

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2017-2018)

48

SIXTEENTH LOK SABHA

MINISTRY OF PANCHAYATI RAJ

DEMANDS FOR GRANTS

(2018-19)

FORTY-EIGHTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

FORTY-EIGHTH REPORT

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(SIXTEENTH LOK SABHA)

MINISTRY OF PANCHAYATI RAJ

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(2018-19)

Presented to Lok Sabha on 13.03.2018

Laid in Rajya Sabha on 13.03.2018



LOK SABHA SECRETARIAT

NEW DELHI

March, 2018/Phalguna 1939 (Saka)

CRD No. 145

Price : Rs.

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Thirteenth Edition) and Printed by _____.

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2017-2018)**

Dr. P. Venugopal -- Chairperson

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RAJYA SABHA

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30. Shri K.T.S. Tulsi
31. Shri Lal Sinh Vadodia

* Vacancy created due to sad demise of Shri Chintaman Navsha Wanaga on 30.01.2018

SECRETARIAT

- | | | |
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| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. B.Visala | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2017-2018) having been authorised by the Committee to submit the Report on their behalf, present the Forty-Eighth Report on Demands for Grants (2018-19) of the Ministry of Panchayati Raj.

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Panchayati Raj on 16 February, 2018.

4. The Report was considered and adopted by the Committee at their sitting held on 09 March, 2018.

5. The Committee wish to express their thanks to the officials of the Ministry of Panchayati Raj for placing before them the requisite material and their considered views in connection with the examination of the subject.

6. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

NEW DELHI;
09 March, 2018
18 Phalguna, 1939 (Saka)

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

REPORT
CHAPTER-I
INTRODUCTION

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

1.2 Till 2014-15, the Ministry implemented two major schemes viz. the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) and Backward Regions Grant Fund (BRGF) along with the schemes of Media & Publicity, Action Research and Research Studies, Contribution to International Bodies and UN Assisted Project. However, w.e.f. 2015-16, the State component of the RGPSA and the BRGF scheme got delinked from Central support and stand transferred to the States to be met from their own resources. The Central component of the RGPSA continues to be implemented by this Ministry.

1.3 Elaborating further, the Ministry in their written reply have stated that:-

“The Ministry of Panchayati Raj (MoPR) oversees the implementation of the Part IX of the Constitution, the provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA) and Article 243 ZD in Part IX A of the Constitution relating to District Planning Committees (DPCs). The Ministry aims to encourage and support States to devolve powers to Panchayats, build the capacities of Panchayats, create an environment for making Panchayats accountable, strengthen DPCs and promote decentralized planning and implement PESA.”

CHAPTER II**BUDGETARY ALLOCATION**

2.1 The Demands for Grants (Demand No. 68) for the year 2018-19 of Ministry of Panchayati Raj (MoPR) were laid on the table on 05.03.2018 and are given in Annexure I.

2.2 The scheme-wise allocation of funds is as follows:-

(Rs. in Crore)

S. N.	Name of the Scheme	2017-18			2018-19
		B.E	R.E	Actual Exp. (upto 31.12.2017)	B.E
Revenue Expenditure - Scheme					
1	Media & Publicity	11.00	11.00	6.44	15.00
2	Action Research & Research Studies	4.00	1.80	0.55	3.00
3	International Contribution	1.90	1.90	0.00	0.00
4	International Co-operation	0.20	0.20	0.00	0.20
5	Mission Mode Project on E-Panchayats	17.00	13.00	7.76	20.00
6	Incentivization of Panchayats	34.00	34.00	30.20	46.00
7	ATM Services in Panchayat Bhawans	10.00	0.00	0.00	0.00
8	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA)/ Capacity Building-PSA	691.90	638.10	467.19	720.80
	Total of Scheme	770.00	700.00	512.14	805.00
Revenue Expenditure: Other (Non Plan/ Non Scheme)					
9	Secretariat Service	20.79	19.21	15.53	20.17
	Grant Total	790.79	719.21	527.67	825.17

2.3 On being enquired about the reasons for very meagre increase at BE level of Ministry's outlay as compared to previous years, the Ministry in their reply have stated as under:-

“The BE for 2018-19 which has been indicated as Rs.825.17 crore is a 4.35% increase over BE of 2017-18, however, as compared to RE of 2017-18, the increase is about 14.73%. After the approval of restructured RGSA by CCEA the matter will be taken up with Ministry of Finance to increase budget at RE stage.”

2.4 Further, the Committee enquired about increase in outlay spent on the programmes and works of Ministry of Panchayati Raj, the Ministry in their written reply stated as under:-

“The Ministry is actively striving to achieve maximum outcomes of the allocated budget. The newly restructured scheme of RGSA has been recommended by the EFC with certain stipulations and action is underway for obtaining the approval of Cabinet Committee on Economic Affairs. Under the scheme, the components for which financial assistance will be provided to the Panchayati Raj Departments of the States include components of Capacity Building & Training (CB&T) and also for infrastructure requirement etc. Support is also envisaged on a modest scale for construction of Gram Panchayat Buildings. After the approval of the scheme by CCEA the outlay provided for the scheme will be spent on approved activities as per the guidelines of the scheme. Under the Incentivization of Panchayats scheme, Ministry of Panchayati Raj confers awards to Panchayats during National Panchayati Raj Day, held on 24th of April every year, under the categories of Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar and Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar. Number of awards conferred depends upon submission of nominations by the State Governments/UT Administrations..”

2.5 The details of funds allocated during the 12th FYP alongwith expenditure is given in the following table:-

Sl. No.	Scheme	12 th Plan Outlay	2012-13			2013-14			2014-15			2015-16			2016-17		
			BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.			
1	Secretariat Economic Service (Management Cell)	125.00	20.00	20.00	13.22	22.69	22.69	15.28	25.70	22.69	19.71	25.75	21.50	18.00	18.33	20.15	19.13
2	International Cooperation																
a.	Membership to International Local Governance Bodies (CLGF)-contribution)	0.50	0.10	0.10	0.07	0.10	0.10	0.08	0.10	0.10	0.13	0.10	0.10	0.0	0.10	0.10	0.25
b.	Projects assisted by UN Agencies	24.50	4.90	8.90	8.90	4.90	4.90	0.32	1.90	1.90	1.61	1.90	1.90	0.66	1.90	1.90	1.84
3	Media & Publicity	100.00	17.00	12.00	12.00	15.00	15.00	14.42	20.00	10.00	5.52	05.00	5.00	4.99	8.00	8.00	8.00
4	Action Research & Research Studies.	19.00	3.00	3.00	0.69	3.00	3.00	2.18	3.00	2.00	0.65	2.00	2.00	0.62	15.00	2.50	2.50
5	Resource Support to State	8.00	8.00	5.00	1.60	-	-	-	-	-	-	-	-	-	-	-	-
6	PMEYSA		1.75	1.75	1.74	-	-	-	-	-	-	-	-	-	-	-	-
7	RBH		0.25	0.25	0.11	-	-	-	-	-	-	-	-	-	-	-	-
8	RGPSA*/CB-PSA	11270.00	205.00*	179.00*	172.22	655.00	655.00	629.58	1050.00	527.00	525.64	360**	191.00	184.40	655.00***	592.95	592.77
9	Mission Mode Project on e-Panchayat		-	-	-	-	-	-	-	-	-	-	-	-	22.00	16.55	16.55
10	Incentivisation of Panchayats		-	-	-	-	-	-	-	-	-	-	-	-	38.00	33.00	33.00
11	ATM services in PanchayatBhavans		-	-	-	-	-	-	-	-	-	-	-	-	10.00	0.00	0.00
12	e-Panchayats		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
13	BRGF*	29306.00	5050.00	3734.00	3720.00	6500.00	2800.00	2800.00	5900.00	2837.00	2837.00	-	-	-	-	-	-
	Total	40853.00	5350.00	4000.00	3936.35	7200.69	3500.69	3461.86	7000.70	3400.69	3390.26	394.75	221.50	208.67	768.33	675.15	674.04

Note: * From 2015-16, the schemes of RGPSA and BRGF have been transferred to States who will run these two Schemes from their own resources.

** From RGPSA's B.E 2015-16 (Major Head: 2515) Rs.320.00 crore is for Expenses, Central Components and other services & Rs.40.00 crore for NE Regions (Major Head: 2552).

*** From RGPSA's B.E 2016-17 (Major Head: 2515), Rs.580.00 crore is for Central Components & Rs.75.00 crore for NE regions (Major Head: 2552).

(Rs. in crore)

2.6 The Committee further enquired about the reasons for variation in the BE/RE and the actual expenditure for the year 2015-16, 2016-17 and 2017-18 year-wise, the Ministry in their written reply stated as under:-

“The budgets at RE stage were reduced from Rs.394.75 crore to Rs.221.50 crore in 2015-16, from Rs.768.33 crore to Rs.675.15 crore in 2016-17 and Rs.790.79 crore to Rs.719.21 crore during 2017-18 mainly due to budget cut under RGPSA/RGSA. However, expenditure was Rs.208.67 crore in 2015-16 which is around 94% of the RE, Rs.674.04 crore in 2016-17 which is around 100% of the RE and Rs.527.67 crore during 2017-18 up to 31.12.2017 which is around 73% of the RE.”.

2.7 The Committee further enquired about the priorities of the MoPR during the current financial year, the MoPR in their written reply stated as under:-

“The main priority will be to implement the newly proposed scheme of RGSA after the same is approved by the competent authorities. Under the scheme, efforts will be made to enhance and support the Capacity Building and training facilities of Panchayati Raj Institutions for convergent action to deliver basic services and achievements of development goals and also place appropriate thrust on the training aspects of Gram Panchayat Development Plan (GPDP).

The Local Government Directory (LGD) has been mandated by the Cabinet Secretariat to be used as the standard location code directory in all e-Governance applications. Several workshops/trainings have been organized to sensitize all stakeholders at national and state level on LGD. Specific guidelines have also been issued to facilitate the adoption of LGD.

Comprehensive GPDP: With the Fourteen Finance Commission (FFC) laying more emphasis on providing financial stability & ensuring effective planning preparation of participatory Gram Panchayat Development Plans (GPDPs) gains utmost importance. Ministry has been working in close association with State Government for the Implementation of Gram Panchayat Development Plans through a process of participated planning at the Grass roots. Such plans are prepared based on available database or even on an intuitive basis, depending on local knowledge of the area. There is need to have objectivity in the planning process by acquiring relevant data and using those to plan for further development. In this regard, Ministry emphasized to bring more accountability and transparency to the process for preparing GPDP, by linking it with the Geographic information system (GIS) platform. A Spatial planning Application is being developed to facilitate and support user to perform planning at Gram Panchayat level with the use of geographic data for sustainable development. It enables the user to take the decision based on geographical data. Further, all out efforts will be made to achieve convergence with the schemes of other Ministries.”

2.8 The Committee then enquired about the reasons for increase in allocation at the RE stage at Rs.675.15 cr, the MoPR in their written reply informed as under:-

“The allocation at R.E. stage has been reduced from B.E. stage of Rs. 768.33 crore to Rs. 675.15 crore during 2016-17, which in 2017-18 at B.E. stage is Rs. 790.79 crore. The major increase has been in “Capacity Building under Panchayat Sashaktikaran Abhiyan”, where the R.E. for 2016-17 is Rs. 592.95 crore, increased to Rs. 692 crore in B.E. 2017-18, which seems to be satisfactory to meet the anticipated expenditures”.

2.9 On being asked about the actual expenditure of the Ministry in all the schemes for the year 2016-2017, the MoPR in their written reply stated as under:-

“During 2017-18, total actual expenditure upto 31st January, 2018 was Rs.565.82 crore including Secretariat Service. The details are given below:

Major Head	Name of the Scheme	BE 2017-18	RE 2017-18	Expenditure booked up to 31.01.2018	Exp. as % to BE	Exp. as % to RE
2	3	4	5	6	7	8
2515	Media & Publicity	11.00	11.00	7.11	64.64	64.64
2515	Action Research & Research Studies	4.00	1.80	0.55	13.75	30.56
2515	International Contribution	1.90	1.90	0.00	0.00	0.00
2515	International Co-operation	0.20	0.20	0.00	0.00	0.00
2515	Mission Mode Project on E-Panchayats	17.00	13.00	7.76	45.65	59.69
2515	Incentivization of Panchayats	34.00	34.00	30.26	89.00	89.00
2515	ATM Services in Panchayat Bhawans	10.00	0.00	0.00	0.00	0.00
2515	Capacity Building - Panchayat Sashaktikaran Abhiyan	691.90	638.10	503.48	72.77	78.90
	Total of Scheme	770.00	700.00	549.16	71.32	78.45
3451	Secretariat Service (Non Scheme)	20.79	19.21	16.66	80.13	86.73
	Grand Total Scheme & Non Scheme	790.79	719.21	565.82	71.55	78.67

2.10 On the reasons for less amount of actual expenditure during the previous years, the MoPR in their written reply stated as under:-

“The total expenditure during 2016-17 was Rs.674.04 crore (99.84%) against the RE of Rs.675.15 crore. However, during 2017-18, the total expenditure upto 31st January, 2018 is Rs.565.82 crore against the RE of Rs.719.21 crore which is about 78.67% of the RE and it is being tried that the entire amount will be utilized by 31st March, 2018.”

2.11 The Committee also enquired about the steps being taken by the MoPR to utilise the allocated fund in the current financial year, the Ministry in their written reply stated as under:-

“The expenditure is being regularly monitored and wherever required corrective measures are taken.”.

CHAPTER III

SCHEME-WISE ANALYSIS

A. RASHTRIYA GRAM SWARAJ ABHIYAN (RGSA)

In his Budget Speech of 2016-17, the Hon'ble Finance Minister announced the launch of a newly restructured Centrally Sponsored Scheme, namely Rashtriya Gram Swaraj Abhiyan (RGSA) to capacitate the Panchayats to deliver on the achievement of SDGs. Pending launch of the scheme of RGSA, funds have been provided to States towards strengthening of Panchayats under the scheme of Capacity Building – Panchayat Sashaktikaran Abhiyan (CB-PSA) for activities viz. capacity building and training, training infrastructure, human resource for training, e-enablement, Information Education and Communication (IEC) and Project Management Unit (PMU) etc.

3.2 The scheme of RGSA has been finalised and it broadly aims at strengthening the capacity building and training aspect of Panchayati Raj Institutions to enable them to deliver on Sustainable Development Goals with particular focus on the PRIs in the areas covered by Mission Antyodaya and those falling in the most backward districts of the Country. The EFC Memorandum for the restructured RGSA was considered by the Expenditure Finance Committee in its meeting on 09.01.2018. The EFC has appraised the restructured scheme and the matter is under process for the approval of Union Cabinet.

3.3 With regards to the objectives of RGSA, the Ministry in its written reply stated as under:-

"In his Budget Speech of 2016-17, the Hon'ble Finance Minister announced the launch of a newly restructured Centrally Sponsored Scheme, namely Rashtriya Gram Swaraj Abhiyan (RGSA) to capacitate the Panchayats to deliver on the achievement of SDGs. Pending launch of the scheme of RGSA, funds have been provided to

States towards strengthening of Panchayats under the scheme of Capacity Building – Panchayat Sashaktikaran Abhiyan (CB-PSA) for activities viz. capacity building and training, training infrastructure, human resource for training, e-enablement, Information Education and Communication (IEC) and Project Management Unit (PMU) etc.

The scheme of RGSA has been finalised and it broadly aims at strengthening the capacity building and training aspect of Panchayati Raj Institutions to enable them to deliver on Sustainable Development Goals with particular focus on the PRIs in the areas covered by Mission Antyodaya and those falling in the most backward districts of the Country. The EFC Memorandum for the restructured RGSA was considered by the Expenditure Finance Committee in its meeting on 09.01.2018. The EFC has appraised the restructured scheme and the matter is under process for the approval of Union Cabinet."

3.4 Under RGSA there are 4 components namely (i) Mission mode Project in e-Panchayats, (ii) In centivization of panchayats, (iii) Capacity Building-Panchayat Sashaktikaran Abhiyan (PSA) with allocation of BE 2018-19 of Rs. 20.00 crore, Rs. 46.00 crore and Rs. 720.00 crores respectively and fourth component is ATM Services in Panchayat Bhawans for which no funds have allocated in the current year. The total allocation under RGSA for BE (2018-19) is at Rs. 786.80 crores against BE (2017-18) is Rs.752.90 crores.

3.5 The Ministry of Panchayati Raj during the oral evidence informed the Committee regarding new component of RGSA as industrialization or setting up of industries small and medium size industries under the aegis of Panchayats. In this regard a repreasetative from MoPR added as under:-

"आपने दूसरा मुद्दा उद्योग से संबंधित रखा है। जो योजना ईएफसी ने क्लीयर किया है, वह कैबिनेट में जाएगा, राष्ट्रीय स्वराज अभियान में जाएगा। किस प्रकार का उद्योग हो, उसके संबंध में कई माननीय सदस्यों के जो सुझाव आए हैं, उनको इनकॉर्पोरेट करते हुए ही हम अपने प्रस्ताव को बनाएंगे।"

"...इंडस्ट्री का प्रपोजल एक नया कम्पोनेंट है और इसमें इसलिए डाला गया है, जैसा कि आप लोगों का सुझाव भी है, जो लोकल रिसोर्स है, कहीं पर मखाना हो सकता है, कहीं पर मैरीन प्रोडक्ट हो सकता है, कहीं कॉटन हो सकता है, कहीं पर साड़ी बनाने की कला हो सकती है, कहीं पर दरी बनाने की कला हो सकती है, स्टैब्लिश पोटेनशियल है या लैटेन पोटेनशियल है, जो भी लोकल प्रोडक्ट है उसे जो भी मार्केटिंग सपोर्ट चाहिए, वह पंचायत के द्वारा कॉमन फैसिलिटी सेंटर में प्रॉसेसिंग के लिए, मार्केटिंग के लिए सुविधा मिल सकती है।"

3.6 The Committee further enquired about the monitoring mechanism of the RGSA scheme, the MoPR stated as under:-

"The monitoring of the implementation of this scheme is done through submission of various documents by State Governments viz. periodical physical & financial progress report, utilization certificate, audit reports etc. The Ministry also follows the implementation of its scheme through periodic review meetings with the Principal Secretaries of Panchayati Raj Departments of States and visits to the States by officers of the Ministry. States have been asked from time to time to submit the physical progress and utilization of funds. The Ministry is also advocating for adoption of technology to bring more transparency and accountability. Under the e-Panchayat Mission Mode Project, 11 applications have been developed and some of the States have their own applications and the States have been requested to synchronize with the PES (Panchayat Enterprise Suite). These applications make provisions for the Panchayati Raj Institutions to upload their GPDPs accounts and status of implementation etc. A dashboard has also been designed where the latest information on the status of GPDP is monitored. A mobile application m-Asset to map all assets (physically located within the geographical boundary of a Panchayat / equivalent body for public use). It is an extension of National Asset Directory (NAD), rendered on a Mobile platform. The Ministry has also developed a mobile application RAGAV (Rashtriya Gram Anudaanevam Vikas) Dashboard to monitor the progress of preparation of GPDPs and efficient & effective implementation of the recommendations made by the FFC at the users convenience."

3.7 The cumulative achievement made under the scheme of RGPSA/RGSA are as under:-

Activity	Physical Achievement
No of new Panchayat Bhawan constructed	2209
Total no of ERs, functionaries and other stakeholders trained	5825745
State Panchayat Resource Centers constructed	11
District Panchayat Resource Centers constructed	90

3.8 The Ministry giving State-wise details of allocation and release under RGP

SA/RGSA during 2014-15 to 2017-18 (as on 10.01.2018) is as under:-

S. N.	Name of the State/UTs	2014-15		2015-16		2016-17		2017-18		Funds Availab le				
		Sancti oned	Funds Release d	Funds Utilize d	Sanction ed	Funds Release d	Funds Utilized	Sanctione d	Funds Release d		Funds Utilized			
1	Andhra Pradesh	144.4	24.19	24.19	21.04	12.5	12.5	91.61	91.61	91.61	90.74	81.35	19.61	61.74
2	Arunachal Pradesh	23.13	7.72	7.72	2.9	0	0	2	0.59	0.52	7.33	3.59		4.07
3	Assam	98.21	26.04	26.04	39.48	17.08	17.1	55.29	49.08	40.65	36.02	9.58		18.01
4	Bihar	192.3	63.67	0	0	0	0	0	0	0		0		72.28
5	Chhattisgarh	94.33	11.4	11.4	29.68	14.64	14.6	42.62	42.62	42.62	38.82	33.21	7.99	25.22
6	Gujarat	37.7	1.06	1.06	10.36	0		66.76	33.38	33.37		0		0.01
7	Haryana	57.9	18.78	16.25	21.81	0		30.39	11.37	0	49.09	10.55		24.45
8	Himachal Pradesh	51.59	15.26	15.26	13.12	2.48	1.91	4.51	1.4			0		1.97
9	Jammu & Kashmir	45.71	8.58	0	7.08	-	-	-	-			0		18.03
10	Jharkhand	47.92	16.2	16.2	23.89	9.49	9.49	60.79	20.9	17.23	67.66	30.16		34.45
11	Karnataka	160.1	46.8	46.8	77.76	32.71	32.7	58.81	15.08	15.08	45.37	41.08	13.99	27.09
12	Kerala	60.35	14.49	14.49	10.55	0		23.53	8.55	8.55	26.50	23.36	7.64	15.72
13	Madhya Pradesh	164.8	37.46	37.46	41.63	10.80	10.80	86.21	55.45	40.11	91.25	30.25		45.59
14	Maharashtra	214.3	34.76	34.76	39.76	4.5	4.5	45.66	21.17	21.17	63.63	25.8	13.38	12.42
15	Manipur	12.03	5.42	5.42	10.8	5.40	5.4	10.02	9.82	9.82	6.53	6.52	2.69	3.83
16	Mizoram	5.52	2.48	2.48		0		12.95	9.22	9.22	11.72	10.13	3.63	6.5
17	Odisha	116.5	32.92	32.92	19.58	0	0	40.03	25.06	25.06	42.77	32.89	5.62	27.27
18	Punjab	7.32	0	0	2.69	2.69	2.69	19.38	11	11	8.26	8.26	3.19	5.07

S. N.	Name of the State/UTs	2014-15			2015-16			2016-17			2017-18			Funds Available
		Sanctioned	Funds Released	Funds Utilized	Sanctioned	Funds Released	Funds Utilized	Sanctioned	Funds Released	Funds Utilized	Sanctioned	Funds Released	Funds Utilized	
19	Rajasthan	44.84	11.56	11.56	16.37	4.48	4.48	45.75	22.27	19.64	21.7	8.22		10.85
20	Sikkim	17.77	6.85	6.85	2.7	1.26	1.26	4.83	2.33	2.33	5.35	5.35	1.71	3.64
21	Tamil Nadu	54.10	20.16	20.16	18.26	8.96	8.96	55.48	27.32	27.32	53.7	26.72	15.06	11.724
22	Tripura	13.34	2.36	2.36	5.21	1.35	1.35	13.32	8.30	4.08	10.86	1.21		5.43
23	Telangana	154.3	29.94	29.94	35.78	13.13	13.1	47.26	43.38	43.38	61.94	16.84	4.54	12.3
24	Uttarakhand	46.82	13.04	13.04	9.53	3.09	3.09	27.45	13.21	13.21	21.38	7.82	3.67	4.15
25	Uttar Pradesh	87.17	0	0	70.54	11.00	11.00	118.59	39.87	29.7	125.8	52.57		62.74
26	West Bengal	102.9	27.71	27.71	37.13	9.91	9.91	45.2	21.86	14.73	55.57	48.44		55.57
27	Goa		0	0	2.6	1.06	1.06	3.83	1.38	0.45	2.29	0.21		1.14
28	Dadra & Nagar Haveli	2.9	1.09	0.88		0		0	0			0		0.21
29	Daman & Diu	4.02	1.51	0		0		0	0			0		1.51
30	Chandigarh		0	0	1.33	0.29	0	0	0			0		0.29
31	Lakshadweep		0	0	4.26	1.65	0	0	0			0		1.65
32	A & N Islands	0	0	0	0	0	0	0.42	0.17	0.13	13.60	6.75		6.79
	Total	2062	481.45	404.95	575.84	168.47	166	1012.69	586.39	520.98	957.92	520.86	102.72	581.714

(i) Incentivization of Panchayats

3.9 Ministry of Panchayati Raj incentivizes best performing Panchayats through awards and also documents their best practices since 2011-12 under Panchayat Empowerment and Accountability Incentive Scheme (SEAIS). The initiative has been continued by MoPR under Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA). From 2016-17, the scheme has been revamped with slight modifications and is proposed to be a part/subscheme of Rashtriya Gram Swaraj Abhiyan (RGSA). The awards are given on the National Panchayati Raj Day celebrated on 24th of April every year. This incentivization encourages Panchayat representatives who make special efforts; creates models for the Panchayats and Gram Sabhas to follow and focuses public attention on Panchayats' performance, which encourages all Panchayats to improve their performance. Finally, this creates an eco-system for overall good governance at the local level.

3.10 The funds allocated under scheme for the year 2017-18 is at BE Rs.34.00 crore and the BE for the year 2018-19 is at Rs.46.00 crore.

3.11 The Committee enquired about the plan for utilization of the allocation of funds under this scheme in the current financial year, the Ministry in their written reply stated as under:-

"Against the RE 2016-17 of Rs.33.00 crore, an expenditure of Rs.33.00 crore (i.e. 100%) was incurred under the Incentivization of Panchayats scheme. This amount was released to the various States for onward transfer to the awardee panchayats under Panchayat Sashaktikaran Puraskar and Rashtriya Gaurav Gram Sabha Puraskar."

3.12 The Committee also enquired about the reasons for increased allocation of funds at Rs. 46.00 crores, the Ministry in this regard in their written reply stated as under:-

"An enhanced allocation of Rs.46.00 crore has been sought for the year 2018-19 as participation of Panchayats for various categories of awards under the Incentivization of Panchayats scheme is expected to increase during 2018-19."

(ii) **Mission Mode Project e-Panchayat**

3.13 e-Panchayat is one of the Mission Mode Projects (MMPs) under the Digital India programme of the Government of India. The project seeks to transform the functioning of Panchayati Raj Institutions (PRIs), making them more transparent, accountable and effective as organs of decentralized self-governing institutions. This will make democracy truly decentralized. The project is aimed at automating internal workflow processes of all the nearly 2.55 Lakh Panchayats across the country benefitting approximately 31 lakh elected members and about 10 lakhs PRI functionaries and improve local governance and make democracy work effectively at grassroots level. The objective of e-Panchayat MMP is to leverage ICT as:

- a decision making support system for Panchayats,
- a tool for transparency, disclosure of information to citizens, social audit,
- a means for better and convergent delivery of services to citizens,
- a means for improving internal management and efficiency, a means for capacity building of representatives and officials.

3.14 The Committee were also informed by the Ministry of Panchayati Raj about the road-map for implementation of e-Panchayats in their written reply as under:-

"e-Panchayat MMP is an ongoing project, intended to address all the aspects of Panchayats' functioning from internal core functions such as Decentralized Planning, Budgeting, Accounting, Implementation and monitoring etc. to service delivery like issue of certificates, licenses etc. Further, efforts will be made to use spatial software and integration of software of sister Ministries."

(iii) Capacity Building Panchayat Sashaktikaran Abhiyan(CBPSA)

3.15 The Capacity Building Panchayat Sashaktikaran Abhiyan (CBPSA) will focus on capacity building of Panchayati Raj Institution for convergent action to deliver basic services and achieve development goals. Comprehensive efforts will be made to support and enhance the capacity building and training facilities for all stakeholders with particular thrust on the aspects of Gram Panchayat Development Programme.

3.16 Under above mention scheme BE 2017-18 Rs. 691.00 has been allocated and in BE 2018-19 Rs. 720.00 crore has been allocated.

3.17 The Committee enquired about the details, objectives and targets being identified to be achieved through CBPSA scheme, in this regard Ministry in their written reply stated as under:-

"The scheme of RGSA will be a demand driven scheme and as such no targets can be fixed in this behalf. However, some of the main objectives of the scheme are as follows:-

- (i) Develop governance capabilities of PRIs to deliver on the Sustainable Development Goals (SDGs).
- (ii) Enhance capabilities of Panchayats for inclusive local governance with focus on optimum utilization of available resources and convergence with other schemes to address issues of national importance.
- (iii) Enhance capabilities of Panchayats to raise their own sources of revenue.
- (iv) Strengthen Gram Sabhas to function effectively as the basic forum of people's participation, transparency and accountability within the Panchayat system.
- (v) Develop a network of institutions of excellence to support capacity building and handholding for Panchayati Raj Institutions.
- (vi) Support Panchayats for local economic development and income enhancement with a view to sustainably increase economic activities, focused on processing and marketing of local products."

3.18 The Committee then enquired about the plan being envisaged by the Ministry to spend allocation of Rs.720.00 crore in the current financial year, the Ministry in their written reply stated as under:-

"During the year 2018-19, the budgetary provision for the scheme of RGSA under the component CB-PSA is Rs.720.80 crore. The newly restructured scheme of RGSA has as yet been recommended by the EFC with certain stipulations and action is underway for obtaining the approval of Cabinet Committee on Economic Affairs. Under the scheme, the components for which financial assistance will be provided to the Panchayati Raj Departments of the States, include to a major chunk relating to CB&T and also for infrastructure requirement etc. Support is also envisaged on a modest scale for construction of Gram Panchayat Buildings. After the approval of the scheme by CCEA the outlay provided for the scheme will be spent on approved activities as per the guidelines of the scheme."

3.19 The Committee during evidence were further informed by the Secretary, MoPR as under:-

"पूरी तरह से स्टाफ निर्भर नहीं हो पाएंगे लेकिन कुछ ओन सोर्सिज भी पंचायतों ने किया है। माननीय सदस्य यशवंत सिंह जी ने मॉडल स्टैंडर्ड पंचायत बिल्डिंग की बात कही है। तमिलनाडु का उदाहरण दिया गया था, उसके कंवरजन में नरेगा का पैसा लगा है। वह चौदह लाख रुपये का भवन था। उन्होंने बहुत अच्छे भवन बनाए हैं। बिहार में भवनों की स्थिति बहुत खराब है। अभी भी बहुत ज्यादा पंचायत घर हैं, जिसके अपने भवन नहीं हैं। कई अन्य राज्यों में यह कठिनाई हो रही है की छोटे-छोटे साइज, तीन सौ, पांच सौ के साइज के नए-नए ग्राम पंचायत बनते जा रहे हैं। सुमित बोस कमेटी ने यह भी रिकमेंड किया है की राज्य सरकारों और ज्यादा मंथन करने के बाद ही छोटे पंचायत बनाएं क्योंकि हर जगह उनके लिए इंफ्रास्ट्रक्चर स्थापित करने में साधान की आवश्यकता होती है। यह एक कठिनाई है। मैं भवनों के बारे में इतना कहना चाहूंगा कि अन्य कार्यक्रमों से भी रिसोर्सिज और आरजीए से जो साधान आएगा, प्राथमिकता से इसको करने की आवश्यकता पड़ेगी।"

3.20 During the course of evidence with regard to the vacancies in Panchayats at various levels of PRIs, Secretary, MoPR stated as under:-

"पंचायत स्तर पर कर्मचारियों की कमी, टेकनिकल ऑफिसर्स के अभाव से सम्बंधित था। ग्रामीण विकास विभाग के माध्यम से एक समिति सुमित बोस की अध्यक्षता में बनाई गई थी, जो एचआर का इश्यू है, मानव संसाधन का पंचायत के स्तर पर, परफॉर्मेंस बेस्ड सिस्टम के लिए उसका प्रतिवेदन आया, उसके प्रतिवेदन में पंचायत का काम भी जुड़ा हुआ है। यह बात स्पष्ट रूप से आई की पंचायत सचिवों की जो

कमी है, उसको लेकर समिति ने सभी स्त्रोतों का अध्ययन किया तो उनका यह निष्कर्ष था कि विभिन्न कार्यक्रमों में प्रबंधन व्यय के रूप में साधन देते हैं। वित्त आयोग के पैसे में भी हम प्रबंधन व्यय या एडमिनिस्ट्रेटिव कॉस्ट के लिए पैसे देते हैं, अगर इसको पुल करके राज्य सरकारें व्यवस्था करें तो जो न्यूनतम आवश्यकताएं हैं, पंचायत के सफल संचालन में एक फुल टाइम पंचायत सेक्रेट्री का, कलस्टर के स्तर पर एक जुनियर टेकनिकल असिस्टेंट का, एकाउंट्स और ऑडिट एकाउंट्स नोइंग पर्सन डेटा इंटी ऑपरेटर का, इसकी व्यवस्था राज्य सरकारें कर पाएंगी। रिक्तियों के बाद कमेटी की आवश्यकता और महत्ता को देखते हुए, उसको हम ने एक स्टैंडिंग कमेटी के रूप में कन्टिन्यू कराया है। कई राज्यों ने अभी कई प्रयोग करना प्रारंभ किया है की किस प्रकार से वे मैन पावर का रिडिस्ट्रिब्यूशन करें ताकि पंचायतों से जो आउटकम की अपेक्षा है, उसको देने की स्थिति में वे आ सकें और सभी रिसोर्सेज को मिला कर वैकेंसीज को प्रायोरिटी में भरा जा सके।"

B. MEDIA AND PUBLICITY

3.21 The Media and Publicity Scheme aims at effective communication through electronic and print media for advocacy and publicity regarding all aspects of Panchayati Raj in the country, for building the capacities of Panchayats and enhancing their performance. To strengthen Panchayats and Gram Sabhas, MoPR needs to reach out to multiple and diverse target groups including PRI representatives, officials of Panchayats and those who implement programmes, policy makers and opinion makers and the rural population. Given the divergent nature of the stakeholders to be addressed, multiple media options are adopted. A quarterly Newsmagazine "**Gramoday Sankalp**", published and distributed by Ministry of Panchayati Raj on behalf of three Ministries viz., Ministry of Panchayati Raj, Rural Development and Drinking Water and Sanitation. It is expected that this newsletter will act as a vehicle for direct communication between the Policy makers and Gram Panchayats. With more emphasis being laid on the social media as a powerful tool for ensuring wider reach and in order to fulfill the Government's commitment to engage with people directly; the Ministry of Panchayati Raj created its Facebook page (www.facebook.com/ministryofpanchayatiraj) in the year 2014 and also launched the official twitter handle (@MoPR GOI) and (@MoPRIndia). The initiatives/ programmes of Ministry of Panchayati Raj and the important related developments taking place are communicated through these platforms.

3.22 Against the BE allocation of Rs. 11.00 crores and RE of Rs. 11.00 crores for 2017-18 and BE of Rs. 15.00 crores has been made for year 2018-19.

3.23 The Committee enquired about the broad areas under which funds are utilised under the scheme, MoPR in their written reply stated as under:-

“Media and Publicity Scheme aims at better and more effective communication through the electronic and the print media for advocacy and publicity regarding Panchayati Raj and its programmes which aim to build capacity within, and enhance the performance of Panchayats at all levels. Under this scheme, the Ministry has been making efforts to disseminate information through the print and electronic media as well as through Social Media, Outdoor Publicity, Newsletter, Community Radio Stations, traditional forms of mass communication such as participation in major fairs & Melas etc. In addition, conferences and meetings are held with Elected Representatives, officers of the Department of Panchayati Raj in States/UTs, Experts, Academicians, Social Activists, NGOs etc. at regular intervals.

The media activities undertaken so far have mostly been focused on core issues relating to the role of PRIs, increasing their effectiveness and advocacy in their favour. The policies, schemes and programmes formulated and implemented by this Ministry have been highlighted through mass-media campaigns utilizing different occasions. Given the divergent nature of the stake-holders to be addressed, multiple media options are being adopted. Countrywide outreach campaign titled “Gramoday se Bharat Uday Abhiyan” during the period from 14th April to 24th April 2016, launch of newsmagazine “Gramoday Sankalp” having its MobileApp and circulation of printed version upto Gram Panchayat level in all major Indian languages and launch of YouTube Channel of this Ministry are considered as achievements and major initiatives towards creating awareness generation among the general masses as well as among all the stake-holders of Panchayati Raj.

3.24 The Committee further enquired whether the funds for scheme in the current financial year will be sufficient, the Ministry in this regard in their written reply stated as under:-

“The allocation of Rs.15.00 crore for 2018-19 seems to be adequate to carrying out the IEC activities of the Ministry. The increased allocation of funds will be utilized effectively and judiciously as per Annual Media Action Plan (2018–19), which is currently under preparation. Apart from ongoing media activities such as bringing out of quarterly newsmagazine, ensuring effective social media presence / penetration among general rural masses, production of audio-visual programmes, holding of national event to commemorate National Panchayati Raj Day on 24th April 2018, Ministry will undertake activities to reach out to the last mile through traditional and contemporary media.”

C. Action Research and Research Studies Scheme

3.25 Action Research & Research Studies (AR&RS) scheme takes up studies on subjects relevant to Panchayati Raj Institutions (PRIs) in the country through Academic Institutions / Research Organizations / registered Societies / Non Profit Organizations / SIRDs having specialized experience to undertake such studies. Every year, Ministry identifies certain subjects / themes as per need, and research studies and action researches are commissioned. Such studies are critical, as Panchayati Raj is an evolving area and new developments take place continuously.

3.26 The allocation for the year 2018-19 (BE) is Rs. 3.00 crores whereas in year 2016-17 RE was at Rs. 1.80 crore and BE was at Rs. 4.00 crore.

3.27 The Committee asked about the reasons for the substantial decrease at 28% of funds under the scheme during 2018-19, the MoPR in their written reply stated as under:-

“The B.E. during 2017-18 was Rs.4.00 crore which was reduced to Rs.1.80 crore at R.E. stage and the expenditure upto 8th Feb, 2018 is Rs.0.80 crore. Further, the B.E. for 2018-19 has been kept as Rs. 3.00 crore, keeping in view the previous trend of expenditure over the years under the scheme, since the Ministry only sanctions studies based on the needs of the Ministry in order to make the scheme more meaningful and result oriented.

The allocation has been restricted to an amount of Rs.1.80 crore at R.E. stage under the scheme of “Action Research & Research Studies (AR&RS)”, during the current year, which will be sufficient for meeting the committed liabilities during the current year.”

3.28 The Committee further enquired about the projects which have sanctioned so far since inception of the scheme, the Ministry in their written reply stated as under:-

“A total number of 73 studies have been sanctioned under the scheme of “Action Research & Research Studies (AR&RS)” till date, as per the table below:

Year	Total No. of Studies Sanctioned
2007-08	15
2008-09	10
2009-10	18
2010-11	7
2011-12	5
2012-13	5
2013-14	4
2014-15	1
2015-16	3
2016-17	5
2017-18 (as on 8 th Feb, 2018)	-
TOTAL	73

3.29 The Committee also asked about the non completion of research studies, the Ministry in their written replies stated as under:-

"Most of the studies sanctioned by the Ministry have been completed. Only ten studies are in progress which are expected to be finalized very soon. The reasons for non-completion of these research studies sanctioned during the previous years was that the pace of data collection and authentication of the data collected involved a detailed exercise that is time consuming. Due to such genuine constraints, the organizations had taken extension of time for the completion of the studies. The Ministry does impose a time line for the completion of a project depending upon the area of the work, the sample to be covered."

3.30 The Committee also enquired about the priorities of the Ministry in the current financial year under the scheme, the Ministry in their written reply stated as under:-

"The Ministry under the scheme has undertaken initiatives to conduct studies like (a) Amendment of various Acts by the States in compliance of PESA provisions and its actual implementation (including impact of any recent legislation on PESA provisions (b) Documentation of Best Practices of 15 Award Winning Panchayats (c) Documentation of the Governance Arrangements in Non-Part IX Areas of North Eastern States (d) Study on bench marking of minimum infrastructure for GPs for delivery of basic services (e) Study for measuring the changes that have taken place in rural areas through PRIs in last 25 years since introduction of 73rd Constitutional

Amendment (f) Impact Assessment of training of representatives of PRIs sponsored by the Ministry (g) Role of Panchayats in economic development and income generation in rural areas (h) Delimitation, timely conduct of elections, model code of conduct, best practices and other matters related to SECs. These studies are expected to bring out many meaningful pointers for framing effective and far reaching policies for strengthening the Panchayati Raj system on various counts. The inputs so generated would help the Ministry and the State Government(s) to frame the policies based on the actual position at the ground level and to the PRIs effective institutions for delivery of basic services to the rural masses."

3.31 The Ministry further informed about the projected targets under the scheme during the 12th Plan Period in their written reply as under:-

"Action Research and Research Studies (AR&RS)" scheme which was continued during the 12th Five Year Plan had the objective of conducting the evaluation and research studies through the independent agencies in the areas related to Panchayati Raj and other types of Local Self Governments. The purpose was to get the in depth analysis of long term issues having impact on PRIs across the country. The feedback so generated is shared with the stakeholders for appropriate changes in the policies and capacity building methodologies. The scheme specific studies have the objective to provide the required inputs on the extent of success and effectiveness of the scheme and to bring the modifications to achieve the desired results for strengthening the Panchayati Raj Institutions (PRIs) to ensure the effective delivery system at the grass root level."

OBSERVATIONS/ RECOMMENDATIONS

Demands for Grants for 2018-19

The Committee note that the Detailed Demands for Grants (2018-19) of the Ministry of Panchayati Raj under Demand No. 68 were laid on the table of the House on 05.03.2018. Under Demand No. 68, the Ministry of Panchayati Raj has been allocated sum of Rs. 825.17 crore for the financial year 2018-19. The Committee have examined the Demands of the Ministry of Panchayati Raj for the year 2018-19. The Observations/Recommendations of the Committee have been set out in the succeeding paragraphs.

1. Budgetary Allocation

The Committee note that BE for the year 2017-18 was at Rs. 790.70 crore and RE of 2017-18 is Rs. 719.21 crore and BE of 2018-19 is at Rs. 825.17 crore. The Committee are unhappy with the meagre increase at only 6.53% in the BE allocation for the current financial year and strongly feel that there should be substantial enhancement in the budgetary allocation especially at the BE level. The Committee also feel that keeping the unutilized funds till the end of the financial year is quite disappointing. The Committee are very unhappy to note that though there has been only 70% utilization of funds till December, 2017, funds of around Rs. 263.12 crore for the year 2017-18 has been left over to be utilized in last three months which does not reflect well on the Ministry. The Committee are dismayed to note that the Actual Expenditure upto 31.12.2017 is at Rs. 527.67 crores. The Committee, however, feel that Ministry of Panchayati Raj should insist on higher allocation of funds in wake of new programmes and initiatives being taken up by Ministry of Panchayati Raj and also envisage roadmap for utilization of funds so that there

is no scope of under utilization of funds especially till the end of the financial year and also there is better implementation of the schemes. The Committee with deep concern also note that actual utilization of funds under Ministry of Panchayati Raj for the year 2017-18 for some schemes are less than the allocated funds which include schemes like Action Research and Research Studies where the funds of Revised Estimate (RE) was at Rs. 1.80 crore whereas actual expenditure is at Rs. 0.55 crore similarly for Mission Mode Project on e-Panchayat, RE was at Rs. 13.00 crore whereas actual expenditure is Rs. 7.76 crore and in Media and Publicity RE was Rs. 11.00 crore but actual expenditure was at Rs. 6.44 crores. Further, actual expenditure of ATM Services in Gram Panchayat Bhawans has been 'Nil' and in Membership to International Local Governance Bodies (CLGF-Contribution) RE was at Rs. 0.20 crore and actual expenditure is "NIL". The Committee also note that the actual expenditure under Membership to International Local Governance Bodies (CLGF-Contribution) has been "NIL" in the 2017-18. The Committee, therefore, strongly recommend that the Ministry should ensure that the funds allocated for the schemes should be utilized judiciously and in evenly spread out manner and not wait for last three months of the financial year to spend a large chunk of the amount allocated so that the benefits of these schemes are fully accrued to the rural population. The Committee would like the Ministry to address these issues seriously and intimate the initiatives taken by them in this regard.

(Recommendation Sl. No. 1)

2. Media and Publicity

The Committee note that for strengthening Panchayats and Gram Sabhas and to make aware of the services rendered by the Panchayats and schemes to the rural populace, the Ministry of Panchayati Raj needs to reach out to multiple and diverse groups and in this regard, Media and Publicity plays a very important and crucial role. The Committee further noted that schemes of Media and Publicity aim at effective communication through Electronic and Print Media and Publicity regarding all aspects of Panchayati Raj in the country, for capacity building of the Panchayats and enhancing their performance. The Committee are unhappy to note that there has been meagre increase in budgetary allocation for the year BE 2018-19 (Rs.15.00 crore) as against the BE allocation of Rs. 11.00 crore and RE of Rs. 11.00 crores for the year 2017-18. However, AE at Rs. 6.44 crore (upto 31.12.2017) is quite disappointing. The Committee have been assured by the Ministry that Rs. 15.00 crore allocation is sufficient for the Media and Publicity. However, the Committee are of the view that Media and Publicity being a very important scheme through which the rural populace are made aware about the panchayats and gram sabha services and schemes, more funds should be allocated under this scheme. Also, the Committee strongly recommends that the utilization of funds should be done in a comprehensible manner throughout the financial year through better fund management. The Committee recommend that the Ministry of Panchayati Raj should have better allocation and utilization under this scheme and also Ministry of Panchayati Raj should approach Ministry of Finance for higher allocation.

(Recommendation Sl. No. 2)

3. Action Research and Research Studies Scheme

The Committee observe that Action Research and Research Studies Schemes that provide an in depth analysis for long term issues, assess impact and documentation in Panchayati Raj. Further, the Ministry had informed the Committee that Ministry every year identifies certain subjects/themes as per need, and research studies and action are commissioned. These studies are critical as Panchayati Raj is an evolving area and new development takes place continuously. The Committee, are constrained to note that there has been substantial decrease in BE allocation for the year 2018-19 at Rs. 3.00 crore as compared to BE for the year 2017-2018 which was at Rs. 4.00 crore. The Committee further, are not convinced with the reasoning given by the Ministry and observe that the dismal actual utilization was at only Rs. 0.80 crore (upto 08.02.2018) in the year 2017-18. The Committee, therefore, strongly recommend that the Ministry should be more prudent in making their budget estimates and utilize the funds allocated fully and judiciously. The Committee also hope with regard to non-completion of research studies, that the Ministry would keep a vigilant eye and ensure that the research studies are completed and made use for better implementation of various schemes of Ministry of Panchayati Raj. The Committee also strongly feel that the Ministry should frame policies based on actual position at the ground level and should ensure delivery of basic services to the rural masses.

(Recommendation Sl. No. 3)

4. Rashtriya Gram Swaraj Abhiyan (RGSA)

The Committee observed that Rashtriya Gram Swaraj Abhiyan (RGSA) is a newly restructured scheme to capacitate the Panchayats to deliver on the achievements of SDGs. The schemes of RGSA broadly aims at strengthening the capacity building and training aspect of Panchayati Raj Institutions to enable them to deliver on Sustainable Development Goals (SDG). The Committee were further informed that the EFC Memorandum for the restructured RGSA was considered by Expenditure Finance Committee (EFC) in its meeting on 09.01.2018. The EFC has now appraised the restructured scheme and the matter under process for approval of Union Cabinet. The Committee have been informed by Ministry of Panchayati Raj that it has been decided to continue the financial assistance to States for capacity building and training activities of PRIs specially those in the most backward area and funds to the sum of Rs. 520.86 crore (approx.) have so far been released to 23 States (as on 10/01/2018). Under this scheme there are 4 components namely (i) Mission mode project in e-panchayats (ii) Incentivization of Pachayats (iii) ATM services in Panchayat Bhawans and (iv) Capacity Building Panchayat Sashaktikaran Abhiyan (PSA) with allocation of BE for the year 2018-19 of Rs. 20.00 crore, Rs. 46.00 crore and Rs. 720.00 crore respectively and for ATM Services in Panchayat Bhawans, no funds have been allocated as the scheme could not be finalized and it was decided not to pursue further. In this regard the Committee were also informed that proposed RGSA restructuring is being done to enable PRIs to deliver SDGs covered by Mission Antyodaya and those falling in the most backward districts of the country. Further, the EFC has restructured the scheme and the matter is with Union Cabinet. The Committee,

therefore, hope that the approval of the report will be expedited within the specific time frame and the Ministry will restructure RGSA as soon as possible for its effective implementation on the grounds.

(Recommendation Sl. No. 4)

5. Setting up of Industry

The Committee during the course of evidence were informed about the new component of "setting up of industry" under RGSA scheme has been cleared by EFC and now it will go for clearance by Union Cabinet. The Ministry further informed that the industry being set up would be based on local resources and local products and Panchayats would be the common facility centre for processing and marketing. This would make Panchayats self-sufficient to an extent. The Committee were happy to note this new initiative taken by MoPR and hope that it would be cleared by Union Cabinet soon. The Committee also feel that concept of organic farming and making useful products out of agri-waste should also be taken into consideration. The Committee, therefore, strongly recommend that MoPR should expedite the new scheme of "setting up of industry" at the earliest possible time-frame and should be implemented all over the country as it would provide jobs and employment to many rural people in the village itself.

(Recommendation Sl. No. 5)

6. Incentivization of Panchayats

The Committee note that under the scheme "Incentivization of Panchayats" the Ministry incentivizes best performing Panchayats through awards and also documents their best practices starting in 2011-12 under Panchayat and Accountability Incentive Scheme (PEAIS) and these initiatives have been continued under RGPSA and from the year 2016-17 the scheme has

been revamped and included as a separate scheme/budget head w.e.f. 2016-17. The allocation under BE for 2018-19 was at Rs. 34.00 crore, RE was at Rs. 34.00 crore and BE for 2018-19 is at Rs. 46.00 crore. The actual expenditure under this scheme upto 31.12.2017 has been Rs. 30.20 crore. The Committee desire that increased funds that has been allocated to the scheme are optimally and fully utilized for giving boost to the best performing Panchayats and also to encourage Panchayats to improve their functioning to get the awards being given under this scheme. The Committee also feel that incentivization of Panchayats and awards being given to best Panchayats should be advertised so that more and more Panchayats would be inspired to do their best. The Committee also hope that Ministry of Panchayati Raj would be fair and consistent in choosing the best performing Panchayats in the Country and the winning Panchayats should be highlighted in Media specially among the rural masses so that more and more Panchayats are encouraged to give their best in their functioning.

(Recommendation Sl. No. 6)

7. Mission Mode Project on e-Panchayat

The Committee observed that e-Panchayat is one of the Mission Mode Projects (MMP) under Digital India Programme. The Committee have been informed that e-Panchayat seeks to transform the functioning of Panchayati Raj Institutions (PRIs) making them more transparent, accountable and effective as organs of Decentralized Self-Governing Institutions. The Ministry have further added that the funds allocated to the scheme which is at Rs. 20.00 crore for BE (2018-19) will be used for activities such as updation and maintenance of software application, National Project Management Unit

(NPMU) and development of Gram Panchayat Spatial Application (GPSA) for enhancing transparency. However, the Committee feel that to achieve the goal of e-Panchayats in the country, all the Panchayats of the country should be digitally enabled and secondly the internet connectivity should be made easily available and should be glitch free. Therefore, the Committee strongly recommend that Ministry should work in these aspects of availability and hassle free internet connectivity to make e-Panchayats more effective and successful in all over the country especially in the backward and far-flung regions. If need be the Ministry may coordinate with other Ministries for uninterrupted Internet facility.

(Recommendation Sl. No. 7)

8. Capacity Building : Panchayat Sashaktikaran Abhiyan (CBPSA)

The Committee observed that the scheme of Capacity Building Panchayat Sashaktikaran Abhiyan (CBPSA) will focus on capacity building of Panchayat Raj Institution for convergent action to deliver basic services and achieve development goals. Comprehensive efforts will be made to support and enhance the capacity building and training facilities for all stakeholders with particular thrust on the aspects of Gram Panchayat Development Programme. The Committee observed that there is severe lack of administrative and technical staff in the Panchayats all over the country. The representatives from MoPR in this regard during evidence stated that through Department of Rural Development, a Sumit Bose Committee has been formed to look into the issue. Further, MoPR informed that the administrative costs being given to the State Governments could be pooled together and the State Government can arrange/appoint basic personnel for running the Panchayats.

However, the Committee are highly disappointed to note that there is acute lack of trained manpower in the Panchayats especially at posts of Panchayat Secretary, Computer Operator, Data Entry Operators, Audit Account Staff etc. which severely hampers the working of the Panchayats at the ground level. The Committee, therefore, recommend that the MoPR should make serious efforts in appointing the basic required personnel/staffs for each Panchayats so that smooth functioning of Panchayats is ensured. The Committee also feel that a single Panchayat Secretary for 10-15 villages cluster is very inefficient and inconvenient. Therefore, the Committee strongly recommend that less number of villages should be fixed so that a Panchayat Secretary and other technical staff at ground level is able to perform their duty well and are able to serve each Panchayats well and efficiently. The Committee also hope that Ministry of Panchayati Raj would make judicious and full utilization of the enhanced budgetary allocation of Rs. 720.00 crore in the current financial year and appoint and train maximum number of PRIs in the country.

(Recommendation Sl. No. 8)

9. Construction of Gram Panchayat Bhawans (GPBs)

The Committee were informed that in year 2017-18, the number of new Panchayat Bhawans constructed were at 2209. The Committee in this regard are highly disappointed that the number of GPBs being constructed is very less considering the vastness and number of villages in the country. The Committee, therefore, strongly recommend that MoPR should expedite the construction of GPBs on war footing in the country so that the villages are not deprived of the services provided by the Panchayats.

During the course of evidence, the MoPR representatives stated that the construction of Gram Panchayat Bhawans (GPBs) is being done in various parts of the country. However, in some States such as Tamil Nadu where very good quality of GPBs are built whereas in States like Bihar the status of GPBs are worrisome. Also some GPBs are very old and are in dilapidated conditions. MoPR further submitted that to construct the GPBs there should be convergence of funds from other rural schemes such as MGNREGA and RGSA so that construction of GPBs are done on priority basis. The Committee, therefore, strongly recommend that since there is a variance in the make, model and cost of GPBs, a 'standard model' which can be cost effective can be developed according to the geography and area of the country so that the construction of the Gram Panchayat Bhawans are done in a cost effective manner and without any difficulties. The Committee also feel that Gram Panchayat Bhawans play a very important role in delivering various services to the citizens specially under Digital India Programme. The Committee also hope that Ministry of Panchayati Raj would make all out efforts and impress upon the States to work out time table for expeditious construction and repair work of GPBs across the country.

(Recommendation Sl. No. 9)

NEW DELHI;
09 March, 2018
18 Phalgun, 1939 (Saka)

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

Notes on Demands for Grants (2018-19)

Annexure I

MINISTRY OF PANCHAYATI RAJ
DEMAND NO. 68
Ministry of Panchayati Raj

	Actual 2016-2017		Budget 2017-2018		Revised 2017-2018		Budget 2018-2019		
	Revenue	Capital	Revenue	Capital	Revenue	Capital	Revenue	Capital	
Gross Receipts	673.98	...	790.79	...	719.21	...	825.17	...	
Net	673.98	...	790.79	...	719.21	...	825.17	...	
(In ₹ Crores)									
A. The Budget allocations, net of recoveries, are given below:									
CENTRE'S EXPENDITURE									
Establishment Expenditure of the Centre									
1. Secretarial	19.09	...	20.78	...	19.21	...	20.17	...	
Central Sector Schemes/Projects									
Action Research and Publicity									
2. Action Research	2.50	...	4.00	...	1.80	...	3.00	...	
3. International Contribution	2.08	...	2.10	...	2.10	...	0.20	...	
4. Media and Publicity	8.00	...	11.00	...	11.00	...	15.00	...	
Total: Action Research and Publicity	12.58	...	17.10	...	14.90	...	18.20	...	
Rashtriya Gram Swaraj Abhiyan (RGSA)									
5. ATM services in Panchayat Bhawans	...	...	10.00	...	...	...	...	...
6. Capacity Building- Panchayat Sasakharan Abhyaan (PSA) / Rashtriya Gram Swaraj Abhiyan (RGSA)	592.76	...	691.90	...	638.10	...	720.80	...	
7. Incentivization of Panchayat	33.00	...	34.00	...	34.00	...	45.00	...	
8. Mission Mode Project on e-Panchayats	16.55	...	17.00	...	13.00	...	20.00	...	
Total: Rashtriya Gram Swaraj Abhiyan (RGSA)	642.31	...	752.90	...	685.10	...	786.80	...	
Total: Central Sector Schemes/Projects	654.89	...	770.00	...	700.00	...	805.00	...	
Grand Total	673.98	...	790.79	...	719.21	...	825.17	...	
B. Developmental Heads									
Economic Services									

(In ₹ Crores)

	Actual 2016-2017			Budget 2017-2018			Revised 2017-2018			Budget 2018-2019		
	Revenue	Capital	Total	Revenue	Capital	Total	Revenue	Capital	Total	Revenue	Capital	Total
1. Other Rural Development Programmes	654.89	...	654.89	693.00	...	693.00	630.00	...	630.00	724.50	...	724.50
2. Secretariat-Economic Services	19.09	...	19.09	20.79	...	20.79	19.21	...	19.21	20.17	...	20.17
Total-Economic Services	673.98	...	673.98	713.79	...	713.79	649.21	...	649.21	744.67	...	744.67
Others	...	...	...	...	...	...	...	...	...	...	...	...
3. North Eastern Areas	...	...	...	77.00	...	77.00	70.00	...	70.00	80.50	...	80.50
Total-Others	...	...	...	77.00	...	77.00	70.00	...	70.00	80.50	...	80.50
Grand Total	673.98	...	673.98	790.79	...	790.79	719.21	...	719.21	825.17	...	825.17

1. Secretariat:.. The provision is for Secretariat expenditure

2. Action Research: Financial assistance is extended to Academic Institutions having specialized experience in research, evaluation in the areas of rural development, for carrying out Action Research and Research Studies on various aspects of Panchayati Raj mainly to use it as a tool for better policy formulation.

3. International Contribution: Provision is for Contribution to International Organizations for international cooperation in the area of local governance

4. Media and Publicity: Media & Publicity is intended to provide vital information and create awareness amongst the public regarding Panchayati Raj Institutions (PRIs) through audio & visual publicity and through Print and Electronic Media.

5. ATM services in Panchayat Bhawans:.. The Scheme is not being implemented for next year.

6. Capacity Building- Panchayat Sashaktikaran Abhiyan (PSA) / Rashtriya Gram Swaraj Abhiyan (RGSAA): It is proposed to launch Rashtriya Gram Swaraj Abhiyan (RGSAA) with effect from 1st April, 2018. The RGSAA will focus on capacity building of Panchayati Raj Institutions for convergent action to deliver basic services and achieve development goals. Under RGSAA comprehensive efforts will be made to support and enhance the capacity building and training facilities for all stakeholders with particular thrust on the aspects of Gram Panchayat Development Programme (GPD).

7. Incentivization of Panchayat: Ministry of Panchayati Raj incentivizes best performing Panchayats through awards since 2011-12 to encourage Panchayat representatives who make special efforts, creates models for the Panchayats and Gram Sabhas. From 2016-17, the scheme has been revamped with slight modification and is proposed to be a part/subscheme of Rashtriya Gram Swaraj Abhiyan (RGSAA). Awards are given on the National Panchayati Raj Day celebrated on 24th of April every year.

8. Mission Mode Project on e-Panchayats: Under this project, provision is made for internal automation of Panchayats and to enable electronic service delivery through all the Panchayats in the country. It is part of Digital India programme of the Government of India. A suite of applications has been developed to address various aspects of Panchayats functioning including planning, budgeting, implementation, accounting, monitoring, social audit and delivery of citizen services like issue of certificates, licences, etc.

15/11/17
19/11/17
21/11/17

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)

MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON FRIDAY,
THE 16th FEBRUARY, 2018

The Committee sat from 1200 hrs. to 1330 hrs. in New Committee Room 'No.3', Parliament House Annexe Extension, Block 'B' (PHA-B), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shri Harishchandra Deoram Chavan
5. Shri Vijay Kumar Hansdak
6. Shri Jugal Kishore Sharma
7. Shri Manshankar Ninama
8. Shri Prahlad Singh Patel
9. Smt. Renuka Butta
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Ajay Misra (Teni)

Rajya Sabha

13. Smt. Shanta Chhetri
14. Shri Shamsher Singh Dullo
15. Shri Javed Ali Khan
16. Shri Mahendra Singh Mahra
17. Shri Narayan Lal Pachariya
18. Shri A.V. Swamy
19. Shri Lal Sinh Vadodia

Secretariat

1. Shri Abhijit Kumar - Additional Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Deputy Secretary

Representatives of the Ministry of Panchayati Raj

- | | | |
|-----|-----------------------------|--|
| 1. | Shri Amarjeet Sinha | - Secretary |
| 2. | Dr. Bala Prasad | - Additional Secretary |
| 3. | Shri S. N. Tripathi | - Additional Secretary & Financial Advisor |
| 4. | Smt. Sujata Sharma | - Economic Advisor |
| 5. | Shri Sanjeeb Kumar Patjoshi | - Joint Secretary |
| 6. | Shri Khushwant Singh Sethi | - Joint Secretary |
| 7. | Shri Ajay Shankar Singh | - CCA |
| 8. | Shri Kamlesh Kumar Prasad | - Director |
| 9. | Shri Debasis Pal | - Director |
| 10. | Shri Shiva Shankar Prasad | - Director |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Ministry of Panchayati Raj in connection with the examination of Demands for Grants (2018-19) relating to Ministry of Panchayati Raj.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention to the fact that the discussions made here were to be treated as confidential and not to be made public till the Report of the Committee was presented to Parliament. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2018-19 under different Panchayati Raj development schemes. Thereafter, the Secretary, Ministry of Panchayati Raj made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far during 12th Plan (2012-17) alongwith the Plan allocation for 2018-19 and the initiatives taken under different schemes of Ministry of Panchayati Raj.

4. Thereafter, the Members raised queries on issues related to adequacy of funds and the impact on physical targets fixed for Financial Year 2018-19 which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Ministry of Panchayati Raj and asked them to furnish written information on points raised by the Members on which the replies are not readily available with them as soon as possible to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)**MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE
09 MARCH, 2018**

The Committee sat from 1015 hrs. to 1045 hrs. in New Committee Room No. '1', Ground Floor, Parliament House Annexe Ext. Building Block 'A' (PHA-A), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

**MEMBERS
LOK SABHA**

2. Shri Kirti Azad
3. Shri Harishchandra Deoram Chavan
4. Shri Gokaraju Ganga Raju
5. Shri Jugal Kishore Sharma
6. Shri Manshankar Ninama
7. Shri Prahlad Singh Patel
8. Dr. Yashwant Singh
9. Shri Ajay Misra (Teni)

RAJYA SABHA

10. Shri Shamsheer Singh Dullo
11. Shri Narayan Lal Panchariya
12. Shri A. V. Swamy
13. Shri K.T.S. Tulsi
14. Shri Lal Sinh Vadodia

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 4. Shri Abhijit Kumar | - | Additional Secretary |
| 5. Shri S. Chatterjee | - | Director |
| 6. Smt. B. Visala | - | Additional Director |
| 7. Smt. Emma C. Barwa | - | Deputy Secretary |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of three Draft Reports on Demands for Grants (2018-19) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development) and Ministry of Panchayati Raj.

3. Thereafter, the Committee took up for consideration of the aforementioned Draft Reports and adopted the same without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present/lay the same to both the Houses of Parliament.

The Committee then adjourned.
