CHAPTER-III

STRUCTURAL PATTERN
OF
PANCHAYATI RAJ
INSTITUTIONS

Today the state of Andhra Pradesh has a 3-tier Panchayati Raj system comprising 22 District Panchayats (Zilla Parishad), 1,097 Intermediate Panchayats (Mandal Parishad) and 21,807 Village Panchayats (Gram Panchayats). There can be no doubt that Panchayati Raj institutions have made rapid strides in the recent past. The Map 3.1 shows 23 districts of Andhra Pradesh.
MAP-3.1
Map of Andhra Pradesh showing Districts
Panchayati Raj Department in Andhra Pradesh

The state Panchayati Raj department hopes to fortify the existing Panchayati Raj Institutions (PRIs) in the state through robust devolution and accompanying capacity building initiatives. It envisages the state to emerge as a model for e-Governance for Panchayati Raj institutions in the country. The aim is to achieve "Gram Swaraj". In respect of this aim, the state PR department believes that what is required is "Devolution by Evolution" in a phased and systematic manner.

Panchayati Raj Organization and Structure

The Minister of Panchayati Raj is the political executive of Panchayati Raj department. The Principal Secretary, Panchayati Raj is overall administrative in-charge of Panchayati Raj department. The Commissioner, Panchayati Raj and Rural Employment, is the Head of the Department for the three tier PRI structure. There is a parallel department, the Panchayat Raj Engineering Wing, under the leadership of Engineer-in-Chief, which is responsible for construction and maintenance of rural roads, water supply, buildings, etc.
Commissioner, Panchayati Raj and Rural Employment, is the Head of the Department for the three tier PRI structure. There is a parallel department, the Panchayat Raj Engineering Wing, under the leadership of Engineer-in-Chief, which is responsible for construction and maintenance of rural roads, water supply, buildings, etc. The Chart: 3.1 gives the structure of Panchayati Raj department of Andhra Pradesh

CHART: 3.1

STRUCTURE OF PANCHAYTI RAJ DEPARTMENT IN ANDHRA PRADESH

Source: Ministry of Panchayati Raj, Government of Andhra Pradesh
Organizational Structure, Powers and Functions of Panchayati Raj at Gram Panchayati Level

The Panchayati Raj system in Andhra pradesh is divided into Zilla Parishad, Mandal Parishads and Gram Panchayats. The district level body is named after its district headquarters, which in turn divided into Mandal Parishads. The Mandal Parishads are further divided into Gram Panchayats.

Gram Panchayati is the lowest unit of the local governments. It is constituted for a minimum population of 300. The Panchayati Raj Commissioner proclaims a notification for setting up of Gram Panchayati on the suggestions of the District Collector. Every Gram Panchayati is known by the name of the particular village.

Composition of Panchayati

Panchayati is the deliberative/legislative wing of the Gram panchayati. It consists of a Sarpanch, a Vice-Sarpanch and some ward members. It meets at least once in three months. It’s members are elected by the registered voters of the village for every five years. The membership of Panchayati varies between five and twenty one.

(i). The Chief Executive Officer of the Zilla Parishad.

(ii). The Divisional Engineer of the State Electricity Department (Transco).
(iii). The Deputy Executive Engineer of Panchayati Raj Division, and  
(iv). The Divisional Health Officer attends the meetings of the Panchayati  
as permanent invitees. The Table: 3.1 gives a clear picture of  
strength of members as per population.

Table-3.1
Membership of Gram Panchayats

<table>
<thead>
<tr>
<th>Gram Panchayati population</th>
<th>Strength of members as per population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 300</td>
<td>5</td>
</tr>
<tr>
<td>Exceeding 300 but not exceeding 500</td>
<td>7</td>
</tr>
<tr>
<td>Exceeding 500 but not exceeding 1500</td>
<td>9</td>
</tr>
<tr>
<td>Exceeding 1500 but not exceeding 3000</td>
<td>10</td>
</tr>
<tr>
<td>Exceeding 3000 but not exceeding 5000</td>
<td>11</td>
</tr>
<tr>
<td>Exceeding 5000 but not exceeding 10,000</td>
<td>13</td>
</tr>
<tr>
<td>Exceeding 10,000 but not exceeding 15,000</td>
<td>15</td>
</tr>
<tr>
<td>Exceeding 15,000</td>
<td>Between 19 to 21</td>
</tr>
</tbody>
</table>


Gram Sabha

There will be a Gram Sabha for every panchayati. It consists of the  
registered voters of the Gram Panchayati. It meets at least for every four  
months in a year preferably on National Days like Independence and  
Republic day as per the directives of the Union Ministry for Rural  
Development. It performs three important functions. They are:
1. Consideration of the administrative and audit reports of the previous year.

2. Identifying the beneficiaries of various developmental schemes, and

3. Mobilisation of voluntary labour, contributions in cash or kind for the community welfare programmes and to promote unity and harmony among all sections of the society.

Functions of Gram Panchayati

Gram Panchayati exercises such functions as mentioned in the XI Schedule of the Constitution. These relate to the administration of 29 subjects. State Legislative Assembly in this regard makes laws for the effective functioning of the Gram Panchayati.

On the whole, Gram Panchayati performs two important functions, namely, 1) Essential and 2) Discretionary. They are explained as under.¹

Essential Functions

These functions are to be carried out by the Gram Panchayati without fail. They include:

1. Construction, repair and maintenance of roads, buildings, public toilets, wells, ponds, etc.

2. Construction and maintenance of burial grounds.

3. Implementation of clean and green programmes.
4. Registration of births and deaths.

5. Prevention and cure of epidemics.

6. Manufacture and sale of manures, and

7. Maintenance of cattle farms, etc.

**Discretionary Functions**

Discretionary functions of the Gram Panchayati include the following:

1. Construction and maintenance of rest houses.

2. Construction and maintenance of primary schools, dispensaries, libraries, reading rooms, parks, market places, etc.

3. Establishment and maintenance of maternity and child welfare centres.

4. Mobilising voluntary labour for community development works.

5. Publishing the latest methods of cultivation.

6. Implementation of land reforms, and

7. Construction and maintenance of warehouses and granaries, etc.

**Sources of Income**

Gram Panchayati has three sources of income. They are:


2. Funds meant for the implementation of centrally sponsored schemes.

Further, State government formulates laws for enabling the Gram Panchayati economically strong by raising tax and non-tax revenues.

The Gram Panchayati President is the political head of Gram Panchayati. The Village Secretary is the Chief Executive Officer of the Mandal Parishad. In the discharge of his duties he is assisted by Junior Assistant, Bill Collector, Attenders, sweepers, etc. But the organizational structure of Major and Minor Panchayati is different with regard to strength. For a better clarity of the organizational structure of Minor and Major Panchayats was given in the Charts: 3.2 and 3.3 respectively.
CHART: 3.2
ORGANIZATIONAL STRUCTURE OF OFFICE
ADMINISTRATION OF MINOR GRAM PANCHAYATI

Sarpanch

Panchayat Secretary

Junior Assistant Cum Bill Collector

Source: Ministry of Panchayati Raj, Government of Andhra Pradesh

CHART: 3.3
ORGANIZATIONAL STRUCTURE OF OFFICE
ADMINISTRATION AT MAJOR GRAM PANCHAYATI

Sarpanch

Panchayat Secretary

Junior Assistant

Bill Collector
Computer Operator
Attender
Night Watchman

Sanitary Inspector

Sanitary Masory
Tractor Driver
Sweepers
Pump Operators & Pipeline Contractors

Source: Ministry of Panchayati Raj, Government of Andhra Pradesh
Powers and Functions of the Sarpanch

The Sarpanch exercises the following powers and functions:

1. The Sarpanch presides over the meetings of the Gram Panchayati/Gram Sabha.

2. He exercises administrative control over the Secretary in the implementation of the Gram Panchayati resolutions.

3. He conducts the election of the Vice-Sarpanch of the Gram Panchayati.


5. He brings to the notice of the District Panchayati Officer about the matters of disqualification of the members of the Gram Panchayati, and

6. He exercises all such powers as necessary for the implementation of the resolutions of the Gram Panchayati.

Functions of the Secretary

The Secretary is appointed by the State government. He is responsible to the Gram Panchayati and the State government in the exercise of his functions.

1. He acts as the administrative head of the Gram Panchayati.

2. He prepares the agenda of the Gram Panchayati after consulting the Sarpanch.
3. He formulates the budget for the Gram Panchayati and places before the Gram Panchayati in its meetings.

4. He attends the meeting of the Gram Panchayati/Gram Sabha and clarifies the doubts of the members on various matters.

5. He takes steps for the implementation of the resolutions of Gram Panchayati/Gram Sabha.

6. He sends a copy of the resolutions of the Gram Panchayati to the District Panchayati Officer, and

7. He exercises control over the personnel, properties and programmes of the Gram Panchayati.

**Organizational Structure, Powers and Functions of Panchayati Raj at Intermediate Level**

Mandal Parishad is the middle level local body in the district. The State government by a special act constitutes the Mandal Parishad. It also determines territorial jurisdiction, powers and functions of the Mandal Parishad.

**Composition of Mandal Parishad**

Mandal Parishad is the legislative and deliberative wing of the Mandal. It comprises the following members.
1. Members of the Mandal Parishad Territorial Constituencies (MPTC).

2. Member of the Legislative Assembly in the Mandal Parishad area.

3. Member of the Lok Sabha in the Mandal Parishad area.

4. Member of the Rajya Sabha being a registered voter in the Mandal Parishad.

5. A Co-opted member.

Besides the following persons attend the Mandal Parishad meetings as permanent invitees.

1. District Collector,

2. Village Sarpanches in the Mandal area,

3. ZPTC members,

4. ZP Chairman, and

5. Agricultural Marketing Committee Chairman.

**Powers and Functions of the Mandal Parishad**

Mandal Parishad has the following powers and functions:\(^3\)

1. Mandal Parishad implements various community development programmes.

2. It takes steps to increase production in agricultural sector such as provision of better quality seeds, tube wells, credit facilities, manures, pesticides, latest technology, etc.
3. It adopts programmes for preserving the health and strength of cattle by providing facilities like improved fodder, artificial insemination centres, cattle grazing, etc.

4. It makes arrangements for providing amenities like rural dispensaries, drinking water, vaccination and non-choking gas stoves, and

5. It implements various programmes like social education, communications, co-operation, cottage industries, women and social welfare.

Sources of Income

Mandal Parishad pools up finances to perform various functions. It has six sources of income. They are:

1. Union and State Government funds,

2. Community development grants,

3. Levies collected from Gram Panchayats,

4. Share from land revenue, taxes and fees from the State government,

5. Public donations, and

6. Grants-in-Aid from All India Organisations.

Organizational Structure of Mandal Parishads

The Mandal Parishad Development Officer (MPDO) is the Chief Executive Officer of the Mandal Parishad. The establishment of the Mandal Parishad and the staff working in the Mandal Office like, Mandal
Education Officer, Mandal Engineering Officer, Extension Officer (PR & RD), Panchayati Secretary other Ministerial Staff working in the Mandal Parishad office and the schemes transferred by the government are under the administrative control and supervision of MPDO. For a better clarity of the organizational structure of Mandal Parishad administration a Chart:3.4 is given below.

CHART: 3.4
ORGANIZATIONAL STRUCTURE AND ADMINISTRATION
MANDAL PARISHAD

Source: Ministry of Panchayati Raj, Government of Andhra Pradesh
Powers and Functions of the Mandal Parishad President

The President is the political head of the Mandal Parishad. He has the following powers and functions:\(^4\)

1. The Mandal Parishad President presides over and conducts the meetings of the Mandal Parishad/Mandal Maha Sabha in a dignified manner.

2. He determines the agenda and the date of the meetings of the Mandal Parishad/Mandal Maha Sabha after consulting the Mandal Parishad Development Officer.

3. He exercises control over the Mandal Parishad Development Officer in the implementation of resolutions of Mandal Parishad/Mandal Maha Sabha.

4. He conducts the election of the Vice-President of the Mandal Parishad.

5. He supervises the records of the Mandal Parishad.

6. He invites non-political/ eminent/ experienced persons to the Mandal Parishad meetings, and

7. He takes steps to execute works in emergencies.

Powers and Functions of the Mandal Parishad Development Officer

Mandal Parishad Development Officer is the administrative head of the Mandal Parishad. He has the following powers and functions.\(^5\)
1. Mandal Parishad Development Officer is the administrative head of the Mandal Parishad/Mandal Maha Sabha after consulting the Mandal Parishad President.

2. He participates in the meetings of the Mandal Parishad/Mandal Maha Sabha and renders advice to the members on various matters.

3. He exercises administrative control over the personnel, properties and records of the Mandal Parishad.

4. He prepares the annual budget and sees that it is presented before the meeting of the Mandal Parishad, and

5. He dispatches a copy of minutes of the Mandal Parishad/Mandal Maha Sabha to the State government for its consideration and approval.

Powers and Duties of Mandal Educational Officer

The Mandal Educational Officer is the key functionary of Mandal Parishad. He performs the following functions.6

Inspections and Visits

1. To draw a programme for an academic year namely June-May in the prescribed from the inspection of Primary/Upper Primary Schools in prescribed proforma and submit to District Educational Officer (DEO) for approval by 30th April proceedings the year to which it relates.

2. Every Primary School/Upper Primary School should be covered by one inspection, one follow up visit and surprise visits.
3. In addition annual inspection, surprise visits, visits for important should be made by the Mandal Educational Officer in their jurisdiction.

4. At least 5 per cent of the Non-formal education centres should be visited by the Mandal Educational Officer in every month.

5. At least two Adult Literacy centres should be visited in every month.

6. Monthly submission of inspection visit reports to Deputy Educational Officers by 5th of every month.

7. Maintenance of inspection and visit charts, and

8. Inspections and visits to hostels.

Conducting Meetings and Seminars

1. To assist the DEO / Deputy Educational Officer and other allied agencies in organizing meeting seminars and workshops to improve professional competition.

2. Organization of school complex programmes in every month.

3. To conduct teacher association meeting in every month and providing guidance to teachers both academically and administratively.

Academic Responsibilities

Giving demonstration by competent teachers adopting modern techniques and trends in teaching.
1. Adoption of one C category of school and development and providing model lessons.

2. Trying out innovations in selected schools.

3. Scrutiny of evaluation tools and procedures adopted and assessing their quality in the school academic activities.

4. Assessing the school on the basis of their performances correctly and cellular activities and bestowing attention on these schools below the minimum level, as a priority. The Mandal Educational Officer should classify and identify the schools on this criterion.

5. Providing guidance in the proportion and implementation of institutional and instructional plan and programme of supervised study and remedial instructions, and

6. To encourage teachers in understanding research programmes viz., action reach work programmes learning experimental project, etc.

**Administrative Functions**

MEO performs the following administrative functions.

1. He scrutinizes the proposals for opening of new primary schools in school less centres of District Educational Officer.

2. He examines the proposals for up gradation of primary schools into upper primary schools of District Educational Officer.
3. He recommends for the closure of uneconomic Primary Schools / Upper Primary Schools.

4. He proposes for the shifting of defunct or uneconomic Primary School /Upper Primary Schools to needy places with the provision.

5. He updates schools survey annually.

6. He submits the proposals to the District Education Officer for temporary recognition and permanent recognition of Primary Schools/Upper Primary Schools, and

7. He scrutinizes the applications for recognition and Grants-in-Aid in respect of non-government schools and request for adhoc grant.

**Enrolment and Educational Statistics**

Updating the school age population in the age group of 6-11 and 11-13 age group and also drop-outs.

1. He categories of primary schools / upper primary schools into A, B, C category on the basis of percentages of enrolment.

2. He decides the targets for additional enrolment and accountability of teachers and headmasters for achieving the targets.

3. It is his duty to prepare plans for reducing wastage and stagnation.

4. He will take measures for timely implementation of incentive programmes for improving enrolment and attendance in primary schools.
5. He submits quarterly enrolment by 5th of every month, and
6. MEO is responsible for the collection and completion of educational
   statistics.

**Supply of Note Books**

1. MEO supplies schools with uniforms and note books to green card
   holders of primary school children and reported.
2. He estimates the requirements of note books for the schools in his
   jurisdiction every year.
3. He checks the distribution of nationalized text books, slates, uniforms
   supplied by welfare department, and
4. MEO releases different kinds of scholarships and verifies acquittances
   after disbursement of scholarships.

**Implementation of Mid-Day Meals Scheme**

1. MEO check the number of students being fed in respective schools
   under this Jurisdiction.
2. He will take steps for timely supply of Mid-Day meal materials to all
   feeding centres without any interruption.
3. He will see for proper stocks of the food material and render stock
   accounts.
4. MEO visits Mid-Day meal centres and verifies relevant registers,
   accounts and stocks.
5. He submits the monthly returns, and

6. It is his duty to ensure that beneficiaries attend school regularly.

**Ancillary Functions**

1. MEO issues instructions and ensuring that all institutions draw institutional plans and instructional plans before the commencement of the academic year.

2. From time to time he will issue guidelines for effective functioning of parent-teacher association of the school and Praja Parishad level for the promotion of school improvement programme.

3. MEO assists the District Educational Officer in:
   
   a. The conduct of examinations.

   b. Organizing district science fair, sports meets, scout rallies, educational weeks, etc.

   c. Proper distribution of Note Books.

4. He is empowered to check all the registers relating to elementary education.

5. He will take steps for the celebration of National Festivals and other important days viz., Teacher’s Day, Educational Week, Children’s Day, Independence Day, Republic Day, UNO Day, etc in the schools.
6. MEO takes initiatives for the formation of parents association at school and Mandal Parishad level for enlisting public corporation in utilizing community resources for improvement of schools.

7. MEO attends the standing committee meetings and general body meetings of Mandal Parishads and to review the educational developments in the Mandal.

8. He will take steps in maintenance and upkeep of school buildings, furniture, equipment, and

9. He performs such other work, as entrusted by the Director of School Education / Regional Joint Director of School Education / District Educational Officer / Deputy Educational Officer.

**Mandal Engineering Officer**

He prepares the estimates under development activities allotted to the Mandal to execute the work. He takes up various works under Mahatma Gandhi National Rural Employment Guarantee Act (MGREGA), Watershed Programme, Comprehensive Land Development Programme (CLDP), Pradan Mantri Gram Sadak Yojana (PMGSY), Gram Panchayati funds, etc., with state government funds. He also takes up works of Gram Panchayats, under the works of roads and buildings, with 40 paise grant Mandal roads, with educational contingencies grant repairs to elementary school buildings and with 15 percent and 5 percent
grant women welfare works.\textsuperscript{7}

**Powers and Functions of Extension Officers (PR & RD):**

The Extension Officer is another Chief Functionary of Mandal Parishads who performs the following functions.\textsuperscript{8}

**Administrative Powers**

1. Extension Officer reviews the tour diary of Village Development Officers working in the Mandal.
2. He tours 20 days in a month and submit his tour diary to the Mandal Parishad Development Officer every month.
3. In the absence of Mandal Parishad Development Officer. He acts as In-charge Mandal Parishad Development Officer under the orders of Chief Executive Officer, Zilla Parishad.
4. Extension Officer initiate performance report of Village Development Officers working under the control of Mandal Parishad Development Officer.
5. Extension Officer supervises controls and provides guidance to the Gram Panchayats and their executive authorities in his jurisdiction.
6. He inspect all non-notified Gram Panchayats in every half year, and see the defects pointed out by inspecting officers are rectified by the executive authorities, within two months. He shall visit all the Gram
Panchayats once in every quarter, once of inspection and once for rectification of defects, irrespective of other visits.

7. He makes enquiries and submit reports to higher authorities on complaints of mal-administration in non-notified Gram Panchayats in his jurisdiction.

8. He regularly reviews the implementation of Gram Panchayats work and progress of important schemes.

9. Extension Officer carries out all other directions and instructions issued by the higher authorities on the administration of Gram Panchayats.

10. He is entitled submit to reports to the Mandal Parishad Development Officer on the disqualification of members or Sarpanches of Gram Panchayats in jurisdiction.

11. He prepares and verifies the list of casual vacancies of members and Sarpanches of Gram Panchayats in his jurisdiction and submit to Mandal Parishad Development Officer.

12. He conducts the cursory inspection of notified Gram Panchayats every month and submit reports, as per rules, and

13. Extension Officer is competent to sanction casual leave to the Executive Officers of Gram Panchayats.
Financial powers

He is empowered to forward the proposals submitted by the Village Development Officers to the Mandal Parishad Development Officers after thoroughly scrutinizing them. He is further entrusted with the following financial powers.

1. Extension Officer certifies each proposal furnished by the Village Development Officer before recommending or rejecting them to the Mandal Parishad Development Officer.

2. Extension Officer is the Joint signatory along with the Mandal Parishad Development Officers of the funds operated in grounding of development schemes.

3. He extends cooperation to the bankers in recovery of loans and also participates in Joint Mandal Level Bankers meetings.

4. Extension Officer is responsible to intimate Mandal Parishad Development Officer immediately on the occurrence of mis-utilization of funds in different schemes implemented through Mandals.

5. Extension Officer gives guidance to the executive authorities of Gram Panchayats in the matters of preparation of annual budgets, administrative reports, periodical returns, progress reports, replies to audit reports and execution of works.
6. He assists the Gram Panchayats, wherever necessary in the matter of preparation or collection of taxes, fees and other amounts, due to the Gram Panchayats.

7. He supervises the auctions and sales conducted by the Gram Panchayats and authenticate the bid amounts, as per rules.

8. Extension Officer guides the Gram Panchayats in augmenting the resources of the Gram Panchayats to strengthen the financial position of Gram Panchayats, and

9. He counter signs the travelling allowance bills of Sarpanches and Executive Officers of Gram Panchayats and their staff.

Coordination Functions

1. Extension Officer maintains cordial relations with Mandal and district level sectorial officers for successful grounding of different schemes.

2. It is his duty to be in constant touch with the bankers situated in the Mandal areas.

3. He acts as liaison officer between Sarpanches and Mandal Parishad Development Officer.

4. He is responsible for effective communication and implementation of different public welfare government schemes implement through Mandal.
5. He also acts as a coordinator between officials and non-officials related to the Mandal activities.

**Other powers**

1. Extension Officer attends all training programmes arranged at district level along with the Mandal Parishad Development Officer.

2. It is his duty to make efforts in publicity of scheme implemented in all villages of that Mandal and also organize infrastructure, training and technology inputs for beneficiaries under government poverty alleviation programmes.

3. Extension Officer communicates latest information and technical knowledge of the implementation of government schemes to all Sarpanches and Mandal Parishad Territorial Constituency Members.

4. He is responsible to give feed back to the views of Sarpanches on implementation of government schemes.

5. Extension Officer makes arrangements for imparting training to Sarpanches at Mandal headquarters bi-monthly with the cooperation of Mandal Parishad Development Officer duly inviting district officials of District Rural Development Authority (DRDA), Scheduled Castes (SCs), Scheduleds Tribe (STs), Backward Castes (BCs) and Housing, etc., who are well versed with the subject for the implementation of government schemes effectively.
6. It is duty of Executive Officer to depute village development officers for training arranged at district and divisional level.

7. He prepares plans, conducts surveys for all government programmes.

8. Extension Officer motivates rural women for formulating Self Help Groups (SHGs), and

Organization Structure, Powers and Functions of Panchayati Raj at District Level

At the district level, the Zilla Parishad was functioning as coordinating agency with a supervisory role over the Mandal Parishads with powers to approve their budgets, to coordinate their plans and to distribute grants allocated by the government from time to time. In 1986, the Zilla Pranalika Abhivrudhi Mandali was constituted to decentralize the process of planning and to have a comprehensive approach to the formulation and implementation of development activities and to have effective coordination along various developmental agencies in the district. By A.P. Panchayati Raj Act, 1994 District Planning Committee was constituted to prepare plans for rural development.
Reservations for Three Tier PRIS

The State legislation provides for reservation of various offices as well as seats in PRIs. The ratio of reservations provided to various categories is 33 per cent to Backward Classes (BCs), 18 per cent for Scheduled Castes (SCs) and 8 per cent for Scheduled Tribes (STs). 1/3rd of the offices and seats including General Category were reserved for women. The reservation formula converse all the offices or Chairpersons of Gram Panchayai, Mandal Parishad and Zilla Parishad and Panchayati ward, MPTC and ZPTC members.

Composition of Zilla Parishad

There are three categories of members in Zilla Parishad. They are (i). elected members, (ii). ex-officio members and (iii). co-opted members. The members of the first category are elected by the registered voters of the Zilla Parishad Territorial Constituencies (ZPTCs). The second category of members include:

(i). Members of the Rajya Sabha as specified by the State Government.
(ii). Members of the Lok Sabha, and
(iii) MLA’s of the district.

There are two co-opted members in the Zilla Parishad, besides the
(i). District Collector.
(ii). Presidents of the Mandal Parishads in the district.
(iii). Chairman of District Cooperative Central Bank.
(iv). Chairman of District Cooperative Marketing Society, and
(v). Chairman of Zilla Grandhalaya Samastha participate in the meetings of Zilla Parishad as permanent invitees.

Powers and Functions of Zilla Parishad

Zilla Parishad has the following powers and functions:  

1. Zilla Parishad approves the annual budget of the Mandal Parishads in the district.

2. It allocates the various funds granted by the Union and State governments among the Mandal Parishads in the district.

3. It supervises and coordinates the programmes of the Mandal Parishads.

4. It implements the various directives of the Union and State governments.

5. It renders advice to the Union and the State governments of financial matters of the Gram Panchayats and Mandal Parishads.

6. It gathers statistical data required by the Union and the State governments.

7. It manages secondary schools in the district, and

8. It receives contributions from Mandal Parishads with the approval of the State government.
Sources of Income

Zilla Parishad has nine sources of income. They are:

1. Union and State government funds.
2. Grants from All India Organisations.
3. Land cess.
4. Income from endowments and trusts.
5. Fees.
6. Public donations and contributions.
7. Contributions from Mandal Parishads.
8. Income from previous district boards, and
9. Income from the maintenance of remunerative enterprises.

The organizational structure of office Zilla Parishads is given in the Chart: 3.5.
ORGANISATION STRUCTURE OF OFFICE ADMINISTRATION AT
ZILLA PARISHAD

Chairperson, ZP

CEO, ZP

Deputy CEO

Section A
Establishment
Superintendent
Sr. Asst.
Jr. Asst.
Typist
Record Asst.
Ledger Asst.
Office Supdt.
Steno

Section B
Planning
Superintendent
Sr. Asst.
Jr. Asst.

Section K
Pensions
Superintendent
Jr. Asst.
Office Supdt.

Section F
ZP PF
Superintendent
Sr. Asst.
Jr. Asst.
Record Asst.
Office Supdt.

Section C
ZP PF
Superintendent
Jr. Asst.
Office Supdt.

Section D
Accounts
Superintendent
Sr. Asst.
Jr. Asst.
Office Supdt.

Section N
ZP PF
Superintendent
Sr. Asst.
Jr. Asst.
Office Supdt.

Section I
ZP PF
Superintendent
Sr. Asst.
Jr. Asst.
Office Supdt.

Section E
Non-Teaching Staff
Superintendent
Sr. Asst.
Jr. Asst.
Office Supdt.

Source: Zilla Parishad Office, Anantapur
**Zilla Parishad Chair Person**

The Chair Person is the political head of Zilla Parishad. He/She is elected by the elected members of the Zilla Parishad on party basis openly by raising hands. Some of the posts of Chairmen are reserved for the scheduled castes, scheduled tribes, backward classes and women. The Chairman holds office for a period of five years. If he loses his majority in the House he will be removed before the tenure adopting by no confidence motion.

**Powers and Functions:** The Chairman of Zilla Parishad occupies a prominent position in the political affairs of the district. He exercises the following powers and functions.\(^{11}\)

1. The Chairman presides over the general and special meetings of the Zilla Parishad.

2. He conducts the Zilla Parishad meetings in a dignified manner.

3. He allows the members to introduce resolutions, allots time for discussion and conducts voting on the resolutions.

4. He invites the experienced, talented and prominent members to the Zilla Parishad meetings.

5. He is authorized to inspect the records of the Zilla Parishad.

6. He participates in the meetings of the Zilla Parishad Standing Committees as an ex-officio member.
7. He acts as the Chairman for four Zilla Parishad Standing Committees.

8. He presides over the meetings of the Zilla Maha Sabha.

9. He acts as the main link between Zilla Parishad and State government, and

10. He exercise administrative control over the Zilla Parishad Chief Executive Officer in the implementation of the resolutions of the Zilla Parishad.

Chief Executive Officer

The administration head of Zilla Parishad is the Chief Executive Officer. He is appointed by the State government. He is responsible to the State government and the Zilla Parishad in the exercise of his powers and functions.¹²

Powers and Functions of Chief Executive Officer of Zilla Parishad

Statutory Functions

- Exercises all the powers and perform all the functions especially conferred or imposed upon him by under Act 13 of Andhra Pradesh Panchayati Raj enactment of 1994 or under any law for the time being in force.

- Lays down the duties of all officers and servants of or holding office under Zilla Parishad in accordance with the rules made by the government.
❖ The CEO shall be entitled to attend all the meetings of the Zilla Parishad and its Standing Committees including any meeting of the Mandal Parishad and take part in its discussions there at but shall not be entitled to vote or move any resolution.

❖ Calls for any information, statement of account or report from any officer or servant of or holding office under the Zilla Parishad or Mandal Parishad or the institutions, there under in matters of executive administration and those relating to accounts and records of the ZP or the institutions there under.

❖ CEO is the custodian of all papers and documents connected with the proceedings of the ZP and of its Standing Committees.

❖ CEO is responsible for implementation of the resolutions of the ZP and of the Standing Committees thereof.

❖ CEO supervises and conducts the execution of all activities of the ZP.

❖ He will take necessary measures for the speedy execution of all works and development schemes of the Zilla Parishad.

❖ He exercises the power to enter upon and inspect any work, scheme or Institution under the management of the ZP.

❖ CEO is also entitled to inspect any work, scheme or Institution under the management of a Mandal Parishad or the Zilla Parishad or its Standing Committee so direct.
❖ He is the competent authority to enter into agreements and to sign and execute them in the name and on behalf of the Zilla Parishad from time to time.

❖ Implements such specific directions issued by the ZP as it may think fit regarding the performance by him of any of the functions assigned to him under the act.

❖ CEO executes the orders pass by the government in exercise of powers conferred by the act and rules made there under or any other law for the time being in force and forthwith send a compliance report to the government and place a copy thereof before Chairman and Vice-Chairman.

❖ CEO exercises other powers and performs such other functions as may be prescribed.

❖ The CEO shall with the approval of or on the direction of Chairman convene meetings of the ZP so that at least one meeting of ZP is held in a month. Provided that where the Chairman fails to give his approval for convening the meeting so as to hold a meeting within the period of 90 days the CEO may himself convene the meeting in manner prescribed.

❖ The government shall have power to make rules to regulate the classification and methods of recruitment, conditions of service,
pay and allowance of disciplinary control of the CEO appointed under Sub-Section (1).

**Administrative Functions**

- Calls for any information, return and statement of account or report from any officer or servant holding office under the ZP or Mandal Parishad including Parishad Education Officer, Accounts Officer and Executive Engineer.
- Intimates the vacancies whether casual or arising by efflux of time in the office of the various members of Zilla Parishad and any Standing Committee thereof.
- Supervises and control the execution of all activities of the ZP.
- Have administrative control over all officers working under the ZP.
- Sanctions increments and all kinds of leave except Special Disability Leave to the MPDOs.
- Make additional charge arrangements of the MPDOs during training, leave, etc. and to sanction additional charge allowance as per rules.
- Initiates confidential report every year on the work of the district officers under the control of the ZP including the Dy CEO, Executive Engineer, Accounts Officer, MPDOs and Parishad Educational Officer and shall countersign the confidential reports
of employees belong to education, accounts, general and engineering wings which will be initiated by the wing officers concerned and be the custodian of the personnel files.

❖ Review the work and tour diaries of Dy CEO, Executive Engineers of Panchayati Raj, MPDO and Accounts Officer, and officers under the control of ZP.

❖ CEO is competent to countersign TA bills of the Dy CEO, Executive Engineers of Panchayati Raj, Accounts Officer and other officers under the administrative control of ZP.

❖ Signs and draws his own TA bills.

❖ To inspect MPs in the district excluding the MPs to be inspected by the district collector, Sub-Collector and Revenue Divisional Officer (RDO) and allocate inspection work to other district officers.

❖ To take up random inspection of MPs and GPs

Financial Powers

❖ To sanction allowances and pay and transfer traveling allowances and loans to the employees of under his control.

❖ Orders investigation into the delay in the payments of salaries and allowances of employees of ZP and sanction of payment after investigation, if the claim does not exceed two years.
❖ Sanctions excess consumption of petrol for the vehicles of the Zilla Parishad if the excess is not more than 25 per cent of the scheduled quota.

❖ Sanctions amounts for payment of compensation for land acquisition cases as determined by the Land Acquisition Officer.

❖ Sanctions time barred traveling allowance bills of non-officials except Chairman, ZP.

❖ Seal, endorse, transfer, negotiate or otherwise deal with government securities, standing in the name of the erstwhile district board with the approval of the ZP.

❖ Sanction investment of the funds of the ZP in government securities, cooperative and commercial banks and National Savings Schemes with the approval of the ZP.

❖ Sanction office rent for the ZP and other Panchayati Raj Offices on the strength of the valuation certificates exceeding Rs.1,000/- per month but not exceeding Rs.2,000/- per month.

❖ Sanction expenditure towards expenditure on repairs to light motor vehicles upto a limit of Rs.10,000/- per year.

❖ Sanction contingent expenditure upto Rs.1,000/- each case.

❖ Permit the Headmasters of Secondary Schools to utilise up to Rs.750/- from the Audio Visual Education Fund for electrification of School buildings. Sanction, Payment of taxes, fees, land revenue and charges payable to State Funds by the leasses of endowment lands.
Powers and Functions of Deputy Chief Executive Officer

He exercise following powers and functions:\(^1\)3

**Administrative Functions:**

- He supervises the day to day functions of the office of the ZP.
- He sanctions leave except special disability leave increments and pay fixation to all categories of employees of the ZP up to the level of Junior Assistants other than the teaching staff.
- He is competent to initiate confidential reports to employees in the office of the ZP other than those belonging to education, accounts and engineering wings.
- Carries out all interim correspondence with all district officers and government.
- Open Service Registers (SRs) and to attest the entries in the SRs of all Non-Gazetted Staff working under the control of ZP.

**Financial Functions:**

- He sanctions payment of the tour advance, educational advance, festival advance and advance of pay and TA on transfer up to the level of Junior Assistants.
- He is competent to pay petty contingent charges up to Rs.250/- in each case from General Funds and Parishad Educational Fund.
• Makes payment of pay bills, TA bills, advance bills, etc., of all the staff working under the ZP and contingency bills.

• Sanctions payment of premium on Life Insurance Policies from the PF.

• Sanctions for the purchase of the payment of cost of the postage stamps.

• Grants permission to issue fresh cheques in lieu of time barred cheques.

• Pays monthly petrol and oil charges and servicing charges of ZP vehicles within the limits fixed for expenditure on petrol and oil.

• Sanction admission of employees GPF who are eligible for admission

Duties and responsibilities of Accounts Officer

The Accounts officer of Zilla Parishad discharges the following duties and responsibilities:  

- Accounts Officer scrutinizes the budget estimates of the Mandal Parishads before passing them a note with his comments to the Chief Executive Officer, for being placed before the Standing Committee concerned for approval.

- He is responsible to see that all transactions relating to cash and adjustments in the ZP are recorded in the books of accounts
properly and promptly and shall compile the periodicals, i.e. Monthly, Annual Accounts and Financial returns correctly and submits them to the authorities concerned on the due dates.

- He is responsible for the disbursement of pay and allowance of arrears of the establishment of the ZP Office.

- Accounts Officer inspects the accounts of Engineering Wing and other wings of the Zilla Parishad quarterly and those of Mandal Parishad half yearly.

- Accounts Officer pre-checks the final work bills of Mandal Parishads and ZP before payment. He shall also ensure proper maintenance of register of works.

- He rectifies the audit reports and inspection reports of the defects pointed out therein and take steps to prevent the recurrence of such irregularities.

- He is responsible for disposal of accounts of Zilla Parishad as well as watches the disposal of audit objections in the other wings and the Mandal Parishads.

- When the monthly meetings of Executive Engineers and MPDOs are held, the Accounts Officer shall review the position in the settlement of audit objections, adjustments of advances and submission of utilization certificates and submission of monthly
and annual accounts and other matters by holding meetings of the Divisional Accounts Officer and Senior Assistants.

* The Accounts Officer is overall in-charge of the accounts and finance of the Zilla Parishad. His main function is to act as financial advisor and as an internal auditor.

* As an Accounts Officer he will compile the accounts of the ZP incorporating in the accounts of the ZPP the figures in respect of engineering divisions and other branches in accordance with the prescribed rules and instructions.

* As an internal auditor he is responsible for pre-checking all the bills before payment. He shall be responsible for proper maintenance of important register like grants appropriation register.

* As a financial advisor he shall offer his advice on any matter involving financial implications, accounts and budget to the CEO and other administrative officers of the ZP.

* All matters relating to financial sanction to be submitted to the Chairman of ZP or Standing Committee, General Body including agenda and works programme shall pass through the Accounts Officer and his remarks thereon shall find place in the note to be placed before the Chairman of Standing Committee or Zilla Parishad.
He exercises administrative control over the accounts staff of the ZP including engineering wing and he will initiate annual confidential reports of Superintendents, ZP, countersign the confidential reports of the Senior Accountants, Mandal Parishads and send them to authorities concerned for safe custody. He will initiate the confidential reports of the Divisional Accounts Officer (Works) Panchayati Raj and send them to the Executive Engineer of Panchayati Raj for further action.

He works under the administrative control of the Financial Commissioner, PR, the casual leave shall however be sanctioned by the CEO; and

He is responsible for watching the report of adjustment and utilization of grants sanctioned to the ZPs. He shall consolidate the proposal received from the other wings of ZPs and prepare the budget estimates and revised estimates under the general direction of the CEO.

Standing Committees of Zilla Parishad:-

For the smooth and effective functioning of Zilla Parishad and for proper implementation of rural development programmes the Andhra Pradesh Panchayati Raj Act, 1994 provided scope for the establishment of Standing Committees. There is provision for seven Standing Committees at the Zilla Parishad level, dealing with planning and finance,
rural development, agriculture, education and medical services, women's welfare, social welfare and works. Each Standing Committee has the Zilla Parishad Chairman as an ex-officio member and others nominated by him or her according to prescribed rules. The Standing Committee is the decision-making body in its respective field, subject to the ratification of the General body of the Zilla Parishad. The subject assigned to each Standing Committee being those specified against it namely:

1). **Standing Committee for Planning and Finance**

   District budget, plan, taxation, finance and co-ordination of the work relating to other committees.

2). **Standing Committee for Rural Development**

   Poverty alleviation programme, area development programmes, employment, housing, co-operation, thrift and small savings, industries including cottage, village and small scale industries, trusts and statistics.

3). **Standing Committee for Agriculture**

   Agriculture, animal husbandry, soil reclamation including contour bunding, social forestry, fisheries and sericulture.

4). **Standing Committee for Education and Medical Services**

   Education, including social education, medical services public health and sanitation including drainage, relief for those in distress in grave emergencies.
5). Standing Committee for Women Welfare

Development of women and child welfare.

6). Standing Committee for Social Welfare

Social Welfare of Scheduled Castes, Scheduled Tribes and Backward Classes.

7). Standing Committee for Works

Communications, rural water supply, power and irrigation. Every Standing Committee shall consist of the Chairman of the Zilla Parishad who shall be an ex-officio member and such other member as may be nominated by the Chairman.

The Vice-Chairman shall be the ex-officio member and Chairman of the Standing Committee for agriculture. Two officers of the Chairman of the Standing Committees shall be filled by nomination by the Chairman of the Zilla Parishad from among the women members of the Zilla Parishad in the manner prescribed.

The powers and functions of the Standing Committee, the permanent invitees to it and other incidental and consequential matters shall be such as may be prescribed.
References


5. G.O.Ms.No.49, PR & RD (Est.VII) Department, dated, 3-12-1996.


7. Andhra Pradesh Panchayati Raj Act, Section-149.


10. Andhra Pradesh Panchayati Raj Act, Section-167.


