



GOVERNMENT OF SIKKIM
RURAL MANAGEMENT & DEV. DEPARTMENT
DIRECTORATE OF PANCHAYAT
GANGTOK, TASHILING.

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CIRCULAR

In compliance of the Central Finance Commission and State Finance Commission recommendations and also directives received from the Ministry of Panchayati Raj, Government of India vide D.O. No. 11015/123/2015-PB dated 28th may 2015, the Grants being released for the Award Period 2015-20 shall be subject to preparation of comprehensive Annual Gram Panchayat Development Plan which shall reflect Gram Panchayat wise annual action plans as well as perspective plan. The plan document shall also be contextual of relevant to local situations.

Hence, with the approval of the State Government, the Gram Panchayat Development Plan Guidelines developed under the able guidance of Ministry of Panchayati Raj Government of India is hereby circulated for strict adherence to the norms laid down therein.

The training strategy devised to ground the state action plan for participatory planning shall follow the action plan prepared by SIRD for this purpose.

By order.

(D.R. Nepal)
Secretary

GOVERNMENT

SIKKIM

GAZETTE



EXTRAORDINARY
PUBLISHED BY AUTHORITY

Gangtok

No.

GOVERNMENT OF SIKKIM
RURAL MANAGEMENT & DEVELOPMENT DEPARTMENT
GANGTOK

No: 0/RM&DD/P

Dated: 01/10/2015

NOTIFICATION

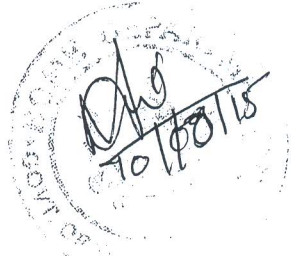
In pursuance of directives received from the Ministry of Panchayati Raj, Government of India, the State Government hereby constitutes a State Level Empowered Committee consisting of the following Members:-

- | | | |
|--|---|------------------|
| 1. Chief Secretary | - | Chairman |
| 2. Addl. Chief Secretary | - | Member |
| 3. Pr. Secretary, Finance, Revenue & Expenditure Department | - | Member |
| 4. Pr. Secretary, Social Justice, Empowerment & Welfare Department | - | Member |
| 5. Pr. Secretary, Human Resource & Dev. Department | - | Member |
| 6. Pr. Secretary, Forest, Env. & Wildlife Management Department | - | Member |
| 7. Secretary, Rural Management & Development Department and Panchayati Raj | - | Member Secretary |

Terms of reference:

1. To guide the process of local level planning and sort out operational problems thrust by the enforcement of 14th Finance Commission's Guidelines.
2. To co-ordinate, supervise & monitor work on Gram Panchayat Development Plans.

By order.




(A. K. Srivastava, IAS)
Chief Secretary

*Gram Panchayat Development Plan
Guidelines*

SIKKIM

2015-2020

Directorate of Panchayati Raj
Rural Management & Development Department
Government of Sikkim

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1. GRAM PANCHAYAT DEVELOPMENT PLAN

INTRODUCTION

1.1.1 Fourteenth Finance Commission recommendations:

With a view to enable Panchayats to discharge their mandates as enshrined in the Sikkim Panchayat Act 1993 as also to strengthen and give new direction to the decentralised system of governance, the State Govt. has already devolved 29 subjects to the PRIs. Therefore, in the wake of the announcement of the 14th Finance Commission Recommendations with enhanced grant size for the Gram Panchayats, it has become imperative for the State Government to make allocations and remit the Gram Panchayat wise entitlements in the following pattern with 90% weightage for Population and 10% for size.

Since it has devolved substantial amounts of funds to the Gram Panchayats, the Central Finance Commission has explicitly stated that the grants to the local bodies should go towards supporting and strengthening the delivery of basic services-like water supply, sanitation, including septic management, sewerage, storm water drainage and solid waste management, street lighting, local body roads and footpaths, parks, playgrounds, burial and cremation ground.

Thus lending continuity to the thrust on targeting the poorest of the poor in terms of quality services and creation of avenues for livelihood with long term impact on socio economic status of the stake holders, a comprehensive **Gram Panchayat Development Plan** is to be prepared which shall carry an evocative name “*Aafno Gaon Aafai Banau*” coined by the HCM of Sikkim to instil a sense of ownership, pride and responsibility

The total Grant for rural local bodies has been divided into 2 components i.e. Basic Grant & Performance Grant duly fixing the proportion of the grants as follows:-

- 1) Basic Grant = 90%
- 2) Performance Grant=10%

The Basic Grants will be disbursed for all the five years of the Award period i.e., 2015-16 – 2019-20 in the following manner in two instalments per year.

2015-16 Rs. 16.03 Crores

2016-17 Rs. 22.20 Crores

2017-18 Rs. 25.65 Crores

2018-19 Rs. 29.67 Crores

2019-20 Rs. 40.09 Crores

TOTAL Rs. 133.64 Crores

❖ (*ENHANCED BY 10.71% ON RECOMMENDATION & 25.20 % RELEASE*)

The Performance Grant will commence from 2016-17 and will continue till 2019-20.

2016-17 Rs. 2.91 Crores

2017-18 Rs. 3.30 Crores

2018-19 Rs. 3.74 Crores

2019-20 Rs. 4.90 Crores

▶ **TOTAL Rs. 14.85 Crores**

❖ (*ENHANCED BY 8.8% OVER RELEASE OF 13TH FC*)

Only those GPs fulfilling the conditions given below will be eligible to access the Performance Grant.

- i. Mandatory annual auditing and submission of Accounts.
- ii. Increased revenue base compared to previous year and reflected in the Audited Accounts.

1.1.2 Fourth State Finance Commission recommendation:-

As per section 9.110 clause vi. of the FFC recommendations, the State Governments should apply the distribution formula of the most recent SFC whose recommendations have been accepted (Para 9.72). The 4th State Finance Commission has recommended that the distribution mode may follow the three pronged criteria given below:

1. Population- 60%
2. Vulnerability Index- 25%
3. Revenue Effort- 15%

While computing GP wise entitlements as per 4th SFC recommendations, it has been revealed that allocation of several GPs with smaller population have tapered from the previous year's allocations.

Since, 13th Finance Commission Grants were allocated equitably and placed at the GP's disposal as **untied resource**, GPs had the discretion to utilise the fund as per their local needs.

Although there has been a marked increase in the Grant size, departure from the earlier distribution and utilisation pattern has the possibility of making smaller Gram Panchayats casualties of calculation, thereby, rendering them vulnerable to fund crunch and warranting special intervention package.

Against this backdrop, concerted efforts will be initiated to identify such GPs as **Beacon Panchayats** and afforded maximum handholding through a network of support system comprising of RM&DD and all the Line Departments.

The Panchayati Raj Institution of Sikkim is empowered to function as "Institutions of Self Government", enhancing their powers to plan and implement programs of economic development and social justice under Article 243 G of the Constitution of India. With decentralization of power in terms of 29 Subjects to the Panchayati Raj, adequate provisions have been made to facilitate the planning process.

In the above lines, the State Government has notified the formation of **Gram Planning Forum (GPF)** vide Notification No. 50/RM&DD/P, dated 19/08/2006. The GPF is the most important formation in the decentralized planning system and has the most creative role to play. The GPF is expected to add to the capacity of Local Governments to make good plans. It should assist the local government in developing a vision of what it should achieve-a vision based on experience, expertise and field reality as revealed from the analysis of data. The notification also speaks of the working mechanism which entails formation of working groups comprising of experts and officials in different sectors/ areas/ departments.

To enable sector specific, detailed deliberation on strategies and to formulate projects to be included in the GP plan, each GP should setup 5-7 working groups or more, depending on the requirements of the GP. The working groups should however cover all the issues that the GP wants to address. An example of the different areas/departments for the working groups would be:-

- 1 Agriculture, animal husbandries and other allied activities
- 2 Forestry and forest related activities.
- 3 Infrastructure development including drinking water, roads, sanitation, solid and liquid waste management, crematorium shed, street lights and playgrounds, etc.
- 4 Nonfarm employment generation including industry tourism and other activities.
- 5 Health and education
- 6 Poverty elevation and welfare of weaker sections including women, schedule tribes, children and the elderly.

This is just an example; the working group should be set up as per the needs and goals of the GP and may change from year to year, depending on the priorities of the GP.

The GPF shall comprise of the representatives from the following agencies:-

- 1 Chairman- Zilla Panchayat Member
- 2 Co-Chairman- Panchayat President of the GPU
- 3 Member Secretary- Rural Development Assistant / Village Administrative Assistant
- 4 Members-
 - i. All elected representative of the GP/Ward
 - ii. Line Department Officials
 - iii. Assistant Engineer.
 - iv. Panchayat Inspectors
 - v. Ex-Panchayats & Retired Government Servants who volunteer.
 - vi. NGOs/CBOs/SHGs and individuals who have some knowledge and shows keen interest in the developmental activities of the GPU.

Since it is mandatory to prepare GP wise plan document addressing all the developmental aspects with special focus on Basic Services, the Forum shall analyse and weigh all possible avenues for revenue generation and poverty alleviation from the creation of such prospective assets.

Difference in Planning Approach (Traditional & New Plan)

In traditional planning approach, the planning is done on Adhoc basis and is primarily supply driven. The plan is basically extracted from the Gram Sabha resolution which consists of the wish list of the Panchayats and influential people of the village. More over in the traditional planning approach, voices of the poor & the weak are often not heard which results in lop sided planning.

While on the other hand, the current Gram Panchayat participatory planning would be demand driven, need based and diagnostic. It will also be perspective in nature and would entail preparation of five year perspective plan. The new planning methodology also focuses on livelihood issues to target the marginalised (Women/Children) / Below Poverty Line section of the community.

Besides, this enabling and engaging planning process would also inspire self reliance, ownership and confidence building.

- This process is expected to usher in behavioural & attitudinal change in all stake holders to be future ready to face eventualities that may be thrust on them in due course of time.
- This planning process would also witness a shift in utilization of resources from creation of community based assets/wealth to creation of sustainable livelihood initiatives. This would entail restriction on creation of Infrastructure by putting a ceiling on the percentage of the allocation.
- Transparency and Accountability will also be institutionalized.

To carry out the bottoms up and demand driven Planning process in letter and spirit of decentralised planning process, multi layered processes including PRA will have to be followed. In order to accomplish this end various resources such as human resource and financial resources needs to be mobilised. To start with the diagnostic and need based exercises at the Village/Ward level different teams are required to be constituted and activated after adequately building their

capacity. For this purpose Teams like Gram Planning Forum, Facilitating Team and Support Groups will be formed.

The Gram Planning Forum (GPF) will be activated and capacitated in the context of taking up planning exercises and giving guidance to the Facilitating Team. They will be validating the status report presented by Ward Sabha/Facilitating team.

The Facilitating team will actually be working at the village/ ward level (household level) doing all the PRA, data collection and Situation/Need Analysis etc. Further, with regard to the need of the community at large like creation of community assets, the proposal will be placed before the Gram Sabha and reflected in the Plan document.

The planning exercise ought to comprise of a five year perspective plan and preparing annual plans that define and prioritize the areas and schemes from the perspective plan. The perspective plan would capture the overall picture of the Panchayat and allow people to understand what planning and governmental funding could hold for them for the next five years. Once a perspective plan is prepared, drawing up the annual action plan from it is required. The annual plan should be able to easily undergo appropriate modification within the overall perspective plan in case there is a need to make correction.

The Gram Panchayat shall refer to the list of activities transferred to them vide Notification No: 3/RMDD/P Dated 29/04/2008 while preparing the Plan so that the resources available can be used for the prescribed activities. Copy of the Notification is placed at Annexure I. However, they may also reflect the activities/ plan outside their purview of activities in their Annual Plan but they should mention the following words “ Subject to Transfer of fund” in the remarks column so that they are able to project the entire requirement of the particular ward. The list of such activities/ plan can be forwarded to the concerned line department for implementation etc.

The Perspective Plan will broadly reflect the areas like human development economic development, poverty reduction, service delivery, social development, ecological development and costless development.

2. RESOURCE ENVELOPE

In order to ensure that all the developmental programs at the GP level being implemented in convergence mode are incorporated in the plan document, the comprehensive Annual Plan of the GPs will reflect the quantum of fund flow from various sources like MGNREGS, NRLM, SBM, NRDWP and the funds devolved by the line departments

The resource envelope will help the Gram Panchayat prepare their plan realistically to achieve their targets within the stipulated time with measurable outcomes.

The GPs shall utilize the Resource Envelope placed at their disposal as listed below for preparation of the plan duly prioritizing the needs and demands of the Stakeholders for their Annual Plan and Five Year Plan.

Table No. 1

| Sl. No. | Name of the Scheme/ Resource | 2015-16 | Remarks |
|---------------------------------------|--|---------|---------|
| I. Funds available with the GP | | | |
| 1. | Own Source of Revenue (OSR) | | |
| 2. | 14 th finance Commission Grants | | |
| 3. | 4 th State Finance Commission Grants | | |
| 4. | MGNREGA | | |
| 5. | Zero Cost Initiatives (voluntary services/donations/community contributions/CSR) (Devolved Sectoral Fund/ Expected allocation) | | |
| 6. | NRDWP | | |
| 7. | NRLM & NERLP | | |
| 8. | SBM | | |
| 9. | IAY/ CMRHM | | |
| 10. | NRHM | | |
| 11. | NHM | | |
| 12. | RAD | | |

| | | | |
|--|--|--|---|
| 13. | STATE ORGANIC MISSION | | |
| 14. | SSA/RMSA | | |
| 15. | RGGVY | | |
| 16. | TSP/SCSP | | |
| 17. | WOMEN & CHILD Dev Deptt. | | |
| 18. | IWMP | | |
| 19. | SOCIAL FORESTRY | | |
| 20. | COOPERATIVES- MILK UNION | | |
| 21. | Others | | |
| II. Infrastructural Resources:- | | | |
| 1. | Cluster Office/ BAC | | |
| 2. | Gram Prasashan Kendra | | |
| 3. | Assets created under various schemes | | |
| 4. | Other Govt infrastructure/institutions | | |
| III. Technological Resources | | | |
| 1. | National Informatics Centre/ Department of Information Technology/ V-SAT | | Assists e-Panchayat functions, Asset/Spatial mapping |
| IV. Other Resources | | | |
| 1. | VDAP/GP Profile/G5P/ Census Data/ Data with Line Departments | | Source of Secondary data |
| V. Natural Resources | | | |
| 1. | Water/Land/Forest/Flora-Fauna/Organic Produce/plantations | | Linked to Revenue generation and environmental well being |
| VI. Human Resource | | | |
| 1. | Rural Development Assistant | | System Support. |
| 2. | Panchayat Development Assistant | | |
| 3. | Panchayat Accounts Assistant | | |

| | | |
|----|------------------------------------|--|
| 4. | Barefoot Engineer | |
| 5. | Gram Rojgar Sahayak | |
| 6. | Sub Ordinate Line Deptt. Officials | |
| 7. | Mates | |
| 8. | Self Help Groups | |
| 9. | Volunteers | |

The following spending procedures are required to be adopted in respect of the various sources of fund listed above:-

Own Source of Revenue (OSR)

The thrust given by both the FFC and the 4th SFC on generation of Own Source of Revenue has a direct bearing on the Gram Panchayat's ability to access the Performance Grant which is effective from 2016-17. In view of this unique opportunity for the Gram Panchayats to explore newer possibilities of revenue generation and re-positioning their own revenue base, the Gram Panchayats are required to direct maximum priority to achieve this goal.

This effort will accrue multidimensional benefits like self reliance, creation of community wealth, sense of responsibility and belonging besides giving them a sound resource base to cover its own operation and maintenance costs.

FFC & SFC

Depending on the grant size, especially of FFC and 4th SFC allocations per GP, the resources will be remitted directly through Real-time Gross Settlement System (RTGS) within 15 days. Ear marking of the funds for projects shall as per the guidelines circulated by CFC and SFC.

In creating infrastructural assets/ civic amenities under basic services component, the GPs shall bear in mind that only 60% of the FFC fund shall be channelized towards it. These assets shall be linked to better service delivery and revenue generation. The remaining 40% of the fund shall be invested in creation of avenues for livelihood and other social sectors such as human and economic development. **Convergence with MGNREGA should be explored for all the works.**

MGNREGA

Keeping in view the allocation of the previous year and number of job card holders, the Gram Panchayat can prepare the plan in accordance with the Gram Panchayat Pro Poor Perspective Plan (G5P), maximum thrust should be given to take up work in convergence mode. The services of the manpower posted at the GP level like JEs, GRSs and mates should be utilized.

Zero Cost Initiatives

A component of the GP plan document will invariably comprise of Zero Cost investments which will bring about costless development. This can be achieved through tapping voluntary services, donations, community contributions, Corporate Social Responsibility (CSR) initiatives, etc. Voluntary services can be in the form of cash, kind and labour.

This initiative is expected to sensitise and encourage Panchayats to follow the golden Rs of development namely Repair, Renovate, Restore, Rehabilitate, Rejuvenate and Recreate. This will further inspire the Panchayats to create various kinds of “**capitals**” for the poor like social, financial, physical, human, civic, etc.

NRDWP/ IAY/ CMRHM/ NRLM & NERLP

For these projects, the planning process and implementation method will be carried out as per the standing guidelines issued by the respective Ministries. The plan should be demand driven and the possibility of convergence and integration with other agencies shall also be explored for inclusive development.

SBM

The Gram Panchayats while taking up the activities such as awareness generation on zero waste protocol, solid and liquid waste management, low cost or no cost resources can be utilized in the form of mobilizing the local community and self help groups, volunteers, etc. For construction of Individual House Hold Toilet (IHHT) as per the baseline survey, the support from the technical team from both the block and Gram Panchayat level can be taken.

**NRHM/ NHM/ RAD/ STATE ORGANIC MISSION/ SSA/RMSA/
RGGVY TSP/SCSP/ WOMEN & CHILD Dev Deptt./ IWMP/ SOCIAL
FORESTRY/ COOPERATIVES- MILK UNION/ Others**

As per activity mapping done for PRIs and subsequently notified vide Notification No. 3/RM&DD/P dated 29th April, 2008, 29 subjects are transferred to the PRIs. Hence, conforming to the directives stated there in, GPs will work in tandem, with all the line departments for effective implementation of their programs.

Line departments shall ensure that the functions, functionaries and funds devolved to the Rural Local Bodies sees the light of day. Emphasis shall be given to link all the programs of the line department being implemented in mission mode with the Annual and Five year Plan of the GPs.

3. PARTICIPATORY PLANNING FOR ENVIRONMENT CREATION:

In order to enhance the participation of people to create the environment for preparation of Peoples Plan, mobilization of Stakeholders right from the level of the legislators to the cutting edge functionaries and citizens is required.

The quality of participation needs to be widened and deepened. Conscious efforts are also required to be made to ensure that every section of the society participates in the process of participatory planning at the local level. The following environment generation strategies will be followed at the State/District/Block/GP level.

- Meeting with the Legislators under the guidance of the Chief Minister.
- Meeting with the Line Department Heads Chaired by the Chief Secretary.
- Meeting with the District Collectors, Heads of Line Deptts in the District, Additional District Collectors, BDOs & Sub Divisional Magistrates.
- Orientation for the Gram Panchayats/ NGOs/ Gram Planning Forum/ Village Water and Sanitation Committee/ ASHAs/ Anganwadi workers/ Teachers/ Panchayat Functionaries/ Intellectuals/ Local Gentry/ Bharat Nirman Volunteers/ SHGs/ CDGs.
- Peer Learning to be imparted by former Panchayats and incumbent Panchayat from the Awarded GPs
- Task Force at the State & District level shall be created consisting of the following members.

State Level-

Chairperson- Chief Secretary.

Members- Heads of all Line Departments.

Member Secretary- Director Panchayat

District Level:-

Chairperson- District Collector

Members- Heads of all line departments in District

Member Secretary- ADC (Development)

- Conduct Special Gram Sabha on Mission Mode; all line department officials to be present at the Gram Sabha (Optional).
- THE state level environment generation would entail active involvement of IPR department using tools like Visual & Print Media, postering & brochures, Airwaves like FM & Radio, Social Media(Watsapp/ facebook/ SMS).
- At the local level environment creation will be done by way of postering/Banners/Pamphlets/Radio/Local Cable TV/ Local papers/ etc.
- Letter from the Honourable Minister, RD to the local bodies.

SITUATION ANALYSIS

For preparation of developmental plan of the Gram Panchayat, it is very important to assess the natural and human resources besides identification of felt need in the Gram Sabha. This would also help in making optimal use of the resources vis-à-vis the aspiration of the people. The approach of planning has to be such as to secure a judicious blend of local need with available local resources.

The situational Analysis of the Gram Panchayat will cover the following areas which will include the **status, gaps and potential** of a particular situation: service, goods, resource or quality of life.

Table No. 2

| Sector | Issue | Solution (Illustrative) | Line Department & Gram Panchayat |
|----------------------|--|--|--|
| Human Development | <ul style="list-style-type: none"> • IMR, MMR, etc. • Extent of contagious diseases. • Life expectancy. • Mental Health/Suicide. • Substance abuse, | <ul style="list-style-type: none"> • Awareness Generation, compulsory institutional delivery, strengthening PHC & PHSC. • Awareness on | <ul style="list-style-type: none"> • Health, NGOs |

| | | | |
|--|---|---|---|
| | <p>alcoholism.</p> <ul style="list-style-type: none"> • Immunization | <p>Mental Health Interventions.</p> <ul style="list-style-type: none"> • 100% immunization coverage. | |
| | <ul style="list-style-type: none"> • Levels of adult literacy. • Low Enrolment, high dropout, etc. • Lack of School Infrastructure • Lack of inadequate teachers. • Nutrition Status | <p>Accelerating Adult literacy mission (Saakshar Bharat) Quality infrastructure in terms of sanitation, hygiene, Counselling (Teachers, Parents, Students).</p> <ul style="list-style-type: none"> • Special focus on MDM. | <ul style="list-style-type: none"> • HRDD, NGOs |
| | <ul style="list-style-type: none"> • Proportion of casual or landless labour. • Proportion of unskilled labour. | <ul style="list-style-type: none"> • Provision of wage employment through MGNREGA, skill trainings. | <ul style="list-style-type: none"> • RM&DD/ SICB, NGOs |
| | <ul style="list-style-type: none"> • Social Security Coverage (like OAP, Widow Pension, disability Pension, Post/ Pre matric Scholarship). • Special needs for persons with disability (PWD Act) | <ul style="list-style-type: none"> • Identify genuine beneficiaries. • Create disable friendly infrastructure. • Provide linkages to Prime Minister's Insurance Schemes like PMJDY, PMJJBY. | <ul style="list-style-type: none"> • SJEWD, PWD |
| | <ul style="list-style-type: none"> • Welfare of Senior | <ul style="list-style-type: none"> • Formation of | <ul style="list-style-type: none"> • RM&DD, |

| | | | |
|----------------------------------|---|--|--|
| | Citizen | Senior Citizen friendly club/ Infrastructure/ Committee. <ul style="list-style-type: none"> • Celebration of Senior Citizen day. | SJEWD, NGOs, SHGs |
| Civic services & Basic Amenities | <ul style="list-style-type: none"> • Sanitation (open defecation, S/L Waste Management) | <ul style="list-style-type: none"> • Construction of IHHL and Community toilets. Awareness generation on Zero Waste Protocol, Strengthen Swacha Bharat Mission. | <ul style="list-style-type: none"> • RM&DD, CCDU (SIRD), Zero Waste Himalayas, NGOs |
| | <ul style="list-style-type: none"> • Drinking water | <ul style="list-style-type: none"> • Augmentation, repair & restoration of Water Supply, Dhara Vikas, Rain Water Harvesting, Community Water Management Initiative. | RM&DD, NGOs |
| | <ul style="list-style-type: none"> • Electricity – street lighting • Irregular Power Supply | <ul style="list-style-type: none"> • Installation of street lamps. • Proper monitoring to ensure regular supply. | Power Department, NGOs |

| | | | |
|----------------------|---|--|--|
| | <ul style="list-style-type: none"> • Playgrounds • Parks | <ul style="list-style-type: none"> • Construction of Playgrounds. • Notify and Development of Parks. | HRDD, Tourism, Forest, NGOs |
| | <ul style="list-style-type: none"> • Crematoria/burial grounds | <ul style="list-style-type: none"> • Construction of Crematorium Shed. | RM&DD, Culture, NGOs |
| | <ul style="list-style-type: none"> • E-connectivity | <ul style="list-style-type: none"> • Optic Fiber Cables, VSAT, SATCOM. | NIC, DIT, RM&DD |
| | <ul style="list-style-type: none"> • O&M status of civic services | <ul style="list-style-type: none"> • O&M to be done by the GPs from OSR | NGOs |
| | <ul style="list-style-type: none"> • Mini Banks/Post offices | <ul style="list-style-type: none"> • Open Mini Banks/Post offices | FRED, Home Dept. |
| | <ul style="list-style-type: none"> • Kutcha Houses of Poor | <ul style="list-style-type: none"> • Provide Pucca House | RM&DD |
| | <ul style="list-style-type: none"> • Missing Infrastructure • Low quality/ Old infrastructure | <ul style="list-style-type: none"> • Creation of Infrastructure (eg. GPK, Community Halls, etc) • Repair and Renovation. | RM&DD |
| Economic Development | <ul style="list-style-type: none"> • Agriculture including irrigation | <ul style="list-style-type: none"> • Link to organic mission | Agri/Horti Dept. |
| | <ul style="list-style-type: none"> • Animal Husbandry, dairying, and other allied sectors | <ul style="list-style-type: none"> • self reliant mission • Dairy Mission | AH&VSD |
| | <ul style="list-style-type: none"> • Local manufacturing • Jobs and employment | <ul style="list-style-type: none"> • livelihood mission • Poverty free Sikkim mission | NRLM, SICB, NERLP, Tourism, DHH, Commerce & Industries |

| | | | |
|--------------------------|--|--|--------------------------------------|
| | | <ul style="list-style-type: none"> • Eco-tourism/ Village tourism • Cottage Industries | |
| | <ul style="list-style-type: none"> • Village Market Linkage | <ul style="list-style-type: none"> • Market linkages to be provided through SIMFED, DACS, SHG federation. | NERLP, NRLM, Cooperation Department. |
| Vulnerability assessment | <p>a. Disasters</p> <p>1. Extent of risk</p> <ul style="list-style-type: none"> • Locational factors(Hilly terrain, scattered habitation, drought prone areas, snowbound) eg. Earthquake/Landslides, flashfloods, etc • Climate • Forest • Man/animal conflict • Environmental degradation • Risk of human trafficking, child abuse/child labour • Others | | |

| | | | |
|----------------------|--|--|--|
| | <p>2. Capability to cope</p> <ul style="list-style-type: none"> • Disaster mgt infrastructure • Risk reduction/mitigation • Shelters equipment • Early warning systems • Community support systems | | |
| Personal Development | <ul style="list-style-type: none"> • Inculcating hygienic behaviour and well being practices. • Fostering healthy habits including daily exercise and games. • Reducing risk behaviour- alcoholism, Substance abuse, smoking, etc. • Stress Management | | |

In order to do the situation analysis, the participatory rural appraisal method will be used. For all the above areas, secondary data such as NAD data, VDAP, Socio Economic Caste Census, G5P data, Census Data, NRDWP Data and village profile of the GP will be used. With regard to the data relating to the line Departments, the HODs shall provide the data pertaining to the programs of the respective departments to the Charge Officer/BDO before the PRA exercise is conducted.

Primary data will also be collected during the conduct of PRA exercise. The State Resource team with the support of SIRD, will be responsible for

mobilizing the facilitating team in terms of giving them orientation and training to undertake the PRA exercises for situational Analysis. For the purpose of carrying out the PRA exercise at the Gram/Ward level, a facilitating team of the following members shall be formed:-

TABLE No. 3

| | |
|------------------------|--|
| Team Leader | Ward Panchayat |
| PRA facilitator | 2-3 persons per Ward (Ward Level Development Committee members as notified by RMDD, Panchayat Functionaries/Barefoot Engineers/ Mates/ volunteers) |
| Note taker | 2 persons (RDA/JE/TA/GRS/PDA/PAA) |
| Supervisor | 2 persons (Panchayat Inspectors/ Horticulture Inspectors/APO(MGNREGA)) |
| Support | Line Department Officials at the BAC level GPF(village intellectuals, retired Govt. Officials, NGOs/Clubs) |

The Block Development Officers’ will be appointed as Charge Officers to monitor the entire PRA exercise and also will coordinate the functioning of the GPF and smooth conduct of Gram Sabha in all the Gram Panchayats falling under his jurisdiction. He shall report the progress of the exercise to the District Level Task Force on a weekly basis.

4. PARTICIPATORY RURAL APPRAISAL

PROCESS AND METHODOLOGY

4.1.1 Step 1: Preparatory Phase

Before the actual exercise takes place the following preparatory activities will be taken up:

- Activate the GPF.
- Meeting of the GPF and the Facilitating Team
- Get the VDAP Report/ Census Data 2011/SECC 2011 data/GP Profile and line Department data ready before hand.
- Each facilitating team should take a copy of the secondary data for their respective Ward.
- Fix dates giving at least one week advance notice to the members of GPF and FT.
- To ensure higher participation and effective planning process the members need to be personally invited, capacitated and oriented. The task will be performed by the Charge Officer/ Block Development Officer.

4.1.2 Step 2: Planning and PRA exercise

A meeting with the respective Gram Planning Forum will be conducted at the respective GPK to facilitate the Five Year Perspective Plan.

The resource envelop of the GP will be prepared as per **Table No. 1** (page no.

The facilitation team at the Ward level will be mobilised to conduct PRA for realistic assessment of the situation on the ground and preparation of Draft Plan Document. The PRA will consist of **social mapping and resource mapping and PIP**

***Social Mapping-** A social map is a map that is drawn by the residents of the village which shows the layout of residential house, institutions and amenities found in the area. It also helps us to learn about social status and economic status of the households.

***Resource Mapping-** Resource Mapping is undertaken to map out the types, status, quantity and distribution of natural resources like land and water, infrastructure resources, etc in the village. The resource map also depicts the access and the manner in which various resources are utilized, managed and governed by the community. The map should also show physical formations such as ridge lines, drainage pattern, etc.

The facilitating team shall conduct a Ward Sabha before proceeding for the PRA exercise to sensitize the citizens of the ward on the decentralized planning process and appeal for their cooperation & active participation.

4.1.3 Step 3 Roles and Responsibility

The PRA will be conducted by the facilitating team constituted vide **Table No. 3 (page no.)**. The roles and responsibilities have also been spelt out therein.

4.1.4 Step 4: Documentation

- All the findings of the meetings/ PRA exercises shall be documented on a chart paper which shall later be entered into the reporting format in MS Word.
- This data entry and reporting will have to be done the next day right after completing the meeting and not later than 2 days to ensure timely reporting and authenticity.
- The maps showing proposed activities (assets) need to be finalized in hard copy, preferably on chart paper or a print out of the Resource Map from VDAP which needs to be submitted in the final report.

All the findings of the PRA should be consolidated into a report along with maps, illustration, table and the **draft Perspective Plan of the Ward. The Draft plan completed in all respects shall than be presented before the Gram Planning Forum for prioritisation and technical feasibility. The Plan shall thereafter be presented to the DPC for confirmation and then be placed before the Gram Sabha for approval.**

DAY WISE SCHEDULE

4.2.1 Day I Secondary Data Collection

Fill up all general information details using the following secondary information

- VDAP
- Record from GPK, line departments & Block Administrative Centre.
- The information in **Section 1** needs to be filled in advance, based on the secondary information which will then have to be revised during the meeting with the GPF and during conduct of PRA. The information should be as per the latest figures available at the GPK and not based on the secondary information.
- Based on the list of the assets created under different line Department Schemes over the last five years, a GPU level map also needs to be prepared on the 1st day. This is to be presented on the second day while doing assessment of most beneficial and less beneficial assets.

4.2.2 Day-II PRA Exercise

1. Registration of participants.
2. Introduction of the team members.
3. Introduction of the Decentralized Gram Panchayat Participatory Plan (DG3P).
4. Introduction to **Section II**- Resource Mapping & assessing the outcomes of most beneficial assets/ less beneficial assets.
5. Introduction to **Section III**- Assessing Village Poverty Status (Participatory Identification of the Poor(PIP)).
6. Introduction to **Section IV**- Analyzing the Strength, weakness, opportunity and threat of poorest of the poor households (25%) for planning under social sector.
7. Visioning Exercise- listing down the achievable dreams for poor household and village (**Section V**)
8. Working on Five Years dream for the Perspective Plan.
9. Prepare Five Year Perspective Plan for the respective Ward (**Section VI**).
10. Prepare Annual Development Plan for the First Year (**Section VII**).
11. Show locations of the works as proposed in the Annual Plan in Ward level Map (**Section VIII**).
12. Beneficiary details for work taken up in individual land of Poorest of the Poor, SC/ST/BPL Beneficiaries/ Marginal Farmers (**Section IX**).
13. Take the Photographs of the activities being undertaken.
14. **Prioritisation of work at the Ward level**

4.2.3 Day III Consolidation and Documentation at Ward Level

1. Data entry in the reporting format.
2. Keep record of the attendance sheet.
3. Take printout of good photos and store them in the report folder.
4. Validate the Secondary data against the Primary data obtained through participatory process.

****For carrying out the above activities, atleast 50% of the population of the Ward should be present/ Atleast one member from each household. The Ward level Plan should be signed by all the Team Members of the Facilitating Team.**

4.2.4 Day IV Compilation at the GP level

1. Data entry in the reporting format
2. Follow the Ward No. sequence for reporting (1 to 6, etc)
3. Visioning Exercise- listing down the achievable dreams for poor household and village (**Section V**)
4. Finalize the GP level map showing assets created during last 5 Years.
5. Compile the Five Year Perspective Plan into cumulative plan for GPU.
Cumulative enhancement of 10% per annum in the budget of FFC is to be reflected.
6. Compile it into Year Wise Annual Development Plan.
7. Prepare and finalize GP level Map, compiled from the Ward level map showing works proposed in Annual Development Plan.
8. Append the Attendance sheet and the photographs in the Plan.
9. Sharing of the Final Draft with the Gram Planning Forum.
10. Prioritization & recommendation by the Gram Planning Forum,

4.2.5 Deliverables

1. Draft Gram Panchayat Development Plan (GPDP) report in Microsoft Word format which will have following chapters:-
 - I. Introduction to the Panchayats and its People
 - II. Local economic and Social condition
 - III. Geographical and Human Resources
 - IV. Five Year Perspective Plan.
 - V. Annual Development Plan.
 - VI. Map showing location of work for Annual Plan.
 - VII. **PRA Templates (Sections Draft)**

VIII. Situation Analysis Template

- IX. Projectization Template
- X. Gram Sabha Resolution.
- XI. Attendance sheet in original.
- XII. Maps, 30 digital photos of the meeting, group photo.

Section I GENERAL AND BASIC INFORMATION

Instructions

- The facilitating team should fill in the secondary Information in the format given below.
- Refer to VDAP report published by RM&DD or download from www.rdsikkim.org.
- Collect secondary information from Gram Prashasan Kendra, RDA, VDAP, Census 2011.
- Collect the latest figures from the records, consult the line department officials.
- The information source needs to be mentioned below the table.
- List the details Gram Panchayat Ward wise in ascending order.
- In case of change in GPU, GPW in the last revision, compile and add the latest GPU, GPW details.
- Labour details of MGNREGA can be based on the previous year's figure provided in labour budget or GPK records.

Table No. 4: Basic Information for Ward level

| | | | | | | | |
|------------------------------------|-----------------|-----------|-------------------------|-------------|-------------|---------------|--------------|
| Name of the Gram Panchayat | | | | | | | |
| Name of the Block | | | | | | | |
| Name of the District | | | | | | | |
| Demography | | | | | | | |
| Name of Gram Panchayat Ward | Total HH | | Total Population | | Male | Female | |
| | | | | | | | |
| Community Composition | ST | SC | OBC | MB C | GEN | OT H | TOTAL |
| | | | | | | | |

| | | | | |
|-----------------------------------|--------------|----------------------------------|--|-------------------------------|
| Poor households (Use VDAP) | Local | Non Local with voter's ID | Non local not having voter's ID | Total of all Household |
| | | | | |

| Very Poor Households (Use VDAP) | Local | Non Local with voter's ID | Non local not having voter's ID | Total of all Househol d |
|--|--------------|--|--|--|
| | | | | |

Table No. 4: Basic Information for GP level

| | | | | | | | |
|------------------------------------|-----------------|-------------------------|------------|-------------|-------------|---------------|--------------|
| Name of the Gram Panchayat | | | | | | | |
| Name of the Block | | | | | | | |
| Name of the District | | | | | | | |
| Demography | | | | | | | |
| Name of Gram Panchayat Ward | Total HH | Total Population | | | Male | Female | |
| Ward No. 1 | | | | | | | |
| Ward No. 2 | | | | | | | |
| Ward No. 3 | | | | | | | |
| Ward No. 4 | | | | | | | |
| Ward No. 5 | | | | | | | |
| Community Composition | ST | SC | OBC | MB C | GEN | OT H | TOTAL |
| Ward No. 1 | | | | | | | |
| Ward No. 2 | | | | | | | |
| Ward No. 3 | | | | | | | |
| Ward No. 4 | | | | | | | |
| Ward No. 5 | | | | | | | |

1. Landuse Pattern

Instructions

- The landuse detail at GPU level is available in VDAP report. However, primary data can be collected during the PRA at Ward Level.
- The landuse information of the Gram Panchayat Ward should be collected in the following format only for the current year i.e latest revised figure.
- In case of data not available at the GPW level, the data for GPU level can be collected in the following format.
- The landuse details will be available with the Land Revenue section at the District Administration Centre
- The details can be collected from the G5P report under MGNREGA.

Table No. 5: Landuse Pattern

| Sl.No | Land use in ha | 2001 | 2011 |
|-------|-------------------------------------|------|------|
| 1 | Irrigated (Khet) | | |
| 2 | Unirrigated (Sukha bari) | | |
| 3 | Culturable waste (Banjo) | | |
| 4 | Cardamom (Alainchi bari) | | |
| 5 | Total area in ha | | |
| 6 | % Rainfed farming | | |
| 7 | Land holding per capita | | |
| 8 | Population density (persons per ha) | | |

**** Same format of report to be used for both Ward level and compilation at GP level**

Section II- Resource Mapping & Assessing the outcomes of most beneficial assets/ less beneficial assets.

Table No. 6

| Name of GP Ward: | | | | | | | | | | | | | |
|------------------|------------|----------------------|----------------|---------------|--|--------------------------------|--|---|--|-----------------------------|---|--------------------|--|
| Sl no. | Asset name | Year of Construction | Source of fund | Cost of Asset | Ownership (District/Block/Gram Panchayat, Line Department) | Asset Type (Movable/Immovable) | Asset Category * (eg. Road, Land etc.) | Asset Sub Category* (eg. Pakka road, Kachha road etc) | Asset Creation Mode- Purchase/ Acquisition/ Donation/ Construction | Asset For (General, SC, ST) | Coverage Area (Area, Office, Location of Asset/ No. of Units) | Land mark of Asset | Verifiable Outcome (Beneficial/Less beneficial) (**Rank them in scale of 1 to 4) |
| 1 | | | | | | | | | | | | | |
| 2 | | | | | | | | | | | | | |
| 3 | | | | | | | | | | | | | |
| 4 | | | | | | | | | | | | | |
| 5 | | | | | | | | | | | | | |

Same format of report to be used for both Ward level and compilation at GP level

****4: Excellent || 3: Very Good || 2: Good || 1: Satisfactory**

**** Assets may include**

- 1) **Immovable assets: All government buildings, schools, roads, bridges, irrigation channels, drains, footpaths, etc.**
- 2) **Movable assets: Computers, disaster management tools, generators, table, desk, etc.**

Section III- Assessing Village Poverty Status (Participatory Identification of the Poor(PIP))

Participatory Identification of the Poor

The Team shall do the PRA such as Transect walk, Social & Resource mapping etc. of the Ward. While doing the PRA, Participatory Identification of the Poor will also be done. Using the **VDAP wealth ranking indicators**,* the very poor household would be identified and listed with their details like HH Census Number, Name of the head of the family, parcha Kahatiyan No etc. The priority would be to identify the very poor category households as per VDAP. In case of less number of households falling under the category, 20% of the poorest household can be listed and considered.

** Very poor households: HH having an annual income of less than Rs. 15000/- per annum which means monthly income of less than Rs. 1250/- having less than 0.5 acre land or land less/near land less, mainly agri labour (khetala), share cropping(adhiyadar/ kutiadar) having a kutcha house. The priority is to identify the very poor category house holds falling under the above category, 20% of the poorest household can be listed and considered.*

➤ Analyzing the Strength, Weakness & Opportunities of the Poor

Identify the strength (advantages) weakness (disadvantages) and opportunities of the poor households. The strength would include existing resources, livelihood centric skills while the weakness should be the gaps in strengthening in livelihood options. Thus the idea is to build on the strengths while improving on the weakness.

All these exercises should be properly documented. The findings of the PRA should be consolidated into a report along with Maps, Illustrations, Tables and the Draft Annual Plan completed in all respects shall then be presented before the GPF for examination with regard to technical viability and which shall thereafter be presented in the Gram Sabha for approval.

Section IV

Analyzing the Strength, Weakness, Opportunities and Threat (SWOT) of Poorest of the Poor households (25%) for planning under social sector and creation of sustainable livelihood assets on individual land.

The vulnerability quotient of the very poor household shall be arrived at by doing a simple SWOT analysis as illustrated in the following table:-

Table No. 7: Assessing Strength, Weakness, Opportunities and Threat

| Name of GP Ward: | | | | | | |
|------------------|------------------------------|-----------------------|--|---|---|--|
| Sl. No | Census HH No of very poor HH | Head of the Household | Strength (Agriculture Land, surplus water, livestock, Puccha House, Pension, Employee, Skill-labor, business) | Weakness (Lack of water for irrigation, large family size, physically challenged, poor health, no agriculture land, kutcha house) | Opportunities (Basket of Livelihood options of the poor house, what opportunities, or pathways can make them poverty free) | Threat (Poverty: Health(Mental), Nutrition, Sanitation, Natural Disaster, Dropout rate, etc) |
| | | | | | | |

** Same format of report to be used for both Ward level and compilation at GP level

Section- V

It is important to have a clear vision or a dream of what you plan to do to achieve over the next five years. Hence it is important to visualize a dream of what you would like to see after five years. The dream needs to align with the policy directive of Mission Poverty Free Sikkim, Organic Mission, Green Mission, etc.

Exercise 1

Leading questions

1. State your achievable dreams of your village for next 5 years?
2. How would you like to see your village developed into poverty free in next five years?
3. How will you like to translate your dream into reality?
4. The dream shall be for two part, one for the very poor / poor household who have been identified and targeted and second will be for the village/ community at large.

Table No. 8: Listing down dreams for perspective plan (Illustrative)

| | |
|---|---|
| <p>Dream for the poor households</p> | <ul style="list-style-type: none"> ❖ All poor household in the village have better access to drinking water. No poor household will need to head load water for household purpose ❖ Livelihood diversified to add more than 30% of additional income to their existing income source by creating additional livelihood assets for the poor. ❖ Through land development work transform all waste land belonging to poor into agricultural and productive land, etc. |
| <p>Dream of the village</p> | <ul style="list-style-type: none"> ❖ Improved water storage facilities in all five Gram Panchayat Wards. ❖ Increased land productivity by taking up land development works and creating livelihood assets. ❖ Increased export of fruits, off season vegetable in the local market, etc. |

Section-VI

Instruction

- Using the following table prepare a five year perspective plan for each Gram Panchayat Ward
- Not more than 60% of the work proposed should be centered on creating community Assets for the village. Use the table of poor households based on the strength, weakness and opportunities
- The works proposed in the plan over the next five years should also address on eradicating poverty by building durable livelihood assets for the identified poor households.
- In case of horticulture plantation, etc the name of the proposed work should be indicated properly and not just the category, e.g. Instead of horticulture plantation, it should be clearly mentioned as orange, banana etc separately

Table No. 9: Five year perspective plan Ward Level (Illustrative)

| Sl | Name of Work as per order of priority | Unit | 2015-2016 | 2016-2017 | 2017-2018 | 2018-2019 | 2019-2020 |
|----|---------------------------------------|------|-------------|-------------|-------------|-------------|-------------|
| | | | Phy. Target | Phy. Target | Phy. Target | Phy. Target | Phy. Target |
| 1 | Construction of Crematorium Shed | Nos. | 1 | | | | |
| 2 | Awareness program on Sanitation | Nos. | 1 | 1 | 1 | 1 | 1 |
| 3 | Construction of IHHL | Nos. | 2 | 2 | 2 | 2 | 2 |
| 4 | Construction of CC footpath | Km | .5 | .5 | | | |
| 5 | Cardamom Plantation | Hec. | .5 | .5 | .5 | .5 | .5 |

Section VII

YEAR WISE PLAN OF Ward-_____

Table No. 10: Year wise ward level plan for the year 2015:2016

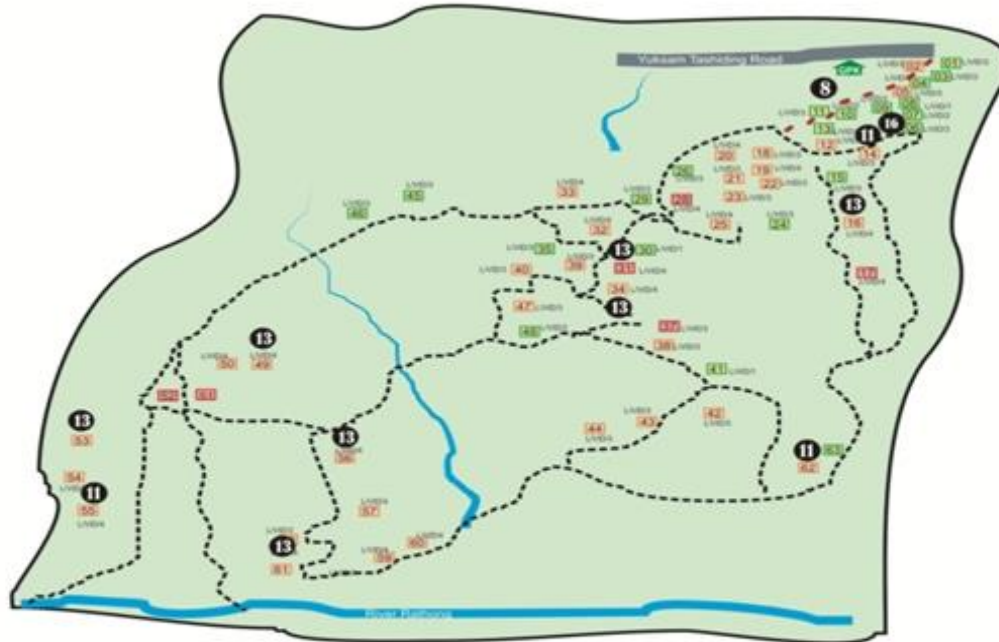
| Sl | Name of Work | Unit | Phy. Target | Source of Fund/ Remarks |
|----|-------------------------------------|------|-------------|---|
| 1 | Orange Plantation | No | - | MGNREGA/ |
| 2 | Fodder Plantation | Hec | 4 | MGNREGA/F FC |
| 4 | Community Water Storage Tank | Nos | 6 | MGNREGA |
| 5 | Pig Shelter | Nos | 3 | MGNREGA |
| 6. | Construction of Crematorium shed | Nos. | 1 | FFC |
| 6 | Installation of VSAT | Nos. | 2 | Subject to transfer of fund from line Departments. |

Section VIII

Map showing Location of _____ ward for the year 2015-16

LEGENDS

- 1 Minor Irrigation Cannel
- 2 Horticulture Plantation
- 3 Forestry Plantation
- 4 Land Terracing
- 5 Pig Shelter
- 6 Poultry Shed
- 7 Playground
- 8 CC Footpath
- 9 Bamboo Plantation
- 10 Dhara Vikas
- 11 Cow Shed / Urinal tank
- 12 Goatery Shelter
- 13 Water Storage Tank
- 14 Compost Pit
- 15 Fish Pond/Pit
- 16 Jhora Training Work



INDEX

| | | | |
|----------------|-------------------|----------------|---------------|
| SCHOOL | AGRICULTURE STORE | PH.S.C | KUTCHA ROAD |
| I.C.D.S | POLICE STATION | HOSPITAL | C.C. FOOTPATH |
| TEMPLE | FOOD GODDOWN | R. FOREST | PUGGAROAD |
| GUMFA | WATER TANK | DRY FIELD | WARD BOUNDARY |
| CHURCH | TAX STAND | CARDAMOM FIELD | JHORA/KHOLA |
| RAJNIRHIT Ghar | COMMUNITY HALL | POWER HOUSE | MICROCHANNEL |
| PUGGAHOUSE | CLUB | TOWER | PIPE LINE |
| SEMI PUGGA | HELPND | PLAYGROUND | WATER SOURCE |
| KUTCHA HOUSE | POST OFFICE | NURSERY | LAKE |
| BAZAR | HOTELL/LODGE | M.P.C.S | WAITING SHED |

L/VID : Local with voter ID card
L/WVID : Local without voter ID card
NL/VID : Non Local with voter ID card
NL/WVID : Non Local without voter ID card
L : Local
NL : Non Local

Wealth Ranking:
 Well to do - 1
 Middle Class - 2
 Poor Category - 3
 Very Poor Category - 4

Legend for Wealth Ranking:
 - Census house number
 - Wealth Ranking
 - Voter ID card
 - Local

Section IX

Beneficiary details for work taken up in the Individual Land (IL) of SC/ST /BPL beneficiaries / marginal farmers

Table 11: Beneficiary details

| Sl. No | Name of Work | Household Census No | Name of Beneficiaries | Father's name | Category of Beneficiary (SC/ST/BPL) | Plot No |
|--------|-------------------|---------------------|-----------------------|---------------|-------------------------------------|---------|
| (1) | (3) | (2) | (4) | (5) | (6) | (7) |
| 1 | Orange plantation | 45 | Citizen 1 | Citizen a | ST | 12 |
| 2 | | 49 | Citizen 2 | Citizen b | ST | 18 |
| 3 | Water Tank | 17 | Citizen 3 | Citizen c | ST | 27 |

5. VISIONING & PRIORITISING

Effective implementation of Plans and Programmes as envisaged in the Plan document of Gram Panchayats will usher in the right conditions for realisation of all the poverty alleviation missions announced by the State Government like *Self Reliant Mission, Poverty Free Sikkim Mission, livelihood Mission, Organic Mission, Green Mission, Healthy Sikkim Mission, CMRHM etc and the key areas identified by the 14th Finance Commission.*

This undertaking will also ensure an engaging, empowering and inclusive environment for Panchayats and Institutionalizes decentralised process of planning and gives impetus to various village centric missions of the government. In order to introduce this cradle to grave approach of planning, wide publicity through participation of every level of stakeholders through IEC (Information, Education & Communication) is required.

- The teams formulated for the purpose shall conduct Ward Sabha wherein visioning exercises will take place.
- The Secondary data corroborated by Situation Analysis Report available with the team will be shared with the public in the Ward Sabha.
- The data/ report on the captioned missions of the government will be placed before the Ward Sabha.
- The Ward Sabha will also spell out their dreams and expectation in the event of the chosen mission being implemented in the village and the enduring benefits that can be accessed by the community.
- The Ward Sabha shall articulate the outcome of the initiatives of various schemes in terms of visible socio economic changes in the society in **five years** time.
- A consensus by identifying the key area of intervention in order of priority will be arrived at.
- The criteria for prioritisation will be subject to the following:
 - a. Referring to all secondary data on the subject.
 - b. Needs of the poor
 - c. Consensus of the community
 - d. Availability of Resources
 - e. Technical feasibility

- The decision of the Ward Sabha will be recorded and documented for placing before the GPF. The GPF will examine the proposal in the light of resources available, the feasibility and its verifiable outcome and prioritise them accordingly.
- The GPF will also explore the possibilities of pooling up resources from various sources (convergence with other departmental programmes especially MGNREGA/ NRLM/NERLP)
- The demands raised at the Ward level will translate into 5 years perspective wish list/demand for that particular Ward .
- Complying to the recommendation of 4th State Finance Commission, the sanctity of the District Planning Commission (DPC) will be upheld by placing the proposals in the DPC for its confirmation.
- The Plan will then be placed before the Gram Sabha for approval.
- All approved projects of the ward will be reflected in the Annual Action Plan of the GP.

6. PROJECTIZATION

In order to convert prioritized plans into projects, the inputs captured in the previous exercises will be compiled after the demands are vetted by the Gram Planning Forum and approved by the Gram Sabha.

While converting all the developmental and welfare ideas of the Gram Sabha into actionable projects, the Gram Planning Forum will ensure to define the nature of projects which would require short term and long term interventions. The plans shall also have clear indications on linkages between the two perspectives i.e. Annual or 5 Year Plan. For each developmental and service initiative proposed, the GPF will also make tentative allocations for each sector like civic services, livelihood and production, disaster management, social security and poverty reduction, social sectors of health and education, etc.

Line departments/RM&DD Cell Heads are to disclose the extent of the resource being placed at the disposal of the GP while making the Sectoral Allocations.

Since the developmental component entails involvement of technical personnel the team entrusted with this job, will work out the feasibility and stipulate other attendant aspects of the project such as rationale and objective, components, intended beneficiaries, project cycle, fund source, etc. A template to this effect is appended at **Table No. 13**

- In the case of creation of infrastructures the GP will also strive to include a fool proof delivery mechanism through which avenues for revenue generation could be explored.
- This will enable the GP to earn adequate source for maintenance/upkeep and operation of the assets created via the resource envelope received from various sources.
- This will also stimulate a change in mindset of the citizens to trigger a sense of ownership and appreciation of quality services.
- Scope of Convergence
- Fixes collective responsibility on the utilisation of the assets.
- For creation of community assets the funds will be limited to 60%. Remaining fund will be allocated for social sectors like water sanitation,

health, primary education including **women & child welfare activities**. Capacity building of the livelihood sector will also get maximum focus as this will ensure creation of sustainable assets that helps in generation of income.

ENVIRONMENTAL INITIATIVES

- Disaster preparedness and management
- Formation of Civil Defence team
- Afforestation (green mission)
- Zero waste/ sanitation (SBM)

Projectization template.

Table No. 13

| | | |
|----------|-----|-----|
| District | BAC | GPU |
|----------|-----|-----|

| Sl. No. | Name of Ward | Name of work | Cost of work | Source of Fund/ Department / NGOs | Component of Project | Target Group | Area | Scope of Convergence | Time line | Measurable & quantifiable results | Expected Out comes |
|---------|--------------|--------------|--------------|-----------------------------------|----------------------|--------------|------|----------------------|-----------|-----------------------------------|--------------------|
| 1 | | | | | | | | | | | |
| 2 | | | | | | | | | | | |
| 3 | | | | | | | | | | | |
| 4 | | | | | | | | | | | |
| 5 | | | | | | | | | | | |
| 6 | | | | | | | | | | | |

7. TECHNICAL APPRAISAL & APPROVAL

For clearance of projects requiring technical assistance, the concerned team comprising of AE / JE shall find a mechanism to assess the technical viability or admissibility of the projects against detailed estimates. This mechanism cannot change the basic nature of the project but will assess whether the project components are in compliance with the norms for assistance and unit cost confirms to the standing norms of the Government.

The technical team shall prepare GP specific model estimates including **technical drawing** and **social estimate** for popular projects like play grounds, village footpaths, parks, cattle sheds, pig stys, water storage tanks, horticulture plantations, cremation sheds etc to ensure uniformity and expedite approvals.

The appraisal will also assess whether the timelines in the case of short term projects lasting more than a year has been correctly projected.

The estimate shall after completion be checked and technical sanction shall be accorded by the Assistant Engineer posted at the BAC /Cluster office level. Once the project obtains Technical sanction, it will then be forwarded to the Block Development Officer/ Charge Officer for checking the financial & administrative procedural formalities.

The plan then shall be referred to the Gram Panchayats for obtaining their sanction. The Sanction intimation will issued accordingly. The GP shall also award the work orders for grounding the projects. The work will be executed by the GP or agencies identified by the GP and the necessary funds will be released to the executing agencies concerned.

The RDA/JE/PAA/PDA shall be responsible for compiling and maintaining project wise record as per the Table below:-

Table No. 14

| Sl. No. | Name of work/ Details of expenditure | Technical Approval, No & Date | Amount | Administrative Approval, No & Date | Financial Sanction No. & Date | Budget head/ Fund Source | Remarks |
|---------|--------------------------------------|-------------------------------|--------|------------------------------------|-------------------------------|--------------------------|---------|
| | | | | | | | |

Adequate record keeping and accounting shall be mandatorily maintained as prescribed by the CA&G.

The **District Project Management Unit** will ensure that the GP plan is uploaded in the **Plan Plus** and also **Action Soft** during the implementation stage. Further Assets created will be uploaded in the National Asset Directory Application.

8. SYSTEM SUPPORT FOR PLANNING & IMPLEMENTATION

To operationalise the entire planning and implementation process at the GP level, a strong administrative arrangement with regard to System Support will be put in place. Besides human resource, technological and knowledge support, this arrangement shall include specific executive orders on technical, administrative and financial sanctions, procurement system by the GP.

Since the GPs are adequately empowered vide Article 243G of the Constitution with regard to preparation of an inclusive development Plan for Social Justice and Economic Growth, FFC recommendations also maintains that the GPs assume its legitimate role of approving GP Plans & mobilize the resources at its disposal for effective implementation of the respective GP Plans.

Acknowledging the need to translate the ideas and aspirations of the stakeholders as reflected in the Plan document into tangible outcomes, it is imperative that both the planning & implementation stage of the project receives undivided support of all manners of resources like Human Resource, Technological Resource, infrastructural resource, Data resource, etc.

Towards this end, therefore the GPs will optimally utilize the services of the manpower deployed both from RM&DD and all the Line Departments. The work profiles of some of the functionaries are detailed below.

Rural Development Assistant (RDA)

- Development Administration: RDAs are responsible for assisting in the planning, implementation and monitoring of all developmental schemes of the State Government, Government of India and the Panchayat level.
- Assistance for village library: Government has established village libraries in the Panchayat Ghars of all Gram Panchayat Units which they are to maintain.
- Election related work: Election related work like delimitation of GPUs, preparation of electoral rolls, verification of polling stations, duties of polling officers and other related duties like counting, etc. which requires a very high sense of responsibility and accountability.
- Monitor e-Panchayat activities.

Panchayat Accounts Assistants (PAA)

- Assist Rural Development Assistant (RDA) with all accounting works of Gram Panchayat.
- Assist RDA during Audit of Accounts.
- Prepares Utilization Certificate in consultation with RDA and Junior Engineers of all funds and its submission to office of Additional Director (Panchayat Directorate), Additional District Collector (Dev) and Block Development Officer (BDO).

Panchayat Development Assistant (PDA)

1. Data entry in the following PES Application:-
 - a) PlanPlus
 - b) National Assets Directory
 - c) PRIASoft
 - d) Area Profiler
 - e) Service Delivery
2. Collection, compilation and creation of Monthly progress report of all report, Schemes implemented in the GP. Progress report to be submitted to the concerned BAC and Office of the ADC (Dev) and copy to the office of Director (Panchayat), Head Office.
3. Any other task related to Panchayat from time to time.
4. All Work Relating to Sanitation.

Additional work from Line Department or Cells

1. Wherever, vacancy exists or is created in the post of Gram Rozgar Sahayak (GRS), the same is being filled up by the Panchayat Development Assistant or Panchayat Accounts Assistant (PDA/PAA) appointed by the Directorate of Panchayat. The PDA/PAA will carry the additional responsibilities of the GRS along with his regular duties as PDA/PAA.
2. If any vacancies arises in the posts of Assistant Programme Officer (APO) all the duties and responsibilities of the APO will be carried out by the IT Assistant appointed by the Directorate of Panchayat. The Roles and

responsibilities of a APO/GRS will be as defined in Circular no: 111/174/Adm/MGNREGA/RM&DD dated: 21/02/2012.

Technical Assistant

1. Data Entry in the following PES Applications:-
 - a) National Panchayat Portal
 - b) Training Management Portal
 - c) Social Audit
 - d) GIS (when operational)
 - e) PRIASoft Entry at the Zilla Panchayat Office.
2. Master Trainers at Gram Panchayat Level.
3. They will be troubleshooters of all 11 PES Application.
4. Maintenance of Hardware/ V-SAT and Software at respective jurisdiction.
5. Any other task related to Panchayats from time to time.
6. Collection, compilation and creation of Monthly progress report of all, Schemes implemented at the GP. Monthly progress report to be submitted to the concerned BAC and Office of the ADC (Dev) and to the office of Director (Panchayat), Head Office.

Additional work from Line Department or Cells

1. Data entry in the AwaasSoft, Indra Awaas Yojana-MIS via Ref. no. 145/IAY/RM&DD.
2. Survey Work

Junior Engineer

1. All Data Entry with regards to ActionSoft.
2. Preparation of estimates of Gram Panchayat Level Projects.
3. Supervision and execution of works sanctioned at Gram Panchayat level.
4. Supervision execution of construction and repairs of Gram Prasahan Kendra (BAC) and Community Recreational Centers.
5. Submission of Progress Report of different Schemes implemented by the Gram Panchayat to the concerned office and to prepare **Utilization Certificate in consultation with the RDA and PAA.**

6. Collection, compilation and creation of Monthly progress of all scheme & implemented at the GP level. Progress report to be submitted to the concerned BAC and Office of the ADC (Dev) and also copy to the office of Director (Panchayat), Head Office.
7. Any other task related to Panchayat from time to time.

Gram Rojgar Sahayak under MGNREGA.

In the eventuality of bottlenecks, confusion and conflict in interpretation during the course of the Planning and Implementation process on the ground, the SIRD and the District Task force committee should be consulted for troubleshooting.

PROCEDURES FOR IMPLEMENTATION OF DEVELOPMENT WORKS AT THE GP LEVEL

The Gram Panchayats shall follow the Sikkim Gram Panchayat financials rules 2007, Notified via Ref No. 35(35) 2004-05/19/RDD/P dated 27/11/2004 read with amendment Notification No. 746/RM&DD dated 08/02/2005.

CAPACITY BUILDING to undertake PRA for Participatory Planning.

The resource teams responsible for undertaking the required exercise for PRA will be identified by State Institute of Rural Development (SIRD) as per the training strategy devised by the Institute. Given the voluminous task assigned to the institute to be completed within a short time, the training module as prescribed by the Ministry of Panchayati Raj will be followed in totality. The entire training programme will be funded under the Capacity Building component of RGPSA.

The trainee profile indicated below shall be focused for multiple rounds of trainings in cascading mode:-

Resource Group/ Master Trainers

- State Resource Group
SIRD/ Directorate of Panchayati Raj
- District resource Group
SIRD/ Directorate of Panchayati Raj/ ADC (Dev)
- Block Resource Group
SIRD/ BDO/ NGO/ Ex Panchayats/ Incumbent Panchayats of the Awardee GPs

Field Facilitating Team

- RD & PR functionaries/ SPMU at the State level
- District Officials: DC/ ADC/ SDM/ Line Department Heads in the District.
- Officials at the BACs/ Cluster Office:
BDO/ AE/ JE/ PI/ ITA/ AEO/ HI/ MO/ HM/ APO
- Officials at the GP level: RDA/ PDA / PAA/ BFE/ VLW
- Zilla Panchayat & Gram Panchayat members /VWSC /Volunteers / NGOs/ SHGs

Mid Term Appraisal

- To assess and evaluate the progress of the teams, a midterm workshop will be conducted for stock taking and incorporation of corrections and revisions if required

Proposal under Capacity Building and Training under RGPSA

For the Year 2015 -2016

Table No. 15

| I. | CAPACITY BUILDING & TRAINING | | | |
|----------------|---|-------------------------------|-----------------------|-------------------------------------|
| 1. | Training | | | |
| A. | <i>Training for Master Trainers</i> | | | |
| Sl. No. | Training Programme | Number of participants | Number of days | Number of Training programme |
| i. | Training of Trainers on environment generation <ul style="list-style-type: none"> • Orientation for environment generation • Environment generation tools and strategy | 150 | 5 | 1 |
| ii. | Participatory Planning <ul style="list-style-type: none"> • Situation Analysis Report Formation & Dissemination including PRA • Data analysis(including GIS mapping) • Gram Sabha process for visioning & prioritisation | | | |
| iii. | Plan formulation and projectisation <ul style="list-style-type: none"> • Projectisation, appraisal & approval Monitoring & Plan process | | | |

Table No. 16

| Activity | Level | Officials | ERs | Volunteers | Resource Persons | CBO/NGO/CSO | Total |
|---|-----------------------|-----------|------|------------|------------------|-------------|-------------|
| Environment Creation <ul style="list-style-type: none"> • Orientation for environment generation • Environment generation tools and strategy | State | 90 | 60 | 10 | 5 | 20 | 185 |
| | District | 89 | | 40 | 16 | 40 | 185 |
| | Block/Cluster | 426 | | | 93 | 155 | 674 |
| Participatory Planning <ul style="list-style-type: none"> • Situation analysis, Report formation & dissemination (including PRA) • Data analysis(including GIS mapping) • Gram Sabha process for visioning & prioritisation | Gram Panchayat | 500 | 1099 | 700 | 500 | 500 | 3299 |
| Plan formulation and projectisation <ul style="list-style-type: none"> • Projectisation, appraisal | | | | | | | |

| | | | | | | | |
|---|--|-------------|-------------|------------|------------|------------|-------------|
| & approval • Monitoring & Plan process | | | | | | | |
| Total | | 1105 | 1159 | 750 | 614 | 715 | 4343 |

9. POST PLAN ARRANGEMENTS

To monitor the work on the GP development plans during the process of planning as well as during the rollout of implementation, the State Level Task Force and District Level Task Force are in place. The existing functionaries including Line Departments posted at the cluster/ BAC level shall be responsible for providing administrative support to the GP. Further, GP functionaries like RDA, PDA, PAA, and GRS & BFE shall be vested all the functions as laid down in their work profile.

The **Sectoral Working Group** will be activated to discuss and do analysis of the development sector/ Area assigned to it, duly evaluating the past performance of the respective sector. They shall suggest an Action Plan to realise the vision with priorities and reasons for priority. They shall also monitor the projects and perform any other task assigned by the GPF.

The Sectoral Working Group shall hold meeting once a Month with the Gram Planning Forum.

Monitoring & Evaluation

- MIS data entry shall be done as per PES application.
- The Social Audit shall be conducted annually for all the schemes implemented at the GP level. This event shall be converged with the Social Audit of MGNREGA.
- The Vigilance & Monitoring Committee (VMC) shall also monitor the scheme on a regular basis and submit the report in the prescribed format to the BDO. The RDA shall assist the VMC.
- The respective Zilla Panchayat shall do the field visit once a month and the record of the visit should be maintained in a register at the GPK.

Transparency and Accountability

For all the works, social estimates & model estimates shall be prepared by the technical cell. Payment for all the works shall be made through cheques and system of drawing cheques as advance in name of functionary and making

expenditure in cash needs to be discontinued. All the procedures should be addressing/ targeting the poor duly blocking nepotism and favouritism.

Record keeping systems

The prescribed record keeping registers shall be maintained at the GP level i.e. goods received, goods issued, indent, completion reports, cash books, cheque issue, plants issue, plants received, asset register and National Asset Directory.

Process formats: Gram Sabha approval format, sanction intimation formats, work commencement order format, vouchers etc.

Providing pre-printed registers from state level and capacity building of functionaries and periodic verification from the state and district level will really help in making the project start on a sound footing. Reconciliation of bank statements with cash book on a monthly basis.

- **Material procurement guidelines** for stock material, non-stock material, empanelling of suppliers, tender for 2 years, indenting, store, challan, goods received, goods issued, consumption certificates, cheque issue register.

- **Wage payment guidelines** format for muster rolls, use of eMRs, making wage payments in bank account.

10. PRESCRIBED ACCOUNTING SYSTEM IN PANCHAYATI RAJ INSTITUTIONS

1. The Accounting in PRIs are kept on cash basis as per the Model Accounting System. The transactions in PRI accounts represent the actual cash receipts and disbursements during a financial year as distinguished from amounts due to or by PRI during the same period.

1.1. Principles of cash based accounting in PRIs.

- Transaction is only recorded when cash is received or paid
- The accruals of amounts due to or owing by Panchayats are not shown in the financial statements but are kept track by way of institutional records.
- The expenditure on purchase of goods is not recognized until the bill is actually paid, irrespective of when the goods were received or consumed.
- The transactions represent the actual cash receipts and payments during financial year.
- Cash based information has the advantage of being relatively simple and readily verifiable.

2. Envisaged Accounting System

An important way of securing accountability and transparency is to make available data related to finances of the local bodies, to all stakeholders viz. the local body itself, public and the district/state/central level governments. Recognizing the need for such a database, on the recommendations of the Eleventh Finance Commission, the Ministry of Finance in its guidelines had stated that, *“The database on finances of Panchayats and municipalities shall be developed at the district, State and Central Government levels and shall be made easily accessible by computerization. The data shall be collected and compiled in standard formats as prescribed by CAG.”* It should be ensured that the audit and accounting standards and formats for Panchayats are prepared in a way which is simple and comprehensible to the elected representatives of the PRIs.

2.1. Model Accounting System

The Ministry of Panchayati Raj, Government of India after consultative process with C&AG and State Governments prepared a Model Accounting System for the Panchayati Raj Institutions to ensure transparency and accountability in the operations of the financial transactions in Panchayats. It is a simplified form of Government Accounting System, comprehensible to the elected representatives and functionaries and facilitates generation of financial reports through Information and Communication Technology. The simplified accounting formats are prescribed that is easy to implement and by adopting them the PRIs

will have better financial control over and will gain in terms of better financial management and greater creditability.

2.2. Features of Model Accounting System

The accounting practices prescribed for PRIs are by and large; akin to the accounting practices followed by the State Governments which are as follows.

- Each institution i.e. Zilla Panchayat / Gram Panchayat is an accounting entity.
- The accounts are kept on cash basis.
- The financial transactions are classified on three tier structure i.e. Functions (major head), programs/ schemes (minor head) and objects (object head).
- The nomenclature of the Major Heads is kept identical to the 29 functions listed in the Eleventh Schedule of the Constitution.
- Sub-heads have been prescribed for classification of scheme under appropriate function.
- States may choose and operate those major/minor heads as required in their particular context without changing the overall structure.
- There is a strong relationship between accounting and budgeting and the accounting system provides the basis for appropriate budgetary control.
- The institutions are not required to prepare a balance sheet and the details of assets are kept in the subsidiary registers and records of the PRI.
- The Receipts and Payments Accounts would incorporate revenue and capital, deposits, loans and advances and remittances.
- Period of accounts is a financial year ending 31st March.

The Accounts are to be kept in two parts:-

Part - I: To record transactions of all receipts and expenditure relating to Panchayats Fund.

Part - II: To record transactions relating to Provident Funds, Loans, Deposits and Advances.

2.3. Codification in Chart of Accounts

The purpose of Codification is to better organize accounting principles and laws to simplify user access. The synchronization of the 'Priasoft' with the accounting codes will lessen the risk of non-compliance of accounting standards and policies.

The following changes are incorporated in the model accounting system as compared to the new accounting formats introduced earlier.

- First tier i.e. Major Head (four-digit) represent functions enumerated in the Eleventh Schedule of the Constitution.
- Second tier i.e. Minor Head (three-digit) represent activity/programme of the functions.
- Third tier i.e. Object Head (two-digit) represent the object of receipts/ expenditure.
- A two digit sub-head is introduced to distinguish the grants released by central governments. Considering the number of state schemes four digit sub heads (0050, 0052, 0053, etc,) is operated for state schemes.

2.4. Basis of Codification

2.4.1 First Tier Classification: Major Head

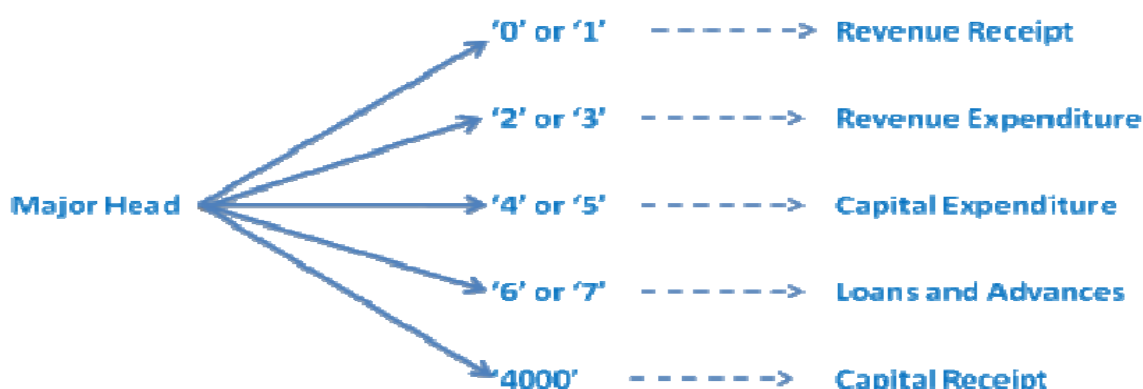
The main unit of classification in accounts is a four digit 'major head' which correspond to one of the (29) functions enumerated in the 11th Schedule of the Constitution are classified under 23 major heads. In addition to the 23 Major Heads following three more major heads have been opened to facilitate the PRIs to account their activities.

2049- Interest Payments

2071- Pension and Other Retirement Benefits and

2515- Panchayat Raj Programmes

In the four digit code of Major Head, the first digit indicate whether the major head is Receipt Head, Revenue Expenditure Head, or Capital Expenditure Head.



Revenue Receipt

Revenue receipts consist of tax collected by the Panchayats and other receipts consisting of interest and dividend on investments made by Panchayats, fees and other receipts for services rendered by Panchayats".

Revenue Expenditure - It means outlay benefiting only the current year. It is treated as an expense to be matched against revenue.

Capital Expenditure - Expenditure intended to benefit future period incurred for acquisition/ construction of fixed assets. The term is intended to cover expenditure that adds fixed asset units or that has the effect of improving the capacity, efficiency, life span or economy of operations of an existing fixed asset.

Capital Receipt is the funds that are not part of the operating activities of the establishment. Capital receipts primarily include external assistance, market loans, small saving and provident funds etc.

Inserting digit ‘2’ to the first digit of the Revenue Receipt will give the Code Number allotted to corresponding Revenue Expenditure Head; inserting a ‘4’ instead of ‘2’ will give the relevant Capital Expenditure. Any addition or deletion of a major head, or a minor head will be done only with the approval of the State Government/ Accountant General, Sikkim.

| Sl.No | Functions listed in the XI (Eleventh) Schedule of the Constitution | Nomenclature of the Major Head | Corresponding Major Head | | |
|-------|--|---|--------------------------|---------------------|---------------------|
| | | | Receipts | Revenue Expenditure | Capital Expenditure |
| 1 | Agriculture including Agriculture extension | Agriculture including Agriculture extension | 0435 | 2435 | 4435 |
| 2 | Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation | Soil and Water Conservation | | 2402 | 4402 |
| 3 | Minor Irrigation, Water Management and Watershed Development | Minor Irrigation | 0702 | 2702 | 4702 |

| | | | | | |
|----|---|--|------|------|------|
| 4 | Animal Husbandry, Dairying and Poultry | Animal Husbandry, Dairying and Poultry & fuel and fodder | 0403 | 2403 | |
| 5 | Fisheries | Fisheries | 0405 | 2405 | 4405 |
| 6 | Social Forestry & Farm Forestry | Forestry | 0406 | 2406 | 4406 |
| 7 | Minor Forest Produce | Minor Forest Produce | 0406 | 2406 | 4406 |
| 8 | Small Scale Industries including Food Processing Industries | Village and Small Scale Industries | 0851 | 2851 | 4851 |
| 9 | Khadi Village and Cottage Industries | Khadi Village and Cottage Industries | 0851 | 2851 | 4851 |
| 10 | Rural Housing | Rural Housing | 0216 | 2216 | 4216 |
| 11 | Drinking Water | Water Supply & Sanitation | 0215 | 2215 | 4215 |
| 12 | Fuel & Fodder | Animal Husbandry, Dairying and Poultry & fuel and fodder | 0403 | 2403 | |
| 13 | Roads , Culverts, Bridges, and other means of communication | Transportation | | 3054 | 5054 |
| 14 | Rural Electrification including Distribution of Electricity | Rural Electrification | 0801 | 2801 | 4801 |
| 15 | Non Conventional Energy Sources | Non conventional sources of energy | 0810 | 2810 | 4810 |
| 16 | Poverty Alleviation Programme | Poverty Alleviation Programme | | 2501 | |
| 17 | Education including Primary & Secondary Schools | Education | 0202 | 2202 | 4202 |
| 18 | Technical Training & Vocational Education | Technical Training & Vocational Education | | 2203 | |
| 19 | Adult and Non | Education | 0202 | 2202 | |

| | | | | | |
|-----------|--|---|------|-------------|-------------|
| | Formal Education | | | | |
| 20 | Libraries | Art, Culture & Libraries | | 2205 | 4205 |
| 21 | Cultural activities | Art, Culture & Libraries | 0205 | 2205 | 4205 |
| 22 | Market and Fairs | Market and Fairs | 0206 | 2206 | 4206 |
| 23 | Health & sanitation including Hospitals, PHCs and Dispensaries | Health and Family Welfare | | 2210 | |
| 24 | Family Welfare | Health and Family Welfare | | 2210 | |
| 25 | Women & Child Development | Women and Child Welfare | | 2211 | |
| 26 | Social Welfare, including Welfare of Handicapped and mentally retarded | Social Security and Welfare | | 2235 | 4235 |
| 27 | Welfare of the weaker sections, and in particular of the SCs and ST | Welfare of SCs, STs and other weaker sections | | 2225 | |
| 28 | Public Distribution System | Public Distribution System | | 2408 | 4408 |
| 29 | Maintenance of Community Assets | Maintenance of Community Assets | 0059 | 2059 | |
| | Additional Heads | Interest Receipt/Payments | 0049 | 2049 | |
| | | Pension & other retirement benefits | 0071 | 2071 | |
| | | Panchayati Raj Programmes | 0515 | 2515 | 4515 |

In addition, Panchayats shall operate the following separate major heads to record all transactions (Receipts and Payments/Disbursement) under Loans, Pension & Provident Fund, Insurance and Pension Fund, Deposit and Advances and Civil Advance, depending upon the requirement:

- 7610- Loans to Panchayat Employees
- 8011- Insurance and Pension Fund
- 8550- Civil Advances
- 8009- Provident Fund
- 8443- Civil Deposit
- 8782- Cash Remittance and Adjustment between Panchayats

To record all unclassified transactions not immediately booked under the respective functional major heads due to lack of detail/proper classification in the challan/cheque/voucher, Panchayats can operate '**8658-Suspense Accounts**'. Accounting of Tax deduction at source for eg. Income Tax, VAT, CESS, Royalty, etc are classified to respective object code under 8658 - Suspense Accounts.

2.4.2. Second Tier classification: Minor Head

The second tiers of Minor Heads, with a three digit code, identify the programme undertaken to achieve the objectives of the functions. A major head is divided into minor heads.

| Major Head | Functions | Minor Heads |
|------------|---------------------------------|--|
| 0028 | Taxes on Profession, Trades etc | 101- Profession Tax |
| | | 103- Trade License Fees |
| 0045 | Taxes on duties and commodities | 101- Entertainment Tax |
| | | 102- Advertisement Tax |
| | | 901- Share of net proceeds assigned to Panchayats (4th SFC grants) |
| 2202 | Education | 101- Primary Education |
| | | 102 -Secondary Education |
| | | 103-Adult Education |
| 2206 | Market and Fairs | 101 - Market |
| | | 102- Fairs |
| 2515 | Panchayati Raj Programme | 101-Zilla Parishad |
| | | 103-Gram Panchayat |

2.3. Sub Head

a) A two digit codification is prescribed for the central schemes. In order to earmark the transactions under specific scheme, the codification of schemes was desirable.

Scheme Code and Description

| Scheme Code | Description |
|--------------------|--|
| 11 | National Rural Employment Guarantee Scheme (NREGS) |
| 12 | Sampoorna Gramin Rozgar Yojana (SGRY) |
| 14 | Indira Awas Yojana (IAY) |
| 15 | National Rural Health Mission (NRHM) |
| 16 | National Rural Drinking water Programme |
| 17 | Swacha Bharat Mission – Gramin (SBM-G) |
| 18 | Mid Day Meal Scheme |
| 19 | Sarva Shiksha Abhiyan |
| 23 | General Basic Grant Central Finance Commission |
| 24 | General Performance Grant Central Finance Commission |

b) Similarly, for state schemes four digit codification are prescribed starting from 0050, 0051, etc. The State Panchayati Raj Department in consultation with the Accountant General, shall prescribe the codes for state schemes as and when the need arise.

State Scheme code and Description (eg.)

| Code of Accounts | Schemes description |
|------------------|------------------------------------|
| 0051 | Community Recreation Centre |
| 0053 | Panchayat Ghar |
| 0056 | Roof Water Harvesting |
| 0058 | Discretionary Grants to Panchayats |
| 0059 | Rural Foot Bridges |
| 0060 | Plan Grants from HRDD |
| 0061 | Non Plan Grants from HRDD |
| 0063 | Aesthetic Forestry |
| 0065 | Land Bank Scheme |
| 0075 | Village Water Supply Schemes |
| 0076 | Plan Assistance from RMDD |

2.4 Third Tier Classification: Object Code

For most commonly used items of expenditure a two-digit standardized object

head have been standardized. The object head under receipts head can be opened as per requirement in consultation with the Accountant General, Sikkim.

| List of Standard Object Heads | | | | | |
|--------------------------------------|---------------------|----|-------------------------------|----|----------------------------------|
| 01 | Salaries | 11 | Printing | 21 | Motor vehicle/hiring charges |
| 02 | Wages | 12 | Other Administrative Expenses | 22 | Machinery & Equipment |
| 03 | Overtime allowance | 13 | Supplies and materials | 23 | Major Works |
| 04 | Pensionary Charges | 14 | Petrol/Diesel | 24 | Write off/losses |
| 05 | Honoraria | 15 | Advertising & Publicity | 25 | deduct recoveries |
| 06 | Medical Treatment | 16 | Other Contractual services | 26 | Maintenance |
| 07 | Travel expenses | 17 | Grants in aid | 27 | |
| 08 | Office expenses | 18 | Contributions | 28 | |
| 09 | Rent, Rates & Taxes | 19 | Subsidies | 29 | Discretionary grants |
| 10 | Audit fee | 20 | Share of taxes/duties | 30 | Sitting allowance |
| | | | | 80 | Other Expenditure/other receipts |

3. Books of Accounts

3.1. General procedure for keeping the accounts and register.

All accounts shall be kept in the registers, ledgers and cash books which shall be bound, and their pages serially machine numbered and shall contain a certificate under the signature of the Custodian in the manner as follows:-

“Certified that this register / book contains pages from serial no to, totalling pages.”

This certificate shall be given on the first page of every book of accounts, acquittance, receipt and other books and registers.

3.2. Maintenance of accounts of Gram Panchayat:-

3.2.1 Every *Gram Panchayat* shall operate a Bank Account in the name "Gram Panchayat Fund" and maintain single Cash Book in the Form PRI 1 and record therein all monetary transactions on the same day on which such transactions take place.

3.2.2 Every *Gram Panchayat* shall maintain General Ledger in the Form PRI 3 for each classified receipt or payment account in which all the entries of the Cash Book shall be posted date-wise.

3.2.3 Similarly, other mandatory books of accounts to be maintained are Bill register (PRI 4), Cheque/ draft receipt register (PRI 5), Cheque Book register (PRI 6), Register of advances (PRI 7), Register of Stationary articles (PRI 8), Acqittanace Register for Pay & Allowances (PRI 9), Work Register (PRI 10), Muster Roll Register (PRI 11) and Register of Immovable Properties (PRI 12).

4. Preparation of Financial Statements

The Model Accounting System prescribes following formats/financial reports to be prepared by the PRIs.

- Monthly/Annual Receipts and Payment Accounts (Format 1)
- Reconciliation Statement (Format III)
- Statement of Receivables and Payables (Format IV)
- Register of Immovable Property (Format V)
- Register of Movable Properties (Format VI)
- Inventory Register (Format VII)
- Register of Demand Collection and Balance (Format VIII)

In addition to the above, annual financial report of the PRI under Double Entry Cash Accounting system shall also include the following financial statements:

- Statement of Receipts and payments.
- Statement of Income & Expenditure
- Statement of Assets & Liabilities

4.1 Preparation of Statement of Receipts and Payments

The statement of Receipt and Payment shall be prepared as per the format prescribed in the Model Accounting System. The responsibility for preparation of financial statements shall be of the designated officer in the PRI.

1. The Statement of Receipts and Payments discloses the results of the working of the PRI during the period covered by the statement;
2. The opening and closing Cash and Cash equivalents balances should be ascertained and entered;
3. It shows Receipts and Payments of the PRI for an accounting period and the excess of receipts over payments or vice-versa for that period;

4. Since the Financial Statements are prepared under cash basis, the Statement of Receipts and Payments shall include all the receipts actually received during the year and all the payments actually paid;
5. The receipts considered are on cash basis and does not take into account the receivables. Similarly, the payments considered are on cash basis and does not take into account the payables.
6. Non-cash items like Depreciation, Miscellaneous Expenditure w/off(written off), Profit/Loss on disposal of Fixed Assets, Profit/Loss on disposal of Investments will not be considered while preparing these statements;
7. The Statement of Receipts and Payments is drawn from the Trial Balance. The various heads of Receipts and Payments shall be posted from the Trial Balance to the Statement of Receipts and Payments;
8. The Statement of Receipts and Payments shall be prepared in the format as prescribed in the Model Accounting System as indicated herein below:-

| Account Code | Function | Schedule No | 20X2 | | 20X1 |
|--------------|---|-------------|-----------------------|---------------------|---------------------|
| | | | Budget Estimates (Rs) | Amount Actuals (Rs) | Amount Actuals (Rs) |
| | RECEIPTS | | | | |
| | Part I - PANCHAYAT FUND | | | | |
| 0028 | Taxes on Profession, Trades etc. | R1 | | | |
| 0029 | Land Revenue | R2 | | | |
| 0030 | Stamps and Registration Fees | R3 | | | |
| 0035 | Taxes on Property other than Agriculture Land | R4 | | | |
| 0041 | Taxes on Vehicles | R5 | | | |
| 0042 | Taxes on Goods and Passengers | R6 | | | |
| 0044 | Service Tax | R7 | | | |
| 0045 | Taxes on Duties and Commodities | R8 | | | |

| | | | | | |
|------|---|-----|------|--|--|
| 0049 | Interest Receipts | R9 | | | |
| 0059 | Maintenance of Community Assets | R10 | | | |
| 0071 | Contribution & Recoveries towards Pension and other Retirement Benefits | R11 | | | |
| 0202 | Education | R12 | | | |
| 0206 | Market & Fairs | R13 | | | |
| 0210 | Health & Family Welfare | R14 | | | |
| 0215 | Water Supply & Sanitation | R15 | | | |
| 0216 | Rural Housing | R16 | | | |
| 0403 | Animal Husbandry, Dairying, Poultry and Fuel and Fodder | R17 | | | |
| 0405 | Fisheries | R18 | | | |
| 0406 | Forestry | R19 | | | |
| 0435 | Agriculture including Agriculture Extension | R20 | | | |
| 0515 | Panchayati Raj Programmes | R21 | | | |
| 0702 | Minor Irrigation | R22 | | | |
| 0801 | Rural Electrification | R23 | | | |
| 0810 | Non-Conventional Sources of Energy | R24 | | | |
| 0851 | Village and Small Scale Industries | R25 | | | |
| 1601 | Grants in aid | R26 | | | |
| 4000 | Capital Receipts | R27 | | | |
| | Part II - Provident Fund, etc. | | | | |
| 7610 | Loans to Panchayat Employees | R28 | | | |
| 8009 | Provident Fund | R29 | | | |
| 8011 | Insurance & Pension Fund | R30 | | | |
| 8443 | Civil Deposit | R31 | | | |
| 8550 | Civil Advances | R32 | | | |
| 8658 | Suspense Account | R33 | | | |
| | Total of Receipts (Part I + II) | | XXXX | | |
| | | | | | |
| | PAYMENTS | | | | |

| | | | | | |
|------|---|-----|--|--|--|
| 2049 | Interest Payments | P1 | | | |
| 2059 | Maintenance of Community Assets | P2 | | | |
| 2071 | Pensions & Other Retirement Benefits | P3 | | | |
| 2202 | Education | P4 | | | |
| 2203 | Technical Training and Vocational Education | P5 | | | |
| 2205 | Art, Culture and Libraries | P6 | | | |
| 2206 | Market and Fairs | P7 | | | |
| 2210 | Health and Family Welfare | P8 | | | |
| 2211 | Women and Child Welfare | P9 | | | |
| 2215 | Water Supply and Sanitation | P10 | | | |
| 2216 | Rural Housing | P11 | | | |
| | | | | | |
| 2225 | Welfare of Scheduled Castes, Scheduled Tribes and other Weaker Sections | P12 | | | |
| 2235 | Social Security & Welfare | P13 | | | |
| 2402 | Soil and Water Conservation | P14 | | | |
| 2403 | Animal Husbandry, Dairying, Poultry, fuel & fodder | P15 | | | |
| 2405 | Fisheries | P16 | | | |
| 2406 | Forestry | P17 | | | |
| 2408 | Public Distribution System | P18 | | | |
| 2435 | Agriculture including Agriculture Extension | P19 | | | |
| 2501 | Poverty Alleviation Programme | P20 | | | |
| 2515 | Panchayati Raj Programmes | P21 | | | |
| 2702 | Minor Irrigation | P22 | | | |
| 2801 | Rural Electrification | P23 | | | |
| 2810 | Non-conventional Sources of Energy | P24 | | | |

| | | | | |
|------|---|-----|--|--|
| | | | | |
| 2851 | Village and Small Scale Industries | P25 | | |
| 3054 | Transportation | P26 | | |
| 4205 | Capital Outlay on Art, Culture and Libraries | P27 | | |
| 4206 | Capital Outlay on Market and Fairs | P28 | | |
| 4210 | Capital Outlay on Health and Family Welfare | P29 | | |
| 4215 | Capital Outlay on Water Supply and Sanitation | P30 | | |
| 4216 | Capital Outlay on Rural Housing | P31 | | |
| 4235 | Capital Outlay on Social Security & Welfare | P32 | | |
| 4402 | Capital Outlay on Soil & Water Conservation | P33 | | |
| 4405 | Capital Outlay on Fisheries | P34 | | |
| 4406 | Capital Outlay on Forestry | P35 | | |
| 4408 | Capital Outlay on Public Distribution System | P36 | | |
| 4435 | Capital Outlay on Agriculture including Agriculture Extension | P37 | | |
| 4515 | Capital Outlay on Panchayati Raj Programmes | P38 | | |
| 4702 | Capital Outlay on Minor Irrigation | P39 | | |
| 4801 | Capital Outlay on Rural Electrification | P40 | | |
| 4810 | Capital Outlay on Non-Conventional Sources of Energy | P41 | | |
| 4851 | Capital Outlay on Village and Small Scale Industries | P42 | | |
| 5054 | Capital Outlay on Transportation | P43 | | |
| | Part II - Provident Fund , | | | |

| | | | | | | |
|------|--|---------------------------------|-------------|-------------|--|--|
| | etc | | | | | |
| 7610 | Loans to Panchayat Employees | | P44 | | | |
| 8009 | Provident Fund | | P45 | | | |
| 8011 | Insurance & Pension Fund | | P46 | | | |
| 8443 | Civil Deposit | | P47 | | | |
| 8550 | Civil Advances | | P48 | | | |
| 8658 | Suspense Account | | P49 | | | |
| | Total Payments (Part I + II) | | | YYYY | | |
| | | | | | | |
| | Increase/Decrease in Cash in current year | | | <i>ZZZZ</i> | | |
| | Closing Balance of Cash in Hand | | | | | |
| | Closing Balance of Cash in Bank | | | | | |
| | Total of closing Cash & Bank | | XXXX | | | |
| | les | Opening balance Cash in hand | | | | |
| | | Opening balance of cash in bank | | | | |
| | Total of Opening Cash & Bank | | YYYY | | | |
| | Difference between opening and closing balance | | <i>ZZZZ</i> | | | |

 Name of the Audit Firm (Panchayat Secretary) (Panchayat President)

Date:

Place:

4.2. Preparation of Statement of Income and Expenditure Account

In the Income & Expenditure account of PRI all receipts and payments of *revenue nature* will be recorded. All the payments will be recorded on the debit side and all the receipts will be recorded on the credit side. A format of Income & Expenditure account is given below:

Income and Expenditure Account of _____ Gram Panchayat/Zilla Panchayat
For the period from 01.04.20X1 to 31.03.20X2

| Account Code | Function | Schedule No | Current | | Previous |
|--------------|---|-------------|-----------------------|---------------------|---------------------|
| | | | Year | Amount Actuals (Rs) | years |
| | | | Budget Estimates (Rs) | Amount Actuals (Rs) | Amount Actuals (Rs) |
| | OPERATING EXPENSES | | | | |
| | Part I - PANCHAYAT FUND | | | | |
| 2049 | Interest Payments | P1 | | | |
| 2059 | Maintenance of Community Assets | P2 | | | |
| 2071 | Pensions & Other Retirement Benefits | P3 | | | |
| 2202 | Education | P4 | | | |
| 2203 | Technical Training and Vocational Education | P5 | | | |
| 2205 | Art, Culture and Libraries | P6 | | | |
| 2206 | Market and Fairs | P7 | | | |
| 2210 | Health and Family Welfare | P8 | | | |
| 2211 | Women and Child Welfare | P9 | | | |
| 2215 | Water Supply and Sanitation | P10 | | | |
| 2216 | Rural Housing | P11 | | | |
| 2225 | Welfare of Scheduled Castes, | P12 | | | |

| | | | | | |
|------|---|-----|---|--|--|
| | Scheduled Tribes and other Weaker Sections | | | | |
| 2235 | Social Security & Welfare | P13 | | | |
| 2402 | Soil and Water Conservation | P14 | | | |
| 2403 | Animal Husbandry, Dairying, Poultry and Fuel and Fodder | P15 | | | |
| 2405 | Fisheries | P16 | | | |
| 2406 | Forestry | P17 | | | |
| 2408 | Public Distribution System | P18 | | | |
| 2435 | Agriculture including Agriculture Extension | P19 | | | |
| 2501 | Poverty Alleviation Programme | P20 | | | |
| 2515 | Panchayati Raj Programmes | P21 | | | |
| 2702 | Minor Irrigation | P22 | | | |
| 2801 | Rural Electrification | P23 | | | |
| 2810 | Non-conventional Sources of Energy | P24 | | | |
| 2851 | Village and Small Scale Industries | P25 | | | |
| 3054 | Transportation | P26 | | | |
| | TOTAL OPERATING EXPENSES | | X | | |
| | OPERATING REVENUE | | | | |
| | Part I - PANCHAYAT FUND | | | | |
| 0028 | Taxes on Profession, Trades etc. | R1 | | | |
| 0029 | Land Revenue | R2 | | | |
| 0030 | Stamps and Registration Fees | R3 | | | |
| 0035 | Taxes on Property other than Agriculture Land | R4 | | | |
| 0041 | Taxes on Vehicles | R5 | | | |
| 0042 | Taxes on Goods and | R6 | | | |

| | | | | | |
|------|---|-----|---|--|--|
| | Passengers | | | | |
| 0044 | Service Tax | R7 | | | |
| 0045 | Taxes on Duties and Commodities | R8 | | | |
| 0049 | Interest Receipts | R9 | | | |
| 0059 | Maintenance of Community Assets | R10 | | | |
| 0071 | Contribution & Recoveries towards Pension and other Retirement Benefits | R11 | | | |
| 0202 | Education | R12 | | | |
| 0206 | Market & Fairs | R13 | | | |
| 0210 | Health & Family Welfare | R14 | | | |
| 0215 | Water Supply & Sanitation | R15 | | | |
| 0216 | Rural Housing | R16 | | | |
| 0403 | Animal Husbandry, Dairying, Poultry and Fuel and Fodder | R17 | | | |
| 0405 | Fisheries | R18 | | | |
| 0406 | Forestry | R19 | | | |
| 0435 | Agriculture including Agriculture Extension | R20 | | | |
| 0515 | Panchayati Raj Programmes | R21 | | | |
| 0702 | Minor Irrigation | R22 | | | |
| 0801 | Rural Electrification | R23 | | | |
| 0810 | Non-Conventional Sources of Energy | R24 | | | |
| 0851 | Village and Small Scale Industries | R25 | | | |
| 1601 | Grants in aid | R26 | | | |
| | TOTAL OPERATING REVENUE | | Y | | |
| | Surplus/Deficit from operating activities | | Z | | |

Name of the Audit Firm

Panchayat Secretary

Panchayat President

Date:

4.3 Preparation of Statement of Assets & Liabilities

The Statement of Assets and Liabilities is a statement of financial position of the PRI. In short it could be described as a listing of those unexpired costs or revenues which are carried forward to the next period. The Statement of Assets and Liabilities would contain a listing of assets and liabilities as on the last date of the accounting year (31st March) and forms a very important part of the annual financial statements of any organization as it reflects the financial position of the PRI as on a particular date. It presents the assets, liabilities and fund of the PRI as on a specified date.

4.3.1 Benefits of a Statement of Assets and Liabilities

The benefits of preparing a Statement of Assets and Liabilities are:

- Provides a record of the assets (amounts owned) and liabilities (amount owed) by the PRI;
- Allows follow up and better management on the amounts receivable and payable by the PRI;
- Informs the fund balance i.e the difference between assets and liabilities of the PRI;
- Allows the financial strength of the PRI to be assessed, based on analysis of assets and liabilities;
- Allows comparability and analysis of financial position over different years;

4.3.2 Steps in Preparing the Opening Statement of Assets and Liabilities.

The steps to be followed in order to prepare the statement of Assets and Liabilities in respect of PRI are as follows:

- 1) Identification of Assets and Liabilities;
- 2) Valuation of Assets and Liabilities
- 3) Preparation of Accounting records (Fixed Asset Register, etc)
- 4) Preparation of Opening Statement of Asset and Liabilities with the required disclosures

4.3.3 Data for Preparation

- a) Since PRI have generally not been preparing a Statement of Assets and Liabilities, the assets and liabilities balances are not readily available, and thus these figures have to be arrived at by compiling all assets and liabilities from information available with the PRI.
- b) The data for capital assets will be taken out of the accounting records maintained by the PRI.
- c) All capital assets shall be valued as per the prevalent valuation principles.

4.3.4 Treatment of Information received at later stages

- a) The available information may not be sufficient to arrive at a balance sheet which is correct in all respects, and at a later point, the PRI may come across information that may have a bearing on the assets or liabilities shown in the opening balance sheet, or may come across assets or liabilities that have been left out of the opening balance sheet.;
- b) Amount of all such adjustments to the opening balance sheet shall be transferred to Fund Balance at the end of the year.

4.3.5 Format of Statement of Assets and Liabilities

The data for preparation of Statement of Assets and Liabilities shall be captured from the formats of Immovable Properties, Movable Properties and Receivable and Payables prescribed in the Model Accounting System. The Statement of Assets and Liabilities will be prepared in the following format:

| Particulars | Schedule | Previous year amount | Current year amount | Budgeted amount |
|---|----------|----------------------|---------------------|-----------------|
| Assets | | | | |
| Immovable Properties | | | | |
| Roads | | | | |
| Land | | | | |
| Others | | | | |
| Immovable Properties | | | | |
| Fixed Assets (Movable Properties) | | | | |
| Furniture/fixture | | | | |
| Computer & Accessories | | | | |
| Current Assets | | | | |
| Advances not acquitted till now | | | | |
| Inventories | | | | |
| Bank Accounts | | | | |
| Receivables (As per | | | | |

| | | | | |
|--|--|--|--|--|
| statement of receivables) | | | | |
| Total of Assets | | | | |
| Liabilities | | | | |
| Fund | | | | |
| PRI fund balancing figure) | | | | |
| Grants, Loans & Deposits | | | | |
| Security deposit (net) - as per statement of SD | | | | |
| Loans & Borrowings | | | | |
| Other liabilities (as per statement of payables) | | | | |
| Total of liabilities | | | | |

5. Budgeting and Budgetary Control

As envisaged vide section 46 of the Sikkim Panchayat Act and para 8 of notification No. 35(159)93/RDD/P-III/33 dated 10/07/2003, every Gram Panchayat is required to prepare Annual Budget for the next financial year and place before the Gram Sabha normally in the Month of February/March. Budgeting is an essential element of the financial planning, control and evaluation processes of organization. Creating and closely following a properly planned budget is an essential component of organization's future success. **The budget** statement or simply called a 'budget' reflects the principles, estimates for revenue and expenditure, and financial details of proposed programs of the Panchayat and enables to measure and promote accountability in respect of service delivery.

The Budget in the context of a PRI is also a sanction document, i.e. to say, no expenditure can be incurred unless there is a budget approval for it. Thus, it implies:

- Any expenditure prior to being incurred should be backed by appropriate sanctions in accordance with the procedures laid down by the Rules in this regard;
- No work order can be issued without a budget availability;
- No payment can be incurred unless backed by a budget sanction;
- Any expenditure prior to being incurred must be identified to its budget head for allocation of money;

5.1 Objectives

In the context of Panchayati Raj Institutions, Budgeting should have the following objectives:

- Serve as a vehicle for communication of PRI top management's goals and vision for the budget year and future years;
- Budget of PRI shall reflect the service expectation of the citizens;
- Provide an opportunity to all line departments to participate in the process of preparation and implementation of Budget;
- Ensure commitment of all the managers towards achievement of annual goals;
- Ensure that budgets are prepared in a realistic manner after taking into consideration the potential for taxation and other resources, which are likely to be available as also the constraints being experienced and likely to experienced in terms of manpower skills availability;
- Since resources are likely to be limited, ensure that there is appropriate prioritization while approving budgets particularly with regard to capital projects and expenditures, so that projects, which will result in maximum citizen welfare, are given priority and expenditures, which are relatively more essential are given priority.
- Budget shall be prepared based on analysis of the past performance of PRI, including trends in revenues, trends in expenditures, resources to be obtained, revenue growth to be attained, progress of capital projects (if any), availability of resources, efficiency standards achieved, manpower availability, expected role of PRI and regulatory constraints in which PRI has to function, etc.

5.2 Sample Budget format

a) Estimates of Receipts

Financial Year.....

(Rs in thousands)

| Major Head | Detailed Head | Revised estimates of previous year | Actual for previous year | Budget estimate for the current year | Revised Budget estimate for current year | Budget estimate for next year | Remarks |
|------------|---------------|------------------------------------|--------------------------|--------------------------------------|--|-------------------------------|---------|
| | | | | | | | |

b) Demand for Grants (Estimate of Expenditure)Financial Year (*Rs in thousands*)

| Major Head | Detailed Head | Revised estimates of previous year | Actual for previous year | Budget estimate for the current year | Revised Budget estimate for current year | Budget estimate for next year | Remarks |
|------------|---------------|------------------------------------|--------------------------|--------------------------------------|--|-------------------------------|---------|
| | | | | | | | |

6. Possible avenues for generating both tax and non-tax revenues

The sub-section 40 (1) of the Sikkim Panchayat Act'1993, authorized the Gram Panchayat to levy, taxes, rates & fees in the subjects transferred and assigned to them. The section 40(2) of the Act, stipulates that the Gram Panchayat shall not levy taxes, rates and fees referred to in sub-section 40(1) if such taxes, rates or fees have already been levied by any other authority under any law for the time being in force or by any other local authority. Further, sub-section 41(1) of the Act clarifies that the State Government may regulate imposition, assessment and collection of taxes, rates and fees under section 40 by way of issue of notification. In line with the provision of the Act, the state government issued notification videdated..... (**Annexure I**). Panchayats shall be responsible to ensure that all sums due to them are regularly and promptly assessed, realized and credited to the account of the Panchayat.

With a view to generate revenues from all possible sources, GPs need to take initiatives in listing and identifying all common properties and resources vested in the Panchayat for making them productive for revenue generation.

- Panchayat resources could be augmented through innovative tax/non-tax measures e.g., fee on tourist vehicles, special amenities, restaurant, theatre, cyber cafe.
- GP spaces could be used for construction of commercial buildings, storage facilities, and other amenities that attracts rent.
- GPs could revise rents for markets, open spaces, etc. regularly;
- Issuing of the licenses for all the trades, mobile towers, etc; and
- Making use of central finance commission/state finance commission/other grants effectively to create income generating assets

6.1 Accounting of ‘Own Source of Revenues’

A Separate register for each category of demand shall be maintained along with the register of assesses. The following are the registers to be maintained to account for receipts in PRIs;

6.1.1 Cash Book (PRI 1)

A cash book is a book of original entry for cash receipts and disbursements. **Cash comprises cash on hand and demand deposit.** The cash book is the primary record for keeping accounts of money received and payments made. Only one main Cash book in each PRI may be maintained incorporating balances from all subsidiary cash books, which are to be kept as necessary. The cash book should be properly bound and the pages numbered.

6.1.2 Daily Collection Register (PRI 16)

In this register all the collections made by PRI through Misc. Receipts are noted. It will facilitate to ensure that all the money collected are accounted for and brought to cash book. This will strengthen the internal control system in place in the Panchayats with respect to transparency of the amounts collected in PRI's.

6.1.3 Demand, Collection and Balance Register (MAS - Format VIII)

The Demand and Collection Register is maintained to ensure that the various levies, taxes, fees and other amount due to Panchayats are demanded and collected in time.

6.1.4 Stock Register of Receipt Book (PRI 17)

To record the number of receipt books printed, issued, utilized and also to note the date of return of used receipt books stock register of receipt book is to be maintained in form PRI 17.

6.1.5 Register for administering "Trade Registration fee"

The Gram Panchayat is required to maintain list of persons liable to pay registration/renewal fee for running a trade (Wholesale/ Retail) within GP in form PRI 18 as in the table below;

PRI 18

| Holding No./Location/ Address | Name of the person with name of father/husband and address | Description of trade (To mention wholesale/retail) | Amount Registration Fee (Rs) | Amount of Renewal fee (Rs) | Remarks (owner/occupier/tenant of the holding) |
|--------------------------------------|---|---|-------------------------------------|-----------------------------------|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| | | | | | |
| | | | | | |

7. Period end procedures

PRIs will prepare annual accounts of the financial year starting from 1st of April and ending on 31st March year. The annual accounts will be compilation of monthly accounts. Certain reconciliation and accounting procedures in addition to normal annual procedures are to be carried out on a daily and monthly basis so that the recording of transactions is up to date. The procedure to be followed on daily, monthly and annual basis are enumerated as under:

7.1. Daily Procedures

- **Balancing of Cash/Bank Book:** The Cash/Bank Book shall be totalled and balanced daily. The posting of the day's transactions shall be made in the respective Ledger Accounts by the end of the day. The closing cash and bank balance of the day shall be carried forward to the next day as closing balance for that day.
- **Physical verification of cash balance:** The values and denomination of the cash physically verified shall be noted in the Cash Book itself. The cash balance as physically verified should match with the closing cash balance as per the cash book.
- **Deposit of Collections (both cash & Cheque) in the Bank:** The cash and cheques collection shall be deposited with the respective bank on the same day or in the first half of the next day but not later than 24 hours within receipt. The cash and Cheques received in the first half of the last working day of the week or day prior to any holiday should be deposited in the bank on afternoon of the same day. The Cash and Cheques received

on afternoon of the last working day of the week or day prior to any holiday should be kept in the safe custody i.e. cash chest and deposited in the bank in the first half of the next working day after the holiday.

➤ **Checking of Ledgers accounts with the books of original entries i.e. Cash Book**

The daily postings of entries in the Ledger Accounts from the Cash/Bank Book shall be checked and certified. The person making the concerned postings shall also certify the posting of each transaction recorded in the books of original entries. Necessary rectification entries shall be passed immediately in respect of differences or errors in posting.

➤ **Updation of Demand & Collection Books:** The concerned person will update the DCB on the basis of receipts of revenue issued. This will help in computing receivables at the end of the year.

7.2. Monthly Procedures

➤ **Bank Reconciliation should be completed and all differences between Cash Book and bank are rectified.** Bank reconciliation shall be carried out for each of the Banks either on monthly basis or for such shorter time as the PRI may decide.

➤ **Corrections if any should be made in the Register of Receipts and Register of payments.** If any discrepancies are found between the bank figures and register of receipts or payments, it should be immediately rectified.

➤ **Monthly Receipt and Payment account prepared up to object head level:** At the end of the each month, totals of Receipt and Payment (up to the object head level) shall be posted to the Monthly Receipt and Payment account.

➤ **Consolidated abstract should be updated by adding current months figure to the previous month's progressive total:** The monthly figure is added to the previous month's progressive total and the figures up to the end of the current month can be worked out in the Consolidated Abstract.

➤ **Closing of Ledger Accounts:** The ledger accounts shall be totalled and balanced at the end of the each month. The closing balance of each of the ledger accounts shall be determined and posted in the Trial Balance prepared for the period.

7.3 Annual Procedures

All the period end procedures including the passing of adjustment shall be performed at the end of each accounting year. In addition to that, further period end procedures required to be performed at the year- end have been prescribed below:

➤ **Physical verification of stores:** The physical verification of stores shall be carried out at least once in year on the last day of accounting year.

- **Physical verification of assets:** Each Fixed assets should be physically verified at least once in a year. Any discrepancy in the fixed asset register should be rectified.
- **Closing of Ledgers:** All the ledger accounts shall be balanced and totalled at the end of the each accounting year i.e. 31st March, for preparation of Financial Statements. The closing balances for each of the ledger accounts shall be posted in the Trial Balance from, which Financial Statements shall be prepared.

8. Utilization Certificate & Statement of Expenditure (SOE)

The Gram Panchayat shall submit Utilization Certificate (PRI 19) and Statement of Expenditure (PRI 20) for the grants received to the grantee institutions twice a year i.e 30th September and 31st March or as per the instruction issued by the grantee institutions. The PRI will be eligible for receipt of 2nd installment grants only if signed UCS & SOEs are submitted within the stipulated time. The 4th State Finance Commission recommended vide para 12.28 of the recommendations that the Block Development Officer should take responsibility for GPs under their jurisdiction to satisfy the conditionalities for availing grants.

9. Panchayati Raj Institutions Accounting Software (PRIASoft)

9.1 Panchayat Raj Institution Accounting Software (PRIASoft) is a web based online e- governance application software developed based on Model accounting System by the Ministry of Panchayati Raj in coordination with National Informatics Centre, Ministry of Information Technology, Govt. of India for Panchayati Raj Institutions. The purpose of the software is to promote accuracy, prudence and propriety in the processing and recording of accounting transactions. The citizen section of the application provides financial information to the public whereas the government section captures data and generates MIS reports in specified format as per the need at the state, district and Gram Panchayat level.

Following is the URL for PRIASoft:

❖ <http://accountingonline.gov.in>

The <http://accountingonline.gov.in> is the online site for maintaining the online accounting records of the Panchayat.

9.2 User of PRIASoft:

- Central Administrator - Comptroller & Auditor General (CAG)

- State Administrator - State Auditor General (State AG)
- State Administrator - State Panchayati Raj/RM & D Department
- Zilla Panchayat Administrator
- Zilla Panchayat User
- Gram Panchayat Administrator/ User

9.3 Instructions for using PRIASoft

1. Central Administrator defines all the Centrally Sponsored Schemes under which the funds are flowing to the Panchayats. State Administrator defines their respective State Sponsored Schemes under which the funds are flowing to the panchayats.
2. State Administrator map the Central/State Schemes for Zilla Panchayat/Village Panchayat specifying what all schemes would be operational at each tier. The Zilla Panchayat/Gram Panchayat can map the schemes applicable for them from this list.
3. Central Administrator maps the Central Sponsored Schemes at the sub-head level. This requires mapping of scheme with Major/Minor Heads at the Receipt/Expenditure Side as per accounting structure proposed as per MAS.
4. State Administrator maps the State Government Schemes at the sub-head level. This requires mapping of scheme with Major/Minor Heads at the Receipt/Expenditure Side as per accounting structure proposed as per MAS.
5. Central Administrator defines the Object Head for receipt and expenditure under the scheme, basically the Object Head under which the money would be received under the scheme and the Object Heads under which the expenditure would be recorded under the scheme.
6. State Administrator defines the Object Head for receipt and expenditure under the State Government scheme. Also, it is possible for the State Administrator to map the State Schemes with the standard object Heads created by the Central Administrator.
7. State Administrator defines the list of Line Department applicable at State / Zilla Panchayat / Gram Panchayat Level.
8. State Administrator defines the master list of Stock Items. This list can be further appended by respective accounting units.
9. Central Administrator defines the master list of Nationalized Banks

- 10.State Administrator defines the master list of State-specific Banks if any.
- 11.Each accounting unit is required to set its Financial Year in the application. The Financial Year specifies the year from which the accounts would be maintained in PRIASoft.
- 12.Each accounting unit can optionally map the schemes for their respective tier. That is specifying the list of schemes under which they would be receiving funds or doing expenditure.
- 13.Each Accounting unit is required to enter the Master Data which will form the backbone of the main transaction Data. Though the Master Data can be entered as and when they are required, it will be better if the available Master Data is entered in the beginning in order to reduce swapping between Transaction and Master Data Forms. Master Data to be entered by each Accounting Entity (ZP/GP) includes
 - a. Bank Branch Details (for to be entered at the District Level)
 - b. Mapping of Bank Branches by the respective accounting units
 - c. Bank Accounts by the respective accounting units if the funds are kept in Bank
 - d. Post Office Details by the respective accounting unit
 - e. Post Office Accounts by the respective accounting units if the funds are kept in Post Office
 - f. Cheque Book Details pertaining to Bank / Post Office Account
 - g. Employee/Resident/Agencies Details by the respective accounting units
 - h. Stock Item Details by the respective accounting units
 - i. Opening Balance by the respective accounting unit w.r.t to Bank / Post Office Accounts for respective schemes till the scheme receipt head level.
 - j. Opening Balance of the Stock w.r.t to each item for respective schemes till the scheme receipt head level.
 - k. Work/Case record details by the respective accounting unit.

9.4 Vouchers

The process of recording financial transactions begins with its documentation in vouchers.

A voucher is an accounting document representing an internal intent to make a payment. On the basis of source document entries are first recorded on vouchers. A serial number is put on each voucher and the relative source documents are attached with the voucher. The vouchers are properly filed according to their serial number and in order of occurrence for each financial year so that the auditors may easily vouch them and serve as documentary evidence for

transactions. In "PRIASoft" four types of vouchers are supported namely, receipt, payment, contra and journal voucher:

9.4.1 Receipt Voucher

Receipt Voucher record details pertaining to the funds / money received by the PRIs. The receipt voucher is further classified as ;

- a. Direct Receipt – To record the funds received by PRIs under schemes or own resources.
- b. Transfer Receipt – To record the receipt of funds transferred to PRIs by other PRIs
- c. Advance Receipt – To record the receipt of Advance given to PRIs by other PRIs
- d. Refund of Advance – To record the receipt of Refund of Advances.
- e. Cancellation of Cheques – To record the reverse entry of the payment made through Cheque in case a cheque is lost or its validity expires.

9.4.2 Payment Voucher

Payment Voucher record details pertaining to the expenditure incurred by PRIs. The payment voucher is further classified as;

- a. Expenditure – To record the expenditure incurred by PRIs
- b. Transfer – To record the funds transferred to PRIs
- c. Advances – To record the advances given to employees, agency, other PRIs etc.
- d. Receipt cancellation – To record the reverse entry for cancelling any receipt, accepted by the PRIs.

9.4.3 Contra Voucher

Contra Voucher record the transfer of funds within the scheme. That is any fund flow that happens within a scheme (Cash to Bank /Post Office and vice-versa).

9.4.4 Journal Voucher

Journal Voucher is meant for recording the rectification entry. This is basically to rectify the head of accounts, that is to book the expenditure under the correct head of account. The Journal voucher is further classified as

- a. Receipt Rectification - To rectify any incorrect receipt
- b. Payment Rectification - To rectify any incorrect payment
- c. Advance Rectification - To rectify any incorrect Advance

- d. Adjustment - To record the adjustment of any advance given
- e. Deduction – To record the details under for which the deductions are kept

9.5. Each Accounting unit can generate the following reports as prescribed under the Model Accounting System from the data available in PRIASoft :

- a. Day Book
- b. Monthly Cash Book
- c. Scheme-Wise Cash Book
- d. Ledger Book
- e. Scheme-Wise Journal Book
- f. Scheme-wise Cheque Receipt Register
- g. Scheme-wise Cheque Issue Register
- h. Register of Advances
- i. Register of Receivables and Payables
- j. Annual Receipts and Payments Accounts
- k. Consolidated abstract register
- l. Monthly Reconciliation Statement
- m. Stock register
- n. Opening Balance Report

10. Procedure for Receipt and Payment

10.1. Procedure of receipt.

- a) Receipt of money in cash or by cheque or bank draft by a *Gram Panchayat* shall be acknowledged by issuing receipts in Form 4 or in Form 5, which shall have duplicate carbon process copy.
- b) A receipt shall be granted in Form 4 for money received by the *Gram Panchayat* on account of taxes, rates, tolls, user charge and fees through the authorized collector and a receipt shall be granted in Form 5 in respect of all receipts received in cash or by cheque or bank draft at the *Gram Panchayat* office by any authorized employee and also for refund in cash in adjustment of advance.
- c) Each carbon receipt book in Form 4 or 5 shall have a number printed on it, which shall appear on each receipt form and its duplicate copy. Each receipt form and its duplicate shall bear another machine printed serial number separately for each book.
- d) On receipt of the stock of such receipt books, the custodian shall satisfy himself that the book number is entered on the cover and such number along with page number is entered on every page and its duplicate copy.

He shall sign a certificate on the cover of each such receipt book stating the number of receipt forms in duplicate.

- e) There shall be a Stock Register of Receipt Books in Form PRI 17 with separate pages allotted for each kind of receipt books. All duplicates of used receipt books shall be kept in safe custody of the *Gram Panchayat*.

10.2. Procedure for payment.

- a) Any payment from the *Gram Panchayat* Fund shall be made against a valid bill or claim showing details of such claims as specified in Gram Panchayat financial Rules. The authorized person, after verification, shall record on the bill or claim a payment order in the form of “Pay Rupees” both in figures and words affixing his initial and present the same to the Custodian for his signature.
- b) Payment shall be made against a signed receipt obtained from the recipient either on the body of the bill or in a separate format, affixing the requisite revenue stamp whenever necessary. The cost of the revenue stamp shall be borne by the recipient. All vouchers shall be stamped “Paid and Cancelled” and signed by the Custodian immediately after payment.
- c) All paid bills and vouchers as soon as received, shall be assigned consecutive serial numbers by the PAA of the *Gram Panchayat* and shall be maintained by him serially in a guard file.
- d) Before any payment on account of purchase of store or stationery, the stock shall be entered in a register and certificate in the following format shall be recorded on the back of the bill or voucher concerned by the authorized person.
“Entered in the Stock Register at page _____”
- e) Payment against supplier’s bills shall be made through Account Payee Cheques:
- f) All payments shall be made (where-ever applicable) after Tax deduction at Source on account of Income Tax and Sales Tax/VAT, Cess and other admissible recoveries in accordance with the rules in force and the amounts shall be deposited in the respective revenue heads of account of the state through cheque/draft. For this purpose, the *Gram Panchayat* shall utilize the TAN No. of Drawing & Disbursing Officer of the respective Block Administrative Centres.

Abbreviation- A-Z

| |
|---|
| AH&VSD- Animal Husbandry & Veterinary Services |
| APO-Assistant Programme Officer |
| BAC- Block Administrative Centre |
| BFE- Barefoot Engineer |
| BDO- Block Development Officer |
| CBO- Community Based Organisations |
| CMRHM- Chief Minister's Rural Housing Mission |
| CSR- Corporate Social Responsibility |
| DHH- Directorate of Handicrafts and Handloom |
| FFC- Fourteenth Finance Commission |
| G5P- Gram Panchayat Pro-Poor Perspective Plan |
| GP- Gram Panchayat |
| GPF- Gram Planning Forum |
| GPU- Gram Panchayat Unit |
| GRS- Gram Rojgar Yojna |
| HOD- Head Of Department |
| IAY- Indira Awaas Yojana |
| IWMP- Integrated Watershed Management Programme |
| JE- Junior Engineer |
| MGNREGS-Mahatma Gandhi National Rural Employment Gurantee Act |
| NAD- National Asset Diretory |
| NERLP- North East Rural Livelihoods Project |
| NGO- Non Governmental Organisation |
| NHM- National Health Mission |
| NRDWP- National Rural Drinking Water Programme |
| NRHM- National Rural Health Mission |
| NRLM- National Rural Livelihoods Mission |
| OSR- Own Source Revenue |
| PAA- Panchayat Accounts Assistant |
| PDA- Panchayat Development Assistant |
| PRA- Participatory Rural Appraisal |
| RAD- Rashtriya Agraniye Dal |
| RDA- Rural Development Assistant |
| RGGVY- Continuation of Rajiv Gandhi Grameen Vidyutikaran Yojana |
| RM&DD- Rural Management & Development Department |

| |
|--|
| RMSA- Rashtriya Madhyamik Siksha Abhijan |
| RTGS- Real-time Gross Settlement System |
| SBM-Swachh Bharat Mission |
| SCSP- Schedules Caste Sub-Plan |
| SFC- State Finance Commission |
| SHG- Self Help Group |
| SICB- State Institute of Capacity Building |
| SSA- Sarva Shiksha Abhiyan |
| TA- Technical Assistant |
| TSP- Tribal Sub-Plan |
| VDAP- Village Development Action Plan |
| VMC- Vigilance & Monitoring Committee |

Annexure I Activity Mapping



RURAL MANAGEMENT AND DEVELOPMENT DEPARTMENT

GOVERNMENT OF SIKKIM

GANGTOK, SIKKIM.

No: 3 /RMDD/P

Dated: 29 /04 /2008.

NOTIFICATION

WHEREAS, the Constitution envisaged empowering people to enable them to decide on matters concerning their day to day life;

AND WHEREAS, the Eleventh Schedule to the Constitution under Article 243G has stipulated 29 subjects to be transferred to the Panchayati Raj institutions;

NOW, THEREFORE, the State Government, in consonance with and in compliance to the constitutional provision, is pleased to devolve the functions, as given in the following Schedule, to the Zilla Panchayat and Gram Panchayat, in the manner as provided in their respective columns;

LIST OF ACTIVITIES TRANSFERRED TO ZILLA & GRAM PANCHAYATS

| SL.NO. | Name of Sector/Department. | Activities under Zilla Panchayat | Activities under Gram Panchayat |
|--------|----------------------------|----------------------------------|---------------------------------|
| 1 | Agriculture & Food | Identification of areas for all | Selection of beneficiaries for |

| | | | |
|------------------|--|--|--|
| | <p>Security</p> | <p>programmes.</p> <p>National Agricultural Insurance Scheme.</p> <p>Extension & demonstration on organic farming</p> <p>Conducting crop competition demonstration.</p> <p>Deconstruction program (identification of area and beneficiaries).</p> <p>Compensation for crop loss due to natural calamities.</p> <p>Establishment of storage facilities.</p> <p>Generate crop statistics.</p> | <p>demonstration and organic manure production.</p> <p>Assist in organizing crop competitions & exhibition.</p> <p>Selection of beneficiaries for special program of organic farming.</p> <p>Generating yield data.</p> <p>Reporting of crop loss.</p> <p>Maintenance of infra-structures.</p> <p>Organizing & motivation for agriculture production.</p> |
| <p>2.</p> | <p>Horticulture & Cash Crops.</p> | <p>Extension & demonstration on organic farming related to horticulture.</p> <p>Conducting crop competition & exhibition.</p> <p>Training & demonstration of horticulture crops including fruits, Vegetables, potato, ginger & cardamom.</p> <p>Create awareness in floriculture as commercial venture.</p> <p>Assessment, verification and compensation of horticulture crop losses due to natural calamities.</p> <p>Establishment of storage facilities.</p> <p>Generate horticulture crop statistics.</p> <p>Motivation and implementation of crop insurance</p> | <p>Extension & demonstration on organic farming related to horticulture and development of local entrepreneurs for production of organic manures.</p> <p>Assist in organizing crop Competitions & exhibitions.</p> <p>Training & demonstration of horticulture crops through selection of right beneficiaries and areas.</p> <p>Assessment and reporting of horticulture crop losses.</p> <p>Maintenance of storage facilities.</p> <p>Generate horticulture crop statistics.</p> <p>Motivation of crop insurance programme.</p> |

| | | | |
|-----------|--|--|---|
| 3. | Animal Husbandry, Livestock, Veterinary Services. | <p>Rabies control, vaccination & elimination of affected animals.</p> <p>Distribution of preventive materials for control of animal diseases Preventive measures.</p> <p>Compilation of reports & dissemination of information.</p> <p>Identification of areas for different types of animal development programme.</p> <p>Quality monitoring. Meat inspection & certification.</p> <p>Programmes for fodder production.</p> <p>Management of marketing of animal product. Assessment of production. Processing centres.</p> <p>Training & awareness of animal husbandry related programmes. Organizing district-level training, workshops & programmes.</p> <p>Cross breeding – management of artificial insemination programmes. Execution of works between Rs.2 to 5 lakhs. Identifying areas for various types of fisheries.</p> | <p>Reporting incidents & supervising implementation of works.</p> <p>Reporting incidents & supervising implementation of works.</p> <p>Supervision & local level survey. Implementation of programmes.</p> <p>Monitoring & regulation of wastes.</p> <p>Identification of beneficiaries. Distribution of fodder.</p> <p>Collection of products for large markets. Assessment of production-collection centres.</p> <p>Supervision of delivery of government services. Identification of training needs of farmers. Requisition of training programme.</p> <p>Distribution of high-bred varieties of farm animals.</p> <p>Execution of works upto Rs.2. lakhs.</p> <p>Supervision of implementation.</p> |
| 4. | Education | <p>Overall supervision of JHS except appointment and transfer of teachers.</p> <p>All repairs & maintenance of JHS.</p> <p>Supporting State authorities in survey & elated projects. Literacy programmes. Monitoring the programmes.</p> <p>Construction of mid-day meal kitchen and its</p> | <p>Overall supervision of functioning of PS and LPS except appointment and transfer of teachers.</p> <p>All repairs & maintenance work upto Rs.10 lakhs.</p> <p>Identification of learner’s assisting in literacy survey.</p> |

| | | | |
|-----------|------------------------------------|---|---|
| | | maintenance. | Supervision of programmes. |
| 5. | Health & Family Welfare | <p>To facilitate the formation of village health and sanitation committees at the gram panchayat level.</p> <p>To ensure and help District Health Missing under NRHM to prepare a need based demand driven socio demographic plans at the district level.</p> <p>To oversee effective implementation of health and family welfare programmes as the district level by monitoring and supervising the functions and functionaries, by training, equipping and empowering panchayat members suitably to manage and supervise the functioning of health care infra-structure and manpower and further co-ordinate works of different departments such as Health & Family Welfare, Social Welfare, Public Health Engineering, Rural Development, etc., at the district level.</p> <p>To ensure un-biased selection of ASHA in each village by panchayat members and to devise mechanism at the district level for monitoring of ASHA.</p> <p>Awareness generation regarding all health and family welfare related issues and generate demand from the community regarding available services provision under different National Health Programmes and</p> | <p>Form village health and sanitation ;committee comprising of ANM/MPHW(M),ASHA,MSS, adequate representation for women members (Existing village sanitation committees under Total Sanitation campaign may be redesignated as Village Health and Sanitation Committees.</p> <p>To ensure and help village level health committees under NRHM to prepare an area specific, need based, demand driven, socio-demographic plans at the village/sub-centre level.</p> <p>To grant approval and ensure proper utilization of funds earmarked as untied funds under NRHM.</p> <p>To ensure selection of sincere and dedicated ASHA in villages. To promote access to improved health care at the household level through female health activist (ASHA).</p> <p>To demonstrate exemplary performance in compulsory registration of birth, deaths, marriages and pregnancies. Ensuring safe deliveries to bring a reduction in Infant Mortality Rate (IMR) and Maternal Mortality Rate (MMR).</p> <p>Identification of people in need of services and facilitate providing services in collaboration with village level health workers in respect of National</p> |

| | | | |
|----|---|---|---|
| | | <p>State Service Provision. To increase service utilization at different levels through different effective locally acceptable approaches.</p> | <p>Programmes like Reproductive and Child Health, Blindness, TB Control, STD/HIV/AIDS, etc.</p> <p>Keeping provision of fund for maternal and child health activities (referral of high risk cases, etc) in PRI budget.</p> <p>Awareness generation regarding all health and family welfare related issues and to generate demand form the community for services under different National and State Health Programmes.</p> |
| 6. | Forests, Environment and Wildlife. | <p>Facilitation for marketing of saplings for government & private plantation.</p> <p>Providing marketing facilities for medicinal plants & other forestry products.</p> <p>Training for cultivation. Protection support to Smriti Van.</p> <p>Support for control of forest fire. Prevention & control.</p> <p>Awareness on grazing-regulated grazing.</p> <p>Promotion of NTFP-bamboo plantations.</p> <p>Promotion of timber substitutes marketing.</p> <p>Identification of gram Panchayats for the</p> | <p>Establishment of community nurseries.</p> <p>Establishment of medical plants gardens for commercial purpose.</p> <p>Establishment of Smriti vans.</p> <p>Control of forest fires. Co-ordination with JFMC.</p> <p>Control of grazing I forest land. Implementation of regulated grazing. Plantation of NTFP-production.</p> <p>Micro-planning & implementation of soil conservation works.</p> <p>Planning & implementation of Green Missing works. Planning & implementation of fuel wood plantation in</p> |

Gram Panchayat Development Plan Guidelines

| | | | |
|------------|----------------------------------|---|--|
| | | <p>programme.</p> <p>Monitoring of the programme. Identification of gram panchayats for the programme.</p> <p>Harvesting & distribution of fuel wood.</p> <p>Implementation of creative.</p> | <p>community lands.</p> <p>Identification of sites.</p> <p>Upkeep of parks & gardens.</p> |
| 7. | Commerce & Industries | <p>Providing assistance to trained beneficiaries to start their own units including credit support.</p> <p>Organizing entrepreneurial development programmes.</p> <p>Providing marketing facilities for cottage and village products.</p> <p>Identifying locations for specific industrial & commercial activity.</p> | <p>Identification of beneficiaries for training.</p> <p>Distribution of raw materials.</p> <p>Promotion of cottage industries based on locally available materials.</p> |
| 8. | Disaster Management | <p>Assisting in assessment of damages during natural calamity.</p> <p>Providing training on rescue and relief operation.</p> <p>Co-ordinating with District Relief Committee and Village Relief Committee.</p> <p>Investment in preventive measures and also preparedness.</p> <p>Maintenance & minor repairs between Rs.10 to Rs.20 lakhs.</p> | <p>Mobilizing community organization for relief and rescue.</p> <p>Organizing rescue and relief through the Gram Panchayat and Ward Disaster Management committees.</p> <p>Temporary restoration of village road, water supply, schools & health centers.</p> <p>Identification of victims and providing relief.</p> |
| 9. | Irrigation. | <p>Creation of minor irrigation channels</p> | <p>Identification of locations for minor irrigation channels.</p> <p>All repairs of minor irrigation channels.</p> |
| 10. | Cultural activities. | <p>Identification and preservation of heritage sites.</p> | <p>Promotion of folk art.</p> <p>Preservation of traditional culture and customs.</p> <p>Rural (village) libraries.</p> |
| 11. | Rural water supply. | <p>All maintenance and new schemes between Rs.10 to</p> | <p>Minor repairs and new schemes upto Rs.10 lakhs.</p> |

Gram Panchayat Development Plan Guidelines

| | | | |
|------------|--------------------------|---|---|
| | | Rs.20 lakhs | |
| 12. | Rural bridges. | All maintenance and new schemes between Rs.10 to Rs.20 lakhs. | Minor repairs and new schemes upto Rs.10 lakhs. |
| 13. | Rural sanitation. | Promoting environment friendly means of disposal of solid and liquid waste. Maintenance of environmental hygiene. Construction and maintenance of institutional and community latrines and bathing places. | Conducting environment friendly waste management through Gram Panchayat level Water and Sanitation Committees. Construction and maintenance of Individual Sanitary latrines and bathing cubicles. |
| 14. | Cooperatives. | Promotion of cooperative movement. | Generating awareness of cooperatives. |
| 15. | Misc. | Regulating building construction. Rural street lightning and its maintenance. Establishment & maintenance of crematoriums and burial places. Regulating disposal of carcasses. Construction of ICDS Centres. Disbursement of OAP & SA. Small Family Benefit Scheme. National Family Benefit Scheme. Promotion of eco-tourism. Maintaining tourist's infrastructure and amenities at the district level. Promotion of use of renewable energy sources. Maintaining haat sheds at the Sub-Divisional level | Enforcing regulation for building construction. Establishing facilities for generation of renewable energy sources. Reporting on presence of dead carcasses. Supervision and maintenance of ICDS Centres. Maintaining tourist infrastructure and amenities at the village level. Regulating the use of haat sheds at the Sub-Divisional level markets not falling under the jurisdiction of ULBs. Collection of data for the state Government and reporting to the District Administration of the law & order situation including potential dangers and disturbances. |

| | | | |
|--|--|--|------------------------------|
| | | markets not falling under the jurisdiction of ULBs. Assisting the State Government. In collection of data/survey/maintenance of law & order and IEC activities. | |
| | All centrally Sponsored Schemes | As per guidelines given by the GOI. | As per guidelines given GOI. |

Under the transferred subjects the plan proposals shall be prepared by the concerned line Department with Gram Panchayat and Zilla Panchayat wise breakups, as per the guidelines provided in the Activity Mapping for this purpose.

The Planning and Development and the Finance Departments shall ensure that these allocations are made by these Departments and also workout modalities for timely release of resources, directly, to these institutions and rendition of accounts thereof. A modality for submission of statement of accounts for the purpose of timely re appropriation of likely unspent resources shall also be worked out.

Ensuring of timely execution of works, to arrange for their supervision, monitoring and reporting shall be the responsibility of the line Departments concerned.

The Officials and field functionaries deputed to the Gram Panchayat and Zilla Panchayats under this scheme shall have a lien to their parent departments concerned, but shall be directly under the administrative control of the concerned Zilla Panchayat and Gram Panchayat for the period of their posting under such Panchayats.

By order.

Sd/-

(Anil Ganeriwala, IFS)

Secretary,

Rural Management & Dev. Department

Annexure II PRI 1

**PRI 1
Cash Book**

..... Gram Panchayat

| Receipts | | | | | PAYMENTS | | | | | | | |
|----------|------------------------|---------------------|-------------|------|----------------|------|------------------------|-----------------------------|--------------|----------------|------|----------------|
| Date | Particulars of receipt | Ledger folio/Vr. No | Amount (Rs) | | Classification | Date | Particulars of Payment | Ledger folio/Payment Vr. No | Amount (Rs) | | | Classification |
| | | | Cash | Bank | | | | | Cash | Cheque No/date | Bank | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| | | | | | | | | | | | | |
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|-------------------------|-------------------------------------|--------------------------|
| Opening Balance: | Details of Closing Balance : | Total Payments : |
| | Cash in hand | Closing Balance : |
| Total Receipts : | : | |
| | Cash at Bank | |
| Grand Total : | : | |

Signature of Authorised person

Annexure III PRI 2

PRI 2

Subsidiary Cash Book for Programme

..... Gram Panchayat

| Receipts | | | | | | PAYMENTS | | | | | | |
|----------|------------------------|---------------------|-------------|------|----------------|----------|------------------------|-----------------------------|--------------|----------------|------|----------------|
| Date | Particulars of receipt | Ledger folio/Vr. No | Amount (Rs) | | Classification | Date | Particulars of Payment | Ledger folio/Payment Vr. No | Amount (Rs) | | | Classification |
| | | | Cash | Bank | | | | | Cash | Cheque No/date | Bank | |
| 2 | 5 | 6 | 7 | 8 | 9 | 11 | 14 | 15 | 16 | 17 | 18 | 19 |
| | | | | | | | | | | | | |
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Details of Closing Balance :

Cash in hand :

Cash at Bank :

Total Payments :

Closing Balance :

cash verified with reference to all entries above and found correct

Sig. of the authorized person with Date

Annexure IV PRI 3

PRI 3
General Ledger
 Gram Panchayat

Folio

Head of Account

| Date | Particulars | Folio | Amount (in Rs) | | Balance (Cr/Dr) | Remarks |
|------|-------------|-------|-----------------|--------|------------------|---------|
| | | | debit | credit | | |
| 1 | 2 | 3 | 4 | | 5 | |
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |

Annexure V PRI 4**PRI 4
Bill Register**

| Bill No. | Particulars | Gross (Rs) | Net (Rs) | Payment Voucher No. & Date | Cheque No. & Date |
|-----------------|--------------------|-------------------|-----------------|---------------------------------------|------------------------------|
| 1 | | | | | |
| 2 | | | | | |
| 3 | | | | | |
| 4 | | | | | |
| 5 | | | | | |
| 6 | | | | | |

Annexure VI PRI 10

PRI 10

Expenditure Watch Register

..... Gram Panchayat

Date of sanction : Major Head :
 Name of
 Cost of materials : Work:
 Agreement No &
 Value of Civil Works : Date:
 Name of Contractor:
 Contingency : Work order
 Tender Value No:
 : Date of Commencement:
 Total Value of Works: Date of Completion:
 Actual Date of Completion:

| Sl No | Date of entry | MB No | Brief Particulars | Net Amount | Security Deposit @ 5% | TDS @ 2% | Forest Royalty | VAT | CESS | Stock Material Recovery | Payment made to contractor | Gross Payment i/c material cost | Progressive Expenditure | sig |
|-------|---------------|-------|-------------------|------------|-----------------------|----------|----------------|-----|------|-------------------------|----------------------------|---------------------------------|-------------------------|-----|
| | | | | | | | | | | | | | | |
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Annexure VII PRI 6

PRI 6

Cheque Book
Register

.....Gram Panchayat

| PARTICULARS OF CHEQUE BOOK RECEIVED FROM BANK OR P.O | | | | | PARTICULARS OF CHEQUE ISSUED | | | | | |
|--|------------|-----------------|--|--------------------------|------------------------------|----------------|---------|-----------|-----------|-----|
| Name of Bank/P.O | Account No | Date of receipt | Sl. no. of cheques from ----- to ----- | Sig of authorized person | Date of issue | To whom issued | Purpose | Cheque No | Amount Rs | sig |
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |

Annexure VIII PRI 9

PRI 9
Acquittance Register for Honorarium of Panchayats
Gram Panchayat

| Sl No | Name | Designation | Period of Payment | Honorarium (in Rs) | Allowances (in Rs) | Total payment (in Rs) | Details of recovery or deduction if any | Net amount payable | Payee's sig with date | Custodian sig with date | Remarks |
|-------|------|-------------|-------------------|--------------------|--------------------|-----------------------|---|--------------------|-----------------------|-------------------------|---------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | | | | | | | | | |

PRI 9
Acquittance Register for Pay & Allowances of Employees
Gram Panchayat

| Sl No | Name | Designation | Period of Payment | Honorarium (in Rs) | Allowances (in Rs) | Total payment (in Rs) | Details of recovery or deduction if any | Net amount payable | Payee's sig with date | Custodian sig with date | Remarks |
|-------|------|-------------|-------------------|--------------------|--------------------|-----------------------|---|--------------------|-----------------------|-------------------------|---------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | | | | | | | | | |

Annexure IX FORM I

Form I

MONTHLY/ANNUAL RECEIPTS AND PAYMENTS ACCOUNTS FOR THE PERIOD FROM TO
Gram Panchayat

- Opening Balance :
- i) Cash in Hand :
- ii) Balance in Bank :
- iii) Investment :

| | | RECEIPTS | | | | | PAYMENTS | | | | | | |
|-------|------|----------------|------------------|-------------------------|-----------------|------|----------|------|----------------|------------------|------------------------|-----------------|------|
| Sl No | Date | Receipt Vr. No | Code of Accounts | Particulars of receipts | Amount (in Rs) | | Sl No | Date | Payment Vr. No | Code of Accounts | Particulars of Payment | Amount (in Rs) | |
| | | | | | Cash | Bank | | | | | | Cash | Bank |
| | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |

 Sig. of authorized person
 with date

 Sig. of the custodian with date

Annexure X FORM 4

Form 4

.....Gram Panchayat

Receipts for tax and fees as assessed by Gram Panchayat (Duplicate to be made)

Receipt No

Holding No (if any)

| | |
|---|----------|
| 1. Name and adress of assessee | Rs |
| 2. Amount received on account of : | Rs |
| a. Tax on land and building for the period | Rs |
| b. Water user charge for the period | Rs |
| c. Fee for sanitary arrangement for the period | Rs |
| d. Fees on Trade Registration Certificate for the period | Rs |
| e. Fees for the use of crematorium shed | Rs |
| f. Fees on village produce sold in village markets | Rs |
| g. Fees on erection, exhibition, fixing any advertisement for public display for the period | Rs |
| h. Fines (if any) | Rs |
| I. Others | Rs |

Dated

Sig. with date of authorized employees

Annexure XI FORM 5

Form 5

(Duplicate to be made out by both sides carbon paper process)

.....*Gram Panchayat*

Receipt No..... Date.....

Received from (name) of (address)
.....Rs (in words)
.....in cash/by cheque No. dated
..... of Bank
.....Branch for the purpose of
.....
.....

Collection Head of Accounts:

Particulars (if any):

.....
(Signature with date) of (Signature with date and Seal) of
Secretary / authorized employee of GP Custodian

Annexure XII PRI 16

Daily Collection Register

| Sl No | Particulars of receipt | From whom received | Receipt Vr No | Amount (in Rs) | Remarks |
|-------|------------------------|--------------------|---------------|-----------------|---------|
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |

Annexure XIII FORMAT - VIII

Register of Demand, Collection and Balance for the year

.....Gram Panchayat

| Sl No | Name and Adress of the person from whom tax/user charges is due | Ref serial No. in the register of assesses | Current Demand | Arrear Demand of previous years if any | permission/ write off and suspension if any | Total amount due (4 + 5) - 6) | Total amount collected (in Rs) | | |
|-------|---|--|----------------|--|---|--------------------------------|---------------------------------|--------------|-------|
| | | | | | | | 1 | 2 | 3 |
| | | | | | | | Previous years arrears | Current year | Total |
| | | | | | | | | | |

Annexure XIV PRI 17

Stock Register of Receipt Books

..... Gram Panchayat

| RECEIPT | | | | ISSUE | | | | | | | |
|---------|--|-----------|-----------|-------|----------------|-------------------------|--------------------------------|---------------------|--------------------------------------|-------------------|-------------------|
| | | Signature | | | | | | | | | |
| Date | No of books received with serial no of the books | RDA | Custodian | Date | To whom issued | sl. No. of books issued | signature in token of receipts | balance no of books | date of return of used receipt books | Sig. of recipient | sig. of custodian |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | | | | | | | | | |
| | | | | | | | | | | | |
| | | | | | | | | | | | |

Annexure XV PRI 19

Utilization Certificate for Grant-in-aid from the State/Central Government

..... *Gram Panchayat*

Certified that the following amounts were received as Grant-in-Aid during the quarter ending (name of month) of the year..... as detailed below:

| SI No | Letter No & Date | Amount (in Rs) |
|-------|------------------|-----------------|
| | | |
| | Total | |

1. Certified that out of Rs. Of grants-in-aid received during the year vide Letter No. given in the margin and Rs..... on account of unspent balance of the previous year, a sum of Rs. has been utilized for the purpose of for which it was sanctioned and that the balance of Rs..... remaining unutilized at the end of the year will be utilized in the subsequent month/ during the next year
2. Further certified that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled / are being fulfilled and that exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned.
3. *Kinds of checks exercised*
 - 1.
 - 2.
 - 3.

Signature of the RDA

Signature of the Panchayat President
with seal of the *Gram Panchayat & date*

Annexure XVI PRI 20

..... Gram Panchayat

Statement of Expenditure

| Sl No | Function | Head of accounts | Item of Expenditure | Amount | Balance as on ... | Remarks |
|-------|----------|------------------|---------------------|--------|-------------------|---------|
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |

authorized signatory