



Report on Ministry of Panchayati Raj (MoPR)

Structure Review
December 2010



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Right Management

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1. Executive Summary

This report has been prepared by Right Management India Private Limited, with a special focus on assessing the effectiveness of Ministry of Panchayati Raj (MoPR)'s current structure and suggesting changes to better deliver on the vision, mission and mandate of MoPR. To prepare this report a detailed analysis of the issues relating to MoPR's structure was performed and specific recommendations have been made.

To conduct this study, Right Management adopted a structured approach which involved:

- Designing requisite tools & templates for data collection for the 'As is' study.
- Conducting one on one interactions with various stakeholders (MoPR Officials, Central Ministries, States, NGO's and Institutions)
- Summarizing key findings and validating the same with the MoPR project team
- Mapping key work flow processes within MoPR
- Developing principles for organization design
- Studying Benchmarked Institutions elsewhere in the world (Norway's Ministry of Local Government and Regional Development)
- Suggesting options for MoPR's structure

Both the suggested structure options (1 & 2) have been designed to enable faster realization of vision, mission & mandate of MoPR. However, in terms of addressing identified issues and challenges pertaining to influencing states, scaling up capacity building, having stronger knowledge repository, consulting capability and assuming a convergence role, the suggested structure Option 1 comes much closer to achieving the above. After discussions with the Secretary – MoPR and other Senior Officers of MoPR, there were certain revisions that were made in the suggested structure (option 1). This is highlighted as the final agreed structure option in the report.

Option 1 suggests adding 5 elements to the existing structure:

- Forming a Dynamic Task Force comprising of representatives from various states to enable support in policy / initiative planning, execution & monitoring
- Creating a Knowledge House consisting of Consulting, Research and Repository sections, to strengthen the Knowledge Management and Consulting Capability at MoPR
- Creating a Convergence Forum that organizes events where stakeholders can discuss critical issues concerning Panchayati raj and states learn best practices from each other
- Establishing a Capacity Building division consisting Infrastructure and Capability Building sections to scale up the capacity building of officials and elected representatives of PRI's
- Changing the terms of engagement of consultants to attract and retain consultants. Recommendation of additional positions at middle and junior levels in several divisions to ensure speedy work flow and support to the senior officials.

The plan for implementing the recommended structure including key steps challenges and resource requirements has been highlighted. The timeline for implementation has been visualized as 1 year which could further be three-phased into less than 3 months, 3 to 6 months and 6 months to 12 months. Accordingly, recommendations have been made around forming an implementation team chaired by Additional Secretary & Financial Advisor, preparing a detailed project plan, mapping and prioritizing activities, creating guidelines to accomplish activities and assigning owners to various activities and conducting periodic review to ensure progress.

2. Approach to the Assignment

2.1 Assignment Overview

The Government of India (GoI) – United Nations Development Programme's (UNDP) project **Capacity Development for Local Governance**, is implemented by the Ministry of Panchayati Raj (MoPR). The project aims at strengthening institutions and mechanisms so as to enhance capacities of elected representatives and functionaries for human development oriented, inclusive planning, implementation and improved accountability in local governance.

As part of this GoI-UNDP partnership, UNDP engaged the services of Right Management (an HR Consulting firm) to review MoPR's current structure, divisions, work responsibilities and allocation of portfolios keeping in mind the mandate of the Ministry.

2.2 Review of previous MoPR evaluations or reviews of similar nature, if any

The Report of the Ad Hoc Work Study Unit has been taken into account, while preparing this report. The Report outlines the key manpower requirement for various divisions and suggests key recommendations relating to number of personnel required by various divisions in Ministry of Panchayati Raj.

2.3 Rationale of the Assignment

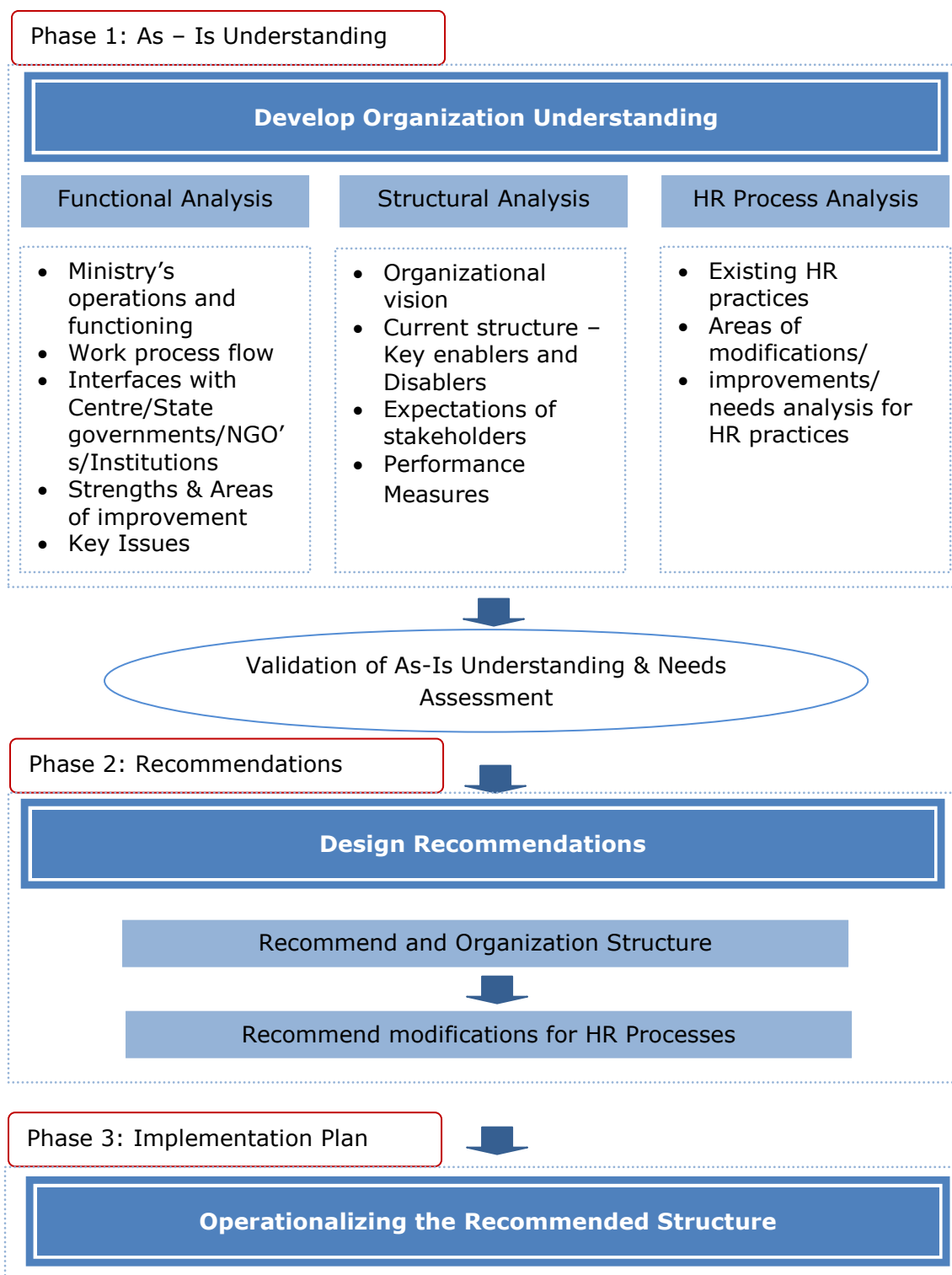
The Ministry of Panchayati Raj has laid continuous focus on ensuring, that Panchayati Raj Institution's (PRI's) emerge as "Institutions of Local-Self Government" securing economic development and social justice in their respective areas. The key rationale behind the assignment is to study MOPR's current structure and suggest recommendations that would enable MOPR to discharge its role more effectively and efficiently. The recommendations aim to suggest structural improvements that would have a direct linkage and impact on the key objective of MOPR.

2.4 Objective and Scope of the Assignment

The following are the key objectives and scope of the assignment:

- Undertake a structural review and needs assessment
- Propose revised management structure, organizational setup, for a reassignment of responsibilities of the Ministry's divisions
- Identify support which could be provided by NGO's and Institutions

2.5 Methodology Used



3. Background

3.1 Local governance in India: Issues, Concerns, Challenges, and Opportunities

The need/importance for decentralization got reflected in the Directive Principles of State Policy (Article 40 of the Constitution) wherein "The state shall take steps to organize village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government."

The Directive Principle was largely ignored for four decades (1950-1990) – a period where 'Centralization' was the dominant principle of governance. The period was marked, for many years, with the dominance of a single political party (the Congress) both at the federal level and in the states. There were sporadic initiatives during this period to introduce democratic decentralization – especially following the review of the Community Development Programme in the late 1950s' by the Balwant Rai Mehta Committee. However, elected Panchayats and municipal governments were assigned limited functions and even more limited resources and their tenures were subject to the whims of the government of the day.

The first considered response to the Constitutional Directive on decentralization, at the central level, came during the late 1980's in the form of the 64th Constitutional Amendment Bill. This Bill was finally adopted in 1992 as the 73rd Amendment to the Constitution (along with the 74th Amendment relating to Urban local governance).

The three-tier Panchayati raj system of India is the largest experiment in grassroots democratization in the history of humanity. There are around 3 million elected representatives at all levels of the panchayat system and now 50% of them will be women. They represent more than 240,000 gram panchayats, 6,500 intermediate tiers (block panchayats) and more than 500 district panchayats. The fact that the Indian system of local governance -- the panchayat system -- has its roots in the cultural and historical legacy of India makes it different from many other initiatives of decentralization of governance.

In spite of the promises of grassroots democratization, there are structural and political impediments to realizing the Gandhian proposal for real Gram Swaraj. One of the major hurdles in realizing the true democratic and political potential of local self-governance is the structural and systemic resistance by the bureaucracy and political elites in control of important state apparatuses. There is a tension between the instrumental value of Panchayati Raj Institutions (PRIs) in community development and project implementation, and the intrinsic value of PRI as strong political

institutions with regulatory and administrative power, adequate funds and fiscal capacity. Following the Balwantrai Mehta Committee recommendations, PRIs were expected to be the main vehicle for community development projects. However, funding for community development projects had stagnated by the mid-1960s and panchayats stagnated without adequate funds and authority.

Even after the crucial constitutional amendments, one of the major hurdles is that in spite of various measures to devolve administrative and implementing mechanisms to panchayats, there has not been adequate devolution of finance, functions and functionaries to the PRIs. A few states such as Kerala, Karnataka and Madhya Pradesh have made important steps towards this, though true devolution of political and financial power still remains far from being realized even here.

Even now, one of the key challenges is the transition of PRIs from mere local-level implementing agencies to real local self-government institutions with political, financial, administrative and regulatory powers in setting the agenda for local social and economic development.

There have been some very bold initiatives, like the People's Planning Process in Kerala, that point towards the potential of people's participation in local self-governance and the possibilities of panchayats. In spite of a few such innovative initiatives to strengthen PRIs and people's participation, there are still major structural challenges to make them the vehicles for substantive democratization at the grassroots level. Some of them are to do with the very architecture of the governance process in India and some of them are to do with the character and nature of political power in India.

Key Concerns and Issues

- The challenge of transforming PRIs as the location of countervailing power of people to claim their rights and demand direct social accountability.
- The potential for PRIs to become the key vehicles for social transformation by ensuring the active agency and participation of women and marginalized sections of society. Such a role for PRIs would help women and marginalized sections of society to assert their political space and demands for an inclusive social and economic agenda.
- There seems to be a strong link between a vibrant local democracy and human development, as there would be more strategic allocation and effective expenditure of resources to promote primary healthcare, education and sustainable environment. However, PRIs play a lesser role in ensuring quality primary healthcare and education at the grassroots level.

- The success of PRIs is also influenced by the effective delivery of basic services to the poor and marginalized sections. Hence, the macro-policy framework, that ensures the right to livelihood, is critical to the success of PRIs as an important vehicle for poverty eradication.
- Devolution of finance, particularly untied funds, is crucial to the success of PRIs as the means for local governance.
- Deliberate efforts to remove the administrative, legal and procedural anomalies would be important to make PRIs effective.
- PRIs offer the most effective means for social accountability and transparency. Hence, devolving financial control to them would help reduce instances of large-scale and entrenched corruption. The Eleventh Finance Commission, analyzing the issue of centre-state financial relations, highlighted the need to strengthen the finances of local bodies. Hence, there is a need to have broader finance reform to ensure fiscal devolution through the national and state finance commission

Key Challenges

- Government of India pronouncements high in terms of intentions (year 2000-2001 – year of the Gram Sabha as per the Budget Speech) but with little follow up in actual fund flows—special concern with regard to failure to integrate transfers under schemes/programmes, through local elected governments. Both Central and State Government grants to local governments are specific and 'tied' to particular purposes.
- Despite recommendations of State Finance Commissions the system of grant to local governments in most of the states is not rationalized and suffers from inadequacy and uncertainty
- A Review of Centrally Sponsored Schemes of the Departments of Health and Family Welfare, Department of Education, Ministry of Environment and Forests, has shown a tendency to constitute a parallel (to local governments) delivery system
- Report of the Working Group on Decentralized Planning and Panchayati Raj Institutions (PRI's), for the Tenth Plan, has spelt out the need for Central Ministries to simplify programme guidelines and indicate modus operandi for involvement of PRI's in executing programmes which relate to the subject matters falling within the functional domain of PRI's. It also observed that the Externally Aided Projects tended to set up separate formations for implementation and recommended that in the care of EAP's the role of PRI's should be spelt out.
- A government report noted that approximately Rs. 700,000 million of central and state funds are expended on schemes which fall under the functional domain of PRI's but a very small percentage of this expenditure is actually 'overseen' by elected representatives.
- Governmental efforts in building capacities of local bodies (and their elected representatives) tend to be formal and sequential. Such efforts fail

to take into account the needs for capacity building of new groups entering public life for the first time.

Opportunities/Potential of Panchayats

The experience of Kerala, Madhya Pradesh, Karnataka and Uttar Pradesh demonstrates that the transfer of funds, functions and functionaries would be critical to effective decentralization. An effective policy framework for decentralization from above needs to be complemented with social mobilization and democratization from below. In Kerala, social mobilization through neighborhood groups and women's groups such as Kudumbasree, proved to be an effective means to strengthen the demand at the grassroots level and facilitate the participation of women and marginalized groups in governance.

Democratization at the grassroots level requires space for the voices of the poor and marginalized to be heard through networks of social mobilization. Such a space for participation, demand for effective delivery of services, and demand for accountability, can strengthen the process of socio-political empowerment and capabilities of the poor. A human rights-based approach to governance is crucial for grassroots democratization. Hence, empowerment of gram sabhas is critical to the claiming of rights and asserting the voice of the marginalized and poor. Unless the legal and administrative hurdles that often constrain the effective role of the gram sabha are removed, the potential of the PRIs will not be realized. It is important to recognize that there are entrenched pathologies of caste discrimination, patriarchy and identity-based political dynamics at the grassroots level. It is thus very important to have a safeguard mechanism to ensure transparency and accountability. There can be systematic efforts for participatory governance assessment such as social audit and people's report card, to make sure that PRIs are not captured by the elite or by one political party or group.

Experience of working with Panchayats across various states suggests that wherever Panchayats have functioned as institutions of governance they have helped effect a transformation in rural society, economy and polity. The true promise of panchayats lies in sticking to the core business of governance and the role cast upon them for "local development and social justice". Case studies based upon work with panchayats offer clear evidence of the potential they hold for:

- Enabling optimization of public resource use through:
 - Better alignment with local felt needs
 - Reduction in duplication of resource allocation
 - Timely completion of projects, often at costs considerably lower than estimated by government agencies

- Better utilization of school and health services
- Providing a 'voice' in decision making for women, Dalits and Tribals and thereby creating opportunities for a pattern of public resource allocation (and public goods delivery) which addresses their needs
- Ensuring accountability in respect of expenditure of public resources for public good
- Facilitating sustainable linkages between local income, savings and investments cycles
- Framing and enforcing norms in respect of use of local natural resources
- Creating an enabling environment for local development through conflict resolution and provision of public goods like security, law and order

There is also potential for PRIs to become the primary institutions for disaster mitigation, sustainable development, and water conservation, facilitation of local economies and creation of employment opportunity at the grassroots level through small and medium enterprises that make use of the local natural and agricultural resources.

3.2 Institutional framework to support Panchayati Raj in India

3.2.1 National Level: MoPR (Organizational History and Evolution)

Although the Panchayats have historically been an integral part of rural life in India, the Constitution (73rd Amendment) Act, 1992 has institutionalized the Panchayati Raj Institutions at the Village, Intermediate and the District levels, as the third tier of governance. The aim was to combine social justice with devolution, with an emphasis on reservations for deprived classes of the population in Panchayats including of the leadership positions. The 73rd Amendment to the Constitution of India (1992) has been hailed as a landmark in the evolution of Panchayati Raj in the country because it not only aimed at giving a constitutional status and devolution of 29 functions to the Panchayati Raj Institutions but also provided the mechanism for regular elections and raising the financial resources for the Panchayats to function as institutions of local self government. Besides, it sought to ensure the empowerment of women and weaker sections – the Scheduled Castes, the Scheduled Tribes and the Other Backward Classes, through reservations. It was felt that the empowerment of these institutions was not happening as envisaged in the 73rd Amendment.

Therefore, to provide a focus to the decentralization of powers and the empowerment of Panchayati Raj Institutions as true local self governments, in May 2004, the Ministry of Panchayati Raj was formed after carving out the Panchayati Raj Division in the Ministry of Rural Development. It was conceived as the Nodal agency looking after the empowerment of Panchayati Raj Institutions in the country and for ensuring the implementation of the Constitution (73rd Amendment) Act, 1992 and the Panchayats (Extension to Scheduled Areas) Act, 1996 (PESA). Besides overseeing implementation of the

73rd Amendment Act and the PESA, the Ministry formulates plans, policies and programmes for the empowerment of the Panchayati Raj Institutions and the elected representatives of these institutions especially those from the weaker sections i.e., women, Scheduled Castes, Scheduled Tribes and Other Backward Classes. The Ministry attaches great importance to the capacity building of elected representatives and officials of PRI's as well as functionaries involved in the Rural Development Programmes.

3.2.2 State Level: State – Specific Panchayati Raj Departments (PRD's)

Panchayati Raj is included in the State List of the Seventh Schedule of the Constitution. It is the States that have been charged with the responsibility for devolution of powers to the Panchayats. The following is the brief description of State Specific Panchayati Raj departments based on the State of Panchayats Report by MOPR.

1. Andhra Pradesh

Andhra Pradesh had established its PR system through different legislations governing each level of Panchayats. The provisions of these legislations were integrated and incorporated when Andhra Pradesh enacted its Panchayati Raj Act, 1994 pursuant to the 73rd Amendment Act, 1992. This came into effect in 1995. Under this legislation, Panchayats at all the three levels have been entrusted with duties and functions with regard to all the 29 matters listed in the Eleventh Schedule of the Constitution. An interesting feature of the Andhra Pradesh Panchayati Raj system is the large number of Mandal Parishad (Intermediate level Panchayats) as compared to the total rural population. This is because in 1986, Andhra Pradesh indicated a new Panchayati Raj Act, namely, the Andhra Pradesh Mandal Praja Parishad, Zilla Praja Parishad and Zilla Pernalika Abhivridhi Sameeksha Mandals Act, 1986 (Act No. 31 of 1986) under which the then development Blocks (about 300 in number) were re-organized into smaller developmental units, the Mandals, which became units for the intermediate level of decentralized local rural governance and revenue administration. This system of smaller Mandal Parishads has continued under the 1994 Panchayati Raj Act.

2. Arunachal Pradesh

In the erstwhile North Eastern Frontier Areas, Panchayati Raj was formally inaugurated by the then Governor of Assam on 2nd October 1968, with the following tiers: (i) Gram Panchayat at village level; (ii) Anchal Samiti at circle level; (iii) Zilla Parishad at district level and (iv) Agency Council at Agency level.

These panchayats had elected members, with a 3 year tenure. Elections were conducted in accordance with the traditional system, with some members being nominated as representative of the minorities in the district. The NEFA Panchayati Raj was regulated by the Panchayati Raj Regulations of 1967 with

provisions for a District Vice President at the Anchal Samiti level, and the Deputy Commissioner as the District President. Elections to Panchayats were held for 7 times between 1968 and 1992 through secret ballot system, except the Gram Panchayat elections. The Gram Panchayat elections were held according to traditional tribal custom. The term of the last Panchayat was extended for two years up to 14th September, 1994.

Following the enactment of the 73rd and 74th Constitutional Amendments, the NEFA Panchayati Raj System was dissolved on 14th September, 1997, and the Arunachal Pradesh Panchayat Raj Act, 1997 was passed. A three level Panchayati Raj system was brought into the state, each having a 5 year term. Arunachal Pradesh was possibly among the last States to pass the compliance legislation in line with Part IX of the Constitution. The delay occurred because it became necessary to amend the Constitution and seek deletion of the mandatory reservation in favor of Scheduled Castes(SCs) in Arunachal Pradesh, as there are no SCs in the State. Clause 3A was introduced in Article 243 D, which states that nothing in this article relating to reservation of seats for the scheduled castes, shall apply to the state of Arunachal Pradesh. The State Election Commission was constituted on 18th June, 2002, and the first panchayat elections in Arunachal Pradesh were conducted in April, 2003.

The process of devolution of power to the Panchayati Raj Institutions is in progress and certain powers have already been delegated in respect of the departments of agriculture, animal husbandry and veterinary sciences, education and social welfare.

3. Assam

Assam has a very strong historical background of local self-government. The villages in Assam had a strong Panchayat in different names or forms since long past. Assam was one of the pioneer States in India to enact Panchayat Act and establish Panchayati Raj in the State when the Assam Rural Panchayat Act, 1948 was passed. This Act was amended and replaced by the Assam Panchayat Act, 1959, the Assam Panchayati Raj Act, 1972, the Assam Panchayati Raj Act, 1986 and finally the Assam Panchayat Act, 1994 which incorporated the provisions of the 73rd Amendment Act, 1992 of the Constitution of India. The Assam Panchayat Act, 1994 received the assent of the Governor on the 22nd April 1994 and elections were held in October 1996, for establishing a three-tier Panchayati Raj system in the State at the village, intermediate and district level.

The Assam Panchayat Act 1994 devolved several individual functions to the three levels of Panchayats

4. Bihar

The Bihar Panchayat Raj Act, 1993 was passed pursuant to the 73rd Constitution Amendment Act, 1992. Subsequently the State has carried out major changes through the instrumentality of the Bihar Panchayati Raj Ordinance, 2006. Panchayats at all the three levels have been entrusted with duties and functions in respect of all the 29 matters listed in the Eleventh Schedule of the Constitution. Bihar has also established Nyaya Panchayats, known as Gram Katchahries. These have jurisdictions that are larger than Gram Panchayats, but smaller than Panchayat Samitis.

5. Chattisgarh

The State of Chhattisgarh came into being on 1 November 2000, when it was carved out of Madhya Pradesh. The State has 20,378 villages, 96 tehsils, 146 blocks and 16 districts. In accordance with Sections 78 and 79 of the Madhya Pradesh Reorganization Act, any law already in force in the State of Madhya Pradesh when Chhattisgarh was created remained applicable in the new state of Chhattisgarh. Accordingly, the Panchayati Raj legislation in force in Madhya Pradesh at the time the State was divided became applicable to Chhattisgarh in totality. That law (as amended from time to time) has been re-designated as the Chhattisgarh Panchayat Raj Adhiniyam, 1993 and it provides the basis of the current Panchayat system in place in Chhattisgarh.

The first elections to the three levels of Panchayats after the formation of Chhattisgarh State were held in January 2005.

6. Goa

Following liberation from Portuguese rule on 19th December 1961, the President of India promulgated the Goa, Daman & Diu Village Panchayat Regulation, 1962 under Article-240 of the Constitution of India. This provided for a single tier Panchayati Raj system in the Union Territory of Goa, Daman & Diu and accordingly, village Panchayats were set up in Goa Daman & Diu in 1962. The 1962 Regulation reserved one seat for a woman in each Panchayat. Three types of Panchayats were created, having 5, 7 or 9 members respectively, depending upon the population. The term of the Panchayat was for four years.

Following the enactment of 73rd Constitutional amendment, the State of Goa promulgated the Goa Panchayat Raj Ordinance, 1994 on 20th April, 1994. The Ordinance was superseded by the Goa Panchayat Raj Act, 1994, which was assented to by the Governor of Goa on 9th July, 1994. The Act repealed both the 1994 and the 1962 regulation. The provisions of the Act fully came into force with effect from 26th October 1995.

Initially, in keeping with the provisions of Article 243 B, the Goa Panchayat Raj Act, 1994 provided for setting up of a two tier Panchayati Raj System at

the village level and at the district level. However, in 1999 the Act was amended and provision was made for the intermediate level Panchayat also, namely, the Taluka Panchayat. However, the same has not been set up.

7. Gujarat

After the 73rd Constitution Amendment the Panchayati Raj Act of Gujarat was passed on 23.4.1994. This Act came into effect on April 23, 1994. This Act was further amended in 1999, 2000 and 2004. By this Act, all the 29 subjects listed in Eleventh Schedule of the Constitution have been devolved to PRIs.

8. Haryana

Haryana enacted its Panchayati Raj Act, 1994 pursuant to the 73rd Amendment Act, 1992. This came into effect on April 22, 1994. Under this legislation, Panchayats at all the three levels have been entrusted with duties and functions with regard to all the 29 matters listed in the Eleventh Schedule of the Constitution.

9. Himachal Pradesh

Himachal Pradesh enacted the Himachal Pradesh Panchayati Raj Act, 1994 in conformity with the 73rd Constitutional Amendment Act, 1992. This came into effect on April 23, 1994.

10. Jammu & Kashmir

In an effort to revive the democratic process at the grassroot level, the Jammu & Kashmir Panchayati Raj Act was passed in 1989, three years before the 73rd Amendment was passed by the Parliament of India. This Act was a radical step as it aimed at promoting and developing the Panchayati Raj system in the State as an instrument of vigorous local self-government. It provided for direct election of the panches and sarpanches, made provisions for the constitution of Panchayati Adalat (Court) and three-tier Panchayati Raj system with powers to Halqa (Gram) Panchayat to prepare and implement plans and schemes for rural development. The full involvement of the people was proposed to be secured through direct election of the panches and sarpanches and that of chairpersons of the bodies at the block level, to be called Block Development Councils. The Act had provided for a three-tier Panchayat Raj system. These tiers were the Halqa Panchayat, the Block Development Council and the District Planning and Development Board. However, the Act did not provide for direct elections at every level except the Halqa Panchayat level. Also, the reservation of seats for women, which was made through an amendment in 1997, was by nomination. The Panchayat Rules were framed in 1996. The act of 1989 was amended in 2003 and envisaged significant changes at the district level. The Rules underwent a further amendment in conformity with the provisions of the 73rd Amendment to the Constitution of India to mainstream the role of women and other

specified classes in the governance and development at the grassroots through Panchayati Raj institutions (PRIs). Provisions have been made for reservation of 33% (or not less than one-third) Panch seats for women and for SCs/STs in proportion to their population in Halqa Panchayats.

Despite these amendments, it is recognized that there is still a further need to bring about desirable changes in the State Panchayati Raj Act so that it becomes more democratic and self-governed. For instance, the PR system in J & K is effectively a one-tier system with only members of Halqa Panchayat being directly elected, though there is a need for direct elections at the Block as well as the District level. Also, the reservation of one-third seats for women is made only for the post of panch, whereas in states where the 73rd Amendment is implemented, one-third of total seats of Sarpanch are also reserved for women.

11. Jharkhand

Following its Constitution as a separate State, Jharkhand has enacted its Panchayati Raj Act. This has been done in accordance with the provisions of the 73rd Amendment to the Constitution and that of the Panchayat Extension to the Scheduled Areas) Act, 1996 are applicable to this State. The State accordingly brought about changes in its Act and announced Elections. However, the Hon'ble High Court was pleased to strike down the provisions relating to the reservation of seats of the head of the Panchayat for the members of the ST Communities. The matter has been taken to the Hon'ble Supreme Court by the Government of India in a SLP. A number of other parties have also moved the Hon'ble Supreme Court. However, the State Government needs to adopt a must pro-active role in the matter.

12. Karnataka

Karnataka has been considered a pioneer in devolution to Panchayats since the past decade and a half. In 1983, the Government passed a landmark law setting up a two-tier Panchayat system consisting of Zilla Parishads and Mandal Panchayats. (there was an intermediate tier, the Panchayat Samiti, but this was not directly elected and consisted mostly of Presidents of Mandal Panchayats). The law reserved 25 percent of membership in Panchayats to women. It also gave the Zilla Parishad president the status of a Minister.

On the fiscal side, a district sector was carved out of the state budget to match functional assignment. A State Finance Commission was set up. Deputy Commissioners (Collectors) were divested of their development responsibilities and officers senior to them were posted as "Chief Secretaries" of Zilla Parishads. With approval from the GOI, DRDAs were merged with the ZPs. The Chief Secretaries of ZPs were accountable to the ZP. Their CRs were written by the ZP Adhyaksha. The system resulted in a radical and fundamental shift in the power structure, both amongst politicians and bureaucrats.

In 1993, immediately after the Constitutional Amendment, Karnataka passed its Panchayat Raj Act, which was largely modeled on the 1987 act, except that it introduced an elected intermediate tier. The KPR Act passed on all 29 functions to Panchayats.

13. Kerala

Pursuant to the 73rd Amendment Act, 1992 Kerala State enacted its Panchayat Raj Act, 1994 (Kerala Panchayat Raj Act 1994), which came into effect on April 23, 1994. Under this legislation, Panchayats at all the three levels have been entrusted with duties and functions with regard to all the 29 matters listed in the Eleventh Schedule of the Constitution.

14. Madhya Pradesh

Madhya Pradesh enacted the Panchayat Raj Adhiniyam, 1993 to establish the three level Panchayati Raj system in the State. It was the first state to hold elections after the 73rd amendment. In 2001, the Panchayati Raj Adhiniyam was amended by the Gram Swaraj Adhiniyam, which brought about significant changes in the structure of Panchayati Raj, by strengthening Gram Sabhas and directly constituting committees at the Gram Sabha level to plan and implement programmes. Recently, the law has been further amended to restore the position of the Gram Panchayat as the executive arm of self-government. It has been reported that Madhya Pradesh has decided to replace the separate village-level committees for development, education, health, infrastructure, security, agriculture, public property and social justice with two new committees the Gram Nirman Samiti and Gram Vikas Samiti, both chaired by the Sarpanch.

15. Maharashtra

Maharashtra has had a tradition of strong Panchayats even before enactment of the Seventy Third Constitutional Amendment Act, 1992. The Bombay Village Panchayat Act 1958 defines the duties, responsibilities and powers of the Village Panchayats. After the setting up of the State of Maharashtra on 1.5.1960, the new Government of Maharashtra set up a Committee under the Chairmanship of the then Chief Minister, Shri V.P. Naik, on 28.6.1960 for strengthening of the Panchayats. Based on the recommendations of the Committee, the State enacted the Maharashtra Zilla Parishad and Panchayat Samiti Act 1961. The objective of the Act was "to provide for establishment in rural areas, Zilla Parishads and Panchayat Samitis, to assign to them local Government functions and to entrust the execution of certain works and development schemes of the State Five Year Plan to such bodies, and to provide for the decentralization of powers and functions under certain enactment to these local bodies for the purpose of promoting development of democratic institutions and securing greater measure of participation by the people in the State Plan and in local Government affairs.

16. Manipur

Pursuant to the passing of 73rd Amendment Act to the Constitution of India, Manipur passed the Manipur Panchayati Raj Act, 1994 (Act No. 26 of 1994) which has come into force on 23.4.1994. The Act provides for a two- tier system i.e. Gram Panchayat (GP) at the village level and Zilla Parishad at District level. The Act extends to the whole of the State of Manipur excepting any area to which the Manipur (Hill Areas) District Council Act, 1971 or the Manipur (Village Authorities in Hill Areas) Act, 1956 extends including Cantonment and Municipalities Areas. Presently, only four Districts of Manipur viz. Imphal East, Imphal West, Bishnupur and Thoubal are covered under the Panchayati Raj Act.

17. Orissa

The Orissa Gram Panchayat Act, 1948 was the first legislation prescribing constitution, power and functioning of Gram Panchayats in the State. In the year 1961, the 3 tier system of Panchayati Raj Institutions was established in the State. The Orissa Zilla Parishad Act was enacted in the year 1959 and was subsequently amended as the Orissa Panchayat Samiti and Zilla Parishad Act, 1959 in the year 1961 (Orissa Act 24 of 1961). Pursuant to the 73rd Constitutional Amendment Act, 1992, Orissa has suitably amended the existing laws relating to Panchayats, which include the Orissa Zilla Parishad Act, 1961, the Orissa Panchayat Samiti Act, 1959 and the Orissa Grama Panchayat Act, 1964. Under the legislation as it stands amended, Panchayats at all the three levels have been entrusted with duties and functions with regard to 21 out of 29 matters listed in the Eleventh Schedule of the Constitution.

18. Punjab

Punjab enacted the Punjab Gram Panchayat Act 1952, as an initiative under the Community Development programme, and followed up with the Punjab Gram Panchayats, Panchayat Samitis and Zilla Parishad Act, 1961. A three-tier Panchayati Raj system was introduced into Punjab. In response to the 73rd Amendment of the Constitution of India, the state government enacted the Punjab Panchayati Raj Act, 1994, to strengthen the previous initiative and bring in the constitutional mandate at state level, to implement the three-tier Panchayati Raj system.

19. Rajasthan

Rajasthan's Panchayati Raj Act was passed on 23-4-1994 pursuant to the 73rd Amendment Act, 1992. This came into effect on April 23, 1994. Certain important amendments were made in 1999, 2000 and 2004. Under this legislation, Panchayats at all the three levels have been entrusted with duties and functions with regard to all the 29 matters listed in the Eleventh Schedule of the Constitution.

20. Sikkim

Sikkim enacted its PR Act "The Sikkim Panchayat Act, 1993" (Act No.6 of 1993) immediately after the 73rd Amendment. However, existing local bodies were not disturbed and in 1997 elections were held on the expiry of their terms. The terms of these elected Panchayats were to end in October 2002. Elections were held in April 2002 itself, so that Panchayats could continue without a break. Sikkim has a two tier system.

21. Tamil Nadu

Tamil Nadu has more than a century's experience in local governance. From 1884 to 1934, the erstwhile Madras Presidency had a three level local government system in the rural domain consisting of District Boards, Taluk Boards and Village Panchayats, performing several service functions devolved upon them. Subsequently, Taluk Boards were abolished by the government and District Board and Village Panchayats continued, mandated by two separate legislations. In the post independence period, development functions were assigned to local bodies. Following the 73rd Constitutional Amendment, the Tamil Nadu Panchayati Raj Act 1994 replaced the Tamil Nadu Panchayats Act, 1958. This fresh legislation mandated panchayats at the village, intermediate and district levels. This legislation received the assent of the Governor on 22nd April 1994 and elections were held in October 1996 to all three levels of Panchayats.

22. Tripura

Tripura established its Panchayati Raj system through the Tripura Panchayats Act 1993. Under this legislation, Panchayats at all the three levels have been entrusted with duties and functions with regard to all the 29 matters listed in the Eleventh Schedule of the Constitution.

23. Uttar Pradesh

Uttar Pradesh brought in Panchayati Raj immediately after independence through the enactment of the UP Panchayat Raj Act, 1947. Following the recommendations of Balwant Rai Mehta Committee a three-tier system of panchayats was established through the enactment of the U.P. Kshetra Samitis and Zilla Parishads Act, 1961(now, renamed as UP Kshetra panchayats and Zilla Panchayats Adhiniyam, 1961). Following the Constitution (73rd Amendment) Act, 1992 in order to bring about conformity with the provisions of the Constitution, the Government of U.P. amended the two Acts named above, through the Uttar Pradesh Panchayat Laws (Amendment) Act, 1994.

24. Uttarakhand

Uttarakhand State (now Uttarakhand) was carved out of the Uttar Pradesh on 9 November 2000. Uttarakhand has a three-tier Panchayat structure. Its legal

basis is set out in the U.P Kshetra Panchayat and Zilla Panchayat Act of 1961 and the U.P. Panchayat Raj Act of 1947, as modified the Uttarakhand government under by the U.P.Kshetra Panchayat and Zilla Panchayat Act (Uttarakhand Adoption and Modification Orders), in October 2001 and in January 2002. A draft legislation for Uttarakhand is ready and is under consideration of the government.

25. West Bengal

The Balwantrai Mehta Committee was appointed in 1957 by the National Development Council to suggest measures for better working of the Community Development Programme and National Extension Services. The Committee recommended democratic decentralization to a three-tier Panchayat system. On the basis of these recommendations, the West Bengal Panchayat Act, 1957 was passed, setting up a two-tier Panchayat system at village and union levels. The West Bengal Zilla Parishads Act, 1963 further introduced two tiers at block level and district level, thus providing for a four-tier structure consisting of Zilla Parishad, Anchalik Parishad, Anchal Panchayat and Gram Panchayat in the State. For various reasons the system did not work after some time and these bodies were superseded in the late 'sixties.

A further initiative was taken to frame a consolidated piece of legislation, namely, the West Bengal Panchayat Act, 1973, which paved the way for introducing a three-tier system with Zilla Parishad at the district level, Panchayati Samiti at the block level and Gram Panchayat at the anchal (cluster of villages) level. The Act came into force on 1st January, 1974 in the whole of West Bengal except coalfield areas in the districts of Burdwan, Bankura and Purulia and areas comprising tea gardens, cinchona plantations and Reserve Forests. The first Panchayat election was held under the Act in June 1978 and since then Panchayat general elections have been held in 1983, 1988, 1993, 1998 and 2003, strictly observing the five-year period.

Twenty-six amendments to the Act have been made till date. The Act was extended to the tea gardens, cinchona plantations and forest areas of this State at the time of the fifth Panchayat General Election held in 1998. The State went ahead of the 73rd Constitution Amendment Act, 1992 by institutionalizing village assembly, i.e., Gram Sabha, and reserving one-third of the seats for women and proportional seats for Scheduled Castes and Scheduled Tribes in 1992. The West Bengal State Election Commission was constituted in 1994 and since then it has been conducting elections to the rural and urban local self-governments.

3.2.3 Support Institutions: NIRD, SIRD's, PRTI's etc

Panchayati Raj Institutions (PRI's) having over three million elected representatives who are elected every five years and the large number of dedicated and adjunct functionaries need adequate institutional arrangements for their capacity building on a continuous basis. This activity is generally

performed through the State Institutes of Rural Development (SIRDs) and their subordinate institutions at the regional and district levels. A few States have got, besides SIRDs, Panchayati Raj Training Institutes (PRTIs) as well. The following are some of the support institutions:

- National Institute of Rural Development (NIRD): This is an autonomous organization under the Ministry of Rural Development that undertakes training, research, action research and consultancy assignments in the rural development sector in India.

The NIRD is mandated to conduct and assist in the organization of training programmes, conferences, seminars and workshops for middle and senior development functionaries; undertake, aid, promote and coordinate research on it's own and / or collaborate with state, national and international development agencies; analyze and offer solutions to problems encountered in planning and implementation of the programmes for rural development, decentralized governance, Panchayati raj and related programmes; and disseminate information and transfer technology through periodicals, reports, books and other publications in furtherance of the basic objectives of the Institute.

The Institute's services are available to different ministries/departments of the Central and State Governments, banking institutions, public and private sector organizations, civil societies, Panchayati Raj Institutions and other national and international agencies connected with rural development

- State Institutes of Rural Development (SIRD's): These Institutes exist at the State level with the objective of imparting training to various official and non-official functionaries, directly or indirectly involved in the process of rural development with a view to equip them:
 - with the sociological and behavioral perspective and techniques for being able to sensitively understand the problem of the rural population;
 - with the managerial skill for efficient designing, implementing, monitoring and evaluating rural development Programme, and
 - with the techniques for enlisting community action in the support of rural development programmes

They also focus on carrying on research on the operational and policy aspects of rural development

- Panchayati Raj Training Institutes (PRTI's): These Institutes exist at the State level and are involved in giving direct training to the elected representatives of Panchayati Raj Institutions e.g. Pradhans/Up-Pradhans of village(Gram) Panchayats, Member of intermediate

Panchayats (Panchayat Samitis) etc. They also impart training to the officials serving PRIs and of Panchayati Raj and Rural Development Department, like, Panchayat Inspectors, Auditors/Panchayat Sahayaks/Panchayat Secretaries etc.

3.3 Key remarks (relevant for MoPR structure review)

Given the broad framework existing for promoting local governance and the role that MOPR has been assigned, it is imperative that the structure should support the following:

- Identification of key challenges at the grassroots level
- Mechanism for devising policies/schemes that are practical and implementable by various states
- Support for implementation of various schemes and policies

4. Strategic intent of MoPR

4.1 Identification of stakeholders

The Ministry was set up primarily to oversee the implementation of Part IX of the Constitution, inserted by the Constitution (73rd pertaining to the 29 subjects listed in the Eleventh Amendment) Act, 1992, the Panchayats (Extension to Schedule with reference to the constitutionally the Scheduled Areas) Act, 1996 (PESA), and Article. 243ZD of Part IX-A relating to District Planning Committees. The primary aim of MOPR has been to combine social justice with effective local governance. The critical stakeholders in MOPR's aim to champion the 3rd tier of local governance are:

- **Employees of MOPR:** In order to effectively achieve its mandate, it is important that the internal employees of MOPR should be committed and dedicated towards the vision, mission and mandate. MOPR has to ensure that they are aligned to MOPR's strategic intent while focusing on their personal development.
- **State Governments:** Panchayati Raj is included in the State List of the Seventh Schedule of the Constitution. It is the States that have been charged with the responsibility for devolution of powers to the Panchayats. Thus, they become the most critical stakeholders of MOPR. The key role of MOPR is to facilitate and guide the States in order to enable them to empower the Panchayats.
- **Central Ministries:** Article 243G of the Constitution envisages that with regard to matters relating to economic development and social justice, Panchayats should be entrusted with the preparation of plans and implementation of schemes so as to enable them to function as institutions of local self-government. An illustrative list comprising 29 such subjects is given in the Eleventh Schedule. In order to ensure the same, MoPR has to advocate the need for importing the above-mentioned provisions in the Guidelines of Centrally Sponsored Schemes (CSSs) of various Central Ministries/Departments. Hence, the Central Ministries also become a key stakeholder of MOPR.
- **NGO's/Institutions:** Various NGO's like PRIA, CRIDD and Institutions like SIRD's, NIRD, and KILA, have been supporting MOPR in the implementation of various advisories as well as capacity building initiatives like training, development of infrastructure etc. MOPR has to partner with them effectively in order to achieve the desired objectives.

4.2 Determining the expectations of the stakeholders

In the As-Is Understanding phase, Right Management met people from all the above stakeholder groups. The detailed list of the people met has been given in the Appendix. The following are the key expectations from the various stakeholders. The key comments supporting the stakeholder's expectations have also been highlighted.

• Employees of MOPR

- Devise ways to influence States more effectively:
 - There does not seem to be an institutional mechanism to involve/take the buy-in of the key stakeholders (especially the State Panchayat Departments) when formulating guidelines/advisories on Policy issues (i.e Devolution of 3Fs, Capability building in PRIs etc)
 - MoPR has little leverage on the states to ensure implementation. They depend on 'moral persuasion'- but there is no real leverage. This means that buy-in of the states when the guidelines are being formulated is critical, and the ability of MoPR to persuade/influence the states after the guidelines are created is also very important
 - The States need to be convinced that policy/scheme suggested by MOPR is something that 'makes sense' (intent). Detailed analysis should be done before devising solutions and suggesting schemes/policies
 - Being part of the GOI, MoPR seems to have had greater success in influencing its sister ministries in GOI than the states. MoPR would like that all scheme of the GOI that deliver development in rural areas should use the PRIs as the vehicle of delivery. This has happened to some extent (NAREGA-50%, NRHM) - but one big constraint has been the doubts on the capability of the PRIs to take the responsibility
 - Need for people who understand ground level issues and have worked at the field level. This will enable MoPR to develop policies keeping in mind the issues faced at the grass root level.
 - In order to influence the States MoPR should have linkages outside the State Panchayati Raj departments (for instance with NGO's/Institutions)
 - Have more frequent meetings /interactions. The Committee of Secretaries should meet more often
- Need for a pyramidal structure instead of the current structure
 - There is lack of people at the lower and middle level. As a result the top level is not able to concentrate on core function of policy making

- Lack of permanent staff due to which work is not allocated at the right level
- Too much workload due to gap in Sanctioned Vs Actual strength
- Span of control needs to be analyzed
- MoPR does need senior officers also, as Policy making is a key component of its function
- Focus on creating Institutional Memory and Continuity
 - Lack of adequate permanent staff at section and lower levels
 - Due to the non availability of permanent staff contract staff is hired. However, their tenure is very short (was earlier 3 months, now has been increased to an year). This impacts efficiency and also some of the areas are confidential. There is need for continuity in order to ensure building of institutional memory.
 - Need for more Research officers and record keepers
 - Need for a centralized information database so as to enable transfer of knowledge
 - Knowledge transfer process needs to be strengthened and made mandatory for outgoing employees
 - Need for a good database on PRI's and various transactions carried out locally or nationally
- Develop consulting capabilities
 - Provide consulting expertise (Planning and Project Management) to States who do not have resources for implementation
 - Need for an '*attached office*' like in other Ministries which would provide expert advice in various areas like education, health etc.
 - Develop institutional relationships outside the Ministry. For instance, MOPR could get into a financial agreement with IIM's to develop and deliver model frameworks. Since it is difficult to have such expertise internally
 - Need to share best practices from successful States
- Focus on Capacity Building
 - More focus on training of PRI's
 - Strengthen the Gram Panchayats. Employees from MOPR should go and understand issues at the grass root level
 - Support SIRD's through proper training and infrastructure
 - Need for bigger/wider capability building model
 - Need for resource institutions and manpower for ensuring that MoPR is able to effectively discharge its role
- Develop more effective people policies
 - Clearly define terms of reference of Consultants. MoPR does not leverage much on the expertise of the consultants, instead they are utilized as filling in for lower level

permanent staff like office assistants, data entry operators, research associate. Need for policies for longer tenure of consultants to leverage their expertise

- No additional effort made except following the guidelines as laid down by the DoPT
- Motivation levels are low since the outcome is not visible directly and its more of an advisory role
- Need for more effective performance management system and other people development policies like training etc
- Need for more people with good Strategic Thinking, Analytical Ability and Writing skills

• State Governments

- MOPR should focus more on capability and capacity building
 - Build capacity and awareness at the ground level
 - Develop systems for panchayats that are appropriate at local level eg: accounting, procurement etc
 - Focus more on capability building and imparting knowledge for actual implementation
 - MOPR should take help from consultants/institutions or invest in some institutions for developing capacity
 - Have more permanent employees at Panchayat level. Deploy officials who have thorough knowledge of Panchayati Raj
 - Infrastructure needs to be improved
- MOPR needs to interact more with States and focus on developing practical solutions
 - Provide long term support and understand the State government's needs and provide solutions
 - Develop solutions that the states want depending on the ground realities & challenges
 - Interact and involve States while developing solutions. Find out challenges that the States might face during implementation
 - Have more round tables as they are immensely instructive
 - Develop a process for taking feedback from States and customize solutions accordingly
 - Encourage states with fiscal incentives in areas where they have done well
 - Empower officials at lower level and make them accountable for their area
- MOPR should develop consulting capabilities
 - Provide Technical Assistance to States in implementing schemes through PRIs
 - Bringing about convergence of schemes
 - Share best practices across States

- Provide clarity on what local governance should comprise of and how it works at its best
- Help states revisit structure from time to time

• **Central Ministries**

- MOPR should focus more on capability and capacity building
 - More focus on training of PRI functionaries
 - Exploit technology to build capability in Panchayats . For instance, development of e-learning modules to cover wider spectrum of people for training
 - Make people at the ground level more knowledgeable
 - Standardize processes and provide support to the states for implementation by building consensus and providing infrastructure
 - MOPR should come out with an administrative framework for Panchayats and get it adopted in states, to help PRIs function as the 3rd tier of government
 - Each and every panchayat person should be trained and made capable of performing required day to day transactions
 - Modernize systems like accounting etc at local level – For instance, PRIASOFT is not customized
 - Train state government officials and focus on capacity building of PRI's – Lots of initiatives in this regard for e.g in Bihar they have identified several master resource person (master trainer) and several district resource person (trainers)
 - Give panchayats the resources to plan and deliver
 - Build capability of the local people and make them accountable to the panchayats
- MOPR needs to interact more with States and focus on developing practical solutions
 - Provide long term support and understand the state government's needs and provide solutions accordingly
 - Rather than being prescriptive there should be more engagement with the States
- MOPR should play a facilitative role through knowledge sharing
 - MOPR should pick up examples of States that have devolved powers to Panchayats successfully and showcase them. Highlight success stories and create platform for knowledge sharing
 - Perception of Ministries is that panchayats are a hindrance. Hence, MOPR should conduct empirical studies showcasing whether the implementation has led to an improvement or not. Studies showcasing the benefits of devolving power should be done.

- MOPR should create the institutional framework for PRI's
 - Develop a model/matrix in order to gradually give power to the panchayats
 - MOPR should take the help of NGO's and Institutions to increase it's reach and become more effective
- **NGO's/Institutions**
 - MOPR should focus more on understanding ground realities
 - MOPR should understand what is happening at the ground level. There is duplication of efforts between Ministry of Rural Development & MoPR whereas instead of duplication there should be coordination
 - Take care of ground realities because India is diverse / vast nation. Schemes are formulated at national level but regional nuances should not be overlooked. Greater decentralization will help in this regard
 - Should have more people who understand issues at the ground level
 - MOPR needs to play the role of a facilitator and a custodian
 - Panchayats is a contested terrain so MOPR needs to act as a facilitator. It should act as the custodian of panchayats and speak for them
 - Important for the Ministry to play a convergence role. It should act as a window of panchayats for different states and bring them together
 - Provide useful platform for sharing interstate achievements
 - Facilitate processes at the State government by understanding their issues. Make value addition (Knowledge, linkages)
 - Ensure that various divisions of the ministry converge – get together to share their experiences, views and issues

4.3 Lessons with implications for MoPR structure – Design Principles

The above expectations have some important implications on MOPR's structure. The key priority areas from the above expectations which would impact MOPR's structure are the following:

- MoPR needs to devise ways to engage and influence the state governments more effectively
- MoPR needs to provide Consulting Capabilities (knowledge + implementation support)
- MoPR needs to attract and retain Consultants and utilize them for their expertise
- MoPR needs to focus more on Capacity and Capability Building in PRIs (Including creating the Administrative framework that can make PRIs perform the role of the IIIrd tier of government)
- MoPR needs to play a facilitative, integrative role to encourage 'convergence' / knowledge sharing across various stakeholders and build a roadmap for Panchayat Development in India

The focus on the above areas would mean that MOPR's structure should be well equipped for delivering on the outlined expectations. The structure should accordingly support the same through:

- A strong research and knowledge management capability with people who have requisite skills and abilities. This section would also focus on sharing best practices, undertaking studies, and collating data on Panchayats which would in turn help in influencing the states and other central ministries
- Strong consulting capability to provide States with implementation support. This would also mean having individuals who have strong consulting skills and formal linkages with various institutions for providing the requisite implementation support to States
- The senior officers of the Ministry would need to be given State wise responsibility for ensuring that the key stakeholders in the states including the respective State Panchayati Raj departments are involved while designing various schemes, policies and advisories. It would also have to ensure that a common platform is available for regular interaction among the various State Panchayati Raj departments. For instance, the round table conferences, Committee of State Secretaries etc
- Strong processes and well defined people management practices/policies which would leverage the skills of consultants

In order to include the above in MOPR's structure, this would mean that either some divisions/sections would need to be added or some divisions/sections would need to be strengthened further.

5. MoPR: As-Is Understanding

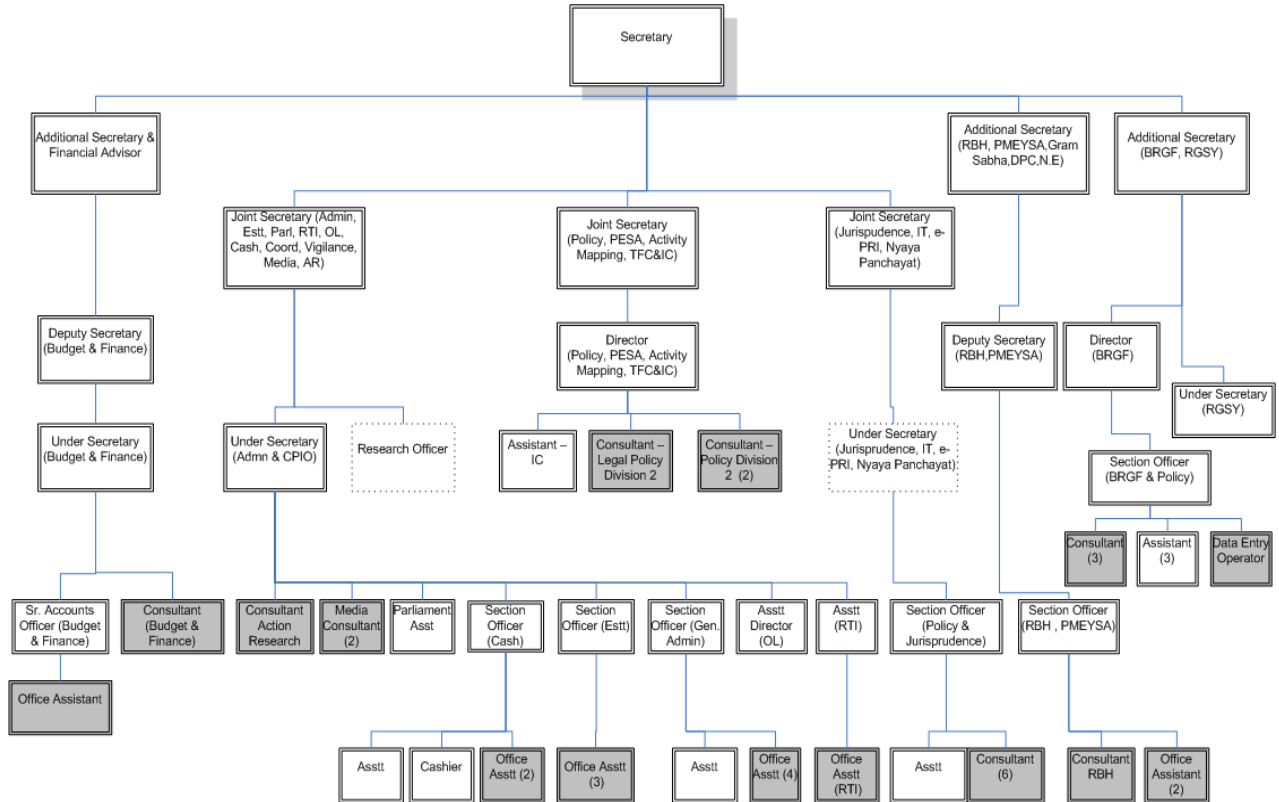
5.1 Organization: Vision, mission and mandate

As outlined in the RFD 2010-2011, the following is the Vision, Mission and Mandate of MOPR:

- **Vision:**
To attain the Gram Swaraj dream of 'Mahatma Gandhi' through 'Power to the People'.
- **Mission:**
To enable Panchayats to function as institutions of Self Government.
- **Mandate:**
 - Progressive devolution of Functions, Funds and Functionaries (3Fs) upon the Panchayati Raj Institutions (PRIs).
 - Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability other Gram Panchayats.
 - Pursuing with the States adoption of Accounting framework and codification pattern consistent with Model Panchayat Accounting system.
 - Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries so that they can perform their mandated roles effectively.
 - Implementing the Backward Region Grant Fund (BRGF) Programme effectively for mitigating regional backwardness.
 - Institutionalizing and using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of schemes and pooling of diverse resources for better outcomes.
 - Finalizing and steering the Nyaya Panchayat Bill to institutionalize Panchayat level dispute resolution mechanism.
 - Enhancing reservation for women in PRIs and also their leadership quality.
 - Upscaling of the Rural Business Hubs to create rural business opportunities through Public Private Panchayat Partnership (PPPP) Model.
 - Devising institutions, systems and processes for enhancing efficiency, transparency and accountability of the PRIs.

5.2 Organizational Structure

5.2.1 Current structure



5.2.2 Types of services offered and feedback from the stakeholders

The primary function of the MoPR is to oversee the implementation of Part IX of the Constitution inserted by the Constitution (Seventy- third Amendment) Act, 1992, the provisions of (PESA and Article 243ZD in Part IX-A of the Constitution relating to District Planning Committees. The role of the Ministry has evolved during the 5 years of its existence in line with the focus on decentralization and strengthening of local bodies for effective service delivery to the common man. Panchayati Raj has emerged today as the crosscutting theme relevant to all those Ministries that deal with matters listed in the Eleventh Schedule of the Constitution. The key services offered are:

- Political empowerment of Panchayats through regular Panchayat elections and setting up of State Election Commissions and State Finance Commissions
- Providing Guidelines for detailed Activity Mapping by the States for facilitating devolution of functions
- Opening of Panchayat Windows in State Budgets
- Assignment of functionaries in accordance with the devolution of functions and funds

- Ensuring State Governments prepare and implement action plans to strengthen Gram Sabhas
- Preparation of Panchayat-wise Primary Census Abstract
- Initiatives to include implementation of PESA which includes formulation of Model PESA Rules for adoption by States, specific advice to the states, the relevant Central Ministries to amend subject matter Laws and initiative to amend PESA Act for removing certain deficiencies and gaps.
- Review of Centrally Sponsored Schemes
- Capacity Building and Training of Elected Representatives of Panchayati Raj Institutions
- Formulation and issuance of detailed guidelines for strengthening of PRIs for successful implementation of NREGA by PRIs.
- Formulation and issuance of detailed guidelines for construction of Gram Panchayat Office Building and Rajiv Sewa Kendra by dovetailing funds from MGNREGA, BRGF and other Central and State Schemes
- Facilitation of adoption of model accounting system by States
- Assist States in updating their State Acts through The Model Village Panchayat and Gram Swaraj Act
- Assist States in implementation of guidelines on the decentralized participatory and integrated planning

Feedback from stakeholders

During the As- Is Understanding phase, the following areas of strengths and improvements emerged with respect to the Ministry:

Strengths

State Government	Central Ministries
More acceptability of the term Panchayats and Panchayati Raj Institutions in government –at the Center and the States	More acceptability of the term Panchayats and Panchayati Raj Institutions in government – at the Centre and States
Implementation of accounting system for Panchayats	
More awareness/visibility regarding the role of Panchayats	
Creation of impact through various schemes like BRGF	

Areas of Improvement

State Government	Central Ministries
MoPR should look for allies to strengthen itself	Create a culture in Panchayats to absorb the technology and capacity to use the technology
MOPR should simplify their processes eg the process involved in the BRGF scheme is complicated	Go to the States as a service body than as a regulatory body
Need for change in mindset and be more supportive to ensure that processes are uncomplicated	Set time targets for transformational projects
MOPR should not be too prescriptive	Provide long term support and understand the state government's needs and provide solutions accordingly
Develop solutions that the States want depending on ground realities - Interact, engage and develop solutions	Create an enabling mechanism for implementation and provide assistance to States
Provide technical Assistance at Panchayat level- for example structuring financial accounts manual, budgeting for panchayats etc	Evaluate each state's panchayat structure – strengths /weakness
Share best practices across States. Organize events where best practices may be shared across states. Some states have very mature PRIs.	Perception of Ministries is that panchayats are a hindrance. Hence, MOPR should conduct empirical studies showcasing whether the implementation has led to an improvement or not. Studies showcasing the benefits of devolving power should be done
Focus on capability/capacity building and imparting knowledge for actual implementation	Map Index of Development for States and based on the indicators which are low, give priority to those. Funds should be given for development of indicators which are low
Remove fears related to Panchayati raj- myths related to the same that they are incapable of handling projects	Do a comparison between the States who have developed powers and the States who haven't. Provide support to States who haven't done well.

Have more round tables since they are immensely instructive	MOPR should take the help of NGO's and Institutions like PRIA to become more effective - Tie up with relevant agencies to ensure success of their programs
MOPR should take help from consultants/institutions or invest in some institutions for developing capacity	

5.2.3 Roles and responsibilities of functionaries in each of the organizational units (departments/division/sections)

The following are the key roles and responsibilities of various functionaries in the organization.

Joint Secretary – Policy, PESA, Activity Mapping, TFC & IC

Design, implement and monitor activities relating to:

- Central Ministries/Departments of Tribal Affairs, Home Affairs, Women & Child Development, Human Resource Development, Health & Family Welfare and Environment and Forest
- Devolution of 3F's and Activity Mapping
- Policy Matters relating to Panchayats
- National and State Finance Commissions
- Monitor elections and the functioning of State Election Commission
- Oversee and implement the PESA Act
- Model Panchayat Manual and Handbook for PRI's and functionaries
- PEAIS – Existing and new
- Concerned CoS, GoM, EGoM, Cabinet Notes
- International Co-operation

Director – Policy, PESA, Activity Mapping, TFC & IC

Implement and monitor activities relating to:

- Devolution of 3F's and Activity Mapping
- Policy Matters relating to Panchayats

- National and State Finance Commissions
- Monitor elections and the functioning of State Election Commission
- PESA Act
- Model Panchayat Manual and Handbook for PRI's and functionaries
- PEAIS – Existing and new
- Concerned CoS, GoM, EGoM, Cabinet Notes
- International Co-operation

Assistant – International Cooperation

- Coordinate activities relating to international cooperation
- Ensure State Elections are conducted in each State by coordinating with State PRI's and office commissioners

Additional Secretary – BRGF, RGSY

- Monitor and ensure implementation of BRGF and RGSY
- Ensure setting up of Training and Resource Centers
- Ensure preparation of concerned CoS, GoM, EGoM, Cabinet Notes

Director – BRGF

- Monitor and ensure implementation of BRGF
- Ensure preparation of concerned CoS, GoM, EGoM, Cabinet Notes

Under Secretary – RGSY

- Monitor and ensure implementation of RGSY
- Ensure capacity building of elected representatives of gram panchayats through training on roles and responsibilities of Panchayati raj representatives, role of panchayats in different schemes of various Ministries, behavioral skills and computer literacy
- Ensure setting up of Training and Resource Centers
- Ensure preparation of concerned CoS, GoM, EGoM, Cabinet Notes

Section Officer – BRGF & Policy

- Coordination of BRGF program at the base level – handling policy issues and streamlining the program
- Examine proposals for fund release of BRGF
- Handle all correspondence related to BRGF
- Answering all parliament questions related to BRGF

Joint Secretary – Admin, Estt, Parl., RTI, OL, Media, Research

Design, implement and monitor activities related to:

- Budget
- Administration and Related Matters
- Media and Publicity
- Organization of workshops, meetings, conventions and rallies
- Overseeing matters of vigilance and grievances
- Undertaking action research and research studies
- RTI and OL
- Audit
- Coordination
- Annual Report
- Parliamentary Matters
- Concerned CoS, GoM, EGoM, Cabinet Notes

Under Secretary – Admin & CPIO

Oversee matters related to:

- General Administration and Related Matters
- Cash
- Establishments
- RTI & OL
- Media

- Action research and research studies
- Coordination
- Annual Report
- Parliamentary Matters
- Concerned CoS, GoM, EGoM, Cabinet Notes

Section Officer – Establishment

- Monitor and execute work related to service matters including:
 - Allowance
 - Transfer
 - Posting
 - Disciplinary action
 - Leave etc
 - Training
 - Pension
 - Staff Association/Welfare
 - Grant of permission for medical treatment
 - Grant of loan/advance
 - Matters of SC/ST and minorities

Section Officer – Cash

- Monitor and execute work related to:
 - Salary
 - Conveyance
 - TA/DA
 - Leave encashment
 - Retirement
 - Income Tax
 - Issue of Last Pay Certificates

- Ensuring preparation of bills/advice of grants-in-aid under different schemes
- Ensuring preparation of cheques/demand drafts relating to grants-in-aid
- Ensuring preparation of daily memorandum and transfer relating to grants-in-aid

Section Officer – General Administration

- Monitor and execute work related to:
 - Housekeeping and maintenance
 - Procurement of office equipments, stationary and other consumables
- Supervise the Receipt and Issue section
- Organize inter/intra ministry conferences and meetings
- Organize meetings of State Secretaries in charge of Panchayati Raj Departments/ elected PRI's and further follow up and action
- Ensure release of payments with respect to the above mentioned activities
- Ensure appropriate transport arrangement for entitled officers

Assistant Director – Official Language

- Ensure translation of important documents from English to Hindi and vice-versa
- Ensure implementation of official language policy
- Handle matters related to Hindi Salhakar Committee
- Training of people for effective use of official language

Assistant – RTI

- Ensure coordination of all applications filed under the RTI Act, 2005
- Coordinate all activities related to deputation of officers above the rank of US (including US) in MOPR
- Coordinate all activities related to the visit of officials from abroad including clearances and security arrangements

Parliament Assistant

- Coordinate with Ministry of Parliamentary Affairs, Lok Sabha Secretariat, Rajya Sabha Secretariat in respect parliament questions and other related matters

Joint Secretary – Jurisprudence, IT, e-PRI, Nyaya Panchayat

Design, monitor and implement activities relating to:

- Panchayat Jurisprudence
- Nyaya Panchayats and Gram Panchayats
- Panchayat finance and fiscal responsibility matters
- Budgeting, Accounting and Audit in PRI's
- GoM on strengthening of PRI's
- E-PRI, National Panchayat Portal
- UID, NPR etc
- Concerned CoS, GoM, EGoM, Cabinet Notes

Section Officer – Policy & Jurisprudence

- Monitor and implement activities related to e-PRI and National Panchayat Portal

Additional Secretary – RBH, PMEYSA, Gram Sabha, DPC, N.E

- Develop RBH into a working business model and adopt an appropriate implementation strategy
- Oversee the implementation of the PMYESA scheme
- Suggest advisories to enhance women's reservation in Panchayats
- Ensuring decentralized Planning – related to capability building of District Planning Committees
- Ensure strengthening of Gram Sabha by following up with States for implementing the guidelines
- Handling specific problems of the North East and inculcating local governance in North East

Deputy Secretary - RBH & PMEYSA

- Monitoring and ensuring the implementation of the Rural Business Hub Scheme – examining proposals
- Monitoring and ensuring the implementation of Panchayat Mahila Evam Yuva Shakti Abhyan Scheme - examining proposals
- Ensure preparation of Gram Sabha Manual
- Suggesting advisories for Women Empowerment
- Ensuring decentralized Planning – related to capability building of District Planning Committees
- Devise advisories and schemes for Governance in North- East
- Ensure preparation of State of Panchayat Report (SOPR)

Section Officer - RBH & PMEYSA

- Examining and monitoring proposals for the implementation of the Rural Business Hub Scheme
- Examining and Monitoring proposals for the implementation of Panchayat Mahila Evam Yuva Shakti Abhyan Scheme
- Preparation of Gram Sabha Manual
- Sending guidelines to States for empowering of Gram Sabha and following up with States for empowerment of Gram Sabha
- Suggesting advisories for Women Empowerment and following up with States for implementation
- Ensuring decentralized Planning through preparation of district plans
- Devise advisories and schemes for Governance in North- East
- Identify and engage agencies for the preparation of State of Panchayat Report (SOPR)

Additional Secretary & Financial Advisor

- Develop policy from the point of view of financial division
- Ensuring due diligence is conducted before funds are released in order to make prudential use of public finance
- Ensure preparation of BE, RE and detailed demand for grants with respect to MOPR

- Examine proposals with respect to creation of posts
- Examine proposals with respect to re-appropriation of funds
- Provide advice on financial matters on cases referred by program divisions

Deputy Secretary – Budget & Finance

- Monitor and execute activities with respect to the Integrated Finance Division: Ensure that the finances are as per the guidelines laid down by the Department of Expenditure
- Examine financial proposals on approved activities/schemes of the Ministry
- Release funds as per guidelines for various schemes
- Ensure furnishing of information related to pace of expenditure (scheme – wise) status of pending Utilization Certificates in respect of all Plan & Non-Plan schemes, unspent balances in connection with Secretary – Expenditure’s meeting with FA’s and FM’s meetings with FA’s

Under Secretary – Budget & Finance

- Ensure that the proposals received are as per the laid down guidelines
- Release appropriate funds for various schemes as per laid down guidelines
- Preparation of the detailed ‘Demand of Grant’ document
- Consolidation and furnishing of information with respect to audit paras
- Preparation of Outcome Budget, budget highlights, surrender of savings and preparation of savings note
- Furnish information related to pace of expenditure (scheme – wise) status of pending Utilization Certificates in respect of all Plan & Non-Plan schemes, unspent balances in connection with Secretary – Expenditure’s meeting with FA’s and FM’s meetings with FA’s
- Consolidation and submission of quarterly reports to Ministry of Finance on Austerity Measures and Response Framework in the area of expenditure management and control

Senior Accounts Officer – Budget & Finance

- Execute activities with respect to certain schemes in the Integrated Finance Division including:
 - Examining proposals with respect to existing guidelines
 - Preparing notes with respect to the above
 - Providing additional information with respect to the above

5.2.4 Performance measures to determine work effectiveness

Based on the Results Framework Document 2010-2011, the following have been identified as the key performance measures by MOPR against its mandate:

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
1 Progressive devolution of Functions, Funds and Functionaries (3Fs) upon the Panchayati Raj Institutions (PRIs).	20.00	Supporting States in Activity Mapping.	Provision of detailed feedback to the States on their Activity Mapping exercise.	Number of States to which feedback is provided	5.000	12	10	8	6	4
		Incentivizing States for Devolution.	Preparation of the Study Report for ranking States as per the extent of Devolution.	Percentage of work on study completed.	3.000	100	90	80	70	60
			Disbursing incentive amount to better performing States.	Amount disbursed in Percentage	2.000	100	90	80	70	60
		Follow-up regarding advisory dated 19.1.09.	Holding detailed discussions with Central Ministries for amending their scheme guidelines in accordance with advisory dated 19.1.09.	Number of Central Scheme s	5.000	10	8	5	4	3
		Follow-up on Panchayat window in the State Budget.	Follow up letter to States for opening Panchayat Window in Budget.	Number of States	5.000	10	8	6	4	2
2 Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.	5.00	Implementation of guidelines issued on 2nd October, 2009 on the effective functioning of Gram Sabhas.	To visit the States for monitoring effectiveness of the Gram Sabha meeting.	Number of States	5.000	24	15	12	10	8
3 Pursuing with the States adoption of Accounting framework and codification pattern consistent with Model Panchayat Accounting system.	5.00	Pursue the State to implement Accounting framework and codification pattern consistent with Model Panchayat Accounting system developed recently.	To visit States to monitor the implementation of the Accounting Framework and codification pattern consistent with Model Panchayat Accounting	Number of States	5.000	10	8	6	5	4

Report on MoPR Structure Review, December 2010

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
			system developed recently.							
4 Building the organizational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries so that they can perform their mandated roles effectively.	15.00	Utilising the training and capacity building potential available in the Non-Governmental sector.	To implement PPP Model in capacity building.	Number of States	3.000	5	4	3	2	1
		Expediently sanction eligible grants under RGSDY and BRGF (Capacity Building component).	Release of funds within 15 days of receipt of proposals from the States, complete in all respects.	Days	4.995	15	18	21	24	25
		Strengthening the technical capacity of Gram Panchayats for building the Panchayat infrastructure, e.g. the Panchayat Ghars.	To pursue the State Govts. to construct Panchayat Ghars in pursuance of Guidelines issued by MoPR.	Number of States	2.010	10	8	6	4	2
		Capacity building of State personnel through training.	Capacity building programme to be organized.	Number of Programme Organized	4.995	4	3	2	1	0
5 Implementing the Backward Region Grant Fund (BRGF) Programme effectively for mitigating regional backwardness.	20.00	Ensure that DPCs consolidate the District Plans and approved by HPCs.	No. of Plans approved by DPCs.	Number	10.000	230	200	175	150	120
		Expediently sanction the eligible grants and put the sanction orders on the MoPR portal for public view.	Within 15 days of receipt of proposals from the States, complete in all respects.	Days	10.000	15	18	21	24	25
6 Institutionalizing and using integrated decentralized participatory Planning through PRIs and DPCs for the convergence of plethora of schemes and pooling of diverse resources for better outcomes.	10.00	Constitution of DPCs.	Number of States constituted DPCs.	Number of States	5.000	24	22	20	18	16

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
		Decentralized District Plans prepared by States.	Number of District Plans prepared.	Number of District Plans	5.000	300	250	200	150	140
7 Finalizing and steering the Nyaya Panchayat Bill to institutionalize Panchayat level dispute resolution mechanism.	2.00	To finalize the draft Nyaya Panchayat Bill and circulate the same.	Circulation of draft Nyaya Panchayat Bill to Cabinet.	Date	2.000	30/09/2010	31/10/2010	30/11/2010	31/12/2010	31/01/2011
8 Enhancing reservation for women in PRIs and also their leadership quality.	10.00	To increase the reservation from 33% to 50% in PRI.	To follow up the amendment to Article 243D the Constitution	Date	5.000	15/12/2010	25/02/2011	15/03/2011	0	0
		To improve the quality of leadership through PNEYSA.	Number of States which have taken steps for formation of Association of EWRs.	Number of States	3.000	12	10	8	7	6
			Training/ Sensitization programmes held for EWRs & EYRs.	Number of Elected Representatives Trained	2.000	15000	12000	10000	9000	8000
9 Upscaling of the Rural Business Hubs to create rural business opportunities through Public Private Panchayat Partnership (PPPP) Model.	2.00	Evaluation of Rural Business Hubs scheme.	Completion of Evaluation Study.	Date	2.000	30/09/2010	31/10/2010	30/11/2010	15/12/2010	31/12/2010
* Efficient Functioning of the RFD System	5.00	Timely submission of Draft for Approval	On-time submission	Date	2.000	05/03/2010	08/03/2010	09/03/2010	10/03/2010	11/03/2010
		Timely submission of Results	On-time submission	Date	1.000	02/05/2011	03/05/2011	04/05/2011	05/05/2011	06/05/2011
		Finalize a Strategic Plan	Finalize the Strategic Plan for next 5 years	Date	2.000	10/12/2010	15/12/2010	20/12/2010	24/12/2010	31/12/2010
* Improving Internal Efficiency / Responsiveness / Service delivery of Ministry / Department	6.00	Develop RFDs for all Responsibility Centers (Subordinate Offices, Attached Offices, Autonomous Bodies)	Percentage of RCs covered	%	2.000	100	95	90	85	80

* Mandatory Objective(s)

Objective	Weight	Action	Success Indicator	Unit	Weight	Target / Criteria Value				
						Excellent	VeryGood	Good	Fair	Poor
						100%	90%	80%	70%	60%
		Implementation of Sevottam	Create a Sevottam compliant to implement, monitor and review Citizen's Charter	Date	1.000	01/10/2010	05/10/2010	11/10/2010	15/10/2010	20/10/2010
			Create a Sevottam Compliant system to redress and monitor public Grievances	Date	1.000	01/10/2010	05/10/2010	11/10/2010	15/10/2010	20/10/2010
			Independent Audit of Implementation of Citizen's Charter	%	1.000	100	95	90	85	80
			Independent Audit of Implementation of public grievance redressal system	%	1.000	100	95	90	85	80

* Mandatory Objective(s)

5.2.5 Key disablers related to structure to realize the vision, mission and mandate

The following disablers emerged with respect to the structure:

Key Disablers:

- Lack of people at the Under Secretary and Assistant level – Lack of base structure in various sections
- Consultants are hired to fill in permanent positions and not for their expertise. Lack of clarity in their 'Terms of Reference'
- Frequent changes of staff leading to lack of continuity
- Ad-hoc allocation of work and lack of clarity in the role and responsibilities of each individual
- Not enough staff at the ground level and hence MOPR cannot partner effectively with the States
- Lack of researchers/record keepers who would focus on building institutional memory
- Lack of a well established procedure for handover
- Lack of manpower leading to level jumping in case of work allocation and reporting

5.2.6 Summary of key observations concerning organizational structure

Based on the above information the key observations with respect to the structure are as follows:

- Lack of permanent staff at the middle and lower level making the structure cylindrical and also leading to increased workload for existing staff
- Ad – hoc allocation of work
- Lack of continuity due to frequent changes in staff
- Consultant expertise not being utilized
- Lack of a focused section which would serve as the 'knowledge centre' and provide expert advice on core subjects and provide consulting support to States

5.3 Organizational culture to support its structure

5.3.1 Policies and practices relating to HR, including requirement determination, recruitment, engagement, and development (distinguish between policies for the core staff and the contracted staff)

The people policies for the permanent staff of MOPR are the ones that are laid down by the Department of Personnel and Training. For contracted staff 'Terms of Reference' have been outlined while

appointing them. Hence, their terms of appointment are separate from those of the permanent staff.

5.3.2 Current personnel availability against the requirements

The sanctioned strength of the Ministry is 85 and the existing strength is 63. Over and above there are 31 consultants assisting the various divisions in the Ministry.

5.3.3 Adoption of technology: Strengths and Improvement areas

In terms of adoption of technology the following emerged as the key strengths and development areas

Strengths	Areas of Improvement
Information with respect to various schemes/policies is regularly updated on MOPR's website	More people can be trained on use of computers
BRGF software is able to capture and generate data with respect to utilization of funds of various States	Emails should be used more frequently for faster output
	Internal processes of approval can be made automated to enable faster decision making
	Process of receiving proposals from States and other agencies can be made online/automated
	A central repository can be made available online with respect to the basic data of Panchayats – initiatives taken and output
	The output of the Action Research Studies can be made available on MOPR's website
	Best Practices/Success Stories can be highlighted on MOPR's website

5.3.4 Challenges faced by units and individual functionaries in performance of their duties

As gathered from the As-Is Understanding Phase the key challenges faced by the units and individual functionaries can be summarized as follows:

- Lack of adequate infrastructure which hampers efficient working
- Delay on the part of implementing agencies and third parties
- Low financial allocations, coupled with the fact that Panchayats are a State Subject, impede the realization of the desired outcomes

- Lack of employees in MOPR who understand government at the field level
- Lack of regular staff leading to senior officials spending more time on doing lower level work than focusing on the core function
- Ad hoc allocation of work and too much workload
- In other ministries there are attached offices under a 'Directorate General'. This office provides technical and professional expertise in various fields. This is not the case at MoPR. There is need for attached offices on key areas that come under the purview of PRIs so that expert advice may be given.
- No feedback from ground level with appropriate suggestions
- Lack of capacity at panchayat level to handle various initiatives and activities of the Ministry
- Need to train people to handle various functions since there are frequent work changes
- Problem of implementation of various schemes since the State level machinery is not robust
- Director of PR in each State is responsible for implementation but there is lack of manpower to support him
- SIRD is the nodal institute for all rural development programs. However, they also have other programs for implementation like NAREGA so it becomes difficult for them due to lack of coverage and faculty.
- Lack of standardized work processes
- No direct involvement in implementation of various schemes hence implementation issues since executing agencies are line departments
- In some case confidential work is done by consultants

5.3.5 Summary of key observations concerning organizational culture

As per the data gathered from various individuals within MOPR, the following are the key observation with respect to the culture

- There are no people policies except above the ones laid down by DoPT for engaging, developing and motivating people.
- In most cases, the engagement levels of permanent staff are low, primarily due to increased workload. There is need for initiatives within the Ministry for raising the engagement level of people
- The tenure of consultants is short, which has an impact on their level of engagement and motivation
- There is scope for automation and standardization of key internal processes which would enable faster decision making
- There is need to inculcate a performance based culture. Individual Wise Key Result Areas (KRA's) need to be defined and performance should be measured based on the same

6. Study of Benchmark Organizations

6.1.1 Identification of suitable benchmarks – **Ministry of Local Governance and Regional Development - Norway**

A. Local Governance in Norway

Local democracy is strong, and the local government sector is a well-established institution in Norway. The Alderman Act of 1837 first defined local authorities' rights and responsibilities. Both at the municipal level and at the county level there are elections with popular representatives responsible to their constituents. Norway has a two tier-system of local government: the municipalities and the county authorities. There are 430 municipalities and 19 county authorities.

Levels of government in Norway

- The central government - Including central government agencies at the regional and local level
- The county authorities (19)
- The municipalities (430)

The county authorities' responsibilities

- Upper secondary school
- Regional development
 - County roads and public transport
 - Regional planning
 - Business development
 - Culture (museums, libraries, sports)

The municipalities' responsibilities

- Primary and lower secondary school
- Nurseries/kindergartens
- Medical care, care for the elderly and disabled, social services
- Local planning (land use), agricultural issues, environmental issues, local roads, harbours
- Water supply and sewer, sanitation
- Culture and business development

Organization and rules for work and proceedings

The municipal (county) council is the municipality's (county's) supreme body. The municipal (county) council elects the executive committee consisting of at least five members, elected amongst the members of the council, and based on the principle of proportional political representation in the committee. The executive committee considers proposal for a four-year economic plan, fiscal budget and taxes. Other duties of the executive committee are decided by the municipal

council. The municipal council elects its chairman and county council elects its county council chairman. The municipal council can create committees to deal with municipal matters, and can also grant decision-making powers to those committees.

The municipalities (county) are obliged to hire a chief executive who is to head the combined municipal (county) administration. The chief executive has to ensure that the issues which are put to the elected bodies are properly prepared and analyzed, and that resolutions are carried out. Popularly elected bodies may empower the chief executive to make decisions in individual matters or in types of business which do not involve questions of principle, unless otherwise resolved by the municipal (county) council.

Central/State Administration Representation at local level

Although local government is large in Norway, central government/state administration is also represented at regional and local level by institutions with important functions.

The main representatives of central government in the counties are the County Governors. The County Governor is supposed to coordinate the activities of other central government bodies at the county level. According to the Local Government Act article 59 the County Governor shall review the legality of the decisions made by the municipal councils, either upon request from at least 3 of the members or ex officio.

The Governor approves of a few major economic decisions in the municipal council, such as raising loans and making guarantees (Local Government Act article 60). He also handles appeals from the public over a number of decisions taken by municipalities, based on sector legislation.

The County Governor's office supervises and advises local activities – with due respect to the political judgment of the local government.

Supervision & Control

The municipal council is responsible for supervising the activities of the municipality. Municipalities are subject to rules involving state supervision and control.

Sharing Information

There are ongoing contacts between the central and local government authorities on a number of specific issues on both administrative and political levels. An agreement on regular consultative meetings between the central government and local authorities was reached in February 2000 and consists of four meetings per year. These

consultations provide a forum to discuss the framework for distribution of revenues in relation to the tasks carried out by the local governments, the financial situation of local government and efficiency measures.

Reporting and benchmarking

The National government has the overall responsibility, and requires information about how the local authorities are doing. This is necessary both in order to develop national policies and to control that every municipality keeps up with national standards.

The information system of reporting is called KOSTRA. All reporting from municipalities and counties are on an electronic basis as well as the publishing on input and output indicators on local public services and finances. The municipalities report according to the same standards and classifications. The system contains coherent information on resource allocation, services and user requirements.

Benchmarking between municipalities is an important aim of KOSTRA.

Publishing on internet includes a number of fixed indicators on the municipalities' priorities, productivity and coverage of needs. It is structured to enable comparisons of one municipality with the average for the comparable group, the region or the country. The publishing also includes a programme that enables the users to construct their own indicators.

Ministry of Local Government and Regional Development – Norway

The Ministry established in 1948, is responsible for Norwegian housing policy, district and regional development, local government, municipal and county administration and finances, and the administration of elections.

The Ministry's political leadership consists of the minister and three state secretaries. The minister has a political adviser. The most senior official in the Ministry is the secretary general, who assists and advises the minister and coordinates the work of the Ministry.

The ministry has 190 people and is divided into five departments:

- **The Department of Local Government:** is responsible for the implementation of the local government policy. It has the following functions:
 - Local Government Finances: The Department is responsible for distributing revenues between municipal and county authorities by developing and operating the

revenue system at local government level. Its responsibility includes working on the overall budgetary framework for the local government sector in accordance with the national budget. The Department is also responsible for developing the legal framework, guidelines and monitoring system with regard to financial management by the municipal and county authorities

- Coordination of government measures relating to the municipal and county authorities: The Department evaluates the tasks assigned to the local government sector in relation to its financial resources. The Department assesses whether central government measures affecting the counties and municipalities (legislation, earmarked grants, redistribution of responsibilities between administrative levels, etc.) are in accordance with the general guidelines for the division of responsibility between the various administrative levels and with the principles for central government management of this sector.
- Renewal in the local government sector: The government would like to see a strong public sector that provides the general public with adequate services, freedom of choice and participation. The public sector must ensure quality, accessibility, legal safeguards and economic efficiency. The Department of Local Government coordinates the government's work on local government renewal, which involves providing good framework conditions and greater room for manoeuvre for local authorities, and supporting them in their efforts to provide services to citizens and strengthen local democracy.
- Municipal and county legislation and boundaries, and administration of elections: The Department is responsible for developing local government legislation and interpreting the Local Government Act, the Local Government Boundaries Act, the Intermunicipal Companies Act, and the Act of Pilot Schemes in Municipalities and Counties. The Department also deals with matters concerning the relationship between local government legislation and legislation for specific purposes, and with other legislation that is also applicable to counties and municipalities, such as the Public Administration Act and the Freedom of Information Act. Other important tasks include determining municipal and county boundaries. The

- Department is also responsible for the overall organization of national and local government elections.
- **Consultations between central government and the local government sector:** The Department is responsible for coordinating the Ministry's participation in consultations between central and local government. The purpose of the consultation system is to discuss the relationship between revenues and tasks in the local government sector. There are four annual meetings between the relevant ministers and the political leadership of the Norwegian Association of Local and Regional Authorities. In recent years the system has been further developed and made more binding, and cooperation has been facilitated between the government and the Association of Local and Regional Authorities on bilateral cooperation agreements and costing of local government reforms.
 - **Local Government Data Registration and Information Scheme (KOSTRA):** The Department is responsible for KOSTRA, a national data registration and information system that provides information on the use of resources by the municipal and county authorities. The system is based on annual reports to Statistics Norway by these authorities containing data on finances and service production. Statistics Norway compiles this material together with other data such as population figures, and generates key figures for prioritization, degree of coverage and productivity in connection with services. The figures are published on the Internet in a format that makes it possible to compare resource use by similar municipalities. The comparisons assist local authorities in identifying areas where resources can be used more effectively.
 - **The Statistical Reports Committee:** The Statistical Reports Committee for municipal and county finances is a permanent committee whose task is to compile statistics on economic development, and undertake analyses of specific areas, in the local government sector in annual reports. The reports form an important basis for the consultations between central and local government. The Committee consists of representatives of the Ministries of Local Government and Regional Development, Finance, and Education and Research, the

local government sector and Statistics Norway together with one independent member, who chairs the Committee. The Local Government Department serves as the secretariat.

- Kommunalbanken Norway: Kommunalbanken is a private limited company in which the state owns 80 per cent and the National Local Government Pension Fund owns 20 per cent. The objective of Kommunalbanken is to provide loans to municipal and county authorities, intermunicipal companies and other companies that perform local government services against a guarantee from local authorities or the state or other secure guarantor. The Bank participates in the credit market on equal terms with other financial enterprises. An important part of the Bank's mandate is to promote competition in the market for municipal and county loans so that local government authorities can borrow on the most favorable terms.
- The Department of Regional Development: The Department of Regional Development is responsible for monitoring the Norwegian government's rural and regional policy.
- The Housing and Building Department: The Housing and Building Department is responsible for implementing the government's housing and building policy
- The Department of Planning and Administrative Affairs: The overall objective of the Department is to ensure the efficient operation and administration of the Ministry and the coordination of cross-sectoral research and development.
- The Communication Unit: The Communication Unit coordinates and initiates contact with the media and the rest of society, and deals with matters relating to communication within the Ministry.

6.1.2 Key observations from identified benchmarks

The following are the key observations with respect to the Ministry of Local Governance in Norway:

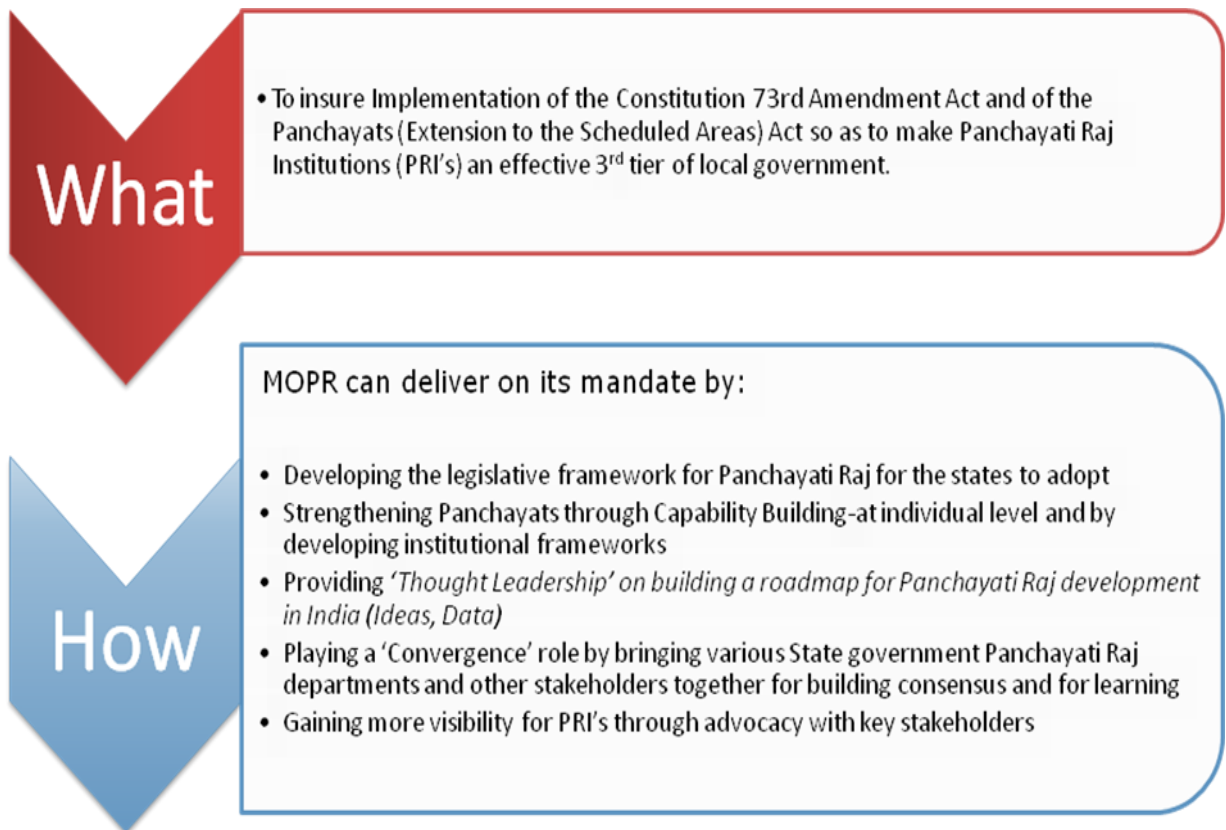
- Autonomy along with responsibility to local bodies
- Strong system of monitoring the functioning and finances of local bodies
- Use of technology for assimilation and dissemination of key data
- Focus on research and key issues related to local bodies
- Regular interactions to share experiences, issues and concerns
- Strong support to local bodies for implementation

7. Structure Options

7.1 Organization: Vision, mission and mandate

- 7.1.1 Validating the organizational vision, mission and mandate, and the realization plan against the voice/aspirations/needs of stakeholders, highlighting critical success factors

The existing vision, mission and mandate has been validated through various stakeholders:



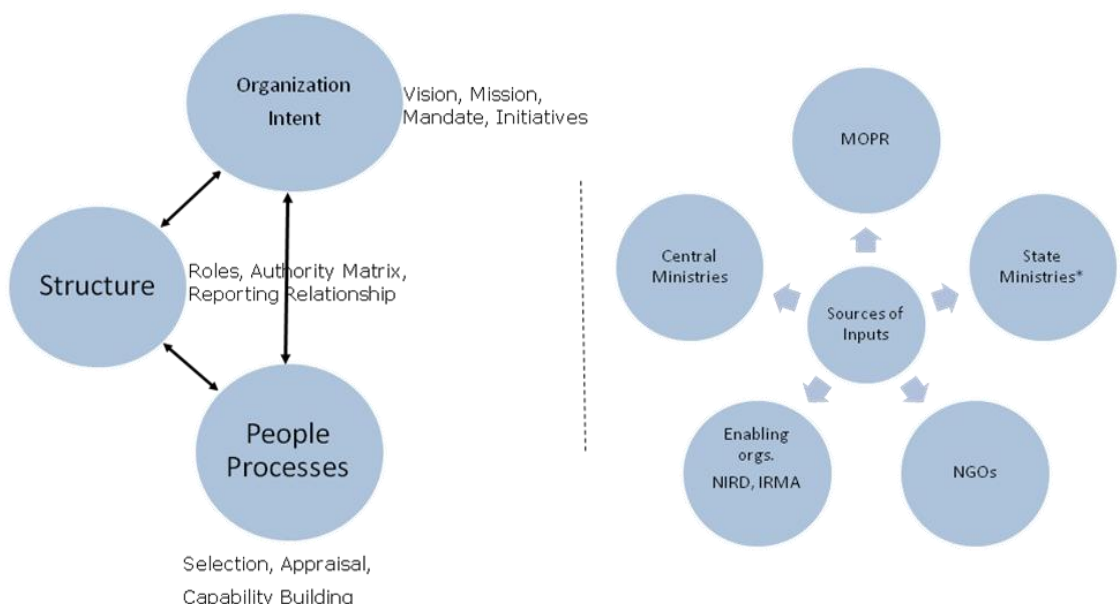
7.2 Organizational Structure

7.2.1 Development of principles of organizational structuring

The principles of organization structuring were developed at the project inception stage keeping the key objectives of engagement in mind. The 2-tier approach that was adopted for the same is as follows:

Tier One: Understanding organization intent and the extent to which the structure & people processes enable the same

Tier Two: Sourcing input from various stakeholders to understand the issues and challenges around the structure



7.2.2 Decision process adopted to validate the structure

The following steps were adopted to validate the existing structure:

Step 1	Designing the tools & templates to study the structure & related process
Step 2	Getting the tools validated by MoPR
Step 3	Conducting As-Is study of various initiatives & processes at MoPR
Step 4	Studying the existing organogram
Step 5	Conducting One on one meetings with key stakeholders (internal & external)
Step 6	Devising initial findings / themes around the structure
Step 7	Getting key findings / themes validated by MoPR Project Team comprised of Additional Secretary, Joint Secretary and Director
Step 8	Recommending the Structure – Two options

7.2.3 Validating the current structure – what should be retained; what should be modified and how

In the current structure given below:

- All the permanent positions need to be retained and there is a need for few additions as well
- There is need for modification / addition in terms of responsibilities in some of the existing positions
- More Consultants' positions need to be added in the organogram
- Dynamic elements need to be built in to push initiatives nation wide

The suggested options are based on the **Key Design Principles:**

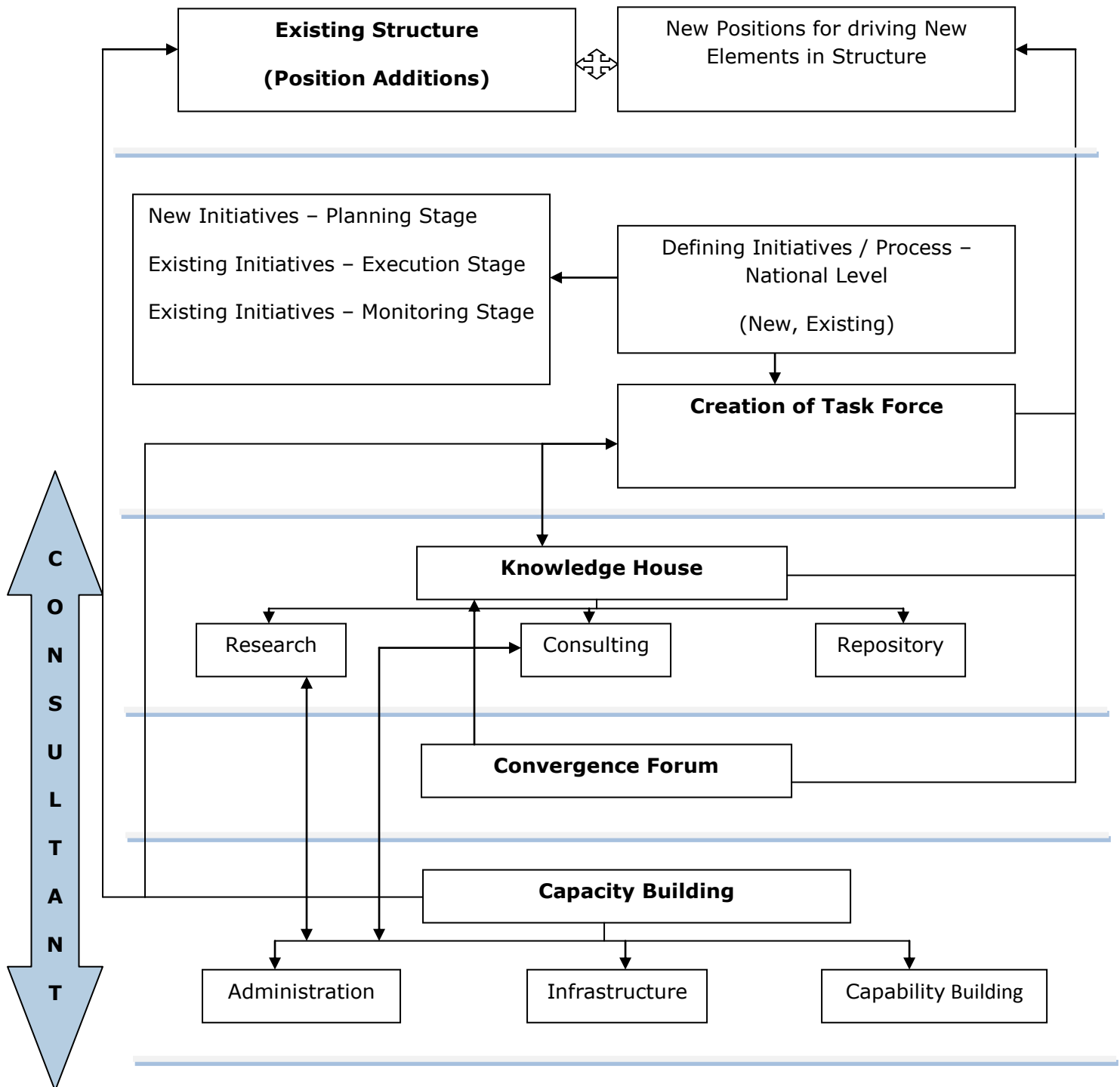
- **Devise ways to engage and influence the state governments more effectively**
- **Provide Consulting Capabilities (knowledge + implementation support)**
- **Attract & Retain consultants and utilize them for their expertise**
- **Focus more on Capacity and Capability Building in PRIs (Including creating the Administrative framework that can make PRIs perform the role of the IIIrd tier of government)**
- **Play a facilitative, integrative role to encourage 'convergence' / knowledge sharing across various stakeholders and build a roadmap for Panchayat Development in India**

7.2.4 Available options: Sharing options for proposed structure with related merits and challenges (SWOT analysis)

Structure Option 1: Recommends adding 5 elements to existing structure:

1. Creation of Task Force to drive initiatives
2. Creation of Knowledge House
3. Creation of Convergence Forum
4. Creation of Capacity Building Division
5. Addition of Staff (Permanent & Consultants) and change in engagement Terms of Consultants

Structuring Process for Option 1



Element One: Creation of Task Force (Panchayati Raj Council)

Task Force Definition: It is a dynamic structure component – A council which would drive national level initiatives of MoPR at various stages i.e. Planning Stage, Execution Stage & Monitoring Stage

Key Objectives

- A High powered body, with representation from all states and MoPR, to ensure consultation, engagement and co-option of state governments in Policy Planning, Execution and Monitoring of key initiatives, for which MoPR is directly responsible

Who would Task Force report to?

- It would report to Additional Secretary - Task Force, Convergence Forum and Knowledge House (New Position)

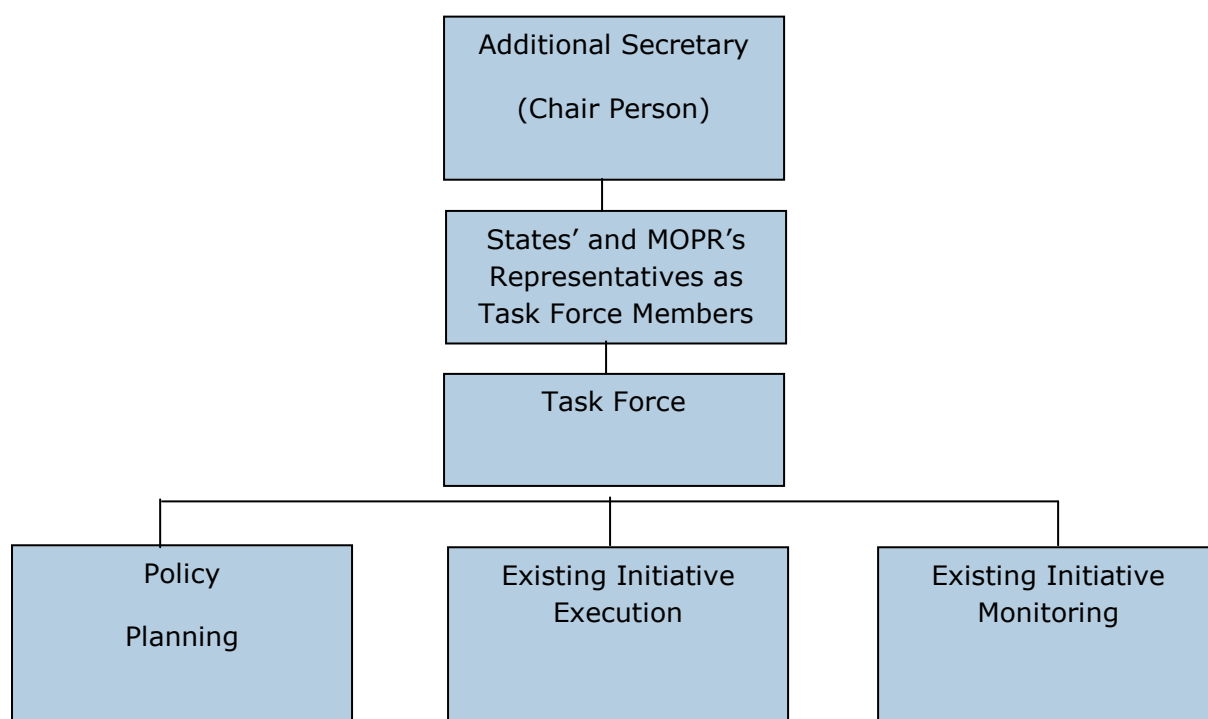
Integration / Linkages with Other Suggested Elements:

- Knowledge House: While driving various initiatives, Task force will seek input from the Convergence Forum, Research & Consulting wing as well as feed the data back to the Repository wing of the Knowledge House

Composition:

- It will comprise of Senior and Experienced (Principal Secretary or one level below) Panchayati Raj officials of all States and key officials from MoPR (30-40 members)
- The Task Force will focus on the following:
 - **Policy Planning:** This would involve
 - Deciding on the priority areas/subjects where policy guidelines may be required
 - Coming out with policy guidelines/advisories on the identified areas following a consultative process
 - **Execution of key initiatives:** This would involve
 - Periodic Discussion on key initiatives that are being implemented
 - Feedback from States on implementation challenges; Recommendation for changes based on feedback, including changes to take care of regional differences

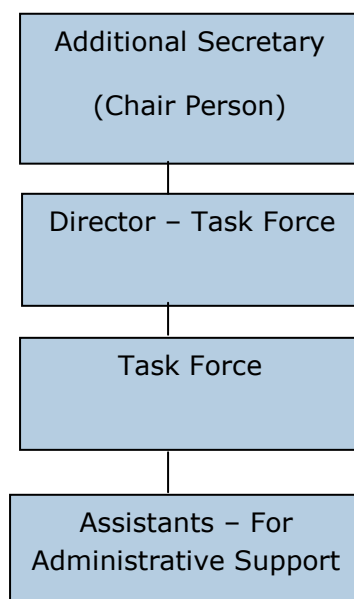
- **Monitoring of key initiatives:** This would involve
 - Providing a push to initiatives by creating dashboards, reporting and monitoring mechanisms
 - Recommending incentives to states (including monetary incentives) on various levels of achievements following a transparent process
 - Providing regular update/data to MoPR with regard to various initiatives



Characteristics of Task Force:

The task force will perform the above outlined roles as and when required

Organogram of Task Force:



Element Two: Creation of Knowledge House

Knowledge House Definition: It is a division which would work towards strengthening the knowledge management and consulting abilities of MoPR

Key Objectives:

- To strengthen the Research, Knowledge Management and Consulting Capabilities in MoPR so as to ensure that MoPR plays a 'Thought Leader' role, utilizes knowledge in policy making, educates the stakeholders, and provides implementation support to the states

Who would Knowledge House report to?

- It would report to Additional Secretary – Task Force, Convergence Forum and Knowledge House (New Position)

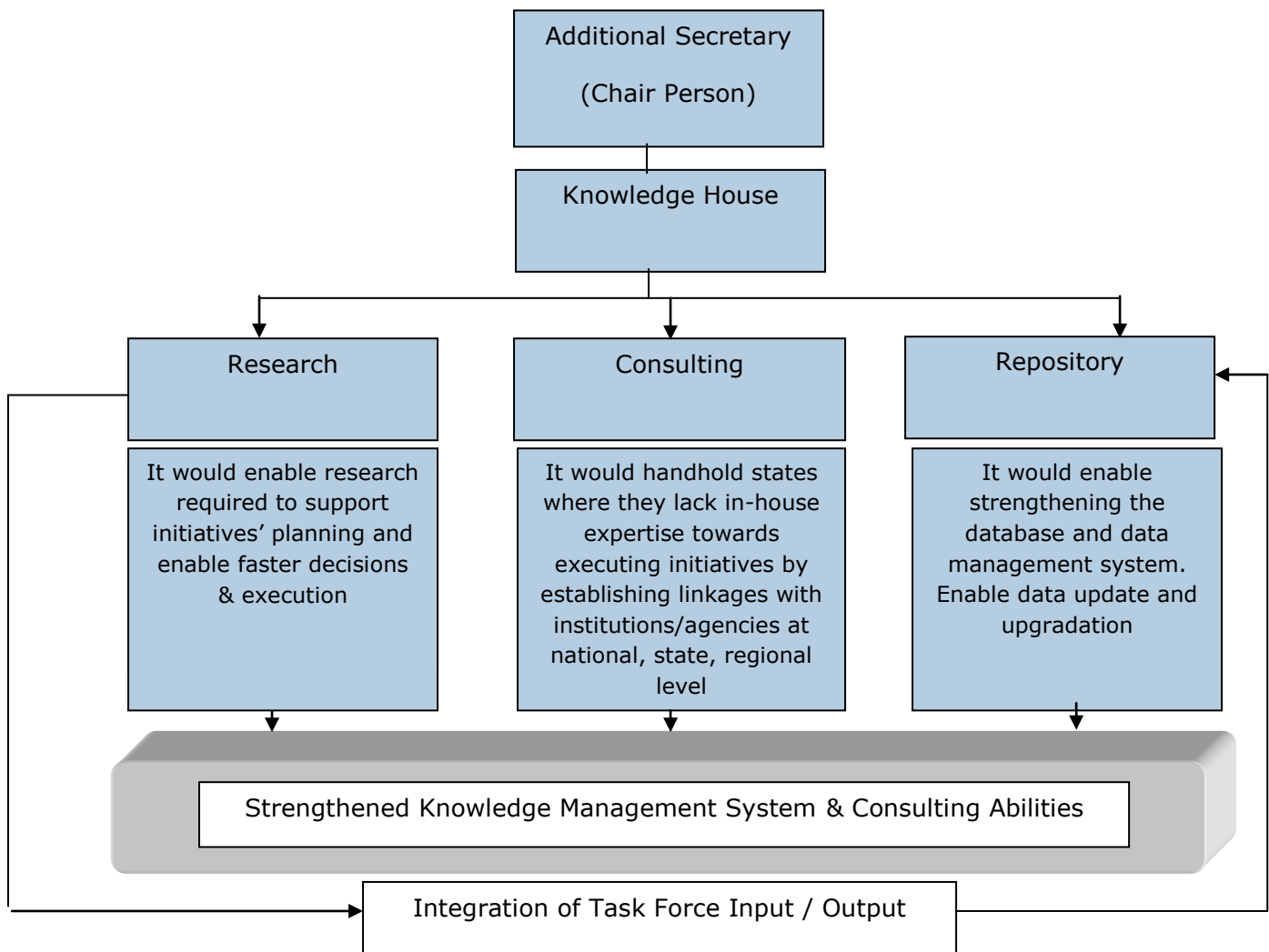
Integration / Linkages with Other Suggested Elements:

- Task Force: Task force would seek input and feed data / information in the Repository
- Convergence Forum: To feed data / information in the Repository

Composition:

- Knowledge House is segmented under three heads as Research, Consulting and Repository

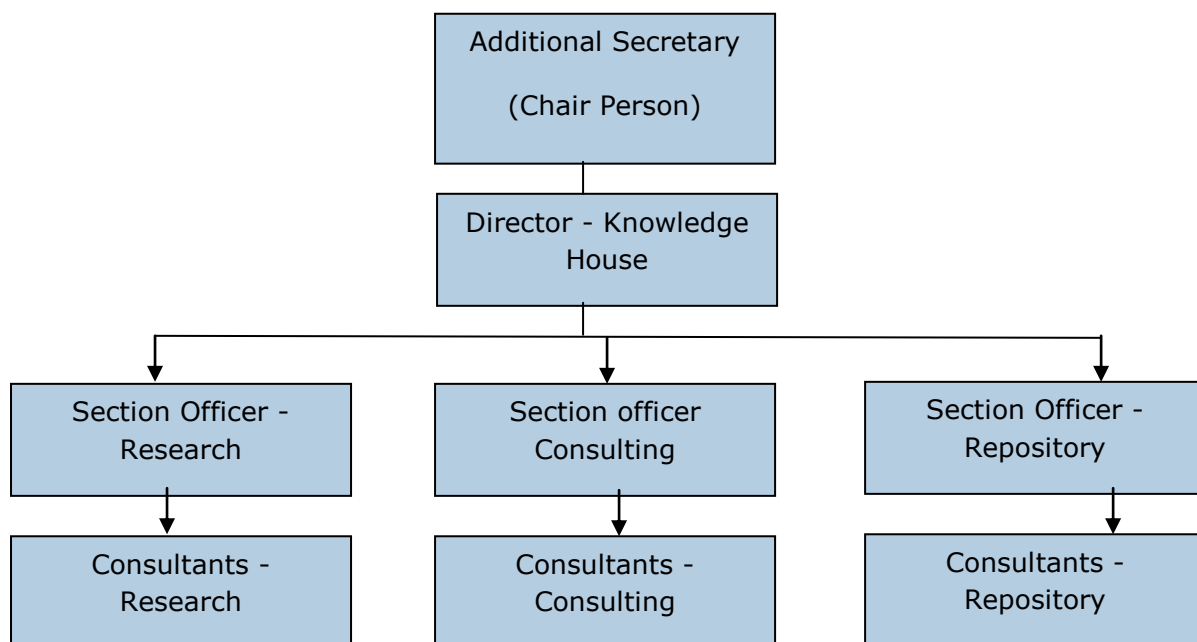
- Research: This division would conduct research through reputed agencies on key issues in Panchayati Raj, to help understand the ground reality, challenges, regional differences, success stories. The information would be used in:
 - Policy making
 - Design of specific initiatives
 - Educating stakeholders
- Consulting: This division would be the core group within MoPR, that would identify the key areas where (i) State Panchayati Raj Departments (i) PRIs need assistance for better implementation of CSS and other functions to be performed by panchayats.
 - The consulting group would devise a consulting framework in specific areas –e.g Project Planning ; Review & Monitoring
 - It would establish linkages with Institutions at a National, State and regional levels to provide implementation support to PRIs
- Repository: Ensure a centralized database of (i) Research studies (ii) Scheme related information and ensure fast retrieval of data



Characteristics of Knowledge House:

- Segmented Approach (Consulting, Research, Repository)
- Domain Focus
- Strengthened Regional / Zonal Focus
- Linkages with External Institutions/Agencies

Organogram of Knowledge House:



Element Three: Creation of Convergence Forum

Convergence Forum Definition: It is a forum where different stakeholders would come together at a defined period to share experiences, case studies, accomplishments and challenges etc.

Key Objectives:

- To bring together various stakeholders (State Political Leadership, State Panchayati Raj Departments, Central Ministries, NGOs/Institutions/PRI Functionaries, to:
 - Discuss Key issues related to Panchayati Raj development so as to understand the views of various stakeholders across levels, and help build consensus and convergence.
 - Share success stories, best practices and learnings in one state with others
 - Organize 'Launch' of key initiatives, in high impact events
 - Reward and recognize individuals/ institutions from various stakeholder groups for achievement in the area of Panchayati raj.

Who would Convergence Forum report to?

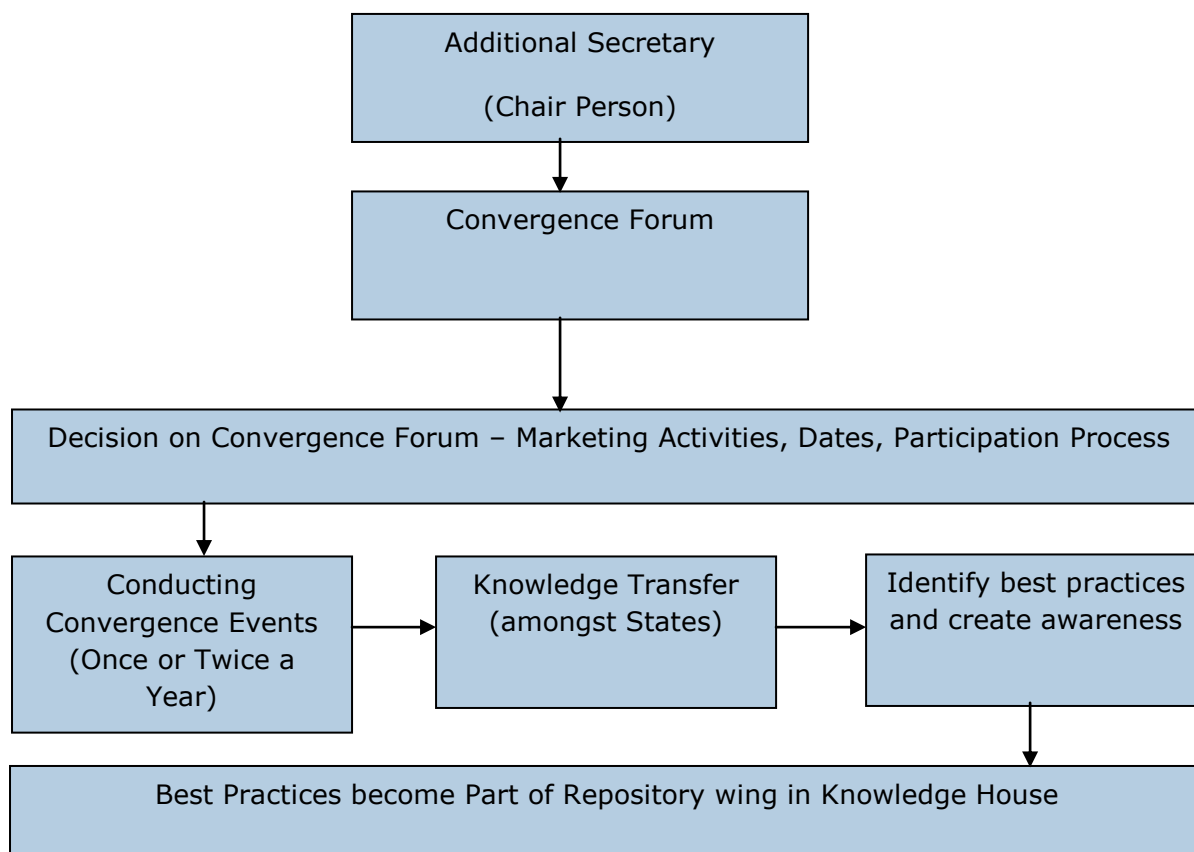
- It would report to Additional Secretary – Task Force, Convergence Forum and Knowledge House (New Position)

Integration / Linkages with Other Suggested Elements:

- Knowledge House: To feed data in Repository as best practices
- Task Force: The inputs/ideas from Convergence Forums would be given to the Task Force for policy recommendations

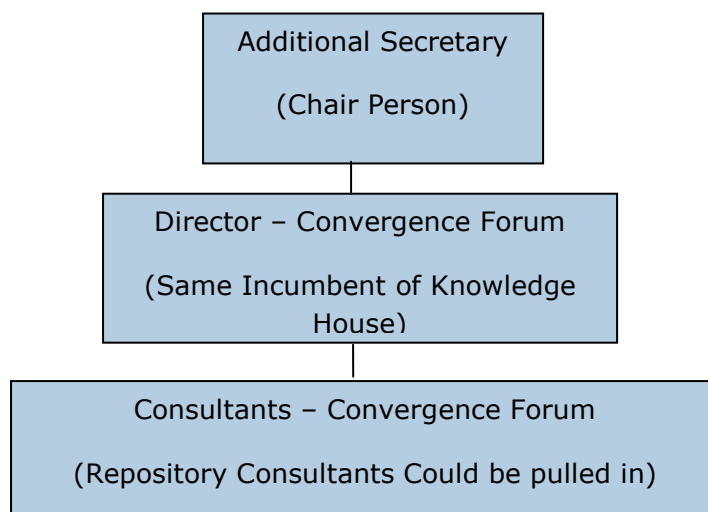
Composition:

- The Convergence Forum would, in consultation with The Task Force (Panchayati Raj Council) formulate an agenda for the year. This would have a list of key areas/issues on which wider consultation is required from the stakeholders or Knowledge needs to be shared
- It would organize workshops/seminars/events where these issues are discussed and the recommendations go to the Task force
- Other workshops may be organized involving State Panchayati Raj Departments to share best practices across states and reward the States that have significant achievements on specific schemes.
- The workshops would have representatives from various stakeholders- State Panchayati Raj functionaries, PRIs, NGOs/Institutions, Central Ministries.



- Structured
- Emphasis on Pulling not pushing states

Organogram of Convergence Forum:



Note: While Task Force is a high powered representative policy making, and monitoring body; Convergence forum is a division in MoPR to ensure wider consultation and convergence on key issues by connecting with key stakeholders. It does so primarily through conferences/workshops/seminars with a specific agenda.

Element Four: Creation of Capacity Building Division

Capability Building Division: This would drive provide a roadmap for capacity building and drive capacity building initiatives

Key Objectives:

- To look at capacity building in an integrated manner-Administrative framework for PRIs Infrastructure and Capability Building
- To ensure execution of capacity building initiatives across states
- To enable availability of adequate infrastructure for capacity building
- To customize capacity building initiatives with standardization in approach to delivery
- To evaluate the impact of capacity building initiatives in various states

Who would Capacity Building Division report to?

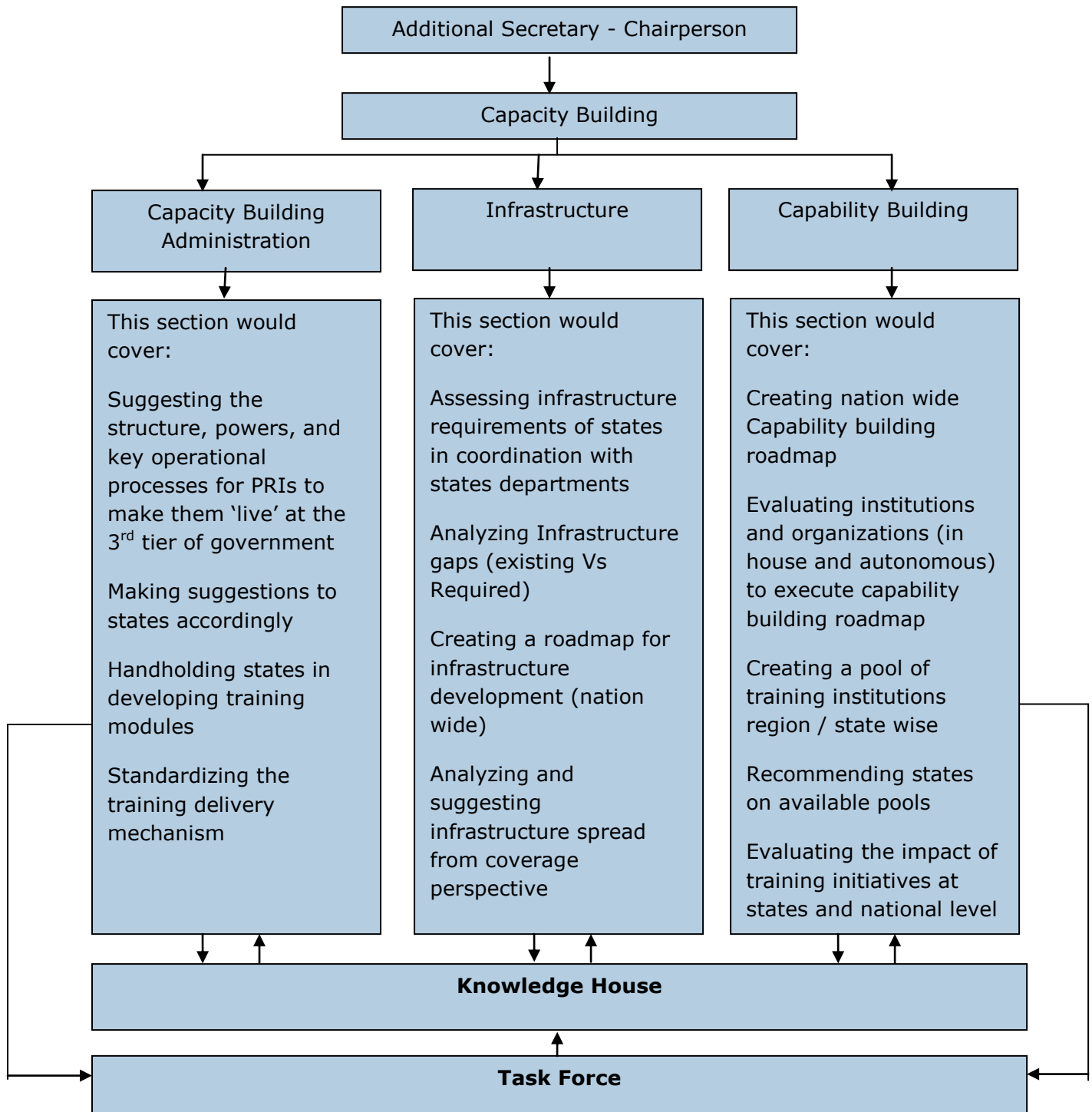
- It would report to Additional Secretary – BRGF, RGSY & Capacity Building (Capacity Building to be introduced as a separate division)

Integration / Linkages with Other Suggested Elements:

- Knowledge House: Knowledge house would provide support to Capacity Building organization in research and consulting aspects and lots of input would flow back to repository
- Task Force: Some initiatives could get executed well in partnership with Task Force

Composition:

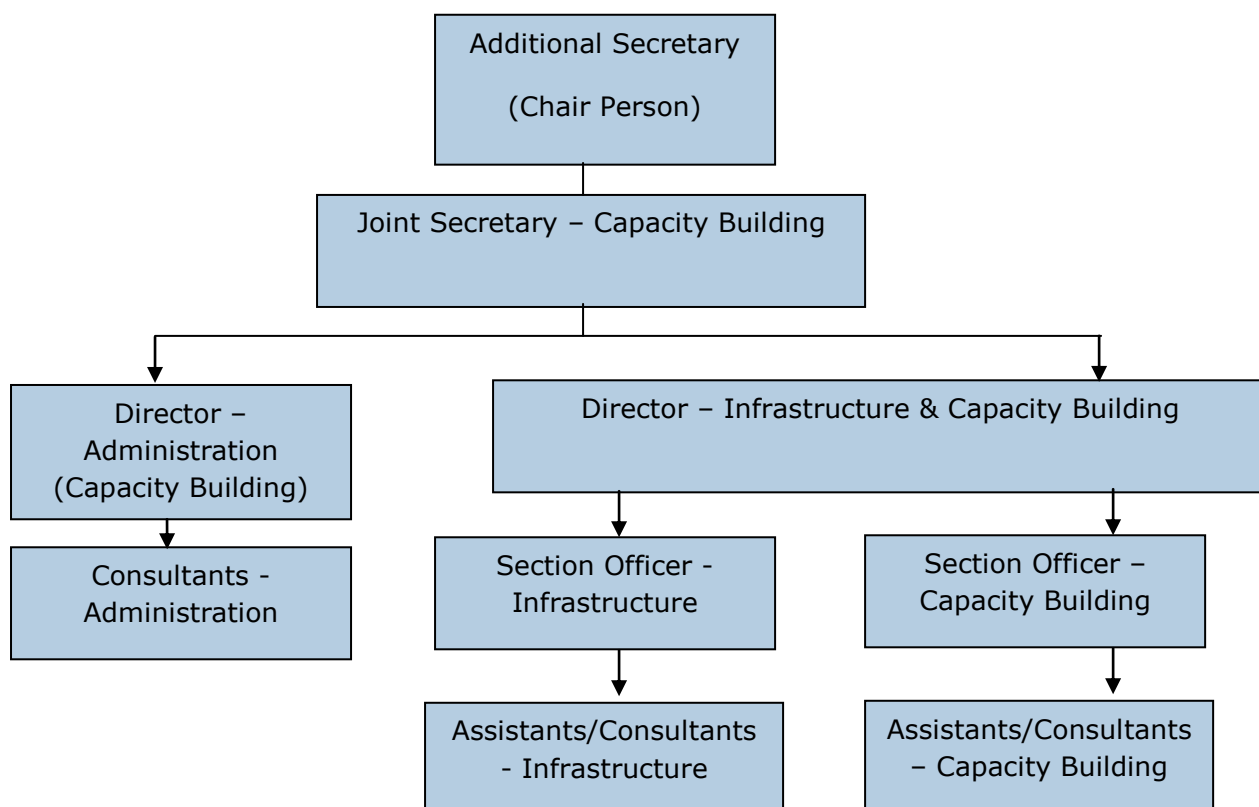
- It is comprised of in-house officials and consultants who will drive nation wide capacity building initiatives



Characteristics of Capacity Building Division:

- Strengthened Single Window Orientation in terms of capacity building for local governance
- Customized Service to States with Standardized Approach

Organogram of Capacity Building Division:



Element Five: Addition of Staff (Permanent & Consultants) and change in engagement Terms of Consultants

Why MoPR needs more Consultants & Permanent Officials?

- To enable the required balance in MoPR's structure across levels
- To get access to domain experts as Consultants where MoPR does not have the requisite expertise (to bridge skills gaps)
- To reduce the workload of existing incumbents

- To enable speed in day to day operations / transactions

Boundary Conditions for Consultants

Consultants should be hired only for:

- Positions which require specialized expertise that is not available in permanent officials
- Positions where there is no allocation of core work that requires institutional memory

Key recommendations for 'Engagement Terms' of Consultants:

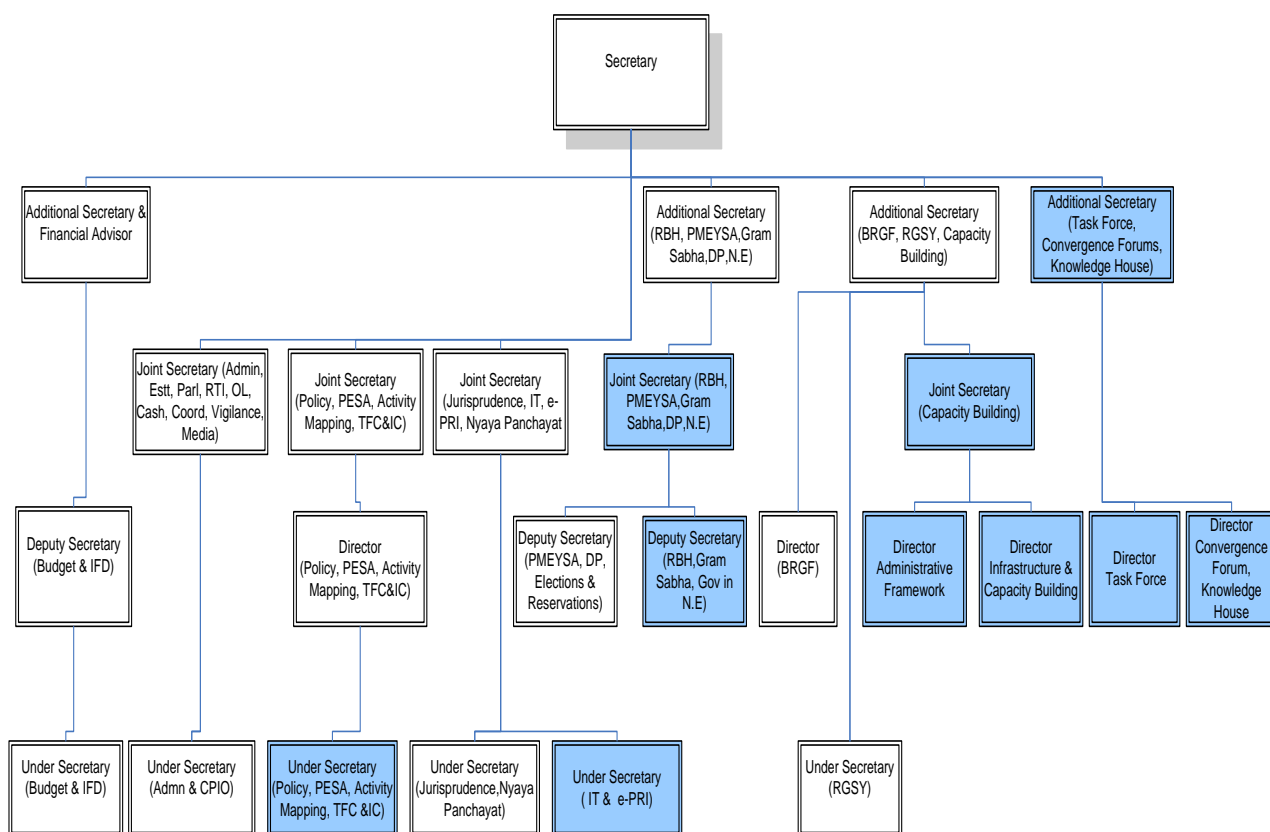
- The maximum salary limit could be enhanced from INR 1,00,000 to INR 2,00,000
- The initial tenure could be increased from 1 year to 3 years
- Performance Based career progression

Detailed Organogram for Option 1:

Number of Additional Staff Required for Option 1 over and above the existing staff

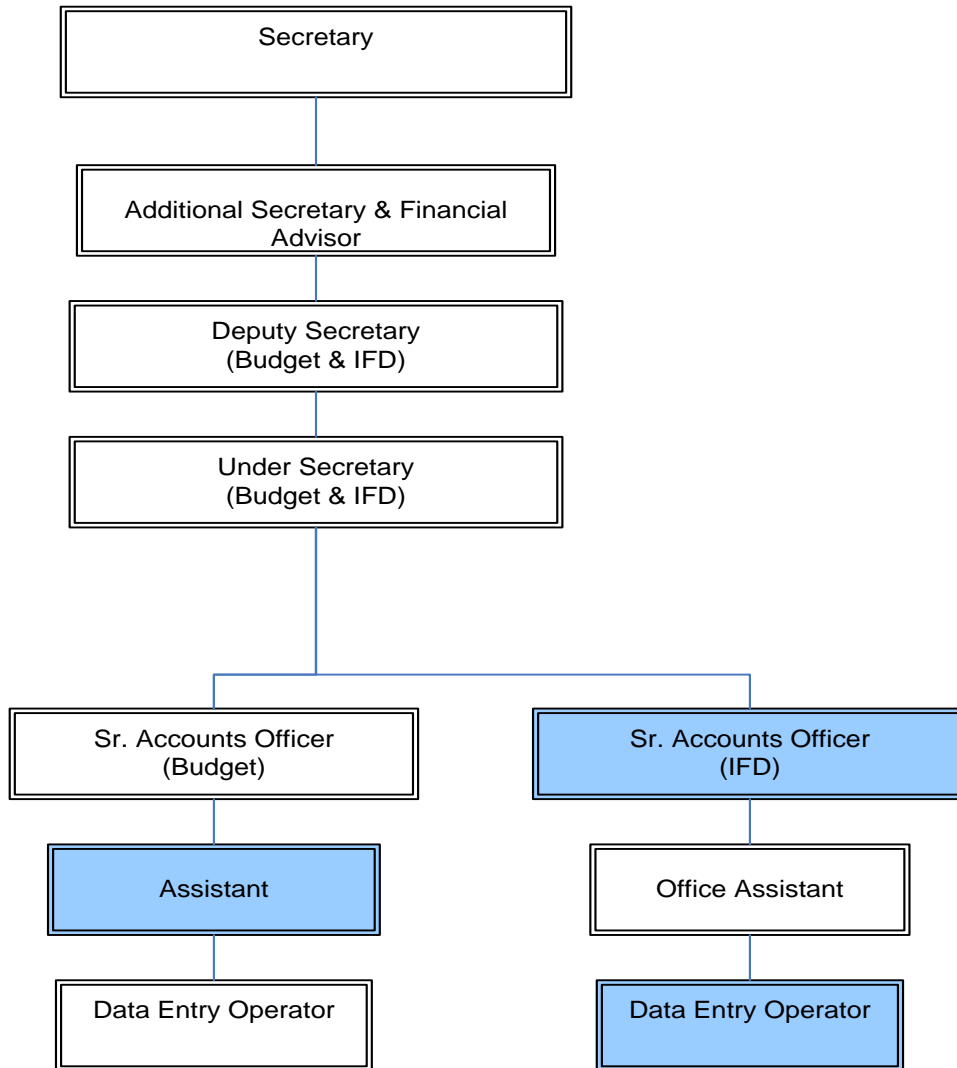
Level	Number
Secretary to Under Secretary	10
Section Officer to Data Entry Operator	53
Consultants	25

Top 5 Levels

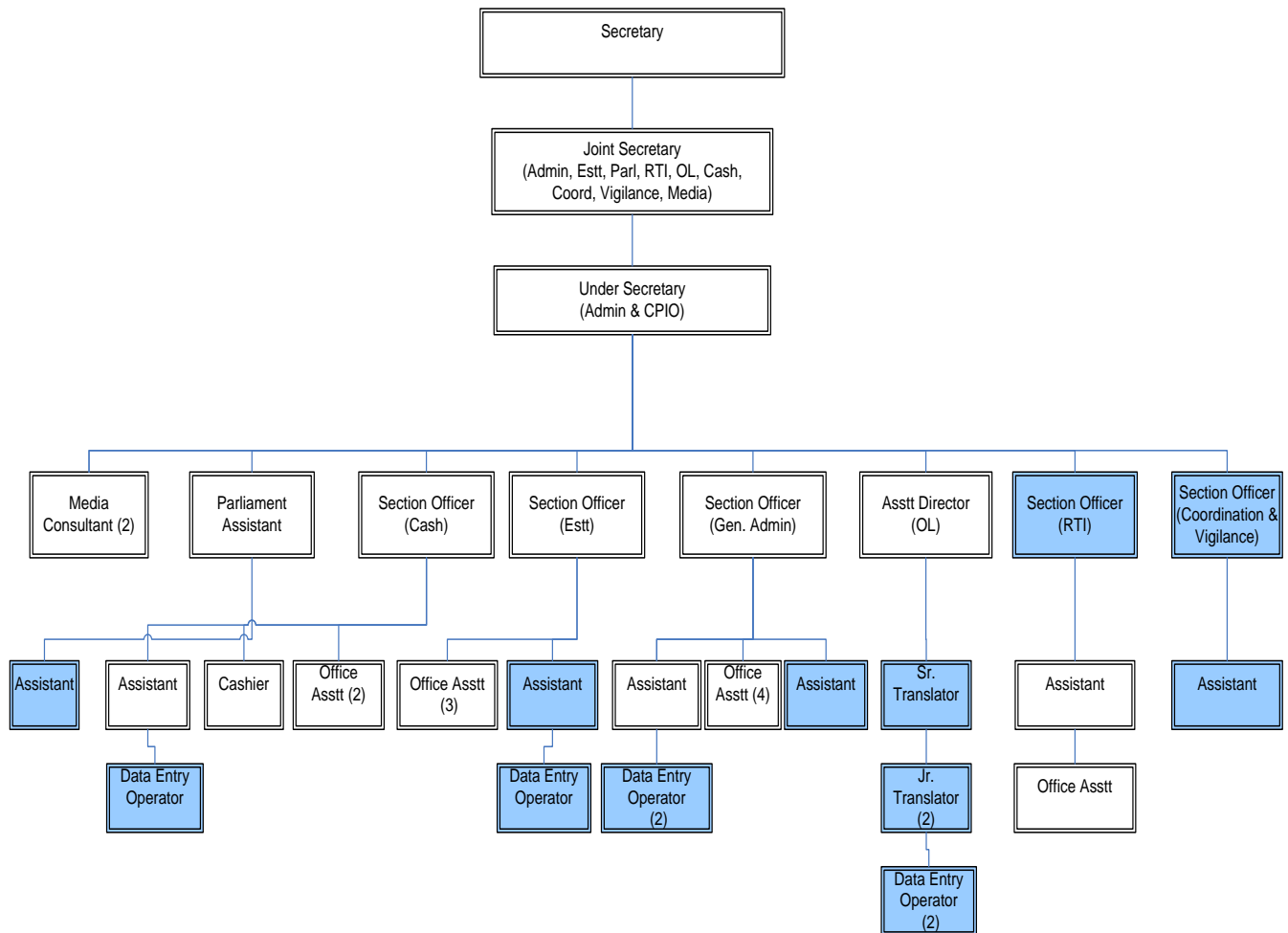


Note: The positions in blue indicate the ones that do not exist and would have to be created

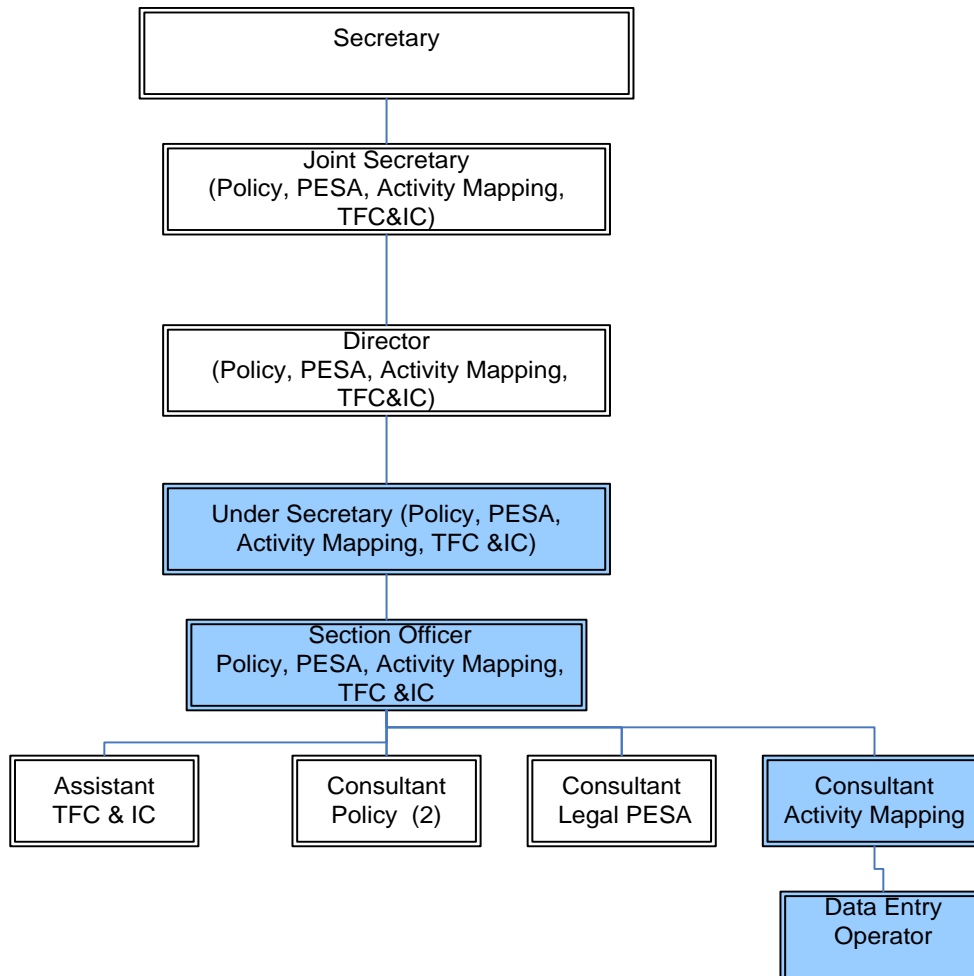
Integrated Finance Division



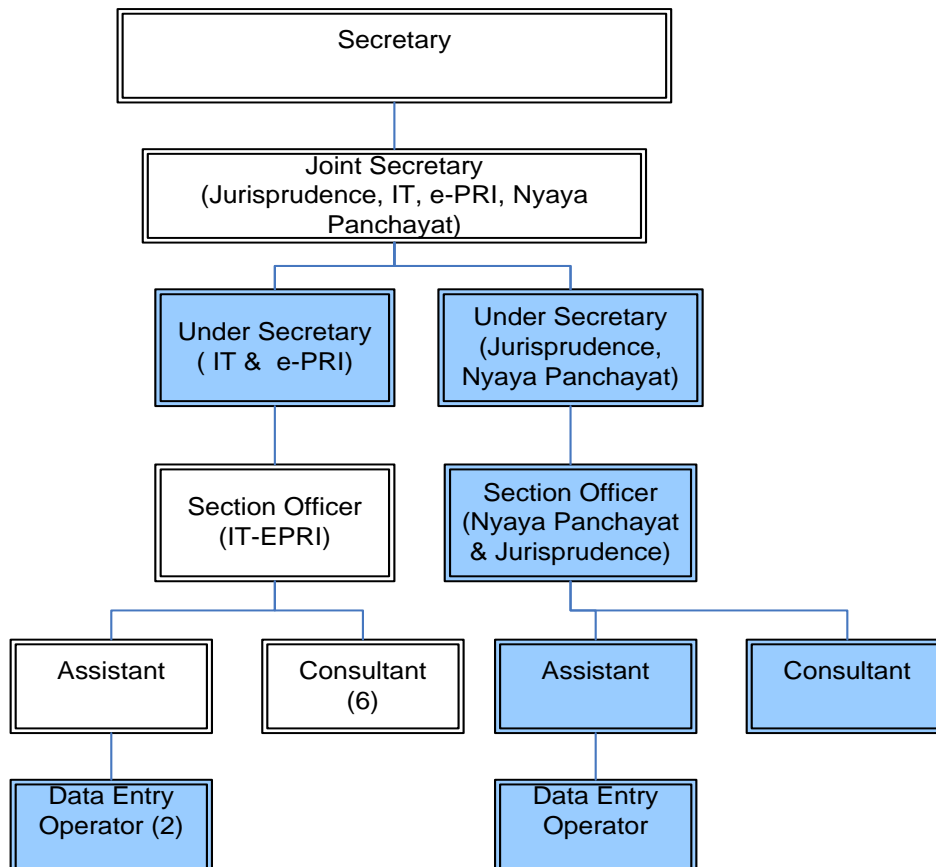
Administration, Establishment, Parliament, RTI, Official Language (OL), Cash, Coordination, Vigilance, Media



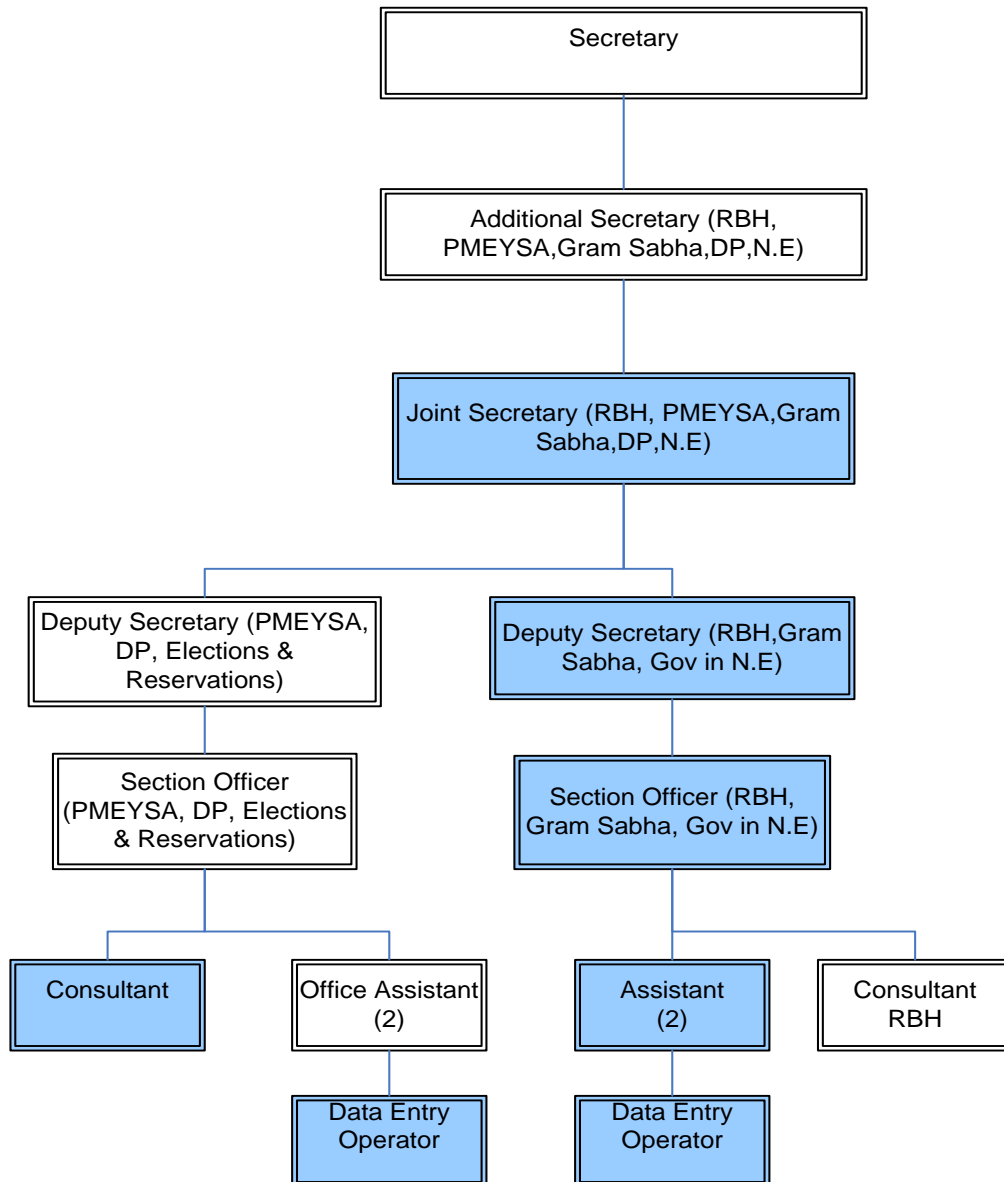
Policy, PESA, TFC, Activity Mapping, International Cooperation (IC)



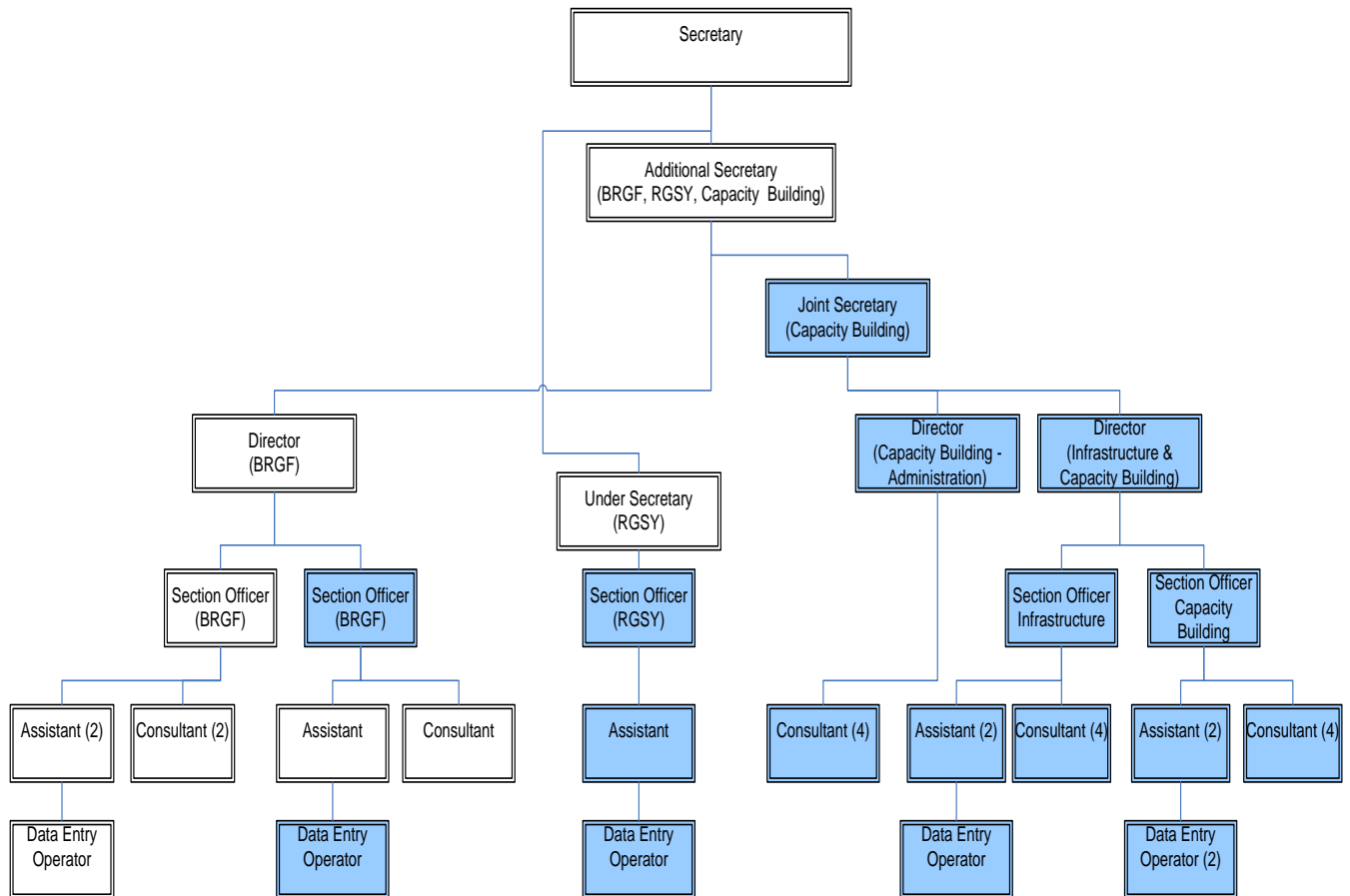
Jurisprudence, IT, e-PRI, Nyaya Panchayat



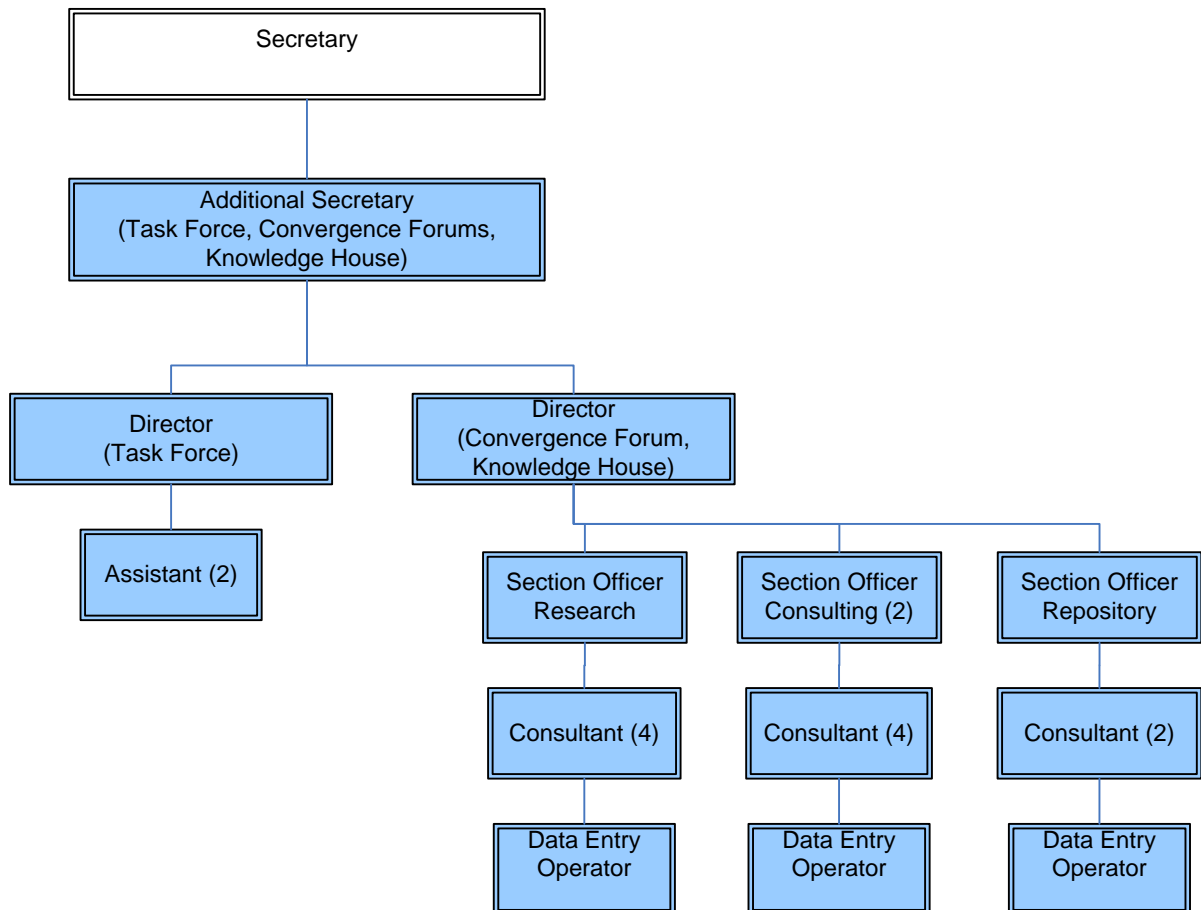
RBH, PMEYSA, Gram Sabha, District Planning, N.E



BRGF, RGSY, Capacity Building



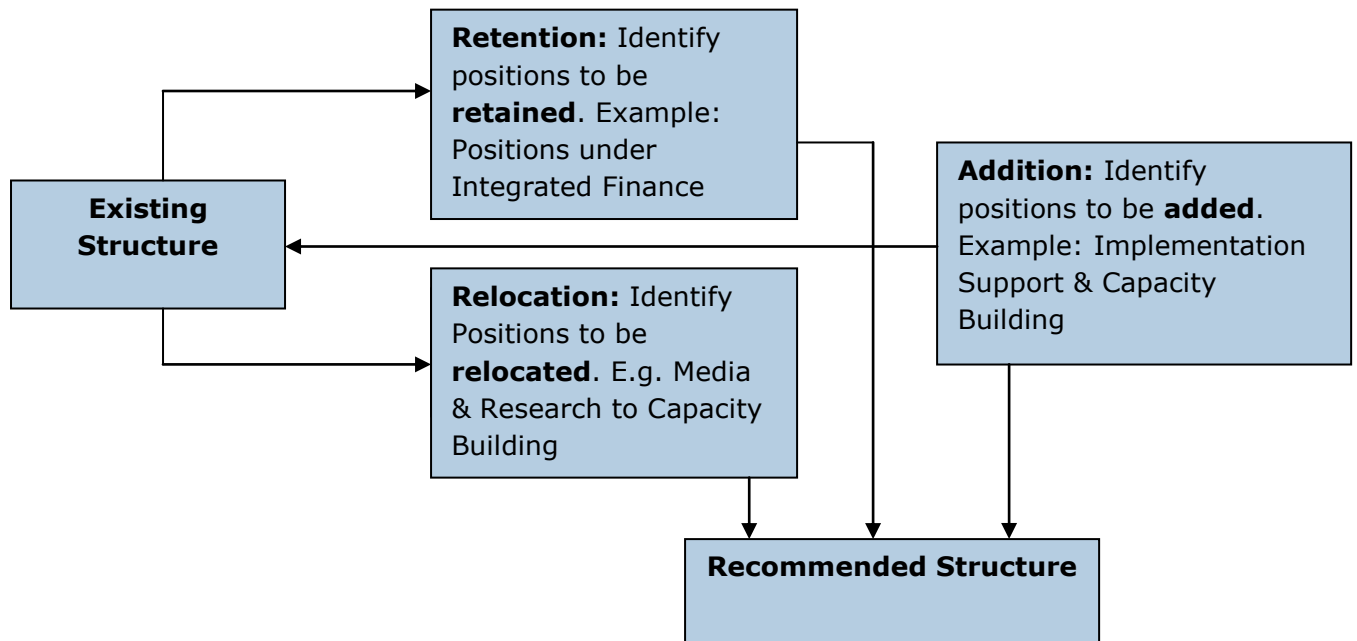
Task Force, Convergence Forums, Knowledge House



Structure Option 2: suggests strengthening the middle and base layers of the Ministry for:

- Catering to the critical organizational characteristics such as speed in decisions, initiative driven, execution orientation
- Enabling even distribution of responsibilities across levels / cadres
- Disbursing work load of senior officials
- Encouraging strategy focus at senior levels Vs. execution focus at middle & junior levels

Structuring Process for Option 2

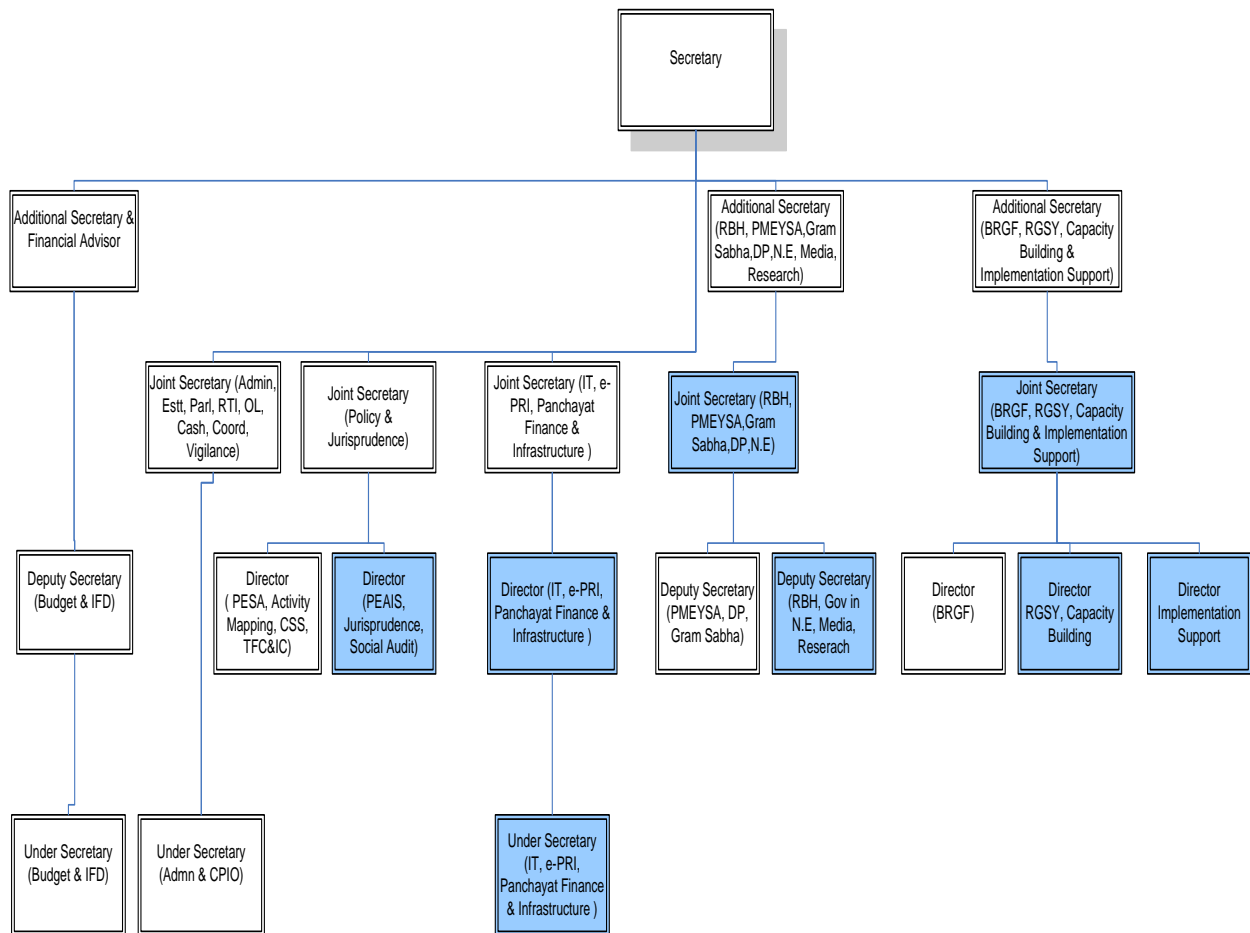


Detailed Organogram for Option 2

Number of Additional Staff Required for Option 2 over and above the existing staff

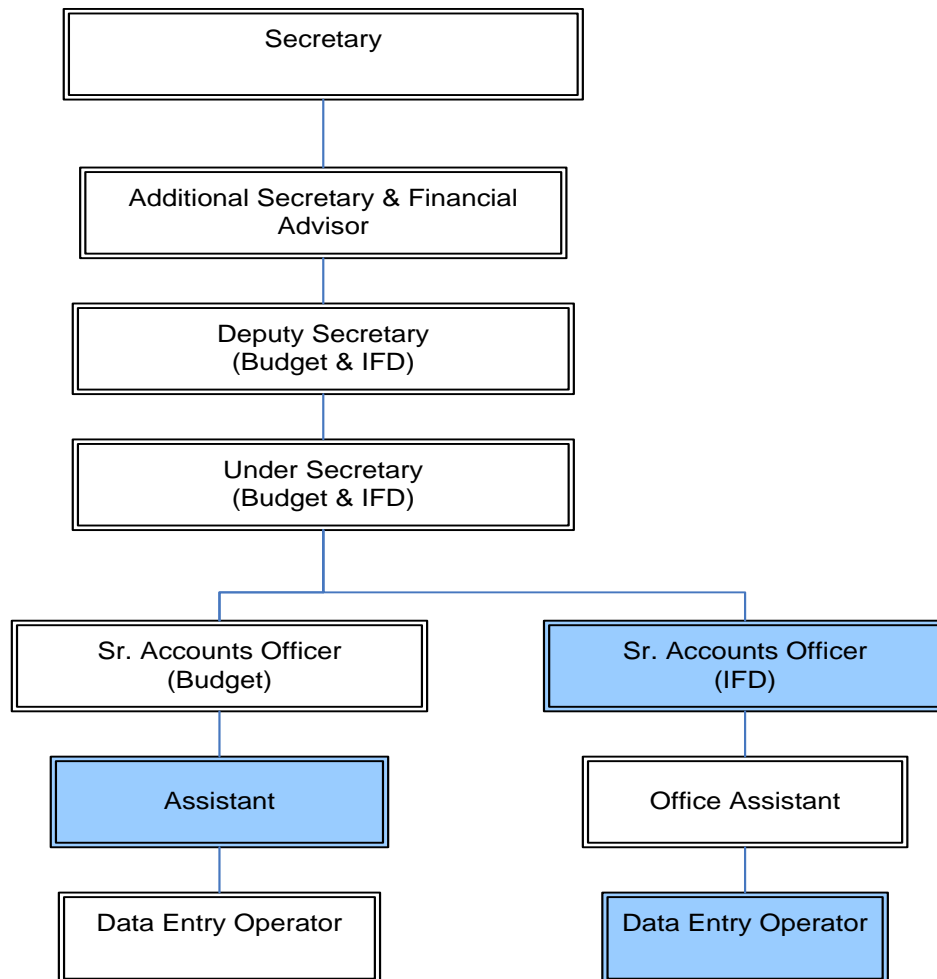
Level	Number
Secretary to Under Secretary	8
Section Officer to Data Entry Operator	50
Consultants	15

Top 5 Levels

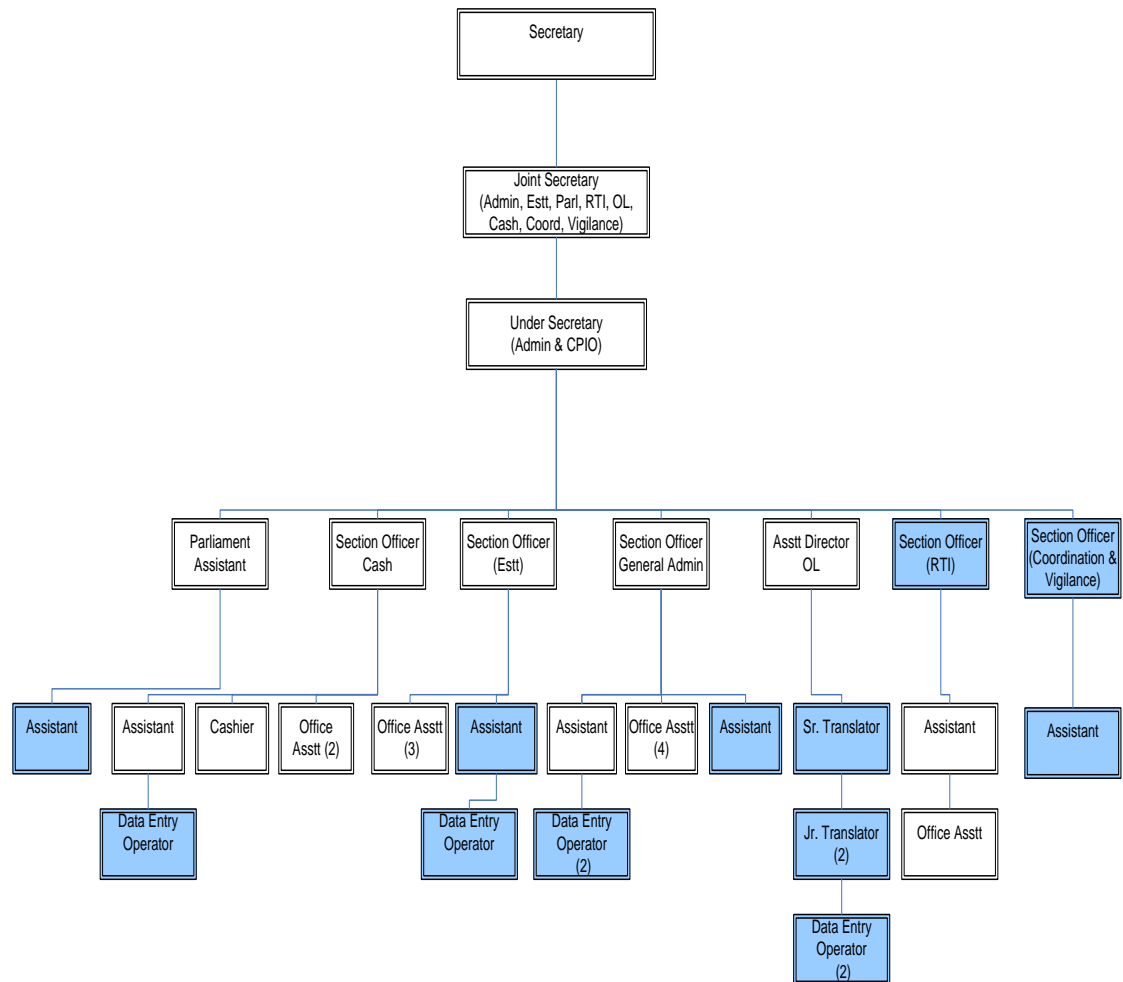


Note: The positions in Blue indicate the ones that do not exist and would have to be created

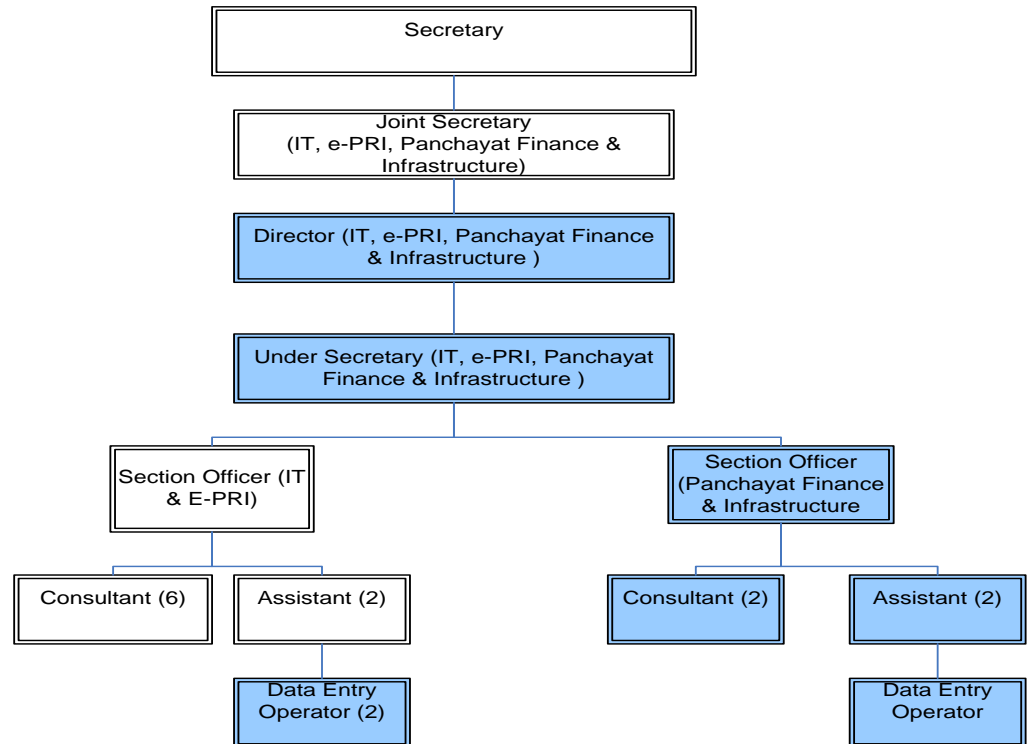
Integrated Finance Division



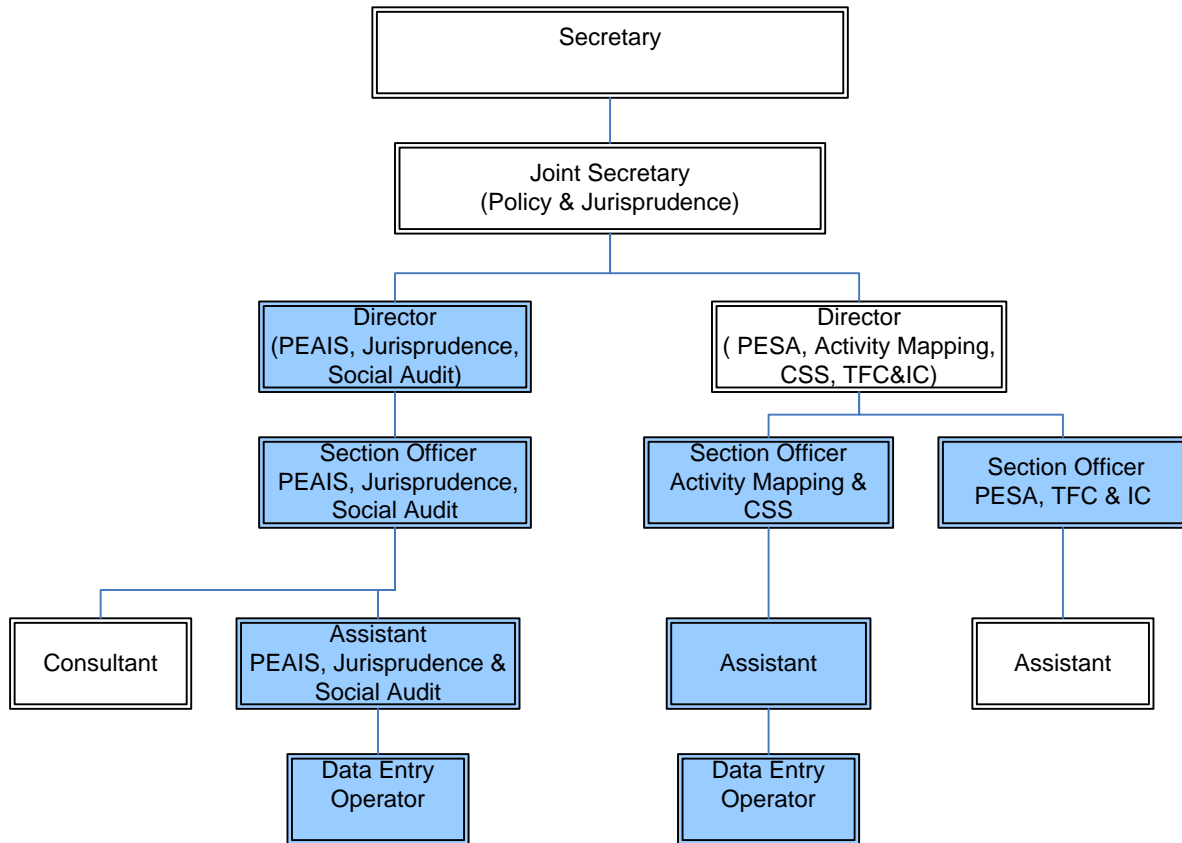
Administration, Establishment, Parliament, RTI, Official Language (OL), Cash, Coordination, Vigilance



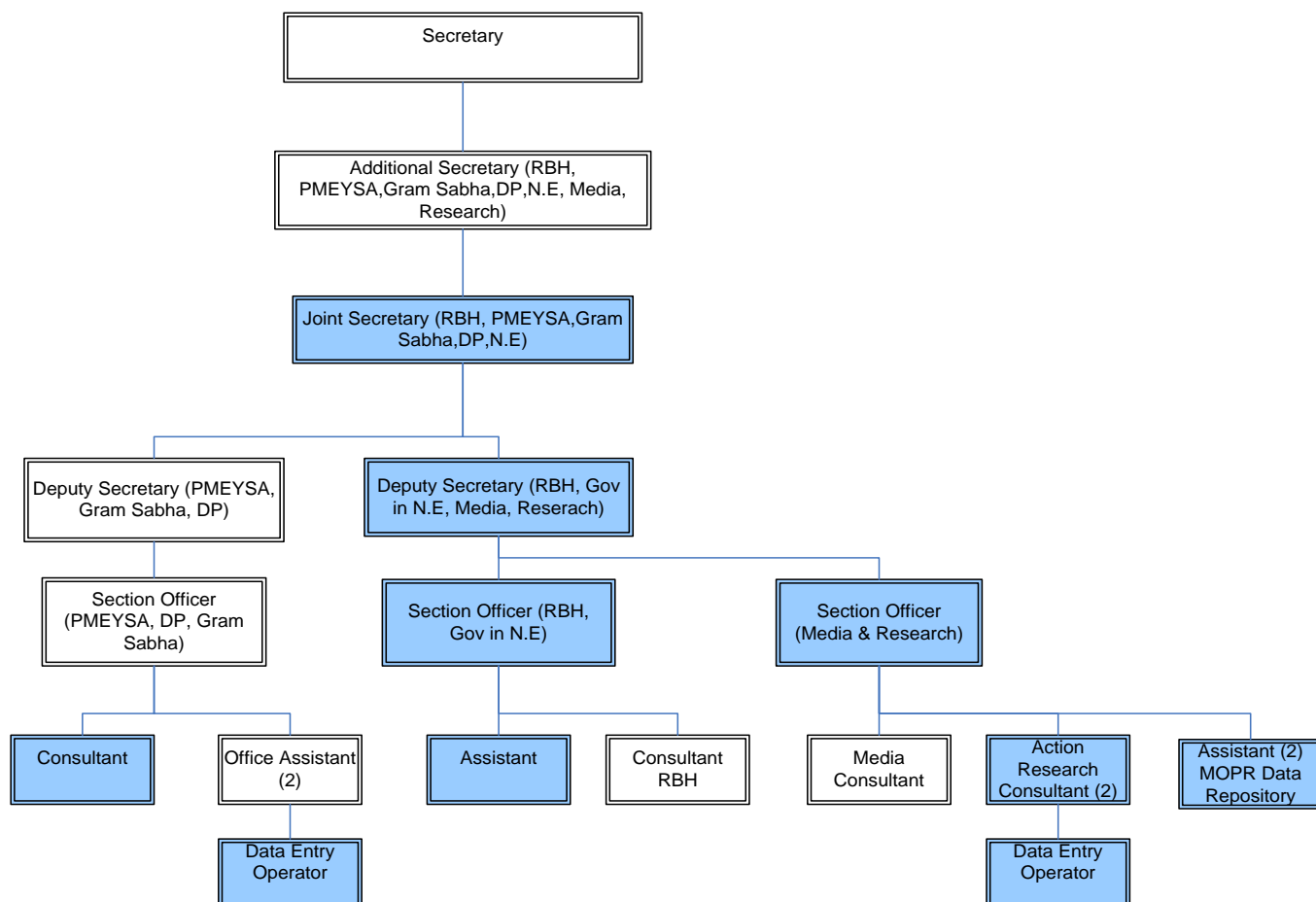
IT, e-PRI, Panchayat Finance & Infrastructure



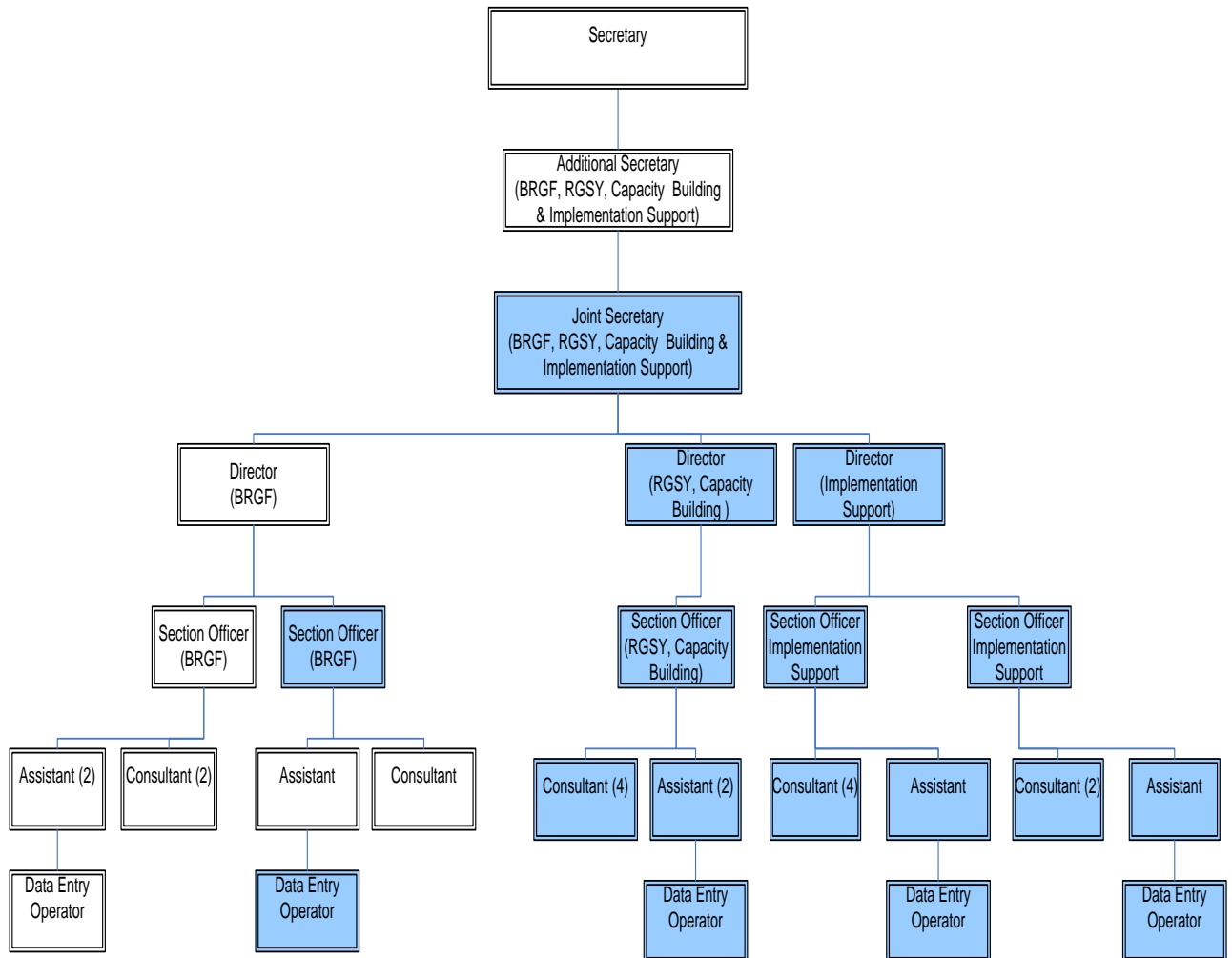
Policy & Jurisprudence



PMEYSA, Gram Sabha, District Planning (D.P), N.E, Media & Research



BRGF, RGSY, Capacity Building & Implementation Support



8. Final Structure

8.1.1 Final Structure

Based on the discussion in the validation meeting (9th December, 2010) and as suggested by the Secretary – MoPR and other key stakeholders present in the validation meeting, the following suggestions are incorporated in the final structure for MoPR.

- The key features of Option 1 as mentioned above namely Task Force, Convergence Forum, Knowledge House, Focus on Capacity Building and increasing the staff and changing the 'engagement terms' for consultants, shall be included with some modifications:
 - Each Division will manage and update the key data for its division in terms of a repository
 - The Capacity Building – Administration division would be a part of the Panchayat Structure & functioning, Devolution, Gram Sabha
- There would be an external agency which would manage the entire recruitment process for Consultants
- There would be reallocation of responsibilities namely:

Existing Division: Policy, PESA, Activity Mapping, TFC&IC

- Restructured Division: Panchayat Structure & functioning, Devolution, Gram Sabha, Capacity Building (Administration)

Existing Division: Administration, Establishment, Parliament, RTI, OL, Cash, Coordination, Vigilance, Media

- Restructured Division: Administration, Establishment, Parliament, RTI, Official Language (OL), Cash, Coordination, Vigilance, Media, International Cooperation (IC)

Existing Division: Jurisprudence, IT, e-PRI, Nyaya Panchayat

- Restructured Division: Panchayat Finances & Accounting, e-Panchayat, Nyaya Panchayat

Existing Division: RBH, PMEYSA, Gram Sabha, District Planning (D.P), N.E

- Restructured Division: D.P, Election & Reservation, N.E, RBH, Knowledge House (Research + Consulting), Task Force, Convergence Forum

Existing Division: BRGF, RGSY & Infrastructure

- Restructured Division: BRGF, RGSY, Capacity Building (Capability Building + Infrastructure), PMEYSA

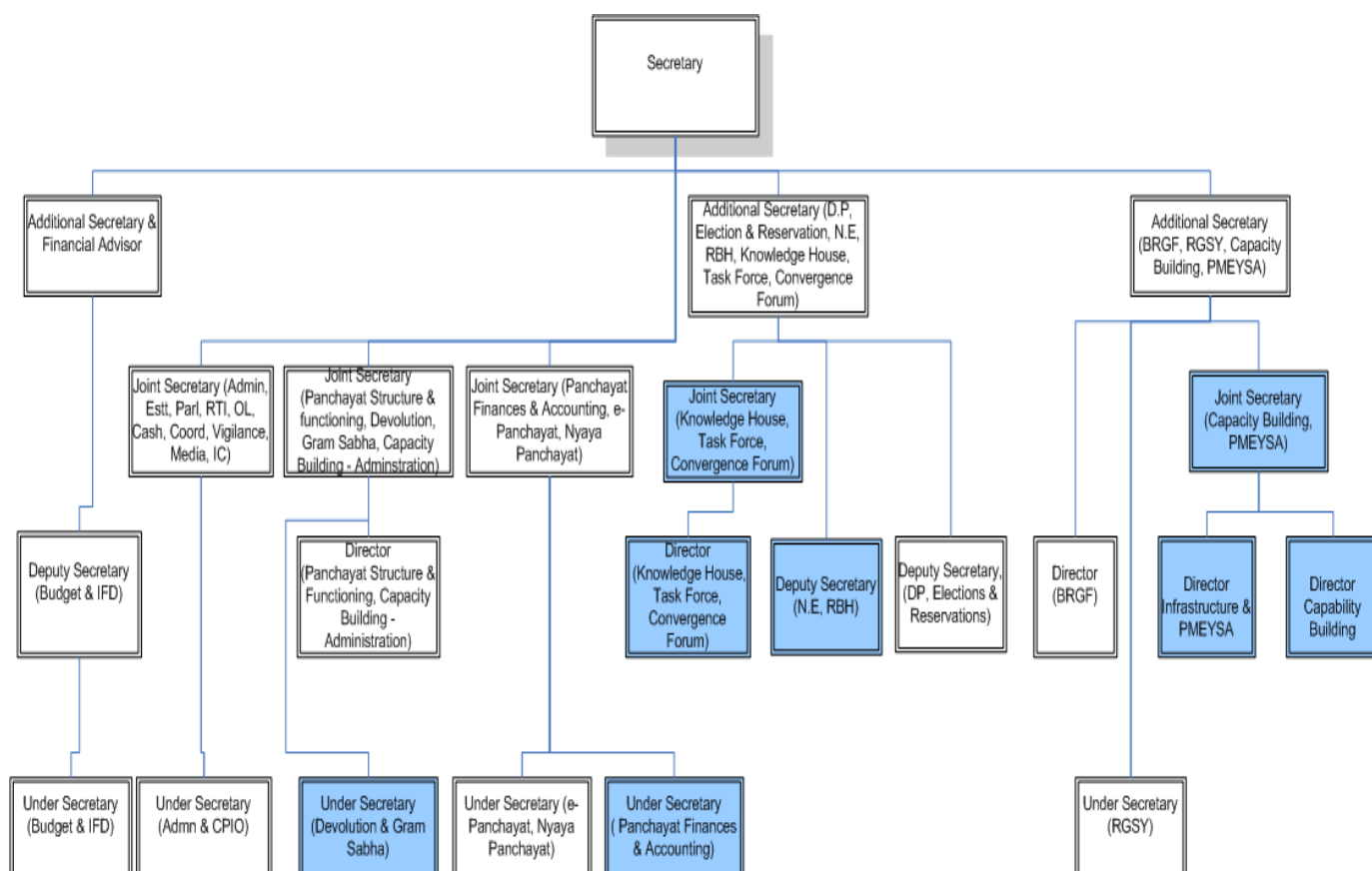
Existing Division: Integrated Finance Division (no change)

Detailed Organogram for Final Structure

Number of Additional Staff Required for Final Option over and above the existing staff

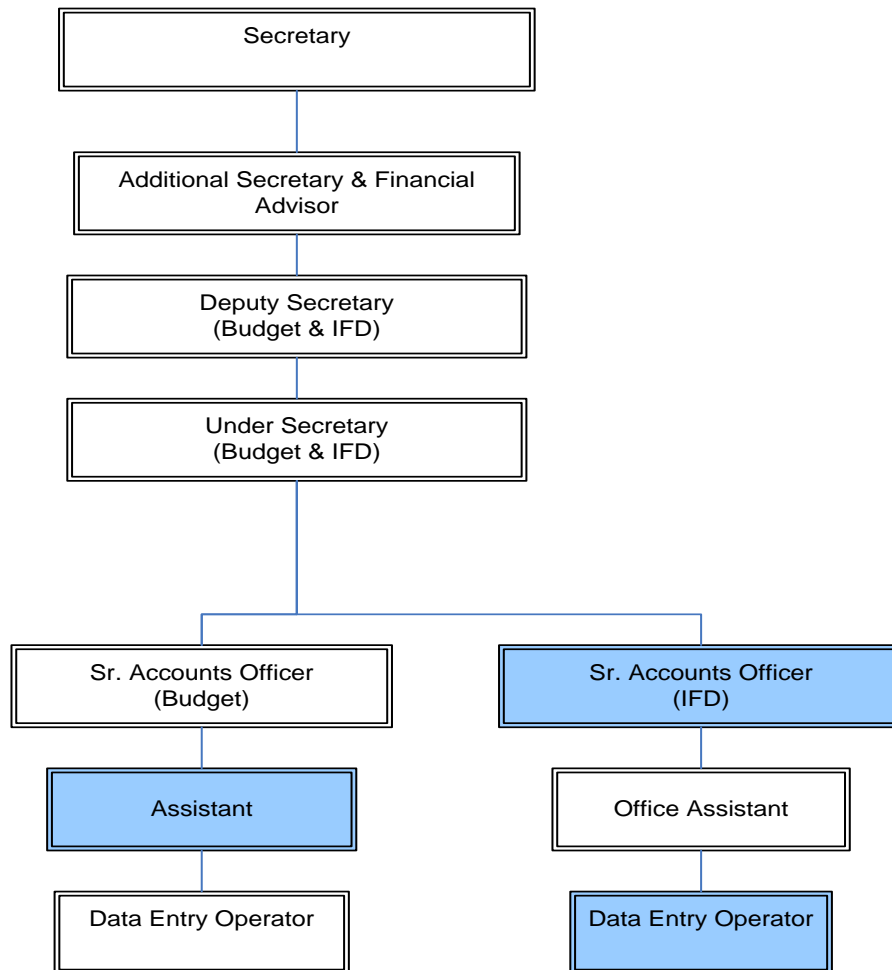
Level	Number
Secretary to Under Secretary	8
Section Officer to Data Entry Operator	52
Consultants	16

Top 5 Levels

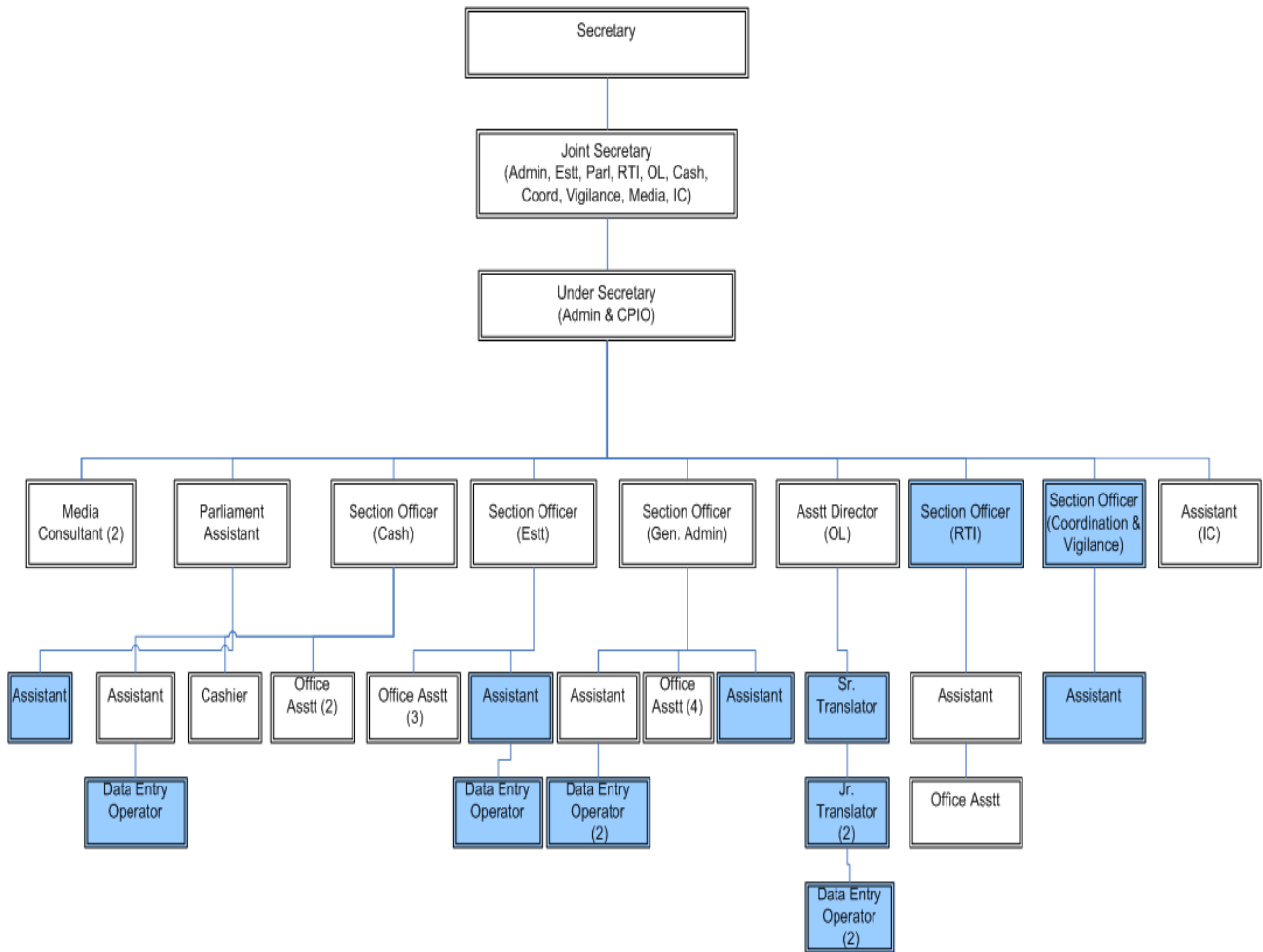


Note: The positions in Blue indicate the ones that do not exist and would have to be created

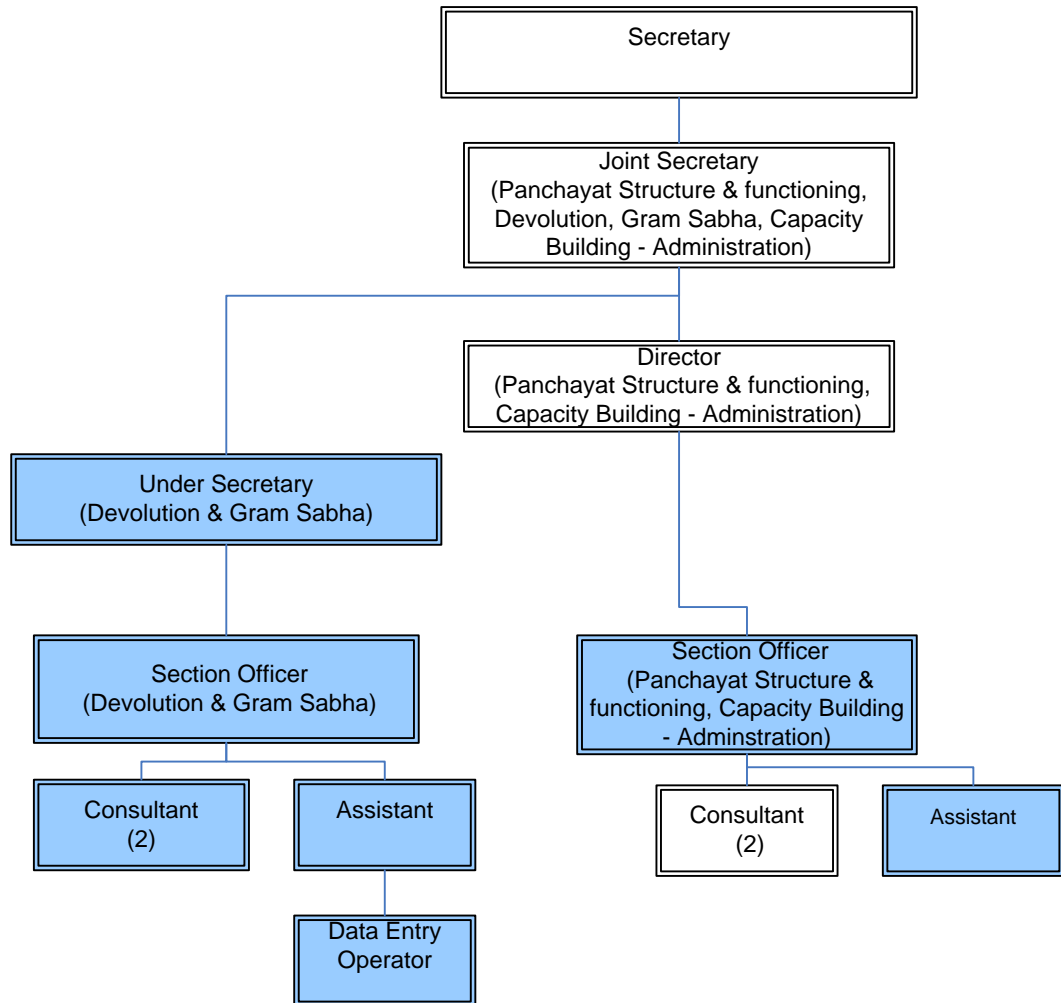
Integrated Finance Division



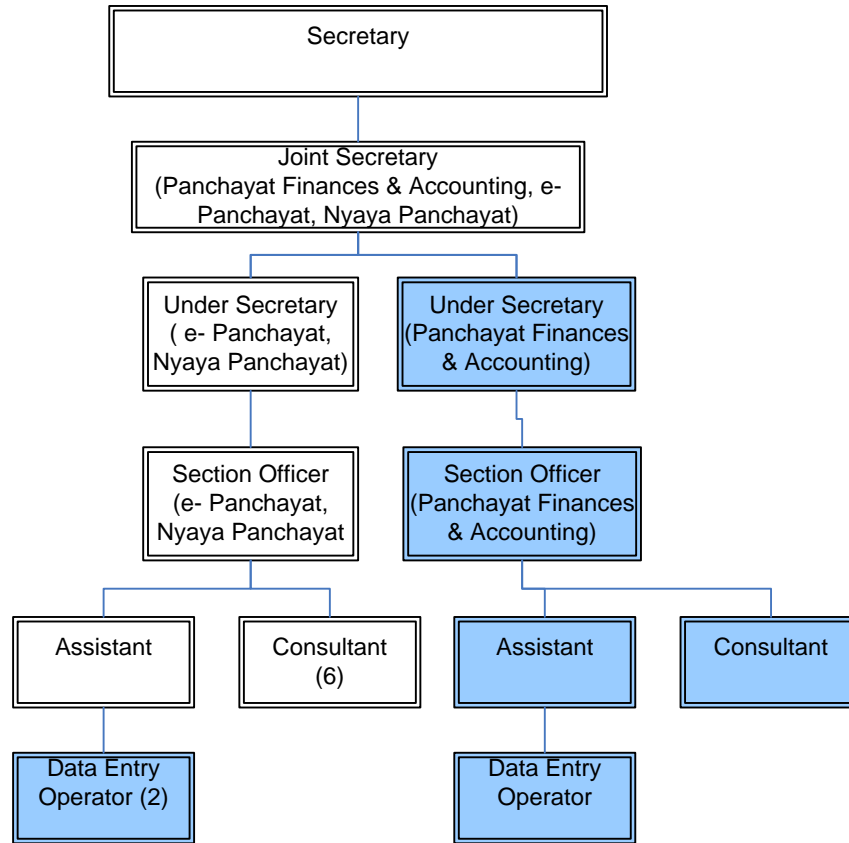
Administration, Establishment, Parliament, RTI, Official Language (OL), Cash, Coordination, Vigilance, Media, International Cooperation (IC)



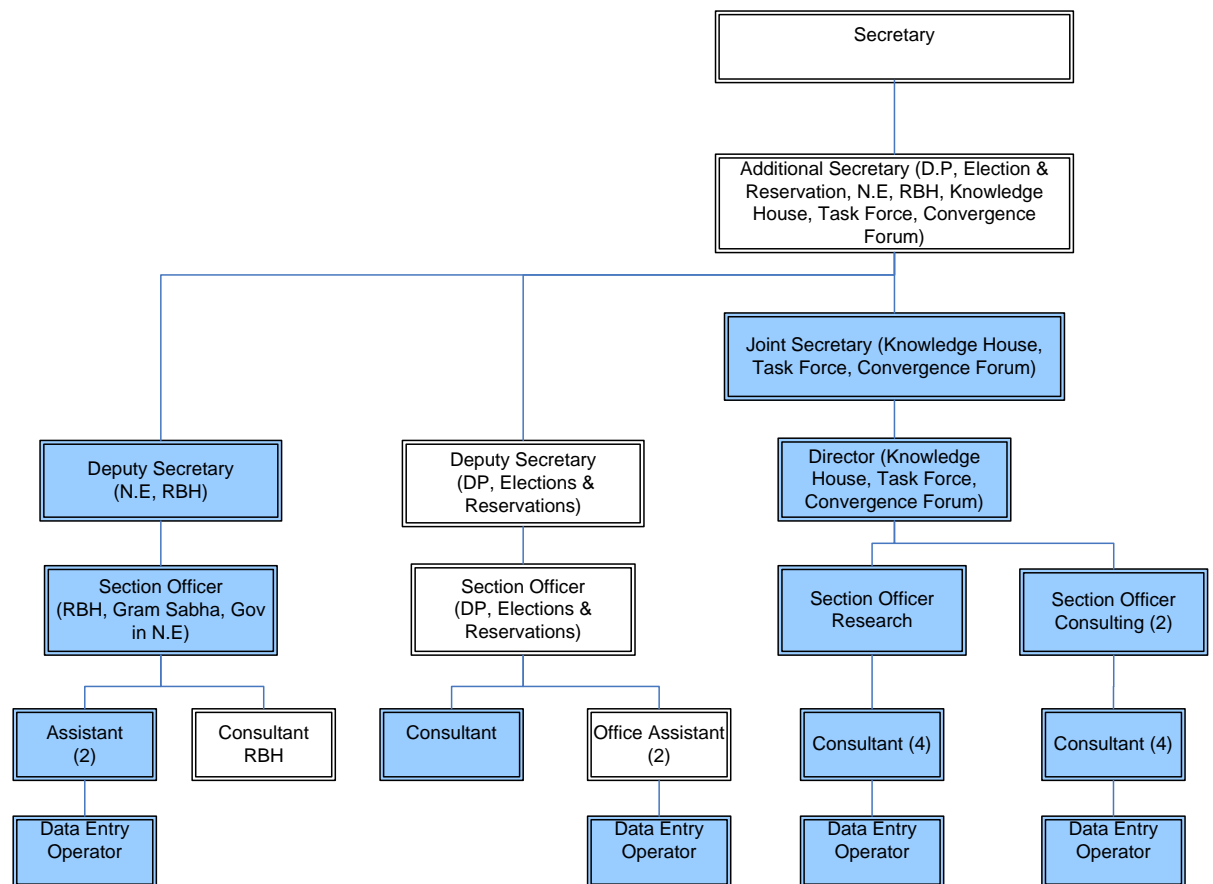
Panchayat Structure & functioning, Devolution, Gram Sabha, Capacity Building – Administration



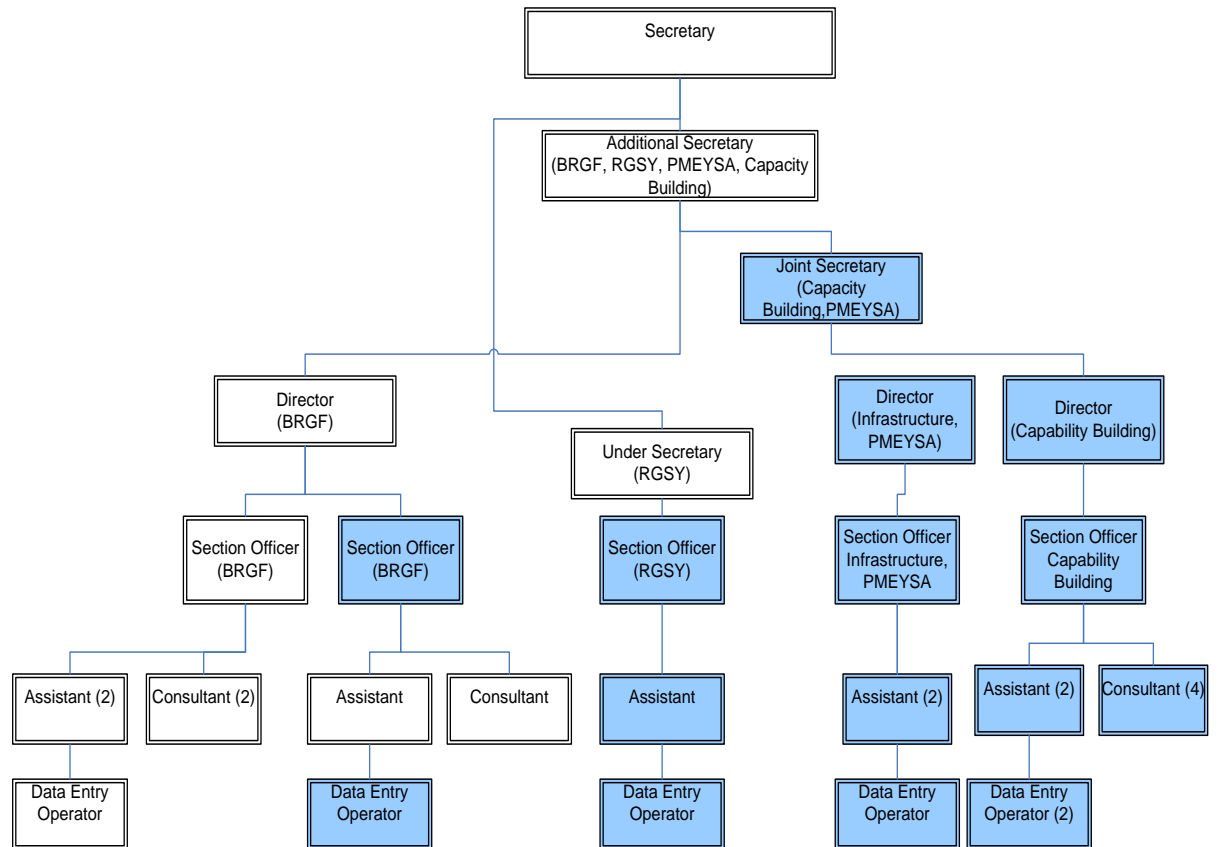
Panchayat Finances & Accounting, e-Panchayat, Nyaya Panchayat



District Planning (D.P), Election & Reservation, N.E, RBH, Knowledge House, Task Force, Convergence Forum



BRGF, RGSY, PMEYSA, Capacity Building (Infrastructure + Capability Building)



8.1.2 Unit-wise positions (core and contracted) with accompanying roles, responsibilities and decision rights for each position under the recommended structure

The following would be the responsibilities of the additional positions:

Joint Secretary – Task Force, Knowledge House, Convergence Forum

- To create broad framework and set direction for task force, knowledge house, convergence forum
- To strategize, plan and monitor initiatives under the given heads
- To ensure integration of his / her work areas with rest of the functions of MoPR
- To provide guidance and support to team as required
- To report progress to Additional Secretary

Director – Knowledge House, Task Force & Convergence Forum

- To plan, create & execute framework for Knowledge House, Task Force and Convergence Forum
- To plan, create and execute roadmap for Task Force
- To monitor task force related processes and activities
- To handle queries & escalations of stakeholders
- To monitor research and consulting related processes and activities
- To get the defined number of convergence forums conducted in the assigned time period
- To report progress to Joint Secretary

Joint Secretary – Capacity Building

- To plan and execute framework of capacity building organization at MoPR
- To monitor progress with regard to Administration, Infrastructure and Capability Building
- To report progress to Additional Secretary

Director – Administration (Capacity Building)

- To plan and execute administration framework of capacity building organization
- To monitor progress with regard to Capacity Building Administration
- To handle and respond to queries of stakeholders
- To report progress to Joint Secretary

Director – Infrastructure & Capability Building

- To plan and execute Infrastructure and Capability Building framework
- To monitor progress with regard to Infrastructure and Capability Building
- To handle and respond to queries & escalations of stakeholders
- To report progress to Joint Secretary

Section Officers

- To execute processes as per the set guidelines
- To ensure optimum utilization of available resources
- To provide guidance and support to consultants and required team
- To respond to queries of stakeholders
- To report progress to Division Heads

Consultants

- To execute day to day transactions as per set guidelines
- To respond to queries of stakeholders
- To report progress to supervisors

- 8.1.3 Performance measure: Unit-wise and position-wise; defining unit-specific targets against performance measures (annual, short and long terms)

Joint Secretary – Task Force, Knowledge House, Convergence Forum

Long Term Targets:

- Framework and Guidelines for Task Force, Knowledge House, Convergence Forum
- Integration of Function with other Functions of MoPR
- Automation of Knowledge House
- Institutionalization and Standardization

Annual & Short-Term Targets:

- Number of Policies and Framework Created for Capacity Building organization
- Number of Task Force Initiatives
- Number of Convergence Forum Conducted
- Research Carried out in Specific Areas
- Number of Consulting Assignments Carried Out
- Repository Milestones
- Efficiency in Fund Management
- Department / Function Productivity
- Adherence to Timeline

Joint Secretary – Capacity Building Organization**Long Term Targets:**

- Framework and Guidelines for Capacity Building Organization
- Integration of States with regard to Capacity Building
- Capacity Building Initiatives through Single Window and Handholding States
- Creating Pool of Institutions
- Standardization and Institutionalization

Annual & Short-Term Targets:

- Number of Policies devised & executed
- Number of States covered

- Infrastructure related Successful Initiatives in the given time period
- Number of Institutions & Agencies added
- Number of Initiatives in Capability Building
- Department / Function Productivity
- Adherence to Timelines

Director – Infrastructure & Capability Building

Long Term Targets:

- Execution Framework and Guidelines for Infrastructure & Capability Building
- Creating Pool of Institutions & Agencies for Capability Building
- Standardization in Infrastructure and Program Delivery

Annual & Short-Term Targets:

- Number of Initiatives / Policies / Processes execution
- Number of States covered / Interactions with States
- Department / Function Productivity
- Adherence to Timelines
- Number of linkages with Institutions and Agencies
- Cost Reduction
- Escalations Handled

Director – Administration (Capacity Building)

Long Term Targets:

- Execution Framework and Guidelines for Administration Function
- Consistency in Approach to capacity Building
- Standardization of Processes

Annual & Short-Term Targets:

- Number of Initiatives / Policies / Processes execution
- Number of States covered / Interactions with Sates

- Department / Function Productivity
- Adherence to Timeline
- Cost Reduction
- Escalations Handled

Director – Knowledge House, Task Force & Convergence Forum

Long Term Targets:

- Execution Framework and Guidelines for Knowledge House, Task Force & Convergence Forum
- Institutionalization of Knowledge House, Task Force & Convergence Forum
- Automation of Processes

Annual & Short-Term Targets:

- Number of Research carried in the period
- Number of Consulting engagements
- Number of Convergence Forums executed
- Handholding to states
- Adherence to Timelines
- Number of Escalations / Queries handled
- Contribution to Knowledge House
- Function Productivity
- Number of initiatives executed through Task force
- Function Productivity

Section Officers

Long Term Targets:

- Process Execution
- Quality Focus
- Standardization

Annual & Short-Term Targets:

- Number of processes handled
- Lead Time in Various Activities
- Adherence to Timelines
- Adherence to set guidelines
- Number of Interactions
- Number of Queries handled

Consultants**Annual & Short-Term Targets:**

- Number of Transactions performed
- Adherence to guidelines & timelines
- Lead Time in Various Activities
- Number of Interactions

8.2 Organization culture to support the recommended structure

8.2.1 Proposed improvements over existing process and tools with respect to workflow, employee recruitment, engagement, assessment, and development

All HR related processes for Permanent Officials are well defined by Government of India hence proposal for processes with regard to consultants are defined below:

Recruitment:

- The initial tenure could be increased from 1 year to 3 years
- The maximum salary limit could be enhanced from INR 1,00,000 to INR 2,00,000

Engagement:**Induction:**

There should be provision for proper induction of consultant along with an allocated buddy within the organization. Buddy should be someone

who is fairly established at MoPR and guides the consultant initially at least for 15 days.

Reporting:

Reporting could be straight line (administrative purpose) and dotted line (functional requirements)

Performance Measurement & Assessment

Goal Setting should be done within a week of joining

- Goals should be S-M-A-R-T (Specific, Measurable, Attainable, Realistic and Time bound)
 - Number of goals could be 5 to 7 in number
 - The stretch elements should be in built in goals
 - Goals should be agreed upon and accepted by Consultant

Assessment:

- Performance Based career progression
- It could be conducted twice in a year
- It should be carried out by immediate supervisor
- Assessment should be fact / data driven
- Goals set at the beginning should be considered as parameters for assessment

Development:

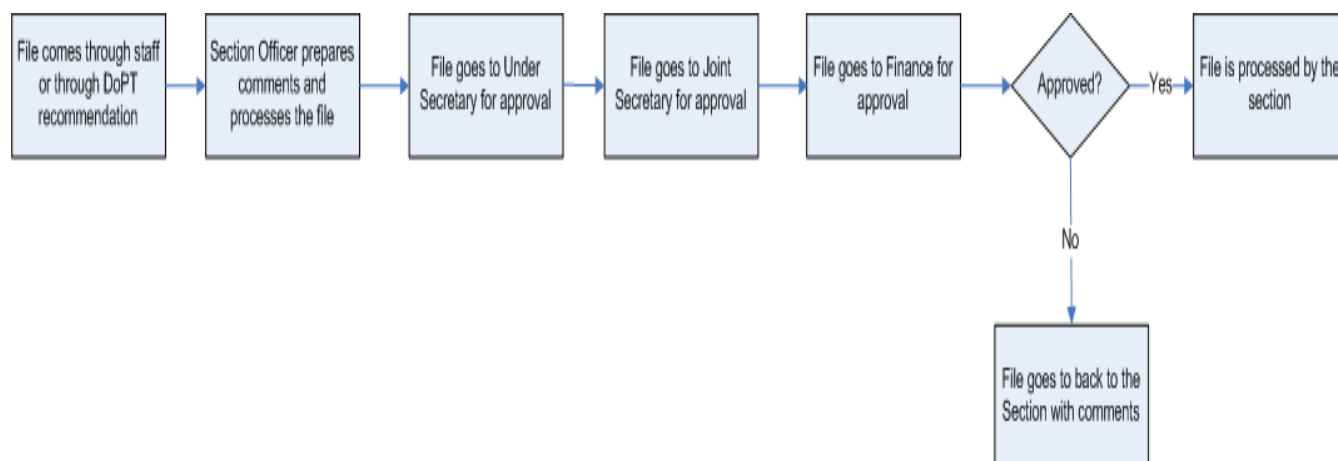
- Input from assessment should be considered as basis for development
- Skills gap could be bridged through training programs and mentoring

Proposed Improvement over existing Work Flow Processes

The following are the work-flow processes that were captured during the As- Is Understanding phase. The recommendations for improvement (wherever applicable) have been specified under each process.

Division – Administration

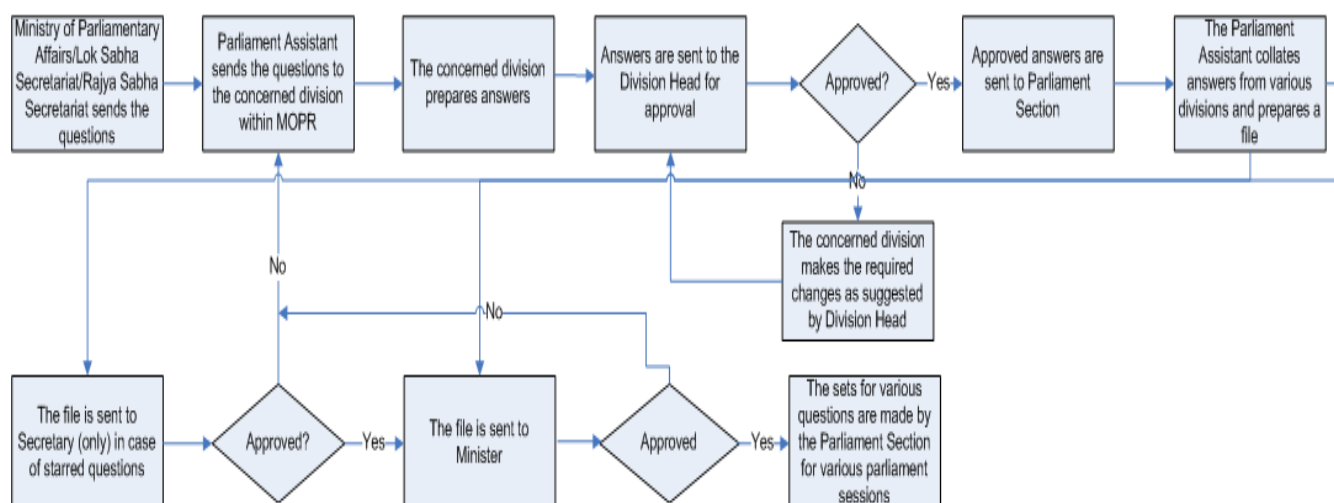
Section – Establishment



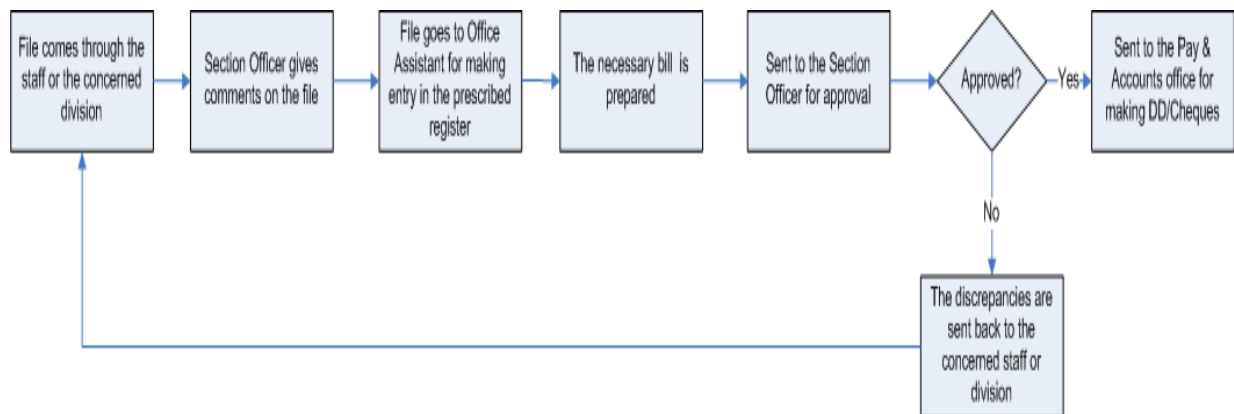
Recommendations to Enhance Effectiveness:

- There should be a process to prioritize tasks / activities
- There should be a mechanism to categorize tasks / activities at Section Officer Level such as 'routine / repetitive' types and 'new' types.
- A checklist should be utilized for routine activities / tasks
- A standard process flow should be developed for one of its kind task or new kinds of tasks such as what is the objective, analyzing which stakeholders would require what kind of support and catering to those would help

Section – Parliament



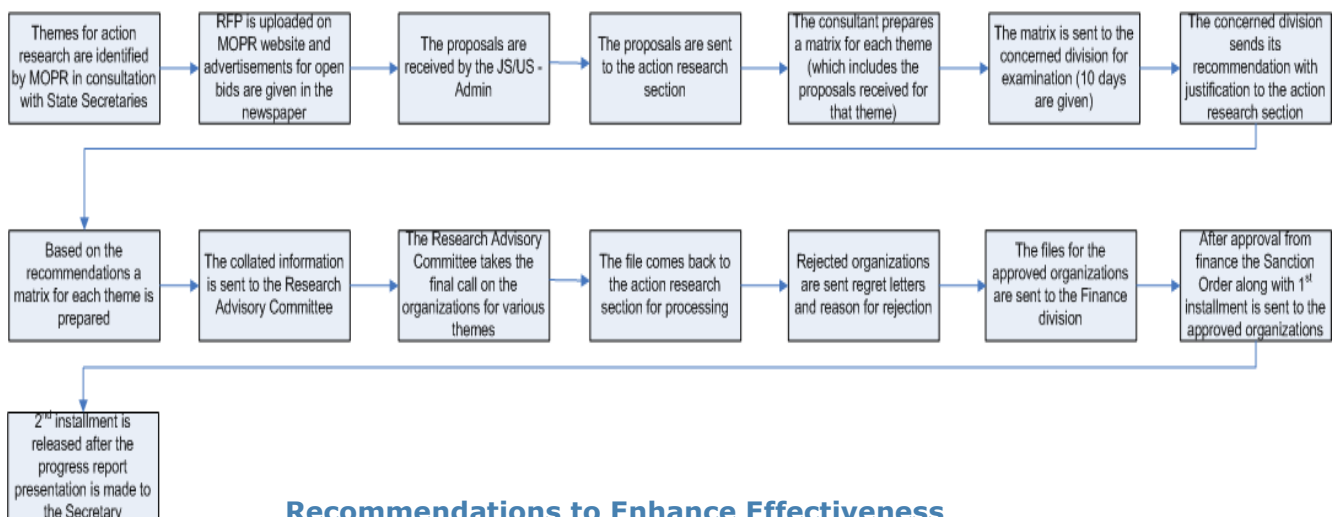
Section – Cash



Recommendations to Enhance Effectiveness:

- Attaching timelines to various steps and adherence to the same would make the process more effective in terms of speed in execution

Section – Action Research & Research Studies

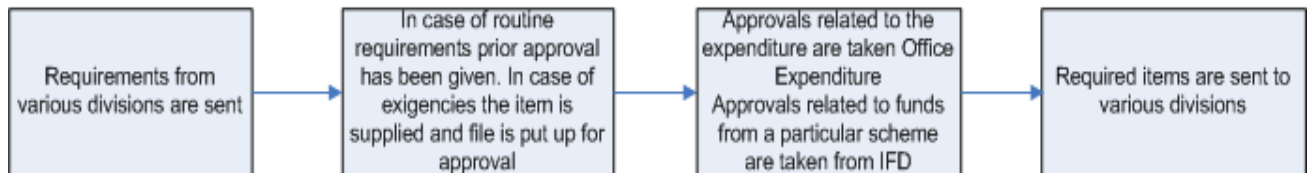


Recommendations to Enhance Effectiveness

- Have a more robust mechanism for selection of themes. The themes could be discussed in the convergence forums as suggested in the structure option one
- The output / reports could be made a part of the Knowledge Management System

Section – General Administration

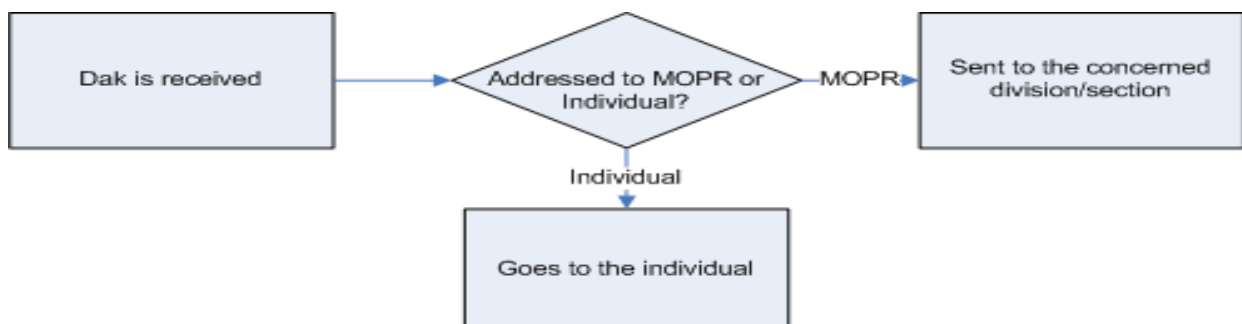
Stationary, Consumables and Maintenance



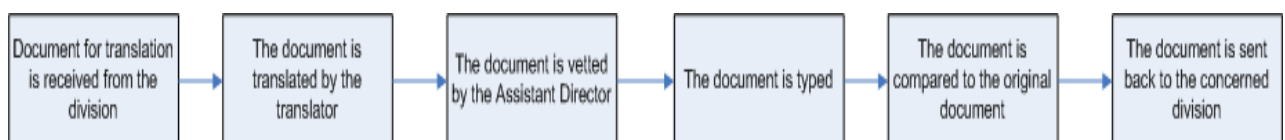
Recommendations to Enhance Effectiveness:

- Attaching timeline to perform activities would bring in speed

Receipt and Issue



Section – Official Language



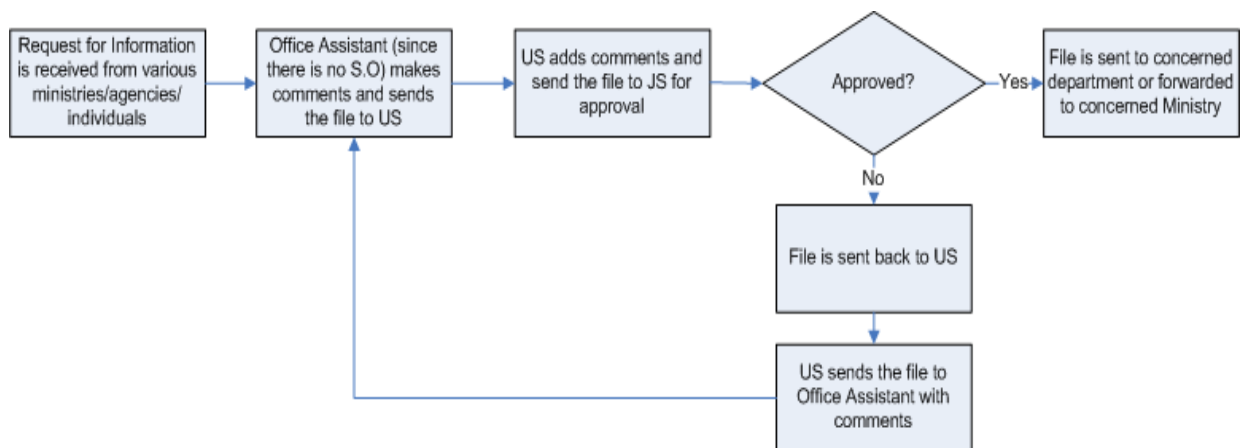
Recommendations to Enhance Effectiveness:

- Leveraging on Technology: Advanced software (for conversion) could be used to simplify this process

Section – Media

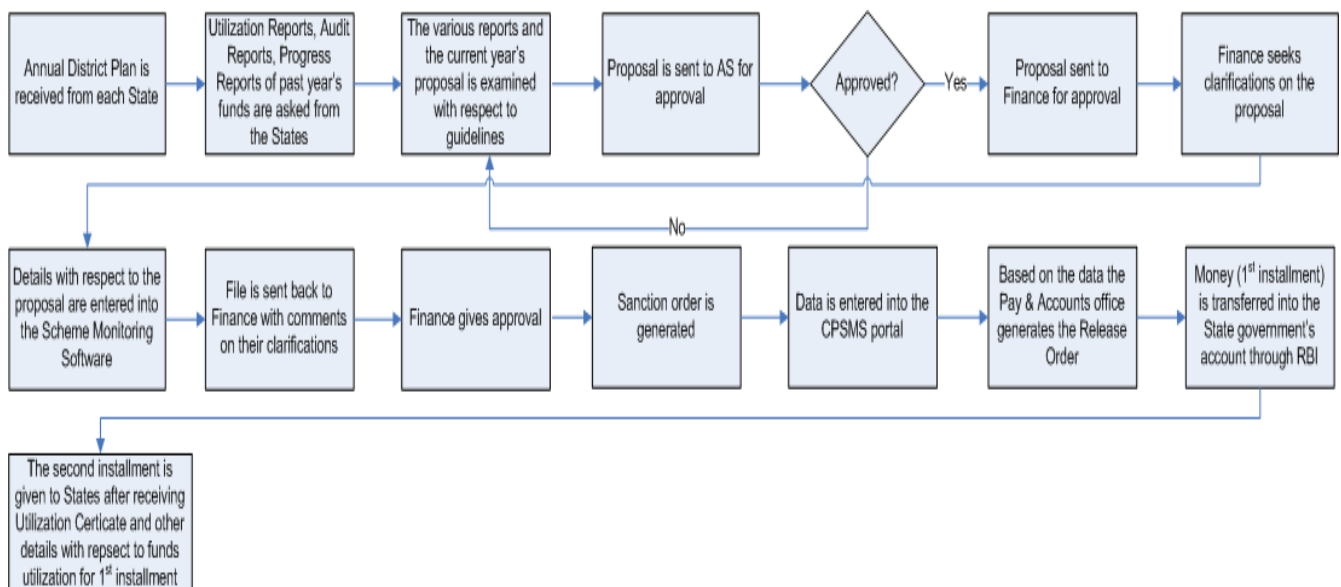


Section – RTI



Division – BRGF, RGSY & Infrastructure

Section – BRGF

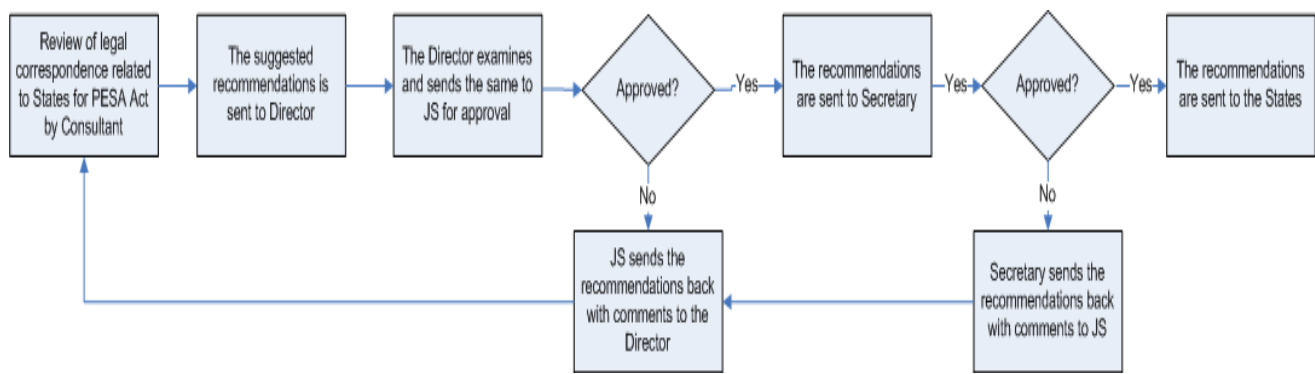


Recommendations for Improvement

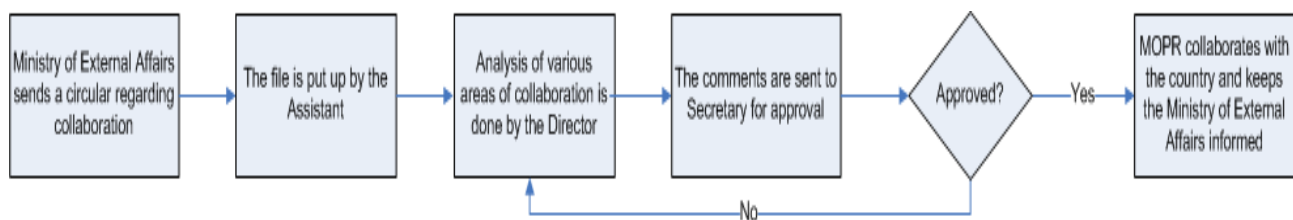
- Have a process of online approvals
- Have an online system of submission of Utilization Certificates, Progress Reports etc

Division - Policy, PESA, Activity Mapping, TFC&IC

Policy 2 - Legal



TFC & IC

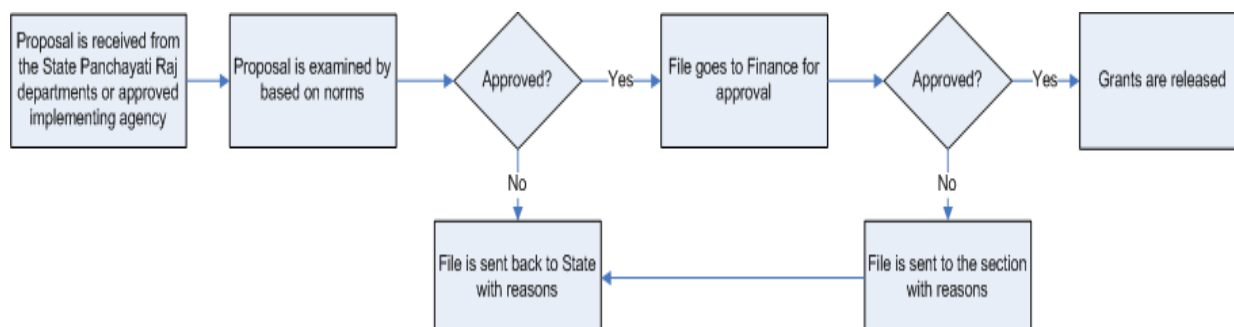


Recommendations for Improvement

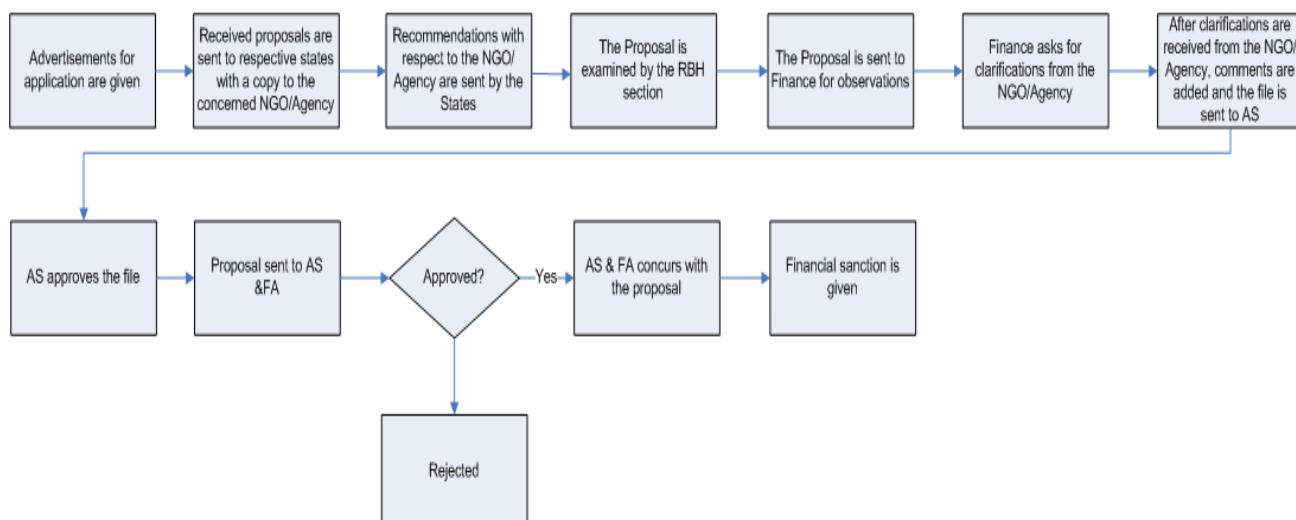
- This section could consolidate and share international best practices. It could be an input into the Knowledge House

Division - RBH, PMEYSA, Gram Sabha, DPC, N.E Division

PMEYSA

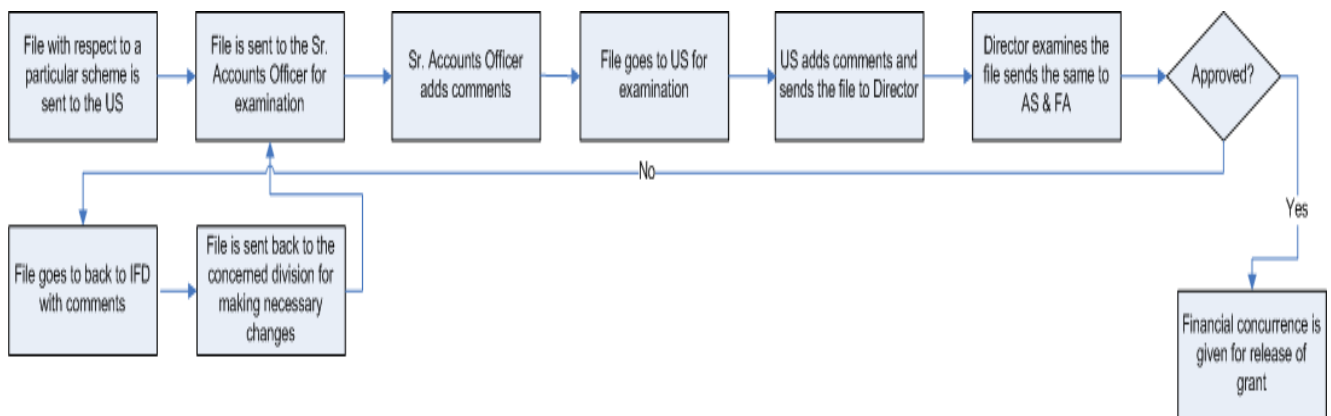


RBH



Division – Budget & Finance

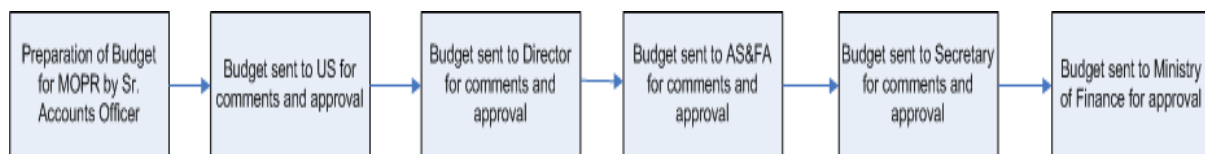
Integrated Finance Division



Recommendations for Improvement

- The process of approvals could be made online

Budget & Finance



8.2.2 Suggestion to leverage technology under the recommended structure

Technology could be leveraged for strengthening the Knowledge House. Knowledge House needs to be institutionalized at MoPR. Knowledge House would required to be automated and access could be given to various stakeholders / users.

9. Implementation Plan

9.1 Organization

9.1.1 Detailed roadmap for moving towards proposed structure

Roadmap for moving towards the final structure is mentioned below. This roadmap has been created based on the discussion at the validation meeting with Secretary – MoPR and other stakeholders:

- A project implementation team headed by Additional Secretary & Financial Advisor (AS & FA) and comprising of 3 Joint Secretaries would be formed
- Time required for transitioning to the new structure would be 1 year
- There would be gradual hiring for specified positions in the recommended structure
- Existing officials would be leveraged for executing and taking responsibility of few activities

Step One: Validate Recommended Structure

Process / Methodology: Discussion between MoPR Project Team & Right Management Project Team

Process Owner: MoPR & Right Management

Subsequent Step: Outcome of validation meeting would be infused in the Draft report and submitted as the Final report by Right Management.

Step Two: Form a Project Implementation Team

Process / Methodology: A project implementation team headed by AS & FA and comprising of 3 Joint Secretaries would be formed

Process Owner: Additional Secretary & Financial Advisor

Subsequent Steps: Devise ground rules for implementation such as:

- Assign specific responsibilities to implementation team as indicated below:
 - Overall supervision and direction setting
 - Requirements analysis & gathering

- Implementation of project plans
- Weekly project update
- Follow up & Execution

Step Three: Create a detailed Project Plan

Process / Methodology: To be performed by the Implementation Team

Process Owner: Secretary and Additional Secretary & Financial Advisor

Approach to prepare a detailed project plan:

- Map key steps to be performed such as mobilizing resources, hiring to be done, infrastructure requirements etc.
- Define activities under various key steps
- Create broad guidelines / approach / process to execute various activities
- Assign activity owners
- Attach timelines

Step Four: Prioritize Activities in the Project Plan

Process / Methodology: To be performed by the Implementation team

Process Owner: Additional Secretary & Financial Advisor

Approach to prioritize activities:

- Analyze all the activities from time, criticality and MoPR preparedness point of view
- Categorize activities as under:
 - Level 1 Requirement (needs to be performed with in 0 - 4 months)
 - Level 2 Requirement (needs to be performed between 4 - 8 months)
 - Level 3 Requirements (needs to be performed between 8 - 12 Months)
- Execute as per the assigned category

Step Five: Create Guidelines / Approach to Execute Various Activities

Process / Methodology: To be performed by the Implementation Team

Process Owner: Additional Secretary & Financial Advisor

Approach to prioritize activities:

- Devise key expectations / outcomes related to various activities to be performed
- Assign the activities to particular process owners
- Define timelines for accomplishments
- Establish follow up mechanism
- Provide guidance in case of issues

Step Six: Review Progress

Process / Methodology: To be executed through structured meetings primarily to ensure flawless execution

Process Owner: Secretary and Additional Secretary & Financial Advisor

Guidelines for project review:

- Structured format for project review should be devised by the implementation team
- Project implementation team should meet twice a month to discuss progress
- Review meeting with Secretary should be conducted once a month
- Template for capturing minutes should be created
- Mid course correction should be done as per requirement

9.1.2 Resource requirements for Project Implementation Team

Manpower: The project implementation team as outlined above and 2-3 consultants if required

Infrastructure: Project office with fax machine, phones, computers, internet etc.

Timeline: 1 Year

9.1.3 Key challenges and countermeasures

- **Time for Project Accomplishment:** The implementation would span across 2 years, hence phase wise approach along with proper review mechanism needs to be established
- **MoPR Officials Availability:** Deploying existing officials for execution would be difficult hence 2 – 3 consultants are suggested for follow up & execution of activities
- **Added Work Pressure:** It would add up to work pressure of existing officials hence resources could be encouraged to join from different units
- **Validating Implementation Steps:** Since the Implementation cycle is reasonably large, hence mid course correction measures would enable it to be on track. Right Management could be considered as partner for handholding and supporting initial intervention

9.2 Organization Structure

9.2.1 Transition Plan to move into the recommended structure

Broad guidelines have been covered in Implementation plan above as a six step process:

Step 1	Validate Recommended Structure
Step 2	Form a Project Implementation Team
Step 3	Create Detailed Project Plan
Step 4	Prioritize Activities in the Project Plan
Step 5	Create Guidelines / Approach to Execute Various Activities
Step 6	Review Progress

10. Appendices

10.1 Minutes of Meeting

Inception Meeting: 16th August 2010

Members Present:

MoPR: Mr. A.N.P Sinha, Mr. Sanjeev Sharma, Dr. Arvind Mayaram, Dr. Sudhir Krishna, Dr. Avtar Singh Sahota

Right Management: Mr. Vivek Tripathi, Mr. Mudit Mehrotra, Mr. Ashutosh Kumar

Key Points:

- Shri. P K Kesavan, Director nominated as the Project Leader from MoPR
- The submission of final report to be done by 31st December 2010
- MoPR would provide a list of NGOs to be contacted for the study
- As a part of study, Right Management would study reports as recommended by MoPR. Some of them are:
 - RFD Framework document
 - Allocation of business rules
 - Performance Budget
 - Parliamentary Committee Reports
 - Audit Reports
 - World Bank Report on BRGF
 - Relevant sections of Administrative Reform Committee, etc
- MoPR would support Right Management by creating a list of Central Ministries to be met during the study
- A brief Executive Summary to be part of the main report (with reference to detailed annexure) was emphasized
- As a next step, Right Management would meet Mr. Kesavan and create the project plan in consultation with him

Meeting: 19th August 2010

Members Present:

MoPR: Dr. Sudhir Krishna, Mr. P.K Kesavan, Mr. Haokip

Right Management: Mr. Mudit Mehrotra, Mr. Ashutosh Kumar

Key Points:

- Mr. Kesavan would be Project Manager from MoPR side and would be supported by Mr. Haokip. Mr. Haokip would be a point of contact for all administrative requirements.
- It was advised by Mr. Sudhir Krishna to get required documents from website and whatever has not gone public (such as Parliamentary Committee Report, Audit Reports etc.) would be made available by MoPR. MoPR would share the "Work Study Report" along with Parliamentary Committee Report, Audit Reports with us.
- Mr. Sanjeev Sharma (UNDP) would suggest / offer NGOs list required for the project. Some of the NGOs' names could be found by Right Management on MoPR website under various reports / content
- Apart from MoPR, Right Management needs to meet following Central Ministries:
 - Rural Development – Secretary
 - Planning Commission – Secretary
 - Department of Expenditure (Ministry of Finance) - Secretary
 - Urban Development - Secretary
 - National Informatics Centre - Secretary
 - Tribal Affairs - Secretary
 - Women & Child Development - Secretary
 - Department of Personnel & Training (Training Division) - Secretary
- It was decided to cover all 7 states (Bihar, UP, MP, Kerala, West Bengal, Orissa, Assam) as presented in Inception meeting. Meeting with key stakeholders (Principal Secretary, State Coordinator, Development Commissioner) and other stakeholders (such as Institutions, NGOs if at all falling under these seven states) could be covered during states visits. Several respondents names in this regard

was suggested by Mr. Sudhir Krishna. All these names would be included in Project Plan to be submitted by Right Management.

- Four Other Locations where few critical institutions are located need to be covered. (YASHADA - Pune; NIRD - HYD; LBS - Mussoorie; IRMA - Anand). If the respondents number is not too large then telephonic conversation could be evaluated as another option for data collection
- As a next step Right Management would create Project Plan, List down Documents required and Create communication letter for the engagement. This should be ready by Tuesday (31 Aug 2010).

Meeting: 3rd September 2010

Members Present:

MoPR: Dr. Avtar Singh Sahota, Mr. P.K Banerjee and Mr. L. Haokip

Right Management: Mr. Ashutosh Kumar, Ms. Meghna Bijlani

Key Points:

- The questionnaire for data collection as well as the schedule of meetings for officials in MoPR will be sent by Right Management to all concerned by 8th September. Mr. Haokip will help in finalizing this schedule.
- The data collection phase will be executed in a logical sequence. It will flow as MoPR (National) - Central ministries - States - Institutions - NGOs.
- Data collection phase would commence on 14th Sep and end on 15th Oct. The first set of interviews would start on 14th Sep.
- Apart from Ministries / Institutions / NGOs mentioned in project plan, Mr. A.S Sahota suggested that the following Ministries/Institutions/NGO's should also be included for data collection:
 - a. Ministry of Health
 - b. Ministry of HRD
 - c. Ministry of Agriculture
 - d. Ministry of Social Justice
 - e. APARD
 - f. CRRIRD

g. PRIA

- In addition to the documents to be studied the following documents would also required to be covered. Mr. Haokip shall help us in getting access to the same in case they are not available on the website.
 - a. State of Panchayat Reports
 - b. Outcome Budget
 - c. Parliamentary Reports (Mr. Haokip to check internally if its ok to provide these reports to Right Management)
- With respect to the interviews in Ministries/States/NGO's/Institutions, MoPR would send a communication mail regarding this initiative and introduce Right Management. Right Management would send the following communication mails formats to MoPR by 8th Sep:
 - Project awareness (already submitted)
 - Central Ministries
 - States Departments
 - Institutions & NGOs
- Organogram of required states (7 states) would be made available (in case these not available on website) to Right Management for identifying the respondents at state level. However, during two days visit to each state some buffer time would be kept to meet additional respondents to be identified by Principal Secretary.

Meeting: 14th September 2010

Members Present:

MoPR: Dr. Avtar Singh Sahota, Mr. P.K Kesavan and Mr. L. Haokip

Right Management: Mr. Vivek Tripathi, Ms. Meghna Bijlani

Key Points:

- The communication mails would be sent by Mr. Kesavan to the concerned people in the Central Ministries and States. The proposed time period for conducting interviews / meetings for data collection in Central Ministries is 27th Sep to 1st Oct. The proposed time period for conducting interviews / meetings in States is 4th Oct to 15th Oct.
- One more communication mail to be created for sending to individuals outside MoPR. Right Management to send the communication mails

and the list of people to whom the mails would be sent by 15th September 2010

- The following suggestions are to be incorporated in the questionnaire:
 - a. The list of questions need to be prioritized as per the role and the individual going to be met
 - b. The questions should broadly map the outcomes required in the suggested outline
 - c. Based on the data collected from MoPR the questionnaire needs to be customized for interviews with Central Ministries/States/NGO's/Institutions: Key objective would be to understand their expectations from MoPR and how they could engage with MoPR to contribute more effectively
- Interviews with Dr. Sahota, Mr. Kesavan, Mr. Banerjee and Mr. Haokip to be conducted on 17th Sep. Right Management to send the schedule by 15th Sep.
- Remaining interviews for MoPR to be arranged after speaking to the Personal Secretaries of the concerned people. Target date for completing MoPR interviews is 22nd Sep
- Right Management to meet few people from districts/blocks/panchayats in the meeting that would take place in MoPR on 23rd Oct. These will help in gathering inputs from the grass root level. The total time spent on conducting this would be around 0.5 day.

Meeting: 23rd November 2010

Members Present:

MoPR: Dr. Hrusikesh Panda, Dr. Sudhir Krishna, Dr. Avtar Singh Sahota, Mr. D.K Jain, Mr. P.K Kesavan,

UNDP: Ms. Ritu Mathur

Right Management: Mr. Vivek Tripathi, Ms. Meghna Bijlani

Key Points:

- The objective of the meeting was to share the outcome and key themes from the data collection phase.
- The key themes emerging from the data collection phase were agreed upon by the members present

- While designing the recommendations MOPR officials suggested to focus on:
 - Increasing the number of positions/staff
 - Reducing the attrition of consultants and engaging them more effectively

10.2 List of People Met for As-Is Understanding Phase

MoPR

Name	Designation	Respondent Group	Location
Mr. A.N.P Sinha	Secretary	MOPR	MOPR
Dr. Arvind Mayaram	Additional Secretary & Financial Advisor	MOPR	MOPR
Dr. Hrusikesh Panda	Additional Secretary (Activity Mapping, Women & Child related issues)	MOPR	MOPR
Dr. Sudhir Krishna	Additional Secretary	MOPR	MOPR
Dr. A.S Sahota	Joint Secretary (Admin)	MOPR	MOPR
Mr. D.K Jain	Joint Secretary (Jurisprudence, E-Governance, Nyay Panchayat)	MOPR	MOPR
Ms. Rashmi Shukla	Joint Secretary (Policy, PESA)	MOPR	MOPR
Mr. P.K Kesavan	Director (BRGF, RGSY & Infrastructure)	MOPR	MOPR
Mr. L. Haokip	Under Secretary (Administration & CPIO)	MOPR	MOPR
Mr. P.K Banerjee	Under Secretary (Budget & Finance)	MOPR	MOPR
Mr. P.K Bhatnagar	Under Secretary (BRGF, RGSY)	MOPR	MOPR
Mr. S.K Chakrabarti	Deputy Secretary (Budget & Finance)	MOPR	MOPR
Mr. Mahabir Pershad	Deputy Secretary (RBH, PMEYSA)	MOPR	MOPR
Mr. Dilip Kumar	Section Officer (RBH, PMEYSA)	MOPR	MOPR

Name	Designation	Respondent Group	Location
Mr. Roy	Section Officer - Establishment	MOPR	MOPR
Mr. Manga	Parliament Assistant	MOPR	MOPR
Mr. Mahabir Singh	Section Officer – Cash	MOPR	MOPR
Mr. Jaspal Singh	Section Officer – General Administration	MOPR	MOPR
Mr. Bharat Bhushan	Assistant Director – Official Language	MOPR	MOPR
Mr. Mussafir Singh	Assistant – International Cooperation	MOPR	MOPR
Mr. A.K Karwal	Sr. Accounts Officer – Budget & Finance	MOPR	MOPR
Mr. Ramesh	Assistant - RTI	MOPR	MOPR
Mr. Anil Kr. Pandey	Section Officer - BRGF	MOPR	MOPR
Mr. Tiku	Consultant - RBH	MOPR	MOPR
Mr. Chowkar	Consultant – Budget & Finance	MOPR	MOPR
Mr. Upriti	Consultant – Policy	MOPR	MOPR
Ms. Vasudha	Consultant – Policy	MOPR	MOPR
Mr. Tiwari	Consultant – Media	MOPR	MOPR
Mr. Aditya	Consultant – Action Research		

Central Ministries

Name	Designation	Respondent Group	Location
Dr. Gairola	Director – NIC	NIC	NIC
Mr. Prabeer Basu	Secretary	Ministry of Agriculture	Ministry of Agriculture
Mr. Ashish Bahuguna	Additional Secretary	Ministry of Agriculture	Ministry of Agriculture
Mr. Sudhir Kumar	Additional Secretary	Ministry of Women & Child Development	Ministry of Women & Child Development
Dr. Sreedharan	Joint Secretary	Ministry of Women & Child Development	Ministry of Women & Child Development
Ms. Sudha Pillai	Member Secretary	Planning Commission	Planning Commission
Mr. Ajay Prakash Sawhney	Joint Secretary	Department of Personnel & Training (Training Division)	Department of Personnel & Training (Training Division)
Ms. Meenkashi Datta Ghosh	Chairperson- Public Grievances Commission (Ex- Secretary MoPR)	Public Grievances Commission	Public Grievances Commission

States

Name	Designation	Respondent Group	Location
Mr. Arun Kumar	Principal Secretary – Panchayati Raj	Assam	Assam
Mr. Vijayanand	Principal Secretary – Panchayati Raj	Kerala	Kerala
Mr. Girish Shankar	Principal Secretary – Panchayati Raj	Bihar	Patna
Mr. Shukla	Deputy Secretary – Panchayati Raj	Bihar	Patna
Mr. Sanjay kumar	Deputy Director – Panchayati Raj	Bihar	Patna
Mr. Prasad	Assistant Director – Panchayati Raj	Bihar	Patna
Mr. Ramchandra Prasad	Monitoring Officer – Panchayati Raj	Bihar	Patna
Mr. S.N Tripathi	Principal Secretary – Panchayati Raj	Bhubaneswar	Bhubaneswar
Mr. Saroj Kumar Dash	Deputy Director - SIRD	Bhubaneswar	Bhubaneswar
Mr. Sushil Kumar Lohani	Director Special Projects & Additional Secretary	Bhubaneswar	Bhubaneswar

NGO's/Institutions

Name	Designation	Respondent Group	Location
Prof. N Ramakantan	Director	KILA	Thrissur
Dr. N.J. Kurian	President	Kerala Development Society	Delhi
Professor Sucha Singh Gill	Director General	CRIDD	Chandigarh
Mr. Manoj Rai	Director - ALP	PRIA	Delhi
Mr. Rakesh Saxena	Director In-Charge,	IRMA	Anand
Mr. Debiprasad Mishra	Professor	IRMA	Anand

10.3 List of Documents Referred

- Annual Report 2009-2010
- Results Framework Document 2010-11
- ARC Report
- Work Study Report
- State of Panchayats Report
- Outcome Budget
- World Bank Report on BRGF
- Devolution of Functions
- Devolution of Finances
- Activity Mapping by States – Draft Guidelines
- Work Allocation and Related Order
- Demand for Grants
- Draft Guidelines for devolution of Functions, Funds and Functionaries to the PR Dept Dated 27-4-2009
- Letter From MoPR to CMs of States Reg. NREGA and Role of PRIs
- Model Accounting System (MAS) and PriaSoft
- PR Act

- Draft Nyaya Panchayats Bill
- Draft Model Panchayati Raj Act
- RBH Guidelines English Version
- PMEYSA-Guidelines
- Guidelines in English – RGSY
- 13thFC Report
- PEAIS-Assessment of the States for 2008-09
- Guidelines on Decentralized Planning
- Planning at the Grassroots Level - Report of the Expert Group
- Presentation on Implementation of PESA
- Effective Impl. of PESA dt. 21.05.2010
- Model Rules Under PESA Act
- Revised Note on Decentralized Governance in the North Eastern States (NE)
- Amendments to Article 243 of the Constitution for Strengthening the Local Bodies
- Standing Committee for Strengthening the Institutions Engaged with Capacity Development of PRIs
- Catalogue of Training Material for PRIs
- Terms of Reference for Consultants
- Action Research – Minutes of Meeting regarding RAC
- Framework for Operationalisation of Indo-Norwegian MoU
- India's political structure, an impediment to local governance: John Samuel
- Local governance in India: ideas, challenges and strategies by Thodupuzha M. Joseph
- Engaging with participatory local governance in India, by Satinder Sahni, PRIA
- Decentralized Government in Switzerland by Walter Kälin

10.4 List of Websites Referred

- Ministry of Panchayati Raj: <http://panchayat.nic.in/>
- National Institute of Rural Development: www.nird.org.in/
- Planning Commission: <http://planningcommission.gov.in/>
- Ministry of Rural Development: <http://rural.nic.in/>
- Ministry of Agriculture: <http://agricoop.nic.in/>
- Ministry of Women and Child development: <http://wcd.nic.in/>
- Department of Personnel and Training: <http://www.persmin.nic.in/>
- State Panchayati Raj Department Websites
- Society for Participatory Research in Asia - PRIA : <http://www.pria.org/>
- Kerala Institute of Local Administration - KILA: www.kilaonline.org/
- Kerala Development Society: www.kdsonline.org/
- Andhra Pradesh Academy of Rural Development - APARD: www.apard.gov.in/
- Centre for Research in Rural and Industrial Development - CRIDD: www.crrid.res.in/
- Ministry of Local Government and Regional Development Norway: <http://www.regjeringen.no/en/dep/krd.html>
- European Charter of Local Self-Government: <http://conventions.coe.int/treaty/en/treaties/html/122.htm>
- Congress of Local and Regional Authorities: http://www.coe.int/t/Congress/default_en.asp
- Ministry of Local Government, Uganda: <http://molg.go.ug/>

10.5 Detailed Recommendations for Additional Staff in the Final Structure

The following methodology was adopted for arriving at recommendations for additional Staff:

Step 1	Understanding the current structure
Step 2	One – one interviews with role holders from each division to understand the nature and volume of work
Step 3	Comparison with other ministries and analysis of internal work study report
Step 4	Recommendations for additional staff

Integrated Finance Division

We have recommended the addition of one Sr. Accounts officer, due to the confidential nature of the job and even distribution of work load. An Assistant and a Data Entry Operator have also been recommended for providing support.

Administration, Establishment, Parliament RTI, Official Language (OL), Cash, Coordination, Vigilance, Media, International Cooperation (IC)

We have recommended the addition of one Section Officer – RTI and one Section Officer – Coordination & Vigilance, since they do not exist and are required for taking section wise accountability. We have also recommended the addition of four Assistants, three Translators and six Date Entry Operators across various sections in order to provide support to Section Officers.

Panchayat Structure & functioning, Devolution, Gram Sabha, Capacity Building - Administration

We have recommended the addition of an Under Secretary (Devolution & Gram Sabha) for reducing the workload of the Director (Panchayat Structure & functioning, Capacity Building - Administration). Further, the Section Officers (one each) under the Under Secretary and Director have been recommended to provide focused attention to the above areas. The respective Section Officers are to be supported by Assistants (one each).

Two Consultants and one Data Entry Operator have been recommended for the Devolution & Gram Sabha section to provide support.

Panchayat Finances & Accounting, e-Panchayat, Nyaya Panchayat

We have recommended the addition of an Under Secretary (Panchayat Finances & Accounting) for reducing the workload of Under Secretary (e-Panchayat, Nyaya Panchayat). Subsequently, a Section Officer - (Panchayat Finances & Accounting) and support staff in terms of one Assistant, one Consultant and one Data Entry Operator has also been recommended. Two Data Entry Operators have also been recommended to provide support to the e-Panchayat and Nyaya Panchayat section.

District Planning (D.P), Election & Reservation, N.E, RBH, Knowledge House, Task Force, Convergence Forum

We have recommended the addition of a Joint Secretary (Knowledge House, Task Force, and Convergence Forum) since these are the new elements in the recommended structure and need focused attention. Accordingly one Director (Knowledge House, Task Force, Convergence Forum), one Section Officer - Research, two Section Officers – Consulting , eight Consultants and two Data Entry Operators have been recommended to provide support to the Joint Secretary and provide focused attention to specific areas. Additionally a Deputy Secretary (N.E, RBH) has been recommended for reducing the workload of the Deputy Secretary (DP, Elections & Reservations). One Section Officer, two Assistants and one Data Entry Operator have been recommended to provide support to the Deputy Secretary (N.E, RBH). Additionally, one Consultant and one Data Entry Operator have also been recommended to provide support to Section Officer (DP, Elections & Reservations).

BRGF, RGSY, PMEYSA, Capacity Building

We have recommended the addition of a Joint Secretary (Capacity Building, PMEYSA) for providing focused attention to Capacity Building. Subsequently, we have recommended the addition of one Director (Infrastructure, PMEYSA), one Director (Capacity Building), two Section Officers, four Assistants, four Consultants and three Data Entry Operators for providing support. An additional Section Officer – BRGF has been recommended to reduce the workload of the existing Section Officer – BRGF. Accordingly, one Data Entry Operator has been recommended for the BRGF section. One Section Officer – RGSY has been recommended to provide support to the Under Secretary – RGSY. One Assistant and one Data Entry Operator have also been recommended to provide support to the Section Officer – RGSY.

10.6 Sample vision/mission statements of other Ministries dealing with local governance

Ministry of Local Government, Uganda

Mission

To coordinate, support and advocate for Local Governments for sustainable, efficient and effective service delivery in the decentralized system of governance.

Vision

To have a democratic, participatory, decentralized local government system that can sustain development and deliver services efficiently and effectively to the people

Ministry of Local Government & Provincial Councils – Sri Lanka

Mission

To ensure efficient and effective Provincial and Local Administrative system responsive to the aspirations of the people and facilitate the achievement of Sustainable and equitable human development in Sri Lanka by advocating and strengthening the systems of decentralized governance

Vision

To be valued as the leading agency in the development of devolution, decentralization and participatory system of governance that promotes equitable and sustainable development in Sri Lanka.

Ministry of Local Government and Outer Islands – Mauritius

Mission

- To ensure that Local Authorities adhere to the principles of good governance
- To empower and provide appropriate support to Local Authorities so as to enable them to manage the affairs of the local communities effectively and efficiently.
- To engage all stakeholders in local community affairs

- To protect the environment and human health through an effective and sustainable management of solid waste.

Vision

Our vision is to foster a vibrant local democracy; to promote effective, transparent and proactive delivery of services by Local Authorities; to bridge the development divide between rural and urban areas and to achieve the highest standards of cleanliness and sanitation in the country through sound and effective infrastructural and solid waste management policies and practices.

Ministry of Local Government – Botswana

Mission

- Creating an enabling environment for Local Government Institutions to provide basic social services
- Providing policy guidance, resources as well as monitoring and evaluation of performance/delivery

Vision

A centre of excellence in local governance and social service provision for improved quality of life.