



# ANNUAL REPORT 2011-12



**Ministry of Panchayati Raj  
Government of India**

**Active Gram Sabha – for Empowered People and Accountable Panchayats**



# Annual Report 2011-12



Ministry of Panchayati Raj  
Government of India

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Active Gram Sabha - for Empowered People and Accountable Panchayats



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# Abbreviations and Acronyms

3Fs	Functions, Funds, and Functionaries
4P / PPPP	Public-Private-Panchayat Partnership
ACA	Additional Central Assistance
APAR	Annual Performance Appraisal Reports
APARD	Andhra Pradesh Academy of Rural Development
ARC	Administrative Reforms Commission
ARRS	Action Research and Research Studies
BE	Budget Estimates
BPL	Below Poverty Line
BPO	Business Process Outsourcing
BPR	Business Process re-engineering
BRGF	Backward Regions Grant Fund
C&AG	Comptroller & Auditor General
CB/CB&T	Capacity Building/ Capacity Building and Training
CBT	Computer Based Tutorial
CDAP	Comprehensive District Agriculture Plan
CEB	Census Enumeration Block
CFC	Central Finance Commission
CGAR	Core Group on Administrative Reforms
CII	Confederation of Indian Industry
CLGF	Commonwealth Local Government Forum
CoS	Committee of Secretaries
CPMU	Central level Programme Management Unit
CSS	Centrally Sponsored Scheme
DAVP	Directorate of Advertising and Visual Publicity

DCO	Directorate of Census Operations
DEA	Department of Economic Affairs
DI	Devolution Index
DIT	Department of Information Technology
DPC	District Planning Committee
DPR	Detailed Project Report
EAA	Extremist Affected Area
EAD	Extremist Affected District
ER	Elected Representative
EWR	Elected Women Representative
EYR	Elected Youth Representative
FAQ	Frequently Asked Question
FC	Finance Commission
FDA	Forest Development Agency
GIS	Geographic Information System
GOI	Government of India
GoM	Group of Ministers
GP	Gram Panchayat
GS	Gram Sabha
HLMC	High Level Monitoring Committee
HPC	High-Powered Committee
IAP	Integrated Action Plan
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
IE	Implementing Entities
IEC	Information, Education, and Communication
IGPR&GVS	Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan
IIPA	Indian Institute of Public Administration



IRMA	Institute of Rural Management Anand
ISGPP	Institutional Strengthening of Gram Panchayat Project
ISNA	Information and Service Needs Assessment
ISP	Internet Service Provider
IT	Information Technology
J&K	Jammu & Kashmir
JFMC	Joint Forest Management Committee
JWG	Joint Working Group
LDC	Lower Division Clerk
LWE	Left-wing Extremism
MAS	Model Accounting System
MDM	Mid Day Meal
MFP	Minor Forest Produce
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MLA	Members of Legislative Assembly
MMP	Mission Mode Project
MOS	Minister of State
MP	Members of Parliament
MoC	Memorandum of Cooperation
MoE&F	Ministry of Environment & Forests
MoPR	Ministry of Panchayati Raj
MPReS	Monthly Progress Report System
MoU	Memorandum of Understanding
MSP	Minimum Support Price
NCBF	National Capacity Building Framework
NCW	National Commission for Women
NE	North Eastern
NeGP	National e-Governance Plan

NGO	Non-Governmental Organisation
NIC	National Informatics Centre
NICSI	National Informatics Centre Services Inc.
NLM	National Level Monitor for BRGF
NPC	National Programme Committee
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
NYKS	Nehru Yuva Kendra Sangathan
O&M	Operations and Maintenance
OBC	Other Backward Class
OLIC	Official Language Implementation Committee
PCA	Primary Census Abstract
PEAIS	Panchayat Empowerment and Accountability Incentive Scheme
PES	Panchayat Enterprise Suite
PESA	Panchayats (Extension to the Scheduled Areas) Act, 1996
PDS	Public Distribution System
PMEYSA	Panchayat Mahila Evam Yuva Shakti Abhiyan
PMSA	Panchayat Mahila Shakti Abhiyan
PPP	Public, Private, Partnership
PR	Panchayati Raj
PRI	Panchayati Raj Institution
PRIA	Society for Participatory Research in Asia
PRIA Soft	PRI Accounting System Software
PYSA	Panchayat Yuva Shakti Abhiyan
RBH	Rural Business Hub
RD	Rural Development
RE	Revised Estimate
RGSY	Rashtriya Gram Swaraj Yojana

RSVY	Rashtriya Sam Vikas Yojana
SC	Scheduled Caste
SCA	Service Centre Agencies
SDC	Swiss Agency for Development and Cooperation
SEC	State Election Commission
SFC	State Finance Commission
SIPRD	State Institute of Panchayats Rural Development
SIRD	State Institute of Rural Development
SMS	Scheme Monitoring System
SRS	Software Requirement Specifications
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TFC	Twelfth Finance Commission/Thirteenth Finance Commission
TG&S	Technical Guidance and Support
TSI	Technical Support Institution
TSP	Tribal Sub Plan
TV	Television
UDC	Upper Division Clerk
ULB	Urban Local Body
UPS	Unit Power Supply
UT	Union Territory
YASHADA	Yashwantrao Chavan Academy of Development Administration

## Overview of Ministry of Panchayati Raj

### Vision

1.1 To attain decentralised & participatory local self-government through Panchayati Raj Institutions (PRIs).

### Mission

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

### Goals and Strategies

1.3 The Ministry of Panchayati Raj was created as a separate Ministry in May 2004. It has the primary objective of implementation of Part IX of the Constitution, Panchayats in Fifth Schedule Areas and District Planning Committees. Since under the scheme of things in the Constitution, most of the actions including framing of laws rests with the State Government, the Ministry strives to reach its goals primarily through advocacy, and also through financial support.

1.4 Article 234G read with the Eleventh Schedule of the Constitution stipulates that States may, by law, endow the Panchayats with such powers and authority as may be required to enable the latter to function as

institutions of self-government. Such laws may also provide for the devolution of powers and responsibilities upon Panchayats for preparation of plans and implementation of the schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule of the Constitution.

1.5 The MoPR has been persuading the Central Ministries to give centrality to Panchayats in Centrally Sponsored Schemes (CSSs), particularly those pertaining to the 29 matters listed in the Eleventh Schedule. The Ministry has also been pursuing with the States, through Activity Mapping exercise, to devolve greater and effective powers and responsibilities to the PRIs.

1.6 MoPR undertook schemes such as the Backward Regions Grant Fund (BRGF), Rashtriya Gram Swaraj Yojana (RGSY), Panchayat Empowerment and Accountability Incentive Scheme (PEAIS), Rural Business Hubs (RBHs), Mission Mode Project on e-Panchayats to PRIs, and Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) with the objective of



strengthening the PRIs. Building up the capacity of Elected Representatives, functionaries and the PRIs is an underlying theme of most of these schemes.

1.7 The impact of 73<sup>rd</sup> Constitutional Amendment Act has been seen in many areas. While Panchayats existed in many States even before the Amendment, often elections were not held regularly and the Panchayats were put under the charge of officials. The Constitutional provision for elections under Article 243E has become justiciable, and has had the positive impact in holding regular elections. Except the States of Tripura and Manipur, other States covered by the Part IX of the Constitution have constituted full-time State Election Commissions. The constitution of State Finance Commission has been a little less uniform. The Ministry has been taking up with the States for constitution of proper State Finance Commissions and this has been linked to release of Central Finance Commission Grants. Reservation for women and persons belonging to Scheduled Caste and Scheduled Tribes has been undertaken in the States as per Article 243D of the Constitution. States have also legislated for Other Backward Classes in terms of the enabling provisions under Article 243D(6) of the Constitution.

1.8 However, the devolution of funds, functions and functionaries varies widely across the States. Some of the States which had traditions of empowered Panchayats like Kerala, Karnataka and Maharashtra are at the forefront of devolution. Some other States have made have made impressive progress.

For example, Sikkim which started having Panchayats in 1997 in line with the Part IX of the Constitution is quite progressive in terms of devolution. During 2010-11, Haryana has devolved considerable funds, functions and functionaries to the Panchayats. The extent of devolution is evaluated by the Ministry after every year and Awards are given to the States. The devolution in 2010-11 has been evaluated in 2011-12. For the year 2010-11, it has also been decided to award Panchayats who have used the devolved authority in an exceptional manner.

1.9 The Ministry has also been taking up the issue of empowerment of PRI's by persuading other Ministries to give centrality to Panchayats in schemes administered by them. Notably, during 2011-12, the Village Health Sanitation and Nutrition Committee, which has evolved from the earlier Village Health and Sanitation Committee, has been made a sub-committee of the Gram Panchayat. Voluntarily disclosure before the Gram Panchayat has been advocated under various schemes. The Ministry of Rural Development has already issued instructions for voluntarily disclosure before the Gram Sabha under MGNREGS. The special Gram Sabha meetings on Nutrition which required the presence of officials connected with food and livelihood were also held in many States in 2011-12. These activities are another aspect of devolution. During the year 2011-12, the Ministry has taken up

advocacy for devolution of responsibilities even at the level of the Gram Sabha.

1.10 The devolution of the 3Fs needs to be backed by grass-root level planning in conformity with the provisions of the Constitution. As the concept of grass-roots planning through the District Planning Committees (DPCs) was almost non-existent in most of the States, the Ministry has pursued, in the first instance, the establishment of DPCs in all the Districts where Part IX of the Constitution applies, and thereafter, to make them fully operational. As of now, all the States have constituted the DPCs.

1.11 Data collected through Census operations often form the primary basis for planning exercises. Till the census of 2001, information was collected for households and compiled and disseminated village-wise for rural areas. In view of the growing role of Panchayats in the implementation of the Central and State Schemes, the MoPR had taken up with the Registrar General and Census Commissioner to generate a Panchayat-wise Primary Census Abstract (PCA) containing data on population, SCs/STs, of age group 0-6 years, literacy status, economic activity, etc. However, the Panchayat-wise PCA can only be prepared if Census Enumeration Blocks (CEBs) are carved out in a manner that they do not cut across the Panchayat boundaries. In order to ensure this, the guidelines for the constitution of the CEBs were issued to the State Governments in January 2009.

### *Electoral Process and State Election Commission*

1.12 Several major dissimilarities exist across States in the laws and instructions governing elections to the Panchayats. This has led to a considerable amount of litigation and sometimes ambiguity, if not contradiction, in legal pronouncements. More importantly, many provisions in States laws may not be conducive to conduct of free and fair elections. A Task Force constituted by MoPR has looked into these issues in detail. The Report has been shared with State Election Commissioners and the State Governments and there has been a broad consensus on this. The States will have to make necessary amendments to their Laws, Rules and executive instructions to give effect to the recommendations. Consultation is continuing on this.

1.13 The Government of Jammu & Kashmir conducted Panchayat elections from 13<sup>th</sup> April to 27<sup>th</sup> June 2011. Over 79 percent of the electorate exercised their right to vote in the Panchayat elections. The election was by and large peaceful. For the first time, there was one-third reservation for women for Ward members. As a result, the Panchayats have 9424 women out of 28248 Ward members. Though there was no reservation for Sarpanch, 28 women were elected as Sarpanch out of 4081.

### *Implementation of Panchayats (Extension to the Scheduled Areas) Act, 1996*



1.14 A major function of the Ministry is to oversee the implementation of the provisions of PESA by the nine States that have the areas listed in the Fifth Schedule, namely Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, and Rajasthan. All relevant State Laws in these States has been examined to see if they are compliant with the provisions of PESA Act. MoPR is engaging with the nine States for amending such of their laws which are presently not compliant with the provisions of the PESA Act.

### *Review of Centrally Sponsored Schemes*

1.15 At an operational level, the largest flow of resources to State Governments is through the Centrally Sponsored Schemes (CSSs). These CSSs primarily cover sectors

like primary education, public health, drinking water, sanitation, etc. identified in the Eleventh Schedule for devolution to Panchayats. Accordingly, various Ministries implementing the CSSs were advised to review their schemes in the light of Article 243G read with the Eleventh Schedule of the Constitution of India. The Pradhan Mantri Adarsh Gram Yojana (PMAGY) of the Ministry of Social Justice and Empowerment and the National Rural Drinking Water and Sanitation Programme (NRDWSP) of the Ministry of Drinking Water and Sanitation are recent examples where Panchayats have been given an increasing role.

### *Capacity Building and Training of Elected Representatives of PRIs*



Encouraging regular Gram Sabha – Maharashtra

1.16 Another major function of the Ministry has been the assistance to the States for capacity building and training of elected representatives of the PRIs. It is well recognised that many elected representatives of PRIs may not have the leadership qualities and attitude or be sufficiently literate and may have low awareness about development programmes, planning, systems, and procedures. They require training to undertake the tasks expected of them as people's representatives. Further, a large number of Village Panchayats do not have their own office space or adequate staff to look after the functions assigned to them. Construction of GP Ghars has been included under RGSY. This is already a permitted activity under BRGF.

### Gram Sabha

1.17 Gram Sabha is central to local self-governance and transparent and accountable functioning of the Gram Panchayat. This is a forum that ensures direct and participative democracy. It offers equal opportunity to all the citizens.

1.18 The Gram Sabha has been defined by the Constitution as a body consisting of all registered voters of a village within the areas of a village Panchayat. 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. Powers assigned to the Gram Sabha, therefore, vary from State to State.



Special Gram Sabha on women issues, Sarangi Gram Panchayat, Jhabua, Madhya Pradesh



1.19 There are now numerous Gram Panchayats nationwide which have proved that Gram Sabha is a venue for meaningful discussion and selection of deserving beneficiaries under the State and Centrally Sponsored Schemes, not simply an assembly of the people for discussing or sharing benefits.

1.20 This is a welcome move that Social Audit is being conducted by the Gram Sabha. Aspects of Socio Audit are:

- Gram Panchayat should voluntarily disclose information before Gram Sabha.
- Gram Panchayat has the constitutional status with a mandate and is accountable to the Gram Sabha.
- Mobilization of people should be done to attend Gram Sabha.
- The discussions should be recorded.
- There should be formal funding for conduct of Gram Sabha meetings either from Schemes or from funds of Gram Panchayat.

1.21 It is now quite an established fact that a strong system of Gram Sabha is the indispensable foundation of good governance, and therefore this Ministry is making sincere efforts to ensure that the functioning of Gram Sabha must be made more effective and result-oriented. Some of the significant issues discussed in Gram Sabha are Drinking Water, Sanitation, Women related Issues, Primary Education,

Nutrition, Immunization, Agriculture, Soil Conservation, Water, Forest, Selection of beneficiaries under Central and State Schemes, Social Audit, Food Security, and Village Disaster Plans.

### *Results-Framework Document (RFD) for MoPR*

1.22 As per directions issued by the Performance Management Division of the Cabinet Secretariat, under "Performance Monitoring and Evaluation System" (PMES), each Department/ Ministry is required to prepare a Results-Framework Document (RFD), which provides a summary of the most important results that a Department/ Ministry expects to achieve during the financial year and to facilitate evaluation of Department/ Ministry's overall performance at the end of the year. Accordingly, MoPR had formulated its RFD for the three financial years 2009-10, 2010-11 and 2011-12, and submitted the same to the Cabinet Secretariat.

### *National Institute of Panchayati Raj*

1.23 To build the capacity of the elected representatives and officials of the Panchayati Raj, a national level training and resource centre is required. Accordingly, a proposal has been made to set up a National Institute of Panchayati Raj (NIPR). Its implementation is subject to approval of the scheme and provisioning of resources through Budget. Alternatively and simultaneously, MoPR will support Panchayati Raj Resource Centres in

National Institute of Rural Development and State Institutes of Rural Development to augment and strengthen training infrastructure for Capacity Building.

#### *Administrative Structure*

1.24 MoPR is headed by a Union Minister, who is assisted by a Secretary, two Additional Secretaries, an Additional Secretary and Financial Advisor (who also works with the Ministry of Rural Development), one Economic Advisor and three Joint Secretaries. There are four Directors/Deputy Secretaries, one Joint Director, five Under Secretaries, five Section Officers, and 46 Non-Gazetted posts. As there are only 69 persons working in the Ministry against 87 sanctioned posts, procurement of services through outsourcing and on contract basis has been resorted to as per provisions of General Financial Rules (GFR). The Organisational Chart of MoPR may be seen at **Annex I-A**. The sanctioned strength of MoPR is given at **Annex I-B**.

#### *Divisions of the Ministry*

1.25 The Ministry has sections dealing with BRGF, RBH, Media and Publicity, Action Research, International Co-operation, IT, PRI Infrastructure, PEAIS, Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA), PESA, Decentralised Planning & Empowerment (DPE), Monitoring of Finance Commission Grants, Policy and Jurisprudence.

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

1.26 MoPR follows the guidelines laid by the Ministry of Personnel, Public Grievances and Pensions and the Ministry of Social Justice and Empowerment in matters relating to reservation for SCs, STs and OBCs in services and related matters. The number of employees in the MoPR belonging to SCs, STs and OBCs are given in **Table 1.1**.

#### *Use of Hindi as Official Language*

1.27 The Official Language Implementation Committee (OLIC)

**Table 1.1: SC, ST, and OBC Employees in the Ministry of Panchayati Raj**

Category	Group A	Group B	Group C	Total
SC	4	6	4	14
ST	1	1	-	2
OBC	-	5	6	11



monitors the progressive use of Hindi in the Ministry of Panchayati Raj. The Hindi section is headed by a Deputy Director (Official Language), an Assistant Director(OL), one Senior Hindi Translator and one Junior Hindi Translator. Under Section 3 (3) of the Official Language Act, 1963, all papers/documents are issued in bilingual form and letters received in Hindi or signed in Hindi are invariably replied to in Hindi.

1.28 A Hindi Salahkar Samiti has been set up under the Chairmanship of the Hon'ble Minister of Panchayati Raj to review the progress made regarding usage of Hindi and to suggest steps for increasing the use of Hindi in the official work in the Ministry.

1.29 During the year under review the 'Hindi-Week' and the 'Hindi Diwas' were organised during September 2011.

### ***Vigilance Matters***

1.30 Vigilance matters are being handled in MoPR according to the prescribed procedure and instructions. An officer of the rank of Joint Secretary is functioning as Chief Vigilance Officer of the Ministry. No vigilance case was pending or contemplated during the period under report.

### ***Budget and Utilisation***

1.31 During the year 2011-12, a provision of ₹ 5250 crore (BE) and ₹ 3913 crore (RE) has been made. ₹ 3166 crore has been utilised as on 29.02.2012.

### ***Women Cell in Ministry of Panchayati Raj***

1.32 In accordance with the guidelines issued by the National Commission for Women, a Women's Cell has been set up in the Ministry to review the programmes and monitor the implementation of developmental schemes for women. This Cell also functions as the Complaints Committee in terms of the judgment delivered by the Hon'ble Supreme Court in matters relating to the prevention of sexual harassment in work places. This item has since been included in the Central Civil Service (Conduct) Rules 1964 as Rule 3C.

### ***National Panchayati Raj Day on 24<sup>th</sup> April 2011***

1.33 A national conference on Panchayati Raj was inaugurated by the Hon'ble Prime Minister on the occasion of the "National Panchayati Raj Day" on 24<sup>th</sup> April 2011. This was attended by representatives from the States, Panchayats, Central Ministries, civil society organizations and Media. The inaugural function at Vigyan Bhawan, New Delhi was graced by the presence of the Hon'ble Prime Minister, the Chairperson of National Advisory Council (NAC), the Union Minister of Panchayati Raj alongwith a host of dignitaries including Union Ministers, Members of Parliament, Ministers and officials from the States/UTs, elected representatives from all over the country. The Prime Minister and the Chairperson, NAC distributed the annual

PEAIS awards for the year 2010-11 to the selected States. Rashtriya Gaurav Gram Sabha Puraskar-2011, instituted for the first time by MoPR, for the best-performing Gram Sabhas/Gram Panchayats and e-Panchayat Puraskar-2011 were also conferred on this occasion. Winners of the nationwide Drawing, Painting and Essay-Writing Competitions were felicitated on this occasion.

### *Implementation of Recommendations of the 2<sup>nd</sup> Administrative Reforms Commission*

1.34 The 2<sup>nd</sup> Administrative Reform Commission (ARC) in its sixth report on 'Local Governance – An Inspiring Journey into the Future' has made several recommendations concerning both rural and urban local governance with a view to achieve a proactive, responsive, transparent, accountable, sustainable and efficient administration. The total number of recommendation by the ARC are 256, of which 128 recommendations pertain to urban governance and remaining 128 relate to rural governance or to issues that are common to both rural and urban governance.

1.35 The Ministry of Panchayati Raj (MoPR) has been actively pursuing the implementation of the recommendations. The views of the CGAR on the recommendations were communicated to the

States/UTs in July 2008 and again in August, 2008. Keeping in view the significance of these recommendations for local governance, a brainstorming session was also held with States/UTs on 26.9.08. The session brought out that the States/UTs are generally in favour of the recommendations. The action taken and advisories issued by the Ministry on various aspects of the ARC recommendation include:

- (i) Electoral process and State Election Commissions.
- (ii) Devolution of powers, responsibilities and regulatory functions to the Panchayats.
- (iii) Delineation of Role and Responsibilities of PRIs.
- (iv) Guidelines for the State Finance Commissions.
- (v) Capacity Building.
- (vi) Decentralized, participatory and integrated planning
- (vii) Panchayat Finance
- (viii) Amendment to the Constitution.





## Rashtriya Gram Swaraj Yojana

2.1 The Rashtriya Gram Swaraj Yojana (RGSY) is a Centrally Sponsored Scheme implemented by the Ministry of Panchayati Raj in non-BRGF districts since 2006-07. The scheme focuses primarily on providing financial assistance to the States/UTs for training & capacity building of Elected Representatives and functionaries of PRIs so that they can perform the functions devolved upon them and the schemes entrusted to them effectively. Assistance is also provided for Satellite based training infrastructure for Distance Learning for the ERs and Functionaries of the PRIs and, in respect of the Hill States and States in the North Eastern Region, for capital expenditure on establishment of Panchayat Resource Centres or Training Institutes at Divisional / District level. There is a small component of Infrastructure Development under which assistance is provided to all States / UTs for construction of Panchayat Ghars at Gram Panchayat level.

### 2.2 FUNDING PATTERN

(a) The Scheme is demand driven in nature and the funding pattern of the

scheme has been 75% of the total Project cost by the Central Government and 25% by the State Governments.

- (b) Each individual proposal is considered in the light of standard norms of expenditure enumerated in the Scheme Guidelines.
- (c) Ordinarily, Central assistance for capital expenditure is not a priority under the scheme. States under the North Eastern region or hilly regions are given exception.
- (d) Proposals for setting up infrastructure for Satellite based Distance training network are also eligible for funding to the State on 75:25 cost sharing basis.
- (e) The assistance to Non-Governmental Organisations is 100% in case of deserving proposals/projects. Such proposals should have the recommendations of the State Government concerned.

**2.3 FINANCIAL TARGETS AND ACHIEVEMENTS (INCLUDING FOR NE-REGION)****Allocation and release of funds under RGSY Table 2.1**

(₹ in crore)

Year	BE	RE	Releases
2006-07	50.50 <sup>^</sup>	52.50	52.14
2007-08	49.00	46.54	46.54
2008-09	36.50	48.35	48.35
2009-10	45.00	44.23	44.23
2010-11	50.00	72.70	72.70
2011-12	84.00	84.00	54.35*
Total	315.00	348.77	318.31

\*Till 29.02.2012

<sup>^</sup> This included the component of Training & Capacity Building (₹ 30 Cr.), Research Studies (₹ 2 Cr.), Infrastructure Development (₹ 10.50 Cr.) and Information Technology (₹ 8 Cr.)

**2.4 Position of Releases and Utilisation Certificates / Expenditure**

The latest state wise position of releases under the scheme since its launch in 2006-07 and the position of receipt of Utilization Certificates / Expenditure under the Scheme is enclosed as **Annex – II**.

**2.5 Progress in 2010-11 & 2011-12**

During the year 2010-11, an allocation of ₹

50 crore was made (against that of ₹ 45.00 crore for the year 2009-10) including allocation for North East Region. However, at RE stage the allocation had been increased from ₹ 50 crore to ₹ 72.70 crore. The allocated amount has been utilized during the year 2010-11. During the year 2011-12, an allocation of ₹ 84 crore has been made. The position of release of funds in 2011-12 is given as under:

**Summary of Release during 2011-12 Table 2.2**

(₹ in lakh)

SUMMARY OF RELEASES UNDER RGSY						
Component	BE			ACTUAL EXPENDITURE**		
	Non-NE	NE	TOTAL	Non-NE	NE	TOTAL
Training & Capacity Building	5250	750	6000	2803	649	3452
Infrastructure Development	2100	300	2400	1983	0	1983
Total	7350	1050	8400	4786	649	5435

\*\* Till 29<sup>th</sup> February 2012

### 2.6.1 Training of Elected Representatives and Functionaries of PRIs

With the financial assistance provided under the scheme to various States / UTs, Statement

showing state-wise number of ERs and Functionaries trained during the year 2009-10, 2010-11 and 2011-12 has been compiled. The details as reported by various States are given below:-

**Table 2.3 : Number of ERs and functionaries trained during 2009-10, 2010-11 and 2011-12 in various States / UTs**

Sl. No.	State / UTs	2009-10	2010-11	2011-12
1	Andhra Pradesh	153750	315955	-
2	Arunachal Pradesh	2404	176	584
3	Assam	19632	10612	5799
4	Bihar	-	2575	90
5	Chhattisgarh	157	49758	21247
6	Goa	373	564	-
7	Gujarat	-	50013	-
8	Haryana	-	39408	300
9	Himachal Pradesh	13266	1880	25077
10	Jharkhand	-	1168	786
11	Karnataka	-	50669	37957
12	Kerala	13837	5539	2068
13	Madhya Pradesh	5231	159784	10058
14	Maharashtra	10292	33792	9758
15	Manipur	2596	8397	-
16	Odisha	15422	44682	2961
17	Puducherry	-	76	-
18	Punjab	27199	96380	203
19	Rajasthan	72600	120247	-
20	Sikkim	311	-	-
21	Tamil Nadu	2841	31810	5270
22	Tripura	-	9562	-
23	Uttarakhand	-	281	5471
24	Uttar Pradesh	-	134872	32745
25	West Bengal	5114	5874	119
	<b>TOTAL</b>	<b>345025</b>	<b>1165449</b>	<b>160493</b>

Note: Information from some States / UTs was not reported.



### 2.6.2 Augmenting Training Infrastructure / Panchayat Ghars

During the years, 2009-10, 2010-11 and 2011-12, the following infrastructure has been sanctioned to various States

**Table 2.4 : Training Infrastructure / GP Ghars sanctioned under RGSY**

Sl. No.	States	2009-10		2010-11		2011-12	
		Infrastructure sanctioned	No. of Units	Infrastructure sanctioned	No. of Units	Infrastructure sanctioned	No. of Units
1	Chhattisgarh	-	-	GP Ghars	580	GP Ghars	290
2	Himachal Pradesh	GP Resource Centre	150	-	-	-	-
3	Manipur	GP Ghars	82	-	-	-	-
4	Rajasthan	GP Ghars	180	-	-	-	-
5	Karnataka	GP Ghars	40	GP Ghars	360	-	-
6	Punjab	-	-	-	-	GP Ghars	267
7	Uttar Pradesh	-	-	-	-	GP Ghars	162
	<b>TOTAL</b>		<b>452</b>		<b>940</b>		<b>719</b>

### 2.7 Software for Reporting of Progress

A web enabled software titled “Monthly Progress Reporting System” (MPRS) has been made operational from 01-04-2010. This software enables the Implementing Agencies of the programme such as the State Institutes of Rural Development, NGOs etc. to upload the monthly physical and financial progress under the scheme directly in the software so that the progress can be viewed and monitored by public at large as also the State Department of Panchayati Raj and MoPR. The software also enables uploading the gender segregated data as well as data about training of ERs belonging to the SC / ST/ OBC categories which need special focus. The software can be accessed at <<http://panchayat.gov.in/rgsy>>. It has found acceptance across the States and efforts are being made to bring on board all the

Implementing Agencies.

### 2.8 Efforts Towards Transparency

It is the endeavour of MoPR to promote transparency in its working and in this regard, the complete details of releases made under the scheme of RGSY including sanction orders, guidelines of the scheme, FAQs, latest physical progress, status of utilisation of grants by various Implementing Agencies etc. have been made available on the National Panchayat Portal at <<http://panchayat.gov.in/rgsy>>. These details are continuously updated for the benefit of public at large.

### 2.9 Evaluation of The Programme

A mid-course evaluation of RGSY was commissioned in 2010, which covered several aspects of the programme in 6

States: Andhra Pradesh, Assam, Madhya Pradesh, Odisha, Rajasthan and West Bengal.

The Key findings and recommendations of the Evaluation Report are:-

- § Outreach of Capacity Building training needs should be improved including through collaboration with non-government bodies, academic institutions etc.
- § A pool of trainers / resource persons should be developed at the States, Districts and Block levels.
- § The SIRDs and ETCs need to be strengthened in terms of Human Resources
- § Training Needs Assessment of ERs and Functionaries should be carried out at regular intervals.

§ Exposure visits to beacon Panchayats is essential.

§ Monitoring and supervision mechanism needs to be set up at MoPR, State and District levels.

These recommendations have been incorporated in the training modules in different States.

2.10 Areas in Northeast which are outside Part IX of the Constitution but come up with elected Village Councils and District Councils, which are duly and regularly elected through universal suffrage by State Election Commission, and with representation of women and are accountable to Gram Sabha will also be covered under RGSY and the Capacity Building Component of BRGF during 12<sup>th</sup> Five Year Plan.





## Backward Regions Grand Fund

3.1.1 As a new approach to address the issues of regional imbalances in development process, a new programme called as Backward Regions Grant Fund Programme (BRGF) was launched in 2007. The Rashtriya Sama Vikas Yojana (RSVY), which was earlier administered by the Planning Commission was subsumed in the BRGF programme. The BRGF Programme covers 250 districts in 27 States, of which 232 districts have Panchayats and the Municipalities. The remaining 18 districts are covered by other local government structures, such as Autonomous District Councils under the Sixth Schedule of the Constitution and state specific arrangements as in the case of Nagaland and the hill areas of Manipur. The list of 250 districts covered under BRGF is at **Annex-III**.

3.1.2 Some of these districts have since been divided by the respective State Governments. The list of such districts is at **Annex-IV**.

3.2. With its emphasis on participative plans prepared from the grassroots level upwards rather than the top down plans, the BRGF programme represents a major shift in approach towards planning. The guidelines of the Programme entrust the central role in planning and implementation of the

programme to Panchayats in rural areas, Municipalities in urban areas and District Planning Committees at the district level constituted in accordance with Article 243 ZD of the Constitution to consolidate the plans of the Panchayats and Municipalities into the draft district plan. Special provisions have been made in the guidelines for those districts in J&K, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura which do not have Panchayats under part IX of the Constitution but where village level bodies and institutions have been mandated under other legal or executive provisions. The conviction that drives this new locally driven approach is that grassroots level democratic institutions know best the dimensions of socio-economic issues, particularly necessities in their areas and are, therefore, best placed to undertake individually small, but overall, significant local interventions to tackle local issues, including deprivation.

3.3. There are three features of BRGF that make it unique among central initiatives to combat backwardness. First, the approach of putting the Panchayats and the Municipalities at the centre stage of

planning and implementation. Second, the grant is 'untied' and can be used for any work preferred by the Panchayat/ Municipality, so long as it fills a development gap and the identification of the work is decided with people's participation. Third, a high percentage, nearly 11 percent, of the total allocation is spent for capacity building.

3.4. Creation of capacity for effective planning at district and lower level is a key pre-requisite to participative planning. Hence the BRGF contains a specific component for the capacity building of Panchayats of ~ 250 crore per year. A framework that looks upon capacity building in a very comprehensive fashion, encompassing training, handholding and providing ongoing support to Panchayat elected representatives has been developed. The States are expected to adopt this while undertaking capacity building.

3.5. The planning process under BRGF is based on the guidelines for district planning issued by the Planning Commission in August 2006 and January, 2009. The process of integrated development commences with each district undertaking a diagnostic study of its backwardness and a baseline survey by enlisting professional planning support, to be followed by a well-conceived participatory district development perspective plan to address this backwardness. Such plans would integrate multiple programs that are in operation in the district concerned and, therefore, address backwardness through a combination of resources that flow to the district.

### 3.6. Formula for *inter se* allocation of BRGF Fund to Panchayats/ Urban Local Bodies (ULBs) within the Districts:

3.6.1 A key feature under BRGF is that in the interests of certainty and consistency, each State is to indicate the normative formula that would be used for the allocation of BRGF funds to each Panchayat and ULB in the district. This formula would consider the share of each local self-government institution category (Panchayats or Municipalities) within the district as also within the overall allocation made for each category, the norms governing the *inter se* share of each Panchayat or Municipality concerned. Flexibility is given to States to determine the components that could go into the formula, which may include any index that is prepared and accepted within the State that reflects backwardness or level of development, addressing specific district-wise priorities identified in the district visioning exercise and a separate component that may be separately earmarked as performance incentives, based on specified criteria.

3.6.2 Once fixed, the details of the formula are expected to be widely disseminated, so that Panchayats and Municipalities can plan with full information and assurance that allocations will be available to execute their plans. Such norms are expected to be consistently applied during the entire period of the Programme.



### **3.7. Management of the Programme at the State Government Level**

3.7.1 Each State Government has designated a department, in most cases the Department of Panchayati Raj as the nodal department at the State level, responsible for the management, monitoring and evaluation of the programme. A High-Powered Committee (HPC) headed by the State Chief Secretary and including, among others, the Development Commissioner, State Secretary of Planning, Panchayati Raj, Urban Development and in charge of sectors under which works are going to be taken up under the programme, a representative of each of the Ministry of Panchayati Raj and the Planning Commission reviews the implementation process and quality monitoring system for the Programme.

3.7.2 Besides approving the Capacity Building Plans, the HPC is also required to review the formula for distribution of BRGF funds inter-se among the Panchayats and the Municipalities and tiers thereof, the formula for distribution of BRGF funds towards schemes meant for welfare of SC/ST and to review the system of accountability and monitoring instituted for the works taken up under the programme.

### **3.8. Special provisions for States and Districts not covered under Parts IX & IX-A of the Constitution in the North-east:**

Special provisions have been made in the guidelines for the districts/ areas in the States of J&K, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura which do

not have Panchayats. The traditional village level bodies and institutions in these districts will plan and implement the programme in these areas. However, many of these traditional bodies are neither elected nor have due representation of women. It has been proposed that elected village level Councils with due representation of women will be made a condition for eligibility for BRGF grant during the 12<sup>th</sup> Five Year Plan.

### **3.9. Fund Flow Mechanism and Tracking of Funds under the BRGF**

All funds sanctioned by the Ministry under the Programme are transferred to the Consolidated Fund of the State Government concerned. These funds are required to be transferred to the Panchayats and Municipalities by the State Government within 15 days of the release funds to the Consolidated Fund. The States are required to transfer penal interest to the accounts of implementing entities in case of delay in transfer of BRGF funds beyond the stipulated 15 days.

### **3.10. Progress of Release of Funds under the BRGF in 2011-12:**

In 2011-12, BRGF was allocated ₹ 5050 crore under two components, namely a capacity building allocation of ₹ 250 crore calculated at ₹ 1 crore per district and an untied fund of ₹ 4800 crore. As on 29-2-2012, the Ministry had released ₹ 3091.06 crore. The status as on 29-2-2012 of utilization of BRGF allocation is given in Table 3.1:

Table 3.1: Allocation and release of BRGF grants in 2011-12

		(` in crore)
1	Total allocation (BE)	5050.00
2	BRGF development grant released	3038.13
3	Capacity building allocation released	52.93
4	Total funds released	3091.06

The State-wise abstract of releases of development grant and capacity building funds of BRGF is at **Annex-V**.

### 3.10.1. BRGF Development Grants:

BRGF is a highly process oriented Programme and the quality of its implementation depends upon the institutional strength of Panchayats/Municipalities and district planning in the State concerned. The quality of district plans, on which BRGF proposals are based, varies from State to State. The detailed participative process if carried out in full letter and spirit is a time consuming one and is expected to be developed gradually. However, it would not be wrong to conclude that in many districts, BRGF plans have been prepared participatively.

The Ministry has sanctioned the first installment of development grant entitlement for 2011-12 in respect of 210 districts of 25 States out of the total 255 districts in 27 States. Till 15.01.2012, 24 districts have claimed their full entitlement of 2011-12. District Plans received from the States

indicate that the untied fund allocated to the districts are generally being used for filling infrastructural gaps in connectivity, drinking water, health, education, social sectors, electrification, etc. The basket of works taken up includes construction of school buildings and class rooms, health sub-centres, drinking water facility, sanitation facilities, *Anganwadi* buildings, Panchayat buildings, irrigation tanks/channels, street lights, link roads, school hostels, market yards, culverts, soil and water conservation measures, etc.

### 3.10.2 BRGF Capacity Building Grants

BRGF has adopted the National Capability Building Framework (NCBF) which envisages strengthening of institutional arrangements, including the infrastructure as well as software support for capacity building of elected representatives, the functionaries and other stakeholders of Panchayats and thereby improving the vigour of grassroots level democracy. In pursuance of the NCBF, under this component, each State is required to identify nodal authorities (list at **Annex-**



VI) for preparation and implementation of a six-year perspective capacity building plan and annual capacity building plans. Against these capacity building plans, funds are allocated to States, calculated at the rate of ₹ 1 crore for each BRGF district in the States per annum. Moreover, part of the State's allocation is to be used for State level activities too. These funds are to be used for undertaking the capacity building of elected Panchayat representatives, officials and other stakeholders in BRGF districts as also planning for essential hardware required for strengthening the capacity building system.

The Ministry released ₹ 51.92 crore to 14 States as on 29-2-2012 in the current financial year towards capacity building. The capacity building grants have been utilised in training of approximately 1.85 lakh elected representatives and 23,000 functionaries in different States in 2011-12.

### **3.11. Constitution of District Planning Committees (DPCs)**

One of the mandatory conditions for release of development grant under the BRGF is that the district plans prepared by local bodies need to be consolidated and approved by the District Planning Committee. Consequently, there has been progress in the constitution of DPCs by States. When BRGF was launched in August 2006, of the 24 States to which Part IX and Part IXA of the Constitution applied, only 13 States had duly constituted the DPCs. However, as on date, all the 24 States have instituted DPCs. After every election to Panchayats and Municipalities, there has to be

election for DPC, and so there is bound to be a lag between institution of a DPC and its full constitution.

### **3.12. Steps taken for effective implementation of BRGF**

The Ministry has effectively pursued advocacy of the programme, setting up monitoring mechanism for the programme and is pursuing with other Ministries of Central Government for convergence with the flagship schemes and other Centrally Sponsored, Central Sector and State Sector schemes. Some of the major steps taken by the Ministry for effective implementation of the programme are as follows:

#### **3.12.1 Interactions, Conferences, Workshops for district planning and Advisories**

MoPR has been vigorously pursuing matters through several interactions at various levels with elected representatives, programme managers and State government personnel. A National Workshop of Technical Support Institutions and officials of State Governments was organised during September, 2011. The programme was further reviewed through Video Conference during December, 2011. National review meetings with the Principal Secretaries of Panchayati Raj in States were held in April, 2011 and again in September, 2011. Advisories are also being issued to the States for ensuring expeditious implementation and effective



utilization of BRGF funds as and when necessary.

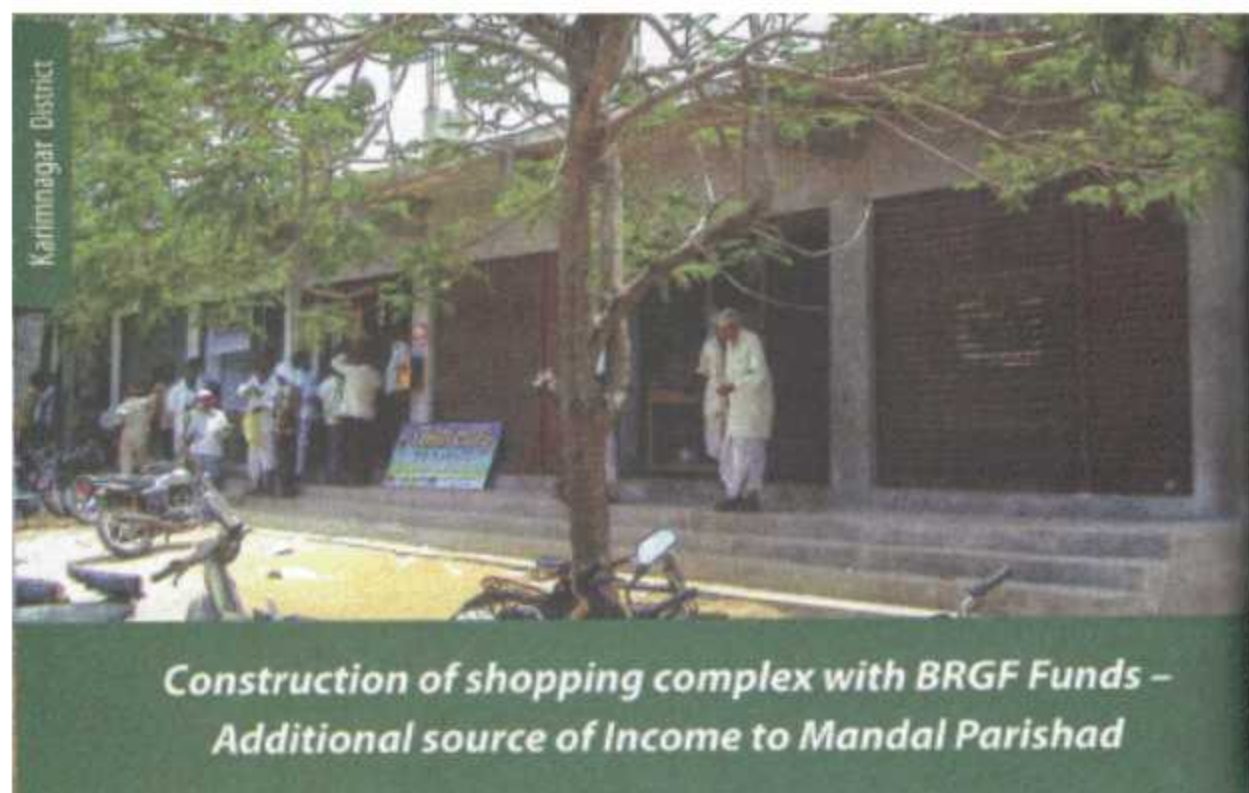
### 3.12.2 Arranging Technical Support for DPCs to prepare district plans:

In 2007-08 the Ministry of Panchayati Raj and the Planning Commission together identified institutions with a long term interest in district planning and constituted a panel of such institutions from which States and DPCs might choose institutions to assist them and the Panchayats and Municipalities to prepare annual plans for 2008-09 and onwards and to consolidate them into District Plans.

The Ministry reviewed the plan preparation process facilitated by the Technical Support Institutions (TSIs) during 2010-11. Following review, the Ministry has

empanelled technical institutions and developmental organizations as TSI in all the BRGF districts for preparation of District Perspective Plans for 2011-12 to 2016-17 and Annual District Plans for the same period.

The Ministry has provided detailed timeframe for various steps to be followed in the process and also the model Memorandum of Understanding (MoU), to the States, to facilitate the activities. The TSIs are also required to capture the participatory planning process in the PlanPlus software, launched by the Ministry in association with the National Informatics Centre (NIC). The Terms of Reference of TSI is under further review to deepen the process of decentralised planning.



### 3.12.3 Expeditionary Transfer of funds from the States to the Implementation Authorities

All funds are transferred from MoPR to the Consolidated Funds of the State in terms of the approved District Action Plans. State government are required to transfer these funds to the Panchayats and Municipalities in their respective Bank accounts, within 15 days of the release of funds to the Consolidated Fund.

### 3.12.4 PlanPlus software:

In order to simplify and upscale the decentralized planning process, the NIC has, on behalf of the Ministry of Panchayati Raj, prepared the PlanPlus software, which is under implementation in all BRGF districts. The main features of this software are as follows:

- Simple, web-based software with local language interface available with appropriate authentication, facilitating generation of participative plans through interactive workflows among all participating agencies.
- It enables intelligent convergence of funds from different schemes for a selected project work.
- It enables sectoral integration by stimulating the planner to think in terms of end-to-end projects rather than in terms of isolated islands of work.
- Facility for co-opting works of a lower tier

by a higher tier thereby facilitating vertical integration.

- Allows customizable workflows for the planning process, including modification, finalization and evaluation as per State specific needs.
- Generates various views of the Plan including local government wise, sectoral, and scheme wise plans.
- Provides variety of graphical reports to assist planners and planning entities.

### 3.12.5 Steps taken for Effective Implementation of Capacity Building Plans

Three Regional Workshops were conducted on CB&T during May – June 2011 in Hyderabad (18-19 May, 2011), Guwahati (02-03 June, 2011) and Thrissur (Kerala) (08-09 June, 2011). All the States participated in these Workshops in groups of 8-10 States. The States/UTs were requested to prepare comprehensive and integrated Capacity Building plans for their States taking into account all the available sources of funding. Best practices from States were shared.

### 3.12.6 Developing information bank on BRGF:

A BRGF website has already been set up ([www.brgf.gov.in](http://www.brgf.gov.in)) which contains guidelines of the programme, reports on State-wise and district-wise releases, various formats for use of the



implementation authorities and major activities and events concerning the programme. The BRGF scheme monitoring system software enables the automatic generation of sanction order and RBI advices for release of funds under the BRGF programmes. All sanctions are issued and published to BRGF-SMS immediately after the approval procedures are completed. The allocated, sanctioned, released amounts and utilizations under BRGF/RSVY are captured for each year for various States/Districts and a number of reports in graphical format are generated through BRGF-SMS to facilitate review & monitoring of funds.

### **3.13. Monitoring and Evaluation of Programme:**

**3.13.1** Monitoring and evaluation of BRGF is particularly specific for two reasons. First, it is highly process oriented. The rigour with which the participatory processes are complied is a key outcome of the programme, as it affects not only the efficiency of expenditure of BRGF funds, but also expenditure of other important schemes implemented at the Panchayat and Urban Local Body level. A good evaluation of BRGF would go beyond merely evaluating how BRGF funds have been applied – it would be an evaluation of the district planning process itself. Second, the use of funds are highly flexible and, therefore, a wide range of physical and quality outcomes are expected from the well considered and sensitive use of BRGF funds.

The implementation authorities under the Programme have also been provided with the formats on the BRGF Website for reporting the physical and financial progress and the status of utilisation of funds received by them. Additional release of funds is contingent upon the submission of utilisation / expenditure reports of the previous releases.

### **3.13.2 National Level Monitors**

**3.13.2.1** In recognition of the importance of independent monitoring of its programmes and also owing to the increased demands of accountability and transparency in the execution of these programmes, MoPR has empanelled 37 National Level Monitors (NLMs) for regular Monitoring of Programmes of Backward Regions Grant Fund and Rashtriya Gram Swaraj Yojana, Special Monitoring of other programmes of MoPR and for a preliminary enquiry in case of complaints of serious nature from People's Representatives, NGOs and others, regarding misutilisation of funds, irregularities etc. The NLMs have been assigned specific States and/or Districts for periodic visits, to monitor and report on various aspects of implementation of these Programmes. In the allotted districts, the NLMs are required to visit the Blocks and Villages and interact with the beneficiaries and/or stakeholders to find out the impact of these schemes at the grass-root level. The NLMs have completed the first round visits during September-November and



submitted reports which are being forwarded to the State Governments for action on the shortcomings / suggestions for improvement in the implementation of BRGF and RGSY

programmes. The reports are also being examined in the Ministry for modifications in the scheme guidelines / instructions wherever required.



## Gender Initiatives in Panchayats

4.1 As per the provisions of Article 243 D of the Constitution, one-third of the total number of seats to be filled by direct election in Panchayats at all levels and also those of the Chairpersons are reserved for women. The States of Andhra Pradesh, Bihar, Chhattisgarh, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Tripura and Uttarakhand have already legislated for 50% reservation for women. In Sikkim, reservation for women is 40%. As a result of this initiative, out of about 28 lakh elected members in Panchayats, around 10 lakh are women. The last 15 years of Panchayati Raj in India have seen women go from strength to strength in terms of their political participation.

4.2 In order to document the progress made in qualitative and quantitative terms with regards to the participation of Elected Women Representatives (EWRs), the Ministry of Panchayati Raj commissioned AC Nielsen -ORG-MARG to carry out a nationwide survey in the States. Its finds inter alia showed:-

- (i) As many as four-fifth of the elected representatives did not have anyone in their family affiliated with politics.

- (ii) Around 86% of EWRs were first timers in politics. Around 14% were elected more than once at the Gram Panchayat level. Reservation played a significant role in their first entry into politics.
- (iii) Sizeable proportion of elected women representatives perceive enhancement in their self-esteem (79%), confidence (81%) and decision making ability (74%).
- (iv) A large proportion (72%) reported having been actively involved in providing civic amenities.
- (v) 62% of EWR said that they made efforts in increasing enrolment and mitigating domestic violence.

The performance of EWRs had greater positive correlation with 3 factors: (a) when they were elected for second time (b) when they had received training for capacity building and (c) when they were educated beyond school level.

4.3 MoPR has requested States to raise and highlight issues relating to women in special Gram Sabha meetings and send a report. On the basis of the reports received



from States, it was found that many issues crucially affecting the welfare and interest of women, like drinking water, sanitation, primary education, nutrition, immunization, water, food security, agriculture are now discussed in the meetings of the Gram Sabha.

4.4 States/UTs were also requested to have a special Gram Sabha meeting dedicated to Nutrition and related issues in every Gram Panchayat on any day between 15-8-2011 to 31-8-2011 and to mainstream Nutrition in the Training of ERs for malnutrition-free Panchayats and earmarking certain wards to them. This request was communicated

officially and also through All India Radio and Doordarshan. Feedback was received from Assam, Bihar, Chhattisgarh, Goa, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, Tripura, West Bengal and Punjab about action taken to hold Special Gram Sabha meeting dedicated to Nutrition related issues.

4.5 For enabling EWRs to work as effective Stakeholders of the Panchayati Raj System, and for their continuous capacity building, this Ministry has been implementing following Schemes: -



The increasing participation of women in deliberations and decision-making at Gram Sabha meetings strengthens Gram Sabhas for its effective and transparent functioning.

- (a) Rashtriya Gram Swaraj Yojana (RGSY),
- (b) Capacity Building Component of Backward Regions Grant Fund (BRGF),
- (c) Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA)

4.6 To effectively sensitize the EWRs about livelihood and related issues, this Ministry has identified items / subjects on these issues and has requested the SIRDs of all States to develop training module covering these aspects for being taken up under the Capacity Building programme of Elected Representatives of PRIs.

4.7 In order to further empower Elected Women Representatives, instructions have been issued to all States/UTs and other Central Ministries implementing the CSS as follows:-

- (i) All the States / UT Governments may impress upon Panchayati Raj Institutions (PRIs) to ensure the safety of Elected Women Representatives (EWRs) / Female Sarpanches, particularly those belonging to the weaker sections. They should not be physically harmed, assaulted or humiliated in any manner on any count.

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ग्रामसभा बळकटीकरण अभियान



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Discrimination of any kind against them should not be allowed to remain unheeded and resolved expeditiously.

- (ii) To put a curb on the cases of proxy attendance by relatives of women EWRs, States have been advised to issue order that the officers in whose presence such meetings are held, should be proceeded against departmentally.
- (iii) To advise the concerned authorities of PRIs that meeting of Mahila Sabha / Palli Sabha be held prior to Gram Sabha Meeting and recommendations / decisions of Mahila Sabhas mandatorily transmitted to Gram Sabhas who should consider the proposals imperatively.
- (iv) In the quorum of Gram Sabha, inclusion of at least half of the number of women voters should be mandated. States which have not mandated such a provision should do so.
- (v) PRIs should be involved in any Integrated Plan of action to prevent and combat women trafficking, problems in

disturbed areas, displacement due to land acquisition etc. Related matters may be taken up in Mahila Sabha in case of issues of children and women.

4.8 The needs of women in some respects are different from those of men. Therefore, the same need to be addressed with specific emphasis. Simultaneously, since the women have their own concerns to attend, they need to be sensitized about problems related to them like livelihood, health, education, sanitation, child care etc. Therefore, the Institutions concerned with the Capacity Building of EWRs have been framing training modules related to such issues which are amplified from time to time. Besides EWRs, need to be exhorted to raise such issues in meetings of PRIs & Gram Sabha. As per information received 380995 Elected Women Representatives of PRIs were imparted training during the year 2010-11 under the scheme of RGSY.



## Media & Advocacy

### Media as Partners in Development

5.1 In view of the large number of Panchayats in the three tiers, communication with the Panchayats has to be supplemented through media besides the route of official communication. While the official communication has the strength of official authorization, it may not be speedy enough to reach out to everyone, particularly the Gram Panchayats and the Gram Sabhas. Hence media has to be a partner in the advocacy for empowerment of Panchayats and, in particular, when special initiatives are sought from them. An example is special Gram Sabha meetings on Nutrition which has been mentioned in the earlier Chapter.

5.2 Some media activities are the normal ones like issue of advertisements. Films on exceptional achievements of Panchayats have been made. A special calendar was brought out in 2011 to commemorate Gram Sabha with special reference to MGNREGS.

5.3 A special Gaurav Gram Sabha award was conferred on Gram Panchayats which had shown exceptional performance on National Panchayati Raj Day held on April 24, 2011. The Ministry has decided to bring

out a bi-monthly newsletter highlighting new initiatives from Union and State Governments, but more than that to spread the news of innovative and valuable programs taken up by Panchayats. This Newsletter will be published in English, Hindi and other Indian languages. The first issue is expected to be released on 24<sup>th</sup> April 2012, commemorating National Panchayati Raj Day.

### Publicity campaigns

5.4 An intensive mass awareness generation/publicity campaign focused on Gram Sabha and other key issues relating to Panchayati Raj was carried out during the Baisakhi Mela at Talwandi Sabo under Bathinda district in Punjab during 10<sup>th</sup> April to 13<sup>th</sup> April 2011.

5.5 A comprehensive mass awareness generation/publicity campaign focused on Gram Sabha and other key issues relating to Panchayati Raj was undertaken during the annual Palkhi Sohla of Sant Dnyaneshwar Maharaj and Sant Tukaram Maharaj in Maharashtra during the period 22<sup>nd</sup> June to 11<sup>th</sup> July 2011.



Awareness campaign during Palkhi Sohla, Maharashtra

5.6 The work relating to production of twenty video spots on Mahatma Gandhi-NREGA has been completed.

5.7 “Kurukshetra”, a leading journal on rural development, dedicated its August-2011 issue to the theme of “Panchayati Raj”.

5.8 Production and telecast of weekly TV programme titled “Grameen Bharat” was completed during the month of June 2011 under the scheme “Mass Media Support to Panchayati Raj” through Doordarshan's National and its 18 Regional Kendras.

5.9 The two booklets titled (a) “Mahatma Gandhi National Rural Employment Guarantee Scheme: Shramikon Ke Liye” and (b) “Mahatma Gandhi National Rural Employment Guarantee Scheme: Gram Panchayat Guidebook” have been got printed in Hindi and ten regional languages for wider dissemination at Block/Village Panchayat level across the country.

5.10 One Sound & Light programme titled “Jamunia – Tasveer Badalte Bharat Ki” was staged by Song & Drama Division, Ministry of Information & Broadcasting to

demonstrate the progress and issues concerning Panchayati Raj during the Folk & Drama Festival that commenced from 7<sup>th</sup> February 2012 in the District of South 24 Parganas, West Bengal.

#### **Empanelment of audio-video production houses**

5.11 Thirty-four audio-video production-houses were empanelled for a period of two years (26<sup>th</sup> August 2011 – 26<sup>th</sup> August 2013)

#### **National Convention of Elected Representatives on HIV & AIDS**

5.12 Subsequent to a request made by the Forum of Parliamentarians on HIV & AIDS (FPA), the Ministry of Panchayati Raj partnered with FPA for organizing one two-day National Convention of Elected Representatives on HIV & AIDS on 4<sup>th</sup> and

5<sup>th</sup> July 2011 at Vigyan Bhawan, New Delhi. The programme was attended by Zila Parishad Presidents and Mayors from many parts of the country.

5.13 A major addition in media and advocacy has been through identification and recognition of good practices. Under PEAIS, best performing Panchayats have been selected during 2011-12 so that not only devolution by States are rewarded, but Panchayats which have used the devolution to manage contextual and local problems are also recognised and commended. There will be a special award for Gram Sabhas which had taken up the issue of Nutrition. The award winning Panchayats/Gram Sabhas would be the subjects of detailed case studies which are proposed to be documented and disseminated through Newsletters and films.





## e-Panchayat

6.1 e-Panchayat has been identified as one of the Mission Mode Projects (MMPs) under National e-Governance Programme (NeGP). This project is aimed at supporting all the State Govts. for enabling Panchayats to make effective use of IT in the process of Planning at grass roots level, bring out transparency in the working of all the PRIs and help in increased accountability of these institutions. It aims at internal computerization of Panchayat processes so that they are able to provide services to the public in electronic mode and help bridge the rural urban digital divide. The project will make Panchayats more efficient and transparent by leveraging ICT to become modern institutions of self governance at the cutting edge level by ensuring greater openness through transparency, disclosure of information, social audit, efficient delivery of services, improving internal management of Panchayats, procurement etc.

6.2. A study had been undertaken by National Informatics Centre Services Inc. (NICS) on Information and Services Needs Assessment (ISNA), Business Process Re-engineering (BPR), Detailed Project Report (DPR) for most of the States. The States were studied and separate reports for each of the

States were submitted which have been consolidated into National ISNA, National BPR and National DPR. Based on the Information and Services Needs Assessment (ISNA) of all the stakeholders namely Central Ministries, State Departments, Citizens and Panchayats, 12 Core Common Applications (**Annex VII**) were identified that address all aspects of Panchayats' functioning viz from internal core functions such as Planning, Monitoring, Implementation, Budgeting, Accounting, Social Audit, etc to citizen service delivery like issue of certificates, licenses etc. These 12 applications constitute the Panchayat Enterprise Suite (PES). They have been designed such that they will serve all the core internal needs of not just the PRIs, but also of ULBs and Central/State line departments. Four of these twelve Core Common Applications namely Local Governance Directory (earlier called National Panchayat Directory), PRIASoft, National Panchayat Portal (NPP) and PlanPlus have already been rolled out. Remaining applications except for the GIS module have been developed and were demonstrated in the e-Panchayat review meeting held on 13<sup>th</sup> – 14<sup>th</sup> January 2012 at Vigyan Bhawan, New

Delhi. Demonstrations of these newly developed six applications by NIC have also been arranged in four Regional workshops and 1 National Workshop during the month of January and February 2012 to incorporate feedback from user community before final roll out.

6.3. The present status of the 4 applications that have been rolled out is as under:

- a) PRIASoft – an online cash-based double entry accounting software, that implements the 4-tier Model Accounting System for PRIs, has been a major success with 1.2 lakh Panchayats on board and 70,000 Panchayats making online voucher entries during 2011-2012. Over 60 lakhs vouchers have been entered till February, 2012 for the year 2011-12 and reports can be accessed at <http://Accountingonline.gov.in>.
- b) The software facilitates planning by Panchayats, ULBs/RLBs and line departments. Over 75,000 Annual Draft Plans & Action Plans of different plan units (ULBs/ RLBs/ Line Deptts.) are available online on PlanPlus for 2011-12. In BRGF districts, there is a 60% adoption of PlanPlus and attempt is on to facilitate its adoption in all non-BRGF districts. In this effort Gujarat has already decided to extend its adoption in non-BRGF districts also. 70,295 Planning Units have adopted PlanPlus in 2011-12. This includes 196

Zilla Panchayats, 2,225 Block Panchayats and 62,124 Gram Panchayats. After such adoption, as on 21 March 2012, over 43,000 Plan Units have put their Annual Action Plans online during 2011-12 involving 82 Zilla Panchayats, 1300 Block Panchayats & 41500 Gram Panchayats. Plans of different Plan Units can be accessed at <http://planningonline.gov.in>

- c) The National Panchayat Portal: Over 2,36,500 dynamic websites have been created for Panchayats (95% adoption) and 30,000 of these websites are seeing an active content upload. It can be accessed at [www.panchayat.gov.in](http://www.panchayat.gov.in)
- d) Local Governance Directory captures details of local governments and has assigned unique codes to all Panchayats to ensure interoperability amongst all applications of Panchayat Enterprise Suite (PES). It also maps Panchayats with Assembly and Parliamentary Constituencies. It can be accessed at <http://panchayatdirectory.gov.in>

6.4 Furthermore, the remaining applications except for the GIS module have been developed, and demonstrations of these applications have been given to States through four Regional workshops during the month of February- March 2012. All these applications will be rolled out in 2012.



## Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA)

**7.1 The Provision of Panchayats (Extension to Scheduled Areas) Act 1996 (PESA)** extends Part IX of the Constitution with certain modifications and exceptions, to the Fifth Schedule areas of 9 States viz. Andhra Pradesh (AP), Chhattisgarh, Gujarat, Himachal Pradesh (HP), Jharkhand, Madhya Pradesh (MP), Maharashtra, Odisha and Rajasthan.

### 7.2 Powers of Gram Sabha

The Gram Sabhas under PESA are deemed to be 'competent' to safeguard and preserve the traditions of their people, community resources and customary mode of dispute resolution. The Gram Sabhas further have:

- (a) mandatory executive functions to approve plans of the Village Panchayats, identify beneficiaries for schemes, issue certificates of utilization of funds,
- (b) right to mandatory consultation in matters of land acquisition, resettlement and rehabilitation and prospecting licenses/mining leases for minor minerals,
- (c) power to prevent alienation of land and

restore alienated land;

- (d) power to regulate and restrict sale/consumption of liquor;
- (e) power to manage village markets, control money lending to STs;
- (f) ownership of minor forest produce;
- (g) power to control institutions and functionaries in all social sectors;
- (h) power to control local plans and resources for such plans including TSP, etc.

### 7.3 Current Status of PESA

MoPR has urged the states to make their Panchayat and subject Acts PESA compliant. The status of PESA compliance of state Panchayat and subject Acts is at **Annex-VIII**.

### 7.4 Initiatives taken by the Ministry of Panchayati Raj (MoPR)

MoPR has taken the following initiatives towards the implementation of PESA Act:

- PESA Model Rules: Draft Model

Rules for PESA were prepared by the Ministry and circulated to all States having Fifth Schedule areas for framing of rules for effective implementation of PESA Act.

- Visits and meetings in PESA States: Field visits have been made in PESA States. Meetings were held with officials of the State Departments concerned with PESA implementation viz. Panchayati Raj, Revenue, Excise, Environment and Forests and Mining etc and suggestions were made to bring relevant amendments in provisions, where required, make rules and take steps towards implementation.
- Committee on Marketing of Minor Forest Produce (MFP): A Committee headed by Dr. T. Haque, was formed to look into the aspects of Minimum Support Price (MSP), value addition and marketing of MFP in the Fifth Schedule Areas. The Committee submitted its Final Report in May 2011. It has recommended a MSP to be fixed centrally for 14 MFP to begin with. Further action to operationalize the recommendations of the Haque Committee is to be taken primarily by the Ministries of Tribal Affairs and of Environment and Forests. The matter is being followed up also through the Planning Commission.
- Study of State subject laws: MoPR has completed a study on compliance of

State Panchayati Raj laws and other subject laws with the provisions of PESA Act. All reports have been received. Reports have been sent to Jharkhand, Odisha & Chhattisgarh and the others are being examined. In these reports, the state Panchayati Raj laws and other subject laws have been analyzed in the light of the PESA Act and various amendments have been proposed. The reports have also suggested some amendment in the PESA Act itself, most of which have already been included in the proposed amendments to PESA Act.

- ILI Studies: The Indian Law Institute undertook a study to analyze a few Central laws and suggest amendments for compliance with PESA Act. The report has been circulated to the respective Central ministries for consideration.
- Committee on Harmonization of Central laws with PESA: A Committee on Harmonization of Central laws with PESA has been set up on the recommendation of Second Administrative Reforms Commission for undertaking follow up action on the issue of harmonization of Central Laws with the PESA Act, 1996. This is chaired by Secretary (Legal Affairs). This Ministry is represented by a Joint Secretary.

**7.5 Amendment of Central Laws:** Detailed comments on Land Acquisition, Rehabilitation and Resettlement (LARR) Bill, 2011; Mines and Minerals (Development and Regulation) Bill, 2011 and Indian Forest Act, 1927 have been sent to the Ministries concerned. LARR Bill, 2011 has since been referred to the Standing Committee on Rural Development. This Ministry has also placed its views on the LARR Bill, 2011 before the Standing Committee.

### **7.6 Steps to be taken by the States**

MoPR has urged the States to take the following steps to ensure implementation of PESA Act:

#### **A. PESA Compliant Acts and Rules**

- Amend PR Acts, Subject Laws and Rules consistent with PESA Act.
- Adopt Model PESA Rules with appropriate modification.

#### **B. Functioning of Gram Sabha**

- Constitute GS as per PESA Act.
- Empower GS and ensure effective functioning.
- Regular training of government and Panchayat functionaries on PESA.

#### **C. Empowered Gram Panchayat**

- Provide manpower, infrastructure and build capacities

- Devolve 3Fs including control over local institutions & functionaries.

#### **D. Administrative Measures**

- Committee of relevant departments and experts at State & District levels to review and ensure PESA compliance.
- Include implementation of PESA in Governor's Annual Report.
- Strengthen administrative machinery: fill up vacancies, create Panchayat cadres, give hardship allowance etc.
- Create information-cum-grievance redressal mechanisms.

### **7.7 Steps to be taken by Central Ministries**

MoPR has, in various forums, urged Central Ministries to take the following measures:

- Planning Commission
  - Review compliance of PESA Act in Annual Plan discussions.
  - Fund Panchayats: manpower & buildings, and untied funds in a big way.
  - Ensure IAP funds are progressively given to the Panchayats.
  - Support the scheme to provide manpower to GS.



- Central Ministries with flagship programmes
  - Amend scheme guidelines for PESA compliance.
  - Make parallel bodies, if unavoidable, under various Schemes, accountable to GS through GP.
- D/o Land Resources, Ministry of Mines and Ministry of Environment and Forests
  - Amend Land Acquisition, Rehabilitation and Resettlement Bill, 2011;
- Mines and Minerals (Development and Regulation) Bill, 2011 and Indian Forest Act, 1927.
- D/o Financial Services
  - Enhance credit options, regulate MFIs.
- MoS and PI
  - Ensure planning and implementation of MPLADS through the Panchayats.
- MoTA
  - Rationalize Schedule V Areas to include Modified Area Development Approach (MADA) pockets and left out Integrate Tribal Development Project (ITDP)/Integrated Tribal Development Agency (ITDA) areas;
  - Link funding under article 275(1) to PESA compliance;
  - Ensure TSP funds are planned and utilized by the Panchayats;
  - Ensure transfer of ITDP functionaries to the Panchayats.

## Decentralized Governance in North Eastern States

8.1 MoPR is engaged in the process of deepening of Decentralized Governance in the areas of North Eastern States where Panchayati Raj Institutions do not exist. A proposal had been submitted by this Ministry for amendment of the Constitution to achieve the above objective and this was considered by the Committee of Secretaries (CoS) on 4.6.2010.

8.2 Thereafter, this Ministry initiated a process to consult with different States and concerned Ministries of Government of India. A meeting of representatives of concerned Ministries and State Governments was also held on 16.11.2010 at New Delhi. In pursuance of the deliberations, it was decided that instead of Constitutional amendment, it would be appropriate to bring in amendments to laws for Autonomous District Councils and Village Councils to deepen the process of democracy. The legal frameworks of Local Self Government in North Eastern Region vary from place to place even within the same constitutional framework. New draft laws have been formed where such laws do not exist. Draft amendments have been prepared for States

where elected Village Councils exist but lack basic features of democratic government like regular elections, universal suffrage, reservation for women etc.

8.3 An Inter-Ministerial Team of representatives from the Ministries of Panchayati Raj, Home Affairs, Tribal Affairs, Development of North Eastern Region and Urban Development, have initiated consultation with individual States and the details of the work done are as follows :-

- (i) Village Councils do not exist in the Sixth Schedule areas of Assam. The Inter-Ministerial Team has visited Assam and held consultation with the three Councils of Sixth Schedule areas over there. Laws for Constitution of Village Councils / Gram Panchayats will be legislated by the concerned District Councils. Draft laws for this purpose prepared by this Ministry have been forwarded to the District Councils in Assam.
- (ii) In Meghalaya, the Village Councils



## State buys time on VDC proposal

DECENTRALISATION OF GOVERNANCE



Additional Secretary of Union Ministry of Panchayat Raj, Dr. Hrusikesh Panda, addresses a press conference after the meeting with Chief Minister Dr. Shikhar Angmo on Wednesday.

**By Our Reporter**  
SILCHAR: NIP approach has been various quarters has forced the State Government to buy more time.

"The State Government understands the proposal of the Bill but in the context of decentralisation of governance, the Union Ministry of Panchayat Raj is not ready to accept the proposal of VDCs," Chief Minister Dr. Shikhar Angmo said after the meeting with the Union Minister on Wednesday.

According to the Chief Minister, the Union Ministry is not ready to accept the proposal of VDCs in the State and is providing support for the decentralisation of governance in the village level in an effort to the Panchayat Raj system which is prevalent in other parts of the country.

While taking a break from the meeting, the Union Minister said that the State Government is not ready to accept the proposal of VDCs in the State and is providing support for the decentralisation of governance in the village level in an effort to the Panchayat Raj system which is prevalent in other parts of the country.

## Thuneihna sem zâi dan an sawiho

Chief Secretary, Van Hela Pachuan kaihhraina hnuaiah nimin khan CS Conference Hall-ah Sorkar thuneihna sem zâi chungchang sawiho a ni a, Ministry of Panchayati Raj Addl. Secretary, Dr Hrusikesh Panda-a'n a telpui.

Meeting-ah hian village council-te thuneihna chungchang te, roelna khawla hmeichhiate tan a seat hauhak a tul thute sawi lan a ni a; district council-a hmeichhiate tana seat

reservation siamsak mek angin, state sorkarah pawh hmeichhiate tan seat siamsak ve a tul thute an sawi bakah, NREGS hnathawh dan kalphung leh hmalak tawha hriathiam loh laite an inhrilfhiah a ni.

Meeting-ah hian Lai, Mara leh Chakma district council atangin Chief Executive Member leh Chairman theuhte bakah, member eng emaw zat an tel a ni.

Vol - XIII No. 36 Aizawl February 17, Thursday 2011

## Central team visits repatriated Brus

**Bureau Report**  
Aizawl, Feb 18: Central team for decentralised governance in the Northeast visited Central village in Mizoram where Brus families recently repatriated from Tripura refugee camps are settled.

After arriving from Tripura the morning the four-member team approached to Central village to see the problems of the repatriated Brus families.



The Brus Coordination Committee leaders expressed the central team various problems facing the Brus families. The Brus leaders urged the central team to help coordinate village council in some Brus settlements and collection of the remaining Brus families, which ended in January, 20 September this year to the Brus families who had fled Mizoram in the wake of the ethnic violence triggered by the burning down of Mizam youth in 2009. The Brus leaders also prayed for special attention in the Brus areas in village to development projects.

The central team promised all possible helps to solve the Brus problems of the village. The team included

## 3-member central team arrives, will consult on village authority amendment act

IMPHAL, April 27(NNN): A 3-member Central team arrived in Imphal today on a 3-day State visit to take stock of the issue that has been raked up vis-à-vis Manipur (village authority in hill areas) (amendment), 2011 and Manipur (hill areas) district council (fourth amendment) Act, 2011.

The 3-member team composed of Rishikesh Panda,

additional secretary, panchayat raj, Sambhu Singh, joint secretary, ministry of home affairs and Rohtas Singh, director, DoNER ministry.

Immediately upon their arrival, the Central team had a meeting with chairmen and members of autonomous district councils (ADC) of Senapati, Ukhrul, Chandel and Sadar Hills dis-

tricts of Manipur. In a press conference after the meeting, Sambhu Singh stated that the basic purpose of the visit was to revive and encourage grass-root democracy in the State which is the mandate of the government at the Centre.

The team has come to have a wide ranging

(contd on page 4)

## Empower local bodies, urges central team

**Bureau Report**  
Aizawl, Feb 17: The central team on decentralised governance in the Northeast, which met home minister R Lalzirlana and other officials today, emphasised the need to empower the municipal council, autonomous district councils and village councils in Mizoram to empower the people.

Setting up of state finance commission to give financial empowerment to the local governments, reservation of at least one-third of seats for women in the local bodies and entrusting the state election commission to

conduct village council elections were high on the agenda of the central team.

Dr Hrusikesh Panda, additional secretary, ministry of Panchayat, informed the meeting that Panchayati Raj would soon be introduced in the Northeast India. For this, he said rules of the local bodies needed amendment to suit the Panchayati Raj.

The four-member team comprising of Dr Hrusikesh Panda, additional secretary, Ministry of Panchayat Raj, Dr J P Sharma, joint secretary, DoNER, Sambhu Singh, joint secretary (NE), Ministry of Home Affairs and Prof

M P Mathur, National Institute of Urban Affairs had meeting with top officials at the New Secretariat conference hall.

The team studied the role of VCs for community development and gave suggestions for better governance in the respective villages. Dr Hrusikesh Panda said that funds are available under the Ministry of Panchayati Raj for tours and trips for the VC members to see the development works undertaken by local councils in other states.

The central team also visited Falkawn and Hnuifang villages near here today.

## Central team touring NE to push for grassroots governance

AIZAWL/AARTALA, FEB 18: A central government team, sponsored by the Union Panchayati Raj Ministry, is touring the northeastern states to gather public opinion on devolution of governance to the grass roots level, an official said Friday. Most parts of the mountainous northeast, comprising seven states, have been ravaged by militancy for the past several decades. Anguish, deprivation and distress are the root

cause of terrorism in the region.

A four-member central team led by Hrusikesh Panda, additional secretary of the ministry of panchayati raj, is on a tour in the northeast region to study the possibility of further decentralization of governance in the region, a Mizoram government official told reporters.

He said: "The central team during their two-day (Thursday and Friday) tour to the villages of Mizoram

has gathered public opinion on the further devolution of governance to the grass roots."

"If the local people are largely involved in the process of governance, many problems including insurgency can be dealt with effectively," the official said on condition of anonymity.

The Central team comprising top officials of the ministries of Panchayati Raj, Home Affairs, Urban Development and the (Contd. on P-3...)



are not elected bodies and they are often governed by traditional customs including customs where women are not allowed to either vote or contest. The traditional Village Councils have very few functions. The State Government has suggested that they would like to make Village Development Committee, which has been constituted under executive instructions primarily for MGNREGS. Suggestions have been made to the State Government accordingly to have statutory Elected Councils at the village level. Draft laws have been framed and sent to State Government.

- (iii) In Tripura, the existing laws have been framed under the Sixth Schedule by the District Council. Elections through State Election Commission are mandated under law in the State. The Village Committee (as the Council is called in Tripura) has 50% reservation for women. However, the State Election Commission in Tripura is not constituted in terms of Article 243K of the Constitution.
- (iv) District Councils of Mizoram in Sixth Schedule areas have amended their laws

which inter-alia provides for:-

- (i) Accountability of Village Councils to Gram Sabha
- (ii) Reservation of, at least, one seat in every Village Council for women
- (v) Consultation with the Stakeholders in Nagaland is continuing.
- (vi) Draft amendments to Village Authorities Act and District Council Act have been framed and sent to the Government of Manipur. Three rounds of consultations have been held. Manipur has also Panchayats, but does not have a regular State Election Commission as required under Part IX of the Constitution.

8.4 With the initiative of MoPR and support of other Ministries, consultation is continuing for deepening the process of decentralised governance in these areas.



## Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA)

9.1 Participation of women in the Panchayats was facilitated by the 73<sup>rd</sup> Constitutional Amendment which mandated one-third reservation of seats at all three tiers of Panchayats for women. The last 9 years of Panchayati Raj in India have seen women go from strength to strength in terms of their political participation. While one of the revolutionary changes in recent grassroots polity has seen the entrance of over 10 lakhs of elected women leaders in the Panchayati Raj Institutions, some of these women continued to be hampered by capacity and knowledge gaps. The need to positively address the special needs of EWRs assumed an increasing urgency in the face of the mounting demands placed on them in view of increased financial allocations and work responsibilities of the Panchayats. The gap between presence of EWR and their participation can be broken into three categories: (a) where women did not attend, (b) where women attended, but were accompanied by their male relations and thus did not participate, and (c) where women attended but spoke on behalf of their male relations.

9.2 Several elected women representatives have been able to bring about considerable change in the socio-economic conditions prevailing in their areas. However, with exposure and experience, women are consolidating their position as forces of local governance. The issues raised by women representatives are often related to hard issues like child marriage, female foeticide and infanticide, liquor consumption, and somewhat softer issues faced by them like: livelihood problems, availability of potable water, total sanitation campaigns, access to schooling for children, working of *Anganwaris*, health institutions and the PDS. Because of their personal experience of these problems, the women representatives are at the forefront of bringing about the necessary interventions to solve such problems. The younger ERs have the disadvantages of (a) lack of experience and (b) patriarchal culture.

9.3 The Panchayat Mahila Evam Yuva Shakti Abhiyan aims to build on the substantial representation of women and youth in Panchayats so that they use their



collective strength more effectively. It supports the efforts of the many isolated women representatives in the country to strengthen their unity and provide a forum for continued training. PMSA provides women with specific kinds of support which goes beyond the usual training given to PRI representatives.

### Strategy

#### 9.4 The strategy is as follows:

- To have a *Sammelan* spread over 2-3 days in each state to facilitate the sharing of common problems, issues and interactions, and to give them the strength of numbers.
- EWRs adopt a state specific charter that shows the roadmap for taking forward the Panchayat Mahila Shakti Abhiyan in the State
- Identification of State level Core Agency
- Formation of State level Resource Cells to keep updated information related to the participation of EWRs and serve as knowledge support institutions.
- Formation of an Association with its own elected office bearers.
- To organise training and sensitization programs.

### Process

9.5 The PMEYSA has the following processes:

- Formation of a Core Committee
- Core committee facilitating the drafting of the state charter
- First day of the *Sammelan* - to meet, gather and speak in an informal and warm atmosphere.
- Second day - finalize the draft charter

### The progress under the scheme

9.6 23 States have formed Core Committees and organized State Level Sammelans. 14 State Support Centres under the scheme have been established in the States of Andhra Pradesh, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Maharashtra, Manipur, Punjab, Sikkim, Uttarakhand, West Bengal and Andaman & Nicobar Island, which work as repository of knowledge and varied information relating to participation of EWRs and EYRs in PRIs. Training & Sensitization Programme under the scheme have been conducted in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Goa, Himachal Pradesh, Madhya Pradesh, Manipur, Kerala, Assam, West Bengal, Andaman & Nicobar Island and Sikkim and so far 627 batches of training & sensitization programme have been organized. 81 Divisional Level Sammelans have been conducted in the States of Andhra Pradesh, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Manipur, Rajasthan, Sikkim,

Uttarakhand, West Bengal and Andaman & Nicobar Island. State Level Association of EWRs/EYRs has been formed in the States of Andhra Pradesh, Goa, Karnataka, Maharashtra, Punjab, Sikkim and West Bengal.

9.7 The B.E. provision under Plan for the year 2011-12 is ₹ 3.00 Crore. The expenditure under the scheme during the year 2011-12 till 29.02.2012 is ₹ 1.58 crore.





## Action Research & Research Studies

10.1 Action Research and Research Studies (ARRS) scheme provides financial support to Academic Institutions, NGOs, Research Organizations, Registered Societies, Non Profit Organizations and SIRDs having specialized experience in research and evaluation in the areas of Panchayati Raj. Action Research proposals provides an in-depth analysis for long-term issues, impacts and experiences in Panchayati Raj across the country. The findings of such research would be widely disseminated to citizens, elected representatives of Panchayats, State Governments and Ministries in the Government of India in order to help rectify deficiencies in the existing scheme guidelines / formulating new guidelines. These findings also help the Ministry in identifying and removing gaps in the existing schemes.

10.2 A project based on ARRS leads to resolution of the problem that prompted the project. ARRS comprehensively explores the models for community welfare and incorporate quantitative and qualitative parameters for the implementation of the project. The objective of the ARRS is primarily to provide financial support for

proposals that aim at in-depth analysis of long-term issues, impacts and experiences in Panchayati Raj across the country and evaluate the programme implemented by the PRIs in the States.

### Review of the Past Performance & Financial Progress

#### 10.3 Physical Progress:

There had been a process to shortlist organizations/institutes (**Annex IX**). 19 themes necessary for Policy / Programme / Evaluation perspective were identified as mentioned below and out of these studies on 12 themes have been sanctioned to shortlisted organizations / institutes, 5 have been deferred in lieu of studies sanctioned during the past financial years and 2 have been dropped.

- (i) Critical analysis of Self Help Group programmes in Andhra Pradesh with reference to PRIs.
- (ii) Study of communitization in Nagaland with reference to PRIs.
- (iii) Evaluation of Gram Kachehari / Gram Nyayalaya Act & its implication in 5 representatives States

and implication for the proposed Nyaya Panchayat Bill of the Ministry of Panchayati Raj and the Gram Nyayalaya Bill of the Ministry of Law.

- (iv) Lessons from BRGF.
- (v) Status of implementation of PESA on ground – specific policy, legal & operational issues to be addressed.
- (vi) Functioning of DPCs & quality of District Plans – issues and solutions.
- (vii) MGNREGS and PRIs – Lessons for the major schemes.
- (viii) Building database at Village / Block / District level for Decentralized Planning.
- (ix) Building long term strategic institutional capacity for Enhancing Efficiency, Transparency & Accountability in PRIs.
- (x) To determine the State variations in implementation of the major Centrally Sponsored Schemes viz : Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Sarva Shiksha Abhiyan (SSA), Mid Day Meal (MDM), Integrated Child Development Services (ICDS) – Role of PRIs and lessons.
- (xi) Evolving objective and transparent norms for devolution and distribution of funds by State Finance Commission.
- (xii) Preparation of model guidelines for

outsourcing of functions by Local Bodies.

- (xiii) Evolving mechanism for benchmarking and assessing performance of Local Bodies.
- (xiv) A model overarching service delivery policy by States outlining the framework within which each Department would lay down detailed guidelines for preparation of service delivery plans through PRIs.
- (xv) Study on Evaluation of Satellite based Training for the States of Karnataka, West Bengal, Gujarat and Rajasthan.
- (xvi) State to State analysis of trends and identification of initiatives and drives for enhancing revenue collection by Panchayats.
- (xvii) A study on local taxation covering taxation capacity of Panchayats and incentive packages.
- (xviii) Study to Assess the Status of Fiscal Devolution to the PRIs in the states of Andhra Pradesh, Chhattisgarh, Odisha, Gujarat, Punjab and Tripura.
- (xix) A feasibility study on the Viable Size of Gram Panchayat.

10.4 New themes are being identified based on the needs and in consultation with the respective division(s) in this Ministry to conduct studies during the year 2012-13.

One such proposal is to review the parameters to identify backwardness using updated census statistics and to identify “Backward Blocks” requiring greater resource support through BRGF Scheme. MoPR also proposes to review the short-listed Research

Partners.

10.5 A statement indicating the number of studies sanctioned, completed and still underway may be seen as under:

Sl. No.	Year	No. of Studies Sanctioned	Completed Studies	Still Underway
1	2004-05	5	5	-
2	2005-06	18	16	2
3	2006-07	18	17	1
4	2007-08	15	13	2
5	2008-09	10	8	2
6	2009-10	18	11	7
7	2010-11	7	1	6
8	2011-12 (till 29 <sup>th</sup> Feb. 2012)	5	-	5
<b>TOTAL</b>		<b>96</b>	<b>71</b>	<b>25</b>

## Financial Progress:

10.6 Budget allocation under the Scheme of ARRS for the financial year 2011-12 is ₹ 2

crore (R.E), out which an amount of ₹ 1.01 crore has been released till 29.02.2012.





## Panchayat Empowerment and Accountability Incentive Scheme (PEAIS)

The Panchayat Empowerment & Accountability Incentive Scheme (PEAIS) is a Central Sector Plan Scheme implemented by the MoPR since 2005-06. The scheme aims at encouraging States to adequately empower Panchayats and put in place systems for bringing about accountability of the

PRI. Performance of States in these respects is measured through a Devolution Index (DI). Token awards are also given to the States, which rank high on DI, for which the

annual provision is currently 31 crore for the year 2011-12.



Hon'ble Prime Minister and Hon'ble Chairperson, NAC giving annual PEAIS awards on 24<sup>th</sup> April 2011

11.2. For evaluating States on the DI, MoPR takes the assistance of expert institutions. For 2011-12 the Indian Institute of Public Administration (IIPA), New Delhi has been engaged for preparation of DI and ranking the States.

### Evaluation framework

11.3. Since 2008-09 evaluation of States under PEAIS has been based on a two-stage assessment and the same is being followed during 2011-12. The first stage, called the Framework Criteria, was based on the following 4 fundamental Constitutional requirements:

- i) Establishment of State Election Commission.
- ii) Holding of elections to the PRIs.
- iii) Setting up State Finance Commission.
- iv) Constitution of the District Planning Committees (DPCs).

States that fulfilled each of these 4 fundamental requirements, qualified for evaluation in terms of various indicators of the DI.

11.4 The indicators for the DI aim at assessing the state of devolution in respect of the 3Fs, namely, funds, functions, and functionaries by the respective States to the PRIs. The study in 2009-10 attempted some

important conceptual and methodological improvements. First, States were assessed on how well they have implemented the framework criteria. For example, as against only assessing if State Finance Commission (SFCs) has been set up as a qualifying criterion, delays in constitution of SFCs, submission of reports etc. have also been studied. Second, weighted scores that reflect the importance of particular criteria have been used. Third, scoring has been more differentiated by grading various responses. Finally, the accountability parameters have been built in systematically. The indicators used to assess achievement of States are at **Annex X**.

11.5 The priority area before the Ministry of Panchayati Raj has been to take the States towards meaningful and effective devolution of functions, funds, and functionaries to the PRIs. The Ministry of Panchayati Raj has been pursuing preparation and notification of detailed Activity Mapping by the States, opening of Panchayat Windows in State Budgets, and assignment of functionaries in accordance with the devolution of functions and funds. Detailed guidelines have been issued in this regard.

11.6 For 2009-10, awards were given on 24<sup>th</sup> April, 2011 to the following States:



### Ranking based on Cumulative achievements upto 2010-11

First Prize : ₹ 3.00 crore : Kerala

Second Prize : ₹ 2.00 crore : Karnataka

Third Prize

NE State : ₹ 1.00 crore : Sikkim

Fourth Prize : ₹ 1.00 crore : West Bengal

### Ranking based on Incremental achievements during 2010-11

First Prize : ₹ 1.50 crore : Rajasthan

Second Prize : Kerala\*

Third Prize : ₹ 1.00 crore : Maharashtra

Fourth Prize : Karnataka\*

Fifth Prize : ₹ 0.50 crore : Haryana

\* No prize has given to these States as they were awarded for cumulative achievements. However, they were felicitated on 24<sup>th</sup> April, 2011.

### Performance in earlier years

11.7 The ranking of States that were adjudged for the award as per DIs for the previous years (2005-06, 2006-07, 2007-08, 2008-09 2009-10 and 2010-11) is given in **Annex XI**.

### Devolution Index for 2011-12

11.8 The study for preparation of DI and ranking of States on it for 2011-12 has been

assigned to Indian Institute of Public Administration (IIPA), New Delhi. This study will also take into account the performance of States/UTs during the current year in addition to cumulative progress.

### Assessment of Panchayat Performance

11.9 To operationalize the second objective of the Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) i.e to incentivise Panchayats to put in place accountability systems to make their functioning transparent and efficient, a model set of indicators, questionnaire and marking scheme was developed by the MoPR. With additional outlay of ₹ 21.00 crore, Panchayats are being incentivized for the first time for their performance for 2010-11 under the modified PEAIS. The modified Scheme has been shared with States/UTs in June, 2011 and they have developed context specific indicators, questionnaire and marking scheme. States of Uttar Pradesh, Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Tamil Nadu, West Bengal, Himachal Pradesh, Uttarakhand, Goa, Arunachal Pradesh, Assam, Sikkim and Tripura are participating. Award winning Panchayats are proposed to be felicitated at the National Panchayati Raj Diwas on 24<sup>th</sup> April 2012.



## Panchayat Finance

### The Thirteenth Finance Commission (13<sup>th</sup> FC)

12.1 The term of the 12<sup>th</sup> FC award ended on 31 March 2010. The Union Government constituted the 13<sup>th</sup> Finance Commission (13<sup>th</sup> FC) under the chairmanship of Dr Vijay L. Kelkar. Ministry of Panchayati Raj had submitted a detailed Memorandum to the 13<sup>th</sup> FC, in which it was, *inter alia*, proposed that the CFC grants for the Local Bodies should be in the nature of entitlement of the PRIs and ULBs; be a clear addition to the resources of the PRIs and not be a replacement of the existing grants. Transfer for PRIs should be 4% of the divisible pool for development of basic infrastructure, support for basic minimum staff, honoraria & sitting fee for the elected representatives, office maintenance, and e-governance. Another 1% of the divisible pool was proposed for preparation of data bases, incentive for State Governments to empower PRIs, grants for area planning and capacity building.

12.2 The 13<sup>th</sup> FC has, in a radical departure from awarding a small lump sum to the PRIs, has awarded a percentage of the divisible pool i.e. (a) basic grant amounting to 1.5% of the divisible pool (b) performance grant, which

will be payable for a period of four years starting from 2011-12 at the rate of 0.5% of the divisible pool in the first year and 1% of the divisible pool in the remaining three years. Based on the distribution criteria between the rural local bodies and urban local bodies and revenue projections for the divisible pool, the total estimated grant payable to PRIs works out to ₹ 63,050 crore, comprising ₹ 41,225 crore as Basic Grant and ₹ 21,825 crore as Performance Grant, for the award period 2010-15.

12.3 The Commission has also recommended a separate special area basic grant of ₹ 20 per capita, carved out of the total basic grant, for every year in the award period for Schedules V and VI areas and the areas exempted from the purview of Part IX and IXA of the Constitution. For these areas, it has also recommended a special area performance grant of ₹ 10 per capita for 2011-12 and ₹ 20 per capita there onwards is made available to these States, carved out of the total basic grant. The Special Area Grant amounting to about ₹ 1358 crore is combined for PRIs and ULBs.

12.4 The Central Finance Commission grants are allocated and released to the



various States by the Ministry of Finance (Department of Expenditure) in accordance with the guidelines issued by Ministry of Finance. Release of performance grant component is subject to compliance of certain conditions by the States related to reforms in budget & accounts, giving TG&S to C&AG for audit of local bodies, timely transfer of funds to PRIs, appointment of Ombudsman, prescribing eligibility qualifications for appointment of members of State Finance Commissions, empowering local bodies to levy property tax without hindrances, etc. These conditions were required to be met by 31.3.2011 to become eligible to draw the performance grant from 2011-12. MoPR is actively pursuing with the States to comply with the requisite conditions. MoPR is also of the view that the *a priori* condition of release of CFC grants to Panchayats is that they should be in place, through election, because if there are no elections, then Panchayats do not exist.

12.5 The State-wise allocation and the releases of the Basic Grant for 2010-11 and 2011-12 (upto 24.01.2012) are shown in the statement at **Annex-XII and XIII**.

### **Monitoring Mechanism for release and utilisation of 13<sup>th</sup> FC grants**

12.6 In keeping with the recommendations of the 13<sup>th</sup> FC, all State Governments are required to constitute a High Level Monitoring Committee (HLMC) headed by the Chief Secretary to the State Government, which includes the Finance Secretary and Secretaries of the concerned Departments as

members for ensuring adherence to the specific conditions in respect of each category of grant, wherever applicable.

12.7 Similarly, a Central Monitoring Committee has been constituted under the Chairmanship of Secretary, Ministry of Panchayati Raj (MoPR) with Joint Secretary, Ministry of Finance (Department of Expenditure) and Financial Adviser (Panchayati Raj) as Members and Joint Secretary, MoPR as Member Secretary, to monitor the release of basic grant component and recommend releases of performance grant component. MoPR is also taking necessary follow up action on the implementation of the recommendations of the 13<sup>th</sup> Finance Commission pertaining to transfer and utilization of local body grants based on the guidelines issued by the Ministry of Finance in this regard.

### **State Finance Commissions (SFCs)**

12.8 The 73<sup>rd</sup> and 74<sup>th</sup> Amendment to the Constitution have mandated the Local Bodies (LBs), including Panchayats, with several matters as listed in the Eleventh and Twelfth Schedules for planning and implementation. While the States have generally assigned most of these functions to PRIs, the corresponding devolution of funds and functionaries remains a critical issue. The own revenues of the LBs being very small, they largely depend on the devolution of funds from the Central and the State Governments and the Finance Commissions. In fact, the State Finance

Commission (SFC) recommendations also play an important role in the award of the Central Finance Commission and augmentation of resources of Panchayats.

12.9 However, there has been a growing concern about the functioning and reports of the SFCs. The SFCs themselves are not staffed with adequate and knowledgeable professionals. There are inadequate data and norms for service delivery with which they have to work and their recommendations are ignored. The States have the basic responsibility of enhancing the credibility of the SFCs. The SFCs, therefore, need to be strengthened and their work/reports streamlined in many ways, including some standardisation in their method and approaches.

12.10 A meeting on “**Local Bodies Finances and State Finance Commissions**” was organized by MoPR on 27<sup>th</sup> June, 2011 at Vigyan Bhawan, New Delhi, which was attended by Chairpersons & Members of various State Finance Commissions (SFCs), representatives of Central/State Governments, international agencies and other stakeholders. The action points decided in the meeting are indicated in **Annex-XIV**. State Governments have been asked to take necessary follow up action on these action points.

**Model Accounting System for Panchayats (MAS) and PRIASoft (accounting software):**

12.11 Funds of Panchayats include their own revenue through levy and collection of taxes, duties, tolls, fees, etc; assignment out of taxes, duties, tolls and fees levied and collected by the State Government, grants-in-aid under various Central/State sector schemes, transfers under State Finance Commissions/Central Finance Commission, etc. Article 243H read with Article 243J of the Constitution stipulates that the State Legislature may, by law, provide for constitution of such funds for crediting and withdrawal of money on behalf of the Panchayats, maintenance and auditing of Panchayat Accounts.

12.12 A sound and robust accounting and audit system is necessary to ensure transparency and accountability of the PRIs, particularly in view of the substantial increase in flow of funds to them. A new simplified accounting format, namely, the 'Model Accounting System for Panchayats' has been developed after a detailed exercise by the Technical Committee on Budget & Accounting Standard, which was co-chaired by Secretary, Panchayati Raj and Deputy C&AG and with the assistance of a Sub-committee consisting of representatives from C&AG, Ministry of Panchayati Raj and a number of States. With a view to facilitate the States to maintain computerized accounts under the Model Accounting System for Panchayats, Ministry of Panchayati Raj and NIC has developed and rolled out a web enabled accounting software, namely, PRIASoft.



12.13 MoPR has also initiated action for the preparation of an Accounts Manual and a Training Manual for maintenance of accounts under the Model Panchayat Accounting System and use of PRIASoft. MoPR also recognises that some States have developed softwares on their own, with context-specific needs, and some of them are richer in terms of details. It is also recognised that there is need to have an interface to build up a National Portal. Workshops and video-conferencing have been held for detailed discussions with the State level and PRI functionaries and other stake-holders to facilitate implementation of Model Accounting System and PRIASoft. The status of implementation of MAS/PRIASoft is as follows:

- 15 States, namely, Assam; A.P.; Bihar; Chhattisgarh; Haryana; H.P.; M.P.; Maharashtra; Odisha; Punjab; Rajasthan; Sikkim; Tripura; U.P. and Jammu & Kashmir and one UT, namely, Dadra & Nagar Haveli, have issued orders adopting MAS and PRIASoft.
- 3 States, namely, Jharkhand; Uttarakhand & Mizoram have issued orders for adoption of MAS but are yet to implement PRIASoft.
- 5 States, namely; Gujarat; Kerala; Karnataka; Tamil Nadu and West Bengal, follow different accounting

systems (double entry and/or accrual based). MoPR recognises the fact that these (and some other States) have developed State-specific software, which are contextualised and perceived by them to have better value. MoPR expects that they will build up an interface for reporting on a common platform of MoPR.

- Arunachal Pradesh, Goa, Manipur, Meghalaya and Nagaland have not yet adopted MAS.

### **Audit by the Comptroller and Auditor General of India**

12.14 The 13<sup>th</sup> FC has now made it a condition for release of performance grant component requiring that C&AG must be given TG&S over the audit of all local bodies and his Annual Technical Inspection Report as well as the Annual Inspection Report of the State Local Fund Audit must be placed before the State Legislature. Of the 28 states, 18 States, namely, Assam, Andhra Pradesh, Haryana, Himachal Pradesh, Karnataka, Maharashtra, Rajasthan, Bihar, Uttar Pradesh, Chhattisgarh, Gujarat, Kerala, Sikkim, Tripura, Punjab, Jharkhand, Madhya Pradesh and West Bengal have already entrusted TG&S to the C&AG for audit of the PRIs. Remaining States are yet to intimate the position.



## Panchayati Raj and International Cooperation

13.1 The evolution of Panchayati Raj in India is of immense interest to the developing as well as the developed countries across the world. The large size and immense canvass, the scope of activities, and the large participation of women in LSG are matters of their interest. India too seeks to learn from Asian, Commonwealth, and Western countries where local governance is successfully addressing the felt and perceived needs of local communities.

13.2 MoPR has taken several initiatives interacting with other similar bodies and Governments internationally, both to learn from their experience and to contribute to the increasing body of common knowledge on various facets of devolution. The initiatives of the Ministry cover three broad areas, namely bilateral cooperation with other countries, interaction with multilateral agencies, and linking up with common fora dealing with local self-



Hon'ble Union Minister of India for Panchayati Raj Shri V. Kishore Chandra Deo and Hon'ble Minister of Norway for Local Government & Regional Development Ms. Liv Signe Navarsete

government. The following have been the main developments:

13.3 A Memorandum of Understanding (MoU) was signed between the Ministry of Panchayati Raj, Government of India and the Ministry of Foreign Affairs, Govt. of Switzerland for mutual cooperation on local governance on 12<sup>th</sup> December, 2011 at New Delhi.

13.4 A delegation from UK led by the Secretary of State for Communities and Local Government, UK Mr. Eric Pickles met the Minister on 21<sup>st</sup> April, 2011 and agreed on the need to strengthen cooperation in the area of local Governance through exchange visits, study tours etc.

13.5 A delegation from Govt. of India led by officer from DEA including two officers from the Ministry of Panchayati Raj visited Indonesia from 13-20 November, 2011 to examine and understand how Indonesia addresses rising regional disparity.

13.6 A Norwegian delegation led by Hon'ble Minister of Local Government and Regional Development Ms. Liv Signe Navarsete, Ministry of Local Government and Regional Development, Royal Kingdom of Norway visited India during 10-13 January, 2012. During the visit a meeting of the Indo-Norway Joint Working Group (JWG) on Mutual Cooperation on Local Governance was held on 13<sup>th</sup> January, 2012 at New Delhi.

### 13.7 World Bank assisted Projects on Decentralization and Strengthening of Panchayats:

#### 13.7.1 Gram Swaraj Project, Karnataka

The Gram Swaraj Project is being implemented in 39 backward taluks of Karnataka. The project was formally signed on 24.7.2006 and is due to be completed by 30.9.2012. The total budget for the project is US \$ 133.33 million out of which, assistance from the World Bank is US \$ 120 million. The project had resulted in outcomes like introduction of double entry system of accounting in all GPs of the State, increase in number and participation of Gram Sabha meetings, higher revenue mobilization by Panchayats, intensive capacity building of PRIs, framing of sound procurement guidelines and auditing procedure, creation of regular posts i.e. Panchayat Development officer and Panchayat Accountants, in all the districts, significant up-gradation of infrastructure including Panchayat Bhavans and SATCOM Centres.

#### 13.7.2 Institutional Strengthening of Gram Panchayats (ISGP), West Bengal

The ISGP Project is being implemented in 1,000 GPs in 9 districts of the State. The Project is formally made effective on 3.9.2010 and the completion date is 31.12.2015. The budget for the project is US \$ 200 million. The State Government follows a performance-based grants



transfer system so that only best performing GPs that fulfill 4 Minimum Mandatory Conditions get the block grant. These conditions are (i) Approved GP Plan and budget available by 31<sup>st</sup> January (ii) Minimum 60% expenditure during the first 3 quarters of a financial year out of available discretionary funds (iii) Clean External Audit and (iv) Computerized GP Management System (GPMS) to be operational and classified as "excellent". Under this project, on-site monitoring support is being provided to GP on participatory planning, accounting etc. by 60 teams of persons such as retired officials. Case studies of best performing Panchayats have also been undertaken.

### 13.7.3 Local Self-Government Service Delivery Project, Kerala

All the GPs of the State are covered under this project. The Project is similar in design to the ISGP Project of West Bengal. Out of the total project cost of US \$ 260 million, the World Bank assistance is US \$ 200 million. The project was launched on 7.12.2011 and is expected to be completed by 31.12.2015. Under the project, Panchayat functionaries are given training in double entry system of book-keeping, accounts and procurement procedures. The Government has also prepared accounting and procurement manuals. The State Government has engaged Consultants and project personnel for smooth implementation of the project. A state-wise campaign "Gramyatra" is being rolled out and a Helpline for providing Guidance to Local Self Government

Institutions is being established by the State Government.

## 13.8 MoPR – UNDP CDLG Project

13.8.1 MoPR is implementing a UNDP funded project titled *Capacity Development for Local Governance (CDLG) Project* (2008-12) with the overall objective of contributing to the efforts to empower Panchayats for becoming effective institutions of local self-governance. The project has a total budget of US \$ 4.5 million (revised). The project is undertaken at two levels. At the national level, the project is implemented through the National Project Cell located in MoPR. At the level of States, the project is being implemented through the State-specific Panchayati Raj Departments (PRDs) and SIRDs in seven States, namely Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh that are part of the United Nation's Development Agreement Framework (UNDAF) with the Government of India (GoI).

13.8.2 The focus at the national level is to provide technical support to MoPR in implementing the *National Capability Building Framework (NCBF)* which includes 1) strengthening State-specific capacity development (CD) strategies, 2) undertaking policy, research and network support, 3) advocating and sharing of good practices, 4) undertaking interventions for community empowerment and



mobilization, and 5) project monitoring, evaluation and capacity development. Under these components, a number of activities are undertaken. Several of them have already been completed which include a) guiding documents to support PRI Capacity Building and Training (CB&T) : *PRI CB&T Outsourcing Reference Guide (2010)*; *Status Report : PRI Capacity Building and Training (CB&T) in India (2011)*; *Village Planning Manual (2011)*; and *State-specific Capacity Development and Capacity Development Strategy (CA-CDS) Reports* for the seven CDLG States. The following projects are in progress : *PRI CB&T Monitoring and Impact Evaluation (M&IE) Guide*; *Training Needs Assessment (TNA) Methodologies Guide*.

13.8.3 The following research projects are in progress : *MoPR Structure Review (2010)*, *DPR for National Institute of Local*

*Governance (2011)*, *Mid-term Evaluation of RGSY (2011)* and the *Review of the NCBF* (in progress). The steps for knowledge-sharing and networking opportunities to facilitate exchange among stakeholders and practitioners, have resulted in developing (a) *Training Repository for Panchayati Raj* ([www.pri-resources.in](http://www.pri-resources.in)), (b) a motivational film, *Swaraj in Piplantri*, a story of community led development in Piplantri GP in Rajsamand district in Rajasthan, (c) *Solution-Exchange* - an online platform for those interested in decentralization community.

13.8.4 A field-based intervention is in the Umaria district of Madhya Pradesh to assess the individual capacities of GP Sarpanches and provide necessary CB&T and handholding support.



Norwegian delegation talking to villagers in Vizianagaram district, Andhra Pradesh



13.8.5 The national project cell has organized two Inter-ministerial Standing Committee (ISC) meetings, and fifteen national / regional workshops.

13.8.6 At the level of the seven States, the focus is on 1) PRI CB&T material development, 2) undertaking PRI training needs assessment, 3) Support for implementing PRI CB&T activities, 4) supporting development of a pool of State level trainers, 5) undertaking action research, 6) organizing exposure visits.

## 13.9 GoI – UN Women Program

13.9.1 The Programme “Promoting Women's Political Leadership and Governance in India and South Asia” is subsumed under the India-Norway

Partnership on Local Governance, signed in September 2010. The Programme was inaugurated on 19 November 2010, by the Hon'ble Union Minister of Panchayati Raj and the Norwegian Minister for International Cooperation. A formal MOU between Ministry of Panchayati Raj, GOI and UN Women was signed in March 2011 at the National Steering Committee, and became a GOI-UN Women Programme. Project Cooperation Agreements have been signed with 5 states under the program and during 2011-12 approximately USD 2 million is earmarked for support to states for program implementation. The duration of the current phase of the programme is till 31 December 2012.



UN Women team from New York observing the special Gram Sabha meeting held on 16.03.2012 in Akkulapeta Gram Panchayat in Srikakulam district in Andhra Pradesh.

13.9.2 The principal strategy of the programme is to strengthen the Gram Sabha - in select districts in 5 states - to ensure that development, livelihood issues and gender issues are discussed and follow-up action is initiated and taken. The selected Districts are:-

Andhra Pradesh	: Mehbubnagar, Srikakulam, and Vizianagaram
Karnataka	: Dharwad and Mysore
Madhya Pradesh	: Jhabua and Sehore
Odisha	: Gajapati and Dhenkanal
Rajasthan	: Alwar, Dungarpur and Tonk

13.9.3 UN Women has entered into MOU with NIRD in November 2010. The NIRD is working towards enhancing capacities of state institutes of rural development for gender sensitive implementation of programmes in India. Centre for Women's Development and Gender Studies in NIRD have undertaken a Gender Capacity Assessment of SIRDs under the programme. They are working on the development of Gender Sensitive Training Module for training of trainers to be undertaken with state governments in the coming months.

13.9.4 A Project Cooperation Agreement was signed between UN Women and the Lal Bahadur Shastri National Academy of Administration for a joint training programme on mainstreaming gender

perspective and building gender awareness among civil and military administrators. LBSNAA organised a 3 day Workshop for the drafting of a Training Manual for Gender Based Violence for 3 levels of stakeholders - parliamentarians, administrators, and PRI officials.

13.9.5 In September 2011, a Stakeholder Consultation was held in Visakhapatnam, Andhra Pradesh. The Hon'ble Minister for Panchayati Raj, Government of India, Shri V. Kishore Chandra Deo attended the opening session and commended the efforts of the programme. Senior state government officials of Panchayati Raj, district collectors, and SIRD officials of the programme states participated in the two-day Workshop. It was agreed at the Workshop that capacity building would be focused at the Gram Sabha level. 100 Gram Sabha will be held in each district over a one year period. Issues to be discussed in Gram Sabhas will include awareness generation, socio-economic upliftment of women, women and child development, agriculture, fishery, horticulture, drinking water, education, and others. Panchayats will engage volunteers to facilitate special meetings.

13.9.6 The programme will be evaluated in 2012. At present the Performance Management Framework and Evaluation Framework are being developed.



## Strengthening State Election Commissions and related matters

The State Election Commissions constituted under Part IX and Part IXA of the Constitution of India have functions, responsibilities and authority to conduct elections to Panchayats and Municipalities at par with the Election Commission of India constituted under Part XV of the Constitution of India. However, the institution of State Election Commission has not been strengthened to the extent of the Election Commission of India. This strengthening is central to conducting free, fair and regular elections to the Local Self Governments.

### 14.2. Constitution of the Task Force

A Task Force was constituted in the Ministry of Panchayati Raj by Order No. M-11011/51/2010-P&C (AR) Vol. II dated 18.3.2011 to suggest the measures for strengthening the institution of the State Election Commission.

### 14.3 Members of the Task Force

- (1) Dr. Hrusikesh Panda,  
Additional Secretary,  
MoPR : Chairman

- (2) Joint Secretary,  
Ministry of Law  
(Legislative Deptt.) : Member
- (3) Joint Secretary,  
Ministry of Urban  
Development : Member
- (4) Principal Secretaries  
(PR&RD Deptt.) : Members  
Govt. of Tamil Nadu, Maharashtra,  
West Bengal and Uttar Pradesh
- (5) Mrs. Rashmi Shukla Sharma,  
Joint Secretary,  
MoPR : Member  
Secretary

### 14.4 The Terms of Reference of the Task Force were:

- (i) To examine variations in the working of the SECs in different States / UTs, identify good practices and also areas of concern.
- (ii) To suggest measures for giving reasonable autonomy to SECs in discharging their responsibilities.

- (iii) To examine the need for amendments to the Constitution and Law including the Model Panchayat Election Bill and the Model State Election Commissioner (Conditions of Service) Bill.

14.5 During the meetings of the Task Force with some State Election Commissioners (SECs), a view was taken that the Task Force should base its Report on the objective of how to conduct more free and fair elections. The autonomy and structure of State Election Commission will be a part of this larger objective. Instead of limiting the scope of this report to any specific law, a holistic view of good practices across states and institutions should be taken by the Task Force. The Task Force submitted its Report on 14<sup>th</sup> October 2011.

14.6 The Report was sent to the Standing Committee of the State Election Commissioners who gave their views on 9.12.2011. The summary of recommendations given by the Standing Committee as accepted by MoPR is at **Annex - XV**. The Report alongwith the comments of the Standing Committee have been examined by the State Election Commissioners Conference at Kolkata on 7-8 January 2012 and they have accepted the Report with the comments of the Standing Committee of SECs.

14.7 This Report was further reviewed in a meeting taken by the Hon'ble Union Minister of Panchayati Raj & Tribal Affairs on 27.2.2012 in New Delhi with Hon'ble Minister in-charge of the Department of the State Governments looking after the



Election to Village Council in Mizoram conducted by SEC





Hon'ble Union Minister of Panchayati Raj & Tribal Affairs at the Meeting held on 27.2.2012 in New Delhi with Hon'ble Minister in-charge of the Department of the State Governments looking after the State Election Commission, State Secretaries and the State Election Commissioners.

State Election Commission, State Secretaries and the State Election Commissioners. Most

of the State Government representatives were positive about implementing most of



Participants at the meeting taken by the Hon'ble Union Minister of Panchayati Raj & Tribal Affairs on 27.02.2012



the recommendations of the Report. On the face of it, this may not seem much, but as the Report shows, given the variance of free and fair elections, this will be a great step forward in electoral reforms.

14.8 It is heartening to see that a State like Mizoram which was not required to have State Election Commission to conduct elections for the Village Councils and District Councils which are outside Part IX of the Constitution has now constituted a State Election Commission and has vested these

powers with it. This has happened with the initiative of an Inter-Ministerial Team (IMT) consisting of representatives of the Ministries of Home Affairs, Tribal Affairs and Development of North Eastern Region. This is particularly encouraging because there is a faith value in these actions.

14.9 MoPR is carrying on its advocacy with the States through consultation for implementation of the recommendations of the Task Force.

## Monitoring and Evaluation

15.1 The Ministry of Panchayati Raj places special emphasis on Monitoring and Evaluation of its policies and programmes being implemented all over the country. The important instruments of the monitoring and evaluation mechanism in the Ministry of Panchayati Raj are as given below.

### Periodical Progress Reports/Returns

15.2 The programmes of the Ministry are regularly monitored through progress reports received from the States/UTs depicting the financial and physical progress of the programmes.

### Utilisation Certificates/Audit Reports

15.3 The procedure adopted for release of funds to the States/UTs under various programmes stipulates that the State/UT Governments should furnish Utilisation Certificates to the effect that the funds have been utilised for the purpose for which the funds were sanctioned and no diversion has been made. The auditing of accounts and reports thereon are a precondition for the release of the second and subsequent instalments.

### Visits by Officers

15.4 At the Central Government level, MoPR has allotted States/UTs to the Officers of the Ministry, with the objective to monitor the progress of the programmes of the Ministry with special reference to devolution of powers to PRIs. Officers visit their assigned States/UTs at regular intervals. The important observations from such visits are shared with the State Government concerned, advising them to take corrective measures, wherever shortcomings are noticed. The officers, during their visits to allocated States and UTs, also look into the complaints received by the Ministry regarding implementation of programmes.

### Review Meetings with the State Secretaries

15.5 Two meetings of the State Secretaries of Panchayati Raj were held during the month of September 2011 and January 2012 in New Delhi during the year 2011-12. This is in addition to the meeting with SECs and State Governments held on February 27, 2012.

### Progress of Scheme-wise Expenditure

15.6 Statement of Budget Estimates/  
Revised Estimates/Actuals since 2009-10 for

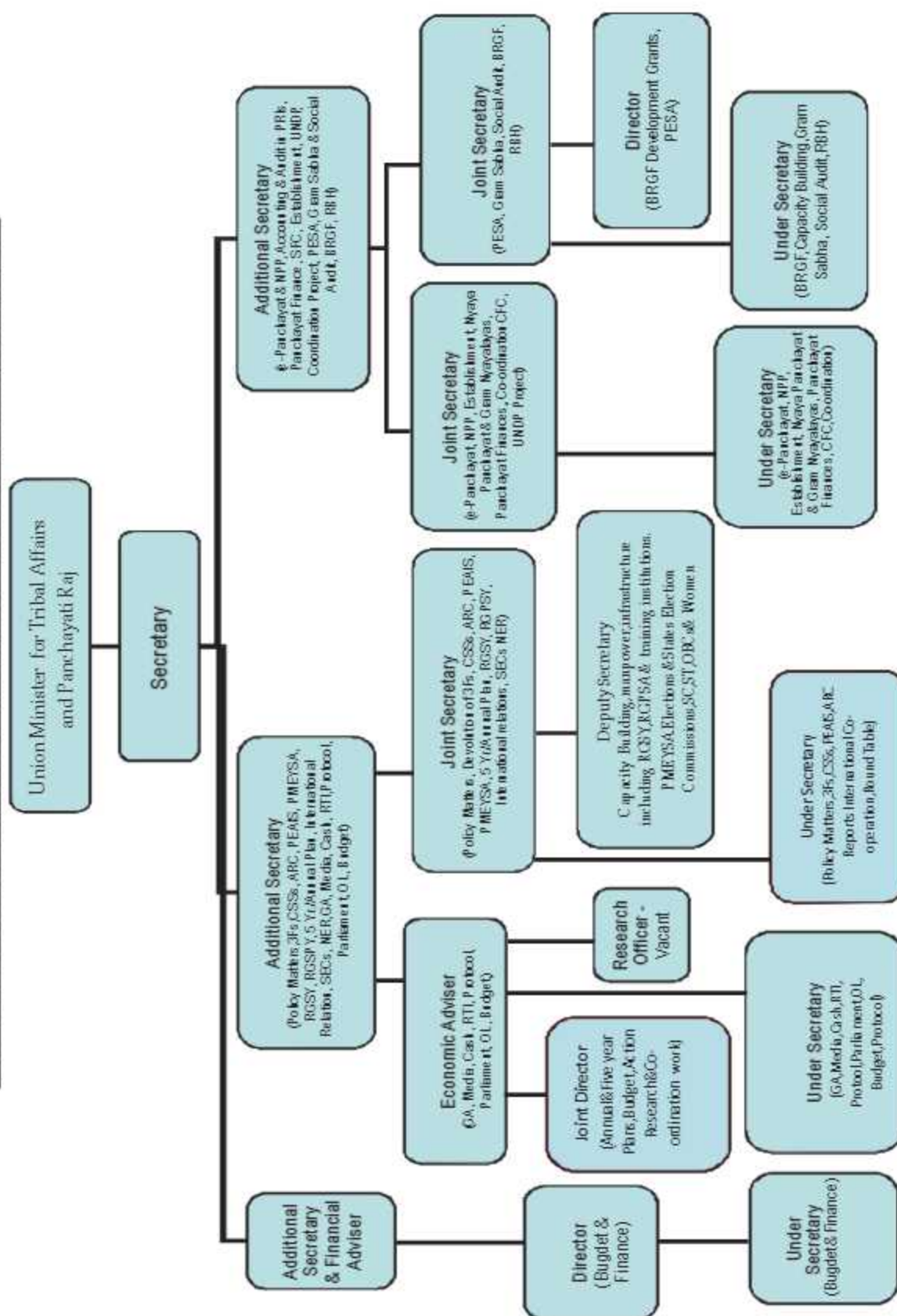
the Schemes of the Ministry of Panchayati  
Raj as on 29.02.2012 is given in  
**Annex-XVI.**



# ANNEXES



# ORGANIZATION CHART OF THE MINISTRY OF PANCHAYATI RAJ





## Sanctioned Strength of the Ministry of Panchayati Raj

S.No.	Post	Sanctioned Strength	In Position
1.	Secretary	1	1
2.	Additional Secretary	2	2
3.	Joint Secretary	3	3
4.	Economic Advisor	1	1
5.	Director /Deputy Secretary	4	4
6.	Joint Director	1	1
7.	Deputy Director (OL)	1	1
8.	Under Secretary	5	5
9.	Sr. Principal Private Secretary	1	1
10.	Principal Private Secretary	4	4
11.	Research Officer	1	-
12.	Section Officer	6	5
13.	Assistant Director (OL)	1	1
14.	Account Officer	1	1
15.	Private Secretary	6	6
16.	Research Assistant	1	-
17.	Accountant	1	1
18.	Assistant	12	11
19.	Steno Gr. 'C'	5	5
20.	Sr. Hindi Translator	1	1
21.	Jr. Hindi Translator	1	1
22.	Upper Division Clerk	1	1
23.	Record Assistant	1	1
24.	Caretaker	1	-
25.	Steno Gr. 'D'	2	2
26.	Staff Car Driver	5	3
27.	Lower Division Clerk	4	1
28.	Dispatch Rider	1	-
29.	Multi Tasking Staff	13	7
<b>Total</b>		<b>87</b>	<b>69</b>

## Annex-II

**RASHTRIYA GRAM SWARAJ YOJANA**  
**(POSITION OF RELEASES AND STATUS OF UTILISATION AS ON 29TH FEBRUARY, 2012)**  
**(TRAINING & CAPACITY BUILDING COMPONENT)**

Table 1: Grants Released to State Governments/UTs

(₹ in lakh)

Sl. No.	State	Component	2008-09		2009-10		2010-11		2011-12	
			Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	Andhra Pradesh	Training	400	400	622	622	623	361	0	
2	Assam	Training	326.32	326.32	0	0	100	0	442	
		RC	237	237	237	237	0	0	0	
3	Arunachal Pradesh	Training	0	0	0	0	69	0	0	
		SATCOM	0	0	0	0	222	0	0	
		R.C.	600	600	0	0	600	0	0	
4	Bihar	Training	0	0	328	0	0	0	0	
5	Chhattisgarh	Training	0	0	192	192	325	56	150	
6	Gujarat	Training	0	0	0	0	100	0	150	
7	Haryana	Training	95	95	0	0	0	0	0	
8	Himachal Pradesh	Training	106	106	106.76	106.76	0	0	234	
		PRTI-Centre	190	190	0	0	243	0	0	
		R.C.	382	382	382.5	382.5	0	0	0	
9	Jammu & Kashmir	Training	0	0	0	0	0	0	443	
10	Jharkhand	Training	0	0	15.92	12.74	0	0	0	
11	Karnataka	Training	0	0	239	239	127	127	366	
12	Kerala	Training	58.71	58.71	58.71	58.71	360	211	360	
13	M.P.	Training	1131	1131	0	0	1784	711	0	
14	Maharashtra	Training	355	355	339	296	208	0	239	
15	Manipur	Training	40.35	40.35	210	209	0	0	0	
16	Odisha	Training	0	0	0	0	314	201	0	
17	Punjab	Training	0	0	0	0	357.39	297	220	
18	Rajasthan	Training	0	0	0	0	217	217	130	
19	Tamil Nadu	Training	0	0	236	236	0	0	195	
20	Tripura	Training	0	0	82	40.32	0	0	207	
		Trg.Ins.	395	395	0	0	270	0	0	
21	Uttarakhand	Training	0	0	207	200	0	0	207	
22	Uttar Pradesh	Training	0	0	94	94	100	0	0	
23	West Bengal	Training	159	159	189.98	189.98	0	0	94	
24	A&N Islands	Training	0	0	0	0	0	0	15	
	<b>TOTAL</b>		<b>4475.38</b>	<b>4475.4</b>	<b>3539.87</b>	<b>3116.01</b>	<b>6020</b>	<b>2181</b>	<b>3452</b>	<b>0</b>

RC - Resource Centre

SATCOM - Satellite communication facility

## RASHTRIYA GRAM SWARAJ YOJANA

Table 2 : Grants released to Non-Governmental Organisations (NGOs)

Sl. No.	NGO	Component	2008-09		2009-10		2010-11		2011-12	
			Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	GVT, MP	Training	33.84	33.84	0	0	0	0	0	0
2	GVT, RAJ.		64.71	64.71	0	0	0	0	0	0
3	CGRD&RA	Training	12.34	12.34	0	0	0	0	0	0
4	KVK, Manipur	Training	33.32	33.32	0	0	0	0	0	0
5	CRD, Odisha	Training	212.61	212.61	377.32	377.32	0	0	0	0
6	NIRD, Hyd.	Training	0	0	11.08	6.00	0	0	0	0
	<b>Total</b>	<b>-</b>	<b>356.82</b>	<b>356.82</b>	<b>388.40</b>	<b>383.32</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

GVT, MP - Gramin Vikas Trust, Madhya Pradesh

GVT, RAJ - Gramin Vikas Trust, Rajasthan

CGRD&amp;RA, Ujjain, MP-M/s Centre for Grassroot Development, Research and Action, Madhya Pradesh

KVK, Manipur - Krishi Vigyan Kendra, Senapati District, Manipur.

CRD, Odisha - Centre for Rural Development, Kharvel Nagar, Odisha

NIRD, Hyd - National Institute of Rural Development, Rajendra nagar, Hyderabad.

## ( INFRASTRUCTURE DEVELOPMENT COMPONENT)

Sl. No.	State	Component	2008-09		2009-10		2010-11		2011-12	
			Grant Released	Status of Exp.	Grant Released	Status of Exp.	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	Chhattisgarh	Panchayat Ghar	No allocation was available for this component		0	0	600	600	600	
2	Karnataka	Panchayat Ghar			100	100	650	275		
3	Manipur	Panchayat Ghar			94.19	94.19	-	-		
4	Punjab	Panchayat Ghar			-	-	-	-	775	
5	Rajasthan	Panchayat Ghar			300	300	-	-		
6	Uttar Pradesh	Panchayat Ghar			-	-	-	-	608	
	<b>Total</b>	<b>-</b>			<b>494.19</b>	<b>494.19</b>	<b>1250</b>	<b>875</b>	<b>1983</b>	<b>0</b>



## Annex- III

## Backward Regions Grant Fund- List of Districts

## Andhra Pradesh

1	Adilabad	2	Anantpur	3	Chittoor	4	Cuddappah
5	Karimnagar	6	Khammam	7	Mahbubnagar	8	Medak
9	Nalgonda	10	Nizamabad	11	Rangareddy	12	Vizianagaram
13	Warangal						

## Arunachal Pradesh

1	Upper Subansiri
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## Assam

1	Barpeta	2	Bongaigaon	3	Cachar	4	Dhemaji
5	Goalpara	6	Hailakandi	7	Karbi Anglong	8	Kokrajhar
9	Marigaon	10	North Lakhimpur (Laksha)	11	North Cachar Hills		

## Bihar

1	Araria	2	Aurangabad	3	Banka	4	Begusarai
5	Bhagalpur	6	Bhojpur	7	Buxar	8	Darbhanga
9	Gaya	10	Gopalganj	11	Jamui	12	Jehanabad
13	Kaimur/Bhabua	14	Katihar	15	Kishanganj	16	Khagaria
17	Lakhisarai	18	Madhepura	19	Madhubani	20	Munger
21	Muzaffarpur	22	Nalanda	23	Nawadah	24	Patna
25	West Champaran	26	East Champaran	27	Purnia	28	Rohtas
29	Saharsa	30	Samastipur	31	Saran	32	Sheikhpura
33	Sheohar	34	Sitamarhi	35	Supaul	36	Vaishali

## Chhattisgarh

1	Bastar	2	Bilaspur	3	Dantewada	4	Dhamtari
5	Jashpur	6	Kanker	7	Kawardha	8	Korba
9	Koriya	10	Mahasamund	11	Raigarh	12	Rajnandgaon
13	Sarguja						

## Gujarat

1	Banaskantha	2	Dangs	3	Dahod	4	Narmada
5	Panch Mahals	6	Sabarkantha				

## Haryana

1	Mohindergarh	2	Sirsa
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## Himachal Pradesh

1	Chamba	2	Sirmaur
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## Jammu &amp; Kashmir

1	Doda	2	Kupwara	3	Poonch
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**Jharkhand**

1	Bokaro	2	Chatra	3	Deoghar	4	Dhanbad
5	Dumka	6	Garhwa	7	Giridih	8	Godda
9	Gumla	10	Hazaribagh	11	Jamtara	12	Kodarma
13	Latehar	14	Lohardagga	15	Pachhim Singhbhum	16	Pakaur
17	Palamu	18	Ranchi	19	Sahibganj	20	Saraikela
21	Simdega						

**Karnataka**

1	Bidar	2	Chitradurga	3	Davangere	4	Gulbarga
5	Raichur						

**Kerala**

1	Palakkad	2	Wynad
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**Madhya Pradesh**

1	Balaghat	2	Barwani	3	Betul	4	Chhatarpur
5	Damoh	6	Dhar	7	Dindori	8	Guna
9	Jhabua	10	Katni	11	Khandwa	12	Mandla
13	Panna	14	Rajgarh	15	Rewa	16	Satna
17	Seoni	18	Shahdol	19	Sheopur	20	Shivpuri
21	Siddhi	22	Tikamgarh	23	Umaria	24	West Nimar

**Maharashtra**

1	Ahmednagar	2	Amravati	3	Aurangabad	4	Bhandara
5	Chandrapur	6	Dhule	7	Gadchiroli	8	Gondia
9	Hingoli	10	Nanded	11	Nandurbar	12	Yavatmal

**Manipur**

1	Chandel	2	Churachandpur	3	Tamenglong
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**Meghalaya**

1	Ri Bhoi	2	South Garo Hills	3	West Garo Hills
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**Mizoram**

1	Lawngtlai	2	Saiha
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**Nagaland**

1	Mon	2	Tuensang	3	Workha
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**Odisha**

1	Bolangir	2	Boudh	3	Debagarh	4	Dhenkanal
5	Gajapati	6	Ganjam	7	Jharsuguda	8	Kalahandi
9	Keonjhar	10	Koraput	11	Malkangiri	12	Mayurbhanj
13	Nabarangpur	14	Nuapada	15	Phulbani	16	Rayagada
17	Sambalpur	18	Sonapur	19	Sundargarh		

**Punjab**

1	Hoshiarpur
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**Rajasthan**

1	Banswara	2	Barmer	3	Chittaurgarh	4	Dungarpur
5	Jaisalmer	6	Jalor	7	Jhalawar	8	Karoli
9	Sawai Madhopur	10	Sirohi	11	Tonk	12	Udaipur

**Sikkim**

1	Sikkim North
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**Tamil Nadu**

1	Cuddalore	2	Dindigul	3	Nagapattinam	4	Sivagangai
5	Tiruvannamalai	6	Villupuram				

**Tripura**

1	Dhalai
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**Uttar Pradesh**

1	Ambedkar Nagar	2	Azamgarh	3	Bahraich	4	Balrampur
5	Banda	6	Barabanki	7	Basti	8	Budaun
9	Chandauli	10	Chitrakoot	11	Etah	12	Farrukhabad
13	Fatehpur	14	Gonda	15	Gorakhpur	16	Hamirpur
17	Hardoi	18	Jalaun	19	Jaunpur	20	Kaushambi
21	Kushinagar	22	Lakhimpur Kheri	23	Lalitpur	24	Maharajganj
25	Mahoba	26	Mirzapur	27	Pratapgarh	28	Raebareli
29	Sant Kabir Nagar	30	Shravasti	31	Siddharthanagar	32	Sitapur
33	Sonebhadra	34	Unnao				

**Uttarakhand**

1	Chamoli	2	Champawat	3	Tehri Garhwal
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**West Bengal**

1	Bankura	2	Birbhum	3	Dakshin Dinajpur	4	Jalpaiguri
5	Malda	6	Midnapur East	7	Midnapur West	8	Murshidabad
9	Purulia	10	South 24 Parganas	11	Uttar Dinajpur		



## Newly carved out BRGF Districts

State	Originally notified BRGF District(s)	Carved out BRGF Districts
Bihar	1. Jehanabad	1. Jehanabad 2. Arwal
	2. Kaimur	1. Kaimur 2. Bhabua
J&K	Doda	1. Doda 2. Ramban 3. Kishtwar
Jharkhand	Ranchi	1. Ranchi 2. Khunti
Madhya Pradesh	1. Guna	1. Guna 2. Ashoknagar
	2. Khandwa	1. Khandwa 2. Burhanpur
	3. Shahdol	1. Shahdol 2. Anuppur
Nagaland	Tuensang	1. Tuensang 2. Longleng 3. Kiphrie
Rajasthan	1. Banswara 2. Chittorgarh 3. Udaipur	1. Banswara 2. Chittorgarh 3. Udaipur 4. Pratapgarh
<b>Total</b>	<b>11</b>	<b>22</b>

Note 1:- The carved out districts are sharing the allocation of original district.

Note 2 :- The allocation of Sikkim (North district) is being shared with the other 3 districts in the State viz. Sikkim South, East Sikkim and West Sikkim as per request of the State Government.

## Annex-V

BRGF : Funds Released (as on 29.02.2012)				
S. No.	State	Funds Released		Total
		Development Grant	Capacity Building	
1.	Andhra Pradesh	335.37	6.07	341.44
2.	Arunachal Pradesh	10.70	0.00	10.70
3.	Assam	49.63	2.90	52.53
4.	Bihar	395.84	0.00	395.84
5.	Chhattisgarh	182.15	1.77	183.92
6.	Gujarat	88.26	0.00	88.26
7.	Haryana	17.63	1.04	18.67
8.	Himachal Pradesh	11.80	0.47	12.27
9.	Jammu & Kashmir	22.19	0.00	22.19
10.	Jharkhand	79.66	0.00	79.66
11.	Karnataka	82.14	2.69	84.83
12.	Kerala	17.11	0.00	17.11
13.	Madhya Pradesh	204.48	12.41	216.89
14.	Maharashtra	173.53	5.06	178.59
15.	Manipur	18.76	0.67	19.43
16.	Meghalaya	22.55	0.00	22.55
17.	Mizoram	23.58	0.00	23.58
18.	Nagaland	38.48	2.70	41.18
19.	Odisha	292.67	0.19	292.86
20.	Punjab	14.50	0.44	14.94
21.	Rajasthan	245.79	8.70	254.49
22.	Sikkim	3.73	0.63	4.36
23.	Tamil Nadu	74.97	1.92	76.89
24.	Tripura	8.46	0.45	8.91
25.	Uttar Pradesh	458.22	0.00	458.22
26.	Uttarakhand	27.55	0.00	27.55
27.	West Bengal	138.38	4.82	143.20
	TOTAL	3038.13	52.93	3091.06

**State Wise List Of Nodal Agencies Implementing  
The BRGF Capacity Building Programme**

Sl. No.	State	Nodal Agency
1	Andhra Pradesh	A Madhava Reddy Andhra Pradesh Academy of Rural Development, Hyderabad (SIRD)
2	Arunachal Pradesh	State Institute of Rural Development, Itanagar
3	Assam	State Institute of Rural Development, Guwahati
4	Bihar	Bihar Institute of Public Administration, Patna (SIRD)
5	Chhattisgarh	Thakur Pyarelal Institute of Panchayat & Rural Development, Nimora (SIRD)
6	Gujarat	State Institute of Rural Development, Ahmadabad
7	Haryana	Haryana Institute of Rural Development, Nilokheri (SIRD)
8	Himachal Pradesh	Panchayati Raj Training Institute, Mashobra, Shimla
9	Jammu & Kashmir	J&K Institute of Management, Public Administration & Rural Development, Srinagar (SIRD)
10	Jharkhand	Department of Panchayati Raj (NREP Division)
11	Karnataka	Abdul Nazir Sab Institute of Rural Development, Mysore (SIRD)
12	Kerala	Kerala Institute of Local Administration, Thrissur
13	Madhya Pradesh	State Institute of Rural Development, Jabalpur
14	Maharashtra	Yeshwant Rao Chavan Academy of Development Administration (YASHADA), Pune
15	Manipur	State Institute of Rural Development, Porampet, Imphal
16	Meghalaya	State Institute of Rural Development , P.O. Umam Barapani, Nongser
17	Mizoram	State Institute of Rural Development, Kolasib
18	Nagaland Odisha	Directorate of State Institute of Rural Development, Thizama Road, Kohima
19		State Institute of Rural Development, Gopabandhunagar
20	Punjab	State Institute of Rural Development, Nabha
21	Rajasthan	Indira Gandhi Panchayati Raj Sansthan & Gramin Vikas Sansthan, Jaipur (SIRD)
22	Sikkim	State Institute of Rural Development, Jorethang
23	Tamil Nadu	State Institute of Rural Development Kancheepuram, District, Maraimalaiagar
24	Tripura	Panchayati Raj Training Institute, Agartala
25	Uttar Pradesh	Project Management Unit, BRGF, Lucknow
26	Uttarakhand	Uttarakhand Institute of Rural Development, Rudrapur, Udhamsingh Nagar (SIRD)
27	West Bengal	Society for Training and Research in Panchayats & Rural Development (STARPARD), Kolkata



## Annex VII

**12 Core Common Applications that address all aspects of Panchayats' functioning**

S.N	Application	Description
1	Panchayat Directory	Captures all details of local governments and assigns unique code
2	Area Profiler	Captures geographic, demographic, infrastructural, socio-economic and natural resources profile of a village/panchayat. Universal database for planning of all sectoral programmes.
3	PlanPlus	Helps Panchayats, ULBs and line departments in preparing Perspective, Annual and Action Plans
4	PRIASoft	Captures receipt & expenditure including voucher entries and generates cash book, reports, registers.
5	ActionSoft	Facilitates monitoring of physical & financial outcomes/outputs under various programmes
6	Asset Directory	Captures details of assets created/maintained; helps avoid duplication of works and provide for O&M
7	ServicePlus	A dynamic metadata-based service delivery portal to help in providing electronic delivery of all services in all States
8	Social Audit	Captures details of statutory meetings held at ZP/BP/GP levels and prepares reports for social audit
9	Training	Portal to address training needs of stakeholders including citizens, their feedback, training material etc.
10	Grievance Redressal	Facility for citizens to easily lodge grievances and efficient redressal system with facility for escalation and monitoring by higher authorities
11	Panchayat Portals	Web site for each Panchayat to share information in public domain
12	GIS	A spatial layer to view all data generated by all applications on a GIS map

States	Status of compliance of State Panchayati Raj Acts and Subject laws with PESA																			
	State Panchayati Raj Act whether compliant with (Section 4 of PESA)										Compliance of Important Subject Laws with PESA									
	paragraphs																			
	d	e	f	h	i	j	k	l	m						Land Acquisition	Excise	Forest Produce	Mines & Minerals	Ag. Produce & Market	Money Lenders
									i	ii	iii	iv	v	vi						
Andhra Pradesh	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	N	N	N	N
Chhattisgarh	Y	Y	Y	Y	N	Y	N	N	N	N	N	Y	N	Y	Y	Y	N	Y	N	N
Gujarat	Y	Y	Y	Y	Y	Y	N	N	N	Y	N	Y	Y	N	N	NA	N	N	N	N
Himachal Pradesh	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	N	Y	N	N
Jharkhand	Y	Y	Y	Y	N	Y	N	N	N	Y	N	Y	N	Y	N	N	N	N	N	N
Orissa	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y
Maharashtra	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	N	N	N	N	N
Madhya Pradesh	Y	Y	Y	Y	N	Y	N	N	N	N	N	Y	N	Y	Y	Y	N	Y	Y	Y
Rajasthan	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	NA	Y	N	Y

**Shortlisted Organizations proposed to carry out  
Action Research and Research Studies projects for MoPR**

<b>S. No.</b>	<b>Name of the Research / Academic Institutes.</b>
1	Administrative Staff College of India, Hyderabad.
2	Agharkar Research Institute, Pune
3	Asian Development Research Institute (ADRI), Patna.
4	BASIX, Hyderabad.
5	Centre for Development Studies, Trivandrum.
6	Centre for Economic and Social Studies, Hyderabad.
7	Centre for Research in Rural & Industrial Development (CRRID), Chandigarh
8	Gokhale Institute of Politics & Economics, Pune.
9	Harish Chandra Research Institute, Allahabad
10	IIT, Kharagpur
11	Institute of Applied Manpower Research (IAMR), Narela, New Delhi.
12	Indian Council of Social Science Research (ICSSR), New Delhi.
13	Institute for Development Studies, Jaipur.
14	Institute of Economic Growth, Delhi
15	Indira Gandhi Institute of Development Research, Mumbai
16	Indian Institute of Management, Ahmedabad
17	Indian Institute of Management, Bangalore
18	Indian Institute of Management, Kolkata
19	Indian Institute of Management, Lucknow
20	Indian Institute of Public Administration (IIPA), New Delhi.
21	Institute of Public Auditors of India, New Delhi ( <i>for accounts &amp; finance subjects</i> ).
22	Institute of Rural Management Anand (IRMA), Anand.
23	Indian Law Institute, New Delhi
24	Institute for Social and Economic Change, Bangalore.
25	Indian Statistical Institute (ISI), Kolkata.
26	Jawaharlal Nehru University, Delhi.
27	Kerala Institute of Local Administration, Thrissur, Kerala
28	L.B.S. National Academy of Administration, Mussoorie.
29	Madras Institute of Development Studies, Chennai.
30	M. S. Swaminathan Research Foundation, Chennai.
31	National Council of Applied Economic Research (NCAER), New Delhi.
32	North Eastern Hill University (NEHU), Shillong.
33	National Law School of Indian University (NLSIU), Bangalore.
34	National Institute of Public Finance and Policy (NIPFP), New Delhi.
35	National Institute of Rural Development (NIRD), Hyderabad.
36	National Institute of Rural Development (North Eastern Centre), Guwahati.
37	Rajiv Gandhi Institute for Contemporary Studies, New Delhi.
38	Sardar Patel Institute of Economic and Social Research, Ahmedabad.
39	Skoch Consultancy Services Pvt. Ltd., Gurgaon.
40	St. John's College, Dr. B. R. Ambedkar University, Agra.
41	The Energy and Resources Institute (TERI), New Delhi
42	Tata Institute of Social Sciences (TISS), Mumbai
43	Xavier Institute of Social Service, Ranchi.



## List of Shortlisted SIRDs

Sl. No.	Name of the SIRDs
1	State Institute of Rural Development, Arunachal Pradesh
2	State Institute of Rural Development, Assam
3	Institute of R D & Local Administration, Panaji, Goa
4	State Institute of Rural Development, Gujarat.
5	Haryana Institute of Rural Development, Nilokheri, Haryana
6	H.P Institute of Public Administration, Shimla, Himachal Pradesh
7	A.P Academy of Rural Development, Rajendranagar, Hyderabad - 500 030.
8	Indira Gandhi Panchayati Raj & Gramin Vikas Sansthan, Jaipur
9	Bihar Institute of Rural Development, Jharkhand.
10	ANS - State Institute of Rural Development, Mysore, Karnataka
11	State Institute of Rural Development, Kerala
12	MG State Institute of Rural Development, Madhya Pradesh
13	Yeshwant Rao Chavan Academy of Development Administration [YASHADA], Maharashtra
14	State Institute Of Rural Development, Imphal, Manipur
15	State Institute of Rural Development, Meghalaya
16	State Institute of Rural Development, Mizoram
17	State Institute of Rural Development, Nagaland
18	State Institute of Rural Development, Odisha
19	Bihar Institute of Public Administration & Rural Development Patna.
20	PJN - State Institute of Rural Development, Nabha, Punjab
21	State Institute of Rural Development, Raipur
22	State Institute of Rural Development, South Sikkim
23	State Institute of Rural Development, Tamil Nadu
24	State Institute of Public Administration and Rural Development (SIPARD), West Tripura,
25	Uttarakhand Institute of Rural Development, Uttarakhand.
26	DDU - State Institute of Rural Development, Uttar Pradesh
27	State Institute of Panchayats & Rural Development , West Bengal

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### *Indicators for Devolution Index Survey 2010-11*

#### **Framework**

- State Election Commission
- Holding regular Panchayats elections
  - Gap and dissolution
- State Finance Commission
  - Qualification of members prescribed in the Act
  - Constitution at regular interval
  - Acceptance of recommendations
  - Timeliness of actions thereon
- District Planning Committees and their working
  - Regular Meeting
  - Regular submission of plans
  - Consolidation of plans and its integration with State plan

#### **Functions**

- Functions Assigned to Panchayats
  - Legislative devolution
  - Activity mapping
  - Executive orders issued
  - The role of Panchayats in planning, implementation, spending funds and monitoring.
- Role of Panchayats in Important Central and State Schemes
- Role of Gram Sabha
  - Number of meetings held and whether minutes are maintained; Role of Gram Sabha in approval of plans, budget, UCs and beneficiary lists
- Transparency in Panchayats
  - Mechanism to deal with RTI and corruption
  - Whether there is an Ombudsman

#### **Finances**

- Empowerment of Panchayats to impose and collect revenue
  - Taxes, fees, duties, cess etc. collected by Panchayats
  - Share of own revenue of Panchayat in State own revenue
- Fund availability with Panchayats
- Panchayat Nidhi/Fund: (Receipt & Expenditure)
- Timely release of Twelfth Finance Commission grants to the Panchayats
- Set of criteria, weight to allocate fund to the Panchayats
- System of fiscal management, monitoring and evaluation

#### **Functionaries**

- Accountability of functionaries to Panchayats
- Panchayats' own officials
- Panchayats super session
- Role of Panchayats in parallel bodies/institutions
- Capacity building of functionaries
- Infrastructure for efficient & effective management of Panchayats

**Table 1.2: Comparative Ranking of States under PEAIS from 2005-06 to 2010-11 during the past six years.**

Sl. No.	States	Rank 2010-11		Rank 2009-10	Rank 2008-09	Rank 2007-08	Rank 2006-07	Rank 2005-06
		Cumulative	Incremental					
1.	Madhya Pradesh	4	7	6	1	6	6	-
2.	West Bengal	7	10	4	2	3	3	3
3.	Tamil Nadu	6	9	3	3	1	4	-
4.	Kerala	1	-	1	4	2	1	1
5.	Karnataka	2	4	2	5	4	2	1
6.	Sikkim	8	6	9	6	10	5	4
7.	Himachal Pradesh	12	8	10	7	7	10	-
8.	Haryana	11	2	11	8	13	-	7
9.	Chhattisgarh	9	5	18	9	-	-	4
10.	Assam	-	-	21	10	-	9	-
11.	Andhra Pradesh	-	-	8	11	8	-	-
12.	Uttar Pradesh	16	9	13	12	-	-	8
13.	Maharashtra	3	1	5	13	-	-	-
14.	Arunachal Pradesh	20	-	22	14	-	-	-
15.	Rajasthan	5	3	16	15	5	8	-
16.	Goa	18	-	17	16	12	-	-
17.	Tripura	-	-	-	17	-	-	-
18.	Odisha	13	-	12	18	9	7	6
19.	Bihar	15	-	14	19	-	-	-
20.	Punjab	21	10	19	20	-	-	-
21.	Manipur	-	-	-	21	11	-	-
22.	Gujarat	10	9	7	-	-	-	-
23.	Lakshadweep	-	-	15	-	-	-	-
24.	Uttarakhand	14	-	20	-	-	-	-
25.	Chandigarh	24	-	23	-	-	-	-
26.	Puducherry	-	-	-	-	-	-	-
27.	Jharkhand	23	-	-	-	-	-	-
28.	Andaman & Nicobar Islands	19						
29.	Daman & Diu	22						



### Allocation and releases under 13<sup>th</sup> Finance Commission Grants for PRIs for 2010-11

(₹ in crores)

Sl. No.	State	Allocation based on the Divisible Pool (2010-11)			Amount released against the allocation for 2010-11 (upto 24.1.2012)				
		Basic Grant			First Installment		Second Installment		Total
		General Areas	Special Areas	Total	General Area Basic Grant	Special Area Basic Grant	General Area Basic Grant	Special Area Basic Grant	
1	Andhra Pradesh	480.74	5.90	486.64	243.31	2.95	237.43	2.95	486.64
2	Arunachal Pradesh	25.20	0.00	25.2	12.75	0.00	12.45	0.00	25.2
3	Assam	145.11	7.30	152.41	73.44	3.65	71.67	3.65	152.41
4	Bihar	455.70	0.00	455.7	230.63	0.00	225.06	0.00	455.69
5	Chhattisgarh	153.67	21.10	174.77	77.77	10.55	75.90	10.55	174.77
6	Goa	8.32	0.00	8.32	4.21	0.00	4.11	0.00	8.32
7	Gujarat	214.61	14.40	229.01	108.62	7.20	108.62	7.20	231.64
8	Haryana	99.94	0.00	99.94	50.58	0.00	50.58	0.00	101.16
9	Himachal Pradesh	51.20	0.30	51.5	25.91	0.15	25.29	0.15	51.5
10	J & K	84.48	0.00	84.48	0.00	0.00	0.00	0.00	0
11	Jharkhand	139.48	35.00	174.48	69.74	17.50	69.74	0.00	156.98
12	Karnataka	414.33	0.00	414.33	209.69	0.00	209.69	0.00	419.38
13	Kerala	179.35	0.00	179.35	90.77	0.00	88.58	0.00	179.35
14	Madhya Pradesh	378.43	26.50	404.93	191.52	13.25	186.90	13.25	404.92
15	Maharashtra	505.78	7.90	513.68	255.98	3.95	249.80	3.95	513.68
16	Manipur	20.13	1.80	21.93	10.19	0.90	9.94	0.90	21.93
17	Meghalaya	28.77	4.60	33.37	14.56	2.30	14.21	2.30	33.37
18	Mizoram	18.54	1.80	20.34	9.39	0.90	9.16	0.90	20.35
19	Nagaland	28.05	4.00	32.05	14.20	2.00	0.00	0.00	16.2
20	Odisha	238.31	21.60	259.91	120.61	10.80	117.70	10.80	259.91
21	Punjab	103.50	0.00	103.5	52.38	0.00	51.12	0.00	103.5
22	Rajasthan	362.26	3.60	365.86	183.34	1.80	183.34	1.80	370.28
23	Sikkim	16.96	0.00	16.96	8.58	0.00	8.38	0.0	16.96
24	Tamil Nadu	283.64	0.00	283.64	143.55	0.00	143.55	0.00	287.1
25	Tripura	26.95	2.40	29.35	13.64	1.20	13.31	1.20	29.35
26	Uttar Pradesh	900.30	0.00	900.3	455.65	0.00	455.65	0.00	911.3
27	Uttarakhand	54.37	0.00	54.37	27.52	0.00	26.85	0.00	54.37
28	West Bengal	381.20	1.60	382.8	192.93	0.80	188.27	0.80	382.8
	<b>Total</b>	<b>5799.30</b>	<b>159.80</b>	<b>5959.12</b>	<b>2891.46</b>	<b>79.90</b>	<b>2837.3</b>	<b>60.40</b>	<b>5869.06</b>

Note: (1) Special Area means Schedule V and VI areas and areas not covered under Part-IX and IXA of the Constitution.

(2) J & K was not released any funds during 2010-11 due to non-existence of elected Panchayats during the period.

Allocation and releases under 13<sup>th</sup> Finance Commission Grants for PRIs for 2011-12

(` in crores)

S.No.	State	Allocation based on the Divisible Pool (2011-12)			Amount released against the allocation for 2011-12 (upto 24.1.2012)				
		Basic Grant			First Installment		Second Installment		Total
		General Areas	Special Areas	Total	General Area Basic Grant	Special Area Basic Grant	General Area Basic Grant	Special Area Basic Grant	
1	Andhra Pradesh	609.39	5.90	615.29	304.70	2.95			307.65
2	Arunachal Pradesh	31.95	0.00	31.95					
3	Assam	183.94	7.30	191.24					
4	Bihar	577.65	0.00	577.65	288.82				288.82
5	Chhattisgarh	194.79	21.10	215.89	97.40	10.55			107.95
6	Goa	10.55	0.00	10.55					
7	Gujarat	272.05	14.40	286.45	133.40	7.20			140.6
8	Haryana	126.68	0.00	126.68	62.12				62.12
9	Himachal Pradesh	64.90	0.30	65.2	32.45	0.15			32.6
10	J & K	107.09	0.00	107.09	53.55				53.55
11	Jharkhand	176.81	35.00	211.81	88.40				88.4
12	Karnataka	525.21	0.00	525.21	257.54				257.54
13	Kerala	227.34	0.00	227.34	113.67				113.67
14	Madhya Pradesh	479.70	26.50	506.2	239.85	13.25			253.1
15	Maharashtra	641.14	7.90	649.04	320.57	3.95			324.52
16	Manipur	25.52	1.80	27.32					
17	Meghalaya	36.47	4.60	41.07					
18	Mizoram	23.51	1.80	25.31					
19	Nagaland	35.56	4.00	39.56					
20	Orissa	302.08	21.60	323.68	151.04	10.80			161.84
21	Punjab	131.20	0.00	131.2					
22	Rajasthan	459.20	3.60	462.8	225.18	1.80			226.98
23	Sikkim	21.50	0.00	21.5	10.75				10.75
24	Tamil Nadu	359.55	0.00	359.55	176.31				176.31
25	Tripura	34.16	2.40	36.56	17.08	1.20			18.28
26	Uttar Pradesh	1141.23	0.00	1141.23	559.61				559.61
27	Uttarakhand	68.92	0.00	68.92	34.46				34.46
28	West Bengal	483.21	1.60	484.81	241.61	0.80			242.41
	<b>Total</b>	<b>7351.3</b>	<b>159.8</b>	<b>7511.1</b>	<b>3408.51</b>	<b>52.65</b>			<b>3461.16</b>

Note: (1) Special Area means Schedule V and VI areas and areas not covered under Part-IX and IXA of the Constitution.

(2) 2<sup>nd</sup> installment will be released based on the submission of Utilization Certificates for the 1<sup>st</sup> installment.



## Annex-XIV

**Action Points decided in the meeting on “Local Bodies Finances and State Finance Commissions” held on 27<sup>th</sup> June, 2011 at Vigyan Bhawan, New Delhi**

<b>A. Panchayats own finances:</b>	
1.	Need for an effective fiscal decentralization so as to ensure that the finances available with the Panchayats match the transferred functions based on activity mapping for the devolution of 3Fs.
2.	Give the Panchayats more tax handles and also ensure that the Panchayats effectively exercise their powers. Generating own revenue is the best way to increase autonomy, efficiency, credibility and accountability of Panchayats.
3.	Make it obligatory for PRIs to levy a minimum rate of taxes, service charges, user charges and show higher efficiency in tax collection, economy in expenditure and transparency in functioning. Also incentivize local bodies in own revenue collection etc.
<b>B. Functioning of SFCs:</b>	
4.	Suitably strengthen SFCs for enhancing their credibility and acceptability and streamline their work and reports, including standardization in their methods and approaches as per MoPR guidelines dated 27.4.2009 and 13 <sup>th</sup> FC template/format through the following:
5.	SFCs should consider devolving a percentage of State's tax revenue (like the 13th FC) instead of recommending fixed grants to the Panchayats, so that the income of the Panchayats automatically increases with the increased tax revenue of the State Government.
6.	Set up SFCs timely, provide them the Core Staff and place annual status of ATRs before Legislature.
7.	Establish a Permanent SFC Cell in Finance Department.
8.	Establish a permanent Secretariat for SFCs for maintenance of records, study reports, maintenance of SFC website etc to ensure institutional memory and continuity between the winding up of an SFC and constitution of the next SFC.
9.	Set up SFC Websites with a link with MoPR, MoUD and CFC websites.
10.	SFCs should work out standard methodology for normative assessment of the revenue receipts and expenditure of the local bodies. This should include the requirements of expenditure on maintenance of assets and staff, and discharge of statutory civic functions.



11.	Adopt the reporting template recommended by the 13 <sup>th</sup> FC on the lines of MoPR guidelines on SFCs.
12.	<p><b>To cover the following aspects in the SFC Reports:</b></p> <p>(a) Follow up of action taken by the States on the implementation of the CFC Recommendations – financial and non-financial, including other recommendations.</p> <p>(b) Status of implementation of the Performance Grant Conditions imposed by 13<sup>th</sup> FC.</p> <p>(c) Adoption of PRIASoft and AssetSoft by the States.</p> <p>(d) Identifying good practices of some LBs for revenue mobilization and recommending adoption by all LBs within the State.</p>

### Summary of Recommendations of the “Task Force on State Election Commission and Related Matters”

Sl. No.	Suggestions of the Task Force with comments of the Standing Committee as accepted by the Ministry.
1.	The State Election Commission should be authorized under Law to notify the Dates to conduct elections, enforcement of code of conduct, filing of nomination, withdrawal of nomination, scrutiny, final list of candidates etc. The SEC shall appoint polling personnel either himself or by delegated authorities.
2.	SECs should be given the status of a High Court Judge. They should also have the salary, allowances, perquisites and all serving/retirement benefits of High Court Judge.
3.	The tenure of SEC should be for five / six years or 65 years of age whichever is earlier and without any provision of extension.
4.	The Task Force does not support a three-member Commission.
5.	<p>a) Permanent staff of the SECs should be limited to Class IV. Rest of the staff should be on deputation. In case Class III staff are in position, their career graph should be charted.</p> <p>b) Personnel from Public Sector Undertakings and Central Government offices located in State should be drafted for conducting Panchayat elections. This may require amendment of State Laws / Rules.</p> <p>c) In view of the law and order problems sometimes encountered during the Panchayat elections, there were suggestions for adequate provision of central paramilitary forces as in the case of Assembly and Parliamentary elections. This will be dependent on availability of funds.</p> <p>d) Since conditions vary from state to state, it may not be possible to prescribe a uniform staffing pattern for all the Commissions. It is, therefore, recommended that a basic minimum strength for each Commission should be fixed by each State Government in consultation with the SEC. The staff must include sufficient numbers of permanent employees to ensure greater domain knowledge. Rest of the staff can be on deputation.</p> <p>e) There should be enabling provisions for drafting personnel from Public Sector</p>

	Undertakings and Central Government offices located in the state for conducting elections to Panchayats/Municipalities. This will require specific provisions in state legislations.
6.	Some lower-cost alternatives for free and fair polling are re-polling, voter awareness, prosecution for offences during and/ or related to election process and presence of Observers with clear powers and responsibilities. The SEC can also exercise greater authority if it is vested with powers to try election cases.
7.	Since election petitions have to be filed within one month, the EVM records can be erased and made suitable for reuse one month after the elections except in cases where litigation is pending.
8.	SECs should have the flexibility to utilize funds as per their priorities without having to seek approval of the Finance Department of the State Government in every instance. In case of elections, the freeze on non-plan expenditure enforced in the months of February and March should not be applied to SECs. There should be an enabling provision under which SECs could make emergency withdrawal of funds for conducting elections. Further, funds of SECs should not lapse at the end of the financial year, as in the case of government departments, as this causes serious difficulties for elections organized in April and May.
9.	<p>In 12<sup>th</sup> Five Year Plan the State Election Commissions should be given a grant from the proposed scheme of Panchayat Shashaktikaran Abhiyan (PSA). For a State to be eligible to receive this grant, among other things, the following conditions must be satisfied at least by the second year of the Plan:</p> <ul style="list-style-type: none"> <li>(a) The State Election Commissioner must be full time;</li> <li>(b) He should have a tenure of five / six years or up to 65 years of age whichever is earlier;</li> <li>(c) There should be no provision for extensions.</li> <li>(d) The protection given to the SEC under Article 243K must be available under the state law or rules governing the State Elections Commissions;</li> <li>(e) The SEC must have the status of a High Court Judge;</li> </ul>
10.	Allocations for SEC including expenditure on conduct of local body elections and on administrative expenses should be clearly provided in the States' main budget, since the period when general election is due is known in advance.
11.	Separate financial powers should be prescribed for the SEC. SECs should have the flexibility



	to divert funds between different heads of accounts while incurring election-related expenditure. They should have the flexibility for procurement etc. similar to ECI norms.
12.	<p>Release of funds from Central Finance Commission can be recommended subject to the conditions like the structure of SEC recommended at Para 9 above and also the following conditions:</p> <ul style="list-style-type: none"> <li>(i) Panchayats and Municipalities should not be superseded en masse;</li> <li>(ii) Grants not to be released during period of en masse supersession or supersession beyond six months ;</li> <li>(iii) There must be at least one third reservation for women;</li> <li>(iv) Constitution of State Finance Commission ;</li> <li>(v) Both direct and indirect elections should be through SECs.</li> </ul>
13.	<p>The following judicial powers for disqualification may vest with the SEC:</p> <ul style="list-style-type: none"> <li>(a) Defection where election is based on party lines and is a ground for disqualification under the law;</li> <li>(b) Use of office for personal gains during and after election of candidates / elected representatives;</li> <li>(c) Absence from more than three consecutive meetings;</li> <li>(d) Non-submission of election expenditure;</li> <li>(e) False declaration of caste, tribe, education, number of children etc. where applicable.</li> <li>(f) Any other ground for disqualification where prescribed under the law.</li> </ul>
14.	<p>Online voting which has been tried out on experimental basis in municipal elections could be a means to:-</p> <ul style="list-style-type: none"> <li>i) increase voter participation, particularly, in urban areas since it is more convenient; and</li> <li>ii) curb electoral malpractices.</li> </ul>
15.	The SECs should call for Observers for elections to Panchayats and Municipalities from the Government of India through Ministries of Panchayati Raj, Urban Development and DoPT. These Observers shall work under the supervision and control of the SECs, as is the case with the Election Commission of India.
16.	Paid news carried by print and electronic media can be curbed by adoption of the procedure contained in the guidelines of the Election Commission of India issued following the Judgment of Hon'ble Supreme Court in SLP (Civil) No.6679 of 2004. Similar measures for enforcement

	of model Code of Conduct can be followed for election conducted by SEC.
17.	Security deposit may be enhanced to deter non-serious candidates, who often contest only to later bargain with other candidates to withdraw at a price.
18.	Proper identification of voters based on photographic records is necessary to prevent bogus voting.
19.	In order to incentivize the process of democracy, the grant under Panchayat Sashaktikaran Abhiyan during the 12 <sup>th</sup> Plan may also be released to the Village Councils at par with the Panchayats subject to fulfillment of the above conditions. The Ministry of Urban development impose similar conditionalities for release of funds to ULBs in the North East.
20.	The elections to the Gram Panchayats and Block Panchayats in Hill Areas of Darjeeling should be held as per the existing law.
21.	SECs should be vested with powers for delimitation of wards, reservation of seats and rotation. The policy of delimitation should, however, rest with the State Government. SEC should be the authority to conduct both direct <u>and</u> indirect elections in rural <u>and</u> urban areas.
22.	The number of voters in a booth should be limited to about 700.
23.	Full time proper State Election Commissions should be constituted in States where serving officers function as part time State Election Commissioners.
24.	The Election Commission of India debars certain public servants to participate in conduct of elections to the State and Central Legislatures from time to time. It will be appropriate that such public servants should also be debarred by State Elections Commissions from being employed in election duties in LSG.
25.	On certain occasions the Election Commission of India have issued guidelines prohibiting carrying of money above a certain amount on the day of polling or on a couple of days before polling. Subject to verification such person can be detained and such cash can be seized until the election is over. Such orders can also be passed by Election Officers and Executive Magistrates on their own. While this has been effective, use of local police for preventing this is of doubtful use. In short, availability of Central Para-military Forces is desirable to implement this provision and thus reduce the impact of money power.
26.	Compulsory voting should be examined with an unbiased perspective.

## Annex-XVI

## Statement of Budget Estimates/Revised Estimates/Actuals since 2009-10

(` in crore)

Name of the Scheme	Annual Plan 2009-10			Annual Plan 2010-11			Annual Plan 2011-12		
	BE	RE	Actuals Expt.	BE	RE	Actual Expt.	BE	RE	Actuals as on 29.2.2012
(A)									
1. RGSY #									
a. Training & Capacity Building	35.00	34.00	34.28	34.00	34.00	60.20	60.00	60.00	26.22
b. Infrastructure Development	4.00	4.00	3.94	9.00	9.00	12.50	24.00	24.00	19.82
2. e-Panchayats	20.60	19.67	19.67	21.60	21.60	21.29	40.00	40.00	1.50
3. Action Research	2.70	2.70	1.31	2.70	2.70	1.40	3.00	2.00	0.93
4. Media & Publicity	6.20	7.20	7.85	7.20	7.20	12.60	15.00	15.00	10.50
5. RBH	1.80	1.80	1.44	1.80	1.80	0.86	3.00	0.76	0.58
6. PMEYSA	3.60	2.60	1.99	2.70	2.70	0.96	3.00	3.00	1.58
7. PEAIS	9.00	9.00	9.00	9.00	9.00	10.00	31.00	31.00	1.34
8. Management Cell	11.00	12.93	10.83	15.00	15.00	14.41	16.00	16.00	12.84
9. UN Assisted Project	5.00	5.00	5.00	4.90	4.90	4.90	4.90	4.90	0.00
10. CLGF	0.10	0.10	0.053	0.10	0.10	0.05	0.10	0.10	0.01
11. Provision of NE Areas	11.00	11.00	11.00	12.00	12.00	\$	*	*	*
<b>Total (A)</b>	<b>110.00</b>	<b>110.00</b>	<b>107.363</b>	<b>120.00</b>	<b>120.00</b>	<b>139.17</b>	<b>200.00</b>	<b>196.76</b>	<b>75.32</b>
(B)									
12. BRGF #	4670.00	3670.00	3669.99	5050.00	5050.00	6550.00	5050.00	3717.00	3091.06
<b>Total (B)</b>	<b>4670.00</b>	<b>3670.00</b>	<b>3669.99</b>	<b>5050.00</b>	<b>5050.00</b>	<b>6550.00</b>	<b>5050.00</b>	<b>3717.00</b>	<b>3091.06</b>
<b>Grand Total (A+B)</b>	<b>4780.00</b>	<b>3780.00</b>	<b>3776.35</b>	<b>5170.00</b>	<b>5170.00</b>	<b>6689.17</b>	<b>5250.00</b>	<b>3913.76</b>	<b>3166.38</b>

Note: \$ - Entire allocation under NE Areas was re-appropriated to the functional heads.

\* - This amount is spent from the functional heads.







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