

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2014-2015)

15

SIXTEENTH LOK SABHA

MINISTRY OF PANCHAYATI RAJ

*[Action taken by the Government on the recommendations contained in the Forty- Fifth Report
(Fifteenth Lok Sabha) on Capacity Building of Panchayati Raj Institutions (PRIs)]*

FIFTEENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

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*[Action taken by the Government on the recommendations contained in the Forty- Fifth Report
(Fifteenth Lok Sabha) on Capacity Building of Panchayati Raj Institutions (PRIs)]*

Presented to Lok Sabha on 12 August, 2015

Laid in Rajya Sabha on 12 August, 2015



LOK SABHA SECRETARIAT

NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2014-2015)**

Dr. P. Venugopal -- *Chairperson*

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LOK SABHA

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27. Shri Ranvijay Singh Judev**
28. Dr. Vijaylaxmi Sadho^{\$}
29. Shri A. K. Selvaraj
30. Shrimati Kanak Lata Singh
31. Sh. Ashwani Kumar[#]

* Nominated to the Committee w.e.f. 07.10.2014.

@ Nominated to the Committee w.e.f. 13.05.2015

** Nominated to the Committee w.e.f. 25.09.2014 vice Shri Narayan Lal Panchariya.

\$ Nominated to the Committee w.e.f. 28.11.2014 vice Shri Jairam Ramesh

Nominated to the Committee w.e.f. 16.07.2015

Secretariat

1. Shri Abhijit Kumar - Joint Secretary
2. Shri R. C. Tiwari - Director

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Fifteenth Report on the action taken by the Government on the recommendations contained in the Forty-fifth Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha) on Capacity Building of Panchayati Raj Institutions (PRIs).

2. The Forty-fifth Report (Fifteenth Lok Sabha) was presented to Lok Sabha/laid in Rajya Sabha on 14 August, 2013. Replies of the Government to all the recommendation contained in the report were received on 12th August, 2014.

3. The action taken replies received from the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 10 August, 2015.

4. An analysis of the action taken by the Government on the observations/recommendations contained in the Forty Fifth Report of the Committee (Fifteenth Lok Sabha) is given in Appendix-II.

NEW DELHI;
10 August, 2015
19 Shravana, 1937 (Saka)

DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2014-15) deals with the action taken by the Government on the Observations/Recommendations contained in their Forty Fifth Report (Fifteenth Lok Sabha) on "Capacity Building of Panchayati Raj Institutions (PRIs)".

2. The Forty Fifth Report (Fifteenth Lok Sabha) on "Capacity Building of Panchayati Raj Institutions (PRIs)" was presented to Lok Sabha on 14 August, 2013 and was laid on the Table of Rajya Sabha on the same date. The Report contained 23 Observations/Recommendations.

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

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

Serial Nos. 1, 4, 6, 8, 9, 10, 11, 14, 15, 17, 19, 21 and 22

Total: 13
Chapter-II

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

Serial No. 12, 13, 16, 20 and 23

Total: 05
Chapter-III

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

Serial Nos. 3, 5, 7 and 18

Total: 04
Chapter-IV

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

Serial No. 2

Total:01
Chapter-V

4. **The Committee desire that final replies in respect of recommendations for which only interim replies have been submitted by the Government and which have been included in Chapter V of this Report may be furnished to the Committee expeditiously.**

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

**A. Need for Capacity Building of Panchayats
[Recommendation Serial No. 2 (Para No. 2.2)]**

6. The Committee in aforesaid para of the Report had recommended as under:-

“A glance at various schemes for Capacity Building of Panchayats shows that the work for Capacity Building has been done by various Ministries like MoPR mainly under Backward Region Grant Fund (BRGF) and Rashtriya Gram Swaraj Yojana (RGSY), Ministry of Rural Development under MGNREGA and NLRM and also by newly created Ministry of Drinking Water and Sanitation under Nirmal Bharat Abhiyan (NBA). Besides, some other Central Ministries like Health, Education, etc. are also involved in Capacity Building work of Panchayats in a small measure in tune with their schemes/programmes. The Committee feel that in the process, funds are spent under various schemes without any composite and cohesive planning and in the process capability of Panchayats at ground level largely remain unchanged. The Committee have been informed that within MoPR, process of merging of schemes for the purpose of Capacity Building of Panchayats in cohesive manner has started taking shape after launch of a new scheme named 'Rajiv Gandhi Panchayat Sashaktikaran Abhiyan(RGPSA)'. The Committee find that RGPSA provides for constitution of two bodies for overall policy direction, i.e. Empowered Central Steering Committee (ECSC) and the Empowered Central Executive Committee (ECEC). ECSC is chaired by the Minister of Panchayati Raj as Chairperson and has Ministers/State Ministers of Rural Development, Drinking Water and Sanitation, Education, Health, Agriculture, Social Justice and Welfare, Tribal Welfare, North East, Planning Commission, State Minister for Finance (Department of Expenditure), Ministers from well performing States as per devolution index, and five Elected Women Panchayats representatives from among best performing Panchayats as Members. ECEC is chaired by the Secretary MoPR as Chairperson, representative of Planning Commission, Secretary Expenditure (Ministry of Finance), Secretaries of Agriculture, Rural Development, Drinking Water and Sanitation, Education, Health, Social Justice Welfare, Tribal Affairs, DONER, Additional Secretaries, Financial Adviser and Joint Secretaries of the Ministry of Panchayati Raj, Director –General National Institute of Rural Development (NIRD) Hyderabad and Secretaries responsible for Panchayati Raj of well performing States as per the devolution index as Members. The Committee strongly recommend that a certain percentage of funds for the schemes run by the Ministries of Rural Development, Drinking Water & Sanitation, Health etc. in rural areas should be made available to MoPR

so that capacity building of Panchayats is built in a systematic/planned manner. This will bring all the funds related with Panchayats under different Ministries for capacity building of PRIs under one umbrella. Thereafter, similar process should be initiated at State level. The Committee would await specific action taken in this regard.”

7. The Ministry in their action taken reply have stated as under :-

“12th FYR Plan outlay for MOPR was initially pegged at Rs.6,437 crore. Planning Commission has then, transferred 1% of the annual budgetary allocation of the Ministry of Drinking Water & Sanitation and Ministry of Rural Development i.e. Rs.5,110 crore to MOPR for newly launched Rajiv Gandhi Sashaktikaran Abhiyan (RGPSA). The total allocation for MOPR in the 12 Plan was enhanced to Rs.11,547 crore. Further, the MoPR has forwarded the aforesaid recommendations of the Standing Committee to the Planning Commission for taking up the issue with the concerned Ministries/Departments.”

8. **The Committee while examining the subject had observed that the work for Capacity Building was being done by various Ministries through their different Schemes but there had not been any composite and cohesive planning among different Departments and Ministries. To bring all the funds related with Panchayats under different Ministries for Capacity Building of Panchayati Raj Institutions under one umbrella, the Committee had strongly recommended that a certain percentage of funds for the schemes run by the different Ministries and Departments in rural areas should be made available to Ministry of Panchayati Raj so that Capacity Building of Panchayats is built in a systematic/planned manner and similar process should be initiated at State level. The Committee observe that the Ministry of Panchayati Raj in their Action Taken note has inter alia stated that the Ministry has forwarded the recommendation of the Committee to the Planning Commission for taking up the issue with the concerned Ministries/Departments. The Committee feel that there is urgent need of strengthening of Panchayat Institutions in the country for all inclusive socio-economic development of rural areas and, therefore, a coordinated action plan is required to be chalked out by the nodal ministry. The Ministry of Panchayati Raj therefore, should take pro-active steps and persuade all the concerned Ministries and Departments, States and also the Niti Ayog so that funds from different sources could be pooled together for Capacity Building of Panchayati Raj Institutions. The Committee expect the final reply in this regard from the Ministry at the earliest.**

**B. Devolution of powers and responsibilities
[Recommendation Serial No. 3 (Para No. 2.3)]**

9. The Committee in aforesaid para of the Report had recommended as under:-

“The Committee find that empowerment of Panchayats through greater devolution of powers and responsibilities on Panchayats in planning and monitoring of development schemes in line with Constitutional intent was emphasized in Eleventh Plan (2007-2012) Document. Government pronouncements made from time to time including the recent one in Twelfth Plan (2012-2017) document brought out by the Planning Commission, wherein role of rural local self Government has been considered critical for rural transformation. According to the Twelfth Plan Document although States have taken up activity mapping, pattern of assignment of subjects and coverage of subjects widely differed among the States, barring those development programmes/schemes which expressly require the involvement of Panchayats, most others are implemented by the functionaries of line department concerned. The Committee, therefore, recommend that issue of the devolution of powers and responsibilities in the areas spelt out in Eleventh Schedule of the Constitution should be taken up by the MoPR with all the States at highest level in the Government. Similarly there should be national level Conferences/Seminars to emphasize empowerment of Panchayats.”

10. The Ministry in their action taken reply have stated as under :-

“Ministry of Panchayati Raj (MoPR) has taken up the issue of devolution of powers to Panchayats with States in several ways. Firstly, States are incentivized, annually as per their ranking on a ‘Devolution Index’. Under RGPSA, States are encouraged to set targets related to devolution, which are reviewed in CEC meetings while sanctioning of plans.”

11. The Committee in the original Report had specifically recommended that issue of the devolution of powers and responsibilities in the areas spelt out in Eleventh Schedule of the Constitution should be taken up by the Ministry of Panchayati Raj with all the States at highest level in the Government and also that there should be national level Conferences/Seminars to emphasize empowerment of Panchayats. The Committee observe that about the devolution of powers, the Ministry has stated that the issue has been taken up with the States in several ways. However, about the recommendation of the Committee for having national level Conference/Seminars, the Ministry has not indicated as to what action has been taken by them in this regard. Since Conferences/Seminars are effective fora for dissemination and sharing of information and experiences

and also for deliberations on skills and mechanisms for bringing qualitative changes in the functioning of Panchayati Raj Institutions, the Ministry should, therefore, use such fora for achieving desired results in the area of Capacity Building of PRIs. The Committee, therefore, strongly recommend that national level conferences/seminars need to be organized by the Ministry on regular basis.

**C. Massive Literacy Campaign
[Recommendation Serial No. 5 (Para No. 2.6)]**

12. The Committee in aforesaid para of the Report had recommended as under:-

“Another major impediment coming in the way of empowerment of Panchayats is low competency to handle Panchayat work. In this connection, during the course of evidence the Secretary (Panchayati Raj) stated before the Committee that the Ministry is looking for varying requirements as out of 28 lakh Panchayat representatives, about 36 percent are elected women representatives, 19 percent are Scheduled Castes and 11 percent are Scheduled Tribes. Admittedly many of these elected representatives are first timers and are largely unlettered and as such their functional literacy needs to be satisfied. The Committee, therefore, recommend that for real capacity building of Panchayats a massive literacy campaign should be a part of training of elected representatives of Panchayats in the country. For future, the Committee feel that there is need to examine whether some minimum qualifications could be set for holding positions in PRIs.”

13. The Ministry in their action taken reply have stated as under :-

“The position about the overall efforts being made for giving boost up to the efforts of State for capacity building and training of elected representatives and Panchayat functionaries in States has been submitted with reference to recommendation S. No. 1 made in Para 2.1 as referred to above. It is also stated that while discussing the component of capacity building and training of ERs and functionaries of Panchayats as reflected in their State Plans, Central Executive Committee (CEC) of RGPSA, which considers and approves such plans, has repeatedly highlighted the need of comprehensive literacy campaign of the ERs and Panchayat functionaries. Further, the National Capability Building Framework (NCBF) has been revised to emphasize the need for expanding the outreach of training. A separate chapter on the training of SC, ST representatives and women representatives has been included. States are being supported in formulating strategies to support such ERs. On an average around 14 lakh elected representatives are trained annually. In order to improve functional IT literacy at Panchayat level, Ministry of Panchayati Raj has made arrangements to provide basic computer training to elected representatives and PRI functionaries to create awareness and basic understanding on the usage of computers. National Institute of Electronics and Information

Technology (NIELIT), (previously DOEACC Society), has been engaged to impart these trainings in the States. The training is based on a simple syllabus including hands-on sessions for 36 hours over a six-day period. Twenty-one States and UTs have used this effort and over 17,000 functionaries, elected representatives have been trained till date, and further 8,000 are scheduled to be trained. Furthermore, in order to build the capacity of Panchayat functionaries in usage of various Panchayat Enterprise Suite (PES) Applications developed under e-Panchayat MMP, a cascading mode of training i.e. ToT (Training of the Trainers) has been adopted to create Master Trainers at State, District and Panchayat levels to ensure that trainings reach till grass-root level. The multiplier effect of ToT model offers an opportunity for informed local input in shaping the content and for facilitation of training appropriate to local culture and context.”

14. The Committee in their original Report had recommended that for real capacity building of Panchayats, a massive literacy campaign should be a part of training of elected representatives of Panchayats in the country. The Committee had also desired that for future, there was need to examine whether some minimum qualifications could be set for holding positions in PRIs. The Committee observe that the action taken reply of the Ministry is silent on the Committee’s recommendation about the need for examining as to whether some minimum qualification could be set for holding positions in PRIs. The Committee express their unhappiness over casual approach of the Ministry in responding to the observations and recommendations given in the Report of the Committee. The Committee, therefore, reiterate their recommendation and expect the Ministry to immediately set in motion the process of examining the possibility of prescribing some minimum qualification for holding the positions in Panchayati Raj Institutions.

**D. Schemes for Capacity Building of Panchayats
[Recommendation Serial No. 7 (Para No. 2.9)]**

15. The Committee in aforesaid para of the Report had recommended as under:-

“The Committee have been informed that in order to have clarity in district planning Ramachandran Committee's recommendations containing elaborate guidelines were sent to Planning Commission in 2005 by Ministry of Panchayati Raj and they also issued the Guidelines on 25th June, 2009 to the State Governments in this regard. As a result Central Ministries have begun to introduce the role for PRIs, integrated planning etc. that has to be pursued during Twelfth Plan. In this connection, the Committee find that Twelfth Plan Document also underlines the need of strengthening local institutions through various programmes like National Rural Livelihood Missions(NRLM), Integrated Watershed Management Programme (IWMP), MGNREGA etc. It has also

highlighted that 'Government Institutions' charged with the responsibility of capacity building of Panchayats like NIRD, SIRDs, etc. have not succeeded in their designed role and thus need reform. From the perusal of the RGPSA programme the Committee find that twenty per cent of the RGPSA funds would be disbursed to the States on the basis of their performance in twelve areas including preparing and operationalising a frame work for bottom up grassroots planning and convergence through District Planning Committees (DPCs). In the light of the experience in the previous years, the Committee apprehend that many States may lag behind on the issue of convergence. The Committee, therefore, desire that role of Panchayats be suitably defined in all Centrally Sponsored Programmes (CSPs) including those related to 29 subjects enumerated in Eleventh Schedule to the Constitution. Needless to emphasize that reform process in Government Institutions like NIRD, SIRDs, etc. should begin with right earnest for capacity building of Panchayats."

16. The Ministry in their action taken reply have stated as under :-

"In the Ministry, under the BRGF Programme, release of funds is contingent upon preparation of the District Plans, duly consolidated by the District Planning Committees (DPCs) from the local plans prepared by the Panchayats, the Municipalities and the other Local Bodies. As already noted by the Committee the BRGF Programme has encouraged the States to constitute the DPCs in the Districts. At the inception of the BRGF Programme in 2007, only 13 States had constituted the DPCs. All the remaining States have constituted the DPCs since then. Under RGPSA, States are being supported in creating State Panchayat Resource Centres (SPRCs) in the SIRDs, to specifically address capacity building of Panchayats. Further, Districts Panchayat Resource Centres (DPRCs) are also being established. The establishment of these centres will take training to the grass roots and improve its outreach and quality."

17. The Committee had recommended that to avoid slow progress by the States on the issue of convergence, the role of Panchayats should be suitably defined in all centrally sponsored programmes including those related to 29 subjects enumerated in Eleventh Schedule of the Constitution. The Committee had also recommended to start the reform process in Government institutions like NIRD, SIRDs etc. for capacity building of Panchayats. The Committee observe that the Ministry in their action taken note has not furnished any clear reply to these recommendations of the Committee. Taking into account the need of convergence of programmes at grass root level for effective results, the Committee reiterate their recommendation for suitably defining the role of Panchayats and also starting the reform process of the Institutions like NIRD, SIRDs etc.

E. Availability of infrastructure and ICT facilities
[Recommendation Serial No.18 (Para No. 2.21)]

18. The Committee in aforesaid para of the Report had recommended as under:-

“The Committee find with dismay that Panchayats are facing major constraints in terms of construction of Panchayat Ghars in various States and this has been major hurdle in necessary capacity build-up of Panchayats. The Committee find that several States are yet to provide Panchayat Ghars to Gram Panchayats. Major deficit States are Andhra Pradesh (21807/5639), Bihar (8463/3135), Haryana (6155/3155), Madhya Pradesh (23012/3634), Maharashtra (27920/5183), Punjab (12800/7182) and Uttar Pradesh (51914/22930). The Committee attribute the prevailing inadequacy of infrastructure largely due to non-utilisation of funds by State Governments under BRGF. They also find that for arranging Panchayat Ghars in deficient States Government has taken a number of steps. MoPR has advised the State Governments for construction of Panchayat Ghars in a time bound manner by combining the fund available under MGNREGA, BRGF and RGPSA Schemes besides States own resources. Further, the Central Government has decided to assist State Governments/UTs in providing a Panchayat Development Officer and Junior Engineer in priority Gram Panchayats using Administrative Expenditure Head of MGNREGA and have proposed 90:10 funding ratio between Centre and States to bring to the level of 50:50 in five years time for which comprehensive Guidelines have been issued. Viewing the work done subsequent to 2009, the Committee find from the website of MoPR that as on 30.03.2011 only 3688 'Panchayat Ghars' have been sanctioned in 19 States from 2006-07 to 2011-12 and only 304 'Resources Centres' were sanctioned in four States Arunachal Pradesh, Assam, Himachal Pradesh and Tripura during the same period. The Committee fail to understand as to how this small number of Panchayat Ghars/'Resource Centres' is going to reduce the huge deficiency of infrastructure of Panchayats across the States. The Committee, accordingly, would like the MoPR to pursue the matter with State Governments so as to ensure that all Panchayats have Panchayat Ghars by end of Twelfth Plan.

19. The Ministry in their action taken reply have stated as under :-

“Under RGPSA, funds are provided for Panchayat buildings where these do not exist. In 2013-14, 3,128 new GP buildings were sanctioned.”

20. The Committee while examining the subject had observed that Panchayats were facing major constraints in terms of construction of Panchayat Ghars in various States and the same had been major hurdle in necessary capacity build up of Panchayats. The Committee had therefore, desired the Ministry to pursue the matter with the State Governments so as to ensure that all Panchayats have

Panchayat Ghars by the end of Twelfth Plan. In their action taken note, the Ministry have simply replied that 3128 new GP buildings were sanctioned in 2013-14. The Committee are not satisfied with this reply of the Ministry as the steps taken by the Ministry to pursue the matter with the State Governments have not been indicated. It clearly reflects that the issue has not been taken up by the Ministry with the degree of seriousness which it deserves. Since availability of infrastructure in terms of Panchayat Ghar is the basic requirement for effective functioning of PRIs, the Committee reiterate their recommendation for chalking out a plan in coordination with all States to have Panchayat Ghar constructed for each Panchayat in the country by the end of Twelfth Plan.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Paragraph No. 2.1)

The Committee note with dismay that dream of 'Gram Swaraj' of Mahatma Gandhi and objective of 'Power to People' are yet to be achieved fully even after over six decades of independence and over two decades of enactment of Constitution (Seventy-Third) Amendment Act in 1992 that envisioned empowerment of Panchayats as embodiment of Local Self Government across the country largely on account of absence of adequate capacity building of Panchayats over the years. Admittedly with as many as 589 District Panchayats, 6323 Block Panchayats and over 2.41 lakh Gram Panchayats with over 28 lakh elected representatives and functionaries of which 10 lakh are women, the task of their Capacity Building is quite gigantic particularly with respect to the provisions of Article 243G of the Constitution that seeks to bestow powers and authority to Panchayats in relation to 29 subjects specified in Eleventh Schedule of the Constitution. These subjects inter-alia are agriculture, land improvement, implementation of land reforms, minor irrigation, water management and watershed development, animal husbandry, dairying and poultry fisheries, social forestry and farm forestry, small scale industries including food processing industries, Khadi, Village and Cottage Industries, rural housing, drinking water, roads, culverts/bridges, rural electrification including distribution of electricity, education, health and sanitation, public distribution system, etc. The Committee find that prior to having the Ministry of Panchayati Raj as independent one in 2004, the issue of Capacity Building of Panchayats was not suitably addressed to by the Ministry of Rural Development under which the Department of the Panchayati Raj functioned. The Committee's examination has revealed that even after formation of the separate Ministry viz. the Ministry of Panchayati Raj in 2004 that was primarily formed for focusing decentralization of power and empowerment of Panchayats, main objectives have not been achieved fully. The Committee are unhappy to note MoPR's candid admission before the Committee that although the efforts for providing training to Elected Representatives of Panchayats have been going on for past several years yet the training activities have not received adequate focus and attention at State level and as such desired impact on empowerment of Panchayat has not been forthcoming. Also that the Constitutional obligations as mandated under the 73rd amendment to the Constitution cannot be realized without increasing the capacities of the Panchayats. The Committee feel that ways and means are to be found out by MoPR as well as State Governments for making up the deficiencies in Capacity Building of Panchayats for their desired empowerment for discharging the Constitutional mandate in the light of broad parameters of new programme of Rajeev Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) launched by the Ministry of Panchayati Raj w.e.f March, 2013. Needless to emphasise that with the more and more items of work out of the list of 29 subjects under Eleventh Schedule to the Constitution proposed to be assigned to Panchayats by the State Governments, the capacity of Panchayats needs to be raised manifold.

REPLY OF THE GOVERNMENT

The Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) has been launched to strengthen Panchayats, including provision of administrative and technical expertise at Gram Panchayats and capacity building and training of elected representatives of PRIs and the Panchayat functionaries. This will lead to enhanced capacities and effectiveness of Panchayats and Gram Sabhas and also strengthen the institutional structure for knowledge creation and capacity building of Panchayats. Under the scheme, the State Panchayat Resource Centre (SPRCs) are being established at State Institutes of Rural Development (SIRDs) or any other State level institution, District Panchayat Resource Centre (DPRCs) may be strengthened in existing institutions or new centres established and Block level Satellite Resource Centre may be established. The scheme has been under implementation in full swing during the year 2013-14. The central Executive Committee, RGPSA has sanctioned these activities in 2013-14 as per State plan and is providing an impetus to this activity by concerning States to take up and enhanced Training and setting up of institutes for action to address the issue.

The National Capability Building Framework (NCBF) provides a framework for regular training of Elected Representatives, officials and other stakeholders in the Panchayati Raj, to enable them to perform their functions effectively. States have been encouraged to expand the outreach of training as well as improve the quality of training. The Ministry of Panchayati Raj provides financial assistance under the Capacity Building (CB) component of the BRGF Programme to the States as per the Annual Action Plans, duly approved by High Powered Committee (HPC).

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 4, Paragraph No.2.4)

The Committee's examination has revealed that a number of challenges and constraints like non-devolution of powers to Panchayats from State Legislatures on account of discretionary Constitutional provisions, non-empowerment of women in Panchayat on account of illiteracy, absence of physical verification of Panchayat works and delay in releases of funds under Backward Region Grant Fund (BRGF), slow pace of decentralized planning, etc. are coming in the way of desired level of capacity building of Panchayats in the country. The Committee are apprehensive that in the light of these challenges and constraints, the goal of inclusive growth accompanied by demonstrative difference to the lives of poorest and most vulnerable citizens may not be achieved fully.

REPLY OF THE GOVERNMENT

The BRGF entrusts the central role to Panchayats in the identified backward districts and Municipalities in urban areas in planning and implementation of the Programme. District Planning Committees (DPCs) at District level are constituted in accordance with Article 243 ZD of the Constitution to consolidate plans of the Panchayats and Municipalities into a District Plan. The BRGF Programme has encouraged the States to constitute the DPCs in the Districts. At the inception of the BRGF Programme in 2007, only 13 States had constituted the DPCs. All the

remaining States have constituted the DPCs since then. The BRGF was evaluated twice and restructuring is on way.

MOPR advocates greater devolution of powers by States as provided in Recommendation No.3, and also proposes capacity building in various ways, as stated in Recommendation No.1 of this report. These measures will lead to strengthened Panchayats to impact the lives of ordinary people.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 4, Paragraph No.2.5)

For converting discretionary powers of State Legislatures to mandatory one for the purpose of necessary devolution of powers to Panchayats under XIth Schedule to the Constitution the MOPR has informed that it would require Constitutional amendment in respect of Article 246 (subject matter of laws made by Parliament and by State Legislatures) Seventh Schedule (containing three Lists viz Union List, State List and Concurrent List) and Article 243 (Definitions relating to Panchayats) of the Constitution and the same would not be in line with the spirit of federalism underlined in the Constitution. The Committee find that in view of the above legal position, the status quo on the issue of devolution of Powers to Panchayats may continue indefinitely unless States are incentivised for devolution of powers. From the information made available to the Committee by MoPR it is observed that Andaman & Nicobar, Arunachal Pradesh, Haryana, Karnataka, Kerala, Sikkim, Tamilnadu have transferred some subjects to PRIs. However, the Committee have not been apprised about the actual empowerment of PRIs i.e. concomitant transfer of functionaries and finances. In this context the Committee also find that Ministry of Panchayati Raj seeks to make some headway under new programme of Rajeev Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) being implemented during the Current Plan (2012-2017) by allocating 20% of resources based on performance conditions that include devolution requiring the States to draw a road map for the purpose of availing Grants and giving incentives and responsibility to States to devolve powers and responsibility to Panchayats. The Committee also find that though Panchayati Raj is a State subject, yet it is the primary responsibility of the Government of India, the Ministry of Panchayati Raj to continue a purposeful dialogue with Ministries of Panchayati Raj in States and Union Territories for devolution of more power to Panchayats across the country.

REPLY OF THE GOVERNMENT

The action taken by States on various 'Performance Condition' of RGPSA which include devolution has been assessed by independent teams. The findings of these teams are placed before the CEC of RGPSA when State plans are discussed. States have also been encouraged to set appropriate targets for devolution.

[O.M. No. H-11013/2/2014-Parl. dated : 12/8/2014]

Recommendation (Serial No. 6, Paragraph No.2.7)

The Committee also note that 'the Constitution (One Hundred and Tenth Amendment) Bill, 2009 that seeks to amend Article 243D of the Constitution by seeking reservation of women in the Panchayats in the total number of seats, offices of Chairpersons and in the seats reserved for the Scheduled Caste and Scheduled Tribes across three tiers should be raised from existing provisions of 'not less than one-third' to 'not less than one-half' and also seeking similar reservation for women belonging to the Scheduled Caste and Scheduled Tribe categories in the offices of Chairpersons in the Panchayats at each level upto 'not less than one-half' was examined by the Committee (2009-10) and is pending before the Parliament for consideration and passing. The Committee feel that the proposed legislation be enacted at the earliest so that objectives of the legislation are achieved at the earliest.

REPLY OF THE GOVERNMENT

This Bill was pending before the previous Lok Sabha. On the dissolution of the 15th Lok Sabha, this Amendment Bill has lapsed. The Ministry is now in the process of re-introducing this Bill after the proposed amendment is approved by the Government.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 8, Paragraph No.2.10)

The Committee's examination has revealed that two prominent schemes viz Backward Region Grant Fund (BRGF) and Rashtriya Gram Swaraj Yojna (RGSY) for Capacity Building and training of elected representatives and functionaries of Panchayats was reviewed during Mid Term Appraisal of Eleventh Plan out of which certain valuable suggestions came up for improving both the schemes. In the case of BRGF, the Committee find that inadequate Grant to Panchayats ranging between Rs. 2 lakhs to 3 lakhs, inability of PRIs to play a leading role in integrated planning on discretionary Budget, issue of convergence of Central/State Schemes of Districts/ Sub-district level etc., absence of Panchayat wise resource envelop under different schemes, faulty procedure for release of instalment to Panchayats at District level etc. are some issues which need to be considered and sorted out by the Ministry of Panchayati Raj and Planning Commission.

REPLY OF THE GOVERNMENT

Under the BRGF Capacity Building (C.B.) Component, MoPR releases funds to the State Governments against their Perspective/ Annual Action Plan duly approved by High Powered Committee (HPC). Some funds under C.B. component go to the SIRD (through the State Government) and not to the panchayats. C.B. Funds under BRGF are required to be transferred to the Implementing Agencies within 15 days failing which penal interest is payable. BRGF C.B. Funds are calculated at the rate of Rs. 1 crore for each BRGF district in the States per annum. State Governments are responsible to execute the Annual Action Plan for Capacity

Building and furnish the corresponding utilisation certificates (UC's), physical and financial progress reports and audit reports etc. in order to avail the next releases from MoPR under BRGF-CB component.

The issue of inadequate grants to Panchayat is being addressed by restructuring BRGF programme.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 9, Paragraph No.2.11)

The Committee also find that Mid Term Appraisal of Eleventh Plan relating to RGSY Scheme has also pointed out certain important suggestions. These inter-alia relate to inclusion of important components of National Capability Building Framework (NCBF) components like courses for Master Resource Persons, functional literacy, enhanced allocation for capacity building, permitting capital expenditure for construction of Training Institutes, etc,. The Committee have been informed by MoPR that issues of Master Resource Persons, infrastructure etc. have broadly been taken care of under the new comprehensive scheme viz. RGPSA. The Committee would like the Government to have constant monitoring of RGPSA to ensure that its objectives are achieved in a time bound manner.

REPLY OF THE GOVERNMENT

RGPSA provides for establishment of resource institutions, training of resource persons and a wide variety of training programmes. RGPSA is monitored rigorously. There is an annual monitoring mechanism through independent experts, and a Management Information System (MIS) has been established.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 10, Paragraph No.2.12)

While reviewing the allocation releases and utilization of funds for Capacity Building of Panchayats, the Committee find with dismay that there is gross under-utilisation of funds under BRGF during the last three-four years. For instance, during 2009-10, 2010-11 and 2011-12 against the annual entitlement of Rs. 250.00 crore for 250 BRGF Districts in different States the releases were as low as Rs. 190.64 crore, Rs. 197.17 crore and Rs. 106.58 crore respectively. Further the utilization of these funds in these years has been Rs. 158.43 crore, Rs. 139.08 crore and Rs. 60.97 crore respectively. Similarly during 2012-13 against the annual entitlement of Rs. 272.00 crore for 272 BRGF Districts, the releases were as low as Rs. 89.56 crore against which the utilization was merely Rs. 0.83 crores.

REPLY OF THE GOVERNMENT

The annual allocation of each district is Rs. 1.00 crore per annum under the Capacity Building component of BRGF. Accordingly, Rs. 272.00 crores had been earmarked for the 272 BRGF districts during 2012-13. BRGF is a process oriented and demand driven programme implemented by the PRIs. There have been issues regarding off take of funds by the States due to late submission of proposals by

many States and also on account of the non- submission/ discrepancies in requisite documents like UCs, physical & financial reports and audit reports.

This Ministry is doing regular follow up with the State Governments by means of review meetings, video conferences and visits by Officers. The first review meeting was held with the Principal Secretaries/ Secretaries of all BRGF States on 11-06-2013. A video conference was held with the State Government of Madhya Pradesh on 23-07-2013 wherein the progress of BRGF Programme was reviewed. On 02-08-2013, in a related meeting held with 12 States, timely claim of funds under BRGF Programme was emphasized. During the course of this year, officials from the Ministry also visited Himachal Pradesh, Uttarakhand, Assam, Rajasthan and Madhya Pradesh to motivate the States to submit the BRGF proposals in time. During a workshop held for computerization of Panchayats in the North East, the position of BRGF proposals was also discussed with the North Eastern States. A workshop was also held in Guwahati, Assam on 24th – 25th October, 2013 for the 8 North Eastern Region States and also Jharkhand with the primary objective of building capacity of the PRI functionaries on proper devolution and utilization of funds under the BRGF. On 20.12.2013 the implementation of various Programmes of MoPR including BRGF was reviewed in a meeting held, in New Delhi, presided over by the Minister of Panchayati Raj.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 10, Paragraph No.2.13)

The Committee find from the Demands for Grants (2013-2014) of the Ministry of Panchayati Raj that Rs. 272 crore have been allocated for capacity building and training component of BRGF for the year 2012-2013 for 272 BRGF districts in different States. The Committee feel that increase in allocation will not result in actual Capacity Building of Panchayats unless these are released and utilized for the purpose. The Government has outlined reasons for low utilization of funds viz. delay in release of funds to implementing agencies well beyond 15 days, utilization of releases are reported only when next instalment is claimed i.e. when 60% utilization is achieved. The Committee feel that these reasons should be sorted out by the MoPR through regular interactions with State Government implementing agencies with a view to enhance effective utilization of funds.

REPLY OF THE GOVERNMENT

The annual allocation of each district is Rs. 1.00 crore per annum under the Capacity Building component of BRGF. Accordingly, Rs. 272.00 crores had been earmarked for the 272 BRGF districts during 2012-13. BRGF is a process oriented and demand driven programme implemented by the PRIs. There have been issues regarding off take of funds by the States due to late submission of proposals by many States and also on account of the non- submission/ discrepancies in requisite documents like UCs, physical & financial reports and audit reports.

This Ministry is doing regular follow up with the State Governments by means of review meetings, video conferences and visits by Officers. The first review meeting was held with the Principal Secretaries/ Secretaries of all BRGF States on 11-06-2013. A video conference was held with the State Government of Madhya Pradesh on 23-07-2013 wherein the progress of BRGF Programme was reviewed.

On 02-08-2013, in a related meeting held with 12 States, timely claim of funds under BRGF Programme was emphasized. During the course of this year, officials from the Ministry also visited Himachal Pradesh, Uttarakhand, Assam, Rajasthan and Madhya Pradesh to motivate the States to submit the BRGF proposals in time. During a workshop held for computerization of Panchayats in the North East, the position of BRGF proposals was also discussed with the North Eastern States. A workshop was also held in Guwahati, Assam on 24th – 25th October, 2013 for the 8 North Eastern Region States and also Jharkhand with the primary objective of building capacity of the PRI functionaries on proper devolution and utilization of funds under the BRGF. On 20.12.2013 the implementation of various Programmes of MoPR including BRGF was reviewed in a meeting held, in New Delhi, presided over by the Minister of Panchayati Raj.

[O.M. No. H-11013/2/2014-Parl. dDated: 12/8/2014]

Recommendation (Serial No. 11, Paragraph No.2.14)

The State-wise analysis of utilization of BRGF funds for Capacity Building Component of Panchayats, has revealed that in big States like Uttar Pradesh, Bihar and Madhya Pradesh there are large amount of BRGF funds that have remained unutilized during the last 3-4 years. For instance in Uttar Pradesh with as many as 34 BRGF districts during 2010-11, 2011-12 and 2012-13 against the entitlement of Rs. 34.00 crore the releases were Rs. 28.07 crore, Rs. 12.21 crore and Rs 00.00 crore respectively. Against this the utilization was as low as Rs 9.69 crore, Rs. 0.0 crore and Rs. 0.0 crore respectively. Similarly in the case of Bihar with as many as 36 BRGF districts, the release against the entitlement of Rs. 36.00 crore during the same period were Rs. 31.34 crore, Rs. 0.00 crore and Rs. 0.0 crore respectively. Also in the case of Madhya Pradesh with 24 BRGF districts the releases during the same period were Rs. 24.00 crore, Rs. 12.41 crore and Rs. 20.74 crore respectively. Whereas the utilization was Rs. 24.00 crore, Rs. 12.41 crore and Rs. 0.00 crore respectively. The Committee, therefore, are unable to comprehend how these States would able to handle the additional funds that would be made available for Capacity Building of Panchayats during 2013-2014 keeping in view their low rate of utilization so far. The Committee therefore, would like the MoPR to examine this vital aspect of non-utilisation of funds and take remedial measures to gainfully utilize the allocated funds.

REPLY OF THE GOVERNMENT

Funds under the Capacity Building component of BRGF are allocated to each State @ Rs. 1.00 crore per annum per BRGF district. For proper utilization, the funds under BRGF are released in two instalments during a financial year and the essential condition for release of each instalment is 60% utilisation of all the earlier releases and furnishing of documents like Physical & Financial Progress Reports, Utilization Certificates, Audit Reports of Statutory Auditors etc. by the State Governments. Non-receipt of proposals in time and non-submission of prescribed documents by the State Governments are the main reasons due to which the State Governments are unable to claim their full entitlements.

This Ministry is doing regular follow up with the State Governments by means of review meetings, video conferences and visits by Officers. The first review meeting was held with the Principal Secretaries/ Secretaries of all BRGF States on 11-06-2013. A video conference was held with the State Government of Madhya Pradesh on 23-07-2013 wherein the progress of BRGF Programme was reviewed. On 2-08-2013, in a related meeting held with 12 States, timely claim of funds under BRGF Programme was emphasized. During the course of this year, officials from the Ministry also visited Himachal Pradesh, Uttarakhand, Assam, Rajasthan and Madhya Pradesh to motivate the States to submit the BRGF proposals in time. During a workshop held for computerization of Panchayats in the North East, the position of BRGF proposals was also discussed with the North Eastern States. A workshop was also held in Guwahati, Assam on 24th – 25th October, 2013 for the 8 North Eastern Region States and Jharkhand with the primary objective of educating the PRI functionaries on proper devolution and utilization of funds under the BRGF. On 20.12.2013 the implementation of various Programmes of MoPR including BRGF was reviewed in a meeting held, in New Delhi, presided over by the Minister of Panchayati Raj.

Utilisation of funds were also discussed in a workshop in February 2014 and Inter Ministerial workshop in June, 2014.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 14, Paragraph No.2.17)

The Committee find that MoPR have projected four areas of Capacity Building of Panchayats viz. Devolution of 3 Fs, Availability of Staff, Availability of Infrastructure and ICT facilities and Training of elected representatives of Panchayats, whereas the Planning Commission has viewed three pronged effort for bringing about desired Capacity Building of Panchayats viz. Provision of adequate human Resources, Infrastructure and Training and Sensitisation of Elected Members, Functionaries of Panchayats and Government Functionaries working at District Block and Gram Panchayat level. The Committee find that broadly the identified areas of MoPR and Planning commission broadly are common. The Committee also find that issue of Capacity Building of Panchayats has received the attention of the Planning Commission which has been reflected in Eleventh and Twelfth Plan Documents. In this connection, the Committee also note that MoPR has already brought out a 'Roadmap for Panchayats for 2011-2017'. The Committee recommend that Government should hold Annual reviews of implementation of 'Roadmap for Panchayats for 2011-2017' so that corrective measures wherever necessary are taken while the implementing of the plan instead of waiting till 2017 to know the impact of the scheme.

REPLY OF THE GOVERNMENT

MoPR is in agreement with the recommendations of the Committee.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 15, Paragraph No.2.18)

While reviewing the State-wise details of sanctioned vis-à-vis filled posts of Secretary, Gram Panchayats, the Committee find that against 1.52 lakh sanctioned post, 1.12 lakh have been filled in a total of 2.41 lakh Gram Panchayats and 40,000 posts are yet to be filled. The Committee are however, glad to note that some States like Kerala (978/978), Chhattisgarh (9734/9734), Himachal Pradesh (3243/3243), Orissa (6234/6234), Tamil Nadu (12618/12618), Sikkim (165/165), Rajasthan (9188/8522), Assam (1958/1897), have done brilliantly in equipping Gram Panchayats with manpower. However, the States which have substantial vacancies are Uttar Pradesh (16432/12003), Andhra Pradesh (12395/10670), Maharashtra (17326/16655), Bihar (8463/5754), Karnataka (5628/372), Uttarakhand (670/412) Manipur (409/37) etc. Information in respect of certain States has not been made or is not available. The Committee are convinced that with huge State-wise vacancies the functioning of Panchayats would be adversely affected. The Committee, therefore, strongly recommend the MoPR to take up the matter with concerned States at the highest level for filling up sanctioned posts and also update the 'Not Reported' information from concerned States urgently.

REPLY OF THE GOVERNMENT

These recommendations have been considered carefully and the State is being requested to adopt a model composition of manpower for each Panchayat Raj Institution (PRI) preferably on the pattern of Panchayati Raj system in Maharashtra and Karnataka. They are also being requested to intimate action taken in this regard and intimate the position of staff being provided in panchayats as also the position of vacancies in a uniform manner in each State within period of six months.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 17, Paragraph No. 2.20)

In regard to equipping Panchayats with requisite manpower, the Committee find that it is only on 23rd October, 2009 the MoPR issued Guidelines on Manpower for Panchayats to the Chief Secretaries of all States/UTs inter-alia highlighting that even after 17 years of the Amendment to the Constitution in 1992, the PRIs are yet to come up as effective institutions of Self-Government largely due to inadequate capacity of Panchayats and calling upon mobilisation of resources for deployment of core staff of Panchayats through State resources, BRGF, MGNREGA, Finance Commission Awards etc. This was subsequently reiterated on 12th November, 2010 and also on 6th July, 2011. In this connection, the Committee find that new scheme viz, RGPSA also seeks to ensure that each Gram Panchayat (GP) has an appropriate building for holding meetings and office work and is expected to obtain funds from various sources, especially through schemes of Ministry of Rural Development. However, where funds are unavailable from other schemes GP buildings will be funded from RGPSA. Considering the importance of the subject, the Committee recommend that more initiatives like holding regular meetings/conferences of the Minister of Panchayati Raj with State Ministers should be held more often so that empowerment of panchayats takes at a faster pace as

also State Governments share their concerns/problems as also the initiatives. This will also help State Governments to learn from each other's experiences.

REPLY OF THE GOVERNMENT

MoPR continue to hold meetings/conference with the State Governments for implementation of programme effectively at the grass root level. A meeting of Secretaries of Panchayati Raj Department of the States/UTs was held on 20.12.2013 at New Delhi to review progress made on the implementation of various programme of Panchayati Raj. Also regional meeting with the State Governments were held at New Delhi, Hyderabad, PUNE, Guwahati during 27-30 May, 2014 to review the progress of works undertaken under programmes of MoPR.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 19, Paragraph No.2.22)

The Committee are unhappy to find that the resolve of the MoPR of making available the Information Technology to the doorstep of Panchayats made in December, 2004 with the object of providing transparency, better delivery of service, capacity building requirement etc. of Panchayats largely remains unfulfilled for want of allocation of funds by the Planning Commission. The Committee are also annoyed with the apathy of Planning Commission on this issue as MoPR has already quantified Rs. 6896.18 crore for this work that includes Rs. 5457.82 crore for Payout and Manpower requirements alone. As against this the actual allocation was as low as Rs. 46.28 crore in 2010-11 and Rs. 40.00 crore in 2011-12 and it has forced the MoPR to restrict their e-Panchayat activities to conduct studies, development and deployment of 12 'Common Applications'.

REPLY OF THE GOVERNMENT

Since the initial project proposal of Rs. 6896.18 Crores for nation-wide rollout of e-Panchayat Mission Mode Project (MMP) was not accorded a formal approval by the Planning Commission, and in order not to lose valuable time to achieve the goal of transparency and accountability through e-enablement of PRIs, MoPR began implementing the e-Panchayat MMP with the limited funds available for the purpose. However, the Ministry recognized that since the infrastructure and capacity of Panchayats w.r.t. e-enablement varies across States/UTs, there was a need for States/UTs to undertake different activities to strengthen their Panchayati Raj infrastructure with reference to their specific requirements and context. Hence after several inter ministerial consultations to review the project implementation modalities, in the 12th Plan period, e-Panchayat Mission Mode Project has been dovetailed with the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) scheme of the Ministry of Panchayati Raj (MoPR). Under RGPSA, States can select the most relevant activities in their context from a menu of permissible activities, as part of their Perspective and Annual Plans. This decentralized approach has allowed the States to plan their e-Panchayat activities as per their specific context to gradually empower the PRIs in a holistic manner.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 21, Paragraph No.2.24)

The Committee find with dismay that training requirements of as many as 29 lakhs elected representatives of Panchayats of which 10 lakhs are elected women representatives are inadequate. The MOPR admitted before the Committee that existing training infrastructure viz. 29 State Institute of Rural Development and 78 Extension Training Centre (ETCs) needs to be augmented manifold and hoped that it would be addressed through RGPSA. From the State-wise details of number of elected representatives, the Committee are constrained to find that in States like Uttar Pradesh, Madhya Pradesh and Bihar with as many as 7 lakhs, 3.94 lakhs and 1.30 lakhs elected Panchayat representatives respectively, the training infrastructure available is thoroughly inadequate. For instance in Madhya Pradesh for 50 districts and 3.96 lakh elected representatives there is only one SIRD, 7 Panchayat training Centres (PTCs) and 6 Extension Training Centres (ETCs) in the State. Likewise in Bihar with 1.30 lakh elected representatives, there is 1 SIRD and only 3 ETCs are available. The Committee, therefore, feel that the MOPR should undertake a comprehensive study to expand the network for training of elected representatives of Panchayats by an Expert Committee so that in States where training infrastructure is inadequate, the same may be upgraded to the required level.

REPLY OF THE GOVERNMENT

Under RGPSA, States are being supported in expanding the network of institutions for training as well as for the actual training itself. In 2013-14, 21 State Panchayat Resource Centres and 136 District Panchayat Resource Centres have been sanctioned.

The National Capability Building Framework (NCBF) provides a framework for regular training of Elected Representatives, officials and other stakeholders in the Panchayati Raj, to enable them to perform their functions effectively. This framework is being taken into account by the States (Panchayati Raj being a State subject) while building the capacity of Elected Representatives and Functionaries of the Panchayats. Ministry of Panchayati Raj provides financial assistance under the Capacity Building (CB) component of the BRGF Programme to the States as per the Annual Action Plans received from them. Each State is required to identify nodal authorities, usually SIRDs, for preparation and implementation of a six years perspective capacity building plan, against which funds are released to States, calculated at the rate of Rs. 1 crore per annum for each BRGF district. SIRDs undertake periodic review of the quality of training programmes through independent agencies.

- a) Extensive trainings are required to build the capacity at grass-root level which is an enormous challenge due to inadequate availability of necessary infrastructure. Therefore, a cascading mode of training i.e. Training of the Trainers (ToT), has been adopted to create Master Trainers at State, District and Panchayat levels to ensure that trainings reach till grass-root level to as many participants as possible. The multiplier effect of ToT model offers an opportunity for informed local input in shaping the content and for facilitation of training appropriate to local culture and context.

b) The Ministry is providing training on Panchayat Enterprise Suite (PES) Applications and has advised the States/UTs to use the faculty to create a cadre of Master Trainers at State level so that they can be used to train officials at District and Panchayat level. The Ministry plans to create two Master Trainers per Application from each district in addition to 2-4 Master Trainers for each PES Application from State Panchayati Raj Department. Over 25,000 have been trained so far. To provide sustained and up-to-date training to end users, User Manuals, Frequently Asked Questions (FAQs) and audio assisted CBTs (Computer Based Tutorial) have been made available for all PES Applications. CBTs and User Manuals have been prepared in English and are available for viewing/playing online while the users are working on the softwares and these can also be downloaded and played/used in off-line mode. These CBTs serve as authenticated training material, including for assisting Master Trainers during State & District level training programmes and can also be accessed by isolated users on demand. The CBTs can be used for providing continuous trainings to end users and thus are expected to expedite and improve the adoption of PES Applications. These CBTs are also enabled for translation in local languages for better absorption at local level.

c) On-line discussion groups (google-groups) are being used for each Application wherein users can send their queries and seek answers from MoPR, National Informatics Centre (NIC) or even from other States. These groups have been extremely effective in sharing ideas and providing immediate solutions to end users. They also serve as a knowledge database.

d) The Ministry has also made arrangements to provide basic computer training to elected representatives and PRI functionaries to create awareness and basic understanding on the usage of computers. National Institute of Electronics and Information Technology (NIELIT), (previously DOEACC Society), has been engaged to impart these trainings at State level. The training is based on a simple syllabus coupled with hands-on sessions for 36 hours over a six day period. Twenty one States and UTs have used the facility so far and over 15,000 functionaries and elected members have been trained till date and further 10,000 are scheduled to be trained.

The reply with reference to various aspects of training of elected representatives of Panchayats has been given above with reference to the recommendation S.No.1 of the Committee in Para 2.1. Besides, it is also stated that the proposal is under consideration for formulating a revised National Capability Building Framework (NCBF) which will take care of various aspects related to the Capacity Building and Training.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 22, Paragraph No.2.25)

The Committee are constrained to find that as per MOPR there is no system of evaluation of training imparted to large number of elected representatives of Panchayats in the country. The Committee were also informed by the MOPR that quality aspect needs continuous improvement. The Committee were also informed by the Member-Secretary, Planning Commission that there is no inter-relation between expenditure and quality of training imparted. In this connection, during the course of evidence the Secretary MoPR agreed with the Committee to impart

training to elected representatives in local language. The Committee are also constrained to note that most important training programme called National Capability Building Framework (NCBF) as brought out by MOPR and adopted for BRGF districts containing important features like stakeholders, requirement of resource persons to be trained for training the elected representatives of Panchayats, duration and course of training, remunerations, etc,. Has not been implemented in letter and spirit during the last 3-4 years. The Committee have been informed by the MOPR that RGPISA scheme broadly addresses these issues. The Committee, would like the Ministry to ensure that RGPISA takes care of these vital aspects.

REPLY OF THE GOVERNMENT

A detailed exercise have been undertaken to revise the National Capability Building Framework (NCBF). The revised NCBF focuses on expansion of the outreach of training as well as the enhancement of its quality. Best practices across States have been documented. Further, with the establishment of resource centres under RGPISA, efforts are being made to improve the quality of training.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

CHAPTER III

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

Recommendation (Serial No. 12, Paragraph No.2.15)

The Committee find that MOPR has been consistently seeking substantial increases in funds for capacity building requirements of Panchayats before the Planning Commission during the years 2010-2011, 2011-2012 and 2012-2013 broadly for six areas viz Panchayat Staff, Panchayat Ghars, Accounting, e Panchayats, Training & infrastructure and Institutionalising Decentralised Planning. Planning Commission admitted before the Committee about the receipt of enhanced demand from MOPR. During the course of examination of Demands for Grants (2012-2013) of MOPR the Committee were informed that the total requirement of funds for RGPSA has been pooled together at Rs. 33,000 crore for Twelfth Plan. Against this huge requirement, the Planning Commission while according in principle approval to RGPSA has provided GBS of Rs. 11,547 crore only for Twelfth Five Year Plan for MOPR. Considering the objectives of the Scheme, the Committee, strongly recommend that the Planning Commission should reconsider the requirements of funds for MOPR with an open mind for current Plan.

REPLY OF THE GOVERNMENT

A provision of Rs. 455.00 crore was provided in the BE 2013-14 for the RGPSA. Subsequently, additional of Rs. 200.00 crore was provided to RGPSA while presenting budget of the year by the Finance Minister. The total plan allocation for RGPSA during 2013-14 became Rs. 655.00 crore. As against the projected requirement of Rs. 1500 crore for RGPSA for 2014-15, Rs. 1050 crore was allocated to RGPSA as BE for 2014-15.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 13, Paragraph No.2.16)

While reviewing the progress on 'Devolution of Functions, Functionaries and Finances' from States to Panchayats under Article 243G read with subjects enumerated in Eleventh Schedule of the Constitution, the Committee are constrained to note that only few States of have done some work on this issue whereas in other States it has not progressed much. In this connection, the MoPR have candidly admitted before the Committee that Devolution of 3 Fs needs to be backed by grass root planning which is almost absent in all the States. The MoPR has also pointed out that Devolution of powers to the Panchayats is the discretion of the State Governments. Further the Committee find that Thirteenth Finance Commission has also observed that traditional theology that funds and functionaries would follow functions did not appear to have worked as number of States that have notified transfer of functions, it has not been followed by transfer of funds and functionaries. The Committee also find that three advisories were issued by MoPR viz. on 9th April, 2009 on Panchayat Finances, on 23rd October, 2009 on manpower

to Panchayats and on 1st December, 2009 on Activity Mapping but the position has not changed much. The Committee find that the RGPSA propose for disbursement of twenty percent of RGPSA funds for five years to States based on their performance on twelve parameters. Since there has not been much progress on the issue of 'Devolution' of 3 Fs to Panchayats by reason of discretion available to the State Governments, Committee would await impact of implementation of RGPSA which provides incentives for devolution of powers/functions to Panchayats.

REPLY OF THE GOVERNMENT

MoPR continues to incentivize States as per main performance on the Devolution Index under RGSPA, States have been encouraged to set targets for devolution, and their performance has been reviewed by independent observers. This performance is discussed in detail in the Central Executive Committee (CEC) meetings of RGPSA, as State plans are approved.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 16, Paragraph No.2.19)

On perusal of the composition of stakeholders of Panchayati Raj as reflected in the 'National Capability Building Framework (NCBF)', the Committee find that besides Elected Panchayat Representatives and officials of the Panchayats, a large number of officials like Junior Engineers, Anganwadis Workers, Primary Health Workers, Self Help Groups etc. have been shown as Pressure Groups with Gram Sabhas. In this connection, the Committee find that MoPR has advised State Governments to provide the basic core functionaries to the Panchayats which includes the Secretary, an Accountant, a Data Entry Operator and a Social Mobiliser. Keeping in view, the fact that 589 District Panchayats, 6323 Block Panchayats and 2.41 lakh Gram Panchayats are there across the country, the Committee feel that MoPR should list out a model composition of manpower for each PRI and steps should be taken to provide the same.

REPLY OF THE GOVERNMENT

Under RGPSA, MoPR supports States in providing manpower at the Gram Panchayat level such as Panchayat Development Officers, accountants etc. As the size of Gram Panchayats varies from State to State, the staffing structure also varies. In 2013-14, around 72,000 GP level personnel were sanctioned.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No. 20, Paragraph No.2.23)

The Committee are also unhappy to find that computerization has not reached the doorsteps of Gram Panchayats in most of the States. From the data made available to the Committee about the progress of computerization, the Committee find that the offices of Zila Parishads and Block Panchayats have been given computers however these have not been given to Panchayat offices. During the course of evidence the Secretary MoPR had expected that by December, 2013 or early 2014 broadband connectivity will be given to Panchayats. The Committee apprehend that with scant coverage of computers in village Panchayats the goal of giving broad band connectivity may not be realized. The Committee would like the Ministry to adhere to their stated schedule for providing broadband connection for Panchayats. The Committee would await conclusive action taken in this regard.

REPLY OF THE GOVERNMENT

Under RGPSA, there is a provision for States to procure basic IT hardware (a computer, UPS and printer) in PRIs at the rate of Rs. 40,000 per Panchayat. Based on the proposal made by State Govt. under their Annual RGPSA Plan, funds are being provided to States for purchase of computers at Gram Panchayat level. This approach is expected to fast-track the provision of computers at Gram Panchayat level during the 12th plan period. Broadband connectivity at Panchayat level is being provided under the National Optical Fibre Network (NOFN) project of Department of Telecommunications (DOT), Govt of India and not by this Ministry. The project aims to connect all the Gram Panchayats of the country with Optic Fibre Cables (OFC). This will provide high bandwidth broadband connectivity at Panchayat level that will assist in the full e-enablement of Panchayats. A pilot project for Government-to-Citizen (G2C) services leveraging the National Optical Fibre Network (NOFN) is being implemented by Dept. of Electronic and Information Technology (DeitY) in 59 Gram Panchayats (GPs) of the identified pilot blocks viz. Arain in Ajmer district (Rajasthan), Parwada in Vishakhapatnam district (Andhra Pradesh) and Panisagar in North Tripura district (Tripura). MoPR has advised these pilot States to make use of this opportunity to rollout the Panchayat Enterprise Suite (PES) Applications in these pilot GPs so that these can be added to the bouquet of services that are being showcased under this pilot project.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

Recommendation (Serial No.23, Paragraph No.2.26)

In the context of adequacy of Thirteenth Finance Commission Grants to PRIs, the MoPR contended before the Committee that Ministry had requested the Thirteenth Finance Commission to provide 4% of Divisible Pool to Panchayats for Capacity Building requirements like construction of Panchayat Ghars, providing Skelton staff etc. and 1% of Divisible Pool for Specific Grants for preparation data base, area planning etc. As against this, Thirteenth Finance Commission has recommended a Basic Grant of 1.5% percent of previous years' Divisible Pool and a Performance Grant of 0.50% of Divisible Pool in first year and 1 percent in next three years. The Committee find that MoPR has quantified the over-all capacity building

requirement of Rs. 1.12 lakh crore out of which Thirteenth Finance Commission has recommended Rs.63,050 crore for five years to PRIs comprising of Rs.41,225 crore as Basic Grant and Rs. 21,825 crore as Performance Grant as untied Grants. In this connection, the Committee feel that an amount of Rs. 3 lakh per Panchayat per annum recommended by Thirteenth Finance Commission is not sufficient enough taking into consideration the devaluation of rupee and inflation for overall Capacity Building requirements of Panchayats.

REPLY OF THE GOVERNMENT

The Finance Commission has recommended grant-in-aid to augment the Consolidated Funds of the States to supplement the resources of the local bodies. Against the proposal of this Ministry for providing 5% of the divisible pool to PRIs, 2.28% of the divisible pool (2009-14) has been recommended by FC XIII for Local Bodies for the award period 2010-2015. These grants are untied to expenditure conditions and it is for the individual Panchayats to decide on how best to utilize these funds. Since the divisible pool is a dynamic figure and is correlated to actual tax collection, hence, with any increase in actual tax collection the Divisible Pool as well as the share of local bodies also increases correspondingly. So far Rs. 32,943.35 crore have been released to the states for Local Bodies (PRIs) during 2010-11 to 2013-14 under various components of the grants as on 06.02.2014 as given below:

(Rs. in Crore)		
a.	General Basic Grant	24,476.95
b.	Special Area Basic Grant	487.30
c.	General Performance Grant	7,871.15
d.	Special Area Performance Grant	107.95
	Total	32,943.35

Statements showing the detail of grants released during the said period are enclosed at Annex I to IV.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

**CHAPTER IV
OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE
GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

Recommendation (Serial No. 3, Paragraph No.2.3)

The Committee find that empowerment of Panchayats through greater devolution of powers and responsibilities on Panchayats in planning and monitoring of development schemes in line with Constitutional intent was emphasized in Eleventh Plan (2007-2012) Document. Government pronouncements made from time to time including the recent one in Twelfth Plan (2012-2017) document brought out by the Planning Commission, wherein role of rural local self Government has been considered critical for rural transformation. According to the Twelfth Plan Document although States have taken up activity mapping, pattern of assignment of subjects and coverage of subjects widely differed among the States, barring those development programmes/schemes which expressly require the involvement of Panchayats, most others are implemented by the functionaries of line department concerned. The Committee, therefore, recommend that issue of the devolution of powers and responsibilities in the areas spelt out in Eleventh Schedule of the Constitution should be taken up by the MoPR with all the States at highest level in the Government. Similarly there should be national level Conferences/Seminars to emphasize empowerment of Panchayats.

REPLY OF THE GOVERNMENT

Ministry of Panchayati Raj (MoPR) has taken up the issue of devolution of powers to Panchayats with States in several ways. Firstly, States are incentivized, annually as per their ranking on a 'Devolution Index'. Under RGPSA, States are encouraged to set targets related to devolution, which are reviewed in CEC meetings while sanctioning of plans.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

COMMENTS OF THE COMMITTEE

[Please see Para 11 of Chapter I of the Report]

Recommendation (Serial No. 5, Paragraph No.2.6)

Another major impediment coming in the way of empowerment of Panchayats is low competency to handle Panchayat work. In this connection, during the course of evidence the Secretary (Panchayati Raj) stated before the Committee that the Ministry is looking for varying requirements as out of 28 lakh Panchayat representatives, about 36 percent are elected women representatives, 19 percent are Scheduled Castes and 11 percent are Scheduled Tribes. Admittedly many of these elected representatives are first timers and are largely unlettered and as such their functional literacy needs to be satisfied. The Committee, therefore, recommend that for real capacity building of Panchayats a massive literacy campaign should be a part of training of elected representatives of Panchayats in the country. For future, the Committee feel that there is need to examine whether some minimum qualifications could be set for holding positions in PRIs.

REPLY OF THE GOVERNMENT

The position about the overall efforts being made for giving boost up to the efforts of State for capacity building and training of elected representatives and Panchayat functionaries in States has been submitted with reference to recommendation S. No. 1 made in Para 2.1 as referred to above. It is also stated that while discussing the component of capacity building and training of ERs and functionaries of Panchayats as reflected in their State Plans, Central Executive Committee (CEC) of RGPSA, which considers and approves such plans, has repeatedly highlighted the need of comprehensive literacy campaign of the ERs and Panchayat functionaries. Further, the National Capability Building Framework (NCBF) has been revised to emphasize the need for expanding the outreach of training. A separate chapter on the training of SC, ST representatives and women representatives has been included. States are being supported in formulating strategies to support such ERs. On an average around 14 lakh elected representatives are trained annually.

In order to improve functional IT literacy at Panchayat level, MoPR has made arrangements to provide basic computer training to elected representatives and PRI functionaries to create awareness and basic understanding on the usage of computers. National Institute of Electronics and Information Technology (NIELIT), (previously DOEACC Society), has been engaged to impart these trainings in the States. The training is based on a simple syllabus including hands-on sessions for 36 hours over a six-day period. Twenty-one States and UTs have used this effort and over 17,000 functionaries, elected representatives have been trained till date, and further 8,000 are scheduled to be trained.

Furthermore, in order to build the capacity of Panchayat functionaries in usage of various Panchayat Enterprise Suite (PES) Applications developed under e-Panchayat MMP, a cascading mode of training i.e. ToT (Training of the Trainers) has been adopted to create Master Trainers at State, District and Panchayat levels to ensure that trainings reach till grass-root level. The multiplier effect of ToT model offers an opportunity for informed local input in shaping the content and for facilitation of training appropriate to local culture and context.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

COMMENTS OF THE COMMITTEE

[Please see Para 14 of Chapter I of the Report]

Recommendation (Serial No.7, Paragraph No.2.8)

Another issue that has attracted the attention of the Committee is slow pace of district planning. The Committee find that under Article 243ZD of the Constitution, it is obligatory for every State to constitute the District Planning Committees (DPCs) and every such Committee shall prepare Draft Development Plan in matters of common interest between Panchayats and Municipalities for integrated planning. The Committee find that although MoPR has been able to constitute DPCs in every State, it has not been able to make any headway on the issue of integrated and decentralized planning. This has been mainly to the fact that on-line Departments are not communicating the resource envelop to Planning Units for effective convergence of resources before the plan preparation. For this MoPR has

suggested that capacity of Panchayats/ULRs is to be strengthened to prepare local plans and consolidate these at District level.

REPLY OF THE GOVERNMENT

Under the BRGF Programme, release of funds is contingent upon preparation of the District Plans, duly consolidated by the District Planning Committees (DPCs) from the local plans prepared by the Panchayats, the Municipalities and the other Local Bodies. As already noted by the Committee the BRGF Programme has encouraged the States to constitute the DPCs in the Districts. At the inception of the BRGF Programme in 2007, only 13 States had constituted the DPCs. All the remaining States have constituted the DPCs since then.

Under BRGF Capacity Building component, each State is nevertheless required to identify nodal agencies, including SIRDs for Perspective Capacity Building Plan of the State.

Ministry of Panchayati Raj will strive through operationalization of Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) to enhance and harness the capacity of Panchayats to prepare local plans and consolidate these at District level. In order to access RGPSA funds States have to fulfil some essential conditions which include constitution of District Planning Committees (DPCs) in all Districts and issuing guidelines / rules to make these functional. 20% of RGPSA funds are linked to steps taken by the States for implementation of various provisions of the 73rd Amendment to the Constitution in specific areas which include preparation and operationalization of a framework for bottom-up grassroots planning and convergence through DPCs.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

COMMENTS OF THE COMMITTEE

[Please see Para 17 of Chapter I of the Report]

Recommendation (Serial No. 18, Paragraph No.2.21)

The Committee find with dismay that Panchayats are facing major constraints in terms of construction of Panchayat Ghars in various States and this has been major hurdle in necessary capacity build-up of Panchayats. The Committee find that several States are yet to provide Panchayat Ghars to Gram Panchayats. Major deficit States are Andhra Pradesh (21807/5639), Bihar (8463/3135), Haryana (6155/3155), Madhya Pradesh (23012/3634), Maharashtra (27920/5183), Punjab (12800/7182) and Uttar Pradesh (51914/22930). The Committee attribute the prevailing inadequacy of infrastructure largely due to non-utilisation of funds by State Governments under BRGF. They also find that for arranging Panchayat Ghars in deficient States Government has taken a number of steps. MoPR has advised the State Governments for construction of Panchayat Ghars in a time bound manner by combining the fund available under MGNREGA, BRGF and RGPSA Schemes besides States own resources. Further, the Central Government has decided to assist State Governments/UTs in providing a Panchayat Development Officer and Junior Engineer in priority Gram Panchayats using Administrative Expenditure Head

of MGNREGA and have proposed 90:10 funding ratio between Centre and States to bring to the level of 50:50 in five years time for which comprehensive Guidelines have been issued. Viewing the work done subsequent to 2009, the Committee find from the website of MoPR that as on 30.03.2011 only 3688 'Panchayat Ghars' have been sanctioned in 19 States from 2006-07 to 2011-12 and only 304 'Resources Centres' were sanctioned in four States Arunachal Pradesh, Assam, Himachal Pradesh and Tripura during the same period. The Committee fail to understand as to how this small number of Panchayat Ghars/'Resource Centres' is going to reduce the huge deficiency of infrastructure of Panchayats across the States. The Committee, accordingly, would like the MoPR to pursue the matter with State Governments so as to ensure that all Panchayats have Panchayat Ghars by end of Twelfth Plan.

REPLY OF THE GOVERNMENT

Under RGPSA, funds are provided for Panchayat buildings where these do not exist. In 2013-14, 3,128 new GP buildings were sanctioned.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

COMMENTS OF THE COMMITTEE

[Please see Para 20 of Chapter I of the Report]

CHAPTER V

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

Recommendation (Serial No. 2, Paragraph No.2.2)

A glance at various schemes for Capacity Building of Panchayats shows that the work for Capacity Building has been done by various Ministries like MoPR mainly under Backward Region Grant Fund (BRGF) and Rashtriya Gram Swaraj Yojana (RGSY), Ministry of Rural Development under MGNERGA and NLRM and also by newly created Ministry of Drinking Water and Sanitation under Nirmal Bharat Abhiyan (NBA). Besides, some other Central Ministries like Health, Education, etc. are also involved in Capacity Building work of Panchayats in a small measure in tune with their schemes/programmes. The Committee feel that in the process, funds are spent under various schemes without any composite and cohesive planning and in the process capability of Panchayats at ground level largely remain unchanged. The Committee have been informed that within MoPR, process of merging of schemes for the purpose of Capacity Building of Panchayats in cohesive manner has started taking shape after launch of a new scheme named 'Rajiv Gandhi Panchayat Sashaktikaran Abhiyan(RGPSA)'. The Committee find that RGPSA provides for constitution of two bodies for overall policy direction, i.e. Empowered Central Steering Committee (ECSC) and the Empowered Central Executive Committee (ECEC). ECSC is chaired by the Minister of Panchayati Raj as Chairperson and has Ministers/State Ministers of Rural Development, Drinking Water and Sanitation, Education, Health, Agriculture, Social Justice and Welfare, Tribal Welfare, North East, Planning Commission, State Minister for Finance (Department of Expenditure), Ministers from well performing States as per devolution index, and five Elected Women Panchayats representatives form among best performing Panchayats as Members. ECEC is chaired by the Secretary MoPR as Chairperson, representative of Planning Commission, Secretary Expenditure (Ministry of Finance), Secretaries of Agriculture, Rural Development, Drinking Water and Sanitation, Education, Health, Social Justice Welfare, Tribal Affairs, DONER, Additional Secretaries, Financial Adviser and Joint Secretaries of the Ministry of Panchayati Raj, Director –General National Institute of Rural Development (NIRD) Hyderabad and Secretaries responsible for Panchayati Raj of well performing States as per the devolution index as Members. The Committee strongly recommend that a certain percentage of funds for the schemes run by the Ministries of Rural Development, Drinking Water & Sanitation, Health etc. in rural areas should be made available to MoPR so that capacity building of Panchayats is built in a systematic/planned manner. This will bring all the funds related with Panchayats under different Ministries for capacity building of PRIs under one umbrella. Thereafter, similar process should be initiated at State level. The Committee would await specific action taken in this regard.

REPLY OF THE GOVERNMENT

12th FYR Plan outlay for MOPR was initially pegged at Rs.6,437 crore. Planning Commission has then, transferred 1% of the annual budgetary allocation of the Ministry of Drinking Water & Sanitation and Ministry of Rural Development i.e. Rs.5,110 crore to MOPR for newly launched Rajiv Gandhi Sashaktikaran Abhiyan (RGPSA). The total allocation for MOPR in the 12 Plan was enhanced to Rs.11,547 crore. Further, the MoPR has forwarded the aforesaid recommendations of the Standing Committee to the Planning Commission for taking up the issue with the concerned Ministries/Departments.

[O.M. No. H-11013/2/2014-Parl. dated: 12/8/2014]

COMMENTS OF THE COMMITTEE

[Please see Para 8 of Chapter I of the Report]

NEW DELHI :
10 August, 2015
19 Shravana, 1937 (Saka)

DR. P. VENUGOPAL
Chairperson
Standing Committee on Rural Development

APPENDIX - I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)****MINUTES OF THE TWENTY THIRD SITTING OF THE COMMITTEE HELD ON MONDAY,
THE 10 AUGUST, 2015**

The Committee sat from 1530 hrs. to 1545 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT**Dr. P. Venugopal**

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Chairperson**Members****Lok Sabha**

2. Shri Kirti Azad
3. Shri Harish Chandra Chavan
4. Shri Manshankar Ninama
5. Shri Prahlad Singh Patel
6. Dr. Ramesh Pokhriyal "Nishank"
7. Shri Gokaraju Ganga Raju
8. Smt. Butta Renuka
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Ajay Misra Teni
12. Adv. Chintaman Navasha Wanaga
13. Shri Vijay Kumar Hansdak

Rajya Sabha

14. Shri Gulam Rasool Balyawi
15. Shri Ram Narain Dudi
16. Shri Mahendra Singh Mahra
17. Shri Ranvijay Singh Judev
18. Dr. Vijaylaxmi Sadho
19. Shri A. K. Selvaraj
20. Smt. Kanak Lata Singh
21. Shri Ashwani Kumar

SECRETARIAT

1. Shri Abhijit Kumar - Joint Secretary
2. Shri R.C. Tiwari - Director
3. Smt. B. Visala - Additional Director

2. At the outset, the Chairperson welcomed the members to the Sitting of the Committee. Thereafter, the Committee took up for consideration the following draft Action Taken Reports:-

- | | | | | |
|-------|-----|-----|-----|-----|
| (i) | XXX | XXX | XXX | XXX |
| (ii) | XXX | XXX | XXX | XXX |
| (iii) | XXX | XXX | XXX | XXX |
| (iv) | XXX | XXX | XXX | XXX |
| (v) | XXX | XXX | XXX | XXX |

- (vi) Draft Report on Action Taken by the Government on the recommendations contained in the Forty Fifth (Fifteenth Lok Sabha) Report on 'Capacity Building of Panchayati Raj Institutions (PRIs)';

3. After detailed discussions, the Committee adopted the Reports without any modifications. The Committee then authorized the Chairperson to finalize the aforesaid Reports and present the same to the Parliament.

The Committee then adjourned.

APPENDIX - II
[Vide Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
OBSERVATIONS/RECOMMENDATIONS CONTAINED IN THE FORTY FIFTH
REPORT (15TH LOK SABHA) OF THE STANDING COMMITTEE ON RURAL
DEVELOPMENT**

I.	Total number of observations/recommendations:	23
II.	Observations/Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 4, 6, 8, 9, 10, 11, 14, 15, 17, 19, 21 and 22	
	Total:	13
	Percentage:	56.52%
III.	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial No. 12, 13, 16, 20 and 23	
	Total:	05
	Percentage:	21.74 %
IV.	Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Serial Nos. 3, 5, 7 and 18	
	Total:	04
	Percentage:	17.39 %
V.	Observations/Recommendations in respect of which final replies of the Government are still awaited :	
	Serial No. 2	
	Total:	01
	Percentage:	4.35%