

# STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2025-26)

23

EIGHTEENTH LOK SABHA

MINISTRY OF PANCHAYATI RAJ

*[Action taken on the recommendations contained in the Eighteenth Report (Eighteenth Lok Sabha) on 'Clean and Green Village: Role of Panchayats' (2024-25) pertaining to the Ministry of Panchayati Raj]*

TWENTY-THIRD REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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*Presented to Lok Sabha on 16.12.2025*

*Laid in Rajya Sabha on 16.12.2025*



LOK SABHA SECRETARIAT  
NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND  
PANCHAYATI RAJ (2025-26)**

**Shri Saptagiri Sankar Ulaka --      *Chairperson***

***Lok Sabha Members***

2. Shri Bhumare Sandipanrao Asaram
3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
7. Shri Bhajan Lal Jatav
8. Dr. Mohammad Jawed
9. Shri Jugal Kishore
10. Dr. D. Ravi Kumar
11. Shri Naba Charan Majhi
12. Shri Imran Masood
13. Shri Janardan Mishra
14. Shri Kota Srinivasa Poojary
15. Shri K. Radhakrishnan
16. Shri Ramashankar Vidharthi Rajbhar
17. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
18. Shri Parshottambhai Rupala
19. Shri Devendra Singh *alias* Bhole Singh
20. Shri Ganesh Singh
21. Shri Vivek Thakur

***Rajya Sabha Members***

22. Smt. Geeta *alias* Chandraprabha
23. Shri Neeraj Dangi
24. Dr. M. Dhanapal
25. Shri Samirul Islam
26. Shri Iranna Kadadi
27. Dr. Kavita Patidar
28. Smt. Rajathi
29. Shri Nagendra Ray
30. Shri Sant Balbir Singh
31. Smt. P.T. Usha

***Secretariat***

- |                      |   |                      |
|----------------------|---|----------------------|
| 1. Shri D.R. Shekhar | - | Additional Secretary |
| 2. Shri V.K. Shailon | - | Director             |
| 3. Smt Rashmi Roy    | - | Deputy Secretary     |
| 4. Shri Sushil Kumar | - | Under Secretary      |

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2025-26) having been authorised by the Committee to present the Report on their behalf, present the 23<sup>rd</sup> Report on the action taken by the Government on the recommendations contained in the Eighteenth Report (18th Lok Sabha) of the Standing Committee on Rural Development & Panchayati Raj on 'Clean and Green Village: Role of Panchayats' (2024-25) pertaining to the Ministry of Panchayati Raj.

2. The Eighteenth Report was presented to the Lok Sabha on 11.08.2025 and was laid on the Table of Rajya Sabha on 11.08.2025. Replies of the Government to all the recommendations contained in the Report were received on 18.11.2025.

3. The Report was considered and adopted by the Committee at their sitting held on 12.12.2025.

4. An analysis of the action taken by the Government on the recommendations contained in the Eighteenth Report (18th Lok Sabha) of the Committee is given in **Appendix-II**.

NEW DELHI  
15 December, 2025

24 Agrahayana, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA  
Chairperson

Standing Committee on Rural Development & Panchayati Raj

# CHAPTER I

## TWENTY-THIRD REPORT

This Report of the Standing Committee on Rural Development and Panchayati Raj (2025-26) deals with the action taken by the Government on the Observations/Recommendations contained in the Eighteenth Report (Eighteenth Lok Sabha) on 'Clean and Green Village: Role of Panchayats' (2024-25) of the Ministry of Panchayati Raj'.

1.2 The Eighteenth Report was presented to Lok Sabha on 11.08.2025 and was laid on the Table of Rajya Sabha on 11.08.2025. The Report contained 04 Observations/Recommendations.

1.3 Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Government. These have been examined and categorized as follows:

(i) Observations/Recommendations which have been accepted by the Government:

Serial Nos. 2 & 3

Total: 02

Chapter II

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government: NIL

Total: NIL

Chapter III

(iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:

Serial Nos. 1 & 4

Total: 02

Chapter IV

(iv) Observations/Recommendations in respect of which final replies of the Government are still awaited: NIL

Total: NIL

Chapter V

**1.4 The Committee trust that utmost importance will be given to the implementation of the recommendations accepted by the Government. In case where it is not possible for any reasons to implement the recommendations in letter and spirit, the matter shall be reported to the Committee with reasons for non-implementation. The Committee desire that Final Action Taken Notes on the Observations/ Recommendations contained in Chapter I of this Report may be furnished to the Committee within three months of the presentation of this Report.**

**1.5 The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.**

**I. Recommendation (Serial No. 1)**

**Creation of New Scheme Namely “Clean and Green Village”**

**1.6 With regard to Creation of new scheme namely “Clean and Green Village”, the Committee had recommended as under:**

“The Ministry of Panchayati Raj has encouraged the Gram Panchayats (GPs) for preparation of thematic based Gram Panchayat Development Plans (GPDPs). Out of 9 Themes one of the Theme is "Clean and Green Village" with the aim to provide adequate drinking water and sanitation services, clean air, food security etc. for the villagers. During the briefing representatives of MoPR has stated that Ministry do not have any scheme for this theme but under Rashtriya Gram Swaraj Abhiyan (RGSA) training have been provided to elected representatives, stakeholders and panchayat functionaries so that they prepare details plans on this theme. Approximately 99000 panchayats have adopted this theme through Sankalp and nearly 4 lakhs stakeholders have been trained during the last three years. The Committee observe that rural India is an asset to speed-up socioeconomic development and attaining the target of SDG. Despite noble objectives, the "Clean and Green Village" initiative faces many challenges in its implementation in the country. There is no scheme in MoPR named "Clean and Green Village" due to which no separate funds are allocated for this theme. This scheme is depended on State assistance, some states giving more assistance than others, hence, the progress of this theme is uneven across the country. Training is provided to stakeholders but they are facing problem to implement it properly on ground level and involvement of local people/villagers are very low, which affects the success and sustainability of this theme. Hence, the Committee recommend that MoPR should start a separate and Independent Sanitation scheme with adequate funds and clear guidelines to provide additional financial support to poor States to maintain parity in implementation of the scheme. The Committee also recommend that for the purpose specialized training be imparted based on feasibility, creating awareness programme/campaigns by strengthening usage and behaviour change communication to motivate locals/villagers to take active participation for effective implementation of the scheme. The Committee further recommend to establish a dedicated "Clean Village Fund" under MoPR,



allowing direct disbursement to Panchayats so that massive activities like door to-door campaigns, wall art and local folk media on toilet hygienic, usage of dustbins in households, public places, institutions, household using clean cooking-fuel, can be taken up by including community influencers and SHGs in behaviour change programmes. The Panchayats can also take up Local Sanitation Governance and Monitoring by maintaining village sanitation resisters to monitor usage of constructed toilets. Integrate sanitation dashboard with eGramSwaraj to track progress and flag gaps.”

1.7 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

“1.1 Ministry is implementing Revamped Centrally Sponsored Scheme of Rashtriya Gram Swaraj Abhiyan (RGSA) w.e.f. financial year 2022-23 with the main objective to capacitate Panchayati Raj institutions (PRIs) through imparting training to Elected Representatives (ERs) and other stakeholders of Panchayats to develop their governance capabilities for leadership roles to enable the Panchayats to function effectively.

1.2 There is no such scheme under the Ministry that directly provides support for Clean & Green Villages. However, Ministry provides support under the scheme of RGSA for Capacity Building & Training (CB&T) of ERs, Functionaries and other Stakeholder of Panchayats. The CB&T activities are mainly carried out for preparation and implementation of convergent and comprehensive Gram Panchayat Development Plan (GPDP). Further, following interventions are carried out to assist Panchayats through State Government in creation of “**Clean and Green Village**”:

- i. **Thematic Gram Panchayat Development Plan (GPDP):** Preparation of thematic GPDP has been institutionalized, where Panchayats prepare development plans focusing on specific themes, including "Clean and Green Village" by taking 'Sankalp'. This enables need-based, locally-driven planning aligned with Sustainable Development Goals (SDGs). The activities related to “Clean and Green Village” have been incorporated in the portal for preparation of Plan.
- ii. **Sankalp based GPDP:** Gram Panchayats have been advised to prepare Sankalp / resolution based GPDP for focus intervention on at least one theme out of 9 themes including “Clean and Green Village”.
- iii. **Capacity Building & Training:** One of the major areas of intervention of the Ministry is Capacity Building & Training under the scheme of RGSA. The Elected Representatives, functionaries and other Stakeholders of Panchayats are being provided training on various aspects of Localisation of Sustainable Development Goals (LSDGs) including preparation of thematic GPDP, taking Sankalp, convergence at grassroots level, etc. Total 39,50,59 participants were trained under the scheme so far for theme 5: Clean & Green Panchayat.
- iv. **Digital initiative for monitoring:** An integrated portal called **e-GramSwaraj portal** based on worked based accounting has been introduced to enhance

transparency, accountability, and real-time monitoring of budgeted development works included in Panchayat Development Plan, including activities undertaken in the theme of Clean & Green village.

1.3 Further, it is pertinent to mention that the Department of Drinking Water & Sanitation (DDWS) is already implementing the flagship Swachh Bharat Mission (SBM), a national priority programme of the Government of India. The scheme focuses on sustaining the Open Defecation Free (ODF) status of villages, improving cleanliness in rural areas through solid and liquid waste management, and making villages ODF Plus. Accordingly, it may not be appropriate to implement a separate sanitation scheme with similar objectives under the Ministry of Panchayati Raj, as it could result in duplication of efforts and create difficulties in maintaining records etc.”

#### **Further Observations/Comments of the Committee**

1.8 The Committee note that the Ministry of Panchayati Raj is implementing the Revamped Centrally Sponsored Scheme of Rashtriya Gram Swaraj Abhiyan (RGSA) from 2022–23. The scheme aims to strengthen Panchayati Raj Institutions (PRIs) by providing capacity building and training to the elected representatives and other stakeholders so they can perform their governance responsibilities effectively. The Committee are given to understand that the Ministry does not run any scheme specifically for Clean & Green Villages, however, support is provided through RGSA for training and capacity building related to holistic Gram Panchayat Development Planning (GPDP). Further, the Committee note that the Department of Drinking Water and Sanitation is already implementing the flagship Swachh Bharat Mission (SBM) in the country which focuses on sustaining ODF status, rural cleanliness, solid and liquid waste management, and making villages ODF Plus. The Committee feel that launching another similar sanitation scheme under the Ministry of Panchayati Raj would cause duplication and administrative challenges. The Committee note that the main objective of RGSA to capacitate Panchayati Raj institutions (PRIs) through imparting training to Elected Representatives (ERs) and other stakeholders of Panchayats to prepare good GPDPs and develop their governance capabilities for leadership roles to enable the Panchayats to function effectively. The Committee observe the major gap in the current framework is the absence of dedicated funding for Clean & Green Village activities under RGSA. The Committee observe that Panchayats are not

equipped with the financial resources for implementing environment-related works such as waste management systems, composting infrastructure, or small-scale water conservation initiatives, as a result thereof, well prepared GPDPs and other plans stay only on paper and real work does not take place on the ground. To strengthen the effort for Clean and Green Villages, the Committee again urges the MoPR should start a separate scheme “Green and Clean Village” with sufficient fund along with technical support, set simple targets for cleanliness and environmental work, regularly follow up after training, and make sure different departments work together smoothly. The Committee also recommend that training for digital reporting should be improved so data entered on the e-GramSwaraj portal could be more accurate and reliable. Additionally, rewarding good-performing Panchayats and making at least one clean and green activity compulsory in every GPDP will motivate villages to take these initiatives more sincerely and show better results on the ground in future.

#### **Recommendation (Serial No. 4)**

##### **Panchayats as Self-Reliant Unit**

- 1.9 Regarding Panchayats as Self-Reliant Unit, the Committee had recommended as under:
- “From the foregoing the Committee are of the firm view that in order to achieve complete success of this clean and green village Gram Panchayats must be given full autonomy to prepare local plan by incorporating best practices like processing of litter, organic farming, avoid use of plastic or its management and power to levy taxes, generate income source in order to finance the local schemes meant for welfare of the village, otherwise basic purpose of the scheme would not be achieved. The Committee are firm that following this process all Gram Panchayats will be transformed as self-reliant according to the spirit of the 73rd Constitutional Amendment, Act 1992”
- 1.10 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

“1.1 Panchayat”, being “Local Government”, is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up to achieve and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the Constitution. Article 243G of the Constitution empowers the Legislature of a State to make provisions, by law, for the devolution of power and responsibilities upon Panchayat at appropriate level, subject to such conditions, as may be, specified with respect to

the preparation of plans and implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to matters included in the Eleventh Schedule to the Constitution. The State legislatures are to consider the 29 subjects illustratively set out in the Eleventh Schedule for devolution of power and responsibilities upon Panchayats. Accordingly, all matters relating to Panchayats, including to prepare local plan by incorporating best practices, power to levy taxes, generate income sources in order to finance the local schemes, comes within jurisdiction of the State Government. It is the primary responsibility of the State Government to make Gram Panchayats self-reliant through devolution of powers and authority upon Panchayats. The Ministry of Panchayati Raj has initiated thematic approach of relevance for Panchayats and villages through aggregating 17 Sustainable Development Goals (SDGs) into 9 broad themes for localization of SDGs at grass-root level and their attainment through concerted and collaborative efforts of all concerned stakeholders. These themes address more than one SDG and concern more than one Ministry/ Department. Theme 5 - Clean and Green Village addresses targets in SDG 6- Clean Water Sanitation, SDG 7 Affordable & Clean Energy, SDG 12- Responsible Consumption and Production, SDG 13 - Climate Action, SDG 14 – Life Below Water and SDG 15 - Life on Land.

1.2 The Ministry of Panchayati Raj has consistently emphasized participatory and decentralized planning in line with the 73rd Constitutional Amendment Act, 1992, which envisages Panchayats as institutions of self-government. Through the Gram Panchayat Development Plan (GPDP) framework, Panchayats are encouraged to prepare comprehensive local plans by adopting best practices such as solid and liquid waste management, plastic waste management, organic farming, and other sustainable initiatives. The Ministry has also been encouraging Panchayats to mobilize own-source revenue through local taxes, fees, and service charges, in addition to Central and State transfers, to strengthen their resource base.

1.3 These efforts are aimed at enabling GPs to become self-reliant institutions of local governance, aligned with the spirit of the 73rd Constitutional Amendment and the Committee's vision of clean and green villages.

1.4 The Ministry promotes "Saksham" Panchayats by augmenting Own Source Revenue (OSR) at GP level and prioritizing intensive training for Elected Representatives and Panchayat functionaries, along with sensitization of officials at State, District, and Block levels in the current financial year towards generation of OSR. In this regard a Module for generation of Own Source Revenue OSR by Gram Panchayat has been developed by Indian Institute of Management, Ahmedabad. Further, the Ministry has made provisions for States/UTs to undertake capacity building and training programme for elected representatives and Panchayat functionaries on generation of OSR."

### **Further Observations/Comments of the Committee**

**1.11 The Committee note that as per the Seventh Schedule of the Constitution of India, “Panchayat” (local government) is a State subject and Panchayats are established through State Panchayati Raj Acts. Article 243G allows State Legislatures to make laws giving Panchayats powers and responsibilities at the appropriate level. These powers include preparing local plans and implementing schemes for economic development and social justice, including 29 subjects listed in the Eleventh Schedule of the Constitution. The Committee further note that the Ministry of Panchayati Raj has grouped the 17 Sustainable Development Goals (SDGs) into 9 themes for villages. In order to have effective plan and implement local development by coordinating efforts across different departments. The Committee also note that the Ministry helps “Saksham” Panchayats to earn their own money (Own Source Revenue or OSR) and also impart training to elected members and Panchayat staff/officials at State, District, and Block levels to create awareness to generate revenue. The Committee note that, the Indian Institute of Management, Ahmedabad has made a module to guide Panchayats on earning OSR in the States and Union Territories to run training programs to help Panchayats to raise money locally. The Committee observe that despite of having many laws and efforts made, still some Panchayats do not have full powers to make proper local plans, collect enough taxes, or earn money to run local projects. Thus, Panchayats are dependent on the State and not able to take decisions even to meet local needs of their villages. The Committee, therefore, urge the MoPR to fill up these gaps in consultation with the States by allowing Panchayats to generate their own revenue to meet their local requirements like: regular training, encourage community participation, and ensure better coordination between the concerned departments to ensure focus on clean and green village. The Committee hope that by taking initiatives of waste management, water conservation, renewable energy, organic farming etc., villages will surely become truly self-reliant.**

## **CHAPTER II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation No. 2**

##### **Increase in Financial Assistance for Construction of IHHLs**

2.1 Financial assistance of Rs.12,000/- and technical support are provided by the Government to eligible households for construction of Individual Household Latrines (IHHLs) in rural villages under various scheme like Swachh Bharat Mission (Grameen) etc. Further financial assistance also provided to Gram Panchayats for constructing Community Sanitary Complexes (CSCs) in villages. However, the Committee is surprised to observe that the financial assistance amount for IHHLs has remained unchanged over the past several years, despite a significant increase in the cost of construction materials during above period. Hence, Committee feel that the allocated amount is inadequate to meet the actual construction costs, thus, the objectives of the scheme has not been achieved up to the optimum level. The Committee therefore recommend that the amount of financial assistance for toilets construction may be increased to match the current cost of construction materials and labour so that people can easily build toilets and the purpose of the scheme can be achieved. While disbursing assistance prioritize vulnerable households with no access to functional toilets to keep villages 100 percent defecation free by ensuring availability of toilets in all Public Institutions, Anganwadi Centres, Panchayat Bhawans, State Centres, Schools etc. Further Committee desire that Government should empower Panchayats to top-up assistance from own funds. The adequate regular and timely flow of funds is essential to achieve the aims and objectives of the scheme.

#### **Reply of the Government**

2.2 The subject of construction of Individual Household Latrines (IHHLs) and Community Sanitary Complexes (CSCs) in rural areas, including provision of financial assistance under the Swachh Bharat Mission (Grameen), falls within the purview of the Department of Drinking Water and Sanitation (DDWS), Ministry of Jal Shakti, which is the nodal Ministry implementing the programme.

The Ministry of Panchayati Raj, while not directly responsible for this scheme, works in close coordination with the nodal Ministry to enable Panchayats to play an active role in planning, mobilisation, implementation, and monitoring of sanitation-related initiatives. Panchayats are also being encouraged to promote convergence of funds, including Finance Commission grants; Own Sources of Revenue, grants etc., to support sanitation infrastructure at the local level and to bridge resource gaps wherever necessary

DDWS has informed that presently, the incentive being provided for IHHLS under Swachh Bharat Mission (Gramin) Phase-II is Rs. 12,000/-. The recommendation of the Standing Committee has been noted by DDWS. Any changes in the incentive will be brought to the notice of the Committee.

Operational Guidelines of SBM (G) Phase II provide flexibility to the State / UT Governments to provide higher incentive / additional funding from other sources such as 15th Finance Commission grants, MPLAD / MLALAD / CSR funds or through convergence with MGNREGS or other schemes of the State or Central Governments, etc.

After launch of Swachh Bharat Mission (Gramin) in 2014, the responsibility of school and Anganwadi toilets has been transferred to Ministry of Education and Ministry of Women and Child Development, respectively.

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

### **Recommendation No.3**

#### **Maintenance of Community Toilet Unit**

2.3 Community Toilet Unit (CTU) is helpful for people who do not have toilets in their homes due to lack of space and money, specially in poor or crowded areas and villages. CTU is usually built as toilet blocks that can be used by some group of people every day. The Committee appreciate the CTU scheme, which has significantly improved sanitation access to the needy people and make environment clean. The Committee observe that the scheme faces several challenges in its effective implementation, including irregular cleaning, 10 insufficient water supply, lack of user awareness, and inadequate waste management infrastructure. A major concern is the absence of long-term maintenance contracts for CTUs. The Committee note that without proper maintenance after its construction, the condition of CTUs deteriorates over the time. As a result, thereof, the people stop using them, rendering the facilities unsafe or unusable.

Therefore, the Committee recommend that MoPR a long-term maintenance contracts for all CTUs should be given to local panchayats to ensure their effective implementation and upkeep. A well-designed public toilet should have all essential qualities such as clean and dry, well ventilated, easy to maintain, carefully planned layout and friendly to persons with disabilities and special needs etc. Regular cleaning and inspections should be conducted by trained staff, and a steady water supply must be guaranteed for proper usage. Further, waste disposal systems need to be improved to maintain cleanliness and safety in the surrounding area. The construction of CTUs should adhere to specific guidelines concerning the number of seats allocated for men and women, separately, availability of bathing facilities, and provisions for persons with disabilities. The Committee also recommend that the region/communities where concept of using toilet is a taboo and people not mentally ready, the panchayats should first focus on making them aware about benefits of its usage by encouraging them to use CTU. This will help in optimum utilization of funds for toilet construction under IHHLs aiming at clean and green village.”

### **Reply of the Government**

2.4 The subject of construction and funding of Community Sanitary Complexes (CSCs) falls within the ambit of the Department of Drinking Water and Sanitation, Ministry of Jal Shakti, which is the nodal Ministry implementing the Swachh Bharat Mission (Grameen). However, the Ministry of Panchayati Raj recognizes that the long-term operation and maintenance of such community assets is critical to sustaining their utility and effectiveness. Towards this end, in collaboration with National Institute of Rural Development and Panchayati Raj (NIRDPR), training programmes are conducted for Panchayats in the Water, Sanitation and Hygiene (WASH) sector, covering aspects such as contract management for operation and maintenance of public toilets, water supply services, solid waste management, and wastewater/faecal sludge management. These efforts are aimed at enabling Panchayats to take up local-level responsibilities effectively, including the upkeep of Community Sanitary Complexes (CSCs).

The Ministry has also highlighted the issue of operations and maintenance of community assets, including Community Sanitary Complexes, in its interactions with the Sixteenth Finance Commission

DDWS has informed that under Swachh Bharat Mission (Grameen) Phase-II operational guidelines, States/UTs have been advised that ODF- plus villages with more than 100 households must endeavour to have at least one CSC which may cater to the sanitation needs of floating/migrant population. The Gram Panchayat will decide upon a



suitable location for construction of CSC that is easily accessible to all, having adequate water availability and where long-term Operation and Maintenance (O&M) is ensured. For the construction of CSC, priority shall be given to the locations with predominant SC/ST habitations, poorest of poor in the village and/or those visited by migrant labourers/floating population etc. The CSCs shall have separate facilities for men and women, and shall consist of an appropriate number of toilet seats, bathing cubicles, washing platforms, wash basins, etc. The CSC should be accessible for Divyangjans. Under Swachh Bharat Mission Grameen (SBMG), Rs. 3 Lakh has been provisioned for construction of CSCs (30% of this has to be borne by Gram Panchayats from 15<sup>th</sup> FC grants). As per the guidelines, the responsibility for O&M of CSC is with Gram Panchayats and they should endeavor to operate and maintain the CSC through "Pay and Use model" wherever possible.

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

### **CHAPTER III**

**RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE  
IN VIEW OF REPLIES OF THE GOVERNMENT**

**NIL**

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### **Recommendation (Serial No. 1)**

4.1 The Ministry of Panchayati Raj has encouraged the Gram Panchayats (GPs) for preparation of thematic based Gram Panchayat Development Plans (GPDPs). Out of 9 Themes one of the Theme is "Clean and Green Village" with the aim to provide adequate drinking water and sanitation services, clean air, food security etc. for the villagers. During the briefing representatives of MoPR has stated that Ministry do not have any scheme for this theme but under Rashtriya Gram Swaraj Abhiyan (RGSA) training have been provided to elected representatives, stakeholders and panchayat functionaries so that they prepare details plans on this theme. Approximately 99000 panchayats have adopted this theme through Sankalp and nearly 4 lakhs stakeholders have been trained during the last three years. The Committee observe that rural India is an asset to speed-up socioeconomic development and attaining the target of SDG. Despite noble objectives, the "Clean and Green Village" initiative faces many challenges in its implementation in the country. There is no scheme in MoPR named "Clean and Green Village" due to which no separate funds are allocated for this theme. This scheme is depended on State assistance, some states giving more assistance than others, hence, the progress of this theme is uneven across the country. Training is provided to stakeholders but they are facing problem to implement it properly on ground level and involvement of local people/villagers are very low, which affects the success and sustainability of this theme. Hence, the Committee recommend that MoPR should start a separate and Independent Sanitation scheme with adequate funds and clear guidelines to provide additional financial support to poor States to maintain parity in implementation of the scheme. The Committee also recommend that for the purpose specialized training be imparted based on feasibility, creating awareness programme/campaigns by strengthening usage and behaviour change communication to motivate locals/villagers to take active participation for effective implementation of the scheme. The Committee further recommend to establish a dedicated "Clean Village Fund" under MoPR, allowing direct disbursement to Panchayats so that massive

activities like door to-door campaigns, wall art and local folk media on toilet hygienic, usage of dustbins in households, public places, institutions, household using clean cooking-fuel, can be taken up by including community influencers and SHGs in behaviour change programmes. The Panchayats can also take up Local Sanitation Governance and Monitoring by maintaining village sanitation registers to monitor usage of constructed toilets. Integrate sanitation dashboard with eGramSwaraj to track progress and flag gaps.

### **Reply of the Government**

4.2 1.1 Ministry is implementing Revamped Centrally Sponsored Scheme of Rashtriya Gram Swaraj Abhiyan (RGSA) w.e.f. financial year 2022-23 with the main objective to capacitate Panchayati Raj institutions (PRIs) through imparting training to Elected Representatives (ERs) and other stakeholders of Panchayats to develop their governance capabilities for leadership roles to enable the Panchayats to function effectively.

1.2 There is no such scheme under the Ministry that directly provides support for Clean & Green Villages. However, Ministry provides support under the scheme of RGSA for Capacity Building & Training (CB&T) of ERs, Functionaries and other Stakeholder of Panchayats. The CB&T activities are mainly carried out for preparation and implementation of convergent and comprehensive Gram Panchayat Development Plan (GPDP). Further, following interventions are carried out to assist Panchayats through State Government in creation of **“Clean and Green Village”**:

- v. **Thematic Gram Panchayat Development Plan (GPDP):** Preparation of thematic GPDP has been institutionalized, where Panchayats prepare development plans focusing on specific themes, including "Clean and Green Village" by taking 'Sankalp'. This enables need-based, locally-driven planning aligned with Sustainable Development Goals (SDGs). The activities related to "Clean and Green Village" have been incorporated in the portal for preparation of Plan.
- vi. **Sankalp based GPDP:** Gram Panchayats have been advised to prepare Sankalp / resolution based GPDP for focus intervention on at least one theme out of 9 themes including "Clean and Green Village".
- vii. **Capacity Building & Training:** One of the major areas of intervention of the Ministry is Capacity Building & Training under the scheme of RGSA. The Elected Representatives, functionaries and other Stakeholders of Panchayats are being provided training on various aspects of Localisation of Sustainable Development Goals (LSDGs) including preparation of thematic GPDP, taking Sankalp, convergence at grassroots level, etc. Total 39,50,59 participants were trained under the scheme so far for theme 5: Clean & Green Panchayat.
- viii. **Digital initiative for monitoring:** An integrated portal called **e-GramSwaraj portal** based on worked based accounting has been introduced to enhance transparency, accountability, and real-time monitoring of budgeted

development works included in Panchayat Development Plan, including activities undertaken in the theme of Clean & Green village.

1.3 Further, it is pertinent to mention that the Department of Drinking Water & Sanitation (DDWS) is already implementing the flagship Swachh Bharat Mission (SBM), a national priority programme of the Government of India. The scheme focuses on sustaining the Open Defecation Free (ODF) status of villages, improving cleanliness in rural areas through solid and liquid waste management, and making villages ODF Plus. Accordingly, it may not be appropriate to implement a separate sanitation scheme with similar objectives under the Ministry of Panchayati Raj, as it could result in duplication of efforts and create difficulties in maintaining records etc.”

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.8 of Chapter I of the Report)

### **Recommendation (Serial No. 4)**

4.3 From the foregoing the Committee are of the firm view that in order to achieve complete success of this clean and green village Gram Panchayats must be given full autonomy to prepare local plan by incorporating best practices like processing of litter, organic farming, avoid use of plastic or its management and power to levy taxes, generate income source in order to finance the local schemes meant for welfare of the village, otherwise basic purpose of the scheme would not be achieved. The Committee are firm that following this process all Gram Panchayats will be transformed as self-reliant according to the spirit of the 73rd Constitutional Amendment, Act 1992.

### **Reply of the Government**

4.4 1.1 Panchayat", being "Local Government", is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up to achieve and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the Constitution. Article 243G of the Constitution empowers the Legislature of a State to make provisions, by law, for the devolution of power and responsibilities upon Panchayat at appropriate level, subject to such conditions, as may be, specified with respect to the preparation of plans and implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to matters included in the Eleventh Schedule to the Constitution. The State legislatures are to consider the 29 subjects illustratively set out in the Eleventh Schedule for devolution of power and responsibilities upon Panchayats. Accordingly, all matters relating to Panchayats, including to prepare local plan by incorporating best practices, power to levy taxes,

generate income sources in order to finance the local schemes, comes within jurisdiction of the State Government. It is the primary responsibility of the State Government to make Gram Panchayats self-reliant through devolution of powers and authority upon Panchayats. The Ministry of Panchayati Raj has initiated thematic approach of relevance for Panchayats and villages through aggregating 17 Sustainable Development Goals (SDGs) into 9 broad themes for localization of SDGs at grass-root level and their attainment through concerted and collaborative efforts of all concerned stakeholders. These themes address more than one SDG and concern more than one Ministry/ Department. Theme 5 - Clean and Green Village addresses targets in SDG 6- Clean Water Sanitation, SDG 7 Affordable & Clean Energy, SDG 12- Responsible Consumption and Production, SDG 13 - Climate Action, SDG 14 – Life Below Water and SDG 15 - Life on Land.

1.2 The Ministry of Panchayati Raj has consistently emphasized participatory and decentralized planning in line with the 73rd Constitutional Amendment Act, 1992, which envisages Panchayats as institutions of self-government. Through the Gram Panchayat Development Plan (GPDP) framework, Panchayats are encouraged to prepare comprehensive local plans by adopting best practices such as solid and liquid waste management, plastic waste management, organic farming, and other sustainable initiatives. The Ministry has also been encouraging Panchayats to mobilize own-source revenue through local taxes, fees, and service charges, in addition to Central and State transfers, to strengthen their resource base.

1.3 These efforts are aimed at enabling GPs to become self-reliant institutions of local governance, aligned with the spirit of the 73rd Constitutional Amendment and the Committee's vision of clean and green villages.

1.4 The Ministry promotes "Saksham" Panchayats by augmenting Own Source Revenue (OSR) at GP level and prioritizing intensive training for Elected Representatives and Panchayat functionaries, along with sensitization of officials at State, District, and Block levels in the current financial year towards generation of OSR. In this regard a Module for generation of Own Source Revenue OSR by Gram Panchayat has been developed by Indian Institute of Management, Ahmedabad. Further, the Ministry has made provisions for States/UTs to undertake capacity building and training programme for elected representatives and Panchayat functionaries on generation of OSR.

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.11 of Chapter I of the Report)

## **CHAPTER V**

**RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT  
ARE STILL AWAITED**

**NIL**

[O.M. No H-11013/9/2025-Parl. dated 18.11.2025]

NEW DELHI  
15 December, 2025  
24 Agrahayana, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA  
Chairperson  
Standing Committee on Rural Development & Panchayati Raj

**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2025-26)**

**EXTRACTS OF THE MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON  
FRIDAY, THE 12<sup>th</sup> DECEMBER, 2025**

The Committee sat from 1500 hrs to 1510 hrs in Committee Room No. '2', First Floor, Parliament House Annexe Extension (EPHA), New Delhi.

**PRESENT**

**Shri Saptagiri Sankar Ulaka, *Chairperson***

**MEMBERS**

**Lok Sabha**

2. Shri Raju Bista
3. Shri Vijay Kumar Dubey
4. Shri Bhajan Lal Jatav
5. Dr. Mohammad Jawed
6. Shri Jugal Kishore
7. Shri Naba Charan Majhi
8. Shri Janardan Mishra
9. Shri Ramashankar Vidharthi Rajbhar
10. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
11. Shri Devendra Singh *alias* Bhole Singh

**Rajya Sabha**

12. Smt. Geeta alias Chandraprabha
13. Shri Neeraj Dangi
14. Dr. M. Dhanapal
15. Dr. Kavita Patidar
16. Smt. Rajathi
17. Shri Sant Balbir Singh
18. Smt. P. T. Usha

**Secretariat**

- |                       |   |                      |
|-----------------------|---|----------------------|
| 1. Shri D. R. Shekhar | - | Additional Secretary |
| 2. Shri V. K. Shailon | - | Director             |
| 3. Smt Rashmi Roy     | - | Deputy Secretary     |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of the following draft reports:

- a. XXX XXX XXX XXX XXX XXX
- b. Draft report on action taken by the Government on the recommendations contained in the 18<sup>th</sup> Report on 'Clean and Green Village: Role of Panchayats' (2024-25) pertaining to the Ministry of Panchayati Raj.



3. Above mentioned draft reports were taken up for consideration one-by-one and after discussion, the Committee adopted the same without any modifications. The Committee then authorized the Chairperson to finalise the aforesaid draft reports and present the same to the Parliament.

*The Committee then adjourned.*

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XXX Not related to the Draft Report.

[Vide para 4 of Introduction of Report]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS CONTAINED IN THE EIGHTEENTH REPORT (18<sup>TH</sup> LOK SABHA) OF  
THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

I.	Total number of recommendations	04
II.	Recommendations that have been accepted by the Government Serial Nos. 2, 3	
		Total: 02 Percentage: 50%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies: Serial Nos. NIL	
		Total: 00 Percentage: 00%
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee: Serial Nos. 1, 4	
		Total: 02 Percentage: 50%
V.	Recommendations in respect of which final replies of the Government are still awaited: Serial Nos. NIL	
		Total: 00 Percentage: 00%