

## MINISTRY OF RURAL DEVELOPMENT

REVIEW OF THE ROLE AND PERFORMANCE OF DISHA COMMITTEE IN VARIOUS SCHEMES.

COMMITTEE ON ESTIMATES  
(2022-23)

EIGHTEENTH REPORT

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(SEVENTEENTH LOK SABHA)



LOK SABHA SECRETARIAT  
NEW DELHI

# **NINETEENTH REPORT**

**COMMITTEE ON ESTIMATES**

**(2022-23)**

**(SEVENTEENTH LOK SABHA)**

**MINISTRY OF RURAL DEVELOPMENT**

**REVIEW OF THE ROLE AND PERFORMANCE OF DISHA  
COMMITTEE IN VARIOUS SCHEMES.**

**(Presented to Lok Sabha on 20 December, 2022)**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**.....December 2022/.....Agrahayana1944(S)**

<b>CONTENTS</b>		<b>Page No.</b>
<b>Composition of the Committee on Estimates (2020-21)</b>		<b>(ii)</b>
<b>Composition of the Committee on Estimates (2021-22)</b>		<b>(iii)</b>
<b>Composition of the Committee on Estimates (2022-23)</b>		<b>(iv)</b>
<b>Introduction</b>		<b>(vi)</b>
<b>PART-I</b>		
<b>Introductory</b>		
		<b>1</b>
<b>PART-II</b>		
<b>Observations/Recommendations</b>		
		<b>36</b>
<b>APPENDICES</b>		
<b>(i) Minutes of the sitting of the Committee held on 13.07.2021</b>		<b>49</b>
<b>(ii) Minutes of the sitting of the Committee held on 22.06.2022</b>		<b>52</b>
<b>(iii) Minutes of the sitting of the Committee held on 14.12.2022</b>		<b>54</b>

## **COMPOSITION OF THE COMMITTEE ON ESTIMATES (2020-2021)**

**Shri Girish Bhalchandra Bapat – Chairperson**

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3. Shri Kalyan Banerjee
4. Shri Sudharshan Bhagat
5. Shri Pradan Baruah
6. Shri Nand Kumar Singh Chauhan
7. Shri P.P. Chaudhary
8. Shri Parvatagouda Chandanagouda Gaddigoudar
9. Shri Nihal Chand Chauhan
10. Dr. Sanjay Jaiswal
11. Shri Dharmendra Kumar Kashyap
12. Shri Mohanbhai Kalyanji Kundariya
13. Shri Dayanidhi Maran
14. Shri K. Muraleedharan
15. Shri S.S. Palanimanickam
16. Shri Kamlesh Paswan
17. Dr. K.C. Patel
18. Col. Rajyavardhan Singh Rathore
19. Shri Vinayak Bhaurao Raut
20. Shri Ashok Kumar Rawat
21. Shri Magunta Srinivasulu Reddy
22. Shri Rajiv Pratap Rudy
23. Shri Francisco Cosme Sardinha
24. Shri Jugal Kishore Sharma
25. Shri Prathap Simha
26. Shri Pinaki Misra
27. Smt. Sangeeta Kumari Singh Deo
28. Shri Kesineni Srinivas
29. Shri Ajay Bhatt
30. Shri Parvesh Sahib Singh Verma

**COMPOSITION OF THE COMMITTEE ON ESTIMATES (2021-2022)**

**Shri Girish Bhalchandra Bapat – Chairperson**

**Members**

2. Shri Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri Sudharshan Bhagat
5. Shri P.P. Chaudhary
6. Shri Nihal Chand Chauhan
7. Smt. Sangeeta Kumari Singh Deo
8. Shri Harish Dwivedi
9. Shri P. C. Gaddigoudar
10. Dr. Sanjay Jaiswal
11. Shri Dharmendra Kumar Kashyap
12. Shri Mohanbhai Kalyanji Kundariya
13. Shri Dayanidhi Maran
14. Shri Pinaki Misra
15. Shri K. Muraleedharan
16. Shri Jual Oram \*\*
17. Shri S.S. Palanimanickam
18. Shri Kamlesh Paswan
19. Dr. K.C. Patel
20. Col. Rajyavardhan Singh Rathore
21. Shri Vinayak Bhaurao Raut
22. Shri Ashok Kumar Rawat
23. Shri Magunta Srinivasulu Reddy
24. Shri Rajiv Pratap Rudy
25. Shri Dilip Saikia
26. Shri Francisco Cosme Sardinha
27. Shri Jugal Kishore Sharma
28. Shri Prathap Simha
29. Shri Parvesh Sahib Singh Verma
30. Shri Kesineni Srinivas

**\*\* Elected as a Member of Estimates Committee vide Bulletin Part-II no. 2897 dt. 29.07.2021**

**COMPOSITION OF THE COMMITTEE ON ESTIMATES (2022-2023)**

**Shri Girish Bhalchandra Bapat – Chairperson**

**Members**

2. Shri Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri Sudarshan Bhagat
5. Shri Harish Dwivedi
6. Shri Srinivas Kesineni
7. Shri P.P. Chaudhary
8. Shri Parvatagouda Chandanagouda Gaddigoudar
9. Shri Nihal Chand Chauhan
10. Dr. Sanjay Jaiswal
11. Shri Dharmendra Kumar Kashyap
12. Shri Mohanbhai Kalyanji Kundariya
13. Shri Jugal Oram
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15. Shri Saikia Dilip
16. Shri Kamlesh Paswan
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24. Shri Jugal Kishore Sharma
25. Shri Prathap Simha
26. Shri Pinaki Misra
27. Smt. Sangeeta Kumari Singh Deo
28. Shri Sunil Dattatray Tatkare
29. Shri Shyam Singh Yadav
30. Shri Parvesh Sahib Singh Verma

## Secretariat

1	Smt. Anita B. Panda	Additional Secretary
2	Shri Muraleedharan. P	Director
3	Shri. R.C. Sharma	Additional Director
4	Shri Srikanth Singh R	Assistant Committee Officer

## **INTRODUCTION**

I, the Chairperson of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this Nineteenth Report on the subject "Role and Performance of DISHA Committee in various Schemes"

2. District Development Coordination and Monitoring Committee (DISHA) were constituted with effect from 27 June, 2016 with the mandate of monitoring and guiding the implementation of developmental programmes of various Ministries/Departments of Government of India to achieve the common goal for accelerated growth. The DISHA Committees monitor the implementation of 76 Central Sector Schemes in accordance with prescribed procedures and Guidelines and promote synergy and convergence for greater impact. These Committees are perceived as a facilitating and enabling body to remove local constraints and bottlenecks through a structured dialogue. DISHA seeks to achieve the objectives through quarterly review of key central schemes, which have been made functional under chairpersonship of MPs representing respective district, in accordance with the Guidelines.

3. The Committee on Estimates (2021-22) selected the subject 'Role and Performance of DISHA Committee in various Schemes' for in-depth examination and report to the House. The Committee on Estimates (2022-23) continued with the examination of the subject.

4. In this report, the Committee have dealt with issues inter alia relating to feasibility of bringing legislation to give statutory status to DISHA Committees, steps to be taken to make State Level DISHA committees more effective, need to add more Schemes under DISHA, participation of State Government Officers in meetings, preparation of Annual Report on DISHA meetings, etc. The Committee have analyzed these issues/points in detail and made Observations/Recommendations in the report.

5. The Committee held sittings on 13.07.2021, and 22.06.2022 to take oral evidences of the representatives of the Ministry of Rural Development. In connection with the examination of the subject, the Committee had also conducted three on the spot study visits; one each to Dharamshala, Himachal Pradesh (24.09.2021), Imphal, Manipur (29.09.2021) and Kumarakom, Kerala (25.04.2022). The Committee considered and adopted the draft Report on the subject at their sitting held on 14.12.2022.



6. The Committee wish to place on record their sincere thanks to the representatives of the Ministry of Rural Development, who appeared before them and placed their considered views on the subject and furnished the information required in connection with the examination of the subject.

7. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in bold in Part-II of the Report.

**NEW DELHI;**  
**14 December, 2022**  
**23 Agrahayana, 1944 (Saka)**

**GIRISH BHALCHANDRA BAPAT**  
**CHAIRPERSON**  
**COMMITTEE ON ESTIMATES**

# REPORT PART I

## INTRODUCTORY

A large number of significant and ambitious programmes have been rolled out by the Government of India which has a potential of delivering developmental impact at the grassroots. The guidance and close monitoring of the implementation of these developmental programmes was considered as an important aspect for ensuring that the benefits of developmental programmes reach the masses. Therefore, the Government felt it necessary to have a district level committee with the concerned Member of Parliament as Chairperson and other elected representatives, officials/non-officials as members, which will ensure expeditious development of all the sectors with enhanced community participation and accountability. Since, the Ministry of Rural Development already had a similar system of Vigilance and Monitoring Committee at District Level under the Chairmanship of Hon'ble Members of Parliament to monitor Rural Development Programme, it was decided to expand the Vigilance and Monitoring Committee to cover sectors outside the purview of rural development. Thus, the mechanism of district Level Vigilance and Monitoring Committee for rural development programme was converted into District Development Coordination and Monitoring Committee (DISHA) w.e.f. June 27, 2016. DISHA, therefore, has an enhanced mandate of monitoring and guiding the implementation of developmental programmes of various Ministries/Departments of Government of India to achieve the common goal for accelerated growth.

### **Objectives of DISHA**

1.2 The Committee have been informed that DISHA monitors the implementation of Central Sector Schemes in accordance with prescribed procedures and Guidelines and promote synergy and convergence for greater impact. They are perceived as a facilitating and enabling body that is able to remove local constraints and bottlenecks through a structured dialogue. Through this unique dispensation, *inter alia*, following are the key objectives envisaged to be achieved:

- Intensively monitor the identified key Central Sector Programmes/ Schemes.
- To oversee that during the course of implementation identified priorities get needed focus.
- Ensure adherence to the Guidelines associated with the Programme/Scheme.
- Facilitate coordinated solution to remove implementation constraints, if any, at the ground level.
- Identify gaps and suggest mid-course correction.
- Ensure timeliness in delivery of social sector initiatives aimed at universal coverage.

1.3 Further, as an initiative to promote participative governance, DISHA seeks to achieve the objectives through (i) quarterly review of key central schemes by DISHAs, which have been made functional under chairpersonship of MPs representing respective district in accordance with the Guidelines and (ii) bringing synergy across the different layers of governance.

### **Composition of DISHA**

1.4 As regards the composition of the DISHA, it has been informed that chairperson of the DISHA is the Member of Parliament (Lok Sabha) elected from the district and the District Collector / District Magistrate/ Deputy Commissioner is the Member Secretary. The Members of Legislative Assemblies (MLAs), representatives of Panchayat Raj Institutions (PRIs), Government functionaries responsible for implementation of programmes and members of civil societies have also been given representation in DISHAs as members.

### **Criteria for nomination of Chairperson, Co-chairperson, Member Secretary and other Members of DISHA**

1.5 The criteria for nomination of the chairperson by the Ministry of Rural Development is given as under:

- (i) Where there are more than one Member of Parliament (Lok Sabha) representing the district, the senior-most Member of Parliament (Lok Sabha) should be nominated as the chairperson. However, the Warrant of

Precedence maintained by the Ministry of Home Affairs should be followed, which may result in exceptions.

- (ii) If the district has more than one Parliamentary Constituency (Lok Sabha) as its segments and the senior-most Member of Parliament (Lok Sabha) is made chairperson of DISHA in some other district, the next senior-most Member of Parliament (Lok Sabha) should be the chairperson.
- (ii) In case of same seniority, the chairperson should be the Member of Parliament in whose Parliamentary Constituency the largest geographical area of the district falls.

As regards nominations of the Co-Chairperson, the criteria is given as under :

(a) The other Members of parliament (Lok Sabha) representing the district should be designated as Co-Chairpersons.

(b) Rajya Sabha MP: One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first come first basis), to be designated as Co-Chairpersons by the Ministry of Rural Development'

**Note:** In case the MP from RS is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs, he / she may be made as chairperson of the committee.

With regard to criteria for nomination of the Member Secretary, it has been stated that the Member Secretary of the DISHA should be the District collector/District Magistrate/ Deputy Commissioner except in cases where specific exemption has been given by the Union Government. In very extraordinary circumstances the District Magistrate/Deputy Commissioner could authorize the CEO Zila Parishad or a Senior ADM to be the Member Secretary for a particular meeting to ensure that meetings of the DISHA are held as scheduled.

Besides, the other Members of the District level DISHA include the following:

- (i) All Members of the State Legislative Assembly elected from the district
- (ii) One representative of the State Government / UT Administration
- (iii) All Mayors / the Chairpersons of Municipalities (inclusive of at least one woman) and five elected heads of Gram Panchayat (inclusive of two

women) to be nominated by the chairperson and the other Members of Parliament in the committee'

- (iv) Chairperson of the Zila Panchayat
- (v) Head of the Autonomous District Council in districts having Schedule VI Areas
- (vi) All chairpersons of Intermediate Panchayats in the district.
- (vii) Chief Executive Officer of the Zila Panchayat
- (viii) Project Director, DRDA/Poverty Alleviation Unit
- (ix) Ministry of Rural Development, Government of India may nominate up to 4 members as member of the committee from the following categories:
  - a. Eminent person of the district from social, academic or public fields having special knowledge or experience of socio economic development in the region/district.
  - b. Eminent person/office bearer of a civil society organization working in the district/region in the field of socio-economic development in the region/district.
  - c. Eminent person in the senior citizen category (above the age of 60 years) provided that, At least one of the above persons shall be a woman and; At least one of the above persons shall be from either a scheduled caste or a scheduled tribe category' provided further that continuance of these persons as member of the committee will be at the discretion of Ministry of Rural Development, Government of India.
- (x) one Member from a reputed NGO, to be nominated by the chairperson and the other Members of Parliament in the Committee
- (xi) one representative each of SC, ST and women to be nominated by the chairperson and the other Members of Parliament in the Committee.
- (xii) Lead Bank officer of the district.
- (xiii) Senior Superintendent/ Superintendent of the Postal Department.
- (xiv) District level nodal functionaries of all Programmes that will be under the purview of DISHA.

## **Terms of Reference of DISHA**

1.6 The Ministry of Rural Development has informed about the terms of reference of DISHAs as under :

- (i) Ensure that all programmes are implemented in accordance with the programme Guidelines.
- (ii) Facilitate coordinated solution to remove constraints of any kind
- (iii) Facilitate smooth implementation of priorities determined by the DPC
- (iv) Resolve matters related to provision of land and space for faster roll out of priorities.
- (v) Guide DPCs about all the national programmes and how they can be leveraged for transformation of the district.
- (vi) Identify issues for follow up in Parliament, state Assemblies and local Governments for timely achievement of objectives.
- (vii) Intensively monitor all time bound national initiatives for universal coverage.
- (viii) Recommend improvements in design of approved programmes and suggest mid-course corrections to address implementation constraints.
- (ix) Look into complaints/alleged inequalities received in respect of the implementation of the programmes' including complaints of wrong selection of Beneficiaries, mis-appropriation / diversion of funds and recommend follow-up action. The Committee should have the authority to summon and inspect any record for this purpose. The committee may refer any matter for enquiry to the District Collector, CEO of the Zilla Panchayat /Project Director of DRDA (or poverty Alleviation Unit) or suggest suitable action to be taken in accordance with the rules which should be acted upon by him within 30 days.
- (x) Closely review the flow of funds including the funds allocated, funds released by both Centre and the State, utilization and unspent balances under each Scheme'

## **Schemes covered under DISHAs**

2.1 The Committee have been informed that the district level DISHA have the mandate of monitoring all non-statutory schemes of the Government of India. With a view to optimize the outcomes from the DISHA meetings and create a data driven

governance solution for elected representatives, DISHA Dashboard has been started as a single source of information in respect of schemes of various Ministries. At present, the following 47 schemes of various Ministries/Departments with different geographical granularities such as administrative boundaries of District, Gram Panchayat, Block and villages, are integrated with DISHA Dashboard for real time data display:

<b>S. N.</b>	<b>Name of Ministry</b>	<b>Name of Scheme</b>
1.	1) Department of Rural Development (DoRD)	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
2.		DeendayalAntyodayaYojana - National Rural Livelihoods Mission (NRLM)
3.		DeendayalUpadhyayaGrameenKaushalyaYojana - DDUGKY
4.		Rural Self Employment Training Institutes - RSETIs
5.		Pradhan Mantri Gram SadakYojana - PMGSY
6.		National Social Assistance Programme - NSAP
7.		Pradhan MantriAwasYojana - PMAY (G)
8.		Shyama Prasad MukherjiRurban Mission (SPMRM)
9.	2) Department of Drinking Water and Sanitation	Swachh Bharat Mission (Gramin) - SBM (G)
10.		Jal Jeevan Mission (JJM)
11.	3) Department of Land & Resources	Pradhan MantriKrishiSichayeeYojana (PMKSY) - IWMP (Integrated Watershed MgmtPgm)
12.		Digital India Land Record ModernisationPgm: DILRMP
13.	4) Ministry of Power	DDUGJY - Gramin Jyoti Yojana
14.	5) Ministry of Housing and Urban Affairs	HRIDAY - National Heritage City Dev& Augmentation Yojana
15.		AMRUT
16.		Pradhan MantriAwasYojana - PMAY (U)
17.		Swachh Bharat Mission (Urban) - SBM (U)
18.		Smart City Mission
19.	6) Department of Agriculture	RashtriyaKrishiVikasYojana (RKVY)
20.		Soil Health Card (SHC)
21.		PMKSY
22.		E-NAM
23.		Pradhan MantriFasalBimaYojana- PMFBY
24.	7) Ministry of Health & Family Welfare	National Health Mission - NHM
25.		Revised National TB Control Program (RNTCP)
26.	8) Ministry of Education	Mid-Day Meal Scheme
27.	9) Ministry of Women and Child Development.	Integrated Child Development Scheme -ICDS

<b>S. N.</b>	<b>Name of Ministry</b>	<b>Name of Scheme</b>
28.	10) Ministry of Petroleum & Natural Gases	Pradhan MantriUjwalaYojana-PMUY
29.	11) Ministry of Skill Development and Entrepreneurship	Pradhan Mantri Kaushal VikasYojana - PMKVY
30.	12) Ministry of Road Transport and Highways.	Parivahan
31.	13) Ministry of Mines	Pradhan MantriKhanijKshetraKalyanYojana (PMKKKY)
32.	14) Ministry of Development of North East Region.	Non Lapsable Central pool of Resources Scheme (NLCPR)
33.	15) Ministry of Water Resources, River Development & Ganga Rejuvenation	Command Area Development and Water Management (CADWM)
34.		Accelerated Irrigation Benefits Programme (AIBP)
35.	16) Ministry of Social Justice & Empowerment	Pradhan MantriAdarsh Gram Yojana (PMAGY)
36.	17) Ministry of Small & Medium Enterprise (MSME)	Prime Ministers Employment Generation Pgm (PMEGP)
37.	18) Ministry of Statistics and Programme Implementation	Members of Parliament Local Area Development Scheme (MPLADS)
38.	19) Ministry of Shipping	Jal Marg Vikas Project
39.	20) Ministry of Electronics and Information Technology (MeitY)	Common Services Centre (CSC)
40.		Pradhan MantriGramin Digital SakshartaAbhiyan (PMGDISHA)
41.	21) Department of Food and Public Distribution	National Food Security Act
42.	22) Ministry of Minority Affairs	Pre-Matric scholarship
43.		Post-Matric scholarship
44.		MCM scholarship
45.	23) Ministry of Panchayati Raj	Fourteenth Finance Commission
46.	24) Department of Animal Husbandry and Dairying	National Animal Disease Control Programme
47.		National Artificial Insemination Programme



2.2 The Ministry of Rural development has stated to have further integrated 29 new schemes additionally in the DISHA-Dashboard to the existing 47 schemes and the newly added 29 schemes are given as under :

Sl. No.	Scheme Name	Status	
1-47	Schemes of 24 Departments	On-boarded till 12 <sup>th</sup> May 2022	
48.	Khelo India (Ministry of Youth Affairs And Sports)	On-boarded in month of May 2022	
49.	Samagra Shiksha Abhiyan (Ministry of Education)		
50.	PKVY (Ministry of Agriculture and farmers Welfare)		
51.	Repair, Renovation and Restoration of Water Bodies (RRR of WBs) (Ministry of Jal Shakti)		
52.	Surface Minor Irrigation (SMI) schemes (Ministry of Jal Shakti)		
53.	PMKSY - Har Khet Ko Paani (HKKP) – Ground Water (GW)(Ministry of Jal Shakti)		
54.	Beti Bachao Beti Padhao (Ministry of Women and Child)		
55.	Socio-Economic and Caste Census 2011 Data Set (MoRD)		On-boarded in month of June 2022
56.	Saansad Adarsh Gram Yojana- SAGY (MoRD)		

57.	Pradhan Mantri Matru Vandana Yojana -PMMVY (Ministry of Women and Child)	
58.	Safety and Protection of Children (Ministry of Women and Child)	
59.	Samarth Scheme (Ministry of Textile)	
60.	NAYA SAVERA (Free coaching and allied scheme for the candidates/ students belonging to minority communities) (Ministry of Minority Affairs)	
61.	PADHO PARDESH - Scheme of interest subsidy on educational loans for overseas studies for the students belonging to the minority communities (Ministry of Minority Affairs)	
62.	Nai Udaan (Ministry of Minority Affairs)	
63.	Maulana Azad National Fellowship(Ministry of Minority Affairs)	
64.	Integrated Power Development Scheme(IPDS) (Ministry of Power)	On boarded in month of July 2022
65.	Safety and protection of women (Ministry of Women and Child)	
66.	North Eastern State Roads Investment Programme (NESRIP) (Ministry of Development of North Eastern Region)	

67.	Unique Disability ID ( UDID ) (Department of Empowerment of Persons with Disabilities)	
68.	Sugamya Bharat Abhiyan: Accessible India Campaign (AIC) (Department of Empowerment of Persons with Disabilities)	
69.	RASHTRIYA GRAM SWARAJ ABHIYAN (RGSA) (Ministry of Panchayati Raj)	
70.	SVAMITVA Scheme (Ministry of Panchayati Raj)	
71.	RASHTRIYA GOKUL MISSION (RGM) (Department of Animal Husbandry and Dairying)	
72	National Programme for dairy development (NPDD) (Department of Animal Husbandry and Dairying)	
73	National Agriculture Infrastructure financing facility	On boarded in month of August 2022
74	National Live stock Mission	
75	Agriclinic & Agri business centres	
76	Agricultural Technology Management Agency	

2.3 On being enquired about the feasibility of adding more Schemes from different Ministries/Departments that are statutory in nature for which funds are being transferred to different districts and present them as part of updated DISHA dashboard, the Ministry has clarified that in line with the advice of Department of Legal Affairs, the monitoring of statutory schemes is kept beyond the purview of DISHA. The implementation processes of statutory schemes are guided by its statutes. However, for non-statutory schemes,

the Ministry has been coordinating with all other Ministries/ Departments of the Government of India seeking the feasibility of integrating their non-statutory schemes to the DISHA Dashboard. Often Ministries/ Departments are forthcoming to onboard their schemes in the DISHA Dashboard. Initially, 28 Schemes were included in the list of schemes to be monitored by DISHA. Over a period of time, on receipt of request from various Ministries, other schemes were added. At present, 76 schemes are onboarded in the Dashboard.

### **Constitution of State level DISHAs and DISHAs in Urban Districts**

2.4 The Committee have been informed that keeping in view the success of District Level DISHA, State level DISHAs under the Chairmanship of Hon'ble Chief Ministers of States were constituted in May 2019, to facilitate resolution of issues of important and emergent nature which have remained unattended for want of attention and coordination, at the apex level. The State level DISHAs have been reconstituted with the nomination of 199 Hon'ble MPs vide MoRD communication dated 17<sup>th</sup> February 2021. Also, DISHA in Urban Districts viz. District Level Vigilance and Monitoring Committees (DLVMC) which were not fully operational in urban districts, have also been made functional as DISHAs to monitor the Schemes which are implemented in both rural and urban areas. Accordingly, DISHAs have been constituted in urban districts of Delhi, Mumbai, Chandigarh, Chennai and Kolkata.

2.5 The details of the various IT initiative for DISHA are as given below :

- i. **Deployment of State of Art DISHA Dashboard:** With a view to optimize the outcomes from the DISHA review mechanism, DISHA Dashboard has been conceptualized. It aims to create a data driven governance solution for elected representatives for planning, monitoring and evaluating multiple parameters of various schemes under DISHA. The DISHA Dashboard was launched by the Hon'ble Prime Minister on 11<sup>th</sup> October 2017 as a single source of information in respect of schemes run by various Ministries included in DISHA monitoring system. Presently, 44 schemes of various Ministries/Departments with different geographical granularities such as administrative boundaries of District, Gram Panchayat, Block and villages , have been integrated through APIs for real time data display, on the DISHA Dashboard.
- ii. **Meeting Management Software :** The meeting management software which has been piloted in 3 districts for the purpose of DISHA Meetings, is planned to

be integrated with DISHA Dashboard in-order to enable DISHA to plan, setup, and record and monitor the proceedings of the meetings.

- iii. **Development of Digital Platform for communication** : As another step in the direction of paperless governance, this Ministry has developed a new functionality to forward all communications from Hon'ble Members of Parliament directly to MoRD in digital format. The Chairperson/ Member Secretary of DISHA can now upload letters/recommendation for Non-officials members of civil societies in DISHAs/ other Correspondence on URL <http://DISHAcloud.nic.in/form> by entering minimum details and uploading scanned copy of letter/document.
- iv. **Social Media Platform for fast Communication**: A 'State DISHA meeting' Social Media group is created for quick dissemination of important communication from MoRD and capturing the State DISHA meeting information held in States. Similarly, 31 State-wise Social Media groups also created to exchange the important communication between districts and MoRD.

2.6 Other Initiatives taken in this regard are given as under :

- i. **Organisation of Orientation Programme for First time Members of Parliament**- To strengthen the DISHA initiative an orientation programme on DISHA was organized on 3rd December 2019 for First time Members of Parliament to acquaint themselves with DISHA Monitoring System. Hon'ble Members of Parliament were informed about the recent initiatives taken by the Ministry to strengthen the system. Features of DISHA Dashboard were explained in detail to all Members of Parliament.
- ii. **Formation of DISHA Monitoring Cell** : On the basis of inputs received from the Members of Parliament during Orientation Programme held on 3<sup>rd</sup> December 2019, it has been decided to form DISHA Monitoring Cell within the Ministry to ensure effective, time-bound and result-oriented work of the DISHAs. Accordingly, Monitoring Cell at National Level has been formed to coordinate with State Nodal officers for regular conduct of DISHA meetings and follow up actions on decisions taken in the DISHA meetings.
- iii. **Designation of State Nodal Officer for DISHA related Matter** : In order to address the issue related to conducting regular DISHA meetings in State, submission of proceeding of meetings and follow up action on the decision taken in the meeting, Principal Secretary/Secretary Rural Development Department of the State has been designated as State Nodal Officer for DISHA related matters.
- iv. **Organization of DISHA through Video Conferencing** : The role of DISHA becomes very important in the wake of pandemic like situations caused by outbreak of COVID-19. Accordingly, Ministry advised States to conduct DISHA meetings through Audio/video mode as these meetings provide a platform where appropriate district specific strategy, support available under different programs, policy context and other issues of importance can be discussed in the context of Covid mitigation.
- v. **Modification in Guidelines for Nomination of Members of Parliament in State Level DISHA** : To make State Level DISHA more representative, Para 3 of

State Level DISHA Guidelines modified and 194 Hon'ble Members of Parliament have been nominated to the State Level DISHA on 17<sup>th</sup> February 2021.

- vi. **Nomination of Non-official Members** : Based on recommendations from Hon'ble Members of Parliament, 190 eminent persons have been nominated as non-official members in District Level DISHAs.

2.7 In reply to specific query, the Ministry has informed that so far only ten States/UTs have reported formation of State level DISHAs. The details with regard to number of State level DISHA meetings since inception are given as under:

<b>State/ UTs</b>	<b>No. of state-level DISHA meetings since inception</b>
Chhattisgarh*	1 (Nov 2021)
Haryana*	5 (Last meeting held on 22.08.2022)
Himachal Pradesh*	0
Karnataka*	1
Kerala*	1 (June 2022)
Puducherry*	1 (Oct 2020)
Rajasthan*	1 (Feb 2021)
Tamil Nadu*	1 (May 2022)
Uttarakhand*	1 (Oct 2020)
All India	12
Note: * Reported the formation of State/ UT-level DISHA	

2.8 The details with regard to the status of meetings of urban DISHA (Delhi, Mumbai, Chandigarh, Chennai and Kolkata) are given as follows:

<b>Urban Districts</b>	<b>No. of DISHA meetings since inception</b>
Chandigarh	1
Delhi	18
Mumbai	0
Chennai	4

Kolkata	0
Total	23

## **DISHA Guidelines**

2.9 The Committee wanted to know the status with regard to assurance given by the Ministry during their evidence for the desired changes in the Guidelines of the DISHA Scheme like holding more DISHA meetings, full day meetings, issue of meeting notices at least a week ahead and proper elaboration of the agenda, etc. In reply, the Ministry has informed that in the revised DISHA Guidelines, 2022 (uploaded on <https://DISHAdashboard.nic.in/>), an indicative schedule to organize quarterly DISHA meetings (during third week of April, July, October and February) has been given for the use of district authorities. Apart from the mandated quarterly meetings, Para 7 of the Guidelines have also provisions for having additional meetings. Date and month of the meeting have to be notified with the consent/ direction of the Chairperson. Further, at Para 8(A), the Guidelines have clearly described the modalities with respect to circulation of meeting notice, agenda notes, uploading of proceedings of meetings and action taken report. In addition, recently vide letter dated 27.06.2022 the Ministry has requested to all states/ UTs to adhere strictly to the modalities prescribed in the Guidelines with respect to meeting notice, agenda notes, uploading of proceedings of meetings and action taken report.

2.10 The Committee desired to know whether the Ministry has initiated any proposal for evolving Standard Operating Procedures(SoPs) for conducting the meetings, categories of officials who will attend the meeting, time period of preparation and circulation of minutes of the meeting, time period for circulation of agenda papers, briefing to Chairperson and Members of DISHA, time period of convening meetings and issue of Notice and procedure of monitoring including physical and financial progress of the schemes/projects etc. In reply, the Ministry has stated that they have not prepared any such SoPs. However, sufficient provisions in this regard have been made in DISHA Guidelines, the details of which are as under :

- i. **Meetings:** Para 6 of DISHA Guidelines provides that ‘Meetings of the DISHA should be held at least once in every Quarter, after giving sufficient notice to the Hon’ble MPs/MLAs and all other Members. During the year at least 4 meetings are to be organized. However, if chairman so desires, number of meetings to be convened can be more than four.’
- ii. **Categories of officials who will attend the meeting:** Para 8 B of DISHA Guidelines provides that Officers in-charge of the line departments executing the programmes reviewed by DISHA should assist the Committee in the discharge of its functions. Thus, all heads of departments within the districts to attend the DISHA meetings.
- iii. **Circulation of Agenda Papers:** Para 8 B of Guidelines provides that Meeting notice should reach all members at least 15 days prior to the meeting, Agenda note should reach all members at least 10 days prior to the meeting.
- iv. **Circulation of Minutes of the Meeting:** Para 8 B of DISHA Guidelines also provides that the Proceedings of the meetings should be issued within 10 days of the meeting. Follow up action on recommendations of the DISHA should be initiated within 30 days of the meeting. Action taken shall be monitored in DISHA meetings”

## **Monitoring of DISHA**

2.11 Elaborating on the monitoring mechanism existing in the Ministry to assess the outcome / impact of DISHA on the ground, the Ministry has stated that on the basis of inputs received from the Members of Parliament during Orientation Programme held on 3<sup>rd</sup> December 2019, DISHA Monitoring Cell at National Level has been formed on 27<sup>th</sup> January 2021 to ensure effective, time-bound and result-oriented work of the DISHAs. Monitoring Cell at National Level is mandated to coordinate with State Nodal officers for regular conduct of DISHA meetings and follow up of action items decided in the DISHA meetings and to submit report to the Ministry on the working of DISHA system. Further, state of the art DISHA Dashboard which gives data analytics of 44 schemes of 22 Ministries/Departments in a user friendly manner is being used by Hon'ble MPs while reviewing the performance of programmes in DISHA Meetings. This has become an



important digital platform for overall monitoring of Government of India schemes at the district level.

2.12 When asked about the Composition of DISHA monitoring Cell, its objectives and the extent to which it has been able to achieve the same, the Ministry has informed that DISHA Monitoring Cell at the National level, consisting of one Principal Consultant and five Consultants and State level DISHA monitoring cells, consisting of one consultant for smaller States and upto four consultants in larger States, have been formed to ensure effective and efficient conduct of DISHA meetings and close monitoring of implementation of programmes. While the National level DISHA Monitoring Cell is already functional with the deployment of required number of resource persons /consultants with effect from 27<sup>th</sup> January 2021, the resource persons/Consultants for State level DISHA Monitoring Cells are yet to be appointed. The activities of National level and State level monitoring cells are supervised by the Ministry of Rural Development at the level of Additional Secretary. These monitoring cells steer the growth of the economy by ensuring that development through various welfare programs of the Government in every village is properly monitored.

2.13 Regarding the monitoring power that has been given to Districts/Panchayats and also to DISHA, the Committee enquired as to how the Ministry has planned to differentiate between the planning domain, implementation domain and the monitoring domain and whether any clear cut directions in this regard were issued. The Ministry in their reply has informed that District Planning Committees (DPCs), created under Article 243ZD of the Constitution, primarily consolidate plans prepared within the district-rural, urban, sectoral plans- to formulate a draft development plan for the district as a whole. DPCs are important in the entire scheme of decentralized planning and could guide the allocation of resources in the most effective and citizen-centric manner. DISHAs, on the other hand, do monitoring of Central Government schemes. While planning process at district level helps in fine-tuning schemes' implementation according to local conditions and people's specific needs, monitoring of works usually works in the mid way of the implementation of the schemes. During the course of implementation, schemes may

face several issues that could slow down its pace and effectiveness. Many issues are related to co-ordination among multiple stakeholders and lack of guidance. DISHA, as per Guidelines, is an effort to improve development coordination, in which the leadership of Hon'ble MPs is paramount. In fact, DISHA and DPCs can be seen as complimentary platforms adding value to each other. DISHA is an umbrella platform and representatives of PRIs are also included as members of DISHA. The domain of DISHA is monitoring of implementation of programme and in course of monitoring, suggestion on improvement in implementation process can be given to District/State/Central Government and the same can be used as feedback for suitable corrections at the policy planning level.

2.14 It has been added that under DISHA, there are schemes coming under Rural areas and Urban areas too. When asked as to how the Ministry can ensure proper monitoring of the schemes of the urban areas or the schemes coming under the purview of other Ministries, the Ministry has stated that mostly action items of DISHA meetings can be addressed by implementing department at district level itself. Further, if required, Ministry of Rural Development coordinate with administrative Ministries to resolve the matter to take appropriate action in the matter as schemes have been included for monitoring with the consent of administrative Departments. DISHA Monitoring Cell has been formed to coordinate with administrative Ministries in matters related to DISHAs.

### **IT-related initiatives**

2.15 The Committee have been informed that the meeting management software which has been designed for the purpose of conducting DISHA Meetings is planned to be integrated with DISHA Dashboard in-order to enable DISHA to plan, setup, record and monitor the proceedings of the meetings. On being asked about the impact of the above initiative in holding of the DISHA meetings, the Ministry has informed that an online initiative has been developed (<https://dashboard.rural.nic.in/DISHA>), which is quite useful in all stages of the meeting particularly in publishing of meeting notice, agenda & later uploading the proceedings of meeting (PoM). This portal has now

replaced the erstwhile meeting management software. All the districts are now actively using this portal for the pre and post-DISHA meeting activities using their respective login credentials. Its major features include the following:

- Feature to place meeting notice and meeting agenda in the portal;
- Feature to upload attendance and photos;
- Feature to upload Proceeding of meetings (PoM);
- Displaying action to be taken on PoM.

2.16 During evidence, the Committee pointed out that the DISHA meetings are attended by junior officers who in the absence of the senior officers are not able to provide the information/figures/facts/survey/statistics related to the Central Government Schemes. In this regard, the Ministry had assured to evolve a mechanism of digitizing the attendance system and uploading it in DISHA portal in realtime. With regard to status on assurance given for digitizing the attendance system and uploading it in DISHA portal in real time, the Ministry has informed that the DISHA Guidelines provide for attendance of Officers in-charge-of implementing Departments at District level. Hence, attendance by junior officers is not prescribed in the Guidelines. Secretary (RD) vide letter No. Q-13016/03/2021-DISHA dated 3<sup>rd</sup> March 2021, has already requested the Chief Secretaries of States to ensure full attendance of all heads of departments at the district level in the DISHA meetings. Through a letter dated June 06, 2022, Secretary (RD) also requested Chief Secretaries of States to ensure DISHA meetings as per Guidelines and also to ensure full attendance of all heads of departments within the district in the meetings. In another letter from the Ministry dated May 06, 2022, States were advised to ensure maximum participation of the members in the DISHA meetings.

2.17 In this regard, it has further been informed that a Helpdesk Cell in the Ministry on daily basis interacts with all the stakeholders through multiple channels. Whatsapp group have been created for all the States/UT's having updated numbers of all concerned districts officials, DRDA, CEO Zilla Parishad & District Magistrates. Information regarding meetings is sought & shared in these groups. DO letters regarding meetings or other concerned information is shared through these groups.

Besides, a dedicated helpline number is published to assist stakeholders for any type of queries regarding DISHA meetings. The Helpdesk Cell also assists stakeholders to upload meeting details & proceeding of meetings on DISHA portal. Automated reminder messages are being sent to DM's/CEO's Zila Parishad after every quarter where DISHA meeting or uploading of minutes is pending.

## **DISHA Meetings**

3.1 As per the Guidelines, it is mandated that the State Level DISHA should be held at least once in every six months and District Level DISHA once in every quarter. As per the available data it has been observed that during the year 2018-19, 2019-20, 2020-21 and 2021-22 about 683, 463, 693 and 525 meetings, respectively were held across 706 Districts.

3.2 The Committee pointed out that given the number of Districts, 2824(706x4) number of meetings should be held as per the DISHA Guidelines during the last four years, however in total 1964 meetings were held and asked about the reasons for convening less number of DISHA meetings than stipulated on the Guidelines. In reply, the Ministry has submitted that as per the updated information from the States/ UTs, during the year 2018-19, 2019-20, 2020-21 and 2021-22, 683, 463, 714 and 708 meetings, respectively were held. It has been added that the frequency of DISHA meetings, however, has shown a rising trend over the years. In the first quarter of the current year (2022-23), 316 DISHA meetings were organized, which comes close to 45 per cent of total number of meetings held in the previous year. The main reasons cited by District Authorities for not convening the quarterly DISHA meetings as per Guidelines are enforcement of code of conduct due to elections, not receiving convenient date of meeting from concerned Chairperson for conducting the meetings and restrictions due to pandemic. In the wake of pandemic situation due to outbreak of Covid-19, States have also been advised to hold DISHA meetings through Audio-Video mode. These efforts have resulted in 54% increase in the number of meetings with 714 in 2020-21 as compared to 463 in 2019-20.

3.3 The Committee wanted to know about the steps being taken by the Ministry for strict compliance of the Guidelines with regard to regular convening of DISHA meetings. In reply, the Ministry has stated that they have been vigorously pursuing with the State Governments and district administrations to convene meetings as per the Guidelines. In its communication dated 24<sup>th</sup> January, 2019 addressed to Chief Secretaries of all the States, the Ministry has highlighted the provision contained in District Level DISHA Guidelines for regular conduct of DISHA meetings and follow up action. Further, the Secretary (RD) vide letter dated 3rd March 2021, requested Chief Secretaries of all States to ensure that DISHA meetings are held as per Guidelines and also to ensure full attendance of all the heads of Departments within the district in the meetings. In the wake of pandemic situation due to outbreak of Covid-19, States were advised to hold DISHA meetings through Audio-Video Mode. The States have been requested again, vide Secretary (RD)'s letters dated May 10, 2022 and June 06, 2022, to convene regular DISHA meetings as per Guidelines.

3.4 It has been added that the follow-up action with States/ districts has also been undertaken at other levels such as reminding nodal officers at district level about overdue DISHA meetings through social media groups, message services and phone calls. As a result, the frequency of DISHA meetings has improved. In the past three years, there has been 53 per cent increase in the number of meetings.

3.5 The Committee further desired to know about the best and the worst performing States in respect of holding DISHA meetings. In reply, it has been informed that the Ministry had felicitated the States of Kerala, Uttarakhand, Chhattisgarh, Karnataka and Mizoram for organising 40 per cent of the prescribed number of meetings, with Kerala remained at the top by organizing 67 per cent meetings, during the last five years. The States/ UTs like Nagaland, West Bengal, Lakshadweep, A& N Islands, Dadra & Nagar Haveli didn't fare well during the same period and convened as low as 6 per cent of the prescribed number of DISHA meetings.

3.6. The Committee wanted to know the instances of fixing the accountability for failure to hold DISHA meetings. In reply, the Ministry has stated that as per Para Nos. 7 and 10 of the DISHA Guidelines, the Member Secretary of District DISHA is personally responsible for convening DISHA meetings as well as for the timely follow up on the recommendation of the DISHA. One of the reasons cited by District authorities for not convening the quarterly DISHA meetings as per Guidelines is not receiving convenient date of Chairpersons for conducting the meetings. In response, the Ministry has clarified to all states, vide letter dated November 5, 2021, that the Member Secretary of DISHA can approach co-chairperson for his convenience to hold the meeting in cases where the chairperson was not able to convey his convenience within two weeks from the date of such communication from the Member Secretary. So far, there are no instances where accountability has been fixed for failure to hold DISHA meetings.

3.7 According to the Ministry, one of the oft-stated reasons given by the District Authorities for not convening the quarterly DISHA meetings as per Guidelines is enforcement of code of conduct. Observing that DISHA meetings were invariably postponed due to elections such as General Elections, State Assembly Elections, Panchayat Elections etc. since it attracted the model code of conduct, the Committee asked about the remedial/corrective measures taken by the Ministry in this regard. The Ministry has stated to have issued advisory for convening regular DISHA meetings as per the Guidelines. In a recent letter from the Ministry, dated May 06, 2022, it was also advised that during the sessions of Legislative Assemblies the DISHA meetings may be avoided; however states/ districts need to schedule quarterly meetings as per the Guidelines. Nonetheless, the Ministry has not issued any advisory to states with regard to the DISHA meetings when model code of conduct is in force. The Ministry is considering consultation with the Election Commission of India and the State Election Commissions in this matter very shortly.

## **Human Resource Issues**

3.8 The Committee have observed that in DISHA, there is no separate nodal officer/designated staff equivalent to the rank of Block Development officer as a project Director and other technically/professionally sound supporting staff for the office of DISHA at State Government level which invariably affects the timely conduct of DISHA meetings. In this regard, when the Committee enquired about possibility of appointing Consultants/Contractual Staff in consultation with State Governments, the Ministry has stated that as DISHAs are mandated to monitor the implementation of the programmes through quarterly meetings, the maintenance of human resources on daily basis for every district is not desirable. However, the Ministry, as a part of its initiative to set up DISHA Monitoring Cells, is contemplating to post some consultants in each State to coordinate with Stakeholders for convening DISHA meetings and ensuring follow-up on decisions taken in meeting and submission of ATRs to Chairpersons of DISHAs.

3.9 The Committee further pointed out that the absence of Nodal Officers also affects the coordination and smooth conduct of the meetings and results in delays in follow-up actions and processing of reimbursement of meeting expenses. In response, the Ministry has submitted that in order to address the issue related to holding regular DISHA meetings, submission of proceeding of meetings and follow up action, the Ministry vide letter dated 21.10.2019 has designated Principal Secretary/Secretary, Rural Development Department of the State as State Nodal Officer for DISHA related matters. Further, on the basis of feedback from the Hon'ble Members of Parliament during Orientation Programme held on 3<sup>rd</sup> December, 2019, DISHA Monitoring Cell at National Level had been formed on 27<sup>th</sup> January, 2021 to ensure effective, time-bound and result-oriented work of the DISHAs. The Monitoring Cell at National Level is coordinating with State Nodal officers for regular conduct of DISHA meetings and follow up of action items decided in the DISHA meetings and to submit report to the Ministry on the working of DISHA system. The Ministry disposes of all eligible reimbursement claims (received from states/ districts) timely and requests States/ districts for additional documents in case such documents are not furnished.

3.10 It has been supplemented that the nodal Officers have been appointed in all the State/UTs. The designation of nodal officer is stated to be one of the reasons for increase in number of meetings and uploading of minutes on the Ministry's website, however, further effort are stated to be needed to achieve the objective of DISHAs.

### **Statutory Status to DISHAs**

3.11 The Committee categorically asked about the feasibility of bringing a legislation to empower DISHA and for making the provisions of the DISHA Guidelines binding. In reply, the Ministry has stated that as per Guidelines, DISHAs are mandated to monitor non-statutory schemes of the Government of India. Hence, *ipso facto*, it can't be made statutory. DISHA is an effort to improve development process through coordination and monitoring within the Constitutional framework of responsibilities assigned to Central, State and Local Governments. Any legislation to empower DISHAs should therefore be consistent with constitution division of powers among Centre, State and Local Governments.

3.12 It has further been added that providing executive powers to DISHAs may have repercussions like falling under the purview of office of profit with the following criteria :

i. Whether the holder draws any remuneration, like sitting fee honorarium, salary, etc. i.e. any remuneration other than the 'compensatory allowance' as defined in Section 2(a) of the Parliament (Prevention of Disqualification) Act, 1959;

(the Principle thus is that if a member draws not more than what is required to cover the actual out of Pocket expenses and does not give him pecuniary benefit, it will not act as a disqualification)

ii. Whether the body in which an office is held, exercises executive, legislative or judicial powers or confers powers of disbursement of funds, allotment of lands, issue of licenses, etc., or gives powers of appointment, grant of scholarships, etc; and,



- iii. Whether the body in which an office is held enables the holder to wield influence or power by way of patronage.

3.13 In this regard, the Ministry has stated to have referred the views of the Committee with regard to giving statutory status to DISHA and making DISHA Guidelines binding, the Department of Legal Affairs (DLA) for its opinion. The opinion received from DLA is enclosed.

3.14 On being specifically asked whether the MPs in DISHA attract any rule under which their services comes under Office of Profit rules, the Ministry has submitted that the Members of Parliament in DISHA do not attract any rules of Office of Profit. The matter has come before the Joint Committee on Office of Profit in year 2016 and Committee in its Nineteenth report communicated vide its O.M. No.21/2/29120/2015/II dated 28<sup>th</sup> March 2017 opined that nomination of Members of Parliament as Chairperson or Co-Chairpersons to the District Development Coordination and Monitoring Committee (DISHA) may not entail disqualification under Article 102(1Xa) of the Constitution of India.

3.15 When the Committee enquired about the reasons for non-defining the authority of chairperson of DISHA or of District Collector with regard to the power in the process of subject selection, Chairperson's authority over District Collector, etc. in the DISHA Guidelines and making them binding, the Ministry, in reply has stated that the monitoring architecture of DISHA has been envisaged as a committee which serves as a platform (at district and state-levels) to co-ordinate and align the activities of different departments for effective implementation of schemes for larger welfare goals. DISHA is an effort to improve development coordination and monitoring within the Constitutional framework of responsibilities assigned to Central, State and Local Governments. The powers which have been defined for the committee are largely advisory in nature. Importantly, DISHA is envisioned to function within the co-operative federal framework of the Constitution. Though the DISHA is important in development co-ordination and monitoring, it does not exercise any executive powers. Thus, providing explicit authority to the chairperson over District Collector, who is of State

Government machinery, may not be consistent with the objective of DISHA which primarily is meant for promoting digital governance right upto the district level for better monitoring of the programmes with the overall coordination of several authorities/agencies.

3.16 On being asked about the status of issuing clear Guidelines bringing the Secretary, DISHA (DM, Collector etc.) under the charge of chairperson, DISHA (respective MPs) so as to ensure accountability, it has been informed that DISHA is envisioned as a collective coordinating body that has to play a strong advisory role. The District Collector is the only the Member Secretary of the DISHA, which includes other important members such as Members of Legislative Assemblies (MLAs), representatives of Panchayat Raj Institutions (PRIs), Government functionaries responsible for implementation of programmes and members of civil societies as well. It is through the discussion among all the members that the DISHA performs its crucial role of development co-ordination and monitoring. The role of Member Secretary is well articulated in the DISHA Guidelines so that the District Collector is personally responsible for convening DISHA meetings and timely follow-up on the recommendations of DISHA (Para 8 & 10). As a matter of fact, the powers of DISHA are defined over the committee rather than any one member or Chairperson. Given that DISHA is collective coordinating body, it is not feasible to bring Member Secretary under the charge of Chairperson.

3.17 The Committee brought to the notice of the Ministry that the on-going developmental projects in the districts are not being discussed with the MPs representing the districts in the DISHA meetings which affects the progress of such projects and desired to know whether there is any proposal to issue revised Guidelines about the role and powers of MPs in DISHA. In reply, the Ministry has submitted that DISHA Guidelines define powers of the Committee rather than any member/ chairperson with regard to coordination and monitoring of development process. The role of Hon'ble MPs as chairpersons of DISHA is considered to be instrumental in resolving coordination problems, removing impediments to implementation, if any, and achieving timely completion of approved development projects. The Terms of Reference

(ToR) of State DISHA *inter alia* states that the committee shall 'review constraints impeding the timely implementation of various projects with a view to ensure timeliness in extending the required clearances by State authorities in relation to various developmental projects and resolution of land issues, if any'. The issues related to these matters can very well be a agenda and the Guidelines has categorically stated the modalities involved in setting agenda and has given flexibility to DISHAs to evolve its own agenda as well.

### **Expenditure on holding Meetings**

3.18 The DISHA Guidelines *inter-alia* provide that the Ministry of Rural Development would reimburse the amount claimed by the district administration based on the actual expenditure incurred within the overall ceiling of 2.0 lakh per meeting and the bills should be cleared by the concerned State Government/DRDA(or Zilla Panchayat) based on actual. Further, the Guidelines provide the following norms for expenditure on DISHA meetings:

- a) The bill for holding District level VMC meeting will be cleared by the DRDA and this Ministry would reimburse the amount claimed by the DRDA based on the actual expenditure incurred within the overall ceiling of 2.0 lakh per meeting.
- b) Non-official members of DISHAs other than Members of Parliament and members of State Legislative assembly shall be entitled for reimbursement of expenditure for local travel within the district for attending the Meetings as applicable to Group 'A' officers of the State.
- c) Daily allowance may be allowed to Non-Official members other than Members of Parliament and members of State Legislative assembly at the State Government DA rate as applicable to Group 'A' officers of the State.
- d) The State and District administration may incur expenditure on light refreshment, arrangement of venue, minimum stationery required, etc.
- e) No expenditure would be allowed on items like computer, office accommodation, furniture, telephone etc.”

3.19 On being asked about the details of expenditure incurred on DISHA meetings in the last 4 years, State-wise, the Ministry has furnished the following details:

State/UTs	2018-19	2019-20	2020-21	2021-22
Andaman & Nicobar Island	-	-	-	-
Andhra Pradesh	538779	106977	74464	
Arunachal Pradesh	73580	-	315186	-
Assam	-	744000	-	-
Bihar	-	141195	-	-
Chandigargh	-	-	-	-
Chhattisgargh	-	105516	59998	597342
Dadar & Nagar Haveli	-	-	-	-
Daman & Diu	-	-	-	-
Goa	-	-	-	-
Gujarat	-	-	-	-
Haryana	-	139409	-	-
Himachal Pradesh	64604	-	-	-
Jammu & Kashmir	-	-	200000	200000
Jharkhand	145000	153236	-	-
Karnataka	-	-	-	-
Kerala	56193	2013122	247073	10521
Ladakh	-	-	-	-
Lakshadweep	-	-	-	-
Madhya Pradesh	-	-	-	35959
Maharashtra	-	342266	-	-
Manipur	-	-	-	381250
Meghalaya	-	-	-	-
Mizoram	98405	-	-	367210
Nagaland	-	-	-	-
NCT of Delhi	-	-	-	-

ODISHA	-	884776	60505	
Puducherry	-	-	-	-
Punjab	369270	-	-	-
Rajasthan	-	-	-	-
Sikkim	-	-	-	-
Tamil Nadu		533677	602511	330805
Telangana	110121	-	98564	46839
Tripura	-	-	-	-
Uttar Pradesh	338596	1194183	390573	301692
Uttarakhand	16608	-	-	-
West Bengal	-	-	-	-
<b>Total</b>	<b>1811156</b>	<b>6358357</b>	<b>2048874</b>	<b>2271618</b>
<b>Note:</b> ' - ' indicates NIL amount				

### Working of DISHA

4.1 DISHA Guidelines state that 15 days prior to the meeting, Notice has to be circulated, 10 days before the meetings Agenda has to be circulated, proceedings have to be circulated within 10 days after the meeting and Action taken report needs to be informed within 30 days of the meeting. However, it has been observed that these Guidelines are not being followed scrupulously.

4.2 The Committee wanted to know the steps being taken by the Ministry to ensure that the above mentioned DISHA Guidelines with regard to DISHA working are being followed scrupulously. In reply, it has been informed that according to DISHA Guidelines (Para 7 of district Guidelines), the Member Secretary, who is the District Collector, is personally responsible for convening DISHA meetings. He/ She should also ensure that meeting notice, agenda notes and proceedings of meetings are immediately uploaded on both the website of the Ministry of Rural Development and website of the State Government [Para 8(B)]. The Member Secretary is also responsible for the timely follow-up on the recommendations of DISHA (Para 10). Further, Ministry of Rural Development vide their letter dated 27.06.2022 has requested all States/UTs to instruct

Member Secretaries of DISHAs to adhere strictly to the modalities prescribed in the Guidelines with respect to meeting notice, agenda notes, uploading of proceedings of meetings and action taken report. In addition to these measures, district authorities are being regularly sensitized about overdue DISHA meetings through social media groups, message services and phone calls.

#### Follow up action

4.3 The Committee have been informed that the officers in-charge of the line departments executing the programmes reviewed by DISHA should assist the committee in the discharge of its functions. Follow up action on recommendations of the DISHA should be initiated within 30 days of the meeting. Proceedings of meetings will be sent to relevant Ministries/Departments for action. Action taken shall be monitored in DISHA meetings.

4.4 On being asked about the number of Action Taken Reports (ATRs) so far have been prepared by the DISHAs, the Ministry in their reply has informed that the ATR are to be prepared by the district authorities based on the recommendations given by the DISHA in its previous meetings. The DISHA Guidelines, at Para 8(a) of district, have clearly stated that the ATR should be an integral part of the Agenda, which is to be circulated among all the members at least 10 days prior to the scheduled meeting. The Ministry vide their letter dated June 27, 2022 has requested all Principal Secretaries of States to upload the meeting minutes regularly, include ATR on the decisions & recommendations of the last DISHA meeting in the agenda of the scheduled district DISHA meeting as the first item. In addition, the Helpdesk Cell in the Ministry interacts with all the stakeholders, on daily basis, through multiple channels and assists them to upload meeting details & proceeding of meetings on DISHA portal. Automated reminder messages are being sent to DM's/CEO's Zila Parishad after every quarter where DISHA meeting or uploading of minutes are pending. The Ministry has developed an online initiative (<https://dashboard.rural.nic.in/DISHA>), which is quite useful in all stages of the meeting particularly in publishing of meeting notice, agenda & later uploading the

proceedings of meeting (PoM), and the details of Agenda uploaded can be accessed from this web portal.

4.5 When pointed out by the Committee about the late circulation of Action Taken Reports/Minutes for DISHA meetings and desired to know the steps taken for fixing time frame by which these papers should be circulated to Members of DISHA, it has been informed that Para 8 B of DISHA Guidelines already provides that the Proceedings of the meetings should be issued within 10 days of the meeting. Follow up action on recommendations of the DISHA should be initiated within 30 days of the meeting. Provision of dedicated website for uploading of minutes has also been made. Further, the decision to set up DISHA Monitoring Cells at State level is aimed at addressing these types of issues.

4.6 When asked how the Ministry propose to ensure that minutes of the DISHA meetings and also action taken report on the matters discussed in the meetings are uploaded timely. In reply, it has been stated that the Ministry in their recent letter dated June 27, 2022 has requested all Principal Secretaries of States to upload the meeting minutes regularly, include Action Taken Report on the decisions & recommendations of the last DISHA meeting in the agenda of the scheduled district DISHA meeting as the first item. In addition, the Helpdesk Cell in the Ministry interacts with all the stakeholders, on daily basis, through multiple channels. Whatsapp group have been created for all the States/UT's having updated numbers of all concern districts officials, DRDA, CEO Zila parishad & District Magistrates. Information regarding meetings is sought & shared in these groups. D.O letters regarding meetings or other concerned information is shared through these groups. And there is a dedicated helpline number published to assist stakeholders for any type of queries regarding DISHA meetings. The Helpdesk Cell also assists stakeholders to upload meeting details & proceeding of meetings on DISHA portal. Automated reminder messages are being sent to DM's/CEO's Zillaparishad after every quarter where DISHA meeting or uploading of minutes is pending.

4.7 The Committee enquired whether the Ministry proposed to issue any Guidelines for preparation of Annual Report to assess the performance of DISHAs, the Ministry in its reply has submitted that they have not issued any Guidelines for preparation of Annual Report to assess the performance of DISHAs. Nonetheless, the performance of DISHAs is regularly monitored through a dedicated webportal and directions are given through various means, ranging from official communications from at the levels of Minister and Secretary to the posts in social media groups, message services, phone calls to district authorities. The Monitoring Cell at National Level (formed in January 2021 on the basis of feedback from the Hon'ble Members of Parliament during Orientation Programme held in December 2019) is coordinating with State Nodal officers for regular conduct of DISHA meetings and follow up of action items decided in the DISHA meetings and to submit report to the Ministry on the working of DISHA system. Also, various aspects of functioning of DISHA Framework are highlighted in the Annual Report brought out by the Ministry under the head of Monitoring and Evaluation.

4.8 Asked whether there are any instances of misuse of funds and its diversion have been noticed and where the DISHAs have ordered investigations, the Committee have been informed that as per DISHA Guidelines, the Action Taken Report (ATR) on recommendations of previous meeting should be the first agenda item of next meeting. Any discrepancies pointed out in DISHA meeting are addressed in the ATRs. From the Proceedings of the Meetings (PoMs), uploaded in the webportal of the Ministry (in the last three months), it is observed that the use of funds, delay in payments and directions of the DISHA in this regard were discussed in DISHA meetings of Rajasthan, Uttar Pradesh, Uttarakhand, Chattisgarh, Assam, ODISHA, Bihar and Jharkhand. As the District authorities upload the PoMs on the designated web portal provided by the Ministry of Rural Development ([https://dashboard.rural.nic.in/DISHA/vigi\\_home.aspx](https://dashboard.rural.nic.in/DISHA/vigi_home.aspx)), the details of the same is accessible to the public.

### **Accountability of Senior Officials**

4.9 When asked about the mechanism, if any, exists to ensure accountability of district level officers in the functioning of DISHA meetings and the extent to which they are functioning as per the Guidelines, the Ministry has submitted that as stipulated in Para



8.B of DISHA Guidelines, Officers in-charge of the line departments executing the programmes reviewed by DISHA should assist the Committee in the discharge of its functions. Member Secretaries i.e. District Collectors/Magistrates are, is personally responsible for convening DISHA meetings. The Member Secretary has to ensure that meeting notice, agenda notes and proceedings of meetings are uploaded immediately on the website of the Ministry of Rural Development [http://ruraldiksha.nic.in/DISHA/vigi\\_home.aspx](http://ruraldiksha.nic.in/DISHA/vigi_home.aspx) . Compliance of these provisions by concerned officers are indicative of their performance.

4.10 The Committee have observed that the DISHA meetings are not taken very seriously due to its advisory nature and are attended mostly by the Junior Officers of the Departments who are not able to provide relevant data/ facts with respect to the ongoing developmental projects in the districts and not by the Heads of the Departments (HoDs) as stipulated in the Guidelines.

4.11 When asked about the corrective measures are being taken by the Ministry to discourage this trend and ensure accountability of Higher Officers, the Ministry in its reply has stated that DISHA Guidelines provide for attendance of Officers in-charge of implementing Departments at District level. Hence, attendance by junior officers is in contravention to the Guidelines. It also provides that Officers in-charge of the line departments at the District level, executing the programmes reviewed by DISHA, should assist the Committee in the discharge of its functions and hence, need to be present in meetings and put their signature as per requirement. Secretary (RD), vide his letter dated 3<sup>rd</sup> March 2021, had already requested the Chief Secretaries of States to ensure full attendance of all heads of departments at the district level in the DISHA meetings. Further, recently, vide a letter dated June 06, 2022, Secretary (RD) requested Chief Secretaries of States to ensure DISHA meetings as per Guidelines and also to ensure full attendance of all heads of departments within the district in the meetings.

4.12 When enquired whether Ministry is contemplating to take any penal action against the HoDs who fail to attend the DISHA meetings, it has been stated that as Member Secretary i.e. District Collector/Magistrates are personally responsible for convening DISHA meetings and ensuring that all modalities are being followed as per the Guidelines. DISHA Guidelines provide for attendance of officers in-charge of implementing Departments at District level. Hence, attendance by junior officers is in contravention to the Guidelines. However, the Guidelines do not provide for any penal actions in this regard. By implication, willful non-attendance in the DISHA meetings should be deemed as violation of Code of Conduct applicable to the Govt. Servants and, therefore, attract penalties permitted under the Disciplinary Rules applicable to the concerned Govt. Servant.

**Performance Assessment:**

4.13 The Committee have observed that the Ministry had sent a D.O letter on 06.06.2022 to Chief Secretaries of all the States indicating therein that henceforth the number of DISHA Meetings would be considered as one of the parameters in the Annual Performance Appraisal Reports(APARs) of the District Collectors/ Deputy Commissioners.

4.14 In this regard, when asked about the steps being proposed by the Ministry to ensure compliance of their decision by the States, it has been stated that the Ministry has been pursuing the states in various ways, including advisories to consider holding of DISHA meetings as one of the parameters in the Annual Performance Appraisal Report (APAR) of the District Collectors, to improve the frequency of DISHA meeting. With regard to the inclusion of DISHA meetings in the APAR format of District Collectors, the Department of Personnel and Training had examined the matter and advised vide OM dated 12.04.2022 that in accordance with the AIS(PAR) Rules, 2007 the advisory issued by the Ministry is not feasible. Further, vide the Department letter dated 6.6.2022, this Department has requested the Chief Secretaries of all States/ UTs to issue necessary directions to the District Collectors/ Magistrates for timely convening of DISHA meetings and advise APAR recording authorities to incorporate their

comments on the APAR of the officials with regard to their performance in conducting regular DISHA meetings.

4.15 The Committee desired to know the feasibility of Chairperson of DISHA making recommendation/ comments in the Annual Performance Report of district level officers dealing with DISHA including District Collector, the Ministry in its reply has submitted that keeping in view that the DISHAs do not exercise any executive powers, hence, making comments in Annual Performance Report of district level officers dealing with DISHA including District Collector may not be feasible. However, DISHA members can send their recommendation to Chief Secretary of the State/competent authority, which may be taken into account at the time of formal assessment of performance of the officer. In this regard, a letter has been issued in the past to Chief Secretaries of the states for incorporating the conduct and performance of DISHA meetings in their annual appraisals of District Collectors.

#### **Powers of DISHA**

4.16 The Committee have observed that the Guidelines stipulate that DISHA will have Coordination and Monitoring powers. Its role is to remove obstacles to timely completion of approved Projects. It will have powers in seeking effective follow up of issues raised during the deliberation. The District Collector will be the Member Secretary responsible for the timely follow up on recommendations.

4.17 In this regard, when the Committee enquired about the authority and powers of the Chairperson of DISHA w.r.t. performance of various departments and offices coming under the purview of DISHA, the Ministry in its reply has stated that the Guidelines define powers of the Committee rather than defining powers of the Chairperson with regard to coordination and monitoring of development process Their role is to remove obstacles to timely completion of approved Projects. DISHAs have powers in seeking effective follow up of issues raised during the deliberation. As Chairperson/Co-Chairperson of the committee, Members of Parliament can guide the committees so that its objectives are achieved. Chairperson of DISHA Committee can advise competent

authority w.r.t. performance of various departments and offices coming under the purview of DISHAs.

4.18 When asked whether DISHA can monitor and physically inspect sites of projects/schemes covered under their scrutiny, interact with the concerned officers and submit a report thereon, the Ministry has submitted that the point (ix) of Terms of Reference of DISHA in Para 4 of DISHA Guidelines provides that the Committee should have the authority to summon and inspect any record for this purpose. The Committee may refer any matter for enquiry to the District Collector/CEO of the Zila Panchayat/Project Director of DRDA (or Poverty Alleviation Unit) or suggest suitable action to be taken in accordance with the rules which should be acted upon by him within 30 days. Thus, if Committee feels necessary, it can inspect sites physically and submit a report to concerned authority.

**PART-II**  
**OBSERVATIONS /RECOMMENDATIONS**

1. The Committee note that until 2016, the Ministry of Rural Development had a system of Vigilance and Monitoring committee at District level under the Chairmanship of Hon'ble Members of Parliament (MPs) to monitor Rural Development programme. The system was, however, converted into District Development Coordination and Monitoring Committee(DISHA) w.e.f. June 27, 2016 with the enhanced mandate of monitoring and guiding the implementation of development programmes of various Ministries/Departments of the Government of India. The Committee are made to understand that the monitoring mechanism envisaged under DISHA strengthens the idea of cooperative federalism with the participation of Hon'ble MPs, Members of State Legislature, representative of Panchayat Raj Institutions (PRIs) and officers of Administrative Departments as members. DISHA meetings provides a platform where discussion on development programmes can be held in detail and further course of actions may be decided in the meeting taking valuable views from MPs and MLAs. In view of the foregoing, the Committee are of the opinion that DISHA can definitely serve as an effective tool for implementing the various schemes of Government of India while bringing together the executive, people's representatives and other stakeholders to forge development works of the Government. The Committee, however, would like the Government to ensure that besides monitoring of financial aspects of various schemes in DISHA meetings, equal emphasis is laid on qualitative aspects of the work done under the schemes. In Committee's view inclusion of objectives, measurable targets and achievements would certainly help in evaluating the implementation of the schemes in a better way. At the same time, to get the desired results, DISHA need to function in an effective manner and as per the Guidelines. The Committee are aware that the Ministry of Rural Development has been taking several measures for effective conduct of the DISHA meetings and advisories in this regard are being issued from time to time. The Committee trust that the Government would continue their efforts to address the prevailing issues

relating to DISHA as per the mandate and DISHA Guidelines so that the purpose of formation of DISHA is well served.

2. The Committee note that DISHAs have the mandate of monitoring all non-statutory schemes of the Government of India as prescribed in the DISHA Guidelines. Initially, 28 Schemes were included in the list of schemes to be monitored by DISHAs, however, presently 76 schemes are onboarded in DISHA Dashboard. As the Ministry is coordinating with all other Ministries/ Departments of the Government of India for seeking the feasibility of integrating their non-statutory schemes to the DISHA Dashboard, the Committee are hopeful that many more schemes would soon be added to the DISHA Dashboard.

3. The Committee are told that purview of the DISHA is confined to monitoring of the non-statutory schemes of the Government. The monitoring of statutory schemes is kept beyond the purview of DISHA, in line with the advice of Department of Legal Affairs as the implementation processes of statutory schemes are guided by its statutes. However, considering the fact that the statutory schemes involves large public funds and the same are being transferred to different districts for implementation of the schemes, the Committee would suggest that the Government should engage the same monitoring mechanism for all their schemes, be it statutory or non-statutory in nature for their effective and timely implementation so that public funds are utilised in an effective and a transparent manner. Hence, the Committee recommend that the Government should take effective steps in bringing their statutory as well as non-statutory schemes under the purview of DISHA, so that Members of Parliament get an opportunity at grassroots level to monitor and ensure timely implementation of all central schemes/programmes/projects.

4. The Committee are not impressed by the reasoning put forth by the Ministry for not giving statutory status to DISHA. According to the Ministry,

**DISHA are mandated to monitor non-statutory schemes of the Government of India and providing executive powers to DISHA may have legal implications as it may attract the provisions of office of profit under Article 102(1) of the Constitution, which may lead to disqualification of the sitting Members of Parliament. Any legislation to empower DISHA should therefore be congruous with constitution, division of powers among Centre, State and Local Governments. The Committee hold the view that disqualification of the sitting Members of Parliament under Article 102(1) is attracted only if he holds any office of profit under the Government of India or the State Government, and/or exercises any executive power by virtue of being appointed to an Office. The Chairperson of DISHA being Ex-Officio member of the committee is not appointed either by State/Central Government and thus does not fall under the criteria of holding any office of profit under the Government. Furthermore, the post of chairperson of DISHA would derive its mandate and power from the law to be made by an Act of Parliament in this regard and cannot be considered as a post exercising executive power under the ambit of any State/ Central Government.**

**It is pertinent to mention that the Parliament (prevention of Disqualification) Act, 1959, declare that a large number of offices of profit under the Government shall not disqualify the holders thereof for being chosen as, or for being, Members of Parliament. The Committee are of the strong opinion that the post of Chairperson of DISHA should be included under Section 3 of the Parliament (prevention of Disqualification) Act, 1959 which excludes large number of offices from the ambit of office of profit. The Committee recommend enactment of a dedicated/delegated Legislation to empower DISHA with Member of Parliament as Chairman and District Collector as Member Secretary at district level, while ensuring that it is consistent with constitution division of powers among Centre, State and Local Governments and upholding the spirit of Co-operative federalism. The suitable provisions in the law so enacted may take care of the irregularities in holding DISHA meetings.**

5. The Committee note that taking in view the success of District Level DISHAs, State level DISHAs under the Chairmanship of Hon'ble Chief Ministers of States were constituted in May, 2019, to facilitate resolution of the issues of important and emergent nature which have remained unattended for want of attention and coordination, at the apex level. The State level DISHAs have been reconstituted on 17 February, 2021 with the nomination of 199 Hon'ble MPs. Besides, DISHA in Urban Districts viz. District Level Vigilance and Monitoring Committees (DLVMC) which were not fully operational in urban districts, have also been made functional as DISHAs to monitor the schemes which are implemented in both rural and urban areas. Therefore, DISHAs have been constituted in urban districts of Delhi, Mumbai, Chandigarh, Chennai and Kolkata. It is unfortunate that so far State Level DISHAs have been formed in only 10 States/ UTs and only 12 meetings have been held since their inception. The position with regard to number of meetings of DISHAs in urban districts is no different. The Committee are of the view that the whole purpose of formation of DISHAs is defeated, if the committees so constituted with a larger purpose to monitor the implementation of Government schemes fail to function as per the prescribed Guidelines. The Committee thus recommend that such ambiguities and lacunae whether it is in respect of constitution of State Level DISHAs or non convening of DISHA meetings and other related issues should be resolved without further loss of time. The Committee further urge the Government to take Parliament into confidence over the issue of under performance of DISHA and consider bringing legislation for empowering DISHA.

6. The Committee note that DISHA Monitoring and Coordination mechanism has two tiers, at National and State level. DISHA Monitoring Cell at National Level has been formed on 27<sup>th</sup> January 2021 with one Principal Consultant and five Consultants, to ensure effective, time-bound and result-oriented work of the DISHAs. Monitoring Cell at National Level is mandated to coordinate with State Nodal officers for regular conduct of DISHA meetings and follow up of action items decided in the DISHA meetings and to submit report to the Ministry on the



working of DISHA system. The Committee are, however, unhappy to note that the resource persons/Consultants for State level DISHA Monitoring Cells which would consist of one consultant for smaller States and up to four consultants for larger States, are yet to be appointed. The Committee urge the Ministry to expedite the formation of State level DISHA Monitoring Cells with all seriousness for ensuring effective and efficient conduct of DISHA meetings and follow-up actions for close monitoring of implementation of the Government schemes/programmes.

7. The Committee observe that in DISHA meetings only junior officers remain present and in the absence of the senior officers, the Chairpersons are not able to provide the information/figures/facts/survey/statistics related to the Central Government schemes. This is when DISHA Guidelines provide for attendance of officers in-charge-of implementing Departments at District level. The Ministry through its letter dated 3<sup>rd</sup> March, 2021 had requested the Chief Secretaries of States to ensure full attendance of all heads of departments at the district level in the DISHA meetings. In another letter dated May 06, 2022, the Ministry has advised the States to ensure maximum participation of the members in the DISHA meetings. Again through its letter dated June 06, 2022, the Ministry has requested the Chief Secretaries of States to ensure DISHA meetings as per Guidelines and to ensure full attendance of all heads of departments within the district in the meetings. The Committee gather that though the Ministry has been taking various measures to make the DISHA work in an effective manner, these have proved ineffective to get the desired result. The Committee trust that as assured, the Ministry would soon evolve a mechanism of digitizing the attendance system and uploading it in DISHA portal in realtime. The Committee recommend that the Ministry of Rural development should ensure presence of all the MLAs from the district scheme related stakeholders viz. Zila Panchayat CEOs and President of Zila Panchayat, Block Level Pradhans, representatives of the departments/agencies whose schemes are being reviewed by DISHA, for instance representatives from Railways, Telecom, NHAI, Banks including NABARD, as well

as PSUs having headquarters in the district and the district Superintendent of Police, in case a law and order situation is to be discussed etc. Also the Committee recommend that a mechanism to digitize the attendance system *viz* Software/App having advanced features such as secure log-in credentials, face detection/recognition, time stamping of the live GPS location, etc. This would definitely send a clear message and would go a long way in ensuring accountability of the officials of the district and would help in ensuring that mandate and Guidelines of the DISHA are followed in letter and spirit.

8. The Committee note that Chairman of State level DISHAs is Chief Minister of the State and Co-Chairperson is the Minister of Rural Development of the State. The Member Secretary is secretary-in-charge of rural development programmes in the State. The members of the Committee include 4 MPs of Lok Sabha, 1 MP of Rajya Sabha, 6 MLAs, representative of SC/ST/ Women, 4 Non-officials, 2 NGOs and officials and Chief Post Master General of the postal circle. All the MPs, non-officials, NGOs and representatives of KVIC are nominated by Ministry of Rural Development. Considering that the objective of DISHA is the implementation of various Central Government schemes to serve laudable public objectives, it would be worth if the Ministry increases the representation of Lok Sabha and Rajya Sabha Members in the State level DISHA depending upon the area of the State for effective functioning of DISHA. Besides, while nominating MPs to these State level DISHA, preference should be given to the Members of Parliamentary Standing Committee on Rural Development and MPLADS Committee. The Committee hope that the Ministry after examining their suggestions will take appropriate action accordingly.

9. The Committee learn that as per the DISHA Guidelines, State Level DISHA should meet once in every six months and District Level DISHA in every quarter of the year. The Committee find that performance of DISHA in some States are good while in some States the DISHA has performed badly. While the States of Kerala, Uttarakhand, Chhattisgarh, Karnataka and Mizoram have been able to

hold 40 per cent of the prescribed number of meetings, with Kerala remained at the top by organizing 67 per cent meetings, during the last five years, the States/UTs like Nagaland, West Bengal, Lakshadweep, A& N Islands, Dadra & Nagar Haveli didn't fare well during the same period and convened as low as 6 per cent of the prescribed number of DISHA meetings. This is a poor commentary on the functioning of DISHA. Although it is worthwhile that the above mentioned 5 States held 40 percent of the prescribed number of meetings during the last 5 years and Kerala among them held 67 percent of meetings, yet their performance does not deserve much credit in view that 4 out of 5 States held even less than 50 percent of the total prescribed meetings. The Committee desire that in order to get the Central Government Schemes/Programmes implemented evenly in all States/UTs, utmost focus is required to be given on the functioning of DISHA. Therefore, in the emerging scenario, it would all depend upon the ability of Ministry of Rural Development to extract performance from the State Level and District Level DISHA failing which, the Committee hope that the Ministry would initiate steps to make DISHA Guidelines binding on the States and Districts through enactment of an appropriate Act in Parliament. After all, the Ministry has to ensure that the resources deployed over various Schemes of the Government of India are optimally utilised and the Schemes are implemented without registering delays.

10. The Committee take note of the measures taken by the Ministry of Rural Development to make DISHA effective such as DISHA Guidelines have been revised making Member-Secretary personally responsible for convening the meetings at stipulated intervals; State Governments have been advised to give concerted attention to conduct meetings at State and District levels. Besides, Chief Secretaries of all the States have been requested vide its letter dated 06.06.2022 to issue necessary directions to the District Collectors/ Magistrates for timely convening of DISHA meetings and advised APAR recording authorities to incorporate their comments on the APAR of the officials with regard to their performance in conducting regular DISHA meetings. Also, DISHA members can

send their recommendation to Chief Secretary of the State/competent authority, which may be taken into account at the time of formal assessment of performance of the officer. The Committee note that as per DISHA Guidelines, State level DISHA with the CM as the Chairperson and State Minister of Rural Development as Member Secretary play a vital role in ensuring efficiency and coordination between district level DISHAs. However, the Committee are made to understand the limitations of the Central Governments with regard to enforcing the measures so taken to make DISHA effective as Chief Secretaries are not accountable to the Ministry and is administratively under the control of State Government. Considering the fact that holding of DISHA meetings is in the larger public interest and would have a great impact on the effective implementation of the Central Government schemes/programmes, the Committee trust that much more initiatives will be devised by the Ministry to improve the performance of DISHAs. Besides, in case of non-attendance by officers/stakeholders without seeking exemption within the district, and non compliance of directions of Chairperson/Co-Chairperson, the Member Secretary viz. District Magistrate should report it in writing to Chief Secretaries of the States for stringent action. State Governments should be impressed upon to take stringent measures to make DISHA meaningful. The Committee would like to emphasise that seeking of exemption should be only on exceptional circumstances.

11. The DISHA Guidelines *inter-alia* provide that the Ministry of Rural Development would reimburse the amount claimed by the District administration based on the actual expenditure incurred within the overall ceiling of 2.0 lakh per meeting and bills should be cleared by the concerned State Government/ District Rural Development Agency(DRDA)(or Zilla Panchayat). The Committee note that Non-official members of DISHA are entitled for reimbursement of expenditure for local travel within the district for attending the Meetings as applicable to Group 'A' Officers of the State. The Committee recommend that DA may be allowed to Non-Official members at the State Government DA rate as applicable to Group 'A' Officers of the State. The Committee hope that Ministry do take into account the

current inflationary trends while deciding TA/DA to be given to the Non-Officials attending the DISHA meeting. This could be linked to consumer price index. The Committee would desire the Ministry to regularly review the existing financial limits for holding DISHA meetings and make necessary amendments in the Guidelines to increase existing ceiling of ₹ 2 lakh per meeting, in case the meeting is spilled over to the second day in continuation.

12. As per DISHA Guidelines, Notice for the meeting has to be circulated 15 days and Agenda about 10 days before the meeting. Action taken report needs to be circulated 30 days after the meeting. The Member-Secretary of DISHA is expected to finalize the agenda in consultation with the Chairperson and the same has to be circulated to the members of DISHA 10 days before the meeting. The Committee are unhappy to note a clear violation of the Guidelines as agenda for the meeting is either received late or made available only at the time of meeting. The Committee hope that the Ministry's request vide its letter dated 27.06.2022 to all the States/ UTs to strictly adhere to the modalities prescribed in the Guidelines with respect to meeting notice, agenda notes, uploading of proceedings of meetings and action taken report, would get the required attention. Acknowledging the fact that success of DISHA depends upon the conduct of the DISHA and all the above prerequisites are necessary to ensure greater participation of the Members of the DISHA, the Committee desire that State authorities should be impressed upon to undertake adequate measures to make DISHA function as per the Guidelines. Besides, a suitable mechanism needs to be developed at the Centre in this regard to oversee and regulate the strict adherence of DISHA Guidelines.

13. The Committee are apprised that once DISHA meeting is held, its proceedings have to be circulated within 10 days and action taken report within 30 days. The Ministry of Rural Development has contended that as the follow-up action on the recommendations made by DISHA is to be taken by the respective State Governments, Ministry is unable to ensure follow-up action of DISHA recommendations. Expressing a deep concern on the ineffective functioning of

**DISHA so far, the Committee are of the opinion that there should be a mechanism at the Centre also to ensure that action is taken on the recommendations of DISHA so that the purpose of setting up of DISHA is not defeated. Hence, The Committee are of the view that a representative of Central Ministries/departments may be deputed on roster basis for attending DISHA meetings at district and State level for better co-ordination and follow-up action on time.**

**14. The Committee are happy to note that the Ministry has set up a Helpdesk Cell that interacts with all the stakeholders on daily basis through multiple channels and assists stakeholders to upload meeting details & proceedings of meetings on DISHA portal. Whatsapp group have been created of all concerned districts officials, District Rural Development Agency (DRDA), CEO Zila Parishads & DMs for all the States/UTs to share information regarding DISHA meetings. A dedicated helpline number has been published to assist stakeholders for any queries regarding DISHA meetings and automated reminder messages are being sent to DM's/CEO's Zilla Parishad after every quarter where uploading of minutes of DISHA meeting is pending. The Committee hope that measures so taken by the Ministry, if implemented in right perspective would definitely improve the functioning of DISHAs. The Committee would desire the Ministry to explore the feasibility to undertake field visits by the DISHAs or duly appointed sub-Committees to get first hand information of the various schemes being implemented by the Central Government.**

**15. The Committee note that the Ministry of Rural Development has created a Help Desk in DISHA Project Management Unit in Delhi and all stakeholders including Hon'ble Member of Parliament may communicate the issues pertaining to functioning of DISHA for their resolution. The Committee, however, feel that DISHA being a monitoring mechanism to ensure that resources deployed for various Schemes of the Government of India are being utilized optimally, there is a need to have a mechanism through which common man can lodge their**

complaints with DISHAs in case of any delay/irregularities in the implementation of the Government programmes /schemes. The Committee, therefore, recommend to the Government to take suitable action in this regard on an urgent basis.

16. The Committee are informed that an Orientation Programme for the Hon'ble Members of Parliament was held on 3<sup>rd</sup> December 2019 to educate them about the objectives, working and relevance of the DISHAs. In this regard, the Committee would desire that the orientation programmes/seminars/conferences etc. for MPs/MLAs, representatives of PRIs of State and District level DISHAs should be conducted at regular intervals of time to create awareness about the working and importance of DISHAs to get their full cooperation and participation. Recalling that Para 7 and 10 of DISHA Guidelines mention that the Member Secretary of District DISHA is personally responsible for convening DISHA meetings as well as timely follow up on the recommendation of the DISHA, the Committee would further desire that Orientation Programmes ought to be conducted from time to time, for Member Secretaries of the State and District level DISHAs.

17. The Committee are aware that DISHA looks into the complaints/alleged irregularities/misappropriation of funds received for implementation of the programmes and also recommend follow up action. In this context, DISHA may refer any matter for enquiry to the District Collector/Chief Executive Officer/Project Director, which shall be acted upon by him and an Action Taken Report needs to be submitted within 30 days. The Committee would recommend that the Ministry should consider withholding of the funds in cases where a concrete evidence with regard to improper utilization of programme funds is found, till the position is clarified. If it is not to the satisfaction of the Ministry, in that case, action, if any, taken against any official must be followed up on continuous basis as corrective/punitive action needs to be taken by the State Governments. The Committee would like the Ministry of Rural Development to examine this matter afresh for amending DISHA Guidelines appropriately.

**18. The Committee are apprised about the practical difficulties coming in the way of smooth functioning of DISHA in different States/UTs which *inter-alia* include, delay in indicating date of meeting, postponement of meetings, inability of Chairman to attend meetings, preoccupation of Member Secretary, lack of proper follow up action on decision taken in the DISHA meetings and limitation in taking action against erring employees of the State Governments. The Committee desire that Department should make concerted efforts to resolve/overcome these difficulties by taking suitable remedial measures/amendments in the Guidelines so as to ensure smooth functioning of the DISHAs.**

**19. The Committee learn that meetings of DISHAs are invariably postponed due to elections such as General Election, State Assembly Election and Panchayat Elections etc. since it attracts the model code of conduct. The Ministry in its recent letter dated May 06, 2022 has issued an advisory to avoid DISHA meetings during the sessions of Legislative Assemblies; however States/ districts need to schedule quarterly meetings as per the Guidelines. The Committee note that the Ministry has so far not issued any advisory to States with regard to the DISHA meetings when model code of conduct is in force. The Ministry is considering consultation with the Election Commission of India and the State Election Commissions in this matter very shortly. The Committee are of the concerted view that such advisory should have been the part of the DISHA at the conception level. Acknowledging the role of DISHA in the implementation of various Government Schemes/Programmes, the Committee feel it is high time that necessary advisory is issued to make DISHAs function effectively, except during General Elections and State Assembly elections since MPs and MLAs are the office holders in DISHA Committees. The Committee further emphasise that since DISHA meetings are meant for monitoring of projects and schemes etc., it is**



**imperative that their functioning is not hampered at least during elections below the General Elections and State Assembly elections.**

**20. The Committee recognise that DISHA is a unique and excellent platform for multiple Government Departments to co-ordinate and bring synergy in the implementation of their schemes. It not only institutionalizes the co-ordinated action of Departments but also does so with the active involvement of elected representatives. The Committee, however, find that the Department does not undertake any publicity campaigns to make public aware of formation and working of DISHAs. Since the position of release of funds to the States and Districts under various programmes is uploaded on the DISHA Dashboard of the Ministry of Rural Development for information of general public, the Committee find it imperative that adequate publicity is given through Department's publicity campaign to make general public aware of the role and functioning of DISHAs.**

**21. The Committee note to their dismay that there is no separate nodal officer/designated staff of the level of Block Development officer as a project Director and also no technically/professionally sound supporting staff for the office of DISHA at State Government level. The Committee apprehend that the absence of a nodal officer/designated staff in the office of DISHA is one of the various reasons for abysmal performance of DISHA so far as convening meetings and follow up actions as per DISHA guidelines. While considering lack of required human resource as one of the factors affecting the functioning of DISHAs, the Committee recommend that the Ministry should explore the possibility of appointing Consultants/Contractual Staff in consultation with State Governments at the earliest.**

**NEW DELHI;  
14 December, 2022  
23 Agrahayana, 1944 (Saka)**

**GIRISH BHALCHANDRA BAPAT  
CHAIRPERSON  
COMMITTEE ON ESTIMATES**

## **MINUTES OF SECOND SITTING OF THE COMMITTEE ON ESTIMATES (2021-22)**

The Committee sat on Tuesday, the 13<sup>th</sup> July, 2021 from 1130 hrs. to 1420 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

### **PRESENT**

Shri Girish Bhalchandra Bapat - **Chairperson**

### **MEMBERS**

- 2 Kunwar Danish Ali
- 3 Shri Kalyan Banerjee
- 4 Shri Sudharshan Bhagat
- 5 Shri P.P. Chaudhary
- 6 Shri P.C. Gaddigoudar
- 7 Shri Dayanidhi Maran
- 8 Shri Vinayak Bhaurao Raut
- 9 Shri Ashok Kumar Rawat
- 10 Shri Magunta Srinivasulu Reddy
- 11 Shri Rajiv Pratap Rudy
- 12 Shri Dilip Saikia
- 13 Shri Francisco Sardinha

### **SECRETARIAT**

1. Smt. Jyochnamayi Sinha - Director
2. Smt. A. Jyothirmayi - Additional Director
3. Shri R.S. Negi - Deputy Secretary

## WITNESSES

Sl. No.	Name	Designation
1.	Shri Nagendra Nath Sinha	Secretary, Rural Development
2.	Dr. N. Srinivasa Rao	Economic Adviser
3.	Shri Gaya Prasad	DDG(RH)

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee and briefed them about the agenda of the Sitting viz. evidence of the representatives of the Ministry of Rural Development on the subject 'Review of role and performance of DISHA Committee in various Schemes'. He then directed that the representatives of the Ministry of Rural Development be called in.

3. The Chairperson welcomed the representatives of the Ministry and drew their attention to Direction 55(1) of the 'Directions by the Speaker, Lok Sabha' regarding confidentiality of the proceedings of the Committee and then asked the Secretary, Ministry of Rural Development to introduce themselves.

4. Thereafter, the Ministry made a brief power-point presentation covering various aspects of the subject which interalia included objectives, composition, powers of DISHA committees, details of various Government schemes covered under DISHA Committees, State-wise details of DISHA Committee meetings, DISHA Committee performance, DISHA Dashboard, Challenges ahead, etc.

5. The Members then raised queries on various issues regarding the subject such as failure to conduct the requisite number of DISHA Committee meetings in various States/Districts, to give more power to Chairperson of DISHA Committee in real term

rather than on paper only, accountability of district level officers, reluctance of the district level officers like the District Collector to convene DISHA Committee meetings, poor attendance of Central level Officers, non-defining of the authority of Chairperson of DISHA Committee or of District Collector, need for three-tier DISHA Committee at Centre, State and District level, no provision of designated staff and office of DISHA Committee or its Chairperson in the districts, lack of grievance cell for DISHA at the centre, lack of awareness for DISHA Dashboard, late circulation of Action Taken Reports/Minutes for DISHA meetings, Office of Profit issue of MPs in DISHA Committee, issues pertaining to change in the model code of conduct for convening meeting during elections, procedure for allocation of time for subjects to be discussed during DISHA Committee meetings, examining the feasibility of bringing out law for making the provision of the DISHA guidelines binding, need for creating two groups of schemes under DISHA by clubbing the related schemes and convene the sittings accordingly in order to have meaningful and result oriented discussion, etc.

6. The representatives of the Ministry duly responded to the queries raised by the Members. The Chairperson asked the representatives of the Ministry to furnish written replies to the points for which information was not readily available within two weeks.

7 The verbatim proceedings of the Sitting has been kept on record.

**The Committee then adjourned.**

## **MINUTES OF THIRD SITTING OF THE COMMITTEE ON ESTIMATES (2022-2023)**

The Committee sat on Wednesday, the 22<sup>nd</sup> June, 2022 from 1157 hrs. to 1330 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

### **PRESENT**

**Shri Girish Bhalchandra Bapat – Chairperson**

#### **Members**

2. Kunwar Danish Ali
3. Shri Shyam Singh Yadav
4. Shri P.P. Chaudhary
5. Shri Ashok Kumar Rawat
6. Col. Rajyavardhan Singh Rathore
7. Shri Nihal Chand Chauhan
8. Shri Rajiv Pratap Rudy
9. Shri Jugal Kishore Sharma
10. Shri Kamlesh Paswan
11. Dr. K.C. Patel
12. Shri Francisco Cosme Sardinha

#### **SECRETARIAT**

1. Smt. Anita B. Panda - Additional Secretary
2. Smt. Geeta Parmar - Additional Director

#### **REPRESENTATIVES OF THE MINISTRY OF RURAL DEVELOPMENT**

1. Shri Nagendra Nath Sinha - Secretary
2. Shri Parveen Mahto - CEA
3. Ms.Kalyani Mishra - Economic Advisor

2. At the outset, the Chairperson welcomed the Secretary and other officials of Ministry of Rural Development to the sitting of the committee convened to take oral evidence of the Ministry on the subject 'Review of Role and Performance of District Development Coordination and Monitoring Mechanism(DISHA) in various Schemes' Their attention was also drawn to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' about the confidentiality of the proceedings of the Committee.

3. Thereafter, Secretary, Ministry of Rural Development made a power point presentation highlighting the objectives of DISHA, how DISHA would monitor the implementation of various schemes upto village level, composition of DISHA at district level, criteria for selection of Chairperson, powers entrusted to DISHA committee like implementing key central sector programmes/schemes as per prescribed guidelines and promote synergy and convergence for greater impact, reviewing flow of funds from from Centre and State, also initiatives taken to strengthen DISHA Monitoring System such as State Level DISHA Committees , Deployment of State of Art DISHA Dashboard , Meeting Management Software , Social Media Platform for fast Communication etc.

4. The Chairperson and Members of the Committee raised several queries on the issues relating to feasibility of bringing legislation to give statutory status to DISHA Committees, whether DISHA would come under office of profit, frequent elections affecting the functioning the DISHA meetings, provision of Staff for DISHA committee, steps to be taken to make State Level DISHA committees more effective, reasons for less DISHA meetings being held, probability of adding more Schemes under DISHA, participation of State Governments Officers in meetings, preparation of Annual Report on DISHA meetings, their attendance details, matters raised, resolved, etc.

5. The representatives of the Ministry responded to the queries raised by the Members. The Chairperson thanked the representatives of the Ministry and asked them to furnish written replies, on the points, for which information was not readily available, within two weeks.

6. The witness, then, withdrew.

7. A verbatim record of the proceedings has been kept.

**The Committee then adjourned.**

**MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE ON  
ESTIMATES (2022-2023)**

The Committee sat on Wednesday, the 14<sup>th</sup> December, 2022 from 1500 hrs. to 1600 hrs. in Room No. '52-B', First Floor, Parliament House, New Delhi.

**PRESENT**

**Shri Nihal Chand Chauhan - Convener**

**Members**

2. Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri Sudarshan Bhagat
5. Shri P.P. Chaudhary
6. Dr. Sanjay Jaiswal
7. Shri Mohanbhai Kalyanji Kundariya
8. Shri K. Muraleedharan
9. Shri Kamlesh Paswan
10. Shri Ashok Kumar Rawat
11. Shri Magunta Srinivasulu Reddy
12. Shri Rajiv Pratap Rudy
13. Shri Prathap Simha
14. Shri Parvesh Sahib Singh
15. Shri Sunil Dattatray Tatkare
16. Shri Shyam Singh Yadav
17. Shri Dilip Saikia

**SECRETARIAT**

1. Smt. Anita. B. Panda - Additional Secretary
2. Shri Muraleedharan. P - Director

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. The Committee then took up for consideration and adoption of the following three draft Reports:

- (i) Xxx xxx
- (ii) Review of role and performance of DISHA Committee in various schemes.
- (iii) Xxx xxx

3. Some Members gave their suggestions on the Draft 19<sup>th</sup> Report on Review of role and performance of DISHA Committee in various schemes. The Committee after due deliberations adopted the draft Reports. The Committee, then, authorised the Chairperson to finalize the draft Reports on the basis of factual verification received from the concerned Ministries and present the same to Lok Sabha.

***The Committee, then, adjourned.***