



भारत सरकार
पंचायती राज मंत्रालय
Ministry of Panchayati Raj
Government of India



People's Plan Campaign 2026-27

Sabki Yojana, Sabka Vikas

Preparation of
Panchayat Development Plan
(PDP) 2027-28



सशक्त पंचायत सतत् विकास

Sashakt Panchayat, Satat Vikas



People's Plan Campaign 2026 - 27

सबकी योजना सबका विकास

Preparation of Panchayat Development Plan (PDP) 2027-28

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**Ministry of Panchayati Raj
GOVERNMENT OF INDIA**





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Chapter 1

People's Plan Campaign

1.1 Background

Article 243G of the Constitution of India recognizes Panchayats as institutions of Local Self-Government and mandates them to prepare plans for Economic Development and Social Justice. The Ministry of Panchayati Raj aims to strengthen Gram Panchayats as hubs of local governance and holistic planning by promoting convergence of Central and State Government schemes and optimal utilisation of available resources, including Central Finance Commission grants. It seeks to facilitate consolidation of information on community assets and individual beneficiaries to support evidence-based planning. The Ministry also emphasises awareness of Government initiatives, inter-departmental coordination and capacity building, supported by digital platforms such as e-GramSwaraj, towards the vision of Viksit Bharat @ 2047.

As grassroots institutions of governance, Panchayats play a critical role in delivering basic services to citizens and addressing the vulnerabilities of the poor and marginalized sections of society. Gram Sabhas will play a central role in ensuring participatory decision-making and monitoring. Their role is particularly significant in achieving the vision of Viksit Bharat@2047, as the development of rural India is integral to the country's overall progress. This responsibility can be effectively fulfilled through the preparation and implementation of well-conceived, participatory, inclusive and convergent Panchayat Development Plans that optimally utilize available resources and respond to local needs and priorities.

The People's Plan Campaign (PPC) – “Sabki Yojana, Sabka Vikas” provides an important framework for translating national development priorities into actionable plans at the grassroots level. It facilitates the convergence of schemes and programmes of various Central Ministries, State Departments and line departments, enabling coordinated efforts towards addressing the development needs of rural communities. The Panchayat Development Plan (PDP) is, therefore, not merely a statement of works proposed by the Panchayat but a comprehensive instrument for integrating local priorities, departmental interventions and available resources into a common development framework.

The planning process is envisaged to be evidence-based, comprehensive and participatory, ensuring convergence with schemes and programmes 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 the SDGs at the grassroots level. The nine themes identified for the localization of SDGs provide a framework for addressing interconnected development priorities, while the Panchayat Advancement Index (PAI) helps Panchayats assess their developmental status and identify areas requiring focused interventions. Digital platforms such as eGramSwaraj further facilitate the preparation,

documentation and monitoring of Panchayat Development Plans, thereby strengthening transparency and accountability in the planning process.

Strengthening decentralized planning mechanisms is essential to translate SDG targets into tangible outcomes at the Gram Panchayat level. This requires active participation of Gram Sabhas, effective engagement of community institutions and convergence among Panchayats, line departments and other stakeholders at the Gram Panchayat, Block and District levels. It also calls for the optimal utilization of available financial and human resources, along with the effective implementation and maintenance of community assets. Through a systematic and inclusive planning process, the People's Plan Campaign seeks to strengthen local self-governance and ensure that development interventions are responsive to the needs and aspirations of rural communities, including those in areas governed by traditional institutions outside Part IX of the Constitution.

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.

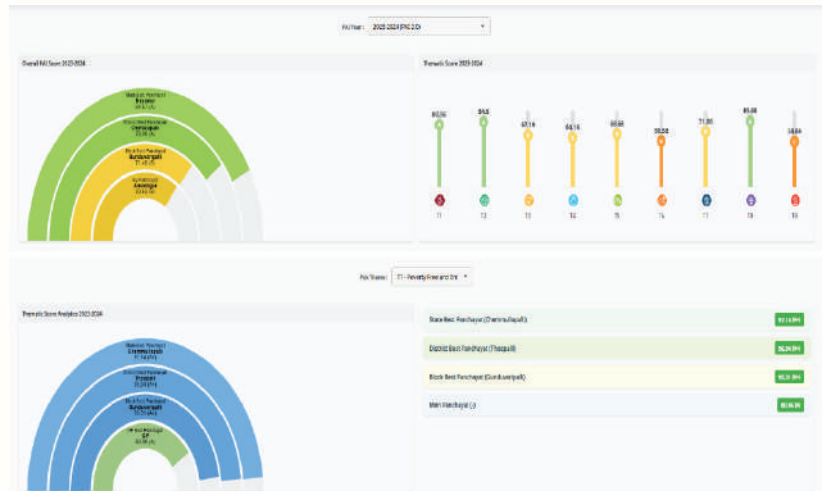


Each Gram Panchayat is assessed on standardized measurable indicators mapped to the nine LSDG themes, generating theme-wise and composite scores and grade the Panchayats into performance categories:

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.

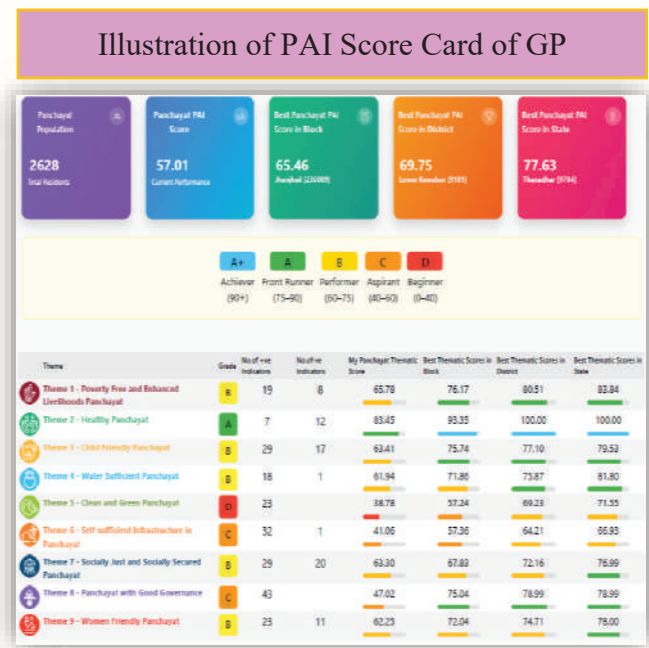
Gram Panchayats/ Equivalent to GPs schedule Gram Sabha in the Panchayat Nirnay Application (<https://panchayatnirnay.gov.in>), wherein the Draft GPDP to be placed for approval by the voters of the GP. The Portal has also embedded the feature of showing the PAI Scores (composite & thematic) of each gram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

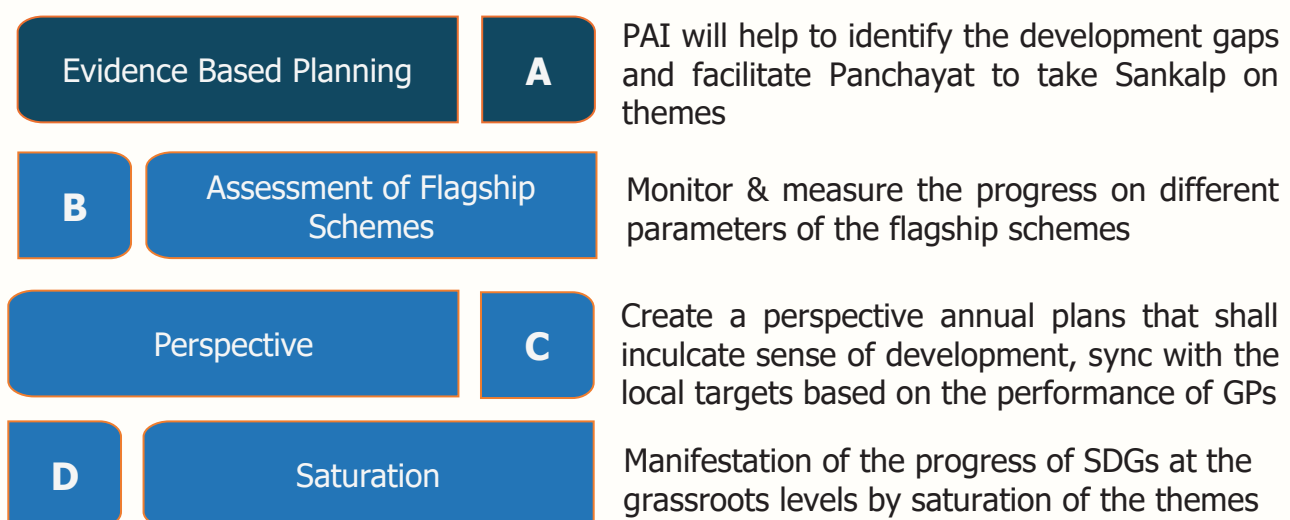
Theme-wise activities under GPDP are mapped with local indicators of themes for enhancing understanding of Gram Panchayats in formulating evidence-based plan based on scores of indicators & areas to be intervened for accelerating improvement in various sectors.

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 "SabkiYojanaSabkaVikas" 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) 2026–27 has been rolled out from 2nd October 2026. During the campaign period, structured Ward Sabhas, MahilaSabhas, 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 2027–28.

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. **Resource consolidation:** Consolidation of all available resources at the Gram Panchayat level, including Central Finance Commission (CFC) and State Finance Commission (SFC) grants, Own Source Revenue (OSR), and funds available with Gram Panchayats under various Central and State Government schemes. Mapping of available resources against identified development needs and prioritised activities to ensure convergence, avoid duplication and maximise the impact of available funds.
- viii. **Transparency Measures:** Display of Public Information Boards (PIBs) in every Gram Panchayat for proactive disclosure of fund utilization under various schemes.
- ix. **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.
- x. **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.
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) 2026-27

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.	4 th Week of September, 2026
2.	Letters to the Central Line Ministries to issue necessary directions to their counterparts in States/UTs for their effective participation and convergence.	4 th Week of September, 2025
3.	Activation of all monitoring platforms like GPDP portal etc.	30 th September 2026

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 2026-27	30 th September 2026
3.	Appointment of Nodal officers (State/District/Block level)	4 th week of September 2026
4.	Appointment of facilitators for every Gram Panchayat	4 th week of September 2026
5.	Scheduling of Gram Sabha meetings	1 st October 2026
7.	Uploading Gram Sabha wise Calendar on PPC portal	1 st October 2026

S.N.	Activities	Timeline
8.	Display of Public Information Board in every Gram Panchayat	1 st October 2026
9.	Conducting of Special Gram Sabha	2nd October 2026
10.	Uploading of geo-tagged visuals of Gram Sabha (GS) meetings	1st week of October, 2026 for 1st GS
11.	Training workshops at State & District levels	30 th October 2026
12.	Block level workshops of line departments for data/information sharing in respect of major flagship schemes of Central & State Governments	1 st Week of November 2026
13.	Conducting Gram Sabha for finalisation and approval of GPDP	November-January 2026
14.	Uploading of Gram Panchayat Development Plan (GPDP) 2026-27	31 st January 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 e-GramSwaraj 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 *BalSabha* and *MahilaSabha* 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.gpdp.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 (*SabkiYojanaSabkaVikas*), 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 BalSabha&MahilaSabha) 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).
- **Resource Consolidation:** Consolidation of all available resources at the Gram Panchayat level, including Central Finance Commission (CFC) and State Finance Commission (SFC) grants, Own Source Revenue (OSR), and funds available with Gram Panchayats under various Central and State Government schemes.
- **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.

Chapter 2

**The Sixteenth
Finance Commission:
An unprecedented Opening**

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) 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 (including urban and rural) 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-10th to FC-16th

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)	Release Rate (RLBs %)
FC-10	4,381	3,576	81.6%
FC-11	8,000	6,602	82.5%
FC-12	20,000	18,927	94.6%
FC-13	64,408	58,257	90.5%
FC-14	2,00,292	1,79,491	89.6%
FC-15	2,36,805	1,75,182*	74.0%*
FC-16	4,35,236	—	Award period begins 2026-27

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)

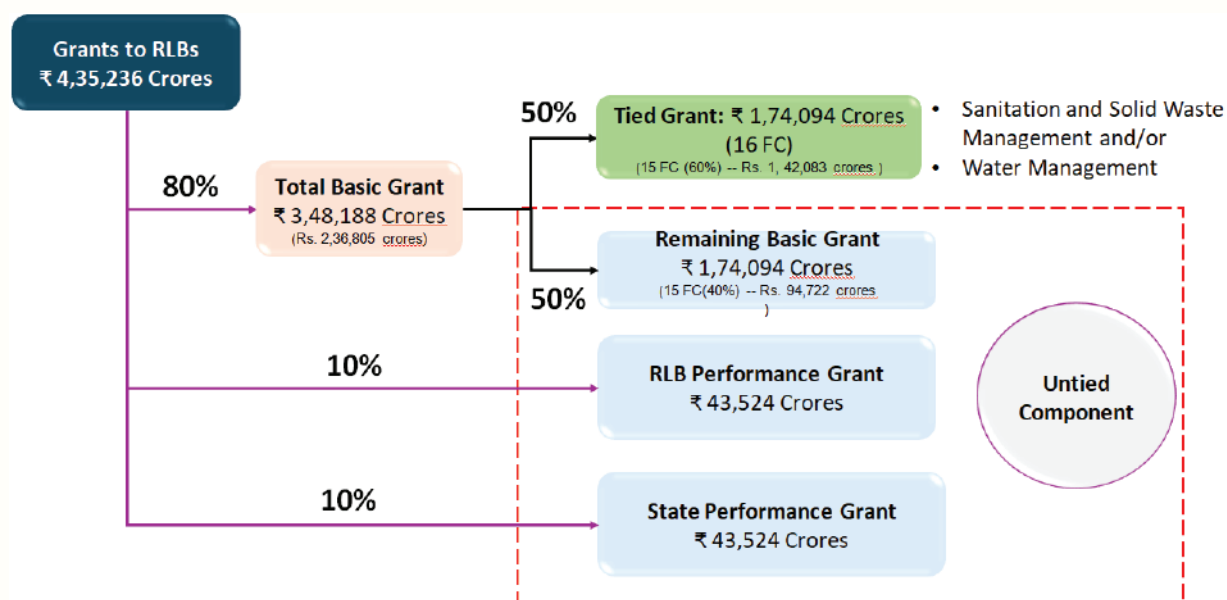
Component	₹ Crore					Total
	2026-27	2027-28	2028-29	2029-30	2030-31	
TOTAL RLB GRANT	55,909	71,300	92,166	1,02,303	1,13,558	4,35,236
Basic Component (80%)	55,909	62,059	68,885	76,462	84,873	3,48,188
RLB Performance Grant	—	—	13,023	14,455	16,046	43,524
State Performance Grant	—	9,241	10,258	11,386	12,639	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. In cases where only a fraction of the RLBs meet this condition, the grant will be disbursed to the State in proportion to the local bodies that meet this condition.

- (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 i.e. 2028-29
- (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 i.e. 2028-29

(iii) **District Panchayats** must also meet the same OSR growth condition in year T-1 to qualify for the performance grant in year T. This condition will apply from the third year onwards i.e. 2028-29

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

 Entry-Level Conditions	 Local Body Performance Grant Conditions
<div data-bbox="328 815 384 871"></div> Duly constituted Rural Local Bodies (Para 10.92) <div data-bbox="328 913 384 969"></div> Provisional accounts for previous year publicly available (T-1) (Para 10.93) <div data-bbox="328 1012 384 1068"></div> Audited accounts for year before previous publicly available (T-2) (Para 10.93) <div data-bbox="328 1111 384 1167"></div> Formation of State Finance Commission (SFC) – ATR to be laid within 6 months of submission of SFC Report (Para 10.94)	Gram Panchayats to show increase in OSR in year T. Minimum of (subject to min ₹ 1200/HH/annum): <ul style="list-style-type: none"> •2.5% per annual compounded growth over OSR of 2025-26, or •1.025 times OSR of T-2, whichever is lower Applicable from 3 rd year (Para 10.97) Block Panchayats <ul style="list-style-type: none"> •75% of GPs meet OSR condition. Applicable from 3rd year (Para 10.98) District Panchayats 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)
State Performance Grant Component (Para 10.100)	
Release of State performance component contingent on State transferring from its own resources $\geq$ 20% of Basic FC grants recommended for given year. Applicable from 2 nd year onwards	

2.5 Measures for Performance Grants and OSR reporting

States shall enact or amend their Own Source of Revenue (OSR) Rules, as necessary, to empower Rural Local Bodies (RLBs) to generate OSR and ensure the onboarding of all RLBs on the SAMARTH Panchayat Portal by FY 2026–27, including system integration, user provisioning and capacity building. RLBs shall upload their Annual Revenue Plans annually, and OSR collection data shall be automatically reflected on the Portal through direct onboarding or integration with existing State/local systems from FY 2027–28 onwards. States shall ensure timely and comprehensive uploading of OSR data from FY 2025–26 onwards to facilitate the assessment of OSR performance for Performance Grants, with the Portal enabling granular capture of tax-wise and non-tax-wise revenues and household-level coverage. Further, States shall amend their Panchayati Raj Acts/Rules and other relevant laws, as necessary, to institutionalise the sharing of taxes, duties, tolls, fees, royalties and other relevant revenues with Panchayats, in accordance with the recommendations of the Sixteenth Finance Commission, thereby promoting equitable revenue distribution across all tiers of Panchayats and facilitating State eligibility for State Performance Grants.

2.6 Tied and Untied Components of FC-16 GrantsX

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)	TIED	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)	UNTIED	Gram Panchayat may use for locally identified needs (resolution by Gram Sabha required)
Entire Performance Grant (20% of total, if conditions met)	UNTIED	Gram Panchayat may use for locally identified needs (resolution by Gram Sabha required)
TOTAL UNTIED (if performance met)	60% of total grant	Maximum flexibility for addressing local development priorities

An advisory on the utilisation of Basic Untied Grants for items of works/activities under Sixteenth Finance Commission (FC 16) for Rural Local Bodies has been also sent to all the States dated 2nd September 2026 (**Annexure IV**).

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.

2.7 Unspent balance of previous Finance Commissions

The State Government shall certify, while forwarding the proposal for release of the first instalment of RLB Grants for FY 2026–27, that no unspent balances of the 14th Finance Commission or earlier Finance Commissions remain with RLBs, and that any such balances are utilised in accordance with the applicable guidelines. Further, from FY 2028–29 (third year of the 16th Finance Commission award period), grants shall not be recommended for RLBs having unspent 15th Finance Commission balances exceeding 10% of the instalment under consideration. From the fourth year of the award period, grants shall be recommended only for RLBs having no unspent balances of the 15th Finance Commission.

Accordingly, all PRIs must prioritise the utilisation of unspent balances of previous Finance Commission grants in accordance with the applicable guidelines, to avoid parking of funds and ensure timely utilisation before becoming ineligible for subsequent grant releases.

The provisions of the Operational Guidelines for “Rural Local Body Grants” recommended by the Sixteenth Finance Commission for the award period 2026–27 to 2030–31, issued by the Department of Expenditure, Ministry of Finance, vide letter dated 21 May 2026, may be referred

Chapter 3

From Aspiration to Action: Preparing the Gram Panchayat Development Plan

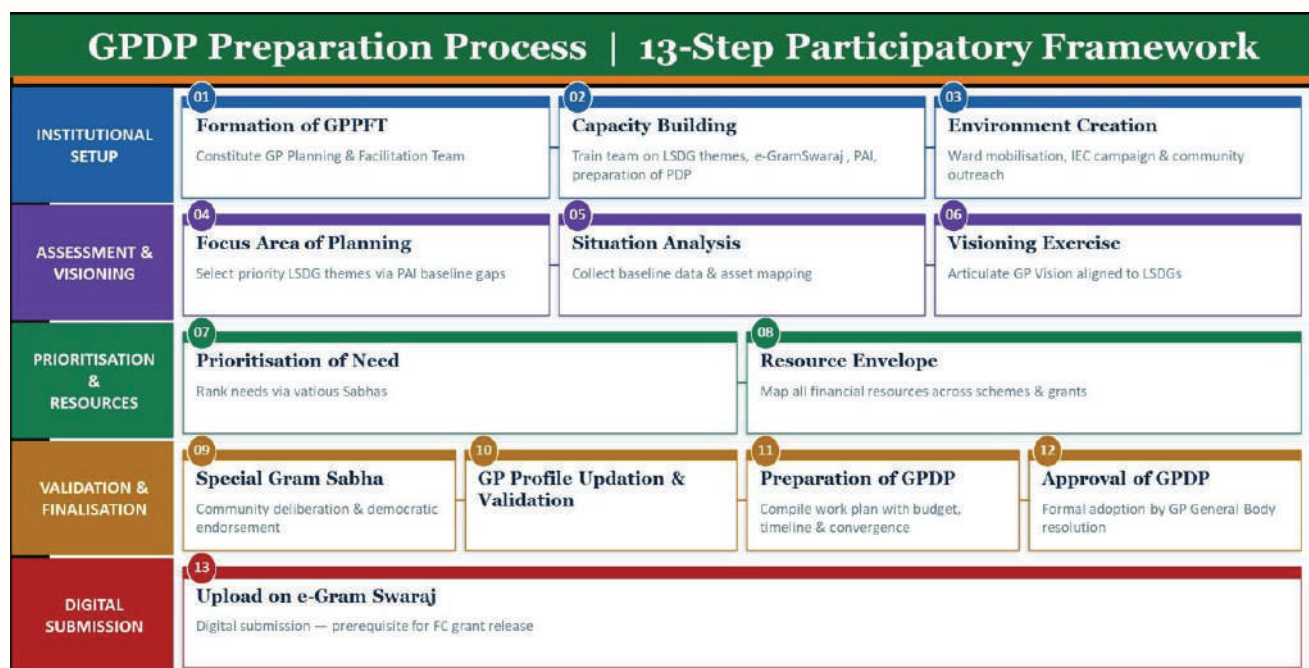
3.1 Development Plan of the Gram Panchayat

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 Facilitation Team (GPPFT)

GPDP preparation is an important process that needs continuous efforts and active people's participation. Hence GPPFT, a multidisciplinary committee, is to be created with pool of dedicated human resource who can voluntarily devote their services and remain involved at every stage of GPDP to assist the Gram Panchayat in preparing, implementing, and monitoring the Gram Panchayat Development Plan (GPDP) starting from environment creation for plan preparation to the approval of the plan at the Gram Sabha and implementation of activities. The team consists of a chairman, elected representatives, Panchayat Staffs, frontline workers of sectoral/line departments at GP level and members from community/civil society to ensure broad representation.

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



The nine thematic areas provide the framework for preparing the GPDP. In addition to addressing these themes, the planning process should also consider the economic development of households and the village, along with the financial sustainability of the Gram Panchayat. Accordingly, the GPDP may be viewed through two complementary dimensions:

- **Thematic Dimension:** The plan should address the nine LSDG themes, with activities appropriately mapped on the eGramSwaraj portal. The Panchayat Advancement Index (PAI) may be used to identify development gaps and prioritise interventions, while the quality of the plan may be assessed against the prescribed Quality GPDP Score.
- **Economic Dimension:** The plan should also promote livelihood opportunities, enhance household incomes and strengthen the village economy, while improving the Gram Panchayat's Own Source Revenue (OSR) and the sustainability of community assets.

The following aspects may be considered while assessing this dimension:

- **Household Economy:** Identify opportunities to diversify livelihoods and enable households to access multiple sources of income, with particular attention to vulnerable households.
- **Village and Block Economy:** Identify the key economic activities and livelihood potential of the Block and align Panchayat-level interventions, wherever feasible, with relevant value chains. These may include production, aggregation, primary processing, storage, market access and the development of producer groups or organisations.
- **Gram Panchayat as an Economic Institution:** Identify opportunities to enhance OSR, generate income from Panchayat assets wherever feasible, and ensure the effective operation and maintenance of existing infrastructure and community assets.
- **Priority to Vulnerable Households:** Give due priority to the needs of the poorest and most vulnerable households, including Particularly Vulnerable Tribal Groups (PVTGs), single women, persons with disabilities and elderly persons, while identifying appropriate livelihood, entitlement and social security interventions.

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

The Gram Sabha shall undertake a visioning exercise based on the findings of the Development Status Report (DSR) to articulate a shared vision for the future development of the Gram Panchayat. The exercise shall facilitate collective reflection on the Panchayat's development aspirations, review the progress of the previous year's GPDP and identify priority areas based on the Panchayat Advancement Index (PAI) across the nine thematic areas of Localisation of Sustainable Development Goals (LSDGs). Inputs from the Mahila Sabha, Bal Sabha and Ward Sabha may also be considered to ensure that the aspirations and needs of different sections of the community are reflected in the vision. The exercise shall help establish clear development priorities and milestones to guide the preparation of the GPDP.

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 2027-28 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 shall be organised to discuss the progress of the GPDP for the ongoing year, the developmental status of the Gram Panchayat based on the Panchayat Advancement Index (PAI), and the development needs and priorities for the ensuing financial year. Facilitators shall ensure effective community mobilisation and

participation, particularly of vulnerable sections, including Scheduled Castes (SCs), Scheduled Tribes (STs), women, persons with disabilities and elderly persons. Inputs from the Mahila Sabha, Bal Sabha and Ward Sabha may also be considered in the deliberations.

Frontline workers of the concerned line departments shall present the activities undertaken and funds utilised during the current year, along with the activities proposed, funds allocated and beneficiaries to be covered in the next financial year. A statement containing these details shall be submitted to the Gram Panchayat to facilitate the preparation of a comprehensive and convergent plan. The Village Prosperity and Resilience Plan (VPRP) prepared by Self-Help Groups (SHGs) shall also be discussed in the Gram Sabha, keeping in view the identified needs and available resources. Based on the deliberations and consensus, feasible VPRP demands relating to entitlements, livelihoods, community infrastructure and social development may be incorporated into the GPDP.

Minutes of Meeting:

All Gram Sabha meeting minutes can be generated via

SabhaSaarPortal(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

The draft GPDP shall be prepared by consolidating the identified household-level and community-level needs, departmental proposals and other development priorities emerging from the planning process. The proposed activities shall be mapped to the relevant themes and schemes, along with their estimated costs, potential funding sources and timelines for

implementation. Activities may also be identified for improving access to individual entitlements, strengthening livelihoods, addressing social development concerns and improving basic services at the community level.

The draft plan shall be reviewed to ensure alignment with the identified development priorities and the nine thematic areas of Localisation of Sustainable Development Goals (LSDGs). Activities shall be mapped to the relevant PAI indicators, wherever applicable, to facilitate targeted interventions. The availability of resources, scope for convergence among schemes and departments, and opportunities for mobilising Own Source Revenue (OSR) shall also be considered. The Gram Panchayat shall assess the draft plan for completeness, feasibility and alignment with local priorities before placing it before the Gram Sabha for approval.

3.3.10 Finalization of GPDP

The draft GPDP, incorporating the identified activities, estimated costs, funding sources and implementation timelines, shall be placed before the Gram Sabha for discussion and approval in the presence of elected representatives, the Panchayat Secretary, community members and officials of the concerned line departments. The deliberations shall ensure that the proposed activities reflect the development priorities of the community and that convergence with departmental schemes and programmes is appropriately considered.

The demands emerging from the VPRP and the inputs received from the Mahila Sabha, Bal Sabha and Ward Sabha shall also be duly considered. The approved GPDP shall serve as the consolidated framework for implementing development interventions at the Gram Panchayat level. The minutes of the Gram Sabha meeting shall be generated through the SabhaSaar portal, and the proceedings and resolution shall be recorded through the prescribed digital platforms, including the Panchayat Nirnay application and Meeting Online portal, as applicable.

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 e-GramSwaraj (e-GS) application along with the complete profile of the Gram Panchayat. The planning module of the e-GramSwaraj 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-VI.*

Block-Level Workshop for GPDP Preparation

Preparation of a comprehensive and realistic Gram Panchayat Development Plan (GPDP) requires timely access to information on ongoing schemes, departmental interventions, available resources and development needs at the Gram Panchayat level. However, the absence of coordinated information-sharing among line departments and Gram Panchayats may affect the identification of development gaps, convergence of schemes and optimal utilization of available resources. To address this, **a Block-level visioning and resource mapping workshop** may be held as an initial step in the GPDP preparation process to facilitate interdepartmental coordination and ensure that Gram Panchayats have the requisite information for evidence-based and convergent planning.

The workshop shall involve elected representatives and functionaries of Gram Panchayats, along with officers of the concerned line departments. The departments shall share information on ongoing and proposed activities, flagship schemes, funds allocated, beneficiaries covered, infrastructure created and other development interventions relevant to the Gram Panchayats. This information shall enable Panchayats to assess local development needs, identify gaps and incorporate relevant departmental schemes and activities into their Panchayat Development Plans. The approach outlined in the Ministry's D.O. letter dated 27 March 2023 may be referred to for organising such workshops. (**Annexure-VII**)

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)(detail of which can be found in para 6.5). 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:

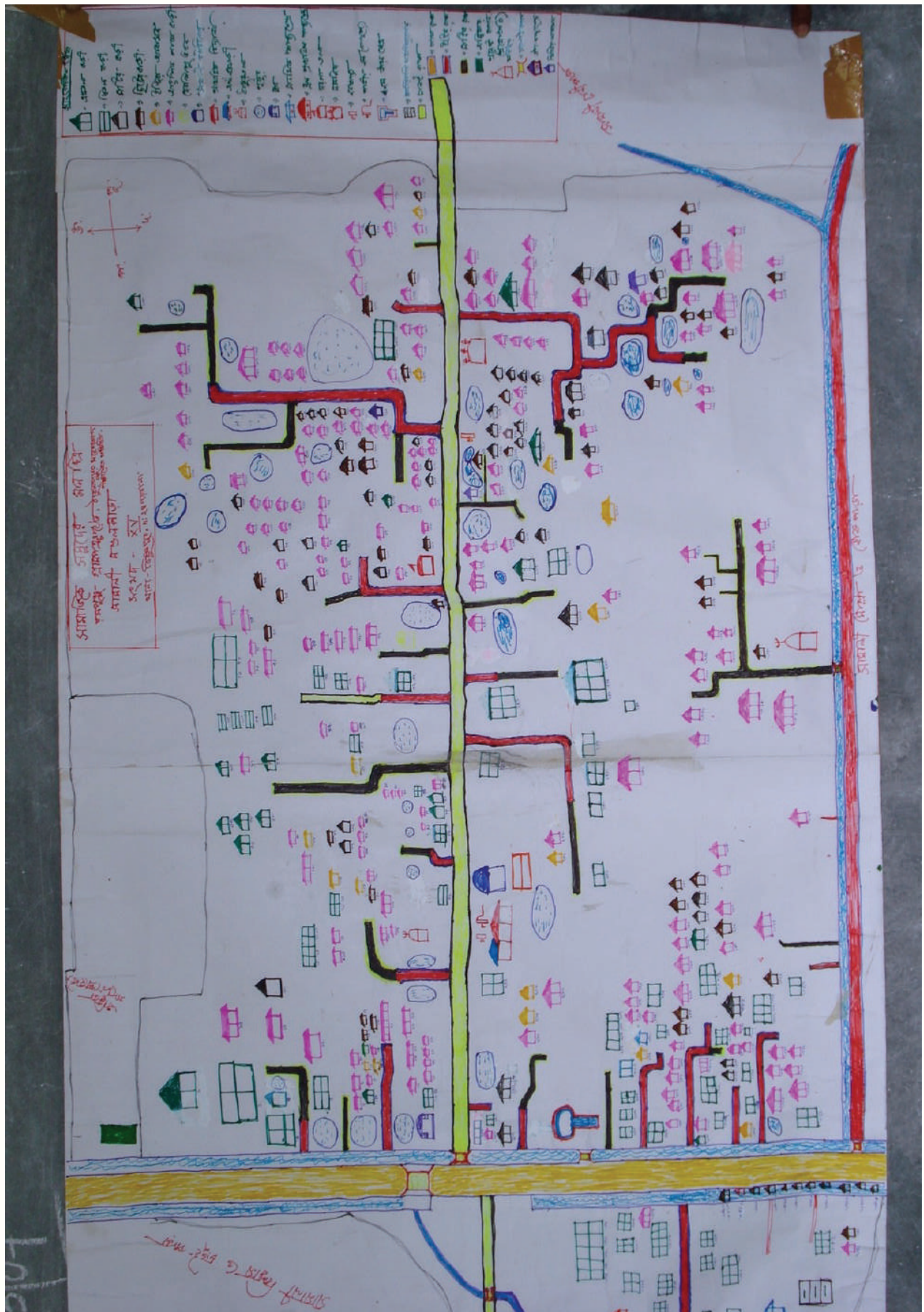
<ul style="list-style-type: none"> • Chairperson: Gram Pradhan / Sarpanch / Mukhiya • Secretary: Panchayat Secretary 	Members: <ul style="list-style-type: none"> • All Ward Members / Panch • Representatives of Village Organizations (SRLM) • Invitees: Panchayat-level departmental staff • Additional Members: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



Chapter 4

Carrying the Plan Upward: Block and District Panchayat Development Plans

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 grants amounting to ₹4,35,236 crore for Rural Local Bodies (RLBs) for the award period 2026–27 to 2030–31. The grants comprise two components: Basic Grants (80%) and Performance Grants (20%), with the performance component being introduced from the second year for State and from the third year of the award period (2028–29) for RLBs. The grants are to be distributed across the three tiers of Panchayati Raj Institutions in accordance with the latest accepted recommendations of the respective State Finance Commissions (SFCs) or, in their absence, the prescribed norms of 80% for Gram Panchayats, 10% for Block Panchayats and 10% for District Panchayats in a three-tier system. The release of Basic Grants is subject to prescribed eligibility conditions, including the availability of provisional and audited accounts and compliance with the constitutional provisions relating to the constitution of State Finance Commissions. Performance Grants are linked to improvements in Own Source Revenue (OSR), while the State Performance Grant component is contingent upon the State transferring grants to local bodies from its own resources in accordance with the prescribed conditions.

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)

The BPDP shall be prepared through a participatory, inclusive, transparent and evidence-based bottom-up planning process. It shall complement the Gram Panchayat Development Plans (GPDPs) and address development needs that require coordinated interventions across multiple Gram Panchayats or are best undertaken at the Intermediate/Block Panchayat level. The BPDP shall contribute to the vision of Viksit Bharat @2047 by promoting inclusive and sustainable development, strengthening decentralised governance, improving access to basic services and enhancing the quality of life of rural citizens.

Development priorities shall be identified by consolidating the needs and gaps emerging from GPDPs, Panchayat Advancement Index (PAI) findings, relevant administrative data, local consultations and inputs from line departments. The BPDP shall promote convergence of Central and State Government schemes, available financial resources and departmental activities, while contributing to national and State development priorities, including the Sustainable Development Goals (SDGs).

The BPDP shall focus on projects that have an inter-GP or block-level impact, require technical expertise or institutional capacity beyond that available with individual Gram Panchayats, or can achieve better outcomes through coordinated implementation. Relevant activities of line departments operating at the block level shall be integrated into the plan, although their implementation may remain with the respective departments. The planning process shall broadly follow the steps below, subject to the applicable State Panchayati Raj Act, Rules and State-specific guidelines:

(i) Identification and prioritisation of projects: The Intermediate/Block Panchayat shall identify and prioritise need-based projects, particularly those requiring coordination across multiple Gram Panchayats, technical expertise or economies of scale. Priorities shall be informed by PAI findings, local needs, available resources and relevant national and State priorities, with due emphasis on inclusive growth and sustainable development.

(ii) Constitution and consultation of Block Sabha: The BPDP shall be deliberated upon through a Block Sabha or an equivalent consultative mechanism, as provided under the applicable State framework, to ensure that local aspirations, community priorities and development needs inform block-level planning.

(iii) Resource mapping and convergence: The plan shall map available funds, departmental schemes, Finance Commission grants and other permissible resources. Activities

shall be aligned with relevant schemes and departmental plans to avoid duplication, optimise resource utilisation and maximise development outcomes in furtherance of the vision of Viksit Bharat.

(iv) Approval and financial sanction: The BPDP shall be approved by the competent authority in accordance with the applicable State Panchayati Raj Act, Rules and guidelines. Expenditure and financial sanctions shall be subject to the powers delegated by the State Government, applicable financial rules and the conditions governing the relevant funds.

(v) Digital upload, implementation and monitoring: The approved BPDP shall be uploaded on eGramSwaraj or the prescribed portal, as applicable. Progress shall be monitored through periodic reviews, financial and physical progress reporting, departmental coordination and outcome-based assessment, ensuring that planned interventions translate into tangible improvements in rural development and service delivery.

Through this approach, the BPDP shall serve as an important link between Gram Panchayat-level priorities and broader block-level development needs, contributing to the national vision of Viksit Bharat @2047 through empowered Panchayats, coordinated planning, efficient resource utilisation and improved last-mile delivery of public services.

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 PAI 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 the month of October, 2026
2.	Sector/Theme wise data analysis based on PAI	By December, 2026
3.	Sector wise prioritization & fund allocation	By January , 2027
4.	Sector/theme wise Draft Plan & Budget preparation and placement of the same in the meetings of Intermediate Panchayat Planning Committee/ Standing Committee	By January, 2027
5.	Placement of Draft Plan & Budget of Intermediate Panchayat in a Special Block Sabha for consideration	By February, 2027
6.	Placement of Draft Plan & Budget of Intermediate Panchayat in the Block Sabha Meeting for approval	By February, 2027
7.	Uploading Plan on eGS Portal	By 28 th February, 2027

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)

The DPDP shall reflect the needs, aspirations and development priorities of the people, with due consideration to available resources and the provision of basic services. It shall be prepared through a participatory, inclusive, transparent and evidence-based planning process, following a modified bottom-up approach. The DPDP shall contribute to the vision of **Viksit Bharat @2047** by strengthening decentralised governance, promoting inclusive and sustainable

development, and improving the quality of life of citizens through effective planning and delivery of public services.

The DPDP shall be need-based and complementary to the Gram Panchayat Development Plans (GPDPs) and Block Panchayat Development Plans (BPDPs). It shall address development needs requiring district-level planning, coordination or intervention and contribute to national and State development priorities, including the Sustainable Development Goals (SDGs). Relevant plans and activities of line departments operating at the district level shall be integrated into the DPDP to promote convergence and coordinated implementation, while the respective departments may continue to implement the activities assigned to them.

The planning process shall broadly follow the principles adopted for GPDPs and BPDPs, subject to the applicable State Panchayati Raj Act, Rules and guidelines, as outlined below:

(i) Identification and prioritisation of projects: The District Panchayat shall consider projects and activities extending across multiple Gram Panchayat areas that cannot be adequately accommodated within a BPDP. It shall also consider projects spanning multiple blocks that require district-level coordination, technical expertise or resources beyond the capacity of individual Block Panchayats.

(ii) Application of the principle of subsidiarity: The DPDP shall include activities that are appropriately undertaken at the district level, in accordance with the principle of subsidiarity, whereby functions are assigned to the lowest level of government capable of performing them effectively. This approach shall promote efficient resource utilisation, responsive governance and balanced development across the district.

(iii) Deliberation and approval through District Sabha: The DPDP shall be deliberated upon through a District Sabha or an equivalent consultative mechanism, as provided under the applicable State framework. Its composition may include all District Panchayat members, Presidents and Vice-Presidents of Block Panchayats, and Presidents/Sarpanches of Gram Panchayats from the district, in accordance with State rules and guidelines.

The DPDP shall provide a coordinated framework for district-level development interventions, convergence of schemes and resources, and effective monitoring of physical and financial progress. By aligning local aspirations with district-level priorities and national development commitments, it shall help advance the vision of **Viksit Bharat @2047 through empowered Panchayati Raj Institutions, inclusive growth, sustainable development and improved last-mile service delivery.**



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 PAI 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 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 the month of October, 2026
2.	Sector/Theme wise data analysis based on PAI	By December, 2026
3.	Sector wise prioritization & fund allocation	By January , 2027
4.	Sector/theme wise Draft Plan & Budget preparation and placement of the same in the meetings of District Panchayat Planning Committee/Standing Committee	By January, 2027
5.	Placement of Draft Plan & Budget of District Panchayat in a Special District Sabha for consideration	By February, 2027
6.	Placement of Draft Plan & Budget of District Panchayat in the District Sabha Meeting for approval	By February, 2027
7.	Uploading Plan on eGS Portal	By 31 st March, 2027

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.

Chapter 5

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

5.1 Background

PESA provides a structure of self-governance for tribal communities in Scheduled Areas by providing a central role to Gram Sabha in 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 resettling 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, development plans are to be prepared at the village level in Fifth Schedule Areas. Therefore, a village-level plan is to be prepared first before the 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 the plan is approved by each of the Gram Sabhas, these plans would get consolidated at the Gram Panchayat level to form its GPDP.

Further, while preparing their plans, Gram Sabhas can now also plan for 42 activities pertaining to powers given to them by the PESA Act. These activities are categorized under 9 major subjects:

- 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 para 5.3.*

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 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.

Inclusion of PESA activities in GPDP will empower tribal communities by giving them greater control over the development journey while empowering them to actively participate in decision-making and ensuring that development priorities identified by them are accurately reflected in their plans.



5.3 Mandatory PESA activity for preparing Gram Panchayat Development Plan

It is pertinent to note that it has been made mandatory for a PESA Gram Sabha to take at least one activity related to PESA while preparing their plan. They may take low-cost or no-cost activities, but it is mandatory for them to plan for at least one activity related to PESA while preparing their village-level plan and subsequently their GPDP. Gram Sabha in PESA areas may also consider taking more than one activity on PESA.

****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 boards 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 overexploitation of minor forest produce [Minor Forest Produce]
17. Collection/ Processing / Transportation / Marketing of MFP [Minor Forest Produce]
18. Skill training / Capacity Building for collection/processing/transportation/marketing of 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 center 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 markets [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]

5.4 FRA related activities for preparing Gram Panchayat Development Plan (GPDP)

A separate FRA theme has been added in the e-GramSwaraj Portal under which Panchayats and Gram Sabhas may undertake 38 activities related to FRA for implementation of their CFRMP.

For these activities to be visible during data entry on the eGramSwaraj Portal, Panchayats will have to go to their Profile Management section and under the General Profile tab go to the Forest Area Panchayat Configuration and select Yes in response to the question regarding, "Whether this Panchayat Covers any Forest Area?"

They may then discuss the list of 38 FRA activities listed below in each of the Gram Sabha within the Panchayats and allocate adequate financial resources to the activities approved through finance commission grants, own source of revenue or convergence of central or state government schemes with the line departments.

List of FRA related activities which can be taken up by Gram Sabha while making their GPDP

1. Demarcation of CFR Boundary
2. Development of pond/waterbodies in forest
3. Grazing land development (Grass planting, pasture area protection) (in existing grazing land)
4. Soil and water conservation works (gully plugs, check dams, stop dams)
5. Minor Forest Produce-Collection, storage, processing and Marketing centre (Outside the forest area)
6. CFRMC Office Building / Meeting Hall (Outside the forest area)
7. Construction of CPT/live fencing and other method for plant protection
8. Community Nursery Development (Local Species/Fruit Bearing/Medicinal)
9. Plantation/ Wildling/Seedling/Broad casting of seeds/ Broad casting of seed by preparing ball and pallets (Local Species/Fruit Bearing/Medicinal)
10. Removal of invasive/alien species

11. Cleaning and repairing of stream/ natural spring/ seepage etc
12. Farm Pond
13. Excavation/Deepening of Pond
14. Rejuvenation of streams, rivulets, springs
15. Rain water harvesting structure
16. Stop dam construction
17. Gully Filling/Contour Bunding
18. Drinking water source protection
19. Construction/repair community well (Forest Land)
20. Construction of Thal around the pit and weeding for moisture conservation
21. Construction and renovation of Brushwood Check Dam/Earthen Dam/Check dam/Loose Boulder Check Dam/Gully Plug/Gabion Structure/Flood Diversion Channel/Community Water Harvesting Ponds
22. Construction of Staggered Contour Trench / Continuous Contour Trench /Water Absorption Trench / Earthen contour Bund/Stone contour Bund/ Semi Lunar Trench/Pebble contour Bund
23. Construction of embankments and farm embankments
24. Vermicompost/NADEP compost pit
25. Site development for soil testing centre
26. Drain diversion structure for irrigation of plantation
27. Planting fodder trees on community grazing lands (in existing grazing land)
28. Napier/fodder grass plantation (in existing grazing land)
29. Plantation of medicinal and aromatic plants (as shrub)
30. Site development for beekeeping
31. Community Fish Seed Production Centre
32. Construction of embankments for flood control
33. Bio-fencing and plantation along the river banks
34. Drought-resistant plantation
35. Planting trees along rural Roads, culverts, bridges, ferries, waterways, and other means of communication
36. Community Craft Training Building for Rural Women (Forest Resources Based)
37. Fire Line Development
38. Sand Dune Stabilization

Chapter 6

Process of uploading PDP on Portal and validation of Profiler

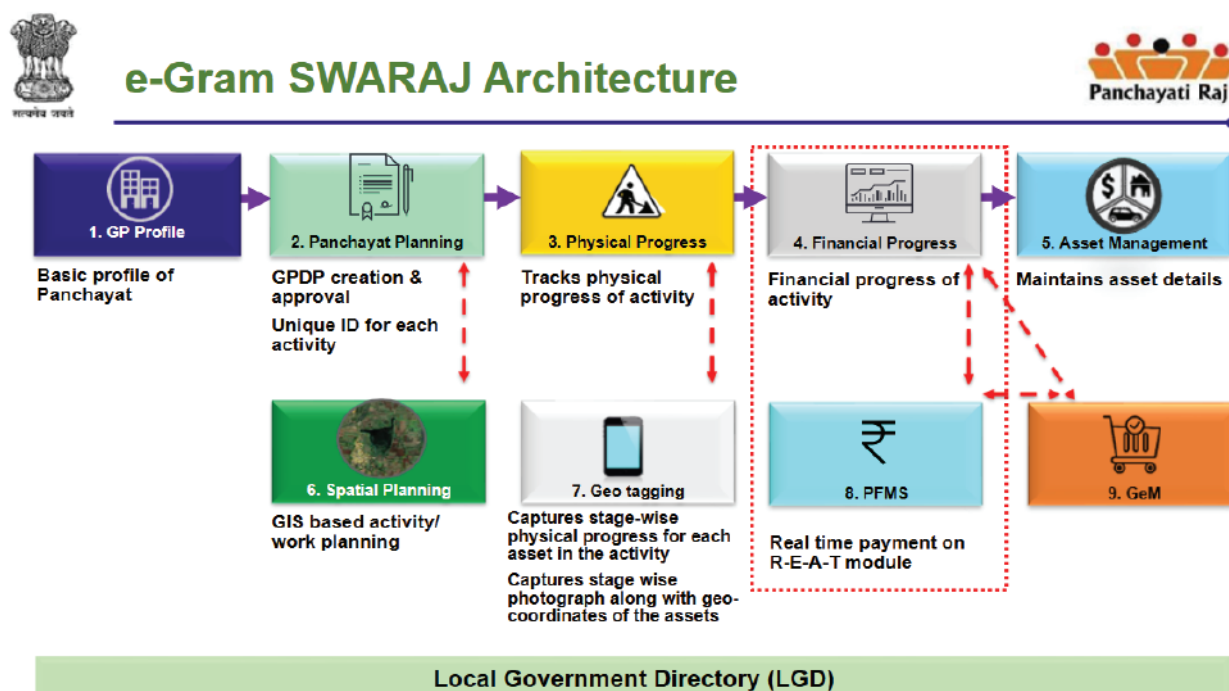
6.1 e-GramSwaraj Application

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:

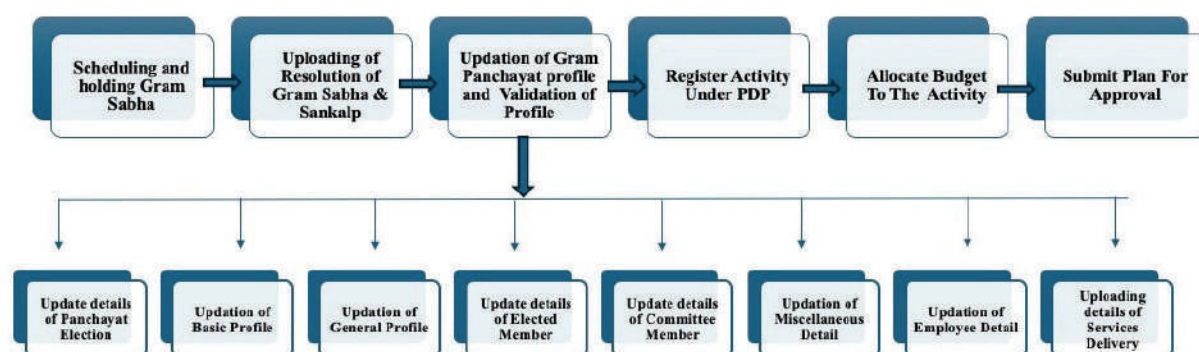
- (i) **Panchayat Profile:** Maintains the Panchayat profile with Election, Elected Members, and Committee details.
- (ii) **Planning:** Facilitates the planning of activities and action plan creation.
- (iii) **Progress Reporting:** Records the physical and financial progress of approved activities.
- (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.
 - (i) 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.
 - (ii) State may fix some percentage of GPDPs to be scrutinized for the quality of GPDP at the Block Level, District level and State level.

Chapter 7

**Measuring and
Improving Plan Quality**

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.



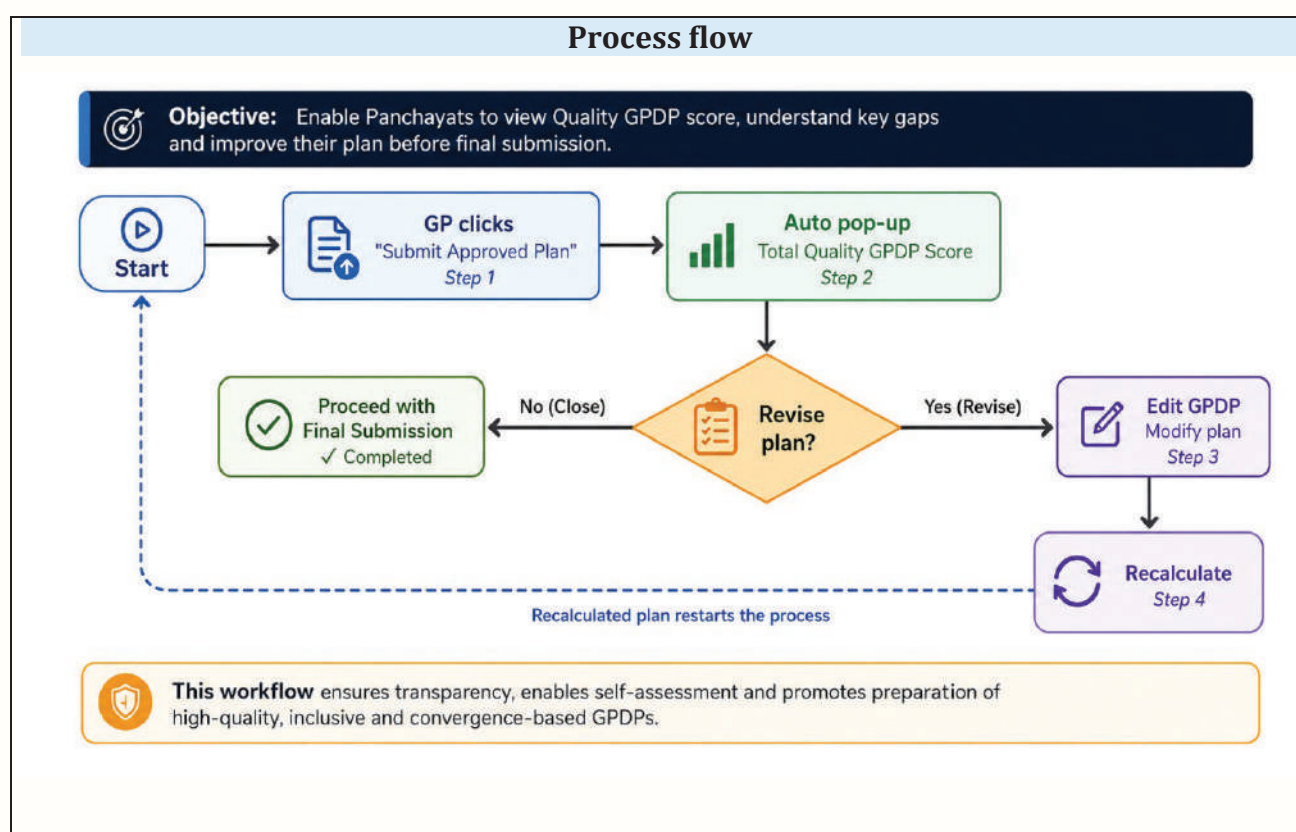
7.2 The Scoring Framework

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-VIII.

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

Chapter 8

**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, at least 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 and subsequent Gram Sabhas, as applicable, 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 Panchayat Nirnay Portal (<https://panchayatnirnay.gov.in>) which is being used to schedule Gram Sabha meetings and upload resolutions /minutes, etc.

Panchayat Nirnay Application, a mobile application, 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.

Chapter 9

**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. 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.

Chapter 10

**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 Capacity Building & Training (CB&T)

The scheme of the Ministry of Panchayati Raj contributes to the vision of Viksit Bharat@2047 by strengthening the capacities of elected representatives and Panchayat functionaries to prepare comprehensive Panchayat Development Plans, improve financial management and ensure optimal utilisation of available resources. It promotes technology-enabled, participatory and evidence-based planning through the adoption of the nine thematic areas of Localisation of Sustainable Development Goals (LSDGs), enabling Panchayats to address local challenges and achieve sustainable development outcomes.

The scheme aims to strengthen Gram Sabhas as the cornerstone of grassroots democracy and transform Panchayats into self-reliant and sustainable institutions through effective convergence of Central and State Government schemes, enhanced transparency and accountability, and efficient utilisation of available funds. These efforts seek to translate the vision of Viksit Bharat@2047 into tangible development outcomes at the grassroots level.

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

In pursuit of Viksit Bharat@2047 through the achievement of SDGs by localising them at the grassroots level, State-level Master Trainers and key stakeholders shall be trained through customised training modules covering the nine LSDG themes, their implications, and the mechanisms for integrating them into Panchayat Development Plans (PDPs).

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.



Chapter 11

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		
16.	Discussion on GPDP		

Annexure-II

Joint letter of 8 Ministries/Departments regarding PPC (2022-23) for preparation of GPDP

<p>Sunil Kumar Secretary Ministry of Panchayati Raj</p>		<p>Nagendra Nath Sinha Secretary Department of Rural Development</p>
<p>Rajesh Bhushan Secretary Department of Health & Family Welfare</p>		<p>Vini Mahajan Secretary Department of Drinking Water & Sanitation</p>
<p>Pankaj Kumar Secretary Department of Water Resources, River Development and Ganga Rejuvenation</p>		<p>Indevar Pandey Secretary Ministry of Women & Child Development</p>
<p>Anita Karwal Secretary Department of School Education & Literacy</p>		<p>Manoj Ahuja Secretary Department of Agriculture & Farmers Welfare</p>

D. O. No. M-11015/355/2022-CB

Dated: 30th 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.

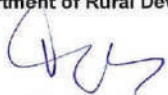
6. Hence, necessary directions to the line Departments to ensure participation of their frontline workers / officers in both the Gram Sabhas organised during PPC for preparation of GPDP may be issued. We urge that progress of PPC may be regularly monitored at High level Committees constituted at State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

Annexure-III

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 GPDP.

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.

Annexure-IV

No.M-11015/62/2026-FD
Government of India
Ministry of Panchayati Raj

11th Floor, Jeevan Prakash Building,
25 K G Marg, New Delhi
Dated the 2nd September, 2026

To

The Addl. Chief Secretary/Principal Secretary/Secretary
Panchayati Raj Department
All States

Subject: Utilisation of Basic (Untied) Grants for items of works/activities under Sixteenth Finance Commission (FC-16) for Rural Local Bodies.

Madam/ Sir,

I am directed to refer to this Ministry's DO letters of even number dated 10.06.2026 and 15.06.2026 (copies enclosed) forwarding therewith the Operational Guidelines for implementation of Sixteenth Finance Commission (FC-16) recommendations for Rural Local Body (RLB) grants issued by the Ministry of Finance, Department of Expenditure vide letter No. 6(1)/FCD/2026-31 dated 21.05.2026 along with the list of the preparatory actions to be taken by the States/RLBs for ensuring compliance with the eligibility conditions as envisaged in the said guidelines.

2. In this regard, several references have been received from various States with the request to issue necessary advisories regarding the utilization of Untied grants under the FC-16 in the similar line as issued during the 15th Finance Commission vide this Ministry's letter No. M-11015/404/2020-FD dated 23.08.2021.

3. At the outset, it is clarified that the central emphasis of the Sixteenth Finance Commission is on enabling Rural Local Bodies (RLBs) to become self-reliant. In this spirit, the Commission has recommended both a State performance component and an RLB performance component. The matter has accordingly been examined. Further, as per Para 5.1(b) of the Operational Guidelines dated 21st May 2026, the basic (untied) grant allocated under the Sixteenth Finance Commission for FY 2026-27 to 2030-31 is to be utilised across the 29 subjects listed in the Eleventh Schedule of the Constitution, addressing locally identified needs at the RLB level. The provisions of Para 7.2 of the Guidelines are also relevant in this context. Accordingly, an indicative list of works and activities that may be undertaken by RLBs through the basic (untied) grants is enclosed at **Annexure** for guidance.

4. Further, since FC-16 has made separate allocations as Tied Grants towards 'Sanitation and Solid Waste Management' and/or 'Water Management' and O&M expenditure related to these sectors, the Basic (Untied) Grants are to be prioritized to be used for activities other than that to be carried out with Tied Grants.

Yours faithfully,

Pinaki
02/09/26

(Pinaki Tahabildar)

Under Secretary to the Government of India
Ph: 011-23318480

Encl: As above.

Copy to:

The Ministry of Finance, Department of Expenditure, [Kind. Attn. Shri Mahesh Kumar, Joint Director (FCD)], Kartavya Bhawan-1, D-Wing, Ground Floor, New Delhi

AnnexureUtilisation of the FC-16 Basic (Untied) Grants recommended to Rural Local Bodies

The FC-16 has recommended 50% of the allocation of Basic grant component as Untied to Rural Local Bodies (RLBs). The items of works/activities, under the twenty-nine subjects enshrined in the Eleventh Schedule of the Constitution, that may be taken up with the Basic (Untied) Grants include:

- Activities relating to the National priority areas of Health, Education and Nutrition in consultation with the respective State Departments;
- Immunization of children, prevention of malnutrition of children;
- Construction and repair of Gram Panchayat Bhawans;
- Construction and repair and maintenance of roads within Gram Panchayat (GP) and inter GP; construction and repair of foot paths within GP and inter GP;
- Construction and repair and maintenance of LED street lights and solar lighting as applicable (solar street light may be individual poles or centralized solar panel system) – within GP and inter GP;
- Acquisition of land & maintenance and upkeep of dead body burial grounds, construction, repair and maintenance of crematorium;
- Providing sufficient and high bandwidth Wi-Fi digital network services within GP;
- Public library, recreation facilities including children's park, playground, rural haat, sports & physical fitness equipment etc. and any other basic improved/enhanced service mandated by State Government under relevant State legislations;
- Immediate relief work in the event of natural disasters/pandemic;
- Discharge of responsibilities specifically mandated to Panchayats under various Acts/Laws;
- RLBs can enter into Annual Maintenance Contracts/ Service contracts for providing the services to rural inhabitants.

However, expenditure from the Grants on the negative list, namely, expenditure on items already being funded from other schemes, felicitation/cultural functions/decorations/inaugurations, Honorarium, TA/DA of elected representatives and salaries/honorarium of existing employees (permanent and contractual), doles/awards, entertainment, purchase of vehicles and air-conditioners and other appliances are not allowed under this component.

Further, RLBs should not spend more than 20 per cent of the untied allocation on the construction and maintenance of roads (including but not limited to all types of paved surfaces such as bituminous/black-topped/asphalt, cement concrete/concrete, interlocking concrete block pavements, gravel, mud and so on).

It may also be mentioned that the above list of items of work is indicative in nature and not a comprehensive one. The Basic (Untied) Grants under FC-16 can be utilized by the local bodies for improving basic services in rural areas, except for salaries and other establishment-related expenditure. However, the expenditure on engagement of professional services, as empanelled by the CAG of India, for auditing and accounting functions in respect of RLBs may be borne from the Untied component.



Annexure-V

Model Schedule for Conduct of Special Gram Sabha for GPDP

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<u>Sabki Yojana Sabka Vikas</u>																																
	<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Meeting Date:</div> <div style="border: 1px solid black; padding: 5px;">Meeting Place:</div>																															
<p>Gram Panchayat: LGD Code:</p> <p>Block/Taluka: District: State:</p>																																
<p>❖ Agenda of the meeting: People's Plan Campaign (GPDP)</p> <p>❖ Attendance of the members, Elected Representatives and officials for the meeting</p> <p>❖ Format for conduct of Gram Sabha</p>																																
<ol style="list-style-type: none"> 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 <div style="text-align: right;">(By Panchayat Secretary)</div> 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. 																																
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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-VI

Illustrative design of Public Information Board





Gram Panchayat:

Block/Taluka: District: LGD Code:

Name of Sarpanch: State:

Total Population: Names of Villages:

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-VII

DO from the Ministry on Block level workshop

डॉ. चन्द्र शेखर कुमार, आई.एस.
अपर सचिव

Dr. Chandra Shekhar Kumar, IAS
ADDITIONAL SECRETARY

Tel.: 011-23725301
Email: cs.kumar@nic.in



सत्यमेव जयते



पंचायती राज मंत्रालय
भारत सरकार

टॉवर-II, 9वां तल
जीवन भारती बिल्डिंग,
नई दिल्ली-110001

MINISTRY OF PANCHAYATI RAJ
GOVERNMENT OF INDIA
Tower-II, 9th Floor,
Jeevan Bharati Building,
New Delhi-110001

D. O. No. M-11015/368/2022-CB-Part(4)(29163)

Dated: 27th March, 2023

Dea Madan / Sir,

As you are aware that eGramSwaraj portal has been revamped to prepare thematic GPDP, wherein it is necessary to include all the activities being implemented/undertaken in a Gram Panchayat (GP) under flagship schemes of Central and State Government, Own Source of Revenue, CSR funds etc.

2. During the VC meeting held with the States/UTs on 23rd March, 2023 to review the progress of preparation of GPDP, feedback is received that GPs are not getting information of flagship schemes needed to prepare thematic GPDP 2023-24 adopting saturation approach.

3. Therefore, to facilitate access of the GPs to the requisite information the best way is to organise 1-2 days' workshop at Block level with active participation of officers of District/Block level along with Elected Representatives and Functionaries of GPs. The concerned officers of line department to attend the Workshop and provide all requisite information of various activities being implemented in GPs under flagship schemes of Central and State Governments, as mentioned in the thematic master GPDP circulated earlier (copies attached).

4. The Block level workshop may be organised during 30th March to 10th April, 2023 to provide necessary data to GPs and subsequently GPs could prepare their GPDP and upload the same on the portal by 30th April, 2023. An indicative format for providing data by the line departments to GPs is at Annexure.

5. I, therefore, would request your personal intervention to issue necessary direction to the concerned officials to organise Block level workshop and to provide requisite data of all flagship schemes of Central and State Governments to GP for preparation of thematic GPDP 2023-24. Information of flagship scheme to be provided for the financial year 2023-24. If the same is not available, information for the financial year 2022-23 may be provided.

Respectfully,

Yours sincerely,

Encl.: As above

(Dr. Chandra Shekhar Kumar)

To:

ACS / Pr. Secretary / Secretary, Rural Development & Panchayati Raj Department
All States / UTs.

Annexure-VIII

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 GPDP 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 GPDP	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 GPDP 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 GPDP	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
Total		100	





भारत सरकार
पंचायती राज मंत्रालय

Ministry of Panchayati Raj
Government of India

