

# Measures to Augment the Resources of Panchayats Empirical Assessment 2018-19

Annex II: A Report on Bihar

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**NITI Aayog**

Government of India

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Indian Institute of Public Administration  
New Delhi

November 2019

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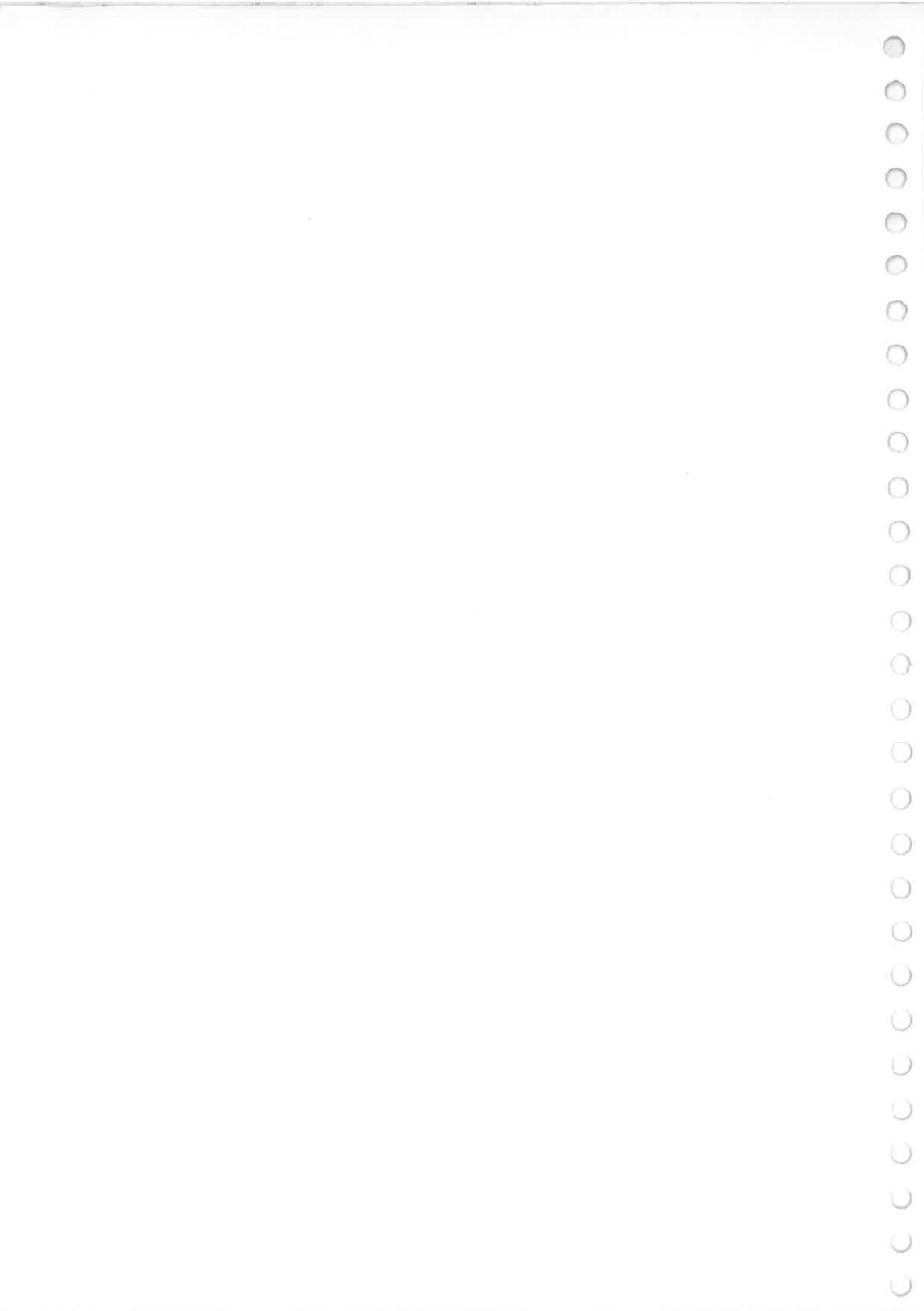
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## List of Abbreviations

14 <sup>th</sup> FC	14th Finance Commission
ATR	Action Taken Report
BDO	Block Development Officer
BIPARD	Bihar Institute of Public Administration & Rural Development
BPRA	Bihar <i>Panchayati Raj</i> Act
BRGF	Backward Region Grant Fund
CAG	Comptroller & Auditor General
CEO	Chief Executive Officer
CFS	Consolidated Fund of State
CSC	Common Service Centre
DDC	District Development Commissioner
DDO	District Development Officer
DPC	District Planning Committee
DPRO	District <i>Panchayati Raj</i> Officer
DPO	District Program Officer
DRP	District Resource Person
GoI	Government of India
GP	<i>Gram Panchayat</i>
GS	<i>Gram Sabha</i>
GSDP	Gross State Domestic Product
GST	Goods & Services Tax
ICT	Information & Communication Technology
IWMP	Integrated Watershed Management Programme
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
NeGP	National e-Governance Program

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## Measures to Augment the Resource of Panchayats in Bihar- 2018-19

### Facts file (Basic)

Capital	: Patna
Area	: 94,163Sq. Kms
Population	: 119,461,013 (2018)
Rural Population	: 99,432,883
GSDP at Current prices	: Rs. 5, 72, 827 crores (2019-20)
Number of Districts	: 38
Number of <i>Zila Parishads</i>	: 38
Number of <i>Panchayat Samitis</i>	: 534
Number of Village <i>Panchayats</i>	: 8386

### 1. Basic Details of Panchayats in Bihar

The state of Bihar is geographically located in the north-central part of India. About 88.71 per cent of its population lives in the villages. In other words approx 10.41 Crores of population live in 44718 villages of the State. Total area of Bihar is 94,163 sq. km. Density of Bihar is 1106 per sq km which is higher than the national average 382 per sq km. The Bihar Census 2011 revealed that the state has the third highest population in the country and the decadal growth rate is 25 % which exceeds the national average of about 17%.The decadal growth of population in 2011 was 25.07 per cent which was the highest in the country. As per the recently released handbook titled “Basic Statistics of *Panchayati Raj* Institutions” by the Ministry of *Panchayati Raj*, Government of India in year 2019, the total number of elected *Panchayats* representatives in Bihar are 127391 (comprising 114733 at *Gram Panchayat* level, 11497 at Block *Panchayat* level and 1161 at the District *Panchayat* level). Average demographic distributions of *Panchayats* in Bihar are as follows:

**Table 1: Area & Population (average) wise Distribution of Panchayats** as per 2011 Census

Level of <i>Panchayats</i>	Number	Average Area per <i>Panchayat</i> (In Sq. Kms.)	Average Population (In Lakh)
<i>Zilla Parishad</i>	38	2427.83	24.30
<i>Panchayat Samiti</i>	534	172.77	1.73
<i>Gram Panchayat</i>	8397	10.99	0.11

the executive heads of the ZP and the PS respectively. The *Panchayat* Secretary is in-charge of the office of the GP and is also responsible for maintenance of accounts and records at GP level.

A brief view of hierarchical administrative structure for *Panchayats* in state is presented in the Table 5.

**Table 5: Administrative Framework for Panchayati Raj System in Bihar**

Principal Secretary , <i>Panchayati Raj</i> Department, Govt. of Bihar (Apex Level)		
Director, <i>Panchayati Raj</i> Department		
<i>Zilla Parishad</i> /District <i>Panchayat</i>	<i>Panchayat Samiti</i> /Block <i>Panchayat</i>	Village <i>Panchayat</i> / <i>Grama Panchayat</i>
DDC-cum-CEO/DDO	BDO-cum-EO	<i>Panchayat Sewak</i> -cum-Secretary

### 1.3 Reservation Provisions in Panchayats of Bihar

In order to secure the political rights of specific community namely women, Scheduled Castes and Scheduled Tribes in the *Panchayat* institutions of the State the Government of Bihar has ensured adequate representation of these communities through suitable legislations. Bihar is one among the 20 States having provision of 50 per cent reservation for women in all the three tiers of *Panchayats*. Further reservation credentials for other groups are briefly highlighted in the Table 6.

**Table 6: Reservation of Seats for SCs/STs in Panchayats of Bihar**

Reserved Community	Reservation Credentials at different tiers of <i>Panchayats</i> in Bihar (In %)		
	<i>Gram Panchayat</i>	<i>Panchayat Samiti</i>	<i>Zila Parishad</i>
Women	50	50	50
Scheduled Castes/SCs	16.3(Approx) Based on proportion of the SCs population of the concerned <i>Panchayats</i>	16.3 Based on proportion of the SCs population of the concerned <i>Panchayats</i>	16.5 Based on proportion of the SC s population of the concerned <i>Panchayats</i>
Scheduled Tribes/STs	0.8 Based on proportion of the ST population of the concerned <i>Panchayats</i>	0.8 Based on proportion of the ST population of the concerned <i>Panchayats</i>	0.8 Based on proportion of the ST population of the concerned <i>Panchayats</i>

## 2. District Planning Committee (DPC) in Bihar: Constitution, Composition and Functioning

In compliance with the Article 243ZD of the Constitution, District Planning Committees which are mandatory to be constituted in each State of the Country for the purpose of preparing a Draft Development Plan at the grass root level; the same have been constituted in all the 38 districts of Bihar. As per the discussions with various officials in the State, the Government of Bihar has

accorded the highest priority to Decentralized Planning. In order to meet the local needs effectively at the grass root level, planning and implementation of certain schemes has been decentralized.

To ensure people's participation in the development process, the District Planning Committees are headed by the Chairperson of the *Zila Parishad*. The district planning board looks after the planning at the district level. The state of Bihar has been lagging behind in many social and economic indicators and there are many regional disparities in the State itself.

Preparation of plans and Planning in the State of Bihar is undertaken by the State Planning Board and the Planning Department. The Planning Department is the coordinating Department for collating the Plans of all the Departments and making an Annual Plan for the State. The Departments formulate their plans through their own governmental setup and their own channels. Only to some extent there is involvement of the *Panchayats* in the process of formation of Annual Plan of the State. At the District level, the District Planning Officer in consultation with the District Collector/ DDC formulates the Annual Plan for the District. At the District level also the role of the *Panchayats* is limited.

As per the requirement of the *Panchayati Raj Act*, in Bihar, the Government has formed the District Planning Committees. The DPCs consolidate the plans prepared by the *Panchayats*, in every district and also prepares draft development plan for the district as a whole. The DPCs are formed in all the Districts and is headed by the Chairperson of ZP. The Secretary is the DC/ DDC. The files and the data related to the DPC are mostly maintained at the DPO office. DPCs are the Constitutional committees formed in each district to formulate the developmental plans and the district plans of the District. The DPCs have the constitutional status as per the *Panchayat Acts* of Union and the State but the de Facto status is quite different. The DPCs do hold their meetings but their role is limited.

### **2.1 District Planning Committee *De jure***

As per the Article 243ZD of the Constitution, DPCs are mandatorily to be constituted in every State at the district level to consolidate the plans prepared by the *Panchayats* and to prepare



Draft Development Plan for the district as a whole. In consonance with this Constitutional provision Government of Bihar passed legislation titled Bihar *Panchayati Raj* Act 2006, followed by DPC rules including: The Constitution of Bihar District Planning Committee & Conduct of Business Rules, 2006 and its amended version in year 2017 in order to ensure constitution and smooth functioning of DPCs. The section 167 of Bihar *Panchayati Raj* Act, 2006 deals with the different provisions regarding DPCs. The DPC related rules are as follows:

**Rules:**

The Constitution of Bihar District Planning Committee and Conduct of Business Rules	2006
The Bihar District Planning Committee Constitution and Conduct of Business (Amendment) Rules	2017

The Government of Bihar published a gazette in April 2006, in which it was mentioned that every *Panchayat Samiti* shall prepare an annual development plan for its area. In this annual plan it has also to include the development plans, of the concerned *Gram Panchayats* falling under its jurisdiction and submit it to the *Zila Parishad* before such date and in such form as may be prescribed. Every *Zila Parishad* shall prepare every year a development plan of the district after including the development plans of the concerned *Panchayat Samitis* and submit it to the District Planning Committee constituted under this Act. The Bihar *Panchayati Raj* Act, 2006 defines the legislative framework for constitution of District Planning Committee in every district of Bihar in order to ensure effective decentralized planning at the district level. (Please see Exhibit 1.)

**Exhibit 1: Legislative Framework (BPRA, 2006) for DPC in Bihar**

**167. District Planning Committee-**(1) The Government shall constitute a District Planning Committee in every district, to consolidate the plans prepared by the *Panchayats* in the district and to prepare a draft development plan for the district as a whole.

**(2) The District Planning Committee shall consist of**

(a) *Adhyaksha* of the *Zila Parishad*.

(b) Such number of persons not less than four-fifth of the total number of members of the committee as may be specified by the Government, elected in the prescribed manner from amongst the members of the *Panchayats* in the district, in proportion to the ration between the population of the rural areas and of the urban areas in the district under the direction. Control and supervision of the State Election Commission: Provided that as nearly as practicable fifty percent of such elected members shall be women:

Provided further that if there is no elected member from the Scheduled Castes, Scheduled Tribes or Backward Classes categories, the Government may nominate such number of members from Scheduled Castes, Schedules Tribes or Backward Classes categories as it deems fit from amongst, the members of the *Panchayats* in the district.

(3) Members of the Lok Sabha who represent the whole or part of the district, the members of the Rajya Sabha who are registered as electors in the district all the members of the State Legislative Assembly whose constituencies lie within the district the members of the State Legislative Council who are registered as electors in the district and the District Magistrate and the Chairman of the District Co-operative Bank/Land. Development Bank shall be permanent invitees of the Committee.

(4) The Chief Executive Officer shall be the Secretary of the Committee.

(5) The *Adhyaksha* of the *Zila Parishad* shall be the Chairman of the District Planning Committee

(6) The District Planning Committee shall consolidate the plans prepared by the *Panchayats* in the district and prepare a draft development plan for the district as a whole.

(7) Every District Planning Committee shall in preparing the draft development plan-

(a) Have Regard to

(i) The matters of common interest between the *Zila Parishad*, *Panchayat Samitis*, *Gram Panchayats*, *Nagar Panchayats*, in the district including local planning, sharing of water and other physical and natural resource, the integrated development of infrastructure and environmental conservation.

(ii) The extent and type of available resources whether financial or otherwise.

(b) Consult such institutions and organizations as the Government may by order specify.

(8) The Chairman of every District Planning Committee shall forward the development plan, as recommended by such Committee to the Government.

Further, the Bihar *Panchayati Raj* Act, 2006 clearly demarcate functions for District Planning Committees formed at the district level in each district of the State. (Please see Exhibit 2)

#### **Exhibit 2: Functions of District Planning Committee**

As per the sections 146, 166 and 167 of the Bihar *Panchayati Raj* Act, 2006, the functions of DPCs are as follows:

- (1) To consolidate the plans prepared by District Board, *Panchayat* Committees, *Gram Panchayat*, of the district and to make draft of development plan for whole of the district.
- (2) To identify the local needs and objects within the framework of the National and the State Plan.
- (3) To collect, compile and update the information regarding the natural and human resources of the district for making solid database for decentralized planning and preparing details of the resources of district, town and block.
- (4) Enlisting the facilities of village, block, town and district level and its mapping.
- (5) To recommend the policies, programmes and priorities for the development of the district with a view to ensure maximum and justifiable use and exploitation of available natural and human resources.
- (6) To modify or amend and consolidate five year or Annual Development Plan prepared for rural areas, keeping in view the overall objectives and strategies of the plan.
- (7) To present the development plan to the State Government in such manner as may be prescribed.
- (8) To prepare employment scheme for the district.
- (9) To prepare estimates of financial resources for financing the district plan.
- (10) To recommend the regional and sub-regional outlay within the overall framework of the District Development Plan.
- (11) To identify such plans and programmes for which institutional finance is needed and to recommend, keeping in view the forward and backward linkage with the plan.
- (12) To recommend for ensuring the cooperation of voluntary organizations in the overall development process.
- (13) To suggest and recommend the State Government regarding such State Regional Plans which have an important relation with the process of the development of the district.
- (14) To recommend about the site selection for different works and plans.
- (15) Any such function which may be assigned by the State Government.

#### **2.2 District Planning Committees *De facto***

Though the guidelines are there and the guidelines specifically mention the role of the *Panchayats*, the *Panchayats* are not involved in the preparation of Integrated District Plan. The District Plan is prepared by the line departments and line departments send their plans to the

DPO in the district. The DPO compiles the plans of all the departments in the district and further sends it to the State Planning Board and State Planning Department where the state plan is prepared. In practice, the involvement of the *Panchayats* is negligible in making the plans of the schemes under them.

Though, the DPCs were constituted by all the districts of the State, Fifth SFC observed that planning was limited only to specific subjects including BRGF scheme and Finance Commissions funds due to lack of cooperation among the line departments and low capacity of *Panchayats* and DPCs to plan. Thus, the purposes of the Article 243ZD and provisions made in BPRA, 2006 were only partially fulfilled.

### 3. Role of Panchayats in Parallel Bodies

In order to implement the rural development activities effectively and efficiently, there are provisions of parallel bodies at all the three tiers of *Panchayats* in Bihar. The *Panchayat Act* of the State envisages the functioning of the *Zila Parishads*, *Panchayat Samitis* and *Gram Panchayats* through eleven functional standing committees having elected representatives and concerned officials as members. *Adhyaksha*, *Upadhyaksha*, *Pramukh*, *Up Pramukh* and the *Mukhia* are to be the Chairman of the standing committees as per provisions under section 75, 48 and 25 of the Act respectively. Three rungs of *Panchayats* shall have the following main parallel bodies:

**Table 7: List of Parallel Bodies in Panchayats of Bihar**

Rungs of Panchayats	List of Parallel Bodies
<i>Zila Parishad</i>	General Standing Committee, Finance, Audit & Planning Committee, Social Justice Committee, Education Committee, Committee on Public Health, Family Welfare & Rural Sanitation, Production Committee, Public Works Committee
<i>Panchayat Samiti</i>	General Standing Committee, Finance, Audit & Planning Committee, Social Justice Committee, Education Committee, Committee on Public Health, Family Welfare & Rural Sanitation, Production Committee, Public Works Committee
<i>Gram Panchayat</i>	Production Committee, Social Justice Committee, Amenities Committee, Planning, Co-ordination & Finance Committee, Education Committee, Public works Committee

Further a brief overview of parallel bodies common to all levels of *Panchayats* can be expressed via Table no. 8.

**Table 8: Parallel Bodies Common to all levels and their attributes**

**(GP level)**

Sl. No.	Name of Parallel Body	Chairperson & Member As per Circular/Rules	Functions (De jure & De facto)	Relationship with Panchayats (As per State Guidelines)
1.	Village, Health & Sanitation Committee	Lady Ward Member	Implementation of works Related health, sanitation, Cleanliness etc.	These Parallel committees have to be merged with the Standing committee of the GP, but this has not been done.
2.	Watershed Development Committee	Any Villager	Implementation of Watershed works under IWMP, etc.	These Parallel committees have to be merged with the Standing committee of the GP, but this has not been done
3.	Joint Forest management Committee	Any Villager	Implementation of Watershed works under FDA, etc.	These Parallel committees have to be merged with the Standing committee of the GP, but this has not been done.
4.	Village Education Committee	Parents of Children	Education of the children of the school	This Parallel committee has to be merged with the Standing committee of the GP, but this has not been done.

**4. Autonomy to Panchayats**

Article 243F of the Constitution deals with the provision upon which members of *Panchayats* shall be disqualified. Further the Section 136 of the State conformity act i.e. Bihar *Panchayati Raj Act, 2006* deals with the provision of disqualification for membership from *Panchayats*. Attributes related with Autonomy to *Panchayats* in Bihar can be traced through the below mentioned table. However detailed input under this head is still awaited from State.

**Table 9: Autonomy to Panchayats in Bihar**

Category	Level of Panchayats	Suspend representatives/ Panchayats	Resend for reconsideration of resolutions	Dismiss/Supersede/ Dissolve/Quash
Representatives of	District Panchayat	State Govt.	*****	State Govt./SEC

	Block <i>Panchayat</i> <i>at</i>	State Govt.	*****	State Govt./SEC
	Gram <i>Panchayat</i> <i>at</i>	State Govt.	*****	State Govt./SEC
<i>Panchayat</i> Bodies of	District <i>Panchayat</i> <i>at</i>	-	*****	-
	Block <i>Panchayat</i> <i>at</i>	-	*****	-
	Gram <i>Panchayat</i> <i>at</i>	-	*****	-
Resolutions of	District <i>Panchayat</i> <i>at</i>	-		-
	Block <i>Panchayat</i> <i>at</i>	-		-
	Gram <i>Panchayat</i> <i>at</i>	-		-
Any provision of charge sheet by State Government (Yes/No)	<b>Gram <i>Panchayat</i></b>		<b>Block <i>Panchayat</i></b>	<b>District <i>Panchayat</i></b>
		-	-	-

- denotes data not available or reply awaited from State Government

## 5. Functions Assigned to Panchayats and their Actual Involvement

Article 243G of the Constitution deals with the power, authority and responsibilities of *Panchayats* to enable them as institution of self-government in addition to 29 matters listed in the Eleventh Schedule of the Constitution for functioning of *Panchayats*. In conformity with this Constitutional provision, the Bihar *Panchayati Raj* Act, 2006 devolved 22 functions to the *Gram Panchayats* under Section 22 of the Act, 30 functions have been given to the *Panchayat Samitis* under Section 45 and 25 functions to the *Zila Parishads* under Section 71. The State Government is also in the process of devolving more functions to the *Panchayats*.

With a view to strengthen democracy at the grass root level and to make the *Panchayats* viable institutions of self governance, the Government of Bihar has transferred (September 2001) 79 functions to GPs, 60 functions to PSs and 61 functions to ZPs relating to 20 departments.,

Agriculture, Water Resources, Industry, Energy, Arts and Culture, Labor, Animal Husbandry, Education, Food, Forest, Health, Welfare, Horticulture, Industries, Minor Irrigation, Public Health, Rural Development, etc. to the *Panchayati Raj* Institutions. The same status was also highlighted as on January 2017 as per the *CAG Report on Local Bodies of Government of Bihar* published in 2017. The report further highlighted that the *Panchayats* were entrusted 621 types of responsibilities by various departments of Government of Bihar from time to time which include selection of beneficiaries, financial powers, preparation of plans, construction of infrastructure, management of programmes, monitoring works, maintenance of assets etc.

In July 2014, there was a secretary level meeting held in the State, in which all the Principal Secretaries/Secretaries of Government of Bihar serving then decided to frame Operational Guidelines for effective devolution of powers to *Panchayats*. Post this secretariat level meet, in first phase 12 Departments were selected for framing the Operational Guidelines. However, only two departments had framed the Operational Guidelines till January 2017.

The Fifth State Finance Commission also observed that the progress so far on Department wise and subject wise activity mapping was unsatisfactory and some Parastatal Bodies (PBs) were also carrying the functions of *Panchayats*. A brief representation of *de jure* and *de facto* functions attached to *Panchayats* in the State is mentioned in the table below.

**Table 10: Functions Assigned to *Panchayats* & their Actual Involvement**

Sl. No.	Functions	Delegated by Legislature	Level of <i>Panchayats</i> Actually Undertaking (Please tick the appropriate box)		
			Gram <i>Panchayat</i>	Block <i>Panchayat</i>	District <i>Panchayat</i>
<b>Core Functions</b>					
1.	Drinking Water, Water Supply for Domestic Purpose	√	√	√	√
2.	Roads	√	√	√	√
3.	Culverts	√	√	√	√
4.	Bridges	√	√	√	√
5.	Ferries	-	-	-	-
6.	Waterways	-	-	-	-

7.	Other means of Communication	-	-	-	-
8.	Building Control	-	-	-	-
9.	Land Use and Building Regulation	-	-	-	-
10.	Maintenance of Community Assets	√	√	√	√
11.	Street Lighting, Parking Lots, Bus Stops	√	√	√	√
12.	Public Conveniences	√	√	√	√
13.	Parks, Gardens, Playgrounds (Civic Amenities)	-	-	-	-
14.	Primary Health Centre/Community Health Centre	-	√	√	-
15.	Sanitation & Solid Waste Management	-	√	√	√
16.	Cremation & Burial	-	√	√	-
17.	Public Safety (Noxious Vegetation, Pests & Vermin's)	-	-	-	-
<b>Welfare Functions</b>					
18.	Poverty Alleviation Programmes	√	√	√	√
19.	Family Welfare	√	√	√	√
20.	Women & Child Development	√	√	√	√
21.	Social Welfare, Welfare of Handicapped & mentally retarded	√	√	√	√
22.	Welfare of the weaker sections, and in particular, of the Scheduled Castes & the Scheduled Tribes	√	√	√	√
23.	Public Distribution System	√	√	√	√
24.	Vital Statistics Including Registration of Births & Deaths	√	√	√	√
25.	Elementary Education	-	√	√	-
26.	Adult & Non-Formal Education	-	√	√	-



27.	Secondary Education	-	-	√	√
28.	Technical Training & Vocational Education	-	-	-	-
29.	Libraries	Bihar State Public Library and Information Centre Act, 2008	√	√	√
30.	Promotion of Cultural , Educational and Aesthetic Aspects	-	√	√	√
31.	Slum Improvement & Up gradation	-	-	-	-
32.	Fire Services	-	-	-	-
33.	Rural Housing	-	√	√	√
34.	Non-conventional Energy	-	√	√	√
<b>Agriculture and Allied Functions</b>					
35.	Watershed Development	-	√	√	√
36.	Water supply for Agriculture Purpose, Minor Irrigation, Water Management	-	√	√	√
37.	Agriculture & Agricultural Extension	-	√	√	√
38.	Land Improvement	-	√	√	√
39.	Implementation of Land Reforms	-	√	√	√
40.	Land Consolidation	-	√	√	√
41.	Soil Conservation	-	√	√	√
42.	Animal Husbandry	√	√	√	√
43.	Dairying	√	√	√	√
44.	Poultry	√	√	√	√
45.	Fisheries	√	√	√	√
46.	Social Forestry	√	√	√	√
47.	Farm Forestry	√			

48.	Minor Forest Produce	√	√	√	√
49.	Market & Fairs	-	√	√	√
50.	Regulation of Slaughterhouses	-	-	-	-
51.	Prevention of Cruelty to Animals		√	√	
<b>Industries</b>					
52.	Water supply for Commercial and Industrial Purpose	-	-	-	-
53.	Small Scale Industries	√	√	√	√
54.	Food Processing Industry	√	√	√	√
55.	Khadi, Gram & Cottage Industry	√	√	√	√
56.	Rural Electrification & Distribution	-	√	√	√

Source: State Panchayat Act, - denotes data not available

#### 6. Involvement of Panchayats in Important Schemes

The 7<sup>th</sup> Schedule of the Constitution puts 'Panchayats' into the State list, and thus the Panchayati Raj system is primarily the responsibility of the States. The Government of India and its ministries including the Ministry of Panchayati Raj, supports strengthening of Panchayats through its various schemes. These can be primarily categorized into Centrally Sponsored Schemes (subcategorized into Core, Core of the Core & Optional Schemes) and Central Sector Schemes.

Further Article 243G enables the State government to bring schemes for ensuring economic development and social justice in Panchayats in consonance with the 29 subjects or matters listed in the Eleventh Schedule of the Constitution.

In these ways Panchayats offers people living in rural areas a practical opportunity to engage with various developmental schemes being sponsored and implemented by the Union and State governments. A brief representation of such schemes and tier wise involvement of Panchayats in Bihar is as follows:

**Table 11: Involvement of 3 tiers of Panchayats in various Schemes**

Sl. No	Important Union Government Schemes	Levels of Panchayats Actually undertaking in each scheme		
		Gram Panchayats	Block Panchayats	District Panchayats
<b>A.</b>	<b>Centrally Sponsored Schemes</b>			
1.	National Social Assistance Program (NSAP)	√	√	√
2.	Mahatma Gandhi National Rural Employment Guarantee Programme (MNREGP)	√	√	√
3.	Scheme(s) for Development of Scheduled Castes	-	-	-
4.	Scheme(s) for Development of Scheduled Tribes	-	-	-
5.	Pradhan Mantri Krishi Sinchai Yojana(PMKSY)	-	-	-
6.	Green Revolution-Krishonnatti Yojana	-		
7.	White Revolution- Rashtriya Pashudhan Vikas Yojana	-	-	-
8.	Blue Revolution(Integrated Development of Fisheries)	-	√	√
9.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	√	√	√
10.	Pradhan Mantri Awas Yojana-Gramin (PMAY-G)	√	√	√
11.	National Rural Drinking Water Mission(NRDWM)	√	√	√
12.	National Rural Health Mission (NRHM)	Selection of ASHA PHFWRSC constituted at the GP level will develop a Village Health Plan. Panchayat members are part of 'Patient welfare Committee' in Health centers and hospitals to oversee the management	Panchayat members are part of 'Patient welfare Committee' in Health centers and hospitals to oversee the management	ZP will control and supervise the District Health Mission • Panchayat members are part of 'Patient Welfare Committee' in Health centers and hospitals to oversee the management.
13.	Swachh Bharat Mission-Gramin(SBM-G)	√	√	√
14.	National Programme of Mid-Day Meal in Schools	√	√	√
15.	Integrated Child Development Services(ICDS)	√	√	√
16.	Deendayal Antyodaya Yojana-National Rural Livelihood Mission(DAY-NRLM)	√		
17.	Rashtriya Swasthya Bima Yojana	-	-	-
18.	National Education Mission(NEM)	-	-	-
19.	Shyama Prasad Mukherji Rurban Mission(SPMRM)/National Rurban Mission(NRuM)	-	-	-
20.	Rashtriya Gram Swaraj Abhiyan (RGSA)	-	-	-
21.	Pradhan Mantri Sahaj Bijli Har Ghar Yojana (Rural)- PM-Saubhagya			
22.	Pradhan Mantri Annadata Aay SanraksHan Abhiyan(PM-AASHA)	-	-	-

23.	National Mission for Sustainable Agriculture(NMSA)	-	-	-
<b>B. Central Sector Schemes</b>				
1.	Crop Insurance Scheme( <i>Pradhan Mantri Fasal Bima Yojana</i> )	-	-	-
2.	Interest Subvention Scheme (for Short Term Credit to Farmers)	-	-	-
<b>C. Other Schemes</b>				
1.	<i>Deen Dayal Panchayati Raj</i> Infrastructure Scheme	√	√	√
2.	<i>Deen Dayal Upadhyaya Gram Jyoti Yojana</i>	-	-	-
3.	National e-Governance Programme(NeGP)	-	-	-
<b>D. State Government Schemes</b>				
1.	Pension Schemes	√	√	√
2.	<i>Mukhya Mantri Saat Nischay Yojana</i> /Chief Minister Seven Commitment Scheme	√	√	√
3.	Health and Sanitation	√	√	√
4.	Agriculture and Employment	-	-	-
<b>Scheme Based Performance Measures</b>		<b>Gram Panchayat</b>	<b>Panchayat Samiti</b>	<b>Zila Parishad</b>
1	Number of <i>Panchayats</i> availing Action Soft (a scheme implementation & monitoring software) or any such equivalent application in place.	-	-	-
<b>Mission Antyodaya</b>		2017-18		2018-19
2	Number of <i>Panchayats</i> covered under Mission Antyodaya in the following financial years.	7239		-
3	Number of Antyodaya <i>Panchayats</i> marked on NREGAs soft portal in the following financial years.	-		-

Source: Government of Bihar, - denotes data not available

#### 7. Grants to Panchayats by the 14<sup>th</sup> FC: Basic and Performance

The grant recommended by the 14<sup>th</sup> Finance Commission to *Gram Panchayats* has two components, basic (90%) and performance grant (10 %). Further, Ministry of Finance (Department of Expenditure) has issued detailed guidelines for the release of these two components of grant.

Thus the 14<sup>th</sup> Finance Commission recommended a total grant of Rs. 21017.83 crores for *Gram Panchayats* of Bihar for its entire award period (2015-20). It includes Rs. 18916.05 crores as basic grant and rest Rs. 2101.78 crores in the form of performance grant (2016-2020). (Please see Table 12)

**Table 12: Year-wise allocation of Grants by 14<sup>th</sup> FC to Gram Panchayats of Bihar (Rs. in crores)**

Financial Year(s)	Basic Grant	Performance Grant	Total Grant
2015-16	2269.18	0	2269.18
2016-17	3142.08	412.15	3554.23
2017-18	3630.39	466.41	4096.80
2018-19	4199.71	529.67	4729.38
2019-20	5674.70	693.55	6368.25
2015-20 (Entire Award Period)	<b>18916.05</b>	<b>2101.78</b>	<b>21017.83</b>
% Share of Bihar (Among all States)	<b>10.49</b>	<b>10.49</b>	<b>10.49</b>

The primary objective of awarding basic grant (in the form of an unconditional grant) to Panchayats by the 14<sup>th</sup> Finance Commission is to deliver basic civic services. These includes water supply, sanitation and septic management, sewage and solid waste management, storm water drainage, maintenance of roads, footpaths and community assets, street lighting, burial ground and any other basic services within the functions assigned via legislations.

The distribution formula for basic grant to Panchayats in the State is decided by the respective SFC. However in case it is not in place, share of each Gram Panchayat is to be decided through two parameters namely population (as per Census figure 2011) and area. These parameters are having weightage of 90 and 10 per cents respectively. However, as far as *de facto* allocation of Basic and Performance Grants are concerned it is suggested to refer Tables 13 and 14.

**Table 13: Basic Grants awarded to Gram Panchayats in Bihar (in Rs. Crores)**

Installments of 14 <sup>th</sup> FC Grants	14 <sup>th</sup> FC Grants Released by GoI		Released by State	
	Amount (In Rs. Crores)	Received by State on DD/MM/YYYY	Amount (In Rs. Crores)	Released to Panchayats on DD/MM/YYYY
1 <sup>st</sup> for the year 2015-16	1134.59	02/07/2015	1134.59	17/07/2015
2 <sup>nd</sup> for the year 2015-16	1134.59	23/03/2016	1134.59	07/04/2016
1 <sup>st</sup> for the year 2016-17	1571.04	21/12/2016	1571.04	28/12/2016
2 <sup>nd</sup> for the year 2016-17	1571.04	09/03/2017	1571.04	20/03/2017
1 <sup>st</sup> for the year 2017-18	1815.20 (Released)	-	-	-
2 <sup>nd</sup> for the year 2017-18	1815.19 (Released)	-	-	-
1 <sup>st</sup> for the year 2018-19	2099.85 (Released)	-	-	-
2 <sup>nd</sup> for the year	2099.85	-	-	-

2018-19	(Released)			
1 <sup>st</sup> for the year	2837.35	-	-	-
2019-20	(Released)			
2 <sup>nd</sup> for the year	2837.35	-	-	-
2019-20	(Not Released)			

- Date Not available/assigned

Also the 14<sup>th</sup> Finance Commission has recommended 10 per cent share of grant in the form of performance grant to address following issues: i) to ensure availability of reliable data on expenditure and receipts of *Panchayats* through audited annual account; ii) augmentation of own source revenue of *Panchayats*. The performance grants are to be disbursed from second year of the award period (2016-17 onwards) based upon some conditionality.

**Table 14: Performance Grant awarded to Gram Panchayats in Bihar by 14<sup>th</sup> FC**

Sl. No.	Performance Grants	2017-18	2018-19
1.	Status of Performance Grants released to <i>Gram Panchayats</i> for following financial years (Yes/No)	No	No
	<b>Mandatory Conditions Related to Performance Grants</b>	<b>2015-16</b>	<b>2016-17</b>
2.	Number of <i>Gram Panchayats</i> that have submitted <u>Audited Annual Account</u> for the following financial years	-	-
3.	Number of <i>Panchayats</i> where an increase in Own Sources of Revenue is reflected in the Audited Annual Account for the following financial years	-	-
4.	Number of <i>Gram Panchayat</i> which have uploaded their GPDP on PlanPlus portal for following financial years	<b>2017-18</b>	<b>2018-19</b>
		6268 out of 8389	5800 out of 8386
	<b>Additional Conditions Related to Performance Grants</b>	<b>2016-17</b>	<b>2017-18</b>
5.	Number of <i>Gram Panchayats</i> declared Open Defecation Free (ODF) status in the following financial years	-	3954
6.	Number of <i>Gram Panchayats</i> achieved universal immunization (0-2 year age group children) status in the following financial years	-	-

#### 8. State Finance Commission (SFC)

Article 243I of the Constitution requires every State Government to constitute, once in five year, a State Finance Commission to review the financial position of *Panchayats*, to decide upon revenue sharing between the State and Local Governments as well as other related fiscal and governance issues.

As per the Section 168 of the Bihar *Panchayati Raj* Act, 2006, State Finance Commission is responsible to review the financial position of the Gram *Panchayat*, *Panchayat Samiti* and Zila Parishads in the State.

### **Role and Responsibility of SFC**

- The distribution between the State and the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them and the allocation between the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads of their respective shares of such proceeds;
- The determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads;
- The grants-in-aid to the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads;
- The measures needed to improve the financial position of the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads;
- Any other matter referred to the Finance Commissions by the Governor in the interest of sound finance of the Gram *Panchayats*, *Panchayat Samitis* and Zila Parishads;

### **Composition of SFC**

The Finance Commission shall consist of Chairman and two other members who shall possess such qualifications and shall be selected in such manner as may be prescribed.

### **Powers & Functions of SFC**

Finance Commission has the following powers for the performance of its functions:

- Call for any record from any officer or authority
- Summon any person to give evidence or produce a record
- Such other powers as may be prescribed

Till date in Bihar, a total of five State Finance Commissions have submitted their respective reports. The 5th State Finance Commission (5th SFC) of Bihar was constituted in December 2013 via Notification no. SFC (5) 01/2013/2530 in accordance with the Constitution and as provided in Section 168 of the Bihar *Panchayati Raj* Act, 2006 (BPRA, 2006). A brief chronology of State Finance Commissions formed in the State is mentioned in the table below.

**Table 15: Chronology of Bihar SFCs and Recommended Devolution to Panchayats**

Bihar SFC	Period Covered	MM/YY of Formation	MM/YY of Report Submission	MM/YY of ATR laid before the Legislature	Recommended Devolution
1 <sup>st</sup> SFC	NA	04/94	NA	NA	No Report submission
2 <sup>nd</sup> SFC	1998-99 to 2002-03	06/99	09/01	NA	Interim Recommendations Distribution of 10 <sup>th</sup> & 11 <sup>th</sup> FC Grants among Panchayats: <b>GP:PS:ZP::93:6:1</b> Grant distributed by the Govt. of Bihar: <b>GP:PS:ZP::92:6:2</b>
3 <sup>rd</sup> SFC	2003-04 to 2007-08	07/04	11/04	03/07	Amount not exceeding <b>3 per cent</b> of the States' total tax revenue from its own taxes net of the collection costs shall be devolved to the <i>Panchayats &amp; Municipalities</i> . <b>Share of each Panchayat:</b> limited to the resources raised by the respective ZPs as a matching contribution.
4 <sup>th</sup> SFC	2010-15	06/07	06/10		<b>7.5 per cent</b> in State's own tax revenue (net of collection costs) –devolution to <i>Panchayats &amp; Municipality</i> .
5 <sup>th</sup> SFC	2015-20	12/13	01/16		For <i>Panchayats</i> : Devolution amount: Rs. 12735 crores & Total Grant -Rs. 5785 crores,  Local Government: Recommended Devolution as % of Divisible Pool (2015-20)- <b>8.5 to 9.0 %</b> Recommended Devolution plus Grant (as % of Consolidated Fund of State,2015-20)- <b>2.75 to 3.25 %</b>

NA-Not Available, Source: SFCs Reports

**9. Money Transferred on Account of Bihar State Finance Commission(s) to Panchayats**

For the present award period i.e. 2015-20 the 5<sup>th</sup> SFC of Bihar has recommended devolution and grants-in-aid for *Panchayats*, the same are briefly mentioned in the table below.



**Table 16: Proposed Money Transfer to Panchayats by the 5<sup>th</sup> SFC (in Rs. Crores)**

Financial Year (s)	CFS	Devolution	Devolution (As % of CFS)	Grants	Grants (As % of CFS)	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7=3+5)
2015-16	121064	1780	1.47	555	0.45	2335
2016-17	159496	1940	1.22	935	0.58	2875
2017-18	193107	2390	1.24	1085	0.56	3475
2018-19	229971	2960	1.28	1525	0.66	4485
2019-20	274266	3665	1.34	1685	0.61	5350
Total (2015-20)	<b>977904</b>	<b>12735</b>	<b>1.30</b>	<b>5785</b>	<b>0.59</b>	<b>18520</b>

Source: 5<sup>th</sup> SFC Report, Bihar, CFS-Consolidated Fund of State.

### 10. Empowerment of Panchayats to impose/collect Revenue

Article 243H of the Constitution enable the Legislature of a State to make law in order to authorize *Panchayats* to levy, collect and appropriate taxes, duties, tolls and fees. In accordance with this Constitutional provision the Bihar *Panchayat Raj* Act, 2006 empowers *Gram Panchayat*, *Panchayat Samiti* and *Zila Parishad* to impose taxation under Sections 27, 55 and 82 respectively. Section 27 of the Act authorizes the *Gram Panchayats* to impose taxes on holdings, professions, registration of vehicles, water and lighting charges and conservancy tax where such services are provided. Under Section 55, the *Panchayat Samitis* have power to tax ferries, fee on registration of vehicles, conservancy tax for sanitation, licensing of hats and bazaars, water tax, lighting tax where the service is provided by the *Samiti*. Under Section 82 of this act, the *Zila Parishad* may impose taxes on Ghats, registration of boats and vehicles, conservancy tax, licensing of melas, charges for lighting arrangements and water tax.

These taxes are subject to such rules and the maximum rates as the Government may prescribe. These taxations assist the *Panchayats* to add own source of revenue in their basket.

Despite above mentioned provisions regarding taxations, the GPs and the PSs have not augmented their own sources of revenue so far, because the State Government has not yet notified maximum rates of taxes, tolls and fees etc. to be imposed by them. This has been noticed by the Fourth SFC (June 2010).

**Table 17: List of Important Taxes & Non-Taxes Assigned to Panchayats in Bihar**

	Taxes	Levied/ Collected	Appropriated	Deposited	Provisions	Non-Taxes	Levied/ Collected	Appropriated	Deposited	Provisions
<b>Bihar</b> GF- <i>Gram Panchayat</i> Fund, IF- Intermediate <i>Panchayat</i> Fund/ <i>Panchayat</i> at <i>Samiti</i> Fund, DF- District <i>Panchayat</i> at/ <i>Zila Parishad</i> Fund (Gram Panchayat-V, Panchayat at Samiti-I, Zilla Parishad - D)  Bihar Panchayat at Raj Act, 2006.	Tax on Occupants of holdings	V	V	GF	S/27(1)(a)	Fees on registration of boats & vehicles	V,I, D	-	-	S/27(2)(a) S/55(1)(b)(i) S/82(1)(b)(i)
	Tax on Profession trades, callings and employment	V	V	GF	S/27(1)(b)	Fee(Sanitary Arrangements @Pilgrimage, Fairs)	V,I, D	V,I,D	GF, IF, DF	S/27(2)(b) S/55(1)(b)(ii) S/82(b)(i)
	Tolls (Ferry)	I,D	-	-	S/55(1)(a), S/82(1)(a)	Water rate	V,I, D	V,I,D	GF, IF, DF	S/27(2)(c) S/55(1)(a)(iv) S/82(1)(b)(v)
						Lightning Fee	V,I, D	-	GF, IF, DF	S/27(2)(d) S/55(1)(a)(v) S/82(1)(b)(iv)
						Fee for license of fair or mela	D	D	DF	S/82(1)(b)(iii)
						Conservancy rate	V	V	GF	S/27(2)(e)
						Fee for license haat or market	I	I	IF	S/55(1)(b)(iii)

**11. GST Implications on Panchayats in Bihar**

The Government of Bihar has passed the Bihar Goods and Services Tax Act, 2017 (Bihar Act No. 12 of 2017) to make provision for the levy and collection of tax on intra-State supply of

goods or services or both by the State of Bihar and the matters connected therewith. The legislation has also affected the tax-handles of *Panchayats* in the State. A brief picture of taxes affected by the State GST Act is presented in the table mentioned below.

**Table 18: Major Alterations in Tax-handles of *Panchayats* of Bihar post-GST**

Affected Legislations	Pre-GST	Post-GST		Bihar SGST Act, 2017
	Taxes	Subsumed	Status	
Bihar <i>Panchayati Raj</i> Act, 2006	Entertainment tax	Yes	<i>Repealed</i> : The Bihar Entertainment Tax Act, 1948	<p><b>S/7 (2)(b)</b> - Such activities or transactions under taken by the Central Government, a State Government or any <b>local authority</b> in which they are engaged as public authorities, as may be notified by the Government on the recommendations of the Council shall be treated neither as a supply of goods nor a supply of services.</p> <p><b>S/51 (1)(b)</b> - Tax deduction at source/TDS- The Government may mandate local authority to deduct tax at source or <b>TDS</b> at the rate of <b>1 per cent</b> from the payment made to the supplier /deductee of taxable goods &amp; services ,where the total value of such supply &gt; <b>INR 2,50,000/-</b></p> <p><b>S/52-</b> Collection of tax at source</p> <p><b>S/173</b> - <b>Repeal</b> of following acts namely-</p> <p>(a)The Bihar Value Added Tax Act, 2005,except in respect of goods included in the Entry 54 of the State List of the Seventh Schedule to the Constitution;</p> <p>(b) the Bihar Tax on Entry of Goods into Local Areas for Consumption, Use or Sale There in Act,1993;</p> <p>(c) the Bihar Taxation on Luxuries in Hotels Act,1988;</p> <p>(d) the Bihar Entertainment Tax Act, 1948;and</p> <p>(e) The Bihar Advertisement Tax Act, 2007.</p>
The Bihar Entertainment Tax Act, 1948	Tax on Profession, Trades, Calling & Employment	-	<i>Rates revised for Dealer</i> registered or not registered under Bihar VAT Act, 2002 or Bihar SGST Act, 2017	
The Bihar Advertisement Tax Act, 2007				
	Advertisement tax	Yes	<i>Repealed:</i> The Bihar Advertisement Tax Act, 2007	

## 12. Expenditure of Panchayats in Bihar

A brief representation of expenditure projected to be incurred on various heads as mentioned by the latest 5<sup>th</sup> Bihar State Finance Commission for its award period i.e. 2015-20 is given in the table below.

**Table 19: Projection of Total Expenditure as per the 5<sup>th</sup> Bihar SFC (in Rs. Crores)**

Items	Financial Year(s)					Total
	2015-16	2016-17	2017-18	2018-19	2019-20	
Operation & Maintenance(O &M)	6023	7232	8704	10500	12698	45157
Capacity Building	285	966	935	1606	1585	5377
<i>Panchayat Sarkar Bhawan</i>		750	750	250	250	2000
<i>Gram Katchahry</i>	344	346	390	351		
DPC		30	30	30	30	122

Further the total expenditure by three tiers of *Panchayats* in Bihar under various heads in last five years (2013-18) is as follows:

**Table 20 Total Expenditure by Panchayats (Expenditure in Rs. Lacs)**

Tiers of Panchayats	Financial Year Wise Total Expenditure					Total (2013-18)
	2013-14	2014-15	2015-16	2016-17	2017-18	
<i>Zila Parishad</i>	1745.00	1690.00	1787.00	1688.00	1565.00	8475.00
<i>Panchayat Samiti</i>	3140.00	3041.00	3217.00	3039.00	2817.00	15254.00
<i>Gram Panchayat</i>	12560.00	12165.00	12868.00	12164.00	11267.00	61024.00
<b>Total</b>	<b>17445.00</b>	<b>16896.00</b>	<b>17872.00</b>	<b>16891.00</b>	<b>15649.00</b>	

Source: Government of Bihar

## 13. Gram Sabha (GS)

Article 243 A of the Constitution enables *Gram Sabha* to exercise such powers and perform such functions at the village level as the Legislature of a State may, by law provide. In conformity of this constitutional provision, the Bihar *Panchayati Raj* Act 2006 accord the *Gram Sabha* as one of the most important element of village under Chapter II and Section 3 of the Act. The *Gram Sabha* is the most supreme body in the participatory decision process under decentralization. Most of the powers have been accorded to the *Gram Sabha* in the *Panchayat* system. Further the

Government of Bihar enacted the Bihar *Gram Sabha* (Co-ordination of Meeting and Procedure for Conduct Rules), 2012 to ensure smooth conduct of meetings of *Gram Sabha* in the village.

**Period of Meeting:** The *Gram Sabha* shall meet from time to time but not more than three months shall intervene in between any two meetings.

**Convening of Meetings:** There shall be a notice to be published in the Office of the *Gram Panchayat* regarding meeting of GS. The same shall be brought to the notice of the public by beat of drum or by any other means of publicity as prescribed. It shall be the responsibility of the *Mukhiya* to convene the meeting of the *Gram Sabha* at regular intervals as specified under the Act. In case he fails to convene the meeting as specified, the Executive Officer of the *Panchayat Samiti* may convene such meeting on this fact being brought to his notice. The Executive Officer may depute a Government servant to be present in such a meeting on his behalf.

**Mandated Quorum:** It is 1/20<sup>th</sup> of the total Members of GS as per the Section 5(1) of the BPR, 2006. Further, as per the Section 5(2) of the Act, if at the time appointed for the meeting, quorum is not complete or if the meeting has begun and attention is drawn towards want of quorum, the presiding authority shall wait for one hour and if within such period there is no quorum, the presiding authority shall adjourn the meeting to such time on the following date on which future day as he/she may fix. The business which could not be considered at the meeting so postponed for want of quorum shall be brought before and disposed of at the subsequent adjourned meeting or meetings for which a quorum of one fortieth of the total members of the *Gram Sabha* shall be required.

**Presiding Officer:** Every meeting of the *Gram Sabha* shall be presided over by the *Mukhiya* of the concerned *Gram Panchayat* and in his absence by the *Up-Mukhiya*.

**Matters for Consideration:** The *Gram Sabha* shall consider following matters:

- The annual statement of accounts of the *Gram Panchayat*, the report of administration of the preceding financial year and the last audit note and replies, if any, made thereto;
- The budget of the *Gram Panchayat* for the forthcoming financial year;

- The report in respect of development programmes of the *Gram Panchayat* relating to the preceding year and development programmes proposed to be undertaken during the current year;
- Reports of the Vigilance Committee.

**Functions of *Gram Sabha*:** The *Gram Sabha* shall perform the following functions:

- Rendering assistance in the implementation of developmental schemes pertaining to the village;
- Identification of beneficiaries for the implementation of developmental schemes pertaining to the village : Provided that in case the *Gram Sabha* fails to identify the beneficiaries within a reasonable time, the *Gram Panchayat* shall identify the beneficiaries;
- Procuring voluntary labour and contributions, in kind or in cash or both, for community welfare programmes;
- Providing all assistance in the programmes of mass education and family welfare within the village;
- Promotion of unity and harmony among all sections of society in the village;
- Seeking clarifications from the *Mukhiya*, *Up-Mukhiya* and members of the *Gram Panchayat* about any particular activity, scheme, income and expenditure; and
- Discussing and recommending appropriate action with regard to reports of the Vigilance Committee;
- Such other matters as may be prescribed.

#### 14. *Gram Panchayat Development Plan (GPDP)*

“Completion of the *Gram Panchayat Development Plan (GPDP)* of the year of performance grants disbursement and uploading the same on PlanPlus portal” is one of the mandatory criteria prescribed by the Ministry of *Panchayati Raj (MoPR)* for the eligibility of performance grant by 14<sup>th</sup> Finance Commission for the 2017-18 to 2019-20 periods. Thus the 14<sup>th</sup> Finance Commission award has created an opportunity for convergent plans at the level and leadership by *Panchayats* in providing basic services to the people.

MoPR has further supported States to develop State specific guidelines for *Gram Panchayat* Development Plans (GPDP). This plan covers all the commanding resources of *Panchayats* including 14<sup>th</sup> Finance Commission funds, MGNREGS funds, *Swachh Bharat* funds, etc. The GPDPs emerge as an opportunity for the local community to set local development agenda and to find local solutions to development issues. Year-wise status of GPDP in State of Bihar can be presented through following table:

**Table 21: GPDP Status in Bihar (2015-2020)**

Financial Year	Plans Prepared
2015-16	8391
2016-17	8391
2017-18	10066
2018-19	4008
2019-20	6042
<b>Total GPDP (2015-20)</b>	<b>36898</b>

**People's Plan Campaign (PPC) for Gram Panchayat Development plan (GPDP) – *Sabki Yojana Sabka Vikas*:**

*Gram Panchayats* have been mandated for the preparation of *Gram Panchayat* Development Plan (GPDP) for ensuring economic development and social justice while utilizing the resources available to them. The GPDP planning process has to be comprehensive and participatory in its nature which involves the full convergence with Schemes of all related Central Ministries / Line Departments related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. *Panchayats* have a significant role to play in the effective and efficient implementation of flagship schemes on subjects of National Importance for transformation of rural India. The People's Plan Campaign was commenced from 2nd October to 31st December, 2018 for preparing GPDP for 2019-20. The campaign initiated under "*Sabki Yojana Sabka Vikas*" will be an intensive and structured exercise for planning at *Gram Sabha* through convergence between *Panchayats* and concerned Line Departments of the State.

**Table 22: Consolidated Status of Peoples Plan Campaign in Bihar (January 2019)**

Important Credentials	Number	Per Cent
Gram Sabha Scheduled	7109	84.8
Gram Sabha Held	7108	84.8
GPDP Approved as per Facilitator's Feedback	2556	30.5
GPDP uploaded on PlanPlus	0	0
GPDP under process on PlanPlus	40	0.5
Total GPDP (Uploaded & Under process)	40	0.5

## 15. Transparency and Anti-Corruption

Bihar *Panchayati Raj* Department has established Help Line service at the State HQ level to address the grievances of *Panchayats*. Again the State government has made important amendments under the BPR Act, 2006 for ensuring grievance redressal & transparency at all the rungs of *Panchayats*. Sections 2, 18, 31, 44, 55, 59, 70, 82, 86, 97, 152 and 168 of Bihar *Panchayat Raj Act*, 2006, have been amended to make provisions for appointment of *Lok Prahari* for examining complaints against the office bearers, officers and employees of *Panchayati Raj Institutions* and *Gram Kachahari*, imposition of property tax by *Panchayati Raj Institutions*, audit of *Panchayati Raj Institutions* through Comptroller & Auditor General of India or through its authorized agency, presentation of an Annual Report in the state legislature; and specifying eligibility and disqualification of the Chairperson and members of the Finance Commission.

*Panchayati Raj* Department, Bihar has Public Information Officer (PIO) and PIOs have been notified at each level of *Panchayats*. Under the RTI Act, all the three tiers of *Panchayat* provide information. There are designated information officers at all the rungs of *Panchayats* in the state which are as follows.

<b>Rungs of <i>Panchayats</i></b>	<b>Designated Information Officer</b>
Gram <i>Panchayat</i>	<i>Panchayat</i> Secretary
Block <i>Panchayat</i>	Block <i>Panchayati Raj</i> Officer
District <i>Panchayat</i>	District <i>Panchayati Raj</i> Officer (DPRO)

In similar pattern, the 1<sup>st</sup> and 2<sup>nd</sup> Appellate Authorities under RTI Act at the three rungs of *Panchayats* in Bihar are as follows:

<b>Rungs of <i>Panchayats</i></b>	<b>1<sup>st</sup> Appellate Authority</b>	<b>2<sup>nd</sup> Appellate Authority</b>
Gram <i>Panchayat</i>	Block Development Officer/B.D.O.	Sub Divisional Officer/ S.D.O.
Block <i>Panchayat</i> :	Block Development Officer/B.D.O.	Sub Divisional Officer
District <i>Panchayat</i> :	District Development Commissioner	District Magistrate/DM



## 16. Infrastructure

Infrastructure of *Panchayats* is one of the most fundamental attribute which is necessary for proper functioning of the system of grass root level democracy itself. The government of Bihar has taken multiple steps in order to ensure efficient and effective infrastructure i.e. physical as well as digital for supporting *Panchayats* in the State.

### **Steps Taken to Strengthen Physical Infrastructure of *Panchayats* in Bihar:**

The establishment of *Panchayat Sarkar Bhawan* in all the *Gram Panchayats* is among the high priorities of the Government of Bihar. The objective of this project was to establish *Panchayat Sarkar Bhawan*, an Integrated Centre for Local Governance in all 8386 *Gram Panchayats* in accordance with the vision and guidance of the Hon'ble Chief Minister, Bihar. *Panchayat Sarkar Bhawan* thus, will be seen as a distinguished governance centre embodying the spirit of governance in *Panchayats*. As per the design, *Panchayat Sarkar Bhawan* is a two-storied building in which provision has been made for offices for the elected representatives and functionaries of *Panchayat* institutions. Other facilities include *Gram Kachahari Nyayalaya* Hall, space for proper upkeep and safety of official records, store, and hall for meeting of *Panchayat* / standing committee, reception area for the public, service centre for providing computerized services, pantry and toilet and also for conducting participatory meetings such as Gram Sabha etc. In addition to the above, these *Bhawans* can also be utilized for disaster management such as flood, drought etc. Furthermore, it facilitates *Gram Panchayat* services for rural people who currently undertake multiple visits to various Offices. The estimated construction cost of *Panchayat Sarkar Bhawan* with a built up area of 5920 sq.ft. is approximately Rs. 82 lakh. After such *Bhawans* has come into existence, they have enabled the *Panchayats* to be more accountable and transparent in their functioning. Clusters have been formed consisting on an average 5-8 *Gram Panchayats*. One *Panchayat Sarkar Bhawan* has been constructed in each cluster.

### **Steps Taken to Strengthen Digital Infrastructure of *Panchayats* in Bihar:**

- Information Technology Cells (ITCs) have been formed in all the 534 *Panchayat Samitis*, by providing services of trained computer personnel. The computer personnel have been

deployed in all the 38 ZPs. Guidelines have been sent to all ODC-cum-CEO ZP to Purchase the infrastructures and connectivity at block level for *Panchayat Samiti*.

- The accounts of the *Panchayats* are being maintained online by using **PRIASoft**, ensuring accountability and transparency. All the 38 ZPs, 534 *Panchayat Samitis* have internet connectivity either by Broadband or Wi-Max. Moreover, funds have been provided to all the Deputy Development Commissioner to meet the recurring cost of the Internet at the *Panchayat Samiti* level.
- This accounting software- PRIASOFT helps to ensure transparency and accountability in the *Panchayats*. A team of 118 Master Trainers has been created. They include District *Panchayat Raj* Officers, accounts officers and computer operators of all the 38 districts. In the first stage, they have provided training to the district level trainers, who in turn will provide training at the block level. Now, the accounts are being maintained in this software at the block level also.
- **Plan Plus** software is being utilized for the preparation of plans and monitoring of the BRGF programme and there is a continuous training programme for the concerned officials, the elected representatives and all those working with the *Panchayats*.
- Net connectivity for the block and district level *Panchayats* is being provided under the Bihar State Wide Area Network (BSWAN). For village level *Panchayats*, Common Service Centers (CSCs), are to be structured under public-private-partnership.
- Private sector giants like ITC, Unilever etc. have already established their business kiosks, loosely referred to as *Kisan Suchna Kendras* to augment their services. These kiosks offer a range of services to farmers such as prices of fertilizers and their uses, prices for farmer products (cereals, vegetables etc.) in distant whole-sale markets as well as weather related information. These information kiosks also double up as distribution channel for seeds, fertilizer, and some consumer goods. By providing the wherewithal, the BRGF is enabling such innovative steps
- The State government has started using other software applications also, which are as follows: Local Govt. Directory, *Panchayats* Profiler, Asset Directory, Action Soft, GIS etc.

## 17. Training Institutions / Activities

The State of Bihar has its own capacity building framework to train the elected representatives and *Panchayat* functionaries. The Government of Bihar laid foundation stone of Bihar Institute of Public Administration and Rural Development or BIPARD in the year 2006. The *Panchayati Raj* Institute and the training of the recently elected representatives of the *Panchayats* is being taken up by BIPARD on behalf of the Government which will entail training 1600 Master Trainers, who subsequently will train at the Block level to 2.65 lakhs *Panchayat* Representatives. A glimpse of training activities and institutions for *Panchayats* in Bihar are as follows:

- The *Panchayati Raj* Department, Government of Bihar has 9 divisional level Training Institutes with inadequate faculty.
- The *Panchayati Raj* Department has 216 Master Resource Persons who are imparting training program of ERs of *Panchayats*.
- Regular Faculties of Bihar Institute of Public Administration and Rural Development (BIPARD) are also used for imparting training.
- The *Panchayati Raj* Department has about 2136 District Resource Persons (DRPs). The DRPs are responsible for imparting training to Elected Representatives and functionaries of *Panchayats* at all three levels.
- The four days Training Program for elected representatives and functionaries of *Panchayats* was initiated in the month of December 2012 which continued till 2<sup>nd</sup> week of February, 2013. Almost 90% of ERs & functionaries of *Panchayats* have been trained on the topics like *Panchayati Raj* Act & Rules, Role & Responsibilities, *Panchayat* Accounts, Transparency & Accountability, E-*Panchayat*, Social Audit, Schemes and Program of PRD/MoPR, Leadership & effective Communication, Gender and Governance, and drinking water & sanitation related to PHED.
- The above mentioned four days foundation course has been conducted for about 1.37 lakhs elected representatives of *Panchayats*, including functionaries of *Panchayati Raj* Department and officials implementing *Panchayati Raj* schemes.

- With technical support from UNICEF, quality monitoring of four days Training Program of elected representatives and functionaries of *Panchayats* at all the three rungs of *Panchayats* has been done.
- Training Modules and Training Materials have been prepared at the State level by the Department of *Panchayati Raj*. The modules comprise Bihar *Panchayat Raj* Act 2006, development schemes, transparency and accountability, financial management and accounts, leadership, gender and governance, E-*Panchayat* etc. as major subjects. Further, a pool of 216 Master Resource Persons and 2136 district resource persons have been developed throughout the State by the Department for training of elected representatives and functionaries of *Panchayats* tier wise at all three levels.
- A seven day orientation training programme was organized in 2010-11 for all the elected representatives (ERs) functionaries. During this period. More than one lakh elected Representatives and PRD Officials were trained at all three levels.
- Further, during 2012-13, four days induction training program has been conducted thereby covering almost 90% of elected Representatives and functionaries of *Panchayats* post *Panchayat* election of 2011.
- The Deputy Development Commissioner - cum CEO, ZP along with the District *Panchayati Raj* Officer (DPRO) are responsible for overseeing & coordinating activities of the *Panchayats* at the district level and below, were entrusted with the task of organizing the training activities at the district and lower levels.
- Bihar Institute of Public Administration and Rural Development (BIPARD) organizes the training of Master Resource Persons and District Resource Persons at the State level at regular intervals.

Here are the fund details which are being transferred by the Union Government through channel of centrally sponsored scheme to states for enhancing capacity building measures at *Panchayats* of Bihar.

**Table 23: Funds Released for Training in *Panchayats* of Bihar (in Rs. crores)**

Financial Year (s)	Funds Released (Via RGPSA/CB-PSA/RGSA)
2014-15	63.67
2015-16	0.00
2016-17	0.00

2017-18	0.00
2018-19	4.25
<b>Total</b>	<b>67.92</b>

Note: RGPSA- Rajiv Gandhi Panchayat Sashaktikaran Abhiyan, CB-PSA- Capacity Building-Panchayat Sashaktikaran Abhiyan, RGSA-Rashtriya Gram Swaraj Abhiyan (all are centrally sponsored schemes)

Further table mentioned below presents the picture of trainees belonging to *Panchayat* system undergone training since 2014 in the state of Bihar.

**Table 24: Number of Trainees (Panchayat Functionaries & Elected Representatives)**

Year	Numbers
2014-15	-
2015-16	62568
2016-17	251906
2017-18	0
2018-19	339950
<b>Total Trainees</b>	<b>654424</b>

#### 18. E-Connectivity & ICT Measures Taken

Information and Communication Technology (ICT) can be defined as the electronic means of capturing, processing, storing and communicating information. ICT may be computer hardware, software and network. Realizing the transformative potential of ICT, the Government of India and various state governments have initiated the process of applying ICT measures to reform rural local governance for improving the delivery of public services through greater transparency and accountability.

The Government of India launched an ambitious project named National e- Governance Plan (NeGP) in year 2006, which aims at transformation of the governance landscape by means of citizen participation in policy making and easier information accessibility. Further, NeGP aims at "Making all Government services accessible to the common man in his/her locality, through common service delivery outlets and ensuring efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man." Under the aegis of Digital India program, e- *Panchayat* is one such Mission Mode Project (MMP), which is currently in its implementation phase and aims to empower and transform rural India.

The Ministry of *Panchayati Raj* introduced a nationwide IT initiative named e- Governance project which aims to transform the *Panchayats* into symbols of modernity, transparency and

efficiency. Its vision is to ensure people's participation in programme, decision making, implementation and delivery. The project aims to automate the functioning of nearly 2.55 lakhs elected *Panchayats*. In one of the round table conferences organized by this Ministry, the use of Information and Communication Technology (ICT) in *Panchayats* for effective execution and monitoring of rural development programmes was recommended. Thus, began the era of e-*Panchayat* and use of ICT interventions in the functioning of *Panchayats*.

As per the 5<sup>th</sup> SFC of Bihar, status of some common core application modules can be traced through table mentioned below:

**Table 25: Status of 11 Common Core Application Modules in Bihar**

List of Modules	FY 2013-14	FY 2014-15	Status
PriaSoft (Closing of books after Completion of entries)	31 districts. 484 Blocks. 7683 GPs.	36 districts. 3 Blocks. 60 GPs.	Data not updated after 2014-15
Service Plus (Not Implemented in Bihar)	Feasibility and infrastructure reports for the selected districts approved, formats of the services finalized and communicated to NIC Patna for definition of technical modifications.		
Area Profiler (Complete Local Government Profile)	All districts. 483 Blocks. 6942 GPs.	-na-	Data not updated after 2014-15
Plan Plus (Uploading plans)	36 Districts. 512 Block. 8025 GPs.	26 ZP. 375 IP. 5367GP.	do
Local Govt. Directory i) Completion of mapping	100% Village. Ward mapping in Progress	100 % Village 100 % GPs	do
ii) Updating of list of <i>Panchayats</i>	-	100 % District, BPs, GPs	-
iii) Mapping of GP to Assembly and Parliamentary Constituencies	-	Only name of PC/AC entered	-
National <i>Panchayat</i> Portals	NPP close to 100% for ZP. Blocks and GP level work under way	Content uploaded 38 ZP. 522 IP. 5997 GP.	Data not updated after 2014-15.
Asset Directory	Entries in progress.	-na-	Data not available on website
Social Audit	Guidelines of PRD is awaited	Not rolled out	-

Training Management	Not rolled out	Not rolled out	-
Action Soft	Work under Progress in all Districts, Blocks and GPs	-na-	Data not available on website
GIS	Not rolled out	Not rolled out	Website closed

Source: 5<sup>th</sup> SFC Report, Bihar

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