

# STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2024-25)

14

EIGHTEENTH LOK SABHA

MINISTRY OF PANCHAYATI RAJ

*[Action taken on the recommendations contained in the Seventh Report (Eighteenth Lok Sabha)  
on 'Demands for Grants (2025-26) of the Ministry of Panchayati Raj']*

FOURTEENTH REPORT



LOK SABHA SECRETARIAT  
NEW DELHI

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*Presented to Lok Sabha on 28.07.2025*

*Laid in Rajya Sabha on 28.07.2025*



LOK SABHA SECRETARIAT  
NEW DELHI

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\* Not attached.

**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI  
RAJ (2024-2025)**

**Shri Saptagiri Sankar Ulaka --      *Chairperson***

***Lok Sabha Members***

2. Shri Sandipanrao Asaram Bhumare
3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
7. Shri Bhajan Lal Jatav
8. Dr. Mohammad Jawed
9. Shri Jugal Kishore
10. Dr. D. Ravi Kumar
11. Shri Naba Charan Majhi
12. Shri Imran Masood
13. Shri Janardan Mishra
14. Shri Kota Srinivasa Poojary
15. Shri K. Radhakrishnan
16. Shri Ramashankar Rajbhar
17. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
18. Shri Parshottambhai Rupala
19. Shri Devendra Singh *alias* Bhole Singh
20. Shri Ganesh Singh
21. Shri Vivek Thakur

***Rajya Sabha Members***

22. Smt. Geeta *alias* Chandraprabha
23. Shri H. D. Devegowda
24. Shri Samirul Islam
25. Shri Iranna Kadadi
26. Shri Nagendra Ray
27. Shri Anthiyur P. Selvarasu
28. Shri Sant Balbir Singh
29. ---Vacant---
30. ---Vacant---
31. ---Vacant---

***Secretariat***

- |                      |   |                      |
|----------------------|---|----------------------|
| 1. Shri D.R. Shekhar | - | Additional Secretary |
| 2. Shri V.K. Shailon | - | Director             |
| 3. Smt Rashmi Roy    | - | Deputy Secretary     |
| 4. Shri Sushil Kumar | - | Executive Officer    |

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2024-2025) having been authorised by the Committee to present the Report on their behalf, present the 14th Report on the action taken by the Government on the recommendations contained in the Seventh Report (18th Lok Sabha) of the Standing Committee on Rural Development & Panchayati Raj on 'Demands for Grants (2025-26) of the Ministry of Panchayati Raj'.

2. The Seventh Report was presented to the Lok Sabha on 12.03.2025 and was laid on the Table of Rajya Sabha on 12.03.2025. Replies of the Government to all the recommendations contained in the Report were received on 11.06.2025.

3. The Report was considered and adopted by the Committee at their sitting held on 24.07.2025.

4. An analysis of the action taken by the Government on the recommendations contained in the Seventh Report (18th Lok Sabha) of the Committee is given in **Appendix-II**.

NEW DELHI  
25 July, 2025  
3 Shraavana, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA  
Chairperson  
Standing Committee on Rural Development & Panchayati Raj

# CHAPTER I

## REPORT

This Report of the Standing Committee on Rural Development and Panchayati Raj (2024-25) deals with the action taken by the Government on the Observations/ Recommendations contained in their Seventh Report (Eighteenth Lok Sabha) on 'Demands for Grants' (2025-26) pertaining to Ministry of Panchayati Raj'.

1.2 The Seventh Report was presented to Lok Sabha on 12<sup>th</sup> March 2025 and was laid on the Table of Rajya Sabha on 12<sup>th</sup> March 2025. The Report contained 11 Observations/ Recommendations.

1.3 Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Government. These have been examined and categorized as follows:

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

Serial Nos. 1, 6, 7, 9 & 11

Total: 05

Chapter II

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government: NIL

Total: NIL

Chapter III

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

Serial Nos. 2, 3, 4, 5, 8 & 10

Total: 06

Chapter IV

(iv) Observations/Recommendations in respect of which final replies of the Government are still awaited: NIL

Total: NIL

Chapter V

**1.4 The Committee trust that utmost importance will be given to the implementation of the recommendations accepted by the Government. In case where it is not possible for any reasons to implement the recommendations in letter and spirit, the matter shall be reported to the Committee with reasons for non-implementation. The Committee desire that Final Action Taken Notes on the Observations/ Recommendations contained in Chapter I of this Report may be furnished to the Committee within three months of the presentation of this Report.**

**1.5 The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.**

### **Recommendation (Serial No. 2)**

#### **Effective Implementation and Monitoring of PESA ACT, 1996**

**1.6 In respect of Effective Implementation and Monitoring of PESA Act, 1996, the Committee had recommended as under**

“The Panchayat Extension to the Scheduled Area (PESA) Act, 1996 was enacted to empower tribal communities. However, the Committee observed that despite the efforts of the Ministry the PESA Act, 1996 has not been implemented effectively in the country. The Ministry has taken various steps like developing and launching seven training manuals on key PESA subjects and conducted seven training sessions for State Level Master Trainers (SLMTs) across the country. To institutionalize the efforts to implement multi-pronged strategy to realize the objective of PESA, the Ministry has also decided to form Center of Excellence (CoE) in Central Universities. In this regard it has been informed to the Committee that the Ministry has approved the establishment of CoE for PESA in Indira Gandhi National Tribal University, Amarkantak, Madhya Pradesh. The Committee note these efforts made by the Ministry for the implementation of PESA in the Fifth Schedule Areas (FSA). The Committee feel that we are still a long way from achieving the objectives of the Act despite its enactment nearly two decades ago. There is still lack of public awareness about the provisions of the PESA Act, 1996 and sensitization of tribal communities about their rights. To address these issues the Committee are of the view that the Ministry should give more focus on action-oriented capacity building, organize more workshops and conferences and urge the concerned States to conduct training at the district level to train Gram Panchayat Pradhan and Secretaries on the important subject Laws/functions/powers endowed to Gram Sabha. Besides this a robust monitoring framework should be established to ensure that State Governments implement the PESA provisions in letter and spirit to empower the tribal communities with their rights and to preserve their culture heritage.”

**1.7 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:**

“Panchayat”, being “Local Government”, is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the



Constitution. Accordingly, all matters relating to Panchayats fall within the purview of State Government.

However, Ministry of Panchayati Raj has taken continuous steps for the effective implementation of the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). The important steps taken by Ministry for monitoring and implementation of PESA Act are as under:

**Implementation status of PESA in the States:**

1. Nine PESA states, except Rajasthan, have incorporated the provisions of PESA 1996 in their respective State Panchayati Raj Acts. The tenth State, Rajasthan, has notified "The Rajasthan Panchayat Raj (Modification of Provisions in their Application to the Scheduled Areas) Act 1999."

At present, eight PESA states namely Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Rajasthan and Telangana have framed their PESA Rules and two states namely Orissa and Jharkhand have framed their draft PESA Rules. Ministry of Panchayati Raj has been regularly following up with these two States to finalize their PESA Rules.

2. The Ministry is continuously requesting all PESA States to ensure compliance of 'key subject laws' with PESA Act. In this regard, the Ministry has also requested all PESA States to furnish the updated status in respect of each of the 'PESA key subject laws' to the Ministry.

3. The Ministry has also established PESA Cell in order to adequately address issues to oversee training, implementation of PESA, PESA dashboard management and policy aspects relating to PESA and Article 243 of the Constitution etc.

4. The Ministry has upgraded Planning Module of eGramSwaraj portal for integration of (Gram Panchayat Development Plans) GPDPs of Panchayats falling under PESA Areas. This is to ensure inclusion of developmental needs of all villages/hamlets falling within the Gram Panchayat in PESA areas. The village/hamlet wise plans, duly approved respectively by their Gram Sabhas, can be aggregated into integrated GPDP and thereby reflecting developmental plans of all hamlets/Village in a particular GP.

Besides the 9 themes of Localized Sustainable Development Goals (LSDGs) into which planning process takes place, the subject wise additional activities specific to PESA such as Strengthening of PESA Gram Sabha, Customary Dispute Resolution, Prevention of Land Alienation, Enforcement of Prohibition and Intoxicant, Sale Management of Minor Forest Produce, Minor Minerals and Control over Money Lending, will also be part of GPDP for PESA area Gram Panchayats.

The important issue in hamlet/village wise planning will be the hamlet/village wise resource allocation in PESA GPs, which will comprise of funds received under Central Finance Commission, State Finance Commission grants, resource envelope under Centrally Sponsored Schemes and State schemes entrusted to Panchayats, voluntary contributions, income of Gram Sabha from management of Minor Forest Produce (MFPs) and village markets, tribal sub-plan, own Source of revenue, etc. The availability of financial resources are to be computed for each village/ hamlet wise Gram Sabha and further calibrated for the PESA gram panchayat.

## **5. Other recent Initiatives of MoPR:**

### **(i) Regional Conferences on PESA**

This Ministry has organised two Regional Conferences on PESA on 11th and 12th January, 2024 at Pune, Maharashtra and on 4th and 5th March 2024 at Ranchi, Jharkhand with a view to assess the progress made by the States in implementing the PESA Act and to develop a common vision on its impact at the grassroots level. It has emerged from these two recent Regional Conferences that a training manual on each key PESA Subject is pre-requisite to implement PESA Act in letter and spirit. In response to the identified need for action-oriented capacity building, the Ministry did constitute seven Committees of Officers to focus on key PESA subjects. Further, the Ministry has prepared, in collaboration of PESA States & Civil Society Organisations, seven training manuals on key PESA subjects - Strengthening of Gram Sabha; Minor Forest Produce; Minor Minerals; Customary Mode of Dispute Resolution; Control over Money Lending; Enforcement of Prohibition & Regulating/Restricting the Sales & Consumption of Intoxicants; and Prevention of Alienation of Land.

### **(ii) National Conference on PESA**

The Ministry of Panchayati Raj has organized a 'National Conference on PESA Act' on 26th September, 2024 at New Delhi which saw the active participation of Minister of State for Ministry of Tribal Affairs, Ministers of Departments of Panchayat and Rural Development for Madhya Pradesh, Telangana, and Himachal Pradesh along with several Non Government Organisations, 35 Elected Representatives from each of ten PESA States across the three tiers, officers from the concerned line departments implementing PESA at the ground level, in addition to the senior and ground-level officials of the State Panchayati Raj Departments from ten PESA States.

In this conference, the Ministry has launched seven training manuals on key PESA subjects and PESA-GPDP Portal to develop PESA village development plan. PESA-GPDP portal enables hamlet/village wise resource allocation of Central Finance Commission, State Finance Commission, Centrally Sponsored Schemes, State Schemes and other funds in PESA GPs, which they can use to plan village wise activities.

Subject wise additional activities specific to PESA such as Strengthening of PESA Gram Sabha, Customary Dispute Resolution, Prevention of Land Alienation, Enforcement of Prohibition and Intoxicant, Sale Management of Minor Forest Produce, Minor Minerals and Control over Money Lending, are also part of GPDP for PESA area Gram Panchayats. GPs have begun planning their GPDP at village level for financial year 2025-26 in accordance with this after the national workshop.

### **(iii) Trainings of State Level Master Trainers on seven training manuals on key PESA subjects:**

The Ministry, in collaboration with the State Governments, has conducted seven trainings of State Level Master Trainers on each training manual on key PESA Subjects. The details of trainings are as under:

S. No	Anchor State	Date	PESA training/ Manual
1.	Maharashtra	22-23 August 2024	Strengthening of PESA Gram Sabha
2.	Andhra Pradesh	29-30 August 2024	Minor Forest Produce
3.	Chhattisgarh	2-3 September, 2024	Minor Minerals
4.	Telangana	18-19 September, 2024	Prevention of Alienation of land
5.	Madhya Pradesh	8-9 October, 2024	Control over Money Lending
6.	Himachal Pradesh	15 October 2024	Enforcement of Prohibition and Sales and Consumption of Intoxicant
7.	Odisha	22-23 October, 2024	Customary Mode of Dispute Resolution

#### **(iv) PESA Day celebration on 24th December 2024**

The Ministry had requested all ten PESA States to celebrate 24th December 2024 as PESA Day with the objective to enhance awareness about the PESA Act and build capacity of the stakeholders for better governance, with a special focus on empowering Gram Sabhas and improving the functioning of Gram Panchayats in Scheduled Areas.

The National Level event was Chaired by the Secretary, Panchayati Raj at Ranchi, where the local elected representatives from Schedule V areas, experts from Andhra Pradesh, Jharkhand, Maharashtra and Madhya Pradesh spent a day deliberating over the various facets of the Act and the actions needed to fill the gaps between the ideal and the real situations. Jharkhand pledged to promulgate its PESA rules within 1-2 months as the draft is already in circulation.

#### **(v) National PESA Writeshop held at YASHADA, Pune on 13 and 14 May 2025**

The Ministry has organized a two days write-shop on 13th & 14th May, 2025 at Yashwantrao Chavan Academy of Development Administration (YASHADA) Pune, Maharashtra. This event was hosted by Ministry of Panchayati Raj, Govt. of India and YASHADA along with the support of Transform Rural India (TRI). The two-day event brought together experts, PESA officials and the representatives in the domain of Panchayati Raj Institutions across Chhattisgarh, Madhya Pradesh, Gujarat, Orissa, Andhra Pradesh, Maharashtra, Jharkhand, Telangana and Rajasthan. The objectives of the write shop were:

**Opportunity for Collaboration and Knowledge Sharing:** To provide a platform for the States to come together and exchange best practices, enhancing mutual learning and collaboration.

**Recognizing State-Level Efforts and Innovations:** Acknowledging the efforts and practices implemented by the states and highlighting the practices which can be replicated in other states

**Developing a Comprehensive Resource Document:** Compile and create a reference booklet that consolidates valuable practices and insights from across the States for future use and

guidance. The documented best practices of PESA geographies then can be widely disseminated through various platforms including social media.

More than 30 best-practices from all 10 PESA states have been received by the Ministry which are being processed so as to publish them in the form of a booklet.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Further Observations/Comments of the Committee**

1.8 The Committee note the reply of the MoPR on the steps taken for the effective implementation of the provisions of Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). The Committee appreciate the efforts/step taken like holding conferences, trainings of State Level Master Trainers, preparing manuals, and including PESA in village development plans etc. However, the Committee is surprised to note that even after almost 30 years of passing the PESA Act, its implementation has not been completed yet. Many States still lack the necessary rules and important laws related to land, forests, and minerals which are not fully aligned with PESA. The Committee observe that the Ministry have not shared any data or results showing whether these activities have made any impact on the ground like, whether Gram Sabhas have become stronger and violations of land rights have been reduced. Therefore, the Committee reiterate their earlier recommendation that MoPR should not only focus on action-oriented capacity building, organising conferences and workshops etc. but should also resort to active and practical approach with clear goals and measurable results to achieve and also gather regular feedback from tribal communities so as to assess that PESA is properly implemented in all Fifth Schedule areas. Further, the Committee urge the Ministry to conduct training at district and village level and organise awareness programmes for tribal communities and setting up a system to monitor the progress.

### **Recommendation (Serial No. 3)**

#### **Non-Release of Funds to States under RGSA**

1.9 With regard to non-release of funds to States under RGSA, the Committee had recommended as under:

“Rashtriya Gram Swaraj Abhiyan (RGSA) is the flagship scheme of the Ministry. According to the Ministry, funds under RGSA are released to the States/UTs primarily for Capacity Building & Training of Elected Representatives, Functionaries and other Stakeholders of the Panchayats. Further, funds are also provided for other admissible activities relating to strengthening of Panchayats as approved under Annual Action Plan (AAP) of the States/UTs under the scheme. However, the Committee note that 14 out of 34 States/UTs have not received any funds under the scheme for the financial year 2024-25 (as on 31.12.2024). In this regard, the Ministry submitted that timely non-submission of Annual Action Plan by the States/UTs, requisite documents, Utilization Certificates, Audited Statements, non-compliance of instructions stipulated by the Ministry of Finance, inter alia, are the reasons for non-release of funds to these 14 States/UTs. The Committee feel that stopping funds in such a manner to many States will hamper the progress of implementation of this important scheme which aims to strengthen the PRIs. In this context, the Committee recommend that the Ministry should take all efficacious efforts for timely submission of requisite documents by the States/UTs and if necessary, the matters should be pursued at the highest level with the States/UTs so that funds are released to all the States/UTs on time and to ensure steady progress of the implementation of the schemes without paucity of funds.”

1.10 In respect of the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

“Under the Rashtriya Gram Swaraj Abhiyan, a Centrally Sponsored Scheme, the following multipronged roadmap has been adopted for proper utilization of allocated funds under the scheme and timely release of funds to the States/UTs:

- i. Provided checklist and handholding support to States for formulation of Annual Action Plan (AAPs).
- ii. During 2025-26, AAPs of 24 States/ UTs, so far, have been approved by the Central Empowered Committee (CEC) to ensure timely commencement of activities during current financial year.
- iii. Funds to 8 States/UTs have been released so far.
- iv. Regular interaction with States/UTs through VCs, telephonic calls and field visit are being carried out for monitoring the progress and expediting the approved activities. Necessary advice/clarifications as and when required are also issued.
- v. Region/State-specific VCs are also being undertaken on frequent interval.
- vi. Mandatory release of funds through PFMS till last level of Executing Agency.
- vii. Effectively taking up with the States for release of their matching share, liquidate unspent balances and submit the requisite documents viz. UCs etc. for release of funds to the maximum extent.

viii. Letters to the senior authorities of States/UTs, as and when required, including Chief Secretaries, to seek their intervention.

Through the above multipronged approach, it is expected that allocated funds will be fully utilized.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Further Observations/Comments of the Committee**

1.11 The Committee appreciate the several steps have been taken by the MoPR to ensure proper utilization and timely release of funds to States/UTs under the Rashtriya Gram Swaraj Abhiya (RGSA) like support to States/UTs for preparation of Annual Action Plans (AAPs), regular communication with States/UTs through video/phone calls, continuous follow-ups for releasing their share, clear unspent balances and submit Utilization Certificates for further fund release etc. The Committee note that similar steps were presented by the representative of MoPR before the Committee during the evidence. The Committee observe that despite taking all these steps, desired results are not being achieved at the ground level. Therefore, the Committee recommend that MoPR provide strengthen training and digital skills to local officials for better use of PFMS and other online tools and improve the quality of AAPs. To motivate the States/UTs, incentives/rewards should be provided for timely submission of requisite documents, matching share and liquidate unspent balances for release of funds to the maximum extent. Further, the Committee recommend that MoPR should form a special team in collaboration with the States/UTs to keep everything on track to avoid delays.

### **Recommendation (Serial No. 4)**

#### **Capacity Building and Shortage of Trained Manpower**

1.12 Regarding Capacity Building and Shortage of Trained Manpower, the Committee had recommended as under:

“The Revamped RGSA scheme focuses on strengthening Panchayats by building the capacity of Elected Representatives (ERs) and other stakeholders. Training uses modern technology, including IP-based systems, smart phone apps, and social media. The scheme includes partnerships with prestigious institutions like IIMs and IITs for leadership development

programs. Over 10.3 million ERs and stakeholders have been trained since the scheme's implementation. During the course of evidence, the Committee are given to understand that the support staff availability in GPs is extremely low and the situation is worst where only one official is managing as many as 5 to 6 GPs approximately in some States particularly in Bihar. The Committee, therefore, recommend that the MoPR should expand partnerships with more Institutes of Excellence and encourage States/UTs to sign MoUs with local or nearby institutions for making availability of trained manpower to GPs. The Committee also recommend that the aspect of Capacity Building of trained manpower should focus on increasing use of digital platforms and mobile applications to ensure continuous learning for ERs, conducting specialized sectoral training for Panchayat members to enhance their role and establishing a feedback mechanism to assess the effectiveness of training programs and identify areas for improvement. The Committee also strongly recommend the Ministry to urge the States for filling all vacant positions of panchayat secretaries etc. Digital governance initiatives should be introduced to reduce the burden on panchayat officials and improve service delivery along with the Special assistance should be provided to low-capacity gram panchayats in backward districts. The Committee also strongly recommended the Ministry to urge the States for filling all vacant positions of Panchayat Secretaries, etc required for the smooth functioning of a Gram Panchayat. Digital governance initiatives should be introduced to reduce the burden on panchayat officials and improve service delivery along with the special assistance should be provided to low-capacity gram panchayats in backward districts.”

1.13 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

“Under the Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (RGSA), the Ministry aims at developing governance capabilities at the grassroots through continuous capacity building activities of the Elected Representatives (ERs) and other Stakeholders of Panchayati Raj Institutions (PRIs).

To further amplify the scope of the leadership training, the Ministry has started Management Development Program (MDP) with Institutes of Excellence (IoE), aimed at bolstering the leadership capabilities of ERs and officials of PRIs. The program is designed to serve as a transformative tool in enriching the skill sets and knowledge base of the community leaders at the grassroots level. Ministry has been conducting training under MDP centrally and has advised the States to expand partnerships with more IoE to sign MoUs with local or nearby institutions to amplify the efforts of the Ministry for the training under MDP. Accordingly, the States/UTs have signed MoUs with local or nearby institutions like Assam, Tripura and Arunachal Pradesh have signed MoUs with IIM-Shillong. Many other States are in the process of signing of MoUs with their local institutions.

The MDP has significantly contributed to enhancing the effectiveness of local governance and rural development through practical and technological hands-on skills and expertise. The participants have been trained on essential leadership, management and financial accountability skills and other critical issues like effective team building, conflict management, community mobilization etc. The structured feedback through pre- and post-assessments, along with digital monitoring via the Training Management Portal (TMP), indicates ratings for both content of the training and quality of trainers. However, as the programme is at its' nascent stage with a limited number of participants trained so far, its actual impact on governance will take time. Further, provision has also been made to include training of ERs and Functionaries of Panchayat with IoE under State component of AAP of revamped RGSA to expand the programme.

Under the Digital India initiative, the Ministry is implementing the e-Panchayat Mission Mode Project (MMP), which has significantly enhanced transparency, efficiency, and governance at the grassroots level. The eGramSwaraj application, developed as part of the e-Panchayat MMP, has facilitated digital planning, accounting, monitoring, and online payments at the Panchayat level. The integration of eGramSwaraj with the Public Financial Management System (PFMS) enables real-time payments to vendors and service providers, ensuring seamless fund flow and reducing delays. In FY 2024-25, 2.55 lakh Gram Panchayats uploaded their Gram Panchayat Development Plans (GPDPs), and over ₹61,032 crores have been transferred through the eGramSwaraj-PFMS interface.

Additionally, the Ministry has integrated eGramSwaraj with the Government e-Marketplace (GeM) to bring transparency to Panchayat procurement. This integration allows Panchayats to procure goods and services through GeM via the eGramSwaraj platform, promoting the “Vocal for Local” initiative. Further, applications developed by the Ministry like Meri Panchayat has endeavoured to bring transparency in Panchayat Governance by making information on planning, activities and progress of works in Panchayat accessible to public. Similarly, Panchayat NIRNAY is an online application aims at bringing transparency and better management in conduct of Gram Sabhas by Panchayats.

Further, an application of ‘AuditOnline’ has been developed for online audits of Panchayat accounts and their financial management. AuditOnline for transparent auditing of Central Finance Commission funds utilization for strengthening financial management of Panchayats launched in April 2020. For audit year 2023-24, 2.47 lakh Audit Plans have been created and 2.29 lakh Audit Report have been generated by PRIs.

In order to establish a service quality paradigm, with an intent to standardise the delivery of Services across the Panchayats, setting service standards, the time limit that the people can expect to be served, mechanisms for redressing grievances, and a provision for unbiased scrutiny by citizens, a Model Citizen charter was released by Hon’ble Minister, Panchayati Raj, Rural Development & Agriculture and Farmer Welfare on 4<sup>th</sup> June, 2021.

Subsequently, Citizen Charter campaign under the aegis of Meri Panchayat, Mera Adhikaar-Jan Sevaayein Hamare Dwaar was carried out from 01<sup>st</sup> July - 30<sup>th</sup> September, 2021 to define the role of Panchayats in Service Delivery. 2,15,628 Gram Panchayats across 27 States/ UTs have now finalised their Citizen Charter, offering 954 Services spanning various sectors viz. Health & Family Welfare, Drinking Water & Sanitation, Public Welfare, Employment etc. However, only 50% of such services where Panchayats are the service owners are being delivered online by the Panchayats.

Since most of the services relate to State List, the Ministry is persuading the States to provide online delivery of the Basic services by the Panchayats in a time-bound manner;

(a) Water supply & sanitation services such as individual household waste collection & transportation; maintenance of drinking water (minor repairs); repair of handpumps; repair/maintenance of community toilets; cleanliness of rainwater harvesting structures in community; sanitisation of public places viz. roads, drains, marketplaces, etc.

(b) Social welfare & administrative services such as issuance of Birth Certificate; Issuance of Death Certificate; Issuance of Residence Certificate; Construction Permit; Assessment of Property Tax; Application for sanction of IHHL; Issue of MGNREGA Job card.”



### **Further Observations/Comments of the Committee**

**1.14** The Committee note that the Ministry of Panchayati Raj under the Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) has started Management Development Program (MDP) with Institutes of Excellence (IoE) and IIMs aimed at bolstering the leadership capabilities of Elected Representatives (ERs) and Panchayati Raj Institutions (PRIs). The programme is designed to serve as a transformative tool in enriching the skill sets and knowledge base of the community leaders at the grassroots level. Further to enhance transparency, efficiency and governance at the grassroots level the eGramSwaraj has been developed as part of the e-Panchayat Mission Mode Project (MMP) to facilitate digital planning, accounting, monitoring and online payments at the Panchayat level. The Ministry have also developed applications like 'Meri Panchayat' and 'Panchayat NIRNAY' to bring transparency and making information on planning, activities and progress of works in Panchayats accessible to public and better management in conduct of Gram Sabhas by Panchayats. An online audit system called 'AuditOnline' is being developed for better financial audits and financial management and for audit year 2023-24. over 2.47 lakh Audit plans have been created and 2.29 lakh Audit Reports have been generated by PRIs. The committee appreciate the steps taken by the MoPR; however, it is yet to be assessed that how much these services are implemented and available online. Moreover, the important issue of filling up of all vacant posts of Panchayat Secretaries have not been addressed by the Ministry. The Committee note that MDP has trained only a limited number of ERs and PRI functionaries so far and many States have not signed MoUs with IoE due to non-availability and easy access of high-quality trainers. The Committee also note that in the FY 2024-25, 2.55 lakh GPs have uploaded their Gram Panchayat Development Plans (GPDP) and over Rs.61,032 crores have been transferred through the eGramSwaraj-PFMS interface but the status of the other GPs are

not been shown. Further, for the Audit year 2023-24 out of 2.47 lakhs Audit Plans created only 2.29 lakh Audit Reports have been generated by PRIs and the status of the remaining Audit Plans is not mentioned. In view of the above, the Committee reiterate their earlier recommendation that the Ministry should take appropriate steps/measures to fill all vacant posts of Panchayat Secretaries at the earliest for the smooth functioning of the GPs as insufficient personnel affects adversely the intended goal and objectives. The Committee further urge the Ministry that necessary steps should be taken to increase the number of personnel/participants imparted training under MDP to enhance the effectiveness of local governance. As far as the transfer of funds in FY 2024-25 for GPDPs through eGramSwaraj-PFMS interface is concerned necessary steps should be taken to ensure that the remaining GPs also avail funds through the same method. The Committee also desire to know the reason as to why only 2.29 lakh Audit Report have been generated by PRIs despite 2.47 lakh Audit Plans created in Audit Year 2023-24.

**(Recommendation (Serial No. 5))**

**Panchayat Bhawans**

1.15 Regarding construction of Panchayat Bhawans, the Committee had recommended as under:

“The construction of Panchayat Bhawans is being undertaken under Rashtriya Gram Swaraj Abhiyan (RGSA). For the year 2024-25, 4420 Panchayat Bhawans were approved, however only 661 were constructed. States like Chhattisgarh, Kerala and Odisha have full coverage with all Gram Panchayats (GPs) having Panchayat Bhawan while a significant number of GPs do not have Panchayat Bhawans in States like Bihar (6607 GPs), Haryana (3135 GPs) and Manipur (3678 GPs) etc. During the course of evidence, the representative of the Ministry stated that there is a shortage of 32,000 approximately Panchayat Bhawans in the country and Rs.20 lakh is allocated for construction of a Panchayat Bhawan. The Committee are well aware of the importance of Panchayat Bhawans as centres for local governance, facilitating meetings, grievance redressal and community programs etc. The Committee therefore, urge that the MoPR to expedite pending constructions by streamlining tender process and ensuring proper fund utilization and establishing a real-time monitoring dashboard to track the status of approved and progress of under construction Panchayat Bhawans. Further, the Committee are of the view that Rs.20 Lakh allocated for construction of a Panchayat Bhawan is too less in the present situation in view of escalating inflation rate. In view of mounting costs of building materials and other construction costs, the Committee recommend that the Ministry should review that amount allocated for construction of Panchayat Bhawans and appropriately increase the same and if need be, to provide

additional fund for those States having large number of GPs without Panchayat Bhawans. The Committee have further been informed by the Ministry that the work of the creation of network to connect all GPs (approximately 255000 GPs) in the country is being undertaken under Bharat Net Project. And so far, 218347 GPs have been made service ready. Besides this the GPs with computer is also steadily rising. However, there are some States where more than 50 percent GPs do not have computers. The Committee feel that the creation of network connectivity and provision of computers to Panchayats needs to pick up pace for the success of the Mission Mode project on e-Panchayat that seeks to transform the functioning of Panchayati Raj Institutions to make them more transparent, accountable and effective as last mile cutting edge organs of decentralized local self-government's."

1.16 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

"(i) Panchayat being State subject, providing Panchayat infrastructure viz. Gram Panchayat Bhawan and procurement of computer is primarily the responsibility of States. In addition, the Untied Grants of the Fifteenth Finance Commission (XV FC) can be utilized for all felt needs under the 29 subjects enshrined in the Eleventh Schedule of the Constitution and thus it would also cover repair of Gram Panchayat Bhawans in the rural areas under the subject: Maintenance of Community assets, as one of the permissible activities for XV FC mandated activities by Rural Local Bodies (RLBs). With a view to expedite saturation in this direction, a Joint Advisory was issued on 18.01.2021 to States / UTs by Secretary of MoPR and that of Ministry of Rural Development inter-alia requesting for construction of GP buildings utilizing various resources under convergence mode viz. Unspent 14<sup>th</sup> Finance Commission, FFC grants, 15<sup>th</sup> Finance Commission untied grants, MGNREGS funds and other funds from State Finance Commission (SFC) / Own Source Revenue (OSR) etc. Under the revamped Rashtriya Gram Swaraj Abhiyan (RGSA), Ministry supplements the efforts of States/UTs with focus on NE States, by providing construction of Gram Panchayat Bhawan, co-location of Common Service Centre (CSC) and procurement of computer as proposed by States/UTs in their Annual Action Plan and approved by Central Empowered Committee (CEC) on a limited scale.

(ii) Almost all the Panchayats have internet facility, being provided by BSNL and other private internet service providers, as all the Gram Panchayats have been using eGramSwaraj Portal for fund management and also for preparation of plans. Panchayats can utilize the XVFC grant or any other source of revenue available with them for payment for internet services.

(iii) Further, it is important to highlight that the Ministry had taken significant steps during the financial year 2024-25 for improving infrastructure in GPs. To ensure that all GPs with a population of more than 3000 persons have a Gram Panchayat building, the Ministry has provided funds for construction of 3301 Gram Panchayat Bhawan (GPB) along with CSC Co-location in Gram Panchayats. Apart from this a total of 9609 Gram Panchayat Bhawans and the procurement of 28032 computers have been approved, as proposed by the States/ UTs in their respective Annual Action Plans of revamped RGSA since 2022-23 to 2025-26 (as on date 9<sup>th</sup> May, 2025). Also, during 2024-25, procurement of additional 20164 computers has been approved for 7 States (Andhra Pradesh, Chhattisgarh, Haryana, Punjab, Tamil Nadu, Telangana, Uttarakhand) to

saturate the requirement of computers in the Gram Panchayat in these States and also approved 2000 computers to the State of Bihar. In addition to above, the eGramSwaraj portal of this Ministry has been integrated with the BSNL portal to facilitate panchayats across the nation to apply for a new internet connection and payment of monthly bills.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

#### **Further Observations/Comments of the Committee**

**1.17 The Committee note from the reply of the Ministry that providing panchayats infrastructure like construction of Panchayat Bhawan and procurement of computer is the primary responsibility of States/UTs. The MoPR supports States/UTs through the Rashtriya Gram Swaraj Abhiyan (RGSA) by providing fund for construction and repair of Panchayat Bhawans, Common Service Centres and procurement of computers. The 15th Finance Commission’s untied grants along with other funds can be used for maintenance and repair of GP Bhawans. The Ministry in its reply have stated that 3301 Gram Panchayat (GP) Bhawan were sanctioned in 2024-25 for GP having more than 3000 population. Apart from this a total of 9609 GP Bhawans and the procurement of 28032 computers have been approved since 2022-23 to 2025-26 (as on date 9<sup>th</sup> May, 2025). The Committee also note from the reply of the Ministry that 20164 computers have also been approved for 7 States (Andhra Pradesh, Chhattisgarh, Haryana, Punjab, Tamil Nadu, Telangana, Uttarakhand) and 2000 computers for Bihar to meet the requirement of computers in these States. However, the Committee observe that the Ministry have not provided a clear, time-bound plan to build Panchayat Bhawans and provide computers with internet service to all Gram Panchayats across the country. Further, GPs with a population of less than 3000 have been neglected despite the need for infrastructure and it is not clear that construction of proposed 9609 GP Bhawan will meet overall national demand. The Committee, therefore, recommend that MoPR should develop a national convergence framework for providing funds for GP infrastructure and prepare a roadmap along with the priority list of GPs lacking buildings/digital assets and implement it nation-wide to have facility of GP Bhawan in each village of the country. Further, MoPR should conduct third party**

**evaluation and social audit of infrastructure projects to ensure transparency and accountability to achieve the targets.**

### **Recommendation (Serial No. 8)**

#### **SWAMITVA**

1.18 With regard to non-utilization of tied and untied grant, the Committee had recommended as under:

“SVAMITVA (Survey of Villages and Mapping with Improved Technology in Village Areas) scheme aims at providing the “Record of Rights” to rural residential property owners in inhabited rural areas in villages and issuance of property cards to the property owners. The scheme has been extended beyond FY 2024-2025 to FY 2025-2026. The Committee are constrained to note that the Ministry could not achieve its physical targets since its inception FY 2020-21. Approximately 30,000 villages across various villages required surveying. A target by March 2025 for completing drone flying operations in all designated villages has been set. The Ministry in its reply have submitted that the targets could not be achieved due to certain States not implementing the scheme, adverse weather conditions challenges in assessing scattered villages, logistical hurdles, delays in deploying drone teams etc. The Committee also observe that no work has been done under SVAMITVA Scheme in State like Bihar or pace of work has been very slow in various States/UTs. The Committee, therefore, recommend that the Ministry should prepare a concrete action plan to ensure that the scheme is implemented all over the country and set realistic targets, so that the scheme can achieve its targets by 2025-26.”

1.19 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

“SVAMITVA Scheme was launched in April 2020 by the Hon’ble Prime Minister to provide record of rights in inhabited areas of rural India.<sup>31</sup> States and UTs have been onboarded on SVAMITVA Scheme. Out of a total of 3.45 lakh notified villages to be covered, drone survey has been completed in 3.21 lakh villages and 2.44 Cr property cards have been prepared in 1.64 Lakh villages. Drone flying has been saturated in Andhra Pradesh, Madhya Pradesh, Uttar Pradesh, Lakshadweep, Delhi and Ladakh. Scheme has been saturated in Haryana, Uttarakhand, Goa, Dadra Nagar Haveli & Daman and Diu, A&N Island and Puducherry. Bihar had not signed MoU for implementation of SVAMITVA Scheme and hence, the scheme is not being implemented in the State.

As far as performance of States/UT is concerned, the Ministry has taken following measures for Monitoring and Control over the performance of SVAMITVA Scheme and timely achievement of targets:

- (i) Weekly progress review with States and Survey of India to review the implementation of the SVAMITVA Scheme, address the challenges and support in the resolution of issues. States/UTs have been advised to provide ground-verified maps in a time bound manner and generate property cards

- (ii) Central SVAMITVA Scheme dashboard developed (svamitva.nic.in) to review and monitor for Key performance indicators.
- (iii) Regular interaction with Survey of India to assess the drone requirements for various states and plan the pipeline of drone deployment and augmentation of necessary infrastructure viz. data processing labs, GIS digitizers, drone pilots, other resources

**State/UT wise progress regarding property cards**

S. No.	States/UT's	Notified	Drone Flying	Number of villages for which property card prepared	Number of property cards prepared	Number of property cards distributed
1	Andaman and Nicobar Islands	186	186	141	7409	7,409
2	Andhra Pradesh	13321	13321	0	0	0
3	Arunachal Pradesh	5596	3610	0	0	0
4	Assam	1074	946	0	0	0
5	Chhattisgarh	15791	15791	1202	70307	67751
6	Dadra and Nagar Haveli and Daman and Diu	80	80	75	4397	4,397
7	Delhi	31	31	0	0	0
8	Goa	410	410	410	672646	672,646
9	Gujarat	15052	14166	7798	1309457	1228586
10	Haryana	6260	6260	6260	2515646	2,515,646
11	Himachal Pradesh	15196	13903	238	5395	5395
12	Jammu and Kashmir	4431	4404	1237	39204	39204
13	Jharkhand	757	240	0	0	0
14	Karnataka	30757	19530	3947	1013177	326,069
15	Kerala	1550	597	0	0	0
16	Ladakh	230	230	148	15623	15623
17	Lakshadweep Islands	10	10	0	0	0
18	Madhya Pradesh	43014	43014	35127	3994343	3994343
19	Maharashtra	37819	37609	17696	2791582	2791582
20	Manipur	2555	209	0	0	0
21	Mizoram	550	319	27	2909	1,155
22	Odisha	3054	2724	43	1716	1,716
23	Puducherry	96	96	92	2801	2,801
24	Punjab	12083	10458	178	24089	285
25	Rajasthan	36,352	35771	13,733	994332	994332
26	Sikkim	1	1	0	0	0
27	Tamil Nadu	3	3	0	0	0
28	Telangana	5	5	0	0	0
29	Tripura	898	19	893	571783	571783

30	Uttar Pradesh	90573	90573	67516	10181864	10131232
31	Uttarakhand	7441	7441	7441	278229	278,229
	<b>Total</b>	<b>345176</b>	<b>321957</b>	<b>164202</b>	<b>24496909</b>	<b>23650184</b>

#### Further Observations/Comments of the Committee

1.20 The Ministry in its reply have stated that SWAMITVA scheme covers 3.45 villages in 31 States/UTs excluding Bihar. Drone surveys have been completed in 3.21 lakh villages and 2.44 crore property cards have been prepared in 1.64 lakh villages. More than 2.36 crore property cards have been given to land owners, which helps them to prove their land ownership rights and get loans or government benefits easily. Further Committee note that some states like Andhra Pradesh, Madhya Pradesh, and Uttar Pradesh have finished drone surveys, while others like Haryana, Uttarakhand, and Goa have completed the whole process, including giving out property cards. The MoPR actively monitors progress through weekly reviews, central dashboard and close coordination with the Survey of India to ensure timely completion and address challenges. The Committee note that some States show significant gap between notified villages and drone flying completed and many States have not started preparation of property cards while drone survey have been completed or likely to be completed. Further, some States have prepared property cards but distributed in a small fraction. The Committee are concerned of the uneven implementation of SWAMITVA scheme in States especially in Bihar which has not signed the MoU till so far, which stalls national goals of modernization of land records and rural empowerment. The Committee recommend the MoPR should speed up distribution of property cards especially in those States where drone survey has been completed. Further there is an imperative need to impress the State Government of Bihar to sign the MoU to be part of national goal of demarcation of proper land and to provide ownership to the legitimate persons under SWAMITVA. The Committee further recommend for upgraded drone technology, data processing infrastructure and using Geographic Information

**System (GIS) tools for improving the quality and speed of surveys to increase efficacy and effectiveness of the scheme to meet its targets by 2025-26.**

**Recommendation (Serial No. 10)**

**Addressing Non-Utilization of Funds and Poor Record-Keeping**

1.21 Regarding addressing Non-utilization of funds and poor record keeping, the Committee had recommended as under:

“Based on the data from the eGramSwaraj “Observation Count Report,” the committee observe that the critical lapses in grant management, non-utilization of funds, financial reporting and record-keeping across various States indicating that funds earmarked for essential services such as water and sanitation are being used for unintended purposes. The Committee also find that a significant portion of funds allocated to panchayats remains unutilized due to bureaucratic hurdles, lack of technical knowledge, and weak financial management. Therefore, the Committee stressed upon the need for strict monitoring mechanisms to ensure timely and effective expenditure. The Committee further recommend that Panchayats should be mandated to maintain proper financial records, conduct regular audits, and submit utilization certificates. Digital record-keeping systems should also be expanded to improve accountability and prevent fund leakages.”

1.22 In regard to the above recommendations of the Committee, the Ministry of Panchayati Raj in their action taken reply have stated as below:

- (i) To strengthen the functioning of Panchayati Raj Institutions (PRIs), the Ministry of Panchayati Raj launched eGramSwaraj on 24th April 2020 under the e-Panchayat Mission Mode Project. This integrated digital platform supports key aspects of Panchayat operations such as planning, budgeting, accounting, monitoring, asset management, and online payments, ensuring a streamlined and transparent workflow.
- (ii) Given the significant devolution of funds to Panchayats, the eGramSwaraj–PFMS Interface (eGSPI) was developed to enable real-time financial transactions. By integrating eGramSwaraj with the Public Financial Management System (PFMS), this interface allows secure payments to vendors and service providers using Digital Signature Certificates (DSCs) and two-factor authentication. It also ensures that payments cannot proceed without sufficient funds, reducing errors and enhancing financial discipline.
- (iii) To further promote transparency, the Ministry introduced Audit Online, a dedicated web-based platform for auditing Panchayat accounts. This tool facilitates the preparation of audit records, inquiries, draft audit reports, and paras, thereby ensuring timely audits and improved accountability in Panchayat financial management.
- (iv) The PRIs today have an excellent record in book-keeping as all accounts are closed in time. Moreover, statutory audit is also completed timely.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]



### **Further Observations/Comments of the Committee**

**1.23 The Committee note from the reply of the Ministry that the Government have launched the eGramSwaraj platform in April 2020 to help Panchayats in respect of planning, budgeting, accounting, and online payments more easily and transparently. The eGramSwaraj–PFMS Interface (eGSPI) was developed to enable real-time payments using digital signatures with two-factor security and payment cannot proceed, if funds are insufficient. Further to promote transparency the MoPR has introduced Audit Online platform for auditing Panchayat accounts on time. The Committee observe that these tools have improved panchayat works but there are still some loopholes and challenges in their implementation like lack of digital literacy and proper training among Panchayat staff, especially in rural areas, which can lead to mistakes or underutilization of these platforms. Poor internet connectivity and limited infrastructure in many villages affect the smooth functioning of these online systems. The Committee urge the MoPR to provide regular training and digital skill to panchayat officials for effectively use of digital tools, enhance cybersecurity awareness, improve internet connectivity and digital infrastructure in rural areas. Further the Committee reiterate their recommendations that Panchayats should keep good financial records, conduct regular audits and submit requisite certificates of funds utilization. Ensure maximum use of digital record systems for accountability and make sure that funds are properly utilized and not wasted.**

## **CHAPTER II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (Serial No. 1)**

##### **Decline in Allocation at RE Stage**

2.1 The Committee observe that there is a nominal increase of an amount of Rs.1.36 crore in the BE allocation for 2025-26 in comparison to 2024-25. The Committee further note that there is continuous trend of revising the BE at RE stage during 2023-24 and 2024-25. During the evidence, the representatives of the Ministry has stated that RGSA is a demand driven scheme and that it is for States to demand funds from the Central Government for their training and capacity building needs. It was further stated that many-a-times States have unspent balances from the previous year to which they are not able to access their first installment of the next year. Hence, that the expenditure in these first six months is usually lower and not commensurate resulting in RE becoming less. The Committee also do not rule out that accentuating the situation are lapses on the part of the States such as late submission of proposal by the States, non- furnishing/discrepancies in documents like Utilization Certificates, physical and financial reports along with audit reports etc. However, it is the bounden duty of the Ministry these unwarranted situations are best avoided in every possible way. The Committee, therefore, recommend that in spite of the reasons for reduction in RE stage, the Ministry should make sincere and concerted efforts to ensure that States are able to submit their demand funds from the Government to fully absorb the allocated budget so as to avoid reduction of budget at RE stage in future for the purpose, if necessary, Ministry may take up matter with the Chief Secretary of the concerned States and also issue advisory to them to resolve the issue by taking prompt decision in the matter.

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

2.2 “One of the major reasons for revising the BE at RE stage during 2023-24 and 2024-25 was the general elections held during April-June 2024 which significantly affected the pace of fund utilization by States and Union Territories (UTs) during the first quarter of the financial year. Another contributing factor was the availability of unspent balances with the States/UTs from previous allocations, which further slowed down the release and expenditure of funds in the initial months. However, the Ministry has worked to expedite fund releases and utilization and almost 100% of RE allocation has been utilized by the Ministry.

Under the Rashtriya Gram Swaraj Abhiyan, a Centrally Sponsored Scheme a total no. of 26 States/ UTs out of 34 States/ UTs have received the funds during the FY 2024-25. Further, the following multipronged roadmap has been adopted for proper utilization of allocated funds under the scheme and timely release of funds to the States/UTs:

- i. Provided checklist and handholding support to States for formulation of Annual Action Plan (AAPs).
- ii. During 2025-26, AAPs of 24 States/ UTs, so far, have been approved by the Central Empowered Committee (CEC) to ensure timely commencement of activities during current financial year.
- iii. Funds to 8 States/UTs have been released so far.
- iv. Regular interaction with States/UTs through VCs, telephonic calls and field visit are being carried out for monitoring the progress and expediting the approved activities. Necessary advice/clarifications as and when required are also issued.
- v. Region/State-specific VCs are also being undertaken on frequent interval.
- vi. Mandatory release of funds through PFMS till last level of Executing Agency.
- vii. Effectively taking up with the States for release of their matching share, liquidate unspent balances and submit the requisite documents viz. UCs etc. for release of funds to the maximum extent.
- viii. Letters to the senior authorities of States/UTs, as and when required, including Chief Secretaries, to seek their intervention.

Through the above multipronged approach, it is expected that allocated funds will be fully utilized and higher allocation can be sought from the Ministry of Finance.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Recommendation (Serial No. 6)**

#### **Merger of Tied and Untied Grant**

2.3 “The Committee observe that the Grants of Rs. 60,750 crore for the FY 2020- 21 and Rs.2,36,805 Crore were allocated for the period FY 2021-26 to Panchayats as per recommendations of 15th Finance Commission (interim and final report) accepted by the Union Government. The above grants are provided to Rural Local Bodies (RLBs) as Tied Grants (60% of allocation) and Untied Grants (40% of allocation). Untied grant can be used for location-specific felt needs, under the 29 subjects enshrined in the Eleventh Schedule of the Constitution. Whereas, Tied grants can be used for drinking water supply, rainwater harvesting and sanitation works. During the course of evidence, the Committee observe that a lot of work relating to drinking water supply, rainwater harvesting and sanitation has been done in the villages under the scheme “Har Ghar Jal”. The Committee note that in some villages the above said works has been completed and balance Tied grant cannot be used for 29 subjects which comes under Untied grant. The Committee feel that the concept of Tied and Untied grants with more budgetary allocation for Tied Grants (60%) and specially to be used for drinking water supply, rain harvesting and sanitation works only will lead to deprivation of funds to local specific needs of the villages and villagers where much more activities are taking place as they can only spend from Untied

grant (40%). In view of the above, the committee recommend that concept of the Tied and Untied grant should be merged and the funds should be used by the RLBs as per the requirement of villages and villagers for the maximum and fruitful utilization of allocated funds.”

### **Reply of the Government**

2.4 “(i) In accordance with the Article 280 (3) of the Constitution, the XV Finance Commission made recommendations for devolution of grants to Rural Local Bodies and categorized the grants as Tied Grants (60% of allocation) and Untied Grants (40% of allocation), for the period 2021-22 to 2025-26.

(ii) Currently, the Ministry of Panchayati Raj is preparing a detailed Memorandum to the XVI Finance Commission for its consideration to highlight the key issues faced by Panchayati Raj Institutions across the country. A State consultation was also held on 16<sup>th</sup> April 2025, to deliberate on matters such as nature of grants i.e. Tied and Untied Grants.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Recommendation (Serial No. 7)**

#### **Delay in Panchayat Elections**

2.5 The 73rd constitutional amendment made it compulsory for the all the States to hold elections for panchayats in every five years at the village level. Further, Article 243E (3) of the Constitution provides that elections to constitute a panchayat shall be completed before the expiry of its duration and before the expiration of a period of six months from the date of its dissolution. Therefore, the timely conduct of panchayat elections in a State is a Constitutional requirement to be strictly complied by the all States/UTs. During the course of evidence, the Committee observe that Panchayat elections could not be held due to various reasons in a number of States/UTs like Puducherry (2011), Karnataka (2021 for BP & ZP), Maharashtra (2022 for BP & ZP), Manipur (2022), Lakshadweep (2022), Assam (2023), Jammu & Kashmir (2023), Ladakh (2023). In this regard direction has been issued by the High Court of the concerned State and Election Commission to State Election Commission for conducting Panchayat elections as early as possible. The delay in conducting panchayat elections has resulted in nearly crores of Union government grants for village development projects/ schemes being kept on hold. There is a need to have a duly elected local rural bodies to release these grants/funds to the Panchayat and utilize these funds in various ongoing welfare schemes for the villagers. However, the Committee are constrained to note that during its recent Study Visits undertaken to UT of Lakshadweep condition of the people is not well due to non-availability of fund in the absence of duly elected local bodies. In view of the above, the Committee strongly recommend that Ministry of MoPR

should take up this matter at the highest level to ensure that purpose of 73rd Constitutional Amendment Bill may not be defeated by non-holding of Panchayat election by the State Government.”

### **Reply of the Government**

2.6 Article 243E(1) of the Constitution of India provides holding of elections to the Panchayats every five years. Further Article 243E(3) of the Constitution states that elections to constitute a Panchayat shall be completed before the expiry of its duration of five years or before the expiration of a period of six months from the date of its dissolution. Therefore, the timely holding of Panchayat elections in a State or Union Territory is a Constitutional requirement. Accordingly, the States and Union Territories have made provisions in their State Panchayati Raj laws relating to holding of elections to the Panchayats. The Ministry has issued advisories to the States/UTs, where election is due, to take all possible steps to hold the delayed Panchayat elections in conformity with the Constitutional provisions. Recently, Ministry has issued advisories to the States of Assam, Karnataka, Maharashtra, Manipur, Telangana, Uttarakhand and Union Territories of Jammu and Kashmir, Ladakh, Lakshadweep and Puducherry on 18.12.2024 and to the States of Rajasthan and Tamil Nadu on 03.06.2025.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Recommendation (Serial No. 9)**

#### **Enhancing Revenue Generation for Panchayats**

2.7 The Committee note that Panchayats currently rely heavily on grants from government, limiting their ability to respond to local needs and priorities. Stressing upon the need for enhancing revenue generation and their financial independence, the Committee recommend that Panchayati Raj Institutions (PRIs) should be empowered to generate their own revenues through property taxes, user fees, and other local levies. Capacity-building programs should be introduced to help panchayats develop sustainable revenue models, reducing their dependency on state and central grants. Incentives should be provided for self-sufficient panchayats that effectively mobilize local resources.

### **Reply of the Government**

- 2.8 (i) The Ministry of Panchayati Raj acknowledges the challenge of own source revenue generation in Panchayati Raj Institutions.
- (ii) The Ministry is in the process of developing Model OSR rules, which would enable the States which do not have such rules in formulating their OSR rules.
- (iii) The Ministry of Panchayati Raj, in collaboration with Indian Institute of Ahmedabad, has developed training modules this year for Panchayati Raj Institutions on OSR augmentation.
- (iv) The Ministry of Panchayati Raj has this year for the first time introduced ‘Atmanirbhar

Panchayat Special Award’ – as a part of National Panchayat Awards – which is conferred to 3 Gram Panchayats every year, for their efforts towards mobilization and augmentation of OSR

(v) Ministry is developing Samarth Portal as an online system for monitoring and broadening tax and non-tax revenue coverage. It enables PRIs to assess, levy and collect revenues.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Recommendation (Serial No. 11)**

#### **Better co-ordination amongst different departments in construction/repair works in the Panchayat area**

2.9 The Committee is concerned that regular construction/ repair work under various schemes/programs such as the Jal Jeevan Mission are being carried out where roads are often dug up for pipeline installations but left unrepaired, resulting in damage to existing infrastructure, financial losses, and significant inconvenience to villagers. This unplanned approach not only deteriorates rural connectivity but also leads to additional costs for reconstruction. To prevent this, the Committee recommend to establish a comprehensive coordination mechanism between all agencies to ensuring that:

- (i) Pre-construction assessments are conducted to plan pipeline routes with minimal disruption.
- (ii) Mandatory post-construction road restoration is carried out within a fixed timeframe.
- (iii) A dedicated repair fund is allocated to promptly restore damaged roads.
- (iv) Real-time monitoring and accountability measures are implemented to track restoration progress.

### **Reply of the Government**

2.10 Panchayat, being “Local Government”, is a State subject in terms of the State list of Seventh Schedule of Constitution of India. Mandate for setting up of Panchayats is provided by Article 243 in Part IX of the Constitution of India. Accordingly, the Panchayats are setup and operate through the respective State Panchayati Raj Acts. Panchayat being a State subject, it is for the concerned State Government to endow Panchayats with such powers and authority to enable to function as institutions of self-governance, and plan and implement schemes for economic development and social justice including the basic facilities. Ministry of Panchayati Raj (MoPR) supplements the efforts of the States through Central Finance Commission Grants and Rashtriya Gram Swaraj Abhiyan (RGSA).

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **CHAPTER III**

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE  
IN VIEW OF REPLIES OF THE GOVERNMENT

**NIL**

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### Recommendation (Serial No. 2)

4.1 The Panchayat Extension to the Scheduled Area (PESA) Act, 1996 was enacted to empower tribal communities. However, the Committee observed that despite the efforts of the Ministry the PESA Act, 1996 has not been implemented effectively in the country. The Ministry has taken various steps like developing and launching seven training manuals on key PESA subjects and conducted seven training sessions for State Level Master Trainers (SLMTs) across the country. To institutionalize the efforts to implement multi-pronged strategy to realize the objective of PESA, the Ministry has also decided to form Center of Excellence (CoE) in Central Universities. In this regard it has been informed to the Committee that the Ministry has approved the establishment of CoE for PESA in Indira Gandhi National Tribal University, Amarkantak, Madhya Pradesh. The Committee note these efforts made by the Ministry for the implementation of PESA in the Fifth Schedule Areas (FSA). The Committee feel that we are still a long way from achieving the objectives of the Act despite its enactment nearly two decades ago. There is still lack of public awareness about the provisions of the PESA Act, 1996 and sensitization of tribal communities about their rights. To address these issues the Committee are of the view that the Ministry should give more focus on action-oriented capacity building, organize more workshops and conferences and urge the concerned States to conduct training at the district level to train Gram Panchayat Pradhan and Secretaries on the important subject Laws/functions/powers endowed to Gram Sabha. Besides this a robust monitoring framework should be established to ensure that State Governments implement the PESA provisions in letter and spirit to empower the tribal communities with their rights and to preserve their culture heritage.

#### Reply of the Government

4.2 ““Panchayat”, being “Local Government”, is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the Constitution. Accordingly, all matters relating to Panchayats fall within the purview of State Government.

However, Ministry of Panchayati Raj has taken continuous steps for the effective implementation of the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). The important steps taken by Ministry for monitoring and implementation of PESA Act are annexed as **ANNEXURE-I**.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]



### **Comments of the Committee**

(Please see Paragraph No. 1.8 of Chapter I of the Report)

### **Recommendation (Serial No. 3)**

4.3 Rashtriya Gram Swaraj Abhiyan (RGSA) is the flagship scheme of the Ministry. According to the Ministry, funds under RGSA are released to the States/UTs primarily for Capacity Building & Training of Elected Representatives, Functionaries and other Stakeholders of the Panchayats. Further, funds are also provided for other admissible activities relating to strengthening of Panchayats as approved under Annual Action Plan (AAP) of the States/UTs under the scheme. However, the Committee note that 14 out of 34 States/UTs have not received any funds under the scheme for the financial year 2024-25 (as on 31.12.2024). In this regard, the Ministry submitted that timely non-submission of Annual Action Plan by the States/UTs, requisite documents, Utilization Certificates, Audited Statements, non-compliance of instructions stipulated by the Ministry of Finance, inter alia, are the reasons for non-release of funds to these 14 States/UTs. The Committee feel that stopping funds in such a manner to many States will hamper the progress of implementation of this important scheme which aims to strengthen the PRIs. In this context, the Committee recommend that the Ministry should take all efficacious efforts for timely submission of requisite documents by the States/UTs and if necessary, the matters should be pursued at the highest level with the States/UTs so that funds are released to all the States/UTs on time and to ensure steady progress of the implementation of the schemes without paucity of funds.

### **Reply of the Government**

4.4 Under the Rashtriya Gram Swaraj Abhiyan, a Centrally Sponsored Scheme, the following multipronged roadmap has been adopted for proper utilization of allocated funds under the scheme and timely release of funds to the States/UTs:

- i. Provided checklist and handholding support to States for formulation of Annual Action Plan (AAPs).
- ii. During 2025-26, AAPs of 24 States/ UTs, so far, have been approved by the Central Empowered Committee (CEC) to ensure timely commencement of activities during current financial year.
- iii. Funds to 8 States/UTs have been released so far.
- iv. Regular interaction with States/UTs through VCs, telephonic calls and field visit are being carried out for monitoring the progress and expediting the approved activities. Necessary advice/clarifications as and when required are also issued.
- v. Region/State-specific VCs are also being undertaken on frequent interval.
- vi. Mandatory release of funds through PFMS till last level of Executing Agency.
- vii. Effectively taking up with the States for release of their matching share, liquidate unspent balances and submit the requisite documents viz. UCs etc. for release of funds to the maximum extent.

- viii. Letters to the senior authorities of States/UTs, as and when required, including Chief Secretaries, to seek their intervention.

Through the above multipronged approach, it is expected that allocated funds will be fully utilized.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.11 of Chapter I of the Report)

### **Recommendation (Serial No. 4)**

4.5 The Revamped RGSA scheme focuses on strengthening Panchayats by building the capacity of Elected Representatives (ERs) and other stakeholders. Training uses modern technology, including IP-based systems, smart phone apps, and social media. The scheme includes partnerships with prestigious institutions like IIMs and IITs for leadership development programs. Over 10.3 million ERs and stakeholders have been trained since the scheme's implementation. During the course of evidence, the Committee are given to understand that the support staff availability in GPs is extremely low and the situation is worst where only one official is managing as many as 5 to 6 GPs approximately in some States particularly in Bihar. The Committee, therefore, recommend that the MoPR should expand partnerships with more Institutes of Excellence and encourage States/UTs to sign MoUs with local or nearby institutions for making availability of trained manpower to GPs. The Committee also recommend that the aspect of Capacity Building of trained manpower should focus on increasing use of digital platforms and mobile applications to ensure continuous learning for ERs, conducting specialized sectoral training for Panchayat members to enhance their role and establishing a feedback mechanism to assess the effectiveness of training programs and identify areas for improvement. The Committee also strongly recommend the Ministry to urge the States for filling all vacant positions of panchayat secretaries etc. Digital governance initiatives should be introduced to reduce the burden on panchayat officials and improve service delivery along with the Special assistance should be provided to low-capacity gram panchayats in backward districts. The Committee also strongly recommended the Ministry to urge the States for filling all vacant positions of Panchayat Secretaries, etc required for the smooth functioning of a Gram Panchayat. Digital governance initiatives should be introduced to reduce the burden on panchayat officials and improve service delivery along with the special assistance should be provided to low-capacity gram panchayats in backward districts.”

### **Reply of the Government**

4.6 “Under the Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (RGSA), the Ministry aims at developing governance capabilities at the grassroots through continuous capacity building activities of the Elected Representatives (ERs) and other Stakeholders of Panchayati Raj Institutions (PRIs).

To further amplify the scope of the leadership training, the Ministry has started Management Development Program (MDP) with Institutes of Excellence (IoE), aimed at bolstering the leadership capabilities of ERs and officials of PRIs. The program is designed to serve as a transformative tool in enriching the skill sets and knowledge base of the community leaders at the grassroots level. Ministry has been conducting training under MDP centrally and has advised the States to expand partnerships with more IoE to sign MoUs with local or nearby institutions to amplify the efforts of the Ministry for the training under MDP. Accordingly, the States/UTs have signed MoUs with local or nearby institutions like Assam, Tripura and Arunachal Pradesh have signed MoUs with IIM-Shillong. Many other States are in the process of signing of MoUs with their local institutions.

The MDP has significantly contributed to enhancing the effectiveness of local governance and rural development through practical and technological hands-on skills and expertise. The participants have been trained on essential leadership, management and financial accountability skills and other critical issues like effective team building, conflict management, community mobilization etc. The structured feedback through pre- and post-assessments, along with digital monitoring via the Training Management Portal (TMP), indicates ratings for both content of the training and quality of trainers. However, as the programme is at its’ nascent stage with a limited number of participants trained so far, its actual impact on governance will take time. Further, provision has also been made to include training of ERs and Functionaries of Panchayat with IoE under State component of AAP of revamped RGSA to expand the programme.

Under the Digital India initiative, the Ministry is implementing the e-Panchayat Mission Mode Project (MMP), which has significantly enhanced transparency, efficiency, and governance at the grassroots level. The eGramSwaraj application, developed as part of the e-Panchayat MMP, has facilitated digital planning, accounting, monitoring, and online payments at the Panchayat level. The integration of eGramSwaraj with the Public Financial Management System (PFMS) enables real-time payments to vendors and service providers, ensuring seamless fund flow and reducing delays. In FY 2024-25, 2.55 lakh Gram Panchayats uploaded their Gram Panchayat Development Plans (GPDPs), and over ₹61,032 crores have been transferred through the eGramSwaraj-PFMS interface.

Additionally, the Ministry has integrated eGramSwaraj with the Government e-Marketplace (GeM) to bring transparency to Panchayat procurement. This integration allows Panchayats to procure goods and services through GeM via the eGramSwaraj platform, promoting the “Vocal for Local” initiative. Further, applications developed by the Ministry like Meri Panchayat has endeavoured to bring transparency in Panchayat Governance by making information on planning, activities and progress of works in Panchayat accessible to public. Similarly, Panchayat NIRNAY is an online application aims at bringing transparency and better management in conduct of Gram Sabhas by Panchayats.

Further, an application of ‘AuditOnline’ has been developed for online audits of Panchayat accounts and their financial management. AuditOnline for transparent auditing of Central Finance Commission funds utilization for strengthening financial management of Panchayats launched in April 2020. For audit year 2023-24, 2.47 lakh Audit Plans have been created and 2.29 lakh Audit Report have been generated by PRIs.

In order to establish a service quality paradigm, with an intent to standardise the delivery of Services across the Panchayats, setting service standards, the time limit that the people can expect to be served, mechanisms for redressing grievances, and a provision for unbiased scrutiny by citizens, a

Model Citizen charter was released by Hon'ble Minister, Panchayati Raj, Rural Development & Agriculture and Farmer Welfare on 4<sup>th</sup> June, 2021.

Subsequently, Citizen Charter campaign under the aegis of Meri Panchayat, Mera Adhikaar- Jan Sevaayein Hamare Dwaar was carried out from 01<sup>st</sup> July - 30<sup>th</sup> September, 2021 to define the role of Panchayats in Service Delivery. 2,15,628 Gram Panchayats across 27 States/ UTs have now finalised their Citizen Charter, offering 954 Services spanning various sectors viz. Health & Family Welfare, Drinking Water & Sanitation, Public Welfare, Employment etc. However, only 50% of such services where Panchayats are the service owners are being delivered online by the Panchayats.

Since most of the services relate to State List, the Ministry is persuading the States to provide online delivery of the Basic services by the Panchayats in a time-bound manner;

(a) Water supply & sanitation services such as individual household waste collection & transportation; maintenance of drinking water (minor repairs); repair of handpumps; repair/ maintenance of community toilets; cleanliness of rainwater harvesting structures in community; sanitisation of public places viz. roads, drains, marketplaces, etc.

(b) Social welfare & administrative services such as issuance of Birth Certificate; Issuance of Death Certificate; Issuance of Residence Certificate; Construction Permit; Assessment of Property Tax; Application for sanction of IHHL; Issue of MGNREGA Job card.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.14 of Chapter I of the Report)

### **Recommendation (Serial No. 5)**

4.7 “The construction of Panchayat Bhawans is being undertaken under Rashtriya Gram Swaraj Abhiyan (RGSA). For the year 2024-25, 4420 Panchayat Bhawans were approved, however only 661 were constructed. States like Chhattisgarh, Kerala and Odisha have full coverage with all Gram Panchayats (GPs) having Panchayat Bhawan while a significant number of GPs do not have Panchayat Bhawans in States like Bihar (6607 GPs), Haryana (3135 GPs) and Manipur (3678 GPs) etc. During the course of evidence, the representative of the Ministry stated that there is a shortage of 32,000 approximately Panchayat Bhawans in the country and Rs.20 lakh is allocated for construction of a Panchayat Bhawan. The Committee are well aware of the importance of Panchayat Bhawans as centres for local governance, facilitating meetings, grievance redressal and community programs etc. The Committee therefore, urge that the MoPR to expedite pending constructions by streamlining tender process and ensuring proper fund utilization and establishing a real-time monitoring dashboard to track the status of approved and progress of under construction Panchayat Bhawans. Further, the Committee are of the view that Rs.20 Lakh allocated for construction of a Panchayat Bhawan is too less in the present situation in view of escalating inflation rate. In view of mounting costs of building materials and other construction costs, the Committee recommend that the Ministry should review that

amount allocated for construction of Panchayat Bhawans and appropriately increase the same and if need be, to provide additional fund for those States having large number of GPs without Panchayat Bhawans. The Committee have further been informed by the Ministry that the work of the creation of network to connect all GPs (approximately 255000 GPs) in the country is being undertaken under Bharat Net Project. And so far, 218347 GPs have been made service ready. Besides this the GPs with computer is also steadily rising. However, there are some States where more than 50 percent GPs do not have computers. The Committee feel that the creation of network connectivity and provision of computers to Panchayats needs to pick up pace for the success of the Mission Mode project on e-Panchayat that seeks to transform the functioning of Panchayati Raj Institutions to make them more transparent, accountable and effective as last mile cutting edge organs of decentralized local self-government's."

### **Reply of the Government**

4.8 "(i) Panchayat being State subject, providing Panchayat infrastructure viz. Gram Panchayat Bhawan and procurement of computer is primarily the responsibility of States. In addition, the Untied Grants of the Fifteenth Finance Commission (XV FC) can be utilized for all felt needs under the 29 subjects enshrined in the Eleventh Schedule of the Constitution and thus it would also cover repair of Gram Panchayat Bhawans in the rural areas under the subject: Maintenance of Community assets, as one of the permissible activities for XV FC mandated activities by Rural Local Bodies (RLBs). With a view to expedite saturation in this direction, a Joint Advisory was issued on 18.01.2021 to States / UTs by Secretary of MoPR and that of Ministry of Rural Development inter-alia requesting for construction of GP buildings utilizing various resources under convergence mode viz. Unspent 14<sup>th</sup> Finance Commission, FFC grants, 15<sup>th</sup> Finance Commission untied grants, MGNREGS funds and other funds from State Finance Commission (SFC) / Own Source Revenue (OSR) etc. Under the revamped Rashtriya Gram Swaraj Abhiyan (RGSA), Ministry supplements the efforts of States/UTs with focus on NE States, by providing construction of Gram Panchayat Bhawan, co-location of Common Service Centre (CSC) and procurement of computer as proposed by States/UTs in their Annual Action Plan and approved by Central Empowered Committee (CEC) on a limited scale.

(ii) Almost all the Panchayats have internet facility, being provided by BSNL and other private internet service providers, as all the Gram Panchayats have been using eGramSwaraj Portal for fund management and also for preparation of plans. Panchayats can utilize the XVFC grant or any other source of revenue available with them for payment for internet services.

(iii) Further, it is important to highlight that the Ministry had taken significant steps during the financial year 2024-25 for improving infrastructure in GPs. To ensure that all GPs with a population of more than 3000 persons have a Gram Panchayat building, the Ministry has provided funds for construction of 3301 Gram Panchayat Bhawan (GPB) along with CSC Co-location in Gram Panchayats. Apart from this a total of 9609 Gram Panchayat Bhawans and the procurement of 28032 computers have been approved, as proposed by the States/ UTs in their respective Annual Action Plans of revamped RGSA since 2022-23 to 2025-26 (as on date 9<sup>th</sup> May, 2025). Also, during 2024-25, procurement of additional 20164 computers has been approved for 7 States (Andhra Pradesh, Chhattisgarh, Haryana, Punjab, Tamil Nadu, Telangana, Uttarakhand) to saturate the requirement of computers in the Gram Panchayat in these States and also approved 2000 computers to the State of

Bihar. In addition to above, the eGramSwaraj portal of this Ministry has been integrated with the BSNL portal to facilitate panchayats across the nation to apply for a new internet connection and payment of monthly bills.”

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.17 of Chapter I of the Report)

### **Recommendation (Serial No. 8)**

4.11 “SVAMITVA (Survey of Villages and Mapping with Improvised Technology in Village Areas) scheme aims at providing the “Record of Rights” to rural residential property owners in inhabited rural areas in villages and issuance of property cards to the property owners. The scheme has been extended beyond FY 2024-2025 to FY 2025-2026. The Committee are constrained to note that the Ministry could not achieve its physical targets since its inception FY 2020-21. Approximately 30,000 villages across various villages required surveying. A target by March 2025 for completing drone flying operations in all designated villages has been set. The Ministry in its reply have submitted that the targets could not be achieved due to certain States not implementing the scheme, adverse weather conditions challenges in assessing scattered villages, logistical hurdles, delays in deploying drone teams etc. The Committee also observe that no work has been done under SVAMITVA Scheme in State like Bihar or pace of work has been very slow in various States/UTs. The Committee, therefore, recommend that the Ministry should prepare a concrete action plan to ensure that the scheme is implemented all over the country and set realistic targets, so that the scheme can achieve its targets by 2025-26.”

### **Reply of the Government**

4.12 “SVAMITVA Scheme was launched in April 2020 by the Hon’ble Prime Minister to provide record of rights in inhabited areas of rural India.<sup>31</sup> States and UTs have been onboarded on SVAMITVA Scheme. Out of a total of 3.45 lakh notified villages to be covered, drone survey has been completed in 3.21 lakh villages and 2.44 Cr property cards have been prepared in 1.64 Lakh villages. Drone flying has been saturated in Andhra Pradesh, Madhya Pradesh, Uttar Pradesh, Lakshadweep, Delhi and Ladakh. Scheme has been saturated in Haryana, Uttarakhand, Goa, Dadra Nagar Haveli & Daman and Diu, A&N Island and Puducherry. Bihar had not signed MoU for implementation of SVAMITVA Scheme and hence, the scheme is not being implemented in the State.

As far as performance of States/UT is concerned, the Ministry has taken following measures for Monitoring and Control over the performance of SVAMITVA Scheme and timely achievement of targets:

- (iv) Weekly progress review with States and Survey of India to review the implementation of the SVAMITVA Scheme, address the challenges and support in the resolution of issues. States/UTs have been advised to provide ground-verified maps in a time bound manner and generate property cards

- (v) Central SVAMITVA Scheme dashboard developed (svamitva.nic.in) to review and monitor for Key performance indicators.
- (vi) Regular interaction with Survey of India to assess the drone requirements for various states and plan the pipeline of drone deployment and augmentation of necessary infrastructure viz. data processing labs, GIS digitizers, drone pilots, other resources

**State/UT wise progress regarding property cards**

S. No.	States/UT's	Notified	Drone Flying	Number of villages for which property card prepared	Number of property cards prepared	Number of property cards distributed
1	Andaman and Nicobar Islands	186	186	141	7409	7,409
2	Andhra Pradesh	13321	13321	0	0	0
3	Arunachal Pradesh	5596	3610	0	0	0
4	Assam	1074	946	0	0	0
5	Chhattisgarh	15791	15791	1202	70307	67751
6	Dadra and Nagar Haveli and Daman and Diu	80	80	75	4397	4,397
7	Delhi	31	31	0	0	0
8	Goa	410	410	410	672646	672,646
9	Gujarat	15052	14166	7798	1309457	1228586
10	Haryana	6260	6260	6260	2515646	2,515,646
11	Himachal Pradesh	15196	13903	238	5395	5395
12	Jammu and Kashmir	4431	4404	1237	39204	39204
13	Jharkhand	757	240	0	0	0
14	Karnataka	30757	19530	3947	1013177	326,069
15	Kerala	1550	597	0	0	0
16	Ladakh	230	230	148	15623	15623
17	Lakshadweep Islands	10	10	0	0	0
18	Madhya Pradesh	43014	43014	35127	3994343	3994343
19	Maharashtra	37819	37609	17696	2791582	2791582
20	Manipur	2555	209	0	0	0
21	Mizoram	550	319	27	2909	1,155
22	Odisha	3054	2724	43	1716	1,716
23	Puducherry	96	96	92	2801	2,801
24	Punjab	12083	10458	178	24089	285
25	Rajasthan	36,352	35771	13,733	994332	994332
26	Sikkim	1	1	0	0	0
27	Tamil Nadu	3	3	0	0	0
28	Telangana	5	5	0	0	0
29	Tripura	898	19	893	571783	571783
30	Uttar Pradesh	90573	90573	67516	10181864	10131232

31	Uttarakhand	7441	7441	7441	278229	278,229
	<b>Total</b>	<b>345176</b>	<b>321957</b>	<b>164202</b>	<b>24496909</b>	<b>23650184</b>

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.20 of Chapter I of the Report)

### **Recommendation (Serial No. 10)**

4.13 Based on the data from the eGramSwaraj “Observation Count Report,” the committee observe that the critical lapses in grant management, non-utilization of funds, financial reporting and record-keeping across various States indicating that funds earmarked for essential services such as water and sanitation are being used for unintended purposes. The Committee also find that a significant portion of funds allocated to panchayats remains unutilized due to bureaucratic hurdles, lack of technical knowledge, and weak financial management. Therefore, the Committee stressed upon the need for strict monitoring mechanisms to ensure timely and effective expenditure. The Committee further recommend that Panchayats should be mandated to maintain proper financial records, conduct regular audits, and submit utilization certificates. Digital record-keeping systems should also be expanded to improve accountability and prevent fund leakages.

### **Reply of the Government**

4.14 (i) To strengthen the functioning of Panchayati Raj Institutions (PRIs), the Ministry of Panchayati Raj launched eGramSwaraj on 24th April 2020 under the e-Panchayat Mission Mode Project. This integrated digital platform supports key aspects of Panchayat operations such as planning, budgeting, accounting, monitoring, asset management, and online payments, ensuring a streamlined and transparent workflow.

(ii) Given the significant devolution of funds to Panchayats, the eGramSwaraj–PFMS Interface (eGSPI) was developed to enable real-time financial transactions. By integrating eGramSwaraj with the Public Financial Management System (PFMS), this interface allows secure payments to vendors and service providers using Digital Signature Certificates (DSCs) and two-factor authentication. It also ensures that payments cannot proceed without sufficient funds, reducing errors and enhancing financial discipline.

(iii) To further promote transparency, the Ministry introduced Audit Online, a dedicated web-based platform for auditing Panchayat accounts. This tool facilitates the preparation of audit records, inquiries, draft audit reports, and paras, thereby ensuring timely audits and improved accountability in Panchayat financial management.

(iv) The PRIs today have an excellent record in book-keeping as all accounts are closed in time. Moreover, statutory audit is also completed timely.

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

### **Comments of the Committee**

(Please see Paragraph No. 1.23 of Chapter I of the Report)



## **CHAPTER V**

**RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT  
ARE STILL AWAITED**

**NIL**

[O.M. No. H-11013/4/2025-Parl. Dated: 11<sup>th</sup> June, 2025]

NEW DELHI  
25 July, 2025  
3 Shraavan, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA  
Chairperson  
Standing Committee on Rural Development & Panchayati Raj



[Vide para 4 of Introduction of Report]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS CONTAINED IN THE SEVENTH REPORT (18<sup>TH</sup> LOK SABHA) OF THE  
STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

I.	Total number of recommendations	11
II.	Recommendations that have been accepted by the Government Serial Nos. 1, 6, 7, 9 & 11	
		Total: 05 Percentage: 45%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies: Serial Nos. NIL	
		Total: 00 Percentage: 00%
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee: Serial Nos. 2, 3, 4, 5, 8 & 10	
		Total: 55 Percentage: 27%
V.	Recommendations in respect of which final replies of the Government are still awaited: Serial Nos. NIL	
		Total: 00 Percentage: 00%