

# HUMAN RESOURCE SUPPORT TO GRAM PANCHAYATS: CASE STUDY OF GP VOLUNTEERS IN JHARKHAND

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JHARKHAND**



By

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## LIST OF ACRONYMS

BDO	Block Development Officer
BPRO	Block Panchayat Raj Officer
CAA	Constitutional Amendment Act
DEO	Data Entry Operator
DPRO	District Panchayat Raj Officer
ERs	Elected Representatives
GO	Government Order
GoI	Government of India
GoJ	Government of Jharkhand
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
HDI	Human Development Index
HR	Human Resources
ICDS	Integrated Child Development Services
IMR	Infant Mortality Rate
JPra	Jharkhand Panchayati Raj Act
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
NSSO	National Sample Survey Organisation
OBC	Other Backward Class
PESA	The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996
PMAY-G	Pradhan Mantri Awas Yojana-Grameen
PRI	Panchayati Raj Institution
PS	Panchayat Samiti
SC	Scheduled Caste
SIRD	State Institute of Rural Development
ST	Scheduled Tribe
ZP	Zila Parishad

## Executive Summary

The availability of adequate and efficient human resources is one of the key determinants of effective functioning of Gram Panchayats (GPs). Constitutional mandate and large number of Central and State Schemes on rural development has increased the workload of GPs tremendously. At the same time, with increased literacy, better information flow and awareness, villagers are asserting more in demanding their rights and entitlements from the Gram Panchayats. With rising demands and inadequate human resources to meet those demands, GPs are under extreme pressure. Although rural development schemes/programmes have administrative components under which scheme-specific functionaries at the State, district, block and GP levels are hired on contractual basis, these functionaries do not support the GPs in their regular institutional or governance works.

In recent years, two States namely Jharkhand in 2016 and Andhra Pradesh in 2019 have taken initiatives to deploy Panchayat Volunteers to assist GPs in disseminating information on various schemes, conducting surveys, mobilising community, monitoring implementation of schemes, etc. In this study, the research team has made an effort to document and assess the deployment of Panchayat Volunteers as additional human resources support to GPs in Jharkhand State. The research team visited eight GPs of two districts namely Gumla and Deoghar and interviewed all key stakeholders – Panchayat Secretaries, Mukhias (President) of GP, Panchayat Volunteers, villagers, district and block officials to get an overall understanding of the process of deployment and functioning of Panchayat Volunteers. Based on the findings, the study has recommended ways to strengthen human resources at the GP level and improve functioning of Panchayat Volunteers.

### **Major Findings and Recommendations:**

- It was observed that nearly 40 per cent of total sanctioned posts of GP Secretary are vacant in Jharkhand. As a result, most of the GP Secretaries are having charge of more than one GP. In Sample eight GPs, all GP Secretaries have charge of one more GP.
- The deployment of four Panchayat Volunteers in every GP has provided much needed support to GPs in identifying beneficiaries of schemes, disseminating the information, creating awareness among villagers, monitoring progress of schemes, etc.
- One-fourth of Panchayat Volunteers have become inactive now. Out of total 31 Panchayat Volunteers, the research team has been able to meet only 23 as others are not active any more.
- Among eight sample GPs, only two GPs namely Harakatta and Sirsa are having all the four Panchayat Volunteers who are working actively.
- Of the total volunteers interviewed, 74 per cent of Panchayat Volunteers are male and 26 per cent are female.
- Majority of the Panchayat Volunteers in the sample GPs i.e., about 57 per cent are in the age group of 26-30 years and 43 per cent were in the age group of 31-35 years.

- Nearly 48 per cent of them belong to Other Backward Class (OBC), 22 per cent of Panchayat Volunteers are from Scheduled Tribe (ST) community.
- Approximately 70 per cent of them have completed their graduation, 22 per cent are having post-graduate qualification and the remaining 9 per cent of the Panchayat Volunteers have completed intermediate level education.
- Panchayat Volunteers in the sample GPs have not received any formal training since their appointment in the year 2016 except in one Block where they have received half-day orientation.
- Panchayat Volunteers are not receiving their remuneration on time and are not satisfied with their remuneration.
- Nearly 57 per cent of Panchayat Volunteers have worked between 16 to 20 days and 30 per cent of Panchayat Volunteers have worked more than 20 days during December 2019. Only 13 per cent of them have worked for less than 15 days in that month. However, they work for only few hours in a day.
- Panchayat Volunteers are getting cooperation from the Mukhia, GP Secretary and villagers and have good rapport with all the GP members, staff and villagers.
- Mukhias, GP Secretary, district and block administration are satisfied with the work performed by Panchayat Volunteers and feel that these volunteers have helped GP in implementation of schemes, especially completion of PMAY-G houses and dissemination of information about Gram Sabha meetings.
- GPs need to be strengthened by filling up vacancies in the post of GP Secretaries and providing additional human resources.
- Inactive Panchayat Volunteers may be replaced with new volunteers.

Panchayat Volunteers may be provided adequate training followed by periodic refresher trainings.

Incentives of Panchayat Volunteers be adequate and paid in time to motivate them and keep their morale high.

There may be a robust mechanism to monitor functioning of Panchayat Volunteers and providing them regular feedback.

## Chapter-1: Introduction

### 1.1 General Introduction

The 73<sup>rd</sup> Constitutional Amendment Act provided a constitutional status to Panchayati Raj Institutions (PRIs) and prescribed a minimum common framework. The Act also inserted Eleventh Schedule in the constitution listing the subjects that may be transferred to Panchayats. However, it is left to the State legislature to empower them through devolution of funds, functions and functionaries so that they are able to effectively plan and implement schemes for social justice and economic empowerment in rural areas. It has been observed that over the years certain functions have been assigned to Panchayats, but corresponding funds and functionaries have not been devolved to them, affecting their performance negatively. Status of deployment of functionaries at the GP level is the worst among all three tiers. More than one-third of total GPs across country do not have even a Panchayat Secretary because either posts equal to the number of GPs are not sanctioned or sanctioned posts are not filled. Hence, in many States, one GP Secretary is in-charge of more than one GPs.

In Jharkhand at GP level, the government has sanctioned only one permanent post i.e., of Panchayat Sachiv (Secretary). But Secretary has not been appointed exclusively for one GP and is in-charge of a group of GPs. A total of 4,367 posts of Panchayat Sachiv (Secretary) have been sanctioned of them only 2,680 i.e., 61 per cent posts are filled as on 5<sup>th</sup> February 2020. Nearly 40 per cent posts of Panchayat Sachiv at GP level are vacant in the State. In addition to this post of Panchayat Secretary, under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), there are Gram Rozgar Sevaks (GRS) deployed on contractual basis in every GP to assist in implementation of the MGNREGA at GP level. However, these Gram Rojgar Sevaks work under the supervision of Block Programme Officers (BPO) of the MGNREGA and do not support the GP in other schemes/activities.

In order to overcome the challenge of inadequate human resources at GP level, Government of Jharkhand issued a notification in the year 2016 to constitute Gram Panchayat Sachivalaya GP Secretariat. As per the notification every GP Secretariat will consist of four volunteers. They are supposed to (i) disseminate information, (ii) create awareness among rural population, (iii) providing support to rural population in self-governance (iv) prepare data base for all government schemes at GP level (v) evaluation development and welfare schemes of government (vi) help GP in development and implementation of annual action plan. These volunteers will be given incentives based on their performance to the work assigned. Later in the year 2019, Andhra Pradesh government too has experimented with GP volunteer idea. NIRDPR has conducted a sample study of the deployment and functioning of Panchayat volunteers in Jharkhand and the present report is compilation of findings of this study.

### 1.2 Statement of the Problem

Making available adequate human resources support to GP has been a major challenge before Central and State governments. Large number of GPs (approximately 2.5 lakh) requires large financial allocation for deploying staff. Many States have been experimenting with different ways in dealing with this challenge. For example, several States had utilised services of contractual pump operators, garbage collectors and tax collectors who have been providing their services to the community and are paid by GP from the tax or

user charges collected by them. Such arrangements have not only led to more effective delivery of services and collection of taxes by GPs but have not put any additional financial burden on the GP or on State. The recent initiatives of Jharkhand and Andhra Pradesh also follow the same direction. However, no study has been done to document and examine the effectiveness of such initiatives.

### **1.3 Research Questions**

The study has attempted to document the Government of Jharkhand's initiative of deploying four Panchayat Volunteers to augment human resources at the GP level and tried to find answers to following research questions: (i) What is the socio-economic profile of these volunteers? (ii) What are the accomplishments of these volunteers? (iii) Do they get cooperation from elected representatives and functionaries of GP? (iv) What are the opinions of elected representatives and functionaries of GP, of block and district officials and of villagers with regard to contribution of panchayat volunteers?

### **1.4 Review of Literature**

Sinha (2018)<sup>1</sup> writes that sanctioned posts of secretary or equivalent officer for GPs in the country are only approximately 65 per cent of the total number of GPs. That means, there is no provision for a dedicated Secretary for approximately 35 per cent of GPs in the country. And this is why in some States like Uttar Pradesh, Punjab and Haryana one GP Secretary is responsible for 5–10 GPs. In terms of provisioning of staff to GPs, apart from Kerala, West Bengal, Karnataka, Tamil Nadu, Tripura, Sikkim, Maharashtra and Goa where each GP has regular staff in the range of 2–13, all other States have provided less than two staff members per GP. The situation in States such as Odisha, Gujarat, Uttar Pradesh, Haryana, Himachal Pradesh, Uttarakhand, Manipur, Arunachal Pradesh and Punjab is critical as not even one staff is provided to every GP in these States.

Ministry of Rural Development<sup>2</sup> constituted in the year 2016 the 'Committee on Performance Based Payments for Better Outcomes in Rural Development Programmes' under the Chairpersonship of Shri Sumit Bose. The mandate of the Committee, inter-alia, was to look into the human resources available with GPs and suggest means by which these resources could be augmented and organised for better delivery of programmes. The Sumit Bose Committee Report submitted in the year 2018, has highlighted the need for adequate functionaries at GP level including deployment of multi-tasking personnel. Without adequate number of qualified and trained functionaries, GPs are finding it difficult to perform as per the expectations of Central, State governments and also villagers. The Committee has identified that there is no clear human resource policy for Panchayats in most of the States, barring a few notable exceptions.

The staff strength was fixed long ago and ad-hoc accretions have happened over the years. A thorough work study has not been done in the recent past. of late, the work load in respect of engineering, accounting and data entry has increased, but no commensurate strengthening of the human resources has taken place.

1. Sinha, R.K. (2018). Sustainable Development Goals and Panchayats. Rawat Publications, Jaipur. P.14

2. Report of Committee on performance based payments for better outcomes in Rural Development (2016), Ministry of Rural Development, Government of India

Also, the committee identified issues affecting human resources where the scheme-related staff are mostly on contract. Though they have the advantage of being local people, the qualifications are minimal, the remuneration is not standardised and their capacity is inadequate. Interestingly, the vacancy position in contractual staff is relatively low compared to regular staff because such positions are usually easier to fill.

As mentioned earlier, the inadequacy of human resources at GP level can be seen in most of the States of India. In order to tackle this challenge, few State Governments have taken initiative to provide additional human resource support to GPs. In 2016, Jharkhand took a decision to deploy four (04) Panchayat Volunteers to each GP which is the subject of present study. In the year 2019, the Government of Andhra Pradesh has taken decision to deploy Panchayat Volunteers for delivery of services to the citizens at their door steps, details of which are given in the box below<sup>3</sup>:

### **Box 1: Panchayat Volunteers in Andhra Pradesh**

In the year 2019, the Government of Andhra Pradesh has decided to deploy Village Volunteers to revamp delivery systems in the GPs with an aim to improve living standards of the people through the concept of NAVARATHNALU as core theme of governance. Panchayati Raj and Rural Development Department of the Government of Andhra Pradesh has issued G.O. Ms. No. 104 on 22<sup>nd</sup> June, 2019 for appointing and deploying one Volunteer per 50 households in the State by 15<sup>th</sup> August, 2019 to ensure leak proof implementation of Government Programmes/Schemes and delivering government services at door step of all eligible households irrespective of Caste/Creed/Religion/Gender and political affiliation. The objective of positioning volunteers is to ensure timely and transparent services and to eliminate corruption at all levels of administration. Volunteers have to identify the problems being faced by anybody in his/her jurisdiction and to bring them to the notice of GP and then get them resolved. For payment of honorarium to positioned volunteers at Rs. 5,000/- per Volunteer per month, the Government of Andhra Pradesh has permitted to incur an expenditure of Rs. 1,200 Cr. (Rupees one thousand two hundred crores only) per annum and Rs. 13.50 Cr. (Rupees thirteen crores and fifty lakhs only) for recruitment and training. Accordingly, the government issued a Circular Memo. No. 575/CPR&RD/RWS/2019, regarding communication of guidelines on mapping, scrutiny of Panchayat Volunteers applications and rule of reservations. So far, the Government of Andhra Pradesh has selected 2,48,430 Panchayat Volunteers in all the 13 districts of the State and utilising them

## **1.5 Theoretical Background**

Malina Voicu and Bogdan Voicu (2003) conducted a synthesis of different theoretical approaches of volunteering, considering that they can be classified into two major categories. First category of explanations focuses on the different types of resources or characteristics (social capital, human capital, income, gender affiliation and age, urban/rural environment) and their contribution in the production of voluntary behaviour.

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3. GO.Ms. No. 104, Panchayat Raj and Rural Development Department, Government of Andhra Pradesh

After the identification of these resources, we can create a 'perfect profile' of the volunteer in a certain culture, beginning with the identified socio-demographic characteristics. (ii) Second category of explanations is based on the beliefs and values of the volunteers and States that the cultural dimension of volunteering is more important than the presence of a particular type of resource. Also, this includes the research on the motivations of individuals who become volunteers. The involvement as a volunteer has an expressive function for the individual, which can so express the values that drive his existence (e.g., religious ones - Wilson and Musick, 1997).

Peggy A. Thoits and Lyndi N. Hewitt (2001, 117-118) describe four models of volunteers. First 'the volunteer motivations model' emphasises the role of individual motivations in volunteering, the range being an extremely extended one for example, to learn new skills, develop personality, increase self-esteem, career preparation, expressing personal values and commitment to community or even reducing intrapersonal conflicts or threats to their identity. Volunteering serves different motivations both from one person to another and also for the same person, which leads to concluding that the selection of volunteers cannot be systematic or patented at a general level, due to motivational poliformism (Thoits and Hewitt, 2001, 117). Second, 'values and attitudes model' stresses the link between volunteering and individual belief on the importance of civic participation and responsibility felt to produce charitable behaviour. Not surprisingly at all, the values and attitudes favorable to the voluntary civic involvement influence volunteering. Third 'the role-identity model' shows that past performance by a person of a voluntary action leads to the development of a 'volunteer role identity' that motivates future involvement as a volunteer of the same person. Fourth 'the volunteer personality model' suggests that there are personality or disposition variables that favor volunteering. In this context, Allen and Rushton (1983, cited in Thoits and Hewitt 2001, 117) conclude that "volunteer participation is higher for individuals with internal control, with high self-esteem and a high emotional stability. These results suggest that people who generally have higher personal coping resources [...] and have a better state of mental health would be more likely to volunteer. The personal well-being model combines personality characteristics (self-confidence, sense of control over their own lives, and self-esteem of a high level and a good physical and mental health, as a list of their own personal resources to those who search/are being searched to volunteer. The relationship volunteering/personal welfare is a mutual one. Studies suggest that people with a higher welfare (e.g., greater psychosocial resources and physical or mental health) will become volunteers more often and people who are involved in community service may have a greater life satisfaction, self-esteem, awareness of the meaning of life, physical and mental health (Thoits and Hewitt, 2001, 118).

## **1.6 Objectives of the Study**

Jharkhand is the first State in the country which has deployed Panchayat Volunteers at the GP level for assisting GPs in providing public goods and services to villagers. In order to understand the socio-economic and demographic profiles of Panchayat Volunteers, process of their selection, their contribution to the GP in delivering public goods and services to villagers the present research has been conducted. The major objectives of the study are:

1. To document the deployment of GP volunteers as HR support to GPs;
2. To assess functioning of these volunteers and recommend measures to improve their performance.

## Methodology

### 1.7.1 Data Collection Methods:

The case study has documented the process of deployment of these volunteers and also studied their performance. Qualitative and quantitative research techniques have been used to collect secondary and primary data for the study. Primary data has been collected with the help of two questionnaires: first one administered to Panchayat Volunteers, and second one administered to GP President (Mukhia)/GP Secretary (Sachiv). Questionnaire for Panchayat Volunteers (available at Appendix-1) has their qualifications, capacity building, activities carried out, achievements and challenges faced by them, etc. Their achievements in assisting GP residents in accessing public services and benefits are also assessed with the help of Focused Group Discussions (FGDs) with villagers. Questionnaires have been administered and data collected using Open Data Kit (ODK)<sup>4</sup> collect application in mobile phone.

In addition, interviews with District Panchayat Raj Officers (DPRO) of selected districts have been conducted to understand how this initiative of State government is functioning in terms of providing human resource support to GPs.

### 1.7.2 Sampling:

Since the objectives of the case study are to document the deployment process of Panchayat Volunteers as HR support to the GPs and to assess their functioning, GP has been taken as unit of sample. Two districts namely Gumla (South Chotanagpur Division) and Deochar (Santhal Pargana Division) from two different divisions of the State have been selected for the study. Thereafter two stage simple random sampling was done. First, two blocks per district were selected randomly from the list of all blocks in these two districts. Then, two GPs from each selected blocks have been selected from the list of GPs on simple random basis. All the volunteers who are deployed in these GPs have been studied.

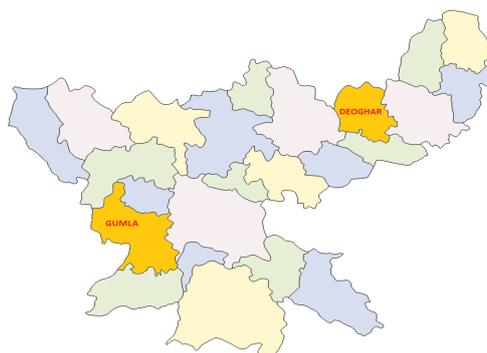


Fig: 1 Sample Districts selected in Jharkhand State

Of the sample eight GPs, all four (04) GPs of Gumla district fall under Fifth Schedule as this district is fully covered under the Fifth Schedule. In these Fifth Schedule areas, The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 popularly called PESA Act is applicable. All four (04) GPs of Deochar district are non-scheduled GPs. Of the 08 sample GPs, fifty percent of GPs i.e.,

4. ODK collect is an open source Android app that replaces paper forms used in survey-based data gathering. It supports a wide range of question and answers type and is designed to work well without network connectivity.

Table 1: District wise list of Sample Blocks and Sample GPs

S.No	Name of the District (Block wise map)	Name of the Block	Name of the Gram Panchayats
1	 <p>Deoghar</p>	Mohanpur	<ul style="list-style-type: none"> <li>• Harkatta</li> <li>• Jamuniya</li> </ul>
		Karon	<ul style="list-style-type: none"> <li>• Sirsa</li> <li>• Pathrol</li> </ul>
2	 <p>Gumla</p>	Raidih	<ul style="list-style-type: none"> <li>• Nawagarh</li> <li>• Kepur</li> </ul>
		Sisai	<ul style="list-style-type: none"> <li>• Chhardha</li> <li>• Bondo</li> </ul>

four (04) GPs are headed by women Mukhias (GP President) and remaining four (04) GPs are headed by men Mukhia. All 04 GPs of Gumla district are headed by the Scheduled Tribe (ST) Mukhias as per the provisions of PESA Act.

### 1.7.3 Period of Data Collection:

Primary data from the sample GPs and secondary data from district administrations and State department of Panchayati Raj, Government of Jharkhand have been collected during the period from 18<sup>th</sup> January, 2020 to 31<sup>st</sup> January, 2020. Following are the details of travel schedule for data collection:

### 1.7.4 Data Analysis:

Simple percentage analysis of data collected through questionnaires administered has been done. Qualitative analysis of information collected through interviews with State/district/block and GP officials and ERs has been done to understand achievements and challenges and to suggest ways to improve functioning of Panchayat Volunteers.

Table 2: Schedule of field visit

<b>Date</b>	<b>Place of Visit (GP)</b>	<b>Activities conducted</b>
21 <sup>st</sup> January, 2020	DPRO office, De-oghar	Interview with DPRO
21 <sup>st</sup> January, 2020	Harkatta	Interview with Panchayat Secretary, Mukhia and Panchayat Volunteers. FGDs with villagers.
22 <sup>nd</sup> January, 2020	Jamuniya	
23 <sup>rd</sup> January, 2020	Sirsa	
24 <sup>th</sup> January, 2020	Pathrol	
25 <sup>th</sup> and 26 <sup>th</sup> January	Ranchi	Collection of State level secondary data
27 <sup>th</sup> January, 2020	DPRO office, Gumla	Interview with DPRO
27 <sup>th</sup> January, 2020	Nawagarh	Interview with Panchayat Secretary, Mukhia and Panchayat Volunteers. FGDs
28 <sup>th</sup> January, 2020	Kepur	
29 <sup>th</sup> January, 2020	Chhardha	
30 <sup>th</sup> January, 2020	Bondo	

## Chapter-2: Background

### Profile of the State:

Jharkhand came into being as a State on 15<sup>th</sup> November, 2000. The State, situated in eastern part of India, shares its borders with Bihar in north, Uttar Pradesh in the north-west, West Bengal in the east, Chhattisgarh in the west and Odisha in the south. It is the 15<sup>th</sup> largest State by area, and the 14<sup>th</sup> largest by population. The State has four major plateaus separated by narrow steep slopes, of which the Chhota Nagpur plateau is the most prominent. Jharkhand has tropical climate with annual rainfall of about 900 mm. Temperature varies between 4°C to 47°C. The important rivers of the State are Ganga, Son, South Koel, Baitarni and Damodar. Jharkhand is having an abundant reserve of natural resources and it is the largest producer of coal in the country. Iron ore, Copper ore, Mica, Bauxite, Fire clay, Graphite, Kyanite, Sillimanite, Lime stone, Uranium are other important minerals found in India. Nearly, 28 per cent of land in Jharkhand is covered by forests. As per 2011 Census, the percentage of urban and rural population was 24 and 76 per cent respectively. Jharkhand's rural population is approximately 2.5 crore. There are 32 tribal groups in Jharkhand and nine primitive tribal groups which together comprise 26.2 per cent of the population. A significant part of the State falls under the Fifth Schedule area governed by The Provisions of Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA). Of the total population, 11.8 per cent are from Scheduled Castes (SCs). Many of the districts have large tribal population. For example, about 70 per cent of the population in Gumla district is tribal while in West Singhbhum, tribals constitute 66 per cent of the district's population<sup>5</sup>.

Jharkhand, at the time of its formation, lagged behind the all-India average in many of the key development indicators. It has made progress since then. However, the development gaps, though reduced, still persist. For example, as per Census 2011, male literacy is 76.84 per cent, female literacy is 55.42 per cent, and as per SRS Bulletin 2018, Infant Mortality Rate (IMR) is 31 in rural areas<sup>6</sup>. Only 13 percent of rural house in Jharkhand is having piped drinking water connections<sup>7</sup>. As per SDG India Index 2021 which monitors progress on SDGs in States and UTs, Jharkhand is among the bottom two States with overall score of 56 out of 100. As per the SDGs Index, Jharkhand's performance on reducing poverty, hunger & malnutrition, ensuring quality education, providing good infrastructure and actions on climate change adaptations has been found to be poor<sup>8</sup>. Jharkhand has a Human Development Index (HDI) of 0.5 which is one of the lowest in the country though there have been some improvements in the last few years. Over 80 per cent of the population is engaged in agriculture as a primary source of income.

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5. Capacity Assessment and Capacity Development Strategy (CA-CDS) Report for Strengthening Panchayati Raj Institutions in Jharkhand, Ministry of Panchayati Raj, GOI (2012) retrieved from <https://www.undp.org/content/dam/india/docs/DG/CA-CDS-report-Jharkhand.pdf>

6. Office of Registrar General of India. (2019). SRS Bulletin, Vol.53 No.1 May 2020, p.4. Retrieved from [https://censusindia.gov.in/vital\\_statistics/SRS\\_Bulletins/SRS%20Bulletin\\_2018.pdf](https://censusindia.gov.in/vital_statistics/SRS_Bulletins/SRS%20Bulletin_2018.pdf) on 15.01.2021.

7. <https://ejalshakti.gov.in/jjmreport/JJMState.aspx>

8. <https://sdgindiaindex.niti.gov.in/#/state-compare?goal=AllGoal&area=IND020&timePeriod=2020>

But the State is among those with the lowest agricultural productivity in the country as the agriculture pattern is by and large that of mono-cropping of paddy and is rainfed. The supply of potable water is a major issue, especially in summer season. There is less coverage of potable water supply in rural areas. Fluoride contamination of drinking water is common in many parts of the State. The per capita income in Jharkhand was 30 per cent less than the country in 2016. Jharkhand is among those States which have very high percentage of rural poverty in the country. As per National Sample Survey Organisation (NSSO) data (68<sup>th</sup> round, 2011-12), over 45 per cent of the farmer households in Jharkhand live in poverty, which is highest in the country. More than 50 per cent of tribal population is below the poverty line and is dependent on subsistence farming with no secondary source of income, resulting in high distress migration<sup>9</sup>.

State has five divisions, 24 Districts, 263 Blocks and 4,398 GPs. Five Divisions are namely North Chota Nagpur, South Chota Nagpur, Kolhan, Palamu and Santhal Pargana. Headquarter of State is in Ranchi which falls in South Chota Nagpur and Dumka is its sub-capital which falls in Santhal Pargana.

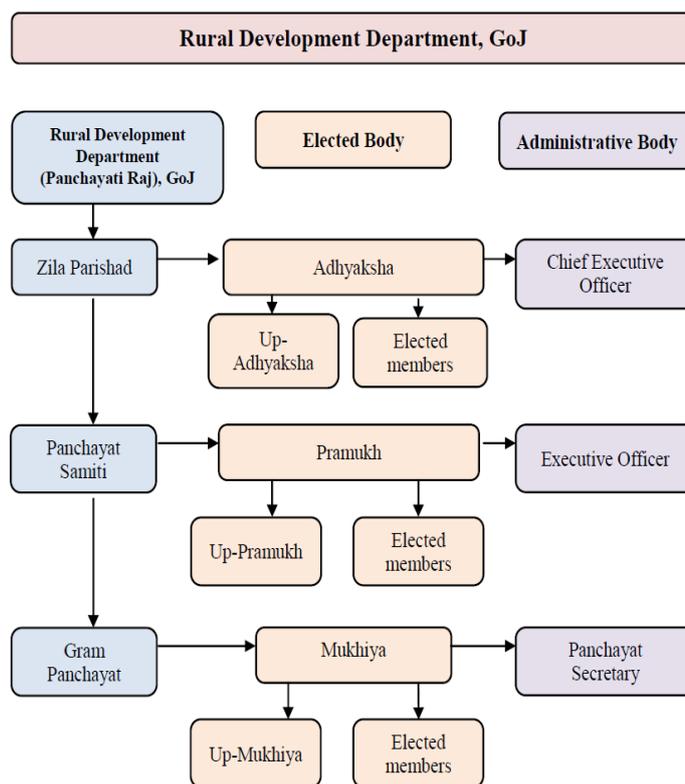
## **2.2 Panchayati Raj System in Jharkhand: Structure, Powers and Functions**

For strengthening the Panchayati Raj Institutions (PRIs) as per the 73<sup>rd</sup> Constitutional Amendment Act (CAA), the State Government enacted the Jharkhand Panchayati Raj Act (JPR Act) in the year 2001. It established a three tier PRI system in the State i.e., Zila Parishad (ZP) at district level, Panchayat Samiti (PS) at intermediate (Block) level and Gram Panchayat (GP) at village level. State has also framed Jharkhand Panchayat Raj (Budget and Accounts) Rules, 2010 to ensure smooth functioning of PRIs. Elections for the PRIs in Jharkhand were conducted, for the first time, in 2010. Elections got delayed due to a court case on the issue of reservations for the post of Mukhias for STs. The second elections were held in December, 2015. The JPR Act, 2001 and Rules/Bye-laws made thereunder provide for elected body also in addition to the Executive/Administrative body to deliver the mandate and manage administration of PRIs. Under the set-up of elected body, ZP is headed by Adhyaksha, PS by Pramukh and GP by Mukhia. Organisational structure of PRIs in the State is depicted in the Figure-2 below.

There are total, 4,367 GPs, 263 PSs and 24 ZPs in the State. There are 54,807 elected representatives at GP level in total and 27,664 of the elected representatives are women. There are approximately 2700 GP Secretaries or equivalent functionaries in the State. Approximately 149 GPs do not have their own office buildings, 491 GPs are without computer and 2,938 GPs are without internet facilities.

9. Government of Jharkhand, Executive Summary of Jharkhand Vision and Action Plan. Retrieved from [https://finance-jharkhand.gov.in/pdf/Executive\\_Summary\\_Jharkhand\\_Vision\\_and\\_Action\\_Pln.pdf](https://finance-jharkhand.gov.in/pdf/Executive_Summary_Jharkhand_Vision_and_Action_Pln.pdf)

Fig 2: Organisational Structure of PRIs in Jharkhand



(Source: CAG, Annual Technical Inspection Report on Local Bodies in Jharkhand State, 2016)

The average population of a ward is 500 and GP is having around 5,000 population<sup>10</sup>. The summary of PRIs in the State is given in Table-3 below:

Table 3: Number of PRIs in Jharkhand

Tier of Panchayats	Total Number	No. of ERs
Gram Panchayats	4,367	54,807
Panchayat Samitis	263	4,384
Zilla Parishads	24	349

Village level Panchayat in Jharkhand is called Gram Panchayat. President of the GP and Members are directly elected. President is called ‘Mukhia’. In addition to Mukhia, there is an ‘Up-Mukhia’ too. One among the elected members of GP is selected as Up-Mukhia by majority vote in its first meeting. ‘Secretary’ is the executive officer of the GP and assists Mukhia and Members. In Fifth Schedule areas, every village in the GP has a Gram Sabha while in case of non-scheduled areas, there is one Gram Sabha in the GP.

10. Richa Chaudhary (2018), State Consultant, Jharkhand, GDPD Peoples Campaign – Jharkhand retrieved from <https://www.panchayatgyan.gov.in/documents/20181/0/Jharkhand.pdf/840c8ed9-835e-4f7c-a546-219bfd240ba2>

In non-Scheduled areas, Gram Sabha is presided by the Mukhia and his/her absence by the Up-Mukhia, whereas in case of Fifth Schedule areas, Gram Sabha is presided by a 'Gram Pradhan' from Scheduled Tribe who is neither Mukhia nor Up-Mukhia and is recognised as 'traditional head' as per prevalent custom such as Manjhi, Munda, Pahan, Mahto, etc., or by a person selected through general consensus among Gram Sabha members present in the meeting.

In Jharkhand GPs have following standing committees: (a) General Administration Committee (b) Development Committee (c) Committee for Women, Children and Social Welfare (d) Committee for Health Education and Environment (e) Gram Raksha Samiti (Committee of Village Security); (f) Government Estate Committee; and (g) Infrastructure Committee.

As per Jharkhand Panchayat Raj Act, 2001, GPs shall perform following General Functions:

1	Preparation of annual plans for development of the Panchayat area
2	Preparation of annual budget
3	Organising voluntary labour and voluntary contribution for community works
4	Removal of encroachments on public properties
5	Undertaking relief work during natural calamities
6	Maintenance of essential statistics of village

In addition, GPs are responsible to perform various functions related to following subjects in consonance with the Eleventh Schedule of the Constitution of India:

1	Agriculture, including Agriculture Extension
2	Land development, land reform and land conservation
3	Minor irrigation, water management and water coverage
4	Animal husbandry, dairy and poultry
5	Fisheries
6	Social and farm forestry
7	Minor forest produce
8	Khadi, village and cottage industries
9	Rural housing
10	Drinking water facilities
11	Roads, buildings, bridges, culverts, water ways and other means of communication
12	Rural electrification
13	Non - conventional energy source
14	Poverty alleviation programme
15	Education, including primary and secondary schools
16	Adult and non - formal education
17	Technical training and professional education
18	Sports and cultural activities
19	Establishment and maintenance of libraries and reading rooms
20	Markets and fairs
21	Medical facilities and sanitation

22	Welfare of weaker sections and in particular the Scheduled Castes and Scheduled Tribes
23	Health and family welfare
24	Social welfare and social security including women welfare
25	Maintenance and preservation of community assets
26	Public Distribution System
27	Management of child development programme
28	Enhancing cooperative activities
29	Encouraging the common people towards saving and promoting collective saving system
30	Organising self- help groups and activating villagers towards a self-dependant village
31	Maintenance of records of birth, death, marriage, etc., and arousing awareness in people to register birth and death
32	Some other functions

The State has a significant number of blocks and districts which either fall partially or completely under the Fifth Schedule of the Indian Constitution where the PESA Act is applicable. Total 16 districts and 131 blocks are either fully or partially covered under Fifth Scheduled Areas in the State. The details of notified Fifth Schedule Areas/PESA areas in the State of Jharkhand are as given in table-4 below<sup>11</sup>:

Table 4: Fifth Schedule areas in Jharkhand

<b>PESA Districts (Fully covered)</b>	Total - 13 (Ranchi, Khunti, Lohardaga, Gumla, Simdega, Latehar, West Singhbhum, East Singhbhum, Saraikela Kharsawan, Dumka, Jamtara, Sahebnaj and Pakur)
<b>PESA Districts (Partly covered)</b>	Total - 3 (Palamu, Garhwa, Godda)
<b>PESA Blocks</b>	Total- 131
<b>PESA Panchayats</b>	Total- 2,074
<b>PESA Villages/Gram Sabha</b>	Total- 16,022

As per PESA Act, habitations or a group of habitations or hamlet or a group of hamlets may be notified as village and Gram Sabha in Fifth Schedule areas are to be notified for every village. All the posts of Mukhias in Fifth Schedule areas are reserved for STs. GP, in the Fifth Schedule areas, subject to the general control and instruction of the Gram Sabha, have the following powers:- i) To manage the village market, fairs including cattle fair known by any name; ii) To have control over the sources and expenditure of the local schemes including the tribal sub scheme; and iii) To exercise such other powers and discharge such functions as the State Government may confer or entrust it under any law in force for the time being. Gram Sabha in Fifth Schedule areas can form up-to eight (08) Committees for carrying out above functions and powers.

11. Brief note on PESA for the State of Jharkhand, Ministry of Panchayati Raj, PESA Division retrieved from <https://pesadarpan.gov.in/documents/30080/45009/Jharkhand.pdf/7c90a28a-7b6b-43d0-be86-6834c42937bf>

## 2.4 Gram Panchayat (GP) Volunteers Deployment Framework

Under chapter IX, section 90 (a) of Jharkhand Panchayati Raj Act, 2001 it has been mentioned that State Government or the prescribed authority may appoint one Secretary for a GP or for one or more group of GPs. The Secretary shall be in-charge of the office of the GP and shall discharge all its functions and exercise all the powers conferred or imposed on him/her under this Act or any rules or bye-laws made there under.

Under Section 90 (c), a Gram Raksha Dal may be organised for every GP under a Chief Officer appointed in the prescribed manner for, inter-alia, (i) patrolling and security of the village, (ii) preventing fire and embankment or bridges from being broken, (iii) preventing spread of epidemic, theft, (iv) maintaining public law and order and (v) carrying out works entrusted from the time to time by the government and all able persons of the village in the group of 18 to 30 years shall be members of that Dal.

Also, under section 92 (1) & (2) of JPR Act, it is provided that the State government may depute such servants in service of the Panchayat whom it considers necessary from time to time. Every Panchayat may, with prior approval of the prescribed authority, depute or appoint such other officers and servants whom it considers necessary for efficient discharge of its duties.

Table 5: Deployment Status of Panchayat Secretaries at GP level in Jharkhand State

Name of the Post	Total no. of Sanctioned Post	Total no. of deployment	Total no. of vacancies
Panchayat Sachiv (Secretary)	4,367	2,680	1,687

In order to overcome the challenge of inadequate human resources at GP level, Government of Jharkhand has issued a notification in the year 2016 to constitute “Gram Panchayat Sachivalaya (GP Secretariat)” with four (04) educated Volunteers per GP, with approval of the State Cabinet. Government’s vision was to strengthen GP and make them work as Secretariat. Apart from Panchayat Secretary, there is no other functionaries at the GP level, hence to technically support the GP Secretariat, Panchayat Volunteers were identified. To operationalise this decision, the Department of Panchayati Raj of the Government of Jharkhand issued a Government Order (GO) with details of their responsibilities, process of selection and remuneration etc. These Panchayat Volunteers function under the administrative control of GP. They are not given any monthly remuneration but are given incentives for carrying out specified assignments and recognised by State government. Their work is purely on incentive basis and their services can be utilised by any department. They are supposed to carry out following functions:

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12. Jharkhand Panchayati Raj Act, 2001 retrieved from [https://www.jharkhandpanchayats.gov.in/documents/6183151/0/1345192397587\\_Jharkhand\\_Panchayat\\_Raj\\_Act\\_2001\\_English3186.pdf](https://www.jharkhandpanchayats.gov.in/documents/6183151/0/1345192397587_Jharkhand_Panchayat_Raj_Act_2001_English3186.pdf)

(i) Disseminate information: There are various developmental schemes being implemented at the GP level in the State. But the villagers are not having adequate information about these schemes. The Panchayat Volunteers has to disseminate information on these developmental schemes/programmes and on other related matters of GP functions to villagers

(ii) Create awareness among rural population: The Panchayat Volunteers have to make villagers aware on various programs of development and social security schemes by conducting group discussions with community-based organisations and beneficiary members. Such awareness makes people conscious of their rights and entitlements and they make efforts to access benefits from such schemes.

(iii) Providing support to rural population in self-governance: In villages, the disadvantaged people face difficulties in availing the benefits of government schemes and in participating in the process of local self-governance. These Panchayat Volunteers mobilise them to participate in the process of planning, monitoring and evaluation of implementation of schemes and in accessing benefits.

(iv) Prepare database for all government schemes: Various schemes such as MGNREGA/ PMAY-G/ National and State pensions/toilet construction/drinking water/ICDS, etc., are being implemented at the GP level. In these schemes, some villagers get excluded due to improper maintenance of data at the GP level. Panchayat Volunteers have been made responsible to gather and maintain necessary information related to these schemes. They are also expected to prepare database of the deprived families and of the families enrolled under various schemes.

(v) Evaluation of development and welfare schemes of government: There are many shortcomings in the implementation of developmental and welfare schemes in rural areas. Sometimes they do not get rolled out in time and sometimes developmental works remain incomplete. Many a times, quality of completed works is of poor standard. The Panchayat Volunteers undertake evaluation of the ongoing schemes and assist the beneficiaries and also concerned department officials at GP and Block level for completion of those schemes effectively and with quality on time.

(vi) To help GP in development and implementation of annual action plan: In preparation of the annual plans under Yojana Banao Abhiyan/Sabki Yojana Sabka Vikas (GPDP), the Panchayat Volunteers are expected to play an important role as they maintain database of households. Using consolidated data the annual action plan of the GP can be prepared effectively with inclusion of local needs and with active participation of Elected Representatives and villagers.

Following the GO issued by the Government of Jharkhand, all the districts of Jharkhand selected and deployed Panchayat Volunteers with the approval of the State government. Of the total 17,592 volunteers required for total 4,398 GPs in Jharkhand, as reported on 20<sup>th</sup> November 2018, total 17,258 volunteers were deployed. District-wise status of deployment of Panchayat Volunteers is given in the Table-6.

Table 6: Deployment status of Panchayat Volunteers at GP level in Jharkhand

S.No	Name of the District	No. of Gram Panchayats	Total No. of Panchayat Volunteers required	No. of Panchayat Volunteers selected
1	Garhwa	189	756	749
2	Palamu	283	1,132	1,125
3	Latehar	115	460	459
4	Chatra	154	616	606
5	Hazaribagh	257	1,028	1,025
6	Koderma	109	436	436
7	Giridih	358	1,432	1,430
8	Deoghar	194	776	740
9	Godda	201	804	797
10	Sahebganj	166	664	609
11	Pakur	128	512	465
12	Dumka	206	824	807
13	Jamtara	118	472	458
14	Dhanbad	256	1,024	1,024
15	Bokaro	249	996	990
16	Ramgarh	125	500	500
17	Lohardaga	66	264	264
18	Gumla	159	636	635
19	Khunti	86	344	332
20	Ranchi	305	1,220	1218
21	Simdega	94	376	376
22	West Singhbhum	217	868	802
23	Seraikela	132	528	514
24	East Singhbhum	231	924	897
<b>TOTAL</b>		<b>4,398</b>	<b>17,592</b>	<b>17,258</b>

(Source: Department of Panchayati Raj, Jharkhand as on 20<sup>th</sup> November, 2018)

## Chapter-3: Findings and Discussions

Key findings of the Study are as follows:

### Basic Profile of Sample Gram Panchayats

Table 7: Profile of Sample Gram Panchayats of Jharkhand State

S.No	Name of the District	Name of the GP	Total Population	SC Population	ST Population	No. of ERs	No. of Women ERs
1	Deoghar	Harkatta	5,624	725	502	12	7
2		Jamuniya	5,538	1,186	1,711	11	7
3		Sirsa	5,853	1,172	129	12	6
4		Pathrol	5,856	1,087	15	12	5
5	Gumla	Nawagarh	6,533	139	4,084	13	8
6		Kepur	6,626	5	4,379	13	8
7		Chhardha	7,225	39	4,417	14	8
8		Bondo	6,950	39	4,837	14	7

In Jharkhand two districts, namely Deoghar and Gumla were chosen for the primary data collection. From each district two blocks have been selected namely, Mohanpur and Karon from Deoghar district; Raidih and Sisai from Gumla district. From each of these blocks two Gram Panchayats (GPs) have been selected. In Deoghar district the selected GPs are Harkatta and Jamuniya from Mohanpur Block; Sirsa and Pathrol from Karon block. In Gumla district the selected GPs were Nawagarh and Kepur from Raidih block; Chhardha and Bondo from Sisai block.

Deoghar district was named after its principal town Deoghar which was named after Deogarh (fort of the god). Deoghar means 'the abode of gods.' Deogarh district is surrounded by Banka district (Bihar) in north, by Dumka district (Jharkhand) in east, by Jamtara district (Jharkhand) in south and by Jamui district (Bihar) and Giridih district (Jharkhand) in west. It lies between 24 0 03' and 23 0 38' N Latitude and 86 0 28' and 87 0 04' E longitude within northern hemisphere at 254 meters altitude from the sea level. With respect to population and area the rank of the Deoghar district amongst the districts of the State is 9<sup>th</sup> and 16<sup>th</sup> respectively. Tribals like Santhals, Paharias and Lohras make a sizeable chunk of the population. Deoghar district has two subdivisions namely Deoghar, Sadar and Madhapur spread over eight (08) Community Development Blocks and three (03) towns.

The district of Gumla was carved out of old Ranchi district by the government of Bihar in the year 1983. Gumla acquired 5,347.25 sq. km area from its parent district of Ranchi. It is one of the five districts of South Chotanagpur division. The district lies between 22.35' to 23.33' north latitude and 84.40' to 85.1' east longitude. The Gumla district contains one sub-division (Gumla Sadar), 12 community development

blocks as well as three towns (Gumla, Ghaghra and Toto). Gumla is the principal town of the district. There are altogether 946 villagers and 159 GPs in the district. The district is predominantly a tribal district. As per 2011 census, about 69 percent of the population belongs to Scheduled Tribes<sup>13</sup>.

Harkatta GP is located in Mohanpur block of Deoghar district. It is situated 10 km. east from Deoghar district headquarter. This GP is located at the border of the Deoghar district and Dumka district. Total population of the GP is 5,624, in which Scheduled Caste (SC) population is 725 and Scheduled Tribe (ST) population is 502 and the remaining 4,397 persons belong to General category including Other Backward Castes (OBCs). Of total 12 Elected Representatives (ERs) in Harkatta GP, nine members belong to OBC category; two from SC and one member from ST category. Out of these 12 ERs, seven are female and five are male. In Harkatta GP, there are four Panchayat Volunteers working since 02 October, 2016.

Jamunia GP is located in Mohanpur block of Deoghar district. It is located 30 km. south from district headquarter Deoghar. This place is also located at the border of Deoghar district and Dumka district. Total population of the GP is 5,538, in which SC population is 1,186 and ST population is 1,711 and the remaining 2,641 persons belong to General category including OBCs. Of total 11 Elected Representatives (ERs) in Jamunia GP, four members belong to General category; three from ST and two members each from SC and OBC category. Out of these 11 ERs, four are male and seven are female. In Jamunia GP, four Panchayat Volunteers have been appointed on 02<sup>nd</sup> October, 2016. However, currently only three Volunteers are actively participating in the GP activities.

Sirsa GP is located in Karon block of Deoghar district. It is located 34 km. south from district headquarter Deoghar. This place is located at the border of the Deoghar district and Jamtara district. Total population of the GP is 5,853, in which SC population is 1,172 and ST population is 129 only and the remaining 4,552 persons belong to General category including OBCs. Of total 12 ERs in Sirsa GP, six members belong to OBC category; three from SC and three members from General category. Out of these 12 ERs, six are male and remaining six are female. In this GP, there are only three Panchayat Volunteers actively working since 02<sup>nd</sup> Oct, 2016.

Pathrol Gram Panchayat is located in Karon block of Deoghar district. It is located 32 km. south from district head quarter Deoghar. This GP is located in the border of the Deoghar district and Jamtara district. It is 203 km away from State capital Ranchi. Total population of the GP is 5,856, in which SC population is 1,087 and ST population is 15 only and the remaining 4,754 persons belong to General population including OBCs. Of the total 12 ERs in Sirsa GP, eight (08) belong to OBC category; two (02) from SC and two (02) from General category. Out of these 12 ERs, seven are male and remaining five are female. In this GP, three (03) Panchayat Volunteers are working since 2<sup>nd</sup> October, 2016.

Nawagarh GP is located in Raidih block of Gumla district. It is located 17 km. towards south from district headquarter Gumla and one km. from Raidih block headquarter. Total population of the GP is 6,533, of which majority of the population i.e., 63 per cent (4,084) belong to ST. The SC population is 139 and the remaining 2,310 persons belong to General category including OBCs. Of the total 13 Elected Representatives (ERs) in Nawagarh GP, nine members belong to ST category and remaining four members

13. District Census Handbook Gumla, Directorate of Census Operations, Jharkhand, Census of India (2011) retrieved from <https://cdn.s3waas.gov.in/s3389bc7bb1e1c2a5e7e147703232a88f6/uploads/2018/06/2018061174.pdf>

belongs to OBC category. Out of these 13 ERs, eight are female and five are male. In this GP, there are three Panchayat Volunteers are working since 02<sup>nd</sup> October, 2016.

Kepur Gram Panchayat is located in Raidih block of Gumla district. It is located 22 km. towards south from district headquarter Gumla and five km. from Raidih block headquarter. Total population of the GP is 6,626, of which two-third i.e., 4,379 belong to ST category, only five belong to SC category and the remaining 2,242 persons belong to General category including OBCs. Of the total 13 ERs in Kepur GP, 10 members belong to ST category and remaining three members belongs to OBC category. Out of these 13 ERs, eight are female and five are male. In this GP three Panchayat Volunteers are working since 2<sup>nd</sup> October, 2016.

GP Chharda is located in Sisai block of Gumla district. It is located 37 km away from district head quarter Gumla. Total population of the GP is 7,225, of which majority of the population i.e., 61 per cent (4,417) belong to ST category, 39 belong to SC category and the remaining 2,769 persons belong to General category including OBCs. Of the total 14 ERs in Chharda GP, eight members belong to ST category and remaining six members belongs to OBC category. Out of these 14 ERs, eight are female and six are male. In this GP, four Panchayat Volunteers are working since 2<sup>nd</sup> October, 2016.

Gram Panchayat Bondo is located in Sisai Block of Gumla District. This GP is located 55 km. away from district headquarter Gumla. Total population of the GP is 6,950, of which 70 per cent (4,837) belong to ST category, 39 belong to SC category and the remaining 2,074 persons belong to General category including OBCs. Of the total 14 ERs in Bondo GP, 12 members belong to ST category and other members belongs to SC and OBC category each. Out of these 14 ERs, seven are female and seven are male. In this GP, initially there were four Panchayat Volunteers working since 2<sup>nd</sup> Oct, 2016. However, currently only two Volunteers are actively participating in the GP activities.

### 3.2 Status of Human Resources in Sample GPs:

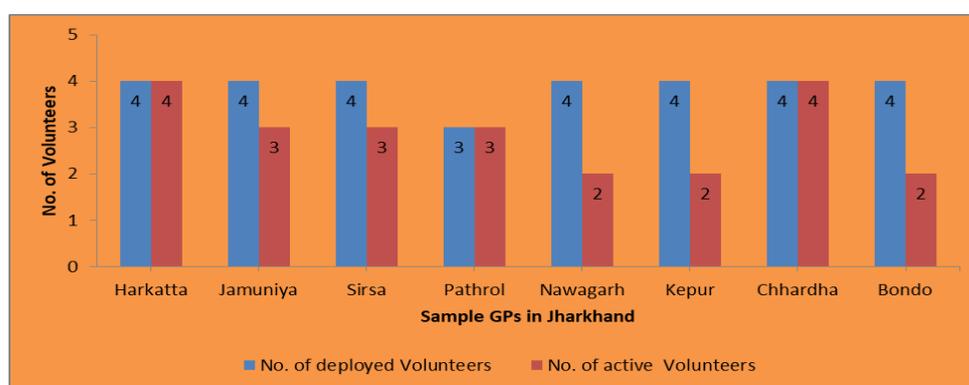
Table 8: Human resources deployment status in sample GPs

S.No	Name of the GP	No. of Permanent Staff working (Panchayat Secretary)	No. of Contractual Staff working (Gram Rozgar Sevak)	No. of active Panchayat Volunteers
1	Harkatta	1	1	4
2	Jamuniya	1	1	3
3	Sirsa	1	1	3
4	Pathrol	1	1	3
5	Nawagarh	1	1	2
6	Kepur	1	1	2
7	Chhardha	1	1	4
8	Bondo	1	1	2

In all sample GPs, there is only one permanent staff who is working as Panchayat Sachiv (Secretary). But these Secretaries are not deployed exclusively in one GP. They have been given additional

charge of at least one more GP. This is a major challenge faced by the Secretaries in rendering services to the citizens of GP. In all these GPs, there is only one contractual staff i.e., Gram Rozgar Sevak who assists the GP in implementation of the MGNREGA. In addition to this, one Data Entry Operator (DEO) has been deployed on contract basis who is responsible for a cluster of four GPs and carries out functions like accounts maintenance and data entry. These DEOs generally have to go to the Block offices to upload the data due to poor ICT infrastructure including poor internet connectivity at GP level. The GoI has issued guidelines which provide for using up to 10 per cent of the FFC funds available in each GP for administrative purposes. This includes staffing support including the hiring of services of professionals like Accountants, Data Entry Operators, Engineers, etc., on contract or piece rate basis at the level of the GPs or cluster of GPs.

### 3.3 Current Deployment Status of Panchayat Volunteers:



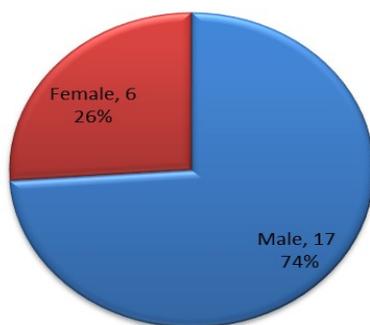
Graph 1: Current deployment Status of GP Volunteers in sample GPs

In the year 2016, in seven out of eight sample GPs, four Panchayat Volunteers were deployed and in Pathrol GP only three Panchayat Volunteers were deployed. Out of total 31 Volunteers, the research team found that only 23 of them are actively working at the GP level at present. Among eight sample GPs, only two GPs namely Harkatta and Sirsa are having all the four Panchayat Volunteers who are working actively. The inactive Volunteers are not removed by State Government and are not replaced by new Volunteers because they have not formally resigned and there is no direction to the GP from State or district with regard to actions on non-active Panchayat Volunteers. Some of the Panchayat Volunteers have become inactive because they find the incentives paid to them low and the payment of incentives is also delayed. Hence, volunteers are looking for other occupations with better and regular remuneration.

### 3.4 Socio-economic Profile of Panchayat Volunteers in Sample GPs:

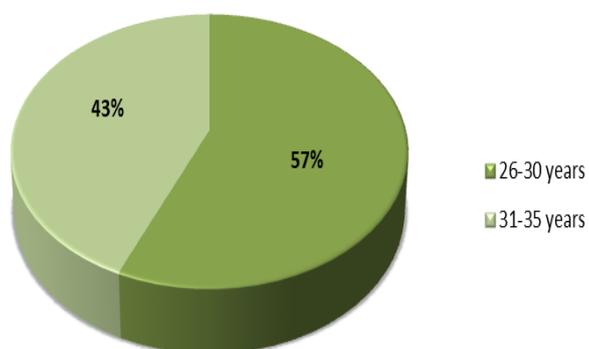
Socio-economic profile such as age, gender, education, economic status, residence, etc., of active Panchayat Volunteers in sample GPs is as follows:

### 3.4.1 Gender and age-wise classification of Panchayat Volunteers:



Graph 2: Gender-wise classification of Panchayat Volunteers

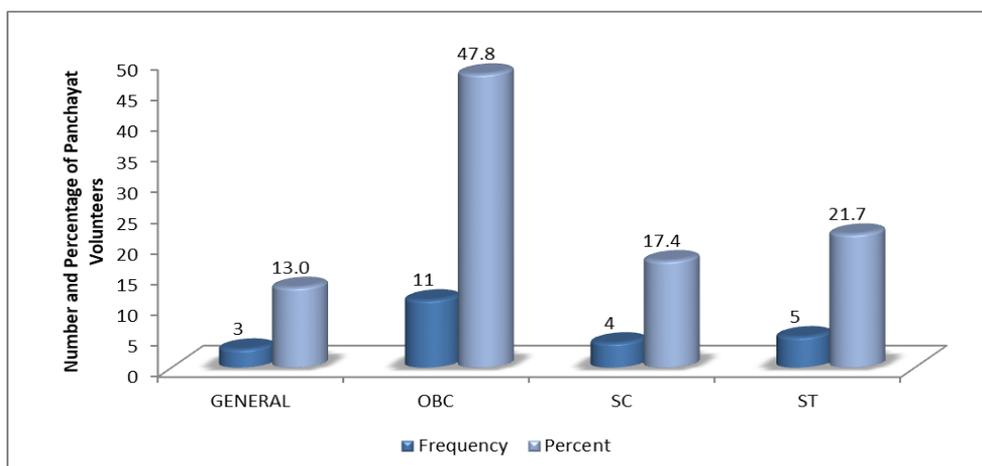
From the above graph, out of 23 Panchayat Volunteers, majority i.e., 74 per cent (17 members are male and only 26 per cent of them are female). As mentioned in the selection criteria there should be one female candidate from every GP. This criterion was followed during selection, but in two sample GPs, the selected female Panchayat Volunteers have become inactive.



Graph 3: Age-wise classification of Panchayat Volunteers

As per the State Government guidelines Panchayat Volunteers are to be selected from the age group of 18 to 35 years. Majority of the Panchayat Volunteers in the sample GPs i.e., about 57 per cent are in the age group of 26-30 years and 43 per cent were in the age group of 31-35 years. It shows that young people have shown interest to work as Volunteers in the GP.

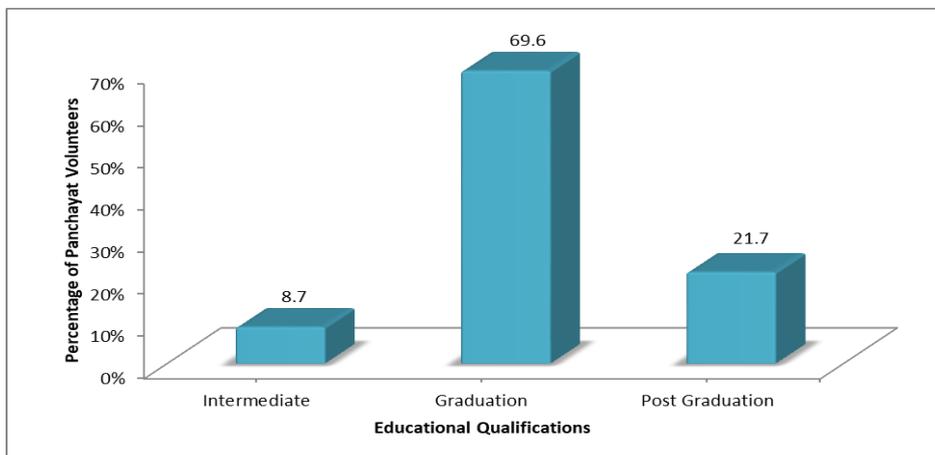
### 3.4.2 Caste-wise Classification of Panchayat Volunteers in Sample GPs:



Graph 4: Caste-wise data of Panchayat Volunteers in sample GPs

Graph 4 above indicates that people of all the caste categories were given opportunity to work as Panchayat Volunteers at the GP level. Of the total 23 Panchayat Volunteers in sample eight GPs nearly 48 per cent belong to Other Backward Castes (OBC), 22 per cent belong to Scheduled Tribe community, 17 per cent belong to the Scheduled Caste, remaining 13 per cent Panchayat Volunteers belong to General category.

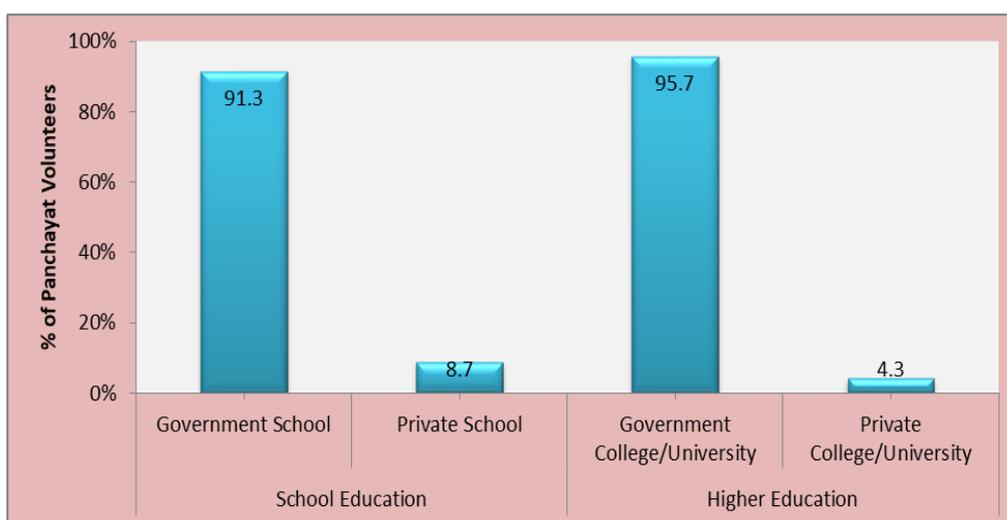
### 3.4.3 Educational Profile of Panchayat Volunteers:



Graph 5: Educational qualifications of Panchayat Volunteers in sample GPs

Matriculation is the minimum qualification for selection as Panchayat Volunteers. Of the total 23 sample Panchayat Volunteers, about 70 per cent of them had completed their graduation and nearly 22 per cent were Post Graduates. And the remaining nine percent of the Panchayat Volunteers have intermediate or 10+2 degree. It shows that, young and educated persons have shown interest to work as Volunteers at GP level to deliver the services to their villages.

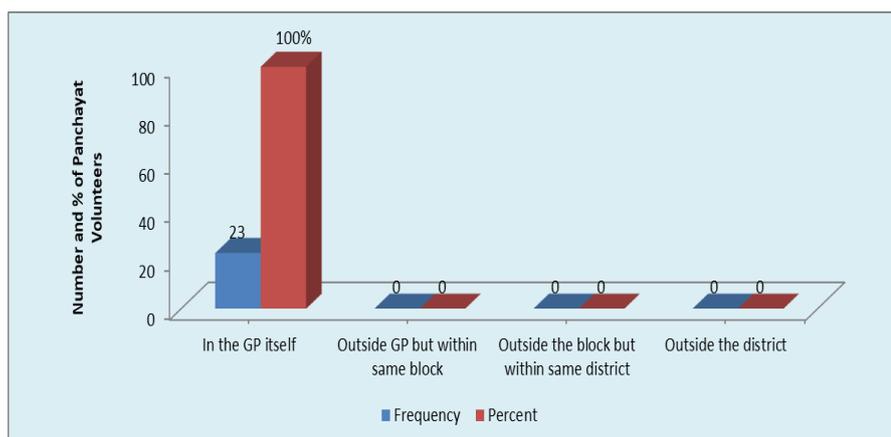
### 3.4.4 Place of Education of Panchayat Volunteers:



Graph 6: Place of education of Panchayat Volunteers in sample GPs

Only two Panchayat Volunteers studied in private schools and only one Volunteer has studied in a private college. More than 91 per cent of the Volunteers have completed their school education and 95 per cent of the Volunteers have completed higher education in the government institutions. This shows that most of these Volunteers are beneficiaries of government educational programmes and facilities.

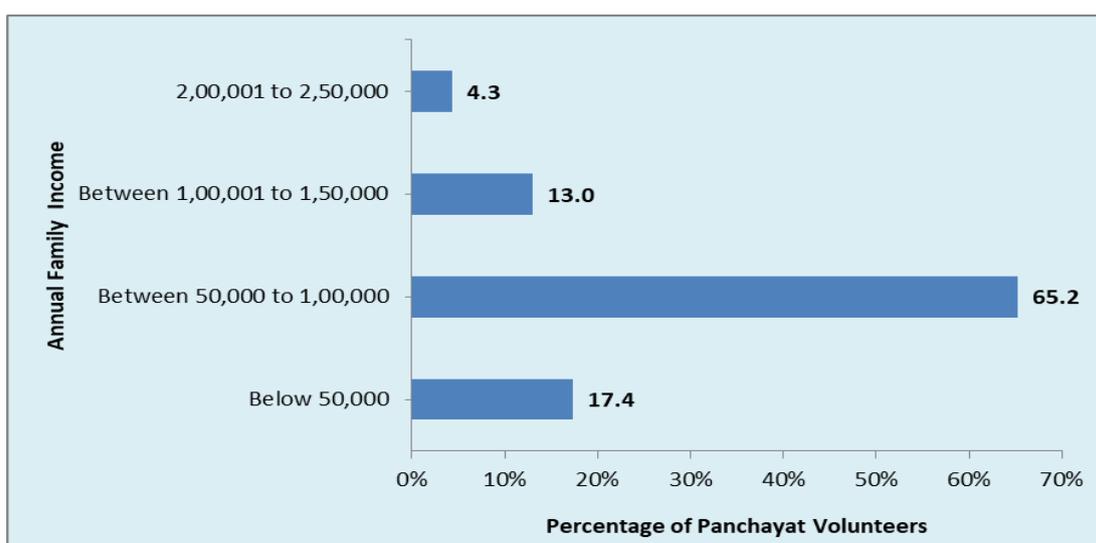
### 3.4.5 Residence of Panchayat Volunteers:



Graph 7: Residence of Panchayat Volunteers in sample GPs

As per the guidelines issued by the State Government, Panchayat Volunteers are to be selected from among the residents of the GP. This criterion was followed in the selection process. The above Graph 7 shows that all the 23 Volunteers are from the same GP where they are deployed and are also staying within the GP area. That’s why during field survey, it was observed that villagers easily remembered the names of these Volunteers. Villagers also observed that these Volunteers are having good rapport with them. For effective implementation of Pradhan Mantri Awas Yojana-Grameen (PMAY-G), these Volunteers have been meeting the villagers frequently and motivating them to construct the sanctioned houses within specified time period.

### 3.4.6 Annual Family Income of Panchayat Volunteers:



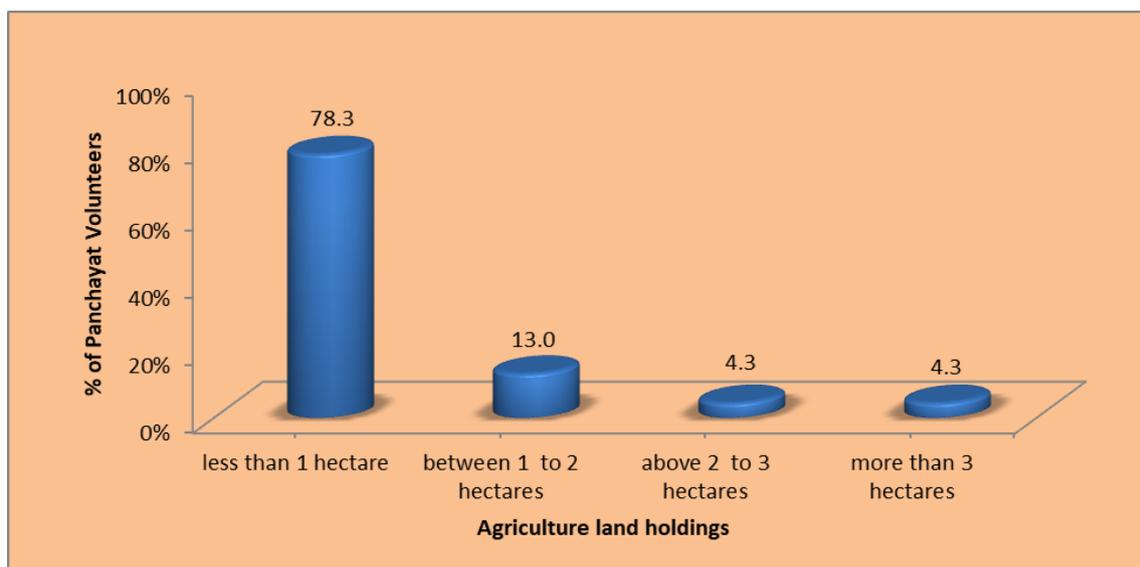
Graph 8: Annual Family income levels of panchayat volunteers in sample GPs

The above Graph 8 shows that majority of the Panchayat Volunteers are from low-income family groups. More than 80 per cent of them are having annual income levels below Rs.1,00,000 in which 17 per cent of them are having annual family income below Rs.50,000 and 65 per cent were in the range of

Rs.50,000 to Rs.1,00,000. Annual family incomes of 13 per cent of the Volunteers are more than Rs. 1,00,000 to Rs. 1,50,000. Only 4.3 per cent of them are in the range between Rs. 2,00,001 to Rs. 2,50,000 in the annual family income level. This data also shows that young persons from poor economic background have got opportunity to serve villagers and in the process earn additional income.

### 3.4.7 Family Landholdings of Panchayat Volunteers:

All the Panchayat Volunteer families were from the farming community, all of their families had agricultural land.



Graph 9: Family landholdings of panchayat volunteers in sample GPs

Above Graph 9 shows that majority of these Volunteers are from marginal landholding families. Approximately, 78 per cent of the Volunteer families are having less than one hectare of agriculture land, about 13 per cent volunteers were having the land between one to two hectares and nearly 8.6 per cent of volunteers were having more than two hectares.

### 3.5 Selection Process of Panchayat Volunteers:

The Panchayati Raj Division of the Department of Rural Development, Government of Jharkhand issued notification to appoint four educated volunteers (Panchayat Svayam Sevak) for 'Panchayat Sachivalay' in the year 2016. Advertisement was given by the State government in the newspapers for requirement of Panchayat Volunteers and invited applications from the interested candidates.

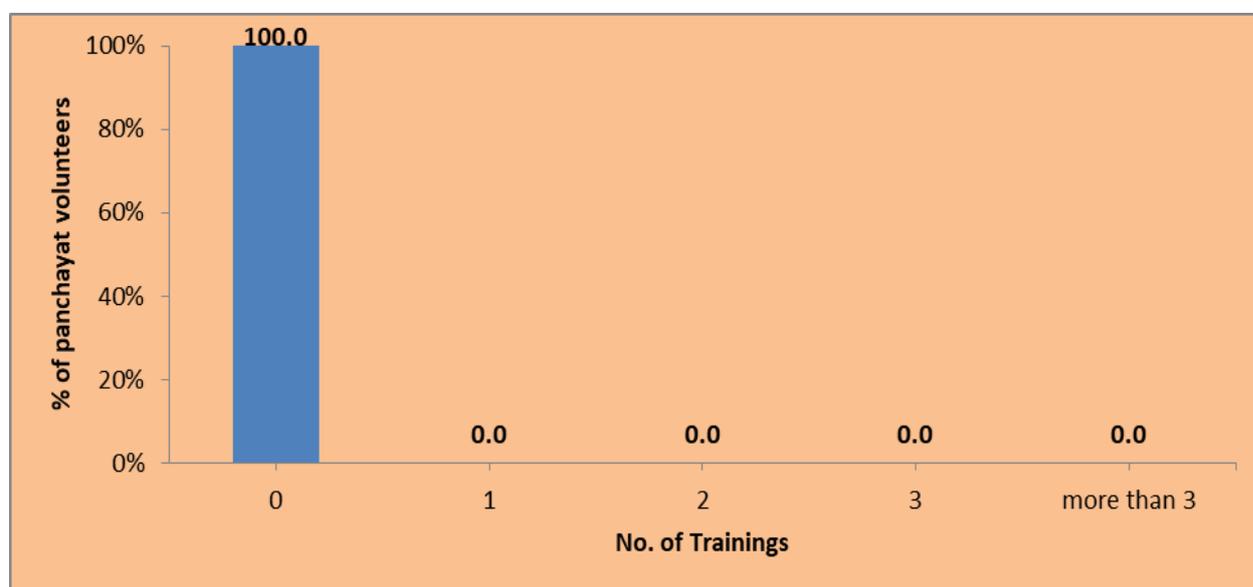
Criteria for the selection of Panchayat Volunteers at GP level was mentioned as follows:

1. At least one among the four Volunteers in one GP should be a female.
2. In the notified Fifth Schedule areas, at least one person should belong to ST community.
3. Other two members can be from any other community or gender.
4. These members should have minimum educational qualification of Matriculation.
5. Candidates should be in the age group between 18 – 35 years.
6. Candidate should be resident of the respective GP where he/she would like to work.

Applicants were asked to write an essay on any three questions out of five mentioned in the notification. Along with these, applicants were asked to send their personal information, photo copies of certificates of age, residence and educational qualifications to the DPRO concerned. The offices of DPROs scrutinised all applications and sorted those applications GP-wise in a prescribed format.

Deputy Commissioners of every district constituted a block level selection committee at every block to select candidates from the list provided by the district administration. These selection committees prepared a panel of eight qualified candidates against the four for every GP. Out of this panel of eight candidates, State government approved appointment of four candidates and communicated to respective districts. Thereafter, GP-wise list of selected candidates was published by the Deputy Commissioner and respective GPs were informed.

### 3.6 Training and Capacity Building of Panchayat Volunteers:



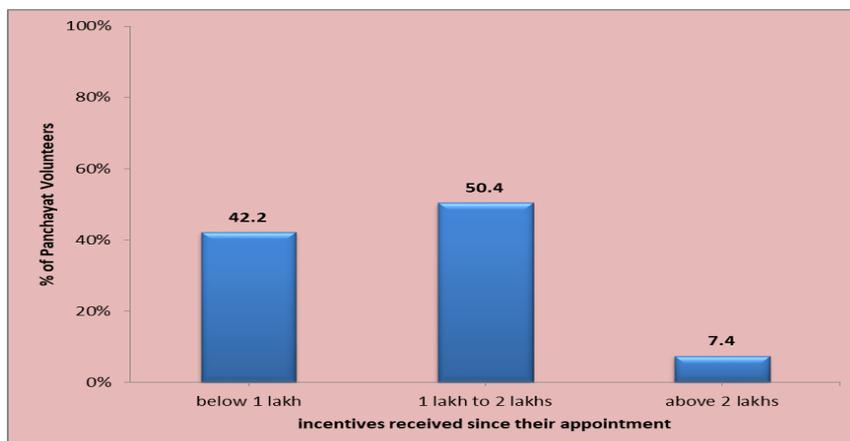
Graph 10: Trainings undergone by Panchayat Volunteers in sample GPs

The Graph 10 above illustrates that Panchayat Volunteers have not received any formal training so far since their appointment in the year 2016. But few volunteers of Raidih Block in Gumla district said that half-day orientation was given to them at the block office on the works relating to filling survey forms of Parivarik Sarvekshan (household survey), Swachh Bharat Mission (construction of Individual Household Latrines under SBM), Pensions, etc.,. As the Volunteers have not yet received any trainings, during the field visits for this study it has been observed that they were not aware of the Panchayati Raj system, details of schemes being implemented in rural areas and other matters of rural development and Panchayati Raj. Due to inadequate knowledge of roles and responsibilities of GPs, people's entitlements and process of accessing those entitlements, these Panchayat Volunteers are not able to contribute their full potential. This poor capacity coupled with inadequate motivation is reducing interest of these Panchayat Volunteers in carrying out their duties with passion and enthusiasm.

However, Department of Panchayati Raj, Government of Jharkhand claimed that three days induction orientation was given to Panchayat Volunteers on core issues in the year 2017-18. In the year

2016-17 they were part of GP facilitation team which facilitated GPDP. As per State government they were given three days training at Divisional Training Centres on GPDP.

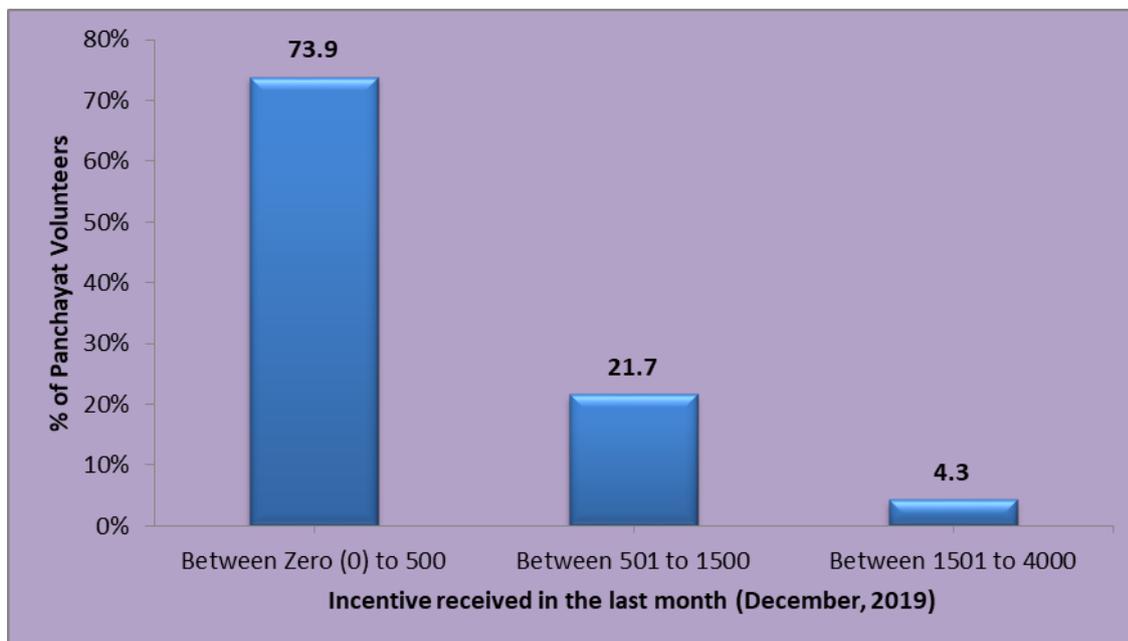
### 3.7 Remuneration/Incentives to Panchayat Volunteers:



Graph 11: Incentives received by volunteers since their appointment in sample GPs

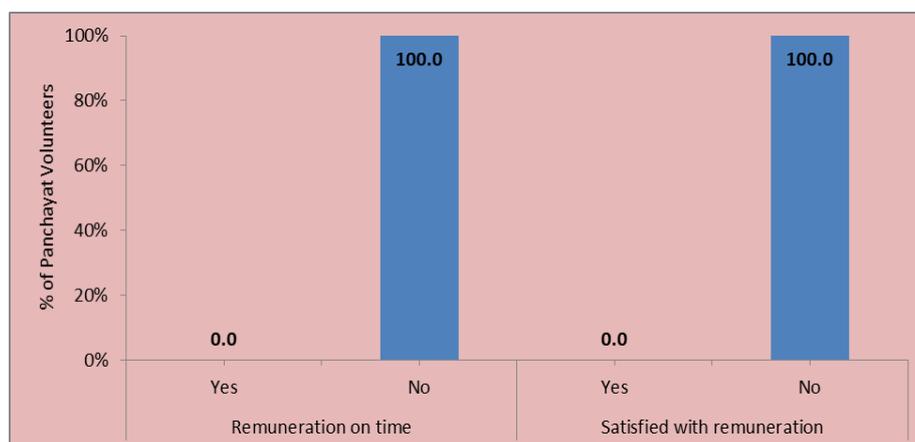
The Graph 11 above shows that 50 per cent of the Panchayat Volunteers have received Rs. 1,00,000 to Rs. 2,00,000 incentives since their appointment in the year 2016 till the time of field visit in January 2020. Nearly 42 per cent have received below Rs. 1,00,000 incentives and only 7.4 per cent of them have received more than Rs. 2,00,000 incentives. On an average these Panchayat Volunteers have received remuneration in the range from Rs. 4,000 to 5,000 per month. The incentives received are not equal to all the Panchayat Volunteers as the payments are based on assignment and performance. For example, under PMAY-G scheme, Volunteers are paid incentive of Rs. 1200/- per house when the beneficiary has completed construction before 6 months; Rs. 1000/- per house when the beneficiary has completed construction before 9 months and Rs. 900/- per house when the beneficiary has completed construction before 11 months. If any beneficiary has constructed the sanctioned house more than the 11 months then no incentive is paid to the Panchayat Volunteer. For filling one form of household survey, Panchayat Volunteers are paid Rs. 20. For identification of persons eligible to receive pension and getting their application duly filled, Panchayat Volunteers are paid Rs.11 per such application. As the number of beneficiaries and eligible persons varies across GPs, incentives given to these Panchayat Volunteers also vary.

As mentioned earlier, the incentive given to the Panchayat Volunteers is based on the basis of completion of works assigned to them and paid to them as and when it is processed by district administration based on forwarding of their work completion reports by the GP and block administration.



Graph 12: Incentive received by Volunteers during December 2019 month in sample GPs

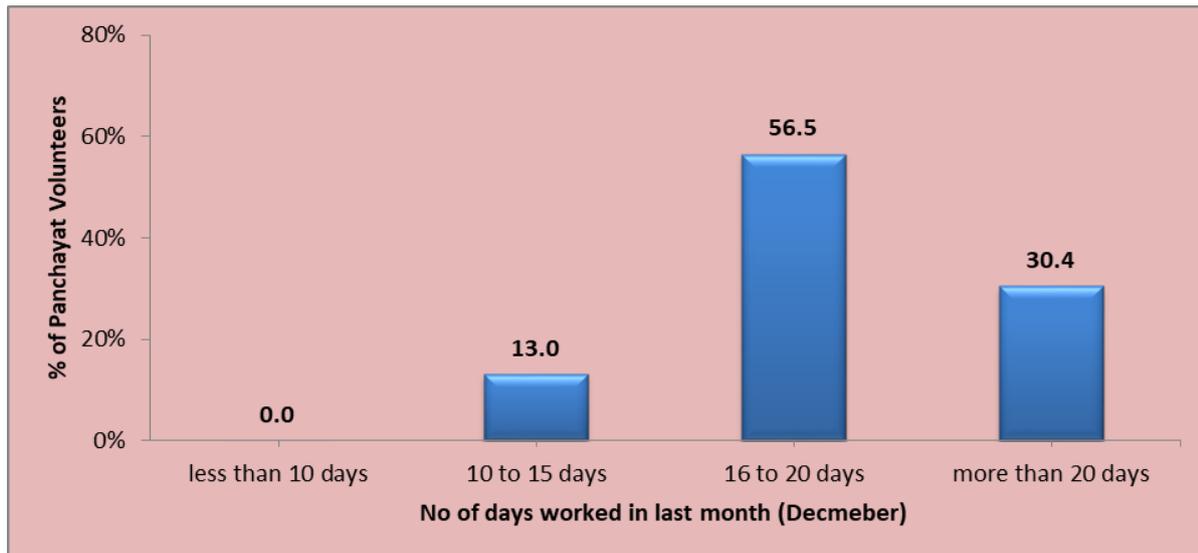
As earlier discussed, Panchayat Volunteers are not receiving their incentives every month. The Graph 12, indicates that of the total 23 sample Panchayat Volunteers, nearly three-fourth (74 per cent) had only received an incentive ranging between Rs. 0 to Rs. 500 in December, 2019. Approximately, 22 per cent of Panchayat Volunteers reported that they have received an amount ranging between Rs. 501 to Rs. 1500. Only 4.3 per cent of Volunteers have received an amount between Rs. 1,501 to Rs. 4,000 during the month of December 2019.



Graph 13: Panchayat Volunteers opinion towards incentives

As shown in the above graph 13, all the Volunteers said that they are not receiving the incentives on time. Further they said they don't know the reasons for delay in getting the incentives. They have given representation to the officials at block and district level regarding this but officials have not responded. Further, all the volunteers have said that they are not satisfied with remuneration. They feel that they are not paid in proportion to the work carried out by them.

### 3.8 Work Accomplished by Panchayat Volunteers:

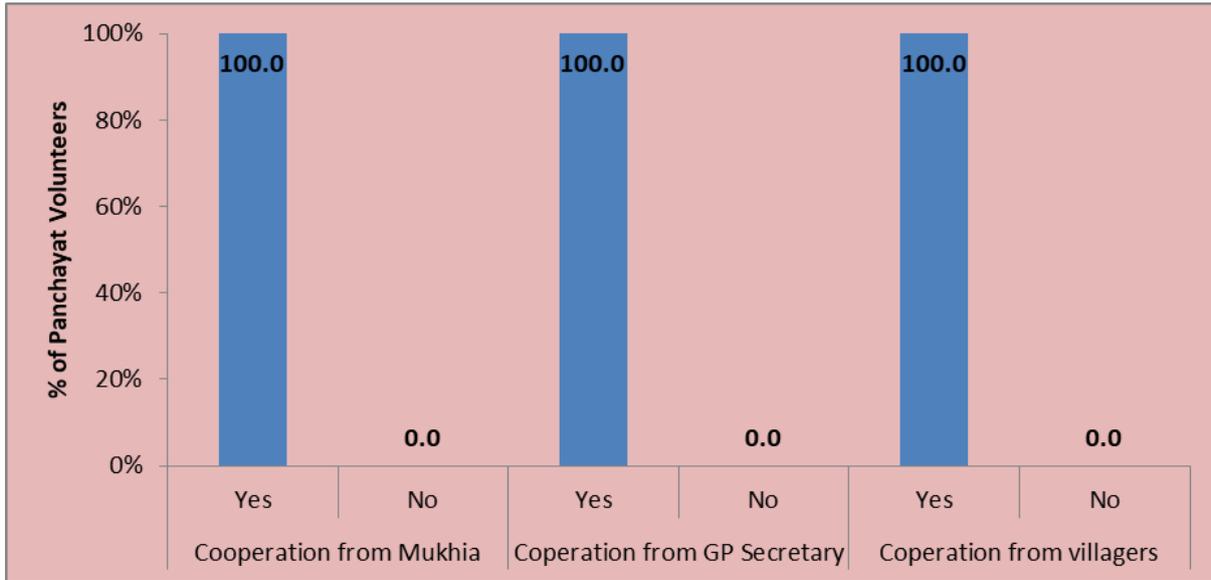


Graph 14: No. of days' work done by the Panchayat Volunteers during December month

The Graph 14 above shows that nearly 86 per cent of Volunteers have been working more than 16 days in a month. About 57 per cent of Panchayat Volunteers have worked for 16 to 20 days and 30 per cent of Panchayat Volunteers have worked for more than 20 days during the month of December, 2019. Only 13 per cent of them said they have worked for 10 to 15 days in the last month (December). During the field visits for this study, it has been found that although these Panchayat Volunteers don't come to office regularly but they go for field work and meet the villagers/beneficiaries. Though, majority of the volunteers are working more than 16 days in a month but working hours are only between 2-4 hours in a day.

During the month of December 2019, these Volunteers have been assigned the work under Pradhan Mantri Awas Yojana-Grameen (PMAY-G) scheme. Under the PMAY-G, the Volunteers have to sensitise and motivate the beneficiaries to complete the construction of sanctioned houses within the stipulated period. Only Department of Panchayati Raj and Rural Development were assigning the works to the Volunteers to make villagers aware on various schemes being implemented by the government. These Panchayat Volunteers are not aware of Gram Panchayat Development Plan (GPDP) and have not been involved in the preparation of the GPDP in any of the sample eight GPs. However, as claimed by the Department of Panchayati Raj, in the year 2016-17 these Panchayat Volunteers were involved in the preparation of GPDP as part of GP Facilitation Team.

### 3.9 Cooperation from GPs to Panchayat Volunteers:



Graph 15: Cooperation from Mukhia, GP Secretaries and villagers to Panchayat Volunteers

All the 23 Panchayat Volunteers of eight sample GPs said that they are getting cooperation from their Mukhia, GP Secretary and villagers. They are having good rapport with all the GP members and staff. Similarly, all the Mukhias and GP Secretaries said that they are satisfied with the work carried out by Panchayat Volunteers as they are assisting the GP in delivering the services and entitlements to the villagers.

### 3.10 Contribution of Panchayat Volunteers to GPs

#### 3.10.1 Opinion of Mukhias and Secretaries:

All the Mukhias and GP Secretaries of eight sample GPs expressed that they are satisfied with the work carried out by the Panchayat Volunteers. The ERs at Gram Panchayat and functionaries are appreciating the assistance the GP has received in sensitising the beneficiaries on successful completion of the PMAY-G sanctioned houses. Panchayat Secretaries of these GPs have observed that earlier they were finding it difficult to meet the villagers and beneficiaries frequently as they were in-charge of multiple GPs. After deployment of these Panchayat Volunteers, GP has been able to reach out to villagers and provide benefits of various schemes to them. These Panchayat Volunteers are also assisting the GP in disseminating information relating to Gram Sabha meetings and information on various development schemes. To improve the functioning of Panchayat Volunteers, Mukhias and GP Secretaries suggested that they should be given proper training and their remuneration should be paid on time and regularly.

#### 3.10.2 Opinion of Villagers:

During FGDs with villagers of eight sample GPs, most of the villagers said that they were benefited from the work done by Panchayat Volunteers. These Volunteers have helped villagers apply and enroll their names as beneficiaries for different schemes. However, few others have observed that they have not got any benefit from deployment of these volunteers. Villagers observed that during initial few months of their deployment, Panchayat Volunteers have interacted with them more frequently but later on they were not so regular. This may be due to irregular payments of honorarium to Panchayat Volunteers. Further,

villagers feel that these Panchayat Volunteers have limited role and powers and for any work these Volunteers are directing villagers to GP and Block offices. Volunteers are not having any authority to take decisions relating to developmental works and are not authorised to issue certificates on behalf of GP. When asked about improvement in the functioning of GPs after deployment of these Panchayat Volunteers, most of the villagers have said that there is some improvement in functioning of GPs whereas few others have expressed that there is no improvement. Overall, it can be said that the villagers are satisfied with the functioning of Panchayat Volunteers to a large extent. However, they feel that these Panchayat Volunteers need to be empowered and their remuneration be paid regularly to motivate them to work enthusiastically.

### **3.10.3 Opinion of District/Block officials of Panchayati Raj:**

The two DPROs and block officials of two districts have opined that in identifying the beneficiaries and disseminating the information of Gram Sabha and schemes to villagers, the Panchayat Volunteers were helpful. The Block Development Officer (BDO) of Sirsa Block has said that Panchayat Volunteers are treated as an important agent and are invited to meetings relating to schemes held at the Block level. Panchayat Volunteers are reporting on the progress of PMAY-G scheme by visiting the block office twice a week. With regard to payments of incentives to Panchayat Volunteers, the district and block administration has observed that there is no fund allocated under any scheme except PMAY-G to pay such incentives. In case of SBM-G, the State has Jal Sahiyas who do the community work and are paid incentives. Administration also feels that timely payment of incentives will improve functioning of Panchayat Volunteers. There is a change in government in Jharkhand after assembly elections in 2019 and the new government has not yet taken any decision on the issues of Panchayat Volunteers.

## Chapter- 4: Recommendations and Conclusion

### 4.1 Recommendations

On the basis of findings of this study and observations during the field visit, study team makes following recommendation for strengthening GP level human resources and efficacy of Panchayat Volunteers in the State of Jharkhand:

- i) To make the GPs to function effectively in delivering public goods and services to villagers, all the vacant positions of GP Secretaries may be filled in time-bound manner so that every GP has a full time Panchayat Secretary exclusively responsible for that GP. Filling up of vacancies may be taken up at regular intervals.
- ii) As the population size of most of the GPs in Jharkhand is above 5000, in addition to GP Secretary, an Accountant and a Data Entry Operator may be provided to every GP instead of the existing system of having them for a cluster of four GPs.
- iii) Till the time above suggested personnel are placed at every GP, the ad-hoc arrangement of deploying Panchayat Volunteers can be continued to assist the Secretaries and Mukhias for smooth functioning and delivery of services and benefits to the citizens of GP.
- iv) The Panchayat Volunteers who are not active for more than a year may be identified and be replaced by the new Volunteers through open advertisement. State government may provide appropriate directions to district, blocks and GPs in this regard.
- v) HR policy of Gram Panchayats should be prepared with clear guidelines and a framework for engagement of Panchayat Volunteers detailing their job chart, frequency of visits, certification of performance, accountability, incentives, etc.,.
- vi) To overcome the challenge of inadequate and irregular payment of incentives, a budgetary support in addition to provisions in the scheme guidelines may be considered.
- vii) All the existing Panchayat Volunteers of GPs may be given adequate induction training through State Institute of Rural Development (SIRD) and Central Training Institute (CTI) enabling them to acquire the competencies required for discharging their responsibilities effectively. Such trainings may be imparted on structure and functions of GP, role of GP in various schemes, community mobilisation, Participatory Rural Appraisal (PRA), participatory planning, conducting FGDs, household surveys, documentation and report-writing, etc.,.
- viii) Induction training should be followed by periodic refresher training programmes of shorter duration to orient them on new schemes, and changes brought in existing schemes.
- ix) A robust monitoring mechanism may be set up at the cluster/block level to monitor and evaluate performance of these Panchayat Volunteers. These Panchayat Volunteers may also be made aware of key performance indicators.
- x) These Volunteers, after necessary trainings, may be involved in the preparation of GPDP. They can be useful in community mobilisation, situation analysis and needs identification as part of preparation of GPDP.

## 4.2 Conclusion:

The available of human resources at the GP level is highly inadequate in most of the States of India. In the State of Jharkhand nearly 40 per cent positions of GP Secretary are vacant. To overcome this, the deployment of four Panchayat Volunteers in every GP for identifying beneficiaries, disseminating the information, creating awareness among villagers, etc., is of great help to GP. Villagers and GPs are largely satisfied with their functioning. However, some of them have become inactive due to inadequate and irregular payments of incentives. Lack of proper training and absence of monitoring is also affecting their performance. There is a need to strengthen GPs in the State by providing one GP Secretary for every GP and also an Accountant and Data Entry Operator. By the time that happens, Panchayat Volunteers need to be provided training, regular payments of incentives and used efficiently so as to assist the GP in performing its roles and responsibilities effectively.

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ग्राम पंचायत स्वयंसेवकों के लिए प्रश्नावली  
Questionnaire for Gram Panchayat Volunteers

ग्राम पंचायत का नाम : ब्लॉक:  
Name of the GP: Block:  
जिला : मंडल:  
District: Division:

**1. रूपरेखा**

**Profile**

1.1 चयन की तिथि:

Date of Selection:

1.2 चयन की प्रक्रिया क्या थी?

What was the process of Selection?

1.3 स्वयंसेवक के रूप में काम करने की अवधि:

(क 6 (महीने से कम )ख 6 (महीने से 1 वर्ष के बीच  
(ग 1 वर्ष से 2 वर्ष के बीच )घ 2 वर्ष से अधिक

Period of working as volunteer:

- (a) less than 6 months (b) between 6 months to 1 year  
(c) between 1 year to 2 years (d) more than 2 years

1.4 आयु : )क 25-18 ( वर्ष )ख 30-26 ( वर्ष )ग 35-31 ( वर्ष

Age : (a) 18-25 years (b) 26-30 years (c) 31-35 years

1.5 लिंग) :क (पुरुष )ख (महिला

Gender: (a) Male (b) Female

श्रेणी: )क) जनरल (ख) अनु.जा. (ग) अनु.ज.जा. (घ) अ.पि.वर्ग

Category: (a)

General (b) SC (c) ST (d) OBC

1.7 शिक्षा : )क (मैट्रिक 10) वीं ( )ख (इंटरमीडिएट 12 वीं

(ग (स्नातक) स्नातक ( )घ (स्नातकोत्तर) मास्टर(

(इ. पोस्ट ग्रेजुएट से ऊपर

Education: (a) Matric (10<sup>th</sup>) (b) Intermediate 12<sup>th</sup>  
(c) Graduate----- (Bachelor) (d) Post Graduate (Master)  
(e) Above Post Graduate-----

1.8 पेशेवर / व्यावसायिक शिक्षा) :क (हां )ख (नहीं

Professional/ Vocational Education: (a) Yes (b) No

1.9 स्कूल शिक्षा का स्थान : )क (सरकारी स्कूल )ख (निजी स्कूल  
Place of School Education: (a) Government School (b) Private School

1.10 उच्च शिक्षा का स्थान )क (सरकारी कॉलेज / विश्वविद्यालय  
(ख( निजी कॉलेज / विश्वविद्यालय  
Place of Higher Education (a) Government College/University  
(b) Private College/University

1.11 पेशेवर / व्यावसायिक शिक्षा का स्थान:

) क (सरकारी कॉलेज / विश्वविद्यालय)ख (निजी कॉलेज / विश्वविद्यालय  
Place of Professional/Vocational Education:  
(a) Government College/University (b) Private College/University

1.12 निवास :

(क (ग्राम पंचायत में ही )ख (ग्राम पंचायत के बाहर लेकिन उसी ब्लॉक के भीतर  
(ग (ब्लॉक के बाहर लेकिन उसी जिले के भीतर) घ (जिले के बाहर  
Residence: (a) In the GP itself (b) Outside GP but within same Block (c) Out-  
side the Block but within same District (d) Outside the district

1.13 वार्षिक पारिवारिक आय) :क 50,000 (से नीचे) ख 50,001 (से 100,000

(ग( 100,001 से) 150,000 घ( 150,001 से 200,000 के बीच

(इं. 200,001 से,250 000 (च( 250,000 से अधिक

Annual Family Income: (a) Below 50,000 (b) Between 50,001 to 100,000 (c) Be-  
tween 100,001 to 150,000 (d) 150,001 to 200,000  
(e) 200,001 to 250,000 (f) more than 250,000

1.14 परिवार का भू-अर्जन) :क 1 (हेक्टेयर से कम ) ख( 1 से 2 हेक्टेयर के बीच

(ग( 2 हेक्टेयर से 3 हेक्टेयर) घ( 3 हेक्टेयर से अधिक

Landholding of Family: (a) less than 1 hectare (b) between 1 to 2 hectare  
(c) above 2 hectare to 3 hectare (d) more than 3 hec-  
tare

2. प्रशिक्षण और क्षमता निर्माण

### Training and Capacity Building

2.1 चयन के बाद प्राप्त प्रशिक्षण की संख्या:

(क( 0 )ख( 1 (ग( 2 (घ( 3 (इं. 4 (च( 4 से अधिक

No. of Training Received after selection:

(a) 0 (b) 1 (c) 2 (d) 3 (e) 4 (f) more than 4

2.2 प्रशिक्षण का स्थान) :क (जीपी) ख (ब्लॉक )ग (जिला )घ (राज्य

Place of Training: (a) GP (b) Block (c) District (d) State

2.3 प्रशिक्षण की अवधि): यदि एक से अधिक प्रशिक्षण हैं तो उन सभी की अवधि लिखें(

(क 1 (दिन) ख 2 (दिन) ग 3 (दिन) घ 4 (दिन) इ 5 (.दिन) च 5 (दिन से अधिक

Period of Training: (if more than one training, write period of all of them)

(a) 1 day (b) 2 days (c) 3 days (d) 4 days (e) 5 days (f) more than 5 days

2.4 प्रशिक्षक) एक से अधिक विकल्पों का चयन कर सकते हैं:(

(क (जीपी अधिकारी) ,ख (ब्लॉक अधिकारी) ग (जिला अधिकारी) घ (राज्य अधिकारी

(इ(. गैर-सरकारी संगठन) च( क्षेत्रीय प्रशिक्षण संस्थान) छ( केंद्रीय प्रशिक्षण संस्थान

(CTI रांची) (ज( एसआईआरडी (रांची) (झ( कोई अन्य) कृपया उल्लेख करें \_\_\_\_\_ (

Trainer/s (can select more than one option) :

(a) GP officials, (b) Block Officials (c) district officials (d) State officials  
(e) NGOs (f) Regional Training Institutes (g) Central Training Institute (CTI Ranchi)  
(h) SIRD (Ranchi) (i) Any other (pl specify)\_\_\_\_\_

2.5 प्रशिक्षण में शामिल विषय) एक से अधिक विकल्पों का चयन कर सकते हैं:(

(क (पंचायती राज) ख (सूचना, संचार और शिक्षा) आईईसी(

(ग (केंद्रीय और राज्य योजनाएँ) घ (डेटा बेस तैयार करना) इ (.ग्राम पंचायत विकास

योजना / योजना बनाओ अभियान) च (कोई अन्य) उल्लेख करें:(

Topics covered in the training (can select more than one option):

(a) Panchayati Raj (b) Information, Communication and Education (IEC)  
(c) Central and State Schemes (d) Preparing Data base (e) Gram Panchayat Development Planning/ Yojana Banao Abhiyan (f) any other (specify):

2.6 क्या प्रशिक्षण उपयोगी था? (क (हां, (ख (नहीं

Was the training useful? (a) Yes, (b) No

क्या आपको किसी प्रशिक्षण की आवश्यकता है?

(क) हां (ख) नहीं

Do you need any training?

(a) Yes

(b) No

यदि हाँ, तो किस विषय पर \_\_\_\_\_

If yes, on what topics \_\_\_\_\_

### 3. प्राप्त पारिश्रमिक / प्रोत्साहन

#### Remuneration/ Incentive received

3.1 पिछले महीने आपका कितना प्रोत्साहन / मानदेय मिला?

(क 500 (से नीचे) ख 500 (से 1000 के बीच) ग 1001 (से 1500 के बीच

(घ( 1501 से 2000 के बीच) इ(. 2001 से 3000 के बीच

(च( 3001 से 3500 के बीच) छ( 3501 से 4000 के बीच) ज( 4000 से ऊपर

How much incentive/honorarium your received last month?

(a) Below 500 (b) Between 500 to 1000 (c) Between 1001 to 1500

(d) Between 1501 to 2000 (e) Between 2001 to 3000

(f) Between 3001 to 3500 (g) Between 3501 to 4000 (e) Above 4000

3.2 किस विभाग से आपको यह मानदेय / प्रोत्साहन मिला?

From which department/s did you get this honorarium/incentive?

क्रम सं	विभाग का नाम (Name of Department)	राशि) रु.(
(क(		
(ख(		
(ग(		
(घ(		
(ङ(		

3.3 क्या आप प्राप्त पारिश्रमिक / प्रोत्साहन से संतुष्ट हैं? (क) हां (ख) नहीं  
Are you satisfied with the remuneration/ incentive received? (a) Yes (b) No

3.4 यदि नहीं, तो क्यों?  
If not, why?

यदि नहीं तो न्यूनतम मासिक पारिश्रमिक / प्रोत्साहन कितना होना चाहिए?  
If not how much should be minimum monthly remuneration / incentive?

क्या आपको समय पर अपना पारिश्रमिक / प्रोत्साहन मिलता है ? (क) हां (ख) नहीं  
Do you get your remuneration/incentive on time? (a) Yes (b) No

3.7 यदि नहीं, तो देरी कितनी है?

(क) 1 (महीने तक) (ख) 1 (से 2 महीने के बीच) (ग) 2 (महीने से अधिक)  
If No, how much is the delay?

(a) upto 1 month (b) between 1 to 2 month (c) more than 2 months

ऐसी देरी का कारण क्या है?  
What is the reason for such delay?

#### 4. कार्य पूरा हुआ Work accomplished

4.1 पिछले महीने आपने कितने दिन काम किया?

(क) 10 दिन से कम (ख) 10 से 15 दिन

(ग) 16 से 20 दिन (घ) 20 दिनों से अधिक

Last month how many days did you work?

(a) less than 10 days (b) 10 to 15 days

(c) 16 to 20 days (d) more than 20 days

4.2 पिछले महीने आपने किस तरह के काम किए? (एक से अधिक विकल्पों का चयन कर सकते हैं):

(क) सूचना का प्रचार-प्रसार (ख) सामुदायिक संग्रहण / संघठन

- (ग) ग्रामीणों को सरकारी योजनाओं से लाभ उठाने में मदद करना।  
 (घ) योजनाओं का डेटा बेस तैयार करना  
 (इ) (.विकास और कल्याण योजनाओं / परियोजनाओं का आकलन  
 (च (कोई अन्य प्रकार) उल्लेख करें\_\_\_\_\_ (

What types of works did you do last month? (can select more than one option):

- (a) Information dissemination (b) Community Mobilisation  
 (c) Helping villagers avail benefits of govt. schemes (d) Preparing data base of schemes (e) Assessment of Development and welfare schemes/projects  
 (f) Any other type (specify)\_\_\_\_\_

4.3 आपने पिछले महीने किन विभागों में काम किया? (एक से अधिक विकल्पों का

चयन कर सकते हैं (

- (क (पंचायती राज विभाग ) ख (ग्रामीण विकास विभाग  
 (ग (समाज कल्याण विभाग ) घ (किसी अन्य विभाग) उल्लेख करें\_\_\_ (

Which departments gave you work in last month? (can select more than one option)

- (a) Department of Panchayati Raj (b) Department of Rural Development  
 (c) Department of Social Welfare (e) any other department (specify)\_\_\_

4.4 क्या आपको अपना काम पूरा करने में ग्राम पंचायत के मुखिया से सहयोग मिलता है?

(क हां ) ख( नहीं

Do you get cooperation from Mukhia of the GP in carrying out your work?

- (a) Yes (b) No

4.5 क्या आपको अपना काम पूरा करने में ग्राम पंचायत के सचिव से सहयोग मिलता है?

(क हां ) ख( नहीं

Do you get cooperation from Secretary of the GP in carrying out your work?

- (a) Yes (b) No

4.6 क्या आपको अपना काम करने के लिए ग्राम पंचायत के ग्रामीणों से सहयोग मिलता है?

(क हां ) ख( नहीं

Do you get cooperation from villagers of the GP in carrying out your work?

- (a) Yes (b) No

4.7 क्या आपको अपने काम को करने में किसी चुनौती / कठिनाई का सामना करना पड़ता है?

(क हां ) ख( नहीं

Do you face any challenge/ difficulty in carrying out your work?

- (a) Yes (b) No

4.8 यदि हाँ, तो वे चुनौतियाँ / कठिनाइयाँ क्या हैं?

If yes, what are those challenges/ difficulties?

(क(

(ख(

(ग(

(घ(

4.9 क्या आपके पास अपने काम की प्रभावशीलता में सुधार के लिए राज्य सरकार /

जिला प्रशासन / ब्लॉक प्रशासन) / जीपी( ग्राम पंचायत के लिए कोई सुझाव है) ?क( हां) ख( नहीं

Do you have any suggestions for State government/ district administration/ block administration/  
GP to improve effectiveness of your work? (a) Yes (b) No

4.10 यदि हाँ, तो उल्लेख करें (If yes, specify)

(क(

(ख(

(ग(

(घ(

नाम:

Name:

संपर्क नंबर:

Contact No:

Email id:

ग्राम पंचायत प्रश्नावली) मुखिया और ग्राम पंचायत सचिव को प्रशासित किया जाना(  
Gram Panchayat Questionnaire (to be administered to Mukhia and GP Secretary)

ग्राम पंचायत का नाम : ब्लॉक : जिला:  
Name of the GP: Block: District:

1. ग्राम पंचायत की रूपरेखा

Profile of the GP

1.1 निर्वाचित प्रतिनिधियों की संख्या) :क (कुल) .. ..... ख (पुरुष..... (ग (महिला.....  
No. of ERs: (a) Total.....(b)Male.....(c)Female.....

मुखिया का लिंग: (क) पुरुष ..... ख) महिला .....  
Gender of Mukhia: (a) Male..... (b) Female.....

1.3 श्रेणी-वार प्रतिनिधियों की संख्या :

(क (अनु.जा) ..... .ख (अनु.ज.जा..... )ग( अन्य पि.व ..... (घ( जनरल.. .....  
Category-wise ERs: (a) SC..... (b) ST.....(c) OBC..... (d) General.....

1.4 ग्राम पंचायत की जनसंख्या) :ए (कुल) .. ..... ख (पुरुष..... (ग (महिला.....  
Population of the GP: (a) Total.....(b)Male..... (c)Female.....

1.5 श्रेणी-वार जनसंख्या):क(अनु.जा) ..... .ख(अनु.ज.जा..... )ग( अन्य पि.व .....  
(घ( जनरल.. .....  
Category-wise population: (a) SC..... (b) ST.....(c) OBC..... (d) General.....

1.6 ग्राम पंचायत के स्थायी कर्मचारी) एक से अधिक विकल्पों का चयन कर सकते हैं:(

(क (ग्राम पंचायत सचिव) ख (लेखाकार) ग (लिपिक / कार्यालय सहायक  
(घ (चपरासी / चौकीदार) इ (.स्वच्छता कर्मचारी) च (कोई अन्य) उल्लेख करें \_\_\_\_\_ (  
Permanent staff of GP (can select more than one option):  
(a) GP Secretary (b) Accountant (c) Clerk/Office Assistant  
(d) Peon/chowkidar (e) Sanitary staff (f) any other (specify)\_\_\_\_\_

1.7 ग्राम पंचायत के संविदा कर्मचारी) एक से अधिक विकल्पों का चयन कर सकते हैं:(

(क (लिपिक / कार्यालय सहायक) ख (लेखाकार) ग (डाटा एंट्री ऑपरेटर  
(घ (चपरासी / चौकीदार) इ (.पंप ऑपरेटर) च (बिल कलेक्टर  
(छ (स्वच्छता कर्मचारी) ज (कोई अन्य) उल्लेख करें(

Contractual staff of GP (can select more than one option):

(a) Clerk/Office Assistant (b) Accountant (c) Data Entry Operator  
(d) Peon/chowkidar (e) Pump Operator (f) Bill Collector

(g) Sanitary staff (h) any other (specify)

1.8 ग्राम पंचायत में काम करने वाले पंचायत स्वयंसेवकों की संख्या :

(क) 4 (ख) 3 (ग) 2 (घ) 1 (इ) 0 ( .

No. of Panchayat Volunteers working in the GP:

(a) 4 (b) 3 (c) 2 (d) 1 (e) 0

ग्राम पंचायत में उनकी तैनाती का तारीख / महीना और वर्ष:

Date/month and year of their deployment in the GP:

## 2. पंचायत स्वयंसेवकों से प्राप्त समर्थन / सहायता

### Support from Panchayat Volunteers

2.1 पिछले महीने पंचायत स्वयंसेवकों ने किस प्रकार के कार्य किए? एक से अधिक विकल्पों

का चयन कर सकते हैं): (क (सूचना प्रसार) ख (सामुदायिक संग्रहण

(ग( ग्रामीणों को सरकारी योजनाओं से लाभ उठाने में मदद करना) घ (योजनाओं का

डेटा बेस तैयार करना) इ (.विकास और कल्याण योजनाओं / परियोजनाओं का आकलन

(च (कोई अन्य प्रकार) उल्लेख करें\_\_\_\_\_ (

What types of works did Panchayat Volunteers do last month? (can select more than one option): (a) Information dissemination (b) Community Mobilization (c) Helping villagers avail benefits of govt. schemes (d) Preparing data base of schemes (e) Assessment of Development and welfare schemes/projects (f) any other type (specify)\_\_\_\_\_

2.2 पिछले महीने पंचायत स्वयंसेवकों को किन विभागों ने काम दिया)? एक से अधिक

विकल्पों का चयन कर सकते हैं(

(क (पंचायती राज विभाग )ख (ग्रामीण विकास विभाग

(ग (समाज कल्याण विभाग )घ (किसी अन्य विभाग) उल्लेख करें(

Which departments gave work to Panchayat Volunteers in last month? (can select more than one option)

(a) Department of Panchayati Raj

(b) Department of Rural Development

(c) Department of Social Welfare

(d) any other department/s (specify)

2.3 क्या ये ग्राम पंचायत स्वयंसेवक नियमित रूप से जीपी( ग्राम पंचायत कार्यालय आते हैं?

(क (हां, (ख (नहीं।

Do these GP Volunteers come to GP office regularly?

(a) Yes, (b) No.

2.4 क्या ग्राम पंचायत को इन पंचायत स्वयंसेवकों की तैनाती से लाभ हुआ है?

(क (हां, (ख (नहीं।

Has GP benefitted from the deployment of these Panchayat Volunteers?

(a) Yes, (b) No.

यदि हाँ, तो किन तरीकों से?

If yes, in what ways?

2.6 क्या ग्राम पंचायत के निवासियों को इन पंचायत स्वयंसेवकों की तैनाती से लाभ हुआ

है? (क) हाँ, (ख) नहीं।

Have residents of GP benefitted from the deployment of these Panchayat Volunteers?

(a) Yes, (b) No.

यदि हाँ, कौन से लाभ हुए हैं?

If yes, in what ways?

### 3. पंचायत स्वयंसेवकों के साथ संतुष्टि

#### Satisfaction with Panchayat Volunteers

3.1 क्या ग्राम पंचायत इन पंचायत स्वयंसेवकों द्वारा किए गए कार्य से संतुष्ट है?

(क) हाँ, (ख) नहीं।

Is the GP satisfied with the work carried out by these Panchayat Volunteers?

(a) Yes,

(b) No.

यदि नहीं, तो क्यों?

If No, why?

3.3 पंचायत स्वयंसेवकों के कामकाज में सुधार के लिए राज्य सरकार / जिला प्रशासन /

ब्लॉक प्रशासन को आपके क्या सुझाव हैं?

What are your suggestions to State Govt./ District Administration/ Block Administration to improve functioning of Panchayat Volunteers?

नाम :

Name:

पदनाम:

Designation:

संपर्क नंबर :

Contact No:

ई-मेल आईडी:

E-mail ID:

**ग्रामीणों के साथ केंद्रित समूह चर्चा के लिए प्रश्न**  
**Questions for Focused Group Discussion with Villagers**

1. क्या आप पंचायत स्वयंसेवकों के बारे में जानते हैं?  
Are you aware of Panchayat Volunteers (Panchayat Swayamsevaks)?
2. यदि हाँ, तो क्या आप उनके नाम बता सकते हैं?  
If yes, can you tell their names?
3. क्या उन्होंने कभी आपके साथ बातचीत की है?  
Have they ever interacted with you?
4. यदि हाँ, तो उन्होंने किस उद्देश्य से आपके साथ बातचीत की है?  
If yes, for what purpose they have interacted with you?
5. क्या आपको इन पंचायत स्वयंसेवकों से कोई लाभ / सहायता मिली है?  
Have you got any benefit/support from these Panchayat Volunteers?
6. यदि हाँ, तो क्या लाभ / सहायता मिली? (विस्तृत करें)  
If yes, what benefits/support (pl elaborate)
7. क्या आपको लगता है कि वे गांव के विकास के लिए उपयोगी हैं?  
Do you think they are useful for the development of village?
8. यदि हाँ, तो किस प्रकार से?  
If yes, in what ways?
9. क्या आपको लगता है कि वे ग्रामीणों के विकास और कल्याण के लिए उपयोगी हैं?  
Do you think they are useful for the development and welfare of villagers?
10. यदि हाँ, तो किस प्रकार से?  
If yes, in what ways?
11. आपकी उनसे क्या उम्मीदें हैं? उन्हें आप और आपके गाँव के लिए क्या करना चाहिए?  
What are your expectations from them? What do you want them to do for you and for your village?
12. क्या आपको लगता है कि इन स्वयंसेवकों की तैनाती के बाद, ग्राम पंचायत के कामकाज में कोई सुधार हुआ है?  
Do you think after deployment of these volunteers, there is any improvement in the functioning of GPs?
13. यदि हाँ, तो किस प्रकार के हुआ?  
If yes, in what ways?
14. क्या आप इन पंचायत स्वयंसेवकों के कामकाज से संतुष्ट हैं? (क) हाँ (ख) नहीं  
Are you satisfied with functioning of these Panchayat volunteers? (a) Yes (b) No

15. यदि नहीं, तो क्यों?

If not, why?

16. आपको संतुष्ट करने के लिए उन्हें क्या करना चाहिए?

What should they do to make you satisfied?

**जिला प्रशासन के लिए साक्षात्कार अनुसूची) डीपीआरओ, डीडीसी(**  
**Questionnaire for District Administration (DPRO/DDC)**

1. इन पंचायत स्वयंसेवकों की व्यवस्था करने का क्या कारण था?  
What was the reason for introducing these Panchayat Volunteers?
2. पंचायत स्वयंसेवकों के चयन की प्रक्रिया क्या थी?  
What was the process of selection of Panchayat Volunteers?
3. इन पंचायत स्वयंसेवकों की औसत योग्यता क्या है?  
What is average qualification of these Panchayat Volunteers?
4. जिले में पंचायत स्वयंसेवकों की वर्तमान तैनाती की स्थिति क्या है?  
What is the current deployment status of Panchayat Volunteers in District?
5. ये पंचायत स्वयंसेवक किस तरह का काम कर रहे हैं?  
What kind of work these Panchayat Volunteers are performing?
6. कौन से विभाग इन कार्यों का उपयोग कर रहे हैं और किसके लिए?  
Which Departments are making use of these works and for what?
7. उन्हें कितना औसत मासिक पारिश्रमिक / प्रोत्साहन मिल रहा है?  
How much average monthly remuneration/incentive they are getting?
8. इन पंचायत स्वयंसेवकों को पारिश्रमिक / प्रोत्साहन कैसे दिया जाता है?  
How does the remuneration/incentive disbursed to these Panchayat Volunteers?
9. किस तरह से ये पंचायत स्वयंसेवक अपने कार्यों को करने में ग्राम पंचायत का समर्थन कर रहे हैं?  
In what ways these Panchayat volunteers are supporting GPs in performing their functions?
10. इन पंचायत स्वयंसेवकों ने किन तरीकों से जीपीडीपी / योजना बनाओ अभियान / सबकी योजना, सबका विकास का समर्थन किया है?  
In what ways these Panchayat volunteers have supported GPDP/ Yojana Bano Abhiyan/Sabki Yojana, Sabka Vikas?
11. पंचायत स्वयंसेवकों की तैनाती की इस पहल के प्रति ग्राम पंचायत की प्रतिक्रिया कैसी रही है?  
How has been the response of GP towards this initiative of deploying Panchayat Volunteers?
12. किस तरह से ये पंचायत स्वयंसेवक योजनाओं को लागू करने में सरकारी विभाग का समर्थन कर रहे हैं?  
In what ways these Panchayat volunteers are supporting Govt. Departments in implementing Schemes?
13. पंचायत स्वयंसेवकों की तैनाती से ग्रामीणों को किस तरह से फायदा हुआ है?  
In what ways villagers have benefitted from the deployment of Panchayat volunteers?

14. पंचायत स्वयंसेवकों को तैनात करने की इस पहल के प्रति ग्रामीणों की प्रतिक्रिया कैसी रही है?  
How has been the response of villagers towards this initiative of deploying Panchayat Volunteers?
15. इन पंचायत स्वयंसेवकों के कामकाज की निगरानी के लिए क्या तंत्र है?  
What is the mechanism to monitor functioning of these Panchayat Volunteers
16. इन पंचायत स्वयंसेवकों को कौन नियंत्रित और पर्यवेक्षण करता है?  
Who controls and supervises these Panchayat Volunteers?
17. क्या आप इन पंचायत स्वयंसेवकों के प्रदर्शन/ कार्य से संतुष्ट हैं?  
Are you satisfied with the performance of these Panchayat Volunteers?
18. यदि हाँ, तो क्यों?  
If yes, in why?
19. यदि नहीं, तो क्यों?  
If not, why?
20. राज्य सरकार / जिला प्रशासन / ब्लॉक प्रशासन द्वारा इन पंचायत स्वयंसेवकों के कामकाज में सुधार के लिए क्या किया जा सकता है?  
What can be done by State Govt./ District administration/Block administration to improve functioning of these Panchayat Volunteers?

नाम :

Name:

पदनाम:

Designation:

संपर्क नंबर :

Contact No:

ई-मेल आईडी:

E-mail ID:

**List of Respondents**

**Respondents from Department of Panchayat Raj**

Ms. Richa Chaudhary

**Respondents from District Panchayati Raj Officers/Block Panchayati Raj Officers**

1. Mr. Ranveer Singh, DPRO Deoghar
2. Ms. Mounika, DPRO Gumla
3. Mr. Sanjay Vahadhar, BPRO, Raidih
4. Mr. Praveen Kumar, BPRO, Sisai
5. Mr. Ashok Tudu, BPRO, Mohanpur

Mr. Ranjith Jadav, BPRO, Karon  
**Gram Panchayat President**

1. Mr. Shivanarayan Das, Mukhia, Harkatta GP
2. Ms. Kaira Murmu, Mukhia, Jamuniya GP
3. Mr. Bam Kumar Din, Mukhia, Pathrol GP
4. Ms. Sudha Kumari, Mukhia, Sirsa GP
5. Ms. Parvathi Devi, Mukhia, Chhardha GP
6. Mr. Ashok Kumar Bhagath, Mukhia, Bondo GP
7. Ms. Jeevani Toppo, Mukhia, Kepur GP
8. Mr. Anup Phamsis kujur, Mukhia, Nawagarh GP

**Panchayat Volunteers:**

1. Mr. Santosh kumar jha
2. Mr. Bhawesh kumar Tantia
3. Mr. Birendra Kumar Yadav
4. Ms. Urmila Kumari
5. Mr. Ajay kumar
6. Mr. Pavan kumar
7. Mr. Risha das
8. Mr. San Jay kumar yadav
9. Mr. Sanat kumar dey
10. Mr. Bittu Dev
11. Mr. Samba kumar yadav
12. Mr. Rajeev kumar Mahara
13. Mr. Vivek kumar
14. Mr. Jeetuchikbaraik
15. Mr. Urmila thirki
16. Ms. Asitha Lkara
17. Ms. Urmila Thirki
17. Mr. Saklu gope
18. Mr. Ramkeshwar Mahli
19. Mr. Ramkeshwar Mahli
20. Mr. Gokul Mhli
21. Ms. Sevanthi Kumar
22. Mr. Raviram oraon

23. Hussain Ansari

झारखण्ड सरकार  
ग्रामीण विकास विभाग  
पंचायती राज

2-10-21

संकल्प

**विषय:-** पंचायत स्तर पर ग्राम पंचायत के प्रबंधन हेतु पंचायत सचिवालय के गठन के संबंध में ।

त्रिस्तरीय पंचायत चुनाव के फलस्वरूप राज्य में 4402 पंचायतों का गठन हो चुका है। प्रत्येक पंचायत में आबादी के अनुसार मुखिया के अतिरिक्त पंचायत कार्यकारिणी में 10 से 14 वार्ड सदस्य हैं। ये सभी निर्वाचित जन प्रतिनिधि हैं। इनके अतिरिक्त ग्राम पंचायत के कार्यों के लिए प्रत्येक ग्राम पंचायत में प्राधिकारी (Authority) के रूप में पंचायत सचिव पदस्थापित हैं। ये ही एक मात्र सरकारी सेवक हैं जो ग्राम पंचायत के सभी कृत्यों के लिए उत्तरदायी हैं। 14वें वेल्ल आयोग की राशि पंचायतों को सीधे अन्तारित की गयी है तथा प्रत्येक पंचायत से ये अपेक्षा की गयी है कि वे अपने ग्राम पंचायत विकास योजना (GPDP) का खाका स्वयं तैयार करें।

उपरोक्त परिप्रेक्ष्य में ग्राम पंचायत स्तर पर ग्राम पंचायतों के प्रबंधन के सुदृढीकरण के लिए पंचायत सचिवालय के गठन की आवश्यकता महसूस की गई

सम्बन्धित विचारोपरांत राज्य सरकार द्वारा ग्राम पंचायत स्तर पर पंचायत सचिवालय गठन का निर्णय लिया गया है।

**1. पंचायत सचिवालय का स्वरूप**

“पंचायत सचिवालय” ग्राम पंचायत स्तर पर स्थानीय गढ़े-लिखे युवक एवं युवतियों का एक समूह होगा, जो गाँव में काम करने का ईच्छुक होंगे तथा ग्राम पंचायत विकास में ग्राम पंचायत को आवश्यक सहयोग प्रदान करेंगे। इसमें 4 सदस्य होंगे जो पंचायत सचिव के अधीन रहेंगे तथा मुखिया के पर्यवेक्षण एवं नियंत्रण में कार्य करेंगे। यह दल ग्राम पंचायत के कार्यकारिणी के प्रति अपने कार्यों के लिए पूर्णतः उत्तरदायी होगा। पंचायत सचिवालय का स्वरूप निम्नवत् होगा :-

क- इनमें कम से कम एक सदस्य महिला होगी।

ख- राज्य के अधिसूचित क्षेत्रों के पंचायतों में कम से कम एक सदस्य अनिवार्य रूप से अनुसूचित जनजाति समुदाय के होंगे।

ग- अन्य 02 सदस्य कोई भी हो सकते हैं।

घ- इन सदस्यों की न्यूनतम शैक्षणिक आत्ता मैट्रिक पास होगी।

ग.— इन्की न्यूनतम उम्र 18 एवं अधिकतम 35 वर्ष होगी ।

घ.—अभ्यर्थी के संबंधित ग्राम पंचायत का निवास होना अनिवार्य होगा ।

## 2. प्रोत्साहन/सम्मान राशि

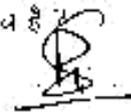
पंचायत सचिवालय के सदस्यों को मासिक नियत मन्गदंड एवं परिवर्द्धि का भुगतान नहीं किया जायेगा। उन्हें कार्य के विरुद्ध प्रोत्साहन/सम्मान राशि दी जायेगी, जिसका निर्धारण कार्य कराने वाला संबंधित विभाग करेगा ।

## 3. चयन प्रक्रिया

क. पंचायत सचिवालय के सदस्य के रूप में कार्य करने हेतु अपील के माध्यम से आवेदन पत्र आमंत्रित किचे जाएंगे । अखबारों में राज्य स्तर से अपील जारी की जायेगी । आवेदन पत्र जिला स्तर पर ही सर्गर्हित होंगे तथा जिला द्वारा पंचायतवार आवेदनों की छँटाई कर दिहित प्रपत्र में सूचना तैयार की जायेगी। प्रत्येक उपायुक्त अपने स्तर से इस प्रयोजनार्थ प्रत्येक प्रखंड के लिए गठित समिति के माध्यम से चार के विरुद्ध एक सुयोग्य नरों का एक पैनल तैयार करेंगे। राज्य स्तर पर इस प्रयोजनार्थ गठित समिति द्वारा 04 नरों के विरुद्ध सहमति दिये जाने के पश्चात् संबंधित जिलों के उपायुक्त द्वारा पंचायतवार पैनल प्रकाशित कर दिये जायेंगे तथा इसकी सूचना संबंधित पंचायतों को दे दी जायेगी। पैनल में उल्लिखित 04 सदस्य स्वयं रोचक के रूप में ग्राम पंचायत को सहयोग प्रदान करेंगे। राज्य स्तर पर समिति का गठन राज्य सरकार द्वारा की जायेगी।

ख. आवेदक से व्यक्तिगत सूचनाओं के साथ-साथ उम्र एवं शैक्षणिक योग्यता का प्रमाण-पत्र की भी माँग की जायेगी । आवेदकों के विवर निम्नलिखित तैबयों में से किन्हीं तीन विषय पर दस-दस पक्तियों में सर्गर्हित करने होंगे :-

1. अपने पंचायत क्षेत्र में किस प्रकार कृषि एवं जल संचय को प्रोत्साहित किया जा सकता है एवं इसमें आप किस प्रकार योगदान कर सकते हैं ?
2. आपके गाँव में कौन-सी कृषि/अंधविश्वास प्रचलित है एवं उसे किस प्रकार दूर किया जा सकता है। उसे दूर करने में आप व्यक्तिगत रूप से किरा प्रकार योगदान कर सकते हैं ?
3. गाँव में कुपोषण के क्या मुख्य कारण हैं एवं इसे दूर करने की सरकार की योजना में आप किस प्रकार सहयोग कर सकते हैं ?
4. गाँव में साक्षरता एवं शिक्षा को बढ़ाने के संबंध में क्या विचार है एवं इसमें गाँव के युवक/युवतियों की क्या भूमिका होनी चाहिए ?
5. गाँव को स्वस्थ, सुखी एवं संपन्न बनाने के लिए आपकी क्या सोच है ?



6. "समरस गौण, समता-मन्त" मूलक समज की क्या परिकल्पना है एवं इसे बनाने के लिए आपको क्या सोच है।

#### 4. पंचायत सचिवालय की भूमिका

##### क. सूचना प्रसारण

वर्तमान में पंचायत स्तर पर विकास से संबंधित कई योजनाएँ संचालित की जाती हैं। इनमें सभी की जानकारी ग्रामीणों को नहीं रहती है। पंचायत सचिवालय पंचायत स्तर पर चलने वाली सभी विकास कार्यक्रमों की जानकारी लोगों तक पहुँचाने में सहयोग करेगी। उदाहरण के तौर पर कृषि विभाग की विभिन्न गतिविधियों जैसे लवंग एवं बीज वितरण, मेले का आयोजन, मनरेगा एवं 14वें वित्त आयोग के लिए स्वीकृत योजनाओं की जानकारी देना आदि शामिल होगा।

##### ख. ग्रामीणों को जागरूक करना

यह समूह दोस्त स्तरीय चर्चाओं, रागुदाय आधारित रांगठनों एवं लाभुक समितियों के साथ बैठ कर ग्रामीणों को विकास एवं सामाजिक सुरक्षा के विभिन्न कार्यक्रमों में उन्हें जागरूक करने का प्रयास करेगी ताकि अधिक से-अधिक लोग विकास योजनाओं से जुड़े एवं उसका लाभ उठा सकें।

##### ग. ग्रामीणों को सहयोग देना

गाँवों में ऐसे वंचित लोग जो योजनाओं का लाभ लेने से ग्रहण योजनाओं की प्रक्रिया से जुड़ने में कठिनाई महसूस करते हैं उन्हें आवेदन देने तथा आवेदन प्राप्त कर सक्षम स्तर तक पहुँचाने एवं सक्षम स्तर से कार्य को निष्पादित करके उन तक पहुँचाने में सहयोग प्रदान करेंगे।

##### घ. योजनाओं का डेटाबेस तैयार करना

राज्य सरकार द्वारा संचालित योजनाओं यथा मनरेगा/IAAY/PMAYG/सामाजिक सुरक्षा/स्वास्थ्य/शिक्षा/पेयजल/कल्याण/ICDS आदि का कार्य ग्रामीण स्तर पर संचालित हो रहे हैं। इनमें शत-प्रतिशत लोग किसी भी योजना से नहीं जुड़ पाये हैं। हर योजना में कुछ न कुछ संबंधित रह गये हैं। पंचायत सचिवालय के सदस्यों का यह दायित्व होगा कि संचालित सभी योजनाओं की वह जानकारी उपलब्ध रखें तथा उसके आधार पर जो वंचित परिवार हैं उनका डेटाबेस तैयार करें ताकि वे डेटाबेस पंचायतों के साथ-साथ संबंधित विभागों को भी उपलब्ध करायेंगे ताकि इन पंचायत के लोगों को उन योजनाओं में सम्मिलित किया जा सके।



4. विकास एवं कल्याणकारी योजनाओं का मुल्यांकन

योजनायें जो नींव स्तर पर संचालित होती हैं उनमें बहुत सारी कठिनाई हैं जो जोड़े समय पर प्राप्त नहीं होती हैं यदि प्रारंभ भी हुई तो कुछ योजनाओं का निर्माण बीच में ही छोड़ दिया जाता है। यदि निर्माण पूरा भी होता है तो गुणवत्ता मुक्त नहीं होते हैं। ऐसी स्थिति में कियन्वन्त की जाने वाली पूर्ण योजनाओं के संबंध में भी वे जम्बकारी उपलब्ध करावेंगे।

5. ग्राम पंचायतों को वार्षिक कार्य योजना में सहायता

योजना बनाओ अभियान में इनकी एक महत्वपूर्ण भूमिका होगी क्योंकि इनके पास प्रत्येक घर का हर योजना से जुड़ा डाटाबेस उपलब्ध होगा, जिसके आधार पर जमीनी स्तर पर राही योजना का चयन किया जा सकता है एवं वास्तविक रूप से योजनाओं को धरातल पर उतारा जा सकता है। अतएव यह समूह ग्राम समाजों/ग्राम पंचायतों को वार्षिक कार्य योजना बनाने में मदद करेगी।

5. पंचायत सचिवालय के गठन के साथ ग्राम पंचायत विकास योजना (GPDP) के तहत ग्राम पंचायतों के मार्गदर्शन हेतु गठित पंचायत प्लानिंग टीम को भंग करते हुए पंचायत सचिवालय को उनके स्थान पर पुनर्स्थापित (replace) किया जाएगा। इन्हें और सशक्त और गजबूत बनाने के लिए उनके प्रशिक्षण की व्यवस्था की जाएगी।
6. पंचायत सचिवालय गठन प्रस्ताव पर राजा मंत्रिपरिषद की दिनांक 17.05.2016 की बैठक में मद संख्या 22 में स्वीकृति प्राप्त है।

  
20/05/16  
सचिव,

ग्रामीण विकास विभाग  
(पंचायती राज)  
झारखण्ड, राँची।

ज्ञापांक:- 1स्था(मु0)-18/2016-1603 /, राँची, दिनांक :- 20/05/16

प्रतिलिपि: माननीय राज्यपाल के प्रधान सचिव/माननीय मुख्यमंत्री के प्रधान सचिव/मुख्य सचिव के प्रधान आप्त सचिव/विकारा आयुक्त/राजा अपर मुख्य सचिव/सभी प्रधान सचिव/सभी सचिव/सभी विभागाध्यक्ष/सभी प्रमण्डलीय आयुक्त/सभी उपमन्त्रा/सभी उप विकास आयुक्त/सभी प्रखण्ड विकास पदाधिकारी को सूचनार्थ एवं आवश्यक कार्रवाई हेतु प्रेषित।

  
20/05/16  
सचिव,

ग्रामीण विकास विभाग  
(पंचायती राज)  
झारखण्ड, राँची।

## Panchayat Volunteer Offer letter

विहित पत्र प्रारूप

ज्ञापांक..... 10.04/कि

दिनांक - 10/09/2016

प्रेषित

..... राजेश कुमार

पंचायत स्वयंसेवक

ग्राम पंचायत ..... जगदिया

प्रखण्ड - मोहनपुर

जिला - देवघर

महाशय,

सशक्त गाँव, सशक्त राज्य की स्थापना कि दिशा में एवं पंचायती राज व्यवस्था को सुदृढ़, पारदर्शी एवं जबाबदेह बनाने हेतु ग्राम पंचायत में प्रबंधन के लिए विज्ञापन संख्या PR 142305 (Rural Development) 16-17 दिनांक 12.05.2016 द्वारा आवेदन आमंत्रित किये गये थे।

पंचायत सचिवालय के सदस्य के रूप में स्वेच्छा से पंचायत प्रबंधन में अपनी सहभागिता हेतु आपको द्वारा समर्पित आवेदन के सम्यक जाँचोपरांत उपर्युक्त वर्णित पंचायत के लिए पंचायत स्वयंसेवक के रूप में आपको चिन्हित किया गया है। संबंधित पंचायत में स्वयंसेवक के रूप में उपलब्धता एवं कार्य करने हेतु अपनी सहमति शीघ्र समर्पित करें।

महाशय,

विश्वासभाजन  
प्रखण्ड विकास पदाधिकारी  
मोहनपुर।

10/09/16

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