

Structure and Functionality of District Development, Coordination and Monitoring Committee (DISHA) – A unique Mechanism for Participatory Governance at district Level in India.

Dr.R.Aruna Jayamani¹, Dr.R.Chinnadurai²

ABSTRACT:

Participatory Governance is aimed at establishing a bridge between public institutions and ordinary people, in an attempt to increase the effectiveness and responsiveness of public policy-making activities. One of the Participatory Governance initiative is District Development, Coordination and Monitoring Committee (DISHA) Committees in India. It is a powerful and potent tool for participatory governance. DISHA meetings have served as an excellent platform for increasing accountability and transparency. The importance of ensuring Good Governance in the country through effective monitoring of the 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 centralized monitoring mechanism and efforts towards institutionalizing DISHA as a platform of monitoring would defeat the very idea of cooperative federalism!

KEY WORDS - Governance , Participatory, Monitoring & Government

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I. INTRODUCTION

District Development, Coordination and Monitoring Committee (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. The main objective of DISHA is to ensure quality of expenditure - optimization 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. Prime Minister’s Emphasis on Participative Governance

The Government of India under the leadership of, Shri. Narendra Singh Modi, Honorable Prime Minister of India has been making a number of valuable initiatives to popularize 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 public speech mention the importance of people’s planning at the grassroots and strengthening of gram panchayats and enable people to participate in the Gram Sabha for their immense contribution for the nation’s development. In this direction he pronounced a statement namely ‘**Sabka Sath Sabka Vikas**’ (inclusive governance and schemes for all sections of people) in the year 2014.

1.2. Mantra of Minimum Government, Maximum Governance

Prime Minister of India, when addressing the Indian community at Muscat, he emphasized 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 on online platform, listening to people's problems

¹ Assistant Professor, Centre for Good Governance and Policy Analysis, National Institute of Rural Development, Hyderabad, Email: drarunajayamani@gmail.com

² Associate Professor, Centre for Panchayati Ra, Decentralised Planning and Social Service Delivery, National Institute of Rural Development, Hyderabad, Email: duraichinna1967@gmail.com

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 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, and 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 materialized 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.

II. THE DISHA WEB PORTAL 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.

III. 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. Moving away from data silos can mean greater data transparency between departments. It has been taken care by the DISHA dash board allowing all stakeholders of rural development can on-board and present their data in single flat form.

IV. COMPOSITION OF THE DISHA COMMITTEE

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 & 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.

V. FUNCTIONS OF THE DISHA COMMITTEE

This Committee will have Coordination and Monitoring powers. Its role is to remove obstacles to timely completion of approved Projects. Ensuring of all programmes implementation accordance with the Guidelines, Facilitate coordinated solution to remove constraints, Guide the DPC and Facilitation for smooth implementation. Identification of issues for follow up in Parliament, State Assemblies and Local Governments for timely achievement of objectives. Monitoring of all time bound national initiatives for universal coverage and mid – course corrections. Dealing with the complaints/alleged irregularities received in respect of the implementation of the programmes. The committee will suggest suitable action to be taken in accordance with the rules which should be acted upon within 30 days. Review of the flow of funds including the funds allocated, funds released by both Centre and the State, utilization and unspent balances under each Scheme.

VI. PROGRAMMES TO BE COVERED BY DISHA COMMITTEE

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. The committee will cover around 28 schemes and meet every quarter of the year, in the third Saturday in the months of April, July, October and February. 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.

VII. 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.

7.1. 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 Seeding, since the integration of 42 schemes on ONE STOP DISHA DASHBOARD hinges on LGD Framework. It is the 1st time, the validation of LGD seeding in schemes MIS system and robustness of the LGD data was being tested. Collating, Analyzing, 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.

7.2. 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. Being Census is 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.

7.3. GIS Integration; GIS—geographic or geospatial information system is a technology allows informed decision-making because of its ability to capture, analyze, and present intelligence data that is linked to location. It is a 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 visualize data on maps so we can identify and analyze relationships, patterns, and trends among various dimensions of data.

7.4. 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.

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

7.6. Data Analytics : The DISHA Dashboard is a three-dimensional data visualization on Easy access to the exact scheme, geography, or time period needed.

VIII. DISHA MEETING MANAGEMENT PORTAL

Meeting Management aims at effective planning, organizing and follow up action plans for a meeting. It helps to facilitate meeting organizers, attendees, authorities and action takers to streamline their work. Login of 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.

8.1 Options for Pre-Meeting Activities

Meeting Notice covers all the necessary details like Meeting Title, Meeting Type, Agenda, Focus Area. Further it facilitates to centralize and manage every meeting-related detail. Meeting Attendees provides details of chairperson and invitees are captured in this module. 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.

8.2 Options for Post-Meeting Activities

i. Streamline and Automate meeting action item status updates and tracking

Tracking of 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, organize 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 conclusion 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 point 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.

IX. FILTERING OF DATA

9.1 Geography filter : Users can compare and drill-down to states, districts, sub-districts or even gram panchayats.

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

9.3 Time filter : Users can step back in time to compare indicators and KPIs 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 : Select indicators make it easy to understand the performance of each scheme and find achievements or issues.

X. MULTIPLE VIEWS POSSIBILITIES IN THE DISHA WEB PORTAL.

10.1. 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.

10.2. 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.

10.3. Funnel view :

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

10.4. Analytics View :

It refers to a reporting view 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. Any data intended to view on a particular programme to an Analytics, automatically associated data also appear in the screen and viewer can compare and analyse with some purpose. This process will help the viewer of high profile like 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 help to focus agenda, deep dive on a given indicator, etc.

XI. 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 position. It supports in decision making under various schemes performance review, facilitates better planning of resources & funds of various schemes. This process of initiative enable 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

XII. CONCLUSION

This DISHA mechanism is a unique portal for participatory governance as all stakeholders or develop actors can onboard their plans priorities and suggest for improvement with periodical monitoring. Moreover, as it has been mentioned above, the elected representatives who are members of the committee like Ministers, MPs and MLAs are having good 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 next meetings. The district administration can also easy look in to the status of progress and make further indications for 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 atleast 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.

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