

Gram Panchayat Training Module

Facilitating the Formation of the Risk
informed Gram Panchayat Development
Plan



UNNATI
Organisation for Development Education



TRAINING MODULE: FACILITATING THE FORMATION OF THE RISK INFORMED GRAM PANCHAYAT DEVELOPMENT PLAN

Participant profile: Member of Gram Panchayat Planning Facilitation Team (Sarpanch, Talati (Patwari), Representative from Social Justice Committee (if formed at GP level), Elected Ward members, Representatives from various village level committees, Representative of active women's group such as SHGs, Representatives from different community level institutions, ASHA and Anganwadi of the GP, Youth Groups.

Duration: Maximum 2 days

Location: Village/Panchayat

Total Number of Participants: 25-30

Background

Article 243G of the Constitution of India acknowledges Panchayats as institutions of local self-government and mandates them to prepare plans for economic development and social justice. As local government, Gram Panchayats (GPs) are responsible for delivery of basic services to local citizens and address vulnerabilities of the poor and marginalized. This can only be achieved through implementation of well thought out plans through efficient and responsible utilization of available resources. The preparation of a Gram Panchayat Development Plan (GPDP), therefore, becomes extremely significant in order to carry out the work of GPs effectively. As per the Eleventh Schedule of Article 243 G of 73rd Amendment to the Indian Constitution, there are 29 sectors/subjects that fall within the responsibilities of local governments-

1. Agriculture including agricultural extension
2. Land improvement, implementation of land reforms, land consolidation and soil conservation
3. Minor irrigation, water management and watershed development

4. Animal husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest production
8. Small-scale industries, including food-processing industries
9. Khadi, village and cottage industries
10. Rural housing
11. Drinking water
12. Fuel and fodder
13. Roads, culverts, bridges, ferries, waterways and other means of communication
14. Rural electrification, including distribution of electricity
15. Non-conventional energy sources
16. Poverty alleviation programmes
17. Education including primary and secondary school
18. Technical training and vocational education
19. Adult and non-formal education
20. Libraries
21. Cultural activities
22. Market and fairs
23. Health and sanitation
24. Family welfare
25. Women and child development
26. Social welfare, including welfare of the handicapped and mentally retarded

27. Welfare of the weaker sections, and in particular, of the Scheduled Caste and Scheduled Tribes

28. Public distribution system

29. Maintenance of community assets

With the engagement of multiple departments and stakeholders, a GP must play a pivotal role in monitoring the provision of the services provided in their village. Keeping this in mind, a facilitation team should be made at the GP level, which would engage with the multi-stakeholders, identify and understand the different issues, carry out situation analyses and propose a draft plan to the Gram Sabha. After the consultation, this draft plan would incorporate the inputs and suggestions made in the Gram Sabha and the final plan would be prepared. To make the planning process more participatory and inclusive, the facilitation team must be made in accordance with the population of the village (two groups or sub-groups for population more than 5000), and must have proportionate representation of women, Scheduled Castes, Scheduled Tribes, and other marginalized groups. This facilitation team may include:

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

This two-day training module is designed to orient the above-mentioned Gram Panchayat Planning Facilitation Team (GPPFT) members. The aim is to develop and understanding of the participants on the process of making a Risk-Informed GPDP (RI-GPDP) which addresses hazard and climate induced risks in a GP. This training module covers broad topics that can be revised as per the objective and resources available with a facilitator.

Objectives

Post the training, a participant will be able to-

1. Develop an understanding of a Gram Panchayat Development Plan-its components and the process of formation.
2. Identify gaps and issues in different development sectors related to rural development by understanding its causes.
3. Understand hazard and climate risk implications on development activities and the strategy for response, adaptation and mitigation.
4. Lay down the perspective plan for 5 years and 1 year along with the resource envelope for the development initiatives identified over the course of the training.

Day 1: Identifying and understanding issues regarding sectoral development, disaster and climate risk

Learning Objectives: The session seeks to attain the following objectives-

- Developing an understanding of development planning.
- Identifying sector specific issues faced in a Gram Panchayat.
- How hazards intensify/create new risks.

Introductory Session

Topic: Background Setting and Ice Breaking

Learning Objective: Through the facilitator, the participants will understand the objectives of the training.

Facilitators note for the session: Although participants may belong to the same GP an ice breaking exercise may be done to create a conducive environment for discussion and learning.

-The facilitator will ask the participants to introduce their name and their role in their GP.

-After this the facilitator will provide a brief introduction to the purpose and objectives of the training.

Session 1: Identifying issues/gaps in different sectors governed by a GP

Learning Objective: The participants will be able to identify the various sectors related to development in their GP.

-Based on own experiences, the participants will be able to list issues related to different development sectors in their GP.

Facilitators note for the session: A brief presentation will be made by the facilitator through a small lecture or a PowerPoint Presentation explaining why GP level planning is important to bring economic development and social justice in a GP. The facilitator will explain further the process of planning and key components of planning including situation analysis, priority of issues and identifying needs.

-The participants will be divided into groups of three.

-Every group will be assigned one or two development sectors.

-Each group will be given 15-20 minutes to discuss and identify issues in their GP related to the development sector assigned to them based on their past experiences in their village.

-Every group will be given 3 minutes to present the issues identified by them and sector wise list of issues will be collated and presented by the facilitator.

***Note:** The facilitator will inter-link the issues in various sectors emerging through group presentations wherever applicable. A small handout can be shared which explains the key components in each sector related to GP development.*

Session 2: Understanding causes of issues listed in each sector

Learning Objective: The participants will be able to identify the causes behind the issues listed by them and how they are interlinked.

Facilitators note for the session: This is a continuation of session 1 where participants identify issues related to the sectors assigned to them. In this session, the participants will be facilitated to identify the causes of the issues that were identified by them earlier.

- i. Does geography/location of the GP contribute to the issues identified by participants?
- ii. Does any development intervention in the GP contribute to the issues identified by the participants?
- iii. Does the governance mechanism in the GP contribute to the issues identified by the participants?
- iv. Does the customs/culture or tradition of the GP contribute to the issues identified by the respondents?
- v. Does the development action or industrial activity in the neighbouring GPs contribute to the issues identified by the respondents?

For this session, the participants will be divided into groups of 5.

- Each group will be given 2-3 sectors each which are interlinked with each other.

-The participants will be asked to discuss and identify the cause of issues listed in the given sectors (in the previous session).

- Every group will be given 10 minutes each to present their findings with other groups.

Session 3: Understanding vulnerability and marginalization in the community

Learning Objective: The participants will be able to identify the status of different kinds of vulnerability and process of marginalization with different communities residing in a GP.

Facilitators note for the session: For this session some participants will play a role assigned to them and the rest will observe the activity being conducted.

-The facilitator will identify 9 or 10 participants and give them a role of a particular community group. Some roles are listed below-

Small farmers, community members from marginalized groups (SC/ST/OBC), daily wage labourers, disabled, elderly with no support at home, widows or women headed households, members of religious minority groups etc.

-Once the volunteers are selected (not more than 9 or 10 participants), the facilitator will arrange them in a single horizontal line.

-10 steps in the form of circles will be drawn by the facilitator in front of each of the selected participants.

-The facilitator will then read out 10 cues/statements which relate to standard of living, access to resources, level of agency/voice in the GP etc. (list provided below)

-Based on each cue/statement the volunteers will move forward one circle if they have faced a similar experience in their GP. If not applicable then the participants will be asked to remain at the same position/circle.

-The position of the volunteers after the statements are over will represent their level of marginalization/deprivation that they face in their GP.

-The facilitator will ask the other participants/observers to discuss why are some volunteers ahead and why are some behind in the circles.

-The responses given by the observers will be put on a board or chart paper by the facilitator.

At the end of the session the participants will be able to answer the 2 questions-

- i. Who are the vulnerable groups in a GP. For example- women, disabled, elderly, socially marginalized groups.
- ii. Why are such groups vulnerable- low position in the social hierarchy, lack of access to resources, lack of voice/agency/entitlements, lack of social capital etc.

List of indicative statements for the exercise

- i. My children receive quality education and are able to attend school regularly.
- ii. My house has connection to regular and clean drinking water supply, and power supply.
- iii. I get information related to all government schemes and programs from the GP.
- iv. I have land, livestock and other assets/properties.
- v. If I am in need of financial support, there are members in my community (other than moneylenders) who will help me.
- vi. I am always invited/notified about the Gram Sabhas being organized in the GP.
- vii. I have food grains and other basic food necessities in my household.
- viii. When facing an issue, I am able to approach the Gram Panchayat for help and my problem gets resolved.
- ix. In case of a disaster or emergency, I receive relief and support immediately.
- x. In case of a health emergency in my family, I am able to access health related services immediately.

Session 4: Understanding the impact of hazard risk on development at GP level

Development in a village is a continuous process. Hazard events sometimes either halts or diverges or even expedite the process of development in the village. Playing such a key role in development, it is better to understand hazard risks which are harmful and impact the development in a village. At the same time, in certain instances, it also creates an opportunity to introduce new development initiatives especially in areas where development has been limited.

Learning Objective: The participants will be able to list major and local hazards which affects a GP.

-The participants will be able to understand the impact of hazards on development in their GP.

Facilitators note for the session: The facilitator will prepare a presentation (not more than 3-4 slides) which will explain the difference between natural and man-made hazards. The broad stages of a disaster taking an example of a recent hazard event such as such as early warning/evacuation, hazard impact event, rescue and first aid, initial relief, recovery and reconstruction.

- All the participants will be divided into larger 2-3 groups.

-The groups will identify one major hazard each that they have experienced in the past. Each group will work on 1 disaster and discuss what happened in each of the stages related to the disaster as mentioned above. If possible, the groups may also discuss on the capacity of the GP and their communities to immediately respond to such disasters.

-Each group will be given a chart paper to write down their findings in each stage. The stages should be written in the chart paper or a common board as a reference point for the participants.

-A presentation of 10-15 mins each will be given by the groups where the participants will share what were the actions taken in response, recovery and reconstruction.

Note: Major hazards include hazards that have a wide-scale impact, for instance, earthquake, drought, flood and cyclone. Local hazards are specific to a region/geography and may or may not have a wide-scale impact. For instance: flash flood, fire, road accident etc.

Indicative Format in which the facilitator can present the findings

Hazard	Year of Last Occurrence	Major Impact	Capacity to respond
Earthquake		1. Human Loss 2. Housing damage 3. Livelihood loss 4. Public Infrastructure and services damage	
Cyclone			
Flood			
Drought			

Covid-19			
Local Hazard			
Flash flood			
Fire			
Road Accident			
Lightning			
Drowning in water body (pond, lake etc.)			
Snake bite			

The facilitator will link existing disasters and how a disaster event has an impact on development. The facilitator will also identify issues which can be addressed through development intervention undertaken by a GP.

Session 5: Understanding the impact of climate change risk on a GP

Learning Objective: The participants will be able to relate the impact of climate change experienced by them in their GP.

Facilitators note for the session: 1. Poster sets or a PowerPoint presentation or a video will be utilized to explain what is the difference between weather and climate.

2. Through the presentation or audio-visual material, the facilitator will then explain the impact of climate change in a GP in terms of shift in rainfall patterns and extreme temperature events. The facilitator shall provide experience-based examples to clarify the points further.

3. Taking a reference point of the near past, for instance 20-30 years, the facilitator will ask the participants to identify and share what they feel has changed in those years. For this, the participants will be divided in larger groups of 2 (15 each if 30 participants). In one group the facilitator will ask the group members to discuss on the impact of shift in rainfall patterns in the GP and the other group will be asked to discuss on the impact of extreme weather events.

Following are pointers for probing answers in each local impact of climate change-

Pointers for Discussion on Shift in Rainfall Pattern

-Any change in start and end of monsoon seasons over the years. Generally, in the western part of India, rainfall season starts from mid-June and continues till the month of September. Have the participants experienced any changes in these terms?

- Any change in the number of rainy days experienced over the years.
- Any change in the amount of rainfall in a particular day/hour.
- Any change in cropping pattern and the reason for such change.
- Any change in the availability of ground water over the years.

Pointers for Discussion on Extreme weather events

-Any changes in extreme temperatures during summer and winter seasons over the years.
What has been the impact of extreme hot temperatures or extreme cold temperatures on livelihood,

- Any changes in the number of extreme temperature days over the years.
- Any changes in availability of surface water such as ponds (increased temperature resulting in increased rate of evaporation).

Based on the responses by participants, the facilitator shall summarize the impact on two areas such as livelihood (agriculture and animal husbandry), human wellbeing and health. The facilitator should also identify whether there have been any changes in the way the participants adapted to the changes in rainfall and weather.

Session 6: Linking the impact of climate and hazard risk to development in the GP

Learning Objective: The participants will be able to link how hazard and climate risk impact the development in various sectors in their GP.

Facilitators note for the session: Through the previous sessions the participants will be able to identify and understand the impact of hazard and climate risk in their day-to-day life. In this session, the facilitator will hold a brainstorming session with the participants. The session will cover two broad areas-

- i. Do hazards and related risks have an impact on the development in a GP in the short, medium and long term?
- ii. Do changes in rainfall pattern and extreme weather events have an impact on the productivity/availability of land and water resources?

Day 2: Identifying and listing of action points for key sectors of development, resource envelope and the framework for action plan

Learning objectives: The session seeks to attain the following objectives-

- Identification and listing of action points to address the issues related to development in a GP.
- Development of a resource envelope which lists the various sources of finance in a GP.
- Preparation of a yearly and 5 yearly action plans.

Session 1: Listing of sectoral action points covering development issues and disaster/climate risk

Learning Objective: The participants will be able to identify action points to address issues identified in the previous sessions of the training.

Mode of Facilitation: The participants will be divided into groups of 5.

-Each group will be given one or two sectors each in which issues were identified in the previous sessions.

-The participants will also be asked to identify the risk of hazard impact on the sectors assigned to them.

-A discussion time of 10 minutes will be given to each group to identify action points that can help in addressing the issues identified.

-Using a whiteboard or a chart paper, the facilitator will create three columns- cost, low cost and no cost.

-After the discussion among groups, the participants will be asked to share their findings.

The role of the facilitator here would be to classify/arrange the action points identified by the participants into cost, low cost and no cost activities on the white board/chart paper.

The following format will be shared by the facilitator-

S. No.	Action Point	Cost category (Tick Appropriate)
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		Cost	Low Cost	No Cost
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				
11.				
12.				
13.				
14.				
15.				

Session 2: Resource Envelope

Learning Objective: The participants will be able to understand the various sources of funds coming into a GP, i.e., GP's own sources, 15th Finance Commission, Special Release to Gram Panchayats and Departmental Programs and Schemes.

Description: The session will provide an overview of-

- The current budget utilization pattern of GPs.
- Available resources of GP from different sources.
- Linkages with departmental projects (irrigation, agriculture, animal husbandry, etc.)
- Discussion on generating resources of GP

Mode of Facilitation: The facilitator will share the below format with the Panchayat Secretary and Sarpanch.

S. No.	Source of funds	Received in last FY	Budget for current FY
	GP Own Sources		
1.	Taxes		
2.	Royalty		
3.	Donation		
	XV Finance Commission grant		
1.	Tied		
2.	Untied		

	Special Release to Gram Panchayats		
1.			
	Departmental Programs and Schemes (may be utilized directly by departments)		
1.	Agriculture department		
2.	Animal Husbandry Department		
3.	Fisheries Department		
4.	Irrigation Department		
5.	Education Department		
6.	Health Department		
7.	Forest and Environment Department		
8.	Women and Child Welfare department		
9.	Social welfare and justice department		
10.	Tribal development department		
11.	Any other sources		

-Using the format as a reference point, the facilitator will ask the Sarpanch and Panchayat Secretary to share the resources that their GP receives in a year. They will also share how funds are utilized in the GP.

-The facilitator will also provide examples of different sources of funds (from various departments) for implementing the action points that have been identified by the participants in the previous session.

Session 3: Development of annual and 5-year action plans

Facilitators note for the session: With the action points and various sources of funds identified in the previous sessions, the facilitator will facilitate the preparation of annual and 5-year action plans through the Sarpanch and Panchayat Secretary. The format is given below-

S. No.	Sector/ Theme	Action points/ activities	From which program/scheme or budget source	Concerned Dept.	Timeframe	Cost category (Tick Appropriate)		
						Cost	Low Cost	No Cost
1.	Water	1. 2. 3. 4.						
2.	Power							

3.	Road and Connectivity					
4.	Sanitation					
5.	Health					
6.	Education					
7.	Housing					
8.	Agriculture					
9.	Animal husbandry and Poultry					
10.	Fisheries					
11.	Women and Child Development					
12.	Social Welfare and Protection					
13.	Public Distribution System					
14.	Labour and Artisans					
15.	Governance and Community Institutions					

Session 4: Strategy for implementation and monitoring

Objective: To discuss the strategy for GPDP implantation and the mechanism for monitoring.

Facilitators note for the session: The facilitator will hold an open discussion with the participants and facilitate the assigning of each of the sector to the responsible committee and stakeholders involved.

-The facilitator will identify key actors/functionaries in the different sectors of development such as sarpanch from the executive body, ASHA or Anganwadi worker from health sector, teachers from education sector and so on. These actors will then be forming a Gram Panchayat Coordination Committee (GPCC) which would be responsible for implementation of the actions decided in their respective sectors.

-A mechanism will also be created where the Panchayat will call a meeting with the GPCC every 2 or 3 months to discuss the progress of action points being implemented. The meeting will also help in identifying the issues or support required by each of the sectoral leads assigned.

End of Day 2
