



# Panchayati Raj

NEWSLETTER OF THE MOPR

AUG-SEPT 2013



*"My notion of democracy is that under it the weakest shall have the same opportunities as the strongest... True democracy cannot be worked by twenty men sitting at the center. It has to be worked from below, by the people of every village."*

MAHATMA GANDHI



**GREETINGS TO ALL** friends in Panchayats across the country. The National Panchayati Raj Day was celebrated on the 24th April 2013 at Vigyan Bhawan, New Delhi with enthusiastic participation of people from Panchayats across the country and also senior officers and Ministers from the States. As we complete 20 glorious years of Constitutional recognition of Panchayats as institutions of local self-governance, it is necessary to take stock of what has been achieved and what we need to achieve. In these 20 years, the structure of Panchayats has stabilized through regular elections and vesting of some functions. Various Centrally Sponsored Schemes have given specific roles to the Panchayats for approval of plans, monitoring of schemes, approval of beneficiaries, selection of projects and social audit through Gram Sabha. The Constitutional mandate has given definite political space to women and people from backward sections of the society. Now we have to move towards making them effective institutions of local self-government.

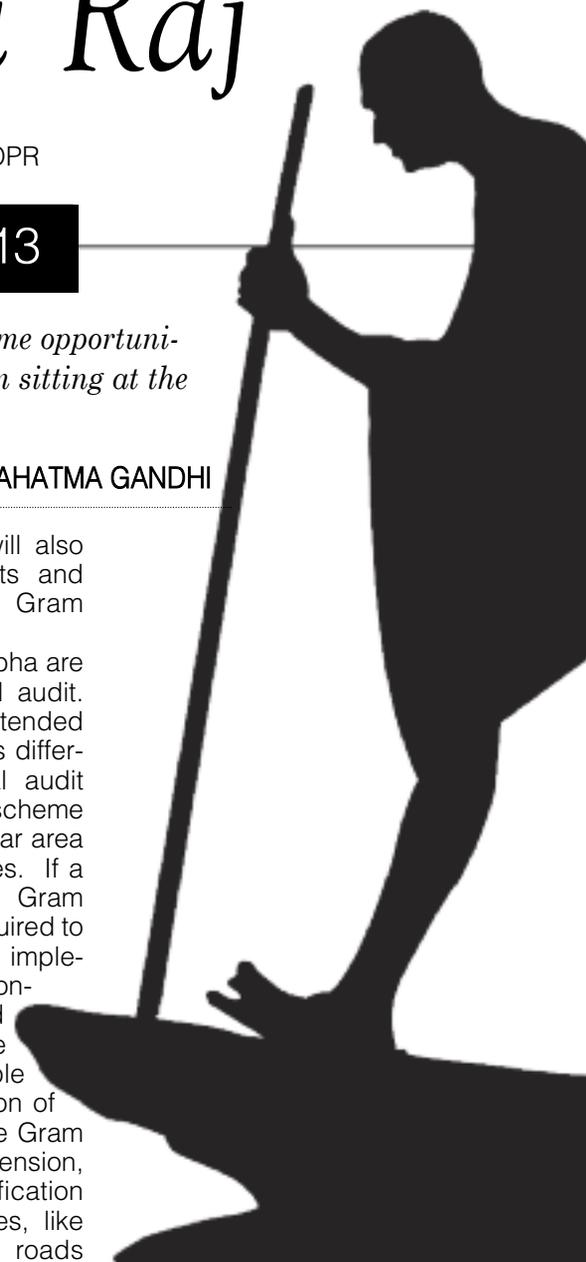
Towards this end, we have advised for special Gram Sabha meetings covering various socio-economic activities relevant to rural areas. This would enable Panchayats to prepare plans and budg-

ets for the coming year. This will also enable approval of the accounts and expenditure, particularly of Gram Panchayat by the Gram Sabha.

The Panchayats and the Gram Sabha are the appropriate forums for social audit. Social Audit means audit by the intended beneficiaries of a scheme. This is different from financial audit. Social audit requires that the details of a scheme which is implemented in a particular area must be known to the beneficiaries. If a scheme is implemented by the Gram Panchayat, the Gram Sabha is required to approve this. But even if it is not implemented by the Panchayat, the concerned line department should inform the people about the scheme. This will ensure that people can access the benefits. Selection of beneficiary should be done by the Gram Sabha in some schemes like pension, housing, bio-gas plants, electrification program etc. In certain schemes, like scholarships or construction of roads under PMGSY, people should be informed about the nature of work or the scheme. Gram Sabha should be involved well in advance in matters like crop planning including irrigation. Economic activities like dairy, horticulture or schemes for artisans should be discussed in Gram Sabha for creating demand. All these should constitute the Annual Plan and will require Special Gram Sabha meetings.

This newsletter has completed one year. We were examining the value of this newsletter. We are satisfied that through this newsletter, we are able to reach out to remote corners of the country. Therefore, we have decided to continue with this newsletter.

**V. Kishore Chandra Deo**  
Union Minister  
Panchayati Raj and Tribal Affairs  
Government of India



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# NATIONAL PANCHAYATI RAJ DAY 2013



*Prime Minister Dr. Manmohan Singh inaugurating the National Conference on National Panchayati Raj day, 24th April 2013. Union Minister TA & PR Shri V. Kishore Chandra Deo and Secretary Panchayati Raj Smt. L. M. Vas are also seen in the picture.*

**PANCHAYATI RAJ DAY** was celebrated on April 24, 2013, marking 20 glorious years of the inclusion of Panchayats in the Indian constitution as institutions of self-governance. Panchayat representatives from across the country, gathered in the national capital to participate in the celebrations with great vim and vigour. Inaugurating the national conference at New Delhi's Vigyan Bhavan, the Prime Minister, Dr. Manmohan Singh described Panchayati Raj as the common thread that runs through the entire

nation and allows every individual and every area to claim an equal share in the development of the country. The PM expressed happiness at the magnificent contribution of women in the strengthening of Panchayati Raj institutions and programmes. In his address, Shri V. Kishore Chandra Deo, Minister of Panchayati Raj and Tribal Affairs said that the Gram Sabha is central as well as integral to local self-governance and essential for the transparent and accountable functioning of Gram Panchayats.

It is a forum that ensures direct and participative democracy offering all citizens the equal opportunity to discuss issues. He said that the flagship programme of the Ministry of Panchayati Raj for the 12th five year Plan period is the "Rajiv Gandhi Panchayat Sashaktikaran Abhiyan." This is a uniquely designed programme which emphasizes the collaborative effort of State and Union Governments to strengthen the capacity and effective functioning of Panchayats and Gram Sabhas.

Through Five Year State Perspective Plan and State Annual Plans, States will identify the priorities and targeted achievements for strengthening Panchayats, keeping in mind the local context. The Central Government will support these efforts in the ratio of 75:25 for all states and 90:10 for NE States, subject to the adherence of other conditions as prescribed in the guidelines.

The Minister further said that Ministry of Panchayati Raj had seen a quantum leap in the allocation of resources to support its activities during the 12th Plan period - the outlay for the District component of the Backward Regions Grant Fund (BRGF) scheme that puts Panchayats & Municipalities at the centre stage of Planning and implementation is Rs. 29,306 crore as compared to the 11th Plan outlay of Rs. 24,110 cr. the outlay for the Central Plan scheme of the Ministry of Panchayati Raj during the 12th Five Year Plan period is Rs. 6,437 crore as compared to Rs. 876 crore in 11th Plan. He said that the Ministry is also promoting e-governance in Panchayats through the implementation of the e-panchayat project that addresses all aspect of Panchayats' functioning including planning, monitoring, implementation, budgeting, accounting, social audit and delivery of citizen services. While four applications are already in use for the past two years, six new applications namely Area Profiler, Service Plus, Asset Directory, Action Soft, Social Audit and Training Management were released last year on national Panchayat Day.

Annual awards under the "Panchayat Empowerment and Accountability Incentive Scheme" (PEAIS) and the "Rashtriya Gaurav Gram Sabha Puraskar" (RGGSP) were conferred upon the best performing

States and Panchayats. Eighteen top ranking Gram Panchayats were awarded the "Rashtriya Gaurav Gram Sabha Puraskar. As many as 193 Panchayats also received PEAIS awards for best performance. The Panchayat Strengthening Index Awards (PSI) were given to the States this year. Under the cumulative PSI awards Maharashtra won the 1st Prize, Karnataka the 2nd, Kerala the 3rd and Tripura the 4th Prize. Under the incremental PSI awards Karnataka secured the 1st Prize, Rajasthan the 2nd, Maharashtra the 3rd and Odisha the 4th Prize. The prize money for "Rashtriya Gaurav Gram Sabha Puraskar" award is Rs. 10 lakh. The award money will be utilized by the Panchayats for public purposes such as augmentation of civic services like primary education, primary health care, safe drinking water, public utilities and provision of rural infrastructure within the

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*"We could, to some measure realise Gandhiji's vision by recognising local self-government as a third level of Governance through enactment of Constitution 73rd Amendment Act. It is now upon us to strive for actualising Gram Swaraj in its pristine form as envisaged by the Mahatma"*

*V Kishore Chandra Deo*

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Panchayat jurisdiction.

Various reports and publications were released by Union Minister for Tribal Affairs and Panchayati Raj on the occasion, viz., (i) The expert committee report by Shri Mani Shankar Aiyar (ii) A booklet on best practices – awardees of Panchayat Sashaktikaran Puraskar (iii) A booklet on Rashtriya Gaurav Gram Sabha

Awardees (iv) The release of the Devolution Index.

Group discussions on the Role of Panchayats in centrally sponsored schemes, strengthening of Gram Sabhas and their role in Panchayati Raj Institutions, Devolution of 3Fs – Funds, Functions & Functionaries, Role of Panchayats in tackling issues of women and children were also conducted. These group discussions were chaired by the PRI representative, chosen by the group member themselves. The officials of the Ministry did not interfere in the discussions thus giving discussants full liberty to express their views.

A huge increase in the number of participating delegates was observed this year. Approximately 3000 delegates consisting of State Panchayati Raj Ministers, senior officials from the State Government Panchayati Raj Departments, representatives of elected members from the three tiers of Panchayati Raj institutions and national award winning Panchayats attended the National Conference. Apart from the commemorative celebrations, the PRIs discussed and took stock of what had been achieved and what still needs to be done. People belonging to various states with their distinct dresses and different dialects and languages displayed unity in diversity in this festival of Panchayati Raj. Women and members of the weaker sections have been equal shareholders in all of this. It was indeed a sight to behold when a tribal Sarpanch from a far-flung Gram Panchayat of Madhya Pradesh proudly received the cash prize for her outstanding contribution in the holding of meaningful Gram Sabhas.

At the end of the main ceremony the Secretary of the Union Panchayati Raj Ministry, L.M. Vas proposed a vote of thanks.

## S

## ocial audit by Gram Sabhas



*A local woman making a point in one of the Gram Sabha Meets*

**THIS YEAR PANCHAYATI** completed 20 years as a constitutionally mandated institution of local self-governance. In these years, Panchayats have given a new direction to rural development. Women, people belonging to Scheduled Castes and Tribes and other marginalized sections of society have become actors in the socio-economic development of their communities through representation in local bodies.

On the occasion of National Panchayati Raj Day 2013, the Union Panchayati Raj Minister, Shri Kishore Chandra Deo has urged Panchayats to hold social audits through Gram Sabhas in every ward for all ongoing development works. Recently the Ministry issued revised guidelines to State Governments to hold Gram Sabha meetings in April/May focused on the approved plan, budget, expenditure, selection of work and beneficiaries and social audit; in July/August on nutrition, PDs, MDM, Anganwadi Centres (AWC), agriculture, horticulture, fisheries, animal resources; in October/November on health, sanitation, drinking water, women's issues, and Mahila Gram Sabha; and in January/February on crop planning,

irrigation, horticulture, watershed management, land improvement, credit, dairy and rural industries.

The Gram Sabha must meet at least once in each quarter to decide developmental work to be undertaken by the Panchayats based on an assessment of needs, suggest remedial measures for economy and efficiency in the functioning of the Panchayats, scrutinise the decisions of Panchayats and discuss the annual financial statement of Gram Panchayats.

The 73rd Amendment of the Constitution has empowered the Gram Sabhas to conduct social audits. Social audits allow people to enforce accountability and transparency, providing the ultimate users an opportunity to scrutinize development initiatives. The Gram Sabha has been given 'watchdog' powers and responsibilities by the Panchayati Raj Acts in most States to supervise and monitor the functioning of elected representatives of the Panchayat and government functionaries and examine the annual statement of accounts and audit reports.

The Panchayat and the Gram Sabha are the appropriate forums for a social audit. A social audit means an assessment by the intended benefici-

aries of a scheme. The Gram Sabha has to approve a scheme to be implemented by the Gram Panchayat. The line department concerned needs to inform intended beneficiaries in schemes that are not being implemented by the Gram Panchayat. These stipulations ensure that people can access the benefits of various schemes meant for them. The Gram Sabha can undertake the selection of beneficiaries in some schemes involving pensions, housing, biogas plants, the electrification program etc. People need to be informed about details of certain other schemes, like scholarships or construction of roads under PMGSY. The Gram Sabha should be involved in matters like crop planning and irrigation. Economic activities like dairy, horticulture or schemes for artisans need to be discussed in the Gram Sabha to create interest and demand. All these stipulations should be included in the Annual Plan and will require special Gram Sabha meetings.

The Gram Sabha is responsible for the approval of works. The Gram Panchayat is required to place details of all the programs, accounts of the previous year and the works executed before the Gram Sabha. The Gram Sabha should be given all the required information to enable it to make fair and conscious decisions. Officials of the various departments concerned need to be present to provide the relevant information. Some schemes like the MGN-REGS also requires work in particular villages though they are not executed by the Gram Panchayat. In the Fifth Schedule areas, Gram Sabhas have been given additional responsibilities like management of minor water and forest bodies, right to consultation in intended land acquisition plans and to remain in charge of social sector schemes.

# R

# ole of PRIs in implementation of National Rural Drinking Water Programme

## *(Rajiv Gandhi Drinking Water Mission)*

*Extracts from NRDWP Framework for Implementation Guidelines- (updated 2013)*

IN 2009, THE Accelerated Rural Water Supply Programme was modified as the National Rural Drinking Water Programme (NRDWP) with major emphasis on ensuring sustainability of water availability in terms of potability, adequacy, convenience, affordability and equity, on a sustainable basis, while also adopting decentralized approach involving PRIs and community organizations. With the approval of the "National Rural Drinking Water Programme" by the Government of India there is a paradigm shift from 'just providing a water supply system in the habitation' to 'ensuring water supply security at the house hold level'. The emphasis is partnership between Gram Panchayat and PHED for in-village distribution of drinking water.

The program intends to provide safe and adequate drinking water for all, at all times, in rural India; to enable all households to have access to and use safe and adequate drinking water and within reasonable distance; to enable communities to monitor and keep surveillance on their drinking water sources; to ensure potability, reliability, sustainability, convenience, equity and consumers preference; to provide drinking water facility, especially piped water supply, to Gram Panchayats that have achieved open defecation free status on priority basis; to ensure all government schools and Anganwadis have access to safe drinking water; to provide enabling support and environment for Panchayat Raj Institutions and local communities to manage their own drinking water sources and systems in their villages; to pro-



*A village under National Rural Drinking Water Programme*

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*"The Gram Panchayats should be empowered with functions, funds and functionaries and capacity building to plan, monitor, implement and manage rural drinking water supply or schemes within their jurisdiction."*

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vide access to information through online reporting mechanism with information placed in public domain to bring in transparency and informed decision making.

***Role of Gram Panchayat, Gram Sabha and GP/ Village Water & Sanitation Committee (p.85-86; National Policy Framework)***

The Gram Panchayats should be empowered with functions, funds and functionaries and capacity building to plan, monitor, implement and manage rural drinking water supply or schemes within their jurisdiction.

Meetings of the Gram Sabha should be called for deciding planning, implementation and management phase of water supply schemes to decide on issues like demand, level of service deliv-

ery, type of scheme, contribution by households, concessions to SC, ST and BPL households, user charges etc. In order to further decentralize powers and responsibilities and to give greater focus on water and sanitation issues, a Gram Panchayat/Village Water and Sanitation Committee (GPWSC/ VWSC) is to be set up in each Gram Panchayat/Village/Ward for implementation of water supply schemes to ensure the active participation of villagers. This Committee may be merged with the Village Health Sanitation and Nutrition Committee set up under NRHM, so that water, sanitation, nutrition and health issues are addressed together at the village/ward level. The membership of a GPWSC/ VWSC may consist of about 6 to 12 persons, comprising members of Panchayat. SCs, STs and poorer sections of the village should be given due representation in the GPWSC/ VWSC. At least 50% of GPWSC/ VWSC members should be women. This Committee shall function as a Standing Committee/ Sub Committee on Water and Sanitation of the Gram Panchayat and should be an integral part of the Village Panchayat/ Block Panchayat for which, if necessary, appropriate amendments in the State Panchayati Raj Act/ Rules/ Byelaws may be made.

**(For further details please refer to NRDWP Framework for Implementation (Guidelines) (updated 2013) of Ministry of Drinking water and Sanitation, Government of India. Soft copy available on the Ministry's website: [www.mdws.gov.in](http://www.mdws.gov.in))**



*Shri Jayant Patil, Minister of Home (Urban), Home (Rural), Rural Development and Food and Drugs Administration, Maharashtra, receiving award from the Prime Minister*



*Shri K. S. Eswarappa, Deputy Chief Minister, Karnataka, receiving award from the Prime Minister*



*Shri M. K. Muneer, Minister for Panchayat and Social Justice, Kerala, receiving award from the Prime Minister*



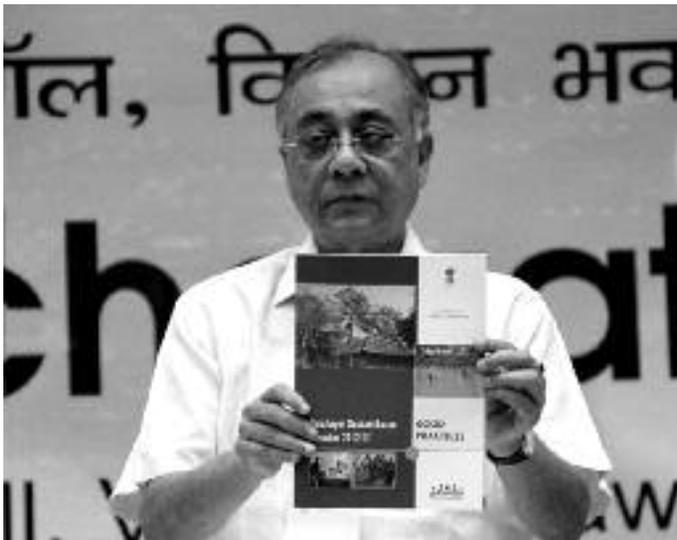
*Shri Manik Dey, Minister of Rural Development (Panchayat), Tripura, receiving award from the Prime Minister*



*Shri Mahendrajeet Singh Malviya, Minister Panchayati Raj, Rajasthan, receiving award from the Prime Minister*



*Shri Kalptaru Das, Minister Panchayati Raj & Parliamentary Affairs, Odisha, receiving award from the Prime Minister*



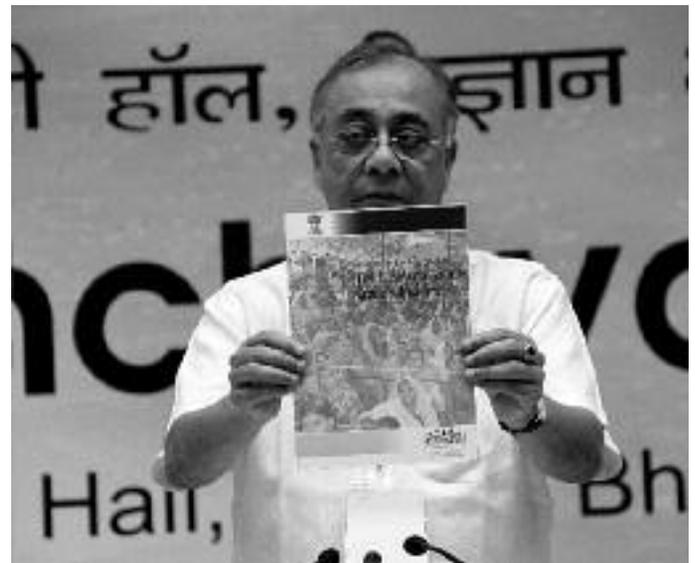
Release of booklet on “Good Practices – Panchayat Sashaktikaran Puraskar 2013” by Union Minister TA & PR, Shri K. C. Deo



Release of Twentieth Anniversary Report of the Expert Committee on leveraging Panchayats for Efficiency Delivery of Public goods and Services



Release of Devolution Index report



Release of Booklet on “Rashtriya Gaurav Gram Sabha Puraskar 2013”



Union Minister of TA & PR Shri K. C. Deo addressing the Press on NPD 2013. Additional Secretary PR, Dr. Hrusikesh Panda is also seen



Participants of the National Conference held on Panchayati Raj Divas 24th April 2013

## AWARDEES OF THE RASHTRIYA GAURAV GRAM SABHA PURASKAR 2013

S. NO.	STATE	DISTRICT	BLOCK	GRAM PANCHAYAT	NAME OF THE SARPANCH
1	Bihar	Mujjafarpur	Sakra	Paigambarpur	<b>Sh. Aindra Bhushan Singh</b>
2	Chattisgarh	Sarguja	Lundra	Gagoli	<b>Sh.Jugna Ram</b>
3	Gujarat	Navsari	Vansada	Jamaliya	<b>Smt.Jamnaben Parabhubhai Deshmukh</b>
4	Himachal Pradesh	Solan	Solan	Hatkot	<b>Sh. Rajiender Singh Thakur</b>
5	Karnataka	Dharwad		Gummagola	<b>Smt. Mahadevi Takkirappa Vali</b>
6	Madhya Pradesh	Jhabua	Petlavad	Sarangi	<b>Smt. Fundi Bai Maida</b>
7	Odisha	Balasore	Bhograi	Dehurda	<b>Sh. Ramakanta Karan</b>
8	Punjab	Fatehgarh Sahib	Khamanon	Barwali Kalan	<b>Sh. Hardhir Singh</b>
9	Sikkim	South Sikkim		6 - Yangang Rangang	<b>Smt. Leela Kumari Rai</b>
10	Tamil Nadu	Thiruvannamalai	Periana Mallar	Nedungunam	<b>Sh. Elumalai.M</b>
11	Uttarkhand	Barakot	Champawat	Chhulapayn	<b>Sh. Ramesh Chandra Pant</b>
12	Haryana	Ambala	Saha	Mehmoodpur	<b>Smt.Balwant Kaur</b>
13	Kerala	Mallapuram		Pulamanthole	<b>Mrs. Rafeekha M.K.</b>
14	Arunachal Pradesh	Upper Subhansari	Taliha	Label Iv	<b>Sh. Tapak Dagam</b>
15	Maharashtra	Pune	Junnar	Thikerkarwadi	<b>Sh. Santosh Dagadu Thikkekar</b>
16	Daman & Diu	Moti Daman	Daman	Pariyari	<b>Sh.Satishbhai Halpati</b>
17	Uttar Pradesh	Baghpat	Baraut	Gunga Khedi	<b>Sh.Bhupender Singh</b>

## SPECIAL CATEGORY

S. NO.	STATE	DISTRICT	BLOCK	GRAM PANCHAYAT	NAME OF THE SARPANCH
18	Haryana	Jind	Jind	Bibipur	<b>Sh. Sunil Kumar</b>

### FEEDBACK

Any response or suggestions regarding this newsletter would be welcome. You can contact us with your feedback on the following address:

- PO Box: #2, Noida, UP
- Email: newsletter-mopr@nic.in
- SMS: <MOPR> <your comments> to +91-92200-92200

### ADDRESS

Panchayat \_\_\_\_\_

Village \_\_\_\_\_

Block \_\_\_\_\_

District \_\_\_\_\_

State \_\_\_\_\_

### CONTEST

Contest Question:

What is the full form of "RGPSA" ?

You can send us your answers at:

- PO Box: #2, Noida, UP
- Email: newsletter-mopr@nic.in
- SMS: <MOPR> <30/50/25> to +91-92200-92200