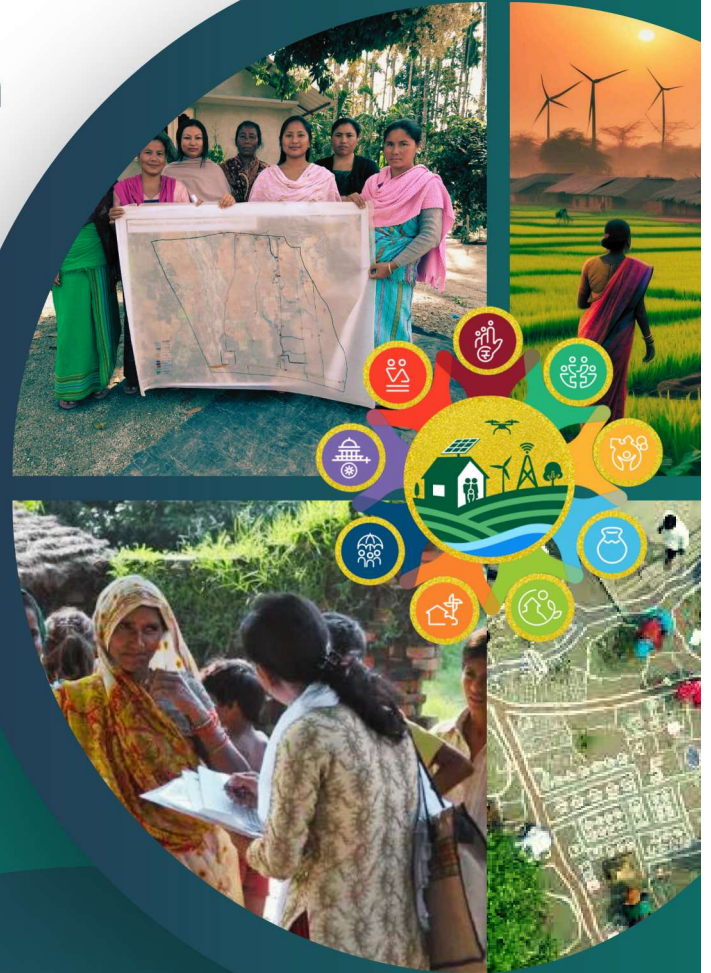


# PEOPLE'S PLAN CAMPAIGN

## सबकी योजना सबका विकास

Preparation of  
Panchayat Development Plan  
2026-27

सशक्त पंचायत सतत् विकास





# **People's Plan Campaign**

**सबकी योजना सबका विकास**

## **Preparation of Panchayat Development Plan (PDP) 2026-27**

**सशक्त पंचायत सतत् विकास**

**Ministry of Panchayati Raj  
GOVERNMENT OF INDIA**



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**INTRODUCTION**

## 1.1 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 grassroots governance institutions, Panchayats play a critical role in delivering basic services to citizens and addressing the vulnerabilities of the poor and marginalized sections of society. This responsibility can be effectively fulfilled through the preparation and implementation of well-conceived, participatory, inclusive, and convergent local development plans that optimally utilize available resources.

The planning process is envisaged to be evidence-based, comprehensive, and participatory, ensuring convergence with schemes and programmes of various Central Ministries and line departments across the 29 subjects listed in the Eleventh Schedule of the Constitution. These subjects closely align with the Sustainable Development Goals (SDGs), underscoring the importance of localizing SDGs at the grassroots level. Accordingly, there is a need to strengthen decentralized planning mechanisms to translate SDG targets into actionable outcomes at the Gram Panchayat level, leveraging the extensive institutional framework of Panchayats, including traditional bodies in non-Part IX areas.

### 29 Subjects defined in Eleventh Schedule

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 produce	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 programme
17	Education, including primary and secondary schools	18	Technical training and vocational education
19	Adult and non-formal education	20	Libraries
21	Cultural activities	22	Markets and fairs
23	Health and sanitation, including hospitals, primary health centres and dispensaries	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 Castes and the Scheduled Tribes	28	Public distribution system
29	Maintenance of community assets		

## 1.2 Localization of Sustainable Development Goals and Integration into Panchayat Development Plans

The Sustainable Development Goals (SDGs) are the blueprint to achieve a better and more sustainable future for all. The 17 SDGs and 169 related targets were adopted and signed by all UN Member States in September 2015, as part of the 2030 agenda for Sustainable Development. Government of India is also a signatory to the United Nations Sustainable Development Goals (SDGs) 2030 agenda and committed to achieve the Goals and targets adopting multi-pronged strategy.

### Sustainable Development Goals



The PRIs are mandated for delivery of critical public services including water supply, sanitation, internal roads, drainage, street lighting, health, education and nutrition etc. in villages. The 29 subjects listed in the 'Eleventh Schedule' of the Constitution are quite relevant for achieving SDGs. Further, given that nearly 68% of India lives in rural areas, attainment of Sustainable Development Goals at National level will require actions at the grassroots level through PRIs. Hence, the role of PRIs especially Gram Panchayats is very crucial in localizing the SDGs. Accordingly, Ministry had set up an Expert Group on 'Localization of SDGs through Panchayati Raj Institutions' to provide guidance on localization of SDGs. The report of the expert group was released on 07.12.2021 by Hon'ble Minister of Panchayati Raj.

Committee recommended adopting thematic approach by aggregating the 17 SDGs into 9 themes of LSDGs which makes more sense and inspire belongingness among the people in rural areas. 17 SDGs are encompassed in 9 Themes of LSDGs to enable easy understanding, acceptance & implementation by Panchayats with community involvement. The mapping of themes with SDGs, Nodal Ministries/Departments and Key Department of the State Government is as under:

Theme No.	Theme	SDGs mapped	Nodal Ministry	Key Ministries/ Departments
1.	Poverty Free and Enhanced livelihood Panchayat	1,2,3, 4, 5, 6, 7, 8, 10, 11, 13 and 15	Rural Development	Agriculture & Farmers welfare, Animal Husbandry, Fisheries, Skill Development
2.	Healthy Panchayat	2 and 3	Health & Family welfare	AYUSH, Women & Child Development, Drinking Water and Sanitation
3.	Child-Friendly Panchayat	1,2,3,4 and 5	Women & Child Development	School Education & Literacy, Health & Family welfare, Drinking Water and Sanitation
4.	Water Sufficient Panchayat	6 and 15	Water Resources, River Development & Ganga Rejuvenation	Drinking Water and Sanitation, Agriculture & Farmers welfare, Land Resources
5.	Clean and Green Panchayat	6, 7, 12, 13, 14 and 15	Drinking Water & Sanitation	Environment, Forest & Climate Change, New & Renewable Energy, Agriculture & Farmers welfare
6.	Panchayat with Self-sufficient Infrastructure	1,2,3,4,5,6,9 and 11	Rural Development / Panchayati Raj	Rural Development, Electronics & Information Technology and Telecommunication
7.	Socially Just and Socially Secured Panchayat	1,2,5,10 and 16	Social Justice and Empowerment	Rural Development, Food & Public Distribution, Tribal Affairs
8.	Panchayat with Good Governance	16	Panchayati Raj	Electronics & Information Technology, Telecommunication,
9.	Women Friendly Panchayat	1,2,3,4,5 and 8	Women & Child Development	Health & Family welfare, Rural Development, Skill Development

Accordingly, the Ministry of Panchayati Raj has adopted a thematic approach by consolidating the 17 Sustainable Development Goals (SDGs) into 9 broad themes to facilitate their localization at the grassroots level through Panchayats, guided by the principles of a 'Whole of Government and Whole of Society' approach. Following the adoption of this framework, Panchayat Development Plans (PDPs) have been prepared since 2023–24 based on thematic activities, enabling Panchayats to contribute towards the achievement of SDGs by 2030 in a phased and structured manner. This approach emphasizes (i) convergence of flagship schemes across sectors, (ii) saturation of prioritized local needs, and (iii) the use of digital technologies to enhance transparency, accountability, and efficiency.

In line with the objective of achieving saturation under the SDG framework, the identification of development gaps through evidence-based and real-time data assumes critical importance. To this end, the Ministry has initiated the development of a Panchayat Advancement Index (PAI), which serves as a robust tool for measuring progress, identifying gaps, and enabling data-driven planning and implementation. The PAI supports Panchayats in prioritizing interventions and ensuring phased saturation of key development indicators.

### 1.3 Panchayat Advancement Index

With the landmark initiative of the Ministry to localize the SDGs and work for their attainment through the PRIs, the measure of the progress on the LSDGs in rural areas through Panchayats needs to be assessed and monitored at the local level. To signify the evidence based mechanism for outcome oriented development goals at grassroots level, Ministry has developed Panchayat Advancement Index (PAI), an instrument designed to measure the incremental progress and monitor the multidimensional development of Gram Panchayats/ Equivalent to GP across India.

The multi-dimensional index intends to evaluate performances of Gram Panchayat /Traditional Local Bodies in governance, rural infrastructure, social welfare, health & nutrition, environment and economic development etc, providing a data-driven approach towards comprehensive development in rural areas. This index support Gram Panchayat to identify strengths and address critical gaps across 9 themes of LSDGs and facilitating targeted interventions to accelerate the progress of sustainable development goals at grassroots level.



Each Gram Panchayat is assessed on standardized measurable indicators mapped to the nine LSDG themes, generating theme-wise and composite scores and grade the Panchayats into performance categories:

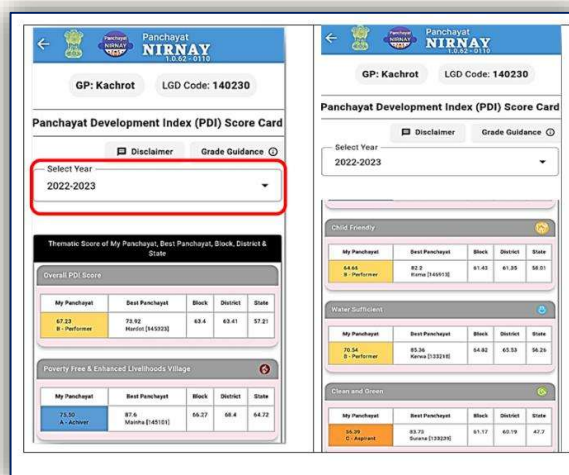
Grade of PAI	Score Range
A+	90 - 100
A	75 - below 90
B	60 - below 75
C	40 - below 60
D	Below 40

### 1.4 Integrating Panchayat Advancement Index for Evidence Based Plan: Gram Panchayat Development Plan

Gram Panchayat Development Plan (GPDP) serves as the primary instrument for decentralized planning, through which Gram Panchayats identify local needs, allocate resources, and implement development interventions. The convergence of PAI with GPDP help to establish a critical link between assessment and planning, ensuring that development strategies are rooted in evidence and aligned with local priorities.

PAI addresses this by providing a unified platform for benchmarking Gram Panchayats, identifying low-performing themes, supporting evidence-based GPDP (Gram Panchayat Development Plan) preparation, prioritizing interventions, and guiding targeted capacity building.

Gram Panchayats/ Equivalent to GPs schedule Gram Sabha in the Panchayat Nirnay Application (<https://meetingonline.gov.in>), wherein the Draft GPDP to be placed for approval by the voters of the GP. The Portal has also embedded the feature of showing the PAI Scores (composite & thematic) of each gram panchayats

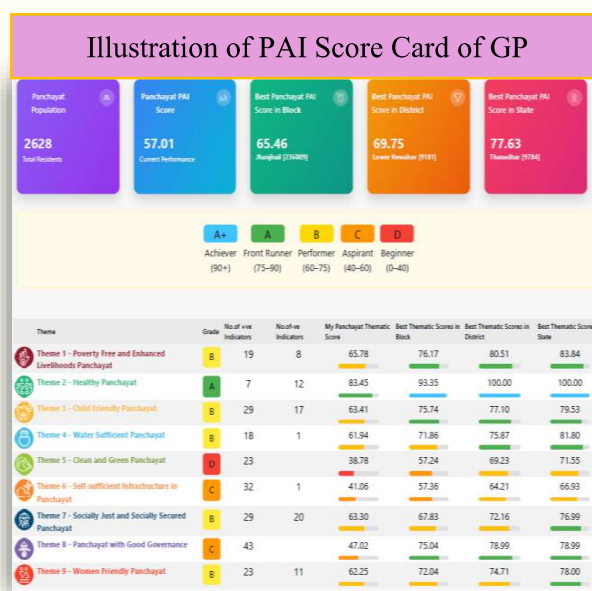


indicates the performance of the GP in themes by featuring average/ poor performance themes. It also intends Panchayats to visualize their performance within block & district and facilitate Panchayats to take Sankalp of average/lagging themes for improving scores of PAI through local actions incorporated in GPDP.

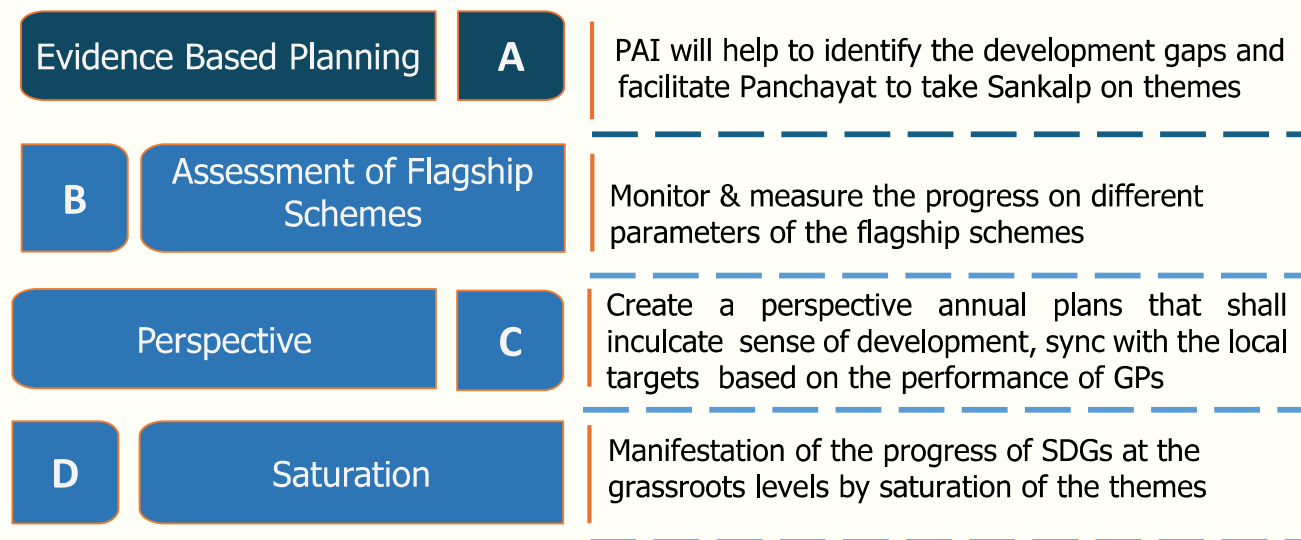
The integration of PAI into the GPDP process enhances the quality and effectiveness of planning by enabling evidence-based decision-making. By providing granular, theme-wise and indicator-level data, PAI helps Panchayats undertake a robust situational analysis, identifying critical gaps in sectors such as health, education, sanitation, livelihoods, drinking water, rural infrastructure, safety & security of women & girl children and gender equality. This diagnostic capability allows Gram Panchayats to move beyond generic planning approaches and adopt targeted strategies that address specific developmental gaps. Consequently, resource allocation under GPDP becomes more need-based and efficient, ensuring that optimum utilization of financial and institutional resources are utilized for holistic development.

Theme-wise activities under GPDP are mapped with local indicators of themes for enhancing understanding of Gram Panchayats in formulating evidence-based plan based on scores of indicators & areas to be intervened for accelerating improvement in various sectors.

In PAI Portal, Gram Panchayat can view PAI score card which reflects the composite & thematic scores; best GP scores within block, district & state resulted in analyzing their performance within block, district & state and also promote healthy competition within the GP in the State.



The PAI Score Card display grades in each indicator across 9 themes and provide insights on areas / sectors need interventions & to be aligned with GPDP for improving overall & thematic scores of respective GP. This prescription highlights augmentation in capacity building & training of PRIs in themes of LSDGs; resource allocation as per identified works/activities at GP level through convergence mechanism.

**Figure 1: Relation of PAI with GPDP**

Furthermore, PAI plays a pivotal role in strengthening participatory planning processes. The dissemination of PAI findings in Gram Sabha meetings fosters transparency and encourages informed community participation. When citizens are made aware of their Panchayat's performance across different development themes, it facilitates collective prioritization of issues and enhances accountability in decision-making. This participatory approach not only improves the relevance of GPDP interventions but also strengthens democratic governance at the grassroots level.

## 1.5 The People's Plan Campaign (PPC)

To promote and accelerate people's participation in the preparation of Panchayat Development Plans, the People's Plan Campaign (PPC) was launched in 2018 as "Sabki Yojana Sabka Vikas" from 2nd October. The campaign serves as an effective institutional mechanism to ensure the preparation of participatory, inclusive, and need-based Panchayat Development Plans (PDPs) in a time-bound manner across all three tiers of Panchayats. It is implemented in a campaign mode with active involvement of Elected Representatives, frontline functionaries of Line Departments, Self Help Groups (SHGs), Community-Based Organizations (CBOs), and other key stakeholders.

Encouraged by the sustained success of the campaign in strengthening Gram Sabhas, enhancing stakeholder participation, and institutionalizing decentralized planning processes, the campaign has been conducted annually since 2018. Continuing this momentum, the People's Plan Campaign (PPC) 2025–26 has been rolled out from 2nd October 2025. During the campaign period, structured Ward Sabhas, Mahila Sabhas, Gram Sabhas, Block Sabhas, and District Sabhas are convened for the preparation of Gram Panchayat Development Plans (GPDPs), Block Panchayat Development Plans (BPDPs), and District Panchayat Development Plans (DPDPs) for the financial year 2026–27.

To ensure effective implementation and timely completion of the planning process, the following key activities are envisaged under the campaign:

- i. **Awareness and Environment Creation:** Intensive Information, Education, and Communication (IEC) activities at State, District, Block, and Gram Panchayat levels to mobilize community participation.
- ii. **Planning Calendar:** Preparation and uploading of Gram Sabha-wise calendars on the GPDP portal (<https://gpdp.nic.in/>) for systematic conduct of Gram Sabhas.
- iii. **Stakeholder Engagement:** Active involvement of frontline workers of Line Departments, SHGs/CBOs, and their federations at the village/ward level.
- iv. **Evidence-Based Gap Identification:** Identification and presentation of thematic development gaps based on the Panchayat Advancement Index (PAI) in Gram Sabhas.
- v. **Deliberation on Local Needs:** Structured discussions on identified developmental needs and priorities.
- vi. **Scheme Convergence:** Presentation by frontline workers on relevant schemes and programmes of Line Departments during special Gram Sabhas.

- vii. **Transparency Measures:** Display of Public Information Boards (PIBs) in every Gram Panchayat for proactive disclosure of fund utilization under various schemes.
- viii. **Use of Digital Platforms:** Uploading of geo-tagged photographs of PIBs and Gram Sabha proceedings on the GPDP portal; use of Panchayat Nirnay Mobile Application/Meeting Online Portal for scheduling, agenda circulation, and recording of proceedings.
- ix. **Plan Finalization and Publication:** Preparation, approval, and publication of GPDPs on the e-Gram Swaraj portal.

## 1.6 Roles and Responsibilities of Different Stakeholders of PPC

The People's Plan Campaign (PPC) is a collaborative initiative aimed at the preparation of comprehensive, inclusive, and participatory Panchayat Development Plans (PDPs). It is facilitated by the Ministry of Panchayati Raj in coordination with Central Line Ministries, State Panchayati Raj Departments, and supported by officers, facilitators, and frontline workers of various Departments across States/UTs. The roles and responsibilities of key stakeholders are outlined below:

### 1.6.1 Ministry of Panchayati Raj

As the Central Nodal Ministry, MoPR is responsible for:

- Preparation and periodic updation of Guidelines and Standard Operating Procedures (SoPs) for the People's Plan Campaign and PDP formulation.
- Coordination and liaison with Central Line Ministries to ensure issuance of necessary directions to their respective State/UT Departments for active participation in the planning process and provision of relevant scheme-related information, including financial resources and entitlements.
- Development and operationalization of PPC dashboards and digital platforms for preparation of GPDP, BPDP, and DPDP.
- Pre-population of relevant datasets and information on dashboards and portals to facilitate evidence-based discussions and informed decision-making during Panchayat-level planning processes.

### 1.6.2 State Panchayati Raj Department

The Department of Panchayati Raj at the State level coordinates and oversees the PPC. Its responsibilities include:

- Constitution/activation of an Empowered Committee under the Chairpersonship of the Secretary in charge of Panchayati Raj, with Heads of key Line Departments as members, to:
  - Ensure inter-departmental convergence and coordination.
  - Issue directions on convergence of schemes and resource pooling.
  - Monitor and guide the campaign for timely preparation of quality PDPs.
  - Address field-level challenges and undertake mid-course corrections.
- Adaptation/revision of PPC Guidelines and SoPs in line with State-specific requirements.
- Establishment of support systems for resource envelope estimation, fund flow mechanisms, coordination structures at district and block levels, human resource deployment, and technology support.
- Development of training modules and capacity-building of State/District Master Trainers, Elected Representatives, and Panchayat functionaries.
- Organization of workshops at State, District, and Block levels for awareness generation and environment creation.
- Continuous monitoring and supervision of the campaign implementation.

### 1.6.3 Nodal Officers

Nodal Officers shall be designated at three levels—State, District, and Block—to ensure effective coordination and oversight. Their responsibilities include:

- Overall coordination and monitoring of the planning process at respective levels.
- Ensuring convergence and inter-departmental coordination.
- Providing guidance and support to planning teams and facilitators.
- Reporting progress and monitoring the entire PPC cycle in a structured manner.

### 1.6.4 Facilitators

Facilitators shall be appointed for each Gram Panchayat, Block Panchayat, and District Panchayat to support participatory and convergent planning. States/UTs may engage Cluster Resource Persons (CRPs), SHG federation representatives, Social Auditors, or other suitable personnel as facilitators.

Their key functions include:

- (i) Coordinate with the frontline staff of participating Departments.
- (ii) Facilitate the special Gram Sabha for GPDP on the designated day.
- (iii) Ensure community mobilization including vulnerable sections like SC/ST/Women/ Minorities/persons with disabilities during the Gram Sabha.
- (iv) Ensure presence of SHG, Youth Groups, Mahila Mandals, etc. in Gram Sabha.
- (v) Submit a report regarding conduct of the Gram Sabha at Gram Panchayat/ Block Panchayat/ District Panchayat on eGramSwarajportal(A template on Facilitators Report is provided as **Annexure-I**)
- (vi) Support the Panchayats in preparation of PDP.
- (vii) Support in integration of Village Prosperity Resilience Plan (VPRP) into GPDP.
- (viii) Assist in uploading of approved GPDP on e-Gram Swaraj portal.

### 1.6.5 Frontline Workers

Frontline workers appointed by line Departments play an important role in ensuring convergence of activities of different schemes in PDPs. ***Joint Advisory signed by the Secretaries of 8 Ministries/Departments (Annexure-II) had been issued to ensure participation of frontline workers/officers in both the Gram Sabhas organized during PPC for preparation of GPDP and disseminate features of their schemes, resources, etc. and facilitate incorporating activities of their Departmental Village Action Plan into GPDP.*** Following are the responsibilities of Frontline workers required to be undertaken during PPC:

- Presenting details of departmental schemes, activities, resources, and beneficiary coverage in Gram Sabhas.
- Sharing the status of ongoing and completed activities, including fund utilization in the current and previous financial years.
- Providing details of proposed activities, indicative resource allocations, and potential beneficiaries for the forthcoming year, to be incorporated into the GPDP.

***(Attached as Annexure-III, the Model Presentation by frontline workers/line departments)***

## 1.7 Timeline of People's Plan Campaign (PPC) 2025-26

### 1.7.1 Central Level

The Ministry of Panchayati Raj to take-up following activities as per timeline:

S.N.	Activities	Timeline
1.	Letter from Ministry to all the States/UTs on initiating the process of PPC, which includes: (a) Request for appointment of Nodal officers (State, District & Block level). (b) Request for appointment of facilitators for every Gram Panchayat. (c) Introductory workshop/orientation and training of Nodal Officers and facilitators. (d) Request for Finalization of schedule of Gram Sabha meetings. (e) Uploading of Gram Sabha wise calendar on PPC dashboard. (f) Request for display of Public Information Boards in every GP.	3 <sup>rd</sup> Week of September, 2025
2.	Letters to the Central Line Ministries to issue necessary directions to their counterparts in States/UTs for their effective participation and convergence.	3 <sup>rd</sup> Week of September, 2025
3.	Activation of all monitoring platforms like GPDP portal etc.	15th September, 2025

### 1.7.2 State/District/Block/Gram Panchayat Level

The PPC will be coordinated by Department of Panchayati Raj (DoPR) at the State level. The DoPR to take-up following activities with the help of District/Block/Gram Panchayat to complete the process of preparation of GPDP as per timeline:

S.N.	Activities	Timeline
1.	PR department to write to the line Departments to share information of major flagship schemes of Central & State Government during Special Gram Sabha	3rd week of September, 2025
2.	Activation of monitoring platform/portals of PPC 2025-26	23rd September, 2025
3.	Appointment of Nodal officers (State/District/Block level)	23rd September, 2025
4.	Appointment of facilitators for every Gram Panchayat	23rd September, 2025
5.	Introductory workshop/orientation and training of Nodal Officers and Facilitators	25th September, 2025
6.	Finalisation of Schedule of Gram Sabha meetings	26th September, 2025

S.N.	Activities	Timeline
7.	Uploading Gram Sabha wise Calendar on PPC portal	27th September, 2025
8.	Display of Public Information Board in every Gram Panchayat	28th September, 2025
9.	Conducting of Special Gram Sabha	2nd October 2025
10.	Uploading of geo-tagged visuals of Gram Sabha (GS) meetings	1st week of October, 2025 for 1st GS
11.	Training workshops at State & District levels	May, 2026
12.	Block level workshops of line departments for data/information sharing in respect of major flagship schemes of Central & State Governments	May, 2026
13.	Conducting Gram Sabha for finalisation and approval of GPDP	May- June, 2026
14.	Uploading of Gram Panchayat Development Plan (GPDP) 2026-27	30 <sup>th</sup> June 2026

**Note:**

(i) The preparation of the GPDP calendar entails presence of the frontline workers of line departments related to 29 subjects listed in the Eleventh Schedule of the Constitution.

(ii) It is important that frontline workers should attend the Gram Sabha, it is advised that not more than two Gram Sabha meetings can be scheduled in a day.

(iii) The States may schedule more than one Gram Sabha meeting within a Block on the same date provided presence of frontline workers from line departments in all Gram Sabha meetings is ensured.

(iv) Subsequently, another meeting of the Gram Sabha may also be required to be scheduled within the campaign period for approval of the final GPDP, before the same is uploaded on eGramSwaraj Portal.

(v) In case of Gram Panchayats in areas under Fifth Schedule, the Special Gram Sabha would be conducted as per the provisions of PESA Acts and PESA Rules of respective States.

### 1.7.3 Gram Panchayat level activities for preparation of GPDP

- Creating a conducive environment for the preparation of the Gram Panchayat Development Plan (GPDP) through awareness generation and community mobilization initiatives.
- Organizing meetings of *Bal Sabha* and *Mahila Sabha* prior to the Gram Sabha to facilitate identification and articulation of the needs and priorities of children and women.
- Organizing Gram Sabha meetings as per the approved schedule/calendar, with prior scheduling through the Panchayat Nirnay Application.
- Ensuring timely invitation and participation of frontline workers from Line Departments and other relevant stakeholders in the Gram Sabha.
- Making concerted efforts to ensure maximum attendance and active participation of Gram Sabha members.
- Providing equal opportunity to all members to express their needs, priorities, and suggestions in a transparent and participatory manner.

### 1.8 Reporting and Monitoring the Progress of Campaign Activities

Ministry has prepared a portal/dashboard ([www.gdpd.nic.in](http://www.gdpd.nic.in)) to monitor the progress of the campaign. In order to assess, The State/UT/District/Block/Gram Panchayats need to provide updated information of the activities before, during and after the campaign in various reporting formats on the portal. The following procedure to be adopted for creation of nodal officers at different level:

- States/UT to appoint Nodal Officers for the campaign. Username and password to operate the portal at the State level by respective Nodal Officers will be generated by MoPR at the Central level.
- For the District, Block and GP Facilitator level, the username and password will be generated at their next higher-level Nodal Officers.
- The State Level Nodal Officers of line departments will be responsible for appointing and uploading the names of frontline workers who will be deputed for Gram Sabha meetings on designated days.

**Snapshot: People's Plan Campaign (PPC)**

- **Flagship Participatory Planning Initiative:** Launched in 2018 (*Sabki Yojana Sabka Vikas*), PPC institutionalizes decentralized, participatory preparation of Panchayat Development Plans (GPDP/BPDP/DPDP) across all tiers annually from 2nd October.
- **Gram Sabha-Centric & Inclusive Approach:** Planning is driven through structured Gram Sabhas (including Bal Sabha & Mahila Sabha) with active participation of citizens, SHGs, CBOs, elected representatives, and vulnerable groups.
- **Convergence & Evidence-Based Planning:** Integration of schemes of multiple Line Departments (29 subjects) with planning guided by data-driven gap identification using Panchayat Advancement Index (PAI).
- **Strong Institutional Framework:** Clearly defined roles of MoPR (policy & digital platforms), States (implementation & convergence), Nodal Officers (coordination), Facilitators (community mobilization), and Frontline Workers (scheme inputs).
- **Digital & Transparent Ecosystem:** End-to-end planning and monitoring through GPDP portal, e-Gram Swaraj, Panchayat Nirnay App, with geo-tagging and Public Information Boards ensuring transparency and accountability.
- **Time-Bound Campaign Mode Implementation:** Structured timeline covering preparation, consultations, Gram Sabhas, approval, and final uploading of plans for the next financial year.
- **Display of Public Information Board in every Gram Panchayat** and uploading of geo-tagged photograph on the PPC campaign portal.
- **Mandatory validation profiler section** of all Gram Panchayats at Block Level by BDO or an officer designated by the BDO for this purpose.



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**Recommendation of  
16<sup>th</sup> Finance Commission**

## 2.1 Introduction

The Sixteenth Finance Commission (FC-16), constituted under Article 280 of the Constitution of India, submitted its report in November 2025. Its award period covers five financial years from 2026-27 to 2030-31. For Gram Panchayats and all tiers of Panchayati Raj Institutions (PRIs), the FC-16 recommendations mark a significant shift - moving from a purely grant-dependent model to one that rewards fiscal self-reliance, accountability, and decentralised planning.

This chapter summarises the FC-16 recommendations as they relate to Rural Local Bodies (RLBs), with particular focus on their implications for the People's Plan Campaign (PPC) 2025-26 and the Gram Panchayat Development Plan (GPDP) process.

### Key Context

- The Finance Commission is a Constitutional body (Article 280) that recommends the distribution of central tax revenues between the Union and States, and from States to local bodies.
- Local body grants from the Finance Commission are supplementary—the primary responsibility of financing local bodies rests with the State Governments and their State Finance Commissions (SFCs).
- FC-16 recommends a total grant of ₹7,91,493 crore for all local bodies across India for 2026-27 to 2030-31 — the largest-ever allocation in the history of Finance Commissions.
- Of this, ₹4,35,236 crore is earmarked for Rural Local Bodies (RLBs), i.e., Gram Panchayats, Block Panchayats and District Panchayats.

## 2.2 Evolution of Local Body Grants: FC-10<sup>th</sup> to FC-16<sup>th</sup>

Local body grants from Finance Commissions have grown substantially over the decades. Tenth Finance Commission first introduced grants for rural local bodies with an allocation of ₹4,381 crore. Sixteenth Finance Commission now recommends over ₹4,35,236 crore for RLBs alone, a 99 fold increase over 25 years, reflecting the deepening commitment to grassroots governance and financial empowerment.

Finance Commission	RLBs Recommended (₹ Cr)	RLBs Released (₹ Cr)	ULBs Recommended (₹ Cr)	Release Rate (RLBs %)
FC-10	4,381	3,576	1,000	81.6%
FC-11	8,000	6,602	2,000	82.5%
FC-12	20,000	18,927	5,000	94.6%
FC-13	64,408	58,257	23,111	90.5%
FC-14	2,00,292	1,79,491	87,144	89.6%
FC-15	2,36,805	1,75,182*	1,21,055	74.0%*
<b>FC-16</b>	<b>4,35,236</b>	—	<b>3,56,257</b>	<b>Award period begins 2026-27</b>

## 2.3. FC-16 Grant Structure for Rural Local Bodies

Sixteenth Finance Commission introduces a structured two-component grant architecture, Basic and Performance, for Rural Local Bodies (RLBs). This design balances guaranteed funding with strong incentives for fiscal performance and accountability.

### 2.3.1 Total RLB Grant Allocation (Year-wise)

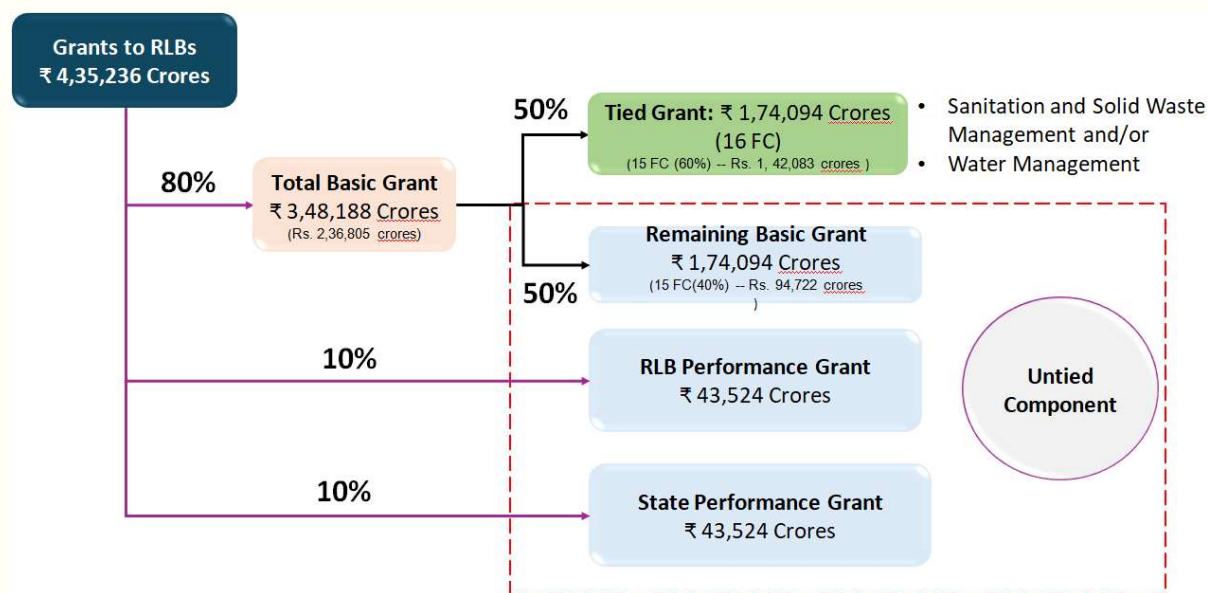
		₹ Crore					
Component		2026-27	2027-28	2028-29	2029-30	2030-31	Total
<b>TOTAL RLB GRANT</b>		<b>55,909</b>	<b>71,300</b>	<b>92,166</b>	<b>1,02,303</b>	<b>1,13,558</b>	<b>4,35,236</b>
Basic (80%)	Component	55,909	62,059	68,885	76,462	84,873	3,48,188
RLB Grant	Performance	—	—	13,023	14,455	16,046	43,524
State Grant	Performance	—	9,241	10,258	11,386	12,639	43,524

Note: RLB Performance Grant is applicable from 2028-29 (3rd year); State Performance Grant from 2027-28 (2nd year) onward.

### 2.3.2 Distribution of RLB Grants: From State to Gram Panchayat

Once the national allocation is distributed among States (using 90% rural population weight and 10% area), the grant must flow down through the PRI tiers. Within each State, the distribution of grants to duly constituted RLBs of all tiers may be undertaken as per the latest accepted recommendations of the respective SFC. In the absence of the SFC recommendations, the tier wise distribution to RLBs may be in conformity with the following percentages recommended by 16th FC:

Number of PRI Tiers	Gram Panchayat (GP)	Block Panchayat (BP)	District Panchayat (DP)
Three Tiers	80%	10%	10%
Two Tiers (GP + DP)	90%	—	10%
Single Tier (GP only)	100%	—	—



## 2.4. Conditions for Availing Sixteenth Finance Commission Grants

Sixteenth Finance Commission establishes a two-tier conditionality framework: entry-level eligibility conditions (for the Basic Grant) and performance conditions (for the Performance Grant). Fulfilling these conditions is directly linked to the quantum of grants a Gram Panchayat or State can receive.

### 2.4.1 Conditions for release of basic grants (Entry-Level Conditions):

- (i) **Duly Constituted bodies:** Rural Local Bodies to be duly constituted.
- (ii) **Provisional accounts & Audited accounts.**
  - (a) For a given year, the Provisional accounts of RLBs for the previous year be made publicly available.
  - (b) For a given year, the Audited accounts of RLBs for the year before previous be made publicly available.

*These conditions will be applicable from the first year of the award.*

- (iii) Formation of State Finance Commission: States to comply with the Constitutional provisions pertaining to regular constitution of State Finance Commission on the expiry of five years, ensure laying of Action Taken Report (ATR) in the State Legislature within 6 months of submission of SFC report.







### 2.4.2 Conditions for Local Body Performance Grant:

- (i) To receive RLB performance grant, **Gram Panchayats** must show an increase in their Own Source Revenue (OSR). For a given year (T), they should, in the previous year (T-1), achieve either: **a 2.5% annual growth over their OSR of 2025-26, or 1.025 times their OSR of T-2, whichever is lower, with a minimum benchmark of ₹1,200 per household per year.** This condition will apply from the third year onwards.
- (ii) **Block Panchayats** will be eligible for the performance grant if at least 75% of Gram Panchayats under them meet the above OSR condition. This condition will apply from the third year onwards.
- (iii) **District Panchayats** must also meet the same OSR growth condition in year T-1 to qualify for the performance grant in year. This condition will apply from the third year onwards.

### 2.4.3 Condition for State Performance Component:

Release of the State performance component of RLB grants in year T will be contingent on the State transferring, from its own resources, in year T-1, grants to local bodies amounting to at least 20% of the basic Finance Commission grant recommended for year T-1. This condition will apply from the second year onwards.

## Eligibility conditions for Grants to be awarded

 <b>Entry-Level Conditions</b>	 <b>Local Body Performance Grant Conditions</b>
 <b>Duly constituted</b> Rural Local Bodies (Para 10.92)	<b>Gram Panchayats</b> to show increase in OSR in year T. Minimum of (subject to min ₹ 1200/HH/annum):
 <b>Provisional accounts</b> for previous year publicly available (T-1) (Para 10.93)	<ul style="list-style-type: none"> <li>•2.5% per annual compounded growth over OSR of 2025-26, or</li> <li>•1.025 times OSR of T-2. whichever is lower</li> </ul> Applicable from 3 <sup>rd</sup> year (Para 10.97)
 <b>Audited accounts</b> for year before previous publicly available (T-2) (Para 10.93)	<b>Block Panchayats</b> <ul style="list-style-type: none"> <li>•75% of GPs meet OSR condition. Applicable from 3<sup>rd</sup> year (Para 10.98)</li> </ul>
 Formation of <b>State Finance Commission</b> (SFC) – ATR to be laid within 6 months of submission of SFC Report (Para 10.94)	<b>District Panchayats</b> Grant eligibility in year T linked to achieving in year T-1 either 1.025× OSR of year T-2 or 2.5% p.a. compounded growth over OSR (2025-26), whichever is lower. (Para 10.98)
<b>State Performance Grant Component (Para 10.100)</b>	
<b>Release of State performance component</b> contingent on State transferring from its own resources $\geq$ 20% of Basic FC grants recommended for given year. Applicable from 2 <sup>nd</sup> year onwards	

## 2.5. Tied and Untied Components of FC-16 Grants

FC-16 substantially expands the flexibility available to Gram Panchayats compared to FC-15. The overall untied share rises from around 40% under FC-15 to 60% under FC-16 (for GPs that meet the performance condition). This is a direct response to persistent demand from elected representatives at all levels for greater financial autonomy.

Grant Component	Tied / Untied	Purpose / Restriction
50% of Basic Grant (40% of total)	<b>TIED</b>	Must be spent on Sanitation & Solid Waste Management and/or Water Management (including O&M expenses for these items)
50% of Basic Grant (40% of total)	<b>UNTIED</b>	Gram Panchayat may use for locally identified needs (resolution by Gram Sabha required)
Entire Performance Grant (20% of total, if conditions met)	<b>UNTIED</b>	Gram Panchayat may use for locally identified needs (resolution by Gram Sabha required)
<b>TOTAL UNTIED (if performance met)</b>	<b>60% of total grant</b>	<b>Maximum flexibility for addressing local development priorities</b>

### **Important Restrictions on Untied Grants**

- No more than 20% of the untied grant allocation may be spent on construction and maintenance of roads (including paved surfaces of all types).
- Untied grants must NOT be used for payment of salaries or other establishment-related expenditure.
- The Gram Sabha must pass resolutions specifying activities to be undertaken under both the tied and untied components before expenditure is incurred.
- Grants are released in a minimum of two equal instalments each year. States must pass on grants to local bodies within 10 working days of receipt from the Union Government. Delay beyond this period requires payment of interest to the local body.

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**Process for Preparation of  
Gram Panchayat Development Plan  
(GPDP)**

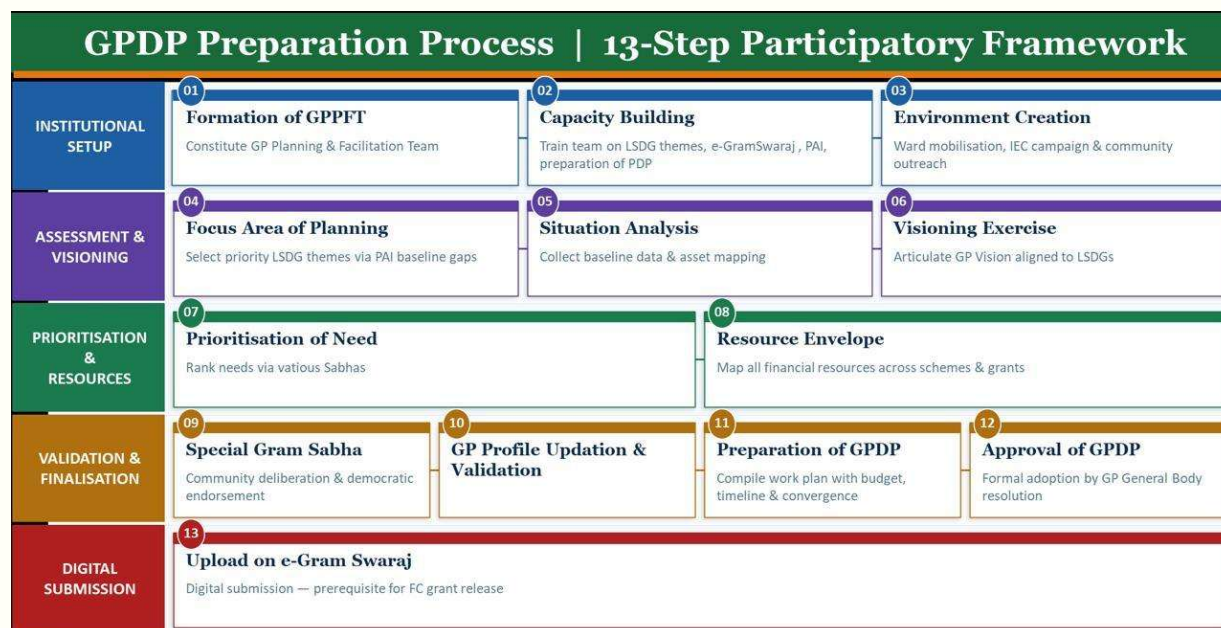
### 3.1 Development Plan of the Gram Panchayat

The Gram Panchayat Development Plan (GPDP) is a participatory planning process that brings together all stakeholders to align people's needs and priorities with available resources. It serves as a comprehensive roadmap for local development by:

1. **Articulating a shared VISION** of how the community aspires to develop its village.
2. **Defining clear and achievable GOALS** to realize this vision.
3. **Outlining a concrete ACTION PLAN** with prioritized activities and resources to achieve these goals.

### 3.2 Key Components of GPDP Preparation Cycle

The preparation of Thematic GPDP involves the following 13 key steps:



### 3.3 Steps for Preparation in GPDP

#### 3.3.1 Formation of Gram Panchayat Planning Facilitating Team (GPPFT)

GPDP preparation is an important process that needs continuous efforts and active people's participation. Hence, GPPFT is to be created with pool of dedicated human resource who can voluntarily devote their services and remain involved at every stage of GPDP starting from environment creation for plan preparation to the approval of the plan at the Gram Sabha and implementation of activities. The representatives/frontline workers of sectoral/line departments at GP level should invariably be the members of this team.

#### 3.3.2 Environment Creation and Community Mobilization

The environment creation activities are of immense importance to bring about attitudinal changes, outlook and re-orientation among the community and governance systems regarding their active participation in the decision-making process towards socio-economic development. After the awareness-creation process, the next step is to mobilize the community to take part in the process of identifying their needs and addressing them by preparation of Panchayat Development Plan.

#### 3.3.3 Focus Areas in Planning

Gram Panchayats are entitled to provide basic services and take up development works related to the functions devolved to them as per the Eleventh Schedule of the Constitution of India having 29 subjects. Gram Panchayats should prepare GPDP adopting the following 9 thematic approaches:

Theme 1: Poverty Free & Enhanced Livelihood Panchayat

Theme 2: Healthy Panchayat

Theme 3: Child Friendly Panchayat

Theme 4: Water Sufficient Panchayat

Theme 5: Clean and Green Panchayat

Theme 6: Panchayat with Self Sufficient Infrastructure

Theme 7: Socially Just and Socially Secured Panchayat

Theme 8: Panchayat with Good Governance

Theme 9: Women Friendly Panchayat

#### 3.3.4 Situation Analysis

The consolidated and thematic PAI score will be used as Development Status Report (DSR) to assess the progress and to identify the gap for preparation of Gram Panchayat Development Plan.

### 3.3.5 Visioning Exercise

Gram Sabha to undertake visioning exercise on the basis of the findings of DSR. The visioning exercise is to ensure objectivity in planning, help to identify priorities in key thematic areas and set clear milestones to be achieved by the GP. Inputs from Mahila Sabha and Ward Sabha may also be considered in visioning exercise.

### 3.3.6 Prioritization of Needs

Based on the DSR, the GPPFT is to guide the deliberations in 1st Gram Sabha and Gram Panchayat meetings to prioritize the needs and crucial issues based on identified gaps. The prioritized theme may be taken as 'Sankalp' for preparation of GPDP.

### 3.3.7 Resources Envelope

The Gram Panchayat (GP) to estimate their resources to prepare the GPDP. The resource envelope includes Central/State Finance Commission Grants, funds under Central/State Government Schemes, OSR etc. The funds spent by the higher tiers like District Panchayat/Autonomous Development Councils (ADCs) and Intermediate Panchayat in Gram Panchayat should be part of resource of Gram Panchayat/Village Councils (VCs). The planned activities need to be matched with the available resources.

Note: As the recommendations of the 16th Finance Commission have been received, the resource envelope for PDPs for FY 2026-27 will be based on the 16th Finance Commission grants as per the operational guidelines issued by the Ministry of Finance. Panchayats should plan their activities accordingly.

### 3.3.8 Organizing Special Gram Sabha

A special Gram Sabha to be organized for the discussion on progress of GPDP of ongoing year, developmental status based on PDI, requirements and priorities, etc. Facilitators appointed shall ensure community mobilization including representation from vulnerable sections such as SCs/STs/Women during the Gram Sabha. The frontline workers of each department are required to give a brief presentation on the activities undertaken, funds utilized for the current year and proposed activities, funds allocated, beneficiaries covered etc. for the next financial year and a statement of the same needs to be submitted to the GP. Village Prosperity Resilience Plans (VPRP) prepared by the SHG may also be discussed considering the availability of the budget within the resource envelope of the Gram Panchayat. Based on the consensus, demands of VPRP may be incorporated into GPDP.

**Minutes of Meeting:**

All Gram Sabha meeting minutes can be generated via **SabhaSaar Portal** (sabhasaar.panchayat.gov.in). To generate the minutes, following steps need to be undertaken:

1. Record (Audio/Video) of the Gram Sabha proceedings
2. Login into SabhaSaar portal with eGramSwaraj maker credentials
3. Upload the recording and submit to enable minute generation through Artificial Intelligence(AI)
4. Edit the draft (if required) and submit

This will not only save the time for writing the minutes manually but also ensure that no pointers are left to be recorded

**3.3.9 Preparation of Draft GPDP**

Draft plan shall be prepared indicating the works identified in each focus area along with cost estimation/fund allocation, timelines for completion of works. A special meeting of the GP shall be convened to discuss and finalize the changes before submitting the final GPDP.

**3.3.10 Finalization of GPDP**

In the presence of officials from all line departments and community including Panchayat President, Secretary and GP members, the GPDP document with project-wise details to be placed before the Gram Sabha for approval. The Minutes of GS Meeting are to be uploaded in the Panchayat Nirnay App/Meeting Online Portal.

**3.3.11 Uploading Plan on e-Gram Swaraj Portal**

The Gram Panchayat Development Plan (GPDP), as prepared and approved by the Gram Sabha, is required to be uploaded on the revamped GPDP portal of the eGramSwaraj (eGS) application along with the complete profile of the Gram Panchayat. The planning module of the eGramSwaraj portal provides a structured list of thematic activities through a dropdown menu, which also includes activities from the Village Poverty Reduction Plan (VPRP) mapped under relevant themes.

A radio button feature has been introduced for each activity on the portal to clearly classify activities as VPRP or non-VPRP, and it is mandatory to select the appropriate category for proper demarcation. All approved thematic activities, including those identified under VPRP, must be duly entered on the portal without exception. A hard copy of the approved Gram Panchayat Development Plan (GPDP) should be maintained at the Gram Panchayat office to ensure transparency and facilitate public disclosure.

The activities available on the portal are mapped with Panchayat Advancement Index (PAI) indicators, enabling Panchayats to prioritize and select activities based on poor-performing indicators for targeted development.

Hard copy of the plan may be kept in the office of Gram Panchayat for public disclosure. The asset creation activities may be published on Public Information Board (PIB) at the beginning of the implementation year. *A sample of PIB is provided as Annexure-V.*

### Snapshot: GPDP : Development Plan of the Gram Panchayat

- **GPDP as a Participatory Framework:** GPDP is a comprehensive, participatory planning process aligning community needs with available resources, providing a **vision, goals, and actionable roadmap** for village development.
- **Institutional Mechanism for Planning:** Formation of **Gram Panchayat Planning Facilitating Team (GPPFT)** ensures continuous support, community participation, and involvement of frontline functionaries at every stage of planning and implementation.
- **Community Mobilization & Inclusion:** Strong emphasis on awareness generation, community mobilization, and inclusive participation (including Mahila Sabha, Ward Sabha, SC/STs, women) in decision-making through Gram Sabhas.
- **Thematic & Evidence-Based Planning:** GPDP is prepared based on 9 SDG-aligned themes (plus PESA activities where applicable) and guided by PAI scores for gap identification and prioritization.
- **Structured Planning Process:** Key steps include visioning, prioritization of needs (Sankalp), estimation of resource envelope (FC grants, schemes, OSR), and integration of VPRP inputs, ensuring convergence of schemes and realistic planning.
- **Gram Sabha-led Approval & Transparency:** Draft GPDP is discussed, finalized, and approved in Gram Sabha, with proper documentation of proceedings, ensuring transparency and accountability.
- **Digital Integration & Accountability:** Approved GPDP is uploaded on eGramSwaraj portal with thematic classification (including VPRP tagging), ensuring standardized planning, tracking, and public disclosure, with a hard copy maintained at GP level.

## Introduction to Gram Panchayat Coordination Committee (GPCC)

The Ministry of Panchayati Raj (MoPR), through the People's Plan Campaign (PPC), has been promoting decentralized, participatory, and convergent planning processes for Gram Panchayat Development Plans (GPDP). The PPC guidelines emphasize convergence, stakeholder participation, and institutional mechanisms through Block Level Coordination Committee (BLCC). However, there remains a critical institutional gap at the Gram Panchayat level to ensure structured convergence, coordination, and continuous review of plans and implementation. Since the GPDP incorporates diverse set of activities including plans for community action, departmental actions and regular monitoring and oversight issues. To address this gap, **Gram Panchayat Coordination Committee (GPCC)** may be established.

### Need, importance and relevance of GPCC:

At the Panchayat level, multiple plans are consolidated into the Gram Panchayat Development Plan (GPDP), and most activities under these plans are to be implemented by respective stakeholders under the leadership of the Panchayat. Given that many institutions and departments operate with limited financial and human resources, achieving development goals becomes difficult without effective coordination.

The **Gram Panchayat Coordination Committee (GPCC)** thus provides a platform where diverse stakeholders come together with their priorities and available resources, enabling convergence to achieve shared development outcomes.

The key plans and processes integrated at the Panchayat level include:

- **GPDP**; Activities supported through Panchayat-level budget allocations such as CFC, SFC
- **VPRP** – Activities funded through SRLM budgets, Annual Action Plans, and Business Development Plans of SHG systems
- **SDP** – School Development Plans
- **VHP** – Village Health Plans
- **CAP, etc.** – Zero-budget or low-budget community action plans
- **VB G-RAM-G plan, Watershed Plan**
- **Agriculture Planning**, etc.

The issues emerging from these plans cannot be effectively addressed by individual departments or institutions due to: Limited financial and human resources, fragmented planning and requirement of coordination from Panchayats and Community members, therefore, the GPCC is envisaged to:

1. Strengthen planning, decision-making, and monitoring /oversight processes
2. Improve service delivery, resource management, and asset utilization
3. Enable collective problem-solving
4. Ensure more effective achievement of development outcomes

### **Expected outcome of GPCC**

- The likelihood of timely resolution of GPDP-VPRP issues and local demands through public systems/deptt. will increase.
- With accountability and responsibility being clearly defined, effective implementation of programs and schemes will be ensured, along with proper identification of eligible beneficiaries and achievement of targets.
- Transparency in the implementation of schemes and programs.
- Clear identification of issues for BLCC, CLF and higher platforms; the local issues for escalation and taking forward with CLF, Block, District would be identified
- PRI-CBO-FLW collaboration (Locality Compact) can be institutionalized.
- The GPCC discussions and identification of issues will make the GramSabha more vibrant and agenda for discussions can be prepared in advance
- GPCC will serve as a platform for monitoring and regular review of demands made under GPDP-VDP plans.
- Awareness regarding citizens' rights, entitlements, and livelihood enhancement will increase.
- Through partnership and coordination between GP and Block, various plans prepared at the Gram Panchayat level can be effectively implemented.
- This process will facilitate the achievement of Sustainable Development Goals (SDGs).

### Formation and composition of GPCC:

#### The committee may include:

<ul style="list-style-type: none"> <li>• <b>Chairperson:</b> Gram Pradhan / Sarpanch / Mukhiya</li> <li>• <b>Secretary:</b> Panchayat Secretary</li> </ul>	<b>Members:</b> <ul style="list-style-type: none"> <li>• All Ward Members / Panch</li> <li>• Representatives of Village Organizations (SRLM)</li> <li>• Invitees: Panchayat-level departmental staff</li> <li>• Additional Members: Active community members (progressive farmers, youth, CRPs, etc.) with approval of Chairperson</li> </ul>
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#### Suggested Norms:

1. Meetings may be held monthly or bi-monthly (final decision by Panchayat Executive Committee)
2. First meeting by consensus; future meetings notified 7 days in advance
3. Quorum: 50% members; if not met, meeting reconvened after 3 days (quorum not required)

#### Roles and Responsibilities of GPCC:

- The **Panchayat Secretary**, with the approval of the Chairperson, will circulate the meeting agenda, record proceedings, and maintain a dedicated, signed GPCC register.
- The **Chairperson** will conduct meetings agenda-wise and ensure decisions are taken through consensus.
- Each meeting will begin with a **review of previous decisions and actions taken**.
- The committee will prepare **seasonal and need-based agendas** (e.g., agriculture, water, health).
- The GPCC will **review key plans and schemes** such as GPDP, VPRP, and other Panchayat-level and departmental programmes.
- **Village Organization representatives** will present issues, and the committee will facilitate solutions through coordination and convergence.
- Issues unresolved at GP level will be **escalated to CLF/BLCC**, while others will be addressed through departmental convergence.
- All proceedings will be **properly documented**, with follow-up actions reviewed in subsequent meetings.



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**Block and District  
Panchayat Development  
Plan**

## 4.1 Introduction

The District Panchayat Development Plan (DPDP) and Block Panchayat Development Plan (BPDP) are integral components of decentralized planning under the Panchayati Raj system, complementing the Gram Panchayat Development Plan (GPDP). These plans ensure that development priorities are addressed in a convergent, coordinated, and hierarchical manner across all three tiers of Panchayati Raj Institutions (PRIs).

The Sixteenth Finance Commission (FC-16) has recommended that, within the rural component, funds be devolved across all three tiers of Panchayati Raj Institutions, Gram Panchayat, Block Panchayat, and District Panchayat, based on the recommendations of the State Finance Commissions or prescribed norms. Indicatively, this distribution is suggested at 80% for Gram Panchayats and 10% each for Block and District Panchayats in a three-tier system. The Commission has further categorized these grants into two components: Basic Grants (80%) and Performance-based Grants (20%). The release of performance-based grants is linked to key parameters such as accountability, transparency, and the enhancement of Own Source Revenue (OSR).

In this context, Block and District Panchayats, which together account for a significant share of the devolved funds, are expected to play a pivotal role in structured and convergent planning. Accordingly, the preparation of Block Panchayat Development Plan (BPDP) and District Panchayat Development Plan (DPDP) becomes essential for aligning local priorities with available financial resources, including Finance Commission grants, State transfers, and Centrally Sponsored Schemes. These tiers are relatively better placed in terms of administrative and technical capacity and are therefore well suited to prepare project-based, outcome-oriented, and sustainable development plans, particularly in sectors such as water, sanitation, and infrastructure, which remain priority areas for tied and untied grants.

Further, given that most line departments and implementing agencies operate at the Block and District headquarters, these Panchayats are strategically positioned to facilitate convergence of schemes and resources. They can play a key role in integrating sectoral inputs, mapping fund flows, and ensuring that planning at the Gram Panchayat level is comprehensive and aligned with higher-level priorities. This approach is consistent with the FC-16 emphasis on improving efficiency of public expenditure, strengthening inter-tier coordination, and ensuring better service delivery outcomes through integrated planning frameworks.

## 4.2 Preparation of Block Panchayat Development Plans (BPDP)

BPDP to be prepared through a participatory inclusive and transparent process with bottom-up approach. Development needs for BPDP may be arrived at by consolidating gaps ascertained in GPDPs through Panchayat Development Index. The BPDP process envisages need based planning,

supplementing the GDPDs and strives to contribute to National commitments. The plan activities of the line departments operating at the Intermediate Panchayat level should be integrated into the BPDP, although the same may be implemented by the line departments themselves. The process, structure and format of the BPDP is largely the same as followed for GDPD which is as under:

(i) Those projects and activities, which are to be implemented in more than one GP area and which should be implemented at the Intermediate Panchayat level because of its higher institutional capacity and technical competence, are to be considered by the Intermediate Panchayat for BPDP.

(ii) The BPDP will be approved by Block Sabha consisting of all Block/Intermediate Panchayat members, District Panchayat members in the Block Panchayat area, GP Presidents/Sarpanches of all the Gram Panchayats from the concerned block shall be convened and this meeting has to be considered as Block Sabha.

(iii) Apart from elected representatives, block level line department officials, leader of SHG federations, experts, professionals, doctors, etc. should also be nominated as members of Block Sabha.

(iv) There may be total 50-80 persons including aforesaid ones nominated as member of Block Sabha by President of Intermediate Panchayat.

(v) The meeting of Block Sabha will be presided by President of the Intermediate Panchayat and Block Panchayat Officer / Block Development Officer may be nominated as Convener of Block Sabha.

(vi) The financial matter would be sanctioned by competent authority as authorized by State Government in Intermediate Panchayat.

#### **4.2.1 Steps for Preparing Block Panchayat Development Plan**

1. Formation of Intermediate-Planning Planning Committee (IPPC) for every Intermediate Panchayat.
2. Environment creation and community mobilization.
3. Situation analysis, need assessment and gap identification based on PDI data.
4. Preparation of Development Status Report based on PAI data.
5. Visioning exercise for goal setting.
6. Resources estimation and identification of corresponding activities -Special Block Sabha.
7. Draft Plan: Prioritization of activities.
8. Approval of BPDP and uploading on eGramSwaraj Portal.

## 9. Implementation, monitoring and impact analysis.

### 4.2.2 Tentative Timeline for Block Panchayat Development Plan

S.N.	Activities	Timeline
1.	Initiation of Planning Process at Block Sabha Meetings	In month of April, 2026
2.	Sector/Theme wise data analysis based on PAI	By 15 <sup>th</sup> May, 2026
3.	Sector wise prioritization & fund allocation	By 25 <sup>th</sup> May, 2026
4.	Sector/theme wise Draft Plan & Budget preparation and placement of the same in the meetings of Intermediate Panchayat Planning Committee/ Standing Committee	By 30 <sup>th</sup> May, 2026
5.	Placement of Draft Plan & Budget of Intermediate Panchayat in a Special Block Sabha for consideration	By 15 <sup>th</sup> June, 2026
6.	Placement of Draft Plan & Budget of Intermediate Panchayat in the Block Sabha Meeting for approval	By 25 <sup>th</sup> June, 2026
7.	Uploading Plan on eGS Portal	By 30 <sup>th</sup> June, 2026

Block/Intermediate Panchayats are also supposed to provide basic services and take up development works related to the functions devolved to them as per the Eleventh Schedule of the Constitution of India having 29 subjects, where GPs could work to ensure economic development and social justice. However, with the focus on the localization of SDGs, Block/Intermediate Panchayat should also focus on 9 thematic approaches while preparing plans in local level.

### 4.3 Preparation of District Panchayat Development Plan (DPDP)

As Local Government, the District Panchayats are also responsible for ensuring delivery of basic services to local citizens and addressing vulnerabilities of poor and marginalized sections. The preparation of the DPDP for rural area is a time-bound process, it is essential part of chain of plans to be prepared in cascading mode. It should be prepared after completion of GPDPs by the Gram Panchayat and BPDP by the Intermediate Panchayat in their respective area.

#### 4.3.1 Process of preparation of District Panchayat Development Plan (DPDP)

District Panchayat Development Plan should ideally match with people's needs, basic services and their aspirations, prioritized in accordance with the available resources. It should be prepared through a participatory inclusive and transparent process with modified bottom up approach. The District Panchayat Development Plan process envisages need based planning, supplementing GPDPs and BPDPs. Further, it would also strive to contribute to national commitments e.g. SDGs and priorities.

The plan activities of the line departments operating at the District level should be integrated into the District Panchayat Development Plan, although the same may be implemented by the line departments themselves. The process, structure and format of a DPDP may be largely the same as followed at GP level for GPDP and Intermediate Panchayat (IP) level for BPDP, which is as under:

- (i) Those projects and activities, which are to be implemented in more than one GP area but cannot be accommodated in the BPDP and also those projects and activities, which are to be implemented in more than one block area but cannot be included in the BPDP for want of technical competencies or lack of resources, are to be considered by the District Panchayat for inclusion in the DPDP.
- (ii) Besides, the District Panchayat Development Plan would include those activities which the District Panchayat need to implement following the principles of subsidiarity.
- (iii) The District Panchayat Development Plan would be approved by District Sabha consisting of all District Panchayat members, Block Panchayat Presidents and Vice Presidents, Presidents/Sarpanches of at least five Gram Panchayats from the concerned District, shall be convened and this meeting has to be considered as District Sabha.
- (iv) Apart from elected representatives, District level officers of line department, academicians, doctors, NGOs, representatives of women collectives/ SHG federations should also be nominated as members of District Sabha.

#### **4.3.2 Steps for Preparing District Panchayat Development Plan**

1. Formation of District Panchayat Development Planning Committee (DPDPC) for every District.
2. Environment creation and community mobilization.
3. Situation analysis, need assessment and gap identification based on PDI data.
4. Preparation of Development Status Report based on PDI data.
5. Visioning exercise for goal setting.
6. Resources estimation and identification of corresponding activities – Special District Sabha.
7. Draft Plan: Prioritization of activities.
8. Approval of DPDP and uploading on eGramSwaraj Portal.
9. Implementation, monitoring and impact analysis.

### 4.3.3 Tentative Timeline for District Panchayat Development Plan (DPDP)

S.N.	Activities	Timeline
1.	Initiation of Planning Process at District Sabha Meetings	In month of April 2026
2.	Sector/Theme wise data analysis based on PAI	By May, 2026
3.	Sector wise prioritization & fund allocation	By June, 2026
4.	Sector/theme wise Draft Plan & Budget preparation and placement of the same in the meetings of District Panchayat Planning Committee/Standing Committee	By 10 <sup>th</sup> June, 2026
5.	Placement of Draft Plan & Budget of District Panchayat in a Special District Sabha for consideration	By 20 <sup>th</sup> June, 2026
6.	Placement of Draft Plan & Budget of District Panchayat in the District Sabha Meeting for approval	By 25 <sup>th</sup> June, 2026
7.	Uploading Plan on eGS Portal	By 30 <sup>th</sup> June, 2026

#### Snapshot: Block and District Panchayat Development Plan

- DPDP & BPDP in Decentralized Planning: DPDP and BPDP complement GPDP, ensuring convergent, coordinated, and hierarchical planning across all three tiers of PRIs.
- FC-16 Driven Planning & Fund Flow: With ₹7.91 lakh crore allocation (2026–31) and structured devolution (80% GP, 10% Block, 10% District), BPDP and DPDP are crucial for aligning plans with financial resources, performance conditions, and accountability frameworks.
- Role of Block Panchayat (BPDP): BPDP consolidates GPDPs, addresses inter-GP and block-level priorities, integrates line department activities, and is approved through a Block Sabha with multi-stakeholder participation.
- Role of District Panchayat (DPDP): DPDP integrates GPDPs and BPDPs, focuses on inter-block and district-level projects, ensures subsidiarity, and is approved through a District Sabha involving elected representatives and sectoral stakeholders.
- Participatory & Evidence-Based Planning Process: Both BPDP and DPDP follow structured steps including situation analysis (PDI-based), visioning, resource estimation, prioritization, approval, and upload on eGramSwaraj portal.
- Convergence & Institutional Advantage: Being hubs of line departments, Block and District Panchayats enable scheme convergence, fund mapping, and integrated planning, improving efficiency and service delivery outcomes.

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**GPDP in Panchayat (Extension to  
Schedule Area) Act (PESA) Areas**

## 5.1 Background

PESA provides a structure for self-governance for tribal communities in Scheduled Areas by providing a central role to Gram Sabha in the matters of vital importance. Gram Sabha of a PESA village is competent to safeguard and preserve the traditions of the people, their cultural identity, community resources and the customary mode of dispute resolution. The Gram Sabha of a PESA village has:

- (i) Powers to approve plans, programmes and projects for social and economic development before they are taken up for implementation by the Panchayat at the village level.
- (ii) Responsibility to identify or select persons as beneficiaries under the poverty alleviation and other programmes
- (iii) Authority to issue certificates of utilization of funds to Panchayats for plans, programmes and projects referred to in clause (i)
- (iv) Right to consultation before land acquisition for development projects and before re-settling, or rehabilitating persons affected by such projects in the Scheduled Areas
- (v) Power to mandatorily give recommendations prior to grant of prospecting licenses or mining leases for minor minerals along with grant of concession for the exploitation of minor minerals by auction
- (vi) Power to enforce prohibition or to regulate or restrict the sale and consumption of any intoxicant
- (vii) Ownership of minor forest produce
- (viii) Power to prevent alienation of land and restore any unlawfully alienated land of a ST
- (ix) Power to manage village markets
- (x) Power to control money lending to the Scheduled Tribes
- (xi) Power to exercise control over institutions and functionaries in all social sectors
- (xii) Power to control over local plans and resources for such plans, including Tribal Sub Plans (TSP)

## 5.2 GPDP in PESA Areas

As per section 4(e)(i) of the PESA Act, in Fifth Schedule Areas development plans are to be prepared at the village level. Therefore, a village level plan is to be prepared first before preparation of Gram Panchayat Development Plan (GPDP). Once the village level plans are prepared, they are to be consolidated at the Gram Panchayat level.

For example, if there are three PESA villages in a Gram Panchayat, then each PESA village will prepare its own plan according to the funds/resource envelope allocated to it. Once these plans are approved by each of these Gram Sabhas, these plans would get consolidated at the Gram Panchayat level to form its GPDP. Further, while preparing their plans, Gram Sabhas now can also plan for 42 activities pertaining to powers given to them by the PESA Act. These activities are categorized under 9 major themes:

- (i) Strengthening PESA Gram Sabha
- (ii) Minor Forest Produce

- (iii) Minor Minerals
- (iv) Prevention of Alienation of Land
- (v) Control Over Intoxicants
- (vi) Customary Mode of Dispute Resolution
- (vii) Control Over Money Lending
- (viii) Minor Water Bodies
- (ix) Management of Village Markets

*\*List of 42 PESA activities can be seen at the end of the Chapter*

In accordance with the above, the eGramSwaraj Portal of the Ministry has been modified to enable village-level planning in Fifth Schedule Areas by displaying the resource envelope (Finance Commission grants, SFC grants, OSR etc.) of a PESA village on the portal.

The portal also displays PESA as a separate theme along with the themes related to 9 LSDG themes and FRA. Hence, for a PESA Panchayat/Village, the activities related to the nine themes of LSDG and FRA along with the 42 activities related to the PESA theme will be visible.

The PESA will empower tribal communities by giving them greater control over the development journey, empowering them to actively participate in decision making, and ensuring that development priorities identified by them are accurately reflected.

### 5.3 Mandatory PESA activity for preparing Gram Panchayat Development Plan

A dedicated PESA Portal has been developed and linked with the eGS portal to prepare the profile of PESA village. The portal will give the basic profile of each PESA village. The profiler is based on seven broad themes of PESA. For each theme, there are basic questionnaire to be filled up for the particular PESA village. After submitting all the questions for the PESA village, the same will have to be validated at the block level.

#### ***\*List of 42 PESA activities***

1. Construction of Gram Sabha Mandap / shade for Gram Sabha meeting / Gram Sabha Office / Sachivalaya [Strengthening PESA Gram Sabha]
2. Maintenance of Gram Sabha Mandap / shade for Gram Sabha meeting / Gram Sabha Office / Sachivalaya [Strengthening PESA Gram Sabha]
3. Meeting expenditure for Gram Sabha and its committees [Strengthening PESA Gram Sabha]
4. Expenses for public announcement systems / notice board in public places [Strengthening PESA Gram Sabha]
5. Administrative expenses for Gram Sabha office [Strengthening PESA Gram Sabha]
6. Maintenance and upkeep of places of traditional / cultural significance [Strengthening PESA Gram Sabha]
7. Celebration of days of national and local importance including local festivals and cultural events [Strengthening PESA Gram Sabha]
8. Preparation of management plan for community forest resources / natural resources [Strengthening PESA Gram Sabha]
9. Training and capacity building programs for Gram Sabha members [Strengthening PESA Gram Sabha]
10. Awareness generation and IEC activity [Strengthening PESA Gram Sabha]
11. Monitoring of social institutions and government functionaries [Strengthening PESA Gram Sabha]
12. Construction of warehouse / storage godowns / cold storage [Strengthening PESA Gram Sabha]
13. Maintenance of warehouse / storage godowns / cold storage [Strengthening PESA Gram Sabha]
14. Monitoring and documentation of migrant workers in the Gram Sabha area [Strengthening PESA Gram Sabha]

15. Purchase of Minor Forest Produce by Gram Sabha or its committee [Minor Forest Produce]
16. Improvement activities in degraded forest due to over exploitation of minor forest produces [Minor Forest Produce]
17. Collection/ Processing / Transportation / Marketing of MFP [Minor Forest Produce]
18. Skill training / Capacity Building for Collection/ Processing / Transportation / Marketing MFP [Minor Forest Produce]
19. Purchase of MFP related seeds / plants for plantation in forest [Minor Forest Produce]
20. Promoting Forest based tourism / safaris / sight-seeing through Gram Sabha [Minor Forest Produce]
21. Awareness generation for mitigation of human-wildlife conflict [Minor Forest Produce]
22. Running of rehabilitation centre for those addicted to intoxicants [Control over Intoxicants]
23. Expenses to control and monitor the production, sale and consumption of intoxicants [Control Over Intoxicants]
24. Listing and monitoring of money lenders active in the area [Control Over Money Lending]
25. Monitoring and record keeping of dispute resolution process [Customary Mode of Dispute Resolution]
26. Preparation and maintenance of physical/ digital village maps [Prevention of Land Alienation]
27. Record keeping and monitoring of activities related to prevention of alienation of land [Prevention of Land Alienation]
28. Expenses related to planning and management of minor water bodies [Minor Water Bodies]
29. Development of tourism activities like bamboo rafting, boat riding, etc around minor water bodies [Minor Water Bodies]
30. Construction of garden / parks around minor water bodies [Minor Water Bodies]
31. Maintenance of garden / parks around minor water bodies [Minor Water Bodies]
32. Infrastructure development in the village market such as all weather roads, rain sheds, parking etc [Management of Village Markets]
33. Installation of electricity and lighting facilities in village market [Management of Village Markets]
34. Providing drinking water facilities in village market [Management of Village Markets]
35. Construction of public toilets in market / places of cultural and traditional importance [Management of Village Markets]
36. Maintenance of public toilets in market / places of cultural and traditional importance [Management of Village Markets]
37. Cleanliness and sanitation related expenditure in village market area [Management of Village Markets]
38. Survey and monitoring of collection / extraction of minor minerals [Minor Minerals]
39. Monitoring mining activities and mining related agencies in the Gram Sabha area [Minor Minerals]

40. Preparation of mining plan and expenses for sustainable exploration and extraction of minor minerals in the Gram Sabha area [Minor Minerals]
41. Mitigation activities for pollution caused due to extraction of minor minerals [Minor Minerals]
42. Restoration of environmental / land / water damage caused due to mining [Minor Minerals]

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**Process of Uploading  
PDP on Portal and  
Validation of Profiler**

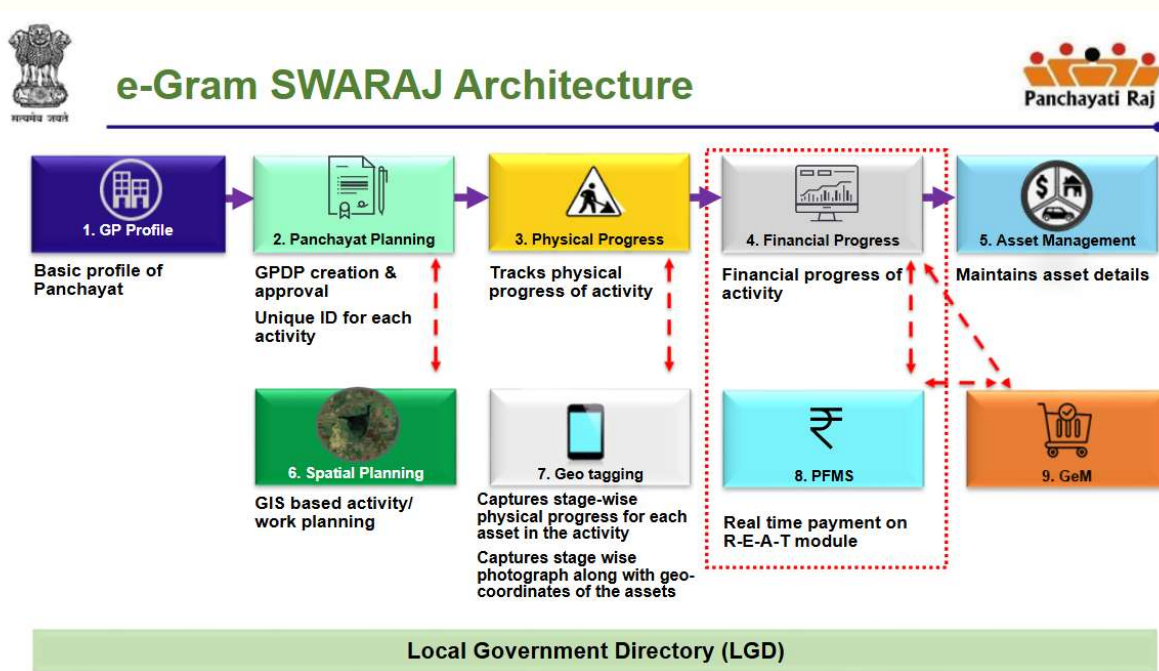
## 6.1 e-GramSwaraj Application

eGramSwaraj application has been developed under e-Panchayat Mission Mode Project (MMP). The application provides a single platform to the Panchayats for planning, reporting, work-based accounting, and monitoring. Some of the salient features incorporated in the eGramSwaraj Application areas under:

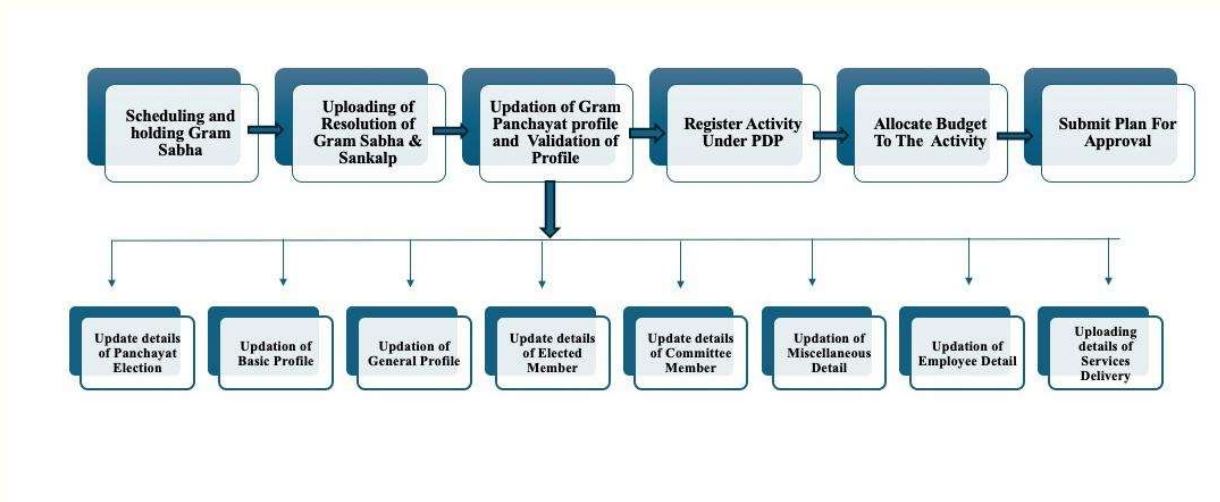
- (i) **Panchayat Profile:** Maintains the Panchayat profile with Election, Elected Members, and Committee details.
- (ii) **Planning:** Facilitates the planning of activities and action plan creation.
- (iii) **Progress Reporting:** Records the physical and financial progress of approved activities.
- (iv) **Accounting:** Facilitates the work-based accounting and monitoring of funds. Tracking every expenditure incurred for each of the activities proposed under PDPs.
- (v) **Asset Directory:** Stores all the immovable and movable assets created in Panchayats at one place

## 6.2 Uploading of Panchayat Development Plan (PDP)

The process flow of eGramSwaraj, starting from updation of the Panchayat profiler to the uploading of the plan and tracking of physical and financial progress.



### 6.3 Process flow of updating the profiler



### 6.4 Validation of Profiler Section

Gram Panchayats are uploading their profile details in the eGramSwaraj portal. It has been made mandatory to update the Panchayat profile before uploading the Panchayat Plan. Now various data points of the profiler section have been made part of the Panchayat Development Index (PDI), which are ported from eGramSwaraj to the PDI portal. Therefore, to ensure quality data in the profiler section and PDI, a validation mechanism is to be put in place at the Gram Panchayat and Block level to validate the data entered by Gram Panchayats in the profiler section.

### 6.5 Block Level Coordination Committees (BLCC)

BLCC to be set up at Block level in the Chairmanship of Sub Divisional Magistrate (SDM) /Block Development Officer (BDO) or the officer of equal rank in order to validate data entered by Gram Panchayat in profiler section, facilitate convergence, monitor the implementation, etc. This Committee is mainly responsible for operationalizing participatory planning and further linking budget and programmatic resources with the demands. Orientation, Capacity Building & Training (CB&T) of all the stakeholders involved in planning will also be overseen by this committee.

**6.5.1 The constitution of the Block Level Coordination Committee will be as under:**

Chairperson	Sub Divisional Magistrate /Block Development Officer or the officer of equal rank
Convenor/ Member Secretary	CEO Block Janpad/Any equal rank officer
Members	(i) All the departments related to subjects devolved to Panchayats in Eleventh Schedule (ii) Gram Panchayat Elected Representatives (2-3) nominated by Block Panchayat Chairperson on rotation basis

**6.5.2 Responsibilities/functions:**

The coordination committee constituted as above will be fully responsible for the smooth operation of the planning process, departmental coordination, and review at the block level. Some of the important responsibilities/functions of the committee are mentioned as under:

- (i) Issuing necessary guidelines for participation in GPDP process by identifying Facilitators for all Gram Panchayats.
- (ii) Formation of Gram Panchayat Planning Facilitating Team.
- (iii) To ensure the availability of necessary information to be received through the departments for conducting the planning process.
- (iv) Orientation of the planning facilitation team around the schemes and programs and budget availability.
- (v) Review and track the progress of the GPDP plans based on four parameters (1) Number of activities completed (2) Number of activities under progress (3) Number of individual beneficiary's demands completed (4) Number of both community activities and individual activities pending
- (vi) Progress review of planning process through monthly meetings and redressal of problems faced at local level.

## **6.6 Profiler Validation mechanism at Gram Panchayat and Block Level:**

- (i) Panchayat Secretary to download consolidated dataset of profiler section and place before the Gram Sabha for approval.
- (ii) Upon approval of Gram Sabha, submit on portal for Block Level validation/ scrutiny.
- (iii) The Block Level Coordination Committee / Block Development Officer to validate profiler data of all Gram Panchayat.
- (iv) Without validation of GP level profiler data, the Plan could not be uploaded and forwarded for administrative approval.

## **6.7 Convergence of Centrally Sponsored Scheme:**

Panchayats are mandated to prepare the Plan for Economic Development and Social Justice. Therefore, to prepare a comprehensive plan effective convergence at the Panchayat level is essential so that the available resources of Panchayats and resources expected under different schemes and programs could be mapped in the resource envelop of the Panchayats. Subsequently, based on the resource envelop, the requirements/ felt needs could be prioritized. The Block Level Coordination Committees (BLCC) will facilitate the availability of necessary information regarding schemes and programs and the budget of other departments for effective convergence. The BLCC is expected to facilitate sharing the information of these flagship schemes with Gram Panchayats for suitable inclusion in GPDP. Further, BLCC is to also facilitate sharing the information of State level Schemes and Programmes for inclusion in GPDP.

**Snapshot of Basic Requirements for Preparation and Uploading of GPDP**

- (i) Thematic GPDP to be prepared with special focus on 'Sankalp' taken/themes prioritized by GPs.
- (ii) GPs may either take the same theme as a Sankalp/priority for preparation of GPDP 2026-27 with the resolution of Gram Sabha, which was taken for preparation of GPDP 2025-26 or GPs may also take a new Sankalp/prioritize new theme for preparation of GPDP 2026-27 with the resolution of Gram Sabha.
- (iii) The 'Sankalp'/themes prioritization is to be carried out on the portal <https://meetingonline.gov.in/> Panchayat Nirnay application and resolutions of Gram Sabha are also to be uploaded on the same portal.
- (iv) Orientation by MoPR team in States/UTs and uploading feedback on the eGramSwaraj portal.
- (v) Mandatory validation of Gram Panchayat Profile at Block Level: Without validation, the GPDP of the Gram Panchayat cannot be uploaded.
- (vi) Mandatory inclusion of Own Source Revenue (OSR) in the resource envelope of the Gram Panchayat for GPDP.
- (vii) All flagship schemes, which are being implemented in a GP by other Departments are to be made part of GPDP.
- (viii) GPs to allocate minimum 25% of untied (FFC/SFC/OSR) resources on the themes on which the Panchayat has taken 'Sankalp' as approved by Gram Sabha.
- (x) At least 25% of the activities of the theme in which the GP has taken Sankalp to be chosen from the list of activities of a particular theme to be worked on by the GP.
- (xi) State may fix some percentage of GPDPs to be scrutinized for the quality of GPDP at the Block Level, District level and State level.

**Quality of Gram  
Panchayat  
Development Plans:  
Integrated Scoring  
and  
Self-Improvement  
Mechanism**

## 7.1 Introduction

The Gram Panchayat Development Plan (GPDP) is the cornerstone of decentralized planning and local governance. It serves as a critical instrument through which Gram Panchayats articulate the development needs and aspirations of their communities. The quality of the GPDP determines how effectively these needs are translated into actionable, inclusive, and outcome-oriented interventions that improve the quality of life at the grassroots level. A well-prepared GPDP goes beyond being a mere compilation of schemes and projects. It reflects a structured and systematic planning process that is rooted in local realities, informed by reliable data, and shaped through active community participation. By integrating inputs from Gram Sabhas, local stakeholders, and sectoral departments, the GPDP ensures that planning is responsive, need-based, and representative of diverse community interests, particularly those of marginalized and vulnerable groups.

Further, a high-quality GPDP promotes convergence and optimal utilization of available resources, including Finance Commission grants, Centrally Sponsored Schemes, State schemes, and the Panchayat's own revenues. It helps avoid duplication of efforts and ensures that development interventions are complementary and mutually reinforcing. This integrated approach enhances efficiency, strengthens implementation, and maximizes developmental impact. Importantly, the GPDP also aligns local development priorities with broader national and global frameworks such as the Sustainable Development Goals (SDGs). By linking grassroots planning with measurable outcomes and long-term development objectives, the GPDP becomes a strategic roadmap for sustainable and inclusive growth. In this way, it not only strengthens local governance but also contributes meaningfully to the country's overall development trajectory.

With the adoption of a thematic approach for localizing the Sustainable Development Goals (SDGs), notable improvements have been observed in both the quality and the overall planning process of GPDPs. However, concerns remain regarding the quality of the GPDPs being prepared across the country. In order to address this gaps, the Ministry of Panchayati Raj (MoPR) constituted a "Committee on Preparation of Quality Gram Panchayat Development Plan (GPDP)" to examine the issues affecting plan quality and to recommend suitable measures for improvement.

Acting on the recommendations of the Committee, the Ministry has integrated a Quality GPDP Scoring System into the e-GramSwaraj portal. This initiative embeds quality assurance within the planning process itself, enabling systematic assessment, real-time monitoring, and continuous improvement of GPDPs, thereby enhancing the effectiveness, transparency, and credibility of decentralized planning.

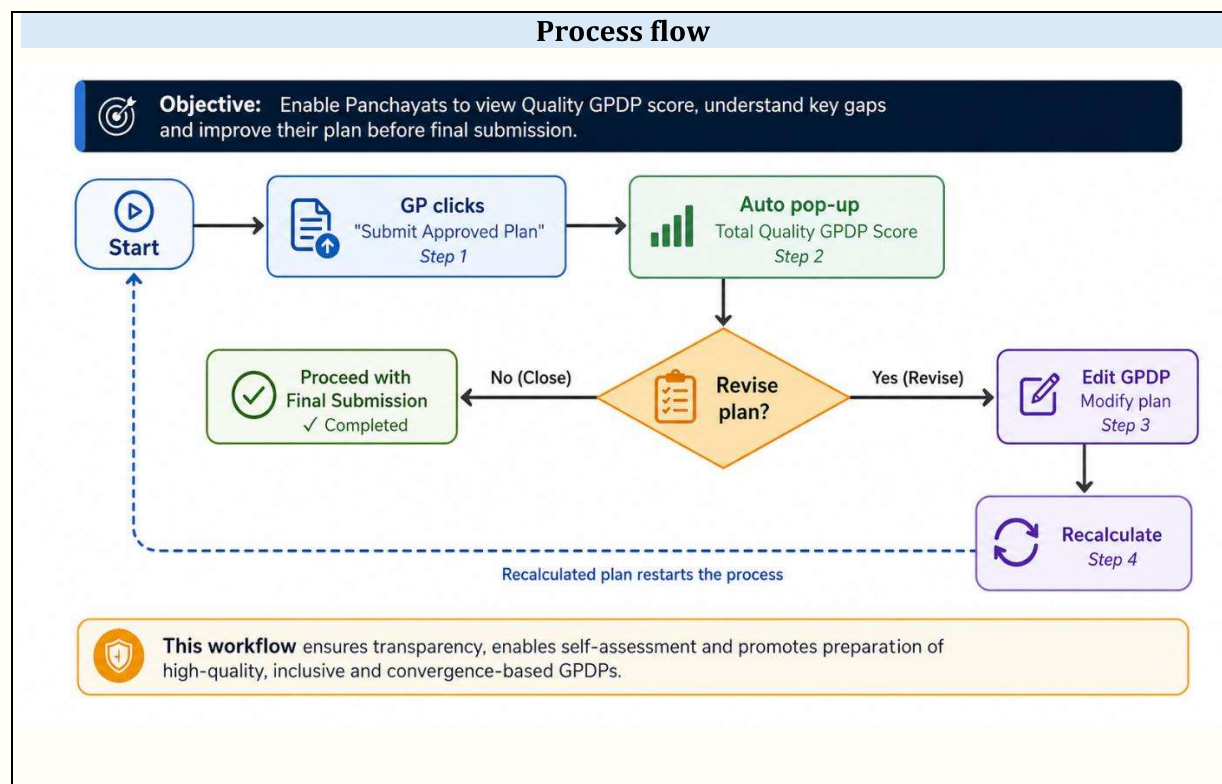
## 7.2 The Scoring Framework

The Quality GPDP Score is computed based on 15 indicators assessing the depth, inclusiveness, and thematic coverage of a plan- whether it engages with all nine LSDG themes, incorporates convergence activities, and reflects actual community needs. The score is generated automatically by the portal, making it objective and consistent. The assessment indicators and score is at Annexure-VI.

## 7.3 The Submission Workflow

The scoring mechanism is triggered at the moment of final submission, giving Panchayats one last opportunity to review and improve their plan.

- Step 1: The Panchayat clicks "Submit Approved Plan" on e-GramSwaraj.
- Step 2: The portal automatically displays the Total Quality GPDP Score — no separate navigation required.
- Step 3: The Panchayat chooses to either proceed with Final Submission or revise the plan.
- Step 4: If revising, the Panchayat edits the plan directly on the portal.
- Step 5: The score is recalculated, and the Panchayat may submit or revise further.



**Why This Matters:** Quality improvement under this mechanism is self-driven, not imposed. Submission is never blocked on the basis of score, however, no Panchayat can submit without first seeing its quality score. Over successive planning cycles, this is expected to drive sustained improvement as Panchayats internalise quality standards into their planning process.



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**Gram Sabha for  
Preparation of GPDP**

*"The Greater the power of the Panchayats,*

*The better for the People"*

**- Mahatma Gandhi**

Gram Sabha is the fulcrum of people's participation in Local Governance. It provides an opportunity for the people to get involved in the planning process for the development of their locality and make the administration more accountable and transparent. It is the responsibility of Elected Representatives, functionaries, and community members to see that the Gram Sabha functions as per the rules and expectations.

## 8.1 Schedule of Gram Sabha

During the campaign period, two special Gram Sabhas are required to be held. The first Gram Sabha should be organized for carrying out the visioning exercise and prioritizing needs based on the gaps identified through PDI. The frontline workers are required to give a brief structured presentation regarding the activities of all line Departments. In the 2nd Gram Sabha, the draft GPDP, which is inclusive of different sub plans such as VPRP and Departmental Village Action Plan, shall be placed before the Gram Sabha for approval.

### Scheduling Gram Sabha through the Meeting Online Portal/Panchayat Nirnay App

Gram Sabha, a constitutional body, offers a viable platform to rural citizens to meet and deliberate upon governance and development issues, to discuss their common problems for finding solutions, and to enhance participative governance at the grassroots level. Considering the importance of Gram Sabha, the Ministry has been advising and encouraging the States/UTs to make the Gram Sabhas vibrant. Further, to institutionalize the Gram Sabha and to make it vibrant, the Ministry has launched the Meeting Online Portal (<https://meetingonline.gov.in>) which is being used to schedule Gram Sabha meetings and upload resolutions /minutes, etc.

Panchayat NIRNAY Application, a mobile application of Meeting Online Portal, has also been developed for ease of capturing the Gram Sabha meetings. The App aims to facilitate systemic and effective conduct of Gram Sabha meetings, leveraging digital means of information dissemination. The App features like:

- (i) Selection of venue of the meeting
- (ii) Issue of meeting notice
- (iii) Circulation of agenda
- (iv) Preparation of minutes
- (v) Geo-tagged photos and video of the meeting
- (vi) Attendance of the meeting
- (vii) Decision/ resolution of the meeting

## 8.2 Gram Sabha Agenda

Though the Gram Sabha is free to discuss any issue related to the Gram Panchayat, there are some agendas which have to be discussed necessarily. These agenda are as follows:

1. The annual statement of accounts of the Gram Panchayat.
2. The report of the preceding financial year. Last audit note and replies, if any, by the Gram Panchayat.
3. The budget of the Gram Panchayat for the next financial year.
4. The report in respect of development programs of the Gram Panchayat relating to the preceding year.
5. Development programs proposed to be undertaken during the current year considering the grant allocated under the Central Finance Commission, State Finance Commission, Own Source Revenue, and other resources available/expected at GP level.
6. The recommendations of the Village Organisation through VPRP.
7. The recommendations of the Ward Sabha/Mahila Sabha.
8. The Gram Sabha can also discuss proposals, which are important for a Ward, although the Ward Sabha has not included it in its agenda.

## 8.3 Steps to be Followed for Successful Gram Sabha

In order to ensure effective participation in the Gram Sabha, all members should be formally and compulsorily informed in time. Wide dissemination through use of all available channels, including social media , should be ensured for greater community participation.

### 8.3.1 Formal Notification

Before organizing the Gram Sabha, it is important to issue notice as per the existing norms of the state. Wide publicity must be ensured. The notice of the Gram Sabha can also be publicized by beating of drums and pasting of the notice at the Panchayat Bhavan, Schools, offices of Village Organization and Cluster Level Federations and local marketplace.

- All voters must receive the notice of the Gram Sabha at least a week before the scheduled date.
- The notice should necessarily mention the date, time, venue, and agenda of the Gram Sabha.
- The agenda of the Gram Sabha should be written in clear and simple languages that people can easily understand.

### 8.3.2 Ensuring Participation of People from All Sections

While preparing Panchayat Development Plans, focus should be given to the upliftment of people belonging to Scheduled Castes, Scheduled Tribes, Backward classes, and other weaker sections, and therefore, their participation in the Gram Sabha to be ensured and to provide opportunity for them to freely express their felt needs and grievances. In order to ensure their better participation, the

information regarding the conduct of Gram Sabha should be extensively propagated in areas inhabited by Scheduled Castes, Scheduled Tribes, and other Weaker Sections.

### **8.3.3 Participation of Women through Mahila Sabha**

As per the advisory issued from the Ministry of Panchayati Raj, Mahila Sabha may be organised prior to each Gram Sabha. The objective is to include women's issues in Gram Sabha resolutions and subsequently in GPDP. To involve all people in the process of decision-making in Gram Sabha, separate Gram Sabha for women may be conducted prior to main regular Gram Sabha meetings to ensure better mainstreaming of their issues into the GPDP.

#### **Integration of inputs from Ward Sabha and Mahila Sabha**

To involve all people in the process of decision-making in Gram Sabha, separate Gram Sabha for women may be conducted prior to main regular Gram Sabha meetings to ensure better mainstreaming of their issues into the GPDP. To ensure effective environment building to achieve the objectives and goals of GPDP, appropriate Information, Education and Communication (IEC) materials and activities should be initiated by the respective GPs. A successful GPDP depends on the effectiveness of the IEC, leading to active people's participation of all stakeholders in the Ward Sabha, Mahila Sabha, and Gram Sabha. Integration of the inputs from the Ward Sabha, Mahila Sabha with sub-Gram Sabha level meetings may be ensured to develop a comprehensive plan.

### **8.3.4 Quorum for the Gram Sabha**

The quorum for the meeting of the Gram Sabha needs to be maintained as per the relevant Panchayati Raj Acts of the State. If the first meeting is postponed for want of quorum, the meeting shall adjourn to another date, and the procedure shall be as per the provisions of the State Panchayati Raj Act.

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**PRI - SHG Convergence and  
VPRP for GPDP**

## 9.1 Background

The primary objective of GPDP is to develop an integrated plan by the GP for Economic and Social development of the local community. It should ideally match people's needs and priorities with available resources. Ensuring active participation of the local community is one of the pre-requisite for understanding the local needs, their prioritisation in line with available resources. SHGs and their federation, as institutions of the poor, have a key role in the planning and implementation of interventions for Economic development and Social justice.

## 9.2 Village Prosperity Resilience Plan (VPRP)

As per the joint advisories issued by the Ministry of Rural Development (MoRD) and the Ministry of Panchayati Raj (MoPR) in 2018, the SHG network promoted in the villages under DAY-NRLM has been mandated to prepare their demands and plans in the form of VPRP and present the same in Gram Sabhas. The plans are prepared by the SHG members in the concerned SHGs and are consolidated at Village level SHG federations. The final VPRP compiled at the Gram Panchayat level will be presented and submitted to GP during Gram Sabha meetings for integration into GPDP.

### 9.2.1 Objectives of VPRP

1. Engage the women collectives in the local planning process of the village.
2. Preparation of an inclusive demand of the SHGs to be included in the GPDP.
3. Enhance the interface of the SHG network with GPs for poverty alleviation.
4. Represent the demands of the poorest of the poor in the village through VPRP.

### 9.2.2 Components of VPRP

The VPRP is a comprehensive demand that seeks to target the multi-dimensional factors of poverty. It is categorized under four components:

- Entitlement plan: Captures the individual demands of the SHG members for basic needs and social security entitlements from Government schemes.
- Livelihood plan: Captures the demands of the SHG members for livelihood activities such as farm-based, animal husbandry, non-farm, etc.
- Public Goods and Services, Resource Development Plan (PGSRD): Captures the gaps in the availability and quality of major public goods and institutions.

- Social Development Plan (SDP): Social development plans addressing certain social issues specific to the community related to health, education, social exclusion, gender issues, etc.

### 9.3 Process of preparation of VPRP and integration of GPDP

#### **a) Plan preparation:**

VPRP are prepared through a participatory exercise involving all the SHGs and their federations. As the plans are prepared using an application, this will allow for reports to be generated on all four components of the VPRP.

#### **b) GP level consolidation and finalisation of VPRP:**

All four components of VPRP will be consolidated and prioritised at the GP level by all VOs. First priority will be given to the demands of the ultra-poor and most vulnerable during the prioritisation and finalisation process. This will help the VOs to support the GPs in selecting the right beneficiaries for schemes which have limited funds.

#### **c) Presentation and submission of VPRP in Gram Sabha:**

The finalized VPRP shall be presented by SHG federations before Gram Sabha. A discussion can be initiated on the demands and the availability of the budget within the resource envelope of different schemes such as Central Finance Commission, State Finance Commission, Own Source Revenue, MGNREGS, and funds with line departments. The CBO shall also share the demands, which can be met from the own resources available with the SHG federations. Based on the consensus, a resolution may be passed by Gram Sabha on agreed demands of VPRP that can be incorporated into GPDP.

#### **d) Visibility of VPRP demands in e-Gram Swaraj portal:**

The final GPDP will be uploaded in the eGramSwaraj portal as per the government mandate, which makes the information accessible to common citizens. The VPRP activities or demands are mapped with the relevant themes of LSDG in the eGS portal. This allows GPs to select the approved VPRP demands as per Gram Sabha approval and allocate the funds accordingly.



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**Capacity Building & Training (CB&T)**

## 10.1 Introduction

The Government of India has envisioned multipronged strategies to address the core issues of rural poverty, inequality, poor human development indices, and unemployment. Significant financial support to PRIs is made available under Central Finance Commission (CFC) Grants, Centrally Sponsored and Central Sector Schemes. States additionally devolve funds through State Finance Commissions (SFC) and provide financial support under State specific schemes. Such a huge devolution of funds from Central & State Governments has created an enormous opportunity for responsive Local Governance at the cutting-edge institutional level of the Panchayats. The substantial increase in resources available with the Panchayats is to be accompanied by enhanced service delivery and measurable impact at the local level. Thus, comprehensive Capacity Building & Training (CB&T) of Elected Representatives, functionaries, facilitators and other relevant stakeholders of PRIs is essential for better planning, implementation, monitoring, and improved service delivery.

## 10.2 Scheme for CB&T (RGSA)

The scheme of RGSA is under implementation with the aim to strengthen the capacity of institutions for Rural Local Government to enable them to become more responsive towards local developmental needs. Further, the scheme also focuses to capacitate the stakeholders to prepare participatory plans leveraging technology and efficiently utilize available resources for realizing sustainable solutions for local challenges linked to SDGs adopting the 9 thematic approach of LSDGs. The focus of the scheme is on re-imagining Panchayati Raj Institutions as vibrant centers of local self-governance and economic growth, with a special focus on localization of Sustainable Development Goals (SDGs) at the grassroots level, adopting a thematic approach.

## 10.3 Capacity Building of Stakeholders

**10.3.1** Very often the key stakeholders of CB&T in Panchayats are perceived to be Elected Representatives and support functionaries. However, CB&T is carried out at the National, State, District and Sub district levels for the wide range of institutions and human resources in basic functions of governance, including planning and implementation of development programs. The CB&T of Elected Representatives, Panchayat officials, members of Statutory Standing Committees, the Planning Committee and Sectoral Working Group, SHG federation leaders, line department officials, community leaders, civil society organizations and other relevant agencies is essential to prepare participative, convergent, and comprehensive Panchayat Development Plan.

## 10.4 Training Module for PPC

### 10.4.1

The States/UT to develop an appropriate CB&T strategy and action plan. The National Institute of Rural Development and Panchayati Raj (NIRD&PR) may lead and develop customised Training Modules for key stakeholders in coordination with SIRDs of concerned States. Issues of Planning, Good Governance, Localization of SDGs, focus areas, and issues related to National importance should be part of these modules.

### 10.4.2

Given the focus on the Localization of SDGs, State level Master Trainers and key stakeholders must be given training through customised training modules covering the nine themes, its implication, and the integration mechanism into Panchayat Development Plan.

## 10.5 Ministry's Initiatives for CB&T

- (i) Thematic State Level Master Trainers (SLMTs) training is being imparted by NIRD&PR utilizing revised training materials/modules prepared for each theme of LSDGs.
- (ii) The State/UTs Annual Action Plans for 2025-26 have been approved with the focus on training to prepare thematic GPDP/BPDP/DPDP.

## 10.6 Expectation from States/UTs

- (i) The States/UTs to customize training modules developed for the trainings of Elected Representatives, Functionaries, and other stakeholder towards preparation of quality PDP adopting thematic approach of LSDGs.
- (ii) Ensure a cascading mode of training for wider outreach within a limited timeframe, so that the timelines for preparation of the Panchayat Development Plan (PDP) can be effectively adhered to. In this approach, Thematic State Level Master Trainers (SLMTs) are expected to further train District Level Master Trainers (DLMTs) and Block Level Master Trainers (BLMTs) in a structured cascading manner.
- (iii) Effective convergence of training material, infrastructure, IEC materials, etc. of other line departments for better planning process.
- (iv) Conduct joint training sessions of Elected Representatives, Functionaries, Line Departments, SHG federation leaders, and other stakeholders to enhance convergence in the planning process.



# A n n e x u r e s

## Annexures

## Annexure-I

## Template of Facilitators Report of Gram / Block/ District Panchayat

S. No	Field	Details	Remarks
1	Number of people present in Gram Sabha		
2	Number of Men present in Gram Sabha		
3	Number of Women present in the Gram Sabha		
4	Number of Transgender present in Gram Sabha		
5	Number of SC's present in Gram Sabha		
6	Number of ST's present in Gram Sabha		
7	Number of SHG members present in Gram Sabha		
8	Number of Male Voters present in Gram Sabha		
9	Number of Female Voters present in Gram Sabha		
10	Number of Transgender Voters present in Gram Sabha		
11	Number of Old age People present in Gram Sabha		
12	Number of Specially-abled present in Gram Sabha		
12.1	Mapping of Sankalp to Focus Areas		
13	Frontline workers present and made presentation		
13.1	Department of Panchayati Raj		
13.2	Department of Rural Development		
13.3	Department of Agriculture		
13.4	Department Health & Family Welfare		
13.5	Department of Women & Child Development		
13.6	Department of Power		
13.7	Department of Chemicals & Petrochemicals		
13.8	Department of Animal Husbandry and Dairying		
13.9	Department of Revenue		
13.10	Department of Drinking Water		
13.11	Department of New and Renewable Energy		
13.12	Department of Education		
13.13	Department of Skill Development		
13.14	Department of Social Justice		
13.15	Department of Food and Supply		
13.16	Department of Health		
13.17	Department of Finance		
13.18	Irrigation Department		
13.19	Department of Fisheries		
13.20	Department of Forest		
13.21	Department of small scale industries		
13.22	Department of Khadi/ village industries		
13.23	<State> Electricity Board		
13.24	Rural Road Development Corporation		
13.25	<State> PWD		
14.	Presentation / validation/ dissemination of the data of Panchayat Advancement Index		
15.	Presentation by SHGs on poverty related issues & poverty reduction plans		

<b>16.</b>	<b>Discussion on GPDP</b>		
16.1	Review of current year activities & fund utilised		
16.2	Discussion on resources likely to available to the Gram Panchayats		
16.3	Discussion on gaps emerged from PAI and proposed interventions		
16.4	Discussion on proposed activities		
16.5	Resolution passed & recorded in Gram Sabha on GPDP		
17.	Geotagged photograph of Gram Sabha in progress		
18.	Geotagged photograph of Public Information Board		
19.	Video of Gram Sabha in progress (optional)		
<b>Facilitators Report- District/ Block Panchayat</b>			
1.	Number of people present in District/ Block Panchayat Meeting		
2.	Frontline workers present and made presentation		
2.1	Department of Panchayati Raj		
2.2	Department of Rural Development		
2.3	Department of Agriculture		
2.4	Department Health & Family Welfare		
2.5	Department of Women & Child Development		
2.6	Department of Education		
2.7	Department of Animal Husbandry, Dairying&Fisheries		
2.8	Department of Revenue		
2.9	Department of Drinking Water		
2.10	Department of New and Renewable Energy		
2.11	Department of Skill Development		
2.12	Department of Social Justice		
2.13	Department of Food and Supply		
2.14	Irrigation Department		
2.15	Department of Forest		
2.16	Department of Power		
2.17	Department of Finance		
2.18	<State> PWD		
2.19	Department of small-scale industries		
2.20	Department of Khadi		
2.21	<State> Electricity Board		
2.22	Any other Department		
<b>3</b>	<b>Discussion on District/ Block Panchayat Development Plan</b>		
3.1	Review of current year activities & fund utilised		
3.2	Presentation & Discussion on resources likely to available to the District/ Block Panchayats		
3.3	Discussion on PAI and gaps emerged from PAI and proposed interventions		
3.4	Discussion on proposed activities		
3.5	Resolution passed & recorded in District/ Block Sabha meeting		
4	Geotagged photograph of District/ Block Sabha in progress		


**Annexure-II****Joint letter of 8 Ministries/Departments regarding PPC for preparation of GPDP**

**Sunil Kumar**  
Secretary  
Ministry of Panchayati Raj

**Rajesh Bhushan**  
Secretary  
Department of Health & Family Welfare

**Pankaj Kumar**  
Secretary  
Department of Water Resources, River  
Development and Ganga Rejuvenation

**Anita Karwal**  
Secretary  
Department of School Education &  
Literacy



सत्यमेव जयते

**Nagendra Nath Sinha**  
Secretary  
Department of Rural Development

**Vini Mahajan**  
Secretary  
Department of Drinking Water & Sanitation

**Indevar Pandey**  
Secretary  
Ministry of Women & Child Development

**Manoj Ahuja**  
Secretary  
Department of Agriculture & Farmers  
Welfare

**D. O. No. M-11015/355/2022-CB** **Dated: 30<sup>th</sup> September, 2022**

**Dear Chief Secretary,**

The People's Plan Campaign (PPC) – 'Sabki Yojana Sabka Vikas' is rolled-out annually for preparation of Panchayat Development Plans (PDPs). Inspired by the visible and satisfactory performances of earlier Campaigns and to provide sustainability to formulation of PDPs, it is proposed to launch PPC-2022 from 2nd October, 2022 to 31st January, 2023 for preparing District, Block and Gram Panchayat Development Plans for the Financial Year 2023-24.

2. As you are aware, Ministry of Panchayati Raj has evolved thematic approach aggregating 17 SDGs into 9 broad themes to Localise Sustainable Development Goals (LSDGs) at grassroots level through Panchayats adopting 'Whole of Government and Whole of Society' approach. To adopt convergent approach in localization of SDGs, Joint Advisories of respective Ministries on 9 themes were issued. Subsequently, Joint Resolution with 26 Departments /21 Ministries was signed wherein all agreed to work jointly in the 9 thematic areas embodying the spirit of inclusive development.

3. Generally, during PPC two special Gram Sabhas (GS) are held. In the first Gram Sabha environment is created for preparation of Plan and during 2nd GS, Gram Panchayat Development Plan (GPDP) is prepared. Since, frontline workers of the line Departments are the key stakeholders, their participation in both GS is of utmost importance to prepare evidence based comprehensive and inclusive GPDP. It is expected that frontline workers will disseminate features of their schemes, resources, convergence mechanisms etc. and finally facilitate in incorporating activities of their Departmental Village Action Plan into GPDP.

4. However, the analysis of the participation of frontline workers in last year planning process shows lukewarm response of the line departments. It is seen that frontline workers of only 3 line Departments were present in just 50% Gram Sabha meetings and of 5 or more line departments were present in only 3% Gram Sabha meetings. The State-wise and Department-wise status of participation in GS is annexed. Coming together of different line departments in Gram Sabha would not only augment the awareness about Central and State schemes but also help in preparation of comprehensive plan through participatory approach.

5. To adopt convergent approach in localization of SDGs, Joint Advisories on all 9 themes were issued. Subsequently, Joint Resolution with 26 Departments /21 Ministries was signed embodying the spirit of inclusive development in the 9 thematic areas. All States/UTs have actively supported the LSDGs and till date over 2.20 lakh GPs have identified themes on which they would like to assign priority in the GPDP. We believe that active participation of frontline workers of line Departments in the PPC would improve the quality of GPDP and make the entire process truly participative.

6. Hence, necessary directions to the line Departments to ensure participation of their frontline workers / officers in both the Gram Sabhas organised during PPC for preparation of GPDP may be issued. We urge that progress of PPC may be regularly monitored at High level Committees constituted at State and District levels.

With warm regards,

Yours sincerely,



**(Nagendra Nath Sinha)**  
Department of Rural Development



**(Vini Mahajan)**  
Department of Drinking Water & Sanitation



**(Indevar Pandey)**  
Ministry of Women & Child Development



**(Manoj Ahuja)**  
Department of Agriculture and Farmers Welfare



**(Rajesh Bhushan)**  
Department of Health & Family Welfare



**(Pankaj Kumar)**  
Department of Water Resources, River  
Development  
and Ganga Rejuvenation



**(Anita Karwal)**  
Department of School Education &  
Literacy



**(Sunil Kumar)**  
Ministry of Panchayati Raj

To,

**The Chief Secretaries,**  
All States/UTs

Copy to: Additional Chief Secretaries/ Principal Secretaries/Secretaries, All Related Departments, All States/UTs

**Model Presentation by frontline workers/line departments**



**Model Structure of presentation by frontline workers/ Line departments during Gram Sabha**

**Indicative discussion points for presentation by a frontline worker of department:**

1. Frontline workers of respective departments will present brief overview of schemes related to that department including eligibility criteria, entitlements and benefits accruing/ to be accrued under scheme; indicating role of Gram Panchayat and incorporation in GDPDP.

Sl. No.	Name of the Scheme	Activities permissible under Scheme	Eligibility criteria for beneficiary selection	Benefits/Entitlements under the scheme

2. Activities taken in current FY 2024-25 and progress made so far along with time lines.

Sl. No.	Name of Activity	List of Beneficiaries	Activity Wise Status Report							
			Progress Status			Timelines		Funds utilization Status		
			Activity completed	In-Progress	Not started	Planned Timelines	Actual Time Line	Funds Allocated	Funds Utilized	

3. Activities proposed to be taken in next FY 2025-26


Sl. No.	Continuation of ongoing activities	New activities to be taken up	Proposed Plan of Action

4. Copy of this information is to be handed over to the Panchayat Secretary by the frontline workers of line departments during the Gram Sabha.

**Model Schedule for Conduct of Special Gram Sabha for GPDP**

**Model Schedule for Conduct of Special Gram Sabha for GPDP**

**Sabki Yojana Sabha Vikas**



Meeting Date: .....

Meeting Place: .....

**Gram Panchayat:** ..... **LGD Code:** .....

**Block/Taluka:** ..... **District:** ..... **State:** .....

- ❖ **Agenda of the meeting:** People's Plan Campaign (GPDP)
- ❖ **Attendance of the members, Elected Representatives and officials for the meeting**
- ❖ **Format for conduct of Gram Sabha**
  - i. **Sarpanch/ Pradhan** of the Gram Panchayat will brief regarding the purpose of the meeting to the Gram Sabha.
  - ii. **Gram Panchayat Secretary** will discuss about the vision of GPDP.
  - iii. Presentation of Thematic and Composite Score Of the Gram Panchayat Based on Panchayat Development Index
  - iv. Village Organisations (VO)/ Self Help Groups to make a presentation regarding poverty related issues and poverty reduction plans before Gram Sabha.
  - v. Gram Sabha to discuss gaps as emerging from Panchayat Development Index and categorise the priorities in to three classes i.e. **Critically Important, High Priority and Desirable**  
**(By Panchayat Secretary)**
  - vi. Presentation by Frontline Workers from line departments relating to 29 subjects listed in schedule XI to be devolved to Panchayats as per the Article 243G of the Constitution.




**List of 29 Subjects as per Article 243G of the Constitution**

<ol style="list-style-type: none"> <li>1. Agriculture</li> <li>2. Land Improvement</li> <li>3. Minor Irrigation</li> <li>4. Animal Husbandry</li> <li>5. Fisheries</li> <li>6. Social Forestry</li> <li>7. Minor Forest Produce</li> <li>8. Small Scale Industries</li> <li>9. Khadi, village and cottage industries</li> <li>10. Rural Housing</li> </ol>	<ol style="list-style-type: none"> <li>11. Drinking Water</li> <li>12. Fuel and fodder</li> <li>13. Roads</li> <li>14. Rural Electrification</li> <li>15. Non-Conventional Energy</li> <li>16. Poverty Alleviation Programme.</li> <li>17. Education</li> <li>18. Vocational Education</li> <li>19. Adult and Non-Formal Education</li> <li>20. Libraries</li> </ol>	<ol style="list-style-type: none"> <li>21. Cultural Activities</li> <li>22. Markets and Fairs</li> <li>23. Health and Sanitation</li> <li>24. Family Welfare</li> <li>25. Women and Child Development</li> <li>26. Social Welfare</li> <li>27. Welfare of the Weaker Sections</li> <li>28. Public Distribution System</li> <li>29. Maintenance of Community Assets</li> </ol>
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- vii. Review of current year activities and fund utilization.
- viii. Discussion on resources likely to be available to the Gram Panchayat during the FY 2025-26 viz. FFC/ SFC/ Own Source of Revenue/ MGNREGA/ Other Centre & State schemes.
- ix. Gram Sabha may discuss the reasons for the Gaps and propose interventions
- x. Based on identified gaps, Gram Sabha to identify & prioritize the activities to be included in GPDP such as asset creation, asset maintenance, low cost/no cost (e.g. community mobilization for 100% immunization, no school dropout, ODF/ODF plus, social harmony, awareness on social issues etc).
- xi. Gram Panchayat to finalize activities to be taken up under GPDP
- xii. Only activities related to delivery of basic civic services such as water supply, sanitation including septic management, sewage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial and cremation ground etc. to be planned from FFC allocation. Other approved activities in relation to various sectors related to 29 subjects listed in the XI schedule are also to be included in GPDP.
- xiii. Gram Sabha shall pass a resolution on the prioritized list of development activities. The resolution must be read out before the Gram Sabha and should be recorded accordingly.
- xiv. Geo-tagged Photographs of Gram Sabha to be uploaded on People's Plan Campaign Portal.
- xv. Geo-tagged Photographs of Public Information Board to be uploaded on People's Plan Campaign Portal.

**Annexure-V**

**Illustrative design of Public Information Board**

Gram Panchayat: .....

LGD Code: .....

Block/Taluka: .....

District: .....

State: .....

Name of Sarpanch: .....

Names of Villages: .....

Total Population: .....

Population of Scheduled Caste: .....

Population of Scheduled Tribe: .....

Sl. No	Scheme	Activity	Funds	Year

**Critical Gaps as per Mission Antyodaya**

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## Annexure-VI

## GPDP Effectiveness Indicators with Score Sheet

S.No.	Indicator	Total Score	Score card
i.	Has the quorum for Gram Sabha meeting been completed	2	2 for yes 0 for No
ii.	Community participation in Gram Sabha meetings	5	(i) 5-10% of the total voter population of the GP- 1 mark (ii) 10-15% of the total voter population of the GP – 2 marks (iii) 15-20% of the total population- 3 marks (iv) 20-25% of the total voter of the GP- 4 marks (v) More than 25% of voter of the GP- 5 marks
iii.	Inclusion of SC/ST, women, specially abled and old age groups in planning process of GPDP	10	(i) Inclusion of SC-2 marks (ii) Inclusion of ST-2 marks (iii) Inclusion of representative from Women group-2 marks (iv) Inclusion of representative from specially abled group-2 marks (v) Inclusion of representative from old age group-2 marks
iv.	Bal Sabha and Mahila Sabha held prior to the Gram Sabha	5	2.5 marks for each Bal Sabha and Mahila Sabha to be held before gram Sabha
v.	Percentage of overall resources/funds allocated in Sankalp theme/s	5	(i) 50% and above -5 marks (ii) 49-40%- 4 marks (iii) 39-30%-3 marks (iv) 30-26%-2 marks (v) 25%-1 marks
vi.	Whether the Sankalp taken as per the gap identified under PAI	5	Yes-5 marks No-0 marks (Marks to be given only if Sankalp is being taken as per the bottom three gap identified under PAI.)

vii.	Percentage of activities in GDPD from Sankalp theme	5	(i) 50% and above -5 marks (ii) 49-35%-4 marks (iii) 34-25%-3 marks (iv) 24-10%-2 marks (v) >10%-1 mark
viii.	Panchayat profile updated	5	Yes-5 marks No-0 marks
ix.	OSR as percentage of Central Finance Commission Grants	10	(i) If OSR is 10% or more of total revenue- 10 marks (ii) If OSR is 8-10% or more of total revenue- 8 marks (iii) If OSR is 6-8% or more of total revenue- 6 marks (iv) If OSR is 4-6% or more of total revenue- 4 marks (v) If OSR is less than 4%-2 marks
x.	Sectoral balance in planned activities (health, education, infrastructure, social justice, water & Sanitation)	10	2 marks for each sector. Maximum up to 10 marks
xi.	Flagship schemes covered under GDPD	10	2 marks for each Centre/State scheme. Maximum up to 10 marks.
xii.	Inclusion of available resources from other departmental Schemes	10	Whether taken up: [No (0 marks);Yes (5 marks)] If taken up, whether completed [No (0 marks);Yes (5 marks)]
xiii.	Planning / inclusion of activities to enhance Mobilization of own source revenue (OSR) in future	3	Yes-3 marks No-0 marks
xiv.	Number of activities proposed in GDPD from convergence of funds from different sources	10	2 marks for each activity of central/state flagship scheme. Maximum up to 10 marks.
xv.	Number of no cost activities included in GDPD	5	(i) More than or equal to 10 activities- 5 marks (ii) 8 activities-4 marks (iii) 6 activities-3 marks (iv) 4 activities- 2 marks (v) 2 activities- 1 mark
<b>Total</b>		<b>100</b>	

