

18-1-2007

# e-Governance for Panchayats; Challenges

Ministry of Panchayati Raj

# **Salient features of rural local-self governments under the 73<sup>rd</sup> Constitution**

## **Amendment Act, 1993 ...**

- **Constitutional status for Gram Sabha (assembly of the community),**
- **Three tier Panchayat system at the village, intermediate and district levels,**
- **Reservation of seats and leadership positions for deprived communities and women,**
- **Regular elections every 5 years,**
- **Establishment of independent State Election Commission,**
- **State Finance Commissions to be set up once in 5 years,**
- **Powers to be so devolved upon Panchayats as to enable them to function as institutions of self government (Article 243 G read with Schedule XI).**

# Inclusion of people in governance: Statistics on

## Panchayats

- **539** District Panchayats, **15,759** elected representatives. (37 % women, 18 % SC, 11 % ST)
- **6105** Intermediate Panchayats, **1,57,175** elected representatives. (37 % women, 21 % SC, 7 % ST)
- **2,33,251** Village Panchayats, **26,57,112** elected representatives. (37 % women, 19% SC and 12% ST)

**At the Village Panchayat level, each elected representative's constituency comprises of about 340 people, (70 families), making India a large and intense democracy.**

# Overview of the Panchayati Raj Institutions

Level

Functional domain

District Panchayat (539)



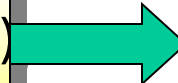
Setting Development Priorities,  
Planning and Monitoring,  
Channelising Funds

Block Panchayat (6105)



Facilitation by aggregating  
technical and staff resources,  
capacity building

Village Panchayats (2,33,251)



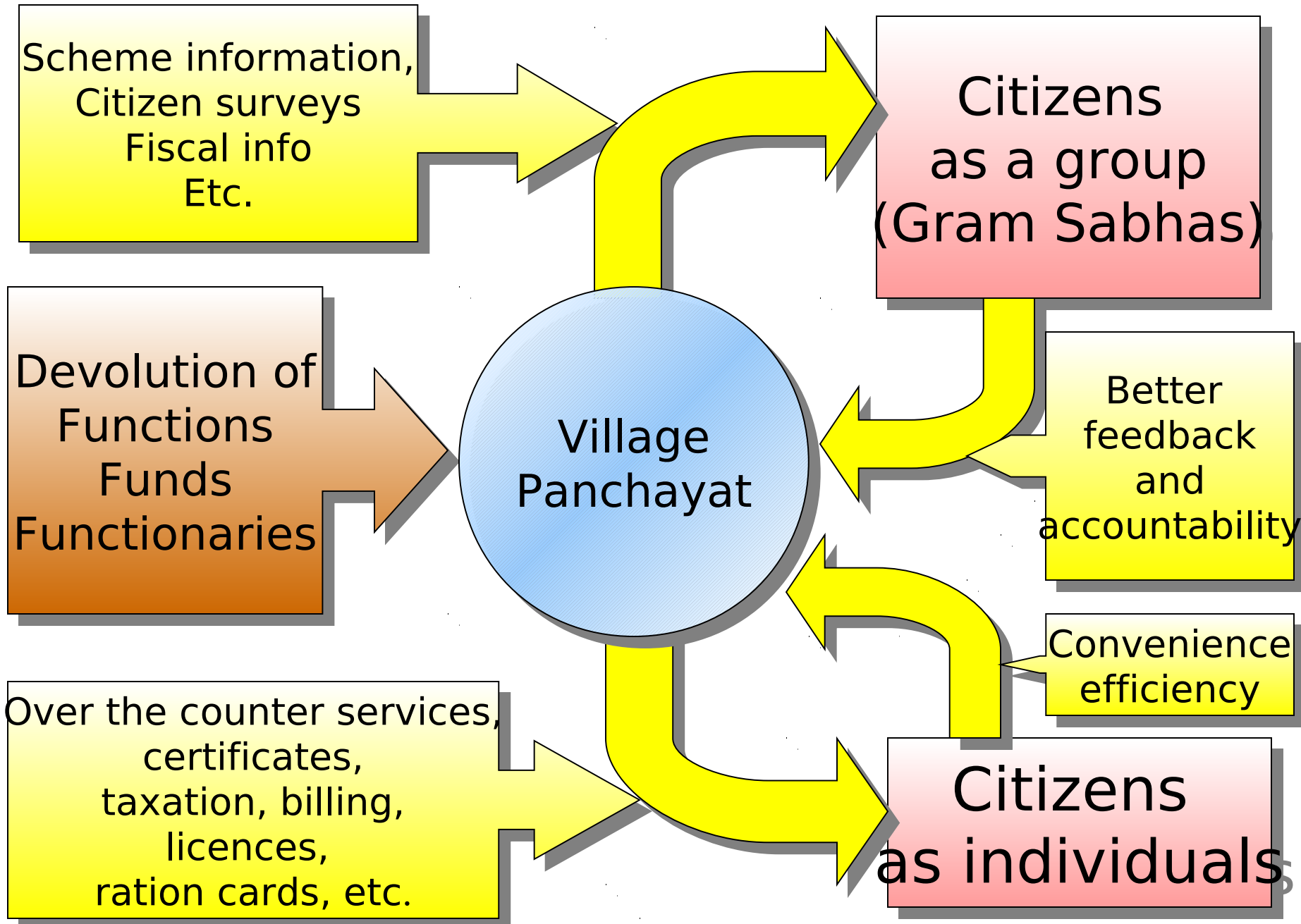
Delivery of information  
and services  
(elaborated in succeeding slides)

# Consensus on positioning IT

- **Round Table of State Panchayati Raj Ministers at Jaipur recommends positioning ICT as *enhancing* Panchayat capacity so that they can perform their constitutionally and legislatively mandated functions better.**
- **as**
  - **decision making support system for Panchayats**
  - **tool for transparency, disclosure of information to citizens, social audit,**
  - **better and convergent delivery of services to citizens,**
  - **improving internal management and efficiency of Panchayats,**
  - **a means for capacity building,**
  - **as an e-Procurement medium.**

# Service level objectives and benefits in the Village Panchayat context

- The Village Panchayat is a unique institution, when it comes to e-governance, for the following reasons:
  - Primacy of Gram Sabha and its impact on the Village Panchayat; requirement of keeping the Gram Sabha well informed, by the VP
  - Benefits to citizens flowing from over the counter services.



# Services for gram sabhas

- Dissemination of internal processes of Gram Panchayats: (agendas, resolutions, voting record),
- Proceedings of Gram Sabhas and action taken,
- Progress reports,
- Dissemination of data (family surveys, property lists, BPL lists, pensions, censuses),
- Services data: (education, health, water and sanitation),
- Natural Resources and biodiversity data,
- Databases on Panchayat members and staffing details,
- Availability of government and private infrastructure and village habitat planning

med at aiding Gram Sabhas to take better informed decisions



# Village Panchayat services for citizens

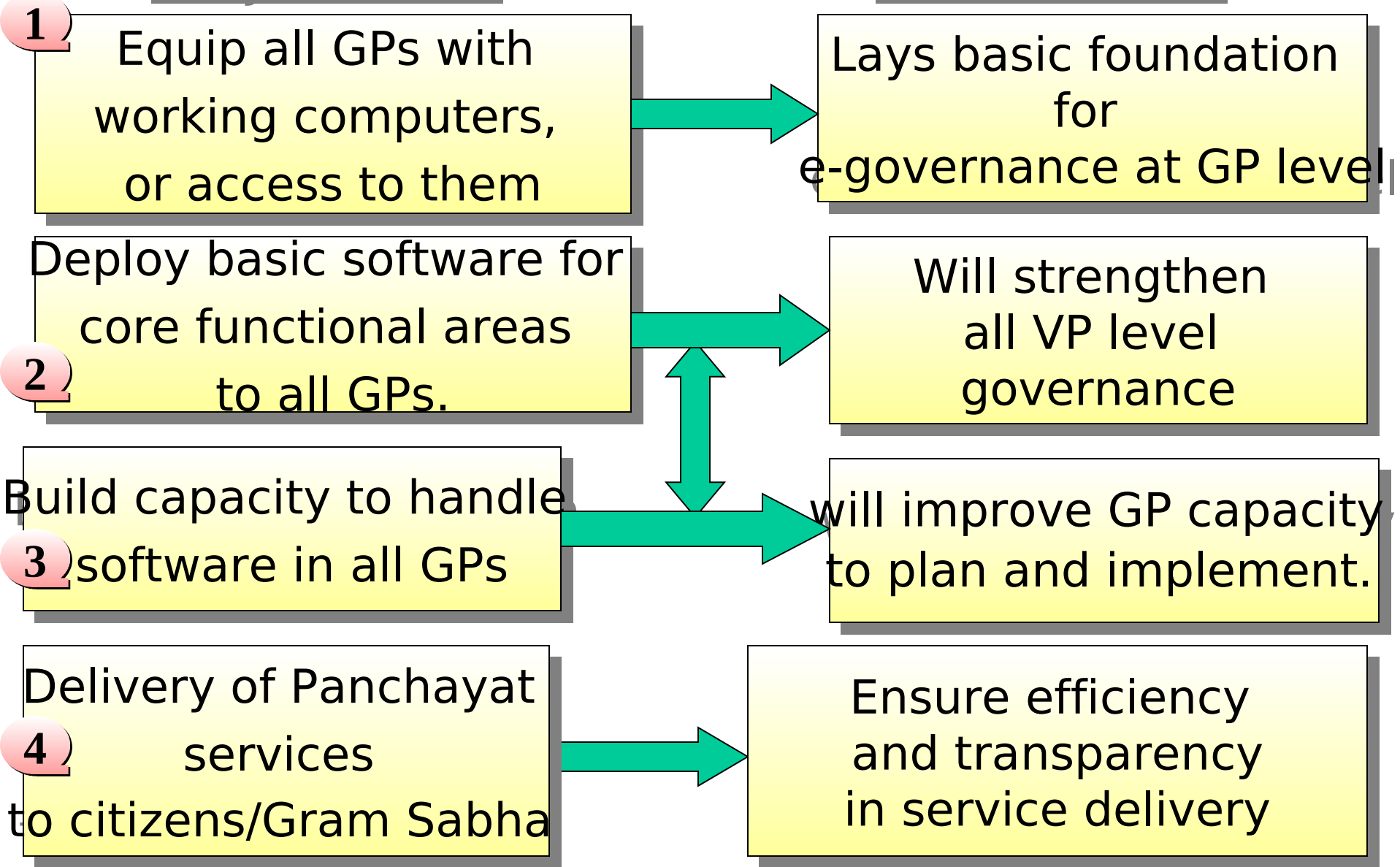
**Licencing and No objection certificates**, (trade, running shops, hotels, industries cinematography),

- **House related services**, (construction licences, property ownership records and certification, property tax and related cesses, house or site allotment and change of land use.
- **Grievances and petitions on civic services**, such as those relating to water supply repairs, streetlight repairs, road and drain cleaning and repairs and garbage disposal
- **Implementation of schemes entrusted to the Panchayats**, such as ration cards, pensions, midday meals, school textbooks
- **Certificates:** Birth and death, income, solvency

# Mission targets and benefits for citizens

## objectives

## benefits



# Mission targets and benefits for citizens

## objectives

## benefits

5) Deconstruct higher level databases to Village Panchayat level

Converging information at VP level helps VPs & Gram Sabhas to take better informed decisions

6) Build national net-community of VPs through National Panchayat Portal

Help peer learning, rapid up-scaling of good examples, access to technical assistance and correctives.

7) Build systems for electronic tagging and tracking of funds devolved to Panchayats

Ensures transparency and efficiency in fiscal transfers and expenditure tracking

# e-Panchayat Mission targets in quantifiable terms

- **2,33,000** Gram Panchayats to be equipped with computing hardware
- At least **2** people with computing skills in each Gram Panchayat: **5 lakh computer literates** working within or in close association with Panchayati Raj.
- **2,33,000** websites organically interlinked with and forming National Panchayat Portal

# Role of the Ministry of Panchayati Raj

- Mission Mode project to be within MoPR,
- Will manage the National Panchayat Portal,
- Coordinating digitisation of data in written form, such as Acts, rules and other available data,
- Electronic tagging and tracking of funds devolved to Panchayats,
- Repository of software solutions and best practices,
- Standardisation and maintenance of directory of Panchayat codes for all Panchayats,
- Documenting and disseminating best practices

# National Panchayat Portal

<http://panchayat.gov.in>

- Designed as a front-end in terms of dynamic website for Panchayats, with information, content and services needed by people,
- links citizens with Panchayats,
- links Panchayats with each other, allows access to information & services provided by MoPR, State Panchayati Raj Departments.

## Features offered:

- Gateway to portals of MoPR, State Government PR Departments (35), District Panchayats (539), Intermediate Panchayats (6105) & Village Panchayats (2,33,000).
- **Content may be uploaded directly by Panchayat concerned**, or through linking portal to already available back-end software solutions
- **No technical skills required to use NPP**. Each Panchayat required to regularly upload relevant data related to devolved functions using easily learnt data-entry skills.

# The Panchayat Suite

- **readymade back-end software solutions that will facilitate internal automation of commonly undertaken Panchayat processes,**
- **Currently, available back-end solutions from NIC being used in PRIs include:**
  - **Priasoft (Tamil Nadu, Orissa, Chhattisgarh)**
  - **PriaSoft-PanchLekha (MP)**
  - **PriaSoft-Aasthi (Karnataka)**
  - **PriaSoft-ePanchayat (Andhra Pradesh)**

# Issues in implementation

- Language issues:
  - All languages to be supported on portal
  - Translation costs from Hindi to English (for Hindi speaking states)
  - Translation costs from local language to Hindi and English (for non-Hindi speaking states)
- Policy on portal would take care of this need. Funding would be met internally by MoPR.



## Key issues

- Funding for power backup required.
- Care to be taken to ensure that other National e-Governance Plan initiatives do not conflict with the legitimate role of Panchayats.
- Data integrity, accessibility and relevance?  
(what is available versus what is wanted)

# The prelude..

- Current Status
  - Citizen data exists in most departments - but in handwritten form
  - Department data that is available in electronic form cannot be easily correlated

# The prelude...

- BPL cards computerization was completed by Food & Civil Supplies department
- 10 Pilot districts selected for MPHS pilot – Identified BPL families only
  - Sulya – 98%, Karkala – 90% and NR Pura 75% coverage
  - Hoskote identified for APL + BPL survey

# The Hoskote Experiment

- The largest FPS by cards was selected
- Voters list was taken as the basis and a database analysis was carried out:
  - Number of families with APL cards
  - Number of families with BPL cards
- Astonishing results emerged
  - Close to 100% match on BPL cards
  - **Very low (< 20%) match on APL cards**
    - **Fake data of family members**
- It was decided to do a field survey to validate the findings

# BPL Cards - Hoskote findings

- Almost all families have been issued BPL cards
- If the BPL criterion is applied many families are not eligible
  - Visibly comfortable living
  - Most have TVs, some two wheelers
  - Few have more than 2 Acres of land as per the Bhoomi database of that village
- Only very visibly rich families have not been issued BPL cards

# BPL Families - Some images



**Narasimappa, Pojappa  
BGR216896**



**Bettahalli\_B C,  
Muniyappa BGR217019**

# APL card – Hoskote findings

- APL database is not computerized
- Very few deletions have been done over the years
- The head of the family in the card find their place in the voters list and exist
- The family members as listed in the register are fictitious
- Most APL cards were not with beneficiary but with FPS owners

# 10 Pilot Taluks - Analysis

Name of the Taluk	APL	Green Card	AAY	Total	Houses as per Voter list	Variation
Karkala	22,550	14,273		36,823	37,517	694
NRPura	3,026	9,575	970	13,171	14,296	1,125
Alur	4,243	12,867		17,110	12,505	(4,605)
<b>Mandya</b>	<b>53,832</b>	<b>44,341</b>	<b>3,479</b>	<b>101,652</b>	<b>40,819</b>	<b>(60,833)</b>
<b>Maddur</b>	<b>30,550</b>	<b>39,560</b>	<b>2,704</b>	<b>75,518</b>	<b>36,455</b>	<b>(39,063)</b>
Nanjangudu	19,540	62,303	-	81,843	83,848	2,005
K R Nagar	23,470	33,798	-	57,268	38,983	(18,285)
Shidlaghatta	4,193	25,059	-	29,252	31,313	2,061
Hosakote	14,204	35,670	984	50,858	49,854	(1,004)
Sulya	14,224	13,149	-	27,373	42,784	15,411



Thank you