Report

Of

The Committee on

Performance Based Payments

For Better Outcomes in

Rural Development Programmes

Ministry of Rural Development

Government of India

Krishi Bhawan, New Delhi
**Foreword**

The Ministry of Rural Development set up this Committee on Performance Based Payments for Better Outcomes in Rural Development Programmes in December 2016. The mandate of the Committee required us to look into the human resources available at the Gram Panchayat (GP), Intermediate Panchayat (IP) and District Panchayat (DP) and suggest means by which these resources could be augmented and organized for better delivery of programmes.

The deliberations of the Committee led us to focus on the core functions at the GP level and on the human resources available with these Panchayats to carry out these tasks as mandated by State Panchayat Raj Acts. This is in keeping with the recommendations of the Fourteenth Finance Commission (FFC) which emphasized that local bodies should concentrate on improving the quality of basic services and that the grants provided to them should be used only on such services. Our Committee concluded that unless Panchayats, as local bodies, are better enabled to fulfill their core functions their ability to deliver as agencies of Centrally Sponsored programmes are severely restricted. The recommendations of this Committee flow from this central premise.

The Committee has taken nine months to finalise its report. The widely varying situation of Panchayati Raj (PR) and implementation of the Rural Development (RD) programmes across States, the lack of available data both at the Central and State level (a fact that the 13th and 14th Finance Commissions and State Finance Commissions lament) created complexities which called for a fairly detailed exercise to collect and map the relevant information. However, in the interim this Committee interacted extensively with the officials of the Ministry of Rural Development and the Ministry of Panchayati Raj which provided inputs to the Ministries for policy making and programme implementation.

I would like to place on record my deep appreciation of the sustained support and cooperation provided by all Members of our Committee who brought to bear their
expertise and experience in the field of RD and PR on the deliberations and outcomes of the Committee. I would like to thank Shri Jugal Kishore Mohapatra, Shri S.M. Vijayanand, Shri M.N. Roy, Professor Asha Kapur Mehta, Dr. Jeemol Unni, Dr. Janat Shah and Shri Deoranjan Singh, for their contributions. I would also like to thank Shri Amarjeet Sinha and Shri Jitendra Shankar Mathur who as members not only make special efforts to attend the meetings of the Committee but also provided extremely valuable inputs. State Secretaries Shri Radheyshyam Julania, Shri Nagendra Nath Sinha and Shri Sudarshan Sethi who were Members of the Committee, and others Secretaries who contributed to the discussions from outside, provided their deep insights of the situation on the ground and carefully steered us away from making any recommendations which would not be implementable. I would like to thank Member-Secretary, Dr. Nagesh Singh for his ideas and efforts in getting together the data and information. The report represents the joint endeavor of all Members.

Thanks are also due to Shri. Manoranjan Kumar, Shri. Mukesh and Shri. Neeraj Srivastava of the Ministry of Rural Development for the logistical support they provided to the Committee.

I am grateful to Dr. W.R. Reddy, Director General and Prof. Rajnikant, Consultant, National Institute of Rural Development and Panchayati Raj, Hyderabad for their inputs and for hosting us at NIRD&PR for the final round of report writing.

I would thank the Joint Secretaries of MoRD and MoDWS for making presentations to the Committee on various Rural Development and Drinking Water and Sanitation schemes. My thanks are also to the officials from Gujarat, Odisha, Jharkhand, Madhya Pradesh, Rajasthan and Karnataka who presented the status of implementation of RD programmes in their states along with innovative practices and the IT team from the Govt. of Kerala for presentation of the SECURE software which were of immense help to the Committee.
I would like to thank Shri Ramit Basu, Consultant to the Committee who worked hard in analyzing and presenting the data from the States and in making sense of the various points which were reflected in the meetings.

My thanks also to Ms. Promila Rajvanshi of NIPFP for providing excellent secretarial assistance.

Sumit Bose
Chairman
Committee on 'Performance Based Payments for Better Outcomes in Rural Development Programmes'

We hereby submit the Report on above cited subject to Ministry of Rural Development, Government of India, Krishi Bhawan, New Delhi.

(J. K. Mohapatra)  (S. M. Vijayanand)  (M. N. Roy)
Member       Member       Member

Prof. Aasha Kapur Mehta  (Dr. Jeemol Unni)  (Dr. Janat Shah)
Member       Member       Member

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Member       Member       Convener

(Sumit Bose)
Chairperson
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PART A
CHAPTER 1

THE CONTEXT

Background

1.1 At the dawn of independence, India decided to follow the Community Development approach for Rural Development. To get rid of the baggage of colonial administration, a new development geography was envisaged in the form of a territorial unit at the Block level with clear norms of size and population. It was also an attempt to provide integrated and convergent development through mostly general purpose senior staff. The Block Development Officer (BDO) was supra-departmental and extension officers under the BDO covering different sectors like agriculture, animal husbandry, co-operation, education, public health, development of women and children, rural infrastructure and so on.

1.2 During this phase of development the Central Government played the lead role in designing the human resource structure, arranging training and even met a substantial portion of their remuneration. Though the budget allocation to Intermediates was relatively low, community participation was high. In this process substantial rural infrastructure was created in the first ten years.

1.3 With the launch of a direct attack on poverty in the seventies, the focus shifted to large Centrally Sponsored Schemes implemented by the Ministry of Rural Development (MoRD) to provide for infrastructure, basic services, wage employment, housing, self-employment, pensions for the destitute and placement linked skills training programmes in rural areas. From the Human Resources (HR) point of view, whatever survived of the greatly watered down old Block system was retained. Over that, at the district level, an autonomous professional organization called District Rural Development Agency (DRDA) was super imposed, with a multi-disciplinary administrative structure. This continued for more than two and a half decades.
1.4 The new generation Rural Development (RD) programmes launched in the 21st century started providing for scheme specific staff to deliver these programmes. Management expenditure is provided under each programme for the engagement of functionaries at the State, District, Block and Gram Panchayat levels\(^1\). The management structures under each programme have evolved over time. The Gram Rozgar Sevak (GRS) is present in almost all the GPs, though the level of supervision and control by GPs is uneven across the States. Technical and IT staff were recruited for MGNREGS mostly on contract, without any clear HR policy or norms. With the launch of National Rural Livelihoods Mission (NRLM) the emphasis shifted to quality HR, based on clear policy. However the administrative structure went down only to the Block level, below which the VOs of the poor and the Community Resource Persons (CRPs) carried out many of the development and administrative functions. The CRPs as frontline workers have managed to promote SHGs in villages in 3500 IPs of the country. Now the restructured housing programme, Pradhan Mantri Aawas Yojana-Gramin (PMAY-G) and the new area development programme called RURBAN, envisage PMU systems. For PMAY-G no earmarked functionary exists at the GP level to continuously engage with PMAY-G beneficiaries. So is the case with National Social Assistance Programme (NSAP), the benefits of which are delivered at the Panchayat level. The number of persons engaged at different levels, their job profile, qualifications, etc., vary across programmes.

1.5 The MoRD rolled out major interventions to address rural poverty and deprivation. It may be noted that the PR system which was initially ushered in on the basis of recommendations of the Balwant Rai Mehta Committee in the late fifties was largely ignored in the planning and implementation of most of the RD programmes mainly because Panchayats lacked capacity. This did not change significantly even after the 73rd Constitutional Amendment. However, the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) 2005 provides a Central role to Panchayati Raj Institutions, especially the GP, in the planning and execution of works under the Act.

\(^1\) Henceforth, this Report refers to the three tier structure of the panchayat system as DP, IP and the GP.
1.6 Over time, the role of Panchayats in different Centrally Sponsored Schemes relating to RD like Pradhan Mantri Aawas Yojana-Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), National Social Assistance Programme (NSAP), National Rural Livelihood Mission (NRLM), National Rural Drinking Water Programme (NRDWP), Swachh Bharat Mission-Gramin (SBM-G), Integrated Child Development Scheme (ICDS), etc., is getting increasingly recognized, especially in planning, identification of beneficiaries and monitoring.

1.7 The allocations under different programmes of the MoRD have increased significantly in the recent years. The Ministry has a budget allocation of Rs. 1,05,447.88 crore\(^2\) for the year 2017-18. MGNREGA, PMAY-G and PMGSY are amongst the top five Centrally Sponsored Schemes in terms of budget allocation, the other two being Sarva Shiksha Abhiyan (SSA) and National Health Mission (NHM). Even with this increasing budget allocation for RD programmes, except for MGNREGA, field functionaries do not exist at the GP level in any of the other programmes. Other departments / ministries like the Department of Agriculture and Farmer’s Welfare; Department of Animal Husbandry; Fisheries and Dairying; Ministry of Social Justice and Empowerment; Ministry of Tribal Affairs; Ministry of Women and Child Development; Ministry of Drinking Water Supply and Sanitation; Ministry of Health and Family Welfare and other Social Sector Ministries also implement programmes at Panchayat level. Figures 1 and 2 below depict the allocations under major RD programmes and key programmes under the Ministry of Drinking Water and Sanitation respectively.

1.8 Though not a programme, the latest addition is the massive infusion of untied grants to GPs provisioned by the FFC, with over Rs. 2 lakh crore committed for the period 2015-2020, to be spent on basic civic functions of sanitation, water supply, street lighting, connectivity, play grounds, parks and crematorium in rural areas. This has substantially

\(^2\)http://rural.nic.in/sites/default/files/Budget_2017_2018.pdf
increased the role and responsibility of GP during the current financial year (2017-18) an allocation of Rs. 34596.26 crores\(^3\) has been made for GPs across the 26 States.

**Figure 1: Allocations under Rural Development Programmes**

![Allocation under major RD programmes](image)

*Source:* Budget documents, MoRD website.

**Figure 2: Allocations under MDWS Programmes**

![Allocation under major programmes of M/o DWS](image)

*Source:* Budget document, M/o DWS.

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\(^3\) Source – MoPR data.
1.9 Interestingly, most of the programmes have earmarked a portion of the funds for administrative expenditure. This is 10 percent in the case of FFC grants and 6 percent for MGNREGS. It ranges from 3 to 5 percent for other schemes. However, the management expenses under the programmes are not adequate to support engagement of programme functionaries for every GP. Most programmes that are implemented vertically, have only created positions at Intermediate and District levels for programme delivery, accounting, data entry and other MIS requirements. In the absence of an earmarked functionary for a particular function at the GP level, the activity often gets delayed, while at the Intermediate level, it is quite possible for a functionary handling a similar function in another programme to do that job also. For example, a data entry operator for MGNREGS could also handle data entry requirements of PMAY-G and vice-versa. In the last few years a significant infusion of Information Technology and Space Technology in programme implementation and programme monitoring has taken place with MGNREGS being the leader.

1.10 Though staff have been placed for implementation of different schemes, they are scheme-specific. If the functionaries engaged under different programmes have to deliver programme objectives in a coordinated manner, the role of the GP as a coordinating and supervisory agency becomes critical. The GPs, which have emerged as a third tier of government, also lack adequate staff. The Government of India (GoI) has been working with States over the years to transfer functions, functionaries and finances to the GPs. The progress on this account presents a mixed picture. In most States, with few exceptions, even though functions have been transferred to the Panchayats, functionaries and funds to deliver those activities remain under the control of vertical programmes. The Panchayats, which perform both core functions and agency functions under different programmes, also need to be strengthened with adequate human resources. In view of the resource constraints, it is unlikely that States would be able to support an adequate complement of human resources borne outside schematic structures.
1.11 The issues related to the existing programme staff include:

i. Multiplicity of cadres that is not warranted by nature of work and skill sets; no standardized job profiles.

ii. Variance observed between desired and suggested skill sets and actual skill sets.

iii. Wide variation across States in terms of engagement - qualification and mode of recruitment, duration, remuneration, travel allowances and other conditions for similar cadres.

iv. *Ad hoc* engagement, often for discontinuous periods, leading to attrition.

v. Performance outputs are not clearly defined for all and there is no systematic monitoring.

vi. Non-accountability of State cadre and scheme functionaries to Panchayats.

vii. Remuneration not being linked to performance outcomes.

viii. Delayed payment of remuneration and reimbursement of travel cost.

ix. No additional remuneration paid by other departments for additional work.

x. Variation in remuneration leading to migration of employees from one State to another; sometimes between one scheme to another.

xi. Potential risk of demand for regularization.

1.12 With the FFC award, the concept of Gram Panchayat Development Plan (GPDP) has been operationalized by all the States having PR. GPDP aims at preparation of participatory development plans, covering all the resources over which GPs have command. Now the MoRD has introduced the idea of Poverty Free Gram Panchayats covering about 20 percent of GPs as part of Mission Antyodaya in the first stage. Thus, there is a significant shift from scheme based planning and implementation to convergent, outcome based, area focused planning and implementation. The role of Panchayats, especially the GPs, will be critical for convergent planning, participatory implementation and social accountability.
Concerns Related to Human Resources at the GP Level

1.13 All programmes implemented by the MoRD and by other ministries need to be planned, managed and monitored for effective outcomes. This can only be possible with the help of adequate number and quality of manpower at the field level. Even where there are human resources /personnel at the GP level for different programmes:

i. They are in most cases not accountable to the GP and the Gram Sabha (GS), although they deliver crucial services like education, health and livelihood generation at that level.

ii. Their capabilities are not built over a period of time to enable them to assume other responsibilities or multi-task.

iii. Their horizontal integration/convergence of action at the GP level and vertical integration is not ensured because of different departments and schemes under which they are appointed with specific mandates.

iv. There is poor oversight to check if the existing rules are being violated. Dependence on employees is high if elected functionaries in Panchayats, especially GPs, lack administrative experience. In the absence of strong oversight by the State, it is left to the staff to guide the elected functionaries about their mandated duties. This can lead to exploitation of the situation by the staff or collusion between elected functionaries and employees/officials (Sarpanch – Secretary nexus). The collegiate functioning of the GP as a team suffers with resultant concentration of power, lack of transparency, accountability and participation.

1.14 The implementation of programmes can be significantly improved if human resources available at the GP, IP and DP level can be organized into horizontal teams that are accountable to Panchayats and systems for their accountability and transparency are established. Capacity building of human resources will be needed at regular intervals, especially on aspects like participatory planning and budgeting with the GS and GP,
implementation and monitoring of programmes, behavioral change, gender balance, environmental protection, conflict resolution, protection of child rights, community mobilization for collective action etc. This will go a long way in achieving the intended outcomes of development programmes.

**The Committee**

1.15 It has often been noted by the NITI Aayog and other agencies that the field-level outputs and outcomes are often not commensurate with the massive investment of resources. This once again highlights the importance of programme delivery. A critical appraisal of the human resource requirement at the cutting edge level is needed. In view of its lead position as an implementer of the key programmes and the substantial fund provider, the MoRD vide DO#P-16018/7/2016-P&P dated 28 December 2016 set up the *Committee on Performance Based Payments for better outcomes in Rural Development programmes* headed by Shri Sumit Bose, former Finance Secretary to Govt. of India, to look into the issues holistically. The details of the composition of the committee and its terms of reference may be seen at Annex 1.

1.16 The key rationale behind setting up of the committee was that implementation of RD programmes can be significantly improved if human resources at the GP, IP and DP level are organized in such a way as to become accountable to Panchayats and available to support individual beneficiaries, Self Help Groups (SHGs) and VOs.

**Methodology**

1.17 The methodology adopted by the Committee includes:

i. Identification of the key issues related to human resources of each programme through presentations made by the Departments.

ii. Discussions with key officials of the Ministry of Rural Development (MoRD), Ministry of Panchayati Raj (MoPR), Ministry of Drinking Water Supply and Sanitation (MoDWS&S) and related Ministries and Departments.
Consultations with representatives of Panchayat Raj (PR) and Rural Development (RD) departments of the States of Maharashtra, Odisha, Gujarat, Kerala, Assam, UP, Bihar, Rajasthan, Tamil Nadu, Jharkhand, Himachal Pradesh.

Field visits to Madhya Pradesh and Karnataka to understand the issues and problems at the cutting edge level.

Inputs from NIRD&PR, especially on capacity building.

Analysis of key data and information related to Human Resources at the Panchayat level obtained by MoRD and MoPR from different States for the purpose of the committee.

Analysis of scheme guidelines.

Study of Reports of the Administrative Reforms Commission, Expert Committee on Panchayats, (key highlights in Annex 2), Committee on Restructuring of DRDA and IRMA’s assessment of NRLM.

The dates of meetings of the Committee and the field visits are at Annex 3.

**Approach**

The Committee’s approach to the issues arising from the Terms of Reference are outlined below:

1. GPs are very critical in the planning and implementation of programmes related to RD because of their proximity to the people. This calls for greater accountability.

2. Almost all RD programmes implemented by MoRD and programmes of other ministries implemented in the rural areas correspond to the subjects listed in the 11th Schedule of the Constitution based on which State PR Acts have been revised to transfer those subjects to the PRIs. Hence, it is imperative to build the capacity of the Panchayat in terms of human and financial resources so that they are able to plan, implement and monitor development programmes themselves.

3. The Committee was strongly of the view that apart from RD interventions carried out by MoRD, drinking water supply and sanitation also constitute the
core functions of the GP. The health and environmental impact of these sectors is high. In view of their importance for achieving the SDGs, the Committee considered it important to review the HR and Management related aspects of these sectors.

4. Due to their local Government status, GPs have been performing some traditional and core functions related to governance, that are not linked to specific schemes. These include civic services delivery, welfare and local development. These could be called the “core functions” and are often mandated by law or sanctified by historical practice. Over the years, State and Central governments have been entrusting schemes to GPs as agencies performing one or more roles like planning, selection of beneficiaries, execution of works, broad oversight and so on. In such roles, the autonomy of the GP as a local government is restricted by the scheme guidelines. But the focus of support to GPs, is on performance of the entrusted roles and not on the core functions and responsibilities. Unless the GP as an organization is strengthened and made efficient in carrying out its core functions, it will not be able to perform the so-called “agency” functions (Box 1).

5. If programme efficiency is expected, there has to be organizational efficiency. This would shift the attention to strengthening the availability of human resources at the level of the GPs.

6. The area and population of GPs vary substantially across the country. This has implications for assignment of functions and provision of human resources. A viable size is required from several points of view – performance of service delivery functions, mobilization of own revenue, co-terminus jurisdiction of service delivery institutions, preparation of meaningful development plans and effective oversight and monitoring of the performance of GPs.

7. In view of the special social, geographical and environmental features of Tribal areas, a special dispensation with appropriate relaxations will be required in areas under PESA. A similar approach is advocated for local governance structures in the Sixth Schedule and other non-Panchayati Raj areas.
8. Convergence of resources and services, both horizontal and vertical, across Panchayats and Departments is very important in achieving efficiency and impact.

9. The Committee believes that the use of technology, especially Information and Communication Technology (ICT), can to a great extent augment the capacities of the Panchayats and empower them and make programme delivery more efficient and transparent.

10. There has to be a more systematic policy based approach to human resources with clear norms for staffing, recruitment, remuneration, career advancement and so on. Obviously this cannot be achieved overnight but a time bound plan of action is needed.

11. Strengthening of HR should be seen holistically and not merely in terms of recruitment of additional staff which should be taken up only as a last resort. Sufficient attention has to be paid for competency based capacity building for existing staff, simplification of processes, procedures and systems, widespread introduction of e-governance, adoption of norms-based outsourcing, etc. Also, in the new context, the old Gandhian concept of multipurpose village worker assumes relevance.

12. Autonomy to take decisions within the overall framework of implementation but keeping in mind local priorities, bottom up flow of feedback and suggestions, room for innovation, incentivizing/rewarding good performers and hand holding and encouraging the not so good performers – all contributes towards improved performance by the grass root level staff.

13. Human resources are of paramount importance in achieving the desired impact of various development projects on a sustainable basis. However, there is very little data/information available at the State level related to human resources. Hence, it becomes difficult to arrive at a comprehensive policy. Therefore, the State Governments and the concerned Central Ministries could collect and analyse as much as data possible and place this issue before the Fifteenth Finance Commission.
Box 1: Core Functions and Agency Functions of the Gram Panchayat

The GP is a local government as per the Constitution of India. The State governments are to devolve specific functions on the GP, preferably through legislation. The Panchayat Acts of the States assign certain functions to the GPs, though the nature and extent of the same varies widely across States. The core of such assigned functions is carrying out basic civic services, which no other tiers of government generally provide. Core functions of the GP include, inter alia, functions related to basic public sanitation, drinking water, internal connectivity, street lighting, maintenance of playgrounds, parks and other commons, local taxation and generating own sources of revenue. The accountability of the GP towards the citizen is very clear in such cases. The responsibility for staffing the GP for carrying out these core functions lies with the respective State government.

The other broad category of activities of the GPs emanate from policies and programmes of the Union and the State governments, which ultimately remain responsible although the GPs remain engaged in implementation of the programmes at the local level. In such cases, the GPs are asked to carry out certain functions with little autonomy and ownership, as an agent of the higher tier of government. The accountability towards the people or the higher tier of government in most such cases is quite diffused.

No regular staff is provided to the GP for carrying out various activities related to the agency functions. The underlined presumption seems to be that just providing extra funds in the form of administrative expenses will take care of the human resources needed at the GP level. Also Panchayat being a State subject, creation of regular positions in the GP is thought to be the responsibility of the State government. The State governments have also not come forward to make adequate provision of human resources since the programmes are controlled by the Union government with no assurance of fund support in the long run. However, the fact is that over time the GPs are spending substantially larger amounts as an agent of the higher government with meagre or no staff support in most cases. In practice, the GPs pay more attention to the agency functions, which are large programmes and well funded, than in carrying out their own functions. This leads to neglect of the GP as an institution of local governance.

Given that the GP will continue to perform many agency functions in future, the GP has to be strengthened as an institution. Without strengthening the core capacity of the GP, its performance in carrying out agency function will not improve. Therefore, the solution lies in providing essential manpower on a regular basis, so that they continue to work and are incentivised to acquire additional skills, to carry out both core and agency functions efficiently.

Source: Prepared by Dr. M.N Roy, Member of the Committee.
14. This approach calls for core, general and technical staff, for all GPs with supplementary staff and higher order support at the cluster, intermediate and district levels.

15. Since implementation of PR is uneven across the States, there is a need for State specific plans of action.

16. Though human resources of Panchayats are the State’s responsibility, in the larger interest of equitable development, GoI may have to take a proactive role in motivating States to have a suitable HR Policy. This could be incentivized by pooling of funds available under existing schemes.

1.20 The overall assessment of the Committee is that unless the core functions of the GP as an Institution of Local Self Government are strengthened there is a strong possibility that agency functions of the GPs will not be adequately implemented and hence delivery of both services and programmes will not be effective at that level.

**Sustainable Development Goals and Panchayat Raj System**

1.21 The 17 Sustainable Development Goals (SDGs) and their 169 targets were adopted by member States of the United Nations in September 2015. Local governments have a crucial role to play in achieving the SDGs. While the goals are universal, the implications and intervention possibilities are local.

1.22 The twin objectives of the PR system as envisaged by the Indian Constitution are to ensure local economic development and social justice. India with about 2,50,000 Rural Local Bodies (Panchayats) holds enormous opportunities in localizing the SDGs and meeting the goals. Panchayats are expected to play an effective role in the planning and implementation of functions related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. Many SDG targets are within the purview of these subjects.

1.23 The Ministry of Panchayat Raj along with the Kerala Institute of Local Administration (KILA) and the United Nations Development Programme (UNDP) has
identified 10 out of the 17 SDGs\textsuperscript{4} which are of direct relevance to the GP and where the GPs need to play a pro-active role in meeting the goals. Since GPs across the country are preparing Gram Panchayat Development Plans (GPDP), this presents an opportunity for the GPs to synchronize their plans with SDGs. Hence, resources from various Central and State sponsored schemes need to be leveraged and converged at the GP level. It is important to set GP-level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities, resource mobilization potential and feasible action by the GPs. However, for the plan to get implemented and monitored, GPs need to be well resourced with appropriate human resources possessing the right skills, competence and sensitivities which would enable the GPs to implement the GPDP and contribute towards meeting the SDGs.

1.24 The Human Resource required to support the GPs in achieving the various SDGs are indicated in a handbook - ‘Sustainable Development Goals and Gram Panchayats – The Future We Want’\textsuperscript{5} published by UNDP. The handbook lists the various programmes from which human resources can be drawn and made available to the GPs in order to move towards achieving the goals.

**Structure of the Report**

1.25 The report has been structured in two parts. Part A comprises of the context and the situation analysis. Part B contains the broad recommendations of the Committee. This is then followed by chapters on thematic areas like SHGs, NGOs and Functional Committees, Social Accountability, ICT for Panchayats, Monitoring and Evaluation, Capacity Building and Convergence. These focus on key issues in each of these areas at the Panchayat level, especially those relevant to Human Resources, followed by specific recommendations. All the recommendations are consolidated and summarized in the last chapter of the Report.

\begin{footnotesize}
\textsuperscript{5} file:///C:/Users/Dell/Downloads/Gram%20Panchayat%20Brochure.pdf
\end{footnotesize}
CHAPTER 2

SITUATION ANALYSIS

2.1 Powers and functions of Panchayats, particularly GPs, vary vastly across the country. Since the Constitution has left it to the State Governments to decide the extent of devolution to Panchayats, such differences are only natural. In the macro situation, it is seen that the variation is the maximum at the level of the GPs. The issue is further complicated by the huge differences in population size of the GPs across states (Table 1). The functions to be entrusted to the GPs and the staff to perform them would naturally be influenced by the population size of the GP.

<table>
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Core Staffing

2.2 GPs have traditional core functions which are historic as well as those added on after the 73rd Amendment. Typically, a GP performs functions related to basic public sanitation, drinking water, internal connectivity, street lighting, and maintenance of play.
grounds, parks and other commons. Certain monitoring and supervisory functions in relation to education, health and nutrition are also entrusted to them, even though there isn’t sufficient clarity in the assignment or discharge of such functions. To enable them to perform the core functions, GPs are provided resources based on the recommendations of the State Finance Commissions. They also raise resources locally such as through taxes, especially on property. Here again there are significant differences among the States. The 14th Finance Commission has supplemented the resources for provision of basic services significantly.

2.3 The details of core staffing at the GP level, as per data from the Ministry of Panchayat Raj are given in Annex 4.

2.4 As may be seen from Annex 4, GPs in Kerala have reasonably good human resources as the Gram Panchayat Secretary and Assistant Engineer are Gazetted Officers. Karnataka and West Bengal have also provided adequate staff to the GPs. Rajasthan has recently created position of two Lower Division Clerks at each GP. Maharashtra has linked the staff to the population of the GP. However, staff support is sub-optimal in most States, with GPs not even having a full time Secretary in many States.

2.5 The mode of recruitment also varies across States. Whereas recruitment is through the State Public Service Commissions in some states, appointments are made by the GPs themselves in several other states. In most States the career path of the staff does not seem to be well-defined and there is an increasing tendency to appoint contractual staff particularly in relation to functions like accounts and data entry.

2.6 Analysis of the data shows that, there is no clear human resource policy for Panchayats in most of the States, barring a few notable exceptions. The staff strength was fixed long ago and ad-hoc accretions have happened over the years. A thorough work study has not been done in the recent past. Of late, the work load in respect of engineering,
accounting and data entry has increased, but no commensurate strengthening of the human resources has taken place.

**Scheme Based Staffing**

2.7 Centrally Sponsored Schemes have delineated clear roles for GPs. This is both comprehensive and statutory in the case of MGNREGS. In the case of PMAY-G also the role of GPs is quite significant and includes selection of beneficiaries and supervision of construction of houses. The existing staff at the GP are utilized under PMAY-G in most States. Under NSAP the focus is on identification of beneficiaries. Under NRLM, the role of Panchayats is to build a partnership with the Self Help Groups, particularly with the VOs.

2.8 The HR needs of NRLM are met by professionals at the District and Intermediate levels and by Community Resource Persons (CRPs) from amongst the poor at the level of the village. Under MGNREGS almost all the States have staff at the GP level mostly as GRS and computer operators. Almost all of them are on contract. The details of such staffing may be seen at Annex 5.

2.9 In order to provide technical support to a cluster of GPs under MGNREGS, the MoRD has initiated the system of Cluster Facilitation Team (CFT) in selected Intermediates consisting of professionals provided by a reputed non-governmental organization. This experiment, which started in 18 IPs was scaled up to 250 IPs across the country. This, is an interesting initiative that provides the much needed professional HR support to GPs to help them fully utilize the potential of MGNREGS. Another recent innovation is to develop barefoot technicians (Box 2.) This can address the shortage of technical staff in a cost-effective manner even while providing employment to the local youths, from poor families.
2.11 DRDAs were created to provide high quality professional support at the District level to coordinate the implementation of different RD programmes. This was universalized in the 1980s and funded from the administrative costs of different schemes. It was converted into a programme in 1998. It was stipulated that DRDA should have the following wings:

- Self-employment Wing
- Women’s Wing

**Box. 2: Barefoot Technician**

**BFT** is a Standard 10 qualified adult person identified from among the local MGNREGS workers or from the households that depend on manual labour for their livelihood. Once a person is identified, she/he will be trained in basic civil engineering subjects especially in taking measurements of works, construction technology, estimation of works, watershed concepts, permissible works and on key features of the programme, using a customized training module. This helps the BFT to acquire the required skills for identification and estimation of simple works, giving lay out for works in the field and to record measurements of the work done in the measurement book. Initially all 2,500 IPs which are selected for IPPE would be eligible for positioning BFTs in addition to the technical assistant, if the State Government, after due assessment, feels the need for an additional person for improving technical support in backward areas.

**Role of BFT** – On successful completion of training and certification, the candidate shall be designated as BFT in the GPs from where they are drafted by the Programme Officer. MoRD has issued guidelines to book expenditure on salaries / honoraria of BFTs from the additional 1 percent provided for this purpose under MGNREGS.

He / She shall carry out tasks like identification of proposed works, assist the JE/TA in conducting technical surveys, in preparation of estimates and assist in the planning process. BFTs shall be authorized to give lay out for works as per requirements, supervise execution of works and also record measurement in the M-Books under MGNREGS. These measurements shall, however be checked-measured by a TA/JE. BFTs will perform these functions under the supervision and guidance of qualified TA/JE/AE. BFT will also guide the mate / masons in executing the works under MGNREGS.

*Source: Barefoot Technicians in Mahatma Gandhi National Rural Employment Guarantee Scheme, MoRD – ILO publication.*

**District Rural Development Agencies (DRDAs)**

DRDAs were created to provide high quality professional support at the District level to coordinate the implementation of different RD programmes. This was universalized in the 1980s and funded from the administrative costs of different schemes. It was converted into a programme in 1998. It was stipulated that DRDA should have the following wings:

- Self-employment Wing
- Women’s Wing
c. Wage Employment Wing  
d. Engineering Wing  
e. Accounts Wing  
f. Monitoring and Evaluation Wing  
g. General Administration Wing

2.12 The administrative cost of the DRDAs was fixed as follows:  
- Category A district (<6 Intermediates) – Rs.46 lakhs  
- Category B districts (6-10 Intermediates) – Rs.57 lakhs  
- Category C districts (11-15 Intermediates) – Rs.65 lakhs  
- Category D districts (>15 Intermediates) – Rs.67 lakhs

2.13 With the rationalization of several Centrally Sponsored Schemes, this scheme has been subsumed under NRLM and funded on 60:40 basis. Though meant to be a professional unit for all RD schemes, over the years, the key RD programmes have moved out of the ambit of DRDA, with separate professional staff being provided scheme-wise. This is particularly true of MGNREGS, NRLM and PMGSY. It may also be noted that in a large number of States it is no longer a multi-disciplinary professional team of experts and most of the positions are held by officers from the Rural Development Department on deputation basis.

2.14 The States which have merged DRDA with the DPs (Zila Parishads) are – Karnataka, Madhya Pradesh, Chhattisgarh, West Bengal, Rajasthan and Kerala.

2.15 In 2010, the MoRD set up a high level committee headed by Shri V. Ramachandran, for submitting recommendations on restructuring of DRDA. The relevant portions of the report of that Committee are summarized in Annex 6. It is clear that the relevance and existence of DRDA needs to be looked into afresh in the context of the new generation programmes of RD and the strengthening of PR.
2.16 The FFC has provided a huge sum of Rs.2,00,292.20 crore over a period of five years from 2015-16 to 2019-20 to the 2.48 lakh GPs in the country for discharging their traditional core functions. This supplements the own resources of the GPs. This single act has increased the work load of the GPs manifold in most of the States. This infusion of additional resources is likely to be sustained by the future Finance Commissions as well.

2.17 The GoI has issued guidelines which provide for using up to 10 percent of the FFC funds available in each GP for administrative purposes. This includes staffing support including the hiring of services of professionals like Accountants, Data Entry Operators, Engineers, etc., on contract or piece rate basis at the level of the GPs or a cluster of GPs (notification of MoPR is at Annex 7). In the case of a cluster, the expenditure has to be shared by the GPs as per the norms to be fixed by the State Government. The funds could also be used for meeting the cost of professionals who are engaged for quality check of civil works and for conduct of social audit. Most States are in the early stages of using this facility, which provides an amount of more than Rs. 20,000 crore over five years.

**Staffing for Core functions of Water and Sanitation**

2.18 GPs have a historic role in sanitation and water supply. The importance of these traditional functions has been reiterated by the FFC while deciding the devolution to the GPs. It is also worth mentioning that access to water and sanitation are important SDG goals. The National Rural Drinking Water Supply (NRDWS) programme has assigned a special role to the Panchayats in ensuring drinking water security at the village level. It is clearly envisaged that at least the operation and maintenance should be fully entrusted to the Panchayats. As a support mechanism, the scheme envisages District Water Supply Missions, Intermediate Resource Centres and Village Water and Sanitation Committees at the level of the GP. While the District and Intermediate level set ups are outside the PR system in almost all the States, the reverse is true in the case of Village Water and Sanitation Committees which either act as Functional committees of GPs or institutions in which the GPs have a clear role.
2.19 Operation and maintenance (O&M) functions are carried out by grass-root level functionaries who perform multiple functions – they are pump operators or mechanics. There are nearly two lakh such functionaries in the country with different nomenclatures. In most States these personnel are engaged by the GPs and paid directly (Annex 7). In some States the work is outsourced to individuals as a means of self-employment. Some other States like Gujarat have successfully experimented with the model of O & M being carried out by community cadres.

2.20 It has been estimated that there are around fifty lakh hand pumps and 4.7 lakh single village piped water supply projects. The hand pumps are invariably operated by local persons while in the case of single and multi-village piped water supply schemes, the employees are largely from the Public Health Engineering Department.

2.21 In most States, where the O & M of the water supply has been formally entrusted to the GPs, the field situation is far from satisfactory. The responsibility has been transferred without matching resources, either human or financial. Water supply schemes require different types of professionals for their maintenance. Hydrologists are needed for source sustainability, mechanics for operation of pumps, plumbers for maintenance of the distribution system and personnel for water quality monitoring. Since running of water supply schemes invites continuous public scrutiny, especially during summer, GPs are forced to take bulk of the blame for problems with water supply. Even the substantial funds provided by the FFC may not improve the situation unless there is clarity regarding the human resources which the Panchayat can rely on for O & M. The recent decision of GoI to take away the weightage given in the devolution index for allotment of funds under NRDWP and to remove the earmarking of 15 percent for O & M may complicate the matter further, putting the GPs to greater difficulty.

2.22 The country has embarked on a massive and time-bound mission to eliminate open defecation. To achieve this within the targeted date and, more so, to ensure sustainability, GPs have a critical role to play - in extension, supervision of work, prevention of slipping
back to the old ways in areas declared Open Defecation Free, maintenance of public facilities etc. The administrative funds under Swachh Bharat Mission can be used for meeting the costs of additional human resources to ensure sustainability of the programme.

2.23 In the case of solid and liquid waste management, particularly in cleaning of streets, the function is performed by the GPs, using mostly contract staff. Outsourcing to self-help groups is a new development and is being done in a big way in Tamil Nadu and Andhra Pradesh. Tamil Nadu and Meghalaya have some interesting models in which there is integration with MGNREGS in implementation of SWM (Boxes 3 and 4).

Issues

2.24 Despite lack of State-wise data pertaining to categories of staff, their qualifications, mode of recruitment, terms and conditions and career path, the issues affecting HR in Panchayats are quite clear. These are:

i. There is no HR policy in majority of the States. This is particularly true of GPs. For historical reasons, the IP and DPs seem to be better staffed.

ii. The Centrally Sponsored Schemes have assigned specific responsibilities to the Panchayats especially at the Village level. This is particularly true for MGNREGS, PMAY-G, NSAP, SBM-Gand NRDWP. The schemes provide generously for administrative costs. But here again there is no standard staffing support to GPs.

iii. The scheme-related staff are mostly on contract. Though they have the advantage of being local people, the qualifications are minimal, the remuneration is not standardised and their capacity is inadequate. Interestingly, the vacancy position in contractual staff is relatively low compared to regular staff because such positions are usually easier to fill.

iv. Since the services of such contractual staff have been used for several years in some of the programmes, and more than a decade in the case of MGNREGS, there are reports of demands for permanence and the threat of their approaching the courts.
v. Since the staff are scheme related, they are controlled by the officials at the Intermediate and District levels. The role of the GPs in their supervision is quite vague.

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**Box 3: The Tamil Nadu State Model of Solid Waste Management**

The State Government took a lead in 2013 to evolve community based mechanisms for solid waste management in its efforts to create clear and environmentally sound villages. The success has spurred the State to expend the project to 9000 villages from 2016. The project involves the following steps –

1. Waste stored by households in separate containers are collected by workers appointed by SHGs and transported to a site identified by the GP.
2. Waste is segregated into biodegradable, inert, recyclable and is weighed before being disposed in pits / sheds. All this is supervised by women’s federations.
3. The GP sells the recyclables and hazardous waste to buyers and the compost is either sold to villagers or used in agro forestry programmes. Funds thus collected become an own source of revenue for the GP.

The Model is a unique example of a partnership between the Government and the People. Under MGNREGS, the Government constructs sheds for storing waste and pays wages of workers and supervisors. Under SBM, it purchases equipment for waste collection and transport and equipment for protection of workers. The Panchayat provides land for shed, compost pits and landfills. It also handles sale of compost and recyclables. The Women SHGs and Federation identify workers and supervisors, handle their payments and monitor the quality of work, processing of waste collected and sale of produce.

**Learning from the Tamil Nadu experience** –

According to a study conducted by DAY-NRLM the project is given considerable importance and District Collectors are monitoring the work on a frequent basis. Data from Tiruvannamalai district during the period August 2015 to March 2016 shows that in the 86 villages where the project was implemented, 1.2 tonnes of compost was sold and 1.8 tonnes of plastic and metal was collected. The shredding machine sold around 1 tonne of plastic for road construction. The Panchayats earned around 60 lakh from compost (@ Rs. 5 per kg) and 36 lakh from recyclables (@ Rs. 2 per kg) in a year. Each village earned around 1.11 lakh.

The primary aim of the project is clean and healthy villages and efficient recycling of waste. Introduction of user charges can make it an economically viable activity. Panchayats can earn more through vermicomposting, charging for littering and by selling plastic to the higher bidder.

The State Government also admits that around 10 percent of the villages have not succeeded in managing their waste for reasons ranging from ineffective Panchayats to villages being very close to urban areas.

**Source:** Promoting Solid and Waste Management in Rural India, MoRD, Oct. 2016.
vi. The scheme level staff normally perform only functions related to the scheme for which they have been appointed. Multi-tasking is generally not encouraged.

vii. Though the work turnout appears to be satisfactory, the motivational levels are rather low mainly due to relatively low wages and uncertainty of career.

viii. A common feature seen in contract staff is that those who are more proficient among them get selected for better jobs, leaving the less talented in the existing positions.

ix. The contractual nature of the jobs and fixed remuneration (in most States) seem to have reduced the incentive to improve performance.

x. Even with the meagre staff strength there are a large number of vacancies and the situation is disconcerting (Annex 9).

xi. It is interesting to note that GoI, even while providing substantial funds for administrative expenses, has a narrow scheme focus. Since the funds are

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**Box 4: Meghalaya – Road to Dumping Ground at Mawsmai, Mawkham – Nongpyndeng**

The Nongstoin Town Committee (NTC) headed by the Deputy Commissioner of West Khasi Hills District recommended creation of a dumping ground outside the residential area in the town to develop solid-liquid management. A plot of land in Mawsmai, Mawkham-Nongpyndeng was found which was three kilometers away from the district headquarters and had no approach road. Hence transportation of waste materials was a concern.

MGNREGS provided a suitable means of building an approach road. On realizing the importance of solid-liquid waste management the Village Employment Councils (VEC) in the area expressed complete support for fulfilling this task through MGNREGS. The work was sanctioned and all MGNREGS job card holders belonging to the 26 VECs in the area were pooled in for the work. The work was completed during FY 2015-16.

Vehicles collect waste from the town and the waste is disposed off in the dumping ground which is further subjected to solid-liquid waste management techniques.

**Source:** Sankalan – Innovations, Successes and Learnings along the way, MoRD – UNDP publication.
scheme-linked there is an implicit assumption by States that funds may not be available over the longer term. This has prevented a rational approach to staffing Panchayats.

**HR Related Issues at the Implementation Level**

2.25 The findings of a study by UNICEF in 35 districts in the States of Uttar Pradesh, Bihar, Jharkhand, Odisha, Madhya Pradesh, Chhattisgarh and Rajasthan during the period 2008 to 2012 as part of GoI-UN Joint Program on Convergence are extracted below:

**Vacancy**

2.26 Among the 7 States, the overall highest vacancy was reported in the States of Jharkhand (25%) and Rajasthan (21%). At the District level UP recorded the highest vacancy percentage at 24%. Jharkhand had the highest percentage of vacancies at the Intermediate Level (34%) and also at the GP level (22%). Rajasthan has the highest vacancy at the Cluster Level (22%) amongst all the 7 States. In a comparison between vacancies in Regular position and Contractual positions, there were more vacancies in the Regular positions (22%), with Jharkhand (30%) and Rajasthan (29%) having the highest percentage of vacancies in the Regular positions amongst the 7 States. Vacancy in the Contractual positions (13%) was considerably lower than the Regular position, with the highest percentage of vacancies in the contractual positions being reported from Jharkhand (20%).

**Tenure**

2.27 44 percent of the district level officers had less than 1 year of service tenure. Only 13 percent had more than 3 years’ tenure.

**Training and Development**

2.28 Training and capacity building processes have not been institutionalized across the departments in all States. Training Need Assessment is carried out only in 5 States, with no TNA done in Jharkhand and UP. The average TNA conducted in all the 7 States is a mere 26 percent. Less than 50 percent of the departments are preparing the Annual Training Plan (48%) across the 7 States. Training inventory and feedback is not managed properly for all the training programmes. The status of conducting Training Impact Assessment is abysmally low at 13 percent. No impact assessment is being carried out in the States of UP & Jharkhand,
only 8 percent of the departments are conducting the same in Rajasthan. There is more emphasis on programmatic technical training. Motivational, leadership and management training is less and mostly conventional mode of training is used like class room lectures and discussions.

**Employee Awareness of Roles and Responsibilities**

2.29 Very low level of employee awareness about roles and responsibilities is found across all departments in all the States. Awareness about roles & responsibilities is very low, below 50 percent across all States. The awareness shows a declining as we move from the District level downwards to the Intermediate and GP level. The reason for the same can be attributed to the fact that only 46 percent of the District level functionaries have received a written job description across all the States and only 34 percent district level functionaries have received any formal induction. Receiving a written job description is even lower at the Intermediate Level (29%) and the GP level (22%). Less than 50 percent of the GP level functionaries (47%) have received any formal induction at the time of joining.

**Employee Satisfaction**

2.30 Overall employee satisfaction levels are the lowest at the GP level owing mainly to the lack of access to general HR development benefits and delay in the receipt of salaries and reimbursements, with only 41 percent of the GP level functionaries claiming to have received salaries on time. Only 29 percent of all level functionaries receive their reimbursements on time. On an average across all districts the GP level functionaries like Anganwadi Workers, ASHA’s were receiving their salaries after a delay of 30-45 days; the GP level functionaries are also highly dissatisfied with the work environment (infrastructure, team work, feedback from senior). The GP level functionaries are also dissatisfied with the salaries being received vis-à-vis their workload. The level of satisfaction with HR policies & processes is also low across all levels. The main fact being noted is that the levels of employee satisfaction generally show a declining trend from the district to the Intermediate and GP level across all States.

2.31 These findings empirically validate the issues regarding HR management at the GP level that have been highlighted by the Committee.
PART B
CHAPTER 3
FRAMEWORK FOR HUMAN RESOURCES IN PANCHAYATS

Background

3.1 The situation analysis of human resources in Panchayats, especially GPs, highlights certain serious concerns which, if not addressed, would adversely affect the performance of core functions and implementation of different programmes, including those that are State and Centrally sponsored. The major issues that need attention are the insufficiency of staff, inadequacy of qualifications, lack of rigor in recruitment, poor terms and conditions of service and that too with wide variations, low incentives for performance and lack of adequate training. These are compounded by the fact that most of them function in silos related to schemes and are accountable to the programme supervisors and not to the Panchayats. However, the situation varies considerably across States. In a GP the work could be broadly categorised into the following:

- **General administration** including service delivery, citizen interface, institutional functioning, finance and accounts, etc.
- **Development** including aspects like planning and execution of public works.
- **Support functions** to carry out the above responsibilities.

3.2 In the light of the analysis in Part A of the Report, the Committee makes the following recommendations –
3.2.1 The Committee recommends that every GP, irrespective of population and size, should have a full time Panchayat Secretary who is also a regular employee and functions as the Chief Executive of the Panchayat. In Panchayats where the population is less than 5,000, the Panchayat Secretary could perform both general administration and development functions. In Panchayats with population above 5,000, the Panchayat Secretary could be supported by a full time employee for all development activities. For larger Panchayats having a population of 10,000 or more, a Panchayat Development Officer belonging to Group-B/C service is recommended.

3.2.2 The Committee also recommends that every GP should have a Technical Assistant (TA) to carry out its engineering functions. The position of GRS exists in almost all the GPs. The Committee is of the view that the existing GRSs should be formally trained as barefoot technicians to carry out essential engineering functions including those related to water supply and sanitation. They should function as TA of the GP and their work should be supervised by a qualified technical person at the cluster/Intermediate level. These persons should support the Secretary in development administration as well. This arrangement is recommended for Panchayats or a cluster of Panchayats with population less than 20,000. For Panchayats with a population of more than 20,000 a qualified employee with a Diploma or Degree is required.

3.2.3 Regarding support staff for IT and accounting, for smaller panchayats (population less than 10,000), outsourcing to CSCs or trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs.

3.2.4 All employees should be proficient in computers for their work. This should be a mandatory qualification for future recruitment. Existing employees should be enabled to acquire the required proficiency within a fixed period, for which the State should provide the required support.
3.2.5 The Committee is of the opinion that clustering of Panchayats is very critical in States having Panchayats of small size and population. This will enable the achievement of the optimum scale for human resource support. Hence, for Panchayats with a population below 10,000, positions for permanent staff may be created for a cluster of GPs. If this is not feasible, the positions could be created at least at the Intermediate level exclusively for providing service to the GPs. Adequate qualifications, particularly in respect of engineering, accounting and IT must be ensured. Norms relating to the kind of service, frequency of visits, certification of performance, accountability etc., should be clearly stipulated. In PESA and hill areas depending on the geographical size, lower population thresholds could be worked out by the States.

3.2.6 For new recruitment all candidates should be at least graduate with proficiency in computers which needs to be tested at the time of selection, irrespective of their previous training and certification. The selected candidates should undergo an induction training of at least sixteen weeks including 4 weeks of mandatory field level training.

3.2.7 For all the existing staff, including those on contract, minimum levels of competence required for that position should be ensured. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for the different positions.

3.2.8 The selection process should be transparent, merit based and fair. It should be conducted by the formal institutions like the State Public Service Commission or any competent authority of the State Government or any agency authorized by the State either at the State, Division or District levels. The appointing authority should be at least one level above the GP, either at the IP or DP.

3.2.9 The career path of the permanent recruits should be clearly defined. To the extent possible, they should be given opportunities to be absorbed in the appropriate State cadres.
3.2.10 Even for contract employees, minimum qualifications and rigorous selection procedures are recommended. Their selection should also be through the same mode as mentioned in sub para 3.2.8 to the extent possible. As an incentive for good performance, States may consider earmarking a percentage of permanent posts in Panchayats for contract employees who have completed a determined period of time, provided they have the minimum qualifications.

3.2.11 There should also be qualification and experience criteria in the case of outsourcing.

3.2.12 For historical reasons the IPs and DPs have relatively better HR support. However, due to the increased work load in engineering and IT, especially at the level of the GP, the Committee recommends that there should be adequate supervisory posts in engineering and IT at the IP level. In the case of DPs, in view of the responsibilities for quality monitoring, the Committee recommends setting up of a mechanism which has been described in Chapter 7.

3.2.13 DRDAs were set up to ensure seamless transfer of funds and to provide professional support for implementation of RD Programmes. Now, professional support is embedded in the programmes, and transfer of funds have been streamlined through the State treasury system. Therefore, there is little justification for continuation of DRDAs. The Committee recommends the merger of DRDAs with the DPs in States where this has not yet been done.

3.2.14 The work of all employees in a GP will be supervised and monitored by the concerned Panchayat. This would include reviewing performance, inspecting work, calling for performance reports and systematic community based monitoring to ensure inclusive and effective reach and quality of services. Complaints will be forwarded by the GP to the IP
or District level for disciplinary action. A functioning grievance redressal mechanism must be in place.

3.2.15 MoRD would issue enabling instructions to facilitate States to assign multiple tasks to the existing scheme specific staff, taking adequate precaution to ensure that the scheme implementation is not affected in any manner.

3.2.16 MoRD, MoPR and MDWS would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the GP and IP level. The details of such funds available scheme wise and their expenditure in the Financial Year 2016-17 are given in Table 2. Since the funds are meant for all administrative costs, a ceiling for HR could be fixed by the Ministries.

Table 2: Resources Available for Administrative Expenses (2016-17) (Rs in crore)

<table>
<thead>
<tr>
<th>Scheme</th>
<th>% of Admin fund</th>
<th>Total Scheme allocation</th>
<th>Admissible admin. expenditure</th>
<th>Expenditure</th>
<th>Unspent balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>MGNREGS</td>
<td>6</td>
<td>56,851.75*</td>
<td>3411.12</td>
<td>2,891.46</td>
<td>519.66</td>
</tr>
<tr>
<td>DAY-NRLM</td>
<td>6</td>
<td>3168.15</td>
<td>190.09</td>
<td>78.86</td>
<td>111.23</td>
</tr>
<tr>
<td>PAMY-G</td>
<td>4</td>
<td>16077.58</td>
<td>643.10</td>
<td>5.47</td>
<td>637.63</td>
</tr>
<tr>
<td>NSAP</td>
<td>3</td>
<td>9500.00</td>
<td>285.00</td>
<td>265.53</td>
<td>19.47</td>
</tr>
<tr>
<td>NRDWP</td>
<td>5</td>
<td>6000.00</td>
<td>300.00</td>
<td>184.75</td>
<td>115.25</td>
</tr>
<tr>
<td>PFC Grants#</td>
<td>10</td>
<td>30145.85</td>
<td>2994.30</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>

Source: Budget documents; *Total availability; # Not a scheme

3.2.17 The above recommendations may be fast tracked in the Mission Antyodaya GPs/Clusters.

3.2.18 Viability in terms of size and population of GPs is critical for both efficient service delivery and sustainable HR support besides entailing substantial one time capital costs on office infrastructure. Therefore, the Committee recommends that creation of new and small Panchayats may be avoided.
Financial Provisions

3.3 This Committee has refrained from making an estimate of the financial implications of these recommendations in view of the wide variation in remuneration across the States. However, the Committee is of the view that these recommendations can be implemented without imposing significant additional burden on the Central and State finances because of the following-

i. Management costs provided under CSSs, are substantial if they are pooled.

ii. FFC provides up to 10 percent of the grants for administrative costs including the cost of human resources.

iii. Existing provisions for administrative costs under certain schemes such as PMAY-G, MGNREGS are not being fully utilized.

iv. The Medium Term Expenditure Framework (MTEF) indicates that the allocation\textsuperscript{6} for MGNREGS, NSAP and DAY-NRLM would be increasing in the coming three years. This creates further space for administrative costs. (Annex 10 for scheme wise projections).

v. The salary of a full time Panchayat Secretary is, in any case, provided in the State budget.

vi. The use of CRPs from the SHG network has been recommended as an option in certain circumstances which helps in containing costs.

vii. The recommendations for HR support are calibrated to the population of the GP to achieve both economy and efficiency.

3.4 However, in the eventuality of some critical gap funding being necessary to operationalize these recommendations, support to incentivize States to strengthen HR could be included in the revised Rashtriya Gram Swaraj Abhiyan (RGSA) for a period of five years.

\textsuperscript{6}RD Total: BE (16-17) – Rs. 86,055.80 cr.; RE (16-17) – Rs. 96060.03 cr.; BE (17-18) – Rs. 105447.88 cr.; Projection (2018-19) – Rs. 112626.40 cr.; Projection (2019-20) – Rs. 121883.6 cr.
3.5 There is one aspect which will require additional funding. The number of Junior Engineers in each block would go up to about 10 from the current level of 4 or 5 on an average. This strengthening would require funds to the tune of about Rs. 1,000 crore annually which would need to be provided for on a sharing basis with the States for a period of five years.\(^7\)

3.6 The existing HR support to Panchayats in PESA\(^8\) areas with one GS mobiliser in every GP, one PESA Coordinator at the Intermediate level, one PESA Coordinator in the District may be continued in the future. Other provisions like contracting NGOs for regular hand holding, IEC activities and the flexibility to North Eastern and Hilly States to increase their unit cost by up to 25 percent as per need, may be continued in the years to come. Remuneration and other allowances may be increased suitably to incentivize personnel working in such difficult areas.

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\(^7\)Assuming requirement of six additional JEs per block with a salary of Rs. 25,000 per month, for six thousand blocks an amount of Rs. 1080 crores would be required every year.

\(^8\) RGPSA / RGSA scheme guidelines 2013, Ministry of Panchayati Raj.
CHAPTER 4

HUMAN RESOURCE SUPPORT TO GRAM PANCHAYATS FROM SELF HELP GROUPS, NGOS AND FUNCTIONAL COMMITTEES

Background

4.1 Over the last few years, particularly since the launch of National Rural Livelihood Mission (NRLM), the rural poor are being organized systematically into SHGs which are federated into Village Organisations (VOs). As of now (15.09.17) there are 3.68 crore households organized under 36.5 lakh SHGs which have been federated into 1.63 lakh VOs. It is expected that up to 10 crore families would be organized in this way over the next few years.

4.2 Experience shows that the SHGs mature fast as vibrant local organizations and accumulate substantial social capital. They throw up confident and articulate leaders. They discuss local issues and access information on possible benefits which they can tap. Networking the SHGs into a VO, has given them an identity as a larger collective representing the bottom 50 to 70 percent of the population.

4.3 An interesting feature of the functioning of SHGs has been the concept of CRPs. CRPs are identified by the SHG network to perform specialized functions like accessing credit, book-keeping and accounts, internal audit, extension in agriculture related activities and so on. Their skills and their social acceptability mark them out as capable of performing a range of formal and informal functions for GPs, which, in large parts of India, lack basic human resources to perform most of their functions.

4.4 Till recently the SHGs which are organizations of deliberative and direct democracy of the poor have been working independently of and, in a sense, parallel to the Panchayats
which are local governments embodying representative democracy. Of late, based on evidence gathered from field level trials in the States of Bihar, a policy decision has been taken to consciously structure a synergetic relationship between the SHG network and the GPs based on the realization that both stand to gain if an equal relationship is brought about, without diluting the identity, integrity and independence of both the institutions.

**Rationale Behind GP – SHG Relationship**

4.5 The reasons behind the need to forge a functional relationship between the SHG network and GPs include:

i. Panchayats are local governments and they are constitutionally mandated to achieve the goals of social justice and economic development. For this it is best to work with inclusive organizations of the poor.

ii. PR - implies participatory and inclusive democratic development. Here again a formal relationship with an organization representing the bottom half of the population would be very useful for it would facilitate listening to the voice of the poor.

iii. Panchayats perform several service delivery functions. For these services to be effective there is need for good outreach and also effective demand based on an understanding of the importance of the services and the mechanisms of the delivery. There again linkage with the SHG network can effectively address these challenges.

iv. Social accountability is probably the raison d’etre of PR. An organized community, particularly of the poor and that too of women is best equipped to ensure social accountability through community based formal and informal monitoring and other participatory systems.

v. GPs now have substantial funds, due particularly to MGNREGS and the FFC grants. The GPs have been mandated to prepare local development plans in a participatory manner. Working with the SHGs can bring about a pro-poor and gender sensitive development process in the Panchayats.
vi. The SHG network has huge social capital which can be tapped by the GPs for performing many of its functions, particularly those related to mobilization of people, awareness generation and collective action.

vii. The SHGs being active organizations of women can hope to link up with elected women representatives in a mutually beneficial partnership. This has the potential of providing strong back up support to the functioning of the elected women representatives particularly from the marginalized groups, thereby addressing one of the deficiencies of the PR system, viz., lack of real empowerment of elected women representatives, especially the elected women heads.

4.6 In sum, if the organizations of the poor and the GPs work together the gains of democracy can be multiplied; if they work in parallel, there is a risk of the gains cancelling themselves out. The Committee hereby recommends the following –

Utilizing the Human Resources of the SHG Network

4.7 There are four broad ways in which the human resources of SHG network could be utilized by the GPs. These are:

   i. Utilization of the SHG network as a whole for different functions thereby addressing the needs of the community as a whole;

   ii. Formation of activity groups for carrying out particular tasks which require 'trained groups';

   iii. Utilizing qualified or trained CRPs from among the SHGs for performing specific functions; and

   iv. Increasing participation of people, especially the poor and the marginalized, during GS meetings, and ensuring their active involvement in planning, implementation and monitoring.

4.8 In the case of (ii) and (iii), the requirements could be set by the GPs and the identification done by the VOs concerned. The agreement to supply human resources would therefore be between the GPs and the VOs.
Possible General Functions in which Human Resources of SHGs could be Utilized:

Conduct of Gram Sabha
4.9 The SHGs could be utilized as follows:

i. To hold pre-consultation among themselves and come out with informed suggestions and requests that are beneficial for the community as a whole.

ii. Spreading awareness about the rights and responsibilities of the GS.

iii. Informing all the members of GS about meetings, agenda, date, time, venue, etc. This can be done by CRPs identified for the purpose.

iv. Providing trained facilitators to guide the actual transaction in the GS, generate discussions and record decisions.

Information Education Communication
4.10 The SHG leaders could be made aware about different schemes and programmes and also be given specific development messages especially in matters related to health, sanitation, nutrition, etc., to discuss and disseminate among SHGs. Specifically, there could be CRPs, for health, nutrition, sanitation, education and so on to reach out to the intended target group.

Community Based Monitoring
4.11 A system could be put in place whereby different aspects of local development, be it expenditure or creation of assets, relevance of the scheme or its impact, the fairness of the selection of a beneficiary or the proper utilization of the benefit, and so on, could be monitored in a systematic manner by SHGs and intimated to the GP. Of special interest would be to get an assessment of the functioning of the institutions like schools, hospitals, anganwadis, with particular reference to the reach and quality of services.
4.12 Through the process of community based monitoring, the GP would get effective feedback on different aspects of its functioning. CRPs could be trained to ensure quality of the process.

**Accessing Services**

4.13 There are several public services which are provided within the area of the GP. For various reasons, particularly lack of awareness or lack of understanding of their importance, many services are not fully accessed and utilized. The SHG network could be enabled to serve as the connecting link to ensure that the services reach the intended population as envisaged. This is particularly relevant for health and nutrition and delivery of social security to the beneficiaries.

**Organization of MGNREGS using the SHG Network**

4.14 Through specially identified CRPs the entire gamut of MGNREGS planning and implementation could be entrusted to the SHG network, especially in respect of the following–

i. Registration of demand.

ii. Identification of works particularly beneficial to the poor for the labour budget.

iii. Organizing the work and maintaining the relevant records, using CRPs as Mates.

iv. Carrying out semiskilled work through specially trained groups.

v. Ensuring the first measurement through CRPs functioning as barefoot engineers.

vi. Identifying deficiencies and grievances.

4.15 Involving the SHG network in the implementation of MGNREGS has several advantages like:

i. Ensuring that the needy are not left out.

ii. Increasing participation of women.

iii. Protecting the interests of the poor.

iv. Improving access to the different entitlements in the Act.
v. Enhancing social accountability.

**Use of SHG Network for Specific Purposes**

4.16 The VOs could be formally designated as a support agency for the GPs for performing tasks as indicated below:

i. Conduct of surveys including participatory assessments.

ii. Preparation of status studies related to different aspects of planning like studies on children, aged, women, natural resources, people with disabilities and so on.

iii. For executing small public works.

iv. For providing support services to GPs in the organization of different events and campaigns.

v. For delivery of schemes of care and compassion relating to the aged, the sick, and the differently-abled.

vi. As an agency for outsourcing civic services particularly solid waste management.

**Use of Community Resource Persons**

4.17 CRPs could be specially trained to perform different tasks. They include:

i. Women who have completed Class 10 or Class 12 could be given three months training on basic engineering, using the modules developed by ILO and certified as barefoot engineers. They can be suitably empowered to perform tasks such as work site supervision, assisting the MGNREGS workers to carry out their work, record first measurement, etc.

ii. Qualified CRPs could be trained to assist the Panchayats in maintaining its accounts.

iii. Trained CRPs could also function as barefoot auditors performing certain basic tasks related to auditing.

iv. CRPs could function as tax and user fee collectors.
v. CRPs could also be utilized to conduct field enquiries especially for issue of certificates, licenses, etc.

vi. CRPs could be used for technology extension in areas like agriculture, animal husbandry, fisheries and behavior change communication in areas related to health, sanitation and hygiene.

4.18 Activity groups from SHG network could be formed and trained to perform tasks like:

i. Maintenance of assets including water supply system, roads, etc.

ii. Managing markets.

iii. Productive use of village commons especially tanks and ponds.

iv. Providing food security including managing PDS.

**Measures Needed to Make the Partnership Effective**

4.19 The following measures are suggested to make the partnership between the SHG network and the GPs functional and effective -

**4.19.1** The States may prepare an Action Plan to implement the advisory issued by the MoRD as per OM 159444/2016/O/o SECRETARY (RD). The advisory lays down the importance of convergent planning under IPPE – II and how can NRLM draw resources from other programmes. It lays down the role of SRLM for convergent planning and lists the outcome areas as a result of IPPE II planning process. (Annex 11 for advisory).

**4.19.2** The Village Organizations may be formally designated as the Functional Committee of the GP.

**4.19.3** Sufficient measures may be put in place to protect the independent functioning of the SHG network and their autonomy.
4.19.4 Special training needs to be organized for the SHG network to perform the functions suggested above. Simple handbooks would have to be provided to guide SHGs and CRPs.

4.19.5 The State Rural Livelihoods Missions should put in norms for identification and certification of CRPs and also a policy for remunerating them for the services provided.

4.19.6 A co-ordination mechanism may be put in place between the GPs and VOs.

4.19.7 The State should ensure that the relationship between the GPs and VOs is equal and one does not affect the autonomy of the other. There should be troubleshooting systems to intervene at the first sign of something going wrong.

4.19.8 Taking into account the variations in the functioning of the GPs and SHG networks across States, each State should issue clear orders on how the SHG could provide human resource support to the GPs and the modalities of availing such support. Ideally, there should be progressive use of the SHG network in a planned manner. A case study from Bihar (Box 5) indicates synergistic working between GP and SHGs through MGNREGS and Jeevika.

**NGOs and Panchayats**

4.20 In order to provide necessary support to the functioning of the GPs, there could be a system of utilizing the services of Non-Governmental Organisations (NGOs). Each State could list out functions which could be entrusted to NGOs like –

i. Handholding the local planning process.

ii. Carrying out of construction works after accrediting NGOs through a fair and transparent process.

iii. Conduct of survey and studies, including evaluation studies.

iv. Improving social accountability through tools like citizen survey.
v. Mobilizing the community in fulfilling its duties towards efficient running of the GP like paying taxes and fees regularly, voluntary contributions, etc.

vi. Supporting the GP in issues like claims on land under FRA, legal matters related to displacement, land alienation, encroachment etc. particularly in Schedule V areas (PESA).

vii. Conflict resolution amongst GPs or between GPs and line departments.

viii. Forging alliances between the GP and other institutions/agencies/departments for mutual co-operation and strategic action.

4.21 Choosing the right NGO requires an open and transparent process on the basis of clear qualifications, and selection criteria and an independent process of assessment of the criteria. Norms for payment should also be laid down. It should be ensured that the NGO would work as a partner of the Panchayat and not as a parallel body or a superior body. This will require the GPs to be given sufficient powers to assess the performance of the NGOs and give feedback to Government. The GPs should be free to choose to work with any NGO of its choice in case it is not comfortable working with those suggested by the Government.

Leveraging of Functional Committees

4.22 There are several Functional Committees in GPs for looking after thematic areas like health, nutrition, water and sanitation, education, natural resources management and so on. They are known by names like Village Water and Sanitation Committee, Village Health, Nutrition and Sanitation Committee, Village Education Committee, Watershed Committee, Water Committee, Child Protection Committee and so on. There are also institution level committees in respect of Anganwadis, Schools and Hospitals. Typically, these Committees consist of elected representatives, officials, stakeholders and local experts.
4.23 It is, therefore, recommended that these Committees should be entrusted with specific responsibilities of supporting GPs in their respective areas, particularly in:

- Mobilizing participation.

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**Box 5: Bihar – Self Help Groups Participatory Development**

MGNREGS and Jeevika are two different development interventions with similar objectives of livelihood security and poverty alleviation in rural areas. They have great scope of supplementing each other. Till now Jeevika has promoted tens of thousands of SHGs across nine districts of Bihar. Also 5000 village organizations have been formed in these districts. The State strategized to converge Jeevika and MGNREGS with the objective to facilitate SHG households in obtaining the guaranteed 100 days of wage employment under MGNREGS. The assumption was that if a household availed the stipulated 100 person days of employment under MGNREGS, it would earn an additional income of more than Rs. 16,000 per annum.

The convergence project was initiated in five selected IPs one each in the district of Muzaffarpur, Nalanda, Madhubani, Purnia and Gaya. An intensive effort was made to mobilize and train the community to ensure their active participation, organize VO meetings and Cluster level meetings to sensitize SHG members on benefits of MGNREGS. Demand registration camps were organized at Village and GP level to capture demand for labour effectively.

In order to reduce the payment gap which was, in most cases, more than a month, Jeevika introduced a policy of Bridge Financing to its VOs under which any member working under MGNREGS could show a copy of the relevant pay slip / filled in MB to avail an interest free loan (upto 3 months) up to 80 percent of actual wages she/he earned under MGNREGS. On being paid the wages, the beneficiary would repay the loan to the VO. Institutional accounts of MGNREGS job seekers were opened on a mission mode. Jeevika also initiated the concept of Labour Bank to ensure the effective implementation of MGNREGS.

VO meetings were organized on a weekly basis and Intermediate Implementation Teams reviewed the progress of activities on a monthly basis.

As an impact of the convergence, pilot Intermediates of Bihar witnessed enhanced participation of rural poor under MGNREGS with significant increment in overall participation of women. The involvement of VOs resulted in enhancing the participation of the community in village level meetings and discussions.

*Source: Sankalan – Innovations, Successes and Learnings along the way, MoRD - UNDP*
- Bringing in professional inputs.
- Mobilizing local contribution.
- Identification of deserving beneficiaries.
- Ensuring quality of works.
- Monitoring performance.
- Providing feedback to the GP.

4.24 To achieve this, it is necessary to design clear roles and responsibilities for each Functional Committee, take special effort to bring in local professionals and conduct specific training programmes for all members of the Committees.
CHAPTER 5

SOCIAL ACCOUNTABILITY

Background and Rationale

5.1 The focus of this Committee is on providing adequate HR support for improved performance. The Committee realizes that HR alone cannot automatically ensure improved performance unless complemented by appropriate accountability mechanisms. It is in this context that the Committee has examined the need for social accountability.

5.2 Social accountability is increasingly gaining prominence especially in development matters. It is seen as an important indicator of good governance. Naturally, in the case of Local Governments, social accountability acquires a special status. In fact, it mediates the relationship between the duties of the State and the entitlements of citizens. Social accountability realizes the right of the ordinary people to hold officials and elected representatives to account for their obligations of good governance. It is exercised on a continuous basis.

5.3 Social accountability is the basis, and in fact the raison d’etre of participatory democracy. It addresses both democratic deficits and development deficiencies. It controls power and prevents its abuse. Social accountability restores trust in government and reduces alienation. It opens spaces for inclusion and enhances the relationship between the local government and the citizens.

5.4 Though, seemingly there is no direct relationship between social accountability and human resources, since it has direct implications both for performance of GPs and for promoting citizen participation in functioning of GPs, it has to be actively promoted. The MoRD has recently notified auditing standards for Social Audit. It has also developed
Certificate programmes of different durations for District, Intermediate, GP level Social Auditors in partnership with TISS, Mumbai. MoRD has also decided to select social auditors from amongst village SHG members. NIRD&PR has been mandated to facilitate certification of social auditors.

5.5 In order to improve social accountability in Panchayats, the following are the recommendations of the Committee:

**Strengthening of Gram Sabha**

5.6 Though it is the key constitutionally mandated institution for ensuring participation and accountability, its performance is far from satisfactory. More often, its meetings are perfunctory and attendance is very low. There is a feeling that the voice of the marginal sections is not heard in the GSs.

5.7 The Ministry of Panchayati Raj has issued key advisories (No. J-11011/12/2009-Media dated 2nd October, 2009) on strengthening the GSs. The important suggestions are fully endorsed and are reproduced below: (Refer to Annex 12 for advisory).

**Organization of Gram Sabha Meeting**

5.7.1 Organization of GS meetings is the responsibility of the GP which may be delegated to a standing committee or a committee constituted for the purpose. The GS meeting may be convened as per the provisions in the State Panchayat Raj Act (such as minimum of four GS meetings in a year) and on the request of voters in special circumstances. The venue for the GS meetings should facilitate the participation of all concerned, irrespective of their caste, religion or political affiliation. The agenda should be finalized keeping is view decisions of the Panchayat, public demand and suggestions, directions of State Government, etc. To enable a serious, effective and all-inclusive GS meeting, the meeting notice must reach the people at least 7 days in advance, through different means like putting up written notices in public places, by the beating of drums in the village, through SHGs or other micro-level outfits which can give due publicity about
the meeting within their groups. In addition to information about place, date and time, the notice should also contain, in two or three lines, a brief description of the agenda.

5.7.2 The meeting of the GS should be conducted in the matter of appointing the chair and the secretary, deliberations regarding past meetings, taking up the agenda items of the current meetings, ensuring participation by all, especially women, marginalized groups, children, review of previous year’s plan and performance, taking stock of resources, beneficiaries of schemes, criteria, activities, organization funds etc. The GS should provide an opportunity for sharing of proposals, resolutions by individuals, formation of committees to report on specific issues, mobilizing people for voluntary labour, etc. Reading out of the minutes of the meeting for endorsement by those present should be an indispensable part of GS meetings.

Action to be taken after Gram Sabha Meetings

5.7.3 Ascertaining reasons for non-participation of members or officials, engaging with them in order to convince / motivate them to participate, public display of minutes of meetings and action by the GP on the minutes of the GS meeting. Special reports made by committees of the GS should also be discussed. If suggestions of the GS need to be forwarded to any of the Panchayats or government officials, follow up action should be taken.

5.8 In addition the Committee makes the following suggestions:

5.8.1 The partnership between the GPs and SHGs of women as detailed in Chapter 4 can be extremely useful in strengthening the GS. Ideally GS should be preceded by Mahila Sabha in which the women members of SHGs could attend, deliberate on important issues and develop their suggestions. This could be presented clearly in the ensuing GS.

5.8.2 Unnat Bharat Abhiyan (UBA) is an existing programme which envisages the involvement of higher educational institutions of all kinds including IITs and IIMs in the
development of Panchayats in their neighbourhood. Trained volunteers from educational institutions, particularly those belonging to the National Service Scheme (NSS) could adopt GPs for streamlining the functioning of GSs.

**5.8.3** In order to make the GS meetings more structured, facilitators could be identified from the community and trained on managing GS meetings. This is particularly important for GSs in PESA administered areas where, according to Section 4 (A to O) of PESA Act. 1996, GSs have been given special powers to perform certain functions for which the GS members need to be aware, organized and have clarity with respect to their functions.

*Participatory Planning and Budgeting*

5.9 Guidelines on GPDP issued by the State Governments and the generic guidelines issued by the MoPR envisage a highly participatory process of planning and budgeting. This includes forming vision and priority setting by GSs and the use of focus group discussions and other PRA techniques in the planning process. The purpose is to ensure that the needs of the poorest are prioritized, there is inclusion of the weaker sections, as well as full transparency in finalizing the plan and its implementation. These need to be consciously operationalised. The Plan-plus software may be modified to capture the participatory process.

*Pro-active Disclosures*

5.10 All information relevant to citizens like benefits and services available from the GPs, eligibility criteria, prioritization criteria, procurement, expenditures on different development and governance aspects, rules, orders and norms adopted in decision making, etc., should be *suō motu* disclosed in the local area in a template to be prescribed by the State Government and at indicated frequencies. To reduce the work burden, these could be generated through transaction based software.
**Janata Information System (JIS)**

5.11 All the information generated in the GP should be made available to the public through a JIS. It would not only display information but also generate simple analytical reports for the proper understanding of the citizens. JIS should not only incorporate information generated by the GPs but of all public institutions within the GP.

**Public Libraries**

5.12 All GPs should be instructed to set up one public library or, at least adopt one existing library and ensure that copies of all important documents like budgets, plans, audit reports, GS minutes, annual accounts, etc., are made available to the public for reading.

**Right to Delivery of Services**

5.13 All the services rendered by GPs should be brought within the Service Delivery Act of the State. This should also include civic services and the mandatory participatory processes.

**Citizens Charter**

5.14 As part of the Service Delivery Act, all Panchayats should be mandated to produce a Citizens Charter clearly indicating the services provided, the quality and quantity assured, the time limits and the avenues open to the citizens for filing complaints. Citizens Charter should be widely publicized and should be explained in the GS and also reviewed every year.

**Grievance Redressal**

5.15 It is necessary to identify the types of grievances which are common in Panchayats and develop clear protocols for their redressal. A pro-active approach for grievance redressal is recommended. Holding of mass contact programmes or Lok Adalats preferably with the support of the Legal Services Authority would be very beneficial. These programmes should ensure every petitioner’s right to be heard.
5.16 Use of ICT for easier redressal of grievances particularly relating to the O&M and maintenance of public assets has to be encouraged.

People’s Contact Days

5.17 At least once in every month on a fixed day, all officials within the geographical jurisdiction of the GP should be present in the GP and be available for interaction with the people, respond to their queries and address different issues raised by them, individually or collectively.

Preparation of Status Studies for Effective Utilization of Earmarked Budgets

5.18 Through participatory processes, status studies of vulnerable and disadvantaged groups like scheduled castes and scheduled tribes, women, children, aged, disabled, transgender, critically ill, etc., could be prepared and discussed in GSs. To the extent possible, plans should be prepared to address the issues identified in the status studies through the special earmarking now available in the budgets.

Participatory Assessments

5.19 There are excellent techniques for participatory assessments which include participatory identification of the poor, participatory assessment of the environment and so on. These should be utilized to ensure that there is fairness in identification of beneficiaries and awareness of the environmental issues gets deepened.

Participatory Expenditure Tracking

5.20 This could be done using trained CRPs from the SHG network. This exercise should result in simple reports which become part of the JIS.

Community based Monitoring

5.21 Using the SHG network as well as other groups like Watershed Committees, Health and Sanitation Committees and Village Education Committees, monitoring of the performance of institutions, delivery of services and implementation of programmes could
be done on the basis of clearly identified indicators. These should be properly compiled preferably using information technology.

**Citizen Score Cards**
5.22 This is a technique developed by the Public Affairs Centre, Bangalore. CRPs could be trained in preparing the score cards by interacting with users of institutions and services. These score cards could be discussed in the Panchayat Committee and GS meetings and should be part of the JIS.

**Citizens Juries/ Panels**
5.23 These are democratic instruments prevalent in the developed world. Local versions could be nurtured to discuss issues referred to by the GS or the GP, deliberate on them openly and provide clear recommendations which may be voluntarily operationalised. Juries and panels could consist of citizens of outstanding integrity, respected professionals and also SHG leaders.

**Social Audit of Panchayats**
5.24 Social audit is now mandated in three Central Laws – MGNREGA 2005, National Food Security Act 2013 and Rights of Persons with Disability Act 2016. Barring a few States, it is not being conducted in the proper spirit. In fact many elected leaders and officials feel threatened by social audit and there is a kind of resistance, both organized and silent, to the conduct of social audit. Therefore, there is a need to reposition social audit as it is the most critical ingredient of social accountability and is implicit in the institution of the GS which is the foundation of PR. It should be seen as joint and collective fact finding with the objective of creating wider awareness of programmes and assessment of their impact. It should be a kind of balance sheet reporting both the positives and negatives and indicating the things to be appreciated, things to be improved, things to be avoided, things to be rectified and things for which punitive actions are called for. The focus should be on discussion with correction and punishment resorted to only in extreme cases.
5.25 Social audit should be consistently used to build a rapport between citizens and the GPs. A win-win situation should be projected as it can enhance awareness and the level of engagement with voters and improve their respect for a performing GP and its elected leaders. It can highlight the role of the community particularly in management of assets.

5.26 Special capacity building is needed to train the social auditors, elected representatives and officials on the real nature of social audit, its positive features and the potential gains of effective social audit. To counter the criticism that social audit is used only on GPs, the possibilities of reverse social audit could be explored where elected representatives of GPs can formally conduct social audit of institutions and programmes of different agencies in their jurisdiction and also on institutions which are supposed to provide direct technical and administrative support to GPs.

Governance and Accountability Framework for RD programmes

5.27 The Committee recognizes that social accountability is a sub-set of the larger Governance and Accountability framework. Therefore, more efficient programme implementation also necessitates broader Governance reforms measures. During the deliberations MoRD brought to the notice of the Committee a set of Governance and Accountability reforms that are under implementation in a time bound manner as summarized below –

i. Good Governance Framework
   (i) Identity – through Aadhaar
   (ii) Eligibility – SECC & GS Validation
   (iii) Accountability – through a three pronged strategy including
         • Use of IT/DBT
         • Use of Space Technology
         • Social Audit – SHG women/youth as community cadre

ii. Key Processes for Accountability
   (i) Transaction based MIS-IT/DBT- MGNREGS, NRLM, PMAY-G, NSAP
   (ii) Aadhar linked Accounts- PFMS - MGNREGS, NRLM, NSAP, PMAY-G
(iii) GIS Mapping – geo tagging – MGNREGS, PMAY-G, PMGSY
(iv) Research Studies, Common Review Mission
(v) National level Monitoring institutions
(vi) Strengthening IT System – Forensic Audit
(vii) Social Audit Standards - certified Social Auditors
(viii) Internal Audit – Certified Internal Auditors
(ix) Janta MIS – Panchayat Bhawan Information hub – Call Centres
(x) Display Boards, Standards of Physical Record Keeping.

5.28 The above mentioned measures would require considerable capacity building of the community so that they could complement the HR in GPs to achieve wider accountability. Further, these measures need to be accompanied by proper quality internal audit. Therefore, the Committee recommends streamlining of the internal audit system.

5.29 The Committee recommends the above measures in the medium term. To start with, the following may be immediately operationalized, at least in the Mission Antyodaya GPs:

1. Participatory planning and budgeting
2. Janata information system
3. Citizen’s charter
4. Disclosures
5. Full scale implementation of social audit
6. Citizen score card.

5.30 The Committee also endorses the Governance and Accountability measures set out in Para 5.27 and recommends close monitoring for ensuring the time bound implementation.
CHAPTER 6

APPLICATION OF INFORMATION AND COMMUNICATION TECHNOLOGY IN PANCHAYATS

Background and Rationale

6.1 Panchayats play a very critical role in delivery of RD services under various programmes of the Union and the State governments like the MGNREGS, PMAY-G, SBM (G), NSAP, DDU-GKY etc. The services are either delivered directly by the Panchayats or they provide critical support in delivering the services to the people. Management of these programmes and monitoring the benefits that are reaching the people are becoming increasingly dependent on application of various Information and Communication Technology (ICT) applications. These provide multiple advantages like standardizing the work flow and making transactions faster and more accurate. Since only authorized persons can enter data, there is an automatic record of what has been done, by whom and when, leaving a clear audit trail for easier accountability and efficiency. Therefore, the services can be improved and delivered faster with little human interface. Keeping accounts and management of finance as well as integrating all financial transactions, keeping records and analysis of financial performances have become much easier and faster with the use of ICT. Such applications also reduce the burden of work leading to efficient use of human resources. It is possible to assess the performance of every worker and provide decision- support tools for planning, measuring services delivered and addressing grievances more efficiently. Further, monitoring becomes much easier and the system can generate early warning against possible failures. It is possible to conduct spatial analysis and map assets using GIS. Access to information through web based system enhances transparency. ICT driven MIS helps to achieve easier internalization of performance across regions and over time by using dashboard. This makes the management of programmes more efficient. However, wider applications of ICT in
governance, including at the level of the GP, require minimum capability of the employees at all levels to use the ICT tools efficiently.

6.2 Adoption of ICT applications not only improve services delivered by the GPs as an agent of the higher tiers of government but also helps to improve institutional functioning and delivery of their own services. In fact, effective and efficient functioning of the Panchayats depends on their capability in using ICT in the management of institutional processes related to rule based functioning, decision making processes related to planning and execution of works, handling of finances and keeping accounts, monitoring progress and exchanging information with the citizen. However, the Panchayats, particularly the GPs are ill equipped in most States in terms of both human resources and ICT infrastructure. Therefore, improving the delivery of RD services with the support of Panchayats will require strengthening of the capability of the Panchayats in being able to function in an ICT driven working environment.

6.3 Many States have passed legislation conferring guarantee of time-bound delivery of public services to the citizens, which also includes services to be delivered by the Panchayats. Providing guarantee in delivering services on time and tracking the reasons for failure, if any, with clear accountability, will require application of ICT in the functioning of the Panchayats. Automation of institutional functioning of the Panchayats and computer driven transactions, both financial and non-financial on real time basis using web-based applications will help to guarantee delivery of services. This will provide easy access to the citizen apart from enabling easy exchange of required information with other tiers of government for better monitoring.

6.4 Thus, the requirement is to improve institutional functioning of the Panchayats, particularly the GPs, and to develop and use various ICT applications for providing support in delivery of services as well as to monitor objectively for judging performances. This Chapter makes an assessment of the efforts made so far and the way forward to ensure
application of ICT in improving delivery of services and providing required human resources as well as monitoring their performances.

Efforts made so far by the Government of India and the State Governments

Efforts made by the MOPR:

6.5 The MOPR conceptualized the e-Panchayat Mission Mode Project for the following purposes:

   i. A decision support system for Panchayats;
   ii. A tool for transparency, disclosure of information to citizens and social audit;
   iii. A means for better and convergent delivery of services to citizens;
   iv. A means for improving internal management and efficiency; and
   v. A means for capacity building of elected representative and officials.

6.6 A study was conducted for Information & Service Need Assessment (ISNA) and the required Business Process Re-engineering (BPR) for the Panchayats across the States. This was used to prepare a Detailed Project Report (DPR) for the country as a whole for improving the internal functioning of Panchayats and also to automate the services provided to citizens and businesses. In order to achieve those objectives, the Panchayat Enterprise Suite (PES) was conceptualized. As the name suggests, the PES is an integrated suite of applications that address the automation of various aspects of functioning of the Panchayats as an Enterprise. It initially consists of 11 applications and subsequently, an application for auditing of Panchayats was also added to it, taking the total number of applications to 12. PES is an integrated suite of applications in the sense that data is captured only once in an application and shared with all the other applications. All the applications are linked to each other through the common Panchayat Code given by the Local Government Directory. Information on these various applications is provided in Annex 11. All the applications are dependent on online data entry with applications run from the Central server of the NIC. In spite of the best efforts of the MOPR, these
applications are not being used universally across different States. Lack of capacity of the Panchayats and poor ICT infrastructure including poor internet connectivity particularly at the GP level are among the reasons for not being able to fully utilize the applications. The data entry operators generally have to go to the Intermediate offices to upload the data or wait for long in areas where the internet speed is low due to poor connectivity. The applications have been more helpful in collection of information for activities/transactions, which took place at an earlier date for the higher tiers of government to know and monitor than to provide day to day solution in running the affairs of the Panchayats on a real time basis. Some of the States decided to go for their own solutions which are transaction based for boosting their day to day functioning, a few of which are mentioned in Section 6.3.

_E-procurement Software Developed by the MoRD_

6.7 A software for e-procurement developed by the MoRD with support from NIC for managing procurement under the PMGSY has been very useful. Some of the Panchayats, mostly at the higher tiers, are already using the software.

_The Common Service Centre (CSC)_

6.8 The Common Service Centre (CSC) is one of the approved projects under the Integrated Mission Mode Projects of the National e-Governance Programme (NEGP) which was approved in May 2006. The objective was to deliver multiple e-services from a single geographic location in rural areas which have inadequate ICT infrastructure and provide access to the internet for around every 5,000 population within a radius of 3 km. These are to be run as an enterprise for economic viability. Some States have taken the initiative of establishing the CSCs in the GP offices so that GPs may easily outsource their services. The Committee has observed that there is multiplicity of approaches in outsourcing services:

6.8.1 Outsourcing services of CSC or individual operators: Such works are mostly: (i) data entry related activities like computerization of accounts, (ii) uploading data to report progress of various flagship programmes and (iii) providing some of the local
services. In these cases, generally, the data is already available and data entry is a subsequent job and is not connected with real time transactions. In many cases where the CSC is outside the GP premises, the documents are physically carried to the CSC for data entry. In places with good connectivity there is the option for the data entry operator to work from the GP office. Remuneration in all such cases is as per work done.

6.8.2 In Karnataka the CSC is run by the State government from within the GP premises. This serves both the purposes of providing ICT services to the GP as well as to the public. One of the GP employees runs the CSC.

6.8.3 In Maharashtra the ‘Aaple Sarkar Seva Kendra’ has been established at the GP offices for providing 13 services of the RD and PR Department. This is run by a Village Level Entrepreneurs, (VLEs) who works like a MIS assistant of the GP. Service charges collected are deposited in the GP and the VLE is remunerated as per services delivered during the month.

6.9 In most cases the CSC serves the purpose of data entry related to MIS of some of the flagship programme and bridges the gap of lack of employee at the GP level who can take up that job. The CSCs also have better connectivity arranged by the service provider which helps the GP to upload their data. However, there are States where all works are handled from the GP office using the services of contractual data entry operator as well as by the employees themselves.

**Efforts made by Different State Governments**

*West Bengal*

6.10 West Bengal started computerizing the Panchayat system in the year 2003 by developing a software called GPMS for maintaining accounts and carrying out service delivery functions. Similar software was developed for the PS and the ZP for computerization of accounts. Rules were changed to allow maintenance of e-cashbooks dispensing with physical cashbook and generating MIS related to financial performances.
The recruitment rule of the Executive Assistants (the senior most employee of the GP) was changed making Diploma in Computer Application as essential qualification. Planning and monitoring software has also been developed in which both process of planning including participation of the people, activities planned and progress of implementation of the plans are monitored using GIS with all assets shown on Geo-referenced GP maps. All the GPs are using these software and every asset created within any GP is automatically captured along with locational details.

Kerala
6.11 Government of Kerala took an initiative to automate the processes for providing administrative and technical sanction as per rule and to standardize the estimate preparation using the approved PWD rates specific for any area, for all rural works being taken up under MGNREGS. A software named ‘Software for Calculation Using Rural Rates for Employment’ (SECURE) was developed with support from NIC. Use of SECURE avoids any miss-classification, uploads photos for providing evidences of pre-work status and progress of work and also makes the entire process transparent with clear accountability. Further, the operation is very quick since all the data is processed electronically and the system is used seamlessly between GP to PS and district level (DPC) iteratively using web service. The PO and the DPC, the two authorities under the MGNREGA can exercise their supervision while giving full operational freedom to the GP. Also, it generates all MIS which makes monitoring of the entire process very easy. Government of Kerala has also developed 8 ICT applications for improving local governance.

Madhya Pradesh
6.12 MP has developed its own financial management portal (http://mpPanchayatdarpan.gov.in) for financial management of the Panchayats. Electronic Payment Order (EPO) has been introduced as the only mode of payment and receipt for all GPs through online service provided by the said portal. The EPO enforces capturing of all transactions in a simplified manner. The GPs are allowed to maintain only one account and payment and receipt in cash or cheque has been stopped. The draft EPO
has to have the payment or receipt voucher attached. After approval of EPO the same is locked and forwarded to bank for payment or collection of the amount by the bank. Thus, all financial transactions of the GP and its accounts have been automated providing efficient management with transparency and effective supervision. Each Panchayat Sachiv has been given login ID to work on the portal.

**ICT Infrastructure and Human Resources**

6.13 The Global Information Technology Report 2016, which assesses the State of networked readiness of 139 economies using the Networked Readiness Index and examines the role of ICTs in driving innovation, has ranked India at 91. Lack of infrastructure and low levels of skills among the population remain the key bottlenecks to widespread ICT adoption. The report mentions that only 15 out of 100 households have access to the Internet and mobile broadband remains a privilege of the few, with only 5.5 subscriptions for every 100 people. This is in spite of the fact that affordability has long been one of the strengths of the Indian ICT ecosystem, with the country ranking 8th this year in this area. A deep divide persists between well-connected metropolitan hubs and remote rural areas, where even the most basic infrastructure is insufficient. In 2015, the government launched the Digital India program, which aims to close this gap by fostering investment in digital infrastructure, improving digital literacy, and increasingly providing online services to citizens. India’s performance in terms of providing online services and allowing e-participation has so far been in line with that of the peer countries, but far from the global best (57th and 40th, respectively).

6.14 Poor ICT infrastructure has been a major constraint, in adoption of ICT applications in governance in some States and in backward areas. Only 22 percent of GPs in India are serviced by broadband connectivity\(^9\). However, the States may make full utilization of Bharat Net, which provides broadband connectivity to the GPs.

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\(^9\) The Indian Express, New Delhi – July 6, 2017.
6.15 The existing staff of the Panchayats, particularly the GPs, is highly inadequate and with little capacity to become computer friendly in many cases. This has led to outsourcing of the ICT related works which may be easily done by the employees and there is need for developing capability of the core employees for using ICT in their day to day works. However, there is need for outsourcing jobs related to data entry.

**Lessons from Current Practices**

6.16 From the experiences mentioned above as well as from interaction with the officials of the Panchayat departments of various States and the GP functionaries, the following appear to be critical for successful application of ICT by the Panchayats –

6.16.1 The software applications need to be transaction based, particularly for financial management to provide support on real time basis in the functioning of the Panchayat as well as to capture the transaction in the system for management purpose. The current practice of entering the data after the transaction is over is useful as a reporting system but adds burden on the weak Panchayats to keep records in the conventional manner and then to enter the same data online. Such system does not help to improve efficiency in governance at the local level unless suitable software is used to automate the administrative processes within the Panchayats and MIS is generated from the system. That will also help in uploading of necessary information seamlessly for monitoring by higher tiers of government.

6.16.2 The software to be used must be user friendly and menu driven for easier adoption by the GP level functionaries, who generally have little expertise in using the computer. Option for using the local language will enhance use of the same, as has been done by a few States. Also, the MIS of the flagship programmes should provide features for easy generation of overall performance in respect of implementation of those programmes without drilling down to get data in respect of each indicator.
6.16.3 There is tremendous scope of automation of routine engineering works like preparation of estimates, development of drawings etc. and monitoring progress, which is a regular activity of the GPs. At the same time weak capacity at that level affects both quality and efficiency of taking up engineering works. The software named SECURE developed by NIC Kerala has a good potential and the MORD has decided to replicate the same.

6.16.4 E-procurement has good potential of streamlining procurement by the Panchayats for achieving both economy and efficiency and that also reduces the human resources requirement at the Panchayat level. However, the existing human resources need appropriate upgradation for using the software.

6.16.5 Good connectivity is essential for all web-enabled software for both uploading data as well as using the processed data by the GPs. Since connectivity is not assured in all parts of the country, designs based on hybrid architecture, which can function without internet connectivity and automatically pushes data in the Central/State server for populating the required MIS whenever there is connectivity, are more appropriate.

6.16.6 All the IT applications are directed for capturing data of respective programmes from GP level. The employees are not keen to directly upload the data as this is of little use to them. There should be feedback to the GPs on their performances in absolute terms as well as in comparison to others. There is also need to improve the internal functioning of the GPs in delivering various local services, which will motivate the functionaries, including those who are elected, to use the software for their convenience.

6.16.7 Adoption of ICT at the GP level requires due support of qualified fulltime IT professionals at the Intermediate and ZP levels. The States which have such support available have generally done better in adopting ICT application in Panchayats.
Possible Application of ICT in Panchayats for Improving Performance

6.18 The status of application of ICT narrated above along with the successful efforts by different State governments brings out the following possibilities in use of ICT for improving performance and monitoring the same objectively.

**6.18.1** The willingness and ability to learn ICT applications by the core employees depends on whether the application takes care of their day to day activities and is not merely designed to report the progress of the programmes to higher tiers of government. Therefore, ease of carrying out routine administrative functions is a good starting point for adoption of e-governance and creating an e-friendly working environment, which will also help adoption of programme specific ICT applications. The State government has to identify such needs and go for development of software.

**6.18.2** The most urgent need is to automate the financial management including procurement, works management and service management. All MIS of flagship programmes reflecting financial progress and physical progress should be generated automatically from the software being used by the GP or any other tier of Panchayat, as the case may be.

**6.18.3** There is also need for management of data on socio-economic development and helping the GPs to access disaggregated data relevant for their areas for planning. Many of the service delivery institutions providing services through national programmes generate facility wise data with little linkage with the jurisdiction of the GP. It is necessary to generate data disaggregated for each GP, to the extent possible, which should be supported by the MIS of the respective programmes. There should be involvement of the State government in this process since the jurisdictions of the GPs or higher level administrative units are changed by the State government only. Normally such information, particularly for the GP, reaches the Union level much later. Formulation and monitoring of decentralized planning will become much easier if any GP can easily access data relevant
for its area. Providing such support with software having GIS backbone will make things easier to internalize the data and monitor progress.

**6.18.4** The above may be achieved either by using a web-enabled software which is hosted on a Central server, as is being done now for the MIS of different flagship programmes of the Union government or on a State server as is being used in case of the software developed by the State governments. Both these types of applications require good connectivity to use the software to support transactions, which has to be on real time basis. The other option is to host the software in the GP or the Panchayat concerned with the provision to upload any data required by higher tiers as and when there is connectivity. This has the advantage of making all applications transaction based at the local level and can operate in a situation of poor or even no connectivity. However, the only problem is that any change of the software has to be updated at each local level which is normally done electronically from outside provided there is connectivity.

**Recommendations**

6.19 The Panchayats should be encouraged to use only transaction based software for (i) carrying out their functions in delivering local services, (ii) in maintaining database related to local planning and monitoring progress, (iii) financial management including e-procurement and (iv) works management including estimation. This has to be associated with necessary process re-engineering like adoption of double entry system of accounting and amendment of rules for electronic maintenance of cashbook etc., if needed.

6.20 The SECURE software may be universalized and the same should cover all steps from proposing a work to recording the completed work in the asset register. The following components should be built into the software as per rule/norms of each State – (a) administrative approval, (b) financial approval, (c) technical approval, (d) work execution, (e) work measurements & monitoring, (f) billing and (g) recording of assets created. States should be free to customize the SECURE software to integrate the same with existing software for financial management etc.
6.21 The MOPR may take steps for upgrading the PES to support transaction at the GP level and to keep provision for running the software without internet connectivity. There has to be an arrangement for pushing essential data into the State/national level server as and when there is connectivity. In the context of RTI, Panchayats should be able to generate data for accountability, particularly for social audit using the database.

6.22 In case any State desires to develop their own application to carry out functions provided by the software developed under PES there should be clearly laid protocol of exchange of data between the servers of the State and those maintained by the NIC at the national level so that the States enjoy operational freedom in terms of management of data and shares all data which are necessary at the national level.

6.23 States with inadequate staff may consider any of the models of CSCs or outsource services of an individual, which will reduce the need of any extra employee to take care of data entry etc. However, the core staff of the GP should have adequate ICT capability for which the State may consider adopting an HR policy for improving ICT capability for the GP level functionaries. The States may consider (i) changing the recruitment rule for engaging employees, both regular and contractual, to have minimum level of expertise in ICT applications and (ii) conducting training of all the existing employees to acquire the required capability for ICT applications, which some of the States have already done.

6.24 To the extent possible, CRPs from SHG networks with required qualification may be trained for handling the ICT applications in the GP on an outsourcing basis. A suitable training module may be developed with support of NIC, NIRD&PR etc.

6.25 There are certain applications related to guarantee of delivery of services and redress of grievances, which should be developed locally for better ownership and NIC State units may help the State governments to develop the same, if the State so desires. Promotion of m-Governance using mobile based application can help enhancing the access to the common people since there is increasing use of Android run mobile phones.
6.26 Both at GoI and State Government level different Departments have developed a number of ICT Applications for various purposes, such as Governance improvement, scheme monitoring, grievance redressal, etc. Generally all these applications are either developed through NIC or by in-house IT professionals or by outsourcing to private IT developers. This effort is being made with public funds. However, there is a tendency to reinvent the wheel by different departments across the country, as there is no common platform to share information about such development efforts and enable other Departments / State Governments to leverage the existing ICT applications wherever feasible. This results in avoidable wastage of resources and time.

6.27 NIRD&PR has compiled about 400 such ICT applications across the country, a majority of which are developed by public funding. After further scrutinizing these ICT applications, so compiled, a National Conference was held at NIRD&PR involving some of the major stakeholders. The National Conference has suggested that NIRD&PR should function as a common platform to exchange information about such ICT applications where they can be rolled out in other States / Stakeholders and facilitate customization of the same to suit the local requirements. All the States and other stakeholders should be roped in to share their ICT initiatives. Wherever these have worked, they should enable roll out in other States/Stakeholders, beginning with the ICT initiatives related to RD and PR through NIRD&PR. NIRDPR can function as a common point for sharing of innovative efforts for accelerated roll out of such successful ICT initiatives by one Department/State Government to other Departments/State Governments.
CHAPTER 7

MONITORING PERFORMANCE AND QUALITY OF WORKS

Monitoring Performance

7.1 Multi-level monitoring is essential to ensure that the goals, objectives and targets of different programmes are achieved commensurate with expenditure and on time. This is required to assess the proper performance of Panchayat functionaries and improve their efficiency. Also the performance of institutions particularly those responsible for delivery of services to citizens also need to be assessed.

7.2 The RD programmes are among the best monitored programmes in the country and there has been considerable improvement in quality over the years especially through application of information technology. Yet there is considerable room for improvement especially in capturing performance of GPs and Intermediates as institutions and their officials who have measurable tasks, with focus on quality and impact.

7.3 For effective monitoring to take place, the availability of good quality, reliable and updated data is necessary. However, there is an embarrassing lack of data regarding Panchayats. This is particularly true of fiscal data relating to revenue and expenditure. This has been pointed out by several Finance Commissions. Further, data on other aspects like staff, infrastructure and other kind of resources are also not readily available. Similarly, data required by the Panchayats for preparing local plans are also very sketchy.
7.4 Accordingly, the Committee makes the following recommendations –

**7.4.1** At the cutting edge level monitoring committees of beneficiaries may be set up for a work or group of works above a threshold level of expenditure and benefit to be decided by the States. This would facilitate concurrent monitoring of the construction of public assets.

**7.4.2** The existing MIS system which is designed for information flowing upwards needs to be altered to facilitate regular and automatic feedback of performance to the GPs/IP etc. with respect to identified indicators for each programme as decided. This should also indicate comparative performance. On receipt of feedback, the GP/IP should discuss internally and take follow up action to improve performance.

**7.4.3** The Standing Committees of GPs need to be strengthened to enable them to undertake more in-depth monitoring. This should include conducting field visits, holding discussions with beneficiaries, verifying records and providing formal feedback to the Panchayat.

**7.4.4** One of the mandatory items of discussions in the GS should be regarding the progress of works and programmes. This would facilitate a kind of social monitoring.

**7.4.5** Participatory monitoring by the beneficiaries can be operationalized using the SHG network as discussed in Chapter 4.

**7.4.6** At the Intermediate level, fixed day meetings of GPs along with key officials should be held to discuss issues and challenges in implementation and arrange remedial action.

**7.4.7** The performance of individual officers may be captured from the MIS to the extent possible particularly in the case of officers whose payments are linked to output. An
incentive system may be designed at the State level, providing for variations in difficult areas.

**7.4.8** At the district level officials may be assigned to different GPs for periodic visits to assess progress and to sort out problems. These officers should ideally cover all the programmes and suitably be capacitated.

**7.4.9** Citizen monitoring should be encouraged on a random basis using mobile applications particularly for public works and housing.

**7.4.10** The performance of GP as a whole should be assessed from the existing MIS for different programmes as well as other verifiable indicators and communicated to the Panchayat concerned.

**7.4.11** All States may devise the detailed format for self-assessment by Panchayats. This is basically to internally monitor improvements in performance and identify shortcomings.

**7.4.12** Annual exercises may be undertaken to rank and recognize best performing Panchayats.

**7.4.13** At the district level a system should be put in place to get regular feedback, orally, electronically or in writing and respond within a fixed period of time. This would function as a help desk to the GPs and as a feedback arrangement for the State Government.

**7.4.14** Since vacancies are identified as a major problem, there should be an MIS to track vacancies.

**7.4.15** The system of concurrent evaluation which was institutionalized in the 1980s in respect of RD programmes may be reintroduced. Leading institutions in the country may be identified to conduct such evaluations on a sample basis at least once a year for each
State. Similarly, the States themselves could conduct such evaluations covering more areas. Such evaluations should also look into HR issues and suggest remedial action.

**Monitoring Quality of Public Works**

7.5 There has been an increasing flow of funds to the GPs for creation of physical assets for public use. The award of the FFC for the GPs are mandated to receive untied grant of over Rs.2 lakh crore (approx. 40,000 cr. per year), which works out to Rs. 16 lakh per year per GP (approx. 2,50,000 GPs) on average for the period 2015-20. To give an idea of the funds involved and the workload, the annual budget outlay for MGNREGS, PMAY-G and SBM-G taken together is around Rs. 85,000 crore (in 2017-18) and around 136.85 lakh works are taken up in the current financial year under MGNREGS alone. Though a part of these funds is not directly implemented by the GPs, they need to monitor the quality of construction for schemes like PMAY-G. At the same time, there has been little augmentation of human resources at the GP and higher levels. In particular, there is lack of qualified staff to implement engineering works with optimum utilization of resources while maintaining quality. Only a few States have qualified engineers at the disposal of the GPs. This, which compels most GPs to utilize the services of the Intermediate level engineers, who are either located at the Intermediate Office, or, in some cases, they are tagged to a Cluster of GPs for providing necessary support to the GPs. In addition, the number of engineers is generally inadequate (on an average not more than 3-4 Junior Engineers in an Intermediate) and many of them do not go through regular training. With a lean outfit of the engineering personnel available at the GP, cluster and Intermediate level, their capacity to achieve on-time completion adhering to the expected quality standards is severely constrained. At any point of time, field supervision of these works by the available engineering personnel is both fairly thin and irregular, resulting in delayed execution and substandard quality. For instance, out of 59.19 lakh works taken up under MGNREGA during 2015-16, only 23 percent were completed by the year end. Apart from the poor project completion rate by the PRIs, what is even more serious is that the quality of the works executed by the GPs is

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10 Source: MoRD website.
currently not even being monitored systematically. In fact, the engineers at the cluster, Intermediate and district levels are mostly busy with vetting of schemes and they can hardly supervise the work at the site.

7.6 The management information systems (MIS), which have been put in place by the MoRD and the State governments, at best track the number of works taken up and the number of works completed under different schemes (such as MGNREGA, PMAY-G, SBM). All these are likely to lead to poorer quality of the assets created and sub-optimal use of funds and resources. The problem is further aggravated due to the fact that the GPs have inadequate provision on maintenance head as compared to creation of new assets and construction of more poor quality of assets increase their burden on maintenance and in some cases the assets become unfit for use. In this background, it is essential to strengthen the monitoring arrangement for ensuring quality of execution of all rural works.

**Quality Monitoring System under PMGSY**

7.7 Under PMGSY independent quality monitors (retired engineers with prescribed level of seniority and experience in road construction and a satisfactory record of integrity) are empaneled as State Quality Monitors (SQMs) and National Quality Monitors (NQMs) for regular field inspection of the ongoing and completed projects. While SQMs are required to inspect all the ongoing projects 2 to 3 times during construction, NQMs are assigned projects for inspection randomly in different States (other than their home State). These independent monitors assess the quality of the materials used and workmanship on the basis of the prescribed field tests and grade the quality of the project construction (whether Satisfactory-S, Unsatisfactory-U or Satisfactory requiring improvement-SRI). Results/findings of the field inspections are required to be electronically reported by them for which a standard template has been developed by the National Rural Road Development Agency (NRRDA). A dedicated officer in the NRRDA (National Quality coordinator) and in the SRRDA (State Quality Coordinator) monitor the follow up action taken by the State Governments to rectify the defects pointed out in respect of works graded ‘U’ and ‘SRI’ so that their quality status is also consequentially improved to the ‘S’ grade. NQMs and SQMs are paid honorarium to cover their daily expenses during the field
visits in addition to their travel costs. The total expenditure for this independent third party quality monitoring is limited to 0.5 percent of the programme costs. Besides providing independent feedback on the quality of the projects to the State and National level Programme implementation Agencies, this has also induced improvement in the internal quality monitoring by the field engineers.

**Proposed Arrangement of Quality Monitoring of Works Executed/Supervised by the PRIs**

7.8 The Committee, therefore, recommends to put in place a monitoring framework to ensure quality of construction along with adherence to timelines, which may be done by an independent third party quality monitor similar to what is followed in PMGSY. The proposal is to have a cost-effective mechanism for monitoring quality of the works entrusted to the PRIs for execution under different Central/State schemes as well as own schemes of the GPs and other tiers of Panchayats.

7.9 The broad contours of the proposed mechanism are as follows:

7.9.1 To start with, the system may cover engineering works under RD schemes such as MGNREGA, PMAY-G and works taken with FFC grant. Subsequently, however, it may be extended to other works taken up for watershed development, those related to SBM(G), particularly public toilets and structures for solid and liquid waste management and those taken up under grants from Tribal Welfare Department.

7.9.2 Codified quality standards are necessary precondition for quality grading by independent monitors. While such standards exist for rural roads (in the IRC manual) and for buildings (in the building codes); there is a need to customise and develop quality standards for diverse categories of rural works which PRIs execute or supervise (for instance, houses constructed by the individual beneficiaries). A task force of experienced senior engineers of the Rural Engineering Wings of the State Governments may be constituted by MoRD to compile the Quality Code for rural works.
7.9.3 An engineer, preferably of the rank of Asst. Executive Engineer, of the Zila Parishad (ZP) may be designated as the District Quality Coordinator (DQC) under proposed quality monitoring set up. He/she should report directly to the CEO, ZP in order to ensure the integrity of the quality monitoring process. His/her job responsibilities may, inter alia, include empanelment of the district level quality monitors (DQMs), selection of a sample of works for field inspection by DQMs (on the basis of stratified random sampling), assignment of works to each DQM for inspection during a month and follow up rectification action by the field engineers in respect of works not graded satisfactory.

7.9.4 DQMs may be assigned works in a cluster so that they can inspect at least 5-6 works per day.

7.9.5 The task force suggested above may also design templates for field inspection reports of different categories of rural works. They may also detail methodology for grading the quality of works (S, U & SRI).

7.9.6 Honorarium to be paid to the DQMs may be decided by MoRD. Travel costs should be reimbursed as per the extant rules of the State Governments.

7.9.7 Requisite number of DQMs - retired engineers of the rank of AE/AEE - may be empaneled through a transparent screening process by a selection committee headed by CEO, ZP with two Executive Engineers of the line departments working in the district as members.

7.9.8 While the dates of monthly inspection should be notified to the DQMs well in advance (at least 10-15 days before), the details of works to be inspected by each DQM may be communicated electronically just a day before the scheduled date.
7.9.9 Field inspections in a particular IP may be planned in such a manner that the JE in charge of the cluster is available at the work site during the DQM’s visit. DQMs, besides assessing the quality of the works under execution, may also provide necessary technical guidance to the JE concerned to rectify the defects noticed during inspection.

7.9.10 Performance of the DQMs may be reviewed annually by an Expert Committee so that under-performers can be identified and excluded from the list of qualified monitors.

7.9.11 Suitable guidelines for institutionalizing the proposed independent third party quality monitoring mechanism from the next FY (2018-19) may be formulated by MoRD. Its operating costs may be met out of the pooled administrative expenses provided to the States under the RD schemes of the Ministry.

7.9.12 In addition, a ‘MERI SADAK’ type App may be developed by MoRD in order to enable citizens to upload geo-referenced photographs of substandard quality of works. DQC should arrange urgent field inspection in such cases and ensure appropriate rectification. This would further strengthen the accountability mechanism in execution of rural works by the PRIs.

7.9.13 Where a State has an electronic registration system for processing of grievance redressal system, then asset quality related grievances received from the citizen should be an important input for selecting the sample of schemes which are to be inspected.

7.9.14 MoRD may also consider developing an Android App. to be downloaded on the smart phone of the DQMs so that some basic information on the assets verified, geo-tagged photograph of the assets and some basic finding are electronically reported for compilation of the broad findings. Each asset verified will have a unique code and for submitting the detailed report the code has to be mentioned so that all the quality reports, which are to be maintained electronically, can be easily tracked.
Training on standards to be followed for ensuring Quality of Assets

7.10 There will be need to train the engineers working at various levels from district to GPs on the standard practices which are to be followed for ensuring quality of the assets, these have to include all the steps starting from procuring right quality of the material, following standard procedures, conducting tests in the laboratories in cases where necessary, proper documentation by the engineers executing the works and workmanship as well as precautions to be taken in execution of works. The District Quality Coordinator should be specially trained to be able to carry out his/her responsibilities better.

Recommendations of the Committee

7.11 The following are the recommendations of the Committee in respect of ensuring quality of the assets being created at the village level:

7.11.1 Putting in place a system of quality monitoring similar to that practiced under PMGSY.

7.11.2 Standards should be developed for all types of assets being created through various RD programmes for which no such standard exists so that it becomes easier to have a benchmark in judging quality. The quality of materials that is used for rural construction should also be standardized to the extent possible.

7.11.3 All the engineers working for RD should be trained on the quality aspects of the works they are associated with.

7.11.4 The expenses related to Quality Monitors should be provided from available administrative costs and the same should be separately allocated to each district.

7.11.5 The monitoring framework should be supported by suitable website and Android run mobile application for bringing in transparency and location specific information and generating all MIS on functioning of the monitoring framework.
7.11.6 The MoPR should take the lead in compiling the essential data relating to Panchayats at all levels. This should include details like area, population, staff (including their nature, qualification, mode of recruitment, remuneration, other conditions of service, etc.) and availability of essential infrastructure for the Panchayat Office, etc.

7.11.7 For planning purposes, the States may clearly put in place a system whereby the State Statistics Department and the line Departments may slice all the relevant data Panchayat-wise depending on the level of disaggregation now available and hand them over to the Panchayats. Further, the MoPR may in consultation with the Ministry of Statistics and Programme Implementation revisit the now defunct programme, Basic Statistics for Local Level Development (BSLLD) and based on its experience, redefine the data requirements and develop a method for collecting and collating them systematically by the Panchayats. The cost could be defrayed from the 10 percent fund set apart from the FFC grant for administrative expenses.
CHAPTER 8

CAPACITY BUILDING

Background

8.1 Capacity building means much more than training. It includes human resources, processes and systems. It implies development of capacities of individuals as well as of the institutions and the environment in which they function. In addition to appropriate knowledge, skills, values and attitudes, it includes the ability to foster systems, structures, leadership and an enabling environment that can optimally use the available human resources to achieve the desired outcomes. Many of the aspects included within this broad ambit of capacity building have been covered in other chapters. Only points not included elsewhere are discussed in this Chapter.

8.2 The Committee acknowledges the existing system of “Cascading Model of Capacity Building” by creating Master Trainers who in-turn build the capacity at State and Sub-State level. The strategy of creating National Resource Persons on different themes based on training needs, as is being organised in the Livelihood Mission and other programmes can be replicated to saturate the capacity building requirements across the country. Partnering with technical institutions may be strengthened wherever required. This is being done under PMGSY. There is also need for orienting different functionaries so that they converge their functions with Panchayat functioning.

8.3 The Committee realizes that it is equally important to build the capacity of officials and elected representatives of Panchayats. Simultaneously, it is also necessary to convert Panchayats into capable organizations which perform functions entrusted to them efficiently and deliver results. Building capacity would enable individuals to improve their competence and work efficiency.
8.4 The focus of capacity building in the light of the **recommendations** in Chapter 3 and the new emphasis on multitasking as well as use of ICT would be on the following:

**8.4.1** All the existing Secretaries of GPs should be trained to enable them to achieve the competencies required for discharging their responsibilities. This could include formal certification through distance / online education.

**8.4.2** The new Secretaries of Panchayats should be put through a rigorous induction training for at least six months.

**8.4.3** The GRS need to be given additional skills to enable them to function as technical assistants. The modules developed by MoRD with the technical assistance of ILO could form the core course material. This can be supplemented with material related to water supply and sanitation.

**8.4.4** SHGs used for outsourcing should be trained for the tasks they are expected to perform.

**8.4.5** Capacity of the CRPs engaged in social audit, accounting and IT related work should be strengthened in their areas of work preferably through a proper certification process.

**8.4.6** The functionaries should be equipped to leverage the benefit of “SECURE” software for automation of engineering works and other ICT applications relevant to the sector.

**8.4.7** All the functionaries should be skilled in basic IT functions.

**8.4.8** Special training on convergence needs to be organised for various functionaries including PR representatives.
8.4.9 Special capacity building on the approach to achieve SDGs should be provided for various functionaries.

8.4.10 The quality monitors proposed in Chapter 7 should also be appropriately trained at the SIRD&PR. The modules may be developed in collaboration with a reputed technical agency.

8.4.11 The MoPR prepared a comprehensive National Capacity Building Framework (NCBF), which was revised in 2014. The Committee endorses the approach and the key recommendations of NCBF, the summary of which may be seen at Annex 14.

8.4.12 The capacity building framework should identify the target groups, conduct training need assessment in line with the recommendations of this committee, formulate additional themes in addition to the existing areas, organize capacity building through cascading mode, create National Resource Persons, partner with other Institutions and ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. In order to meet this gigantic task, institutional strengthening and adequate funding arrangements are also essential.

8.4.13 The details on the components of capacity building framework are given below:

8.4.13.1 Target groups

i. The leaders of VOs of SHGs need to be specially trained on the roles and responsibilities of GPs and the means of working in partnership with them. They should also be trained to enable them to perform the tasks which may be outsourced to them by the Panchayats. The elected representatives and officials of Panchayats should be sensitized to protect the autonomy of the SHGs and treat them as equal partners (Box 6).
The State Government accorded the highest priority to the BFT training in order to overcome the shortage of technical staff. The innovations and best practices adopted during various stages of BFT’s training and deployment are as follows –

- **Interaction with experienced field engineers of RES on holidays** – so that BFTs have an understanding of various aspects of work under MGNREGS well ahead of their deployment so as to enhance their adaptability to field situations.

- **Visit to Mathematical Park (JLN Navodaya Vidyalaya, Raipur)** – where middle and higher secondary level students interacted with BFT trainees and explained geometrical shapes, mathematical concepts using models of other interactive tools thus helping them calculate areas and volumes while preparing estimates.

- **Visit to Soil and Construction Material Research and Testing Laboratory** – BFTs were exposed to most basic and important tests like Maximum Dry Density (MDD), Optimum Moisture Content (OMC) etc., engineering tests of other common construction materials like sand, cement and coarse aggregates.

- **Preparation of models of different MGNREGS works** – About 50 models of IWMP, INRM and other construction works performed under MGNREGS in the State were prepared by the BFTs - first with thermocol, paper, cardboards, then with steel rods, wood etc. and finally live models in the premises of SIRD Raipur.

- **Expert sessions on mathematical aptitude** – to keep the BFT trainees motivated throughout the 90 day training by generating mathematical interest as all technical works involves basic mathematics.

- **Involvement of Young Professionals (YPs) from NRLM** – YPs working with SRLM were attached to the MGNREGS State Cell to support the BFT training activities. The YPs attended ToT at NIRD & PR, Hyderabad for the BFT project and supported in the selection of BFT trainees, training at SIRD and monitoring of project activities.

- **Special classes related to SBM (G)** – on various aspects of SBM-G as per instructions of the State Government.

- **Visit to CREDA and Science Museum** – for exposure to various concepts of science related to renewable energy and conservation of energy.

- **Computer classes for BFTs** – Training on MS Office and usage of internet was provided to the BFTs on a daily basis. Post deployment and during rainy season when field work reduces considerably, the BFTs can assist in data entry work at the GP/Intermediate office. This would also ensure their monthly salary throughout the year.

- **Role play, vernacular language and group discussion** – to keep motivation levels high. Use of local language in daily morning revision sessions helped the BFTs understand the concepts clearly.

- **Daily assignments and weekly tests** - to identify and support the weak candidates through continuous monitoring. Personal feedback and counseling were provided on field visit reports. Best performers were honoured during the class hours.

- **With the above innovative initiatives, BFTs were better equipped to handle computers and to deal with mathematical concepts. Due to deployment of BFTs, the workload of Technical Assistants has reduced considerably and the quality of work has improved.**

*Source: ‘Sankalan’ – Innovations, Successes and Learnings along the way – MoRD and UNDP.*
ii. Employees on contract, particularly those related to engineering, need to be adequately trained.

iii. The members of the Functional Committees and Standing Committees have to be equipped to play their expected roles.

iv. Joint training of elected representatives and officials needs to be encouraged.

v. Institutions and staff expected to provide support to Panchayats should be imparted adequate training on the modalities of support and sensitized on the way of working with elected local governments.

vi. Citizen education is very important both to strengthen the demand side for good governance as well as to ensure social accountability. This can be best done through identification of CRP particularly from the SHG network. They must be imparted training on PR in phased modules.

vii. Educational institutions, particularly colleges, can provide support to Panchayats. They should also be thoroughly made aware of the functioning of Panchayats and the possibilities and modalities of working with the Panchayats.

8.4.13.2 Additional themes

i. Management of local governments is a complex subject. At present, the training programmes focus largely on rules and procedures and on schemes. There is a need to develop high quality modules on different aspects of managing local governments like personnel management, managing the interface with citizens, project management, time management, conflict management, office management, financial management, management of institutions and so on. NIRD&PR could develop core training modules on different managerial topics in partnership with IRMA which is an institution of excellence with experience in the management of cooperatives which, like Panchayats, are people’s institutions.

ii. Much can be done by Panchayats especially GPs as local democratic institutions beyond their formal powers and functions. Some of the examples are given below:
a. Reducing conflicts and settling disputes.

b. Enabling citizens to access different public services which are actually available but not availed due to ignorance, hesitation, lack of intermediation, etc.

c. Fighting social evils.

Therefore, a strong emphasis of capacity building should be on equipping Panchayats to perform such “cost-less” development activities.

iii. An important area of work of GPs is what used to be traditionally called “extension”. The success of earlier initiatives in community development, agriculture, primary health care, etc., can be attributed to the capacity for extension which was created in cutting edge staff. It is time to revive this area of work. Special focus should be given to this in capacity building effects. This alone can significantly improve outcomes of different programmes.

iv. In PESA areas special efforts are called for particularly in capacity building of GSs to perform not only development functions, including local planning and natural resources management, but also regulatory functions, especially relating to land acquisition, control of minor water bodies, and issue of license and permits for mining of minor minerals, management of minor forest produce, control of intoxicants and liquor, control of money lending, local dispute resolution and social audit.

v. Convergence of services and programmes is particularly critical for addressing issues of poverty. Possibilities and modalities of convergence need special coverage. Since several functions have to be performed by a limited number of staff particularly at the level of GP, multi-tasking becomes essential. Special efforts are required to equip officials to perform several tasks.

vi. PR calls for engaging with citizens formally and informally. This, again, should be a specific topic for training.
vii. Ethics and accountability, including a frank analysis of corruption and its effects should be a mandatory subject for elected representatives as well as officials.

viii. Social sensitivities need to be built into the elected representatives and officials with a focus on issues related to women, children, aged, differently abled, transgender, etc.

ix. Climate change, sustainability of development and possible local action should be an important topic of training.

8.4.13.3 Improving quality

i. E-learning tools may be designed for training, especially in the case of public works, waste management, etc. This will facilitate self-learning through animated software which can simulate real life situations.

ii. Modules which are comprehensive but are simple on the lines of the Election Manual need to be prepared, covering areas of work like accounts, conduct of meetings and follow-up, preparation of the budget, management of public works, procurement and so on. This will standardize the processes in the functioning of Panchayats within the State.

iii. A competency framework may be developed for each category of staff as well as for the elected representatives and training designed to fill the gap. This would be analogous to the National Skills Qualification Framework (NSQF).

iv. For different categories of staff, especially secretaries and engineers, distance education leading to certification should be mandated.

v. Beacon GPs may be nurtured as Schools of Practice to facilitate peer learning.

vi. NIRD&PR could certify trainers through a transparent and rigorous process in partnership with the SIRD&PRs.

vii. Distance education including through virtual class rooms driven by satellite-based or broad-band linked technology, may be institutionalized at the State level for which NIRD&PR could be mandated to provide the required professional support.
viii. Panchayats should have the freedom to seek training on topics which they feel have immediate relevance - this would make capacity building demand-driven.

ix. SIRD&PRs may commission “Action Research” on different areas of functioning of Panchayats especially GPs and utilize the results for both policy advocacy and practical training.

*8.4.13.4 Elected representatives as functionaries*

i. Elected representatives may be equipped to perform certain functions. The Action Research Project taken up by the Centre for Decentralised Local Governance of the Avantika Foundation has confirmed the efficacy of elected members carrying out specific tasks over and above the functions assigned by law. It is seen that such a system enhances commitment, broadens understanding, deepens capacity, enhances performance and accountability. It also activates the GP as an organization. Elected representatives can do good work in relationship functions but not in administrative functions. This will include planning, facilitating access to entitlements and services, mobilizing public action and grievance redressal. The elected members have to be identified by the GPs and could lead teams to perform the roles assigned to them. The support roles to be provided by the officials need to be delineated clearly. To start with, there has to be an initial period of handholding by an external agency or team, till the elected members acquire the capacity and confidence to perform the functions on their own.

*8.4.13.5 Strengthening institutions*

i. NIRD&PR has to perform certain lead functions which include:

b. Training of the faculty of SIRD&PRs and other institutions at the sub-State level.
c. Preparing master modules for key topics which could be contextualized by SIRD&PRs.
d. Developing a training network at the national level, in partnership with various institutions of excellence.
e. Conduct of distance education.
f. Periodic evaluation of training and learning at different levels.

ii. The SIRD&PRs need to be strengthened in a phased manner on the basis of norms and standards of infrastructure, facilities and staff which are being developed by NIRD&PR. The funding could come from both the MoPR and MoRD and be ideally routed through NIRD&PR.

iii. In the first instance, States may fill up the existing vacancies without delay.

iv. District level training institutions can be created in a phased manner and be brought under the institutional and academic control of SIRD&PRs.

8.4.13.6 Funding

i. As of now Rashtriya Gram Swaraj Abhiyan (RGSA) has considerable funding. This may be sustained.

ii. The funding of training provided by the MoRD may be specifically budgeted in the programme funds.

iii. For the near future, training and institutional costs could have to be fully borne by the Central and State governments.

iv. An Inter-Ministerial Group may be set up to ensure that capacity building efforts do not get fragmented or duplicated.
CHAPTER- 9

CONVERGENCE

Background

9.1 There is a growing realization that vertical implementation of schemes in silos seriously affects the efficiency of resource use, both human and financial and does not yield the desired outcomes. This is particularly true of local level planning which is now being promoted both under Gram Panchayat Development Plan and Mission Antyodaya. Without convergence the realization of these plans would be very difficult and with no substantial outcomes. With the focus shifting to impact and results, convergence of resources and services is being advocated across Governments, sectors and programmes.

9.2 The concept of convergence is well illustrated in “Mainstreaming of Resource Convergence in Policy Making, Programme Design and Execution” by Ms. Aruna Sharma, published by UNDP in 2013. The relevant portion is extracted in Annex 15.

9.3 Convergence is critical for improving overall performance. This fact has been brought out in the national evaluation of NRLM conducted by IRMA which found that net household incomes in treatment areas were approximately 22% higher than those in control areas, largely on account of incomes from enterprises or other sources. The evaluation also brings out the fact that households in treatment areas have a higher number of productive livestock assets than those in control areas. Treatment villages have more productive assets over consumptive assets. An important finding was of increased expenditure on education, especially of the girl child in families with membership of SHGs. An innovative system of monitoring and ranking of GPs on the basis of composite development index has been initiated by the MoRD in partnership with 35 Departments and State Governments.
9.4 The focus of this Chapter is on convergence to improve the human resource support and performance. There are also a few examples from States indicating convergence amongst different programmes in the following Boxes (7 to 12).

9.5 The Committee recommends the following:

9.5.1 There are several programmes particularly MGNREGS and schemes of FFC grant which are essentially under the control of the GP. However, the GP may not have the human resources required for the design and execution of these programmes. Therefore, in such cases, the GPs could converge with the human resources of different departments. Thus the PWD could execute works related to roads, crematorium; PHED could take up works related to water supply, Discoms could take up street lighting and so on. Similarly, for diversifying works under MGNREGS, the human resources of departments like Agriculture, Horticulture, Sericulture, Watershed Management, Fisheries, Animal Husbandry & Dairy Development, Forests, etc., could be used. Such a strategy has the dual advantage of funds flowing to important sectors for local development and livelihoods improvement, even while utilizing human resources of different Departments more effectively. Essentially, where there is spare capacity in a Government Department, the GP should be formally able to access that. But the important point to be noted is the GPs should be the deciding authority on choice of works and on payments for works. The States may lay down protocols for this partnership to work including trouble shooting and monitoring mechanisms.

9.5.2 The second area of convergence is with the SHG network created as part of National Rural Livelihoods programme. The details of possible convergence have been explained in detail in Chapter 4.

9.5.3 The third area of convergence is with the human resources available with NGOs. This has also been detailed in Chapter 4.
Box 7: Rajasthan – Convergence of RD Programmes for Self-reliance in Water

The Mukhyamantri Jal Swavalamban Abhiyan (MJSA) was launched by the State Government in January 2016 by converging funds and functionaries of MGNREGA, IWMP/PMKSY, Watershed, Untied funds of the State Government, Agriculture, Forest, PHED, Water Resources and other RD & PR schemes. The objective was to achieve soil and water conservation to help render rural Rajasthan self-reliant in addressing basic minimum water needs thereby alleviating the miseries of water woes and obviating the abuse & menace of drought.

The main features of the campaign are - Convergence of Mahatma Gandhi NREGA with other Central and State Schemes; Participatory approach to planning, designing and implementation; Based on the 'Ridge to Valley' approach; Scientific preparation of DPR based on water budget and detailed discussion in Special Gram Sabha; Transformed into a mass movement; Crowd funding for Phase I; Use of technology like geo-tagging of all works, software for survey and planning, GIS, mobile application, web portal to upload all relevant information; Contribution of different kinds from all sections of society; Review of progress and quality checking at various levels.

The project is being implemented in phases. At the end of phase I - the following results came to light -

1. Rise in ground water table and hence better availability of potable water during summer and that of water for irrigation in lean season resulting in increased lean season crop & orchard area.

2. Revival of defunct hand pumps, tube wells & open wells which mitigated drought abuses and reduced the plight of masses.

3. Help developing and sustaining flora & fauna through plantation of 28 Lakh plants and enhanced soil moisture helped increase in green cover.

In Phase II of the project, 1,24,000 water conservation works and 60 lakh plants were done.

Convergence was also ensured in terms of public participation like contribution in terms of money, machines, shramdaan etc. from various sections of civil society like social & religious groups, corporate, NGOs, Army, RAC, Government officials and individuals etc.

Source: Department of Rural Development, Government of Rajasthan - 2017
Box 8: Gujarat - Convergence of RD Programmes for Optimization of Human Resources

An approach to holistic development through the convergence of programmes like NRLM, MGNREGS, PMAY, PMKSY-W was initiated by the State Government with the objective of improving visibility of outcomes of schemes, addressing disparity in salary structure, curbing the high attrition rate of contractual staff, filling up vacancies and reaching out to those villages which are relatively untouched by RDD programmes.

The key highlights of the HR convergence exercise were –

• Appointment of a Gram Vikas Coordinator (GVC) at the lowest level from the existing field staff who will cover three to six villages and deal with five programs of Rural Development. Hence he will act as - GRS of MGNREGA, CC of SBM, CC of GLPC, Gram Sevak (Contractual), WDT - Agriculture & CM (PMKSY).
• Provision for existing Technical manpower (TAs) to support the GVC wherein one TA will support two GVCs.
• GVC also has to report to TDO & APO/TLM/BC.
• Taluka level APO/TLM/BC/Ext. Officer is responsible for convergence of schemes implemented in specific geographical area (one or more GPs).
• DDPC/DC/DLM/TE/APO is responsible for convergence of schemes implemented in specific geographical area (one or more Intermediates).

The other highlights of such a convergence initiative were - structured job charts of all cadres, provision of incentives and disincentives system, uniform HR Manual for all employees, monitoring dashboard for poverty free GPs indicator, rationalization of staff at State level by Commissioner RDD, at district level by DDO and Taluka level by TDO, Intensive and multi-faceted Capacity building at various levels & Training and Professional Development of Employees.

The advantages of such an exercise can be summarized as - easy to handle village development plan, control of attrition of contractual staff, utilization of manpower in the right direction, quality output, optimization of work distribution and easy monitoring.

Source: Department of Rural Development, Govt. of Gujarat - 2017
Box 9: Andaman & Nicobar Islands – Gearing up for Emergencies, Saving Precious Lives

The emergency helipad-cum-playfields which was executed under MGNREGS in convergence with the Civil Aviation department helps patients reach the nearest medical facility within half an hour which earlier used to take hours thus complicating the condition of patients requiring immediate medical help. This unique initiative was taken up in Hanspuri village of Chainpur Gram Panchayat, Mayabunder Intermediate and Smith Island in Keralapuram Gram Panchayat, Diglipur Intermediate of N&MA district.

The Helipad-cum-playfields provided a playground facility and vital landing base support for helicopters with an additional livelihood support for MGNREGS job card holder of the GPs.

Source: ‘Sankalan’ – Innovations, Successes and Learnings along the way – MoRD and UNDP.
Box 10: Uttar Pradesh – Resurgence of an Extinct Rivulet

Following a remote sensing report published in 2012-13 where six Community Development Intermediates (CBDs) in the district were found to be critical and another seven to be semi-critical, the district authorities decided to plan and execute the first phase of an integrated soil and water conservation project in four CBDs to revive the Sasur Khederi II rivulet.

The objectives of the project were to restore the original shape and flow of the rivulet, revive and restore the lake which is the source of the rivulet, protect the adjoining villages from water logging, construction of a gated check dam to retain water, plant trees around the lake and along the rivulet to prevent further silting.

The integrated project under MGNREGS was prepared by the Irrigation department with inputs from Revenue, Social Forestry, Rural Development and Panchayat Raj. The task was to revive 7.4 ha of the lake area and 38 kilometers of the watercourse of the rivulet. The work involved Pradhans who motivated unskilled labourers, BDOs who organized village level meetings, college principals, industries, social workers and media who helped spreading the word around. Teams comprising of Secretary, Rozgar Sevak and Technical Assistant were given 1 km each of the rivulet to ensure excavation work and other facilities at the worksite as per guidelines. About 1,86,400 cu. mts. of soil was excavated along the entire watercourse which generated 96,900 person days of labour. Additionally, 78,200 cu. mts. was excavated from the source lake by generating 38,000 person days.

Enthusiastic community participation in planning and execution, apt and timely inter-departmental co-ordination, judicious mix of sound engineering and local knowledge and ardent administrative acumen of the district authority led to the restoration in the original shape and flow of the stream as well as revived the source lake. This activity provided gainful wage employment to 4000 job seekers every day for over two months.

Source: ‘Sankalan’ – Innovations, Successes and Learnings along the way – MoRD and UNDP.
In Unakoti animal farming is a traditional activity that provides livelihood as well as sustenance in the form of meat and milk supply. Nearly all families including the landless own poultry or livestock which includes ducks, goats, cows, buffaloes etc. Thus the district administration believe that animal farming could play a significant role in increasing incomes, reducing poverty, reducing vulnerability, improving social indicators like more children going to school etc.

A pilot convergence project under MGNREGS was initiated with the Animal Resources Development Department (ARDD), Tribal Welfare, Industries and other departments to ensure sustainable livelihoods to the selected tribal households. The focus was on providing milch cow with part contribution from the beneficiary and the remaining as subsidy from the Government. Those which did not have money for the part contribution were linked with banks through the District Industries Centre in consultation with ARDD which helped beneficiaries in getting loans to buy cows. The Government’s share was provided through funds under various schemes. The selection of beneficiaries was done by the Panchayats.

Training of the beneficiaries in cow rearing took place through RSETI in consultation with DRDA and ARDD. Growing fodder on the land of the beneficiaries and construction of cow sheds took place under MGNREGS and funds from Tribal Welfare Department.

As an impact of this convergence, income of these families has increased to Rs. 500 per day or Rs. 1.8 lakh per annum. ARDD is trying to develop a model cattle farm which will provide inputs to the beneficiaries for better management practices and also trying to set up a dairy processing unit to help expand the market of milk produced as a result of this initiative in this area.

Source: ‘Sankalan’ – Innovations, Successes and Learnings along the way – MoRD and UNDP.
9.5.4 The fourth area of convergence is the full exploitation of the potential of the highly innovative programme of the Ministry of Human Resource Development called Unnat Bharat Abhiyan (UBA) which envisages that every educational institution in the country starting from IITs and IIMs going down to graduate colleges, should provide formal support to the Panchayats in the neighborhood. The areas of support could vary, but they would certainly include the following:

**Box 12: Himachal Pradesh – Transforming Lives of Small and Marginal Farmers**

Most farmers in Mashobra of Shimla district lived a life of hand to mouth and almost none knew about MGNREGS six to seven years ago. The District Administration took an initiative under MGNREGS to develop the land of small and marginal farmers in Janedghat and Piran Gram Panchayats as most of the land was on hilly terrain and the farmers did not have the money to develop the land for agriculture.

Through MGNREGS the land was developed. Walls for the terrace designed fields and irrigation facility through creation of water tanks was also done. Cluster mode of land development was adopted and hundreds of small and marginal farmers benefitted in the process. It was a holistic approach ensuring better facilities for indulging in agriculture for the small and marginal farmers on the whole.

The impact was increased production of different kind of vegetables in good quantities as a result of which multi-market stores such as Mother Diary and Reliance Fresh opened up their collection centers at Janedghat Gram Panchayat for collection of vegetables and other products from the area. The farmers get their payment in time in their bank accounts without having to wait too long thus ensuring transparency. The dry and undeveloped land has now turned into green terraced fields cultivating tomatoes, peas and other vegetables that are not just being consumed in Himachal but also sold to other States.

*Source: ‘Sankalan’ – Innovations, Successes and Learnings along the way – MoRD and UNDP.*
- Conduct of surveys and status studies.
- Assistance in the preparation of local plans.
- Monitoring quality of works.
- Facilitating conduct of GS.
- Support for conduct of social audit.

9.5.5 It is recommended that a framework for convergence with educational institutions may be laid down jointly by the State Departments in charge of RD and PR and Higher Education. Based on this framework the details could be worked out by District Collectors with the help of Intermediate Development Officers.

9.5.6 The fifth area of convergence would be with companies, especially public sector units which are mandated to provide support as part of the Corporate Social Responsibility (CSR). All rural CSR projects should be encouraged to involve local panchayats in their implementation. This is essential for sustainability. Further, these companies could support professionals directly or through the accredited NGOs, to provide services to deserving GPs. Guidelines of the Department of Public Enterprises could appropriately include these suggestions for CSR initiatives of Central Public Sector Enterprises.

9.5.7 The sixth mode of convergence could be with institutions of excellence particularly those under the GoI, like ICAR and CSIR. These institutions may be mandated to provide technical support to GPs within the immediate hinterland of their field centres. Further these institutions may be encouraged to institutionalize such support in their regular outreach programmes.

9.5.8 The seventh form of convergence would be horizontal convergence among the Panchayats of a tier as also vertical convergence of Panchayats across tiers. In the case of horizontal convergence, the Panchayats could group themselves into a cluster and pool resources to get professional support. In many areas of development like water supply and solid waste management the economies of scale can be achieved only through horizontal
convergence. In the case of vertical convergence, the professionals human resources of the higher tier Panchayats, especially at the Intermediate levels could be utilized by the GPs.

9.6 For the above modes of convergence to be effective, the following points need to be followed:

9.6.1 The terms and conditions of the convergence would have to be clearly laid down and issued in the form of Government Orders.

9.6.2 There should be formal capacity building of both the agencies on the nature and mode of convergence.

9.6.3 Care should be taken to ensure that the autonomy and decision making power of the GPs are not compromised.

9.6.4 Transparency and social accountability should be maintained in all works and programmes taken up on the convergence mode.

9.6.5 The District Collectors could be empowered to supervise the arrangements and intervene where there are slippages.
CHAPTER 10

Summary of Recommendations

1. Every GP should have a full time Secretary who is a regular employee. The roles and responsibilities of the Secretary may vary depending upon the size of population. For larger Panchayats having a population of 10,000 or more, a Panchayat Development Officer belonging to Group-B/C services is recommended. (Para 3.2.1).

2. Every GP should have a Technical Assistant. The existing GRS should be formally trained as Bare Foot Technicians to carry out essential engineering functions, including those related to water supply and sanitation. They should also support the Secretary in development administration and should be supervised by a qualified technical person. This arrangement is recommended for Panchayats with population less than 20,000 and for those more than 20,000 a qualified employee with Diploma or Degree may be required. (Para 3.2.2)

3. Regarding support staff for IT and accounting, for smaller panchayats (population less than 10,000), outsourcing to CSCs or trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs (Para 3.2.3)

4. All employees should mandatorily possess knowledge of using computers for their work and existing employees should be enabled to acquire the required proficiency within a fixed period with the help of support from the State. (Para 3.2.4)
5. Clustering of Panchayats is very critical in States having Panchayats of small size and population. In Panchayats having population of less than 10,000, positions may be created for permanent staff at a cluster level with adequate qualifications, particularly in respect of engineering, accounting and IT. If this is not feasible, these positions could be created at the IP exclusively for providing service to the GPs with clear norms relating to the kind of service, frequency of visits, certification of performance, accountability etc. In PESA and hill areas depending on the geographical size, lower population thresholds could be worked out by the States. (Para 3.2.5)

6. The minimum qualification for fresh recruitment of Secretaries should be graduation with proficiency in computers. The selected candidates should undergo an induction training of at least sixteen weeks including four weeks’ field training. (Para 3.2.6)

7. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for all existing staff at different positions. (Para 3.2.7)

8. The career path of the permanent recruits should be clearly defined with possibilities of them being absorbed in the appropriate State cadres. (Para 3.2.9)

9. Even for contract employees’ minimum qualifications and rigorous selection procedures are recommended. There should be incentives for good performance by earmarking a certain percentage of permanent posts in Panchayats for such employees who complete a determined period of contractual service and possess minimum qualifications. (Para 3.2.10)

10. There should also be qualifications and experience criteria in the case of outsourcing. (Para 3.2.11)
11. There should be adequate supervisory posts in engineering and IT at the IP level. In the case of DPs, the Committee has recommended setting up of a quality monitoring mechanism. (Para 3.2.12)

12. The Committee recommends merger of DRDAs with the DPs in States where this has not yet been done. (Para 3.2.13)

13. The Committee recommends putting in place a functioning grievance redressal mechanism. (Para 3.2.14)

14. MoRD would issue enabling instructions to facilitate States to assign multiple tasks to the existing scheme specific staff, taking adequate precaution to ensure that the scheme implementation is not affected in any manner. (Para 3.2.15)

15. MoRD, MoPR and MDWS would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the GP and IP level. (Para 3.2.16).

16. Recommendations 1-15 above may be fast tracked in the Mission Antyodaya GPs/Clusters. (Para 3.2.17)

17. For viability, in terms of size and population, the Committee recommends that creation of new and small Panchayats may be avoided. (Para 3.2.18)

18. In case of shortage of funds to operationalize these recommendations, five years support to incentivize States to strengthen for a period of five years could be included in the revised RGSA. (Para 3.4)

19. In order to help States to strengthen their engineering staff at Block/Intermediate level MoPR may create a budget line of Rs. 1,000 crore
annually for a period of five years. This assistance should be on a sharing basis with the States. (Para 3.5)

20. The existing HR support to Panchayats in PESA\textsuperscript{11} areas with one GS mobiliser in every GP, one PESA Coordinator at the Intermediate level, one PESA Coordinator in the District may be continued in the future. (Para 3.6)

21. Human resources of SHG network could be utilized by the GP in the form of activity groups trained to carry out particular tasks and in the form of trained CRPs from amongst the SHGs for performing specific functions and increasing participation during GSs. (Para 4.7).

22. The VOs can be used in supporting the GPs in conducting certain specific functions as mentioned in Para 4.16.

23. CRPs and activity groups may be trained to perform various tasks as mentioned in Paras 4.17 and 4.18.

24. For functional and effective partnership between the GP and the SHG network - VOs may formally be given the status of functional committees of the GP (Paras 4.19.1 to 4.19.8).

25. NGOs could support GPs - in the local planning process, in construction work, conduct of surveys and studies, improving social accountability, community mobilization for paying taxes and fees, claims and legal matters under FRA and PESA, conflict resolution, forging alliances between the GP and other institutions. (Para 4.20)

\textsuperscript{11} RGPSA / RGSA scheme guidelines 2013, Ministry of Panchayati Raj.
26. Functional committees can support the GP in – mobilization, identification of beneficiaries, professional support, monitoring and quality assurance – for which role clarity and need based training for the functional committees should be ensured. (Paras 4.23 and 4.24)

27. In order to improve social accountability in Panchayats, certain steps have been recommended which are mentioned in Paras 5.7 to 5.8.3.

28. Participatory planning and budgeting, pro-active disclosures, janta information system, public libraries, right to delivery of services, citizen’s charter, grievance redressal, people’s contact days, preparation of status studies for effective utilization of earmarked budget, participatory assessments, participatory expenditure tracking, community based monitoring, citizen’s score card, citizen’s juries/panels, social audit of Panchayats etc. need to be implemented. (Para 5.9 - 5.26)

29. A set of Governance and Accountability measures proposed by MoRD stands endorsed by this Committee for which capacity building of the community accompanied by internal audit and time bound implementation has been emphasized. (Paras 5.27 and 5.28).

30. For immediate operationalization in Mission Antyodaya GPs, participatory planning and budgeting, janta information system, citizens charter, disclosures, social audit and citizens score card may be considered. (Para 5.29).

31. On the IT front it is recommended that Panchayats be encouraged to use only transaction based software, adopt double entry system of accounting; universalize the SECURE software, upgrade the PES to support transaction at the GP level and keep provision for running the software without internet connectivity. NIRD&PR to function as a common platform for exchange of
information about all ICT applications developed by the Central and State Government on various aspects. (Paras 6.19 – 6.27)

32. The Committee recommends strengthening of the monitoring mechanisms as described in Paras 7.4.1 to 7.4.15.

33. The committee recommends the adoption of quality monitoring mechanism as described in Paras 7.9.1 to 7.9.14.

34. Training of engineers involved in execution of various engineering works is recommended. (Para 7.10)

35. To ensure quality of assets at the village level, it is recommended that a system of quality be adopted that is similar to that under PMGSY. (Paras 7.11.1 to 7.11.7)

36. All existing GP Secretaries should be trained and new Secretaries should be put through rigorous induction training. The MoRD – ILO modules could form the core of the course material for imparting additional skills to GRSs, training on accounting and IT related applications for SHGs and CRPs in their areas of work. Special training on convergence approach to attain the SDGs for various functionaries and, training of quality monitors is recommended. (Paras 8.4.1 to 8.4.10).

37. The Committee recommends that training need assessments (TNAs) be conducted, formulate additional themes for training be formulated and partnerships with other institutions be encouraged to ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. (Para 8.4.12)
38. The leaders of Village Organizations of SHGs need to be specially trained on the roles and responsibilities of GPs and the elected representatives and officials of Panchayats sensitized to working with them as equal partners. The members of the Functional Committees and Standing Committees have to be equipped to play their expected roles. CRPs need training to raise citizen awareness to strengthen the demand side for good governance and social accountability. Convergence of services and programmes is particularly critical for addressing issues of poverty. The capacity building framework should include themes such as ethics and accountability, climate change, sustainability of development and possible local action. Social sensitivities need to be built into the elected representatives and officials with a focus on issues related to women, children, aged, differently abled, transgender, etc. The Committee also recommends improving the quality of training, engaging Elected Representatives as well as functionaries in training and strengthening institutions. (Paras 8.4.13.1 to 8.4.13.6).

39. The Committee recommends that GPs could converge with the human resources of different departments. For diversifying works under MGNREGS, the human resources of various line departments could be formally used. In case of spare capacity in a Government Department the GP should be formally able to access that capacity. GPs should be the deciding authority on choice of works and payments for works. (Para 9.5.1)

40. Unnat Bharat Abhiyan (UBA) should provide formal support to the Panchayats in the conduct of surveys and studies, preparation of local plans, facilitating conduct of GS and so on. The framework for convergence with educational institutions may be laid down jointly by the State PR and RD Departments and Department of Higher Education. (Para 9.5.4)
41. All rural CSR projects should be encouraged to involve local panchayats in their implementation. This is essential for sustainability. Further, these companies could support professionals directly or through the accredited NGOs, to provide services to deserving GPs. Guidelines of the Department of Public Enterprises could appropriately include these suggestions for CSR initiatives of Central Public Sector Enterprises. (Para 9.5.6)

42. Institutions of excellence particularly those under the GoI, such as ICAR and CSIR may be mandated to provide technical support to GPs within the immediate hinterland of their field centres. These institutions may be encouraged to institutionalize such support in their regular outreach programmes. (Para 9.5.7)

43. Horizontal convergence among the Panchayats wherein they can group themselves into a cluster and pool resources to get professional support especially in areas such as development of water supply and solid waste management is recommended. (Para 9.5.8)

44. The terms and conditions of the convergence would have to be clearly laid down and issued in the form of Government Orders. Formal capacity building on the nature and mode of convergence while keeping intact the autonomy and decision making power of the GPs is recommended. (Paras 9.6.1 – 9.6.5)
Annexes
Annex 1

The Details of the Composition and Terms of Reference

Dr. Nagesh Singh

DO#P-16018/7/2016-P&P

Dated the 28th December, 2016

Dear Sir/Madam

As you are aware the Ministry of Rural Development has constituted a Committee on Performance Based Payments for better outcomes in Rural Development programmes under the chairmanship of Shri Sumit Bose, Ex Finance Secretary, Government of India. You have been nominated as Member of this Committee. A copy of the notification was emailed to you earlier. (copy of the notification enclosed). It has been decided to hold the first meeting of the committee on 6th January, 2017 at 3.00 PM in Room No. 199-D, Krishi Bhawan, New Delhi.

2. I would be grateful, if you could confirm your participation on my email, nagesh.singh@nic.in and to Shri Manoranjan Kumar, Economic Advisor (manoranjan.kumar@nic.in).

With regards,

Yours sincerely,

(Dr. Nagesh Singh)

Encl.- Notification
OFFICE MEMORANDUM

Subject: Constitution of a Committee on Performance Based Payments for better outcomes in Rural Development programmes.

The Ministry of Rural Development has constituted a “Committee on Performance Based Payments for better outcomes in Rural Development programmes”. Copy of the notification indicating Composition and Terms of Reference of the Committee is attached.

2. The first meeting of the committee would be held on 6th January, 2017 at 3.00 PM in Room No. 199-D, Krishi Bhawan. The following presentations may be prepared for the meeting:-

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Subject</th>
<th>Concerned Officer</th>
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<tbody>
<tr>
<td>01</td>
<td>Contractual functionaries engaged in MGNREGA, their job profile, remuneration, seasonality in the work flow of MGNREGA resource persons at Gram Panchayat and Block Levels, activities which require additional resource persons.</td>
<td>JS (RE)</td>
</tr>
<tr>
<td>02</td>
<td>Community Resource Persons, their work profile, remuneration etc, possibility of the CRPs being engaged on other departmental programmes.</td>
<td>JS (RL)</td>
</tr>
<tr>
<td>03</td>
<td>PMAY (G) implementation process, stages of implementation which requires supervision, availability of resource persons within the PMAY(G) structure, activities that could be undertaken by resource persons engaged on other programmes.</td>
<td>JS (RH)</td>
</tr>
<tr>
<td>04</td>
<td>Functioning of DRDA, the work profile of DRDA functionaries at Block level, remuneration, their role in implementation of RD programmes.</td>
<td>JS (Trg)</td>
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</tbody>
</table>

3. You are requested to attend the Committee meeting on 6th January, 2017.

(Dr. Nagesh Singh)
Additional Secretary (RD)
28th December, 2016

AS & FA - with a request to attend the meeting.
JS (Policy)
JS (Skills)
JS (RH) & (A&C)
JS (RC)
JS (RE)
JS (Trg)
EA
Adv (Stats.)

Copy to: -
1. PPS to SRD.
2. EA – Request for Coordination of the Committee meeting.
OFFICE MEMORANDUM

Subject: Constitution of a Committee on Performance Based Payments for better outcomes in Rural Development programmes.

The Ministry of Rural Development implements a large number of programmes. Under each of these programmes, there is a fixed percentage of expenditure earmarked for management expenses. In addition, District Rural Development Agencies set up in 1980, assist Zila Panchayats and provide technical and supervisory support in implementation of Rural Development programmes. It is felt that the implementation of rural development programmes could be significantly improved, if human resource available at Gram Panchayat, Block Panchayat and District Panchayat level organized into horizontal teams, accountable to Panchayats and available for supporting individual beneficiaries, Self Help groups and Village Organizations.

2. The Government has, therefore, decided to set up a Committee to examine the Human Resource deployment under Rural Development programmes and suggest a framework for human resource integration at the Panchayat level. The composition of the Committee would be as under:

<table>
<thead>
<tr>
<th>Sl No.</th>
<th>Name</th>
<th>Address</th>
<th>Role</th>
</tr>
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<tbody>
<tr>
<td>01</td>
<td>Shri Sumit Bose, Ex. Finance Secretary, Gol</td>
<td>Flat #902, Tower-21, Commonwealth Games Village, New Delhi – 110092.</td>
<td>Chairperson</td>
</tr>
<tr>
<td>02</td>
<td>Shri Jugal Kishore Mohapatra, Former Secretary (RD)</td>
<td>Apt.-101, LOVA Villa, Plot#408, Sahid Nagar, Bhubneswar-751007, Odisha</td>
<td>Member</td>
</tr>
<tr>
<td>03</td>
<td>Dr. Jeemol Unni, Ex-Director, Institute of Rural Management, Anand (IRMA)</td>
<td>Faculty Member, Institute of Rural Management Anand, Post Box#60; Anand, Gujarat – 388001.</td>
<td>Member</td>
</tr>
<tr>
<td>04</td>
<td>Dr. Mrs. Asha Mehta Kapoor, Professor IIPA</td>
<td>Indian Institute of Public Administration, Indraprastha Estate, Ring Road, New Delhi – 110002.</td>
<td>Member</td>
</tr>
<tr>
<td>05</td>
<td>Dr. Janat Shah, Director, IIM, Udaipur</td>
<td>Indian Institute of Management, Udaipur, Deptt. of Polymer Science Building, Mohan Lal Sukharia University Campus, Udaipur – 313001, Rajasthan.</td>
<td>Member</td>
</tr>
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<td>No</td>
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</tr>
<tr>
<td>06</td>
<td>Shri S. M. Vijayanand, Chief Secretary, Government of Kerala</td>
<td>Chief Secretary, Government of Kerala, Secretariat, Thiruvananthapuram, Kerala – 695036.</td>
<td>Member</td>
</tr>
<tr>
<td>07</td>
<td>Shri M. N. Roy, Ex. Principal Secretary, Deptt. of Rural Development, Govt. of West Bengal</td>
<td>Flat -5, Plot KB-2, Sector-III, Salt Lake, Kolkata – 700106.</td>
<td>Member</td>
</tr>
<tr>
<td>08</td>
<td>Shri Deoranjan Singh, Commissioner-cum-Secretary, Panchayati Raj Department, Government of Odisha.</td>
<td>Government of Odisha, Odisha Secretariat, Bhubneshwar – 751001.</td>
<td>Member</td>
</tr>
<tr>
<td>09</td>
<td>Shri Radheyshyam Julania, Additional Chief Secretary, Panchayat &amp; Rural Development Department, Government of Madhya Pradesh</td>
<td>Mantralaya, Vallabh Bhawan, Madhya Pradesh, Bhopal - 462004</td>
<td>Member</td>
</tr>
<tr>
<td>10</td>
<td>Shri Nagendra Nath Sinha, Principal Secretary, Rural Development, Government of Jharkhand</td>
<td>FFP Building, Dharva, Jharkhand, Ranchi – 834004.</td>
<td>Member</td>
</tr>
<tr>
<td>11</td>
<td>Shri Sudarshan Sethi, Principal Secretary, Rural Development Department, Government of Rajasthan</td>
<td>Room No. 8041, Ground Floor, SSO Building, Govt. Secretariat, Government of Rajasthan, Jaipur – 302005.</td>
<td>Member</td>
</tr>
<tr>
<td>12</td>
<td>Dr. Nagesh Singh, Additional Secretary, Department of Rural Development</td>
<td>Room No. 191, 1st Floor, E Wing, Krishi Bhawan, New Delhi – 110001.</td>
<td>Member</td>
</tr>
</tbody>
</table>

3. The Terms of Reference of the Committee would be as under:-

i. Review the management structure and deployment of field functionaries under different programmes implemented by Ministry of Rural Development including DRDA.

ii. Examine the job profile of rural development field functionaries and work out a composite job profile for rural development functionary at Gram Panchayat, Block Panchayat and District Panchayat level.

iii. Review the existing remuneration policy of field functionaries under different programmes of Ministry of Rural Development and work out a payment system based on performance outcomes.

iv. Indicate a framework for training of a composite rural development functionary to become a multi-tasking resource person.
v. Suggest a model for convergence of vertical (at Programme level) and horizontal (at Panchayat level) responsibilities at Gram Panchayat/Block Panchayat/District Panchayat.

4. The Non Official Members of the Committee would be provided TA/DA and accommodation to attend the meetings of the committee as per Government of India rules.


6. This issues with the approval of Minister, Rural Development.

(Prasant Kumar)
Joint Secretary to the Government of India
Tele: -011-23389828
Fax: -011-23073526
File No P-16018/7/2016-P&P (Part)
Ministry of Rural Development
Department of Rural Development

Krishi Bhawan, New Delhi
Dated the 22nd September, 2017

Office Memorandum

Subject: Appointment of Shri Jitendra Shankar Mathur, Secretary (Panchayati Raj) as member of Committee on Performance Based Payments for Better Outcomes in Rural Development Programmes.

In continuation of this Ministry’s OM of even number dated the 26th December, 2016 regarding constitution of Committee on Performance Based Payments for Better Outcomes in Rural Development Programmes, Shri Jitendra Shankar Mathur, Secretary (Panchayati Raj) is hereby co-opted as a member of the aforesaid Committee.

(Dr. Nagesh Singh)
Additional Secretary (RD)

To
Shri Jitendra Shankar Mathur, Secretary (Panchayati Raj)

Copy for information to:
Chairperson of the Committee and other Members
Annex 2

Recommendations of Previous Committees on Panchayat HR


The 2nd Administrative Reforms commission went into the details of the growth of decentralization in India – both pre 73rd and post 73rd Constitutional Amendment era. It discussed in details and made recommendations on almost every aspect of decentralization and local bodies in general and Urban and Rural Local Bodies in particular. The Commission focused on the key principles of decentralization viz. Subsidiarity, Democratic Decentralisation, Delineation of Functions, Devolution in Real Terms, Convergence, Citizen Centricity. The core was of course the Principle of Subsidiarity which stipulates that functions shall be carried out closest to citizens at the smallest unit of governance possible and delegated upwards only when the local unit cannot perform the task. Hence the local unit of governance should be endowed with all appropriate resources for it to perform efficiently and effectively as mandated by law (State PR Acts) and as per expectations of the citizens (local level plans).

The Commission dealt in details on issues concerning local bodies in general such as elections, devolution of funds, framework law, functions of local governments, capacity building, decentralized planning, accountability and transparency, accounting and audit, technology and local governance. Under Rural Local Governance the major topics which were taken up were – institutional reforms, functional devolution, panchayat finance, rural development, role of Panchayats in Delivery of Services and Local Government in Fifth and Sixth Schedule Areas.

The subject of Personnel Management in PRIs was dealt in detail wherein the Commission found that in most States, Panchayats do not have the power to recruit their staff and determine their salaries, allowances and other conditions of service. Also, due to the lack of financial resources, the power to recruit staff, even if such power exists remains grossly under utilised or not utilised at all. The Panchayats, therefore, have to depend on the officials of the State Government for staff support. The Commission recommended that Panchayats as the government at the local level, should have their own staff. They should have full powers with regard to recruitment and service conditions of their employees within a broad framework of State laws and certain standards.

Purely as a transitional measure, till the personnel structure of PRIs takes a definite shape, the employees of the State Government may be taken on deputation, but such deputation should be made after the consent of the borrowing Panchayat. There is need to assess and
review manpower requirements at each of the three levels. Based on the assessment so made, the existing staff should be distributed among the positions thus identified at these levels. Vacancies may need to be filled either through recruitment on regular rolls / contractual basis or through outsourcing of services which may make some posts redundant. The Commission is of the view that in all the States a detailed review of the staffing pattern on a zero based approach should be undertaken within the next one year. The Zila Parishads, particularly, should be associated with this exercise.

The Centrality of Panchayats in implementation of CSSs –

Schemes taken up under RD programmes also need to find place in the overall development plan of the Panchayat body. It is, accordingly, essential that the centrality of Panchayats is recognized in fulfilling the objectives of these programmes. While some of the schemes do give a crucial role to the PRIs in their implementation, some bypass them and create separate structures. Even the schemes which allow the participation of Panchayats, often do not give them enough flexibility in decision making. Such flexibility is essential to take care of the local specificities, which strait-jacketed schemes designed from above cannot accommodate.

A task force of the Planning Commission had observed that many of the large CSSs are being implemented departmentally or through support organizations like user associations, agencies, SHGs and Non-Governmental Organisations (NGOs) without any linkage with the PRIs.

The Commission is of the view that in due course the present system of release of funds to the CSSs should be substituted with a system where majority of the allocation is in the form of untied grants. The State and local governments should have flexibility in designing project components and implementation mechanism to achieve the overall objectives of a sectoral programme.

The following steps are required to ensure the centrality of PRIs in service delivery programmes:-

- Unbundling the service into activities.
- Assigning clear responsibilities for different aspects of service delivery to agencies including PRIs – the role could range from planning to supervision and feedback.
- Placing the resources required for service delivery, both human and financial, with PRIs.
- Setting standards for services both institutional and otherwise. This has to be modulated according to available facilities and manpower.
- Preparing service delivery plans by the PRIs based on these standards in respect of each service, in consultation with the stakeholders and in accordance with the
resources and facilities available. Milestones in upgradation of services in terms quality and quantity.

- Service Delivery Plans could be prepared by institutional committees consisting of stakeholders, officials, elected representatives and experts in respect of institutions like hospitals, schools and anganwadis. In respect of other services, the plans could be prepared in consultation with user groups.

- Publishing the elements of Services Delivery Plans in the form of Citizen Charters which would indicate the levels of assured services; measurement and feedback systems and grievance redressal systems.

- Putting in place a community based monitoring system including user groups, SHG networks and civil society groups to monitor the implementation of Service Delivery Plans and provide inputs for further improvement.

**Recommendations –**

- In terms of the Eleventh Schedule of the Constitution, local level activities of elementary education, preventive and promotive health care, water supply, sanitation, environmental improvement and nutrition should immediately be transferred to the appropriate tiers of the PRIs.

- State Governments need to prepare an overarching Service Delivery Policy outlining the framework within which each department could lay down detailed guidelines for preparation of Service Delivery Plans.

'Towards holistic Panchayat Raj’- Twentieth Anniversary Report of the Expert Committee on Leveraging Panchayats for Efficient Delivery of Public Goods and Services -

The Expert Committee went into the details of Panchayat Raj since independence and summarized the observations and recommendations of various committees on strengthening local governments until the 73rd CAA. It then analyzed the progress since 1992 till the setting up of the Committee in 2012 (20 years) - both at the central as well as at the state level with the status of devolution of functions, funds and functionaries. The key terms of reference of the Committee was to look at the extent of devolution to Panchayats by the Central Govt. through Centrally Sponsored Schemes and suggest ways and means of mainstreaming PRIs into CSSs by revisiting the design of the programmes. The Committee also discusses in details aspects like Planning, reasons why it has not been a success and what can happen to strengthen the same, Capacity Development, Women in Panchayats and their contribution in Panchayat Raj more effective, reservation for OBCs and minorities in Panchayat Raj and how PRIs can cater to the empowerment of these sections of the society in real terms to combat effects like naxalism.

The Committee has dedicated an entire volume of the report in looking at key CSSs corresponding to entries in the 11th Schedule of the Constitution which ought to be in the
purview of PRIs viz. - Poverty Alleviation and Livelihood Programmes; Productive Sectors of the Rural Economy; Rural Infrastructure; Education, Skill Development, Culture and Sports; Health, Family Welfare, Nutrition and Food Security; Schemes for Weaker Sections and Backward Regions – and how to leverage PRIs for more efficient delivery of public goods and services in these and other areas. The principal outcome of this exercise was to focus on modifying CSS guidelines to bring them in conformity with Article 243G read with the Eleventh Schedule. A volume was exclusively dedicated towards developing a model activity mapping for a few CSSs as a model which can be followed by the Central Ministries.

As regards the status of functionaries, the committee admitted that in most States there are neither adequate number of employees having due capacity to perform their tasks nor is there clear accountability of those employees to the Panchayats. In addition to that, the rules and regulations are not always clearly defined; there is poor oversight function to check if the existing rules are being violated. Competence and attitude of employees at the level of Panchayats is very crucial to not only provide the Panchayats professional bureaucratic support but also helps the General Body develop a rule-based system of local government. (In fact, the way the permanent bureaucracy at the State and Central level helps to ensure governance as per rule and even a new minister does not find it difficult to function, the same does not happen for the Panchayats).

Most of the States governments have not created required number of posts and even the existing posts remain vacant. Also, employees who are available remain busy with agency function of the Panchayat, which involves expenditure many times that of what is required for discharging core functions. Hence it is recommended to have a cadre of employees dedicated for serving the Panchayats and assigned to work with any Panchayat within a district or a block. All Group D employees of Intermediate and GPs may constitute a block cadre of employees and they may be liable to serve the IP and GPs within that area. Similarly a district cadre and even a State cadre of employees may be provided for to accommodate senior and very senior posts dedicated for serving the Panchayats. The posts will be filled up by promotion. The State Public Service Commission may test the merit for such induction. Providing such opportunity will attract meritorious candidates to start their career as a part of Panchayat cadre and then move on to become a part of cadre of State government employees.

Vacancies in government posts filled up through State government employees are generally much higher in backward areas. The employees keep on trying to get posted to better areas and moreover, even those who are posted to backward areas show high extent of absenteeism, both officially as well as unofficially. If they are recruited as a district cadre of Panchayat employees then they may at best come to district head
quarter (Zilla Parishad) but cannot escape to serve the district. So, having district specific cadre of Panchayat employees in respect of all functions which are assigned to the Panchayats will ensure better availability of the employees to the latter along with clear accountability.

In addition to the above the committee recommended for - Administrative and Legislative measures for creation of Panchayat cadres of employees; convergence and cross - departmental movement particularly of Group D and Group C levels, who are non-technical in nature; a system of transfers; a Panchayat Service Commission for recruitment of various cadres of Panchayat employees, (unless the State Public Service Commission is entrusted with that responsibility); allowing Panchayats to seek qualified technical services to undertake their developmental works; monitoring of attendance of officials (engaged by / deputed at) the GP and a system of collecting feedback of attendance of such employees by the department concerned; all employees to have their offices established in the GP premises for easy monitoring and convergences; salaries to all functionaries (Panchayat / Departmental) should be paid to by the Panchayat concerned; full time staff consisting at the minimum, a full time Secretary and an Accountant ought to be provided to GPs; GoI should come out with a required employee structure (for at least the flagship CSS, which constitutes bulk of the expenditure on CSS) and assure Central support for unlimited period so that posts are created with pay scale at par with the pay structure of the permanent employees of the Panchayats; making them regular employees of the Panchayats and paying their salary directly can only improve their accountability to the Panchayat and responsiveness to the local people; **Enhance the honoraria paid to members, particularly Standing Committee chairpersons and others**; equate physical infrastructure for every Panchayat so that representatives and the employees can function properly.

**Collegiate Functioning of the Panchayats and the Standing Committees –**

In Panchayats, powers remain largely confined to the chairperson of the elected body. This is more so in situations where the chairperson is directly elected by the people. Provision to enable horizontal decentralisation has been made under Panchayat Acts in most States through allowing formation of subject-specific Standing Committees (SC). However, how these bodies are to function is left to the elected body to decide, and normally, these remain dormant because of inadequate devolution of power and authorities on them. There is also no institutional mechanism for checking how those bodies are functioning. For true collegiate decision making and implementation it is imperative that Standing Committees are activated and made to function meaningfully.
## Annex 3

### Dates of meetings of the Committee and the field visits

<table>
<thead>
<tr>
<th>Meeting</th>
<th>Date</th>
</tr>
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<tbody>
<tr>
<td>01</td>
<td>06 January 2017</td>
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<tr>
<td>02</td>
<td>07 February 2017</td>
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<tr>
<td>03</td>
<td>20 March 2017</td>
</tr>
<tr>
<td>04 (Visit to MP)</td>
<td>April 2017</td>
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<tr>
<td>05</td>
<td>22 April 2017</td>
</tr>
<tr>
<td>06 (Visit to Karnataka)</td>
<td>08 and 09 May 2017</td>
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<tr>
<td>07</td>
<td>23 May 2017</td>
</tr>
<tr>
<td>08</td>
<td>20 June 2017</td>
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<td>09</td>
<td>12 July 2017</td>
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<tr>
<td>10</td>
<td>10 August 2017</td>
</tr>
<tr>
<td>11 (Report writing at NIRD &amp; PR, Hyderabad)</td>
<td>11 – 13 September 2017</td>
</tr>
<tr>
<td>12</td>
<td>25 September 2017</td>
</tr>
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## Annex 4

### Core Staffing at the Gram Panchayat Level

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Kerala</strong></td>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>GP Secretary</td>
<td>SSLC/Degree</td>
<td></td>
<td>Overall charge of the GP &amp; Office</td>
<td>60000</td>
<td></td>
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<tr>
<td>Asst. Secretary</td>
<td>SSLC/Degree</td>
<td></td>
<td>Assisting the Secretary</td>
<td>45000</td>
<td></td>
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<tr>
<td>Jr. Superintendent</td>
<td></td>
<td></td>
<td>Charge of various sections in the GP Office</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Head Clerk</td>
<td></td>
<td></td>
<td>Financial Accounting, Budgeting, Asset Mgmt.</td>
<td>38000</td>
<td></td>
</tr>
<tr>
<td>Accountant</td>
<td>SSLC</td>
<td>PSC</td>
<td>7th Class</td>
<td>30000</td>
<td></td>
</tr>
<tr>
<td>Sr. Clerk</td>
<td></td>
<td></td>
<td>Section Activities</td>
<td>35000</td>
<td></td>
</tr>
<tr>
<td>Clerk</td>
<td></td>
<td></td>
<td>General Assistance</td>
<td>30000</td>
<td></td>
</tr>
<tr>
<td>Office Attendant</td>
<td></td>
<td></td>
<td>General Assistance</td>
<td>25000</td>
<td></td>
</tr>
<tr>
<td>Full Time Sweeper</td>
<td>7th Class</td>
<td></td>
<td>General Assistance</td>
<td>20000</td>
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</tr>
<tr>
<td>Part Time Sweeper (contractual)</td>
<td></td>
<td></td>
<td>Cleaning of Office Premises</td>
<td>11000</td>
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</tr>
<tr>
<td>Technical Assistant (contractual)</td>
<td>Degree + PGDCA</td>
<td></td>
<td>All IT &amp; Technical related support and Training</td>
<td>14000</td>
<td></td>
</tr>
<tr>
<td>MGNREGS Asst. Engineer (contractual)</td>
<td>B.Tech. / Diploma</td>
<td></td>
<td>MGNREGS Project development and implementation</td>
<td>22000</td>
<td></td>
</tr>
<tr>
<td>MGNREGS Overseer / Barefoot Engineer (contractual)</td>
<td>Diploma / SSLC</td>
<td></td>
<td>MGNREGS Project monitoring.</td>
<td>18000</td>
<td></td>
</tr>
<tr>
<td>MGNREGS Accountant (contractual)</td>
<td>M.Com + PGDCA</td>
<td></td>
<td>Financial Mgmt., Budgeting.</td>
<td>22000</td>
<td></td>
</tr>
<tr>
<td>LSGD Asst. Engineer</td>
<td>B.Tech./Diploma</td>
<td>PSC</td>
<td>Local Body Infrastructure Project Development &amp; Implementation</td>
<td>60000</td>
<td></td>
</tr>
<tr>
<td>LSGD Overseer</td>
<td>Diploma</td>
<td>PSC</td>
<td>Local Body Project Monitoring.</td>
<td>35000</td>
<td></td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>Driver (PSC/Contractual)</td>
<td>7th Class</td>
<td></td>
<td>Driving</td>
<td>22000</td>
<td></td>
</tr>
<tr>
<td>Part Time Librarian (Contractual)</td>
<td>B.Lib./Diploma</td>
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<td>Mgmt. of Library</td>
<td>8000</td>
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<tr>
<td>Full Time Librarian (Contractual)</td>
<td>B.Lib./Diploma</td>
<td></td>
<td></td>
<td>8000</td>
<td></td>
</tr>
<tr>
<td>Nursery Teacher (Contractual)</td>
<td>SSLC</td>
<td>PSC</td>
<td></td>
<td>8000</td>
<td></td>
</tr>
<tr>
<td>Nursery Aaya (Contractual)</td>
<td>7th Class</td>
<td></td>
<td>Prepare Food.</td>
<td>4000</td>
<td></td>
</tr>
<tr>
<td>Saksharatha Prerak (Contractual)</td>
<td>SSLC</td>
<td></td>
<td>Saksharatha Coordination.</td>
<td>10000</td>
<td></td>
</tr>
<tr>
<td>Youth Coordinator (Contractual)</td>
<td>SSLC</td>
<td></td>
<td>Welfare of youth in the Local Body.</td>
<td>5000</td>
<td></td>
</tr>
<tr>
<td>BRC/Buds School Teacher (Contractual)</td>
<td>Spl. B.Ed.</td>
<td></td>
<td>Overall incharge of Buds/BRC.</td>
<td>15000</td>
<td></td>
</tr>
<tr>
<td>BRC/Buds School Aaaya / Cook (Contractual)</td>
<td>SSLC</td>
<td></td>
<td>Assist BRC/Buds School Teacher.</td>
<td>6000</td>
<td></td>
</tr>
</tbody>
</table>

**Karnataka**

<p>| PDO                            | Degree | KPSC, KEB (67%) and promotion from GP staff (33%) | Carrying out duties and progs. under GP admin., as DDO of Panchayat funds, call meetings of GP and implement decisions of meeting, implement schemes of state and central govt., other duties entrusted by higher authorities. | 20 K – 36,300 |         |
| Secretary - Gr. I              | Degree | KPSC, KEB (50%) and promotion from GP staff (50%) | Supervise tax collection, responsible for all civil communities in the GP, organizing GS, conducting standing committee meetings and recording minutes, maintain mutation register and other registers, other duties entrusted by the PDO. | 14550 – 26700 |         |
| Secretary - Gr. II             | 2 yrs univ. course pass | KPSC, KEB (30%) and promotion from GP staff (70%) | | 11600 – 21K |         |</p>
<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Second Divsn. Acnt. Asst.</td>
<td>2 yrs univ. course pass</td>
<td>Recruitment committee KPSC, KEB (70%) and promotion from GP staff (30%)</td>
<td>Preparing GP budget and maintaining all accounts, co-operate in planning and implementation of works handled by PDO and Secretary, maintaining cash books, writing cheques, tallying accounts with bank transactions, other work entrusted by PDO and Secy.</td>
<td>11600 –21K</td>
<td></td>
</tr>
<tr>
<td>Bill collector</td>
<td>2 yrs univ. course pass + comp. knowledge</td>
<td>GP direct recruitment - GP staff.</td>
<td>Collect taxes, update day book, demand and other registers, maintaining entertainment tax register, issuing demand notice, other work entrusted by higher authorities.</td>
<td>12887.60</td>
<td></td>
</tr>
<tr>
<td>Watermen / pump mechanic</td>
<td>SSLC pass</td>
<td></td>
<td>Operation and maintenance of water supply system, help bill collector in collection of water tax, operation of street lights and maintenance of cleanliness in the village, other work entrusted by higher authorities of GP.</td>
<td>11353.60</td>
<td></td>
</tr>
<tr>
<td>Peon</td>
<td>SSLC pass</td>
<td></td>
<td>Maintenance of GP office and dispatch of letters, serving notices of all GP meetings, other work as entrusted by higher authorities of GP.</td>
<td>10775.60</td>
<td></td>
</tr>
<tr>
<td>Sweepers</td>
<td>7th pass</td>
<td></td>
<td>Cleaning the streets and disposing off debris, other work as entrusted by higher authorities of GP.</td>
<td>13635.60</td>
<td></td>
</tr>
<tr>
<td>Clerk – cum- Data Entry Operators</td>
<td>2 yrs univ. course pass + 6 mnths computer appln. trng. completed from Govt. recognized inst.</td>
<td>GP direct recruitment - outsourced</td>
<td>Maintaining of public petitions and registration, maintaining inward &amp; outward register, records of demands and receipts, record of GP property and gen. info., other work as entrusted by higher authorities of GP.</td>
<td>12887.60</td>
<td></td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>Executive Assistant</td>
<td>Bachelor’s degree</td>
<td>Written test, and interview by District Level Selection Committee</td>
<td>Under the Pradhan/Up-Pradhan - executive charge of administrative including establishment functions and financial operation of the GP, maintains and prepares cheques, authenticates all entries in the Cash Book and vouchers in support of them, prepares the annual Budget of the GP, supervises the preparation of demand list in respect of taxes and fees levied by the GP and collection of revenue, allotting duties to the GP Karmees, recording of resolutions in Gram Sansad and the GS meeting.</td>
<td>22000 plus other allowances as Grant-in-Aid by State</td>
<td></td>
</tr>
<tr>
<td>Nirman Sahayak</td>
<td>Dipl. In Civil Engg.</td>
<td>Prepares plans and estimates for work / projects, prepares measurement sheet, muster-rolls, token and acquaintance rolls. She/he supervises the execution of work to ensure compliance with prescribed standards. Also empowered for technical vetting of projects/schemes.</td>
<td>28000 plus other allowances as Grant-in-Aid by State</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

West Bengal
<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
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<tbody>
<tr>
<td>Secretary</td>
<td>Pass HSE</td>
<td></td>
<td>Prepares lists of taxes and fees levied by the GP, maintains Cash Book and Books of Accounts, prepares periodic statement of Accounts. Assists the Exec. Asst. in budget preparation, maintains records of the GP and produces the same in the meetings. Supervises payment of wages to labours engaged in various programmes, records the resolution of the meetings, maintain all registers relating to all categories of GP employees.</td>
<td>18000 plus other allowances as Grant-in-Aid by State</td>
<td></td>
</tr>
<tr>
<td>Job Assistant</td>
<td>Pass HSE</td>
<td></td>
<td>Prepare plans and estimates for work or projects, prepares measurement sheet, muster-roll, token and acquaintance roll and supervises actual execution of work as per prescribed standards.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sahayak (2)</td>
<td>Pass Sec. Exam</td>
<td></td>
<td>Assist the Exec. Asst. in financial administration, assist the Secretary in proper maintenance of accounts and records, vouchers of financial transactions made by the GP. Also assists in recording the resolutions of the meetings held in the village. The Exec. Asst. distributes jobs between the Sahayaks and assigns additional works as and when necessary.</td>
<td>16000 plus other allowances paid by State</td>
<td></td>
</tr>
<tr>
<td>Gram Panchayat Karmees (2-3)</td>
<td>Pass 8th Std.</td>
<td></td>
<td>Discharge the duties of the Messenger Peon, Office Peon and Helper, and if required, keeping watch of the GP office at night. They perform other duties as assigned to them from time to time by the Pradhan/Upa-Pradhan/ Exec. Asst.</td>
<td>14000 plus other allowances paid by State</td>
<td></td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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<tr>
<td>Skilled Technical Person (Casual / Contractual)</td>
<td>Dip. In Civil Engg.</td>
<td></td>
<td>Assists the Nirman Sahayak in preparing plans and estimates for work or projects, preparing measurement sheet, muster-roll, token and acquaintance rolls etc.</td>
<td>Consolidated amount of 10000 paid by GP from project fund.</td>
<td></td>
</tr>
<tr>
<td>Gram Rojgar Sevak (Casual / Contractual)</td>
<td>Pass HSE with Science</td>
<td></td>
<td>Assists the Nirman Sahayak in preparing measurement sheet, muster-rolls, token and acquaintance roll and supervise worksite in relation to MGNREGA schemes.</td>
<td>Consolidated amount of 7000 paid by GP from project fund.</td>
<td></td>
</tr>
<tr>
<td>Village Level Entrepreneur (Casual / Contractual)</td>
<td>Pass Std. 10 with certificate in Comp. Appln.</td>
<td></td>
<td>Data entry in the MIS and other Software in relation to MGNREGA.</td>
<td>Consolidated amount of 9000 paid by GP from project fund.</td>
<td></td>
</tr>
<tr>
<td>Data Entry Operator (Casual / Contractual)</td>
<td></td>
<td></td>
<td>Data entry in different Softwares other than MGNREGA and other computer oriented jobs.</td>
<td>Consolidated amount of 9500 paid by GP from project fund.</td>
<td></td>
</tr>
<tr>
<td>Tax Collector (Casual / Contractual)</td>
<td>Pass HSE</td>
<td></td>
<td>Collection of taxes from the residents of the GP.</td>
<td>Fixed amount plus commission (at prescribed rates) - approx. Rs.7000/- paid by the GP from Project fund</td>
<td></td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
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<tr>
<td><strong>Assam</strong></td>
<td></td>
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<tr>
<td><strong>GP Secretary (regular)</strong></td>
<td>Graduate</td>
<td>Written, interview (Provided approval from Finance (State Inspection Unit), Deptt.)</td>
<td>Convening of GS meeting, preparation of agenda, implementation of various P &amp; RD programmes, submission of UCs, maintenance of records relating to RD programmes and GP level meetings, reporting and coordination, other activities assigned to him/her from time to time.</td>
<td>14000-49000-7400</td>
<td></td>
</tr>
<tr>
<td><strong>Tax collector / R.M. (regular)</strong></td>
<td></td>
<td></td>
<td>Collect taxes in respect to Haat/Ghat/Bazar within the jurisdiction and to perform duty as entrusted by GP secretary from time to time and as recommended under Assam Panchayat Act 1994.</td>
<td>14000-49000-5000</td>
<td></td>
</tr>
<tr>
<td><strong>Peon – Gr. IV (regular)</strong></td>
<td>Matriculate</td>
<td></td>
<td>Responsible for dispatch of mails within &amp; outside the office. He will also perform miscellaneous and <em>odd jobs</em> for officers/officials and other work assigned by the officer. Will ensure cleanliness and general keep up of the GP office and of the furniture, fixture and equipments.</td>
<td>12000-37500-3900</td>
<td></td>
</tr>
<tr>
<td><strong>Accountant Cum Computer Operator (contractual)</strong></td>
<td>B.Com.</td>
<td>Written, Interview</td>
<td>Assist the GP Secretary to send information through print/electronic form to concerned officials, maintain general and programmatic accounts of the GP on prescribed format, maintain GP level online accounting system i.e. PRIA Soft, PlanPlus, maintained all records of</td>
<td>8000/- per month</td>
<td></td>
</tr>
</tbody>
</table>
Programmes /Schemes/Projects implemented by the P&RD Department at GP level, submission of UC of various programmes implemented by the GP.

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gram Rojgar Sahayak (contractual)</td>
<td>Higher Secondary / 12th pass</td>
<td></td>
<td>Issue of Job Cards (if not already issued), ensure rectification of entries in job cards, maintaining and updating – application, employment, job card, house survey and other MGNREGA related registers and documents, assist the wage-seekers in opening bank/post office accounts and maintain particulars of bank accounts in Job Card register, preparation of pay order as per the MR, visit work sites and ensure compliance of MGNREGA guidelines, particularly ensure transparency in maintaining of MRs at the work site, payments are made as per volume of tasks performed etc. Assist the GP Secretary in field work and other work as directed by the GP Secretary</td>
<td>6000/- per month</td>
<td></td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>Accounts Assistant (contractual)</td>
<td></td>
<td></td>
<td>Maintain cash book, cheque book, related vouchers, MRs, MBs, pay orders and all other financial documents, keep record of and maintain all pass books, maintain BRS, get the accounts audited as required, collect and keep reports on all schemes implemented in the GP area but by any other agency, keep all records/reports in such a manner so that when called for can be submitted forthwith, assist the wage-seekers in opening bank/post office accounts help them in withdrawing their wage from bank/post office accounts and liaison with the banks in this regard. Assist the GP Secretary in all work as directed by the GO Secretary.</td>
<td>6000/- per month</td>
<td></td>
</tr>
<tr>
<td>Computer Assistant (contractual)</td>
<td></td>
<td></td>
<td>Help the GP and other implementing agencies in all aspect related to computers including computer typing works, data entry from documents in the MIS to make the MIS operational, guide the GP Secretary/ President and others based on the reports generated from the MIS. Assist the BDO and the GP Secretary in all work as directed by the BDO/GP Secretary.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
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<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accredited Engineer - one for three GPs</td>
<td>Diploma</td>
<td></td>
<td>Prepare estimates based on field reality and technical feasibility, take</td>
<td>11,000 per month</td>
<td></td>
</tr>
</tbody>
</table>
measurement of work done by the wage seekers at appropriate intervals and record the same in the MR and MB, validation of the MR/MBs by regular engineers, inform the wage seekers about volume of work for minimum wages, assist in proper material procurement as per guidelines, keep tab on physical progress of the scheme and report accordingly. Assist the BDO, other regular Engineers and the GP Secretary in all work as directed by the BDO/GP Secretary.

<table>
<thead>
<tr>
<th>Punjab</th>
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</thead>
<tbody>
<tr>
<td><strong>GP Secretary</strong></td>
</tr>
<tr>
<td><strong>Gram Rozgar Sevak</strong></td>
</tr>
<tr>
<td><strong>Village Development Officer</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
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<tbody>
<tr>
<td><strong>Sectoral staff:</strong></td>
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<td></td>
</tr>
<tr>
<td><strong>Anganwadi Worker</strong></td>
<td>10th Pass</td>
<td>Panchayat Level</td>
<td>Taking care of children and their developmental aspects in Anganwadi Kendras.</td>
<td></td>
<td>Honorarium</td>
</tr>
<tr>
<td>Position</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>ASHA Worker</td>
<td>10+2</td>
<td>Dept. of Health</td>
<td>Taking care of health aspects of women especially pregnant women, infants and young children. Act as a link between the village and the health centre.</td>
<td>Honorarium as per work</td>
<td></td>
</tr>
<tr>
<td>Pump operator</td>
<td>8th pass</td>
<td>Water Supply and Sanitation Department</td>
<td>Running and maintaining the water supply system in the village</td>
<td>5000</td>
<td></td>
</tr>
<tr>
<td>Rajasthan GP Secretary</td>
<td>Bachelor</td>
<td>Written test</td>
<td>Under the supervision of the Sarpanch - financial management, protection of and maintaining all records, make all payments as authorized by the GP, issue receipts of all money received at the GP, mandatory presence and recording of proceedings in all Panchayat related meetings, preparation of annual plan and budget with the help of GS, sharing of reports with the GP/Block on stipulated dates, prepare list of taxes and demands and facilitate patwari in collection of taxes, ensure quality and compliance of all construction work, provide details of encroachment and how to remove the same to the Panchayat / Telsildar for suitable action, announcement and preparation for GS/GP meetings, recovery of all fees and fines as applicable as per law etc.</td>
<td>5200-20200 GP- 2400</td>
<td></td>
</tr>
<tr>
<td>LDC- (2 positions)</td>
<td>12th (Senior Secondary)</td>
<td>Written test</td>
<td>LDC - I: Will work under and support the Gram Sevak in carrying out functions like putting forth all communication related to</td>
<td>5200-20200 GP- 2400</td>
<td></td>
</tr>
</tbody>
</table>
Ministerial Services Selection Board, Jaipur

PR & RD to the concerned in the GP, maintain all records, registers, communication etc. as per guidelines, Hindi/English computer typing, online/offline feeding of data/information in respective softwares, public awareness in provision of schemes and facilitating the citizens in applying for benefits under schemes, ensure proper conduct of all meetings, recording of proceedings in all such meetings and support the GP in implementing / following up with the resolutions, preparing all information to be endorsed by the GP Secy. for producing them to higher level officials, prepare shelf of projects, annual work plan, labour budget, surveys to determine impact of development projects, issue / renewal of ration card, implement state sponsored campaigns etc. etc.

**LDC – II:** keep an account of allocated, received and spent funds under different schemes, providing services to citizens at the Rajeev Gandhi Sewa Kendra and preparing various online certificates, initiate action at the GP level based on information downloaded from related websites, download emails/information and send information through emails, ensure action as per RTI and Right to Services Act, update records and send information related to the compliance of the Acts, all activities related to social audit, organizing MGNREGA divas,
reconciliation of accounts with banks, post office, mini bank, collection of own source of revenues and planning for its utilization, leasing/tendering of common property resources, maintenance and protection of GP office, RG Sewa Kendra and other Panchayat assets, other duties as entrusted by the GP Secretary and as required under the Panchayat Raj Adhiniyam etc. etc.

<table>
<thead>
<tr>
<th>Position</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rozgar Sahayak</td>
<td>10th Pass with RSCIT certificate</td>
<td>Local Committee constituted at GP level and approved by GS</td>
<td></td>
<td>Rs. 6500/- per month fixed</td>
<td></td>
</tr>
<tr>
<td>(Contractual)</td>
<td></td>
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</tr>
<tr>
<td>Hand Pump Mistry</td>
<td>5th class pass with 3 months training under TRYSEM</td>
<td>Direct Recruitment</td>
<td></td>
<td>5200 - 20200 GP- 1700</td>
<td></td>
</tr>
<tr>
<td>(Regular)</td>
<td></td>
<td></td>
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</tbody>
</table>

**Maharashtra**

<table>
<thead>
<tr>
<th>Position</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>GP Secretary (Gram Sevak)</td>
<td>- Higher Secondary</td>
<td>- Selection by District Selection</td>
<td>- Regular after three year contract service.</td>
<td>Initial 3 Yr. on contract basis</td>
<td>Out of Sanctioned</td>
</tr>
<tr>
<td>Position (regular / contractual)</td>
<td>Qualifications</td>
<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>GP Secretary (Village Development Officer)</td>
<td>- 75% By Promotion from</td>
<td>By promotion &amp; in service</td>
<td>- Regular employee - Job Profile as above</td>
<td>Rs.5200-20200 with grade pay</td>
<td>Out of Sanctioned</td>
</tr>
</tbody>
</table>

Committee under chairmanship of collector of the District & appointed by Chief Executive Officer, Zilla Parishad.
- Regular after three year contract service
- Acts as secretary of the GS& GP meeting.
- Implements all Central & State Govt development schemes at the village level.
- Keeps all the GP records, including accounts.
- Acts as Registrar of Birth & Death.

with honorarium Rs.6000/- PM & after confirmation in the service their pay scale is Rs.5200-20200 with grade pay Rs.2400/-

Post of 18333 Gramsevak 1110 posts are vacant as on dt.20/07/2017
<table>
<thead>
<tr>
<th>(VDO) - Gram Sevak</th>
<th>Gramsevak - 25% Direct by in service Competitive exam</th>
<th>Competitive Exam. Appointed by Chief Executive Officer, Zilla Parishad.</th>
<th>Rs.3500/- Post of 3835 Village Development Officer (VDO) 366 posts are vacant as on dt.20/07/2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Supply Clerk</td>
<td>These employees are selected &amp; appointed by GP as per the staffing pattern sanctioned by State Govt. wide GR No.vpm26/Pra.Kra.206(1)/21 Dtd.22/01/2000 on the basis of the population of the GP, as given below</td>
<td></td>
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<tr>
<td>Recovery Clerk</td>
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<tr>
<td>Light supply worker</td>
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<td></td>
<td></td>
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<tr>
<td>Peon</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sweeper</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Line Dept. Staff at GP level (regular and contractual)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Anganwadi Sewikas</td>
<td>Aganwadi Sevikas are paid on monthly honorarium basis &amp; appointed &amp; paid by Chief Executive Officer, Zilla Parishad &amp; other. Staff is regular employee of Zilla Parishad, selected by District Selection Committee &amp; appointed by Chief Executive Officer, Zilla Parishad. All Line department staff is under administration control of the Zilla Parishad, but working in the area of GP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary Teachers</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Livestock Supervisor</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>ANM</td>
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<tr>
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<tr>
<td>Jharkhand</td>
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<tr>
<td>Position (regular / contractual)</td>
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<td>Method of recruitment</td>
<td>Functions</td>
<td>Remuneration (per month)</td>
<td>Remarks</td>
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</tr>
<tr>
<td>Rozgar Sevak</td>
<td>Intermediate or Matric with</td>
<td>The position is advertised. A candidate can apply only</td>
<td>All work defined under MGNREGA at</td>
<td>Level 3: Rs. 21700</td>
<td>Appointed by the RD dept.</td>
</tr>
</tbody>
</table>
experience in any training under ITI. in one district and will also have to submit affidavit regarding submission in only one district. The Selection committee under the chairmanship of District Program Coordinator-cum-District Commissioner. DDC, DPRO, member of SC/ST Commission will be member of selection committee. No Interviews.

### Odisha

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Panchayat Executive Officer (Regular)</td>
<td>10 + 2</td>
<td>Written test and interview</td>
<td></td>
<td>5200 - 20000. GP - Rs. 2000</td>
<td>Vacancies - 872</td>
</tr>
<tr>
<td>Gram Rozgar Sevak</td>
<td>10 + 2 with O level computer proficiency</td>
<td>On qualifications and merit basis</td>
<td></td>
<td>5000 per month, consolidated</td>
<td>Vacancies - 595</td>
</tr>
<tr>
<td>GP level line dept. / programme staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Self Employed Mechanic (SEM) – (appointed/retained purely on performance basis)</td>
<td>Literate</td>
<td>Through GP resolution</td>
<td></td>
<td>1000 per month for 35 nos. of repairing per month</td>
<td>595</td>
</tr>
</tbody>
</table>

### Sikkim

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>GP Secretary (elected rep.)</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Vill. Admin. Asst.</td>
<td>Graduate</td>
<td>Written Test and Interview</td>
<td>Development</td>
<td>42,420/- p.m.</td>
<td></td>
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</tbody>
</table>
Administration:
RDAs are responsible for assisting in the planning, implementation and monitoring of all developmental schemes of the State Government, Government of India and the Panchayat level.
- Maintenance of village library set up by the Government in the Panchayat Ghars of all GP Units.
- Election related work: like delimitation of GPUs, preparation of electoral rolls, verification of polling stations, duties of polling officers and other related duties like counting, etc.
- Monitor e-Panchayat activities.

<p>| Panchayat Accounts Assistant (Contractual) | B.Com | Written Test and Interview | - Assist Rural Development Assistant (RDA) with 6,000 /- p.m. |</p>
<table>
<thead>
<tr>
<th>Panchayat Development Assistant (Contractual)</th>
<th>Graduate</th>
<th>Written Test and Interview</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>- Data entry in the PES Applications like PlanPlus, National Assets Directory, PRIASoft, Area Profiler, Service Delivery.</td>
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<td>- Collection, compilation and creation of Monthly progress report of all schemes implemented in the GP and submission to concerned authorities.</td>
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<td></td>
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<td>- Any other task related to</td>
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</table>

all accounting works of GP.
- Assist RDA during Audit of Accounts, prepares Utilization Certificate in consultation with RDA and Junior Engineers of all funds and its submission to office of Additional Director (Panchayat Directorate), Additional District Collector (Dev) and Block Development Officer (BDO).

10,000 /- p.m.
<table>
<thead>
<tr>
<th>IT Assistant (Contractual)</th>
</tr>
</thead>
</table>
| Written Test and Interview | Panchayat from time to time.  
- All Work Relating to Sanitation.  
- Data Entry in the PES Applications, PRIA Soft Entry at the Zilla Panchayat Office, Master Trainers at GP Level.  
- They will be troubleshooters of all 11 PES Applications.  
- Maintenance of Hardware / V-SAT and Software at respective jurisdiction.  
- Any other task related to Panchayats from time to time.  
- Collection, compilation and creation of Monthly progress report of all schemes implemented at the GP and submission to concerned authorities.  

<table>
<thead>
<tr>
<th>Tripura</th>
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<tbody>
<tr>
<td>Rural Programme Manager – Grp. C</td>
</tr>
<tr>
<td>Graduate from any recognized</td>
</tr>
<tr>
<td>Through interview</td>
</tr>
<tr>
<td>Maintaining records, data, registers,</td>
</tr>
<tr>
<td>Pay Band 2 of Rs. 5700 – 24000 with Grade pay of</td>
</tr>
<tr>
<td>Vacancies – 119 out of 754</td>
</tr>
<tr>
<td>Post</td>
</tr>
<tr>
<td>------------------------------------------</td>
</tr>
<tr>
<td>Panchayat Secretary / Rural Programme</td>
</tr>
<tr>
<td>Secretary / Village Secretary – Grp. C</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Peon (Grp. – D)</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Uttar Pradesh</td>
</tr>
<tr>
<td>GP Secretary (regular)</td>
</tr>
<tr>
<td>a) GP Adhikari</td>
</tr>
<tr>
<td>GP Secretary (regular)</td>
</tr>
<tr>
<td>b) Gram Vikas Adhikari</td>
</tr>
</tbody>
</table>

Notes:
- Pay scales and grade pay are as of (Pre-revised).
- Vacancies listed as of July 2017.
- Total Sanctioned Post of Gram Panchayat Adhikari 1273 posts.
<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Safai Karmi - regular</td>
<td>Std. 8 pass</td>
<td>Selection by District Selection Committee under chairmanship of collector / D.M of District.</td>
<td>Cleanliness of Village.</td>
<td>Pay scale is Rs.5200 - 20200 with grade pay Rs.1800/-</td>
<td>Out of Sanctioned Post of 108840 Safai Karmi 7660 posts are vacant as of July 2017.</td>
</tr>
<tr>
<td><strong>Gujarat</strong></td>
<td></td>
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<tr>
<td><strong>Haryana</strong></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Secretary - regular</td>
<td>10+2 pass alongside computer knowledge.</td>
<td>Through Staff Selection Commission (written plus interview).</td>
<td>Maintain all record and proceedings of the GP.</td>
<td>Basic - 5680 Grade Pay - 1900 Gross Pay - 20,000 (approx.)</td>
<td>510</td>
</tr>
<tr>
<td>Chowkidar</td>
<td>Std. 8 pass</td>
<td>GP Passes the resolution and concerned collector appoints the Gramin Chowkidar.</td>
<td>Honorarium 3500/ month. Additionally, <strong>Yearly Honorarium</strong>: Uniform Allowance - Rs 2000/ Laathi/Battery/ Whistle</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Position</td>
<td>Qualification</td>
<td>Selection Process</td>
<td>Responsibilities</td>
<td>Monthly Salary</td>
<td>Annual Income</td>
</tr>
<tr>
<td>--------------------------------</td>
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<td>--------------------------------------------</td>
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</tr>
<tr>
<td>Sweepers</td>
<td></td>
<td>A selection committee comprising of BDPO, SEPO, nominated SC member of the concerned GP and the GP Secretary selects the Sweeper. To ensure sanitation and hygiene in and around the village.</td>
<td>Rs. 750/ are being given. Additional, Rs. 2500 is provided for uniform/shoes on an annual basis.</td>
<td>Rs. 10,000/ month</td>
<td></td>
</tr>
<tr>
<td>Tamil Nadu Secretary - regular</td>
<td>SSLC/+2</td>
<td>Through Employment/Interview</td>
<td>Maintenance of Village Panchayat Accounts, Implementation of Schemes at GP level.</td>
<td>8000 Per Month</td>
<td></td>
</tr>
<tr>
<td>OHT Operator</td>
<td></td>
<td>Appointed Panchayat committee</td>
<td>OHT maintenance and running of water supply schemes</td>
<td>2500 Per Month</td>
<td></td>
</tr>
<tr>
<td>Sweeper/Vill. Sanitary Workers</td>
<td></td>
<td>Appointed Panchayat committee</td>
<td>Cleaning and sanitary works</td>
<td>1600 per month</td>
<td></td>
</tr>
<tr>
<td>Himachal Pradesh Secretary - regular</td>
<td>10 + 2</td>
<td>HP Sub-ordinate Selection Commission or any other recruiting agency decided by the Government. - Initially on contract as Panchayat Sahayak. - After completion of 3 yrs appointed as Secretary on contract basis. - After completion of 3 yrs appointed as Panchayat Secretary as regular employee.</td>
<td>Implementation of all schemes of the GP. - Maintenance and issue (copies) of records of GP including registration of births, deaths &amp; marriages. - Conduct of GP and GS meetings and record of meetings.</td>
<td>Panchayat Sahayak on initial contract – Rs. 7910. Panchayat Secretary on contract – Rs. 5910-20200 + 1900 Gr. Pay. Panchayat Secretary as regular staff – Rs. 10300-34800 + 3200 Gr. Pay</td>
<td></td>
</tr>
</tbody>
</table>
| Chowkidar   | Middle school | By the Panchayat as per procedure notified by the Govt. | - Registration of cattle.  
- Preparation of voter list.  
- Issue of ration cards, summons.  
- Inspection of works  
- Custodian of GP properties.  
- Collection of tax.  
- PIO under RTI Act.  
- Any other functions. | 2500/- per month | Nil |
|------------|---------------|--------------------------------------------------------|---------------------------------------------------------------------------------|---------------------------------------------------------------------------------|-----|
| Tailoring teacher (Dying cadre) | 10+2 | No new recruitments | - Deliver notices, agenda of various depts./schemes.  
- Information about GS meetings.  
- Serve summons of GP and Police Dept.  
- Deliver letters of the GP to Block and other offices.  
- Cleaning of the GP office.  
- Any other functions. | 6300/- | NA |
| Takniki Sahhayak | Degree / Diploma in civil | By selection committee headed by SDO(C). | - Providing training to rural women.  
- Tailoring teachers will run the vocational / tailoring centre for 4 hrs/day to impart training on tailoring.  
- All technical functions relating to Rs. 333/day and after completion of 5 yrs. | 2145 |
<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Guard</td>
<td>Middle school</td>
<td>By selection committee headed by SDO(IPH).</td>
<td>- Supply of water from the source tank. - Minor repair of water supply</td>
<td>1500/- per month</td>
<td>500</td>
</tr>
</tbody>
</table>

**Gram Rozgar Sevik**

- Implementation of MGNREGA schemes.
- Registration, distribution of job cards, allocation of work, all details in the software, generation of wage list.
- Uploading of MB.
- Organizing Rozgar Diwas.
- Facilitating planning process and GS meeting.
- Maintenance of MGNREGA records.

Regularized on a pay scale of Rs. 10300-34800 + 3200 GP.

- Preparation of estimates, execution / supervision of works, MB entries, reporting phy. & fin. progress.
- Any other related work assigned by the Govt.

Regularized on a pay scale of Rs. 5910-20200 + 1900 GP.

**Position (regular / contractual)**

**Qualifications**

**Method of recruitment**

**Functions**

**Remuneration (per month)**

**Remarks**

<table>
<thead>
<tr>
<th>Position (regular / contractual)</th>
<th>Qualifications</th>
<th>Method of recruitment</th>
<th>Functions</th>
<th>Remuneration (per month)</th>
<th>Remarks</th>
</tr>
</thead>
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<tr>
<td>Water Guard</td>
<td>Middle school</td>
<td>By selection committee headed by SDO(IPH).</td>
<td>- Supply of water from the source tank. - Minor repair of water supply</td>
<td>1500/- per month</td>
<td>500</td>
</tr>
<tr>
<td>Uttarakhand</td>
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</tr>
<tr>
<td>Secretary - regular</td>
<td>Graduate in Agril. Science / Pol. Sc./ Commerce with CCC certificate in comp. applications</td>
<td>Direct recruitment through Uttarakhand Adhinasht Sewa Chayan Ayog.</td>
<td>Implementation of proposals selected during open GP meetings, preparation and sanction of annual plan and budget, implementation of central and state schemes, maintenance of all kinds of records, audit of accounts, maintain accounts, assets and stock registers as per format, control activities of GS/GP, birth and death registration, update family register, seek technical help in implementation of schemes, maintenance of Govt. assets and free them of unfair possession, collection of taxes in due time and maintaining related records, maintain</td>
<td>25500-81100 (Level 4)</td>
<td>Sanctioned posts – 1175 Vacancy - 283</td>
</tr>
</tbody>
</table>
and update voter list and facilitate electoral activities, Additional PIO under RTI Act, use of all softwares created by the Govt. of India for GPs, provide info. on phy. & fin. progress to officials, maintain orders issued by Govt. departments and act accordingly, help in organizing haat bazaar, pashu mela, verify management of programmes run by Anganwadi Kendra, Mahila Mangal Dal etc., report abuse of SC/ST, Women etc., help Dist. Admin. in natural disasters,
## Annex 5

### Scheme Based Staffing (MoRD and MDWS programmes)

<table>
<thead>
<tr>
<th>CSS</th>
<th>Levels</th>
<th>K'taka</th>
<th>Sikkim</th>
<th>Rajasthan</th>
<th>Andhra</th>
<th>Meghalaya</th>
</tr>
</thead>
<tbody>
<tr>
<td>GP</td>
<td>PDO &amp; DEO</td>
<td>GRS</td>
<td>Gram Sevak and two LDCs</td>
<td>Secretary &amp; Field Asst./Sr. Mate/Jr. Mate</td>
<td>Secretary</td>
<td></td>
</tr>
</tbody>
</table>

145
<table>
<thead>
<tr>
<th>CSS</th>
<th>Levels</th>
<th>Karnataka</th>
<th>Sikkim</th>
<th>Rajasthan</th>
<th>Andhra Pradesh</th>
<th>Meghalaya</th>
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</thead>
<tbody>
<tr>
<td><strong>DAY - NRLM</strong></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>GP</strong></td>
<td>PDO</td>
<td>41 Block Resource Person and 231 ward resource person</td>
<td>Gram Sevak and 02 LDCs</td>
<td>Animator</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Cluster</strong></td>
<td>Cluster Supervisors</td>
<td>Nil</td>
<td>Cluster level Mgr. and 04 Area Coordinators</td>
<td>Cluster Coordinator</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Dist.</strong></td>
<td>Proj. Dir. ZP</td>
<td>Nil</td>
<td>CEO, ACEO, XEn, AE &amp; DPM, Mgr. Finance, Mgr. IBCB – HR, Mgr. – Fin. Inclusion, M&amp;E</td>
<td>PD, Addl. PD</td>
<td></td>
<td></td>
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<tr>
<td><strong>DDU - GKY</strong></td>
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</tr>
<tr>
<td><strong>GP</strong></td>
<td>PDO</td>
<td></td>
<td>Gram Sevak and two LDCs</td>
<td>Nil</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Cluster</strong></td>
<td>Cluster supervisors</td>
<td>No information provided by</td>
<td>Nil</td>
<td>Nil</td>
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<td><strong>Block</strong></td>
<td>Exec. Ofcr. - Taluk Panchayat</td>
<td>No information provided by</td>
<td>BDO, PEO, JE, AE</td>
<td>Job Resource Person</td>
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<td></td>
</tr>
<tr>
<td>CSS</td>
<td>Levels</td>
<td>K'taka</td>
<td>Sikkim</td>
<td>Rajasthan</td>
<td>Andhra Pradesh</td>
<td>Meghalaya</td>
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</tr>
<tr>
<td></td>
<td>GP</td>
<td>PDO</td>
<td>RDA and PDA</td>
<td>Gram Sevak, 02 LDCs</td>
<td>Work Inspector</td>
<td>Work Inspector</td>
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<tr>
<td></td>
<td>Cluster</td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
<td>Work Inspector</td>
<td>No information</td>
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<tr>
<td>Block</td>
<td>EO - Taluk Panchayat</td>
<td>IT Assistant</td>
<td>BDO, PEO &amp; JE and AE</td>
<td>Work Inspector</td>
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<tr>
<td></td>
<td>Nil</td>
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<tr>
<td></td>
<td>GP</td>
<td>Vill. accountant</td>
<td>Gram Sevak, 02 LDCs</td>
<td>Secretary</td>
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<td></td>
<td>Cluster</td>
<td>Dy. Tehsildar</td>
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<td>Block</td>
<td>Gr. I Tehsildar</td>
<td>No information provided by the state</td>
<td>BDO</td>
<td>MPDO</td>
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<tr>
<td></td>
<td>GP</td>
<td>PDO</td>
<td>Nil</td>
<td>Gram Sevak &amp; LDCs</td>
<td></td>
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<tr>
<td>SBM - G</td>
<td>K'taka</td>
<td>Sikkim</td>
<td>Rajasthan</td>
<td>Andhra Pradesh</td>
<td>Meghalaya</td>
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<tr>
<td>Cluster</td>
<td>PDO</td>
<td>Vill. Admin. Assts.</td>
<td>Gram Sevak and LDCs</td>
<td>Secretary</td>
<td>No information</td>
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<tr>
<td>Block</td>
<td>EO, Taluk Panchayat &amp; SBM coordinator</td>
<td>BDO and AE's</td>
<td>BDO, PEO, AE and JE &amp; Block Coordinator</td>
<td>AE (RWS) - 3</td>
<td>No information</td>
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<tr>
<td>Dist.</td>
<td>CEO, ZP &amp; Dist. SBM Coordinator</td>
<td>Dist. Collectors and ADC Development</td>
<td>CEO, ACEO, XEn, AE &amp; Dist. Coordinator</td>
<td>CEO (ZP) / SE – RWS</td>
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<tr>
<td>CSS</td>
<td>Levels</td>
<td>HP</td>
<td>Assam</td>
<td>MP</td>
<td>Haryana</td>
<td>Jharkhand</td>
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</tr>
<tr>
<td>GP</td>
<td>Gram Rozgar Sevak &amp; Takniki Sahayaks</td>
<td>Secy. &amp; Tax collector (2) &amp; GRS, Acnt. Asst., Comp. asst., Acrdt. Engr. (4)</td>
<td>Secretary &amp; Gram Rozgar Sahayak</td>
<td>Nil</td>
<td>Sachiv &amp; GRS (and BFT in some GPs) (1-2)</td>
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</tr>
<tr>
<td>Cluster</td>
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<td>Jr. Tech. Asst., Accounts Asst.</td>
<td>GRS</td>
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<tr>
<td>GP</td>
<td>Secretary</td>
<td>Tax collector</td>
<td>Convergence Sakhi</td>
<td>Village Facilitator</td>
<td>Community and Cluster Level Coordinator</td>
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<tr>
<td>Cluster</td>
<td>Cluster Coordinator</td>
<td>Cluster Mgr., Cluster Coordinators, Data Entry Sakhi, Cluster</td>
<td>Cluster Coordinator</td>
<td>Cluster level coordinator</td>
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<tr>
<td>Day - NRLM</td>
<td>Block</td>
<td>District</td>
<td>HP</td>
<td>Assam</td>
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<td>Haryana</td>
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<tr>
<td>Block</td>
<td>Block Mission Manager, SEBPO, M&amp;E Officer, Area Coordinator, Office Assistant</td>
<td>Dist. Mission Mgr., Dist. Livelihood Officer, Dist. Officer IB &amp; CB, Dist. MIS Officer, Admin. Officer, Sr. Asst., Accountant</td>
<td>Secretary</td>
<td>Nil</td>
<td>No information provided by the state</td>
<td>No information provided by the state</td>
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<tr>
<td></td>
<td>Block Program Manager</td>
<td>Dist. Programme Manager</td>
<td>Dist. Program Mgr.(1), Thematic Mgr.(3), Finance Mgr. (1), Acnts. Officer, MIS Officer, Accountant, Support staff (2), Dist. Mgr. - Skills</td>
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<td>PMAY - G</td>
<td>HP</td>
<td>Assam</td>
<td>MP</td>
<td>Haryana</td>
<td>Jharkhand</td>
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<tr>
<td>Total</td>
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<td>Support staff (2), Dist. Mgr. - Skills</td>
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<td>Assam</td>
<td>MP</td>
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<td>Jharkhand</td>
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<td>GP</td>
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</tr>
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<td></td>
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<td>Nil</td>
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<tr>
<td>Block</td>
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<td>JE or Ext. Officers</td>
<td>Sr. Asst., Jr. Asst., Tax collector &amp; Data entry operator</td>
<td>CEO, JP &amp; Block Coordinator</td>
<td>Coordinator</td>
<td>BDO and Block Supervisors &amp; Comp. operators</td>
</tr>
<tr>
<td>District</td>
<td></td>
<td>Dy. Dir.- cum- Proj. Officer</td>
<td>MIS Manager</td>
<td>CEO, ZP</td>
<td>Coordinator and Data entry operator</td>
<td>DDC, PO and Asst. Proj. Officer &amp; Comp. operator</td>
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<td>NSAP</td>
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<td>GP</td>
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<td>P -</td>
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<td>Panchayat Self Worker</td>
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<td>Cluster</td>
<td></td>
<td>P -</td>
<td></td>
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<td>Nil</td>
<td></td>
</tr>
<tr>
<td>Block</td>
<td></td>
<td>P -</td>
<td></td>
<td></td>
<td>Nil</td>
<td></td>
</tr>
<tr>
<td>District</td>
<td></td>
<td>P -</td>
<td></td>
<td></td>
<td>Nil</td>
<td></td>
</tr>
</tbody>
</table>

This programme is implemented by the Dept. of Social Justice in the state and not by Dept. of RD and PR.

No information provided by the state.

Circle Officer

Asst. Dir. Welfare Officer
<table>
<thead>
<tr>
<th>NRD WP</th>
<th>Pr. -</th>
<th>Program is not implemented by P &amp; RD Dept.</th>
<th>Secretary &amp; Hand Pump Mechanic</th>
<th>Tubewell operators</th>
<th>VWSC (Jal Sahiya)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cluster</td>
<td>GP</td>
<td>Nil</td>
<td>Hand Pump Mechanic</td>
<td>Nil</td>
<td>Nil</td>
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<tr>
<td>Total:</td>
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</table>

<table>
<thead>
<tr>
<th>SBM (G)</th>
<th>Pr. -</th>
<th>Program is not implemented by P &amp; RD Dept.</th>
<th>Secretary and GRS Motivator</th>
<th>Cluster motivator Nil</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cluster</td>
<td>P -</td>
<td>Asst. Development Extn. Officer (ADEO), Panchayat Coordinating Officer (PCO), Sub-Engineers</td>
<td>Cluster motivator</td>
<td>Nil</td>
</tr>
<tr>
<td>Block</td>
<td>Pr. -</td>
<td>CEO, JP &amp; Block Coordinator</td>
<td>Block coordinator</td>
<td>BDO (Block Sanitation Officer-BSO)&amp; AE, JE (as Asst. BSO)</td>
</tr>
<tr>
<td>District</td>
<td>P -</td>
<td>CEO, ZP &amp; District Coordinator, Project officer technical, Draftsman, Accountant, Data entry Operator</td>
<td>Dist. Programme Manager</td>
<td>Exec. DWSD</td>
</tr>
<tr>
<td></td>
<td>Pr. -</td>
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<td>Levels</td>
<td>Category</td>
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<tr>
<td>-----</td>
<td>--------</td>
<td>----------</td>
<td>--------</td>
<td>------------</td>
</tr>
<tr>
<td>MGNREGS</td>
<td>GP</td>
<td>P Pr.-</td>
<td>Exec. Asst., Nirman Sahayak (Jr. Engr.), Secretary, Sahayak &amp; GRS, Village Level Enterpreneur</td>
<td>Secretary</td>
</tr>
<tr>
<td>Cluster</td>
<td>P -Pr.-</td>
<td>Nil</td>
<td></td>
<td>Nil</td>
</tr>
</tbody>
</table>

<p>| DAY - NRLM | GP | P - Pr. - | Community Service Provider | Community SHG Trainer (3), Community Disabled Facilitator (1), Book Keeper, Youth Forum- 1 |
| Cluster | P - Pr. - | Nil |  | Cluster Level Facilitator (3) |
| Block | P - Pr. - | Women Development Officer, Gram Sevika &amp; Block Prog. Mgr. | BDO and Dy. BDO |
| GP | P |  | Job Community Professionals |  |</p>
<table>
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<tr>
<th>DDU - GKY</th>
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<tbody>
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<td>Block</td>
<td></td>
<td></td>
<td>BDO and Dy. BDO</td>
</tr>
</tbody>
</table>

<table>
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<th>Levels</th>
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<th>Tamil Nadu</th>
</tr>
</thead>
<tbody>
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<td>Exec. Asst., Nirman Sahayak (Jr. Engr.), Secy., Sahayak</td>
</tr>
<tr>
<td>Dist.</td>
<td>Dist.</td>
<td>Plays only Supervisory Role</td>
<td>Proj. Director</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PMAY-G</th>
<th>GP</th>
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<th>Nil</th>
</tr>
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<tbody>
<tr>
<td>Block</td>
<td>Exec. Ofcr., Jt. Exec. Ofcr., Secy. of Panchayat Samiti, Dy. Secy. of Panchayat Samiti, Block Informatics Officer.</td>
<td>Thasidar andAssistant</td>
<td></td>
</tr>
<tr>
<td>Dist.</td>
<td>Plays only Supervisory Role</td>
<td>Dy. Collector, Superintendent, Assistant, Typist.</td>
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<tr>
<th>NSAP</th>
<th>GP</th>
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<td>Nil</td>
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<tr>
<td>SBM - G</td>
<td>Bengal</td>
<td>Tamil Nadu</td>
<td></td>
</tr>
<tr>
<td>---------</td>
<td>--------</td>
<td>------------</td>
<td></td>
</tr>
<tr>
<td><strong>GP</strong></td>
<td>Exec. Asst., Nirman Sahayak (Jr. Engr.), Secy., Sahayak</td>
<td>Nil</td>
<td></td>
</tr>
<tr>
<td><strong>Cluster</strong></td>
<td>Nil</td>
<td>Nil</td>
<td></td>
</tr>
<tr>
<td><strong>Block</strong></td>
<td>Exec. Ofcr., Jt. Exec. Ofcr., Secy. of Panchayat Samiti, Dy. Secy. of Panchayat Samiti, Block Informatics Officer and other officers and staff.</td>
<td>BDO &amp; Block Coordinators</td>
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</tr>
<tr>
<td><strong>Dist.</strong></td>
<td>Plays only Supervisory Role</td>
<td>Project Director &amp; Dist. Coordinator</td>
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</table>
Annex 6

Key observations and recommendations of the V. Ramchandran Committee report on DRDA restructuring –

The MoRD conducted an evaluation study of the DRDA Administration Scheme through Development and Research Services Private Ltd., New Delhi. The important findings of the study are summarized below:

i. The eight Wing structure as envisaged in the guidelines is not followed by the States. DRDA has become an agency that coordinates scheme implementation rather than being a body of knowledge on RD. The same situation remains even in DRDAs merged in Zila Parishad.

ii. Acute shortage of staff due to vacant posts is affecting the technical support functions of DRDAs. Staff quality as envisaged in guidelines are not followed strictly. Variation in service condition and lack of benefits to DRDA staff, conditions in parent cadre has led to unwillingness of the officers/staff to join DRDA.

iii. Arrangement of pre-service training as envisaged in guidelines is not followed. Lack of training has led to poor understanding of the poverty alleviation programme and less sensitivity and commitment towards implementation.

iv. There is huge gap in funding under DRDA administration scheme. The provisions of enhancing the allocations annually @ 5% have not been implemented.

v. Lack of project economist in district, constraints of field visits due to lack of overall budget and travel support affects the monitoring of programme implementation.

vi. Non adoption of organisation structure by the guidelines has affected integration functions.

The DRDAs suffer from:

a. lack of role clarity.

b. non-cordial relationship due to variation in levels of PDs and line Deptts. Officials.

c. low power vested with PD, DRDAs in some States.

vii. DRDA is engaged in coordination of limited number of programmes/ schemes which varies across the various States. The sphere of development activities has widened over the years but the functionality of the DRDA is on decline due to limited resource availability.

In sum, the institutional weaknesses and functional shortcomings of DRDAs are:

Institutional weaknesses

i. Lack of professional and multi-disciplinary staff

ii. Preponderance of generalist staff
iii Absence of career prospects for own staff of DRDAs
iv Large number of vacancies, especially of professionals
v Limited IT support

Functional shortcomings

i. Poor capacity building of DRDA staff
ii. Limited involvement in planning and coordination
iii. Monitoring limited only to financial expenditures
iv. Absence of evaluation of programmes
v. Limited engagement with PRLs and peoples organizations
vi. Carrying out too much of unrelated ad hoc work
vii. Insufficient funding of DRDAs
viii. Absence of non-financial monitoring of DRDAs by MoRD

The guidelines issued by the Planning Commission, the suggestions of the Expert Group on Grass Root Level Planning and the recommendations of the Second ARC, all call for the setting up of a dedicated professional unit at the district level to facilitate district planning by providing technical inputs to the local governments and the DPC and by ensuring two - way flow of information between different levels of governance. There is need for plan support systems at lower levels also. Such a facilitating mechanism is the need of the times and a great deal depends on the State Governments in proactively putting it to use. It is not possible nor desirable for Government of India to set this up at all levels but it can help to promote this at least at the level of the State and the district by funding a high quality professional group which can directly assist in integrated planning and facilitate and monitor the implementation of the plan focusing on reduction of poverty.

The committee analysed in detail the organizations of the poor and their role in tackling poverty. It also suggested the role of the Government while working with the organizations of the poor.

The Committee also reflected on certain ideas and practices which disempowered PRLs and the need for CBOs to work with Panchayats for a stronger community. The clear distinction between the role of PRLs as political and governance entities (elected by the people) and CBOs which plays the role of augmenting social capital and deepening democracy was laid down.

The Constitution envisages harmonisation not only of laws but also of institutional mechanisms with the PR system. The principle of concomitance cannot be limited to just laws but it extends to institutional arrangements as well. Viewed in this sense such institutions have to be harmonised with the PRI set up or else they become ultravires of the Constitution.
This principle had been recognised by the Government of India in 1990s and it was decided that the elected head of the Zila Parishad should be made the Chairperson of DRDA. States like Madhya Pradesh, Chhattisgarh, Rajasthan, West Bengal and Kerala went further and abolished DRDAs as separate legal entities and merged them with the Zila Parishads following the example of Karnataka which did so way back in 1987 without any negative effect on the flow of funds from the Government of India, their proper utilisation, and timely submission of accounts.

As parallel bodies pose a serious threat to the growth and maturation of PRIs as institutions of Local Self Government as envisaged in the Constitution, it is necessary that they are fully harmonised with the Panchayat Raj set up. What is required is to distinguish between the professional component and the autonomous-institutional component. The former is absolutely indispensable, particularly taking into account the fact that PRIs have relatively weak professional support; the latter has no relevance or place when democratically elected bodies are in existence. Therefore, it is in the fitness of things that DRDAs are suitably restructured by changing their institutional structure and character as charitable societies and converting them into a high quality professional group, preferably placed in the DPs, but with the specific mandate to service the District Planning Committees. At the same time, alternative arrangements should be put in place to carry on with the work currently being done by DRDAs in several states.

**DPCs and anti-poverty plans -**

Regarding Strengthening DPCs for preparation of anti-poverty plans, the Committee endorsed the views of the Task Force on preparation of a Manual for District Planning on proposed activities of DPC, constitution of a DPC Secretariat, infrastructure and budgetary resources for the DPC. The Committee further suggested measures to strengthen the DPCs.

The Committee observed that most of the original objectives of the DRDA has not been achieved and at the same time large schemes for poverty reduction are in place which calls for effective convergent planning and implementation at the district and sub-district level. Hence new institutional arrangements should be in place to facilitate the same.

Hence it was recommended that the states should simultaneously strengthen the DPC by providing necessary technical officers like District Planning Officer, District Statistical Officer, Town Planning Officer, etc. It is expected that the Planning Commission would support strengthening of DPC in the Twelfth Five Year Plan. By the end of the Twelfth Five Year Plan, the DPC should be in a position to directly undertake the task of preparing the anti-poverty sub plan utilising the services of the DPSU, which by then would form the part of the technical secretariat of the DPC in all States.
The mission of the DPSU would be "to prepare a district level holistic anti-poverty sub plan converging all the centrally sponsored schemes directly related to the poverty reduction along with similar schemes of the state and local governments and oversee and guide convergent implementation". The DPSU will be responsible for:

i. Analysis of poverty at district level
ii. Devising and designing strategies for poverty eradication
iii. Preparing sectors plans
iv. Matching the plans with available resources and schemes
v. Monitoring and evaluation of performance, as well as impact being achieved through anti-poverty schemes at district level.

The DPSU needs to be suitably empowered for carrying out the tasks assigned to it. The professional positions may be of permanent nature and the recruitment made by the state governments following the regular procedure of recruitment. However continuance of such staff would be allowed only after performance assessment on the basis of clear indicators to be developed for the purpose.

The Committee recommends a permanent cadre selected through the normal recruitment process to facilitate gaining from experience and to inculcate long term stake among the professionals. However, if some States feel the need for contract or consultancy arrangements, minor modifications could be made with adequate justification.

The suggested professional staff would be fully funded by Government of India through a centrally sponsored scheme “Strengthening of Planning for Rural Poverty Eradication”. In order to give confidence and comfort to the States the scheme should be guaranteed to continue for at least three Plan periods. All recruited staff have to undergo an intensive induction cum immersion programme ranging from 6 months to 1 year. The induction programme may be centrally designed and hosted by reputed national level academic/training institutions. The MoRD, in consultation with MoPR, could steer the said induction cum training programme for all new recruits of state level supporting unit and DPSU. The DPSU should be suitably located in an office, preferably part of Zila Parishad, for which one-time capital grant may be made available for equipments and furniture. Administratively the DPSU could function either under the District Collector or the CEO of the Zila Parishad as decided by the state government.

**Functions of the proposed DPSU -**

The proposed DPSU may be made responsible for the following deliverables:

i. Preparing Annual Status of Poverty Report based on analysis of survey and study reports being commissioned to analyse poverty situation at the district level.
ii. Preparing integrated anti-poverty sub-plans.
iii. Preparing and successfully executing the annual capacity building plan based on need assessment and stakeholders' analysis.

iv. Producing annual monitoring and evaluation report of all anti-poverty programme at district level.

v. Conducting policy studies for assessing factors responsible for deepening as well as elevating of poverty.

vi. Conducting BPL survey and preparing repository of BPL database.


viii. Conducting Action Research.

ix. Capacity building of block level teams and coordination of their activities.

Transitory arrangements -

The Committee suggests the following arrangements for managing the transition to the new scheme of things:

i. The society structure of existing DRDAs may be dissolved forthwith following due process, as a separate institution with its own decision making processes is no longer relevant in the context of PR. The existing staff may be relocated based on the kind of work they have been doing to the respective scheme implementation structures.

ii. Those support staff of DRDAs who have the qualifications may be placed in the DPSU/State set up and should be transferred to these units.

iii. Those staff of DRDA who cannot be placed as above, may be relocated and supported using one or more of the following options.

a) Utilising the administrative cost of schemes viz. MGNREGS, PMGSY, TSC, IWMP, NSAP.

b) Allowing five percent of the SGSY allocation as administrative cost till intensive phase of NRLM becomes operational in all districts.

c) Allowing three percent of the IAY allocation as administrative cost.

iv. Even after these arrangements if there are surplus staff they could be treated as vanishing cadre and their services utilised in schemes related to poverty reduction. Their establishment costs would be met by Government of India till they retire, on 75:25 funding (90:10 in the case of North Eastern states). However, such commitment would not be there if the posts are in excess of those indicated in the DRDA administration guidelines.

v. The States should mandatorily absorb the DRDA-borne staff in appropriate line departments in accordance with the Supreme Court guidelines or treat them as a separate but vanishing category. Such staff should not be discriminated in respect of emoluments and other conditions of service.

vi. During the transition, the existing functions of DRDAs should not be upset.

vii. State governments may suitably rename the DRDAs once the DPSU comes into being.
viii. In Sixth Schedule Areas of districts, till the DPSU is set up, DRDAs may be permitted to continue as a professional group with existing financial support.

ix. Small States / UTs may be given the flexibility to have the unit at the state level.

x. The DRDA Administration Scheme would be wound up by the end of the Eleventh Five Year Plan.
Annex 7

Guidelines for Gram Panchayats for Utilisation of Grants

No. G-39011/4/2015-FD
Government of India
Ministry of Panchayati Raj

11th Floor, Jeevan Prakash Building
25-K.G. Marg, New Delhi-110001
Dated, the December 16, 2015

To
Principal Secretaries/Secretaries,
Panchayati Raj Departments
All States (as per list attached)

Sub: Utilisation of grants based on the recommendations of the Fourteenth Finance Commission for meeting O & M and capital expenditure by the Gram Panchayats—regarding

Sir/Madam,

Based on the recommendation of the Fourteenth Finance Commission (FFC), the Department of Expenditure, Ministry of Finance has issued detailed guidelines vide No.13(32)FFC/FCD/2015-16 dated October 8, 2015 for release and utilisation of basic and performance grants to/by the Gram Panchayats (GPs).

2 Under para 3 of the guidelines, upto 10% of the allocation to the GPs is allowed for meeting the cost of technical and administrative support towards O & M and capital expenditure. To formulate common guidelines for the States on proper utilisation of the 10% for meeting the technical and administrative support, the Ministry of Panchayati Raj constituted a ‘Committee on Technical and Administrative Support’ (CTAS) under the chairmanship of Secretary, Panchayati Raj with representatives from the Central Ministries and a few States. This was also discussed during the meeting of Principal Secretaries/Secretaries, Panchayati Raj held on October 29-30, 2015 and there was consensus for formulating such common guidelines.

3 The Committee in its meeting held on November 6, 2015 prepared draft list of activities which can and which cannot be undertaken utilising these funds. The recommendations of the Committee were forwarded to all the State Governments through e-mail for their suggestions/comments, if any. The States have agreed with the recommendations. The recommendations of the CTAS were further discussed in the meeting of the Coordination Committee constituted in pursuance of para 24 of the guidelines dated October 8, 2015 of the Ministry of Finance. The Coordination Committee while endorsing the recommendations of the CTAS, opined that a common advisory be issued.

4 Accordingly the advisory attached as Annex is issued.

Yours faithfully,

(R Shivakumar)
Utilisation of FFC Grants towards O & M and Capital Expenditure

List of Activities on which upto 10% of the grants can be utilised

(i) Hiring of services of professionals like accountant-cum-data entry operator, engineer, etc., on contract basis/piece rate basis and utilising 'barefoot' professionals or Community Resource Persons at Gram Panchayats (GP) level or for a cluster of GPs for GPDP as per the requirements of the GPs. The expenditure is to be shared by the GPS depending on the quantum of services received.

(ii) Purchase of computers and accessories as well as cost of AMC in GPs which do not have any computer at present.

(iii) One time cost for providing internet connectivity and recurring charges

(iv) One time purchase of essential furniture for GP office

(v) Payment of street light/water supply charges if not being met previously from any other scheme or by any other agency. Old arrears should not be paid from this fund.

(vi) Meeting the cost/honorarium of professionals who may visit from time to time to check the quality of civil works.

(vii) Data entry costs

(viii) One-time updation of accounts

(ix) Charges of Chartered Accountants who may audit the accounts, (if they are not the statutory auditors)

(x) Cost of social audit

(xi) Hire charges for vehicles in emergent cases for inspection of works

(xii) Capacity building of functionaries if funds for the same are not available under any CSS or State Sector scheme

(xiii) Cost of preparation of technical plan for implementation of projects like solid and liquid waste management and drinking water, etc.,

(xiv) Cost of preparation of GPDP – covering all the processes like PRA, IEC, surveys, preparing maps and other documents and holding consultations and cost of essential consumables.

(xv) Electrification of GP, including provision of solar lights.

Negative list of activities which cannot be undertaken utilising these funds

Expenditure on activities already being funded from other schemes
Felicitation/cultural functions/decorations/inaugurations
Honorarium, TA/DA of elected representatives and salaries/honorarium of existing employees -permanent and contract.
Expenditure on doles/ awards
Entertainment
Purchase of Air Conditioners
Purchase of Vehicles

Based on the above suggestions, the States may issue a priority list of activities for which these funds can be used depending on the existing manpower and other infrastructure already available in the Gram Panchayats. States should also issue clear Government Orders on the cost and other norms and limits for incurring expenditure on the items.
NRDWP manpower status at the grass root level -

The approximate number of grass root level functionaries in the field of Rural Water Supply across the country is 2,00,000. It is worth mentioning that in different states, this work force has different nomenclature. In some states it is called 'Jal Surakshaks' while in some it is called 'Jal Sahiya' and likewise. In most of the cases the works performed are multifarious in nature which depends on the training imparted to them by the respective state governments. For instance, in many cases a single person is trained to do the works of pump operator, fitter, hand pump mechanic as well as field water quality testing. In most states these workers are engaged by the GPs and are paid directly. In some cases the jobs to be undertaken is carried out by the hired people often on tender basis which is over all supervised by the GP Secretary. The jobs of the work force at this level is not very well articulated and varies as per the need of the particular states and further the enabling capacity of the GP.

The major areas in which these works are classified are - Beldar, Chowkidar, Mechanics, Pump Operator, Fitter, Meter reader, Electrician, Helper, Pump Driver, Store Munshi, Self employed Mechanic etc.

TheNational Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP) was launched in February, 2006. Under this initiative, in each GP, five (05) grass root level workers are trained, which may be ASHA workers, Anganwadi workers, science teachers, high school girl children, panchayat members, retired army officials, etc. In addition to 5 GP workers, 2 persons at the State level, 4 persons at the District and 5 persons at the Block level are also trained. Each GP is provided a water testing kit.

For the above mentioned purposes, financial assistance has been provided to the States. Till 31/12/2016 34.84 lakh persons (including Grass root workers in GPs, block & district officials) have been trained in different States to carry out the water quality tests as per on-line data reported by the States on IMIS. From 2011-12, a separate component of Water Quality Monitoring Surveillance has been created, for which 3% of NRDWP funds are allocated.

Key Resource Centres (KRCs) -

The Ministry has identified institutions / organizations having domain knowledge and expertise in water and selected them as National Key Resource Centres (KRCs) which are key institutions engaged in capacity building, re-orientation of different stakeholders, dissemination of knowledge and information, documentation of best practices etc. to achieve the sectoral goal of drinking water security in rural areas. KRCs provide technical guidance to State Water & Sanitation Missions (SWSM), Communication & Capacity Development Unit (CCDU), Public Health Engineering Departments (PHEDs), Panchayati Raj Institutions (PRIs), Non-governmental Organizations (NGOs) and community organizations on issues and challenges of NRDW Programme.
Annex 9

a). Status of vacancies of Gram Panchayat Secretaries in some states (based on available data from states through MoPR):

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<th>State</th>
<th>Vacancy</th>
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<tr>
<td></td>
<td>Asst. Secretary - 10</td>
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<tr>
<td>Karnataka</td>
<td>PDO - 1841</td>
</tr>
<tr>
<td></td>
<td>Secretary Gr. 1 - 1057</td>
</tr>
<tr>
<td></td>
<td>Secretary Gr. 2 - 785</td>
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<tr>
<td>West Bengal</td>
<td>Executive Assistant - Around 20% of sanctioned strength</td>
</tr>
<tr>
<td></td>
<td>Secretary - Around 20% of sanctioned strength</td>
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<td>Assam</td>
<td>150</td>
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<tr>
<td>Rajasthan</td>
<td>3648</td>
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<tr>
<td>Maharashtra</td>
<td>Gram Sevak - 1110</td>
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<tr>
<td></td>
<td>Village Development Officer - 366</td>
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<tr>
<td>Odisha</td>
<td>Panchayat Executive Officer - 872</td>
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<td>Jharkhand</td>
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<td>Tripura</td>
<td>Rural Programme Manager - 119</td>
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<td>Panchayat Secretary/Rural Programme Secretary/Village Secretary - 424</td>
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<td>Uttar Pradesh</td>
<td>GP Adhikary - 1273</td>
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<td>Gram Vikas Adhikari - 4332</td>
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<td>Haryana</td>
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<td>Himachal Pradesh</td>
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<td>Uttarakhand</td>
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b). **Status of vacancies in other positions at Gram Panchayat level in some states** (based on available data from states through MoPR)

<table>
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<th>Position</th>
<th>Vacancy</th>
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</thead>
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<td>Himachal Pradesh</td>
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<tr>
<td></td>
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<td></td>
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<tr>
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<td>Gram Rozgar Sevak</td>
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<tr>
<td>Assam</td>
<td>Tax collector</td>
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<td></td>
<td>Accountant-cum-Computer Operator</td>
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<td></td>
<td>Accredited Engineers</td>
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<td>Nirman Sahayak</td>
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<td></td>
<td>Job Assistant</td>
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<tr>
<td></td>
<td>Sahayak</td>
<td>20% of sanctioned strength</td>
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<td>GP Karmee</td>
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<td></td>
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### Annex 10

#### Medium Term Expenditure Framework

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<td>PMAY-G</td>
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Annex 11

Advisory Issued by the Ministry of Rural Development to SRLMs on Convergent Planning

File No. J-11016/13/2015-RL
Government of India
Ministry of Rural Development
6th floor, Hotel Samrat
New Delhi-110021
September 21, 2015

To
State Mission Director/Chief Executive Officers
State Rural Livelihoods Missions

Sub: Advisory to SRLMs on Convergent Planning Process – reg

Sir/Madam,

As you are aware, the MGNREGA division, Ministry of Rural Development (MoRD) is rolling out Intensive Participatory Planning Exercise-II (IPPE-II) for developing Gram Panchayat level planning for works and preparation of labour budget 2016-17.

Context and Purpose
1. Looking at the opportunity offered by IPPE II, MoRD has decided to use this as platform for convergent planning by including NRLM, IAY, DDU-GKY and NSAP in this planning exercise. The convergent planning will be launched in the Gram Sabhas to be held on 2nd October, 2015. The data collected as a result of this participatory planning exercise would eventually be fed into the State Rural Development Plan for 2016-17 that each state would prepare. The State Rural Livelihoods Mission (SLRM) would take lead in IPPE II exercise in the 967 NRLM intensive blocks for which a separate budget support has been given from NRLM to meet all the requisite expenditure.

2. The convergent planning exercise offers an immense opportunity to SRLMs. The fundamental rationale behind this is that NRLM is driving the rural development agenda and it has to draw resources from other programs by:
   • Involving in an intensive planning process to be taken up in all the villages in selected Intensive Blocks
   • Collecting and subsequently using the authentic data for future planning and execution of NRLM programs- prioritization during MCP as well
   • Broad basing the SHG network using SECC data to include all deprived and automatically included HH
   • Ensuring asset improvement for the SHG members through MGNREGA fund
   • Developing a strong relationship with the PRIs
   • Building community awareness for Govt. programs and
   • Building relationship with the poor who are part of the deprived households under SECC
• Reducing dependence of poor households on MGNREGA and ensure alternate livelihoods by building opportunities in multiple livelihoods

**Role of SRLM**

3. Convergent Planning exercise would focus on usage of a minimum of 60% of MGNREGA fund on agriculture, irrigation and asset based livelihoods including ODF free villages. The role of SRLM is extremely important to
   a. ensure participation of the staff and community members under SRLM (SHGs, Village Organisations, other collectives and Community Based Organisations) at large in the planning exercise and specifically in the Gram Sabhas on 2\textsuperscript{nd} October,
   b. train the Block Program Team (BPT) to generate high quality information/data for creating shelf of works under MGNREGA,
   c. carry out further analysis for focussed livelihoods interventions and
   d. ensure close coordination with MGNREGA team in the states for the execution of the planning in the intensive blocks,

4. Apart from this, other programs that support livelihoods promotion would also be a part of this convergence planning exercise. The data collected would support developing a crisp gram panchayat level plan and eventually a State Rural Development Plan for 2016-17.

**Action Points**

5. A workshop chaired by Additional Secretary (RD) has already been organized by NMMU on 16\textsuperscript{th} September in Vigyan Bhavan with the Mission Directors, SRLM Nodal Officers and State Project Manager (Livelihoods) with all the concerned states. In this workshop all the necessary steps have been explained to the participants and each state has prepared few action plans as well.

**Role of SRLMs for convergent planning:**

• To build good coordination mechanism with all counterparts-MGNREGA, IAY, NSAP at every level
• To hold weekly coordination meeting with Commissioner MGNREGA at the State level
• To engage empaneled resource pool for training and capacity building of State Resource Team (SRT), District Resource Team (DRT) and Block Resource Team (BRT)
• To ensure involvement of State, District and Block team in training of Block Planning Teams
• To ensure participation of State, District and Block functionaries in the execution process – training calendar, planning calendar, data entry, attending the Gram Sabha to be held on 2\textsuperscript{nd} October
• Identify the best CRPs and other para professionals to get trained as BPT member
• Develop HH livelihoods plan using the data by integration with MCP.
• Place a dedicated and full time livelihoods person in every intensive block to drive the livelihoods interventions preferably from agriculture or livestock back ground

6. On 2\textsuperscript{nd} October 2015, a Gram Sabha is planned to orient all the stakeholders and develop a calendar for the planning exercise. SRLMs have a role in identifying the SHG leaders
and VO leaders, who will be involved in the planning exercise. SRLM would ensure their active participation in the Gram Sabha, so that their roles are clear and they are fully aware of the objectives of the planning exercise. The role of the SHG/CBO leaders is to support the BPT in mobilizing the community and planning process. The SRLMs should ensure that the SHG representatives should have finalized a plan to mobilize community members for the concept-seeding meeting in the villages. They should ensure that a discussion around livelihoods focused intensive planning, particularly for vulnerable household thorough convergence and MGNREGA is held during the Gram Sabha.

Outcome areas
7. Through this intensive process, the objective is to reach every deprived household identified in SECC and to ensure sustainable livelihoods for them based on their priorities and resources. The key objectives of this exercise is to enable the deprived households to create/improve on their productive assets like land, livestock, compost pits etc.

The focus of IPPE II planning process would yield the following outputs:
- Leveraging MGNREGA for a comprehensive household livelihood assetization plans of the most vulnerable and deprived members in the NRLM community (SHGs and households with at least one more deprivation criteria as per SECC list)
- Each deprived HH engaged in agriculture to have vermi compost pits, NADEP pits from MGNREGA
- Inclusion of left out poor deprived households into SHGs and ensuring that every deprived household would have job card
- Identification of farm and non-farm livelihoods activities in 967 selected blocks (overlapping intensive and resource blocks with IPPE 2), basically indicating gaps within the identified agriculture value chain and animal husbandry value chain
- Ensuring saturation approach with at least 50% coverage of the village for the planning process
- Entitlements and services like IAY, NSAP etc.
- Scoping for skill training under DDU-GKY, RSETI

Formats
8. During the IPPE II planning process, the eligible households belonging to the automatic inclusion category and the deprived category under the SECC will be surveyed on five programs – MGNREGA, NRLM, DDU-GKY, IAY and NSAP. There are five different formats (in five different colours) for collecting information on these five different programs. Apart from this there is one base format to be filled for all SECC automatically included and deprived households.

9. The SRLM has an important role in preparing the training calendar and also impart participatory training to the BPT. In the 967 NRLM blocks (resource, intensive and MKSP blocks) a 4 (four) day process will be followed by the BPT with more time and expertise available for the development of household livelihoods plans.

The BPT team would use Form B (available in http://nrega.nic.in/netnrega/writereaddata/Circulars/1108Final_IPPE_Framework.pdf) for
household livelihood planning exercise, as well as data from the PRA tools used during mapping exercised like social, resource and institutional mapping etc.

The Form B has two parts. Part I is used for household livelihood plan in non-NRLM blocks (this is to be filled in the selected NRLM intensive blocks as well) in which data on land holding, agriculture related opportunities, livestock related opportunities, NTFP based livelihoods, and priority list of household level productive works are captured. Part II of Form B is used for additional form for household livelihood plan in NRLM Blocks. Information related to enterprise, indebtedness, livelihood mapping, food availability and livelihood extension services are also to be collected.

**Budget support to SRLMs from NRLM**

10. NRLM is going to provide an additional fund for SRLMs to take up few activities in the selected Intensive Blocks as described below. The detailed budget allocation is mentioned in Annexure 1.

The fund may be used by SRLMs for the following activities:
- Payment to BPT @ Rs.175 per day/member
- Travel of BPT @ Rs.25 per day/member
- Training Costs @ Rs.1250 per BPT Member
- Planning Material @ Rs.2500 per BPT Sub Team

Your Faithfully

(Atal Dulloo)
Joint Secretary RL &
Mission Director

CC: Additional Secretary (RD), Jt. Secretary (MGNREGA), Principal Secretary (PR & RD) all states
### Annexure - 1

#### DETAILED BUDGET ALLOCATION

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<th>Budget Allocation (Rs. Lacs)</th>
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Annex 12

Guidelines by Ministry of Panchayati Raj for effective functioning of Gram Sabhas

No. J-11011/12/2009-Media
Government of India
Ministry of Panchayati Raj

Krishi Bhavan, New Delhi-110001.
Dated: 2nd October, 2009

From: A.N.P. Sinha,
Secretary.

To: Chief Secretary,
All States/UTs.

Subject: Guidelines for the effective functioning of the Gram Sabha.

Sir,

Gram Sabha is key to the self-governance and transparent and accountable functioning of the Gram Sabha. The Gram Sabha is the forum that ensures direct, participative democracy. It offers equal opportunity to all citizens including the poor, the women and the marginalised to discuss and criticize, approve or reject proposals of the GP (the executive) and also assess its performance. Observing 2009-10 as the Year of Gram Sabha should further highlight the criticality of the Gram Sabha as a vibrant forum for promoting planned economic and social development of the villages.

Gram Sabha and the Constitution/State Acts:

2. The Gram Sabha has been defined by the Constitution as a body consisting of all registered voters of a village within the area of a village Panchayat. Article 243A provides that a Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of a State may, by law, provide. Powers assigned to the Gram Sabha, therefore, vary from State to State.
3. PESA Act, 1996 extended Panchayats to the Scheduled Areas of nine States, viz. Andhra Pradesh, Chhattisgarh, Gujarat, HP, Jharkhand, Maharashtra, MP, Orissa and Rajasthan. The Gram Sabha in PESA areas has inter-alia:

- Competence to safeguard traditions and customs of the people, their cultural identity, community resources and customary modes of dispute resolution,
- *Mandatory executive functions and responsibilities* to approve all plans, programmes and projects; identify beneficiaries for socio-economic development and issue certification of utilization of funds by Panchayats,
- *Right of mandatory consultations* in the matters of land acquisition, resettlement and rehabilitation, and mining leases for minor minerals,
- Powers to prevent alienation of land and restore alienated land,
- Powers to restrict sale/consumption of liquor,
- Powers to manage village markets, control money lending to STs,
- Powers to control institutions and functionaries in all social sectors, etc.

**Recommendations of the First Round Table, 2nd ARC on Local Self Governance (LSG) etc.**

4. The First Round Table of Ministers-in-Charge of Panchayati Raj held in July, 2004 at Kolkata recognized that a strong system of the Gram Sabha is the indispensable foundation of good governance through Panchayati Raj. It recommended:

- State Governments to review the extant legislation to determine the legislative and other steps to ensure that the “powers” and “functions” stipulated in the Article 243A of the Constitution are adequately incorporated.
- Constitution of Sabhas below the Gram level and empowering them meaningfully.
- Regular meeting of Gram/Ward Sabhas, etc.

5. The Report of the 2nd ARC on LSG has also acknowledged that the Gram Sabha occupies a central place in the entire scheme of local governance because it provides an opportunity to the individual villager to participate in the local decision making process. The village plan emerges from the Gram Sabha. Moreover, there is a direct relationship between proper functioning of the Gram Sabha and empowerment of the PRIs. It also recommended effective system of robust social audit at all levels of LSG (Annex I).
6. The Prime Minister on 29 June 2004, while addressing the Conference of Chief Ministers had said “Panchayat supervision through Gram Sabhas also offers opportunities to make governance transparent and accountable to the citizen. We now have potential to combine the grassroots power of Panchayats with advances in Information Technology to radically alter governance and service delivery, an opportunity we must expand and exploit”.

Present functioning of Gram Sabha

7. Although the Gram Sabha forum has high potential for grounding democracy at the grassroots, facilitating socio-economic inclusion, participation in planning and implementation of development programmes and ensuring accountability of the Panchayat to the electors, it is generally seen that meetings of the Gram Sabhas are not held regularly and are marked by thin attendance particularly of women and marginalized groups. There is little discussion on the proposals put forward for approval by the Panchayat. Issues of common interest and of the marginalized sections are often not discussed.

8. The general perception is that the task before the Gram Sabha is approval of the lists of beneficiaries, approval for issue of utilization certificates and passing of the annual accounts. Panchayat heads bring their own supporters and potential beneficiaries to attend the meetings so that while the quorum is completed, most of the other electors keep away. Hence, a sense of cynicism has developed about the efficacy of Gram Sabha meetings.

9. State Governments have been rather slow in formulating Rules under the PESA Act, issuing executive instructions and vesting the Gram Sabhas with the requisite powers. Here also, the Gram Sabhas continue to be essentially ineffectual. It is stated to be one of the primary causes behind the rise of Left Wing Extremism in the Scheduled Areas & vicinity.

Activating Gram Sabha, Ward Sabha and other People’s Assemblies

10. For the rural local governance to be effective, energizing Gram Sabhas is the real challenge. There is a need to evolve mechanisms for regular and meaningful meeting of the Gram Sabha, active participation of its members and monitoring its functioning. Guidelines for conducting Gram Sabha meeting are at Annex.II. Good practices that provide for people's assemblies below the Gram Sabha such as Ward Sabha, Mahila Sabha and Bal Sabha should be promoted. Formation and federation of SHGs of women on the pattern of Kudumbashree of Kerala would in particular expedite roll out of the proposed National Rural Livelihood Mission.
11. Since the area and population of a Ward Sabha is smaller and commonality of interest greater, people would discuss with close involvement matters that they wish taken up through the Ward Member to the GP and evolve a consensus. Evidently, the ward Sabha etc. need to meet before the Gram Sabha meeting.

12. The States should make appropriate provisions in their State Panchayati Raj Acts to provide for this. The draft ‘Model Panchyat and Gram Swaraj Act’ circulated by this Ministry and available on our website. includes provision for Gram/Ward Sabhas (Details at Annex III); assignment to them of powers vis-à-vis economic development, social welfare and monitoring; power of recall of chairpersons of Village Panchayats; citizen report cards; *suo moto* disclosure of information, social audit etc. Provisions of PESA Act would be a good reference for other Areas as well.

13. The scope of deliberations in the Gram Sabha meetings can be enhanced to make these more interesting and meaningful, such as:

(a) Gram Sabha can be an effective forum for information sharing on programmes, schemes, good practices and matters of common interest for which assistance from the State and Centre is available through different policies and programmes.

(b) Gram Sabha can discuss issues such as (i) quality of life and Millennium Development Goals, (ii) social security, gender justice, female feticides, substance abuse (alcohol, tobacco and drugs), hygiene, nutrition, (iii) sustainable development, diversification of agriculture, better cropping practices, opportunities for improving incomes, drought/flood management, soil & water conservation, (iv) infrastructure development, etc.

(c) Gram Sabha should fully participate in planning, implementation and performance review of various schemes viz. BRGF, NREGA, NRHM, SSA, ICDS, IWMP, RKVY etc. In preparing plan and shelf of projects, realistic assessment of resources should be made. All State Departments should clearly articulate the role of Gram Sabha in their Policy/Programme/Scheme.

14. The role & responsibilities of Sarpanch, Panch and Secretary should be clearly defined. Sarpanch & Panch should represent the voice of people and not be rendered as mere functionaries of the administration. Secretary, while being accountable to the Gram Sabha through GP, should be duly protected from local pressures.

**Gram Sabha and Social Audit**

15. Social audit is a close corollary of energetic Gram Sabha functioning. It would inculcate respect for downward accountability amongst elected representatives and
government officials. If Gram Sabha keeps a close vigil on implementation, leakages &inefficiencies can be virtually eliminated. Essential features of social audit are given at Annex I. NREGA guidelines give comprehensive guidance on Social Audit of NREGA, including public vigilance and verification of the 11 stages of implementation, vulnerabilities of each, steps to ensure transparency and Social Audit, the Social Audit forum of Gram Sabha, which would address three sets of issues: viz. publicity and preparation before the forum; organizational and procedural aspects of the forum; and the Mandatory Agenda of the NREGS Social Audit Forum. This is a good template for other schemes too and State Governments should formulate simple rules/guidelines.

16. Gram Sabha can monitor & discuss attendance of government functionaries, functioning of schools, dispensaries, anganwadi centres, ration shops and other local institutions. Gram Sabha can discuss reports of the Standing Committees of the Gram Panchayat.

17. Gram Sabha can be an effective forum for familiarizing the electors with the provisions of RTI for eliciting information that they are unable to obtain in the normal course.

**Gram Sabha and NREGA**

18. The responsibilities of the Gram Sabha in NREGA include: Recommend to the GP the “development plan” and “shelf of possible works”, Monitor the execution of works, Conduct regular social audit of projects taken up within the GP.

19. The general measures outlined above for empowering and activating the Gram Sabha would be applicable in the case of NREGA also. It may specially be ensured that:

- A clear process of planning and monitoring is laid out for NREGA, which specifies the role of the Gram Sabha.
- Panchayat representatives and Officials are trained to facilitate Gram Sabha participation in the planning process and social audit.
- NREGA Guidelines for social audit are clearly articulated and institutionalized.
- Monitoring reports and comments of the Gram Sabha are treated with utmost seriousness.

**Duty of Gram Panchayats and Govt. officials towards Gram Sabha**
20. It is the bounden duty of the GPs and government officials to ensure that the Gram Sabhas function properly through close monitoring and mentoring of their meetings and the Gram Sabhas are perceived as an effective fourth tier of local governance. A format for monitoring the functioning of the Gram Sabha, preferably by IP and Ombudsman is at Annex IV.

21. Your suggestions and comments on the subject would help us refine these guidelines.

Yours faithfully,

(A.N.P.Sinha)

Copy to: Principal Secretaries, Panchayati Raj and Planning Deptts., all States/UTs.
Advance copy to: District Collectors/CEOs of Zila Parishad, all States/UTs.
**Annex I**

**Recommendations of the 2nd ARC on Local Self Governance**

• Wherever there are large GPs, States should take steps to constitute Ward Sabhas which will exercise in such Panchayats, certain powers and functions of the Gram Sabha and of the GP as may be entrusted to them.

• An effective system of social audit at all levels of local self government is critical to ensure accountability and transparency in these institutions. For establishing robust social audit norms, every State Government must take immediate steps to implement the action points as follows:

  (a) Social audit should not be individually prescribed for each scheme implemented by the local bodies. A multiplicity of social audits separately prescribed for each scheme undermines the importance of the process.

  (b) Adequate publicity needs to be given for social audit.

  (c) Social audit “action taken reports” have to be time bound and placed in the public domain. It is advisable to precede a social audit with the action taken on the previous social audit.

  (d) Opportunity has to be given to people to inspect the records of the local bodies particularly their documentation on property lists, tax assessments and tax collected, measurement books and muster rolls.

  (e) Adopt a system where a higher level of Panchayats, such as the IP, provide details of the comparative performance of all Panchayats falling within its jurisdiction, so that people can get an idea of where their Panchayat stands in respect of each service delivered.

  (f) Social audit of GPs by the committees of Gram Sabha should be encouraged.

  (g) Community Based Organisations be involved in the social audit.

• Suo motu disclosures under the Right to Information Act, 2005 should not be confined to the seventeen items provided in Section 4(1) of that Act. But other subjects where public interest exists should also be covered.
Evaluation tools for assessing the performance of local bodies should be devised wherein citizens should have a say in the evaluation. Tools such as ‘Citizens’ Report Cards’ may be introduced to incorporate a feedback mechanism.

Annex-II

Guidelines for Conducting Gram Sabha Meetings

Organizing Gram Sabha Meetings

Organization of GS is the responsibility of the GP and the GP may assign this task to a standing committee or a committee constituted for the purpose.

The decision to convene a GS may be taken as per the provisions of the State Panchayat Act, which may contain certain mandatory provisions, such as a minimum of four GS in a year, and certain enabling ones, such as on the request of voters, in case of urgency etc.

The venue for the GS meetings should facilitate the participation of all concerned, irrespective of their caste, religion or political affiliation.

The agenda should be finalized keeping in view decisions of the Panchayat, public demand and suggestions, directions of State Government, etc.

A notice about a GS meeting must reach the people at least 7 days in advance. This would help in preparing for participation in the GS in a serious manner. There are different ways in which the notice can be issued. Written notices can be put up in public places, the meeting can be announced by the beating of drums in the village, SHGs or other micro-level outfits can give due publicity within their groups. In addition to information about place, date and time, the notice should also contain, in two or three lines, a brief description of the agenda.

Conduct of the Gram Sabha Meetings

The meeting of the GS should be chaired as designated in the State Act. The official so designated should act as the secretary.

At the beginning of the meeting, the Chairperson or the Secretary should read out the decisions of the previous GS and explain the important activities/events in the Panchayat. If something could not be done, the reasons may also be explained.

The main agenda items may subsequently be taken up one by one.

The Chairperson should take care to ensure that every one is allowed to speak, and a few people do not dominate the proceedings. Special care needs to be taken with respect to women and marginalized groups.
If the GS is convened for planning, matters like review of the previous year’s performance, success as well as failures, new directions, deviations if any from the plan and the reasons for that, resource mobilization, allocation, beneficiaries of each scheme, benefiting area, criteria, activities, organization, funds etc. have to be discussed.

A time should be allotted for individuals or groups to present proposals and resolutions.

The GS may, during the meeting, take a decision to form its own committees to look into an issue and make suggestions, or reports.

People should also be encouraged to provide voluntary labour or other contributions in the meeting.

At the end of the meeting, the minutes should be read out and signed by the persons designated to do so.

**Action to be taken after Gram Sabha Meetings**

If any of the Panchayat representatives or officials does not participate in a GS despite invitations, the reasons thereof should be ascertained by the GS after the meeting is over. The indifference of the absentees can be pointed out to them and in due course, this would cause a change in their mindset and they will start participating.

If some persons or communities do not attend three consecutive GS meetings, the matter should be discussed in the GP, and they should be motivated to attend.

The minutes of the meeting should be displayed in the Panchayat office, including details of beneficiaries selected, projects recommended etc.

The Village Panchayats should discuss and act on the minutes of the GS. Special reports made by committees of the GS should also be discussed.

If suggestions of the GS need to be forwarded to any of the Panchayats or government officials, action should be taken.
Main provisions in the Draft Model Panchayat and Gram Swaraj Act regarding the Ward Sabha/Gram Sabha

1. Each ward will have a Ward Sabha consisting of all adult persons in the village whose names are included in the electoral roll. The GS shall comprise of all persons whose names are included in the electoral roll relating to the Village Panchayat.

2. The powers and duties of the Ward Sabha inter alia are as follows:

   a) Development: Assisting the Village Panchayat in collection and compilation of data required for formulating plans; generating proposals; fixing priorities and rendering assistance for implementation of development schemes; identification of beneficiaries; suggesting location of public utilities.

   b) Social Welfare: Verifying eligibility of persons for various welfare schemes; assisting the Parents-Teachers Association; promoting literacy, education, health, child care and nutrition; assisting in public health activities.

   c) Monitoring: Getting information about development works; exercising social audit; awarding utilization certificates; following up on decisions of Ward Sabha; pointing out deficiencies in water supply, street lighting etc. and suggesting remedial measures; monitoring and rendering assistance to beneficiary communities engaged in developmental activities.

   d) Awareness Generation: Imparting awareness on matters of public interest such as cleanliness; preservation of environment; promoting harmony and unity; co-operating with Village Panchayat in sanitation.

3. The powers and duties of the Gram Sabha inter alia are as follows:

   a) Development: Identifying, prioritizing and approving plans, programmes and projects for social and economic development; control over local plans including tribal sub-plan; making recommendations in annual plan of Village Panchayat; identifying beneficiaries; formulating and approving development plans for Abadi lands; supervising the construction, repair and maintenance of public works such as water sources, roads, lighting etc.

   b) Monitoring: Ascertaining and certifying the proper utilization of funds by the Village Panchayat; social audit for plots allotted to weaker sections; seeking clarifications from the chairperson/ members of the Village Panchayat about any activity, scheme income and expenditure; considering the report of audit and accounts of the Village Panchayat;
exercising control through the Village Panchayat over institutions and functionaries in social sectors.

c) Village Management: Managing natural resources; managing public land; ownership and management of minor forest produce; regulating and controlling games-shows, shops, eating houses etc.; managing village markets; to be consulted before making the acquisition of land and resettlement & rehabilitation; making recommendations prior to grant of prospecting licence or mining lease for minor minerals in the area and grant of concession for exploitation of minor minerals by auction; making arrangements for and reporting on epidemics, natural calamities etc.

d) Others: Ensuring participation of people; mobilizing voluntary labour; promoting peace and harmony; general awareness; granting loans for the purpose of providing medical assistance and other benefits for indigent and in other way underprivileged persons.

4. The GS has the power to recall the Chairperson of a Village Panchayat if more than half the members vote to do so through a secret ballot.

5. At least 4 meetings of the Ward Sabha are to be held every year presided by a member of the Village Panchayat. The Village Panchayat is mandated to consider the suggestions made by the Ward Sabha and to place before it a report of development programmes undertaken in the previous year and those proposed to be undertaken in the following year.

6. The GS is mandated to meet at least 4 times during the year. The GS meeting is to be presided over by the chairperson of the Village Panchayat. The Village Panchayat has to place before the GS a report regarding the development programmes undertaken during the previous year and those that are proposed to be undertaken in the current year as well as expenditure and statement of accounts. The audit and performance audit report is to be discussed in the GS. The chairperson may require any officer of the Village Panchayat to attend the meeting.

7. State Governments should introduce a performance evaluation tool of ‘Citizen Report Card’ for incorporating the feedback from citizens regarding the performance of the Panchayat. Suo moto disclosure under the Right to Information Act is to be extended to other subjects where public interest exists. Government should also ensure the conduct of social audit.
Annex IV

Monitoring Format for Gram Sabhas

FORMAT A: GENERAL INFORMATION ABOUT VILLAGE PANCHAYAT

*(To be filled every time elections to GP are held)*

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Name of Gram Panchayat</td>
<td></td>
</tr>
<tr>
<td>Name of the Village/s</td>
<td></td>
</tr>
<tr>
<td>Name of the Block</td>
<td></td>
</tr>
<tr>
<td>Name of the District</td>
<td></td>
</tr>
<tr>
<td>No. of Wards</td>
<td></td>
</tr>
<tr>
<td>No. of Panchayat Members</td>
<td>SC..., ST...,OBC...,Women..., Total...</td>
</tr>
<tr>
<td>Total Adult Population as per data used for conduct of elections</td>
<td>SC</td>
</tr>
<tr>
<td></td>
<td>Male</td>
</tr>
<tr>
<td></td>
<td>Female</td>
</tr>
</tbody>
</table>

FORMAT B: FUNCTIONING OF GRAM SABHA

*(To be filled every time a Gram Sabha Meeting is held)*

Schedule of Meeting

(i) Months in which General Body meetings are to be held in the year ......

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Month</th>
</tr>
</thead>
</table>

(ii) Quorum required:

Organization of Meeting

(i) (a) Date of the meeting held:
    (b) When was the meeting notice issued?

(ii) What were the main Agenda of the meeting?

(iii) Were regular absentees from GS meetings particularly requested to attend? (a) If yes, how?
Conduct of Meeting

(vi) How many people attended the meeting (Number) __________
   (a) SC  (b) ST  (c) Women  (d) OBC  (e) Others

(v) Did members of SC/ST/Women participate in the discussions? (a) If Yes, issues raised by each group

(vi) Did NGOs attend the GS meeting? (a) If Yes, their role?

(vii) Were the minutes of the last meeting and the action taken thereon discussed? (a) If yes, a brief on the action taken

(viii) What were the topics taken up in the meeting:

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Topics taken up</th>
<th>Views expressed (indicate who expressed these views)</th>
<th>Decision taken</th>
<th>Mode of arriving at decision (consensus or any other method)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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</tbody>
</table>

(ix) Were all members given a chance to express their opinions before taking decisions? (a) If Yes, how?

Minutes of meeting

(x) Have the minutes been finalized? (a) If Yes, enclose a copy.

(xi) Have minutes of the meeting been put on GP notice board and online? (a) Notice Board  (b) Online  (c) No

NREGA

(xii) How did the GS participate in the planning of NREGA and preparation of a shelf of projects? Give names of the work and the proposed follow up

(xiii) Were there any complaints regarding (If yes, specify) (a) Registration of families  (b) Distribution of Job cards,  (c) Receipt of work application  (d) Selection of work taken up by GP including location.
(e) Payment of wages: non-payment, delayed payment, underpayment, payment to nonexistent workers, payment on non-existent works, payment being less than minimum wages. (f) Quality of work, (g) Others.

(xiv) Number of people demanding jobs under NREGA and action proposed?

(xv) Mention specifically if social audit of NREGA work was conducted and outcomes thereof.

FORMAT C: PLANNING, TRANSPARENCY AND ACCOUNTABILITY

(To be filled every three months)

(i) Have the details of all beneficiaries of poverty alleviation and development projects been put on the Walls / Notice Board of Gram Panchayat/Online? (a) If Yes, specify the items

(ii) Specify role played by GS in social audit of various programmes.

What has been the follow up on the last such exercise?

(iii) How is the GS involved in grassroots / bottom up planning process leading to Gram Panchayat Plan? If no, reasons thereof. If yes, details thereof.

***************
Annex 13

Panchayat Enterprise Suite

Panchayat Enterprise Suite consist of 10 applications; subsequently, an application for auditing of Panchayats was also added to it taking the total no. of applications to 12. Data is captured only once in an application and shared with all the other applications. All the applications are linked to each other through the common Panchayat Code given by Local Government Directory. The following paragraphs give brief descriptions about each application and the status of usage:

1. Local Government Directory, LGD (http://lgdirectory.gov.in) – Local Government Directory maintains a list of all local governments in the country including Panchayats, Urban Local Bodies and Traditional Local Bodies. It also provides the geographical coverage of the local government in terms of revenue entities such as district, sub-district and village. It generates unique codes for each local government. Government orders indicating the changes to the local governments can be either generated or uploaded. It also maintains the complete history of the changes that take place in Local Government de-limitations. Currently, LGD maintains the data of all States upto about 95 % accuracy.

2. Area Profiler (http://areaprofiler.gov.in) – AreaProfiler enables a Panchayat to manage and maintain its socio-economic data, family register, public infrastructure and amenities, election and elected representative details, panchayat functionaries (both permanent as well as contractual) details, standing committee details.

   - No. of States which have entered information in Area Profiler – 31
   - No. of ZPs on board – 575
   - No. of BPs on board – 4,738
   - No. of GPs on board – 1,38,737

3. Plan Plus (http://planningonline.gov.in) – PlanPlus enables a Panchayat to prepare participatory plans by taking suggestions from GS and converging funds from multiple funding sources on identified activities. It provides facility to capture suggestions made by citizens in GS and incorporate them appropriately in the Plan. It supports need-based planning rather than scheme-based planning thereby achieving convergence of funds from multiple funding sources including Central and State government schemes as well as Panchayat’s own resources and community contribution. Scheme-based plans are automatically generated by the system itself. The need-based planning approach ensures that all available funds are optimally used and eliminates the need to build plan for each scheme/programme. The workflow for Plan approval can be configured as per State-specific needs.
No. of States on board – 23
No. of plans uploaded in the current year – 1,21,490

4. PRIA Soft ([http://accountingonline.gov.in](http://accountingonline.gov.in)) – Panchayati Raj Institutions Accounting Software (PRIASoft) is a double-entry, cash basis accounting software that helps the Panchayats to maintain their accounts. It captures the account details in the form of four vouchers entries viz., Receipt, Payment, Contra and Journal. Just by entering these voucher entries, all accounting reports of the Panchayats are generated. The works which are part of the approved Action Plan become visible in PRIASoft and the Panchayat can book vouchers work-wise as well. PRIASoft has been truly revolutionary in the sense that Panchayats which were not maintaining accounts properly are now closing their annual accounts as early as 2nd April and some by May end. This is indeed a great achievement. It also eliminates the technical understanding of how to maintain accounts as all the knowledge is embedded in the system itself. It also reduces the effort needed to manage the accounts.

No. of States on board – 25
No. of ZPs on board – 493
No. of BPs on board – 5,616
No. of GPs on board – 2,09,340
Panchayats that have closed accounts for last year – 70291

5. Action Soft ([http://reportingonline.gov.in](http://reportingonline.gov.in)) – ActionSoft helps the Panchayats to record the physical and financial progress of works taken up as part of the approved Action Plan. If the Panchayat is using PlanPlus, then works in the approved Action Plans flow to ActionSoft where the Panchayat can record the physical progress. In case the Panchayat is not using PRIASoft, then the financial progress can be reported in ActionSoft. Stage-wise physical progress can be recorded. A mobile app mActionSoft is also available through which photograph along with date-time and lat-long can be captured and uploaded to the server.

States on board – 27
Panchayats on-board – 140295
Activities being tracked – 3763795

6. National Asset Directory ([http://assetdirectory.gov.in](http://assetdirectory.gov.in)) – National Asset Directory helps the Panchayat to maintain the list of assets owned by Panchayat or transferred to panchayat by higher level Panchayats or line departments. It provides facility to manage the complete life-cycle of asset. Asset Directory is fully integrated with PlanPlus, ActionSoft and PRIASoft.

No. of States on board – 27
Total no. of assets – 2,33,65,067
7. **Service Plus** ([http://serviceonline.gov.in](http://serviceonline.gov.in)) – ServicePlus is a metadata-based service delivery framework which can be used by States to configure their services. It provides an easy-to-use wizard-like interface to quickly configure and launch a service. Even a GP can configure and launch its own service. It provides facility for accepting applications online, through kiosk or through a Government office. Similarly, multiple modes of payment are available. The entire workflow for processing the application can be configured. It provides built-in integrations with multiple payment gateways, with CSC 2.0, eSign, Digital Sign, Digilocker etc.

As such 14 States are using ServicePlus to deliver 158 services. Out of these, in 27 services of two States viz., Maharashtra and Chhattisgarh, Panchayats are exclusively giving services whereas in 2 services of Jharkhand, Panchayats are one of the workflow players.

8. **National Panchayat Portal** ([http://panchayatportals.gov.in](http://panchayatportals.gov.in)) – National Panchayat Portal hosts the web sites of all Panchayats in the country. It generates dynamic websites as per the requirements of the States/Panchayats. The content can be uploaded by Panchayats themselves without needing any technical support by just uploading the content. While all the Panchayat web site that are available in NPP can be accessed by drilling down the panchayat hierarchy, many States have also registered unique URLs for all Panchayats in their state; in such cases, the Panchayat’s web site can be accessed directly by typing the registered URL.

   No. of States on Board – 23  
   No. of Panchayats on board – 1,23,448

9. **Audit Online** ([http://auditonline.gov.in](http://auditonline.gov.in)) – AuditOnline facilitates the audit of all three layers of Panchayats by Local Fund Audit and State AG. It facilitates constitution and management of audit teams and their schedule. It captures the entire process of audit both within auditor as well as auditee offices.

10. **Social Audit & Meeting Management** ([http://socialaudit.gov.in](http://socialaudit.gov.in)) – Social Audit aims to facilitate the social audit of works taken up by the Panchayat as part of its approved action Plan. It also facilitates the management of statutory meetings of Panchayats at all level.

Except AuditOnline and Social Audit, all the other applications are under varying levels of use by States. It may also be noted that all these applications can be used by all three tiers of panchayats.
Annex 14

Key Features of the National Capability Building Framework

The suggested course content for Basic Orientation - Foundation Course is as follows:

(a) Common Core Content:

- Concept of democracy and people’s participation in development
- Meaning of local self-government
- Overview of Panchayati Raj in India
- 73rd and 74th Constitutional Amendments
- Gram Sabha and participatory development
- Human development, gender equality, social justice and women empowerment
- e-Governance and e-Panchayats
- Good governance
- Quality-assured service delivery of all development programmes

(b) State-Specific Content:

- Overview of State Panchayati Raj Act and Rules.
- Roles and Responsibilities of Panchayats – at all three levels.
- Devolution of ‘3Fs’ with respect to XI-Schedule-29 Subjects.
- Activity-Mapping for 3 tiers of Panchayats actually devolved by respective State Governments.
- Relevant issues related to Scheduled V Areas – such as PESA (in respect of 9 PESA – specific States)
- Participatory and decentralized planning
- District Planning Committee
- Conduct of mandatory meetings by Panchayats – General Body and Standing Committees
- Office management of Panchayats
- Maintenance of registers and records
- Transparency & accountability mechanisms: RTI and social audit
- Financial management: budgeting and accounting systems, including Panchayat data base of funds received, expenditure incurred and own income
- Revenue matters related to Panchayats – Collection of taxes/fees/penalties; Removal of encroachments from Panchayat lands and common property resources;
Issue of housing
Pattas and land records and mutation.
• Registration of births, marriages and deaths

Flagship programmes of devolved subjects (e.g. agriculture, health, education, women and child development etc.)

• National flagship programmes - including MGNREGS, NRHM, NBA, SSA, Mid-Day Meal etc.
• Team building (coordination and convergence)
• Inclusive development planning, with focus on disadvantaged communities, viz. SCs, STs, minorities, women, senior citizens, children, differently abled

Sector Specific Training - The suggested list is -

a. Provision of civic services
b. Health
c. Water and sanitation
d. Education
e. Women and child development
f. Social justice and empowerment
g. Natural Resource Management/Agriculture

The topics and discussion can centre on the following:

a. Overview and status of the concerned sector
b. Core issues to be addressed
c. Decentralized planning process in each sector
d. Role of PRIs related to planning, supervision and coordination of devolved subjects
e. Management of flagship programmes under each sector

Refresher Courses - contents could be as suggested below -

• Improving service delivery of flagship programmes.
• Right to Information.
• Social audit.
• Conducting effective Mahila Sabhas, ward & Gram Sabhas.
• Planning and review of devolved subjects.
• Conducting effective General Body and Standing Committee meetings in PRIs.
• Mobilizing own income in PRIs.
• Financial management.
• Record keeping.
(a) Special Courses for Marginalized Groups

Special attention needs to be given to SC, ST and Elected Women Representatives (EWRs) to enhance their involvement in decision making, institutional management and team building, so that they can emerge as assertive local leaders. This course may ideally be designed for 2 to 3 days, and be conducted within six months to one year of PRI election.

(b) Special Courses for Panchayat Functionaries

Similarly, specifically designed courses may be organized for the Panchayat officials, taking into account their designated tasks/job profile – as experimented by SIRD, Karnataka in designing special training for PDOs. Under RGPSA, several States are providing new staff at the GP level. It is vital that special courses be designed for such staff, such as accountants and data entry operators.

(c) Leadership Courses – for ERs / functionaries:

- Leadership and motivation
- Communication/public speaking
- Meeting management
- Office management
- Conflict management
- Inter-personal relationships
- Coordination and convergence
- Public speaking
- Time management
- Stress management
- Management of assets of PRIs
- Participatory decision making

(d) Thematic Focussed Courses

The suggested themes for special courses are given below:

- Participatory inclusive planning
- Water conservation, harvesting, water audit etc.
- Food security and public distribution system
- Rural housing
- Waste management
- Tapping non-conventional sources of energy
- Environmental management
- Livelihoods (agriculture, horticulture, animal husbandry, fisheries, dairy etc.)
- Micro-enterprise management
- Education, health, nutrition etc.
(e) Training in IT and Computer Literacy

ERs and Panchayat functionaries also need to be supported in becoming computer literate, so that they can manage their work efficiently. SIRD, Tripura has successfully tried out computer trainings for ERs and officials of Panchayats, by networking with expert private partners.

MoPR also provides computer literacy support in collaboration with the National Institute of Electronics and Information Technology (NIELIT), which States can access.

Equally important is training on the Panchayat Enterprise Suite (PES) applications. Master Trainers have been trained in States by the MoPR. Each of the PES applications also include computer based tutorial and application specific presentations that users can engage for self-learning. Use of these may also be encouraged.

The Geographic Information System (GIS) may be promoted in decentralised planning and training programmes on this aspect may be included.

(ff) Special Training for Sectoral Functionaries

In addition to the thematic focused training of ERs and officials of Panchayats, special trainings may be planned for other sectoral functionaries assisting the Panchayats.
Annex 15

Types of Convergence

Convergence of public programmes can be possible at several levels, which could be classified as follows:\textsuperscript{12}:

\textbf{Convergence of human resources} – Professionals and technical experts from a relevant department provide their services to improve the performance of programme of a different department but in a sector in which they have proficiency. Thus, if agricultural experts work with a GP in its MGNREGA programme, it results in such a convergence. It ensures that relevant technologies and techniques flow to enrich a programme.

\textbf{Convergence of financial/scheme resources} – In this case, there is a pooling of resources from two different programmes. A typical example is the construction of individual household latrines with resources from NBA and MGNREGA merged fully for the purpose of achieving the objective.

\textbf{Convergence to enlarge the scope of a programme} – Here different components are provided from different schemes so that ultimately the scope of the key programme is expanded significantly. For example, if Panchayat Yuva Krida Aur Khel Ahiyan (PYKKA), a programme to build rural playgrounds, is converged with MGNREGS, the size and facilities on the playground could be increased considerably by using MGNREGS for all the labour-intensive components and PYKKA for all the material-intensive components. Such convergence calls for intelligent and coherent planning.

\textbf{Convergence to provide complimentarity of independent items or components} – Here the programmes are implemented independently as separate components but are planned so as to provide complimentarity. Thus, after a road work is completed under the Pradhan Mantri Gram Sadak Yojana (PMGSY), if avenue plantation is taken up under MGNREGS, such a convergence is achieved.

\textbf{Convergence of schemes for a set of beneficiaries selected through a foolproof process} – In programmes which are targeted at a set of beneficiaries either through proper selection, as in the case of Indira Awaas Yojana, or self-selection, as in the case of MGNREGA, it can be safely assumed that the beneficiaries have a set of characteristics which make them automatically eligible for certain other programmes which have been framed for such a target group. Some good examples: automatic provision of health insurance under Rashtriya Swasthaya Bima Yojana (RSBY) to MGNREGS workers who have put in at least 15 days of work; giving priority to children of workers who have put...

\textsuperscript{12} Mainstreaming of Resource Convergence in Policy Making, Programme Design and Execution by Aruna (Limaye) Sharma, pp. 20-21, UNDP -2013.
in 100 days of work, for selection under NRLM’s skills and placement component, which
plans to impart skills to 50 lakh rural below-poverty-line youth in the Twelfth Plan; and
making RSBY available automatically to all beneficiaries of the NSAP.

**Area-based convergence** - This implies converging several schemes in one location,
leading to one major comprehensive initiative for that area. Developing a livable
habitation around a set of houses under the Indira Awaas Yojana, by bringing together
schemes for land development and local connectivity (MGNREGS), sanitation (NBA),
water supply (National Rural Drinking Water Supply programme), power supply (the
Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) and livelihoods development
(NRLM) is a good instance of area-based convergence.

**Convergence for sustainability** – Public assets created under a programme may
require continuous maintenance for which programme funds are normally not
available. Thus, in the spirit of convergence, there could be routine maintenance of all
community assets created under the Integrated Watershed Management Programme
(IWMP) or roads constructed under PMGSY using MGNREGS, to ensure plantation along
the road to retain the shoulders.

**Convergence to strength participation** – The highest form of participation is
empowering people to shape their development in accordance with their priorities by
giving them decision-making ability and power on application of resources. Participation enhances the efficiency of resource use as it is linked to felt needs and
commonly identified priorities. It also leads to higher accountability and promotes
contribution from the people in terms of cash, kind or labour. Using a programme to
strengthen people’s participation can be best seen in utilization of the self-help group
(SHG) network under NRLM linked with MGNREGS, which facilitates provision of
additional cash income to the poor through work. It also creates assets as desired by
the people, directly benefiting their livelihoods through watershed management,
horticulture and so on.

**Convergence to achieve a grand objective** – It is commonly accepted that climate
change affects the poor most severely. Therefore, programmes like MGNREGS could
focus on adaptation/abatement efforts, particularly Natural Resource Management, to
increase biomass and water availability, working within schemes for these sectors. This
thus becomes convergence to achieve a larger societal purpose.

**Convergence to strengthen governance** – Ultimately for governance to improve, there
should be strong and effective local governments. Panchayats are the prime planners of
MGNREGS. If resources could be converged with MGNREGS from other schemes, it
would build the capacity of panchayats to plan for local level development. Thus,
participatory planning could be an entry-point to push for strengthening of local
governments.
The above classification is only illustrative and none of the categories are mutually exclusive; they have to necessarily overlap. But this wide-ranging classification demonstrates that convergence has great developmental value. It avoids sub-optimal utilization of resources; reduces fragmentation of efforts; avoids overlaps and duplication; facilitates response to diverse needs; enhances the value of money by efficient use of human and finance resources; facilitates pro-poor pooling of resources; and enhances synergy for better impact.