

CHAPTER – IV

ISSUES AND APPROACHES

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ISSUES AND APPROACHES BEFORE STATE FINANCE COMMISSION

*" Start by doing what is necessary, and then what is possible
and suddenly you are doing the impossible."*

" Mahatma Gandhi "

4.1 The 73rd and 74th Constitutional Amendments conferred a firm constitutional status on Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) in India. The amendments ushered in a new era of democratization and demonstrated that it was only right and proper that political and economic power be devolved to the people who had, over the years, acquired the capacity to govern themselves and take their own decisions for individual and Community development. With the amendments, people were happy and ecstatic. They got an opportunity to assert themselves, to identify and address their problems and shape the future of their Villages / Panchayats and ULBs.

4.2 Article 243-G of the Constitution looks at the Panchayats as " institutions of self-government". Though the State Legislature determines the size and extent of devolution of functions and powers to the Panchayats, the PRIs have a distinct role in determining local development programmes and imparting social justice. In fact, the services provided by them like roads, primary health services, safe drinking water and schooling facilities are more important in their day-to-day and long term effects than the services provided by other agencies of the State. Participation of village people including the representatives of the socially disadvantaged groups like the SCs, STs and Women in the deliberations and decision – making processes of the Grama Panchayats make these institutions democratic, participatory and broad based. Local self-governments, that is the PRIs in rural areas and Urban Local Bodies in towns and cities, rightfully constitute the third layer of governance in the Indian federal structure.

4.3 Although Village Panchayats had deeper roots in India and existed in ancient times, they were then constituted on a narrow basis of caste and social hierarchy. They did not represent all sections of the society. Their scope and functioning were limited to law and order and administration of justice in villages. They had no developmental role nor did they undertake any social service.

4.4 It was in fact Mahatma Gandhi who looked at the Panchayati Raj system as an instrument of restructuring and reviving village autonomy. They have to work as units of self-government and deal with the socio-economic –political and cultural problems of the Indian Villages. The Constitution of India that came into force in 1950 included the following in its Directive Principles of State Policy. "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." Since then many significant changes have taken place in the structure and functioning of rural local bodies.

4.5 In 1948 Orissa Grama Panchayat Act was passed with a view to develop local self-government in the villages. After the recommendations of the Balwant Rai Mehta Committee (1957) to constitute local decentralized units, that is, Panchayat at the village level, Panchayat Samiti at the intermediate level and Zilla Parishad at the District level, the Orissa Panchayat Samiti and Zilla Parishad Act was passed by the Legislative Assembly in 1959. The Act became effective from 26th January 1961, after it received the approval of the Governor on 15th February 1960. Under the Act Panchayat Samities were constituted at the intermediate level, that is, at the block level with an elected non-official as Chairman and the Block Development Officer as its Chief Executive. Zilla Parishads were also instituted by the middle of March 1961 in each district with an elected Chairman. The Orissa Panchayat Samiti and Zilla Parishad Act, 1959 which earlier provided for indirect election of the Sarpanch by the ward members was amended in 1965 and provided for direct election of the Sarpanch by the voters of the Grama Panchayat. The Act was again amended in 1968 and the Zilla Parishad at the district level of the three-tier system of Panchayati Raj was abolished.

4.6 The 73rd Amendment of the Indian Constitution provides for a uniform structure of three-tier Panchayati Raj Institutions (PRIs) throughout the country starting with Grama Panchayat at the village level, Panchayat Samiti at the intermediate level and Zilla Parishad at the district level. At present a three-tier Panchayati Raj system is working in Orissa with 6234 Grama Panchayats, 314 Panchayat Samitis and 30 Zilla Parishads. The 73rd Amendment of the Constitution brought a radical change in the structure, composition and working of the PRIs throughout the country. It empowers the Panchayat bodies to prepare and implement plans for economic development and social justice. There has to be regular election to these bodies once in every five years. It provides for 1/3rd reservation for SC & ST and for SEBC (Socially Economically Backward Classes) people on the basis of their numbers. The 73rd and 74th Amendments also require the State Government to appoint a State Finance Commission to look into the resource position of the local bodies and accordingly make recommendations for devolution of funds to these bodies in the form of tax assignments, tax shares and grant-in-aid consistent with the financial position and 'demands' of the State Government.

4.7 After the 73rd and 74th Constitutional Amendments, India today has multi-level governments in the country consistent with its federal structure, which is unique in the world. Current working of three-tier Panchayat institutions and Urban bodies at different levels raises a number of interesting questions relating to their functions, responsibilities, revenues and performance. To begin with, PRIs and ULBs are now expected to provide an optimum level of public services in accordance with the direction of the Constitution and needs of the modern citizens. Socio-economic benefits of decentralization have to be delivered to the people.

4.8 Panchayats, as institutions nearer to the people, have to identify local needs and priorities and prepare plans and projects and implement them for the benefit of the people in their respective areas. PRIs are also expected to protect and promote cultural heritage and integrate socio-linguistic diversities of the people and help maintain peace. At the local level, provision of school education, primary health, safe drinking water, roads and social benefit to the poor assume critical importance for the Grama Panchayats. It is in fact a part of the devolution package that these local institutions are made effectively functional and play a pivotal role in rural development and poverty alleviation. Their functions have become increasingly important as they affect the day-to-day lives of people; particularly those belonging to the poorer and socially disadvantaged groups like the SCs, STs, SEBCs and their women.

4.9 Panchayati Raj Institutions (PRIs), as constitutional entities, are now deeply entrenched in the Indian political system. Their roles have been defined. New perspective has been developed in regard to their functions and responsibilities which include development of agriculture and allied activities, health and family welfare, education, development and management of water resources, food supplies, women and child development, rural development and development of socially backward groups of people like the SCs and STs. They now work in a broader framework of expanding and deepening democratic values. Questions relating to income, resources, expenditures, development programmes and social issues like provision of old age pension, dwelling houses to the poor, drinking water, schools and dispensaries are openly debated, discussed and then decisions are taken in the Grama Sabhas. Despite groupism, caste rivalry and different political disposition, decisions are taken in the Grama Sabhas for the development of their areas. As a result, Villages and Panchayats have been making significant progress on the economic and social fronts. People now enjoy greater access to public services like roads, health, education, drinking water and social protection.

4.10 Nevertheless, major challenges remain to be addressed. Poor infrastructure is a problem. Poverty is a problem. Poorly provided public services are a problem. Illiteracy and high infant mortality, health of expectant mothers and malnutrition of children and amelioration of the economic conditions of the vulnerable population remain problems to be tackled. PRIs have been facing economic and institutional constraints, which hamper their efforts for socio economic development of their areas.

4.11 It is not enough that a process of devolution of funds and decentralization of political power and economic activities has been started. It is at best a necessary condition but not a sufficient condition for local self-governing units to successfully discharge the responsibilities assigned to them by the State. Similarly it is not sufficient that the Government of Orissa have endowed the PRIs with

some functions and responsibilities to enable them to function as the “institutions of self-government”. Article 243-G of the Constitution of India which deals with the powers, authority and responsibilities of the Panchayats (3-tier Panchayats) makes it absolutely clear that the Legislature of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level and that the Panchayats may prepare plans for economic development and social justice and implement such schemes sincerely.

4.12 This provides a clear constitutional framework for devolution of power and functions to the Panchayati Raj Institutions (PRIs) by the State Government. It also makes the case for greater functional independence to local authorities with responsibility to implement the various programmes and deliver benefits and services to the people with improved efficiency.

4.13 It is in this context that the Government of Orissa in P.R. Department have issued Circular NO. I-PS-2/2003/6886/PS dated 4.7.03, (Annexure-II) in which the Government of Orissa have devolved some specific functions and provided functionaries to PRIs for implementation of development activities in (i) Agriculture Department (ii) Co-operation Department (iii) School and Mass Education Department (iv) Food Supplies and Consumer Welfare Department (v) S.T. and S.C. Development Department (vi) Health and Family Welfare Department (vii) Women and Child Welfare Department (viii) Fisheries and Animal Resources Development Department (ix) Rural Development Department (x) Panchayati Raj Department and (xi) Water Resources Department (Minor Irrigation up to ayacut of 100 acres.) (See appendix no.1)

4.14 In all these areas the district level functionaries and lower level functionaries have been made accountable to the Zilla Parishad, Panchayat Samiti and Grama Panchayats for the development of certain activities in these departments. Job Assessment Reports of these officials submitted to the higher government functionaries by the President, Zilla Parishad and Chairpersons of the Panchayat Samitis are required to be given due weightage. They are also authorized to write to the higher authorities about indiscipline, irregular attendance and other shortcomings of these officials.

4.15 It is thus an attempt to provide the PRIs with both developmental functions and administrative powers over government officials working at the District, Sub-division, Block and Panchayat levels.

4.16 To-day, the stakes for the PRIs and people are high. Faster growth has to be initiated right from the grass root level. Development is to become people oriented. Benefits are to be delivered to the poor through their participation in Panchayat activities. The poor are to be served more efficiently and effectively than before.

4.17 Consistent with formal devolution of functions and responsibilities to the Panchayats in Orissa, the PRIs have to be provided with matching financial powers, a broader tax and non-tax base for revenue generation, increased share from State taxes / revenues and a higher flow of grants-in-aid both from the State and Central Governments. But most of the Grama Panchayats in Orissa are grappling with a narrow tax and non-tax revenue base. Their sources of revenue are virtually stagnating. Attempts to raise internal resources have not yielded any appreciable success. They have not been innovative to mobilize their potential resources.

4.18.1 In this context, the tax and non-tax resource raising powers that have been assigned to the Grama Panchayats in Orissa in the three-tier Panchayati Raj system are discussed below:

PUBLIC MARKETS

4.18.2 A Grama Panchayat may provide vacant land / place within its jurisdiction for use as public market. It may manage the market on its own or it may lease out the same to private parties either on a contractual basis or on the basis of auction to the highest bidder, subject to the satisfaction of prescribed rules and regulations.

4.18.3 The Grama Panchayat under clause (a) of sub-section (2) of Section 58 of the Act may impose and collect a fee from the Vendors/Sellers for the transactions of their goods in the market place on the basis of per head load of goods brought / per square foot of area occupied (clause (b) Sub-section (2) of Section 58 of the Act) / per quintal of goods brought for sale (clause (c) Sub-section (2) of Section 58 of the Act). The Grama Panchayat in this context is authorized to impose under clause (c) of Sub-Section (2) of Section 58 of the Act a fee on the vehicles (including Motor Vehicles) or pack of animals. The Grama Panchayat is also authorized to impose under clause (d) of sub-

section (2) of Section 58 of the Act fees on the sale proceeds of cattle sold in the market. Similarly, under clause (e) of Sub-section (2) of Section 58 of the Act a Grama Panchayat may collect a licence fee from the brokers/ commission agents/ weighmen & measurers operating in the market (Rule 68).

4.18.4 The Grama Panchayat may use such revenue raising powers as indicated above subject to a minimum and maximum of fees to be charged for such transactions as per the provisions of the Act.

REGULATED MARKETS

4.18.5 Markets over the years have emerged as the most important source of revenue for the Grama Panchayats in Orissa. Grama Panchayats in Orissa have been suffering a steady decline in their revenues where the management of public markets has been transferred from Grama Panchayats to the Regulated Market Committees established under the Orissa Agricultural Produce Markets Act, 1956. There is a lurking suspicion that net income realized by the R.M.Cs. from the markets concerned is not disclosed and that the Grama Panchayats consequently suffer a loss of income.

4.18.6 Under the 73rd constitutional Amendment – 11th Schedule, market is now a subject for the Panchayats. Steps may, therefore, be initiated to transfer the management of such markets from the RMC to the Grama Panchayats concerned.

LICENCING PRIVATE MARKETS

4.18.7 Under Section 60(1) (a) of the Act, power to grant a licence for opening and operating a private market has been vested in the Grama Panchayat.

RENTAL INCOME FROM SHOPS BUILT AND OWNED BY THE GRAMA PANCHAYATS.

4.18.8 Grama Panchayats operating close to National Highways/ State Highways have built shopping complexes on their own land and have leased them out on a contractual basis against the payment of a fixed rent subject to the revision of the rate from time to time. This becomes a continuous source of income for the Grama Panchayats concerned. This facility, however, is not available to the Grama Panchayats/ Panchayat Samitis, which do not have such locational advantages.

INCOME FROM FERRY GHATS.

4.18.9 Grama Panchayats managing ferry ghats on rivers collect fees from the people using the ferries. Such income from a ferry ghat accrues either to a Grama Panchayat or is shared between two Grama Panchayats, as the case may be.

LATRINE CONSERVANCY AND DRAINAGE TAX

4.18.10 Grama Panchayats under clause (c) of Section 83 of the Act can levy a latrine / conservancy tax and provide service to private latrines in premises or compounds on payment. It has, however, been stipulated under clause (f) of section 83 of the Act that the rate of drainage tax will be fixed in a manner that the total net proceeds shall not exceed the amount required for the system of drainage introduced by the Grama Panchayat.

4.18.11 Share of contribution of Latrine Tax and Drainage Tax stood at 6.79 percent and 5.64 percent respectively of the total tax revenue of the G.Ps. for 1997-98.

LIGHTING RATE

4.18.12 The Grama Panchayats may levy a lighting rate fixed in a meeting of the Grama Panchayat. Tax revenue generated from this source constituted 6.82 percent of the total tax revenue of the Grama Panchayats in 1997-98.

VEHICLE TAX.

4.18.13 It is a major source of tax revenue for the Grama Panchayats. Grama Panchayats are authorized to impose tax / collect license fees from Bi-cycles, Rickshaws and Bullock carts. This source of tax revenue as a percentage share of total tax revenue has been declining over the years from 86.254 percent in 1990-91 to 81.32 percent in 1995-96 and to 79.64 percent in 1997-98. The rates fixed are no longer remunerative, considering the expenses of collection.

INCOME FROM REGISTRATION.

4.18.14 Grama Panchayats in Orissa have been authorized to collect registration fee of Rs.100.00 only from business units collecting minor forest produce from their areas. There is, however, a persistent demand by the Grama Panchayats to permit them to collect a higher registration fee.

USER CHARGES.

4.18.15 Some Grama Panchayats in Orissa collect user charges from the provision of drinking water and from the heavy commercial vehicles, which use G.P. roads and cause extensive damage to the roads.

INCOME FROM PANCHAYAT PROPERTIES.

4.18.16 Grama Panchayats are authorized to make use of the properties vested in them to augment their sources of income. Such properties as vested in the Grama Panchayats may include (a) Pisciculture tanks (b) Orchards, (c) Wastelands and (d) Open and Vacant lands.

4.18.17 Grama Panchayats may lease out the pisciculture tanks, orchards, wastelands and vacant lands for development and commercial exploitation to such parties who fulfil the conditions of lease as required under law. They, however, face many legal impediments in carrying out their functions.

4.18.18 Income for the Grama Panchayats from Kine houses and Cattle Pounds has also been declining.

4.18.19 Grama Panchayats in Orissa, as it is, have a narrow revenue base. They can hardly be expected to propel growth and provide social justice to the poor on their own, without dependence on State and Central Government assistance.

URBAN LOCAL BODIES.

4.19 Orissa has been experiencing a slow growth in its urban population. Its urban population, which stood at 13.38 percent of its total population, increased to 14.97 percent in 2001. Continuous rural to urban migration adds to the rate and pace of urban growth. Ever increasing size of urban population however small it may appear, affects the demographic composition of urban areas and contributes to manifold problems in cities and towns. This in turn creates serious repercussions on urban bodies and on their finances for providing enlarged basic civic and sanitary services to the residents in urban areas. This necessitates larger mobilization of funds on the part of Corporations, Municipalities and N.A.Cs., to make capital investment to create basic urban infrastructure and meet demands on recurring expenditure for the maintenance of such assets. It is needless to state that the quality of urban infrastructure and urban services has a significant bearing on the quality of life of urban people.

4.20 The Municipal bodies are vested with a long list of functions delegated to them by the State Governments. Their functions relate to public health like provision of drinking water, maintenance of drainage and sewerage systems, collection and disposal of garbage, welfare activities like education and recreation, public works like roads and developmental activities including infrastructure. Besides they also perform certain regulatory activities in relation to markets, trade, industry and construction.

4.21 The 74th Constitutional Amendment Act, 1992 has further enlarged the powers and functions of the Municipalities and other urban bodies. Along with pre-existing functions, they are now required

to prepare plans for economic development and social justice, look after protection of environment, urban poverty alleviation, slum improvement and promotion of cultural and educational facilities.

4.22 Compared to the wide range of activities entrusted to the urban bodies, sources of revenue (tax and non-tax) assigned to them are not enough to enable them to carry out their functions successfully. There is a mismatch between their growing functions and resources; the latter are either stagnant or do not show signs of appreciable growth. National Institute of Urban Affairs (NIUA) and National Institute of Public Finance (NIPF) in their studies of municipal finance indicate that in a majority of municipal bodies, their revenues in real terms are either not increasing or increasing at a rate that is highly inadequate to meet the operational and maintenance costs of their services to the people.

4.23 The income of urban local bodies consists of (i) Own Revenue (ii) Transfers and (iii) Others. Holding Tax and Octroi (before its abolition) constitute the most important sources of tax revenue. The urban bodies of course, collect lighting tax, water tax, drainage tax, registration fees, licence fees and earn income from public property and remunerative enterprises vested in them. They also collect fees from bus stand, taxi stand and collect advertisement tax, entertainment/ show tax as well. They collect rent from their shops, market complexes, and revenues from transport services. Municipalities and N.A.Cs in Orissa however, depend more on their tax revenues than on the non-tax revenues. In 1997-98 tax revenues in fact constituted 75.64 percent and 63.02 percent of the total own revenues of the Municipalities and N.A.Cs respectively.

4.24 Their transferred revenues consist of assigned revenue and grants. Grants-in-aid now a days constitute an important mode of transfer of funds from the State and Central Governments. This has been growing over the years. Added to all these, the U.L.Bs may receive grants from Local Area Development Fund of their respective M.Ps and M.L.As.

4.25 No doubt the functions of the U.L.Bs have been enlarged. They undertake responsibilities like economic development, social justice, slum improvement and development of infrastructure. Though they have been empowered to raise tax and non-tax revenue, their efforts are not commensurate with the opportunities that exist to raise resources. Their dependence on transfer of resources from the State and Central Government has been increasing.

4.26 Terms of Reference (TOR) require the Commission, while making recommendations, to consider the functions and liabilities of PRIs and ULBs in respect of discharging and implementing the schemes entrusted to them under Articles 243 G & 243 H of the Constitution, to enable them

- (i) to function as institutions of self Government
- (ii) to prepare plans for economic development and social justice and
- (iii) to implement schemes for economic development and social justice as may be entrusted to them and the matters listed under the Eleventh Schedule for PRIs and under the Twelfth Schedule for ULBs .

4.27 Thus the Commission has been provided with a wide range of reference, to make recommendations not only regarding the volume and principle of devolution of resources to local bodies but also to create necessary conditions conducive for sustenance and growth of these institutions of self government for providing services for the well being of the people under their respective control. The approach of the Commission in arriving at the recommendations is guided by the above terms of reference.

4.28 No devolution or grant-in-aid should ordinarily be allocation oriented, but demand-driven. Not all the demands can be addressed at a time. Necessary priorities are to be fixed not by whims or extraneous considerations but rationally, without any fear or favour. This can only be achieved by continuous deliberations among the representatives and the people at large for whose benefit the schemes are meant. Initially a consensus may be elusive. But, continuous and consistent interaction, with regular sittings and participations, will help in reaching fruitful and desirable decisions. Anything done half heartedly or casually is worse than not done. Continuity, consistency and sincerity are sine qua non for success in any undertaking. Any populist allocative policy or approach becomes an anti-thesis to our efforts to build up, develop and sustain a culture of consensus. Every enlightened government pursuing assiduously a democratic path is well aware of the long-term harmful consequences of such policies.

4.29 “Any local government exercising the power of governance over a local area shall have to administer, manage and develop the area lying within its territory which cannot be done without raising funds. It is usual for every piece of legislation giving birth to an institution of local government to feed it by incorporating provisions conferring power of generating funds for meeting the expenses of governance” These words of the apex Court of the Country (2004 (1) Supreme 590, S.C.I. decided on 15.1.2004) though laconically delivered speak volumes in clear and unambiguous language on the thoughts and ideas enshrined in the hearts of well meaning statesmen / governors of the Nation. Existence of self -government without adequate funds for governance and social justice renders the local bodies futile and injurious to the society.

4.30 The earning of revenue is as much necessary for a local body as purposeful expenditure - be it any tier of Panchayati Raj or any stage of Municipal Body i.e. NAC, Municipality or Corporation. Necessity, Purpose, Schematic expenditure and Accountability are four pillars of expenditure. The necessity of the work must be doubtlessly clear and convincing. The work, whether of an emergency nature or part of an annual scheme, should be distinctly recorded and appropriately decided. The quality of work should be high and expenditure on as well as physical work should be open to both social and official audit. Official audit as far as possible should be concurrent in nature and in all cases must be conducted every month during a fixed week of the month. It should be both financial and physical. After the audit is completed, action at the appropriate level should be taken in one month's time. Since the executant should get the price of the sweat of his brow, 10% of the expenditure should be built into the estimate for the Executant. Any deficiency, default, negligence and act of corruption should be promptly dealt with. Hard and stringent measures of punishment should be provided both in Panchayati Raj and Municipal laws. Corruption is the cause of all sorts of deficiencies in work implementation. When corruption goes unnoticed and unpunished, the common man loses faith in governance.

4.31 Some people argue that Panchayati Raj Institutions in general and Grama Panchayats in particular are neither capable of raising resources for self-government nor have the capacity and attitude to discharge responsibilities bestowed on them. Such a generalized, skeptical statement is dangerously inimical to the dynamics of social change. Given the current socio-political set up in the Country, one cannot expect miracles overnight from the PRIs and ULBs. A new order or culture requires time & effort to nurture and is not attainable over-night. Sincere and continuous efforts are necessary to inculcate, sustain & develop such culture. In order to make PRIs / ULBs effective vehicles of rapid economic development and social justice, the Government in power has to provide consistent & continuous guidelines, undertake regular monitoring of activities, provide eternal vigilance for ensuring performance, make in-built arrangements for midcourse correction of errors, take up concurrent audit and regular evaluations and reward the achievers and punish the wrong doers. Perfunctoriness, negligence, vested interest & corruption above may lead to the failure of the lofty ideas & institutions below. Planners in the socio-economic field must provide a well developed A to Z planning for success of these long cherished goals & institutions for socio-economic change. The approach has got to be proactive and pragmatic; the programmes desirable, achievable and leading to rapid development, for faster amelioration of poverty & removal of ignorance and ill health.

4.32 At times aspersions are made that local bodies are institutions of corruption. This perception flows from the fact that there are inherent deficiencies in their institutional arrangements. Some believe that individual traits in society are fast deteriorating in almost every walk of life, leading in consequence to embezzlement of public money by those who are custodians of public finances – both officials and non-officials. The law enforcing machinery is so soft that the wrong doers have scant regard for the provisions of law. The administrators of law, very often than not, give their overt or covert support to the law-breakers. Teeming millions for who schemes are meant or programmes are made suffer in the process. The adjudication of law is so lengthy, cumbersome and expensive that it is beyond the reach of the common man and ultimately negates justice. Given this wide spectrum of defects and deficiencies, the question arises “Is it possible to bring about perfection into the working of local body institutions, in order to deliver desired ends?”

4.33 The Commission after careful consideration desire to suggest an approach for a meaningful solution of the extant maladies inherent in the local bodies in order to achieve the ends expounded in the Constitution of India in their 73rd and 74th amendments. The Commission feel it imperative to recommend adequate resource raising powers for the local bodies, with a view to foster the

respectability of local self-governing institutions and identify activities keeping in view the constitutional provisions under the Eleventh and Twelfth Schedules, with well developed guidelines so as to enjoin the awe and admiration of the local bodies. The Commission also feel that resource allocations are as useful as proper guidelines and procedures, corrections wherever necessary, continuous monitoring, concurrent audit, regular evaluation of performance, awards to the achievers and strong and immediate punishment to the wrong doers, for bringing about desirable changes in the functioning of the local body institutions. The Commission, therefore, vouch the approach that eternal vigilance from the power above is essential for successful and effective functioning of the local body institutions. Individual traits and habits can be transformed towards a better culture by drilling them into a regular practice under defined guidelines with continuous guidance and monitoring. Responsibilities lie with the power above for developing mind and intellect. No individual or institution can claim to be immune from the rest of the society. If these institutions – both Panchayati Raj institutions and Municipal institutions can be put back on the rails with accelerated velocity to reach the desired goals meant for the community and targeted millions, the whole society shall feel relieved and exhilarated with new values and ethics; efficiency and effectiveness; diligence and dynamism.

4.34 No doubt, the Nation and the States would declare the economic philosophy and broader policy, but they will also have to provide the working formula for the effective implementation of their declarations. Without the provision of proper working tracks, the declared policies may become futile, and expenditures infructuous. To lament afterwards that things have gone wrong, cannot be an excuse, but the result of a deliberate negligence on the part of the state and national governments. Regular correction of procedures when errors, defects and deficiencies are located and consistency in following well-designed programmes, are sine qua non for the success of planning. The Commission, therefore have decided to follow the approach of identifying substantial details of the process to be followed both by the grass root institutions as well as by the powers that matter. No wisdom, however, is to be construed as sacrosanct and the last. There is always scope for development of ideas. A primary approach has, any way, to be suggested as a beginning.

4.35 The middle class, call them bourgeoisie or by any other name is always the vanguard of any revolution to bring about social, political and economic changes. The lower edge and the upper limit of the middle class always remain a grey area. The middle class knows something, own some property and articulate in a manner somewhat understandable to the masses. They attract support and respect from below and above to some extent. When they stand for a cause and spearhead a movement, they are excellent organizers. But, when the middle class stoop low by getting themselves drowned in selfishness, a very few among them may gain materially but the society becomes morbid and loses its dynamism. Economic growth may come, but the beneficiaries may be very few. Development may take place, but the opportunities stand restricted to small groups of the society. Fruits of growth and development may not accrue to the masses below. The morbidity and sluggishness generated breed discontent and distrust in the minds of the silent, deprived masses. Dryden, the English poet and philosopher warned the society nearly four hundred years ago: "Be wary of the fury of the silent man". The post-independence experience in our country has stood testimony to the fact that it is not the efficacy or non-efficacy of policies, but the proclivity of the better off segments to use such policies for their own benefit that has subverted the declared policy goals.

4.36 Has not the time turned ripe for the middle class elites of today to provide leadership and values to the community with a sense of care that could prevent the impact of economic policies from being restricted only to those in a position to benefit the most? Is it not the time to effect a significant rise in the social sensitivity of those who give its policies shape and direction?. Has not the moment come for some very critical decisions to be taken by the middle class elites, to get out of the current web of myopic selfish interest in favour of long term gains for the society at large with an ever growing, sustainable economy? To all these questions the obvious answer is an emphatic 'Yes'. Of course, a qualitative change in the established patterns of thinking and behavior may not be easy. The process approach recommended by the Commission may not be a panacea or magic to achieve results overnight; but certainly, the process and procedure when pursued seriously and sincerely would be the most positive approach to sit together, discuss together, decide together and work together to achieve the desired goals of quantum jump in growth and resurgence of moral, mental and economic equity in society. The espousal of this process approach is to help the society to attune to the new order of democratic culture. If the process is nurtured assiduously, it shall

lay a strong foundation in learning of state - craft and art of the state for the grass root level leadership.

FUNCTIONARIES FOR PANCHAYATI RAJ INSTITUTIONS

4.37 The mandate assigned by the 73rd amendment of the Constitution to endow the Panchayati Raj Institutions with such powers and authority as may be necessary to enable them to function as institutions of self – government, has so far remained in letter only, cited conveniently while talking about decentralization of power and forgotten quickly once the discussion is over. Real empowerment of the Panchayati Raj System is not possible unless the PRIs are strengthened with the support of appropriate functionaries at different levels. Before attempting to suggest a suitable mechanism to bring the officials or functionaries to the control of the Panchayati Raj institutions, it may not be out of place to have a glance at the official hierarchy that at present normally discharge various field / executive functions connected with or relevant to the twenty-nine items listed under the Eleventh Schedule of the Constitution.

Table No. 4 A

Item	Concerned State Government Department	Officials in charge of Different Functions at the Different Levels of P.R.Is		
		Z.P.	P.S.	G.P.
1. Agriculture including agriculture extension	i. Agriculture	i. Deputy Director, Agriculture ii. D.A.O. iii. Range Horticulturist iv. Horticulturist	i. Junior Agriculture Officer ii. Horticultural Supervisor/ Horticultural Assistant	i. V.A.W ii. Soil Conservation Section Officer
2. Land Improvement, implementation of land reforms, land consolidation and soil conservation	ii. Co-operation i. Revenue	v. D.R.C.S/ARCS I Collector/ A.D.M. (Rev.)	iii. Inspector Co-operative Societies i. Tahsildar	iii. P.ry. Co-Operatives i. R.I.
3. Minor Irrigation Water Management & Water Development	i. Water Resources ii. Agriculture	i. E.E, Minor Irrigation ii. Soil Conservation Officer iii. Deputy Director, Agrl. iv. D.A.O. v. Horticulturist CDVO	i. Assistant Engineer, M.I ii. Junior Engineer, M.I. iii. Soil conservation Asst. iv. Junior Agrl. Officer v. Horticultural Asst. V.A.S	i. V.A.W. ii. Junior Engineer iii. Soil Conservation Sectional Officer
4. Animal Husbandry, Dairying and Poultry	Fisheries and Animal Resources Development			Livestock Inspector
5. Fisheries	Fisheries & Animal Resources Development	District Fisheries Officer / Asst. Director, Fisheries	ii. Dairy Extn. Officer iii. Poultry Extn. Officer i. Fisheries Extn. Officer	-
6. Social Forestry & Farm Forestry	Forest & Environment	i. DFO (Social Forestry)	i. Forest Ranger	i. Forester

Item	Concerned State Government Department	Officials in charge of Different Functions at the Different Levels of P.R.Is		
		Z.P.	P.S.	G.P.
7. Minor Forest Produce	Forest & Environment	ii. D.F.O. (T) D.F.O. (T)	ii. Forest Extn. Officer i. Forest Ranger	ii. Forest Guard i. Forester
8. Small Scale Industries including Food Processing Industries	Industries	G.M / P.M / D.I.C	ii. Forester i. I.P.O.	ii. Forest Guard
9. Khadi, Village and Cottage Industries	Industries	G.M / P.M / D.I.C	i. I.P.O.	-
10. Rural Housing	Housing & U.D. (Rural Housing)	Collector	i. B.D.O. ii. Asst. Engineer	-
11. Drinking Water	Rural Development	E.E., RWSS	i. A.E., RWSS ii. J.E., RWSS	-
12. Fuel & Fodder	i. Forest ii. F.A.R.D iii. Food Supplies Consumer Welfare Deptt.	i. D.F.O. (T) ii. C.D.V.O. iii. C.S.O.	i. Forest Ranger ii. Forester iii. V.A.S. iv. Inspector Civil Supplies A.E (R & B)	-
13. Road, Culvert, Bridges, Ferries, Water Ways and other means of Communication	Works ii. Rural Development	E.E. (R & B) E.E (R.W)	AE (R.W) J.E (R & B) J.E (R.W)	-
14. Rural Electrification including distribution of Electricity	Energy	i. E.E, GRIDCO ii. Executive, Concerned Distribution Agency	i. A.E., GRIDCO ii. A.E., Distribution Agency	Junior Engineer, Distribution Agency
15. Non-Conventional energy sources	Science & Technology Deptt.	i. P.D., DRDA ii. Asst. Engineer, OREDA	-	-
16. Poverty Alleviation Programme	Panchyati Raj	P.D., DRDA	i. B.D.O. ii. Extension Officers	V.L.W
17. Education including Primary and Secondary Schools	School & Mass Education ii. S.T. & S.C. Development.	i. Circle Inspector ii. D.I. of Schools iii. D.W.O.	i. S.I. of Schools ii. Welfare Extn. Officer	i. Primary School Teachers ii. Shevashram Teachers
18. Technical Training and Vocational Education	i. Industries ii. School and Mass Education	i. Principal of the I.T.I./Polytechnic ii. Circle Inspector of Schools iii. Head of Industrial Training Centres	-	-
19. Adult and Non-formal Education	School & Mass Education ii. Tourism &	i. Zilla Swakhyarata Samiti ii. District Cultural	i. Organiser, Total Literacy Campaign ii. Organiser, Post-	

Item	Concerned State Government Department	Officials in charge of Different Functions at the Different Levels of P.R.Is		
		Z.P.	P.S.	G.P.
20.Literacies	Culture i. I & P.R. ii. Tourism & Culture	Officer i. DIPRO ii. District Cultural Officer	Literacy Campaign i. Sub-Divisional I.P.R.O.	
21. Cultural Activities	i. I & P.R. ii. Tourism & Culture	i. DIPRO ii. District Culture Officer	i. Subdivisional I.P.R.O -	- -
22. Markets and Fairs	i. Panchayati Raj ii. Co-operation	i. Collector	i. B.D.O.	V.L.W.
23. Health and sanitation including Hospitals, Primary Health Centres and Dispensaries	i. Health & F.W.	i. C.D.M.O. ii. Inspector, Ayurved iii. Inspector, Homoeopathy	ii. Secretary, R.M.C i. M.O, PHC Adnl.. PHC/ Hospitals/ Dispensaries / Ayurvedic / Homoeopathic Dispensaries ii. Health Education and Extension Officer iii. Food Inspector iv. Block Extension Educator v. Sanitary Inspector M.O (PHC / Adnl. PHC etc.)	i. Multi-Purpose Health Worker ii. ANM
24. Family Welfare	i. Health & F.W.	i. CDMO		ANM
25. Women & Child Development	Women & Child Development	i. DSWO	i. C.D.P.O. ii. Social Education Organiser	i. VLW (L) ii. Anganwadi Workers
26. Social Welfare including Welfare of the handicapped and mentally retarded	Women & Child Development	i. DSWO	i. Social Education Organiser	VLW
27.Welfare of the Weaker Sections and in particular of the S.Cs and The S.Ts.	Minorities and Backward Classes Welfare	District Welfare Officer	Welfare Extension Officer	V.L.W.
28. Public Distribution System	Food Supplies & Consumer Welfare	C.S.O.	Inspector of Civil Supplies	-
29. Maintenance of Community assets	Revenue	Collector/A.D.M.	i.Tahasildars ii.B.D.O.	i. Revenue Inspectors ii. VLW

4.38 Thus, out of 37 departments of the State Government, 21 departments are directly connected with one or more of the activities enumerated in the eleventh schedule and some of them are also jointly connected with one or more activities. The District level (Z.P.), P.S level and G.P. level functionaries shown in column numbers 3,4 and 5 respectively are only broad indicators, as comprehensive details of all the existing posts and their nomenclature are not available with the Commission. Some of these functionaries discharge other functions also in addition to the functions shown in column No.1. Hence, it is not possible to delineate the functionaries exclusively along the line of functions enumerated under the Eleventh Schedule. But the irony is that though more than a decade has passed since the amendments to the Constitution, none of the concerned departments of

government have given yet any effective controlling power to any of the PRIs with regard to any of the functionaries. Not a single functionary is placed under the direct control of any PRI. In such a situation it is ridiculous to lament that the PRIs are not capable of rising to the desired level of self-governance when they have not yet been fully trusted with or handed over with the tools of self-governance. In such a gloomy scenario, the circular of the Chief Secretary bearing No.6886/PS dt.04.07.2003, can be cited as a maiden attempt to devolve certain functions to the PRIs with some minimal accountability to them of the related functionaries.

4.39 In this circular dt.04.07.2003 captioned 'Devolution of Powers to Panchayati Raj Institutions', Government directions have been communicated assigning certain 'definite functions and functionaries' to the Panchayati Raj Institutions. These functions relate to 11 departments only. No function relating to other 10 departments namely Revenue, Forest & Environment, Industries, Housing & U.D, (Rural Housing) Works, Energy, Science & Technology, Information and Public Relations, Tourism & Culture and Minorities & Backward Classes Welfare has yet been assigned to any of the PRIs. The functions and functionaries presently assigned stand tabulated below, department-wise.

Table No. 4 B

Name of the Department	Assigned Function / Functionaries	To whom accountable / assigned		
		Z.P.	P.S.	G.P.
Agriculture	1. Preparation and approval of Kharif and Rabi – Programme by D.A.O. for dist level by Jr. A.O. for Samiti level	Z.P.	P.S.	-
	2. Preparation of plans and implementation of schemes relating to Soil conservation, watershed and horticulture by Soil Conservation Officer / Dist Horticulture Officer	Z.P.	-	-
	3. Sanction of casual leave to i. D.A.O/S.C.O / D.H.O. ii. Jr. A.O.	President Z.P.	Chairman P.S.	-
	4. Supervision of item No.1 & 2	President Z.P.	-	-
	5. Review of Khariff and Rabi-Programme and report performance of Samiti level	-	Chairman P.S.	-
	6. Visit V.A.W. Centre and report about performance of duties of VAW	-	-	Sarpanch
Co-operation	1.Preparation and implementation of credit plan by D.R.C.S./A.R.C.S.	Z.P.	Chairman, P.S.	
	2.Visit Primary Co-operative Societies, give suggestions and recommend for smooth implementation	President Z.P.		
	3. Sanction of casual leave of Deputy / Asst. R.C.S.	President Z.P.	-	-
	4. Report about performance of DRCS / ARCS	President Z.P.	-	-
	5. Preparation and implementation of Credit Plan for the Samiti by the Inspector of Co-op Societies		P.S.	-
	6. Report regarding activities of Pry. Co-op. Societies to P.S. / BDO	-	-	Sarpanch

Name of the Department	Assigned Function / Functionaries	To whom accountable / assigned		
		Z.P.	P.S.	G.P.
School & Mass Education	1. Accountability for Primary education, non formal education and adult education in the district by the Circle inspector / Dist. Inspector of Schools	Z.P.		
	2. Sanction of C.L. of C.I. / D.I.	President, Z.P.		
	3. Accountability of S.I. of Schools for primary, adult and non-formal education		P.S.	
	4. Help by S.I.(Schools)to B.D.O. in drawal and disbursement of salary of primary School teachers.	-	-	-
	5. Transfer of Primary School Teacher i. Within P.S. and Education District ii Within Education District but outside P.S.	Committee comprising of President, Z.P., E.O.Z.P. and D.I. of Schools on recommendation of the P.S. Level Committee when outside the P.S. area.	Committee comprising of Chairman/B.D.O. and D.I. of Schools when within P.S. area	Due weightage to the recommendation of the Sarpanch
	6.Visit the Primary Schools, Non-formal and Adult Education Centres	-	Chairman, P.S.	Sarpanch
Food Supplies & Consumer Welfare Deptt.	7. Sanction of C.L. of Headmaster/In-Charge HeadMaster of Primary Schools	-	-	Sarpanch
	8. Verification of attendance of teachers and report about absence of teacher	-	-	Sarpanch
	1. Accountability under Public Distribution System of i) Civil Supplies Officer ii) Inspector of Civil Supplies	Z.P.	P.S.	
	2. Casual leave of C.S.O.	President Z.P.		
3. Report regarding performance of duties by the C.S.O. ii) by the Inspector of supplies	President Z.P.	Chairman P.S.		
S.T. & S.C. Dev.	1. D.W.O. accountable for primary education activities of the Department	Z.P.		
	2. Sanction of C.L. of D.W.O.	President Z.P.		
	3. Reporting about performance of duties by the D.W.O.	President Z.P.		
	4. W.E.O. accountable for his activities		P.S.	
	5. Visit of Sevashrams suggestions for improvement		Chairman P.S.	Sarpanch

Name of the Department	Assigned Function / Functionaries	To whom accountable / assigned		
		Z.P.	P.S.	G.P.
Health & Family Welfare	6. Report about performance of duties by W.E.O. and Sevashram Teacher	-	Chairman P.S.	Sarpanch
	7. Sanction of casual leave of Headmaster/In-charge Headmaster of Shevashrams	-	-	Sarpanch
	1. Accountability of C.D.M.O. for health & family welfare schemes	Z.P.		
	2. Visiting Primary health centers & sending of recommendations	President Z.P.		
	3. Report about performance of the C.D.M.O.	President Z.P.		
	4. Sanction of C.L. to the C.D.M.O. ii) M.O. in charge of PHC / hospitals.	President Z.P.	Chairman P.S.	
	5. Accountability of doctors of PHC / hospitals for health and family welfare schemes		P.S.	
	6. Visiting Primary health centers / hospitals		Chairman P.S.	
	7. Report regarding attendance of doctors, as and where necessary.		Chairman P.S.	
	8. Accountability of village Health Workers and ANMs and their attendance in G.P. Meetings			G.P.
	9. Sanction of C.L. to VHW / ANM and sending of reports about attendance as and where necessary			Woman Sarpanch/ Naib-Sarpanch
Women & Child Dev.	1. Accountability of D.S.W.O. for social security schemes and mid-day meal programme.	Z.P.		
	2. Sanction of C.L. of D.S.W.O.	President Z.P.		
	3. Reporting regarding performance of the duties by the D.S.W.O.	President, Z.P.		
	4. Accountability of CDPO and SEO for Social Security Schemes and mid-day meal programme and suggestions for smooth implementation	-		
	5. Sanction of C.L. of C.D.PO. and S.E.O.		P.S. Woman chairman / Vice Chairman	
	6. Reporting about attendance of Anganwadi worker			Women Sarpach /Naib-Sarpanch
Fisheries & Animal Resources Dev.	1. Accountability of C.D.V.O., D.F.O., A.D. Fisheries for dairy and fishery activities	Z.P.		
	2. Sanction of C.L. of C.D.V.O., D.F.O., A.D. Fisheries	President Z.P.		
	3. Report about performance of duties by C.D.V.O., DFO & A.D. (F)	President Z.P.		

Name of the Department	Assigned Function / Functionaries	To whom accountable / assigned		
		Z.P.	P.S.	G.P.
	4. Accountability of V.A.S. and F.E.O. for dairy and fisheries activities		P.S.	
Rural Dev.	5. Casual leave of V.A.S. 6. Visit of veterinary dispensaries and livestock centres 7. Report regarding performance of duties by V.A.S. and F.E.O. 8. Report about attendance of live stock functionary		Chairman P.S. Chairman P.S. Chairman P.S.	Sarpanch
	1. Accountability of E.E. / A.E. RWSS for drinking water and sanitation programme. 2. Sanction of C.L. of the E.E., RWSS	Z.P. President Z.P.		
Panchayati Raj	3. Visiting works executive by the E.E./A.E. RWSS and reporting about their performance 4. Accountability of Junior Engineer RWSS for drinking water and sanitation schemes 5. Report regarding performance of duties by the A.E. / J.E. RWSS	President Z.P.	P.S.	
Water Resources	1. Accountability of B.D.O., A.B.D.O., A.E. and all extension officers for works entrusted 2. Sanction of C.L. of B.D.O. 3. Report about attendance of V.L.W.	-	Chairman P.S. P.S. Chairman P.S.	Sarpanch
	1. Accountability of EE, MI for functioning of MIPs having ayacut area up to 100 acres 2. Sanction of C.L. of (i) E.E., MI ii) of A.E., MI 3. Report about performance of duties by the E.E., MI 4. Accountability of A.E. and J.E. M.I. for MIPs up to ayacut area of 100 acres 5. Report regarding performance of duties by A.E. and J.E., MI	Z.P. President ZP President ZP	Chairman P.S. P.S. Chairman P.S.	

4.40.1 According to the above, District Agriculture Officer, Horticulture Officer and Soil Conservation Officer will remain accountable to Zilla Parishad for preparation of plans and implementation of schemes/ programmes for Kharif and Rabi crops and soil conservation, horticulture and watershed activities in the district. President, Zilla Parishad will supervise the activities of these officers and will report about their performances to the Head of the Department. Casual leave of these officers shall also be sanctioned by the President, Zilla Parishad. The Junior Agriculture Officer will remain accountable to the Chairman of the Panchayat Samiti and the Casual Leave of these officers shall be sanctioned by the Chairperson of the Panchayat Samiti. The Village Agriculture Workers will remain accountable to the Sarpanch of the GP and the Sarpanch of the GP shall report about the work performed by the VAW to B.D.O. and Chairperson of P.S. for appropriate action. Deputy Registrar / Asst. Registrar of Co-operative Societies will remain accountable to the Zilla Parishad for preparation of credit plan pertaining to their respective district, and the Inspector of the Co-operative Societies to the Chairperson of the Panchayat Samities. Casual Leave of these officers shall be sanctioned by the head of the respective local bodies.

4.40.2 Circle Inspector / District Inspector of Schools shall remain accountable to Zilla Parishad for the activities relating to Primary Education, Non formal Education and Adult Education and Sub-Inspector of Schools shall remain accountable to the Panchayat Samiti on the aforesaid matters. Casual Leave of these officers shall be sanctioned by their respective local body heads.

4.40.3 The Chairperson of the Panchayat Samiti along with the BDO and DI of Schools will make transfer of Primary School teachers within a Panchayat Samiti and within the limits of an educational district. The recommendations of the Sarpanch shall be given due weightage. Regarding inter block transfer of Primary School teachers, the President of Zilla Parishad, Executive Officer of Zilla Parishad and the DI of Schools will take decision.

4.40.4 Chairman of the Panchayat Samiti and Sarpanch of a GP can visit the Primary Schools and Non-formal and Adult Education Centers within their jurisdiction. The Sarpanch of the GP shall sanction casual leave of the Headmaster / In charge Headmaster of the Primary Schools under his/her Jurisdiction and shall also check the attendance of the teachers in the Primary Schools.

4.40.5 Civil Supply Officers will remain accountable to the Zilla Parishad and the Inspectors of Civil Supplies to the Panchayat Samitis. Casual Leave of these officers shall be sanctioned by their respective local body heads. The President of the Zilla Parishad and the Chairperson of the Panchayat Samiti will report regarding performances of the officers under them, to the Head of the Department and President, Zilla Parishad respectively.

4.40.6 District Welfare Officers will remain accountable to the President of the Zilla Parishad for primary education activities of S.C. & S.T. Development Department. Welfare extension officer will remain accountable to the Panchayat Samiti for activities assigned to him. Casual leave of these officers shall be sanctioned by the respective heads of the local bodies. Sarpanch of the GP, Chairperson of Panchayat Samiti and President of the Zilla Parishad can visit Sevashrams and report about the performances for appropriate action.

4.40.7 Chief District Medical Officer will remain accountable to the Zilla Parishad for implementation of various health and family welfare schemes in a district. President of the Zilla Parishad shall sanction casual leave of the Chief District Medical Officer. Doctors of Primary Health Centres / Hospitals will remain accountable to the Panchayat Samiti for implementation of different health and family welfare schemes. Village Health Workers and ANMs shall remain accountable to the Grama Panchayats. The local body heads may report regarding the performances of these officers accountable to them.

4.40.8 District Social Welfare Officer will remain accountable to the Zilla Parishad. President of Zilla Parishad shall sanction casual leave of these officers and may also report about their performance. Like wise, the Child Development Officers and Social Education workers shall remain accountable to their respective Panchayat Samiti. Sarpanch / Naib Sarpanch, who ever is a woman, will report about the attendance of the Agnanwadi workers and such report will be considered by the CDPO for appropriate action.

4.40.9 Chief District Veterinary Officers, District Fisheries Officers and Asst. Director of Fisheries shall remain accountable to the Zilla Parishads for dairy and fishery activities. President of Zilla Parishad shall report regarding the performances of these officers to the Head of the Department and due weightage shall be given to his report. He will also sanction their Casual Leave. The Chairperson of the Panchayat Samiti will look into the duties of the Veterinary Asst. Surgeons and Fisheries Extension Officers placed under the PS, report about their performance and sanction casual leave. Sarpanch will visit the livestock functionaries and report about their performance to the Chairman of the Panchayat Samiti.

4.40.10 Executive Engineers / Asst. Engineers, RWSS will remain accountable to the Zilla Parishad for drinking water and sanitation programmes. President of the Zilla Parishad shall visit the works executed by these officers and send a report regarding the performances of these officers to the Head of the Department for necessary action. Casual Leave of these officers shall also be sanctioned by the President of the Zilla Parishad. Like-wise, Junior Engineers, RWSS will remain accountable to the Panchayat Samiti for dinking water and sanitation schemes.

4.40.11 Block Development Officer, Additional Block Development Officers, Asst. Engineer and all Extension Officers of different departments shall remain accountable to the Panchayat Samiti for the duties entrusted to them. Chairperson of the Panchayat Samiti shall sanction casual leave of the BDO.

4.40.12 Executive Engineer, Minor Irrigation shall remain accountable to the Zilla Parishad and the Assistant Engineer, Minor Irrigation to the Panchayat Samity for implementation of the Minor Irrigation Projects having ayacut area upto 100 acres. President of the Zilla Parishad and Chairman of the Panchayat Samiti shall sanction casual leave of these officers serving under them.

4.40.13 The District, Block and Grama Panchayat level functionaries of different departments of Government, the subjects of which have been transferred to the PRIs, shall remain accountable to the respective level of PRIs, though they shall continue as employees of their respective department.

4.40.14 The President, Zilla Parishad, Chairman, Panchayat Samiti and Sarapanch, Grama Panchayat are vested with authority to supervise the work of government functionaries at respective levels, calling for information and report from them from time to time. They can submit proposal to the appropriate level regarding indiscipline, irregularity and other shortcomings of the officers functioning under them. Similarly, they can also submit suggestions/recommendations on improvement of functions of these functionaries through appropriate level of PRIs as well as District Level Officers.

4.40.15 The Project Director, DRDA as the Executive Officer of Zilla parishad, will call for report on behalf of the Zilla Parishad from the District Level Officers and will place such report before the Paresident, Zilla Parishad which can be discussed in the meetings of Zilla Parishad and the concerned District Level Officers can also be called upon to explain the matter to Zilla Parishad.

4.40.16 After assessment of the activities of different Departments, the President of Zilla Parishad can submit report to the Head of Department as well as to Government. Such proposals emanating from Zilla parishad shall be given due consideration and decision taken thereon shall be communicated to other PRIs.

4.40.17 Besides, the circular explicitly says that the Collector will continue as the C.E.O., the Project Director, DRDA as Executive officer and the district level officers as additional Executive officers of the Zilla Parishad. Thus only part-time C.E.O., E.O. and Addl. E.Os are available for discharging the duties of the Z.P. in addition to their own duties. Every one of them has a very busy agenda in his/her substantive post. At the Samiti level, the B.D.O. continues as the Executive Officer. Either a Village Level Worker or a Village Agricultural Worker is appointed as E.O. for every Grama Panchayat. At the District, Block and G.P. levels, functionaries of different departments, subjects relating to whom have been transferred to PRIs, are to attend the meetings of the Z.P., P.S. and G.P. respectively and place their plans and schemes for discussion/approval. The President Z.P., Chairman P.S. and Sarpanch of the G.P. can supervise certain works and functions of the functionaries at the respective levels and can call for information and reports from time to time and can submit proposal to the appropriate level about indiscipline, irregularity and other shortcomings of the different levels of officers. They can also submit suggestions/ recommendations for improvement of the functions of the functionaries.

4.41 Thus, broadly speaking, the devolution is limited to (i) Accountability to the Z.P. / P.S. or the G.P. as the case may be (ii) Visits to some of the government offices / institutions by the head of the concerned PRI (iii) transmission of reports about performance of certain officers and (iv) sanction of causal leave to the heads of few such offices. It is anybody's guess that such devolution of powers is only a camouflage to hide the real lack of it. Accountability to someone, having no power to make the accountable liable for punishment, is meaningless and something unknown to administrative jurisprudence. The circular does not say how and how far the accountable official can be held liable by a PRI for breach of a duty assigned to him/her. By and large, administrative directions without enforceable clauses become ineffective. Even directions that impose some obligations are soon disregarded and eliminated as unnecessary, unless timely steps are taken to transform them into rules.

4.42 Accountability of government servants in Orissa is enforced mainly through (i) penalties under the provisions of the Orissa Civil Services Classification, Control and Appeal Rules, 1962 and (ii) performance appraisal by way of confidential reporting, through Annual Confidential Character Roll. In case of penalties, it is the 'Disciplinary Authority' who is empowered to impose penalties. The State Government, Appointing authority or the Authority specified in schedule 'A' of the Rules or any other Authority specifically empowered are the Disciplinary Authorities under the Rules.

4.43 The Rules or its schedule 'A' have not been amended to empower the Z.P., P.S. or G.P. to function as a disciplinary authority for the purpose of any of the prescribed penalties in respect of any category of employees. Similarly, the executive instructions regarding 'performance appraisal' have not been amended to assign the responsibility of Reporting authority, Countersigning authority or

Accepting authority on the President Z.P., Chairman P.S. or Sarpanch of the G.P. as the case may be. In the absence of these provisions, accountability of the officers to the respective PRIs is and remains a misnomer and fails to achieve the desired objective.

4.44 Secondly, power to visit some of the offices/institutions by the head of the concerned PRI, without proper power of inspection, is a superficial arrangement and appears to sidetrack the objective. A visit with powers to look into details, namely the accounts, the cash books, the registers maintained, the stock and stores, the reports and returns, the progress of works, the case records etc. can only amount to inspection. An inspection has to cover all factual details and their examination and analysis, as well as flaws and deficiencies noticed and suggestions for improvement. Without these, a visit remains a visit yielding no fruitful result and does not become an inspection. A proper inspection system can only ensure cooperation and coordination among the tiers & maintain a harmonious hierarchical structure.

4.45 Thirdly, transmission of reports on the performance of the officials by someone, having no power to inspect or go into details, can be deemed to be superficial, perfunctory and even infructuous and can be conveniently ignored or set aside by the concerned superior officers inspite of the wordings of 'due weightage' in the circular, unless he has an empathy with the PRIs and the system.

4.46 Fourthly, sanction of casual leave can be hardly considered as a power or function without the conjoining powers of (i) arranging substitute to remain in charge (ii) grant of permission to leave head quarters for official or other purposes (iii) grant of permission to attend official work outside the head quarters (iv) approval of tour particulars and tour diaries (v) periodical review of tour diaries and (vi) transmitting absentee statements of employees (where necessary), etc. Sanction of casual leave is only one out of a package of 'routine administrative controls' and this alone can hardly measure to any good effect.

4.47 As already mentioned, the circular is only a beginning and hence can be taken as a precursor of sunny days to follow. The Commission recommends the Government to take up further devolution of functions and functionaries to the PRIs in the real sense of the term and make it meaningful. In this context, the Commission recommends that the functions or activities relating to the 29 items of the 11th Schedule of the constitution, as delineated under Activity Mapping in this Chapter (No. IV) may be passed on to the Panchayati Raj Institutions along with adequate gripping power over the functionaries of the 21 Departments shown in Table No.4 A above. Virtually, some of these functionaries will have to work under the PRIs, while others will have to work for them and be accountable to them.

4.48 To assist the Government in doing so, the Commission after careful consideration recommends the following measures to be taken by the Government to augment the effectiveness of PRIs as institutions of self-governance.

4.49 The first and foremost task is to take up a comprehensive devolution of functions in line with the Activity Mapping suggested by the Commission in this Chapter, thereby enlarging the scope of devolution in respect of the existing 11(eleven) Departments and authorizing fresh devolution of functions in respect of the remaining 10 (ten) Departments which have remained out of its purview to date.

4.50 The second imperative is to take up the placement of the functionaries of these 21 (twentyone) departments with and under the PRIs in such a way that the PRIs are enabled to have administrative control over them, while technical control rests with the line Departments. To make this fruitful, the Commission recommends the following measures.

4.51 The CEO of the Zilla Parishad should be a full time officer of the rank of District Collector and kept exclusively in charge of the work of the Zilla Parishad.

4.52 The DRDA should be merged with the Zilla Parishad. This has been done in some States like West Bengal and Karnataka. The E.O., Zilla Parishad should be a full time officer of the Zilla Parishad and should also be assigned the functions of the Project Director, DRDA. The staff of the erstwhile C.D. department (post-stage II Blocks), presently working in the Panchayat Samitis, should be treated as P.R. Department employees.

4.53 PERFORMANCE APPRAISAL:

(i) The President, Zilla Parishad should be the Reporting Authority for the purposes of the A.C.R. in respect of the C.E.O of the Z.P, the Secretary, P.R. Department the Countersigning Authority and Minister, P.R. Department the Accepting Authority. The C.E.O. should be the reporting authority for the E.O., Z.P. and the additional E.Os (i.e. District Level Officers/ E.Es of various line departments accountable to the Z.P.). The President, Z.P. should be the Countersigning Authority of the E.O. and Addl. E.Os and the concerned Head of the Department/Secretary to the Department of the line Department the Accepting Authority.

(ii) At the Samiti level, the Chairman P.S. should be the Reporting Authority for the B.D.O./A.B.D.O., while the CEO, Z.P. shall be the Countersigning Authority and the Chairman, Z.P. the Accepting Authority. The B.D.O. shall be the Reporting Authority for the various extension officers and the Chairman, P.S. the Countersigning Authority and Director, P.R. Department the Accepting Authority.

(iii) At the G.P. level, the Sarpanch of the G.P. should be the Reporting authority for the officials working at that level, including the E.O. of the G.P., the Secretary, the V.L.W / VAW and other Panchayat Level Officers of the line departments. The Chairman of the P.S. shall be the Countersigning Authority and the District Level Officer of the concerned line department the Accepting Authority.

4.54 SUPERVISION AND MONITORING:

The President, Z.P. should have power of supervision and monitoring over all works, programmes and schemes undertaken by the PRIs or other Departments relating to the functions/activities given in the Activity Mapping for PRIs. Such supervision and monitoring should also be done by the concerned Standing Committees constituted U/S 4 of the Orissa Zilla Parishad Act, 1961. The President Z.P. should have power of inspection and superintendence over his own offices, offices of the Panchayat Samities and likewise the Chairman of the P.S. should have power of inspection and superintendence over his own office and officers of the G.Ps under the P.S. The Chairman, Z.P. should be given power of entry and access for inspecting any immovable property, work in progress, school, hospital, dispensary, ANM Centre, Livestock Centre, Anganwadi Centre, etc in the District, including records, registers and other documents kept or maintained in such institutions/ centres. In fact, all the powers of supervision and monitoring of development works now available to the Collector of the district should be made over to the President, Z.P. who will be assisted in this by the C.E.O., Z.P. The President of the Z.P. should also function as the Chairman of the District Planning Committee (DPC) with the C.E.O., Z.P. as its Convener. Similar power, mutatis mutandis, should be given to the Chairman, P.S. within the Samiti area and to the Sarpanch within the G.P. area, aided and assisted by the B.D.O. and the E.O. of the G.P. respectively.

4.55 POWER TO CALL FOR REPORT/ INFORMATION:

As per stipulation in the Circular dt.4.7.2003, the Project Director, DRDA as the E.O. of Z.P. will call for reports on behalf of the Z.P. from the district level officers and will place them before the President which can be discussed in the meeting of the Z.P. Thus, for calling for a report from any of the District Level Officers or for taking action on it, the President has to depend upon the Z.P, though U/S 9 of the Act, the executive powers of the Parishad vest in him. The provision of the Circular thus fetters the President's executive powers under the Act and hence is not congruous with good governance. The Commission therefore recommend that the President Z.P. or his C.E.O. as desired, should be empowered to call for any record, register or other document in possession of or under the control of any of the PRIs or officials discharging any of the functions transferred to the PRIs including any return, plan, estimate, statement, account, statistics, or information and to take further appropriate action as may be necessary. Action taken by the President, Zilla Parishad shall be placed before the next meeting of the Zilla Parishad for information/ratification.

4.56 ROUTINE ADMINISTRATIVE CONTROL:

The Commission recommend that not merely sanction of casual leave but a whole package of 'routine administrative controls' should be handed over to the PRI heads to enable them to smoothly drive the decentralized government machinery. As already mentioned, the package should comprise powers of (i) arranging substitute to remain in charge of the official availing casual leave or leaving head quarters (ii) grant of permission to attend official work outside the head quarters or to leave head quarters during C.L. period or on holidays (iii) surprise check of attendance (iv) approval of tour particulars and monthly tour diaries including transmission of the same to the superior of the official concerned. (v) Half-yearly and annual review of tour diaries and (vi) transmission of absentee statements/ absence reports to the superior/ drawing officer of the officials concerned.

4.57 IMPOSITION OF MINOR PENALTIES:

Rule 13 of the Orissa Civil Services Classification, Control and Appeal Rules enumerates the penalties imposable on a government servant for any misconduct, breach of duty, negligence etc. Out of them fine (only for Class-IV Govt. servants), censure, withholding of increments, withholding of promotion, recovery of pecuniary loss and suspension are minor penalties. No major penalty can be imposed by any authority lower than the Appointing Authority. However, minor penalties can be imposed by any authority empowered for that purpose by a general or special order of the Governor. Since the field level functionaries placed with PRIs as shown in (Table No.4-A) or to be placed in future with them, are required to work under the supervision and monitoring of the Z.P. and are accountable to the various tiers of PRIs for implementation and execution of transferred functions, the Commission recommend that a Standing Committee of the Z.P. should be empowered to act as Disciplinary Authority for them, with power to impose any or all the minor penalties after observing the prescribed procedure. The C.E.O. of the Z.P. should be the Ex-officio-Member Secretary of this Disciplinary Committee and should assist the Committee in discharging their functions fairly and in accordance with Rules/Procedures. Specific Government orders may be issued accordingly.

4.58 POWERS TO SANCTION DEVELOPMENT WORKS:

The Commission further recommend that the Government may by the different Acts and Rules in vogue for the PRIs, with suitable amendments wherever necessary, prescribe powers for according administrative and technical sanction in respect of Civil (Roads and Buildings) works/Irrigation works (M.I./L.I. etc) Electrical Works/Public Health and Sanitation Works/Agricultural and Soil conservation Works, separately for original and maintenance works in each category, and separately for the three levels of PRIs namely, the Z.P., the P.S. and the G.P. These powers should be in line with the spirit of devolution, bestowing trust and responsibility to each level of PRI and at the same time prescribing suitable inspection, monitoring and audit of performance and accounts. As a measure of general guidance, the Commission suggest that a Grama Panchayat should be enabled to have the sanctioning power not exceeding Rs. 1.00 lakh, a P.S. not exceeding Rs.15.00 lakhs and the Z.P. not exceeding Rs.50.00 lakhs in respect of original works and by Resolution in Council of the Grama Sabha/Samiti/Parishad concerned. If the Z.P./DRDA Engineer is an Executive Engineer, the Inspector of Local Works should be a Superintending Engineer. For maintenance works, the limits may be brought down by 50%. Powers of technical sanction may be suitably given in the hands of officers in proximity at the G.P., P.S. and District levels. Splitting of estimates of any project/work should not be allowed except in special circumstances and with prior approval of the next superior authority. As in case of ULBs, suitable officers may be designated as Inspector of Local Works (ILW) with powers to accord technical sanction and supervise the works in the field. Beyond Rs.50.00 lakhs, the powers for technical sanction may be exercised by the Chief Engineer upto the limit assigned to him and beyond that by the State Government.

ACTIVITY MAPPING AMONG THE THREE TIERS OF PRIS
ITEM: 1
Agriculture (including Horticulture) land Extension

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Increasing Agricultural Production / Horticulture production / Vegetable Production.	<ul style="list-style-type: none"> i) To develop necessary agriculture infrastructure. ii) To prepare comprehensive crop plan and approve the Annual Khariff / Rabi Programme ahead of the Season. iii) To develop and maintain data base for cropping pattern, land use and inputs use for planning iv) To maintain inventory of technological options. v) To propagate / promote adoption of new profitable / technologies. vi) To organize Kisan Melas, Fairs and Exhibitions. vii) To arrange awards to best progressive farmers. viii.) To protect bio-diversity. 	<ul style="list-style-type: none"> i) To help in crop yield estimation through maintaining link with various agencies and GPs / farmers ii) To advise suitable cropping system based on location specific characteristics and approve the Annual Khariff / Rabi Programme ahead of the Season. iii) To assist ZP in organising Farmers fairs, Kissan Mela, etc. iv) To organise on-farm verification traits - and demonstration of new technologies. v) Reporting and initiating action plan for different items. vi) To coordinate activities of field level extension workers and officials. vii) To act as a link between ZP and GPs for transfer of knowledge and technologies/ preparation of crop plan database. 	<ul style="list-style-type: none"> i) To organize periodical interactions / meetings of subject experts/ agricultural officers with farmers for knowledge and skill transfers to the latter. ii) Estimation of crop yield and maintaining data base on crop yield. iii) To assist in preparation of crop plan and approve the Annual Khariff / Rabi Programme ahead of the Season. iv) To assist in advising farmers about remunerative crop activities and crop diversification. v) To assist in identifying progressive farmers for adoption and diffusion of new technologies. vi) To help in providing custom hiring services for plant protection equipment and farm implements. vii) To generate awareness in use of organic manures, pesticides and vermiculture etc. viii) To assist in maintaining biodiversity and protection of environment.
2. Assessment and Distribution of Inputs	<ul style="list-style-type: none"> i) To prepare consolidated plan for input requirement. ii) To acquire and arrange distribution of inputs in time. iii) To improve adequate storage facilities for inputs iv) To monitor quality of inputs supplied. v) To advise Govt on input pricing policy. 	<ul style="list-style-type: none"> i) Assessing input needs for GPs and forwarding consolidated request to Z.P. ii) Ensuring timely availability of required inputs to GPs. iii) Arranging storage and transport facilities for inputs. iv) Close monitoring of inputs delivery system and sales outlets and report problems, If any, to Z.P. 	<ul style="list-style-type: none"> i) To assist in assessing needs of various inputs such as seeds, fertilizers pesticides. ii) To assist and ensure in timely distribution of adequate inputs to farmers and in selection of beneficiaries for min kits & ensuring timely distribution & use. iii) Timely reporting of problems, if any, to P.S./ Z.P for suitable action.
3. Credit Support	<ul style="list-style-type: none"> i) Causing preparation of credit needs and placing before DLCC (Dist. Level Coordination Committee) for preparation of Credit Plan. ii) Ensure timely credit availability to farmers and linkage between agriculture development and credit 	<ul style="list-style-type: none"> i) Assist in preparing credit needs. ii) Ensure timely needs credit from institutions. iii) Monitor credit delivery system. iv) Effective efforts to put an end to paper adjustments in credit transactions. 	<ul style="list-style-type: none"> i) Assist in assessing credit needs of various groups of farmers, crop –season wise and ensure timely credit from Co-operative and other banks. ii) Exercising social control and assisting in recovery of loans taken from credit institutions.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	<p>institutions and organize meetings with District Central CO-operative Bank, RRB of the District and the Banks to ensure timely availability of credit needs of farmers.</p> <p>lii) Help in strengthening cooperative credit institution.</p> <p>iv) Help in timely collection of loans from farmers and ensure avoidance of paper adjustments.</p>		<p>iii) Help in formation of Self Help Groups.</p>
4.Extension Support	<p>i) To maintain linkage with research and training organizations and agriculture department.</p> <p>ii) To ensure regular visits of extension staff and to help in dissemination of new technologies.</p> <p>iii) To ensure regular training of extension officials & farmers for updating knowledge and transfer of skill.</p>	<p>i) To prepare plan for visit of extension workers to villages & farms and monitor their work.</p> <p>ii) To advise and identify extension officials for training.</p> <p>iii) To assist scientists in identifying local problems for designing research work relevant to local needs.</p> <p>iv) Ensuring better linkages between farmers and extension staff.</p>	<p>i) Identifying suitable plots for conducting tests and demonstrations.</p> <p>ii) Selecting farmers for participating in Kisan Melas and training.</p> <p>iii) Arranging regular interaction of extension officers / staff with the farmers.</p>
5.Soil Testing	<p>i) To establish soil testing laboratories and own it.</p> <p>ii) To monitor Soil testing work.</p> <p>iii) To prepare Soil Map for the District, Block-wise & GP-wise after testing.</p> <p>iv) Develop recommendations of general and specific nature based on soil testing results & mapping in consultation with subject experts.</p>	<p>i) To monitor soil testing work.</p> <p>ii) To help in identifying locations for soil testing work.</p> <p>iii) To help farmers for improvement of soil fertility based on soil testing result.</p> <p>iv) To help establish Soil testing facilities in local Science Colleges</p>	<p>i) To assist technical experts in selecting farmers / fields for conducting soil tests.</p> <p>ii) To arrange feed back from soil testing to farmers & in improving soil quality.</p> <p>iii) Selection of beneficiaries for relief during Natural calamities and undertaking distribution of assistance.</p>
6. Post-harvest management	<p>i) To establish and improve storage facilities including cold chain (Storage transport).</p> <p>ii) To develop marketing infrastructure at suitable locations.</p> <p>iii) Monitoring regulated marketing including market operations.</p> <p>iv) To control private traders from exploiting farmers.</p> <p>v) To ensure correct weights and measures.</p> <p>vi) Supervision of crop insurance facility.</p>	<p>i) Maintenance of godowns</p> <p>ii) To organize Market Committees and maintain market yards.</p> <p>iii) Regulate market charges and ensure correct weights and measures.</p> <p>iv) Promoting Farmers' Association for increasing yield rate, marketing support & ensuring reasonable price to farmers for their products.</p>	<p>i) Organize farmers for bulk sale.</p> <p>ii) To assist in increasing awareness of better storage facilities for seeds, foodgrains & other crops.</p> <p>iii) Promoting Farmers' Association for increasing yield rate, marketing support & ensuring reasonable price to farmers for their products.</p>
7. Risk Management	<p>i) To assess losses due to natural calamities and</p>	<p>i) To estimate crop losses and report for action.</p>	<p>i) Reporting of losses due to natural calamities and of</p>

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	formulate rehabilitation plan. ii) To monitor and supervise relief operations. iii) To arrange crop insurance schemes and coordination among insurance agencies. iv) Preparation of contingency Agricultural Plan.	ii) To monitor relief operations. iii) To help in identifying farmers for crop insurance schemes. iv) To assist in providing benefits from crop insurance schemes.	rehabilitation needs. ii) To supervise relief operations and distribution of materials. iii) To motivate farmers for taking up crop insurance schemes. iv) To assist in the implementation of contingency plan.

ITEM: 2
 LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
2-A			
1. Implementation of Land Ceiling Measures	i) To constitute a Standing Committee to function as District Executive Committee under section 55 of the Orissa Land Reforms Act, 1960 for the purpose of land reforms. ii) To create Public opinion in favour of land ceiling and other measures of land reforms. iii) Periodic monitoring of work in the ZP area and advising / instructing P.Ss and GPs on matters relating to implementation and monitoring.	i) Assistance to the legal machinery in conduct of legal proceedings (e.g publication of notices in the entire area, identification of land in different GP areas etc) ii) Co-ordination of the work as between the GPs. iii) Compilation of GP-wise data on land ceiling measures and monitoring progress of such measures for the PS area. Assisting the ZP in monitoring <u>for the entire</u> ZP area.	i) Identification of potential surplus landowners / their total land in the GP area and maintenances of annual records thereof. ii) To constitute a Local Committee u/s 55 of the Orissa Land Reforms Act, 1960 for the purposes of land reforms, settlement of Government wasteland & settlement of unobjectionable encroachments. iii) To assist the legal machinery in conduct of legal proceedings. iv) Identification of families / individuals needing allotment of land. v) Identify beneficiaries for vested ceiling surplus lands & ensure proper distribution. vi) To assist in organizing land development and productivity raising measures for individual allottees or groups of them.
2. Implementation of Tenancy Measures.	i) To coordinate with the legally constituted machinery in all stages of its work and rendering of necessary assistance to it directly or through the PS and or GP – as the case may be. ii) Creation of public opinion for facilitating the work. iii) Periodic monitoring of work in the ZP area and advising / instructing PSs and GPs in matters relating to	i) Assisting the legal machinery in its tasks. ii) Coordinating the work involving the GPs. iii) To assist the GPs in the performance of their responsibilities.	i) Detect cases of induction of tenants in contravention of the O.L.R. Act, 1960 & inform the Revenue Officer for necessary action. ii) Prepare, maintain and up date records of existing share-croppers as oral tenants or otherwise in each of the villages of the GP for providing such share-croppers access to credit & other agricultural inputs so as

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	implementation and monitoring.		to increase the productivity of the land. iii) Assistance to the legal machinery in its task of securing as well as regulating tenancy rights, or conferring ownership rights. iv) Creation of public opinion, marshalling of documentary and oral evidence, particularly on issue of possession and use of lands concerned.
3. Land Consolidation	<ul style="list-style-type: none"> i) Coordination of interaction between the legal machinery and the PSs and GPs. ii) Creation of public opinion in relation to consolidation – about to be undertaken or ongoing- Educating and informing land owners / land users how and when they are involved. iii) Periodic monitoring of the operation in association with the PSs and GPs. Issue appropriate guidance and instructions to PSs and GPs. 	<ul style="list-style-type: none"> i) Assistance to the legal machinery for consolidation. Also assistance to GPs in implementation of their responsibility. ii) Coordination with the legal machinery on a continuing basis. 	<ul style="list-style-type: none"> i) Securing active and continuing involvement of inhabitants of the local area in different stages of the operations. ii) Assistance to the legal machinery in compilation of undocumented data on issues like possession and <u>use of land, different types of land rights</u>, status of common land and other common property, etc. iii) Assistance to the legal machinery in ensuring post consolidation, delivery of possession of assigned plots / holdings.
4. Participation in updating and maintenance of Land records.	<ul style="list-style-type: none"> i) Supervision and coordination of the work of PSs and GPs. ii) Coordination with the designated legal machinery and official agencies working outside the ambit of the ZP administration. iii) Creation and operation of legal cell which can monitor the work of updating and maintenance of land records with a view to protecting the interests of the community in relation to public property as well as the claims / rights of the weaker sections of the society. 	<ul style="list-style-type: none"> i) Assistance to the GPs and other designated machineries constituted legally or otherwise, in the maintenance and updating of records of ownership, possession etc. as delineated in the left-hand column. ii) Coordinating with the GPs. iii) Maintenance of updated records for the entire PS area for easy reference by local inhabitants. iv) Monitoring the up dating of record of rights (ROR) regularly. v) Educating people for the necessity of up to date mutation. 	<ul style="list-style-type: none"> i) Assisting in continuous updating of data relating to possession & use of agricultural land season-wise assisting the designated machinery where it has been separately constituted in doing so. ii) Periodic updating of data relating to the actual status of village common land such as pastures, wastelands, water reservoirs, waterways, roads, embankments, etc. iii) Assistance to the legal machinery in updating of land records (record –of-rights) and mutation proceedings.
2 B			
1. Protection and Maintenance of Village Commons etc	<ul style="list-style-type: none"> i) General guidance and supervision of the work of GPs & PSs. Coordination with them. ii) Provision of legal, administrative and financial assistance to them, as far 	<ul style="list-style-type: none"> i) Assistance to GPs in the discharge of their responsibility. ii) Coordinating the work of GPs where inter-GP collaboration is needed. iii) Coordination with the 	<ul style="list-style-type: none"> i) Control & management of all Govt. waste lands, pasture & grazing land, burial, ferry ghats etc. and keeping them in good condition and free from encroachment. ii) Ownership of major

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	as practicable, in the conduct of legal proceedings. iii) Decision on leasing of village common property or their conversion to other uses, with the concurrence of the GP concerned.	legally constituted machinery involved in the matter iv) Ownership of roads, water bodies, other common lands having interconnection with more than one Grama Panchayat.	community assets. iii) To identify encroachments as well as illegal conversion or wrong use of common lands and bring these to the notice of the appropriate authorities for remedial action. iv) Provision of assistance in and collection of evidence towards the conduct of such proceedings by above authorities.
2. Soil Conservation.	i) Preparation of district plan for soil and water conservation projects. Desegregation of this plan into PS level, GP level or even lower level operable units. ii) Harmonization of the plan with other employment generating as well as area development plans. iii) Distribution of subsidies and other assistance according to the determined scales and priorities. v) Overall supervision of the work in the entire district – periodic monitoring and evaluation. v) Coordination with various agencies of the ZP as well as the district administration who will either participate in or whose work may impinge upon the implementation of the plan.	i) Coordination with the professional officials soil conservation machinery and giving assistance in the work. ii) Inter GP coordination for smoothly carrying out operations like creation of water channels cutting across GP boundaries and so forth. iii) Periodic monitoring of the work done by or at the level of GP.	i) Assistance to the professional / official machinery for conservation work – specially helping group action by landowners / users. ii) Direct assistance in implementation, e.g. organizing owner labour as part of contribution of the cost of operations. iii) Post conservation vigilance to ensure that work done is not undone once again. iv) Creation of public opinion in favour of use of soil in consonance with its properties, gradients, moisture holding capacity etc.

ITEM: 3
Minor Irrigation, Water Management and Watershed.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Development of M.I., delivery system, drainage system, water harvesting structures and water management.	i) Formulation of MI Projects. ii) Technical appraisal of M.I projects (outside PSs) iii) Execution of MI Projects (outside PS and GP plan) v) Assigning projects to Panchayat Samitis and GPs. v) Development of drainage system in water logged areas. vi) Sanctioning projects for	i) Formulation of MI Projects. ii) Technical appraisal of MI projects proposed in PS plan. iii) Execution of MI projects in P.S. area. v) Construction of percolation tanks and check dams (outside GP plan). vi) Preparation and execution of localized drainage system plan in water	i) To assist in formulation of MI Projects and obtaining approval of Grama Sabha. ii) Identification of location / spot for the project. iii) Executing Community MI Projects in G.P. area. iv) Executing M.I Projects assigned by ZP and PS. v) Construction of percolation tanks and check dams including the projects

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	<p>percolation tanks, check dams and land levelling.</p> <p>vii) Supervision, monitoring and review of the progress and quality of works by the subject committee.</p> <p>viii) Coordination between various departments / agencies funding M.I projects.</p> <p>ix) To prepare feasibility report for installation of direct lift , deep and shallow tube wells for irrigation purpose with extension of transmission line to such points for individuals or groups of farmers. To organize meetings with and entrusting Banks, RRB and Co-operative Banks to finance such schemes with subsidy from ZP.</p> <p>x) Encourage inter G.P. competition on growth of irrigation potential.</p>	<p>logged areas wherever feasible.</p> <p>vii) Selection of beneficiaries under various programmes for MI projects, sanctioning subsidy and arranging bank loan.</p> <p>viii) Supervision, monitoring and review of progress, and quality of works by the Subject Committee.</p> <p>ix) Coordination between various line departments / agencies funding M.I Projects.</p> <p>x) Submitting returns and progress reports to ZP.</p> <p>xi) Identifying land for conjunctive uses of flow and ground water and prepare / execute plans for optimum use of irrigation.</p> <p>xii) To assist in preparing and executing the L.I schemes.</p>	<p>assigned by the ZP and PS.</p> <p>vi) Enforcing inter-well distance (well density) as per the prescribed norms in order to maintain the aquifer and avoid draw down.</p> <p>vii) Identification of beneficiaries under various programmes for MI projects through Grama Sabha.</p> <p>viii) Supervision, Monitoring and review of the progress & quality of work and submitting returns and progress reports to PS. (Subject Committees to be constituted to take care of different functions but should be minimum in number)</p> <p>ix) To ensure rapid increase of irrigation potential in the G.P. through MI flow or LI and help sustain such assets and join the competition of inter GP irrigation growth through MI.</p>
2. Water Management	<p>i) Propagating modern water management / delivery methods.</p> <p>ii) Propagating use of sprinkler and drip irrigation in drought prone / water scarce area.</p> <p>iii) Encourage formation of Pani Panchayats in GPs.</p> <p>iv) Encourage on-farm development for optimum utilization of water.</p>	<p>i) Guiding and motivating people for modern methods of irrigation, on-farm development and proper maintenance of field channels.</p> <p>ii) Selection of beneficiaries for subsidized sprinklers, drip irrigation equipment and delivery system and supplying them, including providing technical guidance to the beneficiaries.</p> <p>iii) Organising farm demonstration for modern water management techniques.</p>	<p>i) Identification of beneficiaries through Gram Sabha for subsidized sprinkler and drip irrigation system.</p> <p>ii) Constituting Pani Panchayats for proper utilization of water including use for drinking purposes.</p> <p>iii) Encouraging farmers for on-farm development and development of field channels / delivery system for proper utilization of water.</p>
3. Watershed development.	<p>i) Identification, selection and approval for watershed development projects.</p> <p>ii) Promoting watershed development approach in all areas for better management of natural resources and environmental development.</p> <p>iii) Coordination between various agencies / departments implementing watershed projects such as</p>	<p>i) Preparing watershed project.</p> <p>ii) Organising people to form work committee.</p> <p>iii) To form a team of technical staff to assist Grama Panchayat in the implementation of watershed projects.</p> <p>iv) Integrating various beneficiaries oriented and area - development oriented schemes to</p>	<p>i) Participate in Planning and implementation of watershed projects.</p> <p>ii) Approval for land / water use plan for watershed development through Grama Sabha.</p> <p>iii) Selection of beneficiaries and providing assistance to them for executing individual works under watershed.</p> <p>iv) To assist in constituting user / beneficiary committee in the</p>

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	agriculture, Forestry, DPAP and DDP. iv) Sanctioning and disbursement of funds for execution of watershed projects to the PS / GP. v) Supervision, Monitoring and review of the progress and quality of works by the Subject Committee. vi) Control and supervision of Watersheds covering more than one Panchayat Samiti.	harmonise with the watershed projects. v) Monitoring, supervision and reporting progress. vi) Control and supervision of Watershed covering more than one Gram Panchayats.	watersheds for direct participation in the execution of the project. v) Maintenance of the community assets created under watershed project. vi) Transferring of land and other common properties for developmental and productive use under watershed development project. vi) Supervising and monitoring quality of works. vii) Control and supervision of Watershed Project within a Gram Panchayat.

ITEM: 4
Animal Husbandry, Dairying and Poultry

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Development of Livestock	i) To assess the need and formulate projects for the establishment, improvement and maintenance of breeding farms for cattle, sheep, goats and hatcheries.	i) Distribution of quality breed to beneficiaries under various programmes. ii) Propagating improved breed of livestock among farmers. iii) Supply of quality breed to beneficiaries under beneficiary oriented programmes.	i) To assist in identification of beneficiaries under various programmes. ii) Motivating people to maintain quality breed and modern methods of maintaining livestock. iii) To maintain the livestock census regularly through acquisition, transfer, birth and death registers as in case of human beings.
2 Veterinary services	i) Propagate production of nutritive fodder and proper feeding of animals. ii) Procurement and supply of medicines, equipment and other materials to hospitals, dispensaries, RLU and AI Centres. iii) Monitoring the functions of veterinary services.	i) Supervising the functioning of veterinary services in the P.S. ii) Maintaining mobile veterinary unit to provide veterinary care and control of diseases and epidemics.	i) Supervising the functioning of RLU and AI Centres. ii) Reporting out-break of diseases and epidemics.
3. Feeding and Fodder including support during droughts	i) Propagate production of nutritive fodder and proper feeding of animals. i) Procure and establish fodder banks in drought areas.	i) Organize cooperatives for fodder production and provide financial assistance. ii) Supply of improved variety of fodder seeds. iii) Propagate modern methods of feeding to improve livestock productivity. iv) Supply of fodder during droughts to the Grama Panchayats.	i) To help in establishing cooperative fodder farm. ii) Allocation of community land for fodder production. iii) To control grazing and improvement in grazing and pasturelands. iv) Selection of beneficiaries and distribution of fodder during droughts.
4 Dairy	i) To develop / assist Dairy	i) Encouraging Milk	i) To assist in organizing Milk

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
Development.	Development Boards / Cooperatives in the development of infrastructure for milk collection, transportation and processing. ii) Developing / opening new milk routes for milk collection.	Producers, Cooperative Societies. ii) To ensure timely payment to the milk producers. iii) To arrange supply of quality milch animals to the Grama Panchayats.	Producers Cooperative Societies, establishing milk collection centers. ii) Identification of beneficiaries for dairy development programme.
5 Poultry Development.	i) Developing infrastructure for poultry farming ii) Production and supply of quality chicks to the poultry farmers.	i) Raising of Poultry farmers. ii) To arrange supply of poultry feed. iii) To assist in establishing poultry complex under various programmes.	i) Identification of beneficiaries for poultry farming. ii) Allotting / leasing community land for establishing poultry complex.

ITEM: 5
FISHERIES

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Inland Fisheries	i) Formulating of Projects for fisheries development. ii) Technical appraisal of the Projects for development of inland water bodies for fisheries and approval of the projects. iii) Establishment of fish seed production farms. iv) Arranging training of the fishermen in modern management techniques for fish production. v) Procurement and supply of boats / nets and other tools for distribution among fishermen's cooperatives and the selected beneficiaries. vi) Monitoring and supervision of the plan implementation. vii) District award for best performance among GPs on pisciculture tanks. viii) Promote Group Accident Insurance Scheme for Fishermen. ix) Development of Model Fishermen's Villages.	i) Execution of the fishpond / tank improvement projects. ii) Selection of fishermen for training. iii) Organising fishermen's cooperatives. iv) Distribution of boats, nets tools and other assistance to the cooperatives and the selected beneficiaries. v) Monitoring, supervision and reporting of progress. vi) Organising competition among GPs on the growth performance of pisciculture tanks. Preparing plan for the growth of pisciculture area both in terms of no. of tanks and gross area every year and assist beneficiaries to obtain loans from farm sector of PS and maintain growth chart.	i) Development of village pond for fisheries. ii) Leasing out village pond to fishermen's cooperatives / groups. iii) Identification of beneficiaries for assistance under various programmes and assistance in organizing fishermen's cooperatives. iv) Assistance to PS in the distribution of boats, nets and other materials. v) Supervision and reporting of progress to PS.
2. Development of Marine fisheries.	i) Procurement and supply of motorized / modern boats and equipments to the selected group of beneficiaries and cooperatives. ii) Development of brackish	i) Selecting sites for marine aquaculture / brackish water fishing ii) Organizing fishermen's cooperatives. iii) Distribution of boats and equipments to the selected	i) Assistance in organizing fishermen's cooperatives. ii) Distribution of boats and equipments to the beneficiaries. iii) Creating awareness for and adopting safety measures

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	water fisheries. iii) Enforcing environmental restrictions on marine aquaculture / brackish fish production activities on private companies. iv) Installing early warning system for marine fishermen.	beneficiaries and cooperatives. iv) Monitoring impact of marine aquaculture on environment and reporting.	during rough weather. iv) Monitoring the impact of Marine aquaculture on village environment and initiating control measures and reporting to PS / ZP.
3. Development of Marketing / Processing infrastructure	i) Encouraging private entrepreneurs to establish processing packaging and storage facilities. lii) Assistance in establishing other marketing infrastructure.	i) Organising Training of Fishermen in processing, packaging and preservation of fish and fish products. ii) Developing tag-up arrangements between fishermen and the processing units.	i) Establishing, marketing / processing infrastructure.
4. Welfare Measures	I) Promoting group insurance scheme for the fishermen. ii) Sanctioning relief to the affected families during natural calamities.	i) Implementation of family insurance / Group Insurance scheme for fishermen. ii) Distribution of relief to the families affected by the calamity.	i) Encouraging fishermen to take up insurance schemes. ii) Assessment of loss / damage and relief requirement to the families affected by calamity. iii) Selection of beneficiaries affected by calamity.

ITEM: 6

Social Forestry and Farm Forestry

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Promotion of Social Forestry and Farm Forestry	i) Promoting and propagating social and farm forestry for improving ecology and environment. li) Consolidating social forestry projects proposed by PSs according of approval and sanctioning of funds, assigning projects to PSs and GPs. iii) To establish forest nurseries for supply of seedlings and saplings for distribution. iv) To propagate fuel, fodder and timber producing plants, organize vana mahotsava & promote biodiversity. v) To maintain success record every year and organize inter P.S. competition to award prizes to the best three in the district.	i) Identification of degraded forests and wastelands and formulation of social forestry projects. ii) Implementation of social forestry projects of PS and those assigned by ZP as well as plant trees along roads, rails and public places. iii) Production and supply of seedlings and saplings for social forestry and farm forestry projects. iv) To propagate fuel, fodder and timber producing plants, organize vana mahotsava. v) To maintain performance record every year and organize inter GP competition to award prizes to best three in the PS. vi) Promote Joint Management of Forests.	i) Identifying degraded and wastelands for social forestry and farm forestry and formulate projects with the support of Grama Sabha. ii) To execute social forestry projects through village people. iii) Lease land to groups / individuals interested in social forestry on sharing basis. iv) Encourage private farmers for farm forestry and assist them, distribute seedlings / saplings and participate in vana mahotsava. v) To ensure adequate production of fuel, fodder and timber for local use. vi) To maintain performance record every year. vii) Promote Joint Management of Forests
2. Marketing of Fuel /	i) Establishing links for marketing of forest	i) Regulating collection and sale of fuel, fodder and	i) Regulating collection / distribution / sale of fuel

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
Fodder and timber products.		timber	fodder and timber.

ITEM: 7
Minor Forest Product

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1.Regeneration of MFP species.	<ul style="list-style-type: none"> i) Planning for raising MFP plantation in concentrated blocks to facilitate collection and marketing. ii) Encouraging cultivation of MFP in existing forest, degraded forest lands, barren and uncultivable area, and community wastelands. iii) Encouraging plantation of MFP such as gum, resin, medicinal plants, aromatic plants, leaves, oil seeds, tans and dyes, grasses, seeds, canes, bamboos etc. particularly in tribal areas. iv) Promoting plantation of MFP species in drought prone areas and under social forestry activity particularly in tribal areas. v) Organise inter P. S competition every year to encourage faster growth of M.F.P cultivation and production. 	<ul style="list-style-type: none"> i) Establishment of MFP nurseries for propagation of MFP species. ii) Organise inter GP competition of growth in MFP species and MFP production every year and award prizes to 1st three G.Ps. 	<ul style="list-style-type: none"> i) To assist in identification of families willing to plant MFP species and distribution of MFP seedlings for plantation. ii) To maintain the performance record every year and join the inter GP competition organized by PS and ZP.
2. Training	<ul style="list-style-type: none"> i) Organising training programmes for imparting skills for scientific tapping of the gums, resins and grading of MFPs. 	<ul style="list-style-type: none"> i) Organising training programme at the Panchayat Samiti level. 	<ul style="list-style-type: none"> i) Selection of the trainees and forwarding names to the P.S.
3.MFP Collection, processing, and marketing	<ul style="list-style-type: none"> i) Monitoring MFP collection activities in forest ranges, timely payment of collection charges. ii) Setting up of small-scale industrial units for value addition to MFPs. iii) Fixation of support prices for MFP procurement. iv) Establishment of godowns for storage of MFPs. iv) Strengthening of market intelligence and market extension. vi) Developing inter-linkages among institutions / organizations 	<ul style="list-style-type: none"> i) Organising item-wise MFP cooperatives like Tendu leaf, gum, etc. ii) Liaisoning with forest department for constitution of Joint Forest Management Committees for MFP regeneration, collection, processing and marketing. iii) Ensuring value addition to MFP before it leaves forest area. 	<ul style="list-style-type: none"> i) Organising pruning operation of Tendu / Kendu trees before the leaf plucking season starts. ii) Promoting collection of MFPs, primary processing and value addition to MFP before selling. iii) Ensuring timely payment and adequate collection charges to the MFP collectors. iv) Constitution of Joint Forest Management Society (JFMS)

ITEM: 8

Small Scale Industries including Food Processing Industries.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Industrial Resource potential survey and project formulation.	i) Formulation of SSI Projects by the DIC in coordination with KVIC / KVIB and other agencies based on industrial Resource Potential survey.	i) Assistance in industrial resource potential survey & project formulation.	i) Assistance in survey and project formulation. ii) Assistance in identification of skill, entrepreneurs, raw materials and possibilities of value addition.
2. Development of infrastructure	i) Establishment of small Industrial estates at suitable locations and development of other related infrastructural activities. ii) Identification of location and developing food-processing complexes.	i) Establishment of small rural industrial estates / complexes, industrial estates / complexes.	i) Identification of suitable locations for rural industries.
3. Entre-preneur Development	i) Organising entrepreneurial Development programmes (EDP) ii) Selection of entrepreneurs and encourage private investment. iii) Establishment of Industrial counselling centres, Information and guiding centers. iv) Assisting entrepreneurs in formulating viable projects and encouraging cooperative industrial projects.	i) Selection of entrepreneurs and encouraging private investment. ii) Interaction with Banks in the area for providing fixed capital and working capital.	i) Selection of entrepreneur in the monthly meetings of the village.
4. Credit and financial assistance from various Government Departments /Agencies and market linkage.	i) Providing information and guidance about credit facilities and other financial incentives. ii) Coordinating credit support activities of various financial institutions. iii) Help provide market linkage and fair returns.	i) Assistance in providing financial and other helps to the small industries ii) To motivate people for timely repayment of loans. iii) Help provide market linkage.	i) Liaison with Small Scale Industries located in the Village. ii) To motivate people for timely repayment of loans.

ITEM: 9

Khadi, Village and Cottage Industries.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1 Planning, Monitoring and Supervision.	i) Consolidate plans prepared by the PS for Khadi, Village and Cottage Industries including artisan activities. ii) To monitor and supervise the overall progress in this sector.	i) Preparation of plan for Khadi, Village and Cottage Industries and other artisan activities, integrating the schemes of other agencies such as KVIC / KVIB / Handloom / Handicraft Development.	i) To assist PS in identifying potential activities and development of projects. ii) Enumeration of the Units with annual updating.
2. Training and Skill Development	i) To establish / identify Training Centres for Skill Development.	i) To select beneficiaries for Training / Skill development and nominate them to	i) Identification of beneficiaries from the village for training in

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	ii) To allocate and sanction funds for Training and stipend to the trainees. iii) To identify appropriate technologies and arrange for their transfer to the workers.	training institutes / master craftsmen / women. I i) Pay stipend to the beneficiaries and honorarium / training cost to the trainers. iii) To transfer / upgrade of technology in different areas of production.	their monthly meetings.
3 Infrastructure Development.	i) To arrange supply of raw material, equipment, and other inputs to the workers. ii) Tie up arrangements for marketing of the products through Government and non-Government marketing agencies. lii) Setting up retail show rooms for the products. iv) To encourage cooperatives for production and marketing of products.	i) To supply raw material, equipment and other inputs to the beneficiary workers. ii) Coordinating the programmes of various agencies for infrastructure development such as construction of common work places / work sheds, market complexes. iii) Organising Cooperatives for production and marketing of the products.	i) To assist in distribution of raw material, equipments etc. ii) Allowing beneficiaries to use locally available raw material. iii) Construction of common work shed / work place and market complex.
4 Credit and financial support.	i) To ensure credit support through credit plan. ii) To monitor and supervise credit flow and financial assistance from other agencies to the cooperatives and individual units.	i) To ensure credit support. ii) To assist beneficiaries in formulating project plan. iii) To arrange for subsidy and financial support under various programmes to the beneficiaries. iv) To monitor, supervise and report progress.	i) Identification of beneficiaries for financial support under various programmes. ii) Assistance in the recovery of loan.

ITEM: 10
Rural Housing (including Indira Awas Yojana)

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1 Approval of Housing plan and sanctioning of fund for rural housing schemes.	i) Determining the design and unit cost for housing under different programmes keeping in view technical advice and beneficiaries' needs. ii) Approval of the list of beneficiaries and according sanction of funds for housing schemes. iii) Development and allotment of House sites. iv) Procurement and supply of building materials.	i) Compilation of beneficiary list and forwarding to ZP for approval. ii) Preparation of projects for rural housing. iii) Procurement / purchase of land for house-site distribution / development. iv) Distribution of building material. v) Constituting works committees for execution of housing projects.	i) Identification of beneficiaries and preparation of lists through Grama Sabha. ii) Assistance in allotment / distribution of house sites. iii) Constitute Beneficiaries Committees to execute the construction work. iv) Assistance in the distribution of building material.
2. Supervision and monitoring of rural housing schemes	I) Overall supervision and monitoring of construction of houses, quality of work and occupation of housing units.	i) Monitoring and supervision of construction / quality of works and use of material, etc.	i) Supervision of construction / quality of work, use of material and reporting progress & occupation.

ITEM: 11
Drinking Water

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Development of water supply system.	i) Formulation of major water supply schemes. ii) Technical appraisal and approval to the schemes proposed by the PSs and GPs. iii) Awarding contracts for the execution of major schemes (outside the PSs and GPs plans) iv) Establishment of water testing laboratories and control of chemical and biogenic impurities, training etc.	i) Identification and prioritization of villages for drinking water schemes and locating sites / spot sources. ii) Formulating projects and seeking technical approval from ZP. iii) Construction of schemes within the prescribed cost limits for PS. iv) Collection of water sample and getting it tested at laboratories and supply of materials for water treatment. v) Construction, management & maintenance of Rural Piped Water Supply Schemes & collection of water charges through G.Ps.	i) Identifying schemes and locations estimating cost and formulating projects through the involvement of Gram Sabha. ii) Construction of wells, tanks and village water supply schemes of its own and / or assigned by the ZP/PS. iii) Periodic chlorination of open wells, water treatment, ensuring proper distribution of water to all households in the villages.
2 Monitoring rural water supply schemes	i) Monitoring and supervision of progress, quality of work and target & achievement.	i) Monitoring and supervision of progress and quality of works,	i) Reporting progress and monitoring the scheme implementation.
3.Maintenance of water supply system	i) Maintenance of water system, vigilance against illegal tapping, misuse and other such problems.		i) Maintenance of drinking water schemes, collection of water charges and deployment of pump mechanic for cluster of pumps.

ITEM: 12
Fuel and Fodder

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1 Production of Fuel and Fodder	i) Awareness building for use of fuel-efficient devices and improved fodder species. ii) Consolidation / Assessment of fodder and fuel demands for the district. iii) Planning and coordination of fuel, fodder production activities.	i) Identification of wastelands / degraded lands for taking up fuel / fodder plantations. ii) Identification of sites for fodder nurseries. iii) Coordinating nursery establishment programme. iv) Distribution of fuel efficient wood stoves / smokeless chullhas	i) Assessment of fuel and fodder requirements. ii) Selection of species / sites for fuel / fodder plantations. iii) Identification of beneficiaries for fuel / fodder demonstration plots & for Minikits. iv) To undertake plantation activities. v) Maintenance and protection of fuel wood plantations / fodder plots in community / Panchayat lands. vi) Deciding mechanism and overseeing the distribution of fuel and fodder produce from community plots.

ITEM: 13

Roads, Culverts, Bridges, Ferries, Waterways and other means of communication

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Development of network and accessibility, roads, culverts and bridges.	<ul style="list-style-type: none"> i) Survey, technical feasibility, road alignment, and formulation of road development projects. ii) Approval, allocation and sanction of funds for roads covering more than one block including District roads. iii) To assist in acquiring land, assessment and in grant of compensation. iv) Awarding contracts, procurement of material / equipment for construction of roads and bridges. v) Monitoring the specifications of road / bridges and supervision of the quality of works. vi) To construct District roads /bridges. 	<ul style="list-style-type: none"> i) To identify villages as per MNP norms inaccessible by all weather road and formulate projects for construction of link roads (connecting more than one GP) ii) Survey, technical feasibility, approval, allocation and sanction of funds. iii) Acquiring land, assessment and grant of compensation. iv) Construction of roads covering more than one Grama Panchayat. v) Providing technical assistance for road construction projects proposed by GPs. vi) Monitoring the specifications of road / bridges and supervision of the quality of works and reporting progress to the ZP 	<ul style="list-style-type: none"> i) To assist in formulating road construction projects and obtaining approval through Gram Sabha. ii) Seeking technical advice / feasibility / approval from PS (engineers) allocation and sanction of funds beyond the limit of <u>sanctioning powers</u>, if any. iii) Construction of village link roads and village lanes through work committee and using village labour. (without contractors) However 10% supervision charges may be built into the estimate for the man in charge. iv) Monitoring and supervision of quality of works through work committee and reporting progress to PS. v) Construction of culverts through work committee and using skilled labour. vi) Organising Voluntary labour for community works.
2. Improvement and Maintenance of the existing roads /Culverts and bridges.	<ul style="list-style-type: none"> i) Conducting Traffic volume survey and identifying road sectors needing improvement in capacity. ii) Conversion of ordinary Z.P. roads into blacktopped roads. iii) Carrying out annual repair and maintenance of roads, culverts and bridges. iv) Approval, allocation and sanction of funds for all types of improvement and annual maintenance works and awarding contracts. v) Monitoring and supervision of the quality of works. 	<ul style="list-style-type: none"> i) Conversion of ordinary Panchayat Samiti roads into blacktopped roads. ii) Annual repairs and maintenance of roads, culverts and bridges. iii) Approval, allocation and sanction of funds for improvement and maintenance of PS roads. iv) Monitoring and supervision of the quality of works and reporting of progress. 	<ul style="list-style-type: none"> i) Assessing costs of improvement, repair and annual maintenance of village roads. ii) Raising funds (Government sources, own sources and donations) with the help of Grama Sabha. iii) Executing the works through work Committees.
3. Development of waterways, ferry services, etc.	<ul style="list-style-type: none"> i) Identification of waterways suitable for ferrying. ii) Construction of jetties for ferry services. iii) Purchasing ferries/ contracting private operators for ferry services. iv) Deepening and dredging waterways. v) Regulating & supervising ferry services 	<ul style="list-style-type: none"> i) Inspecting ferries / boats and maintaining vigilance on the services and traffic regulations. ii) Auctioning inter -GP ferry ghats annually or as decided by the PS. 	<ul style="list-style-type: none"> Identifying ferries / boats and their maintenance; vigilance on services, and auctioning ferry ghats within the GP.

ITEM: 14
Rural Electrification including Distribution of Electricity.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Expansion of electrification	<ul style="list-style-type: none"> i) To assess villages / hamlets / colonies not yet covered under electrification and formulating projects for their electrification in coordination with State Electricity Board. ii) Assisting State Electricity Board in the implementation of electrification. iii) Assistance for energisation of irrigation pump sets. iv) Monitoring and supervision of electrification. 	<ul style="list-style-type: none"> i) Assisting in obtaining power connection for poor, SC/ST families under various programmes. ii) Monitoring and reporting progress of energisation of irrigation pump sets. 	<ul style="list-style-type: none"> i) Finding land for installing electric transmission poles. ii) Collection of electricity charges for streetlights. iii) Monitoring Kutira Jyoti Schemes & enumeration of its progress.
2. Monitoring power supply	<ul style="list-style-type: none"> i) Ensuring power supply for agriculture during critical period. ii) Vigilance against power theft and illegal connection. 	<ul style="list-style-type: none"> i) Monitoring power supply for agriculture. ii) Assistance in checking power theft and illegal connections. 	<ul style="list-style-type: none"> i) Reporting power supply position during prime crop season. ii) Vigilance and reporting against power theft and illegal connections.

ITEM: 15
Non-Conventional Energy

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Assessment of energy requirement for the district as a whole.	<ul style="list-style-type: none"> i) Consolidate PSs plans for energy requirement and supply through non-conventional means 	<ul style="list-style-type: none"> i) To Formulate projects for use of non-conventional sources of energy in the PS. 	<ul style="list-style-type: none"> i) To assist PS in identification of potential sources of non-conventional energy devices like gobar gas, bio-mass, solar energy and wind energy
2. Promoting non-conventional source of energy, which includes installations of solar panels, wind mills and gobar gas plants and extension education.	<ul style="list-style-type: none"> i) To promote non-conventional energy devices / sources. ii) To promote and popularize energy saving devices. iii) To coordinate different agencies including NGOs for promotion of alternative sources of energy. iv) To mobilize beneficiaries for training. 	<ul style="list-style-type: none"> i) To procure and supply material, equipments, etc. for the projects. ii) To assist in identifying suitable locations and select individual beneficiaries for installation of community as well as private source of energy. iii) To train users in the maintenance of non-conventional energy devices. iv) To monitor and supervise the operation and functioning of the projects. 	<ul style="list-style-type: none"> i) To assist in identification of beneficiaries for individual biogas plants and other devices. ii) Monitoring functioning of the devices.

ITEM: 16
Poverty Alleviation Programmes.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1.Planning and implemen- tation of Poverty Alleviation programme s	<ul style="list-style-type: none"> i) Scrutiny and consolidation of PS plans for Poverty Alleviation Programmes and approval and allocation of funds. ii) Release of funds to Banks for subsidy adjustment. iii) Coordination with other departments / agencies. iv) Development of training infrastructure. v) Allocation of funds for training and stipend for trainees. vi) Formulation of credit plans through Banks. vii) Procurement and supply of quality assets / machinery / equipments for beneficiary schemes. viii) Developing marketing infrastructure / marketing net work / tag up arrangements for the DWCRA/SHG products, ix) Prepare plan for poverty alleviation programmes at district level. X) Assist in extending technical assistance for planning at Village Panchayat and P.S. level. xi) To supervise and review implementation of different Poverty Alleviation Programmes. xii) To review schemes implemented in Drought Prone Areas. xiii) To supervise and review Development of Women and Children in Rural Areas (SHG). xiv) Decentralise planning may be arranged by the Zilla Parishad in active cooperation with P.S. and District Planning Committee. xv) To review and supervise schemes implemented under the grants recommended by the Central Finance Commission. 	<ul style="list-style-type: none"> i) To assist the village Panchayats in providing technical and managerial assistance for implementation of schemes. ii) Implementation of the schemes entrusted to Panchayat Samities. iii) Collection and distribution of data regarding development and management at the district level. iv) Assist in the evaluation of schemes. v) Preparation of plans at the block level under Swarnjayanti Swarozgar Yojana for filling up gaps in technological tie-up, training, strengthening infrastructure and market facilities. Also assist village Panchayats in organizing Self Help Groups and implementing cluster strategies. vi) To review the plans prepared by the Village Panchayats and accord technical approval and assistance vii) To draw action plans and get the technical approval and fund allocations under Land Development Schemes. viii) Panchayat Samities can implement the schemes with the help of Village Panchayats and integrate other programmes with the Poverty Alleviation Schemes. ix) To assist in supervision of works under District Decentralised plan and to furnish particulars to the District Panchayats. x) Planning and implementation of infrastructure development by the rural local bodies. xi) Planning and implementation of Integrated <u>Rural Sanitation</u> 	<ul style="list-style-type: none"> i) Identification of beneficiaries under Swaranjayanti Swarozgar Yojana and other individual beneficiary oriented schemes with the approval of Grama Sabha. ii) Implementation of Jawahar Grama Samridhi Yojana (JGSY) and other employment generation programmes entrusted to the Village Panchayats. iii) To inform the PS and ZP and the concerned district level officers about the misuse of assets, grant and loan by the beneficiaries, if any. iv) To utilize the entire allocation under "Jawahar Grama Samridhi Yojana" for the development of infrastructure in the village Panchayat as per guidelines. v) To assist PS for the distribution of Identity Cards under Employment Assurance Scheme and put up information boards about all the works taken up under Employment Assurance Scheme. vi) Assisting the Panchayat Samiti in preparation of plans for poverty alleviation schemes and development schemes. vii) Assisting for the finalization of schemes / works under Decentralized District Plan at district level. viii) To assist in the selection of beneficiaries under Drought Prone Areas Programme. ix) Identification of eligible beneficiaries under different housing schemes. x) To ensure proper utilization of funds of Central Finance Commission xi) Identification of beneficiaries under Central <u>Rural Sanitation Programme</u> and provision of Drinking Water Schemes. xiii) To arrange live

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	xvi) To review implementation of Rural Sanitation and Water Supply scheme. xvii) To implement and supervise Employment Assurance Scheme. xviii) To review of Central Rural Sanitation Programme. xix) To Plan and review schemes under which Biogas plants are to be set up for individual and community. xx) To undertake Planning and review of smokeless chulhas scheme and National Project on Improved Chulhas.	and Water Supply Scheme. xii) To arrange practical demonstration under smokeless chulha scheme and National Project on improved Chulha programme.	demonstration under smokeless chulhas scheme and undertake identification of beneficiaries under National Project on Improved Chulha Programme.
2. Wage Employment Programmes.	i) Preparing shelf of projects and disaggregating PS and GP –wise. ii) Formulating projects (outside PS /GP Plans) iii) Assigning projects to PSs, GPs, NGOs and various other agencies / departments for execution. iv) Approval, sanction and release of funds to PSs and GPs and other organizations for the execution of ZP projects. v) To release funds to PSs and GPs as per prescribed norms. vi) Provision of funds for maintenance of the assets created under JGSY/EAS etc. vii) Inspection of muster rolls, quality of works and wage material ratio as per guidelines in Projects executed by P.S. & G.P. viii) Monitoring and supervision of the progress of the programmes. ix) Submitting quarterly returns and utilization certificates to Gol and State Government for release of next instalments.	i) Formulating projects with PS funds. ii) Scrutinizing and technical approval of GP Projects. iii) Procurement and supply of materials for projects. iv) Technical assistance to GPs for executing projects. v) Execution of Projects (outside GP plans) vi) Inspection of muster rolls, quality of works and assets created, and mandays generated by Projects executed by PS and GPs. vii) Submitting quarterly returns and utilization certificates to ZP.	i) To assist in identification of labourers in the village(s) requiring wage employment through Grama Sabha, listing them and providing employment cards to the beneficiaries. ii) Formulating projects and approval through Grama Sabha and seeking technical approval from PS. iii) Constituting work Committee for execution of works / projects. iv) To ensure employment to all in the village. v) Distribution of projects / works as per guidelines. vi) Monitoring and supervision of quality of works, assets created and mandays generated.

ITEM: 17

Education including Primary and Secondary Schools.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Expansion and Development of Educational facilities.	i) To assess the requirements of schools, teachers, equipments etc. in the district and plan for them. ii) Maintenance of Secondary School buildings and related infrastructure. iii) Supervision and monitoring the quality of educational services. iii) Supervision and monitoring the quality of education services. iv) Campaign for full enrollment and reduction of dropouts.	i) To supervise the functioning of primary and upper primary school. ii) Supply and distribution of materials and equipments to all schools. iii) To assess the drop out position and initiate appropriate action to reduce it.	i) To ensure full enrolment of school age children. ii) Maintenance of Primary (including Upper Primary) School buildings, play grounds, & related infrastructure. iii) Vigilance on regular attendance of teachers and students and reporting to the concerned.
2. Establishment and Maintenance of Hostels, and other welfare measures for target group students.	i) Assess requirement of Hostels for target group students and plan for them. ii) Maintenance of hostels. iii) Supply of school uniforms, books, etc, for target group students.	i) Distribution of school uniforms books and other materials to the target group students. ii) To assist in the maintenance of hostels. iii) Ensure regular release of funds for the hostels for target groups.	i) To assist PS in the distribution of study material to the target group students. ii) To assist in the maintenance of hostels and ensure regular supply of quality food. iii) To implement midday meal scheme in schools with supplementary resources wherever necessary.

ITEM: 18

Technical Training and Vocational Education

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Establishment and maintenance of I.T.Is.	i) Establishment and maintenance of predominantly with rural bias I.T.Is. ii) Assessment of the need for technical training and plan for the same. iii) To assess vocational education needs and promotional activities. iv) Supervision and monitoring of the functioning of I.T.Is.	i) Aptitude test for the selection of students under various trades and recommendation for admission and placement.	
2. Promotion and identifying suitable courses for vocational education according to the needs	i) Selection of courses for vocational education and identifying schools / centres for important courses. ii) To motivate students for vocational education. iii) To supervise and coordinate the functioning of the Apprentice Act,	i) To assist in the promotion of vocational education in the schools / centers. ii) Selection of candidates / students for vocational courses.	i) To assist in identification and recommendation of eligible candidates for vocational education / training.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
and potential of different areas in the district.	1961.		

ITEM: 19
Adult and Non-Formal Education.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Planning and implementation of adult and non-formal education and Total Literacy Campaign (TLC)	<ul style="list-style-type: none"> i) Identification of suitable locations for establishing adult education centers. ii) Selection of volunteers and supervisors for teaching and maintenance of the centres. lii) Procurement and supply of all relevant infrastructural and educational material to the centres. iv) Supervision and monitoring of the activities & post literacy evaluation. v) Organizing total literacy campaigns. 	<ul style="list-style-type: none"> i) Implementation of Adult, non-formal education programmes and total literacy campaigns. ii) Distribution of material to the centres. iii) Supervision and monitoring of the functioning of the centres. 	<ul style="list-style-type: none"> i) To help in mobilizing people for participation in Adult education and TLC. ii) To supervise & monitor functioning of the centres and ensure regularity of learners and volunteers.

ITEM: 20
Libraries

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Establishment and maintenance of libraries.	<ul style="list-style-type: none"> i) Planning for establishment of new libraries and improving the existing libraries. ii) Supervision & maintenance of libraries. iii) Procurement and supply of books, reading material and popular literature for all libraries including libraries of Secondary Schools.. 	<ul style="list-style-type: none"> i) Assistance in the maintenance and functioning of libraries. ii) Providing mobile libraries to GPs and Villages where library facility is not there. 	<ul style="list-style-type: none"> i) To assist in the construction of library building. ii) Up-keep of library. iii) To raise donations for and collection of books for library. iv) To subscribe vernacular newspapers and magazines.

ITEM 21
Cultural Activities.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1.Promotion of Cultural Activities.	<ul style="list-style-type: none"> i) To guide, encourage and organize cultural programmes. ii) To utilize available popular media for cultural affairs. iii) To organize youth festivals & sports events. 	<ul style="list-style-type: none"> i) Organising local festival with the help of Grama Panchayats. ii) To plan and organize sports and cultural meets with the help of local organizations and voluntary efforts. 	<ul style="list-style-type: none"> i) Organizing sports, festivals and cultural events in the villages. ii) Using folk media for strengthening of national integration, family planning campaign, literacy,

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	iv) Establishment of sports complex theatre and other infrastructure. v) To identify and mobilize sponsors for cultural and sports events and youth festivals. vi) Supervision of the functioning of Nehru Yuvak Kendras.		sanitation, etc. iv) Arrangement of folk media cultural items of the locality in the monthly meetings of the villages.

ITEM 22
Markets and Fairs

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Identification of location and development of market yards, and marketing complex	i) Identification of locations and development of market yards and infrastructure for marketing rural products and formulating projects.	i) Development and maintenance of agricultural marketing yards. ii) Development and maintenance of places for fairs / shandies and weekly markets. iii) Taking over activities from Regulated Marketing Committees established or taken over under Orissa Agricultural Produce Markets Act, 1956..	i) Development and maintenance of places for village fairs / weekly markets. ii) Construction of market complex within the Grama panchayat.

ITEM 23
Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
A. Health Care	i) Health Care planning through the Health Committee. ii) Provision of physical infrastructure. iii) To coordinate communicable diseases related programme (e.g. TB, Leprosy) with the State. iv) To coordinate construction, maintenance and supervision of Primary Health Centres (PHC) v) Maintenance of District ISM (Indian System of Medicine) hospitals vi) Monitoring, review and evaluation of all programmes. vii) Periodic conduction of Epidemiological surveys. viii) To promote school health programmes.	i) To assist in supervision and maintenance of sub-centres and deployment of field staff. ii) Supervision of mid-day meals scheme for school children. iii) To organize health & family welfare camps and conduct demonstration-cum-exhibition programmes on health, family welfare and sanitation. iv) Coordination / supervision of construction of sanitary latrines.	i) To assist in formation of Village Health Committees comprising Panchayat members, representatives of villagers, Village Health Guide (VHG), Trained Birth Assistant (TBA) and Multi purpose Health Workers (MHWs). ii) Upkeep of village sanitation (cleaning of roads, drainage etc.) iii) Mobilizing and organizing people for health, family planning and immunization camps. iv) Maintenance of birth and death registration regularly with the help of Anganwadi workers / school teachers and / or concerned Ward Member and handing over the information monthly to

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	ix) To organize health awareness rallies and camps.		PHC in-charge. v) Discuss health related problems in the Panchayat meetings.
B. Sanitation	i) Planning of rural sanitation programmes. ii) Promotion of Information, Education and Communication (IEC) campaigns. iii) Coordinate epidemic Control Programmes.	i) Organization / supervision of sanitary marts. ii) Formulating plan for the assistance in the construction of sanitary latrines. iii) To assist in supervision of Indian Systems of Medicine (ISM) dispensaries. iv) To assist in inspection / Assessment of quality of public health inputs and services.	i) Chlorination of village tanks and wells and spraying of DDT / BHC in houses. ii) To assist in construction of individual sanitary latrines. iii) Reporting out break of epidemics. iv) To assist & coordinate emergency (floods etc) Medical Relief Services.

ITEM 24
Family Welfare.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Maternal and Child Health (MCH) Centres.	i) Planning for Family Welfare (FW) Programme. ii) Establishment and maintenance of MCHs. iii) To supply medicines, equipments to MCH. iv) Training of mid-wives and para-medical functionaries. v) To coordinate with State / International Agencies & provide Immunization services. vi) Propagation of family planning methods, procurement supply and distribution of contraceptives. vii) Organizing family planning and immunization camps. viii) To identify and approve NGOs for FW. ix) Organize IEC Health and FW promotional campaigns. x) To promote school health programmes. xi) Planning, supervision and monitoring of ICDS. xiii) Procurement, supply and distribution of meals for children, medicines and equipments for ICDS centers. xiii) Training of ANMs and others. xiv) Liaisoning with State /	i) Distribution of medicines equipments, and family planning materials to the centers. ii) Propagating and creating awareness about maternal and childcare, immunization and family planning schemes. iii) To coordinate / assist in monitoring and supervision of family welfare and family planning services. iv) Assistance in organizing family planning and immunization camps. v) To organize IEC / Health and FW promotion campaigns. vi) To promote school Health Programmes. vii) To coordinate / assist in maintenance of ICDS and Anganwadis. viii) Distribution of materials, medicines and equipment to ICDS centres. ix) Assistance to beneficiaries, mothers and children. x) Arrangement for Block level meetings to award prize for the least growth of population among the G.Ps annually.	i) To motivate people to opt for small family norm. ii) To identify beneficiaries under National Family Benefit Scheme. iii) Selection of beneficiaries for National Maternity Benefit Scheme. iv) Declaration of prizes for one child norm. v) To organize health camps periodically for family planning, eye, etc.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	National level Health programmes.		

ITEM 25:
Women and Child Development

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1.Socio economic development of women	<ul style="list-style-type: none"> i) Promotion of equal opportunity to women in all sectors of development – social economic and political. ii) Mobilizing social support against social evils like dowry, sex determination, gender biases like killing girl child at birth, discrimination in educating girl child, etc. iii) Promotion of opportunities for women to engage themselves in income generating activities. iv) Protecting the interests of the women workers in the unorganized sector. v) Ensuring payment of minimum wages to the women agricultural labourers. 	<ul style="list-style-type: none"> i) To propagate the message of equal opportunity to women in all sectors of development. ii) Mobilizing social support against social evils discriminating women. iii) Identifying income generating activities for women. 	<ul style="list-style-type: none"> i) Awareness generation among women about their rights. ii) Promoting self help groups of women for thrift & income generation. iii) One monthly meeting in each of the villages every year on women and child development matters with subject experts, NGOs and superior officers.
2.Maternity benefit	<ul style="list-style-type: none"> i) To help pregnant women receive maternity benefits under the National Maternity Benefit Scheme. 	<ul style="list-style-type: none"> i) Awareness generation among women about maternity benefit scheme, proper age of marriage and small family norm. 	<ul style="list-style-type: none"> i) Identifying pregnant women eligible for maternity benefit scheme and disbursement of benefits.
3.Development of Women and children in Rural areas.	<ul style="list-style-type: none"> i) To supervise, guide and support the District level officials concerned with the implementation of programmes. ii) Preparation of district annual action plan through consolidation and aggregation of village and block level plans. iii) Resource appraisal and market surveys to identify the demand based income-generating activities. iv) Preparation of annual action plan in line with the credit plan. v) Ascertaining the availability of funds for women and children. vi) Assist on identification of 	<ul style="list-style-type: none"> i) Preparation of annual action plan. ii) Implementation of the programme in Grama Panchayats. iii) Implementation of welfare programmes in Grama Panchayats. iv) To assist Grama Panchayats in organizing training programmes/ workshops and meetings. v) To ensure convergence of services in coordination with other departments at Grama Panchayat level. vi) Mobilizing and organizing women through NGOs for implementation of the programmes. 	<ul style="list-style-type: none"> i) To assist in development of data base for women and child development programmes. ii) Preparation of annual action plan. iii) To assist DRDA / Panchayat Samiti in identification of women beneficiaries. iv) To assist in identification and selection of demand based income-generating activities for women groups. v) To assist in conducting credit camps to provide access to credit for women groups from financial institutions. vi) To assist in organizing self help, thrift and credit groups as an entry point to the programmes.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	<p>active NGOs for the implementation of the Programme.</p> <p>vii) Ensure coordination in bringing about convergence of services.</p> <p>viii) Setting up of infrastructure facilities to support the programmes.</p>		<p>vii) Assist in conducting training programmes in (SGRY / SGSJSY).</p> <p>a. awareness building</p> <p>b. gender sensitization</p> <p>c. Leadership and</p> <p>d. Skill development.</p> <p>viii) Maintenance of infrastructure facilities like drinking water, sanitation, Anganwadi centre, Primary School, common work shed and providing accommodation for front line workers.</p> <p>ix) Assist in ensuring convergence of services to women groups, literacy, health, immunization and family welfare.</p> <p>x) Assistance to women groups in procurement of raw materials.</p>
4. Integrated Child Development Scheme	<p>i) Supervise, guide and support Services (for implementation of the ICDS projects.</p> <p>ii) Construction of Anganwadi Centres in the Grama Panchayats.</p> <p>iii) Monitor the functioning of the Scheme in the district.</p> <p>iv) Promote people's participation in programmes through involvement of local leadership.</p> <p>v) Coordination with the District Collector for elimination of child labour.</p>	<p>i) To supervise the project staff of women and child welfare department.</p> <p>ii) Assist the officers concerned with the programme in procurement and distribution of nutrition material and other medical supplies.</p> <p>iii) Provide infrastructural facilities and other logistic support to facilitate implementation of the programme.</p> <p>iv) Identification of child labour working in hazardous and other occupations with the help of Grama Panchayat.</p>	<p>i) Assist ICDS staff working in the Panchayat Samities.</p> <p>ii) Assist in selection of beneficiaries.</p> <p>iii) Assisting in selection of sites for locating Anganwadi centres.</p> <p>iv) Ensure community participation through organizing regular meetings.</p> <p>v) Supervision & control of Anganwadis.</p> <p>vi) Involving women Grama panchayat members in supervising the functioning of the Anganwadi centres in: Attendance in the center, maintenance of cleanliness and hygiene, Supplementary nutrition in terms of dietary schedule and timings, Ensure proper child care and meet educational needs, Ensure regular health check up and immunization, Assist in the distribution of nutrition and regular health check up.</p>

ITEM: 26

Social Welfare including welfare of the handicapped and mentally retarded.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
Welfare of the Disabled.	<ul style="list-style-type: none"> i) Survey of disabled persons in the district and their classification according to the nature of disability. ii) Making available text books in Braille to the visually handicapped children in the schools. iii) Providing ramps for facilitating easy access and mobility to disabled persons in buildings and public places, especially for people on wheel chair and persons with visual disabilities. iv) Inspection, supervision and monitoring of the voluntary organization in the district receiving grant-in-aid from the Ministry of Welfare, Government of India for rehabilitation of persons with disability. v) Identification and promotion of voluntary organizations receiving grant-in-aid from the Central Government for rehabilitation of leprosy patients. vi) Identification of voluntary organizations and assisting them to set up Special Schools for the disabled persons with grant-in-aid from the Ministry of Welfare. vii) Coordination with the organizations and the government in getting assistance for purchase of Aids and Appliance for the Disabled persons. viii) Coordination with the Social Employment Exchanges and Vocational rehabilitation Centres for assisting the disabled persons towards their employment. ix) Coordination with the District Rehabilitation Centres (presently 11 in the country spread over 198 blocks covering a population of 39.9 million) for providing rehabilitation 	<ul style="list-style-type: none"> i) Identification of disabled persons in consultation with Grama Panchayat and coordination with the ZP for their rehabilitation. 	<ul style="list-style-type: none"> i) Identification of disabled persons and sponsoring them to CDMO for necessary certification. ii) Coordinate with ZP for their education, training and rehabilitation iii) Supervise such centres in the GP for physically handicapped and mentally retarded. iii) To maintain the records of such disabled persons and update them regularly.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	<p>services to the disabled persons.</p> <p>x) Organising Sports Meets and Cultural Programmes for people with disabilities.</p>		
2. Street Children	<p>i) Identification of street children suffering from destitution, neglect, abuse and exploitation and helping them in getting integrated community based non Institutional basic services through N.G.Os</p>	<p>i) Identification of street children and Coordination with the Zilla Parishad for their development.</p>	<p>i) Assist in identification of street children and coordination with the P.S and Z.P. for their rehabilitation and development.</p>
3. Adoption of Children	<p>i) Identifying voluntary organization which deal with the adoption of destitute, abandoned, orphaned and relinquished children by giving the child for growth and development to parents other than the child's biological parents, and help in the adoption of orphaned children.</p>	<p>i) Identification of parents willing to adopt a child and coordination with Z.P. for the growth and development of the children.</p>	<p>i) Assist in identification of parents willing to adopt child and coordination with the P.S. and ZP for their growth and development.</p>
4. Welfare of the Aged.	<p>i) Identifying the destitute aged persons and helping them in taking shelter in the voluntary organizations which receive grant-in-aids from the Ministry of Welfare / State Governments for running and maintaining Old Age Homes and for giving old age pension.</p>	<p>i) Coordination with the Panchayats for maintenance of the aged and giving old age pension.</p>	<p>i) Assist in identification of the aged and coordination with the PS and ZP for their maintenance and giving old age pension.</p>
5. Drug use Prevention.	<p>i) Building awareness and educating people about ill effects of the drug abuse and taking steps for prevention.</p> <p>ii) Assisting the drug addicts through a well rounded up programme of motivation, counseling, treatment, follow up and social reintegration of cured drug addicts at the Counselling Centres for the drug addicts run by the voluntary organizations for which they get grant-in-aid from the Welfare Ministry.</p> <p>iii) Taking the drug addicts to the Counselling Centres, de-addiction Centres, aftercare centres, de-addiction camps and awareness generating</p>	<p>i) Building awareness and educating people about ill effects of the drug abuse and its prevention.</p> <p>ii) Coordination with the Zilla Parishad for their rehabilitation.</p> <p>iii) Taking the drug addicts to the Counselling Centres, de-addiction Centres, aftercare centres, de-addiction camps and awareness generating camps for their rehabilitation</p>	<p>i) Assist in building awareness and educating people about ill effects of the drug abuse, and its prevention.</p> <p>ii) Coordination with the Zilla Parishad and Panchayat Samiti for the rehabilitation of the drug addicts.</p> <p>. iii) Taking the drug addicts to the Counselling Centres, de-addiction Centres, aftercare centres, de-addiction camps and awareness generating camps for their rehabilitation</p>

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	camps for their rehabilitation.		
6. Juvenile Justice Administration	i) Promotion of care, protection, treatment development and rehabilitation of neglected / delinquent juveniles at the Special Home and Juvenile Homes and Observation Homes.	i) Identification of neglected / Juveniles and coordination with the Zilla Parishad for their rehabilitation.	ii) Assist in identification of neglected / juveniles and coordination with Panchayat Samiti and Zilla Parishad for their rehabilitation.

ITEM 27

Welfare of the Weaker Section and in particular, of the Scheduled Caste & the Scheduled Tribes.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Eradication of untouchability	i) Coordination with the Welfare Ministry, GOVT. OF India and Home and Social Welfare Departments of the State and Police Officers, Judicial Officers, Committee Members, for implementation of the provisions of the PCR Act 1995. Assist Victims in getting legal aid. iii) Supervising survey of untouchability prone areas. iv) Promoting inter-caste marriage and giving incentives. v) Making efforts for doing publicity about the provisions of the PCR Act. vi) Translation of the P.C.R Act, 1995 in regional language.	i) Organizing survey of untouchability prone areas. ii) Selection of Grama Panchayats doing good work in the area of removal of untouchability for giving awards. iii) Opening camps to create awareness about the provisions of the PCR Act, 1995 iv) Celebration of 'Removal of untouchability week' on 2 nd October every year. v) Screening of films in the rural areas on eradication of untouchability for creating awareness about the various socio-legal measures.	i) Reporting to the police for necessary action when any of the following discriminatory practices is noticed in the matter of; accessibility to common drinking water source, burial ground, using separate utensil in village tea stall, entering places of worship, refusal to offer services by barber and washerman, taking marriage processions (Barat). ii) Assist in distributing copies of the PCR Act, 1995 translated in regional languages. iii) Mobilizing the village community and helping in elimination of untouchability.
2. Curbing Atrocity against SC/ST	i) Coordination with the Welfare Ministry, Government of India, and Home and Social Welfare Department of the State Government and Police Officers, Judicial Officers, Committee Members, for enforcement of the SCs & STs Atrocities (Prevention) Act, 1980. ii) Assist victims in getting legal aid. iii) Supervising survey for identification of atrocity prone areas. iv) Giving wide publicity about the provisions of the SC &	i) Organizing survey of atrocity prone areas. ii) Organizing camps for creating awareness among people and the provisions of the Act.	i) Ensuring protection of the crops raised by the SCs /STs ii) Assisting in ensuring physical possession of the lands distributed to the SCs/STs under the ceiling surplus law especially when the allotted land happens to be irrigated one. iii) Ensuring that members of the SCs are not forced to perform undignified traditional occupations like lifting of Carcasses, beating of drums, digging of burial pits etc. iv) Assisting in ensuring that tribals are not harassed by

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
	<p>STs Atrocities (Prevention) Act, 1989.</p> <p>v) Monitoring disbursement of monetary relief to the victims of atrocity at the prescribed rates.</p> <p>vi) Translation of the SC & STs Atrocities (Prevention) Act, 1980 in regional language.</p>		<p>forest, police, revenue, excise etc. officials while collecting minor forest produce and fuel wood, etc.</p>
3. Educational Development	<p>i) Monitoring and review of disbursement of scholarships to SC/ST students with special reference to Pre-matric scholarships to the children whose parents are engaged in vulnerable /unclean occupations.</p> <p>ii) Monitoring construction of buildings for the Boys Hostels, Girls Hostels for SC/ST students.</p> <p>iii) Supervising and monitoring the functioning of coaching and allied schemes for SC/ST students.</p> <p>iv) Promotion of literacy among tribal girls in low literacy pockets.</p>		
4. Economic Development.	<p>i) Planning and monitoring of schemes under Special Component Plan (SCP) for all the divisible sectors of development at the district level, like rural development, agriculture, education, health and family welfare, industries, rural electrification, public health and engineering etc.</p> <p>ii) Monitoring implementation of tribal development programmes under Tribal Sub-Plan.</p> <p>iii) Monitoring implementation of SC/ST components of self-employment wage employment, rural sanitation programmes etc.</p>	<p>i) Supervising implementation of Special Component Plan of all divisible sectors of development at the block level.</p> <p>ii) Assisting in preparation of tribal development programmes for families identified / groups and infrastructure development schemes at the Block /ITDP /ITDA level.</p> <p>iii) Preparation of development projects for primitive tribes, and monitoring its implementation.</p> <p>iv) Supervising implementation of SC/ST components of self employment wage employment, rural sanitation programmes etc.</p>	<p>i) Assist in implementation of Sectoral schemes under special component plan at village level.</p> <p>ii) Assist in ensuring proper implementation of programmes / schemes under Tribal Sub-Plan and primitive tribes development projects.</p> <p>iii) Assist in identification of families among SC/ST for assistance under self – employment, wage employment and rural sanitation programmes, etc.</p>

ITEM: 28
Public Distribution System.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1.Availability and movement of	i) To coordinate the implementation and review	i) Assist in monitoring of movement and availability of	i) To supervise issue price of commodities, scale of ration

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
essential commodities and demand assessment under PDS programme.	the availability and movement of essential commodities and assess the demand of additional commodities based on the needs of local area. ii) To plan / prepare a district map on PDS outlets and coordinate all schemes under the guidance of the State Government.	essential commodities in Panchayat Samiti area. ii) Plan / prepare a Block / Samiti map on PDS and to coordinate all schemes under the guidance of ZP.	per head per month and frequency of distribution of PDS items during the month. ii) To make Fair Price Shop answerable to Grama Sabha iii) To run F.P.S. (retail outlets) where necessary.
2. Transport, storage and delivery system.	i) Assess storage requirements, selection of locations and establishment of new godowns / ware houses. ii) To open new ration shops. iii) Issue of new ration cards and elimination of bogus cards. iv) Selection of Storage Agents.	i) Assist and to coordinate the opening of FPS in its jurisdiction. ii) To assist and arrange transport and storage facilities for timely delivery to fair price shops. iii) To assess / ensure the coverage of consumers by FPS specially weaker sections. iv) Panchayat level action plan for issuing new ration card and elimination of bogus cards.	i) Assisting in proper distribution of essential commodities by FPS under the overall guidance of PS. ii) Certify proper distribution of essential commodities by FPS. iii. Assist in planning and preparation of new ration cards, identification of bogus cards and their elimination. iv) Assist P.S in selection of sites / location /dealers for new FPS.
3. Vigilance and enforcement Agencies and redressal of public grievances.	i) To coordinate action for redressal of public grievances inquiring into matters and taking necessary actions. ii) Strengthening vigilance on the movement, delivery and quality of commodities.	i) Enquire into public complaints, assist in vigilance against hoarding and diversion of the commodities. ii) Ensure delivery of commodities in remote areas by mobilizing local resources /finances.	i) Assist in constituting village level vigilance committee, inspect FPS, report irregularities and other malpractices.
4. Linking PDS with Poverty Alleviation Programmes (JRY, EAS, etc)	i) Assessing demand for food grain for distribution as a part of wages under JRY, EAS, etc. ii) Arrange for transport and supply of required quantity to Grama Panchayats. iii) Maintain, vigilance in the supply and distribution of food grains as part of wages.	i) Collect demand from GPs for ration to be distributed as part of wages. ii) Ensure supply and distribution of required quantity of ration to the Grama Panchayats. iii) Monitor movement and distribution of food grains to the beneficiaries and report / initiate action against irregularities / malpractices.	i) Assist in assessing the quantity of food grains required. ii) Assist in procurement and distribution of ration to the beneficiaries. iii) Maintaining vigilance on quantity and quality of ration distribution to the beneficiaries. iv) Reporting against malpractice / irregularities.

ITEM 29

Maintenance of Community Assets.

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
1. Development and Maintenance of Community	vii) Prepare & maintain inventory of community assets & current status thereof.	i) Prepare & maintain inventory of community assets & current status thereof.	i) Prepare & maintain inventory of community assets & current status thereof ii) Development and

Activity	Distribution of functions		
	Zilla Parishad	Panchayat Samiti	Grama Panchayat
assets.	ii) Assessment, allocation and sanction of funds for maintenance of ZP assets. ii) Development and maintenance of endowment assets / commercial assets like buildings, shopping complex land, exhibition grounds, marketing yards, etc. owned by ZP. iii) Fixing tax rates, user charges and rent for commercial assets. iv) Sale, lease and transfer of assets. v). Collection of taxes, user charges, rents etc. vi) Vigilance against misuse encroachment, damage and loss to the assets. vii) Raising funds, donations and other means for development maintenance of community assets under ZP.	ii) Development and maintenance of endowment assets / commercial assets like buildings, shopping complex land, exhibition grounds, marketing yards, etc. owned by ZP.	maintenance of endowment assets / commercial assets like buildings, shopping complex land, exhibition grounds, marketing yards, etc. owned by ZP.

FUNCTIONS OF URBAN LOCAL BODIES

4.59 Out of five primary functions of Municipal governance, i.e. (i) Conservancy, Cleaning (ii) Drainage & Sewerage (iii) Roads (iv) Street Lighting & (v) Safe Drinking Water supply, the first one is most important. Town / City dwellers have virtually little time to look after the cleaning of their respective streets, roads and surroundings. They want their local Government to take care of that & are willing to pay for it. The existing drains, roads and streets must be kept clean always. Both Urban Local Bodies and users have responsibility in this particular functional area. The workmen of the Urban Local Body make the drains, streets and Roads clean- dirt free and debris free. The stagnant water inside the Ward and any left over collection of water outside and inside the family campuses are treated to make them free from mosquito breeding. Users- both residents and casual visitors should refrain themselves from making streets / roads / parks and drains unclean. To inculcate this habit, provision of stringent punishment should be made against wrong doers both in IPC and Municipal law.

4.60 Solid Waste Management is an important functional area where skill and sincerity are an imperative need. Solid Waste Management involves five stages: – 1 Cleaning; 2. Collection; 3. Carriage; 4. Disposal and 5. Treatment.

4.61 A broad outline of cleaning procedure deserves mention here. The details are to be worked out by respective Councillors / Corporators and Sanitary Inspectors. The decisions on detailed working modalities depend upon their exposure, experience and convenience. But in broad outline – the town is divided into three operational areas: (i) First, the daily mandi where the vendors and retailers collect everyday during the small hours of the morning. These areas are cleaned before 3.00 A.M. in the morning much before the vendors gather. Some Mandi areas require water cleaning. That is about one hour's work (ii) Second, the Bus Stand, Taxi, Auto and Rickshaw Stands. These areas should be cleaned in between 4.00 to 5.00 A.M, as both – Vehicles and Passengers gather at 5 .00 A.M. (iii) Third, come streets, by-lanes and roads. These places require two-stage operation. Between 5.00 A.M. and 7.00 A.M. streets, by-lanes and roads need to be made perfectly clean and after 8.00 A.M. house hold wastes need to be collected from their respective door step bins / baskets. The hospital effluents / wastes are to be carried to the incinerators daily. Each house hold is to be

instructed (with authority) to keep their wastes in defined different baskets: A. for plastics; B. for nails and metallic foils; C. for degradable waste. Street and Drain collections should also be segregated in similar manner. Wheelbarrows are usually used to carry these wastes to the collection posts. These carriers are not really carriages. Carriage can be effected straight from the cleaning spots. In the lanes and by-lanes where four wheelers are inconvenient to ply or cause inconvenience to other commuters, three wheelers with stairs of baskets may be used to collect household wastes or even collections from streets and drains. The empty baskets / bins/ buckets may be kept at the appropriate places / doorsteps and the waste boxes be lifted to the disposal grounds. In posh areas, trucks / tractors with several storeys of baskets / boxes can be used. Or else, the wheelbarrows with wastes be pushed to the Collection Posts. Normally such posts should not be further than 500 metres from the cleaning places. The road cleaning can be done mechanically as well. Collection posts can be handled manually or mechanically. The collection posts shall be so chosen as not to cause any irritations to the passers by or emit any bad odour to stand with. The disposal ground should be well covered with high walled boundaries and the different wastes mentioned above be deposited at distinctly different places. The degradable wastes can be treated for quick decomposition and conversion into organic manure. Vermiculture or any other methodology may be deployed subject to availability of funds and technology. Availability of funds, exposure, experience and expertise of cleaning personnel are pre-conditions for the effective handling and success of the scheme of Solid Waste Management. The degree of cleanliness of the town / city testifies to the quality of urban culture and the efficiency of its ULB. More the town is clean, the skill, sincerity and capability of the sanitary personnel of the ULB are more established.

4.62 Cleanness is not the Sweepers' job alone. The drains and sewerage are to be so constructed that the effluent flows down the drains and sewers easily. Provision of proper gradient is an imperative condition for free flow of fluid, where natural gradient is not available. Artificial level for proper gradient (i.e. 6" in 100' or 15 Cms in 30 metres or 5 Cms in 10 metres or 50 Cms in 100 metres) should be provided and intermittently, collection ponds be constructed from where fluid should be lifted to the next gradient. System perfection depends upon availability of funds and ingenuity and honesty of the engineers.

4.63 Not only roads and streets are to be kept clean, household campuses should also be kept clean. It is the bounden duty of Sanitary Inspectors to visit the houses and create awareness among the members to keep the houses and compounds clean. There shall not be any collection of stagnant water, unchecked and untreated, in the household or the compound. Even the 'Jala Yantra' and the used motor tyres are not to be allowed to contain water for more than three/ four days. The ventilating shaft attached to the individual or community latrines and the septic tanks are to be covered with mosquito nets, so that adult mosquitoes cannot escape from the tanks and soak pits. The lids of the septic tanks and soak pits must be tightened and well laid, allowing no room for the entry of adult mosquitoes. They don't breed in the deep water of the tank, if the inside is clean. If suspended materials are there even in the middle of the tank, they breed around the suspended materials. Normally they breed on the banks of the tank and where there is pistia growth, mosquitoes find the safest place for breeding. In the open drains, the velocity of drain water is almost nil by the side of the drain walls. Mosquitoes breed there, around any suspended or anchored material. They breed in the septic tanks and soak pits too. Mosquitoes also breed in the water collected in the hoof marks of cattle in the grazing grounds. Water collected on old rejected cycle and motor tyres provide breeding ground for mosquitoes. Egg, larva and pupa become adult mosquitoes in only seven days. The normal life span of adult mosquitoes is between 21 to 30 days. Anti larval measures taken for treating mosquito in breeding grounds is the best possible method of eradicating or substantially reducing mosquito density in the town. It is effected by spreading mosquito larvaecide oil (M.L.Oil) – a petroleum by-product or by spraying Bey tex –1000 mixed with water. It requires skill to spread M. L. oil, such that it would create a thin film of oil over water and thus prevent oxygen supply to larvae. They die for want of oxygen. The latter is a strong pesticide. They kill larvae and pupa. A regular process of at least weekly operation is required. Households are to be taught about the procedure of anti larval measures. Skill and sincerity in search and treatment at weekly intervals are the keys to success. Larvivorous species of fish like Tilapia & Gambusia should be allowed to grow in Main Storm Water Channels (MSWC) & Branch Storm Water Channels (BSWC) as they multiply quickly and live on larvae & pupa.

4.64 Appearance of adult mosquitoes is due to the negligence or non-operation of anti larval measures by both workers and supervisors. After adult mosquitoes appear, Tiffa operation becomes necessary which is a fogging operation with the help of tiffa by using malatheon in diesel base to kill the adult mosquitoes. But such operations should be carried out sparingly, since malatheon is a pesticide and also harmful for human inhalation, if taken regularly or for a long time.

4.65 Various species of flies breed on the damp garbages. Treatment in the breeding grounds with B.H.C – Benzyl Hexa Chloride results in positive fly control. To keep the surrounding clean is always advisable.

4.66 A clean town is the pride of the Municipal Government. A clean town is the foremost necessity of the city dwellers. A clean town is a signal of welcome to incomers. Not only the outfit is to be kept clean, but also the city ought to be kept mosquito and fly free. No other service of the Municipal Council is more precious and pious than this. Heavy outlay is not needed for such work, but what is required to achieve these ends are ingenuity in thought, will to do and sincerity in action.

4.67 Government of India provide assistance for Malaria eradication, Filaria control and Mosquito eradication. They should operate for town areas through Municipal Councils and provide the necessary inputs. The Commission recommends the State Government to provide the training, expertise and assistance necessary for the staff & the beneficiaries for mosquito and fly eradication in the urban areas, through their respective elected Councils.

ROADS, DRAINS AND SEWERAGE

4.68 Rome was the most developed ancient city, but Rome was not built in a day. When Rome was built, first drains, then roads and last of all, buildings were constructed. In Harappa and Mohenjodaro, a well laid out drainage system bore the hallmark of our ancient civilization. In Orissa, perhaps in most of the towns in India- first buildings are being constructed, then roads and last of all, drains to carry the effluents, the reverse of the pristine practice.

4.69 In modern concept, drains and sewers, electric and telephone cables and water supply lines- all are underground. Overhead wires and open drains were the order of the by-gone days. In Orissa, the modern order is yet a dream. Funds are no doubt a great constraint and planning without funds leads to cost escalation, caused by time and cost over-runs. Yet planning is basic to all developments. The Commission recommends to the State Government that they should take steps to have detailed survey and investigation done and cost estimates prepared for roads- black topped and cement concrete where-ever necessary, drains and the sewerage system, with under ground arrangements for all these services in respect of all ULBs.. No outside consultants are required to be drafted for this purpose. Many of our engineers are gifted with ingenuity and expertise to prepare such Master Plans for each of our towns. If the politicians breathe fresh air to make democracy a healthy way of life, our engineers who are victims of odious surroundings and circumstances can well be pulled out of the odorous mud-pool of corruption and low quality execution. It is not a daydream, but a practical suggestion and is commended for acceptance of our leaders who matter. Government must think in this direction and have a will and commitment. The youth should play a vital role in action and not merely in thinking or words to make this a successful movement. A time period of 3 years is recommended for the preparation of such master plans after survey and investigation and preparation of rough cost estimates by deploying the best of the technical brains, of course with full logistic support as may be necessary.

4.70 In towns & cities where natural gradients are available, there is not much problem for drains and sewerage. Where no appropriate gradient is available, engineering skill, ingenuity and expertise would provide the answer. In construction of roads, quality should be ensured so that repairs in quick intervals are not required. There should not be any undulation and roads must be properly cambered- either on one side or on both sides as per the requirement. Mobile maintenance units should be kept for regular repair & maintenance.

4.71 Be that as it may, until adequate funds are available to rebuild the roads, drains and sewerage, the elected Council must ensure that existing roads are undulation free, that drains are kept clean by undertaking periodical desilting to allow free flow of effluents, that streets, lanes and bye-lanes are kept clean and that the town / city is kept mosquito and fly free at all times. These are only broad guidelines for the elected urban government. They should, however, feel free to use their

own perception, ingenuity and sincerity. Their honesty of purpose would no doubt guide them in proper path to serve the people in the best possible way. The Commission recommend that roads belonging to different line departments lying within the jurisdiction of ULBs be handed over to the concerned Urban Local Bodies with funds equivalent to last three years' average expenditure on such roads. The Commission failed to receive information on such roads and thus leaves it to the respective elected Councils and the State Government to identify and transfer them to the respective elected ULB Councils along with funds equivalent to last 3 years' average expenditure. The Commission emphasizes that roads inside the towns should always be kept in good condition as good roads to the towns / cities are infrastructure requirements for the development of trade and commerce. The State Government and elected Councils must at all times remember this maxim.

STREET LIGHTING:

4.72 This is another area of importance for the elected Councils to look after. Roads, streets and bye-lanes must be well lit every night. The State Government, the Municipal Councils and the Electricity Supply Company authorities of the Town / City must sit periodically to chalk out programmes for keeping the streets well lit & to draw up plans for underground electricity cabling. A secured and dependable quality of electricity supply not only improves the quality of life of the town dwellers, but also reduces the antisocial activities in the town and attracts investment-both from inside and outside for development of trade and commerce. The elected local government must also look into possibilities for secondary sector investments in Small and Medium Scale. The State Government should conduct a survey in each of the towns / cities about the scope of investment in Small and Medium Scale Industries, and Master Plans may be prepared within a time frame of two years with model feasibility reports for the entrepreneurs. The prosperity of the State depends on the degree of urbanization. While the State Government is the facilitator, the Urban Local Government is the real accelerator of the process of industrial development of the respective towns. Their active involvement with and timely assistance to the willing entrepreneurs would no doubt speed up the pace of secondary sector development of the town / city.

SAFE DRINKING WATER:

4.73 The Commission failed to find reasons as to why the State Government had taken over the Water Supply functions of the ULBs to itself in Public Health Engineering Department (PHD) . The function of providing safe drinking water and the functionaries, particularly technical and funds being spent on this account on an annual average of 3 years should be transferred to respective Urban Local Bodies for effective supply, service & maintenance. This is an area, which no Councilor / Corporator can afford to neglect. The Council should also take up the work of sinking of new tube wells, repairs of the existing non-functioning ones and replacement of the defunct tube wells. They may like to construct water-harvesting structures wherever necessary. Care should be taken for immediate replacement of old and damaged supply and service lines. Unsafe drinking water is the cause of many fatal diseases like jaundice and typhoid etc. Adequate funds ought to be placed with the Councils for these works.

4.74 Sections 196 to 197, Chapter XIV of Orissa Municipal Act, 1950 and Sections 347 & 348, Chapter XVII of Municipal Corporations Act, 2003 have also made specific provisions for entrusting the responsibility of water supply to the Municipal Government. Item No.5 of Twelfth Schedule has also incorporated this into their domain. The State Government should transfer this function with Funds and Functionaries to the ULBs and support them in all respects to make their functioning more effective and need oriented, because of their close proximity to the people.

PRIMARY AND SECONDARY EDUCATION:

4.75 One of the most commendable provisions in the 73rd and 74th Constitutional Amendments is to entrust the Primary and Secondary School Education to Local Governments – both Urban and Rural. The dream of the first Prime Minister of India- Pandit Jawaharlal Nehru in his historic "Tryst with Destiny" speech on the midnight of 15th August, 1947 in the Indian Parliament was to end hunger and

illiteracy and to provide equal opportunities to all in the new Nation awakening to freedom. The noble declaration has remained a far cry even after 57 years of independence. More than 35% of India's population above the age of seven (2001 Census) are totally illiterate & do not know how to read and write even after two generations have elapsed since the epoch moment of freedom. What can be a greater failure on our part than this?

4.76 Illiteracy has increased rather than being reduced during the last half a century, nearly from 20 crores to about 35 crores in gross terms along with an increase in the country's population. More painful is the case of female illiteracy. In the Tribal districts of Orissa, even today more than 95% of tribal women are illiterate. Primary and Secondary education was initially a State subject, but during 1976, the Constitution was amended to take it into the Concurrent List. Central Schools were opened in different cities / towns and metros of the Country mainly to accommodate the children of the Central Government and Central Public Sector employees. Not those other children did not read there but their number was less. With good infrastructure facilities from the Central exchequer, the quality of education in these schools was better. In contrast to this, normal Primary Schools and Secondary Schools created and run by the State Government, because of paucity of funds, did not have adequate class rooms, let alone modern teaching appliances and disseminated a poor quality of education, due to added factors like faulty procedure of teachers' selection, regular absence of teachers, lack of supervision and monitoring and apathy of the system as a whole. Education suffered in the formative period of the students, when better quality of teaching was most essential. Abject poverty and ignorance of the efficiency of education among the parents- resulted in dropouts at the Primary and Secondary stages, further aggravating the situation.

4.77 In order to search talents and catch them young and to bring them to better-endowed schools in a district, the Navodaya Schools were started in some of the districts of the Country by Sri Rajiv Gandhi, the then Prime Minister. But the Scheme did not extend to all the districts after his Prime Ministership and death.

4.78 To-day while analyzing the situation, it becomes crystal clear that about 10-15% of fortunate parents who can afford better education are sending their children to English Medium Public Schools, Central Schools and other better-endowed schools. The rest who can not afford this either send their offspring to State Government Schools for name sake education or do not send them at all. Thus two classes are now being created in the Society - one with opportunity for good education and the other without, thereby aggravating & transforming the old class war.

4.79 It is a happy augury that the 73rd and 74th Constitutional Amendments have entrusted Primary and Secondary Education to the Local Bodies. Not that they are experts in education or educational administration, but they are conscious and aware of the fast deterioration of the standard of education at formative stages. They have witnessed the degradation in these quarters day to day. They have witnessed the deficiency in the provision of infrastructure, the deliberate negligence of the teachers, and their deficiency in imparting quality education But they have no authority and funds to make an effort for improving the system..

4.80 What is there in a school, which would attract a child? Depicted below are some factors:

- (i) A good "didi" '(Amaa, Nani etc.)' Who sings (Nursery Rhymes, Lories) with the movement of her limbs and tells sweet stories in most informal yet pleasant way. All teachers may not be equally gifted to develop their vocal and instrumental music caliber and capacity, but all kids love songs and music more than anything else and hence this faculty needs development presentation.
- (ii) A child is playful. The school must have facilities for children's play which would be gradually developed to sports, athletics and swimming. All may not have aptitude to turn into a good athlete or sportsman or swimmer, but everybody should participate in the race. A playground & a games teacher are a must for a School. To start with, a cluster approach for games and drawing teachers can be followed, for two days a week in a school for three nearby schools with one game and drawing teacher or even for a G.P.
- (iii) Child loves good handwriting, drawing, painting, & colors. Such facilities attract children to the School.
- (iv) All normal children are inquisitive. During this formative period the child asks questions to himself / herself and to superiors / teachers. The child loves to get the

answers. A good and proficient teacher creates more interest & queries in the minds of the children & persuades them to find answers.

4.81 All the above factors are a must for a Primary School, if the State wants to provide a level playing field & equal opportunity for all children. Well-to-do parents search for such schools to send their children to them, as they do not find these facilities in normal Government Primary Schools.

4.82 Can the State with the current precarious fiscal position provide all these facilities?

4.83 Children belong to different classes of parents: A. -Who can afford, who have mind to provide good education to their children; B.-Parents who struggle hard to find means to feed their children. They are illiterate, ignorant, under abject poverty and deprivation. They are unable to arrange a full meal and plain cloth to cover their sons and daughters. Shall the State open separate school for the children of 'B' category parents? Certainly not. Shall the parents of 'A' category stop searching for Public Schools if the standard of normal schools improves appreciably and all the above facilities are available in normal State run Primary Schools? Most may, as they would like to stay back in the nearest Primary School because of the proximity, if the quality improves.

4.84 In addition to the creation of above facilities in the Primary Schools, the Local Self Government must find funds and commit itself to provide a nutritious lunch to the poor children after proper identification. The meal should be prepared and served in the nearby temple, church or masjid or choultry regularly to such children. The Ward Member / Councilor / Corporator should control and manage the programme and shall be officially accountable. Two pairs of school dress for each of them along with learning materials should be provided. Schoolteachers and the Ward Member/ Councilor should ensure the regular attendance of such children.

4.85 Proximity of the teacher to the school is a must; otherwise all the noble purposes attached to the programme will fail. For all the schools of the State, such personnel like Music teachers, Sports and Art teachers may not be available immediately. But wherever it is possible, fully or partially in the G.P or the town as the case may be, such personnel should be deployed first temporarily on contract basis but later on after a period of seven years, may be made regular depending upon their proficiency, involvement and commitment. In between, if they are found to be unsuitable and negligent, their services should be dispensed with. The G.P./ Town must prepare an advance action plan for this education programme. It should be closely monitored by Panchayat Samiti / Municipal Council and District Educational Officers. Wherever playground is available, it should be developed and necessary infrastructure must be provided. Availability of quality teachers is the pre-condition for a developed Primary School. However, the chief aim shall be to convert all the Primary Schools to the developed stage within a period of 10 years, with gradual availability of suitable & trained personnel.

4.86 Scheduled Caste and Scheduled Tribe Ministries and Departments of the Central and State Governments respectively are spending hundreds of crores of rupees every year for the welfare of S.C. & S.T. on the education component. All this expenditure should be channelised through the respective G.P./ Council. Some freedom should be given to the executing G.P. / Municipal Council to decide procedures & priorities depending upon local conditions and needs, which should be closely monitored by higher authorities without hindering progress. The aim should be:

- To unfold the latent talent.
- To enrich mental faculty
- To widen the horizon of knowledge
- To show path to the higher plane of life.

A good primary education should be the foundation and harbinger of a developed future.

ACTIVITY MAPPING FOR URBAN LOCAL BODIES

4.87.1 URBAN PLANNING INCLUDING TOWN PLANNING.

- (i) C.E.O should place the existing Master Plan of the town / city before the Mayor / Chairperson and then before the Council and should organize a meeting with the technocrats of town planning and administrators of urban administration and Development Authority, if any, for a thorough appraisal of current status, future development and maintenance issues.

- (ii) In case of non existence of a Master Plan, to organize meetings with technocrats and administrators for taking steps for the preparation of a Master Plan within a time-frame say of one year, for drains, roads, sewerage, parks, plantations, entertainment centres, public conveniences, library, meeting halls and so on.
- (iii) Getting the Master Plan approved by the State Government to ensure that no unauthorized use / occupation takes place against the approved Master Plan, no distortion or damage of the assets occurs and proper maintenance is assured.
- (iv) Periodical meetings with the technocrats and administrators on related matters.
- (i) State Directorate to assist them in matters related to Planning and execution.
- (ii) Organise annual competition among different stages of the ULBs on activities related to Town Planning and Development.

4.87.2 REGULATION OF LAND USE AND CONSTRUCTION OF BUILDINGS

(Items 1 & 2 may also be clubbed together; as they are interdependent.)

- (i) Preparation of a detailed land use planning for the Municipal area.
- (ii) Change in land use once earmarked, must be approved by technocrats like town planners and environmentalists, Development Authority's water and sewerage experts and then as before by the Council and finally by the Government.
- (iii) Identifying land for parks, public conveniences, parking places, sewerage disposal and treatment, solid waste management, library, community meeting halls, entertainment centres, grave yards and the like.
- (iv) Preparation of blue prints for catch water and surface drains, storm water channels and laying of sewer systems.
- (v) Identification of land for specific use as for agriculture, floriculture, tanks, plantations, nursery etc.
- (vi) Regularly monitoring the cleanliness of the area and keeping them free from stagnant water, water hyacinth, pistia and other weeds.
- (vii) Permission for building construction with plan approval within a time frame.
- (viii) Monitoring of construction so that approved plans are not deviated.
- (ix) Controlling and punishing of the wrongdoers for unauthorized construction or unauthorized additions / alterations to existing structures.
- (x) Collection of everyday report on unauthorized construction, addition/ alteration along with authorized constructions.

4.87.3 PLANNING FOR ECONOMIC AND SOCIAL DEVELOPMENT.

Normally the growth centres of industry, trade, tourism, commerce, pilgrimage etc. take the shape of municipal townships.

- (i) To identify the locations for shops and trades, taking sectoral needs into account and trade demand in particular and help develop the area accordingly, with a forward vision for say 50 to 100 years.
- (ii) Implementing and helping to implement the Central and State economic development programmes.
- (iii) Preparation of One Year and Five Year Plans of socio-economic development of the Municipal Area, with the help of subject experts and planners, taking the availability of resources into account.
- (iv) Identifying areas for establishment of small and medium industries and providing necessary infrastructure.
- (v) Organizing periodical meetings in the Wards by inviting Experts / Professors in the fields of Sociology, Development Economics and Psychology from the city or outside, to apprise the people and the councilors of modern developments in the socio-economic life of city dwellers.

- (i) State Government shall take into consideration the plan documents of each of the Urban Local Bodies while preparing State's Annual / Five Year Plans and provide a separate Chapter in the State Plan under the caption of "Economic and Social Development Plan for Urban Local Bodies".
- (ii) Resources must be earmarked for the purpose for each of the ULBs.

4.87.4 ROADS AND BRIDGES:

- (i) A Book of Roads, Bridges, Culverts and Drains be maintained by each Urban Local Body, clearly depicting the number and the name of the road length and width and the current status of the road (Kutcha, WBM, Black topped or CC Bridges and culverts shall be known by their number and location on the road with the current status – Pucca, wooden or otherwise.)

Drains shall be numbered under the following categories;

1. Main Storm Water Channel.
2. Branch Storm Water Channel.
3. Surface drain.
4. Catch Water drain.

Mentioning (the length and width of each category with the current status – (like pucca retaining wall, C.C. or Kutcha bottom etc.) Any change in the status of the above shall be entered in the Books in the beginning of the financial year i.e. 1st April.

- (ii) All roads except roads under National Highway, State Highway & Major District Roads should be handed over to the respective Urban Local Bodies. Embankments of rivers and canals, so far as strengthening and maintaining are concerned, shall be done by Irrigation Department but the roads on them in the Municipal area shall be maintained by the Urban Local Body.
- (iii) Annual work programmes before presentation of Budget as required under Rule 328 of the Municipal Rules should be prepared in consultation with the Councilors / Corporators along with the special projects if any and be placed before the Council for approval.
- (iv) The Council shall review progress of the work done quarterly and deviation from the work programme should be clearly explained before it is taken up.
- (v) Roads and streets should be kept in good condition, properly cambered without undulation and potholes and clean, exhibiting the sincerity and efficiency of the Council.
- (vi) Streets having width of less than 2.5 metres should be made cement concrete.

State Government shall provide technical support, when and where an Urban Local Body needs.

4.87.5 WATER SUPPLY FOR DOMESTIC, INDUSTRIAL AND COMMERCIAL PURPOSES.

- (i) Conducting water testing, monthly, source-wise, taking sample from different delivery points, meant for potable water, by Government Testing Laboratory.
- (ii) Causing stoppage of supply of water found unsuitable for drinking purpose from the source by immediately arranging alternative supply through water tanks.
- (iii) Planning water supply arrangements with the help of experts taking a vision of growth for fifty or hundred years in order to submit the proposal to the State Government or any institution or authority for execution of the project.
- (iv) For industrial, commercial, gardening & horticultural purposes, water from direct open source may be supplied. They in their turn, if needed, may treat the supplied water.
- (v) Fixing water rate and collecting them monthly and regularly from the users. It is regrettable that industrial/commercial users are worst defaulters in this regard.

As stated earlier, the State Government should hand over supply and maintenance of water to respective Urban Local Bodies with the support of necessary funds and functionaries. Water is the elixir of life both for animal and plant kingdom. Safe drinking water supply and supply of water for other domestic and commercial purposes is one of the primary functions of Urban Local Bodies. Elected representatives must take a serious and devoted view on this account.

4.87.6 PUBLIC HEALTH, SANITATION, CONSERVANCY AND SOLID WASTE MANAGEMENT:

An important area of municipal functioning refers to public health, sanitation, conservancy and solid waste management. An integrated approach becomes necessary for an efficient operationalisation of these functions as they are closely related to each other.

4.87.7 PUBLIC HEALTH:

A basic duty of municipal governance is to create a dependable and responsive health infrastructure to render health services and medical aid to the people. Municipalities should aim at provision of basic health services, treatment of common diseases, immunization facilities for children, availability of beds and delivery facilities for pregnant mothers. Efforts may also be made by the authorities to make the services of specialists available on certain days a week for the benefit of their patients. It becomes equally important for the municipal authorities to ensure the attendance of doctors and medical staff in the dispensaries / hospitals during the official hours on working days. Availability of doctors after the office hours has to be ensured by providing them with residential accommodation so that their expertise can be used in times of emergency / in situation & which need their immediate services. Municipalities may also think of maintaining mobile dispensary units to provide medical help to people living in slums or in areas where medical facilities are yet to be made available. Similarly maintenance of ambulance may become necessary, if Municipalities have been running hospitals or dispensaries with bed facilities.

4.87.8 SANITATION & CONSERVANCY:

Cleanliness is next to godliness - so goes the old saying. This only emphasizes the significance of cleanliness as much in a man's life as in a family or a city's life. A clean city becomes the pride of its citizens and all others.

4.87.9 Keeping the city clean is an assigned responsibility of Municipalities. This, however, calls for the cooperation of all concerned – the Councillors, the municipal workers & officers and above all the people concerned. A broad outline of cleaning procedure may be mentioned here to be followed by Councillors / Corporators and Sanitary Inspectors with modifications as may be required.

- (i) Daily Mandis : Here the vendors and retailers collect every day during the small hours of the morning, hence may be cleaned before 3.00 AM in the morning much before the vendors gather for transactions. Mandis, which require water cleaning, may be provided with that facility.
- (ii) Bus Stand, Taxi, Auto and Rickshaw Stands: These areas need to be cleaned before 4.00 to 5.00 A.M. as both vehicles and passengers gather by 5.00 AM.
- (iii) Streets, By-lanes and Roads: These places require two stage operation. Between 5.00 AM and 7.00 AM, streets, by-lanes and roads should be cleaned. Household wastes may be collected after 8.00 AM from respective door steps. Road cleaning may be done mechanically or manually.
- (iv) Hospitals and Nursing Homes: Effluents from hospitals and nursing homes may be carried to the incinerators daily. Streets and drain collections should be segregated and wheelbarrows, trucks & tractors depending on the area may be used for the purpose.
All the dirt, garbage and wastes thus collected may be taken to the disposal ground, which should be well covered with high walled boundaries.

Men create 4.87.10 Cities. Trees, plants, landscape and natural beauty – they are the gifts of God. It becomes the bounden duty of the Municipalities to conserve what God has given and take all steps to make the city clean and beautiful.

4.87.11 SOLID WASTE MANAGEMENT:

Over the years municipalities all over the Country have been experiencing a sustained growth in their population. This not only adds to their problems relating to health, transport, sanitation, conservancy and solid waste management, but also makes the problems more complex and intricate. As expected, a bulging population contributes to the larger quantum of solid waste accumulating in the cities. This naturally calls for steps for management of such waste in a scientific manner. The degradable waste can be treated for quick decomposition and conversion into organic manure. Vermiculture or any other methodology may be deployed subject to availability of funds and technology. Availability of funds, exposure, experience and expertise of cleaning personnel are necessary preconditions for the effective handling and successful implementation of the scheme of solid waste management.

4.87.12 FIRE SERVICE:

- (i) At least one fire Station must be there in every Municipal town.
- (ii) Providing water hydrants in consultation with Fire Officers on the water service lines.
- (iii) Developing water sources like tanks in different Wards. State Government must keep the town fire service under the administrative control of the respective Urban Local Body. There is no calamity greater than fire accident

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4.87.13 URBAN FORESTRY, PROTECTION OF ENVIRONMENT AND PROMOTION OF ECOLOGICAL ASPECTS.

- (i) Planning with of social forestry experts and silviculturists for the plantation of high rise trees of timber & fruiting and flowering varieties such that the whole township can be covered with them - greeneries all around.
- (ii) Raising gardens of medicinal plants both herbs and trees. Developing Zoos with animals, snakes, reptiles and birds, normally not found in the town and providing conducive environments for their sustenance and upkeep, with the co-operation of subject matter experts.
- (iii) Establishment of aquarium for promoting knowledge, research and recreation.

Keeping always in view that a town is a planned creation of man, State Government must provide all support for promotion of ecological aspects to the Council.

4.87.14 SAFEGUARDING THE INTERESTS OF WEAKER SECTIONS OF SOCIETY, INCLUDING THE HANDICAPPED AND MENTALLY RETARDED.

Families with economic deprivation, illiteracy or low education, low skill and knowledge and with low and irregular wage earnings are generally termed as weaker sections of the society.

- (i) Identification of such families with well-defined norms and risk indices.
- (ii) Facilitating easy access of such communities to fair price shops and public distribution system.
- (iii) Looking after education and health care of the children of such families.
- (iv) Imparting training for skill-development and making necessary planning and arrangements for them for improved and regular wage earning.
- (v) Separate schools for deaf, dumb, blind and physically handicapped and autistically challenged children.

4.87.15 SLUM – IMPROVEMENT & UPGRADATION.

Slum is an overcrowded squalid habitation and neighborhood.

- (i) Taking steps for non- creation of new slums in the towns.

- (ii) Habitat and environmental development of existing slums with safe drinking water facilities.
- (iii) If slum demolition becomes absolutely necessary, prior arrangements for their settlement with drains, roads, buildings, safe drinking water, easy transportation to work place, schools, childrens' parks and recreation centres for adults need to be made.

Slum dwellers provide necessary service to the citizens of the city. City must look to their needs with empathy. State Government with the assistance of Central Government and with the help of independent non-government and foreign organizations must prepare plans for implementation of slum development, such that the developed habitation and neighborhoods do not resemble slums.

4.87.16 URBAN POVERTY ALLEVIATION.

- (i) Implementing Government programmes of poverty alleviation with sincerity and dexterity.
- (ii) Developing Self Help Groups (SHG) in the Wards to develop the economic lot of the habitants suffering from economic deprivation.
- (iii) A higher minimum wage, regular daily income, appropriate daily savings, provision of free health care to the nursing mothers, pregnant women and the children, with supplementation of necessary nutrition and free education to the children of urban poor, would help alleviate poverty in a great way within a foreseeable time frame.
- (iv) Arrangements for frequent interactions with the urban poor would help remove their psychological sickness.

4.87.17 PROVISION OF URBAN AMENITIES AND FACILITIES SUCH AS PARKS, GARDENS, PLAY GROUNDS.

- (i) Identifying in the Master Plan the sites for parks and gardens and developing and maintaining them properly.
- (ii) Taking steps for developing and maintaining playgrounds and staid in the towns.

4.87.18 PROMOTION OF CULTURAL, EDUCATIONAL AND AESTHETIC ASPECTS.

- (i) To promote and encourage opening of dance and music centers.
- (ii) Encouraging theatres and folk dances and establishing rehearsal centres in the city.
- (iii) Looking after primary and secondary schools and helping to develop necessary amenities meant for educational institutions.
- iv) Helping to develop the quality of education in the primary and secondary schools with the help of the subject experts.
- (v) Taking steps to unfold the latent potential of the children and help them for full realization of their potential/cherished dreams.

4.87.19 BURIALS AND BURIAL GROUNDS; CREMATIONS, CREMATION GROUNDS AND ELECTRIC CREMATORIA:

Maintaining burial grounds for different communities as per their traditions. It is one of the primary functions of the Municipal Council.

4.87.20 CATTLE POUNDS; PREVENTION OF CRUELTY TO ANIMALS.

- (i) Maintaining or causing agencies to maintain cattle pounds for confinement of stray cattle.
- (ii) Municipal Council should actively engage itself for the prevention of cruelty to animals.
- (iii) Clearing stray dogs from the street.

4.87.21 VITAL STATISTICS INCLUDING REGISTRATION OF BIRTHS AND DEATHS.

- (i) Registering births and deaths in the town, may be at home, may be in the hospital or nursing home or even may be on the wayside or in the vehicle. E,O,/ H.O. to be

notified as the assistant registrar and some other subordinate ward officials as sub assistant registrars.

- (ii) Recording formal marriages and divorces.
- (iii) Calculating IMR every year.
- (iv) Correct enumeration and record of Births, deaths and sale and purchase of livestock, animals and birds.

State Government must suitably amend existing legal provisions to bring them in conformity with the respective items i.e. No .i to iii of the Twelfth Schedule of the Constitution.

4.87.22 PUBLIC AMENITIES INCLUDING STREET LIGHTING, PARKING LOTS, BUS STOPS AND PUBLIC CONVENIENCES:

- (i) Providing adequate street lighting, and collecting lighting tax.
- (ii) Identifying different sites in the town for parking places for two wheelers, three wheelers & four wheelers including bus stops and deciding and collecting parking fees.

4.87.23 SLAUGHTER HOUSES ABATTOIRS AND TANNERIES.

- (i) Provide hygienic slaughterhouses away from proximity to habitation and provide clean sales centers at different market places of the town and deciding and collecting slaughterhouse fees.
- (ii) Regulation of the cleanliness of the slaughter house/abattoir and the sale centres should be strictly adhered to with stringent punishment to the wrong doers and collection of fines.
- (iii) Regular vigilance on the cleanliness of the tannery, if any and collecting health cess from such tanneries.

4.87.24 GOVERNMENT:

- (i) To make necessary and unambiguous provisions for carrying out the language and intentions of the first two items of Twelfth Schedule.
- (ii) To continuously monitor and provide corrections wherever necessary and impart periodical training to elected representatives with resource personnel drawn from related functional areas.
- (iii) To establish a State Institute of Urban Development on line with the State Institute of Rural development, to impart regular training to functionaries at different levels and on different subjects. Both the institutes can function under the Director (Trg) of the Gopabandhu Academy of Administration (GAA). Such a system is working very well in Karnataka State.
- (iv) The Commission feels that the existence of multiple institutions for rendering various urban services has become counter-productive. Multiplicity of institutions in fact creates confusion and renders service procedures more cumbersome. No doubt the existing institutions like Development Authorities, Water and Sewerage Boards, Town Planning organisations, PHD and Water Supply Departments etc. have expertise in their respective fields, but in actual practice they work at cross purposes and urban dwellers experience difficulties in receiving services from them. The Commission, therefore, recommend that all these institutions should be kept under one umbrella of the respective Local Body. These institutions ought to be accountable to the Local Bodies, so far as their functional duties are concerned. The State must ensure appropriate administrative restructuring.
