



# ANNUAL REPORT



## 2025-26

Ministry of Panchayati Raj  
Government of India



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## ABBREVIATIONS AND ACRONYMS

<b>3Fs</b>	Funds, Functions and Functionaries
<b>AAP</b>	Annual Action Plans
<b>ACBP</b>	Annual Capacity Building Plan
<b>AKAM</b>	Azadi Ka Amrit Mahotsav
<b>AR&amp;RS</b>	Action Research and Research Studies
<b>AV</b>	Audio-Visual
<b>BE</b>	Budget Estimates
<b>BISAG-N</b>	Bhaskaracharya National Institute for Space Applications and Geo-informatics
<b>BOC</b>	Bureau of Outreach and Communication
<b>BPDP</b>	Block Panchayat Development Plan
<b>BPR</b>	Business Process Re-engineering
<b>BRGF</b>	Backward Regions Grant Fund
<b>CB/CB&amp;T</b>	Capacity Building/ Capacity Building and Training
<b>CBC</b>	Capacity Building Commission
<b>CBT</b>	Computer Based Tutorial
<b>CBU</b>	Capacity Building Unit
<b>CCEA</b>	Cabinet Committee of Economic Affairs
<b>CEC</b>	Central Empowered Committee
<b>CORS</b>	Continuous Operating Reference Systems
<b>CSC</b>	Common Service Center
<b>CSS</b>	Centrally Sponsored Scheme
<b>CVC</b>	Central Vigilance Commission
<b>DAVP</b>	Directorate of Advertising and Visual Publicity
<b>DAY- NRLM</b>	Deendayal Antyodaya Yojana-National Rural Livelihood Mission
<b>DBT</b>	Direct Benefit Transfer
<b>DDUPSP</b>	Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar
<b>DI</b>	Devolution Index
<b>DPa</b>	Index of Devolution in Policy adjusted against Practice
<b>DPDP</b>	District Panchayat Development Plan
<b>DPo</b>	Index of Devolution in Policy



<b>DPr</b>	Index of Devolution in Practice
<b>DPC</b>	District Planning Committee
<b>DPE</b>	Decentralized Planning & Empowerment
<b>DPRC</b>	District Panchayat resources
<b>DMP</b>	Disaster Management Plan
<b>DoE</b>	Department of Expenditure
<b>DoPT</b>	Department of Personnel and Training
<b>eGSPI</b>	eGram Swaraj – PFMS Interface
<b>ER</b>	Elected Representative
<b>EWR</b>	Elected Women Representative
<b>FD</b>	Fiscal Devolution
<b>FFC</b>	Fourteenth Finance Commission
<b>FY</b>	Financial Year
<b>GeM</b>	Government e Marketplace
<b>GoI</b>	Government of India
<b>GP</b>	Gram Panchayat
<b>GPDP</b>	Gram Panchayat Development Plan
<b>GPS</b>	Global Positioning System
<b>GS</b>	Gram Sabha
<b>HR</b>	Human Resources
<b>IAP</b>	Integrated Action Plan
<b>ICDS</b>	Integrated Child Development Services
<b>ICT</b>	Information and Communication Technology
<b>IEC</b>	Information, Education, and Communication
<b>IOP</b>	Incentivization of Panchayats
<b>IPs</b>	Intermediate Panchayats
<b>IPKP</b>	India Panchayat Knowledge Portal
<b>ISNA</b>	Information & Service Needs Assessment
<b>IT</b>	Information Technology
<b>J&amp;K</b>	Jammu and Kashmir
<b>KILA</b>	Kerala Institute of Local Administration
<b>LGD</b>	Local Government Directory
<b>LHDI</b>	Local Human Development Index Report



<b>LIF</b>	Local Indicator Framework
<b>LSDGs</b>	Localization of Sustainable Development Goals
<b>MA</b>	Mission Antyodaya
<b>MDM</b>	Mid Day Meal
<b>MFP</b>	Minor Forest Produce
<b>MGNREGS</b>	Mahatma Gandhi National Rural Employment Guarantee Scheme
<b>MMP</b>	Mission Mode Project
<b>MoF</b>	Ministry of Finance
<b>MoPR</b>	Ministry of Panchayati Raj
<b>MoRD</b>	Ministry of Rural Development
<b>MoS(PR)</b>	Minister of State, Panchayati Raj
<b>MPR</b>	Minister of Panchayati Raj
<b>NAD</b>	National Asset Directory
<b>NCBF</b>	National Capacity Building Framework
<b>NDRGGSP</b>	Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar
<b>NE</b>	North Eastern
<b>NeGD</b>	National e-Governance Division
<b>NeGP</b>	National e-Governance Plan
<b>NFDC</b>	National Film Development Corporation
<b>NGO</b>	Non-governmental organization
<b>NIC</b>	National Informatics Centre
<b>NIF</b>	National Indicator Framework
<b>NIRD&amp;PR</b>	National Institute of Rural Development & Panchayati Raj
<b>NIRD&amp;PR, NERC</b>	National Institute of Rural Development & Panchayati Raj, North Eastern Regional Centre
<b>NLM</b>	National Level Monitors
<b>NPRD</b>	National Panchayati Raj Day
<b>NPTA</b>	National Plan for Technical Assistance
<b>NPMU</b>	National Project Management Unit
<b>NRHM</b>	National Rural Health Mission
<b>OBC</b>	Other Backward Class
<b>OM</b>	Office Memorandum
<b>OSR</b>	Own Source of Revenue
<b>PAI</b>	Panchayat Advancement Index



<b>P&amp;B</b>	Planning & Budget
<b>PBs</b>	Panchayat Bhawans
<b>PEAIS</b>	Panchayat Empowerment and Accountability Incentive Scheme
<b>PES</b>	Panchayat Enterprise Suite
<b>PESA</b>	Panchayats (Extension to the Scheduled Areas) Act, 1996
<b>PFMS</b>	Public Financial Management System
<b>PDI</b>	Panchayat Development Index
<b>PDP</b>	Panchayat Development Plan
<b>PDS</b>	Public Distribution System
<b>PLC</b>	Peer Learning Centre
<b>PM</b>	Prime Minister
<b>PMEYSA</b>	Panchayat Mahila Evam Yuva Shakti Abhiyan
<b>PMO</b>	Prime Minister's Office
<b>PMSA</b>	Panchayat Mahila Shakti Abhiyan
<b>PMU</b>	Programme Management Unit
<b>PPC</b>	People's Plan Campaign
<b>PPP</b>	Public, Private, Partnership
<b>PR</b>	Panchayati Raj
<b>PRI</b>	Panchayati Raj Institution
<b>PRIA Soft</b>	PRI Accounting System Software
<b>RADPFI</b>	Rural Area Development Plan Formulation and Implementation
<b>RBH</b>	Rural Business Hub
<b>RCMS</b>	Revenue Court Management System
<b>RD</b>	Rural Development
<b>RADPFI</b>	Rural Area Development Plan Formulation and Implementation
<b>RDPR</b>	Rural Development and Panchayati Raj
<b>RE</b>	Revised Estimate
<b>RGPSA</b>	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
<b>RGSA</b>	Rashtriya Gram Swaraj Abhiyan
<b>RGSY</b>	Rashtriya Gram Swaraj Yojana
<b>RLB</b>	Rural Local Body
<b>RSVY</b>	Rashtriya Sam Vikas Yojana
<b>SATCOM</b>	Satellite Communications



<b>SBM-Rural</b>	Swachh Bharat Mission- Rural
<b>SC</b>	Scheduled Caste
<b>SDGs</b>	Sustainable Development Goals
<b>SEC</b>	State Election Commission
<b>SECC</b>	Socio -Economic Caste Census
<b>SFC</b>	State Finance Commission
<b>SHG</b>	Self Help Group
<b>SIRD</b>	State Institute of Rural Development
<b>SoI</b>	Survey of India
<b>SNA</b>	Single Nodal Agency
<b>SPRCs</b>	State Panchayat Resource Center
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>ST</b>	Scheduled Tribe
<b>SVAMITVA</b>	Survey Of Villages And Mapping With Improvised Technology In Village Areas
<b>TFC</b>	Twelfth Finance Commission/Thirteenth Finance Commission
<b>TG&amp;S</b>	Technical Guidance and Support
<b>TISPRI</b>	Transforming India through Strengthening Panchayat Raj Institutions by Continuous Training and e-enablement
<b>TLBs</b>	Traditional Local Bodies
<b>TMP</b>	Training Management Portal
<b>ToT</b>	Training of Trainers
<b>TSI</b>	Technical Support Institution
<b>TSP</b>	Tribal Sub Plan
<b>TV</b>	Television
<b>UDISE</b>	Unified District Information System for Education
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UT</b>	Union Territory
<b>VPRP</b>	Village Poverty Reduction Plan
<b>VLEs</b>	Village Level Entrepreneur managing Common Service Centres
<b>WASH</b>	Water, Sanitation and Hygiene
<b>YASHADA</b>	Yashwantrao Chavan Academy of Development Administration
<b>XVFC</b>	15th Finance Commission



# INTRODUCTION





# Chapter- 1

## INTRODUCTION



- 1.1 The Government of India (Allocation of Business) Rules, 1961 mandates the Ministry of Panchayati Raj to transact all matters relating to Panchayati Raj & Panchayati Raj Institutions and District Planning Committees.
- 1.2 India's Panchayati Raj System, which has its roots in the long history and culture of our country, strengthens the foundation of Indian democracy by ensuring social and political empowerment of the people of approximately, 2.6 lakh Panchayats with 24.24 lakh elected representatives, out of which approximately 49.55% are women. It also provides wide representation to Scheduled Tribes (STs), Scheduled Castes (SCs) and Other Backward Classes (OBCs) which are the weaker sections of the society. This Panchayati Raj system had been assigned a constitutional status through the 73rd Amendment to the Constitution of India. Part IX titled "The Panchayats" was added to the Constitution as a sequel to this Amendment providing three-tier system of Panchayats; reservation of seats for the STs, SCs and women; regular elections; devolution of powers and responsibilities to the Panchayats etc.



### 1.3 Vision of the Ministry of Panchayati Raj

To attain decentralized and participatory local self-government through Panchayati Raj Institutions (PRIs).

### 1.4 Mission of the Ministry of Panchayati Raj

Empowerment, enablement and accountability of PRIs to ensure inclusive development with social justice and efficient delivery of services.

### Mandate of the Ministry of Panchayati Raj

1.5 The Ministry of Panchayati Raj was created on 27th May 2004. It has the primary objective of (i) overseeing the implementation of Part IX of the Constitution, (ii) implementation of “The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA Act) in the Fifth Schedule areas and (iii) operationalizing District Planning Committees in terms of Article 243ZD of Part IX-A of the Constitution. Since most of the actions including the framing of laws rests with the State Governments, the Ministry strives to achieve its goals with regard to improvements in the functioning of Panchayats primarily through policy interventions, advocacy, capacity building, persuasion and financial support.

1.6 The aim of the Ministry is to make PRIs an effective, efficient and transparent vehicle for local governance, social change and public service delivery

mechanism meeting the aspirations of local population.

1.7 The role of MoPR involves strengthening the administrative infrastructure, basic services etc. by leveraging technology and capacity building of the functionaries of PRIs. The Ministry’s roadmap, to realise the above objectives, is through three pillars:- (i) provision of basic services through the Finance Commission funding, (ii) capacity building of Rural Local Bodies through revamped Rashtriya Gram Swaraj Abhiyan (RGSA) and (iii) convergent holistic planning through inclusive and participatory process through Panchayat Development Plans (PDPs) and advocacy work.

### 1.8 The Role of States

“Panchayat”, being “Local Government”, is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the Constitution. Accordingly, all matters relating to Panchayats fall within the purview of State Government. The Constitution envisages that Panchayats will function as institutions of local government and prepare plans and implement schemes for economic development and social justice, but leaves the precise devolution of powers and authority to Panchayats to the States. Article

243G of the Constitution stipulates that Panchayats should plan for and implement schemes for local economic development and social justice. Article 243ZD provides for setting up a District Planning Committee, in every State at the district level, to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole. The District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

The State legislatures are to consider the 29 subjects illustratively set out in the Eleventh Schedule (*Annexure-I*) for devolution to the Panchayats; for the planning and implementation of schemes; for economic development and social justice. Powers to impose taxes by and provisions of funds to the Panchayats are determined by the States. Moreover, States play a critical role in building Panchayat capacities and in creating an appropriate framework for accountability and transparency as well.

### 1.9 Areas Not Covered under Part IX

While Part IX of the Constitution applies to the vast rural area of the country, the following areas have been exempted:-

- Scheduled Areas referred to in Clause (1) of Article 244 (read with Fifth Schedule of the Constitution).
- Tribal Areas referred to in Clause (2) of Article 244 (read with Sixth Schedule of the Constitution) .
- the States of Nagaland, Meghalaya and Mizoram;
- the hill areas in the State of Manipur for which District Councils exist under any law for the time being in force.
- the district level Panchayats in the hill areas of Darjeeling of State of West Bengal for which Darjeeling Gorkha Hill Council exists under any law for the time being in force;

#### **Explanation:-**

- (i) The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996” extends Part IX of the Constitution with certain modifications and exceptions, to the Fifth Schedule Areas notified under Article 244(1) of the Constitution.
- (ii) Darjeeling Gorkha Hill Council has been repealed by Gorkhaland Territorial Administration Act, 2011 (enacted in 2012).



### 1.10 Basic Data on PRIs (as on 31.12.2025)

VILLAGE PANCHAYATS	INTERMEDIATE PANCHAYATS	DISTRICT PANCHAYATS	TRADITIONAL LOCAL BODIES
<b>2,55,127</b>	<b>6,728</b>	<b>673</b>	<b>14,017</b>
PESA STATES	PESA VILLAGES	PESA PANCHAYATS	PESA BLOCKS
<b>10</b>	<b>77,564</b>	<b>22,040</b>	<b>664</b>
	FULLY COVERED PESA DISTRICTS	PARTIALLY COVERED PESA DISTRICTS	
	<b>45</b>	<b>63</b>	



# ORGANISATION OF THE MINISTRY





# Chapter- 2

## ORGANISATION OF THE MINISTRY



**Shri Rajiv Ranjan Singh alias  
Lalan Singh**  
Hon'ble Minister of  
Panchayati Raj



**Prof. S. P. Singh Baghel**  
Hon'ble Minister of State for  
Panchayati Raj

### 2.1 Administrative Structure:

Ministry of Panchayati Raj (MoPR) is headed by a Union Minister who is assisted by Minister of State, a Secretary, an Additional Secretary, Four Joint Secretaries, One Economic Adviser, Five Directors, Two Deputy Secretaries and Seven Under Secretaries among other Gazetted and Non-Gazetted officers and Staff. There is a Joint Secretary & Financial Advisor and Chief Controllers of Accounts (CCA) looking after the financial and accounting matters of Ministry of Panchayati Raj. The sanctioned strength of regular posts in the Ministry is 112 (**Annexure-II**) and the Organization Chart of the Ministry is at **Annexure-III**.

### 2.2 Divisions of the Ministry

The major Divisions in the Ministry

include (a) Capacity Building, (b) Fiscal Devolution and Policy (c) Governance, (d) SVAMITVA (d) Economics & Statistics, (e) Incentivization of Panchayats, (f) Administration, (f) Media, (g) Parliament and General Coordination and (g) Research and Plan Coordination.

### 2.3 Reservation for Scheduled Castes, Scheduled Tribes and Other Backward Classes

MoPR follows the guidelines laid down by the Ministry of Personnel, Public Grievances and Pension and the Ministry of Social Justice and Empowerment in matters relating to reservation of SCs, STs and OBCs in services and related matters. The number of employees in MoPR belonging to SCs, STs, and PwD are given in Table 2.1 below:



**Table 2.1: Details of SC, ST, OBC and PwD employees in the Ministry of Panchayati Raj**

Category	Group A	Group B	Group C	Total
SC	06	02	03	11
ST	02	05	00	07
OBC	05	13	08	26
PwD	00	02	00	02

#### 2.4 Vigilance Matters

Vigilance matters are being handled in MoPR according to the prescribed procedure and instructions of Central Vigilance Commission. A Joint Secretary (Governance) has been designated as Chief Vigilance Officer of the Ministry.

#### 2.5 Implementation of e-office & Bio-metric Attendance System

This Ministry implemented e-Office in June, 2014 wherein all the documents and files have been digitalized; all official work is being done digitally through e-Office thereby making the movement of physical files almost zero. This also saves a lot of time and usage of paper to the minimum.

The Ministry has also been monitoring regularly the Bio-metric Attendance System in respect of all the employees since October, 2014 and also maintaining the punctuality in attendance on monthly basis of all the employees working in this Ministry.

#### 2.6 Capacity Building Unit (CBU)

A Capacity Building Unit (CBU) under “Mission Karmayogi Programme”

has been constituted in MoPR with composition of Additional Secretary (MoPR) as Chairman and other eight members for coordinating the preparation of Annual Capacity Building Plans, undertake monitoring and evaluation of plan implementation and facilitate creation of shared resources amongst Training Institutions imparting training to civil servants.

The main function of CBU of the Ministry is to assess the competencies required through mapping role at each level of Officers and staff, conduct a Division-wise HR Audit in collaboration with CBC to map existing competency gaps, co-relate, update and implement the Annual Capacity Building Plan (ACBP) for the Ministry in collaboration with CBC, monitor and report the progress of implementation of ACBP in the Ministry to CBC, facilitation of training and non-training interventions for organizational capacity building in partnership with experts.

#### 2.7 Implementation of Annual Capacity Building Plan (ACBP) under Mission Karmayogi Bharat for the year 2025-26



The MoPR is implementing the Capacity Building Plan activities since 2023-2024 in a phased manner for both Phase-I and Phase-II of the Annual Capacity Building Plan (ACBP) as per the recommendation of Capacity Building Commission (CBC) under Mission Karmayogi Bharat.

**In Phase -1** during the year 2022-2023, the Ministry of Panchayati Raj implemented all the important activities suggested by CBC including creation of a Capacity Building Unit (CBU), division-wise interactions with AS/JS and/or Head of Divisions with key staff members of each division to identify goals of capacity building, Create Capacity Needs Assessment (CNA) for the Ministry, Analysis and validation of the CNA findings, Interventions to address capacity needs etc.

**In Phase-2** The Ministry implemented all the activities of Annual Capacity Building Plan for 2023-24 on designation-wise training calendar and roadmap for implementation of division-wise Training Interventions and Non- training interventions.

**In Year 2025-26** - The Ministry has mapped the APAR linked Mandatory Courses for its completion and comprehensive assessment on the iGOT Karmayogi Portal for the year 2025-26.

## 2.8 Online Training Programmes

The Ministry has fixed Wednesday afternoon every week as no meeting day exclusively for attending online trainings on iGOT. As a result, 100%

of employees have been on-boarded onto iGOT-Karmayogi platform. The employees include all categories such as regular, contractual and outsourced staff.

- (i) All the onboarded employees have completed at least 6 hours of training on iGOT-Karmayogi platform from the quick win courses identified in the respective CBP under Mission Karmayogi Bharat from the available courses on iGOT-Karmayogi portal based on the training calendar proposed in the CBP.
- (ii) Ministry has published the “Know Your Ministry” module on iGOT Karmayogi Portal, in consultation with capacity Building Commission (CBC) with the assistance of Indian School of Business (ISB) in course creation.

## 2.9 Internal Complaint Committee

Under POSH Act, 2013, the Ministry has re-constituted a 6-member Internal Complaint Committee (ICC) under the Chairpersonship of Ms. Mamta Verma, Joint Secretary and Ms. Anjana Gosain, Advocate Delhi High Court as an External Member to look into the complaints and cases of sexual harassment, if any, and also suggest proactive actions to create awareness on POSH Act. No case of sexual harassment at the workplace in the Ministry has been reported in the year 2025-26.

The Ministry has also completed



onboarding on Sexual Harassment electronic Box (SHe-Box) portal which aims to provide a single window access to every woman, irrespective of her work status, whether working in organised or unorganised, private or public sector, to facilitate the registration of complaint related to sexual harassment. Any woman facing sexual harassment at workplace can register their complaint through this portal. Once a complaint is submitted to the 'SHe-Box', it will be directly sent to the concerned authority having jurisdiction to take action into the matter.

## **2.10 REDRESSAL OF PUBLIC GRIEVANCES:-**

**2.10.1** Effective redressal of public grievances (PGs) is a key priority for the MoPR, as it directly contributes to enhance the 'Ease of Living' for citizens. Timely and effective Redressal of public grievance has the potential to further strengthen peoples' faith and trust in the Government. MoPR receives large number of public grievances through the Centralized Public Grievance Redress and Monitoring System (CPGRAMS) Portal. During the year 2025 (January to December 2025) a total number of 16641 public grievances were received on CPGRAMS portal.

**2.10.2** Ministry has put up a robust system of grievance redressal mechanism in place. It has established a dedicated Public Grievance Cell and designated its officers as Grievance Redressal Officers (GROs). GROs

have been allocated specific states to focus upon. An Under Secretary level officer has been appointed as Nodal Grievance Redressal Officer (NGRO) under the supervision of a Joint Secretary who functions as the Nodal Grievance Appellate Authority. The status of disposal of public grievances is reviewed on monthly basis under the chairmanship of Secretary, MoPR.

**2.10.3** Most of the grievances received on CPGRAMS Portal relate to the issues to be resolved at the Panchayat level, which fall under the jurisdiction of the State/Union Territory governments. Therefore, the grievances are promptly forwarded to the concerned State Panchayati Raj Department for taking necessary action and for informing the complainant about the action taken. The Ministry subsequently maintains regular contact with respective State Governments and do follow-up with them to ensure the resolution of the grievances. As a result of this regular engagement, high success rate has been achieved in the resolution of the public grievances. The Ministry continuously improves the grievance redressal process by incorporating feedback from the complainants. The Ministry also promotes wider public awareness by disseminating success stories related to satisfactory grievance resolution through print and electronic media.

**2.10.4** The Ministry has prepared a compendium of 51 instances of Public Grievances received on CPGRAMS, which have been redressed successfully



as a result of proactive approach of the Ministry. These success stories illustrate as how an effective grievance redressal system, not only resolves individual's concerns but also strengthens service delivery, basic infrastructure, and enhances overall citizen satisfaction.

By showcasing responsive governance, these success stories highlight the deepening of trust between people and institutions, reinforcing the Ministry's commitment to accountable and citizen-centric administration.





# A BRIEF HISTORY OF PANCHAYATI RAJ





# Chapter- 3

## A BRIEF HISTORY OF PANCHAYATI RAJ

**3.1** The Rig Veda, one of India's oldest sacred books and historical sources, mentions village communities across the sub-continent that were self-governing over millennia, serving as the main interface between the predominantly agrarian village economies and the higher authorities. Custom and tradition elevated these earlier councils or assemblies called "Sabhas" to a position of considerable authority. Slowly, they assumed the form of the "panchayat" (an assembly of five respected elders). These panchayats in north and south India became the pivot of administration, the focus of social solidarity and the principal forum for the dispensation of justice and resolution of local disputes. During the medieval and Mughal periods these characteristics of the village panchayats remained unchanged.

### **3.2 Local Government in British India:**

At the advent of British colonial administration Sir Charles Metcalfe, the provisional Governor General of India (1835-36), referred to the Indian village communities as "little republics".

In urban areas, a municipal corporation came to be formed in Madras, on the British model of a town council, as early as 1687. The Madras Municipal Corporation was empowered to levy taxes for building schools and was endowed with a guild hall. As the sphere of activities of this corporation expanded (as happened in similar bodies set up in other major towns), correspondingly their powers of taxation also widened. These municipal corporations symbolized local government of sorts, but continued to comprise nominated members with no elective element whatsoever.

### **3.3 Evolution of Panchayati Raj System:**

Sl. No.	Year	Major Development
a.	1870	Lord Mayo ( <i>Viceroy of India – 1869-72</i> ), Governor General-in-Council, secured the passage of a resolution for the decentralization of power aimed at bringing about greater administrative efficiency in meeting the demands of the people but primarily designed to augment imperial finances. The "existing Imperial resources will not suffice for the growing wants to the country", he held. At about the same time, a significant first step towards reviving the traditional village panchayat system in Bengal was taken through the Bengal Chowkidari Act, 1870, which empowered District Magistrates to set up Panchayats of nominated members in the villages. These nominated Panchayats could levy and collect taxes to pay for the cowkidars, or watchmen, engaged by them.



		The Famine Commission of 1880 pointed to the absence of local bodies as a major impediment in delivering relief supplies to famine-stricken people, and underlined the need to expand self-government to the villages as well.
b.	1882	The Magna Carta of local democracy in British India was the Ripon Resolution of 1882 ( <i>Lord Ripon was Governor General and Viceroy of India – 1880-1884</i> ) providing for rural local boards with two-thirds of membership to be composed of elected, non-official representatives and presided over by a non-official Chairperson. Actual progress in implementation was slow, but the role of rural local administration was elevated, and the term “self-government” gained currency.
c.	1907-1909	In 1907, the Government constituted a six-member Royal Commission on Decentralisation, released in 1909, elaborated the principles enunciated in the Ripon Resolution, and recognised the importance of Panchayats in the governance of India.
d.	1919	The Montagu – Chelmsford reforms of 1919 (Edwin Samuel Montagu was Secretary of State for India – 1917-22 and Lord Chelmsford was Viceroy of India – 1916-21) made local self-government under the proposed scheme of Dyarchy a “transferred subject”, bringing self-government under the domain of Indian Ministers in the provinces. To make local self-government both fully representative and responsible, the Montagu-Chelmsford reforms suggested that there should be, as far as possible, complete popular control in local bodies and the largest possible independence for them from outside control.
e.	1935-39	The Government of Indian Act, 1935 and the inauguration of provincial autonomy under it marked another crucial stage in the evolution of Panchayats. With popularly elected governments in the Provinces, almost all provincial administrations enacted legislation for further democratization of local self-government institutions, including the village Panchayats.
<b>Panchayats in Post – Independence India:</b>		
f.	1948-50	Article 40 of the Constitution under Directive Principles of State Policy reads: <i>“The State shall take steps to organise village panchayats and endow them with such power and authority as may be necessary to enable them to function as units of self-government”</i> . It is noteworthy that right from the beginning, “self-government” has been considered as the essence of Panchayati Raj.
g.	1952	Community Development projects were inaugurated in 1952, modelled after the earlier experiments at Santiniketan, Baroda (Vadodara), and Nilokheri.



h.	1957	<p>In 1957, a historic breakthrough in establishing Panchayati Raj was effected through the Report of the Team for the Study of Community Development Projects and National Extension Service, headed by Shri Balwantrai Mehta, which recommended that “Public participation in community works should be organized through statutory representative bodies”.</p> <p>Subsequently, the National Development Council endorsed the basic principles of democratic decentralization enunciated in the Balwantrai Mehta report and laid on States the duty of working out the structures suitable to each State.</p> <p>It was during this period that the term “Panchayati Raj” gained currency as a process of governance organically linking the will of the people from the Gram Sabha to the Lok Sabha.</p>
i.	1959	<p>The system of Panchayati Raj was first implemented in Rajasthan on 2nd Oct, 1959, at Nagaur, 260 KMs from Jaipur.</p>
j.	1966-71	<p>The Ministry of Community Development was brought under the Ministry of Food and Agriculture and in 1971, “Community Development” was dropped and replaced by “Rural Development”.</p>
k.	1978	<p>The Ashoka Mehta Committee Report of 1978 recommended that Panchayati Raj be included in the Constitution. In keeping with the spirit of the Ashoka Mehta Committee recommendations, some states, including West Bengal, Karnataka and Andhra Pradesh, revisited their respective Panchayati Raj systems and undertook several new initiatives to endow local bodies with more powers, leading to these initiatives being cited as “second generation” Panchayats, which served as a prime inspiration and example for subsequent reform.</p>
l.	1991	<p>The Government introduced the 72nd (Panchayats) and 73rd (Nagarpalikas) Constitution Amendment Bills, based substantially on the Bills moved in the Eight Lok Sabha but also incorporating some of the changes wrought by the then Government in power. These two Bills were referred to a Joint Select Committee of the Parliament, which effected some further changes but conformed in very considerable measure to the earlier 1989 initiative.</p> <p>The Lok Sabha and the Rajya Sabha passed both Bills on the 22nd and 23rd December, 1992 respectively. By the time the Parliament passed the two Bills, their sequence changed to 73rd and 74th respectively. Following their ratification by more than half the State Assemblies as required under the Constitution, the President of India gave his assent, and the Acts came into force as the Constitution (Seventy-third Amendment) Act, 1992 on 24th April, 1993, and the Constitution (Seventy-fourth Amendment) Act, 1992 on 1st June, 1993, adding two new Parts to the Constitution, namely Part IX titled “The Panchayats” and Part IXA titled “The Municipalities”.</p>



**3.4 Constitutional Provision relating to the Panchayat – The principal provisions of Part IX of the Constitution relating to ‘The Panchayats’ are summarized below:**

Article	Relates too
243 A	Gram Sabha
243 B	Constitution of Panchayats
243 C	Composition of Panchayats
243 D	Reservation of Seats for Women / SC / ST / OBC
243 E & F	Panchayat Elections
243 G	Devolution of Powers & Responsibilities to Panchayats
243 H	Panchayats to levy, collect and appropriate designated taxes, duties, tolls and fees and provides that these grants-in-aid be assigned to Panchayats from the Consolidated Fund of the State.
243 I	Constitution of State Finance Commission.
243 J	Gives the States the power to make by law provisions with respect to the maintenance of accounts by the Panchayats and for their audit.
243 K	Constitution of State Election Commission.
243 L	Extends the provisions of Part IX to the Union Territories, under certain terms and conditions
243 M	Parliament the power to extend the provisions of Part IX to the tribal areas listed in the Fifth Schedule. It is in exercise of these powers that Parliament passed the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996, better known by its abbreviation, PESA.
	Also exempts certain States and certain areas covered by the Sixth Schedule, as also certain other States and regions covered by separate special arrangements, from the purview of Part IX of the Constitution. Moreover, the Article exempts Arunachal Pradesh from necessarily making reservations for the Scheduled Castes.
243 N	Provides a one-year grace period from the entry into force of Part IX to bring all laws dealing with the Panchayats into conformity with Part IX of the Constitution.
243 ZD	Constitution of District Planning Committees (DPCs).
280	Constitution and duties of the Central Finance Commission, a new clause has been added which states that the Central Finance Commission shall make recommendations to the President as to the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State.



# ANNUAL BUDGET AND PLAN





# Chapter- 4

## ANNUAL BUDGET AND PLAN

4.1 During Financial Year 2025-26 the Ministry implemented two main Schemes namely:

- (i) Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (RGSA)
- (ii) Central Sector Scheme of SVAMITVA.

4.2 The total outlay of the MoPR is Rs.1185.00 crores during 2025-26 (BE) (both the Schemes and Secretariat Services). An amount of Rs.508.95 Crore has been utilized as on 31.12.2025 during the CFY 2025-26.

4.3. Rashtriya Gram Swaraj Abhiyan (RGSA).

- (i) Rashtriya Gram Swaraj Abhiyan (RGSA): Revamped RGSA Scheme approved on 13.04.2022 for implementation from 01.04.2022 to 31.03.2026 (co-terminus with XV Finance Commission period) at a total cost of Rs.5911 crore includes Central Share of Rs.3700 crore and State Share of Rs.2211 crore. The Scheme extends to all States and Union Territories including institutions of rural local government in Non-Part IX areas, where Panchayats do not exist. The Central Components of the Scheme is fully funded by the Government of India.

However, the funding pattern for State Component is in the ratio of 60:40 among Centre and States respectively, except NE Hilly States and UT of Jammu and Kashmir where Central and State share is 90:10. For other UTs, Central Share is 100 per cent. The focus of the Scheme of Revamped RGSA will be on re-imagining Panchayati Raj Institutions as vibrant centres of local self-governance and economic growth with special focus on localization of Sustainable Development Goals at grassroots level adopting thematic approach through concerted and collaborative efforts of Central Ministries and State line departments with whole of Government approach at all levels.

- (ii) The Central Components of revamped scheme of RGSA are (i) Mission Mode Project on e-Panchayat (ii) Incentivization of Panchayats (iii) Action Research and Publicity and (iv) International Cooperation.

4.4. SVAMITVA

- (i) SVAMITVA (Survey of Villages and Mapping with Improved



Technology in Village Areas) is a Central Sector Scheme launched by Hon'ble Prime Minister on 24<sup>th</sup> April, 2020.

- (ii) The Scheme is being implemented in collaboration of Survey of India (SoI) as implemented agency and NICSI as technology partner. Total cost of the Scheme is Rs.566.23 crores from Financial Year 2020-21 to Financial Year 2024-25.

4.5. DoE MoF vide its OM dated 23.03.2021 issued revised procedure of release and monitoring of utilization of funds, under Centrally Sponsored Schemes. To ensure the compliance to the DoE OM dated 23.03.2021, several weekly meetings were convened with all the stakeholders. As a result, now all the States have fully complied with the instructions contained in DoE OM dated 23.03.2021 and also on-boarded on PFMS-SNA module. The only

existing Centre Sector Scheme of MoPR i.e. SVAMITVA is now fully on-boarded on the CNA platform of PFMS. All the implementing agencies have now fully complied with the instructions contained in the DOE OM dated 09.03.2022 regarding revised procedure of funds released under Centre Sector Schemes.

4.6. Several workshops were held to sensitize all the stakeholders for maximum utilization of GeM portal to procure goods & services. As a result, more than 95% of goods and services have been procured through GeM in Ministry of Panchayati Raj.

4.7. A statement showing the scheme-wise allocations and utilization of funds by MoPR from the financial year 2022-23, 2023-24, 2024-25 and 2025-26 (up to 31.12.2025) is mentioned below in **Table 4.1** :

S. No.	Name of the Scheme	2022-23			2023-24			2024-25			2025-26		
		BE	RE	Actual	BE	RE	Actual	BE	RE	Actual	BE	Actual	Actual (upto 31.12.2025)
1.	Action Research & Publicity*	3.00	3.00	12.98	8.00	8.68	8.64	10.00	10.00	9.64	10.00	10.50	7.81
2.	Media & Publicity	10.00	10.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
3.	International Cooperation	0.20	0.20	0.15	0.20	0.20	0.17	0.20	0.20	0.17	0.20	0.20	0.19
4.	SVAMITVA	150.00	105.00	103.29	76.00	54.00	53.01	70.00	70.00	42.68	70.00	70.00	29.76



5.	Rashtriya Gram Swaraj Abhiyan	593.00	682.98	682.98	819.00	814.86	814.86	916.50	674.00	694.16	986.47	772.30	409.52
6.	Incentivisation of Panchayats	50.00	50.82	50.56	47.80	47.12	47.11	46.80	46.80	46.75	47.00	47.00	7.32
7.	Mission Mode Project on e-Panchayat	20.00	15.00	15.00	20.00	16.28	16.03	90.17	34.00	13.47	20.00	20.00	20.00
	<b>Total Scheme</b>	826.20	<b>867.00</b>	<b>864.96</b>	<b>971.00</b>	<b>941.14</b>	<b>939.82</b>	<b>1133.67</b>	<b>835.00</b>	<b>806.87</b>	<b>1133.67</b>	<b>920.00</b>	<b>474.60</b>
8.	Secretariat Services (Non Scheme)	42.37	38.77	36.22	45.42	42.86	40.81	49.97	45.00	43.52	51.33	45.96	34.35
	<b>Grand Total (Scheme &amp; Non Scheme)</b>	<b>868.57</b>	<b>905.77</b>	<b>901.18</b>	<b>1016.42</b>	<b>984.00</b>	<b>980.63</b>	<b>1183.64</b>	<b>880.00</b>	<b>850.39</b>	<b>1185.00</b>	<b>965.96</b>	<b>508.95</b>





# CAPACITY BUILDING OF PANCHAYATI RAJ INSTITUTIONS



राष्ट्रीय ग्राम स्वराज अभियान  
Capacity Building and Training of Panchayati Raj Institutions

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Panchayati Raj

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**About RGSA**

Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) was approved on 13.04.2022 for implementation from 01.04.2022 to 31.03.2026 (co-terminus with XV Finance Commission period). The focus of Revamped scheme is on re-imagining Panchayati Raj Institutions as vibrant centers of local self-governance and economic growth with special focus on localization of Sustainable Development Goals (SDGs) at grassroots level adopting thematic approach through concerted and collaborative efforts of Central Ministries and State line departments with 'whole of Government' approach at all levels. Under the scheme basic orientation training for Elected Representatives (ERs) of Panchayats to be ensured within 6 months of election and refresher training within 2 years. The funding pattern for the State components is in the ratio of 60:40 among Central State respectively, except NE Hilly States and UT of J & K where Central and State Share is in the ratio of 90: 10. For other UTs , Central share is 100%.

<https://rgsa.gov.in/index.htm>

## Chapter- 5

# CAPACITY BUILDING OF PANCHAYATI RAJ INSTITUTIONS



### 5.1 Background:

**5.1.1** The Capacity Building and Training (CB&T) of Panchayati Raj Institutions (PRIs) has been one of the major activities of the Ministry of Panchayati Raj (MoPR). The Ministry has been providing programmatic, technical and institutional support for strengthening of PRIs including advocacy support for inter-ministerial and multi-sectoral coordination. Under the ambit of capacity building, knowledge support is also being provided for enhancing devolution to PRIs and finding solutions for local

governance as well as outreach towards strengthening rural India.

**5.1.2** Earlier support for CB&T were provided under different schemes of the Ministry such as Backward Region Grant Funds (BRGF), Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RG-PSA), Capacity Building - Panchayat Sashaktikaran Abhiyan (CB-PSA), etc.

**5.1.3** Budget Announcement 2016-17: The Hon'ble finance Minister in his budget speech 2016-17 announced that "Panchayati Raj Institutions need to develop governance capabilities to deliver on the Sustainable Development Goals.



*It is, therefore, proposed to launch a new restructured scheme, namely, Rashtriya Gram Swaraj Abhiyan...”*

## 5.2 Rashtriya Gram Swaraj Abhiyan (RGSA) - 2018-19 to 2021-22:

**5.2.1** Subsequent to the announcement in the **budget speech of 2016-17**, Centrally Sponsored Scheme of RGSA was prepared based on the consultation of NITI Aayog, Central Ministries/ Departments and State Governments. The scheme was approved by the Union Cabinet on 21.04.2018 for implementation from Financial Year 2018-19 to 2021-22.

**5.2.2** The primary aim of RGSA was to strengthen PRIs for achieving Sustainable Development Goals (SDGs) with main thrust on convergence with Mission Antyodaya and emphasis on strengthening PRIs in 117 Aspirational districts.

**5.2.3** An amount of Rs.2149.10 crore was released to the States/UTs and implementing Agencies during implementation period from 2018-19 to 2021-22 for Capacity Building & Training and other admissible activities as approved under RGSA.

## 5.3 Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) - 2022-23 to 2025-26:

**5.3.1** Capacity Building & Training (CB&T) of PRIs is a continuous process, as a large number of elected members joined the PRIs after every five years. Hence, based on the recommendations of the evaluation study carried out for RGSA, the Centrally Sponsored Scheme of RGSA was

revamped, which was approved by Cabinet Committee on Economic Affairs (CCEA) on 13.04.2022 for implementation from 01.04.2022 to 31.03.2026 (co-terminus with XV Finance Commission period) at a total cost of Rs.5911 crore including Central Share of Rs.3700 crore and State share of Rs.2211 crore.

**5.3.2** The focus of the scheme of Revamped RGSA is to re-imagining Panchayati Raj Institutions as vibrant centres of local self-governance and economic growth with special focus on localization of Sustainable Development Goals (SDGs) at grassroot level adopting thematic approach through concerted and collaborative efforts of Central Ministries and State line departments with ‘whole of Government’ approach at all levels.

**5.3.3 Coverage:** Like the previous scheme of RGSA, the Revamped RGSA also covers all States and Union Territories (UTs) of the country including institutions of rural local government in non-Part IX areas.

**5.3.4 Funding pattern:** Like the previous scheme of RGSA, the scheme comprises both Central and State Components. The Central Components of the scheme is fully funded by the Government of India. However, the funding pattern for State Components is in the ratio of 60:40 among Centre and States respectively, except NE, Hilly States and UT of J&K where Central and State share is 90:10. For other UTs, Central share is 100%. The components of revamped RGSA are as under:

Components under revamped RGSA			
State Components		Central Components	
a.	Capacity Building & Training	a.	National Plan for Technical Assistance
b.	Institutional Infrastructure and Human Resource	b.	Mission Mode Project on e-Panchayat
c.	Distance learning Facility through SATCOM/IP based virtual Class room/ similar technology	c.	Incentivization of Panchayats
d.	Support for Panchayat Infrastructure (Construction of GP Bhawan & Co-location of CSC)	d.	Action Research & Publicity
e.	Programme Management Units (PMU)	e.	International Cooperation
f.	E-enablement of Panchayats	f.	NIRD&PR and other Institutes of Excellence (Agency services)
g.	Special Support for strengthening Gram Sabhas in PESA Areas		
h.	Support for Innovation (Innovative activities)		
i.	Project based support for Economic development & income enhancement		
j.	IEC Activities		
k.	Programme Management/ Administrative cost		

#### 5.4. Major objectives of Revamped RGSA:

- (i) Develop governance capabilities of Panchayati Raj Institutions (PRIs) to deliver on the Sustainable Development Goal (SDGs);
- (ii) Focus on developing the capacity of elected representatives of PRIs for leadership roles to enable the Gram Panchayats to function effectively as third tier of Government;
- (iii) Enhance capabilities of Panchayats for inclusive local governance with focus on optimum utilization of available resources and convergence with other schemes to address the issues of national importance;

- (iv) Enhance capabilities of Panchayats to raise their own source of revenue;
- (v) Promote devolution of powers and responsibilities to Panchayats according to the spirit of the Constitution and PESA Act 1996;
- (vi) Strengthen institutions for capacity enhancement of PRIs at different levels; collaborate with other Departments & stakeholders for optimal use of available training infrastructure to ensure quality standards in infrastructure facilities, human resources and outcome-based training;
- (vii) Collaboration with Academic Institute/ Institute of Excellence to support capacity building and



hand-holding for PRIs;

- (viii) Promote e-governance and other technology driven solutions to enable good governance in Panchayat administrative efficiency and improved service delivery with transparency and accountability;
- (ix) Recognize and incentivize the performance of PRIs towards attainment of SDGs;
- (x) Enhance capabilities of Panchayats through action research and publicity to reach out to multiple and diverse target groups and taking up research studies related to PRIs for assessments and informed policy decisions;

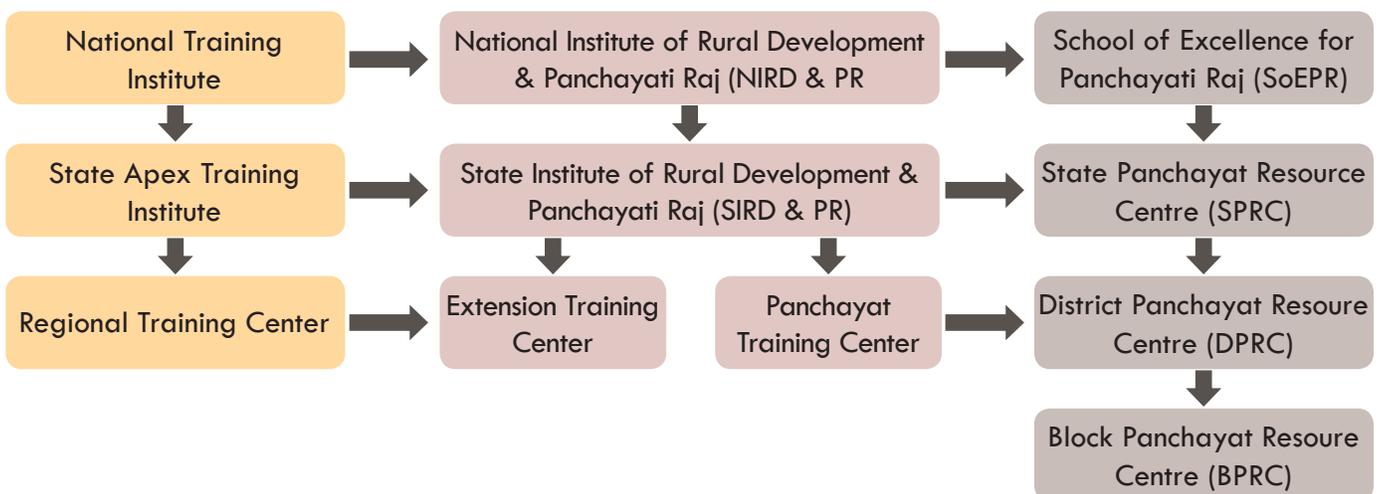
### 5.5. Capacity Building & Training (CB&T) mechanism:

**5.5.1** A strong Panchayati Raj system is critical for good governance. Hence, it is imperative to capacitate PRIs, Elected

Representative, Panchayat Functionaries and other stakeholders for ensuring overall development of rural areas through their active participation and meaningful contribution. This calls for more concerted, robust and technology driven capacity building processes for expanding reach and coverage of training, reforming governance at the Panchayat level by making it more participatory, technology and performance driven, and outcome oriented.

**5.5.2** CB&T activities are mainly conducted by NIRD&PR, SIRD&PR and other such institutions in the States/UTs in cascading mode. Funds under RGSA are released to the States/UTs and in turn States/UTs are releasing funds to the implementing agencies (SIRD&PR and other such institutions) along with matching State share for CB&T activities. The available mechanism of CB&T is as under:

#### HIERARCHY OF THE TRAINING MECHANISM





**5.6. Financial Achievements under RGSA:**

The year-wise status of no. of State AAPs approved, funds allocated at RE Stage and funds released is in **Table-5.1** below. However, the year-wise and

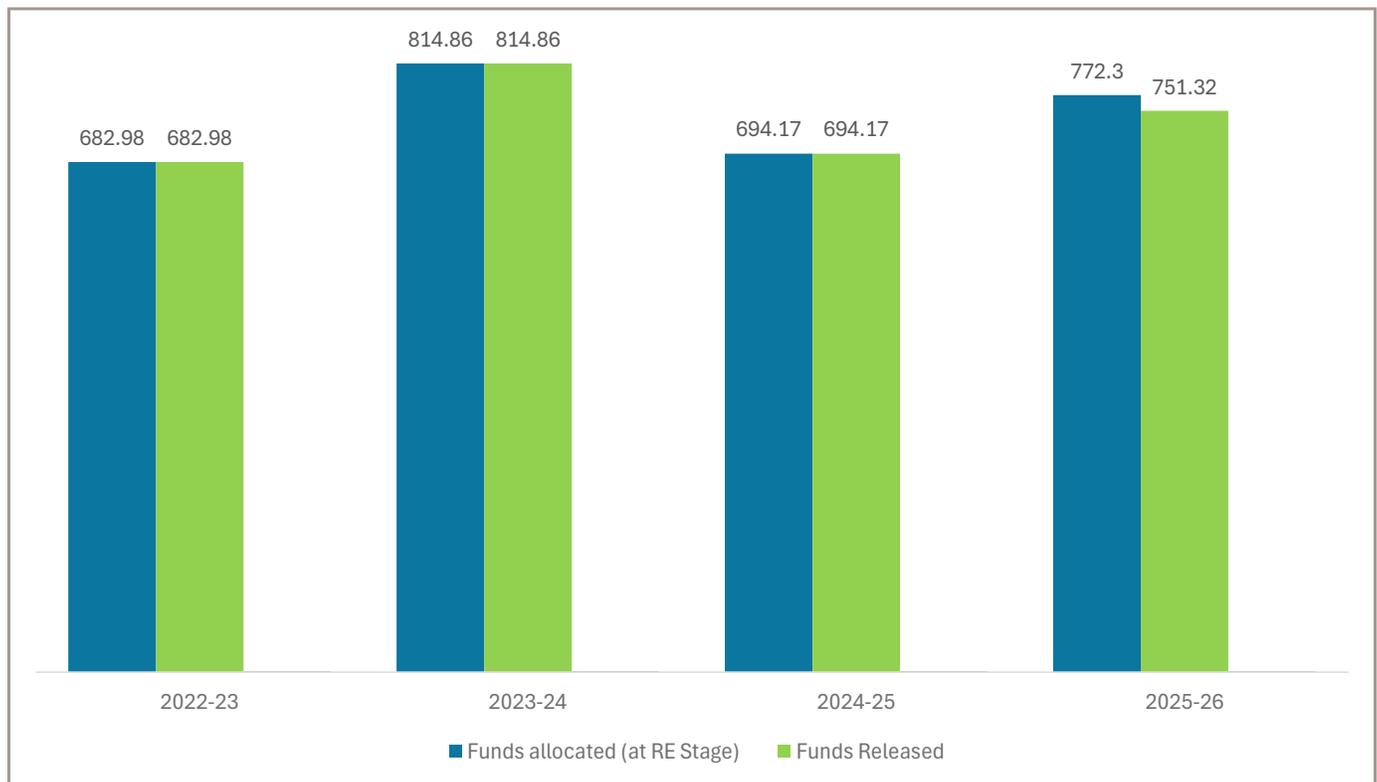
State/UT-wise details of funds released under the revamped scheme of RGSA since 2022-23 to 2025-26 (as on 31st December, 2025) is at **Annexure IV**.

Table 5.1 (Amount Rs. in Crore)				
Sl. No.	Year	Funds allocated (at RE Stage)	Funds released	% of release against RE allocation
1.	2022-23	682.98	682.98	100.00
2.	2023-24	814.86	814.86	100.00
3.	2024- 25	694.17	694.17	100.00
4.	2025-26*	772.30	751.32	97.28

\*as on 31<sup>st</sup> December, 2025

**Graph showing the Financial Progress under the Revamped Scheme**

(Amount Rs. in crores)



\*as on 31<sup>st</sup> December, 2025



**5.7. Physical Achievements under RGSA:**  
The year-wise status of the number of participants provided training under the scheme is in **Table-5.2** below.

However, the year-wise and State/UT-wise details of participant trained from 2022-23 to 2025-26 is at **Annexure-V**.

Table 5.2		
Sl. No.	Year	ERs & other stakeholders Trained
1.	2018-19	43,04,651
2.	2019-20	33,98,194
3.	2020-21	33,28,472
4.	2021-22	32,10,525
5.	2022-23	41,97,268
6.	2023-24	39,90,944
7.	2024-25	35,54,942
8.	2025-26	26,35,756*

\* as on 31st December, 2025

**5.8 Other Initiatives (Year 2025–26)**

**5.8.1. Management Development Programme (MDP)**

During 2025-26, the Ministry of Panchayati Raj organized a series of Management Development Programme (MDP) trainings aimed at strengthening administrative and leadership capacities within the Panchayati Raj system. Five programmes were conducted across premier national institutions, beginning with parallel trainings at IIT Dhanbad in Jharkhand and IIM Rohtak in Haryana from 7–11 April 2025, with

47 and 30 participants respectively. This was followed by a session at IRMA, Anand, Gujarat from 26–30 May 2025 with 25 participants, and another at IIM Jammu, J&K from 4–8 August 2025, attended by 24 participants. The latest programme in the series was held at IIM Bodhgaya, Bihar from 24–28 November 2025 with 34 participants. Collectively, these trainings engaged 160 participants and contributed significantly to enhancing managerial competencies and institutional efficacy within Panchayati Raj structures.



MDP Programme held at IIM Rohtak during 7-11 April, 2025



MDP Programme held at IIM Bodh Gaya, Bihar during 2-6 September, 2024

### 5.8.2. Model Women Friendly Gram Panchayat (MWFGP)

In continuation of the launch of “Sashakt Panchayat Netri Abhiyan” during the National Workshop held on 4–5 March 2025 in New Delhi to empower Women Panchayat Leaders with knowledge and skills on various aspects of rural governance. The campaign also saw the launch of the Model Women Friendly Gram Panchayat (MWFGP) initiative along with other initiatives for Women Led Development.

The MWFGP initiative aims to create an inclusive and gender-sensitive local governance system that ensures women’s participation, safety, rights, and empowerment at the grassroots level. In line with the broader objective of saturating all Gram Panchayats in the country across all nine themes of the Localization of Sustainable Development Goals (LSDGs), States/UTs have been guided to commence with Theme 9: Women Friendly Panchayat, by identifying one Gram Panchayat in



each district for transformation into a MWFGP. These Gram Panchayats will act as learning centres for replication of the interventions made by them among

other Gram Panchayats subsequently. So far, 330 Master Trainers at National level were trained under this initiative.



Training of Sarpanches and Panchayat Secretaries of Jharkhand on "Model Women Friendly Gram Panchayat" on 29th November, 2025



A representative Model Women Friendly Gram Panchayat of District Kinnaur, Himachal Pradesh

### 5.8.3. Capacity Building of Women Elected Representatives (WERs)

Ministry has launched comprehensive Special Training Module सशक्त पंचायत-नेत्री अभियान (Empowered Women Panchayat-Leader) Campaign for assisting the States/UTs for the Capacity Building of WERs of Panchayati Raj Institutions

to strengthen their leadership, communication & negotiation skills for effective delivery of good governance. The Module has been designed to be interactive and engaging through various games, ensuring that participants not only gain theoretical knowledge but also develop the practical



Training of Master Trainers on Specialized Training Module "Championing Change" at SIRDPR, Odisha

skills with confidence, competence and effectiveness. ToT Program on “Championing Change Empowering Women Leaders in Local Governance” for State Level Master Trainer has been organised in collaboration with Knowledge Partner: Transforming Rural India (TRI). Under this initiative, during 2025-26, the Ministry of Panchayati Raj successfully conducted a series of eight capacity-building batches for the Women Elected Representatives (WERs). The programme commenced with three consecutive batches at IIPA, New Delhi from 8–11 April, 21–25 April, and 28 April–2 May 2025, followed by

subsequent trainings at Lucknow from 19–23 May, SIRD Guwahati from 2–6 June, and SIRD Tamil Nadu from 16–20 June 2025. Further two batches were organized at IIPA, New Delhi from 14–18 July and 28 July–1 August 2025. These trainings collectively equipped elected representatives and officials with enhanced leadership, governance, and participatory planning competencies. A total of 265 participants benefitted from these eight batches, reflecting the Ministry’s continued commitment to strengthening grassroots governance and promoting inclusive participation within Panchayati Raj Institutions.



Training of Master Trainers on Specialized Training Module "Championing Change" at SIRDPR, Tamil Nadu

#### 5.8.4. Own Source Revenue (OSR) – National Training of Trainers (ToTs)

In line with the vision of ‘Viksit Bharat, the Ministry of Panchayati Raj making efforts to promote “Saksham” Panchayats by augmenting Own Source Revenue (OSR) and prioritizing intensive

training for Elected Representatives and Panchayat functionaries, along with sensitization of officials at State, District, and Block levels in the current financial year towards generation of OSR. In this regard a Module for generation of OSR by Gram Panchayat

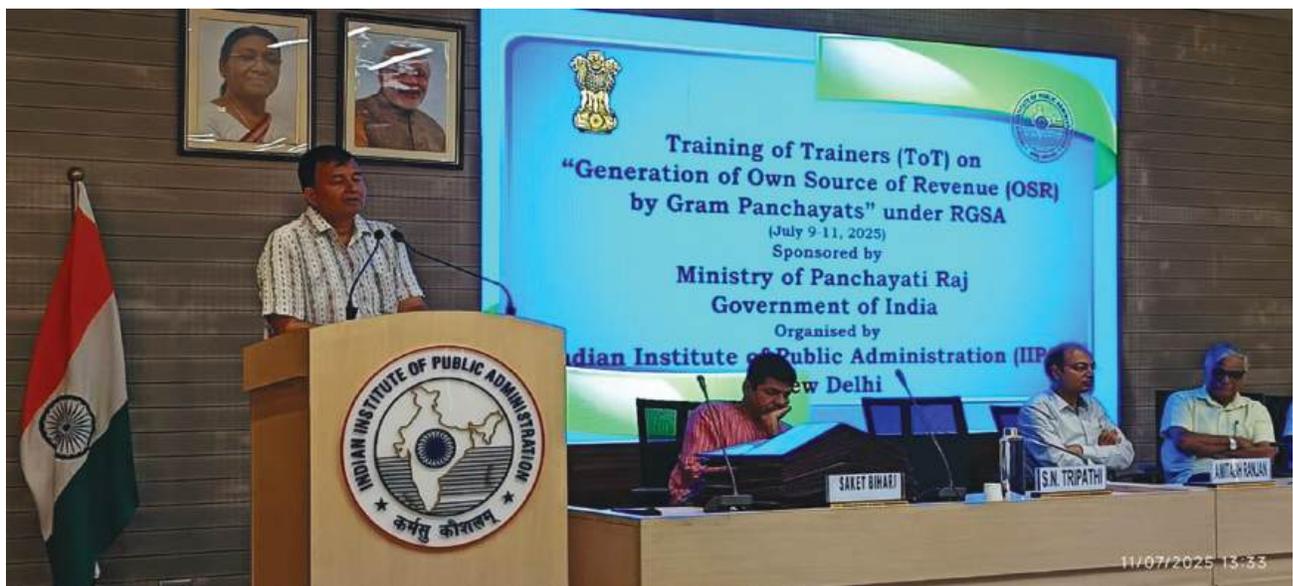


has been developed by Indian Institute of Management, Ahmedabad.

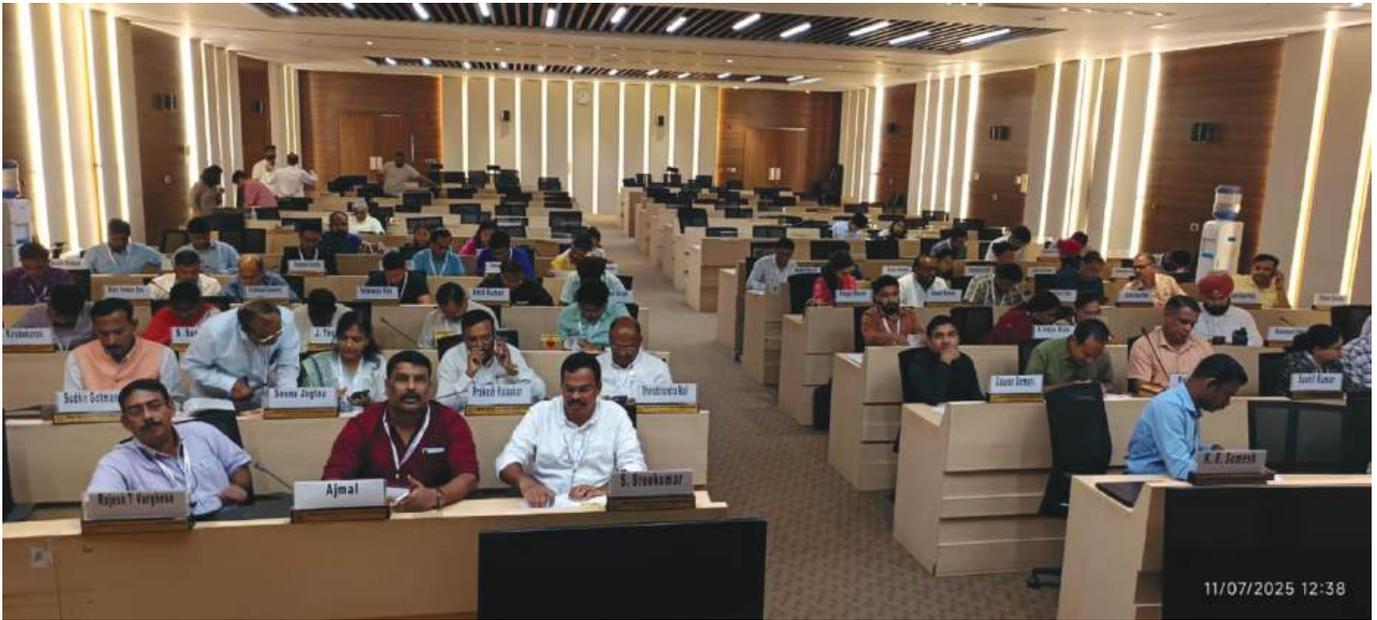
The OSR training covered a comprehensive set of modules, including a) Understanding OSR and its Legal Framework: Constitutional and state-specific provisions, tax and non-tax sources, practical challenges, b) Strategic Approaches to Enhance OSR: Lifecycle of revenue generation, social audits, innovative practices, c) Behavioural Science for Revenue Collection: Nudging techniques, compliance psychology, local engagement, d) Utilization of OSR for LSDG-linked Development: Planning and deploying resources to meet local needs, e) Innovative Financing and Project Management: Non-traditional financing models, revenue forecasting, SWOT analysis, and GPDP alignment and f) Practical Tools and Case Studies: Demonstrations, real-life examples, and community-driven financial models.

Further, the Ministry has made provisions for States/UTs to undertake capacity building and training programme for elected representatives and Panchayat functionaries on generation of OSR. At central level, Training of Trainers on the OSR module is being conducted to create a pool of Master Trainers who will further conduct OSR training at their respective States/UTs.

So far, three Training of Trainers (ToTs) on the above OSR Module has been conducted during June- August, 2025 in which 170 participants (Master Trainers) from 32 States/UTs have been trained on the OSR Module. At State level, the training on OSR has been rolled out with the aims to achieve targeted number of training envisages in the Annual Action Plan of current financial year i.e. 2025-26.



Training of Trainers on "Generation of Own Sources of Revenue by Gram Panchayats" held at IIPA, Delhi on 9th July, 2025



Training of Trainers on "Generation of Own Sources of Revenue by Gram Panchayats" held at IIPA, Delhi on 9th July, 2025





# MODEL YOUTH GRAM SABHA (MYGS) - SPECIAL INITIATIVE



panchayatnirnay.gov.in/model-youth/homepage

Government of India | Ministry of Panchayats

Model Youth Gram Sabha    Gram Sabha Link    Download    Panchayat Nirnay    MPFI Login    MYSZ Login

# Model Youth Gram Sabha

Model Youth Gram Sabha – Yuvaon se Gaon Ki Pehchaan




 भारत सरकार  
 GOVERNMENT  
 OF INDIA


 पंचायती राज मंत्रालय  
 भारत सरकार


 PANCHAYAT NIRNAY

**About Model Youth Gram Sabha**

Model Youth Gram Sabha (MYGS) is a simulated forum for School Children to participate in Model Gram Sabha sessions. To learn and experience the role played by Panchayat as Panchayat members and students of Panchayat, to experience Democracy at Grass Root Level, Plan like a Panchayat, Discuss like Panchayat Gram Sabha members about local Panchayat issues.

It shall help in promoting youth involvement in governance and strengthen participatory democracy at the grassroots level in India.



<https://panchayatnirnay.gov.in/model-youth/homepage>

## Chapter- 6

### MODEL YOUTH GRAM SABHA (MYGS) - SPECIAL INITIATIVE



#### 6.1. Introduction

The Gram Sabha, mandated under Article 243 of the Constitution, is the cornerstone of participatory democracy in rural India. However, limited awareness and consistently low participation particularly among younger populations have constrained its effectiveness as an inclusive decision-making forum. In response to this challenge, the Ministry of Panchayati Raj, in collaboration with the Department of School Education & Literacy (DoSEL) and the Ministry of Tribal Affairs (MoTA), has conceptualized the Model

Youth Gram Sabha (MYGS) initiative. Aligned with the vision of the National Education Policy (NEP) 2020, the initiative seeks to familiarise students with grassroots democratic processes by providing experiential learning through school-based simulations of Gram Sabha proceedings. The MYGS aims to cultivate informed, responsible, and engaged young citizens and to strengthen the long-term culture of participatory governance.

#### 6.2. Objectives

- (i) Enhance awareness of Panchayati



Raj Institutions (PRIs) and grassroots governance.

- (ii) Encourage youth participation in democratic processes.
- (iii) Develop leadership, communication, and analytical skills.
- (iv) Build civic responsibility, inclusiveness, and accountability.
- (v) Promote understanding of local issues and deliberative decision-making.

### 6.3 Vision and Expected Outcomes

MYGS envisions creating informed, engaged, and responsible young citizens. Expected outcomes include improved civic literacy, democratic participation, collaborative problem-solving, and stronger understanding of governance processes. The initiative fosters transparency, inclusiveness, and values of constitutional democracy among students.

### 6.4 Salient Features

- (i) Inclusivity across gender, caste, tribes, and marginalised groups: MYGS ensures participation from all social groups, including girls, SC/ST/OBC students, and tribal communities. This promotes equality and provides every student an opportunity to engage meaningfully.
- (ii) Transparent processes including structured agendas and documentation: A defined agenda is prepared and shared in advance for systematic conduct

of proceedings. All discussions and resolutions are documented to uphold transparency and uniformity.

- (iii) Participatory decision-making through open discussion and voting: Students freely present their views and deliberate on key issues affecting the community. Decisions are made through consensus or voting, reinforcing democratic practices.
- (iv) Thematic deliberations on education, health, sanitation, infrastructure, and environment: Sector-wise discussions help students analyse developmental issues in their communities. These deliberations encourage practical problem solving and informed decision-making.
- (v) Photo/video documentation and reporting through the Panchayat Nirnay Portal: Proceedings are documented through photographs and videos for official reporting. These are uploaded on the Panchayat Nirnay Portal to maintain uniform records and enable monitoring.
- (vi) Awareness campaigns through posters, announcements, and peer-led activities: Pre-Sabha awareness activities help mobilise wider student participation. These campaigns build interest and enhance understanding of the MYGS process.

## 6.5 Implementation Strategy

- i. **Preparatory Activities:** Comprehensive preparatory activities were undertaken to ensure uniform and effective implementation of the Model Youth Gram Sabha. National Level Master Trainers (NLMTs) and school teachers were trained on MYGS specialized, module, evaluation parameters and use of the Panchayat Nirnay Portal. Subsequent orientation of students included role allocation, field immersion exercises for contextual understanding, and preparation of materials and IEC content to facilitate smooth conduct of the MYGS sessions.
- ii. **Conduct of MYGS:** The Model Youth Gram Sabha was conducted as a structured simulation replicating the key stages of an actual Gram Sabha. The proceedings included an opening session, review of previous

resolutions, sectoral presentations, mock budget discussions, consideration of community-oriented proposals, open floor interactions, and formal adoption of resolutions, thereby providing students with a comprehensive experiential understanding of grassroots governance.

- iii. **Digital Integration:** Digital integration formed a key component of the initiative, with the Panchayat Nirnay Portal being utilised for uploading MYGS agendas, photographs, videos, resolutions, and related documentation in a standardised format. The portal also facilitated the issue of digitally generated participation certificates, ensuring uniformity, transparency, and streamlined reporting across all participating schools.

## 6.6 Launch and Coverage:

The Model Youth Gram Sabha (MYGS) initiative was formally launched on 30



MYGS by students of PM SHRI Jawahar Navodaya Vidyalaya, District Champawat, Uttarakhand





October 2025 with the participation of over 800 delegates, marking the commencement of nationwide implementation. The initiative covers 620 Jawahar Navodaya Vidyalayas (JNVs) and 200 Eklavya Model Residential Schools (EMRSs). In addition, 172 Zilla Parishad schools in Maharashtra and 314 Government schools in Karnataka have joined the programme, significantly expanding its outreach and impact.

### 6.7 Major Activities Undertaken

During the year, significant progress was made in operationalising the Model Youth Gram Sabha (MYGS) initiative. The Ministry of Panchayati Raj developed the conceptual framework, specialised training modules, and implementation guidelines to strengthen civic learning among students and promote their constructive engagement in grassroots democratic processes.

A structured training cascade was undertaken, beginning with the capacity-building of National Level Master Trainers (NLMTs), who subsequently trained teachers from JNVs and EMRSs on PRI processes, simulation methodology, and digital reporting. These trained teachers, in turn, oriented and trained students on the conduct of MYGS, familiarising them with roles, procedures, and

agenda-based deliberation.

The initiative was formally launched with wide stakeholder participation, leading to the commencement of school-level MYGS activities. Preparatory actions including student orientation, role allocation, agenda development, awareness activities, and field immersion were completed across participating institutions. The initiative has been rolled out in 620 JNVs and 200 EMRSs, with mock sessions conducted and documentation being uploaded on the Panchayat Nirnay Portal.

### 6.8. Evaluation, Competition, and Awards

A structured three-tier evaluation framework covering school-level, regional-level, and national-level assessments has been established to ensure uniform and objective evaluation of MYGS activities across participating institutions. Schools demonstrating exemplary performance progress to regional competitions, and subsequently to the national-level event for final assessment and recognition. Provisions have also been made for extending one-time support to schools for organising MYGS activities, along with awards and acknowledgements at the national level to promote wider participation and excellence.

### 6.8. Glimpses Model Youth Gram Sabha (MYGS)



MYGS by students of PM SHRI Jawahar Navodaya Vidyalaya, District Mandi, Himachal Pradesh



MYGS by students of PM SHRI Jawahar Navodaya Vidyalaya, District Chamoli, Uttarakhand







# Chapter- 7

## LOCALIZATION OF SUSTAINABLE DEVELOPMENT GOALS THROUGH PANCHAYATI RAJ INSTITUTIONS

### 7.1 Sustainable Development Goals (SDGs)

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 with the involvement of NITI Aayog, Central Ministries, State Governments, UN agencies specialised in respective fields, Panchayati Raj Institutions (PRIs) etc.

### 7.2 Role of Central Government in SDGs:

- I. NITI Aayog has been entrusted with the responsibility of coordinating the SDGs among the Central Ministries and the State Governments, and monitoring the progress.
- II. Ministry of Statistics and Programme Implementation

(MoSPI) is responsible for the formulation of the National Indicator Framework (NIF) to monitor the SDGs.

- III. Central Ministries and their schemes are mapped with SDGs and targets. The ministries are also responsible for providing data for the National Indicator Framework (NIF).

### 7.3 Role of Panchayats in LSDGs:

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.

#### 7.4 Outline of Recommendations:

**7.4.1** 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. Accordingly, the Ministry of Panchayati Raj has adopted the following 9 thematic approaches for localisation of SDGs.

Theme No.	Themes	Theme & SDGs (Convergence Approach)
1.	Poverty Free & Enhanced Livelihoods Village	Theme 1- SDG 1, 2, 3, 4, 5, 6, 7, 8, 10, 11, 13, 15
2.	Healthy Village	Theme 2- SDG 2& 3
3.	Child-Friendly Village	Theme 3 - SDG 1, 2, 3, 4, 5
4.	Water Sufficient village	Theme 4- SDG 6 & 15
5.	Clean & Green Village	Theme 5- SDG 6,7,12,13,14 & 15
6.	Village with Self-sufficient Infrastructure	Theme 6- SDG 1, 2, 4, 5, 6, 9 & 11
7.	Socially Just and Socially Secured Village	Theme 7- (SDG 1, 2, 5, 10 & 16)
8.	Village with Good Governance	Theme 8- (SDG 16)
9.	Women-Friendly Village	Theme 9- (SDG 1, 2, 3, 4, 5 & 8)

**7.4.2** Subsequently, the Ministry of Panchayati Raj has adopted a thematic approach towards SDG. Adopting a thematic approach will enable easy understanding; acceptance & implementation by Panchayats with community involvement. Each of these themes covers several SDGs, which in turn mapped to different ministries & schemes, adopting a thematic approach. Therefore, it will lead to convergence of resources and augment their availability at Panchayat level.

**7.4.3** The goals on these themes should be attained by 2030 in a graduated manner by embracing the following approach: (i) convergence of all flagship developmental and welfare programmes at Panchayat level, (ii) saturation of various activities in all villages in phased manner and (iii) usage of digital technology for ensuring transparency and accountability of all concerned.

**7.4.4** To bring convergence within government, the report recommended



the '*whole of government and whole of society*' approach which will set the path for convergence of various Ministries/ Departments at Centre and State levels along with active participation of community, PRI members, civil society and other stakeholders.

**7.4.5** Yearly Panchayat Development Plan is being prepared adopting thematic approach.





# PANCHAYAT DEVELOPMENT PLANS (PDPs)



Home About Campaign Calendar Achievements Reports Downloads Gallery Contact Login

**Panchayat Development Plan**  
*Sabki Yojana Sabka Vikas*  
Ministry of Panchayati Raj | Ministry of Rural Development

G20  
भारत 2023 INDIA

“Greater the Power of Panchayats  
the better for the People” -Mahatma Gandhi

**ABOUT THE CAMPAIGN**

Panchayats have been mandated for the preparation of Panchayat Development Plan (PDP) for economic development and social justice utilizing the resources available to them. The PDP planning process has to be comprehensive and based on participatory process which involves the full convergence with Schemes of all related Central Ministries / Line Departments related to 29 subjects enlisted in the Eleventh Schedule of the Constitution.

PEOPLE'S PLAN CAMPAIGN SUMMARY FOR PLAN YEAR 2026-2027

<https://gdpd.nic.in/>

# Chapter- 8

## PANCHAYAT DEVELOPMENT PLANS (PDPs)

### 8.1 Gram Panchayat Development Plan (GPDP):

- (i) Article 243G of the Constitution of India acknowledges Panchayats as institutions of local self-Government and mandates them to prepare plans for Economic Development and Social Justice including on 29 matters listed under the Eleventh Schedule. As local Government, Gram Panchayats are responsible for delivery of basic services to local citizens and address vulnerabilities of poor and marginalized ones. This can only be achieved through implementation of well thought plans through efficient and responsible utilization of available resources.
- (ii) In line of the Constitutional mandate Central Finance Commission recommends Grants to Gram Panchayats for spending the funds by preparing participatory, inclusive and convergent Gram panchayat Development Plan (GPDP). Accordingly, GPDPs are being formulated by the Gram Panchayats and uploaded on eGramSwaraj portal. It has been

envisioned that the GPDP process should be comprehensive and based on participatory process which involves convergence with schemes of concerned Central Ministries/Line Departments related to 29 subjects listed in the Eleventh Schedule of the Constitution. The Ministry prepared model guidelines for GPDP and circulated the States/UTs. Consequently, all the states notified their State specific guidelines for GPDP. The GPDPs formulated and implemented by States since then, as per their respective State guidelines and modification suggested from time to time.

### 8.2 Thematic Gram Panchayat Development Plan (GPDP):

- (i) Given that nearly 68% of India lives in rural areas, attainment of Sustainable Development Goals (SDGs) at National level will require actions at the grassroots level through Panchayati Raj Institutions (PRIs). Hence, the role of Panchayati Raj Institutions especially Gram Panchayats is very crucial in localizing the SDGs.



(ii) Accordingly, the Ministry of Panchayati Raj has adopted a thematic approach towards SDG where 9 themes have been identified. Adopting a thematic approach will enable easy understanding; acceptance & implementation by Panchayats with community involvement.

(iii) Each of these themes covers many SDGs, which in turn are mapped to different ministries & schemes, adopting a thematic approach. Therefore, it leads to convergence of resources and augment their availability at Panchayat level adopting ‘Whole of Government and Whole of Society’ approach.

The status of Gram Panchayat Development Plan (GPDP) uploaded on the portal from plan year 2018-19 is as under in table 8.1:				
Sl. No.	Year	GPs/ equivalent	GPs/ equivalent uploaded their GPDP	% of GPs/equivalent uploaded their GPDP
1.	2018-19	266946	215862	80.86%
2.	2019-20	269551	250168	92.80%
3.	2020-21	270669	251636	92.97%
4.	2021-22	269449	257700	95.64%
5.	2022-23	269550	256945	95.32%
6.	2023-24	269097	255232	94.85%
7.	2024-25	269486	255617	94.85%
8.	2025-26	269114	252727	93.91%

Source: <https://egramswaraj.gov.in/approveActionPlanData.do>

As the uploading of GPDPs has reached near saturation across the country, the Ministry’s focus has now shifted from **quantity to the quality** of the plans. It has been observed that the quality of GPDPs varies significantly among States, raising concerns about their inclusivity, effectiveness, and relevance. To address these gaps, the Ministry of Panchayati Raj (MoPR) constituted a committee to assess the current status of GPDP preparation and recommend actionable measures to enhance their quality.

The Committee’s report presents recommendations across key areas such as systemic and institutional strengthening, technological reforms, capacity building, planning processes, monitoring and accountability mechanisms, and strengthening of the Gram Sabha. Additionally, a set of assessment indicators has been developed to objectively evaluate and score the quality of GPDPs.

The quality assessment will be carried out using the following **15 indicators**:



- (i) Completion of quorum in Gram Sabha
  - (ii) Community participation in Gram Sabha meetings
  - (iii) Inclusion of SC/ST, women, specially abled and elderly groups in the planning process
  - (iv) Conduct of Bal Sabha and Mahila Sabha before the Gram Sabha
  - (v) Percentage of resources allocated to Sankalp themes
  - (vi) Alignment of Sankalp with gaps identified under PAI
  - (vii) Percentage of GPDP activities drawn from Sankalp themes
  - (viii) Updating of Panchayat profile
  - (ix) Own Source Revenue (OSR) as a percentage of Central Finance Commission Grants
  - (x) Sectoral balance of planned activities (health, education, infrastructure, social justice, water & sanitation)
  - (xi) Coverage of flagship schemes in GPDP
  - (xii) Inclusion of resources from other departmental schemes
  - (xiii) Activities planned to enhance future OSR mobilisation
  - (xiv) Number of activities proposed through convergence of funds
  - (xv) Number of no-cost activities included in the GPDP
- (i) To accelerate active people's participation in the GPDP preparation process, People's Plan Campaign is being launched from 2018 onwards. The People's Plan Campaign (PPC) is an effective strategy for ensuring the preparation of participatory Panchayat Development Plans in a campaign mode with voluntary involvement of community, elected representatives, front line workers of respective line Ministries/ Departments, SHGs, CBOs and other related stakeholders.
  - (ii) PPC 2025-26 was rolled out as 'Sabki Yojana Sabka Vikas' from 2nd October 2025. During the campaign, structured Gram Sabha/Ward Sabha/Mahila Sabha/Bal Sabha meetings are being held for preparing the thematic GPDP for the next financial year i.e. 2026-27.
  - (iii) The States/UTs has been requested to organize intensive orientation/ Capacity building on thematic GPDP of different stakeholders of State /District/ Block and Gram Panchayat level.
- 

The above indicators are being integrated in e Gram swaraj portal to get the GPDP assessed from existing PPC for plan year 2026-27.

### **8.3 People's Plan Campaign (PPC)-2025-26 for Plan Year 2026-27:**



# PANCHAYAT ADVANCEMENT INDEX



**PANCHAYAT ADVANCEMENT INDEX**



पंचायत विकास सूचकांक पोर्टल  
पंचायत उन्नति सूचकांक (पी. ए. आई.) पोर्टल  
एक विकसित लोकतांत्रिक और पर्यावरणिकी तथ के विकास की सुनिश्च प्रदान करना  
क्षेत्रीय भारत में एक, ही, जो, 2030 एजेंडा को प्राप्त करने के लिए प्रत्यक्षों के बेहतर कार्यान्वयन



भारत सरकार  
GOVERNMENT  
OF INDIA

- 1. पी. ए. आई. के बारे में
  - 2. मास्टर डेटा -
  - 3. संसाधन -
  - 4. पी. ए. आई. 1 ऑफ -
  - 5. सीखिया -
  - 6. मदद करें -
  - 7. अपने पंचायत स्कोर को जानें
- संलग्न करें

The banner features the text "PAI Portal" in a large, purple font. To the left of the text are several circular icons representing different aspects of rural development, such as education, health, and infrastructure. To the right of the text is a colorful bar chart with 15 vertical bars of varying heights and colors (red, blue, green, yellow, orange, pink, purple, cyan, red, green, yellow, red, green, yellow, red). The chart is flanked by left and right navigation arrows. Below the chart is a row of small dots, with the first dot being larger than the others, indicating the current page in a sequence.

Hindi (हिन्दी) [dropdown arrow]

<https://pai.gov.in>

# Chapter- 9

## PANCHAYAT ADVANCEMENT INDEX

- 9.1 The Ministry of Panchayati Raj has anchored the process of Localization of Sustainable Development Goals (SDGs) through adopting a thematic approach to attain the National Agenda of United Nation by 2030. To assess and monitor the incremental progress on the process of localization of SDGs at the grassroots level through Panchayats, the Ministry has formulated the Panchayat Advancement Index (PAI). The PAI is a multidimensional assessment tool designed to track the performance of Gram Panchayats based on thematic & composite scores achieved by GP across 9 themes of LSDGs.
- 9.2 PAI helps to indicate the current status of Gram Panchayats by identifying the critical gaps across themes of LSDGs and also intends to develop targeted interventions through various convergent actions to achieve the saturation level of LSDGs in Gram Panchayat and consequently, attaining UN Agenda of SDG by 2030.
- 9.3 **Significance of PAI:**
- a. **Promoting Evidence-Based Planning:** It aim to provide a data-driven approach to monitor and evaluate developmental progress. This help to ensure that resources are allocated effectively and that panchayats can identify and address specific developmental gaps.
  - b. **Encouraging Collaborative Efforts:** It impetus the necessity of collective and collaborative efforts among state line departments, Panchayats and other stakeholders of PRIs for achieving the desired developmental outcomes
  - c. **Data-Driven Rural Governance:** PAI compiles quantifiable metrics across nine SDG-linked themes in various sectors such as poverty; health 7 nutrition; education; safe drinking water; sanitation, resilient infrastructure and governance. This data support gram panchayats to identify strengths and weaknesses and plan interventions across 9 themes of LSDGs.
  - d. **Localized Development Priorities:** The PAI scores helps to tailor development initiatives to specific local needs. For instance, if a panchayat scores low on sanitation or water management, the Gram Panchayat can prioritize those sectors in its annual action plan.



- e. **Performance Monitoring and Impact Evaluation:** PAI enables tracking progress over time. Panchayats can assess whether their plans are delivering desired outcomes are attained and also adjust strategies accordingly for evidence-based governance.

**9.4 Release of PAI version 1.0 FY 2022-23**

- a. Ministry has released PAI Version 1.0 FY 2022-23 on 9th April 2025. A total of 29 States/UTs have submitted validated PAI Data covering 2.16 lakh Gram Panchayats/Equivalent to GP across India. Data for 11,712 Panchayats from five States/UTs (Meghalaya, Nagaland, Goa, Puducherry, and West Bengal) were not included due to pending validation of data. PAI v.1.0 FY

2022-23 has been computed using 435 unique local indicators and 566 corresponding data points across 9 themes of LSDGs. Based on the PAI scores and thematic scores achieved by different Gram Panchayats, each GP is graded into a performance category: Achiever (90 and above), Front Runner (75 to below 90), Performer (60 to below 75), Aspirant (40 to below 60), and Beginner (below 40).

- b. Snapshots of PAI Version 1.0 FY 2022-23: Total 699 Gram Panchayats are graded under A category followed by 77,298 Gram Panchayats in B category; 1.32,392 Gram Panchayats in C Category and 5,896 Gram Panchayats are categorized in D category.

	A+	A	B	C	D	Total GP
<b>Gram Panchayats</b>	0	699	77298	132392	5896	2,16,285

- c. The PAI v.1.0 serves as a baseline for assessment and promotes healthy competition among Panchayats. Moreover, the data collected through PAI serves as a foundation for evidence-based planning, enabling Panchayats to identify development gaps, set clear targets, and allocate resources more effectively, thus driving more strategic and impactful governance at the local level. Crucially, it enables policymakers at all levels from

State Governments to Members of Parliament to assess ground-level progress and fine-tune strategies accordingly.

**9.5 PAI Portal (www.pai.gov.in)**

Ministry has developed a dedicated portal for PAI to facilitate comprehensive data collection and data validation through an intuitive online platform ensuring real-time updates. It is designed, user-friendly with 22 vernacular languages for efficient management.

## Features of PAI Portal



PAI Portal features State Dashboard, Thematic Score Card, Gram Panchayat Score Card with the top performing Gram Panchayat/ equivalent to GP within the State and also best performing GP/equivalent to GP in 9 themes of LSDGs for public view & at different logins (State, District, Block and GP). These

features help the Gram Panchayat to analysis the status on different themes of LSDGs and empower the Panchayats for evidence based planning for rural development. The score card and other features also support in the policy level changes at different levels.

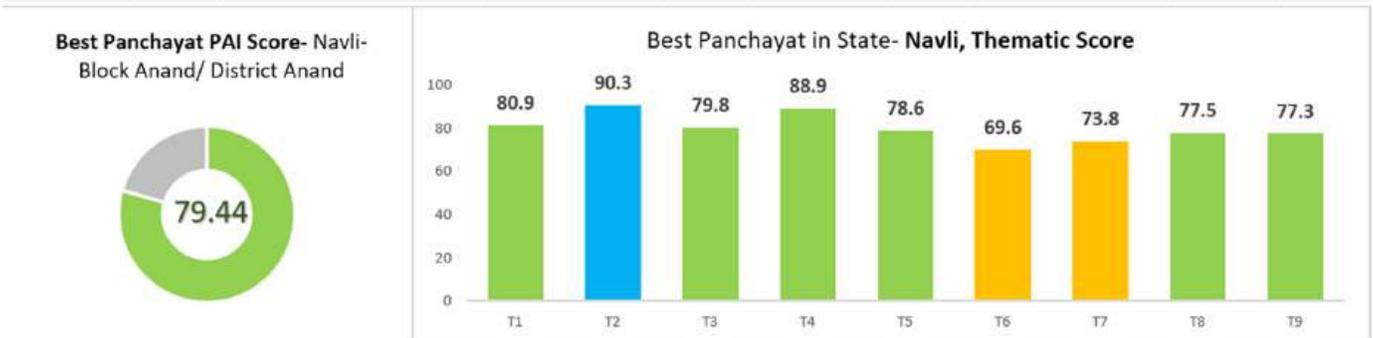


Banner of GP Report Card



GP score card

Data Validation (Count of Gram Panchayat data validation at Stages)											
State	Total GP	GP data submission at Line Dept(BNO)		GP data submission at Block		GP data submission at District		GP data submission at State		Data submitted at MoPR	
		Count	%	Count	%	Count	%	Count	%	Count	%
Gujarat	14618	14618	100%	14618	100%	14618	100%	14618	100%	14618	100%



State Dashboard



### 9.6 Dissemination of the PAI version 1.0 FY 2022-23.

Ministry has issued advisories to the States/UTs for organizing dissemination workshop with Gram Panchayat; frontline workers of the line departments; officials of PRIs and other stakeholders at State; District and Block levels. The workshops focused on disseminating the PAI scores to the stakeholders of PAI and also to build the capacity of the Gram Panchayats / Equivalent to GPs on analyzing the scores achieved in different themes of LSDGs and also develop understanding on the data accuracy at grassroots levels. States/UTs also advised to display the Score Card of GP in the Panchayat Bhawan; score card of best gram

panchayats within block and district for wider dissemination of the PAI version 1.0. During the dissemination workshops, Gram Panchayats have felicitated by the State; District for their performance in PAI v.1.0.

Sarpanch of GP felicitated in the State level Workshop of PAI by Hon'ble Minister of Panchayati Raj, Uttar Pradesh



Display of Gram Panchayat (GP) PAI score card in the Panchayat Bhawans

### 9.7 Panchayat Advancement Index v.2.0 FY 2023-24

a. The Ministry has initiated PAI Version 2.0 for FY 2023-24, focusing on rationalizing local indicators across nine LSDG themes to improve data accuracy

and quality. It aims to enhance Gram Panchayat efficiency through simplified workflows and automatic data integration from national portals of relevant Ministries and Departments. PAI version 2.0 FY 2023-24 has been





# ECONOMIC SURVEY 2025-26



Economic Survey 2025-26

of Sarpanch/Secretary, demography, finances, assets, activities taken up through the Gram Panchayat Development Plan (GPDF), and relevant information from Census 2011, SECC (Socio Economic and Caste Census) data, Mission Antyodaya survey report, etc. The portal acts as a unified interface that enhances the reporting and tracking of Panchayat activities. It decentralises the planning process to ensure development funds lead to effective outcomes.

13.56. Further, integration with the Public Financial Management System (PFMS) ensures secure, real-time payments, and AuditOnline enables transparent online audits.<sup>48</sup> So far, 2.54 lakh GPs have prepared and uploaded their GPDF for FY25 on e-Gram SWARA.I. Till October 2024, 2.21 lakh GPs or equivalent bodies (including Traditional Local Bodies) have carried out online transactions to the tune of ₹2,77,784 crore (since inception).

13.57. AI tools like SabhaSaar strengthen participatory democracy and local governance efficiency by reducing the time and effort required for manual documentation. As of November 2025, about one lakh GPs in 31 states/UTs conducted 1.38 lakh Gram Sabhas and generated automatic minutes of the meetings through SabhaSaar.<sup>49</sup>

13.58. Along with building GP capacities, it is essential to assess development at the Panchayat level. The Panchayat Advancement Index (PAI) of the Ministry of Panchayati Raj (MoPR) assesses the overall holistic development, performance & progress of over 2.5 lakh GPs across India.<sup>50</sup> This assessment helps identify shortfalls, needed capacities, and improvement strategies. This initiative advances the vision of building vibrant PRIs as hubs of governance and growth through competitive federalism, motivating officials to deliver better services while boosting community participation. The index is discussed in detail in Box XIII.2.

### Box XIII.2: Panchayat Advancement Index: A composite tool to track local SDG progress

GPs serve as the initial point of contact between citizens and governance in rural areas. Their proximity to local communities enables them to identify area-specific needs, prioritise development interventions, and ensure efficient utilisation of resources. GPs play a pivotal role in implementing government schemes and are central to achieving the SDGs at the grassroots level. Institutional mechanisms such as GPDFs, Gram Sabhas, and participatory budgeting frameworks strengthen participatory governance by contextualising national

<sup>48</sup> AuditOnline is an application rolled under the e-Panchayat Mission Mode Project by MoPR Panchayati Raj.

<sup>49</sup> SabhaSaar is an AI-enabled application which makes Gram Sabha documentation faster, easier, and in a structured format.

<sup>50</sup> PIB release by MoPR dated 9 April 2025: <https://tinnvrl.com/golacay>

The key initiative of PAI received significant national recognition with its prominent mention in Chapter 13 of the Economic Survey 2025–26, titled "Rural Development and Social Progress: From Participation to Partnership". The Survey highlights PAI as a transformative, evidence-based framework that assesses the holistic development and performance of over

2.5 lakh Gram Panchayats across the country. By systematically identifying gaps, capacity requirements, and areas for targeted intervention, PAI strengthens performance-oriented rural governance, promotes healthy competition, and advances the vision of vibrant Panchayati Raj Institutions as dynamic hubs of governance and growth.



# E-GOVERNANCE AND ICT INITIATIVES



GOVERNMENT OF INDIA | MINISTRY OF PANCHAYATI RAJ

**eGramSwaraj**  
Simplified Work Based Accounting Application for Panchayati Raj

To strengthen e-Governance in Panchayati Raj Institutions (PRIs) across the country, Ministry of Panchayati Raj (MoPR) has launched eGramSwaraj, a user friendly web-based portal. eGramSwaraj aims to bring in better transparency in the decentralised planning, progress reporting and work-based accounting.

LATEST UPDATES

Now integrated with Bhashini | Download mActionsoft App

Swachh Survekshan Grameen 2023	Bank Performance	Bank Wise Pending Details	Theme Activity Master	Weather Forecast	
Panchayat/Council Profile	95.50% 257163 GPs Profile Created	1388559 ERs Elected Representatives (Active)			
Planning & Reporting	0% 0 ZPs Uploaded ZP Plan (2023-2026)	0% 1 BPs Uploaded BP Plan (2023-2026)	0% 3642 GPs Uploaded GPOP (2023-2026)	56.34% 151616 GPs Physical Progress Ongoing	95.11% 255972 GPs Geo-tagging Initiated
English Accounting	92.82% GP & Eqav. Financial Progress Onboarding	XVFC Receipt: Rs.86211.89 Cr. Expenditure: Rs.37821.44 Cr.	Year Book Closed (2023-2024) ZPs: 627 BPs: 6300 GPs: 76813	PRIs Onboarded In Gen Total No. of GP: 269661 Total No. Of GP Onboard: 3477 Total Payment: 22812682	eGR-PFMS(2024-2025) No. Of PRIs Onboard: 263370 No. Of PRIs With Payment: 247149 Total Payment Approved: 48872.605

<https://egramswaraj.gov.in>

# Chapter- 10

## e-GOVERNANCE AND ICT INITIATIVES

10.1 E-governance seeks to re-define the relations between citizens, businesses, and other arms of government by providing citizens with easy access to information, National e- Governance Plan (NeGP) was introduced in 2006. E-panchayat project was identified as one of the mission mode projects under NeGP. A committee was then constituted by the Ministry of Panchayati Raj that

carried out extensive field studies in 2009 across the country to identify all the information and service needs. Based on the recommendations of the committee, reports on Information & Service Needs Assessment (ISNA), Business Process Re-Engineering (BPR) and Detailed Project Report (DPR) were developed for every State/UT and National level.

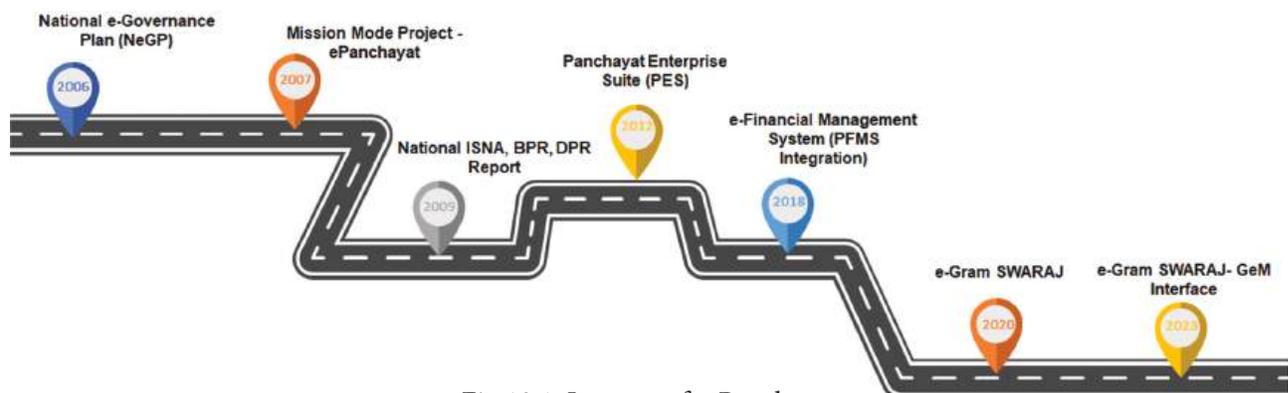


Fig 10.1. Journey of e-Panchayat

10.2 Under the e-Panchayat MMP, a suite of core common applications has been developed addressing all the aspects of Panchayats' functioning. Initially, it was planned to develop 12 core common applications under e-Panchayat MMP. The periods during which these applications were launched are as under:

- (I) National Panchayat Portal - December 2004
- (II) National Panchayat Directory (Old Version of LGD) - September 2007

- (III) PRI Profiler (Old Version of Area profiler) - December 2007
- (IV) Planplus (including Functioning of Actionsoft) - March 2008
- (V) PRIASoft (incorporating Model Accounting System) - April 2009

10.3 The grievance redressal module was later subsumed into service-plus framework and hence the number of applications was reduced to 11. Since, it would have taken some time for the data in the aforementioned



applications to stabilize; it was decided to roll out basic GIS application as GIS would be an overarching layer that would feed on data captured in the developed e-Panchayat Applications. In April 24, 2012, the Ministry of Panchayati Raj launched the following six applications:

- (i) Serviceplus
- (ii) National Asset Directory
- (iii) Actionsoft (Demarcated From Planplus)
- (iv) Meeting Management
- (v) Social Audit And
- (vi) Trainings Management

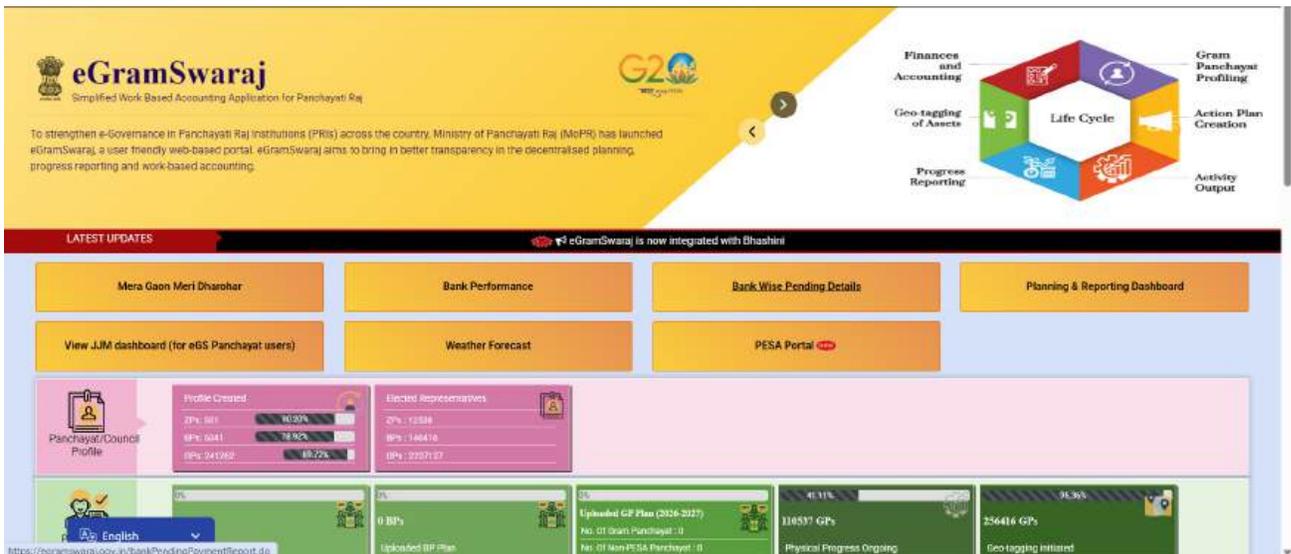
10.4 Further, in order to strengthen e-Governance in Panchayati Raj Institutions (PRIs) and to eventually ease the complexities involved in e-governance applications, a simplified work-based accounting application, eGramSwaraj, was launched on 24th April, 2020

### 10.4.1 e-GramSwaraj

(<https://egramswaraj.gov.in>):

The application has been developed by amalgamating the functionalities of panchayat applications in the e-Panchayat Mission Mode Project (MMP). It subsumes the e-FMS applications comprising of PlanPlus, Actionsoft, Priasoft and National Asset Directory (NAD) along with the area profiler application with Local Government Directory (LGD) forming the base for such a robust system along with the Public Financial Management System (PFMS).

It has been developed with an aim for tracking every expenditure incurred for each of the activities proposed under the Gram Panchayat Development Plans (GPDPs). eGramSwaraj reduced the number of data entries that Gram Panchayat user performs and brings in a more user-friendly interface with ease of navigation that makes it hassle-free for the GPS to track, monitor and modify their action plan.



(Fig 10.2- eGramSwaraj Dashboard)

### 10.4.2 e-GramSwaraj – PFMS Interface (eGSPI):

Public Financial Management System (PFMS) is common transaction-based on-line fund management and payment system and MIS for the schemes and Central Finance Commission grants of Government of India launched in the year 2020. The platform has now been extended to state governments for effecting payments of funds received directly at the state treasuries. PFMS is envisaged to track the fund disbursement from Government of India to various levels till the last level of utilization and ultimately report utilization on a real time basis.

### 10.4.3 Gram Manchitra (geo-spatial planning application (<https://grammanchitra.gov.in/>):

1. Gram Manchitra was launched by Hon'ble Minister of Rural

Development, Agriculture And Farmers Welfare & Panchayati Raj on **October 23, 2019**, on the occasion of National Panchayat Awards, 2019. The application is a Spatial Planning Application for facilitating and supporting Gram Panchayat users to perform planning at Gram Panchayat level with the use of Geo-spatial Technology. This application is also linked with Socio-economic Caste Census (SECC) report, MA gap analysis and resource envelope allocated to the Gram Panchayat.

The application is being integrated with spatial and non- spatial data from various ministries including

- (i) District Hospitals, Sub-District Hospitals,
- (ii) CHCs, PHCs And Sub-Centres (Ministry of Health And Family Welfare),



(Fig 10.3– Gram Manchitra Dashboard)



- (iii) Banking Amenities Like Bank Branches, ATM, Banking Correspondence Etc. (Department of Financial Services, Ministry Of Finance),
- (iv) Postal Facilities (Ministry Of Communication),
- (v) Schools (Department Of School Education & Literacy),
- (vi) Fair Price Shops (Ministry Of Consumer Affairs, Food & Public Distribution),
- (vii) Drinking Water Sources (Department of Drinking Water & Sanitation) And
- (viii) MGNREGS Assets Data (Ministry of Rural Development).

### 10.4.4 Audit online

(<https://auditonline.gov.in/>):

Audit online application has been developed to facilitate audit of Government Institutions online. It is envisaged that this application will strengthen the accountability process and simplify the audit process at panchayat levels. It was launched during the year 2020.

- 2. It allows for online audit of Panchayat Accounts and records detailed information about internal and external audit. This application can be used by any other department also. For States to go live on AuditOnline, States have completed pre-requisites viz. Audit flow, hierarchy data, risk-based categories etc.



(Fig 10.4– Audit Online Dashboard)

### 10.4.5 Geo-tagging of assets:

For effective monitoring, it is also imperative to have field-level monitoring and monitoring of physical progress of works. Further, supplementing to strengthening the system; geo-tagging

of assets (on completion of work) is of utmost importance.

- 2. Ministry of Panchayati Raj has developed mActionSoft – a mobile based solution to help in capturing photos with Geo-Tags (i.e. GPS

Coordinates) for the works which have asset as an output. Geo-tagging of the assets is done in all three stages viz. (i) before start of the work, (ii) during the work and (iii) on completion of work. This would provide a repository of information on all works and assets related to natural resource management, water harvesting, drought proofing, sanitation, agriculture, check dams and irrigation channels etc.

## 10.5 The Ministry had also rolled out other ICT initiatives as under:

### 10.5.1 Gram Panchayat Development Plan (GPDP) Dashboard-

<https://gdpd.nic.in>):

- Gram Panchayats have been mandated for the preparation of GPDP for economic development and social justice.
- Close to 95% Gram Panchayats are devising and uploading their GPDPs in eGram Swaraj portal.
- From FY 2021, District and Block Panchayats have also started creating their annual plans.
- Annual Mission Antyodaya survey is the baseline for evidence-based planning.
- People's Plan Campaign 2022 saw the roll out of 'Thematic GPDP Creation', to enable comprehensive theme-wise planning and uniformity in the system.

**10.5.2 Mobile App for e-Governance Applications:** In view of mass penetration of smart phones and increase in the usage of e-Governance Applications, mobile Applications on Android platform were developed for e-GramSwaraj and mActionsoft.

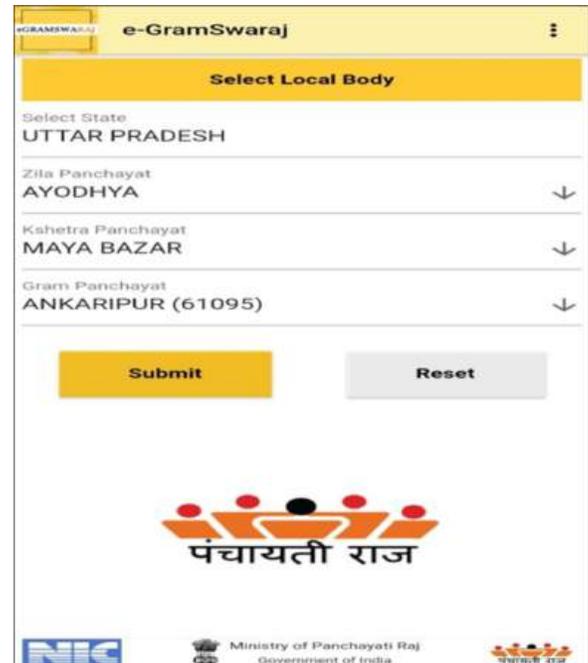


Fig 10.5. eGram SWARAJ Mobile App



Fig.10.6. – mActionSoft Mobile App



### 10.6 Panchayat Nirnay App and Desktop Application

In an endeavour to make the functioning of the Panchayats transparent the scheduling of the Gram Sabhas has been made online through the Panchayat Nirnay online application and the App. Panchayat Nirnay is a dedicated Mobile app for Management of Meetings of Panchayats including Gram Sabha Meetings. In order to increase the

participation of the citizens in Gram Sabhas, provision has been made in the App so that the App user/citizens are notified whenever a Gram Sabha Meeting is scheduled or Agenda or Minutes of Meeting are uploaded in the Panchayat Nirnay portal or Mobile App by the Panchayat which has been selected/configured by the App user. The App is available on both iOS and Android platform.



Fig. 10.7. Panchayat Nirnay Dashboard

### 10.7 Meri Panchayat

Meri Panchayat App, on the other hand, is a m-Governance platform for Panchayats as well as citizens and aims at empowering the citizens through increased access to the information on working of their Gram Panchayats. Owing to the integration of the two Apps, the Gram Sabha Meetings scheduled on the Panchayat Nirnay App are also visible in the Meri Panchayat App and any user of this App can also see the upcoming Gram Sabha meetings of his/her chosen Gram Panchayat. The App is available on both iOS and Android platform.



Fig. 9.8. Meri Panchayat App Dashboard

10.7.1 *Champion Award for “Meri Panchayat” at World Summit on the Information Society (WSIS)+20 High-Level Event 2025 in Geneva:*

“Meri Panchayat” was conferred the Champion Award under the WSIS Action Line Category on Cultural Diversity and Identity, Linguistic Diversity and Local Content at the WSIS+20 High-Level Event 2025, organized by the International Telecommunication Union in Geneva from 7 to 11 July 2025.

The award was received on behalf of the Ministry of Panchayati Raj during the event, and the Champion Certificate was formally presented to the Union Minister of Panchayati Raj in New Delhi on 21 July 2025, in the presence of the Union Minister of State for Panchayati Raj and senior officers of the Ministry. The recognition underscores the role of digital platforms in advancing inclusive governance, local content, and linguistic diversity at the grassroots level.



Champion Award for “Meri Panchayat” at WSIS+20 High-Level Event 2025 in Geneva received by NIC team on behalf of MoPR



Champion Certificate formally presented to the Hon’ble Union Minister of Panchayati Raj in New Delhi on 21st July 2025



### 10.8 e-Services:

Panchayats in many States are now electronically providing services such as issue of certificates of birth, death, income, marriage, domicile, permission for construction and trade and remittance of property and house tax etc. Maharashtra, Jharkhand and Chhattisgarh are using ServicePlus Application developed for providing services electronically. However, as most states are using State-specific software applications for providing electronic services to the people, overall use of this application has reduced.

### 10.9 Local Government Directory (LGD – <http://lgdirectory.gov.in>)

LGD application was dedicated to Nation by the Hon'ble Prime Minister of India on 24th April 2018. This application acts as a standard digital repository of unique location codes of all administrative units e.g. Revenue entities (districts, sub-districts and villages), Local Governance Bodies (Panchayats, Municipalities and traditional bodies), Development Blocks, etc.

1. Provisions to maintain up-to-date data of the administrative units has been provided to the concerned departments in the States and Union Territories.



(Fig. 10.9. LGD Application Dashboard)

### 10.10 Status of Implementation of Various Application

It has been observed that performance of States in adoption and usage of eGramSwraj and other e-Governance Applications varies on account of differentials in availability of

manpower, internet connectivity, IT infrastructure at the Panchayats and capabilities of human resource. The status of adoption of eGramSwraj and other e-Governance Applications as on 31st December 2025 are listed below:



Table 10.1

## Status of Implementation of Various Application

Name of Application	Status of Implementation
➤ LGD (in terms of GP to village mapping status)	All States have completed ~100% mapping.
<b>eGram Swaraj (Module wise performance)</b>	
➤ Planning (No. of Panchayats with approved Development plan)	For the year 2025-26, 2.53 lakh Gram Panchayats, 5520 Block Panchayat and 536 District Panchayat have uploaded their development Plan
➤ Accounting (in terms of closure of month books)	For the year 2025-26, 2.37 lakh GPs have closed month book
➤ PFMS Integration	<ul style="list-style-type: none"> <li>➤ 2.52 lakh PRIs are onboarded on eGS-PFMS</li> <li>➤ 2.22 lakh PRIs have made online payment</li> <li>➤ More than ₹ 22,769 Crores of payments have been successfully credited to the vendor accounts through eGS-PFMS for the FY 2025-26</li> <li>➤ More than ₹ 2.84 lakh Crores of vendor payments have been processed through eGS-PFMS since the time of inception</li> </ul>
➤ Reporting*(in terms of Panchayats on board)	In the year 2025-26, more than 1.3 lakh GPs reported physical progress on eGS.
➤ Geo Tagging of Assets	➤ More than 2.56 lakh GPs have initiated geo-tagging of assets in eGramSwaraj Application
➤ AuditOnline	<b>For the audit period 2021-22</b> <ul style="list-style-type: none"> <li>➤ 12,246 Auditors are registered across 26 States.</li> <li>➤ 2,63,142 Auditees are registered</li> <li>➤ 2,61,771 audit plans are prepared across 27 States</li> <li>➤ 24,84,516 observations are recorded across 27 States</li> <li>➤ 2,58,925 audit reports are generated across 27 States</li> </ul>
	<b>For the audit period 2022-23</b> <ul style="list-style-type: none"> <li>➤ 2,53,324 GP, 6,159 BP &amp; 601 ZP audit plans have been prepared across 27 States.</li> <li>➤ 27,13,803 observations are recorded across 27 States</li> <li>➤ 2,58,792 audit reports are generated across 27 States</li> </ul>
	<b>For the audit period 2023-24</b> <ul style="list-style-type: none"> <li>➤ 2,55,284 GP, 6,159 BP &amp; 600 ZP audit plans have been prepared across 26 States.</li> <li>➤ 27,75,860 observations are recorded across 25 States</li> <li>➤ 2,52,998 audit reports are generated across 25 States</li> </ul>

**For the audit period 2024-25**

- 1,95,028 GP, 4303 BP & 343 ZP audit plans have been prepared across 23 States.
- 16,13,076 observations are recorded across 18 States
- 1,26,386 audit reports are generated across 18 States

2. Apart from the Applications developed under e-Panchayat MMP, certain States have developed State specific e-Governance Applications as per their requirements. These Applications also cater to the different aspects of Panchayat functioning.

process of recording the discussion of the Gram Sabhas and the man-hours spent in drafting the MoM has been overcome with the help of this AI based tool. SabhaSaar helps in capturing the details of all the points discussed in the Gram Sabhas and enables error-free, faster and transparent preparation of the MoM.

**10.11 Significant Initiatives during FY 2025-26**

**10.11.1 SabhaSaar**

The Ministry of Panchayati Raj has taken a significant step toward improving local governance by using Artificial Intelligence (AI) to make Gram Sabha documentation faster, easier, and in a structured format. An AI tool called "SabhaSaar" has been launched to automatically generate Minutes of Meetings (MoM) from audio and video recordings of Gram Sabha meetings.

The tool was launched by the Union Minister of Panchayati Raj, Shri Rajiv Ranjan Singh alias Lalan Singh, in New Delhi on 14th August 2025, on the eve of Independence Day.

As on 31 December 2025, 94,212 Gram Panchayats across 30 States/UTs conducted 1,46,275 meetings and generated automated minutes of meetings from their Gram Sabha video/audio recordings.

All GPs in Tripura used SabhaSaar during the Special Gram Sabha on the occasion of Independence Day 2025.

The challenges faced in the earlier manual



# GRAM SABHA, STANDING COMMITTEES OF PANCHAYATS AND DEVOLUTION OF POWER TO PANCHAYATS



meetingonline.gov.in/homepage

Government of India | Ministry of Panchayati Raj

**Panchayat Nirnay Portal**  
National Initiative For Rural India To Navigate, Innovate and Resolve Panchayat decisions

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**PANCHAYAT NIRNAY**  
(National Initiative For Rural India To Navigate, Innovate And Resolve Panchayat Decisions)

**Gram Sabha Hamari Shaan,  
Gaanv Ki Ye Pehchaan**

Facilitating Decentralized Participatory Democracy  
By  
Empowering Panchayat Residents To Actively Participate In Decision Making Process In Gram Sabhas

Panchayat NIRNAY portal is a Real Time Monitoring system One out of three pillars of Local Self governance in Rural India, it

**About Panchayat NIRNAY**

Panchayat NIRNAY portal is a Real Time Monitoring system One out of three pillars of Local Self governance in Rural India; it deals with Gram Sabha Meetings- scheduling, notifying citizens with meetings agenda well in advance in Panchayat Meetings, recording and enabling panchayat decisions for ready reference, bringing about transparency and accountability of panchayat functionaries in panchayat decision making process in Panchayats. It also facilitates Panchayats for best practices sharing across the country. It facilitates a completely automated online workflow for Gram Sabha management system, substituting the manual process. The primary objective of "Panchayat NIRNAY" portal is to make the Gram Sabha meetings more participatory, transparent and vibrant.

<https://meetingonline.gov.in>

# Chapter- 11

## GRAM SABHA, STANDING COMMITTEES OF PANCHAYATS AND DEVOLUTION OF POWER TO PANCHAYATS

### 11.1 Gram Sabha

Gram Sabha is an institution for participatory and deliberative democracy, endowed with the constitutional status in terms of Article 243. The Constitution empowers States to legislate on the powers and functions of Gram Sabha. Key duties and responsibilities of Gram Sabha in States/UTs include fixing priority for development activities, discuss/ approve development plans, grant permission to incur expenditure etc. Regarding the revitalization of Gram Sabhas Ministry has advised States/UTs as under:

- (i) Frequency of Gram Sabhas to be enhanced ( minimum 6 and maximum 12 in a year)
- (ii) Quorum for attendance : 10 % of members and sub-quorum of 30 % for women members, quorum to be insisted for even the postponed meetings for want of quorum in the scheduled meeting
- (iii) Annual Calendar and District/ Block wise schedules of Gram Sabhas meetings to be prepared in advance

- (iv) Group A / Group B officers to compulsorily participate in the Gram Sabha Meetings. They are to be provided with training towards effective participation in Gram Sabhas.
- (v) Line Ministries/ Departments to make presentation on their flagship schemes in the Gram Sabhas for dissemination and deliberation.

### 11.2. Standing Committees of Gram Panchayat

In recent years, duties and responsibilities of Gram Panchayats have increased manifold. In order to distribute these duties and responsibilities, the State Panchayati Raj Acts have made provision for formation of Standing Committees. Standing Committees promote decentralization in the functioning of Panchayats. The strengthening of the Standing Committees is essential in the context of Localizing Sustainable Development Goals (LSDGs). These committees have to be constituted, in accordance with the provisions stated in the State Panchayati Raj Act and have to convene meeting within three



months from the date of election of Chairperson and vice-Chairperson of the Gram Panchayat.

In States, Gram Panchayats have constituted standing committees namely, Finance and Planning Standing Committee; Education and Public Health Standing Committee; Agriculture and Animal Resources Development Standing Committee; Industry and Infrastructure Standing Committee; Women, Child Development and Social Welfare Standing Committee. These number may vary from State to State as per the State Panchayati Raj Act. Some State Acts stipulate that Gram Panchayat can also constitute additional committee on any of the subjects not enumerated here.

### **11.3 Roles and Responsibilities of Standing Committees include:**

1. To identify the issues faced by the Gram Panchayat in the concerned sectors.
2. Recommend sector wise developmental needs to the Panchayat Committee.
3. To coordinate with various line department officials and exhorted them to attend the Standing Committee meeting.
4. To provide effective solution for the issues faced and identify the appropriate scheme through convergence mode.

5. To review the progress in implementation of the decision taken and provide necessary support during the execution of works
6. Creation of public awareness on identified issues and mobilize people for solving problem
7. Carry out discussion on specific issues in Gram Sabha and other public gathering
8. To perform its duties as monitoring committee

### **11.4 Fiscal Devolution & Devolution of Powers**

Article 243G of the Constitution of India dealing with powers, authority and responsibilities of Panchayats provides that the Legislature of a State may endow the Panchayats with powers and authority to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats for the preparation of plans for economic development and social justice; and for the implementation of schemes for economic development and social justice on 29 subjects listed in the Eleventh Schedule of the Constitution. Accordingly, 'Panchayat' is a State subject. The devolution of powers, responsibilities and resources to Panchayats is considered essential for sustainable decentralization and inclusive development.

## 11.5 Functional Activity Mapping of Functions Devolved by States to Panchayats

**3.5.1** For effective devolution there should be a clear cut delineation of functions for each level of the local government. Clarity on the role and responsibilities of the Panchayats of different tiers is provided by ‘activity mapping’, which becomes an important step in devolution of functions to the Panchayats.

**3.5.2** Functional Activity Mapping means, the unbundling of subjects or sectors and assignment of various activities to the different levels of government on the basis of clear principles of public finance and public accountability, and above all, the governance principles of subsidiarity, democratic decentralization and citizen-centricity.

## 11.6 Report titled “Status of Devolution to Panchayats in States - An Indicative Evidence-Based Ranking, 2024”

The Ministry has released a report titled “Status of Devolution to Panchayats in States - An Indicative Evidence-Based Ranking, 2024” in February 2025 to assess the effectiveness of devolution and the role of local governments in strengthening grassroots democracy. This report presents the Devolution Index, which provides the overall scores and ranks for all States/Union Territories covered under Part-IX of the Constitution, based on six identified dimensions: Framework, Functions,

Finances, Functionaries, Capacity Enhancement, and Accountability.

### Highlights of the report:

- i. The latest report, prepared by IIPA, reveals that devolution has increased from 39.9% to 43.9% between the period 2013-14 to 2021-22.
- ii. With the launch of the Rashtriya Gram Swaraj Abhiyan (RGSA) on 21.4.2018, the capacity enhancement component of the Index during this period has increased substantially from 44% to 54.6% i.e. an increase of more than 10%.
- iii. During this period, the Government of India and the States have made tremendous efforts in providing physical infrastructure to Panchayati Raj Institutions (PRIs) and have recruited officials to strengthen rural Local Bodies, with the result that the component of the Index pertaining to functionaries has seen a substantial jump of more than 10% (from 39.6% to 50.9%).

1	Karnataka
2	Kerala
3	Tamil Nadu
4	Maharashtra
5	Uttar Pradesh
6	Gujarat
7	Tripura
8	Rajasthan
9	West Bengal
10	Chhattisgarh



With the score in between 50 and 55, Andhra Pradesh, Himachal Pradesh, Madhya Pradesh, and Odisha, fall under the category of 'medium scoring States, showcasing commendable performance across all sub-indicators.

### Success Stories Reflecting Transformative Change

Uttar Pradesh's remarkable journey from 15th to 5th place exemplifies the transformative power of focused governance reforms. The state has revolutionized its accountability framework through innovative transparency initiatives and robust anti-corruption measures, setting new standards in financial accountability and audit compliance. Similarly, Tripura's impressive leap from 13th to 7th place, particularly in revenue generation and fiscal management, demonstrates how smaller states are equally capable of achieving excellence in local governance.

### 11.7 Dashboard for Functional Activity Mapping

The Ministry has initiated the process of Functional Activity Mapping with the objective to map activities relating to the 29 subjects mentioned in the 11th Schedule of the Constitution with the funds and functionaries of the three tiers of the Panchayats. Functional Activity Mapping of functions, funds and functionaries would provide clarity on the funds received and number of functionaries available at the Panchayat. This exercise would become important for the release of Sixteenth Finance Commission grants based on the status of Functional Activity Mapping achieved by the States.

Standard Operative Procedure to indicate Functional Activity Mapping in eGramSwaraj Portal developed by NIC has been shared with States/UTs for their feedback. The NIC team has made changes in the portal based on the feedback received from States/UTs and discussion held with NIC team to incorporate Central-Sector Schemes in the portal.

### Panchayat Devolution Index gains National attention in public discourse:

The Panchayat Devolution Index (PDI) received prominent coverage in The Indian Express, where it was recognised as a significant analytical framework for assessing the status of devolution to Panchayati Raj Institutions across States. The article highlighted the Index as an important tool for strengthening cooperative and competitive federalism, promoting transparency in devolution practices, and encouraging States to enhance functional, financial, and administrative empowerment of Panchayats for more effective grassroots governance.



# CENTRAL FINANCE COMMISSIONS – FISCAL DEVOLUTION





# Chapter- 12

## CENTRAL FINANCE COMMISSIONS- FISCAL DEVOLUTION

**12.1** Panchayats / Rural Local Bodies (RLBs) in the States are provided with financial devolution recommended by the Central Finance Commissions. Article 280 of the Constitution of India provides the basis for the Central Finance Commissions to assess the status of finances of the Union, States and their respective local bodies and recommend sharing of taxes as well as grants for various purposes to the States and Local Bodies.

**12.2** Article 280(3) (bb) of the Constitution inserted vide the 73rd Amendment Act States that the Union Finance Commission shall make recommendations on “the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State”.

**12.3** Subsequent to the 73rd and 74th amendments to the Constitution, Union Finance Commissions, beginning with the Tenth Finance Commission, have been recommending Awards to the Panchayats in accordance with these constitutional requirements. The Ministry of Panchayati Raj has

the mandate to enable as well as monitor effective implementation of Central Finance Commission Fiscal Devolutions to the Panchayats/ RLBs.

### **12.4. FIFTEENTH FINANCE COMMISSION(XV FC) (PERIOD 2020-26)**

**12.4.1.** Central Fifteenth Finance Commission (XV FC) submitted two reports, namely, interim report for 2020-2021 and final report for 2021-2026. The unique features of the XV FC Grants to the RLBs are as follows:

- I. Grants were allocated to all the Tiers of Panchayats/ RLBs in the States including previously excluded areas in Non-Part IX States and the tiers of Block and District Panchayats by the XIV Finance Commission.
- II. Higher level of Grants was allocated to the Panchayats / RLBs (48.56% increase) compared to the previous XIV Finance Commission (from Rs. 2,00,292 crore to Rs. 2,97,555 crore – including Rs. 60,750 crore for interim period).
- III. Identified water supply and sanitation as national priority areas, emphasizing the need for



- improved access to clean drinking water and sanitation facilities in rural areas.
- IV. Categorized local body grant allocations into two types: tied grants and untied grants.
  - V. Tied grants (about 60% of total allocations) are earmarked for specific services like water supply, sanitation, and health infrastructure.
  - VI. Untied grants can be by local bodies for 29 subjects under the Eleventh Schedule.
  - VII. Tagging the release of grants to digitization of accounts and auditing of the Panchayats /RLBs to improve transparency and accountability.
  - VIII. Insistence on due constitution of State Finance Commissions (SFCs) and implementation of their recommendations by the States towards complementing Panchayat Finances.

**12.4.2. Main features of the various categories of XVFC Grants to Panchayats / RLBs are given below in Table 12.1 :**

Table 11.1				
Sl. No.	Type of Grants	Allocation	Areas for Utilisaiton	Implementing Ministry
1.	Basic (Untied) Grants	<b>Interim Period</b> (2020-21): 50% Award Period (2021-26): 40 %	Felt needs under the 29 subjects enshrined in the XI schedule, except for salaries and other establishment costs.	MoPR
2.	Tied Grants	<b>Interim Period</b> (2020-21):50% Award Period (2021-26):60 %	To be utilised at 50 % each for National priority focus areas of Drinking Water & Sanitation/ODF. (Drinking water, rainwater harvesting and water recycling & sanitation and maintenance of ODF status). If any local body has fully saturated one category, it can utilize the funds for other category. The respective Village Assembly/ Gram Sabha to certify this duly confirmed by the supervising authority or the State Govt	DDWS (Ministry of Jal Shakti) & MoPR
3.	Health Grants	Period (2021-26) –Rs. 70,051 Crore for local bodies out of which Rs. 43,928 Crore for Panchayats/RLBs	Improvement of Health Services	Ministry of Health and Family Welfare

### 12.4.3. Allocation and Distribution of Grants:

- a. The total size of allocation of XV FC for the period FY 2020-21 is Rs. 60,750 Crore and for the period 2021-2026 is Rs. 2,36,805 crore. The inter-se distribution of the total grants among the States were based on 90:10 for population
- b. Inter- tier Distribution will be decided by the States based on the accepted recommendations of the latest State Finance Commission (SFC) and in conformity with the following bands:
  - 70-85 % for Village / Gram Panchayats
  - 10-25 % for Block/Intermediate Panchayats
- c. Intra-tier distribution to be based on population and area in the ratio of 90:10 or as per the accepted recommendations of the latest SFC. For the traditional bodies in the excluded area, the distribution will be based on population and area in the ratio of 90:10. Details of state-wise inter-tier distribution criteria is given in **Annexure VI**.

- 5-15 % for District / Zilla Panchayats
- In states with two-tier system with only Gram and District Panchayats, the distribution will be in the bands of 70-85 % for village/Gram Panchayats and 15-30% for District / Zilla Panchayats

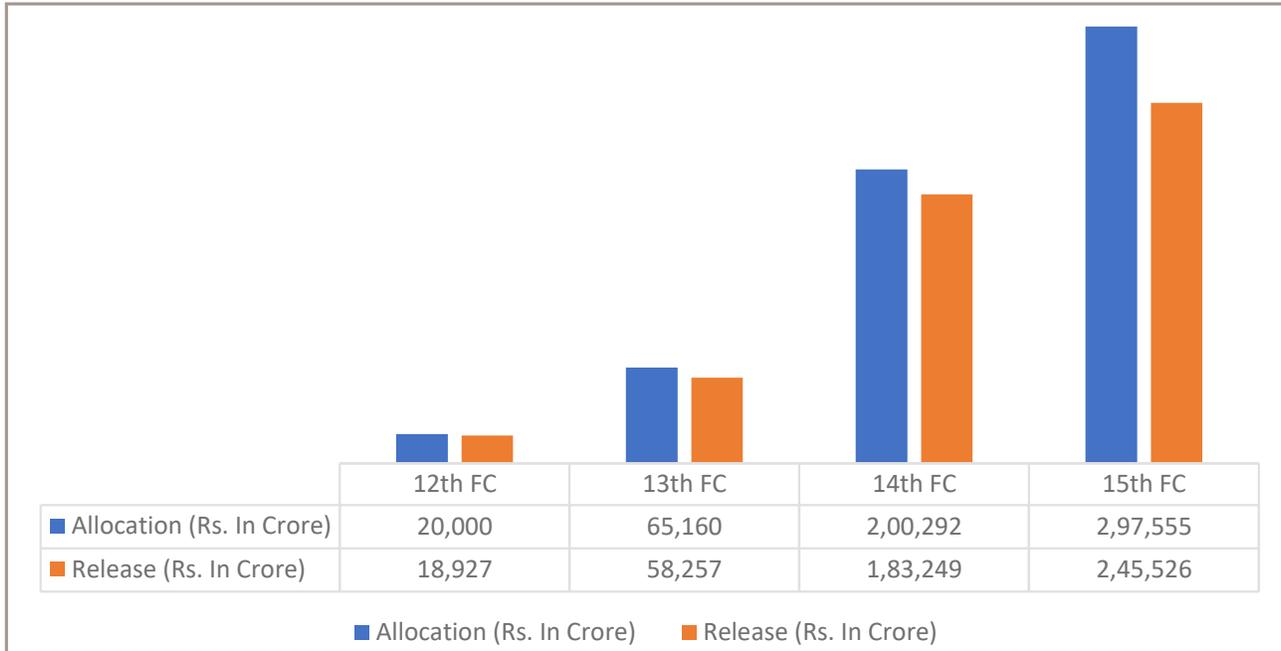
### 12. 4.4. Fifteenth Finance Commission guidelines documentation.

Document /Guidelines	URL
Chapter 7 of XV FC Final Report on “Empowering Local Governments”	<a href="https://panchayat.gov.in/finance-commission/central-finance-commissions-reports-related-to-rural-local-bodies-rlbs/">https://panchayat.gov.in/finance-commission/central-finance-commissions-reports-related-to-rural-local-bodies-rlbs/</a>
Ministry of Finance guidelines on “Implementation of recommendations of XV FC for RLBs”	<a href="https://panchayat.gov.in/notice/ministry-of-finances-operational-guidelines-for-central-finance-commission-rlbs-grants/">https://panchayat.gov.in/notice/ministry-of-finances-operational-guidelines-for-central-finance-commission-rlbs-grants/</a>
MoPR guidelines on “Indicative nature of works/activities that can be taken up by RLBs with XV FC Untied Grants”	<a href="https://panchayat.gov.in/document-category/advisories-issued-by-ministry-of-panchayati-raj-on-cfc-grants/">https://panchayat.gov.in/document-category/advisories-issued-by-ministry-of-panchayati-raj-on-cfc-grants/</a>



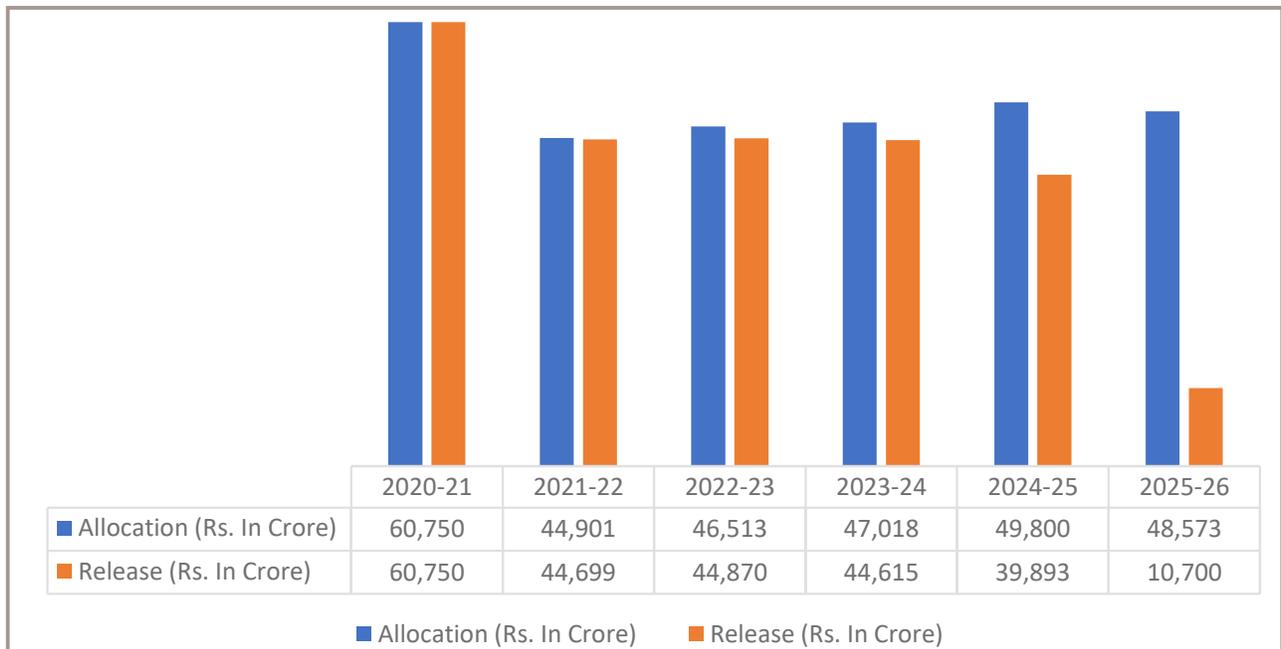
12.4.5 The State/year wise allocation and release of XV FC Grants to RLBs in the States are provided in Annexure VII.

**Data Chart for allocation and release of Central Finance Commission grant as on 31. 12.2025**



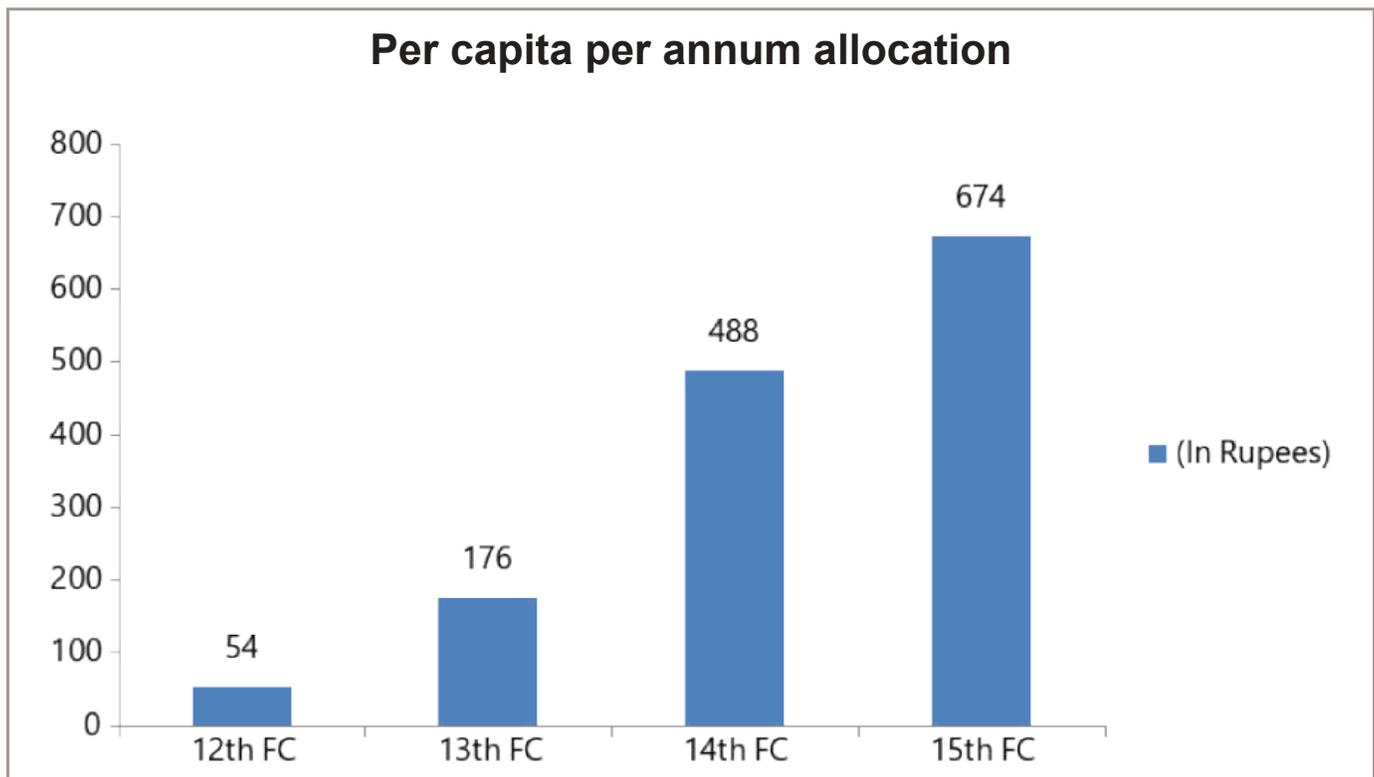
\*15<sup>th</sup> FC Grants are still being released for previous year and current year.

**Data Chart for year wise allocation and release of XV FC Grants to RLBs in the States as on 31.12.2025**



\*15<sup>th</sup> FC Grants are still being released for previous year and current year.

## Data Chart for Per capita per annum allocation of Central Finance Comissions



### 12.5. Monitoring Release and Utilisation of Fifteenth Finance Commission Grants

Steps interventions of MoPR towards monitoring timely release and utilization of XV FC Grants are as follows:

- a. Regular meetings and communication with the States towards handholding / capacity building the RLBs to fulfil all eligibility conditions for regular release of the Grants.
- b. Provision of online portal of 'eGramSwaraj (eGS)' which tracks all XV FC releases to the Panchayats/RLBs by the State as well as all payments to vendors/ service providers through the PFMS interface.
- c. Geo-Tagging of all physical assets created out of Finance Commission Grants with mobile app – mactionSoft.
- d. Enable Online Audit of Panchayats/RLBs' annual accounts through AuditOnline portal towards timely financial audits.
- e. Fifteenth Finance Commission Coordination Committee set up under the chairmanship of Secretary, Panchayati Raj to monitor the utilization of XV FC Grants and provide guidance for implementation issues to the States and RLBs.



## 12.6. STATE FINANCE COMMISSIONS

1. Article 243-I of the Constitution provides for constitution of State Finance Commissions (SFCs) which would have the terms of reference to recommend distribution of the net proceeds of the taxes, duties, tolls and fees leviable by the State between the State and the Panchayats and the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Panchayats towards own sources of revenues and state level grants-in-aids to the Panchayats in order to improve the Panchayat Finances.
2. To enable compliance of the eligibility condition of due constitution and implementation of recommendations of SFCs towards receipt of XV FC Grants from FY 2024-25 onwards, MoPR has been actively interfacing with the States towards fulfilment of this criteria. Owing to these efforts, many States have taken pro-active measures for the same.
3. All States have constituted State Finance Commission. The details of SFC are given at Annexure VIII .

## 12.7. Transitioning from a four-tier to a six-tier accounting structure

The Ministry of Panchayati Raj has undertaken a major reform in strengthening the accounting and financial governance framework of Panchayati Raj Institutions (PRIs) by restructuring and standardizing the

Head of Accounts system and aligning planned activities with their appropriate expenditure classifications. Through the work of the Committee for Optimization of Panchayat Accounts (COPA), the Ministry is transitioning from a four-tier to a six-tier accounting structure and introducing backend mapping that enables auto-generation of payment vouchers based on the nature of planned activities. This automation significantly reduces manual errors, ensures correct categorization of expenditures, and enhances transparency and accountability in public fund utilization. By implementing this standardized and technology-driven accounting system across all 29 subjects of the Eleventh Schedule, the Ministry is reinforcing fiscal integrity, improving service delivery, and advancing a more efficient and reliable financial reporting ecosystem for PRIs and Traditional Local Bodies.

## 12.8. Augmentation of Own Source Revenues of Rural Local Bodies

- I. ***Training of Trainers (ToT) program on “Generation of Own Source Revenue by Gram Panchayats” by MoPR in collaboration Indian Institute of Management, Ahmedabad:***

Own Source Revenue (OSR) represents the financial backbone of Gram Panchayats, reflecting their autonomy, accountability, and capacity to plan and deliver development independently.

Strengthening OSR is central to building Atmanirbhar Panchayats. In this context, on 23 June 2025, the Ministry of Panchayati Raj, in collaboration with Indian Institute of Management, Ahmedabad launched a three-day Training of Trainers programme on the OSR module at the Indian Institute of Public Administration, New Delhi involving 65 Master Trainers from 16 States and UTs. The training curriculum covered critical thematic areas, including: (i) Foundations of Own Source Revenue (OSR); (ii) Strategic Approaches to Enhance OSR; (iii) Behavioural Science for Better Tax Collection; (iv) Utilisation of OSR for Village Development; (v) Behavioural Science and Innovative Financing; (vi) Exploring Innovative Project Financing Options; (vii) Revenue

Forecasting and Planning for Sustainability; (viii) SWOT Analysis for Revenue Growth; (ix) Project Management for Effective GPDP Implementation.

- II. MoPR is actively involved in assisting the Rural Local Bodies (RLBs) towards augmenting their Own Source Revenues (OSR) thereby assisting in their autonomy and self-sufficiency. With this objective, the Ministry has set up a dedicated Panchayat Revenue Enhancement Cell (PREC /OSR Cell) and has launched a project under the RGSA Scheme to identify a total of 350 Gram Panchayats over the next four years commencing from November, 2025 and to transform them as Growth Centres. A Project Management Agency (PMA) has already been hired for the project.



Training of Trainers (ToT) program on “Generation of Own Source Revenue by Gram Panchayats” by MoPR in collaboration with Indian Institute of Management, Ahmedabad at IIPA Delhi



- III. The Ministry is also working on developing Model Rules for Own Source Revenue, which will assist States in formulating or revising their existing frameworks. These Model Rules are intended to adequately empower Panchayati Raj Institutions (PRIs) to enhance, manage, and effectively utilise their own sources of revenue.
- IV. The SAMARTH portal ([samarthpanchayat.gov.in](http://samarthpanchayat.gov.in)) has been developed to help Panchayats to assess, generate, and manage demands for their Own Source of Revenue (OSR). Through this platform, tax and non-tax revenues—such as house tax, market fees, hoarding permissions, building plan approvals, rents, and other miscellaneous charges—can be systematically recorded, monitored, and collected in a transparent manner. The portal is currently being implemented in a few states, with plans to scale it across the entire country in a phased manner.
- V. The Ministry has commissioned a study on "Preparation of a Viable Financial Model for Generation of Own Sources of Revenue (OSR)", which is being conducted by National Institute of Public Finance and Policy (NIPFP).

### **12.9. Disaster Management Plan for Panchayati Raj Institutions**

Subsequent to the approval by National

Disaster Management Authority, Disaster Management Plan of the Ministry was released by Hon'ble Minister of Rural Development & Panchayati Raj and shared with states. The National Institute for Rural Development and Panchayati Raj will develop training modules on this for the Elected Representatives of PRIs.

The Disaster Management Plan (DMP) for PRIs aims to enhance disaster resilience at the grassroots level, emphasizing community-based planning from the village to district Panchayat levels. The plan includes recommendations for Village Disaster Management Plans, hazard risk vulnerability assessments, flood plain zoning, and aligns efforts with the National Disaster Management Authority. Additionally, the Ministry has issued advisories on flash floods to hill States and is actively promoting Carbon Neutrality through local climate action plans and a special category in the revamped National Panchayati Raj Awards.

Additionally, Ministry of Panchayati Raj, is also in discussion with NDMA towards a joint programme on capacity building of PRIs on disaster risk resilience.

### **12.10. eGramSwarajGeM Interface**

eGramSwarajGeM Interface was launched by Hon'ble PM on 24th April 2023 on National Panchayati Raj Day. The interface has enabled all the Panchayats to utilize XV Finance

Commission grants to procure their items/services through GeM and make plans/payments through eGramSwaraj in a seamless manner. The integration will have a huge boost on rural demand and supply ecosystem as States are encouraging Self-help groups, local artisans, and handicraft makers etc. to register themselves in GeM. Further

Panchayats will benefit as all their procurements will be transparent, done at standardized rates. The adoption of this interface has currently been done by 22 States\* across India with more than 1,13,012\* Panchayats already registered on this interface (\*as on 19th November 2025).

### 12.11. Audit Online



Dashboard for AuditOnline

The XV Finance Commission, in its recommendations, has expressed concerns over the unavailability of audited accounts at the local body level. To address this critical Institutional reform, MoPR launched the AuditOnline application on 15th April 2020, for carrying out online Audits of Panchayat accounts – further strengthening the financial management and transparency of the Panchayats. AuditOnline was developed with the aim to provide a platform for carrying out online audits of Panchayat accounts and to further increase accountability

and transparency. AuditOnline not only facilitates the auditing of accounts but also provisions for maintaining audit records that have been carried out. The application is integrated with the accounting module of eGramSwaraj whereby auditors can access various information pertaining to Panchayat accounts viz. annual receipt & payment statements, consolidated abstract register, monthly reconciliation statement, voucher details, cash book report etc. One of the main unique aspects of AuditOnline; is that it is completely configurable application i.e., the



application can be modified/configured as per States' Audit process flow.

As per the Operational Guidelines for the implementation of Fifteenth Finance Commission recommendations in order to be eligible for the grants; the Rural Local Bodies (RLBs) must ensure the following conditions:

i) **For the years 2021-22 and 2022-23**, the States need to ensure that at least 25% of the Rural Local Bodies have their

audited accounts for the year before the previously available online in the public domain, i.e., 2019-20 and 2020-21 respectively.

ii) **From the year 2023-24 onwards**, all the Rural Local Bodies need to have the audited accounts of the year before previously available online in the public domain, i.e., 2022-23.

The current status on AuditOnline is tabulated below in **Table 12.1**:

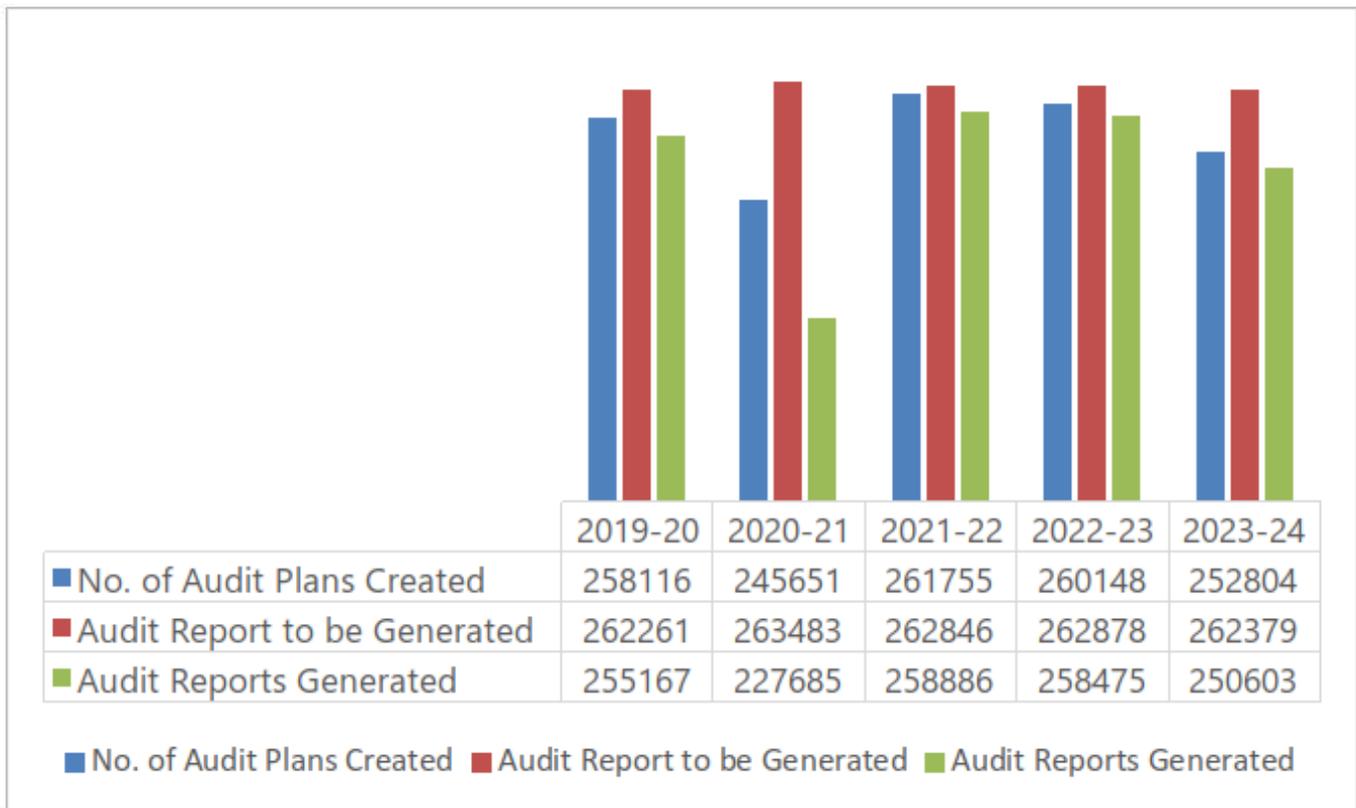
Particulars	2019-20	2020-21	2021-22	2022-23	2023-24**
No. of Registered Auditors	11,278	12,194	12,194	12,194	12,194
No. of Registered Auditees*	2,62,261	2,63,483	2,62,846	2,62,878	2,62,379
No. of Audit Plans Created	2,58,116	2,45,651	2,61,755	2,60,148	2,52,804
No. of Observations Recorded	27,03,086	22,37,441	24,84,138	27,12,551	27,64,452
Audit Report to be Generated (Target)	2,62,261	263483	262846	2,62,878	2,62,379
<b>Audit Reports Generated</b>	2,55,167 (97.2%)	<b>2,27,685</b> (86.4%)	<b>2,58,886</b> (98.4%)	<b>2,58,475</b> (98.3%)	<b>2,50,603</b> (95.5%)

(\*Panchayati Raj Institutions – Zila Panchayat, Block Panchayat & Gram Panchayat)

\*\*States are currently in the process of auditing 2022-23 & 2023-24accounts.

The State-wise progress for the audit periods 2021-22, 2022-23, 2023-24 are placed at **Annexure IX(a), IX (b) & IX (c)**.

### Data Chart of current status on AuditOnline



\*States are currently in the process of auditing 2022-23 & 2023-24 accounts

### Benefits of AuditOnline

- 1 Improves transparency, efficiency and accountability in audit process
- 2 Strengthens Financial Management & improved credibility image of Panchayats
- 3 Transition from a paper based to computer based system
- 4 Timely availability of Audited accounts



**12.12** Further strengthening the principle of accountability and transparency; the Ministry has also developed robust mechanism introducing more structured culmination to the online audit process by incorporating the Action Taken Report (ATR) Module. The aim of such an ATR Module is to bring in accountability through clarities on the actions taken by the Panchayats against the audit observations. An Action Taken Report (ATR) module on the Audit Observations shall not only strengthen the transparency and accountability at the grassroots level but also aid in ensuring that the money is being utilized for public use. This is also envisaged for the States to speed up the audit process for the Panchayat provisional accounts as soon as they are completed in the given financial year and the audit process shall soon follow in the subsequent year; and the States would be expected to complete the audits. Guidelines have also been issued in this regard to the States.

### **12.13 Standardized Auditor Certificate**

The O/o Comptroller and Auditor General

of India (C&AG) in year 2021 had release “Guidelines on Financial Audit of Panchayati Raj Institutions”. This guideline was developed with the objective of bringing clarity to Financial/ Certification Audit process and reporting requirements as being different from ‘Compliance’ and ‘Performance’ Audit. Also, these Guidelines encapsulate the framework of Financial Audit and the structure of accounts in Central Government, State Governments and Panchayati Raj Institutions. The O/o C&AG in the guideline has also prescribed a “Standardized Auditor Certificate” to be incorporated into AuditOnline.

From the audit period 2022-23 onwards, the respective primary auditors, i.e., State Audit Department, State Directorate Local Fund Audit, State AGs would generate this Standardized Auditor certificate along with the appended report and the receipt and payment statement of the corresponding PRIs. This will ensure uniformity of the audit reports and statements that are generated with clarity on the nature of observations being recorded.



# GOVERNANCE IN FIFTH SCHEDULE AREAS





# Chapter- 13

## GOVERNANCE IN FIFTH SCHEDULE AREAS

### 13.1 Constitutional Provisions on Applicability of Part IX of the Constitution to Fifth and Sixth Schedule Areas

**13.1.1:** The Fifth Schedule of the Constitution deals with the administration and control of Scheduled Areas as well as of Scheduled Tribes residing in the areas other than the States of Assam, Meghalaya, Tripura and Mizoram. Article 243M (1) of the Constitution exempts Scheduled Areas and tribal areas referred to in Clause (1) and (2) of Article 244 from application of the provisions of Part IX of the Constitution. Article 244(1) of the Constitution makes special provisions for the administration of certain areas called “Scheduled Areas” in States other than Assam, Meghalaya, Tripura and Mizoram. However, Article 243M (4) (b) empowers the Parliament to legislate and extend the provisions of Part IX to the Scheduled Areas and tribal areas

referred to in clause (1), subject to such exceptions and modifications as may be specified in such law and no such law shall be deemed to be an amendment of the Constitution for the purpose of article 368.

**13.1.2:** In terms of article 243M(4) (b) of the Constitution of India, **Parliament enacted “The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996” (called as PESA Act), for extending the provisions of Part-IX of the Constitution, with certain exceptions and modification, to the Scheduled Areas.**

**13.2:** At present, Fifth Schedule Areas exist in 10 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The details of notified Fifth Schedule Areas (FSA) are given in Table 1.1 below:

Table 13.1

#### Notified Fifth Schedule Areas (FSA)

Sl. No.	Name of the State	Villages	Panchayats	Blocks	Districts	
					Fully covered	Partially covered
1.	Andhra Pradesh	1,586	588	36	0	5
2.	Chhattisgarh	9,977	5,050	85	13	6



Table 13.1

Notified Fifth Schedule Areas (FSA)

Sl. No.	Name of the State	Villages	Panchayats	Blocks	Districts	
					Fully covered	Partially covered
3.	Gujarat	4,503	2,388	40	4	7
4.	Himachal Pradesh	806	151	7	2	1
5.	Jharkhand	16,022	2,074	131	13	3
6.	Madhya Pradesh	11,784	5,211	89	5	15
7.	Maharashtra	5,905	2,835	59	0	12
8.	Odisha	19,311	1,918	119	6	7
9.	Rajasthan	5,054	1,194	26	2	3
10.	Telangana	2,616	631	72	0	4
	Total	77,564	22,040	664	45	63

Source: Data furnished by States.

13.3 The PESA Act, 1996 provides that the State legislature shall endeavor to follow the pattern of the Sixth Schedule to the Constitution while designing the administrative arrangements in the Panchayats at District levels in the scheduled areas. The Sixth Schedule of the Constitution provides for creation of Autonomous Districts to preserve tribal autonomy and protect the cultural and economic interests of the hill tribes.

### 13.4 Salient Features of the PESA Act

**13.4.1 Powers exclusive to Gram Sabha** Every village shall have its own Gram Sabha. A village may consist of one or more habitations or hamlets comprising a community and managing its affairs in accordance with traditions and customs [Sec 4 (b)]. (In Part IX, all electors of Village Panchayat constitute a Gram Sabha)

### 13.4.2 Gram Sabha is “competent” to safeguard and preserve the

- (a) traditions and customs of the people, and their cultural identity,
- (b) community resources, and
- (c) customary mode of dispute resolution [Sec. 4(d)]

### 13.4.3 Gram Sabha has mandatory executive functions to

- (i) approve plans, programmes and projects for social and economic development [Sec 4(e)(i)]
- (ii) identify persons as beneficiaries under the poverty alleviation and other programmes [Sec. 4(e) (ii)]
- (iii) issue a certificate of utilisation of funds by the Panchayat for the plans; programmes and projects referred to in clause (e) above [Sec. 4(f)]

#### 13.4.4 Powers exclusive to Gram Sabha/ Panchayat at appropriate level

- (i) right to mandatory consultation in land acquisition, resettlement and rehabilitation of displaced persons [Sec. 4(i)]
- (ii) Panchayat at an appropriate level is entrusted with planning and management of minor water bodies [Sec. 4(j)]
- (iii) Mandatory recommendations by Gram Sabha or Panchayat at appropriate level for prospective licenses/lease, concessions for mines and minerals [Sec. 4(k), (l)]

#### 13.4.5 Powers endowed to Gram Sabha and Panchayat at appropriate level to

- regulate sale/consumption of intoxicants [Sec. 4 (m) (i)]
- ownership of minor forest produce [Sec. 4 (m)(ii)]
- prevent land alienation and restore alienated land [Sec. 4(m) (iii)]
- manage village markets [Sec.4 (m) (iv)]
- control over money lending to STs [Sec.4 (m)(v)]
- control over institutions and functionaries in social sector, local plans including Tribal sub plans and resources. [Sec. 4(m)(vi) and (vii)]

13.5 The Directive Principle of State Policy about establishment of virtual 'Village Republics' as envisaged in article 40 of the Constitution has been incorporated in the PESA Act for

the Fifth Schedule Areas. Its effective implementation will bring about the following benefits to the tribal population:

- (i) Institutionalize self-governance and people's participation in decision making. By notifying Gram Sabha at village (hamlets or group of hamlets/ habitation or group of habitations) level, people will feel more comfortable in taking part in the governance of the village.
- (ii) Reduce alienation in tribal areas as they will have control over the utilization of public resources in the village through Gram Sabha.
- (iii) Reduction of alienation and resentment among tribal population will have a positive impact in reducing left wing extremism in the districts affected by it.
- (iv) Reduce poverty and out-migration among tribal population as they will have control over natural resources such as minor water bodies, minor forest produce, minor minerals, etc. Control over and management of these resources will improve their livelihoods and incomes.
- (v) Minimise exploitation of tribal population as they will be able to control and manage money lending, consumption and sale of liquor and also village markets.
- (vi) Check illegal land alienation and also restore unlawfully alienated tribal land. This will not only reduce conflict but will also



improve socio-economic status of tribals.

- (vii) Better implementation on developmental schemes and programmes due to enhanced people's participation in planning and identification of beneficiaries.
- (viii) More accountable and responsive local administration due to control over functionaries of social sector and also power to issue utilisation certificates.
- (ix) Promotion of cultural heritage through preservation of traditions, customs and cultural identity of tribal population.

The PESA Act is given at **Annexure X-**

### 13.6 Implementation status of PESA in the States:

(i) **PESA States have adapted provisions of PESA Act, 1996:**

Nine PESA states, except Rajasthan,

have incorporated the provisions of PESA 1996 in their respective State Panchayati Raj Acts. Rajasthan, the tenth State, has notified "The Rajasthan Panchayat Raj (Modification of Provisions in their Application to the Scheduled Areas) Act 1999."

(ii) **PESA States have made PESA Rules under their Panchayati Raj laws:**

At present, Nine PESA states namely Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Rajasthan, Telangana and Jharkhand have framed their PESA Rules. Odisha has framed its draft PESA Rules.

State-wise details of adaptation of provisions of PESA Act and framing of PESA Rules are as under-

States	Provisions of PESA Act adapted on	PESA Rules notified on
Andhra Pradesh	16.01.1998	24.03.2011
Chhattisgarh	05.12.1997	08.08.2022
Gujarat	11.07.1998	17.01.2017
Himachal Pradesh	24.05.2004	26.03.2011
Jharkhand	10.05.2001	Not Notified
Madhya Pradesh	05.12.1997	15.11.2022
Maharashtra	08.08.2003 for Village Panchayat	04.03.2014
	03.01.1997 for Zila Parishad & Panchayat Samiti	

States	Provisions of PESA Act adapted on	PESA Rules notified on
Odisha	21.12.1997 for Gram Panchayat	Draft Rules notified on 10.11.2023
	By Act 16 of 1997 for Panchayat Samiti	
	By Act 17 of 1997 for Zila Parishad	
Rajasthan	30.09.1999	01.11.2011
Telangana	30.03.2018	Became a separate State on 2nd June, 2014. Adopted the PESA Rules of Andhra Pradesh, 2011 in 2014

### 13.7 Initiatives taken by MoPR for implementation of PESA Act:

**13.7.1 Regional Conferences on PESA:** This Ministry has organised two Regional Conferences on PESA on 11th and 12th January, 2024 at Pune, Maharashtra and on 4th and 5th March 2024 at Ranchi, Jharkhand to assess the progress made by the States in implementing the PESA Act and



Regional Conference on PESA on 11th and 12th January, 2024 at Pune, Maharashtra



Regional Conference on PESA on 4th and 5th March, 2024 at Ranchi, Jharkhand

to develop a common vision for its implementation at the grassroots level. It has emerged from these two recent Regional Conferences that a training manual on each key PESA subject was

pre-requisite to implement the PESA Act in letter and spirit.

**Preparation of Training Modules:** In response to the identified need for action-oriented capacity building during the regional conference, the Ministry constituted seven Committees of Officers to develop training materials on key PESA subjects: (i) Gram Sabhas, (ii) Minor Forest Produce, (iii) Minor Minerals, (iv) Land Alienation, (v) Money Lending, (vi) Intoxicants, and (vii) Customary Dispute Resolution. These materials were finalized during a National Write-shop at NIRDPR, Hyderabad on 20-21 June 2024.



### 13.7.2 National Conference on PESA

The Ministry of Panchayati Raj has organized 'National Conference on PESA Act' on 26th September, 2024 at New Delhi which saw the active participation of Minister of State for Ministry of Tribal Affairs, Ministers of Departments of Panchayat and Rural Development for Madhya Pradesh,



National Conference on PESA Act held in New Delhi on 26th September, 2024

Telangana, and Himachal Pradesh, Non Government Organisations, 35 Elected Representatives from each of ten PESA States across the three tiers, officers from concerned line departments implementing PESA at the ground level, in addition to senior and ground-level officials of the State Panchayati Raj Departments from ten PESA States.

#### Highlights of the Conference are as under:-

The Ministry has launched seven training manuals on key PESA subjects- Strengthening of Gram Sabha; Minor Forest Produce; Minor Minerals; Customary Mode of Dispute

Resolution; Control over Money Lending; Enforcement of prohibition & regulating/restricting the sales & consumption of intoxicants; and Prevention of alienation of land and

The Ministry had launched PESA-GPDP Portal to develop PESA village development plan for development of PESA Area.

**13.7.3 PESA GPDP Integration:** PESA-GPDP Portal was also launched during the National Conference on PESA 2024 in order to develop PESA village specific development plans within the Gram Panchayat Development Plan (GPDP) framework to facilitate planning and monitoring of development activities aligned with the rights and priorities of tribal communities under the PESA Act. PESA-GPDP portal enables hamlet/village wise resource allocation of Central Finance Commission grants, State Finance Commission grants, Centrally Sponsored Schemes, State Schemes and other funds in PESA GPs, which they can use to plan village wise activities.

Subject wise additional activities specific to PESA, such as Strengthening of PESA Gram Sabha, Customary Dispute Resolution, Prevention of Land Alienation, Enforcement of Prohibition and Intoxicant, Sale Management of Minor Forest Produce, Minor Minerals and Control over Money Lending, have also been added to GPDP portal for PESA area Gram Panchayats. GPs have begun planning their GPDP at village

level for financial year 2025-26 in accordance with this after the national workshop.

### 13.7.4 PESA Day celebration on 24th December 2024

The Ministry had requested all ten PESA States to celebrate 24th December 2024 as PESA Day with the objective to enhance awareness about the PESA Act and build capacity of the stakeholders for better governance, with special focus on empowering Gram Sabhas



PESA Day celebration on 24th December, 2024 at Ranchi, Jharkhand

and improving the functioning of Gram Panchayats in Scheduled Areas.

The National Level event was Chaired by Secretary, Ministry of Panchayati Raj, Government of India at Ranchi, where the local elected representatives from Schedule V areas, experts from Andhra Pradesh, Jharkhand, Maharashtra and Madhya Pradesh spent a day deliberating over the various facets of the Act and the actions needed to fill the gaps between the ideal and the real situations.

### 13.7.5 Creation of PESA State Level Master Trainers

The Ministry, in collaboration with the Anchor States, has conducted seven trainings of State Level Master Trainers on each training manual on key PESA Subjects in financial year 2024-25. The details of trainings are as under:

S. No.	Anchor State	Date	PESA training/ Manual
1.	Maharashtra	22-23 August 2024	Strengthening of Gram Sabha
2.	Andhra Pradesh	29-30 August 2024	Minor Forest Produce
3.	Chhattisgarh	2-3 September, 2024	Minor Minerals
4.	Telangana	18-19 September, 2024	Prevention of Alienation of land
5.	Madhya Pradesh	8-9 October, 2024	Control over Money Lending
6.	Himachal Pradesh	15 October 2024	Enforcement of Prohibition and Sales and Consumption of Intoxicant
7.	Odisha	22-23 October, 2024	Customary Mode of Dispute Resolution

The Ministry, vide letter dated 09.07.2025, has requested seven Anchor States to conduct 2nd round of State Level Master Trainers training program

during this Financial Year 2025-26. In response, following trainings have been completed in different States:-



S. No.	Anchor State	Dates for training	PESA training/ Manual
1.	Maharashtra	30-31 October, 2025	Strengthening of Gram Sabha
2.	Andhra Pradesh	10-11 September, 2025	Minor Forest Produce
3.	Chhattisgarh	09-10 October, 2025	Minor Minerals
4.	Telangana	11-12 November, 2025	Prevention of Alienation of land
5.	Madhya Pradesh	15-16 October, 2025	Control over Money Lending
6.	Himachal Pradesh	26 September 2025	Enforcement of Prohibition and Sales and Consumption of Intoxicant
7.	Odisha	28-29 October, 2025	Customary Mode of Dispute Resolution

**13.7.6 Formation of Centre of Excellence in Central Universities :**

The Ministry of Panchayati Raj initiated a project to form a Centre of Excellence (CoE) in Central Universities to institutionalize the efforts to implement PESA Act for tribal communities. Towards this initiative, the Ministry communicated with the Department of Higher Education to seek information about national level universities having Tribal Studies Departments and universities engaged in Tribal Studies. In response, the Department of Higher Education intimated about 16 such universities.

The Request for Proposal for the ‘Formation of Centre of Excellence in a Central University’ was circulated to 16 Central Universities. Based on the RFP, 08 proposals were received from 08 Central Universities. Subsequent scrutiny and willingness from the State Government to bear State share of the

cost, the proposal for Establishment of Centre of Excellence for PESA in Indira Gandhi National Tribal University, Amarkantak, Madhya Pradesh with GoI's share of Rs. 5,77,93,800/- for five years has been approved by the Ministry.

On 24th July 2025, the Ministry of Panchayati Raj, in collaboration with the Government of Madhya Pradesh and Indira Gandhi National



MoPR signed MoU on 24 July 2025 with Govt. of Madhya Pradesh and Indira Gandhi National Tribal University, Amarkantak, to establish a Centre of Excellence on PESA



Tribal University (IGNTU), Amarkantak, signed a Memorandum of Understanding (MoU) to establish a Centre of Excellence on PESA at IGNTU. The initiative marks a major step toward strengthening local self-governance in tribal areas and the effective implementation of the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA).

Further, the Ministry has constituted a Programme Advisory Board (PAB) to guide the Center of Excellence. The objectives of the PAB are Capacity Building of tribal communities, preservation & promotion of customary law and practices and strengthening institutional support & research.

In the second meeting held on 18th August, 2025, the PAB members have approved work plan for 2025-26 having focus on documentation of traditional/ customary mode of dispute resolution, codification of traditions and customs, documentation of best practices in tribal areas, Training Manuals, 5 model PESA Gram Sabhas in PESA States, IEC materials on PESA in local/ tribal languages. Presently, IGNTU is undergoing the work of CoE as per the approved work plan with regular coordination of MoPR and DoPR, Madhya Pradesh.

### **13.7.7 Appointment of PESA staff:**

Under the Rashtriya Gram Swaraj Abhiyan MoPR is supporting all 10 PESA states to appoint dedicated staff

to work on implementation of PESA at State, District, Block and Gram Panchayat level. More than 16,000 dedicated staff is working across the states to implement PESA at the ground level.

### **13.7.8 Creation of PESA Cell in MoPR:**

A PESA Cell has, [having regular (Ministerial) staff of one US, one SO and two ASOs,] been created in the Ministry w.e.f. September 2024 to enhance the implementation and oversight of the PESA Act in Scheduled Areas. Four consultants, from background of Social Sciences, Legal & Finance, have also been engaged by the Ministry for PESA Cell.

### **13.7.9 Sarhul Mahotsav 2025 under the initiative Hamari Parampara Hamari Virasat**

The Ministry of Panchayati Raj in collaboration with the Government of Jharkhand has organised Sarhul Mahotsav under the initiative “Hamari Parampara Hamari Virasat” at Rang Bhawan, Akashwani Bhawan Complex, New Delhi on 4th April 2025. This momentous event was inaugurated by Prof. S. P. Singh Baghel, Hon’ble Union Minister of State for Panchayati Raj in the august presence of Shri Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj and other Senior officers of the Jharkhand Panchayati Raj Department and over 560 tribal representatives from Jharkhand, dedicated to the 150th Birth



Sarhul Mahotsav under “Hamari Parampara Hamari Virasat” organized by MoPR with Govt. of Jharkhand at Rang Bhawan, New Delhi, on 4 April 2025

Anniversary Year of Bhagwan Birsa Munda, celebrating and honouring tribal heritage at the national level.

This initiative is a tribute to the invaluable wisdom of Jharkhand’s tribal communities and a fitting dedication on to Bhagwan Birsa Munda’s legacy. It aims to bridge the rich tribal heritage with the aspirations of a sustainable modern society, fostering a deep appreciation for the traditions that have safeguarded harmony and balance for centuries.

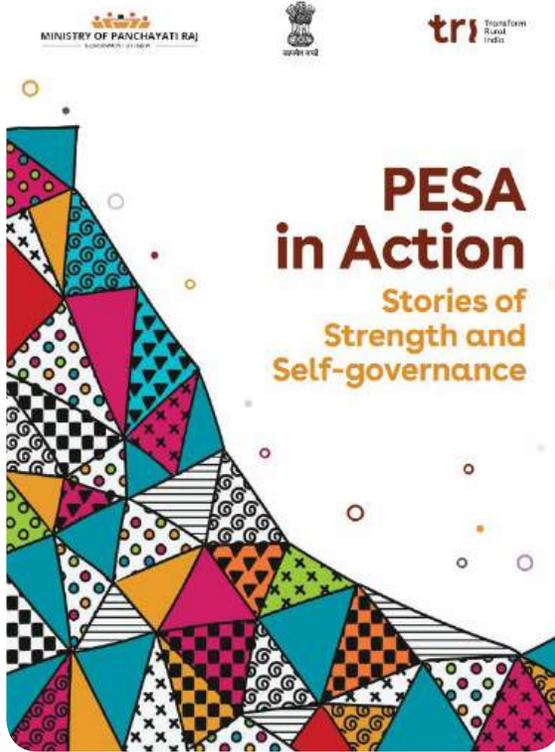
In this regard, the Government of Jharkhand (GoJ), with support from the Ministry of Panchayati Raj (MoPR), Government of India, has launched an ambitious and unique initiative titled

“Hamari Parampara Hamari Virasat” to preserve and document the rich heritage of the tribal community. Launched on Republic Day this year, the program aims to record the vibrant history and cultural practices of 20,300 villages across Jharkhand. To date, 2,800 villages have taken a pledge to contribute to this initiative.

### 13.7.10 Compendium of best-practices on PESA:

In order to enable sharing of exemplary practices with regard to use of PESA powers by Gram Sabhas and Panchayats, MoPR organized a two days write-shop on 13th & 14th May, 2025 at Yashwantrao Chavan Academy of Development Administration (YASHADA) Pune, Maharashtra in which experts, PESA officials and the representatives in the domain of Panchayati Raj Institutions across Chhattisgarh, Madhya Pradesh, Gujarat, Orissa, Andhra Pradesh, Maharashtra, Jharkhand, Telangana and Rajasthan participated.

Total of 40 best-practices from all 10 PESA states were received by the Ministry which has been published in form of a compendium in both English and Hindi language entitled “PESA in Action: Stories of Strength and Self-Governance” which was released in a program held in Bhopal, Madhya Pradesh on 24th July, 2025. This compendium carries 40 success stories from all 10 PESA States. These success stories are clear evidence that the PESA Act is getting implemented on ground

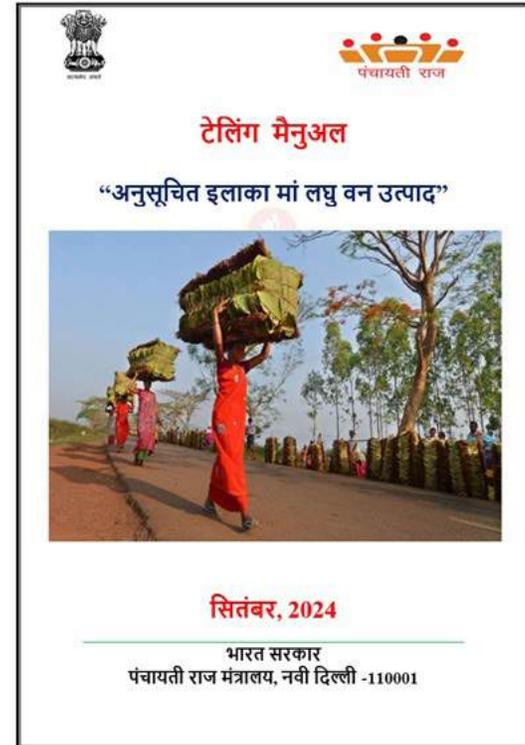


level and Gram Sabhas in PESA Areas are exercising the powers conferred to them by State PESA rules.

On the basis of these success stories, the Ministry of Panchayati Raj has also got six videos made on them which have been uploaded on YouTube page of the Ministry for wider circulation.

### 13.7.11 Translation of training manuals on PESA in local / tribal languages

Ministry is in the process of getting training manuals on PESA translated in local / tribal languages. Andhra Pradesh and Telangana have completed the translation of all seven manuals into Telugu, while Maharashtra has completed translation of four manuals in Marathi. The Ministry of Panchayati Raj has also approached Bhashini, which has shared translated versions of



the PESA training manuals in Gujarati, Marathi, Odia, and Santhali. These have been forwarded to the respective States for proofreading and vetting after which they would be formally launched.

Additionally, the PESA Cell of the Ministry of Panchayati Raj has collaborated with the Ministry of Tribal Affairs to facilitate the translation of specific modules—Strengthening of PESA Gram Sabha, Minor Forest Produce and Prevention of Alienation of Land—in tribal languages including Santhali, Mundari, Gondi and Bhili, utilizing the Aadi Vaani Portal of MoTA. The translations of the manuals into Santhali, Gondi, Bhili, and Mundari have been completed.

### 13.8 Organisation of the PESA Mahotsav

**13.8.1** The Ministry of Panchayati Raj organised a two-day PESA



Mahotsav on 23–24 December 2025 at Visakhapatnam, Andhra Pradesh, with the objective of connecting tribal youth, promoting leadership skills, providing national recognition to tribal culture, and strengthening the spirit of “Meri Parampara, Meri Pahchaan”.

13.8.2 For the first time since the enactment of The Provisions of the

Panchayats (Extensions to Scheduled Areas) Act, 1996 (PESA), a single platform brought together tribal Panchayat representatives, youth, sportspersons, artisans, cultural performers and administrators from all ten PESA States, namely Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya



Ministry of Panchayati Raj organised a two-day PESA Mahotsav on 23–24 December 2025 at Visakhapatnam, Andhra Pradesh



Union Minister of State for Panchayati Raj, Prof. S. P. Singh Baghel addressed the participants through a video message on PESA Day (24 December 2025)

Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The Mahotsav uniquely combined policy, culture, sports and capacity-building, moving beyond conventional conferences or workshops.

**13.8.3** Union Minister of State for Panchayati Raj, Prof. S. P. Singh Baghel, addressed the participants through a video message on PESA Day (24 December 2025), highlighting the constitutional backing provided by PESA Act, 1996, for tribal rights over land, water, forests and natural resources, and emphasising effective grassroots implementation.

**13.8.4** For the first time Sports events such as Kabaddi, Archery, PESA Run

and Tribal Demonstration Games (Which highlights the rich diversity of indigenous sports practiced across tribal regions) included Puli Meka from Andhra Pradesh, Gedi Doud from Chhattisgarh, Cholo from Himachal Pradesh, Sikor from Jharkhand, Pithool from Madhya Pradesh, Mallakhamb from Maharashtra, Chakki Khel from Odisha, Tug of War from Rajasthan, and Uppanna Barelu from Telangana were organised, along with exhibitions of tribal food, crafts, art and culture, creating an integrated platform that celebrated tribal physical traditions, livelihoods and cultural heritage within the framework of grassroots governance.



Team from Himachal Pradesh displaying cultural dance at PESA Mahotsav on 23–24 December 2025 at Visakhapatnam, Andhra Pradesh



**13.8.5** The event was also unprecedented in institutional outcomes, with the launch of multiple first-ever PESA-focused tools, including the PESA Portal, PESA Indicators, Training Manuals on PESA in tribal languages, and an e-book on the 'Panchayat Dharohar' of Kinnaur district of Himachal Pradesh by Shri

Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj and Shri Shashi Bhushan Kumar, Principal Secretary, Panchayat Raj & Rural Development Department, Government of Andhra Pradesh in the presence of senior officers of the Ministry of Panchayati Raj and the Government of Andhra Pradesh.



Sports events held at PESA Mahotsav on 23–24 December 2025 at Visakhapatnam, Andhra Pradesh

**13.8.6** Special Gram Sabhas were held in 10 places of Andhra Pradesh on 10 themes of PESA (Strengthening of Gram Sabhas, Ownership of Minor Forest Produce, Minor Minerals, Control

over money lending etc.) by elected representatives from all 10 PESA States. Local people had also participated in these Gram Sabhas.



# PANCHAYAT ELECTIONS





# Chapter- 14

## PANCHAYAT ELECTIONS

### 14.1 Provisions in Constitution on Panchayats

Part IX of the Constitution incorporates the following mandatory provisions for Panchayats:-

- (i) Three tiers of Panchayats except in States with population below 20 lakhs.(Article 243-B)
- (ii) Direct election to seats at all three tiers of Panchayats and indirect election to officers (Article 243C)
- (iii) Indirect elections for chairpersons of Block and District Panchayats [Article 243C(2)]
- (iv) Reservation in seats for the Scheduled Castes and Scheduled Tribes in proportion to their respective population [Article 243 D(1)];
- (v) Reservation of not less than one third seats and offices of chairpersons for women including within SC and ST reservations [Article 243D(3)]
- (vi) Rotation of reserved seats and offices of Chairpersons [Article 243D(4)]
- (vii) Election to Panchayats every five years [Article 243 E]
- (viii) To constitute the State Finance Commissions [Article 243-I] every five years to review the

financial position of Panchayats and make recommendations to Governor regarding distribution between the State and Panchayats of taxes, duties, tolls etc.

- (ix) Setting up of State Election Commission (SEC) and vesting the superintendence, directions and control of the preparation of electoral rolls for and the conduct of all election to the Panchayats in SEC [Article 243K]

### 14.2 Compulsory conduct of Elections:

- i. Timely conduct of Panchayat Elections is an essential prerequisite for the effective democratic functioning of Panchayati Raj Institutions (PRIs).
- ii. In terms of Article 243E of the Constitution of India, every Panchayat, unless sooner dissolved under any law for the time being in force, shall continue for five years from the date appointed for its first meeting and no longer.
- iii. An election to constitute a Panchayat shall be completed before the expiry of its duration of five years or before the expiration of a period of six months from the date of its dissolution. Every States/ UTs, covered under Part-IX of the Constitution, shall have a State



Election Commission, constituted under Article 243K of the Constitution, who is responsible for superintendence, direction and control of the preparation of electoral rolls for, and the conduct of, all elections to the Panchayats. Thus, State Election Commissions play important role in holding panchayat elections on time.

#### 14.3 State/UT wise status of elections to Panchayati Raj Institutions (PRIs)

- (I) Election in 2025: Dadra & Nagar Haveli and Daman & Diu (Nov, 2025), Arunachal Pradesh (Dec, 2025), Goa (Dec, 2025 for ZP), Karnataka (Dec, 2025, GP), Kerala (Dec, 2025), Rajasthan (2025 for 11310 GPs, 222 BPs, 21 ZPs)
- (II) Elections in 2026 and beyond: Andhra Pradesh (2026), Bihar (2026), Gujarat (2026 for 10120 GPs, 231 BPs, 31 ZPs, 2030 for 4564 GPs, 3 BPs), Himachal Pradesh (2026), Uttar Pradesh (2026), Jammu & Kashmir (February, 2026 for DP), Rajasthan (2026 for 10 GPs, 130 BPs, 12 ZPs), Goa (2027 for GP) Jharkhand (2027), Haryana (2027), Madhya Pradesh (2027), Odisha (2027), Sikkim (2027), Uttarakhand (2027 Haridwar), Andaman and Nicobar Island (March, 2027), West Bengal (2028), Tripura (2029), Punjab (2029), Assam (2030), Chhattisgarh (2030), Uttarakhand (2030 except Haridwar)

- (III) Election delayed: Puducherry (2011), Karnataka (2021 for BP & ZP), Maharashtra (2022 for BP & ZP), Manipur (2022), Lakshadweep (Dec., 2022 for GP, Jan., 2023 for ZP), Gujarat (2023 for 121 GPs, 4 BPs, 2 ZPs), Jammu & Kashmir (January, 2024 for GP & BP), Ladakh (Jan, 2024), Telangana (2024), Tamil Nadu (Jan, 2025).

The Ministry issues advisories to the States/UTs, where Panchayat elections are delayed, with the request to take all possible steps to hold the delayed Panchayat elections in conformity with the Constitutional provisions.

#### 14.4 Reservation for women in PRIs:

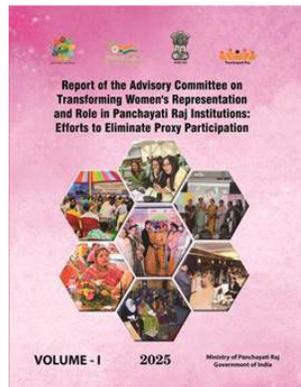
- i. Article 243D of the Constitution of India ensures participation of women in PRIs by mandating not less than one-third reservation for women out of total number of seats to be filled by direct election and number of offices of chairpersons of Panchayats.
- ii. As per the information available with the Ministry, 21 States such as Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttarakhand and West Bengal, and 2 UTs such as UT of Lakshadweep and UT of Dadra & Nagar Haveli and Daman & Diu, have made

provisions of 50% reservation for women in PRIs in their respective State Panchayati Raj Acts.

- iii. In respect of remaining States/UTs, Constitutional provision as prescribed in Article 243D applies (i.e. one-third of total seats).

#### 14.5 Advisory Committee to examine the issues of Women Pradhans being represented by the male members of their families and also examine other issues related thereto:

An Advisory Committee has been constituted on 19.09.2023, under the chairmanship of Sh. Sushil Kumar, Secretary (Rtd.), Ministry of Mines to examine the issues of Women Pradhans being represented by the male members of their families and also examine other issues related thereto. This Committee has been constituted in pursuance of the Hon'ble Supreme Court's Order dated 06.07.2023 in the case of W.P. (C) No. 615/2023 as well as to consider the remedy sought by the petitioner vide its representation dt. 09.08.2023 sent to this Ministry.



The Committee has submitted the Report with recommendations to the Ministry on 5th February, 2025 and the same has been accepted by the Ministry. The broad recommendations, as suggested by the Advisory Committee, are as under:

- i. Policy Interventions and Structural

Reform including initiatives such as gender-exclusive quotas in some Panchayat subject committees, ward-level committees (like Kerala); Annual Award for Anti Pradhan Pati Champions; appointing Women's Ombuds- persons; public swearing-in of Women Pradhans in Gram Sabha; Federation of Women Panchayat leaders could be created; and Gender Resource Centres which serve as hubs for leadership training, legal advice, and support networks.

- ii. Technological Solutions including Modern technological interventions like Virtual Reality (VR) simulation training; integrating AI-powered query-driven replies to provide real-time legal and governance guidance to WERs in vernacular languages; WhatsApp Groups of WERs could be created and linked with officials of Panchayats and Block Officials to help solve the day-to-day problems; and MoPR's Panchayat NIRNAY Portal serves as a platform for citizens allowing them to track elected Pradhans' participation in meetings and decisions, fostering public accountability and discouraging proxy leadership, etc.
- iii. Capacity Building and Training Initiatives focusing on continuous and mandatory training in vernacular languages; collaboration with IIMS, IITs/NITs; involvement of international development agencies and women



- MLAs/MPs to leadership training to Women Pradhans; etc.
- iv. Mentorship and Peer Support Programmes including Direct mentorship of elected Women Pradhans by the MLAs and MPs; Dedicated Women-Only Monitoring Councils at District and Block levels, comprising experienced women ERs and retired officials; Launching mentorship programmes; Forming regional and district-level networks of elected women leaders; Formation/Association of Women's Federations; etc.
  - v. Community Engagement and Inclusivity including mandating regular Mahila Sabha meetings; Using Folk Traditions through street plays, radio dramas, and village festivals to challenge cultural norms and promote women's leadership in governance; etc.
  - vi. Institutionalising gender-responsive budgets in Panchayat meetings to empower WERs in resource allocation and programme management.
  - vii. Accountability and Oversight Mechanisms: Mechanisms of Helplines and Women Watchdog Committee for confidential complaints about proxy leadership, with whistleblower rewards in verified cases.
  - viii. Exemplary penalties should be enforced for proven cases of proxy leadership, deterring male relatives' interference.

- ix. Recognition, Awards and Motivation: National Awards for exceptional women leaders on Republic Day could inspire grassroots leadership and create role models.

To ensure the practical execution of the above recommendations, more than 70 actionable strategies have been developed, and key stakeholders have been identified for implementation. However, owing to the importance of this matter and its impact on Women's self-dependent leadership in PRLs, this Ministry has constituted Task Force under the chairperson ship of Smt. Uma Mahadevan, Additional Chief Secretary, Department of Panchayati Raj, Government of Karnataka, to oversee the implementation of the recommendations put forth by the Advisory Committee on the issues of Women Pradhan.



Panchayat Elections in Telangana (2025)



Panchayat Elections in Uttarakhand (2025)



# SURVEY OF VILLAGES AND MAPPING WITH IMPROVISED TECHNOLOGY IN VILLAGE AREAS (SVAMITVA)



**SVAMITVA SCHEME**  
Survey of Villages Abadi and Mapping with  
Improved Technology in Village Areas



HOME



ACHIEVEMENTS



GIS DASHBOARD



MEDIA



REPORTS



DOWNLOADS



VILLAGE PROFILE



Latest News | arat On 15th August 2024, Property cards were distributed in Gujarat and Rajasthan. On 16th August 2024, Property cards were distributed by

## About Scheme

SVAMITVA, a Central Sector Scheme of Ministry of Panchayati Raj was nation-wide launched by the Hon'ble Prime Minister on National Panchayati Raj Day, 24th April 2021 after successful completion of pilot phase of scheme (2020-2021) in 9 states. Scheme is a reformative step towards establishment of clear ownership of property in rural inhabited ("Abadi") areas, by mapping of land parcels using drone technology and providing 'Record of Rights' to village household owners with issuance of legal ownership cards (Property cards/Title deeds) to the property owners. The Scheme is implemented with the collaborative efforts of the Ministry of Panchayati Raj, State Revenue Department, State Panchayati Raj Department and Survey of India &...



**Shri Narendra Modi**  
Prime Minister, India

<https://svamitva.nic.in/>

# Chapter- 15

## SURVEY OF VILLAGES AND MAPPING WITH IMPROVISED TECHNOLOGY IN VILLAGE AREAS (SVAMITVA)

### 15.1 About Scheme:

The SVAMITVA (Survey of Villages and Mapping with Improved Technology in Village Areas) Scheme is a Central Sector Scheme launched by the Hon'ble Prime Minister on 24th April 2020, on the occasion of National Panchayati Raj Day. The scheme aims to provide a "Record of Rights" to rural households owning property in inhabited areas and to issue them property cards. It covers all inhabited villages across 31 States and Union Territories that have signed an MoU for its implementation.

Drone surveys have been completed (saturated) in Madhya Pradesh, Uttar Pradesh, Chhattisgarh, Delhi, Arunachal Pradesh, and Ladakh, while the scheme itself has achieved full saturation in Haryana, Uttarakhand, Puducherry, Dadra & Nagar Haveli and Daman & Diu, and the Andaman & Nicobar Islands.

In Odisha and Assam, drone flying has been completed in the unsurveyed villages, whereas Sikkim, Tamil Nadu, and Telangana have conducted the SVAMITVA survey only on a pilot basis. Kerala, Goa, Tripura, and Lakshadweep already possess legacy records, which serve as the basis for property ownership documentation in these regions.

### 15.2 Need for the Scheme

Rural land surveys for settlement and record of rights are often decades old, and in many states, Abadi (inhabited) village areas were not surveyed or mapped. This lack of documentation hinders property owners from leveraging their property as collateral for loans and other financial assistance. SVAMITVA addresses this by utilizing the latest drone and CORS (Continuously Operating Reference Station) technologies to demarcate land parcels and create digitized maps. The Survey of India (SoI) has established standard operating procedures for acquiring high-resolution aerial images with 5 cm accuracy and generating large-scale maps of (Abadi) inhabited areas at 1:500 scale using drones.

### 15.3 Objectives

- (i) Create accurate land records for improved rural planning and to reduce property-related disputes.
- (ii) Enhance financial stability for rural citizens by enabling them to use their property as collateral for loans and other financial benefits.
- (iii) Facilitate the determination of property tax, which can directly accrue to Gram Panchayats (GPs)



in states/UTs where it is devolved.

- (iv) Establish a survey infrastructure and create GIS maps that can be utilized by various government departments.
- (v) Support the preparation of high-quality Gram Panchayat Development Plans (GPDPs) by leveraging GIS maps.

### 15.4 Implementation process flow

- I. Signing of MoU between Survey of India and respective State Governments.
- II. Identification of villages to be surveyed.
- III. Sensitization of GPs/Gram Sabhas/ villages through IEC activities.
- IV. Demarcation of Abadi area and chuna marking (for identification of boundaries in the drone survey)

of the village Abadi properties.

- V. Large-scale mapping of the Village Abadi areas using unmanned aerial vehicles/ drones.
- VI. Creation of maps.
- VII. Ground verification of maps by the Revenue officials.
- VIII. Correction of the maps – post-ground verification.
- IX. Due process of Inquiry and disposal of claims and objections as per the provisions of the rules/ guidelines of the respective State Government. Time taken for inquiry and publication of records varies from State to State from 10 days to 90 days.
- X. Generation of final Property Cards



1. Signing of MoU between Survey of India and States



2. CORS Network Sites



3. Gram Sabha



4. Wall Painting (IEC)



5. Establishment of Ground Control Points



6. Property demarcation using Chuna Powder



7. Drone Survey



8. Drone Survey Data Processing



9. Feature Extraction



10. Objection Process/Dispute Resolution



11. Property Card

### 15.5. Progress of SVAMITVA Scheme:

As of 31<sup>st</sup> December 2025, drone surveys have been completed in 3.29 lakh villages of total 3.44 lakhs notified villages across the country. Property cards numbering around 2.78 crore have been distributed for 1.83 lakh villages.

### 15.6. Achievement of SVAMITVA Scheme from April, 2025 to November, 2025

India participated as a Country Champion at the World Bank Land Conference 2025 held in Washington, D.C., showcasing its leadership in inclusive land governance and grassroots empowerment. Shri Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj, addressed the High-Level Plenary on “Good Practices and Challenges in Land Tenure and Governance Reform,” highlighting the transformational impact of the SVAMITVA Scheme. The Ministry of

Panchayati Raj also showcased Gram Manchitra, India’s GIS-based spatial planning platform, demonstrating its role in strengthening Panchayat-level decision-making for sustainable and resilient village development.



Shri Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj at World Bank Conference in Washington, May 2025

#### 15.6.1 ‘Securing Land Rights for a Billion People’: Side Event at World Bank Land Conference 2025:

During the World Bank Land



Conference 2025 held from 5th to 8th May 2025 in Washington, D.C., the Ministry of Panchayati Raj led a high-level special session titled “Securing Land Rights for a Billion People” on 7th May 2025. India participated as a Country Champion under the leadership of Shri Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj.

The session titled “Securing Land Rights for a Billion People” presented the end-to-end implementation and impact of the SVAMITVA Scheme, including drone-based surveys, enabling legal frameworks, issuance of

property cards, and institutional convergence. Representatives from various Divisions of the World Bank and participating countries attended the session and engaged in discussions on technology-enabled and scalable approaches to securing rural land rights.



Shri Vivek Bharadwaj, Secretary, Ministry of Panchayati Raj led India during the Side Event on “Securing Land Rights for a Billion People” at World Bank Land Conference in Washington, D.C. on 7th May, 2025

### 15.7. Awards and Recognition:



Computer Society of India 2021 SVAMITVA Dashboard Award of Excellence



ET Digitech Conclave 2023 GOLD AWARD in the category innovative use of Technology in e-Governance of Digital Transformation



National Awards for e-Governance 2023 (DARPG) GOLD award in the use of Emerging Technology for providing citizen-centric services



Best Innovation Award at the Public Policy Dialogue 2024 at ISB



Award for Excellence in Governance and Development Planning in the Geospatial Leadership Summit 2024

# INCENTIVIZATION OF PANCHAYATS





# Chapter- 16

## INCENTIVIZATION OF PANCHAYATS



Hon'ble Prime Minister Shri Narendra Modi conferred Climate Action Special Panchayat Award (CASPA)-2025 to Motipur Gram Panchayat (Block Rosera, District Samastipur), Bihar on 24th April, 2025

### 16.1 Introduction

Awards and recognition serve as a powerful motivation for Panchayats and Institutions to improve their service delivery and developmental outcomes. They also promote healthy competition among Panchayats and encourage adoption of innovative and sustainable practices for local development. Under the Incentivization of Panchayats scheme (a Central component of Rashtriya Gram Swaraj Abhiyan scheme), Ministry of

Panchayati Raj (MoPR) confers National Panchayat Awards annually to the best performing Panchayats across the country providing them with a strong source of motivation to further improve upon their efforts in developmental activities at local level in realising the Agenda 2030 of United Nations for attaining Sustainable Development Goals (SDGs), to which India is a signatory. These awards are conferred annually on 24th April, celebrated as



National Panchayati Raj Day (NPRD) after national level competition.

The Ministry has been conferring awards to Panchayats since the year 2011 (instituted in 2010) for their performance under various themes and categories relating to various development sectors such as sanitation, Natural Resource Management etc. These themes and categories are reviewed from time to time depending on the subjects of promotion at local level Government. During the year 2023, MoPR aligned the National Panchayat Awards with SDGs under 9 Localisation of SDGs (LSDGs) themes namely, (i) Poverty free and enhanced livelihoods Village (ii) Healthy Village (iii) Child friendly Village (iv) Water sufficient Village (v) Clean and Green Village (vi) Self-sufficient infrastructure in Village (vii) Socially Just and Socially Secured Village (viii) Village with Good Governance and (ix) Women-friendly Village.

## 16.2 Objective of the Awards

National Panchayat Awards endeavours to:

- Assess the performance of Panchayats in attainment of SDGs through 9 identified LSDG themes
- Promote competitive spirit among Panchayats
- Catalyze the process of 'Localization of SDGs through PRIs' and sensitizing the PRIs about significance of attaining LSDG by 2030

## 16.3 Significance

The National Panchayat Awards

represent the highest recognition for Panchayats in India's decentralization framework. Through a transparent, technology-enabled online process and largely untied incentives, the scheme motivates Panchayats to continuously enhance their performance, align local development with global goals, and foster self-reliant, inclusive, and sustainable rural governance. The system, through its structured hierarchy of responsibilities, from Gram Panchayats up to the national level, ensures accountability, transparency, and a true spirit of competition, contributing significantly to the vision of Atmanirbhar Bharat through Atmanirbhar Panchayats.

## 16.4 Conceptualization of the Scheme

To encourage States and Union Territories towards greater devolution, the Ministry of Panchayati Raj (MoPR) launched the *Panchayat Empowerment and Accountability Incentive Scheme (PEAIS)* in 2005–06 as a central mechanism to promote decentralization. Recognizing exemplary performance among Panchayats, a second component was added to PEAIS in 2011–12 to incentivize Panchayats by instituting accountability and performance systems at the local level. To further strengthen Panchayats through technical, administrative, and infrastructural support, the *Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA)* was approved in 2013, subsuming PEAIS within it. The incentivization component was later placed under a separate budget head from

2016–17 for focused implementation. In 2016–17, the Hon'ble Finance Minister announced the restructured *Rashtriya Gram Swaraj Abhiyan* (RGSA) to enhance the capacities of Panchayati Raj Institutions. Launched on 1 April 2018 as a Centrally Sponsored Scheme, RGSA included 'Incentivization of Panchayats' as one of its four central components.

### 16.5 Conferment of Awards

National Panchayat Awards are presented annually on 24th April, which is celebrated as the National Panchayati Raj Day (NPRD) to commemorate the enactment of the 73rd Constitutional Amendment in 1993, which institutionalized the Panchayati Raj system and empowered local self-governance in rural India. The ceremony is usually graced by the Hon'ble President of India or Hon'ble Prime Minister of India.

### 16.6 Rationalization of National Panchayat Awards

Till the year 2022, National Panchayat Awards were given under various categories to Gram, Block and District Panchayats for their performance and efforts in recognition of the good work done for improving delivery of services and public goods. On acceptance of the report 'Localization of Sustainable Development Goals (LSDGs) through Panchayati Raj Institutions' of Expert Group released by Ministry on 7th December, 2021, the National Panchayat Awards were revamped w.e.f. year 2022 aligning with 9 LSDG themes

aggregating 17 SDGs. This conforms with India's commitment to 2030 Agenda of Sustainable Development. The nine award themes framed are (i) Poverty-free and Enhanced Livelihoods Panchayat, (ii) Healthy Panchayat, (iii) Child-Friendly Panchayat, (iv) Water-Sufficient Panchayat, (v) Clean and Green Panchayat, (vi) Self-Sufficient Infrastructure Panchayat, (vii) Socially Just and Socially Secured Panchayat, (viii) Panchayat with Good Governance, and (ix) Women-Friendly Panchayat.

### 16.7 Categories of National Panchayat Awards

Presently, National Panchayat Awards are conferred under the following categories which were rationalized over the years with introduction of new awards and merging the earlier awards:

#### 16.7.1 Deen Dayal Upadhyay Panchayat Satat Vikas Puraskar (DDUPSVP)



This award is conferred to top 3 GPs under each of 9 LSDG based award themes aggregated from 17 SDGs namely, (i) Poverty free and enhanced livelihoods Panchayat, (ii) Healthy Panchayat, (iii) Child friendly Panchayat, (iv) Water sufficient Panchayat, (v) Clean and Green Panchayat, (vi) Self-sufficient infrastructure in Panchayat, (vii) Socially Just and Socially secured Panchayat, (viii) Panchayat with Good Governance and (ix) Women Friendly Panchayat.



-  (1) Poverty free and enhanced livelihoods village
-  (2) Healthy village
-  (3) Child friendly village
-  (4) Water sufficient village
-  (5) Clean and Green village
-  (6) Village with Self-sufficient infrastructure
-  (7) Socially Just & Socially secured village
-  (8) Village with good governance
-  (9) Women-friendly village

Financial Incentive under this award is Rs1.00 crore (Rank 1), Rs.0.75 crore (Rank 2) and Rs. 0.50 crore (Rank 3).

### 16.7.2 Nanaji Deshmukh Sarvottam Panchayat Satat Vikas Puraskar (NDSPSVP):

Award under this category is given to top 3 best Gram Panchayats, Block Panchayats and District Panchayats broadly based on their aggregate performance under 9 themes of DDUPSVP.

Financial Incentive under this award is as follows (Rank-wise: 1st; 2nd; 3rd):

- GP: 1.50; 1.25; 1.00 (Rs. In crores)
- BP: 2.00; 1.75; 1.50 (Rs. In crores)
- DP: 5; 3; 2 (Rs. In crores)

### 16.7.3 Special Category Awards

- (i) **Climate Action Special Panchayat Award (CASPA):** This award has been instituted by clubbing earlier 2 awards of Gram Urja Swaraj Vishesh Panchayat Puraskar and Carbon Neutral Vishesh Panchayat Puraskar which were functional w.e.f year 2023 to 2024. This award is also for GPs for their

performance regarding adoption and usage of renewable energy and efforts towards achieving carbon neutrality towards mitigation of climate change.

- (ii) **Atma Nirbhar Panchayat Special Award (ANPSA):** Own Source Revenue (OSR)

is fundamental to strengthening the financial autonomy and functional independence of



Gram Panchayats. A robust OSR base enhances flexibility in local expenditure, reduces over-reliance on external grants, and enables Panchayats to respond effectively to community-specific development priorities through accountable and sustainable financial management.

In recognition of this critical importance, the Atma Nirbhar Panchayat Special Award (ANPSA) was instituted in 2025 to recognize and incentivise Gram Panchayats that demonstrate exemplary performance in the mobilisation and augmentation of OSR. The Award aims to promote self-reliance, fiscal discipline, and resilient grassroots governance.

- (iii) **Panchayat Kshamta Nirman Sarvottam Sansthan Puraskar (PKNSSP):** This award is for Institutions those have provided institutional support to GPs in achieving Localization of Sustainable Development Goals (LSDGs).

The Financial Incentive under the Special Category Awards is Rs. 1 crore (Rank 1), Rs. 0.75 crore (Rank 2) and Rs.0.50 crore (Rank 3).

### 16.8 National Panchayat Awards Portal

The National Panchayat Awards Portal ([www.panchayataaward.gov.in](http://www.panchayataaward.gov.in)) is a comprehensive digital platform developed and maintained by the National Informatics Centre (NIC) under the supervision of the Ministry of Panchayati Raj. The awards portal facilitates:

- Online submission of applications by Gram Panchayats and States/UTs.
- Verification and recommendation at block, district, and state levels through digital workflows.
- Monitoring of the awards process at all levels—National, State/UT, District, and Block.
- Data-driven performance analysis of Panchayats across LSDG themes.
- Repository creation of Panchayat-level data and indicators to promote transparency and informed decision-making.

This end-to-end digital system ensures a transparent, efficient, and paperless competition process, supporting the Ministry's vision of technology-enabled governance.

### 16.9 National Panchayati Raj Day and Award Ceremony

Every year on 24th April (except during extraordinary situations), the Ministry of Panchayati Raj organizes

the National Panchayati Raj Day event, during which the National Panchayat Awards are conferred. The event is graced by the Hon'ble Prime Minister or Hon'ble President of India and attended by various dignitaries and Panchayat representatives from across the country. Awardees are presented with a trophy/memento and certificate during this ceremony. The ceremony not only recognizes the best-performing



Hon'ble Prime Minister Shri Narendra Modi conferred Climate Action Special Panchayat Award (CASPA)-2025 to Hatbadra Gram Panchayat (Block Kusumi, District Mayurbhanj), Odisha



Hon'ble Prime Minister Shri Narendra Modi conferred Climate Action Special Panchayat Award (CASPA)-2025 to Dawwa S Gram Panchayat (Block Sadak Arjuni, District Gondia), Maharashtra



Panchayats but also serves as a platform for showcasing innovations, knowledge exchange, and the dissemination of best practices in local governance.

In 2008, the Ministry of Panchayati Raj organized a National Convention of Zila Parishad and Intermediate Panchayat Chairpersons at Burari Grounds, Delhi (22–24 April) to mark the 15th anniversary of the Constitution (73rd Amendment) Act, 1992. The convention adopted the 15th Anniversary Charter on Panchayati Raj themed “Inclusive Growth through Inclusive Governance,” and was addressed by the then Prime Minister on 24 April 2008. This laid the foundation for celebrating National Panchayati Raj Day (NPRD) every year on 24th April.

### 16.10 Financial Incentives

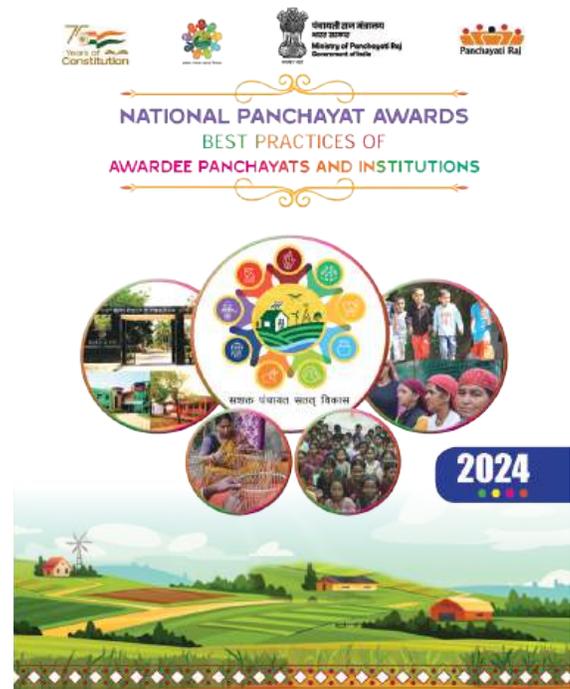
As an initiative w.e.f. award year 2021, award money was directly transferred electronically to awardee Panchayats with the intent of eliminating any delays hitherto. This initiative was graced and effected by Hon’ble Prime Minister with the click of a button for winners of National Panchayat Awards 2021 on the occasion of National Panchayati Raj Day 2021 celebrated on 24th April, 2021. The financial incentive received by the awardee Panchayats must be used exclusively for public purposes broadly within the respective LSDG theme. The funds may be utilized for livelihood promotion, creation and maintenance of civic amenities, infrastructure development, or other need-based public works. The utilization of award funds is monitored through Utilization



Certificates (UCs) submitted by the concerned State Governments or UT Administrations to the Ministry.

### 16.11 Dissemination of Best Practices

The Ministry compiles the best practices of award-winning Panchayats in the form of an e-Book, which is publicly accessible on the Ministry’s website at <https://panchayat.gov.in/en/revamped-awards>. These compilations include case studies, photographs, and video links that can inspire other Panchayats to adopt similar models of excellence.



### 16.12 Year-wise details of no. of awards conferred

Sine the year 2016, 1891 awards to Panchayati Raj Institutions and 53 awards to States have been conferred. Brief of the number of awards conferred is at **Annexure XII**. Detailed list of the awardees under National Panchayat Awards is available on Ministry's website at the link <https://panchayat.gov.in/en/list-of-awardee-panchayats/>.

### 16.13 Key Achievements of the National Panchayat Awards System

- The awards process is now fully online through the NIC-developed portal.
- The number of participating Gram Panchayats has increased from about

20,000 in 2022 to over 2.41 lakh in 2023, reflecting wide awareness and enthusiasm.

- The incentive amount has been substantially enhanced, with award amount ranging from ₹50 lakh to ₹5 crore depending on the level and category.
- The awards have helped institutionalize performance-based governance, accountability, and transparency at the Panchayat level.
- Direct electronic transfer of award money to Panchayat accounts ensures efficiency and eliminates delays providing greater support to Panchayats for addressing identified local developmental issues.

### 16.14 National Panchayat Awards 2025 (Appraisal Year 2023-24)



As the exhaustive exercise of Panchayat Advancement Index version 2.0 was under

process, only Special Category Awards were conferred to **6 Gram Panchayats and**



**3 Institutions across 8 States** (Andhra Pradesh, Assam, Bihar, Karnataka, Kerala, Maharashtra, Odisha and Telangana). **Notably, 3 of the 6 awardee Gram Panchayats from Bihar, Maharashtra and Odisha are headed by women Sarpanches.**

Special Category Awards 2025 were conferred to 6 Gram Panchayats and 3 Institutions by Hon'ble Prime Minister of India during National Panchayati Raj Day-2025 held on 24.04.2025 at Lohna Uttar Gram Panchayat, District Madhubani, Bihar. The event was also

graced by Hon'ble Chief Minister of Bihar and other Central Ministers and Ministers of G/o Bihar. As part of the event, the Hon'ble Prime Minister also laid the foundation stone and inaugurated multiple projects worth approximately ₹13,500 crore, including key initiatives in the Railways, Power, and LPG sectors, alongside the distribution of housing and livelihood benefits to lakhs of beneficiaries under Pradhan Mantri Awas Yojana and National Rural Livelihoods Mission. The list of Awardees is mentioned in Table 16.1.

**Table 16.1**

S. No.	Special Category Award	Rank	Gram Panchayat / Institution	State	LGD Code of Gram Panchayat	Head of GP/Institution during award year 2025	Award Money (Rs. In crore)
1	 Climate Action Special Panchayat Award (CASPA)	1	Dawwa S Gram Panchayat (Block Sadak Arjuni, District Gondia) *	Maharashtra	175545	Smt. Yogeshwari Chatrugan Chaudhari	1.00
		2	Biradahalli Gram Panchayat (Block Sakaleshpur, District Hassan)	Karnataka	218437	Shri Sathish S D	0.75
		3	Motipur Gram Panchayat (Block Rosera, District Samastipur) *	Bihar	100332	Smt. Prema Devi	0.50
2	 Atma Nirbhar Panchayat Special Award (ANPSA)	1	Mall Gram Panchayat (Block Yacharam, District Rangareddi)	Telangana	210571	Not existed (award received by Panchayat Secretary)	1.00
		2	Hatbadra Gram Panchayat (Block Kusumi, District Mayurbhanj) *	Odisha	120264	Smt. Sabita Soren	0.75
		3	Gollapudi Gram Panchayat (Block Vijayawada Rural, District Krishna)	Andhra Pradesh	203825	Not existed (award received by Panchayat Secretary)	0.50

3.	 Panchayat Kshamta Nirmaan Sarvottam Sansthan Puraskar (PKNSSP)	1	Kerala Institute of Local Administration	Kerala	NA	Mr. Nizamudeen A	1.00
		2	State Institute for Rural Development and Panchayati Raj	Odisha	NA	Shri Surendra Kumar Meena	0.75
		3	State Institute of Panchayat and Rural Development	Assam	NA	Shri Munindra Sharma	0.50

\*Headed by women Sarpanch during the award year (2025)

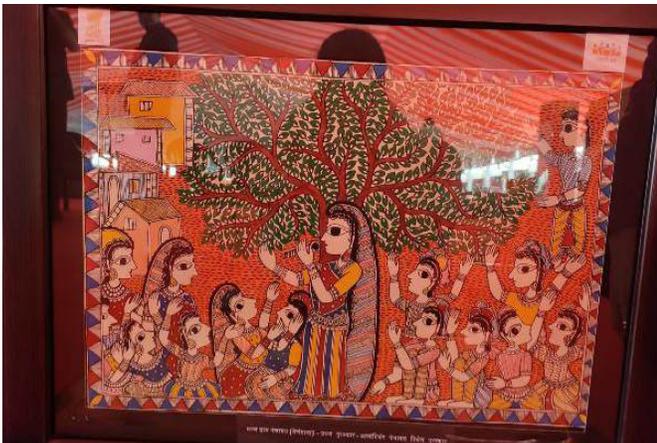
<https://www.youtube.com/watch?v=SkF0v6FaX3U>

(Consolidated Video film covering the aspects including on Special Category Awards under National Panchayat Awards 2025: Refer duration 0.53 minutes to 1.47 minutes specifically for National Panchayat Awards)



16.14.2 Promotion of local art: With an endeavour to promote the local artisans

towards atmanirbhar bharat, the awardees were presented with Framed Painting of Madhubani Art prepared by Shri Remant Kumar Mishra, a local artisan from Bihar. Along with the award frame, the awardees were presented a certificate prepared by Ministry of Panchayati Raj during the event. The trophies prepared for the awardees by the Ministry were sent separately to awardees post event.



Madhubani Painting Frame for awardees of Special Category Awards 2025



Certificate for awardees of Special Category Awards 2025



## Best Practices of awardees of Special Category Awards 2025

### 17.1 Climate Action Special Panchayat Award (CASPA)-2025

**Rank 1: Dawwa S Gram Panchayat (Block Sadak Arjuni, District Gondia), Maharashtra**

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 175545
- Total household: 796
- Population: 3418

#### Key Achievements

- Afforestation Drive: Planted 116,643+ indigenous trees, 5,000 bamboo, 500 moringa, and vetiver—each household contributed 15–20 trees
- State Recognition: Secured 3rd rank in Maharashtra's Majhi Vasundhara 4.0 program for environmental excellence
- Solar Infrastructure: Installed solar PV systems in schools, anganwadis, and public buildings
- Inclusive Access: Distributed 80 solar kits to differently-abled residents for energy independence
- LED Coverage: Achieved 100% LED adoption, reducing energy use and emissions
- Carbon & Water Gains: Increased tree canopy by 10%, improved carbon sequestration, and groundwater recharge
- Plastic-Free: Actively promoted ban on single-use plastics through pledges, awareness drives, and signage



📺 Video on best practices/achievements: <https://youtu.be/ni0TfQtNlmA>

**Rank 2: Biradahalli Gram Panchayat (Block Sakaleshpur, District Hassan), Karnataka**

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 218437
- Total household: 950
- Population: 4145

#### Key Achievements

- Installed rooftop solar for GP office and key public utilities

- Deployed 21 high-mast and 190 mini solar street lights
- Distributed solar lanterns to weaker sections
- Achieved 100% LPG and biogas use in households
- Planted over 1 lakh saplings under Vanamahotsava & MGNREGS
- Promoted solar pumps, solar water heaters, and EV awareness
- Established solid waste management and kitchen gardens
- Conducted 4 inclusive Gram Sabhas promoting climate action



▶ Video on best practices/achievements: <https://youtu.be/2ZilIwCtu8Y?si=bccO3sYtKOQ0QRm->

### Rank 3: Motipur Gram Panchayat (Block Rosera, District Samastipur), Bihar

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 100332
- Total household: 1684
- Population: 10,536

#### Key Achievements

- Rejuvenated 21 ponds & 2 Amrit Sarovars for rainwater harvesting & fish farming
- Resolved waterlogging over 250 acres using 4 ditches under MGNREGS
- Planted 60,000+ trees; promoted Miyawaki plantations & Nutri Gardens
- Distributed 10 trees for every girl child born
- Ensured piped drinking water under Har Ghar Nal ka Jal scheme
- Built 560+ soak pits & a 19,000-ft drainage system
- Established door-to-door waste collection, segregation, and biogas production
- Installed solar street lights, smart classes, biogas in 132 homes, and 32 solar pumps
- Conducted awareness programs on climate change and plastic pollution



▶ Video on best practices/achievements: <https://youtu.be/2UjpHirdUjM?si=A8yiOhSYc9UumVs2>



## 17.2 Atma Nirbhar Panchayat Special Award (ANPSA)-2025

### Rank 1: Mall Gram Panchayat (Block Yacharam, District Rangareddi), Telangana

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 210571
- Total household: 1581
- Population: 3211

#### Key Achievements

- Rs.95 lakhs OSR collected during 2023-24 (increase by 45% w.r.t. previous year)
- Rs. 2,954 approx. per capita OSR
- Generated income from special taxes (lighting, drainage) and service fees
- Earned ₹67 Lakhs from the weekly cattle market
- Earned ₹3.75 Lakhs from shopping complexes

▶ Video on best practices/achievements:

[https://youtu.be/6ORVAna1KOk?si=o\\_9VwjsWWY6Kbjhs](https://youtu.be/6ORVAna1KOk?si=o_9VwjsWWY6Kbjhs)



### Rank 2: Hatbadra Gram Panchayat (Block Kusumi, District Mayurbhanj), Odisha

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 120264
- Total household: 1552
- Population: 6703

#### Key Achievements

- Rs.94 lakhs OSR collected during 2023-24 (increase by 20% w.r.t. previous year)
- Rs. 1,407 approx. per capita OSR
- Income source include weekly haat/local market tax
- Earned from water tax, safai tax, trade licenses, slaughterhouse auctions, and ad tax
- Non-tax revenue grew by 66.29%, including public property usage and leasing
- ₹18.45 Lakhs allocated for employment generation



- LSDG-aligned spend on water, poverty alleviation, child welfare, healthcare, green projects, and women's development
- Invested in roads, bridges, irrigation, market upgrades, and public amenities
- Strong community trust reflected in voluntary contributions and asset monetization

▶ Video on best practices/achievements: [https://youtu.be/3a4eJl\\_-k98?si=20pChqfn7kPW5vCs](https://youtu.be/3a4eJl_-k98?si=20pChqfn7kPW5vCs)



### Rank 3: Gollapudi Gram Panchayat (Block Vijayawada Rural, District Krishna), Andhra Pradesh

#### Profile of Gram Panchayat

- Local Government Directory (LGD) Code: 203825
- Total household: 9460
- Population: 37349

#### Key Achievements

- Rs.4.11 crore OSR collected during 2023-24 (increase by 40% w.r.t. previous year)
- Rs. 1,130 approx. per capita OSR
- Built 3 water tanks and renovated 5 km of roads using own funds
- Implemented door-to-door waste collection, reducing unmanaged waste by 60%
- Installed 50 solar streetlights, cutting electricity costs
- Achieved 80% self-reliance in operational expenses



▶ Video on best practices/achievements: <https://youtu.be/KfvNvHlFEyQ?si=wPz1pLKT-iGeTHhH>



### 17.2 Panchayat Kshamta Nirmaan Sarvottam Sansthan Puraskar (PKNSSP)- 2025

#### Rank 1: Kerala Institute of Local Administration (KILA), Kerala

#### Profile of the Institution

KILA, established in 1990, is a nodal capacity development institute in Kerala, recognized as a research center by the Central University of Kerala in 2014. It operates with 15 faculty members, 3,000 trainers, and six regional centers, focusing on local governance, decentralization, and capacity building through research, training, and publications.



## Key Achievements

- 6450 trainings conducted during year 2023-24 for Elected Representatives (ERs) and functionaries
  - Around 21 thousand ERs and 2.4 lakh line deptt. functionaries trained in year 2023-24
  - Has a Project Management Unit
  - Achieved ISO certification for all Gram and Block Panchayats in Kerala.
  - Enabled 260+ local governments to prepare Local Action Plans for Climate Change (LAPCC)
  - Developed the DCAT tool (Disaster and Climate Action Tracker) for planning and monitoring
  - Built and mainstreamed a custom SDG Dashboard and Local Indicator Framework for local governance
  - Led extreme poverty identification using tailored tools and training
  - Operates multiple regional and thematic centres (e.g., gender, SDGs, tribal dev., urban governance)
  - Supports ecosystem-based disaster risk reduction, skill training, and water-soil testing
  - Launched CANALPY project in Alappuzha to restore canals in partnership with IIT Bombay
  - Won the Chief Minister's Award for its in-house online training and monitoring system
  - Runs PG programs through the Institute of Public Policy & Leadership (IPPL)
- 📺 Video on best practices/achievements: <https://youtu.be/N2H1FGsGo2s?si=kYn-xKiCLx8Tongn>



## Rank 2: State Institute for Rural Development and Panchayati Raj (SIRD&PR), Odisha

### Profile of the Institution

SIRD & PR, Odisha conducts training through various formats, including in-house, off-campus, and cascading modes at district and block levels, supported by 19 District Panchayat Resource Centres, 3 Extension Training Centres, and 314 Panchayat Samitis. This initiative enhances knowledge dissemination and has refined the State Panchayat Award criteria by incorporating NPA



standards, CFC-SFC grant utilization, and OSR metrics for more impactful recognition.

### Key Achievements

- 2795 trainings conducted during year 2023-24 for Elected Representatives (ERs) and functionaries
- Around 51 thousand ERs and 1.09 lakh line deptt. functionaries trained in year 2023-24
- Has a Project Management Unit
- Introduced 15-day induction modules for newly appointed JEs, GPDOs, and PEOs (252 trained)
- Developed and implemented Mahila Sabha and Bal Sabha guidelines.
- Launched “Local Champion” and “Beginner to Achiever” for performance tracking and mentorship
- Deployed a digital portal (tmpsird.odisha.gov.in) for real-time training and participant monitoring
- Mentored 4,562 Sarpanches and 1,250 PEOs through the Ownership initiative
- Drafted key governance tools: OSR Rules, PESA Rules, Citizens Charter, and 9 thematic modules
- Enhanced award assessment criteria by incorporating financial sustainability metrics

▶ Video on best practices/achievements: <https://youtu.be/5b94Piz9KTA?si=0lDYskXRGzULvdzE>



### Rank 3: State Institute of Panchayat and Rural Development (SIP&RD), Assam

#### Profile of the Institution

(SIP&RD), Assam was established in September 1987 and became an autonomous body in 1998 under the Societies Registration Act, 1860. In response to a directive from the Ministry of Panchayati Raj, it was redesignated as the State Institute of Panchayat & Rural Development (SIPRD) on 11th July 2016.

The institute's vision is to be a center of excellence in training and research for rural development and Panchayati Raj, and its mission is to build the capacity of stakeholders for better governance and implementation of development programs. SIPRD operates from 2 campuses in Guwahati, with 12 Extension Training Centres and 11 functional District Panchayat Resource Centres (12 more underway), supported by 87 faculty members and a network of trained master trainers.





## Key Achievements

- 5975 trainings conducted during year 2023-24 for Elected Representatives (ERs) and functionaries
- Around 14 thousand ERs and 25-thousand-line deptt. functionaries trained in year 2023-24
- Has a Project Management Unit
- Anchored People's Plan Campaign across the state (GPDP, BPDP, DPDP preparation).
- Delivered SDG-focused training in 9 thematic areas (e.g., gender, livelihood, drinking water)
- Created 6 PMAY-G model houses as live demonstration tools for practical training
- Implemented an MIS system (siprdassam.org) for training monitoring and reporting
- Established 12 Extension Training Centres and 11+ District Panchayat Resource Centres
- Built a trained network of Master Trainers/Resource Persons through ToTs
- Coordinated and mentored Panchayats for Panchayat Development Index (PDI) rollout

▶ Video on best practices/achievements: <https://youtu.be/64Lu9j2Xx7k?si=PjXTncmqbH2N9yFp>



### 18. Awards for Grassroots Level Initiatives for Deepening Service Delivery:

The Ministry of Panchayati Raj (MoPR) and the Department of Administrative Reforms and Public Grievances (DARPG) have jointly instituted the "Awards for Grassroots Level Initiatives" under the aegis of the National Awards for e-Governance (NAeG) 2026.

The Awards are designed to accord due recognition to outstanding Gram Panchayats and local bodies that have significantly advanced ease of living and strengthened public service delivery through the adoption of innovative, transparent, and technology-enabled governance practices. The initiative further seeks to honour exemplary contributions made by Central



Rohini GP(Dhule District, Maharashtra) received Awards for Grassroots Level Initiatives for Deepening Service Delivery 2025



Ministries, States and Union Territories, District Administrations, Institutions, and Startups in fostering accountable, citizen-centric, and digitally empowered governance frameworks.

The current cycle of the Awards has witnessed an unprecedented response, with participation from over 1,65,000 Gram Panchayats across 30 States, reflecting the depth of institutional engagement and commitment to grassroots digital transformation. Pursuant to a structured and rigorous multi-tier evaluation process, more than 3,800 Gram Panchayats were

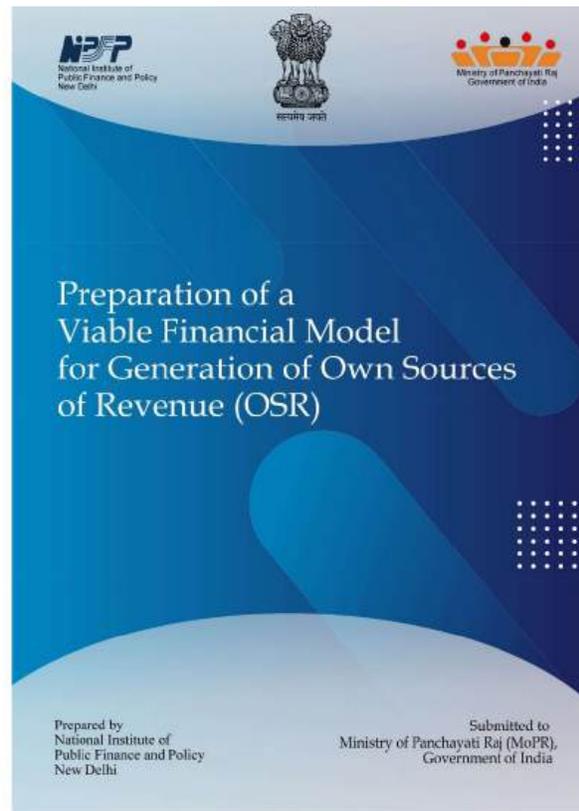
recommended at the Block-level assessment stage. Thereafter, 360 Gram Panchayats have been recommended at the District-level assessment stage for consideration at the ensuing State-level evaluation.

The scale of participation and the systematic progression through successive levels of scrutiny underscore the robustness, credibility, and transformative significance of e-Governance initiatives being undertaken at the grassroots level across the country.





# ACTION RESEARCH AND RESEARCH STUDIES





# Chapter- 17

## ACTION RESEARCH AND RESEARCH STUDIES

- 17.1 Action Research component of “Action Research & Publicity” scheme subsumed under revamped Rashtriya Gram Swaraj Abhiyan (RGSA) provides financial support to Academic Institutions / NGOs / Research Organizations / Registered Societies / Non Profit Organizations / SIRD&PRs having specialized experience in research and evaluation in the area of Panchayati Raj to undertake research studies. These studies provide an in-depth analysis for long – term issues, impacts and experience in Panchayati Raj across the country. Through AR&RS, the Ministry supports intellectual efforts to identify crosscutting policy issues that affect PRIs and communicates these findings to State Governments and Central Ministries. The studies help to rectify deficiencies in the existing scheme guidelines and in formulating new guidelines. The types of projects or activities to be undertaken in the said component includes:
- I. *Research studies and surveys to assess the status of Panchayats in various aspects.*
  - II. *Research studies to analyse policy thrusts and their impact, concurrent assessment and suggest future measures.*
  - III. *Programme evaluation.*
  - IV. *Action research to evaluate the impact of pilots with a view to up-scaling best practices.*
  - V. *To assess the impact of campaigns launched / to be launched by the Ministry under “Action Research & Publicity” to disseminate information through the print and electronic media along with traditional forms of mass communication, so as to evaluate their efficacy at the grass-root level on various subjects related to Panchayats.*
- 17.2. During the year 2025-26, an amount of Rs. 1.80 crore (B.E.) has been allocated under the component, out of which an amount of Rs. 0.89 crore has been utilized till date (as on 31st Dec, 2025).
- 17.3. Every year, Ministry sanctions studies based on the identified themes. Accordingly, based on the themes identified for the year, the following studies were sanctioned and in progress:



Table 17.1

S. No.	Name of the Awarded Institute / Organization	Title of the Study
i.	Indian Institute of Public Administration (IIPA), New Delhi	Assess the Effectiveness of Prescribing Minimum Educational Qualifications and Two Child Norms for contesting Panchayat Elections.
ii.	Institute of Rural Management Anand (IRMA), Gujarat	Rotational Reservation in the Functioning of Panchayati Raj Institutions – Rationale and Impact.

17.4. In addition to above, proposals have also been invited for conducting the studies on the following identified themes:

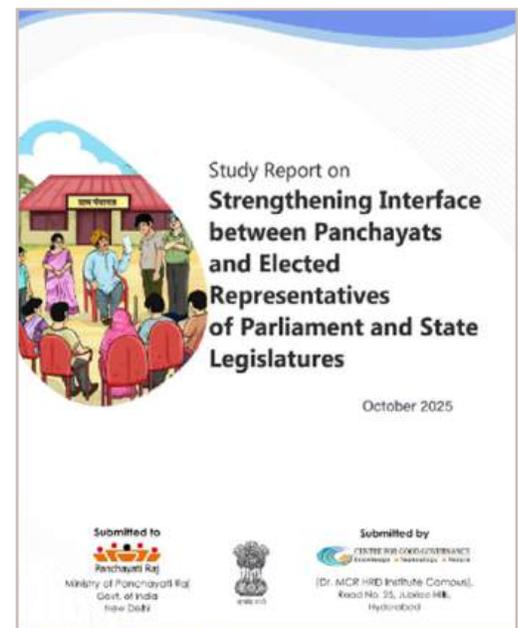
- a) Traditional Leaders in Vth Schedule Areas and their Impact on Rural Local Bodies.
- b) Study on Gram Nyayalaya.
- c) Impact of Direct Elections in Rural Local Bodies.
- d) Impact of PESA in Strengthening Self-Governance of Panchayats in Fifth Schedule Areas.
- e) Fiscal Autonomy to the PRIs – a cross country comparative study.

17.5 During the year, three Action Research Study Reports were approved, conducted by premier national institutions. These studies address critical dimensions of Panchayati Raj functioning and offer evidence-based recommendations to strengthen decentralised governance across the country.

1. **Strengthening Interface between Panchayats and Elected Representatives of Parliament**

**and State Legislatures (Centre for Good Governance, Hyderabad)**

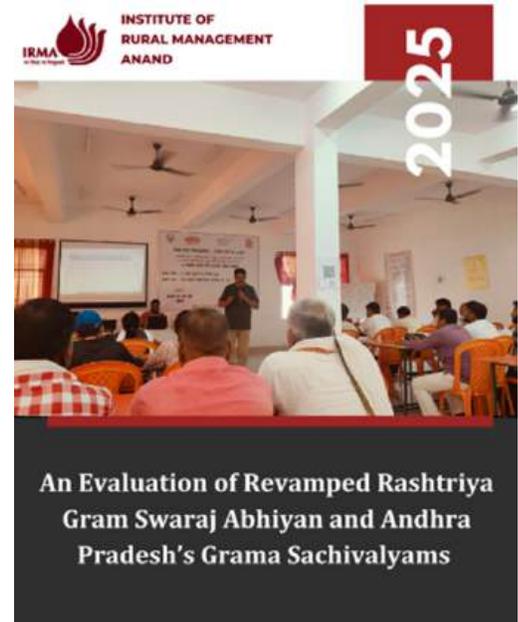
This study examines the working relationship between MPs, MLAs, and Panchayati Raj Institutions, with a focus on convergence of plans and funds at the local level. It recommended reviving District Planning Committees (DPCs) to work in tandem with DISHA Committees, and envisions Hon'ble MPs and MLAs taking the lead in preparing constituency development plans integrated with



PRI plans. It calls for establishing inter-district councils for knowledge sharing, constituting state-level Co-ordination Committees for Panchayati Raj matters, and mandating functional DPCs as a prerequisite for release of grants. Importantly, SIRD&PRs are recommended to take a lead role in preparing MP/MLA constituency development plans and jointly orienting Panchayat representatives and legislators on Planning, Convergence, and Localisation of SDGs together creating a more structured and synergistic interface between higher legislative bodies and grassroots governance.

2. **Evaluation of CSS of Revamped RGSA and Grama Sachivalayams in Andhra Pradesh (*Institute of Rural Management Anand, Gujarat*)**

The evaluation affirms significant progress under Revamped RGSA across capacity building, digital governance, infrastructure, incentivisation of Panchayats, and publicity, and strongly recommends its extension with all components. Key recommendations include institutionalising annual training calendars, decentralising training through BPRCs and Mobile Training Units, introducing mandatory leadership programmes for



Women Elected Representatives, deploying Panchayat Digital Fellows, creating a dedicated budget line for integrated IEC and Action Research activities, and establishing a Panchayat Knowledge Hub. On the Grama Sachivalayam model in Andhra Pradesh, the study recommends integrating GS functionaries within Gram Panchayat structures and advocates an Integrated Local Self-Governance Model for all states with unified governance authority, cohesive IT systems, and continuous capacity building.

3. **Low Participation in Gram Sabha across the States and UTs (*National Institute of Rural Development and Panchayati Raj, Hyderabad*)**

This study underscores the Gram Sabha as the cornerstone of grassroots democracy and



**A Report  
on the Study on  
Low Participation in Gram Sabha  
across the States and Union Territories  
of India, 2024-25**

Centre for Panchayati Raj, Decentralized Planning &  
Social Service Delivery (CPRDP&SSD),  
National Institute of Rural Development &  
Panchayati Raj (NIRDPR), Hyderabad

recommends comprehensive measures to strengthen participation. These include awareness campaigns in low-

performing states, leveraging technology and social media for outreach, encouraging Self-Help Groups to drive community engagement, deploying trained community mobilisers, and uploading Gram Sabha proceedings to a dedicated online portal for transparency. Special emphasis is placed on empowering women's leadership and, for PESA States, on legal mandates for participation, enhanced digital governance, and strengthened engagement with line departments and village communities.



# MEDIA AND PUBLICITY





# Chapter- 18

## MEDIA AND PUBLICITY

### 18.1 Introduction

**18.1.1** To strengthen Panchayats and Gram Sabhas, the grassroots level decision making bodies in rural areas, the Ministry endeavours to reach out to multiple and diverse stakeholders like representatives of Panchayati Raj Institutions (PRIs) and functionaries, State officials of Panchayats, NGOs, as well as policy makers and opinion makers and through them to the last mile rural populace to inform, aware and educate them about the plans, programmes, policy initiatives and interventions of this Ministry as well as of other Ministries and Departments of Government of India. To this end, the Ministry of Panchayati Raj (MoPR) implements 'Media and Publicity' scheme not only

for dissemination of vital information to last mile rural population but also strengthen its advocacy and capacity building of elected representatives of PRIs and other functionaries.

**18.1.2** As per requirement and target audiences of the IEC campaigns, Media Plan is formulated strategically using different mode of media to reach, engage, inform, and create awareness among target audiences/groups, and normally includes Print (newspapers, magazines), Broadcast (TV, radio, community radio), Outdoor (Wall-painting/ Banners/ Hoardings/ Mela/ Fairs/ Festivals), Traditional (song, dance, drama, folk recitals) and Social Media.

### 18.2 Celebration of National Panchayati Raj Day-2025





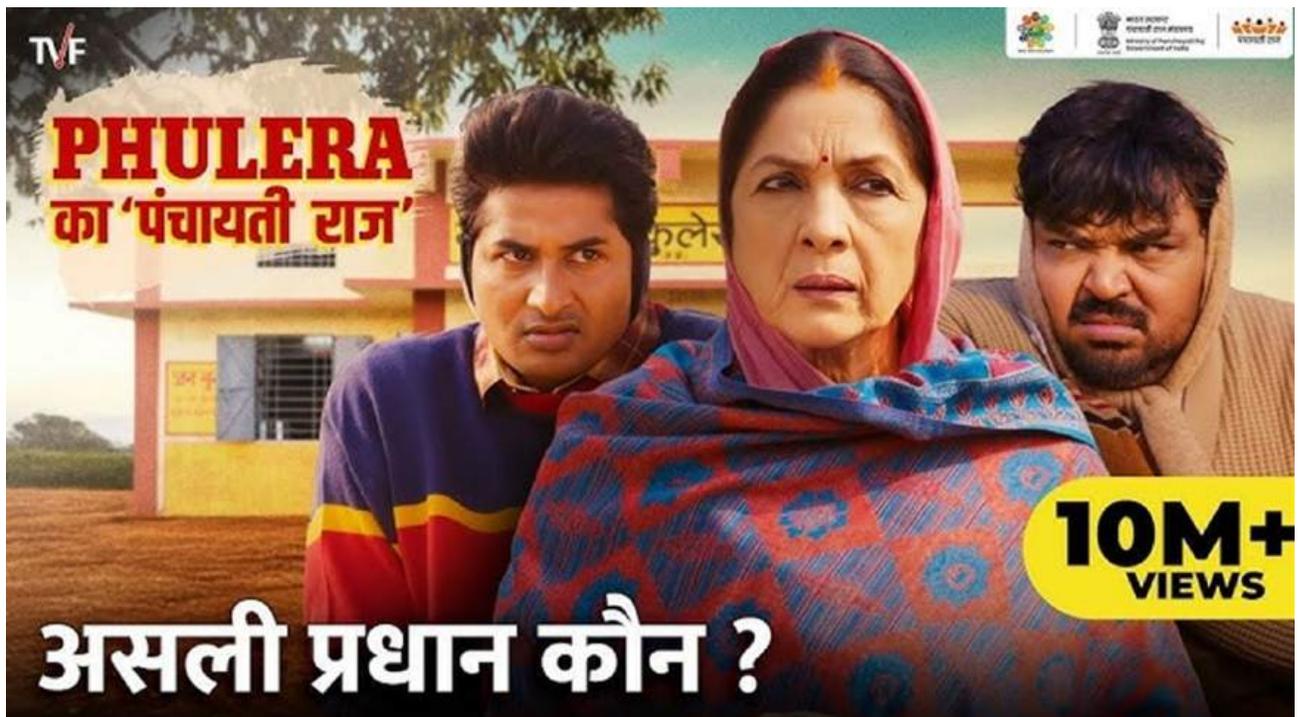
**18.2.1** Hon'ble Prime Minister Shri Narendra Modi visited Gram Panchayat-Lohana Uttar, District-Madhubani, Bihar to participate in the celebration of National Panchayati Raj Day on 24th April, 2025 and addressed all the Gram Sabhas across the country, from there, in the presence of dignitaries and a large no. of Panchayat representatives and functionaries.

**18.2.2** The national commemoration was marked by vibrant participation from elected representatives of Panchayati Raj Institutions (PRIs), beneficiaries of several government schemes, and local residents. Hon'ble Prime Minister, on this occasion launched/ laid the foundation stone for multiple development projects

amounting to over Rs.13,480 crores. These initiatives spanned across key sectors including housing, rural development, power, transportation, and connectivity.

**18.2.3** A major highlight of the event was the conferring of the Climate Action Special Panchayat Award (CASPA), Atma Nirbhar Panchayat Special Award (ANPSA), and Panchayat Kshamta Nirman Sarvottam Sansthan Puraskar (PKNSSP), recognizing exemplary contributions in Climate Action (CASPA), Self-Reliance (ANPSA), and Capacity Building (PKNSSP). A total of six Gram Panchayats and three institutions from eight States were felicitated.

### 18.3 Digital Outreach and Innovative Media Initiatives



**18.3.1** During the year 2025, the Ministry adopted innovative digital outreach methods to enhance public awareness on key issues relating to Panchayati Raj. A notable initiative was the web series “Phulera Ka Panchayati Raj”, developed as an extension of the popular series “Panchayat”, using an infotainment approach to communicate governance-related messages.

**18.3.2** The series garnered over 41

million views on YouTube, with an additional 8.6 million views on the Ministry's YouTube channel. All episodes were produced in Hindi with English subtitles for wider accessibility. The details of the episodes, which highlighted issues such as women's leadership, transparency through digital services like Meri Panchayat App and SVAMITVA, and enhancement of Own Sources of Revenue of Panchayats:

Episode Title	Release Date	Key Message
Asli Pradhan Kaun?	4 March 2025	Promoting genuine leadership by Women Elected Representatives and highlighting the issue of proxy representation
Phulera Mein Chori	12 March 2025	Demonstrating transparency and accessibility through digital services like Meri Panchayat App and SVAMITVA
Alhua Vikas	24 April 2025	Making Panchayats financially self-reliant through enhancement of Own Sources of Revenue with citizen participation

**18.3.3** The series received wide public attention, garnering over 40 million views on YouTube, including 7.9 million views on the Ministry's official YouTube channel.

**18.3** Participation of ERs of PRI in 79th Independence Day Celebrations :

**18.3.1** On the occasion of the country's 79th Independence Day, nearly 210 elected representatives of Panchayati Raj Institutions and their spouses from across the Nation invited as Special Guests witnessed the Flag Hoisting ceremony at the iconic Red fort on 15.08.2025. The special guests were felicitated by the Union Minister

for Panchayati Raj and Minister of State for Panchayati Raj on the eve of the Independence Day at a specially organized felicitation function.

**18.3.2** On this occasion, the distinguished guests also unveiled “SabhaSaar”, an Artificial Intelligence (AI)-driven tool that automatically generates structured Minutes of Meetings (MoM) from the audio and video recordings of Gram Sabha proceedings and other Panchayat meetings. Additionally, the 16<sup>th</sup> edition of the *Gramoday Sankalp* magazine was released. This e-publication highlights valuable insights, success



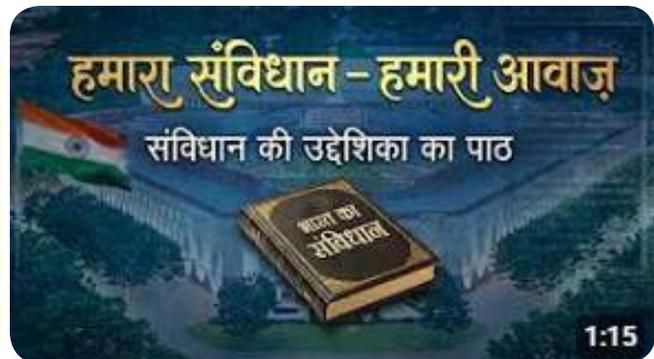
stories, and inspiring experiences related to Panchayat empowerment, local governance, and innovation. The

theme of the 16th edition is “Women’s Empowerment through Panchayati Raj Institutions.”



## 18.4 Audio-Visual and Radio Programmes

**18.4.1** The Ministry produced 17 AV short films during the year 2025–26 to screen them at various significant events and to raise awareness among representatives of Panchayati Raj Institutions and rural communities. The major themes on which the AV films were produced are as follows:



- I. Message of Hon’ble Minister of State on the occasion of PESA Day
- II. Film on Constitution Day
- III. Tutorial video for SabhaSaar
- IV. Film on Model Youth Gram Sabha
- V. Tutorial video for Model Youth Gram Sabha (MYGS)
- VI. PSA film on Sabki Yojana Sabka Vikas
- VII. Films on Panchayat Web Series ( 3 Episode)
- VIII. Film on Best Practices of PESA act. (4 Films)
- IX. Film on Panchayat Advancement Index (PAI)
- X. Launching Film for SabhaSaar
- XI. Film for National Panchayat Awards ( NPRD)



**18.4.2** These short films have also been uploaded in the YouTube Channel of the Ministry.

**18.4.3** A focused radio-based awareness campaign was undertaken in connection with PESA Mahotsav 2025 through All India Radio in PESA States during 22 – 24 December 2025, in coordination with the Central Bureau of Communication.

**18.4.4** A 40-second radio spot in Hindi and regional languages was broadcast during news segments to create awareness about PESA Mahotsav and tribal self-governance, ensuring effective outreach in rural and tribal areas where radio remains a primary medium of communication.

**18.4.5** Public Service Awareness Film on People's Plan Campaign – Sabki Yojana, Sabka Vikas

A two-minute Public Service Awareness (PSA) film on the People's Plan Campaign – Sabki Yojana, Sabka Vikas was produced by the Ministry of Panchayati Raj to promote awareness and public participation in decentralized planning at the grassroots level. The film was screened in cinema theatres across the country from 24 October to 6 November 2025, in collaboration with the Ministry of Information and Broadcasting.

## **18.5 IEC Campaigns**

**18.5.1** Ministry of Panchayati Raj continued to carry out IEC/awareness generation activities throughout

the year with the objective that information dissemination/effective communication builds capacity and enhances the performance of Panchayats. The media activities are intended to target the elected representatives of the Panchayati Raj Institutions, staff of the PRIs, officials of the States machinery, other stakeholders and the public at large.

**18.5.2** The Ministry took to Bulk Short Messaging Services (SMSes), social media platforms and WhatsApp Groups to disseminate relevant information regarding major campaigns, initiatives, and activities of the Ministry among Panchayati Raj Institutions and other stakeholders of Panchayati Raj.

**18.5.3** Year End Review (2025) – Annual Press Release

Annual Press Release highlighting key initiatives and achievements of the Ministry of Panchayati Raj for the year 2024 was issued through Press Information Bureau on 29th December 2025.

## **18.6 Social Media Platforms of the Ministry**

**18.6.1** In view of the remarkable growth in social media penetration and usage among the rural masses at an ever-accelerating pace, the Ministry uses four most popular social media network services: X (Twitter), Facebook, Instagram, YouTube (for video sharing), LinkedIn and Public App.



**18.6.2** Bulk-SMS powered by Service Plus and Social Media are being used by the Ministry for covering events/activities/ campaigns as well as for dissemination of the important messages on various issues concerning the Ministry and other Ministries/ Departments.

**18.6.3** Audio-visual programmes in various formats and genres, produced through agencies empanelled with CBC and NFDC, as well as similar AV programmes of other Ministries and Departments, are uploaded on the Ministry’s YouTube channel. The link to the YouTube channel has been embedded on the Ministry’s website to enable its effective use for multiple purposes, including mass awareness generation and orientation or training

activities by State and UT Departments of Panchayati Raj and State Institutes of Rural Development and Panchayati Raj (SIRD&PRs).

**18.6.4** All the major events, including workshops/ conferences etc., organized by the Ministry were prominently covered and disseminated across social mediaplatforms. IEC campaigns relating to commemoration of important Days/ Campaigns of national / international importance such as International Day of Yoga, Constitution Day, Good Governance Week, Special Campaign 5.0, Mission LiFE, etc. have also been undertaken through social media. Details of active social media platforms of the Ministry are mentioned in **Table 18.1**.

( As on 31 December 2025)					
S. No.	Platform	User Name	User ID	No. of Followers	URL (Link)
1.	X (Twitter)	Ministry of Panchayati Raj, Government of India	@mopr_goi	2,53,060	<a href="https://twitter.com/mopr_goi">https://twitter.com/mopr_goi</a>
2.	Facebook	Ministry of Panchayati Raj, Government of India	@Ministry of Panchayati Raj	1,04,032	<a href="https://www.facebook.com/MinistryofPanchayatiRaj">https://www.facebook.com/MinistryofPanchayatiRaj</a>
3.	Public App	Ministry of Panchayati Raj, Government of India	@Ministry of Panchayati Raj	32k	<a href="https://www.kooapp.com/profile/MinistryofPanchayatiRaj">https://www.kooapp.com/profile/MinistryofPanchayatiRaj</a>
4.	Instagram	Ministry of Panchayati Raj, Government of India	@Ministry of Panchayati Raj	67.9k	<a href="https://www.instagram.com/ministryofpanchayatiraj">https://www.instagram.com/ministryofpanchayatiraj</a>



5.	YouTube	Ministry of Panchayati Raj, Government of India	@Ministry of Panchayati Raj	62.6k	<a href="https://www.youtube.com/@MinistryofPanchayatiRaj">https://www.youtube.com/@MinistryofPanchayatiRaj</a>
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**18.7 Meri Panchayat, Meri Dharohar – Showcasing Cultural Heritage of Gram Panchayats**

Meri Panchayat Meri Dharohar is a campaign to highlight the rich cultural heritage found across rural areas in different parts of the country. Through this initiative, Gram Panchayats are showcasing their local traditions, historical sites, art forms, festivals,

and community practices that reflect India’s diverse heritage. Social media platforms are being effectively used to create wider awareness, encourage community participation, and bring a number of unique stories from villages to a national audience, reinforcing pride in local heritage and the role of Panchayats in preserving it.





# IMPLEMENTATION OF OFFICIAL LANGUAGE POLICY IN THE MINISTRY





# Chapter- 19

## IMPLEMENTATION OF OFFICIAL LANGUAGE POLICY IN THE MINISTRY

### 19.1. Official Language Policy of the Union Government

The Department of Official Language, Ministry of Home Affairs, is the nodal department for ensuring proper implementation of the Official Language Policy in all Ministries/Departments and subordinate offices of the Union Government. The department implements the Official Language Policy through constitutional provisions, rules, and orders. Each year, it sets targets and programs for the official language, Hindi, through its 'Annual Program'. The Ministry of Panchayati Raj has made efforts to achieve these targets. The Ministry's Official Language Section has completed all types of translation work and ensured timely implementation of the Official Language Policy.

### 19.2. Compliance with Official Language Rules

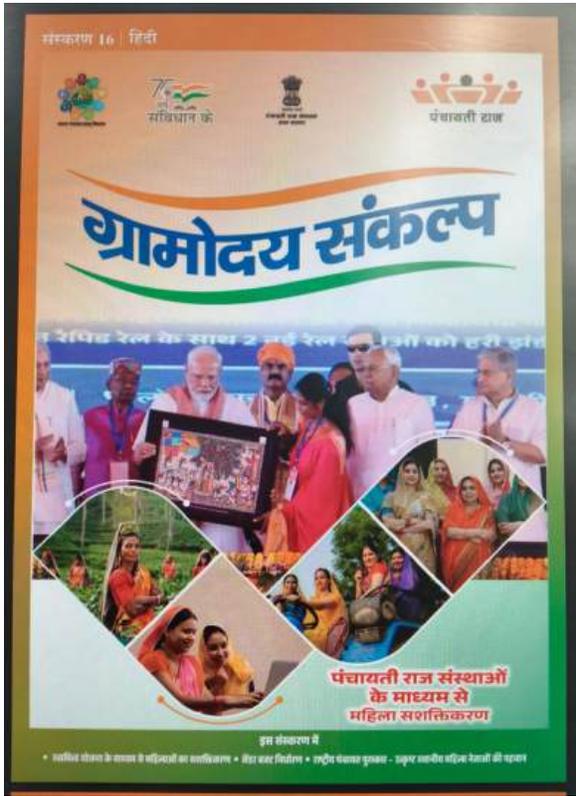
The provisions of the Official Languages Act, 1963 are being implemented in the Ministry. All specified documents under Section 3(3) of the Official Languages Act, such as resolutions, general orders, rules, notifications, administrative and other reports, press releases, administrative and other

reports and official papers to be laid before either House of Parliament or both Houses, contracts, agreements, licenses, permits, tender notices, tender forms, etc., are being issued bilingually, i.e., in Hindi and English both.

### 19.3. Activities related to the Implementation of Official Language Hindi

**19.3.1.** The Official Language Section of the Ministry conducted official language inspections of 9 sections to assess the progress of Hindi usage.

**19.3.2.** Hindi workshops were organized to encourage the officials and employees of the Ministry to work in Hindi. In this regard, Hindi workshops were held on May 7, 2025, on the topic of "Parliamentary Official Language Inspection," and on July 23, 2025, on the topic of "Hindi Advisory Committee Meeting." Officials and employees of the Ministry participated enthusiastically in these workshops. The Ministry's quarterly e-magazine, 'Gramoday Sankalp,' is published in 13 languages, including Hindi, ensuring that information about schemes and activities reaches the general public in simple language.



### 19.4. Bilingualization of Ministry's website

The Website of the Ministry has been made bilingual and opens in Hindi by default.

### 19.5. Monitoring of Official Language Implementation in the Ministry

19.5.1. A Departmental Official Language Implementation Committee has been constituted under the chairmanship of the Joint Secretary (in charge of Official Language) to review the progress of the progressive use of Official Language Hindi in the Ministry. The committee comprises all Directors, Deputy Secretaries, and other officers of the Ministry. A total of four meetings of the Official



Language Implementation Committee were held during the review period. In these meetings of the committee, the progress of the progressive use of

Hindi has been reviewed, measures to promote the progressive use of Hindi were discussed, and follow-up action on the decisions taken in the committee

meetings was ensured.

**19.5.2.** This year, the Department of Official Language, Ministry of Home Affairs, organized grand conferences on June 26, 2025, at Bharat Mandapam, New Delhi, and on July 10, 2025, at GMC Balayogi Indoor Stadium, Hyderabad, to commemorate the Golden Jubilee of the establishment of the Department of Official Language. In addition, Hindi Day celebrations were held in Ahmedabad, Gujarat, on September 14-15, 2025. The Officers and the employees of the department participated in these events.

**19.5.3.** On the occasion of Hindi Day, the appeals of the Honourable Home Minister, the Honourable Minister of Panchayati Raj, the Honourable Minister of State for Panchayati Raj, and the Honourable Secretary were circulated to all sections of the department.



## 19.7. Organizing the meeting of the Hindi Advisory Committee

**19.7.1** Hindi Advisory Committee is constituted in all Ministries/ Departments of the Union Government under the chairmanship of the respective Hon'ble Minister.

## 19.6. Organizing Hindi Fortnight in the Ministry

**19.6.1.** Hindi Fortnight was organized in the Ministry from September 16 to 30, 2025. During this period, a total of four competitions were organized for all officers and employees of the department, namely Hindi Noting and Drafting, Essay Writing, Hindi Quiz, and vocabulary competitions as well as a seminar was also organized. Officers and employees participated enthusiastically in these competitions. This year, provisions were made to award first, second, and third prizes, as well as consolation prizes, for each competition. An award distribution ceremony was held on October 16, 2025, to reward the winner officers and employees. The awards were presented by the Honorable Minister of State for Panchayati Raj, Professor S.P. Singh Baghel.

This committee includes Hon'ble Members of Parliament and eminent scholars from various organizations associated with the official language Hindi, who are nominated as non-official members. The first meeting of the reconstituted Hindi Advisory



Committee of the Ministry, chaired by the Hon'ble Minister of Panchayati Raj, Shri Rajiv Ranjan Singh, was held on December 15, 2025, at Dr. Ambedkar International Centre, New Delhi.

**19.7.2** This meeting was attended by the Hon'ble Minister of Panchayati Raj, Shri Rajiv Ranjan Singh alias Lalan Singh, the Hon'ble Minister of State for Panchayati Raj, Prof. S.P. Singh Baghel, Shri Vivek Bhadwaj, Secretary, Ministry of Panchayati Raj, and the esteemed members of the Hindi Advisory Committee – Shri Rambhai Harjibhai Mokaria, Hon'ble Member of Parliament (Rajya Sabha); Shri Virendra Prasad Vaishya, Hon'ble Member of Parliament (Rajya Sabha); Shri Ram Naresh Tiwari Pindiwasa; Smt. (Dr.) Suman Surana; Shri Vijay Baghel; Dr. Rahul Raj Kulshrestha; Smt. Maya Kulshrestha, Shri Pyar Singh

and Dr. Aathira V. Shri Sushil Kumar Lohani, Additional Secretary, Ministry of Panchayati Raj, along with Smt. Mamta Verma (Joint Secretary), Ms. Mukta Shekhar (Joint Secretary), Shri Alok Prem Nagar (Joint Secretary), Shri Bijay Kumar Behera, Economic Advisor, Shri Rajesh Kumar Singh, Joint Secretary and Official Language In-charge, Shri Raghuveer Sharma, Deputy Director (Official Language) and other senior officers of the Ministry were also present at the meeting. The Hon'ble members of the committee had fruitful discussions on promoting the implementation of the official language in the meeting of the Committee. Several important suggestions were given by the committee members to promote the use of Hindi in the office, on which required follow-up action is being taken.



First meeting of Ministry's reconstituted Hindi Advisory Committee, chaired by the Honourable Minister of Panchayati Raj.

# PANCHAYAT DHAROHAR INITIATIVE





## Chapter- 20

### PANCHAYAT DHAROHAR INITIATIVE

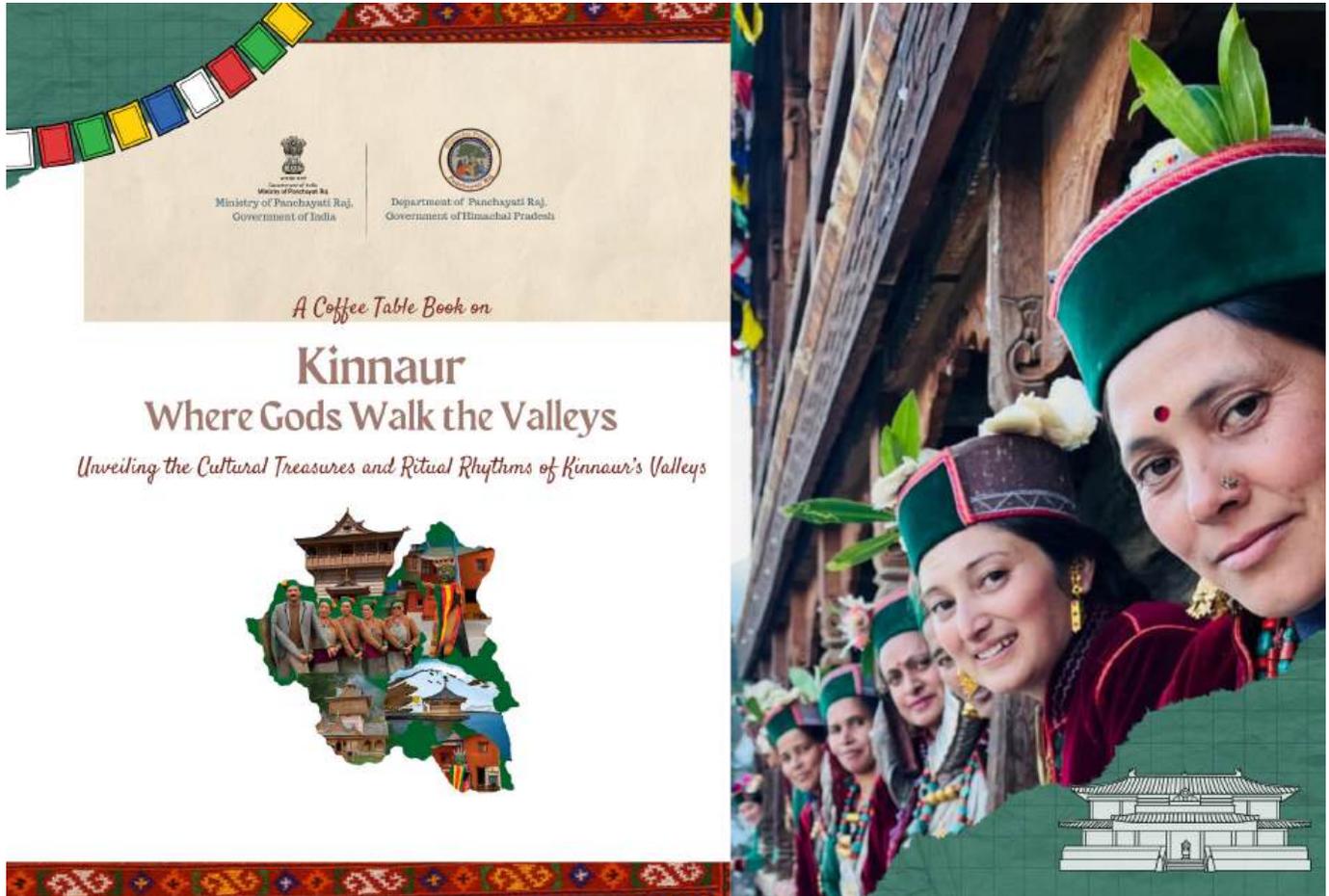
**20.1** Cultural activities is one of the 29 subjects devolved on panchayats by the Constitution of India. India is home to rich and diverse cultural heritage of immense significance. Recognizing that much of India's invaluable cultural heritage lies in rural areas, the 'Panchayat Dharohar Initiative' has been conceptualized by Ministry of Panchayati Raj (MoPR). The objective of the initiative is to identify, document and promote the Built Heritage Sites and other cultural assets located in rural areas of the country in collaboration with the Panchayati Raj Departments of the State / UT Governments. The initiative aims to integrate and mainstream the grassroots governance at panchayat level in the

process of identification, documentation and promotion of the country's rural cultural heritage which would result in fostering community ownership, pride and sustainable preservation of rural heritage, empowering local communities to safeguard and celebrate their cultural assets. The initiative further aims to supplement the data for updation of 'Mera Gaon Meri Dharohar' portal, Ministry of Culture, Government of India.

**20.2.** The initiative has been successfully implemented on pilot basis in one district each of the States of Andhra Pradesh (Tirupati), Haryana (Kurukshetra) and Himachal Pradesh (Kinnaur) and State of Tripura. An illustrated Book on



An illustrated Book on 'Mera Gaon Meri Dharohar' titled "Kinnaur: Where Gods Walk the Valleys" jointly prepared by MoPR and Panchayati Raj Department, Government of Himachal Pradesh, released on 24.12.2025



heritage sites of Kinnaur titled “Kinnaur: Where Gods Walk the Valleys” has been jointly prepared by the Ministry of Panchayati Raj and Panchayati Raj Department, Government of Himachal Pradesh, which was released on 24.12.2025 on the Panchayats Extension to Scheduled Areas Act (PESA) Day in Visakhapatnam. Similar initiative has been undertaken in other States/UTs where important built heritage sites and places of interests are being identified and documented at village panchayat level with the proactive & collaborative efforts of Ministry of Panchayati Raj, Government of India and Panchayati Raj Department of respective States/UTs.

20.3. MoPR, in collaboration with the Ministry of Culture (MoC), Government of India organized a one day National Level Capacity Building Training Programme for updation of Mera Gaon Meri Dharohar portal, on 18.12.2025 at the Indira Gandhi National Centre for the Arts (IGNCA), New Delhi. The objective of the programme was to build the capacity of the panchayat level functionaries for identification and documentation of India’s tangible and intangible cultural heritage at the gram panchayat level. A total of 96 participants were trained as the State Level Master Trainers from various States and Union Territories in the

Training Programme. Secretary, MoPR; Secretary, MoC; Additional Secretary, MoPR and Joint Secretary, MoPR,

amongst other officials addressed and interacted with the participants.



Ministry of Panchayati Raj, in collaboration with the Ministry of Culture, organised a one-day National Level Capacity Building Training Programme for updation of the \*Mera Gaon Meri Dharohar\* portal on 18 December 2025 at Indira Gandhi National Centre for the Arts, New Delhi.

**20.4. Heritage Sites and Places of Interests,** identified at the panchayat level under the Panchayat Dharohar Initiative are being publicized through various social media post under the tagline “Meri

Panchayat Meri Dharohar”. During the period January to December 2025, total 59 posts have been shared across social media platforms.





# ANNEXURE



## Annexure-I

### ELEVENTH SCHEDULE (ARTICLE 243G)

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 centers 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



## Annexure-II

Ministry of Panchayati Raj strength as on 31.12.2025 (including PAO staff)							
S. No.	Designation	Sanctioned Strength	In Position	Vacant	Level of Pay	Group A/B/C	Gazetted/ Non-Gazetted
1.	Secretary	1	1	0	17	A	Gazetted
2.	Addl. Secretary	1	1	0	15	A	Gazetted
3.	Joint Secretary (including In-Situ)	3	4	0	14	A	Gazetted
4.	Economic Adviser	1	1	0	14	A	Gazetted
5.	Director/DS (Central Deputation- 2, CSS-3), 1 post of Dir of CSS is upgraded to in-situ JS	5	5	0	13, 12	A	Gazetted
6.	Joint Director/Director(IES)	1	1	0	13	A	Gazetted
7.	Joint Director/Director (ISS)	1	1	0	13,12	A	Gazetted
8.	Deputy Director/AD (IES)	1	1	0	11	A	Gazetted
9.	Deputy Director (OL)	1	1	0	11	A	Gazetted
10.	Under Secretary	8	8	0	11	A	Gazetted
11.	PSO/Sr. PPS(2)/PPS (5)	7	7	0	13/12/11	A	Gazetted
12.	Research Officer	1	0	1	10	A	Gazetted
13.	Asst. Director (OL)	1	1	0	10	A	Gazetted
14.	Sr. Account Officer	2	2	0	10	A	Gazetted
15.	Asstt. Account Officer (AAO)	1	1	0	8	B	Gazetted
16.	Section Officer	14	13	1	8	B	Gazetted
17.	Private Secretary (PS)	5	2	3	8	B	Gazetted
18.	ASO	15	12	3	7	B	Non-Gazetted
19.	Personal Assistant (PA)	3	2	1	7	B	Non-Gazetted
20.	Senior Translation Officer (STO)	1	1	0	7	B	Non-Gazetted
21.	Research Assistant	1	0	1	7	B	Non-Gazetted
22.	Record Assistant	1	0	1	6	B	Non-Gazetted
23.	Junior Translation Officer (JTO)	2	2	0	6	B	Non-Gazetted
24.	Accountant	3	2	1	6/5	C	Non-Gazetted
25.	Care Taker	1	0	1	4	C	Non-Gazetted
26.	Steno Gr. 'D'	9	8	1	4		Non-Gazetted
27.	JSA/LDC	2	3	0	2	C	Non-Gazetted
28.	Dispatch Rider	1	0	1	1	C	Non-Gazetted
29.	Staff Car Driver	5	0	5	2	C	Non-Gazetted
30.	MTS (MoPR-13 & 1 PAO)	14	5	9	1	C	Non-Gazetted
	<b>Total (I)</b>	<b>112</b>	<b>85</b>	<b>29</b>			





## Annexure-IV

State/UT- wise status of fund released under the revamped scheme of RGSA from the FY 2022-23 to 2025-26 (as on 31st December, 2025)					
S. No.	State/ UT	2022-23	2023-24	2024-25	2025-26
1	Andaman & Nicobar Islands	0.00	0.79	2.12	1.00
2	Andhra Pradesh	0.00	0.00	2.52	50.00
3	Arunachal Pradesh	108.69	72.09	70.00	70.00
4	Assam	55.29	77.70	60.00	65.71
5	Bihar	33.37	25.00	0.00	25.00
6	Chhattisgarh	0.00	17.57	16.50	20.00
7.	Dadar & Nagar Haveli Daman & Diu	1.14	1.00	1.00	1.00
8	Goa	0.00	0.89	1.35	1.00
9	Gujarat	0.00	0.00	0.00	15.00
10	Haryana	0.00	0.00	5.00	17.50
11	Himachal Pradesh	60.65	19.31	27.21	14.00
12	Jammu & Kashmir	40.00	65.00	65.00	50.00
13	Jharkhand	0.00	31.00	0.00	7.50
14	Karnataka	36.00	20.00	16.25	10.00
15	Kerala	30.40	10.00	10.00	18.00
16	Lakshadweep	0.00	0.00	0.00	0.00
17	Ladakh	0.00	1.00	0.00	0.50
18	Madhya Pradesh	28.00	32.17	40.00	50.00
19	Maharashtra	37.84	116.12	80.00	57.50
20	Manipur	8.63	9.56	0.00	3.55
21	Meghalaya	0.00	6.00	8.00	7.50
22	Mizoram	14.27	10.00	12.00	15.00
23	Nagaland	0.00	10.00	10.00	10.00
24	Odisha	11.40	27.33	20.00	40.00
25	Puducherry	0.00	0.00	0.00	0.00
26	Punjab	34.25	10.00	5.00	20.00
27	Rajasthan	0.00	21.72	15.00	10.00
28	Sikkim	6.01	6.00	7.00	5.00
29	Tamil Nadu	25.42	0.00	45.00	20.00
30	Telangana	0.00	20.00	0.00	3.00
31	Tripura	9.80	7.43	10.00	30.00
32	Uttar Pradesh	85.05	84.13	38.77	30.235
33	Uttarakhand	42.48	64.67	50.00	25.00
34	West Bengal	4.28	33.69	52.68	39.00
	<b>Sub Total</b>	<b>672.97</b>	<b>800.17</b>	<b>670.40</b>	<b>732.00</b>
	Other Implementing Agency	10.01	14.69	23.77	19.32
	<b>Total</b>	<b>682.98</b>	<b>814.86</b>	<b>694.17</b>	<b>751.32</b>

\* as on 31st December, 2025



## Annexure-V

State/UT- wise participants trained under the revamped scheme of RGSA from the FY 2022-23 to 2025-26 (as on 31 <sup>st</sup> December, 2025)					
S. No.	State/ UT	2022-23	2023-24	2024-25	2025-26 (As on 31.12.2025)
1	Andaman & Nicobar Islands	1874	2865	5221	2676
2	Andhra Pradesh	649156	165001	325643	335565
3	Arunachal Pradesh	3,711	6138	12344	8844
4	Assam	227733	348183	144936	75879
5	Bihar	404406	163809	435896	129690
6	Chhattisgarh	121099	163292	90559	77185
7	Dadra & Nagar Haveli and Daman and Diu	575	1000	1073	1812
8	Goa	1777	3548	4519	1899
9	Gujarat	250	1938	90368	22243
10	Haryana	4859	12431	11909	90758
11	Himachal Pradesh	9531	92458	120455	11660
12	Jammu & Kashmir	284138	350026	82534	24439
13	Jharkhand	8302	54056	135817	89587
14	Karnataka	213467	363317	321380	211880
15	Kerala	179478	149153	129632	54944
16	Ladakh	0	0	26	426
17	Lakshadweep	0	0	0	0
18	Madhya Pradesh	281610	86884	242279	204241
19	Maharashtra	1041165	984321	363111	73368
20	Manipur	894	5591	195	3771
21	Meghalaya	11,588	74410	78537	13788
22	Mizoram	2659	9800	9841	5689
23	Nagaland	1832	3435	4725	2389
24	Odisha	79116	160774	279505	192849
25	Puducherry	0	0	0	0
26	Punjab	36378	13359	122848	83524
27	Rajasthan	2481	96389	71795	278542
28	Sikkim	13,552	11249	6709	3838
29	Tamil Nadu	106560	101513	78490	67009
30	Telangana	14506	2441	1701	13175
31	Tripura	7743	63715	54228	34519
32	Uttarakhand	48241	144374	22342	73135
33	Uttar Pradesh	263409	82712	76302	261263
34	West Bengal	174974	272762	228081	183330
35	NIRDPR and Others	5229	1438	1941	1839
	<b>Total</b>	<b>4202293</b>	<b>3992382</b>	<b>3554942</b>	<b>2635756</b>

\* as on 31 December, 2025



## Annexure-VI

XV Finance Commission Grants -distribution among differnent tier of Panchayats		
S. No.	State	% allocation (GP:BP:ZP)
1	Andhra Pradesh	70:20:10 (revised)
2	Arunachal Pradesh	70 : 30 (Two Tier Panchayats)
3	Assam	70:15:15
4	Bihar	70:20:10
5	Chhattisgarh	75:15:10
6	Goa	85 :- : 15 (Two Tier Panchayats)
7	Gujarat	70:20:10
8	Haryana	75:15:10
9	Himachl Pradesh	70:15:15
10	Jharkhand	75:15:10
11	Karnataka	85:10:05
12	Kerala	75 :12.5 : 12.5
13	Madhya Pradesh	85:10:05
14	Maharashtra	80:10:10
15	Manipur	70 :- : 30 (Two Tier Panchayats)
16	Meghalaya	100% to three ADCs*
17	Mizoram	100% to VCs
18	Nagaland	100% to VCs
19	Odisha	70:20:10
20	Punjab	70:20:10 (revised)
21	Rajasthan	75:20:05
22	Sikkim	85 :- : 15 (Two Tier Panchayats)
23	Tamil Nadu	80:15:05
24	Telangana	85:10:05
25	Tripura	70:25:05
26	Uttar Pradesh	70:15:15
27	Uttarakhand	75:10:15
28	West Bengal	70:15:15

## Annexure-VII

Year-wise allocation and release of Fifteenth Finance Commission (XV FC) Grant to Rural Local Bodies as on 31.12.2025 (Rs. in crore)													
S. No.	States	2020-21		2021-22		2022-23		2023-24		2024-25		2025-26	
		Allocation	Release										
1	Andhra Pradesh	2625.00	2625.00	1939.00	1917.85	2010.00	1976.75	2031.00	1997.45	2152.00	2109.97	2099.00	1026.91
2	Arunachal Pradesh	231.00	231.00	170.00	170.00	177.00	35.40	179.00	0.00	189.00	0.00	185.00	0.00
3	Assam	1604.00	1604.00	1186.00	1186.00	1228.00	1228.00	1241.00	1241.00	1315.00	760.29	1283.00	0.00
4	Bihar	5018.00	5018.00	3709.00	3709.00	3842.00	3842.00	3884.00	3855.33	4114.00	4109.01	4012.00	2002.52
5	Chhattisgarh	1454.00	1454.00	1075.00	1075.00	1114.00	1114.00	1125.00	1125.00	1192.00	1185.25	1163.00	0.00
6	Goa	75.00	75.00	55.00	55.00	57.00	48.46	58.00	21.55	62.00	0.00	61.00	0.00
7	Gujarat	3195.00	3195.00	2362.00	2362.00	2446.00	2446.00	2473.00	2473.00	2619.00	1807.30	2555.00	0.00
8	Haryana	1264.00	1264.00	935.00	935.00	968.00	967.30	979.00	953.59	1036.00	1012.51	1011.00	487.82
9	Himachal Pradesh	429.00	429.00	317.00	317.00	329.00	329.00	332.00	318.04	352.00	352.00	343.00	169.89
10	Jharkhand	1689.00	1689.00	1249.00	1249.00	1293.00	1293.00	1307.00	1307.00	1385.00	0.00	1351.00	0.00
11	Karnataka	3217.00	3217.00	2377.00	2375.50	2463.00	2093.55	2490.00	2086.59	2637.00	2133.25	2572.00	0.00
12	Kerala	1628.00	1628.00	1203.00	1203.00	1246.00	1246.00	1260.00	1260.00	1334.00	1334.00	1301.00	0.00
13	Madhya Pradesh	3984.00	3984.00	2944.00	2944.00	3050.00	3050.00	3083.00	2819.24	3265.00	1629.45	3185.00	0.00
14	Maharashtra	5827.00	5827.00	4307.00	4267.16	4461.00	3696.71	4510.00	3629.21	4776.00	3169.72	4659.00	0.00
15	Manipur	177.00	177.00	131.00	65.50	135.00	0.00	137.00	0.00	145.00	0.00	142.00	0.00
16	Meghalaya	182.00	182.00	135.00	67.50	140.00	0.00	141.00	0.00	149.00	0.00	146.00	0.00
17	Mizoram	93.00	93.00	69.00	69.00	71.00	71.00	72.00	72.00	76.00	0.00	74.00	0.00
18	Nagaland	125.00	125.00	92.00	92.00	96.00	48.00	97.00	0.00	102.00	0.00	99.00	0.00
19	Odisha	2258.00	2258.00	1669.00	1669.00	1728.00	1728.00	1747.00	1746.91	1851.00	1851.00	1805.00	1046.42
20	Punjab	1388.00	1388.00	1026.00	1026.00	1062.00	1062.00	1074.00	1058.35	1138.00	788.90	1110.00	0.00
21	Rajasthan	3862.00	3862.00	2854.00	2854.00	2957.00	2955.34	2989.00	2847.96	3166.00	2803.69	3087.00	0.00
22	Sikkim	42.00	42.00	31.00	31.00	33.00	33.00	33.00	33.00	35.00	32.34	33.00	0.00
23	Tamil Nadu	3607.00	3607.00	2666.00	2666.00	2761.00	2761.00	2791.00	2791.00	2957.00	2957.00	2884.00	318.96
24	Telangana	1847.00	1847.00	1365.00	1365.00	1415.00	1415.00	1430.00	1424.18	1514.00	0.00	1477.00	0.00
25	Tripura	191.00	191.00	141.00	141.00	147.00	147.00	148.00	148.00	157.00	156.31	153.00	74.38
26	Uttar Pradesh	9752.00	9752.00	7208.00	7208.00	7466.00	7466.00	7547.00	7547.00	7994.00	7994.00	7797.00	3870.96
27	Uttarakhand	574.00	574.00	425.00	418.70	440.00	439.21	445.00	444.13	471.00	234.91	458.00	0.00
28	West Bengal	4412.00	4412.00	3261.00	3261.00	3378.00	3378.00	3415.00	3415.00	3617.00	3472.22	3528.00	1701.77
	<b>Total</b>	<b>60750.00</b>	<b>60750.00</b>	<b>44901.00</b>	<b>44699.22</b>	<b>46513.00</b>	<b>44869.71</b>	<b>47018.00</b>	<b>44614.51</b>	<b>49800.00</b>	<b>39893.13</b>	<b>48573.00</b>	<b>10699.63</b>



## Annexure-VIII

Status of Constitution of State Finance Commission						
S. No.	State	Number	Award period	Constituted	Report	ATR
1	Andhra Pradesh	5th	2025-30	18th March 2023	to be submitted	award period of 4th SFC was live (till 2024-25) and ATR of 4th SFC has been laid in the house on 08.02.2024. Now the award period of the 4th SFC has been extended till 31.03.2026.
2	Arunachal Pradesh	3rd	2026-2031	27.12.2024	The Second SFC report was submitted during June 2014, but its ATR was not tabled in the assembly.	
3	Assam	7th	2026-31	01st July 2024	to be Submitted	award period of 6th SFC is live (till 2025-26) and ATR of 6th SFC has been laid in the house on 30.06.2021. Implemented
4	Bihar	7th	Not Known	23.05.2025	pending	Award period of 6th SFC is live (2021-26), constituted on 20.02.2019, report submitted on 30.04.2021. Implemented. ATR laid on 02.12.2021
5	Chattisgarh	4th	2025-30	29th July 2021	Mar-25	award period of 3rd SFC was live (till 2024-25) and ATR of 3rd SFC has been laid in the house on October, 2019. However, the award period of the 3rd SFC has been extended till 2025-26



## Status of Constitution of State Finance Commission

S. No.	State	Number	Award period	Constituted	Report	ATR
6	Goa	3rd	2024-29	Reconstituted on 31st December 2021	Major recommendations submitted on 31.01.2024. Final Report submitted to Hon'ble Governor on 28.06.2024. Appointment from the Governor office awaited	to be laid
7	Gujarat	4th	-	04.11.2024	Submitted for interim period on 17.03.2025.	ATR for interim period on 21.03.2025
8	Haryana	7th	2021-26	22.09.2020	23.12.2021	Implemented. ATR laid on 18.02.2023
9	Himachal Pradesh	7th	2027-32	01.03.2024	yet to submit	award period of 6th SFC live till 2027. Report submitted in 31.10.2022, Implemented. ATR laid in assembly on 22.03.2023
10	Jharkhand	5th	2024-2029	23.02.2024	12.03.2025	ATR tabled in assembly on 27.03.2025
11	Karnataka	5th	2024-29	11th October 2023	Commission submitted its first report for the period of 2024-25 on 19.02.2024. Now the period extended upto 2025-26.	First report for the period of 2024-25 tabled in Assembly on 23.02.2024. Government Order issued on 07th March 2024.
12	Kerala	7th	2026-2031	September 2024	yet to submit	award period of 6th SFC live till 2026. Report submitted in May, 2022, Implemented.
13	Madhya Pradesh	5th	2020-25	Constituted on 20th March 2017. Extended upto 2025-26	30th April, 2019	Implemented. ATR laid in assembly on 18.02.2022



Status of Constitution of State Finance Commission						
S. No.	State	Number	Award period	Constituted	Report	ATR
14	Maharashtra	6th	2026-31	27.03.2025 and 31.03.2025	yet to submit	Award period of 5th SFC was live till (2024-25). Now the State has informed that award period of 5th SFC extended till implementation of 6th SFC
15	Manipur	4th	2021-26	October 2019	Submitted in July 2021	ATR to be laid
16	Odisha	5th	2021-26	05.05.2018	Submitted on 02.08.2019	Implemented. ATR laid on 17.02.2020
17	Punjab	6th	2021-26	3rd July 2018	Submitted on 29th March 2022	ATR laid on 20.06.2023. Implemented
18	Rajasthan	7th	2025-30	1st August, 2025	yet to submit	ATR to be laid
19	Sikkim	6th	2025-30	20th June 2022	Submitted on 20.02.2024	Implemented. ATR laid in August 2024.
20	Tamil Nadu	6th	2022-27	06.03.2020	8th March 2022	Implemented. ATR laid on 13.01.2023
21	Telangana	2nd		17.02.2024	First SFC (2020-21 to 2024-25) Constituted in 2015. Report submitted and ATR laid in Assembly	Implemented. Award period of First SFC is live (2020-21 to 2024-25) Constituted in 2015. ATR on 15.02.2024.
22	Tripura	5th	2021-26	4th June 2020	February, 2021	Implemented. ATR laid on 09.01.2024
23	Uttar Pradesh	6th		15.01.2024	July, 2025	Implemented. ATR laid on 13.08.2025 for interim period of FY 2025-26 and 2026-27
24	Uttarakhand	6th	2026-31	27.01.2025	yet to submit	Award period of 5th SFC is live (till 2025-26)
25	West Bengal	6th	2026-30	17th December, 2024	Submitted on 4th September, 2025	ATR laid on 04.09.2025. Implemented

## Annexure-IX (a)

State wise progress on AuditOnline for the audit period 2021-22 (as on 31 December 2025)										
S. No.	State Name	Total No of ZP	No. of ZPs with Generated Report	Total No. of BP	No. of BPs with Generated Report	Total No of GP& equiv.	No. of GPs with Generated Report	Total No. of PRI	Total No. of PRI With Generated Report	
1.	Andhra Pradesh	13	10	660	660	13330	13320	14003	13990	
2.	Arunachal Pradesh	26	16	0	0	2109	1172	2135	1188	
3.	Assam	30	25	192	187	2663	2197	2885	2409	
4.	Bihar	38	38	534	505	8125	8000	8697	8543	
5.	Chhattisgarh	27	27	146	146	11660	11655	11833	11828	
6.	Goa	2	0	0	0	191	191	193	191	
7.	Gujarat	33	33	248	248	14572	14562	14853	14843	
8.	Haryana	22	22	142	142	6234	6215	6398	6379	
9.	Himachal Pradesh	12	12	81	81	3615	3615	3708	3708	
10.	Jharkhand	24	24	264	264	4345	4345	4633	4633	
11.	Karnataka	31	0	233	0	5960	5944	6224	5944	
12.	Kerala	14	14	152	152	941	941	1107	1107	
13.	Madhya Pradesh	52	51	313	311	22993	22700	23358	23062	
14.	Maharashtra	34	34	351	351	27892	27814	28277	28199	
15.	Manipur	12	0			3812	17	3824	0	
16.	Meghalaya	3	0					3	0	
17.	Mizoram					834	833	841	833	
18.	Nagaland					1304	0	1304	0	
19.	Odisha	30	30	314	314	6798	6795	7142	7139	
20.	Punjab	23	22	152	152	13268	13217	13443	13391	
21.	Rajasthan	33	33	352	352	11343	10863	11728	11248	
22.	Sikkim	6	4	0	0	185	185	191	189	
23.	Tamil Nadu	36	36	388	388	12525	12525	12949	12949	
24.	Telangana	32	32	540	540	12769	12769	13341	13341	
25.	Tripura	9	9	75	75	1176	1176	1260	1260	
26.	Uttarakhand	13	13	95	95	7791	7762	7899	7870	
27.	Uttar Pradesh	75	75	826	826	58193	58189	59094	59090	
28.	West Bengal	22	21	345	319	3341	3207	3708	3547	
	<b>Total</b>	<b>660</b>	<b>581</b>	<b>6888</b>	<b>6108</b>	<b>264739</b>	<b>250209</b>	<b>272287</b>	<b>256898</b>	



## Annexure-IX (b)

State wise progress on AuditOnline for the audit period 2022-23 (as on 31 December 2025)									
S. No.	State Name	Total No of ZP	No. of ZPs with Generated Report	Total No. of BP	No. of BPs with Generated Report	Total No of GP	No. of GPs with Generated Report	Total No. of PRI	Total No. of PRI With Generated Report
1.	Andhra Pradesh	13	13	660	660	13328	13323	14001	13996
2.	Arunachal Pradesh	25	21	0	0	2108	2104	2133	2125
3.	Assam	30	28	192	187	2662	2197	2884	2412
4.	Bihar	38	38	534	533	8077	8053	8649	8624
5.	Chhattisgarh	27	27	146	146	11659	11632	11832	11805
6.	Goa	2	0	0	0	191	191	193	191
7.	Gujarat	33	33	248	248	14615	14587	14896	14868
8.	Haryana	22	22	143	142	6233	6212	6398	6376
9.	Himachal Pradesh	12	12	81	81	3615	3615	3708	3708
10.	Jharkhand	24	24	264	264	4345	4345	4633	4633
11.	Karnataka	31	0	238	0	5949	5949	6218	5949
12.	Kerala	14	14	152	152	941	941	1107	1107
13.	Madhya Pradesh	52	52	313	312	23030	23010	23395	23374
14.	Maharashtra	34	34	351	350	27948	27796	28333	28180
15.	Manipur	12	0			3812	0	3824	0
16.	Meghalaya	3	0					3	0
17.	Mizoram					841	834	841	834
18.	Nagaland					1304	0	1304	0
19.	Odisha	30	30	314	314	6794	6791	7138	7135
20.	Punjab	22	22	152	151	13240	13156	13414	13329
21.	Rajasthan	33	33	355	351	11304	10951	11692	11335
22.	Sikkim	6	5	0	0	199	186	205	191
23.	Tamil Nadu	36	36	388	388	12525	12525	12949	12949
24.	Telangana	32	32	540	540	12769	12769	13341	13341
25.	Tripura	9	9	75	75	1176	1176	1260	1260
26.	Uttarakhand	13	13	95	95	7813	7795	7921	7903
27.	Uttar Pradesh	75	75	826	826	58194	58189	59095	59090
28.	West Bengal	22	21	345	330	3339	3224	3706	3575
	<b>Total</b>	<b>650</b>	<b>594</b>	<b>6838</b>	<b>6145</b>	<b>264838</b>	<b>251552</b>	<b>272326</b>	<b>258291</b>

## Annexure-IX (c)

State wise progress on AuditOnline for the audit period 2023-24 (as on 31 December 2025)									
S. No.	State Name	Total No of ZP	No. of ZPs with Generated Report	Total No. of BP	No. of BPs with Generated Report	Total No of GP	No. of GPs with Generated Report	Total No. of PRI	Total No. of PRI With Generated Report
1.	Andhra Pradesh	13	13	660	660	13328	13319	14001	13992
2.	Arunachal Pradesh	25	21	0	0	2108	2104	2133	2125
3.	Assam	30	16	192	69	2662	1883	2884	1968
4.	Bihar	38	38	534	532	8055	8051	8627	8621
5.	Chhattisgarh	27	26	146	138	11656	11307	11829	11471
6.	Goa	2	0	0	0	191	191	193	191
7.	Gujarat	33	33	248	248	14665	14585	14946	14866
8.	Haryana	22	22	143	138	6227	6199	6392	6359
9.	Himachal Pradesh	12	12	81	80	3615	3615	3708	3707
10.	Jharkhand	24	0	264	0	4345	0	4633	0
11.	Karnataka	31	0	238	0	5951	5950	6220	5950
12.	Kerala	14	14	152	152	941	941	1107	1107
13.	Madhya Pradesh	52	50	313	283	23012	22925	23377	23258
14.	Maharashtra	34	12	351	323	27952	27535	28337	27870
15.	Manipur	12	0			3812	0	3824	0
16.	Meghalaya	3	0					3	0
17.	Mizoram					841	0	841	0
18.	Nagaland					1304	0	1304	0
19.	Odisha	30	30	314	314	6794	6753	7138	7097
20.	Punjab	22	22	152	151	13240	13083	13414	13256
21.	Rajasthan	33	33	362	338	11255	10574	11650	10945
22.	Sikkim	6	5	0	0	199	199	205	204
23.	Tamil Nadu	36	36	388	388	12525	12525	12949	12949
24.	Telangana	32	32	540	540	12772	12740	13344	13312
25.	Tripura	9	9	75	75	1194	1176	1278	1260
26.	Uttarakhand	13	13	95	95	7795	7793	7903	7901
27.	Uttar Pradesh	75	75	826	826	57754	57695	58655	58596
28.	West Bengal	22	21	345	335	3339	3225	3706	3581
	<b>Total</b>	<b>650</b>	<b>533</b>	<b>6419</b>	<b>5685</b>	<b>264379</b>	<b>244368</b>	<b>271448</b>	<b>250586</b>



## Annexure-X

# GAZETTE NOTIFICATION OF PESA ACT

रजिस्ट्री सं. डी.एल.-33004 / 96

REGISTERED NO. DL-33004/96



## भारत का राजपत्र The Gazette of India

असाधारण

EXTRAORDINARY

भाग II—खण्ड 1

PART II—Section 1

प्राधिकार से प्रकाशित

PUBLISHED BY AUTHORITY

सं 70] नई दिल्ली, मंगलवार, दिसम्बर 24, 1996 / पौष 3, 1918  
No. 70] NEW DELHI, TUESDAY, DECEMBER 24, 1996 / PAUSA 3, 1918

इस भाग में भिन्न पृष्ठ संख्या दी जाती है जिससे कि यह अलग संकलन के रूप में रखा जा सके।  
Separate paging is given to this Part in order that it may be filed as a separate compilation.

MINISTRY OF LAW AND JUSTICE  
(Legislative Department)

*New Delhi, the 24th December, 1996/Pausa 3, 1918 (Saka)*

The following Act of Parliament received the assent of the President on the 24th December, 1996 and hereby published for general information:—

THE PROVISIONS OF THE PANCHAYATS (EXTENSION TO THE  
SCHEDULED AREAS) ACT, 1996

No. 40 OF 1996

[24th December, 1996]

An Act to provide for the extension of the provisions of Part IX of the  
Constitution relating to the Panchayats to the Scheduled Areas.

BE it enacted by Parliament in the Forty-seventh Year of the Republic of India  
as follows:—

1. This Act may be called the Provisions of the Panchayats (Extension to the  
Scheduled Areas) Act, 1996. Short title

2. In this Act, unless the context otherwise requires, "Scheduled Areas" means  
the Scheduled Areas as referred to in clause (1) of article 244 of the Constitution. Definition.

3. The provisions of Part IX of the Constitution relating to Panchayats are hereby  
extended to the Scheduled Areas subject to such exceptions and modifications as are  
provided in section 4. Extension of  
Part IX of the  
Constitution.



Exceptions and modifications to Part IX of the Constitution.

4. Notwithstanding anything contained under Part IX of the Constitution, the Legislature of a State shall not make any law under that Part which is inconsistent with any of the following features, namely:—

(a) a State legislation on the Panchayats that may be made shall be in consonance with the customary law, social and religious practices and traditional management practices of community resources;

(b) a village shall ordinarily consist of a habitation or a group of habitations or a hamlet or a group of hamlets comprising a community and managing its affairs in accordance with traditions and customs;

(c) every village shall have a Gram Sabha consisting of persons whose names are included in the electoral rolls for the Panchayat at the village level;

(d) every Gram Sabha shall be competent to safeguard and preserve the traditions and customs of the people, their cultural identity, community resources and the customary mode of dispute resolution;

(e) every Gram Sabha shall—

(i) approve the plans, programmes and projects for social and economic development before such plans, programmes and projects are taken up for implementation by the Panchayat at the village level;

(ii) be responsible for the identification or selection of persons as beneficiaries under the poverty alleviation and other programmes;

(f) every Panchayat at the village level shall be required to obtain from the Gram Sabha a certification of utilisation of funds by that Panchayat for the plans, programmes and projects referred to in clause (e);

(g) the reservation of seats in the Scheduled Areas at every Panchayat shall be in proportion to the population of the communities in that Panchayat for whom reservation is sought to be given under Part IX of the Constitution:

Provided that the reservation for the Scheduled Tribes shall not be less than one-half of the total number of seats:

Provided further that all seats of Chairpersons of Panchayats at all levels shall be reserved for the Scheduled Tribes;

(h) the State Government may nominate persons belonging to such Scheduled Tribes as have no representation in the Panchayat at the intermediate level or the Panchayat at the district level:

Provided that such nomination shall not exceed one-tenth of the total members to be elected in that Panchayat;

(i) the Gram Sabha or the Panchayats at the appropriate level shall be consulted before making the acquisition of land in the Scheduled Areas for development projects and before re-settling or rehabilitating persons affected by such projects in the Scheduled Areas; the actual planning and implementation of the projects in the Scheduled Areas shall be coordinated at the State level;

(j) planning and management of minor water bodies in the Scheduled Areas shall be entrusted to Panchayats at the appropriate level;

(k) the recommendations of the Gram Sabha or the Panchayats at the appropriate level shall be made mandatory prior to grant of prospecting licence or mining lease for minor minerals in the Scheduled Areas;

(l) the prior recommendation of the Gram Sabha or the Panchayats at the appropriate level shall be made mandatory for grant of concession for the exploitation of minor minerals by auction;



(m) while endowing Panchayats in the Scheduled Areas with such powers and authority as may be necessary to enable them to function as institutions of self-government, a State Legislature shall ensure that the Panchayats at the appropriate level and the Gram Sabha are endowed specifically with—

(i) the power to enforce prohibition or to regulate or restrict the sale and consumption of any intoxicant;

(ii) the ownership of minor forest produce;

(iii) the power to prevent alienation of land in the Scheduled Areas and to take appropriate action to restore any unlawfully alienated land of a Scheduled Tribe;

(iv) the power to manage village markets by whatever name called;

(v) the power to exercise control over money lending to the Scheduled Tribes;

(vi) the power to exercise control over institutions and functionaries in all social sectors;

(vii) the power to control over local plans and resources for such plans including tribal sub-plans;

(n) the State legislations that may endow Panchayats with powers and authority as may be necessary to enable them to function as institutions of self-government shall contain safeguards to ensure that Panchayats at the higher level do not assume the powers and authority of any Panchayat at the lower level or of the Gram Sabha;

(o) the State Legislature shall endeavour to follow the pattern of the Sixth Schedule to the Constitution while designing the administrative arrangements in the Panchayats at district levels in the Scheduled Areas.

5. Notwithstanding anything in Part IX of the Constitution with exceptions and modifications made by this Act, any provision of any law relating to Panchayats in force in the Scheduled Areas immediately before the date on which this Act receives the assent of the President which is inconsistent with the provisions of Part IX with such exceptions and modifications shall continue to be in force until amended or repealed by a competent Legislature or other competent authority or until the expiration of one year from the date on which this Act receives the assent of the President:

Continues  
existing  
and  
Panchay

Provided that all the Panchayats existing immediately before such date shall continue till the expiration of their duration unless sooner dissolved by a resolution passed to that effect by the Legislative Assembly of that State or, in the case of a State having Legislative Council, by each House of the Legislature of that State.

K.L. MOHANPURIA,  
Secy. to the Govt. of India,



## Annexure-XI

### Year-wise details of no. of awards conferred under National Panchayat Awards (since the year 2016)

Award Year	No. of Awards conferred											Total	Grand Total
	Deen Dayal Upadhyay Panchayat Satat Vikas Puraskar	Nanaji Deshmukh Sarvottam Panchayat Satat Vikas Puraskar	Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar	Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar	Gram Panchayat Development Plan Award	Child-friendly Gram Panchayat Award	e-Panchayat Puraskar	Gram Urja Swaraj Vishesh Panchayat Puraskar	Carbon Neutral Vishesh Panchayat Puraskar	Panchayat Kshamta Nirmaan Sarvottam Sansthan Puraskar	Climate Action Special Panchayat Award (CASPA)		
2016	Not instituted	Not instituted	183	20	Not instituted	(For GP only)	(For States/ UTs only)	(For GP only)	(For GP only)	(For Institutes only)	Not instituted	Not instituted	
2017	Not instituted	Not instituted	189	20	Not instituted	Not instituted	4	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2018	Not instituted	Not instituted	191	21	3	Not instituted	4	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2019	Not instituted	Not instituted	195	20	3	22	6	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2020	Not instituted	Not instituted	213	27	28	30	8	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2021	Not instituted	Not instituted	224	30	30	30	12	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2022	Not instituted	Not instituted	237	27	29	29	7	Not instituted	Not instituted	Not instituted	Not instituted	Not instituted	
2023	27	9	Discontinued	Discontinued	Discontinued	Discontinued	Discontinued	3	Not conferred	Not instituted	Not instituted	Not instituted	
2024	27	9	Discontinued	Discontinued	Discontinued	Discontinued	Discontinued	3	3	Not instituted	Not instituted	Not instituted	
2025	0	0	Discontinued	Discontinued	Discontinued	Discontinued	Discontinued	0	3	3	3	3	
<b>Total</b>	<b>54</b>	<b>18</b>	<b>1432</b>	<b>165</b>	<b>93</b>	<b>111</b>	<b>47</b>	<b>6</b>	<b>6</b>	<b>3</b>	<b>3</b>	<b>3</b>	
Grand Total	1891 awards to Panchayats 53 awards to States/State level Institutes												



**Ministry of Panchayati Raj  
Government of India**