FRAMEWORK FOR IMPLEMENTATION OF RASHTRIYA GRAM SWARAJ ABHIYAN

Table of Contents

Abbreviations

3Fs	- Funds, Functions, Functionaries
ATR	- Action Taken Report
BCC	- Behavioral Change Campaign
CB&T	- Capacity Building & Training
CBOs	- Community Based Organizations
CEC	- Central Empowered Committee
CPR	- Common Property Resource
CSCs	- Common Service Centres
CSCs	- Common Service Centres.
DDUGKY	- Deen Dayal Upadhyaya Grameen Kaushalya Yojana
DDUPSP	- Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar
DPCs	- District Planning Committees
DPRCs	- District Panchayat Resource Centres
EFT	- Electronic Fund Transfer
ERs	- Elected Representatives
FFC	- Fourteenth Finance Commission
GFR	- General Financial Rules
GoI	- Government of India
GPDP	- Gram Panchayat Development Plan
GPs	- Gram Panchayats
HR	-Human Resource
ICT	- Information Communication Technology
IP	- Internet Protocol
JFMC	- Joint Forest Management Committees
LGD	- Local Government Directory
LSG	- Local Self Government
MIS	- Management Information System
MMP	- Mission Mode Project
MoHFW	- Ministry of Health & Family Welfare
MoHRD	- Ministry of Human Resource Development
MoPR	- Ministry of Panchayati Raj
MoRD	- Ministry of Rural Development

MTs	- Master Trainers
NAC	- National Advisory Committee
NCBF	- National Capability Building Framework
NDRGGSP	- Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar
NEGP	- National E-Governance Programme
NIRD&PR	- National Institute of Rural Development & Panchayati Raj
NPMU	- National Programme Management Unit
NPTA	- National Plan for Technical Assistance
NSC	- National Steering Committee
NSS	- National Service Scheme
NYKS	- Nehru Yuva Kendra Sangathan
OSR	- Own Source Revenue
PES	- Panchayat Enterprise Suite
PFMS	- Public Finance Management System
PFs	- Panchayat Functionaries
PLCs	- Peer Learning Centres
PMU	- Programme Management Unit
PRIs	- Panchayati Raj Institutions
PRTIs	- Panchayati Raj Training Institutes
RGSA	- Rashtriya Gram Swaraj Abhiyan
SDGs	- Sustainable Development Goals
SEC	- State Executive Committee
SECC	- Socio Economic Caste Census
SFC	- State Finance Commission
SHGs	- Self Help Groups
SIRDs	- State Institute of Rural Development
SPMU	- State Programme Management Unit
SPRCs	- State Panchayat Resource Centres
SSC	- State Steering Committee
TNA	- Training Needs Assessment
UGs	- User Groups
UTs	- Union Territories
VEC	- Village Education Committee
VHSNC	- Village Health Sanitation and Nutrition Committee

Chapter 1

RATIONALE FOR THE SCHEME

Mahatma Gandhi, envisioned villages as mini-republics and advocated that true democracy should begin with participation from the grass-root level by the people of every village. The 73rd Constitutional Amendment mandated the three tier Panchayati Raj Institutions (PRIs) to function as units of local self–government.

Constitutional Provisions

PRIs are democratic local government institutions working towards good governance, social inclusion, gender equality and economic development. The 73rd Amendment of the Constitution of India has mandated the responsibility of local planning and developmental activities to the Panchayats and envisioned a people-led development at the grass roots level. Panchayati Raj System was mandated the twin objectives of ensuring economic development and social justice for the people living in the rural areas.

The level of devolution of power, funds, functions and functionaries (3Fs) is mandated by respective State Governments and is uneven across various States.

1. Agriculture, including agricultural extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and watershed development.
4. Animal husbandry, dairying and poultry.
5. Fisheries.
6. Social forestry and farm forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, village and cottage industries.
10. Rural housing.
11. Drinking water.
12. Fuel and fodder.
13. Roads, culverts, bridges, ferries, waterways and other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programme.
17. Education, including primary and secondary schools
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.
22. Markets and fairs.
23. Health and sanitation, including hospitals, primary health centers and dispensaries.
24. Family welfare.
25. Women and child development.
26. Social welfare, including welfare of the handicapped and mentally retarded.
27. Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.
28. Public distribution system.
29. Maintenance of community assets.

Matters listed in Eleventh Schedule

The Government of India has envisioned multipronged strategies to address the core issues of rural poverty, inequality, poor human development indices and unemployment. Recent years have seen a significant increase in public expenditure through Panchayats. The Government of India provides financial support to PRIs through Fourteenth Finance Commission (FFC) award, and from Centrally Sponsored Schemes such as MGNREGA, PMAY and others. States additionally devolve funds through State Finance Commissions (SFC). The FFC award has created an enormous opportunity for responsive local governance at the cutting edge institutional level of the Gram Panchayats (GPs) through large fiscal transfers to GPs .(Rs.2,00,292.2 crore) during the period 2015-2020. The significant rise in available resources with the Panchayats needs to be matched with improved service delivery and tangible impact at the local level.

An important concern that is often raised by Central Ministries and State Governments regarding devolving more programmes and activities is that Panchayats have inadequate capacity and would not be able to deliver. Though the situation varies across States, the weakness in terms of administrative and technical capacity within Panchayats in many States remains an area of concern. This leads to a cycle where low capacity leads to inadequate devolution, leading to disempowered institutions. An able leadership of the constitutionally mandated Panchayats is critical to address good governance at the local level, and to attain the 2030 agenda of Sustainable Development Goals (SDGs). It is therefore important to build the capacity of Panchayats and related institutions. In particular, Gram Sabha processes have to be supported for the sake of transparency, accountability, and efficient delivery of services.

Apart from the devolution of powers and functions under State Acts, Panchayats are increasingly being assigned functions under different programmes of the Central and State Governments.

Functions of Gram Panchayats

Functions of GPs assigned by The Panchayat Acts of the States: Such functions of the GP include inter alia functions related to basic public sanitation, drinking water, internal connectivity, street lighting, maintenance of playgrounds, parks and other commons

As Implementation agencies for policies and programmes of the Union and the State Governments, as an agent of the higher tier of the Government. This includes programmes of Rural Development, Drinking Water & Sanitation

The Union Budget 2016-17 announced the Rashtriya Gram Swaraj Abhiyan (RGSA) for building capabilities of Panchayati Raj Institutions to deliver on SDGs. Key local development challenges faced by the country viz. poverty, public health, nutrition, education, gender, sanitation, drinking water, livelihood generation etc are in sync with SDGs and fall within the realm of Panchayats. The Panchayats have therefore been designated as a key player for implementation of the United Nations SDGs to be achieved by 2030.

The RGSA has also envisaged a major role for Panchayats in "Aspirational Districts" and in Mission Antyodaya clusters.

Launched by the Hon'ble PM in January, the 'Transformation of Aspirational Districts' programme aims to quickly and effectively transform selected 117 districts. These districts (115 +2), were selected on parameters like deprivation (extent of landless households), health & nutrition (institutional delivery, stunting of children and wasting in children), education (elementary dropout rate and adverse pupil-teacher ratio) and infrastructure (un-electrified homes, lack of toilets, villages not connected by road and lack of drinking water).

As per Socio Economic Caste Census (SECC) of 2011, 8.88 crore households were found to be deprived from the perspective of multi-dimensional deprivations. These households require targeted interventions under government's various schemes and programmes. In this context, 'Mission Antyodaya' seeks to converge government interventions with Gram Panchayats as the basic unit for planning by following a saturation approach by pooling resources to ensure sustainable livelihoods. It is a State led initiative for rural transformation based on measurable outcomes to the lives of 1,00,00,000 households in 5,000 rural clusters /50,000 Gram Panchayats in 1,000 days.

To enable Panchayats to function effectively for achieving SDGs and other development objectives requires major Capacity building efforts.

Sustainable Development Goals

Goal 1	End poverty in all its forms everywhere
Goal 2	End hunger, achieve food security and improved nutrition and promote sustainable agriculture
Goal 3	Ensure healthy lives and promote well-being for all at all ages
Goal 4	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
Goal 5	Achieve gender equality and empower all women and girls
Goal 6	Ensure availability and sustainable management of water and sanitation for all
Goal 7	Ensure access to affordable, reliable, sustainable and modern energy for all
Goal 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
Goal 9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
Goal 10	Reduce inequality within and among countries
Goal 11	Make cities and human settlements inclusive, safe, resilient and sustainable
Goal 12	Ensure sustainable consumption and production patterns
Goal 13	Take urgent action to combat climate change and its impacts*
Goal 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development
Goal 15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
Goal 16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
Goal 17	Strengthen the means of implementation and revitalize the global partnership for sustainable development

The large number of players in the system has also posed a challenge for effective and quality capacity building of ERs and Panchayat Functionaries (PFs). Moreover, despite reservations for Women and different social groups in Panchayats, they still face major constraints on account of the structural inequality and discrimination in rural areas. Consequently, steps to address these issues are necessary to ensure effective functioning of Panchayati Raj Institutions.

Currently, there are nearly 2.56 lakh Panchayats & about 31 lakh Elected Representatives (ERs) of PRIs of which 13.759 lakh (about 44.37%) are women. The largest representation of women in Local Governance in the world needs to translate into meaningful participation, gender equality and empowerment of rural women. The Constitution empowers the States to devolve powers to the Panchayats to discharge their functions as institutions for local self-governance. However, the position with regard to empowerment of Panchayats with in respect of capacities to deliver, devolution of 3Fs differ significantly across the States.

PRIs in the country	2,56,103
No. of Gram Panchayats	2,48,856
No. of Block Panchayats	6,626
No. of District Panchayats	621
No. of Elected Representatives	31,00,000
No. of Elected Women Representatives	14,39,000

Areas not covered by PRIs (Non Part IX)
Meghalaya, Mizoram, Nagaland & parts of Hill areas of Manipur, district Darjeeling, West Bengal, parts of Assam & Tripura

Another critical issue in local self Governance is in Schedule V Areas. The Panchayat Extension to Scheduled Areas (PESA) Act 1996, lays a framework of self-governance and people's control over resources through the Gram Sabhas in Schedule V areas. Yet, the implementation of PESA has not been satisfactory, partially because of the lack of interest shown by the States to amend State laws in compliance with PESA provisions, but also because of the inadequacy of the efforts to strengthen Gram Sabhas. Strengthening of Panchayats and implementation of PESA in Schedule V areas has significant national importance and can lead to improved governance and accountability in these areas. In Areas covered under Sixth Schedule, the institution of Panchayats are not mandated and other forms of institutions exist for local governance. These institutions are proposed to be supported and strengthened.

It is in this context, that the scheme of RGSA aims to strengthen capacities of institutions for rural local governance to become more responsive towards local development needs, prepare participatory plans leveraging technology and efficiently utilise available re-sources for realizing sustainable solutions to local problems linked to SDGs.

Chapter 2

OBJECTIVES & COVERAGE OF RASHTRIYA GRAM SWARAJ ABHIYAN

Objectives of RGSA

- Develop governance capabilities of PRIs to deliver on the SDGs.

- Enhance capabilities of Panchayats for inclusive local governance with focus on optimum utilization of available resources and conver -gence with other schemes to address issues of national importance.

- Enhance capabilities of Panchayats to raise their own sources of revenue.

- Strengthen Gram Sabhas to function effectively as the basic forum of people's participation, transparency and accountability within the Panchayat system.

- Promote devolution of powers and responsibilities to Panchayats according to the spirit of the Constitution and PESA Act 1996.

- Develop a network of institutions of excellence to support capacity building and handholding for PRIs.

- Strengthen institutions for capacity enhancement of PRIs at various levels and enable them to achieve adequate quality standards in infrastructure, facilities, human resources and outcome based training.

- Promote e-governance and other technology driven solutions to enable good governance in Panchayats for administrative efficiency and improved service delivery.

- Recognize and incentivize PRIs based on performance

COVERAGE

RGSA will extend to all States and Union Territories (UTs) of the country. For the purpose of these guidelines, wherever 'Panchayats' are mentioned, these will include institutions of rural local government in non-Part IX areas.

Chapter 3

FOCUS AREAS OF RASHTRIYA GRAM SWARAJ ABHIYAN

Focus areas of RGSA:

- To ensure:

  - Basic orientation training for the Elected Representatives (ERs) of Panchayats, within 6 months of their election.

  - Refresher trainings to be ensured within 2 years.

  - Capacity Building of ERs with Priority to Aspirational Districts and Mission Antyodaya clusters.

  - Strengthening of the Panchayat – SHG partnership

- To bridge gaps in:

  - Capacity Building and Training (CB&T),

  - Gram Panchayat infrastructure,

  - Use of IT for distance learning & for e-Enablement of Panchayats,

  - Institutional support for innovations,

  - Gap filling support of economic development & income enhancement.

  - Technical support including Human Resource (HR) based on identified gaps.

  - To provide handholding support by Academic Institutions/ Institutions of excellence to GPs for Gram Panchayat Development Plan (GPDP) formulation.

  - To promote provision of adequate manpower at GP level & to provide support for technical manpower.

  - To support greater e-enablement of Panchayats for e-governance to enhance efficiency and transparency with thrust on Panchayat Enterprise Suite (PES) Applications developed by the Ministry.

  - To facilitate Electronic Fund Transfer (EFT), Public Finance Management System (PFMS), use and Geotagging of assets in Gram Panchayats .

Expected outcomes of RGSA:

- Enhanced capabilities of Panchayats for good governance and attainment of SDGs through participatory local planning, democratic decision-making, transparency and accountability.

- Increased use of e-governance and technology driven solutions at the Panchayat level to attain administrative efficiency, improved service delivery & greater accountability.

- Building Institutional structure for capacity building at the National, State & District levels with adequate infrastructure, facilities and human resources.

Chapter 4

PANCHAYAT RESOURCES & GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

The FFC (2015-20) has created an enormous opportunity at the GP level by transferring considerable amount of resources to them. It also necessitates urgent empowerment of the GPs to be able to deliver their mandate in respect of delivery of basic services responsibly and efficiently.

The Constitution envisages the PRIs as institution for self-government with the successful devolution of three types of powers viz. financial, functional and functionaries. The devolution of powers and authority to Panchayats is to be done by the State Governments. Financial powers are to be assigned to Panchayats to levy, collect and appropriate taxes, duties, tolls and fees. However, it is seen that in many States, the PRIs in general and GPs in particular are presently not mobilizing their own resources to the extent desired and are largely dependent on grants.

Financial empowerment of PRIs -Existing constraints

Poor revenue mobilization of PRIs is generally attributed to poverty, poor local services, inadequate manpower at their disposal and not empowered for tax collection. Despite these limitations, PRIs do have potential to generate revenues that remained unexploited till date, even though in some States, PRIs are authorized to levy different taxes within their jurisdiction. PRIs are also empowered to generate revenues from Common Property Resource (CPR) management such as auction of tanks, sale of timber, leasing of lands etc. In addition, PRIs can make use of grants received from different sources to create income generating assets such as construction of commercial buildings, storage facilities, market place and other amenities that attract rent.

GPDP and Panchayats

Article 243G of the Constitution of India mandated Panchayats to plan for economic development and social justice. As local governments, Panchayats are expected to lead the process by engaging local people in participatory planning and decision making for holistic local development and address vulnerabilities of poor and marginalised. This can only be achieved through implementation of well thought out plans through efficient and responsible utilisation of available resources. Hence, an efficient and robust planning process as part of GP's core functioning becomes imperative. GP development plan should match local needs and priorities with available resources, and should be prepared through an inclusive, transparent and participatory process. The focus should be on local perception of needs and priority linked with SDGs, local analysis of problems, solutions and resources, and aligned with a collective local vision.

The FFC award to be devolved over a period of five years (2015-2020) exclusively for the Gram Panchayats for delivering basic services through local level planning provided the opportunity for grass roots participatory planning initiative. Once converged with MGNREGS, SFC transfers, Own Source Revenues (OSR) and flows from other State and centrally sponsored schemes it creates a significant resource base for Gram Panchayats for convergent planning, contributing to realization of SDGs and re-inventing their leadership role in local development. Ministry of Panchayati Raj (MoPR) supported the States to develop State specific guidelines for GPDP. GPDP allows for different local models and innovations that would be locally appropriate and cost effective. A locally generated plan would also be the only way to use untied resources efficiently and accountably. The Gram Panchayat Development Plan is envisaged to efficiently capture the felt needs, improve service delivery, enhance citizenship, create space for an alliance of people's institutions and groups and improve governance at the local level.

Under GPDP, it is envisioned that gram panchayats would develop five yearly and annual plans for the development of villages. GPDPs need to be prepared through participatory processes and converging available resources. The State Government is expected to communicate the resource envelope to the Panchayats, stating availability of funds under different schemes. The State Government also needs to ensure that each of the activity under GPDP – environment generation, situation analysis, prioritization, approval in concerned Gram Sabha etc. takes place and plans are carried out in a time bound manner.

Developing a coherent and effective GPDP is a technical process that needs a deeper understanding of resource allocation, community mobilization, vulnerability mapping, compliance with government procedures, outcome based planning and technical sanctions. A combination of capacitated PRI ERs, functionaries and empowered citizens can capitalize the opportunities created by GPDP. Hence, intensive facilitation, mentoring/handholding support may be required especially during early years of rolling out of such initiatives. This can be achieved through involving professionals, educational institutions /academics/universities, technical institutions, volunteers etc. and following the cluster facilitation approach . Effective implementation of GPDP will ensure provision of social goods and services to the rural community. The convergence of schemes and their monitored implementation will reduce poverty and provide health, sanitation, drinking water, nutrition, food security, sustainable livelihoods, housing, electricity, gender equality and social justice. It is therefore imperative that GPDP guidelines evolve to integrate latest developments as well as make GPDPs more Panchayat specific, better structured, easy to map, analyse and track against Government schemes. A comprehensive GPDP will not only contribute to participatory planning but also institutionalizing democracy at the grassroots level and in the long run, prove to be an important anchor for the development of villages in the country.

Convergence

Panchayats especially Gram Panchayats are essentially the point of last mile convergence for majority of the government schemes and programmes. Convergence prevents duplicity of efforts, prevents wastage of resources and helps to achieve Synergies. Convergence offers ample scope for value addition which would also result in integrated benefit to the poor and vulnerable. Panchayats across the country have been preparing development plans based on local needs and priorities. It is crucial to ensure that these plans are prepared converging available resources, include activities for local development, and address vulnerabilities of poor and marginalised people. Mission Antyo-daya launched by Government of India aims at establishing a convergent framework to channelize benefits of multiple rural development programmes to bring one crore households out of poverty and to make 50,000 GPs poverty free by 2019. Hence it becomes imperative that Panchayats work towards converging benefits and resources from MGNREGA, SBM, NRHM, NRLM, FFC, SFC, OSR etc. to create positive impact on the lives of poor and vulnerable.

GPs should know the resources based on which plan needs to be prepared. Consequently it is important for disclosure before the GPs regarding the various resources available for carrying out various development interventions in their areas. Line Departments maybe encouraged to make such voluntary disclosures at the beginning of financial year to the GPs so that these can be integrated into the GPDP planning process.

Chapter 5

Community-Based Organizations (CBOs) and PRIs

Community based rural development programmes and strategies over the years have been relying significantly on community based institutions and scheme specific Committees for building community ownership and effective programme delivery through utilisation of organised social capital at the grass roots level. While groups like Joint Forest Management Committees (JFMC), Village Health Sanitation and Nutrition Committee (VHSNC), User Groups (UGs), Village Education Committee (VEC) have been created for implementation and management of specific programmes like forest management, water supply, irrigation, nutrition, sanitation etc., autonomous institutions like Self Help Groups (SHGs), CBOs have the potential to be utilised for strengthening grass roots democracy, governance and improve accountability of Panchayats.

PRIs and SHGs/CBOs can mutually engage to foster poverty alleviation, strengthen local institutions of poor, and improve programme delivery and governance through mobilising community participation.

Ministry of Panchayati Raj has issued a detailed advisory on Panchayats-SHGs convergence for participatory planning at the Gram Panchayat level (Annexure II). The advisory provides detailed inputs on convergence of SHGs with panchayats and possible roles both parties can play to engage in a mutually beneficial relationship.

Chapter 6
FUNDING PATTERN

RGSA is proposed to be implemented as a core Centrally Sponsored Scheme (CSS) for four years viz., from 2018-19 to 2021-22 with State and Central shares. The sharing ratio for the State components will be in the ratio of 60:40 except NE and Hilly States where Central and State Ratio will be 90:10. For all UTs, Central share will be 100%. The total cost of proposed scheme is Rs.7255.50 Cr, with central share of Rs.4500 Cr and State share of Rs. 2755.50 Cr. Central components comprising of national level activities including National Plan for Technical Assistance (NPTA), Collaboration with Academic Institute/ Institute of Excellence, 'Mission Mode project (MMP) on e-Panchayat' and 'Incentivization of Panchayats' will be fully funded by the centre.
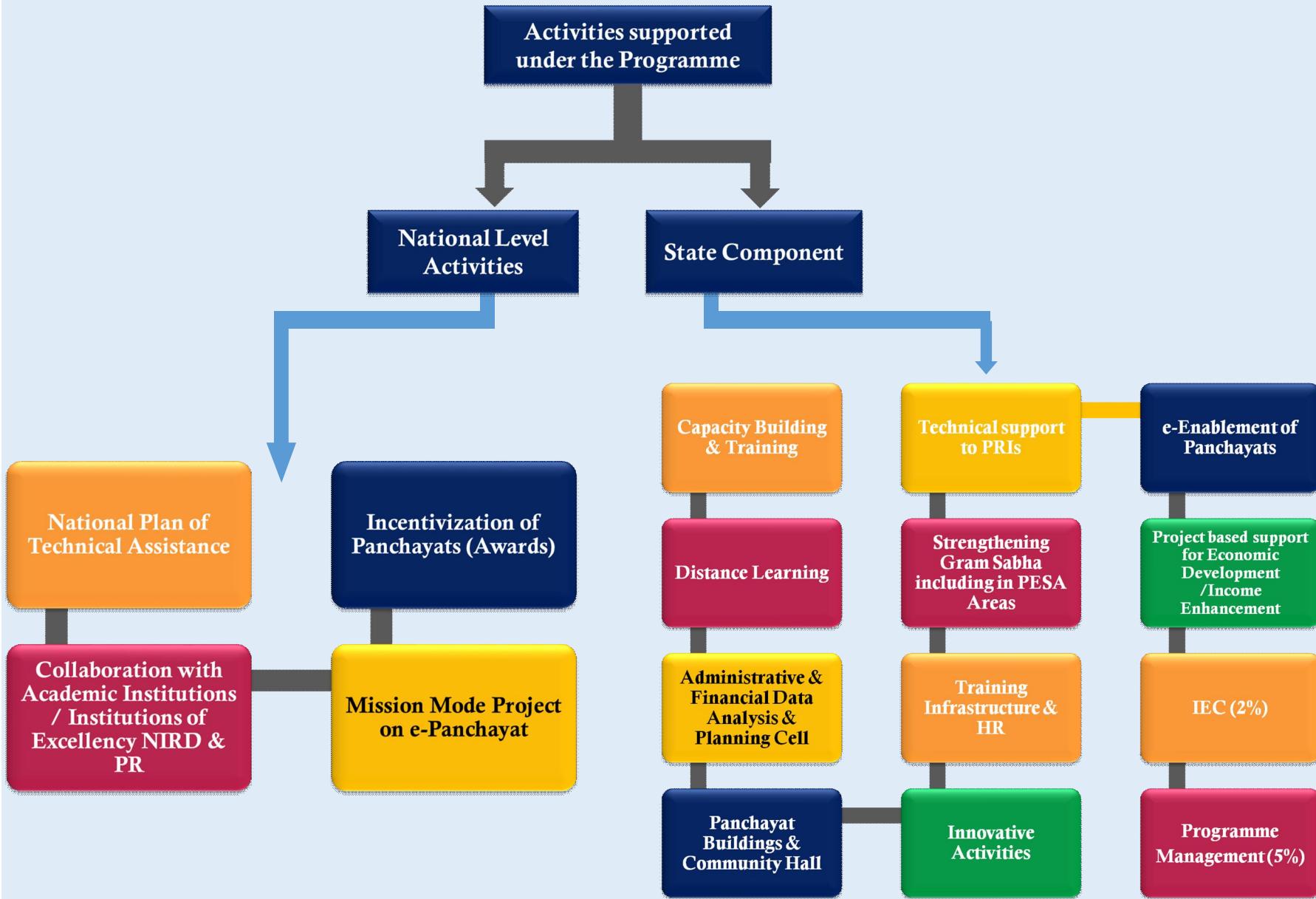
The Central Empowered Committee (CEC), RGSA will be competent to decide the quantum of funds to be provided to each State, to implement their capacity building plans with due consideration given to the number of Panchayat/ equivalent bodies in the State, subject to budget availability. Unit costs/expenditure ceilings for various activities shall be adhered to, while sending and appraising State Plans. Unit costs can be revised up to 25% by the CEC, RGSA, if required, with justification. For activities, for which a unit cost or upper expenditure ceiling is not fixed or indicated in the guidelines, the CEC, RGSA will be competent to approve the expenditure outlay and unit cost. CEC will also be competent to carry out any changes in the guidelines of RGSA, including cost norms, subject to approval of Secretary (PR). The release of funds to the State Governments will be in accordance with the General Financial Rules (GFR) provisions. Salaries and other expenditures that are normally funded by the State Government cannot be transferred /charged to RGSA.

FUND FLOW

Funds for RGSA would be provided in two equal instalments. In the first instalment, 50% of the fund approved in the annual plan would be paid immediately after deducting unspent balance with the State from the previous year's release. The second instalment (the remaining 50%) would be released after expenditure of 60% of the total available funds i.e. opening balance and funds released as first instalment. Release of fund will be linked to regular reporting of progress by States. State Governments/UTs to create a separate budget head for RGSA . Funds for the State/UT Plans under RGSA will be transferred to the Consolidated Fund of the State Government through the Public Financial Management System (PFMS).

After receipt of Central Share under RGSA, State Government to release funds to implementing agencies within 15 days. States will furnish Utilization Certificates in accordance with the extant rules of the GoI and the provisions of GFR as applicable.

Activities to be supported under the Programme:

Activities supported under the Programme

- National Level Activities
  - National Plan of Technical Assistance
    - Collaboration with Academic Institutions / Institutions of Excellency NIRD & PR
  - Incentivization of Panchayats (Awards)
    - Mission Mode Project on e-Panchayat

- State Component
  - Capacity Building & Training
    - Distance Learning
    - Administrative & Financial Data Analysis & Planning Cell
    - Panchayat Buildings & Community Hall
  - Technical support to PRIs
    - Strengthening Gram Sabha including in PESA Areas
    - Training Infrastructure & HR
    - Innovative Activities
  - e-Enablement of Panchayats
    - Project based support for Economic Development /Income Enhancement
    - IEC (2%)
    - Programme Management (5%)

Chapter 7

CONDITIONS TO BE MET FOR ACCESSING FUNDS UNDER RGSA:
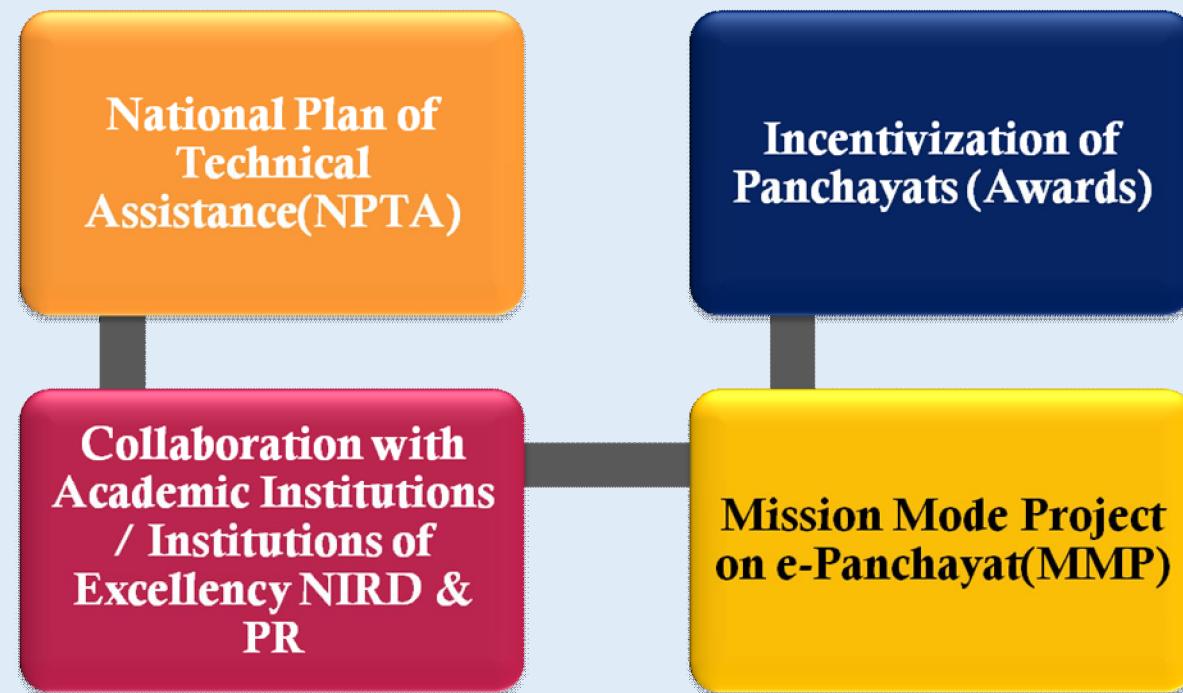
The essential conditions to be fulfilled by States and Union Territories to access RGSA funds are:-

- Regular conduct of elections to Panchayats or local rural bodies in non-Part IX areas.

- Not less than one third reservation for women in Panchayats.

- Constitution of SFC every five years, and placement of Action Taken Report (ATR) on the recommendations of the SFC in the State legislature.

- Constitution of District Planning Committees (DPCs) in all districts, and issuing of Guidelines/rules to make these functional.

- Preparation and submission of detailed annual State Capacity Building Plan for PRIs to MoPR.

- Wherever, possible/ feasible Co-location of Common Service Centres (CSCs) with the Gram Panchayat buildings. Mapping of functional CSCs co-located within GP buildings be done as a first step. MoPR will coordinate with concerned Ministry/ States in co-locating CSCs in GP buildings.

Chapter 8

NATIONAL / CENTRAL COMPONENT

The scheme will have Central Component comprising of national level activities including "NPTA", "Collaboration with Academic Institutions/ Institutions of Excellency National Institute of Rural Development & Panchayati Raj (NIRD& PR)", "MMP on e-Panchayat", "Incentivization of Panchayats" and will be fully funded by the Government of India.

Chapter 9

I. NATIONAL PLAN FOR TECHNICAL ASSISTANCE

The objective of the NPTA will be to provide technical and other support to the States for implementing RGSA, and supervise and monitor the scheme. Following activities will be taken up under NPTA:

- Appraisal of State Plans.

- Collaboration with other Ministries /States to optimize convergence of existing schemes and utilization of available resources for strengthening PRIs.

- Implementation, monitoring of the scheme and technical assistance to States.

- Cross State sharing and learning, documentation and dissemination of good practices, conduct of workshops/conferences on capacity building and strengthening Panchayats.

- Support to institutions, specialized agencies for piloting innovative/specific activities

- Development and maintenance of online monitoring and reporting of RGSA.

- Evaluation of the effectiveness of the scheme of RGSA

- Need based research and studies on various aspects of decentralization and good governance

II. Collaboration with Academic Institutions/ National Institutions working in the area of capacity building/Institutions of Excellence/NIRD & PR :

In order to provide Capacity Building to PRIs under the RGSA programme, collaboration with Academic Institutions/ National Institutions working in the area of capacity building/Institutions of excellence including National Institute of Rural Development & Panchayati Raj NIRD&PR will be taken up within the overall framework for training, capacity building and technical support for PRIs.

This collaboration will be based on a mutually agreed Action Plan for knowledge management, and improvement in quality and outreach of capacity building programmes for PRIs, within the framework of the Scheme. Areas for collaboration will include

- Development of thematic modules, e-modules and online courses, training materials,

- Expansion of pool of Master trainers, assessment and certification of trainers.

- Support will also be provided for technical support on interventions, with focus on SDGs
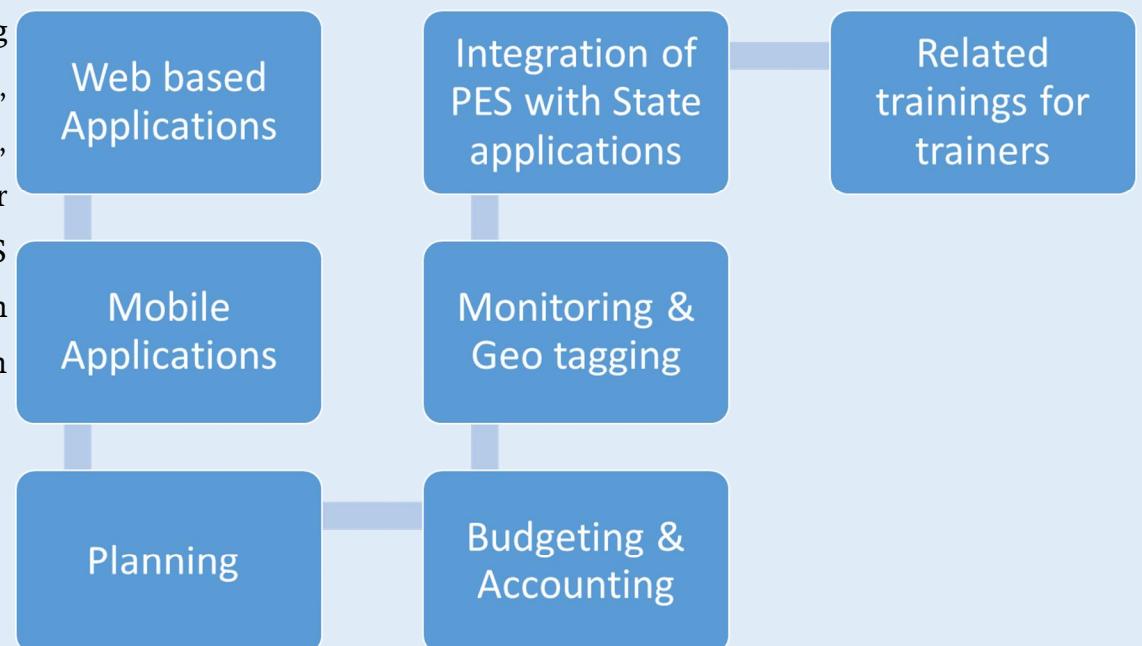
Moreover, DISHA portal may be used for GP level data tracking to relevant metrics identified under Mission Antyodaya.

Collaboration with academic institutions, universities, NITI NGOs in collaboration with concerned Ministries	SDG focused intervention
CB & T Material Development	Certification
Trainers Development	Assessment

III. Mission Mode Project on e-Panchayat:

E-Panchayat is one of the MMPs under the Digital India programme of GoI. This component of RGSA would leverage Information Communication Technology (ICT) as a decision making support system for Panchayats to improve internal management, efficiency, transparency and delivery of services to citizens. Following activities will be taken up under this component:

- Development & maintenance of web based applications for Panchayats [Panchayat Enterprise Suit (PES)] for planning, budgeting, accounting, monitoring, geo tagging of assets, service delivery, reporting and related capacity building of States/UTs/PRIs.

- Development of Software, mobile apps, monitoring applications like dashboard for FFC grant, GPDP, RGSA Management Information System (MIS), online knowledge management portal, training for Master Trainers (MTs) on PES, integration of PES applications with state applications/ Bhuvan Panchayat portal/providing technical support, own source revenue, mapping of resources etc.

MoPR with an aim to transform Panchayati Raj Institutions (PRIs) into symbols of modernity, transparency and efficiency, is implementing e-Panchayat MMP. E-Panchayat MMP engages ICT for:

- Automation of internal workflow processes of Panchayats
- Improving delivery of services to citizens
- Capacity building of Panchayat Representatives and Officials
- Social Audit
- Transparency, Accountability, Efficiency and RTI compliance of Panchayats
- Improving Governance of local self-government

The PES (e-applications) developed by MoPR under e-Panchayat MMP will form the bedrock of e-enablement of Panchayats to increase their effectiveness for governance and service delivery. Where State led initiatives for e-governance have been undertaken, these will be supported and aligned with the PES. The MMP includes a suite of Core Common Applications collectively called PES.

The various Applications developed under PES are:

Application	Description
PRIASoft	Captures receipt & expenditure details through voucher entries. Generates cash book, registers, etc.
PlanPlus	Facilitates participative decentralized planning & preparation of Gram Panchayat Development Plan (GPDP).
National Panchayat Portal	Dynamic Web site for each Panchayat to share information in public domain.
Local Government Directory	Captures details of local governments and assigns unique code & maps Panchayats with Assembly and Parliamentary Constituencies.
ActionSoft	Facilitates proper recording of the Financial and Physical progress of the works.
National Asset Directory	Captures details of assets created/maintained; provides for maintenance.
Area Profiler	Captures geographic, demographic, infrastructural, socio-economic & natural resources profile of panchayats; Includes details of Elected Representatives & Panchayat Functionaries, etc.
ServicePlus	A dynamic service delivery portal to provide electronic delivery of services.
Training Management Portal	Portal to address training needs of stakeholders including feedback, training materials etc.
Social Audit	To understand, measure & verify work done by the Panchayat & improve their social performance

In order to promote ICT based solutions and e-Governance at the Panchayat level, RGSA will provide support to States to facilitate e-enablement of Panchayats and to build capacities of ERs and PFs. States can propose activities that would support/improve the following areas:

- Computerised/e-application based accounting, record keeping, asset mapping, local level planning, implementation and monitoring of physical progress, and information dissemination for transparency and accountability.

- Development of State specific software applications for PRIs over and above the PES if scope of PES is limited and cannot bescaled up

- Innovative use of ICT tools for electronic delivery of services (certificates, licenses, tax collection etc.), is scope of Service Plus is limited and cannot be scaled up.

States would be expected to make all-out and sustained efforts to ensure appropriate CB&T for e-enablement of Panchayats. In order to improve human resource on the PES Applications and other software/State specific Applications; States may devise a Skill Certification Programmes on these ICT interventions wherein any person can learn and get certified. For this purpose, States may also link their respective Certification Programme with Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDUGKY).

Integration with LGD codes : Special effort should be made by States to use the LGD code. Local Government Directory (LGD) is one of the applications developed as part of PES, in order to assign a unique code to each administrative entity and maintain up-to-date list of revenue entities. This will solve the problem of interoperability and enable standardization of location codes. This will also enable Panchayats to get access to information regarding their village under different programmes by using the LGD code.

IV. Incentivization of Panchayats:

To encourage competitive spirit among PRIs and States, awards including financial incentives will be given to best performing Panchayats (District, Intermediate and Gram Panchayats) and States/UTs in recognition of their good work for improving delivery of services and public goods. Best Panchayats will be selected based on various criteria and indicators including that of Mission Antyodaya as also for reporting on trainings, preparation of GPDP, and utilisation of FFC grants. Following categories of awards are presently given to PRIs and States/UTs:
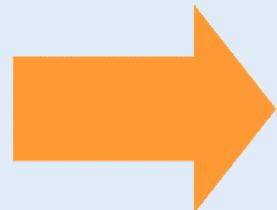
- **Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar (DDUPSP)**: To best performing Panchayats (all three tiers) for overall governance and different thematic categories like Sanitation, Civic Services (Drinking Water, Street Light, infrastructure), Natural Resource Management, Marginalized section (Women, SC/ST, Disabled, Senior Citizen), Social Sector performance, Disaster Management, CBOs/Individuals taking voluntary actions to support Gram Panchayats, Innovation in Revenue Generation etc.

- **Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar (NDRGGSP)**: To Gram Panchayats for their outstanding contribution to the socio-economic development by involving Gram Sabhas.

- **e-Panchayat Puraskar:** Given to states in recognition of significant progress in implementation and roll out of e-Panchayat Mission mode project. (There is no financial incentive)

- **GPDP awards:** : This is a new award introduced during 2017-18, to be conferred upon three best performing Gram Panchayats across the country. This has been done with a view to encourage the GPs which have developed their GPDPs according to the State/UT specific guidelines prepared in line with the model guidelines issued by MoPR.

The above awards will be strengthened and new thematic areas will be decided with the approval of CEC-RGSA keeping in view the national priorities.

Institutional Mechanisms for Implementation, Monitoring & Management at the National Level

The following Institutional Mechanisms are envisaged at the National level

PROGRAMME STRUCTURES AT THE NATIONAL LEVEL →

National Steering Committee(NSC)

Central Empowered Committee(CEC)

National Programme Management Unit(NPMU)

National Advisory Committee(NAC)

National Steering Committee (NSC) :

The overall policy direction of the scheme will be provided by an empowered NSC under the Chairmanship of the Hon'ble Minister- Panchayati Raj. The NSC will provide overall Guidance and Policy Direction to the Programme.

The following will be the composition of NSC . Special invitees may also be invited for meetings .

Minister for Panchayati Raj	Chairperson
Minister of State for Panchayati Raj	Member
Minister of State for Rural Development	Member
Minister of State for Drinking Water & Sanitation	Member
CEO Niti Ayog or nominee	Member
Secretary, Ministry of Panchayati Raj	Member
Ministers for Panchayati Raj from 2 well performing States (To be nominated by Chairperson)	Member
2 Eminent persons working in field of Panchayati Raj	Member
2 Elected Representatives of Panchayats from among best performing Panchayats	Member
2 Elected Women Representatives of Panchayats from among best performing Panchayats	Member
SS & FA/ AS & FA, Ministry of Panchayati Raj	Member
Special/ Additional Secretary, Ministry of Panchayati Raj	Member Secretary
Joint Secretary handling RGSA, Ministry of Panchayati Raj	Member

Central Empowered Committee (CEC): There will be a CEC, RGSA at the national level to oversee the implementation of the scheme. CEC will be headed by the Secretary, Panchayati Raj. The Composition of CEC is given below. Special invitees may also be invited for meetings

Secretary, Ministry of Panchayati Raj	Chairperson	Secretary, Ministry of Tribal Affairs or his nominee not below the level of Joint Secretary	Member
Representative of Niti Ayog, not below the level of Joint Secretary	Member	Secretary, Ministry of DONER or his nominee not below the level of Joint Secretary	Member
Secretary Expenditure GOI or his nominee not below the level of Joint Secretary	Member	Secretary, Ministry of Women & Child or his nominee not below the level of Joint Secretary	Member
Secretary Department of Agriculture, cooperation & Farmers Welfare, Ministry of Agriculture or his nominee not below the level of Joint Secretary	Member	SS & FA/ AS & FA, Ministry of Panchayati Raj	Member
Secretary, Ministry of Rural Development or his nominee not below the level of Joint Secretary	Member	All SS, AS & JS level officers in Ministry of Panchayati Raj	Member
		DG NIRD & PR, Hyderabad	Member
Secretary, Ministry of Drinking Water & Sanitation or his nominee not below the level of Joint Secretary	Member	Secretaries of Panchayati Raj from 2 well performing States as per the devolution index	Member
Secretary, Ministry of Land Resources or his nominee not below the level of Joint Secretary	Member	2 Eminent persons working in the field of Panchayati Raj	Member
Secretary, Department of School Education & Literacy or his nominee not below the level of Joint Secretary	Member	2 elected representatives of Panchayats from among best performing Panchayats	Member
Secretary, Ministry of Health & Family Welfare or his nominee not below the level of Joint Secretary	Member	2 elected Women Representatives of Panchayats from among best performing Panchayats	Member
Secretary, Department of Higher Education, Ministry of HRD or his nominee not below the level of Joint Secretary	Member	Representatives from 2 NGOs	Member
Secretary Ministry of Social Justice & Empowerment or his nominee not below the level of Joint Secretary	Member	Joint Secretary handling RGSA, Ministry of Panchayati Raj	Member Secretary

The CEC is empowered to approve State Plans and interventions under the NPTA. CEC will be assisted by officials and experts for scrutinizing plans. Once approved, the release of funds will be made following normal procedure pertaining to financial sanctions. The CEC is also empowered to approve or modify detailed guidelines for various aspects of the scheme, including any inter se adjustments within the norms & scheme components as requested.

The CEC may commission studies and depute teams to assess progress made on various aspects of the scheme.

National Project Management Unit (NPMU):

The Programme will establish a NPMU at the National level which will be housed in the MoPR and function as the coordinating body of the programme to provide professional and technical support to MoPR. The NPMU will consist of consultants both long term & short term, interns and support staff and will look after monitoring, research, cross State learning, campaigns, innovative activities, workshops, conferences and will also be responsible for co-ordination with State Programmes and effective implementation of RGSA. The NPMU will include an Administrative & Financial Data Planning and Analysis Cell and shall also have flexibility to outsource activities where required.

The NPMU would support the Ministry in implementation and monitoring of the Scheme, and is envisaged to provide key technical services needed for programme management and to facilitate technical assistance to States on Governance issues and for Capacity Building in major functional areas. The NPMU, would include the following units/consultants:

⇒ Governance Unit
⇒ Administrative & Financial Data Planning and Analysis Cell
⇒ Providing Public amenities like Drinking water, Fuel , waterways, Rural electrification, and Renewable energy sources, Public distribution system
⇒ Ensuring Health, Nutrition and Sanitation
⇒ Ensuring Pre-primary education, Universal Primary education, Adult and non-formal education, libraries
⇒ Agriculture, Land management, Land improvement, soil conservation, water & watershed management, minor irrigation, Social forestry, farm forestry, Minor forest produce
⇒ Livelihood issues including employment, migration, Small Scale, Khadi, village & Cottage industries, Animal husbandry, dairying & poultry, grazing and fodder , fisheries
⇒ Social welfare & Welfare of weaker sections (Persons with disabilities, mental health issues, women, children, aged, Scheduled Castes and the Scheduled Tribes); Child labour; Violence and Poverty alleviation and Rural housing
⇒ Infrastructure & Maintenance of community assets
⇒ Planning
⇒ Research, evaluation and studies, Documentation
⇒ Use of Media for IEC and training
⇒ Gender
⇒ MIS- setting up of a MIS for RGSA and Panchayats.

MAJOR FUNCTIONS OF NPMU
- Monitoring,
- Research,
- Cross State learning,
- Campaigns,
- Innovative activities,
- Workshops & conferences
- Co-ordination with State programmes and
- Effective implementation of RGSA

These NPMU units under the guidance of the Advisory Committees and the concerned JS, shall provide technical support to States and Panchayats, and participate in cross State sharing, monitoring and appraisals. They shall also assist the states to:

- Develop strategies and action plans.

- Facilitate intra and inter state experience sharing activities, through cross state sharing workshops and national level workshops and seminars as well as through documentation.

- Generate materials for use in trainings and for wider dissemination.

- Provide support to the states for developing appropriate training materials and adopt training methodologies.

- Appraisal of plans, especially annual work plans by units so as to ensure that sectoral issues have been appropriately addressed.

Advisory Committees:

There will be for each group of subjects listed in the Eleventh Schedule, an advisory committee consisting of 7 to 10 domain experts and representatives from concerned Departments/ Ministries and State Governments, who will provide guidance to the programme for the concerned sector.   The possible Advisory Groups are:

Governance
Agriculture, Land management, Land improvement, soil conservation, water & watershed management, minor irrigation, Social forestry, farm forestry, Minor forest produce; Animal husbandry, dairying & poultry, grazing and fodder , fisheries
Small Scale, Khadi, Village & Cottage industries; Poverty alleviation, Livelihoods, Employment & migration, Rural housing
Public amenities like Drinking water, Fuel, Roads, Waterways, Rural electrification, and Renewable energy sources, Public distribution system
Primary, Adult and non-formal Education, libraries
Health, Nutrition and sanitation
Social welfare & Welfare of weaker sections (Persons with disabilities, mental health issues, women, children, aged, Scheduled Castes and the Scheduled Tribes) ; Child labour; Violence,
Infrastructure & Maintenance of community assets

Chapter 10
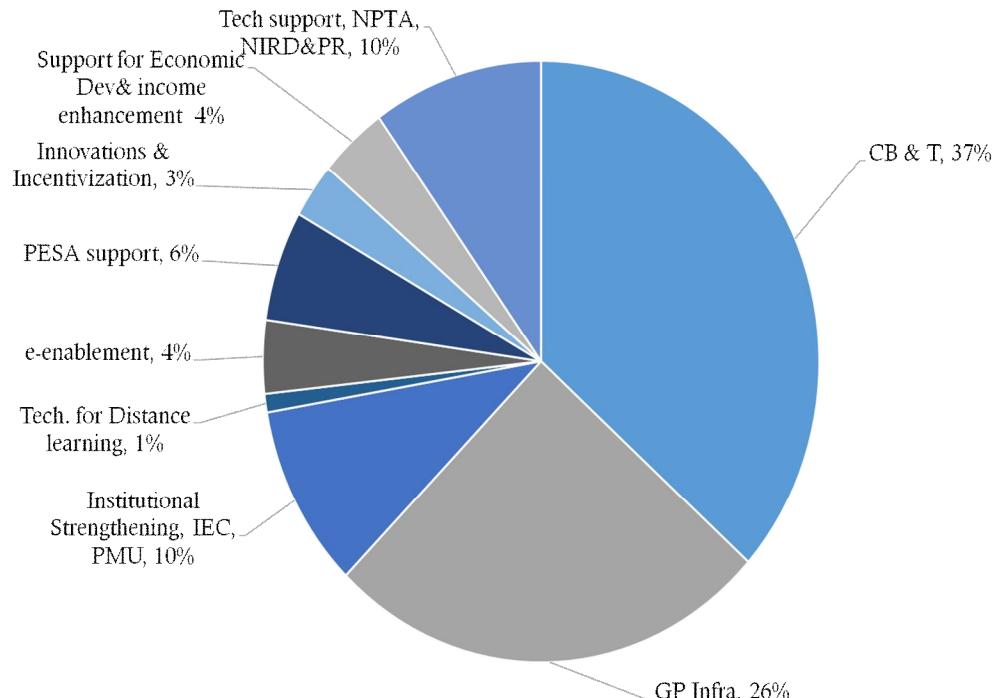
STATE COMPONENT

The scheme will have State Component primarily - Capacity Building of PRIs which shall include Trainings/workshops, administrative and technical support including e-enablement of GPs, and GP buildings etc. States are expected to prepare plans for central funding to undertake activities as per their requirements/priorities, from the list of activities permitted under the scheme.

Capacity Building & Training	Technical support to PRIs	e-Enablement of Panchayats
Distance Learning	Strengthening Gram Sabha including in PESA Areas	Project based support for Economic Development /Income Enhancement
Administrative & Financial Data Analysis & Planning Cell	Training Infrastructure & HR	IEC (2%)
Panchayat Buildings & Community Hall	Innovative Activities	Programme Management (5%)

BUDGET FOR STATE COMPONENT

Tech support, NPTA, NIRD&PR, 10%

Support for Economic Dev& income enhancement 4%

Innovations & Incentivization, 3%

PESA support, 6%

e-enablement, 4%

Tech. for Distance learning, 1%

Institutional Strengthening, IEC, PMU, 10%

CB & T, 37%

GP Infra, 26%

(Rs in Crores)

HEAD	2018-19	2019-20	2020-21	2021-22
Training	649.62	653.62	673.62	698.62
Training Infrastructure and HR	66.3	65.3	64.3	63.3
Strengthening of Gram Sabhas in PESA areas	107.74	107.74	107.74	107.74
Distance learning	10	10	10	10
Support for innovations (Innovative activities)	10	10	10	10
Technical Support to PRI	150	150	150	150
Administrative & Financial Data Analysis & Planning Cell	1.56	1.56	1.56	1.56
Panchayat Building and Community hall	270	940	495	170
E-enablement of Panchayats	62.8	62.8	42.8	42.8
Projects based support for economic development and income enhancement	40	50	110	100
IEC (2%)	27.36	41.02	33.3	27.3
Programme Management (5%)	68.40	102.55	83.25	67.7

Capacity Building and Training (CB&T)

CB&T of various stakeholders of Panchayats is a complex task, as it involves large number as well as a wide range of stakeholders. The challenge is to reach out to this diverse group while ensuring high quality and context specific CB&T. Moreover, as Panchayats are local governments, the subjects to be covered is also large: ranging from management, finance, social mobilization to the 29 subject areas that are to be devolved to Panchayats. The challenge of CB&T has further increased, in the context of Finance Commission devolutions to Panchayats, Operationalisation of GPDP and achievement of SDGs.

Under the erstwhile schemes of Capacity Building of the Ministry, substantial support for training and training infrastructure has been provided. The Ministry had also facilitated sharing across States, knowledge based activities like workbooks, quiz, helpdesk, street plays, exposure visits of ERs etc. Other activities included Workshops for departmental officials and SIRDs/ PRTIs, orientation of State Resource and preparation of Supporting resource material/ manuals on different thematic areas.

National Capability Building Framework (NCBF): The MoPR has issued a detailed NCBF which lays down a comprehensive framework for building the capacity of PRIs and provides flexible guidelines for training infrastructure, resource persons, logistics of implementation, monitoring & evaluation, training programme norms, subjects, duration, target groups & pedagogical software. The Work Plans prepared by the States should confirm to the NCBF.
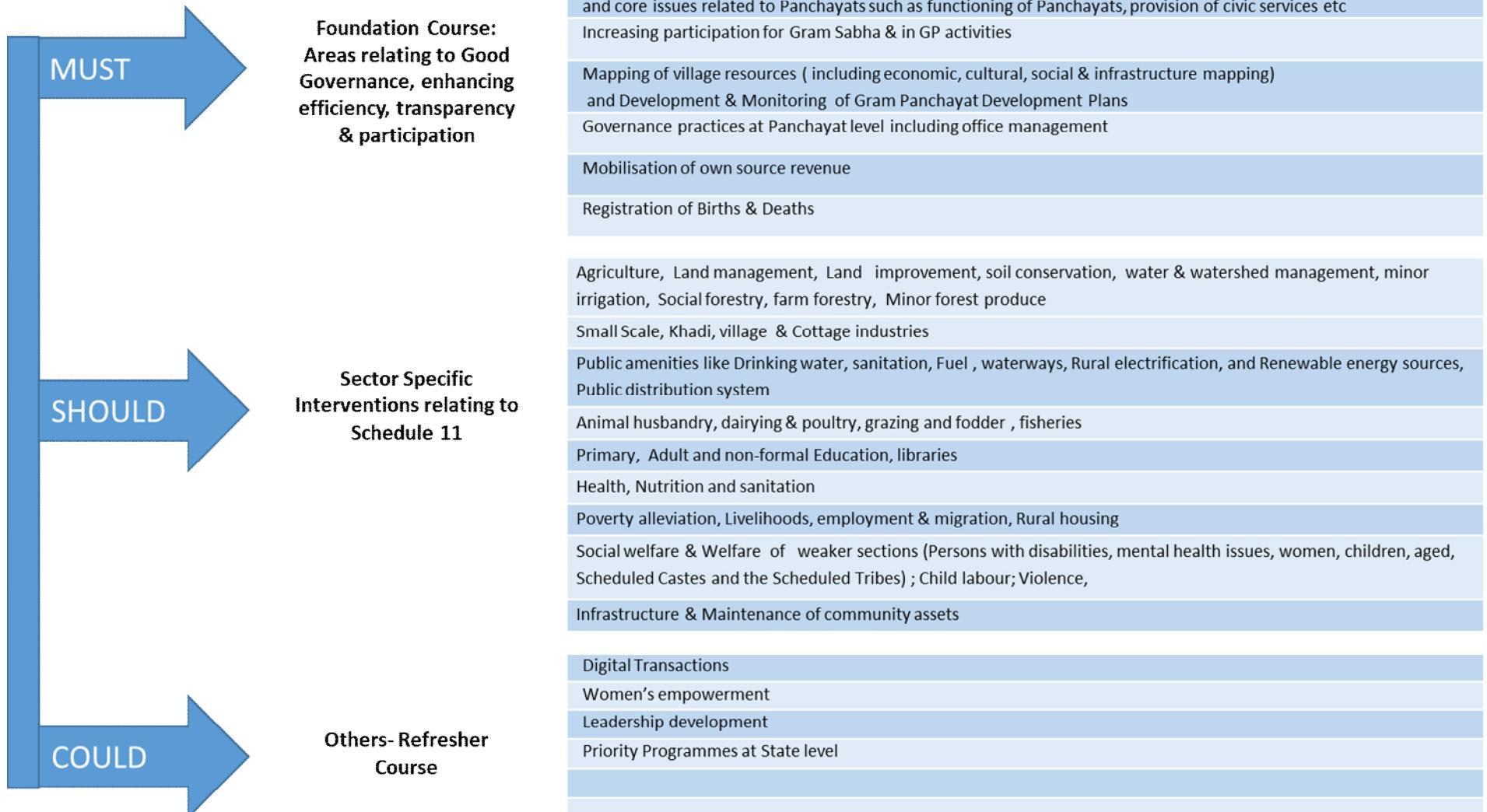
States are required to prepare detailed Annual State Capacity Building Plans for PRIs in accordance with the Guidelines and submit them to the MoPR for appraisal and approval. The annual plans are required to be developed by the States following a needs assessment and a process which must include extensive consultation with ERs, PFs and other stakeholders concerned. States /UTs will have flexibility to evolve States specific CB&T Plans.

The States may keep in view the following while finalizing their Capacity Building Plan:

- Activities to be taken up before the preparation of the Plans should include:
    - Training Needs Assessment (TNA),
    - Consultation with ERs, PFs and other stakeholders
    - Assessment of Trainers
    - Plan for training of MTs
    - Impact assessment of training programmes

- CB&T activities will be based on the NCBF developed by MoPR
- Training programmes for PRIs following phased saturation approach with focus on newly ERs and functionaries.
- Orientation training of newly elected ERs to be conducted within 6 months of their election. Refresher courses for ERs to be conducted within two years of their election.
- Special targeted capacity building interventions to be conducted for women ERs and ERs from disadvantaged groups like SCs and STs.
- Priority will be on Mission Antyodaya GPs and Aspirational districts.
- CB&T programmes for PRIs will focus on areas like leadership development, local planning, office management, own source revenue generation, monitoring and implementation of various schemes, women empowerment etc. Subjects of National importance like primary health and immunization, nutrition, education, sanitation, water conservation etc. should also be an area of focus.
- Training plan to also include module on scheme of Panchayat Awards.
- Training on preparation, implementation and other aspects of GPDP. Should be ensured.
- Exposure visits for ERs and PFs both within and outside the State. Development of model Panchayats as Peer Learning Centres (PLCs)/immersion sites where regular exposure visits can be organised.
- In addition to PRIs, training may be organized for District Collectors/CEO ZP on effectively utilizing various provisions under RGSA
- A provision for trainee assessment and feedback at required intervals
- Giving reference materials prepared for neo literates to trainees for reference on return to Panchayats.

The focus of training will be overall Capacity Building of PRIs to enable them to function effectively as the third tier of Government/ Local Self Government (LSG). The trainings will focus on the following:

MUST → **Foundation Course: Areas relating to Good Governance, enhancing efficiency, transparency & participation**

- Powers, Role & functioning of Panchayats: Fundamentals of Panchayati Raj' - that are common and need to be addressed by all States, with reference to 73rd and 74th Constitutional Amendments, the National policy framework, and core issues related to Panchayats such as functioning of Panchayats, provision of civic services etc
- Increasing participation for Gram Sabha & in GP activities
- Mapping of village resources (including economic, cultural, social & infrastructure mapping) and Development & Monitoring of Gram Panchayat Development Plans
- Governance practices at Panchayat level including office management
- Mobilisation of own source revenue
- Registration of Births & Deaths

SHOULD → **Sector Specific Interventions relating to Schedule 11**

- Agriculture, Land management, Land improvement, soil conservation, water & watershed management, minor irrigation, Social forestry, farm forestry, Minor forest produce
- Small Scale, Khadi, village & Cottage industries
- Public amenities like Drinking water, sanitation, Fuel, waterways, Rural electrification, and Renewable energy sources, Public distribution system
- Animal husbandry, dairying & poultry, grazing and fodder, fisheries
- Primary, Adult and non-formal Education, libraries
- Health, Nutrition and sanitation
- Poverty alleviation, Livelihoods, employment & migration, Rural housing
- Social welfare & Welfare of weaker sections (Persons with disabilities, mental health issues, women, children, aged, Scheduled Castes and the Scheduled Tribes) ; Child labour; Violence,
- Infrastructure & Maintenance of community assets

COULD → **Others- Refresher Course**

- Digital Transactions
- Women's empowerment
- Leadership development
- Priority Programmes at State level

Following will be supported for capacity building of PRIs under RGSA:

- To ensure quality of training programmes a continuous cyclical approach for training will be supported. The cycle should include TNA, development of appropriate tools/training modules/materials, training of trainers, conduct of trainings, tracking of trainings, independent assessment of training.

- Development of training modules and materials including E-modules, open online courses, mobile apps, printed materials, short films on good practices, audio material for dissemination through Radio & other means and other forms of dissemination of materials. Collaboration/networking with institutions of excellence/Universities/Colleges/Academics/faculties will be supported for preparation of quality training materials and development of pool of MTs for PRIs.

- CB activities under RGSA will be converged with CB initiatives of other Ministries viz. MoHRD, MoRD, MoHFW, MDWS, M/o Agriculture, Cooperation & Farmer welfare, Dept. of Animal Husbandry, MoTA and M/o Social Justice.

- Collaboration with academic institutions/ Universities/Colleges, and voluntary organisations /NGOs registered with NITI Aayog, will be supported for providing handholding support to GPs for preparation of GPDPs.

- Exposure visits for ERs and PFs both within and outside the State. Development of model Panchayats as PLCs/immersion sites will be supported for enabling them to host regular exposure visits.

- Software/ Aadhaar based tracking of training programmes.

Development of Model Panchayats for Exposure visits:

i. Development of Model Panchayats: This intervention will ensure geographical and subject-wise development of Model Panchayats across the country. Model Panchayats should be developed in the following two areas:

⇒ Areas relating to the working of Panchayats (Good governance & enhancing overall efficiency, transparency & participation)

⇒ Sector specific areas relating to Schedule 11, where line Departments may also be involved

Development of Model Panchayats	
Areas relating to Good Governance, enhancing efficiency, transparency & participation	Sector specific areas relating to Schedule 11

Model Panchayats should also be able to impart know-how of raising own resources. This can be done in two ways:

a. Through mapping of already existing good examples/ best practices and upgradation where required

b. Development of New Panchayats as model Panchayats. Such Panchayats should be taken up only in cases where there are no good examples nearby OR where there are no replicable good examples in that thematic area.

Institutional Structure for Training (Training HR and infrastructure)

The complexity and challenges of PRI trainings call for strong institutional capability in terms of infrastructure, training equipment and tools, as well as faculty, resource pools, and coordination of cascading trainings and technology enabled trainings that can be transacted in volumes. RGSA will support need based creation of such infrastructure and facilities in the training institutions of the State, and district levels where already committed. States will be expected to strengthen their own institutional structure for CB&T while collaborating with existing resource institutions, NGOs etc. to ensure high quality CB&T and extended outreach. State Institutes of Rural Development (SIRDs)/ Panchayati Raj Training Institutes (PRTIs) may also utilize the training infrastructure of other departments in the State for conduct of trainings for PRIs. In this regard, copy of advisory issued by MoRD for use of training infrastructure of RSETI is at Annexure-VII. However, priority will be on the identified Aspirational districts and districts with relatively higher concentration of Mission Antyodaya GPs and already committed/approved investment in MoPR's earlier CB support schemes.
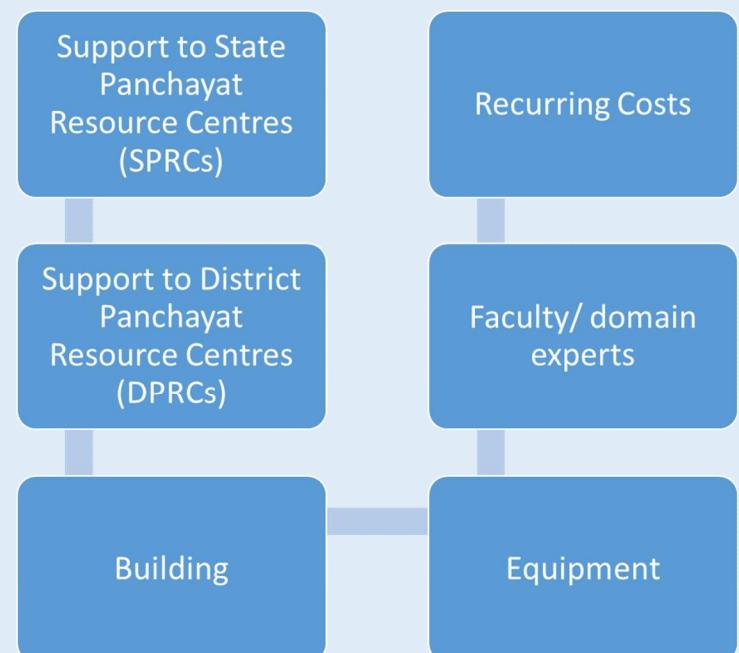
State Panchayat Resource Centres (SPRCs) are established at State Institutes of Rural Development and Panchayati Raj (SIRDPRs) or any other State level institution. District Panchayat Resource Centres (DPRCs) may be strengthened in existing institutions or new centres established where these are already approved by MoPR. The centres are expected to be focal points for conduct and coordination of training, research and analysis, documentation and communication as per prescribed standards. These centres would be responsible for developing State training networks with academic and research institutions.

MoPR has supported SPRCs and DPRCs with infrastructure (building and equipment) including distance learning facilities, faculty/domain experts and recurring costs. Manpower cost as provided under RGSA will be supported.

SPRCs will develop training curricula, train resource persons, prepare training materials, undertake research and lead the capacity building & training activities in the State.

DPRCs at the district level will roll out training for PRIs and provide continuous training and handholding support to ERs and functionaries in collaboration with existing government and non-government resource institutions.

SPRCs, DPRCs and other major training Institutions utilised for training of PRIs should be connected through distance learning facilities

The specific responsibilities of the SPRCs may be as follows:

- Formulation of a strategy for capability building of Panchayats.
- Development of appropriate training modules and materials
- Support to district and block resource centres in conducting training at decentralized levels
- Development of technical master trainers and resource persons for training of Panchayat representatives and functionaries.
- Establishment of linkages and coordination with specialist institutes to provide training in various subjects such as education, health, sanitation, women and child, agriculture, etc.
- Networking with NGOs and other resource institutes to share experiences, mutual learning and sharing of training material.
- Conduct of training, seminars, conferences, workshops in the broad field of Panchayati Raj, decentralized planning, decentralized development and other emerging needs of topical relevance.
- Promotion and coordination of research work on its own and also in association with universities, specialized research institutes etc. on Panchayati Raj, decentralised development and other related contemporary issues.
- Analysis of specific problems of PRIs and formulation of strategies for problem solving.
- Act as a resource house for all literature relating to Panchayati Raj system, decentralized development and other allied matters. The resource centre will also be the store house of all relevant information, baseline data relating to various developmental aspects of the state to facilitate planning process in the rural areas.
- Prepare, print and publish papers, periodicals, books relating to various subjects in the field of Panchayati Raj and decentralized development.
- Provision of guidance for or conduct of monitoring and evaluation on various aspects relating to Panchayati Raj system in the state.

The following basic infrastructure is recommended:
- Conference rooms.
- Auditorium.
- Well equipped library-cum-study room.
- Separate hostel facility for male and female trainees and trainers with twin sharing rooms.
- A dining hall with adequate seating capacity
- Office accommodation for faculty, academic and office staff.
- Staff quarters for campus housing.
- Physical infrastructure for the State Satellite Hub, for satellite based training system with facilities for linkages with Satellite Interactive Terminals to be set up in the block resource centres-with two way audio-video connectivity.
- Transport facility for taking trainees to field visits
- Information Technology cell equipped with all facilities for organising various courses on computer application, use of tools and software and other ICT related matters

The SPRC is anticipated to have 5 core faculty, preferably in the following areas of specialization:

- Panchayati Raj, Decentralized Planning, Micro-Planning etc.
- Women Empowerment, Gender Issues and Social Justice.
- E-governance, PES, Accountancy & Budgeting etc.
- Sectors such as Rural Development, Skill Development and Livelihoods.
- Social sectors such as Education, Health and Sanitation, etc.

Distance learning facility through SATCOM, Internet Protocol (IP) based technology or other technology:

States are expected to clearly indicate in their RGSA plan how they plan to develop/use existing distance learning facility (SATCOM network, IP based etc.) for capacity building of PRIs. Based on the merit of the plan, RGSA will support the capital expenditure and maintenance cost for a specific period. In view of the rapidly evolving technology, the focus should be on adoption of new and more sustainable technologies for distance education. The State Government will need to develop state-specific content and ensure optimal utilization of the facility for capacity building and awareness building of key stakeholders.

E-enablement of Panchayats:

E-enablement of PRIs to avail of the opportunities provided by rapidly changing technology from the internet and cloud, to mobile applications and satellite communication would help modernize and enhance citizen centric service delivery and governance in Panchayats. The Panchayat Enterprise Suite (PES) (e-applications) developed by MoPR under e-Panchayat MMP will form the bedrock of e-enablement of Panchayats to increase their effectiveness for governance and service delivery. Where State led initiatives for e-governance have been undertaken, these will be supported and aligned with the PES.

States need to ensure that Common Service Centres (CSCs) are co-located in GP office buildings. This will help to ensure that GPs are perceived as effective institutions for local governance and better align them to ensure delivery of citizen centric services.

States would be expected to make all-out and sustained efforts to ensure appropriate CB&T for e-enablement of Panchayats. In order to improve human resource on the PES Applications and other software/State specific Applications; States may devise a Skill Certification Programmes on these ICT interventions wherein any person can learn and get certified. For this purpose, States may also link their respective Certification Programme with Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDUGKY).

The following activities under e-enablement will be supported :

- Computer hardware may be accessed through other schemes to the extent possible. Where it is not possible to provide hardware under other schemes, a computer, UPS and printer may be provided as per scheme norms.

- States that do not have adequate computer literate manpower in Panchayats may provide for service providers.

- States that have progressed with their own software and perceive their software to be more relevant in terms of context specificity will be supported to develop interface software to report to Union Government through PES. Similarly, creation of interface with GoI schemes like MGNREGS will be supported to bring the assets created there under in the Panchayat asset register.

- For management and troubleshooting for PES and other web based applications, States are required to put in place a dedicated management and technical support group at both the State and district levels. These e-Governance Resource Groups (e-SPMU and e-DPMUs) at State and District levels will be supported under RGSA.

The suggested manpower at SPMU and DPMU could be as follows:

Manpower at for e governance at SPMU:
- Project Manager   - Accounting Expert   - Technical Assistant

Manpower at for e governance at DPMU:
- District Project Manager   - Technical Assistant

Human Resources

Panchayats have been assigned important functions under the Constitution and various Central & State Acts. They have also been assigned responsibilities in many Central & State and programmes. However, the human resources available to Panchayats differs widely across the States. The Sumit Bose Committee has made recommendations regarding essential human resources required for effective functioning of Panchayats. (Annexure I).

The Committee has recommended that all personnel working in Gram Panchayat should be under the administrative control of GP. It has also made recommendations consisting of eligibility, recruitment process, specified career growth plan and training framework. States should examine the position regarding their States and make suitable provisions for adequate human resources to Panchayats.

Technical support to Panchayats:

A crucial gap in the availability of human resources is the lack of technical support at the cutting edge level of Panchayats . Provision of technical support to Panchayat have been a key recommendation of the Committee on human resource . In order to provide technical support to GPs/cluster of GPs, provision for technical support to Panchayats will be supported. This could be done keeping in mind local conditions. Some suggestions are given below:

- The State annual plan will include basic information regarding PRIs, the targets and milestones for the year, details of activities to be undertaken by the State under each component, along with estimated budget.

- All States should do a mapping exercise to identify staff available at the GP/ Cluster level, including those appointed under different programmes like Rural Development schemes.

- All functions assigned to Panchayats for which personnel/ technical support is not easily available may be mapped.

- Where staff available under a programme can be used for other functions- this should be identified and work formally assigned. through instructions from competent levels.

- For other functions the GP can access technical support through the following methods:

  ⇒ Hiring of a technical person by the GP/ cluster of GPs on outsourcing basis as per rules.

  ⇒ Identifying a group of youth for such functions. Basic qualifications need to be prescribed. These groups can be trained under Skill building and similar schemes. These groups can then be registered at the Block level and GPs can hire their services as per requirement. This could provide flexibility to GPs.

  ⇒ Organisations like NYKS and NSS under the Ministry of Youth Affairs can be involved for such an initiative.

  ⇒ Other methods for accessing technical support (eg tying up with an engineering college/ ITI/ Vocational College in the vicinity) can also be explored.

Technical staff for support to GP/ Cluster

Technical services for support to GP/ Cluster

- All such technical support/ persons should be entered with details in the accounts of the GP.

Gram Panchayat Buildings:
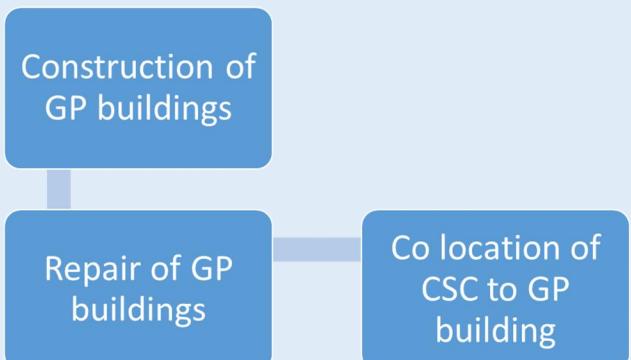
Gram Panchayat Bhawan functions as the office of the Gram Panchayats for discharging assigned functions like issuing of certificates, permits, licences etc. It can also be used as a Central point for all functions like holding of Gram Sabhas, place for providing information etc. However, many Gram Panchayats do not have their own office buildings. Others are in a dilapidated condition and in need of repairs.

The prime responsibility for providing Panchayat infrastructure including GP building vests with State Government , & States will be expected to obtain funds for GP buildings with /and community hall from various sources , However, where funds cannot be accessed from other schemes, financial assistance on a limited basis for construction/repairing of GP buildings with community hall will be provided based on proposals from States. Since the provision under this head is inadequate, States are advised to ensure effective convergence of funds on other schemes e.g. MGNREGA etc. for construction of Gram Panchayat Bhawans as far as possible. Preference will be given to Panchayats who can demonstrate effective and vibrant functioning.

Efforts should be made to ensure a functional building, with provisions for seating of public, meetings of gram Sabhas, provision of "information walls" multifunctional rooms, trees for shade etc., in order to ensure that the building as well as open areas are used effectively for carrying out the functions of the GPs.

Based on the above criteria, following civil works in GPs will be funded:

- New GP buildings /and with community hall.
- Repair of existing GP buildings.
- Additional room in Panchayat Bhawan to accommodate Common Service Centre.
- Construction of toilets with separate toilets for women in existing buildings.
- Electricity connections and water supply in existing and new GP buildings.
- Providing barrier free access for persons with disabilities

Construction of GP buildings

Repair of GP buildings

Co location of CSC to GP building

States will be expected to follow eco-friendly designs for such buildings, and ensure that disaster mitigation norms are followed. Cost norms of State or the Central Government (whichever is lower) should be used for cost estimates.

Cost for land for GP building will NOT be funded from RGSA

Common Service Centres (CSCs): The CSC is an approved projects under the National e-Governance Programme (NEGP). The key objective of CSCs is to deliver various citizen centric services. States and Panchayats can explore the co-location of CSCs in GP offices to promote single point delivery of citizen centric services.

Special Support for strengthening Gram Sabhas in Fifth Schedule Areas

Fifth Schedule areas are rich in natural resources and cultural traditions. However, these areas need improvement in infrastructure facilities and delivery of services in order to attend to issues emerging from illiteracy, poverty and malnutrition. The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, (PESA) was enacted in 1996 to empower the tribals with special powers of self-governance through Gram Sabhas. Effective implementation of PESA will bring development and deepen democracy in these areas. Implementation of PESA will be possible only if Gram Sabhas understand and perform their role.

Capability development for the PESA to undertake local planning and implementation at the Gram Sabha level will be supported under RGSA. For effective implementation of PESA and to strengthen Gram Sabhas and PRIs in Fifth Schedule area, following activities will be funded:-

- HR support for mobilising, capacity building and strengthening of Gram Sabha and PRIs.
- Orientation/handholding support for capacity building and strengthening of Gram Sabha and PRIs through competent institutions or Voluntary organisations/NGO.

**Gram Sabha Orientation/ Handholding Support**
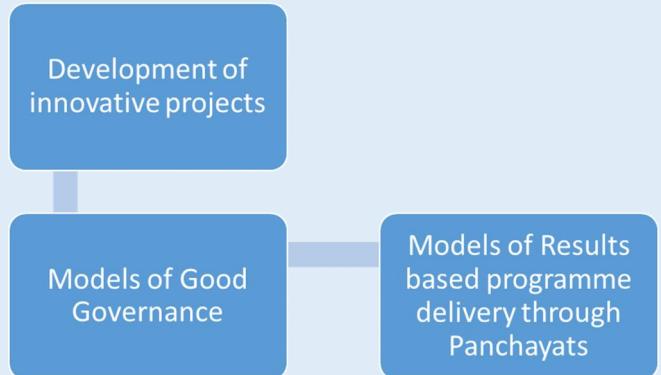
Human Resource

Support for Innovations:

RGSA will provide support for Innovations for incubating and developing models of good governance and results based programme delivery through Panchayats. Any proposals under this head should clearly bring out the innovative feature and how this is new and different and the impact that this would have on functioning of Panchayats.

The Project proposal should highlight Innovative activities & processes. Such projects by government and reputed non-government organizations, resource institutions may be included in State plans. Proposals for innovative activities at the Panchayat level in line with following suggestive issues may be proposed:
⇒ Innovation in strengthening GP governance and service delivery
⇒ Innovation in use of technology to deliver local solutions
⇒ Innovative methodologies of capacity building
⇒ Increasing Panchayats' own source revenue
⇒ Strengthening transparency & accountability
⇒ Enhancing impact of panchayat led governance in respect of SDGs etc.

Development of innovative projects

Models of Good Governance

Models of Results based programme delivery through Panchayats

These innovative projects may be undertaken through government, other technical institutions, reputed agencies/NGOs etc. Details of support for innovations should feature in the State plan, and will be supported on the basis of merit of the proposals. The decision on supporting innovations will be taken by the CEC of RGSA.

Project based support for economic development and income enhancement:

Panchayats are expected to be engaged in planning and implementation of schemes for economic development activities. Article 243-G of the Constitution has empowered the States to devolve the responsibility inter-alia for implementation of schemes for economic development and social justice including 29 subjects listed in Eleventh Schedule. The Panchayats must utilize their potential in catering to the need for economic development and other subject areas.

Projects for Economic Development at GP

- Under this component, GP/cluster of GPs will be funded for micro projects on economic development and income enhancement. Financial assistance in the form of viability gap funding for micro projects catering to subject areas enlisted in the Eleventh (11th) Schedule of the Constitution for devolution to Panchayats would be provided based on the merit of the proposal and its viability and sustainability .
- These projects would be forwarded by the State Government after approval of DPC. The funding from the MoPR will be limited to critical resource gaps, which are not available under any other scheme or require more resources in critical areas.

Projects for Economic Development at GP cluster

<u>Administrative & Financial Data Analysis and Planning Cell in States</u>

Unavailability of information and authentic data related to PRIs is often cited as one of the key challenges for policy analysis and decision making. SFC that are tasked with the responsibility of proposing the contours of financial devolution, are hampered by lack of information on performance, financial resource flow, and the requirement of PRIs. The situation is compounded by the poor capacity of PRIs in this regard. This necessitates the creation of an Administrative and Financial Data Analysis and Planning cell that can support the State Government and the SFC in identifying and rectifying gaps in information and analysing fiscal flows, and utilizations, to come up with concrete strategies for financial devolution and management.

Hence, RGSA will provide HR and operational support for an Administrative and Financial Data Analysis and Planning cell at the State level for

- Collection, collation and analysis of fiscal and performance data of Panchayats and suggest corrective interventions.
- Resource augmentation of Panchayats through capacity building, improved reporting and monitoring
- Operationalising Panchayat Performance Assessment Systems
- Improvement of the budgeting, accounting and auditing systems of panchayats and simplification of processes, formats, registers, by-laws etc.

States may hire / engage on outsourcing basis one Financial Data Analyst, one Data Entry Operator for this Cell. The Cell will function under the overall control of the Head of the Programme Management Unit of the State.

Programme Management Unit (PMU)

The present strength and capacity of State Panchayati Raj departments needs to be enhanced to enable them to undertake the task of preparing States plans and implementing RGSA for the development of Panchayats in the State. To support the Panchayati Raj departments of the States, PMU at the State level may be set up for planning, implementation and monitoring of RGSA from within the 5% Programme management costs. Professionals with relevant experience and expertise in capacity building, Panchayati Raj & social development, IEC, monitoring & evaluation etc. may be engaged. Full time consultants as well as short time consultants may be hired from time to time or outsourced to professional agencies for programme management as per norms approved by the SEC.

The function of State Programme Management Units (SPMU) will be to assist the Panchayati Raj Departments of the State in :

- Preparing annual plans
- Implementing the scheme as per the guidelines of RGSA
- Providing technical support for social mobilization, accounting and e-enablement of Panchayats, monitoring and Incentivization of Panchayats etc.
- Monitoring physical and financial progress of scheme and timely reporting through RGSA MIS.
- Timely reporting on the progress of implementation.
- To keep a watch on the functioning of e-SPMU and e-DPMU and issue necessary instructions to them for effective implementation of RGSA as and when required.

Suggested Staff Structure at State Programme Management Unit (SPMU)

All States already have a Department of Panchayati Raj alongwith a Directorate of Panchayati Raj with approved staff positions. The purpose of an SPMU is to provide additional capacity at State level for the purpose of capacity building of Elected Representative and Panchayat functionaries, especially keeping in mind the new initiatives, and tasks of Panchayati Raj Institutions.

The purpose of SPMU is not to substitute the work of the Department or the Directorate but to provide additional resources in areas which are new. These include framing of GPDP and micro planning, Training, enhanced focus on capacity building of women representatives and representatives from weaker sections, legal literacy, enhanced use of technology and computers, apart from areas where Panchayat capacity has been low like Procurement & disbursement, Monitoring & Evaluation

PMU at the State level may be set up for planning, implementation, and monitoring of the scheme from within the 5% available in management costs. SPMUs can hire full time consultants as well as short term consultants, which can also be outsourced to professional agencies for Programme Management as per norms approved by the SEC.

It should be ensured that only Professionals with relevant experience and expertise in the areas is as per requirements of the States like micro planning & community mobilisation, monitoring & evaluation etc. may be engaged. The SPMU could also have a project management unit to provide management and implementation support and to ensure a robust MIS system.

These professionals will also interact with the NPMU professionals in that area, to enable a consistent capacity building. The NPMU would be structured to facilitate technical assistance to States for identified major functional areas.

Suggested Functional Areas	Functions
Planning	Ensure Capacity building of GPs for preparation of GPDP, appraisal of plans, monitoring plan implementation
Training	Maintaining a data base of trainers, institutions, training needs assessment and breaking up of trainers as per level of learning & needs, monitoring trainings held, feedback & appraisal of trainings, pedagogical issues,
Gender	Look at issues relating to gender, ensuring mainstreaming of such issues in training, organizing additional capacity building where required
Economic Development	Infrastructure , Energy , Water Supply and Sanitation, local industries, mobilization of credit, Environment, Agriculture and related sectors
Social justice	Development of Scheduled Castes & tribes, Development of Children, Health , Education, Culture, Sports and Youth , Social Security including care of the aged and disabled
Project Management	Develop strategies and Action plans
Media & IEC	Use of media- newsletters, radio , social media for capacity building. Increasing attendance in Gram Sabhas
MIS	Managing the Management information system for RGSA
Procurement & Disbursement	Building capacity and providing assistance to GPs for procurement of works, services and goods
Civil works	Designing and construction of Panchayats. Making Panchayats complexes a CBD for the village. Providing technical support to GPs for construction activities
Monitoring & Evaluation	Monitoring progress of RGSA. Also initiating monitoring of work of GPs. Incentivisation of Panchayats etc.

Information, Education, Communication (IEC)

States will be expected to develop a comprehensive development communication strategy to undertake IEC activities in campaign mode at the beginning of the year. This could include monthwise issues and resource materials that could be made available to Panchayats. Upto 2% of funds can be utilised for IEC. The communication strategy should include the following:

- Responsibilities and Powers of Panchayats under the Constitution and Different State & Central Acts.
- Importance of Community Participation in voting and in meetings of Gram Sabhas.
- What is citizen centric Governance and how to institutionalise this.
- Raising awareness on socio-economic issues – this should specially focus on issues that can be taken up at the local level
- Awareness on Government Schemes including RGSA and how to access them. Care should be taken in such cases to also disseminate information on those who have accessed the schemes and where there have been issues in accessing the scheme.
- Information regarding resources available to Panchayats under different schemes. & voluntary disclosure by GPs regarding activities undertaken and expenditure thereto under GPDP.
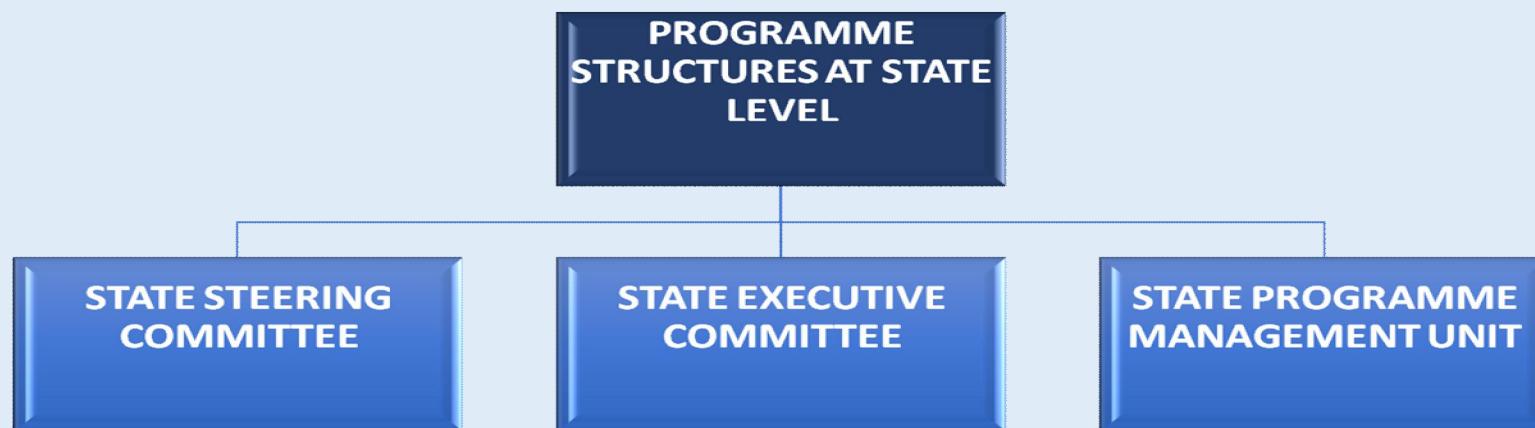
For facilitating such awareness campaigns-communication material can be developed in the form of manuals, flip books, posters, role plays, puppet shows, audio material etc. Permanent displays like Information walls, village model, and citizen information counters on fixed days can be considered. Other activities can include:

- IEC-BCC drive in campaign mode in line with Panchayat week/fortnight celebration/ other campaign across the State.
- Showcasing good practices and innovations by Panchayats
- Use of social media, mobile apps, audio visual media, community radio
- Special programmes/features in television channels
- Cultural activities, exhibitions, mobile vans to disseminate information about Panchayats and relevant Government schemes or issues

Campaigns should largely be done at the different levels of Panchayats. Campaigns can be taken up at the State level, but it should be ensured that such campaign is directly related to the work of PRIs , especially in the context of Sustainable Development Goals and good governance and service delivery by Panchayats. It should be ensured that adequate flexibility is given to GPs to conduct campaigns based on local issues.

Effort should be made to reach out to multiple target groups like poor households, PRI representatives, Policy makers, Opinion makers & Government functionaries & Gram Sabha members.

Institutional Mechanisms for Implementation, Monitoring & Management at the State Level

The RGSA will be implemented through the regular departmental mechanism. The following Institutional Mechanisms are envisaged at the State level

```
                    ┌─────────────────────────┐
                    │       PROGRAMME         │
                    │  STRUCTURES AT STATE    │
                    │        LEVEL            │
                    └─────────────────────────┘
          ┌──────────────────┼──────────────────┐
┌──────────────────┐ ┌──────────────────┐ ┌──────────────────┐
│  STATE STEERING  │ │ STATE EXECUTIVE  │ │ STATE PROGRAMME  │
│    COMMITTEE     │ │    COMMITTEE     │ │ MANAGEMENT UNIT  │
└──────────────────┘ └──────────────────┘ └──────────────────┘
```

State Steering Committee (SSC)

For the effective appreciation of the mandate of RGSA, formulating appropriate strategy and policy for implementation of the scheme in accordance with the guidelines of RGSA, monitoring of the scheme and ensuring transparency and accountability at all levels, the State Governments may set up a SSC under the Chairmanship of Chief Secretary for monitoring and review of the scheme.

Suggested composition of this Committee is as follows:-

Chief Secretary	Chairperson
Principal Secretary, Panchayati Raj	Member Secretary
Agriculture Production Commissioner	Member
Principal Secretary, Department of Planning	Member
Principal Secretary, Department of IT & Electronics	Member
Director General / Director, State Institute of Rural Development (SIRD)	Member
Principal Secretary, Department of Rural Development	Member
Principal Secretary, Department of Social Welfare	Member
Principal Secretary, Department of Women & Child Welfare	Member
Principal Secretary, Department of Primary Education	Member
Principal Secretary, Department of Health & Family Planning	Member
Principal Secretary, Department of Youth Welfare	Member
Principal Secretary, Department of Finance	Member
Director, Panchayati Raj	Member
Additional / Joint Director, Panchayati Raj Department	Member
Not more than two special invitees may also be nominated with the approval of the Chairperson	

STATE STEERING COMMITTEE

State Executive Committee (SEC)

Simultaneously a SEC may be set up in the State under the Chairmanship of Secretary, Panchayati Raj Department for approving Annual State Capacity Building Plans to be prepared by the State in accordance with the RGSA guidelines, taking into account the requirements of the Panchayats on the basis of their GPDPs, with thrust on formulating plans keeping in view the 29 items included in the Eleventh Schedule of the Constitution and also to achieve the SDGs. Such plans are also required to be made as aligned to the objectives of Mission Antyodaya in the Panchayats covered by that Mission and also those falling in 115 Aspirational Districts

Suggested composition of this Committee is as follows:-

STATE EXECUTIVE COMMITTEE

Secretary, Panchayati Raj Department	Chairperson
Secretary, Department of Agriculture	Member
Joint Secretary, Panchayati Raj	Member Secretary
Director General / Director, State Institute of Rural Development (SIRD)/ Panchayati Raj Training Institute	Member
Joint Secretary, Department of Planning	Member
Joint Secretary, Department of Rural Development	Member
Joint Secretary, Department of Social Welfare	Member
Joint Secretary, Department of IT and Electronics	Member
Joint Secretary, Department of Women & Child Welfare	Member
Joint Secretary, Department of Primary Education	Member
Joint Secretary, Department of Health & Family Planning	Member
Joint Secretary, Department of Youth Welfare	Member
Joint Secretary, Department of Finance	Member
Director, Panchayati Raj	Member
Additional / Joint Director, Panchayati Raj Department	Member
Not more than two special invitees may also be nominated with the approval of the Chairperson	

Chapter 11

PROCEDURE FOR ACCESSING FUNDS UNDER STATE COMPONENT

Annual State Capacity Building Plans under RGSA (State Component)

States are required to prepare detailed Annual State Capacity Building Plans for PRIs in accordance with the RGSA guidelines and submit them to the MoPR for appraisal and approval. The annual plans should be developed by the State following a needs assessment and a process which must include extensive consultation with ERs, PFs and other stakeholders concerned. The scheme of RGSA provides the requisite flexibility to States to formulate State specific interventions for CB&T of PRIs. The States will inter alia focus on SDGs and Gram Panchayats covered by Mission Antyodaya and those falling under the identified 115 Aspirational districts. Simultaneously, the States also need to work towards implementation of the recommendations of Sumit Bose Committee, particularly relating to ascribing multiple tasks and jobs to the frontline workers at the cutting edge level, so that their services can be utilized in different domains which will also result in achieving overall economy in expenditure. The job description of these frontline workers may be reviewed by the States under the supervision of the SSC and tailored to fit into overall system accountable to Gram Panchayats.

The States will accord priority for Capacity Building to those villages/Panchayats that have predominant population of vulnerable sections viz. Scheduled Castes or Scheduled Tribes.

For improving transparency and accountability an online monitoring and reporting system for RGSA will be put into place incorporating Aadhar based authentication system for monitoring of CB&T activities. The release and tracking of RGSA funds will be done through transaction based PFMS.

Chapter 12

COST NORMS UNDER RGSA

S.N.	Activity	Cost Norms
1.	Technical support for Panchayats	Honorarium Technical support to Block for GP/ cluster of GPs @ Rs. 50,000/ month
2.	Construction and repair of GP buildings with/ and Community hall (priority on Mission Antyodaya GPs and GPs in identified Aspirational)	Rs.20 lakh/GP building with/and Community Hall Rs. 4 lakh for additional hall/room at Panchayat Bhawan for co locating Common Service Centres (CSC) Rs. 4 lakh for renovation of GP building including repairs, construction of

Training Programmes

A. Unit cost per participant per day for training of Elected Representatives and Panchayat Functionaries under RGSA

S.N.	Category	* Cost per participant per day (in Rs.)
i.	Training at State level for ERs, functionaries, Resource Persons, Master Trainers etc.	1900.00
ii.	Training at District level for ERs, functionaries, Resource Persons, Master Trainers etc.	1100.00
iii.	Training at Block Panchayat/Cluster level of ERs, Functionaries, Resource Persons, Trainers etc.	800.00

S. No.	Activity	Cost Norms
B	Hand holding Support for GPDP formulation by academic Institutions	@Rs.10,000/- per GP
C	Training Needs Assessment	Up to Rs. 5 lakh per year per State/UT
D	Development of training modules	Up to Rs.5 lakh per year per State (Rs. 5 lakh/yr/State)
E	Development of training material including films and electronic materials	Up to Rs.10 lakh per year per State (Rs. 10 lakh/yr/State)
F	Exposure visits within State	Up to Rs.2500/- per day per participant
G	Exposure visits outside State	Up to Rs.4000/- per day per participant
H	Panchayat Learning Centres (PLC)	Up to Rs.5 Lakh per PLC
I	Evaluation of capacity building and training activities	Up to Rs.5 lakh per year per State/UT

Note : (*) This cost has been arrived in each case keeping in view of the factors of variation in cost of different items likely to be incurred per participant per day of training course at respective level.

**The CEC of RGSA may revise the ceilings in cases with justification.

4.	Institutional Structure	
a	Building and equipment at SPRC	Up to 1 crore/State (One time cost only)
b	Recurring cost on additional Faculty & O&M of SPRC	Up to Rs.40 lakh per annum per SPRC
c	Construction of building of new DPRC and provision of basic equipment.	Up to Rs.2 crore for new DPRC for already approved DPRCs
d	Recurring cost on additional Faculty and maintenance of DPRC	Up to Rs.10 lakh per annum per DPRC

5.	Distance learning facility through SATCOM or IP based technology etc.:	
a	Studio at the State level	• Cost to be proposed by the State
b	Satellite Interactive Terminals (SITs)	• CEC-RGSA to decide based on the merit of the proposal
c	Maintenance/ Technical manpower in SATCOM Studio	
d	Any alternative mode of technology	

6.	Administrative & Financial Data Analysis and Planning Cell in States (HR and operational costs)	Rs. 6 lakh/annum for HR support

7.	E-enablement	
a	E -governance resource group (State and District)	Rs.50,000 for e-SPMU/month Rs.35,000 for e-DPMU/month
b	Translation for applications in local language (One time support)	As determined by CEC based on proposal from State
c	Computer, UPS, printer (need based, focus on identified most backward districts and Mission Antyodaya GPs)	Rs.40,000/GP

8.	Special support for strengthening Gram Sabhas in PESA areas	
a	Honorarium of 1 Gram Sabha Mobiliser/ PESA GP	Rs.2500/- per month per PESA GP (Rs. 0.30 lakh p.a.)
b	Honorarium of 1 PESA Coordinator in PESA Block	Rs.20,000/- per month per IP/block (Rs. 2.40 lakh p.a.)
c	Honorarium of 1 PESA Coordinator in PESA district	Rs.25,000/- per month per district (Rs. 3 lakh p.a.)
d	Gram Sabha Orientation	Rs. 10,000 per PESA GP per year

9	Support for Innovations (Innovative activities)	Case to case : On the basis of State proposals up to total of Rs.10 crore/year for all states

10	Project based support for income development & income enhancement	Case to case : Average cost of Project of Rs. 2 crore and upto maximum of Rs. 5 crore on the basis of State proposals

11.	IEC activities	Up to 2% of the approved plan size

12.	Programme management	Up to 5% of the approved plan size

Note:

- Unit costs/ norms if approved by the concerned State, should be used where no unit costs have been fixed for any activity
- The unit costs given above indicate a maximum ceiling and Plans should be based on actual estimates where they are lower

ANNEXURES

Panchayati Raj