

Study Report on Human Resources in Panchayats



SUBMITTED TO

THE MINISTRY OF PANCHAYATI RAJ

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Dr. Joy Elamon
Director General, KILA

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Abbreviations

ASHA- Accredited Social Health Worker

HR- Human Resources

BFT- Barefoot Technician

ICDS- Integrated Child Development Scheme

BDO- Block Development Officer

ICT - Information and Communication Technology

CFT- Cluster Facilitation Team

IEC- Information Education Communication

CRPs- Community Resource Persons

IP- Intermediate Panchayat

CSC- Common Service Centre

IRMA-Institute of Rural Management Anand

DDU-GKY- Deen Dayal Upadhyay Grameen Kaushalya Yojana

IT- Information Technology

DP- District Panchayat

JE/AE/TA- Junior Engineer / Assistant Engineer / Technical Assistant

DRDA- District Rural Development Agency

MDWS- Ministry of Drinking Water Supply and Sanitation

FFC- Fourteenth Finance Commission

MGNREGS- Mahatma Gandhi National Rural Employment Guarantee Scheme

FRA -Forests Rights Act

MIS- Management Information System

FY- Financial Year

MoPR-Ministry of Panchayati Raj

GoI- Government of India

MoRD- Ministry of Rural Development

GP- Gram Panchayat

MTEF- Medium Term Expenditure Framework

GPDP- Gram Panchayat Development Plan

NEGP- National e-Governance Programme

GRS- Gram Rozgar Sevak

NHM - National Health Mission

GS-Gram Sabha

NIRD & PR-National Institute of Rural Development and Panchayat Raj

NRLM- National Rural Livelihood Mission

PR- Panchayati Raj

NRDWP- National Rural Drinking Water Programme

RD- Rural Development

O & M -Operations and Maintenance

SBM - G- Swachh Bharat Mission – Gramin

PES- Panchayat Enterprise Suite

SDG- Sustainable Development Goals

PESA- Panchayat Extension to Schedule Areas

SHGs- Self Help Groups

PMAY - G- Pradhan Mantri Awas Yojana - Gramin

SSA- Sarva Shiksha Abhiyan

PMGSY- Pradhan Mantri Gram Sadak Yojana

UNDP- United Nations Development Programme

PMU- Programme Management Unit

UNICEF- United Nations Children's Fund

PRI- Panchayati Raj Institutions

Executive summary

The significance of a "whole-of-government" approach is acknowledged in Agenda 2030's statement, which declares that the SDGs are "integrated and indivisible" and "balance the three elements of sustainable development: economic, social, and environmental." It goes on to say that 'the interlinkages and integrated character of the Sustainable Development Goals are critical in ensuring that the new Agenda's goal is met,' and that integrated solutions are needed. Panchayats in India play a major role in the achievement of SDGs. Funds, Functions and functionaries are inevitable to make this happen. Ministry of Panchayati Raj has been focusing on strengthening the capacities of Panchayats through various means. MoPR had recognised the need for strengthening and developing capacity of the human resources in Panchayats, apart from the funds and functionaries.

Capacity development means much more than training. It includes human resources, processes and systems. It implies development of capacities of individuals as well as of the institutions and the environment in which they function. In addition to appropriate knowledge, skills, values and attitudes, it includes the ability to foster systems, structures, leadership and an enabling environment that can optimally use the available human resources to achieve the desired outcomes. This study attempts to understand the nature and structure of human resource distribution in the Gram Panchayats. The study also tries to assess the duty allocation for the officials in the Gram Panchayats and also the Digital Literacy of officials in Selected GPs, For the smooth functioning of the Gram panchayats, standing committees are formed. The present study tries to understand the extent to which the standing committees contribute to the smooth functioning of GPs.

The study intended to

- I. Assess the status of human resources in the Panchayats of India
- II. Assess the quantum and nature of functions and work to be performed by the Panchayat officials
- III. Propose suggestions on developing a comprehensive human resources framework in panchayats. (This would include the number and various categories, possibilities of

developing this HR, resources which can be accessed, and the role of the States and MoPR. Different scenarios have to be considered depending on the status of devolution across the states).

IV. Propose a detailed roadmap for developing the human resources in Panchayats

Apart from these major objectives, this study enquired about the

- a) Use of digital tools for workload management. The key objectives of e-Gram Swaraj is to use digital tools for automation and internal work flow processes to ensure better service delivery.
- b) Functioning of Standing Committee
- c) Whether the ERs and Officials have attended/undergone adequate training programs
- d) See the support staff engaged under CSS are brought under the control of GPs
- e) Whether the programs implemented by line Departments are carried out in association with GPs.

The study followed both a qualitative and quantitative approach. Desk Review and State wise consultations were conducted as part of this study. The collected quantitative data were analysed using the appropriate statistical technique.

This study has identified that a barring a few states, the human resources status is inadequate. This is especially important as the new tasks and functions have been assigned to the Panchayats, funds from the Central Finance Commission Grants have been provided, the Panchayats have been preparing and implementing the GPDP and also the various flagship programmes are being coordinated or implemented by the panchayats. However, the HR situation remains as those at the time of the amendment to the Constitution or even before. While most of the activities have an IT linkage or are supported by IT system, the computer proficiency of the employees is also far from satisfactory in most of the states. Standing Committees could have played a role in filling this gap to a minor extent, but they also seemed to be non-functional or are not functioning as they should have.

We propose a list of suggestions and recommendations, which could be taken up at various levels, from the level of the MoPR to the states and the Panchayats.

Convergence of resources and services, both horizontal and vertical, across Panchayats and Departments is very important in achieving efficiency and impact. There has to be a more systematic policy-based approach to human resources with clear norms for staffing, recruitment, remuneration, career advancement and so on. Obviously, this cannot be achieved overnight but a time bound plan of action is needed. Strengthening of HR should be seen holistically and not merely in terms of recruitment of additional staff which should be taken up only as a last resort. Sufficient attention has to be paid for competency-based capacity building for existing staff, simplification of processes, procedures and systems, widespread introduction of e-governance, adoption of norms-based outsourcing, etc. A competency framework may be developed for each category of staff as well as for the elected representatives and training designed to fill the gap. This would be analogous to the National Skills Qualification Framework (NSQF).

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

Every GP, irrespective of population and size, should have a full time Panchayat Secretary who is also a regular employee and functions as the Chief Executive of the Panchayat. We have categorised the GPs into four based on the population size. The GPs coming under Group 1 must have a Panchayat Secretary and Computer Assistant. The administration of GPs in Group 2 must have a Secretary, Assistant Panchayat Secretary and Computer Assistant. While considering the GPs under Group 3 and Group 4, there should be an increase in the number of assisting staff for the Panchayat Secretary. Appointment of Assistant Panchayat Secretary, more than two Computer Assistants, LD Clerk, Panchayat Development Officer is recommended. It is suggested to appoint a Technical Assistant (TA) at every GP. Considering the various infrastructure work being carried out in GPs, we have also suggested engineering related functionaries who should to carry out its engineering functions. He/she should be a Diploma or Degree holder in the technical field.

All employees should be proficient in computers for their work. This should be a mandatory qualification for future recruitment. Existing employees should be enabled to acquire the required proficiency within a fixed period, for which the State should provide the required support. For all the existing staff, including those on contract, minimum levels of competence required for that position should be ensured. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for the different positions.

It is suggested that the work of all employees in a GP should be supervised and monitored by the concerned Panchayat. This would include reviewing performance, inspecting work, calling for performance reports and systematic community-based monitoring to ensure inclusive and effective reach and quality of services.

MoRD, MoPR and MDWS would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the GP and IP level. The report also provides a tentative list of positions and the cost involved.

In the case of Standing Committees, a few suggestions are included in the report. In cases where the standing committees are exclusively of ERs, a provision to invite experts and stakeholders as special invitees. For others, inclusion of ERs, SHG representatives, women, SC/ST mandatory. Concerned sectoral officials have to be mandatory members. Standing committees have to be based on broad themes, the number and themes to be decided by the state government. All planning for various SDG themes has to be led by the concerned standing committees. The plans for each of the themes have to be approved by the relevant standing committee before taking to the Panchayat committee. Monitoring of the activities have to be done by the concerned standing committee. Expenditure reports are to be verified by the Standing committee before submitting to the Panchayat committee. Panchayat budgets should be finalised only after the concerned standing committees' vet the suggestions.

The report has also gone into the functioning of DPRCs and BPRCs and how they can be utilised for strengthening the HR situation on Panchayats by way of developing capacities.

CHAPTER 1

Introduction

As part of the 73rd constitutional amendment, 29 subjects were transferred to the Panchayats. These subjects cover most of the development sectors and themes including agriculture, irrigation, health, and education. The envisioned three-tier Panchayat system at the District, Block, and Village levels was intended to achieve rural development through decentralized planning, various initiatives, and their execution (Chakrabarti, Chattopadhyay, Nath 2011).

There are around 2.6 lakh Panchayats - [2,55,538 Gram Panchayats (GPs), 6,829 Intermediate Panchayats (IPs)/Block Panchayats (BPs) and 659 District Panchayats (DPs)] across the country. The three-tier system is framed and executed with an intention to transform India as a developed country from the grass root level. Panchayats have a great role in the overall development of the country in this Panchayati Raj system.

The 17 Sustainable Development Goals (SDGs) and their 169 targets were adopted by member States of the United Nations in September 2015. Local governments have a crucial role to play in achieving the SDGs. While the goals are universal, the implications and intervention possibilities are local. The twin objectives of the Panchayati Raj as envisaged by the Indian Constitution are to ensure local economic development and social justice. India with about 2,60,000 rural local bodies (Panchayats) holds enormous opportunities in localizing the SDGs and meeting the goals. Panchayats are expected to play an effective role in the planning and implementation of functions related to the 29 subjects enlisted in the Eleventh Schedule of the Constitution. Most of the SDG targets are within the purview of these subjects.

The Ministry of Panchayat Raj (MoPR) had identified nine themes from among the 17 SDGs which are of direct relevance to the GPs and where the GPs need to play a proactive role in meeting the goals. Since Gram Panchayats across the country are preparing Gram Panchayat Development Plans (GPDP), this presents an opportunity for the GPs to synchronize their plans with SDGs. Resources from various Central and State sponsored schemes need to be leveraged and converged at the GP level. It is important to set GP-level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities, resource mobilization potential and feasible action by the GPs. However, **for the plan to get implemented and monitored, GPs need to be well resourced with appropriate human resources possessing the right skills, competence and sensitivities which would enable the GPs to implement the GPDP and contribute towards meeting the SDGs.**

The Human Resource required to support the GPs in achieving the various SDGs are indicated in a handbook - 'Sustainable Development Goals and Gram Panchayats – The Future We Want' published by UNDP. The handbook lists the various programmes from which human resources can be drawn and made available to the GPs in order to move towards achieving the goals (MoRD, 2017). However, these human resources are directly connected with the concerned departments, agencies and schemes and not with the Panchayats. Thus the accountability and sustainability are often missed.

Context

For the continuous and sustainable development at the grass root level, continuous planning, evaluation and feedback, and actions for further improvement have to be undertaken. It should be made an active, repeated process throughout for the effective functioning of our system.

Ministry of Panchayati Raj has been incentivizing the best performing Panchayats recommended by the State Governments/UT Administrations with an aim of giving encouragement and support to do more activities like those and also to inspire other panchayats to continue their outstanding performance as well as to inspire other panchayats to excel in their performance.

On the other hand, improving the functioning of the Panchayati Raj system has always been a main area of research studies as it is the base for the overall development of our country. The three-tier system of governance needs special attention to re-allocation of functions, powers and effective devolution and control of resources.

GPs have traditional core functions which are historic as well as those added on after the 73rd Amendment. These vary across the states. Typically, a GP performs functions related to basic public sanitation, drinking water, internal connectivity, street lighting, and maintenance of playgrounds, parks and other commons. Certain monitoring and supervisory functions in relation to education, health and nutrition are also entrusted to them, even though there is no sufficient clarity in the assignment or discharge of such functions. To enable them to perform the core functions, GPs are provided resources based on the recommendations of the Central and State Finance Commissions (SFC). They also raise resources locally such as through taxes, especially on property, wherever it is allowed. Here again there are significant differences among the States. The 14th Central Finance Commission (CFC) has supplemented the resources for provision of basic services significantly. A study report of MoRD (2018) pointed out that there is no clear human resource policy for Panchayats in most of the States, barring a few notable exceptions. The staff strength was fixed long ago and ad-hoc accretions have happened over the years. However, functions, responsibilities, funds and activities have increased manifold. In such a situation, there are a few non-negotiables to be taken care of:

- a. Legal instruments have to be in place to suit the new system. This involves the legislations / laws, the follow up of which includes rules and regulations. (Overall, the States have addressed this as a first stage)
- b. The new or existing local levels subsequent to such a change do require human resources to carry out the powers and functions transferred to them. When new functions are bestowed, appropriate kinds of human resources definitely will not exist.
- c. Capacity of the functionaries – elected and official - at the local level is another major problem, which needs to be addressed.

Capacity development of Panchayats is to be centered on core competencies and capacity gaps of elected representatives and functionaries to effectively perform their tasks, responsibilities and roles and function as Local Governments. This is dependent on:

- Institutional Development
- Financial Resource Development
- Human Resource Development
- Supportive Programmes

Over the years, capacity development has been a mainly focussed area, with emphasis on trainings. Many actions have been taken so far for institutional development, and financial resource development. Many programmes are there to support the functioning of the panchayats. On the contrary, **strengthening of human resources in Panchayats remains an untouched area for time. Moreover, strengthening the human resources in Panchayats has not been considered on a long term and sustainable basis.**

- A. *The performance of the Panchayati Raj Institutions depends on the status of devolution in terms of functions, funds and functionaries*
- B. *Capacity development initiatives including human resources*
- C. *The efforts made by PRI leadership as well as the community.*

Over the recent years, the Ministry of Panchayati Raj has been focusing on strengthening the Panchayati Raj system in the country. In addition, the majority of the flagship programmes have been structured in such a way that the Panchayats play a major role. The Central Finance Commission awards and the GPDP process have helped the Panchayats undertake a lot of initiatives which are expected to lead to the achievement of various SDGs. Of late the focus of planning and development at the local level has also moved in this direction of localisation of SDGs.

The revamped RGSA is envisaged to provide resources and support in developing the capacities of the Panchayats in the country. There are also many supportive initiatives. As part of capacity development, a lot of focus has been given on training. **Capacity development is not merely training but also includes the system and environment which facilitates the PRIs to carry out their mandates.** Thus, it also requires to build the human resource framework so that the Panchayats can perform as per the new context and possibilities provided by the initiatives mentioned above.

It is learnt that a study was conducted years back on the Work and Time motion of functionaries of Panchayats. However, in recent times there has been a lot more functions and activities that have been bestowed on Panchayats through the flagship programmes and the CFC awards. There is a need to understand the existing human resources in a Panchayat, their work and

work load and see how these match each other. This exercise is important in the process of developing the capacities and strengthening of Panchayati Raj in the country. Of course, the issue mentioned above is not homogenous across the country.

Objectives of the Study

The study intended to

1. Assess the status of human resources in the Panchayats of India with focus on Gram Panchayats
2. Assess the quantum and nature of functions and work to be performed by the Panchayat officials
3. Propose suggestions on developing a comprehensive human resources framework in Panchayats. (This would include the number and various categories, possibilities of developing this HR, resources which can be accessed, and the role of the States and MoPR. Different scenarios have to be considered depending on the status of devolution across the states).
4. Propose a detailed roadmap for developing the human resources in Panchayats

Apart from these major objectives, this study enquired about the

- a) Use of digital tools for workload management. The key objectives of e-Gram Swaraj is to use digital tools for automation and internal work flow processes to ensure better service delivery.
- b) Functioning of Standing Committee

- c) Whether the elected representatives (ERs) and officials have attended/undergone adequate training programs
- d) Whether the support staff engaged under CSS are brought under the control of GPs
- e) Whether the programs implemented by line Departments are carried out in association with GPs.

Scope of the Study

The study considered the diversity across the country. The study also took into account various scenarios depending on the status of devolution in each state.

The population of Gram Panchayats varies from state to state (Table 2). The study tries to find whether an adequate number of human resources are there in each Gram Panchayat congruent to the population size of a Panchayat. For this, the states were classified as four groups in accordance with their average population per Gram Panchayat (Table 1)

Table 1: Classification of States into Groups Based on Average GP Population

Group 1	Population < 2500
Group 2	Population between 2500 and 5000
Group 3	Population between 5000 and 10000
Group 4	Population >10000

Table: 2: Average Population per Gram Panchayat

Sl No	States/Union Territories	Rural Population ^[1]	Gram Panchayat ^[2]	Average Population per GP	Group
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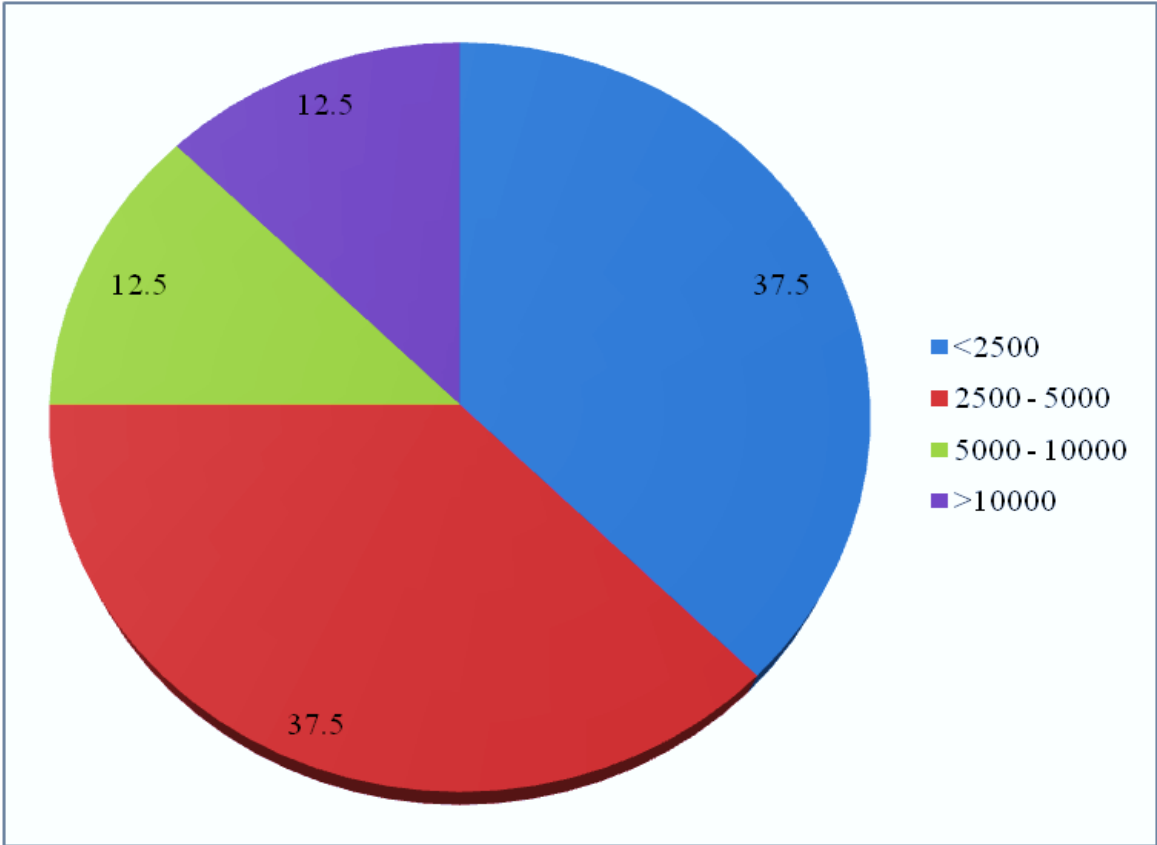
1	Andaman & Nicobar Islands	2,37,000	70	3,386	Group 2
2	Andhra Pradesh	4,96,70,000	13,358	3,718	Group 2
3	Arunachal Pradesh	10,66,000	1,785	597	Group 1
4	Assam	2,46,65,340	2,197	11,227	Group 4
5	Bihar	9,23,41,000	8,387	11,010	Group 4
6	Chhattisgarh	1,96,08,000	11,654	1,683	Group 1
7	Dadra and Nagar Haveli	1,83,000	20	9,150	Group 3
8	Daman and Diu	60,000	18	3,333	Group 2
9	Goa	5,52,000	191	2,890	Group 2
10	Gujarat	3,46,95,000	14,292	2,428	Group 2
11	Haryana	1,65,09,000	6,197	2,664	Group 2
12	Himachal Pradesh	61,76,000	3,226	1,914	Group 1
13	Jammu and Kashmir	91,08,000	4,290	2,123	Group 1
14	Jharkhand	2,50,55,000	4,354	5,754	Group 3

15	Karnataka	3,74,69,000	6,021	6,223	Group 3
16	Kerala	1,74,71,000	941	18,566	Group 4
17	Ladakh	2,74,000	192	1,427	Group 1
18	Lakshadweep	14,000	10	1,400	Group 1
19	Madhya Pradesh	5,25,57,000	22,812	2,304	Group 1
20	Maharashtra	6,15,56,000	27,877	2,208	Group 1
21	Manipur	5,83,981	161	3,627	Group 2
22	Odisha	3,49,71,000	6,798	5,144	Group 3
23	Puducherry	3,95,000	108	3,657	Group 2
24	Punjab	1,73,44,000	13,266	1,307	Group 1
25	Rajasthan	5,15,00,000	11,341	4,541	Group 2
26	Sikkim	4,57,000	185	2,470	Group 1
27	Tamil Nadu	3,72,30,000	12,523	2,973	Group 2
28	Telangana	2,13,95,000	12,769	1,676	Group 1
29	Tripura	17,90,226	591	3,029	Group 2

30	Uttar Pradesh	15,53,17,000	58,762	2,643	Group 2
31	Uttarakhand	70,37,000	7,789	903	Group 1
32	West Bengal	6,21,83,000	3,340	18,618	Group 4

Source: [1] Population, Census, 2011 and [2] GP numbers from LGD (as on 08.05.2020)

Figure 1: Percentage of States/UTs Falling into Each Group Classified Based on the Average Population in GPs



Universe of the Study

All the Gram Panchayats in India

Methodology

The study follows both a qualitative and quantitative approach. Desk Review and State wise consultations were conducted as part of this study. The collected quantitative data were analysed using the appropriate statistical technique.

Selection of States

A multi-pronged approach was adopted to achieve the main objectives of the study, and this included a combination of qualitative and quantitative methods. The main methodology for the study however was qualitative in nature. This was in the form of Key informant interviews (KIIs) for stakeholders, telephonic Interviews with the PRI officials and online questionnaires for Panchayat and SIRDs (State Institute of Rural Development). The qualitative tools enabled the research team to gather in depth knowledge of the situation whereas the quantitative methods supported the reliability of the assessment.

Sample Selection for the Study

The states were selected by taking the average population of the Gram Panchayat as the selection criteria. Representative states were selected from each group classified based on the average population in GPs. (Table 3; Figure 2). Initially, it was intended to consider only selected ten states. However, we continued to collect information from around 24 states and UTs. The in-depth enquiry was done in nine states.

Table 3: Classification of the Sample States into Population Groups

Group 1	Group 2	Group 3	Group 4
Madhya Pradesh	Andhra Pradesh	Odisha	Assam
Maharashtra	Rajasthan		Bihar
Punjab	Tamil Nadu		
Arunachal Pradesh	Uttar Pradesh		
Tripura	Himachal Pradesh		
Nagaland			
Jharkhand			
Manipur			
Mizoram			
Meghalaya			

Figure 2: Percentage of Sample States/UTs Falling into Each Group Classified Based on the Average Population in GPs

Categorization of Sample States Selected into Different Groups (Based on the Average GP Population)

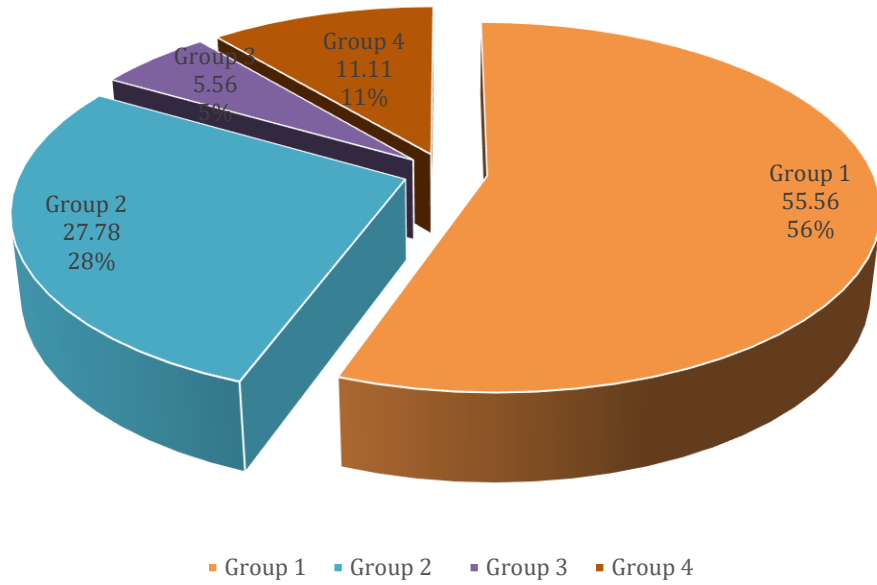


Table 4: Sample States Selected for the Study

Sl No	States/Union Territories	Rural Population ^[1]	Gram Panchayat ^[2]	Average Population per GP	Group
1	Andhra Pradesh	4,96,70,000	13,358	3,718	Group 2
2	Assam	2,46,65,340	2,197	11,227	Group 4
3	Bihar	9,23,41,000	8,387	11,010	Group 4

4	Madhya Pradesh	5,25,57,000	22,812	2,304	Group 1
5	Maharashtra	6,15,56,000	27,877	2,208	Group 1
6	Odisha	3,49,71,000	6,798	5,144	Group 3
7	Punjab	1,73,44,000	13,266	1,307	Group 1
8	Rajasthan	5,15,00,000	11,341	4,541	Group 2
9	Tamil Nadu	3,72,30,000	12,523	2,973	Group 2
10	Uttar Pradesh	15,53,17,000	58,762	2,643	Group 2

Source: [1] Population, Census, 2011 and [2] GP numbers from LGD (as on 08.05.2020)

On the basis of that the in-depth study considered as in the following states. We considered the study for the groups given below (Table 4) which represents the entire average population of the country. In this circumstance we had collected the data from a few other States also. We explored more details from the five states.

1. Odisha	2. Mizoram	3. Arunachal Pradesh	4. Himachal Pradesh
5. Bihar	6. Meghalaya	7. Uttarakhand	8. UT Ladakh

9. Tripura	10. UT Dadra & Nagar Haweli and Daman & Diu	11. Punjab	12. Karnataka
13. Assam	14. Sikkim	15. Madhya Pradesh	16. Tamil Nadu
17. Uttar Pradesh	18. Nagaland	19. Jharkhand	20. Gujarat
21. West Bengal	22. Andhra Pradesh	23. Manipur	24. Maharashtra

Stakeholder Mapping

Respondents to the questionnaire-based survey consist of elected representatives, Officials, community representatives, other stakeholders of the Awardee GPs.

Key Informant Interviews were conducted with the officials of the State governments.

Tools Used

Questionnaires were prepared separately for States and Gram Panchayats to get information about the existing human resources in the selected Panchayats. The data was collected from the various state representatives.

The duties and responsibilities of the officials of GPs were given grade as per the number of duties and responsibilities bestowed on each official.

The grading was done as given in Table 5.

Table 5: Grading of the Duties Bestowed on Each of the Officials of GPs

No. of Duties	Grade/Score
1	1
2-5	2
6-10	3
11-15	4
16-20	5

The scores of each official in the GPs of each state were found and then the average cumulative grade was calculated for each post in each State.

Chapterization of the Report

The study report is divided as six chapters

Chapter 1 : Introduction

Chapter 2 : Quantum and Nature of Functions and Works

Chapter 3 : Functioning of Standing Committee/Subcommittees

Chapter 4 : Capacity Building Programmes in GPs

Chapter 5 : Challenges and Issues Faced in terms of HR

Chapter 6: Recommendations and Suggestions

Chapter 7 : Road Map for Developing the Human Resources in GPs

CHAPTER 2:

QUANTUM AND NATURE OF FUNCTIONS AND TASKS

There are the core staff of the Panchayats and those who have been engaged as part of various schemes. Though employees have been placed for implementation of different schemes, they are scheme-specific. If the functionaries engaged under different programmes have to deliver programme objectives in a coordinated manner, the role of the GP as a coordinating and supervisory institution becomes critical. The GPs, which have emerged as a third tier of government, also lack adequate core staff which prevent them from functioning as local governments. The Government of India (GoI) has been working with States over the years to transfer functions, functionaries and finances to the GPs. The progress on this account presents a mixed picture. In most States, with a few exceptions, even though functions have been transferred to the Panchayats, functionaries and funds to deliver those activities remain under the control of vertical programmes. The Panchayats, which perform both core functions and agency functions under different programmes, also need to be strengthened with adequate human resources.

In a GP, the work could be broadly categorized into the following:

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

This study attempts to understand the nature and structure of human resource distribution in the Gram Panchayats. The study also tries to assess the duty allocation for the officials in the Gram Panchayats.

On the basis of that we analysed the data from 20 states as per the quantum and nature of functions and tasks. The analysis and the data are given below.

1. TRIPURA

Table 6: Table Showing Quantum and Nature of Functions and Tasks of Tripura

According to the form rolled out to study on the 'Development of Human Resources in Panchayats,' the state of Tripura has two Panchayat Development officers, Secretary, or equivalent positions in a GP. They are recruited by the state with a permanent nature. Their salaries per person scale from

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent / Contract/ Daily wage
1	Panchayat development officer, Secretary or Equivalent positions	2	25000-65000	State Fund	State	Permanent
2	Water pump operator or equivalent position	1-2	7500	State	GP	Contract
3	Peon/ Office assistant or equivalent position	1	20000	State	State	Permanent
4	Rojgar Sevak or equivalent position	1	18000	MGNREGA	GP	Contract

Rs. 25000-65000, and it is paid from the state fund. One to two Water pump operators or equivalent positions are recruited by the Gram Panchayats on a contract basis. Their salary is up to Rs. 7500, which is paid from state funds. One Peon/Office assistant or equivalent position is recruited by the

state on a permanent basis. Also, their salary of Rs. 20000 is paid from the state funds. One Rojgar Sevak or equivalent position with a salary of Rs.18000 is recruited by the Gram Panchayats on a contract basis. Their salary is sourced from Mahatma Gandhi NREGS.

SUGGESTIONS BY THE ADDITIONAL DIRECTOR

In respect of engineers, all are posted in the concerned blocks and they are responsible for the preparation of technical estimates, supervision, and work of Panchayats, as well as the implementation of works. The post of Rural Program Manager (RPM), equivalent to Panchayat Secretary is looking after all IT-related works of the Panchayat. In blocks, there are posts of Panchayat Officer/ Panchayat Extension Officer, Panchayat Supervisor, and Auditor, who look after the supervision and monitoring of works of Panchayat.

2. HIMACHAL PRADESH

Table 7: Table Showing Quantum and Nature of Functions and Tasks of Himachal Pradesh

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/state fund/center fund/scheme or project fund	Recruited by GP or state	Permanent / Contract/ Daily wage	Share by schemes
1	Panchayat development officer, Secretary or Equivalent positions	1	12,120	State Fund	State	contract	-

2	Engineers or equivalent positions	One in three GPS	17,820	State Fund	-	-	MGNREG A
3	Peon/ Office assistant or equivalent position	1	8,500	State Fund	GP	Contract	-
4	Rojgar Sevak or equivalent position	One in three GPS	-	-	BP	-	MGNREG A

The state Himachal Pradesh has one Panchayat Development Officer, Secretary, or equivalent position in a GP. They are recruited by the state on contract basis. His/ Her salary is Rs. 12,120, and it is paid from the state fund. Engineers or equivalent posts are there with one for 3 Gram Panchayats, providing a salary of Rs.17,820, which is paid from state funds. MGNREGA is the share by scheme. One Peon/Office assistant or equivalent position is recruited by the state on a contract basis. Also, their salary of Rs. 8,500 is paid from state funds. Rojgar Sevaks or equivalent positions are there with one for three GPs and recruited by the Block Panchayats. Their share for salary is from the Mahatma Gandhi NREGS.

3. UTTARAKHAND

Table 8: Table Showing Quantum and Nature of Functions and Tasks of Uttarakhand

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent / Contract/ Daily wage	Share by schemes
1	Panchayat development officer, Secretary or equivalent position	1	40,000+	State Fund	State	Permanent	-
2	Rojgar Sewak or equivalent positions	1	9000	MGNREG A	District	Contract	MGNREG A

The state of Uttarakhand has one Panchayat Development Officer, Secretary, or equivalent position for a GP. They are recruited by the state permanently. His/ Her salary is more than 40,000/m, and is paid from the State fund.

One Rojgar Sewak or equivalent position for one GP is recruited by the district on contract basis with a salary of 9000/m, which is paid using Mahatma Gandhi NREGS.

4. UT LADAKH

Table 9: Table Showing Quantum and Nature of Functions and Tasks of UT- Ladakh

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent / Contract/ Daily wage
1	Panchayat development officer, Secretary or equivalent position	1	30,000	UT	UT	Permanent

The UT Ladakh has one Panchayat development officer, Secretary, or equivalent position for a GP. They are recruited by the UT permanently. His/ Her salary is 30,000/m, and is paid from the UT fund.

5. UT OF DADRA AND NAGAR HAVELI & DAMAN AND DIU

Table 10: Table Showing Quantum and Nature of Functions and Tasks of UT OF DADRA AND NAGAR HAVELI & DAMAN AND DIU

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent / Contract/ Daily wage	Share by GP[OSR]
1	Panchayat development officer, Secretary or equivalent position	1	As per recruitment rule level 2/3	State	State	Permanent	-
2	Computer operator/Technical assistant or equivalent positions	1	12,000	GP	GP	Daily Wage	Yes
3	Water pump operator or equivalent position	1	8000	State/UT	State/UT	Daily Wage	Yes
4	Peon/ Office assistant or equivalent position	1	10000	GP	GP	Daily Wage	Yes
5	MTS/ Sweeper	10	8000	GP	GP	Daily Wage	Yes

The UT OF DADRA AND NAGAR HAVELI & DAMAN AND DIU has one Panchayat Development Officer, Secretary, or equivalent position in a GP. They are recruited by the state permanently. His/ Her salary is as per recruitment rule level 2/3, and it is paid from the UT fund. One Computer operator/Technical assistant or equivalent position per one GP and him/her is recruited by GP on a daily wage basis with a salary of Rs. 12,000, which is paid from the GP fund. Share by GP(OSR) is also there. One Water pump operator or equivalent post is there per one Gram Panchayat, posted by State/ UT, with a salary of Rs. 8,000/month, which is paid from the State/UT fund. Share by GP(OSR) is there. One Peon/Office assistant or equivalent position is recruited by the GP on a daily wage basis. Also, their salary of Rs. 10,000 is paid from GP funds. Share by GP(OSR) is there. 10 MTS/ Sweepers are posted on a daily wage basis. They are recruited by GP itself and their wage of Rs. 8,000/ month is paid from GP funds. Share by GP(OSR) is also there.

6. NAGALAND

Table 11: Table Showing Quantum and Nature of Functions and Tasks of Nagaland

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Recruited by GP/ state	Permanent/contract/daily wage
1	Panchayat Development Officer, Secretary/Equivalent officials	1	1000	Selected by VCMs	Selected for 3 years

The state of Nagaland has One Panchayat development officer, Secretary Equivalent official with a monthly salary of Rs. 1,000 rupees is recruited by VCMs for 3 years.

7. PUNJAB

Table 12: Table Showing Quantum and Nature of Functions and Tasks of Punjab

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage	Share by GP[OSR]	Share by schemes
1	Panchayat development officer, Secretary/Equivalent officials	1/5	35,000	GP+ State	State	Permanent		
2	Engineers or equivalent positions	1/50	50,000	State	State	Permanent		
3	Computer operator/Technical assistant or equivalent positions	1/80	15,000	Scheme	BP	Contract		Yes
4	Tax collector/ equivalent position	1/80	40,000	GP + State	State	Permanent		
5	Water pump operator or equivalent position	1	8,000	GP	GP	Daily Wages	Yes	
6	Cleaning or Health staff/ equivalent positions	1= 1	4000[cw] 5000[hw]	GP Scheme	GP State	Daily Wages		
7	Rojgar Sewak/equivalent position	1/10	14,000	Scheme	State	Contract		Yes

The state of Punjab has one Panchayat Development Officer, Secretary, or equivalent position for five GPs. They are recruited by the state permanently. His/ Her salary is Rs. 35,000/ month, and is paid from GP + State fund. Engineers or equivalent posts are there with one for 50 Gram Panchayats, recruited by the state, provided with a salary of 50,000 rupees/month, which is paid from state funds. They are posted on a permanent basis. One Computer operator/Technical assistant or equivalent position for 80 GP and he/she is recruited by BP on contract basis with a salary of Rs. 15,000, which is paid from the scheme fund. Tax collector or equivalent position is posted with one officer for 80 GPs, on a permanent basis by the state with a salary of Rs. 40,000/ month, which is paid from GP+ State fund.

One Water pump operator or equivalent post is there per one Grama Panchayat, appointed by GP on a daily wage basis with a salary of Rs. 8,000/month, which is paid from the HP fund. Share by GP(OSR) is there.

One Cleaning or health staff/ equivalent position for one GP, recruited by GP & state with a salary of 4,000/month for CW and 5,000/m for HW, which is paid from GP scheme. Also, their posting is on a daily wage basis. One Rojgar Sewak/ equivalent position for ten GPs, recruited by the state with a salary of Rs. 14,000/month, which is paid from the scheme. Their posting is on contract basis.

8. KARNATAKA

Table 13: Table Showing Quantum and Nature of Functions and Tasks of Karnataka

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage	Share by GP[OSR]	Share by schemes
1	Panchayat development officer, Secretary/Equivalent officials	1	50,000	State	State	Permanent		
2	Assistant Secretary/ equivalent positions	1	35,000	State	State	Permanent		
3	Junior Clerk/equivalent position	1	30,000	State	State	Permanent		
4	Engineer/equivalent position	1	35,000	Scheme	State	Contract		Yes
5	Computer operator, technical assistant/equivalent position	1-2	15,000	GP/State	GP	Permanent	Yes	
6	Tax collector/equivalent position	1	13,000	GP/State	GP	Permanent	Yes	
7	Water pump operator/equivalent position	5-10	10,000	GP/State	GP	Permanent	Yes	

8	Peon, office assistant/ equivalent position	1	10,000	GP/State	GP	Permanent	Yes	
9	Cleaning, Health staff/equivalent position	1-2	10,000	GP/State	GP	Permanent	Yes	
10	Rojgar Sewak/equivalent position	1	12,000	Scheme	GP	Contract		Yes

The state of Karnataka has one Panchayat Development Officer, Secretary, or equivalent position for a GP. They are recruited by the state permanently. His/ Her salary is Rs. 50,000/month, and is paid from the state fund. One Assistant secretary/ equivalent post for a GP is also there. They are recruited by the state permanently. His/ Her salary is Rs. 35,000/m, and is paid from the state fund. One Junior clerk/ equivalent post is there for a GP. They are recruited by the state permanently. His/ Her salary is Rs. 30,000/month, and is paid from the state fund. One Engineer/ equivalent position for a GP. They are recruited by the state on contract basis. His/ Her salary is Rs. 35,000/month, and is paid from the scheme fund. 1-2 computer operator, technical assistant/ equivalent position for a GP. They are recruited by the GP permanently. His/ Her salary is Rs. 15,000/month, and is paid from the GP/state fund. Share by GP(OSR) is there. One tax collector/ equivalent position is there for a GP. They are recruited by the GP permanently. His/ Her salary is Rs. 13,000/month, and is paid from the GP/state fund. Share by GP(OSR) is there. 5-10 Water pump operator/ equivalent positions are there for a GP. They are recruited by the GP permanently. His/ Her salary is Rs. 10,000/month, and is paid from the GP/state fund. Share by GP(OSR) is there. One Peon, office assistant/ equivalent position for a GP. They are recruited by the GP permanently. His/ Her salary is Rs. 10,000/month, and is paid from the GP/state fund. Share by GP(OSR) is there.

One to two Cleaning, health staff/ equivalent position are there for a GP. They are recruited by the GP permanently. His/ Her salary is Rs. 10,000/month, and is paid from the GP/state fund. Share by GP(OSR) is there. One Rojgar Sewak/ equivalent position for a GP who are recruited by the GP on contract basis. His/ Her salary is Rs. 12,000/month, and is paid from the scheme fund.

9. SIKKIM

Table 14: Table Showing Quantum and Nature of Functions and Tasks of Sikkim

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage
1	Panchayat development officer, Secretary/Equivalent officials	1	42,000	State fund	State	Permanent
2	Assistant Secretary/ equivalent positions	1	18,000			Consolidated
3	Junior Clerk/equivalent position	1	17,000			
4	Engineer/equivalent position	1	18,000			Consolidated
5	Computer operator, technical assistant/equivalent position	1	12,000	State	State	Consolidated
6	Water pump operator/equivalent position	1	12,000	State	state	Consolidated
7	Peon, office assistant/ equivalent position	1	12,000			

8	Cleaning, Health staff/equivalent position	1	9,000			
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The state of Sikkim has one Panchayat Development Officer, Secretary, or equivalent position for a GP. They are recruited by the state permanently. His/ Her salary is Rs. 42,000/month, and is paid from the state fund. There is one Assistant secretary/ equivalent post for a GP with a salary of Rs. 18,000/month. One junior clerk/ equivalent position is there for a GP. His/ her salary is Rs. 17,000/month. One Engineer/ equivalent position for a GP is there whose salary is Rs. 18000/month.

The state has one computer operator, technical assistant/ equivalent position for a GP. They are recruited by the state (consolidated). His/ Her salary is Rs. 12,000/month, and is paid from the state fund. One Water pump operator/ equivalent position is there for a GP. They are recruited by the state(consolidated). His/ Her salary is Rs. 12,000/m, and is paid from the state fund. One Peon, office assistant/ equivalent position for a GP whose salary is Rs 12,000/month. One Cleaning, health staff/ equivalent position is there for a GP. His/ Her salary is Rs. 9,000/month.

10. MADHYA PRADESH

Table 15: Table Showing Quantum and Nature of Functions and Tasks of Madhya Pradesh

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage
1	Panchayat development officer, Secretary/Equivalent officials	23,012	25,000	State	GP	Permanent

2	Assistant Secretary/ equivalent positions	23,012	18,000	Scheme	GP	Contract
3	Engineer/equivalent position	3,000	40,000	State	State	
4	Computer operator, technical assistant/equivalent position	1,000	15,000	Scheme		

The state of Madhya Pradesh has 23,012 Panchayat Development Officer, Secretary, or equivalent positions. They are recruited by the GP permanently. His/ Her salary is Rs.25000/month, and is paid from the state fund. 23,012 Assistant secretary/ equivalent posts are there in the state. They are recruited by the GP on contract basis. His/ Her salary is Rs.18,000/month, and is paid from the scheme fund. 3000 Engineer/ equivalent positions are there in the state for the GPs. They are recruited by the state on contract basis. His/ Her salary is Rs. 40,000/month, and is paid from the state fund. 1000 computer operator, technical assistant/ equivalent position with salary of Rs.10,000/month are there and the salary is paid from the scheme fund.

11. TAMIL NADU

Table 16: Table Showing Quantum and Nature of Functions and Tasks of Tamil Nadu

SI No	Designation	No of positions in a GP
1	Panchayat development officer, Secretary/Equivalent officials	12,525
2	Water pump operator/equivalent position	40,419
3	Cleaning, Health staff/equivalent position	26,404

The state of Tamil Nadu has 12,525 Panchayat development officer, Secretary, or equivalent positions. 40,419 Water pump operator/ equivalent positions are there in the state and 26,404 Cleaning, health staff/ equivalent positions.

12. ODISHA

Table 17: Table Showing Quantum and Nature of Functions and Tasks of Odisha

SI No	Designation	No of positions in a GP	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage
1	Panchayat development officer, Secretary/Equivalent officials	Yes	State fund	State	Permanent
2	Water pump operator/equivalent position	Yes	Scheme	GP	Daily Wage

3	Peon, office assistant/ equivalent position	Yes	GP	GP	Daily Wage
4	Cleaning, Health staff/equivalent position	Yes	-	GP	Contract
5	Rojgar Sewak/equivalent position	Yes	-	GP	Daily Wage
6	Jagan Sahayar	Yes	Scheme	GP	Daily Wage

According to the form rolled out to study 'development of human resources in panchayats,' the state Odisha pay Panchayat development officer, Secretary, or equivalent position from state fund. This position is recruited by the state on a permanent basis. Water pump operator/ equivalent position is recruited by the GP on daily wage basis and their salary is paid from the scheme fund. Peon or office assistant/ equivalent position is recruited by the GP on daily wage basis and their salary is paid from the GP fund.

Cleaning, health staff/ equivalent position is recruited by the GP on contract basis. Rojgar Sewak/ equivalent position is recruited by the GP on contract basis. Jagan Sahayar position is recruited by the GP on daily wage basis and their salary is paid from the scheme fund.

13. ASSAM

Table 18: Table Showing Quantum and Nature of Functions and Tasks of Assam

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage
1	Panchayat development officer, Secretary/Equivalent officials	1	As per gov norm	State	State	Permanent
2	Engineer/equivalent position	1	15,000	Project	State	Contract
3	Computer operator, technical assistant/equivalent position	1	12,000	Project	State	Contract
4	Tax collector/equivalent position	1	As per gov norm	State	State	Permanent
5	Peon, office assistant/ equivalent position	1	As per gov norm	State	GP	Permanent
6	Rojgar Sewak/equivalent position	1	8,000	Project	GP	Contract

According to the form rolled out to study 'development of human resources in panchayats,' the state Assam has one Panchayat development officer, Secretary, or equivalent position for a GP.

They are recruited by the state permanently. His/ Her salary is according to govt norms, and is paid from the state fund. One Engineer/ equivalent position for a GP. They are recruited by the state on contract basis. His/ Her salary is 15,000/m, and is paid from the project fund. Computer operator or technical assistant/ equivalent position for a GP. They are recruited by the state on contract basis. His/ Her salary is 12,000/m, and is paid from the project fund.

Tax collector/ equivalent position for a GP. They are recruited by the state on permanent basis. His/ Her salary is according to the govt norms, and is paid from the state fund. Peon or office assistant/ equivalent position for a GP. They are recruited by the GP on permanent basis. His/ Her salary is according to the govt norms, and is paid from the state fund. Rojgar Sewak/ equivalent position for a GP. They are recruited by the GP on contract basis. His/ Her salary is 8,000/m, and is paid from the project fund.

14. JHARKHAND

Table 19: Table Showing Quantum and Nature of Functions and Tasks of Jharkhand

SI No	Designation	No of positions in a GP	Minimum monthly salary per person	Paid by GP fund/ state fund/center fund/ scheme or project fund	Recruited by GP or state	Permanent/ Contract/ Daily wage
1	Panchayat development officer, Secretary/Equivalent officials	1	Grade pays 2000	State fund	State	Permanent
2	Engineer/equivalent position	1/3	17,000	15 th FE	District	Contract
3	Computer operator, technical	1/3	10,000	15 th FE	District	Contract

	assistant/equivalent position					
4	Rojgar Sewak/equivalent position	1	10,500	MGNREGA	District	Contract

According to the form rolled out to study 'development of human resources in panchayats,' the state Jharkhand has one Panchayat development officer, Secretary, or equivalent position for a GP. They are recruited by the state permanently. His/ Her salary is 2,000 (grade pays), and is paid from the state fund. One Engineering officer/ equivalent position for 3 GPs. They are recruited by the district on contract basis. His/ Her salary is 17,000, and is paid from the 15th FE. One Computer operator or technical assistant/ equivalent position for 3 GPs. They are recruited by the district on contract basis. His/ Her salary is 10,000, and is paid from the 15th FE. One Rojgar Sewak/ equivalent position for a GP. They are recruited by the district on contract basis. His/ Her salary is 10,500, and is paid from the MGNREGA.

15. GUJARAT

Table 20: Table Showing Quantum and Nature of Functions and Tasks of Gujarat

Sl no.	Designation	No of positions in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruited by GP/ State	Permanent/ contract/ daily wages	Share by GP (OSR)	Share by Schemes
1	Panchayat Development office/ Secretary or equivalent position	1	19950	State	State	Permanent	0	0
2	Computer Operator/ Technical Assistant or equivalent position*	1	1500	GP 15 th FC	GP	Contract	100%	-
3	Water pump operator or equivalent position	1	3000	GP 15 th FC	GP	Contract	100%	-

According to the form rolled out to study “development of human resources at panchayats,” the state Gujarat has 1 Panchayat Development officer/ Secretary or equivalent position. They are recruited by the state permanently. Their minimum salary is 19950 and paid from the state funds. 1 Computer Operator/ Technical Assistant or equivalent position is recruited by the Gram Panchayat on a contract basis. Their minimum monthly salary is 1500 which is paid from GP 15th FC and the share of the GP is 100%. Apart from this, they also get incentives for giving various other services like from income certificates etc. 1 water pump operator or equivalent position is recruited by the Gram Panchayat on a contract basis. Their minimum monthly salary is 3000 which is sourced from the GP 15th FC and the share of the GP is 100%.

16. MAHARASHTRA

Table 21: Table Showing Quantum and Nature of Functions and Tasks of Maharashtra

Sl no.	Designation	No of positions in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruited by GP/ State	Permanent / contract/ daily wages	Share by GP (OSR)	Share by Schemes
1	Panchayat Development office/ Secretary or equivalent position	1	70,000	State fund	State	Permanent	-	-
2	Junior clerk or equivalent position	1-3	15,000	State and own fund	GP	Permanent	GP	-
3	Computer operator/ Technical Assistant or equivalent position	1	12,500	FC Scheme	GP	Contract	-	Scheme (100%)
4	Water pump operator or equivalent position	1	14,000	State and own fund	GP	Permanent	GP	-

5	Peon/ Office Assistant or equivalent position	1	12,000	State and own fund	GP	Permanent	GP	
6	Rojgar Sevak or equivalent position	1	0.6% of total expenditure	Central	GP	Contract	-	Scheme (MGN REGA 100%)

According to the form rolled out to study “development of human resources at panchayats,” the state Maharashtra has 1 Panchayat Development officer/ Secretary or equivalent position recruited on a permanent basis by the state. Their minimum salary is 70,000 which is paid from the state fund. There are 1-3 junior clerk or equivalent position recruited by the GP on a permanent basis. The minimum salary per person is 15,000 which is sourced from their own funds and state funds. 1 Computer operator/ Technical Assistant or equivalent position is recruited by the GP on a contract basis. Their minimum salary is 12,500 which is paid through the FC scheme. 1 water pump operator or equivalent position is recruited by the GP on a permanent basis. Their minimum salary is 14,000 and are paid from the state funds and their own funds. 1 peon/Office Assistant or equivalent position is recruited by the GP on a permanent basis. Their minimum salary is 12,000 which is paid from the state funds and their own funds. 1 Rojgar Sevak or equivalent position is recruited by the GP on a contract basis. Their minimum salary is 0.6% of the total expenditure which is paid through the centre’s funds. The share of the scheme MGNREGA is 100%.

17. UTTAR PRADESH

Table 22: Table Showing Quantum and Nature of Functions and Tasks of Uttar Pradesh

Sl no.	Designation	No of positions in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruited by GP/ State	Permanent/ contract/ daily wages
1	Panchayat Development office/ Secretary or equivalent position	1	2,800 (Grade pay)	State funds	State	Permanent
2	Computer operator/ Technical Assistant or equivalent position	1	6,000	GP from SFC	GP	Contract
3	Cleaning/ Health Staff or equivalent position	1	1,900 (Grade pay)	State funds	State	Permanent
6	Rojgar Sevak or equivalent position	1	10,000	State funds	GP	Contract

According to the form rolled out to study “development of human resources at panchayats,” the state Uttar Pradesh has 1 Panchayat Development officer/ Secretary or equivalent position recruited on a permanent basis by the state. Their minimum salary is 2,800 (grade pay) paid through the state funds. 1 Computer operator/ Technical Assistant or equivalent position is

recruited by the GP on a contract basis. Their minimum salary is 6,000 paid by the GP from SFC. 1 Cleaning/ Health Staff or equivalent position is recruited by the state on a permanent basis. Their minimum salary is 1,900 (grade pay) paid through the state funds. 1 Rojgar Sevak or equivalent position is recruited by the GP on a contract basis. Their minimum salary is 10,000 and paid through state funds.

Note: Out of 57,704 GPs only around 11,000 GP Secretary posts exist and are filled. One Panchayat Sahayak is placed. Total 97,000 Safai karmacharis posts are filled. Around 35,000 posts of Rojgar Sewak posts are filled

18. WEST BENGAL

Table 23: Table Showing Quantum and Nature of Functions and Tasks of West Bengal

Sl no.	Designation	No of positions in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruited by GP/ State	Permanent/ contract/ daily wages
1	Panchayat Development office/ Secretary or equivalent position	1	-	State	District	Permanent
2	Assistant Secretary or equivalent position	2	-	State	District	Permanent
3	Superintendent or other supervisory position or equivalent position	1	-	State	District	Permanent

4	Engineer or equivalent position	1	-	State	District	Permanent
5	Computer operator/ Technical Assistant or equivalent position	1-2	-	GP	GP	Contract
6	Overseer or equivalent position	1	-	State	District	Contract
7	Tax collector or equivalent position	2	-	State+ GP	GP	Contract
8	Peon/ Office Assistant or equivalent position	1-3	-	State	District	Permanent
9	Rojgar Sevak or equivalent position	1-2	-	State	District	Contract

According to the form rolled out to study “development of human resources at panchayats,” the state West Bengal has 1 Panchayat Development officer/ Secretary or equivalent position recruited on a permanent basis by the district. they are paid through the state funds. 2 Assistant Secretary or equivalent position is recruited by the district on a permanent basis and they are paid through the state funds. 1 Superintendent or other supervisory position or equivalent position is recruited by the district on a permanent basis and is paid through state funds. 1 Engineer or equivalent position is recruited by the district on a permanent basis and is paid through state funds. 1-2 Computer operator/ Technical Assistant or equivalent position is recruited by the GP on a contract basis and paid through the GP funds.

1 Overseer or equivalent position is recruited by the district on a contract basis and paid through state funds. 2 Tax collectors or equivalent position are recruited by the GP on a contract basis and paid through the funds from the state and GP. 1-3 Peon/ Office Assistant or equivalent position is recruited by the district on a permanent basis and paid through state funds. 1-2 Rojgar Sevaks or

equivalent position is appointed by the district on a contract basis and are paid through the funds from the state.

19. ANDHRA PRADESH

Table 24: Table Showing Quantum and Nature of Functions and Tasks of Andhra Pradesh

Sl no.	Designation	No of positions in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruited by GP/ State	Permanent/ contract/ daily wages	Share by GP (OSR)
1	Panchayat Development office/ Secretary or equivalent position	1	35,000	State	State	Permanent	-
2	Assistant Secretary or equivalent position	1-5 (in majority GPs)	30,000	State	State	Permanent	-
3	Junior clerk or equivalent position	1 (in majority GPs)	30,000	State	State	Permanent	-
4	Engineer or equivalent position	1	30,000	State	State	Permanent	-
5	Computer operator/ Technical	1	30,000	State	State	Permanent	-

	Assistant or equivalent position						
6	Tax collector	1-2 (in majority of GPs)	-	-	-	-	-
7	Water pump operator or equivalent position	1-3	10,000	GP Funds	GP	Daily wage	100%
8	Cleaning/ Health Staff or equivalent position	2-50	6,000-12,000	GP Funds	GP	Daily wage	100%
9	Rojgar Sevak or equivalent position	1-2	10,000	MGNREGA	GP	-	-
10	Village Health Assistant	1	35,000	State	GP	Consolidated	-
11	Village Surveyor	1	35,000	State	State	Permanent	-
12	Village agr. assistant	1	35,000	State	State	Permanent	-
13	Village horticulture assistant in selected GPs	1	35,000	State	State	Permanent	-
14	Mahila Police	1	35,000	State	State	Permanent	-

According to the form rolled out to study “development of human resources at panchayats,” the state Andhra Pradesh has 1 Panchayat Development officer/ Secretary or equivalent position recruited on a permanent basis by the state. Their minimum salary is 35,000 paid through the state funds. 1-5 assistant Secretaries or equivalent positions are recruited by the state on a permanent basis in majority of the GPs. Their minimum salary is 30,000 paid through state funds. 1 Junior clerk or equivalent position is recruited by the state on a permanent basis in majority of the GPs. Their minimum salary is 30,000 paid through state funds. 1 Engineer or equivalent position is appointed by the state on a permanent basis. The min. salary is 30,000 paid through state funds. 1 Computer operator/ Technical Assistant or equivalent position is recruited by the state on a permanent basis. Their min. salary is 30,000 paid through state funds.

There are 1-2 Tax collectors or equivalent position in majority of the GPs. 1-3 Water pump operators or equivalent position are recruited by the GPs. Their min. salary is 10,000 per month which is given as daily wages through the GP’s funds. 2-50 Cleaning/ Health Staff or equivalent position is recruited by the GP. Their monthly salaries scale from 6,000- 12,000 and is given as daily wages from the GP’s funds. 1-2 Rojgar Sevak or equivalent position is recruited by the GP and the min. monthly salary is 10,000 paid through MGNREGA scheme. 1 Village Health Assistant is recruited by the GP on a consolidated basis.

The min. monthly salary is 35,000 paid through state funds. 1 Village Surveyor is recruited by the state on a permanent basis. The min. monthly salary is 35,000 paid through state funds. 1 village agr. assistant is recruited by the state on a permanent basis. The min. monthly salary is 35,000 paid through state funds. 1 village horticulture assistant is recruited by the state on a permanent basis in select GPs. The min. monthly salary is 35,000 paid through state funds. 1 Mahila Police is recruited by the state on a permanent basis. The min. monthly salary is 35,000 paid through state funds.

20. BIHAR

Table 25 : Table Showing Quantum and Nature of Functions and Tasks of Bihar

Sl no.	Designation	No of positio ns in a GP	Min. Monthly salary per person	Paid by GP funds/ state funds/ central/ scheme or project funds	Recruit ed by GP/ State	Permane nt/ contract/ daily wages	Shar e by GP (OSR)	Share by Scheme s
1	Panchayat Development office/ Secretary or equivalent position	7,500	50,000	State fund	State	Permanent	-	-
2	Assistant Secretary or equivalent position	7,500	35,000	State fund	State	Contract	-	-
3	Superintendent or other supervisory position or equivalent position	38	55,000	State fund	State	Contract	-	-
4	Engineer or equivalent position	7,500	45,000	State fund	State	Contract	-	-
5	Computer operator/ Technical Assistant or	7,500	30,000	State fund	State	Contract	-	-

	equivalent position							
6	Water pump operator or equivalent position	58,000	5,000	Scheme fund	GP	Contract	-	100%
7	Peon/ Office Assistant or equivalent position	7,500	20,000	Project fund	GP	Contract	100%	-
8	Cleaning/ Health Staff or equivalent position	7,500	15,000	Project fund	GP	Contract	100%	-
9	Rojgar Sevak or equivalent position	7,500	25,000	State fund	State	Permanent	-	-

According to the form rolled out to study “development of human resources at panchayats,” the state Bihar has 7500 Panchayat Development officer/ Secretary or equivalent position recruited on a permanent basis by the district. Their min. monthly salary is 50,000 paid through state funds. 7500 Assistant Secretary or equivalent position is recruited by the state on a contract basis. Their min. monthly salary is 35,000 paid through state funds. 38 Superintendent or other supervisory position or equivalent position is recruited by the state on a contract basis. Their min. monthly salary is 55,000 paid through state funds. 7,500 Engineer or equivalent position is recruited by the state on a contract basis. Their min. monthly salary is 45,000 paid through state funds. 7,500 Computer operator/ Technical Assistant or equivalent position is recruited by the state on a contract basis. Their min. monthly salary is 30,000 and is paid through the state funds. 58,000

Water pump operator or equivalent position is recruited by the GP on a contract basis. Their min. monthly salary is 5,000 of which 100% is paid through the funds of a scheme. 7,500 Peon/ Office Assistant or equivalent position is recruited by the GP on a contract basis. The min. monthly salary is 20,000 paid through project funds of which GP's share is 100%. 7,500 Cleaning/ Health Staff or equivalent position is recruited by the GP on a contract basis. The min. monthly salary is 15,000 and is paid through project funds of which the GP's share is 100%. 7,500 Rojgar Sevak or equivalent position is recruited by the state on a permanent basis. The min. monthly salary is 25,000 paid through state funds.

Part A

Human Resource Distribution in Gram Panchayats

Data were collected from the states using a detailed questionnaire to know about the adequacy of human resource in each panchayat for the smooth functioning of the GPs.

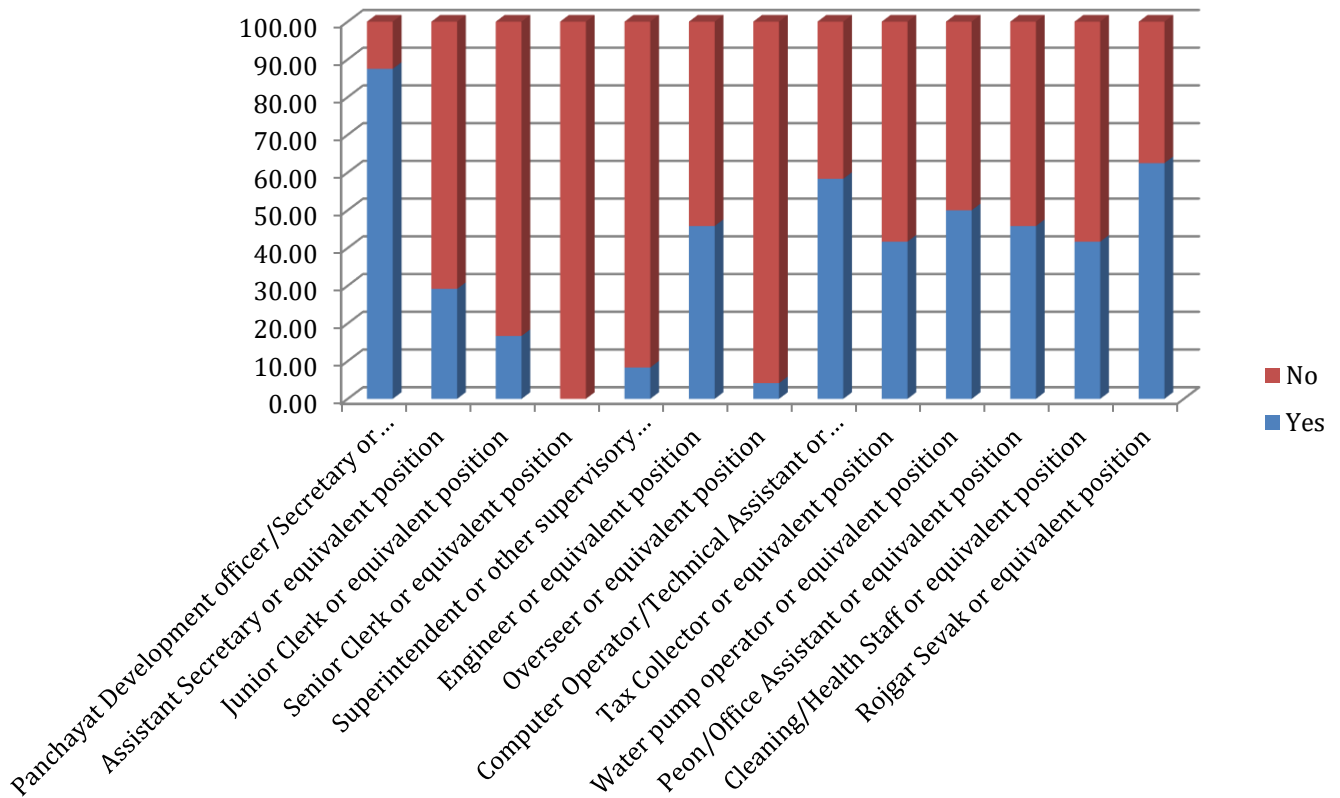
Data collected from 15 states were analysed. Table 6 shows the availability of officials in the stipulated positions in the selected states. It is understood that this availability is considered only if it is exclusively for a GP and not shared among a few.

Table 6: Table Showing Whether the States Have or Have Not the Stipulated Positions Occupied

Position	Yes		No	
	n	%	n	%
Panchayat Development officer/Secretary or equivalent position	21	87.50	3	12.50
Assistant Secretary or equivalent position	7	29.17	17	70.83
Junior Clerk or equivalent position	4	16.67	20	83.33
Senior Clerk or equivalent position	0	0.00	24	100.00
Superintendent or other supervisory position or equivalent position	2	8.33	22	91.67
Engineer or equivalent position	11	45.83	13	54.17
Overseer or equivalent position	1	4.17	23	95.83
Computer Operator/Technical Assistant or equivalent position	14	58.33	10	41.67
Tax Collector or equivalent position	10	41.67	14	58.33
Water pump operator or equivalent position	12	50.00	12	50.00
Peon/Office Assistant or equivalent position	11	45.83	13	54.17
Cleaning/Health Staff or equivalent position	10	41.67	14	58.33
Rojgar Sevak or equivalent position	15	62.50	9	37.50

From the above table, it can be said that out of the 15 selected states, 12 states reported as having Panchayat development officer/secretary or equivalent position. Number of states reported as having the post of Assistant Secretary, Junior Clerk, Senior Clerk and Superintendent is 1, 0, 0, and 0 respectively. Only 3 states reported as having an engineer or equivalent position exclusively for a GP. At the same time, none of the states reported as having an Overseer. 5 states reported as having the post of Computer operator and 6 has tax collector positions. 4 states said as holding the post of water pump operator in Gram Panchayats. Only 6 of the selected states reported as having the post of office assistant or peon. Health Staff/Cleaning staff is there in only 3 states. Meantime, 8 states reported as having the Rojgar Sevak.

Figure 3: Availability of Officials in the Concerned Designations of Gram Panchayats



The table and the chart above show the status of HR in GPs of various states. This is based on the approved HR in the reported states. We tried to understand the situation in a little more detailed manner. Thus, the HR distribution of the states Assam, Madhya Pradesh, Maharashtra, Odisha and Tamil Nadu were studied in detail and is discussed further.

Human Resource Distribution in Gram Panchayats of Assam

- The administration of the Gram Panchayats in Assam state consists of a Gram Panchayat Secretary, Tax collectors, Junior engineer, Peon-cum-Chowkdar, Gram Panchayat Coordinator, Gram Rozgar Sahayak, Accredited Engineer, Computer assistant, Account Assistant. In some panchayats Gram sevikas are also present.
- The secretary, tax collector and junior engineer will be the regular employees. Others will be on contract basis.
- The salaries for each regular staff in the panchayat are given by the Assam State Government.
- The qualification of Gram Panchayat Secretaries in the Assam State seems to be B.Com in majority cases but persons with qualifications such as MA in Social work, Pre Degree/HS (by promotion), B.A. are also there.
- The GP secretary is expected to be a certificate holder of Diploma in computer application. But in many cases, the secretaries don't have a certificate in any computer course.
- There is a tax collector in the panchayats of Assam who will be a graduate in any stream.
- The tax collector will be looking after the assignments entrusted by the Gram Panchayat Secretary.
- The tax collector will be having a diploma in computer application.

- The Peon-cum-Chowkdar need not have any computer knowledge and he is expected to multitask.
- The salaries for the Peon-cum-Chowkdar will be from GP's own source revenue.
- The Gram Panchayat coordinator (GPC) will be implementing the Finance Commission grant and looking after all the assignments entrusted by the Gram Panchayat Secretary.
- The salary for GPC is paid from the administrative expense of the Finance Commission Grant and they will be B.Com graduates.
- The Gram Rozgar Sahayak (GRS) will implement MGNREGS and look after all the assignments entrusted by the Gram Panchayat Secretary.
- GRS will be High school graduates and are funded by MGNREGS.
- The Accredited Engineers (AE) of the panchayats are contract-based employees who will be also looking after the implementation of MGNREGA and looking after all the assignments entrusted by the Gram Panchayat Secretary and will be having a diploma in civil engineering.
- The salaries of AE are paid from MGNREGS funds.
- The Computer assistant of the GPs in Assam is also contract staff who are paid from MGNREGA or any other funds.
- They will be looking after the MIS works of MGNREGS and all the assignments entrusted by the Gram Panchayat Secretary.
- The Account Assistant will be assisting the GP secretary in account-related matters.
- There are mainly three standing committees present in a Gram Panchayat which are the Development committee, Social justice committee, and Social welfare committee.
- There is no provision for Subcommittees as per the Assam Panchayat Act 1994.

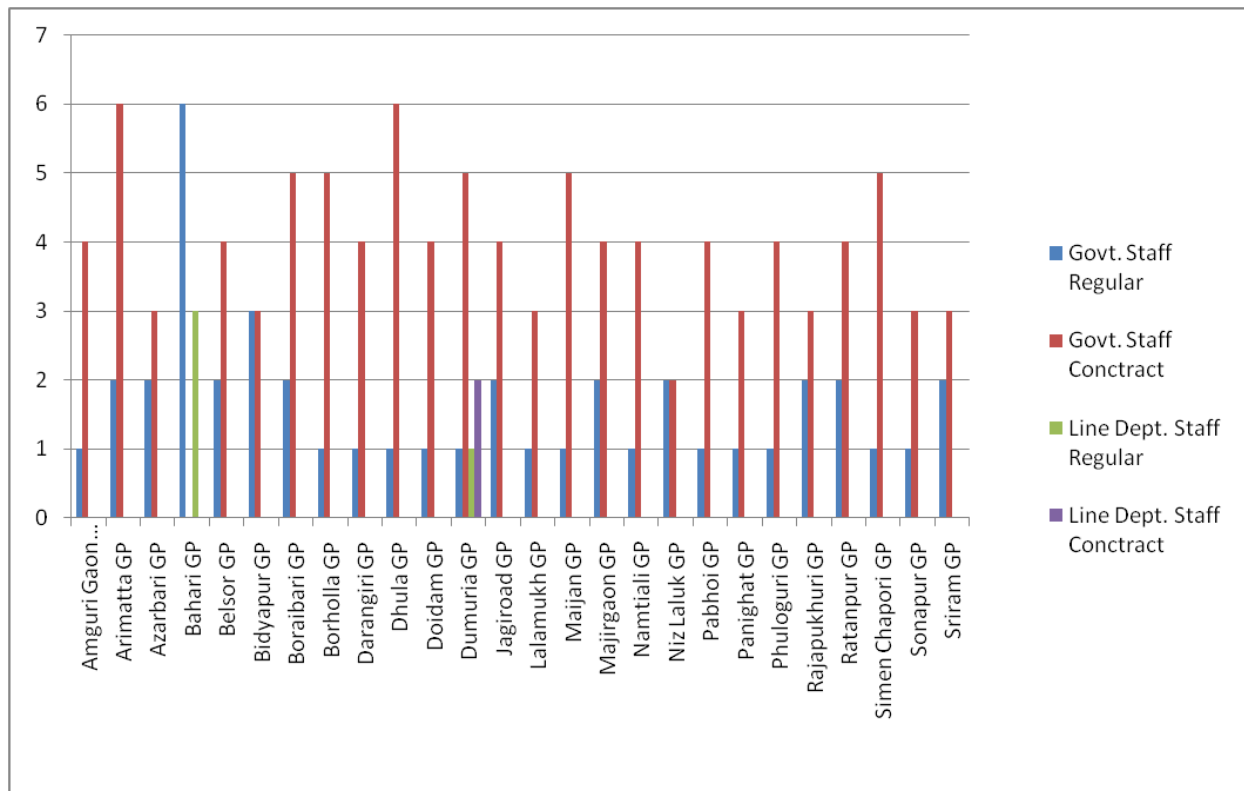
- Every Gaon Panchayat shall constitute the Standing Committees by election from among the elected members of the Gaon Panchayat.
- Each committee shall consist of not less than three or more than four members including the President or the Vice-President, as the case may be.
- The President of the Gaon Panchayat shall be an Ex-Officio member and Chairman of all three committees.

Table 7: No. of Staff in selected GPs of Assam State

Gram Panchayat	Govt. Staff		Non-Govt. Staff		Line Dept. Staff	
	Regular	Contract	Regular	Contract	Regular	Contract
Amguri Gaon Panchayat	1	4				
Arimatta GP	2	6				
Azarbari GP	2	3				
Bahari GP	6				3	
Belsor GP	2	4				
Bidyapur GP	3	3				
Boraibari GP	2	5				
Borholla GP	1	5				
Darangiri GP	1	4				
Dhula GP	1	6				
Doidam GP	1	4				
Dumuria GP	1	5			1	2
Jagiroad GP	2	4				
Lalamukh GP	1	3				
Maijan GP	1	5				

Majirgaon GP	2	4				
Namtiali GP	1	4				
Niz Laluk GP	2	2				
Pabhoi GP	1	4				
Panighat GP	1	3				
Phuloguri GP	1	4				
Rajapukhuri GP	2	3				
Ratanpur GP	2	4				
Simen Chapori GP	1	5				
Sonapur GP	1	3				
Sriram GP	2	3				

Figure 4. Staff distribution of Selected GPs of Assam



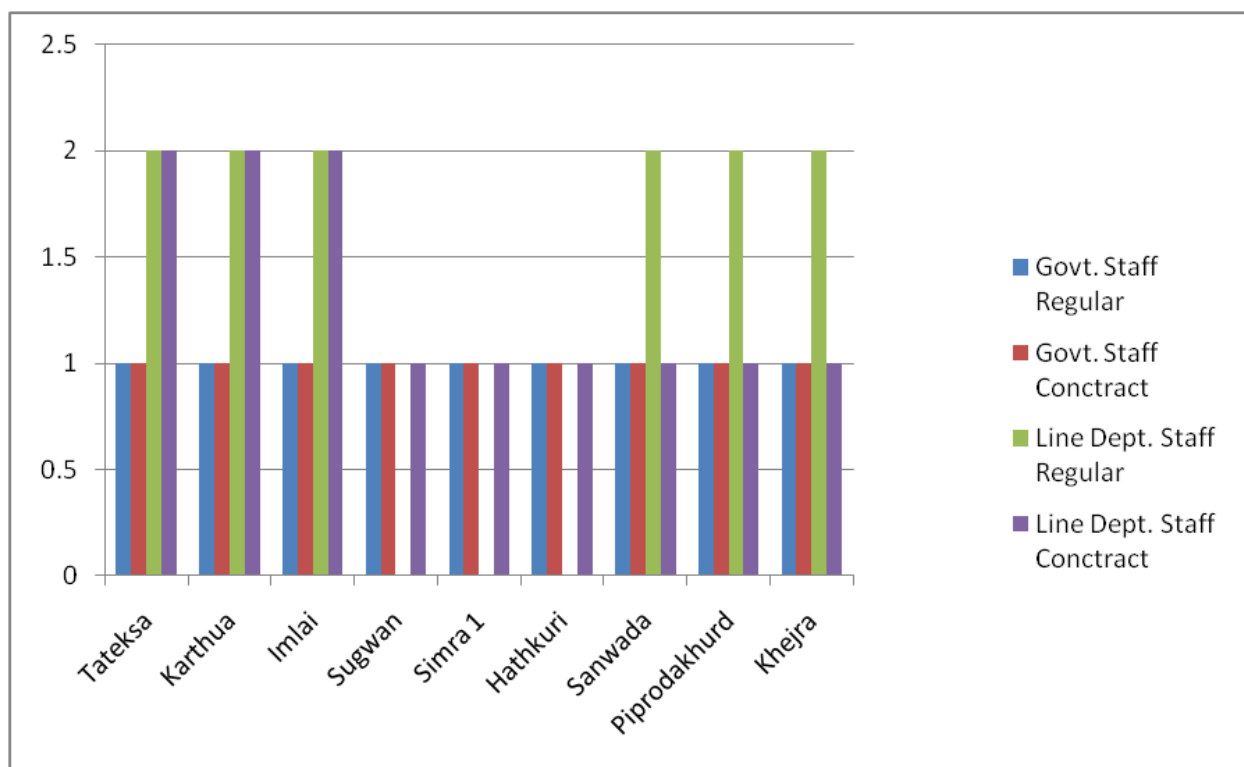
Human Resource Distribution in Gram Panchayats of Madhya Pradesh

- **Madhya Pradesh** is a state in central India. Its capital is Bhopal, and the largest city is Indore, with Jabalpur
- The Panchayath administration of the Madhya Pradesh state is entirely different from other states. As per MP Panchayat Act, 1993 the Gram panchayats administrations are fully controlled and managed by the Panchayath secretaries.

Table 8: No. of Staff in selected GPs of Madhya Pradesh

Gram Panchayat	Govt. Staff		Non-Govt. Staff		Line Dept. Staff	
	Regular	Contract	Regular	Contract	Regular	Contract
Tateksa	1	1			2	2
Karthua	1	1			2	2
Imlai	1	1			2	2
Sugwan	1	1				1
Simra 1	1	1				1
Hathkuri	1	1				1
Sanwada	1	1			2	1
Piprodakhurd	1	1			2	1
Khejra	1	1			2	1

Figure 5: Staff distribution of Selected GPs of Madhya Pradesh



Human Resource Distribution in Gram Panchayats of Maharashtra

- The Gram sevaks/ Village Development Officers have a diploma/graduation and the number of posts in every Zilla parishads is 1.
- The clerk is seen both as a regular and contract-based staff.
- The peon is a regular, panchayat own staff. The Gram panchayat has the power to recommend and measure their performance and also pays them.
- The tax recovery peon is a contract-based staff who is paid by the Gram Panchayat.
- The main function of the tax recovery peon is to collect tax in the Gram Panchayat.
- The computer operator in the panchayat is paid through an agency (ASSK) by the panchayat

- All work related to your Sarkar Seva Kendra and computer work in Gram Panchayat is done by the computer operator and it is seen both on regular and contract basis.
- The teacher in the Zilla Parishad is a regular staff, paid by the Zilla Parishad to educate children above 6 years of age and finding out-of-school children and admitting them to school, providing education to all eligible children in the village as per their right to education.
- The Anganwadis maid of the Zilla Parishad (ICDS) functions in educating children under 3 to 6 years of age, conducting surveys of pregnant and lactating mothers, providing them with necessary government facilities, searching for malnourished children in the village, checking the haemoglobin of adolescent girls and vaccinating the children in the village.
- The health officer in Zilla Parishad offers free medical aid to the people. The health officer is paid by the Zilla Parishad.
- The Animal Husbandry officer provides free treatment to the village animals and they are being paid by the Zilla Parishad.

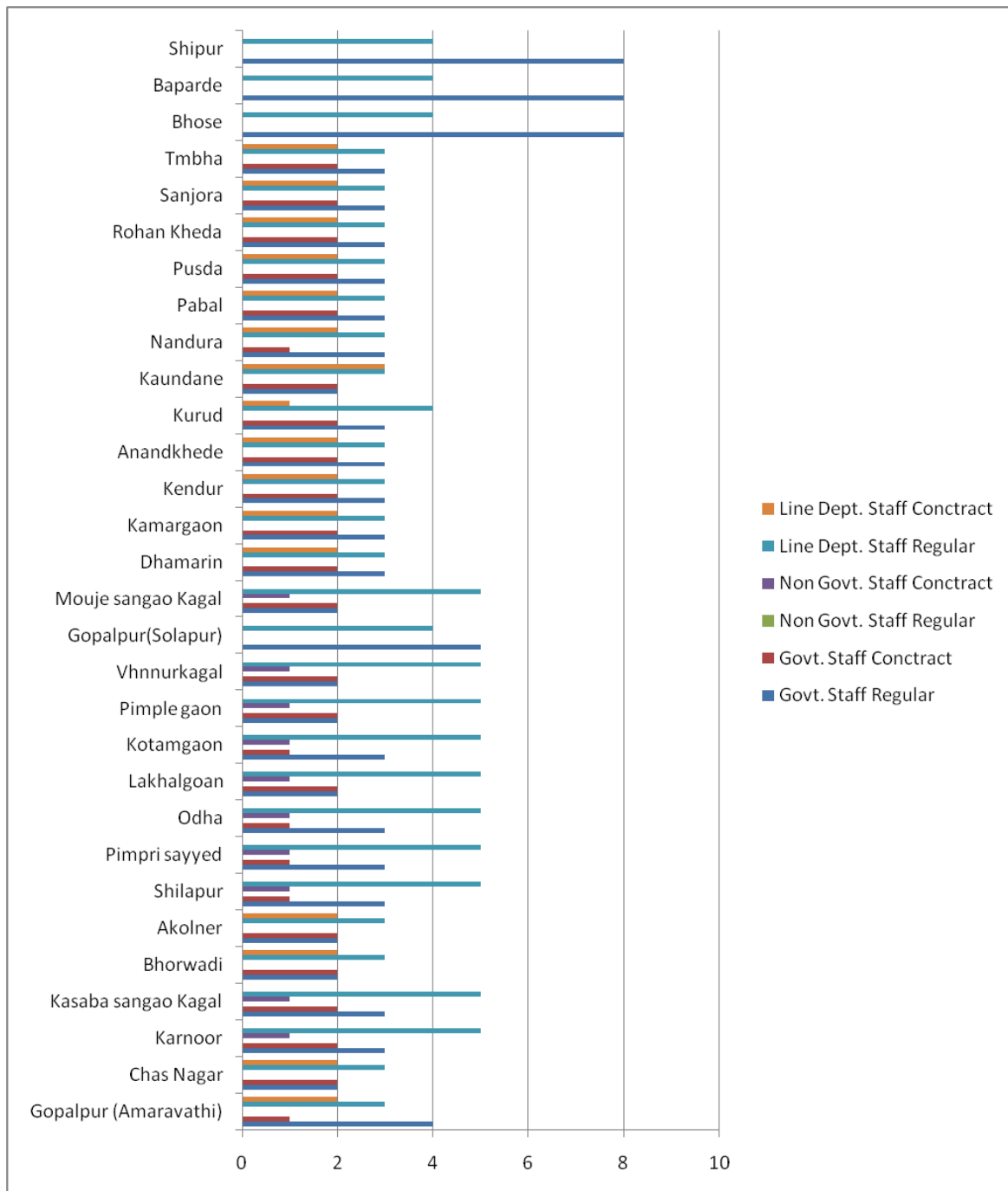
Table 9: No. of Staff in selected GPs of Maharashtra State

Gram Panchayat	Govt. Staff		Non-Govt. Staff		Line Dept. Staff	
	Regular	Contract	Regular	Contract	Regular	Contract
Gopalpur (Amaravathi)	4	1			3	2
Chas Nagar	2	2			3	2
Karnoor	3	2		1	5	
Kasaba sangao Kagal	3	2		1	5	

Bhorwadi	2	2			3	2
Akolner	2	2			3	2
Shilapur	3	1		1	5	
Pimpri sayyed	3	1		1	5	
Odha	3	1		1	5	
Lakhalgoan	2	2		1	5	
Kotamgaon	3	1		1	5	
Pimple gaon	2	2		1	5	
Vhnnurkagal	2	2		1	5	
Gopalpur(Solapur)	5				4	
Mouje sangao Kagal	2	2		1	5	
Dhamarin	3	2			3	2
Kamargaon	3	2			3	2
Kendur	3	2			3	2
Anandkhede	3	2			3	2
Kurud	3	2			4	1
Kaundane	2	2			3	3
Nandura	3	1			3	2
Pabal	3	2			3	2
Pusda	3	2			3	2
Rohan Kheda	3	2			3	2
Sanjora	3	2			3	2
Tmbha	3	2			3	2

Bhose	8				4
Baparde	8				4
Shipur	8				4

Figure 6. Staff distribution of Selected GPs of Maharashtra



Human Resource Distribution in Gram Panchayats of Odisha

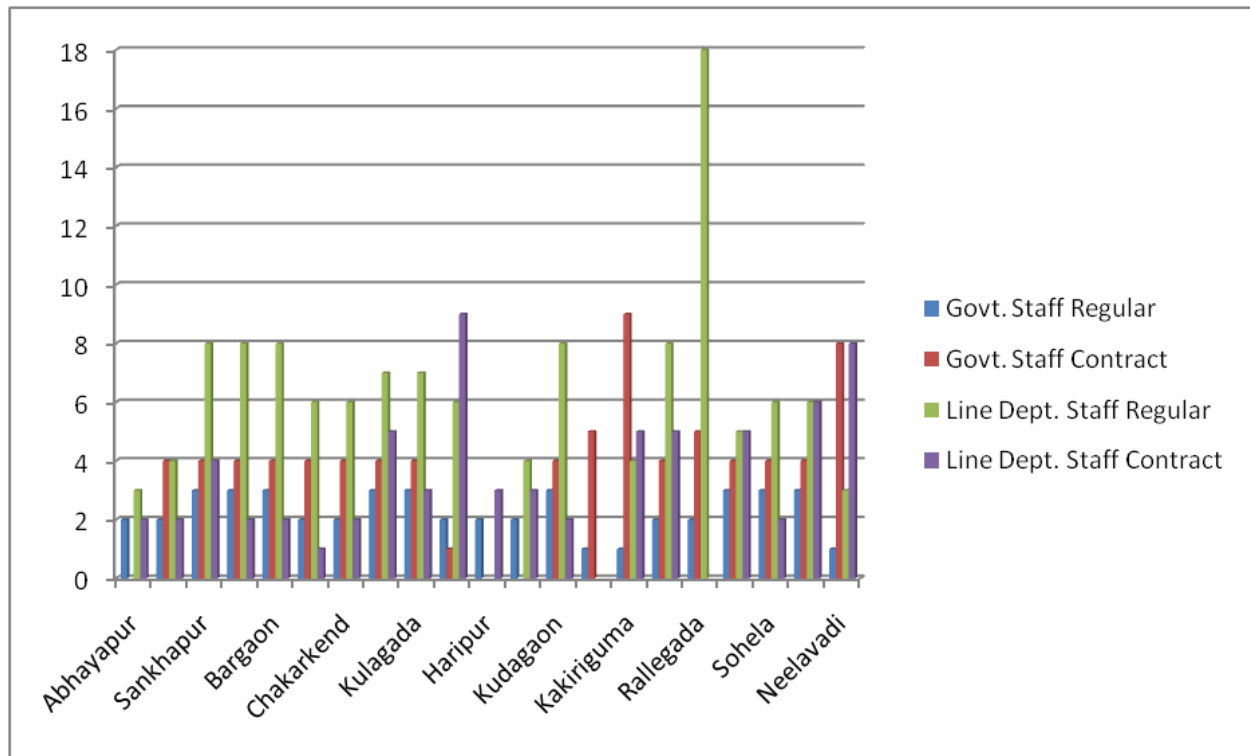
- Odisha, formerly Orissa, is an Indian state located in Eastern India. It is the 8th largest state by area, and the 11th largest by population.
- A panchayat executive officer is present for the coordination of administration of gram panchayat
- Panchayat Executive Officer- Overall coordination of GP Administration, GRS, SEM, Supply Assistant, Peon /Night Watcher, JE / GPTA, Extension Officer and the HR position provided by other departments, agencies, missions, schemes
- It includes the Gram Panchayat Level Functionaries are like , AWW , ASHA ,VAW ,Livestock Inspector ,Teacher ,Forester ,GPTA ,JE(RWSS) ,CRCC ,ANM ,GRS ,Prani Mitra , Krushi Mitra , MBK.

Table 10: No. of Staff in selected GPs of Odisha

Panchayat	Govt. Staff		Line Dept. Staff	
	Regular	Contract	Regular	Contract
Abhayapur	2		3	2
Amithi	2	4	4	2
Sankhapur	3	4	8	4
Balianta	3	4	8	2
Bargaon	3	4	8	2
Sukuda	2	4	6	1
Chakarkend	2	4	6	2
Tileibani	3	4	7	5
Kulagada	3	4	7	3

Pindapadar	2	1	6	9
Haripur	2			3
Kumarpur	2		4	3
Kudagaon	3	4	8	2
Puranapani	1	5		
Kakiriguma	1	9	4	5
Raghunathpur	2	4	8	5
Rallegada	2	5	18	
Sonepur	3	4	5	5
Sohela	3	4	6	2
Sundargarh	3	4	6	6
Neelavadi	1	8	3	8

Figure 6. Staff distribution of Selected GPs of Odisha



Human Resource Distribution in Gram Panchayats of Tamil Nadu

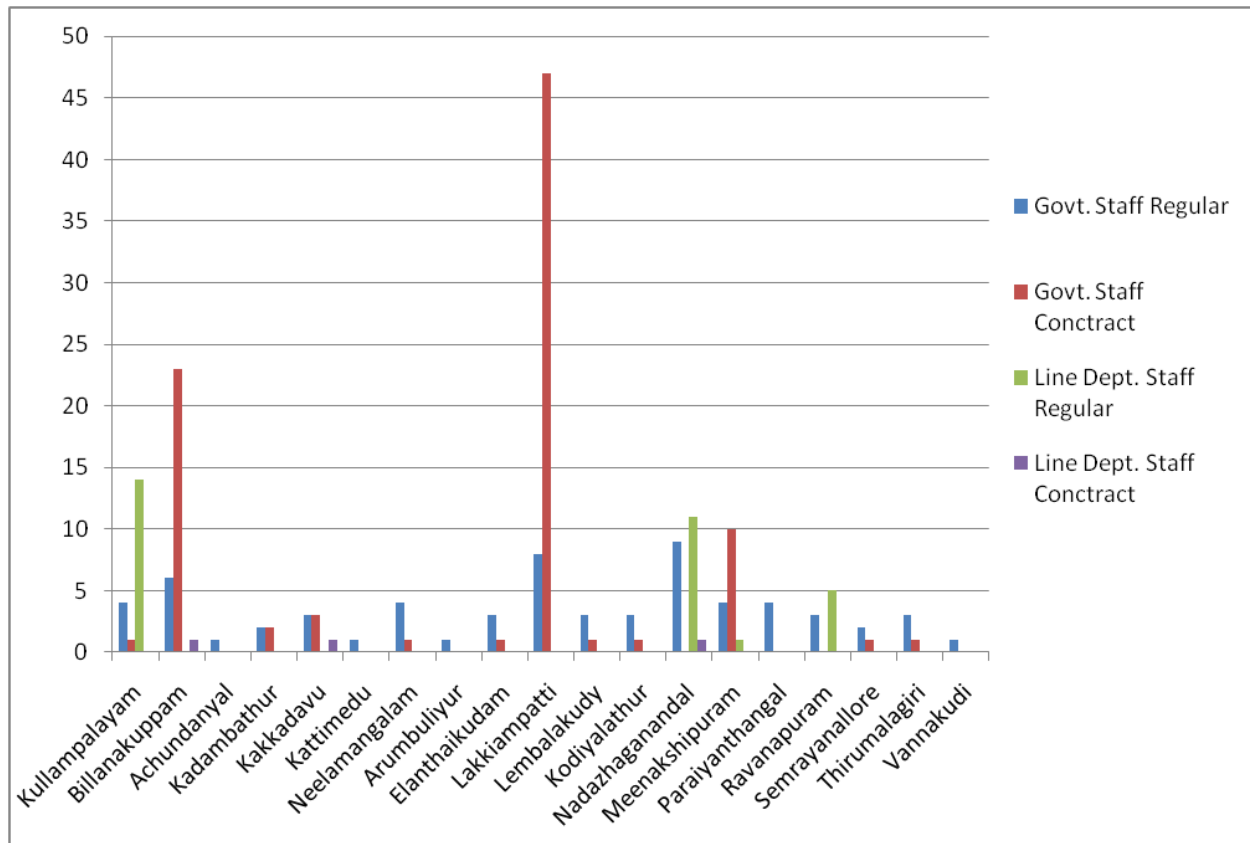
- The head of the Gram Panchayat is President. Minimum qualification of President is 10th and Secretary is 12th but in some cases minimum qualification of 10th is also there.
- Coordinator for MGNREGS works does the coordination at village panchayat
- Panchayat OHT Operator, Panchayat Sweeper, Thooimai Kavalarkal, PLF, Village Health Nurse, PDS Keeper, Veterinary Doctor, Anganwadi Teacher, Anganwadi Helper, Assistant Agriculture Officer, Wire men, Fitter, School Teacher, Noon meals Organizer, Noon meals Cook, Noon meals Cook Assistance, Village Administrative Officer, Village assistant, Librarian are the job roles in Panchayat in the State

Table 11: No. of Staff in selected GPs of Tamil Nadu

Panchayat	Govt. Staff		Non-Govt. Staff		Line Dept. Staff	
	Regular	Contract	Regular	Contract	Regular	Contract
Kullampalayam	4	1			14	
Billanakuppam	6	23				1
Achundanyal	1					
Kadambathur	2	2				
Kakkadavu	3	3				1
Kattimedu	1					
Neelamangalam	4	1				
Arumbuliyur	1					
Elanthaikudam	3	1				
Lakkiampatti	8	47				

Lembalakudy	3	1			
Kodiyalathur	3	1			
Nadazhaganandal	9			11	1
Meenakshipuram	4	10		1	
Paraiyanthangal	4				
Ravanapuram	3			5	
Semrayanallore	2	1			
Thirumalagiri	3	1			
Vannakudi	1				

Figure 8. Staff distribution of Selected GPs of Tamil Nadu



In consolidation, the average HR available in the GPs coming under different groups is as follows:

Table 12

Average Number of HR in GPs Coming Under Each Group

Group	No. of Employees (Average)
Group 1	7.38
Group 2	10.05
Group 3	15.43
Group 4	17.78

Figure 9

Average Number of HR in GPs Coming Under Each Group

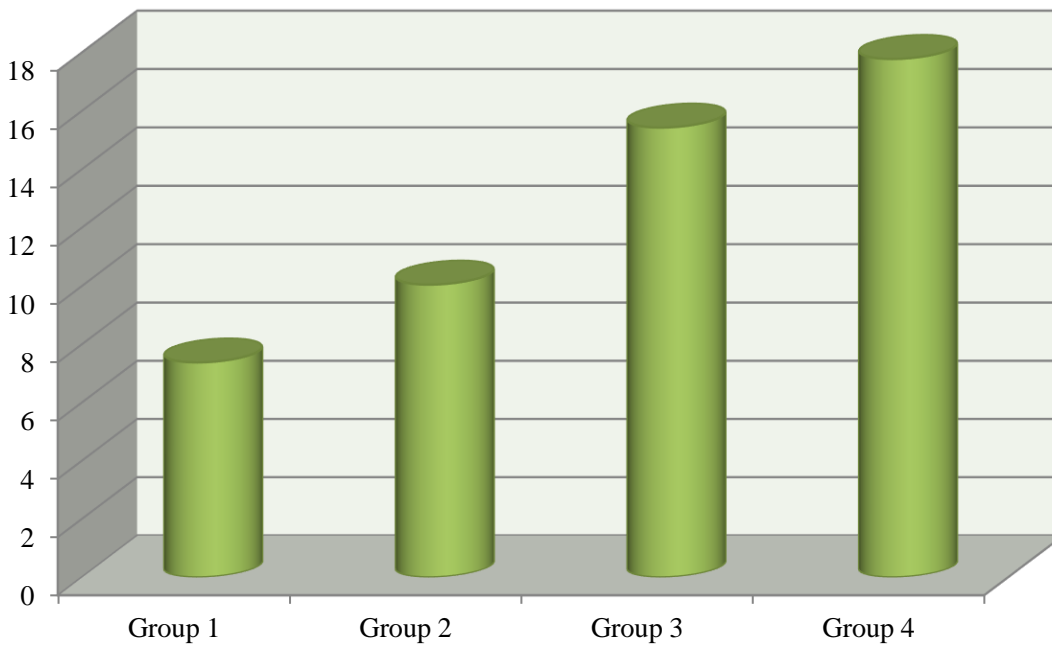


Table 12 and the corresponding Figure 9 indicate that the distribution of officials in the GPs is not following scientific norms. Those GPs with a population above 10000 are having the

lesser HR availability (considering the population size) when compared to the GPs having low population. It is clear that the workload of the officials in the GPs with higher population will be much higher than in the GPs having lower population. If there is not enough HR to deal with this workload, this may cause a decrease in the quality of their service.

Part B
Nature of Functions and Tasks

The nature of the works of each official in the GPs were analysed and can be consolidated as below for the selected states for in depth analysis.

Assam

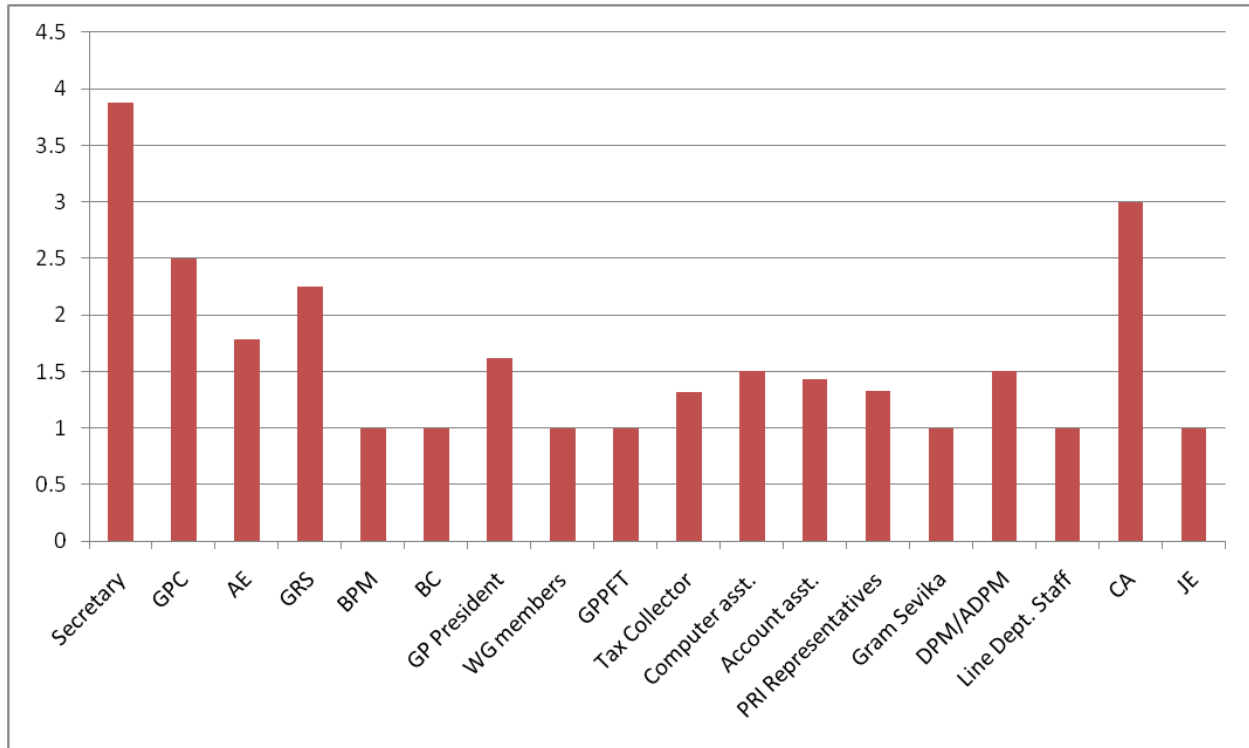
- The key duties and responsibilities of the panchayat secretaries in the state are as follows,
 - Perform and exercise all the powers and duties imposed or conferred upon him/her by or under the act, any rules or bye-laws made thereunder
 - Overall responsible for the functioning of the Panchayat.
 - Responsible for proper coordination with related stakeholders.
 - Responsible for the proper implementation of different projects/schemes as granted by the Government.
 - Overall responsible for financial transactions as incurred in the panchayat etc.
 - Performs accounts and finance-related works
 - Conducting gram sabhas, GPDP formulation, social audits, awareness programmes, Certificate issues, etc.
 - The Gram Panchayat coordinator (GPC) will be implementing the Finance Commission grant and looking after all the assignments entrusted by the Gram Panchayat Secretary.
 - The Accredited Engineers (AE) of the panchayats will be also looking after the implementation of MGNREGS and looking after all the assignments entrusted by the Gram Panchayat Secretary and will be having a diploma in civil engineering.
 - The GPs are having association with the Line Departments for the implementation of different programmes such as

- Health awareness camp with Health department, etc
- Awareness programme on agriculture-related issues with the Agriculture department, etc
- Selection of GPDP eligible beneficiaries for PDS, etc
- Conduct periodical meetings with Anganwadi workers/Supervisor on child care issues for Social Welfare, etc
- Conduct periodical meetings with the Veterinary department.
- Awareness meeting with pregnant women/Adolescent girls with the Women and Child department, etc
- MGNREGS, NSAP, PMAY-G. Central Finance Commission programmes with Rural Development Department
- Assist School Management Committee in various education-related issues
- JJM, PWSS, CMSC, Water Testing, Solid and Liquid Waste Management etc under PHE Department

Table 13. Average Cumulative Score of Workload of Each Officials in the GPs in Assam

Designation	Secretary	GP C	AE	GR S	BP M	BC	GP President	WG members	GPP FT	Tax Collector	Computer asst.	Account asst.	PRI representatives	Gram Sevi ka	DP M/A DP M	Line Dept Staff	CA	JE
Score	3.88	2.50	1.78	2.25	1.00	1.00	1.62	1.00	1.00	1.32	1.50	1.43	1.33	1.00	1.50	1.00	3.00	1.00

Figure 10. Average Cumulative Score of Workload of Each Officials in the GPs in Assam

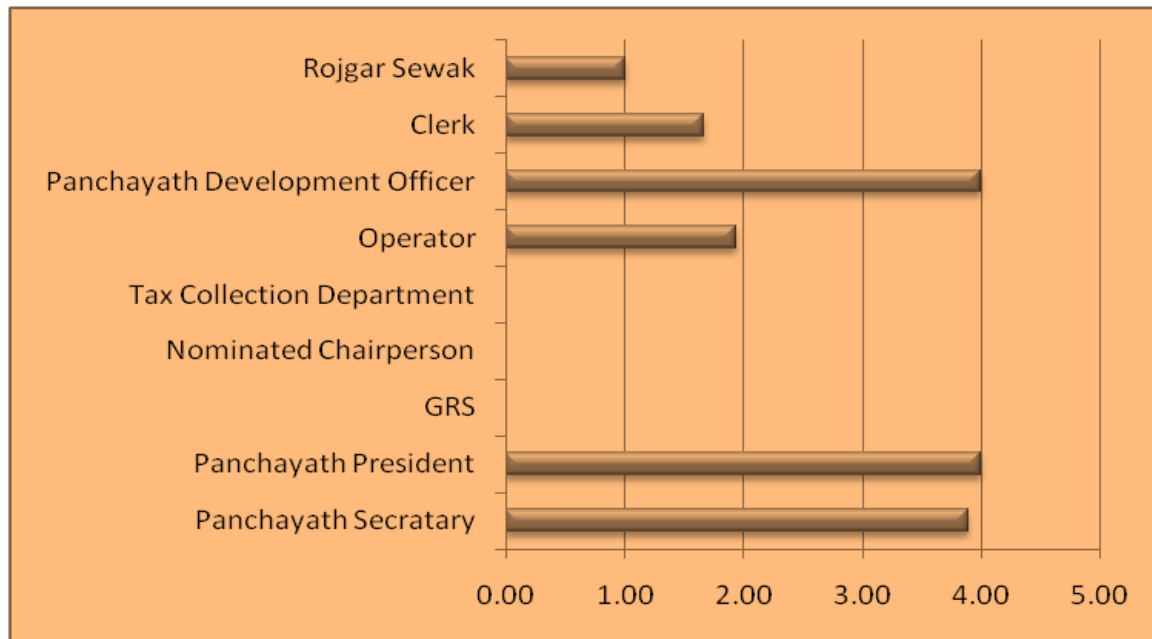


Madhya Pradesh

Table 14. Average Cumulative Score of Workload of Each Officials in the GPs in Madhya Pradesh

Designation	Panchayath Secretary	Panchayath President	GRS	Nominated Chairperson	Tax Collection Department	Operator	Panchayath Development Officer	Clerk	Rojgar Sewak
Score	3.9	4	0	0	0	1.93	4	1.67	1

Figure 11. Average Cumulative Score of Workload of Each Officials in the GPs in Madhya Pradesh



Maharashtra

- Major Duties/Responsibilities of Gram Sevak are as per Maharashtra Zilla Parishad and Panchayat Samiti Act 1961. Also Maharashtra Act 1958 and Gram Panchayat Accounts Code 2011. There are around 15 duties/responsibilities under this.
- The function of the clerk is keeping gram panchayat records updated, collection of various taxes of GP and the salary is being paid by the Gram Panchayat and the Panchayat has the power to monitor their work, measure and recommend their performance.
- The water supply worker is a panchayat's own staff who gets paid by the Gram Panchayat and it is a regular post with the Gram Panchayat having the power to measure and recommend the performance.
- The functions of the water supply worker are maintaining street lights, providing clean drinking water to all the families within the village limits, maintaining cleanliness in the

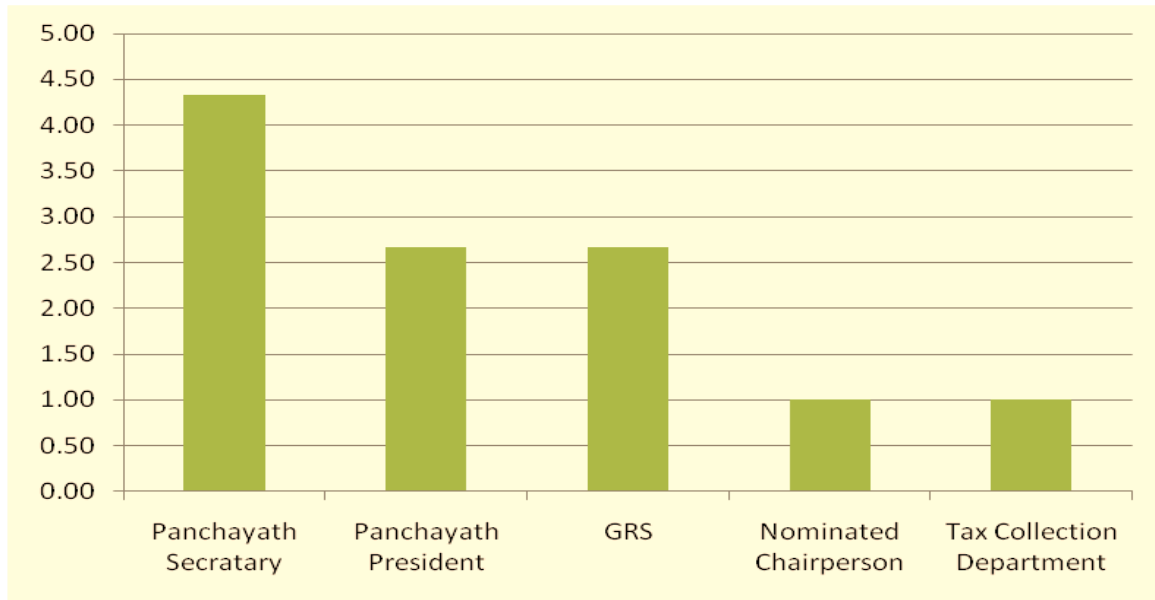
source of drinking water, Geo-fencing drinking water sources, sending water samples from drinking water sources to laboratories for testing and so on.

- The functions of the peon are to strictly follow the instructions and orders given by the Panchayat and Gram sevaks or senior officials from time to time, keep the office clean and tidy, published all notices to know the needs of the people
- Clearing dry and wet garbage from public roads, premises, schools, village houses, cleaning public toilets, educating the people of the village not to throw garbage in the open is done by the cleaners in the Gram Panchayat.
- The Rozgar Sevak works in carrying out MREGS related works and they help in updating records. They are paid for the work done.
- The teacher in the Zilla Parishad is a regular staff, paid by the Zilla Parishad to educate children above 6 years of age and finding out-of-school children and admitting them to school, providing education to all eligible children in the village as per their right to education.
- The Anganwadis maid of the Zilla Parishad (ICDS) functions in educating children under 3 to 6 years of age, conducting surveys of pregnant and lactating mothers, providing them with necessary government facilities, searching for malnourished children in the village, checking the haemoglobin of adolescent girls and vaccinating the children in the village.
- The health officer in Zilla Parishad offers free medical aid to the people. The health officer is paid by the Zilla Parishad.
- The Animal Husbandry officer provides free treatment to the village animals and they are being paid by the Zilla Parishad.

Table 15. Average Cumulative Score of Workload of Each Officials in the GPs in Maharashtra

Designation	Panchayath Secretary	Panchayath President	GRS	Nominated Chairperson	Tax Collection Department
Score	4.33	2.67	2.67	1	1

Figure 12. Average Cumulative Score of Workload of Each Officials in the GPs in Maharashtra



Odisha

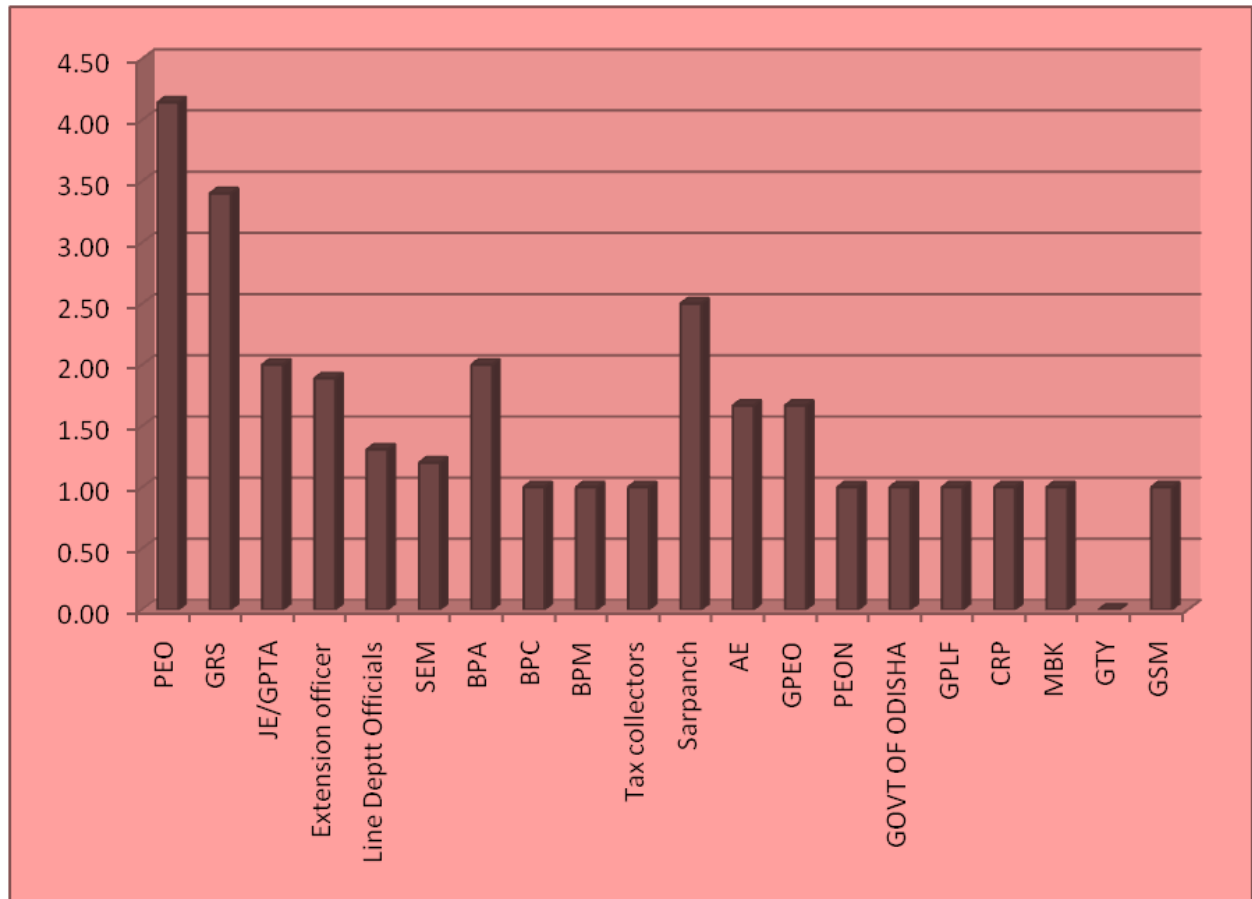
- Activities are to Conduct of Panchayat Meetings, Management of accounts and finance, GP/DP formulation, LSDG related activities, Networking with departments, Communicating for the management of IT/Software related activities, PFMS Management, Conduct of Gram Sabha, Regulatory activity, if any, Management of MGNREGS, Management of other flagship progress activities like NRLMS, PMAY Others, Management of records, Issuing Certificates, Birth and death register management if it is

done by panchayat, Asset management, Tax Collection, Disaster management.

Table 16. Average Cumulative Score of Workload of Each Officials in the GPs in Odisha

Designation	PEO	GRS	JE/GPTA	Extension officer	Line Deptt Officials	SEM	BPA	BPC	BPM	Tax collectors	Sarpanch	AE	GPEO	PEON	GOVT OF ODISHA	GPLF	CRP	MBK	GTY	GSM
Score	4.14	3.42	2.09	1.89	1.31	1.22	2.02	1.01	1.01	1.01	2.57	1.67	1.67	1.01	1.01	1.01	1.01	1.01	0.00	1.01

Figure 13. Average Cumulative Score of Workload of Each Officials in the GPs in Odisha



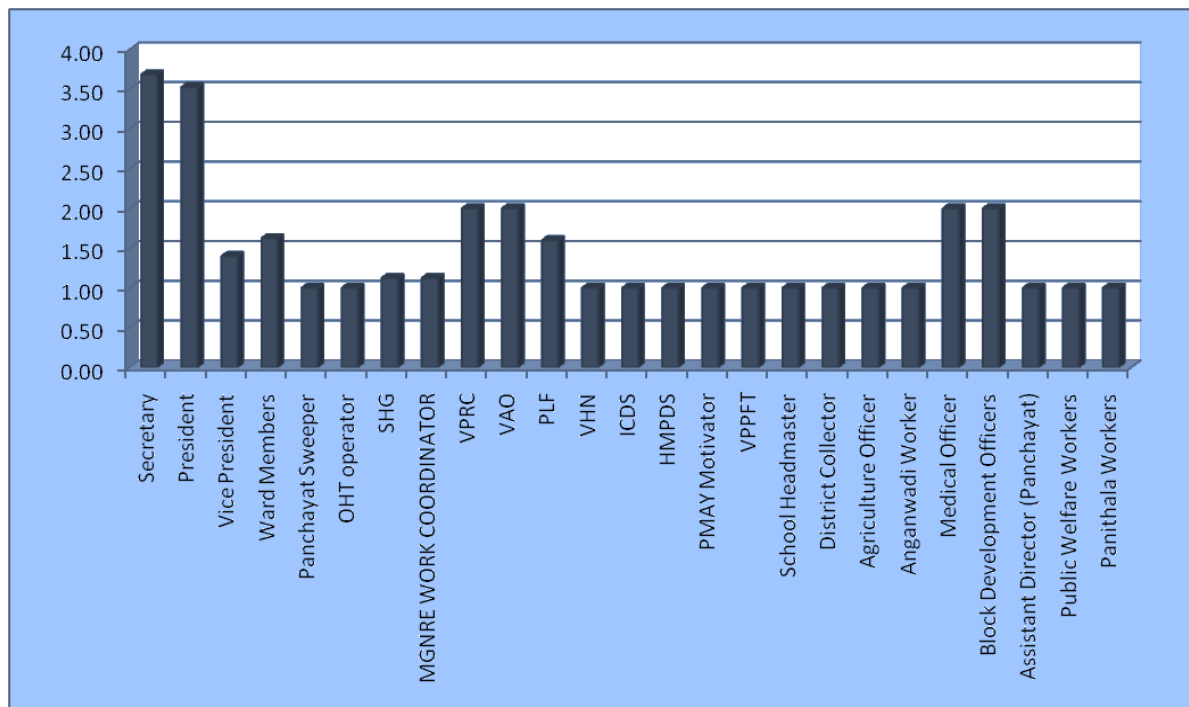
Tamil Nadu

- The following duties are performed by President of the Panchayat
 - Conduct Panchayat Committee meetings
 - Conduct Gram Sabha meetings
 - Creation of Water Supply sources and supplies
 - Village Roads improvement and maintenance
 - Providing Street lights and Maintenances
- In the absence of the President, the Vice President will be responsible for performing all the duties of the President.
- The following duties are performed by Secretary of the Panchayat
 - Tax Collections
 - Panchayat Registers maintenance
 - Arrangements of Panchayat committee meetings and Gram Sabha meetings
 - Despatch of Resolution copy to the Head offices
 - Reporting to the Head offices
 - Assist the President in the implementation of central and state government schemes
 - Preparing the Budget of Panchayat
 - All Writing works of the Panchayat
 - Preparing Baseline data to implementation the schemes
 - Other duties assigned by the Government and District Collector
- The following duties are performed by ward member of the Panchayat
 - Attending village panchayat meetings
 - Monitor all project work in their ward

Table 17. Average Cumulative Score of Workload of Each Officials in the GPs in Tamil Nadu

Designation	Secretary	President	Vice President	Ward Members	Panchayat Sweepers	OHT operator	SHG	MGNRE WORK COORDINATOR	VP RC	VAO	PLF	VHN	ICDS	HMPDS	PMAY Motivator	VPPFT	School Headmaster	District Collector	Agriculture Officer	Anganwadi Worker	Medical Officer	Block Development Officers	Assistant Director (Panchayat)	Public Welfare Workers	Panithala Workers	
Score	3.68	3.53	1.4	1.63	1	1	1.13	1.13	2	2	1.6	1	1	1	1	1	1	1	1	1	1	2	2	1	1	1

Figure 14. Average Cumulative Score of Workload of Each Officials in the GPs in Tamil Nadu



The data from different states shows that the designation and number of officials differs from state to state or GPs to GPs. This itself indicates the need of making a uniformity in the

posts/designations over the GPs of the country. The functions of the officials can be broadly classified as General Administration, Developmental and Supportive. A summary of the workload of the officials is presented in 18.

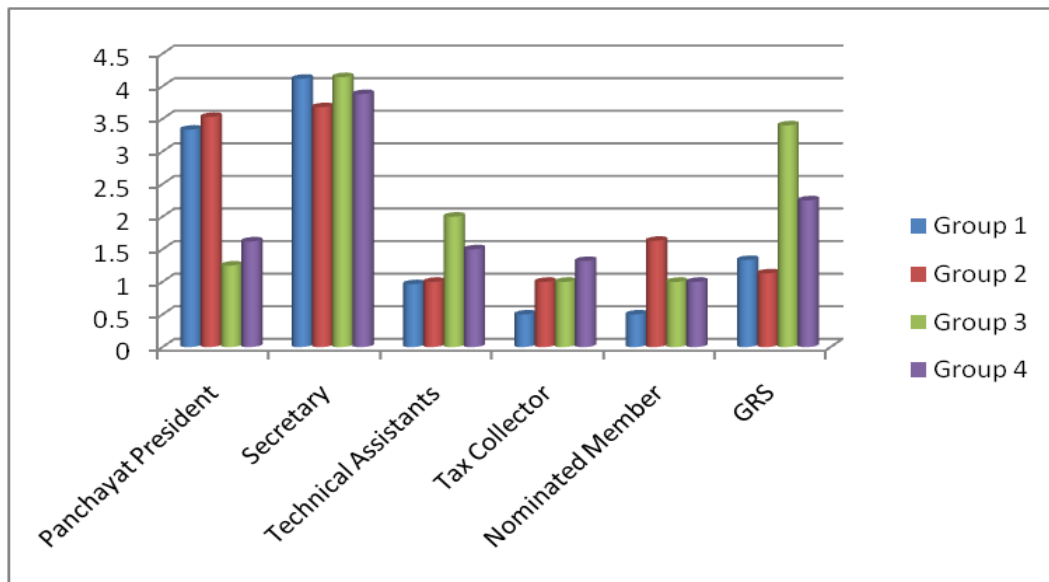
Table 18

Consolidation of the Workload of the Officials of GPs under Each Group

Group	Panchayat President	Secretary	Technical Assistants	Tax Collector	Nominated Member	GRS
Group 1	3.335	4.115	0.965	0.5	0.5	1.335
Group 2	3.53	3.68	1	1	1.63	1.13
Group 3	1.25	4.14	2	1	1	3.4
Group 4	1.62	3.88	1.5	1.32	1	2.25

Figure 15

Consolidation of the Workload of the Officials of GPs Under Each Group



The Table 18 and Graphical representation (Figure 15) shows the workload of each official is not having a uniformity in terms of designation as well as in terms of population of the

concerned GPs. The analysis points out the need for decentralization of the workload. This also points out the need of allocating officials in accordance with the population rate of the GPs.

The issues related to the existing programme staff includes:

1. Multiplicity of cadres that is not warranted by nature of work and skill sets; no standardized job profiles.
2. Variance observed between desired and suggested skill sets and actual skill sets.
3. Wide variation across States in terms of engagement - qualification and mode of recruitment, duration, remuneration, travel allowances and other conditions for similar cadres.
4. Ad hoc engagement, often for discontinuous periods, leading to attrition.
5. Performance outputs are not clearly defined for all and there is no systematic monitoring.
6. Non-accountability of State cadre and scheme functionaries to Panchayats.
7. Remuneration not being linked to performance outcomes.
8. Delayed payment of remuneration and reimbursement of travel cost.
9. No additional remuneration paid by other departments for additional work.
10. Variation in remuneration leading to migration of employees from one State to another; sometimes between one scheme to another.
11. Potential risk of demand for regularization.

Part C
Digital Literacy of officials in Selected GPs

Panchayats play a very critical role in delivery of Rural Development services under various programmes of the Central and the State governments like the MGNREGS, PMAY-G, SBM (G), NSAP, DDU-GKY etc. The services are either delivered directly by the Panchayats or they provide critical support in delivering the services to the people. Management of these programmes and monitoring the benefits that are reaching the people are becoming increasingly dependent on application of various Information and Communication Technology (ICT) applications. These provide multiple advantages like standardizing the work flow and making transactions faster and more accurate. Since only authorized persons can enter data, there is an automatic record of what has been done, by whom and when, leaving a clear audit trail for easier accountability and efficiency. Therefore, the services can be improved and delivered faster with little human interface. Keeping accounts and management of finance as well as integrating all financial transactions, keeping records and analysis of financial performances have become much easier and faster with the use of ICT. Such applications also reduce the burden of work leading to efficient use of human resources. It is possible to assess the performance of every worker and provide decision- support tools for planning, measuring services delivered and addressing grievances more efficiently. Further, monitoring becomes much easier and the system can generate early warning against possible failures. It is possible to conduct spatial analysis and map assets using GIS. Access to information through a web-based system enhances transparency. ICT driven MIS helps to achieve easier internalization of performance across regions and over time by using a dashboard. This makes the management of programmes more efficient. Adoption of ICT applications not only improves services delivered by the GPs as an agent of the higher tiers of

government but also helps to improve institutional functioning and delivery of their own services. In fact, effective and efficient functioning of the Panchayats depends on their capability in using ICT in the management of institutional processes related to rule based functioning, decision making processes related to planning and execution of works, handling of finances and keeping accounts, monitoring progress and exchanging information with the citizen.

This study tried to understand the human resources of GPs having digital skills needed for the smooth execution of the ICT enabled administrative work.

Table 19
Digital Literacy Rate of Officials of GPs of Assam

Panchayat	Total No. of Staff	No. of Computer Literate	Percentage
Amguri Gaon Panchayat	5	1	20
Arimatta GP	8	0	0
Azarbari GP	5	0	0
Bahari GP	6	4	66.67
Belsor GP	6	0	0
Bidyapur GP	6	0	0
Boraibari GP	7	1	14.29
Borholla GP	6	2	33.33
Darangiri GP	5	1	20
Dhula GP	7	1	14.29
Doidam GP	5	2	40
Dumuria GP	6	1	16.67
Jagiroad GP	6	1	16.67
Lalamukh GP	4	0	0
Maijan GP	6	2	33.33

Majirgaon GP	6	3	50
Namtiali GP	5	0	0
Niz Laluk GP	4	0	0
Pabhoi GP	5	1	20
Panighat GP	4	0	0
Phuloguri GP	5	1	20
Rajapukhuri GP	5	2	40
Ratanpur GP	6	3	50
Simen Chapori GP	6	1	16.67
Sonapur GP	4	0	0
Sriram GP	5	4	80

Figure 16
Digital Literacy Rate of Officials of GPs of Assam

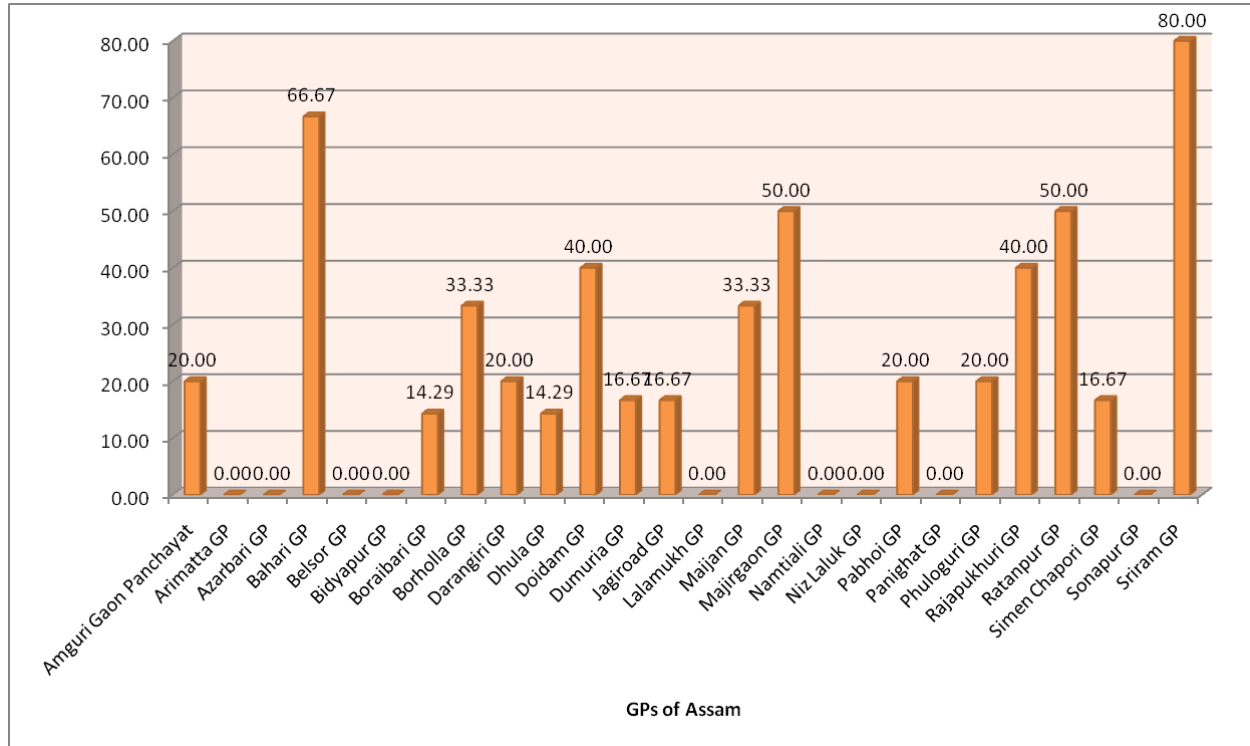


Table 20
Digital Literacy Rate of Officials of GPs of Madhya Pradesh

Panchayat	Total No. of Staff	No. of Computer Literate	Percentage
Tateksa	2	1	50
Karthua	2	1	50
Imlai	2	1	50
Sugwan	2	1	50
Simra 1	2	1	50
Hathkuri	2	1	50
Sanwada	2	1	50
Piprodakhurd	2	1	50
Khejra	2	1	50

Figure 17

Digital Literacy Rate of Officials of GPs of Madhya Pradesh

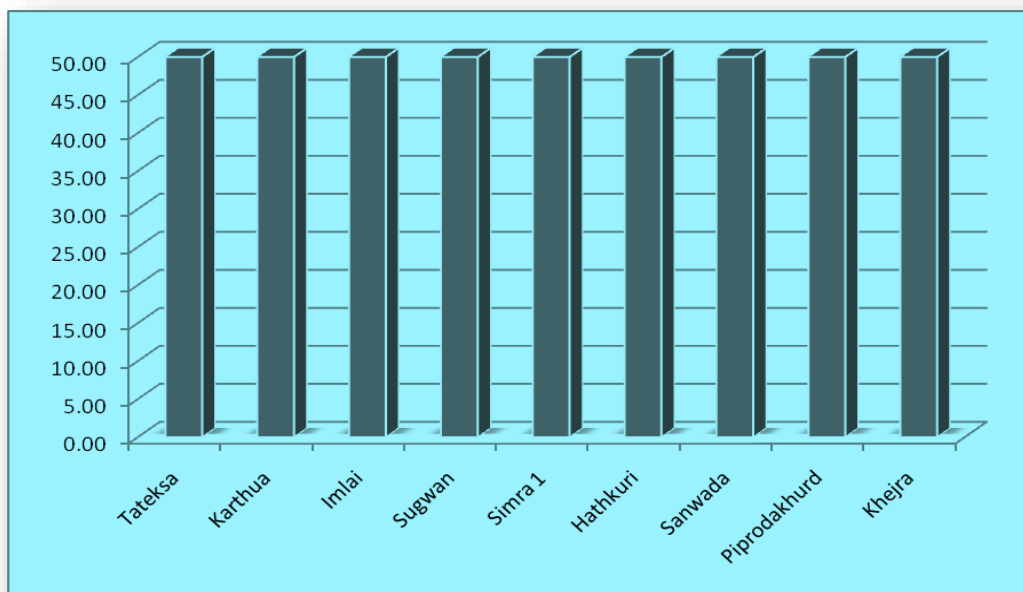


Table 21**Digital Literacy Rate of Officials of GPs of Maharashtra**

Panchayat	Total No. of Staff	No.of Computer	
		Literate	Percentage
Gopalpur (Amaravathi)	5	1	20
Chas Nagar	4	1	25
Karnoor	5	1	20
Kasaba sangao Kagal	5	1	20
Bhorwadi	4	1	25
Akolner	4	1	25
Shilapur	4	1	25
Pimpri sayyed	4	1	25
Odha	4	1	25
Lakhalgoan	4	1	25
Kotamgaon	4	1	25
Pimple gaon	4	1	25
Vhnnurkagal	4	1	25
Gopalpur(Solapur)	5	1	20
Mouje sangao Kagal	4	1	25
Dhamarin	5	1	20
Kamargaon	5	1	20
Kendur	5	1	20
Anandkhede	5	1	20
Kurud	5	1	20

Kaundane	4	1	25
Nandura	4	1	25
Pabal	5	1	20
Pusda	5	1	20
Rohan Kheda	5	1	20
Sanjora	5	1	20
Tmbha	5	1	20
Bhose	8	1	12.5
Baparde	8	1	12.5
Shipur	8	1	12.5

Figure 18

Digital Literacy Rate of Officials of GPs of Maharashtra

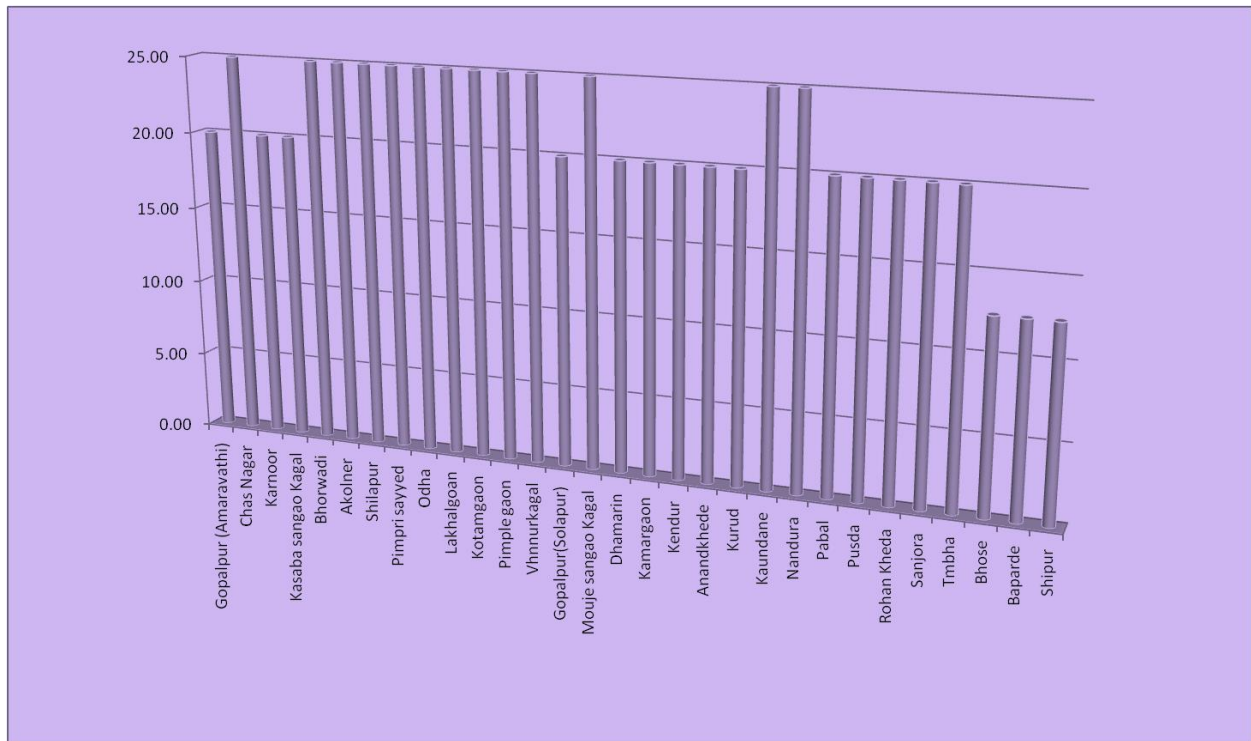


Table 22**Digital Literacy Rate of Officials of GPs of Odisha**

Panchayat	Total No. of Staff	No. of Computer Literate	Percentage
Abhayapur	2	2	100
Amithi	6	4	66.67
Sankhapur	7	4	57.14
Balianta	7	5	71.43
Bargaon	7	5	71.43
Sukuda	6	4	66.67
Chakarkend	6	4	66.67
Tileibani	7	5	71.43
Kulagada	7	5	71.43
Pindapadar	3	2	66.67
Haripur	2	2	100
Kumarpur	2	1	50
Kudagaon	7	5	71.43
Puranapani	6	4	66.67
Kakiriguma	10	1	10
Raghunathpur	6	2	33.33
Rallegada	7	3	42.86
Sonepur	7	5	71.43

Sohela	7	5	71.43
Sundargarh	7	5	71.43
Neelavadi	9	3	33.33

Figure 19
Digital Literacy Rate of Officials of GPs of Odisha

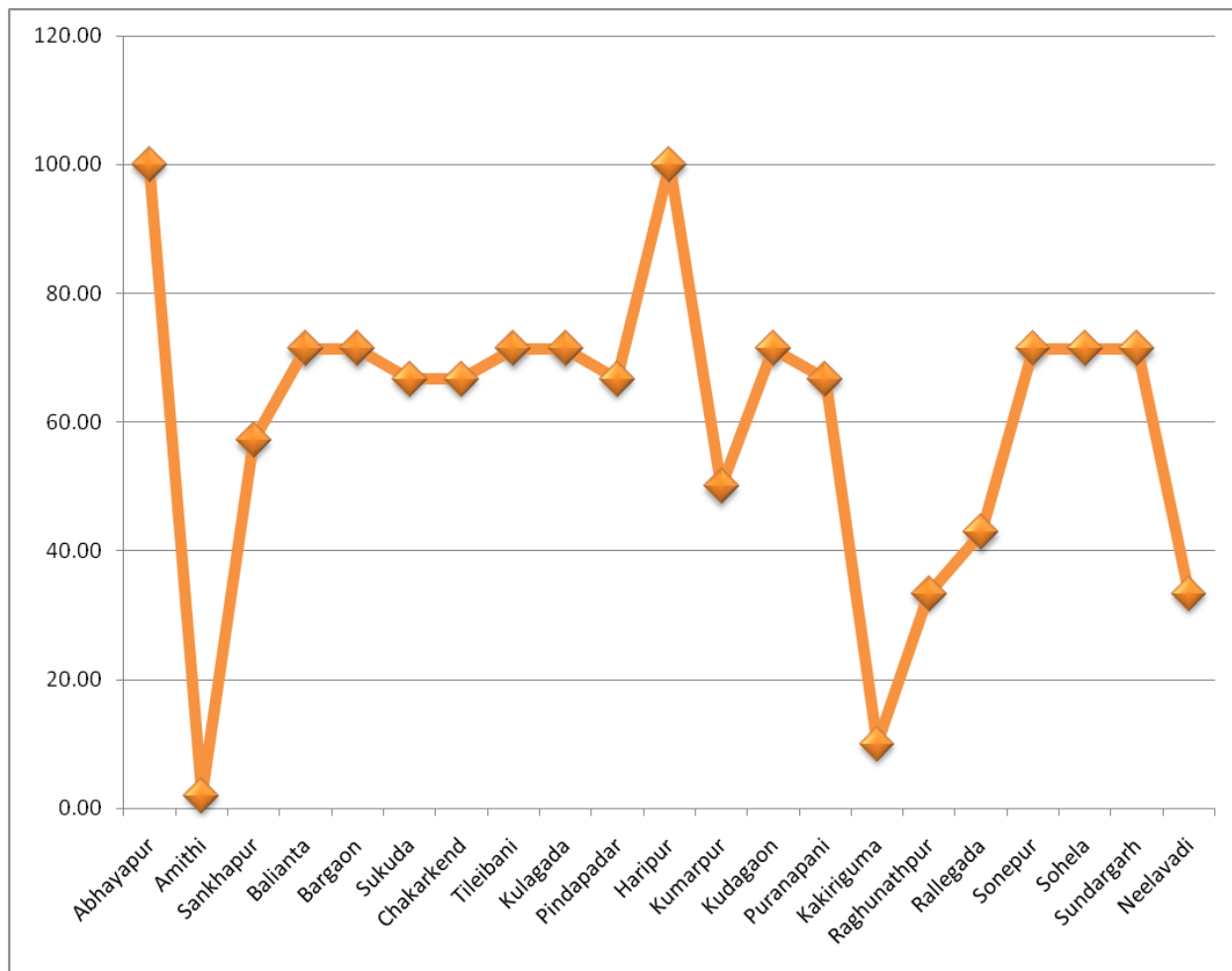
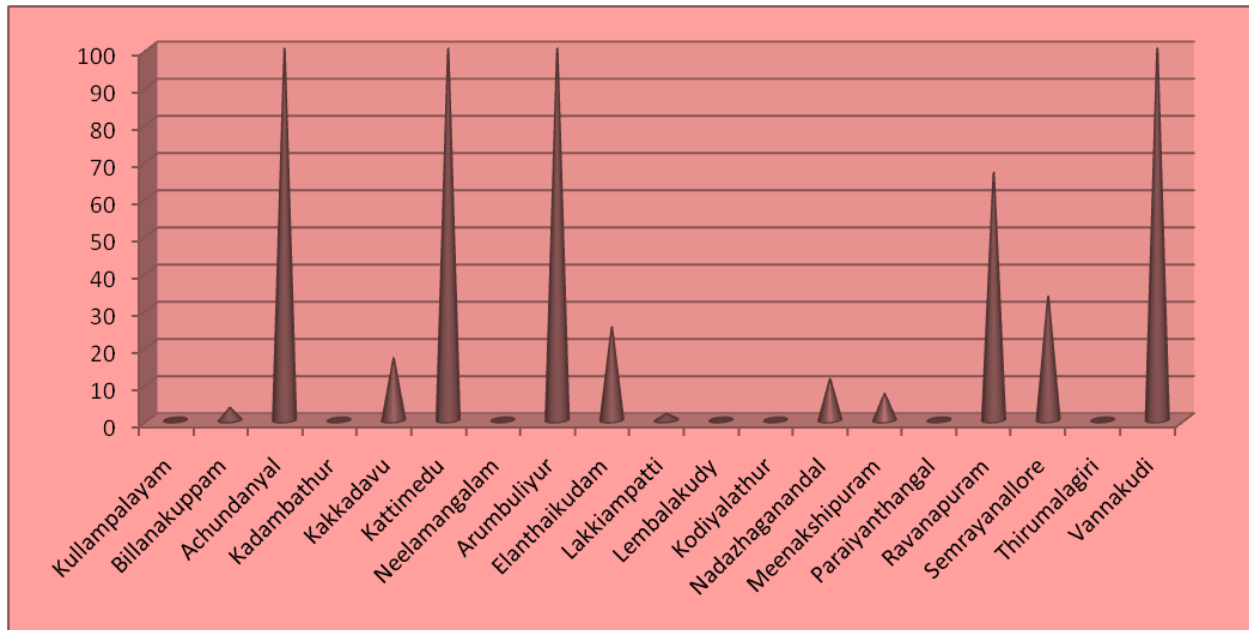


Table 23
Digital Literacy Rate of Officials of GPs of Tamil Nadu

Panchayat	Total No. of Staff	No. of Computer Literate	Percentage
Kullampalayam	5	0	0

Billanakuppam	29	1	3.44
Achundanyal	1	1	100
Kadambathur	4	0	0
Kakkadavu	6	1	16.66
Kattimedu	1	1	100
Neelamangalam	5	0	0
Arumbuliyur	1	1	100
Elanthaikudam	4	1	25
Lakkiampatti	55	1	1.81
Lembalakudy	4	0	0
Kodiyalathur	4	0	0
Nadazhaganandal	9	1	11.11
Meenakshipuram	14	1	7.14
Paraiyanthangal	4	0	0
Ravanapuram	3	2	66.66
Semrayanallore	3	1	33.3
Thirumalagiri	4	0	0
Vannakudi	1	1	100

Figure 20
Digital Literacy Rate of Officials of GPs of Tamil Nadu

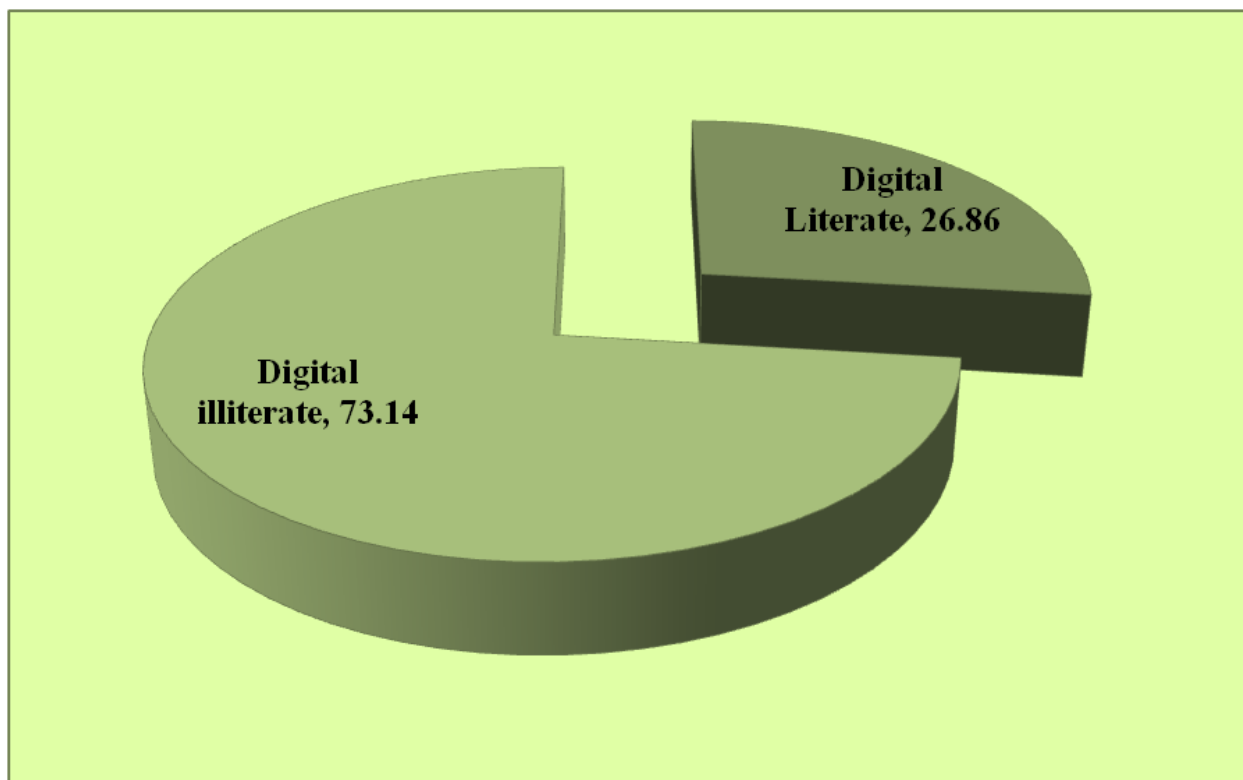


For this study the data were obtained from 105 Gram Panchayats. While considering the entire officials of the selected GPs, the percentage of digital literacy is as given in Table 24.

Table 24
Digital Literacy Rate of Officials of GPs

	Digital Literate	Digital illiterate	Total no. of Officials in Selected GPs
Number	159	433	592
Percentage	26.86	73.14	100

Figure 21
Digital Literacy Rate of Officials of GPs



Part D
Analysis of Salary for HR in Gram Panchayats

It is important to analyse the present salary details received by the officials of Gram Panchayat so as to study whether there is any need of revising the payments in accordance with their duties and work load. The salary details received from the States are tabulated and discussed further.

Table 25: Salary of Panchayat Development Officer/Secretary of Equivalent Position

Panchayat Development officer/Secretary or equivalent position	
States	Salary
Odisha	45000

Bihar	50000
Tripura	65000
Assam	70000
Uttar Pradesh	45000
Nagaland	1000
Jharkhand	19500
Manipur	NA
Maharashtra	70000
Mizoram	20000
Arunachal Pradesh	NA
Himachal Pradesh	7,800
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	40000
UT Ladakh	30000
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	35000
Karnataka	50000
Sikkim	42000
Gujarat	19950
West Bengal	NA
Andhra Pradesh	35000
Madhya Pradesh	25000

The salary of the Panchayat Development Officer/secretary is found to be varying from state to state. It ranges from 7800 to 70000.

Figure 22: Salary Range of Panchayat Development Officer/Secretary

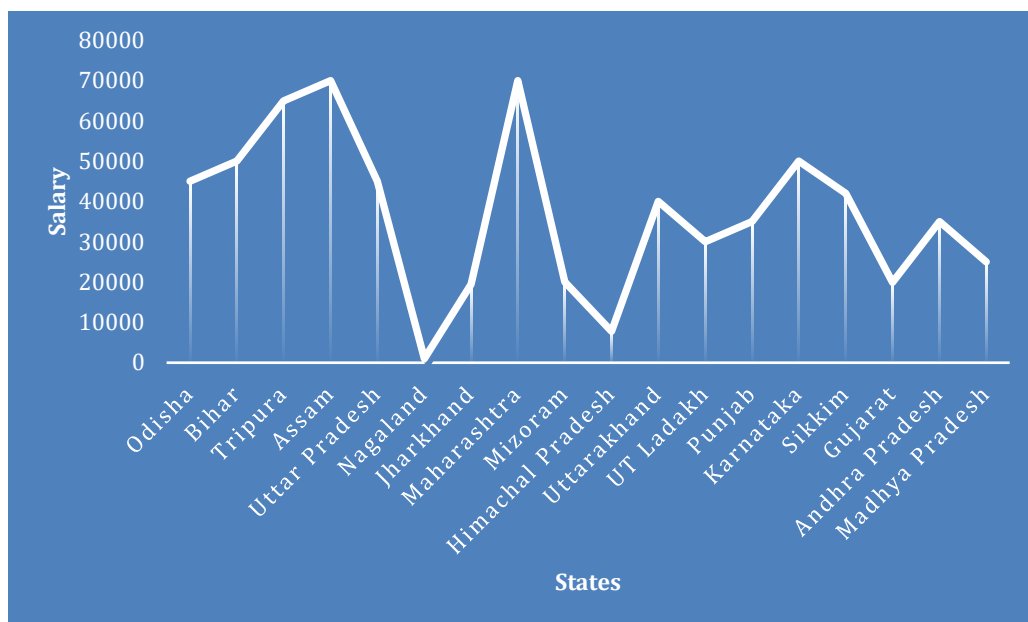
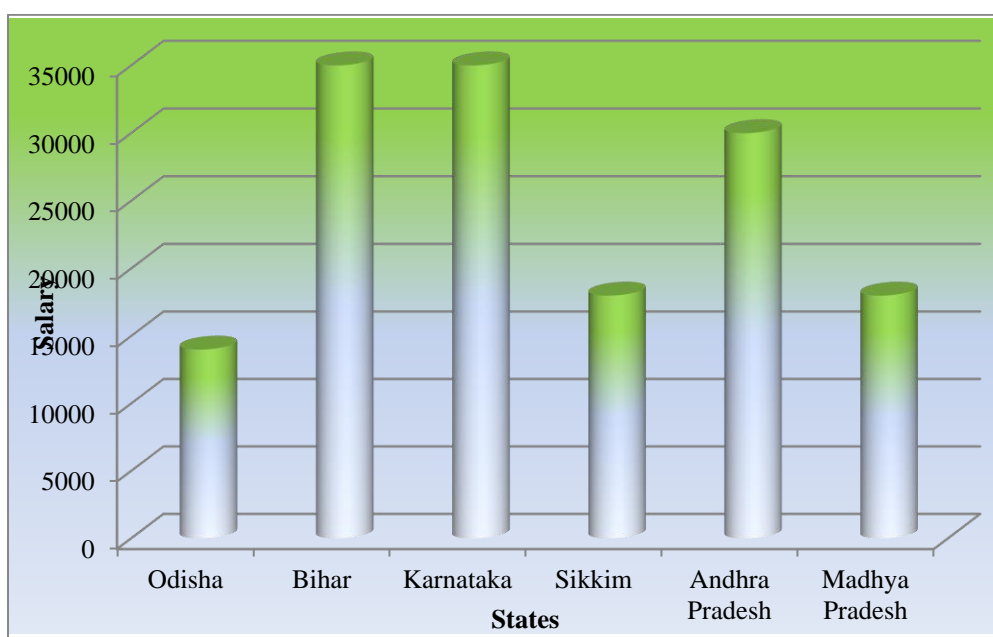


Table 26: Salary of Assistant Secretary or Equivalent Position

Assistant Secretary or equivalent position	
States	Salary
Odisha	14000
Bihar	35000
Tripura	NA
Assam	NA
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	NA
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra & Nagar Haveli, Daman & Diu	NA
Punjab	NA

Karnataka	35000
Sikkim	18000
Gujarat	NA
West Bengal	NA
Andhra Pradesh	30000
Madhya Pradesh	18000

The salary for the post of Assistant secretary ranges from 14000 to 35000, reports the sample states.



Junior Clerk or Equivalent Position

States	Salary
Odisha	NA
Bihar	NA
Tripura	NA
Assam	NA
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	NA

Manipur	NA
Maharashtra	15000
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	NA
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	NA
Karnataka	30000
Sikkim	17000
Gujarat	NA
West Bengal	NA
Andhra Pradesh	30000
Madhya Pradesh	NA



Superintendent or other supervisory Position	
States	Salary
Odisha	NA
Bihar	55000
Tripura	NA
Assam	NA
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	NA
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA

UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	NA
Karnataka	NA
Sikkim	NA
Gujarat	NA
West Bengal	NA
Andhra Pradesh	NA
Madhya Pradesh	NA

Table 27: Salary of Engineer or Equivalent Position

Engineer or Equivalent Position	
States	Salary
Odisha	35000
Bihar	112400
Tripura	NA
Assam	15000
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	17000
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	25000

Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	50000
Karnataka	35000
Sikkim	18000
Gujarat	NA
West Bengal	NA
Andhra Pradesh	30000
Madhya Pradesh	40000

As reported by the states, the Engineers are receiving a salary ranging from 25000 – 120000 rupees. We understand that there are no dedicated posts in GPs of those states which have not reported this information. Hence the non-reporting.

Figure 23: Salary Range of Engineer or Equivalent Position

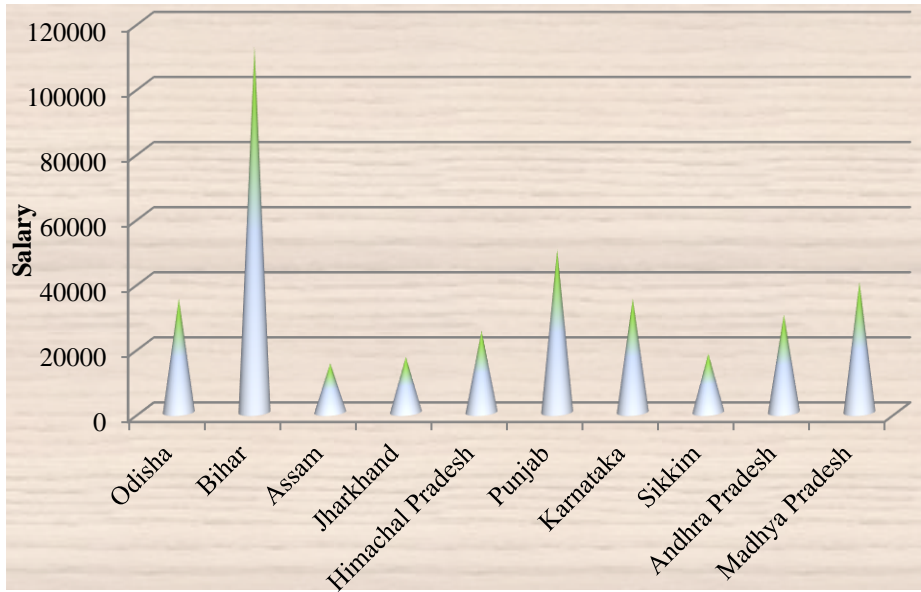


Table 28: Salary of Computer Operator/Technical Assistant or Equivalent Position

Computer Operator/Technical Assistant or equivalent Position	
States	Salary
Odisha	NA
Bihar	30000
Tripura	NA
Assam	16000
Uttar Pradesh	6000
Nagaland	NA
Jharkhand	10000
Manipur	NA
Maharashtra	12500
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	NA
Meghalaya	NA

Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	12000
Punjab	15000
Karnataka	15000
Sikkim	12000
Gujarat	15000
West Bengal	NA
Andhra Pradesh	30000
Madhya Pradesh	15000

Only Tripura and Jharkhand marked the salary offered to the Computer operator or technical assistant in panchayats of these states. It is marked as Rs. 16000 and Rs. 10000 respectively. It is understood that those states whose data ins not available do not have exclusive full-time positions or are not paid on a salary basis.

Figure 24: Salary Range of Computer Operator/Technical Assistant or Equivalent Position

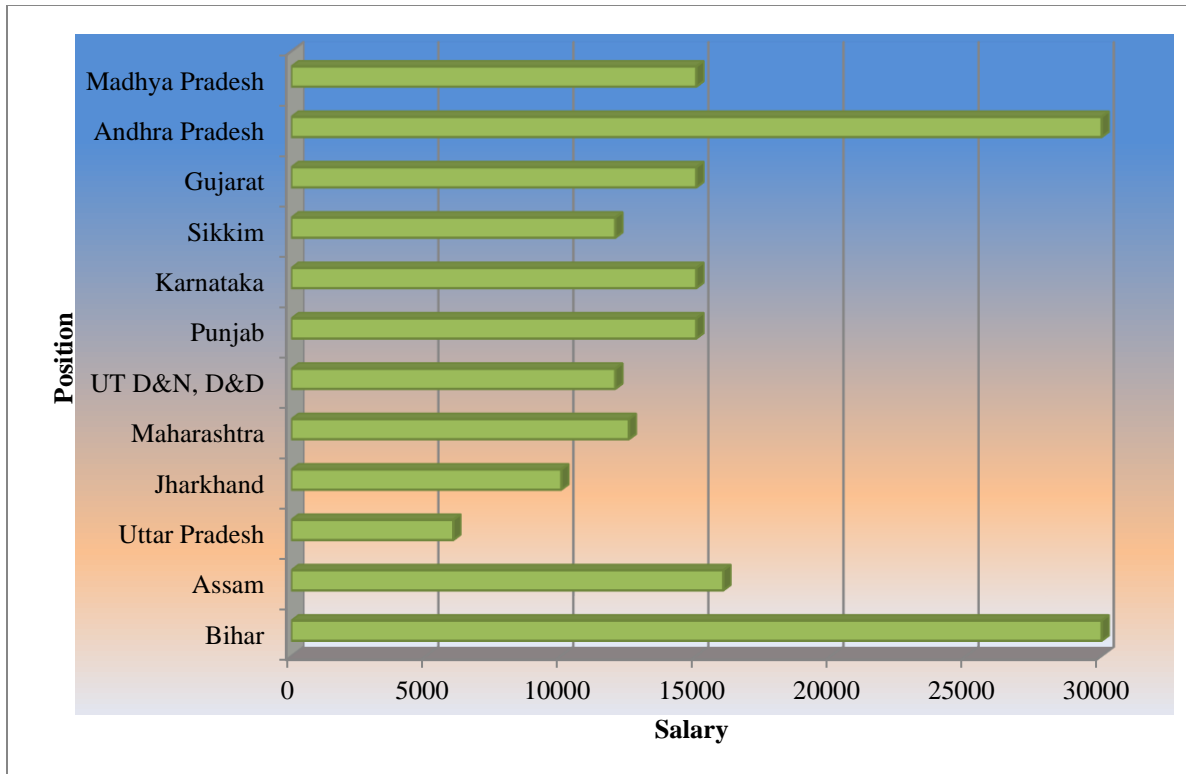


Table 29: Salary of Tax Collector or Equivalent Position

Tax Collector or Equivalent Position	
States	Salary
Odisha	1200
Bihar	NA
Tripura	NA
Assam	35000
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA

Himachal Pradesh	NA
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	40000
Karnataka	13000
Sikkim	NA
Gujarat	NA
West Bengal	NA
Andhra Pradesh	NA
Madhya Pradesh	NA

As per the available data, the salary offered to the personnel occupying the post of Tax collector varies from 1200 to 35000.

Figure 25: Salary Range of Tax Collector or Equivalent Position

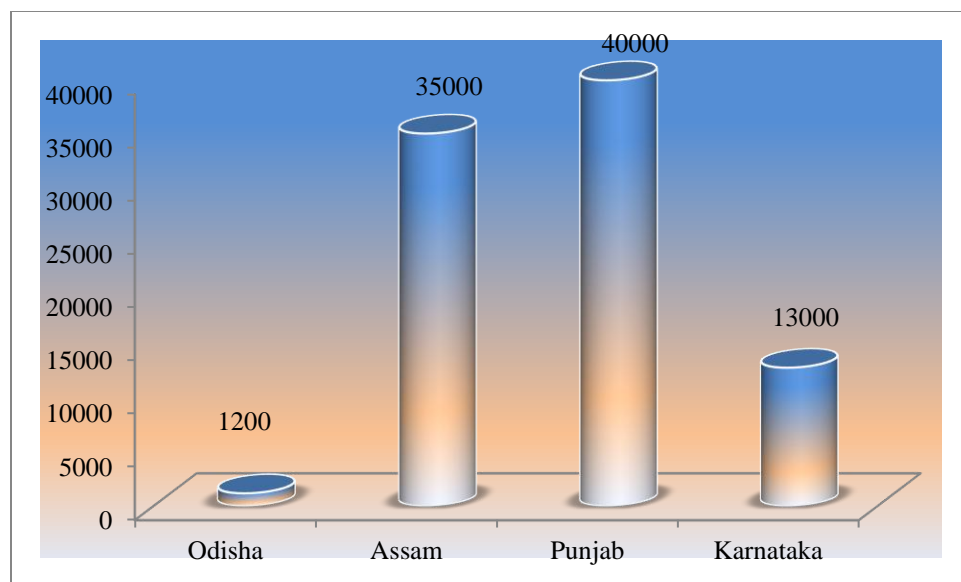


Table 30: Salary of Water Pump Operator or Equivalent Position

Water Pump Operator or Equivalent Position	
States	Salary
Odisha	4000
Bihar	5000
Tripura	75000
Assam	NA
Uttar Pradesh	NA
Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	14000
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	5000
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	8000
Punjab	8000
Karnataka	10000
Sikkim	12000
Gujarat	3000
West Bengal	NA
Andhra Pradesh	10000
Madhya Pradesh	NA

Odisha and Himachal Pradesh reported that Water Pump operator is having a salary of 4000 and 5000 rupees respectively.

Figure 26: Salary Range of Water Pump Operator/Equivalent Position

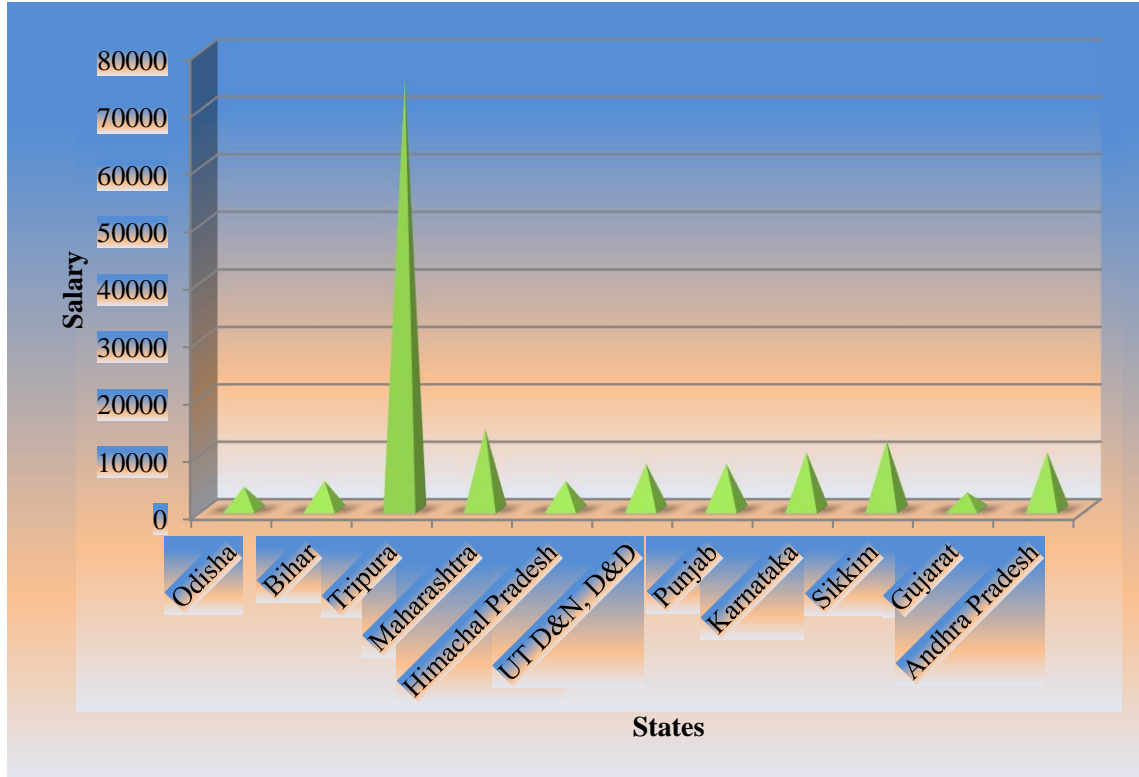


Table 31: Salary of Peon/Office Assistant or Equivalent Position

Peon/Office Assistant or Equivalent Position	
States	Salary
Odisha	2000
Bihar	20000
Tripura	20000
Assam	23000
Uttar Pradesh	7000

Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	12000
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	5000
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	10000
Punjab	NA
Karnataka	10000
Sikkim	NA
Gujarat	NA
West Bengal	NA
Andhra Pradesh	NA
Madhya Pradesh	NA

The above table records that there is a huge variation in terms of salary of Peon or Office assistant in Gram Panchayats of different states. There seems a variation of salary from 7800 to 23000 rupees.

Figure 27: Salary Range of Peon/Office Assistant/Equivalent Position

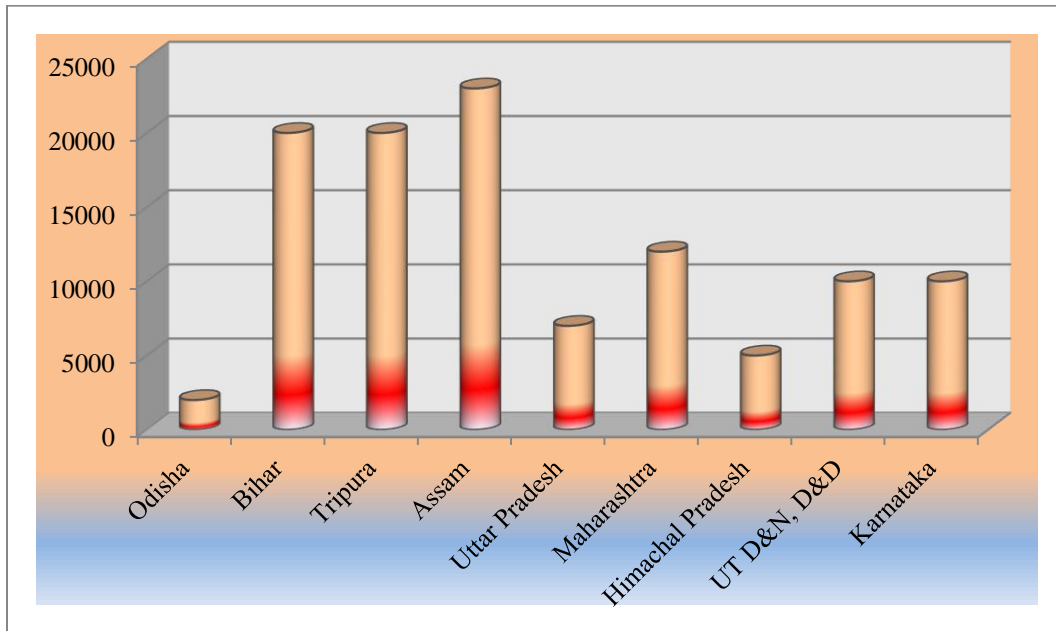


Table 32: Salary of Cleaning/Health Staff or Equivalent Position

Cleaning /Health Staff or Equivalent Position	
States	Salary
Odisha	15000
Bihar	15000
Tripura	NA
Assam	NA
Uttar Pradesh	1900
Nagaland	NA
Jharkhand	NA
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	NA

Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	NA
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	8000
Punjab	5000
Karnataka	10000
Sikkim	9000
Gujarat	NA
West Bengal	NA
Andhra Pradesh	12000
Madhya Pradesh	NA

As per the reports from the states the salary of the cleaning staff is not uniform. It ranges from 1900 to 15000.

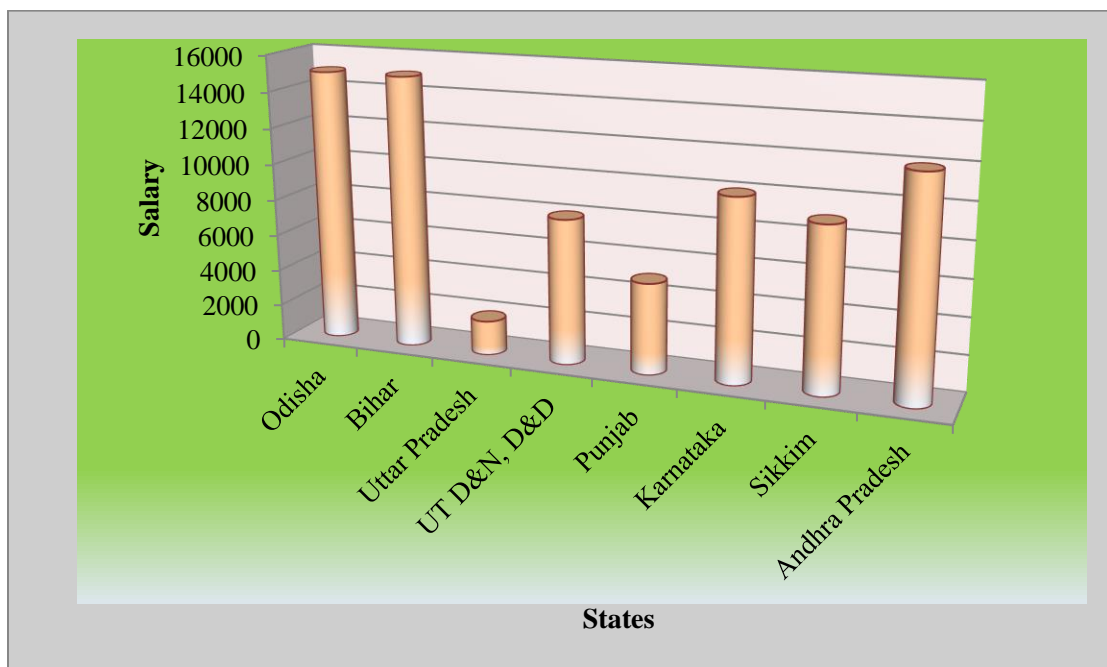
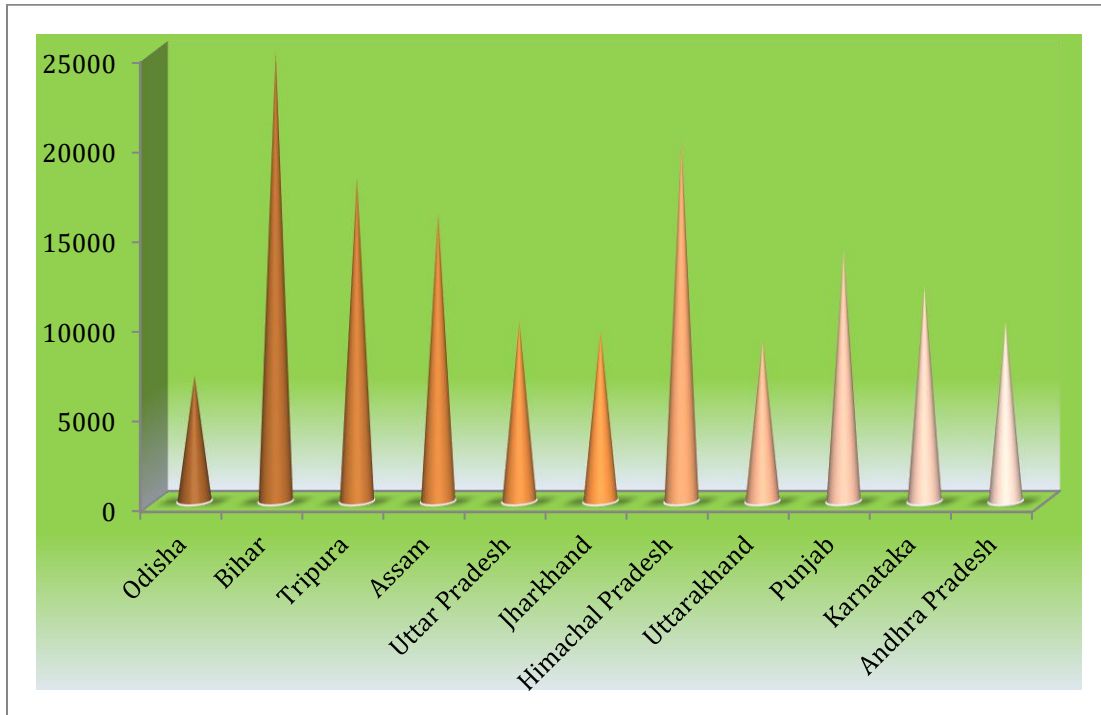


Table 33: Salary of Rojgar Sevak or Equivalent Position

Rojgar Sevak or Equivalent Position	
States	Salary
Odisha	7000
Bihar	25000
Tripura	18000
Assam	16000
Uttar Pradesh	10000
Nagaland	NA
Jharkhand	9500
Manipur	NA
Maharashtra	NA
Mizoram	NA
Arunachal Pradesh	NA
Himachal Pradesh	20000
Meghalaya	NA
Tamil Nadu	NA
Uttarakhand	9000
UT Ladakh	NA
UT Dadra&Nagar Haweli, Daman & Diu	NA
Punjab	14000
Karnataka	12000
Sikkim	NA
Gujarat	NA
West Bengal	NA
Andhra Pradesh	10000
Madhya Pradesh	NA

Rojgar Sevak plays a major role in the Panchayats. The salary of the Rojgar Sevak is reported as Rs. 7000 (Odisha), Rs. 12500 (Bihar), Rs. 16000 (Assam), 9500 rupees (Jharkhand) and Rs. 20000 (Himachal Pradesh)

Figure 28: Salary Range of Rojgar Sevak/Equivalent Position



The analysis shows that there is much difference in the salary for same position in each state. Analysis of the salary details for each position was done on the basis of the Population Groups and is presented in Table 34.

Table 34**Salary Level for each position in the states falling into each group**

Position	Group 1	Group 2	Group 3	Group 4
Panchayat Development officer/Secretary or equivalent position	7800	45000	25000-70000	45000
Assistant Secretary or equivalent position	0	0	14000	0
Junior Clerk or equivalent position	0	0	0	0
Senior Clerk or equivalent position	0	0	0	0
Superintendent or other supervisory position or equivalent position	0	0	0	0
Engineer or equivalent position	25000	0	35000	35400-112400
Overseer or equivalent position	0	0	0	0
Computer Operator/Technical Assistant or equivalent position	0	0	10000	16000
Tax Collector or equivalent position	0	0	23000-35000	1200
Water pump operator or equivalent position	5000	0	4000	0
Peon/Office Assistant or equivalent position	5000	7000	2000	23000
Cleaning/Health Staff or equivalent position	0	0	15000	0
Rojgar Sevak or equivalent position	20000	0	8000	16000

The above table clearly states that there are huge variations in the salary offered for same post in the different states. As the duties and responsibilities may be equal, the data denotes the need for taking necessary steps to bring equality in the salary across the country.

Availability of Officials in Each Post in the Selected States

Designation	Odisha	Bihar	Tripura	Assam	Uttar Pradesh	Nagaland	Jharkhand	Manipur	Maharashtra	Mizoram	Arunachal Pradesh	Himachal Pradesh	Meghalaya	Tamil Nadu	Madhya Pradesh
Panchayat Development officer/Secretary or equivalent position	✓	✓	✓	✓	✓	✓	✓	✗	✓	✓	✗	✓	✗	✓	✓
Assistant Secretary or equivalent position	✓	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Junior Clerk or equivalent position	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Senior Clerk or equivalent position	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Superintendent or other supervisory position or equivalent position	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Engineer or equivalent position	✓	✗	✗	✓	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗
Overseer or equivalent position	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Computer Operator/Technical Assistant or equivalent position	✗	✓	✓	✓	✗	✗	✓	✗	✓	✗	✗	✗	✗	✗	✗
Tax Collector or equivalent position	✓	✓	✓	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗	✗	✓
Water pump operator or equivalent position	✓	✗	✓	✗	✗	✗	✗	✗	✓	✗	✗	✓	✗	✗	✗
Peon/Office Assistant or equivalent position	✓	✓	✓	✓	✓	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗
Cleaning/Health Staff or equivalent position	✓	✗	✓	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗
Rojgar Sevak or equivalent position	✓	✓	✓	✓	✗	✗	✓	✗	✗	✗	✗	✓	✗	✓	✓

Comparison of Salary to the Post in the Selected States

Designation	Odisha	Bihar	Tripura	Assam	Uttar Pradesh	Nagaland	Jharkhand	Manipur	Maharashtra	Mizoram	Arunachal Pradesh	Himachal Pradesh	Meghalaya	Tamil Nadu	Madhya Pradesh
Panchayat Development officer/Secretary or equivalent position	45000	25000	NA	70000	45000	NA	19500	NA	NA	20000	NA	7800	NA	NA	NA
Assistant Secretary or equivalent position	14000	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Junior Clerk or equivalent position	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Senior Clerk or equivalent position	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Superintendent or other supervisory position or equivalent position	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Engineer or equivalent position	35000	120000	NA	NA	NA	NA	NA	NA	NA	NA	NA	25000	NA	NA	✗
Overseer or equivalent position	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Computer Operator/Technical Assistant or equivalent position	NA	NA	NA	16000	NA	NA	10000	NA	NA	NA	NA	NA	NA	NA	NA
Tax Collector or equivalent position	1200	NA	NA	35000	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

Water pump operator or equivalent position	4000	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	5000	NA	NA	NA
Peon/Office Assistant or equivalent position	2000	NA	NA	23000	7000	NA	NA	NA	NA	NA	NA	5000	NA	NA	NA
Cleaning/Health Staff or equivalent position	15000	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Rojgar Sevak or equivalent position	7000	12500	NA	16000	NA	NA	9500	NA	NA	NA	NA	20000	NA	NA	NA

CHAPTER 3
FUNCTIONING OF STANDING COMMITTEES/SUBCOMMITTEES

For the smooth functioning of the Gram Panchayats, Standing Committees are formed. The present study tries to understand the extent to which the standing committees contribute to the functioning of GPs

Functioning of Standing Committees in Assam

- There are mainly three standing committees present in a Gram Panchayat which are the Development committee, Social justice committee, and Social welfare committee.
- There is no provision for Subcommittees as per the Assam Panchayat Act 1994.
- Every Gaon Panchayat shall constitute the Standing Committees by election from among the elected members of the Gaon Panchayat.
- Each committee shall consist of not less than three or more than four members including the President or the Vice-President, as the case may be.
- The President of the Gaon Panchayat shall be an Ex-Officio member and Chairman of all three committees.
- The social justice committee shall consist of one member who is a woman and one member belonging to Scheduled Caste or Scheduled Tribe as the case may be.
- The Gaon Panchayat shall be competent to co-opt each committee, the members of the Agriculture Field Management Committee, Mahila Samitee, Yubak Samittee, and other similar bodies recognized by the Government such co-option should be decided by the Gaon Panchayat by resolution with majority support.

- The representative of Co-operative Societies in the Panchayat area shall be co-opted to the Development Committee, provided that the co-opted members shall have the right to take part in the deliberation but shall have no right to vote.
- There are no specific numbers of mandatory meetings of Standing Committees as per the Assam Panchayat Act. Standing Committee meetings can be organized as and when required.
- The social justice committee shall consist of one member who is a woman and one member belonging to Scheduled Caste or Scheduled Tribe as the case may be.
- The Gaon Panchayat shall be competent to co-opt each committee, the members of the Agriculture Field Management Committee, Mahila Samitee, Yubak Samitee, and other similar bodies recognized by the Government such co-option should be decided by the Gaon Panchayat by resolution with majority support.
- The representative of Co-operative Societies in the Panchayat area shall be co-opted to the Development Committee, provided that the co-opted members shall have the right to take part in the deliberation but shall have no right to vote.
- There are no specific numbers of mandatory meetings of Standing Committees as per the Assam Panchayat Act. Standing Committee meetings can be organized as and when required.

Madhya Pradesh

- Standing committees and the General Administration Committee, Construction and Development Committee, Education, Health and Social Welfare Committee.
- And the activities are like, Establishment and management and regulation of markets and fairs other than public markets and public fairs within the Gram Panchayat area.

- To prepare an annual plan for the economic development and social justice of the Panchayat area and submit it to the Janpad Panchayat within the prescribed time to be included in the plan of the Janpad Panchayat.
- To ensure the execution of such schemes, works, projects assigned to the Gram Panchayat by any law or which are assigned to it by the Central or State Government or District Panchayat or Janpad Panchayat.
- To consider applications for establishment of colonies falling within the Gram Panchayat area.
- To exercise control over local plans, resources and expenditure of such plans.
- To coordinate, evaluate and monitor the activities of the committees constituted by the Gram Sabha.
- To reallocate the funds made available by the Central Government or the State Government to the Gram Sabha in accordance with the norms fixed by the Central Government or the State Government in respect of works, schemes and projects related to the functions assigned to the Gram Sabha.
- And the association of the line departments in the Gram Panchayath administrations are,
- Health - Ayushman Registration, Health Check-up and Treatment of Diseases.
- Agriculture – Beneficiary Selection and Training.
- PDS – Food Distribution and Quality Monitoring.
- Social Welfare – Pension, Insurance, Benefits Distribution, Rehabilitation to eligible persons.
- Veterinary – Vaccination of Pet animals.
- Women and Child – Care, Awareness, Vaccination.

- Rural Development – SBM-G, PMAY-G, MGNREGA, 15th Finance Commission etc. Permitted Works.
- Education – Supervision of PTA and Participation in Benefit Distribution.

Maharashtra

- There are 20 standing committees in the Gram panchayat which includes: Village Agriculture Sanjivani Samiti, Village Child Protection Committee, Village Health Nutrition Water Supply and Sanitation Committee, Village Level Taxation Committee, Committee under Prevention of Child Marriage Act, Disaster Management Committee, Our Village Our Development Village Resource Group, Village Vigilance Committee Ration Shop, Sant Gadgebaba Village Sanitation Committee, Biodiversity Committee, Social Audit Committee, Forest Rights Committee, MGNAREGA SOCIAL AUDIT, Swachh Bharat Mission Monitoring Committee, Panand Road Committee, Birth-Death and Infant Death Registration Control Committee, Watershed Development Committee, Construction Committee, Adoptive Parent Scheme Committee, Sand/Sand Release Committee.
- There are 7 sub committees which are: Beneficiary level Committee, Mahatma Gandhi Tantamukt Village Committee, Forest Committee, Ward Development Committee, School Management Committee, and Construction Committee.
- The standing/subcommittees have non-elected/nominated/elected members which are anganwadi worker, teacher, asha sevika, talathi, agriculture assistant, police patil, ration shopkeeper.
- The number of mandatory meetings of Standing Committees are usually 12 (minimum 4).

- The recommendations of Standing Committees are mandatorily placed in the Panchayat Committee (body of the elected members)

Odisha

- According to the Panchayati Raj Act 7, Numbers of standing committees are functioning under the panchayath systems in Odisha state.
- And the several line departments are held by the socio-economical events under the state panchayath system. They are : Planning, Finance, Anti-poverty programme and Coordination Standing Committee; b. Agriculture, Animal Husbandry, Soil Conservation, Horticulture, Watershed Development and Fisheries Standing Committee; c. Works, Irrigation, Electricity, Drinking Water Supply and Rural Sanitation Standing Committee; d. Health, Social Welfare including Women and Child Development Standing Committee; e. Public Distribution System, Welfare of Weaker Section, Forest, Fuel and Fodder Standing Committee; Handicrafts, Cottage Industry, Khadi and Village Industries and Rural Housing Standing Committee; and g. Education, Sports and Culture Standing Committee.

Tamil Nadu

- Appointment Committee, Development Committee, Agricultural and Watershed Ridge Committee, Work Committee, Educational Committee are the main standing committees
- Village Poverty Reduction Committee, Village Water Management Committee, Village Level Child Protection Committee, Bio Diversity Committee, Village Panchayat Planning Facilitation Team are main sub committees

CHAPTER 4

CAPACITY BUILDING PROGRAMMES IN GPs

Capacity building means much more than training. It includes human resources, processes and systems. It implies development of capacities of individuals as well as of the institutions and the environment in which they function. In addition to appropriate knowledge, skills, values and attitudes, it includes the ability to foster systems, structures, leadership and an enabling environment that can optimally use the available human resources to achieve the desired outcomes.

The collected data points out the below listed activities as the Capacity building programmes taking place in the selected states.

- Various training programmes are offered to the officials and other stakeholders of the Gram Panchayats which include JJM, OSR and budget, SDG, RP programmes, GPDP, Panchayat Raj Award, etc.
- The SIPRD will review each training.
- The GPs are having association with the Line Departments for the implementation of different programmes such as
 - Health awareness camp with Health department, etc
 - Awareness programme on agriculture-related issues with the Agriculture department, etc
 - Selection of GPDP eligible beneficiaries for PDS, etc
 - Conduct periodical meetings with Anganwadi workers/Supervisor on child care issues for Social Welfare, etc
 - Conduct periodical meetings with the Veterinary department.

- Awareness meeting with pregnant women/Adolescent girls with the Women and Child department, etc
 - MGNREGS, NSAP, PMAY-G. Central Finance Commission programmes with Rural Development Department
 - Assist School Management Committee in various education-related issues
 - JJM, PWSS, CMSC, Water Testing, Solid and Liquid Waste Management etc under PHE Department
- The RGSA provides block level training; in block/zilla parishad level, basic training for sarpanch and other members in the GP is conducted; basic training for gram sevaks and village level staff are also conducted.
- GPDP training is provided to all Sarpanch/Upasarpanch/Anganwadi Sevika/Asha Sevaki/Teachers/Health workers. The training helps in preparing the GPDP plan and makes the plan effective. It also helps to fill up the evaluation form.
- YASHADA arranges all the training for Sarpanch, Upa Sarpanch, Gram Panchayat members. Hence knowledge enhancement becomes effective while any project or program is being implemented.
- Health camps, farmers meetings, vigilance committees, distribution of materials for disabled people, vaccination, women gathering, grama sabha, parents meeting, awareness of separation of wet waste from solid etc are conducted by the respective departments.

Recommendations on Capacity Building

It is equally important to build the capacity of officials and elected representatives of Panchayats. Simultaneously, it is also necessary to convert Panchayats into capable organizations which perform functions entrusted to them efficiently and deliver results. Building capacity would enable individuals to improve their competence and work efficiency.

- All the existing Secretaries of GPs should be trained to enable them to achieve the competencies required for discharging their responsibilities. This could include formal certification through distance / online education.
- The new Secretaries of Panchayats should be put through a rigorous induction training for at least six months.
- The GRS need to be given additional skills to enable them to function as technical assistants. The modules developed by MoRD with the technical assistance of ILO could form the core course material. This can be supplemented with material related to water supply and sanitation.
- SHGs used for outsourcing should be trained for the tasks they are expected to perform.
- Capacity of the CRPs engaged in social audit, accounting and IT related work should be strengthened in their areas of work preferably through a proper certification process.
- The functionaries should be equipped to leverage the benefit of “SECURE” software for automation of engineering works and other ICT applications relevant to the sector.
- All the functionaries should be skilled in basic IT functions.
- Special training on convergence needs to be organized for various functionaries including PR representatives.

- Special capacity building on the approach to achieve SDGs should be provided for various functionaries.
- The quality monitors should also be appropriately trained at the SIRD & PR. The modules may be developed in collaboration with a reputed technical agency.
- The capacity building framework should identify the target groups, conduct training need assessment in line with the recommendations of this committee, formulate additional themes in addition to the existing areas, organize capacity building through cascading mode, create National Resource Persons, partner with other Institutions and ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. In order to meet this gigantic task, institutional strengthening and adequate funding arrangements are also essential.
- The leaders of VOs of SHGs need to be specially trained on the roles and responsibilities of GPs and the means of working in partnership with them. They should also be trained to enable them to perform the tasks which may be outsourced to them by the Panchayats.
- Employees on contract, particularly those related to engineering, need to be adequately trained.
- The members of the Functional Committees and Standing Committees have to be equipped to play their expected roles.
- Joint training of elected representatives and officials needs to be encouraged.
- Institutions and staff expected to provide support to Panchayats should be imparted adequate training on the modalities of support and sensitized on the way of working with elected local governments.
- Citizen education is very important both to strengthen the demand side for good

governance as well as to ensure social accountability. This can be best done through identification of CRP particularly from the SHG network. They must be imparted training on PR in phased modules.

- Educational institutions, particularly colleges, can provide support to Panchayats. They should also be thoroughly made aware of the functioning of Panchayats and the possibilities and modalities of working with the Panchayats.
- NIRD & PR should perform the lead role in the capacity building of Gram Panchayats.
- Periodic evaluation is recommended for the excellence of panchayat functioning
- For the near future, training and institutional costs would have to be fully borne by the Central and State governments.
- An Inter-Ministerial Group may be set up to ensure that capacity building efforts do

The study report has not ventured into a detailed analysis of capacity building as the new report on Capability Building Framework provides detailed assessment and recommendations.

Strengthening of DPRCs and BPRCs

As part of the RGSA, states are being supported to establish Block Panchayat Resource Centres (BPRC) and District Panchayat Resource Centres (DPRC). As of now, these have been designed to function as training coordination mechanisms. These are yet to be established in many states and the functioning of these centres needs to be revamped. Their functions and mandates as well as the way they are being operationalised is to be assessed and further strengthened. Considering the issues being faced by the GPs in terms of inadequate human resources, how the DPRCs and the BPRCs can play a more supportive role needs to be probed.

Even though a detailed quantitative study was not undertaken as part of this study, based on the key informant interviews in the context of strengthening the human resources in Panchayats, it is suggested that the human resources and the mandates of these centres may be revamped so that they address the HR concerns in Panchayats. And capacity development of an institution is inclusive of human resources!

District Panchayat Resource Centres

DPRCs have to provide the following support, apart from the usual training support:

i. Help Desk – DPRCs have to function as Help Desks for answering queries and doubts among the elected representatives and employees of GPs. This can be by way of a Phone in System where the answers could be given immediately or in cases where the answers have to be collected from experts or higher officials, within 48 hours. This Help Desk requires a pool of experts which can be drawn from the various district level officers of the Panchayat/Rural Development Department

as well as allied departments (which have a role as part of the 11th Schedule), volunteers who have experience (retired) or subject experts on volunteer basis. In addition, one officer from each development department, agency or Flagship schemes at the district level could be designated as focal points or nodal officers who also provide support to the Help Desk on a regular basis. DPRCs are already provided with support for faculty/RP from RGSA and they can play the coordinator role of this Help Desk.

ii. Mobile Field Teams- A group consisting of officers as mentioned above as well as volunteers could be identified as members of Mobile Field Teams at the district level and who could provide field level support if required on specific subject areas. They will travel to the BPRCs on a regular basis and days could be earmarked for each block where the GP functionaries come and clear their doubts or seek support.

iii. Pooling of HR – The DPRC may also assess the HR situation in GPs on a regular basis and especially when specific intensive activities are undertaken at the GP level (like GPDP preparation, PDI). Based on this, the DPRC can pool human resources from among the RPs and provide specific support to the GPs which have HR inadequacies.

Presently, the funds earmarked for DPRC is follows (other than rent)

Thematic Expert – Rs. 30000 per month

District Coordinator – Rs. 35000 per month

The suggestion is, in addition to the above, to have an office coordinator / Help Desk coordinator who is available in the DPRC on a regular basis. Suggested amount is Rs. 25000 per month. This

is because the Thematic expert and the District Coordinator will have field duties and training programmes which makes them unavailable in the DPRC for various support to be provided to the GPs.

10% of the amount for DPRC human resources could be earmarked for honorarium and travel for experts/RPs on call for providing help desk support or mobile field team support.

Thus, the additional funds requirements will be as follows:

Rs. 25000 per month x 12 months x 665 districts = Rs. 199,500,000 (Rs. 19.95 Crores) per year

Plus 10% of the DPRC expenses for experts/RPs on call (Apprx. Rs. 99,750,000 = Rs. 9.97 Crores) per year

Block Panchayat Resource Centres

The following activities can be undertaken by BPRCs, in addition to the routine training programmes:

i. Resource Centre – almost in line with the Help Desk at the District level, the BPRCs should function as resource centre which provides support in terms of answering queries, clearing doubts, providing documents and materials of relevance and guidance and advice on various matters of importance. It is not only about GPDP and implementation, but also about general administration, flagship programmes and various state and central schemes. This means that the BPRC should be equipped with resource persons and experts. It is not feasible to employ people for this on a full time basis but this can be done with creating a pool of RPs drawn from various offices at the Block level, retired officials who are paid on a daily honorarium basis (10% of the BPRC funds can be

used for this) and volunteers. BPRC can also coordinate in pooling of HR in their Block area.

Presently, the RGSA provides one thematic expert per BPRC. This can be supported by one more person as BPRC coordinator with a remuneration of Rs. 25000 per month. Thus, the additional funds requirements at the BPRCs will be as follows:

Rs. 25000 x 12 months x 6700 Blocks = Rs. 2,010,000,000 (Rs. 201 Crores) per year

Plus 10% of the BPRC expenses for experts (Apprx. Rs. 4,824,000,000 = Rs. 482.4 Crores) per year

District Planning Committees

DPCs are constitutionally mandated bodies which in most of the states are non-functional. It is also because of the fact that the functions of the DPCs are not clearly mandated.

While we have launched the planning activities in all the three tiers of the Panchayati Raj as per Article 243G, which are being strengthened through GPDP, BPDP, DPDP guidelines and the FFC awards, these have to be complemented by Article 243ZD in Part IXA of the Constitution, section (1) of which reads as follows:

“243ZD, Committee for district planning:- (1) There shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole”.

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With the advent of the GPDP, BPDP and DPDP, there is a need to guide, lead, coordinate, integrate and monitor the plans at various tiers. There is also the need for preparation of the District Plan, which is the mandate of the DPC. In this context, the suggestion is to have a support system to the DPC with a senior DPC coordinator and an Associate which could do the data management and research activities for the DPC.

Additional funds requirements will be as follows:

DPC Coordinator @ Rs. 75000 per month x 12 months x 665 districts = Rs. 5985 lakhs per year

DPC Research Associate @ Rs. 60,000 per month x 12 months x 665 districts = Rs. 4788 lakhs per year

DPRC, BPRC and DPC Support Required

	Total number of DPRCs	Monthly remuneration/person INR	Total per month in INR Lakhs	Cost per year in INR lakhs	Existing allocation INR Lakhs	Additional requirement INR Lakhs	Five year cost INR Lakhs	Existing allocation for five years INR Lakhs	Additional requirement for five years INR Lakhs
District Panchayat Resource Centre (DPRC)									
Thematic experts	665	30000	200	2394	2394	0	11970	11970	0
District Coordinator	665	35000	233	2793	2793	0	13965	13965	0
Helpdesk coordinator	665	25000	166	1995	0	1995	9975	0	9975
Total for DPRC (Additional)									9975
Block Panchayat Resource Centres (BPRC)									
Thematic experts 2 per BPRC	6700	25000	1675	20100	10050	10050	100500	50250	50250
Experts and RPs on call			0	18500		18500	92500	0	92500

Total for BPRC (Additional)									142750
District Planning Committee (DPC)									
DPC Coordinator	665	75000	499	5985	0	5985	29925	0	29925
DPC Associates	665	60000	399	4788	0	4788	23940	0	23940
Total for DPRC (Additional)									5265

CHAPTER 5

CHALLENGES AND ISSUES FACED IN TERMS OF HR

The study tried to understand the issues which the panchayats are facing in terms of HR management. It is consolidated in this chapter

Assam

- Challenges and issues commonly faced by the Gram Panchayats in Assam in terms of HR management are as follows.
 - The challenges in terms of human resources are faced mainly by contractual employees which are engaged mainly in different schemes.
 - There is no perfect HR policy for contractual employees in the department.
 - Most of the contractual employees are always in search of another secured service as contractual services of the P&RD department are co-terminus with the scheme.
 - There is a need for proper distribution of work among the employees.

Madhya Pradesh

- Major challenges faced in terms of human resources for the smooth functioning of the GP are : High Material Cost affects Beneficiary Construction Works.
- Citizens deny to work during their own Agriculture Work and Forest Product Collection Works.
- Lack of Expert Staff.
- And the panchayath administration faces the main challenge of standing committees mainly the Lack of Expert Staff and Lack of interest among representatives.

Maharashtra

- (i) Lack of government employees while creating a people-oriented system. (Additional burden of two Gram Panchayats to a single Gram Sevak)
- (ii) There is no work without politics.
- (iii) Interference of relatives in Gram Panchayat functioning
- (iv) Gram Sabha has become a political arena.
- (v) Undertrained Sarpanch/Member.
- (vi) Indifference of Standing Committees
- (vii) Indifference of people for tax collection.
- (viii) People's representatives not doing their work on time.
- (ix) Indifference among people for direct participation in village development.
- (x) Indifference of people to pay public subscription for development works.
- (xi) Absence of monthly meetings to approve various scheme proposals in Gram Panchayat.
- (xii) Non-availability of government scheme criteria in time.
- (xiii) Clerical class employees are non-government.
- (xiv) Absence of Gram Panchayat Akriti Bandh of at least two employees.

- The challenges faced for the smooth functioning of the Standing Committee are as follows:

- (i) Indifference of Committee Chairpersons
- (ii) Not reviewing the work of the committee, s/he is chairing.
- (iii) Lack of coordination of various departments with the Rural Development Department for setting up committees.

(iv) During the establishment of committees of various departments, due to the absence of the staff secretary of the concerned department, the purpose for which the committee is formed in Karnaya is not successful.

(v) People do not cooperate.

- The challenges faced by Sub Committee for its smooth functioning are as follows:

(i) Lack of interest in work

(ii) Not conducting regular meetings.

(iii) Not reviewing the work of the committee, he is chairing

(iv) Many committee members who are included due to political influence block the seats without doing any work.

(v) Many committee members have no knowledge of a particular subject of the committee.

(vi) One person (Gram Sevak) cannot be the secretary of multiple committees resulting in inefficiency of the allotted role.

(vii) Committees can suggest ideas but Gram Panchayat has no compulsion of accepting these ideas.

Odisha

- Major Challenges are faced by the Panchayat administration systems in the Odisha state, More than one lakh PRI members get elected to the 3- tier Panchayati Raj Institutions in the state in every five years. Out of them more than 50% are women PRI members. One of the most challenging tasks is to impart the required knowledge & training to the newly elected PRI representatives who come with varied educational & socio-cultural backgrounds. Involvement of Line Department Officers as co-opted members of the Standing Committees Absence of

provisions under Odisha Gram Panchayat Act & Rules for mandatory meetings of the Standing Committees Integration of various committees functioning under different flagship programmes at GP Level with the statutory Standing Committees of the GP.

- Inadequate core GP Functionaries at GP Level to carry out the mandated assignments. Involvement of Line Department Officers in the GP administration for formulation of plan and its implementation. Coordination among different Departments / Schemes / Funds for effective convergence. Mobilization of the local community for better participation in the Gram Sabha. Absence of dedicated institutional framework for providing handholding support to GP with regards to preparation of plan. Proper monitoring of development activities for ensuring quality implementation of schemes and programmes.

Tamil Nadu

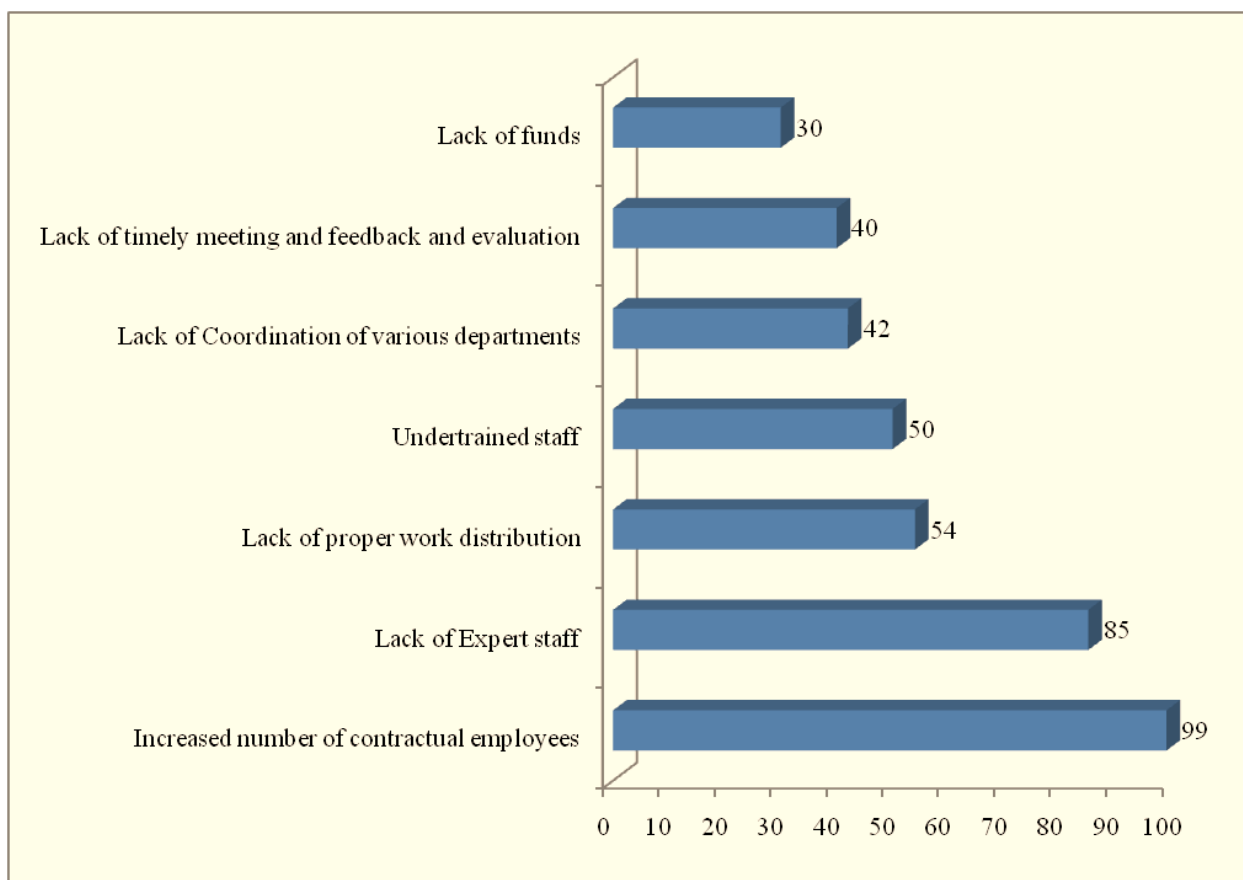
- *Major challenges in terms of human resources for the smooth functioning of the GP*
 - Insufficient Technical Staff like computer operators in regular roles.
 - Need to increase regular staff in the OHT operator category for the effective water supply.
 - Need to increase sanitation staff in the panchayat.
 - Need to increase SWM – Thoomai Kavalargal Salary.
 - Delay in crediting salary for the staff at village panchayat level.
- *Major challenges in terms of human resources for the smooth functioning of the Standing Committee*
 - Lot of coordinating issue among the elected members and non-elected/nominated members in the standing committees
 - Lack of funds to implement the standing committees recommendations

- Major challenges in terms of human resources for the smooth functioning of the Sub committee
 - Lack of availability of funds for the working of sub committees.
 - Lack of coordination between the members.

Almost all the gram panchayats listed out many problems they face in terms of human resources. Standing committee also pointed out many issues they face on account of human resource availability in the GPs. (Figure 29)

Figure 29

Problems Faced by GPs in Terms of HR



CHAPTER 6

RECOMMENDATIONS AND SUGGESTIONS

There has to be a more systematic policy-based approach to human resources with clear norms for staffing, recruitment, remuneration, career advancement and so on. Obviously, this cannot be achieved overnight but a time bound plan of action is needed. Strengthening of HR should be seen holistically and not merely in terms of recruitment of additional staff which should be taken up only as a last resort. Sufficient attention has to be paid for competency-based capacity building for existing staff, simplification of processes, procedures and systems, widespread introduction of e-governance, adoption of norms-based outsourcing, etc. Also, in the new context, the old Gandhian concept of multipurpose village worker assumes relevance.

Convergence of resources and services, both horizontal and vertical, across Panchayats and Departments is very important in achieving efficiency and impact. Autonomy to make decisions within the overall framework of implementation but keeping in mind local priorities, bottom up flow of feedback and suggestions, room for innovation, incentivizing/rewarding good performers and hand holding and encouraging the not so good performers – all contribute towards improved performance by the grass root level staff.

Human resources are of paramount importance in achieving the desired impact of various development projects on a sustainable basis. However, there is very little data/information available at the State level related to human resources. Hence, it becomes difficult to arrive at a comprehensive policy.

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

The use of technology, especially Information and Communication Technology (ICT), can to a great extent augment the capacities of the Panchayats and empower them and make programme delivery more efficient and transparent. If programme efficiency is expected, there has to be organizational efficiency. This would shift the attention to strengthening the availability of human resources at the level of the GPs.

On the basis of the study we suggest the following:

1. Every GP, irrespective of population and size, should have a full time Panchayat Secretary who is also a regular employee and functions as the Chief Executive of the Panchayat.
2. The GPs coming under Group 1 must have a Panchayat Secretary and Computer Assistant. The administration of GPs in Group 2 must have a Secretary, Assistant Panchayat Secretary and Computer Assistant. While considering the GPs under Group 3 and Group 4, there should be an increase in the number of assisting staff for the Panchayat Secretary. Appointment of Assistant Panchayat Secretary, more than two Computer Assistants, LD Clerk, Panchayat Development Officer is recommended.
3. It is suggested to appoint a Technical Assistant (TA) in every GP should to carry out its engineering functions. He/she should be a Diploma or Degree holder in the technical field.

4. Regarding support staff for IT and accounting, for smaller panchayats (population less than 5000), outsourcing trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs.
5. All employees should be proficient in computers for their work. This should be a mandatory qualification for future recruitment. Existing employees should be enabled to acquire the required proficiency within a fixed period, for which the State should provide the required support.
6. For new recruitment all candidates should be at least graduate with proficiency in computers which needs to be tested at the time of selection, irrespective of their previous training and certification. The selected candidates should undergo an induction training of at least sixteen weeks including 4 weeks of mandatory field level training.
7. For all the existing staff, including those on contract, minimum levels of competence required for that position should be ensured. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for the different positions.
8. The selection process should be transparent, merit based and fair. It should be conducted by the formal institutions like the State Public Service Commission or any competent authority of the State Government or any agency authorized by the State either at the State, Division or District levels. The appointing authority should be at least one level above the GP, either at the IP or DP.
9. Even for contract employees, minimum qualifications and rigorous selection procedures are recommended
10. It is suggested that the work of all employees in a GP should be supervised and monitored by the concerned Panchayat. This would include reviewing performance, inspecting work,

calling for performance reports and systematic community based monitoring to ensure inclusive and effective reach and quality of services. Complaints will be forwarded by the GP to the IP or District level for disciplinary action. A functioning grievance redressal mechanism must be in place.

11. MoRD, MoPR and MDWS would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the GP and IP level
12. The Panchayats should be encouraged to use only transaction-based software for (i) carrying out their functions in delivering local services, (ii) in maintaining database related to local planning and monitoring progress, (iii) financial management including e-procurement and (iv) works management including estimation. This has to be associated with necessary process re-engineering like adoption of a double entry system of accounting and amendment of rules for electronic maintenance of cash books etc., if needed.
13. E-learning tools may be designed for training, especially in the case of public works, waste management, etc. This will facilitate self-learning through animated software which can simulate real life situations.
14. A competency framework may be developed for each category of staff as well as for the elected representatives and training designed to fill the gap. This would be analogous to the National Skills Qualification Framework (NSQF).
15. Panchayats should have the freedom to seek training on topics which they feel have immediate relevance - this would make capacity building demand-driven.

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

HR Recommendation for the Groups

Group 1- Population < 2500- Grade 1

Administration

- One secretary mandatory – full time, Graduate, Computer skills essential
- Pooling of Human resources among a maximum of 5 similar panchayats
- Clerical staff – 2 with Higher secondary pass with computer skills
- State to provide salary
- Tasks to be clearly defined.
- Days to be fixed and made public

Support staff

- Mainly for cleaning etc – Daily wages / Part time for each Panchayat
- Support staff to be Panchayat employees, recruited and paid by the Panchayat

Technical staff

- Mainly the engineers/engineering staff, one engineer for a cluster of 10 Panchayats
- Overseers – one for every 5 similar panchayats
- State to recruit and provide salary (Or this could be pooled from various schemes like MGNREGS)
- Tasks to be clearly mentioned, days to be allocated and publicized.
- Supervision by the Panchayats concerned – Joint management committee with all the Presidents to meet once in a month

Group 2

Administration

- One secretary and one clerk mandatory
- Secretary to be graduate with computer skills

- Clerk to be Higher secondary pass with computer skills
- State to recruit and post.
- Salaries to be paid by the state or transferred to the panchayat

Support staff

- To be Panchayat employees, recruited and paid by the Panchayat

Technical staff

- Mainly the engineers/engineering staff, one overseer for each Panchayat
- A graduate engineer for a cluster of 5 similar Panchayats
- State to recruit and provide salary (This could be pooled from various schemes like MGNREGS)

Group 3

Administration

- One secretary – Graduate, computer skills
- Clerical and other staff similar to the structure existing in the state government (different grades of clerks, supervisory level staff etc.)
- State to recruit, post and pay salaries or salaries transferred to the Panchayat

Support Staff

- Panchayat staff to be recruited and posted by the Panchayat, monthly salary

Technical staff

- One graduate engineer per Panchayat
- For Panchayats with more than 25000 population, an additional overseer

- Health and sanitation functionary - looking after sanitation, various institution hygiene and overall health related aspects
- State to recruit, post and pay salaries or transfer the amount to the Panchayat

General

- In all cases, the reporting is to be to the Panchayat President
- Attendance, CR to be by the President on behalf of the Panchayat
- Disciplinary actions (minor punishment) by the President as per the decision of the Panchayat
- Reports to be sent to the state government by the President for higher grades of punishment
- Transfer norms to be fixed for staff being posted by the state government
- No transfers before completion of three years.
- Any other transfer only with the concurrence of the Panchayat or by request from panchayat.

Standing Committees:

Generally, Two types

1. As sub committees of the Panchayat (only elected representatives)
2. Committees formed by the Panchayat with non-ERs also along with ERs.

Suggestions on Standing Committees

- In cases where the standing committees are exclusively of ERs, a provision to invite experts and stakeholders as special invitees
- For others, inclusion of ERs, SHG representatives, women, SC/ST mandatory
- All ERs to be part of at least one standing committee
- Chairperson of the standing committee should be an ER.
- Concerned sectoral officials to be mandatory members.
- Not more than 10 members in a standing committee.

- Standing committees to be based on broad themes.
- Number and themes to be decided by the state government
- It could also be a few themes clubbed together so that the number of standing committees are not too many.
- All planning for various SDG themes to be led by the concerned standing committees.
- The plans for each of the themes have to be approved by the relevant standing committee before taking to the Panchayat committee.
- Monitoring of the activities to be done by the concerned standing committee.
- Expenditure reports to be verified by the standing committee before submitting to the Panchayat committee.
- Panchayat budgets are finalised only after the concerned standing committees' vet the suggestions.
- For Grade 1 Panchayat, a single expanded Panchayat committee would be enough with non-ERs included.

ROAD MAP FOR DEVELOPING THE HUMAN RESOURCES IN GPs

MoPR Roadmap:

- Circulate the recommendations as advisory – October 2023
- Responses to be invited from the states on their present status and feedback – October 2023
- Discussion with Ministries with major schemes at the Panchayat level where functionaries are posted – November 2023
- Possibilities of sharing these personnel with the Panchayats to be discussed and decided – November 2023
- States to consider and see the balance requirements – December 2023
- RGSA guidelines to be relooked to see whether HR could be supported for the Grade 1 and 2 Panchayats – partially or completely.

Group/ Designation wise Financial Implication with possible resources

GROUP 1

Sl.No	Designation	No of positions in GP	Minimum Monthly salary per person	Minimum Monthly salary per GP	Share by State	Share by CFC	Share by GP(OSR)	Share by Schemes
1	Panchayat Development officer/Secretary	1	25000	25000	100%			
2	Assistant Secretary			0				
3	Junior Clerk	1	20000	20000	100%			
4	Senior Clerk			0				
5	Superintendent			0				
6	Engineer			0				
7	Overseer			0				
8	Computer Operator/Technical Assistant/Clerk	1	20000	20000		100%		
9	Tax Collector	1	15000	15000				
10	Water pump operator			0				
11	Peon/Office Assistant			0				
12	Cleaning/Health Staff	1	8500	0			100%	
13	Rojgar Sevak	1	10000	10000				100%
	Total			90000				

GROUP 2

STUDY ON “DEVELOPMENT OF HUMAN RESOURCES IN PACHAYATS”								
Sl.No	Designation	No of positions in GP	Minimum Monthly salary per person	Minimum Monthly salary per GP	Share by State	Share by CFC	Share by GP(OSR)	Share by Schemes
1	Panchayat Development officer/Secretary	1	25000	25000	100%			
2	Assistant Secretary			0				
3	Junior Clerk	1	15000	15000	100%			
4	Senior Clerk			0				
5	Superintendent			0				
6	Engineer			0				
7	Overseer	1	20000	20000	100%			
8	Computer Operator/Technical Assistant	1	20000	20000		100%		
9	Tax Collector	1	15000	15000			100%	
10	Water pump operator		10000	10000			100%	
11	Peon/Office Assistant	1		0				
12	Cleaning/Health Staff	1	8500	8500			100%	
13	Rojgar Sevak	1	10000	10000				100%
	Total			123500				

GROUP 3

STUDY ON “DEVELOPMENT OF HUMAN RESOURCES IN PACHAYATS”								
Sl.No	Designation	No of positions in GP	Minimum Monthly salary per person	Minimum Monthly salary per GP	Share by State	Share by CFC	Share by GP(OSR)	Share by Schemes
1	Panchayat Development officer/Secretary	1	25000	25000	100%			
2	Assistant Secretary	0		0				
3	Junior Clerk	1	15000	15000	100%			
4	Senior Clerk	0		0				
5	Superintendent	0		0				
6	Engineer	1	25000	25000	100%			
7	Overseer	0		0				
8	Computer Operator/Technical Assistant	1	20000	20000		100%		
9	Tax Collector	2	15000	30000			100%	
10	Water pump operator	2	10000	20000			100%	
11	Peon/Office Assistant	1	10000	10000			100%	
12	Cleaning/Health Staff	2	8500	17000			100%	
13	Rojgar Sevak	1	10000	10000				100%
	Total			172000				

GROUP 4

STUDY ON “DEVELOPMENT OF HUMAN RESOURCES IN PANCHAYATS”								
Sl.No	Designation	No of positions in GP	Minimum Monthly salary per person	Minimum Monthly salary per GP	Share by State	Share by CFC	Share by GP(O SR)	Share by Schemes
1	Panchayat Development officer/Secretary	1	25000	25000	100%			
2	Assistant Secretary	1	20000	20000	100%			
3	Junior Clerk	1	15000	15000	100%			
4	Senior Clerk	1	17000	17000	100%			
5	Engineer	1	25000	25000	100%			
6	Overseer	1	20000	20000		100%		
7	Computer Operator/Technical Assistant	1	20000	20000			100%	
8	Tax Collector	3	15000	45000			100%	
9	Water pump operator	2	10000	20000			100%	
10	Peon/Office Assistant	2	10000	20000			100%	
11	Cleaning/Health Staff	3	8500	25500			100%	
12	Rojgar Sevak	1	10000	10000				100%
	Total			262500				

Expected Share from CFC

Group	No. of GPs	Total HR cost per year in Crores Rupees	Expected CFC share per year Crores Rupees	Expected CFC share for five years Crores Rupees	Percentage share of CFC support
Group 1	105855	11432	2540		22.22
Group 2	117612	17430	2822		16.19
Group 3	17193	3548	412		11.62
Group 4	14865	4682	356		7.61
Total	255525	37092	6130	30650	16.52

For DPRCs, BPRCs and DPCs **Rs. 3366 Crores for five years** will be requirement of which Rs. 1786 Crores could have been used by states as per the present RGSA (it is understood that most of the states are yet to use this amount). This means that **Rs.1579 Crores for five years** as additional resources from FFC would suffice for the additional human resources proposed for BPRC, DPRC and DPC.