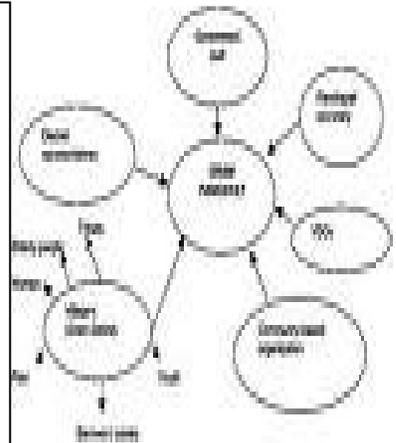
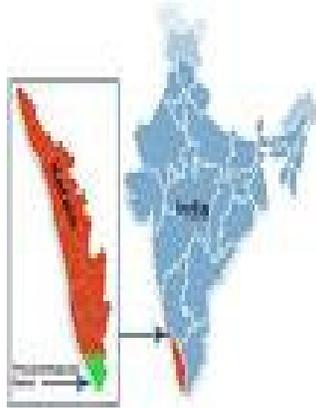


MODEL PANCHAYAT CADRE MANUAL



SRC

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MODEL PANCHAYAT CADRE MANUAL

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CHAPTER 1: INTRODUCTION

For the purpose of preparation of Model Panchayat Cadre Manual, Ministry of Panchayati Raj (MoPR) desired that the SRC Study Team assigned with this job may visit six states for understanding the existing status of the three tiers Panchayati Raj Institutions (PRIs) in terms of their organisational structure, staffing pattern, recruitment / appointment systems in place and other aspects relevant to the cadre manual. This exercise brought out the following major revelations:-

There were three models of Panchayati Raj structure. In the first model, Zilla Panchayat (ZP), Block Panchayat (BP) and Gram Panchayat (GP) were independent to each other and had no hierarchical linkages and had functional linkages in areas of mutual / common interest. Zilla Panchayats (ZPs) were under the administrative control of the Department of Local Self Government (LSG), the Block Panchayats (BPs) were under the control of Commissioner (Rural Development) and Gram Panchayats (GPs) were under the control of Director of Panchayats. In the second model, the top and the bottom tiers i.e ZP and GP were under the control of Department of Panchayati Raj while the intermediate tier i.e. BP had duality of control, Development Block (*Vikas Khand*) is being controlled by Department of Rural Development and the Block Panchayat is being controlled by Panchayati Raj Department. Block Development Officer (BDO) has a dual role. He is the Executive Head of the Development Block and at the same time, functions as Secretary of BP. Performance Appraisal of GP Secretaries is also done by him. The Reporting relationships and the controls are, thus, blurred.

In the third model, all the three tiers are under the control of the same department, and they have both functional and hierarchical linkages among them.

There are wide variations in the size of population of the GPs from state to state as also within each state. In the states visited, average population per GP ranged from 2,500 to 24,000. Variations between the smallest and the highest size of a Panchayat in each State were more staggering. Inter-state comparison of staff structure indicates that none of the three tiers of PRIs has a staffing pattern which conforms to any standard or norm. For a viable staffing pattern, the size of a Panchayat has to be neither too big nor too small in terms of the population.

Employees of GPs and BPs are the State Government employees whereas the ZPs employees barring those deputed from other cadres are not treated as government employees. They are not entitled to pension on superannuation. The age at which they superannuate is also lower than that applicable to State government employees. They are a demotivated lot and cannot be expected to offer unstinted support and guidance to the intermediate and the bottom tier.

In 2009, the Ministry of Panchayati Raj (MoPR) had issued guidelines on Manpower for Panchayati Raj Institutions for enabling PRIs to become effective units of self-governance with specific role in planning and implementation of programmes for economic development, service delivery and social justice, particularly in relation to 29 matters listed in the 11th schedule. It was expected that for the subjects listed in the 11th schedule and others that have been devolved, the Panchayats would be empowered to recruit personnel, regulate their service conditions and exercise control over them subject to such laws and standards as may be laid down by the respective State governments.

The aforesaid guidelines also made a provision for scheme – specific staff in relation to NREGS as indicated here under:-

GPs	Gram Rozgar Sewak
BPs	One Programme Officer; a pool of few Technical Assts to service GPs, Computer Assistants and Accountant
ZPs	Works Manager with Technical Assistant.; IT Manager with Computer Assistant; Accounts Manager with Accounts Assistant and Co-ordinator for Social Audit and Grievance Redressal

In the PRIs visited by the Study Team, aforementioned manpower had not been provided except Gram Rozgar Sewaks (GRSs) in some of the GPs. Notwithstanding the fact that in National Rural Employment Guarantee Act (NREGA) budget, 6% has been earmarked for administrative costs.

It is pertinent to note that the scope of NREGS has, since, been widened to include white-collar jobs. It has been stated that the Panchayats with a population of more than 5000 will have a Panchayat Development Officer (PDO) with a pay of Rs 12,000/- per month and a Junior Engineer (JE) with a pay of Rs 10,000/- per month. The cost-sharing between the Centre and the States will be in the ratio of 90:10 in the first year and will be reduced to 50:50 in the fifth year. In case of 60 Integrated Action Plan (IAP) districts, cost sharing will be 75 : 25 for 10 years.

Another revelation was with regard to pay-scales. Some of the states have implemented the 6th Central Pay Commission recommendations for all the employees including the employees of PRIs. Some states have set-up their own pay-structures. Inter-state comparison brings out that the lowest rank of the employees e.g. *Safai Karmchari* in one State draws higher pay than Gram Panchayat Sachiv (GPS) in some other States. It may be advisable to adopt a pay structure based on job evaluation in terms of complexities of the duties and the responsibilities and the recruitment specifications.

It is also noted that the prescribed educational qualifications and the experience for the posts comparable in terms of the duties and the responsibilities widely vary from the State to State. The Cadre structures and the avenues for career progression which play a prominent role in promoting and sustaining the motivational level of employees have also wide divergence.

The status of Activity Mapping, Devolution of Functions and Devolution of Functionaries for discharge of devolved functions also varies from the State to State. In some States, activity mapping exercise has not been completed so far. Again, there are States where activity mapping has been completed and orders regarding devolution of functions have been issued but functionaries have not been put in place, thereby making the devolution exercise ineffective. In one of States' the activity mapping is complete but no formal orders have been issued for the implementation by the grass root level functionaries. The informal means are being used to implement activity mapping in the districts.

The formal framework in all the States visited by the study team provides for 'Bottom to Top' approach in the planning process. In practice, most of the States are continuing with 'Top to Bottom' approach notwithstanding the constitution of District Planning Committees.

This manual for developing a special Cadre for PRI along with the staffing has been prepared taking note of the aforesaid contextual realities and taking some lessons from a study (CRRID) on the Management Practices in the Local Self Government (LSG) Institutions in the European Union Countries and progressive Indian States.

CHAPTER 2: RATIONALE OF THE PROPOSED STAFFING PATTERN AND CADRE STRUCTURE

Summary

1. Separate and Uniform Cadre and Recruitment Rules for staff of all PRIs will provide an opportunity to create a cadre of PRI functionaries, improved supervision and monitoring by cutting across the current limitation of dual control of transferred functionaries thereby leading to better coordination and effective implementation of the PRI system.
2. The present staff strength has little bearing with the nature, quality and amount of work required for effective functioning of PRIs.
3. The staff structure has been suggested after thoroughly understanding the core functions at all the three levels.
4. Some states like Bihar have developed a PRI cadre at all the three levels but has not identified the required staff based on any relationship with required role and responsibilities.
5. The extensive discussions in of six states which preceded the exercise of developing this cadre gave us an opportunity to understand the workload, role relationship and the category of staff required to effectively perform their duties.
6. The proposed staffing pattern has suggested in detail the promotional (career building) initiatives which have been absent from the present Administrative set up.
7. At the Zilla Panchayat levels, the district boards have been converted into Zilla Panchayats without revamping their staffing structure in the context of their present roles.

8. The proposed staffing pattern at all the three levels is based on discussions held with the CEO's of Zilla Panchayats, officials and the intermediate and the Gram Panchayat level.
9. In some of the districts, e.g. West Bengal and U.P, the sanctioned strength and the one proposed in the manual is more or less the same as sanctioned by them.
10. In U.P., the staff complement available at district Panchayats level confirms to the proposed staffing pattern if the posts available under DRDA structure and posts sanctioned under DBRO are clubbed.
11. In other States, the staff strength available at district Panchayat level was far in excess of the proposed requirement. The staff strength in these states determined by us is based on the workload and discussion with across section of the officials.
12. The staff strength at three tiers proposed by us conforms to the overall strength engaged by well meaning Panchayats at each tier.
13. The proposed cadre structure confirms to the cadre's already developed in States like Bihar. The proposal's distinguishing feature and rationale is a window of career up gradation for the PRI officials which is missing even in Bihar.
14. Pay structures are recommended on the rationale of the recommendations of the 6th Pay Commission. While West Bengal, U.P. and Maharashtra have adopted them, other studied states are following their own pay structure. Our recommendation is that States which have not implemented the Pay Commissions recommendations may use our recommendations as guidance.
15. A full time permanent Panchayat secretary's post has been recommended on the basis of the present practices of having them on contractual basis, except in

Maharashtra. It is difficult to seek commitment from this type of employment relations.

16. The rationale of recommending core staff is to improve the effectiveness of PRI system. The present system of having inadequate non permanent and functional staff can hardly be expected to show adequate commitment.

17. The rationale for proposing the proposed staff is entirely based on the functions required at the three tiers.

18. Average number of GPs per-block in the six states varied from 6 to 8 which clearly shows that it is not a reflection of the workload per-block.

19. There is some level of uniformity in the staff proposed. The basic rationale is to have a uniform population (at least 5000) for a Gram Panchayat. Presently there are wide discussions in the aspect. Both Bihar and U.P have reorganized to conform to the populations size of a minimum of 5000. This according to them will make all panchayats more effective.

20. No typist has been proposed largely because pay commission has also recommended the same.

21. The proposed staff also has the consideration that GPs in three states namely U.P., Bihar and Maharashtra were not fully functional.

The detailed Rationale of the Proposed Staffing Pattern and Cadre Structure.

2.1 Introduction

Panchayati Raj Institutions in the States have a three tier structure, viz. Village/Gram Panchayat, Block/Taluka Panchayat or Panchayat Samiti and District/Zilla Panchayat. The Panchayat Cadre Manual gives standard staffing pattern for PRIs at 3 tiers along with cadre structure, job description of each functionary, recruitment specifications,

performance appraisal system and service rules for each category of staff. Explanatory note on rationale of the proposed staffing pattern and cadre structure of PRIs has been attempted and added to the manual for appreciation of the proposals in proper perspective.

2.2 Staffing pattern of Gram (Village) Panchayats

Basis of Recommendations

The basis of recommended staffing pattern is to ensure placement of right men at right place in right numbers and skills. The recommended staffing pattern is linked to the expected functions and job responsibilities in terms of nature and volume of work load. In other words, the recommended staffing pattern is not based on the existing level of performance because in majority of cases the Panchayats are not fully functional. The functions assigned to the Panchayats by and large call for personnel belonging to the following streams:-

- Rural development involving participative planning, dissemination of entitlements, identification of beneficiaries, delivery of services etc.
- Administrative
- Finance and Accounts
- Engineering

Attempt has been made to build in the above specializations in the recommended staffing pattern as also to ensure optimal manpower utilization and reasonable avenues for career progression to keep the staff motivated.

Population per Gram Panchayat

Principal workload indicator of a Gram Panchayat is the size of population to be serviced. Of the six states visited by the SRC Study Team, wide variations were found in the size of population of GPs from State to State as also within each state. In the States visited, average population per GP ranged from 2000 to 24000. In U.P. which is the most populous State in the country, a Gram Panchayat can be constituted with population of 1000. Average population of a GP is 2500. Out of 52000 GPs, only 3000 have a population of more than 5000 and 49000 GPs have a population between 1001 to 5000. In West Bengal, minimum population of a GP is 1100, maximum population is 48000 and average population per GP is 17000. In Kerala, out of 978 Village Panchayats, only 15 have population below 10,000, 297 have population between 10,000-20,000, 460 between 20000-30000, 173 between 30000-40000, 29 between 40,000-50,000 and 4 have more than 50000 population each. The average population of a Village Panchayat is 24000.

In Bihar, the area of a GP is determined on the basis of a minimum population of 7000. The average size of a GP in Patna District is 8500. In Karnataka, the average population of a GP is 5300. In Maharashtra, the average size of a Village Panchayat is 2000 and the staff of GP except Panchayat Secretary is appointed on a Consolidated salary ranging between Rs.2715 and Rs.4300 which arrangement may not be sustainable in the long run. This arrangement will also obstruct building up of Panchayat Cadres up to district level.

It is accepted that where the size of Gram Panchayat in terms of population to be serviced is too small, it acts as a constraint in developing a viable, cost effective and sustainable staffing structure and effective functional and financial devolution. In order that Panchayats are viable for inclusive and integrated development, the size of Panchayats may be enlarged by combining smaller Panchayats with large ones or by

grouping small Panchayats which are in proximity to each other. Any Gram Panchayat, irrespective of its size, would need to be equipped with core functional staff.

If core functional staff is not provided, the GP would not be able to perform its assigned role. This has happened in U.P. which has 52000 Gram Panchayats whose sanctioned staff strength of G.P. Adhikari is 8135 and Safai Karmchari, it is 1,08,848 against which filled up positions are 5582 and 95193 only. Average staff strength available per GP works out to one Panchayat Secretary for 9 GPs and 2 Safai Karmchari per GP. This fact itself is an indicator of the performance level of Panchayats. The executive officer of GP is supposed to be accountable to GP Pradhan. Where the number of Pradhans is in multiples, GP Secretary will be accountable to none.

In order to ensure reasonable level of utilization of core functionaries, it is recommended that a Gram Panchayat may be constituted with a minimum population of 5000. This suggestion is based on our on the spot observations and interactions we had with concerned functionaries and executives at various levels. In this connection, it is also relevant to mention that in January, 2011, the Govt. of Uttar Pradesh declared setting up of Gram Sachivaley in Gram Panchayats having more than 5,000 population by redesigning the existing Panchayat Bhavan. The underlying objective was to promote Panchayats having more than 5000 population. In Bihar, a Panchayat cannot be constituted unless the area occupied by it has a minimum population of 7000 which is closer to our recommendation. These citations, apart from other relevant considerations, reinforce the suggestion that a Panchayat should have a minimum population of 5000.

Staff Structure

Inter-state as also intra-state comparison of staff structure indicates that at no level of PRIs, the staff structure conforms to any standard or norm. Apparently, staffing patterns are all arbitrary and ad hoc. Designations of posts are also diverse and there is no linkage between job responsibilities and designations.

The functions required to be performed by the Gram Panchayats, as detailed in Chapter 3, comprise:-

- a) Core functions;
- b) Execution of specific schemes/programmes assigned to them by the Block Panchayat, Zilla Panchayat, State Govt./Central Govt.;
- c) Co-ordination of Projects being executed by the Sectoral departments in their area at a given point of time and
- d) Other projects/initiatives taken up by the Panchayat on its own.

Accordingly we have proposed a staffing pattern which embraces core staff, functional Staff, scheme specific staff, sector specific staff and contractual/contingent staff. The sector specific staff is posted by the Sectoral Departments as per the works under execution. The requirement of contractual/contingent staff and staff required for (d) above will be assessed by each individual Panchayat depending interalia on the financial resources it will be able to generate on its own and the assets/facilities to be taken care of having regard to their location and lay out etc. The Panchayat concerned shall be free to determine remuneration for these posts depending on the local conditions. These posts shall cover Bill Collectors, Messengers, Watchmen, Guards, Mechanic and Safai Karmchari etc. The incumbents of these posts will not be transferable.

As regards core staff required for discharge of obligatory functions, we have proposed 4 functionaries for category A Panchayat (Panchayats having population between 5000-10000), 5 for category B (Panchayats having population between 10000-20000) and 6 for category C (Panchayats having population above 20000), besides one post each of Junior Engineer and PDO for a circle of Panchayats comprising 50,000 population. In this connection, it may be pertinent to note that as per the extant instructions issued by MoPR, the Panchayats with population of more than 5,000 will have one post each of PDO and JE at consolidated salary of Rs. 12,000 and Rs. 10,000 respectively. Nowhere has this suggestion been implemented. We also find that the expected workload level does not justify this nor would the implementation of this proposal be cost – benefit effective. Moreover, the proposition of consolidated salary for key positions of PDO and JE will obstruct building up of cadres and hamper promotion of harmonious relationships among various functionaries apart from demotivating the incumbent PDOs and JEs.

We have not recommended any post of typist, Steno typist or stenographer/personal Asstt. This has been done keeping in view the recommendation of the 6th pay commission for restructuring Ministerial cadres by integrating secretarial and stenographic cadres and substituting them by a new category, called executive assistants who will be equipped in computer applications. In the states visited by us, the ministerial posts were designated as LDC/ typist and UDC, Jr. Asst. and Sr. Asstt. We have replaced them by Ex. Asstt Grade II and Ex. Asstt Grade I respectively. We have also taken note of the 6th Pay Commissions recommendation regarding outsourcing the work involving jobs which can be managed by 5th /8th standard personnel. The functionaries manning these jobs are normally designated as safai karmchari, peon etc. For manning such positions we have recommended outsourcing/contract employment/engagement of contingent work force by the respective Panchayats as per functional requirements at the local prevailing rates.

These categories have not been included in the recommend staffing pattern. The existing staff in these categories may continue as per existing terms and conditions till such time as they vacate their present posts or revert to their parent cadres.

A suggestion was made that staffing pattern of G.Ps in Karnataka was worth being considered as a model. In this connection it may be stated that SRC study team had visited two Zilla Panchayats, two Taluk Panchayats and two Gram Panchayats in Karnataka. It was observed that GP with a population of 9840 referred to as GP I has a complement of 13 personnel and the GP with a population of 4198 referred to as GP II has a complement of 4 personnel. Normally, one would expect that incremental population slabs would require less than proportionate staff strength but the ground reality is different. GP II which does not have a Bill Collector has a better record of collection of tax than GP I which has 2 Bill Collectors. There is voluntary tax compliance because of various Development initiatives taken by the Panchayat. Staffing of GPI is top heavy comprising 3 positions of PDO/Secretary. Again, PDO is too higher a post to be placed in-charge of a GP with a population of 4000. In fact with the exception of Karnataka, none of the GPs in the states visited by SRC study team has a post of PDO.

Job Responsibilities

Job responsibilities of PDO listed by us include supervision and monitoring the functioning of GPs and guiding the elected representatives of GPs in the process and procedures of decision making at the Gram Panchayat and its Standing Committee meetings as also assisting the BP Executive Officer in coordinating with GPs. Assessing the workload we have proposed a post of PDO for a circle of Panchayats comprising about 50,000 population. The incumbent of this post would operate from the office of Block Panchayat.

Comparison of recommended staffing pattern of GPs with the existing staff structure of GPs in the States visited.

The core staff recommended for GPs: Of the six states visited, GPs in three states, i.e. U.P., Bihar and Maharashtra were not fully functional. In U.P., a GP can be constituted with population of 1000. Average population of a GP is 2500. A GP is manned by a part time GPA/GVA (one for 7 to 8 GPs) and one or two safai Karmchari. GPs are thus ill-equipped to discharge their assigned role. In Maharashtra also, the average size of a village panchayat is 2000 with a lone functionary to look after multifarious functions. In a few bigger Panchayats, the staff other than Panchayat Secretary is appointed on a consolidated salary ranging between Rs. 2715 and Rs. 4300 which arrangement is not sustainable in the long run and also obstructs building up of Panchayat cadres upto district level. In Bihar, although minimum population for constitution of GP is 7000 and average GP has about 8500 population, the staff provided comprises a single functionary i.e. sachiv who is generally engaged in such errands as attending to visiting officials or other odd jobs assigned by the BDOs.

In Karnataka, West Bengal and Kerala where village/Gram Panchayats are well managed and functional, the existing staff structure compares favourably with the proposed staffing pattern. For instance, in Karnataka, a GP with population of 10,000 visited by us was found to have staff strength of 3 besides Secretary which conforms to the recommended strength. In Kerala, a village Panchayat comprising 29000 population had a staff strength of 8 which is approximately the same as proposed if provision at the level of PDO and JE is taken into account. It is however, clarified that designation wise the staff recommended and the existing staff structure may not be comparable because we have rationalized designations according to the nature of duties and responsibilities and for building up of appropriate cadre structures and career planning/promotional avenues.

2.3 Staffing Pattern of Block Panchayats

Core functions of a Block Panchayat include:-

- a) Preparation of the annual plans in respect of the schemes entrusted to it under the relevant Act or by the government or the Zilla Panchayat and submission thereof to the Zilla Panchayat within the prescribed time for integration with the district plan.
- b) Consideration and consolidation of the annual plans of all Gram Panchayats in the Taluk and submission of the consolidated plan to the Zilla Panchayat.
- c) Preparation of annual budget of the taluk and its submission within the prescribed time to the Zilla Panchayat.
- d) Performing such functions and executing such works as may be entrusted to it by the government or the Zilla Panchayat.
- e) Providing relief to victims of the natural calamities.
- f) Pool technical expertise, both government and non-government at the Block level and provide technical services to the Gram Panchayats.

In the six states visited by the SRC Study Team, the strength of Block Panchayat along with average number of GPs per BP, Average population per GP and average population per BP is tabulated as under:-

S.N.	NAME OF THE STATE	NO. OF ZPs	NO. OF BPs	GPs PER BP	AVERAGE POULATION PER GP	AVERAGE POPULATION PER BP
1.	Maharashtra	33	351	80	2,000	1,60,000
2.	U.P.	72	820	63	2,500	1,57,500
3.	Karnataka	30	176	32	5,300	1,70,000
4.	Bihar	38	531	16	8,500	1,36,000
5.	West Bengal	18	333	10	17,200	172,000
6.	Kerala	14	152	6-7	24,100	1,55,000

Average number of GPs per Block Panchayat ranges from 6 to 80 which is indicative of the fact that it is not a reliable workload indicator. Average population per BP does not have wide variation. It ranges from 1,36,000 to 1,72,000. **There could thus be identical requirement of Core-Staff for Block Panchayats of this size.** Categorization of Block Panchayats is, thus, proposed to be modified as under:-

Category A: Population upto 2 lacs

Category B: Population exceeding 2 lacs

The core staff proposed for block panchayats is as under:-

Designation of Post	Category A (Population upto 2 lacs)	Category B (Population more than 2 lacs)
BDO/Executive Officer	1	1
Block Panchayati Raj Officer (BPRO)	1	1
Superintendent	1	1
Accounts Officer	1	1
Extension officer (planning and monitoring)	1	1
Executive Asst (General)	4	6
Executive Asst (Accounts)	2	3
Total	11*	14*

*In addition there will be one post each of PDO and Jr. Engineer for a circle of gram panchayats representing 50,000 populations. The incumbent of these positions will be based at block panchayats.

The additional staff for category B will be 2 Ex. Asstt. (General) and one Ex. Asst. (Accounts) besides proportionate increase in the number of PDOs and Jr. Engineers whose strength will go up by one each for a circle of Panchayats comprising about population of 50,000/-. In this connection, it would be pertinent to note that our field investigations covered Block Panchayats such as Athni in Belgaum district of Karnataka with population of 4, 21,000 and Danapur in Patna district of Bihar with population of 3,25,000/- **The proposed staffing pattern will provide adequate staff strength for such block Panchayats.** PDOs and Jr. Engineers, though based at block head quarters, will look after matters relating to Gram Panchayats assigned to them and liaise with programme implementing departments in the area.

Recommended Vis-a-Vis Actual Status

In case of GPs, it was noted that U.P., West Bengal and Bihar were grossly understaffed and for that matter they were generally non-functional. However, functioning of Block Panchayats was not as flawed because staff structure at Block level was not as stringent in any of the States visited by us although in many cases, inter-Panchayat variations in the staff structure were inexplicable. The table below brings out the recommended vis a vis the actual status:-

Name of the B.P	Population	Core Staff	
		Actual	Proposed
Uttar Pradesh			
Dadri, Dist. G.B. Nagar	1,75,682	7	11
Razapur, Dist. Ghaziabad	1,20,739	11	11
Bihar			
Danapur (Patna)	1,13,000	10	11
Vikram (Patna)	1,39,000	7	11
Maner (Patna)	1,71,000	10	11
Maharashtra			
Junnar (Dist. Pune)	1,71,000	19	11
Panvel (Ranigarh)	2,04,000	19	14
West Bengal			
Burdwar (Burdwan)	1,39,000	8	11
Karimpur (Noida)	1,67,000	8	11
Karnataka			
Navalgund (Dharwad)	1,29,000	9	11
Athni (Belgaum)	4,21,000	16	14
Kerala			
Mukthala (Kollam)	2,55,000	11	14
Irrity (Kannur)	1,76,000	9	11

It may be clarified that the proposed/recommended strength excludes the posts of PDO and JE to be provided @ one each for a circle of Panchayats comprising about 50,000 population.

2.4 Staffing Pattern of Zilla Panchayat

It may be pertinent to note that erstwhile District Boards have been converted into Zilla Panchayat without revamping their staffing structure in the context of present role and function. It is also of note that the Ministry of Panchayati Raj has been urging states/UTs for winding up of the existing DRDA structure by absorbing their staff in the line departments/Zilla Panchayats. Of the states visited by us, Maharashtra, Uttar

Pradesh and Bihar have not implemented this suggestion so far. In Uttar Pradesh, funds to district Panchayat and block Panchayats are channelled through DRDAs. Devolution of funds to Gram Panchayats is made directly by the State Government. The Project Director, DRDA reports to Chief Development officer who functions as Secretary of Zilla Panchayat. In Bihar also, the services of the existing staff of DRDA are available to the Zilla Parishad which is headed by Adhyakash with DDC functioning as CEO. In Maharashtra, Chairman Zilla Parishad is also the Chairman of the Governing body of DRDA which has the status of registered society. In Karnataka, DRDA set up is functionally integrated with Zilla Parishad. It is therefore clear that services of residual DRDA employees are available to the Zilla Panchayats even if they have not been formally integrated with them or other line departments. Another set up functioning at the district level is under the district Panchayati Raj officer (DPRO) whose prime responsibilities are organizing elections of three tier PRIs, looking after all matters relating to elected representatives including their training and remuneration, establishment matters of Panchayati Raj cadres and capacity building of staff borne on PR service cadres. DPRO is not involved in the development work undertaken by PRIs which falls under the domain of DDC.

Additionally, sectoral departments post their own staff at district level depending on their programmes under execution at any given point of time. Integration of the office of DPRO with the Zilla Parishad may contribute to effective functioning of PRIs.

It is observed if totality of manpower of erstwhile of district boards, DRDAs and office of DPROs are taken into consideration; it could bring out a large number of redundant posts coupled with requirement of some additional posts under the decentralized participative planning structure. In our report on the status of PRIs in Bihar, we have given details of sanctioned and actual strength of 5 Zilla Parishads in the state. Their combined sanction strength is 731 against which 140 posts are actually manned. Actual strength from district to district ranges from 10 to 43 and sanctioned strength varies

from 31 to 289. In the state as a whole the sanctioned strength of 38 Zilla Parishad is 3613 and actual strength is 1198. Sanctioned strength has never been reviewed and vacancies that occur are seldom filled up.

The proposed staffing pattern to take care of core functions comprises the following complement of posts. **This is based on the discussions held with the CEOs of Zilla Panchayats visited by the Study Team having regard to the re-oriented role of Zilla Panchayat in the context of decentralized planning.**

CEO	1
Additional CEO	1
DPRO	1
Sr. Accounts Officer	1
District Engineer	1
Asst. Engineer	1
Jr. Engineer	2
Superintendent	1
Executive Assistant (Accounts)	2
Executive Asstts (General)	5
Total	17

In addition to the core strength mentioned above, the following positions will also be available to the dist. Panchayat under the head scheme—specific staff viz. NREGA.

1. Works Manager with one Tech. Asstt.
2. IT Manager with one computer Asstt.
3. Accounts Manager with one Accounts Asstt.
4. Co-ordinator for social audit and grievance redressal

Functional staff and staff for sectoral functions are posted by the respective departments of the State Governments as per requirements. Contingent staff like safai Karmchari, chowkidar, peon and driver etc. is to be engaged locally by the Zilla Parishad

concerned. The proposed staffing pattern takes into account the views expressed by the CEOs of selected Zilla Panchayats. Job description of each recommended functionary has been given in the manual.

Comparison of Recommended Staffing Pattern with the Staff Structure of States Visited

In West Bengal, the sanctioned strength at district Panchayat level is 248 (excluding Group D and Drivers) for 18 districts which works out to 14 per district. **This strength, by and large, conforms to the recommended strength.** The posted strength is, however, much less. It is only 9 per district.

In UP, the staff complement available at district Panchayat level conforms to the proposed staffing pattern if the posts available under the DRDA structure and the posts sanctioned under DPRO set up are clubbed.

In the remaining states, the staff strength available at district Panchayat level was far in excess of the assessed requirement which calls for work study to identify redundant posts.

In sum, the staffing pattern for 3 Tier Panchayats recommended by us for core functions conforms to the overall strength engaged by well-managed Panchayats at each tier excepting designation differentials and variations in the deployment of sectoral staff and locally appointed contractual/contingent staff attributable to the programmes being executed by the respective sectoral departments, institutions such as anganwadis, Health centres, schools transferred to the Gram Panchayat and the development initiatives being taken by the individual Panchayats at any given point of time. In this connection, staff strength of Panchayat of an

average size in Kerala and selected Panchayats in Karnataka may be mentioned by way of illustration.

2.5 Cadre Structure

We have proposed four cadres for functionaries of Panchayati Raj Institutions at Village Panchayat, Block Panchayat and Dist. Panchayat level. These are as under:-

a. **Development Cadre** comprising of Gram Rozgar Sewak (GRS)/Sahayak Gram Sachiv (SGS) → Gram Panchayat Sachiv (GPS) → Panchayat Development Officer (PDO)/Panchayat Coordination Officer (PCO) → Block Panchayat Raj Officer (BPRO)/Joint Block Development Officer (Jt. BDO) → Block Development Officer (BDO) / Executive Officer (EO).

BDO/EO may be considered for promotion as Additional Chief Executive Officer – a state cadre post – on fulfilling the essential and desirable qualifications for that post.

b. **Engineering Cadre** consisting of Junior Engineer (JE)/Technical Assistant (TA) → Assistant Engineer (AE) → District Engineer (DE). DE may be considered for promotion to a state cadre post on fulfilling the essential and desirable qualifications for that post.

c. **Administrative Cadre** comprising of Executive Assistants (General) (EA(G)–Grade- II → Executive Assistant (Grade-I) → Superintendent/Manager Additional District Panchayat Raj, Officer (ADPRO) → District Panchayat Raj Officer (DPRO). DPRO may be considered for promotion as Additional Chief Executive Officer – a state cadre post – on fulfilling the essential and desirable qualifications.

d. **Finance and Accounts Cadre** encompasses Accountant-cum-Cashier/ Executive Assistant Accounts – (Grade-II) → Executive Assistant (Accounts-Grade-I) (EA(A/c) Accounts Officer (A/c O) Senior Accounts Officer (Sr. A/c O). Sr. A/c O may be

considered for promotion to the next higher grade in the state cadre on fulfilling the essential and desirable qualifications for that post.

2.6 Pay Structures

Of the six states visited, West Bengal, U.P and Maharashtra have adopted Central Pay scale as recommended by the 6th Pay Commission. **For the categories of posts recommended by us, we have shown the relativities of the posts in terms of Central scales. However, the States which are following their own pay-structures may use the recommended pay-scales only as a guideline for determining the pay structure hierarchy.** It is also noted that in Maharashtra, except Panchayat Secretary, all functionaries at G.P level are contract employees drawing consolidated salary ranging from Rs. 2715 to Rs. 4300/- per month which arrangement may not be sustainable in the long run. This arrangement will also obstruct building of Panchayat Cadres upto district level.

2.7 Performance Appraisal System

Salient Features of the Proposed Performance Appraisal System are as under:-

- A developmental tool to ensure the growth of an individual as also that of the organisation rather than being a fault finding or a policing process.
- Making bureaucrats accountable to the elected representatives
- Three level Reporting Mechanism
- Detailed guidelines for reporting and reviewing officers
- To facilitate the task of reporting and reviewing officers, appropriate words and phrases communicating their level of assessment in respect of various attributes have been indicated.

2.8 Service Rules

Gram Panchayat and Block Panchayat employees are state government employees whereas Zilla Parishad employees barring those deputed from other cadres are not treated as Government employees. They are not entitled to pension on superannuation. The age at which they superannuate is also lower than that applicable state government employees. They are demotivated lot and cannot be expected to offer unstinted support and guidance to the intermediate and the bottom tier.

Constitution of uniform Panchayat Raj Cadres at district level, comprising all the three tiers of Panchayats, necessitates similar service rules to Panchayati Raj employees posted in 3 tier panchayats in matter of retirement age, pension, leave and other service conditions. It is suggested that all the employees of the Panchayati Raj Cadres may be treated at par with State Government employees of comparable status (Refer the the earlier para).

CHAPTER 3 : GRAM PANCHAYAT

3.1 Introduction

The Gram Panchayats may be constituted by grouping the geographically contiguous villages on the basis of the size of the population and categorised as under:

1. Category "A" ... about 5,000 to 10,000 population
2. Category "B" ... about 10,000 to 15,000 population
3. Category "C" ... above 15,000 population

3.2 Functions

The Rationale of core functions is the existing framework of PRI as well as discussions with the officials.

3.2.1 Core Functions

- (1) Planning and Implementation of the Programmes for the Economic Development, Service Delivery and Social Justice.
- (2) Preparation of the Annual Budget.
- (3) Implementation of the NREGA.
- (4) Registration of the Births and Deaths.
- (5) Mobilizing the local resources in cash and in kind, including the free surrender of the land for the development purpose.
- (6) Providing the reliefs in the natural calamities.
- (7) Removal of the encroachments on the public properties.
- (8) Distribution of the house sites within the Gram Thana limits.
- (9) Maintenance of the records relating to the houses, sites and the other private and public properties.

- (10) Construction, Repairs and Maintenance of the Drinking Water Wells, Tanks and Ponds.
- (11) Prevention and Control of the Water Pollution.
- (12) Construction and Maintenance of the Water Supply Schemes.
- (13) Construction and Maintenance of the Village Roads, Drains and Culverts.
- (14) Maintenance of the Buildings under its control or transferred to it by the government or any Public Authority.
- (15) Maintenance of the Boats, Ferries and Waterways.
- (16) Providing for and Maintenance of the Lighting of the Public Streets and the other places.
- (17) Promotion of the Public Awareness and Participation in the Poverty Alleviation Programmes for the fuller employment and the creation of the productive assets etc.
- (18) Selection of the beneficiaries under the various programmes through the Grama Sabhas.
- (19) Participation in the effective implementation and the monitoring of the schemes operated by the other agencies.
- (20) Promotion of the Public Awareness and the Participation in the Primary and the Secondary Education.
- (21) Ensuring full enrolment and attendance in the primary schools.
- (22) Promotion of the adult literacy, village libraries and reading rooms.
- (23) Maintenance of the total Sanitation including the Cleaning of the Public Roads, Drains, Tanks, Wells and the other Public Places.
- (24) Maintenance and Regulation of the burning and the Burial Grounds.
- (25) Construction and Maintenance of the Public Latrines.
- (26) Disposal of the unclaimed Corpses and the Carcasses.
- (27) Management and Control of the Washing and the Bathing Ghats.
- (28) Implementation of the Family Welfare Programmes.

- (29) Immunization and the Remedial Measures against the Epidemics.
- (30) Regulation of sale of the Meat, Fish and other perishable food articles.
- (31) Participation in the programmes of the human and animal vaccination.
- (32) Licensing of the eating and the entertainment establishments, and the prevention of the food adulteration.
- (33) Destruction of the stray dogs.
- (34) Regulation of the offensive and dangerous trades.
- (35) Participation in the implementation of the women and child welfare programmes.
- (36) Promotion of the school health and nutrition programmes including the mid day meals.
- (37) Identification of the beneficiaries for the pension/scholarships and such other monetary benefit schemes.
- (38) Identification for and monitoring of the implementation of the programmes for the welfare of the weaker sections.
- (39) The Monitoring of the Public Distribution System.
- (40) Construction and Maintenance of the Slaughter Houses.
- (41) Regulation of the Manure Pits in the Public Places.
- (42) Establishment and Control of the Shandies / Village Haats and Fairs.
- (43) Provide the Toilet Facilities in the Public Places.
- (44) Provide the waiting sheds for the travellers.
- (45) Enhancing the communal harmony.
- (46) Campaigning against the economic offences.

3.2.2 Sectoral Functions

1. Promotion and Development of the Agriculture and Horticulture.
2. Development of the Waste Lands.

3. Development and Maintenance of the Grazing Lands and preventing their Unauthorized Alteration and Use.
4. Improvement of the Breed of the Cattle, Poultry and other Live Stock.
5. Promotion of the Dairy Farming, Poultry and Piggery.
6. Grassland Development.
7. Development of the Fisheries in the Villages.
8. Planting and Preservation of the trees on the sides of the roads and other public lands under its control.
9. Fuel Plantations and Fodder Development.
10. Promotion of the Farm Forestry.
11. Development of the Social Forestry.
12. Promotion of rural and cottage industries.
13. Organization of the Awareness Camps, Seminars and Training Programmes. Agricultural and Industrial Exhibitions.
14. Promoting co-operatives.
15. Maintenance and supervision of the veterinary hospitals.
16. Programmes relating to the land reforms.
17. Supervision of the sub-centres and Aanganwadis.

3.2.3 Other Functions

1. Organizing voluntary labour and contribution for the community works.
2. Promotion and development of the non-conventional energy devices including bio-gas plants.
3. Propagation of the improved chulhas and other efficient energy devices.
4. Regulation of the curing, tanning and dyeing of the skins and hides.
5. Construction and maintenance of the *dharmashalas* / *chatras* and similar institutions.
6. Construction and maintenance of the cattle sheds and cart stands.

7. Maintenance of the public parks and play grounds etc.
8. Implementation of the schemes / programmes specifically assigned by the Block Panchayat / Zilla Panchayat / State Government / Government of India.
9. Such other functions as may be entrusted e.g., elections, surveys for the data collection and protocol duties.

3.3 Staffing Pattern Proposed

The rationale for the proposed staff has already been explained in the earlier section and the reporting relationships are on the basis of the structure of the different sections of the PRI.

3.3.1 Core Staff

	Category of Staff	Reporting Officer	Category 'A'	Category 'B'	Category 'C'
a)	Gram Panchayat Secretary (GPS)	DPO-EO	1	1	1
b)	Accountant-cum-Cashier (A/c-C-C)	AO	1	1	1
c)	General Assistant (with Knowledge of Computer Applications and Operation)	ADPRO	1	1	2
d)	Sahayak Gram Sachiv (SGS)	PDO	-	1	1
e)	Gram Rozgar Sewak (GRS)	PDO	1	1	1
f)	Junior Engineer (Technical Assistant)	AE	One for a circle of GPs – with a minimum population of 50,000		
g)	Panchayat Development Officer (PDO) / Panchayat Coordination Officer (PCO)	BPRO	One for a circle of GPs – with a minimum population of 50,000		

Note: PDO/PCO and Junior Engineer (Technical Assistant) will be placed at the block headquarters and will look after the matters relating to the Gram Panchayats assigned to them and liaise with the implementing departments in the area.

3.3.2 Functional Staff: Such as teachers, *Angan-wadi* workers to be transferred by the respective government departments as per the prescribed norms. For instance, there are prescribed teacher - student ratios for the deployment of the teachers. Also, each village is entitled to an *Angan-wadi* worker.

3.3.3 Scheme Specific Staff: Gram Rozgar Sewak (GRS) under the NREGA: One for the each Gram Panchayat.

3.3.4 Sector Specific Staff

To be decided by the respective Sectoral Departments depending on the programmes under the implementation in the Gram Panchayat area from time to time.

3.3.5 Contractual / Contingent Staff

Bill Collector, Messenger, Driver, Watchmen, Guards, Mechanic and *Safai Karmchari* etc. Existing staff of these categories may continue until they vacate their positions. No future recruitment may be made to these categories of the posts. Future requirements to these positions may be met through contractual staff or outsourcing the relevant services. In this connection, it may be pertinent to note that State Acts and Rules generally provide that subject to the such rules as may be made by the State Government in this behalf, a Gram Panchayat may create new posts, break / abolish existing posts and fill vacant / created posts and fix pay and allowances of the persons appointed by them to the vacant / created posts as may be required by the Gram Panchayat for the carrying out its functions.

3.4 Job Descriptions of the Recommended Functionaries

These are the recommended duties of the staff as per the PRI guidelines.

3.4.1 Duties and responsibilities of the Gram Panchayat Secretary (GPS) include the following:

1. Gram Panchayat Secretary (GPS) shall discharge all the duties and exercise all the powers specifically imposed or conferred by or under the Panchayat Raj Act.
2. Attend the meetings of the Panchayat and of the Standing Committees and may take part in the discussions in an advisory capacity without a right to move any resolution or to vote.
3. G.P. Secretary is responsible for conducting the meetings of Gram Sabha, Gram Panchayat and its committees. Writing minutes of the meetings and securing implementation of the resolutions passed in these meetings. [Provided that where the Secretary is of opinion that any resolutions passed by the Panchayat has not been legally passed or is in excess of the powers conferred by this Act or any other Act or is likely to endanger human life, health or public safety, if implemented, he shall request in writing to the Panchayat, to review the resolution and express his views at the time of its review by the Panchayat and if the Panchayat upholds its previous decision, the matter shall be referred to the government after intimation to the Pradhan and if no decision of the government is received within fifteen days, the said resolution shall be implemented and information thereof shall be given to the government;]
4. With the approval of the Gram Sabha and Gram Panchayat, G.P. Secretary prepares annual budget estimates starting from the 1st April and ending on the 31st March, presents the details of the estimated and actual annual income and expenditure for the preceding year ending 31st March in the meeting of the Gram Panchayat.
5. Controls the officers and employees working under the Panchayat, subject to the general superintendence and the control of the Pradhan.

6. Keep accounts of the income of the Gram Panchayat from the tax / fee, and the grants received from the government and the expenditure incurred.
7. Ensure that nobody undertakes any business without taking licence from the Gram Sabha.
8. Maintain register containing family-wise details and keep it updated.
9. Maintain fixed assets and stock register in the prescribed format.
10. Prepare and publish voters list of the Gram Sabha.
11. Establishment of the Panchayat Industries.
12. Withdrawals from the accounts of the Gram Panchayat shall be done under the joint signature of the Gram Sachiv and Mukhia / Pradhan.
13. Prepare Muster Roll and other records of the each work according to the sanction and prescribed rules.
14. Make payments either by the cheque or cash for the all kinds of the expenditure authorized by the Panchayat.
15. Responsible for the safe custody of the Panchayat fund and all records of the Gram Panchayat.
16. Prepare the monthly, quarterly, half-yearly and annual statement of the Accounts and place the same before the Gram Panchayat.
17. Place before the Standing Committee for the finance the monthly accounts of the Panchayat by the prescribed date;
18. Furnish the returns, accounts statements and other details when called for by the government or any audit authority;
19. Inspect or cause to be inspected the accounts of the institutions under the control of the Panchayat;
20. Co-ordinate the preparation of the annual plans and the five year plans within the time specified by the government so as to enable the District Planning Committee (DPC) to approve the same;

21. In case of the more than one Panchayat assigned to the Secretary, the Block Development Officer (BDO) assigns the days for each Panchayat and the Secretary marks his attendance accordingly.
22. G.P. Secretary shall demand and collect the money levied by the Gram Panchayat in the form of the taxes/fees and deposit in the Panchayat's Accounts
23. Maintain the Birth and Death records and update it regularly.
24. Arrange meetings of the Vigilance Committees of the Gram Sabha and help them in their work.
25. Co-ordinate and support the different Department's works being implemented in the Gram Panchayat including the NREGA.
26. Promote the adult education.
27. Take care of the public buildings and other assets of the Gram Panchayat and prevent encroachments.
28. Keeping deposits in the National Savings Certificates (NSCs) and encashing them.
29. Execution of the Rural Sanitation Programmes.
30. Maintain cash book and books of the accounts and their safe custody.
31. Prepare plans and estimates for the work or projects in the conformity with the financial and technical guidelines.
32. Perform any other duty assigned by the government or Director of the Panchayat Raj from time to time.
33. Perform such other duties in respect of the work of the Gram Panchayat and of the State Government as the Pradhan or the Upa-Pradhan or the State Government may direct.

3.4.2 Duties of Accountant-cum-Cashier (A/c-C-C)

Assist the Gram Panchayat Secretary (GPS) in discharging the following duties:

1. Preparation of the annual budget estimates and presenting the details of the estimated and actual annual income and expenditure for the preceding year in the meeting of the Gram Panchayat.
2. Keeping accounts of the income of the Gram Panchayat from the tax/fee, and grants received from the government and expenditure incurred.
3. Making payments either by the cheque or cash for all kinds of the expenditure authorized by the Panchayat.
4. Furnishing the returns, accounts statements and other details when called for by the government or any audit authority.
5. Inspection of accounts of the institutions under the control of the Panchayat.
6. Preparation of the annual plans and five year plans within the time specified by the government so as to enable the District Planning Committee to approve the same.
7. Preparation of the plans and estimates for the work / projects in conformity with the financial and technical guidelines.
8. Attending to any other task that may be assigned to him by Gram Panchayat Pradhan / Secretary.

3.4.3 Duties of General Assistant (GA)

Provide secretarial assistance to Vigilance Committee of the Gram Sabha, Gram Pradhan, the Standing Committees of the Gram Panchayat and the Gram Panchayat Secretary (GPS). In addition, the General Assistant (GA) will assist the Gram Panchayat Secretary (GPS) in the discharge of the following functions:

1. Maintenance of the register containing the family-wise details and keep it updated.
2. Maintenance of fixed assets and stock register in the prescribed format.
3. Preparation and publication of voters list of the Gram Sabha.
4. Preparation of Muster Roll and other records of each work according to the sanction and prescribed rules.
5. Safe custody of all records of the Gram Panchayat.
6. Maintenance of the Birth and Death records and keeping them up-date.
7. Attending to any other task that may be assigned by the Gram Panchayat Secretary (GPS) / Pradhan.

3.4.4 Duties of Sahayak Gram Sachiv (SGS)

Assist the Gram Panchayat Secretary (GPS) in the discharge of his duties.

3.4.5 Duties of Gram Rozgar Sewak (GRS)

1. Receive applications from those eligible and decisions of the employment under NREGA.
2. Registration and issue of the job cards.
3. Preparation of Muster Roll for the employment / and of record of the employment provided to those registered for the employment.
4. Payment of the wages as per extant orders.

3.4.6 Duties of Junior Engineer (JE)

1. Preparation of the technical estimates of the works / projects of the plans to be executed.

2. Guiding / supervising execution of the works / projects as per standard / approved specifications.
3. Measurements of the completed works to facilitate processing of the payments.
4. Any other task that may be assigned by the Block Panchayat / Gram Panchayat.

3.5 Organizational Structure and Reporting Relationships in the Gram Panchayat

Every Gram Panchayat will have a Gram Panchayat Secretary (GPS) who will be under the control of the Pradhan of the Gram Panchayat. All other core and contingent staff of the Gram Panchayat will be reporting to GPS. Reports, Account Statements, Proposals / Resolutions etc. required to be furnished to the Block Panchayat will be sent to the BDO by the Gram Panchayat Secretary (GPS) with the approval of Pradhan.

CHAPTER 4: BLOCK PANCHAYAT

4.1 Introduction

The Block Panchayats (or Panchayat Samiti) may be divided into two categories based on size of the population:

Category	Size of Population
A	Upto 2.0 Lacs
B	More than 2.0 Lacs

4.2 Functions

4.2.1 General Functions

- a) Preparation of the annual plans in respect of the schemes entrusted to it under the relevant Act or by the government or the Zilla Panchayat and submission thereof to the Zilla Panchayat within the prescribed time for integration with the district plan.
- b) Consideration and consolidation of the annual plans of all Gram Panchayats in the Taluk and submission of the consolidated plan to the Zilla Panchayat.
- c) Preparation of annual budget of the taluk and its submission within the prescribed time to the Zilla Panchayat.
- d) Performing such functions and executing such works as may be entrusted to it by the government or the Zilla Panchayat.
- e) Providing relief to victims of the natural calamities.

- f) Pool technical expertise, both government and non-government at the Block level and provide technical services to the Gram Panchayats.

4.2.2 Sectoral Functions

- a) Agriculture, including Agricultural Extension:
 - a) Promotion and development of the agriculture and horticulture.
 - b) Maintenance of the agricultural seed farms and horticultural nurseries.
 - c) Storing and distribution of the insecticides and pesticides.
 - d) Propagation of improved methods of the cultivation.
 - e) Promotion of cultivation and marketing of the vegetables, fruits and flowers.
 - f) Training of the farmers and extension activities.
- b) Land Improvement and Soil Conservation:

Assisting the government and Zilla Panchayat in the implementation of Land Improvement and Soil Conservation programmes of the government.
- c) Minor Irrigation, Water Management and Watershed Development:
 - a) Assisting the government and Zilla Panchayat in the construction and maintenance of the minor irrigation works such as tube wells, tanks and small irrigation structures.
 - b) Implementation of the community and individual irrigation works.
- d) Animal Husbandry, Dairy and Poultry:
 - a) Maintenance of the Veterinary and Animal Husbandry Services.
 - b) Improvement of the breed of cattle, poultry and other live-stock.
 - c) Promotion of the dairy farming, poultry and piggery.
 - d) Fodder supply during the draughts.
 - e) Distribution of the minikits.
 - f) Prevention of the epidemics and contagious diseases.
- e) Fisheries:

- a) Distribution of the minikits.
- b) Identifying the beneficiaries.
- c) Helping the fish farmers to access credit from the financial institutions.
- d) Promotion of the fisheries development.
- e) Khadi, village and cottage industries (improvement of tasks for the fish alleviation).
- f) Khadi, Village and Cottage Industries:
 - a) Promotion of the rural and cottage industries.
 - b) Organization of the conferences, seminars and training programmes, agricultural and industrial exhibitions.
- g) Rural Housing:
 - a) Distribution of house sites in the villages outside Gramathana limits.
 - b) Implementation of the housing schemes.
- h) Drinking Water:
 - a) Establishment, repairs and maintenance of the rural water supply schemes.
 - b) Prevention and control of the water pollution.
 - c) Implementation of the rural sanitation schemes.
- i) Social and Farm Forestry, Minor Forest Produce, Fuel and Fodder:
 - a) Planting and preservation of trees on the side of the roads and other public lands under its control.
 - b) Fuel plantation and fodder development.
 - c) Promotion of the farm forestry.
 - d) Establish nurseries for supplying of the sapling and seedling.
- j) Roads, Buildings, Bridges, Ferries Waterways and other means of the Communication:
 - a) Construction and maintenance of public roads, drains, culverts and other means of the communications which are not under the control of any other local authority or the government

- b) Maintenance of any building or other property vested in the Taluk Panchayat (TP).
- c) Maintenance of the boats, ferries and waterways.
- k) Non-conventional Energy Sources:
 - a) Promotion and development of the non-conventional energy sources.
 - b) Installation of the biogas plant.
- l) Poverty Alleviation Programmes:
 - a) Beneficiary selection.
 - b) Implementation of the poverty alleviation programmes.
- m) Education, including Primary and Secondary Schools:
 - a) Promotion of the primary and secondary education.
 - b) Construction, repair and maintenance of the primary school buildings.
 - c) Promotion of the social education through youth clubs and mahila mandals.
- n) Technical Training and Vocational Education:
 - Promotion of the rural artisan and vocational training.
- o) Adult and Non-formal Education:
 - a) Mobilisation of the people for the participation in the adult education.
 - b) Implementation of the adult literacy.
- p) Cultural Activities:
 - Promotion of the social and cultural activities.
- q) Markets and Fairs:
 - Regulations of the fairs and festivals.
- r) Health and Family Welfare:
 - a) Promotion of the health and family welfare programmes.
 - b) Promotion of the immunization and vaccination programmes.
 - c) Health and sanitation at the fairs and festivals.
 - d) Collect health related data from the individual families.

- s) Women and Child Development:
 - a) Promotion of the programmes relating to the development of the women and children.
 - b) Promotion of the school health and nutrition programmes.
 - c) Promotion of the participation of the voluntary organizations in the women and child development programmes.
- t) Social Welfare including Welfare of the Handicapped, and Mentally Retarded:
 - a) Social welfare programmes including welfare of the handicapped, mentally retarded and destitute.
 - b) Monitoring the old age and widow's pensions and pension for the handicapped.
- u) Welfare of the Weaker Sections and in particular, of the Scheduled Castes, Scheduled Tribes and other Weaker Sections:
 - a) Promotion of welfare of the Scheduled Castes and Scheduled Tribes and other weaker sections.
 - b) Protecting such castes and classes from the social injustice and exploitation.
- v) Maintenance of the Community Assets:
 - a) Maintaining the all community assets vested in it or transferred by the government or any local authority or organization.
 - b) Prevention and maintenance of the other community assets.
- w) Public Distribution System:
 - Distribution of the essential commodities.
- x) Rural Electrification:
 - Promotion of the rural electrification.
- y) Co-operation:
 - Promotion of the co-operative activities.

z) Libraries:

Promotion of the libraries.

aa) Fuel and Fodder.

bb) Training in the construction of the smokeless chulas.

cc) Markets and Fairs:

a) Develop market complexes

b) Provide sanitary arrangements in the sites of the fairs

c) Improve existing village markets

dd) Such other functions as may be entrusted

4.3 Staffing Pattern Proposed

4.3.1 Core Staff

Sl. No.	Category of Staff	Reporting Officer	Number of Posts Recommended	
			Category A	Category B
1.	Block Development Officer (BDO) / Executive Officer (EO)	ADDITIONAL CEO	1	1
2.	Block Panchayati Raj Officer (BPRO)	BDO-EO	1	1
3.	Superintendent (Supdt.)	BDO-AEO	1	1
4.	Accounts Officer (AO)	BDO-EO	1	1
5.	Panchayat Development Officer (PDO)	BPRO	As shown under staffing pattern of Gram Panchayats	
6.	Junior Engineer (JE) / Technical Assistant (TA)	ASST. E		
7.	Extension Officer (EO) (Planning and Monitoring)	BDO-AO	1	1
8.	Executive Assistants (General) (EA(G))	SUPDT.	4	6
9.	Executive Assistant (Accounts) (EA(A/c))	AO	2	3

4.3.2 Sectoral Staff

Extension Officers to be provided by the concerned Sectoral Departments to implement and monitor sector-wise programmes / schemes approved for the implementation.

4.3.3 Functional Staff

To be transferred by the respective government departments as per prescribed norms.

4.3.4 Scheme Specific Staff

As provided in the respective schemes.

4.3.5 Contractual / Contingent Staff

SL. No.	Staff	No. of Posts	
1.	Peon	As per functional requirement	Contractual / Outsourced
2.	Part-time <i>Safai Karmchari</i>	As per functional requirement	Contractual / Outsourced
3.	<i>Chowkidar</i>	As per functional requirement	Contractual / Outsourced
4.	Driver along with vehicle	As per functional requirement	Outsourced

4.4 Job Description of the Recommended Staff

4.4.1 Block Development Officer (BDO) / Executive Officer (EO) of the Block Panchayat (Panchayat Samiti)

The Block Development Officer (BDO), in his capacity as Executive Officer (EO) shall:

- i. Exercise all the powers specifically imposed or conferred upon him by or under this Act or under any other law or rules for the time being in force;

- ii. Lays down the duties of, supervise and control the officers and staff holding office under the Panchayat Samiti in accordance with the rules made by the Government.
- iii. Supervise and control the execution of all works of the Panchayat Samiti;
- iv. Take necessary measures for the speedy execution of all works and developmental schemes of the Panchayat Samiti;
- v. Have custody of all papers and documents connected with the proceedings of the meeting of the Panchayat Samiti and its Committees;
- vi. Draw and disburse money out of the Panchayat Samiti fund; and
- vii. Exercise the such other powers and discharge such other functions as may be prescribed.

The Executive Officer (EO) shall function as Secretary of the Block Panchayat and Shall attend every meeting of the Block Panchayat and shall have the right to attend the meeting of any Committee thereof and to take part in the discussion but shall not have the right to move any resolution or to vote. If in the opinion of the BDO/EO any proposal or resolution before the Block Panchayat or any Committee or any order of the *Adhyaksha* is violative of, or inconsistent with the provisions of the Panchayat Raj Act, or any other law or rule or order made thereunder or any financial regulation or budget provision or is in violation of the functions and powers of the Block Panchayat or the *Adhyaksha*, it shall be duty of the BDO/EO to advise the Block Panchayat or the Committee or the *Adhyaksha* in the form of a written note containing the reasons for his opinion. If the proposal or resolution or order has been considered and passed by the Block Panchayat or the Committee or the *Adhyaksha* before such advice is tendered, the BDO/EO may resubmit the proposal or resolution or order with his advice after such examination as he considers necessary.

Other responsibilities of the Executive Officer (EO) are:

- Preparation of the annual plans in respect of the schemes entrusted to it by the government or the Zilla Panchayat and submission thereof to the Zilla Panchayat within the prescribed time for integration with the district plan;
- Consideration and consolidation of the annual plans of all Gram Panchayats in the Block and submission of the consolidated plan to the Zilla Panchayat;
- Preparation of annual budget of the Block Panchayat and its submission within the prescribed time to the Zilla Panchayat;
- Providing relief in the natural calamities;
- Realisation of the fines and penalties as may be imposed by the Panchayat Samiti;
- Maintaining and keeping in proper custody all the records including all books of accounts of the Panchayat Samiti; and
- Maintaining service records and Annual Performance Reports of the employees.

4.4.2 Joint Block Development Officer (BDO) / Block Panchayat Raj Officer (BPRO)

1. Assist the Block Development Officer (BDO) / Executive Officer (EO) in the discharge of functions as Secretary to the Panchayat Samiti.
2. Function as the programme officer of Mahatma Gandhi National Rural Employment Gurantee Act (MNREGA) and supervise and monitor works under MNREGA.
3. Attend to other tasks that may be assigned to him by the BDO or Block Panchayat.

4.4.3 Panchayat Development Officer (PDO):

1. Exercise all the powers specifically imposed or conferred upon him by or under the Panchayat Raj Act or under any other law or orders issued by the appropriate authority.
2. Supervise and monitor the functioning of the Gram Panchayats and guide the elected representatives in the process and procedures of decision taking at the Gram Panchayat and its Standing Committee Meetings.
3. Take necessary measures for the speedy execution of all works and developmental schemes of the Gram Panchayat; and
4. Implementation of the Poverty Alleviation programmes including NREGA.
5. Assist the BDO/EO at Block Panchayat level in the discharge of the following functions in respect of the Gram Panchayats falling under his jurisdiction:
 - Agriculture and Agriculture Extension.
 - Land Development and Conservation, Consolidation of the Land.
 - Minor Irrigation, Water Conservation, Development of the Water Resources.
 - Animal Husbandary, Dairy Development and Poultry Farms, Fisheries.
 - Social Forestry.
 - Rural Housing.
 - Drinking Water.
 - Roads, Bridges, Water Waste and other means.
 - Rural Electrification.
 - Non-conventional Energy Sources.
 - Education, Primary and Middle Education Schools.
 - Adult and Informal Education.
 - Sports and Cultural Activities.
 - Medical Care and Hygiene.

- Family Welfare.
- Social Welfare including welfare of the disabled and mentally retarded.
- Welfare of the Weaker Sections, SCs/STs.
- Monitoring of the Old Age and Widows Pension Scheme.

4.4.4 Accounts Officer (AO)

Shall assist the Executive Officer (EO) in the discharge of the following functions:

- i. Preparation of the annual plans in respect of the schemes entrusted to it by the government or the Zilla Panchayat and submission thereof to the Zilla Panchayat within the prescribed time for integration with the district plan.
- ii. Consideration and consolidation of the annual plans of all Gram Panchayats in the Block and submission of the consolidated plan to the Zilla Panchayat.
- iii. Preparation of annual budget of the Block Panchayat and its submission within the prescribed time to the Zilla Panchayat.
- iv. Drawal and disbursement of monies out the Block Panchayat Fund and maintenance of the account books.
- v. Observance of all the financial and accounting regulations in force.
- vi. Recovery of the taxes, fees and other dues.
- vii. Tendering financial advice.
- viii. Any other task that may be assigned to him by Executive Officer (EO) or Chairperson of the Block Panchayat.

4.4.5 Executive Assistant (Accounts)

They shall assist Accounts Officer (AO) in matters relating to the accounts and in disbursing monies out of the Block Panchayat Fund as per sanctions. One of the Executive Assistant (Accounts) (EA(A/c)) / will function as an Accountant-cum-Cashier (A/c-C-C).

4.4.6 Extension Officer (EO) (Planning and Monitoring)

He shall assist the BDO in coordinating the development plans of the Gram Panchayats, and implementation and monitoring of the approved plans.

4.4.7 Superintendent (Supdt.)

He will exercise overall supervision and provide guidance to the Executive Assistants (General) (EA(G)) in performance of the jobs allocated to them.

4.4.8 Executive Assistant (General) (EA(G))

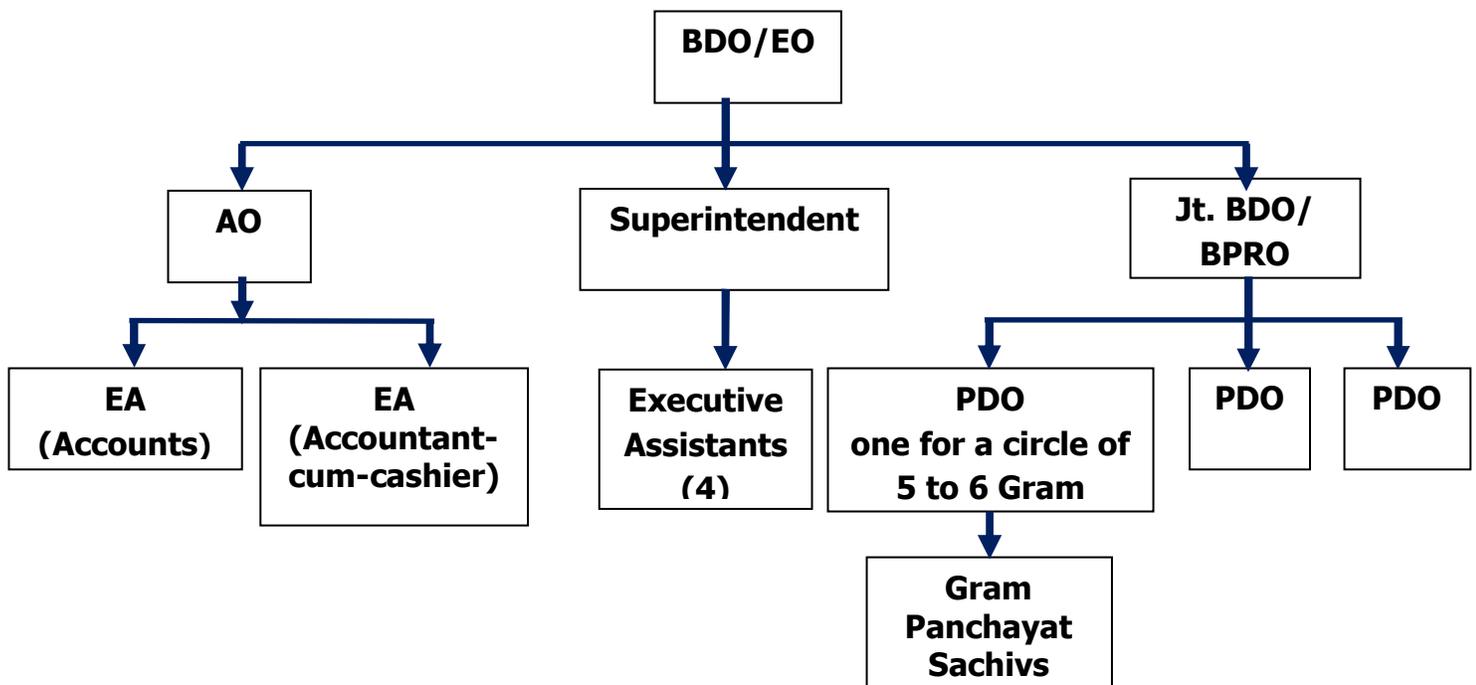
Jobs to be handled at the level of Executive Assistants (EAs) include:

- a) Secretarial Assistance to the Panchayat Samiti, and its Standing Committees;
- b) Establishment matters, Public Complaints and Grievances;
- c) Issue of the Birth, Death, Marriage and Caste Certificates etc.;
- d) National and State Social Security Schemes;
- e) Assistance from the Area M.P. / M.L.A. Fund;
- f) Administration of the Public Distribution System;
- g) Pensions and Scholarships;
- h) Financial Assistance for the Inter-caste / Girls Marriage;

- i) Administration of the Employment Generation and Poverty Alleviation Schemes;
- j) Stores, Stationery and other Utilities;
- k) Maintenance of the Statistics;
- l) Receipt, Despatch and Typing etc.

The Executive Officer shall allocate these jobs to the Executive Assistants (EAs).

4.5 Organizational Structure of the Panchayat Samiti



CHAPTER 5: ZILLA PANCHAYAT

5.1 Functions

5.1.1 General Functions

1. Overall supervision of and co-ordination with the Block Panchayats and Gram Panchayats and integration of the development schemes at the Block and District levels and preparing the plan for the development of the district.
2. To prepare annual budget of the district.
3. To finalise Annual Action Plans in respect of the MNREGA, (Backward Regions Grand Fund (BRGF) and other schemes.
4. Controlling authority of district level officers of the different departments notified by the State Government.
5. Maintenance of community assets vested in it or transferred to it by the Government or any local authorities or organisation.
6. Construction of the community assets vested.

5.1.2 Sectoral Functions

I. Agriculture (including Agricultural Extension) and Horticulture:

1. Promotion of the measures to increase agricultural production and to Popularize the use of the improved agricultural implements and the adoption of the improved agricultural practices.
2. Opening and maintenance of the agricultural and horticultural farms and commercial farms.
3. Establishment and maintenance of the go-downs.

4. Conducting the agricultural fairs and exhibitions.
5. Management of the agricultural and horticultural extension and training centres.
6. Training of the farmers.

II. Land Improvement and Soil Conservation:

Planning and implementation of the land improvement and soil conservation programmes entrusted by the Government.

III. Minor Irrigation, Water Management and Watershed Development:

- (1) Construction, renovation and maintenance of the minor irrigation works.
- (2) Providing for the timely and equitable distribution and full use of water under irrigation schemes under the control of the Zilla Panchayat.
- (3) Watershed development programmes.
- (4) Development of the ground water resources.

IV. Animal Husbandry, Dairying and Poultry:

- (1) Establishment and maintenance of the taluk and village veterinary hospitals, first-aid centres and mobile veterinary dispensaries.
- (2) Improvement of the breed of cattle, poultry and other livestock.
- (3) Promotion of the dairy farming, poultry and piggery.
- (4) Prevention of the epidemics and contagious diseases.

V. Fisheries:

- (1) Development of the fisheries in the irrigation works vested in the Zilla Panchayat.
- (2) Promotion of the inland, brackish water and marine fish culture.
- (3) Implementation of the fishermen's welfare programmes.

VI. Khadi, Village and Cottage Industries:

- (1) Promotion of the rural and cottage industries.
- (2) Establishment and management of the training-cum-production centres.
- (3) Organisation of the marketing facilities for the products of the cottage and village industries.
- (4) Implementation of the schemes of State Boards and All India Boards and Commissions for the development of the rural and cottage industries.

VII. Small-scale Industries including Food Processing Industries:

Promotion of the small-scale industries.

VIII. Rural Housing:

Promotion of the rural housing programme.

IX. Drinking Water:

Promotion of the drinking water and rural sanitation programmes.

X. Minor Forest Produce and Fuel and Fodder:

- (1) Promotion of the social and farm forestry, fuel plantation and fodder development.
- (2) Management of the minor forest produce of the forests raised in the community lands.
 - a. Development of the wasteland.

XI. Roads, Buildings, Bridges, Ferries, Waterways and other means of the Communications:

- (1) Construction and maintenance of the district roads and culverts, causeways and bridges (excluding State Highways and Village Roads).
- (2) Construction of the administrative and other buildings in connection with the requirements of the Zilla Panchayat.

XII. Non-conventional Energy Sources:

Promotion and development of the non-conventional energy sources.

XIII. Poverty Alleviation Programmes:

Planning supervision and monitoring the implementation of the poverty alleviation programmes.

XIV. Education including Primary and Secondary Schools:

- (1) Promotion of the educational activities in the district including the establishment and maintenance of the primary and secondary schools.
- (2) Establishment and maintenance of the ashram schools and orphanages.
- (3) Survey and evaluation of the education activities.

XV. Technical Training and Vocational Education:

- (1) Establishment and maintenance of the rural artisan and vocational training centres.
- (2) Encouraging and assisting the rural vocational training centres.

XVI. Adult and Non-Formal Education:

Planning and implementation of the programmes of the adult literacy and non-formal education programmes.

XVII. Markets and Fairs:

Regulation of the important fairs and festivals in the district.

XVIII. Health and Family Welfare:

- (1) Management of the hospitals and dispensaries excluding those under the management of the government or any other local authority.
- (2) Implementation of the maternity and child health programmes.
- (3) Implementation of the family welfare programmes.

(4) Implementation of the immunization and vaccination programmes.

XIX. Women and Child Development:

(1) Promotion of the programmes relating to the development of the women and children.

(2) Promotion of the school health and nutrition programmes.

(3) Promotion of the participation of the voluntary organizations in the women and child development programmes.

XX. Social Welfare, including Welfare of the Handi-capped and Mentally Retarded:

Promotion of the social welfare programmes, including welfare of the handicapped, mentally retarded and destitute.

XXI. Welfare of the Weaker Sections and in particular of the Scheduled Castes and Scheduled Tribes:

(1) Promotion of the educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and Backward Classes.

(2) Protecting such castes, tribes and classes from the Social injustice and all forms of the exploitation.

(3) Establishment and management of the hostels of such castes, tribes and classes.

(4) Supervision and management of hostels in the district distribution of grants, loans and subsidies to individuals and other schemes for the welfare of the Scheduled Castes, Scheduled Tribes and Backward Classes.

XXII. Cultural Activities:

Promotion of the social and cultural activities.

XXIII. Public Distribution System

XXIV. Rural Electrification**XXV. Co-operation:**

Promotion of the co-operative activities.

XXVI. Libraries:

Promotion of the libraries.

XXVII. Such other functions as may be entrusted.**5.2 Staffing Pattern Proposed**

Sl. No.	Title of the Post	Reporting Officer	Number Proposed
Core Staff			
1.	Chief Executive Officer (CEO)	Adhyaksh/ZP	1
2.	Additional CEO	CEO	1
3.	District Panchayat Raj Officer (DPRO)	CEO	1
4.	Senior Accounts Officer (SAO)	CEO	1
5.	Accounts Officer (A/c O)	SAO	1
6.	District Engineer (DE)	Addl.CEO	1
7.	Assistant Engineer (AE)	DE	1
8.	Junior Engineer (JE)	AE	2
9.	Superintendent (Supdt.)		1
10.	Executive Assistant (Accounts) (EA(A/c))	Senior Accountants Officer	2
11.	Executive Assistant (General) (EA(G))	Supdt.	5
Contingent Staff			
12.	<i>Safai Karmchari</i>	EA-SUPTD	As per requirement – on contractual basis
13.	<i>Chowkidar</i>	EA-SUPTD	As per requirement – on contractual basis
14.	Peon	EO- SUPTD	As per requirement – on contractual basis
15.	Driver	EO/ SUPTD	To be outsourced along with vehicle as per requirement

Functional Staff

To be transferred by the respective departments of the State Government as per need.

Scheme Specific Staff

As provided in the respective schemes.

Sectoral Staff

To be transferred by the respective sectoral departments as per need depending on the programmes / schemes under the implementation.

5.3 Job Descriptions of Recommended Positions

Chief Executive Officer (CEO)

Functions of the Chief Executive Officer (CEO) are as follows:

1. Discharge all duties imposed and exercise all the powers conferred on him under the Panchayat Act and the rules made thereunder and perform such functions entrusted to him by the Government from time to time;
2. Control the officers and staff of, or holding office under, the Zilla Panchayat subject to the general superintendence and control of the *Adhyaksha* and such rules as may be prescribed;
3. To act as Secretary of the District Planning Committee (DPC);
4. Supervise and control the execution of all works of the Zilla Panchayat;
5. Take necessary measures for the speedy execution of all works and developmental schemes of the Zilla Panchayat;
6. Have custody of all papers and documents connected with the proceedings of the meetings of the Zilla Panchayat and its Committees;
7. Draw and disburse monies out of the Zilla Panchayat Fund;
8. Exercise such other powers and discharge such other functions as may be prescribed;

9. The CEO shall attend every meeting of the Zilla Panchayat and shall have right to attend the meeting of any Committee thereof and to take part in the discussion but shall not have the right to move any resolution or to vote. If in the opinion of the CEO any proposal or resolution before the Zilla Panchayat or any Committee or an order of the *Adhyaksha* is violative of, or inconsistent with, the provisions of the Panchayat Act, or any other law or rule or order made thereunder, he shall bring it to the notice of the Zilla Panchayat or its Committee or *Adhyaksha* in the form of a written note containing the reasons for his opinion. If the proposal or resolution or order has been considered and passed by the Zilla Panchayat or the Committee or *Adhyaksha* before such advice is tendered, the CEO may resubmit the proposal or resolution or order with his advice after such examination as he considers necessary;
10. If the Zilla Panchayat or any of its Committees or the *Adhyaksha* passes the resolution or order without resolving the inconsistency referred to above, it shall be the duty of the CEO, notwithstanding any other provisions in the Panchayat Act, to forward forthwith to the Government under intimation to the *Adhyaksha* a copy of the said resolution or order along with his written note and he shall not implement such resolution or order otherwise than as decided by the Government; if the Government does not communicate its decision within 15 days from the date of the receipt of such letter, the CEO shall take action to implement such resolution of the Zilla Panchayat or the Committee or the order of the *Adhyaksha*; and
11. CEO is empowered to take possession of the money, accounts, records or other property belonging to a Gram Panchayat, Block Panchayat or Zilla Panchayat from anyone in possession of the same on a requisition in writing. He has also the power to recover dues in the same manner as recovery of the arrears of land revenue from the defaulters.

Additional CEO

Additional CEO shall assist the CEO in discharge of the development functions.

District Panchayat Raj Officer (DPRO)

DPRO shall assist the CEO in the matters relating to the functioning of the Panchayati Raj System (PRS) in the district. His responsibilities include:

- Organising elections of the three tiers PRIs
- Looking after all the matters relating to the elected representatives including their training and remuneration
- Administration of the Panchayati Raj Cadres
- Establishment matters and Capacity Building of the staff borne on the Panchayati Raj Service Cadre

DPRO shall also coordinate work of the Panchayati Raj Institutions (PRIs).

Senior Accounts Officer (SAO)

- a. The Senior Accounts Officer (SAO) shall advise the Zilla Panchayat in matters of the financial administration and shall be responsible for all the matters relating to the accounts of the Zilla Panchayat including the preparation of the annual accounts and budget.
- b. The Senior Accounts Officer (SAO) shall ensure that no expenditure is incurred except under the proper sanction and in accordance with the Act and the Rules and Regulations made thereunder and shall disallow any expenditure not warranted by the Act or the Rules or Regulations for which no provision is made in the budget.
- c. Any other task that may be assigned by the CEO.

Accounts Officer (AO)

Accounts Officer (AO) shall assist SAO in the matters relating to the financial administration and accounts of the Zilla Panchayat including preparation of the annual accounts and budget.

Superintendent (Supdt.) supported by the Executive Assistants (General) (EA(G))

- Shall assist DPRO in the discharge of his functions.
- Shall provide secretarial assistance to the District Panchayat and its Committees, and ensure custody and maintenance of the relevant records.

District Engineer (DE)

Shall function as works manager and perform the following tasks:

- Plan the works as per sanctions
- Implement the approved works
- Supervise and monitor the progress of the works
- Inspect and approve the completed works to facilitate release of the payments
- Construction of the Community Assets
- Maintenance of the Community Assets
- Provide Technical Service to the Block Panchayat

Assistant Engineer (AE)

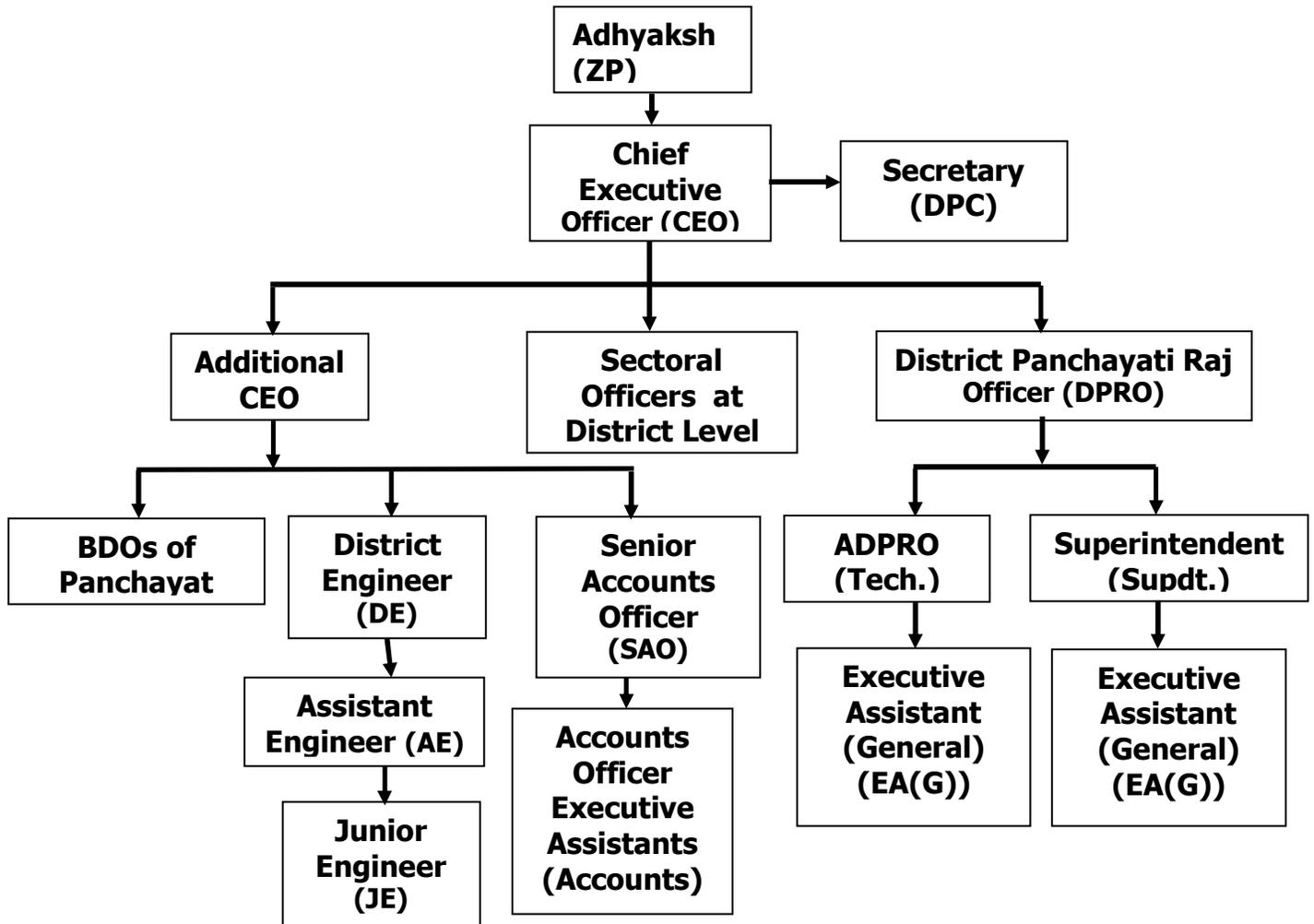
Shall assist the District Engineer (DE) in the planning and executing approved works.

Junior Engineer (JE)

- facilitate preparation of the engineering drawings for the works approved and get the drawings approved
- supervise execution of works at the ground level
- take measurement of the completed works to facilitate release of the payments

- perform such other tasks as may be assigned by the District Engineer (DE) / Assistant Engineer (AE)

5.4 Organisation Structure and Reporting Relationships



CHAPTER 6: PAY AND ALLOWANCES

6.1 Rates of Pay

Some State Governments have implemented the 6th Pay Commission's recommendations. While, some states have their own pay structures. For latter category of the States, it may be difficult to follow the 6th Pay Commission's pay structures for PRIs. They would necessarily have to follow the pay structure applicable to other State Government employees of the State. However, the pay structures shown against various categories of the posts in this manual are on the pattern of the 6th Pay Commission.

It will be noted that we have not recommended any post of Typist, Steno-typist or Stenographer / Personal Assistant (PA). This has been done keeping in view the recommendation of the 6th Pay Commission for re-structuring ministerial cadres by integrating Secretarial and Stenographic cadres and substituting them by a new category, called Executive Assistants (EAs) who will be equipped in the Computer Applications. In the States visited by us, ministerial posts were designated as the LDC / Typist and UDC or Junior Assistant (Jr. A) and Senior Assistant (Sr. A). We have replaced them by the Executive Assistant Grade II (EA(GrII)) and Executive Assistant Grade I (EA(GrI)) respectively. The number of jobs of Executive Assistants (EAs) may be apportioned into Grade II and Grade I in the ratio of 50:50. Executive Assistants (EAs), General as well as Accounts will carry the identical pay scales.

We have also taken note of the 6th Pay Commission's recommendation regarding outsourcing the work involving jobs which can be managed by 5th / 8th standard personnel. The functionaries manning these jobs are normally designated as *Safaiwala*, *Farash*, *Chawkidar*, Watchman, *Malh*, Packer, Peon, Drafting, and Record Sorter etc.

Accordingly, we have recommended engagement of the contingent work force by the respective Panchayats as per functional requirements at the local prevailing rates. These categories have not, therefore, been included in the recommended positions / pay-scales. The existing staff in these categories may, however, continue as per existing terms and conditions till such time as they vacate the present posts or revert to their parent cadres.

The proposed rates of pay for all the recommended categories of the posts in three tier panchayats are given in the succeeding table:

Table 6.1: Recommended Positions and Rates of Pay at the Three Levels of PRIs

Sl. No.	Designation	Pay Band (PB) (Rs.)	Grade Pay (Rs.)	Entry Pay in the Pay Band (Rs.)	Total (Rs.)
1.	Chief Executive Officer (CEO)	On deputation from the State Government (Rate of Pay as applicable in the respective State)			
2.	Additional CEO	On deputation from the State Government (Rate of Pay as applicable in the respective State)			
3.	District Panchayat Raj Officer (DPRO)	PB3 (15,600 – 39,100)	5,400	15,600	21,000
4.	Block Development Officer (BDO)	PB3 (15,600 – 39,100)	5,400	15,600	21,000
5.	District Engineer (Works Manager)	PB3 (15,600 – 39,100)	5,400	15,600	21,000
6.	Jt. BDO/Programme Officer (MNREGA)	PB2 (9,300 – 34,800)	4,800	13,350	18,150
7.	Block Panchayat Raj Officer (BPRO)	PB2 (9,300 – 34,800)	4,800	13,550	18,150
8.	Assistant Engineer (AE)	PB2 (9,300 – 34,800)	4,800	13,550	18,150
9.	Senior Accounts Officer (SAO)	PB2 (9,300 – 34,800)	4,600	12,540	17,140
10.	ADPRO (Technical)	PB2 (9,300 – 34,800)	4,800	9,300	13,500

11.	Panchayat Development Officer (PDO)	PB2 (9,300 – 34,800)	4,200	9,300	13,500
12.	Junior Engineer (Technical Assistant)	PB2 (9,300 – 34,800)	4,200	9,300	13,500
13.	Manager Information Technology	PB2 (9,300 – 34,800)	4,200	9,300	13,500
14.	Accounts Officer (AO)	PB2 (9,300 – 34,800)	4,200	9,300	13,500
15.	Superintendent (Supdt.)	PB2 (9,300 – 34,800)	4,200	9,300	13,500
16.	Gram Panchayat Secretary (GPS)	PB1 (5,200 – 20,200)	2,400	7,510	9,910
17.	Executive Assistant (Grade I) (EA(GrI))	PB1 (5,200 – 20,200 GP 2,400)	2,400	7,510	9,910
18.	Sahayak Gram Sachiv (SGS)	PB1 (5,200 – 20,200)	1,900	5,830	7,730
19.	Gram Rozgar Sewak (GRS)	PB1 (5,200 – 20,200)	1,900	5,830	7,730
20.	Executive Assistant (Grade II) (EA(GrII))	PB1 (5,200 – 20,200)	1,900	5,830	7,730

6.2 Rate of the Increment

The rate of the increment in the revised pay structure will be 3% of the sum of the pay in the pay band and grade pay applicable, which will be rounded off to the next multiple of 10. The amount of the increment will be added to the existing pay in the pay band.

6.3 Dearness Allowance (DA)

The payment of dearness allowance stems from the need to protect erosion in the real value of the basic salary on account of the inflation. Consequently, the DA admissible is positively linked to the level of the inflation. The Government of India calculates the level of inflation for the purposes of grant of dearness allowance to the Central

Government employees on the basis of the All India Consumer Price Index Number for the industrial workers. It is suggested that the PRIs may adopt the same rates of dearness allowance as applicable to the Central Government employees from time to time.

6.4 Other Allowances

The rates of other allowances such as House Rent Allowance (HRA), Transport Allowance (TA), Travelling Allowance (LTS) and Education Allowance for the PRI employees may be the same as applicable to the corresponding employees of the respective State Governments.

CHAPTER 7: CADRE STRUCTURE

7.1 Introduction

This chapter deals with cadre structures of the Panchayat Raj officials upto the district level. It is envisaged that there will be four cadres for officials working in the Panchayati Raj Institutions (PRIs):

- A. **Development Cadre** comprising of Gram Rozgar Sewak (GRS)/Sahayak Gram Sachiv (SGS) → Gram Panchayat Sachiv (GPS) → Panchayat Development Officer (PDO)/Panchayat Coordination Officer (PCO) → Block Panchayat Raj Officer (BPRO)/Joint Block Development Officer (Jt. BDO) → Block Development Officer (BDO) / Executive Officer (EO).

BDO/EO may be considered for promotion as Additional Chief Executive Officer – a state cadre post – on fulfilling the essential and desirable qualifications for that post.

- B. **Engineering Cadre** consisting of Junior Engineer (JE)/Technical Assistant (TA) → Assistant Engineer (AE) → District Engineer (DE). DE may be considered for promotion to a state cadre post on fulfilling the essential and desirable qualifications for that post.
- C. **Administrative Cadre** comprising of Executive Assistants (General) (EA(G)–Grade-II) → Executive Assistant (Grade-I) → Superintendent/Manager → Additional District Panchayat Raj, Officer (ADPRO) → District Panchayat Raj Officer (DPRO). DPRO may be considered for promotion as Additional Chief Executive Officer – a state cadre post – on fulfilling the essential and desirable qualifications.

D. **Finance and Accounts Cadre** encompasses Accountant-cum-Cashier/ Executive Assistant Accounts – (Grade-II) → Executive Assistant (Accounts-Grade-I) (EA(A/c) Accounts Officer (A/c O) → Senior Accounts Officer (Sr. A/c O). Sr. A/c O may be considered for promotion to the next higher grade in the state cadre on fulfilling the essential and desirable qualifications for that post.

Officials deputed / transferred to PRIs in subject areas like Planning and Statistics, Agriculture, Animal Husbandry, Industry, Education and Social Welfare have not been included in the PRI cadre structure as such staff are deputed to PRIs by respective parent departments at the State level. While, they are located in PRIs, they perform a dual role i.e. they support the PRIs and at the same time look after the works being executed by their respective functional departments.

CHAPTER 8: RECRUITMENT RULES

8.1 Introduction

Recruitment rules have been specified here in respect of posts in each of the four cadres described in Chapters 6. Further, recruitment rules have been indicated in respect of selection posts through direct selection and through promotion of eligible internal candidates. No attempt has been made to mention recruitment rules for posts filled through deputation from any other Civil Services in the State cadre. In respect of posts filled through deputation, it is presumed that recruitment rules for direct selection will be the guiding principles.

In each cadre, for any post, if no suitable candidates are available through either direct recruitment or through selection by promotion, candidates in equivalent grade found suitable may be taken on deputation or through from any civil service of the State. Further, for each post reservation for SC/ST/OBC candidates as per rules and orders of the State Government from time-to-time are applicable.

The posts of CEO and Additional CEO are not included in this section, as they are on deputation from the State Cadre.

8.2 Development Cadre

Recruitment rules are indicated for each post in the order in which they appear in Table 8.1 of Chapter 8.

Chief Executive Officer (CEO): On deputation from the State Cadre of Group-A,
Gazetted Officers

Additional Chief Executive Officer: On deputation from the State Cadre of Group-A,
Gazetted Officers

NAME OF THE POST	Block Development Officer (BDO) / Executive Officer (EO)
STATUS OF THE POST	<u>Group-A, Gazetted</u>
CADRE	Panchayat Raj – Development
PAY SCALE	PAY BAND (PB3) Rs.15,600-39,100 Grade Pay Rs.5,400
APPOINTING AUTHORITY	State Government
CONTROLLING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
METHOD OF RECRUITMENT	50% posts of BDO shall be filled by direct recruitment and the remaining 50% through selection by promotion
DIRECT RECRUITMENT	The State Civil Services Commission shall advertise the number of vacancies as per normal procedures and shall invite applications from the candidates eligible for appointment. The eligible candidates will be subject to a competitive examination followed by an interview by a Selection Committee constituted by the Commission
	As prescribed by the State Government
SELECTION PROCESS	Must be a holder of a degree of a recognized University established by law in India or specified by the State Government from time to time
ELIGIBILITY CONDITIONS	
a) AGE	Post Graduate Degree or Diploma in Rural Development or Rural Development experience for atleast 5 years during the course of their studies or thereafter shall be given preference
b) ESSENTIAL QUALIFICATION	
c) PREFERRED QUALIFICATION	

<p>SELECTION BY PROMOTION</p> <p>a) Age</p> <p>b) Educational Qualification</p> <p>c) Experience</p> <p>d) Departmental Promotional Committee (DPC)</p>	<p>50% post of the Posts of BDO/E.O. shall be filled by promotion from the State Gradation list of Joint Block Development Officer (Jt.BDO) and Block Panchayat Raj Officer (BPRO)</p> <p>No upper age limit</p> <p>Must be a holder of a degree of a recognized University established by law in India or specified by the State Government from time to time</p> <table border="0"> <thead> <tr> <th data-bbox="565 741 781 772">Category of Post</th> <th data-bbox="976 741 1317 846">Minimum experience needed in a substantive capacity (Years)</th> </tr> </thead> <tbody> <tr> <td data-bbox="565 915 659 947">Jt. BDO</td> <td data-bbox="1133 915 1149 947">5</td> </tr> <tr> <td data-bbox="565 982 634 1014">BPRO</td> <td data-bbox="1133 982 1149 1014">5</td> </tr> </tbody> </table> <p>The criteria for promotion shall be Merit-cum-Seniority determined through a duly constituted Departmental Promotion Committee (DPC) by the State Government which may comprise of</p> <ol style="list-style-type: none"> 1. Chairman / Member, State Civil Services Commission – Chairman 2. Secretary Panchayat Raj Department – Member 3. An Officer of the Personnel and Administrative Reforms Department not below the rank of Jt. Secretary – Member 4. An Officer belong to SC/ST community not below the rank of Jt. Secretary nominated by the Personnel and Administrative Reforms Department – Member <p>The DPC may consider eligible candidates from the State gradation list, examine their performance records and interview them as specified by the State Government. Based on this selection process, DPC may recommend suitable candidates</p>	Category of Post	Minimum experience needed in a substantive capacity (Years)	Jt. BDO	5	BPRO	5
Category of Post	Minimum experience needed in a substantive capacity (Years)						
Jt. BDO	5						
BPRO	5						

NAME OF THE POST	Joint Block Development Officer (Jt.BDO) / Block Panchayat Raj Officer (BPRO)
STATUS OF THE POST	<u>Group-B, Gazetted</u>
CADRE	Panchayat Raj – Development
PAY SCALE	PAY BAND (PB2) (Rs.9,300-34,800) Grade Pay Rs.4,800
APPOINTING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
CONTROLLING AUTHORITY	District Panchayat Raj Officer (DPRO)
METHOD OF RECRUITMENT	50% posts of Jt. BDO/BPRO shall be filled by direct recruitment and the remaining 50% through selection by promotion
DIRECT RECRUITMENT SELECTION PROCESS	<p>The Commissioner/Director Panchayats, on departmental requisition, shall advertise the number of vacancies and invite applications from the candidates eligible for appointment.</p> <p>The Commissioner/Director Panchayats may constitute a Selection Committee which may recommend suitable candidates by subjecting, all eligible candidates to an examination/interview.</p>
ELIGIBILITY CONDITIONS	As prescribed by the State government
a) AGE	Graduate in Arts, Science or Commerce, from any University recognized by the Government or any other qualification as declared equivalent to the aforesaid degree by the Government from time to time
b) ESSENTIAL QUALIFICATION	
c) PREFERRED QUALIFICATION	Three year's Rural Development experience during the course of their studies or thereafter

<p>Eligibility and Selection Process for Promotion</p>	<p>Criteria for promotion shall be merit-cum-seniority determined by a duly constituted DPC from amongst Panchayat Development Officers (PDOs) / Panchayat Coordination Officers (PCOs) or any other State Government employee in the Pay Band 2 with a Grade Pay of at least Rs.4,200 per month having required qualifications and at least 3 years service in the post in a substantive capacity.</p> <p>The Promotion shall be considered on the recommendation of a Departmental Promotion Committee (DPC) constituted by the Commissioner/Director Panchayats as per composition given below:</p> <ol style="list-style-type: none"> i) Senior most Deputy-Director/Deputy-Director-cum-Deputy-Secretary, Panchayat Raj – Chairman ii) Monitoring Officer, Panchayat Raj – Member iii) Assistant Director, Panchayat Raj – Member iv) An officer belonging to SC/ST Community, not below the rank of Dy-Secretary, nominated by the Personnel and Administrative Reforms Department – Member
<p>Training</p> <p>Probation and confirmation</p>	<p>The persons appointed/promoted shall have to successfully complete a three months exhaustive training program arranged by the department</p> <p>Probation period will be 2 years from the date of appointment/promotion. The probation period may be extended for further one year, in case the performance/service is not found satisfactory. If the performance/service is not satisfactory even during the extended period, the service may be terminated / the incumbent may be reverted to the previous post. Confirmation is subject to fulfilling the following conditions:</p> <ul style="list-style-type: none"> • passing of departmental examination • successfully undergoing the training arranged by the department • satisfactory performance/service prescribed

NAME OF THE POST	Panchayat Development Officer (PDO)/ Panchayat Coordination Officer (PCO)
STATUS OF THE POST	<u>Group-C, Non-Gazetted</u>
CADRE	Panchayat Raj – Development
PAY SCALE	PAY BAND (PB2) (Rs.9,300-34,800) Grade Pay Rs.4,200
APPOINTING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	50% of posts shall be filled by direct recruitment and 50% through selection by promotion
DIRECT RECRUITMENT SELECTION PROCESS	The Chief Executive Officer (CEO) of Zilla Parishad shall advertise the number of vacancies for and invite applications from the candidates eligible for appointment. He shall constitute and Selection Committee which may conduct written examination / interview, as specified by the CEO, and based on this shall recommend suitable candidates
ELIGIBILITY CONDITIONS a) AGE	As prescribed by the State government
b) ESSENTIAL QUALIFICATION	Must be a holder of a degree of a recognized University
c) PREFERRED QUALIFICATION	Candidate concerned with Rural Development Works for at least three years during the course of their studies or thereafter shall be given preference
Selection by Promotion	The criteria for promotion shall be merit-cum-seniority determined by a duly constituted DPC

Age	No upper age limit
Qualification	Must be a degree holder of a recognized University and must have put in atleast three years service in a substantive capacity as Gram Panchayat Sachiv or Executive Assistant (Grade 1)
Selection Process	<p>The Promotion shall be considered on the recommendation of a Departmental Promotion Committee (DPC) constituted by the Commissioner/Director Panchayats as under:</p> <ol style="list-style-type: none"> i) Senior most Deputy-Director/Deputy-Director-cum-Deputy-Secretary, Panchayat Raj – Chairman ii) Monitoring Officer, Panchayat Raj – Member iii) Assistant Director, Panchayat Raj – Member iv) An officer belonging to SC/ST Community, not below the rank of Dy-Secretary, nominated by the Personnel and Administrative Reforms Department – Member
<p>Training</p> <p>Probation and confirmation</p>	<p>The persons appointed/promoted on the post of PDO shall have to successfully complete a three months exhaustive training program arranged by the department</p> <p>Probation period will be 2 years from the date of appointment/promotion to the post of PDO. The probation period may be extended for further one year, in case the performance/service is not found satisfactory. If the performance/service is not satisfactory even during the extended period, the service may be terminated / the incumbent may be reverted to the previous post. Confirmation is subject to fulfilling the following conditions:</p> <ul style="list-style-type: none"> • passing of departmental examination • successfully undergoing the training arranged by the department • satisfactory performance/service

NAME OF THE POST	Gram Panchayat Secretary (GPS)
STATUS OF THE POST	<u>Group-C, Non-Gazetted</u>
CADRE	Panchayat Raj – Development
PAY SCALE	PAY BAND (PB1) (Rs.5,200-20,200) GRADE PAY Rs.2,400
APPOINTING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
CONTROLLING AUTHORITY	BDO/EO
METHOD OF RECRUITMENT	50% posts of Gram Panchayat Secretary shall be filled by direct recruitment and 50% through selection by promotion from the District Gradation list of Sahayak Gram Sachiv/Gram Rojgar Sewak/ Executive Assistant (Grade-II)/ or persons of equivalent rank from any civil service of the State Government posted to work in Panchayat Raj Institution (PRI)
DIRECT RECRUITMENT SELECTION PROCESS	The CEO shall advertise the number of vacancies and invite applications from the candidates eligible for appointment. He shall appoint a Selection Committee which shall conduct selection as per the procedure determined by the CEO, and based on this recommend suitable candidates for appointment
ELIGIBILITY CONDITIONS a) AGE	Should not be less than 18 years as on the date prescribed and not exceeding the maximum age limit set by the State government concerned
b) ESSENTIAL QUALIFICATIONS	Must have passed 10+2 or Intermediate examination of recognized Board specified by the State Government
c) PREFERRED QUALIFICATION	Native candidates with experience in Rural Development Works for at least one year during the course of their studies or thereafter shall be given preference

<p>Selection by Promotion</p> <p>Qualification</p> <p>Selection Process</p>	<p>50% (fifty percent) posts of Gram Panchayat Secretary shall be filled by promotion from the District Gradation List of Sahayak Gram Sachiv / Gram Rojgar Sewak having been in service for a minimum of 5 years</p> <p>The Criteria for promotion in the service shall be Merit-cum-Seniority determined by a duly constituted DPC which may consist of :</p> <ol style="list-style-type: none"> 1. Senior most Deputy-Director/Deputy-Director-cum-Deputy Secretary, Panchayat Raj – Chairman 2. Monitoring Officer, Panchayat Raj – Member 3. Assistant Director, Panchayat Raj – Member An officer belonging to SC/ST Community, not below the rank of Dy-Secretary, nominated by the Personnel and Administrative Reforms Department – Member <p>10+2 or intermediate examination of recognized Board</p> <p>The DPC may consider eligible candidates, examine their performance records and interview them as specified by the CEO. Based on this, DPC may recommend suitable candidates</p>
<p>Training</p> <p>Probation and Confirmation</p>	<p>The persons appointed/promoted on the post of GPS shall have to successfully complete a three months exhaustive training program arranged by the department</p> <p>Probation period will be 2 years from the date of appointment/promotion to the post of GPS. The probation period may be extended for further one year, in case the performance/service is not found satisfactory. If the performance/service is not satisfactory even during the extended period, the service may be terminated the incumbent may be reverted to the previous post. Confirmation is subject to fulfilling the following conditions:</p> <ul style="list-style-type: none"> • passing of departmental examination • successfully undergoing the training arranged by the department • satisfactory performance/service

NAME OF THE POST	Sahayak Gram Sachiv / Gram Rojgar Sewak (GRS)
STATUS OF THE POST	<u>Group-C, Non-Gazetted</u>
CADRE	Panchayati Raj – Development
PAY SCALE	PAY BAND (PB1) Rs.5,200-20,200 GRADE PAY Rs.1,900
APPOINTING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
CONTROLLING AUTHORITY	BDO/EO
METHOD OF RECRUITMENT	100 per cent through direct recruitment
SELECTION PROCESS	The CEO shall advertise the number of vacancies for Sahayak Gram Sachiv/Gram Rojgar Sewak and shall invite applications from the candidates eligible for appointment. All the eligible candidates shall be subjected to a selection process by a selection committee constituted by the Chief Executive Office Zilla Parishad which may include written test and interview as decided by the CEO and based on this, suitable candidates may be recommended
ELIGIBILITY CONDITIONS	
a) AGE	Should not be less than 18 years and not exceed the maximum age limit determined by the State Government
b) ESSENTIAL QUALIFICATION	Must have passed 10+2 examination of a recognized Secondary School Education Board or possess equivalent qualification
c) PREFERRED QUALIFICATION	Native with Rural Background with at least one year experience in rural development is preferred

Training	The persons appointed on the post of SGS/GRS shall have to successfully complete a three months exhaustive training program arranged by the department
Probation and Confirmation	<p>Probation period will be 2 years from the date of appointment. The probation period may be extended for further one year, in case the performance/service is not found satisfactory. If the performance/service is not satisfactory even during the extended period, the service may be terminated. Confirmation is subject to fulfilling the following conditions:</p> <ul style="list-style-type: none"> • passing of departmental examination • successfully undergoing the training arranged by the department • satisfactory performance/service

8.3 Engineering Cadre

NAME OF THE POST	DISTRICT ENGINEER (DE)
STATUS OF THE POST	Group-A, Gazetted
CADRE	Panchayati Raj – Engineering
PAY SCALE	Pay Band (PB3) (Rs.15,600-39,100) Grade Pay Rs.5,400
APPOINTING AUTHORITY	State Government
CONTROLLING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
METHOD OF RECRUITMENT	50% through direct recruitment and 50% by promotion
DIRECT RECRUITMENT	
Eligibility conditions	Not exceeding 35 years.
a) Age	
b) Essential Qualification	First Class Bachelor Degree or equivalent qualification in Civil/Mechanical Engineering from any recognized University/Institution
c) Preferred Qualification	Two years' working experience in rural development in a responsible capacity
Selection Process	The State Civil Services Commission shall advertise the number of vacancies as per the normal procedures and invite applications from eligible candidates. The Commission shall appoint a Selection Committee which shall conduct examination/interview as specified by the Commission and based on this shall recommend suitable candidates for appointment.
SELECTION BY PROMOTION	
Eligibility conditions	No upper age limit
a) Age	
b) Qualification	A degree holder in civil/mechanical engineering with 5 year experience as Assistant Engineer of the Zilla Parishad or a Diploma in civil/mechanical engineering with 10 years experience as Assistant Engineer of the Zilla Parishad
c) Selection Process	The criteria for selection shall be merit-cum-seniority

	determined by DPC duly constituted by the State Civil Service Commission.
Training	The persons appointed/promoted to the post of DE shall have to successfully complete an exhaustive 3 months training arranged by the State Government.
Probation and confirmation	<p>Probation period will be 2 years from the date of appointment/promotion. The probation period may be extended for further one year. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/the incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none"> a) Passing of the departmental examination b) Successfully completing the training organized by the department c) Satisfactory performance/service prescribed.

NAME OF THE POST	ASSISTANT ENGINEER (AE)
STATUS OF THE POST	Group-B, Gazetted
CADRE	Panchayati Raj – Engineering
PAY SCALE	Pay Band (PB2) (Rs.9,300-34,800) Grade Pay Rs.4,800
APPOINTING AUTHORITY	CEO, Zilla Parishad
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	50% through direct recruitment and 50% through selection by promotion
DIRECT RECRUITMENT	
Eligibility conditions	
a) Age	Not exceeding 35 years.
b) Essential Qualification	Degree in Civil/Mechanical Engineering from a recognized University with two years working relevant experience or Diploma in Civil/Mechanical Engineering from any Council or Board recognized by the State Government with 5 year relevant experience
Process of Selection	The Commissioner/Director Panchayats shall constitute a Selection Committee and invite applications from all the eligible candidates. The Selection Committee shall conduct examination/interview as prescribed by the Commissioner/Director Panchayats and then recommend suitable candidates
SELECTION BY PROMOTION	
Eligibility conditions & Process of Selection	
a) Age	No upper age limit for promotion
b) Qualification	A degree holder in civil/mechanical of a University with 3 years relevant experience or a Diploma in Civil/Mechanical Engineering from any Council or Board recognized by the State Government with seven years' qualifying service as Junior Engineer of the Zilla Parishad in the substantive capacity
	The criteria for selection shall be merit-cum-seniority

Process of Selection	<p>determined by a duly constituted DPC by the Commissioner/Director Panchayats consisting of the following members:</p> <ul style="list-style-type: none"> i) CEO ZP as Chairperson ii) One representative of the State Government, not below the rank of Additional Secretary, Department of Panchayats – Member iii) Any two Standing Committees’ Chairpersons nominated by the Adhyaksha of ZP concerned – Member iv) Additional CEO ZP – Member v) DPRO of ZP – Member Secretary. The DPC shall consider all eligible candidates from the District Gradation List, conduct selections as per the procedure laid down by the Commissioner/Director Panchayats and then recommend candidates suitable. The criteria for promotion shall be merit-cum-seniority determined by a duly constituted DPC
Training	<p>The persons appointed/promoted to the post of Assistant Engineer shall have to successfully complete an exhaustive 3 months training arranged by the State Government.</p>
Probation and confirmation	<p>Probation period will be 2 years from the date of appointment/promotion. The probation period may be extended for further one year. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/the incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none"> a) Passing of the departmental examination b) Successfully completing the training organized by the department c) Satisfactory performance/service prescribed.

NAME OF THE POST	JUNIOR ENGINEER (JE)
STATUS OF THE POST	Group-C, Non- Gazetted
CADRE	Panchayati Raj – Engineering
PAY SCALE	Pay Band (PB2) (Rs.9,300-34,800) Grade Pay Rs.4,200
APPOINTING AUTHORITY	CEO, Zilla Parishad
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	100% direct recruitment
<p>a) Age</p> <p>b) Essential Qualification</p> <p>c) Preferred Qualification</p> <p>Process of Selection</p>	<p>Not exceeding 35 years.</p> <p>Possess a recognized degree or Diploma in Civil/Mechanical Engineering, as the case may be, or an equivalent qualification recognized by the State Government</p> <p>Native of the district with rural background</p> <p>CEO of Zilla Parishad shall advertise all vacancies and invite applications from eligible candidates. The CEO shall constitute a Selection Committee. The selection committee shall then conduct selection as specified by the CEO, and then recommend suitable candidates</p>
Training	The persons appointed on post of Junior Engineer shall have complete a three months exhaustive training program
Probation and confirmation	<p>Probation period will be 2 years from the date of appointment as JE. The probation period may be extended for further one year, in case performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, then the service may be terminated. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/the incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <p>a) Passing of the departmental examination</p> <p>b) Successfully completing the training organized by the department</p> <p>c) Satisfactory performance/service prescribed.</p>

8.4 Administration Cadre

NAME OF THE POST	DISTRICT PANCHAYAT RAJ OFFICER (DPRO)
STATUS OF THE POST	Group-A, Gazetted
CADRE	Panchayati Raj – Engineering
PAY SCALE	Pay Band (PB3) (Rs.15,600-39,100) Grade Pay Rs.5,400
APPOINTING AUTHORITY	State Government
CONTROLLING AUTHORITY	Secretary, Panchayati Raj Department
METHOD OF RECRUITMENT	50% through direct recruitment and 50% through selection by promotion
DIRECT RECRUITMENT	
Eligibility conditions & Selection Process	
a) Age	Should not be exceeding the maximum age limit set by the State Government concerned
b) Essential Qualification	Graduate in Arts, Science or Commerce from a recognized University or any other qualifications as declared equivalent by the State Government from time to time
c) Preferred Qualification	Post Graduate Degree or Diploma in Rural Development or Rural Development experience for at least 5 years during the course of their studies or thereafter shall be given preference
d) Process Selection	The State Civil Services Commission shall advertise the number of vacancies as per normal procedures and shall invite applications from candidates eligible for appointment. Eligible candidates will be subject to competitive examination. The Commission shall appoint a Selection Committee which shall conduct Selection as specified by the Commission and based on this shall recommend candidates suitable

SELECTION BY PROMOTION									
- Eligibility conditions & Process of Selection	The criteria for promotion within the service shall be Merit-cum-Seniority determined by a duly constituted DPC. Selection by promotion from among the Assistant District Panchayat Raj Officers (ADPRO), Superintendents/Managers from the State Gradation list								
a) Age	No upper age limit for promotion								
b) Educational Qualification	Graduate in Arts, Science or Commerce from a recognized University or any other qualifications as declared equivalent by the State Government from time to time								
c) Experience	<table border="0"> <thead> <tr> <th data-bbox="570 825 1040 852">Category of Post</th> <th data-bbox="1040 825 1360 957">Minimum service expected in a substantive capacity</th> </tr> </thead> <tbody> <tr> <td data-bbox="570 1003 1040 1031">ADPRO</td> <td data-bbox="1040 1003 1360 1031">5</td> </tr> <tr> <td data-bbox="570 1041 1040 1068">Manager</td> <td data-bbox="1040 1041 1360 1068">7</td> </tr> <tr> <td data-bbox="570 1079 1040 1106">Superintendent</td> <td data-bbox="1040 1079 1360 1106">7</td> </tr> </tbody> </table>	Category of Post	Minimum service expected in a substantive capacity	ADPRO	5	Manager	7	Superintendent	7
Category of Post	Minimum service expected in a substantive capacity								
ADPRO	5								
Manager	7								
Superintendent	7								
Selection Process	<p data-bbox="570 1146 1360 1251">Departmental Promotion Committee (DPC) constituted by the State Civil Services Commission for selection by promotion may comprise of</p> <ol data-bbox="716 1272 1360 1650" style="list-style-type: none"> <li data-bbox="716 1272 1360 1335">1. Chairman/Member, State Civil Services – Chairman <li data-bbox="716 1346 1360 1409">2. Secretary Panchayati Raj Department – Member <li data-bbox="716 1419 1360 1514">3. An Officer of the Personnel and Administrative Reforms Department not below the rank of Jt. Secretary – Member <li data-bbox="716 1524 1360 1650">4. An Officer belong to SC/ST community not below the rank of Jt. Secretary nominated by the Personnel and Administrative Reforms Department – Member <p data-bbox="570 1661 1360 1862">The Departmental Promotion Committee (DPC) may consider eligible candidates from the State gradation list, examine their performance records and interview them as specified by the State Government. Based on this selection process, DPC may recommend suitable candidates.</p>								

PROBATION AND CONFIRMATION	<p>The probation period will be 2 years from the date of appointment as DPRO. The probation period may be extended for further one year, incase the performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/the incumbent reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none">d) Passing of the departmental examinatione) Successfully undergoing training arranged by the departmentf) Satisfactory performance/service prescribed.
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NAME OF THE POST	ASSISTANT DISTRICT PANCHAYAT RAJ OFFICER (ADPRO)
STATUS OF THE POST	Group-B, Gazetted
CADRE	Panchayati Raj – Administration
PAY SCALE	Pay Band (PB3) (Rs.9,300-34,800) Grade Pay Rs.4,800
APPOINTING AUTHORITY	Chief Executive Officer (CEO) of Zilla Parishad
CONTROLLING AUTHORITY	District Panchayat Raj Officer (DPRO)
METHOD OF RECRUITMENT	50% posts of ADPRO shall be filled by direct recruitment. The remaining 50 % post of ADPRO shall be filled by promotion from the District Gradation list of the Gram Panchayat Secretary, Executive Assistant (Grade-I) or any other State Government employee in the pay Grade of PB1 with a Grade Pay of at least Rs.2,400 per month having required qualification and put in at least 5 years continuous service in the post in a substantive capacity
DIRECT RECRUITMENT	
Eligibility conditions & Selection Process	The direct recruitment on 50% (fifty percent) posts of ADPRO shall be made on the basis of recommendation of a selection committee constituted by the Chief Executive Officer of Zilla Parishad (CEO) on departmental requisition
a) Age	Should not be exceeding the maximum age limit set by the State Government concerned
b) Essential Qualification	Must be a holder of a degree of a recognized University established by law in India or as specified by the State Government from time to time
c) Preferred Qualification	Candidates with a diploma in Rural Development or those concerned with Rural Development for at least 3 years during the course of their studies or thereafter shall be given preference
d) Process of Selection	The CEO shall advertise the number of vacancies and shall invite applications from the candidates eligible for appointment. The Selection Committee shall then conduct written examination/interview as specified by the CEO, and then recommend suitable candidates

SELECTION BY PROMOTION	
Eligibility conditions & Process of Selection	
a) Age	No upper age limit for selection promotion
b) Educational Qualification	From the District Gradation list of the Gram Panchayat Secretary, Executive Assistant (Grade-I) or any other State Government employee in the pay Grade of PB1 with a Grade Pay of at least Rs.2,400 per month having required qualification and put in at least 5 years continuous service in the post in a substantive capacity
c) Process of Selection	<p>The criteria for promotion shall be Merit-cum-Seniority determined by a duly constituted DPC. The promotion shall be considered based on the recommendation of a Departmental Promotion Committee (DPC) which may comprise of</p> <ol style="list-style-type: none"> 5. Senior most Deputy Director/Deputy Director-cum-Deputy Secretary, Panchayati Raj – Chairman 6. Monitoring Officer, Panchayati Raj – Member 7. Assistant Director, Panchayati Raj – Member 8. An Officer belonging to SC/ST community not below the rank of Dy. Secretary nominated by the Personnel and Administrative Reforms Department – Member <p>The DPC may consider eligible candidates from the District Gradation List, examine their performance records and interview them as specified by the CEO. Based on this, DPC may recommend suitable candidates</p>

<p>PROBATION AND CONFIRMATION</p>	<p>The period of probation will be 2 years from the date of appointment/promotion. The probation period may be extended for further one year, in case performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/the incumbent will be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none">a) Passing of the departmental examinationb) Successfully undergoing training arranged by the departmentc) Satisfactory performance/service prescribed.
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NAME OF THE POST	SUPERINTENDENT / MANAGER
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Administrative Cadre, Panchayat Raj
PAY SCALE	PB 2 Rs.9,300-34,800 Grade Pay Rs.4,200
APPOINTING AUTHORITY	CEO, Zilla Parishad
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	50% through selection by promotion from among the eligible Executive Assistants (Grade-1) from the District Gradation list. Remaining 50% through deputation/transfer of an official in equivalent cadre from any civil service of the state
Eligibility conditions & Selection Process	<p>a) Age</p> <p>There is no upper age limit for selection by promotion/deputation/ transfer</p> <p>b) Essential Qualification</p> <p>Graduate in Arts, Science or Commerce of a recognized university established by law in India or as specified by the State Government from time to time</p> <p>c) Preferred Qualification</p> <p>Five years continuous service in the administrative cadre of Panchayat Raj in a substantive capacity. The criteria for selection shall be merit-cum-seniority determined by a duly constituted DPC</p> <p>Adequate knowledge of computer applications</p> <p>Essential/preferred qualification are subject to relaxation by the State Government from time to time</p> <p>The CEO of Zilla Parishad (ZP) shall appoint a Departmental Promotion Committee (DPC) comprising of</p> <ol style="list-style-type: none"> 1) CEO, ZP as Chairperson 2) Additional CEO – Member 3) Any two Standing Committee Chairpersons – Members 4) An Officer belonging to SC/ST community – Member 5) DPRO – Member Secretary <p>d) Process of Selection</p> <p>The DPC shall examine the performance records/interview all eligible candidates and recommend suitable candidates</p>

<p>PROBATION AND CONFIRMATION</p>	<p>The period of probation will be 2 years from the date a person assumes the post of Superintendent/Manager. The probation may be extended for further one year, incase the performance/ service is not satisfactory. In case the performance/service is not satisfactory even during the extended period, the service may be terminated/the incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <p>Subject to satisfactory performance and service during probation period, completion of prescribed training and being successful in the departmental examination, the service shall be confirmed</p> <ul style="list-style-type: none"> a) passing of the departmental examination b) successfully undergoing training arranged by the department c) satisfactory performance/service prescribed.
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NAME OF THE POST	EXECUTIVE ASSISTANT (GRADE 1)
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Administrative Cadre, Panchayat Raj
PAY SCALE	PB1 Rs.5,200-20,200 Grade Pay Rs.2,400
APPOINTING AUTHORITY	CEO of Zilla Parishad (ZP)
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	50% through selection by promotion of Executive Assistants (Grade 2/ General) in the District Gradation list 50% through deputation/transfer from any civil service in the State Government
SELECTION BY PROMOTION/ DEPUTATION/TRANSFER	
a) Age	No upper age limit
b) Essential Qualification	Graduate in Arts, Science or Commerce of a recognized university
c) Preferred Qualification	Native of the district with Rural background and adequate knowledge of computer applications
d) Selection Process	The CEO of Zilla Parishad (ZP) shall appoint a Departmental Promotion Committee (DPC) comprising of <ol style="list-style-type: none"> 1) CEO, ZP as Chairperson 2) Additional CEO – Member 3) Any two Standing Committee Chairpersons – Members 4) An Officer belonging to SC/ST community – Member 5) DPRO – Member Secretary <p>The DPC shall examine the performance records/interview all eligible candidates and recommend suitable candidates. The criteria for selection shall be merit-cum-seniority determined by a duly constituted DPC</p>

Training	The person appointed/promoted on the post Executive Assistant (Grade 1) shall have to complete a three month's exhaustive training program
Probation and confirmation	<p>Probation will be for a period of 2 years from the date a person assumes the post of Executive Assistant (Grade 1). Probation period may be extended for further one year, in case performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, the service may be terminated/incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none"> a) passing of the departmental examination b) successfully undergoing training arranged by the department c) satisfactory performance/service prescribed.

NAME OF THE POST	EXECUTIVE ASSISTANT (GRADE 2/ General)
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Administrative Cadre, Panchayat Raj
PAY SCALE	PB1 Rs.5,200-20,200 Grade Pay Rs.1,900
APPOINTING AUTHORITY	CEO of Zilla Parishad (ZP)
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	100% through direct recruitment
ELIGIBILITY CONDITIONS AND SELECTION PROCESS	<p>a) Age 18 to 35 years</p> <p>b) Essential Qualification Passed 10+2 examination of a recognized Board of Secondary Education and must have secured at least 50 per cent marks in aggregate</p> <p>c) Preferred Qualification Native of the district with Rural background and adequate knowledge of computer applications</p> <p>d) Selection Process The CEO of Zilla Parishad (ZP) shall appoint a Selection Committee on departmental requisition</p> <p>The CEO, shall advertise the number of vacancies and shall invite applications from the candidates eligible for appointment. The Selection Committee shall then conduct Selection as specified by the CEO and then recommend suitable candidates</p>
Training	The person appointed on the post Executive Assistant (Grade 2) shall have to complete a three month's exhaustive training program
Probation and confirmation	<p>Probation will be for a period of 2 years from date of appointment to the post of Executive Assistant (Grade 2). The probation period may be extended for further one year, in case performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, the service may be terminated.</p> <p>Confirmation will be subject to the following conditions:</p> <p>a) passing of the departmental examination</p> <p>b) successfully completing the training organized by the department</p> <p>c) satisfactory performance/service as prescribed</p>

8.5 Finance and Accounts Cadre

Senior Accounts / Finance Officer on Deputation from the State Accounts/Finance Cadre

NAME OF THE POST	ACCOUNTS OFFICER
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Finance and Accounts Cadre, Panchayati Raj
PAY SCALE	PB2 Rs.9,300-34,800 Grade Pay Rs.4,200
APPOINTING AUTHORITY	CEO of Zilla Parishad (ZP)
CONTROLLING AUTHORITY	DPRO
METHOD OF RECRUITMENT	Through selection by promotion of Executive Accounts Assistants (Grade 1) of District Gradation List
a) Age	No upper age limit for selection by promotion
b) Essential Qualification	Graduate in Commerce from a recognized University
c) Preferred Qualification	Has pass State Finance and Accounts Service Examination. Five years of continuous service in Finance and Accounts cadre of Panchayati Raj in a substantive capacity. Native of the district with rural background and adequate knowledge of Computer Applications.
Selection Process	The CEO Zilla Parishad (ZP) shall appoint a Departmental Promotion Committee (DPC) comprises of <ol style="list-style-type: none"> 1) CEO, ZP as Chairperson 2) Additional CEO – Member 3) Any two Standing Committee Chairpersons – Members 4) An Officer belonging to SC/ST community – Member 5) DPRO – Member Secretary The DPC shall examine the performance records/interview all eligible candidates and recommend suitable candidates
Training	The person appointed/promoted on the post Accounts Officer shall have to complete a three month's exhaustive training program

Probation and confirmation	<p>Probation will be for a period of 2 years from the date of appointment to the post of Accounts Officer. Probation period may be extended for further one year, in case performance/service is not satisfactory. If the performance/service is not satisfactory, even during the extended period, the incumbent may be reverted to the previous post.</p> <p>Confirmation will be subject to the following conditions:</p> <ul style="list-style-type: none">a) passing of the departmental examinationb) successfully completing the training organized by the departmentc) satisfactory performance/service as prescribed
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NAME OF THE POST	EXECUTIVE ACCOUNTS ASSISTANT (Grade 1)
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Finance and Accounts Cadre, Panchayati Raj
PAY SCALE	PB1 Rs.5,200-20,200 Grade Pay Rs.2,400
APPOINTING AUTHORITY	CEO of Zilla Parishad (ZP)
CONTROLLING AUTHORITY	DPRO/Senior Accounts Officer
METHOD OF RECRUITMENT	100% through selection by promotion form among the district gradation list of Executive Accounts Assistants (Grade 2)
Eligibility Conditions and Process of Selection	
a) Age	No upper age limit
b) Essential Qualification	Passed 10+2 in Commerce stream with an aggregate of 50% marks from a recognized Secondary Education Board
c) Preferred Qualification	Graduate in Commerce
	Native of the district with rural background and adequate knowledge of Computer Application
Selection Process	The CEO shall appoint a Departmental Promotion Committee (DPC) comprises of 1) CEO, ZP as Chairperson 2) Additional CEO – Member 3) Any two Standing Committee Chairpersons – Members 4) An Officer belonging to SC/ST community – Member 5) Senior Accounts Officer – Member Secretary The DPC shall examine the performance records/interview all eligible candidates and recommend suitable candidates
Training	Persons promoted on the post of Executive Accounts Assistant (Grade 1) shall have to complete a three months intensive training program organized by the department

<p>Departmental examination and syllabus</p>	<p>The persons promoted on the post of Executive Accounts Assistant (Grade 1) shall have to pass a departmental examination based on the training program conducted by the department on office procedures, noting, drafting in the local language and Rajbhasha</p>
<p>PROBATION AND CONFIRMATION</p>	<p>The period of 2 years from the date of promotion shall be the probation period. The period of probation may be extended for further one year, in case the service is not found satisfactory during the probation period. If the service is not satisfactory even in the extended period, the service may be terminated</p> <p>Subject to the satisfactory performance during probation period, completion of prescribed training and being successful in the departmental examination, the service shall be confirmed</p>

NAME OF THE POST	EXECUTIVE ACCOUNTS ASSISTANT (Grade 2)
STATUS OF THE POST	Group-C, Non-Gazetted
CADRE	Finance and Accounts Cadre, Panchayati Raj
PAY SCALE	PB1 Rs.5,200-20,200 Grade Pay Rs.1,900
APPOINTING AUTHORITY	CEO of Zilla Parishad (ZP)
CONTROLLING AUTHORITY	DPRO/Senior Accounts Officer
METHOD OF RECRUITMENT	100% through direct recruitment
Eligibility Conditions and Process of Selection	
a) Age	18-35 years. Upper age limit relaxable in the case of SC/ST/OBC candidates as per rules and orders of the State Government from time to time being in force
b) Essential Qualification	Passed 10+2 in Commerce stream with an aggregate of 50% marks from a recognized Secondary Education Board and must have secured at least 50% marks in the aggregate
c) Preferred Qualification	Graduate in Commerce
	Native of the district with rural background and adequate knowledge of Computer Application
Selection Process	The CEO shall appoint a Selection Committee on departmental requisition The CEO shall advertise the number of vacancies and shall invite applications from the candidates eligible The Selection Committee shall then conduct written examination/interview as specified by the CEO and then shall recommend suitable candidates

Training	Persons appointed on the post of Executive Accounts Assistant (Grade 2) shall have to complete a three months intensive training program organized by the department
Departmental examination and syllabus	The persons appointed on the post of Executive Accounts Assistant (Grade 2) shall have to pass a departmental examination based on the training program organized by the department, on office procedures, noting, drafting in the local language and Rajbhasha
PROBATION AND CONFIRMATION	<p>The period of 2 years from the date of appointment shall be the probation period he/she shall have to complete satisfactorily. The period of probation may be extended for further one year, in case the service is not found satisfactory during the probation period. If the service is not satisfactory even in the extended period, the service may be terminated</p> <p>Confirmation subject to the satisfactory performance during the probation period, completion prescribed training and being successful in the departmental examination the service shall be confirmed</p>

CHAPTER 9: SERVICE RULES

9.1 Introduction

As of now, Service Rules are not uniform for the employees of the three tier panchayats: Gram Panchayat, Block Panchayat and Zilla Panchayat. There are differences in the service rules applicable to employees of Zilla Panchayat, and those applicable to Gram Panchayat and Block Panchayat. This is because, the erstwhile District Board employees have now been absorbed into Zilla Panchayats without any change in the service rules; while Gram and Block Panchayats have been following the respective State Government rules.

As the current effort is to suggest a uniform cadre structure for all employees irrespective of the level at which an employee is employed and as there will be vertical and lateral transfer of employees within the PRIs, it has been considered that for any category of person – irrespective of the level at which he / she is placed – the service rules will be the same.

9.2 Transfer Policy

- (1) The employees of a PRI may be transferred within the district by the Chief Executive Officer (CEO) of the Zilla Parishad or, subject to any direction given by him, by the Personal Relation Officer (PRO).
- (2) An employee may seek transfer outside the district and for such transfer, the concerned employee shall submit a petition to the CEO through proper channel. The CEO of the Zilla Parishad who after examining the proposal may forward it to the Commissioner / Director of Panchayats for consideration. The Commissioner /

Director may, thereafter, issue transfer order either against a vacant post or by interlinking it with another such proposal.

Provided further that in case of transfer of an employee outside the district, his seniority relating to past service shall be forfeited and name of the employee shall be entered in the gradation list of the new district on his joining thereto, against a new serial number after the last existing entries in the said list.

9.3 Conduct Rules

Conduct rules as are being applied to employees of the State Government shall apply *mutatis and mutandis* to PRI employees as well.

9.4 Pension

As per present rules, District Panchayat employees superannuate earlier than block and Gram Panchayat employees. Further district Panchayat employees are not entitled to pension, while employees at the Block Panchayat and Gram Panchayat are getting pension. This demotivates district Panchayat employees. The Central Government has abolished pension scheme for new recruits.

As we are suggesting constitution of uniform Panchayat Raj Cadres at district level, comprising all the three tiers of Panchayats, it may be impracticable to accord differential treatment to Panchayati Raj employees posted in 3 tier panchayats in matter of retirement age, pension, leave and other service conditions. It is suggested that all the employees of the Panchayati Raj Cadres may be treated at par with State Government employees of comparable status.

9.5 Assured Career Progression (ACP)

Normal promotions are governed by the prevailing recruitment rules which specifies minimum requirement regarding age, education and experience. There are however, cases where employees those eligible as per the recruitment rules, stagnate for inordinately long periods for want of vacancies at higher levels. Keeping this in view, the Sixth Central Pay Commission recommended an Assure Carrier Progression (ACP).

Under the ACP, a person who has stagnated for longer periods gets promoted to a higher level. It is a Notional promotion, personal to person concerned.

After promotion, the financial up-gradations will be in the next higher grade in the existing hierarchy. Benefit of pay fixation should be given at the time of financial up-gradations but no changes in designation or functions accompanied such up-gradations. The up-gradation is personal to the person concerned. The objective of ACP is to alleviate the problem of stagnation and also to allow higher rate of increments in the higher scale.

CHAPTER 10: PERFORMANCE APPRAISAL

Performance Appraisal is an important tool that provides rational basis and inputs for assessing the performance and potential of an employee. Performance appraisal is not meant to be a fault finding or a policing process but a developmental tool to ensure the growth of an individual as also that of the organization.

Most of the organizations use a 3 layer appraisal system / mechanism comprising of a Reporting Officer, Reviewing Officer and a Countersigning / Accepting Officer. However, there are cases where the nature of the work and functional / organizational arrangements warrant one or two layer Mechanism. Personal Assistants (PAs) / Stenographers are generally accountable to a single-level Reporting. Again, there could be cases where organizational hierarchy does not have 2 levels above the official reported upon. In such cases, there would be two-layer Reporting Mechanism. There could also be cases where organizational and functional arrangements have linkages involving more than 3 layers.

Consistent with the staffing and organizational structure recommended for 3-tier Panchayats, the following Appraisal Mechanism is considered appropriate for the functionaries at G.P., B.P. and Z.P. levels. While spelling out this mechanism, the desirability of making bureaucrats accountable to the elected representatives, as far as possible, has also been kept in view:

10.1 Reporting Mechanism for Three-tier Panchayats

G.P. LEVEL	DESIGNATION OF FUNCTIONARY	REPORTING OFFICER	REVIEWING OFFICER	ACCEPTING OFFICER
	G.P. SECRETARY	G.P. PRADHAN /PDO	BDO / EO	DPRO
	ACCOUNTANT-CUM-CASHIER	G.P.SECRETARY / G.P. PRADHAN	EO	DPRO
	EX. ASSISTANT (G)	G.P.SECRETARY / G.P. PRADHAN	EO	DPRO
	SAHAYAK SACHIV	G.P. SECRETARY / G.P. PRADHAN	EO	DPRO
	GRAM ROZGAR SEWAK (GRS)	G.P. SECRETARY / G.P. PRADHAN	EO	DPRO
	JUNIOR ENGINEER (JE)	PDO	AE	EO
	PDO / PCO	BPRO	EO	DPRO
BLOCK PANCHAYAT / LEVEL	BDO / EO	B. PRAMUKH	ADDL. CEO	CEO
	BPRO	BDO / EO	DPRO	CEO
	SUPERINTENDENT	BDO / EO	DPRO	CEO
	A/Cs OFFICER	BDO / EO	DPRO	ADDL. CEO
	EXTN. OFFICER	BDO / EO	-	-
	EX. ASSISTANT (G)	SUPERINTENDENT	EO	DPRO
	EX. ASSISTANT (A/C)	ACCOUNTS OFFICER	EO	DPRO
Z.P. LEVEL	CEO	ADHYAKSH (ZP)	COLLECTOR	DIRECTOR (PR)
	ADDL. CEO	CEO	ADHYAKSH	COLLECTOR
	DPRO	CEO	ADHYAKSH	COLLECTOR
	ADPRO	DPRO	CEO	ADHYAKSH
	SR. A/Cs OFFICER	ADDL. CEO	CEO	ADHYAKSH
	DIST. ENGINEER (DE)	ADDL. CEO	CEO	ADHYAKSH
	ASST. ENGINEER (AE)	DIST. ENGINEER	ADDL. CEO	CEO
	JR. ENGINEER (JE)	ASSTT. ENGINEER	DIST. ENGINEER	CEO
	SUPERINTENDENT	DPRO	CEO	ADHYAKSH
	A/Cs OFFICER	SR. A/Cs OFFICER	ADDL. CEO	CEO
	EX. ASST. (A/C)	A/Cs OFFICER	SR.A/Cs OFFICER	ADDL. CEO
	EX. ASSTT. (G)	SUPERITENDENT / ADPRO	DPRO	CEO

10.2 Reporting Format and Instructions for Reporting and Reviewing Officers

We have developed two Reporting formats; Format A to be used for the Non-executives i.e. non-supervising levels which will embrace the positions of the Accountant-cum-Cashier, Executive Assistant (General) / Executive Assistant (Accounts) (EA(A/c)), Junior Engineer (JE), Gram Rozgar Sewak (GRS) and Sahayak Sachiv. The second format i.e. Format B is to be used for the Executives / Supervising levels comprising the posts of the G.P.Secretary, PDO / PCO, Account Officers, Extension Officers, BPRO, E.O., ADPRO, DPRO, District Engineer, Assistant Engineer, Superintendent, Addl. CEO and CEO etc.

Specimen Form A and Form B along with instructions for filling up are appended at the end of this Chapter.

10.3 Processing of Adverse Reports

On receipt of the complete Performance Appraisal Report, the same is examined by the Confidential Section. If nothing adverse is recorded therein and fulfills the Bench Mark for the next promotion, the same is recorded in the concerned Confidential File.

If any anything adverse is recorded in the Appraisal Report, the same is communicated to the incumbent concerned for his representation within 30 (thirty) days from the date of receipt of such communication. If, no representation is received, it is deemed that the incumbent has accepted all the adverse remarks communicated to him/her and has nothing to say in his/her own defence. Subsequently, the same is recorded in the Confidential File and the incumbent is confirmed of the adverse remarks communicated to him/her earlier. If any representation is received from the concerned employee, the same is immediately forwarded to the Reporting Officer for his specific comments in light of adverse remarks recorded in the Confidential Report and representation submitted. After receiving the specific comments from the Reporting Officer, the same

is examined with all other relevant documents and now fate of the representation is decided and recorded in the file. Thereafter, the incumbent is communicated the decision taken by the Competent Authority in terms of confirming the adverse remarks or expunging the same.

FORM A FOR NON - SUPERVISORY LEVEL

PERFORMANCE APPRAISAL/ CONFIDENTIAL REPORT

DEPARTMENT OF PANCHAYATI RAJ

GOVERNMENT OF(Name of The State)

1. Reporting Period: From.....To.....
2. Name in Full.....
3. Date of Birth.....
Designation.....
4. Whether the Official belongs to SC/ST
YES / NO
5. Details of Present Posting
 - a. Level of Panchayat (Tick whichever is applicable) G.P. / B.P. / Z.P.
 - b. Name and Location of Panchayat where employed
.....
 - c. Present Post and date of appointment thereto
 - d. Scale of Pay..... Present Pay.....
 - e. Period of Absence from Duty
 - I) On Training.....
Nature of Training.....
 - II) Period of Absence on Leave.....
6. Jobs / Duties Assigned (Major items of work to be mentioned)
 - a.
 - b.
 - c.
 - d.
 - e.
7. Observations on
 - i) Intelligence and general ability
 - ii) Initiative
 - iii) Integrity
 - iv) Leadership.....
 - v) Ability to Perform his/her Duties.....
 - vi) Knowledge of procedure and regulation
 - vii) Energy to apply himself/herself to work
 - viii) Skill in drafting
 - ix) Amenability to discipline
 - x) Behavior and assistance rendered to other staff

- xi) Capacity to inspire confidence in colleagues
- xii) Punctuality in attendance
- xiii) Promptness in dealing with work
- xiv) Devotion to duty

8. Communication Skill (Written / Oral)
 Please comment on the ability of the employee to comment and express both orally & in writing

9. Has he/she been responsible for any outstanding work during the period under review ? If yes, give brief particulars

10. Has he/she been reprimanded for indifferent work during the period under review? If yes give brief particulars

11. General remarks including remarks as to defects in character, indebtedness etc. which militate against efficiency and suitability for particular classes of work

RATING (OUTSTANDING / VERY GOOD / GOOD / SATISFACTORY / POOR)

(Signature of the Reporting Officer with Date)

Name in full.....

Designation

(in Block Capital Letters with Office Seal)

Remarks by Reviewing Officers

(Signature of the Reviewing Officer with Date)

Name in full

Designation.....

(in Block Capital Letters with Office Seal)

Remarks by the Accepting / Countersigning Authority

(Signature of the Accepting / Countersigning / Authority with Date)

Name in full

Designation.....

(in Block Capital Letters with Office Seal)

FORM B FOR SUPERVISORY LEVEL

PERFORMMANCE APPRAISAL / CONFIDENTIAL REPORT

DEPARTMENT OF PANCHAYATI RAJ

GOVERNMENT OF (Name of The State)

Reporting Period From..... To.....

PERSONAL DATA

(To be filled by Administrative/Confidential Section)

1. Name in Full.....(in block letters)

2. Designation..... Date of Birth.....

3. Educational and other Qualifications including Training received

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.....
.....
.....
.....

4. Whether belongs to SC/ ST? YES / NO

5. Details of Present Posting

f. Level of Panchayat (Tick whichever is applicable) G.P. / B.P. / Z.P.

g. Name and Location of Panchayat where employed

.....

h. Present Post and date of appointment thereto

i. Scale of Pay..... Present Pay.....

j. Period of Absence from Duty

III) On Training.....

Nature of Training.....

IV) Period of Absence on Leave.....

6. Jobs / Duties Assigned

f.

g.

h.

i.

j.

Date.....

Signature.....

SELF APPRAISAL PART – II

(To be filled in by the officer reported upon)

1. Details of Academic & Professional Achievement including Training received during the period under reference

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2. Brief Description of Duties.

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3. Please specify the Physical/ Financial Target/ Objectives Set by/ for you in respect of item of works in order priority & your achievements

Target/ Objectives	Achievement	Shortfalls
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4. a) Please state briefly constraints if any for the shortfalls.

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- b) Please also indicate the items with substantially higher achievements and your contribution thereto.

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PART-III

(To be filled by Reporting Authority)

(Please Read Carefully the Instructions Enclosed at the end of the Form before filling the entries)

A. NATURE AND QUALITY OF WORK

1. Please comment on Part-II as filled by the Officer and specifically state whether you agree with the statement relating to Targets and Objectives

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2. Achievements, Shortfalls and Constrains, if any.

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3. **QUALITY OF OUTPUT**

Please comment on the quality of Officer`s performance having regard to standard of work and programme objectives and constrains, if any.

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4. **KNOWLEDGE OF SPHERE OF WORK**

Please Comment Specifically on the Level of Knowledge of Functions Related Rules/ Laws, Procedures, Instructions and their Applications.

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B. ATTRIBUTES

1. **Executive Abilities**

(Evaluate with ref. to Initiative, Drive, Willingness to Assume Responsibility and Qualities of Leadership)

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- 2. Please comment on the capacity and resources fullness of the Officer in handling unforeseen situations on his/ her own willingness to shoulder additional responsibility.

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3. Ability to Inspire and Motivate

Please comment on the capacity of the Officers to motivate to obtain willing support by own conduct and capacity to inspire confidence.

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4. Communication Skill (Written and Oral)

Please Comment on the Ability of the Officers to Communicate and Express both Orally and Writing.

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5. Decision Making Ability

Please Comment on the Quality of Decision Making.

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6. Interpersonal Relations and Team Work

Please Comment on the Quality of Relationship with Superiors, Colleagues and Subordinates in his/ her Capacity to Work as a Member of Team and to Promote Team Sprit.

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7. **Relations with the Public/ Employees**

Please Comment on the Officer's accessibility to the Public/ Employees and Representativeness to their needs.

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8. **Training**

Please give recommendations for Training with a view to further improving the effectiveness and capabilities of the Officer.

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9. **Communications Skill (Oral/ Written)**

Please comment on the ability of the employee to comment and express Orally & in Writing.

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**PART – IV
GENERAL**

1. State of Health

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2. Integrity

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3. General Assessment

Please give an over all assessment of the officer with reference to his/ her strengths and shortcoming and also by drawing attention to the qualities. If any, not covered by the entries above.

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4. Grading Outstanding / very good / good / average/ below average)

(An officer should not be graded outstanding unless exceptional qualities and performance have been noticed. Grounds for giving such a grading should be clearly brought out).

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.....

Signature of Reporting Officer.....

Name (In Block Letters).....

Designation.....

Place..... **Date**.....

PART – V
REMARKS OF THE REVIEWING OFFICER

- a. Length of service under the reviewing authority.....

- b. Is the reviewing authority satisfied that the report authority has made his/ her report with due care & attention & after taking into account all the relevant material?.....
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.....

- c. Do you agree with the assessment of the officer given by the reporting authority? (In case of disagreement, please specify the reasons) Is there anything you wish to modify or add?.....
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- d. General remarks with specific comments about the general remarks given by the reporting authority and remarks about meritorious work of the officer including `Grading`
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- e. Has the officer any special characteristics and/ or any abilities which would justify his/ her selection for special assignment or/ out of turn promotion. If so, specify?
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Signature of Reviewing Authority.....

Name(In Block letters).....

Designation.....

Place..... Date.....

PART – V-A

REMARKS OF THE SENIOR REVIEWING OFFICER

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Place.....

Signature of Sr. Reviewing Officer

Date.....

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PART – V-B

REMARKS OF THE ACCEPTING AUTHORITY

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Signature of Accepting Authority

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Place.....

Date.....

INSTRUCTIONS FOR REPORTING AND REVIEWING OFFICERS

1. The confidential report is an important document. It provides the basic and vital inputs for assessing the performance of an officer and for his/ her further development in his/ her career. The officer reported upon. The reporting officer, should, therefore, undertake the task of filling the form with a high sense of responsibility.
2. Performance appraisal through confidential reports should be used as a tool for human resource development. Reporting officers should realize that the objective is to develop an officer so that he/ she realizes his/ her true potential. It is not meant to be a fault finding process but a development one. The reporting officer and the reviewing officer should not shy away from reporting shortcomings in performance, attitudes or overall personality of the officer reported upon.
3. The Report should be filled with due care and attention and after devoting adequate time. Any attempt to fill the report in a casual or superficial manner will be easily discernible to the higher authorities.
4. If the reviewing officer is satisfied that reporting officer has made the report without due care and attention he/ she shall record a remark to that effect against the item `Integrity`. The competent authority shall enter the remarks in the confidential roll of the reporting officer.
5. The reporting officer shall, in the beginning of the year, assign targets to each of the officers with respect to whom he/she is required to report upon. In the case of an officer taking up a new post in the course of the reporting year, such targets/ goals shall be set at the time of assumption of the new charge. The targets set should clearly be known and understood by both the officers concerned.
6. Although performance appraisal is a year-end exercise, in order that it may be a tool for human resource development, the reporting officer should at regular intervals review the performance and take necessary corrective steps by way of advice etc.
7. It should be endeavour of each appraiser to present the truest possible picture of the appraisee in regard to his/ her performance, conduct, behavior and potential.

8. Assessment should be confined to the appraisee's performance during the period of report only.
9. Some posts of the same rank may be more exacting than others. The degree of stress and strain in any post may also vary from time to time. These facts should be borne in mind during appraisal and should be commented upon appropriately.
10. Every answer shall be given in a **Narrative Form**. The space provided indicates the desired length of the answer. To facilitate the task of the Reporting and Reviewing Officers, appropriate words and phrases communicating their assessment in respect of some of the attributes appearing in Format 'A' and 'B' are indicated in the following table:-

Attributes	Level of Assessment			
	A	B	C	D
Intelligence	Extraordinary in understanding new and difficult matters	Able to handle new and difficult matters	Understands, a new situation after proper explanations	Poor Comprehension
Initiative and Resourcefulness	Resourceful and original in giving suggestions	Reasonable degree of initiative and resourcefulness	Tends to wait for direction	Cannot perform without close supervision
Discipline	Exceptionally punctual and disciplined	Always punctual and well-disciplined	Usually punctual	Indifferent Conduct, shirks responsibility

Responsibility and Dependability	Very conscientious and dependable. Always ready to take additional responsibility	A steady worker with a good record of dependability	Reasonably conscientious	Often fails to perform his duty
Cooperation and Personal Relations	Extremely cooperative; Maintains excellent relations	Always cooperative and maintains reasonably good relations	Cooperative, Maintains reasonable good relations	Does not get along well
Interest in the Assignment	Takes keen interest	Takes adequate interest	Does his work in a routine way	Indifferent in discharge of duties
Job Knowledge	Has thorough and comprehensive mastery of his field of work	Knows his job thoroughly	Possesses adequate knowledge required of the job	Inadequate
Knowledge of Acts, Rules, etc.	Exceptionally knowledgeable in Acts / Rules / Codes	Adequate knowledge of Acts / Rules / Codes	Moderate knowledge of Acts / Rules / Codes	Casual attitude to Acts / Rules / Codes
Noting, Drafting Correspondence	Very precise in noting and drafting; very prompt and accurate at correspondence	Precise in noting and drafting; Good at correspondence	Ordinary at noting and drafting	Poor in noting and drafting
Power of Analysis and Judgment	Systematically gets to the root of the problems and have balanced judgment	Invariably analyses the problems and have keep sound view	Usually analyses the problems and generally takes a sound view	Often misses the essential point and have unsound judgment

Supervision and Control	Successful, efficient and capable supervisor. Very capable and successful to train, help, advise and handle the subordinates	Good supervisor. Capable to train, help, advise and handle his subordinates	Moderate ability to supervise. Ordinary to train, help, advise and handle the subordinates	Lacks control over staff and leaves things to his subordinates. Inadequate capacity to train, help, advise and to handle subordinates
Quantity and Quality of Work	Distinguished output of work both in quantity and quality	More than adequate volume of work of good quality	Adequate output and quality	Output and quality regularly insufficient
Ability to Communicate Ideas	Exceptional	Adequate	Moderate	Lack of ability and receptiveness
Loyalty, Integrity	Excellent integrity and a reputation of the highest order	Generally loyal and well spoken	Integrity and reputation is reasonably adequate	Poor reputation
State of Health	Excellent health and work in full capacity	In good health and working satisfactorily	Not in very good health, but tries to cope with work	Poor health all the time and could not contribute

NOTE: The following procedure should be followed in filling up the item relating to `integrity`.

1. If the officer's integrity is beyond doubt, it may be so stated.
2. If there is any doubt or suspicion, the item should be left blank and action taken as under:
 - a) A separate secret note should be recorded and followed up. A copy of the note should also be sent together with a confidential report to the next superior officer who will ensure that the follow-up action is taken expeditiously. Where it is not possible either that he has not watched the officer's work for sufficient time to form a definite judgment or that he has heard nothing against the officer, as the case may be.
 - b) If as a result of the follow up action the doubts of suspicious are cleared, the officer's integrity should be certified and an entry made accordingly in the confidential report.
 - c) If the doubts or suspicions are confirmed, this fact should also be recorded and duly communicated to the officer concerned.
 - d) If as a result of the follow up action, the doubts or suspicious are neither cleared nor confirmed, the officer's conduct should be watched for a further period and thereafter action taken as indicated at (b) and (c) above.

CHAPTER 11: CONDUCT AND DISCIPLINE

11.1 Administrative/Disciplinary Authority

1. The Mukhiya of Gram Panchayat, Executive Officers of the Panchayat Samiti and the Chief Executive Officers of the Zilla Parishad shall exercise general control over all officers and employees appointed / engaged by the respective panchayats.
2. The officers mentioned in Sub Section (1) may award any punishment, other than dismissal, removal or reduction in rank to such officer or employees of the panchayat.
3. The officers mentioned in Sub Section (1) may recommend the dismissal, removal or reduction in rank of such officer or employee of the panchayat and submit recommendation to the concerned panchayat and the panchayat may dismiss or demote such officer or employee in accordance with the rules made in this behalf.
4. No officer or employee of the panchayat shall be punished by the panchayat without giving an opportunity of being heard.

11.2 Appellate Authority

- (1) In respect to orders passed under Sub Section (2), the appeal shall lie with the respective panchayat.
- (2) In respect to orders passed under Sub Section (3) of Section 162 appeal against the orders of the Gram Panchayat and the Panchayat Samiti shall lie with the District Magistrate (DM) or such other authority as may be prescribed and the appeal against the orders of Zilla Parishad shall lie with the concerned Commissioner or such other authorities as may be prescribed.

(3) Such appeal may be filed in the prescribed manner within ninety days of the order.

11.3 Administrative Control of Panchayat over Projects, Schemes etc.

(1) Subject to any general or special order of the State Government notified in the Official Gazette the functional and administrative control of all State Government Institutions, Projects, Schemes and offices located within the Gram Panchayat shall vest in the Gram Panchayat.

(2) When such institutions, projects, schemes and offices serve the area beyond that of a Gram Panchayat, the functional and administrative control over that institution shall vest with the concerned Panchayat Samiti.

(3) Where the institutions, projects, schemes and offices serve the area beyond that of a Panchayat Samiti, the functional and administrative control over that institution shall vest in the Zilla Parishad.

11.4 Illustration

- (i) Functional and administrative control over Primary, Middle and Secondary Schools, Health Club Sub Centers, *Charwaha Vidyalaysas* Hand Pumps, Irrigation, Tube Wells etc. serving the people of the Gram Panchayat shall vest in the Gram Panchayat.
- (ii) The Functional and administrative control over the Primary Health Centre (PHC) which serves more than one Gram Panchayat shall vest in the concerned Panchayat Samiti.
- (iii) The functional and administrative control over referral hospitals which serves more than one block shall vest in the Zilla Praishad.
- (iv) Disciplinary and administrative control over officers and employees of the State Government working in such institutions, projects, schemes and offices other than dismissal, removal or reduction in rank, shall vest in the respective panchayat including the power of suspension.

CHAPTER 12: STATEWISE SUMMARY OF DISCUSSIONS AND GAPS AT DISTRICT, BLOCK AND PANCHAYAT LEVELS

BIHAR

Strengths

- Three-tier Panchayat structure was in place in Bihar by 1970 i.e. much ahead of the 73rd constitution amendment. A fresh legislation was enacted in 2006 by repealing the Act of 1993. The 2006 Act has the unique feature of establishing Nyaya Panchayats, known as Gram Katchahries, to secure accessible justice delivery system at affordable cost at the door steps of Rural Population. Each G.P is required to have one Gram Katchehri. Another unique feature of Bihar Panchayat Raj system is the constitution of Gram Raksha Dal in every Gram Panchayat under a Dalpati for general watch and ward and for meeting emergent events like fire, flood, breach of embankment, collapse of bridge, outbreak of epidemic, to encounter burglary or dacoit etc. All able-bodied persons of a village between the ages of 18 and 30 years shall be members of the said Dal.
- Bihar is an example of the affirmative action in the form of reservation for various sections. The Bihar model of reservation to the women in ULBs and PRIs paved way for many states to legislate on similar pattern. Madhya Pradesh, Uttarkhand and Himachal Pradesh fall in this category. Our discussions highlighted that this has offered the poor and the disadvantaged a space of pre-eminence in governance. The world, today, looks at Bihar as a revived centre of deepening democracy.
- Departments working for the PRI in Bihar have undertaken Activity Mapping and issued devolutionary directions. The State Govt. is undertaking a fresh round of

Activity Mapping for greater devolution of functions, functionaries and funds to Panchayats.

- The State has formed District Planning Committees in 37 out of 38 districts. It has also prepared comprehensive Capacity Building Plans have been prepared for State, District and lower levels.

Weaknesses

- Effective devolution to Gram Panchayats has been made by only two departments' viz. Disaster Management and Panchayati Raj out of 20 departments. The remaining 18 departments are reported to have been devolved functions without devolving funds and functionaries. Thus, for all practical purposes, devolution exercise has taken place only on paper and has yet to percolate at Ground level.
- Panchayat Samiti and Gram Panchayat are not having any revenue of their own at present. This is in spite of the fact that they are empowered to levy and collect various taxes and fees.
- There is as yet no distinct Panchayat window in the State budget. The subcommittee headed by the Finance Commissioner recommended a mechanism for smooth transfer of funds to Panchayats in the State's budget in consultation with the Accountant General.
- DPCs have been constituted in all the 38 districts as per the Panchayat Raj Act, 2006 but the prescribed planning process is not being followed on the ground.
- Bihar Panchayati Raj Act 2006 provides for Social Audit through Vigilance Committee. For monitoring and evaluation of the implementation status of the schemes/programmes relating to Gram Panchayats, Gram Panchayats may constitute one or more Vigilance Committees which may comprise of individuals who are not members of G.P. This function is being performed only under NREGA and that too in a perfunctory manner.

- The Standing Committees provided in the BPR Act have not become functional as yet. In many cases, they have yet to be constituted.

KERALA

The analysis has been carried out as per the following four dimensions of Kerala's decentralisation:

- a) Administrative Decentralisation,
- b) Development Decentralisation,
- c) Fiscal Decentralisation, and
- d) Capacity Development.

Administrative Decentralisation

Strengths

- The hallmark of Kerala's administrative decentralisation is the transfer of public service delivery institutions to Local Governments.
- Kerala chose a campaign approach to operationalise decentralised planning – called the 'Peoples Planning Campaign' (PPC) which created a powerful demand factor for decentralisation to be guided along the right path. To a large degree, PPCs succeeded in setting agenda for decentralisation and in harnessing public action in favour of decentralisation.
- Kerala is the only State which carved out the functional domain of different Local Governments with a great deal of precision. In areas related to infrastructure and management of public institutions, the conventional differentiation is extremely sharp with clear basic features of functional decentralisation.
- Grama Sabhas have been given clear rights and responsibilities with absolute powers for identification of functionaries, wide powers for social audit and strong advisory powers for prioritizing development needs

- Local Governments are empowered to issue Administrative Sanction for all schemes subject only to their budgetary allocations. Similarly Technical Advisory Groups set up by the District Planning Committees accord Technical Sanction for public works. Thus the Local Governments do not have to go to an outside authority for discharging their development functions.

Weaknesses

- In order to eke out the human resource availability and supplement the skill sets available in Local Governments a system of sourcing-in expertise from outside the governmental system has been put in place
- There is a growing feeling among the public and policy makers that Block Panchayat (BP) in Kerala is redundant.
- The distinction between the working of Village Panchayats and the Block Panchayats is not clearly understood by the Panchayat level functionaries at all the three tiers, Block Panchayats generally try to replicate the functions of Gram Panchayats.
- The utilisation of technical expertise, making available technical assistance to Gram Panchayats and developing backward and forward linkages in formulation (BP roles as mentioned in Schedule 4 (a) of the Kerala Panchayat Raj Act 1994 - as amended in 1999) are very weak.
- Block Panchayats could not contribute substantially to the productive sectors, in spite of the fact that Schedule 4 (b) of the Panchayat Raj Act assigns duties with regard to agriculture, animal husbandry, milk production, small scale industries and energy to Block Panchayats. BP has therefore failed to conceive of non-conventional schemes in the above areas.
- The elected members of BPs generally feel that they do not command the respect that a member of Gram Panchayat enjoys with the local populace. They expressed that their functional role is rarely understood.

- The BPs felt that the limited resource allocation is a constraint. Some even favoured granting taxation rights to Block Panchayats. Many have not thought of innovative approaches for resource mobilisation. However few like Kodakara Block Panchayat tried to combine their Plan Funds with MP and MLA LAD funds and other resources that can be raised through financial institutions.
- Discussions with various groups involved in decentralised planning helped us to understand various issues with respect to the functioning of Technical Advisory Committees (TAGs) set up under the PRI. Some of them are noted below:
 - TAGs are dominated by non-expert members.
 - The members of the TAG do not work as a team.
 - There is delay in vetting the projects and LG members have to go after the TAG members individually for getting approval.
 - Some officials have to function as members of more than one TAG.
 - Departmental meetings and TAG meetings are some times held on the same day making it impossible for the officials to attend TAG meeting.
 - Some Departments do not co-operate with TAGs.

Development Decentralisation

Strengths

- A fairly systematic, multi-stage, participatory planning methodology has been put into operation for well over a decade is a great achievement in the annals of decentralised governance anywhere in the world.
- Planning by people is perhaps the best known feature of Kerala's decentralisation.
- The hallmark of decentralisation in Kerala is the transfer of well-defined developmental responsibilities to Local Governments.

- Most of the responsibilities relating to human and social development are now in the hands of Local Governments. This is very significant considering the historical fact that Kerala's development has been based on human and social development.
- Planning by the people is perhaps the best known feature of Kerala's decentralisation. The robustness of the methodology of participatory planning developed by Kerala is testified by the fact that the methodology recommended by the Expert Group on Planning at the Grassroots Level – under Shri V. Ramachandran set up by the Ministry of Panchayati Raj has recommended a similar methodology for other states.

Weaknesses

- While participation is important, the whole approach lacks technical input and support. The quality of work of the Working Groups and the exercise of projectisation would have improved if the GP Presidents/Chairmen of the Municipalities had engaged outside experts at least selectively. District Planning Committee (DPC) is also not technically strengthened.
- Despite the working of the DPCs in all the districts, there is a clear absence of district level planning. No district has a vision of development leave alone perspective and strategies and technical competence to achieve it.
- Absence of good data base has been another weak area. Also lack of ability among the functionaries and institutions to analyse existing data to plan and deliver development effectively has been another major hurdle.
- The plan-making process and the budgetary process are not integrated. One is independent of the other. Not only that, the local plans are not integrated to the State Plan. Without an organic link between the two the so-called Five Year Plan and the Annual Plan have not much significance.

- The stratification of decentralised planning raises the fundamental question of the optimum mix of top down and bottom up planning. There is an understandable anger that has been raised in several quarters against the plethora of guidelines and directives issued from above spelling out the elaborate details of the steps in planning to be followed in overall sectoral and special component plans, fixing percentage allocations to various sectors, women component plan, anganwadis, ashraya etc. Such elaborate guidelines, not always consistent are top down exercises that can sap initiative and autonomy. The guidelines go into minute details (ostensibly to produce a well-orchestrated planning exercise) and even with the best of professional support an ordinary village panchayat President finds it difficult to carry them out particularly seen within the stipulated time frame.
- A glaring weakness of the decentralised planning process is its poor technical support base. The Working Groups and Technical Advisory Groups provide the major technical support base to decentralised planning, especially to the DPC. Today they do not work as a Team. Filling expert groups with favourites is as good as making a mockery of the planning process itself. A panel of experts available in a district in various fields with detailed bio-data must be prepared, based on the recommendations of the Panchayats and ULBs. The State Planning Board also can contribute to the preparation of the panel. From this panel subject committees and academic support teams which could help the process of planning must be constituted and they could also provide voluntary support to the process of local planning at the various levels. Their services may be publicly acknowledged; since proper acknowledgement of their participation in the Panchayat / Municipal affairs may itself boost up their willingness to work with the LGs. As and when needed a Panchayat President may use the services of experts not only by paying their travel costs but also by giving honorarium to remunerate their services.

- Coordination, the essence of multi-level planning, is conspicuously missing. It will be a good practice to have joint meetings of the development committees of the Block and Gram Panchayats at the plan formulation and implementation levels to avoid duplication and promote coordination and efficient implementation.
- One complaint that has been generally raised by the Panchayat functionaries is regarding the frequent visits of a large number of auditors, many of them coming in February or in March when the Panchayats have a busy schedule of work. We are for strengthening the Audit System and the purpose should be to tone up the administration and enhance accountability.

Fiscal Decentralisation

Strengths

- Fiscal Decentralisation initiatives in Kerala constitute a best practice with the State following the classical principles of devolving funds to Local Governments.
- There is a smooth flow of funds at all levels.
- Audits are being conducting regularly by multiple agencies.
- The state also has independent institutions of Ombudsman and Appellate Tribunals.
- Kerala is the only State in which four State Finance Commissions have submitted their reports at periodic intervals and every recommendation of these commissions has been implemented resulting in
- There is zero discretion in deciding transfers. Any Local Government whatever be its political complexion or geographic location or bargaining power will get its due share as per its entitlements. This is something which more than half a century of fiscal federalism cannot boast of at the national level

Weaknesses

- There has been a failure to use budget as an instrument of financial control. While plan receipts and expenditures are duly accounted for, (this is needed to get the plan grant) this cannot be said about others. Also plan grants and their expenditures are not integrated as part of a comprehensive financial statement of the LGs. Account rules and Budget rules have not been implemented. In the absence of Budget rules, the Budget Manuals could have been followed. This also has not been followed. There is need to have a periodical review of utilisation of funds.
- Maintaining and updating asset registers and mapping of tax revenue need due attention
- Persistent demands from the people and the democratic instincts of elected members have combined to give rise to a tendency to spread resources too thinly. While this has certain advantages, striking a balance with the need for substantial investment in certain projects is proving difficult.
- Several institutions have been set up like Ombudsman, Appellate Tribunal, State Development Council, etc. They are yet to be made pro active to fulfill their full responsibilities.
- The record keeping is relatively poor in Local Governments. Monitoring systems at the State level are not very robust.
- Institutionalisation of budgeting, accounting, auditing, procurement including execution of public works and revenue assessment needs to be improved
- This calls for setting up systems, firming up processes, and laying down procedures and converting them into rules and manuals. If institutionalisation is delayed, routinisation sets in retarding the momentum for change and reform.
- The policy decision to set up an Audit. Commission is yet to be operationalised.

- E-governance systems have been slow to strike and whenever they are operation at their full potential has not been exploited.

UTTAR PRADESH

Strengths

- The State did not have to enact a new Panchayati Raj legislation in conformity with 73rd constitution amendment as it had a Panchyat Raj Act, 1947. It amended the two existing Acts, namely, U.P Panchayati Raj Act, 1947 and U.P Kshetra Panchayat and Zilla Panchayat Adhiniyam 1961 to conform to the 73rd constitutional amendment. Decentralized planning has been assigned statutory status by enacting U.P. District Planning Committee Act, 1999.
- The State devolved 16 Functions in respect of 12 departments to 3 tier Panchayats and provided for setting up of six standing committees to ensure transparency and effectiveness in the functioning of the Panchayats. Instead of delegating powers to certain individuals or officials, it empowered the committees to take decisions and undertake execution of programmes based on collective deliberations and wisdom.
- Another committee at village level, called vigilance and monitoring committee is independent of Gram Panchayat Pradhan.
- A well-laid out vertical hierarchical Panchayati Raj organization structure from top to bottom encompassing State Govt. level, Directorate level, Divisional level, District level, Block level and Village level has been put in place.
- State Govt. has implemented one-third reservation for women in membership as well as Chairpersons of three-tier of Panchayat. Parallel reservation is provided to SC, ST, and OBCs and for general category women in membership as well as in case of chairpersons. The proportion of elected women representatives is over

39% which is an encouraging sign from the point of view of engendering of local self Govt. Institutions.

- Subject to budgetary limitations, Gram Panchayats are authorized to create/ sanction new posts, abolish existing posts and fix the Pay and allowances of persons appointed by them against newly created post or vacant posts through resolutions passed by them.
- With a view to creating a pool of multipurpose Panchayat level workers and establishing village secretariats, nearly 85000 village level workers of eight departments were transferred to Gram Panchayats as multipurpose workers (known as Gram Panchayat Vikas Adhikari) in 1999.

Capacity Building

- Training programmes for elected representatives and functionaries of Panchayats are being conducted at SIRD Lucknow, 17 Regional Extension Training Centres, 33 District Extension Training Centres and 820 Block level Training Centres. Govt. has also sanctioned for construction of a separate Panchayat Training Institute for which land has been identified.

Weaknesses

- In theory, the State Govt. has devolved 16 functions in respect of 12 departments to three-tier Panchayats but they do not fully reflect the subjects listed in the 11th schedule. Moreover, the three-tiers overlap with each other and there is no clear-cut demarcation. Thus, activity mapping as of date is partial.
- Social Audit is also perfunctory. Sabha meetings are not given details
- The size of Gram Panchayats in terms of population to be serviced is too small. This is a severe constraint in developing a viable, cost-effective and sustainable staffing structure and effective functional and financial devolution.

Capacity Building

- In terms of facilities for capacity building, a separate Panchayat Training Institute is yet to be put in place. Presently, there is total dependence on SIRD, Lucknow and Extension training Centres at Dist. and Block levels. In G.B. Nagar district, it came to light that no funds have been earmarked for training of functionaries/elected representatives during the last 3-4 years. Special training programmes for women and first time elected members have not been designed, although they were needed.

KARNATAKA

Strengths

- Ward Sabhas have been made mandatory and have been assigned the responsibility of selection of beneficiaries for various development programmes and projects, and of finalization of works to be undertaken in the village concerned.
- In distributing activities among the three tiers of PRIs, appropriate level at which a work can be done has been assessed, and if a work can be done at a particular level it has been entrusted to that level only.
- Number of members of Standing Committees has been kept small – not to exceed six (including Adhyaksha) – and they are being guided by government functionaries attached to PRI concerned on procedures and process of decision taking.

• Level of PRI	• Number of Members	• Government Functionary attached
• GP	• 3 to 5	• Panchayat Development Officer (of the rank of Sirestadar)
• TP	• Upto 6	• Executive Officer (Group – A Officer)
• ZP	• Upto 6	• Chief Executive Officer / Deputy Secretary of Zilla Panchayat (Development) • (Group – A Officers)

- Grama Panchayats (GPs) are considered to be village governments and more powers and funds are being transferred to them.
- In the use of more powers and funds being transferred to them, it is essential that GPs should provide efficient and transparent governance to its people, and be accountable for all their deeds. In this regard, Government of Karnataka (GoK) has been implementing since 2005 Panchayat Jamabandhi system at GP level. GP is the basic unit of Jamabandhi. Panchayat Jamabandhi is conducted annually in all the GPs of the State simultaneously between August 16th and September 15th. Jamabandhi report mentions all positive aspects, irregularities, financial misuse and also constructive suggestions for corrective action. These reports are made public at GP level and are discussed at TP and ZP meetings as well (See Section 2.4 for details).
- Karnataka has deputed large numbers of personnel for all the three tiers of PRIs. As these persons are on deputation from different line departments, it was found appropriate to create a separate Cadre and Recruitment Rules for PRIs. This has been done for the Panchayat Raj Department and all “Development Departments”: Departments of Agriculture, Cooperation, Social Welfare, Public

Works, Women and Child Development, Animal Husbandry, and such other Departments declared as such by the GoK (See Annexure 2).

- One of the most vital features of Panchayat Raj System (PRS) in Karnataka has been conduct of regular elections and empowerment of weaker sections including women. Karnataka has the unique distinction of exceeding the constitutional mandate of 33 percent in providing representation to women.
- Karnataka has been giving Grama Panchayats, more untied funds to make them perform their functions effectively. In this regard, the statutory development grant to Grama Panchayats has been regularly enhanced since 1993 from rupees one lakh to rupees five lakhs. In order to streamline fund flow to the Grama Panchayats, effective direct releases of government devolutions through banks has been introduced.
- Right to Information Act is being implemented in the PRS also.
- Another unique e-governance initiative for GP is Pancha Tantra Grama Panchayat Online System which received national recognition and a gold award as an exemplary re-use of ICT-based solutions.
- TPs are being strengthened by posting planning staff in order to enable them to prepare plans based on discussions in Ward Sabha and Grama Sabha. This is a step in the right direction, as otherwise the developmental role of TPs was getting minimised. The proposed step will make TPs pivotal to decentralised development.
- Panchayat Jamabandhis caused effective implementation of rural development programmes ensuring and encouraging people's participation in development, bringing in transparency in administration, providing information to the people, instilling responsibility of solving public grievances and encouraging responsive administration by the GPs.

- Giving more powers and funds to GPs has afforded more autonomy to GPs in undertaking development work. Gumgole GP surveyed has achieved remarkable progress (See Section 5.3.4).
- Empowerment of weaker sections including women has improved participation of these persons in the Panchayat Raj System in Karnataka (See Section 2.4 and Table C2.1).
- Increased and smooth flow of funds, particularly the untied funds, has enhanced autonomy and effectiveness of PRIs in implementing development works.
- Implementation of Right to Information Act in PRS has resulted in free flow of information about PRIs and their activities to people.
- Pancha Tantra GP Online System has resulted in
 - Greater Transparency
 - Better Resource Mobilisation
 - Well Informed Citizens
 - Decentralised planning in the spirit
 - Quick decision making in decentralized planning
 - Strengthening internal administrative capacity of GPs
- This has further paved the way for
 - Better resource mobilization and quicker resource transfer to GPs directly
 - Geo-referencing of basic amenities
 - Improved integration with National Level data base
- Unique features of Pancha Tantra are
 - Bridging the digital divide
 - Direct benefit to rural masses
 - Networking among PRIs (See Section 2.5)

Weakness

- The Third State Finance Commission has observed that “the present activity mapping which distributes the activities among the PRIs is not comprehensive and the responsibilities of the three tiers are not specific”.
- Deficiencies in perception and understanding exist amongst rural citizens regarding the purpose, working methods, execution of programmes, implementation plans, maintenance of accounts, and duties and responsibilities of officers and elected representatives of PRIs.
- There are also deficiencies in supervision and monitoring of activities of PRIs, due to inadequacies in the numbers of senior staff.
- Social Audit conducted through Panchayat Jamabandhi has two weaknesses: One is it is infrequent – conducted over a period of one month only once a year. It was commented by many that the functionaries involved in implementation have ample time to camouflage all their deficiencies and misdeeds and present a goody-goody picture during Jamabandhi. The other is Jamabandhi is dominated by the government functionaries, while Social audit is an independent evaluation of the performance of an organization and its impact in attaining social goals through regular monitoring based on the views of the ‘stakeholder’s – the ultimate beneficiaries’ analysis - provides a foundation and strength for Social Auditing. The key features of Social Audit are participation by the beneficiaries and Civil Society Organisations. Also, Social Audit has to be regular and repetitive. These features are missing in Jamabandhi.
- Because activity distribution is not comprehensive and specific, it has created confusion among the three tiers of PRIs in many circumstances. As a result, it has been difficult to ensure responsibility and accountability for proper and successful completion of works concerned.

- Inadequate perceptions and understanding of functioning of PRIs and its functionaries is hindering active participation and cooperation of local civil society organisations like Youth Clubs, Women’s Associations, Service Organisations and Citizen’s Associations. This is weakening local bodies like the PRIs leading to mal-practices in the administration of PRIs and improper programme implementation.
- Improper supervision and monitoring are resulting in increased misutilisation of funds in GPs¹. Inability of existing staff in providing technical guidance to agriculture, animal husbandry, minor irrigation and watershed is proving to be detrimental to the growth productive sector. This will retard rural development ultimately.
- Weaknesses in Social Audit are causing increased mis-utilization of funds at the GP level. This will adversely impact rural development.

MAHARASHTRA

Strengths

- Maharashtra has had a tradition of strong Panchayats even before enactment of the Seventy Third Constitutional Amendment Act, 1992. The Bombay Village Panchayat Act 1958 defines the duties, responsibilities and powers of the Village Panchayats. Further, Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 has been extensively amended with a view to giving effect and conformity to the provisions of the Constitution (Seventy-third Amendment) Act, 1992 called the “Panchayat Raj Act” (Panchayat Raj is the local self-government system for the rural areas in the State).

- A committee system is provided to attend to day to day business instead of cabinet system instead of the function being handled at the Zilla Parishad level which is too large a body to meet frequently. All important sections of opinion in the Parishad find some representation on it as every committee is elected by means of a single transferable vote. The President, Chairman and Deputy Chairman of Committees are made full time functionaries responsible for implementation of the decisions of the Parishad and its committees
- It was observed that the beneficiaries are very enthusiastic. In many cases, they are bypassing the PRIs and taking up development works on their own.

The Government of Maharashtra has started the process of computerization through the resources made available through the XIIth Finance Commission. All the Panchayat Samitis and Zilla Parishads have been provided with computers. Further, the PRIs have started the computerization of several processes such as preparation of Pay Roll, GPF Account keeping, Agriculture Pesticide/Insecticide and fertilizer licences. Reference Monitoring Systems. An E-PRI project for computerisation of all the Gram Panchayats is also under preparation. A large amount of official correspondence takes place through e-mail.

Weaknesses

- Social Audit is not being done as per the letter and spirit of the concept.
- Some other financial lacunas were as follows.
 - Non-accounting of withdrawals from treasur
 - Non-reconciliation of balances of cash book and bank accounts
 - Irregular retention of amounts under deposits
 - Lack of financial autonomy to Village Panchayats (VPs) in spending from own sources of revenue (OSR). GPs are required to obtain sanctions from the

Block level for spending out of OSR. Further, on any item of expenditure. VPs have power to contribute only up to 50% of the expenditure. The remaining 50% has to come from the State Government. This curbs financial autonomy.

- Generation of income from own sources of revenue has been very poor and tardy. Adverse observations of the Audit Reports coupled with losing track of recommendations of the State Finance Commission raise serious questions about current financial management practices of PRIs in Maharashtra.
- Planning process still follows the top down approach in PRS of Maharashtra. This is against the spirit of participatory planning characteristic of PRS.

WEST BENGAL

Strengths

- The West Bengal government chose the legislative route to improving the participation at the village level, and making sure that the voice of the vulnerable and the marginalized sections is heard. issues: First, issue of improving participation is has been resolved by making Legal changes to entrust more responsibility including execution of schemes involving less fund and simple technology by the villagers themselves through constitution of the Gram Unnayan Samiti (GUS).
- The activities planned and taken up at the Sansad level, though small in size, have yielded substantial benefit.
- Seven lakh SHGs had been formed for poor out of which majority have been formed by women. Organizing the poor in groups is being planned to be strengthened further to see that every poor rural family has at least one member included in an SHG in the next five years.

- Legal provisions made for the representation of SHGs in the GUS have been incorporated. Also, the SHGs are being organized further in Sub-Clusters within the Gram Sansad, Clusters within the GPs. The Clusters are being federated in bigger bodies known as Federations in each Block for synergy in their functioning. Those are being formed by the women SHGs in general and men are also involved in certain areas. Orders had been issued for representation of the Clusters and the Federations in the Upa-Samitis and Sthayee Samitis of the GP and the PS respectively, as invited members, so that they can give their feedback for decision making in their favour and whatever decision is taken can be communicated to their members for wider knowledge and participation.
- Steps have been made to ensure convergence of activities of the State and the Panchayats through enforcing:
 - Interaction between bureaucracy and the elected representatives at each level from GP to State government; and
 - Integration of activities of each level.
- Measures have been taken for better monitoring of functioning of the standing committees and holding regular meetings of those bodies as per norms.
- In order that the Standing Committees of the panchayats may function with more freedom under the general supervision of the respective general bodies it was decided to give more emphasis on preparation of budget for each such committee. The Standing Committees are empowered to take up schemes within their respective budgets with due approval of the general body. Preparation of Standing Committee-wise budget is being followed up for the last two years and the process has been mostly streamlined.
- Panchayats in West Bengal are characterized by existence of a strong demand driven process of evolution in owning responsibilities and in future also the process should be facilitated through building up of capacities to enable the Panchayats to take on new responsibilities of their own. This also reaffirms that roadmap for the

Panchayats of the State will be the devolution of responsibilities by the various departments of the State Government. They undertake the conventional exercise of activity mapping and assigning responsibilities from above through either legislative or executive route but also the prepare the roadmap for developing various capacities within the Panchayats so as to respond to the need-based demands of the people and acquire more responsibilities of their own for realization of such demands, stemming from the local needs and aspirations.

- The State Government is of that view it is more logical, pragmatic and productive to provide concurrent jurisdictions in assigning functions of PRI. This has helped the Panchayats to acquire adequate capacities in voluntarily taking up those activities or utilizing the infrastructure and expertise of the government machinery on suitable occasions. The State Government shall, in due course, also provide exclusive responsibilities as and when the same will be necessary and appropriate.
- Elaborate guidelines containing methodology for Gram Sansad based Gram Panchayat planning have been prepared and circulated. The processes comprises of the following: collection of data pertaining to each individual and each household; preparation of village registers through neighborhood meetings; preparation of social maps and natural resource maps through neighborhood meetings and PLA exercises; collection of sector-based data through neighborhood meetings; compilation of all such data and maps at Gram Sansad level; analysis of data followed by identification, qualification, analysis and prioritization of problems, resources and potentials through participatory planning exercises; and formulation of Gram Sansad Plans for one year based on people's own resources, resources to be devolved by the Gram Panchayats and untied fund to be provided out of SRD programme funds. The Gram Panchayats are to prepare integrated and holistic plans (annual plans in the first year, to be followed by five year plans) on the basis of the Gram Sansad plans. The Gram Sansad plan based Gram Panchayat plans are appraised and supported with untied funds out of SRD programme funds. Approval

of the District Planning Committee is to be obtained for the Panchayat plans which are indeed part of the overall District Plan.

- The State Government utilized the incentives scheme and the financial rewards for better financial performance and services as scheme to spur good work. This programme created enthusiasm among the panchayat functionaries to probe in depth their functioning and the districts have been asked to organize workshops to discuss their weaknesses as well as to take up plans for improvement of particularly those panchayats which had very poor scores. Besides, it has now become possible for the state government to identify the weak panchayats objectively and to design appropriate interventions for those bodies. Since the evaluation is score based time series data of the annual exercise, it will keep track of the extent of improvement.
- The Panchayat Incentive scheme, as mentioned before, and the direction of Twelfth Finance Commission to release incentive grant to the tune of 20% on the basis of their revenue mobilization initiatives has motivated the panchayats to earn more revenue from own sources and a healthy competition is being observed in many areas.
- The Zilla Parishads are now maintaining their accounts through the software. This has resulted in quick compilation and monitoring of financial data. Also it is now possible to take corrective measures by the Zilla Parishads themselves or by the state level officials as soon as any discrepancy is detected. It is proposed to introduce a few management accounting tools such as ratio analysis, measurement of budgetary compliance etc, which has now become possible to apply because of having computerized data base.

Weaknesses

- As of now, the allocation of responsibilities across the governments including PRIs is, characterized by ambiguity in terms of specific roles to be played by each tier of government and by concurrency in the roles assigned.

- The social audit process does not seem to be happening in a well-structured manner for all schemes. The social audit of MNREGA seems to be done properly because Social Audit is mandatory under MNREGA. For other schemes, it is a lacuna.
- Only 6 per cent of total revenues of GPs is derived from Own Source of Revenue (OSR) and 94 per cent comes from grants and transfers, of which 70 per cent from Central Government and 24 per cent from State Government.
- Weak financial position of PRIs so far as their own resource and 'untied' funds are concerned and also PRIs are weak in financial management.
- The Panchayat Plans should refer to the assigned Functions / Activities. Such assignment of functions with appropriate division of sub-functions and sub activities (activity mapping) has not been done by the State Government as yet, as discussed earlier. The Panchayats at all the three tiers, therefore, do not know what their specific responsibilities are. There is lack of clarity on roles in respect of Primary Education, Primary Health Care, Water Supply as well as the functions, the finance.
- Given the lack of clarity, the Panchayats at different tiers i.e. Gram Panchayats, Panchayat Samitis, the Zilla Parishads and also the Municipalities are not able to prepare need based plan for their respective areas.
- The State Government has failed to work out the lists of State Plan Sector and District Plan Sector so far. The DPCs, therefore, took up the preparation of the District Plans as a routine work.

SUMMARY OF DISCUSSIONS REGARDING ADMINISTRATIVE STAFF AT THE THREE LEVELS

BIHAR

Strengths

- The following Panchayat Service Cadres have already been constituted

- a) Zilla Parishad Engineering Cadre comprising the posts of Junior Engineer, Asstt. Engineer and Zilla Engineer.
 - b) Bihar Gram Panchayat Sachiv Cadre and
 - c) Bihar Panchayat Raj Service Cadre
- The prescribed minimum qualification for appointment to post of Panchayat Secretary is Intermediate. The Panchayat Secretaries having graduate qualification are eligible for promotion to the post of BPRO but the Panchayat Secretaries with Intermediate (10+2) qualification have not been provided any opening.
 - Bihar has developed a manual for a PRI cadre at all the three levels. However, it has not specified numbers required for each post.

Weaknesses

- Officers posted at the district and block levels of the 20 departments have been so placed that they could work with the Panchayats. They are also to 'assist' and 'guide' the Panchayats in implementation of their functions. The administrative control of such functionaries including payment of salaries is retained by the respective departments. The elected representatives have no administrative control over them.
- Under NREGA, Panchayat Rozgar Sewaks have been provided to Gram Panchayats but the State Govt. has not posted the scheme specific staff admissible to Block Panchayats and Zilla Panchayats.
- There is no rational staffing pattern for Zilla Panchayats. The sanctioned strength of Zilla Parishads continued to be as those of erstwhile district boards. With bifurcation of many districts, dispersal of functions under decentralized governance, expansion of health and educational facilities and technological

changes, the staffing requirements have undergone a qualitative as well as quantitative change.

- The staff meant for Gram Panchayats falling in the jurisdiction of Blocks under reference has been included in the staff strength of Blocks- Deployment of that staff in the Gram Panchayat is therefore, dependant on the discretion of the B.D.O. In such a scenario, one cannot expect the Gram Panchayat Mukiyas to ensure effective functioning of GPs.
- Variation in strength of Blocks does not appear to have any rational basis considering the number of Gram Panchayats and size of population as prime work-load indicators. Moreover, there is hardly any linkage between the duties and responsibilities assigned to different functionaries and the designations they were holding.
- The staff strength sanctioned for Gram Panchayats is inadequate. Panchayat Secretary has hardly any support staff. Besides, many sanctioned posts are lying vacant.

KERALA

Strengths

The Local Governments have full administrative control, including powers of disciplinary action, over their own staff as well as staff transferred to it. There is also a provision for constituting functional committees for different subject areas inclusive of experts, activists, professionals, practitioners and other stakeholders. Local Governments set up such committees to advise them on plan formulation.

Weaknesses

- Dual control of transferred functionaries is major weakness: There are clearly two different functional groups at the Block Panchayat level – the Block Panchayat as the intermediate level of the Panchayat Raj system and the official level community development block. Though the BDO is the Secretary of the Block Panchayat, integration of the functional roles and convergence of development programmes at area level do not happen. The elected members of the BP are not aware of the Central Government assisted development programmes being implemented through the BDO. The BP programmes do not integrate their development activities with the CD programmes which are implemented and monitored by the Rural Development Department. This fragmented approach should end. The schizophrenic role of the BDO should also end.

UTTAR PRADESH

Weaknesses

- Inadequate strength of functionaries is by far the biggest weakness in the functioning of Panchayats. The number of GPs is 52000 for which the sanctioned strength of Gram Panchayat Secretaries is 8135 and the actual strength is 5582. In other words, one G.P. Secretary is sanctioned for 6-7 Panchayats whereas actual availability is one Secretary for 9-10 Panchayats. The Panchayat Secretary, as indicated in his job chart, has multifarious responsibilities. As such, many of his functions remain un-attended. Primarily, for this reason the Standing Committees of Panchayats remain non-functional. The G.P Secretary has no supporting staff.
- Transfer of village level functionaries to Panchayats affected in 1999 in respect of eight departments was reversed in 2006. As a result, employees of five

departments, namely, cane, land development and water resources, irrigation, agriculture and health were reverted back to their parent departments and village level functionaries of three departments only, viz. Panchayati Raj, Social Welfare and Rural Development were allowed to be retained by Panchayats.

- Powers vested in the Gram Panchayats to create new posts, and to fix pay and allowances of persons appointed by them against newly created or vacant posts shall remain meaningless till such time as the Panchayats mobilize their own resources. As of date, they lack will power as also manpower to levy taxes/fees and collect the same. In the absence of financial independence, the Panchayats cannot do independent planning.
- The Block Panchayats and Gram Panchayats visited by the Study Team in G.B. Nagar and Ghaziabad districts reported that the State Govt. had not posted the functionaries admissible to them under MGNAREGA.
- Decentralized Governance structure envisioned power to the people. Keeping that in view it was expected that the employees of three-tier Panchayats will be under the control of elected representatives. However, this concept has not been put in place. The Chairmen of three-tier Panchayats can at best convey their comments on the Performance of the officials to their reporting officers.
- BDO functions as Block Panchayat Sachiv and Chief Executive Officer. In that capacity, he is expected to co-ordinate, guide and aid the functioning of Gram Panchayats falling in the jurisdiction of his Block. The key posts at G.P level are of Gram Panchayat Adhikari and Gram Vikas Adhikari. Salary of GPAs is drawn by DPRO and of GVA by Dist. Development Officer (Zilla Vikas Adhikari). Because of this arrangement, the aforesaid functionaries of Gram Panchayats do not take serious note of B.D.O's instructions.
- In GPs where both GPAs and GVAs are posted, they come in conflict with each other because their allegiance is to different cadre controlling authorities.

- The staff of Block Panchayats generally belongs to line departments. They have hardly any staff of their own. Moreover, employees of GPs and Block level employees are Govt. employees whereas the Zilla Panchayat employees barring those deputed from other cadres, are not treated as Govt. employees. They are not entitled to pension on superannuation. The age at which they superannuate is also lower i.e. 58 years instead of 60 applicable to Govt. employees. They are a demotivated lot. Same applies to DRDA employees. In view of this, it is difficult to expect the Dist. Panchayats to make any meaningful contribution to the effective functioning of the lower 2 tiers.
- Different departments have yet to make appropriate provisions in the Acts applicable to them for acceptance of the role of PRIs.

MAHARASHTRA

Weaknesses

- Staff structure does not seem to follow any specific pattern. Although, Section 60 of Mumbai Village Panchayat Act 2003 provides for the appointment of Panchayat Secretary for each Gram Panchayat, there are many Village Panchayats which have only a part-time Panchayat Secretary. There are some cases in which one Panchayat Secretary looks after 3 or more Village Panchayats.
- Further, under NREGA, there is a provision to have one technical assistant with diploma in engineering in each Village Panchayat. From the Village Panchayat visited e.g., Gunjalwadi of Pune District it was given to understand that there is one technical assistant for 8 Village Panchayats. Technical assistants' services are most needed, before starting a public works programme for giving an estimate of the work; and after completion of the work to measure work done and certify accordingly. It has been difficult to access the technical assistant of Gunjalwadi,

Village Panchayat even over mobile, as has been reported. This is delaying execution of public works.

- Staff shortage will definitely hit hard the development work.

WEST BENGAL

Strengths

- For devolution of functionaries to the Panchayats the State Government has initiated a process of building a cadre of officials and technocrats specialized in devolved functions. The Executive Officer of the Zilla Parishad has been made the Appointing Authority for all the posts, excepting the GP Karmees (group D posts of the GP), for which Executive Officer, Panchayat Samiti has been declared as the appointing authority. For appointment of officials to the sanctioned posts of three tiers of Panchayats three categories of officials namely, Block Panchayat Cadre, District Panchayat Cadre and State Panchayat Cadre have been constituted by the West Bengal Panchayat (Second Amendment) Act, 2006 (West Bengal Act II of 2006). In respect of the 3 cadres recruitment rules and Service Rules have also been formulated and notified through gazette orders. In respect of State Panchayat Cadres, most of the officials are sent from constituted state services on deputation while a few of them are appointed directly for Zilla Parishads by this Department.
- The order no. 1415/P/214-6/99 dated 24.05.1999 placing the services of line department officials to the respective tiers has not been implemented to the fullest extent. Moreover, this order does not take into account the necessity of functionaries at the Gram Panchayat level, which is the actual field of implementation of schemes. As a result, performance of Panchayats, particularly of Gram Panchayats, has remained weak.

CHAPTER 13: CAPACITY DEVELOPMENT

Introduction

Capacity development is 'the process by which individuals, groups, organisations, institutions and societies increase their abilities to: 1) perform core functions, solve problems, defined and achieve objectives; and 2) understand and deal with their development needs in a broad context and in a sustainable manner.

The stakeholders and actors of democratic decentralisation are many and in a nutshell may be classified as elected representatives, officials, support systems and above all the Gram Sabha, which is the all-inclusive group of citizens themselves. Thus the capacities of all of them need to be developed in order to build up an efficient and effective decentralised system of governance.

The institutions and individuals assigned with the task must have strengths such as professional networking; innovative capabilities to blend participatory methodologies with communication technologies for effective training; highly motivated staff; and frontline infrastructure; the institute is today a widely acknowledged name in the field of training for empowerment of "bottom-up" development.

Some of the Principles of Training may be as follows:

- Gram Panchayat members are not 'empty receptacles' into whom knowledge is to be poured
- The Resource Persons, Officials and NGO representatives are not the sole repositories of knowledge and wisdom

- Irrespective of their educational status, the Gram Panchayat members attend the training programme with some pre-knowledge, experience and wisdom
- Irrespective of caste, gender and religion, the members have infinite capacity to learn
- The training programme is designed to ensure participation of all members. The procedures involved for participation of members include seating arrangements, group work techniques in small groups and plenary discussion, creating a system for display of information and documentation to ensure issues raised in training etc. are resolved appropriately
- The training team should function as facilitators, friends and counselors who can evoke and stimulate participation by the trainees

Modules of Training

- **Programmes in Face-to-Face Mode:** In one of the State's a large number of programmes are already being held. Training in this mode also includes ToT (Training of Trainers) programmes designed to cultivate a "**cascade effect**" of development of local areas.
- **Computer Training:** Courses in routine computer applications for development functionaries; and specialized courses in areas such as internet, browsing, networking and project management for people with basic computer knowledge.
- **Research and Documentation:** Research and Documentation undertaking assignments involving field studies, research and elevation from agencies in India and abroad, and develops technical and generic manuals and compendiums in rural management.
- **Collaborative Events:** Seminars and conferences at state and national level on a variety of empowerment and development themes, and holds regular consultative workshops and media-sensitization programmes.

- **Publishing in Print and Electronic Media** : Producing training modules and booklets, and wall newspapers and charts; as well as films, multimedia CD-ROMs and audio cassettes; apart from street plays and songs to communicate diverse themes of rural development in the regional language. These will bridge the geographical distances and reach the nook and corners of Karnataka. It is possible to offer large number of training programmes through this methods
- **Satellite Based Interactive Training Programme (SB-ITP)**: The Studio located at the main building of the SIRD at Mysore is the originator of the signals for transmission through the satellite. With a floor area of 22x40ft the studio is acoustically treated and equipped with state of the art facilities. It consists of a console, 18 professional sony and JVC monitors, two broadcast quality sony cameras, sony tabletop cameras, Sony beta VCRs, 22 channels of sound craft audio mixers, JVC vision mixers, sony DFS700A special effect generator, scan converter, multimedia HCL PC, telephone hybrid Studier, videonics character generator, white board etc.
- Exposure Visits to better Working Gram Panchayats Zilla Parishads

Key Areas of Interventions for Capacity Building

Capacity building of PRI functionaries involves various interventions which lead to better functioning in terms of improving governance, improved delivery of services to the citizens and better utilization of all resources more efficiently. The interventions are multi-dimensional, which can be classified into the following broad categories:

- **Institutional functioning of PRIs** in terms of Acts, Rules and related practices, following the Roadmap and the Activity Maps including an effective system of grievance redressal, more effective service delivery, prompt enquiry of complaints of corruptions, voluntary disclosure of information for sharing with

the citizens, and more IEC for them for promoting their participation at Gram Sansad level.

- **Office management** with expansion of physical infrastructure; standardization of practices and procedures; process re-engineering through manuals (currently under finalization for GP level and under preparation for PS & ZP levels); organisational dynamics and strengthening intra and inter-tier, inter-institutional and inter-sector linkages and inter-personal relationships; manpower management with clear responsibility mapping in respect of various tasks and programmes; and better use of ICT for management of records and documents.
- **Resource mobilization, financial management and accounting** (with double entry system & computerization); absorption and utilization of enhanced resources; procurement and contract management; effective monitoring of expenditure and use of ICT to improve analysis and follow up based on the reported expenditure status for all tiers of PRIs; and audit compliance.
- **Management of various programmes/schemes** with enhanced skills, with more IEC for the citizens for promoting their participation through social audit and other tools.
- **Participatory planning & implementation** with greater understanding of relevant thematic issues including gender, child protection, equity, education, public health, nutrition, food security, right to information, poverty targeting, expansion of livelihoods in favour of the poorest, SHG as building block of development, environmental protection, natural resource management, sustainable development, community based disaster preparedness, social communication, spatial planning with GIS tools etc.
- **Monitoring & evaluation** of overall performance of each PRI through an overarching framework with clear responsibility mapping and use of multiple tools including self-evaluation and enhanced use of ICT for information management and management information system.

Main Themes for Training

- Education and Rural Development
- Nutrition, Health and Rural Development
- Information and Communication in Rural Development
- Community Participation, Micro Planning for Rural Development
- Integrated Watershed Development and Rain Water Harvesting
- Entrepreneurship and Marketing in Rural Areas
- Social Mobilization and Social Audit
- Empowerment of Women
- Sustainable Socio-economic Development

Areas of Training

- Panchayat Raj
- Decentralization and Development
- Poverty Alleviation and Rural Credit
- Watershed Development
- Agriculture and Allied Sectors
- Agriculture and Allied Sectors
- Drinking Water and Sanitation
- Rural Housing
- Gender Issues
- Tribal Development
- Computerization
- Decentralization and Panchayati Raj
- Computer Training
- Sanitation

- PMGSY
- Rural Engineering
- SGSY
- Watershed
- NREGA

Others

- Training Needs Assessment (TNA)
- Inter Agency Coordination
- Monitoring and Evaluation System

Training Methodology

- Training programmes may be conducted through various methods including panel discussions, power point presentations, experts facilitating training on white boards etc.
- A team of experts may conceptualize every aspect of the intended training which is then discussed leading to the formulation of the broader objectives of the training programme.
- Once the objectives are finalized the team of experts should prepare the training content which may be debated and validated. This is then further vetted and necessary approvals and a final version is arrived for conducting the training.
- Resource persons who form the backbone of the training must be trained.
- Obtain participants feedback and seek clarification wherever necessary.

Some Issues of Capacity Building

- The campaign approach with its sheer magnitude and size could only make general exposure and orientation.

- The focus of the People's Plan Campaign has to be on decentralised planning. It ignored to a great extent the need for capacity building on good governance including Panchayat office management, accounting and on the broad theme of local self-governance and local development politics itself.
- Even in the case of training programmes on local planning, the trainings focus on the various bureaucratic steps in the planning process is required
- There should be active involvement of the volunteers and they were mostly involved as resource persons at various levels for providing training.
- Considering all stakeholders for training.
- District Planning, spatial planning, sectoral planning, and budget-making and so on are specialised areas. Capacity Building in such areas should be given priority.
- The local planning exercises and the management of the transferred institutions require sector specific trainings.
- The issue of duplication of trainings by various institutions for the same groups of stakeholders may be avoided.
- No serious evaluation or impact assessment has been done so far on capacity building.
- Content and quality of training need to be improved continuously. Otherwise, effective democratic practices and purposive local development practices will continue to elude the decentralisation process.
- There is no specific capacity building on how planning could be done making use of data and information.
- Adequate Infra-structure for Training was missing
- There was a lack of Lack of Cadre of Trainers
- Project formulation has ceased to be a professional exercise in view of the lack of expertise and training to WG members. *"It is disclosed that one junior clerk was forced to prepare 120 projects with respect to production and social service sectors in less than one month's time. Similarly one lady clerk who in charge of*

SC/ST welfare prepared the entire projects in less than two weeks time in another local body". There is no coordination of the reports of the various sectoral WGs.

- Capacity building of the newly elected representatives does not take place immediately after the elections.

Impact on the Trainees as told to the study team

- Started work with peoples participation
- Previously, there was fear in the mind in doing the work but now that confusion has removed and I am doing the work confidently.
- I am preparing the work plan and doing the work accordingly.
- As I am sharing views and consulting with the people their faith on me is increased.
- I am doing the work with positive approach.
- Confidence is increased.
- The work of road repair and drinking water are getting completed with labour contribution by increasing the people's participation.
- Started for time management and work planning.
- Keeping diary for noting down the work, it becomes helpful for solving the problems of the people in time and taking review of work in the evening.
- One special file is kept for taking action on the letters/applications received from the people also one control register is kept for that. It helps to know that whose work is completed and that gives the satisfaction.
- We are welcoming to the people who come to the office with 'Namaste' and we are asking him what service I can do for you and giving all information as if I am in his chair.
- Gram Panchayat daptar is being completed time to time.
- Separate files are kept for construction work as per the checklist.

- Attention office regularly. Kept control on employees for giving regular services of clean drinking water, electricity, roads to the people.
- Previously, two three days in a week I was not going to the saja, but now I am going to the saja daily and that too early and regularly.
- Visited to the families on Wadi / Vasti and convinced them for constructing toilets, for that purpose I have worked late night from 7 to 10 P.M.
- My communication skill is increased and that helps me in doing good work.
- As I have done adjustments with the quarrelsome persons and involved such persons in development process the stress of work is minimised.
- My day starts at 5.00 A.M. and also going for daily 4 K.M. morning walk and doing yoga, I feel fresh whole day.
- Other than my regular work I spare time for the 'Tantra Mukta Gaon' programme and helped to solve disputes among the villagers.
- As I have kept transparency in the work, that helps to develop integrity and unity in the village.
- Taking into consideration, how to behave with people and how to help the people that make me to take positive decision for work.
- I have developed my dialog with the people, that increased faith on me and as I have helped them they are getting the benefit and I am getting the pleasure of that work. My negative approach is totally gone hence the people are satisfied with me.
- I have got knowledge and skill regarding importance of regularity in work, planning, how to behave with the people and how to access the need of the people. Also, I have received the capacity of avoiding anger it gives me satisfaction.
- Through training programme, I have received the skill that, how to get the peoples participation, that makes me to get done good work through peoples participation and that created transparency and developed my confidence.

- Previously, I was doing work in a hurry and with anger but now I am doing the work obediently and honestly.
- Taken house-to-house visit for Nirmal Gram and told the importance of the programme.
- If we want to do something in the life, then without waiting, we must prepare for that. I came to know that, if we do something we will definitely get fruit for that.
- I have got such a confidence that, if we face the circumstances without fearing then we will definitely get the success. And for that the example is I have climbed on the top of the water tank for cleaning the same. Then whole village is gathered and cleaned the tank.
- After training, I came to know that, this service of Gramsevak is for social commitment and it is bone of the village development, from then I have started to work for Adivasi and poor people by heart honestly and with a work plan.
- Before training, there were quarrels in the body of Grampanchayat, After training I have called the meeting of body and discussed with them using the communication skill most people came to together and keeping aside the not listeners we have started the developmental works in the village.
- The idea of changing some body's life with our help had given much pleasure to me and I have decided to work like that.
- Understood the Importance of people's participation and started work accordingly.
- Adivasi community is neglected community but that community is central point of the village. It is necessary to strengthen them and I can do that work with the guidance of Yashada.
- The gladness on the face of the poor after the services given to them or the people's sentiment after doing the community works those things is precious

- one. In such cases, the good words from them are more precious than any prize and on that basis only we will achieve something in life.
- To increase the positive attitude of others with ourselves will be beneficial in any work.
 - Before training, I was going to the office as per my convenience, but now I am doing my work with planning. That creates me to get positive response from the people. Hence, people are helping me at their own accord.
 - At the time of epidemic of gastro, people were told about importance of clean water and with the help of the people problem are solved.
 - Due to training, there are very good changes in my official work as well as in my household work. Those all changes are of positive nature hence they are useful in my every sphere of life.
 - Due to training, my anger is minimized and now I am developing the habit of listening silently that helps to change the attitude about me.
 - As I am doing the work of daptar and other work with planning it becomes helpful to me to complete it satisfactorily.
 - There is change in mind setup.
 - As I am doing the work with planning and on priority basis there is clear mind setup and that helps me to complete the works in time.
 - Before training, if somebody talks I use to argue with them, but now instead of arguing I am talking with patience that helps the people to understand my difficulties and they cooperate us.
 - After training, my capacity to take decision is increased and due to confidence and stern decisions I have been able to complete my works.
 - Due to training, I came to know my duties, also there is change in my nature, I started to work with planning, and hence there is increase in my capacity.

- After training, there is change in my role. Previously, I was not so attentive towards the peoples demand, now I am thinking on their demand and taking own initiative and helping the villagers.
- Previously, I use to go late to the office. But now as I am doing the work with planning the things which was feeling difficult before now it seems to be easier and it helps me to work without tension.
- After training, my capacity is increased and hence now I can work from morning 9:00 to evening 7:00. Also, as part of poverty reduction I am giving information of developmental schemes to each visitor of Gram Panchayat.
- Due to training, my capacity to work is increased, also it becomes possible for me to increase the people's participation in work and now I can dialogue with the people effectively.
- Before training, there was stress of work, absence of confidence but due to training there is increase in my confidence and the stress about the work has removed away.
- My capacity has increased to work form morning 6:00 till late evening.
- I have given information of plan scheme to every visitor and try to give benefit of the scheme.
- One habitant/vasti is at long distance from village; previously I was not going there. After training, I visited that vasti and on discussion with the families I have done the facilities of drinking water and toilet there.
- Before training, if somebody speaks loudly with me then I use to talk loudly, but now I am giving reply with keeping patience.
- Confidence development, planning, communication skill and working with patience these changes are occurred due to training.
- Previously, there was anger in my nature but now I have understood that how can solve question / difficulty with effective communication skill. Also I have started doing work with planning.

- Previously, there was fear in conducting the Gram Sabha but now I can conduct it very confidently.
- There is development in my oratory; also I came to know there should be a limit of time for any work hence I have started doing the work with planning.
- Yogasana is being helpful for reducing the stress on mind.
- After training, there is change in mind, I have thrown away inferiority complex, developed the confidence, decided to work with planning also decided to do efforts for giving maximum benefit of the scheme to the poor.
- Due to training, there is lot of change in thinking, behaving and talking. So that, I have helped at my own accord to the road side living lady by sanctioning her Gharkul.
- After training, I can conduct Gramsabha with confidence; I have thought on my speaking, behaving with others and started for working with positive attitude. I have distributed the work and with time management I am doing the work.
- After training, I am working with planning only. That is 6:00 to 11:00 giving certificates, after 11:00 to lunch banking and other outside work, after lunch writing of Daftar then in the evening 5:00 to 6:00 the work of Nirmal Gram. Hence, I am completing all works in time.
- Previously, I was proudly, but now I have changed my role. Now my confidence has increased. Also, I am looking that how one poor will get the benefit of the scheme.
- Due to training, there is lot of increase in my confidence. Now, I am confident to take decision about me. I am ready to take whatever efforts required for the welfare of my village people. I have given benefit of Gharkul to one poor lady.

- There is lot of change in my mind set after training. Previously, I was not talking calmly. Now I hear them calmly and decided listen their grievances and to behave with them lovingly. I have also decided to help poor.
- Due to training, there is increase in my confidence. Living with them I will try to solve their problems. I will also take precaution that due to me nobodies work will be held up.
- Due to training, there is change in my mind setup. As my village is in the race of Nirmal Gram I had taken meeting of villagers late up to night 11:00 P.M. and in the day time I use to visit house-to-house for giving information about the importance of cleanliness in the village.
- Only by sitting and working in the office will not be helpful to the poor people. Hence, I have taken peon with me and visited house-to-house for giving information of plan schemes to the poor.
- Due to training, there is lot of change in my attitude towards the work. Hence, for removing the garbage in the village I myself had taken broom in my hand and started for cleaning the roads then all villages came forward and cleaned the village.
- There is lot of change through training. That is attending office in time and regularly, to complete the work in time, giving benefit of the scheme to rural poor. Taking peoples participation in the work. Accordingly through peoples' participation, I have succeeded in giving one color to the all houses in the village.
- After training, I came to know the importance of the implementation of the schemes for rural poor for poverty eradication. Accordingly, I have started to give information of the schemes to the villagers. In that connection though it was not my duty I have prepared 45 proposals of Vradhapkal (Sharavanbal) Scheme of the revenue department.
