

**STANDING COMMITTEE ON RURAL DEVELOPMENT AND
PANCHAYATI RAJ**

(2024-25)

7

EIGHTEENTH LOK SABHA

MINISTRY OF PANCHAYATI RAJ

**DEMANDS FOR GRANTS
(2025-26)**

SEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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PANCHAYATI RAJ
(2024-25)

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MINISTRY OF PANCHAYATI RAJ

DEMANDS FOR GRANTS
(2025-26)

Presented to Lok Sabha on 12.03.2025

Laid in Rajya Sabha on 12.03.2025



LOK SABHA SECRETARIAT

NEW DELHI

March, 2025/Phalguna, 1946 (Saka)

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

Shri Saptagiri Sankar Ulaka -- Chairperson

Lok Sabha Members

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3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
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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. Shri Vaiko
30. *Vacant*
31. *Vacant*

Secretariat

1. Shri D. R. Shekhar - Additional Secretary
2. Shri Vinay P. Barwa - Director
3. Shri L. Singson - Deputy Secretary
4. Shri Sushil Kumar - Committee Officer

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development and Panchayati Raj (2024-25) having been authorised by the Committee to submit the Report on their behalf, present the Seventh Report on Demands for Grants (2025-26) of the Ministry of Panchayati Raj.

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Panchayati Raj on 20th February, 2025.

4. The Report was considered and adopted by the Committee at their sitting held on 10th March, 2025.

5. The Committee wish to express their thanks to the officials of the Ministry of Panchayati Raj for placing before them the requisite material and their considered views in connection with the examination of the subject.

6. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

NEW DELHI
10 March, 2025
19 Phalguna, 1946 (Saka)

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

REPORT
PART I
NARRATION ANALYSIS

Chapter I

Introductory

1.1 Standing Committee on Rural Development and Panchayati Raj is one of the sixteen Departmentally Related Standing Committees of the Lok Sabha primarily entrusted with the mandatory task of examination of Demands for Grants for each financial year sought by the Ministry/ Department under its purview while also scrutinizing the schemes under the administrative control of the concerned Ministry/ Department. The present Report is on the examination of the Demands for Grants of the Ministry of Panchayati Raj for the financial year 2025-26 under Rule 331E(1)(a) of Rules of Procedure and Conduct of Business in Lok Sabha.

1.2 The Ministry of Panchayati Raj (MoPR) was created on 27th May 2004. It has the primary objective of (i) overseeing the implementation of Part IX of the Constitution, (ii) implementation of 'The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA Act) in the Fifth Schedule areas and (iii) operationalizing District Planning Committees in terms of Article 243ZD of Part IX-A of the Constitution. Since most of the actions including the framing of laws rests with the State Governments, the Ministry strives to achieve its goals with regard to improvements in the functioning of Panchayats primarily through policy interventions, advocacy, capacity building, persuasion and financial support. The aim of the Ministry is to make Panchayati Raj Institutions (PRIs) an effective, efficient and transparent vehicle for local governance, social change and public service delivery mechanism meeting the aspirations of local population.

1.3 The role of Ministry involves strengthening the administrative infrastructure, basic services etc. by leveraging technology and capacity building of the functionaries of

PRIs. The Ministry's roadmap, to realise the above objectives, is through three pillars:- (i) provision of basic services through the Finance Commission funding, (ii) capacity building of Rural Local Bodies (RLBs) through revamped Rashtriya Gram Swaraj Abhiyan (RGSA) and (iii) convergent holistic planning through inclusive and participatory process through Gram Panchayat Development Plan (GPDP) and advocacy work.

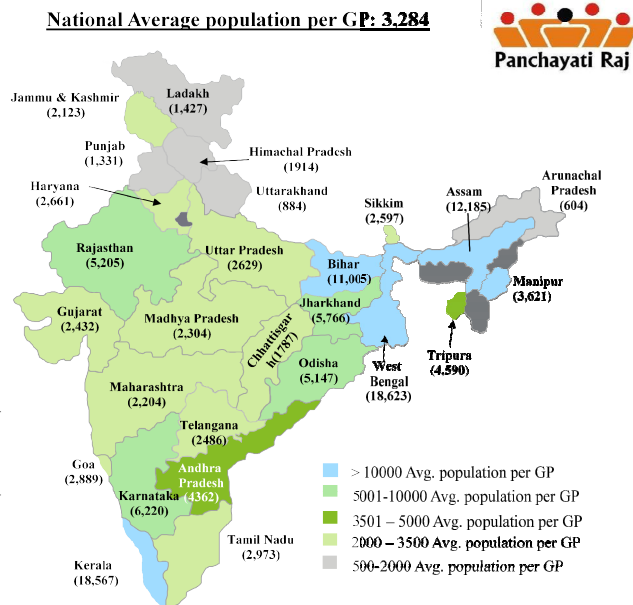
1.4 The Ministry is implementing two main Centrally Sponsored Schemes namely:- (A) Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) and (B) SVAMITVA.



Panchayat Statistics

No. of Gram Panchayats	:	2,55,401
No. of Block Panchayats	:	6,742
No. of District Panchayats	:	667
No. of Elected members of PRIs#	:	32.29 lakh
No. of Elected Women	:	15.03 lakh
Representatives		(46.6 %)

Source: Local Government Directory, as on 14th February, 2025.
As per data available with MoPR.



Source: Census, 2011

1.5 The Ministry in a written reply have informed the Committee of their major priorities for the financial year 2025-26 as under:

- (a) "To enhance the capacities of Panchayats for good governance and attainment of Sustainable Development Goals (SDGs) by adopting 9 thematic approach through participatory local planning, democratic decision-making, transparency and accountability and strengthen PRIs to function as effective institutions with social inclusion of citizens, diversification of training institutes imparting training and building capacities of the Panchayats beyond the conventional Institutes in the public/ govt. sector.

- (b) Completion of Drone flying in all the inhabited villages by March 2025 and saturation of the generation of Property Cards for all inhabited villages in the States/ UTs under SVAMITIVA scheme by March 2026 .
- (c) Conferment of National Panchayat Awards-2025 under Incentivization of Panchayats scheme to best performing PRIs under various themes for attainment of SDGs through targeted central development plans for which the Ministry has been building capacity of the PRIs
- (d) to make e-GramSwaraj Portal more useful to State and District/ Block/ Gram Panchayats for monitoring purpose and to take informed and evidence-based decision.
- (e) Strengthening of Service Delivery by Panchayats, particularly efficient and transparent delivery through adoption of digital technology and thus supplementing and complementing the efforts of the States for adoption and usage of digital solutions
- (f) Strengthening further the channels/ media of effective communication and dissemination of information till the grass root level about the various welfare schemes, programs and projects of different social sector Ministries/ Departments of Central Government and also to popularize the success stories related to Gram Panchayats in various states to motivate PRIs and thus empower the PRIs through various latest media modes including web-series, community radio, theme-based special campaigns.
- (g) Persuading the States for effective implementation of PESA by notifying PESA Rules, particularly in the States of Jharkhand and Odisha.
- (h) Augmentation of Own Sources of Revenue of the Panchayats for which initiatives such as research studies, advocacy and capacity building of the Panchayats in this connection are being carried out.
- (i) Ministry would strive that the allocations under the 15th Finance Commission to the Rural Local Bodies are disbursed to the maximum extent in 2025-26 subject to 3 centralized of eligibility conditions by the States/ RLBs.”

Panchayats Extension to the Scheduled Areas (PESA)

At present, Fifth Schedule Areas exist in 10 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana.

The PESA Act, 1996 provides that the State legislature shall endeavor to follow the pattern of the Sixth Schedule to the Constitution while designing the administrative arrangements in the Panchayats at District levels in the scheduled areas. The Sixth Schedule of the Constitution provides for creation of Autonomous Districts to preserve tribal autonomy and protect the cultural and economic interests of the hill tribes.

Salient Features of the PESA Act

1. Powers exclusive to Gram Sabha: Every village shall have its own Gram Sabha. A village may consist of one or more habitations or hamlets comprising a community and managing its affairs in accordance with traditions and customs [Sec 4 (b)]. (In Part IX, all electors of Village Panchayat constitute a Gram Sabha)
2. Gram Sabha is “competent” to safeguard and preserve the
 - (a) traditions and customs of the people, and their cultural identity,
 - (b) community resources, and
 - (c) customary mode of dispute resolution [Sec. 4(d)]
3. Gram Sabha has mandatory executive functions to
 - (i) approve plans, programmes and projects for social and economic development [Sec 4(e)(i)]
 - (ii) identify persons as beneficiaries under the poverty alleviation and other programmes [Sec. 4(e) (ii)]
 - (iii) issue a certificate of utilisation of funds by the Panchayat for the plans; programmes and projects referred to in clause (e) above [Sec. 4(f)]
4. Powers exclusive to Gram Sabha/Panchayat at appropriate level
 - (i) right to mandatory consultation in land acquisition, resettlement and rehabilitation of displaced persons [Sec. 4(i)]
 - (ii) Panchayat at an appropriate level is entrusted with planning and management of minor water bodies [Sec. 4(j)]
 - (iii) Mandatory recommendations by Gram Sabha or Panchayat at appropriate level for prospective licenses/lease, concessions for mines and minerals [Sec. 4(k), (l)]
5. Powers endowed to Gram Sabha and Panchayat at appropriate level to
 - regulate sale/consumption of intoxicants [Sec. 4 (m) (i)]
 - ownership of minor forest produce [Sec. 4 (m)(ii)]
 - prevent land alienation and restore alienated land[Sec. 4(m) (iii)]
 - manage village markets [Sec.4 (m)(iv)]
 - control over money lending to STs [Sec.4 (m)(v)]
 - control over institutions and functionaries in social sector, local plans including Tribal sub plans and resources [Sec. 4(m)(vi) and (vii)]

6. The Directive Principle of State Policy about establishment of virtual 'Village Republics' as envisaged in article 40 of the Constitution has been incorporated in the PESA Act for the Fifth Schedule Areas. Its effective implementation will bring about the following benefits to the tribal population:
- (i) Institutionalize self-governance and people's participation in decision making. By notifying Gram Sabha at village (hamlets or group of hamlets/ habitation or group of habitations) level, people will feel more comfortable in taking part in the governance of the village.
 - (ii) Reduce alienation in tribal areas as they will have control over the utilization of public resources in the village through Gram Sabha.
 - (iii) Reduction of alienation and resentment among tribal population will have a positive impact in reducing left wing extremism in the districts affected by it.
 - (iv) Reduce poverty and out-migration among tribal population as they will have control over natural resources such as minor water bodies, minor forest produce, minor minerals, etc. Control over and management of these resources will improve their livelihoods and incomes.
 - (v) Minimise exploitation of tribal population as they will be able to control and manage money lending, consumption and sale of liquor and also village markets.
 - (vi) Check illegal land alienation and also restore unlawfully alienated tribal land. This will not only reduce conflict but will also improve socioeconomic status of tribals.
 - (vii) Better implementation on developmental schemes and programmes due to enhanced people's participation in planning and identification of beneficiaries.
 - (viii) More accountable and responsive local administration due to control over functionaries of social sector and also power to issue utilisation certificates.
 - (ix) Promotion of cultural heritage through preservation of traditions, customs and cultural identity of tribal population.

Implementation of PESA Act, 1996

- MoPR circulated Model PESA Rules in 2009 and issued advisories time to time to the PESA States to frame their State specific PESA Rules.
- As of now, 8 States have framed their PESA Rules. States of Jharkhand & Odisha have notified their draft PESA Rules.
- State of **Andhra Pradesh** was the first (in 2011) and State of **Madhya Pradesh** is the most recent (in 2022) to frame their State PESA Rules.

- States have been asked for translation of State PESA Rules in prominent tribal languages.
- The Ministry has organised two Regional Conferences on PESA:
 - 11th & 12th January, 2024 at Pune, Maharashtra.
 - 4th & 5th March 2024 at Ranchi, Jharkhand.
- The Ministry has organised 'National Conference on PESA Act' on 26th September, 2024 at Dr. Ambedkar International Centre, New Delhi. The highlights of National Conference are:-
 - **Launch of Seven training manuals**, on 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"
 - **Launch of PESA-GPDP Portal** to develop PESA village development plan for development of PESA Area.
- The Anchor PESA States have conducted trainings of State Level Master Trainers on each training manual in their State:-
 - Strengthening of Gram Sabha (Anchor State- **Maharashtra**).
 - Minor Forest Produce (Anchor State- **Andhra Pradesh**).
 - Minor Minerals (Anchor State- **Chhattisgarh**).
 - Customary Mode of Dispute Resolution; (Anchor State- **Odisha**).
 - Control over Money Lending; (Anchor State- **Madhya Pradesh**).
 - Enforcement of prohibition & regulating/restricting the sales & consumption of intoxicants (Anchor State- **Himachal Pradesh**).
 - Prevention of alienation of land (Anchor State- **Telangana**).

1.6 When asked about new policy intervention to make Panchayati Raj Institutions (PRIs) more effective, efficient and transparent, the Ministry in their written reply have submitted the following:

“(a) Launching of Training Manuals on key PESA Subjects:

The PESA Act 1996 was enacted to empower tribal communities in areas included in Fifth Schedule. However, its implementation has not been effective, hindered by many factors. It has emerged from the two Regional Conferences held on 11-12 Jan., 2024 in Pune (Maharashtra) and on 4-5 March, 2024 in Ranchi (Jharkhand) that a training manual on each key PESA Subject is pre-requisite to meaningfully implement PESA Act. In response to the identified need for action-oriented capacity building. The Ministry has prepared, with collaboration of PESA States & Civil Society Organizations, seven training manuals on the PESA Subjects. These

training manuals have been launched by the Hon'ble Minister of State for Panchayati Raj in the National Conference on PESA Act organized on 26.09.2024 at Dr. Ambedkar International Centre, New Delhi.

The main feature of these training manuals is that all these manuals are action oriented training manuals and these manuals have been prepared for the first time.

The Ministry, in collaboration with State Governments, has conducted seven trainings of SLMTs (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

(b) Formation of Centre of Excellence in Central Universities:

MoPR has decided to form the Centre of Excellence (CoE) in Central Universities to institutionalize the efforts to implement a multi- pronged strategy to realize the objectives of PESA for our tribal communities. Towards this initiative, this Ministry communicated with the Department of Higher Education to seek information about National Level Universities having Tribal Studies Departments & Universities engaged in Tribal Studies. In response, the Department of Higher Education intimated about such 16 Universities.

The Request For Proposal for the 'Formation of Centre of Excellence in a Central University was circulated to 16 Central Universities. Based on the proposals received from 08 Central Universities, subsequent scrutiny and willingness from State Govt to bear State share of the cost, the proposal for Establishment of Centre of Excellence for PESA in Indira Gandhi

National Tribal University, Amarkantak, Madhya Pradesh with Gol's share of Rs. 8,01,19,320/- for five years has been approved by the Ministry.

The Ministry is following with the States of Andhra Pradesh and Himachal Pradesh in this regard.”

1.7 When the Ministry were asked about the steps taken to ensure the participation of women, marginalized communities and other weaker groups in the decision-making process of PRIs, , the Ministry in their written reply have submitted the following:

“Panchayat”, being “Local Government”, is a State subject and part of State List of Seventh Schedule of Constitution of India. Part-IX of the Constitution, relating to Panchayats, ensures participation of people residing in rural areas by way of conducting direct elections to all the seats in a Panchayat as well as direct/ indirect elections to the offices of Chairpersons in the Panchayats to establish three-tiers of Panchayati Raj System. Article 243D of the Constitution ensures participation of women, Scheduled Caste and Scheduled Tribes in Panchayati Raj Institutions (PRIs) by mandating not less than one-third reservation out of total number of seats and offices of Chairpersons in the Panchayats. States have been empowered to make provisions for reservation of seats for offices of Chairpersons in the Panchayats at any level in favour of Backward class of citizens. Further, Article 243G of the Constitution ensures their involvement in preparation of plan and implementation of schemes for economic development and social justice.

Due to continuous follow-up actions with the States for implementation of constitutional provisions for PRIs, 21 States and 2 Union Territories have gone even further and have made provisions of 50% reservation for women in PRIs in their respective State Panchayati Raj Acts/ Rules. The Ministry holds extensive exercise of capacity building of Elected Representatives, including Elected Women Representatives, through the scheme of Rashtriya Gram Swaraj Abhiyan. This Ministry focuses on developing the capacity of Elected Women Representatives of Panchayats to enable them to function effectively in Gram Panchayats and properly discharge their leadership roles. The Ministry has also been encouraging increased involvement of women in the functioning of Panchayats through active participation in the Gram Sabha meetings for preparation of Gram Panchayat Development Plans and various schemes being implemented by the Panchayats.

To this end, the Ministry has issued advisory to States to facilitate holding of separate Mahila Sabha meetings prior to Gram Sabha meetings.

Advisories have also been issued to States for enhancing allocation of funds for women-centric activities in Panchayats which have so resolved.”

1.8 According to the Ministry the following issues have been identified which are inhibiting the Panchayati Raj Institutions from becoming self-sufficient, decentralized and the centre of local self-governance as envisaged under the Constitution of India:

“Fund, Function and Functionary, also known as 3Fs, are crucial for efficient functioning of Panchayati Raj System. Through Central Finance Commission grants, State Finance Commission grants and various Central and State sponsored schemes, Panchayats are now receiving considerable fund. However, proper devolution of constitutionally mandated functions to the three levels of Panchayats along with their mapping with the activities to be performed by the Panchayats and provision for adequate manpower in Panchayats still remain important factors which inhibit the Panchayati Raj Institutions from becoming what they had been intended to be. Since “Local Government” is a subject in the State List of the Constitution and all actions for proper functioning of PRIs including framing of laws rests with the State Governments, the Ministry strives to reach its goals with regard to improvements in the functioning of Panchayats through policy interventions, advocacy, capacity building, persuasion and financial support. Government has recently introduced many innovative changes in the PRIs such as Public Finance Management System (PFMS), e-GramSwaraj, AuditOnline, Single Nodal Agency, Gram Manchitra, Survey of Villages and Mapping with Improved Technology in Village Areas (SVAMITVA) Scheme, revamped training and capacity building of elected Panchayat Representatives through the Rashtriya Gram Swaraj Abhiyan Scheme (RGSA), Government e-Marketing (GeM), focus on efficient delivery of services and entitlements, linking of Gram Panchayat Development Plan (GPDP)/ Block Panchayat Development Plan(BPDP)/ District Panchayat Development Plan(DPDP) with the 9localizing of Sustainable Development Goals (SDGs) etc. ”

1.9 The Detailed Demands for Grants (2025-2026) of the Ministry of Panchayati Raj were presented to the Lok Sabha on 11th February, 2025. An allocation of Rs. 1185.00 Crore has been made in the Budget Estimates (BE) of Demand No. 72 for the year 2025-26, which is Rs.1.36 Crore higher than the BE for the previous financial year 2024-25 i.e. Rs.1183.64 Crore.

The Committee have examined, in-depth, the Demands for Grants of the Ministry for the financial year 2025-26 and the same is deliberated in succeeding Chapters of the Report. The Observations/ Recommendations of the Committee

have been given at the end of the Report. The Committee expect the Ministry to take all necessary steps for proper and timely utilization of funds ensuring completion of the various schemes and projects in a time bound manner. The Committee expect the Ministry of Panchayati Raj to take the Committee's Observations/ Recommendations positively and act on them expeditiously and furnish Action Taken Replies in respect of the Observations/ Recommendations made in the Report within three months from the date of presentation of this Report.

Chapter II

Examination of Demands for Grants (2025-26)

2.1 The Scheme-wise Budget Estimates (BE) for the FY 2025-26 proposed by the Ministry of Panchayati Raj (MoPR) and finally approved by Ministry of Finance (MoF) is as under:

(Rs. in crores)

Sl. No.	Name of the Scheme	BE Proposed by MoPR	BE Approved by MoF
i.	Umbrella Rashtriya Gram Swaraj Abhiyan:		
	(a) Rashtriya Gram Swaraj Abhiyan (RGSA)	969.70	986.47
	(b) Incentivization of Panchayats (IoP)	47.00	47.00
	(c) Mission Mode Project on E-Panchayat	20.00	20.00
	(d) Action Research & Publicity	10.00	10.00
	(e) International Cooperation	0.20	0.20
	Total	1046.90	1063.67
ii.	SVAMITVA	70.00	70.00
iii.	Secretariat Services	59.70	51.33
	Grand Total	1176.60	1185.00

2.2 Statement of Breakup of Approved BE 2025-26

(Rs. in cr.)

Sl. No.	Name of the Scheme	BE 2025-26 (Approved)
1	Umbrella Revamped Rashtriya Gram Swaraj Abhiyan (RGSA)	
(i)	Rashtriya Gram Swaraj Abhiyan (RGSA)	986.47
	(a) Grants in aid	977.47
	(b) Other than Grant in Aid Expenditure (other expenses, professional services etc.)	9.00
(ii)	Incentivization of Panchayats	47.00
	(a) Grants in aid	46.00
	(b) Professional Services	0.47
	(c) Office Expenses	0.53
(iii)	Mission Mode Project on e-Panchayat	20.00
	(a) Office Expenses	18.50
	(b) Capital Expenditure	1.50
(iv)	Action Research & Publicity	10.00
	(a) Grants in aid	5.00
	(b) Advertising and Publicity	3.20
	(c) Professional Services	0.29
	(d) Office Expenses	1.50
	(d) Other Revenue Expenditure	0.01

(v)	International Cooperation	0.20
2	SVAMITVA	70.00
	(a) Grants in aid	33.10
	(b) Office Expenses	26.00
	(c) Capital Expenditure	10.90
	Total - Scheme	1133.67
3.	Sectt. Services (Non Scheme)	51.33
	(a) Salary	14.51
	(b) Non Salary	36.82
	Grand Total (Scheme + Non Scheme)	1185.00

2.3 When asked as to how it is proposed to spend Budget Estimates of Rs.1176.60 Cr. (proposed by Ministry) in Fiscal Year 2025-26, the Ministry in a written reply informed as under:

“Ministry has utilized almost 100% of RE allocation in FY 2023-24 and close to 68% in 2024-25 (as on 31st December, 2024) and also will utilize entire RE of 2024-25.

The enhanced allocation sought under the Scheme of RGSA is in cognizance of the demand of funds from the States/ UTs with the focus on Capacity Building & Training with the new approach adopted by the Ministry for achievement for delivering SDGs through local level interventions involving Panchayati Raj Institutions/ Traditional Local Bodies (TLBs). Further, the enhanced allocation sought under RGSA, which is as per financial outlay approved under CCEA note is based on the assessment of funds requirement under the Scheme for the FY 2025-26.

The reduction in Budget Estimate (BE) of Rs. 20 cr. for e-Panchayat MMP is as a result of the revised requirements as received from the Department of Space (DoS) and the overall fund utilization plan. The revised cost-sharing mechanism proposed by the DoS includes ₹3.20 crore for ISRO-related activities, which will be covered within this allocation. The remaining funds will be utilized for services under the e-Panchayat Mission Mode Project (MMP) through NICS.

Since larger share of the fund allocation is for the Scheme of RGSA, the following is the Roadmap for proper utilization of allocated funds under the Scheme that will have overall impact on the total expenditure of the Ministry:

- (i) Timely consideration and approval of AAPs for the year 2025-26 which provide ample time to States for implementation of approved activities.
- (ii) Sharing of checklist and providing hand-holding support to States or formulation of Annual Action Plans (AAPs).
- (iii) Regular interaction with States through VCs and telephonic calls for monitoring the progress and expediting the approved activities including transfer of funds to SNAs and their optimal expenditure for the approved activities. Necessary advice/ clarification to this effect as and when required is issued by the Ministry.
- (iv) Region/ State-specific VCs also being organised to expedite the completion of approved activities and utilisation of funds.
- (v) Constant monitoring of the progress of approved activities through MIS is undertaken.
- (vi) Mandatory release of funds through PFMS till last level of Executing Agency.
- (vii) Effectively taking up with the States/ UTs for release their matching share, liquidate unspent balances and submit the requisite documents viz. Utilisation Certificates (UCs) etc required for release of funds to the maximum extent.
- (viii) Ministry has developed web based applications for Panchayats (eGramSwaraj for planning, budgeting, accounting, monitoring, geo tagging of assets etc which is a constant planning and monitoring mechanism for implementation of Schemes/ Programmes/ Activities under Ministry of Panchayati Raj)
- (ix) Best performing Panchayat are incentivised through awards and financial incentives under Incentivization of Panchayats Scheme administered by the Ministry of Panchayati Raj.”

Chapter III

Budget Utilization Trends (2021-22 to 2024-25)

3.1 The amount earmarked under BE/ RE and Actual Expenditure for the FYs 2021-2022, 2022-23, 2023-24, 2024-25 and BE 2025-26 showing Plan/ Non-Plan or Capital and Revenue expenditure.

Sl. No	Name of the Scheme	2021-22			2022-23			2023-24			2024-25 (up to 31.12.2024)			2025-26
		BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.**	BE
Revenue Expenditure - Scheme														
1.	Rashtriya Gram Swaraj Abhiyan	593.00	618.00	618.00	593.00	682.98	682.98	819.00	814.86	814.86	916.50	674.00	479.69	986.47
2.	Incentivization of Panchayats	48.00	52.51	52.52	50.00	50.82	50.56	47.80	47.12	47.11	46.80	46.80	45.06	47.00
3.	Mission Mode Project on E-Panchayats	20.00	11.71	11.71	20.00	15.00	15.00	20.00	16.28	16.03	90.17	34.00	6.50	20.00
4.	Media &Publicity*	12.00	5.52	5.52	10.00	10.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	Action Research & Publicity*	3.00	2.50	2.50	3.00	3.00	12.98	8.00	8.68	8.64	10.00	10.00	3.35	10.00
6.	International Co-operation	0.20	0.17	0.17	0.20	0.20	0.15	0.20	0.20	0.17	0.20	0.20	0.18	0.20
7.	SVAMITVA	200.00	140.00	139.99	150.00	105.00	103.29	76.00	54.00	52.86	70.00	70.00	24.75	70.00
	Total of Scheme	876.20	830.41	830.41	826.20	867.00	864.96	971.00	941.14	939.67	1133.67	835.00	559.53	1133.67
Revenue Expenditure: Other (Non Plan/ Non Scheme)														
8.	Secretariat Service	37.23	37.97	34.43	42.37	38.77	36.22	45.42	42.86	40.49	49.97	45.00	34.22	51.33
	Grant Total	913.44#	868.38	864.84	905.78@	905.77	901.18	1016.42	984.00	980.16	1183.64	880.00	593.75	1185.00

*With effect from FY 2021-22, the Schemes of Media & Publicity and Action Research & Research Publicity have been merged into one scheme as 'Action Research and Publicity'.

#includes Rs .01 cr. Token Supplementary Grant.

@includes Rs. 37.21 cr. obtained through Supplementary Grant. (Rs.37.20 cr. additional +Rs.0.01 cr. Token Supplementary Grant)

** upto 31.12.2024

3.2 When asked to explain the reason for surrendered amount with respect to the Budget Estimates for 2022-23 and 2023-24 and policy initiatives proposed to be taken by the Ministry to arrest the gap between expenditure proposed at BE, RE stage and actual expenditure, the Ministry in their written replies submitted as under:

“The major reason for surrendered amount with respect to the budget estimates for 2022-23 and 2023-24 is the budgetary cut imposed by Ministry of Finance (MoF) at RE stage. Despite higher allocation sought by the Ministry at RE stage, Ministry of Finance imposed cuts and reduced funds to the Ministry at RE stage during the last two years. However, almost 100% of RE allocation has been utilized by the Ministry.

MoPR has initiated action to consider the Annual Action Plan (AAP) of the States/ UTs of concerned States/ UTs under RGSA in the beginning of the financial year and also taken action to expedite the release to the relevant States/ UTs timely as per their approved AAP. The pace of expenditure is sought to be kept in consonance with the approved MEP/ QEP to avoid any reduction of budget allocation by the MoF at RE Stage. States/ UTs have been advised to timely transfer the funds to Single Nodal Agencies (SNAs) and make efforts for monitoring implementation of the approved activities/ programmes and expenditure of funds.”

3.3 During the course of evidence, the Committee asked about the why the Revised Estimates is always lower than the Budget Estimates, the Secretary of the Ministry submitted the following :-

“Sir, the reason is that this is a demand-driven scheme. It is for the States to demand funds from the Government of India for their training and capacity-building needs. Now, many-a-times they have unspent balances from the last year. Therefore, they are not able to access their first instalments of the next year. Hence, the expenditure in the first six months is usually lower, not commensurate and that is why the RE becomes less.”

Chapter IV

Revamped Rashtriya Gram Swaraj Abhiyan (RGSA)

Revamped RGSA Scheme was approved on 13.04.2022 for implementation from 01.04.2022 to 31.03.2026. The Scheme extends to all States and Union Territories (UTs) including institutions of rural local government in Non-Part IX areas, where Panchayats do not exist. The Central Components of the Scheme is fully funded by the Government of India. However, the funding pattern for State Component is in the ratio of 60:40 among Centre and States respectively, except North East (NE), Hilly States and UT of Jammu and Kashmir where Central and State share is 90:10. For other UTs, Central Share is 100 per cent.

The primary aim of the scheme is Capacity Building & Training (CB&T) of Elected Representatives, Functionaries and other stakeholders of Panchayati Raj Institutions (PRIs) to strengthen grassroots level governance, establishment of institutional mechanism for CB&T at different level, providing support for basic infrastructure for the functioning of Gram Panchayats on limited scale. The capacity building intervention under RGSA envisages effective governance at grassroots level and equipping the Elected Representatives and Panchayat Functionaries for preparation of comprehensive and convergent Gram Panchayat Development Plans with the broad overview to achieve Sustainable Development Goals (SDGs) with the interventions of Panchayats.

Further, the Capacity Building and Training (CB&T) of PRIs has been one of the major activities of Revamped RGSA Scheme. The Ministry has been providing programmatic, technical and institutional support for strengthening of PRIs including advocacy support for inter-ministerial and multi-sectoral coordination under the scheme. Under the ambit of capacity building, knowledge support is also being provided for enhancing devolution to PRIs and finding solutions for local governance as well as outreach towards strengthening rural India.

The Central Components of revamped Scheme of RGSA are (i) Mission Mode Project on e-Panchayat (ii) Incentivization of Panchayats (iii) Action Research and Publicity and (iv) International Cooperation.

4.1 According to the Ministry they had proposed amount of 1046.90 Cr. as BE for the Umbrella Rashtriya Gram Swaraj Abhiyan and the Ministry of Finance (MoF) has allocated Rs.1063.67 at BE Stage for FY 2025-26. When asked as to how the Ministry propose to spend the allocation of Rs.1063.67 Cr. for the scheme during 2025-26 specially RGSA when MoF approved 16.77 Cr. more allocation, the Ministry have stated the following:

“Under the Revamped RGSA (CB Division) during 2025-26 the proposed amount was Rs. 969.70 cr against which an amount of Rs. 986.47 cr. has been allocated i.e. enhancement of Rs. 16.77 cr.

The Ministry has been implementing the scheme of revamped Rashtriya Gram Swaraj Abhiyan (RGSA) w.e.f 2022-23 with an objective to develop governance capabilities of Panchayati Raj Institutions (PRIs) to deliver on Sustainable Development Goals (SDGs). The expenditure under the schemes are booked by the States/ UTs on the approved activities under Annual Action Plan with the focus on Capacity Building and Training (CB&T) programs for ERs, functionaries, and other stakeholders of Panchayats. Additionally, the expenditure carried out under other activities approved, such as institutional support for CB&T, construction of Panchayat Bhawans, procurement of computers, etc.

Further, as the major focus of the scheme is CB&T, Ministry has identified key training areas to enhance the capacity of PRIs to deliver good governance and address emerging priorities effectively viz. training on Own Source Revenue (OSR), orientation on Women-Friendly Panchayats, training on Panchayat Advancement Index (PAI), training for Women Elected Representatives (WERs) to build their capacity and empower them to take on their roles effectively.

Ministry has also initiated Partnership and networking with Institutions of Excellence/ Universities for preparation of quality training modules and developing pool of Master Trainers for PRIs from academics/ faculties, strengthening capacities of PRIs for improving performance in subjects of National importance.

Hence, the allocated amount will spend in these planned activities.”

4.2 When asked to state the reason as to why only Rs.479.69 Cr. has been spent out of the total allocation of Rs.674 Cr at RE stage of 2024-25 as on 31.12.2024 and their plan to utilize the balance funds by 31 March, 2025, the Ministry have stated as follows:

“Release of funds was affected on account of the General Elections in April-June 2024 and hence the utilization of funds by States as well as the release of funds by the Ministry was less in the first quarter. However, the release in second quarter has taken pace and the figure of release of funds is Rs. 402.64 cr for RGSA as on 30.09.2024. Out of the available fund of Rs. 674 cr., an amount of Rs. 539.37 cr. has already been released and the remaining fund is likely to be released by mid of February, 2025. ”

4.3 State/ UT- wise status of fund released under the scheme of RGSA during the current FY 2024-25 (as on 31st December, 2024)

		(Rs. in crore)
Sl. No	States/ UTs	Fund Released
1	Andaman & Nicobar	1.00
2	Andhra Pradesh	0.00
3	Arunachal Pradesh	58.91
4	Assam	44.33
5	Bihar	0.00
6	Chhattisgarh	15.50
7	Dadar & Nagar Haveli and Daman & Diu	0.00
8	Goa	0.50
9	Gujarat	0.00
10	Haryana	0.00
11	Himachal Pradesh	27.21
12	Jammu & Kashmir	50.00
13	Jharkhand	0.00
14	Karnataka	0.00
15	Kerala	10.00
16	Ladakh	0.00
17	Lakshadweep	0.00
18	Madhya Pradesh	40.00
19	Maharashtra	60.00
20	Manipur	0.00
21	Meghalaya	6.00
22	Mizoram	10.00
23	Nagaland	10.00
24	Odisha	9.32
25	Puducherry	0.00
26	Punjab	0.00
27	Rajasthan	0.00
28	Sikkim	5.00
29	Tamil Nadu	30.00
30	Telangana	0.00
31	Tripura	5.00
32	Uttar Pradesh	17.77
33	Uttarakhand	25.00
34	West Bengal	37.68
	Sub Total	463.22
35	NIRD, PCB, West Bengal, SoEPR, IIPA Delhi, IIM and Other Expenditure	16.47
	Total	479.69

*As on 31st December, 2024

4.4 When asked to furnish the reasons for non-release of any amount to 14 out of 34 States/ UTs under the Scheme in 2024-25 as on 31.12.2024, the Ministry have furnished the following reason:

“The scheme of RGSA is a demand driven in nature and the release of funds to the States/ UTs remained dependent on the timely submission of Annual Action Plan by the States/ UTs, liquidation of unspent balance, submission of requisite documents etc. The short fall in releases and non-release of funds to the Sates/ UTs is mainly on account of non-submission of requisite documents including UCs, Audited Statements, non-release of State Share and/ or availability of unspent balance with States/UTs more than releasable amount and also non-compliance of MoF instructions regulating release of funds under CSS.

Further, release of funds was also affected on account of the General Elections in April-June 2024 and hence the expenditure by the States as well as the release of funds was less in the first quarter. However, as on 31.12.2024 under the scheme fund amounting to 512.61 cr. has been released to 22 States/ UTs as well as other implementing agencies out of the Annual Action Plan submitted/ approved by 32 States/ UTs.”

4.5 The Ministry have also informed the reasons for the sharp decline in the all India release figures against the Annual Action Plans consecutively for the last three years which are as under:

“The sharp decline in the all-India release figures against the Annual Action Plans (AAPs) over the last three years under the Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) can be attributed to several factors. RGSA is a demand-driven scheme with funding shared between the Centre and the States in a 60:40 ratio, except for the North-Eastern and Hilly States and Jammu & Kashmir, where the ratio is 90:10, and Union Territories (UTs), where the Centre provides 100% funding.

The release of funds under RGSA is contingent on multiple prerequisites, including the timely submission of utilization certificates, audit reports, and the liquidation of unspent balances in Single Nodal Accounts (SNA). It also requires States to release their matching share and demonstrate at least 75% utilization of both Central and State shares released in previous years, along with the submission of audited statements.

Despite the approval of AAPs by the Central Empowered Committee (CEC) based on recommendations of State Empowered Committees (SEC), delays have been observed in the States' release of their corresponding share or addressing deficits in their share. Such delays adversely impact the timely utilization of funds, leading to delays or non-

submission of utilization certificates. Moreover, many States and UTs have substantial unspent balances from previous allocations, which further hinders the release of fresh funds. Additionally, compliance issues with the Ministry of Finance (MoF) guidelines on the release of funds under centrally sponsored schemes have exacerbated the situation.”

4.6 When asked to provide the details of steps taken by the Ministry for supplementing the efforts of the State Government towards training and capacity building of the elected representatives, it has been informed that:

“The scheme of Revamped RGSA is being implemented for strengthening of Panchayats, which endeavours for graduated capacity building of Elected Representatives (ERs), Panchayat Functionaries and other stakeholders. As a fresh approach to capacity building of Panchayats, leveraging of technology for greater outreach amongst the elected representatives of Panchayats by distant mode through IP based technology, use of smart phone based applications, use of social media, utilizing short films on best practices for wide reach, training on 9 themes.

The scheme aims to enhance the capacity of Panchayats in all States/ UTs so as to equip them for good governance at grass roots and ensure mass participation, efficient delivery of services, transparency and inclusive development. The scheme provides for Orientation training of newly elected PRI Elected Representatives (ERs) within 6 months of their election, followed by refresher courses within two years, Partnership and networking with institutions of excellence/ Universities/ Colleges, for preparation of quality training modules and developing pool of Master Trainers for PRIs from academics/ faculties, Strengthening capacities of PRIs for improving performance in subjects of National importance, especially in the areas of primary health services including immunization and nutrition, education sanitation, water conservation, health and immunization, digital transactions, digital literacy of PRIs and their stakeholders etc. The scheme also supports to mobilise, educate and transform Ward Members or Panchs into Sectoral Resource Persons with a clear role and thus greater influence to transform them into agents of change.

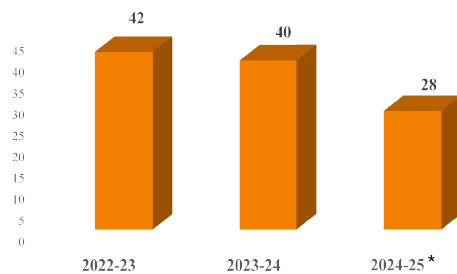
Ministry has taken initiatives to re-orient the training of Panchayats, and has signed Memorandum of Understanding (MoU) with Indian Institute of Management – Ahmedabad (IIM-A), IIM-Bodh Gaya, IIM-Jammu, IIM-Amritsar, IIM- Rohtak, IIM-Shillong, Institute of Rural Management –Anand (IRMA) and IIT Dhanbad for conducting Leadership/ Management Development Program (MDP). Under the scheme of RGSA, the States/ UTs can also sign MoU with the Institutes of Excellence (IoE) in their own States or nearby States to develop such kind of programmes for the

Capacity Building & Training of Elected Representatives and Functionaries of Panchayat.

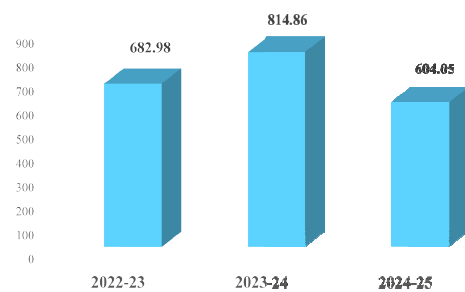
Trainings have been imparted to 10362242 ERs and other stakeholders under the scheme since its implementation.”

Progress- Physical & Financial

Number of ERs, Panchayat Functionaries and other stakeholders trained (in lakh)



Expenditure under RGSA (Rs. in crore)



*As on 12.02.2025

4.7 Incentivization of Panchayats

The Ministry of Panchayati Raj (MoPR) has been incentivizing the best performing Panchayats/ states/ Union Territories (UTs) through National Panchayat Awards under the Incentivization of Panchayats scheme, one of the central components of Centrally Sponsored scheme of revamped Rashtriya Gram Swaraj Abhiyan (RGSA). These awards have been revamped w.e.f. National Panchayat Award 2023 to assess the performance of Panchayati Raj Institutions in attainment of Sustainable Development Goals (SDGs) through 9 identified Localization of SDGs themes namely (i) Poverty free and enhanced livelihoods Panchayat (ii) Healthy Panchayat (iii) Child friendly Panchayat (iv) Water sufficient Panchayat (v) Clean and Green Panchayat (vi) Self-sufficient infrastructure in Panchayat (vii) Socially Secured Panchayat (viii) Panchayat with good governance (ix) Women-friendly Panchayat. The revamped National Panchayat Awards competition is pyramidal and multi-level at Block, District State/ UT and National level where awardee GPs shortlisted at respective level and further nominated for higher level. The revamped National Panchayat Awards enable ranking of all the participating Gram Panchayats/ equivalent bodies across the country at every level i.e. Block, District, State/ UT and National to enable creating a baseline for them to

assess their status under each of the LSDG theme. This will enable these local bodies to achieve the SDGs in a phased manner by the year 2030. For encouraging the efforts of awardee panchayats, a provision of financial incentives is made for the awardees ranging from Rs.50 lakhs for a Gram Panchayat to 5.00 crore for a District Panchayat. Apart from this, special awards for GPs and Institutions have also been instituted. The Award money directly transferred to the awardee Panchayats in their PFMS mapped account. The categories of National Panchayat Awards given during December, 2024 are as under:-

- (a) Deen Dayal Upadhyay Panchayat Satat Vikas Puraskar**
- (b) Nanaji Deshmukh Sarvottam Panchayat Satat Vikas Puraskar**

Special Categories of awards (National Level):

- (a) Gram Urja Swaraj Vishesh Panchayat Puraskar**
- (b) Carbon Neutral Vishesh Panchayat Puraskar**
- (c) Panchayat Kshamta Nirmaan Sarvottam Sansthan Puraskar**
- (d) Best Participant (State/ District Panchayat)**
- (e) Nanaji Deshmukh Sarvottam Panchayat Satat Vikas Puraskar**

4.8 When asked about the reasons for proposed Rs.47.00 Crore (BE) for 2025-26 while the Ministry spent Rs.45.06 Crore up to 31.12.2024 against Rs.46.80 Crore at RE stage during the current financial year 2024-25, the Ministry stated as under:

“Under Incentivization of Panchayats scheme, major expenditure is incurred towards the release of award money to the awardees. Awards are usually conferred annually on 24th April. However, due to General Elections to the Lok Sabha in the year 2024, awards process was deferred. Accordingly, National Panchayat Awards 2024 were conferred on 11th December, 2024 and award money was released to the awardees subject to receipt of previous years utilization certificates (UCs). Against Rs.46.80 Cr. (RE), Rs.45.06 Cr is already spent up to 31.12.2024 and the balance amount of Rs.1.74 Cr. is estimated to be spent up to 31.03.2025. For the FY 2025-26, BE Rs.47.00 crore has been proposed accordingly as per the annual estimate requirement for award money and related activities.”

4.9 When asked about the number of Panchayats that have been identified for conferring the award under the Incentivization of Panchayats Scheme in the Country during the last three years and current year up to 31.01.2025 and whether the allocation

under BE 2024-25 would be sufficient to meet the demand, the Ministry have submitted as under:

“During the last three years, 678 Panchayats i.e. 42 (Year-2023), 322 (Year-2022) and 314 (Year-2021) were identified for conferring awards under the Incentivization of Panchayats scheme in the country. During the current year (Year-2024), National Panchayat Awards were conferred to 42 Panchayats. The allocation of Rs. 47.00 crore would be sufficient to meet the demand under the Incentivization of Panchayats scheme.”

4.10 Mission Mode Project on e-Panchayat

Mission Mode project on e-Panchayat is fully funded (100%) by the Central Government. Under Mission Mode Project on e-Panchayat, funds are released to National Informatics Center Services Inc. (NICSI) for central level support for maintenance and training of eGramSwaraj and other applications, faculty support and programme management.

4.11 In response to query raised by the Committee, the Ministry have furnished the following detailed note on the working of E Panchayats and to make Panchayats paperless:

“Ministry of Panchayati Raj (MoPR) has formulated a scheme for Information and Communication Technology (ICT) enablement of all the Panchayats in the country in a Mission Mode approach. e-Panchayat is one of the Mission Mode Projects (MMP) under the Digital India programme of Government of India that seeks to transform the functioning of Panchayati Raj Institutions (PRIs), making them more transparent, accountable and effective as last mile cutting edge organs of decentralized local self-governments.

The Panchayats being the basic unit for planning and implementation of a large number of schemes and services, e- Panchayat programme would also go a long way in improving governance including public service delivery with better outcomes. The project aims at automating internal workflow processes of all the nearly 2.71 Lakh Panchayats or equivalent across the country (incl. Traditional Local Bodies (TLBs)) benefitting approximately 30 lakh elected members and about 10 lakhs PRI functionaries and improve local governance and make democracy work effectively at grassroots level.

Under the MMP, a suite of Core Common software Applications were developed to address various aspects of Panchayats' functioning such as planning, budgeting, implementation, accounting, monitoring, social audit and delivery of citizen services like issue of certificates, licenses, etc. With

a vision to usher in digital Panchayats to empower & transform rural India, e-Gram SWARAJ (<https://egramswaraj.gov.in/>), was launched by Hon'ble Prime Minister on National Panchayati Raj Day, 24th April, 2020. It provides a Single window with the complete Profile of the Gram Panchayat, including Sarpanch & Panchayat Secretary details, Demographic details of the Panchayat, Details of Panchayat finances, asset details, activities taken up through Gram Panchayat Development Plan (GPDP), Panchayat information from other Ministries/ departments such as Census 2011, SECC data, Mission Antyodaya survey report etc. e-Gram SWARAJ improves reporting and tracking of Panchayat activities, providing a single interface for capturing Panchayat information. It strengthens and decentralizes planning process so that the development funds consumed by the Plans result in effective outcomes.

The application focuses on Work Based Accounting, tracking every expenditure incurred for each of the activities proposed under the Gram Panchayat Development Plan (GPDP). In order to ensure better financial management of PRIs for enhancing transparency & accountability in maintenance of accounts, Ministry has integrated e-Gram SWARAJ with PFMS. e-Gram SWARAJ-PFMS Interface is one of its kind for Gram Panchayats to make real time payments to vendors/ service providers. All transactions are secured, and payment vouchers are created using 2 factor authentications. Till date, 2.63 lakh GPs or equivalent bodies (including TLBs) have carried online transactions of over Rs. 2.33 lakh crores since its inception.

So far, 2.54 lakh GPs have prepared and uploaded their Gram Panchayat Development Plans (GPDPs) for 2024-25 on e-Gram Swaraj. State-wise progress are as under:

S. No	State Name	Total No. of Village Panchayats & Equivalent	Village Panchayat onboard	Village Panchayats & Equivalent With Online Payment	Total No. of Village Panchayats & Equivalent	Block Panchayat onboard	Block Panchayats With Online Payment	Total No. of Village Panchayats & Equivalent	Zila Panchayat onboard	Zila Panchayats With Online Payment
1	ANDHRA PRADESH	13328	13296	12887	660	660	635	13	13	13
2	ARUNACHAL PRADESH	2108	2106	172	0	0	0	25	25	6
3	ASSAM	2662	2197	2164	191	191	185	30	27	27
4	BIHAR	8054	8054	8042	534	534	528	38	38	38
5	CHHATTISGARH	11596	11594	11490	146	146	146	27	27	27
6	GOA	191	191	87	0	0	0	2	2	2
7	GUJARAT	14656	14591	13571	248	248	248	33	33	33
8	HARYANA	6225	6221	5799	143	143	130	22	22	22

9	HIMACHAL PRADESH	3615	3614	3498	81	81	79	12	12	12
10	JHARKHAND	4345	4345	4314	264	264	261	24	24	23
11	KARNATAKA	5954	5954	5935	238	232	113	31	31	28
12	KERALA	941	941	939	152	152	152	14	14	14
13	MADHYA PRADESH	23011	23009	22969	313	313	309	52	52	52
14	MAHARASHTRA	27911	27830	26125	351	351	299	34	34	34
15	MANIPUR	3180	161	119	0	0	0	12	6	4
16	MEGHALAYA	6817	0	0	2241	0	0	3	3	0
17	MIZORAM	842	842	832	0	0	0	0	0	0
18	NAGALAND	1289	186	0	0	0	0	0	0	0
19	ODISHA	6794	6794	6791	314	314	314	30	30	30
20	PUNJAB	13236	13220	9007	152	151	109	22	22	19
21	RAJASTHAN	11211	11206	10708	361	353	351	33	33	33
22	SIKKIM	199	199	192	0	0	0	6	6	6
23	TAMIL NADU	12525	12525	12515	388	388	388	36	36	36
24	TELANGANA	12771	12768	12622	540	540	496	32	32	32
25	TRIPURA	1194	1176	1160	75	75	75	9	9	8
26	UTTARA-KHAND	7795	7794	7729	95	95	95	13	13	13
27	UTTAR PRADESH	57691	57691	57585	826	826	820	75	75	75
28	WEST BENGAL	3339	3339	3338	345	345	345	22	21	21
Total		263480	251844	240590	8658	6402	6078	650	640	608

Also, 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.”

4.12 In reply to a query on the details of internet/ e-panchayat facility that has been provided to all Panchayats of various States of the country, the Ministry have submitted as under:

“For providing high bandwidth capacity, expansion of mobile services and broadband connectivity in rural and remote areas, BharatNet project is being implemented by Department of Telecommunications in a phased manner to create network to connect all Gram Panchayats (approx. 2,55,000) in the country. The scope of BharatNet on 30.06.2021 has been extended up to all inhabited villages beyond GPs in the country. As per the information available with this Ministry from BharatNet UNMS dashboard, so far 2,18,347 GPs have been made Service Ready under

the BharatNet project in the country. State/ UT-wise Service Ready GPs is as under:

State wise number of Service Ready/ Operational GPs under BharatNet Project (including TLBs)

Sr. No	State Name	Total GPs/ TLBs	Service Ready GPs/ TLBs	Operational GPs/ TLBs	% Operational GPs/ TLBs
1	ANDAMAN AND NICOBAR ISLANDS	70	81	73	90%
2	ANDHRA PRADESH	13326	12972	447	3%
3	ARUNACHAL PRADESH	2108	1145	175	15%
4	ASSAM	2662	1634	604	37%
5	BIHAR	8054	8860	3483	39%
6	CHHATTISGARH	11645	9759	1752	18%
7	GOA	191	0	0	0%
8	GUJARAT	14621	14563	10814	74%
9	HARYANA	6225	6204	2302	37%
10	HIMACHAL PRADESH	3615	416	244	59%
11	JAMMU AND KASHMIR	4291	1115	442	40%
12	JHARKHAND	4345	4649	2519	54%
13	KARNATAKA	5952	6251	3401	54%
14	KERALA	941	1130	956	85%
15	LADAKH	193	193	23	12%
16	LAKSHADWEEP	10	9	4	44%
17	MADHYA PRADESH	23011	18106	2695	15%
18	MAHARASHTRA	27911	24778	4257	17%
19	MANIPUR	3812	1485	81	5%
20	MEGHALAYA	6831	697	97	14%
21	MIZORAM	841	539	63	12%
22	NAGALAND	1304	236	11	5%
23	ODISHA	6794	7099	3267	46%
24	PUDUCHERRY	108	101	88	87%
25	PUNJAB	13238	12807	9244	72%
26	RAJASTHAN	11208	8997	6738	75%
27	SIKKIM	199	54	5	9%
28	TAMIL NADU	12525	10298	5119	50%
29	TELANGANA	12771	10926	6005	55%
30	THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU	38	41	15	37%
31	TRIPURA	1176	772	402	52%
32	UTTAR PRADESH	57691	47451	4898	10%

33	UTTARAKHAND	7795	2021	1121	55%
34	WEST BENGAL	3339	2958	2334	79%
Grand Total		268841	218347	73679	34%

State-wise details of Gram Panchayat with Computer

Sl. No	Name of the States	GPs with computer	Percentage (%)
1	Andhra Pradesh	9556	71.704
2	Arunachal Pradesh	972	46.110
3	Assam	1510	56.724
4	Bihar	8053	99.988
5	Chhattisgarh	5752	49.382
6	Goa	191	100.000
7	Gujarat	14546	99.249
8	Haryana	1725	27.720
9	Himachal Pradesh*	3615	100.000
10	Jammu and Kashmir	4291	100.000
11	Jharkhand	3312	76.226
12	Karnataka	5953	100.000
13	Kerala	941	100.000
14	Madhya Pradesh	22722	98.744
15	Maharashtra	26998	96.590
16	Manipur	161	100.000
17	Meghalaya	4729	69.218
18	Mizoram	261	30.961
19	Nagaland	595	45.247
20	Odisha	6794	100.000
21	Punjab	0	0.000
22	Rajasthan	11208	99.911
23	Sikkim	149	74.874
24	Tamil Nadu	10100	80.639
25	Telangana	4436	34.735
26	Tripura	701	58.809
27	Uttar Pradesh	57702	100.000
28	Uttarakhand	2805	35.985
29	West Bengal	3339	100.000
30	Andaman & Nicobar	70	100.000
31	The Dadra And Nagar Haveli And Daman And Diu	42	100.000
32	Lakshadweep	0	0.000
33	Ladakh	129	66.839

34	Puducherry	0	0.000
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4.13 The Ministry furnished the status of Gram Panchayats (GPs) with and without Panchayat Bhawan as under:

Sl. No	Name of the State	GPs with Panchayat Bhawan	GPs without Panchayat Bhawan
1	Andhra Pradesh	11478	1849
2	Arunachal Pradesh	974	1134
3	Assam	1949	713
4	Bihar	1447	6607
5	Chhattisgarh	11648	0
6	Goa	183	8
7	Gujarat	13850	806
8	Haryana	3088	3135
9	Himachal Pradesh	3300	315
10	Jammu and Kashmir	3464	827
11	Jharkhand	4257	88
12	Karnataka	5493	460
13	Kerala	941	0
14	Madhya Pradesh	22722	289
15	Maharashtra	24587	3364
16	Manipur	134	3678
17	Meghalaya	5341	1491
18	Mizoram	441	402
19	Nagaland	697	618
20	Odisha	6794	0
21	Punjab	8334	4904
22	Rajasthan	11208	10
23	Sikkim	180	19
24	Tamil Nadu	11694	831
25	Telangana	7888	4883
26	Tripura	27	1165
27	Uttar Pradesh	56647	1055
28	Uttarakhand	6565	1230
29	West Bengal	3227	112
30	Andaman & Nicobar	62	8
31	The Dadra And Nagar Haveli And Daman And Diu	38	4
32	Lakshadweep	0	10
33	Ladakh	190	3
34	Puducherry	0	108

4.14 The Ministry have also furnished the details of construction of Panchayat Bhawan approved and constructed under RGSA since 2022-23 till 2024-25 (as on 22.01.2025) as under:-

Sl. No	State	2022-23		2023-24		2024-25	
		Approved*	Constructed	Approved *	Constructed	Approved*	Constructed
1	A & N Islands	0	0	0	0	0	0
2	Andhra Pradesh	0	0	0	0	200	0
3	Arunachal Pradesh	939	260	540	279	661	71
4	Assam	261	0	432	208	349	1
5	Bihar	500	355	280	144	136	0
6	Chhattisgarh	54	54	0	0	210	
7	Dadra and Nagar Haveli	13	8	0	0		
8	Daman and Diu					4	0
9	Goa	1	0	1	0	0	0
10	Gujarat	0	0	15	6	0	0
11	Haryana	383	0	0	0	0	0
12	Himachal Pradesh	292	191	101	42	91	26
13	Jammu & Kashmir	500	10	500	30	970	221
14	Jharkhand	0	0	0	0	0	0
15	Karnataka	0	0	0	0	0	0
16	Kerala	7	5	0	0	0	0
17	Ladakh	0	0	0	0	3	0
18	Lakshadweep	0	0	0	0	0	0
19	Madhya Pradesh	0	0	0	0	50	0
20	Maharashtra	513	228	439	0	461	64
21	Manipur	27	0	11	0	11	0
22	Meghalaya	6	6	30	6	24	0
23	Mizoram	246	0	330	17	313	0
24	Nagaland	84	0	134	0	134	11
25	Odisha	0	0	0	0	0	0
26	Puducherry	0	0	0	0	0	0
27	Punjab	259	170	89	89	0	0
28	Rajasthan	43	11	32	22	10	1
29	Sikkim	25	4	20	7	17	2
30	Tamil Nadu	0	0	0	0	146	146
31	Telangana	675	0	182	130	194	0
32	Tripura	44	15	42	15	14	0
33	Uttarakhand	100	20	180	77	184	43
34	Uttar Pradesh	973	684	615	413	126	45

35	West Bengal	0	0	35	0	112	30
Total		5969	2021	4008	1485	4420	661

*approved unit includes carry over of previous year

4.15 Action Research & Publicity

From the FY 2021-22, the Schemes of 'Media & Publicity' and 'Action Research & Research Studies' have been merged into one scheme as 'Action Research and Publicity'. It primarily aims at effective communication through all the available media platforms for advocacy, awareness and publicity regarding Panchayati Raj and its programmes which aim to build capacity within and enhance the performance of Panchayats at all levels. The research component of the scheme is meant for taking up research studies through institutions to assess the impact of various schemes/ programmes/ initiatives of the Government related to PRIs.

4.16 In response to a specific query raised by the Committee, the Ministry have submitted the following details of studies presently undergoing and conducted in the last three years:

"Currently, five sanctioned studies are in progress out of which study reports of three studies are on the verge of finalization. One study report is being revised by the institute and seven studies have been completed under the component "Action Research", as per the table below:

Year	No. of Studies Sanctioned	No. of Studies Completed	Remarks
2021-22	5	5	-
2022-23	3	2	Draft report for one study is being revised.
2023-24	3	-	The final revised reports on all 3 studies are expected to be submitted by Jan, 2025.
2024-25 As on (31.12.2024)	2	-	One report is expected to be submitted by Feb, 2025 and the other by Aug, 2025.
TOTAL	13	7	Field work is underway for two studies sanctioned in 2024-25. Reports for the three studies sanctioned during the year 2023-24 are on the verge of finalization and in the case of one study sanctioned during the year 2022-23, the Institute is soon submitting the report.

4.17 When asked by the Committee, the Ministry have informed the major finding of study report and steps taken for improvement of the functioning of Panchayats as under:-

“Over the years, based on the findings and recommendations of these studies the MoPR has been taking several steps to strengthen the PRIs in the States and Union Territories (UTs) covered under Part IX of the Constitution through provisioning of financial and technical assistance under the schemes and programs of the Government, and issue of advisories from time to time. The various measures taken include the status of devolution of powers to the PRIs by the States; status, processes, problems in implementation of Gram Panchayat Development Plan (GPDP) and its impact on Panchayat Service Delivery and Way Forward for further Strengthening of GPDP; status of the rural local governance system in the Non-Part IX Areas of the Country; Panchayat Elections; Panchayat and Dispute Resolution; development of human resources in Panchayats; strengthening interface between Panchayats and Elected Representatives of Parliament and State Legislatures; preparation of a viable financial model for generation of own source revenue; and low participation in Gram Sabha across the States & UTs. Further, assessment of schemes being implemented by the Ministry has also been undertaken for course correction.”

4.18 When the Ministry were asked about the present measures adopted sufficient for effective communication and dissemination of the benefits/ facilities available in the rural area of the country alongwith the activities undertaken during the last three years and the priorities for 2024-25, they have furnished the following:-

“The present measures adopted are found to be sufficient for effective communication/ dissemination of the benefits/ facilities available in the rural areas of the country. However, more emphasis is being given to social media for which the Ministry has engaged dedicated Social Media agency to scale-up outreach through it. The details of activities undertaken have been given against Point No. 59 above. The activities to be undertaken in current year include organizing various seminars and workshops at national level with its mass impact on the PRIs in building their capacities in attainment of sustainable development goals. Further, during the FY 2024-25, the Ministry is considering the approach of reaching out to wider audience through use of popular hit OTT series such as ‘Panchayat’ and collaborating with UN agency on initiating a socio-behavioural change campaign on gender sensitization. “

4.19 The Ministry have also submitted the following details regarding achieving the objectives after merger of the schemes of Media and Publicity and Action & Research Publicity:

“The merger of smaller Schemes of ‘Media & Publicity’ and ‘Action Research & Research Publicity’ to form single scheme. ‘Action Research & Publicity’ has been effective as it has allowed flexibility of meeting expenditure based on the priorities which was not possible on earlier occasion and has thus resulted in better utilisation of allotted funds.”

4.20 Tied and Untied Grant to RLBs

XV Finance Commission Recommendations

- **Total allocation to RLBs for FY 2021-26: Rs. 2,36,805 crores**
 - **60% Tied Grants** for – drinking water supply, rainwater harvesting & sanitation
 - **40% Untied Grants** for felt needs (29 subjects)

Rs. in crore

Untied Grants			Tied Grants		
Year	Allocation	Release	Year	Allocation	Release
2020-21	30,375	30,375	2020-21	30,375	30,375
2021-22	17,960	17,895	2021-22	26,941	26,805
2022-23	18,605	17,906	2022-23	27,908	26,862
2023-24	18,807	17,817	2023-24	28,211	26,703
2024-25	19,920	10,528	2024-25	29,880	14,841



XV Finance Commission Recommendations



Contd...

- Inter-se distribution for RLBs in States – 90:10 (Population: Area)
- Inter-se distribution among all tiers to be done by States as per SFC recommendations in conformity with following bands:

Range	GPs	BPs	ZPs
Minimum	70%	10%	5%
Maximum	85%	25%	15%

- The State Governments receiving the Fifteenth Finance Commission (XV FC) recommended grants from the Union Government shall transfer the same to Rural Local Bodies (RLBs) within ten working days.
- Any delay beyond ten working days will require the state governments to release the grants with interest for the period of delay as per the average effective rate of interest on market borrowing/state developments loan for the previous year.

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Ministry of Panchayati Raj, GoI

Fiscal Devolution to Rural Local Bodies: XV FC

- **Interim Fund Allocation (2020-21):** Rs. 60,750 crores
- **Total Fund Allocation (2021-22 to 2025-26):** Rs. 2.36 lakh crores
 - **Tied Grants (60%):** Rs. 1.42 lakh crores (*Drinking water supply, rainwater harvesting, sanitation & maintenance services*)
 - **Untied Grants (40%):** Rs. 0.94 lakh crores [*For improving Basic services (29 subjects)*]

(99%)	(96%)	(96%)	(51%)	
44,901	46,513	47,018	49,800	

Total Allocation
Releases

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Ministry of Panchayati Raj, GoI

4.21 Panchayat Elections

Timely conduct of Panchayat Elections is an essential prerequisite for the effective democratic functioning of Panchayati Raj Institutions (PRIs). In terms of Article 243E of

the Constitution of India, every Panchayat, unless sooner dissolved under any law for the time being in force, shall continue for five years from the date appointed for its first meeting and no longer. An election 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. Every States /UTs, covered under Part-IX of the Constitution, shall have a State Election Commission, constituted under Article 243K of the Constitution, who is responsible for superintendence, direction and control of the preparation of electoral rolls for, and the conduct of, all elections to the Panchayats. Thus, State Election Commissions play important role in holding panchayat elections on time. The Ministry has issued advisories to the States/UTs, where Panchayat elections are delayed, with the request to take all possible steps to hold the delayed Panchayat elections in conformity with the Constitutional provisions.

State/UT-wise status of elections to Panchayati Raj Institutions (PRIs)

Sr. No.	Particulars	Name of States and Year
1.	Election due in 2024	Tamil Nadu (2024), Telangana (2024), Uttarakhand (2024 except Haridwar)
2.	Elections in 2025 and beyond	A&N Island (2025), Chhattisgarh (2025), Daman & Diu & Dadra & Nagar Haveli (2025), Arunachal Pradesh (2025), Goa (2025), Karnataka (2025, GP), Kerala (2025), Rajasthan (2025), AP (2026), Bihar (2026), Gujarat (2026), HP (2026), UP (2026), Jharkhand (2027), Haryana (2027), MP (2027), Odisha(2027), Sikkim (2027), West Bengal (2028), Tripura (2029), Punjab (2029)
3.	Election delayed	Puducherry(2011), Karnataka (2021 for BP & ZP), Maharashtra (2022 for BP & ZP), Manipur (2022), Lakshadweep (2022), Assam(2023), Jammu & Kashmir (2023), Ladakh (2023)

Chapter IV

SVAMITVA (Survey of Villages and Mapping with Improvised Technology in Village Areas) Scheme

5.1 The scheme of SVAMITVA aims to provide the 'record of rights' to village household owners possessing houses in inhabited rural areas in villages and issuance of property cards to the property owners. This scheme is being implemented with the collaborative efforts of the Ministry of Panchayati Raj, State Revenue Department, State Panchayati Raj Department and Survey of India (Sol).

5.2 Under the SVAMITVA scheme, funds to Survey of India are provided for two components—Large Scale Mapping (LSM) using drones and establishment of Continuous Operating Reference Station (CORS). Funds are also provided directly to States for Information, Education, Communication (IEC) and setting up of State Project Monitoring Unit (SPMU). Funds are also released to National Informatics Centre (NIC) through National Informatics Centre Services Inc (NICS) for NPMU, Enhancement of Spatial Planning Application 'Gram Manchitra', Central Infrastructure and other technical and software requirements.

Funds are released for the following key components of the SVAMITVA Scheme:

- (a) Establishment of CORS Network (Funded to Survey of India): The Survey of India establishes a Continuously Operating Reference Station (CORS) network, funded by the Ministry of Panchayati Raj.
- (b) Large Scale Mapping using Drones (Funded to Survey of India): The Ministry of Panchayati Raj funds large-scale mapping using drones across all inhabited villages in the country, conducted by the Survey of India.
- (c) IEC Initiatives (Funded by MoPR to State Revenue Department): Awareness programs are conducted to sensitize the local population about the surveying methodology and its benefits. The Ministry of Panchayati Raj provides funding to State Revenue Departments/ Nodal departments for these initiatives.
- (d) Project Management:
 - Establishment of National Project Management Unit (NPMU) at the Ministry of Panchayati Raj (Funded to National Informatics Centre):
 - Establishment of State Project Management Units (SPMU) at State Revenue Departments (Funded by MoPR to State Revenue Departments)
- (e) Application Enhancements:
 - Gram Manchitra

- SVAMITVA Dashboard (Both funded by MoPR to National Informatics Centre)
- (f) Documentation Support, National/ Regional Workshops, and Exposure Visits:
- Funded by MoPR to State/ Government agencies under the Grant-in-aid head.

5.3 Physical Performance of the Scheme

There is a reduction in the overall target of the scheme due to existence of non abadi villages in State/ UTs. The scheme has been extended beyond FY 2024-2025 to FY 2025-2026.

Sl. No.	Scheme/ Activity	FY 2020-21		FY 2021-22		FY 2022-23		FY 2023-24		FY 2024-25	
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
i.	Number of villages drone flying completed.	1.01 lakh	40,514	1,92,001	94,387	3,35,151	2,39,916	3.60 lakh	3 lakh	3.45 Lakh	3.17 lakh
ii.	Number of villages maps generated after inquiry process/ objection process	1.01 lakh	7,954	1,92,001	40,785	2,48,632	89,281	2.90 lakh	1.30 lakh	2 lakh	1.80 lakh

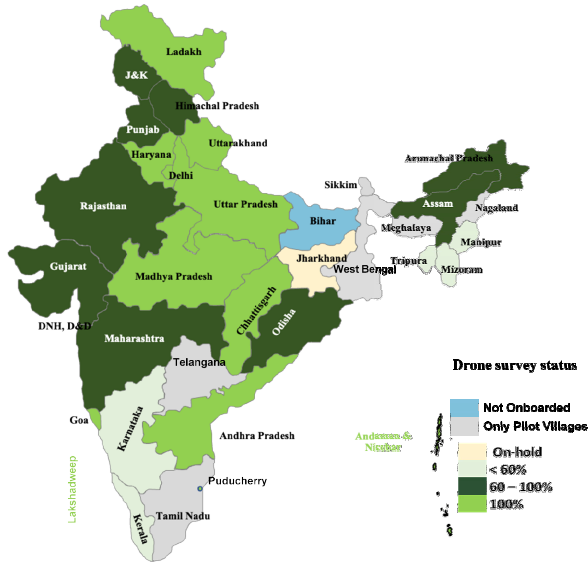
Due to certain States not implementing the Scheme, a reduction in the estimated number of villages at the time of the survey due to the absence of Abadi land in all States, the presence of legacy records in some others, and the halting of the Scheme in Jharkhand, the total number of villages to be covered stands at 3.45 lakh approximately. There is a reduction in the overall target of the scheme due to existence of non abadi villages in State/ UTs. The scheme has been extended beyond FY 2024-2025 to FY 2025-2026.

5.4 Details of current status of implementation and the area covered under the Survey of Villages and Mapping with Improvised Technology in Village/ Rural Areas (SVAMITVA) scheme.

States/ UTs	Notified villages	Drone Flying	Property Cards prepared (villages)	Number of Property Cards prepared
Andaman and Nicobar Islands	186	186	141	7409

Andhra Pradesh	13325	13280	0	0
Arunachal Pradesh	5484	3143	0	0
Assam	1074	946	0	0
Chhattisgarh	15791	15791	1200	67751
Dadra and Nagar Haveli and Daman and Diu	80	80	75	4397
Delhi	31	31	0	0
Goa	410	410	410	672646
Gujarat	15052	13831	7199	1225716
Haryana	6260	6260	6260	2515646
Himachal Pradesh	15196	13864	238	5395
Jammu and Kashmir	4431	4398	1006	39204
Jharkhand	757	240	0	0
Karnataka	30715	16339	3626	988648
Kerala	1415	597	0	0
Ladakh	230	230	148	15623
Lakshadweep Islands	10	10	0	0
Madhya Pradesh	43014	43014	33929	3994343
Maharashtra	37819	37609	15708	2441286
Manipur	3856	209	0	0
Mizoram	550	319	13	1355
Odisha	3054	2724	43	1500
Puducherry	96	96	92	2801
Punjab	12083	10458	178	24089
Rajasthan	36,352	35641	13,310	861986
Sikkim#	1	1	0	0
Tamil Nadu#	3	3	0	0
Telangana#	5	5	0	0
Tripura**	893	14	893	571783
Uttar Pradesh	90573	90573	67408	10131232
Uttarakhand	7441	7441	7441	278229
Total	346187	317743	159318	23851039

State wise Progress



31 states and UTs onboarded (Sikkim, Tamil Nadu, Telangana only pilot survey in few villages)



Drone survey completed in 3.19 lakh villages



2.40 Cr property cards prepared in 1.60 lakh villages



Drone survey completed in Andhra Pradesh, Uttar Pradesh, Madhya Pradesh, Chhattisgarh, Delhi, Ladakh, Lakshadweep



Scheme saturated in Haryana, Uttarakhand, Goa, A&N Island, Dadra Nagar Haveli Daman & Diu, Tripura and Puducherry



Operationalization of CORS network



Digi Locker Integration with Property Cards

5.5 The Ministry have provided the details regarding number of villages where the drones survey has been completed and has not been completed as on 31.01.2025, State-wise:

“The drone surveys have been completed in 3.17 Lakh villages out of the targeted 3.46 lakh villages across 31 States/ UTs. Drone surveys have been saturated in Madhya Pradesh, Uttar Pradesh, Chhattisgarh, Ladakh, Dadra Nagar Haveli Daman & Diu, Delhi and Lakshadweep. The Scheme has been saturated in Haryana, Uttarakhand, Goa, A&N Island, Puducherry, and Tripura. State/ UT-wise progress on drone surveys is as under:

State/ UT wise progress on drone survey

State/ UT	No. of Target Villages	Villages where Drone Flying completed
Andaman and Nicobar Islands	186	186
Andhra Pradesh	13325	13,280
Arunachal Pradesh	5484	3143
Assam	1074	946
Chhattisgarh	15791	15791
Delhi	31	31
DNHDD	80	80
Goa	410	410
Gujarat	15052	13803

Haryana	6260	6260
Himachal Pradesh	15196	13864
Jammu and Kashmir	4431	4398
Jharkhand	757	240
Karnataka	30715	16339
Kerala	1415	597
Ladakh	230	230
Lakshadweep	10	10
Madhya Pradesh	43014	43,014
Maharashtra	37819	37,609
Manipur	3856	209
Mizoram	550	319
Odisha	3054	2724
Puducherry	96	96
Punjab	12083	10,458
Rajasthan	36,352	35,641
Sikkim	1	1
Tamil Nadu	3	3
Telangana	5	5
Tripura	893	14
Uttar Pradesh	90573	90,573
Uttarakhand	7441	7441
Total	346187	3,17,715

5.6 When the Ministry were asked the reasons for not achieving the physical targets for the last three years, they submitted as under:

“The SVAMITVA scheme primarily aims to empower rural inhabitants by granting them ownership rights to their land and property. It does not encompass urban villages.

The achievement of physical targets was impacted by several factors, including COVID-19 related restrictions, adverse weather conditions, challenges in accessing scattered villages, logistical hurdles, delays in deploying drone teams, and other unforeseen circumstances. As a result, approximately 30,000 villages across various states still required surveying. The SVAMITVA scheme has established a target of March 2025 for completing drone flying operations in all designated villages.”

5.7 Release of funds to States/ UTs for IEC and SPMU components under SVAMITVA scheme as on 30.12.2024

Organization/ State/ UT	(Amount in Rs.)					Total
	2020-21	2021-22	2022-23	2023-24	2024-25	
Andhra	0	26,70,000	0	0	0	26,70,000

Pradesh						
Arunachal Pradesh	0	16,54,250	0	0	0	16,54,250
Assam	0	54,74,750	0	32,94,598	22,15,402	1,09,84,750
Chhattisgarh	0	13,14,500	0	0	0	13,14,500
Dadra & Nagar Haveli, Daman & Diu	0	2,19,750	0	0	0	2,19,750
Gujarat	0	0	0	10,85,000	19,01,338	29,86,338
Haryana	21,61,270	0	0	0	0	21,61,270
Himachal Pradesh	0	41,15,250	0	0	0	41,15,250
Karnataka	7,75,125	0	0	0	0	7,75,125
Kerala	0	0	0	3,84,375	0	3,84,375
Ladakh	0	0	0	30,375	0	30,375
Madhya Pradesh	47,68,750	45,08,750	0	0	0	92,77,500
Maharashtra	10,52,500	0	0	0	0	10,52,500
Mizoram	0	2,77,750	0	0	0	2,77,750
Odisha	0	11,50,000	0	0	0	11,50,000
Punjab	0	13,24,500	7,80,000	23,40,000	15,60,000	60,04,500
Rajasthan	0	0	61,40,000	0	0	61,40,000
Tripura	0	3,87,000	0	0	0	3,87,000
Uttar Pradesh	1,44,75,000	0	0	0	0	1,44,75,000
Uttarakhand	15,10,000	0	0	0	0	15,10,000
Total	2,47,42,645	2,30,96,500	69,20,000	71,34,348	56,76,740	6,75,70,233

Component-wise & Year-wise Expenditure under SVAMITVA scheme as on 30.12.2024

(Amount in Rs.)						
Component	2020-21	2021-22	2022-23	2023-24	2024-25	Total
CORS	55,42,35,115	61,11,79,340	0	0	0	1,16,54,14,455
LSM	19,49,22,240	70,37,24,160	91,86,80,000	48,79,90,199	19,00,00,000	2,49,53,16,599
IEC and SPMU	2,47,42,645	2,30,96,500	69,20,000	71,34,348	56,76,740	6,75,70,233
NICSI	2,26,00,000	6,19,40,987	12,44,00,000	4,16,00,000	2,08,00,000	27,13,40,987
Workshop	0	0	0	32,75,453	0	32,75,453
Total	79,65,00,000	1,39,99,40,987	1,05,00,00,000	54,00,00,000	21,64,76,740	4,00,29,17,727

PART - II
OBSERVATIONS/RECOMMENDATIONS

1. DECLINE IN ALLOCATION AT RE STAGE

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 alongwith audit reports etc. However, it is the bounden duty of the Ministry these unwarranted situation are best avoided in every possible way. The Committee, therefore, recommend that inspite 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.

2. EFFECTIVE IMPLEMENTATION AND MONITORING OF PESA ACT, 1996

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, Madhaya 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.

3. NON-RELEASE OF FUNDS TO STATES UNDER RGSA

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.

4. CAPACITY BUILDING AND SHORTAGE OF TRAINED MANPOWER

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 alongwith 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 alongwith the special assistance should be provided to low-capacity gram panchayats in backward districts.

5. PANCHAYAT BHAWANS

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 centers 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 pickup 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.

6. MERGER OF TIED AND UNTIED GRANT

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.

7. DELAY IN PANCHAYAT ELECTIONS

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.

8. SVAMITVA

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 states 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.

9. Enhancing Revenue Generation for Panchayats

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.

10. Addressing Non-Utilization of Funds and Poor Record-Keeping

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.

11. Better co-ordination amongst different departments in construction/repair works in the Panchayat area to ensure

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.**

NEW DELHI
10 March, 2025
19 Phalguna, 1946 (Saka)

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

ANNEXURE I

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

**MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 20th FEBRUARY, 2025**

The Committee sat from 1100 hrs. to 1320 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- **Chairperson**

MEMBERS

Lok Sabha

2. Shri Raju Bista
3. Shri Vijay Kumar Dubey
4. Shri Bhajan Lal Jatav
5. Dr. Mohammad Jawed
6. Shri Imran Masood
7. Shri Kota Srinivasa Poojary
8. Shri Ramashankar Rajbhar
9. Shri Vivek Thakur

Rajya Sabha

10. Shri H. D. Devegowda
11. Shri Iranna Kadadi

Secretariat

1. Shri Des Raj Shekhar - Additional Secretary
2. Shri Vinay P. Barwa - Director
3. Shri L. Singson - Deputy Secretary -

Representatives of the Ministry of Panchayati Raj

1. Shri Vivek Bharadwaj Secretary
2. Shri Sushil Kumar Lohani AS
3. Dr Bijaya Kumar Behera Economic Advisor
4. Shri Alok Prem Nagar Joint Secretary
5. Shri Vikas Anand Joint Secretary
6. Shri Rajesh Kumar Singh Joint Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking oral evidence of the representatives of the Ministry of Panchayati Raj in connection with the examination of Demands for Grants (2025-26) relating to Ministry of Panchayati Raj.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention to the fact that the discussions made here were to be treated as confidential and not to be made public till the Report of the Committee was presented to Parliament. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2025-26 under different Panchayati Raj development schemes. Thereafter, the Secretary, Ministry of Panchayati Raj made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the Plan allocation for 2025-26 and the initiatives taken under different schemes of Ministry of Panchayati Raj.

4. Thereafter, the Members raised queries on issues related to adequacy of funds for different schemes and its impact on the implementation of the schemes etc., which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Ministry of Panchayati Raj and asked them to furnish written information on points raised by the Members on which the replies are not readily available with them as soon as possible to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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

MINUTES OF THE NINETEENTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 10th MARCH, 2025

The Committee sat from 1500 hrs to 1525 hrs in Main Committee Room, Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- **Chairperson**

MEMBERS

Lok Sabha

12. Shri Raju Bista
13. Shri Vijay Kumar Dubey
14. Dr Sanjay Jaiswal
15. Shri Bhajan Lal Jatav
16. Dr. Mohammad Jawed
17. Shri Jugal Kishore
18. Shri Naba Charan Majhi
19. Shri Imran Masood
20. Shri Janardan Mishra
21. Shri Ramashankar Rajbhar
22. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar

Rajya Sabha

23. Shri Iranna Kadadi
24. Shri Nagendra Ray
25. Shri Sant Balbir Singh

Secretariat

1. Shri Des Raj Shekhar - Additional Secretary
2. Shri L. Singson - Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of draft reports of the Committee on Demands for Grants (2025-26) of the following Ministries/Departments:

- (i) XXX XXX XXX XXX
 - a. XXX XXX XXX XXX
 - b. XXX XXX XXX XXX

(ii) Ministry of Panchayati Raj

3. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the same with some modifications as suggested by some Members. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

XXX Not related to the Draft Report.