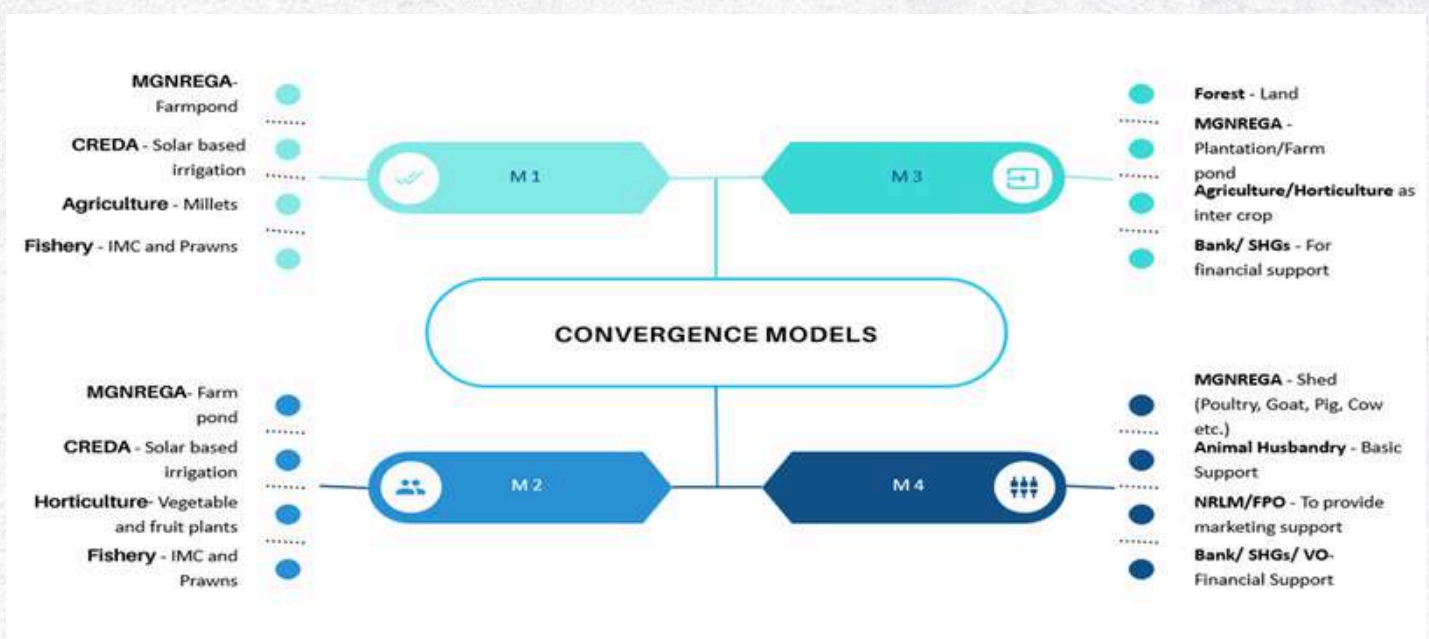
Strengthen scheme uptake and implementation through the following preparatory actions:

- Prepare department-wise scheme lists based on the consolidated needs of all wards within a Panchayat.
- Use model estimates from departments such as MGNREGA and Fisheries to guide budgeting and preparation of proposals.
- Inform scheme selection with a clear understanding of:
 1. Target groups
 2. Scheme guidelines
 3. Implementation norms
- Identify required documents in advance to prevent application rejections or delays.
- Review district- and block-level budget allocations and trends to assess financial feasibility and priorities schemes accordingly.
- Track timelines for online portals and submission windows (e.g., for MGNREGA, PMAY-G) to enable timely application by eligible households.

5. Use of Camps and Facilitation Platforms

- Organise departmental facilitation camps at the GP level to enable orientation for beneficiaries and support timely scheme applications with on-the-spot guidance from officials.
- Leverage Jan Seva Kendras or Common Service Centres (CSCs) as decentralised support hubs for application filing, especially where camps are not yet organised or regularised.

Notable Practice: In Chhattisgarh practical models have been developed for interdepartmental convergence



For example, in **Model 1**: Family wants to promote agriculture and fisheries- convergence can happen in the way illustrated.

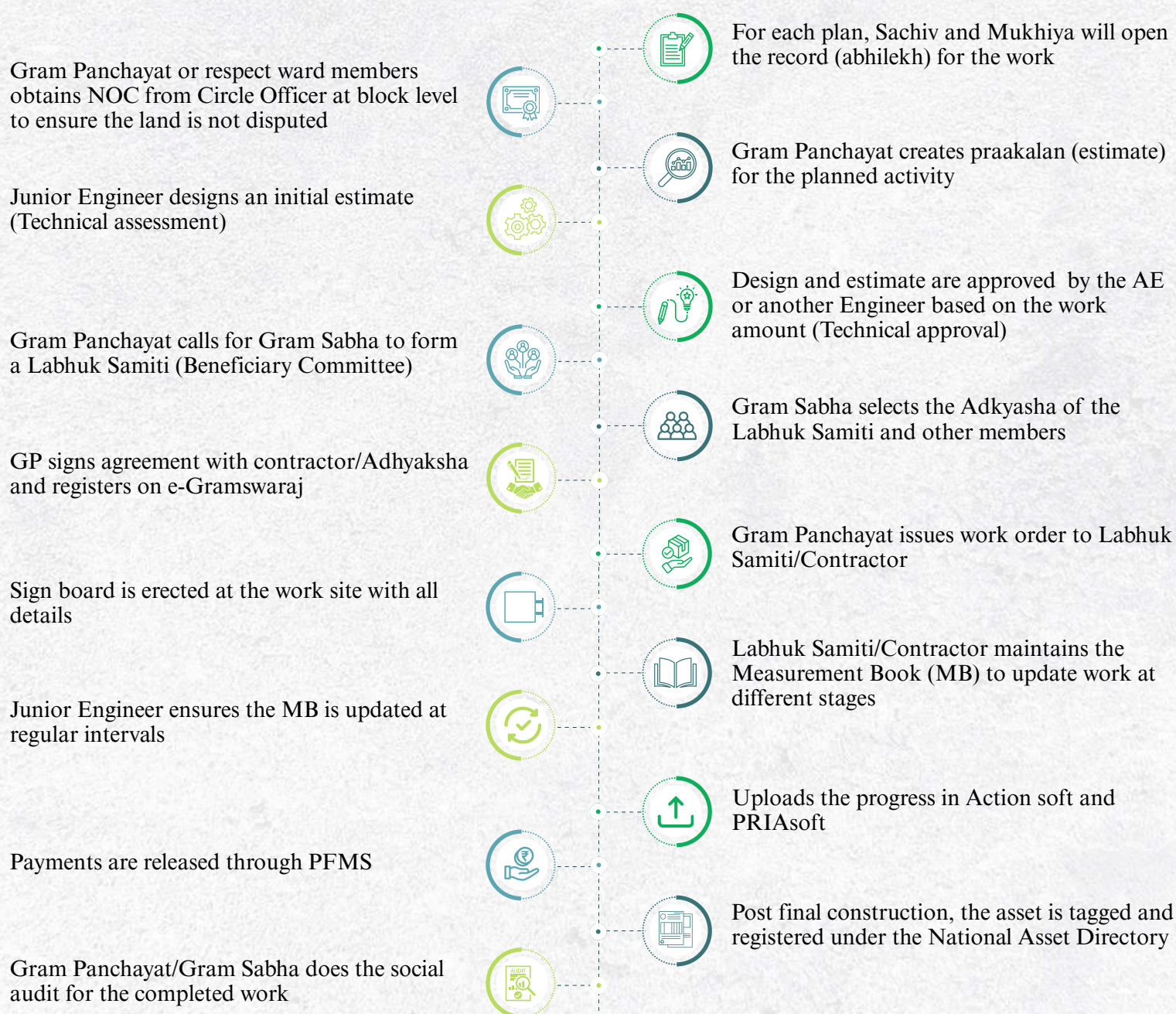
- **MGNREGA**: Farm pond construction and land development
- **Agriculture Dept.:** Seeds and training
- **Fisheries Dept.:** Fingerlings and basic inputs
- **Chhattisgarh Renewable Energy Development Agency (CREDA)**: Solar pump for irrigation and fish pond

This integrated support improves livelihoods through coordinated scheme delivery.

3.5: Schematic representation of steps involved in implementation of schemes under 15th Finance and convergence with other departments:

Implementation Process

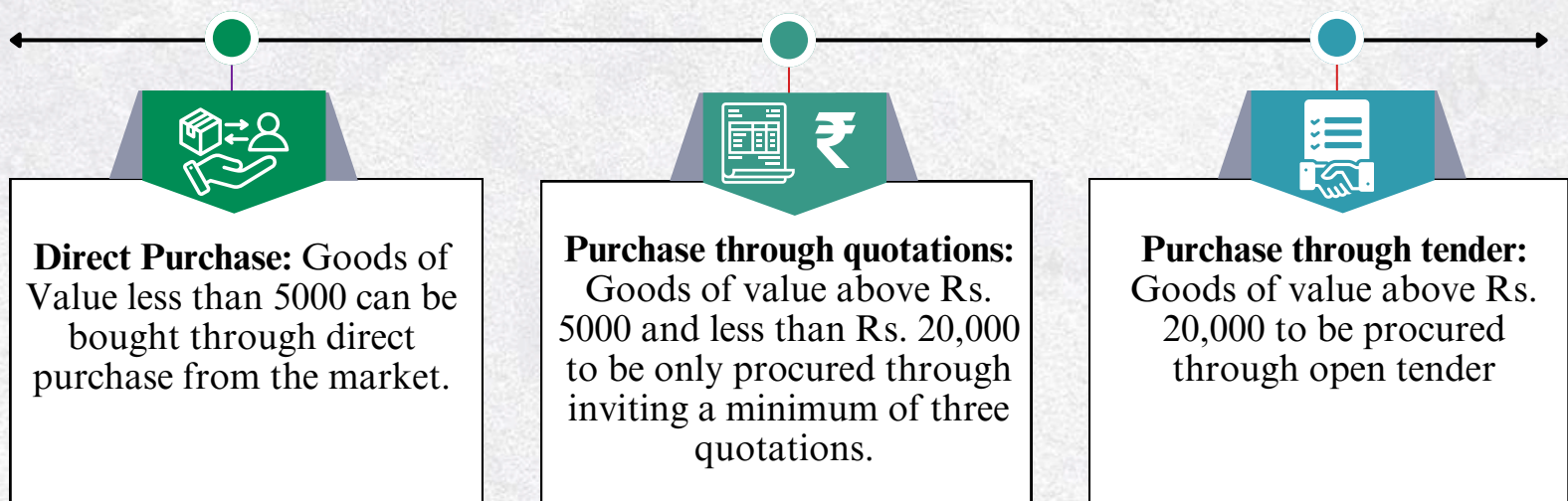
Implementation Process for construction plans funded solely from 15th FC



Implementation Process for construction plans funded through convergence (MGNREGA)



Plans requiring the procurement of goods



Steps involved in implementation under MGNREGA and Procurement of Goods
Refer to Annexure 4 for the GPD timeline of activities



Chapter 4:

PRI-CBO Convergence

Introduction and Context:

Promote the convergence of Panchayati Raj Institutions (PRIs) and Community-Based Organisations (CBOs), particularly Self-Help Group (SHG) institutions, as an impactful approach to strengthening decentralised governance and inclusive rural development. While PRIs hold the constitutional mandate and institutional framework to advance social justice and development, SHGs contribute through grassroots mobilisation, community solidarity, and by amplifying the voices of marginalised groups.

Drawing on the success of a decade-long pilot initiative adopted by the Ministry of Rural Development (MoRD), Government of India, the PRI-CBO collaboration approach has been scaled nationally to tackle multidimensional poverty. State Rural Livelihood Missions (SRLMs) are tasked with spearheading this strategy in collaboration with PRIs.

Align planning processes—particularly the Village Prosperity Resilient Plan (VPRP) and Gram Panchayat Development Plan (GPDP)—to reflect this convergence model. Implement the joint MoRD–MoPR guidelines as the guiding framework for operationalising this collaborative approach at scale.

Strategies and Approaches:

Apply the following four strategic pillars to guide convergence between PRIs and CBOs, particularly SHG federations, to promote participatory governance, gender equity, and improved service delivery.

Strategy 1: Strengthen Capacities of SHG Federations for Participatory Local Planning

- **Promote functional representation** by ensuring SHG inclusion in GP committees such as the Gram Panchayat Planning Facilitation Team (GPPFT) and the Gram Panchayat Coordination Committee (GPCC).
- **Integrate SHGs in participatory planning**, encouraging their role in VPRP and GPDP formulation, and ensure convergence with flagship State and Central schemes.

- **Build the capacity of Village Organisation (VO) members** to participate effectively in Gram Sabha discussions using community mobilisation tools such as rallies and nukkad nataks (street plays).
- **Use participatory rural appraisal (PRA) tools**, including wealth ranking and the Poverty Assessment Tool (PAT), to identify ultra-poor households for targeted scheme inclusion via GPDPs.
- **Conduct civic literacy training** to improve VO members' understanding of their rights, responsibilities, entitlements, and the functions of PRIs in rural governance.

Strategy 2: Strengthen and Revitalise Convergence Platforms

- **Conduct joint orientation workshops** for SHG and PRI leaders to foster shared understanding and identify collaboration opportunities.
- **Establish Village Organisation Convergence Committees (VOCCs)** at the GP level (using GPLFs or similar forums) to raise awareness of schemes and support their monitoring and implementation.
- **Operationalise the Gram Panchayat Coordination Committees (GPCCs)** as structured platforms for collaboration between PRIs, SHG federations, and frontline workers.
- **Introduce Community-Based Monitoring Systems (CBMS)** to enable community review of services such as PDS, MGNREGA, and Anganwadi; ensure findings are presented to GPCCs for corrective action.

Strategy 3: Promote Gender Sensitivity and Strengthen Elected Women Representatives (EWRs)

- **Conduct gender sensitisation workshops** for PRI members to embed gender-responsive governance practices.
- **Develop leadership among Elected Women Representatives (EWRs)** through targeted training to enhance their ability to lead and advocate for women-centred development.
- **Institutionalise Mahila Sabhas** to ensure dedicated spaces for gender-responsive planning within the GPDP framework.
- **Carry out gender assessments in selected GPs** to examine planning, participation, and infrastructure from a gender perspective, and integrate these findings into the GPDP.

Strategy 4: Enhance the Service Delivery Systems of Gram Panchayats

- **Establish citizen service centers in all GPs** staffed with designated personnel responsible for:
 1. Disseminating information about schemes, eligibility criteria, and application procedures
 - 2.o Receiving filled-in applications
 - 3.o Responding to citizen grievances and queries related to services delivered by the GP
- **For example**, in Jharkhand, the **Panchayat Sahayak** serves this role at the GP level.

Key Takeaways

- *Empower local communities by enhancing civic literacy and ensuring SHG representation in Gram Panchayat committees.*
- *Establish and strengthen formal convergence platforms like GPCCs to facilitate coordinated governance and service delivery.*
- *Implement community-based monitoring systems to improve transparency, accountability, and responsiveness of public services.*
- *Promote gender equality through targeted training, leadership development for women elected representatives, and institutionalisation of Mahila Sabhas.*
- *Use participatory tools to identify and prioritise ultra-poor households for inclusion in development schemes.*
- *Enhance service delivery by setting up Citizen Service Centre and building the capacity of planning facilitators and frontline workers.*
- *Invest in continuous capacity building and foster collaboration between PRIs, SHGs, and government departments to ensure effective implementation.*



Chapter 5: Enhancing Women's voices in the Process

Strategies and Approaches:

Promote awareness and understanding of local governance among rural women as a foundational step towards fostering inclusive, transparent, and responsive institutions. Enhance this knowledge to not only improve women's participation but also realise the transformative potential of decentralised governance in advancing rural development outcomes.

- **Use participatory communication techniques**

Employ culturally familiar and community-driven tools such as street plays (*nukkad natak*s) and night meetings (*Ratri Chaupals*) to create an inclusive learning environment that reaches even the most marginalised groups.

- **Conduct targeted sensitisation campaigns**

Organise awareness camps at the Panchayat level, ensuring direct reach and contextual relevance. Include focused sessions on financial literacy and the importance of asset ownership in women's names to build economic empowerment.

- **Design customised capacity-building programmes**

Deliver tailored training sessions for elected leaders and functionaries based on their specific roles and local contexts, ensuring practical, relevant knowledge transfer.

- **Reinforce institutional mechanisms for gender inclusion**

Strengthen the role of Mahila Sabhas as governance platforms to ensure structural inclusion of women's voices in local planning and decision-making.

- **Leverage existing national platforms and campaigns**

Align interventions with national initiatives, such as Naya Chetna, to ensure policy convergence and reinforce state accountability mechanisms.



Implementation Highlights:

1. Conduct community awareness programmes

Address knowledge gaps regarding Panchayati Raj Institutions through the following initiatives:

- **Ratri Chaupal (Night Meetings):**

Host interactive evening gatherings that facilitate community dialogue on Panchayat structures and encourage women's engagement.

- **Nukkad Natak (Street Plays):**

Utilise local theatre to communicate governance concepts such as Gram Sabha, Mahila Sabha, and participatory planning, making them relatable and accessible.

- **Panchayat-Level Awareness Camps:**

Hold sensitisation sessions on the role of Mahila Sabhas in decision-making. Share information on the Comprehensive Ward Development Plans (CWDP) and outline the process for submitting development plans during Gram Sabha meetings. Emphasise the significance of financial inclusion and asset ownership for women.

2. Deliver capacity-building sessions for elected representatives and functionaries

Build institutional and technical capacity through dedicated training programmes for:

- Elected Panchayat representatives
- Functionaries
- Block Panchayat Raj Officers (BPROs)

Focus on:

- The relevance and step-by-step process of preparing the Gram Panchayat Development Plan (GPDP)
- The role of Mahila Sabhas in enabling gender-responsive, inclusive planning



Chapter 6:

Gram Panchayat Coordination Committee (GPCC)

Introduction and Context:

Position the Gram Panchayat Coordination Committee (GPCC) as a vital institutional platform that convenes all stakeholders engaged in development activities at the Gram Panchayat (GP) level. Operationalise this model based on the experiences from Jharkhand as described below.

Ensure the GPCC includes representatives from government departments, community-based organisations (CBOs), elected PRI members, and civil society organisations (CSOs). Facilitate collective planning, problem-solving, and monitoring through this forum to strengthen decentralised governance mechanisms.

Use the GPCC to:

- Enable the GP to serve as the main implementing agency for government schemes
- Support effective planning and coordination with line departments, NGOs, and other stakeholders
- Promote ownership and accountability at the local level by anchoring decisions in local needs and priorities
- Provide a space for all actors to raise concerns, share programme updates, and seek implementation support
- Enhance transparency by sharing updates on budget allocations, fund utilisation, remaining resources, and forward planning

Leverage the GPCC for improved financial planning by:

- Preparing a consolidated resource envelope of a GP (an estimate of total available funds across departments)
- Identifying opportunities for convergence and rational resource allocation to implement the GPDP

Ensure all GP plans and interventions are reviewed through the lens of PRI members to encourage ownership. Use GPCC meetings as spaces where elected representatives present GPDP priorities and mobilise departmental support for implementation. Encourage pooling of resources beyond the 15th Finance Commission and expand the stakeholder base for local development.

Promote participatory planning and monitoring via GPCCs to reinforce the GP's role as a hub of democratic accountability and responsive governance. Institutionalise this platform as a best-practice model for enabling convergence and participatory governance.

Strategies and Approaches

- **Orient stakeholders on the purpose and functioning of GPCCs**

Deliver structured orientation sessions that clarify the GPCC's role as a collaborative governance forum. Define the roles of key stakeholders, including PRI representatives, SHG representatives, line department officials, and CSO actors.

- **Ensure state-level policy engagement and endorsement**

Engage with State authorities to secure formal directives institutionalising the GPCC process. Advocate for official letters and circulars encouraging GPs to hold GPCC meetings on a regular basis.

- **Communicate formally with PRI members, CBOs and Frontline Functionaries**

Send official letters to GP members, CBOs and frontline functionaries from the GP president explaining the purpose, structure, and expected outcomes of GPCC meetings. Build confidence and buy-in among elected representatives to conduct and sustain GPCCs.

Use these strategies collectively to establish GPCC as a routine governance mechanism that fosters participatory collaboration, accountability, and improved service delivery at the grassroots.



Key Takeaways

- Empower local communities by enhancing civic literacy and ensuring SHG representation in Gram Panchayat committees.
- Establish and strengthen formal convergence platforms like GPCCs to facilitate coordinated governance and service delivery.
- Implement community-based monitoring systems to improve transparency, accountability, and responsiveness of public services.
- Promote gender equality through targeted training, leadership development for women elected representatives, and institutionalisation of Mahila Sabhas.
- Use participatory tools to identify and prioritise ultra-poor households for inclusion in development schemes.
- Enhance service delivery by setting up Citizen Service Centre and building the capacity of planning facilitators and frontline workers.
- Invest in continuous capacity building and foster collaboration between PRIs, SHGs, and government departments to ensure effective implementation.

Implementation Highlights

To strengthen the institutional effectiveness and sustainability of the Gram Panchayat Coordination Committee (GPCC), the following implementation strategies were adopted:

- Organise exposure visits for PRI members to model Gram Panchayats to enable them to visualise effective governance practices and replicate successful models within their own Panchayats.
- Conduct multiple training sessions for PRI members focused on clarifying their powers, functions, and responsibilities towards the Gram Panchayat, thereby strengthening their confidence and leadership skills.
- Actively engage block administrations to ensure the systematic training of all Mukhiyas /GP presidents and Panchayat Secretaries on GPCC processes. Direct block authorities to issue official letters mandating the regular conduct of GPCC meetings across all GPs.
- Maintain ongoing capacity-building efforts through refresher training and repeated exposure visits to reinforce the institutional knowledge and motivation of PRI members.
- Facilitate orientation sessions with Community-Based Organisations (CBOs) to sensitise them on the purpose, significance, and participatory role of the GPCC platform.
- Issue formal notification letters at least seven days in advance to all relevant stakeholders from the Gram Panchayat to ensure timely and informed participation in GPCC meetings.
- Improve coordination and information flow by directing the Mukhiya of the Gram Panchayat to establish a dedicated WhatsApp group including key stakeholders. Use the platform actively for sharing updates on schemes, official notices, and schedules of meetings.
- Document the procedures and outcomes of each GPCC meeting systematically and ensure the records are shared with both the block administration and meeting participants to maintain transparency and enable timely follow-up action.

Chapter 7:

Leadership by EWRs

Introduction and Context

One of the most transformative elements in the decentralisation process of this country has been the reservation of seats for women in local governance, which has led to a significant increase in the number of Elected Women Representatives (EWRs). At present India has around 14.5 lakhs EWRs at PRI . However, mere representation does not automatically translate into empowerment or effective leadership. Sustained support, skill development, capacity building, and strengthening of the enabling ecosystem are essential to realise the full potential of EWRs.

The leadership of EWRs is crucial because women bring unique perspectives and priorities that often reflect the needs of marginalised groups, especially women and children, leading to more inclusive and equitable governance. Research shows that when women lead, governance tends to be more transparent, participatory, and responsive to community needs. EWRs play a vital role in shaping local policies, improving service delivery, and ensuring accountability at the grassroots level, thereby accelerating social change and fostering sustainable development.

Strategies and Approaches

Use the following strategies as part of a comprehensive framework to empower EWRs as effective leaders within PRIs:

1. Leadership Enhancement Training

- Design and conduct structured training programmes.
- Focus on soft skills: communication, public speaking, negotiation, and conflict resolution.
- Aim to build confidence and self-assurance.
- Enable EWRs to assert themselves in public forums and administrative interactions.

2. Exposure through the ‘She Represents’ Campaign

- Implement a visibility and inspiration campaign.
- Highlight and share success stories of women leaders.
- Facilitate interactions with role models.
- Encourage EWRs to broaden perspectives, raise aspirations, and embrace leadership identities.

3. Engagement in Departmental Linkages

- Enable EWRs to liaise effectively with line departments and schemes.
- Position them as facilitators between government services and communities.
- Use this engagement to enhance their understanding of administrative systems.
- Reinforce their legitimacy as grassroots leaders.

4. Women-Friendly Gram Panchayat (GP) Training

- Provide thematic training on integrating gender perspectives into governance.
- Use targeted modules to train EWRs on creating inclusive, women-responsive development plans.
- Align panchayats' functioning with Localised Sustainable Development Goals (LSDGs).

5. Training in Village Development Planning (VDP)

- Equip EWRs with tools for:
 1. Resource mapping
 2. Social analysis
 3. Plan formulation
 4. Presentation at Gram Sabha
- Promote participatory governance.
- Ensure EWRs take leadership roles in planning processes.

6. Joint Planning with Block Officials

- Facilitate joint planning sessions between EWRs and block-level officials.
- Strengthen institutional convergence.
- Ensure that women's voices are included in formal planning mechanisms.
- Improve coordination between tiers of governance.

7. Participation in Interface Meetings

- Encourage EWRs to participate in:
 1. Interface meetings
 2. Grievance redressal meetings at the block and district levels
- Enhance their visibility in decision-making forums.

Build their capacity to articulate community concerns confidently.



8. Digital Literacy Initiatives

- Recognise the role of digital tools in governance.
- Train EWRs in:
 1. Mobile applications
 2. Online portals such as E-GramSwaraj
 3. GPS-based tools
- Bridge the digital divide.
- Enable effective and data-driven participation in governance.

9. Community Awareness Campaigns

- Conduct public campaigns and dialogues to shift societal perceptions.
- Challenge norms around women's leadership.
- Foster community support for the active role of women in governance.

10. Inspiration through Documented Success Stories

- Use strategic communication tools:
 1. Audio-visual media
 2. Case studies
- Document and share successful stories of EWRs.
- Motivate and inspire peer learning and aspiration building.

11. Exposure Visits and Peer Learning

- Organise field visits to model panchayats.
- Facilitate peer learning workshops.
- Allow EWRs to:
 1. Observe good practices
 2. Exchange ideas
 3. Build solidarity
- Promote experiential learning and replication of effective models.

ADDITIONAL STRATEGIC APPROACHES

1. Livelihood Demonstration and Leadership

- Involve EWRs in grafted vegetable cultivation and on-farm demonstrations.
- Use hands-on livelihood models to:
 1. Promote resilient agricultural practices
 2. Reinforce leadership through a practical example



2. Convergence with Government Schemes

- Facilitate women's access to welfare schemes such as:
 1. PM-KISAN
 2. MGNREGA
 3. Kisan Credit Cards
- Enable EWRs to act as access enablers.
- Strengthen their role as connectors between citizens and the state.

3. Social Protection Facilitation

- Support EWRs to assist vulnerable groups in accessing:
 1. Rations
 2. Pensions
 3. Disability entitlements
- Promote social inclusion.
- Reinforce the legitimacy of women's leadership through direct service facilitation.

4. SHG Formation and Strengthening

- Facilitate Self Help Group (SHG) formation and support.
- Enable access to:
 1. Finance and credit
 2. Group enterprises
- Promote:
 1. Collective leadership
 2. Economic empowerment
 3. Grassroots solidarity
 4. Financial autonomy

5. Market Linkages and Entrepreneurship Support

- Assist women in marketing produce or products through:
 1. Local haats
 2. Exhibitions
 3. Digital platforms
- Build skills in:
 1. Financial independence
 2. Negotiation
 3. Entrepreneurial thinking



6. Nutrition-Based and Livestock Initiatives

- Promote:
 1. Kitchen gardens
 2. Poultry
 3. Goat rearing
- Address household nutrition.
- Position EWRs as stewards of community well-being.
- Link food security with local leadership.

7. Crisis Management and Relief Efforts

- Involve EWRs in coordination during:
 1. Natural disasters
 2. Health emergencies
- Demonstrate leadership in urgent, high-stakes contexts.
- Build community trust in their problem-solving capacity.

8. Environmental Leadership Initiatives

- Support EWRs in leading campaigns for:
 1. Seed ball distribution
 2. Plantation drives
 3. Water conservation
- Promote the role of women in eco-governance.
- Position EWRs as grassroots climate leaders.

Key Takeaways

- *Leadership requires sustained capacity-building beyond mere representation.*
- *Strategies must address technical, social, institutional, and political aspects.*
- *Continuous, layered training ensures progressive skill-building and confidence.*
- *Visibility through campaigns and success stories inspires and motivates EWRs.*
- *Community engagement enhances legitimacy and trust in women leaders.*
- *Convergence with schemes strengthens EWRs' roles as governance facilitators.*
- *Economic empowerment through SHGs and enterprises boosts leadership agency.*
- *Digital literacy is essential for effective participation in modern governance.*
- *Gender-responsive planning ensures inclusive and equitable development.*
- *Crisis leadership by EWRs builds credibility and showcases problem-solving skills.*
- *Environmental initiatives highlight women as climate and sustainability leaders.*
- *Peer learning and institutional collaboration improve system-level integration.*

1.3 Implementation Highlights

1. Capacity Building and Training

Leadership Enhancement Trainings

- Conduct structured training to develop:
 1. Communication skills
 2. Negotiation abilities
 3. Conflict resolution techniques
 4. Public speaking
- Strengthen leadership potential and confidence to engage with stakeholders.

Training on Women-Friendly Gram Panchayats

- Deliver specialised sessions on:
 1. Gender-responsive planning
 2. Sustainable Development Goals (SDGs)
 3. Localised SDGs (LSDGs)
 4. Panchayat Advancement Index (PAI)
- Equip EWRs to integrate gender considerations into local governance.

Village Development Planning (VDP) Training

- Provide intensive hands-on training in:
 1. Social and resource mapping
 2. Wealth ranking
 3. Transect walks
 4. Plan collection
 5. Presentation at Gram Sabha
- Use on-field demonstrations for real-time application of planning tools.

Digital Literacy Sessions

- Train EWRs in using digital tools such as:
 1. “Know Your Forest Land” (KYFL)
 2. GPS waypoint tools
 3. e-governance portals
- Support the management of:
 1. Land records
 2. Grievance redress mechanisms
 3. Tracking of development plans



Sample Training Calendar for EWRs

Month	Module Theme	Training Topics	Format	Duration
Month 1	Foundation & Orientation	- Understanding PRI & 73rd Amendment - Roles & Powers of EWRs - Gram Sabha and Panchayat procedures	Classroom-based, participatory	2 days
Month 2	Legal & Rights Awareness	- Rights of women under the Constitution - RTI, PESA, Domestic Violence Act - Govt. schemes: MGNREGA, PMAY, NRLM	Workshop with case studies	2 days
Month 3	Leadership & Communication	- Overcoming leadership barriers - Public speaking, negotiation, confidence-building - Power dynamics in meetings	Role-plays, group work	2 days
Month 4	Digital & Financial Literacy	- Smartphone, WhatsApp & e-governance apps - Online services: pensions, ration, health - Panchayat budgets, fund flows	Hands-on training	2 days
Month 5	Village Planning & Monitoring	- Village Development Plans (VDPs) - Resource mapping, needs assessment - Participatory monitoring tools	Field-based, interactive	3 days
Month 6	Exposure Visit	- Visit to model Panchayat/Block with impactful women-led governance	Learning tour & debrief	2–3 days
Month 7	Gender in Governance	- Gender roles & inequality - Gender-inclusive policy making - Gender-responsive budgeting examples	Group discussions, case studies	2 days
Month 8	Sectoral Governance I	- Role in Health Committees - Coordination with ASHA, ANM - Sanitation drives, ICDS, nutrition promotion	Issue-specific training	2 days
Month 9	Sectoral Governance II	- Strengthening School Management Committees (SMCs) - NRLM, SHG strengthening - Livelihood planning & convergence	Participatory exercises	2 days
Month 10	Conflict & Crisis Management	- Conflict resolution methods - Managing resistance - Planning emergency response (e.g., floods, COVID)	Scenario-based learning	2 days
Month 11	Review & Mentorship	- Success-sharing and challenges - Peer mentoring and cross-learning - Mid-course adjustments	Peer learning circles	1–2 days
Month 12	Consolidation & Graduation	- Learning recap - Recognition of EWR champions - Future planning and sustainability	Graduation workshop	1 day

2. Exposure and Peer Learning

To strengthen leadership capacities and foster motivation among EWRs, implement the following exposure and peer learning strategies:

- **Participation in the ‘She Represents’ Campaign**

Facilitate EWR engagement in this leadership-focused campaign to enable them to learn from the experiences of accomplished women leaders. Use the campaign to inspire EWRs to see themselves as community role models.

- **Exposure Visits and Audio-Visual Learning**

Organise exposure visits to model Gram Panchayats to allow EWRs to observe successful gender-inclusive governance practices. Complement these visits with screenings of video documentation to help EWRs envision how such initiatives can be replicated in their own contexts.

- **Peer Learning via Documented Success Stories**

Disseminate short films and written case studies of effective EWRs. Use these as tools to inspire and motivate both new and hesitant leaders. Build a local ecosystem that supports and reinforces women-led leadership by promoting peer learning and mutual support.

3. Governance Engagement and Advocacy

To enhance EWR participation in institutional processes and advocacy platforms, ensure the following engagements are facilitated:

- **Participation in Interface Meetings**

Support EWRs to regularly take part in formal meetings at the block and district levels, particularly those focused on grievance redressal. These forums allow EWRs to represent community concerns, observe cross-level governance processes, and learn administrative procedures.

- **Joint Planning with Block Officials**

Organise sessions for collaborative planning between EWRs and block-level officials. Encourage shared development priorities, ensure alignment with formal plans, and promote the inclusion and recognition of women’s voices in governance.



- **Engagement in Departmental Linkages**

Facilitate EWR engagement with government departments to connect women and vulnerable groups to entitlements and welfare schemes. Position EWRs as facilitators in village governance, thereby increasing their visibility and strengthening their roles in service delivery.

4. Community Mobilisation and Livelihood Initiatives

To promote gender-inclusive development and women's economic empowerment at the grassroots level, enable EWRs to lead community-focused initiatives:

- **Community Awareness Campaigns**

Implement public sensitisation initiatives to normalise the presence of women in leadership roles within local governance. Use community dialogues and campaigns to increase acceptance and support for EWRs, particularly in spaces traditionally dominated by men.

- **Livelihood Model Demonstrations**

Encourage EWRs to lead practical demonstrations of livelihood activities such as grafted vegetable cultivation, backyard poultry, and kitchen gardening. These initiatives serve as proof of concept and inspire replication by other community members.

- **Formation and Strengthening of Self-Help Groups (SHGs)**

Support EWRs in facilitating the creation and consolidation of SHGs. Assist in processes such as bank account openings, establishing credit linkages, and initiating small enterprises. Use SHGs to promote collective economic action and grassroots financial empowerment among women.

- **Entrepreneurial and Market Linkages**

Guide EWRs in supporting women producers to market and sell products—such as vegetables, pickles, and crafts—through local haats, exhibitions, and digital platforms. Strengthen skills in entrepreneurship, enhance household incomes, and build capacity in local marketing.

5. Social Welfare and Crisis Management

To reinforce the role of EWRs in ensuring community wellbeing and emergency preparedness, integrate the following measures:



- **Facilitation of Social Protection Schemes**

Enable EWRs to support community members in accessing key social entitlements, including pensions, ration cards, and disability benefits. Strengthen their position as the bridge between citizens and the state by equipping them with relevant scheme information and facilitation skills.

- **Role in Crisis and Emergency Relief**

During natural disasters and emergencies, empower EWRs to lead coordination efforts. Support their involvement in the distribution of relief materials, the organisation of health camps, and the promotion of vaccination drives. Establish EWRs as reliable and responsive first-line actors during crisis.

5. Environmental Governance Initiatives

To foster environmentally responsible local governance, support EWRs in implementing eco-conscious development actions:

- **Implementation of Eco-Conscious Activities**

Encourage EWRs to lead initiatives such as seed ball distribution, plantation drives, and water conservation campaigns. Use these activities to embed climate responsiveness and environmental sustainability within Panchayat-level planning and service delivery.



Conclusion

This guidebook is an attempt to address the grassroot level challenges for making a robust GPDP. Coming up with inclusive planning, timely entry of plans and then implementation of plans through proper budgeting and establishing linkages with stakeholders for convergence are the areas covered in this book. This guidebook has tried to come up with way out based on the positive experiences of the field. Defining responsibility from State to GP level, pitching the idea of realisation of plans and thus focusing on convergence with schemes of line departments, inclusion of department officials and a focus on regular monitoring from the very beginning of GPDP lays the foundation of its success. For an inclusive plan, coming up with a module of conducting Mahila Sabha, Baal Sabha, assigning responsibility to VPRP facilitator for Mahila Sabha and Panchayat Sachiv for Baal Sabha, involving school teachers for bal sabha brings better output. Inclusion of plans left out poor through a proper participatory process of identification of such families followed by planning can be a joint initiative between VO and Ward members. A co-ordination forum at GP level involving all the stakeholders of that GP (SHG representatives, GP representatives, frontline functionaries) can play a pivotal role for a successful GPDP. Creating ground swelling around GPDP by involving VO members, assigning village -wise responsibility of GPPFT, department-wise scanning of schemes for convergence and regular monitoring of progress of GPDP are the areas where this forum can emerge as a standout solution. For timely and proper entry of plans, placing an MIS at GP level and extending support from the department emerged as the only solution to the problem. GP members equipped with the knowledge of provisions, documentation and procedural aspects of the schemes followed by close -co-ordination with the Departments can make convergence a reality and thus timely implementation of plans. All these processes can run smoothly when women not become a mere participant but an active contributor in the whole process, collaboration among PRI-CBO- Stakeholders is not a distant idea but a reality and EWRs are taking the lead. These action steps are intended to deepen decentralised governance and improve the overall planning and delivery framework, ultimately advancing last-mile development outcomes and community wellbeing.

All these aspects have been aptly captured in this book. We hope this book will be helpful for the practitioners to realise the intended benefits of GPDP for the poor and marginalised.



Annexures

Annexure 1

ई ग्राम स्वराज, TMP, PDI तथा GeM पोर्टल संचालन पर दो दिवसीय प्रशिक्षण

पहला दिन				
समय	प्रशिक्षण विषय	विवरण	प्रशिक्षण विधि	सन्दर्भ व्यक्ति
10:00 A.M. -10:30 A.M.	प्रतिभागियों का निबंधन एवं परिचय	प्रतिभागी अपना निबंधन स्वयं करेंगे।	प्रतिभागियों का निबंधन इस हेतु बनाये गये प्रारूप में किया जायेगा। प्रतिभागी अपने परिचय में निम्नलिखित बिंदुओं के बारे में बतायेंगे o नाम o पदनाम o नाम, जहाँ का प्रतिनिधित्व कर रहे हैं o प्रतिभागी अपने काम या जिम्मेदारियों के बारे में अपने अनुभव संक्षिप्त में साझा करेंगे	प्रशिक्षक
10:30 A.M.-11:00 A.M.	प्रशिक्षण का उद्देश्य एवं संबंधित नियम बनाना		प्रतिभागियों से अपेक्षाओं को एकीकृत करते हुए, प्रशिक्षक प्रशिक्षण का संक्षिप्त डिज़ाइन साझा करेंगे बेहतर प्रशिक्षण के लिए संबंधित नियम बनाना	प्रशिक्षक
11:00 A.M.-11:30 A.M.	चाय अवकाश			
11:30 A.M.-12:30 P.M.	ग्राम पंचायत विकास योजना की अवधारणा पर समझ बनाना	ग्राम पंचायत विकास योजना क्या है? ग्राम पंचायत विकास योजना का उद्देश्य क्या है एवं ग्राम पंचायत की भूमिका क्या है?	ग्राम पंचायत विकास योजना पर विडिओ के माध्यम से प्रस्तुतीकरण एवं सामूहिक चर्चा	प्रशिक्षक
12:30 P.M.-01:30 P.M.	ई- ग्राम स्वराज की अवधारणा पर समझ विकसित करना	ई-ग्राम स्वराज पोर्टल क्या है एवं इसका उद्देश्य क्या है?	बड़े समूह में PPT के माध्यम से चर्चा	प्रशिक्षक
01:30 P.M.-02:30 P.M.	भोजनावकाश			
02:30 PM -03:15 PM	ई- ग्राम स्वराज पोर्टल पर वार्षिक कार्ययोजना योजना निर्माण प्रक्रिया पर समझ बनाना	ई- ग्राम स्वराज पोर्टल पर वार्षिक कार्ययोजना योजना निर्माण प्रक्रिया पर ऑनलाइन(लाइव/डेमो) प्रस्तुतीकरण	लाइव/डेमो पोर्टल पर प्रस्तुतीकरण	प्रशिक्षक
03:15 PM -03:30 PM	चाय अवकाश			
03:15 PM -03:30 PM	चाय अवकाश			
3:30 PM -5:00 PM	ई- ग्राम स्वराज पोर्टल पर वार्षिक कार्ययोजना योजना निर्माण प्रक्रिया पर समझ बनाना		GPDP में रिसोर्स envelope को अपडेट करने के प्रक्रिया का अभ्यास	प्रशिक्षक
05:00 PM -05:30 PM	पूरे दिन के कार्यक्रम पर सामूहिक चर्चा एवं समेकन			प्रशिक्षक एवं प्रतिभागी
दूसरा दिन				
10:00 AM - 10:30 AM	पहले दिन का पुनर्विलोकन			प्रशिक्षक एवं प्रतिभागी
10:30 AM -12:00 AM	प्रतिभागियों द्वारा लाइव/डेमो पोर्टल पर अभ्यास	प्रतिभागियों के द्वारा ई- ग्राम स्वराज पोर्टल पर वार्षिक कार्ययोजना योजना निर्माण एवं लेखा प्रक्रिया का अभ्यास	सभी प्रतिभागियों को छोटे छोटे समूह में ई ग्राम स्वराज लाइव/डेमो पोर्टल में वार्षिक कार्ययोजना योजना निर्माण एवं लेखा प्रक्रिया का अभ्यास	प्रशिक्षक एवं प्रतिभागी
12:00AM- 12:15 AM	चाय अवकाश			
12:15 AM- 01:30 PM	PDI की प्रक्रिया पर समझ बनाना	PDI क्या है? PDI का उद्देश्य क्या है? PDI में डाटा संग्रहण, प्रविष्टि और सत्यापन की प्रक्रिया पर समझ विकसित करना	PPT एवं लाइव/डेमो पोर्टल पर प्रस्तुतीकरण	प्रशिक्षक
01:30 PM - 02:30 PM	भोजन अवकाश			
02:30 PM - 03:15 PM	PDI पोर्टल की प्रक्रिया पर समझ बनाना	PDI पोर्टल की प्रक्रिया पर PPT एवं ऑनलाइन(लाइव/डेमो) प्रस्तुतीकरण	PPT एवं लाइव/डेमो पोर्टल पर प्रस्तुतीकरण	प्रशिक्षक
03:15 PM -03:30 PM	चाय अवकाश			
03:30 PM - 04:30	TMP पोर्टल की प्रक्रिया पर समझ बनाना	TMP पोर्टल की प्रक्रिया पर PPT एवं ऑनलाइन(लाइव/डेमो) प्रस्तुतीकरण	PPT एवं लाइव/डेमो पोर्टल का अभ्यास एवं कम से कम एक GPDP का पूरा प्लान तैयार करना	प्रशिक्षक
04:30 PM -05:30 PM	GeM पोर्टल की प्रक्रिया पर समझ बनाना	GeM पोर्टल की प्रक्रिया पर PPT एवं ऑनलाइन(लाइव/डेमो) प्रस्तुतीकरण	PPT एवं लाइव/डेमो पोर्टल पर प्रस्तुतीकरण	प्रशिक्षक
05:30 PM -06:00 PM	पूरे दिन के कार्यक्रम पर सामूहिक चर्चा एवं समेकन			प्रशिक्षक एवं प्रतिभागी
धन्यवाद ज्ञापन के साथ प्रशिक्षण के समाप्ति की घोषणा				

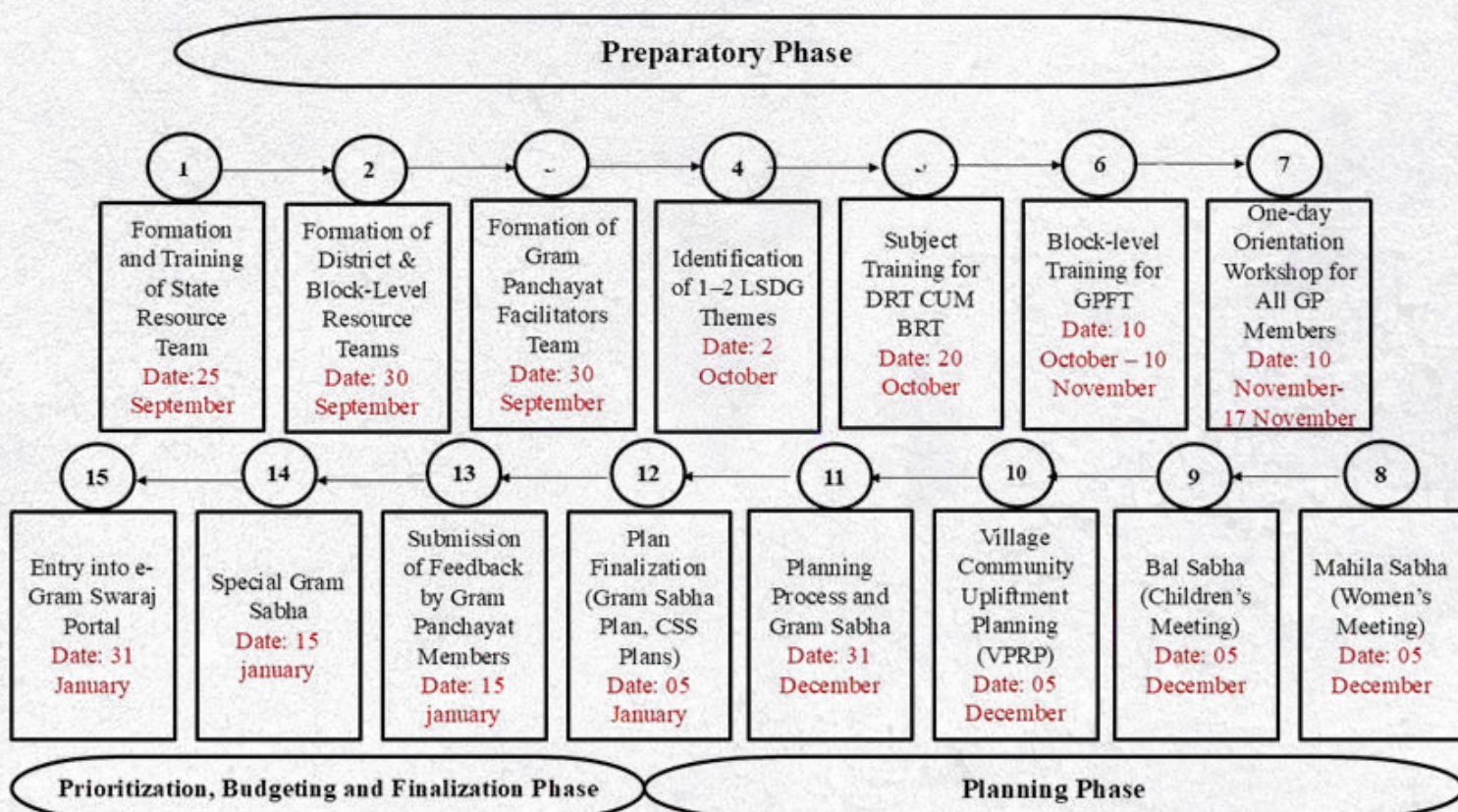
Annexure 2

<https://drive.google.com/file/d/1BA7YxH2yqXmByHqdnkNyFjwf5RvRmkbX/view>

Annexure 3

- <https://docs.google.com/document/d/1bYB3wWw3XK44YN7cPeCrhh0ZhnAFXPoQ-DGATnaoCRE/edit?tab=t.0>
- <https://docs.google.com/document/d/1bYB3wWw3XK44YN7cPeCrhh0ZhnAFXPoQ-DGATnaoCRE/edit?tab=t.0>

Annexure 4: GPDP timeline of activities



Annexure 5: Best Practices

A. Capacity-building

I. End-to-End Planning Interface

Challenge: There were significant gaps and delays between community consultations (like Village Prosperity Resilience Plans) and the finalised GPDPs, causing misalignment between community needs and official plans.

Learning: A seamless process that covers all planning stages reduces confusion, ensures timely submissions, and strengthens the connection between grassroots inputs and formal plans.

Practice: An integrated planning approach was adopted, guiding the entire GPDP process from mobilisation through consolidation to submission, with clear timelines, defined roles, and structured follow-up for actionable work plans.

II. Community Engagement through GIS Mapping

Challenge: Low community awareness and participation, especially among tribal and low-literacy groups, limited the effectiveness of planning. Visualising local resources and challenges was difficult.

Learning: Spatial and visual tools help bridge literacy and language barriers, making planning more inclusive and easier to understand.

Practice: GIS maps were strategically used for resource mapping, thematic overlays, and spatial planning, enhancing community interest, understanding, and participatory decision-making at the Panchayat level.

III. Inclusive Planning Teams – GPPPFT Model

Challenge: Planning was often fragmented with poor coordination between elected representatives, frontline workers, and community groups, leading to weak convergence and low ownership.

Learning: Inclusive teams that bring together diverse stakeholders foster better coordination, richer inputs, and stronger ownership of the plans.

Practice: The Gram Panchayat Planning and Facilitation Team (GPPPFT) model was implemented, including PRI representatives, community-based organisation leaders, and Community Resource Persons, effectively grounding planning in local realities and improving convergence.



IV. District-Level Learning and Forward Planning Platforms

Challenge: Fragmented efforts, limited feedback mechanisms, and weak cross-learning impeded adaptive and aligned planning across Panchayats and departments.

Learning: Regular forums for sharing experiences and best practices encourage continuous learning, coordination, and improvement in plan quality and convergence.

Practice: District-level sharing workshops have been institutionalised, enabling representatives from various Gram Panchayats and line departments to reflect, exchange knowledge, and plan collectively for better outcomes.

B. PRI-CBO Convergence

- *Case Study: Making the Invisible Visible – Supporting a Transgender Citizen through PRI-CBO Convergence*

In Arajua Panchayat of Jharkhand, the story of 59-year-old Dodho Manjhi highlights both the persistent challenges of social exclusion and the transformative potential of grassroots convergence between Panchayati Raj Institutions (PRIs) and Community-Based Organisations (CBOs). Dodho ji belongs to the transgender community, locally referred to as Kinnar. In this case study, the gender-neutral pronoun "zhe" (used here for Dodho Manjhi) is adopted to affirm zher identity and ensure inclusive representation. [Note: "zhe" is used in place of he/she, and "zher" in place of his/her].

Dodho ji was raised in a family with four brothers but was neglected from childhood—excluded from familial affection, school systems, and the broader social fabric. Zhe has spent most of zher life surviving through informal work—labouring on agricultural fields, at brick kilns, construction sites, and performing as an entertainer at local events. On the surface, Dodho ji might seem integrated within the village's informal economy, but in reality, zhe remained largely invisible in the eyes of formal governance systems. Despite repeated attempts, zhe did not possess an Aadhaar card, nor was zhe linked to any pension or insurance scheme. A previous request for Aadhaar assistance from a local ward was ignored, and even attempts to seek help through a local middleman—offering cash in return—yielded no results.

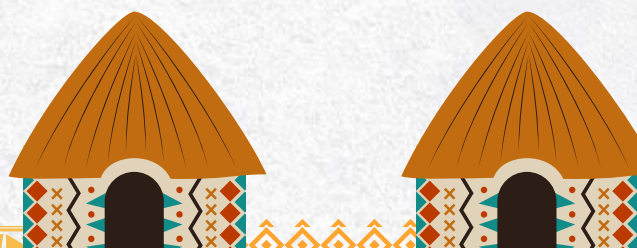


A turning point came during a Tola Baithak (hamlet-level community meeting), where Shivani didi, a field-level cadre from the Gram Panchayat Help Desk (GPHD), shared information about an upcoming Aapke Sarkar Aapke Dwar camp. This government-led outreach initiative was aimed at ensuring that left-out citizens could access entitlements and services. Dodho ji approached the GPHD cadre after the meeting, explaining zher situation. Shivani didi reassured zher and encouraged zher to attend the camp, promising to support the process.

On the day of the camp, multiple PRI functionaries and support systems were present, including the Block Development Officer (BDO), Nagrik Sahayata Kendra (NSK) staff, and the GPHD team. Dodho ji made another attempt to apply for Aadhaar. However, the biometric machine failed to read zher fingerprints, triggering another moment of despair. This time, though, zhe was not alone. The GPHD cadre and NSK team immediately intervened, offering emotional support and advising zher to visit the Aadhaar centre in Jainamore the following day. Shivani didi accompanied zher personally, and the Aadhaar application was successfully submitted.

With the Aadhaar card now processed, the GPHD-NSK network further supported the submission of Dodho ji's pension application. Zhe was successfully enrolled under the Mukhyamantri Rajya Nirashrit Mahila Samman Pension Yojana—a state scheme for socially and economically vulnerable women, including transgender individuals. For the first time, Dodho ji was formally recognised as a citizen entitled to state support.

This story offers a compelling example of PRI-CBO convergence in practice. The Panchayat provided the platform for inclusive service delivery through the Aapke Sarkar Aapke Dwar camp. The GPHD cadre, embedded within the community, played a vital handholding role—ensuring information flow, logistical support, follow-up, and emotional reassurance. The coordination with NSK and BDO officers helped overcome institutional delays and technical challenges. Together, these actors created a responsive, citizen-centric governance ecosystem that reached one of the most marginalised individuals in the village. While Dodho ji has now obtained Aadhaar and a pension, zher journey is far from complete. Linkages to livelihood opportunities, health insurance, and a broader sense of social belonging are still works in progress. Nevertheless, the case stands as a best practice in inclusive governance, demonstrating how convergence between formal institutions and grassroots networks can bring dignity, rights, and visibility to those who have long been left behind.



• *Case Study: Ensuring Dignity through Entitlements – The Story of Sabiha Khatoon*

In the quiet village of Tanr Balidih Panchayat, a widow's struggle for survival was transformed through the collaborative efforts of community-based institutions and grassroots governance mechanisms. This case exemplifies how convergence between Panchayati Raj Institutions (PRIs) and Community-Based Organisations (CBOs) can create inclusive governance pathways for the most marginalised.

Sabiha Khatoon, a 24-year-old widow of the late Haleem Ansari, lived in dire poverty with her two young children. Her husband, a manual labourer in a local factory, had died in a tragic road accident following a domestic dispute. Left with no income, no support from her family or in-laws, and no access to basic welfare schemes, Sabiha was forced to work as a domestic help in her neighbour's house just to feed her children. Despite having a death certificate for her husband, she was unable to secure a pension or ration card. Attempts to apply through local middlemen had not only failed but also cost her the little money she had.

Her situation came to light through the community network linking the Gram Panchayat Help Desk (GPHD), the Village Organisation (VO), and the Nagrik Sahayata Kendra (NSK). Saira Bano, an NSK fellow from Jaridih Block who had been working for two years to support citizens in accessing rights and entitlements, took up her case. Saira di (as she is known locally) has become a recognised face in the block office for her consistent and genuine work.

Upon receiving the case, Saira Bano and the GPHD cadre collected Sabiha's documents and initiated follow-ups. The absence of a voter ID card initially delayed the process, but the GPHD sought the support of the Booth Level Officer (BLO), enabling her to obtain the missing document. The team then submitted applications for a ration card and pension to the block office. Within two weeks, her ration card was issued, followed shortly by the sanction of her pension under the Mukhyamantri Rajya Nirashrit Mahila Samman Pension Yojana, offering her Rs. 1000 per month.



Beyond this, Saira Bano and the GPHD also approached the local PRI member to explore livelihood support for Sabiha. With the ration card in place and a small, regular pension income, she is now able to afford her children's tuition fees—Rs. 100 per month—ensuring they remain in school.

This story is not just about individual transformation; it illustrates how systemic convergence can create more responsive and accountable governance. The PRI played a key facilitative role in connecting with the block administration, while the CBOs (NSK and VO) ensured last-mile support, mobilisation, and document facilitation. The case also highlights how regular engagement between NSK fellows and block officials can build trust and improve administrative responsiveness. One block officer remarked to Saira Bano, “Didi, you always come to the block with such genuine cases for help; you are doing a good job.”

This collaboration has enhanced both citizen trust in governance and institutional credibility at the local level. Saira Bano's work demonstrates the essence of ethical public service—hard work, honesty, and justice—and affirms how convergence across actors and systems can uphold dignity for all, even in the remotest corners of society.

C. GPCC Committee

- *Case Study: Strengthening Gram Panchayat Coordination Committees (GPCC) for Inclusive Local Governance*

Location: Rolle Panchayat (Chano Block) and Kanjia Panchayat (Mandar Block), Ranchi, Jharkhand

Since India's independence, the vision of an ideal nation—free of poverty and inequality—has been championed by leaders like Mahatma Gandhi, emphasising dignity and opportunity for all citizens. However, as the majority of India's population resides in rural areas, development progress in these communities has remained slow. Despite various government initiatives, local governance bodies like Gram Panchayats (GPs) have struggled with fragmented departmental work, weak coordination, and limited community involvement, hampering holistic rural development.

To overcome these challenges, the Gram Panchayat Coordination Committee (GPCC) was introduced. The GPCC serves as a vital institutional mechanism to bring together elected representatives, community groups (such as SHGs), and local government functionaries (e.g., gram sachiv, frontline workers) on a single platform. This facilitates joint planning, transparent decision-making, and coordinated action to meet the diverse needs and aspirations of village communities.

What was done in Rolle and Kanjia

In the Rolle and Kanjia Panchayats of Ranchi district, the formation and strengthening of GPCCs stand out as a notable example of effective local governance transformation. With the dedicated support of PRADAN, the concept of GPCC was introduced through continuous orientation sessions involving PRI members and community stakeholders, highlighting the benefits of collective action and shared responsibility.

- **Inclusive and Representative Membership:** GPCC meetings bring together a wide spectrum of stakeholders—from the Mukhiya, Panchayat Sachiv, Rozgar Sewak, and ward members to frontline workers like AWWs and Jal Sahiya, along with community representatives and GPDP facilitators. This diverse participation ensures that multiple voices contribute to development planning and monitoring.
- **Institutionalisation of GPCC:** After rounds of dialogue and consensus-building, GPCCs were formally constituted in Rolle in October 2023 and Kanjia in August 2023. Formal letters were issued to invite members, enhancing the legitimacy and seriousness of the committee's work. Meetings are now held monthly with strict adherence to schedules, reminders, and documentation of proceedings.
- **Improved Coordination and Service Delivery:** Prior to GPCC formation, departments operated in silos, leading to duplication of efforts and community members having to travel to block offices for basic services like pensions, birth and death registrations, and PDS tracking. Post-GPCC, these services have become accessible locally, resulting in significant time and cost savings for villagers.
- **Local Problem-Solving and Development Initiatives:** The revitalised panchayat bhavans serve as welcoming spaces for meetings and public interactions. Issues such as repairing dilapidated school buildings, constructing boundary walls, installing drinking water facilities in schools, and renovating toilets have been addressed efficiently through GPCC deliberations. In Kanjia, the GPCC has also been instrumental in promoting modern agricultural techniques like drip irrigation and seed distribution, helping revive farming interest and boosting local livelihoods.
- **Transparency and Accountability:** Direct communication between grassroots workers and departmental heads during meetings enhances transparency. For example, school teachers now regularly report on attendance and mid-day meal status, while vaccination and PDS monitoring have improved significantly. These practices have increased accountability among service providers and built trust within the community.

- **Community Empowerment and Recognition:** The GPCC platform has enhanced the clarity of roles among PRI members and community groups, fostering collective ownership of the development agenda. The panchayats have gained recognition as models of good governance, with government officials visiting to observe the positive changes and replicate the model elsewhere.

Outcomes and Impact

- The GPCC mechanism has transformed the governance ecosystem by breaking departmental silos and creating a cohesive forum for collaborative planning and action.
- Village residents now experience timely and hassle-free access to essential services and development schemes, reducing dependency on intermediaries and distant block offices.
- Regular and well-attended GPCC meetings have become forums for meaningful dialogue, idea exchange, and decision-making, contributing to holistic rural development.
- The success stories from Rolle and Kanjia have inspired other panchayats in the block, turning these examples into replicable models.

Challenges

Despite these successes, the GPCC faces ongoing challenges including occasional delays in departmental responses, disruptions in meeting schedules, adaptation issues with digital tools like the E-Gram Swaraj portal, and the need for better documentation of flagged issues. Nonetheless, the strong commitment of PRI members, community stakeholders, and supporting organisations like PRADAN continues to fuel progress.

The experience of Rolle and Kanjia panchayats demonstrates that the establishment and effective functioning of GPCCs can be a game-changer in grassroots governance. By fostering inclusivity, enhancing transparency, and enabling local problem-solving, these committees have revitalized the panchayat as a vibrant unit of democratic governance and development. As these panchayats continue to strengthen their GPCCs, they pave the way toward realising the vision of self-sufficient and prosperous villages envisioned by India's founding leaders.



D. Leadership of EWRs

- Seed Ball Initiative: EWRs spearheaded community-driven afforestation efforts, fostering environmental sustainability and local ecological awareness.
- Leadership in Village Development Planning (VDP): EWRs took charge of the entire village planning process, promoting inclusive participation and community ownership.
- Innovative Livelihood Models: Women developed and demonstrated income-generating activities that inspired wider adoption within their communities, enhancing economic empowerment.



Integrating LSDGs

i) Best Practices

LSDG 1: No Poverty (Livelihoods, Income Security, and Basic Needs)

- Livelihood promotion through INRM and natural farming, enhancing rural incomes.
- Watershed management and farm pond irrigation supporting small and marginal farmers.
- Departmental convergence aligning schemes like MGNREGS and women-focused initiatives for poverty alleviation.
- Data-driven water conservation initiatives (e.g., Khet Talab, percolation tanks) boosting agricultural productivity.
- Digital planning and monitoring (GIS, Survey123) for efficient resource allocation in poverty reduction.
- Asset creation for livelihoods such as farm ponds and irrigation systems ensuring economic stability.
- Promotion of diversified livelihoods including goat farming, NTFP initiatives, and Lac farming.
- Exposure and linkages with Agriculture, Forest, MGNREGS departments to expand livelihood options.

LSDG 4: Water-Sufficient Panchayat

- Watershed management and ecological restoration integrated in GPDP to ensure sustainable water availability.
- Development of farm ponds, irrigation systems and percolation tanks to improve water sufficiency.
- Data-driven water resource management through schemes Jal Ganga Samvardha and GIS tools.
- Promotion of water conservation initiatives supporting agriculture and domestic use.
- Integration of water-sufficient planning within convergence of government schemes.
- Capacity building on water management for PRI members, frontline workers, and community institutions.



LSDG 9: Women-Friendly Panchayat

- Securing asset ownership (land, irrigation, livestock) in women's names for economic empowerment.
- Direct economic benefits to women through cash-in-hand schemes improving financial control.
- Inclusive participatory planning ensuring women's representation and decision-making in GPDP.
- Capacity building of Elected Women Representatives (EWRs) to strengthen leadership in governance.
- Promotion of Mahila Sabhas and Bal Sabhas for women's and children's voice in planning.
- Farmer ID recognition for women to access agricultural schemes.
- Gender-sensitisation tools to boost women's participation in Gram Sabhas.
- Strengthening women's institutions such as SHGs, GPLFs, and women's Farmer Producer Organisations (FPOs).
- Training women in regenerative and climate-resilient farming techniques.
- Institutional strengthening through capacity building of frontline workers and digital tools for better governance.
- Convergence with departments focused on women and child development.
- Promotion of prototypes and models supporting women's empowerment and participation.
- **Case Study: Empowering Women through the 50:50 Agri-Fishery Model in Begusarai, Bihar**

Name: Kumari Madhvi

Age: 35 years

Village: Chandpura, Begusarai

Family: Husband Ganesh Sahani, 13-year-old daughter Caste: Manjhi

Kumari Madhvi comes from a farming family in Parihara village, Begusarai. Despite their collective efforts, the family struggled to meet their needs, with grain and vegetable crops barely sustaining the household. The challenge was compounded by nearly one acre of Chaur land, which remained flooded for approximately six months each year, making it unsuitable for traditional agriculture.

Intervention: Introduction of the 50:50 Agri-Fishery Model

In early 2024, Madhvi's family connected with PRADAN under the IBL Flagship Programme. An Integrated Natural Resource Management (INRM) expert introduced them to the 50:50 Agri-Fishery Model, designed to convert part of their flooded Chaur land into a productive area supporting both fish farming and agriculture.

With PRADAN's support, the family constructed a pond on approximately 93 decimals of Chaur land. The pond was designed to facilitate both fish farming and crop cultivation, marking a significant shift from isolated sectoral planning towards a convergent Gram Panchayat Development Plan (GPDP).

Empowerment and Income Diversification

In June 2024, Madhvi joined the 'Baba Amar Singh Farmer Interest Group' (FIG) under PRADAN, a collective initiative providing access to resources, knowledge, and support. Madhvi utilised the remaining half of their land to cultivate marigold flowers. In August 2024, she planted marigold saplings at a cost of INR 1,200, with labour costs of INR 1,000. The marigolds were sold during the wedding season, generating an income of INR 12,000–13,000. During the off-season, the flowers served as natural feed for the fish, creating a mutually beneficial farming cycle.

Fish Farming Success

Guided by PRADAN, Madhvi ventured into fish farming. For the first cultivation cycle, the family invested INR 165,000, covering expenses such as feed and management. On 21 March 2025, the pond underwent its first netting, where local vendors purchased around 30 kg of fish at an average price of INR 250 per kg. The pond currently holds approximately 1,250 kg of fish, with a total harvest expected to exceed INR 300,000, signaling a substantial profit.

Alignment with Localised Sustainable Development Goals (LSDGs)

- **LSDG 1: No Poverty**

By transforming underutilised land into productive assets, the initiative has enhanced the family's income, contributing to poverty reduction.

- **LSDG 4: Water-Sufficient Village**

The pond construction improved water management, ensuring sustainable water availability for agricultural and domestic use.

- **LSDG 9: Women-Friendly Village**

Madhvi's active role in planning and implementation has empowered her, challenging traditional gender roles and promoting women's leadership in agriculture.

Outcomes and Impact

- **Economic Empowerment:** Combined income from fish and marigold farming has significantly improved the family's financial stability, enabling better educational opportunities for their daughter.

- **Social Empowerment:** Madhvi's involvement in the FIG and her leadership in the 50:50 Agri-Fishery Model have enhanced her decision-making power within both family and community.
- **Environmental Sustainability:** The integration of fish farming and agriculture has promoted sustainable management of land and water resources, reducing environmental degradation.

Community Feedback

Reflecting on the transformation, Madhvi stated,

"This land has become heaven for us; otherwise, it was of no use."

This case study exemplifies how the integration of innovative models such as the 50:50 Agri-Fishery approach can catalyse sustainable development, economic empowerment, and social inclusion, aligning effectively with the objectives of the Localised Sustainable Development Goals.

- **Case Study: Empowering Communities through GIS-Based INRM Planning in Wasa Panchayat, Pindwara Block, Sirohi District, Rajasthan**

In April 2024, Wasa Panchayat in Pindwara block of Sirohi district, Rajasthan, broke new ground by preparing the first detailed GIS-based Integrated Natural Resource Management (INRM) plan in the district. This three-day planning initiative was led by Sarpanch Praburam Sargara, with facilitation support from PRADAN and the Centre for microFinance (CmF). The process signaled a shift from conventional planning to a community-led, spatially informed, and inclusive approach, rooted in local knowledge and driven by collective aspirations.

Key Highlights

- **Visionary and Inclusive Leadership**

Sarpanch Praburam Sargara played a catalytic role in mobilising diverse community groups, especially women and youth, ensuring their participation in every stage of the planning cycle.

- **Structured Community Engagement**

Over the course of three days, villagers—especially SHG members—participated in capacity-building sessions on water budgeting, GIS-based resource mapping, social mapping, and sustainable livelihoods. These sessions helped translate technical inputs into locally relevant action.

• GIS-Based Participatory Planning

Maps printed on flex sheets were used in open community meetings. Villagers collaboratively marked existing infrastructure and proposed interventions, including water conservation structures, farm bunding, cattle sheds, and employment activities. The visual, tactile nature of the process enhanced understanding and ownership.

• Integrated and Holistic Development Planning

The plan combined inputs from agriculture, livestock, water, employment, and social development domains. INRM principles guided the identification and prioritisation of activities, ensuring a ridge-to-valley approach to resource management.

• Formal Government Endorsement

The final plan was presented to the District CEO of Sirohi by the Sarpanch, ward members, and community leaders. Recognising the quality and inclusiveness of the effort, the CEO formally inaugurated the plan, lending legitimacy and setting a precedent for other Panchayats.

Outcomes and Impact

Enhanced Community Ownership and Participation



- Over 100 villagers participated actively, including marginalised groups.
- Built a sense of collective responsibility for local resource management.

Strengthened Women's Agency

- SHG members led resource mapping and raised priorities around water, fodder, and income security.
- Created space for women to influence formal decision-making processes.

Improved Planning Accuracy and Transparency

- GIS maps enabled accurate representation of local geography and resource distribution.
- The visual medium fostered transparency in prioritisation and budgeting.

Formal Recognition and Replicability

- The planning model gained administrative endorsement and is now seen as a replicable best practice for other Panchayats in Sirohi and beyond.

Cultural Shift in Local Governance

- The Panchayat moved from being a scheme-implementing body to a platform for integrated planning and convergence.
- Fostered trust between the community, PRI, and external facilitators.



Knowledge Hub and Learning Site

- The process is now being used to train PRI representatives and community cadres from neighbouring villages on participatory and spatial planning methods.
- Key Enablers
 - Proactive leadership of the Panchayat and supportive community dynamics.
 - Technical facilitation and training by PRADAN and CmF.
 - Use of GIS and printed spatial maps made data accessible and actionable.
 - Availability of panchayat-level secondary data from government departments.
 - A conducive policy environment encouraging decentralised, SDG-aligned planning.
 - Strong women's institutions and cadre presence (SHGs, CRPs, Pashu Sakhis).

The Wasa Panchayat case demonstrates the transformative potential of GIS-based participatory planning in enabling inclusive governance and sustainable development. It underscores how technology, community knowledge, and institutional convergence can be harmonised to create impactful local development models. With continued investment and replication, such approaches can significantly enhance rural resilience and prosperity.

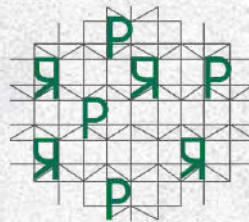


Aligned with the vision of Atmanirbhar Bharat which focusses on inclusive and sustainable development, we aim to impact the lives of 50 million people residing in poverty-stricken regions across India by year 2030.

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