

**GOVERNMENT OF TELANGANA  
ABSTRACT**

Gram Panchayats- Gram Jyothi – Concept & Guidelines for the preparation of the Gram Panchayat Development Plans – comprehensive Instructions - Issued.

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PANCHAYAT RAJ AND RURAL DEVELOPMENT (Pts-III) DEPARTMENT

G.O Ms. No 64

Dated:14.08.2015

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**ORDER:**

1. "Grama Jyothi" a program to empower gram panchayats, will be launched across the state of Telangana in the month of August 2015. Government of Telangana is committed to empower and strengthen the gram panchayats by empowering them to ensure better delivery of services to the people. The program aims to decentralize the process of decision making at the lowest level namely the gram panchayat with the twin objective of empowering them to take decisions that affect them and also plan and prioritize the needs that are required most by suitably tying up with the pooled funds under various schemes, that will be kept at the disposal of the Gram panchayats. Central to the Concept of Grama Jyothi will be the effort of each Gram Panchayat to develop a "**Village Development Plan**" In other words, Gram Panchayats will prepare a **perspective plan** and a **monitoring and coordination plan for improved service delivery**. The perspective plan will focus on the provision of basic amenities such as roads, drains, sanitation, drinking water, street lights, generate wage employment and green the village through the Haritha Haram over a period of the next four to five years. The Monitoring and coordination plan focuses on improved service delivery in the Health and nutrition, education, agriculture and animal husbandry sectors. Another key component to be addressed by the Gram panchayats will be to address the issue of livelihoods, poverty and social security that afflict the poor. While developing the plan, the Gram Panchayat shall also develop a **special development plan for the welfare of the Scheduled castes and Scheduled tribes** in planning and providing basic amenities, housing, income generating activities etc for which funds shall be accessed under the Scheduled Caste Development Plan and the Tribal Sub Plan. Gram Jyothi aims to:

- (a) Ensure coordination of all line departments, which hitherto have been working in silos to be accountable to the Gram Panchayat by taking an active role in the meetings of the Gram Sabhas and functional committees of the Panchayat.
- (b) Ensure that the decisions are taken in the Gram Sabha
- (c) Ensure transparency and accountability of the Panchayat and the line departments in discharging their functions.

**2. Background:** Gram Panchayats have been constituted under article 243B and is a Constitutional body duly constituted under Article 243B of Constitution of India. The Sarpanch and Ward Members of the Gram Panchayat are democratically elected by people through due process of election conducted by the State Election Commission. The Panchayat secretary of the Gram Panchayat is an officer recruited by Public Service Commission. There are 8685 Gram Panchayats, 87,838 Wards catering to a population of 2,26,88,576 as per 2011 census, of which 42,12,900 belong to Scheduled Castes and 29,01,266 belong to Scheduled Tribes. Historically Gram Panchayats have not been able to play a key role in local governance and delivery of services. Most line departments continue to be beholden to their line hierarchies leading to low levels of transparency and accountability. Overtime Gram Sabhas have become a mere formality to cater to the requirements of some key programs such as NREGA and economic benefit schemes.

3 Further under the Fourteenth Finance Commission Award, the Gram Panchayats in Telangana State would receive Rs. 5375.53 crores in next five years starting from 2015-16. Of this 90% of the grant will be released as Basic Grant and the balance 10% will be released as Performance Grant. The FFC recommended that the grants should go to Gram Panchayats, which are directly responsible for the delivery of basic services. The FFC also recommended for taking up planning exercise at Gram Panchayat level for optimal utilisation of resources and delivery of basic services smoothly and effectively.

**4. Need for Gram Panchayat Development Plan :** Several Government departments have been implementing developmental programmes at the Gram Panchayat level for the last several years after independence. But it is observed that by and large they have been working independently of one another. Therefore there is lack of synergy in the efforts made by the departments. It also observed that sometimes there is also duplication in the work done by the departments. There is no monitoring on many institutions and functionaries working at the Gram Panchayat level which are being monitored from higher levels by their respective line departments. this led to lack accountability and transparency in the functioning of these institutions.

5 In a democratic system, participatory planning should bring out the resource potential of Gram Panchayats, besides assessing the most immediate needs of the Panchayat and prioritizing them based on the funds that could be pooled at the Panchayat level. Thus the village development plan should encompass a holistic view of the Panchayat in all its facets. The planning exercise activates Gram Panchayats and establishes their identity as a Local Governments. It helps to absorb more funds from different sectors through increased local resource mobilization and thereby facilitates improvement of service delivery which promotes better bond with citizens. It leads to the development of local models and innovation. The Planning at Gram Panchayat level provides:

- (a) A platform for discussing local issues, local perceptions and local analysis to decide local priorities.
- (b) Platform for active participation of the people in decision making bringing governance more close to the people and making public institutions more responsive, accountable and transparent.
- (c) Provide for backward and forward linkages - All available schemes and resources shall be brought together through effective convergence mechanism.
- (d) Provide for horizontal/vertical, spatial/temporal integration of different sectors.
- (e) Provide an opportunity for matching of priorities and resources. The goal and objectives to be achieved shall be doable, affordable, efficient, effective and sustainable.

6 **Key Components of a Gram Panchayat Development Plan:** The State Panchayat Raj Act, 1994 entrusts the Gram Panchayats with several functions and endows them important powers to perform these functions. In particular Sections 45 to Sections 59 of the Act spell out the powers and functions of the Gram Panchayats towards the people. Section 45 of the Act outlines the Mandatory functions of the Gram Panchayat. Under this Section the Gram Panchayat is responsible for delivering the following important basic services.

- a. Drinking water supply
- b. Sanitation and public health
- c. Street lighting
- d. Maintenance of internal roads and drains
- e. Prevention of epidemics
- f. Registration of Births and Deaths

7 The Government also prescribed that the available resources of the Gram Panchayat shall be spent first spent for delivering these services effectively. Then only the resources can be spent for other needs. Section 46 of the Act outlines the optional functions of the Gram Panchayat. Some of the important optional functions are as follows.

- i. Public Markets
- ii. Libraries
- iii. Plantation Activities
- iv. Promotion of Primary education
- v. Child Welfare
- vi. Maintenance of primary Health Facilities
- vii. Parks and Playgrounds
- viii. Warehouses and Granaries
- ix. Promotion of Cooperatives
- x. Disaster Management
- xi. Protection and development of common property resources

8 Sections 80 to section 125 of the APPR Act, 1994 entrust the Gram Panchayats with responsibility of safeguarding **Public Safety, Convenience and Health**. Some the important subjects under this category are

- i. Use of public Places, Public Roads, Tanks etc.,
- ii. Licences
- iii. Public and Private Markets
- iv. Burial Grounds
- v. Sanitation and Conservancy
- vi. Encroachments

9 The effective delivery of All of these functions and responsibilities directly influence the quality of life of the people and helps in improving the **Human Development Index (HDI)**. Therefore, each Gram Panchayat shall prepare a perspective plan for the next four to five years

**10 Resources for Gram Panchayat Development Plan** Several financial resources available for preparation of Gram Panchayat Development Plan. Gram Panchayats empowered to levy, collect and spend different types taxes and Non-taxes for discharging its functions under the Panchayat Raj Act. Several State and central grants released under Central and State Schemes. Many department implement development programmes at the Gram Panchayat level. These are broadly indicated below

i. Own Source Resources

- Taxes-house Tax, Advertisement Tax
- Non-Taxes- Fees
- Remunerative Enterprises-Shops, Markets, Fish Tanks

ii. Assigned Revenues

- Stamp Duty
- Entertainment Tax
- Water Cess

iii. Grants

- Central – Fourteenth Finance Commission, MGNREGS
- State –SFC, PT, Percapita

iv. Donations.

- Donations and Voluntary contribution can be invited interested citizens from the Gram Panchayat. The prosperous citizens like NRIs can be contacted explain the needs of the village and request to make a donation either in cash or kind for the development of their village.

v. Central and State Schemes

- Funds under various Central and State schemes spent by various departments at Gram Panchayat level like NRLM, NHRM, SSA, etc., can be included in the GP development Plan.
- The funds available under all the schemes shall be made available to each gram Panchayat to enable it to prioritize the needs under basic services etc

**11 Focus Areas of the Gram Panchayat Development Plan:** For achieving the wholistic development of the village, the planning exercise at the Gram Panchayat level should focus on the following areas to begin with:

- I. Sanitation and Drinking Water
- II. Natural Resource Management
- III. Education
- IV. Health and Nutrition
- V. Agriculture
- VI. Social Security and Poverty Reduction
- VII. Infrastructure and Resource Mobilisation

12 The broad coverage of plans in each of the above focus areas is indicated below:

	Key Focus Area	Issues to be Considered for preparation of the Village development plan
1.	Drinking Water supply	<ol style="list-style-type: none"> <li>1. ensure supply of clean drinking water</li> <li>2. provide cement concrete platforms for each of the hand bore well with soak pit.</li> <li>3. ensure that overhead and ground level water storage tanks are cleaned up regularly ( at least once in a month)</li> <li>4. ensure completion of protected water supply schemes where they continue to remain unfinished</li> <li>5. highlight areas of water pollution to the RWS department</li> </ol>
2.	Sanitation	<ol style="list-style-type: none"> <li>1. Plan for solid and liquid waste management</li> <li>2. Identify dump yards</li> <li>3. Transport garbage – ensure people contribute to remove garbage into dump yards</li> <li>4. Develop vermin-compost pits to earn revenues for the panchayats</li> <li>5. Make the GP Open defecation free- conduct a survey to identify the number of houses that need a toilet and link up with SBM funds or NREGA funds</li> <li>6. Ensure soak pits for liquid waste management</li> <li>7. Clean up drains and stagnant pools of water</li> <li>8. Clean up unnecessary bushes and shrubs covered with garbage</li> <li>9. Ensure that the village is kept neat and clean at all times</li> </ol>

3.	Infrastructure - Maintenance of internal Roads, Drains and Street Lights	<ol style="list-style-type: none"> <li>1. Aim at ensuring good internal roads by linking up funds under the PR dept.</li> <li>2. Undertake regular patch works and cleaning of the paths with shrubs</li> <li>3. Ensure that roads and drains are provided in all SC and ST colonies under SCSP and TSP funds</li> <li>4. Ensure that the drains are regularly cleaned</li> <li>5. Ensure the construction of soak pits</li> <li>6. Ensure adequate number of streetlights that are functioning.</li> <li>7. Ensure that all GP building, street lights and motors are metered to avoid unnecessary billing</li> <li>8. Ensure the savings in electricity by taking up energy efficient devices such as CFL lamps, LED lights, Solar Lights</li> <li>9. Prepare an infrastructure plan of basic amenities for the Dalith wads, and tandas/ tribal hamlets</li> </ol>
4.	Natural Resource Management	<ol style="list-style-type: none"> <li>1. Telangana ku Haritha Haaram – village greening plan – 40,000 plants per year for the next three years shall be planned, taken up and protected to ensure higher survival rates</li> <li>2. Ensure the watering of saplings and survival rates</li> <li>3. Farm/ bund / block plantations in public lands, tank foreshore areas</li> <li>4. Afforestation – avenue plantations on roads</li> <li>5. Water shed management works – soil and water conservation works (ridge to valley treatment under NREGA / IWMP)</li> <li>6. Protecting irrigation tanks that have been desilted under mission Kakathiya</li> <li>7. Preparation of shelf of works under NREGA – with focus on natural resource management</li> </ol>
5.	Health and Nutrition	<ol style="list-style-type: none"> <li>1. Focus on the Pregnant women – <ol style="list-style-type: none"> <li>a. Antenatal care, supply of folic acid and iron tablets;</li> <li>b. Identification of high risk pregnancies</li> <li>c. Motivate and ensure institutional deliveries</li> <li>d. Registration of maternal deaths during pregnancy and up to 42 days of the delivery if any.</li> </ol> </li> <li>2. Child Health: <ol style="list-style-type: none"> <li>a. Identification malnourished children who are born below 2.5 kg weight</li> <li>b. Immunisation of the child</li> <li>c. Registration of births and deaths among children</li> </ol> </li> <li>3. General health <ol style="list-style-type: none"> <li>a. Chronic diseases – such as diabetes, hypertension, TB, Cardiac, leprosy, epilepsy, paralysis, aids, asthma, fluorosis, filaria, Cancer,</li> <li>b. Ensuring 104 services to the gram panchayat</li> <li>c. Review 108 services for emergency care and response</li> <li>d. GP to play active role in referral services to PHC and district hospital or treatment under Arogyasri</li> </ol> </li> </ol>
6.	Education	<ol style="list-style-type: none"> <li>1. Ensuring 100% enrolment of children (6-14 years) and</li> </ol>

		<p>retention into schools government or private</p> <ol style="list-style-type: none"> <li>2. pre-school education 3-6 years - ensure that anganwadis or private nurseries are teaching children under the play and learn method</li> <li>3. Functioning of the mid- day meal scheme</li> <li>4. Quality of education - ensure that children studying in schools are able to achieve the minimum levels of learning</li> <li>5. Identifying children who need to go to a residential school, Ashram school, hostel, KGBV school etc.</li> <li>6. Identifying the number of illiterates and launching a program for literacy through educated members in the village</li> </ol>
	Poverty and Social Security	<ol style="list-style-type: none"> <li>1. Identification of orphans in the village and steps to be taken to send them to orphan homes – sishu vihars etc</li> <li>2. Identification of the poorest of the poor for economic benefit schemes/ livelihoods by welfare / development departments and under the SCSP and TSP</li> <li>3. Ensure that there is no child labour in the village</li> <li>4. Skilling requirements for the youth to gain meaningful jobs</li> </ol>
	Agriculture Sector	<ol style="list-style-type: none"> <li>1. Distribution of seed subsidy</li> <li>2. Maintenance of soil health cards</li> <li>3. Custom hiring centres and farm implements</li> <li>4. Access to credit under Vaddi leni Runalu, pavala Vaddi scheme and loan waiver scheme</li> </ol>

### 13 Process of developing the Gram Panchayat Development Plan

**I. Public Mobilization** The participation of people is of utmost importance for the success of planning. The planning process has to therefore start with the mobilization of people through massive awareness generation. Several IEC activities can be taken up for awareness generation.

All Gram Panchayats must strive to prepare & display the following information.

- i. Chart on basic data on the Gram Panchayat
- ii. Chart on funds available with the Gram Panchayat and other line departments at GP level
- iii. There could also be painted on the wall of the Gram Panchayat building.

**2. Sensitization & capacity building:** All elected representatives and officials at all levels involved in the planning shall be sensitised through training and capacity building. The training and capacity building shall be planned and implemented through TSIPARD over a period of time.

**3. Initial Gram Sabha:** An initial Gram Sabha shall be convened to explain and discuss the objectives of planning, needs of the Gram Panchayat and availability of resources. Functional Committees covering the sectors shall be constituted. The Functional committees can productively use Participatory Rural Appraisal (PRA) tools like consultations with Stakeholders, Livelihood Analysis, Resource Mapping, Transect Walks, Focus Groups Discussion.

#### II. Situational Analysis

1. **Stock taking:** All the functional committees shall undertake a Situational Analysis which begins with stock taking of development interventions in the GP in the past 5 to 10 years and critical assessment of successes and failures.

- a. All available data relating to GP to be compiled, collated and given to each GP by the Panchayat Secretary.
  - b. The data relating to the Gram Panchayat can be compiled from State Statistical Abstract, Socio Economic and Caste Census (SECC), Census of India, Mana Ooru-Mana Pranaalika and Samagra Kutumba Survey.
  - c. Data relating to important departments like agriculture, animal husbandry, dairy, fisheries, employment, education, nutrition, health, availability of food, credit, natural resources, water and sanitation, fiscal data related to GP, etc. shall also be obtained and provided to Functional committees and Gram Panchayat.
  - d. Official notes on the "Situation" in the GP shall be given by different important departments like Health, Sanitation, Drinking Water, Agriculture, School Education, Women and Child Welfare, SC/ST Welfare etc. by the Mandal Officers concerned.
2. **Transect Walk:** The functional committees shall have a transect walk in the village to assess the situation and identify the gaps and needs of the sector and later work out the strategies to tackle the same and match with the funds as may be needed with the GP.
  3. **Assessment of Needs:** Based on the above the Situational Analysis shall assess the needs of the community and broadly capture the Shortfalls in services vis-à-vis standards, possible potential for economic development, Deficiencies" in human resource development, Challenges in social development, Concerns in Natural Resource Management and Gaps in infrastructure. The needs shall be prioritized and properly matched with the resources allocated

**III. Vision of the GP:** The Vision of the Gram Panchayat consists of broad goals and objectives of the Gram Panchayat to be achieved annually and prospectively. It sets clear targets and milestones to the Gram Panchayat. It shall clearly show the commitment of Gram Panchayat to improve quantity and quality of basic services, which are mandated by the Panchayat Raj Act. Some of the goals the Gram Panchayat can achieve are:

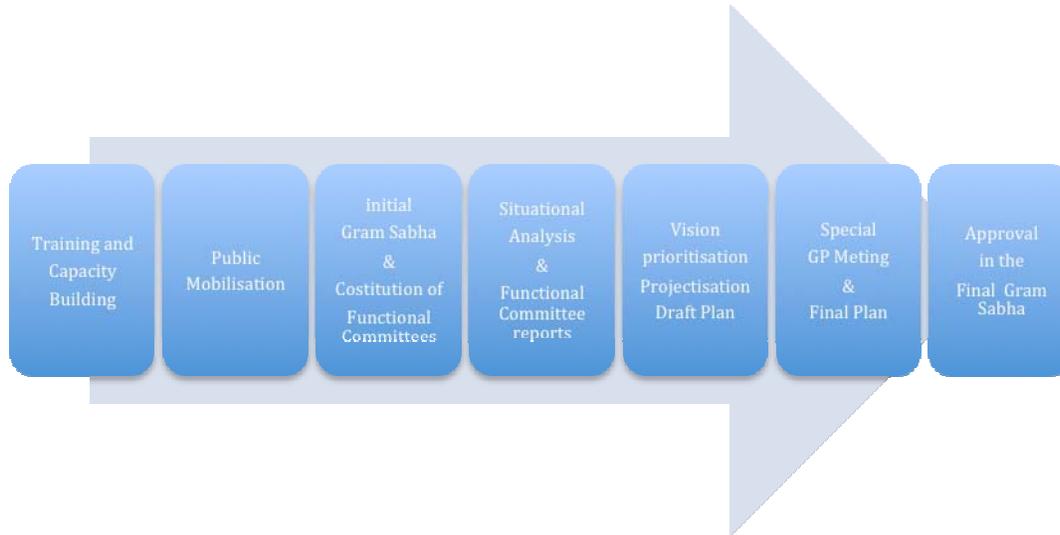
- (a) 100% Sanitation
- (b) 100% tax collection
- (c) 100% telanganaku Haritha Haram implementation (40,000 plants per year for three years)
- (d) 100% Literacy
- (e) 100% immunization of Children
- (f) 100% institutional Deliveries
- (g) 100% identification and treatment of diseased persons in the village
- (h) 100% enrolment of Children in School education and retention (Age 6-14 years).
- (i) 100% enrolment in Preschool/ Nurseries/ Anganwadis (Age 3-6 years).
- (j) 100% wage employment to all who are in need

**IV. Projectisation and Prioritisation:** After the consolidation of the functional committee recommendations, the Mandal line departments shall translate all requirements of the community into executable works and map them with existing schemes of the Central and State Government. The Fund allocation shall be clearly indicated for each of the works identified. Based on the quantum of resources available prioritization shall be worked for execution of works. It is also necessary to clearly workout the output and outcome for all the works

**V. Preparation of Draft GP Development Plan:** After the Projectisation and Prioritisation, the Draft Plan shall be prepared by the line department for the concerned sector. The draft plan shall indicate works identified in each of the focus

areas, fund allocation, timelines for completion of the works, output and outcome for the works.

**VI. Final GP Development Plan:** The Draft Plan prepared by the Mandal Line Departments shall be placed before the Gram Panchayat. A special meeting of the Gram Panchayat shall be convened to discuss the Draft Plan, finalization and approval. The plan approved by the Gram Panchayat shall be placed before the Gram Sabha for validation.



**VII. Proposed Administrative Arrangements for Gram Panchayat development Plan:**

**a. Human Resources:** The services following categories of officers are available at the district level shall be utilised for carrying out the planning exercise

- i. Functionaries of GP under GP control
- ii. Functionaries at GP Level not under GP Control
- iii. Functionaries at GP Cluster Level-For Group of GPs
- iv. Functionaries at Mandal Level
- v. Functionaries Divisional Level

From the resource pool of above officers the following administrative arrangements shall be made

**b. Panchayat Secretary:** The Panchayat Secretary shall make all necessary arrangements required for carrying out planning exercise at Gram Panchayat level as per the instructions given by higher authorities from time to time. He shall provide all logistic support for conduct of Gram Sabhas, Functional committee activities and any other activity related to planning process.

**c. Special Officer:** A Special Officer shall be appointed for every Gram Panchayat as was done during Mana Ooru-Mana Pranaalika Programme. The Panchayat Secretary shall provide all required support and assistance to the Special Officer. The special officer shall facilitate the conduct of proceedings by the Functional committees and the Gram panchayat.

**d. Functional committee :**

The functional committee shall be constituted as follows

- i. 1-3 Ward members
- ii. 1-2 SHG leaders
- iii. Any retired officer in the village

- iv. Any person having experience in the subject concerned
- v. The Village/Mandal level Officer concerned shall be **Convener**

The strength of each Functional committee shall not be more than 7 members

- e. **Extension Officer (PR&RD):** He is primarily responsible for smooth conduct of planning exercise in all Gram Panchayats in the Mandal, implement all instructions of the higher authorities and shall ensure that planning exercise is conducted as per the guidelines. He is also responsible for submission of reports and required data entry on planning.
- f. **Mandal Line Departments:** To consolidate the work of the functional group the Mandal line departments such as;

1. Mandal Parishad Development Officer-Convener
2. Tahsildars
3. Extension Officer (PR&RD)
4. Assistant Engineer (PR)
5. Assistant Engineer (RWS)
6. Assistant Engineer (TRANSCO)
7. Medical Officer
8. Agriculture Officer
9. APM (IKP)

shall coordinate the work of all the functional committees and facilitate the preparation of the Draft GP Development Plan by consolidating the Functional committee reports and submit the draft to the Gram Panchayat for final approval in the Gram Sabha.

- g. **Mandal Change Agent:** A change agent shall be appointed for each mandal. He shall be highly motivated and committed officer who shall build up the capacities of the special officers and shall coordinate the progress of the Gram Jyothi Program. The Change agents shall be instrumental in igniting the collective energy of the people and channeled for the betterment of society. The main responsibilities of the change Agent are:
  - (a) Conduct Gram Sabhas and motivate people to take up participative development
  - (b) Coordinate with the departments at the mandal and GP level
  - (c) Act as a link between the district officers and field functionaries and ensure smooth flow of information
  - (d) Coordinate with the adoption officers for focused development of the villages
  - (e) Facilitate the preparation of the GP development plans
- h. **Divisional Panchayat Officer:** He is responsible for coordinating all activities of planning in the Division. He liaison with all senior officers of line departments to ensure that all departmental functionaries actively participate in the planning process as per the roles and responsibilities assigned to them. He shall resolve any coordination issue at his level and immediately report the unresolved issue to higher authorities.
- i. **District Nodal Officer:** District Panchayat Officer shall be the District Nodal Officer to assist the District Collector for coordination and consolidation of the work related to planning process. The plans of all Gram Panchayats shall be consolidated and submitted to Commissioner, Panchayat Raj.

- j. **Software:** Required transaction based software will be deployed for monitoring the entire planning process and can be accessed for data entry at <http://tspri.cgg.gov.in>

4. All District Collectors are requested to ensure that adequate awareness of the concept of Grama Jyothi is created among the Change Agents, Special Officers of the Gram Panchayats and the line departments so that they are sensitive to the program. As follow up actions on the Gram Jyothi Action plan will have to be followed up by all the line departments, the need for convergence and accountability to the Gram Panchayats as entities should be impressed upon. In particular Collectors are requested to create maximum awareness and understanding among the Special Officers who are critical to the formulation of the Village Development Plans.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF TELANGANA)

J. RAYMOND PETER  
PRINCIPAL SECRETARY TO GOVERNMENT

To

All the District Collectors/Joint Collectors  
All the Chief Executive Officers  
All the District Panchayat Officers  
The Project Officers, ITDA &MADA  
All Special Chief Secretaries/Prl.Secretaries/ Secretaries.  
All Heads of the Departments  
The Commissioner PR & RD  
The CEO SERP  
The Commissioner Civil Supplies & EOS  
The ENC RWS  
The ENC PR  
The Commissioner, School Education  
The Commissioner, Agriculture  
The Commissioner, Family Welfare  
Copy to:  
The PS to All Ministers, Govt. of Telangana  
The PS to Chairman Planning Board.  
The PS to Chief Secretary to Government  
The Addl. Secretary to Hon'ble CM

//FORWARDED BY ORDER//

SECTION OFFICER