

Citizens' Charter



Ministry of Panchayati Raj

Krishi Bhawan, New Delhi

<http://panchayat.gov.in>

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Citizens' Charter

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Citizens' Charter

Preface

The Ministry of Panchayati Raj (MoPR) 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 the provisions of the PESA Act in the Fifth Schedule areas and District Planning Committee. Panchayats were made cornerstone of local self-governments and peoples' participation in governance mandated in Part IX of the Constitution of India. The provisions were extended to the Fifth Schedule areas through the Provisions of Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). The Ministry strives to reach its goals with regard to improvements in the functioning of Panchayats primarily through policy interventions, advocacy, capacity building, persuasion through implementation of scheme, financial support under Central Finance grants etc.

2. 'Panchayat' being a State subject, the devolution of powers and authority to Panchayats has been left to the discretion of States. In terms of Article 243G of the Constitution the State Legislatures are to consider the 29 matters illustratively set out in the Eleventh Schedule for devolution to the Panchayats for the planning of economic development and social justice schemes. The Ministry encourages States to devolve powers Funds, Functions and Functionaries (3Fs) to PRIs. MoPR also incentivizes States for devolution of powers.

3. Central Finance Commissions are required to make recommendations to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State. Under the Fifteenth Finance Commission (XV FC), grant amounting to the tune of Rs. 60,750 crore for the interim period i.e. financial year 2020-21 was allocated and grants to the tune of Rs. 2,36,805 crore are allocated for the period FY 2021-26 to Panchayats in all the three tiers and Traditional Local Bodies and Sixth Schedule areas in 28 States. The grants are in two parts namely, (i) Basic (Untied) Grant [recommended by Ministry of Panchayati Raj], which constituted 50% for 2020-21 and 40% for 2021-22 to 2025-26; and (ii) Tied Grant [recommended by Department of Drinking Water and Sanitation, Ministry of Jan Shakti], which constituted 50% for 2020-21 and 60% for 2021-22 to 2025-26. The basic grants are Untied and can be used by RLBs for location specific felt needs relating to the twenty-nine subjects enshrined in the Eleventh Schedule of the Constitution, except for salaries and other establishment costs. The expenditure required for auditing of accounts by external agencies approved by the State Government, however, can also be borne from this grant. The Tied grants can be used for the basic services of (a) sanitation and maintenance of ODF status, and this should include management and treatment of household waste, and human excreta and fecal sludge management in particular (b) supply of drinking water, rainwater harvesting and

water recycling.

4. The XVFC Award has created an opportunity for convergent plans at the level and leadership by Panchayats in providing basic amenities and services to the people. MoPR has supported States to develop State specific guidelines for Gram Panchayat Development Plans (GPDPs), which converge all the resources over which the Panchayats have command including XVFC funds, MGNREGS funds, Swachh Bharat funds etc. The Gram Panchayat Development Plans are also an opportunity for the community to be engaged in setting local development agenda and finding local solutions to development issues.

5. The newly launched Centrally Sponsored Scheme of Rashtriya Gram Swaraj Abhiyan (RGSA) aims to strengthen Panchayati Raj Institutions (PRIs) by way of capacity building of the PRIs and their functionaries. The primary aim of the scheme is to strengthen PRI's for achieving Sustainable Development Goals (SDG's) with the main thrust on convergence with Mission Antyodaya and emphasis on strengthening PRI's in the 117 Aspirational Districts. The scheme provides for financial support to States towards strengthening of Panchayats on different activities viz. capacity building and training, training infrastructure, human resource for training, technical support to Gram Panchayat, Panchayat infrastructure, e-enablement, Information Education and Communication (IEC) and Project Management Unit (PMU) etc. as included in their respective Annual Action Plan (AAP).

6. This Ministry has actively promoted the crucial role of the Gram Sabha for the robust and vibrant functioning of Panchayati Raj system. Ministry has from time to time, issued comprehensive guidelines, advisories, instructions etc. for the effective functioning of the Gram Sabha and for holding regular meetings of Gram Sabhas. Article 243A provides that a Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of a State may, by law, provide. The Gram Sabha is the forum that ensures direct and participative democracy. It offers equal opportunity to all citizens including the poor, the women and the marginalised to discuss, decide, approve or reject proposals of the Gram Panchayat (the executive) and also assess its performance.

7. Ministry of Panchayati Raj has been striving for comprehensive improvement in functioning of Panchayati Raj Institutions (PRIs). The Ministry has also been providing programmatic support for strengthening of PRIs, advocacy support for inter-ministerial and multi-sectoral coordination, and capacity support for enhancing devolution to PRIs and finding solutions for local governance and outreach.

8. The Ministry works to fulfill its mandate in various ways. Essentially, it plays a strong advocacy role. MoPR fosters knowledge creation and sharing so that the issues to be addressed are clearly articulated, meaningful strategies formulated, and there is sharing within government as well as with non-government agencies and experts. It also provides technical assistance and facilities cross-learning across States. In the light of recent changes in policy and to take advantage of the emerging opportunities, the Ministry has repositioned itself with basic changes in its mandate.

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Vision

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

Mission

- ❖ Empowerment, enablement and accountability of Panchayati Raj Institutions to ensure inclusive development with social justice, and efficient delivery of services.
- ❖ Capacity development through trainings of elected representatives, implementation of e- Governance, GPDP and incentivisation towards the strengthening of Panchayati Raj Institutions.

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Index of Services

Services/Transactions/Standards						
Sl. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Process	Documents Required	Fees
A.	CAPACITY BUILDING - PANCHAYAT SASHAKTIKARAN ABHIYAN / RASHTRIYA GRAM SWARAJ ABHIYAN (RGSA)					
1.	To provide financial support under the scheme to the States/UTs through designated agencies to achieve the objectives of empowerment of the PRIs	Shri Vikas Anand (Joint Secretary) E-Mail: js2-mopr@gov.in M. No. 9650967213	20 days	<ul style="list-style-type: none"> ❖ States send their proposals to the Ministry of Panchayati Raj for financial support ❖ These are appraised by the Ministry and approved by the CEC 	Complete Proposals with the supporting documents such as: <ul style="list-style-type: none"> ❖ Utilisation Certificates of previous grants, ❖ Financial & Physical Achievements, etc. 	Nil
2.	To support the States/UTs /Designated training institutions in Capacity Building through (i) providing Experts/National Resource in various field of Panchayat functioning as Guest Faculty; and (ii) organising strategic workshops for promotion of sharing of experiences and dissemination of best practices across States.	Shri Vikas Anand (Joint Secretary) E-Mail: js2-mopr@gov.in M. No. 9650967213	10 days As decided by Sr. Officers	<ul style="list-style-type: none"> ❖ States/ designated training institutions send formal request to the Ministry of Panchayati Raj for nomination of an Expert ❖ Action is taken for organising the workshop/activities as per stipulated timeline. 	<ul style="list-style-type: none"> ❖ Written request from State Governments. ❖ Details regarding budgetary requirements, logistics arrangements from coordinating agencies, and nomination from stake holders etc. 	Nil

Services/Transactions/Standards						
Sl. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Processes	Documents Required	Fees
B.	INCENTIVIZATION OF PANCHAYATS					
3.	Awarding the best performing States / Panchayati Raj Institutions (PRIs) or similar Local Bodies who have done good work in improving delivery of services and public good, on 24 th April of each year, celebrated as National Panchayati Raj Day, through e-Panchayat Puraskar, Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar ,Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar and Gram Panchayat Development Plan Award	Dr. Bijaya Kumar Behera, Economic Adviser mail: behera.bk@nic.in Tel:011-23725302 M. No. 9717121418	Annually	<ul style="list-style-type: none"> ❖ Online nominations are invited each year from the States/UTs. ❖ The various nominees are assessed on the basis of a set of questionnaires. ❖ The information given is verified at State level and National level. ❖ Final awardees are selected by the National Screening Committee for Panchayat Awards. 	<ul style="list-style-type: none"> ❖ Online nominations and response to the Questionnaires. ❖ State /National level verification reports 	Nil
C.	e-PANCHAYAT					
4.	Customization of software applications rolled out under e-Panchayat to promote internal automation of Panchayats and electronic delivery of services through Panchayats	Shri A.P. Nagar, Joint Secretary (Governance Division) E-mail: ap.nagar@gov.in Tel:011-23356556 M.No.9418007426	As per the timeline agreed with the respective States.	<ul style="list-style-type: none"> ❖ NICS/NIC to submit annual project proposal ❖ State/UT Govt. to share specific customization/ reporting requirements over mail or letter with MoPR/NIC. 	<ul style="list-style-type: none"> ❖ Utilization Certificate of previous grants ❖ However, the requirements must be clearly stated by the States 	Nil

Services/Transactions/Standards						
Sl. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Process	Documents Required	Fees
D.	FOURTEENTH FINANCE COMMISSION (FFC) AWARD					
5.	<p>The Basic grants under the 15th Finance Commission are recommended by Ministry of Panchayati Raj in two instalments, in June and October every fiscal year for onward release by Ministry of Finance.</p> <p>The Basic grants are untied and can be used by RLBs for location-specific felt needs relating to the twenty-nine subjects enshrined in the Eleventh Schedule of the Constitution, except for salaries and other establishment costs. The expenditure required for auditing of accounts by external agencies approved by the State Government, however, can also be borne from this grant.</p>	<p>Ms. Mamta Varma (Joint Secretary)E-mail:mamta.verma25@gov.in Tel. No.011-23753821</p>	<p>Based on the Request of the State Government</p>	<p>For release of Basic Grants: Grant Transfer certificate to be submitted by State Government certifying transfer of the grants to the local bodies within 10 working days for recommending release for the next instalment of the grants to Ministry of Finance. Fulfillment of all other conditions as stipulated under guidelines dated 14.07.2021 issued by Ministry of Finance.</p>	<p>Grant Transfer Certificate (GTC) from the State Government.</p>	<p>Nil</p>

Services/Transactions/Standards

Sl. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Process	Documents Required	Fees
6.	<p>As per Ministry of Finance guidelines, a Coordination Committee under the Chairmanship of Secretary, Panchayati Raj has been constituted to suggest measures to facilitate the operationalization of all recommendations of XV-FC relating to Rural Local Bodies; sort out operational issues that are brought to the notice of the committee by the State Government; facilitate inter-ministerial co-ordination at the central level and monitor progress of expenditure of grants by local bodies and suggest remedial measures.</p>	<p>Ms. Mamta Varma (Joint Secretary)E-mail: mamta.verma25@gov.in Tel. No. 011-23753821</p>	---	<ul style="list-style-type: none">❖ To strengthen e-Governance in Panchayati Raj Institutions (PRIs) across the country, Ministry of Panchayati Raj (MoPR) has launched eGramSwaraj, a user friendly web-based portal. eGramSwaraj aims to bring in better transparency in the decentralised planning, progress reporting and work-based accounting.❖ Data entry is to be done by the States/GPs❖ In order to ensure better financial management of PRIs for enhancing transparency & accountability in maintenance of accounts, the eGramSwaraj has been integrated with Public Finance Management System (PFMS) to make real time payments to vendors/service providers.❖ An application of 'AuditOnline' has been developed for online audits of Panchayat accounts and their financial management.❖ Geo-photo tagging of assets created out of FFC funds to be tracked through eGramSwaraj Portal.	<p>Nil (Data is to be entered by the State Government)</p>	Nil

S. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Process	Documents Required	Fees
E	ACTION RESEARCH & RESEARCH STUDIES					
7.	Conducting action research and research studies	Dr. Bijaya Kumar Behera, Economic Adviser mail: behera.bk@nic.in Tel:011-23725302 M. No. 9717121418	Based on the needs of the Ministry and the State Governments	Themes are identified. Proposals are invited through biddings. Studies are sanctioned and agency(s) are selected as per the General Financial Rules (GFR). Progresses of research are monitored.	Submission of suitable proposal(s) in the form of Technical and Financial Bid(s)	Nil
8	Dissemination of the Report	Dr. Bijaya Kumar Behera, Economic Adviser mail: behera.bk@nic.in Tel:011-23725302 M.No.9717121418	Uploaded on Ministry's website	Reports are uploaded on the Ministry's website and are available for all.	Finalized Reports generated out of the sanctioned action research and research studies	Nil

S. No.	Services	Contact details of the responsible officer	Service/ Performance Standards	Process	Documents Required	Fees
F	SURVEY OF VILLAGES AND MAPPING WITH IMPROVISED TECHNOLOGY IN VILLAGE AREAS (SVAMITVA) Scheme					
9.	To provide financial assistance to I. States/UTs, and Survey of India for SVAMITVA scheme implementation. II. Development and monitoring of SVAMITVA dashboard and Gram Manchitra application.	Shri Alok Prem Nagar (Joint Secretary) E-Mail: ap.nagar@gov.in M. No. 9418007426	Based on the needs and requirements of States/UTs, NIC/NICSI and Survey of India	<ul style="list-style-type: none"> ❖ States send their proposals to the Ministry of Panchayati Raj for financial support regarding IEC activities and SPMU setup. ❖ Survey of India sends a demand letter to the Ministry of Panchayati Raj for mapping activities. ❖ NICSI/NIC to submit an annual project proposal. 	Complete Proposals with the supporting documents such as: ❖ Utilization Certificates of previous grants. Etc.	Nil

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Grievance Redress Mechanism

Name of the Public Grievance Officer	Helpline Number	Email	Mobile Number
Shri Rajesh Kumar Singh, Joint Secretary	011- 2372-25308	mopr-js@gov.in	98119 02004

In case of non-compliance of the service standards, the service recipients/stakeholders can contact the following Public Grievance Officer for redress of their grievance:-

Shri Rajesh Kumar Singh, Joint Secretary
 Room No.205, 9th Floor, Ministry of Panchayati Raj,
 Jeevan Bharti Building, Tower II, Jan Path, New Delhi.
 T. No: 011- 2372-25308
 E-mail: mopr-js@gov.in

The grievance can also be lodged on-line on the following link:

<https://pgportal.gov.in>

Escalation of Grievance

In case the grievance is not redressed finally, the same can be taken up at higher level to the following nodal authority:

Additional Secretary,
 Room No. 201, 9th Floor, Jeevan Bharti Building
 Tower II, Jan Path, New Delhi.
 Tel: 011- 23725301

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Stakeholders/Clients

1. Ministries of Central Government
2. State Governments
3. Gram, Intermediate (Block) and District Panchayats
4. National level field verification agencies
5. National Informatics Centre (NIC)
6. National Informatics Centre Services Inc. (NICSI)
7. Citizens

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Indicative Expectations from Service Recipients

1. Complete Proposals with the supporting documents such as Utilisation Certificates, Financial & Physical Achievements, etc. and commitment of matching State share.
2. Upon receipt of written request from State Governments for designation training institutions in Capacity Building, Budgetary details from coordinating agencies, logistics arrangement and nomination from stake holders etc.
3. State Governments/PRI's or similar Local Bodies to submit online nominations within the prescribed timeline for Panchayat Awards.
4. The National Level Field Verification Agencies to submit their report within the prescribed timeline for Panchayat Awards.
5. State Governments to amend/notify rules, guidelines, etc. to enable Governance at Panchayat level
6. NICS to timely submit annual proposal and utilization certificate of previous year to the Ministry
7. NICS to place Work Orders for manpower, trainers and hardware/software etc. in a Time-bound manner
8. NIC to resolve all service requests received from States for modification/customization of software applications in a timely manner after consultation with concerned States
9. Citizens/applicants to submit RTI requests in a concise and comprehensible manner, to enable prompt response from Ministry

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Conclusion

Panchayat system has been an integral part of our culture and civilization. After independence, the participation of local people for development of rural areas was provided in Indian Constitution. Through 73rd Amendment Panchayati Raj system has made mandatory along with basic framework for the system.

Decentralization is key to promote good governance and to improve quality and reach of public service delivery at the grassroots. It also leads to enhanced transparency and accountability. Participatory local budgeting, which involves transfer of decision-making powers related to local budget allocation from public administrators to local governments and citizens, tends to accelerate further decentralization. Participatory budgeting, bestows opportunity to citizens to deliberate over part of the resource allocation in their communities, opening up possibilities of greater matching of resources with local needs.

Ministry of Panchayati Raj has been striving for comprehensive improvement in functioning of Panchayati Raj Institutions (PRIs). With the new initiatives and revamping of ongoing programmes, the Ministry will be able to improve the functioning of PRIs to develop rural India and make village Smart and developed, leading to New India.

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List of Abbreviations

3Fs	Funds, Functions and Functionaries
AAP	Annual Action Plan
CEC	Central Executive Committee
XVFC	Fifteenth Finance Commission
GoI	Government of India
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
IEC	Information Education and Communication
MIS	Management Information System
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee
SchemeMoPR	Ministry of Panchayati Raj
NIC	National Informatics Centre
NICSI	National Informatics Centre Services Inc.
PESA	Panchayats (Extension to the Scheduled Areas) Act, 1996
PMU	Project Management Unit
PR	Panchayati Raj
PRI	Panchayati Raj Institution
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
RGSA	Rashtriya Gram Swaraj Abhiyan
RTI	Right to Information Act
SDG	Sustainable Development Goal
UC	Utilisation Certificate
UT	Union Territory
