

**FRAMEWORK FOR IMPLEMENTATION  
OF  
CENTRALLY SPONSORED SCHEME (CSS)  
OF  
REVAMPED RASHTRIYA GRAM SWARAJ ABHIYAN (RGSA)  
(2022-23 to 2025-26)**





भारत सरकार  
पंचायती राज मंत्रालय  
**Government of India**  
Ministry of Panchayati Raj



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गिरिराज सिंह  
GIRIRAJ SINGH



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आज़ादी का  
अमृत महोत्सव

ग्रामीण विकास तथा पंचायती राज मंत्री  
भारत सरकार  
कृषि भवन, नई दिल्ली  
MINISTER OF  
RURAL DEVELOPMENT AND PANCHAYATI RAJ  
GOVERNMENT OF INDIA  
KRISHI BHAWAN, NEW DELHI

### Message

Panchayat Raj Institutions (PRIs) are democratic local government institutions working towards good governance, social inclusion, gender equality and economic development. The 73<sup>rd</sup> 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 grass roots level.

As constitutionally mandated, Panchayat as a local rural institution has a significant role in good governance and in attaining the 2030 agenda of Sustainable Development Goals. It is therefore important to build the capacity of the Panchayats & other institutions for accountable, participatory and effective delivery of services through adoption of rural technology.

It is in this context that the Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) scheme has been conceptualized. The scheme envisages 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 resources for realizing sustainable solutions to local problems linked to SDGs.

Integrating SDGs in the revamped RGSA crystalizes the localization of SDGs in rural areas with all responsible converging their plans in the Panchayat Development Plans to achieve SDGs and realisation of poverty free, healthy, child friendly, water sufficient, clean & green, self-sufficient infrastructure, socially secured, good governed and women-friendly villages.

I convey my best wishes and assure all support from the Ministry to make this scheme a success.

(GIRIRAJ SINGH)

कपिल मोरेश्वर पाटील  
राज्य मंत्री  
पंचायती राज मंत्रालय  
भारत सरकार



KAPIL MORESHWAR PATIL  
MINISTER OF STATE  
MINISTRY OF PANCHAYATI RAJ  
GOVERNMENT OF INDIA

20/05/2022



**Message**

Panchayats have a significant role to play in the effective and efficient implementation of flagship schemes/ programmes on subjects of National Importance for transformation of rural India. The Ministry has been providing programmatic, technical and institutional support for strengthening of PRIs including advocacy support for inter-ministerial and multi-sectoral coordination. Capacity Building of Panchayati Raj Institutions (PRIs) has been one of the major activities of Ministry of Panchayati Raj (MoPR). Under the ambit of capacity building, knowledge support is also being provided for enhancing devolution to PRIs and finding solutions for local governance as well as outreach towards strengthening rural India.

Revamped Centrally Sponsored Scheme of Rashtriya Gram Swaraj Abhiyan (RGSA) will be implemented during the period from 01.04.2022 to 31.03.2026 (co-terminus with XV Finance Commission period) to develop governance capabilities of Panchayati Raj Institutions (PRIs).

The focus of revamped RGSA is towards capacitating the elected representatives of PRIs for Leadership Roles to develop effective third tier of Government to enable them to deliver on localization of SDGs principally for nine themes, namely: (i) Poverty free and enhanced livelihood in villages, (ii) Healthy Village, (iii) Child Friendly Village, (iv) Water Sufficient Village, (v) Clean and Green Village, (vi) Self-Sufficient Infrastructure in Village, (vii) Socially Secured Village, (viii) Village with Good Governance, and (ix) Engendered Development in Village. The scheme will also recognize roles of Panchayats in attainment of SDGs and to inculcate spirit of healthy competition and will facilitate greater role for the nodal ministries in assessment of performance of Panchayats and sponsoring of awards in the corresponding areas envisioned.

I convey my best wishes and assure all support from the Ministry to make this scheme a success.

(Kapil Moreshwar Patil)

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SECRETARY  
GOVERNMENT OF INDIA  
MINISTRY OF PANCHAYATI RAJ

### MESSAGE

Panchayats being the 3<sup>rd</sup> tier of Government are mandated to prepare plan and implement schemes for economic development and social justice and are thus expected to play pivotal role in improving service delivery for the people at grassroot level. Developing the capacity of Panchayats is very critical for administrative efficiency, improved service delivery and greater accountability. Also, in view of increased public expenditure through Panchayats in recent years, our attention to CB&T activities for PRIs to ignite the vision of the Panchayat leadership in various sectors of rural development has assumed great significance.

Ministry of Panchayati Raj has adopted 9 thematic approach for Localisation of Sustainable Development Goals (LSDGs) at the grassroots level through Panchayati Raj Institutions (PRIs). This covers the role of PRIs from planning, monitoring, implementation etc., which necessitates adequate CB&T leveraging emerging technologies and collaborative as well as convergent efforts of stakeholders.

Under Revamped scheme of Rashtriya Gram Swaraj Abhiyan (RGSA), it is envisioned that the Panchayats should be viewed as strong unit of local self-governance & growth engines rather than just 'implementing agency'. Accordingly, they need to be capacitated for leadership and to equip PRIs to develop as drivers of economic growth and nodes of spatial development.

Revamped RGSA Scheme also envisions CB&T with a fresh 'eco-system' approach wherein all stakeholders come together to facilitate and support PRIs to attain holistic, inclusive and sustainable development, leveraging emerging technologies to facilitate anytime anywhere self learning, self certification and to ensure interactive training and capacity building to enable the Panchayats to attain the SDGs.

It is expected that this revised guideline would provide road map in strengthening the institutional capacity of the Panchayat for good governance and attainment of Sustainable Development Goals (SDGs) adopting 9 thematic approaches through participatory local planning, democratic decision-making, transparency and accountability.

I would also like to convey my gratitude to the Chairman and Members of Committee to revisit implementation framework for Revamped RGSA for their contribution in providing valuable insights for improvement of implementation framework of the scheme.

(Sunil Kumar)

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# ABBREVIATIONS

3Fs	:	Funds, Functions, Functionaries
AAP	:	Annual Action Plan
ATR	:	Action Taken Report
BCC	:	Behavioral Change Campaign
BPD	:	Block Panchayat Development Plan
CBC	:	Capacity Building Commission
CB&T	:	Capacity Building & Training
CBOs	:	Community Based Organizations
CEC	:	Central Empowered Committee
CFC	:	Central Finance Commission
CPR	:	Common Property Resource
CSCs	:	Common Service Centres
DDUGKY	:	Deen Dayal Upadhyaya Grameen Kaushalya Yojana
DDUPSP	:	Deen Dayal Upadhyaya Panchayat Sashaktikaran Puruskar
DPCs	:	District Planning Committees
DPRCs	:	District Panchayat Resource Centres
DPDP	:	District Panchayat Development Plan
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
LSDGs	:	Localisation of Sustainable Development Goals
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



# ABBREVIATIONS



NDRGGSP : Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puruskar

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 : Panchayat Learning Centres



PMU : Programme Management Unit

PRIs : Panchayati Raj Institutions

PRTIs : Panchayati Raj Training Institutes

RGSA : Rashtriya Gram Swaraj Abhiyan



RGSA-MIS : Rashtriya Gram Swaraj Abhiyan –Management Information System

SDGs : Sustainable Development Goals

SEC : State Executive Committee

SECC : Socio Economic Caste Census

SFC : State Finance Commission



SHGs : Self Help Groups

SNA : Single Nodal Agency

SIRDs : State Institute of Rural Development

SPMU : State Programme Management Unit

SPRCs : State Panchayat Resource Unit



SSC : State Steering Committee

TMP : Training Management Portal

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.

### 1.1 Constitutional Provisions

1.1.1 PRIs are democratic local government institutions working towards good governance, social inclusion, gender quality 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 with the twin objectives of ensuring economic development and social justice for the people living in the rural areas.

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

## MATTERS LISTED IN ELEVENTH SCHEDULE (ARTICLE 243G)

### Core functions:

1. Drinking water
2. Roads, culverts, bridges, ferries, waterways, and other means of communication
3. Rural electrification, including distribution of electricity
4. Health and sanitation, including hospitals, primary health centres, and dispensaries
5. Maintenance of community assets

### Welfare functions:

1. Rural housing
2. Non-conventional energy sources
3. Poverty alleviation program
4. Education, including primary and secondary schools
5. Technical training and vocational education
6. Adult and informal education
7. Libraries
8. Cultural activities
9. Family welfare
10. Woman and child development
11. Social welfare, including welfare of the handicapped and mentally retarded
12. Welfare of the weaker sections, and in particular, of the Scheduled Castes and Scheduled Tribes
13. Public distribution system







### **Agriculture and allied functions:**

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. Fuel and fodder
9. Markets and fairs

### **Industries:**

1. Small-scale industries, including food processing industries
2. Khadi, village, and cottage industries.

**1.1.3** 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 Central Finance Commission (CFC) awards, Centrally Sponsored and Central Sector Schemes. States additionally devolve funds through State Finance Commissions (SFC) and provide financial support under the scheme. Such a huge devolution of funds from Central & State Governments has created an enormous opportunity for responsive local governance at the cutting edge institutional level of the Panchayats through large fiscal transfers. The significant rise in available resources with the Panchayats needs to be matched with improved service delivery and tangible impact at the local level

**1.1.4** 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 Panchayat is critical to address good governance at the local level, and to attain the 2030 agenda of Sustainable Development Goals (SDGs) adopting 9 thematic approach of Localisation of Sustainable Development Goals (LSDGs). 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. The renewed focus is to view Panchayats as strong units of local self-governance and growth engines rather than just as implementing agencies through capacitating ERs to assume leadership roles and equipping PRIs as drivers of economic growth and nodes of spatial development.

**1.1.5** 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. The Revamped RGSA scheme emphasizes on building capacities of PRIs to deliver on SDGs adopting 9 thematic approach of LSDGs.



## 1.2 Challenges:

**1.2.1** The large number of stakeholders in the system have also posed a challenge for effective and quality capacity building of Elected Representatives (ERs) and Panchayat Functionaries (PFs). Moreover, despite reservations for Women and different social groups in Panchayats, they still face major constraint on account of the structural inequality and discrimination in rural areas. Consequently, steps to address these issues are necessary to ensure effective functioning of PRIs.

**1.2.2** Currently, there are nearly 2.63 lakh Panchayats & about 31.47 lakh ERs of PRIs of which 14.54 lakh (about 46.20%) 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 (Funds Functions and Functionaries) differs significantly across the States.

PRIs in Country	
No. of Gram Panchayats	255309
No. of Block Panchayats	6683
No. of District Panchayats	662
No. of Elected Representatives (ERs)	31.47 lakh
No. of Elected Women Representatives (EWRs)	14.54 lakh
Area not covered by PRIs (Non-Part IX)	
Meghalaya, Mizoram, Nagaland & parts of Hill areas of Manipur, district Darjeeling, West Bengal, parts of Assam & Tripura	

**1.2.3** 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 institutions of Panchayats are not mandated and other forms of institutions exist for local governance. These institutions are also proposed to be supported and strengthened.

**1.2.4** It is in this context, that the scheme of Revamped RGSA has been formulated with the 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 resources for realizing sustainable solutions to local problems linked to SDGs adopting 9 thematic approach of LSDGs.







### 1.3 Background of Rashtriya Gram Swaraj Abhiyan (RGSA) 2018-19 to 2021-22:

The Union Budget 2016-17 announced the Rashtriya Gram Swaraj Abhiyan (RGSA) for building capabilities of Panchayati Raj Institutions (PRIs) to deliver on the Sustainable Development Goals (SDGs). In compliance of this announcement and the recommendations of the Committee under the Chairmanship of the Vice Chairman-NITI Aayog, Centrally Sponsored Scheme of RGSA was approved by the Union Cabinet on 21.04.2018 for implementation from Financial Year 2018-19 to 2021-22. The evaluation of the RGSA brought out that the intricacies and challenges of training programmes require robust institutional competence in terms of developing infrastructure, accessing modern training equipment and tools, as well as pooling faculty and resources through coordination with the best quality institutions. The findings also call for more concerted processes for reforming governance at the Panchayat level through adequate Capacity Building & Training (CB&T) activities in core areas of PRIs and emerging needs arising with the changing governance mechanism. The report appreciated the interventions made under RGSA scheme and recommended its continuation for strengthening of PRIs. Accordingly, the proposal of Revamped RGSA was formulated.

### 1.4 Revamped Rashtriya Gram Swaraj Abhiyan (RGSA):

**1.4.1** The Centrally Sponsored Scheme of Revamped RGSA has been framed with inputs from Capacity Building Commission especially in respect of interventions to be made to make Capacity Building and Training activities of ERs, Functionaries and other Stakeholders, immersive and target oriented based on practical approach i.e. learning by doing and aligned with deliverables. There will be strong focus on leveraging emerging technologies such as Augmented Reality (AR), Virtual Reality (VR) Metaverse etc. to ensure interactive Capacity Building and Training and facilitate anytime anywhere self-learning and self-certification.

**1.4.2** The Centrally Sponsored Scheme of Revamped RGSA has been approved by the Government on 13.04.2022 for implementation from 01.04.2022 to 31.03.2026 (co-terminus with XV Finance Commission period) at an outlay of Rs.5911 crore including Central Share of Rs.3700 crore and State share of Rs.2211 crore. The Revamped RGSA extends to all States and Union Territories (UTs) of the country including institutions of rural local government in non-Part IX areas, where Panchayats do not exist.

**1.4.3** The Government of India is a signatory to the United Nations Sustainable Development Goals (SDGs) 2030 agenda and committed to achieve the Goals and targets adopting multipronged strategy with the involvement of NITI Aayog, Central Ministries, State Governments, UN agencies specialised in respective fields, Panchayati Raj Institutions (PRIs) etc.

**1.4.4** The key developmental 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 key players in localisation of SDGs adopting thematic approach through identified 9 themes at grassroot level and achieving them by 2030. Therefore, role of PRIs becomes very crucial in this endeavour. Various Ministries/ Departments have been mapped as nodal Ministry/Department for the attainment of different SDGs. Although not mapped as a nodal ministry, yet Ministry of Panchayati Raj has been facilitating the efforts towards attainment of SDGs through Panchayats adopting 9 thematic approaches covering almost all the SDGs. The 9 themes and respective mapped SDGs are:





These 9 themes cover all 17 SDGs and are crosscutting and intertwined. Though the 17 SDGs are mapped to different Ministries as per NITI Aayog, a particular theme addresses more than one SDGs and accordingly have important role for more than one Ministry and State departments in its attainment. This requires convergence of different Ministries / Departments for saturating one particular theme, truly embodying “Whole of Government Approach”



## 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

**1.4.5** In order to equip PRIs to develop as drivers of economic growth and nodes of spatial development, it is necessary to envision CB&T with a fresh 'eco-system' approach wherein all stakeholders come together to facilitate and support PRIs to attain holistic, inclusive and sustainable development. Hence, there is need to equip ERs through adequate CB&T, who are elected as fresh entrants every five years and all other stakeholders at different levels of PRIs to enable them to realise the aforesaid vision. In view of the above Ministry has now been shifting its focus towards capacitating the elected representatives of PRIs for Leadership Roles to develop effective third tier of Government to enable them to deliver on the SDGs adopting thematic approach of LSDGs.



# CHAPTER - 2

## OBJECTIVES, COVERAGE, FOCUS AREAS AND EXPECTED OUTCOMES OF REVAMPED RASHTRIYA GRAM SWARAJ ABHIYAN

### 2.1 Objectives of Revamped RGSA: broadly include

- (i) Develop governance capabilities of Panchayati Raj Institutions (PRIs) to deliver on the Sustainable Development Goal (SDGs);
- (ii) Focus on developing the capacity of elected representatives of PRIs for leadership Roles to enable the Gram Panchayats to function effectively as third tier of Government;
- (iii) Enhance capabilities of Panchayats for inclusive local governance with focus on optimum utilization of available resources and convergence with other schemes to address the issues of national importance;
- (iv) Enhance capabilities of Panchayats to raise their own source of revenue;
- (v) Strengthening Gram Sabhas to function effectively as the basic forum of people's participation within the Panchayat system.
- (vi) Promote devolution of powers and responsibilities to Panchayats according to the spirit of the Constitution and PESA Act 1996;
- (vii) Strengthen institutions for capacity enhancement of PRIs at different levels; collaborate with other Departments & stakeholders for optimal use of available training infrastructure to ensure quality standards in infrastructure facilities, human resources and outcome based training;
- (viii) Collaboration with Academic Institute/ Institute of Excellence to support capacity building and hand-holding for PRIs;
- (ix) Promote e-governance and other technology driven solutions to enable good governance in Panchayat administrative efficiency and improved service delivery with transparency and accountability;
- (x) Recognize and incentivize the performance of PRIs towards attainment of SDGs;
- (xi) Enhance capabilities of Panchayats through action research and publicity to reach out to multiple and diverse target groups and taking up research studies related to PRIs for assessments and informed policy decisions;
- (xii) Exchange of information/ideas through international organisations and exchange programmes in local governance.

### 2.2 Coverage

The Revamped 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.







## 2.3 Focus areas of Revamped RGSA:

### 2.3.1 To ensure:

- ▶ Basic orientation training for the Elected Representatives (ERs) of Panchayats, within 6 months of their election;
- ▶ Refresher training to be ensured within 2 years;
- ▶ Strengthening of Panchayat-SHG convergence;
- ▶ Training at State, District and Block/Cluster of GPs level for ERs and PF, Resource persons, Trainers/ Master Trainers etc. on various aspects of PRIs with focus on e-Governance and LSDGs following thematic approach;
- ▶ Physical/ Virtual/online and hybrid mode of trainings leveraging emerging technologies such as Augmented Reality (AR), Virtual Reality (VR) Metaverse etc. to ensure interactive Capacity Building and Training activities and facilitate anytime anywhere self-learning and self-certification, with focus on practical approach;
- ▶ Standardisation of Training Needs Assessment, Training Modules, training materials, training of Master Trainers and Impact Assessment of training programmes;
- ▶ Training of additional Trainers/ Master Trainers in 9 thematic areas for localisation of SDGs;
- ▶ Leveraging the Institutes of excellence/ reputed institutions for capacitating ERs for leadership roles at all tiers of Panchayats and other such activities;
- ▶ Building of Capacity of PRIs on digital literacy.

### 2.3.2 To bridge gaps in:

- ▶ Capacity Building and Training (CB&T);
- ▶ Gram Panchayat infrastructure with focus on NE States;
- ▶ Use of IT for distance learning & for e-Enablement of Panchayats;
- ▶ Institutional support for innovative activities;
- ▶ Gap filling support of Economic Development & Income Enhancement projects;
- ▶ Technical support including Human Resource (HR) to strengthen Panchayat Resource Centres;
- ▶ Hand-holding support for GDPDP formulation by Academic Institutions/Institutions of excellence/ CSO/CBOs/NGOs (registered at NGO Darpan of NITI Aayog).
- ▶ e-enablement of Panchayats for e-governance to enhance efficiency and transparency with thrust on integration of Applications developed by the Ministry.
- ▶ Facilitate Electronic Fund Transfer (EFT), Public Finance Management System (PFMS) and Geotagging of assets in Gram Panchayats.
- ▶ Facilitate renting of office space for SPRS/DPRC/BPRC and hiring of training infrastructure for short term basis at District and Block level.
- ▶ National component for setting protocols and building capacities.





## 2.4 Expected outcomes of RGSA - Broad outcomes are as under:

- ▶ Enhanced capabilities of Panchayats for good governance and attainment of Sustainable Development Goals (SDGs) adopting 9 thematic approach 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 and Block levels with adequate infrastructure, facilities and human resources.
- ▶ Strengthen PRIs and empower Gram Sabhas to function as effective institutions with social inclusion of citizens particularly the vulnerable groups.
- ▶ Strengthen Standing Committees in localisation of SDGs and to realise the concept of Vibrant Gram Sabha through preparation of sector/theme wise plans.
- ▶ Strengthening PRIs to promote equity and inclusiveness, along with Social Justice and economic development of the community, as Panchayats have representation of Schedule Caste, Schedule Tribes and women, and are institutions closest to the grass-roots.
- ▶ Panchayats will progressively be strengthened through Incentivisation on the basis of nationally important criteria which will encourage competitive spirit among them.







# CHAPTER - 3

## PANCHAYAT RESOURCES & PANCHAYAT DEVELOPMENT PLAN (PDP)

**3.1** The Central Finance Commission (CFC) has created an enormous opportunity at the Panchayat level by transferring considerable amount of resources to them. It also necessitates urgent empowerment of Panchayats to be able to deliver their mandate in respect of delivery of basic services responsibly and efficiently

**3.2** 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 Panchayats are presently not mobilizing their own resources to the extent desired and are largely dependent on grants.

### **3.3 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.

### **3.4 Gram Panchayat Development Plan (GPDP) and Panchayats**

**3.4.1** 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.







**3.4.2** The CFC award 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 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, which 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 GPDP 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.

**3.4.3** Gram Panchayats to prepare five years perspective plan through participatory, inclusive process to match national as well as local aspirations and people's needs. The Annual GPDP should be drawn from the perspective plan based on the priorities and available resources. The State Government is expected to communicate the resource envelope to the Panchayats, stating availability of funds under different schemes of Central / State Governments, Grants of Central and State Finance commission to ensure convergent planning.

**3.4.4** Mahila Sabha and Bal Sabha to be organised in advance prior to special Gram Sabha for preparation of GPDP. The issues and needs discussed in Mahila Sabha and Bal Sabha are to be suitably addressed in GPDP to strengthen grass root democracy and to develop future leadership.

**3.4.5** Various scheme based sub plans such as Village Poverty Reduction Plan (VPRP), Village Nutrition Plan (VNP), Water and Sanitation Plan (W&SP), School Development Plan (SDP) etc. should be included in the GPDP to make it truly inclusive, holistic and umbrella Plan of the Gram Panchayat for Localisation of Sustainable Development Goals (LSDGs) adopting thematic approach.

**3.4.6** The State Governments also need 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 time bound manner.

**3.4.7** 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 ERs and functionaries of PRI and empowered citizens can capitalize the opportunities created by GPDP. Hence, intensive facilitation, mentoring/handholding support may be required for 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 with active participation of Gram Panchayat Planning Facilitating Team (GPPFT), Standing Committees and line departments.



### 3.5 Convergence

**3.5.1** The convergence of schemes and their monitored implementation will facilitate in achieving SDGs adopting thematic approach for the 9 themes of 'Poverty Free Village', 'Healthy Village', 'Child-Friendly Village', 'Water Sufficient Village', 'Clean and Green Village', 'Village with Self-Sufficient Infrastructure', 'Socially Secured Village', 'Village with Good Governance' and 'Women Friendly Village'. It is, therefore, imperative that GPDP formulation evolves 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.

**3.5.2** Panchayats especially GPs 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. It becomes imperative that Panchayats work towards converging benefits and resources from MGNREGS, SBM (Grameen), NHM (Rural), JJM, NRLM, CFC, SFC, OSR etc. to create positive impact on the lives of poor and vulnerable.

**3.5.3** 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 may be 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. 26 Ministries have already signed a resolution to share data, converge resources and infrastructure and to create enabling environment for the attainment of SDGs through PRIs adopting thematic approach. The signed resolution is at **Annexure-II**.

### 3.6 Block Panchayat and District Panchayat Development Plans:

Almost all GPs have been preparing GPDP, as mandated by the constitution and recommended by Fourteenth Finance Commission (FFC). It is also necessary to upscale the planning process to the other tiers of Panchayats i.e. Block Panchayat and District Panchayat, in view of Fifteenth Finance Commission grants being devolved to them. Hence, facilitation, Capacity Building & Training, mentoring/handholding support are required for rolling out of such initiatives at Block and District Panchayat level too. Block and District Panchayats should also prepare perspective plan through participatory, inclusive process to match national as well as local aspirations and people's needs. The Annual BPDP and DPDP should be drawn from the perspective plan based on the priorities and available resources.

### 3.7 Scaling up GPDP/BPDP/DPDP best practices:

States can considerably help themselves in developing well formulated, coherent and effective GPDPs/BPDPs/ DPDPs by documenting and sharing their best formulated Panchayat Plans among other Panchayats in their State as model GPDPs/BPDPs/DPDPs. This will allow other Panchayats to quickly learn from, and imbibe the best practices in this regard. The best practices can thus be rapidly scaled up within a short time, and contribute significantly in enhancing the quality of Panchayat Plans across the state.







# CHAPTER - 4

## STANDING SUB-COMMITTEES AND COMMUNITY-BASED ORGANIZATIONS (CBOs)

**4.1** 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.

**4.2** 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.

**4.3** Ministry of Panchayati Raj has issued a detailed advisory on Panchayats-SHG convergence for participatory planning at the Gram Panchayat level (Annexure-III). 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.

**4.4** Principle of mandatory identification of beneficiaries of BPL category for availing themselves of the benefits of the concerned schemes and programmes like MGNREGA, SBM (Grameen), NHM (Rural), NRLM, POSHAN Abhiyan etc. by Gram Sabhas and the regular and correct updating of list of such beneficiaries should form an integral part of capacity building initiatives of PRIs.

**4.5** The role of various standing sub-committees is crucial for strengthening grassroot democracy, governance and to improve accountability of Panchayats. Therefore, in order to revitalise their functioning and making Gram Sabhas Vibrant, GPs should have invariably six standing sub-committees namely (i) General Standing Committee; (ii) Village Health, Sanitation & Nutrition Committee (VHSNC); (iii) Planning & Development Committee; (iv) Education Committee (School Management Committee); (v) Social Justice Standing Committee; and (vi) Water Supply, Water & Environment Conservation Committee. A detailed advisory in respect of making Gram Sabhas Vibrant has been issued by the Ministry vide DO letter dated 16th August, 2021. The same is at **Annexure-IV**.

**4.6** The aspect of capacitating of these standing sub-committees may also be prioritise keeping in view their pivotal role in localisation of SDGs as per Sankalp/priorities of GPs.







# CHAPTER - 5

## FUNDING PATTERN AND RELEASE OF FUNDS UNDER REVAMPED RGSA

**5.1** Government has approved the scheme of Revamped RGSA for implementation from 2022-23 to 2025-26 at an outlay of Rs.5911 crore (Central Share Rs.3700 crore and State share Rs.2211 crore). The revamped scheme of RGSA extends to all States/UTs including institutions of rural local government in non-Part IX areas where Panchayats do not exist.

**5.2** The scheme comprises of both Central and State Components. The Central Components comprise of national level activities including National Plan for Technical Assistance (NPTA), Collaboration with Academic Institute/ Institute of Excellence/ NIRD&PR, 'Mission Mode Project (MMP) on e-Panchayat', 'Incentivization of Panchayats', 'Action Research & Publicity' and 'International Cooperation' and will be fully funded by the Central Government.

**5.3** The funding pattern for State Components is in the ratio of 60:40 among Centre and States respectively, except NE, Hilly States and UT of J&K where Central and State share is in the ratio of 90:10. For other UTs, Central share is 100%.

**5.4** The Central Empowered Committee (CEC) of revamped 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 of revamped 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 of revamped 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, including cost norms, subject to approval of Secretary (PR). The release of funds under 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 Governments cannot be transferred /charged to RGSA.

### **5.5 Release of funds under State Components of Revamped RGSA:**

Funds under revamped RGSA would be provided to States/UTs and implementing agencies in two equal instalments. In the first instalment, 50% of the fund approved in the annual action 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 receipt of Utilization Certificate of 60% amount as was being done during implementation of RGSA (2018-19 to 2021-22) scheme or as per extant DoE/MoF guidelines/ instructions. Release of fund will be linked to regular reporting of progress by States. States/UTs to create a separate budget head for RGSA. Funds under the scheme will be transferred to Consolidated Fund of the States Governments through Public Finance Management System (PFMS).







**5.6** Funds under Central Components of 'National Plan for Technical Assistance (NPTA)' and 'NIRD & PR and other Institutions of Excellence' of revamped RGSA would be provided to implementing agencies in two equal instalments. In the first instalment, 50% of the fund of the proposal would be paid immediately after deducting unspent balance from the previous year's release. The second instalment (the remaining 50%) would be released after receipt of Utilization Certificate of 60% amount as was being done during implementation of RGSA (2018-19 to 2021-22) scheme or as per extant DoE/MoF guidelines/instructions.

**5.7** For receiving the funds under the revamped RGSA Scheme, States/UTs need to meet the following Pre-requisite condition:

- (i) State needs to provide the Utilization Certificate (UC) in GFR-12C format for the previous year for release of 1st installment as per GFR 238(2) and GFR 239.
- (iii) Audit report (conducted by the independent agency) of the preceding financial year should be furnished by the state.
- (iii) Physical and Financial progress reports of the preceding years need to be furnished by the state.
- (iv) Regular updation of Training Management Portal (TMP) and RGSA-MIS with the progress.
- (v) Separate budget lines for central and state shares to be opened by State Government and necessary provision of funds is made in the state budget for both components. State Government to ensure that the provision of the budget should be in accordance with the approved Annual Action Plan (AAP).
- (vi) Single Nodal Agency (SNA) is designated for the scheme and Single Nodal Account should be opened and mapped with Public Finance Management System (PFMS).
- (vii) The total unspent balance and the expenditure incurred during the financial year should be reflected in the dedicated Single Nodal Account (SNA).
- (viii) State should map the state scheme with the state treasury and fully integration needs to be done.
- (ix) The State Government needs to transfer the Central share received in its account in the RBI to the concerned SNA's account within a period of 21 days of its receipt. The Central share shall not be diverted to the Personal Deposit (PD) account or any other account by the State Government.
- (x) States to furnish Utilisation Certificates as well as requisite documents in accordance with the extant rules of the GoI the provisions of GFR as applicable.
- (xi) Corresponding State share should be released as early as possible as and not later than 40 days of release of the Central share.



# CHAPTER - 6

## CONDITIONS TO BE MET FOR ACCESSING FUNDS UNDER REVAMPED 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 State Finance Commission (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.
- ▶ The Economic Development and Income Enhancement projects should have approval of respective Panchayat (Gram Panchayat for the project of GP level, Block Panchayat for the project of Block level and District Panchayat for the project of District level) before submitting to Ministry for consideration.







# CHAPTER - 7

## CENTRAL COMPONENTS

**7.1** The scheme of Revamped RGSA includes Central Components comprising of following national level activities and will be fully funded by the Government of India.



**7.1.1** The years-wise and component-wise allocation under the Central Components of Revamped RGSA Scheme is as under:

**Budget for Central Components (Rs. in crore)**

S.N.	Central Components	2022-23	2023-24	2024-25	2025-26	Total
1	National Plan for Technical Assistance	7.00	7.00	7.00	7.00	28.00
2	Mission Mode Project on e-Panchayat	20.00	20.00	20.10	20.10	80.20
3	Incentivization of Panchayats	50.00	47.00	47.00	48.00	192.00
4	Action Research & Publicity	13.00	8.00	8.00	10.00	39.00
5	International Cooperation	0.20	0.20	0.20	0.20	0.80
6	NIRD&PR and other Institutes of Excellence (Agency services)	20.00	8.00	8.00	8.00	44.00
	<b>Total</b>	<b>110.20</b>	<b>90.20</b>	<b>90.30</b>	<b>93.30</b>	<b>384.00</b>

## **7.2 National Plan for Technical Assistance (NPTA)**

**7.2.1** Objectives of NPTA: The objective of the NPTA is to supervise, monitor and provide technical and other support in implementing Revamped RGSA. The following activities will be taken up under NPTA:

- (i) Appraisal of State Plans.
- (ii) Collaboration with other Ministries/States to optimise convergence of existing schemes and utilisation of available resources for CB&T activities to strengthen PRIs.
- (iii) Collaboration with Central Ministries, State Governments, UN Agencies, Educational Institutions, CSOs and others towards Localisation of Sustainable Development Goals (LSDGs) through PRIs adopting thematic approach.
- (iv) Implementation, monitoring of the scheme and technical assistance to States.
- (v) Cross State sharing & learning, documentation and dissemination of good practices, conduct of workshops/ conferences on Capacity Building & Strengthening of Panchayats.
- (vi) Support for institutions, specialised agencies for piloting innovative / specific projects/activities
- (vii) Monitoring of activities under RGSA
- (viii) Evaluation of the effectiveness of the scheme of RGSA

**7.2.2** This component includes technical support for various activities for smooth operation/implementation of the scheme such as National Programme Management Unit (NPMU), staffed with qualified and experienced Experts /Consultants from relevant disciplines/themes, support staff such as Translators, Data Entry Operators, Office Assistants, Secretarial Staff, MTS etc., purchase of office equipment such as computer/laptop, printer, copier, furniture, renting/ outsourcing of vehicles and other such activities necessitated from time to time for effective implementation of the scheme. The details of the NPMU has been explained in para 7.8.4.



### 7.3 NIRD & PR and other Institutions of Excellence

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

**7.3.2** This collaboration will be based on a mutually agreed Action Plan for knowledge management, 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 including short films etc.
- ▶ Expansion of pool of Master Trainers/ Trainers/resource persons, assessment and certification of Master Trainers/ Trainers/resource persons.
- ▶ Orientation and Training of Block and District Level Elected Representatives and Functionaries with the Academic Institutions/ National /Distinguished Institutions working in the area of capacity building/Institutions of excellence including NIRD&PR.
- ▶ Technical support on interventions with focus on 9 themes of LSDGs.
- ▶ Development of demonstrable rural technological parks on 9 themes of localization of SDGs in collaboration with Central Ministries/Departments/ State Government/ Autonomous organisations, institution of Excellence/domain expert agencies etc.
- ▶ Ministry can undertake projects on various aspects of Central/State components of the scheme directly or through Academic Institutions/ National /Distinguished Institutions /Institutions of Excellence/NIRD&PR etc.
- ▶ Ranking framework for State level training institutes engaged in imparting CB&T activities to Elected Representatives, functionaries and other Stakeholders of Panchayats to be prepared by NIRD&PR/specialised agency in consultation with Capacity Building Commission. Based on this framework, annual ranking of these institutes will be undertaken through NIRD&PR and any other independent agency.







## 7.4 Mission Mode Project on e-Panchayat:

**7.4.1** Mission Mode project on e-Panchayat aims to completely transform the functioning of PRIs, making them more transparent, accountable and effective as organs of decentralized self-governing institutions. The project is aimed at automating internal workflow processes of all PRIs across the country benefitting PRI functionaries and approximately 32 lakh elected representative to improve local governance and make democracy work effectively at grassroots level. A unified application, e-GramSWARAJ has been developed for the purpose of Work Based Accounting. It is now mandatory for PRIs to on-board on e-Gram SWARAJ-PFMS Interface (eGSPI) for their transactions.

**7.4.2** The Ministry has put in place a robust mechanism for effective monitoring public expenditure by means of a holistic system capturing the entire gamut of activity right from the stage of planning to monitor the various stages of work, recording the expenditure incurred for the works to providing a complete detail of the asset created. To further enhance the e-Governance mechanism at gross root level following activities will be taken-up under the component.

- (i) Development and Maintenance of web-based applications for Panchayats (e-Gram SWARAJ for planning, budgeting, accounting, monitoring, geo tagging of assets, etc.)
- (ii) Development and updation of mobile apps, maintenance of other e-Panchayat applications viz. Local Government Directory, AuditOnline, ServicePlus, Training Management Portal (TMP), various campaign portals & monitoring dashboards viz. People's Plan Campaign, Vibrant Panchayats dashboard, COVID dashboard, Citizen Charter dashboard, RGSA MIS etc.
- (iii) Enhancements & updation in Gram Manchitra, positioning it as a decision support system for Panchayat planning.
- (iv) Integration of e-Panchayat applications with other Government of India applications viz. PFMS, GeM, Central Board of Indirect Taxes & Customs (CBIC)/Central Board of Direct Taxes (CBDT) systems for statutory Deductions viz. GST, TDS etc., State specific applications viz. State treasury systems, etc.
- (v) Big Data analytics & visualization of e-Panchayat data; Integrating various internal and external monitoring initiatives viz. NITI Aayog's output-outcome framework for the schemes/ programmes, monitoring of SDGs, mission Antyodaya gaps, etc.
- (vi) Training & Handholding support on e-Panchayat applications etc.
- (vii) Funding to National Remote Sensing Centre (NRSC) towards strengthening spatial planning platform/ Gram Manchitra so as to ensure comprehensive Gram Panchayat Development Plan using GIS technology etc.
- (viii) Maintaining details/ information of Panchayat profile as part of Panchayat planning process.
- (ix) Geotagging of the assets during progress reporting/ online payments by the Panchayats.
- (x) Panchayat Decision Support System (PDSS) provisioned in e-Gram SWARAJ for ranking the States, Districts, Blocks and GPs on the basis of the Mission Antyodaya (MA) Survey and its subsequent parameters.
- (xi) Analytical Dashboard for informed decision making.



**7.4.3** Panchayats, the third tier of Local Self Government, being entrusted with the delivery of basic services laid down in Article 243G of the Constitution of India, e-Governance measures would be at the Heart of effective decision making and performance measurement, providing quantifiable and data driven evidence for the various schemes/ programmes/ initiatives of the Government of India. Under revamped RGSA multiple initiatives/ campaigns/ programmes are expected to be rolled out/ launched, that would include development of dashboards/ MISs/ e-Governance applications etc. Such additional requirements can be taken under Central Component of Mission Mode Project on e-Panchayat of revamped RGSA with the approval of Secretary, Panchayati Raj.

**7.4.4** The funds will be released to the Implementing Agency in three installments viz. 50:25:25. The advance payment will be given against indemnity bond in favor of MoPR to be issued by the Implementing Agency as per prescribed format. Implementing Agency would also provide adequate safeguard (Bank Guarantee, etc.) against the advance payment being made, in accordance with GeM/GFR Rule. Subsequent releases would be based on the fulfilment of the GFR requirements/ as per the extant guidelines of DoE/MoF and furnishing of the Expenditure Statement for the funds released in the previous installments.

## **7.5 Incentivization of Panchayats:**

**7.5.1 Introduction:** Awards have always been a strong source of inspiration and due recognition of awardees for exemplary performance is an incentive and encourages them for streamlining the governance, especially at local level. In recognition of good work for improving delivery of services and public goods, Ministry of Panchayati Raj incentivizes best performing Panchayats/States/UTs through awards and financial incentives under its Incentivization of Panchayats scheme.

**7.5.2** Awards to Panchayats/States/UTs would be conferred under various categories and thematic areas that align vis-a-vis Sustainable Development Goals (SDGs), while maintaining the qualitative aspect of measuring performances through outcome-based parameters and themes which align with the core essence of concrete development. Further, motivation to the achievers at the National level would be supplemented by appropriate likewise recognition of good performers at State/UT/District levels through interventions adopted from time to time.

**7.5.3** Recognition/ Incentivisation of State level training institutes such as SIRD, PRIT etc. for their exemplary contribution in capacitating ERs, functionaries and other stakeholders of PRIs and handholding support in LSDGs.

**7.5.4** Participatory nature of the Incentivization of Panchayats scheme established through collaboration of concerned line Ministries/Departments responsible for implementation of various schemes and programmes for attainment of SDGs would ensure broader base for the scheme.

**7.5.5** The Award money will be directly transferred in the account of awardee Panchayats through Direct Benefit Transfer mode under the scheme to appreciate their efforts and motivate others to perform. This will be a token incentive for their performance.







**7.5.6** Suitable modifications will be carried out to amplify and strengthen Incentivization from time to time, as per requirements to make it more robust and need based during implementation period of the scheme.



**7.5.7** Towards effective and objective based implementation of all schematic aspects of Incentivization of Panchayats, under this component a dedicated team of dynamic, competent professionals viz. Consultants, Young Professionals, Interns etc. will be created which will exclusively work for formulation, implementation, improvement, modification and related aspects of the scheme, funded through Incentivization of Panchayats a Central Component of Revamped RGSA scheme. The detailed requirements such as numbers, qualifications, remunerations, mode of engagement etc. in respect of Consultants, Young Professionals, Interns etc. would be decided with the approval of Secretary, Panchayati Raj and financial concurrence of IFD.



**7.5.8 Provision for North Eastern Region:** As a commitment towards addressing the development deficit of the North Eastern Region (NER) and with the objective to engage and motivate its States to participate to ensure greater inclusivity for development, earmarking of a portion of annual budgetary provision would be done appropriately under the Incentivization of Panchayats scheme, subject to availability of the budget.



**7.5.9** To arrange awareness generation, orientation workshops, seminars, training programmes, payment of honorarium/other expenses for field visits of officials/external experts for review of performance of the nominations received for National Panchayat Awards from States/UTs, purchase of awards plaques and related material, to meet various administrative expenses which are within the financial limits of Head of the Department, a provision will be made under the Incentivization of Panchayats scheme component.



## **7.6 Action Research & Publicity:**



The Action Research & Publicity Scheme has been formed by subsuming two Central Sector Schemes i.e. (a) Media & Publicity and (b) Action Research & Research Studies (AR&RS). Implementation framework of the said Central Component is as under:

### **(A) Publicity:**



**Definition: All Information, Education and Communication (IEC) activities to strengthen and betterment of Panchayati Raj Institutions (PRIs).**



**7.6.1** Information, Education and Communication (IEC) have a vital role in interacting with stake-holders, facilitating two-way communication between policy-makers and PRIs, through different types of media, including workshops, conferences, seminars and similar activities. The activities to be undertaken are as under:



- (i) Publication & circulation of Newsletter/ Newsmagazine (physical copy or e-book) through a hired agency.
- (ii) Payment of fee to the writers for contribution of article.
- (iii) Participation in State/ Central Government sponsored Melas, Fairs and Festivals where there is considerable participation of rural population is expected for IEC activities as defined in the term 'Publicity'.
- (iv) Creation of mass awareness about the rural centric Science & Technology interventions by collaborating with, premier scientific, technology, agriculture and allied fields etc. in all IEC activities.
- (v) Funding the IEC activities undertaken by the States/UTs for local – Panchayat-centric IEC campaigns done on the request of MoPR or on their own and partial funding requested from MoPR.
- (vi) Social Media Interventions intensify the social media interventions and digital platforms by engaging a proficient professional agency for handling social media accounts of the Ministry and/ or experienced personnel for overseeing the social media related works and other IEC activities of MoPR.
- (vii) Production and telecast of audio – visual programmes – Radio Programmes and to disseminate the same to States or through National Broadcasters, Community Radio Stations and FM Channels.
- (viii) Organization of National Conference or a national event to commemorate National Panchayati Raj Day (NPRD) on 24<sup>th</sup> April of every year.
- (ix) Organization of Conferences, Seminars and Workshops
- (x) Advertisements in Print Media
- (xi) Telecast / broadcast of audio-visual programmes through Prasar Bharati or different Media Units under Ministry of Information & Broadcasting
- (xii) Printing and Publication of bulletins, reports, annual reports, wall-calendars etc.
- (xiii) Innovative Proposals in enhancement of IEC activities of MoPR.
- (xiv) Quiz and competitions on Panchayati Raj and release of award money.
- (xv) Payment of fee to outside experts/ field activists.
- (xvi) Engagement of media / multi-media/ advertising/ event management agencies for carrying out specific tasks.
- (xvii) Sponsoring field visits of journalists/officials.
- (xviii) Release of advertorials and special features to largely-circulated newspapers, Magazines.
- (xix) Outdoor campaign through new, innovative and digital Media Wall Paintings, Hoardings, Banners, Fabrication of Tableau / Stalls etc.
- (xx) Creation of Panel of Printers/ Multi-Media Agencies/ Designers / Production-Houses or utilizing the services of Printers/ Multi-Media Agencies/ Designers / Production-Houses empanelled with different Media Units under Ministry of Information & Broadcasting.
- (xxi) Technologies are improving fast and reaching the grassroots. The Ministry will go for contemporary new, emerging and innovative media, as per requirement, to cater to the information-needs of the target audiences – in the last mile.

**7.6.2** Instalments of release under this component will be decided with the approval of Secretary, Panchayati Raj in consultation of IFD on case to case basis.







## (B) Action Research

(i) **Definition:** The Action oriented research to improve policy and the implementation of various initiatives in Panchayati Raj (PR) sector.

(ii) **Projects/ Activities:** Under the component, research studies and action research projects may be taken up regarding various aspects of Panchayati Raj, such as the structure and functioning of Panchayats, Gram Sabhas, Panchayat finances, devolution of powers and responsibilities of Panchayats, capacity building and training, elections, e-enablement, PESA, programmes related to Panchayats and any other issues that affect Panchayats. The types of projects or activities to be undertaken in the scheme include:

- a) Research studies and surveys to assess the status of Panchayats in various aspects.
- b) Research studies to analyze policy thrusts and their impact, concurrent assessment and suggest future measures.
- c) Programme evaluation.
- d) Action research to evaluate the impact of pilots with a view to up-scaling best practices.
- e) To assess the impact of campaigns launched / to be launched by the Ministry under "Action Research & Publicity" to disseminate information through the print and electronic media along with traditional forms of mass communication, so as to evaluate their efficacy at the grass-root level on various subjects related to Panchayats.

(iii) Under the scheme research/ action research may be conducted by research organizations, government and non-government, which may be academic institutes, NGO, firms, registered society, renowned / reputed individuals of impeccable credentials or any other type of organization.

(iv) Establish institutional arrangement with an appropriate institute either through endowing a Chair or entering with a Memorandum of Understanding with concerned Department/faculty, for a fixed term to fulfill the objectives of this scheme and in the conduct of activities and projects as mentioned below:

- a) Assist in identification of the themes, evaluation of the proposals and scrutiny of the reports etc. for Action Research & Research Studies.
- b) Preparation of terms of reference of studies.
- c) Preparation of thematic case-studies of PRIs and individuals to enable initiation of discourse on seminal issues.
- d) Study the State Acts and submission of report to Ministry.
- e) Periodic assessment of devolution of powers.
- f) Preparation of model manuals, rules, capacity-building inputs etc.
- g) Carry out development studies.
- h) Organization of workshops for crystallization and dissemination of findings of research studies.
- i) Informing and advising the Ministry on action research issues of policy planning and implementation.
- j) Any other innovative ideas having consequences for meaningful realization of empowerment of PRIs.
- k) To submit the annual report of the work carried out during the financial year.

*Note: More than one Chair Professor may be constituted on different subjects, as and when required. The Chairs will be constituted from the "Professional Services" component of "Capacity Building" scheme, until further orders. The Chair will be constituted within the premises of the Institute / Organization with which the head of the Chair is associated with.*





**(v) Committees:**

(a) The Screening Committee for the purpose of screening of proposals and monitoring progress shall be constituted as follows:

1.	Special Secretary/ Additional Secretary / Senior Adviser (In case no Special/ Additional Secretary is in charge of Action Research, the Joint Secretary in charge of Action Research will be the chairperson)	Chairperson
2.	Joint Secretary of the Division concerned with the subject of the study	Member
3.	Representative of SS/AS & FA, MoPR	Member
4.	Representative of NITI Aayog	Member
5.	Joint Secretary / Adviser dealing with the scheme (In case the Joint Secretary / Adviser is the chairperson, the Director/ Deputy Secretary or any other official nominated by the Secretary Panchayati Raj will be the Member Secretary).	Member Convener

**The Screening Committee shall discharge the following functions:**

- ▶ Review of ongoing proposals.
- ▶ Monitoring adoption of approved recommendations from past studies.
- ▶ Periodic conduct of events for dissemination of learning.
- ▶ Screening and short-listing of themes.
- ▶ Screening and short-listing of proposals.
- ▶ Any other duty assigned by the Secretary PR.

(b) The Research Advisory Committee (RAC) for the purpose of approving proposals shall be as follows:

1.	Secretary PR	Chairperson
2.	Representative of NITI Aayog	Member
3.	Special Secretary/ Additional Secretaries / Senior Adviser, MoPR	Member
4.	AS&FA, MoPR	Member
5.	Joint Secretaries, MoPR	Member
6.	Subject / Domain Expert (as decided by Secretary PR)	Member
7.	Adviser / Joint Secretary dealing with the Scheme	Member Convener

The Research Advisory Committee will be responsible for final approval of proposals and approving constitution of Project Advisory Committee.







## **(vi) Processing and Approval Mechanism**

### **(a) Identification of Themes:**

- (i) Request for identification of themes from the respective divisions of this Ministry, through Ministry's website for the General Public to provide their inputs, through State PR Department and through messages, newsletters etc. on the probable areas of research related to Panchayats / themes along with purpose of study.
- (ii) Short-listing of themes by the Screening Committee
- (ii) Finalization of theme(s) by Secretary PR.



### **(b) Request for Proposals:**

- (i) Request for Proposals from empanelled/ identified institutions on finalized themes.
- (ii) Invitation of proposals from empanelled/ identified institutions on finalized themes.
- (iii) Request for Proposals through tendering process as per GFR.
- (iv) Proposals received from specialized institutes (other than (ii) above) on identified themes.
- (v) Any other proposals submitted by invitation or suo moto by organizations on themes relevant for the Panchayati Raj Institutions.



### **(C) Selection of Proposals on specialized subject / theme, will be done as recommended by Screening Committee:**

- (i) Selection of proposals on specialized subject / theme as per GFR-2017 through QCBS or QBS process on recommended by Screening Committee.
- (ii) Screening of Proposals by the Screening Committee. The Screening Committee will examine the usefulness and feasibility of the proposal and the suitability of the organization and make its recommendation to the RAC.
- (iii) The Research Advisory Committee (RAC) headed by the Secretary PR will be competent to approve proposals under the scheme.



### **(d) Submission of Reports:**

- (i) Any agency undertaking research projects under the scheme would be required to submit the draft and final reports within the stipulated time periods.
- (ii) The organization may be required to make minimum one and maximum two presentations regarding the findings of its research.
- (iii) The agency would finalize its report after taking into account comments made by the Ministry or experts identified for the purpose by the Ministry.
- (iv) Extension of time limit for submitting the report would not be granted as a rule and if at all need arises (only in exceptional cases) then the organization will have to give adequate reasons backed by proper substantive evidences to claim the extension period.
- (v) The draft / final report and any questionnaire/data obtained for its preparation will be the property of Ministry of Panchayati Raj and the organization has no claim on it.



### **(e) Acceptance of the Report:**

Screening Committee will be the Competent Authority for acceptance of the report.





### (vii) Funding Pattern

- a) Under the scheme, 100% Central assistance will be provided to institutions whose proposals are accepted.
- b) The grants will be released in three instalments in the ratio of 30:30:40. However, in exceptional circumstances, funds may also be released in two instalments if so decided by the RAC.
- c) The first instalment of 30% of the approved cost will be released after the organization submits the following:
  - (i) The Government organizations (those organizations whose accounts are audited by CAG will be treated as Government organizations only) have to submit a bond in the prescribed format and the private agency / individual has to give a performance security as Bank Guarantee/DD @5%-10% of the award money as per GFR-2017.
  - (ii) Details of the design of the study, methodology and project team, time lines of various stages of study. A presentation on the same may be required.
- d) The second instalment of 30% of the approved cost will be released on:
  - (i) Completion of fieldwork if any, submission of first draft report and a presentation by the organization on the study, if required.
  - (ii) Furnishing of a certificate, verified by a chartered accountant, of utilization of more than 80% of the funds released.
  - (iii) An item-wise Statement of Accounts.
- e) The 3rd / final instalment of the approved cost will be released on:
  - (i) Acceptance of the final report by Secretary PR.
  - (ii) Provision of certificate of utilization of the funds sanctioned, verified by a Chartered Accountant.
  - (iii) Submission of Statement of Account indicating the actual expenditure incurred.
  - (iv) Agency will be required to suggest the usage of findings of the study and implementation of its recommendations.
  - (v) Submission of 10 copies of the final report along with the soft copy
- f) Funding of Chair will be as per payment schedule agreed upon in the MoU based on applicable financial rules of GoI issued from time to time.

### (viii) Other Terms and Conditions:

- a) The accounts of the grant shall be maintained separately by the recipient organization and shall be open to test audit by the authorized government agency.
- b) The released amount will be utilized only for the projects approved under the scheme.
- c) In case it is found that the grant or any part thereof has not been utilized for the purpose for which it was sanctioned, the recipient organization will be required to refund such amount together with interest accrued thereon, in lump sum.







- d) If the organization is unable to complete the project on time, the Ministry will have the right to levy penalty at the rate of 1% of the contract value for per week of delay and subject to maximum 10% of the contract value.
- e) Any expenditure made on travelling for the purpose of making presentations to the Ministry will be incurred by the organization from the total cost approved and sanctioned to them.
- f) For large projects, wherever the number of States to be studied is high, or the issues are complex, or the report is to be shared widely, Project Advisory Committees (PACs) may be set up, after approval of the RAC. The honorarium to be paid to members of the PACs may be decided by the RAC and revised from time to time.
- g) Experts for scrutinizing the research reports and giving comments may also be contracted as per need. The honorarium to be paid to such experts may be decided as per the Government norms applicable from time to time.

**(C) Engagement of Consultants / External Professional Support under Central Component of 'Action Research & Publicity'**

- (i) Engagement of dedicated and specialized Consultants, Young Professionals, Interns etc. will be done under the scheme component of 'Action Research & Publicity' to effectively implement and monitor the IEC and action research activities and to meet current as well as future challenges. It will be funded through 'Action Research & Publicity' a Central component of Revamped RGSA scheme.
- (ii) The detailed requirements such as numbers, qualifications, remunerations, mode of engagement etc. in respect of Consultants, Young Professionals, Interns etc. would be decided with the approval of Secretary, Panchayati Raj and financial concurrence of IFD.

## **7.7 International Cooperation:**

**7.7.1** Commonwealth Local Government Forum (CLGF) is a non-governmental forum established in 1995 having its presence in more than 40 countries of the Commonwealth with several organizations representing national and State Ministries of local government. The Forum provides platform/voice to exchange of information/ideas among member countries for promoting local governance and developmental activities in rural areas. Various activities of CLGF such as international seminars, workshops, publications, research and interface with international organisations and exchange programmes in local governance will be useful inputs for the activities under RGSA as well as in meeting various mandates of MoPR on performance of Rural Local Bodies.

**7.7.2** Commonwealth countries are the members of the CLGF and India (Ministry of Panchayati Raj) being a member of CLGF since 2007, has been paying the annual membership fee/contribution. Ministry of External Affairs, vide its communication dated 20th November, 2020, has advised MoPR to continue the membership of CLGF. Accordingly, MoPR to continue the payment of Annual subscription fee for the CLGF under this central component.

**7.7.3** Annual membership fee/contribution will be paid in single instalment.



## 7.8 Institutional Mechanism for Implementation, Monitoring & Management at the National Level

The following Institutional Mechanisms are envisaged at the National level:



### 7.8.1 National Steering Committee (NSC):

The overall Guidance and Policy Direction under the scheme will be provided by an empowered NSC under the Chairmanship of the Hon'ble Minister of Panchayati Raj. The following will be the composition of NSC. Special invitees may also be invited for meetings:

1	Minister for Panchayati Raj	Chairperson
2	Minister of State for Panchayati Raj	Member
3	Minister of State for Rural Development	Member
4	Minister of State for Drinking Water & Sanitation	Member
5	Minister of State for Health & Family Welfare	Member
6	Minister of State for Women & Child Development	Member
7	CEO NITI Aayog or nominee	Member
8	Secretary, Ministry of Panchayati Raj	Member
9	Ministers for Panchayati Raj from 2 well performing States (To be nominated by Chairperson)	Member
10	2 Eminent persons working in field of Panchayati Raj	Member
11	2 Elected Representatives of Panchayats from among best performing Panchayats	Member
12	2 Elected Women Representatives of Panchayats from among best performing Panchayats	Member
13	SS & FA/ AS & FA, Ministry of Panchayati Raj	Member
14	Special/ Additional Secretary, Ministry of Panchayati Raj	Member Secretary
15	Joint Secretary handling RGSA, Ministry of Panchayati Raj	Member



### 7.8.2 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. Special invitees may also be invited for meetings. The Composition of CEC is given below:

1	Secretary, Ministry of Panchayati Raj	Chairperson
2	Representative of NITI Aayog, not below the level of Joint Secretary	Member
3	Secretary Department of Expenditure GOI or his nominee not below the level of Joint Secretary	Member
4	Secretary Department of Agriculture, Cooperation & Farmers Welfare, Ministry of Agriculture or his nominee not below the level of Joint Secretary	Member
5	Secretary, Department of Rural Development Ministry of Rural Development or his nominee not below the level of Joint Secretary	Member
6	Secretary, Department of Drinking Water and Sanitation, Ministry of Ministry of Jal Shakti or his nominee not below the level of Joint Secretary	Member
7	Secretary, Department of Land Resources, Ministry of Rural Development or his nominee not below the level of Joint Secretary	Member
8	Secretary, Department of School Education and Literacy, Ministry of Education or his nominee not below the level of Joint Secretary	Member
9	Secretary, Ministry of Health & Family Welfare or his nominee not below the level of Joint Secretary	Member
10	Secretary, Ministry of Science & Technology or his nominee not below the level of Joint Secretary	Member
11	Secretary Ministry of Social Justice & Empowerment or his nominee not below the level of Joint Secretary	Member
12	Secretary, Ministry of Tribal Affairs or his nominee not below the level of Joint Secretary	Member
13	Secretary, Ministry of DONER or his nominee not below the level of Joint Secretary	Member
14	Secretary, Ministry of Women & Child or his nominee not below the level of Joint Secretary	Member
15	SS & FA/ AS & FA, Ministry of Panchayati Raj	Member
16	All SS, AS & JS level officers in Ministry of Panchayati Raj	Member
17	Director General NIRD&PR, Hyderabad	Member
18	Secretaries of Panchayati Raj from 2 well performing States as per the devolution index	Member
19	2 Eminent persons working in the field of Panchayati Raj	Member
20	2 Elected Representatives of Panchayats from among best performing Panchayats	Member
21	2 Elected Women Representatives of Panchayats from among best performing Panchayats	Member
22	Representatives from 2 NGOs	Member
23	Joint Secretary handling RGSA, Ministry of Panchayati Raj	Member Secretary





**7.8.3** The CEC is empowered to approve State Plans and interventions under Central Components of National Plan for Technical Assistance (NPTA), NIRD&PR and other Institutes of Excellence and other activities as brought before CEC. 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.

#### **7.8.4 National Project Management Unit (NPMU):**

- (i) 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 and components of Revamped RGSA to provide professional and technical support to MoPR. The NPMU consisting of various units and cells under Revamped RGSA will have consultants both long term & short term, interns, IT professionals and support staff (viz., Office Assistants and Multi-Tasking Staff) who will look after monitoring, research, cross State learning, campaigns, innovative activities, workshops, conferences, Co-ordination with State Programmes/Line Ministries, effective implementation of Revamped RGSA and its Central Components along with Localisation of Sustainable Development Goals (LSDGs).
- (ii) 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 and cells:
  - (a) Sustainable Development Goals (SDGs) Cell- consisting of thematic expert to look after the various interventions related Localisation of Sustainable Development Goals (LSDGs)
  - (b) Capacity Building Unit - for various interventions under the scheme related to training material, training modules, innovative use of technology, research& Analysis, cross state learning in CB&T activities etc.
  - (c) State Monitoring Unit – for handling various aspects of implementation of RGSA in States/UTs and providing handholding support in preparation Annual Action Plans.
  - (d) Panchayat Planning and Evaluation Cell (PPEC)– for managing People’s Plan Campaign (PPC), data analytics, data management, interpretation and policy interventions for better decision making for improvement and smooth implementation of scheme and LSDGs.
  - (e) Administrative & Financial Data Planning and Analysis Cell
  - (f) Any other specialised or general cell as per requirement emerged during the implementation of Revamped RGSA.
- (iii) The NPMU will include above mentioned Units/Cells and shall have flexibility to outsource activities where required. The detailed requirements such as numbers, qualifications, remunerations, mode of engagement etc. under different Units/Cells of NPMU as mentioned in para 7.2.2 and 7.8.4 would be decided with the approval of Secretary, Panchayati Raj and financial concurrence of IFD. The tenure of existing consultants of NPMU/PPEC etc. of RGSA (2018-19 to 2021-22) may be extended under Revamped RGSA on same terms and conditions with the approval of Secretary, Panchayati Raj and financial concurrence of IFD.







(iv) These NPMU units under the guidance of Joint Secretary, shall provide technical support to States and Panchayats, and participate in cross State sharing, monitoring and appraisals etc. They shall also assist the states to:



- ▶ Develop strategies and action plans for capacity building & training to ensure wider dissemination.
- ▶ Facilitate intra and inter-state experience sharing activities, through cross state sharing workshops and national level workshops and seminars as well as through documentation.
- ▶ Provide support to the states for developing appropriate training materials and adopt training methodologies.
- ▶ Appraisal of proposals including annual work plans by units so as to ensure that sectoral issues have been appropriately addressed.
- ▶ Preparation of strategy and provide handholding support in Localisation of Sustainable Development Goals (LSDGs) through PRIs.



#### 7.8.5 Advisory Committees:

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 9 identified themes and subjects listed in the Eleventh Schedule may be constituted. The possible Advisory Groups are:



- 1 Poverty Free Village
- 2 Healthy Village
- 3 Child-Friendly Village
- 4 Water Sufficient Village
- 5 Clean and Green Village
- 6 Village with Self-Sufficient Infrastructure
- 7 Socially Secured Villages
- 8 Village with Good Governance
- 9 Women Friendly Village
- 10 General for subjects listed in the Eleventh Schedule





# CHAPTER - 8

## STATE COMPONENT

**8.1** The State Component of the scheme primarily includes Capacity Building & Training (CB&T) of PRIs. The focus of trainings for Elected Representatives (ERs) is to equip them to discharge their mandated duties efficiently and effectively on the 29 subject areas that are to be devolved to Panchayats. The broad training areas under revamped RGSA scheme are: local self-governance, Panchayat Finance including Public Finance Management System (PFMS), Own Source Revenue (OSR) generation, e-GramSwaraj, Audit online, Localisation of Sustainable Development Goals (SDGs) especially on 9 themes. It will also focus on training for preparation of quality structured, integrated, participatory, inclusive and convergent Panchayat Development Plans at respective level of Panchayat, based on identified gaps and felt needs towards attainment of SDGs.

**8.2** The Notable activities to be supported under RGSA for CB&T of PRIs are:(a) Orientation programmes for newly elected representatives within 6 months of election and refresher courses within 2 years;(b) Training at State, District and Block/Cluster of GPs level for Elected Representatives (ERs) and Functionaries of Panchayats, Resource persons, Trainers/ Master Trainers etc.; (c) Physical/ Virtual/online and hybrid mode of trainings;(d) Collaboration with academic institutions, Civil Society Organizations (CSOs), NGOs registered with NITI Aayog and other relevant organisations for handholding support for preparation of Panchayat Development Plan aligned with SDGs; (e) Training Needs Assessment (TNA), development of training modules and training materials, training of Master Trainers and independent impact assessment of training programmes; (f) Exposure visits (both within and outside State) for PRIs for cross learning; (g) Support for development of Panchayat Learning Centres;(h) Training of Trainers/ Master Trainers in thematic areas for localisation of SDGs; (i) Engagement of Institutes of excellence/ reputed institutions for capacitating ERs for leadership roles at all tiers of Panchayats and other such activities.

**8.3** The other activities under the scheme are: Institutional Infrastructure and Human Resource, Distance learning Facility, Support for Panchayat Infrastructure, Programme Management Unit, E-enablement of Panchayat, Special Support for strengthening Gram Sabhas in PESA Areas, Support for Innovation (Innovative activities), Project based support for Economic Development & Income Enhancement, IEC Activities and Programme Management. 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.

**8.4** The years-wise and components-wise allocation under the State Components of Revamped RGSA scheme is as under:





## Budget for State Components

(Rs. in crore)

S.N.	State Components	2022-23	2022-24	2022-25	2022-26	Total
1	Capacity Building & Training	466.77	533.57	584.36	590.16	2174.86
2	Institutional Infrastructure and Human Resource	129.03	129.03	129.03	129.03	516.12
3	Distance learning Facility through SATCOM/IP based virtual Class room/ similar technology	10.00	10.00	10.00	10.00	40.00
4	Support for Panchayat Infrastructure	100.00	175.00	350.00	375.00	1000.00
5	Programme Management Units (PMU)	190.60	295.20	230.26	279.98	996.04
6	E-enablement of Panchayats	7.50	7.50	7.50	7.50	30.00
7	Special Support for strengthening Gram Sabhas in PESA Areas	105.69	105.69	105.69	105.69	422.76
8	Support for Innovation (Innovative activities)	17.00	17.00	17.00	17.00	68.00
9	Project based support for Economic development & income enhancement	23.00	23.00	23.00	23.00	92.00
10	IEC Activities (2%)	20.99	25.92	29.14	30.75	106.80
11	Programme Management (1.5%)	15.74	19.44	21.85	23.06	80.09
	<b>Total</b>	<b>1086.32</b>	<b>1341.35</b>	<b>1507.83</b>	<b>1591.17</b>	<b>5526.67</b>

### 8.5 Capacity Building and Training (CB&T)

**8.5.1** 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 local self-governance, Panchayat Finance including Public Finance Management System (PFMS), Own Source Revenue (OSR), e-GramSwaraj, Audit online, Devolution of powers to Panchayats, Localisation of Sustainable Development Goals (SDGs) especially on 9 themes, Rural Area Development Plan Formulation and Implementation (RADPFI), Carbon Neutrality, Contract Management or any other training for state specific need.



**8.5.2** The challenge of CB&T has further increased, in the context of increasing grants being devolved to Panchayati Raj Institutions (PRIs) by the Finance Commission (CFC/SFC), preparation of quality Panchayat Development Plan {Gram Panchayat Development Plan (GPDP)/ Block Panchayat Development Plan (BPDP)/ District Panchayat Development Plan (DPDP)} at respective level and achievement of SDGs through concerted and collaborative efforts of Central Ministries and State line departments with 'whole of Government' approach at all levels.

**8.5.3** The focus of the scheme of Revamped RGSA is on re-imagining Panchayati Raj Institutions as vibrant centres of local self-governance and economic growth with special focus on localization of Sustainable Development Goals (SDGs) at grassroot level adopting thematic approach.

**8.5.4** The scheme will converge capacity building initiatives of other Ministries/ Departments for strengthening governance capabilities of ERs for assuming leadership roles; capacitating functionaries of line departments and other stakeholder for holistic, inclusive and convergent preparation of Gram/Block/District Panchayat Development Plans for localisation of SDGs. The convergence broadly includes training materials, training infrastructure/ institutes, IEC materials etc. The Sector Enablers of Rural Local Bodies including traditional bodies to be included in training programmes of different Ministries/ Departments, imparting training to the functionaries and other stakeholders in their respective domain.

**8.5.5** In order to equip PRIs to develop as drivers of economic growth and nodes of spatial development, it is necessary to envision CB&T with a fresh 'eco-system' approach wherein all stakeholders come together to facilitate and support PRIs to attain holistic, inclusive and sustainable development. Hence, there is need to equip ERs, who are elected as fresh entrants every five years and all other stakeholders at different levels of PRIs to enable them to realise the aforesaid vision.

**8.5.6** CB&T activities under revamped RGSA would be for attainment of following goals:

- (i) View Panchayats as strong units of local self-governance & growth engines rather than just 'implementing agencies';
- (ii) Adoption of a 'eco-system' having 'Whole of Government & Whole of Society' approach;
- (iii) Redesign content of CB&T to align with aforesaid national and local aspirations;
- (iv) Appropriate use of new, emerging technologies in all CB&T programmes;
- (v) Link suitable incentives to attainment of CB&T goals;
- (vi) Put in place appropriate standards for institutions for CB&T activities;
- (vii) Association of Capacity Building Commission (CBC)/other institution of academic excellence as 'knowledge partner' in the above exercise







**8.5.7** Capacity Building & Training activities under revamped RGSA to be immersive and target oriented based on practical approach i.e. learning by doing and aligned with deliverables. Since ERs and other stakeholders of RLBs come from varied socio-economic and educational background, a suitable mix of virtual and face to face mode of training will be adopted. Tailored audio-visual training materials and modules such as animation videos, audios, e-posters etc. will be developed for different target groups to ensure effectiveness. Emerging technologies like Augmented Reality (AR), Virtual Reality (VR), Metaverse etc. may be leveraged in consultation of Capacity Building Commission (CBC) to ensure interactive training and capacity building to enable the Panchayats to attain the SDGs.

**8.5.8** The Training Need Assessment (TNA) of ERs and other stakeholders of RLBs and development of Training Policy Framework aligning with National aspirations embedding innovative use of technology and creating virtual platforms to facilitate anytime self-learning and self-certification will be done in consultation with CBC.

**8.5.9** States / UTs may carry out TNA of ERs and other stakeholders of RLBs preferably through empanelled agencies of NIRD&PR /States/CBC etc.

**8.5.10** Capacity Building of the Ministry, substantial support for training and training infrastructure to be provided. The Ministry to facilitate sharing across States, knowledge based activities like workbooks, quiz, helpdesk, street plays, exposure visits of ERs etc. Focus will be on adult training /learning methods, mandatory visit to a panchayat in each training module, improvement in mode of delivery of content through emerging technologies with emphasis on visual aids movies and interactive e-learning 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. 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.

## **8.6 National Capability Building Framework (NCBF):**

**8.6.1** A detailed NCBF-2014 was prepared and shared with the States/UTs, 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.

**8.6.2** A Committee to revisit NCBF-2014 has been constituted by the Ministry of Panchayati Raj to provide comprehensive framework for Capacity building of PRIs, considering changing governance mechanism and emerging needs to be catered by the PRIs. States/UTs are required to prepare detailed Annual State Capacity Building Plans for PRIs considering the recommendations of new NCBF.



## 8.7 The States may keep in view the following while finalizing their Capacity Building Plan under Revamped RGSA:

- (i) Activities to be taken up before the preparation of the Plans should include:
  - a) Training Needs Assessment (TNA),
  - b) Consultation with ERs, PFs and other stakeholders
  - c) Assessment of Trainers
  - d) Plan for training of Master Trainers (MTs)
  - e) Impact assessment of training programmes
- (ii) CB&T activities will be based on the revised NCBF for PRIs
- (iii) Training programmes for PRIs following phased saturation approach with focus on newly elected representatives and functionaries.
- (iv) Orientation training of newly elected representatives to be conducted within 6 months of their election. Refresher courses for ERs to be conducted within two years of their election.
- (v) Special targeted capacity building interventions to be conducted for women ERs and ERs from disadvantaged groups like SCs and STs.
- (vi) 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, Contract Management etc.
- (vii) Training in 9 thematic areas (identified by Expert Group on LSDGs) aligned to various SDGs for Localization of SDGs at grassroots level
- (viii) Training plan to also include module on scheme of Panchayat Awards.
- (ix) Training on preparation, implementation and other aspects of GPDP/BPDP/ DPDP should be ensured.
- (x) Exposure visits for ERs and PFs both within and outside the State.
- (xi) Development of model Panchayats as Panchayat Learning Centres (PLCs)/immersion sites where regular exposure visits can be organised.
- (xii) In addition to PRIs, training may be organized for District Collectors/CEO ZP / Block level ERs on effectively utilizing various provisions under RGSA.
- (xiii) A provision for trainee assessment and feedback at required intervals
- (xiv) Giving reference materials prepared for neo literates to trainees for reference on return to Panchayats.



## 8.8 Broadly States to submit CB&T activities in following categories:

S. N.	Training Category	Training Subjects
1	General Orientation Trainings for ERs within 6 months	Functioning of PRIs covering 29 Subjects with the introduction of thematic approach on LSDGs
2	Refresher Programme Trainings for ERs within 2 years	Functioning of PRIs covering 29 Subjects with the introduction of thematic approach on LSDGs
3	Panchayat Development Plan Trainings	Gram Panchayat Development Plan (GPDP) oriented toward thematic approach on LSDGs
		Block Panchayat Development Plan (BPDP) oriented toward thematic approach on LSDGs
		District Panchayat Development Plan (DPDP) oriented toward thematic approach on LSDGs
4	Thematic Training - Localisation of Sustainable Development Goals (LSDGs)/ Sector Enablers Trainings	(I) Poverty free village
		(ii) Healthy Village
		(iii) Child-friendly Village
		(iv) Water Sufficient Village
		(v) Clean and Green Village
		(vi) Village with Self-sufficient infrastructure
		(vii) Socially Secured Village
		(viii) Village with Good Governance
		(ix) Women Friendly Village
5	Specialized trainings	e-Governance / Digital Literacy
		PESA
		Own Source Revenue
		MIS through various digital portals & platforms
		Rural Area Development Plan Formulation and Implementation (RADPFI)
		Contract Management
		SHG-PRI Convergence
		Carbon Neutrality
6	Any other training	As per State specific/ emerging needs

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

**8.9.1** CB&T programmes to focus on subjects of National importance and other areas like local self-governance, e-Panchayat initiatives, Gender Empowerment, Welfare of SC/ST, Own Source Revenue (OSR) generation etc. It will also focus on preparation of quality structured, integrated, participatory, inclusive and convergent plans at respective level of Panchayat based on identified gaps and felt needs towards attainment of Sustainable Development Goals (SDGs). Notable activities to be supported under RGSA for CB&T of PRIs will be:



- (i) 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, redesigning of CB&T content aligning with National and local aspirations.
- (ii) 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.
- (iii) 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.
- (iv) Orientation programmes for newly elected representatives within 6 months of election and refresher courses within 2 years;
- (v) Training at State, District and Block/Cluster of GPs level for Elected Representatives (ERs) and Functionaries of Panchayats, Resource persons, Trainers/ Master Trainers etc. with a field visit;
- (vi) Physical/ Virtual/online and hybrid mode of trainings, considering the emerging needs and learning;
- (vii) Collaboration with academic institutions, civil society organizations, NGOs registered with NITI Aayog and other relevant organisations for handholding support for preparation of Gram Panchayat Development Plan aligned with SDGs;
- (viii) Training needs assessment, development of training modules and training materials, training of Master Trainers and independent impact assessment of training programmes;
- (ix) Tailored audio-visual training materials and modules such as animation videos, audios, e-posters etc. for different target groups to ensure effectiveness
- (x) Leveraging new, emerging technologies like Augmented Reality (AR), Virtual Reality (VR), Metaverse etc. to ensure interactive CB&T
- (xi) Virtual platforms to facilitate anytime self-learning and self-certification for greater outreach
- (xii) Training in 9 thematic areas (identified by Expert Group on LSDGs) aligned to various SDGs at various level for Localization of SDGs at grassroots level
- (xiii) Provision for creating pool of Master Trainers/ Trainers for focused CB&T in identified thematic areas at all levels
- (xiv) Convergence of CB&T initiatives (training materials, infrastructure/ institutes, IEC materials etc.) of other Ministries/ Departments for strengthening governance capabilities of ERs for assuming leadership roles;
- (xv) Capacitating ERs, Functionaries of all level (District/Block/GPs) such as Panchayat Secretary, VDOs/BDOs etc. with at least 1/2 day of field visit
- (xvi) Capacitating functionaries of line departments and other stakeholder for holistic, inclusive and convergent preparation of Gram/Block/District Panchayat Development Plans for localisation of SDGs
- (xvii) Exposure visits for ERs and PFs both within and outside the State.
- (xviii) Development of model Panchayats as PLCs/immersion sites will be supported for enabling them to host regular exposure visits.
- (xix) Training of Trainers/ Master Trainers in thematic areas for localisation of SDGs;
- (xx) The Institutes of excellence/ reputed institutions in consultation of CBC would be engaged for capacitating ERs for leadership roles at all tiers of Panchayats and other such activities.







## 8.10 Exposure visits:

**8.10.1** Exposure visits are recognised as one of the most effective and inspirational ways of learning for Panchayat representatives. During these visits they themselves get an opportunity to get first-hand experience of the good work done by other Panchayats, learn regarding the challenges faced by those Panchayats in the process and how those challenges were overcome. This process of learning through exchange of experiences creates an excellent practical peer learning opportunity for both the host and the visiting participants. Thus, visit to Panchayats with best practices within and outside the State provides hands on practical exposure and promotes experiential learning in a 'seeing is believing' mode.

**8.10.2** Exposure visits are resource intensive. Hence, it is important to ensure that exposure visits are properly planned and executed to achieve the desired outcomes. A follow up mechanism is consequently important to ensure that learnings are assimilated during the visit, and utilised by the participants upon their return to address local problems in an innovative way.

**8.10.3** In order to maximize the gains from exposure visits, it is important to identify and maintain inventory of well performing Panchayats or Panchayats with good practices on various thematic areas where visits would be organised. Panchayats both within and outside the States may be identified. The areas of work may cover:

- (i) Core institutional functioning like regular Panchayat meetings, functioning of Standing Committees, preparation of participatory Gram Panchayat Development Plan, effective Gram Sabha meetings, high percentage of revenue collection, up-dated accounts and maintenance of records, provision and maintenance of basic civic services etc.
- (ii) Thematic excellence across sectors/programmes linked with priority areas of the State/Panchayats in identified 9 themes as identified by expert group on Localisation of Sustainable Development Goals (LSDGs), Panchayat-Self-Help group (SGH) convergence etc.
- (iii) While identifying Panchayats with good practices, following issues may be considered:
  - a) Panchayat should have played a key role in implementing the initiative.
  - b) Positive impact made in effective functioning or delivery of services (system, reach, quality, affordability etc.)
  - c) How the Panchayat mobilised/managed resources to finance the best practices/innovation.
  - d) Sustainability aspects.

## 8.11 Panchayat Learning Centres (PLCs):

**8.11.1** Inventory of such Panchayats with success stories/good practices spread across the State may be created. These Panchayats may be facilitated and developed further to function as PLCs or immersion sites for learning in the district/block. Efforts should be made to select Panchayats, which have already shown exemplary work in 9 identified themes for Localisation of Sustainable Development Goals (LSDGs), implementing innovative projects and projects under Economic Development and income Enhancements under RGSA etc.



**8.11.2** Detailed documentation of the work done by these PLCs (profile, report, short films etc.) should be made available online and shared with visiting Panchayats. Short films on these good practices should also be prepared and made available on digital platform for wider dissemination and access.

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

- (I) Areas relating to the working of Panchayats (Good governance & enhancing overall efficiency, transparency & participation)
- (ii) Sector specific (9 thematic areas as identified by Expert Group on LSDGs) and relating to Schedule 11, where line Departments may also be involved.

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

- (I) Through mapping of already existing good examples/ best practices and upgradation where required
- (ii) 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.

**8.11.5** Under this component funds could be utilized to develop basic infrastructure to facilitate exposure visits to showcase their initiatives, creation/establishment of digital library etc.

## 8.12 Institutional Structure for Training (Institutional Infrastructure and Human Resource)

**8.12.1** 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. 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) and other available training infrastructure of other departments in the State institutes may also be utilize for conduct of trainings for PRIs.

**8.12.2** States where State Panchayat Resource Centres (SPRCs) is not functional, may preferably establish at State Institutes of Rural Development & Panchayati Raj (SIRD&PRs) or any other State level institution. District Panchayat Resource Centres (DPRCs) and Block Panchayat Resource Centres (BPRCs) are also to be established preferably in existing Government institutions/ facilities available at District and Block level on rental basis, wherever DPRC/BPRC buildings are not available. The new DPRCs building can be constructed utilizing RGSA funds only in NE States. These centres are expected to be focal points for conduct and coordination of CB&T activities, research, analysis, documentation and communication as per prescribed standards. These centres would be responsible for developing State training networks with academic and research institutions.







**8.12.3** Strengthening institutional structures for training by supporting Resource Centres at State, District and Block levels, includes following activities, as per the cost norms mentioned in Chapter-9:

- (i) Provision for establishment of SPRCs in rented building.
- (ii) Recurring cost on additional Faculty and O&M of SPRC: Up to 10% of the cost may be utilized for O&M and rest of the fund is to be utilized for engagement of sufficient faculties including 9 thematic experts on LSDGs.
- (iii) Construction of building and provision of basic equipment of new DPRCs in NE States only.
- (iv) Provision for establishment of DPRCs in rented building.
- (v) Recurring cost on additional Faculty and O&M of DPRC: Up to 10% of the cost may be utilized O&M and rest of the fund is to be utilized for engagement of minimum four faculties having domain knowledge of at least 2-3 themes of LSDGs.
- (vi) Provision for establishment of BPRCs in rented building.
- (vii) Recurring cost on additional Faculty and O&M of BPRC.
- (viii) Hiring of Training infrastructure & equipments at District level.



**8.12.4** The existing faculties of SPRC, DPRC and BPRC should be encouraged to take up self-learning certification courses of NIRD&PR or equivalent institutions within six months. For the engagement of new faculties, self-learning certification courses of NIRD&PR or equivalent institutions should be one of the essential qualifications.



**8.12.5** The specific responsibilities of the SPRCs: Broadly SPRCs will develop training curricula, train resource persons, prepare training materials, undertake research and lead the capacity building & training activities in the State. The specific responsibilities of SPRCs are as under:

- (i) Develop a roadmap on CB&T of PRIs and Prepare Annual Action Plan (AAP) of CB&T of the ERs & Functionaries and other stakeholders of PRIs.
- (ii) Prepare Annual Training Calendar based on the approved AAP of CB&T.
- (iii) Conduct Training Need Assessment for ERs & Functionaries of PRIs as per Standard Operating Procedure (SoP) of NCBF. Design the Standard Operating Procedure (SoP) for Training Need Assessment for ERs & Functionaries of PRIs in consultation of CBC.
- (iv) Organise Trainers Development Training of Trainers (ToT) Program for Master Trainers
- (v) Empanel Master Trainer at State level on different domain
- (vi) Develop learning modules (Handbook / PPTs/ Short Films/ Video Clips) on different thematic learning areas.
- (vii) Design layout and concept of IEC materials on the institutional capacity of Panchayats.
- (viii) Prepare blue print and support DPRC and BPRC to conduct training of PRIs and engagement of Human Resource.
- (ix) Prepare Budget Outlay for SPRC will play a role in monitoring and supervising the functioning of the DPRCs/ BPRCs and training their faculty members as well as to take various quality control measures for attaining required standard of training by all the DPRCs.
- (x) Perform as the apex institution for conducting research/ action research on various aspects of rural local governance, democratic functioning of GPs, participatory planning, social audit etc. and to suggest policy reforms and other ways for improving their functioning through adopting various policies and systemic changes/ reengineering of processes to the RD&P Department;





- (xi) Perform as State Resource Centre on Panchayats & Rural Development and repository of all acquired knowledge available through books/journals/ research papers etc. within and outside the state on functioning of rural local government
- (xii) Assess the functioning of the Panchayats on various agreed parameters and to find out the areas of weakness in their functioning and to work out ways for building required capacity;
- (xiii) Develop capacity of Elected Representatives and functionaries of GP and to provide handholding support to GPs for improving financial management; improvement of governance; application of ICT in governance; preparation, implementation and monitoring of GPDP/BPDP/DPDP.
- (xiv) Coordinate and monitor the training programmes relating to Panchayats and Rural Development being imparted by the DPRCs and BPRCs.
- (xv) Identifying the capacity gaps and organizing training of all the GP level functionaries, elected representatives, employees of other departments who are working at the village level as well as Community Based Organizations (CBOs) who work at the grass-root level in synergy with the Gps
- (xvi) Plan for Exposure Visit of the ERs & Functionaries of the PRIs.
- (xvii) Establishment of linkages and coordination with specialist institutes to provide training in various subjects such as education, health, sanitation, women and child, agriculture, etc.
- (xviii) Networking with NGOs and other resource institutes to share experiences, mutual learning and sharing of training material.
- (xix) Conduct of training, seminars, conferences, workshops in the broad field of Panchayati Raj, decentralized planning, decentralized development and other emerging needs of topical relevance.
- (xx) 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.
- (xxi) Provision of guidance for or conduct of monitoring and evaluation on various aspects relating to Panchayati Raj system in the state.



**8.12.6** The SPRCs should have broadly following infrastructural facilities for proper functioning. In case of non-availability, these facilities may be arranged through need based outsourcing.

- (i) Conference rooms.
- (ii) Auditorium.
- (iii) Well-equipped library-cum-study room.
- (iv) Separate hostel facility for male and female trainees and trainers with twin sharing rooms.
- (v) A dining hall with adequate seating capacity
- (vi) Office accommodation for faculty, academic and office staff.
- (vii) Staff quarters for campus housing.
- (viii) 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.
- (ix) Transport facility for taking trainees to field visits
- (x) Information Technology cell equipped with all facilities for organising various courses on computer application, use of tools and software and other ICT related matters





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

- (I) Panchayati Raj, Decentralized Planning, Micro-Planning etc.
- (ii) E-governance, Own Source Revenue, Accountancy & Budgeting etc.
- (iii) 9 identified themes broadly covering all the SDGs.



**8.12.8** The specific responsibilities of the DPRCs: 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. The specific responsibilities of DPRCs are as under:



- (i) All routine training of the GP level functionaries will be conducted at the DPRCs as per approved AAP.
- (ii) Institutional management of the training centers for smooth conduct of the training program of the PRIs.
- (iii) Conduct Training Need Assessment for ERs & Functionaries of PRIs as per Standard Operating Procedure (SoP) of NCBF. Conduct the Training Need Assessment at Block and Gram Panchayat for the Elected Representatives & Functionaries of the Gram Panchayat based on the standardised format as suggested by CBC.
- (iv) Prepare blue print and support BPRC to conduct training of PRIs and engagement of Human Resource.
- (v) Prepare Budget Outlay for DPRC will play a role in monitoring and supervising the functioning of the BPRCs as well as to take various quality control measures for attaining required standard of training by all the BPRCs.
- (vi) Organise need-based training for the ERs, Functionaries & Officials of the Panchayati Raj & Rural Development.
- (vii) Organize training of the GP functionaries and the ERs, to organise meetings, seminars, workshops on functioning of GPs and building their capacities.
- (viii) Participate in meetings, seminars, workshops etc., organised by line departments / NGOs/ Academic Institutions.
- (ix) (ix) Implement strategic campaign for environment building for GPDP through a wide range of IEC tools.
- (x) (x) Organise Exposure Visit of the ERs & Functionaries to the Best Performing PRIs.
- (xi) (xi) Organise SATCOM / Hybrid Training to the Block and Gram Panchayat on different themes.
- (xii) Capture the training data on real time in the TMP.
- (xiii) Develop as a Resource Center for exchanging best practices on rural development.
- (xiv) Liaison & Networking with different line departments / organizations / institutions / CBOs for providing support in strengthening capacity building & training of the PRIs.
- (xv) Provide support in the formulation of Panchayat Development Plan through District Controlling Unit.



**8.12.9** The specific responsibilities of the BPRCs: BPRCs at the Block 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. The specific responsibilities of BPRCs are as under:

- (i) Implement the approved training program in a cluster mode of the Gram Panchayat
- (ii) Execute the planned exposure visit of the Elected Representatives & Functionaries of the PRIs.
- (iii) Organise thematic training to promote sector enabler among the ward members
- (iv) Organise distant mode training of the Elected Representatives & Functionaries of cluster of gram panchayat
- (v) Provide handholding support in formulation of Gram Panchayat Development Plan(GPDP)
- (vi) Provide support in institutional strengthening of the Gram Panchayat through handholding support
- (vii) Organise different meetings / workshop on various areas of rural development

### **8.13 Distance learning Facility through SATCOM/IP based virtual Class room/similar technology:**

**8.13.1** States are expected to clearly indicate in their Revamped 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, Revamped 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 emerging sustainable technologies for distance education.

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

### **8.14 E-enablement of Panchayats:**

**8.14.1** 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 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. The States/UTs would be expected to make all-out and sustained efforts to ensure appropriate CB&T for e-enablement of Panchayats.

**8.14.2** The States/UTs 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/ eGramSwaraj applications.

**8.14.3** To enhance citizen centric service delivery and e-enablement of Gram Panchayats, availability of computers in Gram Panchayats are pre-requisite, which may be accessed through Central / State schemes, Central/ State Finance Commission Grants, OSR etc. to the extent possible. However, up to the limited scale with gap filling approach computer, UPS and printer will be supported under Revamped RGSA with the focus on NE States, including committed liabilities under the previous scheme of RGSA as per cost norms mentioned in Chapter-9.







## 8.15 Support for Panchayat Infrastructure:

### 8.15.1 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.

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 with community hall will be provided based on proposals from States under Revamped RGSA with the focus on NE States, including committed liabilities under the previous scheme of RGSA. Since the provision under this head is inadequate, States are advised to ensure effective convergence of funds on other schemes e.g. MGNREGA etc. and OSR 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 of new GP buildings /and with community hall in GPs will be funded:

- 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

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 Revamped RGSA.

### 8.15.2 Co-location of Common Service Centres (CSCs) in GP Bhawan:

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 in GPs. States and Panchayats can explore the co-location of CSCs or similar centres functioning in States/UTs for delivery of services, in GP offices to promote single point delivery of citizen centric services.

States need to ensure that Common Service Centres (CSCs) or similar centres functioning in States/UTs for delivery of services 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 will be expected to obtain funds for construction of community hall in GP Bhawan for Co-location of CSC from various sources. However, where funds cannot be accessed from other schemes, financial assistance on a limited basis for construction community hall in GP Bhawan for Co-location of CSC will be provided based on proposals from States under Revamped RGSA with the focus on NE States, including committed liabilities under the previous scheme of RGSA.



## 8.16 Special Support for strengthening Gram Sabhas in Fifth Schedule Areas

**8.16.1** 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.

**8.16.2** Capability development for the PESA to undertake local planning and implementation at the Gram Sabha level will be supported under Revamped RGSA. For effective implementation of PESA and to strengthen Gram Sabhas and PRIs in Fifth Schedule area, following activities will be funded as per the cost norms mentioned in Chapter 9:

Honorarium for State Level Coordinator for PESA Area	Honorarium of 1 PESA Coordinator in PESA district	Honorarium of 1 PESA Coordinator in PESA Block	Honorarium of 1 Gram Sabha Mobiliser / PESA GP	Gram Sabha Orientation for cluster of 5 PESA GPs
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## 8.17 Programme Management Unit (PMU)

**8.17.1** Panchayats have been assigned important functions under the Constitution and various Central & State Acts. They have also been assigned responsibilities in many Central & State programmes. However, the human resources available to Panchayats differs widely across the States. Unavailability of information and authentic data related to PRIs is often cited as one of the key challenges for policy analysis and decision making. The situation is compounded by the poor capacity of PRIs in this regard.

**8.17.2** Therefore the present strength and capacity of State Panchayati Raj Departments needs to be enhanced to enable them to undertake the ever increasing assigned tasks and implementing Revamped RGSA for the development of Panchayats in the State. To support the Panchayati Raj departments, an structured and integrated PMU at State, District and Block level to be set up for planning, implementation and monitoring of Revamped RGSA along with effective real-time data management, e-enablement, streamlining convergence, improved monitoring and handholding in planning of Panchayats and Localisation of Sustainable Development Goals etc.

**8.17.3** The resources available under Technical & Administrative Components of XV Finance Commission Basic (Untied) Grants to PRIs and administrative cost of other schemes for rural development could also be leveraged to strengthen PMU at different level of PRIs. In this regards, an advisories issued by the Ministry may be referred, which is at Annexure-V & VI.







**8.17.4** Professionals with relevant experience and expertise in local governance, capacity building, Panchayati Raj, social development, IEC, monitoring & evaluation, data handling, management and analysis, SDGs, handling dashboards & MIS, local planning 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 broad responsibilities of the above mentioned personnel under PMU are at Annexure-VII. The indicative structure of PMU at State, District and Block level is as under:

Structure of SPMU	Numbers
State Programme Manager	1
State Coordinator (e-governance)	1
State Coordinator (M&E)/ Financial Consultant	1
Data Entry Operator/MIS specialist/Data engineer/Analyst	1
<b>Total</b>	<b>4</b>
<b>Structure DPMU</b>	
District Programme Manager	1
District Coordinator (e-governance)/ (M&E)	1
Data Entry Operator/MIS specialist/Data engineer/Analyst	1
<b>Total</b>	<b>3</b>
<b>Structure BPMU</b>	
Block Coordinator	1
Account & Administrative assistant/ Data Entry Operator/MIS specialist/Data engineer/Analyst	1
<b>Total</b>	<b>2</b>

**8.17.5** The nomenclature of different positions in PMU at State, District and Block level is indicative, which may vary in different States as per their existing contractual manpower position created in the previous scheme of RGSA.

## 8.18 Support for Innovations:

**8.18.1** Revamped 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.