

## MINISTRY OF RURAL DEVELOPMENT

Review of role and performance of DISHA Committee in various Schemes

[Action taken by the Government on the recommendations contained in the 19<sup>th</sup> Report (Seventeenth Lok Sabha) of the Committee on Estimates]

### COMMITTEE ON ESTIMATES

(2023-24)

THIRTIETH REPORT

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(SEVENTEENTH LOK SABHA)



LOK SABHA SECRETARIAT  
NEW DELHI

**THIRTIETH REPORT  
COMMITTEE ON ESTIMATES  
(2023-24)  
(SEVENTEENTH LOK SABHA)**

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

**[Action taken by the Government on the recommendations contained in the 19<sup>th</sup>  
Report (Seventeenth Lok Sabha) of the Committee on Estimates]  
(Presented to Lok Sabha on \_\_\_\_\_)**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**.....August 2023/.....Sravana 1945 (Saka)**

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## **COMPOSITION OF THE COMMITTEE ON ESTIMATES (2023-2024)**

### **Dr. Sanjay Jaiswal – Chairperson**

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

\* Elected as Member of the Committee vide Bulletin Part II Para No. 7096 dated 28<sup>th</sup> July, 2023.

## Secretariat

- |    |                        |                             |
|----|------------------------|-----------------------------|
| 1. | Smt. Anita Bhatt Panda | Additional Secretary        |
| 2. | Shri. Muraleedharan. P | Director                    |
| 3. | Smt. Anju Kukreja      | Deputy Secretary            |
| 4. | Shri. Srikanth Singh R | Assistant Committee Officer |

## **INTRODUCTION**

I, the Chairperson of the Committee on Estimates (2023-24) having been authorized by the Committee to present the Report on their behalf, do present this Thirtieth Report on action taken by the Government on the recommendations contained in the 19<sup>th</sup> Report of the Committee (2022-23) on the subject 'Review of role and performance of DISHA Committee in various Schemes.'

2. The 19<sup>th</sup> Report of the Committee on Estimates (2022-23) was presented to Lok Sabha on 20<sup>th</sup> December, 2022. The Government furnished their replies indicating action taken on the recommendations contained in the 19<sup>th</sup> Report on 19 June, 2023. The draft Report was considered and approved on 7 August, 2023 by the Committee.

3. An analysis of action taken by the Government on the recommendations contained in the 19<sup>th</sup> Report of the Committee on Estimates is given in Appendix-II.

**NEW DELHI;**  
**7 August, 2023**  
**16 Sravana, 1945 (Saka)**

**DR. SANJAY JAISWAL**  
**CHAIRPERSON**  
**COMMITTEE ON ESTIMATES**

## CHAPTER - I

### REPORT

This Report of the Committee on Estimates deals with the action taken by the Government on the Observations/Recommendations of the Committee contained in the Nineteenth Report\_(Seventeenth Lok Sabha) on the subject 'Review Of The Role And Performance Of DISHA Committee In Various Schemes' pertaining to the Ministry of Rural Development.

2. The Nineteenth Report was presented to Lok Sabha on 20.12.2022. It contained 21 Observations/Recommendations. Action Taken Replies of the Government in respect to all the Observations/Recommendations have been received from the Ministry of Rural Development and these are broadly categorized as under:-

3.

(i) Observations/Recommendations which have been accepted by the Government:

Recommendation. Para No. 1,2,6,7,8,9,10,11,12,13,14,16,18,19 and 20

**Total 15  
(Chapter-II)**

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of Government's reply:

Recommendation. Para No. 3,4,15,17

**Total:  
04  
(Chapter-III)**

(iii) Observations/Recommendations in respect of which Government's replies have not been accepted by the Committee:

Recommendation. Nos. 5 and 21

**Total-02  
(Chapter-IV)**

(iv) Observations/Recommendations in respect of which final reply of Government is still awaited:

Recommendation. No. NIL

**Total: 00  
(Chapter-V)**

4. The Committee will now deal with the Observations/Recommendations which require reiteration or merit further comments.

**(Recommendations Para No. 5)**

5. In their recommendation contained in the original 19<sup>th</sup> Report, the Committee had stated as under:

‘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 17th 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 underperformance of DISHA and consider bringing legislation for empowering DISHA.’

6. The Ministry of Rural Development in their Action Taken Note furnished to the Committee, stated as follows:



'Ministry of Rural Development is actively pursuing on daily basis with the State Governments and the District administrations to convene meetings as per the Guidelines. Recently, letters have been written from Secretary (RD) to the Chief Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees where they have not yet been constituted and also to increase the frequency of DISHA meetings at both State and District levels. Also letters to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, have been written by Hon'ble Minister of Rural Development on 16.11.2022 and 15.02.2023 to hold District level DISHA meetings. In April 2023, Ministry has also written to States to issue advisory to schedule DISHA meeting on non-sitting day of Parliament so that Hon'ble MPs can attend the Parliament during Session. Recently, Ministry also modified the Guidelines for increasing the participation of public representative in DISHA Committees. Also, vide letter dated 8th February, 2023, Hon'ble Minister of Rural Development has nominated Chairpersons in District level DISHA Committees in 53 newly formed districts.

In addition, 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, which is highest number of meeting in 2022-23 (i.e. 1095 DISHA meetings in districts) since 2016.

As per DISHA Guidelines, DISHA Committees are mandated to monitor non-statutory Schemes of the Govt. of India. Hence, ipso facto it can not 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 DISHA Committee should therefore, be consistent with constitutional division of powers among Centre, State and Local Government. This Department took up the matter of granting statutory status of DISHA with Department of Legal Affairs (DoLA) in Sept, 2021. DoLA vide its Note dated 14.07.2022 has agreed to the above response of this Department.'

7. The Committee are glad to note that the Ministry of Rural Development is actively pursuing, on daily basis, with the State Governments and the District administrations to convene meetings as per the Guidelines and letters were written by Secretary (RD) to the Chief Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees, where they have not yet been constituted and also to increase the frequency of DISHA meetings at both State and District levels. Also letters to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, have been written by Hon'ble Minister of Rural Development on 16.11.2022 and 15.02.2023 to hold District level DISHA meetings. The Committee have been further informed that, in April 2023, Ministry has also written to States to issue advisory to schedule DISHA meetings on non-sitting day of Parliament so that Hon'ble MPs can attend the Parliament during session. Ministry has also statedly modified the Guidelines for increasing the participation of public representative in DISHA Committees. Also, vide letter dated 8th February, 2023, Hon'ble Minister of Rural Development has nominated Chairpersons in District level DISHA Committees in 53 newly formed districts. While appreciating the aforesaid measures taken to ensure regular DISHA meetings at State/District levels, the Committee feel that the desired result will be seen once the instructions are complied with, in letter and spirit. The Committee would like to emphasize that stringent measures are required to be taken to fix responsibility against the officials concerned, if they don't abide by those instructions issued by the Ministry and hence they also desire to know as to whether the Annual Performance Reports of the officials are being reflected with any lapse on their part on this account, as was agreed to earlier.

**(Recommendations Para No. 13)**

8. In their recommendation contained in the original 19<sup>th</sup> Report, the Committee had stated as under:

'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.'

9. The Ministry of Rural Development in their Action Taken Note furnished to the Committee, stated as follows:

'There is provision under para 3(xiv) in State DISHA Guidelines to nominate one representative (area officer) for the respective State/UTs of the Ministry of Rural Development and this Ministry has nominated area officers for the purpose.'

**10. The Committee are informed that State DISHA Guidelines have a provision for nomination of one representative (area officer) of the Ministry of Rural Development for each State/UTs and the same has been nominated for all States/UTs. The Ministry, in their reply, is silent on the Observation of the Committee about evolving a mechanism in the DISHA Monitoring Cell, at the Centre level, for ensuring that action is taken on the recommendations of DISHA and have merely stated that they have nominated area officers, who are State Government officers. The Ministry need to, at least, have a continuous link established to interact with the area officers since past experience points towards State Government officers' laxity on the matter. Hence, the Committee reiterate their earlier recommendation and suggest that Ministry of Rural Development should entrust the monitoring task to an officer in their DISHA Project Management Unit at Delhi to follow-up with the area officers on action taken on the recommendations of DISHA regularly and upload the same on the website of the Ministry.**

**(Recommendations Para No. 21)**

11. In their recommendation contained in the original 19<sup>th</sup> Report, the Committee had stated as under:

‘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 action as per DISHA Guidelines. While considering lack of required human resources as one of the factors 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.’

12. The Ministry of Rural Development in their Action Taken Note furnished to the Committee, stated as follows:

‘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 have been designated as State Nodal Officer for DISHA related matters (vide this Ministry’s letter dated 21.10.2019). Further, on the basis of feedback from the Hon’ble Members of Parliament during Orientation Programme held on 3rd December 2019, DISHA Monitoring Cell at National Level had been formed on 27th January 2021 to ensure effective, time-bound and result-oriented work of the DISHA Committees. 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 State Monitoring Cell is yet to be formed and the Ministry is contemplating the possibility of extending some budgetary support to States to create its own monitoring arrangement based on their need.’

**13. The Committee had felt the need for separate nodal officer/designated staff of the level of Block Development Officer as a project Director and also technically/professionally sound supporting staff for the office of DISHA at State Government level. The Ministry, in the Action Taken reply, have stated that to address the issue, since the State Monitoring Cell is yet to be formed, they are contemplating the possibility of extending some budgetary support to States to create their own monitoring arrangement. The Committee appreciate that the Ministry is finally trying to handhold the States to strengthen their mechanism and desire that they should sincerely take up the matter on a priority basis and finalize such an arrangement without further delay.**

## **Chapter – II**

### **Observations/Recommendations which have been accepted by the Government**

#### **Observations/Recommendations(Para No 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 meeting 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.

### **Reply of the Government**

DISHA Committees are mandated to monitor implementation of the programmes (both physical as well as financial aspects) in accordance with prescribed procedure and Guidelines and promote synergy and convergence for greater impact. These meetings not only help to effectively monitor development programmes but can also serve as feedback loop for suitable corrections at the policy planning level taking valuable inputs from all stakeholders.

Ministry of Rural Development is actively pursuing on daily basis with the State Governments and the District administrations to convene meetings as per the Guidelines. Recently, letters have been written from Secretary (RD) to the Chief Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees where they have not yet been constituted and also to increase the frequency of DISHA meetings at both State and District levels. Also letters dated 16.11.2022 and 15.02.2023 have been written by Hon'ble Minister of Rural Development to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, to hold District level DISHA meetings. In April 2023, Ministry has also written letters to States/UTs to issue advisory to schedule DISHA meeting on non-sitting day of Parliament so that Hon'ble MPs could attend the Parliament even during session. Recently, Ministry has also modified the Guidelines to increase the participation of public representatives in DISHA Committees at both State Level and District Level.

In addition to these steps, 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 been improved, which is

highest number of meeting in 2022-23 (i.e. 1095 DISHA meetings in districts) since 2016.

### **Observations/Recommendations(Para No 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 on boarded 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.

### **Reply of the Government**

The Ministry had targeted to on-board 75 Schemes on DISHA Dashboard by 15th August 2022. Against this, as on 14<sup>th</sup> June 2023 77 Schemes have been on-boarded. Few more Schemes are in pipeline of integration such as National Clean Air Programme (NCAP), Ayushman Bharat - Health and Wellness Centre (AB HWC), Namami Gange, Nasha Mukh Abhiyan, PM SvaNidhi, Pradhan Mantri Matsya Sampada Yojana (PMMSY), etc.

### **Observations/Recommendations(Para No 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 27th 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.

### **Reply of the Government**

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 have been designated 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 3rd December 2019, DISHA Monitoring Cell at National Level had been formed on 27th January 2021 to ensure effective, time-bound and result-oriented work of the DISHA Committees. 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 State Monitoring Cell is yet to be formed and the Ministry is contemplating the possibility of extending some budgetary support to States to create its own monitoring arrangement based on their need.

### **Observations/Recommendations(Para No 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 Department at District level. The Ministry though its letter dated 3rd 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 real time. 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.

### **Reply of the Government**

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. Ministry of Rural Development through several communications has requested the Chief Secretaries of States to ensure full attendance of all heads of departments at the district level in the DISHA meetings. Along with these, 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/UTs 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. 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 Zila Parishad after every quarter where DISHA meeting or uploading of minutes is pending.

### **Observations/Recommendations(Para No 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 Member 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.

### **Reply of the Government**

This require in depth analysis of the profiles of MPs while nominating MPs to State Level DISHA Committees. As the 17<sup>th</sup> Lok Sabha is ending in 2024, therefore after formation of 18<sup>th</sup> Lok Sabha, this recommendation may be considered on priority. After formation of 18<sup>th</sup> Lok Sabha, all MPs will be nominated a fresh to all State Level DISHA Committees.

### **Observations/Recommendations(Para No 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 percent 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.

### **Reply of the Government**

Ministry of Rural Development is actively pursuing on daily basis with the State Governments and the District administrations to convene meetings as per the Guidelines. Recently, letters have been written from Secretary (RD) to the Chief Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees where they have not yet been constituted and also to increase the

frequency of DISHA meetings at both State and District levels. Also letters to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, have been written by Hon'ble Minister of Rural Development on 16.11.2022 and 15.02.2023 to hold District level DISHA meetings. In April 2023, Ministry has also written to States to issue advisory to schedule DISHA meeting on non-sitting day of Parliament so that Hon'ble MPs can attend the Parliament during session. Recently, Ministry also modified the Guidelines for increase the participation of public representative in DISHA Committees. Also, vide letter dated 8th February, 2023, Hon'ble Minister of Rural Development has nominated Chairpersons in District level DISHA Committees in 53 newly formed districts.

In addition, 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, which is highest number of meeting in 2022-23 (i.e. 1095 DISHA meetings in districts) since 2016.

#### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

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. Ministry of Rural Development through several communications has requested the Chief Secretaries of States to ensure full attendance of all heads of departments at the district level in the DISHA meetings. Along with these, 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/UTs 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. 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 Zila Parishad after every quarter where DISHA meeting or uploading of minutes is pending.

### **Observations/Recommendations(Para No 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 Rs 2 lakh per meeting, in case the meeting is spilled over to the second day in continuation.

### **Reply of the Government**

As per DISHA Guidelines, non-official members, other than MPs and Members of State Legislative Assembly, shall be entitled for reimbursement of expenditure on travel within the State for attending the meetings as applicable to Group A officers of the State. Similarly, Daily Allowances (DA) may be allowed to non-official members at the State Govt. DA rate applicable for Group A officers of the State.

There is a ceiling of Rs.2 lakh per meeting for District level DISHA Committee meetings and Rs.3 lakh per meeting for State level DISHA Committee meetings. It is seen that the bills received till date for reimbursement of expenses for holding district level meetings are not exceeding the existing financial ceiling, while no bills have so far been received from any State for reimbursement of expenses on holding State level meetings.

### **Observations/Recommendations(Para No 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 pre-requisites 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.

### **Reply of the Government**

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 have been designated as State Nodal Officer for DISHA related matters (vide this Ministry's letter dated 21.10.2019). Further, on the basis of feedback from the Hon'ble Members of Parliament during Orientation Programme held on 3rd December 2019, DISHA Monitoring Cell at National Level had been formed on 27th January 2021 to ensure effective, time-bound and result-oriented work of the DISHA Committees. 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



State Monitoring Cell is yet to be formed and the Ministry is contemplating the possibility of extending some budgetary support to States to create its own monitoring arrangement based on their need.

### **Observations/Recommendations(Para No 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 not 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.

### **Reply of the Government**

There is provision under para 3(xiv) in State DISHA Guidelines to nominate one representative (area officer) for the respective State/UTs of the Ministry of Rural Development and this Ministry has nominated area officers for the purpose.

### **Comments of the Committee**

**(Please see Para no.10 of Chapter I)**

### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

The terms of reference of State and District DISHA Committee are given in para 4 of Guidelines. However, State DISHA Committee may refer any matter pertaining to the programmes monitored under DISHA, if felt necessary, to Ministry of Rural Development which in turn coordinate with the concerned ministry for appropriate action and inform the concerned DISHA Committee accordingly.

The District DISHA Committee 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.

### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

Ministry will plan accordingly to conduct orientation programmes.

### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

Ministry of Rural Development is actively pursuing on daily basis with the State Governments and the District administrations to convene meetings as per the Guidelines. Recently, letters have been written from Secretary (RD) to the Chief Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees where they have not yet been constituted and also to increase the frequency of DISHA meetings at both State and District levels. Also letters dated 16.11.2022 and 15.02.2023 have been written by Hon'ble Minister of Rural Development to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, to hold District level DISHA meetings. In April 2023, Ministry has also

written letters to States/UTs to issue advisory to schedule DISHA meeting on non-sitting day of Parliament so that Hon'ble MPs could attend the Parliament even during session. Recently, Ministry has also modified the Guidelines to increase the participation of public representatives in DISHA Committees at both State Level and District Level.

In addition to these steps, 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 been improved, which is highest number of meeting in 2022-23 (i.e. 1095 DISHA meetings in districts) since 2016.

### **Observations/Recommendations(Para No 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.

## **Reply of the Government**

The Ministry has sought the advice on applicability of Model Code of Conduct in respect of DISHA meetings to Chief Election Commissioner of India and State Election Commissioners of all States/UTs vide DO letters dated 19.10.2022 and 20.10.2022. In response, the Election Commission of India has not given any clear view/comments on conduction of DISHA meetings during the enforcement of MCC. Instead the ECI has provided the extract of MCC, which does not give clear view over holding of meetings. Some State Election Commissions like Haryana, Karnataka, Kerala, Mizoram, Rajasthan, Sikkim, Puducherry etc have responded that there is no objection to conduct DISHA Committee meetings during elections unless Model code Guidelines are not violated during the meeting as it includes elected representatives.

### **Observations/Recommendations(Para No 20)**

The Committee recognize 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 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 State 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.

## **Reply of the Government**

Ministry is planning Public launch of the DISHA DASHBOARD for public soon. The information relating to DISHA meeting schedule, agenda, venue etc. will be readily available to general public on DISHA DASHBOARD.

## CHAPTER III

### **Observations/Recommendations which the Committee do not desire to pursue in view of Government's replies**

#### **Observations/Recommendations(Para No 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.

#### **Reply of the Government**

DISHA covers all non-statutory Scheme of Government of India that are administered in general. However, the functions of Schemes that have specifically assigned under a statute cannot be assigned to any other Committee for monitoring. In such cases, the extant statutory provision will prevail.

#### **Observations/Recommendations(Para No 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 numbers 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 form 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 Cooperative federalism. The suitable provisions in the law so enacted may take care of the irregularities in holding DISHA meetings.

### **Reply of the Government**

As per DISHA Guidelines, DISHA Committees are mandated to monitor non-statutory Schemes of the Govt. of India. Hence, *ipso facto* it can not 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 DISHA Committee should therefore, be consistent with constitutional division of powers among Centre, State and Local Government. This Department took up the matter of granting statutory status of DISHA with Department of Legal Affairs (DoLA) in Sept, 2021. DoLA vide its Note dated 14.07.2022 has agreed to the above response of this Department.

### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

The terms of reference of State and District DISHA Committee are given in para 4 of Guidelines. The Committee also looks into complaints/alleged irregularities 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 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.



### **Observations/Recommendations(Para No 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.

### **Reply of the Government**

The terms of reference of State and district DISHA Committee are given in para 4 of Guidelines. However, State DISHA Committee may refer any matter pertaining to the programmes monitored under DISHA, if felt necessary, to Ministry of Rural Development which in turn coordinate with the concerned ministry for appropriate action and inform the concerned DISHA Committee accordingly.

The District Committee has 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.

## **CHAPTER IV**

### **OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Observations/Recommendations(Para No 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 17th 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 underperformance of DISHA and consider bringing legislation for empowering DISHA.

#### **Reply of the Government**

Ministry of Rural Development is actively pursuing on daily basis with the State Governments and the District administrations to convene meetings as per the Guidelines. Recently, letters have been written from Secretary (RD) to the Chief

Secretaries of the States on 31.08.2022 and 07.12.2022 to constitute State level DISHA Committees where they have not yet been constituted and also to increase the frequency of DISHA meetings at both State and District levels. Also letters to the Hon'ble MPs, who have not conducted any meeting during 2021-22 and 2022-23, have been written by Hon'ble Minister of Rural Development on 16.11.2022 and 15.02.2023 to hold District level DISHA meetings. In April 2023, Ministry has also written to States to issue advisory to schedule DISHA meeting on non-sitting day of Parliament so that Hon'ble MPs can attend the Parliament during session. Recently, Ministry also modified the Guidelines for increase the participation of public representative in DISHA Committees. Also, vide letter dated 8th February, 2023, Hon'ble Minister of Rural Development has nominated Chairpersons in District level DISHA Committees in 53 newly formed districts.

In addition, 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, which is highest number of meeting in 2022-23 (i.e. 1095 DISHA meetings in districts) since 2016.

As per DISHA Guidelines, DISHA Committees are mandated to monitor non-statutory Schemes of the Govt. of India. Hence, *ipso facto* it cannot 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 DISHA Committee should therefore, be consistent with constitutional division of powers among Centre, State and local government. This Department took up the matter of granting statutory status of DISHA with Department of Legal Affairs (DoLA) in Sept, 2021. DoLA vide its Note dated 14.07.2022 has agreed to the above response of this Department.

### **Comments of the Committee**

**(Please see Para no.07 of Chapter I)**

### **Observations/Recommendations(Para No 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 action as per DISHA Guidelines. While considering lack or required human resources as one of the factors 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.

### **Reply of the Government**

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 have been designated as State Nodal Officer for DISHA related matters (vide this Ministry's letter dated 21.10.2019). Further, on the basis of feedback from the Hon'ble Members of Parliament during Orientation Programme held on 3rd December 2019, DISHA Monitoring Cell at National Level had been formed on 27th January 2021 to ensure effective, time-bound and result-oriented work of the DISHA Committees. 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 State Monitoring Cell is yet to be formed and the Ministry is contemplating the possibility of extending some budgetary support to States to create its own monitoring arrangement based on their need.

### **Comments of the Committee**

**(Please see Para no.13 of Chapter I)**

## **CHAPTER V**

**Observations/ Recommendations in respect of which final replies of Government  
are still awaited**

**NIL**

**NEW DELHI;  
07 August, 2023  
16 Sravana, 1945 (Saka)**

**DR. SANJAY JAISWAL  
CHAIRPERSON  
COMMITTEE ON ESTIMATES**

**MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE ON ESTIMATES  
(2023-2024)**

The Committee sat on Monday, the 7<sup>th</sup> August, 2023 from 1500 hrs. to 1530 hrs in Room No. '52-B', First Floor, Parliament House, New Delhi.

**PRESENT**

Dr. Sanjay Jaiswal – Chairperson

**MEMBERS**

2. Kunwar Danish Ali
3. Shri Sudarshan Bhagat
4. Shri P. P. Chaudhary
5. Shri Dilip Saikia
6. Shri Dharmendra Kumar Kashyap
7. Shri Mohanbhai Kalyanji Kundariya
8. Shri K. Muraleedharan
9. Shri Kamlesh Paswan
10. Dr. K.C. Patel
11. Shri Ashok Kumar Rawat
12. Shri Jual Oram
13. Shri Jugal Kishore Sharma
14. Shri Pratap Simha
15. Shri Parvesh Sahib Singh
16. Smt Sangeeta Kumari Singh Deo
17. Shri R.K.Singh Patel

**SECRETARIAT**

1. Smt. Anita Bhatt 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

(ii) XXX

(iii) Action Taken Report on the Observations/Recommendations of the Committee contained in their 19<sup>th</sup> Report(17<sup>th</sup> Lok Sabha) on the subject on the subject 'Review of role and performance of DISHA Committee in various Schemes'.

3. The Committee after due deliberations adopted the draft Reports. The Committee, then, authorised the Chairperson to finalize the draft Reports and present the same to Lok Sabha.

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

## APPENDIX II

### Analysis of Action taken by the Government on the recommendations contained in the 19<sup>th</sup> Report of the Committee on Estimates (Seventeenth Lok Sabha)

(i)	Total number of recommendations/observations	21
(ii)	Recommendations/Observations which have been accepted by the Government: (Sl. NO. 1,2,6,7,8,9,10,11,12,13,14,16,18,19 and 20)	15
	Percentage of total recommendations	71.43%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of Government's reply: (Sl. NO. 3, 4,15, 17)	4
	Percentage of total recommendations	19.05%
(iv)	Observations/Recommendations in respect of which Government's replies have not been accepted by the Committee: (Sl. NO. 5 and 21)	2
	Percentage of total recommendations	09.52%
(v)	Observations/Recommendations in respect of which final reply of Government is still awaited: Nil	Nil
	Percentage of total recommendations	0%