

No.52 (01)/PFC.I/2017  
MINISTRY OF FINANCE  
DEPARTMENT OF EXPENDITURE  
PUBLIC FINANCE CENTRAL-I DIVISION

Room No. 65, North Block,  
New Delhi, dated the 19<sup>th</sup> March, 2018

OFFICE MEMORANDUM

**Sub:** Minutes of EFC Meeting held on 20<sup>th</sup> February, 2018 at 12.00 Noon to consider the proposal of Ministry of Parliamentary Affairs's proposal for Appraisal of " e-Vidhan" a Mission Mode Project of Ministry of Parliamentary Affairs (MPA) under Digital India Programme to digitize and make the functioning of all the State Legislatures paperless.-reg.

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Please find enclosed herewith the duly approved Minutes of EFC Meeting held on 20.02.2018 at 12.00 Noon on the above mentioned subject further necessary action.

Encl: As stated above.

*Alok Nigam*  
19/3/18

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**Minutes of the Expenditure Finance Committee meeting held on 20<sup>th</sup> February 2018 at 12.00 Noon under the Chairmanship of Secretary (Expenditure), Ministry of Finance in Fresco, Room No.169 D, North Block, New Delhi to consider the Appraisal of "e-Vidhan", a Mission Mode Project of the Ministry of Parliamentary Affairs (MPA) under Digital India Programme to digitize and make the functioning of all the State Legislatures paperless.**

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The EFC meeting was held under the Chairmanship of Secretary (Expenditure). The List of Participants is in **Annexe**.

2. At the outset Chairman welcomed the participants to the meeting. Thereafter, Secretary, Ministry of Parliamentary Affairs (MPA) made initial remarks explaining the need of e-Vidhan MMP, its successful implementation in Himachal Pradesh (HP) Vidhan Sabha and its benefit. Secretary, MPA also stated that the positive point for this Project is that States/UTs are willing to implement the Project and pressing hard for early implementation, which would make it a highly successful Project as it would completely change the eco-system and governance in the States by integrating the Legislatures with the Government Departments.
3. Joint Secretary, MPA made a detailed presentation on e-Vidhan MMP giving the Project Objectives, its benefits, various stakeholders, Roles and Responsibilities of Central Project Monitoring Unit (CPMU) and State Project Monitoring Unit (SPMU), various components of e-Vidhan, total Cost Estimates, share of the States in the Project Cost and mode/ strategy for Implementation of the Project.
4. Joint Secretary, MPA stated that a Committee was constituted in June, 2016 under the Chairmanship of JS(e-GOV), MeitY for preparation of consolidated DPR, according to which, e-Vidhan is a centrally funded project aimed at developing State Legislatures paperless with a total estimated cost of Rs.739 Crore. In all, e-Vidhan would be implemented at 45 locations, excluding Shimla where it is already implemented, covering 31 States/UTs. Funding pattern of the project would be in the ratio 93:7 and most of the components of the project would be implemented in Decentralized manner. All the States are expected to be covered in two years by the end of 2019-20. Ministry would provide hand-holding support for the project for three years after rolling out it. As an institutional mechanism for implementation of the Project, Empowered Committee & Project Monitoring Unit both at Central & State Levels would be constituted. Expected savings on paper use every year would be nearly Rs.389 Crore, which means the project would pay itself back within a short-span of two years.
5. Joint Secretary, MeitY supported the initiative of the Ministry of Parliamentary Affairs and stated that the Backward Integration i.e. online integration of the State Government Departments with the Legislatures would revolutionize the governance at the State level. He also stated that a detailed MoU needs to be signed with each State Government before sanctioning the State Projects and suitable guidelines need to be issued to all the stakeholders. Ministry of Parliamentary Affairs responded that signing of MoU with each stakeholder is part of the Project.

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6. Deputy Adviser (PAMD), Niti Aayog made positive remarks on the Project. She enquired about the employment generation potential of the Project. She also stated that the existing inventory may be utilized suitably to avoid duplication and lessons may also be taken from the HP Pilot Project for smooth implementation of the Project. Deputy Adviser (S&T), Niti Aayog also supported the initiative. Ministry of Parliamentary Affairs informed that as indicated in final EFC Memo, the Project is likely to generate employment opportunity for about 1700 technical manpower of various categories and the utility of the existing inventories would be taken care of, at the stage of preparation of Detailed State-wise DPRs.
7. Joint Secretary (PFC-II) raised the following issues/ observations:
- a) The Memorandum of Understanding (MoU) to be signed by the Ministry of Parliamentary Affairs with State Governments/ Legislatures should lay out project and post project responsibilities. Provision of Citizen services including web-casting of Assembly and other Committee meetings as well as mandating that all Legislative documents/reports/schedules and other information to be made available on real time basis on Public Portal should be *non-negotiable* and be built into the Project MOU. Investing in this project without these benefits would be of no use. Ministry of Parliamentary Affairs responded that it is part of the Project.
  - b) MoU to be signed before rolling out the Project should be a tripartite one, between MPA, State Government and State Legislature. It would be wise to clearly define outputs and outcomes of this project at this stage and build them into the MoU and discuss at the consultation stage so that there is clarity on all three sides as to the nature of the project outcomes. MPA informed that it is part of the Project and will be taken care of at implementation stage.
  - c) State Governments contribution to the Project may be raised in accordance with the existing parameters for Centrally Sponsored Schemes (CSS).MPA responded that the States would be incurring huge expenditure on civil/electrical works in assemblies as well as on backward integration, which is not included in the estimated cost of the Project. Infact, their contribution would be more than the prescribed share for CSS.
  - d) Since the Project is based on the savings of paper and environmental sustainability, supply of printers alone may be eliminated completely.MPA agreed to reconsider the requirement.
  - e) Possibilities of using Open Source Software, tools and technologies for the e-Vidhan MMP may be explored.MPA agreed to explore the possibilities as suggested.
  - f) If Acts, Rules, Regulations needs amendment for implementation of the Project, the same may be examined and identified.MPA responded that all the Legislatures are competent to do it and necessary amendments as per requirement would be carried out.
  - g) Hardware to be procured under the scheme may be insured. It was contested by FA as the Government rules does not permit it. Moreover, the hardware for the Project would be procured with three years warranty.
  - h) Provision of IP Phone under the Project is not desirable as IP phones have become obsolete as a modern means of communication. Joint Secretary, MeitY informed that changes are very fast in the field of ICT.

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- i) Responsibility, methodology for maintenance and replacement of the hardware by the States, on taking over the Project after three years, may be framed and be made part of MoU.  
MPA informed that it would be included in the tripartite MoU to be signed with all concerned.
  - j) Publications of the Reports of various House Committees should also be part of the Project. Ministry of Parliamentary Affairs informed that it is part of the Project.
  - k) It appears that the manpower requirement is on the higher side. Mode of manpower to be engaged under the Project may be spelt out. MPA informed that the manpower to be hired including for CPMU and SPMU would be on outsourcing basis.
  - l) There should be no sanctions without preparation of DPRs for each state assembly.
  - m) The Empowered Committee in the Centre may ensure appraisal based on proper DPRs.
8. Secretary (Expenditure) made the following remarks:
- a) The fundamental issue here is that state legislatures are independent entities, not controlled by the State governments. It needs to be considered whether there is a constitutional basis to impose a Central Sector Project on them without details of commitment from both the Legislatures and state governments being made available. In order to ensure that the States & Legislatures participate in the Project and own it from the beginning, methodology to be adopted for on-boarding of all, need to be identified. State-wise commitment made and responses received for e-Vidhan may be summarized and brought to EFC. Secretary, MPA informed that the positive point for this Project is that the demand for the Project is from the States as well as Legislatures, so issue of imposition of it on them does not arise. Ministry of Parliamentary Affairs will provide hand-holding support to the States but States will own it. Most of the components, including procurement of hardware/ manpower for the Project, would be undertaken by the States in a decentralized manner.
  - b) Proposed funding pattern of 93:7 for the Project does not fit in the existing funding pattern of 50:50 or 60:40 in general and 90:10 specifically for Northeastern States under Central Sponsored Schemes. Therefore, considering the importance of the proposal, funding pattern of the Project may be made as 60:40. Cost to be incurred by the States on backward integration may also be made part of the Project and could form part of their 40% share.
  - c) A sunset clause and a cap on the funds that can be spent under the scheme may be included in the Project as required under the existing guidelines.
  - d) All the terms & conditions regarding implementation of the Project may be made part of MoU to be signed with the Stakeholders. This must be done before obtaining approval of the appropriate authority.
  - e) Meetings with Chief Secretaries, Hon'ble Speaker/ Chairman and Secretaries, Legislatures/ Councils may be convened at appropriate level for enabling consensus on the design, funding and implementation of the Project.

9. Secretary, MPA welcomed suggestions and agreed to consider them. He stated that e-Vidhan Project would give necessary push to e-Office also and both system and citizens would feel empowered as the necessary information would be available to them easily. Vide MPA D.O. letter dated 22/6/2016, Government of all the States/UTs with Legislatures were apprised about e-Vidhan, MMP for making the functioning of Legislatures paperless. Their attention was drawn to the fact that in order for this project to succeed, it is necessary that the eco-system of the State/UT administration is ready to adapt electronic platform. To facilitate the implementation of the Project, they were also requested to take a policy decision in this regard. Subject to these postulates, they were also requested to nominate the 'Nodal Officer' for coordinating the project on behalf of the State Government/ Legislature.

10. Financial Adviser suggested that 'in-principle' approval for preparation of State-wise Detailed Project Reports (DPRs) with Gap Analysis Reports and e-Vidhan productisation as enumerated in final EFC Memo may be granted so that Ministry of Parliamentary Affairs may take some steps towards implementation of the Project and there is no further delay in rolling out the Project. This suggestion was agreed to by Secretary (Expenditure).

11. Secretary (Exp.) and the Chairman of the Committee agreed to grant *in-principle approval* to the Project besides allowing the Ministry of Parliamentary Affairs to go ahead for preparation of State-wise Detailed Project Reports (DPRs) with Gap Analysis Reports and to develop e-Vidhan Product (Software) by re-appropriating the savings available in the Budgets allocated for the Ministry, provided it does not exceed the overall Budgetary Ceilings. He also informed that as per the existing provisions, the funds for the Project could be granted not before first Supplementary Demands for Grants to be presented in the forthcoming Monsoon Session.

#### Recommendations of EFC

12. With these deliberations, the EFC recommended grant of *in-principle approval* to the e-Vidhan Mission Mode Project and directed that the Project may be brought for final Appraisal before EFC, subject to the following conditions and steps to be completed:

- a) Ministry of Parliamentary Affairs to carry out *proper consultations* with Chief Secretaries, Hon'ble Speaker/ Chairman and Secretaries, Legislatures/ Councils at appropriate level for enabling consensus on the objectives, project design, sharing of costs, implementation and maintenance of the Project.
- b) Citizen services including web-casting of Assembly and other Committee debates/meetings, online publication of all Legislative documents/reports/schedules and other information should be *non-negotiable components* of the project.
- c) Clearly defined outputs and outcomes, governance mechanism, fund sharing pattern, technology options, implementation methodology, human resources, maintenance framework, training and capacity building, tripartite MOU draft, etc., may be incorporated into *project guidelines* to be brought before EFC.
- d) *Manpower requirement may be rationalized and supply of printers re-examined* in the light of project objectives.
- e) Sharing of project costs to follow the *Cabinet approved architecture for Centrally sponsored schemes* (60:40 - States / 90:10 - NE States / 100:0 - UTs).

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- f) *Preparation of State-wise Detailed Project Reports (DPRs) with Gap Analysis to be carried out for each participating State and design of an e-Vidhan Product (Software) by re-appropriating savings available in Budget allocated for the Ministry for 2017-18.*

13. With these observations/ decisions, the meeting ended with a vote of thanks to the Chair.

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**Annexe-I**

**List of Participants**

1. Shri Ajay Narayan Jha, Secretary(Expenditure), Ministry of Finance.
2. Shri Prabhas Kumar Jha, Secretary, Ministry of Parliamentary Affairs.
3. Shri K.Rajaraman, Joint Secretary, D/o Expenditure, Ministry of Finance.
4. Dr. Satya Prakash, Joint Secretary, Ministry of Parliamentary Affairs.
5. Sh. Sanjay Goel, Joint Secretary, MeitY.
6. Smt. Meera Swarup, JS &FA, M/o Finance & M/o Parliamentary Affairs.
7. Ms. Harsha Dass, Director (PFC-II), D/o Expenditure, Ministry of Finance.
8. Smt. Sushma Monga, Deputy Advisor (PAMD), Niti Aayog.
9. Dr. Ashok Sonkusare, Deputy Advisor (S&T), Niti Aayog.
10. Shri Trilok Chandra, Director, MeitY.
11. Shri Narinder Singh Arneja, Senior Technical Director, NIC.
12. Shri S.K. Sinha, Technical Director, NIC.
13. Shri Ravinder Kumar, Deputy Secretary, IFU, D/o Expenditure, Ministry of Finance.
14. Shri Alok Nigam, Deputy Director (PFC-II), D/o Expenditure, Ministry of Finance.
15. Shri Mukesh Kumar, Under Secretary, Ministry of Parliamentary Affairs.
16. Shri Ramesh Singh, Under Secretary, IFU, D/o Expenditure, Ministry of Finance.
17. Shri Satish Kumar Dubey, Section Officer (PFC-II), D/o Expenditure, M/o Finance.