

# **Role of District Development Coordination and Monitoring Committee (DISHA) in implementation of Rural Development Programmes**

## **A case study of the award-winning States**

**Dr. R. Aruna Jayamani**



Centre for Planning, Monitoring and Evaluation  
**National Institute of Rural Development and Panchayati Raj**  
Ministry of Rural Development, Government of India  
Rajendranagar, Hyderabad - 500 030, India



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**Dr. R. Aruna Jayamani**

**Assistant Professor**

**Centre for Good Governance and Policy Analysis**

**National Institute of Rural Development and Panchayati Raj**

**Rajendranagar, Hyderabad**

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Authors: Dr. Aruna Jayamani

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### INTRODUCTION AND METHODOLOGY

#### 1. Background

As the priorities and objectives assigned to M&E (please expand) systems are moving towards ensuring greater accountability and promoting more effective and efficient policymaking, new concepts and approaches have been introduced by various institutions, particularly national government and international development agencies.

In general, M&E is designed to monitor the impact of a policy, or progress of programme activities, against the overall goals, objectives and targets. It also assesses the outcome relevance of an activity and the impact of a programme or effectiveness of a policy, as well as its efficiency and sustainability. Moving in this direction, to make transparent and non-corruptive administration, India enabled the State governments to initiate the open administrative process to ensure better service delivery at the grassroots level ultimately to achieve Digital empowerment.

Monitoring of development programmes implemented by the various ministries especially in the rural areas is a herculean task for the nation as whole. Therefore, over a period of time India also ventured in to the online monitoring to cover its vast areas and huge number of programmes implemented by various departments. In online monitoring, the system compiles all relevant information about every project in one system. These data can then be accessed by different users (beneficiaries, committees, controllers, the Joint Secretariat etc.) depending on the user rights of each user and what they need to know. All project handling (e.g. project application, reporting, changes, first level control designation, day-to-day communication) will take place through the online monitoring system and in this sense the system will fully support the vast majority of programme operations and activity.

Today, the Digital India platform facilitates and improves day-to-day functioning of panchayats through two-way flow of information. Moreover, information on implementation of programmes at various levels gets recorded and shared through websites or electronic medium created for many programmes. These digital initiatives enhance transparency, which restricts implementers change decisions as they wish. In the series of success of digital India movement, in the year 2016, the government has evolved a comprehensive multi-level and multi-tool system for monitoring implementation of various rural development schemes across the country, in order to ensure that the programme benefits reach the rural poor in full measure, the government has evolved a comprehensive multi-level and multi-tool system of monitoring and evaluating rural development programmes in different parts of the country. These include review by the union ministers, performance review committee meetings, State vigilance and monitoring committees, District Development Coordination and Monitoring Committee named as 'DISHA'.

DISHA is an important step towards participatory governance with the mantra of 'Minimum Government, Maximum Governance' and to attain the global agenda for 2030 including SDGs based on inclusiveness and universality- 'Leave No One Behind'. The main objective of DISHA is to ensure quality of

expenditure - optimisation of public funds; monitor programme implementation; promote synergy and convergence between different layers of governance and review intra- State disparities for greater time bound impact.

### **1. 1. Composition of the DISHA**

The Chairperson of the DISHA should be a Member of Parliament (Lok Sabha) elected from the district, nominated by the Ministry of Rural Development. The other Members of Parliament (Lok Sabha) representing the district should be designated as Co-Chairpersons.

The Member Secretary is the District Collector/Deputy Commissioner/ the CEO Zilla Parishad or a Senior ADM to be the Member Secretary for a particular meeting to ensure that meetings of the DISHA are held as scheduled. The other Members of the Committee are members of the State Legislative Assembly elected from the district, one representative of the State, all Mayors/ Chairpersons of Municipalities including one woman and five elected heads of Gram Panchayat including two women, Chairperson and CEO of the Zilla Panchayat and Chairpersons of block panchayat, Head of the Autonomous District Council in districts having Schedule VI Areas and Project Director of DRDA. Moreover, one member from a reputed NGO, SC, ST and women, lead bank officer of the district, senior superintendent of the postal department and District level nodal functionaries of all programmes that will be under the purview of Disha.

## **GUIDELINES FOR DISTRICT DEVELOPMENT COORDINATION AND MONITORING COMMITTEE (DISHA)**

### 2.1 Objective

A large number of significant and ambitious programmes are being implemented for improvement of infrastructure, human development and the well-being of people. District Development Coordination and Monitoring Committee (DISHA) is being formed with a view to fulfilling the objective of ensuring a better coordination among all the elected representatives in Parliament, State Legislatures and local governments (Panchayati Raj Institutions/Municipal Bodies) for efficient and time-bound development of districts in our country. These committees could monitor the implementation of the programmes in accordance with prescribed procedures and guidelines and promote synergy and convergence for greater impact. Disha will supersede the District Vigilance & Monitoring Committee currently mandated by Ministry of Rural Development.

### 2. Background

Part IX of the Constitution of India provides for Panchayats and part XI defines the relationship between the Union and States. Seventh Schedule List – I provides the Union List, List – II provides the State List and List – III provides the Concurrent List of responsibilities of Centre and States. Likewise, the Eleventh Schedule lists 29 items that are the responsibility of local governments in rural areas and Twelfth Schedule provides the list of 18 items that are under urban local government.

Article 243 G provides authority to State Legislature to endow local governments with power for planning and implementation.

Article 243 ZD provides the authority for Committee for District Planning (DPC).

Disha is an effort to improve development coordination and monitoring within the Constitutional framework of responsibilities assigned to Central, State and local governments.

### 3. Composition

The District Development Coordination and Monitoring Committee (Disha) should have the following composition:

**Chairperson:** The Chairperson of the Disha should be a Member of Parliament (Lok Sabha) elected from the district, nominated by the Ministry of Rural Development. The criteria for nomination should be the following:

- i) Where there are more than one Member of Parliament (Lok Sabha) representing the district, the senior-most Member of Parliament (Lok Sabha) should be nominated as the Chairperson. How-

ever, the warrant of precedence maintained by the Ministry of Home Affairs should be followed, which may result in exceptions.

- ii) If the district has more than one Parliamentary Constituency (Lok Sabha) as its segments and the senior-most Member of Parliament (Lok Sabha) is made Chairperson of Disha in some other district, the next senior-most Member of Parliament (Lok Sabha) should be the Chairperson.
- iii) In case of same seniority, the Chairperson should be the Member of Parliament in whose Parliamentary Constituency the largest geographical area of the district falls.

**Co-Chairperson:**

- a. The other Members of Parliament (Lok Sabha) representing the district should be designated as Co-Chairpersons.
- b. **Rajya Sabha MP:** One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first come basis), to be designated as Co-Chairpersons by the Ministry of Rural Development.

**Note:** In case the MP from RS is senior following the warrant of precedence maintained by the Ministry of Home Affairs, he/she may be made as Chairperson of the committee.

**Member Secretary:** The Member Secretary of the Disha should be the District Collector/District Magistrate/Deputy Commissioner except in cases where specific exemption has been given by the Union government. In very extraordinary circumstances the District Magistrate/Deputy Commissioner could authorise the CEO Zilla Parishad or a Senior ADM to be the Member Secretary for a particular meeting to ensure that meetings of the Disha are held as scheduled.

**Members:** The other Members of the Committee should be as follows:

- i) All Members of the State Legislative Assembly elected from the district.
- ii) One representative of the State Government/UT Administration.
- iii) All Mayors/at least the Chairpersons of Municipalities including one woman and five elected heads of Gram Panchayat including two women
- iv) Chairperson of the Zilla Panchayat.
- v) Head of the Autonomous District Council in districts having Schedule VI Areas.
- vi) All Chairpersons of Intermediate Panchayats in the district.
- vii) Chief Executive Officer of the Zilla Panchayat.
- viii) Project Director, DRDA/Poverty Alleviation Unit.
- ix) One Member from a reputed NGO, to be nominated by the Chairperson and the other Members of Parliament in the Committee.
- x) One representative each of SC, ST and Women to be nominated by the Chairperson and the other



Members of Parliament in the Committee.

- xi) Lead Bank officer of the district.
- xii) Senior Superintendent/ Superintendent of the Postal Department.
- xiii) District level nodal functionaries of all Programmes that will be under the purview of Disha. The list of Programmes is at Para 5 below.

#### 4. Terms of Reference

- i) Ensure that all programmes are implemented in accordance with the Guidelines.
- ii) Facilitate coordinated solution to remove constraints of any kind.
- iii) Facilitate the smooth implementation of priorities determined by the DPC.
- iv) Resolve matters related to provision of land and space for faster roll out of priorities.
- v) Guide DPCs about all the national programmes and how they can be leveraged for transformation of the district.
- vi) Identify issues to follow up in Parliament, State Assemblies and local governments for timely achievement of objectives.
- vii) Intensively monitor all time bound national initiatives for universal coverage.
- viii) Address implementation constraints to improve designs of approved programmes or to make mid – course corrections.
- ix) Look into complaints/alleged irregularities received in respect of the implementation of the programmes, including complaints of wrong selection of beneficiaries, mis-appropriation/diversion of funds and recommend follow-up action. The Committee should have the authority to summon and inspect any record for this purpose. The Committee may refer any matter for enquiry to the District Collector/CEO of the Zilla Panchayat/Project Director of DRDA (or Poverty Alleviation Unit) or suggest suitable action to be taken in accordance with the rules which should be acted upon by him within 30 days.
- x) Closely review the flow of funds including the funds allocated, funds released by both Centre and the State, utilisation and unspent balances under each scheme.

#### 5. Programmes to be covered by DISHA

Disha will cover all non-statutory schemes of Government of India that are administered in general. However, the functions of schemes that have been specifically assigned under a statute cannot be assigned to any other committee for monitoring. In such cases, the extant statutory provisions will prevail. A suggestive list of schemes is:

1. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)
2. Deen Dayal Antyodaya Yojana - NRLM

3. Deen Dayal Upadhyaya-Grameen Kaushalya Yojana (DDU-GKY)
4. Pradhan Mantri Gram Sadak Yojana (PMGSY)
5. National Social Assistance Programme (I\ SAP)
6. Pradhan Mantri Awas Yojana (Housing for All-Urban)
7. Pradhan Mantri Awas Yojana - Gramin (PMAY-G)
8. Swachh Bharat Mission (SBM)
9. Swachh Bharat Mission - Gramin (SBM- G)
10. National Rural Drinking Water Programme (NRDWP)
11. Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) - Integrated watershed Management Programme (IWMP)
12. Digital India Land Records Modernisation Programme (DILRMP)
13. Deen Dayal Upadhyaya Gram Jyoti Yojana (DDUGJY)
14. Shyama Prasad Mukherji Rurban Mission-National Rurban Mission (NRuM)
15. Heritage city Development and Augmentation Yojana (HRIDAY)
16. Atal Mission for Rejuvenation and Urban Transformation (AMRUT)
17. Smart City Mission
18. Pradhan Mantri Fasal Bima Yojana (PMFBY)
19. National Health Mission (NHM)
20. Sarva Shiksha Abhiyan (SSA)
21. Integrated Child Development Scheme (ICDS)
22. Mid-Day Meal Scheme
23. Pradhan Mantri Ujjwala Yojana (PMUY)
24. Pradhan Mantri Kaushal Vikas Yojana (PMKVY)
25. Digital India - Public Internet Access Programme - providing common service centre in each Gram Panchayat
26. Infrastructure related programmes like Telecom., railways, highways, waterways, mines, etc.,
27. Pradhan Mantri Kisan Kshetra Kalyan Yojana (PMKKKY)
28. Integrated Power Development Scheme (IPDS)
29. Non-Lapsable Central Pool of Resources (NLCPR) scheme
30. Rashtriya Krishi Vikas Yojana (RKVY)
31. Paramparagat Krishi Vikas Yojana (PKVY)
32. Soil Health Card (SHC)
33. e-National Agriculture Markets (E-NAM)

34. PMKSY (HKKP)
35. Surface Minor Irrigation Scheme
36. Repair Renovation and Restoration (RRR) Scheme of Ministry of water Resources, River Development & Ganga Rejuvenation
37. Pradhan Mantri Adarsh Gram Yojana (PMAGY)
38. Prime Minister's Employment Generation Programme (PMEGP)
39. Suganya Bharat Abhiyan
40. Beti Bachao Beti Padhao
41. Implementation of National Food Security

## 6. Number of Meetings

Meetings of the Disha should be held at least once in every Quarter, after giving sufficient notice to the Hon'ble MPs/MLAs and all other Members. The meetings can be convened even if all the members of the Committee have not been nominated. In the absence of the designated Chairperson, Co-Chairperson (if any), with consensus among the Co- Chairpersons present, should preside over the meeting. If no Chairperson / Co-Chairperson is present, the Members who are present should elect a Chairperson from among themselves to preside over the scheduled meeting.

## 7. Illustrative Schedule of Meetings

Every Disha committee will have to evolve its own system of agenda setting for the quarterly meetings. An illustrative schedule of meeting of Disha is given below.

**April** – Planning and coordination meeting where all the budgetary approvals under Central, State and local government budgets could be presented and implementation issues resolved for effective coordination. Planning and Coordination meeting may also review and ensure balanced dispersal of projects with reference to Central, State and local government budgets. Clear timelines and targets for implementation could be firmed up at this meeting.

**July** - First implementation review of programmes as per the implementation plan and time frame agreed in the first meeting.

**October** – Second implementation review of programmes to identify the constraints to timely completion of works.

**February** – Final assessment of progress made during the year.

It is suggested that the meeting may be arranged on third Saturdays of April, July, October and February with the permission of Chairperson. The Member Secretary should be personally responsible for convening meetings.

## 8. Agenda and Follow up action

### A. Agenda:

Action Taken on the recommendations of the previous meeting should be the first agenda item for the next meeting. The agenda should contain substantive issues to facilitate improvement in quality of implementation of the programmes. The status of the irregularities pointed out during the previous meeting should form integral part of the check-list during review meetings with the States/districts.

**B Follow up action:**

Officers in-charge of the line departments executing the programmes reviewed by Disha should assist the Committee in the discharge of its functions. Follow up action on recommendations of the Disha committee should be initiated within 30 days of the meeting. Proceedings of meetings will be sent to relevant Ministries/Departments for action. Action taken shall be monitored in Disha meetings.

Meeting notice should reach all members at least 15 days prior to the meeting, agenda note should reach all members at least 10 days prior to the meeting and proceedings of the meetings should be issued within 10 days of the meeting.

The Member Secretary should ensure that meeting notice, agenda notes and proceedings of meetings are uploaded on the website of the Ministry of Rural Development and also the website of the State.

Regularity of the Disha meetings and follow up on its decisions will be regularly monitored at the time of making releases to States under Central and Centrally sponsored programmes.

**9. Expenditure for the meeting:**

The District Administration may incur expenditure on holding the meeting of Disha at district level adhering to the norms applicable. The total expenditure should not, however, exceed Rs.2,00,000/- per meeting and the bills should be cleared by the concerned State Government/DRDA (or Zilla Panchayat) of the State. The norms for the expenditure for Disha are given below:

- a. Non official members of Disha should be entitled for reimbursement of expenditure on local travel within the district for attending the meetings as applicable to Group A Officers of the State.
- b. Daily allowance may be allowed to non-official members at the State government Dearness Allowance rate applicable for Group A Officers of the State.
- c. The District Administration may incur expenditure on light refreshments, arrangement of venue, minimum stationery required, etc.
- d. Regarding other logistics and infrastructural facilities required for the functioning of the Disha, the facilities available with the district headquarter may be made use of.
- e. No expenditure should be allowed on items like computer, office accommodation, furniture, telephone, etc.
- f. The records of expenditure should be maintained at the district level and claims should be made by DRDA (or Zilla Panchayat) based on actual.
- g. The Ministry of Rural Development will reimburse the amount claimed by DRDA (or Zilla Panchayat) based on the actual expenditure incurred within the overall ceiling of Rs. 2,00,000/-.



## 10. **Powers of the Committee**

This committee will have coordination and monitoring powers. Its role is to remove obstacles to timely completion of approved Projects. It will have powers in seeking effective follow up of issues raised during the deliberation. The District Collector will be the Member Secretary responsible for the timely follow up on recommendations.

## CHAPTER - 3

### DISHA Digital Data Portal - Compositions and Functions

*“DISHA is a crucial step towards good governance through which we will be able to monitor everything centrally. It will enable us to effectively monitor every village of the country.”* - Prime Minister of India.

#### 3.1 Prime Minister's Emphasis on Participative Governance

The Government of India under the leadership of Shri Narendra Modi, Honourable Prime Minister of India has been making a number of valuable initiatives to popularise the need for participatory governance and people involvement in every effort of government to achieve inclusive development through various ministry's programmes and projects. In his every speech there is a mention of the importance of people's planning at the grassroots and strengthening of the Gram Panchayats and enabling people to participate in the Gram Sabha for their immense contribution for the nation development. In this direction he pronounced the slogan namely **'Sabka Sath Sabka Vikas'** (inclusive governance and schemes for all sections of people) in the year 2014.

#### 3.2 Mantra of 'Minimum Government, Maximum Governance

Prime Minister of India, when addressing the Indian community at Muscat, emphasised on Centre's 'Ease of Living' policy and said, “We are working with the mantra of 'Minimum Government, Maximum Governance' towards making lives of common people easy.” The culture of governance in India involved making procedures simpler, abolishing unnecessary laws, reducing procedural forms in government offices from 40-50 pages to four-five pages, bringing them to online platform, listening to people's problems with sincerity and taking action on them. The country envisions a new India where “Even the poorest person gets the opportunity to progress, and is able to dream and achieve that dream.” The country is progressing with the commitment to the global agenda 2030 including SDGs in its every level of planning and execution with the strong feeling of 'Leave No One Behind.'

This means that the specific needs of vulnerable sections have been addressed and each of them have been enjoying the fruits of development through achieving inclusive and sustainable economic growth and social progress. All people, regardless of their backgrounds, have rights and responsibilities to fulfill their potential in life to lead decent, dignified and rewarding lives in a healthy environment. Their voices must be heard, and their active participation as agents of change needs to be promoted. It has been materialised in phased manner in India through people governance, participatory planning, inclusive growth and transparent administration. In order to bring openness and transparent administration, on-line applications, digital technologies play vital role by simplifying the process and consolidated view of programmes data through digital portal. DISHA is one such initiative of the Ministry of Rural Development, Government of India.

### **3.3 The DISHA and Participative Governance**

The people's representatives are given prominent role under DISHA and they reflect according to the views of the people. At present, only official mechanism and elected representatives are given access to data portal, probably in the future, government may extend access of DISHA portal to all its beneficiaries which will further enhance the transparency in governance.

### **3.4 Government Data SILOS and Solution through DISHA**

Data silos are separate databases or sets of data files that inhibit productivity because employees are unable to get a 360-degree view of all the data. This can lead to interruptions in service delivery, decisions based on bad data and more. And, it is also difficult and expensive to pull the data together from silos because of the limitations of the approaches that must be used to integrate it. State agency teams require access to relevant data—but the data is often stuck in silos, whereby separate departments are unable to see information across the entire enterprise landscape. For this reason, the flow of data between the teams becomes stagnant and cluttered, and the data itself may be inaccurate. This can negatively impact service delivery to populations who rely on them. Data analysis is the key to improving performance and efficiency, but the biggest obstacle is gaining access to the data itself. Simply, analysing the data that is easily accessed leaves a trail of inaccuracy and produces lack of the true insight. As departments continue to segregate data and work within their own teams, the culture itself can become siloed as opposed to cohesive. Moving away from data silos can mean greater data transparency between departments.

Earlier majority of the departments used to maintain their schemes related data and information on separate system and accessible only to limited persons within the department. Moreover, such data has problem of geographic boundaries, i.e. each Ministry operates on different geographic units and each data set is collected within their boundary. For example, the Ministry of Rural Development measures data down to the Gram Panchayat level, police data is structured on police boundaries, health data is measured around anganwadis and so on. As a result, government data lives in silos. Different ministries can't unify their data because of geographic mismatches, and elected officials can't track all the data they need across different schemes and sectors at the lowest granularity.

### **3.5 Background and Components of DISHA Dashboard**

The Ministry of Rural Development and National Informatics Centre partnered with us to help elected officials across India get the data and insights they need. The DISHA Dashboard helps Members of Parliament (MPs), Members of Legislative Assembly (MLAs), and District Officials track the performance of all major flagship schemes in their districts and constituencies. It unifies data from 42 flagship schemes across 20 ministries, including the National Rural Livelihoods Mission, Pradhan Mantri Gramin Awaas Yojana, and Swachh Bharat Mission - Gramin.

#### **3.5.1 Integration of Data**

DISHA integrates 42 development and welfare schemes implemented by 22 Ministries helps in greater way to know the ground realities on an appropriate manner with consolidation view. The LGD (Local Government Directory) seeding, since the integration of 42 schemes on ONE STOP DISHA DASHBOARD hinges on LGD Framework. It is for the first time, the validation of LGD seeding in schemes MIS system and robustness of the LGD data was being tested. Collating, analysing, testing and liaising the gaps. It

links 42 schemes MIS system along with the geographical (700+ Districts) boundaries through the local government data maintained by Ministry of Rural Development in a short span of time. It provides technical support for the updating, mismatch resolution and validation of the geography masters.

**LGD Seeding:** In the year 2012 – the Ministry of Panchayati Raj has launched local government institutions data systems and re-launched the application as “Local Government Directory” (LGD), during July 2016 - Cabinet Secretariat issued direction to the Union Ministries to use LGD application as the single standard window to update and manage unique codes of various administrative units. Census being a decennial exercise and hence codes are not updated between two Census operations, it has limited use and updated data needs can be fulfilled with the MoPR LGD data base. LGD provides an online system for continuous updation of entities and generation of their codes. Hence, LGD has been taken as the standard platform for generating unique location codes which will be used by all e-governance applications.

**GIS Integration:** GIS—geographic or geospatial information system is a technology that allows informed decision-making because of its ability to capture, analyse and present intelligence data that is linked to location. Its Micro Strategy provides a free, cloud-based mapping solution that supports out-of-the-box GIS integration with the Micro Strategy platform. Micro Strategy's (GIS) integration lets to visualise data on maps so we can identify and analyse relationships, patterns and trends among various dimensions of data.

**E-book:** This section of DISHA portal provides adequate supporting documents issued by various departments and government. It also contains notifications, rules and rules of amendments related to the DISHA functioning and various advisories issued by the central government as well as respective State governments.

**Helpdesk:** This will guide the operators and viewers to find working manuals and guides to operate the on-line portal.

**3.4.5 Data Analytics:** The DISHA Dashboard provides a three-dimensional data visualisation and easy access to the exact scheme, geography or time period needed.

### 3.5 DISHA Meeting Management Portal

Meeting management aims at effective planning, organising and follow up action plans for a meeting. It helps to facilitate meeting organisers, attendees, authorities and action takers to streamline their work. Login to meeting management will be possible only through CAS (Central Authentication Service). There would be an Integration with Area Profiler (already existing application of PES) to fetch the details from the former application. For e.g., the details of MP/MLAs, committee members, committee type, local body type, focus areas, etc., will be fetched from Area Profiler which was gathered through various forms already existing there. Meeting management would be the part of the Panchayat enterprise suite. It comprises of eight main modules i.e. 1. Meeting notice, 2. Meeting Attendees, 3. Minutes of Meeting, 4. Meeting Action Status, 5. Dashboard, 6. Meeting Discussion Forum, 7. Official details, 8. Committee type and member details.



### 3.5.1 Options for Pre-Meeting Activities

Meeting notice covers all the necessary details like meeting title, meeting type, agenda and focus area. Further, it facilitates to centralise and manage every meeting-related detail. Meeting attendees provides details of chairperson and invitees. Fixing date, time and venue with proper approval of Chairperson are done through this portal segment.

Invite Committee Members - DISHA meeting notice (with the approval of Chairperson) are sent easily to all the invitees. Once the schedule is finalized, the e-mail and SMS notification of the same is sent to all the invitees automatically. Meeting discussion forum enables invitees to share their views, documents or any idea related to the agenda of meeting, for making it more effective and relevant.

### 3.5.2 Options for Post-Meeting Activities

#### i. Streamline and automate meeting action item status updates and tracking

Tracking of the status of assigned task can be done easily through various dashboard reports. The dashboard is designed specifically for each user login to provide very specific information and avoiding junk data.

#### ii. Capture, organise and instantly communicate concise meeting outcomes:

Meeting management keeps transparency by communicating clear outcomes of each meeting. Officials and department heads have ample information to easily derive conclusions on meetings held.

#### iii. Manage attendance and spot trends in absenteeism:

Once the meeting is conducted, it becomes important to track the presence or absence of attendees. This Application provides scope for marking the attendance of attendees and spot the trend in absenteeism through auto generated reports.

#### iv. Maintain an accurate record of distributed tasks:

Meeting management helps in recording the discussion points and decision points taken during the meeting through 'Minutes of Meeting' module. The facility for adding multiple agendas and discussion points is also provided in 'Minutes of Meeting' to expand the horizon of accurate recording.

#### v. Assign/delegate action points of meeting to respective official:

Delegation of tasks/action points are assigned by Head of Department (HoD) to other officials. Delegation can be assigned to multiple officials and departments at the same time.

### 3.6 Filtering of Data

**3.6.1 Geography filter:** Users can compare and drill-down to States, districts, sub-districts or even Gram Panchayats.

**3.6.2 Scheme filter:** Dynamic filtering by specific schemes or views helps users to find the exact information they need.

**3.6.3 Time filter:** Users can step back in time to compare indicators and KPIs (Key Performance Indicator) on a monthly or yearly basis. It is possible to filter data daily/weekly/monthly yearly snapshots, month on month/year on year Comparisons.

**3.6.4 Monitor and Track KPIs:** Selecting indicators make it easy to understand the performance of each scheme and find achievements or issues.

### **Multiple Views possibilities in the DISHA Web Portal.**

#### **3.6.1 Summary View**

Overall performance on KPIs: A Key Performance Indicator is a measurable value that demonstrates how effectively a programme is achieving key objectives. Implementing agencies use KPIs at multiple levels to evaluate their success at reaching targets. High-level KPIs may focus on the overall performance of the district, while low-level KPIs may focus on processes in departments such as availability of manpower, regular flow of funds, beneficiaries participation and others.

#### **Map View:**

Map view refers to comparing of indicators across geographies. It is an information-rich, short-reads alignment viewer with genetic detection capability for next-generation sequencing technologies, which supports a compact alignment view for both single-end and pair-end short reads, multiple navigation and zoom modes and multi-thread processing.

#### **Funnel view:**

It helps to understand the various level of processes, functions and to identify process bottlenecks

#### **Analytics view:**

It refers to a reporting view that is the level in an analytics account where you can access reports and analysis tools. In the DISHA web portal options are given for the viewers to see number of programme wise variables and indicators to verify the performance level of programmes viewed. Analytics automatically creates one unfiltered view for every programme listed for monitoring under DISHA, at the same time the viewer can also set up multiple views on a single programme. If at all any data intended be to viewed on a particular programme to analyse, automatically associated data also appear on the screen and viewer can compare and analyse. This process will help MPs and MLAs to save time by seeing related data in one screen and filtered data view will further help to get data accuracy and comparative picture. In total, the analytics view helps to focus agenda, deep dive on a given indicator, etc.

### **3.7 Utility of the DISHA Dash Board**

DISHA analytics screens add a layer of data intelligence on top of the real-time scheme data across 13 schemes to intelligently allow an MP to figure out trends, identify areas of growth and pinpoint opportunities for improvement across all schemes and geographies in just a few clicks. It is possible for a viewer to quickly view overall district position relative to State and country along with change. Further, it is possible to identify top and bottom performing indicators to find areas to focus. If necessary, any viewer can easily compare performance based on district achievement, State achievement, best district achievement in the State. It can also see the distance from State best achieved district and best district achievement in the Country. It will give growth rate and rank of the district. It can help to analyse trends in achievement and growth, along with knowing the position. It supports in decision-making under various schemes performance review, facilitates better planning of resources and funds of various schemes. This process of initiative enables to achieve targets set under various schemes on time or even before time and help to

verify assets created is equivalent to upliftment of society.

### **3.8 Impact on Beneficiaries/Stakeholders of the Schemes**

As it has been mentioned above, the elected representatives who are members of the committee like Ministers, MPs and MLAs have access to view the progress on schemes time bound targets and achievements. They can also make notes on the schemes or departments having slow progress or difficulty in achieving prescribed targets and those can be raised in next meetings. The district administration can also take an easy look into the status of progress and make further indications to expedite the process of implementation to the implementing agency concerned. But, as it was expected beneficiaries do not have access to the web portal to register their views, complaints and satisfaction on the implementation process of various schemes in their respective region or individual beneficiary. It is important to note, in the future course of action, the Ministry of Rural Development can consider to create an at least restricted (view and raise observations/comments) option to access by the beneficiaries in the web portal DISHA. It will further strengthen the monitoring process for the members by receiving real comments on the progress and satisfaction of various schemes implemented in the district.

## CHAPTER – 4

### FIELD OBSERVATIONS AND SUGGESTIONS

#### **Uniqueness of the DISHA meetings**

The most important difference between DISHA monitoring and other system of review or monitoring is the direct involvement of elected representatives of various institutions right from bottom to top viz, Gram Panchayat Sarpanches, Chaiman of Block Panchayats, Zilla Panchayat, Urban local bodies, State Legislative Assembly and Parliament. The representative Minister is also a part of the monitoring team which shows more responsibility and preparedness with the implementing departments. It is a face-to-face review mechanism between policy makers and executive agencies. Further, collective decision on follow-up actions to each and every implementing agency, it helps to avoid the reluctance of implementation and eliminates unwanted hindrances in porgrammes or projects progress.

Periodical review by the high-level team is to enable the committee members to understand the process of district development and at the same time creates ample opportunities to make convergence planning and consolidated holistic development approach.

The setting of agenda for the meeting also is unique, i.e., it is realistic, measurable indicator basis and action taken approach. Agendas are four categories namely, reactive agenda, complaints-based agendas, proactive agenda and predictive agendas. The reactive agenda covers looking for answers and explanations for the questions or objections raised in the previous meeting by the members of the committee. It also focuses on the status of actions taken on the suggestions given in the earlier meetings. The complaints-based agenda looks into the issues raised in meetings, presumptive/ad-hoc items and status of funds utilisation within the stipulated time. It seeks answers for the complaints raised by any member or media or beneficiaries, the department concerned has to provide answers and justifications pertaining to the complaints. The proactive agenda is an alert-based agenda which helps programme implementing department to set preparedness to get answers for expected questions. The predictive agenda focuses on the preparation of data driven development plans, analysis and preparation of development score card for District/Block/GP. It will enable the stakeholders of development to understand the level of development in their district and creates a competitive spirit to achieve furthermore to become a forerunner of development.

#### **Outcome of the DISHA**

**4.2.1 No data lag** – The main purpose of development of DISHA data portal is to provide free access to real-time data for real-time checks to the users. As it has been explained adequately on the data uses supported by the DISHA web portal, it provides varieties of data with possibilities of different dimensional analysis and views, which enables the implementers, monitors to use the data effectively for arriving appropriate decisions.

**4.2.2 No operational delays** – Intensive monitoring and timely corrective actions are possible due to conducting periodical reviews and suggestions. The implementers are in alert to carry out project's implementation. Every department can get adequate opportunities to express their problems, hindrances



in achieving targets due to non-cooperation of other stakeholders and get redressed in the review meetings. DISHA facilitates smooth functioning of various departments for achieving ultimate goal of sustainable development in the district.

**4.2.3 Policy Reform Tool** – A major advantage of this review committee is involvement of Chairman, MLAs and MPs. Based on the field realities and with authentic data source it encourages the members to express in the State Assembly and Parliament to make appropriate changes or amendments in the schemes and programmes aimed for poverty reduction and sustainable rural development. This mechanism can be a strong and data driven input to suggest policy changes in Parliament/State Legislatures. Therefore, it supports effectively on re-engineering of nation-wide decision-making process and paves way towards evidence-based planning and programme implementation to reach desired outcomes of poverty free nation.

#### **Status of On-boarding:**

There are 42 schemes sponsored by the government of India under 13 ministries taken on-board for review and monitoring through the DISHA web portal. The details of the schemes are given in the chapter two of this report but this section gives details of actual status of link with the DISHA web portal. There are 18 schemes directly linked to the web portal for review and monitoring by the DISHA, 12 schemes data systems are maintained by the respective department and they are shared with the DISHA portal for review, one scheme namely ICDS will be recent addition, discussions are on the way to include three schemes and remaining eight schemes are yet to commence to be included in the DISHA. Categorical list of programmes is mentioned as follows.

**4.4 Live on DISHA Dashboard (18):** MNREGA, NSAP, PMUY, SBM-G, PMAY-G, NRLM, DDU-GJY, PMGS-Y and MDM, HRIDAY, AMRUT, SMART Cities, NRDWP, MPLAD, PMKKKY, NHM, SBM-U and PMAY-U

**Web Services Shared (12):** NLCPR, ENAM, PMEGP, PMKSY-PDMC, PMKVY, SSA, RKVY, AIBP, CADWM, SHC, PMFBY and PMAGY

**Advanced Stage:** (1) ICDS, **Discussions Initiated** (3): PKVY, DDU-GKY, NRuM

**YET TO START (8):** BBBP, Digital India – PIAP, Infra Related Pgms, Sugamya Bharat Nirman, NFSA, DILRMP, PMKSY-Watershed, IPDS.

#### **4.5 Background of the DISHA Committee Member**

The Ministry of Rural Development, Government of India has clearly mentioned on the composition of membership to be nominated to the DISHA committee. The guideline indicates, it is the prerogative responsibility of the MoRD and respective State government to decide whom to represent as member for the committee. For each and every member representation, the ministry has laid down clear criteria to nominate from different field of experience and elected representatives of the parliament and legislative assembly. The study experience shows, except representation of Member of Parliament, the State government has enough liberty in selection of members for the committee at the

district level. It enables the district administration to select either all or most of elected representatives and other eminent experts who are aligning to the ruling government in the state. If the Centre nominates the Member of Parliament who are not affiliated to the State ruling party finds lot of difficulties functioning as Chairman of the DISHA.

### **Composition of the Committee**

In all five study States, majority members were represented from different departments implementing centrally sponsored development and welfare schemes. The elected representatives consist of MPs of Lok Sabha or and Rajya Sabha and also members of State legislatures. As it has been mentioned, the senior most Member of Parliament representing district Parliamentary constituency serves as Chairman of the Committee and the next senior Member of Parliament (Lok Sabha) or Rajya Sabha serves as Co-Chairman of the committee. As usual, either district collector/magistrate or his nominee like CEO /ADM serve as member secretary. In addition, the MoRD of the union government has nominated four members who are excelling in different field of experiences hailing from the district. Background of those members are, one from social development and academic eminency, another one from civil society organisation, senior citizen and any other area of expertise. For arriving on the seniority among MPs, to decide Chairman of the committee, the MoRD follows seniority list maintained by the Ministry of Home Affairs, Government of India. Therefore, it is certain that the committee has strong political background, good number of experts from different field of development and senior most official experts from various departments working for the development of the district.

### **Process of Selection/election**

As it has been mentioned above, for selection of members for the DISHA committee, all the districts of the study States follow similar pattern as described in the DISHA guidelines. The Member/s of Parliament as nominated by the MoRD based on seniority as Chairman and Co-Chairman for the committee. The experts are nominated by the State government based on the prescribed principles. The heads of PRIs within the district will be selected based on the interest of the district administration. One woman representation among four nominated experts of eminent and one woman elected representative among the four Gram Panchayat representatives are taking part in the meeting as members of the committee. The Schedule Caste and Schedule Tribe representation is also taken care at every level of selection/nomination to the committee. From the official mechanism, all the head of the departments dealing with 42 schemes are coming under the purview of DISHA as notified by the district administration. If the head of the department is unable to attend the meeting, he/she has to nominate next senior level officer with prior intimation to the district administration. The district collector being the Member Secretary of the committee makes all required arrangements to conduct the meeting periodically.

### **Coverage of the regional representation**

Apart from the nomination of membership by MoRD, it envisages the district administration to ensure representation of different regions and various tiers of PRIs giving adequate opportunity to represent at least four elected representatives from Gram Panchayat, all the elected heads of Block Panchayat and

Chairman of the Zilla Panchayat including heads of the urban local bodies. In all the study States, especially in the sample districts, the district administrations have made adequate representation of various regions, sections and women which shows inclusive character of governance especially in decision-making on programme review body at district level.

### **Objectives of the Meeting / Committee**

The meetings of DISHA are conducted to ensure better coordination among all elected representatives i.e., MPs, MLAs, and local bodies like Panchayat and Municipal bodies. It also aimed to bring efficient and time bound development in districts. The major focus of the meeting is to monitor the implementation of the programmes and to promote synergy and convergence for greater impact. Finally, DISHA committees closely monitor the fund flow and give necessary suggestions for basic amendments and implementation of the programmes at the district.

### **4.25 Purpose of DISHA Committee**

In order to achieve sustainable development in India, relevant ministries have been instructed to strictly follow the guidelines and principles attached with various development programmes. Majority of the rural development programmes and individual beneficiary-oriented schemes are implemented by the Ministry of Rural Development, Government of India through various agencies with the support of State governments. Till the year 2016, the programmes were monitored by a designated body called District Vigilance and Monitoring Committee which has been replaced by the DISHA with appropriate notification to the States and Union Territories. Moreover, earlier, the schemes were implemented by different structural arrangements and separate mechanisms were created at every level for monitoring the programme implementation. It resulted in existence of number of parallel structures working individually without convergence.

The holistic approach of development has been given a vital role in recent past by consolidating/ converging or connecting a number of schemes in one platform for having better control and results. The technological advancement in the field of digital data also made commendable improvement in accumulating and updating scheme related data. It gives easy access to various stakeholders especially to the district administration for coordinated monitoring. DISHA is one such important phase of development in digital monitoring. DISHA is playing vital role in consolidated monitoring of development schemes. Especially, centrally sponsored schemes by enabling the implementing agency to report the progress and update the action taken by feeding reliable data. It helps reviewing and monitoring committee to monitor events and activities under various programmes for better performance aiming towards overall development of the district. The DISHA makes periodical review and monitoring on said 41 schemes in every quarter of the year and makes necessary corrective action.

### **Functional Status of the DISHA in the State/District**

Comparing with the systems of monitoring before and after the DISHA, present scenario is showing positive trend of programmes implementation through a consolidated approach. The main role and responsibility of the DISHA is review, monitor, order for action and reduction of misappropriations in the

process of implementation of the schemes with the ultimate aim of helping the poor and needy.

### **Strategies adopted by DISHA Committee to Review the RD Programmes**

For effective functioning of DISHA, the district administration makes adequate arrangements like, sending notification to all its members well in advance about the date, time and venue along with agenda for discussion. It also sends background details of the schemes to be reviewed in the scheduled meeting along with the points discussed in the previous meeting and action taken by the respective departments. They also send minutes of the previous meeting for better preparation for discussion in the forthcoming meeting.

The programme details include, nature, purpose, expected beneficiaries, type of benefits and quantum of expenditure during the period of review. It helps the members to find out process of programme implementation and deviation if any, and they make notes to be raised in the meeting. The members are also getting individual representations from the people either as complaints or criticism on the implementation of various schemes seeking appropriate regulatory action on the respective department for suggesting corrective measures. The meetings are conducted either in the morning or in the afternoon session subject to the time requirement for review and discussion. In few cases meetings are also conducted in both sessions based on the volume of queries for discussions. In the meeting, Member Secretary welcomes the Chairman and members and briefs about the proceedings of the meeting. Followed by, each scheme implementing agency present their action taken based on previous minutes and current period progress.

During the presentation, the members make their comments and raise their objections with the concurrence of the Chairman of DISHA. The Department Head or representative is responsible for giving explanation or justification, during the process of presentation or seeking time to provide sufficient facts. The minutes are recorded to generate action points and communicated to the relevant department within the period of two weeks. On few disputed cases on any irregularities or misappropriation of funds, the District Collector is authenticated to seek explanation and make inquiry by appointing special committees.

The research team has participated in a number of DISHA review meetings and interacted actively with officials as well as elected representatives on the efficiency of members in contributing to improve the performance of the programme implementation. In almost all the study States, majority members were on positive opinion, DISHA has been making immense influence on alerting official mechanism to make responsible to show time bound results with tangible improvements.

Further, the research team felt, even though political ruling rides on the reign of the horse, still the benefits have yielded positively which ultimately play vital role in bringing development for the district. Only the political representatives and official mechanism reciprocates the process of discussion but many experts from different field are keeping aside from the process of discussion and decision-making.

### **Initiatives taken by DISHA for Implementation**

The following initiatives were undertaken by the committee to ensure proper implementation of the various programmes.

- i) Presentation on the progress of the individual scheme by the respective implementing agency



- ii) Review of progress of the individual scheme comparing targets with achievements
- iii) Suggestion to overcome problems in implementation of the schemes
- iv) Verification of follow-up action taken based on comments of the previous meetings
- v) Suggestion for penalisation or departmental action on the officials indulged in financial irregularities
- vi) Physical verification of assets created under various schemes to ascertain the quality of benefits
- vii) Feedback and inputs for policy amendments and changes in existing project activities.

### **Specific Approach of the Committee**

The Major role of DISHA is monitoring of process of implementation of Rural Development programmes through periodical review at the district and State level. The approach suggested by the MoRD, GoI are to verify process of implementation through document verification, physical observation and if necessary, making queries through formation of subject expertise committees. The committee suggests appropriate measures to improve the performance of the official mechanism to get better results in delivering services to the people. It is also envisaged to conduct fact finding initiatives and suggesting punishments on the erring officials and make compensatory services to the people. This approach has been followed almost in all the study sample States.

Another important approach followed by DISHA is, the beneficiaries are given adequate opportunities to come forward and make complaints on the official mechanism on negligence or political interference on inclusion and exclusion biases for the purpose of finding the genuine of the programme implementation. Based on the complaints raised by beneficiaries, general public or civil society organisation, the committee members can ask for explanation in the review meeting. The members can study deep to find reality on the complaints and make suggestive measures to overcome any illegal intervention or any malpractices.

### **4.30 Monitoring Framework Pertaining to the DISHA**

DISHA follows an **Output-Outcome Framework**, it is an existing **framework** adopted by the Government of India and various other state governments, to build greater transparency about their financial outlays, targets and development **outcomes** under various development and welfare schemes.

The Government of India has directed all its ministries to strictly follow the Output – Out come Frame work (OOF) for implementation and monitoring of the various programmes. The MoRD also directed the State governments to follow same framework in monitoring the RD programmes. DISHA has been monitoring the programmes through detailed review of each and every scheme through presentation by the department concerned. The verification of the ‘Output’ through listed ‘Indicators’ with ‘Targets’ fixed, the expected ‘Outcome’ also measured with a set of ‘Indicators’ by ‘Targets’ fixed for the period. It was verified by the research team in all sample districts on the framework of monitoring set by the union government. For example, monitoring of MGNREGA activities in the district, the output stands for

number of man days of employment to be generated and actually generated, the indicators used for verification is 'Number of days' enrolled in the muster roll are verified with random check with the job cards selected from few regions and it is related to the verification of target realisation.

Similarly, Outcome monitoring has been done by verifying 'No. of Assets' created and status of completion of targets fixed for the particular period. Likewise, all the schemes are viewed through this framework, comments and suggestions are given for 100 percent completion of 'Output', 'Outcome', 'Targets' and 'Achievements'. The Output-Outcome Monitoring Framework is a result of co-operation, teamwork and collaboration of a wide range of stakeholders across ministries and departments.

#### **4. 31 Members and citizen Role in the DISHA**

This Committee is having only Coordination and Monitoring powers. Its role is to remove obstacles to timely completion of approved Projects. It has powers in seeking effective follow up of issues raised during the deliberation. The District Collector being the Member Secretary responsible for the timely follow up on recommendations by the members and chairman.

The major lacunae of the DISHA committee is the lack of mention about 'Powers of body' and lack of clarity on who will be the executing agency of the actions to be undertaken issued by the committee. Based on the interaction with the Chairman and Co-Chairman of the DISHA in the sample States, it was found that they felt inability to execute the decisions and they were not provided to make penalising actions on erring officials. Moreover, there is no monetary power for the MPs and MLAs in connection with the DISHA which resulted in ritual mechanism of monitoring without much action as expected.

The DISHA Committee does not have provision for people's direct participation either in the meeting or communicating with the members in the context of implementation of development programmes. Even though Government of India lauds that DISHA leads to transparency and good governance, it is less materialised due to the lack of option for the people to participate in the review meetings. It can be appreciable that, at certain extent people representatives are representing the views of the people but in the reality people not aware about the existence and functions of the DISHA. If the citizens are given space to participate or access to digital mechanism of DISHA to report their complaints and grievances related to status of the programme implementation.

#### **4.32 Capacity Required and process**

The DISHA guidelines are silent on capacity building for its members which again hurdles the review and monitoring process of the committee. It is understood that, the people's representatives are aware about all the development programmes implemented by the Government of India. But, for monitoring and vigilance check on 41 schemes requires further more capacities. They require specific skills in monitoring and further more data inputs on the development schemes which are to be reviewed. Moreover, the political representatives may not find adequate time for reading, updating and making points for

discussion. It requires minimum secretarial assistance who can make through reading of the documents for explaining it to the members like MPs and MLAs for enabling them to list points to be discussed in the DISHA Meeting. Apart from political representatives, other members are also handicapped with lack or less understanding and capacity related to monitoring the rural development programmes. Since they are not directly involved with rural development field, they find it difficult to participate in the review meetings. In majority cases, the members were sitting as silent spectators. It is essential to create adequate orientation about role and responsibilities as DISHA committee member, at the same time adequate trainings are required to understand about the rural development programmes, specific objectives, expected beneficiaries, assets to be created and financial target and expenditure of different departments and schemes.

#### **4.33 Strategies adopted for successful implementation of RD Programmes**

As per the guidelines issued by the MoRD, there is no mention about any specific strategies for DISHA monitoring mechanism. The traditional monitoring followed under the Chairman of the District Collector has been replaced by the senior most Member of Parliament representing the district. The prevailing strategy is, conduct of meeting, discussion, raising comments and making actionable decisions.

#### **4.34 Achievements of DISHA and change attained**

The details related to State wise formation of DISHA committees, coverage of districts, number of meetings conducted in the sample States are given below.

##### **CHHATTISGARH**

In the State of Chattisgarh, DISHA committees were constituted in all 27 districts. As per available data on number of DISHA meetings conducted from 2016 to 2019 and number of districts covered in the State, it was found that, altogether in 27 districts, 70 meetings were conducted in the year 2016-17, it was 73 during the year 2017-18 and 41 meetings in the year 2018-19. The district administration ensured better coordination among all elected representatives i.e., MPs, MLAs, and local bodies like Panchayat and Municipal bodies. In all the meetings, predominantly covered flagship programmes of Rural Development and the proceedings of the meeting are up-loaded in the DISHA portal.

##### **JHARKHAND**

In Jharkhand, DISHA committees were constituted in all 24 districts. In the year 2016-17, 44 meetings were organised all together in four quarters and published 31 proceedings in the web portal. Subsequently, 50 meetings were organised in the year 2017-18 and in the year 2018-19 only 30 meetings were organised. As it was mentioned by the majority members, the DISHA performs well in majority of the districts in the State. It enables various departments at the district level to work with better coordination and elected representatives also play vital role through DISHA. The committee closely reviews the flow of funds including the funds allocated, funds released by both Centre and the State, utilisation and unspent balances under each Scheme.

## KERALA

In the State of Kerala, DISHA committees were constituted in all 14 districts, During the initial years of its formation, the meetings were not conducted in all the districts and the frequency of such meetings was very less compared to the numbers prescribed in the guidelines. However, the available data, reflects that the number of districts covered as well as the number of quarterly meetings, across the State, have increased since 2016-17. The committees are functioning better and coordinate all elected representatives along with sectoral departments. It also promotes synergy and convergence for greater impact in implementation of the rural development programmes.

Year	Number of Meetings Conducted				Total No.of Meetings Con-ducted	Proceedings of the meeting available in Public Domain	Total Num-ber of Dis- tricts Cov-
	Quarter 1	Quarter2	Quarter 3	Quarter 4			
2016-17	0	11	11	9	31	22	14
2017-18	16	10	10	11	47	30	
2018-19	16	10	10	11	47	36	

## MIZORAM

Year	Number of Meetings Conducted				Total No.of Meetings Conducted	Proceedings of the meeting available in	Total Number of Dis- tricts Covered
	Quarter 1	Quarter2	Quarter 3	Quarter 4			
2016-17	2	1	7	5	15	11	8
2017-18	8	3	5	7	23	19	
2018-19	8	0	0	6	14	8	

In Mizoram, the committees were constituted in all the districts to monitor the implementation of the development programmes in the respective districts. In this State DISHA concentrates only on rural development schemes. However, on effectiveness of DISHA committee meetings in the State, it is important to note how frequently these meetings were conducted during last three years. As per the data listed in the table, it was observed that, total number of meetings conducted in 2016-17 was 15; it was 23 in 2017-18 and 14 meetings during 2018-19. The State used this forum as an effective grievance redressal mechanism and convergence issues were discussed in detail and addressed appropriately.

## JHARKHAND

Year	Number of Meetings Conducted				Total No.of Meetings Con-ducted	Proceedings of the meeting available in Pub- lic Domain	Total Num-ber of Dis- tricts Cov-ered
	Quarter 1	Quarter2	Quarter3	Quarter 4			
2016-17	0	14	8	0	22	22	13
2017-18	11	9	9	6	35	29	
2018-19	11	10	3	6	30	28	

In the State of Uttarakhand, DISHA reviews the progress of over 41 centrally sponsored schemes at the district level, formulate action plans to address existing challenges and regularly visit the facilities to see how these programmes are being implemented in reality. DISHA committees were constituted in all 13 districts.

In general, in all the sample States, DISHA meetings were conducted in less numbers against as mandated. *The reasons as revealed by the respondents are lack of interest of the elected representatives to conduct review of the implementation of development schemes at the district level due to lack of power to penalisation. Moreover, district administration is not well prepared in fulfilling the standard documentation required for the review and hence members are not interested to convene the meetings.*

#### **4.35 Impact of DISHA on the performance Improvement and implementation of rural development programmes.**

The MPs and MLAs make adequate efforts on alerting the officials not getting into corruptive practices and enable all the departments to maintain transparent implementation and be accountable to the people. There were many cases of initiating disciplinary actions on the officials involved in activities of misappropriation and deviation in beneficiary selection. In majority cases, from many sample States DISHA members expressed that official domination as well as political interference had been reduced drastically which helped in improving the efficacy of programmes delivery.

DISHA Portal has led to increased effectiveness and meaningfulness in the participation of the members of the DISHA Committee, who can now evaluate and monitor the financial and physical performance of schemes on a quarterly basis. Officials can easily compare the data of one quarter with the previous quarters, enabling them to understand and locate gaps or grey areas in fund flow and the extent of fund utilisation in schemes. The district now has a greater capacity for evaluating the impact of schemes as well as to inform the planning and budgeting needs for the future.

The formats create a data repository in a way that government functionaries can understand and access the information, making it more transparent and accountable. Since the information has been collated and reported in a tabular form, it can save time in responding to the needs of various stakeholders. The simplicity of these formats has been lauded, as is the fact that one can register changes/delays and bottlenecks in fund flow and utilisation across quarters. DISHA meetings are also a powerful and potent tool for participatory governance.

- a. Direct action by MPs and regular check on the quality of services delivered can significantly contribute to the better implementation of rural development programmes.
- b. MPs are regularly attending the DISHA meetings and they utilised the platform to improve the implementation of programmes focused on the wellbeing of their constituency, especially the vulnerable.
- c. As elected representatives, have a tremendous responsibility for ensuring quality public service delivery to their constituents. DISHA meetings have served as an excellent platform for increasing accountability and transparency

- d. To review the progress of over 41 centrally sponsored schemes at the district level, formulate action plans to address existing challenges and regularly visit the facilities to see how these programmes are being implemented on the ground. Performing these tasks regularly not only keeps them updated about the state of affairs in their constituency, but it also increases the accountability to the people.
- e. Having chairing of all DISHA meetings, MPs have knowledge on how these meetings expedite the process of identifying and addressing developmental bottlenecks and to undertake corrective mechanisms.
- f. MPs chairing the DISHA meeting can regularly seek information from district officials and programme implementers about the performance of each programme, improvement in key indicators and institutional delivery rates.

#### **4.21 Recommendations / Suggestions**

- The District Officials with limited understanding of the budgeting processes of different government departments will need training to collect and capture data in this portal format.
- Information collated for reporting on scheme performance in the form of monthly and quarterly progress reports should be made available in the public domain. This will enable the public to have meaningful discussions with their local representatives and elected representatives will be more prepared to participate in these meeting, else these meetings will end up discussing political issues and the true purpose of DISHA would be defeated.
- Along with the notification and agenda for the upcoming DISHA committee meetings; physical and financial performance progress reports of schemes should be made available in the DISHA portal. Ministry of Rural Development, Government of India should instruct the district administration to upload these on a regular basis.
- Standardised formats should be developed for those schemes which are implemented pan India for bringing data consistency and providing comparable analytics to feed into policy action.
- Developing standard formats for collating relevant physical and financial performance data, across schemes would help synthesise data and evidence, which can be used for policy actions at State and national level as well. Hence, respective administrative ministries/departments at the Union level should prepare these formats and send them across to the district implementing authorities for collating relevant information.
- Availability and accessibility of relevant information can improve effectiveness of public engagement, which in turn can enhance budget transparency. Hence, priority should be given to the use of advanced technology to collate and make relevant information available in public domain.
- In order to make this relevant data available to the policy makers in real-time and to strengthen the effective monitoring of programmes, DISHA meetings should be the starting point at the level of districts.
- Further, while making the collated information available in the public domain, opinions can be sought from the public for further improvement.



- In order to deepen the quality of discussions in the DISHA meetings, online platforms should be created whereby public can share their feedback. District authority should create a web enabled platform to get public feedback.
- Regular training and orientation programmes should be convened by the Ministry of Rural Development, Government of India for the newly elected members of Parliament to play effective oversight role.
- Shortage of infrastructure, technical staff and programme staff at the district and sub-district level should be addressed regularly in order to strengthen institutions of accountability in those levels.
- Evidence supported through data for decision-making would always result in better outcomes. Appropriate and reliable data can help improve the system of governance.
- A good governance system demands effective participation in the policy discourse. To make DISHA framework work effectively, a robust architecture at the level of districts should be created in close collaboration with local knowledge and technology partners.

## Conclusion

It is worth to mention an Important Quote from the MoRD “DISHA is a crucial step towards good governance through which we will be able to monitor everything **centrally**. It will enable us to **effectively monitor** every village of the country”. This post by the Ministry carries two important messages from both the spectrums. The importance of ensuring good governance in the country through “**effective monitoring**” of implementation of development schemes so that every rupee spent from the exchequer contributes towards better outcomes is certainly noteworthy. However, on the other end, the very implicit idea of ‘**centralised**’ monitoring mechanism and efforts towards institutionalising DISHA as a platform of monitoring would defeat the very idea of cooperative federalism!



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