

No. N-11012/11/2010-P&J
Government of India
Ministry of Panchayati Raj
<http://panchayat.gov.in>

Krishi Bhawan,
New Delhi-110001
Dated: 6th July, 2011

From: A.N.P. Sinha,
Secretary

To: The Chief Secretaries,
All States/UTs

Subject: Dedicated Manpower for the Gram Panchayats (GPs).

Sir,

Kindly recall our advisory dated 23.10.2009 (*Annexure-I*) wherein, *inter alia*, it was suggested to provide a minimum core staff to the GPs viz. Panchayat Development Officer (PDO)/Secretary, Technical Assistant (TA) and Accountant since the existing manpower generally is not commensurate with the nature and magnitude of their responsibilities.

2. Core staff position as reported to MoPR is at *Annexure-II*. It is seen that in many cases, even a full time GP Secretary is not provided. Since the size and responsibilities of GPs vary widely, reasonable norms based on the area, population, terrain etc. of the GP and functions devolved could be laid down by the States. We recommend at least a PDO, a TA and an Accountant for a GP or a cluster of GPs with 5000 population.

3. Since MGNREGA mandates the Panchayats as the principal planning and implementation authorities, a joint circular was issued by MoPR and MoRD dated 12.11.2010 (*Annexure-III*) for providing one PDO and one Junior Engineer(JE) for the following categories of GPs :-

- (a) GPs in LWE Districts.
- (b) GPs with population more than 5000.
- (c) GPs in districts with expenditure under MGNREGA more than Rs. 100cr.
- (d) GPs in States that have devolved at least 5 subjects along with funds and functionaries.
- (e) GPs with PURA Project.

4. Under this framework, the Central Government proposed to support the States financially (90% to begin with, to be brought down progressively by 10% every year) out of MGNREGS administrative cost, subject to the States following Model Recruitment and Service Rules (MRSR) that provide for (a) initial recruitment on tenure basis; (b) a transparent and fair selection process through SPSC/SSB; (c) absorption into appropriate regular cadres, etc.

5. Based on the views/ comments received from the States on the above framework, MoRD has issued a circular dated 7.6.2011 (*Annexure-IV*) making certain modifications to the joint circular dated 12.11.20110, as follows:-

- (i) Cost sharing between the Centre and the State would continue to begin in the ratio of 90:10 but would be reduced by 10% every year for 5 years and would continue at 50:50 for another 5 years.
- (ii) As regards the method of Selection and Recruitment, Rule 7 stands modified and now the States may follow their own Rules so long these are transparent and fair.
- (iii) Monthly consolidated remuneration for the PDO and JE has been enhanced to Rs. 12000 and Rs. 10000/- per month respectively. Moreover, States could pay still higher amounts, but securing additional expenses from other sources.
- (iv) Qualification for the PDOs now includes the subject of Commerce also. For the post of JE, Diploma holders could also be considered in case Degree holders are not available.
- (v) Certain critical conditions such as (a) these personnel maintaining GP accounts in MAS format using PRIASOFT, preparing integrated decentralized plans using PlanPlus(b) providing a functional office building for the GPs, are reiterated.

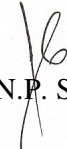
6. This provides a much-needed opportunity to place core staff at the GPs for effective planning & implementation of MGNREGA in particular. Proposals in the requisite format to MoRD, with a copy to MoPR, may therefore be sent on top priority.

7. It may be noted that many GPs are not covered by the norms referred to in para 3 above. The States may, therefore, like to use BRGF, 13th FC, States own reasons, MGNREGA funds etc. to cover the remaining GPs. An illustrative calculation is at *Annexure-V*. 12th Plan is likely to entrust much more responsibilities to the Panchayats and therefore urgent action is needed right now.

8. Placing PDOs in GPs is of critical importance since the increasing complexity and magnitude of the responsibilities of the GPs and applications under e-Panchayat(Annex.VI) cannot be satisfactorily handled by the conventional GP Secretary. Karnataka has appointed PDOs and it has made a quantum improvement in the functioning & confidence of the GPs.

Enclosures: As above.

Yours faithfully,


(A.N.P. Sinha)

Copy to: Principal Secretary, Panchayati Raj Deptt., All States/UTs for needful.

No. M-11011/162/2008-P&C(AR)
Government of India
Ministry of Panchayati Raj

Krishi Bhavan, New Delhi-110001.

Dated: 23rd October, 2009

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

To: Chief Secretary,
All States/UTs

Subject: Guidelines on Manpower for the Panchayati Raj Institutions (PRIs).

Sir,

The 73rd Amendment to the Constitution in 1993 has ushered in an important chapter in the process of democratic decentralization in the country. The PRIs have consequently become a permanent tier of self government at the local level with, inter alia, specific role in planning and implementation of programmes for economic development, service delivery and social justice, particularly in relation to 29 matters listed in the 11th Schedule. The 11th Plan stipulates substantial empowerment and use of the PRIs as the primary means of delivery.

2. However, even after 15 years of the Amendment, the PRIs are generally yet to come up as the effective units of self-governance due to several reasons, a key reason being inadequate capacity of the PRIs, which has two facets, namely, their organizational capacity and capability of the officials and elected representatives. All the same, their responsibility are increasing progressively due to their role in the planning and implementation of NREGA, BRGF, MDM, SSA, NRHM, TFC and so on.

3. The issue of capacity of the PRIs was deliberated upon in the 1st Round Table of Ministers in-charge of Panchayati Raj held at Kolkata on 24th-25th July, 2004 where the following resolutions were adopted:-

- (i) Devolution of functionaries to the PRIs should be patterned on the mapping of activities related to the devolved functions.
- (ii) Where deputation of State Government officials is required to assist the PRIs in planning or implementing the devolved activity, the officials concerned must be primarily responsible to, and be under the disciplinary supervision and control of the elected authority.
- (iii) With a view to building a cadre of officials and technocrats specialized in the devolved functions of the PRIs, States/UTs may consider instituting a Panchayati Raj Administrative and Technical Service, with the States/UTs discontinuing further recruitment of staff to State services for such devolved functions.
- (iv) Reconceiving the role of District Rural Development Agencies (DRDAs) as an important instrument for PRIs development through the progressive merger of the DRDAs with the District Panchayats. The technical expertise and other facilities of

the DRDAs should become available to all tiers of the PRIs under the overall responsibility and disciplinary control of the elected authority.

4. The 2nd Administrative Reforms Commission (ARC), in its 6th Report titled 'Local Governance – an inspiring journey into the future', has made the following recommendations on this issue:-

- (i) Panchayats should have power to recruit personnel and to regulate their service conditions subject to such laws and standards as laid down by the State Government. Evolution of this system should not be prolonged beyond three years. Until then, the Panchayats may draw upon, for defined periods, staff from departments/agencies of the State Government, on deputation.
- (ii) In all States, a detailed review of the staffing pattern and systems, with a zero-based approach to PRI staffing may be undertaken over the next one year in order to implement the policy of PRI ownership of staff. The Zila Parishads, particularly, should be associated with this exercise.

5. Further, in a good paper on 'Administrative Decentralization for Effective Functioning' of the PRIs, some specific measures have been suggested as listed at Annex-I.

6. Logically, for the subjects listed in the 11th Schedule and others that have been devolved, the Panchayats should have the power to (i) recruit personnel, (ii) regulate their service conditions, and (iii) exercise control over them, subject to such laws and standards as may be laid. However, due to several factors such as (i) service conditions of the existing employees, (ii) lack of enabling administrative and legislative environment for transferring the State Govt. employees to the Panchayat Cadre, (iii) resistance from the existing employees etc., there would be problems in implementing this arrangement. Therefore, the following transitional and permanent arrangements with a definite time line are suggested.

(i) A quasi Gram Panchayat (GP) Cadre of field level functionaries, whose work is vital to the GP and whose work touches the lives of people at large, should be created. This would include: Panchayat Secretary, Accountant, Technical Assistant, Computer Operator, Teachers, ANMs, Anganwadi Workers, Agricultural Assistants, Livestock Assistant, Motor Pump Mechanic, Electricity department Linemen etc.

(ii) If the area of operation of these functionaries is a GP, they should be fully answerable to the GP though recruited by the District Panchayat. Eligibility, service conditions and recruitment procedure for this group could be specified by the State Government without diluting the authority of GPs.

(iii) The existing staff on these posts should be allowed to continue till they superannuate or are promoted. The resultant vacancies should be filled by GP cadre alone.

(iv) The District Panchayat Cadre (DP Cadre) could comprise of officials that have jurisdiction over areas larger than a GP. Employees of the DP cadre would supervise the work of the functionaries at the GP level. Examples of this would be: Extension Officers, junior engineers etc. Some employees listed above for the GP cadre could also fall in this

cadre. The DP cadre could be constituted by a judicious mix of direct recruitments and promotion from the GP Cadre. Only those found to be meeting expected standards measured in quantifiable terms should be considered for promotion. Perhaps entering the DP cadre from GP cadre could get more than one promotion within the DP Cadre, before he/she can move to the next level.

(v) State Cadre: Ideally, even Class I & II officers should belong to DP Cadre. However, during the transition period, this cadre could be a State Cadre and people from this cadre should be posted on deputation to the District/Intermediate Panchayats.

(vi) The possible promotional channel could be illustrated as follows. The levels/nomenclature would evidently be state specific.

- a) Panchayat Secretary (GP Cadre) → Village Development Officer (DP Cadre) → Extension Officer (Panchayat) (DP Cadre) → BDO (State Cadre) → Further promotions as per the State policy.
- b) Anganwadi Worker (GP Cadre) → Mukhya Sevika (DP Cadre) → ACDPO (DP Cadre) → CDPO (State Cadre) → State Directorate/Commissionerate.
- c) Agriculture Asstt. (GP Cadre) → Extension Officer (Agr.) (DP Cadre) → Agriculture Officer (DP Cadre) → State Cadre

7. As evident, the Panchayat should normally have four categories of staff :

- (i) Core staff for its internal processes: Secretary, Accountant, Technical Assistant and Computer Operator. Given the ever increasing responsibilities and complexity of the task in the GP, it would be desirable to create a post of Panchayat Development Officer with a degree in Business Administration Rural Management or a similar degree;
- (ii) Scheme Specific Staff: for example, NREGA provides (a) for GP- Gram Rozgar Sewak; (b) for Block Panchayats- one Programme Officer, a pool of few Technical Assistants to service GPs; Computer Assistants and Accountant, and (c) for District Panchayats Works Manager with Technical assistant, IT Manager with Computer Assistant, Accounts Manager with Accounts Assistant, Coordinator for social audit and grievance redressal.
- (iii) Functional Staff: such as Teachers, ASHA, Angan-wadi workers.
- (iv) Contractual skilled workers: such as Motor Mechanic, Hand Pump Mechanic, Electrician.

8. It is well recognised that the size of Panchayats varies widely from State to State and, therefore, the core and other staff strength, mode of selection, appointment etc., may not be uniform. Reasonable norms based on the area/population/terrain of the Panchayat and functions devolved need to be laid down.

9. The required personnel be provided in the first instance by transferring the relevant departmental personnel and making them fully accountable to PRIs. This should be followed by creating local cadres, permitting lateral shift of staff, providing flexibility to the PRIs to

outsource technical personnel from the empanelled providers, strengthening supervisory powers of the PRIs over the local staff and increasing the proportion of women staff members. For natural resource development, a pool of technical staff shared by a cluster of GPs may be provided.

10. As regards the creation of a Panchayat cadre, the Maharashtra model is worth considering. A brief note on the same is at Annex II.

11. Administrative reforms of this nature would require an extensive study of the existing cadres, staffing patterns, strength of each cadre, Recruitment Rules etc. Based on the current status and keeping in mind the broad principles enunciated above, a road map for gradual transition to the desired state could be worked out. The Recruitment Rules for these cadres would require amendments so as to be able to reach the final destination without resulting disadvantage to the existing personnel. This Ministry would support States engage reputed consultancy organizations and commission studies with, inter-alia, following ToRs:

- (i) Compile information of all cadres, their strengths, vacant positions, anticipated future vacancies with time lines, Recruitment Rules etc.
- (ii) Make recommendations on rationalization/ convergence of various cadres
- (iii) Suggest changes required in Administrative Orders/ rules etc for implementing the accepted recommendations and the draft of the amendments.
- (iv) Suggest other implementable measures that would result in transition to the desired state along with time lines.
- (v) Give Job description for each post and develop skill development matrices for training of persons to discharge their duties efficiently.
- (vi) Make appropriate recommendations for performance measurement at each level in the GP and DP Cadres.

12. Resources for deploying core staff of the Panchayats could be found out of the State resources, BRGF, NREGA, Finance Commission Awards etc. as per a well considered phasing. Other staff could be financed under the existing Plan/non-Plan arrangements.

13. Progress made in the matter may be furnished to us from time to time. Your suggestions in the matter would help us refine these guidelines.

Yours sincerely


(A.N.P. Sinha)

Copy to: Principal Secretaries, Panchayati Raj/Rural Development/Finance Deptts., all States/UTs.

Administrative decentralization for the effective functioning of PRIs

- Doing away with the system of deputations.
- Converging of cadres and lateral movement of staff.
- Moving towards a system of decentralized recruitment and local cadres.
- Freeing PRI office bearers and members from the web of restrictive administrative instructions.
- Re-establishing the primacy of the CEO in the administrative hierarchy of the District.
- Ensuring smooth coordination between Departments.
- Ensuring responsibility to the elected body.
- Ensuring that performance appraisal is done by the appropriate PRI.
- Bringing in additional safeguards into performance appraisal.
- Re-writing technical scrutiny rules to make them more transparent and simple.
- De-monopolising the availability of technical guidance.
- Giving powers to the Gram Panchayats to monitor attendance of essential staff.
- Posting full time accounts staff to Gram Panchayats.
- Allowing Gram Panchayats to outsource services.
- Upgrading the post of Secretary to the Gram Panchayat.
- Finding people of appropriate levels to man the upgraded posts.
- Getting more women to work as Panchayat Secretaries.
- Undertaking a sustained, forward looking and well structured training campaign for equipping Panchayat Secretaries with relevant skills.

Staffing of Panchayats – Maharashtra Zilla Parishads

In Maharashtra, Class-I and Class-II officers are State Cadres. Class I & II officers from various deptts. Viz. Education, Health, PWD, Minor irrigation, Drinking Water supply, Social welfare, Finance and Accounts, RDD (BDO's, Addl. CEOs, PD DRDA etc.) are posted on deputation to the Zilla Parishads. The CEO is an IAS Officer (senior time scale). Both the District collector and CEO report to the Divisional Commissioner. CEO does not report to Collector.

2. However, Class-II and Class-IV employees are Parishad employees and not State Government employees. They belong to the following 3 categories: District Subordinate Services, District Technical Services, District Services.

3. There are separate service rules for each of these categories, which include recruitment, leave, provident fund, disciplinary proceedings etc. In these 3 categories, there are 59 cadres (earlier there were 80+, now rationalized) as enclosed. Employees of these cadres are recruited for a district and are controlled by the Zilla Parishads concerned. These employees are not transferable out of that district.

4. In the Recruitment Rules of the State Government cadres (Class II), almost always, certain percentage of vacancies are filled through promotion from the District cadres. Thus an employee recruited in a District cadre would, after reaching the maximum of the possible grade in the District cadre, would be entitled to be promoted in the State cadre. The channels for promotion are well defined in the respective rules.

5. For example: A Gram Sevak → Extension officer (Agriculture) (District Cadre) → Agriculture Officer (District Cadre) → Sub Divisional Agriculture Officer (Class II post - State Cadre).

Alternatively, Gram Sevak → Village Development Officer (District Cadre), → Extension Officer (Panchayat) (District Cadre).

Annex I (part)

1. Section Officer
2. Superintendent
3. Extension Officer (Statistics)
4. Steno-typist (LG)
5. Steno-typist (HG)
6. Stenographer
7. Senior Assistant
8. Junior Assistant (Acctts)
9. Driver
10. Asstt. Acctts Officer
11. Deputy Acctt.
12. Senior Asstt (Acctts)
13. Junior Asstt (Acctts)
14. Extension Officer
(Panchayats)
15. Village Development Officer
16. Gram Sevak
17. Medical Officer
18. Medical Officer (Class III)
19. Pharmacist
20. Lab Technician
21. Leprosy Technician
22. Extension Officer (Health)
23. Health Assitt (Male)
24. Health Worker (Male)
25. Health Worker (Female)
26. Health Asstt (female)
27. Health Supervisor
28. Projectionist
29. Photographer
30. Agriculture Officer
31. Extension Officer (Agri)
32. Junior Engineer (Civil)
33. Asstt to Jr. Engineer
34. Chief Draftsman
35. Draftsman
36. Junior Draftsman
37. Tracer
38. Mistry (Grade-I)
39. Mistry (Grade-II)
40. Senior Mechanic
41. Junior Mechanic
42. Electrician
43. Fitter
44. Asstt Livestock Development Officer
45. Livestock Supervisor
46. Extension Officer (Education)- Grade II
47. Extension Officer (Education) - Grade III
48. Asstt Teacher (Secondary)- Upper grade
49. Asstt Teacher (Secondary)- lower Grade
50. Junior College teacher
51. Kendra Pramukh (Education)
52. Primary School Teacher
53. Head Master
54. Deputy Head Master
55. lab Asstt
56. Asstt Child Development Officer
57. Supervisor (Child Development)
- Class IV
58. Peon
59. Dresser

Annex. II

Manpower at GP level

Sl.No.	State/UTs	No. of GPs	Secretary or equivalent			Other Staff			Details of other Staff (nos. Sanctioned, Filled)
			Sanctioned	Filled	Vacant	Sanctioned	Filled	Vacant	
1	Andhra	21807	12395	10670	1725	5381	5381	0	Clerk/Bill Collector (5381, 5381).
2	Arunachal	1779			0			0	Information not available
3	Assam	2202	1955	1897	58	1307	1162	145	Tax Collector/Road Maharea (692, 547) and Peon cum Chowkidar (615, 615)
4	Bihar	8463	8463	5754	2709			0	
5	Chattisgarh	9734			0			0	information not available
6	Daman		34	18	16			0	
7	Goa	189	200	171	29	608	590	18	Clerks (298, 298), Peons(189, 189), Gram Sevak.(121, 103).
8	Gujarat	13738	11802	9224	2578			0	
9	Haryana	6155	2237	1377	860			0	
10	HP	3243	3243	3243	0	4003	3474	529	Tailoring Teacher (2922, 2393) and NREGA Sahayak (1081, 1081)..
11	Jharkhand	4562	4562	3240	1322			0	
12	Karnataka	5628	5628	5175	453	5628	4378	1250	Panchayat Development Officer (5628, 4378).
13	Kerala	999	999	999	0	14463	14207	256	Jr. Suptdnt (632, 632), Head Clerck(615, 615), Accountant (999, 999), UD Clerk (2447, 2447), LD Clerk(3276, 3276), Peon(1506, 1486), Fulltime Sweeper(923, 918), Part-time Sweeper(1205, 1025), Asstt. Engineers(592,592), Overseer(999,999), Clerk (999,999). etc.
14	MP	23012	23040	-	-	62915			Part time Peon(23040), Part time Sweeper(23040), Kanji House Moharir (16835)
15	Maharashtra	27905	17325	16655	670	57510	56916	594	VDO(3524,2930), Peon/lightman/waterman (53986,53986)
16	Manipur	165	409	37	372			0	
17	Orissa	6234	6234	5161	1073			0	
18	Punjab	12800	2319	1919	400	1380	483	897	Gram Sewaks(1380,483).
19	Rajasthan	9166	9168	8732	436			0	
20	Sikkim	163	163	163	0	353	353	0	Gram Sahayak(163,163), Office Helper (163,163), Jr. Eng.(27,27)
21	TN	12620	12618	12618	0	73642	73642	0	Makkal Nala Paniyalargar (12618,12618), OHT Operators (41389, 41389), Sweepers (11906,11906), Village Librarians(7679,7679)
22	Tripura	513			0			0	Information not available
23	UP	51977	15135	13235	1900			0	Includes 7000 Gram Vikas Adhikari deputed to GPs.
24	Uttarakhand	7541	670	430	240			0	
25	WB	3351	3351	2807	544	23106	17907	5199	Executive Assistant(3351,2904), Nirman Sahayak(3351,2310), Sahayak(6885,5342), Gram Panchayat Karmi(9519, 7351).
Total		233946	141950	103525	15385	250296	178493	8888	

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Government of India Ministry of Panchayati Raj &
Ministry of Rural Development
(Department of Rural Development)

6th Floor, Hotel Samrat,
Chankyapuri, New Delhi-110021
Dated the 12th Nov, 2010

To,

Principal Secretaries,
Panchayati Raj Department,
All States/UTs
(Except Meghalaya, Mizoram, Nagaland and Delhi)

Subject: Dedicated Manpower for Gram Panchayats

Sir/ Madam,

This is in continuation of the DO letter of even number dated 16th September, 2010 and the subsequent meeting of State Ministers and Secretaries of RD&PR, chaired by Hon'ble Minister of PR & RD, Dr. C. P. Joshi and organized by Ministry of Panchayati Raj (MoPR) & Ministry of Rural Development (MoRD) on 22nd September, 2010 at NASC Complex, New Delhi to discuss and obtain feedback of States on proposed arrangement to provide dedicated core staff to GPs. Minutes of this meeting are enclosed (**Annexure I**).

2. Based on the discussion in the aforesaid meeting and feedback received from States /UT's, States are advised to consider the following proposal for facilitating the establishment of a technical unit.
 - 2.1 Section 18 of MGNREGA statutorily mandates the responsibilities of the State Governments that they 'shall make available to the District Programme Coordinator and the Programme Officers, necessary staff and technical support as may be necessary for the effective implementation of the Scheme. '
 - 2.2 Notwithstanding, the legal directive of the Act to the State Government to ensure adequate human and technical support to the district and sub-district levels for implementing MGNREGS, the Central Government has decided to facilitate State Governments/UT administrations in this process, by supporting a core professional staff located in the Gram Panchayat.
 - 2.3 To begin, it is proposed that two posts, namely Panchayat Development Officer (PDO) & Junior Engineer (JE) be created and filled for select Panchayats for a period of 8 years from the amounts available under administrative expenditure head of MNREGA. (Qualifications prescribed for these posts are at Annexure II). In addition, the gram rozgar sahayak should be trained in computers. Appointed functionaries shall be directly responsible to the Gram Panchayats concerned.
 - 2.4 The cost sharing may be in the ratio of 90 (center): 10 (State) for the first year, which would be reduced by approximately 10 % every year so that at the end of 8th year, expenditure on this account would be met fully by State Governments.

- 2.5 GPs in the following categories would be considered in Phase I of the proposed staffing scheme:
- a. GPs in the Left Wing Extremism (LWE) affected Districts as per the list provided by Ministry of Home Affairs.
 - b. All GPs in the Districts, which have expenditure over 100 Cr under MNREGS during 2009-10
 - c. All GPs having population over 5000
 - d. All GPs of States, that have devolved, along with funds and functionaries, functions in relation to at least 5 matters listed in the Eleventh Schedule
 - e. GPs covered under Provision of Urban Amenities in Rural Areas (PURA) scheme.
- 2.6 However, these categories would be finalized only after estimating the total fund requirement. To avail the benefits of aforesaid scheme, State Government would be required to sign a MoU with Central Government with following conditions:
- 2.6.1 That the additional personnel so provided will be maintaining accounts of their respective panchayats in formats given as part of Model Accounting System circulated by MoPR.
 - 2.6.2 That the addition personnel so provided would prepare integrated decentralized district plans of respective districts/ GPs using PLANPlus Software and in the coming two years, this would be extended to all Districts/GPs of the Statey U'T
 - 2.6.3 States/UT administrations agree to the cost sharing arrangement given in 2.4.
 - 2.6.4 That for recruitment and service conditions of the additional personnel to be provided through this support will be governed by rules consistent with the framework of Model Recruitment and Service Rules circulated by Ministry of Panchayati Raj (**Annexure II**) and customized to take care of local imperatives.

In addition to the above, State Govt. will need to ensure that either a functional office building for the GP is already in place or taken up or a Bharat Nirman Rajiv Gandhi Seva Kendra has been taken up.

3. In this context, you are requested to send a detailed proposal giving (a) number of GPs which will be covered under various categories in your State / U'F & (b) Recruitment and service Rules that the State/ UT proposes to follow for this purpose.

With regards,

(Amita Sharma)
JS (MoRD)

(D. K. Jain)
JS (MoPR)

**Minutes of the Meeting of State Ministers and Secretaries (RD&PR)
22nd Sept. 10 regarding staffing for Gram Panchayats**

A meeting of State Ministers and Secretaries of RD&PR was organized by MoPR & MoRD on 22nd September, 2010 at New Delhi to discuss the proposed arrangement to provide dedicated core staff to GPs under MNREGS. List of participants is enclosed.

2. Dr. C. P. Joshi, Hon'ble Union Minister of PR&RD welcomed the participants and explained the purpose for the meeting. He observed that it is high time, we consider PRIs as unit of Governance. A minimum dedicated staff at GPs apart from a regular office building is a must to achieve this. The administrative expenditure under MNREGS provides an opportunity to provide this and improve implementation of MNREGA and functioning of the GPs.

3. This was followed by a presentation by Shri D. K. Jain, Joint Secretary (MoPR) on the recommendations of the Committee constituted to address issues relating to utilization of 6% administrative expenditure under MNREGS for staffing of GPs. Subsequently, indepth deliberations took place inter-alia on the following issues:-

- Strategy Proposed
- Minimum Staff for GPs
- Recruitment Method
- Qualifications and other Conditions
- Cost Sharing

4. Shri A.N.P. Sinha, Secretary(PR) summarized the deliberations as follows:-

A. Strategy

- If the proposed core staff for GPs is realized, this would be a turning point and a game changer for the Panchayats and another milestone after the 73rd Amendment.
- Presently the superstructure of Panchayati Raj has been built on a weak or no base of GPs in most of the States. What to speak of GPs functioning as the 3rd tier of governance, they cannot implement even MGNREGS efficiently with the available staff. Using contractual Gram Rozgar Sahayak, Accountant, TA etc. for such a huge programme was not at all desirable.
- Given the pressing need, GPs should be covered universally instead in phases. Phasing may lead to full complement in some GPs and none in other GPs in the same district/block, which is administratively not desirable. Even if phased for some reasons, apart from L WE districts, disturbed areas like NE and J &K should also be covered.

- Full complement of staff (PDO, GP Secretary, Technical Assistant, Accountant and Extension Officer) may not be possible in all GPs. The States should have a discretion to decide the complement of staff, particularly PDO & JE, as per the actual needs based on population, geographical area, terrain, functions devolved, backwardness, available resources etc. However, every GP must have atleast a GP Secretary and a computer knowing Accountant. If need be, small GPs should be delimited for a viable size.

B. Selection and Appointment

- Model Recruitment and Service Rules for Panchayat services should be finalized in consultation with the States which could be customized by the States concerned to take care of the local imperatives.
- Selection through Public Service Commission or Service Selection Board was not feasible as they are already over-burdened and the staff to be selected would be contractual/tenurial. Better option would be, selection through a District Level Committee with clear guidelines for transparency and objectivity. Even better option would be, engagement of staff through recruitment agency as done in Orissa since this option would not create chronic liability, ensure better & faster selection, not lead to demand for regularization or inefficiency. But the recruitment agency should be selected through transparent bidding process.
- Finding people with degree in Engineering and Management would be very difficult. Diploma from a reasonably good institutions should suffice.
- The suggested emoluments for the staff is too low for the desired quality and also as an incentive to stay on.
- Appointment should be by the District Panchayat to enable transfer from one GP to another and also provide reservation as per the State Rules. The appointment by GP would not be feasible.
- Accountant-cum-DEO is not a feasible combination. Therefore, computer knowing Accountant should be prescribed.
- Promotion of these people into a regular cadre is unlikely since the staff pyramid is sharp and own staff of State Govt. District Panchayat have to be promoted. Absorption in regular Cadre on good performance after a certain number of years may be possible.
- Future of the existing Gram Rozgar Sahayak and other contractual staff has to be sorted out and their 'phasing out' worked in sufficient details.
- The proposed staff cannot be put in Gr-II given the issues of parity with the existing State Govt/ZP staff, promotion/absorption in regular Cadre and the existing Grade III staff getting much higher emoluments. One option could be to put PD~ as equivalent to Gr-II and other staff in-between Gr-II and III.

- Since regular GP Secretary with higher emoluments may not accept the control of the contractual PD~, the larger GPs could have PDOs and smaller GPs Panchayat Secretaries.

C. Funding

- 6% of MGNREGS would not enable States like Punjab, Haryana, etc. to provide even bare minimum staff. Therefore, 6% could be increased to 8-10%. If supplemented through BRGF, 13FC grant, State funds etc, it may be possible to provide basic staff to all GPs in one phase.
- Tapering of GoI funding from 80% to 0% over 8 years, would be a serious deterrence since the States would not have resources to meet the increasing liability on the staff. Central and State Finance Commissions Grant and other non-plan resources could be pooled to legitimately meet such expenditure.

5. Secretary (PR) further explained that the whole staffing pattern of the GPs should be seen in a new governance paradigm in which Panchayat also is a constitutional unit of governance like the Union & States. This has implications which need to be addressed in short, medium and long term. For instance, apart from being the local self-government, the Panchayats would do planning, implementation etc. of Central/State schemes and in such a case, full complement of adequately skilled staff including PD~ would be an imperative.

6. Hon'ble Union Minister (PR&RD) observed that if it is not possible to provide full complement of staff to the GPs, States may work out an appropriate complement of staff, keeping in view the actual needs and administrative cost ceiling under MGNREGA & other sources of funding.

7. Shri B.K. Sinha, Secretary, DoRD assured that all suggestions and feedback will be duly considered and that variations among States would be taken into account appropriately, while reworking the proposal. He highlighted the following aspects for further action:

- States need to look at the availability of Civil Engineers for appointment at GPs, as most of the engineering colleges are not running courses in Civil engineering these days.
- 73rd Amendment has been incomplete due to lack of administrative and manpower support to PRIs.
- In every State, there are shining examples of successful PRIs, which could become training institutions.

The meeting concluded with a vote of thanks to Chair.

List of Participants

1. Dr. C. P. Joshi, Union Minister (RD&PR)
2. Shri P. Samal, Minister (PR), Govt. of Orissa
3. Shri. Bankim Chandra Ghosh, Minister (PR), Govt. of West Bengal
4. Shri A. A. Khan, Minister (PR), Govt. of J&K
5. Shri Takar Marde, Minister (PR), Govt. of Arunachal Pradesh
6. Shri. Jai Ram Thakur, Minister, Govt. of HP
7. Shri A. N. P. Sinha, Secretary (MoPR)
8. Shri. B. K. Sinha, Secretary (MoRD)
9. Dr. Arvind Mayaram, Additional Secretary and Financial Advisor
10. Smt. Amita Sharma, Joint Secretary (MNREGA)
11. Shri D. K. Jain, Joint Secretary (MoPR)
12. Shri Manoj Kumar Singh, Secretary, RD, Govt. of UP
13. Shri S. N. Tripathi, Secretary (PR), Govt. of Orissa
14. Shri R. D. Dhiman, Secretary (RD&PR), Govt. of HP
15. Shri C. S. Rajan, Secretary (PR), Govt. of Rajasthan
16. Shri P. Ravi Kumar, Secretary (RD&PR), Govt. of Karnataka
17. Shri Yedullah, Secretary (RD&PR), Govt. of J&K
18. Shri D. J. Dhraiya, Additional Secretary (PR&RD), Govt. of Gujarat
19. Shri P. Rama Rao, Deputy Commissioner (PR), Govt. of AP
20. Shri V. Sakhrie, Commissioner and Secretary (RD), Govt. of Nagaland.
21. Shri P. T. Euthenpa, Spl. Secretary cum Director, Govt. of Sikkim
22. Shri. T. K. Das, PRO to Minister, Govt. of Orissa
23. Shri S. Dubey, DRC, Govt. of Arunachal Pradesh
24. Shri B Gadi, Director (PR), Govt. of Arunachal Pradesh
25. Shri. P Raghvendra Rao, Secretary (PR&RD) , Govt. of Haryana
26. Shri R. K. Mehta, Deputy Director (PR&RD), Govt. of Haryana
27. S. M. Vijayanand, Secretary (LSGD), Govt. of Kerala
28. Shri R. Pandey, Commissioner (PR&RD), Govt. ofWB
29. Shri Girish Shankar, Secretary (PR), Govt. of Bihar
30. Shri Serjius Minz, Addl. Chief Secretary (PR), Govt. of Chhattisgarh
31. Shri K. Allaudin. Secretary (PR&RD), Govt. of TN
32. Shri Nilay Ranjan, Rural Development Expert, MoRD
33. Shri Sheo Shekhar, Commissioner, MNREGA, MoRD
34. Shri K. Meghraj, Addl. Director (RD&PR), Govt. of TN
35. Shri C. D. Kynjing, Principal Secretary, (RD), Govt. of Meghalaya
36. Shri Sudhir Thakre, Secretary (PR&RD), Govt. of Maharashtra
37. Shri D. V. Singh, Deputy Director (P), Govt. of UP
38. Dr. Rozy Veid, STC, SIRD, Govt. of Punjab
39. Dr. Bhupendra, Assistant Professor, SRD, Govt. of Punjab
40. Shri. J.S. Audhkhasi, US (NREGA), MoRD

File no. M-13015/3/2010-MGNREGA

Government of India
Ministry of Panchayati Raj &
Ministry of Rural Development
(Department of Rural Development)

Krishi Bhawan, New Delhi
7th June, 2011.

To,

The Principal Secretaries,
Panchayati Raj / Rural Development Department,
All States/ UTs

Subject: Dedicated Manpower for Gram Panchayats.

This is with reference to the letter of even number dated 1st November, 2010 inviting detailed proposals from the States/ UTs mentioning (a) the number of GPs which would be covered under various categories given in para 2.5 of the letter referred to above and (b) Recruitment and Service Rules that the States/ UT propose to follow.

2. Based on the discussions in the National Consultation held on 22.9.2010 and subsequent feedback received from the States, it has been decided to modify some provisions of the scheme as under:

- (i) Para 2.4: The cost sharing would be in the ratio of 90 (Centre): 10 (State) for the first year which would be reduced progressively by 100/0 every year upto the 5th year. Subsequently, the cost sharing pattern would be 50:50 for 5 more years, at the end of which, expenditure on this account would be met fully by State Govt concerned
- (ii) Modifications to the Model Recruitment and Service Rules:
 - a) Rule 7: States would follow its own, but a transparent and fair. method of selection and recruitment.
 - b) In Schedule I, reimbursement of Monthly Consolidated Fee for PD~ on the basis of MGNREGA funds would be to the extent of Rs 12,000 and in Schedule II, for JE, to the extent of Rs 10,000. The States are, however, at liberty to pay more subject to the additional liability on account of higher consolidated fees being borne entirely by the States. The States may consider meeting the additional expenses out of BRGF, 13th FC grants, own resources, etc.
 - c) Degree/ diploma holder in Rural Development/ Business Management/ Public Administration will be appointed as PDOs. In case, in some areas, persons with such qualifications are not available for the post of PDOs, Post Graduates in Commerce could be considered. However, appropriate training for such PDOs should be provided. Likewise for the post of JE, if degree holders are not available, diploma holders could be considered.

3. The following conditions being critical, are re-iterated:
- (i) Gram Rozgar Sahayak shall be trained in Accounting and PRIASOFT.
 - (ii) Functionaries appointed in this scheme shall belong to the District/Gram Panchayat Cadre and be directly responsible to the Gram Panchayat of posting.
 - (iii) The additional personnel so provided shall maintain accounts of their respective Panchayats in formats given as part of Model Accounting System circulated by MoPR using PRIASOFT.
 - (iv) The addition personnel so provided shall prepare integrated decentralized plans of respective districts/ blocks/ GPs using PLAN Plus Software and in the coming two years.
 - (v) The State Govts needs to ensure that either a functional office building for the GP is already in place or taken up or a Bharat Nirman Rajiv Gandhi Sewa Kendra has been taken up.
4. Even though Sec. 18 of MGNREGS mandates the State Govts to provide necessary staff and technical support for effective implementation of the scheme, the Central Govt. is proposing the above staffing scheme to facilitate the State Govts in fulfilling its obligation
5. In accordance with the above, State Governments are requested to send their proposals in the format enclosed giving (a) the number of GPs which would be covered under various categories and (b) Recruitment and Service Rules that the States/ UT propose to follow. State governments also need to state full acceptance of all the conditions including the cost sharing arrangement.
6. You are accordingly requested to take action urgently and apprise us of the progress.

Yours faithfully,

JS (MGNREGA)

Model Panchayat Cadre Staffing

Sl No.	State	Rural Popln in Lakhs	Rural BPL HHs		Job Card Holder HHs		MNREGA Exp (09-10)				No. of GPs	GP Secretary (Sanctioned, Vacant & Not Sanctioned)			GRS	*Cost on model GP Staffing	Resource Available			
			In Lakh	% of Rural Popln.	in Lakh	% of BPL	Total	Adm	Per BPL HH (in Rs.)	Per GP in Lakh		S	V	N			3 % NREGA (09-10)	13th FC (50 %)	BRGF (5 %)	Total
1	AP	554	30	27	116	389	4509	199	15084	21	21807	12395	1725	9412	21942	456	135	340	17	492
2	Arunachal	9	1	48	0.3	32	17	1	2064	1	1779	NA	NA	NA	179	5	0	18	1	19
3	Assam	232	19	40	35	188	1034	34	5521	NA	2202	1955	58	247	2310	147	31	103	8	142
4	Bihar	743	113	76	106	93	1817	64	1602	21	8463	8463	2709	0	8458	461	54	322	30	406
5	Chhattisgarh	166	18	54	40	225	1323	48	7393	14	9734	9511	223	0	9733	103	40	109	12	161
6	Goa	7	0.1	5	0.1	145	5	2	6621	2	189	200	29	0	232	4	0	6	0	6
7	Gujarat	317	15	23	39	266	739	25	5095	5	13735	11802	2578	1933	13600	220	22	152	5	179
8	Haryana	150	9	29	5	56	144	6	1673	2	6187	2237	860	3950	2642	141	4	71	1	76
9	HP	55	3	26	10	353	557	25	19715	17	3243	3243	0	0	1093	34	16	36	1	53
10	J & K	76	6	41	3	53	185	5	2999	4	4139	NA	NA	NA	2742	47	5	60	2	67
11	Jharkhand	210	25	61	38	150	1380	45	5415	31	4438	4562	1322	0	4556	130	41	99	16	156
12	Karnataka	349	19	28	52	271	2817	37	14677	50	5628	5628	453	0	4816	216	84	293	5	382
13	Kerala	236	NA	NA	26	NA	472	24	NA	47	999	999	0	0	2023	146	14	127	2	143
14	MP	444	41	46	112	275	3722	112	9114	16	23012	23040	NA	0	14136	275	112	267	21	400
15	Maharashtra	558	45	40	56	124	321	15	713	1	27920	17325	670	10595	26098	473	10	358	13	381
16	Manipur	16	2	53	3	173	393	20	23223	NA	165	409	372	0	1892	10	12	14	2	28
17	Meghalaya	19	2	55	4	181	184	8	8944	NA	NA	NA	NA	NA	4593	12	5	20	2	27
18	Mizoram	4	0.4	42	2	490	238	12	63701	NA	NA	NA	NA	NA	337	3	7	13	1	21
19	Nagaland	16	2	47	3	209	499	26	32058	NA	NA	NA	NA	NA	1133	10	15	20	2	37
20	Orissa	313	NA	NA	58	NA	933	32	NA	15	6234	6234	1073	0	6228	194	28	168	15	211
21	Punjab	161	3	11	8	219	150	7	4352	1	12800	2319	400	10481	4503	226	4	73	1	78
22	Rajasthan	433	17	20	96	556	5669	115	32652	62	9186	9168	436	18	9182	269	170	256	13	439
23	Sikkim	5	NA	NA	1	NA	64	3	NA	39	163	163	0	0	163	3	2	12	1	15
24	TN	349	35	50	73	208	1761	50	5054	14	12618	12618	0	0	12661	217	53	200	5	258
25	Tripura	27	NA	NA	6	NA	724	22	NA	NA	511	NA	NA	NA	1896	16	22	19	1	42
26	UP	1317	100	38	114	114	5900	209	5884	11	51914	15135	1900	36779	51299	1,258	177	636	30	843
27	UK	63	6	49	9	144	283	11	4538	4	7541	670	240	6871	1811	122	8	38	2	48
28	WB	577	39	34	105	268	2109	80	5373	63	3351	3351	544	0	3404	358	63	269	12	344
	Total	7406	551		1120		37948	1236		16	237958	151427	15592	80286	213662	5555	1138	4099	221	5454

*Note 1: Model Staffing Pattern: Panchayat Development Officer-1, Social Animator-1, Accountant cum Data Entry Operator-1, Technical Assistant -1 at each Panchayat Circle and GP Secretary for GPs without sanctioned GP Secys.

* Note 2: Proposed monthly consolidated Fee for PDO: Rs. 10000, Social Animator: Rs. 5000, Accountant cum Data Entry Operator: Rs. 8000, Technical Assistant: Rs. 8000, GP Secretary: Rs. 10000

* Note 3: There would be some savings on account of existing technical staff at Panchayats at GP and Block Level.

12 CORE COMMON APPLICATIONS

	Application	Description
1	Panchayat Directory	Unique codes to all Panchayats, delimitation of Panchayats, will link all applications of e-Panchayats
2	Panchayat Profiler	Socio-economic, demographic, Public Infrastructure & Services information which will help grassroots planning, will prevent multiple surveys.
3	Asset Directory	information of assets & utilities within Panchayats, will help in optimal utilisation of existing infrastructure
4	PlanPlus	Maps wish list with available schemes & resources, helps convergent planning, Prepares Panchayat-wise Perspective, Annual, Action Plan & budget estimates
5	PRIASoft	Few basic entries generate cash book, registers, UCs, management information & puts accounts in public domain
6	ActionSoft	Easy & User-friendly, can be used for ALL Central/ State Schemes
7	Grievance	Citizens can lodge grievances, higher level can monitor redressal
8	Social Audit	To facilitate Social audits, related reports to be put in public domain, will enhance accountability
9	Training	Manage need based training of functionaries
10	GIS	Spatial view of the profile/plan of a Panchayat by overlaying non-spatial data, will empower citizens, will help planning
11	Panchayat Portals	Gives identity to each PRI through an independent web site, easy to use, no coding required
12	ServicePlus	A generic solution to automate delivery of all services to citizens