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**Report of the Study
on
Administrative Structure of Rural
and Urban Local Bodies
in
Uttaranchal**

**Sponsored by
Second State Finance Commission, Uttaranchal**

**Prepared by
Indian Institute of Public Administration,
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*Report on the Administrative Structure
Of Rural and Urban Local Bodies*

Chapter 1

INTRODUCTION

The study was sponsored by the Second State Finance Commission (SSFC) of Uttaranchal.

The terms of reference of the study are:

1. Review of the administrative structure available at the state/district/subdivision/block levels for supervising the functioning of local bodies;
2. Whether the existing administrative structure/exercise of powers by administrative authorities is in consonance with the letter and spirit of the 73rd and 74th constitutional amendments? If not, what modifications need be effected to make the administration more responsive to local bodies and less intrusive?
3. Review of the administrative structure of panchayats and municipal bodies at different levels. Whether the structure is in consonance with the functional requirements?
4. Whether the local bodies at different levels are manned by right people with right capabilities?
5. Whether the size of the manpower at different levels in the administration for the purpose of promoting local self-governance and in the local bodies is adequate or need right-sizing?

6. What could be done to improve the capability and the capacity of the manpower engaged or proposed to be engaged for local self-governance in the local bodies as well as in the administration at supervisory levels?
7. Status of the use of information technology, computers and other modern tools in local bodies at different levels. Whether these can be utilized more effectively to improve efficiency and bring about transparency in the system?
8. Measures required to be taken at different levels for effective implementation of the Right to Information Act notified by the Central government.

1.1 METHODOLOGY

The study is based on structured interview schedules, questionnaires and unstructured interviews with functionaries at various levels. The data obtained from the questionnaires canvassed to by the SSFC have also been used. Secondary data from the government sources were also collected to supplement the primary data. Visits and interviews, and discussions were undertaken on a sample basis. The data was analyzed using standard statistical techniques and supplemented by qualitative analysis. The qualitative study is based on the Study of relevant acts, rules and other official documents and draws upon inputs from all stakeholders.

Chapter 2

Structure & Functioning of Panchayati Raj Institutions

2.1 Gram Panchayat

2.2 Kshetra Panchayat

2.3 Zila Panchayat

1. The Constitution (73rd Amendment) Act contains both mandatory and discretionary provisions relating to the establishment, powers and responsibilities of Panchayats. The key mandatory provisions relate to the establishment of a three tier Panchayati Raj System (Article 243B); direct elections to all seats (Article 243C); compulsory elections and five year tenure (Article 243E); reservations of seats and of chairpersons positions for dalits, adivasis and women (Articles 243D and 243C); and the constitution of State Election and Finance Commissions (Articles 243 K and 243 I).
2. The state of Uttaranchal has a three-tier structure with 7527 Gram Panchayats, 95 Kshetra Panchayats at the block level and 13 Zila Panchayats with direct elections to all seats. The State has also provisions for reservations on the line mandated by the 73rd Amendment Act and also provides for a fixed tenure for the three levels of panchayats and for the constitution of State Election and Finance Commissions. Thus the broad structures of democratic decentralization as envisioned in the 73rd Amendment Act are in place in Uttaranchal.
3. The two central discretionary provisions of the 73rd Amendment are placed in Articles 243 G and 243 H and relate to the devolution of functions and financial resources to the panchayati raj institutions. Article 243 G provides for the devolution of "such powers and authority" which the state "may" endow to the panchayats "to enable them to function as institutions of self-government", with respect to "(a) the

preparation of plans for economic development and social justice; (b) the implementation of schemes for economic development and social justice as may be entrusted to them including those.... listed in the Eleventh Schedule". The Eleventh Schedule provides a comprehensive list of twenty-nine functional items covering areas pertaining to agriculture, poverty alleviation, small-scale industries, health and education. The basic idea is that the panchayats should be empowered to provide for local public and merit goods.

4. There has been considerable amount of debate on the use of the word "may" in Article 243G. It has also been pointed out that the amendment, by not transferring any legislative power to the panchayats, has fairly circumscribed the meaning of "self-government". Nevertheless, as has been noted by other observers, the spirit of the Amendment envisions a progression towards greater empowerment beginning with a considerable degree of autonomy in the exercise of administrative powers with respect to the listed functional areas. In Uttaranchal, a beginning has been made with the devolution of certain administrative powers. The picture, especially in relation to the progress in other states, is given by the Ministry of Panchayati Raj in its table on the progress of devolution which is reproduced below:

Table 2.1 Devolution of Functions, Funds & Functionaries

S.no.	States/UTs	No. of Departments/ Subjects TRASFERRED to Panchayats with		
		Funds	Functions	Functionaries
1	Andhra Pradesh	05	17	02
2	Arunachal Pradesh	-	-	-
3	Assam	-	29	-
4	Bihar	8	25	Only functional control
5	Jharkhand	-	-	-
6	Goa	6	6	-
7	Gujarat	15	15	15
8	Haryana	-	16	-
9	Himachal pradesh	02	26	11
10	Karnataka	29	29	29
11	Kerala	26	26	26
12	Madhya Pradesh	10	23	09
13	Chhattisgarh	10	29	09
14	Maharashtra	18	18	18
15	Manipur	-	22	04
16	Orissa	09	25	21
17	Punjab	-	07	-
18	Rajasthan	18	29	18
19	Sikkim	24	24	24
20	Tamilnadu	-	29	-
21	Tripura	-	12	-
22	Uttar Pradesh	4	12	06
23	Uttranchal	-	11	11
24	West Bengal	12	29	12

(Source: Ministry website)

5. It must however be pointed out that the broad picture given in the table above hides more than it reveals. As the First State Finance Commission of Uttaranchal had noted, that though the state "had passed legislation for transfer of a number of functions to the Panchayats in 1999, but had not actually given effect to the same. This had naturally led to considerable cynicism and disappointment...(and) also confusion..." As some observers have rightly noted, the statutory provisions of devolution provide "only the skeletal framework and form", whereas the actual devolution of administrative powers need to be put in place by the executive branch of the government. Recently, the Uttaranchal government, through various government orders, has

devolved a number of functions to the three tiers of panchayats. The different GOs devolving functional responsibilities and administrative powers to the panchayats at different level is attached as Annexure 1. It can be seen from the Annexure that specific responsibilities relating to nine departments have been devolved to the Kshetra and Gram Panchayats, These departments are Animal Husbandry, Drinking Water Supply, Education, Panchayati Raj, Agriculture, Child Development and Women Empowerment, Health, Social Welfare and Irrigation. In the case of Zila Panchayats one more department, Horticulture, figures in the list. The list therefore excludes some important subjects enumerated in the Eleventh Schedule of the constitution, with the most notable exclusions relating to small and rural industries, rural public works and utilities, forestry, public distribution system and poverty alleviation programmes.

6. The devolution of responsibilities/functions also displays a lack of confidence in the panchayats' abilities on the part of the state executive. The functions devolved rarely involve decision-making by the local bodies. In a very large number of instances the functions of the panchayats include the responsibility of simply "following" the government's policies! In some cases what is listed as a devolved function/responsibility are tasks, which the panchayats are statutorily mandated to perform. For example, the Panchayati Raj department has devolved the functions of holding meetings and preparation of budgets to Gram Panchayats. In most cases the responsibilities assigned to the panchayats relate to (a) publicity of government programmes, (b) mobilization of people including group formation, (c) provisions of limited extension services (d) preparation of budgets etc. (e) implementation of selected schemes and (f) monitoring of some programmes. In some exceptional cases, like determination of water charges, limited but substantive decision making powers do find mention in the list.

7. The First Round Table of Ministers-in-Charge or Panchayati Raj held at Kolkata in July, 2004 noted that in the spirit of the 73rd Amendment, "the key objective is to ensure that Panchayati Raj Institutions function as institutions of self-government rather than as mere implementing agencies for other authorities in respect of such functions as may be devolved on them". The Second Round Table of State Ministers (Mysore, August 2004) clarified that the work "entrusted" used in Article 243G in relation to devolved responsibilities means that "entrusted schemes should be implemented by PRIs and not by line departments". It also elaborated the meaning of "implementation" to include all aspects "from conception to approval; from the calling of tenders to the finalization of vendors; and from conducting supervisions of ongoing works to certifying the issue of utilization certificates".
8. An alternative conceptualization of functional devolution is to be found in the Eleventh Finance Commission's list, which classifies the listed functions of eleventh schedule of the Constitution into (a) Core Functions, (b) Welfare Functions and (c) Economic Functions with five, thirteen and eleven functions respectively. It is felt that, in order of priority, the PRIs must be made responsible and capable of managing the five core functions –

- (1) Drinking Water Supply
- (2) Roads, culverts, bridges, ferries, waterways etc.
- (3) Rural electrification, including distribution.
- (4) Health and Sanitation and
- (5) Maintenance of Community assets.

The functions comprise the provision of local public goods in the form of safe drinking water, rural roads, sanitation, street lighting etc. While the core functions are 'essential' the other functions may be treated as 'desirable'. The Twelfth Finance Commission has stressed on two of the five core functions with respect to PRIs- water supply and sanitation - and provided for financial devolution. According to the Twelfth Finance

Commission, the panchayats need to be encouraged to take over water supply assets and maintain them with the help of the recommended grants.

9. The ground realities in Uttaranchal bring out a few insights, which the Central Finance Commissions may not have taken into account. The rationale used, based primarily on public finance logic, and overlooks an important insight derived from transaction cost economics. The maintenance of water supply in the hills involves large transaction costs as repair and replacement facilities are not available in the hills. The para-statal involved in water-supply could reduce the average transaction costs through bulk purchases of spare parts etc. Also the PRIs lack the technical ability to identify a problem if it arises. Further, from the transaction costs perspective, handing over basic education to the panchayati raj institutions will lower the transaction costs of the government in monitoring the presence of teachers in the rural areas. In short, in the hilly areas where markets are ill developed there is good case for bringing in cost aspects into play in deciding on the distribution of functions. Large efficiency gains are possible if cost and benefit considerations enter explicitly in any analysis designed for devolution. But to do this we need to examine the structures and functioning of each of the three tiers of the panchayati raj institutions separately. This is attempted below; where we examine the structure, exercise of power and supervisory structures to the Gram, Kshetra and Zila Panchayats separately.

2.1 GRAM PANCHAYAT

1. The functions of the Gram Panchayat have been broadly delineated in the Panchayati Raj Act of 1947, as amended from time to time. Article 15 of the Act lists thirty functions that "shall" be performed by the Gram Panchayats "subject to such conditions as may be specified by the State Government, from time to time". These functions include the core welfare and economic functions listed in the eleventh schedule with the important difference that what is included under a specific subject is further elaborated. This elaboration often leads to imposing limitations as in the case of 'Education including primary and secondary schools', which is followed by 'Public awareness about education'. But in most cases, the amplification of functions is quite broad and general as illustrated by 'Promotion and Development of agriculture and horticulture.' The additional function of the Gram panchayat (i.e. the function not mentioned in the Eleventh Schedule) relates to the "preparation of plan for economic development of the area of the Gram Panchayat".
2. Although the legislative framework allows for substantial transfers, and is in the consonance with the letter and spirit of the 73rd Amendment, the actual exercise of powers is severely limited by (a) the administrative devolution of functions and powers and (b) by the structure and capability of the Gram Panchayats. The administrative responsibilities that have been devolved to the Gram Panchayats are given in Annexure-I and have been discussed above. The discharge of devolved functions, even if they are extremely limited, requires some degree of administrative and financial powers. The table below looks at the devolution of functions, financial and administrative powers to the Gram Panchayats in the case of three departments as a sample of the type of devolution that has taken place through executive orders.

Table 2.2 Devolution to GPs through GOs of 3 Departments

	Functional	Financial	Administrative
Drinking Water	1.Operation & Maintenance of Handpumps 2.Determination & Collection of Water Rates 3.Formation of Consumer Groups 4.Public Awareness	Proper utilization of funds received & deposit of water fees	1.Control of over panchayat level officers. 2.Permission/recommendation for leave, tours, attendance, salary payment.
Education	1.Teachers' training 2.implementation of programmes 3.Handicapped education 4.Getting children admitted to school 5.Opening alterative education centers	1.Selection of land for new schools & construction 2.Honorarium to para teachers 3.Mid-day meals 4.Scholarship distribution 5.Spending according to rules, maintenance of accounts etc.	1.To ensure attendance of teachers 2.Programme implementation 3.Recommending action against teachers.
Irrigation	1.Programe implementation & getting major repairers done by the department 2. Collection of irrigation charges in transferred matters Formation of user groups, spreading awareness, maintenance of accounts	1.Proper utilization of financial resources 2.Maintaining accounts etc.	1.Control over panchayat level worker 2. Permission/recommendation for leave tours, attendance 3. Recommendation for C.R.

As can be seen from the last column, the Gram Panchayats have been given a degree of control over government functionaries in the cases of drinking water and irrigation. Further, the financial devolution bears little relation to the devolution of functions, which indicates that the Gram Panchayat is essentially an agency through which departmental/developmental expenditures are routed. The repeated stress on 'maintenance of accounts according to rules' further strengthens this conclusion. In fact, very little financial power has been devolved, which

means that the Gram Panchayat has little freedom to decide on the direction and pattern of expenditure.

3. The impression emerging from the devolution of powers and functions is that the Gram Panchayat is principally seen as an agency for implementation and not as an unit of "self-government". The structure of the Gram Panchayat and the working of the centrally sponsored schemes further erodes the 'self-governing' spirit behind the 73rd Amendment. The Gram Panchayat is primarily accountable to the Gram Sabha as per the letter and spirit of the 73rd Amendment. The pressure of sponsored schemes has eroded the identity of the Gram Sabha, whose meetings are dominated by issues pertaining to the implementation of poverty alleviation programmes such as the selection of beneficiaries. A typical Gram Sabha meeting agenda is likely to have the following items: confirmation of minutes/action taken, accounts of the previous year, construction works to be undertaken under State and Central Finance Commission grants, identification of beneficiaries for Indira Awas Yojana, identification of beneficiaries for other poverty-alleviation programmes and welfare programmes (like pensions), discussions on other issues like water, electricity, schools etc. The Gram Sabha therefore has a split identity with the approach being beneficiary oriented. The quorum for the meeting is usually absent as those who are not likely to figure as beneficiaries have little incentive to attend the meeting. Whereas substantive decisions are taken with regard to sponsored schemes, other items are usually only 'discussed'. The Gram Sabha meeting is therefore reduced to an administrative requirement for the implementation of programmes and broad authorization of 'plan' for expenditures. Gram Sabhas therefore meet infrequently and the norm is to re-convene the meeting after adjournment due to lack of quorum. The statutory requirement also states that the Gram Sabha shall hold two general meetings in a year and 'shall consider' and 'may make recommendations and suggestions' to the Gram Panchayat regarding the annual report and

accounts, development programmes, promotion of unity and harmony, adult education and 'such other matters as may be prescribed'.

4. In the absence of an active role of the Gram Sabha, the elected representatives comprising the Gram Panchayat have a greater role in decision-making. The Gram Panchayat consists of a directly elected Pradhan and five to fifteen (depending upon population) members directly elected from territorial constituencies of the village(s). The key person in this set up is the Gram Pradhan who can only be removed by a specially convened meeting of the Gram Sabha (or by the state administration under exceptional circumstances). The Pradhan (jointly with the panchayat secretary) has the power to withdraw money from the Village Fund and disburse the same and also effectively wields such administrative powers that have been vested in the panchayat. The other members have very little administrative and financial powers and can only question the acts of the Pradhan, supervise the implementation of schemes through various committees and deliberate upon the activities of the Panchayats in its meetings, which shall ordinarily be once every month and in no case should two months intervene between two consecutive meetings. Though the elected representatives have little power, the frequency of meetings and the smallness of the group and proximity of residence ensure that the members can have significant nuisance value. It is therefore not uncommon for the Pradhan to placate the members by ensuring that the funds received by the panchayat is spent in a manner that the benefits are evenly spread across the different territorial constituencies represented by the members. The self-image of the Panchayat is therefore not one of a representative local government but is of a corporate entity receiving benefits and apportioning them among the constituencies of the corporators. It is therefore not surprising that there is little incentive to exercise resource-generating powers statutorily vested in the Gram Panchayats.

5. This state of affairs may be the result of the acceptance of a condition over which the panchayats have little control, but which also gives panchayats tangible benefits without burdening them with responsibility. The Gram Panchayats are therefore content to spend as per the guidelines and conform to the monitoring requirements imposed on them. The fact that they have little administrative capability to handle programmes on their own re-enforces this attitude. The key administrative functionary is the Secretary of the Gram Panchayat who serves as the link between the State administration and the Panchayat ensuring that the guidelines are followed and requisite reports are sent to the supervisory agencies. The Secretary, as per the state panchayat raj act, shall be appointed by the state government and perform such other duties as may be specified by the state government. The Panchayat Secretary is therefore a state employee 'serving in connection with the affairs of the State' who is posted to serve under the Gram Panchayat. The administration of the Gram Panchayat therefore remains under substantive control of the state administration. Though the State Act allows the Gram Panchayat to appoint employees, this power is severely circumscribed so as to make it an exception.
6. The Secretary of the Gram Panchayat has two critical roles: (a) he provides the administrative support to the panchayat and (b) acts as the key element for governmental supervision and control. It is to be expected that each Gram Panchayat should have a Secretary accountable to one Panchayat and to one supervisory authority. The ground reality in Uttaranchal is, unfortunately, very different. It is common to find, especially in the hilly areas, a number of Gram Panchayats being served by one Secretary, implying that the panchayats have effectively no control over this key administrative functionary. Further, whereas the supervisory authority for the Gram Panchayats is the District Panchayati Raj Officer (DPRO), the Panchayat Secretaries are drawn from different departments. For instance, in the Udham Singh

Nagar district, we were told, there are only 220 Secretaries whereas there are 303 Gram Panchayats in the district. Of these secretaries, only 21 are under the DPRO, 70 are Gram Vikas Adhikaris reporting to the District Development Officer and about 100 are either tube-well operators or basic health workers who are under the control of other authorities like the Executive Engineer (Tube wells) etc. The administrative structure of the Gram Panchayats therefore does not measure up to even the most fundamental requirements of administration. The position for the entire state is given below:

Table 2.3 GP Secretaries in Uttaranchal

Panchayat Secretaries belonging to following departments	Number
Panchayati Raj	545
Rural Development	819
Social Welfare	19
Health	63
Irrigation	99
Sugar Cane	3
Agriculture	1
Total	1549
Total GP	7527

7. Since the reality of the Gram Panchayats is no different from that of an agency channelising government funds mainly for construction purposes, the Panchayats are subject to a plethora of controls and accountable to various agencies. The checks have been built at every stage by the state administration. Although theoretically the Gram Sabha is to decide on the 'plan' for development, this 'plan' in reality is nothing more than a collection of construction works whose estimates are endorsed by a Junior Engineer (JE) at the block-level. Once the estimates have been 'cleared' by the thinly attended Gram Sabha they go to the Block level for technical clearance (by JE) and a further financial clearance from the accountant.

At the Block level these 'plans' giving names of Gram Panchayats, names of work, units of work and cost estimates from the various panchayats are consolidated and thereafter submitted by the ADO to the DPRO's office from where they travel to the CDO for sanction.

8. The responsibility of supervision is not clearly defined. The Gram Panchayat members, the Junior Engineers, the Panchayat Secretary, the BDO and others are supposed to supervise the progress of works in the panchayats, even if it is on a random or sample basis. Final installments are released by DPRO's office only on the receipt of utilization certificate, duly signed by the Panchayat Pradhan, Secretary and the JE of the Block. The utilization certificate, besides providing a great deal of details of costs and expenditures, essentially certifies that the work was done according to the 'financial and administrative sanction' of the state administration. The DPRO's office checks the utilization against estimates for each work in each Gram Panchayat, generally using a computerized format. The DPRO's office is not very large and typically has an ADPRO, Accountant and a couple clerks and is essentially engaged in monitoring of works and supervision of the working of the Gram Panchayats.
9. The Gram Panchayats are required to follow, in addition to directions related to works, a number of financial and other provisions and are now being subjected to detailed financial and administrative monitoring. The Gram Panchayats are required to maintain three funds or accounts: (a) Gram Nidhi.1 for SGRY funds, (b) Gram Nidhi. 2 for State and Central Finance Commissions grants and for their own revenues and (c) Accounts for Scholarships. The Panchayat also is required to prepare monthly (in addition to the annual) income-expenditure statements, provide progress reports on works, maintain records of proceedings of Sabha and Panchayat meetings, maintain family registers and BPL lists and undertake a number of other activities like issue of ration cards, birth certificates etc. At the Gram Panchayat level there are now sixteen formats for reporting and a number of other registers that need to be

maintained. The various accounts are subject to two audits. The state administration is also armed with various statutory and administrative powers to proceed with penal actions against the Panchayat, any of its members, Pradhan or the Secretary.

10. The actual operation of the supervisory system expectedly falls short of the elaborate processes that have been designed. Most of the entries in the new reporting formats go blank, as most of them are redundant at present. Budget preparation is almost non-existent and only the cash-book is well maintained. The panchayats are facing great difficulty in understanding, let alone completing, the new proforma given to them. As far as the utilization certificate is concerned, the JEs rarely have the time either to prepare estimates of works or verify the quality of work done by the Gram Panchayats. We were told that looking after the panchayats' civil works is not even in the job chart of the block-level JE from the Rural Engineering Service. The consolidation of panchayat works at the ADO level is perfunctory. The fact that the Panchayat secretary may not always be graduate and comes from various departmental backgrounds adds to the difficulty of monitoring.
11. Training, which is necessary for effective decentralization, has also been inadequate. The Panchayat Secretaries are more fortunate and receive some training, whereas the elected representatives were reported to have undergone only one two-day training at the block headquarters, delivered by an NGO, after their election. As far as the new reporting format is concerned, the DPRO and his staff, mainly the accountant, have received training in Dehradun and they in turn have trained the panchayat secretaries in some districts. But this training has been inadequate and we have come across cases where the panchayats have hired in the services of chartered accountants to fill the new proforma. Training for Panchayati raj does not seem to be an area of priority for the State Institute of Rural Development (SIRD) or of the four regional Institutes of Rural Development (situated in Rudrapur, Haldwani, Pauri and Hardwar).

Practical training of adequate duration, is the felt need of not only the secretaries but also stressed by the supervisory levels.

2.2 KSHETRA PANCHAYAT

1. The Kshetra Panchayat is an unwieldy body with a nebulous role. Since the 73rd Amendment is not intended to devolve legislative functions, the Kshetra Panchayat is too large to be an effective executive agency. It comprises of directly elected members based on territorial constituencies and all the Gram Pradhans in the Block as ex-officio members. Members of the Lok Sabha and State Legislative Assembly and members of the Rajya Sabha and Legislative Council are also ex-officio members. The elected members alone are empowered to elect, from amongst themselves, the Pramukh and the Up-Pramukh of the Kshetra Panchayat and also have the power to remove them through a no-confidence motion passed according to the prescribed procedure.
2. The role of the Kshetra Panchayat is an issue that has bothered not only the elected members and the Gram Pradhans, but has also been discussed by the First State Finance Commission. Yet, clarity regarding the role of Kshetra Panchayats is yet to evolve. As per the Kshetra Panchayat and Zila Panchayat Act, a very large number of functions have been assigned to the Kshetra Panchayats. They have also been given the responsibilities of providing assistance to the State Government and have been given the powers of supervision, review, monitoring and of implementation with respect to a number of assigned subjects. The First State Finance Commission of Uttaranchal commenting on the ground reality (in contrast to the statutory provisions) noted four major weaknesses of the Kshetra Panchayats:
 - (i) "Their status and relationship with the Block Administration are not well defined.
 - (ii) They are not able to articulate an independent role for themselves.

(iii) They function as a subordinate agency of the State Government.

(iv) The Pramukhs and members of the KP feel that they have no worthwhile development role”.

In the search of a 'worthwhile role', the First Finance Commission recommended that the KPs should “undertake joint formulation and implementation of an integrated Infrastructure Development and Joint Provisioning of essential Civic Services Plan” in Block headquarters (without Municipal Bodies) and contiguous rural areas. The attempt clearly was to define a territorial space for the Kshetra Panchayat's role. Yet, the ground reality is that the Kshetra Panchayats' role is limited almost exclusively to implementation of centrally sponsored rural development programmes as it gets an allocation (30 percent of SGRY) of funds for this purpose. Recently the State government has assigned some functions and devolved a modicum of financial and administrative powers to the KPs (see Annexure-I). However, the functions or 'responsibilities' transferred are in the general nature of 'supervision,' 'coordination,' 'evaluation' etc. The financial powers transferred also do not add to the 'self-governing' nature of the Kshetra Panchayats. The administrative powers devolved are more tangible in the sense that the KPs have recommendatory powers, which can have some restraining influence on the presence and functioning of some functionaries.

3. But devolution of functions and powers, however cosmetic, does entail the responsibility of exercise of the powers. The Kshetra Panchayats, however, completely lack an independent executive apparatus. They do not have any employee of their own and are expected to work with the help of the Block Development Office. All employees of the Block, including the Block Development Officer (BDO), are employed by the State Government. The Pramukh is the only member with any degree of administrative power in this large body of elected and ex-officio members.

The statute provides for a number of Committees- the Executive, Finance and Development, Education, Equity Committees- but they have no power. The preparation of development plans is the responsibility of the Executive Committee, in association with other Committees. The meetings of the KP are held with considerable gap so that the body can hardly function as an executive agency. The Pramukh therefore effectively functions as the KP in conjunction with the BDO. The Pramukh's recommendation accompanies the ACR of the BDO, which is written by CDO.

4. In the absence of clear role, powers and functions and having no administrative apparatus of its own, the Kshetra Panchayat is no more than a recommendatory body. The proposals passed by the Kshetra Panchayat are sent to concerned departments for consideration for sanction and implementation. Although the Pramukh is the most important person in the set-up, his continuance as Pramukh depends on the other directly elected members. The indirect election of the Pramukh and the possibility of no-confidence motion by elected representatives are strong reasons why the Pramukhs generally appease the elected members. Although the task of the KP is to prioritise proposals, in reality the funds are allocated in a manner so that all elected members get nearly equal amounts (not necessarily in the same year) for their constituencies.
5. Since the Kshetra Panchayats have little administrative role, their supervision does not have much significance. Nevertheless, since the actual programmes undertaken under the KP umbrella are rural development programmes, the DRDA is the supervisory agency responsible for the KP's activities. However, it is the State administration, through its various departments, which actually implement the projects and the implementing staff are therefore accountable to their respective departments. The administrative powers devolved to the Kshetra Panchayats with respect to the staff is therefore only notional as the departments can, and often do, ignore complaints, recommendations etc.

Many officers choose not to attend Block Development Committee meetings. Also the relation between the BDO and the Pramukh is crucial for the effective functioning of the KPs not only because the SGRY accounts are jointly operated by the two.

2.3 ZILA PANCHAYAT

1. The constitution of the Zila Panchayat is on lines similar to that of the Kshetra Panchayat with the important difference that its size is not unwieldy. The Zila Panchayat have directly elected members and ex-officio members—the Pramukhs of all Kshetra Panchayat in the district and relevant members of the Lok Sabha, Rajya Sabha, Legislative Assembly and Council. The Adhyaksha and the Upadhyaksha are elected and can be removed by the elected members as in the case of Kshetra Panchayat. Since the number of blocks in a district is relatively small compared to the number of villages in a block, the size of the ZP is relatively smaller and is therefore better suited to undertake executive functions.
2. The powers and functions of the Zila Panchayat, as listed in the 1961 Act, are wide ranging. These include general powers and functions like 'supervision' of lower levels of panchayats, 'acting as the main channel of correspondence' between the State Government and panchayats and classification of roads for the purpose of management. In addition there are general economic and welfare functions like promoting measures to increase agricultural production or 'promotion of welfare of Schedule Caste, Schedule Tribe and weaker sections of society'. But often the functions are specific and explicit like 'establishing and maintaining of godowns', 'construction and maintenance of minor irrigation works' or 'putting up road signs and directions'. The list of subjects is large and covers almost every aspect of administration, which usually fall under the preview of state administration, except law and order and forestry (but includes social and farm forestry). Despite the statutory lists, the First State Finance Commission observed that "the picture of actual functions and responsibilities of the ZP has, however, become confused by now.... many of the functions of the ZPs have merged into government

departments with the passage of time." The Commission also noted that "in the absence of well defined, district wide, functions and responsibilities, the ZPs have tended to function largely in isolation".

3. The reason for this is that till recently administrative directives were not issued transferring powers and functions to the Zila Panchayats. Annexure 1 shows the gist of recent GOs delegating functions, financial and administrative powers to the Zila Panchayats. The functions devolved are, as can be seen from the Annexure, of an inconsequential nature when they are not vague in practical terms. For instance, the irrigation department has devolved the function of 'Budgetary control and utilization of allocation, utilization of finances for scheduled castes and tribes according to plan standards'. It is difficult to understand what this means in practical terms. Most functions and financial powers are of a general nature like supervision, holding meetings, consultations, spending according to budget, maintaining accounts etc. In the case of administrative powers the devolution goes to greater lengths and involves entries into ACRs, grant of leave, sanction for travel and supervision of the functioning of employees. There is therefore an apparent mismatch between devolved functions and administrative powers. The ground reality however removes any such mismatch, as the ZPs are hardly involved in the tasks listed in Annexure 1. The ground reality is that the ZPs have only recommendatory administrative powers and the devolution orders exist mostly on paper.
4. The actual functioning of ZPs can be inferred from an examination of the budget, personnel and meetings of the ZP. The budget of the Dehradun ZP, which was taken up for detailed study, reveals that of the Rs. 59 lakhs spent (on what is clearly revenue expenditure but not classified as such), the bulk of the amount was on salaries, wages, pensions etc. with little left for other expenses. During the same year (2004-05) the ZP received grants for specified purposes to the tune of Rs. 398.45 lakhs and exactly

the same amount was shown as expenditure on works specified under the grants. The same feature is noticed in the ZP budget of 2005-06. Clearly, the ZPs are no more than pass-through channels of government grants under various heads with no active involvement of the ZP in the implementation of the schemes.

5. The ZPs do not have adequate personnel to deal with district level responsibilities. The ZPs, however, have their own staff unlike the Kshetra and Gram Panchayats. The data based on the questionnaires canvassed by the SSFC shows that the total number of sanctioned posts for all the ZPs in the state (except Pauri whose data was not available) was only 566 in 2004-05. Against this, the actual number of employees working was 421 for the twelve ZPs. This is a very small number, i.e. 35 per ZP, which can never deal with district-wide administrative responsibilities. Further, of the 421 employees, 124 are class IV and 275 are class III employees and only 22 (out of a sanctioned strength of 42) are either classes I or II. If the category of class IV is left out, the distribution of employees according to different services shows that 126 are from administrative services, 18 from accounts services, 67 from revenue services, 60 from engineering services, 3 from medical services and 23 are from miscellaneous services. There is no employee from the other listed services like horticulture, educational and audit services. The details are shown in the two tables given at the end of this chapter which illustrate the point that not only is the staffing pattern inadequate for developmental activities but the distribution of the staff is lopsided with a very heavy load of administrative and non-developmental staff.
6. The functioning of the ZPs is through its meetings in which resolutions are passed and through various committees, which are expected to meet more frequently. The committees include 'Planning & Development Committee' with the ZP having no planning personnel or function, 'Education Committee' with no employee from the educational services, 'Health Committee' with only 3 employees (classes I-III) for all the ZPs in

the state and 'Water' and 'Construction' committees with some engineering personnel of their own. The meetings of the ZP also often center around attempts to guard its own turf as can be seen from the illustrative minutes attached as Annexure 2. The actual functioning of the ZPs is therefore far removed from the idea of decentralized institutions of self-governance. The ZPs at best are pass-through institutions with a modicum of democratic involvement; at worst they are redundant institutions, which cannot be disbanded because of the compulsions of the 73rd Constitution Amendment Act.

Table 2.4 : Sanctioned Posts & Working Employees in Twelve Zila Panchayats

	2003-04		2004-05	
	Total Sanctioned Posts	Working Employees	Total Sanctioned Posts	Working Employees
Class I & II	41	22	42	22
Class III				
-Regular	364	247	370	250
-On Contract	18	26	18	25
Class IV				
-Regular	120	115	131	109
-On Contract	5	12	5	15
Total	548	422	566	421

Table 2.5: Staffing Pattern in Twelve Zila Panchayats

	2003-04		2004-05	
	Total Sanctioned Posts	Working Employees	Total Sanctioned Posts	Working Employees
1- Administrative Services				
a. Class I & II officers	22	11	22	11
b. Class III employees				
I. Regular	131	99	130	100
II. On Contract	12	15	12	15
2- Accounts Services				
a. Class I & II officers	1	2	2	1

b. Class III employees				
I. Regular	23	19	28	17
II. On Contract				
c. Class IV employees				
I. Regular	58	57	66	50
II. On Contract				
3- Revenue Services				
a. Class III employees				
I. Regular	91	63	92	62
II. On Contract	5	5	5	5
b. Class IV employees				
I. Regular	26	22	26	22
II. On Contract				
4- Engineering Services				
a. Class I & II officers	10	6	10	7
b. Class III employees				
I. Regular	69	44	70	48
II. On Contract	1	6	1	5
c. Class IV employees				
I. Regular	14	17	17	19
II. On Contract	3	10	3	7
5- Medical Services				
a. Class I & II officers	5	2	5	2
b. Class III employees				
I. Regular	1	1	1	1
II. On Contract				
c. Class IV employees				
I. Regular	4	4	4	4
II. On Contract				
6- Horticulture Services				
a. Class III employees				
I. Regular				
II. On Contract				
b. Class IV employees				
I. Regular				
II. On Contract				
7- Educational Services				
a. Class II officers				
b. Class III employees				
I. Regular				
II. On Contract				
c. Class IV employees				
I. Regular				
II. On Contract				
d. Teachers				
I. Regular				
II. On Contract				

8- Audit Services				
a. Class II officers				
b. Class III employees				
I. Regular				
II. On Contract				
c. Class IV employees				
I. Regular				
II. On Contract				
9- Miscellaneous :				
a. Class II officers	3	1	3	1
b. Class III employees				
I. Regular	49	21	49	22
II. On Contract				
c. Class IV employees				
I. Regular	18	15	18	14
II. On Contract	2	2	2	8
Total Sum	548	422	566	421
10- Retired officers/ employees				7
a. Class I & II officers				10
b. Class III employees				23
c. Class IV employees				10
d. Other employees				4
Total Sum				92

Chapter 3

Structure & Functioning of Municipal Bodies

1. The Constitution Act (Seventy Fourth Amendment) is the urban counterpart of the 73rd Amendment Act. It provides for three types of Municipal Bodies—Nagar Panchayats in transition areas, Municipal Councils for small towns and Municipal Corporations for large urban areas. The objectives of the Act were to provide constitutional sanction for a clear specification of the functions and taxation powers of urban local bodies, to construct mechanisms for revenue sharing, to ensure regular elections and fixed tenures and to provide adequate representation to the weaker sections through appropriate reservations.
2. In the state of Uttaranchal, the legislative framework for municipal bodies of the first two types—namely, Nagar Panchayats and Nagar Palikas—is provided by the UP Municipalities Act 1916. Under the provisions of this Act, the state currently has 31 Nagar Panchayats and 31 Nagar Palikas. The state also has a Municipal Corporation (Dehradun) set up under the UP Municipal Corporation Act, 1959. Both the Acts are fairly exhaustive with the 1916 Act having 342 sections and the 1959 Act has 580 sections, and also contain nine and three schedules respectively. The Acts as amended to date, broadly conform to the letter of the 74th Constitutional Amendment in respect to the broad political parameters of reservation, tenure, elections, mechanisms for revenue sharing and the composition of the bodies.
3. The functions devolved to the Municipal Bodies under the Act of 1916 are obligatory (called duties in section 7) and discretionary (Section 8). There are as many as thirty-six 'duties' prescribed and twenty-two discretionary functions given to the municipal bodies. Schedule 1 also carries a long list of mainly administrative powers and functions of the municipal boards. In

a similar vein, the Municipal Corporation Act provides forty-one obligatory duties and forty-three discretionary duties to be carried out by the Corporation. The structures of the Acts however reveal that the principal intended functions relate to (a) building regulations (b) fire service (c) drainage (d) water supply (e) streets (f) sanitation and public health (including public safety) and (g) regulation of markets etc. The municipal bodies are also expected to generate revenues. Later amendments have enlarged the list of functions to include poverty alleviation, slum development and city development/improvement schemes.

4. The enactments lay down the broad parameters of devolution, which is given effect to by government orders. Unlike in the case of panchayats where a number of GOs have been issued devolving functions and powers, we did not come across any similar compilation of GOs for municipal bodies in Uttaranchal. Field visits revealed that among the actual functions performed by these bodies 'scavenging and cleaning' dominates. For example, in Muni Ki Reti, out of twenty-four employees as many as nine are sweepers and one official is a sanitary inspector. Similarly, Vikasnagar has thirty-four sweepers and three supervisors for sweeping, out of an employee strength of sixty-eight. The other regular functions performed include maintenance of municipal roads and street lighting. The First State Finance Commission of Uttaranchal had noted this hiatus between the goals and reality in a very muted way: "The general picture, -in respect of Municipalities, including their self-image, was of extremely slow and erratic movement away from the traditional view of considering them to be subordinate governmental organizations, -rather than, as well-constituted self-governing institutions-re-charged through the 74th Amendment."
5. The principal reason for this, as stated above, is that no concerted effort has been made by the state administration to devolve powers through government orders as has been done in the case of the panchayati institutions. This is perhaps because the Urban Ministry of the Centre is

not as pro-active as the Panchayati raj Ministry in promoting local self-governance. In the state of Uttaranchal, a number of powers have been retained by the state administration and para-statal and these have caused the hiatus between legislative objectives and administrative practice. The state administration wields power through riders that have been attached to the release of funds and even for routine issues like salary payments. The district magistrate continues to play a role by putting queries. He takes meetings to monitor revenue collection and for financial sanction. The Act also provides for the undertaking of development projects. Water supply is with a para-statal, which not only collects fees but also a 'tax,' which is related not to volumetric consumption but to the floor area. The development authorities have not only taken over some of the functions of the municipal bodies, especially those related to buildings, but have also cut into their revenue earnings. There are a number of competing bodies operating on the same revenue base.

6. The composition and functioning of the municipal bodies are, in some ways, similar to that of the panchayats without actually appearing to be so. The board comprises of elected members and a directly elected President along with ex-officio members and a provision for nominated members. Like the panchayat bodies, decision-making powers are vested in the Board. The Board, for example, has the power to grant permission to any person for the construction of a street, sanction the construction of buildings, decide on construction or alteration of public drains and take other similar administrative decisions. The administrative decisions that the Board is expected to take has been delineated in the Act in extensive detail as the following quote shows:

"249. Disposal of mad dog, etc.—The Board may authorize any person to destroy or to cause to be destroyed, or to confine or to cause to be confined, for such period as the Board may direct, any dog or other animal suffering, or reasonably suspected to be suffering, from

rabies, or bitten by a dog or other animal suffering or suspected as aforesaid".

The Acts devolve very large number of detailed administrative responsibilities on the Board. The Board, however, is expected to meet at least once every month 'to be held on a day fixed by regulation or of which notice has been given' in a prescribed manner. The Board, therefore, is not an appropriate body for administrative decisions that are either routine or urgent.

To obviate this difficulty, provision has been made for the constitution of various committees, which 'may meet and adjourn as they think proper' and on whom the Board may delegate powers, duties or functions subject to specified limitations (specified by, for example, sections 111 and 112 of the Municipalities Act). The Act also enumerates the 'functions of a Board that must be discharged by the President' and these include powers 'to appoint, punish or dismiss servants of the Board,' other personnel matters, powers delegated to him by the Board under Section 112 and 'all other duties, power and functions of a Board with the exception of...those vested in an executive officer by Section 60...' Section 60 deals with the 'functions of a Board that must be discharged by the Executive Officer' and vests in him considerable administrative power, which includes tangible powers like granting or revoking licenses, power to manage funds and the powers over the employees of the Board. There is, therefore, role diffusion in the case of President and the Executive Officer with respect to the staff of the Board. Also, the Executive Officer has clearly demarcated administrative powers, which are greater than that of the President acting in isolation of the Board.

7. In practice therefore the relative balance of power is less in favour of the elected board. The Executive Officer wields considerable power on a day-to-day basis. The Executive Officer can also have powers devolved to him by the President. The administrative aspects of the municipality are looked after by officers of the 'centralized services' and the subordinate

staff hired by the municipality. The centralized services include the following categories: Executive Officers, Office Superintendents, Tax and Revenue Officers, Accountants, Sanitary Superintendents, Officers related to inspection of food and cleanliness, and Clerks. Although these positions are essential for the functioning of the municipalities, a large number of posts have remained vacant for a long time as shown in the table below.

Table 3.1 Posts Sanctioned & Vacant of Centralized Services

S. no.	Designation	Pay scale	Total sanctioned posts	Detail of vacant posts			Remarks
				Posts to be filled by direct recruitment	Posts filled by promotion	Total vacant posts	
1	Executive Officer	4500-7000	10	3	4	7	According to provisions made in Central Municipality Service bye-laws 1966 a request for vacant posts to be filled by direct recruitment was sent to the government on 10-5-2002. In this regard again a request giving full facts has been sent to the government through letter 166 dated 15.4.2005
2	Office Superintendent	4500-7000	7	-	7	7	-do-
3	Tax and Revenue Superintendent	4500-7200	36	14	13	27	-do-
4	Accountant	4500-7000	33	13	15	28	-do-
5	Zonal Sanitary Officer	6500-10500	2	-	1	1	
6	Chief Sanitary and Food Inspector	4500-7250	8	-	8	8	
7	Sanitary and Food Inspector	4000-6000	73	59	-	59	-do-
8	Head Clerk	4000-6000	24	23	-	23	-do-
9	Tax and Revenue Inspector	3200-4900	89	32	30	62	In these posts vacancies have been calculated taking not finally allocated 8 personnels from U.P. as working.
	Total		282	144	78	222	

The table brings out the sorry state of affairs in municipal administration with as many as 222 of the 282 sanctioned posts lying vacant for a large number of years. Even the key post of EO is reportedly vacant in two Nagar Palikas and six Nagar Panchayats. An equally disturbing point is the near absence of qualified accountants in most of the municipalities.

The disturbing conclusion is that the municipalities have an elected body with little capability of administration and administration with very little capability, primarily due to inadequate staff.

8. But this inadequacy of staff is not reflected in the total number of employees with the municipalities. As the tables placed at the end of this chapter show (based on the data received from the questionnaire canvassed by the SSFC), the number of working employees in the 48 municipalities (for which data was available) was 4131, a little higher than the number of sanctioned posts. The table also shows that the average number of employees per 1000 urban population was four, -i.e. one employees for every 250 population. Also, salary and pensions, on an average, account for only 35 percent of revenue expenditures for the twenty-seven municipalities for which data was available. However, these averages hide a lot of inter-municipality variation. The number of municipal employees per thousand population varies from one to thirty-five (Gangotri) and 'salaries and pensions' as a proportion of revenue expenditure ranges from 9 percent (Mahuwadabra) to 89 percent (Bageshwar). In addition to variation, the staffing pattern is also imbalanced with class IV employees accounting for over 70 percent of the total number of municipal employees for a random sample of ten municipalities. The same sample also shows that nearly half of the staff comprises of personnel from the 'Revenue Services' and from the category of 'peons'. In contrast, out of the total of 271 employees only 24 are categorized as 'Medical Services' and 36 as belonging to 'Water &

Mechanical Engineering Services'. All this is brought out in Tables given at the end of this Chapter.

9. Not only is the staffing inadequate but also lopsided and inadequately trained. A common problem in all the municipalities today is the utilization of the large number of employees, earlier engaged in the collection of octroi, but now 'surplus' due to the abolition of octroi. The abolition has also impacted substantially on the revenues of the municipalities. Meaningful redeployment of surplus staff requires adequate training, which is almost non-existent for the non-centralized staff. The state government does take some responsibility for the training of the centralized cadre officers and field discussions revealed that many of them, including the EOs, have undergone training. But the training of the elected representatives is scanty. The staff of the 'decentralized' services reported no formal training in the recent past, even for those engaged in financial operations like revenue collection or maintenance of accounts. The service conditions, which are an important element of morale and motivation, are poor with poor promotional prospects (we were told that seniority lists and promotion policies are absent, but could not be verified) and meager pension (of a maximum of Rs 1000 per month and family pension of Rs. 150 for ten years for the non-centralized services).
10. Once the foundations are weak, as is the case with the municipal bodies, there is little that can be achieved by the higher levels of supervisory structures. In case of the municipalities, even the higher supervisory structures are weak. The main supervisory body is the Directorate of Urban Development. The Directorate is expected to perform the task of a 'bridge' between the state administration and urban local bodies. It is the Directorate's responsibility to ensure that the state government's policies and directives are complied with, by the urban local bodies and to monitor this compliance. The Directorate has also been assigned the responsibility of managing all matters related to the service conditions of

the centralized services. The release and monitoring of State Finance Commission grants is also its responsibility.

11. The personnel with the Directorate is woefully short of the requirements. The Directorate was set up with a sanctioned strength of thirty-three. However, there are only eighteen posts filled up and not all are working for the body. The position of the head, the Director of the Directorate, is currently filled on a part-time basis. Of two positions of Deputy Directors one is vacant and there is one OSD (a retired officer) against the other vacant post. The two posts of Assistant Directors, the post of one Accounts Officer, one Administrative Officer and the post of one Statistical Assistant are vacant at present. Therefore the top echelon of the organization is under-staffed.

12. The reporting from the ULBs to the Directorate include (a) monthly demand and collection statements, (b) progress reports on SFC grants, (c) progress reports on utilization of other grants and monitoring of progress in cases like the creation of the Sanitation Committees, (d) monitoring on behalf of other departments/schemes like Tourism development etc. In fact, discussions revealed that the staff are not clear about what they are expected to supervise and monitor, how they should go about doing it and what is to be done with the information they receive. This is illustrated by the fact that copies of the budgets of the municipal bodies (passed by the Commissioner?) are not sent to the Directorate. A copy of the audit report of ULBs is received by the Directorate but there is no clarity as to their power/responsibility in cases of audit objections. The ULB is only informed about the audit objections. Even in case of cadre management of the centralized services, though the Directorate has been entrusted with the powers of appointment, transfer and postings, the reality is that the state administration continues to wield effective control in these matters also. For example, the request from the Directorate for finalization of recruitment of centralized services has been pending with the administration for a number of years.

The ULBs, on the other hand, seems to be reporting to a number of supervisors. For non-plan expenditures, the local bodies report directly to the Finance Department. In case of SFC grants, for the EOs confidential report and other service matters the Directorate is the supervisory agency. For poverty alleviation programmes the District Urban Development Agency (DUDA) is the monitoring agency. The DM, the CDO and the Department are also reported to, particularly in matters relating revenue generation and progress of project/programme implementation. The state audit department is responsible for the audit of all urban local bodies, specially with respect to state and central finance commission money and other releases from the consolidated fund of the state

13. With a weak administrative structure and insufficiently empowered elected body, the municipalities have been encumbered with additional responsibilities. One such responsibility, which forms an important element of the 74th Amendment Act but never actually implemented, relates to planning for both urban and rural areas in a district. The second such responsibility pertains to the centrally sponsored poverty alleviation programmes with an urban focus. The urban bodies are expected to play an important role in the preparation and implementation of the district plan with respect to their territorial area and gear manpower to implement the poverty alleviation programmes.

14. According to Article 243ZD of the 74th Amendment Act, every state should set up District Planning Committees in each district to consolidate the plans prepared by the panchayats and municipalities in the district and prepare a plan for the entire district. The municipalities therefore are expected to prepare plans for their towns, which includes spatial planning. The Municipalities Act of 1916 enables the establishment of District Planning Committees and recognizes the function of planning in the municipalities. It clearly lays down the responsibility of preparation of

annual plans: "The executive officer of a municipality shall prepare every year a development plan for the municipal area in the manner prescribed by rules...(and) the plan shall be placed before the municipality in its meeting and the municipality may approve it with or without modification."

The rules under which district planning bodies were to be constituted and planning undertaken have not been framed. The creating municipal bodies have therefore been spared of a responsibility that they are not prepared to handle.

15. But in the case of urban poverty alleviation programmes the responsibility has come without capacity building of the municipalities. The programmes include the Swarna Jayanti Sahari Rojgar Yojana (SJSRY) with the two major components of self-employment and wage-employment, the National Slum Development Programme (NSDP), the Low Cost Sanitation (LCS) scheme and the Valmiki Ambedkar Awas Yojana with total central releases exceeding Rs. 670 lakhs in 2003-04. But the releases are only part of the allocation to a state and are dependent on the extent to which the state is able to utilize the funds. The programmes require substantial involvement of manpower and administrative resources for their implementation. For example, the SJSRY requires (a) the conduct of a survey to identify the below poverty line (BPL) families; (b) formation of neighborhood groups (locality level), neighborhood committees (ward level) and community development societies (town level);(c) formation of self-help groups and groups for running enterprises under the DWCUA; (d) organizing vocational training programmes; (e) preparation of schemes for self-employment together with tie-up with banks for the credit component and (f) implementation of projects for wage-employment. The administrative structure required for these, as per the SJSRY guidelines, involves the establishment of an apex State Urban Development Agency (SUDA), the DUDA at the district level and an Urban Poverty cell at the municipal level with at least one Community Organisor and one Project Officer. However, at the municipality level the amount of task required

cannot be adequately handled by a lowly paid community organisor. As can be seen from the performance report (2004-05) of the Urban Development Department, the coverage under SJSRY has been poor with only 812 self-employment projects, 2 DWCUA projects, 21 Thrift & Credit Societies, 4155 man days of wage employment and 965 beneficiaries of vocational training. As per the data collected from the municipalities, the number of persons residing in slums (a proxy for urban BPL population in the absence of BPL surveys) is over 2.7 lakhs, which itself may be an underestimate. The case of SJSRY only illustrates the inadequacy of the administrative capacity of the urban local bodies in handling the task of poverty alleviation in urban areas.

Table 3.2 : Sanctioned Posts and Working Employees in ULBs (2001-02)

1	2	3	4	5	6	7
Nagar Panchayat/Palika Parishad	Originally Sanctioned Posts	Additional Sanctioned Posts	Total Sanctioned Posts	Working Employees	Total Population	No. of Working Employees per 1000 persons
Bageshwar	46	0	46	51	7803	7
Tanakpur	91	0	91	86	15810	5
Rishikesh	259	3	262	258	56117	5
Ramnagar	155	1	156	149	46205	3
Hardwar	901	19	920	914	175010	5
Bhowali	51		51	48	5512	9
Gopeshwar	3	65	68	68	19775	3
Uttarkashi	59	1	60	63	16218	4
Kotdwar	115		115	91	25234	4
Laksar	11		11	27	18240	1
Rudraprayag	17	17	34	33	20500	2
Doiwala	8	0	8	16	8047	2
Chamba	3	6	9	9	6600	1
Muni ke Reti	27	0	27	27	7879	3
Kirti Nagar	14	0	14	12	1040	12
Badkot	8	1	9	20	6098	3
Didihaat	10	10	20	10	4805	2
Champawat	8	0	8	15	3958	4
Rudrapur	204	0	204	203	88720	2
Sitarganj			55	55	21943	3
Khatima	0	86	86	91	14380	6
Kichha	37	0	37	48	30517	2

Nainital	565	1	566	568	38630	15
Bazpur	20	6	26	29	21782	1
Mahuwadabra	4	7	11	7	5310	1
Dineshpur	0	18	18	18	8856	2
Joshimath	39	0	39	41	14402	3
Narendemagar	27	0	27	29	4415	7
Tehari	0	58	58	140	33005	4
Shrinagar	94	1	95	92	19861	5
Pauri	54	0	54	46	24742	2
Duggada	39	0	39	25	2690	9
Almora	290	23	313	271	30153	9
Nandprayag	9	0	9	8	1433	6
Dwarahaat	14	0	14	17	2541	7
Karnaprayag	13	12	25	18	6976	3
Gauchar	8	0	8	6	6134	1
Kelakhera	4	0	4	4	7783	1
Shaktigarh	2	1	3	8	4776	2
Kashipur	261	0	261	252	92978	3
Gadarpur	35	3	38	83	13638	6
Jaspur	48	0	48	48	39048	1
Sultanpur	14	2	16	14	7713	2
Gangotri	0	11	11	21	606	35
Badrinath	0	0	28	28	841	33
Jhabreda	13	0	13	8	9312	1
Mahuakeraganj	0	14	14	14	8859	2
Dhaarchula	44	0	44	42	6324	7
Total	8204	366	4073	4131	1013219	4

Table 3.3: Salary & Pension Component in Revenue Expenditure for Towns of Uttaranchal (2003-04)

S.No	Towns	Salary (in Rs. thousands)	Pension (in Rs. thousands)	Salary +Pension (in Rs. thousands)	Revenue Expenditure (in Rs. thousands)	Salary & Pension component in revenue expenditure (in %)
1	Bageshwar	3639.32	234.67	3873.99	4332.66	89.41
2	Badkot	1109.31		1109.31	4189.14	26.48
3	Bazpur	2273.00	105.00	2378.00	14812.00	16.05
4	Bhowali	3457.00	240.00	3697.00	6057.00	61.04
5	Chamba	644.95	17.27	662.22	1085.31	61.02
6	Champawat	902.22		902.22	2392.69	37.71
7	Devprayag	1851.00	10.60	1861.60	7547.60	24.66

8	Didihaat	300.03		300.03	2391.22	12.55
9	Dineshpur	1061.36	62.00	1123.36	6245.73	17.99
10	Doiwala	944.00		944.00	3529.00	26.75
11	Gopeshwar	2991.00	166.00	3157.00	6660.00	47.40
12	Hardwar	12489.00	4689.00	17178.00	107473.00	15.98
13	Khatima	5859.38	387.65	6247.03	7579.78	82.42
14	Kichha	2048.00	217.00	2265.00	18710.00	12.11
15	Kirti Nagar	1698.39		1698.39	2412.34	70.40
16	Kotdwar	6390.71	342.48	6733.19	13903.16	48.43
17	Laksar	481.00		481.00	1065.00	45.16
18	Mahuwadabra	536.00	32.65	568.65	6341.24	8.97
19	Muni ke Reti	2002.00	103.00	2105.00	3565.00	59.05
20	Nainital	30995.59	1446.53	32442.12	35354.42	91.76
21	Ramnagar	11049.00	777.00	11826.00	38323.00	30.86
22	Rishikesh	14853.00	967.00	15820.00	23614.00	66.99
23	Rudraprayag	1531.03		1531.03	3350.11	45.70
24	Rudrapur	99578.00	6576.00	106154.00	326309.00	32.53
25	Sitarganj	3282.38	351.03	3633.41	8081.49	44.96
26	Tanakpur	5910.00	242.00	6152.00	7362.00	83.56
27	Uttarkashi	3181.43	916.47	4097.90	12807.14	32.00
	Total	221058.10	17883.35	238941.45	675493.02	35.37

Table 3.4 : Total Sanctioned posts and No. of Working Employees found by taking samples of towns

	2003-04		2004-05	
	Total Sanctioned Posts	Working Employees	Total Sanctioned Posts	Working Employees
1- Administrative Services	6	6	6	6
2- Revenue Services				
a. Class I & II officers	2	1	1	1
b. Class III employees				
I. Regular	25	26	25	26
II. On Contract	5	5	5	5
c. Class IV employees				
I. Regular	63	65	66	63

II. On Contract	6	10	10	6
3- Engineering Services				
a. Class I & II officers	2	2	2	2
b. Class III employees				
I. Regular	3	3	3	3
II. On Contract	1	1	1	1
c. Class IV employees				
I. Regular	4	4	4	4
II. On Contract				
4- Medical Services				
a. Class I & II officers				
b. Class III employees				
I. Regular	5	5	5	5
II. On Contract		1	1	1
c. Class IV employees				
I. Regular	6	6	6	6
II. On Contract		10		12
5- Water & Mechanical Engineering Services				
a. Class I & II officers		1		1
b. Class III employees				
I. Regular		7		7
II. On Contract				
c. Class IV employees				
I. Regular		18		18
II. On Contract		10		10
6- Horticultural Services				
a. Class I & II officers				
b. Class III employees				
I. Regular				
II. On Contract				
c. Class IV employees				
I. Regular				
II. On Contract				
II. On Contract				
7- Audit Services				
a. Class I and II officers				
b. Class III employees				
I. Regular				
II. On Contract				
c. Class IV employees				
I. Regular				
II. On Contract				
8- Accounts Services				
a. Class I and II officers				
b. Class III employees				
I. Regular	2	2	2	2
II. On Contract				

c. Class IV employees				
I. Regular				
II. On Contract				
9- Clerical Services				
I. Regular	6	6	6	6
II. On Contract				
10- Peons				
I. Regular	22	22	22	22
II. On Contract	4	4	4	4
11- Miscellaneous				
a. Class I and II officers				
b. Class III employees				
I. Regular	9	11	9	11
II. On Contract	1	1	1	1
c. Class IV employees				
I. Regular	35	35	35	35
II. On Contract	13	13	13	13
Total	220	275	227	271

Table 3.5 : Category Wise Classification

	2003-04		2004-05	
	Total Sanctioned Posts	Working Employees	Total Sanctioned Posts	Working Employees
a. Class I & II officers	10	10	9	10
b. Class III employees				
I. Regular	50	60	50	60
II. On Contract	7	8	8	8
c. Class IV employees				
I. Regular	130	150	133	148
II. On Contract	23	47	27	45
Total	220	275	227	271

Chapter 4

Information Management

1. Information management is an important element in democratic administration. It involves not only an efficient reporting system but also a transparent one providing requested information to the public and placing suo motu information in the public domain. The thrust in Uttaranchal is more on the former aspect of information management and the progress in providing suo moto information has started picking up.
2. The progress of information technology for reporting has progressed considerably since the First State Finance Commission submitted its report. As far as urban areas are concerned the progress in providing the necessary hardware has been commendable. The municipalities have at least the required number of computers, if not more given the present state of usage. The municipalities visited by us revealed that there are more computers than the number of staff trained in their usage. In Vikasnagar, for instance, there are five computers but only the EO and the Accountant were trained for it. In Muni ki Reti all computers were lying idle due to lack of trained staff. The other problem is of software. Customized softwares are most needed for managing financial information. The felt need for a software for taxation purposes was expressed by the staff (mainly for property taxes). The forms for financial reporting are fairly long and complex and could be simplified when being converted into digitized format. Use of information system will also make it unnecessary to manually fill numerous reporting formats required by various supervisory agencies, as already discussed. The hardware availability is adequate also at the supervisory levels. The Urban Development Directorate has 15 computers out of which it has given 4 to the SUDA, housed in the same

floor. If you leave out drivers and peons, each employee of the Directorate has a computer and in the case of SUDA the situation is similar.

3. The progress of computerization is much slower for panchayats compared to that in urban local bodies. But nevertheless it is impressive, given the magnitude of the task. The computers are being placed at the Block level and the GPs are being allocated days on which the GP Secretary can come and feed-in the reports in the prescribed format. The KPs, without office and staff, are dependent on the Block office resources. The ZPs access to computers could not be verified although the ZPs have resources and staff to go in for computerization to meet their office requirements from out of their own funds. The supervisory levels—the DPROs office for example—maintains all the reports of GPs in digitized form and use IT to tally and verify, a feature already discussed.
4. The Seventh Round Table of ministers in-charge by panchayati raj has recommended the exercise of process re-engineering for panchayats. (The recommendations of the Seventh Round Table are attached as Annexure-III.) For the refinement of processes, ERP implementation is the most feasible solution for information management.

Information management for organizations can be simplified by the introduction of Enterprise Resource Planning (ERP) in the system. It is a management information system that integrates all facets of an organization. For implementation of an ERP software, the designing is done based upon the main functionalities (modules) of the organization. These modules are designed, coded and tested independently and finally they are all integrated into one ERP software, which can share the information of one functional entity. In case of panchayats and urban local bodies, the various functionalities will be

- (a) Financial Services- All types of account handling, cost operations, revenue generation operations, etc. will be done under this particular module. A reasonable amount of emphasis has to be given to the simplification of the

information gathered under property taxes as employees find difficulty in handling it. The GIS package could be a supplement to identify properties for taxation purposes.

(b) Provision of Civic Services- This section of the organization deals with water supply management, sewage services, sanitary services, maintenance of public schools, hospitals etc. The details concerned with these services need to be fed under this header

(c) Development Services- All the development services are considered in this particular functionality. For the bodies like panchayats, the major chunk goes for poverty alleviation. Data relating to BPL families, beneficiaries, project cost, subsidy, loans & repayment and support services like training etc. could be put in an accessible format.

(d) Town Planning- The data which is used for launching new projects in the town like building a colony, designing of roads etc. will be included in this module. GIS package with spatial planning tools can be extremely useful.

(e) Personnel- This deals with the manpower planning of the employees of the organization. Performance appraisal, compensation, promotion etc. come under personnel department.

After designing and integrating all the parts into one, an ERP software is prepared. For data security, the authentication should be there, based on which the restricted information should be provided.

All this may give some teething troubles but in the long run it will make the whole system more efficient and effective wherein the processes will be smooth.

5. As far as access to information is concerned, the Uttaranchal government has already complied with the provisions of the Right to Information Act by

designating officers as information officers both at the state level and at the district level. This, together with the process to be followed in seeking information, have been duly notified. At the GP level, information is prominently displayed and this adds to the better implementation of development programmes. At the town level however information is not widely publicized. The availability of official information is also difficult as these are just being placed in the public domain. The information that needs to be put out suo motu must include the details of the development schemes operating at the different levels of local governance. The details should reveal the process of selection of beneficiaries/projects, the broad parameters of the projects sanctioned, including the location etc., the details of the finances involved and the status of the project. The data/information should be more detailed at GP/Municipality levels and aggregated (village wise/block wise) at the KP and ZP levels. Broad data about the PRIs and urban bodies like staff, budget, elected representatives etc should be made available in the departments' web-sites.

6. To sum up, though substantial progress has been made in information management, future action needs to be directed in the following fields: (a) provision of training, (b) development of customized software, (c) simplification of reporting formats and (d) placing more information in the public domain through web-sites and other means like pamphlets, posters, booklets, local media etc. which the citizens can easily access.

Chapter 5

Recommendations

The recommendations given below relate to the questions in the Terms of Reference of the study and are based on the analyses presented in the previous chapters.

1. An overwhelming impression that emerges from the analyses of the functioning of elected bodies is that the role of the elected members is at best peripheral. It is a pity that costly election processes are followed and thousands of representatives are elected only to remain grossly under-utilized. This colossal waste of human resources needs to be rectified by actively involving the elected representatives in activities of planning, development, implementation and monitoring. For this to happen the respective Acts need to be suitably amended to give greater and more tangible powers to the elected representatives vis-à-vis the administration. The success of the Kerala decentralization experiment owes a lot to popular participation.
2. The second issue is the balance between the elected decentralized bodies and the state government. Here the problem is not so much with the legislative framework, which follows the constitutional amendments in letter, but lies with the administrative reluctance to devolve meaningful powers and functions to the local bodies. To leave the initiative of cosmetic devolution with various departments is not adequate. The state needs to adopt a policy and a time-bound plan for effective devolution. This could be done, to begin with, in mission mode in a few sectors. In formulating such a plan it can learn from the experiences of successful states. If the PRIs are to be made more effective, the Karnataka model may be useful, given the state of evolution of these institutions in Uttaranchal. This involves, inter alia, the following:

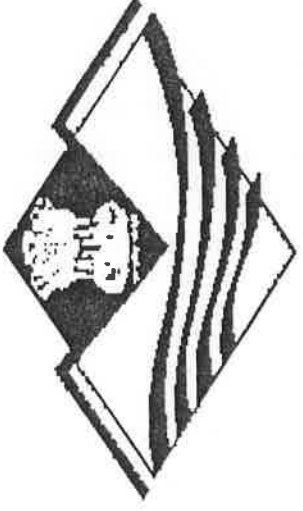
- a. The posting of an IAS officer, few year senior to the District Magistrate, as the Chief Executive Officer of the ZP,
 - b. All heads of line departments should be made ex-officio member-secretary of the subject committees at the ZP level,
 - c. Greater devolution of untied development funds to the PRIs, and
 - d. Formation of users' committees, through facilitation and not fiat, and giving them clear responsibilities and freedom to innovate and monitor the uses of funds.
3. The present administrative capabilities of the local bodies is pathetic with unacceptably large number of posts lying vacant and the prevalence of ad hocism in the staffing pattern. The first step is to fill the posts. It is also necessary to have a unified pattern of staffing and clear supervisory structures, which, as seen in the case of GP administration, are inadequate. This would require that all GP secretaries, whichever department they belong to, should be placed under the administrative control of the Department of Panchayati Raj and must report to the DPRO in matters related to self-governance. This could be treated as a deputation to panchayats with associated benefits. Though some incentives are needed to motivate personnel from other departments to work under the panchayats, the smaller panchayats may be allowed to hire-in the services of retired government servants etc. to serve, possibly on a part-time basis or on a fixed honorarium, as the panchayat secretary. Alternatively, two separate cadres on the lines of Maharashtra, may be examined. Since 1974, Maharashtra has a state-wide Development Service comprising of class I & II officers who man the posts of Dy CEO of ZP, BDOs and District Panchayat Officers. This is a parallel to the centralized services for the municipalities in Uttaranchal. In addition, each district (ZP) has its own district service consisting of class III & IV categories. The GP secretaries belong to this cadre. This effectively implies decentralization of the GP secretaries service. Finally, and most significantly, the links between the elected representatives and the

administration need to be forged in such ways so that the two are able to operate as a team. In this context, the cabinet system has significant advantages.

4. As regards devolution of functions, cost and benefit considerations need to be kept in mind. If the same or similar functions are devolved to different tiers of elected bodies, there would be considerable overlapping and conflict. As far as the Panchayati Raj institutions are concerned, the GP is best suited for providing local services and implementation of smaller developmental works. The KP, with the resources of the Block office, can implement larger projects, especially those which involve several GPs. They should also have a planning role particularly with respect to ensuring equitable regional development. The ZP is best suited as a planning and monitoring agency. This is the principle of subsidiarity, which implies that if a service/function can be performed reasonably well at the lower levels, its responsibility should remain there and only the residuals should move up the tiers of governance. But for this it requires a different staffing pattern, which should be on par with other government servants as discussed in (3) above. The municipal bodies need to provide basic services, plan for urban development and address the issue of urban poverty. All these require more manpower which can be obtained by filling up posts and utilizing the services of elected representatives to broaden citizens' involvement through formation of groups or otherwise.
5. Strengthening the monitoring mechanism is one, but not the exclusive or the most effective, way of improving administration. It is not a substitute for poor morale, inadequate promotional prospects and lack of a sense of dignity in work. Proper incentive systems are necessary to help individuals and organizations to deliver according to social expectations. Awards, competition and recognition are one way of incentivising. Also, if financial devolution gets tied to performance in an automatic way the incentive to perform becomes tangible. For example, a town able to

spend more (according to guidelines) for a particular development programme (e.g. SJSRY) can be allowed to draw and utilize more. Part of the allocation of laggard towns can get utilized in this way without the state losing out. A related point is that bulky and infrequently meeting bodies are inappropriate for administration. They can at best set policy guidelines. Execution should be the task of small groups or empowered individuals, either elected or administrative. The design of appropriate mechanisms to improve administrative capacity should be done with expert advice.

6. Finally, the capacity of organizations also depends on the capacity of its people. The state must set up an Institute for local governance to impart training to the elected representatives and the administrative personnel in issues related to local governance and development. The SSFC may like to earmark funds for training, which would include a wide range of areas from computer operation to comparative (inter-state) decentralization experiences. The pay offs from appropriate training are enormous.

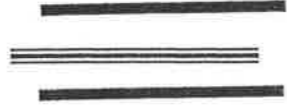


उत्तरांचल शासन

उत्तरांचल शासन

द्वारा हाल ही में त्रिस्तरीय पंचायतों को

सौंपे गये कार्यों का विवरण



जिला पंचायत को सौंपे गये दायित्व

उद्यान विभाग	(1)- उद्यान अधिकारी को अपर मुख्य अधिकारी के रूप में औद्योगिक नई तकनीक, गोष्ठी, प्रदर्शनी, कृषकों को समय से वितरण, जैविक खेती के लिए प्रोत्साहन करना। (2)-जिला, राज्य व केन्द्रीय योजनाओं का कार्यान्वयन, कीट रोगों की निगरानी, औद्योगिक यंत्र, पौध रक्षा यंत्रों की व्यवस्था। (3)-बैठकों का आयोजन कर समिति को कार्यों की प्रगति से अवगत कराना व सभी योजनाओं की समीक्षा अनुरक्षण व निरीक्षण कराना।
पशुपालन विभाग	(1)-सम्बन्धित कार्यक्रम व योजनाओं की समीक्षा, अनुरक्षण कार्यों का निष्पादन, स्थानीय मांगों के शासन तक पहुंचाना। (2)-सरकार के निर्देशों का पालन कराना, संक्रामक रोगों के रोकथाम हेतु टीकाकरण अभियान चलाना। (3)-पशुपालकों को नवीनतम जानकारी देना, पशु पालकों के प्रोत्साहन के लिए प्रदर्शनी, मेलों, चिकित्सा शिवरों का आयोजन करना। (4)-चारे की कमी को दूर करने के लिये वृक्षों, बहुवर्षीय चारा प्रदर्शन प्रशिक्षण आदि की व्यवस्था करना।
पेयजल विभाग	(1)-जिला योजना बजट नियंत्रण एवं समुचित उपयोग, अनु जा./ज.जा. योजना की धनराशि का मानकों के अनुसार उपयोग, पेय जल योजनाओं/हैन्डपम्प के रख रखाव हेतु प्राप्त धन राशि का क्षेत्र पंचायत/ग्राम पंचायत में बांटना। (2)-क्षेत्र/ग्राम पंचायतों द्वारा प्रस्तुत योजनाओं के प्रस्तावों का जाँचकर स्वीकृति करना। (3)-क्षतिग्रस्त पेयजल योजनाओं/हैन्डपम्पों की मरम्मत; निर्माणधीन योजना का स्थलीय निरीक्षण, व तकनीकी परामर्श देना। (4)-शासन द्वारा दी गई नीतियों का पालन कराना; गोष्ठी, प्रदर्शनी आदि कार्यक्रमों का संचालन। (5)-नयी योजनाएँ चिन्हित कर स्वीकृति हेतु शासन को प्रेषित करना एवं स्वच्छ पेयजल उपलब्ध कराने हेतु योजना का क्रियान्वयन करना।
शिक्षा विभाग	(1)- स्कूलों के विकास, प्रसार के सुधार के लिये योजनाएं बनाना, शिक्षा कार्यक्रम का अनुश्रवण करना तथा संसाधन जुटाना। (2)-जिले के ग्रामीण क्षेत्रों में स्थित बेसिक स्कूलों का सामंजस्य नियंत्रण व शिक्षा की अभिवृद्धि। (3)- जिला शिक्षा समिति की स्थापना करना। सदस्य सचिव द्वारा बैठकों का आयोजन, कार्यवृत्त व सूचना निदेशक के माध्यम से सरकार को अवगत कराना है। (4)- अपर जिला शिक्षा अधिकारी (जिला शिक्षा समिति का सदस्य सचिव) पर प्रशासनिक नियंत्रण तथा उनके वार्षिक कार्यों का मूल्यांकन कर गोपनीय प्रवृष्टि अंकित करना, तृतीय तथा चतुर्थ श्रेणी कर्मचारियों के स्थानान्तरण का अनुमोदन।

	(2)-विभागीय भवनों के निर्माण, रख-रखाव, वित्तीय अधिकार तथा अनुसूचित जाति/ अनुसूचित जनजाति के लिए मानक के अनुसार धनराशि उपलब्ध कराना।
पशुपालन विभाग	(1)-विभिन्न योजनाओं के लिए बजट नियंत्रण धनराशियों के उपयोग की प्रगति समीक्षा करना। (2)-भवन निर्माण संचालन एवं रख-रखाव। क्षेत्र व ग्राम पंचायतों के लिए धनराशि की व्यवस्था करना। (3)-अनु0जा0/ज0जा0 के लिए योजना की धन राशि मानक के अनुसार आवंटित करना। (1)-बजट आवंटन व व्यय की स्वीकृति करना; आवंटित धनराशि को क्षेत्र / ग्राम पंचायतों को बांटना। (2)-शासन द्वारा निर्गत निर्देशों के अनुरूप खाते का संचालन शासकीय सहायता तथा अन्य आय को भी जमा करना।
शिक्षा विभाग	(1)- जिला, राज्य व केन्द्र पोषित योजनाओं हेतु अवमुक्त धनराशि व्यय करना, अनुसूचित जाति, अनुसूचित जन जाति को मानक के अनुसार धनराशि का प्रावधान करना। (2)- जिला योजना तैयार करना विभिन्न योजनाओं के लिये शासन द्वारा अवमुक्त धनराशि व्यय करना। (3)- नये बेसिक स्कूल स्थापित करना। नये स्कूल स्थापित करने के लिए स्थान का चयन, विद्यालय के लिए संसाधन एकत्र करना
पंचायती राज विभाग	(1)-योजनाओं के लिए प्राप्त बजट के उपयोग का हिसाब रखना। भवनों का निर्माण, संचालन एवं रख-रखाव। (2)- जिला योजना में धनराशि का अनुसूचित जाति, अनुसूचित जनजाति में मानक के अनुसार व्यय करना। (3)- क्षेत्र / ग्राम पंचायतों के स्थानांतरण के लिए व्यय हेतु धनराशि रखना।
कृषि विभाग	(1)-जिला योजना, बजट नियंत्रण तथा उपयोग की प्रगति लेना, निर्माण कार्य, रख-रखाव हेतु वित्तीय अधिकार देना, क्षेत्र पंचायत व ग्राम पंचायत को व्यय हेतु धनराशि को बांटना। (2)- अनुसूचित जाति, अनुसूचित जनजाति के लिए जिला योजना की धनराशि मानक के अनुसार व्यय करना।
बाल विकास एवं महिला सशक्तिकरण	(1)-पोषाहार की व्यवस्था हेतु आवंटित धनराशि को व्यय करना। क्षेत्र पंचायत / ग्राम पंचायतों को धन आवंटन करना। (2)- जिला योजना की धनराशि मानक के अनुसार अनुसूचित जाति एवं अनुसूचित जन जाति को आवंटित करना। (3)- जिला कार्यक्रम अधिकारी की यात्रा का अनुमोदन, जिला पंचायत के अध्यक्ष द्वारा किया जायेगा।
स्वास्थ्य विभाग	(1)-बजट नियंत्रण एवं व्यय का सही उपयोग करना, भवनों का निर्माण, रख-रखाव निर्धारित विषयों के अनुसार करना। जिला योजना की धनराशि को क्षेत्र पंचायत, ग्राम पंचायत में बांटना। (2)- जिला योजना की धनराशि अनुसूचित जाति अनुसूचित जनजाति के लिए मानक के अनुसार निर्धारित करना।
समाज कल्याण	(1)-बजट आवंटन एवं आवंटित बजट पर नियंत्रण रखना। (2) क्षेत्र पंचायतों / ग्राम पंचायतों का स्थानांतरण व्यय धन उपलब्ध कराना।
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शिंचाई विभाग	(3)- जिला योजना की धनराशि के अनुसूचित जाति / अनुसूचित जन जाति के गानक के अनुसार उपलब्ध करना। बजट का आवंटन एवं व्यय करना, क्षेत्र पंचायत व ग्राम पंचायतों में आवंटन करना, निर्देशों के अनुरूप खातों का संचालन करना, योजनाओं के लिए शासकीय सहायता तथा अन्य आय जमा करना।
	जिला पंचायत को सौंपे गये प्रशासनिक अधिकार
उद्यान विभाग	(1)-जिला उद्यान अधिकारी की वार्षिक प्रविष्टि उसके वार्षिक कार्यों के आधार पर मण्डलीय उप निदेशक को भेजना। (2)-अर्जित अवकाश / चिकित्सा अवकाश स्वीकृति हेतु सक्षम अधिकारी की संस्तुति एवं तृतीय, चतुर्थ श्रेणी के कर्मचारियों का स्थानान्तरण जिला पंचायत के परामर्श से करना।
पशुपालन विभाग	(1)-जिला स्तर के अधिकारियों / कर्मचारियों के वार्षिक कार्यों के मूल्यांकन के आधार पर गोपनीय प्रविष्टि में अंकन करना। (2)-जिला स्तर के अधिकारियों के आकस्मिक अवकाश व भ्रमण कार्यक्रम का अनुमोदन करना तथा अर्जित अवकाश व चिकित्सा अवकाश हेतु सक्षम अधिकारी को संस्तुत करना।
पेयजल विभाग	(3)-तृतीय एवं चतुर्थ श्रेणी के कर्मचारियों के स्थानान्तरण हेतु परामर्श लेना होगा। (1)- जल संस्थान, पेयजल निगम अधिकारी पंचायत के नियंत्रण में रहेंगे और विभाग के नोडल अधिकारी के रूप में होंगे। (2)- अधिशासी अभियन्ता, जल संस्थान / पेयजल निगम, वार्षिक कार्यों का मूल्यांकन के आधार पर वार्षिक प्रविष्टि हेतु उनके विभागाध्यक्ष को भेजेंगे।
	(3)- जल संस्थान, पेयजल निगम के अधिशासी अभियन्ता का आकस्मिक अवकाश, भ्रमण कार्यक्रम अनुमोदन करना। (4)- जल संस्थान / पेयजल के अधिकारी अभियन्ता के अर्जित अवकाश / चिकित्सा अवकाश स्वीकृति हेतु सक्षम अधिकारी को संस्तुति कर भेजना।
	(5)- ग्राम पंचायत स्तरीय / क्षेत्र पंचायत स्तरीय विवादों का निवारण करना, तृतीय / चतुर्थ श्रेणी कर्मचारियों के
	(6)- तकनीकी सलाहकारों के दायित्वों का देख-रेख करना। पंचायतों की संस्तुतियों, नियमों की सीमा में बाहर विषयों को
शिक्षा विभाग	(1)- बेसिक स्कूलों में छात्रों के नामांकन तथा छात्रों की संख्या बढ़ाने हेतु सुझाव देना। (2)-अपर शिक्षा अधिकारी बेसिक पर प्रशासनिक नियंत्रण, वार्षिक कार्यों का मूल्यांकन कर गोपनीय प्रविष्टि देना। तृतीय / चतुर्थ श्रेणी कर्मचारियों के स्थानान्तरण के सम्बन्ध में अनुमोदन लेना आवश्यक है।
पंचायती राज विभाग	(1)-अधिकारी / कर्मचारियों पर नियंत्रण रखना, वार्षिक कार्यों का मूल्यांकन एवं गोपनीय आख्या देना। (2)- आकस्मिक अवकाश, भ्रमण कार्यक्रम का अनुमोदन करना, तृतीय व चतुर्थ श्रेणी कर्मचारियों के स्थानान्तरण नीति का
कृषि विभाग	(1)-वार्षिक कार्य के आधार पर वार्षिक प्रविष्टि हेतु मण्डलीय संयुक्त निदेशक को भेजना। मुख्य कृषि अधिकारी द्वारा आकस्मिक अवकाश, स्वीकृत एवं मत्स्य कार्यक्रम का अनुमोदन किया जायेगा।

सिंचाई विभाग	(3)- जिला योजना को धनराशि के अनुसूचित जाते/ अनुसूचित जन जाते के मानक के अनुसार उपलब्ध कराना। बजट का आवंटन एवं व्यय करना, क्षेत्र पंचायत व ग्राम पंचायतों में आवंटन करना, निर्देशों के अनुरूप खातों का संचालन करना, योजनाओं के लिए शासकीय सहायता तथा अन्य आय जमा करना।
	जिला पंचायत को सौंपे गये प्रशासनिक अधिकार
उद्यान विभाग	(1)-जिला उद्यान अधिकारी की वार्षिक प्रविष्टि उसके वार्षिक कार्यों के आधार पर मण्डलीय उप निदेशक को भेजना। (2)-अर्जित अवकाश / चिकित्सा अवकाश स्वीकृति हेतु सक्षम अधिकारी की संस्तुति एवं तृतीय, चतुर्थ श्रेणी के कर्मचारियों का स्थानान्तरण जिला पंचायत के परामर्श से करना।
पशुपालन विभाग	(1)-जिला स्तर के अधिकारियों / कर्मचारियों के वार्षिक कार्यों के मूल्यांकन के आधार पर गोपनीय प्रविष्टि में अंकन करना। (2)-जिला स्तर के अधिकारियों के आकस्मिक अवकाश व भ्रमण कार्यक्रम का अनुमोदन करना तथा अर्जित अवकाश व चिकित्सा अवकाश हेतु सक्षम अधिकारी को संस्तुत करना। (3)-तृतीय एवं चतुर्थ श्रेणी के कर्मचारियों के स्थानान्तरण हेतु परामर्श लेना होगा।
पेयजल विभाग	(1)- जल संस्थान, पेयजल निगम अधिकारी पंचायत के नियंत्रण में रहेंगे और विभाग के नोडल अधिकारी के रूप में होंगे। (2)- अधिशासी अभियन्ता, जल संस्थान / पेयजल निगम, वार्षिक कार्यों का मूल्यांकन के आधार पर वार्षिक प्रविष्टि हेतु उनके विभागाध्यक्ष को भेजेंगे। (3)- जल संस्थान, पेयजल निगम के अधिशासी अभियन्ता का आकस्मिक अवकाश, भ्रमण कार्यक्रम अनुमोदन करना। (4)- जल संस्थान / पेयजल के अधिकारी अभियन्ता के अर्जित अवकाश / चिकित्सा अवकाश स्वीकृति हेतु सक्षम अधिकारी को संस्तुति कर भेजना।
शिक्षा विभाग	(5)- ग्राम पंचायत स्तरीय / क्षेत्र पंचायत स्तरीय विवादों का निवारण करना, तृतीय / चतुर्थ श्रेणी कर्मचारियों के (6)- तकनीकी सलाहकारों के दायित्वों का देख-रेख करना। पंचायतों की संस्तुतियों, नियमों की सीमा में बाहर विषयों को (1)- बेसिक स्कूलों में छात्रों के नामांकन तथा छात्रों की संख्या बढ़ाने हेतु सुझाव देना। (2)-अपर शिक्षा अधिकारी बेसिक पर प्रशासनिक नियंत्रण, वार्षिक कार्यों का मूल्यांकन कर गोपनीय प्रविष्टि देना। तृतीय / चतुर्थ श्रेणी कर्मचारियों के स्थानान्तरण के सम्बन्ध में अनुमोदन लेना आवश्यक है।
पंचायती राज विभाग	(1)-अधिकारी / कर्मचारियों पर नियंत्रण रखना, वार्षिक कार्यों का मूल्यांकन एवं गोपनीय आख्या देना। (2) आकस्मिक अवकाश, भ्रमण कार्यक्रम का अनुमोदन करना, तृतीय व चतुर्थ श्रेणी कर्मचारियों के स्थानान्तरण नीति का
कृषि विभाग	(1) वार्षिक कार्य के आधार पर वार्षिक प्रविष्टि हेतु मण्डलीय संयुक्त निदेशक को भेजना। मुख्य कृषि अधिकारी द्वारा आकस्मिक अवकाश, स्वीकृत एवं गत्सल कार्यक्रम का अनुमोदन किया जायेगा।

	(2)-अर्जित अवकाश तथा चिकित्सा अवकाश हेतु सक्षम अधिकारी को संस्तुति भेजना।
	(3)-मुख्य कृषि अधिकारी, अपर मुख्य अधिशासी के रूप में जिला पंचायत के प्रति उत्तरदायी रहेगा। तृतीय तथा चतुर्थ श्रेणी के कर्मचारियों का स्थानांतरण सक्षम अधिकारी के परामर्श से किया जायेगा।
बाल विकास एवं महिला सशक्तिकरण	(1)- विभागीय कार्यों की जांच व प्रगति लेना, योजना का सफल रूप से संचालन, कर्मचारियों का स्थानांतरण एक विकास खण्ड से दूसरे विकास खण्ड में करने की संस्तुति करना।
स्वास्थ्य विभाग	(2)- जिला कार्यक्रम अधिकारी की वार्षिक आख्या, जिला पंचायत के मुख्य कार्यपालक अधिकारी, अध्यक्ष से अनुमोदन कराकर निदेशक बाल विकास एवं महिला सशक्तिकरण को भेजेंगे।
	(1)- मुख्य चिकित्सा अधिकारी के वार्षिक कार्यों के मूल्यांकन के आधार पर वार्षिक प्रवृष्टि हेतु जिला पंचायत अध्यक्ष को संस्तुति देना।
	(2)- आकस्मिक अवकाश, स्वीकृत भ्रमण कार्यक्रम का अनुमोदन तथा तृतीय व चतुर्थ श्रेणी कर्मचारी का स्थानांतरण सक्षम अधिकारी द्वारा परामर्श से किया जायेगा।
समाज कल्याण	(1)-बैठकों में विभागों के कार्यों की प्रगति लेना, योजनाओं का सफल कार्यान्वयन करना।
	(2)-जिला पंचायत अधिकारी को आकस्मिक अवकाश स्वीकृत करना। यदि अवकाश 3 दिन से अधिक हो तो शासन/निदेशालय को सूचित करेंगे।
	(3)-वार्षिक गोपनीय आख्या पंचायत द्वारा दी जायेगी। निदेशक, समाज कल्याण स्वीकृत प्रदान करेंगे।
	(4)-यात्रा भ्रमण, अनुमोदन करना वही यात्रा अधिकारी भी होंगे। विशिष्ट कारणों से जिले से बाहर स्थानान्तरण सम्बन्ध में शासन को सूचित किया जायेगा।
सिंचाई विभाग	(1)- जिले के अधिशासी अभियन्ता (जिस जिले में एक से अधिक सिंचाई खण्ड हों, तों नामित नोडल अधिकारी तथा लघु सिंचाई विभाग सहायक अभियन्ता पर नियंत्रण रखना।
	(2)- उक्त अधिकारियों को आकस्मिक अवकाश, भ्रमण स्वीकृत उपार्जित / चिकित्सा अवकाश की संस्तुति करना।
	(3)- उक्त अधिकारियों के स्थानांतरण / विरुद्ध अनुशासनात्मक कार्यवाही हेतु शासन स्तर से संस्तुति करना। वार्षिक गोपनीय रिपोर्ट सक्षम अधिकारी को संस्तुति करना।
	क्षेत्र पंचायतों को सौंपे गये दायित्व
पशुपालन विभाग	(1)-योजनाओं की गुणवत्ता बनाये रखने के लिये प्राप्त निर्देशों का अनुपालन करना।
	(2)-परिसरमत्तियों का रख-रखाव सुनिश्चित करना।
	(3)-विक्रय के लिये जाने वाले भौंस की गुणवत्ता सुनिश्चित करना एवं मेले प्रदर्शनी गोष्ठियों का आयोजन करना।
	(4) गो तथा आधुनिक निवारण का अनुपालन करना।
नगरपाल विभाग	(1) पेशकश योजनाओं के निर्माण की प्रगति समीक्षा। पंचायतों को मार्ग दर्शन देना, नवनिर्गित योजना की समीक्षा करना।

	(2)-योजनाओं के लिए पंचायतों से समन्वय बनाये रखना, अन्य कार्यों का निर्वहन करना, निर्माण की प्रगति।
	(3)-उत्पन्न विवादों का निवारण करना; नयी योजनाओं का चयन; पेयजल प्रबन्धों में सुधार व मार्गदर्शन करना; स्थलीय निरीक्षण करना।
	(4)-विभिन्न नीतियों, कार्यक्रमों, मेलों, आदि आयोजित कराकर इनका सफल क्रियान्वयन करना।
शिक्षा विभाग	(1)- (खण्ड स्तरीय शिक्षा समिति) जिला शिक्षा समिति के नियंत्रण में कार्य करेगी, समिति विकास खण्ड में शिक्षा बढ़ाने के सुझाव देगी।
	(2)- बेसिक स्कूलों में कार्यक्रमों का आयोजन, प्राथमिक विद्यालय, जूनियर हाई स्कूल के भवनों की मरम्मत कार्यों का अनुरक्षण करना, उच्च प्राथमिक चिकित्सालयों, शौचालयों, हैण्डपम्पों के निर्माण की समीक्षा करना।
	(3)- स्कूल मैपिंग / माइक्रोप्लानिंग के आधार पर शिक्षा योजना निर्माण, शिक्षा कार्यक्रमों, विकास कार्यक्रमों का समन्वय बनाना, दायित्वों का पालन करना।
	(4) वार्षिक कार्य योजना निर्माण, सतत शिक्षा केन्द्रों पर नियंत्रण रखना, प्रेरकों / संप्रेरकों से कार्यों की समीक्षा करना।
पंचायती राज विभाग	(1)-योजनाओं की गुणवत्ता बनाये रखने के लिए निरीक्षण करना, बैठकें करना व प्रगति रिपोर्ट का मुआयना करना, परिसम्पत्तियों पर नियंत्रण एवं रख-रखाव सुनिश्चित करना।
कृषि विभाग	(1)- कृषकों को समयानुसार कृषि निवेशों का वितरण, उचित भण्डारण, कृषि ऋण, क्रेडिट कार्ड, तकनीकी प्रदर्शन, विशेषज्ञों द्वारा नई तकनीक की जानकारी देना।
	(2)- जैविक कृषि कार्यक्रम, मेलों, गोष्ठियों, कार्यक्रमों में भागीदारी करना। कीट रोगों की निगरानी, कृषि रक्षा यंत्रों का रख-रखाव, स्पेयर पार्ट्स की मांग प्रस्तुत करना है।
	(3)- मुख्यालय में 8 किमी० परिधि में सर्वे करना, जल मग्न क्षेत्रों का चयन, समितियों का गठन तथा उनकी प्राथमिक व्यवस्था करना, सर्वे के कार्य कराना, सूक्ष्म जल मग्न क्षेत्रों में आने वाले ग्राम पंचायतों, निर्माणाधीन जलागम समिति
	(4)- योजनाओं की गुणवत्ता बनाये रखने के लिए निरीक्षण निर्देशों का पालन करना, बैठकों में प्रगति रिपोर्ट लेना।
बाल विकास एवं	(1)- महिला समूहों का प्रतिनिधित्व (20 से 30 प्रतिशत धनराशि महिला विकास कार्यों हेतु दे जायेगी)।
	(2)- स्वैच्छिक संगठनों के कार्यों का मूल्यांकन।
स्वास्थ्य विभाग	(1)- योजनाओं की गुणवत्ता बनाये रखने के लिए निरीक्षण, निर्देशों का पालन करना, चिकित्सा इकाइयों का रख-रखाव।
	(2)- जिला पंचायत के माध्यम से मिले बजट का व्यय, भवन निर्माण तथा स्वास्थ्य केन्द्र के लिये किराये का भवन उपलब्ध कराना।
समाज विभाग	(1) - कार्यों की जांच व अल्प रूयगा एकत्र करना, राष्ट्रीय कार्यक्रमों, राज्य सरकार की नीतियों की जानकारी देना व निर्देशों का पालन करना

सिंचाई विभाग	(1)- एक से अधिक ग्राम पंचायतों हेतु निर्मित योजनाओं के संचालन एवं पंचायत अनुसूचण हेतु हस्तांतरित ग्राम तथा मार्ग दर्शन योजना बनाना है, जो पंचायतों के हित में हों। ग्राम पंचायतों में स्वीकृत संचालन समिति का गठन करना और अध्यक्ष पद पर अध्ययन रोस्टर के आधार पर तैनाती करना।
	(2)- ऐसी योजनाएं जो एक ग्राम पंचायत के हस्तान्तरण करना संभव नहीं है, उनके संचालन की व्यवस्था करना।
	(3)-प्राप्त धन से अनुसूचण कार्य सम्पादित करना तथा मरम्मत कार्य विभाग के माध्यम से करना।
	(4)- जल कर, वसूली इस प्रकार करना जिससे समिति रख-रखाव हेतु आत्म निर्भर हो।
	(5)-नवीन योजनाओं का चयन एवं सिंचाई प्रबन्ध में सुधार हेतु सुझाव, गुणवत्ता बनाये रखने के लिए स्थलीय निरीक्षण, कार्यक्रमों, मेलों, गोष्ठी का आयोजन अभिलेखों का उचित रख-रखाव करना।
	क्षेत्र पंचायतों को सौंपे गये वित्तीय अधिकार
उद्यान विभाग	(1)- जिला पंचायत से प्राप्त धनराशि को निर्धारित मद में समय से व्यय करना, भवनों का निर्माण, परिसम्पत्तियों का रख-रखाव। ग्राम पंचायत के सहयोग से कार्यों का सम्पादन करना।
पशुपालन विभाग	(1)-भवनों के रख-रखाव पर आगणन के अनुसार क्षेत्र प्रमुख के अनुमोदन के बाद व्यय करना। (2)-किराये पर चल रहे भुगतान की संस्तुति करना।
पेयजल विभाग	(1)-जिला पंचायत से धन प्राप्त कर उसका सही उपयोग करना; जलकर, जलमूल्य की वसूली करके उपयोग करना। (2)-क्षेत्र स्तर पर खाते का संचालन करना, वसूली की नई धनराशि को जमा करना।
शिक्षा विभाग	(1)- जिला समिति द्वारा निर्माण कार्यों, साक्षरता व अन्य कार्यक्रम हेतु दी जाने वाली धनराशि का उपयोग और प्रगति पर निगरानी।
पंचायती राज विभाग	(1)- जिला स्तर से प्राप्त धनराशि को निर्धारित मद में व्यय करना।
कृषि विभाग	(1)- आवंटित धनराशि को निर्धारित मद तथा समय से व्यय करना तथा लक्ष्यों की पूर्ति करना।
बाल विकास एवं स्वास्थ्य विभाग	(1)- आवंटित धनराशि को निर्धारित मद तथा समय से व्यय करना तथा लक्ष्यों की पूर्ति करना। (1)- जिला स्तर से प्राप्त धनराशि को निर्धारित मद में व्यय करना। (1)-धनराशि निर्धारित मदों में समय से व्यय करना।
समाज कल्याण	(2)-सेवा शुल्क, एम्बुलेंस आदि में अर्जित धन को चिकित्सा सुधार में व्यय करना (1)- योजनाओं के अन्तर्गत समस्त लाभार्थियों के आवेदन पत्रों की स्वीकृति हेतु अग्रसारण करना। (2)- योजनाओं का सफल क्रियान्वयन करना।
सिंचाई विभाग	(1)- आवंटित धनराशि सही योजनाओं में उपयोग करना तथा पंचायत समिति द्वारा निर्धारित वसूल कर जन हित में व्यय करना।

(2)- खाते का संचालन करना, स्थानीय स्तर पर जमा किया जल कर खाते में जमा करना।

क्षेत्र पंचायत द्वारा सौंपे गये प्रशासनिक अधिकार

उद्यान विभाग	(1)- क्षेत्र पंचायत स्तरीय अधिकारियों के भ्रमण कार्यक्रम का अनुमोदन करना। सीनीय मांगों को उच्च अधिकारी तक पहुंचाना।
पशुपालन विभाग	(1)-वेतन आहरण की संस्तुति, अवकाश भ्रमण अनुमोदन उपस्थिति का सत्यापन, अधिकारियों / कर्मचारियों की वार्षिक प्रविष्टि, स्थानान्तरण की संस्तुति, तथा अधिकारी/कर्मचारी के विरुद्ध कार्यवाही हेतु मुख्य विकास अधिकारी को अवगत कराना।
	(2)-विभाग से संबंधित समस्त कार्यक्रमों का क्रियान्वयन एवं मासिक बैठक की समीक्षा करना।
पेयजल विभाग	(1)- क्षेत्र पंचायत स्तरीय अधिकारियों पर पंचायत का नियंत्रण होगा। अधिकारियों को आकस्मिक अवकाश की स्वीकृति, उनके भ्रमण का कार्यक्रम अनुमोदन करना, उपार्जित / चिकित्सा अवकाश सक्षम अधिकारी को संस्तुति की जायेगी।
	(2)-अधिकारियों के स्थानांतरण व उनके विरुद्ध अनुशासनात्मक कार्यवाही की संस्तुति शासन को दी जायेगी।
	(3)- अधिकारियों की वार्षिक प्रविष्टि हेतु सक्षम अधिकारी को संस्तुति दी जायेगी।
शिक्षा विभाग	(1)- खण्ड शिक्षा अधिकारी पंचायत के निदेशन में अपने कार्यों एवं दायित्वों को निभार्येंगे।
	(2)- ऐसे जूनियर हाई स्कूल जहाँ पर एक से अधिक ग्राम पंचायत क्षेत्र आते हैं पर नियंत्रण रखना, क्षेत्रीय शिक्षा अधिकारी पर नियंत्रण रखना व स्थानांतरण एवं उसके विरुद्ध कार्यवाही क्षेत्रीय शिक्षा अधिकारी के माध्यम से संस्तुति करना।
पंचायती राज विभाग	(1)- 11 विषयों से सम्बन्धित अधिकारियों / कर्मचारियों के वेतन आहरण में संस्तुति, आकस्मिक अवकाश, भ्रमण कार्यक्रम अनुमोदन करना, वार्षिक मूल्यांकन का अधिकार तथा स्थानांतरण संस्तुति का अधिकार भी है।
कृषि विभाग	(1)- वेतन आहरण की संस्तुति देना। अधिकारियों का आकस्मिक अवकाश व भ्रमण कार्यक्रम का अनुमोदन करना।
	(2)- अधिकारियों का वार्षिक मूल्यांकन तथा स्थानांतरण की संस्तुति करना।
	(3)- अधिकारियों / कर्मचारियों के विरुद्ध कार्यवाही हेतु मुख्य विकास अधिकारी को अवगत कराना।
बाल विकास एवं महिला सशक्तिकरण	(1)- कर्मियों का विकास खण्ड के बाहर नीति के अनुसार स्थानांतरण की संस्तुति।
	(2)- उपस्थिति सत्यापन कराकर वेतन आहरण की संस्तुति। मासिक उपस्थित 20 तारीख तक सक्षम अधिकारी को प्राप्त कराई जायेगी, प्राप्त न होने पर रटाफ उपस्थित समझा जायेगा।
	(3)- भ्रमण कार्यक्रम, आकस्मिक अवकाश अनुमोदन करना।
	(4)-वार्षिक गोपनीय आख्या वार्षिक कार्यों के आधार पर निदेशक महिला सशक्तिकरण व बाल विकास संस्तुति करके भेजेंगे।

स्वास्थ्य विभाग	(1)-सभी अधिकारियों / कर्मचारियों की उपस्थिति का सत्यापन। वेतन आहरण अध्यक्ष क्षेत्र पंचायत के संस्तुति की उपरान्त ही होगा। (2)-आकस्मिक अवकाश, भ्रमण कार्यक्रम अनुमोदन का अधिकार होगा। कार्यों का मूल्यांकन, लघु दण्ड, स्थानांतरण नीति के अनुसार स्थानांतरण की संस्तुति देना।
समाज कल्याण विभाग	(1)- परिसम्पत्तियों पर नियंत्रण, गठित समितियों की बैठकें, योजनाओं की निगरानी (कार्यरत कार्मिक क्षेत्र पंचायत के अधीन कार्य करेंगे)। (2)- ग्राम विकास अधिकारी को आकस्मिक अवकाश स्वीकृत करना। यदि अवकाश 3 दिन से अधिक होने पर जिला पंचायत को सूचित करना। (3)-वार्षिक गोपनीय आख्या ग्राम विकास अधिकारी द्वारा दी जायेगी, स्वीकृत जिला पंचायत अध्ययन करेंगे। (4)- यात्रा भ्रमण एवं स्थानांतरण में संस्तुति का भी अधिकार है।
सिंचाई विभाग	(1)- सहायक अभियन्ता तथा कनिष्ठ अभियन्ता पर पंचायत का नियंत्रण रखना। (2)- उक्त अधिकारियों का आकस्मिक अवकाश, भ्रमण कार्यक्रम अनुमोदन तथा उपजित / चिकित्सा अवकाश की संस्तुति करना। (3)-स्थानांतरण एवं विरुद्ध अनुशासनात्मक कार्यवाही की संस्तुति तथा वार्षिक प्रविष्टि हेतु सक्षम अधिकारी को संस्तुति देना।
	ग्राम पंचायत की सौंपे गये दायित्व
पशुपालन विभाग	(1)-राष्ट्रीय / शासन की नीति को अवगत कराना तथा अनुपालन करना। (2)-अभिलेखों का रख-रखाव करना एवं परिसम्पत्तियों की निगरानी करना। (3)-प्राथमिक उपचार, बधियाकरण संक्रामक रोगों से बचाव, चारा विकास, कुक्कुट विकास आदि का प्रचार करना।
पेयजल विभाग	(1)- एकल ग्राम गुरुत्व योजना, नलकूप, हैण्डपम्प, जलाशय संचालन एवं अनुरक्षण करना। (2)- जलकर / जलमूल्य निर्धारण एवं वसूली करना। (3)- योजनाओं के लिए उपभोक्ता समूह गठित करना। (4)- कार्यक्रमों की जानकारी देना; परिसम्पत्तियों का रख रखाव; योजनाओं के लिए उपलब्ध धन का समूचित उपयोग; उपयोग शुल्क वसूल करना; जल संरक्षण जनस्रोत आदि के सम्बन्ध में जानकारी देना।
शिक्षा विभाग	(1)- अध्यापकों का प्रशिक्षण, मासिक बैठक, योजनाओं का क्रियान्वयन, विकलांगों हेतु शिक्षा, बच्चों का विद्यालयों में प्रवेश कराना, विद्यालय विहीन स्थान पर वैकल्पिक शिक्षा केन्द्र खोलना।

	(2)-साक्षरता के लिए प्रेरकों को प्रशिक्षण, शैक्षिक क्रियाकलापों परीक्षण / सुझाव, 15-35 आयु वर्ग के निशुद्धों को सतत शिक्षा केन्द्रों में भेजना, विद्यालय / सतत शिक्षा केन्द्रों का संचालन, ग्राम शिक्षा समिति द्वारा कराया जायेगा।
पंचायती राज विभाग	(1)- वर्ष में कम से कम दो बैठकें करना, बजट बनाकर प्रस्ताव करना, प्राप्त धनराशि का योजनावार तकनीकी अधिकारी द्वारा आंकलन तैयार करना, मार्ग दर्शन करना, शासन की नीतियों से ग्रामवासियों को अवगत कराना, अभिलेखों का रख-रखाव करना। परिसम्पत्तियां पंचायत के अधिकार में होंगी।
कृषि विभाग	(1)- कार्य योजना बनाना, तकनीकी अधिकारी द्वारा प्राक्कलन तैयार कराना, नई योजना, भवन निर्माण हेतु भूमि और लाभार्थियों का चयन करना, कार्यों का निरीक्षण एवं मार्ग दर्शन करना।
बाल विकास एवं महिला सशक्तिकरण	(2)-राष्ट्रीय / राज्य सरकार की नीतियों की जानकारी ग्रामवासियों को देना। अभिलेखों का रख-रखाव करना, समस्त परिसम्पत्तियां पंचायत के अधीन होंगी। (1)- महिला समूहों का प्रतिनिधित्व (20 से 30 प्रतिशत धनराशि महिला विकास कार्यों हेतु दे जायेगी)।
स्वास्थ्य विभाग	(2)- स्वैच्छिक संगठनों के कार्यों का मूल्यांकन। आंगनबाड़ी केन्द्र द्वारा प्रदत्त की जन सेवाओं का निरीक्षण करना। (1)- उप क्षेत्र के नाम से समिति गठित करना जिसमें ग्राम प्रधान सदस्य होंगे, जो रोटेशन के आधार पर 6 महीने के लिए नामित अध्यक्ष भी होंगे। समिति की माह में कम से कम एक बैठक आयोजित होगी। राष्ट्रीय कार्यक्रम व नीतियों की जानकारी ए0एन0एम0 / पुरुष कार्यकर्ता देंगे।
समाज कल्याण विभाग	(1)-योग्य लाभार्थियों का चयन करना तथा यह सुनिश्चित करना कि पात्र लाभार्थी को ही स्वीकृति / भुगतान किया जा रहा है।
सिंचाई विभाग	(1)- सिंचाई / लघु सिंचाई द्वारा निर्मित ग्राम पंचायत को प्रभावित करने वाली, नलकूप, लघु नहर, गूल, हौज, हाईड्रम भवन आदि के जो एक से अधिक ग्राम पंचायतों में चलाई जा रही है और जिनका मुख्य नियंत्रक ग्राम क्षेत्र में उपस्थित (2)- हस्तांतरित योजनाओं से लाभान्वित होने वाले व्यक्तियों से जलकर वसूल करना है ताकि समिति आत्मनिर्भर हो जाय।
	(3)-योजना का सुदृढीकरण व वृहद् गरम्त कार्य, विभाग से करना।
	(4)- योजनाओं के लिए यूजर्स समूह गठन कर उनका संलाचन करना, सिंचाई संबंधी योजनाओं के बारे में ग्रामवासियों को बताना, अभिलेखों का रख-रखाव करना।
	ग्राम पंचायत को सौंपे गये वित्तीय अधिकार

पशुपालन विभाग	(1)-परिसम्पत्तियों का रख-रखाव। किराये पर लिये जाने वाले भवन सरकार द्वारा अनुमन्य दरों व ग्राम प्रधान की संस्तुति पर ही किराये पर लिये जायें।
पेयजल विभाग	(1)-प्राप्त धन का उचित उपयोग करना; वित्तीय व्यवस्था के लिए खाते का संचालन; वसूल की गई धनराशि को खाते में जमा करना।
शिक्षा विभाग	(1)- नये विद्यालयों हेतु भूमि का चयन, निर्माण, पैरा टीचर को मानदेय भुगतान, मध्याह्न भोजन, छात्रवृत्ति वितरण, धनराशि को नियमानुसार व्यय करना, प्रेरकको को मानदेय का भुगतान, प्राप्त होने वाली निधियों को निधियों में ग्राम निधि रखा जायेगा तथा अन्य व्यय का हिसाब रखा जायेगा।
पंचायती राज विभाग	(1)- निर्माण कार्य हेतु विभागों में धनराशि ग्राम निधि में स्थानांतरण करना।
	(2)-विकास, सुदृढीकरण हेतु धन का सही उपयोग करना।
	(3)-पंचायत सम्पत्तियों का रख-रखाव करना।
कृषि विभाग	(1)-निर्माण कार्यों हेतु विभागों में धन ग्राम निधि में स्थानांतरण करना।
	(2)- आवंटित धनराशि में नये भवनों का निर्माण, परिसम्पत्तियों का रख-रखाव।
बाल विकास एवं	(1)- निर्माण कार्य हेतु सीधे ग्राम निधि में स्थानांतरण करना।
	(2)- नवीन भवनों का निर्माण संचालन समिति के माध्यम से। विकास एवं सुदृढीकरण हेतु धन व्यय करना एवं परिसम्पत्तियों का रख-रखाव करना।
स्वास्थ्य विभाग	(1)- उप केन्द्र का रख-रखाव व निर्माण का पैसा ग्राम निधि में जमा धनराशि से प्रधान व ग्राम विकास अधिकारी के संयुक्त हस्ताक्षर तथा निर्धारित नियमों के अनुसार संचालित करना।
सिंचाई विभाग	(1)- आवंटित धन का सही उपयोग करना, वसूल की गयी धनराशि को जन हित में व्यय करना।
	(2)- निर्गत निदेशों के अनुसार ग्राम स्तर पर खातों का संचालन करना, स्थानीय स्तर में इकट्ठा किये गये धन को खाते में जमा करना।
	ग्राम पंचायतों को सौंगे गये प्रशासनिक अधिकार
पशुपालन विभाग	(1)-पशुधन प्रसार अधिकारी/कर्मचारी पंचायत के नियंत्रण में रहेंगे।
	(2)-वेतन भुगतान की संस्तुति, उपस्थिति सत्यापन, वार्षिक प्रविष्टि, हेतु संस्तुति करना।
	(3)-औषधि एवं अन्य जानकारी देना।
पेयजल विभाग	(1)- पंचायत स्तरीय अधिकारियों पर पंचायत का नियंत्रण होगा।
	(2)- अधिकारियों का आकस्मिक अवकाश, भ्रमण कार्यक्रम, अनुमोदन, उपस्थिति, सत्यापन, वेतन भुगतान की संस्तुति उपार्जित व चिकित्सा अवकाश की संस्तुति सक्षम अधिकारी को दी जायेगी।

शिक्षा विभाग	(3)- स्थानांतरण एवं उनके विरुद्ध की गई अनुशासनात्मक कार्यवाही की संस्तुति सक्षम स्तर पर की जायेगी। (1)-प्राथमिक, उच्च प्राथमिक विद्यालयों के अध्यापकों की उपस्थिति सुनिश्चित करना, प्रेरकों पर नियंत्रण रखना, असंतोष होने पर नये प्रेरकों की नियुक्ति की संस्तुति देना। (2)- योजनाओं को सुचारु रूप से चलाना (3)- समिति द्वारा निजी अध्यापकों के विरुद्ध तीन बैठकों में प्रस्ताव पारित होने पर प्रशासनिक कार्यवाही की संस्तुति करना
पंचायती राज विभाग	(1)- वेतन भुगतान की संस्तुति व उपस्थिति का सत्यापन करना। (2)-कर्मचारी की वार्षिक आख्या की स्तुति उसके कार्यों तथा पंचायत की खुली बैठक में पारित प्रस्ताव के आधार पर देना (3)-कर्मचारी को लघु अवकाश तथा अवकाश देने की संस्तुति करना
कृषि विभाग	(1)-कर्मचारियों पर सामान्य नियंत्रण, उपस्थिति का सत्यापन, वेतन भुगतान की संस्तुति करना। (2)- वार्षिक कार्यों के आधार पर वार्षिक आख्या हेतु खुली बैठक में पारित प्रस्ताव के आधार पर संस्तुति देना। (3)- कर्मचारियों को अवकाश व लघु दण्ड देने की संस्तुति।
बाल विकास एवं महिला सशक्तिकरण	(1)-आंगनबाड़ी में कार्यरत कार्यकर्त्री / सहायिका की उपस्थित प्रत्येक 20 तारीख तक बाल विकास परियोजना अधिकारी द्वारा सत्यापित। (2)-आंगनबाड़ी केन्द्रों का संचालन, पुष्टाहार वितरण, लाभार्थियों का पंजीकरण, नियमित उपस्थिति, समुचित भवनों की व्यवस्था, पोषाहार को पकाकार लाभार्थियों को वितरण में सहयोग, केन्द्रों का संचालन, प्री-स्कूल किट्स एवं दवा किट्स
स्वास्थ्य विभाग	(1)- ए0एन0एम0 / पुरुष कार्यकर्ता की उपस्थित का सत्यापन, आकस्मिक अवकाश, लघु दण्ड की संस्तुति का अधिकार, कार्यों के आधार पर वार्षिक गोपनीय आख्या पंचायत की खुली बैठक के प्रस्ताव पारित के आधार पर संस्तुति देना।
समाज कल्याण विभाग	(1)-पात्र लाभार्थी के आवेदन पत्रों का अग्रसारण करना, योजनाओं के लाभों का वितरण।कर्मचारियों पर नियंत्रण। वेतन आहरण हेतु उपस्थिति सत्यापन करना। (2)- कर्मचारियों की वार्षिक आख्या पंचायत की खुली बैठक में पारित प्रस्ताव के आधार पर संस्तुति, अवकाश, लघु दण्ड देने की संस्तुति है।
सिंचाई विभाग	(1)-पंचायत स्तरीय अधिकारी पर नियंत्रण रखना। (2)-आकस्मिक अवकाश स्वीकृत, भ्रमण कार्यक्रम का अनुमोदन, उपस्थिति सत्यापन कर वेतन भुगतान की संस्तुति तथा उपार्जित अवकाश, चिकित्सा अवकाश की संस्तुति सक्षम अधिकारी को देना। (3)- अनुशासनात्मक कार्यवाही की संस्तुति सक्षम अधिकारी को तथा वार्षिक प्रविष्टि के लिए भी संस्तुति देना।

ANNEXURE 2

जिला पंचायत की बैठक दिनांक 25.09.2003 की कार्यवाही

जिला पंचायत की बैठक दिनांक 25.09.2003 जिला पंचायत अध्यक्ष श्री चमन सिंह जी की अध्यक्षता में जिला पंचायत सभागार में आहूत हुई, जिसमें निम्न प्रस्ताव पारित हुए:-

प्रस्ताव संख्या-1

जिला पंचायत की समितियों के गठन पर विचार

समितियों के गठन पर सर्व-सम्मति से प्रस्ताव पारित किया गया कि इनके गठन के लिए अध्यक्ष जिला पंचायत को अधीकृत किया जाता है। अध्यक्ष जिला पंचायत द्वारा निम्न प्रकार समितियों का गठन किया गया :-

1. नियोजन एवं विकास समिति

1. श्री जितेन्द्र सिंह (अध्यक्ष)
2. श्री युद्धवीर सिंह
3. श्री प्रकाश सिंह
4. श्री रामकुमार
5. श्रीमती गोदाम्बरी देवी
6. श्रीमती उर्मिला नौटियाल

2. शिक्षा समिति

1. श्री एस0पी0 सिंह
2. श्रीमती उर्मिला नौटियाल
3. श्री श्रीमती रोशनी देवी
4. श्री प्रेमदत्त नौटियाल
5. श्रीमती बिन्दु राजपूत
6. श्री युद्धवीर सिंह

इस समिति के अध्यक्ष जिला पंचायत के उपाध्यक्ष होंगे।

3. निर्माण समिति

1. श्री जय सिंह रावत (अध्यक्ष)
2. श्रीमती मधु रावत

3. श्रीमती सन्तो देवी
4. श्री नसीम अहमद
5. श्री रणदास
6. श्री अमीचन्द

4. स्वास्थ्य समिति

1. श्री विरेश सिंह (अध्यक्ष)
2. श्री अजीत रौथान
3. श्रीमती नीना नौटियाल
4. श्रीमती सन्नी देवी
5. श्री प्रकाश जोशी
6. श्रीमती मधु रावत

5. प्रशासनिक समिति

1. श्रीमती नूरजहां प्रवीन
2. श्रीमती सन्नी देवी
3. श्री पूरण सिंह
4. श्री अमीचन्द
5. श्री जितेन्द्र सिंह
6. श्री कुलदीप सिंह

इस समिति के अध्यक्ष जिला पंचायत अध्यक्ष होंगे।

6. जल समिति

1. श्री अजीत रौथान (अध्यक्ष)
2. श्रीमती उर्मिला नौटियाल
3. श्री भुवन विक्रम
4. श्रीमती गोदाम्बरी देवी
5. श्री एस्०पी० सिंह
6. श्रीमती नूरजहां प्रवीन

प्रस्ताव संख्या-2

जिला पंचायत की मारखम ग्रान्ट (डोईवाला) की भूमि खसरा नं०-296(1) जो शासन के पत्र सं० 461/ पंचायत / पंचायती राज/02 दिनांक 21 सितम्बर 02 के द्वारा राजकीय उच्चतर माध्यमिक विद्यालय डोईवाला को भवन निर्माण हेतु 1/- (एक रूपया) प्रतिवर्ष की लीज रेन्ट पर स्वीकृत की गई है, को जिला पंचायत को वापस की जाये अथवा वर्तमान बाजार मूल्य पर उसका मूल्य जिला पंचायत को दिये जाने पर विचार।

प्रस्ताव संख्या-3

जिला पंचायत के लड़वाकोट स्थित आयुर्वेदिक औषधालय हेतु वर्ष 2003-04 के लिए अंकन 11, 991-25 की दवाईयां क्रय की गई हैं। उक्त दवाईयां के बिल के भुगतान की स्वीकृति पर विचार

प्रस्ताव संख्या-4

जिला पंचायत की कार सं० यू०पी० 07/111 की मरम्मत हेतु अंकन 15000(पन्द्रह हजार) की स्वीकृति पर विचार

अध्यक्ष जिला पंचायत द्वारा उक्त प्रकरण की जानकारी देते हुए, वस्तु स्थिति से सदन को अवगत कराया गया, जिस पर अध्यक्ष जी के द्वारा सदन के संज्ञान में यह भी लाया गया कि इससे पूर्व गठित जिला पंचायत की कार्य समिति/जिला पंचायत, ने भी उक्त भूमि सम्बन्धित विद्यालय को हस्तान्तरित करने के विषय में प्रस्ताव पारित किया गया था। उक्त भूमि विद्यालय को दी जा सकती है। उनको भू की वर्तमान बाजार मूल्य का भुगतान करना होगा। उक्त प्रस्ताव से शासन को भी अवगत करा दिया गया था, परन्तु शासन द्वारा प्रस्ताव को मान्यता न देते हुए, आदेश पारित कर दिये गये कि जिला पंचायत की मारखम ग्रान्ट स्थित भूमि जिसका रकबा 1.40 एकड़ है। 1/- (एक रूपया) प्रतिवर्ष की दर से लीज रेन्ट पर उच्चतर माध्यमिक विद्यालय को दे दी जाये। सदन ने शासन के आदेश पर रोष प्रकट करते हुए प्रस्ताव पारित किया कि उक्त भूमि हेतु सम्बन्धित विभाग अथवा शासन बाजार मूल्य जिला पंचायत को भुगतान करे, अथवा उक्त भूमि जिला पंचायत को वापिस कर दी जाये। इस प्रकार जिला पंचायत की कोई भी भूमि/सम्पत्ति बिना बाजार मूल्य का भुगतान किये शासन द्वारा सीधे हस्तान्तरित नहीं की जा सकती। प्रस्ताव सर्वसम्मति से पारित किया गया।

जिला पंचायत देहरादून के लड़वाकोट स्थित आयुर्वेदिक औषधालय हेतु वर्ष 2003-04 के लिए अंकन 11,991.25 की दवाईयां को को-ऑपरेटिव ड्रग्स फैक्ट्री रानीखेत से क्रय की गई है, जिसका भुगतान किया जाना है। प्रस्ताव सर्व सम्मति से पारित।

जिला पंचायत की उक्त कार की मरम्मत हेतु अंकन 15,000/- (पन्द्रह हजार रू०) के अन्तर्गत मरम्मत की स्वीकृति का प्रस्ताव सर्व सम्मति से पारित किया गया।

प्रस्ताव संख्या-5

जिला पंचायत के लाखा मण्डल स्थित गैस्ट हाऊस के लिए गद्दे एवं कीचन के सामान हेतु रू0 30,000/- (तीस हजार) की स्वीकृति पर विचार

विचार विमर्श के पश्चात लाखा मण्डल स्थित गैस्ट हाऊस हेतु गद्दे एवं कीचन का सामान क्रय करने की स्वीकृति का प्रस्ताव सर्वसम्मति से पारित किया गया।

प्रस्ताव संख्या-6

मासिक लेखों पर विचार

जिला पंचायत की आय-व्यय के मासिक लेखे अप्रैल 03 से अगस्त 03 तक सर्वसम्मति से पारित किये गये।

प्रस्ताव संख्या-7

ग्रामीण क्षेत्रों से गुजरने वाले व्यवसायिक वाहनों से लाईसेंस शुल्क की वसूली पर विचार

ग्रामीण क्षेत्रों से गुजरने वाले व्यवसायिक वाहनों से लाईसेंस शुल्क की वसूली हेतु जिला पंचायत देहरादून द्वारा पूर्व में उप विधियाँ बनाई गई थी, जो शासन द्वारा स्वीकृत हैं। उक्त उप विधियों के अनुसार जब जिला पंचायत द्वारा उक्त शुल्क की बसूली आरम्भ की गई तो शासन ने न जाने किन परिस्थितियों में उक्त शुल्क की वसूली पर प्रतिबन्ध लगा दिया गया था। जिसके कारण जिला पंचायत को 72.66 लाख रू0 की हानि उठानी पड़ी थी। प्रस्ताव के सभी पहलुओं पर विचार करते हुए सदन में सर्वसम्मति से प्रस्ताव पारित किया कि जिला पंचायत इस प्रस्ताव को शासन को भेजते हुए अनुरोध करे, कि शासन इस शुल्क की वसूली की अनुमति प्रदान करे। जिससे कि वह अपने संसाधनों से जिला पंचायत की आय में वृद्धि कर सके।

प्रस्ताव संख्या-8

राज्य वित्त एवं 11 वे वित्त के अनुदानों से निर्माण कार्य कराये जाने पर विचार।

अपर मुख्य अधिकारी, जिला पंचायत, देहरादून ने सदन को अवगत कराया कि शासनादेश के अनुसार शासन से प्राप्त होने वाले राज्य वित्त एवं 11वें वित्त की राशि से कराये जाने वाले कार्य निविदाओं के माध्यम से कराये जाने चाहिए। सदन ने अपर मुख्य अधिकारी की बात का विरोध करते हुए कहा कि सरकार की मंशा बेरोजगार ग्रामीणों को रोजगार उपलब्ध कराने हेतु इन अनुदानों को जिला पंचायतों को आवंटित किया जा रहा है। निविदाओं के माध्यम से कार्य कराये जाने पर ग्रामीण बेरोजगारों को रोजगार उपलब्ध नहीं हो पायेगा, अतः कार्यों को मस्टररोल द्वारा कराया जाये जिससे ग्रामीण बेरोजगार रोजगार प्राप्त कर सकेंगे। प्रस्ताव सर्व-सम्मति से पारित किया गया।

प्रस्ताव संख्या-9

मसूरी देहरादून विकास प्राधिकरण एवं दून घाटी विकास प्राधिकरण को समाप्त कराये जाने पर विचार।

प्रमुख, क्षेत्र पंचायत सहसपुर (श्री चन्द्र पाल सिंह पुण्डरीर) ने सदन के समक्ष प्रस्ताव रखा कि मसूरी देहरादून विकास प्राधिकरण द्वारा ग्रामीणों को अनावश्यक रूप से तंग किया जा रहा है। इस पर माननीय अध्यक्ष जी ने सदन को अवगत कराया कि जिला पंचायत की गत बैठक दिनांक 03.07.03 में उक्त प्राधिकरण को समाप्त किये जाने हेतु विशेष प्रस्ताव पारित किया गया था कि मसूरी देहरादून विकास प्राधिकरण एवं दून घाटी विकास प्राधिकरण को समाप्त करने हेतु शासन को पत्र लिख गया था कि उक्त प्राधिकरण के अधिकारों को समाप्त कर, उनके अधिकार जिला पंचायत को दिये जायें, इस हेतु पुनः सर्व-सम्मति से प्रस्ताव पारित किया गया।

अन्य प्रस्ताव

शिक्षा विभाग द्वारा चलाई जा रही मध्याह्न भोजन की योजना पर विचार।

प्रमुख क्षेत्र पंचायत रायपुर ने सदन के माध्यम से बैठक में उपस्थित जिला बेसिक शिक्षा अधिकारी (महिला) का ध्यान ग्राम मेंहूवाला में प्राइमरी पाठशाला (प्रथम) में स्कूल के बालक/बालिकाओं को दिये जाने वाले मध्याह्न भोजन की ओर आकर्षित करते हुए कहा कि उक्त स्कूल की छात्र संख्या 784 है। जबकि उसके लिए मात्र 450/- (चार सौ पचास रुपये) का बजट रखा गया है। जिससे इतने छात्रों की व्यवस्था की जानी सम्भव नहीं है। इस प्रस्ताव पर विचार विमर्श के पश्चात् अध्यक्ष महोदय ने उपस्थित अधिकारियों को निर्देश दिये कि वहां पर एक कर्मचारी के स्थान पर पांच-पांच सौ रुपये के दो कर्मचारी लगाये जायें। प्रस्ताव सर्व-सम्मति से पारित किया गया।

सामान्य चर्चा

श्री जितेन्द्र सिंह, सदस्य जिला पंचायत ने सदन के माध्यम से अध्यक्ष महोदय को अवगत कराया कि जिला पंचायत की बैठक में पारित प्रस्तावों पर कार्यालयों द्वारा कार्यवाही नहीं की जाती जो प्रस्तावों की महत्ता को समाप्त कर देते हैं। इसी प्रकार ग्रामीण क्षेत्र में विद्युतीकरण एवं पेयजल की योजनाओं पर भी सदन का ध्यान आकर्षित किया गया। जिस पर मुख्य विकास अधिकारी महोदय ने सदन को अवगत कराया कि अभी योजनाओं को अन्तिम रूप नहीं दिया गया है। इस पर विचार किया जायेगा।

श्री नसीम अहमद, सदस्य जिला पंचायत ने ग्राम हरवंसवाला व मेंहूवाला में कांजी हाऊस खोलने की मांग करते हुए कहा कि उक्त क्षेत्र में आवारा पशुओं द्वारा फसलों को

**SEVENTH ROUND TABLE OF MINISTERS IN-CHARGE OF PANCHAYATI
RAJ – JAIPUR, 17-19 DECEMBER, 2004**

IT enabled e-Governance

1. It is recognized that IT (Information Technology and Communication) *is a vital input of capacity* for Panchayats so that they can perform their constitutionally and legislatively mandated functions better.

2. IT ought to be primarily positioned as :

- (i) a decision making support system for Panchayats themselves;
- (ii) a tool for transparency, disclosure of information to citizens social audit;
- (iii) a means for better and convergent delivery of services to citizens;
- (iv) a means for improving internal management and efficiency of Panchayats;
- (v) a means for Capacity building of representatives and officials of the Panchayats;
- (vi) an e-Procurement medium.

In this endeavour, the Round Table specifically proposes the following initiatives.

Process Re-engineering :

3. All States shall undertake a time-bound exercise of process re-engineering in consonance with the activity mapping already being undertaken by them for the functions transferred to the Panchayats, with a view to moving the processes of decision making, implementation, disclosure to the public, delivery of services and reporting and dissemination of information to Panchayat representatives to an IT enabled environment.

4. In this exercise regard shall be had to avoid duplication of hardware and software initiatives by different State government departments and agencies.

5. Considering the functional domain of Panchayats that potentially extends to 29 subject listed in the Eleventh Schedule, all e-Governance initiatives at the local level have to converge with the appropriate PRI as the nodal point.

Data Ownership

6. Such re-engineered processes shall ensure that the ownership of the data collected at the Panchayat level is with that level in the first instance, as the system becomes sustainable when those who use the data feel that they own it.

7. While owning the data, the Panchayat could also operate, outsource or provide space to IT enabled multi service kiosk centers that provide IT enabled services to the people, including those that fall within the functions of the Panchayats.

8. The Community Service Centers being rolled out by the Ministry of Information Technology at the Centre may be located in the Panchayat offices so that panchayats services can also be delivered through these Common Services Centers (CSC).

Training:

9. There has to be a systematic approach on training of staff and Panchayati raj members through a cascading mode on use of IT.

10. The opportunities offered by the satellite connectivity provided through the ISRO, including EDUSAT, can be used for undertaking training,

11. While developing training material, regard shall be had to design user friendly approaches that can facilitate training of the illiterate or the neo-literate.

Software:

12. Development of common software application packages with provision for appropriate customization by states is preferred. In this connection, the National Informatics Centre (NIC), which being a government body present in all districts of the country and which has already done considerable software development for Panchayats, may be considered as the primary software provider.

13. It is recommended that NIC strengthens themselves at all levels and provide dedicated staff through creating a Panchayat informatics division, with a time bound mandate to develop e-Governance solutions to all levels of Panchayats. This will include the strengthening of the District Informatics Office of the NIC to support the District Planning Committee and the Panchayats.

14. The National Panchayat Portal developed by the NIC for the Ministry of Panchayati Raj to become the information hub that links up Panchayats, the State Government and the Central Government for sharing of information, experiences and best practices. As a first step, all State governments may immediately link and port the content of their existing Panchayat Raj websites or portals to the National Panchayat Portal and all District, Intermediate and Village Panchayats can be enabled and facilitated to link up with the portal. The content can be regularly updated by the respective stake holders.

15. A repository of software solutions already developed by several states shall be maintained by the Ministry of Panchayat Raj or an institution nominated by it, so that they can be used by other states.

16. Software development shall be primarily undertaken in open source software, with Indian language interphase, so as to reduce cost of replication and licencing.

Hardware:

17. States should consider specifying a framework for common standards for hardware and put in place a system for transparent procurement through competitive bidding.

18. Funds for acquisition of hardware could be dovetailed from various sources and could include

- (i) infrastructure funds available in multilaterally funded projects,

- (ii) Own incomes of Panchayats,
- (iii) Funds recommended by the Finance Commission for the creation and maintenance of Databases,
- (iv) Funds sourced from a fund to be created and managed by the Ministry of Panchayati Raj,
- (v) MP and MLA Local Area Development funds
- (vi) Purchases based on systems of annuity based purchases

19. **Considering the present power situation in the country, while procuring hardware, special attention shall be paid to providing reliable and uninterrupted power supply to computer systems. Special emphasis shall be placed on renewable energy devices and systems that consume less energy.**

Infrastructure and connectivity

20. It is recommended that the NIC expands its communication network, NICNET, to link all Panchayats at all levels by using State Wide Area Network funds provided by the Department of Information Technology, Government of India.

21. State governments can approach ISRO for providing satellite based connectivity in all the states to enable connectivity of all Panchayats. The initial infrastructure cost could be considered to be met or supported by an infrastructure fund that could be operated by the Ministry of Panchayat Raj.

Operationalisation of the plan

22. The initiative of empowering Panchayats with IT capacity shall be treated on par with creating national infrastructure such as power, telecom and roads.

23. Formulate a mission mode/empowered committee mode for IT enabled automation of panchayat institutions with NIC and other solution providers, keeping in view the national e-governance action plan of the Government of India.

Capacity Building & Training

1. Training and communication ought to reach all PRI functionaries and elected representatives, namely,
 - (i) Gram Panchayat Members, Chairpersons and Office bearers,
 - (ii) Intermediate Panchayat Members, Chairpersons and Office bearers,
 - (iii) District Panchayat Members, Chairpersons and Office bearers,
 - (iv) All officials concerned at National, State, District, Intermediate & Village level; and
 - (v) Standing Committee members at all levels.
2. There should be special effort made towards sensitizing the media, political parties, representatives in the legislatures, civil society organisations and citizens,
3. There must be special campaigns for mobilization of Gram Sabha members.
4. There must be special training for women, SC/ST representatives as well as first time entrants into the panchayat system within 3 months of their entry.
5. **Training for PESA areas should be designed so as to have regard to the cultural traditions and special needs of tribal people.**
6. Training and communication should not be viewed as a single one-time intervention but should be a continuous, ongoing process leading to enhanced sense of self esteem and confidence. Training should cover both the "before" and "after" election periods. Initial training and communication should reach all elected representatives within one year.
7. For those Panchayat members who need it, a functional literacy training course should be undertaken immediately after their elections.
8. The panchayats should be encouraged to have a sense of ownership of the training programmes and play a major role in designing content and mechanisms of training. To this end, there must be representation for Panchayat members in the governing boards of training institutions that cater to their needs.
9. Content of training should press on strategic and technical aspects and should be based on a systematic Training Needs Analysis arrived at through multi-stakeholder consultative workshops, which would precede the design of training modules and materials.
10. There should be a minimum core curriculum that is common across the States adapting to suit local contexts. Core curriculum should include :
 - (i) Vision on purna swaraj through Gram swaraj;

- (ii) Principles of secularism, equality and human rights emanating from the Constitution of India;
- (iii) Gender equity and social justice;
- (iv) Status of human development;
- (v) Poverty alleviation;
- (vi) Participatory planning, implementation and monitoring;
- (vii) Right to information and transparency; and
- (viii) Social Audit;
- (ix) Rules and regulations covering Panchayati raj.

11. Overall perspective of training must reinforce issues of social equity, gender sensitivity and justice among all participants in the process of governance through Panchayati raj, including all levels of the bureaucracy.

12. Thematic curriculum should include:

- (i) Human Resource Management,
- (ii) Natural Resources Management,
- (iii) Disaster Management,
- (iv) **Financial management, including own resource management and accounting,**
- (v) Sectoral approaches into providing basic human needs

13. Training strategy should be inclusive, participative and interactive and a composite mix of various interventions:

- (i) face-to-face participatory training;
- (ii) exposure visits;
- (iii) peer training/learning;
- (iv) satellite training;
- (v) radio/cassettes/ films;
- (vi) Traditional means of communication;
- (vii) Newsletters, updates and digests of replies to Frequently Asked Questions;
- (viii) Resource centers and Help Desks for Panchayats.

14. Training content and processes should be relevant to the ground reality of elected representatives. It should continue to develop and evolve based on feedback and impact assessment. Training should become a two way process so that feedback can help in reforming the content and process of training, as also result in systemic changes in panchayat and government functioning.

15. States should move towards formation of training networks and collectives to share experiences, learn from each other, and access material from each other. States should also institutionalize collaboration with Community based organisations at the State, District, and Block level.

16. Training should inspire elected representatives to form federations or collectives and facilitate them to voice their demands for genuine devolution and development.

17. Trained members should be encouraged to become resource persons for further training of panchayat representatives. Peer to peer learning, both within and outside the state through regional or national tie ups should be encouraged and supported.

18. Training should include exposure to best practices through visits to other Panchayats.

19. All open universities may tie up with IGNOU and build linkages with the SIRDs and other like institutions engaged in training and capacity building.

20. Training programmes shall be designed especially for the secretarial and technical staff working with Panchayats through institutions such as IGNOU. Such training programmes should lead to formal certification on achieving prescribed standards of learning.

21. Education in democracy and the constitutional role of panchayats as institutions of local self-government should be made part of school curricula.

22. It shall be the endeavour of the central government to provide in as short a time as possible a panchayat capacity building fund through the Ministry of Panchayati Raj, which could include a certain percentage of central transfers specially earmarked for that purpose. Similarly, state governments should also create a Panchayat Capacity Building Fund for periodic training.

23. There should be a national perspective plan on decentralized training and capacity building for all PRI functionaries with specific objectives, timeframe and resources.

24. States can benefit by the use of pedagogy and training techniques with information accessible to all. The Ministry of Panchayati Raj could develop a repository of training programmes, including training resources and manuals developed by the Commonwealth. Development of master modules in training in issues of gender, poverty, mass communication etc. could also be developed.

25. Independent training impact assessment studies should be periodically undertaken to assess the outcomes of training and inform emerging needs for follow up.

26. States shall work towards upgradation of training centers, such as SIRDs, and extension training centers at the district, block level and below.

27. With respect to the training needs of Panchayat members from the Union territories and States with Sixth Schedule areas, the Government of India would identify an SIRD or a group of institutions that could undertake the training.