

**Minutes of the 3rd Meeting of Central Empowered Committee (CEC) of  
Rashtriya Gram Swaraj Abhiyan (RGSA) held on 22<sup>nd</sup> – 23<sup>rd</sup> February, 2019**

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The 3rd meeting of Central Empowered Committee (CEC) of Rashtriya Gram Swaraj Abhiyan (RGSA) was held on 22<sup>nd</sup> ó 23<sup>rd</sup> February, 2019 in Hall No.2-3, Vigyan Bhawan, New Delhi under the Chairmanship of Shri Rahul Bhatnagar, Secretary, Ministry of Panchayati Raj (MoPR). Details of the participants of the meeting are given in the Annexure.

2. Welcoming the participants, Shri K. S. Sethi, Joint Secretary (CB), MoPR remarked that it was significant to note that this Ministry had convened the meeting of 3<sup>rd</sup> CEC to consider and approve the Annual Action Plans of States/UTs for the year 2019-20 in advance, so as to enable the States for timely implementation of the scheme interventions. He further stated that the scheme of RGSA is an important scheme as it is a core of core schemes of Government of India. The importance of this scheme can be gauged from the fact that the scheme after having undergone intensive restructuring exercise was launched by Honøble Prime Minister on 24<sup>th</sup> April, 2018 on the occasion of National Panchayati Raj Day, 2018. He therefore requested the States to accord high priority for implementation of the activities under the scheme. Thereafter, he requested Secretary (PR) and Chairman of CEC to address the Members and participants of the Committee.

3. Secretary (PR) and Chairman of the Committee welcomed the participants in the CEC and observed that the primary Agenda for the meeting was consideration and approval of the Annual Action Plans of the States for the year 2019-20. He remarked that this was a very positive trend that the Annual Action Plans of all the States / UTs will be approved in February itself, so that the funds are transferred to the States / Implementing Agencies in April and implementation begin from April itself. He remarked that delay in approval of the Annual Action Plans usually leads to delay in execution of project / activities, non-achieving of intended results lapse of funds due to paucity of time. The early approval of the plans will facilitate the States in firming up the implementation mechanism and smooth implementation of approved activities. He observed that in the context of larger devolution of funds directly to Panchayats through FFC, SFC and other resources for taking up developmental activities, it is necessary that the funds are optimally utilized for achieving intended results for the developmental works in villages and for the benefit of the people. He, therefore, pointed out that in this background it is essential to strengthen the capabilities and capacities of the Panchayats. The scheme of RGSA emphasizes for strengthening of governance capabilities of Panchayats.

Secretary (PR) observed that since the Panchayats are progressively being empowered financially, it is our duty to ensure that the funds are utilized by them effectively to ensure maximum benefits for the villagers. In this regard, specific attention has to be given to the Panchayats specially covered under the 117 Aspirational districts as per the directives of NITI Aayog. To this end, he stressed the need for preparation of integrated plans for holistic development of Panchayats by converging available resources. He pointed out that since GPDP was a new concept, it was imperative that GPs were provided necessary support in this regard. In this context, he highlighted the initiative of *Sabki Yojana Sabka Vikas* undertaken by the Ministry which brought into focus of all stakeholders, the advisability and imperative necessity of formulating effective GPDPs. He observed that the campaign facilitated the Gram Panchayats to prepare GPDPs for the year 2019-20 in an evidence based and structured manner through optimum utilization of available resources and convergence with other schemes to address issues of National importance. He pointed out that it was significant to note that all the activities and action points for successful and effective roll out were accomplished in a time bound manner including collection of Mission Antyodaya data for about 2.45 lakh Gram Panchayats and holding about 2.4 Lakh Gram Sabhas for GPDP formulation. He congratulated the PR

Departments of all States/UTs who had put in tremendous efforts and hard work to ensure the success of the campaign especially to the States /UTs of Andhra Pradesh, Arunachal Pradesh, A&N Islands, Chhattisgarh, Daman & Diu, Dadra & Nagar Haveli, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Rajasthan, Sikkim, Tamil Nadu, Tripura and Uttarakhand for achieving 100% target for holding the special Gram Sabhas for GPDP, and also the States of Jharkhand, Maharashtra and Uttar Pradesh for more than 99% achievement.

4. Moving on to the next Agenda of the meeting i.e. presentation on MIS of RGSA, Joint Secretary (CB) stated that since the RGSA was launched during the current year, an MIS for the scheme has been prepared for facilitating smooth flow of information regarding progress of implementation of the scheme between States and MoPR to enable the States and MoPR for effective monitoring of different activities of the scheme. The MIS is being pilot tested in States of Uttarakhand and Uttar Pradesh and will be live soon. Secretary (PR) remarked that it is very important for the States to devise a system of monitoring progress and proper utilization of grants.

Thereafter, Ms Laxmi Rana of NIC made a presentation on the MIS. She stated that as like all other applications of MoPR, the MIS of RGSA is also LGD compliant. In her presentation, she brought out the chronological order of workflow under the scheme i.e. from submission of Plan by States, appraisal at the end of MoPR, approval of CEC and release of sanction to States. She also explained the different activities of the scheme for uploading of data on the MIS. She brought out that after the funds are released to States, they will have to enter the allocation of funds against the approved activities and periodically update the status of expenditure of funds and completion of activity and will submit the quarterly Report of physical and financial progress. The States are required to submit the details of Nodal Officers with Name and Designation. Credentials will be provided to State Nodal Officers for uploading the data. JS (CB) informed that MoPR will hold a Workshop with the Nodal Officers of States for familiarizing them with the MIS. He categorically stated that from the year 2019-20, the detailed progress of activities and expenditure under RGSA will be essentially captured on MIS.

5. Joint Secretary (CB) made a presentation on the restructured scheme of RGSA and Peoples Plan Campaign. In his presentation on RGSA, he briefly dwelt upon the background for formulation of the scheme, approval by CCEA, launching of the scheme by the Honøble Prime Minister on 24.04.2018 on the National Panchayati Raj Day, the exercise of formulation of the Framework for Implementation of the scheme on the basis of Report submitted by the Committee constituted under the Chairmanship the Additional Chief Secretary, Government of Madhya Pradesh, the brief salient features and funding pattern of the scheme both under the Central and State components.

He pointed out that the bulk of the funds of the scheme are meant for the Capacity Building & Training and the thrust is on the Panchayats covered under 117 Aspirational Districts. The scheme will have programmatic focus on basic orientation training for the Elected Representatives to be conducted within six months of their election and refresher trainings within two years. The scheme has a strong focus on strengthening Panchayat - SHGs partnership. His presentation also brought out the different activities to be supported under the State component. He informed that in respect of construction of Institutional Infrastructure viz. SPRCs and DPRCs, the funds are to be provided for meeting the expenditure on the committed liabilities only i.e. institutional infrastructural activities sanctioned previously. He further clarified that the requirement of funds for new institutional infrastructure can be explored by States from the existing scheme of MoRD. In respect of support for Distance Learning facility, he informed that as per direction of CEC, a Committee under the Chairmanship of the then Special Secretary, MoPR comprising representative inter alia from MeITY was constituted to look into the above aspect. The Committee after deliberation had opined that SATCOM is an obsolete technology and, therefore, recommended for adoption of Internet Protocol (IP) based technology as a viable

mode of distance learning. Accordingly, it was decided that henceforth, the support will be provided to the States for IP based technology for distance learning. He further informed the Committee about the achievements made under the scheme after its operationalisation. He informed that Annual Action Plans of 32 States / UTs had been approved and funds to the tune of Rs. 540.30 crore has been released to States/UTs and implementing agencies. He requested the States to expedite the implementation of the approved activities and submit the UCs for release of second installment. He further informed that the budgetary provision for the RGSA during 2019-20 is to the tune of Rs. 771.20 crore at BE stage and depending upon the requirement of funds made by States, the Ministry may take up for increase in allocation at the RE stage. He also informed the Committee about the following initiatives undertaken / to be undertaken by the Ministry:

- National Conclave of EWRs on 18<sup>th</sup> & 19<sup>th</sup> January, 2019 in New Delhi in coordination with UN Women
- Release of revised guidelines of GPDP by the Honøble Minister of Panchayati Raj during the Conclave
- Holding of National Consultative Workshop on 28<sup>th</sup> & 29<sup>th</sup> January, 2019 at Bengaluru on the component of Economic Development and Income Enhancement in rural areas under RGSA.
- Holding of Workshop on 26<sup>th</sup> & 27<sup>th</sup> February, 2019 in Gwalior on Child Friendly Panchayats in collaboration with UNICEF.
- Successful roll out and conduct of Peopleø Plan Campaign during 02.10.2018 to 31.12.2018.

Thereafter, he made a presentation on the Peopleø Plan Campaign - Sabki Yojana Sabka Vikas which was launched during 2<sup>nd</sup> October, 2018 to 31<sup>st</sup> December, 2018 inter alia with the objective of formulation of holistic and evidence based Gram Panchayat Development Plans for the year 2019-20. In his presentation, he elaborated on features and processes, important milestones, convergence with different line Departments, different Workshops held with States for sensitizing them for effective roll out and conduct of Peopleø Plan Campaign. His presentation also dwelt upon state-wise analysis in respect of Mission Antyodaya data collection, Facilitatorø Report, Special Gram Sabhas held, GPDPs approved in Gram Sabhas and Public Information Board. He congratulated the States for the hard work put in by them for effective roll out and successful completion of Campaign. Appreciating the outcome of the Campaign, he expressed the hope that this tempo will be maintained and the Officers of the State Government will continue to guide their Gram Sabhas etc. suitably. He flagged the following achievements of the Peopleø Plan Campaign:

- Mission Antyodaya survey for 2,45,854 Gram Panchayats undertaken
- 3,34,699 Facilitators appointed across 2,55,412 GPs/ RLBs
- 2,40,374 Special Gram Sabhas scheduled and held
- 2,12,055 Facilitators reports uploaded on PPC Portal
- 10,68,006 frontline workers participated across 2,39,570 Gram Sabha
- 2,06,428 GPDPs approved in Gram Sabha
- 1,87,226 Gram Panchayats with Public Information Boards
- 1,24,248 GPDPs uploaded on PlanPlus

6. Thereafter, Mrs. Sujata Sharma, Economic Advisor (EA) informed the participants about the matter relating to Fifth issue of Quarterly news magazine øGramoday Sankalpö. She informed that the Ministry has been bringing out the Quarterly Magazine Gramoday Sankalp in Hindi and English and 14 Regional languages for distribution among Panchayats at all levels. The Fifth issue is under print and likely to be available by the end of February, 2019. However, getting the printed version of the same in local language will take some time and therefore it is

requested that the soft copies of the magazine both in Hindi and English version to be shared soon with the States, may be transmitted further to the Panchayats without delay.

7. Thereafter, Dr. S. K. Patjoshi, Joint Secretary (FD) made a brief presentation on e-Panchayat MMP and the initiatives under it viz. e-Financial Management System (e-FMS), Public Financial Management System (PFMS) and Geo-tagging. He emphasized the importance of having such a robust mechanism in place in order to enhance transparency and accountability particularly keeping in view the huge quantum of grants being devolved under Fourteenth Finance Commission. He also highlighted that such a holistic system would capture the entire gamut of activities right from the stage of planning to monitor various stages of work, recording the expenditure incurred for the works to providing a complete details of the asset. In order to ensure a successful roll-out of PFMS, JS (FD) submitted that it was necessary for the States to adhere to certain pre-requisites which are as follows:

- Mandatory mapping of GPs with LGD codes
- Registration of GPs on PFMS portal with valid IFSC code and bank accounts in PFMS ready banks
- DSCs to be available for maker and checker in GPs and registered on PRIASoft
- DSCs of GPs to be approved by higher authority as per defined hierarchy
- DSC to be available at Block level, District level and at the State level
- Day book closure of GPs (for FY 2018-19) till the date of commencement of pilot testing

JS (Governance) also emphasized that as a part of ensuring effective monitoring, it becomes imperative to have field-level monitoring of physical progress. Further, supplementing to strengthening the system; geo-tagging of assets (on completion of work) is of utmost importance. As a result, a mobile based application ó mActionSoft was developed to help in capturing photos with Geo-Tags (i.e. GPS Coordinates) for the works which have asset as an output. He requested the States to ensure that all the pre-requisites are completed and also to ensure that all the assets created under 14th Finance Commission are geo-tagged. His presentation also included about Incentivization of Panchayats and different categories of awards given by Ministry under this component.

8. Shri Rohit Kumar, Joint Secretary (Policy), Ministry of Rural Development in his remarks emphasized for desirability of greater convergence of schemes of MoPR with those of MoRD. He informed that some of the schemes of MoRD, viz. MGNREGA, the administrative and programme funds allowed for construction of Gram Panchayat Bhawans and their maintenance, procurement of computers, Capacity Building & Training, engagement of manpower, IEC activities etc. He advised the States that while formulating their requirements in respect of above activities, they may dovetail the funds under the schemes of MoRD and there may not be any dearth of funds through pooling of resources under the different schemes of MoRD.

9. Thereafter, CEC took up the following Agenda for consideration and decisions taken with respect to them have been described in succeeding Sections.

**Agenda No. 1 : Confirmation of the minutes of Second meeting of CEC.**

JS (CB) informed that the minutes of the second meeting of CEC held on 05.12.2018 had been circulated to the Members of the CEC and other participants and sought the ratification of the same by the Committee. The Committee ratified the minutes of the second meeting of CEC.

**Agenda No. 2 : Action taken on the decisions of CEC taken in its second meeting**

The CEC perused the action taken details and noted the same.

**Agenda No. 3 : Expenditure in respect of savings, if any, under the scheme during the current year**

JS (CB) informed that the budgetary provision for the scheme of RGSA at RE stage during 2018-19 is to the tune of Rs. 622.41 crore. During the current year, the Annual Action plans for 2018-19 in respect of 32 States / UTs have been approved by Central Empowered Committee and funds to the tune of Rs. 540.30 crore have been released to 24 States and implementing agencies which also include second installment of funds to the tune of Rs. 135.15 cr to 7 States and implementing agencies. He informed that based on the discussions with the States and request for second installment from the States, it was expected that Ministry would be able to release all the funds under the scheme. However, in the eventuality of savings, if any, it was proposed that Secretary, MoPR may be authorized to release the funds for the construction of Gram Panchayat buildings to those States who have been approved lesser number of Gram Panchayats Bhawans during the current year than their proposal in the respective Annual Action Plan as approved by the State Executive Committee.

The CEC considered and approved the proposal.

#### **Agenda No. 4 : Incentivization of Panchayats**

It was informed to the Committee that to encourage competitive spirit among Panchayati Raj Institutions (PRIs) and States/UTs, awards including financial incentives are given under the Incentivization of Panchayats scheme to best performing Panchayats (District, Intermediate and Gram) and States/UTs in recognition of their good work for improving delivery of services and public goods. The Committee was also informed of different categories of Award being given to PRIs and States / UTs. It was informed by JS (FD) that against the RE 2018-19 provision of Rs. 41 crore, an expenditure of Rs. 37.37 crore had been incurred as on 31.01.2019. The BE provision under the scheme for 2019-20 was Rs. 44 crore. He requested the States / UTs to expedite the submission of UCs for the Award money released to them so that further funds could be released.

The CEC perused the progress and noted the same.

#### **Agenda No. 5 : Orientation Programs on Integration of Water Resources and Agricultural Development in GPDP for all SIRD faculty – proposal submitted by National Institute of Agricultural Extension Management (MANAGE), Hyderabad**

It was informed that CEC in its second meeting held on 05.12.2018 had approved the proposal submitted by MANAGE to conduct orientation programs on Integration of Water Resources and Agricultural Development in GPDP for faculty of all SIRDs. Each training program will be for 5 days in which minimum of 25 participants will undergo training. Financial implication to the tune of Rs. 29.50 lakh for 8 training programs involving 200 participants was approved and the first installment being Rs. 14.75 lakh has been released to MANAGE during the month of January 2019.

It was brought out by MANAGE through its letter dated 20.02.2019 that it had firmed up the preparatory work for undertaking the training programs with the funds available with them and the training programs will be held during April-May, 2019 at MANAGE, Hyderabad. JS (CB) informed that although the project was to be completed by the end of this financial year, however, in view of the fact that the funds were released to the MANAGE only in the end of January 2019 and the preparation of training material and training module also consumed some time and also now that the training programme was firmed up after completing all the requisite preparatory work, the MANAGE may be allowed to conduct the training programme as per schedule indicated by them and the funds available with them may be revalidated for the year 2019-20. The balance funds could be released to MANAGE on request to be submitted by them alongwith production of 60% utilization of the available funds.

The CEC considered and approved the proposal.

**Agenda No. 6 : Transforming India through Strengthening PRIs by Continuous Training and E-Enablement (TISPRI) – project undertaken by NIRDPR, Hyderabad for Capacity Building & Training.**

JS (CB) informed that Ministry of Panchayati Raj (MoPR), under RGSA and with approval of CEC, has sanctioned 3- year project to NIRD&PR, titled- "Transforming India through, continuous training and e-enablement" with a budget outlay of Rs 30.50 crores, covering 6 core components - Standardization of learning material, Certification of Master Resource Persons, Launching of Certificate / Diploma Programme on PR Governance, Enrolment of new resource persons, Documentation of success stories and E-enablement of Gram Panchayats. An amount of Rs 3.44 crore was released during February 2017 for carrying out the activities for the year 2016-17. The CEC in its first meeting held on 12.10.2018, approved the revised proposal of NIRDPR, Hyderabad regarding activities to be undertaken during 2018-19 under the Project with the financial implication of 11.56 crore and the first installment of funds to the tune of Rs. 5.50 crore was released. Subsequently, on reporting the expenditure to the tune of Rs. 3.69 crore by NIRDPR, the second installment of Rs. 5.50 crore had been released on 15.02.2019. JS (CB) brought out that NIRDPR may be allowed to undertake the remaining activities for the year 2018-19 with the available funds and thereafter propose for the Annual Work plan for the year 2019-20 for consideration and approval in its next meeting.

The CEC considered and approved the proposal.

**Agenda No. 7 : Annual Action Plans of State Proposals.**

It was brought out by JS (CB) that in order that the States were able to take up the activities right at the beginning of the financial year 2019-20, it was decided for early approval of the Annual Action Plans of the States. Accordingly, the States / UTs were requested to send their Annual Action Plans for 2019-20 duly approved by State Executive Committee at the earliest. In pursuance of the above, Annual Action Plan for 2019-20 from 29 States and 4 UTs namely A&N Islands, Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, D&N Haveli, Daman and Diu, Goa, Gujarat, Haryana, Himachal Pradesh, J&K, Jharkhand, Karnataka, Kerala, Lakshadweep, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand and West Bengal have been received seeking financial assistance towards various interventions under the scheme.

It was further informed to the Committee that appraisal of certain components as proposed by States / UTs in their respective Annual Action Plan viz. Panchayat Bhawan, Administrative & Technical Support to Gram Panchayat, e-enablement (computer support to Gram Panchayat), PLC had been made on the basis of gaps in respect of these components of States vis-à-vis overall allocation of funds of respective components during the current year. He further informed that the activities proposed by the States are presently being approved on the basis of the availability of the funds as at present. However, the Ministry proposes to undertake Mid-year review of the requirements of States vis-à-vis availability of funds keeping in view the progress of implementation of the approved activities in the respective States. It was also brought out that all the activities under RGSA were being approved as per cost norms indicated in chapter 12 of the Framework for Implementation of RGSA. In case of any typographical error, cost norms as indicated in the Framework for Implementation of RGSA shall prevail over.

While considering the proposals of States/ UTs, activities proposed by States for (i) Distance learning facility through SATCOM or IP based technology, (ii) Support for innovations for innovative activities and (iii) Project based support for economic development and income

enhancement were not considered at this stage. CEC authorized Secretary (PR) in this regard to convene a separate meeting for appraisal and approval of these components, and the same may then be informed to CEC in its next meeting.

Subject to the above observations and also subject to states furnishing the formal approval of State Executive Committee to the approved plans and also necessary supporting documents for release of funds etc, the CEC considered and approved the proposals of States/ UTs. CEC also directed that in the case of Puducherry and Tamil Nadu, any further release of funds under RGSA will be subject to the holding of Panchayat elections.