

Book-3

# Model Learning Materials for Elected Representatives of Gram Panchayats

(Common to both Induction Level Orientation and Refresher Training)



Centre for Panchayati Raj, Decentralised Planning and Social Service Delivery  
**National Institute of Rural Development and Panchayati Raj**  
Ministry of Rural Development, Government of India  
Rajendranagar, Hyderabad - 500 030  
nirdpr.org.in

May 2020

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**May 2020**



नरेन्द्र सिंह तोमर  
NARENDRA SINGH TOMAR



कृषि एवं किसान कल्याण,  
ग्रामीण विकास तथा पंचायती राज मंत्री  
भारत सरकार  
कृषि भवन, नई दिल्ली  
MINISTER OF AGRICULTURE & FARMERS' WELFARE,  
RURAL DEVELOPMENT AND PANCHAYATI RAJ  
GOVERNMENT OF INDIA  
KRISHI BHAWAN, NEW DELHI

### MESSAGE

Capacity Building & Training of Elected Representatives and functionaries of Panchayats is important for achieving the vision of economic development and social justice as mandated by the Constitution of India through the 73<sup>rd</sup> Amendment. This is not a one-time affair, because with Panchayat General Elections held every five years, a large number of newly-elected members enter into the Panchayat system. First and foremost they need induction Level Orientation and then Refresher Training from time to time in course of their five-year term. It is a matter of pride and pleasure that the Rashtriya Gram Swaraj Abhiyan (RGSA) has come up with adequate provisions for the States to bring the Elected Representatives and functionaries of Panchayats under regular Capacity Building & Training interventions.

It is observed that most of the States make arrangements for Capacity Building & Training of the Elected Representatives and functionaries of Panchayats, based on Training Needs Assessment conducted by them and need-based Training Modules prepared for them. But, it has also been observed that such Training Modules vary widely from State to State in terms of approach, coverage of contents, application of methods and quality.

In this context, it is a matter of pleasure to note that the National Institute of Rural Development & Panchayati Raj, in consultation with the Ministry of Panchayati Raj and the Ministry of Rural Development, Government of India, has prepared Model Training Modules for Induction Level Orientation of Elected Representatives of Gram Panchayats and also for their Refresher Training. Following the broad framework of these Model Training Modules, the State Institutes of Rural Development & Panchayati Raj/Nodal Institutions for GP Level Capacity Building & Training may review and renew their own Training Modules in their local context and local languages by utilizing their own experiences and innovations.

I hope, through all such interventions, capacities of the Elected Representatives of Gram Panchayats will continue to be developed and, as a result, the Gram Panchayats will soon come up as more effective institutions of self-government, as mandated by the Constitution.

7/1/20  
30/1/20  
(Narendra Singh Tomar)



नरेन्द्र सिंह तोमर  
NARENDRA SINGH TOMAR



कृषि एवं किसान कल्याण,  
ग्रामीण विकास तथा पंचायती राज मंत्री  
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RURAL DEVELOPMENT AND PANCHAYATI RAJ  
GOVERNMENT OF INDIA  
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संदेश

पंचायतों के निर्वाचित प्रतिनिधियों और कार्यकर्ताओं का क्षमता-निर्माण एवं प्रशिक्षण भारत के संविधान के 73वें संशोधन के अनुरूप आर्थिक विकास और सामाजिक न्याय की परिकल्पना साकार करने के लिए महत्वपूर्ण है। यह केवल एक बार ही किया जाने वाला कार्य नहीं है, क्योंकि हर 5 वर्ष में पंचायतों के चुनाव होते हैं और पंचायत-प्रणाली में बड़ी संख्या में नव-निर्वाचित सदस्य प्रवेश करते हैं। सर्वप्रथम इन नव-निर्वाचित पंचायत सदस्यों को प्रारंभिक स्तर का प्रशिक्षण देने की आवश्यकता होती है और इसके पश्चात 5 वर्ष की कार्य-अवधि के दौरान समय-समय पर पुनर्धर्या प्रशिक्षण दिया जाना भी जरूरी होता है। यह गर्व और प्रसन्नता का विषय है कि राष्ट्रीय ग्राम स्वराज अभियान (एनजीएसए) के अंतर्गत राज्यों के लिए पंचायतों के निर्वाचित प्रतिनिधियों और कार्यकर्ताओं से संबंधित नियमित क्षमता-निर्माण एवं प्रशिक्षण संबंधी गतिविधियाँ हेतु पर्याप्त प्रावधान किए गए हैं।

देखने में आया है कि ज्यादातर राज्य, पंचायत प्रतिनिधियों और पदाधिकारियों के क्षमता-निर्माण और प्रशिक्षण के लिए अपने आकलन पर आधारित प्रशिक्षण आवश्यकताओं और उनके लिए तैयार किए गए आवश्यकता-आधारित प्रशिक्षण मॉड्यूल के अनुसार प्रशिक्षण देने की व्यवस्था करते हैं। लेकिन यह भी महसूस किया गया है कि दृष्टिकोण, विषय-वस्तु, प्रणालियों के उपयोग और गुणवत्ता के मामले में इस तरह के प्रशिक्षण मॉड्यूल के बीच विभिन्न राज्यों में व्यापक भिन्नता और असमानता है।

यह हर्ष का विषय है कि इस संदर्भ में राष्ट्रीय ग्रामीण विकास और पंचायती राज संस्थान ने भारत सरकार के पंचायती राज मंत्रालय और ग्रामीण विकास मंत्रालय के परामर्श से ग्राम पंचायतों के निर्वाचित प्रतिनिधियों के प्रारंभिक अभिविन्यास प्रशिक्षण और पुनर्धर्या प्रशिक्षण कार्यक्रम के लिए आदर्श प्रशिक्षण मॉड्यूल तैयार किए हैं। इन आदर्श प्रशिक्षण मॉड्यूल की विस्तृत रूपरेखा अपनाते हुए राज्यों के ग्रामीण विकास और पंचायती राज संस्थान/ग्राम पंचायत स्तरीय क्षमता-निर्माण एवं प्रशिक्षण हेतु नोडल संस्थान अपने अनुभवों और नवाचारों का समावेश करते हुए स्थानीय संदर्भ और स्थानीय भाषाओं में अपने निजी प्रशिक्षण मॉड्यूल का पुनरीक्षण कर उन्हें नया स्वरूप दे सकते हैं।

मुझे आशा है कि इन सभी हस्तक्षेपों और उपायों के माध्यम से, ग्राम पंचायतों के निर्वाचित प्रतिनिधियों की क्षमताओं के विकास का क्रम जारी रहेगा और इसके परिणामस्वरूप, ग्राम पंचायतें संविधान की भावना के अनुरूप जल्द ही स्व-शासन की अधिक प्रभावकारी संस्थाओं के रूप में उभरेंगी।

1/10/20  
30/11/20  
(नरेन्द्र सिंह तोमर)



**Sunil Kumar, IAS**  
**Secretary**



भारत सरकार  
पंचायती राज मंत्रालय  
डॉ. राजेन्द्र प्रसाद रोड, कृषि भवन,  
नई दिल्ली-110001  
Government of India  
Ministry of Panchayati Raj  
Dr. Rajendra Prasad Road, Krishi Bhawan,  
New Delhi-110001

Through the 73<sup>rd</sup> Amendment, the Constitution of India endowed Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government. The Constitution also made provisions for devolution of powers and responsibilities upon Panchayats at the appropriate levels to prepare plans and implement schemes for economic development and social justice as may be entrusted to them in relation to the 29 matters listed in the Eleventh Schedule.

In order to translate the mandate into action, Elected Representatives (ER) and functionaries of Panchayats need to attain wholesome capacity, rather capability, to render the respective Panchayats into institutions of self-government and to discharge their responsibilities effectively and efficiently.

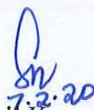
Almost all the States started initiatives for Capacity Building & Training of the ERs and functionaries of Panchayats in a planned manner from the time of implementation of the Capacity Building component of the Backward Regions Grant Fund (BRGF) with support from the Ministry of Panchayati Raj, Government of India, following the National Capacity Building Framework. Next, with financial support and guidance under RGPSA and currently under RGSA, almost every State organises training programmes for Panchayats regularly, following the revised National Capability Building Framework published by the Ministry of Panchayati Raj in 2014. Almost every State also prepares and updates Training Modules in their local languages for use by ERs and functionaries of Panchayats. But, it has been observed that the Training Modules largely vary from State to State in terms of approach, content, quality and presentation.

In view of the above, the National Institute of Rural Development & Panchayati Raj (NIRD&PR), in consultation with the Ministry of Panchayati Raj and the Ministry of Rural Development, has prepared Model Training Modules for Induction Level Orientation of new ERs of Gram Panchayats which must be conducted within 6 months of their being elected and also for their Refresher Training which may be organised as frequently as possible but not later than 2 years of their inception of functioning.

These Model Training Modules comprise five components namely (a) Model Training Designs of Induction Level Orientation for five days as well as three days and Refresher Training for five days; (b) Model Session Plan and Transaction process for both Induction Level Orientation and Refresher Training; (c) Model PowerPoint Presentations for use by trainers as tools for transaction of training sessions; (d) Model Transaction Manuals for use by trainers; and (e) Model Learning Materials on FAQ mode for use by ERs of Gram Panchayats before training, during training and after training and even for use by all concerned including functionaries of Gram Panchayats and their support institutions.

These Model Training Modules offer a broad framework for quality training for Gram Panchayat level. Following these Model Training Modules, the State Institutes of Panchayati Raj & Rural Development/Nodal Training Institutions dealing with Gram Panchayat level Capacity Building & Training will have to standardise their Training Modules in their local context and in the local languages on the basis of Training Needs Assessment to be conducted by them, their own experiences and innovations.

The State Institutes of Panchayati Raj & Rural Development/Nodal Training Institutions need to organise training programmes accordingly for developing capabilities of the ERs and functionaries in order that they can strengthen their Gram Panchayats as effective institutions of self-government to ensure economic development and social justice for the rural citizens.

  
(Sunil Kumar)

Date: 7<sup>th</sup> February, 2020



**Sunil Kumar, IAS**  
**Secretary**



भारत सरकार  
पंचायती राज मंत्रालय  
डॉ. राजेन्द्र प्रसाद रोड, कृषि भवन,  
नई दिल्ली-110001  
Government of India  
Ministry of Panchayati Raj  
Dr. Rajendra Prasad Road, Krishi Bhawan,  
New Delhi-110001  
दिनांक : 7 फरवरी, 2020

## प्रस्तावना

73 वें संशोधन के माध्यम से भारत के संविधान ने पंचायतों को ऐसी शक्तियां और अधिकार प्रदान किए हैं, जो उन्हें स्व-शासन की संस्थाओं के रूप में कार्य करने में सक्षम बनाने के लिए आवश्यक हो सकते हैं। संविधान ने आर्थिक विकास और सामाजिक न्याय के लिए योजनाओं को तैयार करने और योजनाओं को लागू करने के लिए उचित स्तरों पर पंचायतों को शक्तियां और जिम्मेदारियां अंतरित करने के प्रावधान भी किए, ताकि ग्यारहवीं अनुसूची में सूचीबद्ध 29 मामले उन्हें सौंपे जा सकें।

अधिदेश को कार्रवाई में बदलने के लिए, संबंधित पंचायतों का स्व शासन के संस्थानों के रूप में कार्य करने और प्रभावी ढंग से और कुशलतापूर्वक अपने दायित्वों का निर्वहन करने के लिए निर्वाचित प्रतिनिधियों (ईआर) और पंचायतों के पदाधिकारियों की पूर्ण क्षमता, अपितु सक्षमता प्राप्त करने की आवश्यकता है।

लगभग सभी राज्यों ने राष्ट्रीय क्षमता निर्माण फ्रेमवर्क का अनुपालन करते हुए पंचायती राज मंत्रालय, भारत सरकार के समर्थन से पिछड़े क्षेत्र अनुदान निधि (बीआरजीएफ) के क्षमता निर्माण घटक के कार्यान्वयन के समय से योजनाबद्ध तरीके से पंचायतों की क्षमता निर्माण और प्रशिक्षण के लिए पहल शुरू की। उसके बाद, आरजीपीएसए के अंतर्गत वित्तीय सहायता और दिशानिर्देश के साथ और वर्तमान में आरजीपीएसए के अंतर्गत, लगभग हर राज्य पंचायती राज मंत्रालय द्वारा वर्ष 2014 में प्रकाशित संशोधित राष्ट्रीय क्षमता निर्माण फ्रेमवर्क का अनुपालन करते हुए नियमित रूप से पंचायतों के लिए प्रशिक्षण कार्यक्रम आयोजित करता है। लगभग हर राज्य पंचायतों के निर्वाचित प्रतिनिधियों और पदाधिकारियों द्वारा उपयोग किए जाने के लिए अपनी स्थानीय भाषाओं में मॉड्यूलस तैयार करता है और अद्यतित करता है। लेकिन, यह देखा गया है कि विभिन्न राज्यों में प्रशिक्षण मॉड्यूल दृष्टिकोण, सामग्री, गुणवत्ता और प्रस्तुति के मामले में भिन्नता रखते हैं।

इस संदर्भ में, राष्ट्रीय ग्रामीण विकास और पंचायती राज संस्थान (एनआईआरडी एंड पीआर) ने पंचायती राज मंत्रालय और ग्रामीण विकास मंत्रालय के परामर्श से ग्राम पंचायतों के नए निर्वाचित प्रतिनिधियों के प्रारंभिक स्तर अभिविन्यास प्रशिक्षण के लिए आदर्श प्रशिक्षण मॉड्यूल तैयार किया है जो उनके निर्वाचित होने के 6 महीने के भीतर आयोजित किया जाना चाहिए और उनके लिए पुनश्चर्या प्रशिक्षण भी यथासंभव बारम्बार आयोजित किए जा सकते हैं, लेकिन उनके कामकाज की शुरुआत के 2 वर्षों से अधिक समय के बाद तक नहीं।

इन मॉडल प्रशिक्षण मॉड्यूल में पांच घटक शामिल हैं (क) पांच दिन के साथ साथ तीन दिन का प्रारंभिक स्तर अभिविन्यास प्रशिक्षण का मॉडल प्रशिक्षण डिजाइन और पांच दिनों के लिए पुनश्चर्या प्रशिक्षण; (ख) प्रारंभिक स्तर अभिविन्यास प्रशिक्षण और पुनश्चर्या प्रशिक्षण दोनों के लिए मॉडल सत्र योजना और ट्रांजेकशन प्रक्रिया; (ग) प्रशिक्षण सत्रों के ट्रांजेकशन के लिए प्रशिक्षकों द्वारा उपकरण के रूप में उपयोग के लिए मॉडल पावरपॉइंट प्रस्तुति; (घ) प्रशिक्षकों द्वारा उपयोग के लिए मॉडल ट्रांजेकशन नियमावली; और (ङ) प्रशिक्षण से पहले, प्रशिक्षण के दौरान और प्रशिक्षण के बाद और यहां तक कि ग्राम पंचायतों के पदाधिकारियों और उनके सहायक संस्थानों सहित सभी संबंधितों द्वारा उपयोग के लिए प्राय पूछे जाने वाले प्रश्नों (एफएफक्यू) के रूप में मॉडल लर्निंग सामग्री।

ये आदर्श प्रशिक्षण मॉड्यूल ग्राम पंचायत स्तर पर गुणवत्तापूर्ण प्रशिक्षण के लिए एक व्यापक रूपरेखा प्रदान करते हैं। इन आदर्श प्रशिक्षण मॉड्यूलों का अनुपालन करते हुए, राज्य ग्रामीण विकास और पंचायती राज संस्थान / नोडल संस्थान ग्राम पंचायत के स्तर पर क्षमता निर्माण और प्रशिक्षण का पुनर्विलोकन कर सकते हैं और अपने अनुभवों और नवाचारों को समाहित करते हुए अपने प्रशिक्षण मॉड्यूलों को अपने स्थानीय संदर्भ और स्थानीय भाषाओं में नवीनीकृत कर सकते हैं।

राज्य पंचायती राज और ग्रामीण विकास संस्थानों/ नोडल प्रशिक्षण संस्थानों को तदनुसार निर्वाचित प्रतिनिधियों और कर्मियों की क्षमताओं का विकास करने के लिए क्रमबद्ध तरीके से प्रशिक्षण कार्यक्रम आयोजित करने की आवश्यकता है, ताकि वे ग्रामीण नागरिकों के लिए आर्थिक विकास और सामाजिक न्याय सुनिश्चित करने के लिए स्व-शासन के प्रभावी संस्थानों के रूप में अपनी ग्राम पंचायतों को मजबूत कर सकें।

  
7.2.20  
( सुनील कुमार )



डॉ. डब्ल्यू.आर. रेड्डी, आई ए एस  
महानिदेशक

Dr. W.R. Reddy, IAS  
Director General



राष्ट्रीय ग्रामीण विकास एवं पंचायती राज संस्थान

(ग्रामीण विकास मंत्रालय, भारत सरकार)

राजेन्द्रनगर, हैदराबाद - 500 030, तेलंगाना राज्य, भारत.

**NATIONAL INSTITUTE OF RURAL DEVELOPMENT & PANCHAYATI RAJ**

(Ministry of Rural Development, Government of India)

Rajendranagar, Hyderabad- 500 030, Telangana State, India.

Tel (O) : 040-24008441, Fax : 040-24015277

E-mail : wr.reddy@nic.in

## Preface

Almost all State Institutes of Rural Development & Panchayati Raj (SIRD&PR) have come up with some Training Modules for Capacity Building & Training (CB&T) of Elected Representatives (ERs) of Panchayati Raj Institutions (PRIs). But the Training Modules prepared by them vary widely in approach, methodology, presentation, coverage of contents and quality. Hence, the National Institute of Rural Development & Panchayati Raj had been contemplating for some time to prepare commonly understood, learner-friendly and effective Model Training Modules for CB&T of ERs of PRIs. The Ministry of Panchayati Raj (MoPR) and the Ministry of Rural Development (MoRD), Government of India also advised the NIRD&PR to prepare Model Training Modules for ERs of PRIs.

Accordingly, the NIRD&PR prepared Model Training Modules for Induction Level Orientation of new ERs of GPs and also for their Refresher Training. These Model Training Modules are presented in 3 (three) volumes namely -

- (1) **Book-1: Model Training Modules for Induction Level Orientation of ERs of GPs** comprising (i) a Model Training Design; (ii) a Model Session Plan and Transaction Process in brief; (iii) specimens of Model PowerPoint Presentation on two contents for use by trainers as tools for transaction of training sessions (the others to be made available in the website of NIRD&PR); and (d) specimens of Model Transaction Manual on the same two contents for use by trainers (the others to be made available in the website of NIRD&PR);
- (2) **Book-2: Model Training Modules for Refresher Training of ERs of GPs**, having the same four components mentioned above; and
- (3) **Book-3: Model Learning Materials on FAQ Mode for ERs of GPs** (which are common to both Induction Level Orientation and Refresher Training and which can be used by ERs of GPs before training, during training and after training and even by those who would not attend this training).

Drafts of these Model Training Modules were shared with all the SIRD&PRs requesting for their feedback. These were also presented in the conclave with SIRD&PRs held at NIRDPR on 16-17 January 2019, in the Conclave with Elected Women Representatives held at Vigyan Bhawan, New Delhi on 18-19 January 2019 and also in the National Workshop held at Bengaluru on 28-29 January 2019. Based on the feedback received so far from all concerned organisations including the MoPR and also based on internal review and interaction, these have been modified and updated. The final versions of these Model Training Modules, duly concurred with by the MoPR, will be shared with the SIRDPRs for following them as specimens of what can be done to develop capacities

of ERs of GPs uniformly across the States, maintaining quality of learning. These will also be uploaded in the website of the NIRD&PR in a user-friendly manner.

Indeed, these Model Training Modules offer the SIRD&PRs/Nodal Training Institutions a broad framework for intense CB&T of ERs of GPs in keeping with their increasing learning needs. Based on these Model Training Modules, they may review, revise, update and improve their Training Modules to the extent necessary in their local context for more effective CB&T of ERs of GPs. The NIRDPR also intends to organise a series of workshops to support the SIRD&PRs/Nodal Training Institutions with need-based guidance on preparation of quality Training Modules in their local context.

The NIRDPR has also started the process of producing and archiving hundreds of useful audio-visual clips, short video films and e-learning materials to help making learning sessions more enjoyable, to reflect ground realities, to present perceptions of the characters featuring in the clips and to highlight good practices to enthuse learners. The SIRD&PRs too should undertake similar initiative. I hope, these initiatives will collectively contribute to developing capabilities of ERs of GPs with an aim to achieving sustainable rural development and improving the quality of life and livelihoods of the rural population through proactive actions on their parts.

Finally, I would acknowledge with thanks the dedicated efforts of all those who provided support in developing these Model Training Modules.

*W.R.Reddy*  
(W.R.Reddy)

## Acknowledgement

The following Trainers/Resource Persons/Subject Matter Specialists, who are engaged in Capacity Building and Training activities related to Panchayats & Rural Development for long, have voluntarily contributed in developing these Model Training Modules including the Model Learning Materials for Capacity Building & Training of Elected Representatives of Gram Panchayats for supporting the Panchayat system in India.

Firoz Huda	Smt. Subrataa Chakraborty	Shri Krishanu Bhattacharya
Shri Subrata Chakraborty	Shri Souvik Ghosal	Shri Prasanna Ash
Shri Rabi Lochan Mondal	Smt. Mahasweta Biswas	Dr. Sabari Bandyopadhyay
Smt. Piyali Roy	Shri Santanu Sarkar	Smt. Kakali Bhadra
Smt. Chitra Chanda	Hasnat Ali	Smt. Priyanka Dutta
Shri Tapas Pore	Shri Wrik Goswami	Shri Ankit Raj
Shri Atanu Thakur	Shri Samir Kumar Ghosh	Smt. Lakshmi Aparna
Smt. Sumana Ghosh Das	Smt. Mousumi Sen	Shri Abnish Kumar Ray
Shri Subhayu Chowdhury	Shri Manab Kundu	Shri Debdut Saha
Shri Liton Das	Smt. Anindita Mukherjee	Md. Rabiul Islam
Smt. Swapna Pal Raha	Smt. Ruchira Raha	Shri Victor Sikdar

Support has been provided by Shri Paritosh Roy, Shri Suddhasatwa Barik and Shri Krishanu Bhattacharya, Senior Consultants in editing the Learning materials.

Administrative and logistic support has been provided by Dr. Y. Bhaskar Rao, ex-Professor & Head, Centre for Panchayati Raj (CPR); Dr. C.Kathiresan, Associate Professor & Head, CPR; and Dr. Anjan Kumar Bhanja, Associate Professor, CPR, NIRD&PR.

Apart from developing the Model Training Designs, the Model Session and Transaction Processes and a few chapters in the Model Learning Materials, overall responsibility starting from planning, coordinating and designing to final production of all the components of these Model Training Modules including need-based rewriting and re-editing has been discharged by Shri Dilip Kumar Pal, Project Lead Consultant, NIRD&PR.

NIRD&PR acknowledges with thanks the sincere and dedicated efforts of the entire team.

NIRD&PR also acknowledges with gratitude the sincere support, encouragement and feedback given by the Ministry of Panchayati Raj and the Ministry of Rural Development, Government of India, the SIRD&PRs, the experts and the practitioners.

  
(W.R.Reddy)



# Book-3

## Model Learning Materials for Elected Representatives of Gram Panchayats (Common to both Induction Level Orientation and Refresher Training)

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## Chapter - 1

### Gram Panchayat as an Institution of Self-Government and its Roles & Responsibilities

*(This is a Model Learning Material. The exact functions, roles and responsibilities devolved to Gram Panchayats need to be contextualised, based on respective State Panchayati Raj Acts and Rules)*

#### **Q-1: What is the Background of the Panchayat System in India?**

**Ans:** Many people think that the word Panchayat is derived from the word 'Panch' that refers to an institution of five. In ancient India, rural administration was looked after by a village council consisting of five members although the number varied from time to time. India has a long tradition of local governments going back to more than 1000 years, though the pattern of working of the local bodies underwent marked changes.

Gradually, village administration was looked after by the local bodies through various Acts and rules framed from time to time during pre-independence and post-independence periods.

Mahatma Gandhi stated that India lives in her villages. He believed that "the best, quickest and most efficient way is to build up from the bottom..... Every village has to become a self-sufficient republic".

After Independence, many States took initiative to form Panchayat bodies from village to district level. Finally, almost after five decades of Independence, in the year 1992-93, the Government of India took a revolutionary step by making Panchayati Raj Institutions as part of the Constitution through the 73<sup>rd</sup> Amendment. The amendment contains the provision for devolution of powers and responsibilities to the panchayats with respect to preparation of plans and implementation of schemes for economic development and social justice in relation to the 29 subjects listed in the Eleventh Schedule of the Constitution.

In the three-tier structure of the Panchayati Raj system, Gram Panchayat is the lowest unit. There is a Gram Panchayat for each village or a group of villages. The next tier of the Panchayati Raj system is the Intermediate Panchayat set up at the block level. The District Panchayat stands at the apex of the three tier Panchayati Raj system.

#### **Q-2 : What are the Roles of three-tier Panchayati Raj Institutions as per provisions of the Constitution of India ?**

**Ans:** As per the provision of Article 243G of the Constitution of India, elected Panchayats will function as self-government institutions. The Panchayats, in their areas, should prepare plans for economic development and social justice and also execute them. The states should devolve powers and responsibilities with respect to the 9 subjects, as mandated, to the panchayats and also make funds available to them for executing these functions.

Being an institution of self-government nearest to the people, Gram Panchayat plays the most important role in rural development. Reference of three most important initiatives taken up by the Government of India with the objective of giving importance to the Gram Panchayat may be mentioned as under:

- Main responsibility for implementation of the schemes under Mahatma Gandhi National Rural Employment Generation Act, one of the major flagship programmes, has been given to Gram Panchayats. They are authorised to utilise not less than 50% of the allocation under MGNREGS.
- Gram Panchayat, out of the three-tier Panchayat system, is the only institution at the village level to execute schemes out of the fund made available as untied fund from the 14<sup>th</sup> Finance Commission.

- Priority has been given from the national level for preparation of Gram Panchayat Development Plan (GPDP).

**Q-3 : What are the Duties of a Gram Panchayat as per State Panchayat Act ?**

As per the provisions of sections abc, def, ghi and jkl, a Gram Panchayat shall function as a unit of self-government for achieving the goal of human development including social and economic development and securing social justice for all, and shall, subject to such conditions as may be prescribed or such directions as may be given by the State Government.

**Q-4 : What are the Obligatory Duties of a Gram Panchayat ?**

**Ans: (i) The Obligatory Duties** of a Gram Panchayat are as follow:

- (a) Prepare a development plan for the five-year term of office. Revise and update it as and when necessary based on available resources;
  - (b) Prepare a development plan for each year by .....( as per State Panchayati Raj Act and Rules) for the works proposed to be done during the following year in furtherance of its objectives;
  - (c) Implement schemes as may be drawn up in the annual plan by a Gram Panchayat, or as may be entrusted upon or transferred to or devolved upon it.
- (ii)** A Gram Panchayat shall abide by the duties to undertake schemes or adopt measures within the area under its jurisdiction relating to:
- (a) promotive and preventive health care, reproductive and child health care, improvement of nutritional standards, community health management including maintenance and upgradation of sub-centres and dispensaries;
  - (b) pre-school education and primary education including enrolment of children in schools, containment of drop-outs, spread of literacy campaigns, continuing education for adults and those out of schools and similar other schemes;
  - (c) development of women and children, empowerment of women, formation and facilitation of Self-Help Groups (SHGs), schemes for micro-finance and other activities for flow of credit for taking up income generating and other developmental activities;
  - (d) social welfare including welfare of backward classes, weaker sections & persons with disabilities;
  - (e) development of livestock including vaccination of animals against epidemic and implementation of artificial insemination programme;
  - (f) promotion of agriculture including irrigation facilities and motivation of farmers for augmenting crop yield, introduction of new crop including selection of beneficiaries for distribution of seeds, bio-fertilizers, pesticides, farm machinery, plant protection equipment and other agricultural implements;
  - (g) development of fisheries involving improvement of tank, harvesting, netting, excavation of tanks, testing soil and water, supply of mini-kits and introduction of various improved practices;
  - (h) promotion of small-scale and cottage industries and welfare of artisans;
  - (i) identification and selection of beneficiaries for distribution of ration cards, monitoring distribution of food grains through public distribution system;
  - (j) construction of percolation tanks, field channels, maintaining minor irrigation schemes, collection of water charges through user committees for new projects handed over to Gram Panchayat;

- (k) water management, soil conservation and watershed development;
- (l) construction and maintenance of tube-wells, wells, tanks and cleansing and disinfecting the sources of storage and supply of water;
- (m) construction, maintenance and repair of public streets and protection thereof;
- (n) extension of social forestry and farm forestry including plantation of trees and distribution of saplings and promotion of fuel and fodder cultivation;
- (o) maintenance of environmental sanitation including promotion and management of solid and liquid waste and prevention of public nuisance.

**(iii)** A Gram Panchayat shall not omit or refuse to act upon any recommendations of Gram Sabha relating to prioritization of any list of beneficiaries or schemes or programmes so far as it relates to the area of the Gram Sabha unless it decides in a meeting, for reasons to be recorded in writing, that such recommendations are not acceptable or implementable under the provisions of the Act or any rule, order or direction there under:

Provided that if the Gram Panchayat decides that any recommendations are not acceptable or implementable under the provisions of the Act or any rule, order or direction thereunder, its decision shall be immediately communicated for placing it in the next meeting of the Gram Sabha.

**Q-5 : What are the Transferred Duties of a Gram Panchayat ?**

**Ans: (i)** A Gram Panchayat shall-

- (a) undertake execution of any scheme including schemes relating to employment generation, performance of any act or management of any institution or organization entrusted to it or devolved on it by the State Government or by any other authority with the approval of the State Government;
  - (b) manage or maintain any work of public utility or any institution vested in it or transferred to it for management and control;
  - (c) perform such other functions as the State Government may, by order, transfer to it or entrust upon it or devolve on it from time to time.
- (ii)** If the State Government is of the opinion that a Gram Panchayat has persistently made default in the performance of any of the functions assigned to it or entrusted or devolved upon it, the State Government may, after recording its reasons, withdraw such function from such Gram Panchayat and assign or entrust or devolve such function upon Intermediate Panchayat having jurisdiction till a reconstituted Gram Panchayat is elected and starts functioning.

**Q-6 : What are the Regulatory Duties of a Gram Panchayat ?**

**Ans:** Subject to such conditions as may be prescribed, a Gram Panchayat shall, within its jurisdiction—

- (a) accord permission for erection of new structure or new building or addition to any structure or building to prevent unplanned growth and to protect ambience;
- (b) assess, impose and collect taxes, rates or fees leviable under this Act;
- (c) make registration of running trade unless such trade or registration of such trade is prohibited under any other law for the time being in force;
- (d) make registration of the vehicle other than the vehicle required to be registered under the Motor Vehicles Act.....;

- (e) make registration of shallow or deep tube-wells fitted with motor driven pump sets, installed for irrigation and used for commercial purposes;
- (f) make registration of births and deaths occurring in the area;
- (g) undertake control, management and administration of the Gram Panchayat Fund established under this Act;
- (h) exercise control over employees of the Gram Panchayat;
- (i) adopt measures for relief of the distressed, destitute and infirm;
- (j) provide for prevention of water logging and drainage of rain water;
- (k) undertake preventive measures to control spread of epidemics;
- (l) undertake protection and repair any building or other property vested in it;
- (m) establish ferry ghat and manage and control ferries;
- (n) establish and maintain crematorium and cremation ground;
- (o) control eating places and enforce hygienic practices;
- (p) maintain street lighting; and
- (q) perform such other functions as may be transferred to it or devolved upon it by the State Government.

**Q-7: What are the Complementary Duties of a Gram Panchayat?**

Ans: A Gram Panchayat shall have powers to take measures for improvement of quality of life and without prejudice to the generality of the aforesaid provision, shall undertake schemes and adopt measures relating to –

- (a) participation of people in preparing development plan and awareness generation among people on their role in development;
- (b) participation of people in all stages of implementation of development works;
- (c) enhancement of livelihood opportunities for people;
- (d) organizing voluntary workers for collective activities;
- (e) organizing campaigns against social evils like drinking, consumption of narcotics, dowry, child marriage, gender discrimination, and abuse of women and children;
- (f) creating legal awareness among disadvantaged sections;
- (g) maintenance of community assets;
- (h) awareness building on civic responsibilities;
- (i) promotion of co-operative movement and support to co-operative institutions;
- (j) prevention of food adulteration;
- (k) encouragement for consumption of bio-gas;
- (l) providing bathing and washing ghats; and
- (m) construction of waiting sheds for travellers.

**Q-8: What are the Roles and Responsibilities of a Member of Gram Panchayat?**

**Ans:** An elected member of a Gram Panchayat (popularly known as Ward Member in most States) has to play a critical role for overall development of the area of the Gram Panchayat. Therefore, she/he should have a clear idea about her/his duties and responsibilities as a member of the Gram Panchayat. As an attempt to give an idea in this regard, a statement of roles and responsibilities is mentioned below. Apart from these, there might be some other duties and responsibilities and from time to time many more might be added to the list.

Sl.No.	Roles	Responsibilities
1.	As elected member of the Gram Panchayat Constituency	As an elected representative of the people of the Ward/Ward Sabha area, s/he should thoroughly inform herself/himself of the overall situation of the area, should listen to the problems and grievances, try to solve the problems as far as possible and also take up the issues with the Gram Panchayat for redress. The decisions of the Gram Panchayat should be discussed with the people on regular basis. It should also be kept in mind that, she/he is also the representative of the persons who have not yet been eligible for voter or who have not participated in the election.
2.	As elected member of the Gram Panchayat, the local self-government.	To form the Gram Panchayat as a local government along with other members, to participate in the deliberations of the general meeting of the Gram Panchayat, to encourage the villagers to participate in the Ward Sabha meetings, to bear the responsibilities entrusted to her/him by the Gram Panchayat, to convince the people for resource mobilisation etc.
3.	As President of the meeting of the Ward Sabha	To preside over the meeting of the Ward Sabha in absence of the Chairperson and the Vice- Chairperson of the Gram Panchayat.
4.	As a member of a Standing Committee	To attend the meetings of the Standing Committee and participate in the deliberations; to review the situation of her/his area in respect of the schemes taken up in the Standing Committee with reference to the Gram Panchayat; to play an appropriate role in identification and providing solution to the problems and selection of appropriate schemes; and to extend necessary support at the time of execution of works/schemes.
5.	As a member of GPPlanning Facilitation Team (GPPFT) for preparation of Gram Panchayat Development Plan (GPDP)	To provide leadership in creating appropriate environment for preparation of Gram Panchayat Development Plan (GPDP) in the Ward/Ward Sabha area; to organise neighbourhood meetings; To arrange for collection and compilation of primary data in participatory process; to participate in the deliberations for situation review, analysis of problems and prospects in the workshop of the Gram Panchayat and extend necessary support in preparation of GPDP.
6.	As President of Village Health Sanitation and Nutrition Committee	To take necessary action for creation of awareness about public health, sanitation, nutrition etc. and monitoring of its progress.

7.	As member of School Management Committee	To prevent school drop-outs, strengthen parent-teacher associations, take necessary initiatives for development of necessary infrastructure for education; monitor quality of the Mid-Day Meal programme and to take initiative for improvement of the standard of education in the area.
8.	As member of the local Disaster Management Committee	Preparation of plan for combating disasters; in case of any disaster, taking initiative for rescue and rehabilitation; to take initiative for arrangement of relief for the affected families; to take up awareness programmes in case of apprehension of any disaster.
9.	As President of Monitoring Committee for Anganwadi Centre	To supervise the works of the AWC regularly; to ensure that all the beneficiaries get all the benefits as per norms; to monitor the infrastructure of the AWC and in case of any deficiency, to take necessary action.
10.	As member of Village Water and Sanitation Committee(VWSC)	To take initiative for management of piped water supply projects handed over to a Gram Panchayat; to take initiative for prevention of wastage of water; to properly utilise the services of the laboratories for testing drinking water; to take initiative for keeping the sources of drinking water pollution free.
11.	As President of the Child Protection Committee at the village level	To create awareness on the children's rights in the Ward area; to take initiative against child labour, child marriage, exploitation etc. She/he should also take initiative for making the Gram Panchayat child-friendly.
12.	As member of the Block Council	To attend the meetings of the Block Council and participate in the deliberation; to initiate proposal for inclusion of schemes in the plan of the Intermediate Panchayat which cannot be taken up by the Gram Panchayat.
13.	As a member of the Managing Committee of the Village Education Committee	To prevent school drop-outs; to take initiative for improvement of infrastructure for education; to monitor the quality of the Mid-Day Meal scheme and take initiative for improvement of the standard of education.

Among the elected members of a Gram Panchayat, one is elected as the Chairperson and another member as Vice-Chairperson. The Chairperson performs the administrative and financial functions as the administrative head of the Gram Panchayat. S/he controls and monitors the performance of the employees of the Gram Panchayat. S/he is the ex-officio Chairperson of Finance and Planning Standing Committee. However, his main function is to perform all the duties of the Gram Panchayat as assigned by law with all the members, as the institutional head of the Gram Panchayat. In absence of the Chairperson, the Vice- Chairperson has to perform such duties.

Among the members of the Standing Committees, except the Finance and Planning Standing Committee, there are four more Standing Committees in which four members may function as Chairpersons. The Chairpersons of the Standing Committees will have to call the meetings of the Standing Committees on regular basis and prepare sector wise plan and budget. Besides, she/he has to place the report of the Standing Committee before the general meeting of the Gram Panchayat.

Among the opposition members of the Gram Panchayat, one will function as the leader of opposition. She/he will also be a member of the Finance and Planning Standing Committee.

The main responsibility of the leader of opposition is to attend the meetings of the Finance and Planning Standing Committee and to take part in the deliberations. S/he should also extend necessary support to the Gram Panchayat in execution of the schemes with promptness, transparency, accountability and equity. It may be mentioned here in this connection that, as leader of opposition she/he should extend support to the office bearers and the employees of the Gram Panchayat in discharging their duties properly through constructive criticism.

The employees of a Gram Panchayat are the important assets of the Gram Panchayat. The Chairperson, the Vice-Chairperson and the members would be able to discharge their duties properly if the employees are efficient and positive-minded. The Chairperson, the Vice-Chairperson and the members of the Gram Panchayat are elected for a term of five years but the employees, though may be transferred occasionally, are permanent and they are very well aware of the rules, regulations and the guidelines of the schemes and therefore can assist the Chairperson and others to discharge their duties properly. Without support and cooperation of the employees, it is difficult for the office bearers of the Gram Panchayat to perform their duties properly. Therefore, it is very important to build a good and effective working relationship among the Chairperson, the Vice-Chairperson, members and the employees of the Gram Panchayat.

**Q-9: What should be the characteristics of a Gram Panchayat to be a strong and powerful self-government institution?**

**Ans:** A Gram Panchayat can function effectively and can deliver improved and quality services to the people if it becomes strengthened and powerful as an institution. In order to be a strong institution, a Gram Panchayat should acquire many qualities. As a strong and powerful institution, the main features of a Gram Panchayat are:

- Conduct of general meetings of the Gram Panchayat, Standing Committees, Ward Sabhas and Gram Sabha on regular basis maintaining the prescribed procedure.
- Formation of the Standing Committees, making them effective for preparation of plans on the related subjects, their execution and monitoring.
- Ensuring transparent and efficient financial management system, maintenance of accounts and conduct of audit.
- Implementation of works/schemes as per relevant rules, and guidelines.
- Execution of every work as per the prescribed procedure with promptness, equity, transparency and accountability
- Maintenance of all the records and registers as per norms and to update these from time to time as may be required.
- Execution of the development schemes impartially regardless of political, religious and other differences.
- Giving importance to the opinion of the people having different faith and belief.
- Taking decisions following a democratic process and execute them.
- Ensuring collective leadership and collective decision-making process.
- Maintaining good relation and understanding between the Elected Representatives and the employees in execution of works.
- Taking necessary action for delivery of basic services to all the villagers.
- Setting up of own data bank and to update the same on regular basis.
- Taking necessary initiatives for maintaining amiable and peaceful relationship among all people.

- Generating awareness regarding the concept of self-governance and good governance.
- Honouring and acknowledging the crucial role of women in governing the Panchayati Raj Institutions.
- Prioritising the matter of development of women and children in implementation of development schemes.
- Taking initiative for solution of the problems of the persons with disability.
- Responsiveness towards the Scheduled Castes, Scheduled Tribes, Backward Classes, Minority Community and its reflection on the activities of the Gram Panchayat.
- Ensuring active participation of common people, especially backward sections of the society and women.
- Collection of various data through neighbourhood meetings, holding discussion with the people on various development issues, preparation of data-based holistic development plan and budget according to the need and demand, and execution, monitoring and evaluation of the same.
- With the objective of discharging the duties and responsibilities prescribed by law and rule, acquiring necessary capability of the Elective Representatives both individually and collectively and to translate such capability into reality.

**Q-10: What is the importance of attainment of institutional capacity by a Gram Panchayat and attainment of capability by its Elective Representatives ?**

**Ans:** As a unit of self-government, every Gram Panchayat should become institutionally strengthened. For this purpose, the Elected Representatives should acquire necessary capability. In this connection, five components of capability may be mentioned. These are: thorough knowledge, total awareness, appropriate attitude, adequate skills and self-confidence. Thorough knowledge means full knowledge about a particular subject; complete awareness means to understand as to why, what, where and how much of a subject should be told, done, seen or listened to or not, and also to understand how and from which, something good or bad can happen. Appropriate attitude means to acquire mental attributes through which wellbeing of all can be done without any harm to any individual or group. Attitude is exposed through behaviour and behaviour depends upon the mind-set or attitude. Skill means the ability to perform a work properly. Self-confidence is the feeling of trust in oneself. Generally, self-confidence grows with acquiring other components of capability. Therefore, a capable person means a person who can efficiently perform a work with appropriate attitude and self-confidence, with full knowledge of the subject matter, understanding its objective.

A Gram Panchayat may be elevated to an institutionally strengthened position if its Chairperson, Vice-Chairperson, Chairpersons of the Standing Committees, other members and the employees can attain capability in its true sense. Every Elected Representative and employee of a GP should undergo training on regular basis for this purpose.

**Q-11: What should be the Goal and Vision of a Gram Panchayat?**

**Ans:** Every Gram Panchayat should have its specific goal as a local self-government. The goal of a Gram Panchayat relating to development means creation of a people friendly development scenario, which is necessary and possible to achieve, but it has not yet been attained. Therefore, every Gram Panchayat should review and assess the present situation and should decide where to reach within a specific time period undertaking development activities. With this end in view, the Chairperson, the Vice-Chairperson, Chairpersons of the Standing Committees, members and the employees of the Gram Panchayat should collectively have a clear vision about an improved situation of the area and should draw an outline as to how things would look and should also share the same with the people.

Therefore, it is crucial to prepare a detailed plan for development for reaching the goal as per vision taking into consideration all aspects of life such as education for all, health and nutrition, public health, women and child development, social welfare, agriculture, animal resource development, cottage and small-scale industries, infrastructure, protection of environment etc.

**Q-12: What are the Sustainable Development Goals (SDG) and what are the roles of a Gram Panchayat in achievement of the SDGs?**

**Ans:** The leaders of 193 countries including India, in adopting the 2030 agenda for **Sustainable Development**, resolved to free humanity from poverty, secure a healthy planet for future generations and build peaceful inclusive societies as a foundation for ensuring lives of dignity by 2030. There are 17 goals with 169 targets and about 300 indicators for development to guide all concerned. For the purpose of sustainable development, apart from elimination of poverty and starvation, importance has also been given to the matter of upholding human rights, elimination of gender inequalities and women empowerment.

As the Panchayati Raj Institutions are set up with the objective of holistic development of rural India, it is important for a Gram Panchayat, to draw up a comprehensive plan for overall development of its area considering the need and demand and should also take appropriate measure for implementation of the plan to become a successful partner in achieving the Sustainable Development Goals.

**Q-13: What are the roles and responsibilities of a Gram Panchayat in Human Development and Social Development?**

**Ans:** As it has been already discussed, a Gram Panchayat should take appropriate initiative for preparation and implementation of appropriate plans for overall progress of the area with respect to human development and social development giving priority to the weaker sections of the society.

**Q-14: What are the powers and responsibilities of the Standing Committees of a Gram Panchayat ?**

**Ans:** As per section xyz of the State Panchayat Act there are five Standing Committees of a Gram Panchayat. These are:

- (i) Finance and Planning Standing Committee
- (ii) Agriculture and Animal Resources Development Standing Committee
- (iii) Education and Public Health Standing Committee
- (iv) Women & Child Development and Social Welfare Standing Committee
- (v) Industry and Infrastructure Standing Committee

These Standing Committees will function as per the rules and guidelines and instructions of the State Government and the Gram Panchayat. These Committees should draw up necessary plans and play an active role in implementation of such plans as per the guidance of the Gram Panchayat with the aim of attaining the goal for overall development of the area.

**Q-15: What are the roles and responsibilities of a Gram Panchayat in implementation of various rural development and social welfare programmes?**

**Ans:** In addition to the prescribed norms and procedure for execution of works/schemes aiming at holistic development of the Gram Panchayat area, the following issues should be carefully looked into:

- To keep close relation with the people and ensure their participation in implementation of the works.

- Priority to be given to the backward sections of the society.
- Timely implementation of the schemes following the prescribed procedure.
- Prescribed norms of procurement to be followed as per decision of the Gram Panchayat in execution of the schemes.
- Importance to be given for convergence of different development schemes with the objective of attaining the goal for total development.
- Transparency and accountability to be maintained.

**Q-16: What are the roles and responsibilities of a Gram Panchayat in preparation of an integrated plan and budget?**

**Ans:** As per the State Panchayat Act, every Gram Panchayat should prepare a development plan for its five-year term and revise and update it as and when necessary for achieving the goal of human development including social and economic development. The Gram Panchayat should also prepare Standing Committee wise annual plan and budget. For this purpose, participation of people should be ensured by adopting suitable measures like sending letters to all households, wall writing, publicity through posters and leaflets, announcement through mike etc. With the objective of preparation of participatory plan and budget, a Gram Panchayat Planning Facilitation Team (GPPFT) is to be formed with Elected Representatives and employees of the Gram Panchayat, employees of the line departments operating in the GP area, members and office bearers of the Self Help Groups, social workers, representatives of communities, representatives of CSO/NGO/CSR/CBO and others. The total number of the GPPFT may be even up to 100. Necessary training should be organized for the GPPFT team members. This team will collect all relevant data through neighbourhood meetings and extend necessary support for preparation of GPDP.

The Gram Panchayat should give due importance to the Standing Committees for preparation of plan and budget. The long term plan as well as short term plan and budget should be placed before the meetings of Ward Sabha and Gram Sabha before placing the same in a general meeting of the Gram Panchayat for approval.

**Q-17: What are the roles and responsibilities of a Gram Panchayat in monitoring and evaluation of its functions ?**

**Ans:** For effective implementation of the plan, regular and thorough review and monitoring of works at multiple levels is crucial. Therefore, any Gram Panchayat should adopt suitable monitoring measures. A few examples are as follows:

- Monitoring by the statutory committees like general meeting of the Gram Panchayat, various Standing Committees, Gram Sabha, Ward Sabha etc.
- Social Audit is an effective tool where the people participate. The report of the Social Audit report is to be placed in the meetings of Gram Sabha so that people can be aware of the progress of works and participate in deliberations and give suggestions.
- Monthly progress reports of physical and financial progress should be prepared in prescribed format and shared with the supervisory authority.
- Field monitoring by identified officers.
- IT based monitoring should be adopted and reports should be made available to the citizens on the website. Any complaint is to be enquired into and necessary action is to be taken for redress of grievances.

## Chapter – 2

### Structure & Functions of Gram Panchayat & its Standing Committees

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

**Q-1: What do we mean by “Village” and “Gram Panchayat” ?**

**Ans:** As per the State Panchayat Act, a ‘village’ usually comprises of one revenue village or part of a revenue village or generally a group of contiguous revenue villages or part thereof. Such a ‘village’ is formed through a notification by the State Government. A Gram Panchayat is constituted as per the State Panchayat Act for such notified villages.

**Q-2: Can the State Government alter the area of jurisdiction of a Gram Panchayat?**

**Ans:** Yes. The State Government, by notification, can alter the area of jurisdiction of a Gram Panchayat. This type of alteration can only be done after proper inquiry and after taking into consideration the opinion of the concerned Gram Panchayat.

**Q-3: What is the maximum and minimum number of elected members in a Gram Panchayat?**

**Ans:** As per the provision of section xyz.... of the State Panchayat Act, the maximum and minimum number of directly elected members in a Gram Panchayat will be 30 (thirty) and 5 (five) respectively.

**Q-4(a): Who is eligible to be elected as member of a Gram Panchayat?**

**Ans:** Any person, whose name is included in the electoral roll pertaining to the area comprised in the ‘village’ (as defined in the answer to Q-1), may contest from any constituency of the Gram Panchayat for being elected as member by secret ballot during the Panchayat Election.

**Q-4(b): With whom is a Gram Panchayat body constituted?**

**Ans:** A Gram Panchayat body is constituted with the following members:

- a) Directly elected members of the Gram Panchayat.
- b) Members of Intermediate Panchayat, except Chairperson or Vice-Chairperson of the Intermediate Panchayat, elected from the concerned Gram Panchayat area, as Ex-officio members.

**Q-5: Who is the Institutional Head as well as chief administrative authority of a Gram Panchayat?**

**Ans:** The Chairperson is the institutional head as well as the chief administrative authority of a Gram Panchayat.

**Q-6: What is meant by ‘Electoral/Election constituency’ in case of a Gram Panchayat? Who are members of a Gram Sabha?**

**Ans:** Each member of a Gram Panchayat is elected by the voters of a particular area. Each of these areas is called Electoral Constituency of a Gram Panchayat.

Generally, each of the polling stations within the jurisdiction of a Gram Panchayat, as per the finally published Electoral Roll by the Election Commission of India is an Electoral Constituency of the Gram Panchayat. Therefore, all the voters of a Gram Panchayat constituency are members of a Ward.

All the voters under all the Electoral Constituencies of a Gram Panchayat are members of the Gram Sabha.

**Q-7: How are seats reserved for Scheduled Castes, Scheduled Tribes, Backward Classes and women for election of the members of a Gram Panchayat from the Electoral Constituencies?**

**Ans:** Seats are reserved for Scheduled Castes, Scheduled Tribes, Backward Classes and women for election of the members of a Gram Panchayat as per percentage and formula prescribed by the State Panchayat Election Act and Rules. Generally, seats are reserved for Scheduled Castes, Scheduled Tribes and Backward Classes in proportion to the population belonging to the respective classes in the area of the Gram Panchayat.

**Q-8: How are the Chairperson and the Vice-Chairperson elected in a Gram Panchayat?**

**Ans:** After the Panchayat General Election is over, the names of the elected members are notified in an Official Gazette. Thereafter, the first meeting of a Gram Panchayat is convened by the Block Development Officer. The Chairperson and Vice-Chairperson are elected from among the directly elected members of the Gram Panchayat as per the prescribed Rules either unanimously or by secret ballot.

**Q-9: Is there any provision for removal of a directly elected member of Gram Panchayat? If so, how?**

**Ans:** The prescribed authority (i.e. the Sub Divisional Officer) as per the provision of section xyz of the State Panchayat Act, may, by order, remove a member of Gram Panchayat from her/his office on the following grounds after giving an opportunity of being heard:

- a) If after her/his election, she/he is convicted by a criminal court of an offence punishable with imprisonment for a period of more than six months involving moral turpitude or involving any other cognizable offence; or
- b) If she/he was disqualified to be a member of the Gram Panchayat at the time of her /his election;
- c) If she/he is absent from three consecutive meetings of the Gram Panchayat without leave of the Gram Panchayat; or
- d) If she/he does not pay any arrear in respect any tax, toll, fee or rate payable under law; or
- e) If she/he does not make and subscribe an oath or affirmation before the competent authority under section xyz within six months from the date of her/his election; or
- f) If at the time of her/his election she/he was not a member of any of the Scheduled Castes or the Scheduled Tribes or the Backward Class and the Scheduled Castes or the Scheduled Tribe or the Backward Class certificate produced by her/him at the time of nomination has since been cancelled by the competent authority.

**Q-10: Can any member of a Gram Panchayat who has been removed from the office appeal to any authority against the order of her/his removal?**

**Ans:** Yes, a member of a Gram Panchayat who has been removed from her/his office may, within thirty days from the date of the order, appeal to the appellate authority appointed by the State Government. The District Magistrate is the appellate authority in this regard.

**Q-11: Can the concerned member participate in the meeting of a Gram Panchayat until the order is disposed of?**

**Ans:** The concerned member can participate in the meetings of the Gram Panchayat if the appellate authority stays the operation of the order till the disposal of the appeal.

**Q-12: How can the Chairperson, the Vice-Chairperson and a member of a Gram Panchayat resign from office?**

**Ans:** As per provision of Sec. xyz of the State Panchayat Act, the Chairperson, the Vice- Chairperson and a Member of a Gram Panchayat may submit in writing, mentioning the cause, her/his intention to resign to the concerned Block Development Officer. The address for communication of the concerned member must be mentioned in the resignation letter. The concerned Block Development Officer may, after hearing, accept or reject the resignation letter.

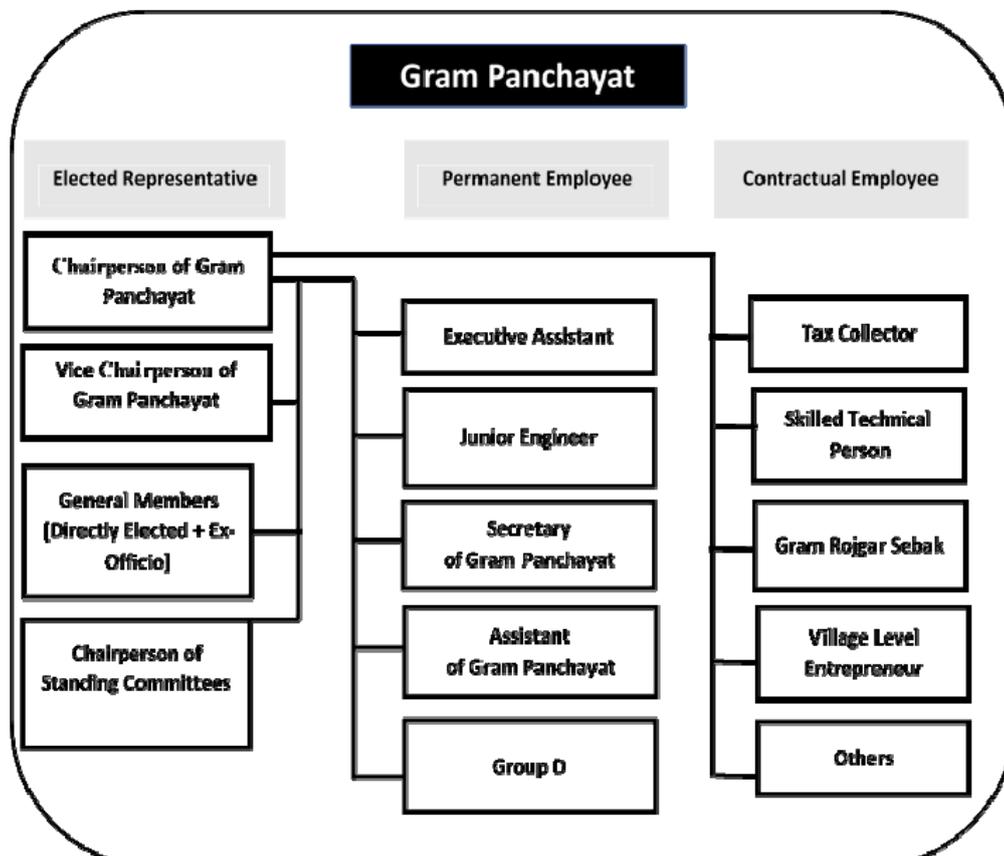
**Q-13: What is the term of office of a member of Gram Panchayat?**

**Ans:** The term of office of the members of a Gram Panchayat is 5 (five) years from the date of the first meeting of the Gram Panchayat. The member, elected by Bye Election or re-election, holds office from the date of taking oath till the end of term of the Gram Panchayat.

**Q-14: With whom can a Gram Panchayat function?**

**Ans:** A Gram Panchayat functions with the following persons:

- a) Directly elected members of the Gram Panchayat. The Chairperson and the Vice-Chairperson are elected from among the elected members or in the manner prescribed in the State Panchayat Act or Rule.
- b) The ex-officio members of a Gram Panchayat i.e., members of Intermediate Panchayat (except Chairperson or Vice-Chairperson) elected from the concerned Gram Panchayat area.
- c) Every Gram Panchayat has 5 (five) Standing Committees or as many as prescribed in the State Panchayat Act or Rule and every Standing Committee has a Chairperson. However, the Chairperson of the Gram Panchayat is the *ex-officio* Chairperson of the Finance and planning Standing Committee. Other Chairpersons Standing Committees are elected from among the members of the Gram Panchayat.
- d) Besides, there are some permanent employees in some designated posts and one or more contractual workers deployed in every Gram Panchayat.



**Q-15: Why are Standing Committees formed?**

**Ans:** The duties and responsibilities of Gram Panchayats have increased manifold in recent years. Gram Panchayats are largely responsible for effective service delivery to the people residing in their areas. The Chairperson and the Vice-Chairperson cannot perform all the duties and responsibilities. Therefore, with the objective of distribution of work load and to deliver better services to the citizen the State Panchayat Act has made provision for formation of Standing Committees vide Section xyz.

**Q-16: When are the Standing Committees to be constituted?**

**Ans:** After the Panchayat General Election is over, the Standing Committees are to be constituted, in accordance with the provisions of State Panchayat Act and Rule, by convening a meeting as soon as possible within three (3) months from the date of election of the Chairperson and Vice-Chairperson of the Gram Panchayat.

**Q-17: How many Standing Committees are there in a Gram Panchayat?**

**Ans:** There are five (5) Standing Committees, namely:

- 1) Finance and Planning Standing Committee
- 2) Agriculture and Animal Resources Development Standing Committee
- 3) Education and Public Health Standing Committee
- 4) Women, Child Development and Social Welfare Standing Committee
- 5) Industry and Infrastructure Standing Committee

If more than five (5) Standing Committees are required to be constituted, the Gram Panchayat will have to take permission from the State Government.

**Q-18: How long can the Standing Committees remain functional?**

**Ans:** The Standing Committees would remain functional as long as the Gram Panchayat is functional. Generally, the term of a Gram Panchayat is five (5) years from the date of the first meeting following the Panchayat General Election. So Standing Committees, after constitution or re-constitution, can remain functional till the end of tenure of the Gram Panchayat.

**Q-19: Is there any specific guideline regarding inclusion of the prescribed number of women members in the Standing Committees?**

**Ans:** There is no such mandatory provision, except ‘Women, Child Development and Social Welfare subcommittee’ where, other than Chairperson and Vice-Chairperson, at least half of the members should be women from among the elected members.

**Q-20: How many members can be elected in a Standing Committee?**

**Ans :** The number of members that can be elected in a Standing Committee depends upon the total number of members in the Gram Panchayat. The provision is as under:

- One (1) member can be elected in each Standing Committee if the total number of members in the Gram Panchayat is ten (10) or less.
- Two (2) members can be elected in each Standing Committee if the total number of members in the Gram Panchayat is between eleven (11) and twenty (20).
- Three (3) members can be elected in each Standing Committee if the total number of members in the Gram Panchayat is twenty-one or more.

In this connection, by total number of members of a Gram Panchayat it is meant the sum of directly elected members of Gram Panchayat and members of the Intermediate Panchayat elected from the concerned Gram Panchayat area, who are *ex-officio* members of the Gram Panchayat.

**Q-21 : Can the members of Intermediate Panchayat who are also *ex-officio* members of the Gram Panchayat be entitled to cast vote during the election of the members of Standing Committee?**

**Ans:** Yes.

**Q-22: In how many Standing Committees can a member of a Gram Panchayat become member?**

**Ans:** A member of the Gram Panchayat can become the member of maximum two (2) of Standing Committees. However, the Chairperson and the Vice-Chairperson are *ex-officio* members of each Standing Committee.

**Q-23: Is there any prescribed time for election of Chairpersons of Standing Committees?**

**Ans:** Yes. The Chairpersons of Standing Committees are to be elected within one week from the date of completion of elections of all the members of Standing Committee and formation of Standing Committees.

**Q-24: Can the Chairperson of a Gram Panchayat who is the Chairperson of Finance and Planning Standing Committee, also be the Chairperson of other Standing Committees?**

**Ans:** Yes, the Chairperson, can also be the Chairperson of one more Standing Committee in addition to the Chairperson of Finance and Planning Standing Committee.

**Q-25: Can the Vice-Chairperson be the Chairperson of any Standing Committee?**

**Ans:** Yes. The Vice-Chairperson may be elected as the Chairperson of any Standing Committee.

**Q-26: Can a member of the Intermediate Panchayat who is *ex-officio* member of a Gram Panchayat, be the Chairperson of any Standing Committee?**

**Ans:** Yes, she/he can. There is no legal bar but it is not desirable.

**Q-27: Of how many Standing Committees can a member of Gram Panchayat be Chairperson?**

**Ans:** A member of a Gram Panchayat can be the Chairperson of a maximum of two Standing Committees.

**Q-28: To whom would a member of a Standing Committee submit letter of resignation if she/he intends to resign the post of Standing Committee member?**

**Ans:** The member or the Chairperson of a Standing Committee is required to submit resignation letter in writing to the Chairperson of the Gram Panchayat. The Gram Panchayat on receipt of the resignation letter in writing would place it in the next general meeting of the Gram Panchayat. On acceptance of the resignation, the member or the Chairperson of a Standing Committee shall be deemed to have vacated her/his office.

**Q-29: Can the Chairperson or the Vice-Chairperson who are *ex-Officio* members of Standing Committees and employees of the Gram Panchayat and Government employees who are, by virtue of the order of the Government, invitee members of Standing Committees, also resign from any Standing Committee?**

**Ans:** No, they cannot resign. But if the Chairperson or the Vice-Chairperson is removed from office owing to some reason, then the employees, as per general rule, would cease to be a member of that Standing Committee.

**Q-30: How is a vacancy filled up in the post of member or Chairperson of a Standing Committee if it becomes vacant by reason of resignation or death or removal or otherwise?**

**Ans:** The same procedure has to be followed as was done during the first constitution of any Standing Committee.

**Q-31: Who can be appointed Secretary of a Standing Committee?**

**Ans :** The Secretary of a Standing Committee is nominated from among the employees of Gram Panchayat and Government employees who are attached with the Standing Committees as per order of the State Government. In the general meeting of the Gram Panchayat, Secretaries of all Standing Committees other than Finance and Planning Standing Committee, are nominated. The Secretary of Gram Panchayat will be the *ex-officio* Secretary of the Finance and Planning Standing Committee.

**Q-32: Can a member of a Gram Panchayat be the Secretary of a Standing Committee?**

**Ans:** No.

**Q-33: Who is to function as Secretary of a Standing Committee when the said post falls vacant for any reason?**

**Ans:** In such cases the Secretary of the Gram Panchayat will function as the Secretary of the said Standing Committee.

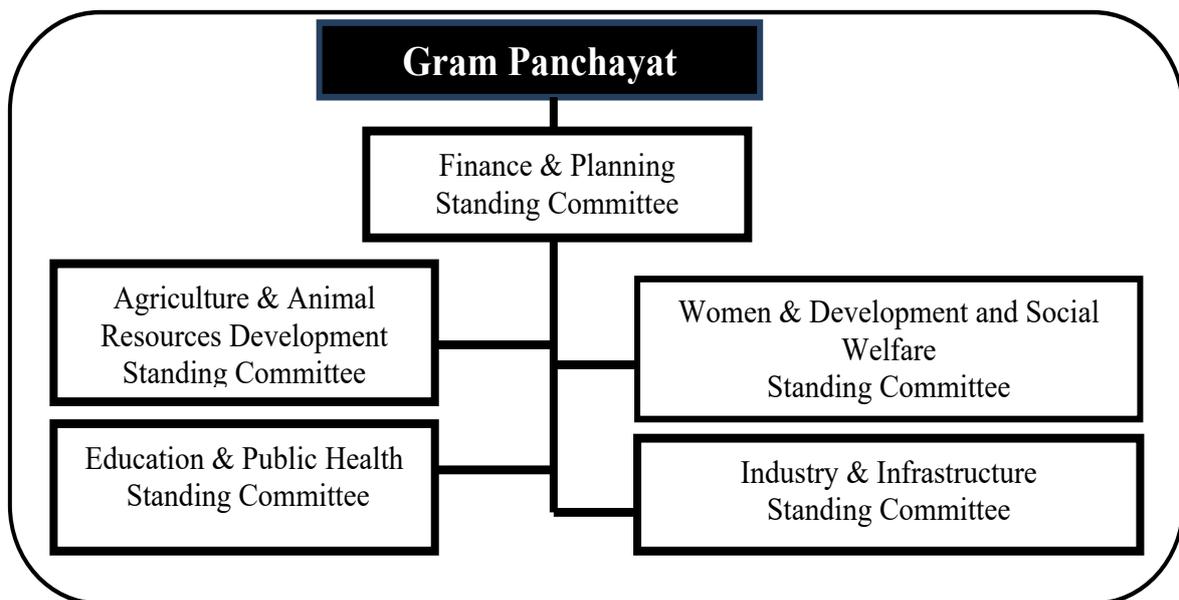
However, if the post of Secretary of the Gram Panchayat lies vacant, the person who has been given the responsibility of functioning of the Secretary of Gram Panchayat, will function as the Secretary of the Finance and Planning Standing Committee. He will also discharge the duties of the Secretary of other Standing Committees if they fall vacant.

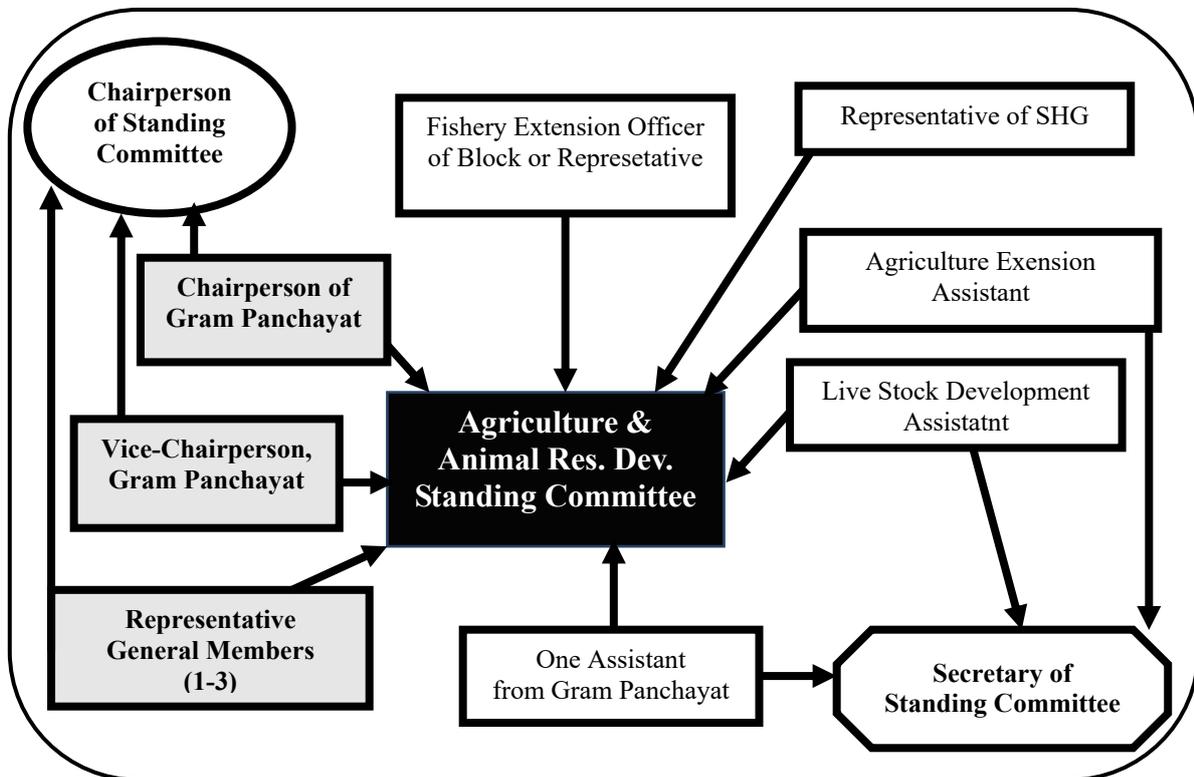
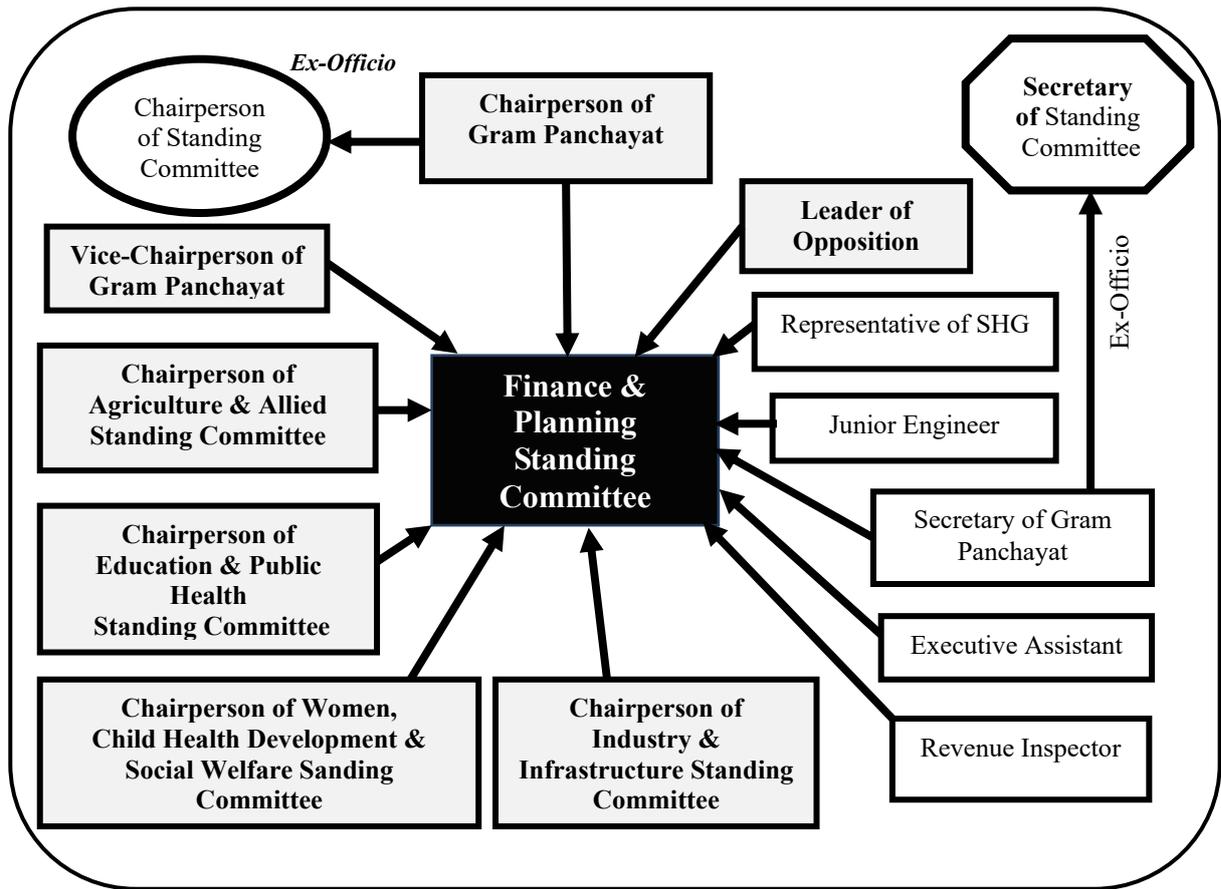
**Q-34: Will a member of a Standing Committee also resign from the office of member of the Gram Panchayat if she/he resigns from the office of Standing Committee owing to any reason?**

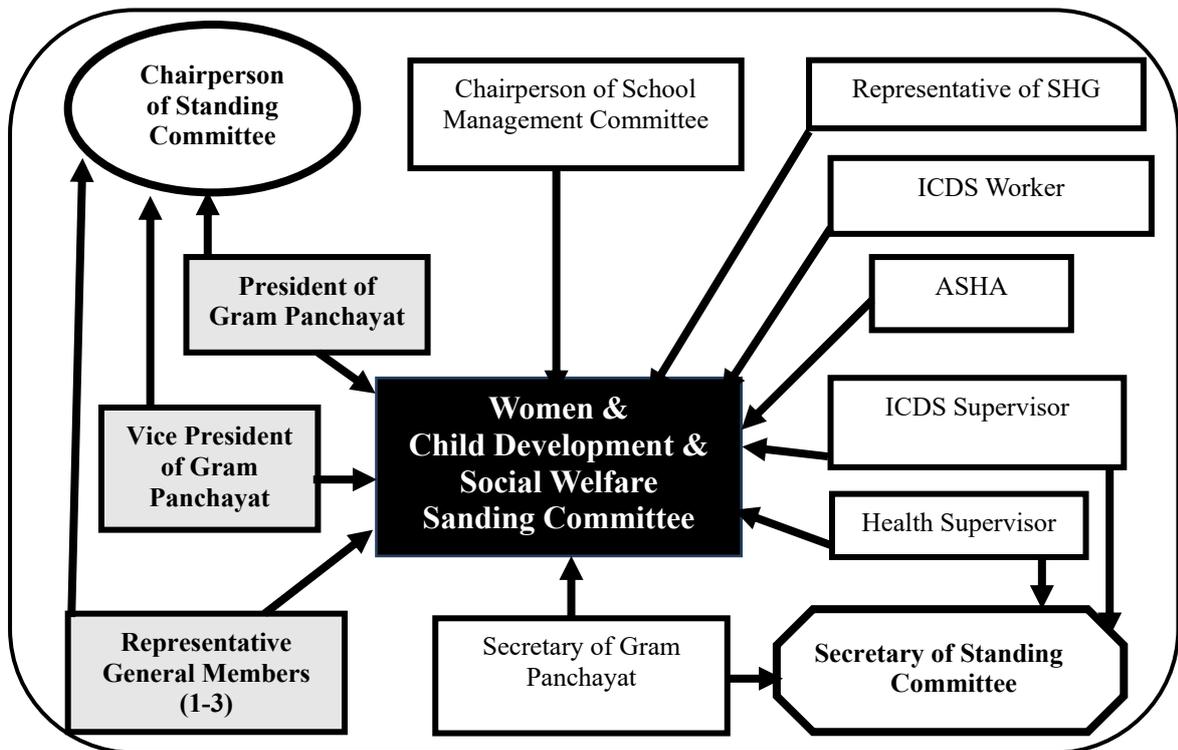
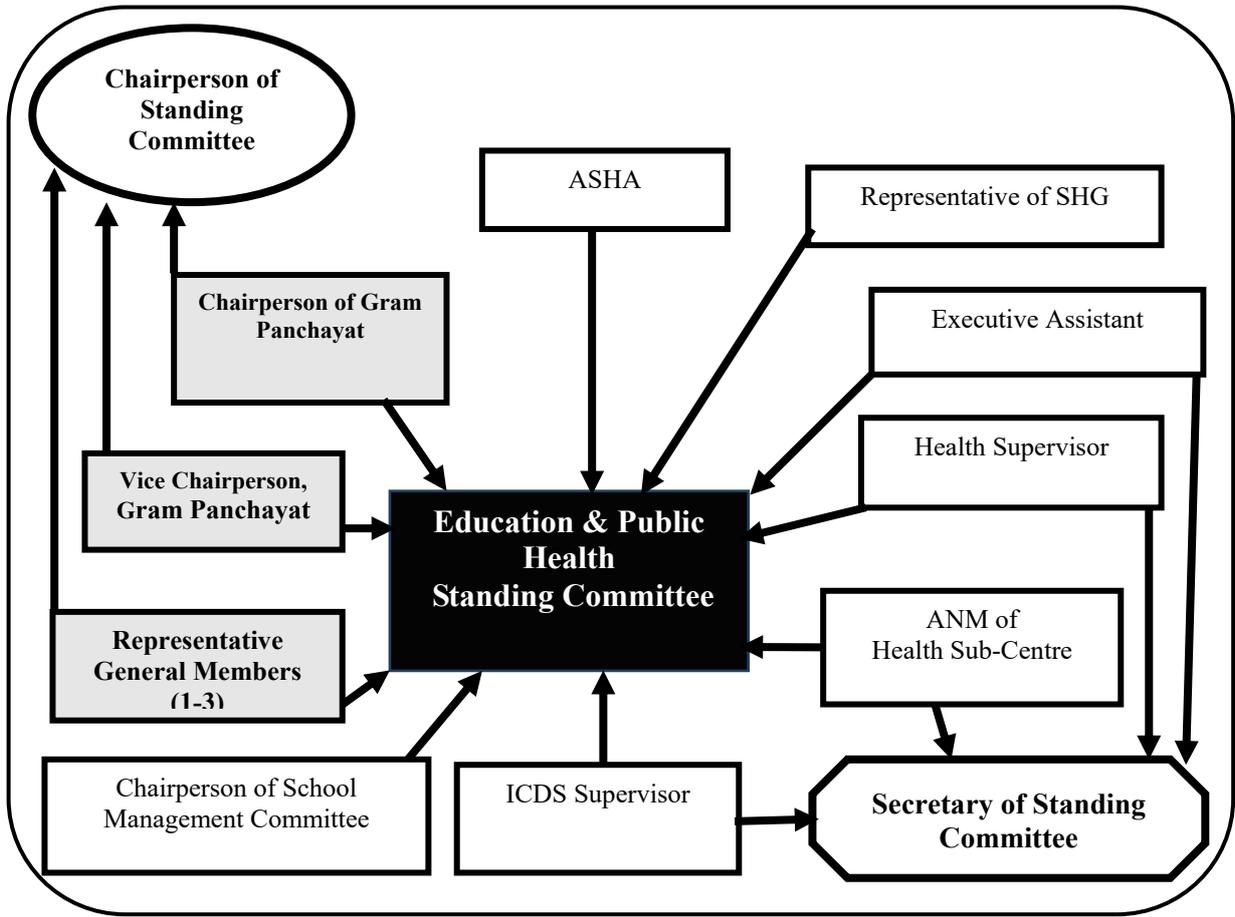
**Ans:** No. He will continue to be a member of the Gram Panchayat if he resigns only from the office of the Standing Committee.

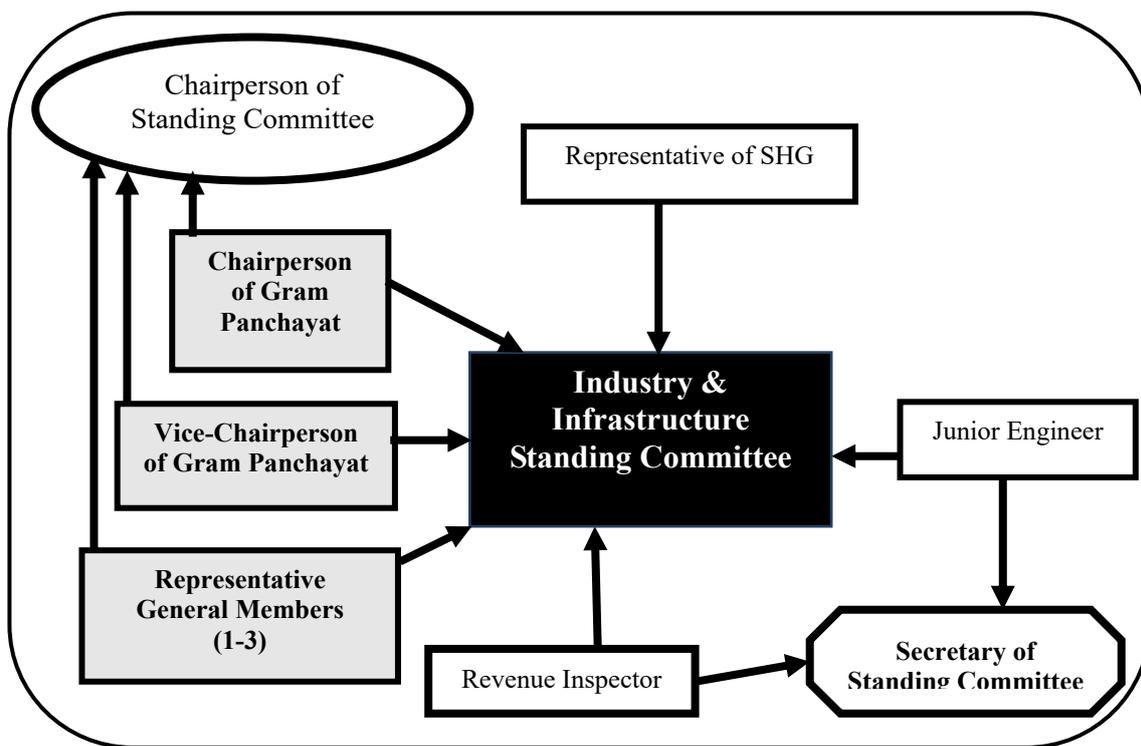
**Q-35: Can a person who is the member of two Standing Committees resign from the office of the member of one Committee owing to some reason or would she/he have to resign from both the Standing Committees simultaneously?**

**Ans:** No. He will continue to function as the member of the other Standing Committee though he has resigned from the office of the member of one Standing Committee. The structures of the Standing Committees are presented in the following diagrams.









**Functions of Gram Panchayat and its Standing Committees**

**Q-1: As an institution of self-government what are the objectives of a Gram Panchayat?**

**Ans:** As per Article 243G of the Constitution of India the objectives of the Gram Panchayat are:-

- a) To function as institutions of self-government;
- b) To prepare plans for economic development and social justice;
- c) To implement various schemes keeping focus on these two objectives.

Necessary amendments have been made in the *State Panchayat Act vide Section xyz* according to the direction given by the Constitution and on the basis of these amendments the duties and responsibilities of a Gram Panchayat have been specified.

**Q-2: What are the duties/responsibilities of the Gram Panchayat as a unit of local government in achieving the goals/objectives?**

**Ans:** The responsibilities of a Gram Panchayat have been discussed in detail in Chapter-1 of this book. Here it may be mentioned that as per Section xyz of the State Panchayat Act there are four types of the duties of a Gram Panchayat which are as follows:

- 1) Obligatory duties
- 2) Transferred duties
- 3) Regulatory duties
- 4) Complementary duties

Apart from these, a Gram Panchayat also performs such other duties that are assigned by the State Government from time to time.

**Q-3: What are the main obligatory duties of a Gram Panchayat?**

**Ans:** The main obligatory duties of a Gram Panchayat are:

- To function as a unit of self-government in order to achieve socio-economic development and secure social justice for all.
- To prepare development plan for five-year term and revise and update it as and when necessary.
- To prepare an annual plan for each year and implement.
- Apart from these, the development of Health, Education, Agriculture and Irrigation sectors, welfare of women, children, backward classes, people of disadvantaged sections and persons with special needs also come under the obligatory duties of a Gram Panchayat.

[For detailed information please see Chapter-1 of this book.]

**Q-4: What are the main transferred duties of a Gram Panchayat?**

**Ans :** The transferred duties of a Gram Panchayat are:

- To execute various schemes including schemes related to employment generation.
- To manage or maintain public utility works
- To perform such other functions as the State Government may, by order, transfer to it or entrust upon it or devolve on it from time to time.

[For detailed information please see Chapter-1 of this book.]

**Q-5: What are the main regulatory duties of a Gram Panchayat?**

**Ans :** The main regulatory duties of a Gram Panchayat are:

- To accord permission for erection of new structure or new building or addition to any structure or building
- To assess, impose and collect taxes, rates or fees
- To make registration of the vehicles which are not registered under the Motor Vehicles Act, 1988
- To make registration of shallow or deep tube wells fitted with motor driven pump sets, installed for irrigation and used for commercial purpose.
- To make registration of birth and death.

[For detailed information please see Chapter-1 of this book.]

**Q-6: What are the main complementary duties of a Gram Panchayat?**

**Ans:** The main complementary duties of a Gram Panchayat are:

- To take measures for improvement of quality of life of people.
- To undertake schemes and to adopt measures relating to:
  - ✓ Participation of people in preparing plan and awareness generation among people on their role in development;
  - ✓ Enhancement of livelihood opportunities for people;
  - ✓ Organizing campaign against social evils like drinking of alcohol, consumption of narcotics, dowry, child marriage, gender discrimination, and abuse of women and children etc.

[For detailed information please see Chapter-1 of this book.]

**Q-7: How should a Gram Panchayat formulate plan for discharging the duties assigned to it?**

**Ans:** As a unit of local self-government, the Gram Panchayat will formulate plan for economic development and social justice and implement schemes on the basis of these twin objectives.

- For discharging its duties every Gram Panchayat, as per law, will prepare a long term plan for five year duration based on definite aim and vision. On the basis of this plan and, with the active participation of the people, the Gram Panchayats, within a definite time period, will formulate/prepare Standing Committee wise integrated plan and budget for each year.
- The Gram Panchayat will form a Gram Panchayat Planning Facilitation Team (GPPFT) and with the help of this Facilitation Team will:
  - ✓ Collect primary data by conducting meeting at neighbourhood level
  - ✓ Fill in the table/chart having relevant sectors
  - ✓ Collect secondary data from various departments/field
  - ✓ Set priority, on the basis of problems, resources and potentials, by analysing these data and, based on this prioritization each Standing Committee will prepare its plan.
- The Gram Panchayat will prepare an integrated Gram Panchayat Development Plan comprising all Standing Committee level plans.
- Both long term plan and annual plan and budget, prepared in draft, should be placed before the Finance and Planning Standing Committee, Ward Sabha and Gram Sabha before finalisation in the general meeting of the Gram Panchayat.

Thus, a Gram Panchayat, by maintaining transparency and accountability, would be able to discharge the duties/responsibilities entrusted upon it for effective implementation of various schemes:

[For detailed information please see Chapter-1 of this book.]

**Q-8: What can be the different sectors of planning in a Gram Panchayat and through which Standing Committees should the works of these sectors be implemented?**

**Ans:** For all-round development of the Gram Panchayat, twenty-nine (29) subjects mentioned in the Eleventh Schedule of the Constitution of India may be divided into seven (7) sectors. These are – (a) Education, (b)Public Health, (c)Agriculture and allied, (d) Women and Child Development and Social welfare, (e) Small & Cottage industries, (f) Infrastructure and (g) Miscellaneous.

Five Standing Committees have been entrusted with the subject-wise responsibilities by giving importance to all the said seven sectors.

Five Standing Committees are required to function, as five pillars of the Gram Panchayat as a unit of local self-government. Sector-wise division of responsibilities assigned to the Standing Committees is described in the following table:-

Name of Sector	Standing Committee	Nature of work
Education	Education and Public Health	Social Development
Public Health		
Women and Child Development and Social welfare	Women and Child Development and Social Welfare	
Agriculture and Allied	Agriculture and Animal Resources Development	Production and Livelihood
Small and Cottage Industries	Industry and Infrastructure	
Infrastructure		Infrastructure and Other
Other and Miscellaneous	Finance and Planning	and Miscellaneous

**Q-9: Can the Standing Committees prepare their own budget?**

**Ans:** Budget and Plan are inter-related; budget cannot be prepared without planning, and planning without budget becomes meaningless.

Section xyz of the State Panchayat Act provides for preparation of Standing Committee wise budget and plan and their implementation. It has already been mentioned earlier in this chapter that each Gram Panchayat will prepare an integrated Gram Panchayat Development Plan consisting of all Standing Committee level plans.

**Q-10: When will the Standing Committees prepare their plan and budget?**

**Ans:** The Standing Committees will prepare their plan and budget within 15<sup>th</sup> September each year and submit the same to the Finance and Planning Standing Committees.

The Finance and Planning Standing Committee will then prepare a draft plan and budget of the Gram Panchayat by compilation all these plans and budgets and place the same in the meeting of the Finance and Planning Standing Committees. Thereafter, this draft plan and budget will have to be placed before the special meeting of the Gram Panchayat within 30<sup>th</sup> October.

**Q-11: What is the upper limit of expenditure a Standing Committee can incur?**

**Ans:** A Standing Committee, as per its own decision, is empowered to execute a work with an approximate expenditure not exceeding Rs.25000 in a financial year.

- No sanction of the Finance and Planning Standing Committee will be required for incurring such expenditure.
- Approval of the Finance and Planning Standing Committee will be required for execution of works with an expenditure of in between Rs.25000 and Rs.100000 in a financial year.
- Approval of the general meeting of the Gram Panchayat will be required for execution of works with an expenditure of above Rs.100000.00 in a financial year.

It is to be kept in mind that a Standing Committee, without taking approval of the Finance and Planning Standing Committee, can directly incur an expenditure maximum up to Rs.25000 in a financial year for implementing one or more works/schemes.

Besides, the Finance and Planning Standing Committee may sanction up to Rupees 100000 to each Standing Committee separately in a financial year.

**Q-12: What are the subjects to be dealt with by the Finance and Planning Standing Committee?**

**Ans:** The Finance and Planning Standing Committee will deal with the following subjects:

- Financial Management
- Budget
- Accounts & Audit
- Augmentation of own fund through collection of tax, rate, fees etc. and resource mobilization
- Office management
- Preparation of Gram Panchayat Development Plan
- Implementation, monitoring and evaluation of different schemes
- Preparation of resource inventory and database for preparation of Plan
- Disaster Management
- Management of hat, bazar and ferry under control of the Gram Panchayat
- Coordination of works assigned to other four Standing Committees and any other work not entrusted to any other Standing Committee.

**Q-13: How will the Finance and Planning Standing Committee of a Gram Panchayat maintain coordination and communication with other four Standing Committees?**

**Ans :** Since the Chairpersons of the other Standing Committees are also the members of the Finance and Planning Standing Committees, they will be well aware of the activities of these four Standing Committees and have the information regarding data on different subjects available with these Standing Committees. So, they will be able to share this information with other members in the meeting of the Finance and Planning Standing Committee. Similarly, they can easily share the decisions of the Finance and Planning Standing Committee in their respective Standing Committees.

As the Chairperson of Gram Panchayat himself is the Chairperson of Finance and Planning Standing Committees, she/he will have in-depth knowledge regarding advantages and disadvantages and progress of various works by discussing the matter with the Chairpersons of other Standing Committees as well as with the leader of opposition in Gram Panchayat. Thus she/he will be able to give reply to the queries raised by the members in the general meeting. In this way, any member of a Gram Panchayat would be well informed about the activities of all Standing Committees.

**Q-14: What are the subjects to be dealt with by the Agriculture and Animal Resources Development Standing Committee of a Gram Panchayat?**

**Ans:** The subjects to be dealt with by the Agriculture and Animal Resources Development Standing Committee are:

- Agriculture
- Horticulture
- Irrigation
- Watershed Development
- Cooperation
- Pisciculture
- Epiculture
- Sericulture
- Afforestation
- Water Resources Development for prevention of soil erosion
- Agro based industries

**Q-15: What are the subjects to be dealt with by the Education and Public Health Subcommittee of a Gram Panchayat?**

**Ans:** The subjects to be dealt with by the Education and Public Health Standing Committee are:

- Publicity and campaign of literacy
- Child Education Programme
- Adult/Adolescent Education Programme
- Primary Education
- Mass Education
- Rural Library
- Public Health
- Sanitation
- Rural Water Supply
- Swachh Bharat Mission

- Rural Dispensaries & Health Clinics
- Campaign for prevention of diseases
- Family Welfare Programmes

**Q-16: What are the subjects to be dealt with by the Women, Child and Social Welfare Standing Committee of a Gram Panchayat?**

**Ans:** The subjects to be dealt with by the Women, Child and Social Welfare Standing Committee are:

- Self-Help Groups
- National Rural Livelihood Mission (Aajeevika)
- Integrated Child Development Scheme
- National Social Assistance Programme
- Social Welfare Programme
- All other programmes relating to women and child development
- Schemes relating to the elderly persons and differently abled persons
- Establishment of Social Justice

**Q-17: What are the subjects to be dealt with by the Industry and Infrastructure Standing Committee of a Gram Panchayat?**

**Ans:** The subjects to be dealt with by the Industry and Infrastructure Standing Committee are:

- Cottage & Small-scale Industries
- Rural Artisans
- Infrastructure Development
- Pradhan Mantri Awas Yojana- Gramin
- Rural Roads & Housing construction
- Rural Electrification & uses of Non-conventional energy.

## Chapter-3

### Group Dynamics in Democratic Functioning of Gram Panchayats

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

**Q-1: Why is understanding Group Dynamics important and necessary in the context of democratic functioning of a Gram Panchayat ?**

**Ans:**

- It is seen that Gram Panchayat (GP) needs to bring together several individuals, groups and communities to accomplish particular tasks or local development goals. In order to do this, the GP Chairperson (Sarpanch), Vice-Chairperson (Up-Sarpanch), other Elected Representatives (ERs) and GP employees have to function as a 'team'. They must take special initiative to involve opposition parties and various other groups/sections in the governance process, and make grass roots democracy successful. On the other hand, opposition parties, groups, communities etc. should also reciprocate the initiative by actively participating in the development process with a positive mind-set. Collective decision making and work execution involving various interest groups and communities are critically important for holistic development at the GP level. Therefore, the GP ERs and employees should have in-depth understanding of group dynamics and its various aspects.
- As integral part of local development process, the role of GP is crucial for formation, empowerment and capacity building of Self-help Groups (SHGs) and other Community Based Groups/ organizations (CBOs). Active involvement of these groups in development initiatives led by GP positively impacts sustainability of development outcomes. Hence, knowledge and awareness about group dynamics can make GP ERs and employees better equipped to effectively manage and involve these diversified groups to make development process more inclusive, efficient and transparent and the GP functioning more democratic. Different aspects of Group Dynamics are discussed in this chapter.

#### 1. Event and process

- In the context of development, event implies a thing/work/ incident that takes place and ends within a specific time period.
- On the other hand, process is a dynamic concept. It implies a series of actions, e.g. work will start, and it will continue through various corrections/changes over time. Hence, development is described as a process.
- Group dynamics - Collective involvement of multiple individuals/groups in a process can be termed as Group dynamics. It often involves various behavioral and psychological processes within a social group or between social groups.

#### 2. Characteristics of a Small Group

It has already been stated that ERs and employees of a GP need to have deep understanding of the characteristics of groups and their dynamic nature in order to manage GP affairs effectively. As ERs and employees of a GP has the characteristics of a team or small group, clear idea about various stages of group development and group dynamics can help them to explain and understand activities of small groups and behavioural patterns of individual members. It also helps in resolving conflicts within the group/s or team/s. Therefore, one needs to understand the characteristics of a small group and difference between mere collection of a few individuals and a group.

### 3. Salient features of a small group

- Membership and leadership
- Fixed goals and objectives
- Ability to take decision, influence one another and resolve conflict
- Continuous interaction and exchange of opinion among members
- Clear-cut rules/procedures of working together
- Sustainability with respect to the objectives
- Recognition and ability to function as a unit
- Well determined area of functioning (with respect to area of work or geographic location)
- A dynamic character

### 4. Size of a Small Group

It is difficult to determine the exact size of a small group. However, a group means that there must be more than two members. Usually it consists of 5-20 members depending on the requirement and purpose of group formation.

### 5. Two Behavioural Aspects of a Group

Every team has two behavioural aspects - **Content** and **Process**. Groups usually have different areas or content i.e. subject of work linked with the defined goal of the respective group. For example, there may be some common characteristics with respect to functioning of a group of GP Elected Representatives (ERs) and a Self Help Group. However, their area or subject of work are different.

Process, on other hand, denotes the way (how the work will be done) to attain their group goal. The process aspect deeply influences the outcome of the group's actions.

### 6. Task Behaviour and Maintenance Behaviour

Any group usually works following a two-pronged approach. First to survive or subsist. However, only subsistence is not enough to sustain a group. The group has to remain active also. Hence, two types of behaviours can be seen among group members while the group functions dynamically:

- i. Task Behaviour
- ii. Maintenance Behaviour

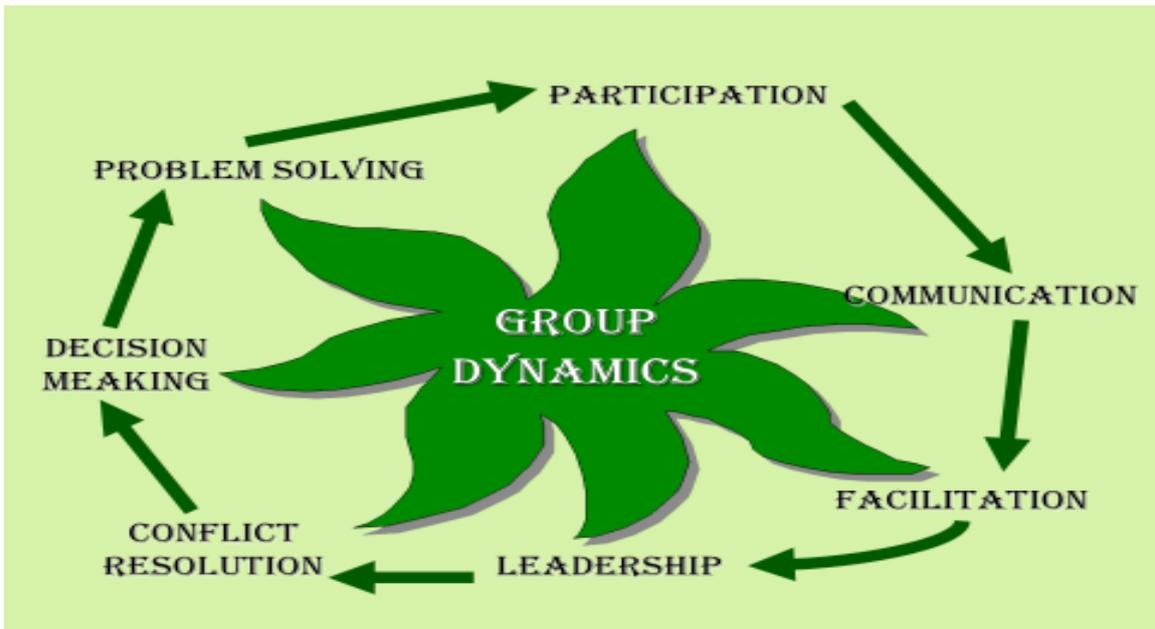
<b>Task Behaviour</b>	<b>Maintenance Behaviour</b>
<ul style="list-style-type: none"> <li>▪ To initiate</li> <li>▪ To ask for opinion/exchange</li> <li>▪ To explain issues in detail</li> <li>▪ To summarise and present before the group</li> <li>▪ To seek consensus</li> </ul>	<ul style="list-style-type: none"> <li>▪ To maintain unity</li> <li>▪ To communicate and maintain enabling environment</li> <li>▪ To encourage</li> <li>▪ To compromise</li> <li>▪ To evaluate</li> </ul>

It is difficult to delineate these two types of activities as these are parts of a continuous process. Behaviours of group members that contributes towards completion of certain group activities within a defined time period can be associated with Task behaviour. On the other hand, activities that keep the conflict among group members under control and help the group to survive can be associated with Maintenance behaviour. These two types of behaviours are inter-related and it is critical for the group to keep balance between these two. Proper synchronisation between Task behaviour and Maintenance behaviour helps the group to proceed towards its goal.

Task behaviour and Maintenance behaviour can also be observed among GP ERs and employees when discussion takes place in the GP's general body meeting or Standing Committee meetings. Clear understanding of these behaviours and capacity to identify these behaviours can help GP ERs and employees to comprehend different aspects of group dynamics and take correct decisions collectively.

### 7. Various Aspects of Group Dynamics

Group dynamics can be defined as behaviors and psychological processes occurring among the members of a social group, or between social groups when they work together for a continuous process or activities. Seven different aspects can be observed if we analyse group dynamics. In reality, the entity of group dynamics is like a wheel. When the wheel is in full rotation, it is difficult to identify different spokes of the wheel. However, those spokes remain active, functional and work together.

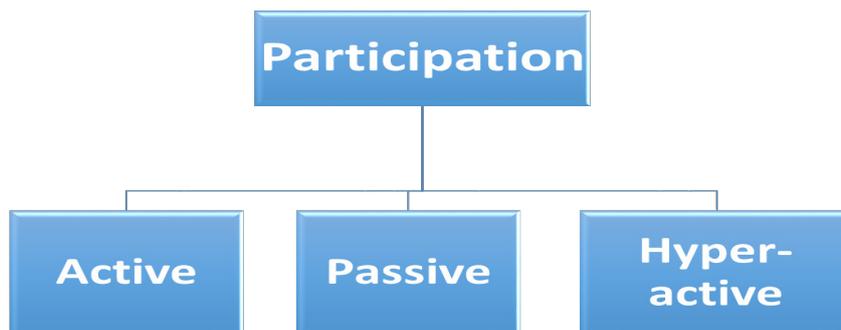


#### A. Participation

- Participation means getting spontaneously and actively involved in the ongoing process both physically and mentally.

**How will we understand whether somebody is participating or not ?**

- ✓ Positive posture and gesture
- ✓ Communicating
- ✓ Listening
- ✓ Interacting
- ✓ Making eye contact



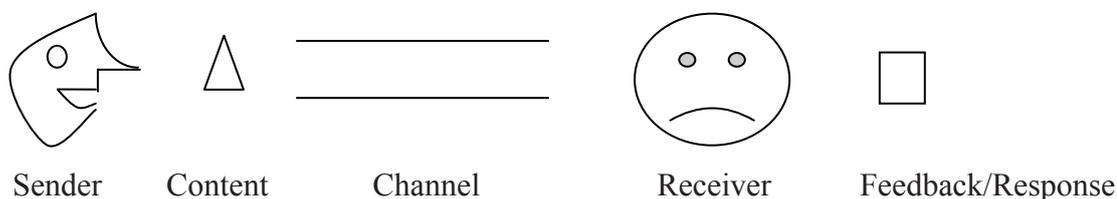
In majority of the cases, participation remains confined to a handful of participants. It is the responsibility of the moderator or facilitator to ensure participation of all and keeping all within the range of eye contact.

### What factors influence enhanced participation in group functioning?

- Comfortable and favourable environment (safe, encouraging, open, acceptable)
- Mutually respectable environment
- Interesting and necessary content relevant to collective action
- Favourable physical, mental state and attitude of the participants
- Language, attitude, presentation of the facilitator suitable for the participants
- Intimacy, mutual respect and sense of equality among them.

### B. Communication

#### ▪ Elements of communication



In the illustration above, a father asked his son to draw a triangle. However, the son drew a square instead. Therefore, the communication was not effective here and did not serve the purpose.

#### ▪ Different types of communication

- ✓ **Verbal communication:** Happenings in a group get reflected on quality of communication within the group. Communication between individuals by means of speech or dialogue is called verbal communication.
- ✓ **Non-verbal communication:** The non-linguistic transmission of information through physical gestures, postures and facial expressions, body language, proximity to the listener, eye movements and eye contact, appearance etc. is called non-verbal communication.

However, physical gestures, postures, facial expressions, body language etc. play equally important roles in verbal communication also. For example, a GP EWR is asked whether her opinion is heard with importance during GP meetings. She responded negatively through flipping his lips. This is an example of non-verbal communication. On the other hand, a few members of the GP, who were miffed with the GP Chairman owing to some reason, were asked whether they would bring no confidence motion against the Chairperson. They responded with a resounded yes along with vigorous nodding of the head. This expressed intensity of the negative impression about the GP Chairperson.

- ✓ **One way and both way communication:** Example of one way communication is speech or lecture. On the other hand, discussion and question answer are examples of both way communication. Both way communication is more democratic and preferred way of communication. In both way communication, both the speaker and the listener can converse, listen to each other, explain issues, ask question and resolve confusions. Long one-way speeches can become monotonous. That risk is lower in case of two way communication. However, it takes more time and effort. Decisions of any GP should preferably be taken using both way communication approach.

✓ **Top down and Upward Communication.** Top down communication involves a process where information flows from the higher or more powerful levels of a hierarchy to the lower levels (Major General to Jawans or Teachers to students etc.). On the other hand, in upward communication, information flows from comparatively lower power centres toward higher power centres (e.g., employees expressing their requirements, ideas, and feelings to higher authorities). In case of top down communication, it seems as if listeners know nothing and the speaker knows everything. However, in order to infuse confidence among the audience, the speaker may deliberately express an impression that the audience know everything. This approach encourages the audience to freely express their views.

▪ **Reasons behind erroneous communication**

- ✓ Deficiency on the part of the speaker in the form of distorted voice, difficult language etc.
- ✓ Error in information communicated
- ✓ Unwillingness, lack of concentration, physical challenge etc. of the receiver
- ✓ Faulty channel

▪ **Obstacles in effective communication**

- ✓ Difference in perspective and value system
- ✓ Unfavourable physical or mental situation, work pressure,
- ✓ Differences in culture, education, norms etc.
- ✓ Differences in the way of expression
- ✓ Difference in language
- ✓ Parallel discussion or simultaneous talking
- ✓ Lack of friendly relationship
- ✓ Lack of safe, comfortable and favourable environment

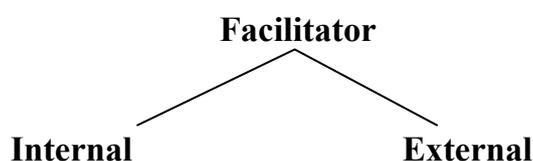
▪ **How can communication be made fruitful?**

- ✓ Taking feedback after every session and validating what and how much has been understood
- ✓ Taking necessary action based on insight, understanding, logical thinking and imagination to ensure that the intended messages are communicated properly
- ✓ Clear pronunciation, slow but steady utterings and use of correct language
- ✓ Appropriate voice modulation
- ✓ Use of multiple mediums of communication like verbal, written and non-verbal.
- ✓ Polite and jovial behaviour even under pressure
- ✓ Creation of enabling environment for audience

**C. Facilitation**

**Who is a facilitator and what are the types of facilitators?**

Every process involves one or more facilitators. A facilitator guides the process and helps it reach its intended goal.



If facilitation is done by someone within the group, then he/she is called internal facilitator. If the facilitator is not a member of the group, he/she is called external facilitator. Facilitator's role is to keep balance between group activities and the overall process. In case of accounting and office management of a GP, the GP Secretary is the internal facilitator. However, an officer from the Intermediate Panchayat providing the same support to the GP can be called as external facilitator. In case of women SHGs, the resource person (RP) is an external facilitator while the SHG leader is the internal facilitator. Success of any group usually depends on the ability of the internal facilitator to continue the process and keep the group active.

#### **D. Leadership**

Common perception about a good leader

- ✓ Who drives the group
- ✓ Shows the way
- ✓ Everyone follows him/her
- ✓ Good orator
- ✓ Motivator
- ✓ Problem solver
- ✓ Can influence others
- ✓ Acceptable to everyone
- ✓ Knowledgeable
- ✓ Practices inclusive approach
- ✓ Takes responsibility for failure etc.

#### **▪ Types of leadership**

- ✓ **Authoritarian Leadership:** Where the leader plays the role of a controller and regulator. In this type of leadership, the leader holds all authority. In this type of leadership, the leader takes decisions and communicates them to subordinates and expect prompt implementation.
  - ✓ **Laissez-faire Leadership:** In Laissez-faire leadership, the leader consciously and deliberately keeps himself away from leadership so that other members can freely express their opinions. Subordinates are allowed to work with minimal or no interference.
  - ✓ **Democratic Leadership:** In this leadership style, the leader gives importance to opinions of all concerned while taking decisions. A democratic leader holds final responsibility, but he/she delegates authority to other members for execution of work. This type of leadership is most suitable for participatory development.
- #### **▪ A leader can be designated or non-designated**
- ✓ **Designated leader:** A leader who holds a fixed designation/post. Like GP Chairperson, Convener of the Standing Committee, Secretary of a Cooperative, leader of the SHG etc.
  - ✓ **Non-designated leader:** A leader who does not hold a fixed post/designation but plays a leader's role under special circumstances and other members accept his leadership.

#### **E. Conflict resolution**

A group or a team comprises of several members. Hence, differences of opinion among members is quite normal. However, consensus needs to be reached through discussion and using logical thinking process. In a GP scenario, it is desirable to follow a democratic process of keeping all concerned informed and resolve differences of opinion through discussions and reach a collective consensus.

- **Possible ways of conflict resolution in the context of group dynamics :**
- ✓ **Avoid:** In a GP meeting, a member stated that preparing GP Development Plan involving villagers can be problematic. He proposed that it is convenient to prepare the plan by sitting in GP office and as per understanding of the members only. However, no other member seconded the above opinion and started to discuss how to increase participation in the planning process. The first member understood that his opinion is not acceptable to others. He decided not to pursue his idea further and did not go for conflict. In this way, the issue of conflict of opinions was resolved through avoidance.
- ✓ **Pacify:** If any member holds on to his opinion rigidly and starts to throw tantrums, other members usually try to pacify him/her with their opinion and logic. The concerned member realizes that others acknowledge his importance as a member, and that is why they are trying to pacify him/her. It gradually pacifies his/her anger and a consensus is reached.
- ✓ **Compromise, bargain, agree:** Conflict can be often resolved through some degree of compromise from conflicting parties. Here both the parties agree to lose something to reach consensus and an overall win-win situation.
- ✓ **Compel:** Sometimes group members use their numeric superiority to influence and compel the member/s with conflicting opinion to accept their decision. Although the strategy apparently looks quite intimidating, actually it may be beneficial for the group's greater interest in the long run.
- ✓ **Solve the problem:** The best way to address conflict in a group is to resolve the problem or to address the root cause of the problem.
- Based on the practical situation, any of the above solutions may become applicable to resolve conflict in day to day management of Gram Panchayat operations. The most important aspect of conflict resolution is open-minded discussion among the conflicting parties about the problem. It reduces the chance of flaring up more differences and increases acceptability of the final decision among the group members. Other aspects that increase possibility of conflict resolution are respecting other opinions, accepting different perspectives, willingness to change one's own view point and the like.

## F. Decision making

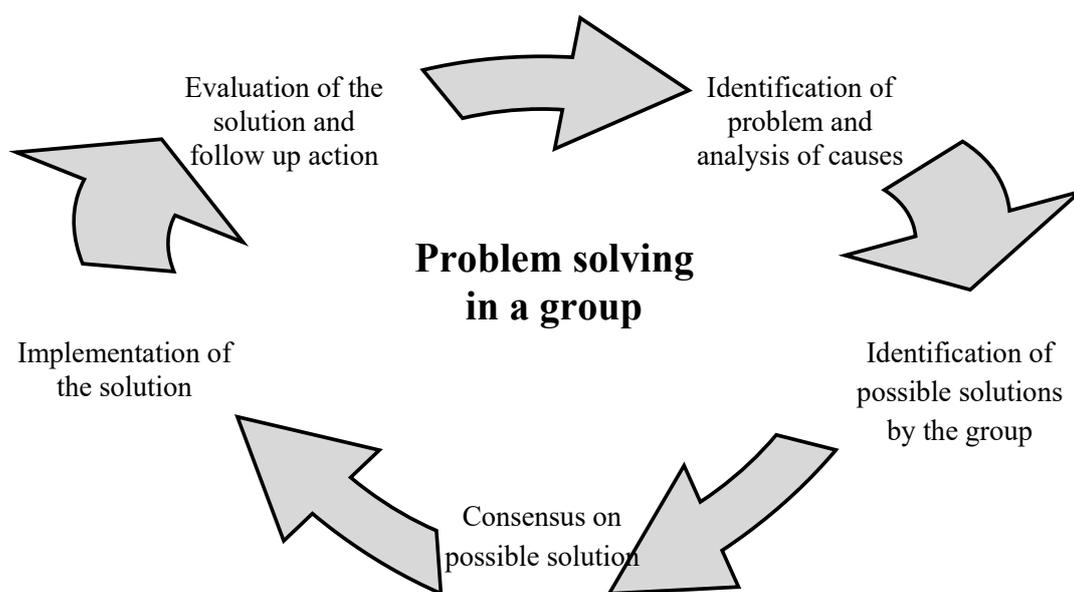
A Gram Panchayat has to take many decisions everyday on range of issues. The decisions not only affect a Gram Panchayat as an institution but also influence local development to a great extent. Hence it is crucial that these decisions are taken collectively and through active participation of the concerned members and other stakeholders. It is also important that these decisions are owned by the members. Ownership of these decisions is often directly related to the level of participation of the members in decision making.

- **Ways of taking collective decisions:**
- ✓ **Rejection:** Suppose a GP member proposed that the GP should abolish collection of tax and fees as it may make local people angry with the GP. In response to this, a few members remained quiet, while a few others laughed. However, nobody seconded the opinion. Here, the group took a decision by rejecting the suggestion.
- ✓ **Self-approved or decision taken by an individual:** A member suggested that bird-flu is spreading quite rapidly and people should be made aware of the situation. Hence we should take support from the Animal Resource Development Assistant and the Block Veterinary Officer to

conduct mass awareness campaign in the GP area. Every member present supported the decision and activities were initiated on the same day. Hence, a decision taken by a member became a decision of the entire group.

- ✓ **Decision taken by two or supported decision:** For example, in the beginning of any meeting, one proposes name of someone to Chair the meeting. A second person supported that and nobody objected. Hence, decision agreed upon by two members became decision of the house.
- ✓ **Decision taken by a few on behalf of others:** The GP General body decided that the Standing Committee on Education and Public Health will take the decision of identifying locations for construction of new Anganwadi Centres in consultation with all concerned and Standing Committee's decisions will be accepted by all concerned.
- ✓ **Decision taken by a majority:** Conflict of opinion may reach a level where a final decision is taken based on voting. In this case, decision of the majority has to be accepted by others.
- ✓ **Consensus:** There were differences of opinion but they could be resolved and a decision was taken based on logically analysing everyone's opinion and coming to an agreement. In this case those with alternative opinions also agree to the final decision.
- ✓ **Unanimous decision:** In this case everyone agrees to the decision and there is no alternative opinion or rather no difference of opinions.
- Different processes can be applicable to take decision at different situations. In case of Gram Panchayats, consensus should be reached following democratic principles. People with alternative views and opinions should also be heard and be given due importance. However, the process of decision making depends on the criticality of the situation. Gravity or complexity of the situation may call for an instant decision to be taken. Decision to be taken during an emergency may not permit consultation with all the group members.
- All decisions may not be unanimous. However, consensus should be there. This implies that all group members should obey the final decision.

### G. Problem solving



**As in any group, a Gram Panchayat also has to work with all the ERs and employees and solve various local development problems. They can address the problems as a team/group through the following steps:**

- ✓ Proper identification of the problem and analysis of its root causes: GP must be able to analyze effects and causes of the problem separately. Causes are different from effects of the problem.
- ✓ Exploring possible solutions of the problem and seek solutions from different quarters. Members should be encouraged to offer possible solutions.
- ✓ Identification and consensus on possible solution.
- ✓ Detailed planning and implementation of the solution.
- ✓ Evaluation of outcome of the solution and follow-up action. It needs to be evaluated whether the solution works at all or creates further problems. Follow up actions need to be taken based on evaluation.

### **8. Group Development:**

GPs with groups of ERs and employees, are heterogeneous in nature. In order to function as a true institution of self-government, members should work as a group. Hence, it is crucial that a GP as a group gradually develops to serve local citizens effectively.

#### **i. Key issues for group development:**

- ✓ **Inclusion:** It is critical to ensure that newly elected members especially women and members representing vulnerable sections of the society do not feel excluded and unwanted. Their acceptance as an equal member of the group needs to be ensured.
- ✓ **Influence:** How far can I influence work in the functioning of my Gram Panchayat? Do my opinions really count? How to increase my influence in the group? These questions really concern group members and influence group dynamics and group development in the long run.
- ✓ **Intimacy:** Am I wanted by other members of the GP? How to increase closeness with the top leadership and key office bearers like Chairperson, Vice-Chairperson and other influential members?
  - Issues like inclusion, influence and intimacy keep on changing depending on various internal dynamics of a group and phases of group development. For example, the convener of the Infrastructure and Industries Standing Committee considers himself to be influential within the group. He is also close to top leadership. He submits a proposal for strengthening local infrastructure which is not supported by many. Suddenly he starts feeling that he is not wanted by the group and his opinions are not valued by the group. This immediately raises a feeling about his inclusion or influence or intimacy in the group.

#### **N. Various stages of Group development**

- I. Group stage (storming):** During this stage, especially after taking oath as member of the GP, members usually remain anxious, small issues can make them restless and communication with other members remains superficial. During this phase group members usually keep themselves either very busy or indifferent. There may be lack of peace too.
- II. Formation of sub-groups (forming):** Members with similar interest or liking start forming sub-groups within which they feel more comfortable. More small groups are formed and members start to concentrate on respective work/assignment.
- III. Formation of larger sub-groups (norming):** During this stage sub-groups start increasing their size and acceptability of the members with different opinions increases. Processes get established

and deeper involvement of the members in GP works is observed. Group norms are agreed at this stage.

**IV. Group-based working stage (working):** Members accept one another as member of the group, issues like inclusion-influence-intimacy get resolved, team work gets more importance, members get deeper understanding of GP's role and functions, members get clearer vision about their role in developing the GP as a strong people's institution. These phases may precede/follow one another.

Sustenance of the group in the fourth stage implies that the group is working well and the ownership goes beyond only Chairperson and Vice-Chairperson.

**9. Salient features of strong and effective group dynamics:**

- Every member has clear understanding about goal, objectives and action plan of the group. Members remain loyal and committed to the group as well as to the institution.
- The institution and group members are aware of each other's powers and responsibilities. The institution utilizes group members' competencies as and when required.
- Flexibility, sensitiveness and creativity are encouraged within the group.
- Shared leadership is practiced and each member plays active role in executing leadership opportunities.
- Periodic evaluation of the work process and adoption of corrective measures to improve the process.
- Exchange of ideas, respect for one another, openness and mutual trust.
- Focus on team work rather than individuality.
- Promotion of group culture where everyone is equally important and is always ready to help each other.

**10. Implication of understanding of group dynamics in functioning of a GP**

As an institution of local self government, a GP must function democratically. Democracy is more to be practiced than talked about. A GP can become a people's institution and fulfil the aspirations of people only if it functions democratically. Hence, if the members and employees of a GP can imbibe the principles and understand different aspects of group dynamics, they can better practice them in democratic functioning of the GP. Healthy group dynamics in a GP is a pre-requisite for attainment of institutional capacity which is necessary for effective functioning.

## Chapter - 4

### Management of Meetings of Gram Panchayat, Office Management and Maintenance of Records

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Meetings of Gram Panchayat

**Q-1 : What are the different types of meetings held by a Gram Panchayat?**

**Ans:** According to the State Panchayat Act and Rules, two types of meeting are held by a Gram Panchayat. These are:

- i. **Statutory Meetings**
- ii. **Other Meetings**

<b>Meetings of a Gram Panchayat</b>	<b>Statutory Meetings</b>	General Meeting (at least once a month)
		Extraordinary Meeting (regarding plan, budget and audit related issues, if required)
		Urgent meeting (under a situation of urgent nature)
		Requisitioned meeting (requisitioned by the members of a Gram Panchayat)
		General meetings of the Standing Committees (at least once a month)
		Urgent meeting of the Standing Committees (under a situation of urgent nature)
		Ward Sabha (twice a year, and special meetings, if required, with due approval of the Gram Panchayat)
		Gram Sabha (at least once a year, and special meetings, if required, with due approval of the Gram Panchayat)
	<b>Other Meetings</b>	Meeting related to Self Help Groups (SHG) on specific day/date of the month
		Meeting on public health on specific day/date of the month
Meeting(s) on any other matter as may be decided by the Gram Panchayat		

**Q-2: What are the provisions for conduct of the meetings of a Gram Panchayat?**

**Ans :** The provisions of the State Panchayat Act and Rule for conduct of the meetings of a Gram Panchayat are given in the table below:

Nature of the meeting	How the list of business & date are decided	Who is to preside over the meeting	Norms of quorum	Reason for adjournment of a meeting	When an adjourned meeting can be held
<b>General meeting</b>	Secretary of the Gram Panchayat will note the date and agenda of the meeting in the register of agenda and take approval of the Chairperson	Chairperson or in his absence Vice-Chairperson will preside over the meeting. In absence of both, a senior member present in the meeting will preside over the meeting	One third of the total members subject to minimum of 3 members of the Gram Panchayat	If in a meeting, there is no quorum, after waiting for one hour from the scheduled time, the meeting is adjourned	Notice of an adjourned meeting to be given at least seven days before the date fixed with the agenda and place remaining unchanged
<b>Extra ordinary meeting</b>			In case of budget meeting, at least half of the members present and for other meeting, at least 3 member		
<b>Urgent meeting</b>			At least 3 members should remain present		
<b>Requisitioned meeting</b>	<ul style="list-style-type: none"> <li>▪ List of business of the meeting will be decided by the members.</li> <li>▪ If the Chairperson does not convene the meeting within 15 days from requisition, the members may convene the meeting within 35 days, with 7 days' notice</li> </ul>	Chairperson will preside over if the meeting is convened by him, otherwise any senior member from among the members present will preside over	One third of the total members subject to minimum of 3 members of the Gram Panchayat		----

**Q-3 : How many general meetings can be convened by a Gram Panchayat on the same day?**

**Ans :** Not more than one general meeting can be convened on a particular day. However, if more than one notice is issued, the first notice will be treated as valid.

**Q-4 : What will be the consequence, if the notice of a meeting is not delivered to a member as per law?**

**Ans:** If the notice of a meeting is not delivered to a member as per law, the meeting shall be adjourned and the procedure for an adjourned meeting shall be followed for convening the next meeting.

**Q-5 : Can a decision be taken in a meeting through voting if there is no consensus?**

**Ans:** Under such circumstances, decisions can be taken through voting by the members present and the names of the members supporting and opposing the decision should be recorded in the Minute Book.

**Q-6 : Can a decision be taken through secret ballot?**

**Ans:** The Chairperson of the meeting shall decide the nature of voting. The voting will be through acclamation method or by raising hands but there will be no voting through secret ballot. There will be no proxy vote in the meeting. No absentee member can be allowed to cast his vote.

**Q-7 : What is the Minute Book of a meeting?**

**Ans :** An attendance register-cum-Minute Book shall be maintained for the meetings of a Gram Panchayat where the attendance of each of the members present shall be recorded (through signature or thumb impression). Proceedings of the meeting along with the decisions shall be recorded in the said Minute Book.

**Q-8 : In which language shall the proceedings of the meetings be recorded?**

**Ans :** The proceedings of the meeting shall be recorded in the State language or in English or as may be prescribed by the State Government.

**Q-9 : What is Ward Sabha?**

**Ans :** A Ward Sabha means a body consisting of persons registered at any time in the electoral roll pertaining to a constituency of a Gram Panchayat. In other words, the voters of a constituency of a Gram Panchayat are the members of the Ward Sabha.

**Q-10: How many meetings of a Ward Sabha can be held in a year?**

**Ans :** Generally, two statutory meetings of a Ward Sabha are held in a year. The annual meeting is held in the month of May and the half yearly meeting is held in the month of November. Place, date and time of the Ward Sabha meeting are fixed by the Gram Panchayat in its meeting. Apart from this, special meetings of the Ward Sabha can be convened as per direction of the State Government.

**Q-11: What is the procedure for convening Ward Sabha? Where can a Ward Sabha be held?**

**Ans :** Date, time, place and the agenda items for Ward Sabha are decided by the Gram Panchayat in its meeting. A notice for the Ward Sabha, mentioning the date, time, place and agenda should be issued at least seven days before the date fixed for the meeting. The notice shall be displayed on the notice board of the Gram Panchayat and in order to ensure attendance of all the members of the Ward Sabha, arrangement for wide publicity through miking, leaflet, wall painting etc. should be made.

The venue of the meeting should be any suitable place within the area of the Ward as decided by the Gram Panchayat.

**Q-12: Who will preside over Ward Sabha?**

**Ans :** Ward Sabha shall be presided over by the Chairperson of the Gram Panchayat. In absence of the Chairperson, Vice-Chairperson shall preside over the meeting. In absence of both of them, the member of the Gram Panchayat elected from the said Ward shall preside over the meeting. If there are two members elected from the said Ward, the member senior in age shall preside over the meeting

and the other member will remain present as a member of the Ward Sabha. In absence of any of these persons, any member of the Ward Sabha may preside over the meeting.

**Q-13: How is quorum for a Ward Sabha decided?**

**Ans :** Quorum for the Ward Sabha will be 10% of the total members of the Ward Sabha.

**Q-14: What will happen if there is no quorum for the Ward Sabha meeting?**

**Ans :** If there is no quorum available in the Ward Sabha meeting, the meeting shall be adjourned and the adjourned meeting shall be held on the seventh day after the date of such meeting at the same place and hour. The quorum for an adjourned meeting will be 5% of the total members of the Ward Sabha.

**Q-15: How should the proceedings of the Ward Sabha meeting be recorded?**

**Ans :** Any employee of the Gram Panchayat or in his absence any member of the Gram Panchayat as may be authorised by the Chairperson of the meeting may record the attendance of the members present and also record the proceedings as per guidance of the Chairperson of the meeting. The proceedings of the meeting should be read out before the meeting is concluded and then the presiding member should sign it.

**Q-16: What will be the list of business to be transacted in a Ward Sabha?**

**Ans :** Following issues may be taken up for deliberation in the meeting of the Ward Sabha:

- Works/schemes to be implemented and the procedure for implementation (following the guidelines of the works/schemes) along with fixation of priority.
- Identification of beneficiaries of works/schemes and procedure for such identification.
- Matters relating to the revised budget, accounts, beneficiaries of different schemes, works/schemes implemented during the preceding year; works/schemes being implemented during the current year and the works/schemes to be taken up during the next year may be discussed in the half yearly meeting held in the month of November.
- The matters relating to inviting opinion/ suggestion of the member on the draft plan and budget for the following year, accounts for the last six months, list of beneficiaries of different schemes for the last six months, plan for the next financial year, reading out the last audit report of the Gram Panchayat, need to be considered in the half-yearly meeting held in the month of November.

**Q-17: What do we understand by Gram Sabha?**

**Ans :** Gram Sabha means a body consisting of persons registered in the electoral rolls pertaining to the area of a Gram Panchayat. In other words, all the voters of a Gram Panchayat are the members of the Gram Sabha. Gram Sabha is a Constitutional entity created under Article 243A of the Constitution of India. A Gram Panchayat is accountable to the Gram Sabha. A Gram Sabha may exercise such powers and perform such functions at the village level as the Legislature of a State may, by law, provide.

**Q-18: When can the meeting of a Gram Sabha be held?**

**Ans:** Meeting of a Gram Sabha is held in the month of December (or as per respective State Panchayat Act and Rules).

**Q-19: Who can convene the meeting of a Gram Sabha?**

**Ans :** The Chairperson of the Gram Panchayat convenes the meeting of the Gram Sabha on behalf of the Gram Panchayat.

**Q- 20: How is the notice for a Gram Sabha meeting issued?**

**Ans :** Date, hour, place and agenda for a Gram Sabha meeting are decided by a Gram Panchayat in its meeting. A notice for the Gram Sabha meeting, mentioning the date, time, place and agenda shall be issued at least seven days before the date fixed for the meeting. The notice shall be displayed in the notice board of the Gram Panchayat and in order to ensure attendance of all the members of the Gram Sabha, arrangement for wide publicity through miking, leaflet, wall painting etc. should be made.

**Q- 21: Who will preside over the meeting of a Gram Sabha?**

**Ans :** A Gram Sabha meeting shall be presided over by the Chairperson of the Gram Panchayat. In absence of the Chairperson, Vice-Chairperson shall preside over the meeting.

**Q-22: What will be the list of business to be transacted in a Gram Sabha meeting?**

**Ans :** The agenda items of the meeting of a Gram Sabha may be as under:

- Resolutions of all the Ward Sabha meetings shall be placed before the meeting of the Gram Sabha. All the issues within the jurisdiction of the Ward Sabha can be discussed in the meeting of the Gram Sabha for deliberation, views and recommendation.
- All the matters pertaining to the Gram Panchayat and the recommendations /resolutions shall subsequently be placed before the meeting of the Gram Panchayat for consideration.
- Matters relating to the budget and plan for the next year, the last audit report and the report on receipt and expenditure, works/schemes executed, list of beneficiaries of the preceding year shall have to be placed before meeting of the Gram Sabha. The views and recommendation on these matters should be recorded in the form of resolution of the meeting.

**Q-23: What will be the quorum for the meeting of a Gram Sabha?**

**Ans :** 5% of the total members of the Gram Sabha shall form a quorum for a meeting of a Gram Sabha. However, no quorum is required for an adjourned meeting.

**Q-24: What kind of legal actions can be taken against a Gram Panchayat if the meetings of the Ward Sabha and the Gram Sabha are not held or the instruction of the Government in this regard is not followed?**

**Ans :** If the Chairperson and/or the Vice-Chairperson is found responsible for not holding the meetings of the Ward Sabha (annual and half-yearly) and Gram Sabha, the State Government can remove the Chairperson or Vice-Chairperson or both in terms of the provision of *section xyz* of the State Panchayat Act. If the Gram Panchayat as a whole is found responsible for non-conduct of the said meetings of the Ward Sabha and the Gram Sabha, the State Government can supersede the Gram Panchayat and direct for reconstitution of the Gram Panchayat in terms of the provision of the State Panchayat Act.

**Management of the Meetings of the Standing Committees of a Gram Panchayat**

**Q-25: What is the frequency of meeting of a Standing Committee of a Gram Panchayat?**

**Ans :** Every Standing Committee shall hold at least one meeting every month. However, if required, a Standing Committee may hold more than one meeting in a month by adopting a resolution in its meeting to that effect.

**Q-26: Who can call the meeting of a Standing Committee?**

**Ans :** The Chairperson of the Standing Committee will decide the date, time and agenda of the meeting and accordingly, the Secretary of the Standing Committee will issue notice for the meeting.

**Q-27: Who will call the meeting of a Standing Committee, if the Chairperson is unable to call the meeting owing to some reason?**

**Ans :** The Chairperson of a Gram Panchayat may call the meeting of the Standing Committee, if the Chairperson of the Standing Committee is unable to convene the meeting due to some reasons. However, the Chairperson cannot call such meeting for three consecutive times.

**Q-28: What are the different kinds of meetings of a Standing Committee?**

**Ans :** There are two kinds of meeting of a Standing Committee. These are: General Meeting and Urgent Meeting.

**Q-29: Where can the meeting of a Standing Committee be held?**

**Ans :** All the meetings of a Standing Committees shall be held in the office of the Gram Panchayat.

**Q-30: How many days before the date fixed for a General Meeting, shall the notice for the meeting of a Standing Committee be sent to its members?**

**Ans :** Notice for the General Meeting of a Standing Committee shall be sent to each member at least seven days before the date fixed for the meeting.

**Q-31: How many days before the date fixed for an urgent meeting, shall the notice for the meeting of a Standing Committee be sent to its members?**

**Ans :** Notice for an emergent meeting of the Standing Committee shall be sent to each member at least three days before the date fixed for the meeting.

**Q-32: To whom shall the notice for the meeting of a Standing Committee be sent?**

**Ans :** Notice for the meeting of a Standing Committee shall be sent to the members of the Standing Committee, all the elected public representatives, employees of the Gram Panchayat associated with the Standing Committee as per the order of the State Government, all the employees of the concerned Department of the State Government, working within the jurisdiction of the Gram Panchayat, member of the board of directors of the Cluster of Self Help Groups, being the member of the concerned Standing Committee, and all the invitee members.

**Q-33: How is quorum for the meeting of a Standing Committee formed?**

**Ans :** Other than the employees of the Gram Panchayats associated with the Standing Committee as per the order of the State Government, the employees of the concerned Department of the State Government working within the jurisdiction of the Gram Panchayat, member of the board of directors of the Cluster of Self Help Groups, being the member of the concerned Standing Committee, and all the invitee members, at least two members from among other members of the Standing Committee and the elected people's representatives shall form the quorum and after the said quorum, meeting can be started.

**Q-34: When is a meeting of a Standing Committee adjourned?**

**Ans:** A meeting of a Standing Committee is adjourned owing to the following two reasons:

- a. In case any member of the Standing Committee does not receive the notice of the meeting.
- b. If quorum is not formed even after waiting for 30 minutes from the time fixed for the meeting.

**Q-35: When can an adjourned meeting of a Standing Committee be held again?**

**Ans:** An adjourned meeting shall be held on the seventh day from the date on which the meeting was adjourned. The hour of the meeting shall be fixed by the Chairperson.

**Q-36: How can the quorum of an adjourned meeting be formed?**

**Ans :** No quorum is required for an adjourned meeting of a Standing Committee.

**Q-37: Who presides over the meeting of a Standing Committee?**

**Ans:** The Chairperson of a Standing Committee shall preside over the meeting.

**Q-38: Who will preside over the meeting of the Standing Committee in the absence of the Chairperson?**

**Ans:** Other than the employees of the Gram Panchayats associated with the Standing Committee as per the order of the State Government, the employees of the concerned Department of the State Government working in the jurisdiction of the Gram Panchayat, member of the board of directors of the Cluster of Self Help Groups, being the member of the concerned Standing Committee, and all the invitee members, any member from among other members of the Standing Committee present in the meeting may preside over the meeting as per decision of the meeting, in absence of the Chairperson.

**Q-39: In which register can the proceedings of the meeting of a Standing Committee be recorded?**

**Ans:** The proceedings shall be recorded in the Attendance-cum Minute Book prescribed for Standing Committee meetings.

**Q-40: Who will record the proceedings of the meeting of a Standing Committee?**

**Ans:** Generally, the Secretary of the concerned Standing Committee shall record the proceedings of the meeting. However, if the Secretary of the concerned Standing Committee remains absent in the meeting or is unable to record the proceedings due to some reason, the Secretary of the Gram Panchayat shall record the proceedings.

**Q-41: When can the proceedings of the meeting of a Standing Committee be signed?**

**Ans:** Proceedings of the meeting shall be recorded in the meeting. Such proceedings shall be read out before the meeting is concluded and the presiding member shall then sign it.

**Management of the Office of Gram Panchayat**

**Q-42: What do we mean by office management in respect of a Gram Panchayat?**

**Ans:** Office management in respect of a Gram Panchayat is a combination of the following arrangements:

- Administrative management
- Management of all the administrative matters relating to the duties and responsibilities of the employees including decision making.
- Arrangement for preparation and execution of holistic development plans
- Arrangement for delivery of services to the people.
- Arrangement for preparation and submission of different kinds of reports and returns.
- Arrangement for monitoring and evaluation related activities.
- Management of the activities relating to the duties and responsibilities of the elected members as well as office bearers.

**Q-43: Statutorily, what are the characteristics of a Gram Panchayat as a self-government institution?**

**Ans:** The followings have to be the basic characteristics of a Gram Panchayat as a self-government institution:

- As a self-government institution, a Gram Panchayat shall have a specific name (e.g. Chamrile Gram Panchayat), and the Gram Panchayat shall be known and identified by the said name.
- It will have a seal of its own.

- It is to be governed by some members duly elected (as per provisions of the State Panchayat Act and Rules), lawfully enjoying some authority/power.
- It has its own financial management system.
- It has continuity of its activities though the members are changed after certain time.
- It can sue and be sued.

**Q-44: What are the different categories of employees at the village level who are directly or indirectly related with the Gram Panchayat?**

**Ans:** Generally there are three types of employees at the Gram Panchayat level. They are:

- a. Permanent employees of the Gram Panchayat;
- b. Contractually engaged employees of the Gram Panchayat; and
- c. Employees of the Government departments working in the Gram Panchayat area but outside the office of the Gram Panchayat.

**Q-45: Who are the permanent employees of a Gram Panchayat?**

**Ans:** Permanent employees of a Gram Panchayat appointed against sanctioned posts are:

- Executive Assistant- 1
- Secretary-1
- Junior Engineer-1
- Assistant-2
- Group-D: maximum 3

**Q-46: Who are the contractually engaged employees of a Gram Panchayat?**

**Ans :** Contractually engaged employees of a Gram Panchayat are:

- Tax Collector
- Skilled Technical Person
- Village Level Entrepreneur (VLE) etc.

**Q-47: Who are the officers and employees of different Government departments working at the Gram Panchayat level?**

**Ans:** The Government officers and employees working at the Gram Panchayat level are:

- Revenue Inspector – under Land and Land Reforms Department
- Krishi Prayukti Sahayak (KPS) - under Agriculture Department
- Livestock Development Assistant (LDA) - under Animal Resources Development Department
- Health Supervisor - under Health and Family Welfare Department
- Health Worker (Male) - under Health and Family Welfare Department
- Auxiliary Nurse-cum-Midwife - under Health and Family Welfare Department
- ASHA Worker - under Health and Family Welfare Department
- ICDS Supervisor - under Women, Child Development and Social Welfare Department
- Angwadi Worker and Assistant - under Women, Child Development and Social Welfare Department
- Sahayika of the Shishu Shiksha Kendra (SSK) - under Panchayats & Rural Development Department/Education Department

**Q-48: Which are the working days and what are the working hours of a Gram Panchayat ?**

**Ans:** All Gram Panchayat offices remain open on all the weekdays, excluding Saturdays and Sundays and Government declared holidays, between 10.00 a.m. to 5.30 p.m.

**Q-49: Who is the controlling authority of the employees of a Gram Panchayat?**

**Ans:** The Chairperson or in her/his absence the Vice-Chairperson functions as the controlling authority in respect of the employees of a Gram Panchayat.

**Q-50: Is it mandatory for the Gram Panchayat to maintain attendance register where the employees shall sign regularly?**

**Ans:** Yes.

**Q-51: Who is the custodian of the attendance register?**

**Ans:** The Chairperson or in her/his absence the Vice-Chairperson is the custodian of the attendance register.

**Q-52: Who is the administrative head of a Gram Panchayat?**

**Ans:** The Chairperson functions as the institutional head as well as the administrative head of a Gram Panchayat to deal with all duties and responsibilities including financial responsibilities. As administrative head she/he performs all the duties of the Gram Panchayat for which she/he has been empowered.

**Q-53: Who performs the duty of the administrative head of a Gram Panchayat in the absence of Chairperson and Vice-Chairperson?**

**Ans:** In the absence of Chairperson and Vice-Chairperson, the Executive Assistant functions as the administrative head.

**Q-54: Why is it necessary to distribute the duties and responsibilities among the employees of a Gram Panchayat?**

**Ans:** In an organisation or office, it is important to have clear written job description of all the employees which allows them to understand the responsibilities and duties required and expected of them. In that case, no work/duty will be unattended and no one can deny any work if assigned. In a Gram Panchayat permanent or contractually engaged employees are appointed against some specific post/job having specific duties. But there are many other works for which no earmarked employee is available. So it is very important to have specific duties and responsibilities of each and every employee of the Gram Panchayat. There are specific rules and Government orders regarding the duties and responsibilities of the employees of the Gram Panchayat issued from time to time. But there are many other functions of a Gram Panchayat which are not mentioned in the Government orders. Therefore, it is necessary to have clear written instruction regarding specific duties to be performed by each and every employee and the category of the employee who will perform the said duties in his absence. Moreover, in case a post remains vacant, there should be clear orders as to which employee shall perform the duties pertaining to the said post. Every employee should be aware of the duties and responsibilities to be performed by herself/himself and others. At the time of preparation of orders for distribution of such duties, the matter of capability of doing a particular jobs by an employee as also her/his competency in doing any specific job should be considered.

**Q-55: Under whose custody shall the seal of a Gram Panchayat be kept?**

**Ans:** The seal of a Gram Panchayat shall be kept under the custody of the Chairperson or the Vice-Chairperson in absence of Chairperson.

**Q-56: What is the procedure for receipt and despatch of letters and applications in the office of a Gram Panchayat?**

**Ans:** At the time of receiving any letter or application in the office of a Gram Panchayat, the concerned employee shall put her/his signature with date and affix the seal on the body of the letter or application. Besides, for the purpose of dealing with the matter in the office, she/he will have to enter the matter in the register as per *Form No...xyz* maintained in the office as per *Rule xyx* of the Gram Panchayat Administration Rule of the State Government.

Moreover, as per provision of the 'Right to Information Act' and 'Right to Public Services Act' the receipt of any letter or application shall be entered in the relevant register and while acknowledging receipt, 'seal' for receipt should be affixed on the body of the letter or the application. Similarly, all the letters for despatch should be entered in the register where the mode of despatch i.e., by post or by courier or by special messenger should be recorded.

**Q-57: What is Dak File?**

**Ans:** In order to take necessary action on the letters received in the office, these should be kept in a specific file and to be placed before the Chairperson (or the Vice-Chairperson in absence of the Chairperson and Executive Assistant in absence of both the Chairperson and the Vice-Chairperson). This file is called **Dak File**. The Chairperson should endorse each of the letters to the concerned employee dealing with the matter.

**Q-58: What registers are to be maintained in the office of a Gram Panchayat?**

**Ans:** In order to ensure proper implementation of the activities and works/schemes as per administrative and financial guidelines, a Gram Panchayat shall have to maintain several important registers, These registers are:-

❖ **Registers to be maintained as per provisions of Gram Panchayat Administration Rules:**

- Peon Book (Register)
- Registers relating to the different meetings of the Gram Panchayat
- Attendance Register for the employees
- Registers relating to the market value of land and buildings in the Gram Panchayat area
- Registers for registration of different types of vehicles and other implements
- Registers for according permission for new construction and renovation/repair of buildings.
- Movement register of letters within the office
- Register for maintaining the accounts of postage stamps.

❖ **Besides the above, the following registers should be maintained for various purposes:**

- Information Register for keeping records of different subjects
- Inspection Book
- Prescribed register for Indira Gandhi National Old Age Pension Scheme
- Prescribed Register for Provident Fund for Rural Agricultural Labourers
- Beneficiary Register for Prime Minister's Awas Yojana-Gramin (PMAY-G)
- Register for recipients of relief under Government approved schemes
- Register for keeping information on Self Help Groups
- Different registers as may be prescribed for MGNREGS
- Register for pension schemes of the Social Welfare Department
- Register for keeping record of beneficiaries under the schemes of the Backward Classes Welfare Department

- Register for keeping record of provident fund for the labourers of unorganised sector.

Apart from these, a Gram Panchayat may maintain such other registers as may be required.

**Q-59: What are the responsibilities of the Executive Assistant of a Gram Panchayat?**

**Ans:** The Executive Assistant shall remain in charge of administrative and establishment function including financial operations. She/he will be one of the joint signatories of cheques and custodian of cheque book, pass books of banks and post office, cheque book register etc. She/he will also look after distribution of duties among the employees and also such other duties and responsibilities as may be assigned to him by the Government.

**Q-60: What are the duties and responsibilities of the Secretary of a Gram Panchayat?**

**Ans:** The main duties and responsibilities of the Secretary are:

- To keep all the records of the Gram Panchayat under safe custody
- To record the proceedings of the meetings of the Gram Panchayat, Gram Sabha and Ward Sabha
- To maintain accounts and cash book
- To perform such other duties as may be assigned to her/him as per order of the State Government and the Chairperson

**Q-61: What are the main responsibilities of a Junior Engineer?**

**Ans:** The Junior Engineer will be in charge of preparation of plans and estimates for all the schemes of the Gram Panchayat as per the Government schedule of rates and other financial and technical guidelines of the Government. He will supervise the schemes including recording of measurement. He will also perform such other duties as may be directed by the order of the State Government and the Chairperson of the Gram Panchayat.

**Q-62: What are the main duties of an Assistant?**

**Ans:** The main duty of the Assistant is to assist the Executive Assistant and the Secretary in maintaining the accounts, recording the proceedings of various meetings etc. He will also perform such other duties as may be directed by the order of the State Government and the Chairperson.

**Q-63: What are the main duties of a Group D employee?**

**Ans:** Under the guidance and control of the Chairperson, a Group D employee shall perform the following duties:

- To perform the duties of messenger for delivery of letters, office peon, night guard if required and other duties.
- In absence of the Chairperson and the Vice-Chairperson, he shall carry out the instructions of the Executive Assistant

**Q-64: Who will be the custodian of the keys of the Gram Panchayat office? Who will be responsible for opening and closing the office?**

**Ans:** As the Executive Assistant is in charge of the administrative functions of the Gram Panchayat, she/he will arrange for opening and closing of the office. She/he will instruct one of the Group D employees in consultation with the Chairperson, to perform this duty. More than one such person may be directed to perform this duty on rotation basis.

**Q-65: What different types of leave can be enjoyed by the employees of a Gram Panchayat? Which authority can approve the leave application?**

**Ans:** The employees of the Gram Panchayat shall enjoy the following types of leave:

- Casual leave for 14 days in a year

- Earned leave for 30 days in a year
- Other types of leave such as half day leave, commuted leave, special leave, leave not due, quarantine leave, child care leave etc. which are applicable to the State Government employees.

Casual leave shall be granted by the Chairperson. All other leave is to be granted by the Executive Officer of the Intermediate Panchayat on recommendation of the Chairperson of the Gram Panchayat and recorded in the service book of the concerned employee.

**Q-66: How many days' non-attendance of the Chairperson and the Vice-Chairperson will not be considered as absence?**

**Ans:** Non-attendance of the Chairperson and the Vice-Chairperson up to 5 consecutive days will not be treated as absence.

**Q-67: For how many days of absence in a calendar year will the Chairperson and the Vice-Chairperson not be entitled to honorarium?**

**Ans:** In case of absence for three months in a calendar year, the Chairperson and the Vice-Chairperson will not be entitled to honorarium.

**Q-68: In case of occurring temporary vacancy in the post of both Chairperson and Vice-Chairperson or if both of them are temporarily unable to perform their duties, who will perform their duties?**

**Ans:** Under such situation, the District Magistrate, as Prescribed Authority, can nominate one member of the Gram Panchayat to function as Chairperson and another member as Vice-Chairperson for 30 days as per provision of section xyz of the State Panchayat Act.

**Q-69: What are the powers, functions and responsibilities of the Chairperson of a Gram Panchayat?**

**Ans:** Powers, functions and responsibilities of the Chairperson of a Gram Panchayat may be as follow:

- Maintenance of the records of the Gram Panchayat;
- General responsibility for the financial and executive administration of the Gram Panchayat;
- Administrative supervision and control over the work of the staff and the officers and employees whose services may be placed at the disposal of the Gram Panchayat by the State Government;
- Signing an agreement for execution of any scheme or incurring expenditure with the approval of the Gram Panchayat
- Granting of casual leave of the employees and sending of applications of other types of leave to the Executive Officer of the Intermediate Panchayat with recommendation, for approval
- Delegation of some of his functions to the Vice-Chairperson and withdraw such delegated functions on subsequent occasions if necessary
- Preparation of budgets for all the Standing Committees, general budget of the Gram Panchayat and supplementary budget as per rule.
- Arrangement for approval of the Assessment List for fixation of property tax like building and homestead land for the purpose of enhancement of Own Source Revenue of the Gram Panchayat.
- Preparation of Bye Laws for collection of tax, rates and fees with the objective of increase of Own Source Revenue of the Gram Panchayat
- Taking appropriate measures for collection of dues of tax, rates fees etc.

**Q-70: What are the powers, functions and duties of the Vice-Chairperson of a Gram Panchayat?**

**Ans:** Powers, functions and responsibilities of the Vice-Chairperson of a Gram Panchayat may be as follow:

- To discharge such duties as may be delegated by the Chairperson in writing.
- In case of resignation or removal of the Chairperson or if the Chairperson is on leave, the Vice-Chairperson exercises the power to perform the functions and discharge all the duties of the Chairperson as per the provisions of the State Panchayat Act and Rules.
- To perform such functions and discharge such duties as may be directed by the Gram Panchayat by general or special resolution adopted in its meeting.
- The Vice-Chairperson can perform his duties as a member of any Standing Committee(s) and also as a member of the Block Council.

**Q-71: What are the roles and responsibilities of a member of the Gram Panchayat?**

**Ans:** The roles and responsibilities of a member of the Gram Panchayat are:

- To actively participate in the deliberation in the decision making process and also in implementation of the decisions of the Gram Panchayat.
- If selected as a member of a Standing Committee, she/he should actively participate in the process of decision making and implementation
- To preside over the meeting of the Ward Sabha and take necessary action for increased participation of the villagers in the Ward Sabha meeting.
- To take necessary action for increasing participation of women in implementation of the activities of the Gram Panchayat.
- If elected as Chairperson of a Standing Committee, she/he should perform such duties of chairperson
- To extend necessary support for execution of the schemes in the Ward Sabha area.
- To play the role as a member of the Gram Panchayat Facilitation Team (GPPFT)
- To understand the requirements and problems of the villagers in the neighbourhood meetings and find out the ways for solution.
- If she/he is the leader of opposition, she/he should perform his duties as such
- To perform duties as a member of the Block Council
- To prepare sector wise database in respect of her/his Ward Sabha area and updating such database on regular basis with the objective of total development of her/his Ward Sabha area.
- To extend necessary support for conducting social audit.
- Any other duties as may be required from time to time for overall development.

*[For further details please see Chapter-1.]*

**Q-72: What are the duties and responsibilities of the Chairperson of a Standing Committee?**

**Ans:** Duties and responsibilities of the Chairperson of a Standing Committee are:

- To call meetings of the Standing Committee
- To ensure that at least one meeting of the Standing Committee is held every month
- To take necessary action so that detailed plan in respect of the matters entrusted to the Standing Committee is prepared.
- To prepare budget as per plan
- To prepare report on the works done by the Standing Committee and place before the Gram Panchayat

**Q-73: What do we mean by e-Panchayat? What are the objectives of e-Panchayat?**

**Ans:** Generally, e-Panchayat system means a modern system of implementation of activities on office management and delivery of public services with the help of computers and software. The main objective of e-Panchayat is:

- Delivery of public services with promptness and transparency
- Improvement of internal office management system
- Improvement of financial management system and procurement system
- Capacity building of the people's representatives and employees

**Q-74: What type of information should be kept in a Gram Panchayat?**

**Ans:** The following information should be kept in every Gram Panchayat office:

**(a) General information:**

© Area © No. of mouzas © Total No. of families © Population : a. Male/Female b. SC/ST /OBC/ Minority Community © Literacy rate (Male/Female) © No. of electors (Male/Female) © No. of polling stations and their location © Total No. of members of the Gram Panchayat (Male/ Female/SC/ ST/BC/Minority) © No. of landless agricultural labourers © No. of BPL families © Area under forest © No. of backward villages © Non-irrigated area © No. with location and area of Government water bodies, canals etc. © Own fund collected by the Gram Panchayat annually © No. of tax payers etc.

**(b) Information relating to infrastructure:**

Length of all-weather roads (managed by Gram Panchayat/Intermediate Panchayat/ District Panchayat/ Public Works Department/National Highway), length and nature of other roads (earthen/metalled/ semi-metalled/concrete/brick built etc.© No. and name of electrified mouzas © Irrigated area © No. and location of post offices © No. and location of banks © No. and location of hats and bazaars © No. and location of cooperative societies etc.

**(c) Information relating to social infrastructure**

©No. and location of primary schools © No. of Shishu Shiksha Kendra (SSK) and their location © No. and location of Madhyamik Shiksha Kendra (MSK) © No. and location of Secondary/Higher Secondary Schools © No. and location of Literacy centres © No. and location of Subsidiary Health Centres/Primary Health Centres/Block Primary Health Centres/ Rural Hospitals ©No. and location of Angwadi Centres © No. of tube wells/dug wells/piped water supply schemes © Percentage of families having sanitary latrines/ No. and location of rural libraries © No. of Self Help Groups etc.

## Chapter-5

### Mobilisation and Utilisation of Own Source Revenue by Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Sources of Resource Mobilisation and Income of a Gram Panchayat

**Q-1: What are the resources of a Gram Panchayat?**

**Ans:** Resources of a Gram Panchayat broadly mean and include all natural resources, animal resources, human resources and resources created by the people in the Gram Panchayat area lying under the direction, management and control of the Gram Panchayat.

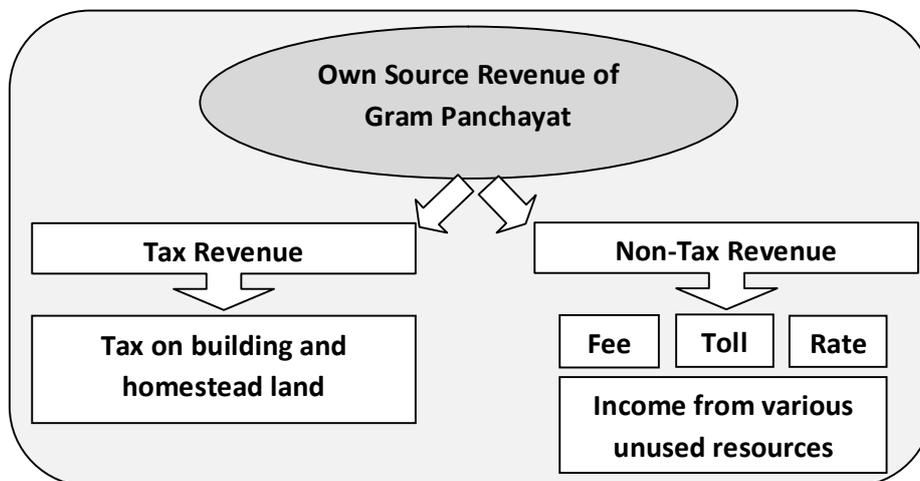
**Q-2: What is the objective of resource mobilisation by a Gram Panchayat?**

**Ans:** The objective of resource mobilisation by a Gram Panchayat is to increase income of the Gram Panchayat or to create opportunity for doing more work or to increase opportunity for service delivery, that is, to transform the Gram Panchayat into a real self-government which can deliver various services to the people of the area.

**Q-3: What are the main sources of own income of a Gram Panchayat?**

**Ans:** The main sources of own income of a Gram Panchayat are:

- (1) Tax on building and homestead land;
- (2) Toll, rate and fee by formulating Bye Law;
- (3) Fee from permission for construction of buildings;
- (4) Leasing ferry service and managing other assets vested on the Gram Panchayat;
- (5) Annual license fee or one-time fee for construction and running of mobile tower;
- (6) Property gifted to the Gram Panchayat by any trustee or any person;
- (7) Service delivery fee (e.g. fee for issuing birth and death certificate, fee for providing health services) and
- (8) Interest on fixed deposits and loan.

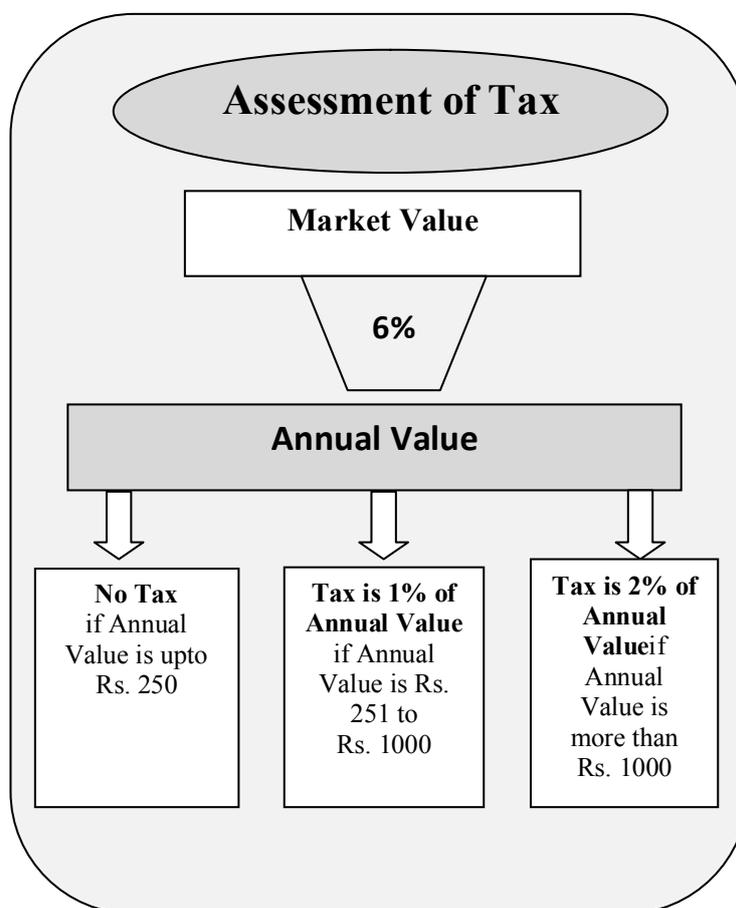


**Q-4: Who will prepare the assessment list of tax and non-tax revenue and how?**

**Ans:** The Secretary of a Gram Panchayat is to prepare the assessment list of tax and non-tax revenue as per the decision of the Finance and Planning Sub-Committee of the Gram Panchayat. Assessment list of tax and non-tax revenue for the next financial year have to be primarily prepared and submitted to the Gram Panchayat by 7<sup>th</sup> September of every year.

**Q-5: What is the basis of Assessment of Tax?**

**Ans:** The following provisions of rule xyz of the State Panchayat Administration Rules, quantum of home and homestead land and market value of that for all the families have to be collected Gram Sansad wise through self-declaration form from the citizens and these details have to be put in Register No. xyz. On the basis of this register assessment list would be prepared in the prescribed form. If self-declaration form is not obtained or if the information provided therein is not acceptable then the Gram Panchayat would prepare assessment list on the basis of the information collected. Finance and Planning Sub-Committee shall place that assessment list for consideration of the Gram Panchayat by 7<sup>th</sup> September.



**Q-6: On which land and buildings can a Gram Panchayat not impose tax?**

**Ans:** A Gram Panchayat cannot impose tax on the following land and buildings:

- (a) If annual value of building and homestead land is not more than Rs. 250;
- (b) Any land and building occupied by any local authority which is being used or which would be used fully in the public interest and not for profit making;
- (c) Land and building fully dedicated to religious, educational and service related works;
- (d) Any kind of properties which the State Government may keep outside the taxation purview of Gram Panchayats by issuing notification.

**Q-7: When and how is tax to be paid by a taxpayer?**

**Ans:** Annual tax may be divided equally in four instalments and one instalment may be paid in each quarter of the financial year. Tax would be due on the first day of the quarter. For example, tax for the first quarter would be due on 1<sup>st</sup> April. Within three weeks from the first day of the quarter tax can be deposited to the Tax Collector or at the Gram Panchayat office.

**Q-8: What would be the Gram Panchayat's primary duty if a taxpayer fails to pay tax?**

**Ans:** After three weeks from the first day of the quarter list of defaulting taxpayers have to be prepared and it has to be displayed at two prominent places. If a taxpayer does not pay tax within fifteen days from the date of publication of the defaulting taxpayers' list then steps have to be taken as per provisions of rules. A list of defaulting taxpayers has to be placed and discussed at the annual and half-yearly Ward Sabha meeting, Gram Sabha meeting and at the Gram Panchayat meeting.

**Q-9: Can a Gram Panchayat organise tax collection camp?**

**Ans:** Yes, a Gram Panchayat can arrange tax collection camp, preferably after harvesting of crop or at any other suitable time for collection of tax.

**Q-10: If a Gram Panchayat cannot collect tax or any other due, what would be the next course of action?**

**Ans:** Following section *xyz* of the State Panchayat Act, a Gram Panchayat can send requisition to the Certificate Officer as per provisions of the State Panchayat Rules so that the due tax can be collected as per provisions of the State Public Demand Recovery Act.

**Bye Law of a Gram Panchayat**

**Q-11: What is the provision of the State Panchayat Act for Bye Law of a Gram Panchayat?**

**Ans:** In terms of section *abc* of the State Panchayat Act, a Gram Panchayat can prepare Bye Law incorporating the provisions of section *xyz* of the State Panchayat Act.

**Q-12: What are the areas on which Bye Law can be enforced?**

**Ans:** The Bye Law of a Gram Panchayat can be enforced on the following areas:

- Registration of vehicles, provided that if any vehicle is registered by any other authority following the provisions of any act, then a Gram Panchayat would not register that vehicle.
- Collection of fee specified by the State Government through notification for providing sanitation facility at local fair, temple, pilgrim place etc.
- Collection of rate for supply of drinking water, irrigation water or water for any other usage by implementing any scheme.
- Collection of rate for lightening arrangement on road or at public places.
- Collection of rate for cleaning road, toilet, sewerage, urinal, garbage etc.
- Collection of fee for registration of trades which are not prohibited by any law in force.
- Collection of toll from any road or bridge vested on and managed by Gram Panchayat.
- Collection of fee from ferry service set up or managed by the Gram Panchayat.
- Collection of rate for using public toilet constructed by the Gram Panchayat.
- Collection of rate for cleaning drain constructed by the Gram Panchayat for public.
- Collection for fee for using burial ground vested on or managed or controlled by the Gram Panchayat.
- Collection of fee from motorised deep tube well or mini deep tube well used commercially subject to specific conditions.

- Collection of fee for sale of local produce in village market.
- Collection of fee for displaying advertisement by anybody other than the State Government at public or private place.

**Q-13: What is the provision for penalty for violating any rule of Bye Law?**

**Ans:**

- I. As per section *xyz* of the State Panchayat Act, a fine upto Rs.100 can be enforced for violation of Bye Law.
- II. If the violation is continuous in nature, an additional penalty upto Rs.10 per day can be enforced in addition to a fine upto Rs.100 as per provision of section *xyz* of the State Panchayat Act.

**Q-14: In which language shall the Bye Law of a Gram Panchayat be written?**

**Ans:** Bye Law of the Gram Panchayat would be written in English and the major language of the State.

**Q-15: How can people raise objection at the time of formulation of Bye Law?**

**Ans:** The draft Bye Law, approved by the Gram Panchayat, shall be published at specific places by giving notice. In that notice it is to be mentioned where and within how many days the objection, addition or correction proposal should be submitted.

**Q-16: Where shall draft Bye Law be published?**

**Ans:** The draft Bye Law is to be published in the following offices:

- (1) Gram Panchayat Office
- (2) Office of the Intermediate Panchayat
- (3) Office of the District Panchayat
- (4) Office of Sub-Registrar/Registrar
- (5) Police Station or Office of Police Outpost
- (6) Office of the District Magistrate
- (7) Office of the Sub-Divisional Officer
- (8) Court of the District Judge
- (9) Munsif Court

In addition, publicity through miking can also be done in the Gram Panchayat area.

**Q-17: How much time has to be given for raising objection or giving proposal on a draft Bye Law?**

**Ans:** 45 days from the date of publication of Bye Law shall be given for raising objection or giving proposal on the draft Bye Law.

**Q-18: When can a draft Bye Law be finalised? How will the final Bye Law be published?**

**Ans:** Considering the objections and suggestions of the people, the final Bye Law would be approved in the meeting of the Gram Panchayat. The final Bye Law is to be published at the places where the draft Bye Law was previously published. The final Bye Law would also be sent to the offices of the Intermediate Panchayat, District Panchayat, Commissioner of Panchayat and the Department of Panchayats & Rural Development Department of the State Government for information.

**Q-19: Can a Gram Panchayat collect any fee, rate or toll when Bye Law is not finally approved?**

**Ans:** No, a Gram Panchayat cannot collect any fee, rate or toll if Bye Law is not approved with specific rates.

**System of Collection of Tax, Fee, Rate and Toll of a Gram Panchayat**

**Q-20: Is there any statutory receipt for collection tax, fee, rate and toll?**

**Ans:** Yes, as prescribed by the State Panchayat Act and Rule.

**Q-21: Who would collect tax for a Gram Panchayat?**

**Ans:** The Tax Collector engaged by the Gram Panchayat and the Gram Panchayat employee assigned for the job would collect tax for the Gram Panchayat.

**Q-22: Can any office-bearer or member of a Gram Panchayat collect tax?**

**Ans:** No, no office-bearer or member of the Gram Panchayat shall collect tax. But they would look after to make the assessment list of tax and non-tax flawless, they would monitor full collection of tax and non-tax, they would generate awareness among taxpayers, they would provide necessary assistance to the Tax Collector and they would discuss at the Ward Sabha meeting to make the assessment list flawless and to collect dues from defaulters.

**Q-23: What would be the tenure for appointment of Tax Collector?**

**Ans:** A Tax Collector can be appointed for a maximum period of two years at one time.

**Q-24: Can a Tax Collector be re-engaged?**

**Ans:** If a Tax Collector applies for re-engagement, he can be re-engaged for a maximum period of next two years on the basis of the decision of Gram Panchayat meeting. But if there is any proven complaint of financial indiscipline against him then his engagement would be cancelled and legal action would be taken against him.

**Q-25: What would be the rate of commission for a Tax Collector?**

**Ans:** A Tax Collector is entitled to commission at a rate of 10 per cent for collection upto Rs. 6000, then at a rate of 15 per cent for collection from Rs. 6001 to Rs. 8000 and then at a rate of 20 per cent for above Rs.8000 in a financial year. The State Government can change this rate by order. If both tax and non-tax revenue are collected through Tax Collector then separate calculation of commission would have to be done for tax and non-tax.

**Q-26: Would a Tax Collector receive any fee from a Gram Panchayat? How much if yes?**

**Ans:** Yes, a Tax Collector would get fee of Rs.750 per month. Upto 80 per cent of that cost would be provided by the State Government and the rest 20 per cent would be provided from the own fund of the Gram Panchayat.

**Q-27: If there are two Tax Collectors, would both the Tax Collectors get monthly fee?**

**Ans:** Yes, both the Tax Collectors would get fee at an equal rate.

**Q-28: Is there any condition for receiving this monthly fee?**

**Ans:** Yes, to become eligible to receive monthly fee, a Tax Collector has to collect at least Rs.1000 on a monthly basis or Rs.3000 on a quarterly basis or Rs.12000 annually.

**Q-29: What types of trades can be registered by a Gram Panchayat?**

**Ans:** Any trade of general nature has to be registered at the Gram Panchayat office and registration certificate has to be taken by the traders. But for some trades of special nature, registration would be done by the Intermediate Panchayat or the District Panchayat.

**Q-30: How is trade registration done?**

**Ans:** First, an application for trade registration has to be made in the prescribed form before the Gram Panchayat. After registering or renewing the trade, the Gram Panchayat would issue trade registration (or renewal, as the case may be) certificate in in the prescribed form within 15 days of application. If

registration or renewal certificate is not given within 15 days then an appeal can be submitted to the Joint Executive Officer of the Intermediate Panchayat. If registration or renewal certificate is not given within 15 days of appeal then review application can be submitted to the Executive Officer of the Intermediate Panchayat. After checking all the issues related to the trade to be registered, the Gram Panchayat can issue trade registration certificate for 1 to 3 years and thereafter renewal of trade has to be made.

**Q-31: How is advertisement fee to be collected by a Gram Panchayat?**

**Ans:** The Tax Collector would identify the small advertisements displayed in the market and collect fee from their displayers. Displayers of big hoardings would submit advance payable fee directly at the Gram Panchayat office. The maximum rate of advertisement fee is Rs.2.50 per square feet. This fee can be collected on weekly, fortnightly or monthly basis.

**Q-32: When and how can a Gram Panchayat collect rate for supplying water?**

**Ans:** For supply of water for irrigation from deep / medium deep / mini deep tube well maintained by the Gram Panchayat, the maximum rate of Rs.350 per acre per quarter or per harvest time would be collected.

**Q-33: What would be the rate of toll to be collected by a Gram Panchayat for ferry service?**

**Ans:** A person aged above 8 years would be charged a maximum toll of Rs.3 when carrying goods upto 20 Kg. and Rs.5 when carrying goods more than 20 Kg. The maximum toll would be Rs.5 for every cattle, Rs.3 for each bicycle, push van or cycle rickshaw and Rs.5 for each motorbike or motorised rickshaw.

**Q-34: What is to be done for setting up a mobile tower in a Gram Panchayat area?**

**Ans:** Any mobile service providing company must take permission from the Gram Panchayat concerned for setting up a mobile tower. Permission needs to be taken for all types of land, that is, for private land, for Government land and also for Panchayat's own land. The Gram Panchayat would charge one-time permission fee and would also charge some annual permission renewal fee for this. This permission fee would depend on the locality of the mobile tower to be set up. If the mobile tower is to be set up within the district headquarter area then the permission fee would be Rs.8000. For sub-divisional headquarter area the fee would be Rs.6000 and for other area the fee would be Rs.5000. If the mobile tower is to be set up within a development authority or planning authority area then the Intermediate Panchayat would give permission and collect permission fee. When the mobile tower is to be set up on a Government land under the control of the Gram Panchayat or on Panchayat's own land then the Gram Panchayat concerned shall sign an agreement with the mobile service providing company and shall collect rent amounting from Rs.5000 to a maximum of Rs.16000 per month.

**Q-35: Can any other fee be collected from the operator of a mobile tower?**

**Ans:** As per rule xyz of the State Panchayat Rules, erection of a mobile tower is to be regarded as construction a 'building'. Hence from the following year of setting up of a mobile tower, building tax can be collected from the operator of mobile tower.

**Q-36: How can a Gram Panchayat collect fee for giving permission for construction of house or structure?**

**Ans:** A Gram Panchayat can give permission for construction of house or structure having maximum plinth area of 150 sq. meter and maximum height of 6.5 meter and collect fee for giving this permission. But if that house or structure falls within the area of any development authority or planning authority then the Intermediate Panchayat would give permission for construction of that house or structure and would collect fee for giving this permission.

**Q-37: At what rate can a Gram Panchayat collect fee for giving permission for construction of a house or structure?**

**Ans:** A Gram Panchayat can collect fee for giving permission for construction of house or structure as per provisions of the State Panchayat Act and Rules.

**Q-38: What can be done if a person or institution does not pay tax, fee, toll or rate to the Gram Panchayat?**

**Ans:** If a person or institution does not pay tax, fee, toll or rate to the Gram Panchayat, the Gram Panchayat can submit a letter to the Certificate Officer of the district following the provisions of the State Public Demand Recovery Act for taking action against that person or institution. This application has to be submitted to the Sub-Divisional Officer if the Gram Panchayat is not located within the headquarter sub-division. For the Gram Panchayats located within the headquarter sub-division, the application has to be submitted directly to the Certificate Officer of the district. The Certificate Officer would take necessary action as per law against that person or institution.

**Q-39: How can own fund of the Gram Panchayat be utilised?**

**Ans:** As per statutory provisions, a Gram Panchayat needs to utilise at least 50 per cent of own fund for socio-economic development of local people in the Gram Panchayat area. The remaining fund can be utilised for infrastructure development and to meet up administrative expenses. As there is no condition of agency or commission for utilising own fund, the Gram Panchayat has much freedom, flexibility and discretion in utilising its own fund as per felt needs. But it must be mentioned that the own fund should be utilised by the Gram Panchayat adhering to financial discipline and law. At the same time it should also be kept in mind that this own fund should be treated as an important resource at the time of formulation of annual plan. Intimating the people about transparent utilisation of own fund is treated as a very good practice as it helps to generate more Own Source Revenue in future.

## Chapter-6

### **Preparation of Budget, Management of Finance, Maintenance of Accounts, Procurement and Audit Compliance** *(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Maintenance of Accounts by a Gram Panchayat**

##### **Q-1: What is Financial Management?**

**Ans:** Financial Management is:

- Preparation of Plan and Budget for expenditure of various funds received
- Expenditure as per Rule
- Maintaining accuracy and transparency in accounts keeping
- Regular Auditing of accounts

##### **Q-2: Under which rule has the procedure for preparation of Budget, maintenance of Accounts and procedure of Audit of a Gram Panchayat to be maintained?**

**Ans:** The Gram Panchayats in the State shall follow the State Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules for maintaining its Accounts, Audit procedure and preparation of Budget.

##### **Q-3: Where can Gram Panchayats open their Savings Accounts?**

**Ans:** The Gram Panchayats may open their savings accounts in any nearby Nationalised Bank, Registered Cooperative Bank, Regional Rural Bank or Post Office as per direction of the State Government.

##### **Q-4: Who is the custodian of the Funds of a Gram Panchayat?**

**Ans:** The Chairperson of the Gram Panchayat is the custodian of the funds of a Gram Panchayat. In absence of the Chairperson (i.e., if the Chairperson is on leave), the Vice-Chairperson holding the charges of the Chairperson shall be the custodian of the funds of the Gram Panchayat.

##### **Q-5: Who is cheque signing authority for payment from Gram Panchayat Fund?**

**Ans:** The Chairperson and the Executive Assistant are the joint signatories of a cheque for payment out of Gram Panchayat Funds.

##### **Q-6: Who can sign a cheque in the absence of the Chairperson?**

**Ans:** In absence of the Chairperson, the Vice-Chairperson holding the charge of the Chairperson shall sign the cheque.

##### **Q-7 : Who can sign a cheque in the absence of the Executive Assistant?**

**Ans:** In absence of the Executive Assistant, the Secretary if he is in charge of Executive Assistant shall sign the cheque.

##### **Q-8 : Who shall be responsible for safe custody of the registers and papers related to accounts in a Gram Panchayat?**

**Ans:** The Executive Assistant of the Gram Panchayat shall keep in his custody the Bank Pass Book, Cheque Book, Cheque/Draft receipt Register, and Cheque Book Register. Other than the above-mentioned registers and papers, all other registers and papers related to the accounts of the Gram Panchayat shall be there in the custody of the Secretary of the Gram Panchayat.

##### **Q-9 : Who shall be responsible for recording all monetary transactions in the Cash Book of a Gram Panchayat?**

**Ans:** The Secretary of the Gram Panchayat shall be responsible for recording all monetary transactions in the Cash Book of a Gram Panchayat. In absence of the Secretary, owing to leave or if the post of

the Secretary remains vacant, the Gram Panchayat may direct any other employee to write the Cash Book. No Elected Representative (Chairperson, Vice-Chairperson, or Member) shall be allowed to write Cash Book.

**Q-10 : Who shall authenticate each entry detail in the Cash Book?**

**Ans:** The Executive Assistant shall authenticate each entry detail in the Cash Book. In absence of the Executive Assistant, the Chairperson shall authenticate each entry detail in the Cash Book.

**Q-11 : What are the different kinds of receipts used by the Gram Panchayat for receiving payment in cash/ cheque/ Bank draft?**

**Ans:** For receiving payment in cash/ cheque/ Bank draft etc. Gram Panchayat uses two types of receipts :

- Miscellaneous receipt (Form-x)
- Receipts for Tax, Rates & Fees (Form-y)

**Q-12: How to assign voucher numbers?**

**Ans:** All receipt-vouchers and payment-vouchers shall be chronologically numbered by consecutive numerals separately for each of the said two groups for each financial year and the voucher number so assigned shall be noted in the relevant columns of the Cash Book. Insertion of by-numbers or any alphabet for assigning a number to the voucher shall not be permissible. In case of computerised accounting, separate receipt- vouchers and payment vouchers shall be generated.

**Q-13 : What is the procedure for leasing out immovable properties of a Gram Panchayat?**

**Ans:** A Gram Panchayat may lease out any asset like pond, market, land, tank and any other asset owned by it or placed at its disposal for management and control by any other department or authority, specifying the terms and conditions for such lease agreement for a specified period generally not exceeding two years. However, if, for the purpose of ensuring delivery of desired service or for obtaining reasonable return, the lessee is required to make investment for infrastructural arrangement, such lease agreement may be executed by the Gram Panchayat for a period not exceeding three years. Under any circumstances, a Gram Panchayat should not execute any lease agreement for a period extending beyond the term of office of the existing members of the Gram Panchayat. The lessee shall be determined by a public auction.

**Q-14 : What is a public auction?**

**Ans:** The lessee to whom a Gram Panchayat shall lease a property should be determined by a public auction. All auctions shall be conducted by the Finance and Planning Standing Committee of the Gram Panchayat. The following procedure should be maintained for this purpose:

- The Finance and Planning Standing Committee shall fix the minimum rate for leasing the property.
- The auction should be held after issue of a notice and wide publicity for at least 7 days before the date of the auction. The notice should specify the date, place, time and terms and conditions of such auction.
- The lessee will have to pay twenty-five per cent of the bid money as performance security, immediately after completion of the bidding.
- The Gram Panchayat shall execute the lease agreement with the lessee after within the specified period as per notice (normally within one month).
- The lessee will have to pay the remaining 75 per cent money on the day of execution of the agreement and only after execution of the agreement the Gram Panchayat shall hand over the property to the lessee.
- On consideration of the financial condition of the lessee and the nature of accrual of income, the Gram Panchayat may lease out its properties and assets for a specified period on condition

of quarterly or annual payment of the lease amount, as may be agreed upon. Once the payment schedule is determined, no further instalment of payment shall be allowed and any default in payment shall make the lease agreement liable to be terminated with notice for one clear month.

- If after payment of twenty five percent of the bid premium as performance security, the bidder fails to execute the lease agreement or to pay further amount as may be agreed upon within the stipulated date, the entire auction procedure shall be cancelled. Out of the amount of performance security deposit, such portion amounting to not less than fifteen percent of the bid amount as may be decided by the Gram Panchayat, shall be forfeited, and thereafter an auction process shall be started afresh.

**Q-15: What is the procedure for sale of movable properties by a Gram Panchayat?**

**Ans:** Subject to the authority of the Gram Panchayat to fix the minimum price (base price) for sale of a movable property, the Finance and Planning Sub-Committee shall take decisions relating to conduct of such sale in a meeting. In this connection, the following procedure should be maintained:

- If the base price is Rs.500 or less, the Standing Committee may sell the property after fixing a notice on the notice board of the Gram Panchayat mentioning the intention to sell such property and may be sold to the person offering the highest price above the base price is fixed.
- At all cases of sale where the minimum price of the article proposed to be sold has been fixed above Rs.500, public auction shall be held in such manner as may be decided by the Standing Committee on giving wide publicity and also a notice of not less than seven days, fixing the date, place, time and terms and conditions of such auction, on the notice board of the Gram Panchayat and two other conspicuous places within the jurisdiction of the Gram Panchayat and the article shall be sold to the highest bidder.
- No article shall be sold on auction if the highest bid money is below the minimum price. In such case, a fresh auction should be conducted. If, in the second auction also, the minimum price as fixed is not reached, then the matter should be referred by the said Standing Committee along with its views to the Gram Panchayat for a decision. The Gram Panchayat may seek advice from higher authority through the Intermediate Panchayat.

**Q-16: How much cash can be kept in hand by a Gram Panchayat to meet any emergency?**

**Ans:** In order to meet up any emergency need the Custodian may withdraw and keep in his safe custody in the office such amount not exceeding rupees two thousand, as may be determined by the Finance and Planning Standing Committee. The Custodian should deposit any unspent amount in the Savings Account within three working days from the date of withdrawal of this fund.

**Q-17: Within how many days should the unspent amount be deposited in the Savings Account?**

**Ans:** Any undisbursed amount drawn out of a fund/ scheme should be deposited in the Savings Account from which it was drawn, within a maximum period of three working days following the date of withdrawal of the fund.

**Q-18: What procedure should be followed for maintaining a Cash Book?**

**Ans:** Following procedure should be followed while maintaining the Cash Book:

- Every Gram Panchayat shall adopt the system of double entry. For this purpose, a General Ledger should be maintained for each classified receipt or payment account in which all the entries of the Cash Book shall be posted date wise. For each entry in the debit or left side of the Cash Book, a corresponding entry shall be made in the credit or right side of the account in the General ledger for which the entry has been made in the debit side of the Cash Book. Similarly, for each entry in the credit or right side of the Cash Book, a corresponding entry

shall be made in the debit or left side of the account in the General Ledger for which the entry has been made in the credit side of the Cash Book.

- The interest credited or Bank charges debited to the Gram Panchayat fund by the Bank or Post Office as recorded in the Pass Book shall be entered on the receipts side or the payments side, as the case may be, of the Cash Book as soon as the Pass Book showing corresponding entries, is received;
- All cheques and Bank drafts received in favour of the Gram Panchayat shall be noted in the Cheque/Draft Receipt Register. Thereafter such receipt of the fund shall be noted in the Cash Book and the relevant Subsidiary Cash Book.
- The Cash Book shall be closed and balance sheet struck on daily basis and its entries and balances shall be checked with reference to the Pass Book and other relevant records at the close of every month. A Bank reconciliation statement shall be prepared at the end of each month in respect of each Bank account and also fund analysis for the closing balance of the Gram Panchayat Fund shall be made and recorded in the Cash Book at the end of each month.
- When, for the purpose of maintenance of the accounts of the fund of a programme in a separate and transparent manner, a separate Bank account is opened and Subsidiary Cash Book is required to be maintained in accordance with the directions of the sponsoring authority. Any fund received on account of such programme shall be entered first on the receipt side of the Cash Book and immediately thereafter, on the receipt side of the Subsidiary Cash Book. But in case of any payment from this fund, the payment shall be entered first on the payment side of the Subsidiary Cash Book and the total amount of the payment for a day shall be entered on the payment side of the Cash Book.
- Payment by cheques shall be entered in the Subsidiary Cash Book or in the Cash Book on the date on which it is signed by the Custodian while actual delivery date of the cheque shall be noted on the 'Remarks' column of the Subsidiary Cash Book or the Cash Book if there is no Subsidiary Cash Book on this account, as well as in the Cheque Book register.
- A note shall be kept in the Cash Book with respect to the undisbursed amount of cash drawn by self cheques at the end of the day.

**Q-19: What is the procedure for cancellation of a cheque by a Gram Panchayat?**

**Ans:** When it is necessary to cancel a cheque, the cancellation shall be recorded on the counterfoil as well as on the cheque, if it is in drawer's possession and such cheques shall be kept preserved for the purpose of audit and shall not be destroyed until ordered in this behalf by the appropriate authority having jurisdiction.

**Q-20: What should be done, if a cheque issued by the Gram Panchayat is reported lost?**

**Ans:** If a cheque is reported lost during the period of its validity, the fact shall be notified to the Bank or Post Office promptly.

**Q-21: How and by when shall a Gram Panchayat prepare and submit the monthly statement of fund position?**

**Ans:** At the end of each month, the Executive Assistant with the assistance of the Secretary and other employees, shall prepare a monthly statement of fund position showing total fund available, with its classification on the basis of sources and nature of different components of the fund and place it, with the approval of the Chairperson, in the next meeting of the Gram Panchayat for deliberation and preparation of programme for utilization of the available fund. One copy of this statement shall be forwarded to the Executive Officer of the Intermediate Panchayat concerned within the first week of the next month.

**Q-22: When and where shall the Gram Panchayat place the account reports?**

**Ans :**

- Monthly statement of fund position, prepared should be placed in the General Meeting of the Gram Panchayat next month.
- Every year, a yearly and a half-yearly statement of receipt and payments should be prepared in the month of April and October respectively, by the Executive Assistant and to be placed in the General Meeting and in the Annual and Half-yearly Ward Meeting.

**Q-23 : What is GPMS ? Are the reports generated in GPMS valid and legal?**

**Ans:** Gram Panchayat Management System (GPMS), which is a parallel to PriyaSoft, is a computerised accounting system which is used to record all financial transactions of the Gram Panchayat and preparation of related reports thereafter.

On adoption of the computerised accounting system relevant, print-outs generated by the system, shall be deemed to be authentic records of accounts and shall form part of the Cash Book, ledgers and also the receipt and the payment vouchers and other records rendering it unnecessary to prepare manually any of these records. At the time of any inspection or audit, any or all such print-outs may be verified with reference to the data-base stored on the computer.

**Q-24: What necessary directions are required to be followed for changing from the manual accounting system to computerised accounting system?**

**Ans:** For changing from the manual accounting system to the computerised accounting system, a Gram Panchayat is required to follow a few steps. The Gram Panchayat needs to maintain accounts manually and also in the computerised accounting system for three months. Further, until the Panchayat Audit and Accounts Officer, and the Gram Panchayat itself are satisfied with the accounts maintained in the computerised accounting system, both the manual system and the computerised accounting system are to be followed. The Gram Panchayat needs to fulfil the following points for a satisfactory computerised accounting system:

- The Gram Panchayat is using its own separate user ID and password.
- The records kept manually and print out of the records maintained in the computerised accounting system is similar and there is enough evidence for the same.
- Regular Backup is taken for the Computerised Accounting System (at least once in week)
- Print out of the regular transactions are taken every day and signed and authenticated respectively.
- The signed and authenticated print-outs are preserved and bound in the manner of a register.

The Gram Panchayat will have to take a resolution in the meeting of its Finance and Planning Standing Committee regarding change from manual accounting system to Computerised Accounting System.

**PROCUREMENT**

**Q-25: What is Procurement?**

**Ans:** Procurement is the complete process of obtaining Goods, Assets and Services for Gram Panchayat that include framing specifications, market rate analysis, and selection of bidder through appropriate bidding process, project execution and payment procedure.

**Q-26: What are the parameters that a Gram Panchayat need to measure before starting the process of procurement?**

**Ans:** A Gram Panchayat is required to look at the following measures before starting the process of procurement for a scheme/ work :

- Whether the work/the articles that have been enlisted for procurement is immediately required and the matter has been placed and approved in the concerned Standing Committee and General Body meeting (i.e., administrative approval for the work has been taken).
- Whether there is budgetary allocation for the article/ work that has been enlisted for procurement (if required, resolution may be taken in the Gram Panchayat General Body meeting for budgetary allocation in the revised budget).
- Whether the scheme/project is in the Annual Plan and Budget of the Gram Panchayat.
- Whether a DPR has been prepared, and Technical Approval for the DPR has been sought, i.e., the design and the estimate for the scheme have been vetted by appropriate authority.
- Whether an implementation order has been issued in favour of the scheme.

**Q-27: Why is a definite Procurement Process in a Gram Panchayat required?**

**Ans:** There is requirement for a definite Procurement Process in a Gram Panchayat so that –

- i. The scheme/ work can be done within the stipulated budget.
- ii. The scheme/ work can be done as per the rules and regulations.
- iii. The scheme/ work can be done with transparency.
- iv. The scheme/ work can be done within the stipulated time.
- v. The scheme/ work may be done maintaining the quality.

**Q- 28: What is the procedure for procurement by a Gram Panchayat?**

**Ans:** The procedure of procurement in a Gram Panchayat is as follows:

- i. If the value of the goods/service is Rs.2000 or less, the purchase does not require any quotation/ tender.
- ii. If the value of the goods/service is between Rs.2000 and Rs.20,000, notice inviting quotation is to be issued and at least three valid sealed quotations are required for decision-making.
- iii. If the value of the goods/service is more than Rs.20,000 then the Gram Panchayat will have to issue Notice Inviting Tender and at least three valid sealed Tenders are required for decision-making.

**Q- 29 : When can a contractor be engaged?**

**Ans:** A Gram Panchayat may engage a contractor:

- i. When a project or scheme does not relate to any poverty alleviation, employment generation or social assistance programme;
- ii. When a project or scheme involves construction work for infrastructural development;
- iii. When the estimated project cost of the work exceeds rupees one lakh in case of general works including sanitary and plumbing works or rupees twenty thousand in case of electrical works;
- iv. When a project or scheme requires close technical supervision at multiple stages and the Gram Panchayat holds the view that its machinery is unable to provide the required level of supervision.

**Q-30: What is the general procedure for engaging a contractor for works through contract according to the value of work?**

**Ans:** For engagement of a contractor, a Gram Panchayat may enter into contract with any contractor through open invitation of tenders.

- When estimated value of the proposed work exceeds rupees one lakh but does not exceed rupees five lakh, in case of general works including sanitary and plumbing work or rupees twenty thousand but does not exceeds rupees two lakh in case of electrical works sealed tenders shall be invited. The Finance and Planning Standing Committee shall publish a notice

giving at least fifteen days' time and copies of the notice shall be displayed on the notice board of the office of the Gram Panchayat, Intermediate Panchayat, and the Sub-Divisional Officer having jurisdiction and also on display board of the Rural library and Common Service Centre within the area of that Gram Panchayats may be available. The contractors shall be eligible to participate in such tendering process if they fulfil the requisite conditions of the tender.

- If the estimated value of each work exceeds rupees five lakh in case of general works or for sanitary and plumbing work or rupees two lakh in case of each electrical work, e-tendering process should be followed as per direction of the State Government. Sealed tenders shall be invited openly on behalf of the Finance and Planning Standing Committee by publishing a notice giving at least fifteen days' time. The copies of the notice inviting tender shall be published in at least one local widely circulated daily newspaper well in advance. In addition, the tender notices shall be displayed prominently on the notice board of the Gram Panchayat, the Intermediate Panchayat, and the Sub-Divisional Officer having jurisdiction and also on display board of the rural library and Common Service Centre within the area of that Gram Panchayat as may be available.

**Q-31: Should there be any Tender Selection Committee in a Gram Panchayat?**

**Ans:** Yes, the Finance and Planning Standing Committee shall act as the Tender Selection Committee on behalf of the Gram Panchayat.

**Q-32: What are the norms related to the submission and evaluation of tenders?**

**Ans:** Notice inviting tenders for works contract and the formats thereof shall be prepared by the Gram Panchayat. The norms for inviting Tenders shall be followed under the following guiding principles:

- The procurement shall be based on comparative rates obtained from several contractors with minimum of three.
- Notice Inviting Tender shall clearly indicate detailed descriptions and specification of work as well as proposed date of completion of the work.
- The tender forms may be dropped in a sealed box kept for the purpose by the Gram Panchayat mentioning the closing date and time for submission of the tender.
- All tenders received within the stipulated time shall be opened in presence of intending bidders at the time and place as stated in the notice, by a committee of any two or more functionaries (members or employees) of the Gram Panchayats as may be authorised by the Finance and Planning Standing Committee.
- The evaluation of tenders, i.e., comparative statement shall be made by the committee authorized by the Finance and Planning Standing Committee.
- There shall be no special preference with regard to rate or work-related issues to any bidder, such as State-owned Enterprises, small scale enterprises or enterprises from any other State.
- No member or employee of a Gram Panchayat or any other family members or close relatives shall directly or indirectly participate in the bidding process or execution of work as Contractor or Sub-Contractor.
- There shall be no negotiation of price with the bidders after submission of tenders.
- A bidder who submits more than one bid for one particular work will lead to rejection of all such particular bids and the bidder shall be disqualified.
- Bids shall remain valid for a period of sixty days from the date of the notice issued for the purpose. A bid with a shorter validity period should be rejected by the Gram Panchayat.
- Complete records of all procurements made shall be retained upto six years or till objections of audit or any allegation made by the authority has been settled whichever is later. A Register of Contracts must be maintained by the Gram Panchayat.

**Q-33: What is the requirement of credential for Works Contract?**

**Ans:** Credibility, eligibility or credential carry significant interpretation in case of (a) judging basic qualification/eligibility of an individual, firms or company to participate in a tender process (b) past experience and technical expertise for execution of any programme or scheme as credibility of an individual, firms or company to participate in a tender process for works contract.

When an individual, firm or company intends to participate in a tender process for works against any particular Notice Tender should have the following basic requirements along with the requisite credentials:

- a) PAN with last three years' Income Tax Return
- b) Professional Tax Registration Certificate with current challan
- c) Trade Registration Certificate/ Licence from local body.

Another kind of credential is needed to participate in a tender process for works contract by an individual, firms or company to produce the required documents to justify past experience in terms of volume (amount) and technical expertise relating to similar nature of work. The Gram Panchayat must not consider the cumulative value of all the previous credentials (certificates) submitted by the bidder for determining eligibility. In order to ascertain the eligible bidder, a Gram Panchayat shall consider the single highest value of all the previous credentials submitted by the bidder.

**Q-34: What is the Payment Procedure followed by the Gram Panchayat?**

**Ans:** The Payment Procedure to be followed by a Gram Panchayat is as follows:

- Any payment from the Gram Panchayat Fund shall be made against a valid bill or claim showing details of such claims. If such bill or claim is found on scrutiny to be genuine and in order by the Engineer in case of programme or scheme and by the Secretary in other cases, he/she shall place the bill or claim to the Executive Assistant with his/her observation to the effect that the claim is checked and found genuine and in order and may be paid.
- No payment shall be made by the Gram Panchayat without recording in the Durable Stock Register, Programme Register, Scheme Register, Stores Account Register, Register of Immovable Properties as Register of Stationary Articles. At the time of payment there shall be a certificate by the concerned employee of the Gram Panchayat to that effect on the body of each bill.
- Payment against supplier's bills shall be made through Account Payee Cheque. However, payment against such bills may be made in cash when the sum payable is less than rupees five hundred; when such sum is rupees five hundred or more but less than rupees two thousand, payment shall be made through a cheque, not necessarily an account payee Cheque; when such amount is rupees two thousand or more, the payment in all circumstances shall be made through an Account Payee Cheque.

**Q-35 : What types of deductions are made during payment of any Bill to a Contractor?**

**Ans:** The deductions made during payment of bill to the contractor are:

- **STDS:** For a particular bill amounting to Rs 30,000/- or a number of bills amounting to Rs 1,00,000 for the entire year, the STDS deduction will be 1% for Individual and 2% for any company. No STDS will be deducted for supply of goods/ materials/ equipment etc. Event of sales tax deduction made in any days of the month by the Gram Panchayat will be deposited within the 10<sup>th</sup> day of next month in favour of the authority through Bank/Treasury.
- **Labour Cess:** No payment for any construction work will be made without deduction of the Cess @ 1%. Deduction of cess shall be included in the estimate for the construction work. A relevant clause for deduction of cess shall be included in tender document also. The Cess so deducted from the contractor's bill shall be remitted by crossed cheque or demand draft along

with Challan drawn in favour of the prescribed authority positively within 30 days of such deduction.

- **GST:** Gram Panchayat may deduct GST from the bill of the Contractor for any works or supply contract. In this regard, the Gram Panchayat should have GSTN registration as deductor. For any Company or Individual, if the bill amount is more than Rs 2,50,000 (without GST), then GST deducted by Gram Panchayat shall be- CGST @ 1%, SGST @1%, and IGST @2%. Event of GST deduction made in any days of the month by the Gram Panchayat will be deposited within 10th day of next month in favour of the authority through Bank/Treasury.

## **BUDGET**

### **Q-36: What is Budget?**

**Ans:** Budget is an estimate of income and expenditure for the upcoming year.

### **Q-37: Who shall be responsible for preparation of budget of a Gram Panchayat?**

**Ans:** The Executive Assistant under the direction of the Chairperson and with the help of other employees shall prepare the budget of a Gram Panchayat.

### **Q-38: How many types of Budgets are prepared by a Gram Panchayat?**

**Ans:** There are two types of budget of a Gram Panchayat. These are:

- Annual Budget
- Supplementary and Revised Gram Panchayat Budget

### **Q-39: Who shall convene the special meeting of a Gram Panchayat for approval of Budget?**

**Ans:** The Secretary, after discussion with the Executive Assistant and Chairperson (Vice-Chairperson in absence of the Chairperson) shall put up the notice for Special Meeting of Gram Panchayat for approval of Gram Panchayat Budget.

### **Q-40: What types of documents are to be attached with the notice of Special Meeting for Budget approval?**

**Ans:** Copy of the draft budget is required to be attached with the notice for Special Meeting for Budget approval.

### **Q-41: What is the norm for quorum for approval of the Budget of a Gram Panchayat in the Special Meeting?**

**Ans:** 50 per cent of the existing elected members of the Gram Panchayat body need to be present in the Special Meeting for Budget approval.

### **Q-42: How many members of the Gram Panchayat need to be present in the adjourned Special Meeting for Budget approval?**

**Ans:** Even in the adjourned Special Meeting for Budget approval 50 percent of the existing elected members of the Gram Panchayat body need to be present.

### **Q-43: When is the Supplementary and Revised Gram Panchayat Budget prepared?**

**Ans:** The Chairperson shall review the flow of fund to the Gram Panchayat and expenditure incurred upto the month of December in the current year. By the month of January, the Executive Assistant of the Gram Panchayat shall, in consultation with the Chairperson, prepare the draft supplementary and revised budget estimate. The draft so prepared shall be placed and discussed in a meeting of the Finance and Planning Standing Committee by the 1<sup>st</sup> week of February of the year and shall be accepted with such modification as may be deemed appropriate. The draft as modified shall be considered and approved with such modifications as may be decided at a meeting specially convened for the purpose on or before the last week of February in each year and in the presence of at least half of the existing members of the Gram Panchayat.

**Q-44: When can a Supplementary and Revised Gram Panchayat Budget be modified ?**

**Ans:** If any special situation arises when a Gram Panchayat receives any special allotment of fund for a specific purpose, the estimate of which have not been included either in the budget or in the supplementary and revised budget, the Gram Panchayat shall modify the supplementary and revised budget estimates in a meeting specially convened for the purpose when quorum for the meeting is available.

**AUDIT**

**Q-45: What is Audit ?**

**Ans:** Audit is an official inspection of the accounts. In course of audit of the accounts, it shall be the duty of the Auditor to see that:

- a) The accounts have been maintained and are presented in approved forms.
- b) The particulars of receipts and payments are stated in sufficient details.
- c) The payments are supported by adequate authority and requisite vouchers.
- d) All sums received are brought into account and entered in the Cash Book.
- e) The receipts and payments in all caeses are such as are authorized by law.

**Q-46: How many types of Audit are there in a Gram Panchayat?**

**Ans:** A Gram Panchayat generally faces four types of audits:

- i. Internal Audit
- ii. External or ELA (Examiner of Local Accounts) Audit
- iii. Social Audit
- iv. Special Audit

**Q-47: Who conducts the Internal Audit of the Gram Panchayat?**

**Ans:** The Panchayat Accounts and Audit Officer, posted in the Office of the Block Development Officer, performs the Internal Audit of the Gram Panchayats at least once in every three months.

**Q-48: To whom the Audit report has to be submitted?**

**Ans:** The PA &AO submits the Audit report to the Chairperson of the respective Gram Panchayat, with a copy to the Block Development Officer, the Sub-Divisional Officer, and the District Panchayat and Rural Development Officer within two months of the completion of Audit.

**Q-49: What shall the Chairperson do after receiving the Internal Audit report?**

**Ans:** The following action should be taken by the Chairperson of the Gram Panchayat after receiving the Internal Audit report:

- Within 15 days of receiving the report, the Chairperson shall place it in a specially convened meeting of the Finance and Planning Stansing Committee for comprehensive discussion on the observations of the Auditor.
- Thereafter the Chairperson shall convene a special meeting of the Gram Panchayat, within next ten days, to consider the observations made by the Auditor and the recommendations of the Finance and Planning Standing Committee.
- After the said meeting, the Chairperson, with the assistance of the Executive Assistant and other employees shall prepare, within a month, a statement giving replies or comments on the audit report and send it along with the copies of the resolution of the meetings to the Block Development Officer, Sub-Divisional Officer and the District Panchaayt and Rural Development Officer.

**Q-50: Who performs the External Audit of the Gram Panchayat?**

**Ans:** On behalf of the Accountant General of the State, the Examiner of Local Accounts (ELA) conducts the External Audit of the Gram Panchayat annually.

**Q-51: What shall the Chairperson do after receiving the Audit report of the ELA?**

**Ans:** After receiving the Audit report of the ELA:

- The Chairperson shall, within 10 days, place it in a specially convened meeting of the Finance and Planning Standing Committee for comprehensive discussion on the observations of the Auditor.
- Thereafter the Chairperson shall convene a special meeting of the Gram Panchayat, within next ten days, to consider the observations made by the Auditor and the recommendations of the Finance and Planning Standing Committee.
- After the meeting the Chairperson with such assistance of Executive Assistant and other employees shall prepare, within a fortnight, a statement giving itemwise replies or comments with additional informations in separate sheets annexed, if necessary, on the audit report and send it to the Block Development Officer in triplicate.
- The Block Development Officer shall record his comments in the appropriate column of the statement against itemwise replies of the Gram Panchayat, retain one copy with him and send two copies to the Sub-Divisional Officer within 10 days from the date of receipt of the statement.
- The Sub-Divisional Officer shall put his comments in the appropriate column of statement prepared by the Gram Panchayat, retain one copy with him and forward other copy to the ELA within seven days.

**Q-52: What is surcharge?**

**Ans:** Surcharge is the charge imposed by the auditor against any person or group of persons if he or they are found liable or guilty for any loss or misutilization of Gram Panchayat Fund.

**Q-53: What is Social Audit?**

**Ans:** A Social Audit is a way of measuring, understanding, reporting the accounts, quality and outcome of a scheme by its beneficiaries ultimately improving the Gram Panchayat's social and ethical performance (This subject has been dealt with in a separate chapter).

**Q-54: When is a Special Audit conducted?**

**Ans:** If, within one month from the date of meeting of the Gram Panchayat, no information is received by the Internal Audit Officer from the Chairperson of the Gram Panchayat, or if the replies to the Audit query are not found to be satisfactory, the Internal Audit Officer shall refer the matter to the Block Development Officer who shall issue necessary direction to the Gram Panchayat with a copy to the Sub-Divisional Officer and the District Panchayat and Rural Development Officer. If within thirty days from the date of issue of such direction by the Block Development Officer, no compliance report is received from the Gram Panchayat or if the explanations submitted are not deemed to be satisfactory, the Block Development Officer shall initiate a proposal for conducting a special audit.

**Q-55: What is the role of the Chairperson in the Financial Management of a Gram Panchayat?**

**Ans:** As custodian of the Gram Panchayat Funds, the role of the Chairperson in Financial Management of Gram Panchayat are-

- Effective Utilisation of the Gram Panchayat Funds.
- Signing Cheques for payments.
- Preparation of Plan and Budget of the Gram Panchayat.
- Signing the Cash Book and the other registers.

- Timely submission of the reports related to Financial Management of Gram Panchayat.
- Timely submission of the reply to the audit reports.
- Coordination between all the Members, Employees, Standing Committees, Upper tiers, Banks and local people.

**Q-56: What is the role of the Vice-Chairperson in the Financial Management of a Gram Panchayat?**

**Ans:** The roles of the Vice-Chairperson in the Financial Management of Gram Panchayat are -

- Performing all the duties of the Chairperson in absence of the Chairperson.
- Signing the cheque along with the Executive Assistant in absence of the Chairperson.

**Q-57: What is the role of the Executive Assistant in the Financial Management of a Gram Panchayat?**

**Ans:** The roles of the Executive Assistant in the Financial Management of Gram Panchayat are –

- Signing the cheque along with the Chairperson.
- Keep the Bank Pass book, Cheque book, and cheque book register in own custody.
- Prepare the Gram Panchayat Plan & Budget.
- Authenticate and sign each entry in the Cash Book.
- Sign other registers.
- Timely submission of the reports related to Financial Management of Gram Panchayat.
- Timely submission of the reply to the audit reports.

**Q-58: What is the role of the Secretary in the Financial Management of a Gram Panchayat?**

**Ans:** The roles of the Secretary in the Financial Management of Gram Panchayat are –

- Entering records of financial transaction in the Cash Book, Subsidiary Cash Book and other registers related to Financial Management.
- Keep various registers of the Gram Panchayat (except- Pass Book, Cheque Book, and Cheque Book register) in custody.
- Assist the Executive Assistant in preparation of Gram Panchayat Plan and Budget.
- Prepare the monthly statement of fund position in Form 26 and half yearly and annual statement of receipts and payments in Form-27.
- Timely submission of the reply to the audit reports.

**Q-59: What is the role of a Junior Engineer in the Financial Management of Gram Panchayat?**

**Ans:** The roles of the Junior Engineer in the Financial Management of Gram Panchayat are –

- Assist the Executive Assistant in payment of bills related to construction work in the Gram Panchayat.
- Assist the Executive Assistant in preparation of Gram Panchayat Plan and Budget.

**Q-60: What is the role of the general members of a Gram Panchayat in the Financial Management of a Gram Panchayat?**

**Ans:** The roles of the members in the Financial Management of Gram Panchayat are –

- To discuss all the necessary works required to be implemented in the area.in the Ward level Meeting.
- To discuss the matter for inclusion of the necessary works in the Standing Committee wise Plan and Budget in the Gram Panchayat meeting

- To participate in the various Gram Panchayat meetings and discuss matters related to implementation of various schemes, reports related to financial management, audit reply.
- To support in implementation and monitoring of various schemes in respective wards.

**Q-61: What are the registers and forms to be maintained by a Gram Panchayat for effective Financial Management?**

**Ans:** The registers and forms to be maintained by the Gram Panchayat for effective Financial Management of Gram Panchayat are:

- Cash Book
- Subsidiary Cash Book
- Cheque/ Draft Receipt Register
- Cheque Book Register
- Receipts for Tax, Rates and Fees
- Miscellaneous Receipts
- Stock Register of Receipts Books
- Register for Arrear and Current Demand and Collection of Taxes.
- Durable Stock Register
- Register of Assets Leased out.
- Acquittance Register for Honorarium of Chairperson/Vice-Chairperson/ Chairpersons of the Standing Committees
- Acquittance Register for Pay/ Allowance of employees
- Bill for Government Grant on account of salary of the employees
- Utilization Certificate for Grant-in-Aid from the State Government.
- Register for Advance against Project/ Scheme
- Appropriation Register
- Programme Register
- Scheme Register
- Muster Roll for payment of Wages to the Workers.
- Acknowledgement for receipt of adjustment voucher
- Register of Immovable properties
- General Ledger
- Register for receipt of letters.
- Register for Issue of letters
- Stores Account Register
- Register of Stationary Articles
- Monthly Statement of Fund position
- Half-yearly/ Annual Statement of receipts and payments (Part-I)  
Consolidated Statement of Receipts and Payments (Part-II)
- Form of Certificate.
- Budget Estimate of Sub-Committee
- Budget Estimate of Gram Panchayat
- Notice for Draft Budget Publication
- Supplementary and revised budget.

## Chapter-7

### Service Delivery by Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

**Q-1: What do we understand by public services?**

**Ans:** Public Services mean services like health care, education, infrastructure, transport, removal of waste etc. by a government or its agencies because these are essential and not provided with the intention to make profit.

**Q-2: What kinds of services are required by the people of a village?**

**Ans:** There are two kinds of services required by the people of a village. These are: (i) human development related services whereby, individuals as beneficiaries can get direct benefits of any Central and/or State government programme or scheme; (ii) infrastructural development, like roads, electricity etc which improves the overall environment and quality of life in the panchayat.

**Q-3: Can a Gram Panchayat provide all the services required by the people of a village ?**

**Ans:** No. All services receivable by the people of a village cannot be provided by the Gram Panchayat alone. The central Government and the State Government collect taxes from the citizens. A large portion of this tax revenue is utilised for execution of various schemes relating to human development as well as infrastructure development through different line departments and other agencies/organisations of the Government. Many such Government schemes are executed through the three-tier Panchayati Raj system. But there are many other areas of requirement and demand of the people of a village which are not covered by the schemes of the Central and the State Government. After identifying the nature of such services, and their prioritisations, the Gram Panchayat can make arrangement for providing such services according to its financial capacity. For this purpose a Gram Panchayat needs to have its own source of fund which can be arranged through collection of tax, rate, fee etc. as the Gram Panchayat, as local self government is empowered to impose and collect tax, rate, fee from the citizen as per provision of the State Panchayat Act and Rule.

**Q-4: If all the public services cannot be provided by the Gram Panchayat itself, what action can be taken by them to ensure proper delivery of services be received from other authorities?**

**Ans:** In such cases, a Gram Panchayat can undertake the role of a mediator/facilitator. It supervises and monitors the implementation of the initiatives/schemes/programmes of different line departments, institutions and organisation to address the specific needs of the people.

The Gram Panchayat can monitor the progress of the respective programmes and ensure that the targeted beneficiaries are getting benefits from it. It can ensure that the quality of the programmes is maintained. In case, if the beneficiaries are not receiving their benefits, the Gram Panchayat can take up the matter with the respective line departments for providing the services as per the specific objectives/ guidelines of those programmes. The Gram Panchayat with the help of its Standing Committees, Self-help Groups, ASHA workers and Angnwadi workers can spread awareness on particular issue aiming at benefiting the people at large.

**Q-5: How can a Gram Panchayat prepare a Plan of Action for delivery of services to the people in their area?**

**Ans:** The Gram Panchayat along with its Standing Committees first need to identify the services required by the people and existing gaps in existing service delivery. This can be done based on the information and records available and maintained at the Panchayat level. Based on which, they need to prioritise the areas where immediate interventions are essential. Accordingly, they can take up sector-wise activities and incorporate them in their annual plans and also in their five-year plan. Priority should also be given to the activities aiming at ensuring environmental sustainability, human

development and improving quality of life of the marginalised, backward and poverty stricken people and communities of the area.

**Q-6: What kind of actions can a Gram Panchayat take in delivering different services?**

**Ans:** Actions related to all the 29 subjects mentioned in the 11<sup>th</sup> Schedule of the Constitution of India can be taken up by a Gram Panchayat in the matter of delivery of services. These subjects may be mentioned here for ready reference:

- I. Agriculture including agricultural expansion
- II. Land improvement, implementation of land reforms, land consolidation and soil conservation.
- III. Animal Husbandry, Dairying and poultry
- IV. Fisheries Industry
- V. Minor irrigation, water management and watershed development
- VI. Social forestry and farm forestry
- VII. Small scale industries in which food processing industry is involved
- VIII. Minor forest produce
- IX. Safe water for drinking
- X. Khadi, village and cottage industries
- XI. Rural housing
- XII. Fuel and fodder
- XIII. Rural electrification, including distribution of electricity
- XIV. Road, culverts, bridges, ferries, waterways and other means of communication
- XV. Education including primary and secondary schools
- XVI. Non-conventional sources of energy
- XVII. Technical training and vocational education
- XVIII. Adult and non-formal education
- XIX. Public Distribution System
- XX. Maintenance of community assets
- XXI. Welfare of the weaker sections, in particular of the Schedule Caste and Schedule Tribe communities
- XXII. Social welfare, including welfare of the handicapped and mentally retarded
- XXIII. Family welfare
- XXIV. Women and child development
- XXV. Markets and Fairs
- XXVI. Health and sanitation including hospitals, primary health centres and dispensaries
- XXVII. Cultural activities
- XXVIII. Libraries
- XXIX. Poverty Alleviation Programmes, etc.

Depending upon the needs of the people and local context, Gram Panchayat can prioritize and take-up the activities related to the above-mentioned 29 subjects.

**Q-7: What will be the role of a Gram Panchayat in delivering public services as a condition of the holistic development as per the provision of the State Panchayat Act?**

**Ans:** Role of the Gram Panchayat will be that of a local self-government. They can take initiative and decision to improve quality of life and livelihood of its citizens by providing them quality services.

As a development agent, it should take up programmes and implement them for overall human, socio-economic and infrastructure development of the Panchayat area.

Apart from this, there are three major roles of Gram Panchayat:

- a. *Obligatory Role*: By which Gram Panchayat is obliged to provide certain services to the citizens such as preparing five-year development plan, annual plan for development of human resources, infrastructures and civic amenities, issuing birth and death certificate, trade registration certificate, implement Central and State schemes, Central and State Finance Commission funds, the constitution and administration of the 'Nyaya Panchayat' i.e. 'Justice Panchayat' established under this Act and so on.
- b. *Other Roles (Designated and Assigned Roles)*: Whereby the Gram Panchayat performing the tasks assigned to them from the State governments such as rural dispensaries, health centres and maternity and child welfare centres, agriculture including agricultural extension and fuel and fodder, care of the infirm and the destitute and so on. The Gram Panchayat also acts as an implementing agency for the Centre and States government under which it implements all the programmes and schemes at the grass-root level and also to identify beneficiaries for that.
- c. *Discretionary Role*: Whereby Gram Panchayat undertakes tasks that they may think would helpful their citizens. For example, planting and maintaining trees on both sides of public streets, construction of shades for the Self-Help Group (SHG), introduction and promotion of co-operative farming, co-operative stores, and other co-operative enterprises, trades and so on.

**Q-8: What are the services to be provided by a Gram Panchayat directly to the citizen?**

The following services/ duties are directly looked after by the Gram Panchayat

- To issue Birth and Death registration certificate
- Trade registration
- Issuing of Caste certificates: Though there are prescribed authorities as per order of the Government, for issue caste certificate, caste certificates issued by the Gram Panchayat are required as a supporting document.
- Issue of residential certificate, income certificate for various purposes.
- To prepare reports of different programmes and schemes, maintaining different sector-wise registers by collecting respective data and updating it.
- To create public awareness on different schemes/programmes and the services provided by the Gram Panchayat and other departments/authorities.

**Q-9: Can some examples be given for actions supposed to be taken by a Gram Panchayat, for providing services to the people receivable from different Government Departments?**

**Ans:** Yes, we may discuss about some such suggested actions on the following sector:

**a. Safe Drinking Water and its quality control:**

- In order to provide piped drinking water to every household within its jurisdiction or to provide drinking water facility within 100 metres of the households the matter may be taken up with the Public Health Engineering Department. Arrangement for collection of water tax for this purpose may be made through awareness generation.
- Similarly, arrangement for safe drinking water in all the schools, Anganwadi centres, health centres, and all other public places may also be made. If it is not possible to arrange for piped water supply immediately, tube well facility may be arranged.
- Arrangement for periodic testing of water should also be made.
- Skill development of interested local youth on plumbing may be arranged who may provide services to local households against service charges.
- These may be discussed in the concerned Standing Committee and the Village

Health Sanitation and Nutrition Committee and support of the SHGs may also be taken. In some cases, some amount of own fund may be utilised if, required.

**b. Health, Sanitation and Nutrition:**

- To ensure toilet facilities in every house hold with the help of Swachh Bharat Abhiyan.
- Awareness generation on health-related issues as per the guidelines of National Rural Health Mission (NRHM) with the officers and staff of Health and family Welfare Department and SHG members.
- To focus on individual cleanliness. Regular health check-up of the children at the schools and Anganwadis centres should be conducted.
- To take initiative/steps to maintain cleanliness in the eateries, hotels located in the Gram Panchayat area.
- To prevent and stop water-borne diseases, along with regular water testing, construction of concrete platforms for the tube-wells, should be undertaken.
- To undertake healthcare related infrastructural development and start-up health clinics in areas where there is a lack of healthcare facilities.
- To undertake healthcare related infrastructural development and start-up health clinics in areas where there is a lack of healthcare facilities.
- With the help of Anganwadis workers and Self-help groups focus on the nutritional level of the adolescent girls and pregnant/lactating mothers.
- To arrange and provide complementary nutrition for the children belonging to the poor households. To spread awareness on mitigating malnutrition.
- To promote vegetable garden/kitchen garden and growing fruit-bearing trees in each household. If possible, vegetable garden can be initiated in every school.

**c. Education:**

The objective is to ensure that every child receives basic primary education and every educational institution to have basic infrastructural facilities. Following actions may be taken for fulfilment of this purpose:

- Maintain toilets and supply of safe drinking water along with other infrastructural facilities in educational institutions.
- To arrange supply of piped-water, kitchen shed and other necessary infrastructural facilities for Mid-day meal programme in schools.
- To ensure provision for school-grown kitchen gardens and playground in each school.
- Along with prioritizing of different sports activities, Gram Panchayat can take initiative to promote and encourage the practice other cultural activities in schools such as dance, music, recitation, etc.
- To promote different sports through provision of necessary equipment.
- To take necessary initiatives to improve the quality of education. Action to be taken for making the parent teacher meeting successful.

**d. Waste Management:**

The objective is to ensure appropriate disposal of household generated solid and liquid waste and to ensure every settlement has a proper drainage system. The tasks to be undertaken by the Gram Panchayat may be:

- Initiative to use the waste to generate biogas and organic fertilizer by every household.
- Initiatives, may be taken to conversion of perishable waste items for reuse. For this purpose, necessary step may be taken to arrange for 10 - 15 katha land (preferably far away from the human settlement).

- Collection, storage and disposal of non-perishable wastes all at a particular place.
- The Gram Panchayat can construct a proper drainage system at every village through MGNREGS and FFC grant.

There might be many other activities related to sectors like Agriculture, Irrigation, Small and Cottage Industries, Trade and Business, Disaster Management etc.

Thus the Gram Panchayat, with the initiative of the Chairperson, Vice-Chairperson, Chairpersons of the Standing Committees, other elected members, employees and the active support of the people of the area, can increase number of public services and improve their quality.

**Q-10: What will be the roles of the Chairperson, the Vice-Chairperson, elected members, Standing Committees, and Gram Sabha in ensuring prompt and proper delivery of services to the people?**

**Ans:** The Gram Panchayat needs to identify gaps in existing service delivery mechanism. This can be done through regular Gram Sansad/Ward /neighbourhood meetings, where people can assert their needs. The Chairperson, Vice-Chairperson, elected members, Chairperson of the Standing Committees may take necessary action best on the feedback received during these meetings. The office management system should be made responsive and people friendly. All the elected members and the office bearers should maintain good relationship with the people so that everybody can approach them without any hesitation and express their views.

## Chapter-8

### Social Audit and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is Social Audit?

**Ans:** Social audit is a way of measuring, understanding, reporting and ultimately improving an organization's social and ethical performance. Social audit helps to narrow gaps between vision/goal and reality, between efficiency and effectiveness. It is a technique to understand, measure, verify, report on and to improve the social performance of the organization.

Social audit leaves an impact on governance. It values the voice of stakeholders, including marginalized/poor groups whose voices are rarely heard. Social auditing is taken up for the purpose of enhancing local governance, particularly for strengthening accountability and transparency in local bodies.

#### Q-2: Where can Social Audit be conducted and why?

**Ans:** Social Audit should be conducted in the public agencies where financial and non financial resources are used for development activities. Social Audit is conducted through participation of the people. The purpose of Social Audit is:

- To strengthen good governance through a process that promotes transparency and accountability.
- To increase public participation.
- To enable people exercise their rights.
- To enable effective implementation of the scheme.
- To control irregularities.

It should be kept in mind that Social Audit is not fault finding but fact finding process.

#### Q-3: Why is Social Audit required at the Gram Panchayat level?

**Ans:** The key flagship programmes aiming at overall development of rural India, such as MGNREGS, PMAY-G, NSAP etc, are implemented through Gram Panchayats i.e, the grass roots level unit of the three tier Panchayati Raj system. Therefore, it is extremely important to conduct Social Audit at the Gram Panchayat level.

#### Q-4: Which schemes come under the ambit of Social Audit at present?

**Ans:** At present, Social Audit is being conducted for, a) MGNREGS, b) Pradhan Mantri Awas Yojana-Gramin (PMAY-G), c) National Social Assistance Programme and d) Supply of food grains through public distribution system, under National Food Security Act.

#### Q-5: Who conducts Social Audit?

**Ans:** All the electors of the village participate in the Gram Sabha meeting and conduct the Social Audit. Any person or organisation associated directly or indirectly with the implementation process of the schemes, cannot participate in conducting the Social Audit. Decision is taken in the Gram Sabha meeting by the people on the basis of their experience and verification of information and records. Therefore the principal observer of the Social Audit is the people for whom the schemes are being implemented. Village Resource Persons perform the role of facilitator in conducting Social Audit. The whole process is monitored by the District Social Audit Unit under the guidance of the State Unit of Social Audit.

#### Q-6: What kind of information and records are to be collected and verified for Social Audit?

**Ans:** All the information and records relating to implementation of programmes, for which Social Audit would be conducted, should be collected. For example, the following records would be required for MGNREGS:

Job card register, employment register, Gram Sabha minutes, copies of sanction orders for each work, estimates for each work, muster role issue and receipt register, muster role, wage payment acquaintance, bills and vouchers for purchase of materials for each work, measurement book for each work, asset register, action taken report on previous social audits, grievance or complaint register etc. Any other register or record requires to be verified should also be collected. These registers and records are preserved in the office of the Gram Panchayat. The Village Resource Persons (VRP) engaged for the purpose of Social Audit is required to verify these records. The VRPs are duly trained for this purpose. They are engaged for the period for which Social Audit is conducted.

**Q-7: What is the structure of State Social Audit Unit?**

**Ans:** The State Social Audit Unit is a Society registered under the Society Registration Act and the unit comprises of the following persons:

Fulltime Director, Social Development Specialist/Consultant, State Resource Persons/experts, District Resource Persons, Block Resource Persons and Village Resource persons.

**Q-8: How are Village Resource Persons engaged for Social Audit?**

**Ans:** Following are the eligibility criteria for being engaged as Village Resource Person:

- Age of the candidate should be 18 years or above
- Experience of working under MGNREGS (self or family members)
- Candidates belonging to SC/ST will get preference
- SHG members (preferably female) will get preference

Generally, the District Resource Persons perform the responsibility of imparting training and providing other supports to the VRPs in the matter of conducting Social Audit. It may be mentioned here that a VRP cannot be associated with conduct of Social Audit pertaining to the Gram Panchayat where he/she is a resident.

**Q-9: What are the functions of the Village Resource Persons (VRP)?**

**Ans:** The functions of the Village Resource Persons (VRP), in brief are as under:

- To verify genuineness and necessity of the works/schemes at the field level on the basis of interaction with the people. For this purpose, they are to download the data from the Management Information System (MIS), collect information and record from the Block office and Gram Panchayat Office.
- Based on the field verification, the VRPs prepare a report and place in the meeting of the Gram Sabha.
- The VRPs are to provide necessary support for arriving at an appropriate decision in the Gram Sabha meeting. On the basis of the decisions of the Gram Sabha meeting, a public hearing meeting is held at the Block level, and the said meeting is presided over by the District Magistrate or his authorised officer.
- After the Block level public hearing meetings are over, a district level Exit Conference is held where detailed discussion is held on the basis of the reports of the Block level hearing and a report on the future course of action to be taken is prepared and forwarded to the State Social Audit Unit.
- The VRPs are to play their role in conducting the Social Audit as well as preparing reports in respect the concerned Gram Panchayat in the Block and district level meetings/workshops.

**Q - 10: What are the different processes involved in conducting Social Audit?**

**Ans:** Different processes involved in conducting Social Audit are as follows:

- The State Social Audit Unit shall frame an annual calendar to conduct at least one social audit, in each Gram Panchayat, every six months and a copy of the calendar shall be sent to all the District Programme Coordinators.

- The Social Audit Unit shall be given the required information and records of the programme/scheme by the Programme Officer, at least 15 days before the date of Social Audit Gram Sabha meeting.
- The resource persons deployed by Social Audit Unit, along with primary stakeholders shall verify the record and registers, physically verify the work sites and cross verify with beneficiaries about the implementation of the programme/scheme.
- Gram Sabha shall be convened to discuss the findings of the verification. The meeting shall be chaired by an elderly villager who is not a part of panchayat or any implementing agency.
- The District Programme Coordinator or his authorised representative will attend Gram Sabha meeting for its smooth conduct.
- The action taken report relating to the previous social audit shall be read out in the beginning of the meeting of each social audit Gram Sabha.
- The Gram Sabha shall provide a platform to all villagers to seek information.
- During the Social Audit all issues must be recorded in writing and evidence should be gathered.
- The entire proceeding of the Social Audit Gram Sabha shall be video recorded, and uploaded on website of concerned programme/scheme.
- All social audit reports should contain a list of grievances that require redressal and a separate list of social audit findings that require criminal investigation.
- The social audit reports shall be prepared in local language by the Social Audit Unit and must be displayed on the notice board of the Gram Panchayat for at least seven days.
- After the Social Audit Gram Sabha meetings are over, Public Hearing Meeting is held at the Block level. The Public Hearing Meeting is presided over by the District Magistrate or his authorised representative. Wide publicity of this meeting is done in order to ensure maximum participation. Necessary decision on the issues not resolved in the Gram Sabha meeting are taken in this meeting.
- The Exit Conference i.e., District level Review Workshop is held after the Block level Public Hearing Meetings are over. Participant of the district level workshop are the Chairpersons & Vice-Chairpersons of the Gram Panchayats, Block & Intermediate Panchayat level officers and office bearers, Officers & Office bearers of District Panchayat associated with implementation of the programmes/schemes, representatives of Civil Society Organisations, banks, Post Offices etc. The agenda of the district level workshop are: the issues came up in the Social Audit meetings, issues discussed and decided in the Public Hearing meetings, the suggestions regarding improvement of quality of the schemes etc.
- A consolidated report on the district level workshop is prepared and uploaded in the website. The said report is submitted to the State Social Audit Unit also.

**Q-12: What are the advantages of Social Audit?**

**Ans:** The advantages of Social Audit may be described as under:

- a) Trains the community on participatory local planning.
- b) Encourages local democracy.
- c) Encourages community participation.
- d) Benefits disadvantaged groups.
- e) Promotes collective decision making and sharing responsibilities.
- f) Develops human resources and social capital.

**Q-13: What is the role of the members of a Gram Panchayat in conducting Social Audit?**

**Ans:** The role of the members of the Gram Panchayat in conducting Social Audit may be as under:

- To spread awareness among the people on Social Audit
- To provide necessary support to the Village Resource Persons in collecting necessary data
- To take necessary initiative for solution of the problems raised in the Social Audit meeting of Gram Sabha
- In case, no immediate solution of a problem is possible, to give assurance for its solution as early as possible
- To extend necessary support to the beneficiaries in all possible means.

**Q-14: What is the role of the Chairperson of a Gram Panchayat in conducting Social Audit?**

**Ans:** The role of the Chairperson of a Gram Panchayat in conducting Social Audit may be as under:

- To attend the Entry Conference held at the district level and to be apprised of the calendar and the process of Social Audit
- To organise and attend the Gram Panchayat level workshop and ensure attendance of the members, employees, MGNREGS Supervisors and others associated with implementation of the schemes
- To finalise the date and place of the Gram Sabha meeting
- To extend necessary support and arrange supply of all sorts of information and records
- To issue notice of the Gram Sabha meeting, arrange for wide publicity and make necessary arrangement for Gram Sabha meeting
- To remain present in the Gram Sabha meeting and reply to the queries raised in the meeting, for solution of the problems
- To attend Block level Public Hearing meeting.
- To attend Exit Conference held at the district level
- To take all necessary follow up action as may be required as per the decision of the Social Audit meeting.

## Chapter-9

### Citizens' Right to Information and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: What is Right to Information? What is the basic objective of the Right to Information Act?**

**Ans:** Right to Information is a basic legal right of citizens. To create a transparent, accountable, democratic and corruption-free administration, the citizens must be empowered to know information relating to the activities of the Government offices/departments. A citizen has the right to get informed about the activities of the Government, decision taken by the Government, the principle while taking decision in any matter etc. as well as the process of taking decision.

The basic objective of the Right to Information Act is to promote transparency and accountability in the working of the Government, and to create a democratic and corruption-free administration for the people in real sense through making available all information relating to activities of the Government to the citizens. It goes without saying that an informed citizen is better equipped to keep necessary vigil.

#### **Q-2: When did the Right to Information Act, 2005 come into force?**

**Ans:** This Act was passed by the Parliament on 15 June 2005 and came fully into force on 12 October 2005.

#### **Q-3: Is RTI Act, 2005 a fundamental right?**

**Ans:** After the enactment of RTI Act, 2005, Right to Information is no more a constitutional right. Now, RTI is only a statutory legal right. Before the enactment of RTI Act, 2005, it was part of Article 19(1) (a) of the Constitution of India (Freedom of Speech and Expression), which is a Fundamental Right.

#### **Q-4: What is an information in the context of RTI Act?**

**Ans:** Information is any material in any form relating to working of the Government or relating to any issue relevant with the working of the Government. It includes records, documents, memos, e-mails, opinions, advices, press releases, circulars, orders, logbooks, contracts, reports, papers, samples, models, data material held in any electronic form. It also includes information relating to any private body which can be accessed by the public authority under any law for the time being in force.

#### **Q-5: Who are entitled to get information under the Right to Information Act, 2005?**

**Ans:** Citizens of India are entitled to get information from the public authority concerned depending upon the information sought for under Right to Information Act, 2005. For this purpose a citizen has to apply before the Public Information Officer or the Assistant Public Information Officer of the public authority concerned.

#### **Q-6: What is a Public Authority?**

**Ans:** A "Public Authority" is any authority or body or institution of self-Government established or constituted by or under the Constitution; or by any other law made by the Parliament or a State Legislature; or by notification issued or order made by the Central Government or a State Government. The bodies owned, controlled or substantially financed by the Central Government or a State Government and non-Government organisations substantially financed by the Central Government or a State Government also fall within the definition of public authority. The financing of the body or the NGO by the Government may be direct or indirect.

**Q-7: Who is the Public Information Officer (PIO)? Who are the Public Information Officers of the Gram Panchayat, Intermediate Panchayat and District Panchayat of the State?**

**Ans:** Public authorities in the State have designated some of its officers as Public Information Officer. They are responsible to provide information to a person who seeks the same under the RTI Act.

The Public Information Officers of the Gram Panchayat, Intermediate Panchayat and District Panchayat are as follows:

- (a) For Gram Panchayat- .....
- (b) For Intermediate Panchayat- .....
- (c) For District Panchayat.....

**Q-8: Who is the Assistant Public Information Officer (APIO)? Who are the Assistant Public Information Officers of the Gram Panchayats, Intermediate Panchayats and District Panchayats of the State?**

**Ans:** These are the officers of the public authorities to whom a person can give his RTI application or appeal. These officers send the application or appeal to the Public Information Officer of the public authority or the concerned appellate authority. An Assistant Public Information Officer is not responsible to provide the information.

The Assistant Public Information Officers of the Gram Panchayat, Intermediate Panchayat and District Panchayat are as follows:

- (a) For Gram Panchayat- .....
- (b) For Intermediate Panchayat- .....
- (c) For District Panchayat.....

**Q-9: What is the Method of Seeking Information through Right to Information Act, 2005?**

**Ans:** A citizen who desires to obtain any information under the Act, should make an application to the Public Information Officer of the concerned public authority in writing in English or Hindi or in the official language of the area in which the application is made. The application should be precise and specific. He should make payment of application fee at the time of submitting the application as prescribed in the Rules framed under the Act.

**Q-10: How much does a citizen have to pay as fee for seeking information from Public Authorities of the State?**

**Ans:** A person who desires to seek some information from a Public Authority is required to send, along with the application, a demand draft or a banker's cheque or an Indian Postal Order of Rs.10/- (Rupees ten), payable to the Accounts Officer of the public authority as fee prescribed for seeking information.

The payment of fee can also be made by way of cash to the Accounts Officer of the public authority or to the Assistant Public Information Officer against proper receipt. However, the RTI Fee and the mode of payment may vary as under Section 27 and Section 28, of the RTI Act, 2005 the appropriate Government and the competent authority, respectively, by notification in the Official Gazette, make rules to carry out the provisions of this Act.

**Q-11: Does an information seeker have to pay any fee for seeking photocopies of a document or for seeking documents kept in the electronic media or for inspection of any document?**

**Ans:** For seeking photocopies of any document or for seeking documents kept in the electronic media or for inspection of any document, the information seeker has to pay fee in the following rate:

- (i) For photocopy of each page of the document (A-4 or A-3 size): Rs. 2/- per page.  
In case of photocopy of a large document: the actual expenditure.
- (ii) For documents kept in the electronic media : Rs. 50/- per CD

(iii) For any printed document : actual expenditure

(iv) For inspection of any document: Rs.5/- for every 15 minutes and fraction thereof.

**Q-12: If an information-seeker makes an application through e-mail, has she/he to pay court fee?**

**Ans:** In case an information-seeker seeks information through e-mail, she/he has to pay court fee through Demand draft or banker's cheque or through Indian Postal Order.

**Q-13. What is the fee to be paid by any applicant belonging to below poverty line (BPL) category for seeking information under the RTI Act, 2005?**

**Ans:** If the applicant belongs to below poverty line (BPL) category, he is not required to pay any fee. However, he should submit a proof in support of his claim to belong to the below poverty line.

**Q-14: Is there any prescribed format for making application while seeking information under the Act?**

**Ans:** There is no prescribed format of application for seeking information. The application can be made on plain paper. The application should, however, have the name and complete postal address of the applicant.

**Q-15: Is it required to give any reason for seeking information?**

**Ans:** The information seeker is not required to give reasons for seeking information.

**Q-16: Is there any provision for exemption from Disclosure of Information?**

**Ans:** Sub-section (1) of section 8 and section 9 of the Act enumerate the types of information which is exempt from disclosure. Sub-section (2) of section 8, however, provides that information exempted under sub-section 3 (1) or exempted under the Official Secrets Act, 1923 can be disclosed if public interest in disclosure overweighs the harm to the protected interest.

**Q-17. What is the span of time prescribed for providing any information?**

**Ans:** In normal course, information to an applicant shall be provided within 30 days from the receipt of application by the public authority and within 35 days if the application is received by the Assistant Public Information Office. If information sought concerns the life or liberty of a person, it shall be supplied within 48 hours.

**Q-18: Which institutions shall come under the provision of the RTI Act?**

**Ans:** The following institutions shall come under the provision of the RTI Act :

- (a) All the Ministries of the Central Government, all Departments of the State Government and each tier of such Department.
- (b) Panchayats, Municipal Corporations, municipalities within the State.
- (c) Constitutional bodies e.g. Election Commission, Comptroller & Auditor General, Public Service Commission etc.
- (d) Parliament, Rajyasabha, State Legislative Assembly
- (e) Supreme Court, High Court, District Court, Tribunal etc.
- (f) Government Educational Institution, school, College, University etc.
- (g) Government undertakings like State Electricity Board etc.
- (h) Government aided private organization.

**Q-19: Is there any organization exempt from providing information under the RTI Act?**

**Ans:** Yes, certain intelligence and security organisations specified in the Second Schedule of the Constitution, are exempted from providing information excepting the information pertaining to the allegations of corruption and human rights violations.

**Q-20: Is there any provision of Appeal under the RTI Act?**

**Ans:** Yes. If the information sought for is not supplied within the prescribed time of thirty days, as the case may be, to the information-seeker or the information-seeker is not satisfied with the information furnished to him, he may prefer an appeal to the first appellate authority who is an officer senior in rank to the Public Information Officer.

Such an appeal, should be filed within a period of thirty days from the date on which the limit of 30 days of supply of information is expired or from the date on which the information or decision of the Public Information Officer is received.

The appellate authority of the public authority shall dispose of the appeal within a period of thirty days or in exceptional cases within 45 days of the receipt of the appeal.

**Q-21: Is there any scope for second appeal under the RTI Act?**

**Ans:** If the first appellate authority fails to pass an order on the appeal within the prescribed period or if the appellant is not satisfied with the order of the first appellate authority, he may prefer a second appeal with the Central or State Information Commission within ninety days from the date on which the decision should have been made by the first appellate authority or was actually received by the appellant.

**Q-22: What is Third Party Information?**

**Ans:** Third party in relation to the Act means a person other than the citizen who has made request for information. The definition of third party includes a public authority other than the public authority to whom the request has been made.

**Q-23: For how many times can applications under the RTI be filed?**

**Ans:** There is no bar as regards the number of applications to be filed under the RTI Act. Only thing is, once an application is filed under RTI – the information-seeker must wait for 30 days for the PIO to reply (except for life and liberty issues which are to be replied within 48 hours) before filing an appeal.

**Q-24: Can an employee or a member of a Panchayat file application under the RTI Act?**

**Ans:** Any citizen of India can seek information from any agency covered under RTI Act. As such an employee or a member of Panchayat is fully competent to file and application under the RTI against his own authority.

**Q-25: Is there any punitive measure for violation of Right to Information Act, 2005 ?**

**Ans:** For each day of delay in making available the information sought under the RTI Act, the Central or State Information Commission, under the Act, is empowered to impose a penalty of Rs 250/- per day subject to a maximum of Rs.25,000/-.

**Q-26: When can penalties be imposed under the RTI Act, 2005?**

**Ans:** The penalties can be imposed by the central or the state information commission, under the Act on the following grounds:

- (i) If the PIO refuses to receive the application made under RTI Act.
- (ii) If the information sought for under RTI Act is not supplied within the stipulated time.
- (iii) If the PIO rejects the application made under RTI Act with mollified intention
- (iv) If genuine information is not supplied intentionally
- (v) If any document sought for under RTI Act is destroyed with malafide intention.

**Q-27: Can personal information be given under RTI?**

**Ans:** Under Section 8 (1) J of the RTI Act, there is no obligation on the information officer to give any personal information, disclosure of which has no relationship with any public activity or interest or which would cause unwarranted invasion on the privacy of the individual unless the authority is satisfied that the larger public interest justifies the disclosure of such information.

**Q-28: What is the office address of the State Information Commission?**

**Ans:** The office address of the State Information Commission is as follows:

*(The answer is to be completed locally by the States)*

## Chapter-10

### Citizens' Right to Public Services and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: What is State Right to Public Services Act and which date did it take effect from?**

**Ans:** It is an Act passed by State Legislative Assembly in the month of \_\_\_\_\_ of the year \_\_\_\_\_ to provide public services to the citizens in the State by the public authorities within stipulated time notified by the authority concerned. The said Act was passed by the State Legislative Assembly in the year \_\_\_\_\_ and it took effect on and from \_\_\_\_\_.

#### **Q-2: How does it help the citizens?**

**Ans:** This Act will help the citizen to avail the notified public services within the stipulated time period.

#### **Q-3: Who are the public authorities under this Act and who will provide the services to the citizen?**

**Ans:** "Public Authority" means any authority or body or institution of self-government established or constituted

- (i) by or under the Constitution,
- (ii) by any other law made by the State Legislature
- (iii) by notification issued or order made by the State Government and include any -
  - (a) Body owned, controlled or substantially financed by the State Government;
  - (b) Non-government organization substantially financed by, directly or in-directly by funds provided by the State Government.

The State Government from time to time will notify in the Official Gazette the public authority, services, Designated Officers, Appellate Officer, Reviewing Officer and stipulated time limit for service for the purposes of this Act.

#### **Q-3: How many services of the Panchayats have since been notified by the Panchayats & Rural Development Department of the State under the State Right to Public Services Act ?**

**Ans:** \_\_\_\_\_ No. of services which are provided by Gram Panchayat, Intermediate Panchayats and District Panchayats have been notified by the Panchayats & Rural Development Department of the State under State Right to Public Services Act. The services are-

(i)....

(ii) .....

#### **Q-4: How can a citizen avail herself/himself of a service under this Act?**

**Ans:** The eligible citizen shall apply to the Designated Officer for obtaining the service in the form which may be prescribed in the Rules framed under the Act for that particular service along with the essential documents required for providing the service.

#### **Q-5: How can a citizen come to know about the essential documents that need to be attached with the application for seeking a particular service?**

**Ans:** The essential documents that need to be attached with the application for seeking a particular service notified under the Act along with the Standard Operating Procedure (SOP) shall be displayed in the office of the Panchayats concerned. It shall also be made available in the Departmental website.

**Q-6: What will a citizen get after filing an application for the notified service?**

**Ans:** A citizen shall get an acknowledgement in Form \_\_\_\_ after receipt of the application by the Designated Officer or his / her authorised officer.

**Q-7: What does the acknowledgement contain?**

**Ans:** The acknowledgement will be issued to the applicant in Form \_\_\_\_ containing the due date of service if all the essential documents are attached with the application. If there is any deficit in the essential documents which are attached with the application that shall clearly be mentioned in the acknowledgement by the officer issuing acknowledgement.

**Q-8: How can a citizen know the status of her/his application?**

**Ans:** A citizen can get the information of the status of the application by giving his No. and Date of receiving application in the office of the Designated Officer, which are mentioned in the acknowledgement.

The information may also be available in the website of the Department concerned.

**Q-9: Where shall a citizen get to know the services covered under this Act?**

**Ans:** The Designated Officer shall cause to display all relevant information related to services, stipulated time limit, Designated Officer, Appellate Officer and the Reviewing Officer on the Notice Board of the office for convenience of the public. All documents that are required to be enclosed with the application for receiving the service and the Forms appended to Rules framed under the Act shall also be displayed similarly.

In addition, all the information shall also be made available in the website of the Department.

**Q-10: Who will receive an application in the office of the Designated Officer?**

**Ans:** The Designated Officer can authorise any of his / her subordinate officer to receive the application and issue acknowledgement. The name of the authorised officer will be displayed in the Notice Board.

**Q-11: How does the applicant know if the Designated Officer fails to provide the service?**

**Ans:** The Designated Officer on receipt of an application shall within the stipulated time limit either provide service or reject the application and in case of rejection of application, shall record the reasons for not providing service in writing and intimate to the applicant.

**Q-12: Does the time limit specified for each service include public holidays?**

**Ans:** No, the public holidays shall not be included in the stipulated time limit for providing the service.

**Q-13: Who may file appeal?**

**Ans:** The applicant whose application has been rejected by the Designated Officer or who is not provided with the service within the prescribed time limit may file an appeal.

**Q-14: Within how many days can the aggrieved applicant file an appeal against the order of the Designated Officer?**

**Ans:** The applicant can file the appeal within 30 days from the date of receipt of the order of rejection of application or the expiry of the stipulated time limit.

**Q-16: Is any fee required for seeking service under the State Right to Public Services Act?**

**Ans:** No fee shall be required on the ground that service is sought for under the State Right to Public Services Act. If there is provision for payment of fees for seeking a particular service in the existing State Panchayat Act and the Rules framed thereunder and that particular service is notified in the State Right to Public Services Act later on, the applicant has to pay that much only.

**Q-17: Is any fee required for the appeal or revision?**

**Ans:** No fee shall be required for appeals and revisions.

**Q-18: How can an applicant file an appeal against the order of the Designated Officer?**

**Ans:** The applicant aggrieved by the order of the Designated Officer may file appeal before the Appellate Officer in Form \_\_\_\_\_ along with following information /documents:

- Name and complete address of the appellant;
- Brief description of required service;
- Date of the application produced before Designated Officer for providing service;
- Self-attested copy of the order against which the first appeal or second appeal is being made;
- Copies of the documents relied upon by the appellant and referred to in the first appeal or second appeal;
- The grounds for appeal;
- Relief sought;

Any other information necessary for filing appeal. If appeal is against the refusal of acknowledgement of application by the Designated Officer then the date of the application and the name and address of the Designated Officer to whom the application was presented.

**Q-19: What is the function of the Appellate Officer?**

**Ans:** The Appellate Officer may order the Designated Officer to provide the service within the specified period or may reject the appeal.

**Q-20: Who can prefer for filing revision?**

**Ans:** An aggrieved appellant may prefer a second appeal against the decision of the Appellate Officer before the Reviewing Officer.

**Q-21: What is the time limit for filing revision?**

**Ans:** The appellant aggrieved by the order of the Appellate Officer shall file appeal before the Reviewing Officer within 60 days from the date on which the decision was made.

**Q-22: How can an applicant file revision against the order of the Appellate Officer?**

**Ans:** The applicant aggrieved by the order of the Appellate Officer may file appeal before the Reviewing Officer in Form III along with following information /documents.

- Name and complete address of the appellant;
- Brief description of required service;
- Date of the application produced before Designated Officer for providing service;
- Self-attested copy of the order against which the first appeal or second appeal is being made;
- Copies of the documents relied upon by the appellant and referred to in the first appeal or second appeal;
- The grounds for appeal;
- Relief sought;

Any other information necessary for filing appeal. If appeal is against the refusal of acknowledgement of application by the Designated Officer then the date of the application and the name and address of the Designated Officer to whom the application was presented.

**Q-23: Is there any provision for communication of the order of Appeal and Revision?**

**Ans:** Yes. The order passed in the first appeal or second appeal shall be in writing. Copy of the order in appeal shall be given to the appellant, Designated Officer or the Appellate Officer, as the case may be.

**Q-24: Is there any provision for imposition of penalty upon the Designated Officer or Appellate Officer concerned?**

**Ans:** If the Reviewing Officer finds that the Designated Officer has failed to provide service without sufficient and reasonable cause, then he may impose a penalty against the Designated Officer which shall not be less than Rs. 250/- and not more than Rs. 1000/-.

Where the Reviewing Officer is of the opinion that the Designated Officer has caused delay in providing the service, then he may impose a penalty at the rate of Rs. 250 /- per day for such delay on the designated officer, which shall not be more than Rs. 1000/-.

Where the Reviewing Officer is of the opinion that the Appellate Officer has failed to decide the appeal within the stipulated time limit without any sufficient and reasonable cause, he may impose a penalty on Appellate Officer which shall not be less than Rs. 250/- and more than Rs. 1000/-.

The Reviewing Officer, if satisfied that the Designated Officer or the Appellate Officer has failed to discharge the duties assigned to him under this Act, without sufficient and reasonable cause, may recommend disciplinary action against him/ her under the service rules applicable to him / her.

However, the Designated Officer and the Appellate Officer will be given a reasonable opportunity of being heard before any penalty is imposed on him / her.

**Q-25: Is there any provision for award towards motivation of the officer who provides service to the public unfailingly?**

**Ans:** The Government or the local body or the public authority concerned, as the case may be, shall grant cash incentive not exceeding one thousand rupees in favour of a Government employee against whom no default is reported in one financial year along with certificate of appreciation which shall be duly recorded in his service book. It will be on the basis of the recommendation made by the competent authority.

The State Government will, by order, determine the criteria for awarding cash incentive.

## Chapter – 11

### Good Governance and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What do we mean by Good Governance?

**Ans:** Generally, Good Governance means a system or a condition which ensures welfare and happiness to the people but no harm in any way.

#### Q-2: What are the characteristics of good governance in an Institution of Panchayati Raj?

**Ans:** There are several components of **Good Governance**. Generally, we may find out good governance in a society or organisation by the characteristics shown in the following diagram:



#### Q-3: Why is Good Governance necessary for development?

**Ans:** Without **Good Governance** any organisation or society or institution cannot perform its duties properly. In development administration, the benefits of development cannot reach the people for whom such benefits are targeted. Therefore, **Good Governance** is the pre-condition for development.

#### Q-4: Can a Gram Panchayat, being the lowest tier of the three-tier Panchayati Raj system, take suitable action for good governance?

**Ans:** Yes. Because the Gram Panchayat is the key local government institution at the grass roots level that people can directly approach and raise their problems and demands and seek for remedy. The Gram Panchayat, as people's institution can also make direct contact with the people to know the problems and demand of the people and take necessary action directly or through other Government Departments and organisations.

#### Q-5: How can 'Participation of People' form a part of Good Governance in a Gram Panchayat?

**Ans:** Good governance depends on the kind of system and degree of participation of people in decision making and its implementation. Specially, participation of the backward section of the society and women is very important. There might be so many problems for them for effective

participation. In a Gram Panchayat area, people's participation is reflected through Gram Sabha/Ward Sabha. But attendance does not mean participation. In many places, Gram Sabha meetings are not held properly. Moreover, there may not be suitable environment for participating in the deliberation freely. Sometimes, people cannot express their opinion due to fear and pressure. Therefore it is very important to create a conducive political and social atmosphere where everybody can participate in the deliberations without any fear or apprehension. Only, such environment can help establishing Good Governance.

**Q-6: How can 'Rule of Law' be established in a Gram Panchayat?**

**Ans:** The very purpose of setting up of Panchayati Raj Institutions will be defeated if 'Rule of Law' is not established in every tier of the Panchayati Raj system. In a unit of public administration, maintenance of impartiality is one of the most important conditions. For this purpose there are rules, regulations and guidelines for running every unit of administration including the three-tier Panchayati Raj system. So in a Gram Panchayat, while dealing with any functions and execution of work/schemes, rules, regulations and guidelines should be followed without any partiality. Such an atmosphere should be created and maintained among the office bearers, members and the employees of the Gram Panchayat. Creation of awareness among the people in this regard should also be ensured. In that situation only, openness and fairness will prevail and corruption will disappear.

**Q-7: What is 'Decision based Consensus' and how can it be achieved?**

**Ans:** Even in a small area of Gram Panchayat, there are many different kinds of population groups whose need and demand for development are different. In certain cases, they might have conflicting interests also. Most of the times, the interest of the people belonging to socially and economically weaker sections are not duly taken care of. Sometimes majority does not consider the interest of the minority and does not have the mind-set to honour their opinion. Many people think it appropriate and easy to solve a problem by the power of majority or even by force in case of difference of opinion. Such an environment causes long-lasting harm to the society.

Therefore it should be ensured that, all the sections of the people are duly heard, due honour is given to their opinion including the opinion of the opposition parties, and decision is taken on the basis of consensus for promoting Good Governance.

**Q-8: What is 'Social Justice and Equity'? How can these be applied in a Gram Panchayat?**

**Ans:** One of the pre-requisites for development administration is 'Social Justice and Equity'. Every citizen has certain rights such as right to life, right to health, housing, food, water, social security and education, human dignity, freedom of expression, right to access of information, right to clean and healthy environment, political rights, right to equality, and equal protection and equal benefit of law etc. Government has the responsibility to honour and establish the rights of its citizens. One of the indicators of development is to ensure minimum amount of acknowledged rights to all the citizens. At the same time it is necessary to reduce the social and economic inequalities in the society. Gender inequalities also need to be removed.

Therefore, everything should be considered and decided with the aim of promoting social justice and reduction of inequalities and the Gram Panchayat should take all necessary steps towards this end in view.

**Q-9: What is 'Inclusiveness'? How can it be reflected in the activities of a Gram Panchayat?**

**Ans:** Generally speaking, inclusiveness means involvement of all the citizens including the backward and marginalised sections of the society in development process.

Our society is divided into many population groups. There are politically opponent groups also. So it is very important to include every group in the development process; otherwise some sections of people may think that they are neglected and the Panchayati Raj system is of no use to them and

thus such lack of interest of some groups of people in the activities of the Panchayats may lead to a situation of separatist feeling. This is very dangerous to a society and gradually such people may go away from the mainstream of the society. It should be kept in mind that development fails when the people for whom the benefits are designed, are neglected. Therefore, a Gram Panchayat should encourage discussion at all levels keeping in mind that development initiatives are more effective when all the citizens especially the marginalised and backward section of the society are actively involved in planning, execution and monitoring of development programmes.

**Q-10: How important is ‘Accountability’ in Good Governance?**

**Ans:** We cannot think of Good Governance without ‘Accountability’. The whole Panchayati Raj system is accountable to the electors of the area in general. So the Gram Panchayat should be accountable to the people. Therefore, in order to promote good governance, there should be a system to review and ensure accountability at all stages and for taking corrective measures in case of shortfall. The leaders of the Panchayat should have appropriate attitude and people should have the awareness in this regard.

**Q-11: How can ‘Transparency’ be ensured in the activities of a Gram Panchayat:**

**Ans:** Transparency in the activities of the Panchayati Raj system means that the works of the Panchayat are executed as per rules and guidelines and these are disclosed to all. In order to acquire faith and trust in the Panchayati Raj system, every information should be made public through all possible means. Annual reports, reports placed in the meetings of the Gram Sabha etc. may be kept in the rural library and other public institutions, wall painting in prominent places, discussion in public meetings etc. may be conducted to ensure this. The list of beneficiaries under different schemes should be displayed to the people for ensuring transparency. The Gram Panchayat should adopt various means for disclosing such information. It may be mentioned here in this connection that the Hon’ble Supreme Court of India has directed that the list of beneficiaries under any special schemes should be displayed in the Panchayat. There should be display board for each scheme where details of the scheme including the expenditure incurred should be mentioned. It should always be kept in mind that Transparency is the pillar of good governance.

**Q-12: What action should be taken by a Gram Panchayat for ‘Maintenance of Financial Discipline and Timely Submission of Accounts’?**

**Ans:** A major component of Good Governance is maintenance of financial discipline i.e. to follow the norms of income and expenditure and maintenance of accounts. Timely preparation of budget, its approval and to incur expenditure as per the provision of budget is an important part of financial discipline. There is a system of examination of accounts as per Accounts Rule, which is called Audit. The Gram Panchayat should adhere to the audit formalities on regular basis and the observation of audit is discussed with due importance so as to take corrective measure in case of any irregularity. Social Audit is an important tool for assessment of procedural norms while execution of schemes. The Audit Report should be placed before the meeting of the Gram Sansad for information and deliberation. Necessary corrective steps should be taken as per the views of Gram Sansad on the Audit Report.

**Q-13: What is meant by ‘Responsiveness’? How is it applicable to a Gram Panchayat?**

**Ans:** Any organisation in the public administration should be responsive to the people. If any person comes to the Gram Panchayat for any purpose it is important to see with how much of sincerity and promptness his work is done. Everybody’s need should be considered with due importance and necessary steps for solution of the problem should be taken as far as possible. How promptly and effectively a Gram Panchayat can respond to a situation like natural calamity or a serious problem regarding public health can be an indicator for assessment of responsiveness. Responsiveness towards the socially and economically weaker sections is most important in a development administration.

**Q-14: How can ‘Efficiency and Effectiveness on Resource Mobilisation and Use’ help achieving Good Governance?**

**Ans:** There is requirement of resources in order to implement the decisions of the Panchayat. Fund is one of the most important resources which are collected through tax, rate, fees etc. It is known to all that each Gram Panchayat is entitled to some specific amount of fund for execution of Government schemes. But there are so many functions of the Gram Panchayat beyond the approved schemes for which fund is necessary. Moreover there are other resources which can be utilised for development activities. The Gram Panchayat can take following steps in this connection.

- As per the provision of the State Panchayat Act, the Gram Panchayat can impose tax, rate and fees in certain matters. The Gram Panchayat should carefully look into this matter so that maximum amount is realised from all possible sources.
- Utilisation of allotted fund received from the Government properly and promptly.
- It should also be looked into as to whether other resources like water, soil etc. Are properly managed. Proper utilisation of the manpower available in the locality should also be looked into.

**Q-15: How can ‘Principles of Subsidiarity’ be applicable in the administration of Gram Panchayat?**

**Ans:** There are various levels of government institutions right from the Central Government to the Gram Panchayat. Development activities cannot be performed by a particular level. Different levels of administration are to play their specific role in implementation of development activities. Generally, the lower strata have to play the critical role of execution of the policy with all necessary skill and competency. Thus the key to success is decentralisation. It is the Gram Panchayat where all the development activities are executed directly. Therefore the Gram Panchayat should be institutionally strengthened for execution of such development activities. In the Gram Panchayat also, the Standing Committees, the Gram Sabha, the Gram Sansad etc. should be strengthened so as to ensure Good Governance at the grass roots level.

**Q-16: How is ‘Promptness in Decision Making and Implementation’ important in Good Governance?**

**Ans:** The Gram Panchayat has to take so many decisions on so many issues. Unnecessary delay in taking decision delays the implementation process which slows down overall programme implementation and service delivery. Therefore, it is the responsibility of the Gram Panchayat to take prompt decision in all the issues for ensuring **Good Governance**.

**Q-17: What will be the role of the Elected Representatives and employees of a Gram Panchayat for Good Governance?**

**Ans:** In order to ensure all the aforesaid aspects of good governance, all the elected members and the employees of the Gram Panchayat should be sensitised so that they can execute their roles and responsibilities effectively. Local people should also be made aware of the various aspects of good governance so that they can put pressure on the Gram Panchayat for effective and responsive governance.

## Chapter – 12

### Mechanisms to Redress Public Grievances and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: What is ‘Grievance’ and ‘Redress of Grievance’?**

**Ans:** By the word ‘Grievance’ we understand any hardship or problem suffered by any person or persons in relation with any organisation or authority or employer whether real or supposed.

‘Redress of Grievance’ means action taken by the concerned organisation or authority or employer to solve the problem.

#### **Q-2: What is Grievance Redress Mechanism?**

**Ans:** Grievance Redress Mechanism is the system followed by any administration /authority/ organisation to address grievances in a transparent manner. No administration can claim to be accountable, responsive and user-friendly unless it has established an efficient and effective grievance redress mechanism. A well-functioning grievance redress mechanism ensures transparency of the system, strengthen the administration and improve service delivery.

#### **Q-3: What is the main objective of Grievance Redress Mechanism?**

**Ans:** In a democratic country, the Government needs to put in place appropriate mechanism with the regulatory authorities, departments and other organisations so that the concerns of citizens are accorded importance and are effectively addressed. Government institutions must safeguard the interests of the common citizens and ensure that the grievances are resolved promptly and effectively.

#### **Q-4: Is there any requirement of Grievance Redress System/Mechanism in the Panchayat Raj Institutions?**

**Ans:** Yes. The PRI system being the local self-government is responsible for delivering various public services to the citizens with the aim of overall development of the villages. So, if the desired level of service delivery is not achieved, the very purpose of setting up of the Panchayati Raj system will be defeated. Therefore, there should be public grievance redressal mechanism in every tier of the Panchayati Raj system so that the citizens can approach the authorities for resolving their problems. This mechanism should be able to ensure faith of the citizens on Panchayats.

Therefore, necessary mechanism for redressing public grievances should be established in every unit of the three tier PRIs, i.e., District Panchayat, Intermediate Panchayat and the Gram Panchayat.

#### **Q-5: How does Grievance Redress Mechanism System function at Panchayat level?**

**Ans:** A Grievance Redress Management System (GRMS) may be set up under the control of the state level authority. Such system will allow an easy way to lodge complaints that will get captured on software and be forwarded to the respective PRI level for redress. The software should have the capacity to segregate grievances at the various levels. The GRM also should have options for redressal at all the three tiers of the PRI. The grievances lodged at the GP level to be taken up at the Block level to assign to respective Gram Panchayat and address the grievances. This will reduce a lot of burden of the block level and district level officials. In this context, a Grievance Redress Committee (GRC) should be formed at Block/District/State level which will follow the required processes to decide on the lodged grievances and provide redress accordingly. At the Gram Panchayat level, there should be a GRC or Grievance Redress Authority (GRA). At all these levels, one Grievance Registering Officer (GRO) should be appointed who will be responsible for processing the grievances/complaints lodged.

**Q-6: How can citizens lodge their grievances?**

**Ans:** In the GRM system, an user (CITIZEN) can be able to register his/her Grievances through four different methods viz. Web Application, Call Centre (Telephone), Hard copy letter submission at different tiers, and Android Mobile App available in Google Play Store.

**Q-7: What are the key features of the GRM System?**

**Ans:** Key features of the System are listed below:-

- The GRMS is such a system which provides citizens, a direct access to the Government. It is a shared system for grievance handling for all Government departments and agencies thereby reducing redundancy, operational overheads & costs.
- It has single access point having sufficient number of trained staff to reply to the citizens' queries received through telephonic call.
- Centralized monitoring of all grievances of various departments and agencies can be done effectively with proper escalation mechanism through a web based public grievance management system
- The website and Android App reduce the load on the Call Centre.
- Analysis of grievances and queries provides long-term solutions to the problems of the citizens.
- The database identifies weak spots of governance to provide long-term solution, and systemic policy improvement for the problems of citizens and ensures that the Panchayats remain accountable to the citizens.
- It creates a user-friendly online interface for citizens to communicate with the administration and reduces the distance and time barrier between citizens and administration.
- It creates an online platform where people can share ideas, invoke discussions, raise complaints, and create suggestion/petitions for improvement of Gram Panchayat administration.
- It can encourage the citizens to actively participate in Gram Panchayat Administration to bring transparency and flexibility in the system.

**Q-8: What should be the different stages of Grievance Redress System of a Gram Panchayat?**

**Ans:** A Gram Panchayat can establish the following system for redress of public grievances:

- a. Preparation of Grievance Redressal Bye Law
- b. Receipt of Grievances
- c. Registration of Grievances
- d. Acknowledgement of Grievances
- e. Redressal of Grievances
- f. Communicating the decision
- g. Appeal for non-redressal

**Q-9: How can a citizen lodge grievances at the Gram Panchayat?**

**Ans:** The Gram Panchayat should make arrangement for receiving grievances through the following methods:

- a. Grievance/Complaint Box: The Gram Panchayat should arrange to install Grievance/Complaint Boxes at the Gram Panchayat office as well as various offices/institutions and other prominent places. Clearance of these boxes should be made at a particular time of the day and such timing should be notified.
- b. Many people may have complaints regarding matters relating to MGNREGS, Swachh Bharat Mission, NSAP etc. but they may not be able to write letters. Necessary arrangement should

be made at the office of the Gram Panchayat to assist them in lodging complaints. A counter may be set up for this purpose. A citizen, after having the grievance letters written with the help of the official deputed at the said counter, would be able to drop his letter in the Grievance Box.

- c. E-mail: The Gram Panchayat should notify its e-mail address through which any citizen can lodge his/her grievances.
- d. Through Telephone: The citizen may communicate their grievances through toll free number (call centre mode). This facility may be managed as per the guidelines of GRMS.
- e. Using web application: Any citizen can lodge any grievance directly accessing the website meant for this purpose. This facility should be managed as per the guidelines of GRMS.
- f. Using Android mobile application: A citizen can also lodge grievance through android mobile application. This facility should also be managed as per guidelines of GRMS.

**Q-10: How can the grievances be registered at the office of the Gram Panchayat?**

**Ans:** All the grievances received through the Grievance Box, e-mail etc. or otherwise should be registered in the Grievance Register. If the grievance received is not pertaining to the Gram Panchayat, it should be forwarded to the concerned office and the details of the forwarded grievances should be informed to the aggrieved person. There should be one Grievance Registering Officer (GRO) for processing the grievance matters. Dated acknowledgement for the grievances should be given by Grievance Registering Officer.

Management of other grievances lodged through call centre mode, web application or android mobile application should be done as per guidelines of the GRMS.

**Q-11: What will be the process of redressing grievances at the Gram Panchayat level?**

**Ans:** The following process may be followed for redressing grievances received at the Gram Panchayat level:

- a) The Gram Panchayat will function as Grievance Redressal Forum. There should be an appellate authority also. This should be formed as per the state guidelines.
- b) The concerned officer i.e., the GRO should send notice to the concerned person/section/office stating the details of grievance received. The GRA should decide the action to be taken.
- c) In some cases, it would be necessary to hear the aggrieved person and the defendant for disposal of the matter. Based on the hearing, enquiry (if any) and verification of records, the GRA should arrive at a decision regarding the course of action to be taken.

**Q-12: Is it necessary to communicate the action taken regarding the grievance lodged, to the aggrieved person?**

**Ans:** Yes, it is necessary to communicate the decision of the Gram Panchayat to the aggrieved person.

**Q-13: What will happen if a citizen is not satisfied with the decision of the GRA of the Gram Panchayat?**

**Ans:** In such case, the person not satisfied with the decision of the GRA, may approach the appellate authority for further review of the grievance or redressal measures. If he/she is not satisfied with the decision of the appellate authority, he/she may approach a higher authority.

**Q-14: What is the monitoring system of Grievance Redress Mechanism System?**

**Ans:** The Grievance Redressal Authority (GRA) at the Gram Panchayat level monitors the redressal of grievances received at the Gram Panchayat. Monitoring on status of grievance redress should be done by the Grievance Redressal Committees at block and district level. The GRC at the block level is being accountable to the GRC at district level and the GRC at district level is being accountable to the GRC at the State level.

**Q-15: What is the role of a Gram Panchayat in redressing grievances of the people?**

**Ans:** The Gram Panchayat should execute all the schemes assigned to it and all the services required to be provided to the people as per the guidelines maintaining transparency, accountability and fairness. But there may be instances where many citizens may have their grievances for not getting the services as per the norms. Therefore, a Gram Panchayat should take all necessary steps to establish a transparent, accountable and people friendly atmosphere by setting up an effective system of grievance redressal. The Chairperson, Vice Chairperson, Chairpersons of the Standing Committees, members and the employees of the Gram Panchayat should ensure effective functioning of the Grievance Redressal mechanism so that the right to service delivery of a citizen is duly honoured.

## Chapter-13

### Assessment and Incentivization of Panchayats and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: Who conducts the Assessment and Incentivization process?**

**Ans:** Assessment and Incentivization of Panchayats across the country is an innovative initiative of the Ministry of Panchayati Raj (MoPR), Government of India. At the national level, it is led by the Ministry of Panchayati Raj (MoPR) and at the State levels it is operationalized by the concerned State Panchayati Raj Departments. Panchayati Raj Institutions (PRIs) are the key stakeholders in this initiative.

The Ministry of Panchayati Raj, Government of India has been incentivizing the best performing Panchayats recommended by the State Governments/UT Administrations since 2011-12.

#### **Q-2: What are the major objectives of this initiative?**

**Ans:** Major objectives of this Initiative are as follows:

- Inculcate and promote a culture of healthy competition among the Panchayati Raj Institutions across the country.
- Help and enable the Panchayati Raj Institutions to identify and understand their strengths and weaknesses.
- Encourage the Panchayati Raj Institutions towards functioning as Institutions of Local Governments as featured in the Constitution of India.
- Create models for other Panchayati Raj Institutions to follow.
- Focus public attention on good performers.

#### **Q-3: What are the Awards / Puraskars given to the Panchayats?**

**Ans:** Three types of Awards / Puraskars are given to the Panchayats every year. These are as follows:

a) Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar (DDU-PSP)

a.1) DDU-PSP-GENERAL

a.2) DDU-PSP-THEMATIC

b) Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar (ND-RGGSP)

c) Gram Panchayat Development Plan Award (GPDP Award)

#### **Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar (DDU-PSP):**

DDU-PSP is given to best performing Panchayats. It is applicable to all three tier Panchayats i.e. Gram Panchayats (GP), Intermediate Panchayats (IP) and District Panchayats (DP) in recognition of their commendable functioning as local Governments. In DDU-PSP, there are two categories of awards – DDU-PSP General & DDU-PSP Thematic.

There are nine thematic areas under DDU-PSP Thematic - these are Sanitation, Civic Services (drinking water, street light, infrastructure), Natural Resource Management, Serving Marginalized Section (women, SC, ST, senior citizen), Social Sector Performance, Disaster Management, Community Based Organizations (CBOs) / Individuals taking voluntary actions to support Gram Panchayats, Innovation in OSR Mobilization & Utilization and e-Governance.

#### **Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar (ND-RGGSP):**

ND-RGGSP is given only to Gram Panchayats to encourage them for their outstanding performance through effective, vibrant and meaningful Ward Sabha and Gram Sabha meetings.

ND-RGGSP was instituted by the Government of India to incentivize, appreciate and encourage Gram Panchayats (GPs) of the country for outstanding performance through effective Gram Sabha (GS) meetings especially in respect of improvements in the social & economic structure of the villages. The main objective of instituting this award is to strengthen the institution of Gram Sabha to highlight it as institution of decision making and auditing as Gram Sabha is the vibrant forum for presenting planned economic & social development of villages in a transparent way through participative democracy offering equal opportunity to all citizens including the poor, women & other marginalized sections of society.

**Gram Panchayat Development Plan Award (GPDP Award):**

GPDP Award is given only to Gram Panchayats to encourage them for their outstanding performance in preparation of Gram Panchayat Development Plan (GPDP) through participatory process & approach and convergence of all resources available in the Gram Panchayats. GPDP Award was initiated in the year 2017-18 (Appraisal Year 2016-17) in order to incentivize, appreciate and encourage Gram Panchayats (GPs) of the country for outstanding performance in GPDP.

**Q-4: What is the scoring pattern for assessment?**

**Ans:** Scoring pattern for these three categories of Awards / Puraskars is as follows:

DDU-PSP is assessed out of Maximum 100 marks for DDU-PSP-General and out of Maximum 120 marks (i.e. 100 marks for DDYU-PSP-General questionnaire and 20 marks for thematic questionnaire) for each of the Thematic Awards.

ND-RGGSP is assessed out of Maximum 100 marks and GPDP Award is assessed out of Maximum 100 marks.

**Q-5: How many Panchayats are awarded?**

**Ans:** Prior to initiation of the online assessment process every year Ministry shares a detailed guideline mentioning the tentative number of Panchayats to be awarded under different categories of Awards. Generally the number of DDU-PSP of a particular State/UT depends upon the number of Panchayats at different tier of that State/UT.

If the number of District Panchayats of a State is less than 50 then tentative number of District Panchayats to be awarded under DDU-PSP is 1 (one) and if the number of District Panchayats of a State is 50 or more then tentative number of District Panchayats to be awarded under DDU-PSP is 2 (two).

If the number of Intermediate Panchayats of a State is less than 500 then tentative number of Intermediate Panchayats to be awarded under DDU-PSP is 2 (two), if the number of Intermediate Panchayats of a State is 500 to 1000 then tentative number of Intermediate Panchayats to be awarded under DDU-PSP is 4 (four) and if the number of Intermediate Panchayats of a State is more than 1000 then tentative number of Intermediate Panchayats to be awarded under DDU-PSP is 6 (six).

In case of Gram Panchayats, tentative number of Gram Panchayats to be awarded under DDU-PSP is 0.05% of the total number of GPs (Subject to a minimum of 3 (three) GPs in each State. In very small States like Goa, Sikkim, Tripura, Meghalaya, Mizoram, Nagaland, Manipur the number of GPs to be awarded may be restricted to 2 (two).

One-third of the total DDU-PSP awards are to be given in the category of DDU-PSP Thematic.

Number of ND-RGGSP awards for each State is one. GPDP Award is conferred upon three best performing Gram Panchayats across the country.

**Q-6: How many Panchayats are nominated by the States / UTs?**

**Ans:** Number of Panchayats to be nominated for different categories of Awards by the States/ UTs to the MoPR is generally two / three times the number of awards. As per guidelines of the Ministry, three

Gram Panchayats are nominated for GPDP Award by the States to the MoPR. Not more than 2 GPs and 2 IPs are recommended from a particular district.

**Q-7: What are the broader steps of this Initiative?**

**Ans:** Broader steps of this initiative are as follows:

- The Programme emphasizes on scrutinizing and selecting the best performing Panchayati Raj Institutions and incentivize them.
- Every year the Ministry decides in advance the number of District Panchayats / Intermediate Panchayats / Gram Panchayats to be awarded separately for each award.
- The Ministry finalizes questionnaires and makes the online system functional for the States/ UTs.
- States/UTs define and freeze the workflow for each type of questionnaire so that Panchayats can access the website with their credentials for filling the answers. If States do not freeze the workflow and publish the questionnaires, then it would not be available for Panchayats to answer.
- All the participating Panchayati Raj Institutions fill up questionnaires and submit to next evaluation committee.
- The response of each committee (as per the state workflow) is further evaluated by next level committee and finally State / National level field visit team evaluate and submit its report for best performing Panchayati Raj Institutions.
- The best performing Panchayati Raj Institutions are provided cash award and memento.
- Awards are given on the National Panchayati Raj Day celebrated on 24th of April every year.
- The online web-based application of Panchayat Awards made this process transparent and efficient.

**Q-8: What is the URL for the online web-based application?**

**Ans:** Entire process of the assessment for Panchayat Awards has been made web-based and it is available at the Ministry's website link: [www.panchayataaward.gov.in](http://www.panchayataaward.gov.in).

Ministry has shared User Credentials to all Panchayats, BLCs, DLCs, SPPAC & State Administration through concerned State Governments / UT Administrations. All users can set new Passwords of their own. In case of any problem with Passwords, users have to contact concerned State Administration (State Nodal Officer). Contact details of the State Nodal Officers are available in the home page of the web-portal ([www.panchayataaward.gov.in](http://www.panchayataaward.gov.in)).

**Q-9: What are the major activities at the State level?**

**Ans:** The entire process is coordinated by a State Nodal Officer nominated by the concerned State Government. Major steps /activities at the State level are as follows:

- Step 1: Workflow of committee needs to be configured & frozen for all types of awards. It cannot be changed later.
- Step 2: Panchayats can start their work post publishing of the questionnaire.
- Step 3: Panchayats have to answer all the questions, upload documents & freeze them before the last date.
- Step 4: BLC/DLC can evaluate and recommend as per the workflow.
- Step 5: SPPAC will send for State level FVT evaluation.
- Step 6: State FVT evaluates & recommend to SPPAC for evaluation
- Step 7: SPPAC evaluates as per FVT and recommends Panchayats to State Admin
- Step 8: State Administration recommends Panchayats to the MoPR

**Q-10: What are SPPAC, DLC & BLC?**

**Ans:** SPPAC stands for State Panchayat Performance Assessment Committee. It is a Committee set up by the State Government/UT Administration under the chairmanship of Additional Chief secretary / Principal Secretary/Secretary, Panchayati Raj Department. This Committee guides the selection of best PRIs and oversees the whole process of selection of best performing PRIs in the State/UT and make recommendations to the MoPR through State Admin.

The Committee includes representatives of at least two other Departments, namely the Departments of Health and Education, State Institute of Rural Development (SIRD) or equivalent institution and two NGO experts. In case, the Panchayati Raj & Rural Development Departments are separate in a particular State/UT, SPPAC will also include a representative of the Rural Development Department. DLC stands for District Level Committee and BLC stands for Block Level Committee. States/UTs constitute DLC for each district and BLC for each Block for scrutiny of information as needed.

**Q-11: What are the major activities at the Panchayat level?**

**Ans:** The major steps /activities at the Panchayat level are as follows:

- Panchayats have to enter their basic details first using their user credentials.
- Panchayats can select award type i.e. DDU-PSP/ND-RGGSP/GPDP Award
- They can select their answers along with remarks for each quantitative type questions.
- For Subjective questions, the Panchayats have to write their responses in the provided text boxes.
- After answering all questions, Panchayat can attach supportive files (jpg/pdf) and have to freeze their answers/responses.
- On freezing, the software calculates and stores the marks automatically for each quantitative question corresponding to selected answering options by Panchayats.
- Then assessment and validation is done by the Assessment Committees (BLCs / DLCs) concerned and this is also done online by using the User IDs and Passwords of the concerned Assessment Committees.

**Q-12: What are the major activities at the Committee level (BLC/DLC/SPPAC)?**

**Ans:** The major steps /activities at the Committee level are as follows:

- ❖ Software generates the marks for quantitative questions automatically.
- ❖ The marks for subjective questions are given by the higher tier committees as per workflow configuration i.e.
  - Gram Panchayats are evaluated by BLC / DLC
  - Intermediate Panchayats are evaluated by DLC
  - District Panchayats is evaluated by SPPAC
- ❖ These committees also evaluate all the answered quantitative questions of Panchayats.
- ❖ After frozen by lower tier committee, the recommended Panchayats are visible in next higher level of Committee.
- ❖ Once frozen by the committee, the total marks for the Panchayat will be automatically calculated & Panchayats are displayed in the order of the marks obtained.
- ❖ Committee level users then recommend the top listed Panchayat to next level of committee.

[For DDU-PSP category award: Marks of General Theme are 100 marks and all other thematic are of 20 marks each. Each Committee has to evaluate questions of DDU-PDP-General first and then all the other thematic questionnaire. Each committee has to first recommend & freeze Panchayats using **(DDU-PSP-Thematic)** option and then recommend & freeze Panchayats using **(DDU-PSP-General)** option to next level. ]

**Q-13: What is the process of State Level Field Verification?**

**Ans:** The process of State Level Field Verification is as follows:

State Level Field Verification Team (SLFVT) is constituted by the State Governments in the Panchayati Raj Department for field verification of short listed top ranking Panchayats. User Credentials for SLFVTs are created at State level. SLFVT can view each question and enter their remarks based on their field verification & viewing all previous evaluations. It is mandatory to attach report file (jpg/pdf) for each evaluated Panchayat and finally forward the best Panchayats to the SPPAC. Maximum 3 times of desired count of top ranked Panchayats are evaluated by state field verification team (SLFVT).

State/SPPAC can view the Panchayat responses and evaluations of DLC, BLC and SLFVT. SPPAC can re-assign a Panchayat to a different team for re-evaluation if it is not satisfied with the current SLFVT report. After receiving the SLFVT report, SPPAC have to accept or reject the assessment. Out of accepted list of Panchayat, SPPAC have to select the number of Panchayats, rank them and send the recommended list to MoPR through State Administration.

**Q-14: What is the process of National Level Field Verification?**

**Ans:** The process of National Level Field Verification is as follows:

Ministry of Panchayati Raj, Government of India selects external / independent Agency(s) through formal bidding process for conducting National Level Field Verification of State recommended Panchayats. Teams of Independent agencies are deputed by the MoPR for verification of State recommended Panchayats within specified time frame. These teams can view each questions and enter their remarks based on their field verification & viewing all previous evaluations. It is mandatory to attach report file (jpg/pdf) for each evaluated Panchayat and finally forward the best Panchayat to the MoPR.

After the National Level Field Verification, MoPR can view the list of Panchayats and their report, as forwarded by the National Field Verification Team/Agency. MoPR have to approve or reject assessment of NFVT based on the assessment reports, MoPR can record the reason/remarks for rejecting any recommended Panchayat. For selecting another suitable Panchayat, MoPR can either select the additional Panchayat recommended in each category for the same State or ask for another suitable Panchayat from State.

**Q-15: How does the prize money reach the awarded Panchayats?**

**Ans:** Incentive amounts is transferred to State/UT during the relevant financial year after the felicitation of the award ceremony (24<sup>th</sup> April / National Panchayati Raj Day). The funds are given to the awarded Panchayats / Council as an untied fund. The award money is utilized for public purposes especially for livelihood support, asset creation, civic amenities creation & maintenance and bridging the gaps in the funds received from Union/State Government for various projects.

States /UTs are liable to pay penal interest in case the award money is not transferred by States/UTs to the awarded Panchayats within 15 days from the receipt of funds by the State Government/UTs.

States/UTs have to furnish a UC (in GFR 12-C) indicating transfer of incentive amount to the awarded Panchayats within 15 days.

## Chapter-14

### Application of Panchayat Enterprise Suites and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised,  
based on State-specific provisions.)*

#### Q-1: What is Panchayat Enterprise Suite (PES)?

**Ans:** The Ministry of Panchayati Raj (MoPR) has undertaken e-Panchayat Mission Mode Project (e-Panchayat MMP) under Digital India Programme that seeks to transform the functioning of Panchayati Raj Institutions (PRIs), making them more transparent, accountable and effective as last mile cutting edge units of decentralized local self-governments. Under e-Panchayat, a suite of Core Common Software Applications (Panchayat Enterprise Suite) has been developed to address various aspects of Panchayats' functioning including planning, budgeting, implementation, accounting, monitoring, social audit, and delivery of citizen centric services like issue of certificates, licenses, etc. Besides, some States have also developed their own State-specific applications for similar purpose.

#### Q-2: What are the various software applications available under Panchayat Enterprise Suite (PES)?

**Ans:** Following are the various software applications available under PES:

Sl. No.	Application	Description
1	PRIASoft <a href="https://accountingonline.gov.in/">https://accountingonline.gov.in/</a>	Captures receipt & expenditure details through voucher entries and automatically generates cash book, registers etc.
2	PlanPlus <a href="http://planningonline.gov.in/">http://planningonline.gov.in/</a>	Facilitates strengthening of participatory decentralized planning and enables preparation of participatory Gram Panchayat Development Plan (GPDP).
3	National Panchayat Portal (NPP) <a href="http://panchayatportals.gov.in/">http://panchayatportals.gov.in/</a>	Dynamic website for each tier of Panchayat (i.e. ZPs, IPs & GPs) to share information in public domain. NPP facilitates seamless access to information and services provided by the local bodies.
4	Local Government Directory <a href="http://lgdirectory.gov.in/">http://lgdirectory.gov.in/</a>	Captures all details of local governments and assigns unique code. Also maps Panchayats with Assembly and Parliamentary Constituencies.
5	ActionSoft <a href="http://reportingonline.gov.in/">http://reportingonline.gov.in/</a>	Facilitates proper recording of financial and physical progress of works.
6	National Asset Directory (NAD) <a href="http://assetdirectory.gov.in/">http://assetdirectory.gov.in/</a>	Captures details of assets created/maintained; helps avoid duplication of work.

Sl. No.	Application	Description
7	Area Profiler <a href="http://areaprofiler.gov.in/">http://areaprofiler.gov.in/</a>	Captures geographic, demographic, infrastructural, socio-economic and natural resource profile of a village/panchayat and provides details of Elected Representatives & Panchayat Functionaries, Election details etc.
8	ServicePlus <a href="http://serviceonline.gov.in/">http://serviceonline.gov.in/</a>	A dynamic metadata-based service delivery portal to help in providing electronic delivery of services. The functionality of the erstwhile Grievance Redressal application has also been subsumed into this application.
9	Social Audit <a href="http://socialaudit.gov.in/">http://socialaudit.gov.in/</a>	Social Audit application aims to understand, measure and verify works under different schemes done by the Panchayat and to improve social performance of respective Panchayats.
10	Training Management <a href="http://trainingonline.gov.in/">http://trainingonline.gov.in/</a>	This application addresses the issue of training management including training needs of stakeholders (that includes citizens), their feedback, training materials etc.
11	Geographic Information System (GIS)	A spatial layer to view all data generated by all Applications on a GIS map.
12	Audit Online <a href="http://auditonline.gov.in">http://auditonline.gov.in</a>	Audit online aims to facilitate audit of government institutions online.

### **Local Government Directory**

#### **Q-1: What is Local Government Directory?**

**Ans:** Local Government Directory facilitates State Departments to update information of the newly formed panchayats/local bodies, re-organization in panchayats, conversion from rural to urban area etc. and provide the same information in public domain.

#### **Q-2: What are ‘CT and OG’ displayed beside village in ‘District wise mapped villages and Gram Panchayats’ Report on Home page?**

**Ans:** CT means Census Town and OG means Out Growth.

#### **Q-3: Can the LGD auto generated codes for entities like ZP, IP, VP and Municipalities be used by the other applications of the States?**

**Ans:** All other applications in PES can use these codes as LGD is integrated with all the applications of PES. Applications other than PES can also use LGD codes for porting the data.

#### **Q-4: If a village is destroyed owing to natural calamity or any other reason, how can we remove the village from the records of LGD?**

**Ans:** Go to invalidate village option. From this option, you can declare a village as invalidated which should be authenticated with a Government Order.

**Q-5: Can we define our Panchayat set up through LGD?**

**Ans:** Yes, you can define it through ‘Define Panchayat set up’ operation, and from there you can select 2 tier or 3 tier in accordance with the structure of Panchayats in your state by selecting check boxes. You can also mention name according to your local language.

**Q-6: Can we enter names in LGD in our local language?**

**Ans:** Yes, you can enter names in our local language by using Unicode font.

**Q-7: In ‘Create new Panchayat’ option, is it necessary to fill all the fields?**

**Ans:** The red star marked fields are mandatory. You cannot leave them blank. For the rest of the fields, we suggest you to fill the fields as per information available with you. If you have all the information then you can fill them.

**PlanPlus**

**Q-1: What is the objective of PlanPlus?**

**Ans:** The Objective of PlanPlus is to facilitate the Decentralized Planning process in Local Language by:

- Supporting need/ activity based planning instead of scheme-driven planning
- Enabling citizen participation in the planning process
- Converging flow of funds from different sources - Centre, State sector, and Own Source Revenue (OSR)
- Capturing of the planning work flow

**Q-2: How can citizens participate in the planning process?**

**Ans:** Citizens (including SHGs, NGOs etc.) can submit their suggestions through the ‘Add Suggestion’ section available on the home page of the website ([www.planningonline.gov.in](http://www.planningonline.gov.in)). It may be noted that the citizens would be able to submit their suggestions only after the respective Plan Unit has called for suggestions to be submitted through the PlanPlus application.

**Q-3: What is the relationship between plan and Activity?**

**Ans:** A plan will invariably consist of one or more activities catering to different sectors.

**Q-4: What is work focus area?**

**Ans:** PlanPlus offers an opportunity to categorize your work in one of the thrust areas. Thrust area is one of the 29 subjects as listed in XIth Schedule of the Constitution. Only the focus areas selected/ mapped by the State would be available to the Planning Unit during the planning process.

You could suggest other focus areas in case your work output does not belong to or cannot be represented in any of the available areas.

**Q-5: What are the different type of outputs which could be created out of a work?**

**Ans:** Each work is supposed to generate some tangible or in-tangible form of output. PlanPlus offers the following categorization to capture them:

- Asset
- Training/Capacity Building
- Service
- Operations & Maintenance activities

You could suggest other top-level categories in case your work output does not belong to or cannot be represented in any of the above.

**Q-6: What is Resource Envelope?**

**Ans:** Resource envelope means identification and listing of various fund sources available to the planning unit. Like grant from higher level of governments through developmental schemes, local revenue and voluntary contribution by public etc. Human and natural resources etc. can also be considered as resource envelope.

**PRIA Soft****Q-1: What is Model Accounting System?**

**Ans:** The Eleventh Finance Commission, for exercising proper control and securing better accountability of Panchayati Raj Institutions (PRIs), recommended use of standard formats and procedures for preparation of budget & accounts, and maintenance of database on finances of PRIs. Accordingly, MoPR along with C&AG introduced Model Accounting System (MAS) for Panchayats, listing the codes for Functions, Programmes and Activities.

MAS is 4-tier accounting classification consisting of Major Heads, Minor Heads, Sub-Heads and Object Heads.

- a. **Major Head:** Four-digit classification and represents functions enumerated in the 11th Schedule of the Constitution.
- b. **Minor Head:** Three-digit classification and represents the programme/unit of expenditure.
- c. **Sub-Major Head:** Four-digit classification and represents the mapping of Central/State Schemes.
- d. **Object Head:** Two-digit classification and represents the object item of expenditure.

**Q-2: What are MAS and other Reports?**

**Ans:** Types of reports as per CAG guidelines:

- **Day Book:** Shows opening balance, vouchers entered, closing balance for the particular date selected.
- **Monthly Cash Book:** Shows opening balance, vouchers entered, closing balance for the particular month or date range (to and from date) selected.
- **Scheme-Wise Cash Book:** Shows opening balance, vouchers entered, closing balance of a selected scheme for the particular month or date range (to and from date) selected.
- **Ledger Book:** Shows opening balance, vouchers entered, closing balance of a selected scheme, selected account heads for the particular month or date range (to and from date) selected. This data is shown in the form of a ledger book.
- **Scheme-Wise Journal Book:** Shows entries of Journal voucher for a particular month or date range selected on the basis of selected scheme.
- **Scheme-wise Cheque Receipt Register:** Shows the details of cheques which were realized through bank reconciliation.
- **Scheme-wise Cheque Issue Register:** Shows the details of cheques which were presented through bank reconciliation.
- **Register of Advances:** Shows advance entries like advance through payment voucher, OB advance, adjustments (through Payment Voucher and Journal Voucher).
- **Register of Receivables and Payables:** Shows entries of Receivables and Payables entered through MAS for a particular PRI in a selected financial year.
- **Annual Receipts and Payments Accounts:** Shows opening balance, account head wise receipts and payments, closing balance for a particular PRI and the report is derived either financial year

wise or month wise. There are 3 options to view report i.e. minor head wise, sub-head wise or object head wise.

- **Consolidated abstract register:** Shows minor head wise balance for each month in a consolidated view. It does not cater to opening and closing balance.
- **Monthly Reconciliation Statement:** Shows the statement of all the reconciliation done by a particular PRI for the selected month.
- **Stock register:** Shows stock opening balance, stock purchase/sale/issue and stock closing balance for a particular PRI in a selected scheme/component.
- **Opening Balance Report:** Shows opening balance of a PRI for the current financial year or selected financial year.

## **Action Soft**

### **Q-1: What is the objective of ActionSoft?**

**Ans:** Action Soft is one of the applications available under PES. The application facilitates reporting of physical and financial progress of the activities included in the Action Plan(s) of the Rural Local Bodies (RLBs) and Urban Local Bodies (ULBs). The progress of activities undertaken by RLBs and ULBs utilizing various Central/ State specific schemes and/ or other sources of funds can be monitored through ActionSoft.

### **Q-2: How to create Activity in ActionSoft?**

**Ans:** The works which are taken up and approved in PlanPlus can be exported in this module for progress reporting (Physical & Financial). If a Plan unit is not using PlanPlus and wants to monitor Progress of approved work, then that plan unit can enter approved works through this module.

### **Q-3: How to define Activity Output in Action Soft?**

**Ans:** After creating the work, the user has to define the applicable Activity outputs. It can be:

- Asset
- Capacity Building
- Services

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

### **Q-1: How many types of assets can be entered in National Asset Directory (NAD)?**

**Ans:** Two types of assets can be entered in National Asset Directory (NAD). Movable Assets and Immovable Assets.

### **Q-2: Who can use National Asset Directory (NAD)?**

**Ans:** National Asset Directory (NAD) can be used by RLBs, ULBs and Line Departments at Central and State level for managing assets.

### **Q-3: Is it possible to change the asset status after disposing it?**

**Ans:** No. Once the asset is disposed, it will not be available in NAD.

### **Q-4: How to change the status of stolen asset to 'Active'?**

**Ans:** You can change the status through Update Asset Status form.

### **Q-5: What happens if any plan unit refuses to accept a transferred asset?**

**Ans:** If the plan unit declines the transfer request, the asset will go back to the transferor (plan unit who has transferred the asset).

**Q-6: Why do we need to maintain an asset directory?**

**Ans:** The purpose of National Asset Directory (NAD) is to keep track of all the assets created or maintained by RLB, ULB or Line Department. Also, NAD helps the State level authority to keep an eye on the assets created/ maintained in their state as well as the current status of those assets.

**Area Profiler**

**Q-1: What is Area Profiler?**

**Ans:** Area Profiler facilitates the local government to maintain and manage details of their socio-economic, public infrastructure and amenities, election and elected representatives, functionaries, demographic (including households) etc. profiles.

**Q-2: What are the major modules of Area Profiler?**

**Ans:** Area Profiler comprises of following modules:

- Local Govt. Profile
- Family Register
- Election and Elected representatives
- Employee details
- Standing Committees

**Q-3: What kind of information does ‘Area Profiler’ imparts to the general public?**

**Ans:** Area Profiler provides demographic, geographic, geo political and bureaucratic information about a local Govt. body/area, which improves transparency of governance prevailing in the particular area.

**Q-4: Who maintains the details provided in Local Govt. Profile for a particular location?**

**Ans:** The Local Government Directory maintains the local body details at every level. You can refer to your local body office for further clarification.

Following details are captured in LGD:

- General Profile
- Neighbouring local body
- Tourist Places
- Lodging facilities etc.

**Q-5: What is the process for by-elections and setting their term?**

**Ans:** The election term is defined and declared by the State Election Commission. By-elections are declared only when there is a vacant seat due to any reason. State Administrator declares the By-elections for the vacant seats of the local bodies. Once the By-Elections are finished, the respective LG Admin can add the details of elected members who have won the By Elections.

**Q-6: What is the nature of data captured in the election details?**

**Ans:** The data is Post electoral data, the database consists of only elected members.

**Q-7: How is the election term declared?**

**Ans:** The election term is defined and declared by the State Election Commission.

**Q-8: Can we extend the Election term?**

**Ans:** No, the tenure is fixed for 5 years.

**Q-9: Does Area Profiler maintain the Employee Record Book?**

**Ans:** No, there is nothing as Employee record book. It's just the periodic tenure of the respected members at the particular location is maintained in the database.

**Q-10. What type of employees' records are maintained in Area Profiler?**

**Ans:** Information of all the employees working for the particular local body must be maintained in Area Profiler. They could be Regular, Contractual or Part Time.

**Q-11: What is meant by Standing Committees?**

**Ans:** Standing committees are formed by the respective tier of Panchayats as per State PRI Act/rule. These are formed to implement and monitor various development programmes in the specific thematic areas. Area Profiler facilitates State Government and Local Government to maintain details of various Committee/Committee member(s).

**Q-12: What are the minimum eligibility criteria to become a member of a Standing Committee?**

**Ans:** There is no specified eligibility criteria. However, a committee member could be Elected/Employee/Nominated/Co-opted member from the local body depending on the PRI Act/rule of the State. It may vary across States.

**Q-13: What is to be done if designation is not shown against the listed members?**

**Ans:** You may get them listed in the Local Government Directory. It would get reflected once updated in LGD.

**Q-14: How to add a Chairperson of the Standing Committee?**

**Ans:** Before you Add a Record of Standing Committee Chairperson following things have to be kept in Mind:-

- A Standing Committee has to be created at State Administrative level.
- Elected Member Records has to be there.
- Employee Details have to be there.

Once the three conditions are met then you need to click on "Add" tab under Standing Committee Section and there you can create Records of Standing Committee Chairperson.

**Training Management Portal**

**Q-1: What is meant by 'Freezing' a Training?**

**Ans:** Once training is in 'Freezed' status, the Course Designer cannot edit that. And it is in the desk of Organization Administrator.

**Q-2: What is an internal venue?**

**Ans:** Internal venue is a type of venue which is in control of an organization. There can be only one internal venue.

**Q-3: Who can publish a Training calendar?**

**Ans:** The administrator of an organization can view and publish a training calendar.

**Q-4: What is Training Process Scheduler and why is it required?**

**Ans:** The system allows capturing the activities/tasks involved in training process. As and when a task is completed the status of training is updated accordingly and if the task is not completed as per schedule, the system alerts the Course Coordinator by sending email and SMS message.

**Q-5: When are training certificates generated?**

**Ans:** Once the training is conducted, the course coordinator needs to update its status, upload attendance, and can generate participation certification.

**Q-6: When is a training calendar prepared?**

**Ans:** The system allows designing, modifying and publishing the training calendar for a financial year. Organization administrator views trainings proposed by the course designers and resolves any conflicts among the trainings proposed by different course designers and finally publishes the training calendar.

**Q-7: Is it mandatory to select target audience group while adding batch details?**

**Ans:** No.

**Service Plus**

**Q-1: What is the difference between changing the status of the service to ‘Activate’ and that to ‘Launch’?**

**Ans:**

- A service whose status is ‘Activated’ can be used for User Acceptance Testing (UAT) purpose. All functionalities will be the same except that it can be applied and tested by test applicants and won’t be available to live users.
- Once a service is launched, the test data will be cleared and everything will be reset. The launched service will be available for actual live users. The test users can no longer view the service.

**Q-2: Can a service be designed with multiple mode of submission in ServicePlus?**

**Ans:** ServicePlus allows the Service Definer to create a service with multiple mode of submission. In ServicePlus, a service can be defined with all four modes available, i.e. Online, In Person, Kiosk and By Post.

The Service Definer has the privilege to add as many modes of submission for a service as required. The Service Definer can select any combination.

**Q-3: How to track the status of an application applied in ServicePlus?**

**Ans:**

- Click on the option Citizen Section --> Track Application Status available on the Homepage to open the form
- Track Application Status form is displayed on the screen. You will notice that there are certain fields marked with \* sign, which means that they are mandatory for you and required to be filled in
- Enter Application Number and application date for tracking status of the application. The status will be displayed

## Chapter-15

### Education for All and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

**Q-1: What do we understand by the term ‘Education for All’ in the context of overall development?**

**Ans:** There are lot of discriminations in our society. Discriminations prevail in terms of educational opportunities also. People living in the rural areas and belonging to the scheduled caste, scheduled tribes, other backward classes and minority communities were deprived of educational opportunities in the past. Many measures have been taken in the recent past to increase education opportunities especially for girls and women. The children from the deprived families are now gradually brought within the purview of education. Overcoming these discriminations will lead to gradual improvement in the human resources at an accelerated pace and lead to development of human capital.

**Q-2: Why is there a need for spreading education?**

**Ans:** Education sharpens our understanding and intelligence. It also helps to increase knowledge and our ability to judge. Knowledge of science helps in conquering superstitions and helps us to become aware. Lack of education works as a barrier to an individual’s overall development process. Therefore, top priority needs to be given to spread of quality education.

**Q-3: What is the crux of the Right to Education Act, 2009?**

**Ans:** Every child between 6 to 14 years has the right to free and compulsory education.

**Q-4: What are the main features of the Right to Education Act, 2009?**

**Ans:** The main features of the Right to Education Act 2009 are:

- Provide free and compulsory education to all children in the age group of 6 to 14 years.
- Provisioning of pre-primary education for five-year-old children.
- Children aged 6 to 14 years old who were either never enrolled in school or have dropped out of school before completing 8<sup>th</sup> standard, needs to be enrolled in their age appropriate class and if necessary, provided with special supplementary education.
- Improve quality of education.
- Ensure that children are not physically and emotionally abused in any manner.
- Maintain specific student-teacher ratio.
- Ensure education for children with special needs.

**Q-5: What is the responsibility of local authorities in implementing the Right to Education Act, 2009?**

**Ans:** The main responsibilities of local authorities in implementing the Right to Education Act, 2009 are as follows:

- o Creating an enabling environment for realizing the rights of children under the RTE Act through mass mobilisation campaign for creating awareness among the masses about SSA-RTE.
- o Assistance in opening of new schools in unserved areas by means of mapping and locating appropriate sites as per the norms laid down under the RTE Act and Rules.
- o Identification of out-of-school children, largely representing weaker sections and disadvantaged groups, ensuring age appropriate admission through special training.

- o Involved in special intensive efforts required for migrant children, and ensuring that they are provided educational opportunities through establishment of seasonal hostels.
- o Assistance in identification of differently-abled children and determination of the level of their disability through organised camps. Ensuring appropriate aids, appliances and support is provided for mainstreaming of these kids in regular schools.
- o Initiating a campaign to register the birth of all children up to the age of 18 years in order to maintain records of children.
- o Monitoring teacher vacancies in schools and send reports to the educational authority concerned. They may also monitor teacher training, and provide infrastructure facilities wherever required.
- o Developing and improving infrastructure, by using their own funds or funds devolved by the State Finance Commissions and the Finance Commission.
- o Setting up Grievance Redress Committees headed by the Chairperson of the PRI body or the Chairperson of the Standing Committee concerned. The Grievance Redress Committee may set up a small enquiry group consisting of three or four persons representing the PRI, the Education Department and the Civil Society.
- o Setting up an Education Committee in order to oversee the operationalization of the RTE Act. This could be an enlarged version of the Standing Committee dealing with education in a Local Government and may consist of elected representatives, experts, activists, parents, headmasters and officials from the Education Department.

**Q-6: What is a School Management Committee?**

**Ans:** According to the Right to Education Act, 2009 every school should have a School Management Committee, comprising of representatives from the local authority, representatives of parents and guardians of the students enrolled in the school and representatives of teachers from the school. It is important to note that three-fourth of its members will comprise of the parents and guardians. The representation of the parents and guardians will be based on the ratio of differentially able children or children with special needs as well as students from backward class. It may be noted that minimum fifty percent of the members of the committee should be women.

**Q-7: What is the role of a School Management Committee?**

**Ans:** The responsibilities of the School Management Committee are as follows:

- o To monitor proper functioning of the school.
- o Preparation of school development plan and make necessary recommendation for the development of education.
- o To ensure proper utilization of resources received from the concerned government or local authorities or any other source.

**Q-8: Who are covered under Education for All?**

**Ans:** According to the decision taken in the world conference on education held in the city of Juntien, in Thailand, Education for All means education of all people from 3 to 45 years old.

**Q-9: What are the goals of Education for All?**

**Ans:** The goals of Education for All are as follows:

- o Enrolling all children to the nearest school on attaining six years of age.
- o Retaining every child in school until the child attains 8 years of schooling.
- o Increase quality of education.
- o Removal of gender and other social discrimination in education.

**Q-10: What are the four main areas of Education for All?**

**Ans:** The main areas of Education for All are:

- o Pre Primary Education
- o Primary Education
- o Upper Primary Education
- o Adult Education

The various levels of education and the necessary arrangements and service providers are mentioned below:

Age	Education Level	Arrangement	Service Provider
3-6 years	Pre Primary Education	<ul style="list-style-type: none"> <li>• Anganwadi Centre</li> <li>• Government Primary School</li> <li>• Private or privately managed pre-primary education centre</li> </ul>	<ul style="list-style-type: none"> <li>• Women and Child Development and Social Welfare Department,</li> <li>• School Education Department</li> <li>• Various private initiatives</li> </ul>
6-9 years	Primary Education	<ul style="list-style-type: none"> <li>• Primary School</li> <li>• Shishu Shiksha Kendra (Alternative Education)</li> <li>• Government approved Madrasas</li> <li>• Private Schools</li> </ul>	<ul style="list-style-type: none"> <li>• School Education Department</li> <li>• Panchayat and Rural Development</li> <li>• Minority Affairs and Madrasa Education Department</li> <li>• Private Initiative</li> </ul>
10-14 years	Upper Primary Education / Elementary Education	<ul style="list-style-type: none"> <li>• Registered High Schools</li> <li>• Upper Primary Schools</li> <li>• Madhyamik Shiksha Kendra (Alternative Education)</li> </ul>	<ul style="list-style-type: none"> <li>• School Education Department</li> <li>• Panchayat and Rural Development</li> </ul>
10-14 years	Upper Primary Education / Elementary Education	<ul style="list-style-type: none"> <li>• <i>High Madrasa</i></li> <li>• <i>Senior Madrasa</i></li> <li>• <i>Fazil Madrasa</i></li> <li>• <i>Rabindra Mukta Bidyalaya</i> (Open School)</li> <li>• Child Labour School</li> <li>• Private Schools</li> </ul>	<ul style="list-style-type: none"> <li>• Minority Affairs and Madrasa Education Department</li> <li>• Labour Department</li> <li>• Private Initiative</li> </ul>
Above 14 years	Adult Education	<ul style="list-style-type: none"> <li>• Adult Literacy Centre and adult education centre</li> </ul>	<ul style="list-style-type: none"> <li>• Literacy Mission and Mass Education</li> <li>• Library Department</li> </ul>

**Q-11: What is the main goal of *Sarva Shiksha Abhiyan* (SSA)?**

**Ans:** The programme aims to ensure education for all children between the ages of 6 to 14 years. The specific objectives include the following:

- o Ensure satisfactory quality education for every child from 6 to 14 years.
- o Inclusive education for differentially able children or children with special needs in the same education institution along with other children.
- o Ensure Education for All by assigning high priority to the education to girls, the children from the Scheduled Castes and Scheduled Tribes and other backward class.
- o All children are brought to school.
- o Retain all children in school and provide value based good quality education and complete education for all children.
- o Providing free textbook to all children.
- o Providing special aids and tools for differentially abled children.
- o Constitution of Mother's Committee on Education.
- o Improve school infrastructure in primary and upper primary school. This includes construction of new building, construction of additional class rooms, repair and maintenance, drinking water and sanitation facility etc.
- o To set up cluster resource centre in Gram Panchayat area with a view to increase regular communication between the school and Village Education Committee.
- o Develop the children's data base at the village level through registration of the child and prepare village education plan with the help of this information.
- o Establish coordination and communication with different departments.

**Q-12: What do we mean by pre-primary education?**

**Ans:** Pre-primary education encompasses the following:

- o All children from 3 to 6 years of age are mainly taught different topics through dance, songs, rhyme and sports, and children are made ready for school.
- o In addition to pre-primary education, regular health checkups are held and provision for supplementary nutrition is made for the children.
- o Provision of pre-primary education is made through primary education centres, Anganwadi Centres and privately managed nursery schools.

**Q-13: What is the main purpose of pre-primary education?**

**Ans:** The main purpose of pre-primary education is to:

- o Make the children oriented toward school and make them school ready.
- o Remove the fear of school among young children.
- o Creating a social feeling among them through association with other children.
- o Helps in overall development of the body and mind of the child through sports, dance and music.
- o Development of children between 3 to 6 years in Anganwadi centre, through Intellectual development, language development, social or emotional development, and multi-purpose activities for aesthetic development.

**Q-14: What is the population norm for establishment of Anganwadi Centre?**

**Ans:** Generally there is one Anganwadi Centre for every 1000 population. However, according to need an Anganwadi Centre can be built for 600 to 700 people, Moreover, an Anganwadi Centre can be opened if there are at least 300 people in the Scheduled Caste and Tribal inhabited areas and if there are 40 children in the age group of 0 to 6 years.

**Q-15: Who are the members of the Anganwadi level Monitoring and Support Committee?**

**Ans:** Anganwadi level monitoring and support committee is Anganwadi Level Monitoring and Support Committee (ALMSC).

1	Gram Panchayat Member (Women member preferred)	President
2	Women's Group (2 members respectively)	Member
3	ASHA worker	Member
<i>Other Representatives</i>		
4	CBO – 2 members	Member
5	Teacher / Retired Government Official / Parents of beneficiary avail- ing Anganwadi Services – 3 members	Member
6	<i>Sakhi</i> Worker under SABLA programme	Member
7	Anganwadi Worker	<i>Inviter</i>

This committee regularly organizes monthly meeting, in which various issues related to Anganwadi Centre in the village or municipal area, including slums, are discussed and the minutes of the meeting are recorded. A copy of this minutes is sent to the block level committee and Child Development Project Officer.

**Q-16: What is the responsibility of the Anganwadi level Monitoring and Support Committee?**

**Ans:** The responsibilities of the Anganwadi level Monitoring and Support Committee are as follows:

- Review the services provided by the Anganwadi worker and improve the delivery of services by offering various opinions and suggestions and take appropriate actions. The committee will be responsible for the following tasks:
- Regular overseeing and monitoring of the activities at the Anganwadi Centre.
- Ensure that all entitled beneficiaries as per the annual survey conducted by the Anganwadi Worker receive the services. All members will review at least every month.
- Take appropriate measures to ensure that nutritional status of all 0 to 3 year old children are reviewed, make necessary arrangement so that all children in the age group of 3 to 6 years are weighed, ensure availability of growth chart as recommended by the World Health Organization, supply of mother and child card, estimate the number of children who suffer from moderate and severe malnutrition and to eliminate malnutrition.
- Regularly review the preschool education. Advocate for ensuring overall development of the education system at the local level, organize sports equipment as well as interact with the parents committee at regular interval.
- Ensure presence of Anganwadi worker in the VHSNC meetings.
- Ensure participation of at least 1 member apart from the Anganwadi Worker and the ASHA worker in the monthly meetings. Not only this, the committee also need to ensure that the meeting are held constructively and comprehensively: the participation rate is high and all dues are settled for the day.
- Review and facilitate in the infrastructural improvement of the Anganwadi Centre. This included availability of clean drinking water, functional toilets, playground, availability of preschool kit, medicines, cooking utensils, etc.

**Q-17: How long is the Anganwadi Centre to be kept open?**

**Ans:** The Anganwadi Centres are open for 4 hours every day.

**Q-18: What kind of food is given to children at the Anganwadi Centres?**

**Ans:** At Anganwadi Centres, children are fed two times every day – morning snacks and lunch. The supplementary nutrition provided at the Anganwadi Centres for the children in the age group of 6 months to 72 months are as follows.

- o Morning snacks - a full egg (for severely malnourished children) and a half egg (for normal children) is provided.
- o Supplementary nutrition for the afternoon comprises of
  1. Rice – 50 grams and 55 grams (for normal and severely malnourished children respectively).
  2. Lentils – 16 grams and 25 grams (for normal and severely malnourished children respectively).
  3. Seasonal vegetable.
  4. Soya bean
  5. Edible Oil.
  6. Iodized Salt.
  7. Micro-nutrients.

**Q-19: How much money is being allocated for children’s food every day at Anganwadi centres?**

**Ans:**In the Anganwadi centres, funds are allocated through equal sharing pattern between the central and state government for the children’s food, as per the prescribed growth chart.

Beneficiary Type	Central Gov- ernment	State Govern- ment	Total
Severely malnourished children (6-72 months)	Rs. 4.50	Rs. 4.50	Rs. 9.00
Normal children (6-72 months)	Rs. 3.00	Rs. 3.00	Rs. 6.00
Pregnant & Lactating mothers	Rs. 3.50	Rs. 3.50	Rs. 7.00

**Q-20: What do we understand by primary education?**

**Ans:** Education from the Class I to Class 4 is called primary education. All children between 6 to 9 years are admitted to primary education centres in the area.

**Q-21: What do we understand by upper primary education?**

**Ans:** Education from the Class 5 to Class 8 is called upper primary education. All children between 10 to 14 years are admitted to upper primary education centres in the area.

**Q-22: What do we understand by elementary education?**

**Ans:** Education from 1st to 8th standard is considered as an elementary education. In other words primary education and upper primary education are together called elementary education.

**Q-23: What support is available from *Sarva Shiksha Mission* to create teaching learning materials (TLM)?**

**Ans:** Every year, teachers of all government and government aided school receives a TLM grant of Rs.500 for making teaching learning materials. Every teacher is expected to create different educational materials for the benefit of the students.

**Q-24: If there is any problem with primary school or upper primary school, where to contact with whom to contact?**

**Ans:** If there is any problem with primary school and upper primary school, then

- o At the primary stage, the School Management Committee may be contacted.
- o Next, if there is any problem or question about primary school or primary education then contact the Circle Project Coordinator of the area.
- o If there is any problem or question about upper primary school or upper primary education, then the school inspector at the sub-divisional level or the district school inspector's office located at the district headquarters may be contacted.

**Q-25: What are the features of the *Madrasa* education programme?**

**Ans:** The key features of *Madrasa* education are:

- o Children are taught from Class 1 to 12.
- o There is a management committee to ensure smooth operation of the institution.
- o Availability of mid-day meal.

**Q-26: What kind of *Madrasa* educational institutions are there?**

**Ans:** *Madrasa* education board approved educational institutions are as follows:

- o *Madrasa* having classes from 5 to 8 are called *Junior Madrasa*.
- o *Madrasa* having classes from 5 to 10 are called *High Madrasa*.
- o *Madrasa* having classes from 1 to 10 are called *Senior Madrasa* or *Alim Madrasa*..
- o *Madrasa* having classes from 1 to 12 are called *Fazil Madrasa*.

**Q-27: What are the goals of the Mid-Day Meal programme?**

**Ans:** The goals of the programme since April 2008 are as follows:

- o Make students attracted towards school, ensure their regular attendance and ensure the nutrition of children.
- o Provision of supplementary nutrition to all children from Classes 1 to 8.
- o Under this programme all children studying in grades 1 to 8 in all government and government aided schools, *Madrasa* educational institutions, schools run by the Panchayat and Municipality and child labor schools are provided with mid-day meal.

**Q-28: What is the role of the Gram Panchayat in supervision of Mid-Day Meal programme?**

**Ans:** The role of the Gram Panchayat in the monitoring of the Mid-Day-Meal programme is very important, such as:

- o Apart from the availability of the necessary school infrastructure, regular supply of rice and availability of funds needs to be monitored and assistance to be provided by the Gram Panchayat and Panchayat Samity.
- o Monitor the quality of food.
- o Apart from this, the entire process of preparing food and distributing it among children will be managed under the supervision of the Gram Panchayat.
- o Gram Panchayat member, being the President of the School Management Committee, will supervise the activities of the mid-day-meal in the school every day and will approve the income – expenditure statement during the monthly meeting of the School Management Committee.

**Q-29: What kind of scholarship is available for the students belonging to the Scheduled Castes, Scheduled Tribes and Other Backward Classes?**

**Ans:** There are two types of scholarship available for the students from the Scheduled Castes, Scheduled Tribes and Other Backward Classes – Maintenance Grant and Book Grant. The students of upper primary grades are entitled for both these grants.

- o Maintenance Grant - Rs. 40 per month for 10 months for students from Other Backward Classes
- o Maintenance Grant - Rs. 40 per month for 12 months for students from Scheduled Castes and Scheduled Tribes
- o Book Grant from grades 5 to 10 as per the following rates –
  - Class 5: Rs. 20 per academic year
  - Class 6: Rs. 150 per academic year
  - Class 7: Rs. 200 per academic year
  - Class 8: Rs. 280 per academic year
  - Class 9: Rs. 300 per academic year
  - Class 10: Rs. 275 per academic year

(These grants are provided from the Backward Class Welfare Department)

**Q-30: What kind of scholarship is available for the children with special needs from the Social Welfare Department?**

**Ans:** The eligibility criteria and the benefits of the scholarship available for the children with special needs from the Social Welfare Department is mentioned below:

**Eligibility:**

- o The age of the differentially abled children should be less than 16 years.
- o The candidate should have more than 40% disability.
- o The monthly income of the family should be less than Rs.750 (yearly less than Rs.9000)
- o The candidates pass in all the grades.

**Benefits:**

- o The candidate will be entitled to a yearly grant of Rs.1200.
- o Process – The Block Social Welfare Officer sends the form to the school teacher. The completed filled up form is enclosed with family income certificate issued by the *Gram Panchayat Pradhan* and age certificate issued by the school.
- o If the recipients fail in the academic year then the candidate needs to reapply to be considered as entitled for the benefit.

**Q-31: What kind of scholarship is available under Madrasa Education Department?**

**Ans:** The eligibility criteria and the benefits of the pre-matric scholarship available for the poor children from the minority community is mentioned below:

- o **Benefit :**For the students from Grade 6 to 10 residing in hostel an yearly stipend of Rs.7200 is provided and for those not staying in hostel an yearly stipend of Rs.1000 is provisioned.
- o **Eligibility:**
  - a) Yearly family income should be less than Rs.1 lakh.
  - b) In order to be eligible the candidate must score at least 50% marks in the previous examinations.
  - c) 30% of the scholarship is reserved for the girls.
- o Implementing agency – Minority Affairs and Madrasa Education Department
- o Last date of application – 31<sup>st</sup> July every year.

The eligibility criteria and the benefits of the post-matric scholarship available for the poor children from the minority community is mentioned below:

- o **Benefit** :For meritorious students studying in Class 11, 12 and above post matric scholarship is provided : Higher Secondary – Rs.6000; Graduation – Rs. 9000 and Post-Graduation – Rs. 14000.
- o **Eligibility:**
  - a) Yearly family income should be less than Rs.80000.
  - b) In order to be eligible the candidate must score at least 50% marks in the previous examinations.
  - c) Maximum 2 members from a family is eligible
  - d) 30% of the scholarship is reserved for the girls.
- o Implementing agency – Minority Affairs and Madrasa Education Department
- o Last date of application – 31<sup>st</sup> July every year.

**Q-32: What do we mean by adult education?**

**Ans:** Older people who were not able to finish their conventional education, and due to their present age, cannot be brought back under the conventional education system; the education given to them can be called adult education. They can be given various types of education through adult education, such as making them literate, provide them primary education, or skill enhancement, vocational education etc. Apart from this, with the application of science and entertainment the adult learning experience could be improved. Currently, adult learning is being imparted through *Shakshar Bharat Mission*.

**Q-33: At the Gram Panchayat level where will the adult literacy centre and adult education centre be opened?**

**Ans:** At the Gram Panchayat level the adult literacy centre and adult education centre will be opened mainly in the Gram Panchayat office, education centres and at the local organization's office.

**Q-34: Who are responsible for teaching in adult education centres?**

**Ans:** Two persons are in charge of teaching at the adult education centres. They are given an honorarium of Rs. 2000. Knowledge of computers is compulsory for these teachers. They are appointed by the Gram Panchayat.

**Q-35: What is Child Labour School and for whom? What kind of benefits do the children get in these schools?**

**Ans:** The benefits that are available in the Child Labour School are as follows:

- o This school for all children in the age bracket of 9 to 14 year who are involved in some economic activity and hence earning money.
- o In such schools primary education is arranged.
- o Each child receives a monthly stipend of Rs. 150 which is deposited in a bank or post office account in the name of the child.
- o Free health checkup is organized for every child.
- o There are about 50 children in each centre.
- o Apart from regular studies, vocational education is also imparted in each centre.
- o Free textbooks are provided.
- o Two sets of school uniform is provided every year.
- o Sports equipment is available in each centre.
- o There is arrangement for mid-day-meal.

## Chapter-16

### Health for All and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: What do we understand by Health?**

**Ans:** Mere absence of disease is not health. Being just physically fit does not make a person healthy, mental fitness is also an important parameter. Similarly, without being well poised socially a person cannot live healthily. So health of a person means she/he is physically, mentally and socially fit. In other words, Health is a state of complete physical, mental and social wellbeing that enables one to lead a socially and economically productive life.

#### **Q-2: What is Public Health?**

**Ans:** Physical, mental and social wellbeing of all the people of all classes and creed of an area is termed as Public Health. Prevention of infectious diseases, Reproductive and Child health care, Family Planning, Preventive health care, quality nutrition, individual cleanliness, safe drinking water and environment come under the ambit of Public Health.

#### **Q-3: What is Reproductive Health?**

**Ans:** The Reproductive system is an important part of the human body. Human beings propagate through this reproductive system. Reproductive health means keeping the organs linked with reproductive system disinfected as well as getting recovered from any kind of infection or illness of the reproductive system through appropriate medical treatment. Reproductive health also includes safe sexual life, family planning which is safe as well as acceptable to the husband & wife, safe & secured pregnancy, delivery and motherhood.

#### **Q-4: What is Primary Health Care?**

**Ans:** Health care covers not only medical care but also all aspects of preventive care. There is a need to ensure that quality and timely healthcare reaches everyone including the remotest corners of the Indian villages. Primary health care includes:

- Knowledge and awareness about the prevailing health issues/problems and the methods of preventing and controlling them
- Promotion of proper nutrition
- Adequate supply of safe drinking water and basic sanitation
- Maternal and child health care, including family planning
- Immunization
- Prevention and control of local communicable diseases
- Appropriate treatment of common diseases
- Provision of essential medicines, first aid and referral of cases to advanced medical care facilities.

#### **Q-5: What is the role of Gram Panchayat in ensuring primary health in the Gram Panchayat area?**

**Ans:** There are four kinds of interventions in the health sector – prevention, promotion, cure and rehabilitation. We all need to know that primary responsibility of the Gram Panchayat is for preventive, promotive and rehabilitative health care.

Gram Panchayats can generate awareness about importance of good health, healthy ways of living, and prevention from contacting communicable or non-communicable diseases.

They can also facilitate information dissemination about the health care and curative services amongst people and how they can avail these services.

Gram Panchayats can also strengthen delivery of health care services by support to and coordination with the health institutions and functionaries at the village level.

**Q-6: What is Sanitation?**

**Ans:** Sanitation means a scientific and healthy drainage system of human excreta, wastes of all types as well as a system of keeping the locality and the environment neat & clean. All health care practices like brushing of teeth, taking bath regularly, wearing slippers/shoes, washing hand after defecation and before and after taking food, not spitting anywhere come under the purview of Sanitation.

**Q-7: What do we understand by development of Health?**

**Ans:** Transformation from present standard of health towards a better one- a better health infrastructure, quality health care services, better condition of health of the people of an area and a standard process of sustaining it can be called Development of Health. If a Gram Panchayat has “Zero” reporting of infant mortality, maternal mortality, malnutrition or underage marriage, all the children are immunized, families are using sanitary latrines, women are using sanitary napkins, then we can say that the Gram Panchayat has strived towards development of health.

**Q-8: What is Right to Health and Health as Social Justice?**

**Ans:** Health and access to health services is a basic human right of every human being, whether rich or poor, man or woman, young or old or of any religion or caste. Right to Health includes the Right to participate in decisions that affect one’s health. It is duty of the government to ensure healthy food, safe drinking water, employment, leisure and basic health services to all people. For this, all concerned agencies need to work together to ensure ‘health for all’.

**Q-9: What are the indicators for measuring Health Status?**

**Ans:** To understand the health status of the people in the Gram Panchayat area, we can use a set of indicators to gather specific information on several key factors based on groups that are particularly vulnerable. These include:

- Number of new born and infant deaths
- Number of malnourished children
- Number of women who are pregnant and who have received ante-natal care
- Number of pregnant women who delivered in a health facility
- Number of girls going to school
- Number of marriages among boys and girls under the legal age
- Status of open defecation /households without toilets.

**Q-10: What is IMR (Infant Mortality Rate)?**

**Ans:** Number of children that die within one year of birth out of 1000 live births in a specific area is called IMR (Infant Mortality Rate).

**Q-11: What is MMR (Maternal Mortality Rate)?**

**Ans:** Number of pregnant women or mothers who die (per 100000 live births) in a specific area, within 42 days after delivery or termination of pregnancy due to complications related to pregnancy is called MMR (Maternal Mortality Rate).

**Q-12: What is CBR (Crude Birth Rate)?**

**Ans:** Number of children born in a year per 1000 population is called CBR (Crude Birth Rate).

**Q-13: What kind of health facilities and institution are there for rural health care?**

**Ans:** For the implementation of all health programmes and schemes at all levels ranging from the state to the village level, there are a number of health institutions like hospitals, health centres, various committees, and functionaries etc. Health facilities available at various levels are mentioned below:

**At the village level:** At the village level, basic health & nutrition services are provided by health functionaries, like - Accredited Social Health Activist (ASHA), Auxiliary Nurse Midwife (ANM) and Anganwadi Worker (AWW). There is one ICDS Centre for every 400-800 population and one Health Sub-Centre for every 5000 population at the village level.

At the sub-centre there are two ANMs. Above the sub-centre there is one Primary Health Centre for every 30000 population. In Primary Health Centre, there are Medical Officer (MO), health workers like nurse, compounder or pharmacist and attendants. All these health services are generally available at the village and Gram Panchayat level or below block.

**At the block level:** there is Block Primary Health Centre (BPHC) or Community Health Centre (CHC) with medical officers, specialist doctors, nurses, and attendants. These centres also have diagnostic facilities and medical technologists. There are generally 30 beds in BPHC/CHC.

**At the sub-divisional level:** There is Sub-Divisional Hospital with approximately 150 beds and common specialist services are provided in such hospitals.

Between block and sub division, there are two more types of hospitals - Rural Hospital (RH) and State General Hospitals (SGH). A Rural Hospital has facilities similar to BPHC but has more beds and State General Hospitals have facilities similar to those of a sub-divisional Hospital.

**At the district and State level:** there is a District Hospital having generally 500 or more beds and with some more specialist services compared to Sub-Divisional Hospitals.

Specialised Hospital, Medical College & Hospital are generally available at State level.

From the following table, we can learn about the service providers and services available in various health facilities in rural areas:

Health Facility	Population Coverage	Service Providers	Services Provided
<p><b>Primary health Centres (PHC):</b></p> <p>Primary health Centres are 4-6 bedded and acts as a referral unit for 6 Health Sub-Centres</p>	<p>20,000 in hilly, tribal or difficult areas and 30,000 population in plain areas</p>	<p>One or two, MBBS/ MO</p> <p>One AYUSH, Doctor, One Staff nurse, One Sanitary</p> <p>Staff (Many PHCs have two Medical Officers)</p>	<ul style="list-style-type: none"> <li>• All the services mentioned under HSC</li> <li>• 24 Hours institutional delivery services</li> <li>• Out-patient care for all ailments</li> <li>• Essential New born care</li> <li>• Male/ female Sterilization services</li> <li>• Health check- up and treatment of school children and adolescent friendly clinic</li> <li>• Screening of general healthetc.</li> </ul>

<b>Health Sub-Centres (HSC):</b>	3000 population in tribal/hilly areas and up to 5000 population in plain areas	<ul style="list-style-type: none"> <li>• One ANM Multipurpose health worker in some places</li> <li>• A second ANM (placed in Some states)</li> </ul>	<ul style="list-style-type: none"> <li>• Conducting Village Health Nutrition Day (VHND) and other outreach services</li> <li>• Family Planning services Complete package of Ante natal care, Post Natal care and immunization, Growth monitoring and nutritional counselling</li> </ul>
			<ul style="list-style-type: none"> <li>• Treatment of minor illnesses and childhood diseases including referral Treatment for TB, leprosy, malaria</li> </ul>
<b>ICDS Centre</b>	1000 population	<ul style="list-style-type: none"> <li>• Anganwadi Worker</li> <li>• Anganwadi Supervisor</li> <li>• Anganwadi Helper</li> </ul>	<ul style="list-style-type: none"> <li>• Supplementary nutrition</li> <li>• Immunization</li> <li>• health check-ups</li> <li>• Non-formal pre-school education</li> <li>• Health and nutrition education/ counselling</li> <li>• Referral of serious cases of malnutrition or illness</li> </ul>

**Q-14: What are the services provided at the Anganwadi Centre?**

**Ans:** Malnutrition among the women, children and adolescents is a major concern in public health. Malnourished children fall ill very often and it badly affects their physical & mental development. This, in turn, affects all phases of later life. To address this situation and to provide an environment for holistic development of children, there are Anganwadi Centres in rural and urban parts of India, set up under Integrated Child Development Scheme. An Anganwadi Centre is established for every 400-800 population.

**Services provided at the Anganwadi centre**

1. Supplementary nutrition
2. Immunization
3. Health check-ups
4. Non-formal pre-school education
5. Health and nutrition education/ counselling
6. Referral of serious cases of malnutrition or illness

**Q-15: How many days in a week/year an ICDS centre remains open?**

**Ans:** An ICDS centre remains open for 6 days (Sunday closed) a week. It remains open for 4 hours a day.

**Q-16: Why regular measurement of weight of a child is required?**

**Ans:** The reasons for regular measurement of weight of a child are as follows:

- Malnutrition is a matter of grave concern. Greater initiatives are required to check it.
- Malnourished children are extremely vulnerable to life threatening diseases
- Malnutrition is detrimental to physical and mental growth of a child
- Regular weight check-up and growth chart is the most easy way to monitor status of nutrition of a child

Therefore, regular weight check-up and updation of growth-chart is done regularly at the ICDS centre.

**Q-17: What is Village Health and Sanitation Committee (VHSNC)?**

**Ans:** As per National Health Mission, a VHSNC is formed to promote community participation in health programmes, support implementation of health activities in the area and also for planning and monitoring of programmes on health, nutrition and sanitation, under direct guidance and supervision of Gram Panchayats.

To undertake activities, financial assistance is provided to the VHSNC with fund under NHM. It is the responsibility of the Gram Panchayat to form a VHSNC at each Ward Sabha and/ or Gram Sabha.

**Q-18: What are the key objectives of VHSNC?**

**Ans:** The key objectives of the VHSNCs are to:

- Inform the community about the health programmes and government initiatives,
- Enable community to participate in the planning and implementation of the programmes, and take collective action for improving health status in the village,
- Take action on social determinants and all public services that directly or indirectly affect health of the people
- Facilitate the community to speak about their health needs, experiences and issues related to-access of health services
- Equip Panchayats with the understanding and mechanisms required for them to play their role in governance of health and other public services and provide leadership to the community for collective action to improve health status.
- Provide support and facilitate the work of community health workers like ASHA and other frontline health care providers, who form a crucial interface between the community and health institutions

VHSNCs under the leadership of Gram Panchayats can work along with the rest of the community to improve the health status of the village. It is necessary to remember that in order to improve people’s health, all agencies have to work on all social, economic and cultural determinants of health.

**Q-19: Who are the members of VHSNC?**

**Ans:** The VHSNC should have a minimum of 15 members. The members of VHSNC include:

- Elected representative of that ward concerned (ex officio head of VHSNC)
- ASHA residing in the village (Member-Secretary & Convener of the VHSNC)
- The elected representatives (ERs) of the Gram Panchayat Standing Committee on Health
- All village level health staff
- Community members/ beneficiaries
- Members of all community sub-groups especially the vulnerable sections and hamlets/ habitations.

**Q-20: What is Village Health & Nutrition Day (VHND)?**

**Ans:** As per the National Health Mission, Village Health & Nutrition Day (VHND) is to be observed once every month (preferably on Wednesday, and for those villages that have been left out, on any other day of the same month) at the Anganwadi Centre in the village, to provide health care services to women, adolescents and children. ASHA, AWW & ANM organize VHND and mobilize the women, adolescents and children and discuss health related issues like nutrition, personal hygiene, care during pregnancy, importance of pre-natal & post-natal care, institutional deliveries, immunization, etc. Arrangements for health and nutrition services and counselling on health & nutrition issues are made at the venue on that day. Since the VHND is held at a site very close to their habitation, health services are provided at their doorstep.

**Q-21: What is National Health Mission?**

**Ans:** In the year 2005, the Government of India launched the National Rural Health Mission (NRHM) in order to provide accessible, affordable and quality health care to people living in rural areas of our country. The mission aimed to reduce maternal and child mortality and provide better access to health services especially for vulnerable sections. In 2013, the NRHM was subsumed under the National Health Mission, which has now two major components- NRHM and National Urban Health mission (NUHM). NRHM and NUHM address the health needs of people living in rural and urban areas respectively.

Several National Health Programme such as the National Vector Borne Diseases Control, Leprosy Eradication, TB Control, Blindness Control and Iodine Deficiency Disorder Control Programmes, have come under the umbrella of National Health Mission.

**Q-22: What is Janani Suraksha Yojana (JSY)?**

**Ans:** Under the scheme, cash assistance is provided to eligible pregnant women for giving birth in a public health institution. Pregnant mothers belonging to BPL families and having four ante-natal check-ups including registration are entitled for cash assistance under this scheme.

**Q-23: What is Janani Shishu Suraksha Karyakarm?**

**Ans:** JSSK is estimated to benefit pregnant women who access Govt. health facilities for their delivery. It is an initiative with a hope that states would come forward and ensure that benefits under JSSK would reach each pregnant women coming to Government Institution facility. The scheme entitles all pregnant women delivering in public health institutions absolutely free and no-expense delivery, including caesarean section. Benefits under the scheme include free medicines, diagnostics, and diet during stay in the health institutions, provision of free blood, free transport from home to health institution and back, and no user charges. Similar benefits are provided for treatment of infants (up to 1 year of age).

**Q-24: What is Mission Indradhanush?**

**Ans:** Mission Indradhanush, an immunisation programme aims to ensure that all children under the age of two years as well as pregnant women are fully immunized with seven vaccine preventable diseases namely Diphtheria, Pertussis (Whooping Cough), Tetanus, Tuberculosis (TB), Polio, Hepatitis B and Measles. In addition, vaccines for Japanese Encephalitis (JE) and Haemophilus influenza type B (HIB) are also provided in selected states where these diseases are more prevalent.

**Q-25: What is Rashtriya Bal Swasthya Karyakarm (RBSK)?**

**Ans:** RBSK provides for Child health screening and early intervention services through early detection and management of 4 Ds i.e. Defects at birth, Diseases, Deficiencies, Development delays including disability.

**Q-26: What is School Health Programme?**

**Ans:** School Health programme under National Health Mission is specifically meant for school going children to address physical and mental health needs of children. In addition, it provides for nutrition interventions, yoga facilities and counselling.

**Q-27: What is National Vector Borne Disease Control Programme (NVBDCP)?**

**Ans:** NVBDCP is meant for the prevention and control of vector borne diseases i.e. Malaria, Dengue, Lymphatic Filariasis, Kala-azar, Japanese Encephalitis and Chikungunya in India.

**Q-28: What is Rasthriya Swasthya Bima Yojana (RSBY)?**

**Ans:** RSBY has been launched by Ministry of Labour and Employment, Government of India to provide health insurance coverage for the poor families to meet medical treatment and hospital expenses up to Rs.30,000/- for most of the diseases that require hospitalization.

Beneficiaries would include the poor and the needy i.e. BPL as listed in District BPL list, Street vendors, MGNREGS workers (minimum 15 days of work in preceding year), beedi workers, domestic workers, sanitation workers, mine workers, rickshaw pullers/Taxi/auto drivers, licensed rail porters and construction workers registered with welfare boards.

Benefits can be provided to five members of the family including the head of household, spouse and upto three dependents. Beneficiaries need to pay only Rs.30/- as registration fee while central and state Government pays the premium to the insurer. A beneficiary of RSBY gets cashless benefit in any of the empanelled hospitals. He/she only needs to carry his/her smart card and provide verification through his/ her finger print.

**Q-29: What are the services/ benefits provided under Ayushmati Scheme?**

**Ans:** It is possible to reduce MMR to a significant level if the number of institutional delivery is increased. Ayushmati scheme aims at increasing institutional delivery as well as reducing MMR. If any pregnant woman of BPL/SC/ST families applies, she can get pre-delivery check-ups and institutional delivery at any enlisted private hospital/nursing home.

**Q-30: What kind of services can be availed at Anwasha Clinic?**

**Ans:** We can get different types of benefits at Anwasha Clinic - health check-ups and counselling for adolescent girls and boys where special emphasis is given on the issues of reproductive health.

One female counsellor is posted in each Anwasha Clinic. There is also one Anwasha Clinic at each Block Primary Health Centre, District Hospital and State General Hospital.

**Q-31: Who is ASHA?**

**Ans:** One of the key components of the National Rural Health Mission is to provide every village in the country with a trained female community health worker called Accredited Social Health Activist (ASHA). The ASHA is a woman selected by the community, resident in the community, who is trained and deployed to function in her own village for improving the health status of the community. She works under supervision of VHSNC and the Gram Panchayat. ASHA is generally selected for a population of 1000 people, but can be provided for smaller populations in case of geographically dispersed areas or smaller hamlets.

ASHA provides community level care for common illness and builds health awareness on nutrition, sanitation, prevention of diseases, immunisation and other public health programmes in coordination with ANM & AWW. She also guides the people on-what are the health services available, how to access these services and what their entitlements are.

**Q-32: What are the roles and responsibilities of ASHA?**

**Ans:** The roles and responsibilities of ASHA include the functions of a healthcare facilitator, a service provider and a health activist. Her functions are listed below:

ASHA can take steps to create awareness and provide information to the community on nutrition, basic sanitation and hygienic practices, healthy living and working conditions, existing health services and the need for timely use of health services. She can also promote construction and usage of household toilets under Swachh Bharat Mission.

She should provide counselling to women and families on preparing for child birth, importance of safe delivery, breastfeeding and complementary feeding, immunization, contraception and prevention of common infections including reproductive tract infection (RTI) and sexually Transmitted Diseases (STDs) and care of the young child.

SHA mobilises people for seeking services like immunization, Ante Natal and Post Natal Check-up (ANC and PNC), health care at Anganwadi Centres etc.

ASHA works with the VHSNC and Gram Panchayat to develop a comprehensive village health plan, and mobilizes the community for standing up against gender based violence

ASHA can provide community level curative care for minor ailments such as diarrhoea, fevers, care for the normal and sick new-born, childhood illnesses and first aid. A drug Kit is also available with her.

Directly Observed Treatment Short-course (DOTS) for TB patients is also available with trained ASHAs.

The ASHA provides information about the births and deaths in her village and any unusual health problems / disease outbreaks in the community to the Health Sub- Centres / Primary Health Centre.

To ensure the above role, ASHA has to perform the following tasks on regular basis:

- Home Visits for up to two hours every day, at least four or five days a week with special attention to marginalized families, houses of pregnant woman and child below two years of age/ malnourished children. At least one visit a month to all these households and a series of six visits or more in the family where there is a new-born child are essential.
- Mobilising community for availing services at Village Health Nutrition Day (VHND), special health campaigns and the government health facilities.
- Visits to the health facility, usually accompanying a pregnant woman, sick child, or some member of the community needing facility based care.
- Attending monthly review meeting held at the PHC and Village Health and Nutrition Day and provide counselling and health education to people.
- Helping VHSNC in convening its monthly meeting and if needed, additional habitation level meetings for providing health education to the community.
- Maintaining health records in the village.

**Q-33: Who is an Auxiliary Nursing Midwife (ANM)?**

**Ans:** ANM is supposed to streamline the outreach clinic for immunization.

**Q-34: What are the roles and responsibilities of an ANM at the Gram Panchayat level?**

**Ans:** Roles and responsibilities of ANM are as follows:

- To provide information to VHSNC regarding available services, schemes, and services for maternity and child health.
- To share details on marginalized and unreached groups or those in difficult regions and seek the support of the VHSNC to reach these populations.
- To inform the VHSNC on the deaths in the village, especially maternal and child deaths and their possible causes.
- To facilitate or support the committee in preparing a village action plan to address the issue of reaching the marginalized and unreached groups with health services.

- To compile Sub-Centre level health data and update the same to the Health Supervisor & Gram Panchayats on regular basis.

At the village level, it would be difficult for ASHA and ANM to function effectively without adequate institutional support from the Gram Panchayat concerned. The Gram Panchayat can also generate awareness about their role in the community and also monitor their activities in the area.

**Q-35: What is Rogi Kalyan Samiti?**

**Ans:** Rogi Kalyan Samiti (RKS) is a registered society that acts as a group of trustees for the hospitals to manage the affairs of the hospital. It consists of members from local Panchayati Raj Institutions (PRIs), NGOs, Elected Representatives (ERs) from the State and the PRIs, and officials from the government sector. Financial assistance is provided to these Committees through untied fund under NHM to undertake activities for patient welfare. Since ERs and functionaries of Gram Panchayats are also members of RKS, it is important for them to know about this committee.

**Q-36: What are the roles and responsibilities of Standing Committee of Gram Panchayat in respect of Health?**

**Ans:** Health and Family Welfare is one of the key roles of Gram Panchayats assigned to them under the Constitution of India as per the provisions of 73rd Amendment.

For promoting good health practices amongst people, and for ensuring good service delivery from the health facilities and functionaries at the village level, the Standing Committee is formed in the Gram Panchayat. Generally, a Standing Committee on Education and Public Health would need to perform the following roles:

- To hold meeting of the Standing Committee and discuss health matters on regular basis
- To collect and analyse data and information on health, nutrition & sanitation in the Gram Panchayat area and maintain database on public health
- To coordinate with the Health Sub-Centres and Anganwadi Centres in the Gram Panchayat area, linkage & coordination among the ASHAs, ANMs, AWWs and members of the Village Health, Sanitation & Nutrition Committee/s (VHSNC).
- To facilitate preparation of comprehensive health plans for the entire Gram Panchayat area (both the Perspective Plan for 5 years and an Annual Action Plan) and ensure implementation as well as monitoring of the planned activities
- To provide support in health service delivery institutions like the Anganwadi, Sub Centre, PHC etc. and monitor the health service delivery in the Gram Panchayat area.

It is necessary for all members of the Standing Committee to regularly participate in the meetings and actively participate in the preparation of annual plan and budget of the Standing Committee on Education and Public Health.

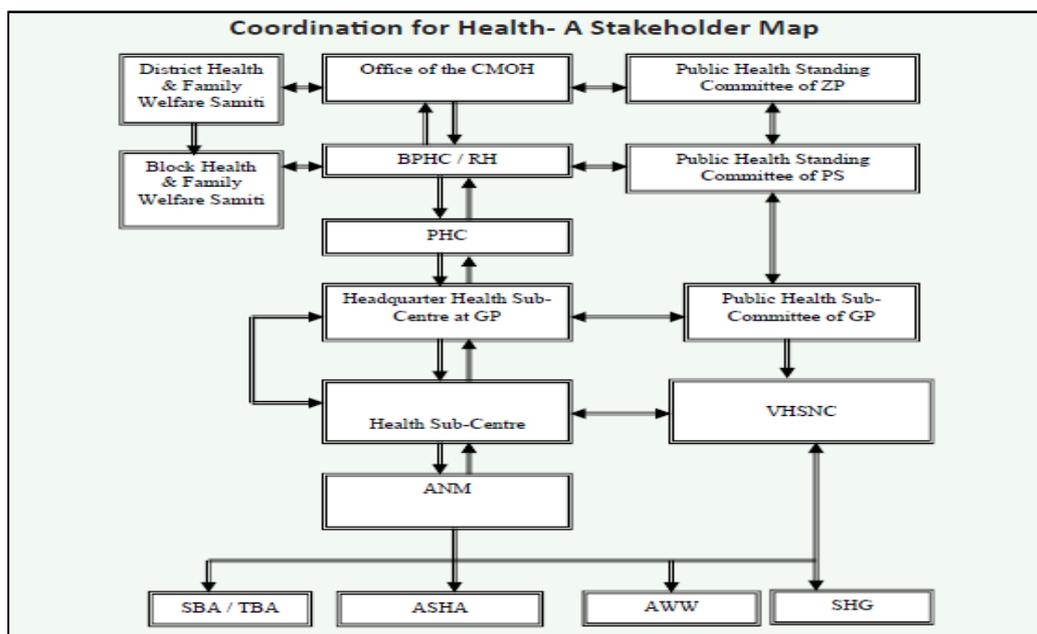
**Q-37: How can Gram Panchayats improve the condition of public health in the area through convergence and coordination?**

**Ans:** Improvement in public health status is in many ways related to some duties and responsibilities of Gram Panchayats. Gram Panchayats can coordinate activities of all the interventions/services and mobilize people to access these health services.

Gram Panchayats can identify the gaps in health service delivery through the members of VHSNC, the elected members of the Gram Panchayat, SHG members and also from the monthly review meetings on health at Gram Panchayat level. If any gap is identified, Gram Panchayats can take up the issue with the Health Supervisor or the Block Medical Officer of Health (BMOH).

Following are important platforms where the issues of health can be discussed by the Gram Panchayat that would in turn, help in identification of key areas requiring attention and follow up action. These may also contribute to prioritisation and planning for health in the Gram Panchayat area.

- a) The first one is the VHSNC that is required to act as the health sub- committee of the Gram Panchayat as per provisions of NRHM. VHSNC should be a forum for discussing issues regarding the health services in the village. Gram Panchayat or Education and Public Health Standing Committee of the Gram Panchayat can share its feedback and suggestions regarding the availability and quality of services and/or any grievances related to health services with VHSNC and take corrective action.
- b) The second platform is the Gram Sabha where the VHSNC and health functionaries at Gram Panchayat level can share progress on health, take feedbacks from people for improving health services in the area or even send alerts/ generate awareness about foreseen epidemics like dengue/malaria etc. Members of Gram Sabha can also express their grievances and offer suggestions for improving health services in the Gram Panchayat area or even compliment health functionaries for any good work done. Also, VHSNCs may share the details on annual health plan, its progress and utilisation of the untied fund.
- c) The third one is the Rogi Kalyan Samiti (RKS) at the facility level. As per national guidelines on RKS, ERs of Gram Panchayat should be included in the Rogi Kalyan Samiti of the health facility at the district, Block and sector level. The RKS is a forum for community inputs and oversight into the running of the public health institutions. It is a good forum for feedback from the Gram Panchayat to the health system regarding the health issues and priorities of the community.
- d) The fourth one can be the health planning exercise. This is the process by which the Gram Panchayat identifies its needs and priorities in participatory processes and these culminate into projects and holistic annual development plan of the Gram Panchayat.



**Q-38: What is a communicable disease?**

**Ans:** An illness that is directly or indirectly passed on from one human being to the other, from animal to humans or from the environment to humans is called a communicable disease. It can be transmitted through direct contact like breathing, touching, kissing or a sexual activity. It can also be passed on through water, food, dust and soil, etc. At times, a communicable disease can be life threatening also. Most common communicable diseases in India are –Typhoid, Hepatitis, Diarrhoea, Amoebiasis, Influenza, Tuberculosis and vector borne diseases like Malaria, Dengue etc.

**Q-39: Why do the diseases like Typhoid, Hepatitis, Diarrhoea, Amoebiasis, Influenza, Tuberculosis, Vector borne diseases and HIV occur?**

**Ans:** The said diseases are caused due to the following reasons:

- i. **Typhoid:** Typhoid is caused by eating food or drinking water contaminated by the faeces or urine of infected people. It occurs in places, where sanitation standards are poor. It causes fever, headache, constipation or diarrhoea etc. In severe cases, it can be life threatening also.
- ii. **Hepatitis:** Hepatitis is a virus that attacks the liver. There are different forms of Hepatitis termed A, B, C, D and E caused by five different viruses. Main causes of spreading of Hepatitis viruses are as under:
  - Hepatitis A and E- contaminated food or water
  - Hepatitis B – through unsafe sex
  - Hepatitis C- through direct contact with the blood of an infected person
  - Hepatitis D – through Hepatitis D Virus (HDV). It affects only those already infected with Hepatitis B.
- iii. **Diarrhoea** is frequent passage of loose, liquid or watery stools that spreads through contaminated food or drinking contaminated water. It is a significant cause of deaths of children due to poor hygiene and sanitation conditions in rural areas.
- iv. **Amoebiasis** a common infection caused through contaminated food or water or through direct contact with faecal matter. The symptoms of Amoebiasis include loose stool, abdominal cramping, and stomach pain.
- v. **Influenza** spreads from one person to other through coughing and sneezing. It can cause mild to severe illness and at times can even lead to death, if not treated well and in time. Fever, headache, muscle aches, sore throat, runny nose may be the symptoms of influenza.
- vi. **Tuberculosis:** Tuberculosis (TB) is a highly communicable disease caused by bacteria that attack the lungs or other parts of the body such as the kidney, spine or brain and can even cause death, if not treated well and in time.
- vii. **Vector borne diseases like Malaria, Filaria, Japanese Encephalitis, Kala-azar, Dengue and Chikungunya are transmitted by insects carrying bacteria and viruses from one person or living being to the other.** To get rid of these diseases the Gram Panchayat has to ensure overall cleanliness of the area. It should take care that there is no such place with stagnant water.
- viii. **HIV** spreads through unprotected sex with an infected person, transfusion of infected blood, use of unsterilized needles and syringes used by an infected person and from an infected mother to her baby during pregnancy, childbirth and breastfeeding.

**Q-40: What are non-communicable diseases?**

**Ans:** Non-Communicable Diseases (NCDs) are not passed from one person to the other but can cause serious threats to health and life of a person. NCDs include diseases like cancers, arthritis, asthma, heart attacks & stroke, obesity and diabetes etc. Alcoholism and drug addiction Use of tobacco, alcohol or other intoxicating drugs, lack of physical work/ exercise, unhealthy food, use of alcohol and other intoxicants etc. cause and/ or increase the risk of NCDs.

**Q-41: What will be the goal of the Gram Panchayat Development Plan for Health?**

**Ans:** The goal will be as follows-

- To ensure timely and effective delivery of health services to the people
- To mobilise the village people, particularly the poorest of the poor families, about their health rights and existing health services

- To achieve the status of ODF (open defecation free Gram Panchayat) and to work for sustaining/retaining the status
- To ensure safe drinking water for all households in the Gram Panchayat area
- To make the community aware about health, nutrition and sanitation
- To ensure 100% coverage of infants/children and pregnant women under immunization programme
- To upgrade existing health infrastructure to meet the health needs of the community

The Gram Panchayat also needs to set targets along with specific indicators to track progress towards achievement of the goals.

Systematic planning is essential for sustainable development of health. For effective planning, the Gram Panchayat must collect, update, consolidate and analyse data on health, nutrition, drinking water, sanitation etc. The Gram Panchayat must then understand the present health status of the community, based on data and facts in the context of health parameters.

#### **Q-42: What is Swachh Bharat Mission?**

**Ans:** Swachh Bharat Mission –is a programme of Ministry of Drinking Water and Sanitation (MoDWS), Government of India (GoI). It focuses on the elimination of open defecation by providing access to sanitary toilets for each household and in public places and promoting use of these toilets. It also requires generating awareness about sanitation and its linkages with public health and ensuring an enabling environment for everyone to participate. The important features of Swachh Bharat Mission are as following:

- Safe disposal of human excreta
- Safe disposal of used and waste water
- Safe disposal of garbage and other waste
- Storage of drinking water and proper use
- Personal Hygiene as per Health Standard
- Environmental Sanitation
- To convert all service latrine to hygienic toilets
- Maintenance of Open Defecation Free (ODF) status
- Engagement in ODF Plus activities.

#### **Q-43: What is ODF Plus and what are the roles of GPs in ODF Plus ?**

**Ans:** **ODF+** and **ODF++** are aimed towards proper maintenance of toilet facilities and safe collection, conveyance, treatment/disposal of all faecal sludge and sewage. While **ODF+** focuses on toilets with water, maintenance and hygiene, **ODF++** focuses on toilets with sludge and septage management. Gram Panchayats need to understand the basic principles of ODF+ and ODF++ and follow that these practices are being followed by communities.

#### **Q-44 What is safe drinking water?**

**Ans:** The water which is free from any kind of contamination by Germ or Microbe and have qualities according to the National standard for safe drinking water and which can cause no harm after drinking, can be termed as safe drinking water.

#### **Q-45: Is a Gram Panchayat responsible for supplying safe drinking water in rural areas?**

**Ans:** Yes, as a part of its essential service delivery to the people of the area, the Gram Panchayat is solely responsible for supplying safe drinking water to its citizen. The Gram Panchayat, for the purpose of ensuring supply of safe drinking water to the people will arrange for sinking/re-sinking,

maintenance of tube wells, and construction of platforms of tube wells and is entrusted to construct, maintain and monitor house to house piped water supply system in the area.

**Q-46: Is supply of safe drinking water in rural areas by Gram Panchayat an essential duty according to the 14<sup>th</sup> Central Finance Commission recommendation?**

**Ans:** Yes, supply of safe drinking water to the residents is an essential duty of the Gram Panchayat.

**Q-47: How many types of contamination are found in water in general?**

**Ans:** Generally, two types of contamination are found in water. These are contamination by (a) Germ or Microbe and (b) chemicals like arsenic, chloride, iron etc. Prolonged use of such contaminated water causes diseases like diarrhoea, cholera, Jaundice, typhoid, polio etc.

**Q-48: What is the optimum level of presence of different chemicals in water?**

**Ans:** Optimum level of presence of different chemicals in water is as follows:

- Iron- 1 ml. / litre
- Arsenic- 0.05 ml. / litre
- Fluoride- 1.5 ml. / litre
- Chloride- 1000 ml. / litre
- Coliform- 0 ml./ litre

Presence of these chemicals beyond the level mentioned above will make the water unsafe for drinking.

**Q-49: Which resources can a Gram Panchayat utilize for the purpose of supplying safe drinking water?**

**Ans:** A Gram Panchayat may utilize the following resources for supplying safe drinking water:

- Own Source Revenue
- Central Finance Commission Fund
- State Finance Commission Fund
- Funds from other sources

**Q-50: What is Village Water & Sanitation Committee (VWSC)?**

**Ans:** Every Gram Panchayat will constitute one VWSC in the area. The Gram Panchayat will execute all works related to supply of safe drinking water, works related to rural sanitation under Swachh Bharat Mission -Grameen (SBM- G) through its VWSC by maintaining coordination with the respective Standing-Committee on Education and Public Health of the Gram Panchayat.

**Q-51: Who are the members of Village Water & Sanitation Committee (VWSC)?**

**Ans:** Members are VWSC are as follows:

- President of Gram Panchayat- President of the Committee
- President of Standing Committee on Education and Public Health of the Gram Panchayat- Vice-President
- 4 Members of the Gram Panchayat ( to be decided by the Gram Panchayat in a meeting) including 2 female members and 2 members belonging to SC/ ST- Members
- Executive Assistant of the Gram Panchayat- Member
- One lady teacher- Member
- 2 ASHAs- Members
- 1 Water Facilitator- Member
- 2 SHG leaders- Members

In addition, the Gram Panchayat may co-opt any person having specialized knowledge in the field who can add further value to the Committee for ensuring supply of safe drinking water.

**Q-52: What are the roles and responsibilities of VWSC?**

**Ans:** The roles and responsibilities of VWSC are:

- To facilitate Gram Panchayat in management & maintenance of piped water supply scheme
- To facilitate Gram Panchayat in relation to water quality testing and other necessary action for the purpose of ensuring monitoring and surveillance of each and every source of safe drinking
- To see whether sinking/re-sinking of tube well are done at proper depth.
- To execute the works like construction of platform of tube-well, maintenance of quality of water, drainage of waste water etc.
- Data collection for the purpose of assessment of status of availability of safe drinking water.
- To prepare a plan for ensuring that each household gets safe drinking water from an acceptable and manageable distance.
- To help the Gram Panchayat in implementation of the plan for ensuring supply of safe drinking water to each house hold
- To arrange connection to each institution and household on priority basis
- To maintain the house to house piped water supply system
- To aware people on the matter of importance of usage of safe drinking water
- To aware and motivate people to stop wastage, misuse and unauthorized connection
- Collection of fees fixed for usage of water from the beneficiaries.

**Q-53: What are the roles and responsibilities of VWSC in respect of works related to sanitation?**

**Ans:** The roles and responsibilities of VWSC in respect of works related to sanitation are as follows:

- To collect mouza-wise/ ward-wise data and prepare a mouza-wise/ward wise ODF plan accordingly.
- To prepare an integrated plan for the whole Gram Panchayat on the basis of these mouza-wise/ward-wise plans and to fix a date of completion of implementation of these plans.
- To prepare a Motivator Team for each ward
- To prepare a necessary IEC plan and to implement it
- To keep a list of trained masons prepared and arrange for their refresher training on regular basis
- To identify material suppliers and to take necessary steps to assure quality of the materials
- To arrange for monitoring the quality of construction of the toilets by Gram Panchayat
- To prepare a plan for family-based management of solid & liquid waste at the Gram Panchayat level to achieve set targets
- To revise and update the targets at the end financial year and plan accordingly
- To prepare a sustainability plan after getting ODF status
- To collect report from VHSNC and discuss
- To ensure timely and proper utilization of community incentive deposited to the bank account of VWSC

**Q-54: What are the roles of Gram Panchayat as local self-government in respect of works related to Public health, sanitation, safe drinking water?**

**Ans:** The roles of Gram Panchayat as local self-government in respect of works related to Public health, sanitation and safe drinking water are as follows:

- To understand the status of health and nutrition of the area on basis of collected data
- To take measures to generate awareness about health among the people
- To ensure registration of each and every pregnant woman in health centre
- To ensure full immunization of each and every mother & child of the area
- To take steps to ensure quality nutrition to all children
- To ensure construction of latrine in each household
- To take steps to develop and maintain drainage system of the area
- To take steps to develop and maintain health institutions of the area
- To ensure access to safe drinking water for all the household
- To ensure registration of each and every birth and death cases
- To prevent and control vector borne diseases
- To take steps to eradicate/curb incidences of diarrhoea, TB, Leprosy, Malaria, Dengue, HIV AIDS in the area
- To prepare perspective and annual plan to ensure economic development and social justice as local self-government
- To provide basic services to its citizen as local self-government
- To implement all the poverty alleviation, income generation, developmental schemes properly
- Ensure participation of people in event related to health and make them aware of the all health issues
- To make all the Standing Committees including the Education and Public Health Standing- Committee active and vibrant
- To make Village Health Sanitation and Nutrition Committee more active and vibrant
- To make all the VHSNCs more active and effective
- The most important job of President and Vice President of the Gram Panchayat as office bearer is to lead the Gram Panchayat in an appropriate manner.

**Q-55: Which Acts and Rules are followed for registration of birth and death?**

**Ans:** At present Birth and Death Registration Act 1969 and the Rules framed by the State Government are followed for registration of birth and death. It is be to informed that registration of birth and death is mandatory under the provisions of this Act.

**Q-56: Where and when should an event of birth or death in the Gram Panchayat area be reported?**

**Ans:** In case of any birth or death in a Gram Panchayat area, the report should be made to the respective President of the Gram Panchayat who is the Sub-registrar of birth and death, within 21 days from the date of occurrence.

**Q-57: Who will report any event of birth or death?**

**Ans:** According to the provision of the Act the persons who can report to the President of the Gram Panchayat i.e, the Sub-registrar of birth and death are as follows,-

<b>Place of Birth/Death</b>	<b>Who will report</b>
At home	Head of the family or in his/ her absence any nearest relative
At Hospital, Health Centre, Nursing Home, ICDS/School or any similar kind of institution.	Health Officer in charge or any officer authorised by him/ ICDS Worker, ASHA, Dai, Head Master/ Mistress
Jail/ Correctional Home	Jailor in charge
Lodge, Hotel, Boarding etc	Person in charge
In any open area of the locality	President of the Gram Panchayat or his authorised representative
Gardens	Supervisor

**Q-58: Is there any provision for registration of death and birth if the event is not reported within the prescribed period?**

**Ans:** Yes. If the reporting of birth or death to the Sub- registrar for registration is done within 21 days of the incidence, it is called normal registration and if the reporting is done after 21 days then the registration will be called a delayed registration.

**Q-59: Is registration of death on account of Suicide, Homicide or due to an accident, done by the Sub-registrar?**

**Ans:** Yes, death on account of suicide, homicide or due to an accident within the area of the Gram Panchayat is also registered by the local Sub-registrar.

## Chapter-17

### Gender Issues, Development of Women & Children, Legal Rights of Women and Children, Gender-Just & Child-Friendly Gram Panchayat and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised,  
based on State-specific provisions.)*

#### **Q-1: What do we understand by women empowerment?**

**Ans:** Women empowerment means liberation of women from the vicious grips of social, economical, political, caste and gender-based discrimination. It means, granting women the freedom to make choices in life. Women empowerment does not necessarily mean 'worshipping women', rather it means replacing patriarchy with parity. In this regard, there can be various facets of women empowerment. e.g. Human rights or individual rights; A woman as a human being with senses, imagination and thoughts; she should be able to express them freely. Individual empowerment means to have the self-confidence to articulate and assert the power to negotiate and decide.

#### **Q-2: What are the different spheres of women empowerment?**

**Ans: Social Empowerment** - A critical aspect of social empowerment of women is promotion of gender equality. Gender equality implies a society in which women and men enjoy the same opportunities, outcomes, rights and obligations in all spheres of life.

**Educational Empowerment** - It means empowering women with education, knowledge, skills, and self-confidence necessary to participate fully in the development process. It means making women aware of their rights and developing their confidence to practice them.

**Economic and occupational empowerment** - It implies a better quality of material life through sustainable livelihoods owned and managed by women. It means reducing their financial dependence on their male counterparts by making them a significant part of the human resources.

**Legal Empowerment** - It suggests the provision of an effective legal structure which is supportive of women empowerment. It means addressing the gaps between what the law prescribes and what actually occurs.

**Political Empowerment**-It means the existence of a political system favoring participation and control by women of the political decision-making process and governance.

#### **Q-3: Why is women empowerment necessary?**

**Ans:** Need for women empowerment arose due to centuries of domination and discrimination practiced by men over women. Women are the suppressed lot. They are the target of varied types of violence and discriminatory practices done by men all over the world. India is no different.

India is a complex country. We have, through centuries, developed various types of customs, traditions and practices. These customs and traditions, good as well as bad, have become a part of our society's collective consciousness. We worship goddesses; we also seemingly give great importance to our mothers, daughters, sisters, wives and other female relatives or friends. However, at the same time, Indians are also famous for treating their women badly both inside and outside their homes.

Indian society consists of people belonging to almost all kinds of religious beliefs. In every religion, women are given a special place and every religion teaches us to treat women with respect and dignity. But somehow the society has also developed various types of ill practices, both physical and mental, against women that have become a norm since ages. For instance, sati pratha, practice of dowry, parda pratha, female foeticide, sexual violence, sexual harassment at work place, domestic violence, and many other diverse kinds of discriminatory practices. All such acts consist of physical as well as mental constituent.

The reasons for such behaviour against women are many but the most important one are the male superiority complex and long standing patriarchal system. Various constitutional and legal provisions are there to eliminate these ill practices and discrimination against women. However, in reality, there is still a lot to be done. Several Self-Help Groups (SHGs) and NGOs are working in this direction. Women themselves are also breaking the societal barriers and achieving greater heights in all dimensions: political, social and economic. But society as a whole has still not accepted women as being equal to men and crimes or abuses against women are still on the rise. For that to change, the society's age-old deep-rooted mind set needs to be changed through social conditioning and sensitization programmes.

Therefore, the concept of women empowerment not only focuses on giving women strength and skills to rise above their miserable situation but at the same time it also stresses on the need to educate men regarding women's issues and inculcating a sense of respect and duty towards treating women as equals.

**Q-4: What do we understand by Sex and Gender?**

**Ans:** Gender is the culturally and socially constructed roles, responsibilities, privileges, relations and expectations from women and men, boys and girls. Since these are socially constructed, they can change over time and differ from one place to another. Gender refers to the attributes and opportunities associated with being male and female and socio-cultural relationship between women and men, girls and boys, as well as the relations between different groups of women and different groups of men. These attributes, opportunities and relationships are socially constructed and learned through socialization processes. They are context-specific and variable in nature. Gender determines what is expected, allowed and valued in a woman and a man in different contexts. In most societies, there are differences and disparities (inequalities) between women and men in activities undertaken, access to and control over resources and decision making (power) opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, well being, ethnic group, religious affiliation and age.

“Sex” on the other hand refers to the biological characteristics of male and female. It is what we are born with and it does not differ from place to place.

**Q-5: What do we understand by gender inequality?**

**Ans:** Gender inequality concedes that men and women are not equal. These differences arise from distinctions in biological, psychological, social and cultural norms. Some of these distinctions are empirically grounded while others appear to be socially constructed. Studies show the different experience of genders across many domains including education, life expectancy, personality, interests, family life, careers, and political affiliations. Gender inequality is experienced differently across cultures.

**Q-6: What do we understand by gender sensitization?**

**Ans:** Gender sensitization presides over gender sensitivity which refers to the modification of behavior by raising awareness of gender equality concerns. This can be achieved by conducting various sensitization campaigns, training programmes, workshops etc. Sensitization in the domain of humanities and social sciences, is seen as an awareness informed propensity or disposition which aims at changing behavior so that it is sensitive to certain issues. Gender sensitization may be seen as “the awareness driven outlook or inclination to behave in a manner which is sensitive to gender justice and gender equality issues.”

Gender sensitization is interlinked with gender empowerment. Gender sensitization theories claim that modification of the behavior of teachers and parents (etc.) towards children can have a causal effect on gender equality.

Gender sensitization “is about changing behavior and instilling empathy into the views that we hold about our own and the other genders.” It helps people in “examining their personal attitudes and

beliefs and questioning the ‘realities’ they thought they know.

Gender Sensitization is one basic requirement for the normal development of an individual. Without being sensitive to the needs of a particular gender, an individual may refrain from understanding the opposite gender and in some acute cases even him or herself. The need for this sensitivity has been felt and realised through times immemorial and in almost all kinds of human existence, across the globe.

**Q-7: What do we understand by gender mainstreaming?**

**Ans:** Gender mainstreaming was endorsed as a global strategy for promoting gender equality in the Beijing Declaration and Platform for Action in 1995. Mainstreaming was not a completely new strategy at that time. As an alternative to earlier strategies for promoting gender equality, mainstreaming strategy was under development for a number of years prior to the Beijing Conference. The Beijing Conference was however, an important landmark for mainstreaming where Governments, NGOs and international organisations gave legitimacy to the strategy. Mainstreaming strategy is motivated by both rationales of human rights and social justice. Effective development cannot be achieved if women are excluded, particularly because of specific knowledge and experience women bring to development process and because of the critical contributions they are already making. Gender mainstreaming aims to ensure that both women and men can participate and benefit equitably and thereby influence the development goals, activities and outcomes.

**Q-8: What do we understand by gender planning?**

**Ans:** Gender planning is the recognition of social and gender inequalities and formulation of appropriate development approaches, processes and activities in developmental plans to address inequalities, thereby helping in improving the status of women. Gender planning helps to expose, analyse and resolve the inequalities existing in social, economic, cultural, legal and family structures and serves to initiate a process of change to address such inequalities and processes. The prevalence of existing stereotyping has further resulted in perpetuation of gender inequalities. Gender planning is an attempt to re-examine these stereotypes.

**Q-9: What are the major factors behind gender discrimination?**

**Ans:** Attaining gender justice is not an easy task in India. From time immemorial, a girl child has been considered as an unwanted entity and a burden whom the parents would not mind doing away with. Discrimination against women begins even before her birth. The gruesome evils of female foeticide and infanticide prove how brutal the society could be to women. Though the Indian constitution provides equal rights and privileges for men and women and makes equal provision to improve the status of women in society, majority of women are still unable to enjoy the rights and opportunities guaranteed to them. Traditional value system, low level of literacy, more house hold responsibilities lack of awareness, non-availability of proper guidance, low mobility, lack of self confidence, etc. are some of the factors responsible to create gender disparity in our society. The most important causes of gender disparity such as poverty, illiteracy, unemployment, social customs, belief and anti-women attitude are discussed here.

**Poverty:** In India, of the total 30 percent of the population below poverty line, 70 percent are women. Women’s poverty in India is directly related to the absence of economic opportunities and autonomy, lack of access to economic resources including credit, land ownership and inheritance, lack of access to education, health, other support services, and their minimal participation in the decision making process. The situation of women on economic front is no better and men still enjoy a larger share of the cake. Thus poverty stands at the root of gender discrimination in our patriarchal society and economic dependence on the male counterpart is itself a cause of gender disparity.

**Illiteracy:** Despite the notable efforts by the countries around the globe to expand the reach of basic education, there are approximately 960 million illiterate adults of whom two thirds are women. Educational backwardness of the girls has been one of the major causes of gender discrimination.

**Lack of employment opportunities:** Women are not able to resolve the conflict between their emerging economic and old domestic roles. In both rural and urban India, women spend a large proportion of time on unpaid domestic work. Women are not able to respond to new opportunities and shift to new occupations since their mobility remains to be low due to intra-household allocation of responsibilities.

Rights and obligations within a household are not distributed evenly. Male ownership of assets and conventional division of labour reduce incentives for women to undertake new activities. In addition, child bearing has negative implications on labour force participation by women. Time spent in bearing and rearing of children often results in de-skilling, termination of labour contacts. Thus women are not being able to be economically self sufficient due to unemployment and become economically dependent on their male counterpart which itself aggravates gender disparity.

**Social Customs, Beliefs and Practices:** Women are not free from social customs, beliefs and practices. The traditional patrilineal joint family system confines women's roles mostly to the domestic sphere, allocating them a subordinate status with limited authority and power compared to men. Men are perceived as the major providers and protectors of a family while women are perceived as playing only a supportive role. Boys and girls are accordingly trained for different adult roles, status and authority. In Indian culture, since very early periods, men have dominated women as a group and their status has been low in the family and society.

The preference for sons and disfavour towards daughter is a complex phenomenon that still persists in many places. Sons especially in the business communities are considered to be economic, political and ritual assets where as daughters are considered to be liabilities. Thus, social bias against women is the main cause of gender disparity in our society.

The boy receives a ceremonial welcome on his birth where as everyone is sad at the birth of a girl child. The preference for male child is due to lower female labour participation, prevalence of social evils like dowry and many others causes. The typical orthodox mentality is present even in this modern era leading to sex determination tests and abortion in an illegal way.

Parents often think that teaching a girl child to manage the kitchen is more important than sending her to school. Many feel that it is an unnecessary financial burden to send a girl child to school as she will ultimately be married off and shifted to some other family. This orthodox belief of parents is responsible for gender disparity.

**Social Attitude:** Though many social activists and reformers carried their crusade against all social odds to restore honour and dignity to women, attitudinal disparities still hunt our rural masses. Despite pronounced social development and technological advancement, women in our society still continue to be victims of exploitation, superstition, illiteracy and social atrocities.

The social stigma that women are housekeepers and should be confined to the four walls of the house is perhaps a viable cause of gender disparity. They should not raise their voice to claim their rights for the sake of the prestige of the family. In patriarchal society a lot of weightage is given to men.

In the health and nutritional field, male members of a family are supposed to take fresh and nutritious food in comparison to women because either they are earning members or head of the family or they are supposed to be more important than female members. This type of social attitude is conducive to create the problem of gender discrimination.

**Lack of Awareness of Women:** Most of the women are unaware of their basic rights and capabilities. They even do not have the understanding as to how the socio-economic and political forces affect them. They accept all types of discriminatory practices that persist in our family and society largely due to their ignorance.

**Q-10: What are the major paradigm shifts that have taken place at the policy level with respect to women empowerment?**

**Ans:** The discourse on analyzing public expenditure in India from the gender perspective is usually tracked back to the Report of the Committee on the Status of Women(titled "towards equality")

brought out by government of India in 1974. This report pointed out that the development trajectory of the country had adversely affected a large section of women and created new imbalances and disparities. The consciousness generated by this report led to the changes in policies towards women development in the Fifth Year Plan.

While the Fifth Year Plan (1974-1978) marked a major shift in approach towards women, from welfare to development, the Sixth Five Year Plan (1980-1985) accepted women development as a separate economic agenda. The Seventh Five Year Plan (1985-1990) declared as its objective “----- to bring women into the mainstream of national development and introduced twenty seven beneficiary oriented schemes for women”, the list of which is continually being expanded. The adoption of Women’s Component Plan (WCP), traced back to the Seventh Five Year Plan, witnessed the initiation of mechanism for identifying and monitoring schemes that directly extended benefits to women.

The Eighth Five Year Plan (1992-1997) marked a paradigm shift from development to empowerment and promised to ensure greater flow of benefits to women in the core sectors of education, health and employment. The Plan document made a statement that “----- the benefits of development from different sectors should not bypass women and special programmes on women should complement the general development programmes. The latter, in turn, should reflect greater gender sensitivity.”

The Ninth Five Year Plan (1997-2002) stated empowerment of women as its strategic objective and adopted ‘Women’s Component Plan’ as one of the major strategies and directed both the Central and State Governments to ensure “not less than 30 per cent of the funds/benefits are earmarked for women related sectors.” Special vigil was advocated on the flow of earmarked funds/benefits through an effective mechanism to ensure that proposed strategy brings forth a holistic approach towards empowering women. The National Policy for Empowerment of Women 2001- of Government of India adopted during this period envisaged introduction of a gender perspective in the budgeting process as an operational strategy and an “assessment of benefits flowing to women and resource allocation to the programmes relating to them through an exercise of gender budgeting”. Thus, qualifying budget expenditure meant specifically/substantially for women can be very useful in holding the Governments at different levels accountable for their policies and performance from a gender perspective.

The Tenth Five Year Plan (2002-2007) suggested specific strategies, policies and programmes for empowerment of women. It appreciated efforts at ensuring gender-just and gender - sensitive budgeting, and promised to continue the process of dissecting the government budget to establish its gender differential impact and to translate gender commitments to budgetary commitments. It accepted that WCP and Gender Budget play complementary roles for effective convergence and for proper utilization and monitoring of funds from various development sectors.

Through 73rd and 74th Constitutional Amendment of 1993, a very important political right was given to women which is a landmark in the direction of women empowerment in India. With this amendment, women were given 33.33 percent reservation in seats at different levels of elections in local governance i.e. at Panchayat, and Municipal elections.

Thus it can be seen that these Constitutional provisions are empowering for women and the States are duty bound to apply these principles in taking policy decisions as well as in enacting laws.

### **Q-11: What are the major indicators of women and child development ?**

**Ans :** Major indicators in respect to women and child development are :-

- a) Sex-ratio
- b) Child sex ratio
- c) Access to quality education and ability to accept that
- d) Safe motherhood
- e) Nutritional status of pregnant mother and birth weight of the baby
- f) Infant Mortality Rate
- g) Malnutrition among children
- h) Maternal Mortality Rate
- i) Literacy rate of women

Empowerment of women is closely linked to the opportunities they have in education, health, employment and political participation. Over the years, significant advancements have been made in India on many of these counts. Data on literacy rates, sex ratio, infant mortality rate, birth rate have shown a progressive trend. The figures in each sector is depicted in the table below:-

<b>Indicators of last 4 decades in relation to women &amp; child development</b>				
<b>Indicators</b>	<b>1981</b>	<b>1991</b>	<b>2001</b>	<b>2011</b>
Sex ratio	911	917	934	947
Birth rate	37	30.3	22.9	16.8
Mortality rate	12.2	8.9	7.2	6.0
Infant Mortality Rate	98	76	54	33
Average age of marriage of girls				
Marriage	14.3	16.5	19.6	18.3
Literacy Rate	40.93	57.70	68.6	68.64
Literacy rate of women	30.25	46.56	60.22	59.61

Women participation in Panchayat system has increased very significantly which resulted in efficacy in the arena of development. Panchayat is also playing crucial roles in the development of women and children.

**Q-12: What do you understand by violence against women? What are the legal provisions mentioned in this aspect?**

**Ans:** The term violence against women has been used to describe a wide range of acts, including murder, rape and sexual assault, physical assault, emotional abuse, battering, stalking, prostitution, genital mutilation, sexual harassment, and pornography. There is little consensus in this still evolving field on exactly how to define violence against women. The major contention concerns whether to strictly define the word ‘‘violence’’ or to think of the phrase ‘‘violence against women’’ more broadly as aggressive behaviors that adversely and disproportionately affect women.

**Specific Laws for enabling women empowerment in India**

Here is the list of some specific laws which were enacted by the Parliament in order to fulfil Constitutional obligation of women empowerment:

- The Equal Remuneration Act, 1976.
- The Dowry Prohibition Act, 1961.
- The Immoral Traffic (Prevention) Act, 1956.
- The Maternity Benefit Act, 1961.
- The Medical termination of Pregnancy Act, 1971.
- The Commission of Sati (Prevention) Act, 1987.
- The Prohibition of Child Marriage Act, 2006.
- The Pre-Conception & Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994.
- The Sexual Harassment of Women at Work Place (Prevention, Protection and) Act, 2013.

**Dowry Prohibition Act, 1961**

The Dowry Prohibition Act, 1961 consolidated the anti-dowry laws which had been passed on certain states. This legislation provides for a penalty in section 3 if any person gives, takes or abets giving or receiving of dowry. The punishment could be imprisonment for minimum 5 years and a fine more than Rs.15, 000 or the value of the dowry received, whichever is higher. Dowry in the Act is defined as any property or valuable security given or agreed to be given in connection with the marriage. The penalty for giving or taking dowry is not applicable in case of presents which are given at the time of marriage without any demand having been made.

The Act provides the penalty for directly or indirectly demanding dowry and provides for a penalty involving a prison term of not less than 6 months and extendable up to two years along with a fine of Rs.10, 000. Dowry agreements are void ab initio and if any dowry is received by anyone other than the woman, it should be transferred to the woman. The burden of proving that an offense was not committed is on the persons charged and not on the victim or her family. Under its powers to frame rules for carrying out its objectives under the Act, government of India has framed the Maintenance of Lists of Presents to the Bride and the Bridegroom Rules, 1985. There are also several state level amendments to the Dowry Prohibition Act.

### **The Prohibition of Child Marriage Act, 2006**

In response to the plea (Writ Petition (C) 212/2003) of the Forum for Fact-finding Documentation and Advocacy at the Supreme Court, the Government of India brought the Prohibition of Child Marriage Act (PCMA) in 2006, and it came into effect on 1 November 2007 to address and fix the shortcomings of the Child Marriage Restraint Act. The change in name was meant to reflect the prevention and prohibition of child marriage, rather than restraining it. The previous Act also made it difficult and time consuming to act against child marriages and did not focus on authorities as possible figures for preventing the marriages. This Act kept the ages of adult males and females the same but made some significant changes to further protect the children. Boys and girls forced into child marriages as minors have the option of voiding their marriage up to two years after reaching adulthood, and in certain circumstances, marriages of minors can be null and void before they reach adulthood. All valuables, money, and gifts must be returned if the marriage is nullified, and the girl must be provided with a place of residency until she marries or becomes an adult. Children born from child marriages are considered legitimate, and the courts are expected to give parental custody with the children's best interests in mind. Any male over 18 years of age who enters into a marriage with a minor or anyone who directs or conducts a child marriage ceremony can be punished with up to two years of imprisonment or a fine.

### **The Hindu Succession Act, 1956**

The Act was enacted to amend and codify the law relating to intestate or unwilled succession, among Hindus, Buddhists, Jains, and Sikhs. The Act lays down a uniform and comprehensive system of inheritance and succession into one Act. The Hindu woman's limited estate is abolished by the Act. Any property possessed by a Hindu female is to be held by her absolute property and she is given full power to deal with it and dispose it of by will as she likes. Parts of this Act was amended in 2005 by the Hindu Succession (Amendment) Act, 2005.

**The Medical Termination of Pregnancy (MTP) Act** in India came into existence in 1971. It was amended in 2002 to facilitate better and more universal implementation and increase access for women especially in private health sector. However, even four decades after the Act came into effect, unsafe abortions are a reality

**The Protection of Women from Domestic Violence Act 2005** was introduced to protect women from domestic violence. It was brought into force by the Indian government from 26 October 2006. The Act provides for the first time in Indian law a definition of "domestic violence", with this definition being broad and including not only physical violence, but also other forms of violence such as emotional/verbal, sexual, and economic abuse. It is a civil law meant primarily for protection orders and not meant to penalize criminally. The act does not extend to Jammu and Kashmir, which has its own laws, and which enacted in 2010 the Jammu and Kashmir Protection of Women from Domestic Violence Act, 2010

### **Immoral Traffic Prevention Act, 1986**

In 1950, Government of India ratified the International Convention for the Suppression of Immoral Traffic in Persons and the Exploitation of the Prostitution of others. In 1956 India passed the Suppression of Immoral Traffic in Women and Girls Act, 1956 (SITA). The act was further amended

and changed in 1986, resulting in the Immoral Traffic Prevention Act also known as PITA. Immoral Traffic Prevention Act, 1986 PITA only discusses trafficking in relation to prostitution and not in relation to other purposes of trafficking such as domestic work, child labour, organ harvesting, etc. The following is an outline of the provisions in this law that pertains to children below the age of 18. The act defines child as any person who has completed eighteen years of age. The first section of the act has provisions that outline the illegality of prostitution and the punishment for owning a brothel or a similar establishment, or for living of earnings of prostitution as is in the case of a pimp. Section five of the act states that if a person procures, induces or takes a child for the purpose of prostitution then the prison sentence is a minimum of seven years but can be extended to life. To ensure that the people in the chain of trafficking are also held responsible the act has a provision that states that any person involved in the recruiting, transporting, transferring, harbouring, or receiving of persons for the purpose of prostitution if guilty of trafficking. In addition any person attempting to commit trafficking or found in the brothel or visiting the brothel is punishable under this law.

If a person is found with a child it is assumed that he has detained that child for the purpose of sexual intercourse and hence shall be punishable from seven years up to life imprisonment, or a term which may extend to ten years and also a maximum fine of one lakh rupees. If a child is found in a brothel and after medical examination has been found to have been sexually abused, it is assumed that the child has been detained for the purpose of prostitution.

Any person committing prostitution in public with a child shall be punishable to seven year in prison up to life imprisonment, or a term which may extend to ten year and also a maximum fine of one lakh rupees. If prostitution of a child is being committed with knowledge of an establishment owner such as a hotel the license of the hotel is likely to be cancelled along with the given prison sentence and/or fines.

Any child found in a brothel or being abused for the purpose of prostitution can be placed in an institution for their safety by a magistrate. Landlords, lessors, owner, agent of the owner who unknowingly previously rented their property to a person found guilty of prostituting a child, must get approval from a magistrate before re-leasing their property for three years after the order is passed.

**The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013** is a legislative act in India that seeks to protect women from sexual harassment at their place of work. It was passed by the Lok Sabha (the lower house of the Indian Parliament) on 3 September 2012. It was passed by the Rajya Sabha (the upper house of the Indian Parliament) on 26 February 2013. The Bill got the assent of the President on 23 April 2013. The Act came into force from 9 December 2013. This statute superseded the Vishakha Guidelines for prevention of sexual harassment introduced by the Supreme Court of India. It was reported by the International Labour Organization that very few Indian employers were compliant to this statute. Most Indian employers have not implemented the law despite the legal requirement that any workplace with more than 10 employees need to implement it.

### **The Protection of Children from Sexual Offences (POCSO) Act**

The Protection of Children from Sexual Offences (POCSO) Act, 2012 was enacted to provide a robust legal framework for the protection of children from offences of sexual assault, sexual harassment and pornography, while safeguarding the interest of the child at every stage of the judicial process. The framing of the Act seeks to put children first by making it easy to use by including mechanisms for child-friendly reporting, recording of evidence, investigation and speedy trial of offences through designated Special Courts.

The new Act provides for a variety of offences under which an accused can be punished. It recognises forms of penetration other than penile-vaginal penetration and criminalises acts of immodesty against children too. The act is gender-neutral. With respect to pornography, the Act criminalises even watching or collection of pornographic content involving children. The Act makes abetment of child sexual abuse an offence. It also provides for various procedural reforms, making the tiring process

of trial in India considerably easier for children. The Act has been criticised as its provisions seem to criminalise consensual sexual intercourse between two people below the age of 18. The 2001 version of the Bill did not punish consensual sexual activity if one or both partners were above 16 years.

**Q-13: What are the roles and responsibilities of village level child protection committee?**

**Ans:**

- To prepare a Village Need Assessment Report on the status of children in the area broadly under the category ‘children in difficult circumstances’ that should include disaggregated data/information in the prescribed format provided by BLCPC.
- Mapping of villages to identify most vulnerable children and encouraging parents for protection of children in the villages.
- Orientation of community and children on raising voices against any form of violence on children.
- Increasing awareness in community to combat child trafficking, to prevent child marriages, child labour practices and migration of children for labour purposes.
- Awareness and sensitization of parents to send their children regularly to school.
- Time to time campaign to raise awareness on child protection issues in villages.
- Submitting periodic report to the BLCPC to appraise them about the key challenges, achievements and opportunities for child protection.
- Drafting annual child protection plan of villages and appraising BLCPC about the need to finalise and implement the plan and seek inputs.
- Maintaining record of children in the villages, who are not attending schools, migrated out of village for work, missing children etc.
- Forwarding application to the BLCPC of specific cases for referral services.
- Discouraging harmful practices that are against child protection, for example-sex selective abortion, child marriages, corporal punishment etc.
- Promoting good practices, like birth registration, Adhar card registration, school enrolment, migrant register maintenance.
- The VLCPC should liaison with the BLCPC and DCPU for restoration and rehabilitation of rescued trafficked victims, orphan child and unaccompanied children. BLCPC to provide support on case to case basis in consultation with the DCPU.
- Community level foster care services as mentioned in ICPS shall be promoted by the VLCPC on case to case basis, if any child in need of foster care is present in the villages. The BLCPC will guide the VLCPC in consultation with DCPU in such cases.
- Any other activities in the best interest of children and child protection.
- Any such activities instructed by DCPU, BLCPC or SCPS for the child protection.
- VLCPC may engage with the civil society organisation for raising awareness on child protection issues in villages.
- To promote and encourage children participation and formation of ‘children group’ at village level.

**Q-14: What is the Government Policy for women empowerment?**

**Ans:** In the year 2001, the Government of India launched a National Policy for Empowerment of Women. The specific objectives of the policy are as follows:

- Creation of an environment through positive economic and social policies for holistic development of women to enable them to realize their full potential.

- Creation of an environment for enjoyments of all human rights and fundamental freedom by women on equal basis with men in all political, economic, social, cultural and civil spheres.
- Providing equal access to participation and decision making of women in social political and economic life of the nation.
- Providing equal access to women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public life etc.
- Strengthening legal systems aimed at elimination of all forms of discrimination against women.
- Changing societal attitudes and community practices by active participation and involvement of both men and women.
- Mainstreaming a gender perspective in the development process.
- Elimination of discrimination and all forms of violence against women and the girl child.
- Building and strengthening partnerships with civil society, particularly women's organizations.

The Ministry of Women and Child Development is the nodal agency for all matters pertaining to welfare, development and empowerment of women. It has evolved schemes and programmes for their benefit. These schemes are spread across a very wide spectrum such as women's need for shelter, security, safety, legal aid, justice, information, maternal health, food, nutrition etc., as well as their need for economic sustenance through skill development, education and access to credit and marketing.

#### **Q-15: What are the different welfare schemes for women and child development?**

**Ans:** Key Women Development Schemes are listed below:-

- **Beti Bachao, Beti Padhao Scheme:** The programme launched on 22nd January, 2015 with an aim to generate awareness and improve the efficiency of welfare services meant for girls. The major objectives are to prevent sex-selective abortion, to ensure survival and protection of a girl child and to ensure education of the girl child.
- **One-Stop-Centre Scheme:** The main objective of the programme is to provide support and assistance to women affected by violence both in private and public spaces and also to provide integrated support and assistance to women affected by violence, to facilitate immediate emergency and nonemergency access to a range of services including medical, legal, psychological and counselling support to fight against any forms of violence against women.
- **Women helpline scheme:** The programme launched in the year 1st April, 2015 with an aim to provide 24 hours immediate and emergency response to women affected by violence. The major objectives are to provide toll-free 24-hours helpline service to women affected by violence seeking support and information, to help in crisis and non-crisis intervention through referral to the appropriate agencies such as police/Hospitals/Ambulance services/District Legal Service Authority
- (DLSA)/Protection Officer (PO)', To provide information about the appropriate support services, government schemes available to the woman affected by violence.
- **Working Women's Hostel (WWH):** The main aim of the programme is to make a significant impact on women by upgrading skills. The target group includes the marginalised asset less rural women and urban poor. This also includes wage labourers, unpaid daily workers, women headed households and families below poverty line. The major objectives of the programmes are to mobilise women in small viable groups and make facilities available through training and access to credits, to provide training for skill upgrading, to enable groups of women to take

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up employment-cum- income generation programs, to provide support for further improving training and employment conditions of women.

- **SWADHAR Greh Scheme:** The main aim of the programme is to provide temporary accommodation, maintenance and rehabilitative services to women and girls rendered homeless due to family discord, crime, violence, mental stress, social ostracism. Another scheme with similar objectives is Short Stay Home (SSH). The major objectives are to cater to the primary need of shelter, food, clothing, medical treatment and care of the women in distress and who are without any social and economic support, to enable them to regain their emotional strength that is affected due to their encounter with unfortunate circumstances, to provide them with legal aid and guidance to take steps for their readjustment in family or society. To rehabilitate them economically and emotionally, and enable them to start their life a fresh with dignity and conviction.
- **Rajiv Gandhi National Creche Scheme:** The programme was introduced to help working mothers by taking care of their children. The major objectives of the programme are to provide a day care facility where babies and young children are taken care of during the working hours. Employment of women has resulted in increased opportunities and more women are now part of the country's workforce. Thus the children of these working women, now in need of day care services which provide quality care and protection.
- **Indira Gandhi Matruva Sahyog Yojana (IGMSY):** The programme launched in the year 2010 with an aim to provide conditional Cash Transfer Scheme for pregnant and lactating (P&L) women for improved health and nutrition. The beneficiaries are paid Rs.4000 in three instalments per P&L woman between the second trimesters till the child attains the age of 6 months on fulfilling specific conditions. The major objectives of the programme is to promote institutional care service during pregnancy, delivery and lactation, encouraging the women to follow (optimal) nutrition and feeding practices, including early and exclusive breastfeeding for the first six months, providing cash incentives for improved health and nutrition to pregnant and lactating mothers.
- **Mahila e-Haat:** The main aim of the programme is to strengthen financial inclusion of Women Entrepreneurs by providing continuous sustenance and support to their creativity. The major objectives of the programme are to meeting needs of women entrepreneurs. This startup Rashtriya Mahila Kosh website leverages technology for showcasing products made/ manufactured/sold by women entrepreneurs. This unique e-platform will strengthen the socioeconomic empowerment of women and act as a catalyst by providing a web-based marketing platform to the women entrepreneurs for directly selling their products. To support 'Make in India' through online marketing platform.
- **National Mission for Empowerment of Women (NMEW):** The programme was launched in the year 2011 with an aim to empower women holistically. The major objectives are to strengthen the conceptual and programmatic basis of women-centric schemes implemented, provide training & capacity building to enhance and strengthen understanding of gender issues, build a Resource Pool (trainers) at the National and State level to bridge gaps between knowledge and practice will be the other focus area of NMEW.
- **The Rajiv Gandhi Scheme for Empowerment of Adolescent Girls:** Sabla is an initiative launched in 2012 that targets adolescent girls. The scheme offers a package of benefits to at-risk girls between the ages of 10 and 19. It is being offered initially as a pilot programme in 200 districts. The programme offers a variety of services to help young women become self-reliant, including nutritional supplementation and education, health education and services, and life skills and vocational training.
- **Indira Gandhi National Old Age Pension Scheme (IGNOAPS):** The Indira Gandhi National Old Age Pension Scheme (IGNOAPS) is a non-contributory old age pension scheme that

covers Indians who are 60 years and above and live below the poverty line. All individuals above the age of 60 who live below the poverty line are eligible to apply for IGNOAPS. All IGNOAPS beneficiaries aged 60–79 receive a monthly pension of Rs. 400 (Rs. 200 by central government and Rs. 200 by state government). Those of 80 years and above receive a monthly pension amount of Rs.1000.

- **Indira Gandhi National Widow Pension Scheme (IGNWPS):** Indira Gandhi National Widow Pension Scheme(IGNWPS), introduced in the year 2009, provides BPL(Below Poverty Line) widows in the age group 40 to 64(later revised 40 to 59) with a monthly pension of Rs. 600 per beneficiary (Rs. 300 by central government and Rs. 300 by state government). After they attain the age of 60, they qualify for pension under Indira Gandhi National Old Age Pension Scheme (IGNOAPS).
- **The Janani Suraksha Yojana (JSY):** is a centrally sponsored Scheme which is being implemented with the objective of reducing maternal and infant mortality by promoting institutional delivery among pregnant women. Under the JSY, eligible pregnant women are entitled for cash assistance irrespective of the age of mother and number of children for giving birth in a government or accredited private health facility.
- **Rastriya Mahila Kosh (RMK):** provides micro-credit to poor women for various livelihood support and income generating activities at concessional terms in a client-friendly procedure to bring about their socio-economic development.
- **Ujjawala:** The main aim of the programme is to prevent trafficking and for rescue, rehabilitation, re-integration and repatriation of victims of trafficking for commercial sexual exploitation.

#### **Key Child Development Schemes are listed below:**

- **Kasturba Gandhi Balika Vidyalaya:-** The Kasturba Gandhi Balika Vidyalaya or KGBV is a residential girls' secondary school run by Government of India for the weaker sections. Gender disparities still persist in rural areas and among disadvantaged communities. Looking at enrolment trends, there remain significant gaps in the enrollment of girls at the elementary level as compared to the boys, especially at the upper primary levels. The objective of KGBV is to ensure that quality education is feasible and accessible to the girls of disadvantaged groups of society. It is done through setting up of residential schools with boarding facilities at elementary level. The scheme was introduced by the Government of India in August 2004, and then integrated with Sarva Shiksha Abhiyan, to provide educational facilities for girls belonging to Scheduled Castes, Scheduled Tribes, Other Backward Classes, minority communities and families below the poverty line in Educationally Backward Blocks.
- **Integrated Child Development Services:-** Integrated Child Development Services (ICDS) provides supplementary nutrition, preschool education, and primary healthcare to children under 6 years of age and their mothers. The scheme was launched in 1975. In addition to fighting malnutrition and ill health, the programme is also intended to combat gender inequality by providing girls the same resources as boys. The following services are sponsored under ICDS to help achieve its objectives: Immunization, supplementary nutrition, health checkup, referral services, pre-school education (Non-Formal and Nutrition and Health information.
- **Janani Shishu Suraksha Karyakram:** Building on the progress of the safe motherhood scheme, another major initiative Janani Shishu Suraksha Karyakaram (JSSK) was launched in June 2011 to eliminate out-of-pocket expenses for both pregnant women and sick infants. Essential care is provided to the mother and her neonate within 48 hours. This postnatal period is critical for identification and management of post-delivery complications. In case

of institutional delivery, accessing this care is a little easier. Reasons like high out of pocket expenditure on diagnostics/investigations, blood, drugs, food and user charges for institutional delivery. JSSK was launched in June 2011 to eliminate out-of-pocket expenses for institutional delivery of pregnant women and treatment of sick infants.

- **Integrated Child Protection Scheme (ICPS)** The programme helps to secure the safety of children, with a special emphasis on children in need of care and protection, juveniles in conflict or contact with the law and other vulnerable children. Its primary purpose is to create a central structure to provide oversight and standardization for pre-existing and evolving child protection schemes in India. Proposed in 2006 and implemented in 2009, the ICPS is administered at the state level by state child protection committees and societies, and at the district level by district child protection societies, among other institutions.
- **Sarva Shiksha Abhiyan (SSA)** is Government of India's flagship programme for achieving universalization of Elementary Education (UEE) in a time bound manner, as mandated by 86th Amendment to the Constitution of India making education free and compulsory to the Children of 6-14 years age group, a fundamental Right. SSA seeks to provide quality elementary education including life skills. SSA has a special focus on girl's education and children with special needs. SSA also seeks to provide computer education to bridge the digital divide.
- **The Integrated Programme for Street Children** was started as initiative to help children living on the street fulfil their rights. The programme provides shelter, nutrition, health care, education, and recreation facilities to street children, and seeks to protect them against abuse and exploitation. The programme aims at building society's awareness on the rights of the child enshrined in the UN Convention on the Rights of the Child (CRC) and in the Juvenile Justice (Care and Protection of Children) Act, 2000. This can be achieved through capacity building of the government organisations, NGOs and the larger community these children live in.
- **The Nutrition Programme for Adolescent Girls** was launched in 2002-03 to address nutritional needs of adolescent girls, pregnant women and lactating mothers. Under this scheme, 6 kg. of food-grains were given to under nourished adolescent girls, pregnant women and lactating mothers according to their weight. It was initially started as a pilot project in 51 districts of the country and was taken up again in 2003-04. It was stopped for a year in 2004-05 but taken on as a full project, in 2005-06, to be implemented by the Ministry of Women and Child Development. The scheme was started in 51 backward districts and was restricted to only undernourished adolescent girls. The scheme continues on a pilot project basis. The funds are provided by the central government to the state government in the form of 100% grants. The food is meant to be provided through the public distribution system at no cost to the families identified under the scheme. The scheme targets girl children between the ages of 11 -19 weighing less than 35 kgs.
- **Kishori Shakti Yojana** aims at empowering adolescent girls so that they become responsible citizens. It looks at all aspects of adolescent girl development. The larger objective of the scheme is to enhance the nutritional, health and development status of adolescent girls, supports awareness creation on health, hygiene, nutrition and family care, and to integrate them with opportunities for learning life skills, going back to school, helping girls grow to understand their society and become prolific members of the society. The scheme functions in the existing ICDS infrastructure. Under this scheme, adolescent girls are offered non-formal education on life skill aspects including physical, developmental and sex education. The girls are congregated at anganwadi centres. Girls can also be given basic health supplements such as IFA and de-worming tablets. Girls can also be given vocational training at the centres.

**Q-16: What are the roles and responsibilities of Gram Panchayat in ensuring development of women and children?**

**Ans:** Gram Panchayat plays crucial role in ensuring the rights of women and children ensuring their holistic development. The major roles & responsibilities in this regard are listed below:

- Bring the issues of gender disparity and violence to the attention of Gram Panchayat Committee for action.
- Analyse the gender and development experiences through situational analysis.
- Ensure continuous discussion and trainings for VP committee to promote attitudinal changes.
- Formation of Standing Committee to carry out and follow the tasks prioritized towards gender equality.
- Facilitate a convergence meeting with different line departments / agencies / community organizations involved in addressing gender issues.
- Promote campaigns to address various women issues identified as goals and targets.
- Develop monitoring mechanisms for actions on gender issues.
- Intense coordination with Self Help Group for convergence.
- Activate all the SHGs andr promote development activities through them.
- Promote child friendly Gram Panchayat through different developmental activities.
- Ensuring quality education for children by addressing critical gaps in the educational sector.
- Ensuring quality health services for pregnant women, lactating mother, adolescent girls and children by monitoring different services under health sector.
- Ensure child birth registration of each child through regular monitoring.
- Ensure prevention of child migration, child labour, female foeticide, child and women trafficking through promoting different schemes under these sectors.
- Organise various awareness campaigns/ meetings/ workshops on social evils like dowry, child marriage, child trafficking, child labour and gender discrimination etc.
- Ensure inclusion and engagement of women in livelihood and skill development programmes.
- Ensure women's membership and participation in local governace, local development committee, working groups etc.
- Ensure registration and tracking of women and girls who are migrating.
- Facilitate gender status through participatory exercise and dissemination of the results in Gram Sabhas.
- Facilitate women's participation in different economic activities through involvement of SHGs

**Child-Friendly Gram Panchayat**

**Q.-1: What do we understand by Child-Friendly Gram Panchayat?**

**Ans:** Issues like child protection, various problems faced by children, safeguarding child rights, holistic development of children etc. do not often get due priority in overall development agenda of the Gram Panchayats (VP).

A VP can be said to be child-friendly when it prioritises, plans, and implements initiatives to address critical issues like child education, health, nutrition, and their overall safety. Such VP also ensures enabling environment for child protection, ensures their rights, expands opportunities like playground/ Park, and guarantees overall development of children of the VP area.

**Q-2: Who can be considered as child?**

**Ans:** The National Policy for Children, 2013, recognises every person below the age of eighteen years as a child.

It also reaffirms that every child is unique and a supremely important national asset. All children have the right to grow in a family environment, in an atmosphere of happiness, love and understanding.

**Q-3: What are the major obstacles faced by children in their overall development? Why should Gram Panchayats give priority to the issues concerning child development?**

**Ans:** As mentioned above, every child is unique and a supremely important national asset. Children are the future of the country. How the country will be governed properly if the future generations are not nurtured and developed both physically & mentally.

Therefore, in the context of overall development of the society, it is extremely crucial to put priority on child development and accordingly plan, implement and monitor relevant interventions to ensure overall development of children.

Experts opine that the first five-six years are critical for a child to become physically healthy, mentally alert, and emotionally sound as a child's brain develops more during this time than at any other time in life. Growth of a child will be hindered if they remain deprived from sound health care, wholesome nutritional intake, quality education, sanitation, and safe drinking water. It has been observed that incomplete vaccination, lack of elementary education, exposure child-labour, child trafficking, physical, mental torture in schools and even at home push the children towards a disastrous adulthood.

In addition to these, gender discrimination makes the situation more challenging for girls as discrimination is visible in family and society as a whole. Early marriages cause innumerable maternal deaths as immature mother give birth to pre-mature and under-weight babies and consequently burden of neo-natal and post-natal death increases.

Gram Panchayats can play a crucial role in creating relevant awareness in the society for providing an enabling environment to children and prioritise their safety, participation in decision making, and healthy upbringing. On the other hand a Gram Panchayat can also monitor and ensure that local service delivery institutions function properly to deliver health, nutrition, education, and protection services which are critical for child development.

**Q-4 What are 'Child – Rights'?**

**Ans:** According to existing Acts and rules, Child-Rights imply:

- **Right to Survival:** According to Government of India, a child life begins after twenty weeks of conception. A child has the right to survival which is inclusive of the child's rights to be born, right to minimum standards of food, shelter and clothing, and the right to live with dignity.
- **Right to Development:** Children have the right to emotional, mental and physical development. Hence children must have access to proper care, support system, education, play & recreation, and nutrition for sound emotional, mental and physical development.
- **Right to Protection:** A child has the right to be protected from exploitation, neglect, and abuse both at home and elsewhere.
- **Right to Participation:** A child has a right to express his/her opinion, access to information, and participate in any decision making that involves him/her directly or indirectly.

Apart from the above, special protection is required for children with special needs or abilities who are in a more vulnerable situation in comparison with others. e.g. children with special needs, street children, homeless children, refugees, children of migratory parents, abandoned destitute children, child labourers, child sex workers, victim of child trafficking, children with HIV/AIDS etc. regardless of their biological, social, economic and geographical condition.

**Q-5: How the Rights of Children can be violated?**

**Ans:** Negligence of child protection indicates direct violation of child rights. As a result, a child may get tortured, neglected, and become more vulnerable to atrocities. For example-

- (a) The popular belief is that everybody loves children, so the children can never be exploited. However, it has been seen that innumerable number of children are working as child-labourers and there are increasing number of cases of sexual abuse.
- (b) The popular notion is that family is the most secured or safe place for children. But on the contrary, incidents of female foeticide and infanticide, sexual abuse by close relatives, physical and emotional torture, early marriage etc. proves that home or family may not be the safest place for children.
- (c) Customary belief is that male child is less vulnerable than female child and they can take care of themselves. But more often than not they are the most exploited when it comes to child labour or physical abuse by elders.
- (d) Like adults, children also have specific rights. However, in practice, children are deprived of their rights every day.
- (e) Till now, many families believe that girls should get married as early as possible. However, the fact matter is that marriage before eighteen years of age can be physically and mentally detrimental for a girl child as the overall physical and mental development of girls do not happen by then. Moreover, as a result of early marriage, they are getting deprived of taking decision as an adult.

**Q-6: What are the schemes through which a Gram Panchayat can ensure child development and protection?**

**Ans:** Gram Panchayat can play pivotal role to ascertain the rights and overall development of children through convergence of different schemes and with the help of the line department workers under Gram Panchayat's jurisdiction.

Gram Panchayat can play crucial role in successful implementation of the following key programmes and ensure overall development and safety of children within its area:

- (a) Integrated Child Development Services
- (b) The Integrated Child Protection Scheme (ICPS)
- (c) Beti Bachao Beti Padhao
- (d) National Nutrition Mission
- (e) The Integrated Programme for Street Children
- (f) Janani Shishu Suraksha Karyakram

And many other

Gram Panchayats can actively involve with the line department workers and support them to deliver relevant services. VP can also monitor their performance and suggest corrective measures. VP should involve all line department workers in preparation and implementation of a holistic VPDP.

**Q-7: What can Gram Panchayat do to ensure protection of child rights?**

**Ans:** The Standing Committees on women & child development, education and public health must play a collective role for making the VP a child friendly one.

A VP may adopt the following approaches for ensuring child rights:

- (a) Intensive awareness campaigns against prevention of child labour, early marriage, child trafficking, sexual abuse of children etc.
- (b) Intensive discussion on child rights during Gram Sabha and ward level meetings.
- (c) Increase social awareness against social practices that are harmful for children.
- (d) Monitor and keep a watch on whether child rights have been violated in the VP area and take necessary measures.

**Q-8: What initiatives can Gram Panchayat undertake to increase people's awareness on child-rights?**

**Ans:**

- Initiatives for bringing children of 0-6 years in ICDS centre to ensure their pre-primary education, nutrition and immunisation.
- Ensure safe drinking water and sanitation for all households.
- Ensure that every children attends school.
- Undertake Special enrolment drive so that every child get opportunity to get admitted in school.
- Initiatives to create child-friendly environment in every school so that each child gets the essence of joyful learning.
- In collaboration with the local schools ensure quality education, especially for the socio-economically backward children.
- Take initiatives for providing special supports for children from backward sections.
- Coordinate with the schools for admission of the Physically Disabled Children and Children with Special Needs and bringing them in to the main stream of the society.
- Make alternative supplementary assistance for those children who are deprived of school education.
- Ensure that every pregnant mother and child get complete vaccination.
- Enhance awareness among people to eradicate malnutrition in children.
- Enhance awareness among people for institutional delivery.
- Enforce monitoring of the schools to check if health check- up of the students are being done regularly or not.
- Keep track of death and birth including child/infant death and still birth.
- Facilitate to registration of each death and birth within the Gram Panchayat area.
- Take necessary measures for discussion, campaign and training to enhance awareness among people against gender discrimination.
- Keep track of children in the VP area between the age of 0 to 5 years by analysing the statistics of their nutritional condition, vaccination, pre-primary education etc.
- Organise awareness generation camps on ongoing Government schemes for girl children, adolescent girls, pregnant women, physically disabled children, etc.
- Create an enabling environment and involve children to become vocal in ward meeting, neighbourhood meeting and in any deliberation.
- Organise Child-Gram Sabha/Ward Sabha/Bala Sabha to make them aware of the process and discuss issues relevant to them.
- Generate opportunities for leadership of the children so that they can learn to respond to the responsibilities with respect to their family, society and country.

**Q-9: Which committees at the VP level ensure child protection?**

**Ans:** The following Committees can play an essential role in ensuring child security at the Gram Panchayat level:

- (a) Child Protection Committee
- (b) School Management Committee
- (b) Mother-Teacher Association/ Parent-Teacher Association
- (c) Integrated Child Development Scheme (ICDS) Monitoring Committee
- (d) Health, Sanitation and Nutrition Committee

**Q-10: What Plan of Actions can Gram Panchayat take to promote child development?**

**Ans:** The Gram Panchayat must put top priority on child development and child protection issues. Gram Panchayat may take the following measures during preparation and implementation of Village development Plan to become child friendly Panchayats:

- Take initiative to build capacity of children, giving importance to their opinions children, involving them in the planning and overall development local
- development process.
- To activate and strengthen concerned Standing Committee and other relevant Committee.
- To identify the poor and vulnerable households and children of the VP area and bring them under the umbrella of ongoing Government schemes and programmes.
- Develop a strong network with line department officials working in the area on child development issues and converge all the initiatives for preparation and implementation of a holistic development plan for child development.
- Allocate sufficient resources for implementing activities related to overall development of children.
- Coordinate with the Self-Help Group members, grass-root level workers and Elected Representatives (ER) for formulating and implementing the integrated Village development plan and monitor progress on a regular basis.

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## Chapter-18

### Self-Help Group Based Development and Gram Panchayat-SHG Convergence for Community-Led Poverty Reduction

#### Q-1: Why Self Help Groups are needed?

**Ans:** Self Help Group is not a scheme; it is a movement by the community for their own development. It is a process for the community, of the community, and by the community towards holistic and sustainable development with special thrust on women empowerment.

SHGs need to be further federated at higher level (village, panchayat / cluster, block and so on). So that they can have their own sustainable institutions which will take care of their own development, negotiate with other agencies and institutions, create a safety net for the member households (HHs), and ensure access to services, rights and entitlements.

#### Q-2: When did the SHG initiative start?

**Ans:** Self Help Group movement started long ago by a few NGOs. Later on, NABARD and other institutions also mobilised poor households into SHGs. In 1980, government of India started directly targeting poor families for creation of assets and self-employment through Integrated Rural Development Programme (IRDP). It was learned that the poor can utilise resources in a much effective manner if they are united. A major reform took place in 1999, when IRDP was transformed into Swarnajayanti Gram Swarozgar Yojana (SGSY). Self-employment through organizing poor into Self Help Groups (SHGs) became the cornerstone of the new strategy. As poverty is multi-dimensional, the approach to reduce poverty also needs to be multi-pronged. There are enough evidences of the need for poor to be organized into SHGs, as a pre-requisite for poverty reduction.

#### Q-3 : Why was NRLM launched?

**Ans:** Several evaluation studies have shown that SGSY scheme has been relatively successful in alleviating rural poverty wherever systematic mobilization of the poor into SHGs and their capacity building and skill development have been taken up in a process-intensive manner. The impact has not been that significant where mobilization did not take place. A systematic review of SGSY brought into focus certain shortcomings like vast regional variations in mobilization of rural poor; insufficient capacity building of beneficiaries; insufficient investments for building community institutions; and weak linkages with banks leading to low credit mobilization and low repeat financing. Several states were not able to fully utilize the funds received under SGSY. Absence of federated institutions of the poor, such as the SHG federations, precluded the poor from accessing higher level support system for productivity enhancement, market linkage, risk management, etc.

Based on these learnings, SGSY was restructured into National Rural Livelihoods Mission (NRLM), being implemented in a mission mode across the country. National Rural Livelihoods Mission is not a scheme but a mission to mobilise the community to develop their own self-reliant and self-sustainable institutions and support the community institutions for development of their lives and livelihoods in a sustainable manner. Even the existing SHGs need further strengthening and greater financial support.

**Q-4: How is DAY-NRLM different from SGSY?**

**Ans:**

SGSY	NRLM
DRDA as main implementation agency with very limited role at the State level	<b>Dedicated professionally managed support</b> organization from the State to sub-block level to mobilize poor and nurture their institutions
Community institutional architecture comprised of <b>only SHGs</b>	While SHGs remain the basic unit, higher order structures like <b>SHG federations, producer organizations</b> are planned for last mile service delivery and market access
<b>Income generation</b> focus of SHGs	Scope to address <b>multiple dimensions of poverty</b> – assets, skills, incomes, consumption and risks (including food and health risks)
Economic activity focuses on investment in <b>common assets and activities</b>	Economic activity focuses on provision of support <b>services and aggregation for access to markets</b>
Market <b>linked jobs as special project</b>	Skill development and <b>jobs as a mainstream strategy</b>
Convergence with social security and safety nets left unsaid	Convergence with other poverty reduction programmes, social security schemes and safety nets particularly encouraged
Predefined unit cost parameters	Financing norms reflect entitlements. States are free to fix ceilings within the overall framework
<b>Subsidy linked bank credit</b>	Subsidy is a ‘ <b>resource in perpetuity</b> ’ and used as catalytic capital for leveraging bank finance.
<ul style="list-style-type: none"> <li>• Subsidy envisaged as viability gap funding or to enhance residual incomes for poor</li> <li>• limited doses of credit</li> </ul>	<ul style="list-style-type: none"> <li>• Engagement with banks all along the credit cycle with emphasis on repeat financing</li> <li>• Co-invest in developing new products and alternate service delivery mechanisms</li> </ul>
<b>Allocation based approach</b>	<b>Demand based approach</b> to achieve agreed outcomes in a ‘time bound manner’
Monitoring of <b>physical and financial targets</b>	Systematic <b>monitoring of outcomes</b> like <ul style="list-style-type: none"> <li>• mobilization of the poor</li> <li>• quality of institutions</li> <li>• leverage of bank finance</li> <li>• Improvements in productivity and turnovers</li> <li>• coverage of social security and safety nets</li> </ul>

**Q-5 : What is Self Help Group (SHG)?**

**Ans:** A Self Help Group (SHG) is an affinity-based, homogenous group of 10-20 members (up to 5 members in hilly terrain, desert and difficult areas) with certain common goals and functional discipline. As far as possible, the women members should belong to a similar socio-economic background. SHG members come together for the purpose of solving their common problems through

self-help and mutual help.

The **SHG** promotes small savings among its members and generally it is kept in the bank savings account opened in SHG's name. SHG has a common goal of improving lives and livelihoods of its members. SHGs may be promoted under several schemes or programmes by different organisations/agencies or by the members themselves for their own empowerment.

**Q-6 : Who can be the members of SHGs?**

**Ans:** 10-20 members living in the same areas can form one SHG. It is an informal group and does not require any registration. In hilly or forest areas even 5 members can form one SHG. The same is true for the specially abled people (PWD) also.

**1) Target group for SHG under DAY-NRLM**

All BPL households and households with one or more deprivation, as per SECC 2011 and all eligible households identified through identification of poor (PIP – Participatory Identification of Poor) process and validated by the Gram Sabha are the target groups under DAY-NRLM. The Mission aims to ensure universal social mobilisation through identification, sensitization and mobilization of all eligible households into SHGs, which will in turn address livelihood concerns of their members.

The Mission will facilitate mobilization of **at least one woman member** from each eligible rural poor household into SHGs.

**2) Priority households under DAY-NRLM**

Special efforts are to be made to identify and mobilize vulnerable and marginalized households (HHs), which include -

- i) Destitute
- ii) Particularly Vulnerable Tribal Groups (PVTG)
- iii) Nomadic Tribes
- iv) Woman-headed-households, Widows/Single women
- v) Survivors of human trafficking & sex work
- vi) Ex-manual scavengers
- vii) Ex-bonded labourers
- viii) Persons with Disability (PwD)
- ix) Elderly
- x) People living with HIV/AIDS
- xi) Chronically ill
- xii) Transgenders
- xiii) Migrant families and internally displaced persons
- xiv) SC/ST/Minorities
- xv) Households in traditional occupations
- xvi) Households located in extremist affected areas, hilly terrains, isolated and remote villages

Eventually, all eligible households are expected to be mobilized into functional SHGs.

**Q-7: Whether pre-existing SHGs or SHGs promoted by other organisations can come under the fold of DAY-NRLM?**

**Ans:** SHGs promoted under SGSY, other government programmes along with SHGs promoted by NGOs other than micro-finance institutions can come under DAY-NRLM umbrella, provided the SHGs are all women SHGs and they agree to follow the norms, mainly the *Panchasutra*. Special efforts will be given for revival of the dormant and defunct SHGs.

**Q-8: Who will mobilise the households for SHG formation?**

**Ans:** The primary focus under DAY-NRLM is to create a pool of local resource persons for ensuring universal social mobilisation. Initially external Community Resource Persons (CRPs) from other areas are used for mobilisation as well as creation of local resource pool (internal CRPs and active women) for undertaking inclusive mobilization with special thrust on inclusion of the vulnerable households.

**Q-9 : Is there any provision for formation of Special SHGs?**

**Ans:** The Mission requires to promote special/exclusive SHGs of vulnerable groups such as People with Disabilities (PWDs) or specially abled persons and the elderly persons with flexible norms that would facilitate their inclusion. Both adult men and women would be allowed to be members of such SHGs. In respect of PWDs, the guardians/ caregivers of the members would be permitted to represent in the SHG meetings and activities.

**Following are some key aspects related to functioning of SHGs:**

**1) Functioning of SHGs**

SHGs are the building blocks on which the entire edifice of community institutional architecture under NRLM is built. The quality of SHGs promoted determines to a large extent the outcomes of the Mission. SHGs should ensure regular conduct of meetings, member participation in all meetings and collective decision-making, inculcate the habit of thrift, regular savings and internal lending. Once the group attains a certain level of maturity, SHGs need to access funds and bank credit to meet their livelihood requirements and also to access rights, entitlements and services for the eligible households. Well-nurtured SHGs and their federations would emerge as institutions facilitating diversification of livelihoods and empowerment of women.

**2) Norms to be followed by SHGs**

As grassroots democratic organizations, the SHGs will be guided to follow certain democratic practices. The SHG should form a set of norms in its first meeting to be decided by consensus and followed by all members. In future, the SHG can modify its norms as and when required.

All SHGs should follow certain principles, referred to as *Panch-Sutras*, that constitute the essence of SHG functioning. They are as follows:

- i) conduct of regular meetings (preferably weekly) attended by all/most members;
  - ii) subscription of regular saving amount by members at agreed rates and frequency;
  - iii) regular inter-lending of common fund generated out of member savings and other grants and earnings for meeting credit requirements, mainly consumption needs and small livelihoods requirements of members at terms and conditions decided by consensus;
  - iv) regular repayment of internal loans by members at terms and conditions agreed upon; and
  - v) regular and transparent book-keeping of SHG accounts, by a trained member/ book keeper.
- Apart from Panch-Sutras, DAY-NRLM promotes another 5 principles for all SHGs for holistic development of their members – all these together are known as *Dasha-Sutras*.
- vi) Health, hygiene and sanitation
  - vii) Education

- viii) Active involvement in PRIs
- ix) Access to entitlements and schemes
- x) Sustainable livelihoods

### 3) Roles and Responsibilities of Office Bearers and General Members of SHGs

All members require to have common understanding on the roles and responsibilities of Office Bearers (OBs) and also general members within the SHG. Designation of OBs can vary across states. Specific roles and responsibilities of OBs are as follows:

- **President/First Leader** – She is the custodian of the group and provides overall guidance and ensures regular conduct of meetings and participation of members. She also represents the group in primary SHG federation or village organization.
- **Secretary/Second Leader** – Custodian of all records and books of accounts of SHG and its assets and responsible for organizing meetings regularly.
- **Treasurer/Third Leader** – Responsible for all financial matters including accounts and audit. In the absence of Treasurer, Secretary takes full charge of all the responsibilities of the Treasurer.
- **Bank Account Operation** – Any two of the elected OBs operate the SHG bank account with the approval of SHG as decided in the SHG meeting and written in its meeting register.
- **Other Responsibilities** – Each SHG is expected to identify a person to lead gender and social development agenda. Further OBs, with the support of bookkeeper are expected to prepare and submit a monthly progress report on SHG transactions. Such progress reports submitted to VO for review and grading.

### 4) Rotation of Leadership

As grassroots democratic organization, the SHGs are required to rotate the leadership amongst the members at frequent intervals in order to inculcate leadership qualities among all members and to promote shared responsibility. Duration of leadership will be decided by the respective SHG as part of its group norms. Generally in every 2 years leadership needs to be rotated among all members and preference should be given to the members from the vulnerable groups.

#### Q-10: What are the books to be maintained by any SHG?

**Ans:** Being transparent and democratic in their functioning, SHGs are required to keep accounts of all their transactions right from the beginning. This is essential to build mutual trust and give confidence to the members about the safety of funds contributed by them. *Standard Books of Records* to be maintained by all SHGs are as follows:

- i) meeting minutes book;
- ii) attendance and savings register;
- iii) cash book;
- iv) loan ledger;
- v) general ledger;
- vi) individual pass book for all members; and
- vii) monthly transaction cum information sheet (Monthly Progress Report)

SHGs generally identify one member amongst themselves for writing the Books of Records in the meeting and also updating it on regular basis. She is designated as SHG Book Keeper and being trained on writing books/ registers properly. It is a voluntary service and no fees are provided to Book Keeper. But in some areas where the members are unable to maintain their books of records, they generally hire a person (other SHG member or siblings of one SHG member) for writing all the registers in the SHG meeting itself. In that case, concerned SHG has to raise fund and give a small honorarium to that person.

**Q-11: What are the Financial supports provided by DAY-NRLM to SHGs?**

**Ans:** The norms of financial assistance to SHGs are as follows:

- **Revolving Fund (RF)** – One-time corpus fund to SHG with a minimum of Rs.10,000/- to a maximum of Rs.15,000/- per SHG. The fund is given to all SHGs under NRLM which were not provided RF earlier under any schemes / programmes. RF is a grant to SHG but it is a loan to its members mainly for meeting their consumption needs and small livelihoods needs. It also helps SHG to enhance their credibility before formal financial institutions for large lending. 3 months old SHGs are eligible for RF, provided they get ‘A’ or ‘B’ grade in the Grading. Parameters are mainly adherence to *Panch-Sutras* by the SHG;
- **Community Investment Fund (CIF)** – This core financial support is provided only to SHGs and their federations to enable members to undertake socio-economic activities as per micro-credit/ investment plans. The maximum amount admissible for Community Investment Fund is Rs.2.50 lakh per SHG. However, CIF support to SHGs is provided through VOs (village level federations) and CLFs (cluster level federations). In the absence of strong VO/CLF, CIF is also provided directly to SHGs who have completed 6 months and found fully observing the *Panch-Sutras*.
- **Interest Subvention (Category-I)** - Interest Subvention to all women SHGs availing bank loans up to Rs.3.00 lakh to maintain the interest rate at 7% per annum in select 250 districts with an additional subvention of 3% for timely repayment of loans reducing the effective interest rate to 4%. This is fully funded by the Government of India.
- **Interest Subvention (Category-II)** – In the remaining districts, subvention on interest rate above 7% per annum to all NRLM compliant women SHGs (i.e., consisting of at least 70% members from NRLM target group) to avail loans up to Rs.3.00 lakh from banks, subject to prompt repayment.

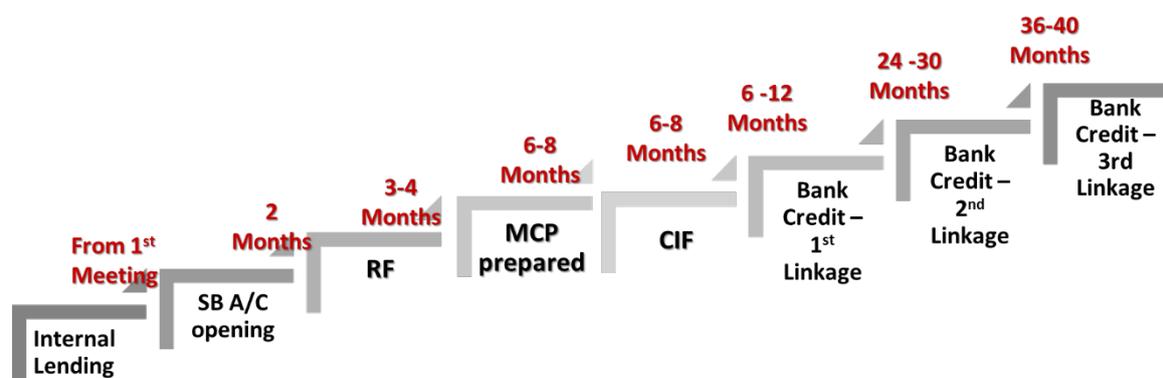
**Q-12 : What is the indicative timeline for SHG development ?**

**Ans:** SHG development is a long process. It requires continuous nurturing, financial and technical support. Age-wise growth of SHG is shown in the table below:

Sl. No.	Age of SHG (months)	Expected Activities	Expected Outputs
1.	3	Institution and practice of Panch-Sutras; orientation of members	SHG eligible for grading/ RF
2.	3 – 4	Grading of SHG	RF provided
3.	4 – 7	<ul style="list-style-type: none"> <li>• Preparation of MCP and its approval;</li> <li>• Orientation on VO;</li> <li>• Support for LH, SI-SD and Insurance activities</li> </ul>	<ul style="list-style-type: none"> <li>• SHG joins VO;</li> <li>• CIF disbursed;</li> <li>• 1st credit linkage;</li> <li>• Investment in livelihood activities;</li> <li>• Enrolment in insurance;</li> </ul>

Sl. No.	Age of SHG (months)	Expected Activities	Expected Outputs
4.	7 – 12	<ul style="list-style-type: none"> <li>Support for livelihoods &amp; social activities;</li> <li>Preparation of Vulnerability Reduction Plan (VRP)</li> </ul>	<ul style="list-style-type: none"> <li>Provision of VRF as part of CIF;</li> <li>Convergence with other programmes;</li> </ul>
5.	12 – 18	<ul style="list-style-type: none"> <li>Repeat MCP;</li> <li>Livelihood support services;</li> <li>Social development support services</li> </ul>	<ul style="list-style-type: none"> <li>Second bank linkage;</li> <li>Livelihoods diversification;</li> <li>Convergence</li> </ul>
6.	18 – 36	<ul style="list-style-type: none"> <li>Repeat MCP;</li> <li>Livelihood support services;</li> <li>Social development support services</li> </ul>	<ul style="list-style-type: none"> <li>Third bank linkage;</li> <li>Livelihoods diversification;</li> <li>Convergence</li> </ul>
7.	36 – 60	<ul style="list-style-type: none"> <li>Repeat MCP;</li> <li>Livelihood support services;</li> <li>Social development support services</li> </ul>	<ul style="list-style-type: none"> <li>Subsequent bank linkage;</li> <li>Livelihood strengthening;</li> <li>Convergence</li> </ul>

### Access to Financial Resources by SHGs - NRLM Capitalization Strategy



**Financial Inclusion under DAY-NRLM:** Main objective of financial inclusion is to make the poor as preferred clients of banks and enhance their credit worthiness. Other purposes are to ensure timely access to various financial services like *Savings, insurance, pensions, remittance, etc.* closer to doorstep, at affordable cost and with dignity. Various doses of SHG-Bank Credit Linkages as per RBI Circular are as follows:

- First dose: 6 times of the existing corpus or minimum of ₹1 lakh whichever is higher
- Second dose: 8 times of the existing corpus or minimum of ₹2 lakh, whichever is higher
- Third dose: Minimum of ₹3 lakhs, based on the MCP prepared by the SHGs and appraised by

the Federations/Support agency

- **Fourth dose onwards:** Minimum of ₹5 lakhs, based on the MCP prepared by the SHGs and appraised by the Federations/Support agency
- Each poor Household to access credit of at least Rs 1 lakh in multiple doses over 4-5 years through her SHG. No collateral and no margin will be charged up to ₹10.00 lakhs limit to the SHGs

**Q-13 : What is Village Organisation (VO) and what is the need of forming VOs?**

**Ans:** VO is the Primary Level Federation (PLF) of SHGs formed in villages /hamlets with a minimum number of 5 SHGs. State may have its own nomenclature of the Primary Level Federations (PLFs) at the village level, hence VO will be referred as PLF. Main purposes of VO formation are as follows-

- i) to create greater space and voice for SHG members in the village and outside
- ii) to ensure quicker dissemination of information
- iii) to enhance the bargaining power of the poor and serve as a platform for collective action
- iv) to enhance access of the poor to markets through aggregation and value chain development
- v) to facilitate convergence with local institutions including PRIs and help redeem their rights and entitlements
- vi) VO is also envisaged as a community based financial intermediary undertaking the responsibility of managing Community Investment Fund (CIF) – a fund in perpetuity.

In a few states, VO is not functioning as financial intermediary. However, they are involved in decision making and monitoring of member SHGs including tracking of CIF.

**Q-14: How many SHGs can form a Primary Level Federation (PLF)?**

**Ans:** Operational area of a Primary Level Federation (PLF) is a village or a revenue village or a GP or a group of hamlets, tolas, based on the number of member SHGs or potential number of SHGs. The size of the PLF shall be minimum of 5 and maximum of 20 SHGs. If more than 20 SHGs exist in a village, two or more PLFs may be formed or restructured based on the potential to form new SHGs. In case any village has less than five SHGs with hardly any possibility of new SHG formation, existing SHGs may join a PLF in the neighbourhood. However, such SHGs should belong to the area of operation of the PLF.

**Q-15: What are the major roles and responsibilities of PLF?**

**Ans:**

- mobilize all poor and Poorest of the Poor (POP) households (including SECC automatically included and households with at least one deprivation) into SHGs
- mentor, strengthen and assess performance of member SHGs
- develop vulnerability reduction plans (VRP) and support their implementation for addressing different types of vulnerabilities at the village level
- mobilise resources for addressing vulnerabilities and also manage Vulnerability Reduction Fund (VRF) – a dedicated fund for addressing vulnerabilities of SHG members as well as non-member HHs. VO is the custodian of VRF
- manage community investment fund including its rotation among members
- facilitate SHG-bank linkage
- facilitate member access to various insurance and social security schemes as well as entitlements
- manage community cadre in the village within the jurisdiction of VO
- facilitate/take up collective livelihood business, marketing initiatives and social and gender related activities

- facilitate member participation in *Gram sabha / Aam sabha* and articulate the issues of the poor
- preparation of Poverty Reduction Plan for village development, sharing the same in Gram Sabha meeting and negotiating for inclusion of their demands in Gram Panchayat Development Plan (GPDP)
- provide capacity building, grading, audit and other services to SHGs
- prepare SHG wise report and share the same with Cluster Level Federation (CLF) and perform as a bridge between SHG and CLF

**Q-16 : Who are the members of PLF?**

**Ans:** PLF has a two-tier structure – a) General Body and b) Executive Committee. All the members of member SHGs are General Body member of PLF / VO. In Executive Committee (EC) all member SHGs shall be represented by its presidents along with one or two representatives. To facilitate effective management and quick decision-making, the following membership is suggested.

Sl. No	No. of SHGs existing in PLF	No. of SHG Representatives in VO EC	Who should represent
1	Below 10 SHGs	3	President (1 <sup>st</sup> leader), Secretary (2 <sup>nd</sup> leader) and Treasurer or a member
2	11 SHGs to 15 SHGs	2	President (1 <sup>st</sup> leader) and Secretary (2 <sup>nd</sup> leader) or a member
3	More than 15 SHGs	1	President (1 <sup>st</sup> leader)

**Q-17 : What is Cluster Level Federation?**

**Ans:** The operational area of the Cluster Level Federation (CLF) shall be a cluster of 25 to 60 villages in a Block with a coverage of 3000 to 3500 Households. State may have a different nomenclature for the CLF and its jurisdiction also varies from GP to block or part of a block depending on the population density and administrative jurisdiction. Henceforth, CLF will be referred as Secondary Level Federation (SLF).

SLF can be formed with 5 or more active PLFs functioning effectively for at least 6 months. However, the size of the SLF shall be minimum of 5 PLFs and a maximum of 40 PLFs. All the PLFs shall be represented by their presidents along with either secretary or treasurer of the SLF level.

S. No	No. of PLFs existing in SLF	No. of Representatives	Who should represent
1	5 PLF to 20 PLFs	2	President and Secretary or Treasurer of PLF
2	More than 20 PLFs	1	President of PLF

**Q-18 : What is the objective of SLF formation and what are SLF's major roles?**

**Ans:** The overall objective of SLF is to address issues of poverty and development through creating platforms for interface, collective action and negotiation for the empowerment of the SHG members.

Major roles of SLF are to provide following support and services:

- nurture member PLFs through training, handholding and mentoring support
- training and capacity building support to member SHGs as per need
- act as a liaison, negotiator, lobbyist and forum for convergence
- act as both financial and social intermediary
- provide mutual learning forums for VOs and SHGs
- create social capital (Community Cadre, Community Resource Persons) for nurturing member SHGs and PLFs and utilise their services as per need
- create livelihood opportunities for member HHs through convergence and partnership
- create a platform to negotiate with partners and other stakeholders on larger issues.

**Q-19: What is the Role of Executive Committee (EC) of PLF and SLF?**

**Ans:** The General Body of PLF/SLF approves the Executive Committee (EC) to manage day to day affairs and run the organization with delegated powers. Normally, the size of the EC depends on the statute under which the federation is registered and its byelaws. The selection of the EC, term of office, rotation needs to be stipulated in the byelaws at the time of promoting PLF/SLF.

The Executive Committee is accountable to the General Body and presents its audited financial statements, audit report and annual report at the AGM for approval.

The EC further elects Office Bearers (OBs) to undertake various day to day functions of the federations. EC also promotes sub-committees to share the responsibility of management.

**Q-20: What is the role of Office Bearers (OB) of PLF and SLF?**

**Ans:** The PLF/SLF may have 5 Office Bearers (OBs) to undertake various executive functions and report to the Executive Committee. OBs are responsible for monitoring and effective functioning of the Federation. The Executive Committee would also support and guide OBs. The office bearers are: 1. President, 2. Secretary, 3. Treasurer, 4. Vice President, and 5. Joint Secretary.

It is important to note that the designation of the Office Bearers depends on the Act under which the federation is registered and the byelaws framed and approved by the General Body. At PLF level, there may be 3 officials (President, Secretary and Treasurer) instead of 5 at the initial stage when the number of member SHGs are also nominal. Any two OBs (President, Secretary and Treasurer) OBs out of 5 function as joint signatory in all financial transactions of the federation.

**Q-21 : What is the role of Functional Sub-Committees at PLF and SLF level?**

**Ans:** The Sub-Committee (SC) acts as bridge to raise, communicate to the community and back to Executive Committee, take lead in implementation, supervise, support and monitor matters of importance to their member and the village. The subcommittees are accountable to the EC. The EC selects minimum 3 members for each subcommittee among them. There can be five sub-committees that need to be part of the CLF/SLF. The number of sub- committees can be increased based on the need of the CLF/SLF.

Following 5 Sub-Committees may be formed at the PLF / SLF level –

- **Monitoring Sub-Committee** – mainly to ensure universal coverage of target HHs with special thrust on inclusion of vulnerable HHs, regular performance assessment and support for organisational development of SHGs and their federations, support for achieving financial sustainability, etc.
- **Asset Verification Sub-Committee** – verification of assets purchased through loan and support for optimum utilisation of assets, verify loan funds utilisation for the designated purpose; and monitor the performance of SHG members enterprises, etc.

- **Bank Linkage Sub-Committee** – to ensure timely access to various financial services like *Savings, insurance, pensions, remittance, etc.* closer to doorstep, at affordable cost and with dignity. To attend PLF meetings, CBRM meetings, BLBC meeting (mainly by SLF level SC), etc.
- **Social Action Sub-Committee** (Includes Rights and Entitlements) – raise awareness of different programmes, schemes and issues like FNHW (Food, Nutrition, Health and Water Sanitation), gender, education and other social issues; ensure fast access to information, rights and entitlements to eligible HHs; counselling of vulnerable HHs; develop relationship with PRI bodies and mobilise members for Gram Sabha meetings, etc.
- **Livelihood Promotion sub-committee** – collect information related to livelihoods promotion, share best practices, address issues related to livelihoods development

**Q-22: Who are the members of Sub-Committees?**

**Ans:** One EC member can be a member of only one sub-committee and only in exceptional circumstances and for specific role they can be nominated to a maximum of only two sub-committees. Office bearers should ideally not be part of any sub-committee – as they have the responsibility of supporting and monitoring the sub-committee.

Thematic best practitioners can also be nominated for a fixed period/term in each of the sub-committee who is a member of the PLF/SLF but not necessarily in the EC. In special circumstances, external thematic experts can also be invited for some of the meetings of the sub-committee for advice and guidance.

Each sub-committee will assign responsibilities for coordinating with the other members as well as reporting to the CLF/SLF as decided by the EC. The sub-committee is expected to have monthly meetings or as and when required but before the PLF/SLF EC meeting so that they can give the report to the PLF/SLF.

**Q-23: What are the services provided by Primary and Secondary level SHG Federations to the members?**

**Ans:** PLF / SLF can provide four kinds of services to their members

- Social – support for resolution of social issues including issues relating to gender, rights and entitlements;
- Financial - collection of savings from the SHGs to PLF/VOs and VOs to SLF/ CLF and make available loans;
- Technical - capacity building, audit, SHG gradation, rating and registration of federations; and
- Livelihood promotion and diversification including marketing services - focusing on both off farm and on farm enterprises to increase income with a strong emphasis on skill building as well as marketing of produce.

<p><b>Financial Services</b></p> <p><b><i>Savings</i></b></p> <ul style="list-style-type: none"> <li>• Collecting monthly savings from the SHGs and PLFs</li> <li>• Collecting fund for special purpose or seasonal savings</li> </ul> <p><b><i>Credit</i></b></p> <ul style="list-style-type: none"> <li>• Need-based loans to the SHGs through Micro Credit Plan</li> <li>• Support through VRF</li> <li>• Loans to VOs / SHGs from CIF or banks and other financial institutions</li> <li>• Facilitate interest subvention amount is received by all the SHGs</li> </ul> <p><b><i>Insurance and pension</i></b></p> <ul style="list-style-type: none"> <li>• Provide services of Life, and asset insurance including health risk fund and forwarding names of all eligible persons in village for pensions</li> </ul>	<p><b>Livelihood services</b></p> <ul style="list-style-type: none"> <li>• Identifying major livelihood options, skill, knowledge, marketing and infrastructure gap</li> <li>• Promoting producer groups / livelihood collectives</li> <li>• Establish and promote service centres at the federation level for training (for enhancement of awareness, knowledge and skills – farmer field school), equipment (custom hire centres) and also marketing SHG products/commodities</li> <li>• Combine demand for purchase as well as sale of products in bulk</li> <li>• Provide training to children of SHG members for enhancing their professional skills in micro enterprise and employability</li> <li>• Some of the examples include - kitchen gardens, composting, organic farming, agriculture technology and assistance</li> <li>• Livelihood guidance, training and assistance</li> </ul>
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<p><b>Technical services</b></p> <p><i>Capacity building of SHGs/VOs</i></p> <ul style="list-style-type: none"> <li>• Supervise the SHGs and VOs and assist the weaker SHGs/VOs in solving their problems</li> <li>• Organize trainings, exposure visits for building the capacities of the SHGs and SLF/ CLF</li> <li>• Managing training centres – which conduct a range of capacity building programmes and is also a livelihood for some of the members as well as additional source of income for the federation.</li> </ul> <p><i>Audit and Gradation of SHGs and PLFs</i></p> <ul style="list-style-type: none"> <li>• Conduct review and gradations of the SHGs and PLF</li> <li>• Conduct book keeping/accounting training of the members and leaders</li> <li>• Audit the records of the SHGs and PLFs</li> </ul> <p><i>Information hub for government programmes</i></p> <ul style="list-style-type: none"> <li>• Provide support for accessing benefits of different government schemes</li> <li>• Assist in documentation, negotiation, filing of online applications and sharing of documents online</li> </ul> <p><i>Ensuring statutory Compliances of the federation</i></p> <ul style="list-style-type: none"> <li>• Support for ensuring statutory compliances</li> <li>• Support for answering any queries raised by the members or legal, statutory authority through competent person within the federation</li> </ul>	<p><b>Social and development Services</b></p> <p><i>Coordination and gender sensitization</i></p> <ul style="list-style-type: none"> <li>• Establish and build capacities of SHGs to form bigger organizations</li> <li>• Conduct federation level programs on awareness building, trainings etc.</li> <li>• Provide training for legal literacy, health education and other rights of women</li> <li>• Identify local resource persons / organizations and utilize their services for awareness generations at community level</li> <li>• Provide training services and generate awareness on RCH issues, registering birth and deaths, sanitation and nutrition etc.</li> <li>• Participate in Gram Sabhas and other initiatives taken by Gram Panchayat</li> <li>• Take initiative for ensuring access to different Govt Schemes like Swachh Bharat Mission and MGNREGS.</li> <li>• Organising Health Camps, Construction of Individual Sanitary Lavatory (ISL), Nutrition centres for pregnant women and children.</li> </ul> <p><i>Forum and Sharing of experiences</i></p> <ul style="list-style-type: none"> <li>• Reaching out to the poorest sections and provide them with an opportunity to express their opinions</li> <li>• Undertake collective programs like – motivating for kitchen gardens, provide scholarship for bright students, tuitions etc.</li> <li>• Provide any other service demanded by the SHGs</li> </ul> <p><i>Rights, Entitlements and Social Justice</i></p> <ul style="list-style-type: none"> <li>• Provide legal counselling</li> <li>• Participatory assessment of rights and entitlements</li> <li>• Act as pressure groups for policy level changes</li> <li>• Coordinate with PRI and government machinery to ensure that SHG members get the benefits of various government schemes</li> <li>• Recommend names for government support under different schemes</li> </ul>
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**Q-24: How can SHGs and their federation benefit from PRIs?**

**Ans:** SHG and its federation (PLF / SLF) are community-based organisations (CBOs) formed by certain categories of citizens with a common goal and purpose decided by the members themselves. On the other hand, Panchayats are local government, formed as per the Constitutional mandate and responsible for holistic local development. Without support from local government, development of members' lives and livelihoods will not be possible by SHG federations. The partnership of working with Panchayati Raj Institutions, mainly Gram Panchayats would not only enable the SHG networks to understand the democratic functioning of GPs, but would help them to participate in their functioning and influence their decisions. It would help the SHGs to get direct benefit out of several programmes such as MGNREGA, PMAY, SBA, NSA, EFC grant and state schemes.

MoRD and MoPR issued guidelines for promoting partnership between gram panchayats and the SHG network promoted under NRLM.

**Q-25 : How can PRIs benefit from SHG network?**

**Ans:** The extent of participation of SHG networks in the functioning of Gram Panchayats and its impact would depend on the specific context of the state. While this partnership would be mutually beneficial, it needs to be systematically nurtured. A climate of mutual trust and respect needs to be promoted. It is a symbiotic relationship from which both PRIs and SHG federations will be benefited. Gram Panchayats (GPs) could benefit from the inclusive participation of the people which would enhance their legitimacy and status. The GPs could effectively utilize the SHG networks to strengthen *Gram Sabha*, besides improving the quality and outreach of their service delivery. Therefore, this partnership should nurture on the basis of clear recognition of the relative strengths of both GPs and SHG networks.

**Q-26: How can PRIs help SHG federations?**

**Ans:** States have been advised by Ministry of Panchayati Raj (MoPR), Government of India, to bring about geographical congruence between PLFs / SLFs and GPs. Further, GPs have been advised to provide office space for SHG Federations within the panchayat office and assigned Common Property Resources (CPRs) to SHGs. The SHG federations play key roles in preparation of GP level poverty reduction plan and GPDP. Specific responsibilities need to be assigned to SHGs in terms of identifying beneficiaries for poverty alleviation programmes. On the other hand, women PRI members should be encouraged to join SHGs and work as CRPs where possible. The services of SHGs should be used effectively for promoting health, sanitation and hygiene. The states have also been advised to ensure that members of SHGs be made members of the functional committees of the GP dealing with poverty reduction and women's issues.

**Q-27: What is Deendayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM)?**

**Ans:** The National Rural Livelihoods Mission (NRLM), is a centrally sponsored programme launched in June 2011, after restructuring Swarnajayanti Gram Swarozgar Yojana (SGSY). The Mission is implemented by the Rural Livelihoods (RL) Division of Ministry of Rural Development (MoRD), Government of India (GoI) with the support of the State Rural Livelihoods Missions (SRLMs). The Mission has since been renamed as 'Deendayal Antyodaya Yojana' (DAY-NRLM).

**Q-28 : What is the Aim of DAY-NRLM ?**

**Ans:** The Mission aims to “reduce poverty through promotion of diversified and gainful self-employment and skilled wage employment opportunities resulting in appreciable increase in incomes of the rural poor on sustainable basis”. The Mission seeks a strategy of promoting and strengthening community institutions which are in turn expected to mediate the livelihoods of the rural poor.

**Q-29: What is the target of DAY-NRLM?**

**Ans:** The DAY-NRLM seeks to reach out to all poor households in a phased manner and impact their livelihoods significantly by 2022-23. Primary target of the mission is to bring at least one woman from all poor HHs under the fold of SHGs and their federations.

More specifically, the mandate of DAY-NRLM is to impact 70 to 80 million poor rural households spread across more than 647 districts, 6,559 blocks, 2,38,000 Gram Panchayats and about 6,40,000 villages across 29 states and 5 Union Territories.

Given the target, the task of building sustainable institutions and the resources required, DAY-NRLM has adopted a phased but intensive implementation strategy covering select blocks in each year so as to cover all blocks by 2018-19 and all eligible households by 2024-25.

**Q-30: What are the major components of the Mission?**

**Ans:** The Mission seeks to achieve its objective through implementing four core components *viz.*, (a) social mobilization and promotion of sustainable community institutions of the rural poor (SHGs, VOs, CLFs *etc.*); (b) financial inclusion of the rural poor; (c) sustainable livelihoods; and (d) convergence and entitlements.

**Q-31: What is the implementation strategy of the Mission?**

**Ans:** To facilitate intensive implementation, State Rural Livelihoods Missions (SRLMs) have been established as special purpose vehicle. Under the State Nodal Department (State Rural Development Department), a Society has been registered for implementation of DAY-NRLM responsible for implementation of the Mission. Dedicated implementation support units have been set up at the state, district and block levels known as State Mission Management Unit (SMMU), District Mission Management Unit (DMMU) and Block Mission Management Unit (BMMU). Multi-disciplinary professional teams are engaged at each level to spearhead the Mission activities under different components. A National Rural Livelihoods Promotion Society (NRLPS) has been established under the MoRD to provide technical support to the SRLMs. The NRLPS has set up a National Mission Management Unit (NMMU), a multi-specialty team of experts to support the State Missions.

For further details please refer to the following materials in DAY-NRLM website

- i) Master Circular on NRLM
- ii) Circulars on Bank Credit Linkages issued by RBI
- iii) Standard Operational Procedure (SOP) for VO and CLF
- iv) Guidelines on Partnership Between Gram Panchayats and SHG Networks of NRLM
- v) GPDP Guideline.

## Chapter-19

### Implementation of MGNREGS and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### **Q-1: What is Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)?**

**Ans:** The Mahatma Gandhi National Rural Employment Guarantee Act was notified on 7<sup>th</sup> September 2005 to provide at least 100 days guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. It is a demand driven scheme primarily focusing on providing guaranteed wage employment.

#### **Q-2: What are the goals of Mahatma Gandhi National Rural Employment Guarantee Act?**

**Ans:** The goals of Mahatma Gandhi National Rural Employment Guarantee Act are:

- Social protection for the most vulnerable population through wage employment opportunities.
- Livelihood security for the poor through creation of durable assets, improved water security, soil conservation, and higher land productivity.
- Draught proofing and flood management.
- Empowerment of the socially disadvantaged, especially women, SC/ST etc.
- Strengthening decentralized participatory planning of various anti-poverty and livelihoods initiatives.
- Deepening democracy at the grass-root level by strengthening the Panchayati raj Institutions.
- Effecting greater transparency and accountability in governance

#### **Q-3: What is the procedural system of the scheme?**

**Ans:** This programme can be divided into five main phases-

- Receiving of application for work and issue of dated receipt for the application by the Gram Panchayat
- Registration of the household seeking employment, by the Gram Panchayat
- Providing job card to the registered households by the Gram Panchayat.
- Implementing agency to allocate work and inform the households who applied for work.
- Disbursement of wages on a weekly basis or not later than a fortnight after the date on which the work was done.
- The work should be arranged within 5 kms of residence.

#### **Q-4: Who are the district level officials in implementation of the Programme?**

**Ans:** The Block Development Officer or BDO is the Programme Officer and the District Magistrate is the District Programme Coordinator under MGNREGA.

#### **Q-5: Who are entitled to get work under the scheme?**

**Ans:** Any person of 18 years and above residing in rural area having job card can apply for work.

#### **Q-6: Can the households above poverty line get work under this scheme?**

**Ans:** Getting work under this scheme does not depend on poverty. Any able person above 18 years whose name is included in the household job card is eligible to get work. All the household members taken together can get at least 100 days of work in a financial year.

#### **Q-7: Can specially abled persons get work under MGNREGA?**

**Ans:** A differently abled person can get work if she/he has a job card and able to work. In this case attempts should be made to provide as light work as possible.

**Q-8: Is there any bar in getting wage employment for those who are recipient of any allowance or pension?**

**Ans:** There is no bar in getting work under the scheme for those who receive any allowance or pension, provided they have a job card.

**Q-9: Can any peoples' representative including the Chairperson of the Gram Panchayat get work under this scheme?**

**Ans:** If a peoples' representative or Chairperson of a Gram Panchayat possesses a job card then there is no bar for the person to get work under the scheme.

**Q-10: Within how many days of enlistment of name under this scheme will a Gram Panchayat provide job card to the registered households?**

**Ans:** The Gram Panchayat shall provide job card to every registered household within fifteen days of enlistment.

**Q-11: Can a household have more than one job card?**

**Ans:** No, there will be only one job card per household.

**Q-12: Under whose custody will the job card be kept?**

**Ans:** It is necessary to keep the job card always under the custody of the beneficiary. It should never be retained by the Gram Panchayat, Supervisor or any other person.

**Q-13: Under whose custody will the job card be kept if the members of a family are engaged in different works at the same time?**

**Ans:** When the members of a household are engaged in different works at the same time, the original job card will be kept under the custody of any one of them and others will keep photocopies.

**Q-14: How long will a job card remain valid?**

**Ans:** A job card will remain valid for five years from its date of issue or until a new job card is issued.

**Q-15: What is to be done if a job card is destroyed or lost?**

**Ans:** If the job card is destroyed or lost, an application for a duplicate job card may be made and the Gram Panchayat should issue a duplicate job card after proper verification.

**Q-16: Is it necessary to have photographs on the job card?**

**Ans:** Yes, job cards must contain photographs. It is mandatory that the job-card contains the photograph of all persons mentioned in it as workers.

**Q-17: What are the different kinds of forms to be used and maintained at different levels for different purposes?**

**Ans:** There are many kinds of forms and registers used and maintained at different levels for implementation of the schemes under MGNREGS. Some of the import forms and registers used and maintained at the Gram Panchayat level under MGNREGS are:

- Application for Registration under MGNREGS
- Application form for Work
- Application for Work Register
- Format for Job Card
- Job Card Register
- Labour Budget
- Works Register
- Dated Receipt for Work Application

- Work Allotment Form
- Muster Roll
- Muster Roll Issue Register
- Muster Roll Receipt Register
- Employment Register
- Material Procurement Register
- Measurement Book
- Asset Register
- Utilisation Certificate

**Q-18: Is it compulsory to apply for seeking work under this scheme?**

**Ans:** Yes, it is compulsory to apply for seeking work under this scheme.

**Q-19: Where can an intending person apply for work?**

**Ans:** One should apply to the Gram Panchayat in prescribed form for seeking work under MGN-REGS.

**Q-20: Can more than one applicant submit joint application for allocation of work?**

**Ans:** Yes, more than one applicant can apply jointly for allocation of work. In case of a collective application. The joint application should be submitted and a receipt should be obtained for such application.

**Q-21: Can different members of the same household apply separately for allocation of work?**

**Ans:** Yes, different members of the same household can submit separate applications for allocation of work.

**Q-22: Is there any last date for application seeking work?**

**Ans:** No. Application for work can be submitted any time during the year.

**Q-23: How many days of continuous work can one apply for?**

**Ans:** Generally 14 days (not exceeding in 6 days per week) work can be applied for.

**Q-24: If any person is absent from work, can she/he apply for further work again?**

**Ans –** Yes, if person is absent from any work then he/she may apply again for allocation of work. But if the person is absent from work allocated to him on the date fixed for such work, he/she will not be eligible to get unemployment allowance for the following three months.

**Q-25: Within how many days of application work must be allocated?**

**Ans:** Work must be allocated within 15 days of application for work.

**Q-26: Who will allocate work?**

**Ans:** Gram Panchayat or Programme Officer, to whom the application has been made.

**Q-27: How far from the applicant's home should work be allocated?**

**Ans:** Attempts should be made to provide work to the applicant within 5 kms from the village where the applicant resides. If it is not possible to provide work to the applicant within the said distance, then work may be provided within the Block area and the applicant should be provided 10% of the daily wages as additional wages in lieu of travelling expenses for moving beyond 5 kms.

**Q-28: Can more than 1 member of the same household simultaneously be provided with work?**

**Ans:** Yes, more than 1 member of the same household can simultaneously be provided work but the sum total of work done by the household may not exceed 100 days.

**Q-29: If there are 4 adult members in the same family will they together get 400 days' work?**

**Ans:** No, the calculation should be household based. 100 days of guaranteed work will be given to one household (inclusive of all members).

**Q-30: If a household member does not join work despite allocation of work, should the number of days of such work allocated to her/him be deducted while calculating 100 days?**

**Ans:** No, if anybody does not/cannot join work even after allocation of the said work in his favour, the said number of days allocated to the person cannot be deducted from 100 days. If the person applies again, work should be allocated in his favour and the household will be entitled to get at least 100 days of work.

**Q-31: Can the job cards of the families never joining work despite allocation be cancelled?**

**Ans:** No, job cards cannot be cancelled.

**Q-32: If a disabled or aged person applies for work, what sort of work may be allocated to them?**

**Ans:** Disabled or aged persons can perform the following types of work: (i) drinking water arrangement; (ii) looking after the children brought to the workplace; (iii) planting trees; (iv) sprinkling of water after new work; (v) land levelling; (vi) filling baskets with soil; (vii) carrying lightweight materials; and (viii) pouring water etc. Besides, they may be entrusted with any other light work according to their capability.

**Q-33: Can earth be excavated with machines in this scheme?**

**Ans:** No. Machines can never be used replacing the work of unskilled labourer. If it is not at all possible to do any work without machines, permission of the District Programme Coordinator i.e. the District Magistrate should be obtained before doing such work. In that case, such expenditure shall be met from the 40% of the funds available as material cost.

**Q-34: Is it mandatory to maintain any specific ratio between the wage cost and material cost while implementing the schemes under MGNREGA?**

**Ans:** Yes, the ratio of wage costs to the material costs should be no less than the minimum norm of 60:40 and this should be maintained by all the implementing agencies.

**Q-35: How many unskilled labourers are necessary to start a new work?**

**Ans:** At least 10 unskilled labourers are necessary to start a new work.

**Q-36 : Can skilled or semi-skilled labourers be engaged in this scheme?**

**Ans:** Yes, skilled or semi-skilled workers may be engaged in the scheme. However, the cost of materials and wages of skilled and semi-skilled labour taken together should not exceed 40% of the cost of the scheme.

**Q-37: Is it necessary to have job cards in order to get work in this scheme as skilled or semi-skilled workers?**

**Ans:** No, job card is not necessary for the skilled and semi-skilled workers to get work under this scheme.

**Q-38: What are the wages of unskilled, semi-skilled and skilled workers in this scheme?**

**Ans:** The wages for different types of workers with effect from 1<sup>st</sup> April 2018 are as under:

- wages of unskilled workers - Rs 191/- daily
- wages of semi-skilled workers – Rs 286.50/- daily
- wages of skilled workers – Rs 382/- daily

It may be kept in mind that rate of wages are revised from time to time.

**Q-39: What is the procedure for payment of wages?**

**Ans:** The unskilled workers who work under this scheme will have to open accounts in their own name at a bank or post office and the Gram Panchayat will pay their wages only through the said account.

**Q-40: Who will provide money for opening these accounts?**

**Ans:** No money is required for opening of accounts at the Bank or Post office.

**Q-41: Should the matter of payment of wages be recorded in the job card ?**

**Ans:** The details of payment of wages should be recorded in the job card.

**Q-42: If there are several members in the same family, should they open separate bank accounts?**

**Ans:** All family members having their names in the same job card should preferably open separate bank accounts.

**Q-43: Can workers be paid at an average rate?**

**Ans:** No. Payment of wages at an average rate without measuring the work done is illegal. This is because according to law every worker shall be paid wages proportionate to the work done by them which cannot be done unless the work is measured.

**Q-44: If the quantum of work done by an unskilled worker on any day, exceeds the specified quantum, can s/he be paid higher wages than fixed by the scheme?**

**Ans:** No, according to the existing orders of the Central Government the highest wages to be paid shall not exceed the fixed rate (Rs. 191/- in the instant case).

**Q-45: Within how many days of executing a work should the wages be paid?**

**Ans:** Wages should be paid on a weekly basis, but it shall in no case exceed 14 days

**Q-46: Where will the payment of wages be recorded?**

**Ans:** The Payment of wages should be recorded in the Muster roll, main job card and the Registration and Work Allocation Register.

**Q-47: Two words are frequently used in earth excavation --- Lead and Lift. What do these words mean?**

**Ans:** Lead means the distance between the point where the earth is excavated and the point where it should be carried after excavation. Lift means the distance by which the excavated earth is to be carried vertically. The more the Lead and Lift the less will be the quantum of the work (i.e., the quantum of work will be proportionately less).

**Q-48: Who will issue Muster Rolls for this scheme?**

**Ans:** The e-Muster Roll for this scheme will be raised by the Programme Officer.

**Q-49: Who will measure the work?**

**Ans:** The Supervisor appointed for each work will measure the amount of work done every day. The Junior Engineer or the technical person engaged for this purpose will visit the place of work at an interval of seven days and verify the measurement taken by the Supervisor.

**Q-50: Who will supply measurement books to a Gram Panchayat?**

**Ans:** Measurement book will be supplied to the Gram Panchayat by the Programme Officer.

**Q-51: What will happen if it is not possible to provide work?**

**Ans:** Generally, if it is not possible to provide work within 15-days of the date of application seeking employment, the person will be entitled to apply for daily unemployment allowance.

**Q-52: How is unemployment allowance provided?**

**Ans:** It is the duty of the Programme Officer to provide Unemployment Allowance. Application for unemployment allowance should be made directly to the Programme Officer at the Block Level. The application may also be made to the Programme Officer through the Gram Panchayat. In that case, the Gram Panchayat shall forward the application to the Programme Officer with its comments.

**Q-53: What is the rate of payment of unemployment allowance?**

**Ans:** The rate of unemployment allowance will be not less than one fourth of the daily wage rate for the first 30 days and not less than half of the daily wage rate for the remaining period until work can be provided.

**Q-54: What amenities are required to be made available at the work site?**

**Ans:** The amenities that the workers are entitled to get at the place of work are:

1. Arrangement for safe Drinking Water.
2. Shady place for rest.
3. Arrangement for first-aid in case of injury, or other physical difficulties.
4. If there are five or more children aged below 6-years with the women, arrangement of crèche should be made for them and one worker should be deputed to look after the children.

**Q-55: What arrangements should be made in case of injury or death of a person during work?**

**Ans:** In case of illness or injury to any worker while working, the State Government will take responsibility of the worker's treatment. In such case, the Programme Officer will make all the arrangements. During the period of hospitalization, the injured worker will get the entire cost of treatment along with 50% of the daily wage.

If a worker suffers accidental death or loses a limb, the disabled person or the legal successor of the dead person shall be given a onetime grant of Rs. 25,000/- (Rupees Twenty Five Thousand) or the amount specified by the Government of India from time to time.

**Q-56: What is labour budget?**

**Ans:** Labour Budget means assessment of quantum and timing of work and preparation of a shelf of projects to meet the demand for works as prescribed in the Act. Therefore, Labour Budget includes quantum of demand for work, project timeline for demand of work and a plan outlining the quantum and schedule of work to be provided to those who demand the work. Labour Budget of the following year is prepared in the month of December.

Following procedures need to be adopted for preparation of labour budget:

- It is necessary to analyse the data on existing job cards in the Gram Panchayat and the number of households that applied for work during the last year.
- Identification of the vulnerable families (Women headed families, Scheduled Caste and Scheduled Tribe families, head of family aged more than 65-years, PMAY-G beneficiaries, etc.) in every ward and the type of work necessary for them at different times of the year.
- On the basis of the above, it will be possible to get an idea of the number of person days of work is necessary throughout the year in different seasons. The work that is found necessary should be placed at the Gram Sabha/Ward Sabha for approval.

**Q-57: What sort of work can be undertaken under MGNREGS?**

**Ans:** The types of work that can be undertaken under the scheme are given below:

- a) Water conservation and water harvesting including contour bunds, earthen dams, contour trenches etc.
- b) Drought proofing including afforestation and tree plantation.
- c) Irrigation canals, micro and minor irrigation.
- d) Provision of irrigation, dug out farm pond, horticulture, plantation farm bunding and land development on land owned by the households belonging to the Scheduled Castes and Scheduled Tribes, households living below poverty line, beneficiaries of PMAY-G, small and marginal farmers etc.
- e) Renovation of traditional water bodies
- f) Land development.
- g) Flood Control and protection works, including drainage in water logged areas, deepening and repairing of flood channels etc.
- h) Rural connectivity for providing all weather access etc.
- i) Agriculture related works, NADEP composting, vermicomposting
- j) Fishery related works such as fisheries in seasonal water bodies in public land
- k) Livestock related works such as poultry shelter, goat shelter, construction of pucca floor, urine tank, cattle shed, etc.
- l) Rural sanitation related works such as individual household latrine, school toilet units, Anganwadi toilets, solid and liquid waste management etc
- m) Construction of Anganwadi Centres
- n) Construction of Play fields etc.

**Q-58: What sort of workers are given priority in this scheme?**

**Ans:** Priority should be given to the following works:

- Excavation of irrigation tanks on individual land
- Construction of infrastructure for NADEP composting
- Construction of household latrines
- Construction of Anganwadi Centres
- Planting of trees
- Execution of schemes in convergence with other departments and programmes.

**Q-59: How can a scheme under MGNREGS be executed in convergence with schemes of other departments or other programmes/schemes?**

**Ans:** Creation of durable assets and securing livelihood of rural households can be facilitated through convergence of MGNREGA works with resources of other programmes/schemes available with other departments. In these cases of convergence, there will be two distinct parts of the project. For example, the earth work for a rural road may be taken up under MGNREGA and funds for laying bitumen layer can be sourced from other schemes. Likewise convergence of MGNREGA works with other programmes/schemes may be done with the departments like Agriculture, Irrigation and Waterways, Fisheries, Animal Resources Development, Education and with other programmes like Swachh Bharat Mission, National Rural Livelihoods Mission, Central and State Finance Commission, Own Fund of the Gram Panchayat etc.

**Q-60: How many nurseries can be created under the scheme?**

**Ans:** Nurseries can be created in every Ward through Self Help Groups for the works of plantation of trees. If it is not possible to create nursery in the own land of Gram Panchayat, the nursery can be created in the land of Self Help Groups or lease hold land.

**Q-61: Can any scheme be taken up on a private land?**

**Ans:** Provision of irrigation, dug out farm pond, horticulture, plantation farm bunding and land development on land owned by households belonging to the Scheduled Castes and Scheduled Tribes, families living below poverty line, beneficiaries of PMAY-G, small and marginal farmers can be done.

**Q-62: Is there a provision for engagement of additional technical manpower in case of additional workload?**

**Ans:** The Gram Panchayats having no Junior Assistant to perform the technical works, or if it is not possible to manage the workload through one Junior Assistant, one technical person with necessary technical knowledge can engaged on contract basis with specific terms and conditions. The person will be known as skilled Technical Person and will get the wages at the rate of a skilled worker.

**Q-63: Who are Gram Rojgar Sevaks?**

**Ans:** Gram Panchayats having created at least 5000 person days in the preceding or current financial year can engage one Gram Rojgar Sevak. If a Gram Panchayat can create more than 40000 person days in the preceding or current financial year then it may engage an additional Gram Rojgar Sevak.

**Q-64: What are the duties of Gram Rojgar Sevaks?**

**Ans.:** Gram Rojgar Sevaks are to perform the following duties:

- To take measurement of the works specially the earthworks.
- To assist the Junior Engineer, if required.
- To supervise the works as may be required
- To assist the Gram Panchayat in implementation of the scheme

**Q-65: Can Self Help Groups be involved in implementation of MGNREGS?**

**Ans:** Yes, the Self Help Groups can be engaged as supervisor under MGNREGS. However, experienced SHGs, preferably Grade-I passed groups may be engaged as supervisor after imparting necessary training.

**Q-66: What is the role of supervisors?**

**Ans:** Role of the supervisors is as follows:

- To identify the persons who are in need of work and to assist to fill up Form for application for work.
- To collect all the records/documents like Work order, vetted estimate, copy of resolution, muster roll etc. from the Gram Panchayat.
- To be duly informed about the works to be executed from the Junior Engineer/ Technical Assistant etc. in details from day 1.
- To record attendance of the workers immediately before initiation of the work.
- To explain the workers about the details of the work to be done and the wages to be paid.
- To set up Citizen Information Board with MGNREGA logo at the work site containing essential information like details of work, estimates, and person days to be generated, rate at which wages to be paid etc.
- To measure the work and record it in the note book

- To prepare muster roll after final measurement by the Junior Engineer or any other technical officer on every seventh day.
- To prepare wage list for payment of wages and fill up the job card.
- To report on the commencement of work and number of workers engaged every day.

**Q-67: What is the rate of daily wages of a supervisor?**

**Ans:** A supervisor is entitled to semi-skilled labourer's rate i.e. Rs 286.50 per day.

**Q-68: What steps should a Gram Panchayat take for maintenance of transparency in implementation of MGNREGS?**

**Ans.:** A Gram Panchayat can take the following steps:

- All information relating to the schemes being implemented should be displayed through the Citizens Information Board at the work site in local language and also on the office notice board.
- Detailed information should also be displayed at public places.
- Educational institutions like high school and above may be provided with relevant information.
- To arrange for social audit on regular basis through the Gram Sabha.
- If a person wants information on any scheme as per the provision of RTI Act or MGNREGA, such information should be provided as per the RTI Act.
- Important rights as per the Mahatma Gandhi National Employment Guarantee Act, should be made public through wall painting on the walls of the Gram Panchayat and other offices.
- Proactive disclosures may also be made to youth clubs SHGs and Civil Society Organizations.
- Rural Libraries and reading rooms may be provided with relevant information.
- Measurement Book should be read out during measurement of works at the work site.
- Report on the schemes should be placed at the meetings of the Gram Sansad and Gram Sabha.

**Q-69: What is the role of the elected members of a Gram Panchayat in implementation of MGNREGS?**

**Ans.:** The most important institution under the Mahatma Gandhi National Rural Employment Generation Act, is the Gram Panchayat. Therefore, the members of the Gram Panchayat can play a key role in implementation of this programme. Some of such the activities may be as under:

- Mobilize and make people (especially poor and vulnerable) aware of the provision of MGNREGA and encourage them to register for job card and demand work.
- To ensure arrangement for job card to those who are above 18 years of age, willing to work and do not have any job card.
- To ensure verification of existing job cards so that incomplete job cards may be completed after verification. Specially, in case of non-existence of name and photograph of all the adult members of a family, arrangement for inclusion the omitted names and affixing their photograph may be done by the Gram Panchayat keeping in mind that photographs to be taken free of cost.
- To facilitate opening of accounts in bank or post office for the families having job cards.
- To keep contact with the families having job card and make them aware of their right to have work of minimum 100 days in a year.
- Assess the required number of person days to be created in the area if number of families having demand for work in a year is known.
- Facilitate identification of works to be done in the land owned by the poor households.
- To arrange for placing the shelf of schemes required and possible for execution in the area after preparation of the list in consultation with all concerned. Gram Sansad will approve the schemes along with order of priority. Thereafter the said list should be submitted to the Gram Panchayat.

- Mobilization and engagement of as many women workers as possible.
- The elected member may look after the matter of attendance of the workers, and measurement of the work. It is better to remain present at the time of taking measurement as far as possible.
- There is arrangement for social audit for looking after all aspects of the programme as per provision of the MGNREGA. The member should extend necessary support to the social audit team so as to ensure quality work as well as providing the benefits to the workers as per the guidelines of the programme.

There may be many other matters, which need to be taken care of by the member and accordingly the member can come forward for effective and successful implementation of the schemes under the MGNREGA.

### **Q-70: What are the roles of Gram Panchayat in implementation of MGNREGS?**

**Ans:** Following are the roles Gram Panchayat (GP) is responsible for the following activities under MGNREGA:\*

- i. Receiving applications for registration
- ii. Verifying registration applications
- iii. Registering households
- iv. Issuing Job Cards(JCs)
- v. Receiving applications for work
- vi. Issuing dated receipts for these applications for work
- vii. Allotting work within fifteen days of submitting the application or from the date when work is sought in the case of an advance application, whichever is later
- viii. Conducting periodical surveys to assess demand for work
- ix. Identification and planning of works, developing shelf of projects including determination of the order of their priority. Forward the list of works to Programme Officer for scrutiny and preliminary approval
- x. Executing works that shall meet the required technical standards and measurements
- xi. Maintaining records as specified in the MGNREGA Guidelines
- xii. Maintaining accounts and providing utilisation certificates in formats prescribed by Central/ State Government.
- xiii. Prepare annual report containing the facts and figures and achievements relating to the implementation of the Scheme copy of the same to be made available to the public on demand and on payment of such fee as may be specified in the Scheme
- xiv. Awareness generation and social mobilisation.
- xv. Convening the GS for planning and social audit
- xvi. Make available all relevant documents including the Muster Rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the GS for the purpose of conducting the social audit
- xvii. Monitoring implementation at the village level
- xviii. Pro-actively disclosing details of works both completed and on-going (including wages paid and material component) at worksites and names of persons (with JC numbers) who have worked, days worked for and wages paid, quantity and price of materials purchased for each project along with name of agency supplying the material at GP offices and other prominent public places
- xix. Providing all information specified in Audit of Schemes Rules to the Social Audit Unit.
- xx. Organise Rozgar Diwas at every ward and Gram Panchayat level at least once a month.

(\* Source: Frequently Asked Questions on MGNREGA Operational Guidelines 2013: MoRD and NIRDE&PR; July 2014)

## Chapter – 20

### Housing for All and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

**Q-1: Is there any scheme for providing Government support to the economically weaker sections of the society for building their houses?**

**Ans:** Yes. The Central Government has taken initiative for providing support to the economically weaker sections of the society for construction of their houses. *Housing for All* is the commitment of the Government of India with an objective that by 2022 when the nation completes 75 years of independence, every houseless and households living in dilapidated houses to have a pucca house.

There are two specific schemes for the said purpose.

- Pradhan Mantri Awas Yojana-Gramin (PMAY-G)
- Rural Housing Interest Subsidy Scheme (RHSS).

**Q-2: What is Pradhan Mantri Awas Yojana - Gramin (PMAY-G)?**

**Ans:** Pradhan Mantri Awas Yojana- Gramin (PMAY-G) is a programme for providing a pucca house with basic amenities, to all houseless and those households living in kutcha and dilapidated house by the year 2022.

**Q-3: Who are eligible for being selected as beneficiaries under PMAY-G?**

**Ans:** All the households having no house or living in a kutcha or dilapidated house are eligible for PMAY-G. Priority is given to the households belonging to SC, ST and Minority Community.

**Q-4: What is the procedure for selection of beneficiaries for PMAY-G?**

**Ans:** The following procedure should be followed for selection of beneficiaries:

- Beneficiaries to be selected using housing deprivation parameters in the Socio- Economic Caste Census (SECC), 2011 which is to be verified by the Gram Sabha. Using the SECC data, households living in 0, 1 and 2 kutcha wall and kutcha roof houses can be segregated and targeted. Thus Permanent Wait List should be generated. Separate priority lists satisfying the principle of prioritisation will be generated for SC, ST, Others, Minorities for each Ward. Thereafter, verification of selected beneficiaries to be done by the Gram Sabha, and
- The State should prepare ready list of households to be covered in the coming years.

**Q-5: What is the amount of financial assistance per unit under PMAY-G?**

**Ans:** The financial assistance per unit is Rs. 1.20 lakh in plains and Rs. 1.30 lakh in hilly States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand), difficult areas and the districts covered under Integrated Action Plan(IAP).

**Q-6: Is any other support available for construction of houses under PMAY-G?**

**Ans:** Yes. The following supports are available to the beneficiaries as convergence with other schemes:

- The beneficiary is entitled to 90/95 person-days on unskilled labour from MGNREGS
- Assistance for construction of toilet can be given from Swachh Bharat Abhiyan/MGNREGS or any other source of funding.
- Support for piped water supply, electricity, gas connection etc. may also be given under suitable schemes.

**Q-7: What is the ratio of allocation of fund between the Central Government and the State Government?**

**Ans:** The cost of unit assistance between the Central and the State Governments is 60:40 in plains and 90:10 in the North Eastern and Himalayan States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand)

**Q-8: Can a beneficiary get the financial assistance at a time or in several instalments?**

**Ans:** The entire amount of the sanctioned amount will be given to the beneficiary in two or three instalments but not at a time. As per the guidelines, fund is directly transferred from the state level to the bank account/post office account of the beneficiary electronically.

**Q-9: How is fixation of priority for selection of beneficiary done?**

**Ans:** Fixation of priority is done as per the following procedure:

- 60% target is earmarked for the SC/ST at the National level
- 60% target is earmarked for SC/ST at the State level subject to availability of beneficiaries as per Census, 2011, to be verified by Gram Sabha. Within the earmarked target, the rural population proportion of SC/ST to be decided by the State from time to time. States are allowed to interchange between SC/ST if no eligible beneficiaries are available from either category.
- 15% of the target should be earmarked for Minorities at the National level. Allocation of State target for Minorities will be on the basis of proportionate rural population of Minority as per Census, 2011 data.
- According to the principle of priority, separate priority lists for the SC, ST, Minority community and other should be made
- At the time of selection of beneficiaries, priority should be given to SC/ST, Minority community and persons belonging to other communities. Families living in one room house shall get preference over the families living in more than one room houses.

**Q-10: How would verification of priority be done in the meeting of Ward Sabha /Gram Sabha?**

**Ans:** Verification of priority in the meeting of Ward Sabha/Gram Sabha would be done in the following manner:-

- For verification, the priority list should have to be hung up for at least 7 days in the prominent places of the Gram Panchayat area.
- After hanging up the list for 7 days in the Gram Panchayat area, 15 days' time will be available for lodging any complaint.
- The list, to be approved in the meeting of the Gram Sansad and Gram Sabha and thereafter to be uploaded in the Awaassoft.
- If it is reported that any name has been wrongfully excluded, or change of ranking has been done without following due procedure, the matter should be referred to the Block Development Officer. Thereafter it will be referred to the prescribed authority who will decide the matter and their decision is final.
- The Permanent Wait List will have to be published for public information. This list will have to be displayed in the office notice board and arrangement for wide publicity should be made.

**Q-11: What type of pucca houses can be constructed under PMAY-G?**

**Ans:** A Pucca house under PMAY-G means a house which is able to withstand normal wear and tear due to use and natural forces including climatic conditions with reasonable maintenance for at least 30 years. Nature of construction may differ according to the geographical condition of the area. Due care should be taken for construction so that the durability should be at least 30 years.

**Q.-12: What is the procedure for construction of houses under PMAY-G?**

**Ans:** The following is the procedure for construction of houses under PMAY-G

- The minimum size of the house should be 25 sq. mtr. including a dedicated area for cooking and bathing and a toilet.
- The house should be constructed by the beneficiary himself/herself or get the house constructed under his/her supervision. No contractor or any other agency should be engaged for this purpose.
- Construction should be completed from 12 months from the date of sanction.
- In case where a beneficiary is old or infirm or a person with disability and is not in a position to get the house constructed on his own, such house should be taken up as a part of mason training. In case there are still some beneficiaries left out it should be ensured that the house is constructed through the Gram Panchayat or some ground functionaries.
- The house design should be according to the local conditions.

**Q-13: How can the beneficiaries be sensitized?**

**Ans:** Beneficiaries selected under PMAY-G may be sensitized in the following aspects:

- Development of and provision of house design typology
- Training of mason and skill certification
- Sourcing of construction material
- Support to old and disabled beneficiaries
- Facilitating Bank loan up to Rs. 70000/- if so desired by the beneficiary

**Q-14: Is there any other provision of housing support under PMAY-G scheme?**

**Ans:** Yes. In extreme cases of natural calamity/hazards, housing can be provided to the beneficiaries under a special scheme for rehabilitation. For this purpose 5% of the Central fund is retained at the Central Government level. The said fund may be made available on receiving of a proposal for special project from the State Government. The special proposal should include the list of identified beneficiaries who are already included in the Permanent Wait List and the consent of the beneficiary is needed for new technology demonstration.

**Q-15: Is there any provision of Audit and Social Audit in this programme? If so, how are audits as well as social audit to be conducted?**

**Ans:** Similar to other development programmes, there is provision for Audit and Social Audit in PMAY(G). Following issues in this connection may be kept in mind.

- Expenditure incurred at all levels for implementation of this programme, is subject to audit by the C & AG. Moreover, internal audit branch of Pay & Accounts of Government of India can also conduct audit of accounts of PMAY(G).
- During Social Audit, all the aspects of the scheme such as selection of beneficiary, quality of the materials used, progress of work including timely completion of work etc. can be reviewed.
- Social Audit can take place throughout the year.
- The beneficiaries in the Permanent Wait List should be informed about the date, time and place of social audit.

**Q-16: How is monitoring of the programme done?**

**Ans:** The monitoring arrangements in this programme are as follows:-

- Quality of houses during construction and after construction should be checked. The matter of timely completion is also examined.

- During Central level monitoring, house to house inspection, selection of the beneficiaries as per norms, matter of financial assistance to the beneficiaries, progress of constructed and under construction houses and provision of fund availability etc are verified.
- In case of district level supervision, the district level officials would inspect at least 2% of the houses during construction.
- Block level officials would inspect at least 10% of the under construction houses.
- Village level government officials should be tagged with the supervision work in order to facilitate house construction matter and regular contact should be maintained with the beneficiary till completion of this house.

**Q-17: What are the measures for redress of grievances under this scheme?**

**Ans:** There is provision for receiving allegations/ complaints at Gram Panchayat, Intermediate Panchayat, Block, District and State Levels and redressal thereof with priority.

**Q-18: What is the role of a Gram Panchayat for effective implementation of PMAY-G?**

**Ans:** The role of Gram Panchayat in implementation of Pradhan Mantri Awas Yojana –Gramin, is to ensure observation of all the procedure and guidelines of the programme so that the benefits are made available to all the eligible persons. The assistance available under the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Swachh Bharat Abhiyan (SBM) etc. should be made available to the beneficiaries for timely completion of the house with desired quality.

**Rural Housing Interest Subsidy Scheme (RHISS)**

**Q-19: What is the purpose of the scheme of Rural Housing Interest Subsidy Scheme (RHISS)?**

**Ans:** The purpose of the Rural Housing Interest Subsidy Scheme is to provide cheap and easy access to institutional loan to the households living in rural areas, which are not covered under PMAY-G for construction/modification of their dwelling houses.

**Q-20: Who can be a beneficiary under RHISS?**

**Ans:** Any rural household which does not appear/figure on the Permanent Wait List for PMAY-G will be considered eligible for assistance under RHISS.

**Q-21: From where can a beneficiary avail herself/himself of housing loan?**

**Ans:** The Institution from where loan assistance may be made available under RHISS is called Primary Lending Institutions (PLI). An individual can get housing loan under the scheme from the following sources i.e., PLIs -

- Scheduled Commercial Banks
- Housing Finance Corporations
- Regional Rural Banks
- State Cooperative Banks
- Urban Cooperative Banks
- Small Finance banks
- Non-Banking Financial Company-Micro Finance Institutions or
- Any other institutions as may be identified by the Ministry of Rural Development

**Q-22: How much amount of loan can be made available under RHISS and what will be the interest subsidy?**

**Ans:** Eligible housing loan amount under the scheme will be Rs. 2.00 lakh and the maximum housing loan tenure will up to be 20 years. The rate of interest subsidy is 3%.

**Q-23: What is the procedure for applying for the housing loan under the scheme?**

**Ans:** An individual should apply to the concerned bank for the housing loan as per the application format. After verification of the eligibility of the applicant, a Memorandum of Understanding will be executed between the applicant and the Bank as Primary Lending Institution. Thereafter the bank as PLI will take necessary action for release of loan and interest subsidy.

**Q-24: What is the monitoring process for RHISS?**

**Ans:** As the matter is dealt with the Primary Lending Institutions, it is monitored by the State Level Bankers Committee (SLBC) and their district and block level committees. All such constructions will be geo-referenced; time and date stamped and captured on AwaasSoft through AwaasApp.

**Q-25: What will be the role of a Gram Panchayat for implementation of Rural Housing Interest Subsidy Scheme?**

**Ans:** As the Government of India has made the commitment of housing for all by 2022 and it is a National programme, the Gram Panchayat has a key role to play in implementation of this scheme, because all the households requiring housing support may not get such support as per the eligibility criteria of PMAY-G. Therefore, wide publicity for the scheme of RHISS should be made in the Gram Panchayat area so that any intending person can take advantage of this scheme. Necessary support to the intending person for getting the loan assistance disbursed to be made. A list of should also be maintained at the Gram Panchayat level for monitoring from time to time.

## Chapter-21

### National Social Assistance Programme (NSAP), Other Social Assistance Schemes and Roles of Gram Panchayat (This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)

#### Introduction

The Directive Principles of State Policy of the Constitution of India (Article 38), enjoin upon the State to undertake within its means a number of welfare measures. In particular, Article 41 of the Constitution of India directs the State to provide government assistance to its citizens in case of unemployment, old age, sickness and disablement within the limits of its economic capacity. Accordingly, various social assistance programmes have been introduced in the country. These schemes are being discussed below in brief. These schemes are being implemented by the Ministry of Rural Development (MoRD) of the Government of India. Moreover, there are some insurance schemes introduced by the Central Government, which are also discussed below.

#### National Social Assistance Programme (NSAP):

##### Q-1: What are the different types of schemes run under National Social Assistance Programme?

**Ans:** National Social Assistance Programme (NSAP) comprises of five (5) different programmes, viz., Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS), and Annapurna Scheme.

##### Q-2: Who are eligible for getting benefit under Indira Gandhi National Old Age Pension Scheme (IGNOAPS)? How much amount is given as pension?

**Ans:** A person above the age of 60 years, and living below poverty line as per database generated from Socio-Economic and Caste Census-2011, is eligible for IGNOAPS. He/she should not be a beneficiary of any other old age pension scheme. The amount of Central assistance of monthly pension is Rs. 200/- for 60-79 years and for the persons with age above 79 years the amount will be Rs. 500/- The State Government also provides additional assistance amounting to Rs *pqz* and *xyz* respectively.

##### Q-3: Who are eligible for the benefit under Indira Gandhi National Widow Pension Scheme (IGNWPS)? How much amount is given as pension?

**Ans:** A widow with age between 40-79 years, and living below poverty line as per the database generated from Socio-Economic and Caste Census-2011, is eligible for IGNWPS. She should not be a beneficiary of any other widow pension scheme. The amount of Central Assistance of monthly pension is Rs. 200/- for 40-79 years. The said amount of Central assistance will be raised to Rs.500/- per month for the beneficiaries above 79 years. The State Government also provides additional assistance amounting to Rs *pqz* and *xyz* respectively.

##### Q-4: Who are eligible for the benefit under Indira Gandhi National Disability Pension Scheme (IGNDPS)? How much amount is given as pension?

**Ans:** A person living below poverty level as per the database generated from Socio-Economic and Caste Census-2011, within the age group 18-79 years and living with 80% or more disability or multidimensional/multiple disability (a minimum of 40% disability but total disability 80% or more) is considered eligible for getting benefit under IGNDPS. The amount of Central Assistance of monthly pension is Rs.200/- for 18-79 years. The Central share will be raised to Rs 500/- per month for the beneficiaries above 79 years of age. The State Government also provides additional assistance amounting to Rs *pqz* and *xyz* respectively.

**Q-5: What is the procedure for disbursement of pension under NSAP?**

**Ans:** The amount of pension is directly transferred to the Bank/Post office Account of the beneficiary.

**Q-6: How can a very old person or an infirm person go to the Bank or Post Office for drawing pension? Is there any special provision for them?**

**Ans:** There may be many very old or disable persons at a Gram Panchayat area who are unable to draw pension from Bank or Post Office in person. In that case, pension may be awarded to them subject to specific permission obtained from the Panchayats & Rural Development Department.

**Q-7: Can a widow pension holder get her pension even after remarriage?**

**Ans:** If any widow remarries, the pension will be stopped.

**Q-8: What will happen in case of death of a pensioner?**

**Ans:** If any beneficiary of the above programme dies, his/her legal heir can get the arrear amount, if any, up to the date of death of the beneficiary concerned. But his/ her legal heir cannot claim to be a pensioner until and unless they said legal heir is eligible to become a beneficiary and his/her turn for selection comes.

**Q-9: Can a beneficiary be allowed to open joint account with another person?**

**Ans:** If necessary, a beneficiary can open his/her account jointly with a person with blood relation or guardian intermediate.

**Q-10: What are the criteria for beneficiary selection under National Social Assistance Programme?**

**Ans:** Following procedure should be maintained for selection of beneficiaries under NSAP:

- On the basis of database generated from Socio-Economic and Caste Census-2011, where option for auto-inclusion, auto-exclusion and 7-way deprivation level. From the 7-way deprivation level, permanent wait list has to be prepared.
- A member from the family falling within two or more deprivation level will come under the purview of National Social Assistance Programme.
- Besides that, person from the family selected through auto-inclusion shall come under the purview of National Social Assistance Programme.
- Field verification has to take place every year.
- During selection of new beneficiary every year, auto-exclusion is to be run from beneficiary list or permanent wait list.
- Likewise, option is open for deletion of beneficiaries who are dead, have shifted or are ineligible otherwise from the beneficiary database.
- If, due to some reason or other, it is observed that a family eligible otherwise is not lying under the purview of Socio-Economic and Caste Census, 2011; a similar survey is to be conducted by the appropriate authority and necessary action should be taken accordingly.
- The verification of beneficiaries of National Social Assistance Programme is mandatory within first quarter of every calendar year. After annual verification, the pension for the beneficiaries who are dead, shifted or ineligible otherwise shall have to be stopped.
- A team comprising of one official each from the Gram Panchayat and Intermediate Panchayat will verify every beneficiary in person from the beneficiary database.

**Q-11: What is National Family Benefit Scheme?**

**Ans:** If the principal bread earner of a family dies, the bereaved family will get one- time financial assistance through National Family Benefit Scheme under the National Social Assistance Programme.

**Q-12: What are the eligibility criteria for getting such assistance?**

**Ans:** The criteria for getting the assistance of NFBS are:

- The deceased person (female or male) must be principal bread earner of the family.
- During death, the age of principal bread earner must be between 18 to 60 years.
- It is to be ensured that the family is not enjoying assistance from any other family benefit scheme of any other department.
- This assistance is available only for natural or accidental death.
- No benefit will be available from the scheme in case of suicidal death.

**Q-13: Which member of the deceased person will be given assistance under National Family Benefit Scheme?**

**Ans:** In absence of the deceased person, the particular member of his family deemed to be the succeeding principal bread earner will be given such assistance. In that case, appropriate enquiry will be required to determine the principal bread earner.

**Q-14: How will the National family Benefit be given?**

**Ans:** The benefit will be given through Bank or Post Office account of the applicant. For that reason, the applicant must have his/her own Bank or Post Office account.

**Q-15: How and where can the applications for National family Benefit Scheme be submitted?**

**Ans:** Free application form will be available from Gram Panchayat office. Filled up application form should have to be submitted to the Gram Panchayat official concerned.

**Q-16: When shall the applications for National Family Benefit Scheme have to be made?**

**Ans:** For the purpose of getting assistance under National Family Benefit Scheme, application shall have to be made within two months from the date of death of the principal bread earner of the family.

**Q-17: Who can issue the death certificate for National family Benefit Scheme?**

**Ans:** Any Registered Medical Practitioner or the Gram Panchayat can issue death certificate of the principal bread earner of the family for this scheme.

**Q-18: What is the amount of one-time financial assistance under National family Benefit Scheme?**

**Ans:** The amount of Central Assistance for one-time financial assistance under National Family Benefit Scheme is Rs. 20000/-. The State Government also provides additional amount of financial assistance under the scheme.

**Q-19: Is Aadhaar linkage of Bank/Post Office account mandatory for getting one-time financial assistance under National family Benefit Scheme?**

**Ans:** Benefit of this scheme can only be given to the eligible beneficiaries through Bank or Post Office account. If the beneficiary possesses Aadhaar Card then linkage is a must. If not, Aadhaar Card shall have to be made and subsequently linkage will have to be done with Bank or Post Office account.

**Q-20: What is Annapurna Yojana Scheme?**

**Ans:** Annapurna Yojana aims at providing food security to meet the requirement of those senior citizens who, though eligible, have remained uncovered under NOAPS.

**Q-21: Who are eligible for Annapurna Yojana?**

**Ans:** The following people are eligible to be covered under Annapurna Yojna:

- People above 65 years of age.

- The applicant must be a destitute, i.e. having a little or no regular means of subsistence from his/her own source of income or through financial support from family members or other sources.
- The applicant should not be in receipt of pension under NOAPS or State Pension Scheme.

**Q-22: How does a beneficiary get benefit from Annapurna Yojana?**

**Ans:** The beneficiaries are given 10 kgs of food grains per month free of cost.

**Q-23: Which State Government Department implements the scheme?**

**Ans:** The scheme is executed by the State Food and Civil Supplies Department.

**Q-24: What is the role of Gram Panchayat in implementation of the schemes under National Social Assistance Programme?**

**Ans:** The Gram Panchayat has to play a key role in implementation of the schemes under National Social Assistance Programme (NSAP). Some of the actions to be taken may be mentioned below:

- Identification of beneficiaries as per guidelines
- Cross verification of existing data as per available census data or approved beneficiary list of the previous year.
- Submission of proposal for addition and deletion in the list with reasons to the authorized officer of the Special Verification Team.
- Taking necessary action as per compliance with inclusion/deletion.
- Awareness generation among people on eligibility, scale of assistance through publicity of the scheme.
- Extending support in conducting social audit.

**Q-25: Are there any insurance schemes for the rural people? If so, what are they?**

**Ans:** Yes. There are three types of insurance schemes. These are: Aam Admi Bima Yojana which has now been discontinued, Pradhanmantri Jivanjyoti Bima Yojana and Pradhanmantri Suraksha Bima Yojana.

**Q-26: What is Aam Admi Bima Yojana?**

**Ans:** It is a group insurance scheme initiated by the assistance of both the central and the state government and through Life Insurance Corporation of India for the Landless Agricultural Labourers in the rural areas. Presently two separate programmes, viz, **Pradhanmantri Jivanjyoti Yojana** and **Pradhanmantri Suraksha Bima Yojana** have replaced the Aam Admi Bima Yojana.

**Q-27: Is the erstwhile Aam Admi Bima Yojana completely closed?**

**Ans:** **No new beneficiary can be registered under this scheme.** However, the beneficiaries of Aam Admi Bima Yojana between 51 to 59 years of age, may continue with the scheme as **covered beneficiary**.

**Q-28: What are the principal criteria for registration under Aam Admi Bima Yojana?**

**Ans:** The beneficiary must be a Landless Agricultural Labourer.

**Q-29: Which benefits may be awarded to the beneficiaries of Aam Admi Bima Yojana?**

**Ans:** The beneficiaries of Aam Admi Bima Yojana may be awarded the following benefits:

- The legal heir or nominee of the beneficiary will get Rs. 30000/-(Rupees Thirty Thousand) only in case of natural death.
- The legal heir or nominee of the beneficiary will get Rs. 75000/-(Rupees Seventy Five Thousand) only in case of accidental death.

- The beneficiary will get Rs. 37500/-(Rupees Thirty Seven Thousand Five Hundred) only in case of permanent disability of one eye or one organ.
- The beneficiary will get Rs. 75000/-(Rupees Seventy Five Thousand) only in case of permanent disability of two eyes or two organs.
- Besides that, not more than two offspring of a beneficiary of AamAdmiBima Yojana studying in Class-IX to Class-XII will get Rs. 100/- (Rupees one hundred) only as student grant through educational institution subject to that he/she did not fail in the previous academic session.

**Q-30: What is the nature of Pradhanmantri Jivanjyoti Bima Yojana?**

**Ans:** It is a Term Life Insurance Scheme, renewable annually. It offers life insurance cover for death due to any reason.

**Q-31: Who are the eligible beneficiaries under the scheme?**

**Ans:** All savings bank account holders in the age group between 18 to 50 years will be entitled to join. In case of multiple saving bank accounts held by an individual in one or more banks, the person would be eligible to join the scheme through one savings bank account only.

**Q-32: What are the benefits under the scheme and what is the premium payable?**

**Ans:** Rs.2 lakhs is payable on a subscriber's death due to any reason. The premium payable is Rs.330/- per annum.

**Q-33: How will the premium be paid?**

**Ans:** The premium will be deducted from the account holder's savings bank account through 'auto debit' facility in one instalment.

**Q-34: Through which agency is the scheme implemented?**

**Ans:** The scheme is implemented through LIC and other Life Insurance companies in collaboration with participating Banks.

**Q-35: What is the nature of the scheme of Pradhan Mantri Suraksha Yojana?**

**Ans:** The scheme will be a one year cover Personal Accident Insurance Scheme, renewable from year to year, offering protection against death or disability due to accident.

**Q-36: What are the benefits under the scheme and what is the premium payable?**

**Ans:** The benefits are as follows:

- In case of accidental death or total and irrecoverable loss of both eyes or loss of both hands or feet or loss of sight in one eye and loss of use of hand or foot, Rs.2 lakh.
- Total and irrecoverable loss of sight of one eye or loss of one hand or foot, Rs. 1.00 lakh
- Premium payable is Rs.12/- per annum per member.

**Q-37: How will the premium be paid?**

**Ans:** The premium will be deducted from the account holder's savings bank account through 'auto debit' facility in one instalment.

**Q-38: Through which agency is the scheme executed?**

**Ans:** The scheme is executed through the Public Sector General Insurance Companies and other General Insurance companies willing to offer the product with necessary approvals on similar terms, in collaboration with participating Banks.

**Q-39: Who will be eligible to subscribe?**

**Ans:** All savings bank account holders in the age group of 18 to 70 years in participating banks will be entitled to join. In case of multiple saving bank accounts held by an individual in one or different banks, the persons would be eligible to join the scheme through **one** savings bank account only.

**Q-40: What is the role of Gram Panchayat in implementation of the schemes of Pradhanmantri Jivanjyoti Bima Yojana and Pradhanmantri Suraksha Bima Yojana?**

**Ans:** The Gram Panchayat can play an important role in implementation of these two schemes by awareness generation, facilitation for enrolment of the intending beneficiaries in collaboration with Life Insurance Corporation, other insurance companies and banks and settlement of claims.

## Chapter-22

### Utilisation of Fourteenth Finance Commission Grant and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised,  
based on State-specific provisions.)*

#### **Q-1: What is Finance Commission?**

**Ans:** The Finance Commission or the Central Finance Commission is constituted primarily to provide its recommendations on distribution of tax revenues between the centre and the States and amongst the States themselves. It is constituted for five years by the President of India under the provision of the Article 280 of the Constitution. The Central Finance Commission consists of a Chairman and four other members appointed by the President of India.

Two distinctive features of the Commission's work involve rectifying the vertical imbalance between the taxation powers and expenditure responsibilities of the centre and the States respectively and equalization of all public services across the States.

#### **Q-2: What are the functions of the Finance Commission?**

**Ans:** The major function of the Central Finance Commission is to recommend how the Union government should share tax proceeds with the States. These recommendations cover a period of five years. The Commission also lays down directions/rules following which the centre should provide grants-in-aid to the States out of the Consolidated Fund of India. It also recommends measures to augment the resources of States and ways to supplement the resources of local bodies (Panchayats and Municipalities).

Following are the key functions of the Finance Commission:

- The distribution between the Union and the States of the net proceeds of taxes which are to be, or may be, divided between them and the allocation between the States of the respective shares of such proceeds.
- The principles which should govern the grants-in-aid of the revenues of the States out of the Consolidated Fund of India.
- The measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats and the Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State;
- Any other matter referred to the Commission by the President in the interests of sound finance.

#### **Q-3: When was the first Finance Commission Constituted and how many Finance Commissions have been constituted so far?**

**Ans:** The First Finance Commission was constituted in 1951. Fifteen Finance Commissions have been constituted so far. Currently the tenure of the 14th Finance Commission is in progress.

#### **Q-4: What is Fourteenth (14<sup>th</sup>) Finance Commission grant in the context of Panchayati Raj Institutions (PRIs)?**

**Ans:** In the context of PRIs, Fourteenth (14th) Finance Commission grant is an untied grant given to the Gram Panchayats by the Ministry of Finance, Government of India, based on the recommendations of the Fourteenth (14th) Finance Commission, intended to be used to support and strengthen delivery of basic civic services. The total size of FFC grants recommended to Gram Panchayats is Rs.2, 00,292.00 crore for the award period 2015-2020.

**Q-5: Are all the PRIs entitled to get the Fourteenth (14th) Finance Commission (FFC) grant?**

**Ans:** As recommended by the Fourteenth Finance Commission, among the three tier Panchayats, only duly constituted Gram Panchayats will get the FFC grant. The grant is provided in two parts, namely:

- (i) Basic grant
- (ii) Performance Grant

In case of Gram Panchayats, 90% of the Grant is Basic Grant. The residual 10% is Performance Grant which can be accessed by the GPs only after attaining prescribed performance criteria.

**Q-6: What are the criteria for getting basic grant under FFC?**

**Ans:** The Basic Grant as recommended by the FFC is disbursed among the duly constituted Gram Panchayats only without any share for other tiers of PRIs. Gram Panchayats are expected to utilise this fund for improving basic services through preparation and implementation of a needs based local development plan. The Basic Grant is distributed by using the formula prescribed by the respective State Finance Commission for the distribution of resources. However, in absence of State Finance Commission's formula, the share of each Gram Panchayat would be distributed using 90 per cent weightage for population and a weightage of 10 per cent for geographical area. The Basic Grants would be disbursed every year in two instalments over a period of 2015-2020.

**Q-7: What are the eligibility criteria for getting Performance Grant under FFC?**

**Ans:** The Ministry of Panchayati Raj (MoPR), Government of India, through its letter No.N-11011/4/2017-FD; dated 29.09.2017 had prescribed following criteria for disbursement of Performance Grant (PG) to Gram Panchayats during 2017-18 to 2019-20:

- A.** All Gram Panchayats have to mandatorily fulfil the following conditions to be eligible for Performance Grant:

Sl. No.	Mandatory criteria	Weightage
1	Submission of Audited Accounts that relate to year not earlier than two years preceding the year in which the Gram Panchayat seeks to claim Performance Grant.	Mandatory
2	Show increase in Own Source Revenues (OSR) over the preceding years reflected in the audited accounts.	Mandatory
3	Completion of Gram Panchayat Development Plan (GPDP) of year of Performance Grant disbursement and upload on PlanPlus portal.	Mandatory
4	Display of sector wise Fourteenth Finance Commission Expenditure in Dashboard/Website URL of MoPR of previous year of Performance Grant claim	Mandatory

- B.** Evaluation of those Gram Panchayats that have satisfied all the above four criteria will be carried out as per the following scoring system:

Sl.No.	Criteria (Year to be taken as financial year)	Weightage
i.	Increase in Own Source Revenue (OSR) quantum	Score
	>0 up to 10%	05
	>10 up to 25%	10
	>25 up to 50%	15
	> 50%	20

Sl.No.	Criteria (Year to be taken as financial year)	Weightage
ii.	% of OSR quantum generated w.r.t. FFC Basic grant amount of previous financial year to the PG claim year as per audited accounts	
	>0 up to 10%	15
	>10 up to 20%	20
	>20 up to 30%	30
	> 30%	40
iii.	Open defecation free (ODF) status of the Gram Panchayat in the previous financial year to PG claim year* YES NO *Sustainability of ODF status from next year will be criteria for GPs having become ODF in the year	30 0
iv.	Immunization in the GP in the previous financial year to PG claim year: Full immunization (Children 0-2 year of age) YES NO	10 0
v.	<b>Total Max score (i+ii+iii+iv)</b>	<b>100</b>

**Q-8: How will the Performance Grant be distributed among the Gram Panchayats based on the performance criteria?**

**Ans:** Distribution of Performance grants to GPs: Performance Grant will be distributed as follows:

Score	Eligible quantum of PG
Up to 49	50% of the allocation
50 up to 60	70% of the allocation
61 up to 70	80% of the allocation
71 and above	100% of the allocation
Any undistributed amount, after the above allocations including those of ineligible GPs, will be re-distributed only amongst GPs scoring 50 or above proportionately on the basis of weighted average of the score obtained by the GP with respect to the overall weightage.	

**Q-9: What kind of activities can be undertaken by Gram Panchayats using FFC Grant?**

**Ans.** As recommended by the FFC, the grants provided are intended to be used to support and strengthen delivery of basic civic services including water supply, sanitation including septage management, sewage and solid management, storm water drainage, maintenance of community

asset etc., maintenance of roads, footpaths, street-lighting, burial and cremation grounds, Technical & Administrative Support and any other basic service within the functions assigned to them under relevant legislations. Further, the costs for technical and administrative support towards O&M and capital expenditure are also permitted and should not exceed 10% of the allocation to a Gram Panchayat and the expenditure can be incurred only by the local body concerned. The details of O&M and capital expenditure criteria issued by MoPR is given below as annexure.

*(Enclosure to letter No.G-39011/4/2015-FD,dated December 14, 2015)*

**Annex**

## **Utilisation of FFC Grants towards O & M and Capital Expenditure**

### **List of Activities on which upto 10% of the grants can be utilised**

- (i) Hiring of services of professionals like accountant-cum-data entry operator, engineer, etc., on contract basis/piece rate basis and utilising 'barefoot' professionals or Community Resource Persons at Gram Panchayats (GP) level or for a cluster of GPs for GPDP as per the requirements of the GPs. The expenditure is to be shared by the GPS depending on the quantum of services received.
- (ii) Purchase of computers and accessories as well as cost of AMC in GPs which do not have any computer at present.
- (iii) One time cost for providing internet connectivity and recurring charges
- (iv) One time purchase of essential furniture for GP office
- (v) Payment of street light/water supply charges if not being met previously from any other scheme or by any other agency. Old arrears should not be paid from this fund.
- (vi) Meeting the cost/honorarium of professionals who may visit from time to time to check the quality of civil works.
- (vii) Data entry costs
- (viii) One-time updation of accounts
- (ix) Charges of Chartered Accountants who may audit the accounts, *(if they are not the statutory auditors)*
- (x) Cost of social audit
- (xi) Hire charges for vehicles in emergent cases for inspection of works
- (xii) Capacity building of functionaries if funds for the same are not available under any CSS or State Sector scheme
- (xiii) Cost of preparation of technical plan for implementation of projects like solid and liquid waste management and drinking water, etc.,
- (xiv) Cost of preparation of GPDP – covering all the processes like PRA, IEC, surveys, preparing maps and other documents and holding consultations and cost of essential consumables.
- (xv) Electrification of GP, including provision of solar lights.

### **Negative list of activities which cannot be undertaken utilising these funds**

Expenditure on activities already being funded from other schemes  
Felicitation/cultural functions/decorations/inaugurations  
Honorarium, TA/DA of elected representatives and salaries/  
honorarium of existing employees -permanent and contract.  
Expenditure on doles/ awards

Entertainment  
Purchase of Air Conditioners  
Purchase of Vehicles

Based on the above suggestions, the States may issue a priority list of activities for which these funds can be used depending on the existing manpower and other infrastructure already available in the Gram Panchayats. States should also issue clear Government Orders on the cost and other norms and limits for incurring expenditure on the items.

## Chapter-23

### Utilisation of State Finance Commission Grant and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is State Finance Commission?

**Ans:** Article 243I of the Indian Constitution prescribes setting up of State Finance Commission by the Governor to review the financial position of the Panchayats and to make relevant recommendations. As per the said provision, the Governor of a State shall, within one year from the commencement of the Seventy-third Amendment Act, 1992, and thereafter at the expiration of every fifth year, constitute the State Finance Commission (SFC). The devolution of funds to the Panchayats and Municipalities was ensured through constitution of the State Finance Commissions.

#### Q-2: What are the functions of the State Finance Commission?

**Ans:** Articles 243 (I) and 243 (Y) of the Indian Constitution commend the task of SFCs. SFCs are required to recommend:

- The distribution between the State and the local bodies (Panchayats and Municipalities) of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this part and the allocation between the local bodies at all levels of their respective shares of such proceeds.
- The determination of the taxes, duties, tolls and fees which may be assigned as, or appropriated by, the local bodies.
- The grants-in-aid to the local bodies from the Consolidated Fund of the State.
- The measures needed to improve the financial position of the local bodies;
- Any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the local bodies.

#### Q-3: Who regulates and determines the procedure of the State Finance Commission?

**Ans:** The State Finance Commission themselves can determine their internal procedures and exercise such powers in performing their functions as the legislature of the State may by law confer on them.

#### Q-4: Can the State Finance Commission act on their recommendation independently?

**Ans:** No. The State Finance Commission is a Constitutional body that lays down specific recommendations against specified tasks. The Governor is required to cause every recommendation made by the State Finance Commission together with an explanatory memorandum as to the action taken thereon to be laid before the Legislature of the State.

#### Q-5: What factors determine recommendations of the SFC?

**Ans:** State Finance Commissions generally make recommendations based on the following factors:

- a) Financial review of the local bodies for the last six/seven years
- b) Recommendations of the previous State Finance Commissions
- c) Recommendations of the Central Finance Commission
- d) State's financial position
- e) Existing system of data collection and its maintenance
- f) Revenue resource and its demand for next five years

#### Q-6: How are the State Finance Commission grants disbursed among Panchayats?

**Ans:** It is observed that as recommended by the State Finance Commission, as accepted by the legislature, and as acted upon by the State Government, Panchayats of a State are given grants generally known as State Finance Commission grant, on the basis of formula as recommended by the SFC.

**Q-7: What kind of activities can be implemented through utilization of State Finance Commission grant?**

**Ans:** State Finance Commission grant for Panchayats is expected to be untied in nature. So it is likely that the Panchayat should utilize this grant to bridge critical shortfalls in their resources and take up activities that cannot be implemented using conditional or schematic funds. Exact nature of conditions attached to SFC grant depends on specific SFC recommendations and as per policy of the State Government.

**Q-8: Why is State Finance Commission grant significant to Panchayats?**

**Ans:** Most of the financial resources received by the Panchayats are schematic or tied in nature. Which implies the resources can be utilized strictly for certain kinds of activities and following strict scheme guidelines. (i.e. bound with terms and conditions which affect the discretion of Panchayats). State Finance Commission grants, on the other hand, usually are un-tied in nature and thus can be used for taking up works as per local needs. Hence, it provides real flexibility to the Panchayats in terms of nature of utilization.

## Chapter – 24

### Social Justice with Focus on Development of Backward Sections of the Society including SC, ST, BC, PWD, Mentally Retarded, Aged & Infirm and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

*[Social Justice implies focused attention and support to the socially backward sections of the society by the State on priority basis so that they can get benefits of various development and welfare schemes to which they do not have easy access. Article 243G of the Constitution has mandated that all Panchayats are to prepare plans for economic development and social justice. In this Chapter, some of the schemes for social justice are discussed. Besides, there are many schemes for the backward sections which have been discussed in various parts of this book.]*

**Q-1: Which Central Ministry steer the issues on support for development of Scheduled Castes and Scheduled Tribes?**

**Ans:** Ministry of Social Justice and Empowerment and the Ministry of Tribal Affairs, Government of India, steer the issues related to development of Scheduled Castes and Scheduled Tribes.

**Q-2: Has upliftment of the Scheduled Castes and Scheduled Tribes been mentioned in the Constitution of India?**

**Ans:** Yes. This matter has been mentioned in Articles 15, 16, 146, 164, 275, 330, 332, 334, 335, 338, 340, 341, 342, and 346.

**Q-3: What is the percentage of Scheduled Castes, Scheduled Tribes and Backward Classes population in the state as per 2011 census?**

**Ans:** As per census 2011, the percentage of SC population and ST population of the state are *xx* and *yy* respectively. During census, population belonging to the Backward Classes is not taken into consideration. So the actual percentage of BC people is not available as per census data. However, around *zz*% people of the state belong to the Backward Classes.

**Q-4: Which department of the State Government implements the schemes for development of the Scheduled Castes, Scheduled Tribes and backward Classes?**

**Ans:** Scheduled Castes, Scheduled Tribes and Backward Classes Welfare Department of the State Government is in charge of the implementation of schemes for development of SCs, STs and BCs. This Department has officers and employees working at the District, Sub division and Block level.

At the District level there is an office named District Welfare Office and the Inspectors of this Department work at the Subdivision and Block level in their sub offices.

**Q-5: Is there any Corporation under this Department?**

**Ans:** Yes. There is a Corporation named **State SC, ST, and OBC Development and Finance Corporation** which implements various schemes for development of the SC, ST and BC. Specially, this Corporation looks after the matter of providing financial support from various banks and other financial institutions.

**Q-6: What kind of financial assistance is available from the Ministries of the Central Government?**

**Ans:** The following two types of Central assistance are given from the two Ministries of the Central Government:

- a. Special Central Assistance for Scheduled Sub Plan
- b. Special Central Assistance for Tribal Sub Plan

**Q-7: How and for what purpose is such assistance available?**

**Ans:** Under the two schemes, the assistance is given on the basis of the population of SC and ST of the state.

- Out of the central assistance received under SCA for SCSP, 90% of the allocation can be spent for income generating activities and the remaining 10% can be spent for filling up the critical gap.
- Out of the central assistance received under SCA for TSP, 70% of the allocation can be spent for income generating activities and the remaining 30% can be spent for filling up the critical gap.

**Q-8: For which schemes can the 90% fund under SCA for SCSP be spent?**

**Ans:** Following schemes may be taken up out of the said fund:

- Family based income generating activities like agriculture, minor irrigation, animal rearing, cottage and small scale industries, small business, rural transport etc.
- Area development scheme like link road, bridge and culvert, market shade, work shade, drinking water, construction, extension, repairing of school hostel etc.
- Training related schemes like, preparation of different competitive examination such as IAS, State Civil Service, for recruitment of different categories of officers and employees through Public Service Commission, Staff Selection Commission, School Service Commission etc., personal capacity building courses like, spoken English, Spanish, basic IT, agricultural technology etc.

**Q-9: Which type of schemes can be taken up out of the fund under SCA for TSP?**

**Ans:** Following schemes can be taken up under Tribal development programme:

- Income generating activities
- Infrastructure development schemes
- Training of youth for various types of employment

**Q-10: What are the different income generating schemes to be taken up under TSP?**

**Ans:** The following income generating schemes can be taken up:

- Agriculture and related sector: Power Tiller, Tractor, Diesel Pump, Fisheries, Bee keeping, Vermin Compost etc.
- Animal Husbandry: Goat rearing, Piggery, Poultry etc.
- Small business: Grocery, Readymade garments, tailoring, Fruits and Vegetable vending, stationery shop, bamboo and cane works etc.
- Rural transport- Rickshaw van, Mini truck, Diesel taxi etc.
- Horticulture.

**Q-11: What are different types of schemes for infrastructure development which can be taken up under this programme?**

**Ans:** The following are the examples of such schemes:

- Infrastructure development for development of livelihoods: Cow-shed, Goat-shed, Poultry shed etc.
- Roads bridges and culverts etc. for communication
- Market shed
- Minor irrigation
- Field channel shallow tube well etc. for irrigation purpose.

**Q-12: Which schemes can be taken up with 100% financial support?**

**Ans:** Generally, the infrastructure development schemes of the following nature, within the ST populated area under the Integrated Tribal Development Programme (ITDP):

- Ashram type schools and hostels.
- Minor Irrigation schemes like check dam, infrastructure for water conservation, digging of water channels, and water bodies for irrigation purpose etc.
- Godown for LAMPS (Large Sized Multi-Purpose Cooperative Society)
- Community halls
- Work sheds for women
- Ekalavya Model School for the students of ST community and expenditure for running of their hostel etc.

**Q-13: What are the existing schemes on education for SC/ST/BC people?**

**Ans:** Assistance under the following schemes is available for this purpose:

- Pre-Matric Scholarship schemes for SC and ST students
- Post-Matric Scholarship schemes for SC and ST students
- Scholarship for higher education
- Free coaching for SC/ST/BC students for enabling them to appear in competitive examinations in public/private sector.

**Q-14: What type of assistance is available for SC/ST students under pre-matric scholarship?**

**Ans:** Following assistance is available under this programme:

- Book grants
- Hostel grants
- Merit Scholarships
- Grant for staying in ashram hostels
- Financial assistance for students not staying in hostel etc.

**Q-15: What type of assistance is given to the OBC students?**

**Ans:** OBC students belonging to those families in the occupation involving cleaning and prone to health hazards can receive following assistance:

- Hostel grant @ Rs 700/ per month for students studying in class III to class-X (upto 10 months)
- Annual one-time assistance @ Rs.1000/-
- Students attending school from home get assistance @ Rs 110/- per month (up to 10 months) and get annual grant of Rs.750/-

**Q-16: What types of assistance is available for SC/ST/OBC post matric scholarship?**

**Ans:** Schemes under post matric scholarship for SC/ST/OBC students are:

- Construction of hostels with central assistance
- Scholarship for SC/ST students
- Merit scholarship for OBC students

**Q-17: Is there any loan assistance available for education?**

**Ans:** Yes. Education loan for undergoing graduation or post-graduation study is available at a very low interest.

**Q-18: Is there any loan assistance available for entrepreneurship development or taking up any income generating activities?**

**Ans:** Yes.

Under Margin Money Scheme, loan assistance from bank as well as from the state SC, ST, OBC Development and Finance Corporation is available for starting an enterprise after completion of professional course or any production unit under cottage and small scale industries. Loan assistance up to 5-10 lakh may be available with low rate of interest.

Besides, for the purpose of taking up income generating activities under agriculture, small business, and production oriented activities, facilities for term loan at low interest is also available.

## Chapter-25

### Expansion of Livelihood Opportunities for Economic Development and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is livelihood?

**Ans:** Livelihood implies:

- A way of earning money by an individual to fulfil needs (goods and services) for survival of his and his family members.
- Activities through which an individual or a family earns a living
- Therefore, by livelihood we mean – all those activities or ways by which people survive by fighting against all adversities.

#### Q-2: What are the major sources of livelihood?

**Ans:** Generally, sources of livelihood are:

- Wage-based employment.
- Production-based employment.
- Buying and selling.
- Self-employment.
- Service-based employment.
- Business-based employment.

#### Q-3: What are the ways through which scope of livelihood can be increased?

**Ans:** Following are the four important sectors on which livelihood of the rural people depends:

- Agriculture and agriculture-related works.
- Animal Husbandry.
- Pisciculture / Fish Farming.
- Micro and small industry.

#### Q-4: Which Departments of the State Government provide support for earning livelihood?

**Ans:** The key departments are:

- Agriculture Department.
- Animal Resources Development Department
- Backward Classes Welfare Department
- Fisheries Department
- Food Processing Industries and Horticulture
- Micro Small and Medium Enterprise and Textiles Department
- Minority Affairs and Madrassa Education Department
- Panchayats and Rural Development Department
- Women & Child Development and Social Welfare Department

#### Q-5: What are the key livelihood related schemes implemented through the Panchayat and Rural Development Department?

**Ans:** Two major schemes for livelihood development are implemented by the Panchayats and Rural Development Department. These are:

- Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): MGNREGA is a right based wage employment programme implemented in the rural areas of the country which aims at enhancing livelihood security by providing not less than one hundred days

of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work.

- National Rural Livelihood Mission (NRLM) is a community driven large scale poverty reduction programme through self employment and micro enterprise development by organising rural poor in women Self Help Groups. Details of this national programme have been discussed in a separate chapter.

**Q-6: What are the programmes undertaken by the Agriculture Department for the purpose of livelihood development?**

**Ans:** Following are the important Programmes undertaken by the Agriculture Department for providing support for livelihood development:

- Rashtriya Krishi Vikas Yojana.
- East India Green Revolution.
- National Food Security Mission – Food grains: Wheat, Lentils, Corn; Cash Crop: Jute; Cash Crop: Jute and Cotton.
- National Mission of Oilseed and Oil Palm.
- Integrated Watershed Development Programme (IWDP).
- National Mission for Sustainable Agriculture.
- Sub-Mission on Agricultural Extension (SAME)
- Sub-Mission for Seed and Planting Material (SMSP).
- Financial Assistance for Procurement of Agricultural Machinery and Equipment.
- One-time subsidy for procurement of small equipment.
- Subsidy to establish centres for hiring agriculture-related equipment.
- Kishan Credit Card.
- Rashtriya Krishi Bima Yojana.
- Integrated Horticulture Development Mission
- Organic Farming
- There are many other schemes undertaken by the State Agriculture Department for livelihood development.

**Q-7: Is there any provision for providing support for horticulture development? If so, how and under which programme is such support provided?**

**Ans:** Support for development of horticulture sector is provided under **Mission for Integrated Development of Horticulture (MIDH)**. It is a centrally sponsored scheme for holistic growth of the horticulture sector covering fruits, vegetables, root and tuber crops, mushroom, spices, flower, aromatic plants etc. Government of India contributes 60% of the outlay under this scheme and the State Governments contribute remaining 40% of the outlay except North Eastern States and Himalayan States where the contribution of the Central Government is 90%. Horticulture and Food Processing Department of the State Government implements the said programme. Following projects can be taken up by a beneficiary under MIDH:

Sl.No.	Project Name	Project Cost	Subsidy
1	High-Quality Nurseries	Maximum Project Cost – Rs. 2,50,000/hector	Maximum 50 percent financial assistance will be provided for the project cost
2	Perennial fruits such as mango, lichi, guava, orange; creation of new gardens/expansion of the given areas (Maximum 4 hectares per beneficiary)	Maximum Project Cost – Rs. 1,00,000/hector	
3	Cultivation/Plantation of a common variety of banana plants	Maximum Project Cost – Rs. 87,500/hector	
4	Cultivation of banana using tissue culture =	Maximum Project Cost – Rs. 3,00,000/hector	
5	Cultivation of common variety of pineapple plants	Maximum Project Cost – Rs. 3,00,000/hector	
6	Cultivation of pineapple using tissue culture	Maximum Project Cost – Rs. 5,50,000/hector	
7	Cultivation of Hybrid variety vegetables (Maximum 2 hectors per beneficiary)	Maximum Project Cost – Rs. 50,000/hector	
<b>Horticulture (Convenient maximum for every 2 hectors)</b>			
8	Cultivation of Thorny flowers (Rose, etc.)	Maximum Project Cost – Rs. 1,00,000/hector	Maximum 50 percent financial assistance will be provided for the project cost
	Bulbous Flower (rajanigandha, gladiolus, etc.)	Maximum Project Cost – Rs. 1.50,000/hector	
	Jhuro (Flaky) flowers (marigold/ genda, dopati, etc.)	Maximum Project Cost – Rs. 40000/hector	
9	Cultivation of ginger (Maximum 4 hectors per beneficiary)	Maximum Project Cost – Rs. 30000/hector	
10	Farming of Cashews (Maximum 4 hectors per beneficiary)	Maximum Project Cost – Rs. 50000/hector	
11	Renewal of old gardens/ replacement/ management to increase the garden cover.	Maximum Project Cost – Rs. 40000/hector	

Sl.No.	Project Name	Project Cost	Subsidy
<b>Construction of Water Sources</b>			
12	Lining of community ponds with plastic or RCC/ farm ponds/ construction of reservoirs.	Maximum Project Cost – Rs. 20,00,000/hector	Maximum 50 percent financial assistance will be provided for the project cost
	For collection of water construction 20m x 20m x 3m reservoir/pond/tube-well	Maximum Project Cost – Rs. 1,50,000/hector	
13	1. Green House (tubular structure) (Maximum 4 hectars per beneficiary)	Rs.1060/sq. metre (up to 50 sq. metre), Rs.935/sq. metre (500-1008 sq. metre), Rs.890/sq. metre (1008-2080 sq. metre), Rs. 844/sq. metre (2080-40000 sq. metre)	
	2. Green House (bamboo structure) (Maximum 20 unit per beneficiary, 200 sq. metre on every unit)	Rs.450/sq metre	
	3. Shade Net House (tubular structure) (Maximum 4 hectars per beneficiary)	Rs.710/sq metre	
	4. Shade Net House (bamboo structure) (Maximum 20 unit per beneficiary, 200 sq. metre on every unit)	Rs. 492/sq. metre	
	5. Plastic Tunnels (Maximum 1000sq. metres per beneficiary)	Rs. 60/sq. Metre	
	6. Birds/Hailstorm resistant net (Maximum 50000sq. metres per beneficiary)	Rs.30/sq. Metre	
14	Organic farming – earthworm fertilizer unit/organic fertilizer production	Rs. 1,00,000/unit for permanent structure, Rs.65,000/unit for ICDP structure	

Sl.No.	Project Name	Project Cost	Subsidy
15	Mechanized-Power tiller for Horticulture	Maximum Project Cost – Rs. 1,50,000/hector	A subsidy is given on the basis of Rs. 60,000 for general consumer and Rs. 75,000 for Scheduled Caste, Scheduled Tribe and women.
16	<b>Integrated protection/conservation systems for fruits and vegetables</b>		
	1. Packing-room for fruits and vegetables (pack-house).	Maximum Project Cost – Rs. 4,00,000 per scheme of 9m x 6m volume	Maximum 50 percent financial assistance will be provided for the project cost
	2. Integrated Packing-room for fruits and vegetables (pack-house) including conveyor belt, segregation, washing-drying and weighing.	Maximum Project Cost – Rs. 50,00,000 per scheme of 9m x 18m volume	
	3. Pre-cooling room for fruits and vegetables.	Maximum Project Cost – Rs.25,00,000 per scheme of 6 mt. ton of power.	
	4. Pre-cooling room (intermediate arrangement).	Maximum Project Cost – Rs. 15,00,000 per scheme of 30 mt. ton of power.	
	5. Mobile Pre-cooling transportation for fruits and vegetables.	Maximum purchasing price of Rs. 25,00,000.	
17	<b>Cold Storage (Construction, Expansion and Modernization)</b>		
	1. One special room, single-temperature special cold storage Type-1	Maximum Project Cost – Rs. 8000 per scheme every mt. ton of power.	
	2. Special six or more preservation rooms for fruits and vegetable, multi-temperature multipurpose cold storage Type-2	Maximum Project Cost – Rs. 10,000 every mt. ton of power (maximum 5000 mt. ton of power).	Maximum 35 percent financial assistance will be provided for the project cost
3. Suitable Preservation for Fruits and Vegetables Type-2 including versatile cold-storage facility and cold-storage technology for a controlled environment.	Extra Rs.10,000 per mt. ton on cold-storage technology for a controlled environment.		

Sl.No.	Project Name	Project Cost	Subsidy
18	Technology improvement and modernization of frozen-chain	Maximum Rs. 5,000 every mt. ton (for 5000 mt. ton of power)	Maximum 40 percent financial assistance will be provided for the project cost
19	Vehicle with cold-storage facility for transportation of fruits and vegetables.	Maximum purchasing price Rs.26,00,00.	
20	Primary / mobile processing	Rs. 25,00,000 per scheme	
21	Fruit Germination (Ripening Chamber)	Maximum Project Cost – Rs. 1,00,000 every mt. ton of power (Maximum 5000 mt. ton of power)	
22	Integrated Frozen-Chain (rounded-chain)	Maximum Project Cost – Rs.6,00,000.	Maximum 35 percent financial assistance will be provided for the project cost

**Q-8: Who can get the benefits of the Mission for Integrated Development of Horticulture (MIDH)?**

**Ans:** Farmers engaged in the production of flowers, fruits, vegetables, spices and garden products are entitled to get the benefits of the MIDH.

**Q-9: Which authority should be contacted for the benefits from MIDH?**

**Ans:** The intending person will have to contact with the District Officer of the Horticulture Department for the benefits of MIDH.

**Q-10. What is the objective of the National Food Security Mission?**

**Ans:** The main objective of the National Food Security Mission (NFSM) is overall development of agriculture and related sectors.

**Q11. What are the main features of the National Food Security Mission?**

**Ans:** The main features of the National Food Security Mission are:

- **About Production and Development:**
  - ✓ Production of high-quality seeds and prevention of diseases through modifying the quality of seeds.
  - ✓ To increase the quality of the produced crop and build storage systems for its conservation.
  - ✓ Through mechanizing agriculture, fair and timely farming and by using high-quality technology maintaining the development in agriculture.
- **Infrastructural Development:**
  - ✓ To support the development of agricultural marketing, transport and conservation measures.
  - ✓ To support the organizations engaged in agriculture production.
  - ✓ To conserve water and land.
- **Support for natural calamity affected area:**
  - ✓ This scheme provides 10 percent of the funds to help farmers affected by natural disasters.

**Q-12: Who can get the support from the National Food Security Mission?**

**Ans:** Generally, farmers, seed producing farms, organizations involved in agricultural development, and cooperatives can get support from NFSM.

**Q-13: Which authority should be contacted for the support and benefits of the National Food Security Mission?**

**Ans:** One has to contact the Agriculture Officer at the Block/ Subdivision /District level and Project Manager of the ATMA Project (Agricultural Technology Management Agency) at the Block level for support under NFSM.

**Q-14: What is the main focus of the National Food Security Mission?**

**Ans:** The main priority of the National Food Security Mission is to improve the food grain production of rice, wheat and lentils. Basically, it focuses on increasing the soil fertility along with increasing the production of food grains. For this purpose, nationwide National Food Security Mission was started in 2007.

**Q-15: What is organic farming?**

**Ans:** Organic farming is the method of farming where organic fertilizers and germicides are used instead of chemical fertilizers and pesticides. In organic farming, organic fertilizers, compost fertilizers, biogas, dough fertilizers and vermin compost fertilizer are primarily used. The main focus is given on use of germicide and conserving insects useful for agriculture. The demand for organic food crops is increasing steadily. The rate of increase in demand is between 15-25%/annum. As such, farmers should engage them more in organic farming.

**Q-16: Why so much of importance is given to organic farming?**

**Ans:** Organic Farming is gaining priority due to the following reasons:

- Sustainable agricultural production can be ensured.
- Soil structure can be improved.
- Soil health and fertility can be improved and accordingly the productivity could be improved.
- It increases the number of germs in the soil.
- Helps in maintaining balanced and pollution free environment.
- Absence of chemicals in the food grains improves the health of the consumers.
- With little or at no expense plants can get their supply of nutrients.
- There is no chance of damage or crop failure.

**Q-17: What are the supports provided by the Agriculture Department for organic farming?**

**Ans:** The support provided for organic farming are:

- Training – There is a provision for training on organic farming.
- Ingredients for preparing organic fertilizers (Vermin Compost, liquid organic fertilizers, etc.) – On 50% subsidy, Rs 2000 per acre subject to maximum of Rs 10000 per farmer can be availed.
- Organisations or associations engaged in organic farming can get Rs. 8000 per acre subject to maximum of Rs. 40000 for three years.

**Q-18: Who can get the help and support for undertaking organic farming from the Agriculture Department?**

**Ans:** Farmers, Farmers Organisations, Self Help Groups, voluntary organizations, etc. can get the support.

**Q-19: Which authority should be contacted for support for organic farming?**

**Ans:** One has to contact the Agriculture officers at the Block / Subdivision/ District level and also District Horticulture Officer to get support for organic farming. In case of rice and wheat, Rs.1000 per quintal (high yielding variety seed) and Rs. 5000 for hybrid seeds are provided. Support is divided among the farmers and the seed producers in the proportion of 70:30.

**Q-20: What is the National Mission on Oilseeds and Oil Palm?**

**Ans:** Keeping in mind the need for edible oil, the National Mission on Oilseeds and Oil Palm was started in 2014 – 2015.

**Q-21: What are the benefits of the National Mission on Oilseeds and Oil Palm (NMOOP)?**

**Ans:** National Mission on Oilseeds and Oil Palm (NMOOP) envisages increase in production of vegetable oils sourced from oilseeds, oil palm and tree borne oilseeds (TBO). Supports in the form of training and subsidy are available under NMOOP. The support, in brief, are as under:

**i. Subsidy for exhibition :**

- Mustard – Rs. 1200 per acre.
- Sesame (Til) – Rs, 1200 per acre.
- Nuts – Rs. 3000 per acre.
- Sunflower – Rs. 1600 per acre.

**ii. Subsidy on seeds:**

- Improved seeds – Maximum Rs.12 per kg.
- Hybrid variety seeds – Maximum Rs 25 per kg.

**iii. S.S.P.R:** 50% subsidy maximum Rs 300 per acre.

**iv. Gypsum:** 50% subsidy maximum Rs 300 per acre.

**v. Medicines for diseases spread by insects:** 50% subsidy maximum Rs 200 per acre.

**vi. Pipes for supplying water:** 50% subsidy maximum Rs 25 per metre. An individual farmer can get a maximum of 600 metres of pipe.

**vii. Seed Refinement drum:** 50% subsidy maximum Rs 1000 per (10 Qtl).

**viii. Seedling:** 50% subsidy maximum Rs 1000 per (10 Qtl).

**ix. Sprayer:** 40% subsidy maximum Rs 1000 per (16 litre).

**x. Power-driven machinery:** 50% subsidy maximum Rs 10,000 per machine.

Apart from this, there is provision for providing training to the farmers and technicians for improved oilseed production.

**Q-22: Who are eligible to get the benefits of the National Mission on Oilseeds and Oil Palm?**

**Ans:** Mainly, marginal and small farmers and farmers belonging to the SC/ST community are entitled to the benefits.

**Q-23: Which authority should be contacted for the benefits of the National Mission on Oilseeds and Oil Palm?**

**Ans:** One should contact with the Agriculture officer at the Block/Sub Division/District level for support under NMOOP.

**Q-24: What is the National Mission for Sustainable Agriculture?**

**Ans: The National Mission for Sustainable Agriculture (NMSA)** seeks to address issues regarding sustainable agriculture in the context of risks associated with the climate change and accordingly seeks to transform Indian agriculture into a climate resilient production system through suitable adaptation and mitigation measures in the domain of crops and animal husbandry. Keeping abreast with the changing weather conditions, this mission has been started to make sure that the farmers get more profit and they are able to maintain the agricultural production and its benefits. The focus has been given to maintain soil health for increasing soil fertility, productivity, along with conserving water and other natural resources.

**Q-25: What are the benefits available under the National Mission for Sustainable Agriculture (NMSA)?**

**Ans:** Other than training facilities, subsidies can be availed for the following activities:

- Beekeeping – Rs. 100 per farming, maximum of Rs. 20, 000 can be provided to farmers.
- Digging of ponds – Maximum of Rs. 75,000 in plain lands and Rs. 90,000 in hilly areas.
- Re-excavation of old ponds – Maximum of Rs. 1500 per pond.
- Construction of Shallow Tube-well – Maximum of Rs. 25000 per tube-well.
- Recharging of old shallow tube-well – Rs.5000 per tube-well.
- Pipes for irrigation – Rs. 4000 per acre.
- Electricity, diesel and solar power-driven water withdrawing machine – Rs. 15,000 for Electricity and diesel driven machines and Rs. 50, 000 for solar power-driven machines respectively.
- For land levelling, creating the land boundary, etc. – Rs. 1600 per care (assistance will be provided for maximum of 5 acres of land to individual farmer/ farming organizations).
- Prevention of sand erosion – Rs. 3000 – 12,000.
- For the production of vermin compost – Rs. 125 per cft or maximum Rs.50,000 per unit (pit) for drip irrigation.
- For maintaining a maximum distance between crops – Maximum Rs. 14,000 per acre.
- For maintaining less distance between crops (less than 1.2 metre) – Maximum Rs. 35,000 per acre. For both, small and marginal farmers will receive 35% and others will receive 25% of the total percentage. For North-east and hilly areas this subsidy will be a bit higher.
- Sprinkler irrigation – Rs.23,560 per acre for micro sprinkler irrigation and Rs. 7840 per acre for portable sprinkler irrigation. For small and marginal farmers 35% and for other 25% subsidy will be given.
- Correction of problematic land – Rs. 10,000 per acre for land containing a high amount of alkali and salt, maximum Rs. 50.000 will be provided. Rs. 1200 for acidic soil with a maximum Rs. 6000 will be provided.

**Q-26: Who are eligible for the benefits of the National Mission for Sustainable Agriculture?**

**Ans:** Farmers get benefit out of this programme National Mission for Sustainable Agriculture. Priority is given to the farmers belonging to Scheduled Caste and Scheduled Tribe communities, small and marginal farmers and women farmers.

**Q-27: Which authority should be contacted to get support under National Mission for Sustainable Agriculture?**

**Ans:** The intending farmer will have to contact with the Agriculture Officer posted at Block/Sub Division/District level for having the benefits under NMSA. Agriculture Officer in charge of ATMA may also be contacted.

**Q-28: Can financial support be available for buying machinery under this Programme?**

**Ans:** Financial assistance/grants are provided to the farmers to buy agricultural implements such as tractors, power tillers, pump-sets, rotavator, the machine for producing seeds without using friction/rubbing, rowing machine for paddy, the machine for harvesting paddy, and power-driven machine to husk of nuts under this programme.

**Q-29: Who are entitled to get the financial grants to buy machinery under this Programme?**

**Ans:** Farmers who did not get assistance from any government schemes to buy agricultural implements during the last two years may apply for financial support. The applicant should also have a valid Kisan Credit Card.

**Q-30: What is Kisan Credit Card?**

**Ans:** Kisan Credit Cards (KCC) are issued to all farmers, individual/joint cultivator owner/ tenant farmer/SHG/Joint Liability Groups. They can avail short term bank loan at a lower rate of interest for agricultural activities.

**Q-31. What are the facilities available under Kisan Credit Card?**

**Ans:** The following facilities are available under Kisan Credit Card:

- Short term bank loan for bearing cost for cultivation, post harvest expenses and farm maintenance.
- Long term credit for maintenance of agricultural resources, buying and rearing of cultivable animal resources like cattle, poultry and fish etc.
- Long term loan for purchasing agricultural implements like pump set, sprayer etc.
- Provision for interest subsidy on timely repayment of loan.
- Crop Insurance is also available for notified crops

**Q-32. How farmer can get a Kisan Credit Card?**

**Ans:** A farmer should contact the branches of Commercial Bank, Cooperative Bank, Regional Rural Bank etc. to get the Kisan Credit Card. He may also contact the Block level Agriculture Officer for necessary guidance.

**Q-33: What is National Agriculture Insurance Scheme?**

**Ans:** This scheme is related to financial assistance to the farmers suffering from damage of crops due to natural disaster.

**Q-34: What are the benefits provided to the farmers under the scheme?**

**Ans.** The farmers availing the insurance coverage will get the financial assistance if the notified crops are affected due to natural disaster.

**Q-35. How the farmers will get support under National Agriculture Insurance?**

**Ans:** The farmers will get the cost of damaged crops as per norms through the financial institutions through which insurance facilities are availed. (Like Bank, SKUS etc.).

**Q-36: What type of schematic support can be availed through Animal Resources Development Department?**

**Ans:** Support related to the following areas can be availed from the Animal Husbandry Department:

- Nursery for Duck, Hen.
- Commercial poultry layer unit
- Rearing of goat
- Rearing of Sheep
- Rearing of Pig
- Calf rearing
- Animal and Poultry products selling

**Q-37: What type of financial assistance is provided in this regard?**

**Ans:** Support for infrastructure development as well as working capital for rearing of animals are available from the Animal Resources Development Department of the State Government. Central assistance for this purpose is also available from the State Animal Resources Development Department.

**Q-38: Is there any assistance available for Pisciculture?**

**Ans:** Yes, support in the form of training and financial assistance for Pisciculture is available from the State Fisheries Department.

**Q-39: What kind of activities for Pisciculture/fish farming can be taken up with Government support?**

**Ans:** Financial assistance can be availed for taking up the following activities for fish farming:

- Edible fish cultivation
- Re-excavation and Pisciculture in half-filled up pond.
- 1m re-excavation and pisciculture in fully-filled up pond
- Cultivation of prawn with Rohu and Katla.
- Excavation of new pond for cultivation of prawn.
- Pisciculture in cold water (at hill water falls).
- Mixed farming of Tiger prawn and mallet fish at saline water with the help of areta.
- Re-excavation and excavation of pond and mixed farming of Tiger prawn and mallet fish at salted water with the help of areta.
- Fattening of crab
- Establishment of hatchery.

**Q-40: Which Officer(s) can be contacted for training and other support for fish cultivation?**

**Ans:** Fisheries Development Officers at the Block and District level can be contacted for support for fish cultivation.

**Q-41: Is there any organisation at the national level for providing support for fisheries development? If so, what are the schemes for which support is given?**

**Ans:** At the national level, there is National Fisheries Development Board, which provides support for development of fisheries. Some of the schemes under NFDB are:

- New excavation of pond for cultivation of shrimp/fish
- New excavation of pond for cultivation of pangas
- Re-excavation of pond where fish/shrimp/pangas are cultivated
- Production cost of fish/shrimp/pangas
- Production cost of fish/shrimp/pangas at paddy field
- Establishment of hatchery of shrimp produced in normal water (50-80 lakh P.L./Year)
- Establishment of hatchery of carp (70-80 lakh pawn /year)
- Rearing field preparation of pawn (8-10 cm)
- Establishment of fish-feed mill (2 ton/day)
- Establishment of fish-feed mill (1.2 quintal/day)
- Establishment of fish-feed mill (5ton/hr.)
- Establishment of Hatchery for coloured fishes
- Establishment of rearing field for medium size coloured fishes
- Establishment of field for integrated cultivation of coloured fishes
- Establishment of field for preparation of aquarium
- Preparation of pond for pisciculture at saline water
- Formation/ reconstruction of additional infrastructure for pisciculture at saline water
- Cost of production of pisciculture at saline water
- Construction of stall for retail sale of fish
- Construction of stall for retail sale of fish by females.

**Q-42: What are the schemes available for transportation of sea fish to the market and its preservation?**

**Ans:** Following are the types of support available for transportation of sea fish (after harvesting) to the market and its preservation:

- Purchase of refrigerator/ insulated trucks.
- Purchase of auto rickshaws (along with ice box).
- Purchase of motor cycle (along with ice box).
- Purchase of cycle (along with ice box).
- Setting up of stall for selling fish.

**Q-43: What are the schemes available for providing support to the micro and small industry sectors?**

**Ans:** For the development and growth of the micro and small industries there are various kinds of government support which can be availed by an entrepreneur/artisan. Such supports can be available through the Department of Micro and Small Industries of the State Government Some of such schemes are as under:

- Pradhan Mantri Employment Generation Scheme or PMEGP
- Micro and Small Enterprises Cluster Development Programme (MSECDP).
- Entrepreneur Development Programme (EDP).
- National Organic Gas Development Programme
- Loan for purchasing machines for handicraft.
- Deen Dayal Hathkargha Protsahan Yojana
- Silk Industry related Programme :
- Supply of high-quality mulberry sticks or seedlings.
- Provision of irrigation for mulberry cultivation.

**Q-44: What are the benefits that could be availed under the Pradhan Mantri Employment Generation Scheme or PMEGP?**

**Ans:** Under the Pradhan Mantri Employment Generation Scheme or PMEGP, financial assistance in the form of bank loan is available as per the following norms:

- Loan up to Rs.25 lakhs is provided to the industries engaged in production.
- Loan up to Rs.30 lakhs are provided to the industries engaged in providing services.
- Subsidy at a higher rate is provided for rural industries.
- Assistance is provided for preparing projects, training, marketing and related activities.

**Q-45: Who are entitled to get the benefits of the Pradhan Mantri Employment Generation Scheme or PMEGP?**

**Ans:** Following persons are eligible for support under PMEGP:

- Individuals above 18 years of age, Self-Help Group, Registered Societies, Production Cooperative Societies and Charitable Trusts are entitled to get the benefits of the scheme.
- Individuals should be at least VIII Standard pass for projects costing above 10 lakh in the manufacturing sector and above 5 lakh in the business/service sector.
- There is no upper or lower limit of family income. Only one family member from a family can get the benefit of this scheme.

**Q-46: Who can be contacted to seek the benefits from Pradhan Mantri Employment Generation Scheme or PMEGP?**

**Ans:** All information regarding this scheme is available with the Industrial Development Officer (IDO) at the Block level. The Khadi and Village Industries Commission is the implementing authority of PMEGP.

**Q-47: What is the role of a Gram Panchayat in development of livelihood opportunities?**

**Ans:** Primary function of the GPs is to plan and implement schemes for local economic development and social justice. GPs have key roles to play in expansion local livelihoods opportunities. GPs under the leadership of the Chairperson and full cooperation of the Members, Standing Committees, and the employees should make local people aware of various ongoing schemes of the Government for expansion of livelihood opportunities. They may mobilize local people and poor under the umbrella of SHGs and play the role of facilitator so that these groups/individual can access available services. GP can also plan and implement locally relevant schemes using their own resources and community contribution for ensuring livelihood of vulnerable sections of the society.

## Chapter-26

### Climate Change, Environmental Upgradation and Roles of Gram Panchayat

#### **Q-1: What do we mean by environment?**

**Ans:** The term 'environment' refers to the natural surroundings in which we live. It includes living or non-living things such as plants, animals, birds, soil, climate that surround us.

#### **Q-2: What are main reasons behind the environment related problems in rural areas?**

**Ans:** The key environment related problems in rural areas are water pollution, air pollution and soil pollution.

The main reasons for these pollutions are:

- Unregulated use of underground water
- Increased levels of chemicals in drinking water
- Open defecation in rural areas due to which drinking water gets contaminated by bacteria (e.g. Coliform). It is revealed that open defecation causing water borne and faecal borne diseases is a water pollution is a key reason for malnutrition in children.
- Soil as well as adjacent water bodies such as ponds, rivers get polluted due to increased use of chemical fertilizers and pesticides
- Due to urbanization, industrial wastes also pollute water bodies. When this polluted water is used for bathing, washing clothes or utensils etc. it leads to different diseases like diarrhoea, dysentery, typhoid, Hepatitis, and different skin diseases.
- Use of traditional *Chulhas*, using wood, dung or charcoal is the major source of air pollution in rural areas. The smoke coming out of these *Chulhas* creates health hazards to the women and children.
- Use of synthetic colours and preservatives in vegetables and food creates food pollution which creates negative effect on our health.
- Lack of awareness.

#### **Q-3: How does urbanization destroy the environment in rural areas?**

**Ans:** The impact of increasing urbanization on the environment of rural areas is as follows:

- Increased usage of vehicles pollutes the air,
- Due to increasing population more and more houses and roads are constructed which lead to cutting of trees and in turn create air pollution, soil erosion, and increase in temperature.
- Unregulated waste generation and disposal create health hazards.

#### **Q-4: How climate change and global warming affect environment?**

**Ans:** Owing to increasing level of air pollution and loss of trees and greenery, average temperature of the earth is increasing day by day. So climate is also changing as global warming is taking place. If this rise in temperature continues, it will cause consistent melting of glaciers and consequently the water level and temperature of the oceans and seas will rise. It will lead to extinction of flora and fauna in the future. Higher temperature leads to higher risk of vector borne diseases also.

#### **Q-5: Why have Gram Panchayats been given important roles in environment protection when there is a separate department for 'Environment'?**

**Ans:** Gram Panchayat, as local self-government, is nearest and closest institution for local people who acts as a guardian for them. Through neighbourhood level meeting, ward level meeting and Gram Sabha, Gram Panchayat can build a strong relationship with local people and use these

platforms of interactions for awareness generation on environmental issues. Climate change can have long lasting impact on agriculture and allied activities that remain as primary sources of livelihoods for local people. Hence, awareness and local actions under the leadership of the GPs on protecting environment, local ecosystems, practice of climate resilient agriculture and livelihood can have major impact on rural lives, livelihoods and environmental up gradation.

**Q-6: What are the key issues that Gram Panchayats have to consider to combat environmental degradation?**

**Ans:** Before taking up any infrastructure or service related activity, Gram Panchayat must consider its impact on the environment and ecology. Any activity with a potential to damage local natural ecosystem or environment should not be included in the Gram Panchayat Development Plan. If the activity is absolutely necessary for local development and overall wellbeing of the local residents, necessary actions may be taken by the GP for environmental safeguards in consultation with the concerned line departments to prevent environmental degradation.

**Q-7: What environment friendly measures can Gram Panchayats take to address environment related problems?**

**Ans.:** Gram Panchayat can take the following environment friendly measures to mitigate the problems of pollution at different levels:

- a) Ensuring availability of safe drinking water for each family
- b) Testing the quality of drinking water at regular intervals
- c) Proper management of solid and liquid waste
- d) Reduce dependence on plastic and create a plastic free environment
- e) Give importance to bio fertilizers and pesticides instead of chemical ones
- f) Initiative to develop community health and ensure hygienic habits
- g) Create mass awareness on regulated use of natural resources like water
- h) Prevent open defecation and promote hygiene, and overall cleanliness to prevent malnutrition and diseases like diarrhoea, dysentery, malaria, dengue etc.,
- i) Promote social forestry in mass scale.

**Q-8: What measures can a Gram Panchayat take to ensure supply of safe drinking water?**

**Ans:** Usually drinking water is supplied through pipeline or through tube well. To keep this water safe and pollution free the following measures can be taken:

- i) Construction of tube well platform and keep it clean,
- ii) It should be constructed above the ground level,
- iii) Water source should be kept at least 15 metre away from the soak-pit
- iv) Guidance and technical support must be taken from PHE dept. in arsenic and fluoride affected areas
- v) There should not be any holes in the pipes supplying water
- vi) Water testing should be done before initiating supply afterwards at regular intervals
- vii) Regular cleaning of water bodies, tanks and water sources.

**Q-9: What are the arrangements available in Gram Panchayats for water quality testing?**

**Ans:** The arrangements available at the Gram Panchayat level for water testing are:

Usually, there is one water testing laboratory per 3 Intermediate Panchayats. Some laboratories are under PHE department and some are managed by voluntary organisations. There is one Volunteer Facilitator for water quality testing per Gram Panchayat, who collects the water samples from tube

wells (public water sample) and bring these samples to the laboratories for testing. These facilitators also play a pivotal role in sharing of test results with the GP and the users. They also help in creating awareness on water quality in the community. Based on these water quality reports, GP takes necessary actions. Testing should be done at least once a year both for bacteriological and chemical contamination.

### **10) What measure can be taken to prevent water borne diseases?**

**Ans:** There are several ways to prevent water borne diseases:

- i) Drink only filtered or boiled water i.e. safe water
- ii) Store water in clean container and cover it,
- iii) Water containers should be cleaned regularly,
- iv) Always wash hands before and after preparing food or eating and children should be taught the importance of hand washing
- v) It is mandatory to wash hands with soap after using toilet
- vi) Preventing bathing, washing clothes or cleaning utensils in water sources that are used for supplying drinking water
- vii) Maintain cleanliness in and around the water bodies
- viii) Stop open defecation
- ix) Mass awareness among people through Information Education & Communication (IEC) activities

### **Q-11: What is meant by liquid waste? What measures can be taken by Gram Panchayats for disposal of liquid wastes?**

**Ans:** Liquid wastes can be defined as liquids primarily as waste water that are harmful and hazardous to human, animals and the environment. Primary sources of liquid wastes are water from household toilets, kitchens, liquid wastes from commercial areas such as markets, health centres, community toilets etc. Waste water is an enabling habitat for harmful bacteria and other vector organisms. It also spreads bad odour and creates a filthy environment in the locality. Gram Panchayats can take proper liquid waste disposal initiative like:

- a) There should not be any stagnation of water in the sewage drains
- b) Regular cleaning of the sewage drains
- c) Construction of toilets not closer than 15 meters from any water source,
- d) Regular cleaning of the toilets
- e) Arrangement of water for cleaning is must in each and every toilet
- f) Urination should not be in open space
- g) Any plastic object must not be stuck in the drain

### **Q-12: What initiatives can a Gram Panchayat take to reduce dependence on plastic?**

**Ans:** Gram Panchayat can take following initiatives to reduce dependence on plastic:

- Mass awareness generation through awareness camps and IEC
- Campaigning should be done in the common platforms like neighbourhood level meetings, ward level meetings, gram Sabha and also in schools
- Standing committees should be conscious and take leading role while making Plans keeping in mind the 4R Principle, i.e.:
  - ☞ Refuse
  - ☞ Reduce
  - ☞ Reuse and
  - ☞ Recycle of plastic products

**Q-13: What do we mean by solid waste? What measures can Gram Panchayat take for solid waste management?**

**Ans:** Solid waste means any garbage or discarded items from house hold, market, different institutions, industries, agricultural operations etc. It may be organic like left over food, vegetable peels etc. and inorganic waste like battery, glass, wood, plastic etc.

Gram Panchayat has taken different initiatives for solid waste disposal and reduce waste generation from time to time. Its major initiatives are:

- Awareness and practice regarding keeping the organic and inorganic wastes separately in each and every household. During collection of the garbage this method of segregation should be followed.
- Disposal of solid waste should be done far away from the habitations.
- One of the important methods of waste treatment is composting which should be followed. There are two-way benefits of compost fertilizers: they reduce chemical pollution and increase income generation avenues.

**Q-14: Why standing committees / sub-committees need to be active for protecting environment?**

**Ans:** The sub-committees of Gram Panchayat have roles relating to civic amenities and other environment related issues like sanitation, community health management, supply of safe drinking water, waste management etc. Members of these committees can play a pivotal role in the process of conservation of environment while preparation of GPDP. Gram Sabha, Ward level meetings have become mandatory where specific issues detrimental to the village as a whole can be discussed openly and community consensus may be created. These meetings can be used as a platform for infusing environmental conservation practices.

Members of Industry and Infrastructure sub-committee should take into consideration while construction of roads and other infrastructure –

- a) Avoid fertile agricultural land, wet lands, sensitive areas,
- b) Avoid taking soil from embankment and hill areas
- c) Adequate drainage facilities during construction of roads
- d) A plantation plan for raising at least twice the number of trees felled will have to be prepared and implemented
- e) Surplus soil needs to be utilized appropriately and waste should be disposed properly

**Education and Public Health sub-committee should oversee that –**

- 1) Construction of SSK, MSK, AWC should be such that classrooms have adequate space for making healthy sitting arrangements for students
- 2) Building of separate toilets for girl students in AWC & other schools to ensure retention of girls specially for the schools where adolescent girls are there. Toilets should be functional and clean. Because maintaining cleanliness is very important for adolescent girls for their overall health and to conceive in future.
- 3) Adequate water facility for washing hands before eating mid-day meals and cooking mid-day meals in schools and AWC is a must.
- 4) Facility for clear and safe drinking water for schools and AWC is necessary.

**Agriculture and allied sub-committee may be take into consideration to –**

- i) Promote organic and bio-fertilizer and bio-fertilizer for healthy environment,
- ii) Promote technologies which require less water for cultivation to save underground water
- iii) Ensure environment friendly seeds and crops which can adjust with changing climate

**Women & Child Development sub-committee should take care about the –**

- a) Enrolment of all woman and child under ICDS for complete immunization and supplementary nutrition, awareness regarding cleanliness at home and hygiene education
- b) Facilitate to bring at least one woman from each family under NRLM programme to produce bio-fertilizer, bio-pesticides, high quality seeds which are environment friendly, eco-friendly packaging etc.
- c) Promote immunization among all sections and breast feeding
- d) Help families for new born care and care for pregnant women to reduce child mortality and maternal mortality
- e) Facilitate for family planning and reproductive health care services
- f) Ensure smokeless *Chulhas* and adequate ventilation for betterment of health of women and to protect environment
- g) Organise social awareness campaigns on child marriage, teenage pregnancy, women and child trafficking, women literacy, hygiene education for adolescent girls etc.

**Q-15: How can Anganwadi centres and schools be made child-friendly?**

**Ans:** Following initiatives may be taken to make AWCs and schools more child friendly:

- Develop a kitchen garden to grow locally available vegetables which can be used for mid-day meals which can improve the quality of mid-day meals
- Ensure safe and clean drinking water supply
- Ensure clean and functional toilets
- Ensure clean kitchen for mid-day meals
- Ensure hand-washing provisions
- Ensure extra nutritional support for severely malnourished child.

**16) What kind of environment friendly work can a Gram Panchayat do with its fund? What funds are used for it?**

**Ans.:** Gram Panchayat should not include any activity which has the potential to damage the environment. Some examples of environment friendly activities are:

- i) Social forestry
- ii) Nursery making,
- iii) Vermin composting
- iv) Proper drainage facility
- v) Protection and cleaning of waterbodies,
- vi) Developing system for solid and liquid waste management,
- vii) Solar street light installation
- viii) Rainwater harvesting
- ix) Aware people for maintaining community health and cleanliness
- x) Campaigning for regular use of toilets
- xi) Organising camps for social awareness
- xii) Arrangement for supplying safe drinking water

**The funds that may be used for such works include -**

- i) Own source revenue (OSR),
- ii) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS),
- iii) Central Finance Commission (CFC)

iv) State Finance Commission (SFC)

v) People's contribution

**Q-17: What role can citizens play in protecting environment?**

**Ans:** It is the duty of every citizen to protect the environment. As a responsible citizen people -

- Should clean their own house and its surroundings
- Should not throw garbage outside their house
- Should not go for open defecation
- Should not dip hands in drinking water
- Should not spit in public places
- Minimise use of plastic
- Make habits for individual cleanliness
- Plant trees wherever open places are there
- Use organic fertilizer instead of chemicals
- Use only paper or cloth bag instead of plastic
- Habits for not to waste tap water
- Make kitchen garden

## Chapter-27

### Conservation of Bio-Diversity and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is Biodiversity?

**Ans:** Biodiversity refers to the variety of life on earth at each level – i.e. plants, insects, birds, animals and microorganism which together make a good and healthy environment.

#### Q-2 : What are the different types of biodiversity?

**Ans:** Biodiversity is classified mainly in to:

- (i) Diversity within species (genetic diversity)
- (ii) Diversity between species (species diversity)
- (iii) Diversity between ecosystems (ecosystem diversity)

#### Q-3: What is the position of most of the rural areas in respect of biodiversity?

**Ans:** There is an amazing variety of climate and natural habitats in most of the rural areas in India. Owing to the large variety of climate and nature, the magnitude of biodiversity in India also varies a lot. There are a variety of wild lives including Indian Rhinoceros, Indian Elephant, Deer, Leopard, Royal Bengal Tiger and Crocodiles of Sundarban, Salamander of Himalayas, Sea Turtle, Red Panda, many bird species, Gangetic Dolphin and a huge variety of Fishes and Snakes. These all comprise a huge natural resource but many of them are endangered at present.

#### Q-4: What are the major threats to biodiversity?

**Ans:** Biodiversity is under serious threat as a result of population growth and invasive human activities in natural habitats of plants and animals. The major threats to biodiversity are:

- a) Deforestation and habitat loss
- b) Urbanization and industrialization
- c) Climate change and global warming
- d) Over exploitation of natural resources and
- e) Environmental degradation

#### Q-5: How is biodiversity affected by pollution in rural areas?

**Ans:** Like the urban areas, pollution has far-reaching negative effects on biodiversity in rural areas also. Due to deforestation, millions of species have faced the problem of habitat loss. Deforestation also causes climate change. Increasing use of chemical fertilizers and pesticides causes soil pollution which in turn causes water pollution and it becomes unfit for the fish to survive in contaminated water. Deposition of industrial and agricultural wastes in local water bodies pollute the flora and fauna which in turn affects the livelihood of local people.

#### Q-6: Why do we need to protect biodiversity?

**Ans:** Biodiversity is the key indicator of the health of an ecosystem. Healthy ecosystems provide us:

- a) food
- b) clean water
- c) healthy air
- d) good soil
- e) raw materials for medicines
- f) raw materials for cloths

- g) enabling environment for agriculture
- h) healthy climate to survive

We need to protect biodiversity because we are largely dependent on it. It can be said that protecting biodiversity is protecting ourselves.

**Q-7: What measures are taken to conserve biological diversity?**

**Ans:** Protection of bio diversity was taken as an international commitment in the convention organised in Rio de Janeiro, Brazil in 1992 at the Earth summit. It is known as ‘Convention on Biological Diversity’ (CBD), which is a multilateral treaty. It was opened for signatures from 5<sup>th</sup> June, 1992. India signed this treaty in 1993. Since then several measures are adopted in India to conserve biodiversity.

**Q-8 : What are the major goals of Convention on Biological Diversity (CBD)?**

**Ans:** The Convention on Biological Diversity has three major goals –

- i) Conservation of biodiversity
- ii) Sustainable use of biodiversity
- iii) Fair and equitable sharing of the benefits arising from the use of genetic resources.

**Q-9: What was the Biological Diversity Act enacted in India?**

**Ans:** As a signatory to the Convention on Biological Diversity, India was to enact a comprehensive legislation to achieve the objectives of the CBD. As such, in 2002, India enacted the Biological Diversity Act and subsequently in 2004, the Biological Diversity Rules came into effect for fulfilling the three main objectives of the convention. This act envisages a three-tier system for implementing the same with the National Biodiversity Authority at the apex, each state with its individual State Biodiversity Board and each local body with a Biodiversity Management Committee (BMC)

**Q-10: What is the Biological Diversity Act, 2002?**

**Ans:** As per the Biological Diversity Act, 2002 [section 41], every local body shall constitute a Biodiversity Management Committee (BMC) within its area.

**Q-11: What is the procedure of constituting BMC as per the Biological Diversity Rules?**

**Ans:** The BMCs shall be constituted as per the provisions of Rule 22 of The Biological Diversity Rules, 2004.

- Each BMC will consist of a chairperson and not more than six persons. All the six members will be nominated by the local body. Out of these 7 members not less than one third should be women and not less than 18% should belong to the Scheduled Castes / Scheduled Tribes.
- The constituted BMC shall have a tenure of three years.
- The local member of Legislative Assembly and Member of Parliament would be special invitees to the meetings of the committees.

**Q-12: What are the main functions of a BMC?**

**Ans:**

- The main functions of the BMC is to prepare People’s Biodiversity Register (PBR) in consultation with local people. The Register shall contain comprehensive information on the local biological resources (past and present status) traditional knowledge associated with them like medicinal use or any other use, local management practise and people’s aspirations.
- The BMC shall also maintain a register giving information about the details of the access to biological resources and traditional knowledge granted, details of the collection fee imposed and details of the benefits derived and the mode of their sharing.

- The BMC shall also be responsible for taking care of the management of Biodiversity Heritage sites declared under its jurisdiction.
- The BMC shall take initiative to generate awareness regarding biological resources available in the locality.

**Q-13: What will be the topics for People's Biodiversity Register (PBR)?**

**Ans:** The main topics which the People's Biodiversity Register (PBR) should contain are:

- i) Demography of the area,
- ii) Nature of land of that area,
- iii) Nature of life of local people,
- iv) Livelihood of the local people, and
- v) Scenario with the change of time.

**Q-14: From whom can data be collected for PBR?**

**Ans:** Data can be collected from two (2) sources for preparing the PBR.

**Firstly**, in consultation with the local people or communities who have the knowledge of local plants, animals, insects, snakes etc. traditionally.

**Secondly**, from the direct observations of the documentation team.

**Q-15: How can PBR help to find out our extinct plants and animals/extinct species?**

**Ans:** Till now 140 no. of PBR have been prepared and documented. From the traditional information documented in this PBR some endangered species of animals have been recovered, some traditional (or indigenous) species of fish have been saved and some rare species of native rice variety have comeback. As this process includes participation of local people, their livelihood has also expanded.

**Q-16: What is Access and Benefit Sharing (ABS)?**

**Ans:** The concept of Access and Benefit Sharing stems from the Convention on Biological Diversity (CBD). It is a legal framework that defines the fair and equitable sharing of benefits arising from the use of genetic resources. As per this legal framework any person or organisation has to pay a charge or fee to BMC of that area falling within its natural jurisdiction, for accessing or collecting any biological resources for commercial purposes. It contributes to the conservation and sustainable use of biodiversity of that area.

**Q-17: What is the role of a Gram Panchayat in conservation of biodiversity?**

**Ans:** As a local self Govt., Gram Panchayats are the nearest institutions of rural local people. So, to protect environment and conserve biodiversity, only Gram Panchayats can make people understand about the importance of conservation of biodiversity at the local level. It can practice environmental education, awareness and training, eco-clubs in schools, engage NGOs for this purpose etc. for biodiversity conservation. For this purpose, GPs may facilitate preparation of PBR while using indigenous knowledge of local people. In this way, awareness generation of local people will also increase.

There are also platforms for awareness in Gram Panchayats like neighbourhood level meeting, ward level meeting, Gram Sabha etc. where local people, irrespective of their caste, class and sex, can participate and share their valuable knowledge about local issues and problems. This knowledge can be used for mapping natural resources of any village or Gram Panchayat. These common platforms can be used to find out any extinct plants or animals.

Also, there are four (4) major goals out of 17 Sustainable Development Goals (world wide) to protect, restore and promote environmental health and promote sustainable use of ecosystems, sustainably manage forests, halt and reverse land degradation and halt biodiversity loss.

To achieve these goals Gram Panchayats have to set local level targets based on the indicators.

## Chapter – 28

### Disaster Management and Roles of Gram Panchayat

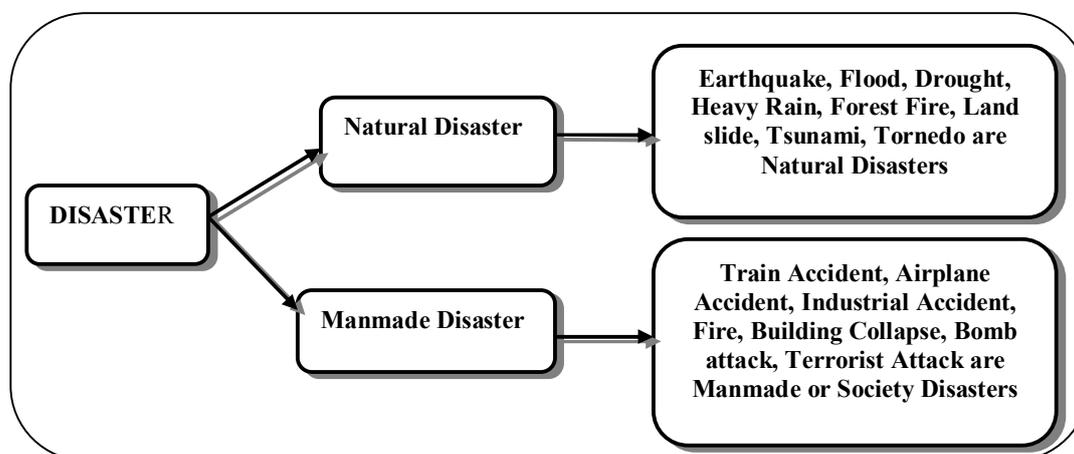
*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What do we mean by Disaster?

**Ans:** A disaster is a sudden, calamitous event that seriously disrupts the functioning of a community or society and causes human, material, and economic or environmental losses. It may happen as natural calamity or sometime as a result of human activity. On the basis of gravity and seriousness of the situation, Central and State government have to take necessary measures for rescue, relief and rehabilitation. In most of the cases, it is not possible to forecast the happening of a disaster.

#### Q-2: What are the different types of Disaster?

**Ans:** A disaster can be a natural phenomena or manmade. Types of disaster can be classified in the following table.



#### Q-3: What is Disaster Management?

**Ans:** Disaster Management can be defined as management of resources and responsibilities for dealing with all humanitarian aspects of emergencies in terms of preparedness, response and recovery in order to reduce the adverse impact.

There are three components of Disaster Management. These are:

- 1) Preparedness for advance disaster combat planning.
- 2) Plan for combating disaster during occurrence.
- 3) Plan for post disaster management.

#### Q-4: Is there any Act for Disaster Management? If so when did it come into force?

**Ans:** Yes, there is an Act named ‘The Disaster Management Act, 2005’ which came into force on 23<sup>rd</sup> December 2005.

#### Q-5: What necessary steps have been taken as per Disaster Management Act, 2005?

**Ans:** According to the Disaster Management Act, following authorities have been formed at different levels:

- National Disaster Management Authority (NDMA) at National level.
- State Disaster Management Authority (SDMA) at State level.
- District Disaster Management Authority (DDMA) at District level.

- Local Disaster Management Authority (LDMA) at Local level.

According to the Disaster Management Act, local authorities such as: Municipalities, Municipal Corporations, Panchayati Raj Institutions etc. will function as Local Disaster Management Authorities.

**Q-6: What is the main objective of the Disaster Management Act?**

**Ans:** The main objective of the Act is preparation and execution of plan for combating disaster in a collective and continuous process. The important factors for such implementation process are:

- Preparedness for minimising the risk, loss and damage of any type of disaster.
- Preparedness for capacity building for combating any types of disaster.
- Preparedness for timely action to be taken during occurrence of disaster.
- Preparedness for assessment of loss and damage immediately after the disaster.
- Preparedness for rescue, relief and rehabilitation during and immediately after the disaster.

**Q-7: What are the objectives of the State Disaster Management system?**

**Ans:** The objectives of State Disaster Management system are:

- Identification of disaster-prone areas and include them in the disaster management plan.
- Preparation of necessary plan for disaster management with the help of local government i.e. urban local bodies in urban areas and Panchayati Raj Institutions in rural areas with the coordination of different line departments for combating and minimising the after effect of the disaster.
- Immediate necessary actions to be taken after disaster.
- Capacity building trainings at different levels for the purpose of combating the situation at the time of occurrence.
- Reduction of social, common and personal property losses.
- State level Disaster Management Centres should be functional continuously.
- Activeness of disaster response communications during occurrence and after disaster rescue operations.
- Technological advancement in active communications.
- Active mechanisms of immediate responses to disaster affected areas with rescue, relief and rehabilitation.
- Reconstruction works after disaster.
- Priority of rescue, relief and rehabilitation for children, women, elderly and persons with special need.
- Future development and planning for combating disaster.

**Q-8: How is Disaster Management Plan prepared at different levels?**

**Ans:**

- Gram Sansad or Village constituency is the lowest level for Disaster Management Planning. Gram Sansad Disaster Management Plan (GPDMP) should be prepared on the basis and analysis of Gram Sansad level area wise situation, proneness and risk of the disaster, previous disaster incidents and damages etc.
- Preparation of Gram Panchayat Disaster Management Plan (GPDMP) on the basis of Constituency level plan documents.
- Preparation of Block Disaster Management Plan (BDMP) on the basis of Gram Panchayats wise plan documents.
- Preparation of District Disaster Management Plan (DDMP) on the basis of Block wise plan documents.

- Preparation of State Disaster Management Plan (SDMP) on the basis of Districts wise planning documents.

**Q-9: What kind of information is required for preparation of Disaster Management Plan at Gram Panchayat level?**

**Ans:** Collection and compilation of the following information would be required for preparation of disaster management plan at the Gram Panchayat level:

**a. Profile of the Gram Panchayat:**

- Description of geographic location of the Gram Panchayat.
- Constituency-wise description of every household at the Gram Panchayat level.
- Description of the population list of the Gram Panchayat.

**b. Description of the areas of the Gram Panchayat:**

- Map of the area
- Ownership of the land
- Cropping pattern
- Livelihood
- Literacy rate
- Source of drinking water
- Irrigation types and source of irrigation
- Information on small scale irrigation installations
- Measurement non- irrigated but rain fed agricultural lands
- Infrastructure
- Transportation and communication
- Financial institutions.
- Description of high lands, if any
- Resources of the area
- Secured places
- Appropriate godown for storing of relief materials
- Industries of the area
- NGOs
- Profile of the volunteer workers.
- Local disaster management specialists
- Secure and alternative roads
- Weather and rainfall of the area
- Rivers and canals
- River dam
- Water capacity of the river

**c. Analysis of Risk and Disaster Proneness:**

- Previous years' disaster report
- Seasonal disaster pattern
- Population of the area
- Distance of the village from the disaster prone areas

**d. Strategies for Reduction of Risk and Impacts:**

- Short term
- Long term

**Q-10: What is Indian Disaster Resource Network (IDNR)?**

**Ans:** The Indian Disaster Resource Network or IDNR is a web-based information centre, which is maintained by Ministry of Home Affairs, Government of India. This National level information centre provides two types of information – (a) Disaster specialist resource persons, and; (b) Technologically advanced tools for combating disaster. The centre uploaded 226 types of State and district level information. District level information has been uploaded in the portal under supervision and leadership of District Magistrate (DM)/District Collector (DC).

**Q-11: What is the role of the Gram Panchayat in Disaster Management?**

**Ans:** As a local self-government, Gram Panchayat or Panchayati Raj Institutions play a very vital role in the matter of Disaster Management. Therefore, it is important to have effective preparedness at the Gram Panchayat level for combating the disaster if it occurs.

Accordingly, necessary steps need to be taken at the Gram Panchayat level. These are:

- To arrange awareness campaigns on Disaster Management in the Gram Panchayat area.
- To arrange mass campaigns, discussions, and trainings for reduction of disaster risks, negative impacts and control of damages in the Gram Panchayat area.
- Capacity building training of Gram Panchayat leadership, members and workers on adaptation of different techniques for disaster management strategy.
- Preparation of area wise disaster management strategy.
- Awareness campaign at the Gram Panchayat level on roles and responsibilities of the citizens for necessary steps and precautionary measures for pre, during and post disaster management.
- On the analysis and basis of Gram Panchayat Disaster Management Plan, emphasis should be given for infrastructural development in Gram Panchayat planning process on long term (5 years) and short term (one year) basis.

**Q-12: What is the role of Gram Panchayat members in Disaster Management?**

**Ans:**

- As Gram Panchayat members, they should be aware of each and every information of the area of village constituency, especially those areas prone to disaster.
- To assist Gram Panchayat Disaster Management Planning and Implementation process
- To initiate and organise mass campaigns for spreading awareness among people on disaster and its negative impacts.
- To identify all the members of the NGOs and local clubs in the Gram Sansad areas who are experienced with Disaster Management and involve them in the Disaster Management Planning process.
- Involve themselves strongly for effective implementation of the Gram Sansad Disaster Management Plan.
- To assist Gram Sansad wise Disaster Management Planning with priority to the Scheduled Castes, Scheduled Tribes and Other Backward Classes, women, children, and aged men and women.

## Chapter-29

### Mission Antyodaya Framework, Evidence-Based Local Development and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is Antyodaya?

**Ans:** Antyodaya means development of those who are at the last step of the social structure i.e. development of the poorest of the society.

#### Q-2: What is Mission Antyodaya?

**Ans:** Mission Antyodaya is a campaign launched by the Ministry of Panchayati Raj and Ministry of Rural Development, Government of India on November 9, 2017 to develop 50,000 most backward Gram Panchayats (GPs) in India on cluster basis in 1000 days.

#### Q-3: What is the background of Mission Antyodaya?

**Ans:** Since several years back, the Governments have been trying to support the rural poor to get rid of poverty but very little achievement could be made on that. There has been comprehensive research done about the investment and outcome by institutions of repute and the Government functionaries also. The research has led the whole machinery to come up with following findings which facilitated the evolution of Mission Antyodaya Framework. The major findings are as following:

- Evidence of convergence reducing poverty, raising incomes - IRMA Study.
- ‘Communitization’ through Women SHGs improves education, health, nutrition indicators.
- Saturation approach creates many more ‘islands of success’ - Only Hiwre Bazaar?
- Leveraging bank loans promotes an enterprise model.
- Many initiatives provide for universal coverage of the eligible beneficiaries - Ujwala, internet, Bank accounts.
- Integral positive co-relation among infrastructure, human development and sustainable economic well-being.
- 5000 islands of successful Rural Clusters over 1000 days will be transformational.

#### Q-4: What do we mean by framework?

**Ans:** In the context of development, framework is a tool which provides an idea about what to be worked on.

#### Q-5: What is the Mission Antyodaya Framework?

**Ans:** Mission Antyodaya Framework is a list of parameters which is used for capturing real time economic and human development data of villages and to be used by GPs for planning and monitoring of development.

#### Q-6: What is the objective of Mission Antyodaya?

**Ans:** The objective of Mission Antyodaya is to eradicate poverty from 50,000 extremely backward GPs in 1000 days making focused interventions on Infrastructure development, Economic and Livelihood development, Health, Nutrition & Sanitation and Women Empowerment. These 50,000 GPs are to be created as ‘Schools of Excellence’ for developing all the 2.5 lakh GPs in India.

#### Q-7: Is Mission Antyodaya enforced only in rural areas?

**Ans:** Yes. It is enforced only in rural areas.

**Q-8: What are the names of GPs where Mission Antyodaya is applied?**

**Ans:** Mission Antyodaya website displays names of 50,000 GPs which may be found on the website under 'Report' section.

**Q-9: What is 'Aspirational District' Programme?**

**Ans:** The programme named '*Transformation of Aspirational Districts*' was launched by the Prime Minister of India in partnership with NITI Aayog and States in January 2018. An Aspirational district is a district of India which is extremely backward in terms of infrastructure, economy and social development as per the assessment of NITI Aayog and is harping to be developed. Each village and town of an Aspirational District is to be developed with assurance of social justice. There are 115 districts across the nation under this programme. A list of the Aspirational Districts under '*Transformation of Aspirational Districts*' programme is provided in *Annexure-1*.

**Q-10: Is there any connection between Aspirational District and Mission Antyodaya?**

**Ans:** Yes. '*Transformation of Aspirational Districts*' is supported by Mission Antyodaya. There are 8600 Mission Antyodaya GPs which are part of aspirational districts. In these GPs also, Mission Antyodaya is implemented with the same goal.

**Q-11: What does a GP need to access Mission Antyodaya data?**

**Ans:** To access the Mission Antyodaya data, a GP needs a smartphone or a computer and internet connectivity.

**Q-12: What does a GP need to upload/update its data on Mission Antyodaya portal?**

**Ans:** To upload/update data, a GP needs to have a User Id and Password (which is provided to each Mission Antyodaya GP), a smartphone or a computer and internet connectivity.

**Q-13: How can a GP use the Mission Antyodaya Framework for poverty reduction?**

**Ans:** A GP can use Mission Antyodaya Framework to understand the following things:

- The status of a GP in terms human and economic development.
- The gap analysis report of GP in terms of economic and human development.
- Suggestions on the required interventions for overall development of the GP.

After knowing all these, a GP will be able to address the issue of poverty by planning actions and ensuring people's participation in implementation and monitoring of development activities.

**Q-14: Who monitors Mission Antyodaya?**

**Ans:**

**At Central Level-**

- a. The Prime Minister with Chief Ministers of States and NITI Aayog.
- b. The Steering Committee under Cabinet Secretary.

**At State Level-**

- a. A State level coordination committee under the Chief Minister.
- b. A Steering Committee under the Chief Secretary.

**At District level-**

- a. The DISHA Committee at district level.

**At Block Level-**

- a. The Block Panchayat.

**At GP Level-**

- a. The GP level standing committees along with Gram Sabha.

**Q-15: How much money does a GP/ Block Panchayat/ District Panchayat get under Mission Antyodaya?**

**Ans:** Since Mission Antyodaya is not a scheme, a GP does not get any money under it. The goal of Mission Antyodaya has to be fulfilled by optimum utilization of resources provided under different schemes of the State and Central Governments.

**Q-16: Who is the nodal officer of Mission Antyodaya in Block?**

**Ans:** A nominated officer apart from the BDO looks after the whole implementation of Mission Antyodaya at block level. The nomination is done by the District Panchayat Officer considering the recommendation of *Block Panchayat*. The BDO coordinates and monitors all the activities with higher officials and ground level workers.

**Q-17: Which State Government schemes are there under Mission Antyodaya at a Gram Panchayat (GP) level?**

**Ans:** In all States, there are schemes for education, health, livelihood generation, women empowerment and infrastructure development. All schemes for these goals come under Mission Antyodaya.

**Q-18: Which Central Government schemes are there under Mission Antyodaya at a Gram Panchayat (GP) level?**

**Ans :**

- i. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) for providing wage employment
- ii. National Rural Livelihoods Mission (NRLM) for self-employment and skill development
- iii. Housing for All : Pradhan Mantri Awaas Yojana - Grameen (PMAY-G) for providing housing to BPL households
- iv. Pradhan Mantri Gram Sadak Yojana (PMGSY) for construction all weather roads of good quality
- v. National Social Assistance Programme (NSAP) for social pension
- vi. Integrated Watershed Management Programme (IWMP) for improving the productivity of the land.

**Q-19: Who are responsible for feeding data of villages in Mission Antyodaya Framework?**

**Ans:** The officials who operate at village or panchayat get appointed by District Panchayat office for data collection. Their training for the same is done by the SIRD/DTC/ETC.

**Q-20: Who verifies the data which is captured in Mission Antyodaya Framework at GP level?**

**Ans:** The Gram Sabha verifies the data at GP level and the nodal officer for Mission Antyodaya at Block level.

**Q-21: Who manages the data that is collected in Mission Antyodaya Survey at District and State level?**

**Ans:** The nodal officer for Mission Antyodaya in District Panchayati Raj Department and the nodal officer at State Rural Development/Panchayati Raj Department.

**Q-22: In which web portal can a common villager access the data of his/her village?**

**Ans:** <https://missionantyodaya.nic.in>

**Q-23: What can a Gram Panchayat do with Mission Antyodaya data?**

**Ans:** A GP can utilize Mission Antyodaya data in the following ways:

- To tally and find out the outcomes of development works done in previous years.
- To understand what should be included in further plan and discuss in General Meeting citing the Mission Antyodaya Gap analysis report.
- To make people understand that how a GP is being developed and in what direction is it moving.
- To utilise the data in preparation of Gram Panchayat Development Plan (GPDP).

**Q-24: What is the role of Elected Representatives of a GP in implementation of Mission Antyodaya?**

**Ans:** Elected representatives at GP level are expected to lead the implementation in their respected GPs and keep check on the originality of the data being fed in the Mission Antyodaya Survey.

**Q-25: What is LGD code?**

**Ans:** LGD is the abbreviated form of Local Government Directory. It is a unique code given to each and every GP for easy reference at any level of governance.

**Q-26: What is benchmark?**

**Ans:** In Mission Antyodaya Framework, benchmark contains the elements of a developed GP. It is used for assessing the GPs to ensure that all the GPs are equally developed.

**Q-27: What benchmarks are used under Mission Antyodaya Framework to rank GPs?**

**Ans:** There are 48 benchmarks in 4 sections. The sections are

1. Infrastructure development
2. Economic Development and Livelihood
3. Health, Nutrition and Sanitation
4. Women Empowerment.

All the benchmarks are available in the Mission Antyodaya format which can be downloaded from Mission Antyodaya web portal.

**Q-28: What does the Central and State Government do with rankings of Gram Panchayats?**

**Ans:** On the basis of ranking of GPs and districts, all States are also ranked. This ranking provides the States an opportunity to decide their action plan and the Central Government understand where to focus more.

**Q-29: On what elements and how does a GP get ranked?**

**Ans:** Mission Antyodaya Framework has fixed the guidelines to mark the elements of each aspect of the GP. The detailed marking framework is given in [Annexure-2](#).

**Q-30: How can the Mission Antyodaya Framework be used for GPDP?**

**Ans:** Mission Antyodaya Framework can be used for GPDP in the following ways:

- Understanding the situation of the GP.
- Understanding the needs of the GP.
- Analyzing the development that has taken place from previous works done.

**Q-31: How does Mission Antyodaya ensure that women and weaker sections of the society are getting livelihood opportunities?**

**Ans:** Mission Antyodaya has given special focus on women and weaker sections in the ranking benchmark. If the GP is doing good on providing livelihood to women, it will score better on women empowerment and livelihood benchmarks. And if it is not doing, the concerned authorities will come to know which benchmarks needs special attention.

**Q-32: Where can one get to know about Mission Antyodaya Framework?**

**Ans:** On the website <https://missionantyodaya.nic.in>

**Q-33: What is ‘evidence’ in Mission Antyodaya and how can it support GPDP?**

**Ans:** There are two types of evidences being used in Mission Antyodaya:

- I. The verified data of GP in Mission Antyodaya Questionnaire (used for GP survey)
- II. The image captured with geo tagging.

**Q-34: What evidence can a GP get from the Mission Antyodaya Framework for the purpose of GPDP?**

**Ans:** It gets the baseline of GP for different aspects like infrastructure, health, education, women empowerment and sanitation. Based on the baseline, it can decide what kind of projects are actually needed for the holistic development of a GP area.

**Q-35: What evidence can any citizen get from Mission Antyodaya data so that she/he can monitor the implementation of GPDP?**

**Ans:** The images of Gram Sabha meeting, GPDP of the current and previous years and basic data of the GP in Mission Antyodaya Format are the evidences that can be availed of. The website may provide information about facilitators report.

**Q-36: How can a GP reduce poverty by using Mission Antyodaya Framework?**

**Ans:** By identifying the really needy people and paying focus on their health, education, livelihood and sanitation.

**Q-37: How can a GP focus infrastructure development by using Mission Antyodaya Framework?**

**Ans:** By using Mission Antyodaya Framework, a GP can understand what basic infrastructure development is needed for a GP to take care of its population. During work, the Mission Antyodaya Data may help a GP in tracking the progress of development and proceed further.

**Q-38: What does a GP need to assess its poverty level on the basis of Mission Antyodaya Framework?**

**Ans:** The ranking of the GPs which is done by Mission Antyodaya officials on the basis of data verified.

**NITI Aayog**

**Annexure-1**

List of 115 Aspirational Districts

State	NITI Aayog'30 Districts	Ministries pool of 50 districts	MHA 35 LWE Districts	Total
Andhra Pradesh		1. Vizainagram	1. Visakhapatnam	3
Andhra Pradesh		2. Cuddapah		
Arunachal Pradesh		1. Namsai		1
Assam	1. Darrang	1. Udalgiri		7
Assam	2. Dhubri	2. Hailakandi		
Assam	3. Barpeta			
Assam	4. Goalpara			
Assam	5. Baksa			
Bihar	1. Katihar	1. Khagaria	1. Aurangabad	13
Bihar	2. Begusarai	2. Purnia	2. Banka	
Bihar	3. Sheikhpura		3. Gaya	
Bihar	4. Araria		4. Jamui	
Bihar	5. Sitamarhi		5. Muzaffarpur	
Bihar			6. Nawada	
Chhattisgarh		1. Korba	1. Bastar	10
Chhattisgarh		2. Mahasamund	2. Bijapur	
Chhattisgarh			3. Dantewada	
Chhattisgarh			4. Kanker	
Chhattisgarh			5. Kondagaon	
Chhattisgarh			6. Narayanpur	
Chhattisgarh			7. Rajnandgaon	
Chhattisgarh			8. Sukma	
Gujarat		1. Narmada		2
Gujarat		2. Dahod		
Haryana		1. Mewat		1
Himachal Pradesh		1. Chamba		1
Jammu and Kashmir		1. Kupwara		2
Jammu and Kashmir		2. Baramula		
Jharkhand	1. Sahebganj	1. Godda	1. Latehar	19
Jharkhand	2. Pakaur		2. Lohardaga	
Jharkhand			3. Palamu	
Jharkhand			4. PurbiSinghbhum	
Jharkhand			5. Ramgarh	
Jharkhand			6. Ranchi	
Jharkhand			7. Simdega	
Jharkhand			8. West Singhbhum	
Jharkhand			9. Bokaro	
Jharkhand			10. Chatra	
Jharkhand			11. Dumka	

Jharkhand			12. Garhwa	
Jharkhand			13. Girdih	
Jharkhand			14. Gumla	
Jharkhand			15. Hazaribagh	
Jharkhand			16. Khunti	
Karnataka		1. Yadgir		2
Karnataka		2. Raichur		
Kerala		1. Wayanad		1
Madhya Pradesh	1. Damoh	1. Chhatarpur		8
Madhya Pradesh	2. Singrauli	2. Rajgarh		
Madhya Pradesh	3. Barwani	3. Guna		
Madhya Pradesh	4. Vidisha			
Madhya Pradesh	5. Khandwa			
Maharashtra	1. Nandurbar	1. Washim	1. Gadchiroli	4
Maharashtra		2. Osmanabad		
Manipur		1. Chandel		1
Meghalaya		1. Ribhoi		1
Mizoram		1. Mamit		1
Nagaland		1. Kiphire		1
Odisha	1. Rayagada	1. Kandhamal	1. Koraput	8
Odisha	2. Kalahandi	2. Gajapati	2. Malkangiri	
Odisha		3. Dhenkanal		
Odisha		4. Balangir		
Punjab		1. Ferozpur		2
Punjab		2. Moga		
Rajasthan	1. Baran	1. Dholpur		5
Rajasthan	2. Jaisalmer	2. Karauli		
Rajasthan		3. Sirohi		
Sikkim		1. West Sikkim		1
Tamil Nadu		1. Ramanathapuram		2
Tamil Nadu		2. Virudhunagar		
Telangana		1. Bhoopalpalli	1. Khammam	3
Telangana		2. Asifabad		
Tripura		1. Dhalai		1
Uttar Pradesh	1. Chitrakoot	1. Chandauli		8
Uttar Pradesh	2. Balrampur	2. Siddharthnagar		
Uttar Pradesh	3. Bahraich	3. Fatehpur		
Uttar Pradesh	4. Sonbhadra			
Uttar Pradesh	5. Shravasti			
Uttarakhand		1. Haridwar		2
Uttarakhand		2. Udham Singh Nagar		
West Bengal	1. Murshidabad	1. Nadia		5
West Bengal	2. Maldah	2. Dakshin Dinajpur		
West Bengal	3. Birbhum			
<b>Total</b>	<b>30</b>	<b>50</b>	<b>35</b>	<b>115</b>

**Annexure-2**

SI No	Key parameters	Weightage	Remarks
<b>Infrastructure parameters</b>			
1.	% households engaged exclusively in		
	A. Farm activities		
	B. Non-farm activities	5	>50%
2.	Availability of banks(Yes=1, No=2)	5	5
3.	If not available in the village; the distance range code of the nearest place where facility is available is given; (<3km-1; 3-5km-2; 5-10 km-3, >10km-4)		If yes then 5 For option 1- 4; 2-3 3-2, option 4=0
4.	If bank not available in the village; Availability Of bank/Business Correspondent with internet connectivity?	2	If yes and answer of question 5 is 'None'
5.	Availability of ATM (yes-1;No-2)		1
6.	Whether the village is connected to All weather road (Yes-1;No-2)	5	If yes
7.	Whether village has an internal cc/ brick road (Yes-1;No-2)	4	If yes
8.	Availability of Public Transport (Bus-1;Van-2;Auto-3;None-4)	3	For option 4=0
9.	Availability of Internet Café/Common Service Centre (Yes-1;No-2)	2	
10.	Availability of electricity for domestic use (1-4 hrs-1; 5-8 hrs-2; 9-12 hrs-3; >12 hrs-4; No electricity-5)	4	For option 1=1; 2=2; 3=3; 4=4; 5=0
11.	Availability of Public Distribution System(PDS) (Yes-1;No-2)	1	If yes
12.	Availability of markets (Mandis-1; Regular market-2;weekly haat-3; none-4)	3	
13.	Availability of Piped tap water (1) 100% habitations covered (2) 50 to 100% habitations covered (3) <50% habitation covered (4) only one habitation is covered (5) Not Covered	4	Option 1 = 4 Option 2 = 3 Option 3 = 2 Option 4 = 1 Option 5 = 0
14.	Availability of Telephone Services (Landline-1; Mobile-2; Both-3;None-4)	2	
15.	Total no of household using clean energy (LPG/Bio gas)	4	<25% = 1 25%-50%=2 50%-75%=3 >75% =4 No Household with Clean Fuel = 0
16.	No of household with kuccha wall and kuccha roof <b>Kutcha Wall is ...</b> 1 Grass/thatch/bamboo etc. 2 Plastic/polythene 3 Mud/unburnt brick 4 Wood 5 Stone not packed with mortar  <b>Kutcha Roof Is...</b> 1 Grass/thatch/bamboo/wood/mud etc. 2 Plastic/polythene 3 Hand made tiles	5	<20% = 5 20%-40%=4 40%-60%=3 60-80%=2 >80% = 1
17.	Availability of Post office/Sub-Post office (Yes-1;No-2)	1	
18.	Availability of School (Primary-1; Middle School-2; High School-3; Senior Secondary School-4;No School-5)	4	Option 4 = 4 Option 3=3 Option 2=2 Option 1 = 1 Option 5 = 0
19.	Availability of Vocational Educational Centre/ITI/RSETI/DDU-GKY (Yes-1;No-2)	2	If yes
20.	Availability of Sub centre /PHC/CHC (PHC-1; CHC-2; Sub Centre-3)	3	
21.	If not available in the village; the distance range code of the nearest place where facility is available is given; (<5km-1; 5-10 km-2; >10 km-3)		<5km- 2 5-10 km-1 >10 km-0
22.	Availability of Veterinary Clinic Hospital (Yes-1;No-2)	2	
23.	If not available in the village; the distance range code of the		<5km- 1

	nearest place where facility is available is given; (<5km-1; 5-10 km-2; >10 km-3)		>5 km-0
24.	Availability of drainage facilities (Closed drainage-1; open pucca drainage covered with tiles slab-2; open pucca drainage uncovered-3; open kuccha drainage-4; no drainage-5)	4	Option 1=4 Option 2 = 3, Option 3 =2, Option 4=1 Option 5 = 0
<b><i>Economic development and livelihoods</i></b>			
25.	Availability of Soil Testing Centres (Yes-1;No-2)	2	If yes
26.	Availability of government Seed Centres(Yes-1;No-2)	1	If yes
27.	Availability of Fertilizer Shop (Yes-1;No-2)	1	If yes
<b><i>Health, nutrition and sanitation</i></b>			
28.	Community waste disposal system (Yes-1;No-2)	2	If yes
29.	Community bio gas or recycle of waste for production use (yes-1;No-2)	3	If yes
30.	Is the village Open Defecation Free(ODF) (Yes-1;No-2)	3	If yes
31.	Availability Of Aanganwadi Centre(Yes-1;No-2)	1	If Yes
32.	No of total children in the age group of 0-3 years		
33.	No of children aged 0-3 years registered under Aanganwadi	2	If >80%=2(MCTS) 60%-80%=1 <60%=0
34.	No of children aged 0-3 years immunized	3	If >95% =3(MCTS) 90-95%=2 80-90%=1 Else 0
35.	No of children categorized as Non-Stunted as per ICDS record	4	>90% = 4,80-90%=3 70-80%=2,60-70%=1 <60%=0
<b><i>Women empowerment</i></b>			
36.	No. of households mobilized into SHGs	3	If >= 80% = 3, If 50% to 80% =2, If 25% to 50% = 1, Less than 25%= 0
37.	No. of households mobilized into Producer Groups (PGs)	2	If >= 25% = 2 ; 10%-25% = 1, Else 0
38.	No. of households supported by village based Agricultural Extension Workers	1	If >= 25% = 1; Else 0
39.	No. of households supported by village based Livestock Extension Workers	1	If >= 25%; Else 0
<b><i>40. Financial Inclusion</i></b>			
41.	No. of SHGs accessed bank loans	3	If >= 80% = 3, If 50% to 80% =2, If 25% to 50% = 1, Less than 25%= 0
	<b>TOTAL</b>	<b>100</b>	

## Chapter-30

### Provisions for Special Interventions in PESA Areas and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised,  
based on State-specific provisions.)*

#### **Q-1: What is a village?**

**Ans:** Traditionally, a village means a habitation or a group of habitations or a hamlet or a group of hamlets comprising a community and managing its affairs in accordance with tradition and customs. In terms of Article 243(g), Part IX of the Constitution of India, a village is specified by the respective State Government by public notification to be a village, and includes a group of villages so specified. In this sense, a village becomes a jurisdiction of a Village Panchayat, which is the lowest tier of the Panchayat System in India.

#### **Q-2: What is a Panchayat?**

**Ans:** The Indian Constitution defines Panchayat in Article 243 (d) of Part IX as an institution of self-government for the rural areas in every State, comprising of three tiers at village level, intermediate level and district level.

#### **Q-3: What is Gram Sabha?**

**Ans:** The Indian Constitution defines Gram Sabha in Article 243 (b) of Part IX as a body consisting of persons registered in the electoral rolls relating to a village, comprised within the area of a Village Panchayat.

#### **Q-4: Who are members of a Gram Sabha?**

**Ans:** The persons registered in the electoral rolls relating to a village, comprised within the area of a Village Panchayat, are members of a Gram Sabha.

#### **Q-5: What is a tribe?**

**Ans:** A tribe is a collection of families bearing a common name, speaking a common dialect, occupying or professing to occupy a common territory and is not usually endogamous, though originally it might have been so.

#### **Q-6: Who are Scheduled Tribes (STs)?**

**Ans:** Under Article 342 (1) of the Constitution of India, the President recognises a specific tribe or tribal communities by way of a Presidential Order, as scheduled tribe/s.

This is area specific and it is not necessary that a Scheduled Tribe in one area is deemed as Scheduled Tribe in another area.

#### **Q-7: What is meant by ‘Scheduled Area’?**

**Ans:** The term ‘Scheduled Area’ refers to such areas which are listed in Part X of the Constitution of India. The President of India recognises an area as a Scheduled Area by the way of a Presidential Order.

#### **Q-8: What is the objective to declare an area as a Scheduled Area?**

**Ans:** The key objective of declaring Scheduled Areas is to develop the tribal population living in those areas by protecting them from alienation of their lands and preserving their rights on the naturally available resources.

**Q-9: What are the criteria for declaring an area as a scheduled area?**

**Ans:** The criteria followed for declaring an area as a Scheduled Area are predominance of tribal population, compactness and reasonable size of the area, under-developed nature of the area and marked disparity in economic standards of the people.

**Q-10: How can an area be declared as a Scheduled Area?**

**Ans:** The Scheduled Areas can be declared by the President of India by a Presidential Order. The President of India has the power to declare an area as Scheduled Area and also the power to declare a Scheduled Area to be ceased to be known as Scheduled Area.

**Q-11: What is the Fifth schedule?**

**Ans:** As per the Article 244 (1) of the Indian Constitution, the Fifth Schedule deals with the provisions as to administration and control of Scheduled Areas and Scheduled Tribes.

**Q-12: Is the Fifth Schedule applicable all over India?**

**Ans:** The provisions of the Fifth Schedule are applied to the administration and control of the Scheduled Areas and Scheduled Tribes in all the States except Assam, Meghalaya, Tripura and Mizoram.

**Q-13: What is a Tribal Advisory Council (TAC)?**

**Ans:** A Tribal Advisory Council is formed in any State which has population of Scheduled Tribes, to look after the welfare and advancement of Scheduled Tribes in the State.

**Q-14: What is the composition of TAC?**

**Ans:** A Tribal Advisory Council consists of not more than 20 members, of whom nearly 3/4<sup>th</sup> shall be Members of Legislative Assembly representing a Scheduled Area. If the number of such representatives is less than the required seats, the remaining seats can be filled by other members belonging to the tribes.

**Q-15: What are the functions of TAC?**

**Ans:** The TAC advises on matters pertaining to tribal welfare and development in the State. However, it functions only in an advisory capacity and does not have the power to implement.

**Q-16: What is meant by PESA?**

**Ans:** PESA is an Act that stands for Panchayat (Extension to the Scheduled Areas).

**Q-17: What is PESA Act?**

**Ans:** The PESA Act, 1996, is a unique legislation which attempts to bring together in a single frame, two totally different worlds – the simple system of tribal communities and the formal system of governance. Thus, it sets the conditions for tribal population to become part of the formal system of local governance, while retaining features of their customary law and social practices.

**Q-18: When did the PESA Act come into existence?**

**Ans:** The PESA Act came into existence on December 24, 1996.

**Q-19: What are the main pillars of the PESA Act?**

**Ans:** There are two main pillars on which the emphases of PESA Act rests – Tribal Autonomy and Tribal Self-Governance.

**Q-20: What are the objectives of the PESA Act?**

**Ans:** The PESA Act is important because it recognises the rights of tribal communities to govern themselves through their own systems of traditional and customary laws and also acknowledges their traditional rights over natural resources such as forest, land and water. It is aimed at undoing the historical injustices done to tribal communities.

**Q-21: What is the need for PESA?**

**Ans:** PESA provides a self-governance framework while empowering the village community for planning village development, managing natural resources and resolving conflict in accordance with traditional customs and practices.

**Q-22: What is the importance of PESA?**

**Ans:** PESA is the first significant instrument that was expected to trigger the much-needed Scheduled Area governance to be effective in India which has the potential of tackling a number of social issues that currently impact the tribal dominated areas in India.

**Q-23: What are the guiding principles of PESA?**

**Ans:** PESA stands on three main principles:

- Gram Sabha is competent to manage its own affairs in accordance with the traditions and customs.
- The unit of administration is a hamlet or a group of hamlets, based on social and customary norms rather than on population and Gram Sabha refers to that unit of administration.
- Any State Panchayati Raj Act that is enacted in conformity with PESA shall be subject to the customary laws and practices of the village.

**Q-24: How are the people in Scheduled Areas benefitted by PESA?**

**Ans:** There are many benefits of PESA:

- Reduced poverty and out-migration and improved income and livelihoods as the people will have better control and management of public and natural resources.
- Minimised exploitation of tribal population by controlling money lending, consumption and sale of liquor and regulating the village markets.
- PESA helps in promoting cultural heritage through preservation of traditions, customs and cultural identity of tribal population.

**Q-25: Where is PESA applicable?**

**Ans:** PESA is applicable only to Scheduled Areas and through such Panchayat laws as are confined to PESA.

**Q-26: How many States are covered under the PESA Act?**

**Ans:** Presently, there are 10 States covered under the PESA Act. They are:

1. Andhra Pradesh
2. Chhattisgarh
3. Gujarat
4. Himachal Pradesh
5. Jharkhand
6. Madhya Pradesh
7. Maharashtra
8. Odisha
9. Rajasthan
10. Telangana

**Q-27: What is the difference between fully covered and partially covered areas under PESA?**

**Ans:** In some States, all districts are not covered under PESA; only a few districts are covered. These are known as partially covered areas. On the other hand, all the districts in a State are covered by PESA, and hence they are known as fully covered areas.

**Q-28: Who has the power to frame rules under PESA?**

**Ans:** There are no specific provisions under PESA which give the Central or the State Governments the power to frame rules under PESA. However, some States have made their allocation of powers subject to rules and restrictions, drawing strength from the respective State Panchayat law or legislations.

**Q-29: Who is the implementing authority of PESA Act in a Gram Panchayat?**

**Ans:** The State Government, in consultation with the concerned District/Block/Village officials, implements the PESA Act and the related guidelines in the respective States.

**Q-30: What is the importance of Gram Sabha in a PESA Panchayat?**

**Ans:** PESA recognises Gram Sabha as the custodian of customary laws, social and religious practices and traditional management practices of community, to safeguard and preserve the traditions of the people, community resources and customary mode of dispute resolution.

**Q-31: What are the powers of a Gram Sabha in a PESA Gram Panchayat?**

**Ans:** A Gram Sabha in a PESA Gram Panchayat have the following powers:

- To enforce prohibition or to regulate or restrict sale and consumption of liquor.
- Ownership of minor forest produce.
- To ensure that no land belonging to Scheduled Tribes is transferred to non-ST persons and to take appropriate action to restore any unlawfully alienated land of a Scheduled Tribe.
- To manage village markets and to exercise control over money-lending to Scheduled Tribes.
- To exercise control over institutions and functionaries in all social sectors.
- To control local plans and resources for such plans including Tribal Sub Plan (TSP) etc.

**Q-32: What are the executive functions of a Gram Sabha under PESA?**

**Ans:** PESA exclusively empowers a Gram Sabha to:

- approve plans, programmes and projects for social and economic development.
- identify persons as beneficiaries under poverty alleviation and other programmes
- issue a certificate of utilization of funds by a Panchayat for the plans, programmes and projects.

**Q-33: How many departments operate in a PESA Panchayat?**

**Ans:** All the State level departments which operate in a regular panchayat area also operate in a PESA Panchayat.

**Q-34: What will happen if a State does not implement PESA?**

**Ans:** Non-implementation of PESA by a State would result in contempt of the Constitution. Moreover, it would also deprive the Scheduled Tribes of their rights on land and natural resources, leading to their suppression and poverty.

**Q-35: How does PESA Act provide more power to people for planning and monitoring their development by themselves?**

**Ans:** The tribal community is directly and actively involved in the management of the natural and public resources and thus improve their livelihoods and standard of living. This helps them in enhancing their growth and development, through proper planning and monitoring of their activities and knowledge about their rights. Effective implementation of PESA will develop and deepen democracy in the Fifth Schedule areas. It will enhance the people's participation in decision making.

**Q-36: What is Tribal Sub Plan?**

**Ans:** A Tribal Sub Plan (TSP) is part of the Central and State budgets which are kept aside specifically for the various schemes and programmes that intend to benefit the tribal communities. It forms a part of the annual plan of a State and the benefits given to the tribals from a TSP are in addition to what percolates from the overall village development plan.

**Q-37: Who has the power to control the implementation of TSP in PESA Gram Panchayat?**

**Ans:** The PESA Act, 1996 does not mention any specific power provided to a Gram Sabha in a PESA Gram Panchayat to control the implementation of a TSP which gets formulated and funded by State and Central Governments. But with the spirit of the Act it is evident that Gram Sabha has the optimum authority to control and look after any development activity in the Gram Panchayat.

**Q-38: Is there any provision for forest protection under PESA?**

**Ans:** No. PESA does not have any provision for forest protection directly in PESA Act. It is collaborative with The Scheduled Tribes and Other Forest Dwellers (Recognition of Forest Rights) Act, 2006.

**Q-39: Are there any special provisions for women under PESA?**

**Ans:** The general provisions of reservation for women as per the 73<sup>rd</sup> Amendment are applicable to PESA Panchayats as well.

## Chapter-31

### Preparation, Implementation and Monitoring of Comprehensive and Inclusive GP Development Plan (GDP) with focus on Human Development, Social Development & Sustainable Development Goals (SDG) and Roles of Gram Panchayat

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

#### Q-1: What is Development?

**Ans:** In simple words, development is a process of change for the better from the current status. This concept holds good in case of an individual or a household or a group or a village or a Gram Panchayat or a Block or a District or a State or a nation in the sense that if from a status of under-development they move to a state in which they can earn the basic amenities and attain quality of life, it can be said that they have achieved development. Development is a continuous process and generally goes through ups and down and it can never be said that development has been completed.

#### Q-2: What is meant by Participatory Development?

**Ans:** In the context of institutional development, say effort for development by a Gram Panchayat, Participatory Development means that common people who need development not only take active part in the process of development in terms of voluntary contribution in the form of cash, kind and labour but also own and sustain the process.

#### Q-3: What do we mean by Planning?

**Ans:** In simple words, planning means structured thinking and working out a system indicating steps, stages and processes in which development can take place. In the context of Gram Panchayat, planning is a realistic conceptual framework for bringing necessary and desirable changes by making best use of available resources for improving the overall conditions of life of people and the society in a specific time frame.

#### Q-4: What is meant by Participatory Planning?

**Ans:** In the context of institutional planning, say planning by a Gram Panchayat, Participatory Planning means that common people who need development not only take active part in the process of planning in terms of supervision and voluntary contribution in the form of cash, kind and labour but also own and sustain the process.

#### Q-5: What is meant by 'goal' for development and planning?

**Ans:** In order to achieve development, an individual or a household or a group or an institution (say a Gram Panchayat) need to set definite goals. The term 'goal' implies an improved status of life and livelihood, where they have not yet been able to reach, where it is possible for them to reach and where they want to reach. Without fixing a goal, no one can possibly reach anywhere. For proper planning, everyone needs to set goals realistically and to have conviction about reaching the goal within a reasonable time.

#### Q-6: What is Vision?

**Ans:** Vision means the art of seeing what is invisible to others. For any creation, a vision is necessary. For instance, in order to draw a picture or make a sculpture, one has to imagine the end result in advance and then start working for translating the vision into reality.

#### Q-7: What should we mean by Vision for Development?

**Ans:** In the context of planning and development, the planners need to have a clear vision i.e. the capacity to visualize what they want to achieve through planned interventions. For example, a village

road is denuded of trees; the planners see in their imagination that the road is covered with trees and giving a vegetative cover to the entire road. Vision leads to the creation of what was not there in reality but what is conceived of as a planned activity resulting in actualisation of what is envisaged.

**Q-8: What should be the Vision of a GP for Development?**

**Ans:** For appropriate planning, envisioning i.e. developing a concrete vision for achieving certain goals is essentially required. That is why a training programme with members of a GP on planning needs to start with envisioning i.e. realistically what development they want to achieve. In a planning, vision is to be supplemented with goal setting.

**Q-9: Is preparation of a Gram Panchayat Development Plan (GPDP) mandatory or optional?**

**Ans:** There is a Constitutional mandate in terms of Article 243G requiring plan at GP level (also at the levels of higher tiers of Panchayat) for economic development and social justice and implementation of schemes to fulfil those goals. Besides, there are the following mandates:

- Mandate emanating from the recommendations of the Fourteenth Finance Commission
- Mandate of the State Panchayat Act and Rules
- Thrust given by the Government of India (MOPR & MORD)
- Felt needs of meeting people's aspirations
- Accountability to people and transparency
- Ownership of people through their active participation in the processes of their own development

So, preparation of a plan to achieve economic development and social justice by every GP (other tiers of Panchayats also) is mandatory.

**Q-10: How is GPDP generally prepared?**

**Ans:** In spite such mandates, most GPs in our country have a tendency to look upon planning casually and not to engage in preparing quality GPDP either because of lack of appropriate knowledge and skills or lack of political and administrative will. It is observed that in many cases, the preceding year's plan is copied and pasted with the spill-over activities which could not be completed for want of resources and some new activities are included, 10% allocation is added, and then a print-out is taken and stapled. In most cases, this activity is accomplished by a computer operator without understanding what planning is all about.

**Q-11: Why should GPDP be prepared through Participatory Approach?**

**Ans:** In order to deeply understand this issue, we may go through a few imaginary questions and answers in the form of a dialogue as follows:

- Who want people's participation in GPDP?
  - WE, who control the processes of development.
- Why and when should people participate in GPDP?
  - If and when they feel empowered.
- When do they feel empowered?
  - If and when we can attain the appropriate attitude to transfer power, authority and resources to them.
- Can we transfer power, authority & resources to people?
  - Let us ask ourselves. Probably yes, if we want and try.
- What is then essentially required in GPDP?
  - An environment to transfer power to people to ensure community-based, community-managed, community-led and community-owned participatory planning process under leadership of GPs themselves.

**Q-12: What should be the Focus Areas of GPDP?**

**Ans:** Generally, utmost focus is given on infrastructure development in GPDP. But the revised Guidelines on GPDP lay utmost emphasis on the following areas in GPDP:

- Economic Development and Poverty reduction
- Human Development
- Social Development
- Compliance of Sustainable Development Goals
- Ecological and Environment Development
- Public Service Delivery
- Good Governance
- Skill Building of the most vulnerable sections
- Women/Child Protection and Development
- Spatial Planning
- E-enablement of Panchayats
- Infrastructure Development

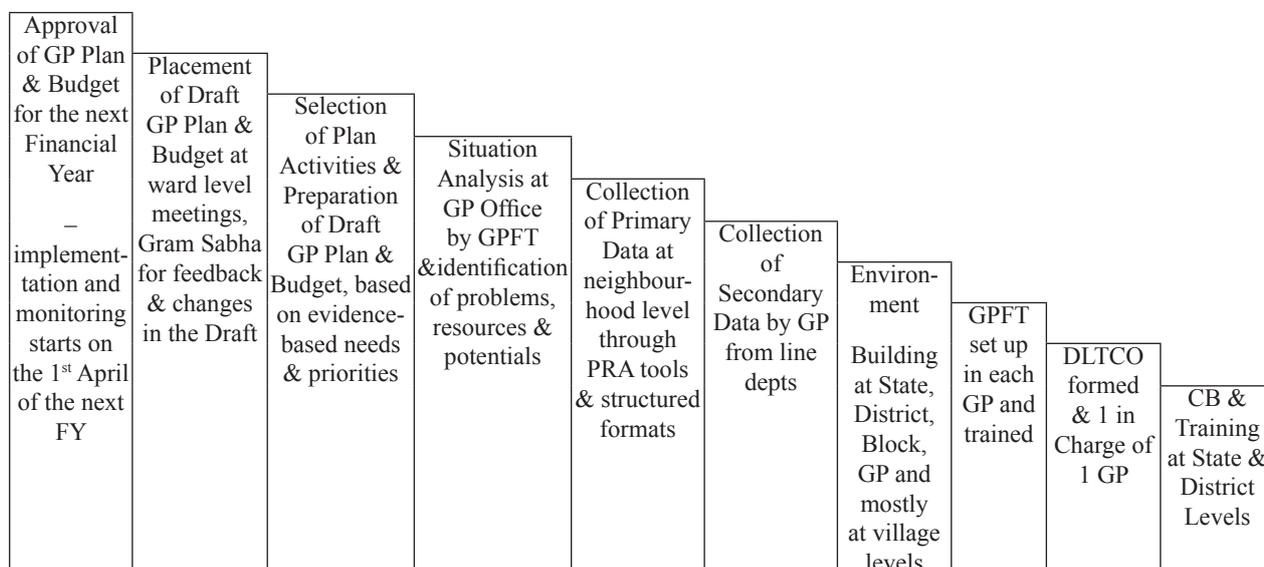
**Q-13: What are the Preparatory Steps for GPDP ?**

**Ans:** Following are the preparatory steps for GPDP:

- A comprehensive guideline is prepared in simple vernacular, published and sent to all concerned
- An instruction, preferably from Chief Secretary, to all concerned departments to ensure active involvement of line department functionaries in GPDP
- Formation of Committees & Teams at all levels
- A cadre of Facilitators at State, District & Block levels (Trainer-cum-Mentor-cum-Charge Officers) and developing their capacity to work on mission mode
- Intensive capacity development of ERs and functionaries of GPs and higher tier Panchayats through training & non-training interventions
- Action Plan for campaign and community mobilization.

**Q-14: What are the steps and stages of GPDP?**

**Ans:** The steps of GPDP can be better appreciated through the following diagram -



**Q-15: Why should the Gram Panchayat body be expanded to constitute a Gram Panchayat Planning Facilitation Team (GPPFT)?**

**Ans:** It becomes very difficult for only the ERs and the few functionaries who are available at a GP office to come out with a comprehensive GPD. Indeed, a larger team is required for the purpose. With that end in view, a Gram Panchayat Planning Facilitation Team (GPPFT) needs to be formed at every GP to facilitate the process of GPD at all stages. In the same way, a Ward Planning Facilitation Team (WPFT) needs to be set up at Ward level with the Ward member, members of communities and SHGs to form a team called WPFT to facilitate the process of community level interaction and also to maintain liaison between GPPFT and the community.

**Q-16: Who can be members of a GPPFT?**

**Ans:** All the ERs of the GP, all employees of the GP, all employees of the line departments operating at the GP level, representatives of SHGs/clusters/federations, Community Resource Persons (CRP) to function as Facilitators, community leaders/ volunteers/youths, retired employees living in the GP area, representatives of NGOs, other CBOs, CSR initiatives and others as may be considered by the GP are to be members of GPPFT. The members of the GPPFT are to be broken up into Ward wise WPFTs to serve the purpose mentioned above.

**Q-17: What are the roles and functions of GPPFT?**

**Ans:** GPPFT members are to be trained by Facilitators in phases. Members of GPPFT are to be broken into Ward Planning Facilitation Teams (WPFT) with specific responsibilities as mentioned above. Members of GPPFT are to support the GP for -

- Environment creation and community mobilization
- Collection of primary and secondary data
- Situation analysis, need assessment and gap identification
- Visioning exercise for goal setting
- Resource identification/estimation of corresponding activities
- Preparation of draft GP Development Plan and projectization
- Implementation, monitoring, social audit and impact analysis

**Q-18: What can a GP do if the Standing Committees of a GP are not activated?**

**Ans:** It should be expected that the Standing Committees in every GP will be functional and will actively participate in the GPD process. But, unfortunately, in most GPs across the country all the Standing Committees are not fully functional. First, an attempt should be made to activate the Standing Committees for participation in the planning process actively. But in case that becomes difficult, it will be expedient to form thematic Working Groups with Members of GPPFT as stated below:

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

**Q-19: What are the primary stages of Participatory Planning at GP Level?**

**Ans: Following are the the Primary Stages of Participatory Planning at GP Level**

- Capacity Building of GPPFT with focus on GOAL SETTING, ENVISIONING and MOTIVATION
- Task assignment by Facilitator, fortnightly review and assignment of new set of tasks for the next few days and so on
- Environment Building on campaign mode at local level by local people themselves through folk media, rally, procession, wall writing, film show, exposure visit etc.
- Small activities through voluntary labour & materials – on PARTNERSHIP MODE
- Participatory Social Mapping and Natural Resource Mapping
- Structured Questionnaire Survey at neighbourhood level through intense interactions with community representatives

**Q-20: What is environment building for GPDP and what measures can be taken to build appropriate environment for GPDP?**

**Ans:** Environment building for preparation of GPDP is an essential pre-requisite for preparation of quality GPDP. Environment building may be done in a series of IEC interventions and community-based voluntary actions. The following measures can be taken among others:

- Letter from the GP to all the households inviting each and every member of the households
- Procession, rally, use of folk media to motivate communities about the necessity and efficacy of GPDP to be looked upon as an appropriate vehicle for achieving Sustainable Development.
- Weekly Radio Programme and TV Programme (notifying the programmes through print and electronic media)

**Q-21: Why are the data essential for appropriate planning?**

**Ans:** Collection of data for appropriate planning is essentially required in order that need-based and evidence-based plans can be prepared by GPs.

**Q-22: What kind of data need to be collected and from what sources?**

**Ans:** It is necessary to collect secondary data for planning from line department offices operating at GP level. But there should be more emphasis on collection of primary data through neighbourhood level and Ward level interactions with representatives of communities. Secondary data can be collected on the basis of the Mission Antyodaya framework or in sector-based formats to be prepared by the States for this purpose.

**Q-23: What are Secondary Data?**

**Ans :** Secondary data are those which are collected by other offices or agencies for their purpose. To them these are primary data but when a GP uses these data they can be called Secondary Data.

**Q-24: What are Primary Data?**

**Ans :** To a GP, Primary data are those which members of a GPPFT and WPFT collect for preparation of GPDP through application of PLA/PRA tools and using structured questionnaires. The importance of primary data for GPDP is quite significant in the sense that they reflect a more realistic picture of ground realities.

**Q-25: What is the primary objective of collection of Primary Data?**

**Ans :** There is no doubt that the objective of collection of primary data for use in the planning process but they are more useful because at the time of collection of primary data the members of GPPFTs and WPFTs can briefly explain the issues behind these data. For example, when primary data relating to the number of institutional deliveries at the community level are collected from the community

through neighbourhood level meetings, the members of GPPFT and WPFT get an opportunity to explain the reason and good effect of institutional delivery. In this way, the process of collection of primary data become a source of dissemination of important information to the community through such interactions.

**Q-26: What is Resource Envelope of a GP in the context of GPDP?**

**Ans :** In the context of GPDP, Resource Envelope means the extent of resources which are available at the GP level for investment through planned interventions. Normally at the level of GP the resources which are available for planning include MGNREGS fund, 14<sup>th</sup> Finance Commission Grant, State Finance Commission Grant, Own Source Revenue, and other funds given to GPs for implementation of various programmes. Every GP should prepare a comprehensive GPDP with resources devolved or allotted to them and utilizing the same in a convergent manner.

**Q-27: What are the possible major sectors of GPDP?**

**Ans :** The possible major sectors of GPDP are Education, Health including Sanitation, Nutrition, Drinking Water, Solid and Liquid Waste Management etc., Women and Child Development and Social Welfare, Agriculture and Allied sectors, Industry, Infrastructure and Miscellaneous sector. While sector-based plans may be prepared, they need to be integrated into Standing Committee plan-based comprehensive GPDP.

**Q-28: What are the advanced stages of GPDP?**

**Ans:** The advanced stages of preparation of GPDP include –

- Ward-wise consolidation, analysis and IT-based management of data by representatives of GPPFT at GP office on Writeshop mode
- Situation Analysis, identification of PROBLEMS, RESOURCES and PRIORITISATION of needs on Writeshop mode at GP office
- Preparation of a Development Status Report (DSR) by each GP with support from GPPFT to assess the status of development in various thematic sectors in terms of achievements, limitations and GAPS in development efforts
- A special Gram Sabha for presentation & appraisal of the DSR and for obtaining directions and suggestions on the choice of activities, based on felt needs and priorities

**Q-30: Why is single comprehensive GPDP required at the GP level?**

**Ans :** Generally, Action Plans are prepared by GPs to get access to various funds available at GP level. But in the context of comprehensive GPDP, there shall be one and only comprehensive GPDP from out of which, if necessary, scheme-based action plans can be prepared to meet the requirement of the Funding departments/agencies.

**Q-31: What is voluntary disclosure of information by a GP?**

**Ans :** Voluntary disclosure of information by GPs means disclosure of information through Public Notice Boards or wall writing at different places about the information to which members of public do not generally get access. If a Gram Panchayat indulges and practices voluntary disclosure of information, this speaks of transparency and accountability of a Gram Panchayat to people as a part of Good Governance.

**Q-32: What is PlanPlus?**

**Ans :** PlanPlus is a software created and maintained by the Ministry of Panchayati Raj with support from National Informatics Centre. GPDPs are uploaded into PlanPlus as a must. This helps the Government of India, the State Government, the Gram Panchayats and other authorities to assess the progress of preparation of GPDP, the nature of activities planned and the like.

**Q-33: What is the time frame for GPDP?**

**Ans :** Every State has varying time frames for preparation and approval of GPDP. In any case, the GPDP for the following financial year must be approved within 31<sup>st</sup> March of the preceding year.

**Q-34: At what stages should Capacity Building be organised for all the Stakeholders of GPDP?**

**Ans:** Capacity Building and Training of various stakeholders of GPDP should start by the middle of the financial year during which GPDP is prepared for the coming financial year. Thereafter, Capacity Building and Training interventions should continue along with the progress of preparation of GPDP in several phases. For GPPFT and WPFT, Capacity Building and Training interventions may be as follows:

**Workshop-I:** Orientation on GP planning process through participatory process, entry point activities and role of GPPFT members.

**Workshop-II:** Review of entry point activity and orientation on sector wise data collection through PLA exercise (transact walk, participatory mapping, Neighborhood level interactions).

**Workshop-III:** Sector wise data compilation and data analysis (on Writeshop mode)

**Workshop-IV:** Orientation on SDGs and setting local development goals in local context.

**Workshop-V:** Sector wise and standing committee wise plan preparation for achieving local development goals (on Writeshop mode)

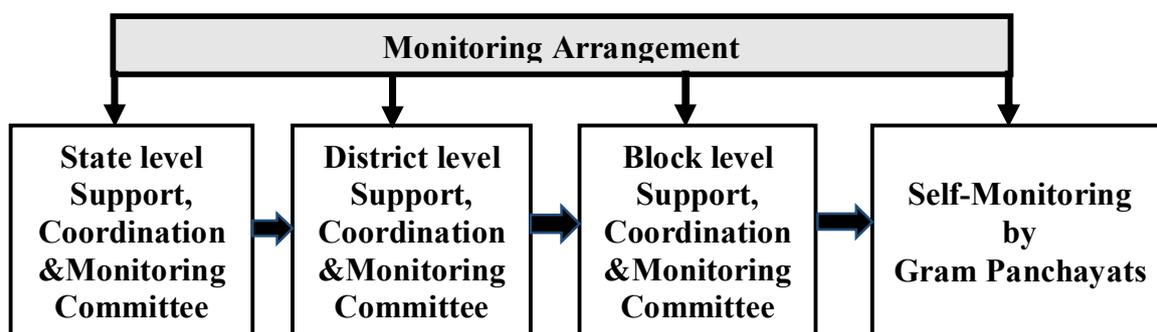
**Workshop-VI:** Orientation on objectives and processes of plan Appraisal and statutory provisions of plan approval (on Writeshop mode)

**Q-35: What is convergence in GPDP and how can it be ensured?**

**Ans:** Convergence means integration of various resources for a common goal. In the context of GPDP convergence need to be attempted by integrating resources of a Gram Panchayat with those of line departments, NGOs/CSOs/CSR initiatives. Convergence in the context of GPDP also means integration of not only resources but also integration of initiatives of different agencies. If a GPDP is not a convergent one, the Constitutional provision for giving 29 subjects to Panchayat does not have any significance. On the other hand, development in the local area can be accelerated with convergence of initiatives and resources.

**Q-36: What are the monitoring mechanisms for GPDP?**

**Ans:** Every State should develop a mechanism for monitoring of GPDP as stated in the following diagram :



**Q-37: How should GPDP be integrated into plans of upper tiers?**

**Ans:** GPDP should include only such activities as can be implemented by a GP with its own resources. But GPDP must throw out certain activities which require to be implemented at GP level but for which the GP has no resources or technical competencies. It will be the responsibility of the upper tiers of Panchayat to include them in their plans.

**Q-38: What are ‘no tech low tech’ and ‘no-cost low-cost’ activities? How can they feature in GPDP?**

**Ans:** ‘No tech low tech activities’ mean those for which no or very little technical or technological interventions are required (for example, to identify out of school children and to motivate them to bring back to school). Similarly, there are many activities at GP or community level for which no or very little fund is necessary (promotion of 100% immunisation of children and mothers). These are called no cost low cost activities. Any Gram Panchayat should include in GPDP as many activities as possible for no cost low cost activities – an illustrative list of which have been presented in the revised Guidelines on GPDP circulated by the MoPR.

**Q-39: What can be the distinctive features of a quality GPDP?**

**Ans:** In order to achieve and sustain quality in GPDP, a GP can have recourse to the following interventions:

- To develop rapport with Block administration and line department functionaries working at GP level
- To train, guide and provide handholding support to GPPFTs
- To demonstrate the process of facilitating collection of Primary & Secondary Data
- To facilitate situation analysis and preparation of Development Status Report
- To facilitate integration of the components of human development, social development, transparency, accountability and SDGs
- To monitor the progress and assess the quality of implementation of the GPDP initiative
- To ensure large-scale participation of people in planning, implementation and monitoring processes.
- To organise effective Gram Sabhas as vehicles for ensuring participation
- Institutional development of GPs with focus on improved systemic functioning including regular meetings of Gram Sabha, General Meetings of GP, standing committees and other village level committees, appropriate financial management and accounting, maintenance of database and record-keeping as important areas of interventions.
- To hold formal consultation meets with different stakeholder groups like farmers, women, youth etc. – their problems and demands to be clearly documented.
- Stronger PRI-SHG partnership to be ensured.
- Social inclusion to be ensured through participation of women, children, SCs, STs, differently abled, senior citizens and all other disadvantaged sections.
- Scientific analysis of situation to be done by the GPs in respect of the major sectors including Education, Health, Nutrition, Gender and Livelihoods - the result of this situation analysis to enable the GPs to envision focus of development needed to address the problems and help them strategize their plans.
- Greater involvement of Block administration for coordination and support in the local areas and sustainability of the initiatives.
- Special emphasis to be given on SDGs, eco-development and managing climate change.
- Public service delivery to be given special importance covering services directly rendered by GPs and such services as can be facilitated by GPs.
- Citizen Charters to be developed for these services, if possible.
- Local economic development to be given priority
- Low Cost/No Cost development to be given special emphasis.
- New technologies to be promoted for local level economic development - especially in agriculture, watershed management, micro enterprises, energy, sanitation etc.

- Accountability to be emphasized in all aspects of functioning of the GPs – transparency and disclosures, published norms for decision making, Grievance Redress system, Social Audit etc.
- Mobilization and appropriate utilization of Own Source Revenue to be given special emphasis.
- E-governance to be given special priority for optimal use of Panchayat Enterprise Suites.

***[The distinctive features of the GPDP of Digambarpur GP (in West Bengal) for its GPDP for 2017-18, for which the GP was awarded the First Prize by the MoPR in 2018, is enclosed as Annexure to this Chapter for reference.]***

**Q-40: Which GPDP can be called a “Beacon GPDP”?**

**Ans:** A GPDP that can achieve and demonstrate all the good qualities mentioned above, sustain them and functions as a model and mentor other GPs to prepare, implement and monitor GPDP in an exemplary manner can be called a Beacon GPDP.

**Q-41: What are perceived to be the major challenges of achieving success in GPDP?**

**Ans:** The major challenges of achieving success in GPDP are as follow:

- To inculcate faith about devolution among the people who matter
- To attain the courage to devolve power and resources
- To develop strong political will for devolution on local governments
- To make planning COMPULSORY for accessing funds – to replace a phenomenon where planning is a sparable exercise by sparable persons for a sparable cause
- To identify, nurture and sustain champions

### *Annexure to Chapter-31*

## **Distinctive Features of the GPDP of the 1<sup>st</sup> Prize Winning Digambarpur GP in West Bengal**

Three GPs in the country were given GPDP Award 2018 for the first time by the Prime Minister of India on the National Panchayati Raj Day i.e. 24 April, 2018. The Digambarpur GP in Pathar Pratima Block of South 24-Parganas District of West Bengal was given the First Prize by the Ministry of Panchayati Raj, Government of India for its GPDP for the FY 2017-18 (prepared and appraised in 2016-17 and implemented in 2017-18), the second prize going to one GP in Karnataka and the third prize going to one GP in Sikkim.

The Digambarpur GP with around 34000 population and 19 wards is located on the fringe of the Sunderbans, facing all the vulnerabilities of the Sunderban areas. Like most GPs in the State, the Digambarpur GP has been practising Participatory Planning process since long, without expecting and without being aware that its GPDP would be given any award later. Its GPDP for 2017-18 could satisfy all the parameters set by the MOPR for the award to the best extent. The distinctive features of the GPDP of Digambarpur are as follow:

- (i) Following the State Guideline, the GP formed a 105 strong frontline work force named GP Planning Facilitating Team (GPPFT) with ERs, GP employees, employees of line departments operating at GP level, SHG members and community representatives among others and deployed this team for all works relating to GPDP including environment building, collection and analysis of data, situation analysis, preparation of the plan and also for assistance in implementation and monitoring.
- (ii) The amazing institutional capacity of the GP and the individual capacities of almost all the ERs and functionaries of the GP - which are a pre-requisite for effective planning, implementation

and monitoring - are notable in every sphere of functioning of the GP.

- (iii) Intense and inclusive participation of all sections of communities, particularly SHGs, through “Para Baithaks” (neighbourhood meetings) in all the stages of preparation, implementation and monitoring of GPDP is a predominant feature.
- (iv) Mobilisation and utilisation of Own Source Revenue, raising the total collection from Rs.6.11 lakh in 2014-15 to Rs.18.44 lakh in 2017-18, enhanced the GP’s scope of discretion in convergent planning.
- (v) Based on a wide vision of overall economic development and social justice in the area as mandated by the Constitution, the GP first set its goals to be met during the year in consonance with the SDGs and linked all its plan activities with 11 out of 17 SDGs.
- (vi) As against the usual practice of focus on infrastructure development, the GP incorporated in its Rs.778 lakh strong budget a wide range of no-cost/low-cost and no-tech/low-tech activities including social forestry through people’s initiatives; awareness camps about health and hygiene, nutrition and safety network for women, children and adolescent girls; awareness camps on issues related to expansion of livelihoods; preparation and use of bio-fertilizers; preparation and use of bio-pesticides using locally available ingredients like urine, dung, honey etc.
- (vii) The GPDP laid utmost emphasis on social and human development issues including deployment of “Kanyashree Brigade” against social evils like child marriage, school drop-out, trafficking, child labour, atrocities against women etc.; support with saplings for setting up of kitchen gardens at the premises of every AWC and most households; gas connection and installation of fire-extinguishers with the AWCs out of its OSR; bringing at least one woman from each household into any one of its 500+ SHGs for expansion of livelihood opportunities; coaching by educated youths for backward learners of 27 schools, particularly belonging to SC and ST communities – most of these activities having been implemented with OSR.
- (viii) The GPDP gave due thrust on upgradation of physical environment in the entire area discarding use of plastic, keeping the 219 spot sources of drinking water neat and clean with specific responsibility discharged by neighbourhoods with resources mobilised through voluntary contribution, raising of mangrove, management of the solid wastes through its SLWM project and the like.
- (ix) Convergence of the initiatives of the GP with the schemes, initiatives and resources of all the line departments operating at the GP level is a predominant feature of the GPDP having found reflection in a wide range of human development, social development and livelihood development activities including support to farmers for betel vine, vegetable cultivation, horticulture, fodder cultivation, fishery and crab farming, mushroom cultivation, community-based management and maintenance of drinking water sources with community contribution and creation and maintenance of sustainable assets.
- (x) Effective application of Information Technology e.g. GP Management System (GPMS), GIS, PlanPlus, GRMS (Grievance Redressal Management System) is one of the main features of the GP’s efficient functioning.
- (xi) The GPDP is well documented with its activities spread over 5 Sub-Committee based sub-plans integrated into a consolidated Annual Plan & Budget for 2017-18.

The Digambarpur GP is predominantly a “Beacon GP” in all senses of institutional capacity, inclusive and intense participation of people including women and children in all stages of GPDP, SDG compliance, sustained increase in Own Source Revenue including voluntary contribution in terms of cash-kind-labour, actual practice of convergence, low-cost-no-cost activities, focus on human development and social development, GP-SHG partnership and tangible achievement towards an Environment-Friendly GP, a Child-Friendly GP and a Gender-Just GP.

All who are interested in experiencing a successful model of GPDP may visit Digambarpur.

## Chapter-32

### Monitoring and Evaluation of the

#### Functioning of Gram Panchayat, Programmes and Outcomes

*(This is a Model Learning Material. This needs to be modified and contextualised, based on State-specific provisions.)*

We all are associated with monitoring and evaluation process. This can be explained with the help of a simple example. Let us consider any activity/work in our daily life. The activity could be:

1. Cooking food
2. Managing a Self-Help Group
3. Cultivating paddy in a piece of land
4. Construction of a house
5. Doing business, or
6. Teaching a child

We generally undergo the following steps to perform the above-mentioned activities/works in an effective manner-

- **Preparation:** arranging various items like raw materials, money, labour etc. which are necessary to initiate the process.
- **To start the work:** initiating the implementation of the activity when all the preparatory activities are done or various items are arranged
- **To review the ongoing process:** keeping an eye on the progress of the implementation of the activity if it is moving in the right direction
- **To take appropriate rectification measure:** taking actions to address any problem that might be occurring in any step(s) of the implementation process and ensuring that the work goes back to the right track
- **Assessment:** Assessing the extent of the purpose served before completion of the activity/work.
- **Completion of the work:** the work will be completed if everything goes well.

However, no work/activity is implemented only for the sake of it. Rather, some purpose is served by doing any activity/work. For example, the purpose for doing the above activities/works could be:

Activity/Work	Purpose
Cooking food	Satisfying hunger and managing nutrition
Managing a Self-Help Group	Enhancing quality of livelihood
Cultivating paddy in a piece of land	Ensuring food
Construction of a house	Healthy living
Doing business	Increase income
Teaching a child	Acquire knowledge, enhancing reading and writing skill

Generally, the following questions are asked to understand the quality of implementation of the activities:

**Is the target achieved? Is the purpose served? Are the quantity and quality of the work satisfactory? What is the time taken to complete the work? Will there be any long term benefit of the work done?**

We can safely say that works related to monitoring and evaluations are done for any work/activity if the above questions are considered and discussed.

**Q-1: What is Monitoring?**

**Ans:** Monitoring is the ongoing review to assess the progress of a development programme over a period of time and ensures timely changes in the programme.

**Q-2: Who monitors GP level functions? What do they monitor?**

**Ans :**

Who monitors	What is monitored
Implementors – GP employees/Elected Representatives	<ul style="list-style-type: none"> <li>• Is the work progressive in right manner?</li> <li>• Will the work be finished within time?</li> <li>• Will the work adversely impact environment?</li> </ul>
Funders- State or Central Govt.	<ul style="list-style-type: none"> <li>• Is the fund being used appropriately?</li> <li>• Is target achieved to serve the purpose?</li> <li>• Need to redesign some of the parts?</li> </ul>
Beneficiary- Villagers	<ul style="list-style-type: none"> <li>• Are the services accessible (rural employment, access to information, etc.)?</li> </ul>

**Q-3: What type of data can be collected in various steps of implementation?**

**Ans:** Necessary rectification measures are taken during the programme implementation based on monitoring activities. The information for monitoring to track the progress of implementation should be correct, precise and indicative about the progress of the implementation. Let us now consider any activity which is implemented by Gram Panchayat, say, construction of an **Integrated Child Development Services (ICDS) Centre**. Now, the implementation of the ICDS centre:

- Will be completed through a number of steps
- The work will be properly completed if required monitoring is done in various steps
- Monitoring requires effective information for each of the steps
- Effective information indicates the progress of the work

The following table describes steps involved in the implementation of the ICDS Centre and kind of data necessary for monitoring:

Steps of Implementation	Time	Data can be collected for monitoring to check
Inputs	Preparatory activities, before the implementation starts	If inputs for construction of the building like money, labour, sand, cement etc. are procured and arranged.
Process	During the implementation	If walls, roof etc are being constructed following the approved design and estimates.
Output	At the end of the construction work	<ul style="list-style-type: none"> <li>• If provisions for safe drinking water and toilet have been done.</li> <li>• If the ICDS building has been constructed following the design and estimates.</li> </ul>

Outcome	Sometime after the construction is over	If the mothers and children are regularly coming and receiving the intended services
Impact	A few years after the construction is over	If the nutritional and health status of children in the locality within the age-group of 0-6 years has improves

The last two steps of the above table are most important among all the steps. But, it is seen, generally our efforts for monitoring gets limited in tracking the first three levels of the above table. However, the last but most important two levels are not monitored properly.

Lack of proper and comprehensive monitoring frequently results achievement of Output but not Outcome and Impact. Therefore, achievement up to a certain level (say, Output-construction of the ICDS Centre in the above example) cannot guarantee the ultimate objective (Outcome and Impact) for which the work was undertaken would be achieved. However, without achievement of the Output level result, achievement of higher level of results (Outcome and Impact) seems to be difficult.

Achievement of Output does not necessarily guarantee achievement of Outcome and Impact.

Apart from measuring Outputs and Outcomes, the following aspects needs close monitoring as well for any type of developmental work:

- If the poorest of the poor will be benefitted out of the work
- How many people will be benefitted?
- If women and children will be benefitted out of the work
- If the backward regions will be benefitted out of the work

#### Q-4:What are the different methods of monitoring?

**Ans:** Following are the four methods of monitoring applicable at the Gram Panchayat level functioning:

1. **Reports (monthly and others):** Report is an important method of monitoring. Report describes the progress about any work achieved in a specific time period. Gram Panchayats are supposed to prepare different reports to submit which helps the Block and higher-level administration to understand the level of progress of at Gram Panchayat level. Reports help us to understand:
  - a. **Progress related to financial progress:** expenditure of the fund received under 14<sup>th</sup> Central Finance Commission Fund
  - b. **Progress related to physical achievement:** Assets created out of the 14<sup>th</sup> CFC fund
  - c. **Management and Process related information:** If the cash book is regularly maintained for the 14<sup>th</sup> CFC, or, number of computers in the Gram Panchayat office, etc.

#### How to prepare a good report

- Furnish correct and complete information in the report
- Maintain consistency in successive reports
- Submit the report on time
- Use computer, e-mails to quickly submit report
- The same person should prepare the same report in different months, as far as possible
- Check the quality of the report before submission

2. **Meetings:** Conducting meeting is another important method of monitoring. The purpose of doing meeting is to jointly discuss the progress of any programme, identification of problems, if any, and take measures to resolve any problem. It is always helpful to prepare relevant reports before conducting the meeting.

**How to hold a good meeting**

- Fix a date/day in a month for conducting monthly meetings
- Arrange all necessary information before the meeting begins
- Fix the agenda of the meeting and communicate to all concerned well before the date of the meeting
- Identify the action points of the meetings, distribution of responsibilities among various persons present in the meeting, preparation minutes of the meeting and communication the same to all concerned
- Discuss the actions taken based on previous meeting's decision at the beginning of the next month meeting

3. **Regular visits:** This is also one effective method of monitoring where review visits are done at the project site to understand the actual state of physical progress and services provided. The selection of visiting sites, the visiting officer, and the issues to monitor can be decided collectively at the Gram Panchayat level meeting.

**How to do a monitoring visit**

- Decide what to be visited and why
- Carry all the relevant reports of the scheme/services to be visited so that the difference between the reported status and actual status can be understood
- Know the expected output and outcome/vetted estimates of the project to be visited
- During the visit, other schemes can be visited or beneficiaries can be met, but that should be treated as additional visits
- Information related to release of funds for the projects to be visited could be a good help before the actual visit as this will provide important insight related to financial management

4. **Maps/Pictures:** Monitoring can easily be done with the help of map and photographs. Two photographs of the same locality on the same topic for two different point of time tell us the change taken place in the meantime. The maps can be drawn manually or smartphones can be used to upload pictures to the GIS map.

**Q-5:What will happen if monitoring is not done?**

**Ans:** If monitoring is not done:

1. Problems will neither be identified nor measured
2. Strengths and weaknesses of the programmes will not be understood.
3. Inputs will not be used at the optimum levels
4. Desired changes will not take place
5. Activities conducted/actions taken will not be useful
6. Development will not take place

**Q-6: Which fields of development require monitoring?**

**Ans:** Following are the areas of development where monitoring is must:

**1. Education-**

- a. Whether all the out of school children are brought under the ambit of education
- b. Whether all the children aged between 6-14 years have completed elementary education
- c. Whether all the roads connecting the schools are usable across various seasons
- d. Whether all the habitations have primary schools within 1 km radius

**2. Health-**

- a. Whether all the children are covered under primary immunization
- b. Whether all the pregnant mothers have completed three check-ups
- c. Whether the number of institutional deliveries is increasing
- d. Whether the number of drinking water tubewells are sufficient and the water received thereof are safe
- e. Whether all the households have access to safe toilets and they are being used
- f. Whether all the ICDS centers have safe drinking water source and toilet
- g. Whether all the tube well platforms are constructed and linked to a soak pit/leach pit
- h. Whether all the canals and irrigation channels are regularly maintained

**3. Livelihood-**

- a. Whether the land available for cultivation has been increased
- b. Whether all the cultivable lands are linked to irrigation

**4. Infrastructure-**

- a. Whether all the roads can be used in all seasons
- b. Whether all the revenue villages are connected to electricity
- c. Whether all the homeless families given housing provisions

**5. Other social issues-**

- a. Whether child marriage has been stopped
- b. Whether various social assistance programmes connected to the intendent beneficiaries
- c. Whether appropriate plan has been prepared for disaster risk reduction
- d. Whether environment friendly measures are taken across various development programme

**Q-7:What is evaluation?**

**Ans:** Evaluation is a structured process of assessing the success of a project in meeting its goals and to reflect on the lessons learned. The process also assess if the development activities undertaken are sustainable in nature, if the programme planning requires any policy changes if it is implemented in some other area or if the implemented programme requires any annual maintenance etc.

**Q-8: What are the methods of evaluation adopted in assessing Gram Panchayat level functioning?**

**Ans:** Any specific programme implemented by the Gram Panchayats or holistic performance of Gram Panchayats are evaluated by the following methods:

- **Direct evaluation by the citizens:** the evaluating agency directly interacts with the citizens and collect information related to any government programme or service
- **Social Audit:** Social Audit is an important aspect to evaluate the performance of Gram Panchayat functioning. Social audit involves assessment of government programme/s by the citizen of a Gram Panchayat or beneficiaries of a specific programme. The report of social audit is placed in Gram Sabha to inform all the villagers about the success or limitations related to the audited subject.

- **Survey:** Survey is conducted for evaluation of a specific field. Experienced organisations, research institutions or universities support implementation of a survey.
- **Online evaluation:** Presently online forms are filled out by the Gram Panchayat functionaries collectively on issues related to financial management, institutional subjects, generation of own source revenue and its utilization etc. once in a year and can understand the strength and weakness of the Gram Panchayat on their own.
- **Evaluation based on indicators:** Indicators are information that tell us in which direction a critical aspect of our community, economy etc. are going: *forward or backward, increasing or decreasing, improving or deteriorating, or staying the same*. Per capita expenditure could be a vital indicator for a Gram Panchayat functioning. Another example could be number of people dependent per tube wells in a Gram Panchayat. This reflects how many villagers are getting service per tube well. This information are important indicators that could influence Gram Panchayat planning process.

**Q-9: What are the various programmes and functions at the Gram Panchayat level that involve online monitoring and evaluation?**

**Ans:** Various institutional issues related to Gram Panchayat functioning and implementation of government programmes by the Gram Panchayats are monitored/evaluated by using online mechanism. For example, financial management, trade registrations, planning process (both plan preparation and implementation) are monitored/evaluated using online platform.

Various government programmes like Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), National Rural Livelihood Mission (NRLM) are monitored online. Following are the examples of a few websites using which online monitoring are done:

- **Planplus software:**<http://panchayatonline.gov.in> is used to enter all planned activities at the Gram Panchayat level.
- **Actionsoft:** This software is used to incorporate all information related to implementation of planned activities at the Gram Panchayat level.
- **National Social Assistance Programme (NSAP):**<http://nsap.nic.in> is used to report the progress of implementation of various components of NSAP.
- **Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS):**[www.nrega.nic.in](http://www.nrega.nic.in) is used to monitor the implementation of the programme.
- **National Rural Livelihood Mission (NRLM):** This programme is also monitored using online platform at the national level.

**Q-9: Why is monitoring of the outcomes of development interventions important to Gram Panchayats?**

**Ans:** Gram Panchayats undertake various development schemes and programmes, based on plans prepared by them. Normally they monitor the progress of work in terms of physical and financial achievements. But they should concentrate more on monitoring of outcomes of the development interventions because if outcomes are not achieved, fruits of development will not sustain. So, they must establish a culture of outcome monitoring in respect of each and every activity. The Elected Representatives and functionaries of Gram Panchayats should also ask themselves:

- What were the outcomes expected from any initiative?
- Has there been any achievement in terms of attainment of outcomes?
- If yes, how far have we achieved so far?
- When shall we achieve the remaining to be achieved and how?

So, any monitoring and evaluation process to be undertaken by any Gram Panchayat need to be done in terms of achievement of outcomes.



Centre for Panchayati Raj, Decentralised Planning and Social Service Delivery  
**National Institute of Rural Development and Panchayati Raj**  
Ministry of Rural Development, Government of India  
Rajendranagar, Hyderabad - 500 030  
[nirdpr.org.in](http://nirdpr.org.in)