Digitization of Panchayats in India: The Road Ahead

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Abstract

In a bid to reach the last mile man, PRI institutions have started to play an enlarged role in planning, identification and implementation of development programmes through the e-governance prototype called E-Panchayats. With Information and Communication Technologies making its foray in different realms of Government and Governance, the influence of the same has been vociferously felt by the grassroot Panchayats as well. This paper thus deliberates on how with the digitization of Panchayats not only the needs of the citizens are being met through the Government to Citizen Approach (G2C) judiciously but also a new chord of faith has been struck between the state and the citizens.

Key words: E-Panchayat, ICT, Governance, Transparency

Introduction

The application of ICT in the area of government and politics is considered to have a transformative impact on the existing structures of the state, the legal system and the functioning of government in general, in that processes and transactions are becoming more efficient and more transparent and that overall citizens are better served.1 As a matter of fact, with the integration of ICT into Governance, both Government and Governance have witnessed improved connectivity, better customer orientation, improved democratic processes at the various levels of political activity in a state and swifter transactions. Besides this bottlenecks and cost of labour has also been reduced. Furthermore ICT has opened new possibilities, improved transparency and access to information as well as laid the foundation of renewed partnerships and collaborations leading to improved relationship between citizen and the state.

However its most discernible impact has been felt at the grassroot levels of governance in India where access to information infrastructure has become not only accessible but more democratic. In the realm of local self-governance, ICT applications are promising to enhance the delivery of public goods and services to common people not only by improving the processes and management of government but also by redefining the age-old traditional concepts. The face of India, the Panchayats are now becoming emblematic of Good Governance which are more accountable, inclusive, productive, competitive, responsive and widely participatory.

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ICT gives a makeover to panchayats

The Panchayat represents the first-level of Government interaction for over 60 per cent of the Indian populace, and provides a large number of basic services for millions of citizens living in rural locations across the Nation. It is against this backdrop that the Panchayat Mission Mode Project (MMP) has been included in National e-Governance Plan (NeGP). The MMP aims to address and overcome the typical challenges faced in the villages, such as lack of reliable communication infrastructure, delay in delivery of services to citizens, low revenue mobilization for implementing schemes at the Gram Panchayat level, and lack of monitoring mechanisms for schemes.

The ambitious nature of the plan is obvious from the following excerpts of the Ministry of Panchayati Raj, Government of India, 2007 report which states that “E-governance will enhance the Sarpanchas’ ability to generate, manage and collect local revenue and automate their own functioning by making available records of the minutes. Information regarding governance structure and decision taken, profiles of elected representatives and their roles, details of NGOs present in the village will help in providing visibility. In turn it would facilitate social audits strengthening the Panchayats based delivery systems, offering the citizen services that have been devolved to them to ensure speedy and transparent transfer of funds, markets, communication with state and central government departments as a mechanism for capacity building. Introduction ICT at the Panchayat level will also give people immense opportunity to handle technology create larger scale job opportunities at the grass root level as in urban areas in the form of operational services, Maintenance and ancillary areas. The initiative would permeate a culture of ICT uses in rural areas to such a culture of ICT uses in rural areas to such a magnitude which probably no other initiative would match.”

The Mission Mode Project envisages implementation of various modules across the services and management functions within Gram Panchayat, such as the following:

1. Issue of trade licenses and NOC
2. House-related services
3. Issue of certificates of Birth and Death, Income and Solvency
4. Dissemination of internal process of Panchayat agenda, voting, and resolution
5. Copy of proceedings of Gram Sabha and Action Taken Report (ATR)
6. Receipt of funds / progress report
7. Dissemination of BPL data

Rural India is experiencing rapid socio-economic and cultural transformation with improved IT-enabled communication services, surface connectivity and community-centric infrastructure. In a bid to reach the last mile man, PRI institutions have started to play an enlarged role in planning, identification and implementation. Under the National Optical Fibre Network (NOFN) scheme of the Department of Telecommunications (DoT), approved on 25.10.2011, all the Panchayats are proposed to be connected through Optical Fibre Cable (OFC) with an estimated cost of Rs. 20,000 crores

Ministry of Panchayati Raj is also promoting e-Governance in Panchayats under the National e-Governance Plan (NeGP) through implementation of e-Panchayat Mission Mode Project (MMP) wherein 11 Software Applications are envisaged addressing all aspects of Panchayats’ functioning. The vision of the NeGP is to “Make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realise the basic needs of the common man.”

It has enabled the Panchayati Raj Institutions to effectively use Information Technology in automating their internal workflow processes for better functioning and delivery of citizen services.
leading to increased transparency and accountability. These Applications address all aspects of Panchayats’ functioning viz. from internal core functions such as Planning, Monitoring, Implementation, Budgeting, Accounting, Social Audit, etc., to citizen service delivery like issue of certificates, licenses, etc. As a result all states have been building their requirements for e-enablement in their annual RGPSA plans and e-Panchayat puruskars are also being conferred on the best performing states /UTs to incentive e-enablement at Panchayat Level.

The Software applications being employed under the E-Panchayat Mission Mode Project (MMP) have been discussed below:

1. PRIASoft: Captures receipt & expenditure details through voucher entries and automatically generates cash book, registers, utilization certificates, etc. It has been a major success with 1.2 lakh Panchayats on board and about 65,000 Panchayats are making online voucher entries during 2011-2012. Over 60 lakhs vouchers have been entered till March, 2012 for the year 2011-12 and reports can be accessed at http://Accountingonline.gov.in. This application is being used by 74% of Panchayats in the country for maintaining and managing accounts.

2. PlanPlus: Helps Panchayats, Urban Local Bodies and line departments in preparing Perspective and Annual Action Plans. Over 75,000 Annual Draft Plans & Action Plans of different plan units (ULBs/ RLBs/ Line Depts.) are available online on PlanPlus. Over 43,000 Plan Units have uploaded their Annual Action Plans online in 2011-12. This includes 82 Zilla Panchayats, 1300 Block Panchayats & 41500 Gram Panchayats who have adopted PlanPlus during 2011-12. These can be accessed at http://planningonline.gov.in

3. National Panchayat Portal (NPP): A National Panchayat Portal has been developed by NIC which has a versatile front-end in terms of dynamic website for Panchayat, with information, content and services needed by people, links citizens with Panchayats, links Panchayats with each other and allows access to information & services provided by Ministry of Panchayati Raj, State Panchayati Raj Departments.

4. Dynamic Web site for each Panchayat to share information in public domain. Over 2,36,500 dynamic websites have been created for Panchayats (95% adoption) and 30,000 of these websites are seeing an active content upload. It can be accessed at http://panchayat.gov.in

The Ministry of Panchayati Raj submitted in a written reply as under:

“National Panchayat Portal (NPP) has been adopted by the States of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, West Bengal, Uttar Pradesh, Maharashtra and Orissa. Out of these, Maharashtra, Orissa, West Bengal and Andhra Pradesh have also created content. In all, there are about 4 lakh content items which have been published in the NPP site by these States. Ministry of Panchayati Raj also publishes around 1000 contents on the portal page of Ministry using NPP.

5. Local Government Directory (LGD): For the first time a Central repository of all the PRIs in India is available through the LGD application. Captures all details of local governments and assigns unique code. Also maps Panchayats with Assembly and Parliamentary Constituencies.


7. National Asset Directory (NAD): Captures details of assets created/maintained; helps avoid duplication of works and provides for maintenance. As on December 3, 2014, NAD contained the details of 1,18 crore assets of the Panchayats worth more than INR 23,000 crores.
8. **Area Profiler**: Captures geographic, demographic, infrastructural, socio-economic and natural resources profile of a village/panchayat. Universal database for planning of all sectoral programmes and also provides details of Elected Representatives.

9. **ServicePlus**: A dynamic metadata-based service delivery portal to help in providing electronic delivery of all services in all States. More than 60,000 Panchayats have put their approved annual action plans online in 2013-14. States are being enabled to deliver various Government to citizen (G2C) services through ServicePlus Application at the Gram Panchayat level. Maharashtra is now providing 19 services electronically to citizens (e.g. Birth Certificate, Death Certificate, Domicile Certificate etc.) and Chhattisgarh is providing 5 services using ServicePlus.

10. **Social Audit and Meeting Management (SAMM)**: Captures details of statutory meetings held at ZP/BP/GP levels and generates reports for social audit.

11. **Trainings Management**: Portal to address training needs of stakeholders including citizens, their feedback, training materials, etc.

12. **Geographic Information System (GIS)**: It is a spatial layer to view all data generated by all Applications on a GIS map. Boundaries of 80% Gram Panchayats are available on the GIS platform.

The project is regularly reviewed by the Apex Committee of National e-Governance Plan headed by the Cabinet Secretary, Government of India. In addition, Ministry of Panchayati Raj regularly conducts review meetings with States/UTs at the level of Secretary/Additional Secretary/Joint Secretary.

In so far as providing computers and other basic infrastructure facilities are concerned, in the 11th Five Year Plan period, no funds were provided to States/UTs. However, they were advised to utilize available funds from different sources such as 13th Central Finance Commission Grants, Backward Regions Grant Fund (BRGF), Rashtriya Gram Swaraj Yojana (RGSY), to procure computers and other basic infrastructure facilities. In the 12th Five Year Plan period, after the dovetailing of e-Panchayat MMP with the Rajiv Gandhi Panchayat Sashastikaran Abhiyan (RGPSA), all States/UTs have been advised to build their specific requirements for computers, UPS, printer etc in their respective Annual Plans @ Rs. 40,000 per GP. In 2011-12, Rs. 38.5 Crores were released to States/UTs for setting up Programme Management Units (PMUs) at State and District levels and Rs. 1.61 Crores were released to four States/UTs in 2012-13.

**E-Panchayats in Action**

E-Panchayat is basically an e-Governance initiative for the rural sector providing comprehensive software solution and attempts to automate Gram Panchayat functions. The services offered are Birth & Death Registrations which include Capturing of event details, Name inclusion, Non-availability Certificates, Registration of events, Issuance of Certificates, Statistics, House Tax including Automation of Assessment, Demand Collections, Arrear Processing and Annual Demand Enhancement, Special Notices/Demand Notices, Registers/Field Books/Defaulters Trade License includes Issue of Licenses, Cancellations, Renewal, Demand Notices, Fee Collection etc. Benefits are improved citizen services, better transparency, streamlining of procedures and monitoring of revenues & services.

The success of the project can be gauged by the fact that the e-Panchayat project has won the silver award in Best Government Website Category in National Awards for e-governance as well as the Web Ratna Gold Icon Award by the Department of Administrative Reforms and Public Grievances for Comprehensive Web Presence.
Besides this E-Panchayats are multi-tasking many roles like that of an ‘information provider’, ‘service provider’ and ‘information aggregator’. It has made the entire process of local self-governance people-centric. Further it transforms a citizen from ‘beneficiary’ to ‘stakeholders’. Besides this the services which shall be offered to people shall cost less, reduce corruption and there will be more transparent functioning. But the most important benefit that it furnishes is that at panchayat level, clients can access a lot of information through available e-panchayat and it also ensures the standardization and excellence of e-governance services.

In the following table the State/UT-wise adoption status of Software Applications developed under e-Panchayat MMP has been represented:

Table 1: States showing Software Applications under E-Panchayat MMP

<table>
<thead>
<tr>
<th>Name of Application</th>
<th>In Use by States/UTs</th>
</tr>
</thead>
<tbody>
<tr>
<td>PRIASoft1</td>
<td>Andhra Pradesh, Assam, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand</td>
</tr>
<tr>
<td></td>
<td>Odisha, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttarakhand, Uttar Pradesh, West</td>
</tr>
<tr>
<td></td>
<td>Bengal.</td>
</tr>
<tr>
<td>PlanPlus2</td>
<td>Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh,</td>
</tr>
<tr>
<td></td>
<td>Jammu and Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Odisha,</td>
</tr>
<tr>
<td></td>
<td>Punjab, Rajasthan, Sikkim, Uttarakhand, Uttar Pradesh, West Bengal.</td>
</tr>
<tr>
<td>National Panchayat Portal3</td>
<td>Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Dadar and Nagar Haveli,</td>
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<tr>
<td></td>
<td>Daman and Diu, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand,</td>
</tr>
<tr>
<td></td>
<td>Kerala, Lakshadweep, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Odisha, Puducherry,</td>
</tr>
<tr>
<td></td>
<td>Punjab, Rajasthan, Sikkim, Tripura, Uttarakhand, Uttar Pradesh, West Bengal.</td>
</tr>
<tr>
<td>Local Government Directory4</td>
<td>All States/UTs except Nagaland, Mizoram and Delhi.</td>
</tr>
<tr>
<td>ActionSoft5</td>
<td>Andhra Pradesh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir,</td>
</tr>
<tr>
<td></td>
<td>Jharkhand, Maharashtra, Rajasthan, West Bengal.</td>
</tr>
<tr>
<td>National Asset Directory6</td>
<td>Andhra Pradesh, Bihar, Chhattisgarh, Dadar and Nagar Haveli, Maharashtra, Manipur,</td>
</tr>
<tr>
<td></td>
<td>Sikkim, Uttar Pradesh, West Bengal.</td>
</tr>
<tr>
<td>AreaProfiler7</td>
<td>Andaman and Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Assam, Bihar,</td>
</tr>
<tr>
<td></td>
<td>Chhattisgarh, Dadar and Nagar Haveli, Goa, Gujarat, Haryana, Himachal Pradesh,</td>
</tr>
<tr>
<td></td>
<td>Jammu and Kashmir, Jharkhand, Karnataka, Kerala, Lakshadweep, Madhya Pradesh,</td>
</tr>
<tr>
<td></td>
<td>Maharashtra, Manipur, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura,</td>
</tr>
<tr>
<td></td>
<td>Uttarakhand, Uttar Pradesh, West Bengal.</td>
</tr>
<tr>
<td>ServicePlus8</td>
<td>Chhattisgarh, Maharashtra.</td>
</tr>
</tbody>
</table>

Source: Part (a) to (d) of the Lok Sabha Unstarred Question No. 1209 at www.panchayat.gov.in

Taking a more meticulous view of states, we find that in Maharashtra 33 Zilla Panchayats and 5,223 Gram Panchayats are already using the ServicePlus Application to provide services electronically. Besides this all the 33 Zilla Parishads, 351 Panchayat Samitis, 27900 Gram panchayats in Maharashtra are equipped with Desktop computer, Printer cum Scanner machine and all ZP, PS are connected and around 22000 GPs are provided internet connection.
Similarly in Chhattisgarh, 2960 Gram Panchayats are using this Application to provide services electronically.xii Likewise in West Bengal, during the last three years, birth and death certificates, trade registration certificates, provisional residential, caste and income certificates have been delivered electronically through Gram Panchayats using the Gram Panchayat Management System (GPMS) software xiii

In Punjab, 119 Block Panchayats have PAWAN connectivity and remaining are using broadband connections for data transfer. Besides it is the only state in the country where most of the software are available in vernacular that is in Punjabi. Further basic computer training for the project is provided to all department officials and selected elected representatives by MoPR, GoI through DOEACC . xiv

However the most striking state in terms of employing information and communication technologies in panchayats is the state of Gujarat which has initiated E-gram, acronym for Gram Rural Accounting Management Software or popularly called as Vishvagram. The critical success factors in e-Gram project have been people’s participation, inbuilt sustainability, rollout planning and a ‘can do and will do ‘kind of political will. In e-Gram, Gujarat has seen the PPP model successfully functioning and linking all the gram panchayats in the state.xxv

Since 2004-05, Government of Gujarat under the e-GRAM Project has decided to equip all the 3 tiers of Panchayats (Local self-governments in rural areas) and in particular, each and every Village Panchayat (VP) with computer hardware & software and other necessary peripherals in a phased manner. By the end of 2008, all the VPs have been computerized and provided with broad band connectivity through VSAT.

With the introduction of modern office tools and connectivity at the lowest rural administrative unit in the State i.e. Village Panchayat, e-GRAM project has enabled computerized record keeping of accounts and maintenance of register of various types of taxes at the village level. In addition, by using digitalized databank in Gujarati vernacular language, Village Panchayats issue computerized certificates such as certificates of birth, death, income, caste, domicile, property, residence proof, agriculture, tax collection, family information etc.

To leverage IT resources, e-GRAMs are being operated through Village Computer Entrepreneurs (VCEs) on a revenue sharing basis under Public Private Partnership model. This innovative mechanism is ensuring prompt services to the rural citizens besides providing income earning opportunity to the VPs and generating self-employment opportunities for the rural youth. In nutshell, the e-GRAM in each VP is the e- governance business model of Gujarat and it has started functioning as a Village Knowledge Centre. In addition to the e-GRAM in 13,693 VPs, there are Common Service Centers (CSCs) in 6000 VPs which have been set up under the National e-Governance Plan (NeGP).

In the same way Computerisation of the Belandur Gram Panchayat, Karnataka has helped it in maintaining its accountability and transparency. The administration has become more people – friendly and information availability to the citizens has been enhanced. E-Panchayat has made its foray in Andhra Pradesh as well where it is being piloted in 24 districts of Andhra Pradesh. It provides services to the rural folks in birth/death registration, house tax, trade licenses, work monitoring, disbursement of pensions and accounting. It merits consideration here that with it the operational efficiency of Panchayats has improved and it has also efficaciously increased the revenue base for local bodies.
In Goa Infogram has emerged as a comprehensive IT solution, covering all activities in the Village Panchayats. The modules cover services pertaining to registration of births, deaths; maintain payment details and budget entries, data on house and light tax, trade licenses, electricity connection etc.

The project Dristi (Decentralized Rural Information Services and Technology Initiatives) in West Bengal focusses on 50 Gram Panchayats and is sponsored by UNDP/National Institute of Smart Governance. It provides computer and communication facilities and has achieved internal automation in funds management.

As per information available, the following ancillary e-governance services are also being offered by some States. A Helpdesk has been introduced for two Software Applications, namely PRIASoft and PlanPlus, which is providing support in English, Hindi, Marathi and Tamil languages. The Helpdesk was launched in July, 2014 and operates on all seven days of the week from 8 a.m. to 8 p.m. A toll free number (18001127200) is available to Panchayat level users to address operational queries related to the usage of PRIASoft and PlanPlus Applications. The Helpdesk logs, tracks and addresses queries/issues related to PRIASoft and PlanPlus Applications to facilitate continuous usage of these Applications by Panchayats. The Helpdesk is basically meant for Panchayat level users. Since its launch, 1186 queries were received for PRIASoft of which 891 have been resolved. Similarly, 96 queries were received for PlanPlus of which 74 have been resolved.

As appropriate software applications and induction of ICT at the Panchayat level on such a large scale have been deployed so as to enable Panchayats to meet the service needs of various stakeholders such as citizens, States/UTs and the Central Government, it has eventually resulted in building an ICT culture at the level of the masses and enable rural public linkage to access the external world of knowledge and markets. The table that follows shows the extent to which digitalization has been achieved at the three tiers of the PRIs post 73rd amendment act.

Table 2: States showing Computerization of Panchayats’ at the three tiers of PRIs

<table>
<thead>
<tr>
<th>S.No</th>
<th>State Name</th>
<th>Zilla Panchayat (ZP)</th>
<th>Block Panchayat (BP)</th>
<th>Gram Panchayat (GP)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of Offices</td>
<td>No. of Offices</td>
<td>No. of Offices</td>
<td>No. of Offices</td>
</tr>
<tr>
<td>1</td>
<td>A &amp; N Islands</td>
<td>2</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>2</td>
<td>Andhra Pradesh</td>
<td>22</td>
<td>22</td>
<td>1097</td>
</tr>
<tr>
<td>3</td>
<td>Arunanchal Pradesh</td>
<td>16</td>
<td>16</td>
<td>161</td>
</tr>
<tr>
<td>4</td>
<td>Assam</td>
<td>21</td>
<td>21</td>
<td>185</td>
</tr>
<tr>
<td>5</td>
<td>Bihar</td>
<td>38</td>
<td>0</td>
<td>531</td>
</tr>
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<td>6</td>
<td>Chattisgarh</td>
<td>18</td>
<td>16</td>
<td>146</td>
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<td>7</td>
<td>Daman &amp; Diu</td>
<td>2</td>
<td>2</td>
<td>-</td>
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<tr>
<td>8</td>
<td>Goa</td>
<td>2</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>9</td>
<td>Gujarat</td>
<td>26</td>
<td>26</td>
<td>224</td>
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<td>10</td>
<td>Haryana</td>
<td>21</td>
<td>21</td>
<td>119</td>
</tr>
<tr>
<td>11</td>
<td>Himachal Pradesh</td>
<td>12</td>
<td>12</td>
<td>75</td>
</tr>
<tr>
<td>12</td>
<td>Jammu &amp; Kashmir</td>
<td>22</td>
<td>0</td>
<td>143</td>
</tr>
</tbody>
</table>
Jharkhand 24 0 212 0 4559 0
Karnataka 29 29 176 176 5628 5628
Kerala 14 14 152 152 999 999
Lakshadweep 1 1 - - 10 10
Madhya Pradesh 50 50 313 313 23012 0
Maharashtra 33 33 351 351 27920 1589
Manipur 4 4 - - 165 165
Orissa 30 30 314 314 6234 6234
Pondicherry - - 10 10 98 98
Punjab 20 20 142 142 12800 0
Rajasthan 33 32 249 237 9177 2995

Source: Lok Sabha Unstarred Question No. 951 on Computerization Of Panchayats

Conclusion
It can be concluded thus that with the advent of ICT technologies in Panchayats, not only the tardy procedures have been simplified but also the different approval systems have been streamlined. E-Panchayats have ushered in an age of societal, organizational and technological change for both the government and for the people. Without a doubt, E-Panchayats have established an enabling framework for the self-governing institutions to effectively utilize ICT opportunities and to guide the forward move in the ICT direction along an accelerated path in contributing towards the economic and social upliftment of the nation.

End-notes

iv Now National Optical Fibre Network (NOFN) scheme is known by the name of Project BharatNet which is launched in 2015
v Minister of State For Panchayati Raj, Rural Development And Drinking Water And Sanitation ,Shri Upendra Kushwaha answers Lok Sabha Unstarred Question No. 1209 n 17-07-2014.
vi Lok Sabha Unstarred Question No. 3882 on E-Governance In Panchayats
vii Ibid
viii Ibid
ix Maiti,Ranjit Kumar ,E-Governance initiative in Panchayat and rural Development, Paper presented in the i-Government seminar held at 12 August 2009 in Patna
x Mooji,jos E., Food Policy and the Indian state ,Oxford University Press, Delhi,1999
xi E-Panchayat- Directorate of Information Technology, Government of Maharashtra, India. at. https://it.maharashtra.gov.in/1061/e-Panchayat.
xii Part (b) Of Lok Sabha Unstarred Question No. 855 Regarding E-PRI Project Answered
xiii Part (C) Of Lok Sabha Unstarred Question No. 855 Regarding E-PRI Project Answered By Minister Of State For Panchayati Raj Shri Nihal Chand
xiv Presentation on E-Panchayat Project by Punjab e-Panchayat Society , Department of Rural Development & Panchayats, Punjab, by Jatinder Singh Brar , Project Director e-Panchayat, Punjab


Answer To Lok Sabha Unstarred Question No. 3666 On E-Governance Initiatives

Lok Sabha Unstarred Question No. 4361 Answered On 18.12.2014 Launching Of Central Helpdesk

Lok Sabha Unstarred Question No. 951 To Be Answered On 15-11-2010 Computerization Of Panchayats