



Gram Panchayat Secretariate

A conceptual framework



Panchayati Raj Department
Government of Orissa

Art. 40 of the Constitution

Directive Principles of State Policy – Chap-IV : State to organise Village Panchayat and endow them with such powers / authorities so as to act as units of Self – Government.

Landmarks in Devolution

- Balwant Mehta Committee – 1957
- Ashoka Mehta Committee – 1978
- Singvi Committee – 1986
- Joint Parliamentary Committee prepared revised bill paving the way for passing of 73rd Constitutional Amendment Act.

73rd Amendment – the turning point

- Panchayats to act as institutions of Self Government.
- Mandated creation of 3 tier system of local government at village, block & district level
- Legal status to Gram Sabha.
- Regular election of Panchayats to be ensured by State Election Commission.
- Reservation for SC, ST & Women
- Functional & Financial powers to Panchayats to ensure economic dev. & social justice.
- 29 subjects to devolve to local Govt.

Eleventh Schedule lists 29 Subjects to Panchayats

Agriculture, incl. extension	Land improvement, land reforms, consolidation soil conservation.	Minor irrigation, water management watershed development	Animal husbandry, dairying and poultry	
Fisheries	Social forestry farm forestry	Minor forest produce	Fuel and fodder	Maintenance of community assets
Rural housing	Drinking water	Poverty alleviation programme	Public distribution system	
Education, including primary and secondary schools	Technical training vocational education	Adult and non-formal education	Libraries	Cultural activities
Welfare of the weaker sections, in particular of SCs and STs	Social Welfare, Welfare of handicapped and mentally retarded	Women and Child development		
Health and sanitation hospitals. Primary health centres dispensaries	Family welfare	Roads, culverts, bridges, ferries, waterways other means of communication	Non-conventional energy	
Markets Fairs	Khadi, village and cottage industries	Small scale industries, food processing industries	Rural electrification, distribution of electricity	

The Orissa Scenario

(post 73rd Const. Amendment)

- All GP, PS, ZP Acts made – 73rd Amendment compliant.
- SC, ST, Women, OBC reservation ensured.
- State Election Commission constituted – Regular Election.
- State Finance Commission Constituted.
- DPCs constituted & functioning.
- PESA – 1996 implemented, Election held in 2002, Accordingly, ST heading 1913 GP, 118 PSs & 12 ZPs.
- Out of 29 subjects – 21 subjects transferred to PRIs relating to 11 departments by a letter of Chief Secretary specifying general devolution.
- Devolved subjects like drinking water supply, sanitation, primary education, health, anti poverty R D Schemes implementation.



List of Departments involved in devolution

- Agriculture
- Food, Supplies & Consumer Welfare
- Health & Family Welfare
- Women & Child Development
- Water Resources
- School & Mass Education
- Fisheries & Animal Resources Development
- Co-operation
- Panchayati Raj
- Rural Development
- SC & ST Development



Accountability of devolved officers at different tier

- District & block level officers as well as GP/Village functionaries of the I I departments shall remain accountable to ZP, PS & GP respectively.
- They will attend meetings of ZP, PS& GP respectively.
- They shall plan on the schemes for discussion and approval in the meeting of respective level of PRI.
- The president ZP, Chairman PS & Sarpanch GP can supervise the work and functions of Government functionaries at respective level.
- They can submit the proposal to appropriate level about indiscipline, irregularity and any other shortcomings.
- The president ZP, Chairman Panchayat samiti and sarpanch GP are delegated with powers to sanction leave of head of offices of I I departments working at respective level.

Devolution – the ground reality in Orissa (findings of MoPR – 3i infotech study)

- Broad devolution (3-F) in only in general terms, not specific.
- Funds –
 - No Panchayat window,
 - Partial devolution in 12 out of 29 subjects.
 - Limited to Centrally sponsored or PR Deptt. Schemes with little line deptt. Contribution.
 - Tied up funds hence need based works not possible.
- Functions –
 - 16 out of 29 functions partially devolved.
 - Role limited to beneficiary selection & monitoring, disbursement of tied up funds etc.

Devolution – the ground reality in Orissa

- Functionaries –
 - No power to appoint or punish
 - Limited to sanction of leave and calling for reports hence limited accountability
 - Concurrent powers of the line Deptt.
- Deficiencies in Activity mapping
 - Process of monitoring not specified
 - Lack of role clarity
 - Planning at GP level not prescribed
- Empowering parallel institutions
- PRI bodies lack adequate infrastructure, manpower and capacities to carry out devolved functions

	Development Issues	How (Schemes)
1	Making poor cross the poverty line	MGNREGA, NRLM, RKVY, NFSM, NHM, NFDB, KVIC, IDDP, IFAD, IWMP, BRGF, ITDA, Rs 2/Kg rice
2	Strengthening Rural Infrastructure – roads, bridges, electricity, water, sanitation, markets	MGNREGA, NRLM, RIDF, AIBP, CAD&WM, RRR, TSC, PMGSY, RGGVY, BRGF, ITDA, GGY, CC Road, BGJY, Biju KBK
3	Developing Human Resources – literacy, education , skill development and placement, medical care, nutrition,	SSA, TLC, NRLM, NRHM, MDM, ICDS, SNP, PDS, Employment Mission
4	Providing Jobs	MGNREGA, NRLM, RKVY, NFSM, NHM, NFDB, KVIC, IDDP, IFAD, IWMP, PMEGP, BRGF
5	Environmental protection	NAP, MGNREGA
6	Maintaining Internal Security	MGNREGA, Police, BRGF
7	Providing Houses to all	IAY, JNURM, HUDCO, Banks, Mo Kudia
8	Disbursement of Credit	NRLM, NABARD, Banks
9	Strengthening Administration	MGNREGA, DLR, NEGP, BRGF, Finance Commission Grants



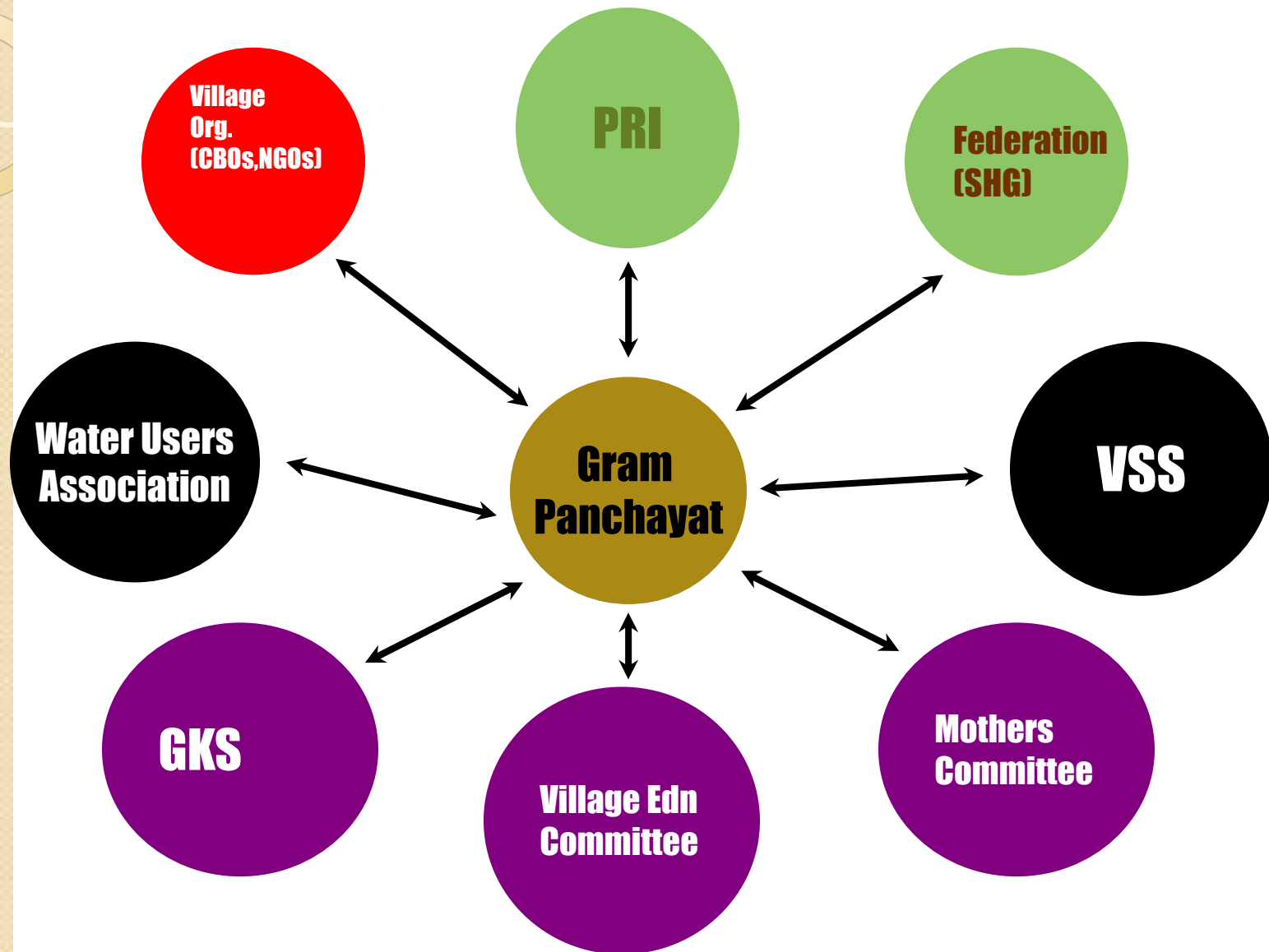
Types of Convergence:

- Institutional Convergence
- Schematic Convergence
- Human Resource Convergence

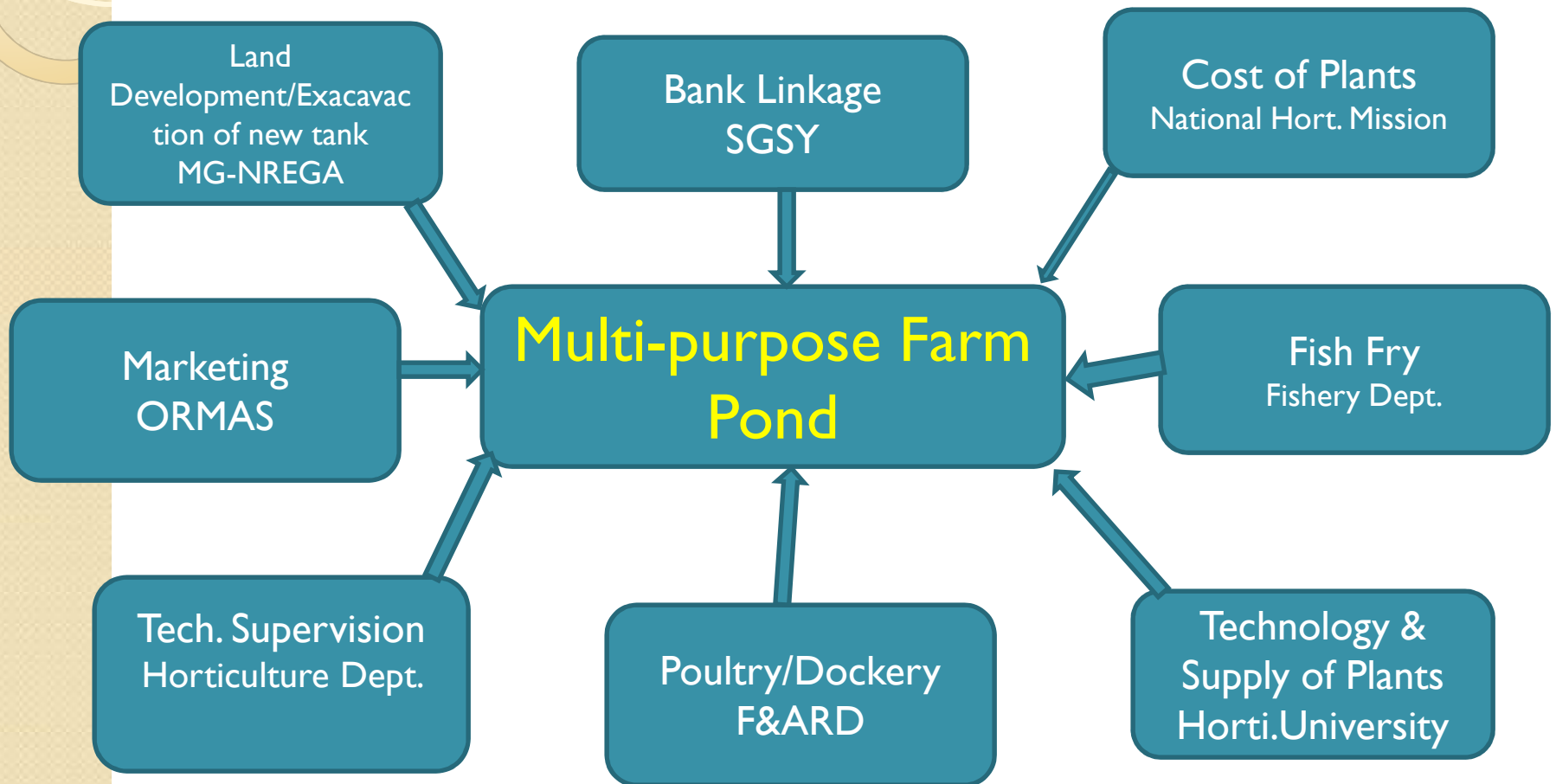
Institutional Mechanism

Scheme	Village level	Block level	District level	State level
MG-NREGA	Palli Sabha Gram Sabha Gram Panchayat	Panchayat Samiti	Zilla Parishad D.P.Coordinator	SEGC
BRGF	Palli Sabha Gram Sabha Gram Panchayat	Panchayat Samiti	Zilla Parishad Dist.Plan.Com.	H.P. C
RKVY	Farmers club	WUA / JAO	Dist.Planning Committee	S.L. Sanctioning Committee (SLSC)
SGSY	Gram Panchayat SGSY Committee	Block level SGSY Committee	District SGSY Committee	State SGSY Committee
NRHM	GKS	PHC Advisory Committee/RKS	District Health Mission	State Health Mission
SSA	PTA / MTA	Block Level Education Committee	District Mission	State Mission
Water & Sanitation	WATSAN Committee	Block level WATSAN Com.	Dist.W&S Mission	State W&S Mission
IAY	Palli Sabha Gram Sabha Gram Panchayat	Panchayat Samiti	DRDA	P R Department
ICDS	Mothers Committee	CDPO	DSWO	Women & Child Development Deptt.

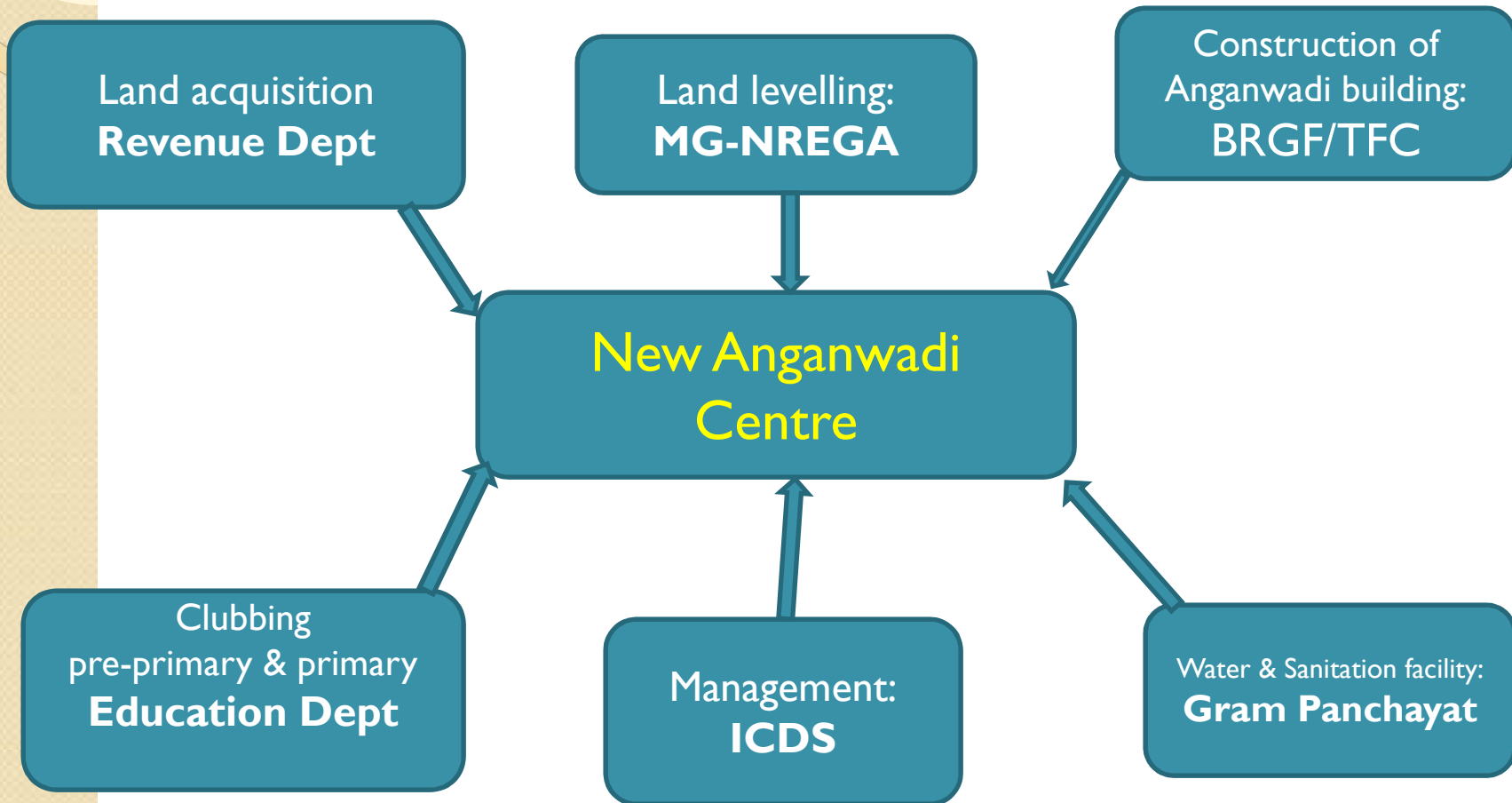
Convergence of Institutions



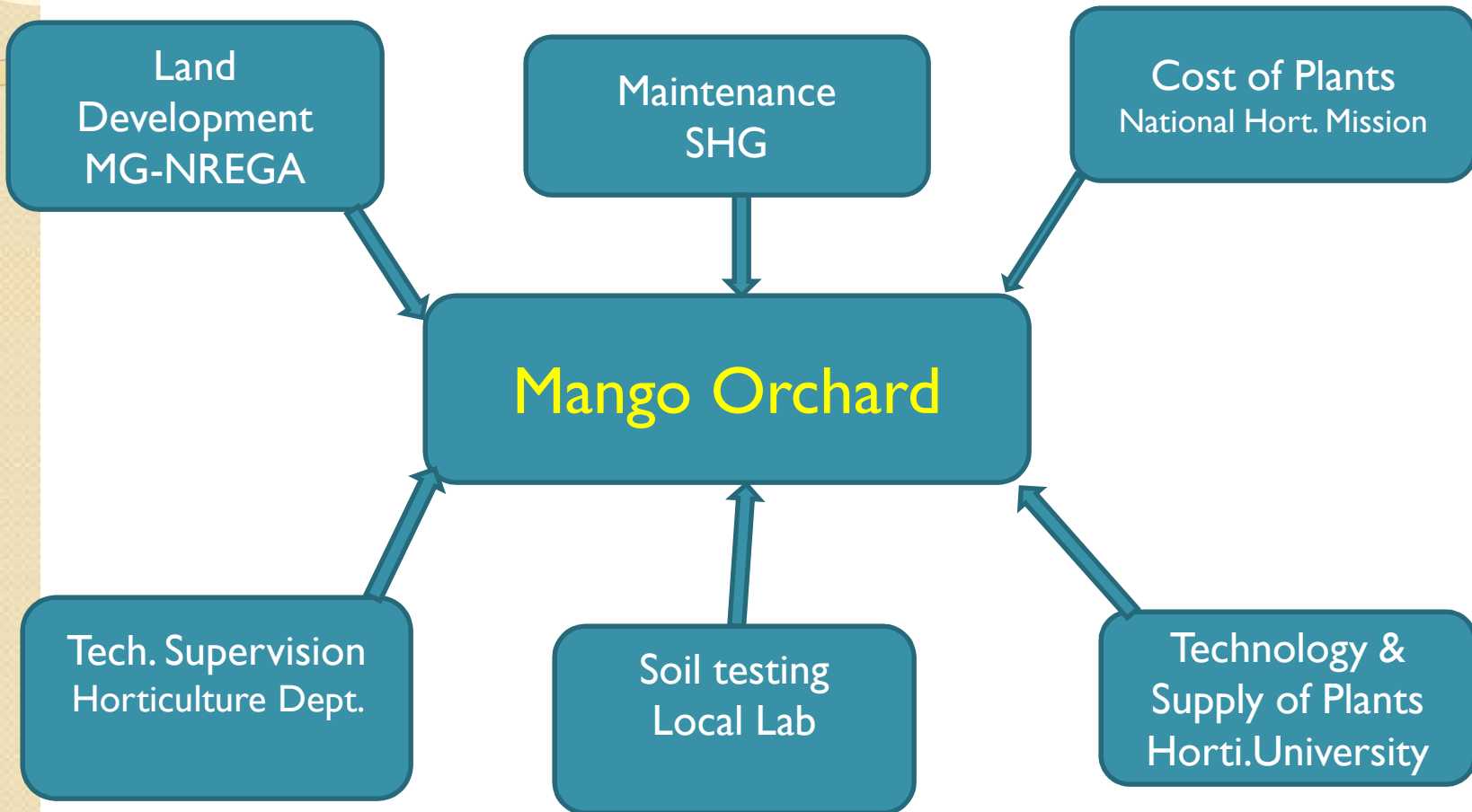
Schematic convergence at local level



Local Level Convergence.....



Local Level Convergence



Convergence of Human Resources

Gram Panchayat or cluster of GPs level

Regular	Part time/Programme
Panchayat Executive Officer (PR)	Anganwadi worker(W&CD)
Revenue Inspector (Revenue& DM)	ASHA Worker (Health)
Auxiliary Nurse Midwife (H & FM)	Watershed Team Member (Ag. Deptt.)
Village Agriculture Worker (Ag. Deptt.)	Gram Panchayat Rojgar Sewak(PR)
Veterinary Assistant(Livestock worker) (AHD)	Self Employed Mechanic(RWSS)
Primary School Teacher (School & ME)	Cluster Resource Coordinater(S & ME)
SIS (School & ME)	Gaon Sanjojak
Forest Guard (F & E)	Mission Shakti Sahayika
Anganawadi Supervisor(W&CD)	

Convergence of Human Resources

Sl.No.	Sector	GP level	Block level
1	Panchayati Raj	EO/GRS/GPTA	BDO/ABDO
2	Agriculture	VAW	JAO
3	Animal Husbandry	LI	VAS/JVO
4	Health	ANM	BMO
5	W & CD	Supervisor	CDPO
6	Revenue	RI	Tahasildar
7	Eduction	CRCC	SI/BRCC
8	R & B		JE
9	RD		JE
10	Fisheries		FEO
11	ST/SC Dev.		WEO
12	Horticulture		JHO
13	Soil Cons.		JSCO
14	Civil Supplies		MI
15	RWSS		JE
16	Industries		IPO

GP Secretariate

- A platform for facilitating convergence and for improving service delivery at grassroot level.
- GP offices/Rajiv Gandhi Kendras to accommodate various functionaries. Basic infrastructure to be made available.
- Sarpanches to chair fortnightly grievance redressal meetings on fixed days, to be attended by all GP level Govt. functionaries/volunteers.
- All future infrastructure of various line departments to come up only in GP premises. Atleast 1.0 acre of land to be made available to each GP adjacent to the existing building for this purpose .
- The jurisdiction of all sub-block level functionaries to be redefined in terms of multiples of GPs with headquarters at centrally GP.
- All standing committes at GP level to be made operational.

Experiences from other States

RAJASTHAN

- 1 model panchayat & mini secretariat in each block
- All GP level staff to sit together
- 237 GPs in the first phase
- 2 mandatory meetings every month on 12th & 27th.
- Regular standing committee meetings
- Public grievance redressal mechanism
- A block level officer to be incharge of a cluster of GPs.

GUJARAT

- Gram Sachivalaya & e-Gram
- Delivery of basic services through electronic mode
- Gram Mitra engaged on PPP mode

Experiences from other States

BIHAR

- GP Secretariat to come up in each GP.
- All GP level staff to sit
- Space for GP meetings & Gram Sabha
- GP Secretary accomodation
- Rs 55.0 lakh sanctioned for each GP

JHARKHAND

- Rs 21.0 lakh(NREGS- 10, BRGF -11) for each building.
- E –Secretariat -- Basic services through single window



Bharat Nirman Rajiv Gandhi Sewa Kendra

Nos. of Block : 314

Nos. of GP : 6234

Taken up :

- **GP Level : 5940**
- **Block Level : 299**

Completed :

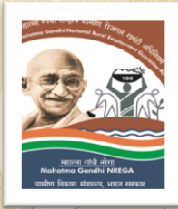
- **GP Level : 710**
- **Block Level : 43**



Talapatia GP of Jharsuguda District

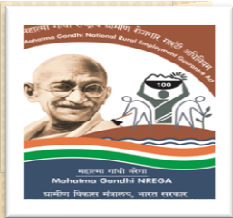


Dolasahi GP of Tihidi Block in Bhadrakh District



Bharat Nirman Rajiv Gandhi Sewa Kendra Bhapur Block, Nayagarh





Gram Panchayat BNRGSK in Sundergarh District



KUTRA Block of Sundergarh District



Thank You