



Training Material for Gram Panchayat Heads/GP President

Saansad Adarsh Gram Yojana
Ministry of Rural Development
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1. INTRODUCTION	2
2. ROLE OF GRAM PANCHAYAT HEAD/GP PRESIDENT IN SAGY IMPLEMENTATION	2
3. ENTRY POINT ACTIVITIES	5
3.1 Various Awareness Camps	6
3.2 Enrolment Camp	7
3.3 Activities for Social Development	8
3.4 Economic Development Activities	9
3.4 Environmental Development Activities	10
3.5 Good Governance Activities	10
4. SITUATION ANALYSIS OF GRAM PANCHAYAT	10
5. VILLAGE DEVELOPMENT PLAN (VDP)	12
Activities which can be taken up in Village Development Plan	13

Saansad Adarsh Gram Yojana

1. INTRODUCTION

Saansad Adarsh Gram Yojana (SAGY), as a path breaking initiative in rural development was launched by the Hon'ble Prime Minister on 11 October 2014 with the objective of creating Adarsh Grams (Ideal Villages) across the country. As the name of the scheme suggests, the development of SAGY Gram Panchayats takes place under the guidance of Hon'ble Members of Parliament through the convergence and implementation of existing Government Schemes and Programmes without allocating any additional funds. Primarily, the goal is to develop three Adarsh Grams by March 2019, of which one would be achieved by 2016. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024.

These 'Adarsh Grams' are to serve as 'nucleus of health, cleanliness, greenery and cordiality' within the village community becoming schools of local development and governance, inspiring neighboring Gram Panchayats. The Gram Panchayat under the able guidance of Hon'ble MPs follows a structured process to transform identified gram Panchayat into Aadarsh Gram Panchayat. The following steps are involved in SAGY implementation:

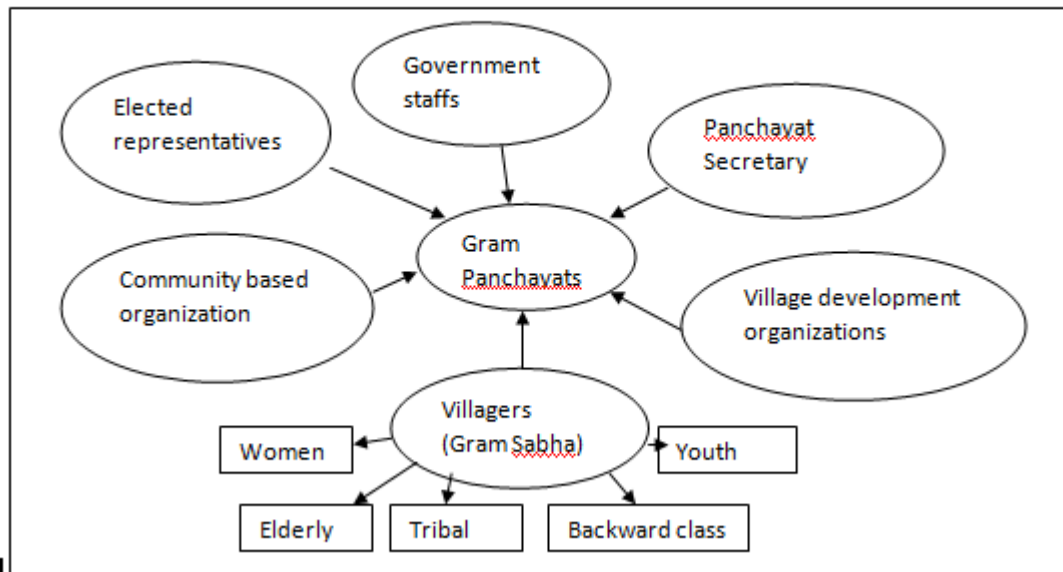
- Identification of Gram Panchayat by Honorable Member of Parliament
- Environment-creation or entry point activities
- Formulation of village development plan through participatory exercise
- Resource-mapping , and finally
- Implementation of planned activities in identified GP

2. ROLE OF GRAM PANCHAYAT HEAD/GP PRESIDENT IN SAGY IMPLEMENTATION

It is well known that to achieve any objectives one must have proper approach for it because it guides you to how to achieve those objectives. Therefore, approaches of SAGY are prepared keeping in view the experiences learnt from strength and challenges of a sustainable local level development.

Participation of community has been proven as key to sustainable local level development, therefore, engaging with and mobilizing villagers and other stakeholders to make SAGY gram Panchayat as "adarsh" Gram Panchayat has been adopted as one of the key approaches for the SAGY implementation.

GRAM PANCHAYAT STAKEHOLDERS



Therefore, the role of the Gram Panchayat President in effective implementation of SAGY, the following strategies will be vital:

- ❖ To organize entry point activities in order to energize and mobilize the community towards positive common action
- ❖ Participatory planning exercise for identifying people's needs and priorities in an integrated manner which is called as village development plan
- ❖ Strengthening the Gram Panchayats and peoples' institutions within them

Further, the following activities that are suggested in the SAGY Guidelines for the Social Development and Good Governance at Gram Panchayat level may not be possible without the help of Gram Panchayat President

- ❖ Activities for promotion of voluntarism
- ❖ Building the capacity of the people to fully participate and contribute to local development
- ❖ Activities for honouring village elders, local role models especially women, freedom fighters and martyrs
- ❖ Activities for violence and crime free villages such as
 - a. Setting up Citizen Committees
 - b. Sensitization, especially of youth
- ❖ Village sports and folk arts festivals
- ❖ Having a village song to instill a sense of pride among the people
- ❖ Celebrating 'Village Day'
- ❖ Proactive steps for inclusion and integration of socially excluded groups, especially Scheduled Castes and Scheduled Tribes.

- ❖ Strengthening of local democracy through strong and accountable Gram Panchayats and active Gram Sabhas
- ❖ Gram Panchayat acting as an information facilitation centre
- ❖ Timely redressal of grievances filed by people, such that Grievances of all nature to be submitted to the Gram Panchayat / Charge Officer and dated receipt to be given
- ❖ Grievances to be redressed within three weeks along with written reply
- ❖ Institutionalization of regular open platforms for airing of grievances and their redressal, coordinated by the Gram Panchayat
- ❖ Half yearly Social Audit of the programme implementation by the Gram Sabha facilitated by the Social Audit Units set up under MGNREGA
- ❖ E-Governance resulting in better service delivery
- ❖ Provision of Aadhar cards to all
- ❖ Ensuring regular and punctual attendance of government and panchayat staff
- ❖ Time bound service delivery in line with Department's Citizens Charter
- ❖ Holding of Mahila Gram Sabhas before every Gram Sabha
- ❖ Holding of a Gram Sabha at least 4 times a year
- ❖ Holding of Bal Sabhas every quarter
- ❖ Proactive disclosure of all information pertaining to the implementation of the programme in the public domain and through wall-writing, notice boards in the local language. This should necessarily include the list of beneficiaries, item-wise budgets and expenditure.

As mentioned above, Gram Panchayat president plays a major role in various stages of Village Development Plan preparation. The various stages are as follows:

- ❖ Systematic environment creation and social mobilization day which is spearheaded by the Member of Parliament, involvement of Gram Panchayat is crucial.
- ❖ Identifying activities which people themselves can complete through behavioral and social changes, self-help and mutual help, shramdaan, local contributions and local resources.
- ❖ Analyzing the situation/needs of Gram Panchayat through participatory techniques
- ❖ Strategy Setting to meet the needs of Gram Panchayat
- ❖ Identifying the Resource envelope
- ❖ Finalization of needs
- ❖ Preparation of the draft VDP
- ❖ Clearance of the VDP by the Gram Sabha, and
- ❖ Approval of the VDP by the Hon'ble Member of Parliament

Through the participation in above mentioned activities, the village community would have demonstrated its willingness to undertake the scheme in its fullness, and enough triggering has been done among community people to implement the scheme at the next stage. The details of

entry point activities, Baseline survey and village development plan formulation may be seen below.

3. ENTRY POINT ACTIVITIES

After identification of Gram Panchayat, carrying out entry point activities or we may also call it as environment creation activity, in selected Gram Panchayat is necessary before the formal plan formulation starts and it should be spearheaded by the MP himself or herself. The leadership can be given by the GP head or the Charge Officer of the GP, if need be.

Why environment creation is important?

Because the entry point activities or environment creation activities are of immense importance to bring about attitudinal change in the community people and also helps to mobilize community people towards positive common action. In addition, this gives an opportunity to project the Gram Panchayat as a crucial institution among other government agencies and also establishes the credibility of the Gram Panchayat among the villagers. And, most important when an MP himself or herself is spearheading this function (entry point activities) this passes a strong message and trust about SAGY among community people.

Activities such as the conduct of Mahila Sabha, Bal Sabha, Gram Sabha, etc. are part of the environment-creation activities and would involve groups such as Self Help Group, Mothers' Committee, Producers' Group, Youth club, School going children in identifying the pressing issues and collectively urge for sustainable solutions.

As mentioned in the Guidelines (para 12), the responsibility of implementing the SAGY rests with elected representatives of Panchayats and the functionaries of the programmes concerned at different levels. The two must work together to accurately identify the common needs of the village and the needs of vulnerable households, in particular; leverage resources of different programmes; and facilitate people's participation in implementation, monitoring of various activities taken up under the scheme. The Members of Parliament engage with the community in the village and motivate them to take up development activities on their own accord to their capacity and proactively facilitate transparency and accountability in the programme implementation. They also coordinate with the community to achieve the desired non-tangible outcomes. Following are some of the activities which can be facilitated by the Members of Parliament during environment creation day for the holistic development of the village:

- Awareness Camps
- Enrolment Camp
- Activities for Social Development
- Economic Development Activities
- Environmental Development Activities
- Good Governance Activities

3.1 Various Awareness Camps

Awareness drive among the villagers may be conducted by organising camps and cultural events such as street theatre, puppetry, film Shows and house-to-house campaign through health volunteers, 'Swachhata Mitras', Wall Writings, Information Boards at common locations, Campaign through School Children, Youth Clubs, SHGs, etc.

Sl	Type of Camp	Name of the Camp
1	Health Camps	Covid Vaccination Camp
2		General Health Camps
3		Preventive Health Awareness Camps
4		Pediatric Health Camps
5		De-addiction camps
6		Stress Management camp
7		Dental Camps
8		Diabetics camps
9		Eye Camps particularly in schools
10		Disability Camp to support the persons with disability
11		Orthopedic camps
12		Adolescent girls health camp
13		Personal hygiene awareness camp
14		Respiratory camp
15		Cardiac and Hypertension camp
16		Blood Donation Camp
17		Immunization and deworming drives
18		Awareness camp on ill effects of Open Defecation
19		Awareness camp on menstrual hygiene for women and adolescent girls
20		Organising AIDS/STD awareness camp
21		Awareness programme on communicable diseases and prevention of epidemics
22	Awareness Camp	Education Loan
23		
24		First Aid

25		Organ donation awareness camp
26		Environment protection
27		Disaster management
28		Covid Appropriate Behaviour
29		RTI Awareness camp
30		Legal Awareness Camp
31		Women Empowerment
32		Human Rights
33		Existing government schemes
34		Self defence camps especially for women
35		Risk behaviours like alcoholism, smoking, substance abuse
36		Female infanticide
37		Advantages of becoming an SHG Member
38		Ideal functioning of SHGs
39		Financial literacy for SHG Members

3.2 Enrolment Camp

Enrolment camps may be conducted in the SAGY Gram Panchayats with support from Bank/ Post Office to ensure 100% enrolment in the following social security as well as good governance schemes. Such camps can create awareness among the villagers on all the existing schemes and eligible individuals/ households can be enrolled to get benefits of the same.

Sl	Type of Camp	Name of the Camp
1	Enrolment Camps	Ayushman Bharat/Pradhan Mantri Jan Arogya Yojana
2		Aam Aadmi Bima Yojana(AABY)
3		Atal Pension Yojana
4		Indira Gandhi National Disability Pension Scheme
5		Indira Gandhi National Old Age Pension Scheme
6		Indira Gandhi National Widow Pension Scheme
7		National Family Benefits Schemes
8		Opening Sukanya Samriddhi Accounts for girl children
9		PDS card for eligible Household

10		Pradhan Mantri Fasal Bima Yojana
11		Pradhan Mantri Jan Dhan Yojana
12		Pradhan Mantri Jeevan Jyoti Bima Yojana
13		Pradhan Mantri Suraksha Bima Yojana
14		Rural postal Life Insurance Scheme

3.3 Activities for Social Development

Social development strives for the well-being of every individual in society so they can reach their full potential. The following Social Development activities can promote social inclusion of the poor and vulnerable by empowering people, building cohesive and resilient societies, and making institutions accessible and accountable to citizens with the help of GP presidents .

1. Organising village day celebration through exhibitions and honouring the village elders and local role models, especially women, freedom fighters and martyrs.
2. Celebrating various awareness weeks such as Open Defecation Free village week, 100% literacy week, breastfeeding week, AIDS awareness week, etc.
3. Painting and Literary competitions among the school and college students on how the village could be made a model one.
4. Creating a Village song .
5. Organising Village sports and folk arts festivals and various competitions that reflect the spirit of the village, and select the village song for different festivals and occasions
6. Organise youth groups to ensure every child, particularly girl child is in school and special facilities provided for children with special needs
7. Organise exhibitions on local histories and talks by old aged persons
8. Filming a documentary movie about the village and its history and speciality
9. Facilitation of Adult Literacy drive
10. Putting information boards in all the completed activities to ensure the accountability and transparency
11. Organise citizen committees and various volunteer groups to look after various ongoing activities for development of the Gram Panchayat and for peace and harmony in the village.
12. Forming volunteer groups and train them for behaviour and social change.
13. Construct a fully functional library including e-resources, with a trained librarian to motivate the reading habit of students and villagers.
14. Facilitate various IEC initiatives to create demand for and promote use of toilets and identify all houses without Individual Household Latrines (IHHL) and lack of toilets in all public institutions in the GP and facilitate construction.

15. Organise Skype sessions with identified eminent persons from the fields of arts, literature and social reform for children to enhance their knowledge.
16. A cleanliness day can be organised to clean the village and remove the encroachments.
17. Grievance redressal camp/ Government at your Doorsteps Camp/ Governance at Citizens' Doorstep can be conducted along with the district administration in the village to resolve the pending issues/cases with the village level, block level and district level offices
18. School Enrolment camp can be conducted especially for school children and distribution of school bags, uniforms and other kits.

3.4 Economic Development Activities

Economic Development is the most important as well as the most difficult objective to achieve in village development. Economic development in a Gram Panchayat can be achieved through increasing the labour productivity and enhancing skills of villagers. The following activities can be taken up for the promotion of diversified agricultural and allied livelihoods including livestock and horticulture, village tourism, enhancement of avenues for rural industries, skill development of villagers especially the youth for placement in the formal sector and for self-employment.

1. Organising Focus Group Discussion on local production and productivity and employment; how to make use of Government initiatives.
2. Organising employment mela and profiling education and area of interest of the unemployed youths
3. Organising Financial inclusion camp like Pradhan Mantri Jan Dhan Yojana
4. Organizing loan mela for farmers and entrepreneurs.
5. Orientation programme on various entrepreneurship activities
6. Organizing training programme on Food processing and value added products for women and farmers
7. Organizing training programme on Organic Farming
8. Organizing training programme on various horticulture activities
9. Promotion of Soil Health Cards and ensure issue of Soil health cards to all villagers
10. Promotion of activities related to village tourism
11. Conducting cattle health camps and fair
12. Identifying training centres and self-employment opportunities for the unemployed youths.
13. Ensure the effective implementation of poverty reduction programme like MGNREGA and NRLM programme
14. Conducting Krishi Mela for farmers to create awareness on various advanced farm mechanisation, ICT in agriculture, Agricultural marketing, importance of soil testing and cash crops

15. Resource Envelope- The MP can mobilise the financial/technical support from various Private, Voluntary organisation and Corporates to create infrastructure, skill development, promote advanced technologies and renewable energy technologies etc.
16. Organising special camps to identify vulnerable and marginalised households – SCs/STs, PVTGs, single women and women-headed households, disabled, landless, migrant labour, isolated communities and communities living in remote, hilly and disturbed areas in order to brought under the SHG network.
17. Special focus to develop and engage community professionals and Community Resource Persons (CRP) for capacity building of SHGs and their federations and other collectives to enhance their skills for managing their institutions, linking up with markets, managing their existing livelihoods, enhancing their credit absorption capacity and credit worthiness.

3.4 Environmental Development Activities

1. Conducting Plantation camps and planting trees – those having economic, environmental, social and cultural values - in homesteads and public places, especially on road sides, canal bunds, farm bunds and public places.
2. Awareness about rainwater harvesting system and soil erosion.

3.5 Good Governance Activities

1. Capacity building of elected functionaries and officials of the Gram Panchayat.
2. Creating Functional Committees like Watershed Committees, Village Health and Sanitation Committees etc. to ensure the effective functioning of the existing programme.
3. Creating functional committee to monitor the quality of services providing under Integrated Child Development Scheme (ICDS), Mid-Day Meal (MDM) is served in schools.

4. SITUATION ANALYSIS OF GRAM PANCHAYAT

Why situation analysis of Gram Panchayat is required?

The situation analysis of the Gram Panchayat will provide the socio-economic, demographic, health status, infrastructure and resource availability etc. information of the village which will be further used in formulating the village development plan (VDP). In other words, the situation analysis broadly identifies the local needs, key constraints and available resources of the Gram Panchayat. The data required for the situation analysis can be obtained from two methods: a **Baseline Survey** at household level and **Participatory Rural Appraisal (PRA)** to get micro level picture of GP.

The baseline survey is done to achieve two objectives: first, it will help us in identifying the details of the existing scenario in different areas of development so that improvements could be suitably bench marked to this. Second, the baseline survey will provide basic data on the

deficiencies and gaps in infrastructure, amenities and services as well as potential for future economic and human development. The baseline survey may be carried out by involving the key informants of the village such as teachers of the local schools, ASHA workers, Aanganwadi workers, and educated youths by giving them training on baseline data collection.

In addition to baseline survey data, the recent data collected during the Mission Antyodaya survey may also be referred to find the current scenario of the GP.

The second method of carrying out situational analysis of Gram Panchayat is through Participatory Rural Appraisal (PRA). PRA is mainly used to collect descriptive and qualitative information on the issues of GP through the people of Gram Panchayat. In this method, participation of people and their discussion is given very high importance or weightage in planning, implementation, and management of projects in rural areas. In other words, Participatory Rural Appraisal helps the community to identify their needs and constraints, basing on which they can make plans, implement the plan and monitor and evaluate the whole process .

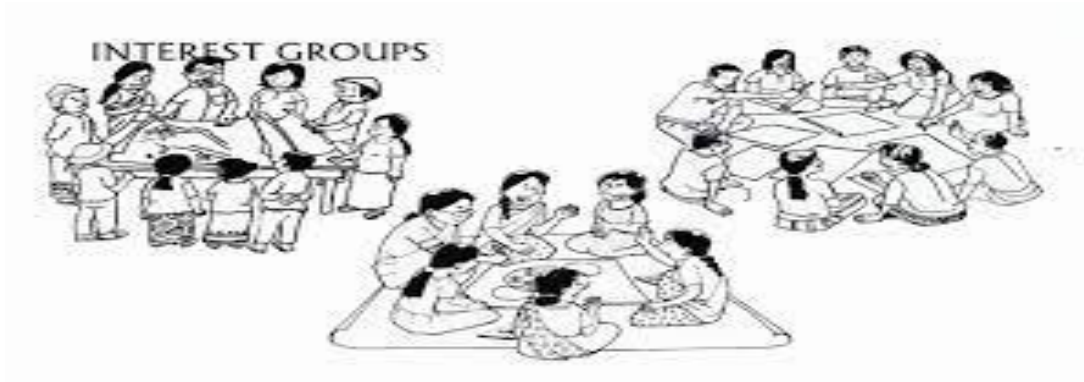
Some example of PRA tools mentioned above:



Village Resource Map



Village Social Map



Focused group discussion

Now, how to use this method? As you know that PRA is done through involving local community people, however we also require trained facilitators who can facilitate the entire process of PRA. There are different types of PRA method to collect data, which can be context specific. These methods are, Transect Walk of Gram Panchayat, Key informant Interviews, Focus Group Discussion, Social Map, Resource Map, Needs Matrix, Wealth Ranking, Venn diagram, Seasonal Calendar etc.

5. VILLAGE DEVELOPMENT PLAN (VDP)

Once the trust and confidence between people of the village and SAGY is built up through the activities of environment creation spearheaded by the Honorable Member of Parliament, the identified Gram Panchayat is now ready to formulate the plan for village development. This stage is called as formulation of village development plan (VDP).

Village development plan is a comprehensive plan document prepared by considering the real need of the village and the available resources with special focus on enabling every poor household to come out of poverty. This is the main objective of VDP.

In other words, VDP is a vision document of the identified Gram Panchayat to achieve holistic development. It showcases the range of projects (or activities) to be achieved in a time bound manner on priority basis by utilizing the resources available with different schemes or programmes through convergence mode. What is the basis for formulating a village development plan? VDP is formulated based on data/information obtained from baseline survey of GP, participatory rural appraisal by people, list of activities which people themselves can do and types of resources available in the Gram Panchayat.

It should be remembered that VDP preparation is the most important exercise of SAGY because the success of the SAGY programme depends on its quality. Therefore, following points need to be ensured while preparing VDP:

- Real need of Gram Panchayat should be reflected in the VDP.
- Projects or activities proposed in VDP should be relevant to the local context.

- Activities should be realistically achievable in a given time period.
- There should be a balance of infrastructure and non-infrastructure projects.
- Projects or activities finalized in VDP must be a product of good discussion of diverse groups of village people in Gram Sabha. Participation of all groups of people must be ensured in Gram Sabha meetings, especially mahila group, kisan group, adolescent boys and girls, Scheduled Caste and Scheduled Tribe people, old age people, etc.
- Minutes of the Gram Sabha meeting must be prepared and read out in the Gram Sabha meeting itself.
- Since 2018, the Ministry of Panchayati Raj has introduced a programme called Gram Panchayat Development Plan to bring holistic development in all Gram Panchayats of the country. Under the Gram Panchayat Development Plan, it is mandatory for every gram panchayat to prepare its development plan. Therefore, the VDP of SAGY should also be broadly aligned with the Gram Panchayat Development Plan.
- VDP should also reflect that it has covered action plans of both State government and other line departments.
- To monitor the implementation of activities proposed in VDP, a proper committee headed by District Collector must be formed for regular review of the progress.

Activities which can be taken up in Village Development Plan

The Village Development Plan may broadly cover activities in the eight sectors listed in the SAGY Guideline viz. Personal Development, Human Development, Social Development, Economic Development, Environmental Development, Basic Amenities and Infrastructure, Social Security and Good Governance. An indicative list of activities that can be taken up can be seen under clause 7 of SAGY Guidelines (P.No 9 to 12). The needs, aspirations and priorities of the villagers are articulated as projectized activities for development in the VDP. These activities are to be then made part of the action plans of the respective departments along with sources of funding. By following this continuum, the Collectors can monitor and follow up with the respective departments for timely completion of the VDP.
