

### **Summary of Recommendations by Performance Based Payments Committee for better outcomes in Rural Development Programmes**

1. Every GP should have a full time Secretary who is a regular employee. The roles and responsibilities of the Secretary may vary depending upon the size of population. For larger Panchayats having a population of 10,000 or more, a Panchayat Development Officer belonging to Group-B/C services is recommended. (Para 3.2.1).
2. Every GP should have a Technical Assistant. The existing GRS should be formally trained as Bare Foot Technicians to carry out essential engineering functions, including those related to water supply and sanitation. They should also support the Secretary in development administration and should be supervised by a qualified technical person. This arrangement is recommended for Panchayats with population less than 20,000 and for those more than 20,000 a qualified employee with Diploma or Degree may be required. (Para 3.2.2)
3. Regarding support staff for IT and accounting, for smaller panchayats (population less than 10,000), outsourcing to CSCs or trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs (Para 3.2.3)
4. All employees should mandatorily possess knowledge of using computers for their work and existing employees should be enabled to acquire the required proficiency within a fixed period with the help of support from the State. (Para 3.2.4)
5. Clustering of Panchayats is very critical in States having Panchayats of small size and population. In Panchayats having population of less than 10,000, positions may be created for permanent staff at a cluster level with adequate qualifications, particularly in respect of engineering, accounting and IT. If this is not feasible, these positions could be created at the IP exclusively for providing service to the GPs with clear norms relating to the kind of service, frequency of visits, certification of performance, accountability etc. In PESA and hill areas depending on the geographical size, lower population thresholds could be worked out by the States. (Para 3.2.5)
6. The minimum qualification for fresh recruitment of Secretaries should be graduation with proficiency in computers. The selected candidates should undergo an induction training of at least sixteen weeks including four weeks' field training. (Para 3.2.6)
7. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for all existing staff at different positions. (Para 3.2.7)
8. The career path of the permanent recruits should be clearly defined with possibilities of them being absorbed in the appropriate State cadres. (Para 3.2.9)

## **Annexure I**

9. Even for contract employees' minimum qualifications and rigorous selection procedures are recommended. There should be incentives for good performance by earmarking a certain percentage of permanent posts in Panchayats for such employees who complete a determined period of contractual service and possess minimum qualifications. (Para 3.2.10)
10. There should also be qualifications and experience criteria in the case of outsourcing. (Para 3.2.11)
11. There should be adequate supervisory posts in engineering and IT at the IP level. In the case of DPs, the Committee has recommended setting up of a quality monitoring mechanism. (Para 3.2.12)
12. The Committee recommends merger of DRDAs with the DPs in States where this has not yet been done. (Para 3.2.13)
13. The Committee recommends putting in place a functioning grievance redressal mechanism. (Para 3.2.14)
14. MoRD would issue enabling instructions to facilitate States to assign multiple tasks to the existing scheme specific staff, taking adequate precaution to ensure that the scheme implementation is not affected in any manner. (Para 3.2.15)
15. 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. (Para 3.2.16).
16. Recommendations 1-15 above may be fast tracked in the Mission Antyodaya GPs/Clusters. (Para 3.2.17)
17. For viability, in terms of size and population, the Committee recommends that creation of new and small Panchayats may be avoided. (Para 3.2.18)
18. In case of shortage of funds to operationalize these recommendations, five years support to incentivize States to strengthen for a period of five years could be included in the revised RGSA. (Para 3.4)
19. In order to help States to strengthen their engineering staff at Block/Intermediate level MoPR may create a budget line of Rs. 1,000 crore annually for a period of five years. This assistance should be on a sharing basis with the States. (Para 3.5)

20. The existing HR support to Panchayats in PESA areas with one GS mobiliser in every GP, one PESA Coordinator at the Intermediate level, one PESA Coordinator in the District may be continued in the future. (Para 3.6)
21. Human resources of SHG network could be utilized by the GP in the form of activity groups trained to carry out particular tasks and in the form of trained CRPs from amongst the SHGs for performing specific functions and increasing participation during GSs. (Para 4.7).
22. The VOs can be used in supporting the GPs in conducting certain specific functions as mentioned in Para 4.16.
23. CRPs and activity groups may be trained to perform various tasks as mentioned in Paras 4.17 and 4.18.
24. For functional and effective partnership between the GP and the SHG network - VOs may formally be given the status of functional committees of the GP (Paras 4.19.1 to 4.19.8).
25. NGOs could support GPs - in the local planning process, in construction work, conduct of surveys and studies, improving social accountability, community mobilization for paying taxes and fees, claims and legal matters under FRA and PESA, conflict resolution, forging alliances between the GP and other institutions. (Para 4.20)
26. Functional committees can support the GP in – mobilization, identification of beneficiaries, professional support, monitoring and quality assurance – for which role clarity and need based training for the functional committees should be ensured. (Paras 4.23 and 4.24)
27. In order to improve social accountability in Panchayats, certain steps have been recommended which are mentioned in Paras 5.7 to 5.8.3.
28. Participatory planning and budgeting, pro-active disclosures, janta information system, public libraries, right to delivery of services, citizen's charter, grievance redressal, people's contact days, preparation of status studies for effective utilization of earmarked budget, participatory assessments, participatory expenditure tracking, community based monitoring, citizen's score card, citizen's juries/panels, social audit of Panchayats etc. need to be implemented. (Para 5.9 - 5.26)
29. A set of Governance and Accountability measures proposed by MoRD stands endorsed by this Committee for which capacity building of the community accompanied by internal audit and time bound implementation has been emphasized. (Paras 5.27 and 5.28).

30. **For immediate operationalization in Mission Antyodaya GPs**, participatory planning and budgeting, janta information system, citizens charter, disclosures, social audit and citizens score card may be considered. (Para 5.29).
31. On the IT front it is recommended that Panchayats be encouraged to use only transaction based software, adopt double entry system of accounting; universalize the SECURE software, upgrade the PES to support transaction at the GP level and keep provision for running the software without internet connectivity. NIRD&PR to function as a common platform for exchange of information about all ICT applications developed by the Central and State Government on various aspects. (Paras 6.19 – 6.27)
32. The Committee recommends strengthening of the monitoring mechanisms as described in Paras 7.4.1 to 7.4.15.
33. The committee recommends the adoption of quality monitoring mechanism as described in Paras 7.9.1 to 7.9.14.
34. Training of engineers involved in execution of various engineering works is recommended. (Para 7.10)
35. To ensure quality of assets at the village level, it is recommended that a system of quality be adopted that is similar to that under PMGSY. (Paras 7.11.1 to 7.11.7)
36. All existing GP Secretaries should be trained and new Secretaries should be put through rigorous induction training. The MoRD – ILO modules could form the core of the course material for imparting additional skills to GRSs, training on accounting and IT related applications for SHGs and CRPs in their areas of work. Special training on convergence approach to attain the SDGs for various functionaries and, training of quality monitors is recommended. (Paras 8.4.1 to 8.4.10).
37. The Committee recommends that training need assessments (TNAs) be conducted, formulate additional themes for training be formulated and partnerships with other institutions be encouraged to ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. (Para 8.4.12)
38. The leaders of Village Organizations of SHGs need to be specially trained on the roles and responsibilities of GPs and the elected representatives and officials of Panchayats sensitized to working with them as equal partners. The members of the Functional Committees and Standing Committees have to be equipped to play their expected roles. CRPs need training to raise citizen awareness to strengthen the demand side for good governance and social accountability. Convergence of services and programmes is particularly critical for addressing issues of poverty. The capacity building framework should include themes such as ethics and accountability, climate change, sustainability of development and possible local action. Social sensitivities need to be built into the elected representatives and officials with a focus on issues related to women, children,

aged, differently abled, transgender, etc. The Committee also recommends improving the quality of training, engaging Elected Representatives as well as functionaries in training and strengthening institutions. (Paras 8.4.13.1 to 8.4.13.6).

39. The Committee recommends that GPs could converge with the human resources of different departments. For diversifying works under MGNREGS, the human resources of various line departments could be formally used. In case of spare capacity in a Government Department the GP should be formally able to access that capacity. GPs should be the deciding authority on choice of works and payments for works. (Para 9.5.1)
40. Unnat Bharat Abhiyan (UBA) should provide formal support to the Panchayats in the conduct of surveys and studies, preparation of local plans, facilitating conduct of GS and so on. The framework for convergence with educational institutions may be laid down jointly by the State PR and RD Departments and Department of Higher Education. (Para 9.5.4)
41. All rural CSR projects should be encouraged to involve local panchayats in their implementation. This is essential for sustainability. Further, these companies could support professionals directly or through the accredited NGOs, to provide services to deserving GPs. Guidelines of the Department of Public Enterprises could appropriately include these suggestions for CSR initiatives of Central Public Sector Enterprises. (Para 9.5.6)
42. Institutions of excellence particularly those under the GoI, such as ICAR and CSIR may be mandated to provide technical support to GPs within the immediate hinterland of their field centres. These institutions may be encouraged to institutionalize such support in their regular outreach programmes. (Para 9.5.7)
43. Horizontal convergence among the Panchayats wherein they can group themselves into a cluster and pool resources to get professional support especially in areas such as development of water supply and solid waste management is recommended. (Para 9.5.8)
44. The terms and conditions of the convergence would have to be clearly laid down and issued in the form of Government Orders. Formal capacity building on the nature and mode of convergence while keeping intact the autonomy and decision making power of the GPs is recommended. (Paras 9.6.1 – 9.6.5)