

**HANDBOOK**  
**ON**  
**PANCHAYATI RAJ SYSTEM IN ARUNACHAL**  
**PRADESH**

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# CHAPTER – 1

## PANCHAYATI RAJ SYSTEM: CONCEPT

### INTRODUCTION

Mahatma Gandhi, the father of nation advocated the revival of traditional Panchayat system so that the “GRAM SWARAJ” could become a reality. He viewed Panchayats as an instrument with ultimate aim to create the basis for the governance of the country. According to him *“Independence (of India) must begin at the bottom... every village will be republic of PANCHAYAT having full powers..... every village has to be self –sustained and capable of managing its affairs. The nation since independence has struggled and made efforts to realize the vision of the Gram Swaraj.*



This chapter aims at answering few basic questions that will help readers in understanding the fundamentals of the Panchayat Raj in the light of the 73<sup>rd</sup> Constitution Amendment and Arunachal Pradesh Panchayati Raj (Amendment) Act, 2018.

#### **Q. What is Panchayati Raj?**

**Ans.** It is a constitutional body, democratically elected and decentralized unit of rural government. It aims at people’s participation in the decision making process and local self-management.

#### **Q. Why Panchayati Raj?**

**Ans.** India is a representative democratic country *of the people, by the people, for the people*. We elect our representatives to the Lok Sabha & Legislative Assembly at the National and State level respectively. To bring democracy closer to the people, Panchayati Raj Institutions have been formed at the District, Block and village level. In order to strengthen this system “**Gram Sabha**”, which is a platform for direct involvement & participation of village communities has been laid down as the foundation.

#### **Q. What is the brief history of Panchayati Raj System?**

**Ans.** Inclusion of Panchayats under Directive Principles of State Policy in Article 40 was the landmark constitutional initiative. It was mentioned that “the state shall take steps to organize village Panchayats and endow them with such powers and authority, as may be necessary to enable them to function as **units of self-government**”. The Panchayati Raj introduced in early sixties was the major step in the independent India towards institutional building process, which ultimately laid the foundation of democratic decentralization. The 73<sup>rd</sup> Constitutional Amendment 1992 was a part of this process in order to realize the vision of Mahatma Gandhi.

## Q. What are the basic features of Panchayati Raj?

**Ans.** Panchayati Raj has been described as the third tier of government as it: enables

- People's participation in democratic decision making, planning and implementation of development programmes.
- Increases and strengthens the representation in democratic polity.
- Provides autonomy in decision making for self-governance and managing own affairs.
- Facilitates dissemination of information across all levels.
- Enables villagers to have easy access to the units of governance.
- Strengthens and provides better delivery of services to the people.
- Provides training ground to acquire the management skills to address development needs.
- Aims at empowerment, particularly of the weaker section of the society.

## Q. What was the need for Constitutional Amendment?

**Ans.** The efforts made during early decades after independence had very little impact with regard to (a) absence of regular elections; (b) inadequate representation of women and weaker section; (c) insufficient devolution of powers and (d) lack of financial resources. Therefore, in order to provide Panchayats certainty, continuity and strength it was felt essential to intensify the process of democratic decentralization at national level.

## Q. What is the 73<sup>rd</sup> Constitutional Amendment?

**Ans.** In order to strengthen the Panchayati Raj system constitutional modification was introduced in the year 1992, which is popularly known as the 73<sup>rd</sup> constitutional amendment. This was incorporated as **Part IX** of the Indian Constitution.

## Q. What are the salient features of the 73<sup>rd</sup> Constitutional Amendment?

**Ans.** Following is the list of basic mandatory provisions of the 73<sup>rd</sup> constitutional amendment:

- Establishment of three-tier Panchayati Raj Structure at district, block and village level (two-tier for states where total population is less than 20 lakhs).
- Establishment of Gram Sabha at the village level.
- Reservation for scheduled castes, scheduled tribes and women as members and chairpersons of these bodies at all levels.
- A five year term for every Panchayat (in case of dissolution on specific grounds, it has to be reconstituted before six months).
- Constitution of State Finance commissions every five years to review and recommend the pattern of distribution of funds to Panchayats.
- Constitution of State Election Commission to conduct and supervise elections of Panchayats.
- Prepare and implement plans for economic development and social justice including 29 subjects listed under 11<sup>th</sup> Schedule of the Constitution.

## Q. What is composition of Panchayats?

**Ans.** Panchayats constituted at village (Gram Panchayat) and district levels (Zilla Parishad) are divided into wards/ territorial constituencies to elect members. Chairpersons are elected from the



elected members of respective territorial constituencies.

**Q. What is the provision of Reservation of seats?**

**Ans.** There is a provision of reservation of seats for Scheduled Castes (SC) [*Arunachal is exempted for this reservation*] and Scheduled Tribes (ST) at the three levels in proportion to their population in the area. Not less than 1/3<sup>rd</sup> or 33% of the seats at each level has been reserved for women by rotation. Not less than 1/3<sup>rd</sup> or 33% of the total number of offices of Chairpersons in the Panchayat at each level shall be reserved for women by rotation in different Panchayat.



**Q. What is the tenure of Panchayats?**

**Ans.** A term of five years has been provided for every Panchayat with regular elections unless it is dissolved earlier on specific grounds and in accordance with the State Act.

**Q. Can the Panchayats be dissolved?**

**Ans.** Yes under the authority from the State Panchayati Raj Act. In such cases elections to constitute a Panchayat shall be completed before the expiry of its duration or before the expiration of a period of six months from the date of dissolution in the normal course. The new Panchayats constituted shall continue to hold office for the remaining or balance period [of five years] for which the dissolved Panchayat would be continued otherwise.

**Q. Who can contest the Panchayat elections?**

**Ans.** Any one qualified to be a member of the State legislative can become a member of any level of Panchayat. The person should have at least 21 years of age; person (s) can be disqualified as per the provisions made in the state Panchayat acts.

**Q. What is the meaning of devolution?**

**Ans.** Devolution means transfer of functions, functionaries and funds with functional autonomy.

**Q. What are the major Powers, Authority and Responsibilities of Panchayats?**

**Ans.** As per Article 243G of the constitution State/ UTs may endow Panchayats with such powers and functions to prepare plans for economic development and social justice and implement them. Also as per Article 243H Panchayats may be empowered to levy, collect and appropriate taxes, duties, tolls and fees.

**Q. What is the mechanism of distribution of funds to Panchayats?**

**Ans.** The State Government shall constitute a State Finance Commission (SDC), every five years to review the financial position of the Panchayats and to make recommendations regarding (a) pattern & proportion of distribution/ allocation of financial resources to the Panchayats; (b) determine the taxes, duties, tolls and fees to be assigned to the Panchayats; and (c) suggest measures needed to improve the financial position of the Panchayats. Further the state through the State Panchayat Act shall make provisions for maintenance of accounts by the Panchayats and the auditing of such accounts.

**Q. Who is responsible to conduct elections to Panchayats?**

**Ans.** The state government shall appoint a State Election Commissioner to supervise, direct and control preparation of electoral rolls and conduct election of Panchayats. It would also make necessary provision/ rules relating to or in connection with, elections to the Panchayats.

**Q. Can the court interfere on delimitation and elections matters on Panchayats?**

**Ans.** The delimitation and / or the allotment of seats to constituencies made or purporting to be made under the act shall not be called in question in any court. The elections to the Panchayats shall also not be questioned, except under the provisions as provided in the State Act.

**Q. Does 73<sup>rd</sup> Constitution apply the whole country?**

**Ans.** The provisions under Constitutional 73<sup>rd</sup> Amendment do not apply to:

- Scheduled areas referred in clause (1), and the tribal areas referred to in clause (2), of article 244.
- State of Nagaland, Meghalaya and Mizoram.
- Hill areas in the State of Manipur for which District Council exist.
- Darjeeling Gorkha Hill Council of Darjeeling in the State of West Bengal shall continue to function in lieu of Zilla Parishads.
- State Legislature can pass a resolution restricting provision by a majority of the total membership of that House when not less than two-thirds of the members of that House are present and voting.

**Q. What are the functions of Panchayats?**

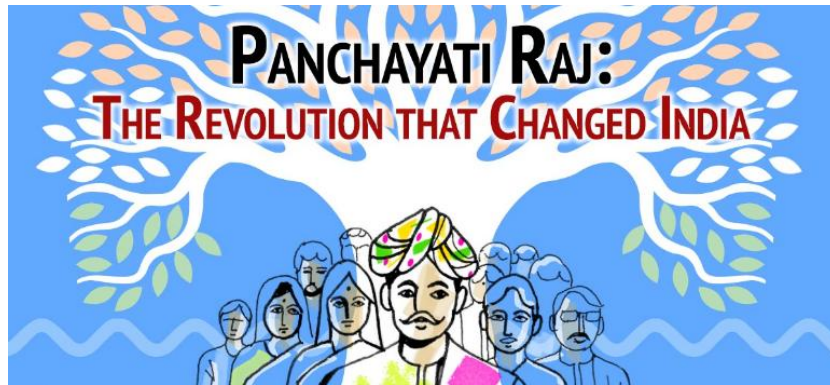
**Ans.** The 11<sup>th</sup> Schedule of the Constitution places as many as 29 functions within the purview of the Panchayats. The list is given in the following box:

**ELEVENTH SCHEDULE- (Article 243G)**

1. Agriculture, including agricultural extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and watershed development.
4. Animal husbandry, dairying and poultry.
5. Fisheries.
6. Social forestry and farm forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, village and cottage industries.
10. Rural Housing.
11. Drinking water
12. Fuel and fodder.
13. Roads, culvert, bridges, ferries, waterway & other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programme.
17. Education, including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.
22. Market and fairs.
23. Health and sanitation, including hospitals, primary health centres and dispensaries.
24. Family welfare.
25. Women & Child development.
26. Social welfare, including welfare of handicapped and mentally retarded.
27. Welfare of the weaker sections & in particular, of the SCs & STs.
28. Public distribution system
29. Maintenance of community assets.

## CHAPTER – 2

### EVOLUTION OF PR SYSTEM IN INDIA



#### Evolution:

India has a long history of Panchayats at village level. Country has witnessed existence of self sufficient and self governing village communities surviving the rise and fall of empires to modern legalized institutions of governance backed with constitutional support.

Mahatma Gandhi was among the first and most important leaders to advocate for Panchayati Raj. His vision of a village Panchayat was a small self-sufficient republic with individual freedom, opportunities for all, and full participation of the people.

During post-independence PRIs were first mentioned in Article 40 only as a Directive Principle of State Policy in 1950. It stated that *“the state shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government”*

However, the central government took a different route to facilitate local development, launching the Community Development Programme (CDP) as a pilot in 1952. The CDP tried to push expert-driven, top-down development processes, moving away from the idea of organizing village communities and self-government.

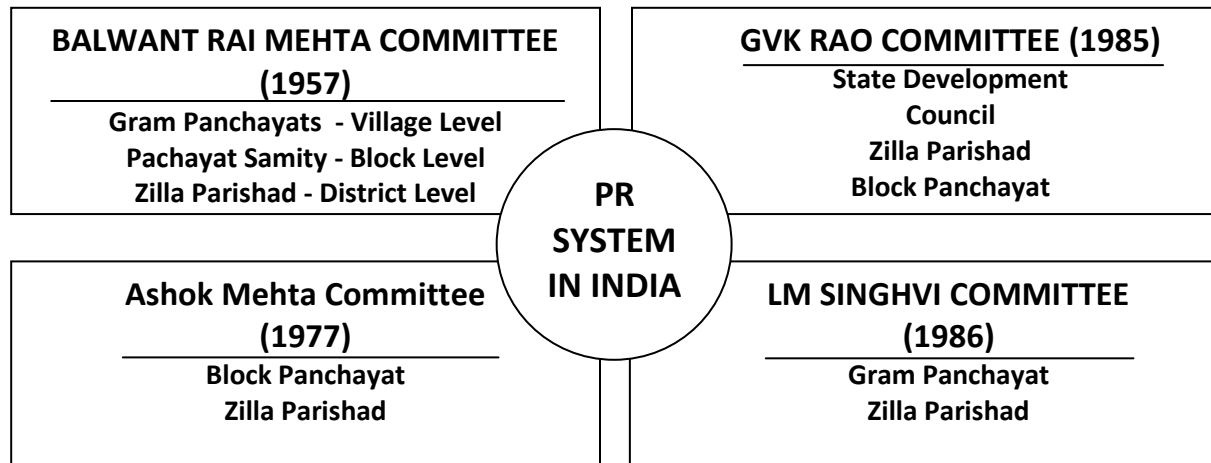
The CDP, however, was not very successful, despite strong government backing. The reason for this was that under CDP, neither people were involved nor did they participate in their own development. In fact, this was why the Balwant Rai Mehta Committee was formed five years later, in January 1957, to review both the CDP and the National Extension Service, and suggest measures for improvement.

The committee’s report recommended that, “the government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning”.

A three tier elected self-government known as the Panchayati Raj Institution was suggested—with specific duties and responsibilities outlined—thereby formalising what was earlier just a statement of intent in Article 40.

Following the Government of India’s acceptance of these recommendations, various states started adopting the PRI system, with Rajasthan leading the pack in 1959, followed by

Andhra Pradesh and Tamil Nadu, and other states shortly after. Between 1959 and 1988 various committees were formed as presented in the following diagram.



Various Studies and recommendations ultimately culminated in Panchayati Raj Institutions being officially recognised through the passing of 73rd Constitutional Amendment Act.

**Q. How does Panchayat Functions?**

The amendment made it obligatory for the states to establish PRIs in accordance with the act, and the Gram Panchayat, Panchayat Samiti, and Zilla Parishad were introduced as elected local bodies. The Sarpanch, also known as *panch* or *pradhan* in different states became the elected head of the Panchayat through a formal electoral process.

The Gram Sabha is recognized as the people’s parliament at the village levels—the lowest level of administration and comprises all adult members of the village. It has the power to plan, approve, and monitor various development programmes for its village. It has a constitutional mandate, and the elected PRIs are accountable to the Gram Sabha.

The devolution of power reflects the willingness of both the central and state governments to give real power to these institutions.

However, it was in 1993 that institutions of self-government, known as Panchayati Raj Institutions (PRIs), were first institutionalized in India. Year 2018 marked 25 years since they came into existence through the 73rd Constitutional Amendment.

**Q. What is the importance of Panchayats?**

The purpose of PR system in its current form is that:

- a. It would decentralize the democratic setup by widening political representation of different social groups, especially marginalized sections and women.
- b. It will enable the building of efficient local institutions that could plan, execute, and monitor their communities’ development through a participatory approach.

The thought process behind the Panchayati Raj system was to make democracy functional at the local level and driven by citizens’ needs and participation. It was therefore introduced as a three-tier system that decentralized governance, decision making, and local development.

## CHAPTER - 3

### OBJECTIVES AND SALIENT FEATURES OF THE 73<sup>RD</sup> AMMENDMENT TO THE CONSTITUTION



### 73rd Amendment Act of Indian Constitution

Owing to the sustained effort of the civil society organizations, intellectuals and progressive political leaders, the Parliament passed two amendments to the Constitution – the 73rd Constitution Amendment for rural local bodies (Panchayats) and the 74th Constitution Amendment for urban local bodies (municipalities) making them ‘institutions of self-government’. Within a year all the states passed their own acts in conformity to the amended constitutional provisions.

#### **Q. What was the need for Constitutional Amendment?**

Ans. The efforts made during early decades after independence had very little impact with regard to (a) absence of regular elations, (b) inadequate representation of women and weaker sections (c) insufficient devolution of powers and (d) lack of financial resources. Therefore in order to provide Panchayats certainty, continuity and strength it was felt essential to intensify the process of democratic decentralization at national level.

#### **Q. What is the 73rd Constitutional Amendment?**

Ans. In order to strengthen the Panchayati raj system constitutional modification was introduced in the year 1992, which is popularly known as the 73rd constitutional amendment. This was incorporated as part IX of the Indian Constitution.

#### **Q. What is the significance of the Act?**

- The Act added Part IX to the Constitution, “The Panchayats” and also added the Eleventh Schedule which consists of the 29 functional items of the Panchayats.
- Part IX of the Constitution contains Article 243 to Article 243 O.
- The Amendment Act provides shape to Article 40 of the Constitution, (directive principles of state policy), which directs the state to organize the village Panchayats and provide them powers and authority so that they can function as self-government.
- With the Act, Panchayati Raj systems come under the purview of the justifiable part of the Constitution and mandates states to adopt the system. Further, the election process in the Panchayati Raj institutions will be held independent of the state government’s will.

- The Act has two parts: compulsory and voluntary. Compulsory provisions must be added to state laws, which include the creation of the new Panchayati Raj systems. Voluntary provisions, on the other hand, are at the discretion of the state government.
- The Act is a very significant step in creating democratic institutions at the grassroots level in the country aiming at transformation of the representative democracy into participatory democracy.

### Q. What are the salient features of the 73rd Constitutional Amendment?

Ans. Following is the list of basic provisions of the 73<sup>rd</sup> constitutional amendment.

1. **Three-tier system:** The Act provides for the establishment of the three-tier system of Panchayati Raj in the states (village, intermediate and district level). States with a population of less than 20 Lakh's may not constitute the intermediate level.
2. **Establishment of Gram Sabha:** Gram Sabha is the primary body of the Panchayati Raj system. It is a village assembly consisting of all the registered voters within the area of the Panchayat. It will exercise powers and perform such functions as determined by the state legislature.
3. **Seat Reservation:** Act mandates reservation of seats for scheduled castes (Arunachal is exempted for this reservation), scheduled tribes and women as members and chairpersons of these bodies at all level.
4. **Five Year Term:** The Act provides for a five-year term of office to all the levels of the Panchayat. However, the Panchayat can be dissolved before the completion of its term. But fresh elections to constitute the new Panchayat shall be completed –
  - Before the expiry of its five-year duration.
  - In case of dissolution, before the expiry of a period of six months from the date of its dissolution.
5. **Disqualification:** A person shall be disqualified for being chosen as or for being a member of Panchayat if he is so disqualified –
  - Under any law for the time being in force for the purpose of elections to the legislature of the state concerned.
  - Under any law made by the state legislature. However, no person shall be disqualified on the ground that he is less than 25 years of age if he has attained the age of 21 years.
  - Further, all questions relating to disqualification shall be referred to an authority determined by the state legislatures.
6. **Constitution of State election commission:**
  - The commission is responsible for superintendence, direction and control of the preparation of electoral rolls and conducting elections for the Panchayat.
  - The state legislature may make provisions with respect to all matters relating to elections to the Panchayats.
2. **Finance Commission:** States shall constitute the State Finance Commission every five years to review and recommend the pattern of distribution of funds to the Panchayats at

different level for the necessary steps to be taken to supplement resource to the Panchayats.

8. **Finances:** The state legislature may –

- Authorize a Panchayat to levy, collect and appropriate taxes, duties, tolls and fees.
- Assign to a Panchayat taxes, duties, tolls and fees levied and collected by the state government.
- Provide for making grants-in-aid to the Panchayats from the consolidated fund of the state.
- Provide for the constitution of funds for crediting all money of the Panchayats.

9. **Audit of Accounts:** State legislature may make provisions for the maintenance and audit of Panchayat accounts.

10. **Powers and Functions:** The state legislature may endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government with respect to:

- the preparation of plans for economic development and social justice.
- the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule of the Constitution.

**ELEVENTH SCHEDULE - (Article 243 G)**

1. Agriculture, including agricultural extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and watershed development.
4. Animal husbandry, dairying and poultry.
5. Fisheries.
6. Social forestry and farm forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, village and cottage industries.
10. Rural Housing.
11. Drinking water
12. Fuel and fodder.
13. Roads, culverts, bridges, ferries, waterways & other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programme.
17. Education, including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.
22. Market and fairs.
23. Health and sanitation, including hospitals, primary health centres and dispensaries.
24. Family welfare.
25. Women & Child development
26. Social welfare, including welfare of handicapped and mentally retarded.
27. Welfare of the weaker sections & in particular, of the SCs & STs.
28. Public distribution system.
29. Maintenance of community assets.

10. **Application to Union Territories:** The President may direct the provisions of the Act to be applied on any union territory subject to exceptions and modifications he specifies.
11. **Exempted states and areas:** The Act does not apply to the states of Nagaland, Meghalaya and Mizoram and certain other areas. These areas include,
- The scheduled areas and the tribal areas in the states
  - The hill area of Manipur for which a district council exists
  - Darjeeling district of West Bengal for which Darjeeling Gorkha Hill Council exists.
  - However, Parliament can extend this part to these areas subject to the exception and modification it specifies. Thus, the PESA Act was enacted.

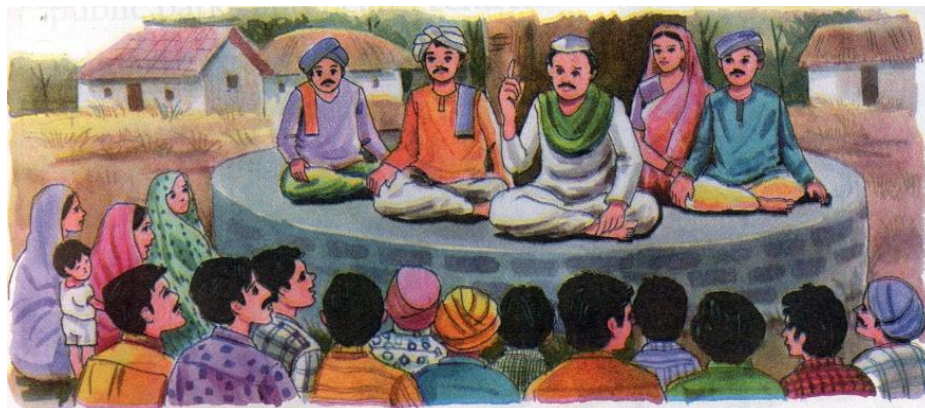
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## CHAPTER - 4

### EVOLUTION OF PANCHAYATI RAJ SYSTEM IN ARUNACHAL PRADESH

#### BACKGROUND:

Arunachal Pradesh with 83743sq.kilometre of Land area inhabits around 13.84 Lakh's people. The State inhabits over 26 major tribal communities with



more than 100 sub tribe. Which constitute around 64.2 % of Total population in the State (Census 2011). Arunachal Pradesh is known popularly as the **Land of rising sun** the State has an old history of community based institutions of governance at Village level. These are popularly known as Village councils and their primary roles were setting disputes relating to marriage, property and controlling crimes etc. The councils also looked after the development functions and performed other social functions such as basic relief measures in natural calamities, performance of community rites and celebration of festivals. It may be described that these councils used to function like Gram Panchayats in Arunachal Pradesh.



A Traditional Village Council in Progress

Table 2.1 Provides first-hand information about the popular names of traditional village councils of selected tribes.

Village Councils	Tribes	Village councils	Tribes
Tso – Tsorgan	Monpa	Abbala	Idu Mishmi
Jung Me	Sherdukpen	Mukchup or Khaikan	Khampti
Melley	Akas	Khapong or Kapho	Tangsa
Yallong or Bang Nyele/ Gindus or Bango	Nyishis	Tra Tangdai or Shipang Tangdaiq	Singphos
Buliang	Apatanis	Ngothun or Ngothun	Noctes
Keba	Tagin	Ngajowa	Wancho
Kebang	Adis		

These institutions still play a very important role in the society and even during the era of Panchayats since 1968.

This section attempts to provide knowledge on the Panchayati Raj system in Arunachal Pradesh.

### **Q. How old is Panchayati Raj System in Arunachal Pradesh?**

**Ans.** The history of Panchayati Raj system in Arunachal Pradesh dates back to the year 1968 when on 2nd October 1968, NEFA Panchayati Raj Regulation 1967 was promulgated which resulted in constitution of the three tier Panchayati viz:

- Gram Panchayats at the Village. The Members to Gram Panchayats were elected according to the traditional tribal customs.
- Zilla Parishad at the District} Members elected by Secret Ballot.

This system was in practice for 30 years till 14th September, 1997. The last elections under NEFA Panchayati Raj Regulation were held in 1992. These institutions during these years were involved in planning and implementation of Rural Development and other Sectoral programmes.

### **Q. What is the origin of the Arunachal Pradesh Panchayati Raj Act 1997?**

**Ans.** As per the 73rd Constitution Amendment one of the mandatory provisions was that the states had to revise their specific Panchayati acts. Thus the state government had to pass its own Panchayati Raj Legislation which ultimately resulted in the enactment of the Arunachal Pradesh Panchayati Raj bills 1997. This bill became the act with the notification by the state after elections in April 2003. Three consecutive elections to three tiers of PRIs were held in the year 2003, 2008 and last in 2013.

### **Q. What is the origin of the Arunachal Pradesh Panchayati Raj (Amendment) Act 2018?**

**Ans.** Over the past many years of experience under the three tier system and other issues the State Government felt the need to bring in changes for an invigorated and vibrant Panchayati Raj system. In order to materialize this, the Arunachal Pradesh Panchayati Raj (APPR) Act, 1997 was amended and the Arunachal Pradesh Panchayati Raj (Amendment) Act, 2018 was enacted and notified on 12th April 2018 by the State Government. As per the amended act of 2018 the state shall have only Two Tier System at Gram Panchayat and Zilla Parishad Levels. This was done in the light of Article 243 (B) of the Constitution (Seventy Third) Amendment Act, 1992, which says that “Panchayats at the intermediate level may not be constituted in the state having a population not exceeding twenty lakhs”.

### **Q. What are the basic principles of the State Act?**

**Ans.** The basic principles of the Arunachal Pradesh Panchayati Raj Act are that:

- Our Panchayati are governed by this act known as Arunachal Pradesh Panchayati Raj (Amendment) Act 2018.
- Elected members of both tiers and the concerned officials have to follow the act in letter and spirit.
- The present Panchayati Raj system covers the entire state of Arunachal Pradesh.

### **Q. What are the salient features of the Arunachal Pradesh Panchayati Raj Act?**

**Ans.** The State act in force at present has the following basic features:

- The act stipulates setting up of two tiers Panchayats viz. Zilla Parishad (District), Gram Panchayats (Village Level).
- Gram Sabha is the foundation of the Panchayati Raj System.
- The Panchayats will have the term of five years.
- Women have 33% or 1/3<sup>rd</sup> reservation in all tiers of Panchayats as Members and Chairpersons on rotation basis.
- The seats which are reserved for women in the present term may become unreserved seats for women in subsequent term/election.
- The bodies can be formed again after due elections as per the Arunachal Pradesh Panchayati Raj (Amendment) Act 2018.
- The two tiers have to make Annual Action Plans.
- The Gram Panchayats Segment sends their action plans to their respective Gram Panchayats.
- Gram Panchayat check and consolidate the same and send their plans to the Zilla Parishad for further consideration and finalization at District Planning Committee.
- Finally the consolidated plan of Panchayati Raj Institution for the district is sent to State Government by the Zilla Parishad for approval.

### **Q. What are the eligibility criteria for contesting Panchayat Election?**

**Ans.** Following categories of people can aspire to contest Panchayat elections:

- Citizen of India.
- Should attain the age of 21 years.
- Should not be dismissed from any job by the government or by the Panchayats within the last five years.
- Should not have any adverse record and not serving any punishment on criminal charges.
- Should not hold any office of profit.

### **Q. How Chairpersons to Panchayats are selected?**

**Ans.** The Chairperson is selected/ elected by the elected members at different level from amongst elected members in the first meeting of the body after the election.

### **Q. What are the basic functions of the Chairpersons?**

**Ans.** The Chairperson(s) of different tiers is/are to:

- Coordinate meetings.
- Be responsible for maintenance of records.
- Co-ordinate with other agencies such as Block Development office, Horticulture, Fishery, Veterinary, Education & Primary Health Centre's etc.
- Do any work assigned to them by the state government from time to time.

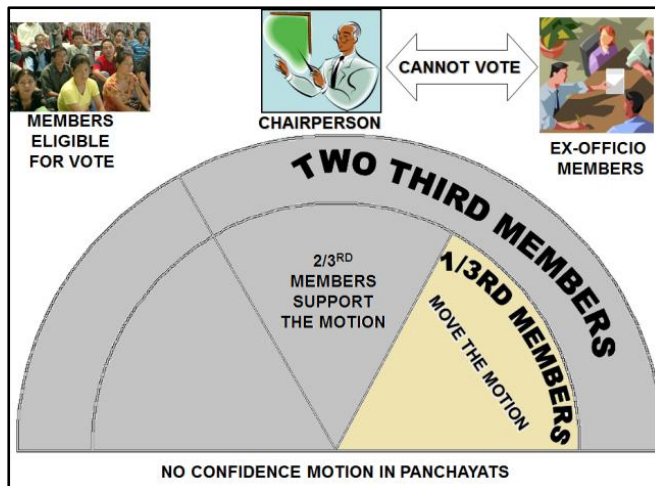
### Q. Can the Chairperson be removed?

**Ans.** Any Chairperson can be removed as per Arunachal Pradesh Panchayati Raj, if any of the following is applicable:

- If they are disqualified from being a member.
- If undesirable in public interest.
- If they deliberately incur financial loss or involved in corruption.

In case of no- confidence motion seven day advance notice is required to be given by the members to concerned authorities before proceeding. In such cases Chairperson & ex-officio members cannot cast their votes when their removal is being voted in the concerned meeting.

The Chairperson can be removed by government if he/she fails or refuse to act as Chairpersons.



### Q. Can the Members and Chairpersons of Panchayats resign?

**Ans.** Yes, the details are as follows:

- The members of any tier can resign by submitting their resignation to the respective chairpersons.
- The Chairperson would submit the resignation to the concerned chairperson of the above tier, e.g. the chairperson of the Gram Panchayat can send resignation to chairperson of Zilla Parishad.
- Member of the Zilla Parishad may resign by intimating (in writing) to the Members Secretary of the Zilla Parishad.
- The chairperson of the Zilla Parishad can resign his office by intimating in writing to the Deputy Commissioner. The office shall become vacant after 15 days from the date of submission of the resignation. However, the Zilla Parishad Chairperson has the liberty to withdraw the resignation writing within the 15 days.

### Q. Who is responsible for devolution of powers to the Panchayats?

**Ans.** The state government is the sole authority to devolve functions, funds and functionaries as well as autonomy to the Panchayats. The government can also withdraw any functions devolved to Panchayats. These actions however would be based on the provisions of the Arunachal Pradesh Panchayati Raj Act 1997. Bye laws can be made by the Panchayats at each in level in accordance with APPR Act 1997 for effective working.

**Q. Is there any Member Secretary of the Panchayats?**

**Ans.** Yes, the state Act provides a provision of a Member Secretary that each level of Panchayat would have, who is appointed by the state government. The member secretary as an ex-officio member of the concerned level of Panchayat is responsible for the various administrative functions as per the state act.

**Q. What are the funding norms of the Panchayats?**

**Ans.** Since the Panchayats are expected to carry out various development functions, the funding to these institutions is considered as the most important requirement. Each tier is expected to have its own Funds. These may be in the form of receipts of allocated grants/ funds directly from the government of India and the government of Arunachal Pradesh. All the money and receipts shall be deposited in the concerned Fund of the Panchayats and spent according to provisions of the relevant act and procedures prescribed by government of Arunachal Pradesh from time to time as well as the various guidelines. All payments for approved works, etc. shall be made by the Panchayats from their own Funds. Further the prescribed rates to attend meetings etc. from their respective Panchayat fund.

**Q. What are other budgetary, financial, audit and election aspects?**

**Ans.** Everyone should know the following broad aspects:

**A. Budgets:**

- Both tiers shall prepare their respective budgets for the year.
- The Budgets of Gram Panchayats shall be approved by the Zilla Parishad in the presence of Members Secretary.
- The Budget of Zilla Parishad, which is a consolidated budget of all the PRI's in the district, shall be approved by the state Government.
- The audit report of Zilla Parishad with details of all Gram Panchayats will have to submit to the State Government.

**B. Financial Commission:**

The state Government shall constitute a State Finance Commission every five years.

- (a) It shall review the financial condition of Panchayats
- (b) Make recommendations for transfer of funds.
- (c) Suggest measures to improve financial position of the Panchayats and
- (d) Advice state government on mobilization of financial resources by Panchayats.

**C. Inspection and Audit:**

The accounts of the two tiers shall be audited. The state government shall also audit the works of all the tiers of the Panchayats. The officers appointed by the state government have authority to check or inspect any work or property of the Panchayats. The act stipulates Deputy Commissioner, Additional Dy. Commissioner or Extra Assistant Commissioner to inspect

Panchayats when duly authorized by the state government. All Inspection reports shall be submitted to the state government. The audit reports of the Gram Panchayat shall be forwarded to the Gram Panchayat and report to the Zilla Parishad for rectification of defects and for concerned action similarly the audit report of the Zilla Parishad shall be submitted to the state Government.

**C. Other Provisions:**

Anyone who obstructs Panchayat work and destroys the properties of the Panchayats can be fine Rs.200/- and Rs.1000/- respectively.

**D. The Election Commission.**

As per the state Panchayati Raj Act, the state shall constitute a state Election Commission, which will be responsible for preparation/ revision of electoral rolls and conducts of elections. There is a provision for appointment for district and sub-divisional election officers to co- ordinate and supervised the Panchayat election at that level.

**Q. What is the role of the Deputy Commissioner?**

**Ans.** Any order or decision of the Panchayati Raj Institutions that may cause problem or injury to public and break peace may be suspended by the Deputy Commissioner. The Deputy Commissioner can be asked any financial record from any Panchayats and also same may suggest for alteration of fee, taxes etc. to the Panchayats.

**Further details/clarifications on various provisions of the Arunachal Pradesh Panchayati Raj (Amendment) Act, 2018 and related aspect can be obtained from the Department of Panchayati Raj, Government of Arunachal Pradesh, and Itanagar**

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**CHAPTER – 5**  
**SALIENT FEATURES OF THE ARUNACHAL PRADESH PANCHAYATI RAJ**  
**(AMMENDMENT) ACT 2018 (Act re-produced)**



**The Arunachal Pradesh Gazette**

EXTRAORDINARY

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GOVERNMENT OF ARUNACHAL PRADESH  
LAW, LEGISLATIVE AND JUSTICE DEPARTMENT  
ARUNACHAL PRADESH CIVIL SECRETARIAT  
ITANAGAR

**NOTIFICATION**

The 21st April, 2018

No. Law/Legn-10/2018.—The following Act of the Arunachal Pradesh Legislative Assembly which was passed in the Fifteenth Session of the Sixth Legislative Assembly and received the assent of the Governor of Arunachal Pradesh is hereby published for general information.

(Received the assent of the Governor on 21st April, 2018)

**THE ARUNACHAL PRADESH PANCHAYAT RAJ (AMENDMENT) ACT, 2018**

(ACT No. 6 OF 2018)

An  
Act

further to amend the Arunachal Pradesh Panchayat Raj Act, 1997 (Act No. 5 of 2001).

BE it enacted by the Legislative Assembly of Arunachal Pradesh in the Sixty-ninth Year of the Republic of India as follows-

- |   |                                       |
|---|---------------------------------------|
| 1. (1) This Act may be called the Arunachal Pradesh Panchayati Raj (Amendment) Act, 2018.   | Short title, extent and commencement. |
| (2) It shall extend to the whole of the State of Arunachal Pradesh.   |                                       |
| (3) It shall come into force on such date, as the State Government may, by notification in the Official Gazette appoint.  |                                       |
| 2. In the Arunachal Pradesh Panchayat Act, 1997 (Act No. 5 of 2001) (hereinafter referred to as the Principal Act), in section 2, clauses (iii), (iv) and (ix) shall be deleted.  | Amendment of section 2.               |
| 3. In the Principal Act, in section 9, after sub-section(3), the following proviso shall be inserted,-<br><br>"Provided that the State Government may review the size of the population for determining the area of Gram Panchayats from time to time". | Amendment of section 9.               |
| 4. In section 19, the words "or Anchal Samiti Member(s)" appearing after the words "Gram Panchayat Member(s)" and before the word "forthwith" shall be deleted.   | Amendment of section 19.              |
| 5. In section 27, in sub-section (2), for the words, "Executive Officer of Anchal Samiti" the words, "Member Secretary of Zilla Parishad" shall be inserted.  | Amendment of section 27.              |
| 6. In section 44, in sub-section (1), in clause (b) the words "Anchal Samiti" appearing after the words "Zilla Parishad" and before the words "or any other local authority" shall be deleted.  | Amendment of section 44.              |

7.	In section 50, sub-sections (1), (2), (3), (4), and (5)- and in section 51, for the words "Anchal Samiti", the words "Zilla Parishad" shall be substituted.	Amendment of sections 50 and 51.
8.	In the principal Act, sections 53, 54, 55 and 56 shall be deleted.	Deletion of sections 53, 54, 55 and 56.
9.	(1) In the principal Act, in section 57, the words, "Anchal Samiti" wherever appear except sub-section (c) and (l) shall be deleted. (2) In the principal Act, in section 57, in sub-section (c) and (l) the words "Anchal Samiti" shall be substituted by the words "erstwhile Anchal Samiti".	Amendment of section 57.
10.	In the principal Act, sections 58 and 59 shall be deleted.	Deletion of sections 58 and 59.
11.	(1) In sections 60, the words "Anchal Samiti" in the heading and wherever appear, shall be deleted. (2) In section 60, for sub-section (1) the following shall be substituted: "A Member of Gram Panchayat may resign his office by giving notice in writing to that effect to the Chairperson of the Gram Panchayat and the Chairperson of the Gram Panchayat may resign his Office by giving notice in writing to that effect to the Chairperson of the Zilla Parishad".	Amendment of section 60.
12.	(1) In section 61, the words, "Anchal Samiti" wherever appear shall be deleted.	Amendment of section 61.
13.	In the principal Act, section 62 shall be deleted.	Deletion of section 62.
14.	In the principal Act, in sections 63, the words "or Anchal Samiti" and "an Anchal Samiti" wherever appear shall be deleted.	Amendment of section 63.
15.	(1) In section 64, the words, "or an Anchal Samiti"; "or the Anchal Samiti" and "or Anchal Samiti Members" wherever appear shall be deleted.	Amendment of section 64.
16.	In the principal Act, sections 65, 66, 67 and 68 shall be deleted.	Deletion of sections 65, 66, 67 and 68.
17.	In the principal Act, in section 69, the words "or Anchal Samiti" and "Anchal Samiti" wherever appear shall be deleted.	Amendment of section 69.
18.	(1) In the principal Act, sections 70 and its corresponding Schedule-II, 71, 72, 73, 74, 75, 76 and 77 shall be deleted.	Deletion of sections 70, 71, 72, 73, 74, 75, 76 and 77.
19.	(1) In the principal Act, in section 78, in the heading, the words, "Anchal Samiti" shall be substituted by the words, Zilla Parishad and for sub-section (1), the following shall be substituted,- "(1) Zilla Parishad shall exercise general powers of supervision over Gram Panchayats in the District and it shall be duty of these authorities to give effect to the directions of the Zilla Parishad." (2) In sub-section (2), for the words "an Anchal Samiti", the words "the Zilla Parishad" shall be substituted. (3) In sub-section (2), in clause (a), the word "Block" shall be substituted by the word "District". (4) In sub-section (2), in clause (c), the words, "or the Anchal Samiti" appearing in the last sentence shall be deleted.	Amendment of section 78.
20.	(1) In the principal Act, sections 79, 80, 81, 82, 83 and 84, shall be deleted.	Deletion of sections 79, 80, 81, 82, 83 and 84.

- (2) After Section 84 of the Principal Act, the following shall be inserted:-  
"84A. All the properties, capital assets, resources, records, institutions and funds of erstwhile Anchal Samiti, if any, shall be transferred and vested to the respective Zilla Parishad of the Districts as may be determined and prescribed by the State Government on the commencement of the Amendment Act."
21. (1) In the principal Act, in section 85, in sub-section (2), for clause (i) the following shall be substituted,-  
" (i) One member directly elected from such numbers of Gram Panchayats territorial constituencies earmarked for the purpose for electing Gram Panchayats, in the manner prescribed".  
(2) clause (ii) shall be deleted,-
22. In section 99, in sub-section (1), in clause (b), the words "Anchal Samiti" shall be substituted by the words, "Gram Panchayat".
23. In the principal Act, in sections 105, 112, 120, 121, 122, 138, 139, 140 and 141, the words, "an Anchal Samiti", "the Anchal Samitis", "Anchal Samiti", "Anchal Samitis", "the Anchal Samiti" "or an Anchal Samiti" "and the words "Member of Anchal Samiti", wherever appear shall be deleted.
24. (1) In the principal Act, in section 142, the words, "or Anchal Samiti", "Anchal Samiti" and "Anchal Samiti" wherever appear shall be deleted.  
(2) In section 142, after sub-section (6), the following provisions shall be inserted -  
"(7) Notwithstanding anything contained in this Act, in case, the Zilla Parishad or Gram Panchayats are not reconstituted in terms of this Act and in case the Zilla Parishads or Gram Panchayats are dissolved due to compelling circumstances, the functions of the Zilla Parishads and Gram Panchayats shall be vested to such competent authorities as may be determined by the Government to ensure that the interests of public are protected, during the transition period till the new Zilla Parishad and Gram Panchayat are reconstituted under this Act".
25. In the principal Act, in sections 143, 144, 145, 146, 148, 149, 151, and 153 the words, " or an Anchal Samiti", "or Anchal Samiti", "Anchal Samiti" "Anchal Samities", "the Anchal Samiti" "an Anchal Samiti" and the words "Chairperson or Executive Officer of Anchal Samiti" wherever appear shall be deleted.
26. In section 152, for the words and figures "Schedule -I, II, III" the words and figures "Schedule- I and III" shall be substituted.
27. In section 153, the words "or the Anchal Samitis", "or an Anchal Samiti", and "the Anchal Samiti" shall be deleted.
28. (1) In the principal Act, in section 154, the words "Anchal Samiti" wherever appears shall be deleted.  
(2) In section 154, in sub-section (1)  
(i) clause (a) shall be substituted as under,-  
" (a) on the Gram Panchayat, shall be forwarded to the Zilla Parishad by the Gram Panchayat".  
(ii) clause (b) shall be deleted.

29. In the principal Act, for section 155, the following shall be substituted,-  
"As soon as may be after the first day of April in every year, and not later than such date as may be fixed by the Government, the Member Secretary shall place before the Gram Panchayat a report of the administration of the Gram Panchayat during the preceding financial years, in such form and with such details as the Government may direct, and shall forward the report, with the resolution of the Gram Panchayat thereon, to the Zilla Parishad and to the Government".  
Amendment of section 155.
30. In the Schedules appended to the Act, the words "Anchal Samiti" wherever appear shall be deleted  
Amendment of Schedules.

G.S. Meena, IAS  
Commissioner to the  
Government of Arunachal Pradesh,  
Itanagar.

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## CHAPTER – 6

### GRAM SABHA: CONCEPT, ROLES AND RESPONSIBILITIES

#### INTRODUCTION:

One of the important objectives of 73<sup>rd</sup> Constitutional Amendment was to ensure that people at the lowest level are actively involved in the development pursuits. Therefore, in order to achieve Gram Swaraj the provision of Gram Sabha was made as the mandatory provision.

Hence, it is described as the basic unit of democracy for its being the grass root level institution. It is also described as the foundation of the Panchayati Raj institutions. In this chapter an attempts has been made to answer basic question pertaining to Gram Sabha.



#### **Q. What is Gram Sabha?**

Ans. As per 73<sup>rd</sup> Constitutions Amendment it is defined as “a body consisting of persons registered in the electoral rolls relating to a village comprised within the area of Panchayat at the village level” .

#### **Q. Who are the members of Gram Sabha?**

Ans. All the voters registered (citizen India) in the electoral rolls (18 years of age and above) of a village constitute the Gram Sabha, for their Panchayat. However people declared as of unsound mind by the competent court and not residing in the village are not considered as the member of the Gram Sabha.

#### **Q. What is the area of Gram Sabha?**

Ans. Generally Gram Sabha is constituted for the entire Gram Panchayat area that includes village(s), habitation or hamlets. Some states have Gram Sabha at ward level or Palli Sabha that is co-terminus with revenue village or a village (within the Gram Panchayat area) or Basti Sabha.

#### **Q. What are the Salient features of Gram Sabha?**

Ans. Gram Sabha is a:

- Forum for direct participation of people for sharing information; seeking clarification (on any scheme & expenditure etc.) and awareness building, discuss and manage village affairs and development activities

- Platform that enables collective transparency and establishes accountabilities in the functioning of Gram Panchayat.
- Mean with ultimate aim to empower weaker and marginalized (ignored) section of the society.

**Q. What role does Gram Sabha play (functions)?**

Ans. As per the state Act Gram Sabha will exercise the following major functions:

- Prepare agenda for discussion of the Gram Sabha.
- Examine annual statement of accounts and audit report and reply thereon of the Gram Panchayat.
- Discuss the report on administration of the Gram Panchayat.
- Discuss and review the progress of development works and consider works for the future ;
- Assist implementation of development schemes pertaining to the village;
- Identification of beneficiaries for the implementation of development scheme pertaining to the village;
- Mobilize voluntary labor and contributions in kind or cash or both for the community welfare programme;
- Promote adult education and family welfare within the village;
- Promotion of unity and harmony among all sections of society in the village and
- Other matters as may be prescribed.

**Q. When should Gram Sabha meet?**

Ans. Every Gram Sabha shall meet from time to time and at least twice in a year. It is required to meet within six months from the date of its first meeting. Further ordinary General Body meeting may also be called if one fifth of the members requisition the same.

**Q. What is the Quorum for Gram Sabha meeting?**

Ans. One tenth of the total members of Gram Sabha constitute the quorum for a meeting.

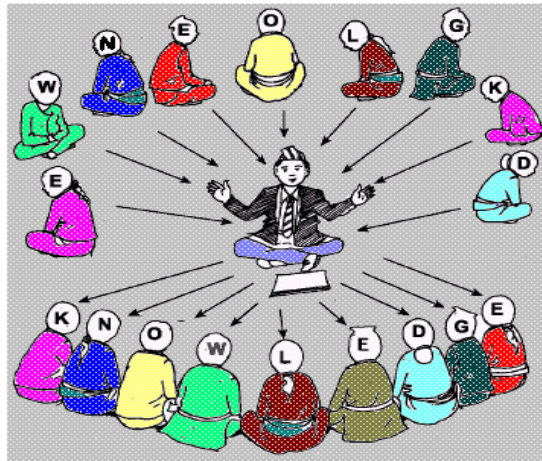
**Q. Who convenes and presided over the Gram Sabha meeting?**

Ans. Every meeting of Gram Sabha is presided over by the Chairperson of the concerned Gram Panchayat. In his absence a member of Gram Panchayat chosen from amongst the members will preside over the Gram Sabha. The Local department heads within the jurisdiction of GP should attend the Gram Sabha and take note of points concerning their departments.

### Q. How Gram Sabha can be made an active forum?

Ans. Gram Sabha can be made an active forum by:

- Creating mass awareness on the purpose, objectives and need of Gram Sabha.
- Fixing time and venue that is convenient to the people.
- Communicating agenda of meeting well in advance.
- Allow people from all sections to participate in discussion without fear.
- Decisions taken at Gram Sabha should not be changed at higher level without its consent.
- Officials of different departments to give proper knowledge about various programmes and Schemes.



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# CHAPTER – 7

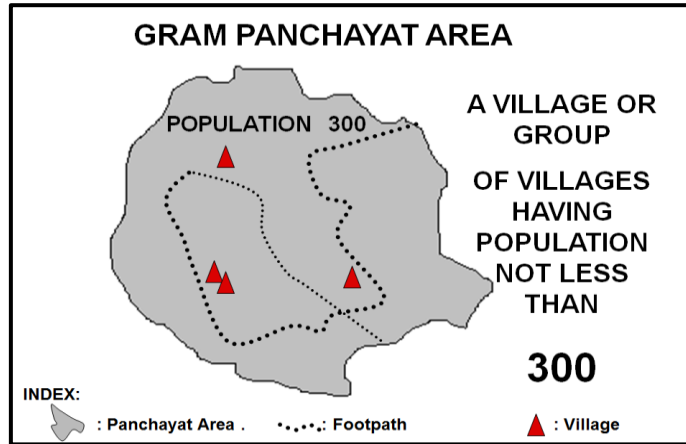
## GRAM PANCHAYAT: CONCEPT, ROLES AND RESPONSIBILITES

### INTRODUCTION:

As mentioned in the first & second chapter of this handbook Gram Panchayat is the first level (village) of Panchayat body that is constituted by elected members from the villages. An attempt has been made in this chapter to answer basic questions related to the Gram Panchayat as per the provisions given in the relevant PR Act in the State.

#### Q. What is Gram Panchayat?

**Ans.** The Gram Panchayat is the first level of Panchayat body. Gram Panchayat is the executive committee of Gram Sabha. A member of Gram Sabha is directly elect members of Gram Panchayat.



#### Q. What is the area of gram Panchayat?

**Ans.** Normally any area comprising of a village or groups of villages having population of not less than 300 to be a Panchayat area. The area of a Gram Panchayat (from which all members to that Gram Panchayat are elected), is notified by the concern district.

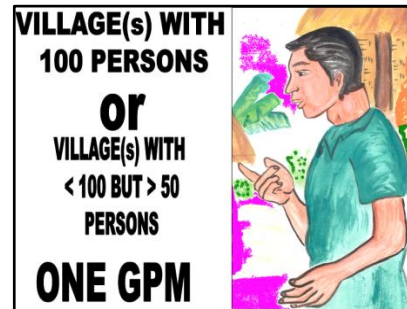
#### Q. What is the constitution of Gram Panchayat?

**Ans.** Gram Panchayat shall consist of such number of Members at the rate of one member for every hundred population of a village is less than fifty then one member can be elected to represent that particular village.



Simultaneously if the

population is more than one hundred fifty but less than three hundred in a particular village or the group of villages, the number may be increased to two members. Further the State Government may review the size of the population determining the area of the Gram Panchayat from time to time.



**Q. What are the basic norms of the Gram Panchayat meeting?**

**Ans.** Following are the principal norms for holding the gram Panchayats meeting:

- At least one meeting shall be held within two months in the office of GP.
- All the meetings shall be called by GP Chairperson.
- Gram Panchayat chairperson can call for a special meeting.
- Advance notice clearly mentioning PLACE, DATE, TIME & AGENDA should be circulated to all members and pasted on notice board of GP and prominent places within the area of the GP.
- 7 clear days notice for ordinary meeting.
- 3 clear days notice for special meeting.
- For special meeting 1/3<sup>rd</sup> (33%) of GP members should make a request and such meetings should be called within 15 days of the request.
- Officers of the Gram Panchayat can attend a Gram Panchayat meeting, but they cannot vote.

**Q. What is the quorum for the Gram Panchayat Meeting?**

**Ans.** Minimum Quorum for the Gram Panchayat meeting is one-third of its members. The presiding authority shall wait thirty minutes if the required quorum is not available and if the required quorum could not be justified, the meeting shall be adjourned to such time in the following days by the presiding authority. Same procedure shall be followed for justifying the quorum in the following days by the presiding authority. Main items those were not discussed due to lack of quorum in the previous meeting shall be discussed on priority basis.

**Q. What is the procedure of meeting?**

**Ans.** The Normal procedure for holding Gram Panchayat meeting is as:

- GP should discuss all important issues forwarded or endorsed by Gram Sabha.
- Importance given to matters that could not be discussed in earlier meetings due to lack of quorum.
- All matters have to be decided by majority of votes. Consent of each member to be recorded.
- The Gram Panchayat Chairperson shall cast his/ her vote in the end of each discussion. He/ she can also cast his vote in case of tie amongst the GP members.

**Q. What kinds of records are maintained in the meeting of Gram Panchayat?**

**Ans.** Following recordings are essential for the GP meeting:

- Names of all members and officers attending the meeting.
- Voting against the each resolution by each member.
- Before signing the minutes by the GP Chairperson each item shall be read out and agreed by all.
- Chairperson or the presiding authority of that meeting shall also sign the minutes.
- The minutes shall be made available for inspection to all the members or any person at any time.

**Q. What are the powers and functions of the Gram Panchayat Chairperson?**

**Ans.** The gram Panchayat members select one of the members as the Chairperson of the Gram Panchayat, prescribed to be done in the first meeting of the Gram Panchayat. The chairperson shall perform following functions:-

- Call/ arrange/ conduct and preside over the meeting of Gram Sabha.
- Call/arrange/conduct and preside over the meeting of Gram Panchayat.
- Maintenance of the records of the Gram Panchayat.
- Administrative supervision and control over the work of the staff of the Gram Panchayat.
- Co-ordinate & Co-operate the officers and employee whose service come under Gram Panchayat (like primary school, primary health center, field assistants, Anganwadi workers etc.).

**Q. What are the functions of member secretary of Gram Panchayat?**

**Ans.** Some of the functions of member secretary of Gram Panchayat are:

- Co-ordinate in conduct of Gram Sabha.
- Facilitating in maintenance and safe keeping of all official records of gram Panchayat.
- Co-ordinate in conduct of Gram Panchayat meetings.
- Ensure minutes/Gram Sabha resolution/ annual plan of Gram Panchayat and physical and financial progress of works are widely disseminated.
- Facilitate in execution/implementation of development programmes entrusted to Gram Panchayat.
- Facilitate in conduct of Social Audit.

**Q. Who are the employees of Gram Panchayat?**

**Ans.** The Circle Officer or such other officer as shall be authorized by the Deputy Commissioner shall be the member Secretary of the Gram Panchayat. The GP, if its resources permit may appoint such other officers as may be required for its smooth functioning besides the officers whose services are placed with Gram Panchayat by the State Government.

**Q. What are the resources/ properties of the Gram Panchayat?**

**Ans.** As per the state Panchayat Raj Act 1997 the state government/ prescribed authority shall make recommendations with regard to the following:

- Place fund, allocate properties and Power to borrow money.
- Control of building operation
- Improvement of sanitation.
- Power over public street waterways, prevent growth of water hyacinth or other weed which may pollute water, emergent power on outbreak of epidemic, and recovery of cost for work carried out by Gram Panchayat on failure of any person, acquire, hold and dispose of property.
- Imposition of tax, levy of rates and fees as well as appeal against imposition of tax levy, or rate, toll or fee and recovery of tolls, taxes, rates or fees as arrears of land revenue including remission or revision of tax, toll, rate or fee.

## **Q. What are the functions of the Gram Panchayat?**

**Ans.** The Gram Panchayat shall perform such of the assigned functions as given/ numerated in scheduled-I of the State Panchayati Raj Act, subject to such condition as may be specified by the State Government. The list is given as follows:

### **I. General Functions:**

- i. Preparation of annual plans for the development of the Panchayat area.
- ii. Preparation of annual budget.
- iii. Providing relief in natural calamities.
- iv. Removal of encroachment on public properties.
- v. Organizing voluntary labour and contribution for community works.
- vi. Maintenance of essential statistics of the villages.

### **II. Agriculture, including Agricultural extension:**

- i. Promotion and development of agriculture and horticulture.
- ii. Development of waste lands.
- iii. Development and maintenance of grazing lands and preventing their unauthorized alienation and use.

### **III. Animal Husbandry, dairying and Poultry:**

- i. Improvement of breed of cattle, poultry and other livestock.
- ii. Promotion of dairy farming, poultry and piggery.
- iii. Grassland development.

### **IV. Fisheries: Development of fisheries in the villages.**

### **V. Social and Far Forestry, minor Forest Produce, Fuel and Fodder.**

- i. Planning and preservation of tress on the sides of roads and other public lands under its control.
- ii. Fuel plantations and fodder development.
- iii. Promotion of farm forestry.
- iv. Development of social forestry.

### **VI. Khadi, Village and Cottage Industries.**

- i. Promotion of rural and cottage industries.
- ii. Organization of conferences, seminars and training programmes, agricultural and industrial exhibitions for the benefit of the rural areas.

### **VII. Rural Housing:**

- i. Distribution of houses sites within Gram Panchayat.
- ii. Maintenance of records relating to the houses, sites and other private and public properties.

### **VIII. Drinking water:**

- i. Construction, repairs and maintenance of drinking water wells, tanks and ponds.
- ii. Prevention and control of water pollution.
- iii. Maintenance of rural water supply scheme.

### **IX. Road, Buildings, Culverts, Bridges, ferries, waterways and other means communication:**

- i. Construction and maintenance of village roads, drains and culverts.

- ii. Maintenance of buildings under its control or transferred to it by the Government and any public authority.
- iii. Maintenance of boats, ferries and waterways.

**X. Rural Electrification including distribution of Electricity.**

- i. Providing for and maintenance of lighting of public streets and other places.

**XI. Non-conventional energy source:**

- i. Promotion and development of non- conventional energy schemes.
- ii. Maintenance of community non- conventional energy devices, including bio-gas plants.
- iii. Propagation of improved chulhas and other efficient energy devices.

**XII. Poverty alleviation Programmes:**

- i. Promotion of public awareness and participation in poverty alleviation programmes for fuller employment and creation of productive assets etc.
- ii. Selection of beneficiaries under various programmes through Gram Panchayat.
- iii. Participation of effective implementation and monitoring.

**XIII. Education, including primary and secondary schools:**

- i. Promotion of public awareness and participation in primary and secondary education.
- ii. Ensuring full enrolment and attendance in primary schools.

**XIV. Adult and non-formal Education:** Promotion on adult literacy.

**XV. Libraries:** Village libraries and reading rooms.

**XVI. Cultural Activities:** Promotion of social and cultural activities.

**XVII. Markets and Fairs:** Regulation of fairs (including cattle fair) and festivals.

**XVIII. Rural Sanitation:**

- i. Maintenance general Sanitation.
- ii. Cleaning of public roads, drains, tanks, wells and other public places.
- iii. Maintenance and regulation of burning and burial grounds.
- iv. Construction and maintenance of public latrines.
- v. Disposal of unclaimed corpses and carcasses.
- vi. Management and control of washing and bathing Ghats.

**XIX. Public Health and Family Welfare:**

- i. Implementation of family welfare programmes.
- ii. Prevention and remedial measures against epidemics.
- iii. Regulation of sale of meat, fish and other perishable food articles.
- iv. Participation in programmes of human and animal vaccinations.
- v. Licensing of eating and entertainment establishments.
- vi. Destruction of stray dogs.
- vii. Regulation of curing, tanning and dyeing of skins and hides.
- viii. Regulation of offensive and dangerous trades.

**XX. Women and Child Development**

- i. Participation in the implementation of women and child welfare programmes.
- ii. Promotion of school health and nutrition programmes.

**XXI. Social Welfare, including Welfare of the handicapped, mentally retarded:**

- i. Participation in the implementation of the social welfare programmes, including welfare of the handicapped, mentally retarded and destitute.
- ii. Monitoring of the old-age and widows pension schemes.

**XII. Welfare of the weaker sections:**

- i. Promotion of public awareness with regard to welfare of weaker sections.
- ii. Participation in the implementation of the specific programmes for the welfare of the weaker sections.

**XXIII. Public Distribution System:**

- i. Promotion of public awareness with regard to the distribution of essential commodities.
- ii. Monitoring the public distribution system.

**XXIV. Maintenance of Community Assets:**

- i. Maintenance of community assets.
- ii. Preservation and maintenance of other community assets.

**XXV. Construction and maintenance of Public/ Community hall and similar institutions.**

**XXVI. Construction and maintenance of cattle sheds, pounds and car stands.**

**XXVII. Construction and maintenance of slaughter house.**

**XXVIII. Maintenance of public parks, playgrounds etc.**

**XXIX. Regulation of manure pits in public places.**

**XXX. Establishment and control of shandies.**

**XXXI. Such other functions as may be entrusted.**

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- Maintain all the records of the Zilla Parishad.
- Proper Management of Funds of Zilla Parishad.
- Keep all the accounts in the prescribed manner.
- Proper and judicious execution of all works of Zilla Parishad.
- Timely preparation of all plans & budgets.
- General responsibility of finance and administration of Zilla Parishad.
- Issue relevant orders for timely and proper execution of all works of Zilla Parishad.

**Q. What type of reports the Zilla Parishad is to prepare?**

**Ans.** The Zilla Parishad consolidates the development report on behalf of the Gram Panchayats. The Zilla Parishad submits a detailed report for the district to the government. The reports reflect:

- All the work done in the previous year.
- The work decided to be done in the subsequent year.

**Q. Who is the Member Secretary of Zilla Parishad?**

**Ans.** The Additional Deputy Commissioner (Hq.)/District Panchayat Development Officer shall be the Member Secretary of the ZP.

**Q. What are the functions of the Zilla Parishad Member Secretary?**

**Ans.** The member secretary shall:

- Attend all meetings and participate in the decision making process.
- Supervise and control officers as per AP PR Act 1997.
- Supervise and control execution of works of Zilla Parishad.
- Take necessary steps for speedy execution of all schemes.
- Draw and disburse money out of Zilla Parishad Fund as per the act.
- Keep custody of all documents connected with proceedings of the meetings of Zilla Parishad.
- Exercise such other powers and functions as prescribed by state government from time to time.

**Q. What are the sources of funds of the Zilla Parishad?**

**Ans.** Every Zilla Parishad shall have a “Zilla Parishad Fund” bearing its name and place under mentioned to the credit thereof with the approval/ permission/ determination by the State Government.

- Contributions and grants made by central or state governments and part of land revenues collected in the state.
- Contributions and grants, if made by any other local authority.
- Loans if granted by the Central or state government.
- Amount required for administrative expenses to be set aside from this fund.
- Sums on account of taxes, rates, duties, tolls and fees if any.

**The state government can allocate any public property within its control to the Zilla Parishad**

**Q. What are the functions of the Zilla Parishad?**

Ans. The state government may assign or withdraw or modify functions in relation to any matters to which the executive authority of the government extends or in respect of the functions which have been assigned to the State Government by the Central Government. Every Zilla Parishad shall prepare an annual budget with following aspects:

- Budgets shall reflect that estimated income and expenses for the year.
- Budget to be submitted to the State Government for further approval.
- Expenses not reflected in the budget CANNOT to be incurred by the Zilla Parishad.
- Zilla Parishad can prepare a supplementary budget and submit to the state government
- Zilla Parishad to keep all accounts as prescribed.

**ZILLA PARISHAD IS TO PROVIDE LEADERSHIP TO GRAM PANCHAYATS WITHIN THE DISTRICT. IT MUST ENSURE A BETTER UPWARD AND DOWNWARD COORDINATION BETWEEN DIFFERENT STAKEHOLDERS. IT SHOULD SEE THAT GRAM SABHA IS STRENGTHENED**

**Q. What are the other functions of the Zilla Parishad as per schedule III of the Arunachal Pradesh Panchayati Raj Act 1997?**

Ans. The functions listed under Schedule III of the Panchayati Raj Act 1997 of the state are as follows:

- I. General functions:**

Overall supervision, co-ordination and integration of Development schemes at District levels and preparing the plan for the development of the District.
- II. Agriculture, (including Agricultural Extension) and Horticulture:**
  - i. Promotion of measures to increase agricultural production and to popularize the use of improved agricultural implements and the adoption of improved agricultural practices.
  - ii. Opening and maintenance of agricultural and horticultural farms and commercial farms.
  - iii. Establishment and maintenance of godowns.
  - iv. Conducting agricultural fairs and exhibitions.
  - v. Management of agricultural and horticultural training centers.
  - vi. Training of farmers.
- III. Land improvement and soil conservation:**

Planning and implementation of land improvement and soil conservation programmes entrusted by the Government.
- IV. Minor Irrigation, Water Management and Watershed Development:**
  - i. Construction, renovation and maintenance of minor irrigation works.

- ii. Providing for the timely and equitable distributions and full use of water under irrigation schemes under the control of the Zilla Parishad.
  - iii. Watershed development programmes.
  - iv. Development of ground water resources.
- V. Animal Husbandry, Dairying and Poultry:**
- i. Establishment and Maintenance of block and village veterinary hospitals, first-aid centers and mobile veterinary dispensaries.
  - ii. Improvement of breed of cattle, poultry and other livestock.
  - iii. Promotion of dairy farming, poultry and piggery.
  - iv. Prevention and epidemics and contagious diseases.
- VI. Fisheries:**
- i. Development of fisheries in irrigation works vested in the Zilla Parishad.
  - ii. Promotions of inland, brackish water and marine fish culture.
  - iii. Implementation of fishermen's welfare programme
- VII. Khadi, Village and Cottage Industries:**
- i. Promotion of rural and cottage industries.
  - ii. Establishment and management of training-cum-production centers.
  - iii. Organization of marketing facilities for products and cottage and village industries.
  - iv. Implementation of schemes of State Board and All India Boards and Commissions of development of rural and cottage industries.
- VIII. Small Scale Industries including Food Processing Industries:**  
Promotion of Small Scale Industries
- IX. Rural Housing:** Promotion of rural housing programmes.
- X. Drinking water:** Promotion of drinking water and rural sanitation programmes.
- XI. Minor Forest Produce, Fuel and Fodder:**
- i. Promotion of social and farm forestry, fuel plantation and fodder development.
  - ii. Management of minor forest products of the forest raised in community lands.
  - iii. Development of water land.
- XII. Road, Buildings, Ferries Waterways and other means of communications:**
- i. Construction and maintenance of District roads and culverts, causeways and bridges (excluding State Highways and Village roads)
  - ii. Construction of administrative and other building in connection with the requirements of Zilla Parishad.
- XIII. Non-conventional Energy Source:** Promotion and development of non-conventional energy resources.
- XIV. Poverty alleviation Programmes:** Planning, supervisions and monitoring the implementation of poverty Alleviation programmes.
- XV. Education, including Primary and Secondary Schools:**
- i. Promotion of educational activities in the district including the establishment and maintenance of primary and secondary schools.
  - ii. Establishment and maintenance of Ashram schools and orphanages.

- iii. Survey and evaluation of education activities.
- XVI. Technical Training and Vocational Education:**
  - i. Establishment and maintenance of rural artisan and vocational training centers.
  - ii. Encouraging and assisting rural vocational training centers.
- XVII. Adult and non-formal Education:** Planning and implementation of programmes of adult literacy and non-formal education programmes.
- XVIII. Markets and Fairs:** Regulation of important fairs and festivals in the District.
- XIX. Health and Family welfare:**
  - i. Management of hospitals and dispensaries excluding those under the management of government or any other local authority.
  - ii. Implementation of maternity and child health programmes.
  - iii. Implementation of immunization and vaccination programmes.
  - iv. Implementation of family welfare programmes.
- XX. Women and Child Development:**
  - i. Promotion of programmes relating to development of women and children.
  - ii. Promotion of school health and nutrition programmes.
  - iii. Promotion of participation of voluntary organizations in women and child development programmes.
- XXI. Social Welfare, including of the Handicapped, Mentally Retarded:**  
Promotion of social welfare programmes including welfare of handicapped, mentally retarded and destitute.
- XXII. Welfare of weaker sections:**
  - i. Promotion of educational, economic, social, cultural and other interest of the weaker sections.
  - ii. Protecting such Castes, Tribes and Classes from Social injustice and all forms of exploitation.
  - iii. Establishment and management of hostels of such Castes, Tribes and Classes.
  - iv. Supervision and management of hostel in the district, distribution of grants, loans and subsidy to individuals and other schemes for the welfare of weaker sections.
- XXIII. Maintenance of Community Assets:**
  - i. Maintenance of all community assets vested in it or transferred by the Government or any local authority or organizations.
  - ii. Assisting the Government in the preservation and maintenance of other community assets.
- XXIV. Cultural Activities:** Promotion of social and cultural activities
- XXV. Public Distribution System**
- XXVI. Rural Electrification**
- XXVII. Libraries:** Promotion of libraries.
- XXVIII. Co-Operation:** Promotion of Co-operative activities.
- XXIX. Such other functions as may be entrusted.**

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## CHAPTER – 9

### GRAM PANCHAYAT DEVELOPMENT PLAN – MY VILLAGE MY DEVELOPMENT PLAN, CONCEPT, APPROACHES, METHODOLOGY AND ROLES OF PRIs.

#### **Q. What is GPDP?**

Ans. Gram Panchayat Development Plan(GPDP) is a comprehensive need based development plan for multipronged and integrated growth of the respective Gram Panchayat area. Guideline to prepare GPDP was notified as My Village My Development Plan in 2015 by Department of Panchayati Raj, Government of Arunachal Pradesh.

The planning process as prescribed by Government of Arunachal Pradesh under the ‘My Village My Development Plan Guideline 2015 (MVMDP) aims towards all round development of the Gram Panchayats. The Gram Development Panchayat Plans that thus emerged are termed as MVMDP or GPDP. These plans are normally for duration of five years, out of which Annual Action Plan is prepared.

#### **Q. How this GPDP concept has come? Why GPDP is termed as MVMDP in Arunachal?**

Ans. Implementation of XIV Finance Commission recommendation necessitates local bodies to have proper plan for the release and utilisation of grant for the basic services within the functions devolved to them by the State Government. The Gram Panchayats were given an enormous opportunity to fulfill the basic amenities need of the villages in five years period (2015 to 2020). Now, XV finance has commissioned from 2021 with the same opportunity.

The Ministry of Panchayati Raj took the initiative to formulate model guideline for preparation of GPDP based on which State Specific Guideline has to be framed while keeping in view of State specific situations. All the 27 States participated in the conclave for 5 day write-shop to grasp the idea of participatory planning process for GPDP at KILA (Kerala Institute of Local Administration), Kerala on 8-13 July, 2015. After that, all the state formulated and implemented the guideline on its own given name. In Arunachal it is notified as “My Village My Development Plan” to motivate the people that they need to plan for their own development while planning for village development and vice versa.

Article 243G of Constitution, also mandated the Panchayats for preparation of economic development plan with social justice utilizing resources available with them. Therefore, the Gram Panchayats are mandated to prepare comprehensive MVMDP-GPDP based on participatory process involving the community particularly, Gram Sabha.

#### **Q. What is Comprehensive MVMDP-GPDP?**

Ans. Comprehensive MVMDP-GPDP means, convergence of schemes linked to 29 subjects listed in the Eleventh Schedule of the Constitution implemented by Panchayats/Central Ministries / Line Departments in the State. The convergence is necessary to avoid the duplicity

of schemes and for effective implementation of prioritized schemes by convergence of the available resources with line departments for transformation of rural India.

**Q. What is Participatory Planning Process?**

**Ans.** It is the process where every individual in the Gram Panchayat, particularly having name in the voter list are to participate in various ways.

- i. Participate in household survey by welcoming the surveyor in house and help him/her by giving true and correct information on the status of household in the format.
- ii. Participate actively in Gram Sabha being its member to formulate realistic and data based GPDP.
- iii. Cooperate and help Gram Panchayat Development Committee (GPDC) in preparing Social, Resource and Seasonal maps of Gram Panchayat.
- iv. Participate in implementation and monitor of GPDP by attending Gram Sabha as and when it is conducted.

**Q. What is Participatory Rural Appraisal (PRA)?**

**Ans.** Participatory Rural Appraisal (PRA) is a methodology for interacting with villagers, understanding them and learning from them. It involves a set of principles, a process of communication and a set of methods for seeking villagers participation in putting forward their points of view about any issue and enabling them to do their own analysis while involving in the exercise. In MVMDP –GPDP, through PRA exercises, situation of the villagers are analyzed and accordingly solution to the problems area are suggested in the form of schemes and activity.

**Q. What kinds of PRA methods are prescribed for GPDP-MVMDP?**

**Ans.** For preparation of GPDP-MVMDP following PRA exercises are prescribed:

- i. Awareness Generation about MVMDP through Gram Sabha
- ii. Household Survey (filling the format for comprehensive data) or Mission Antyodaya Data can be utilized.
- iii. Transact Walk and preparation of Social Map, Resource Map and Seasonal Calendar.
- iv. Gram Sabha for finalization of Plan.

**Q. How the Transact Walk helps to prepare GPDP?**

**Ans.** A transect walk in a habitation helps to identify the assets that need to be developed. The natural resources that can be used, land available for various public purposes are identified and collect information on the status of various public services in the villages.

**Q. What is Social Map?**

**Ans.** Social Mapping is a process of plotting dwelling (houses) along with other civic amenities such as roads, drains and other spatial data such as demographic data (vulnerable households, etc.), local level infrastructure, ownerships pattern and village boundaries. Social Mapping brings out the understanding of the actual conditions of a Gram Panchayat where community lives. Plotting is carried out in open appropriate space and then documented in Chart Paper. Example of Social Map:



**Q. What is Resource Map?**

**Ans.** Resource Map is Drawing/Sketching the entire resources of a gram Panchayat. Resources such as agriculture, horticulture, vegetable, paddy, millet, plantation, forests, etc. of a gram Panchayat are sketched and indexed in the Resource Map. It helps to collect the information on livelihood status in a village. It helps to indentify available resources and gaps for development of sustainable livelihood resources for the population living in the gram Panchayat.

Eg.



**Q. What is Seasonal Calendar/Map?**

**Ans.** Month wise segregation of activities of people residing in a Panchayats is called seasonal calendar/Map. It reflects the patterns and trends of activities throughout the year in a certain village. It helps to collect the information on how the villagers allocate their time for each activity in a year. Seasonal calendar helps to schedule appropriate time for certain interventions required in a village for improvement of livelihood and other development aspects.

Eg.



Note: Seasonal Calendar can be prepared separately for every activity if necessary.

**Q. What is Situation Analysis? What are the data required for Situation Analysis?**

Ans. Analysis of the status of village/gram Panchayats through data, facts and figure are called situation analysis. The village development planning process shall start with Household survey with prescribed format and Participatory Rural Appraisal exercise. Quality, quantity and gaps in all sectoral infrastructures shall be accessed through PRA method. Compiled data of Household survey would be compared with secondary data. Mission Antyodaya data may be used in place of household survey data.

These secondary data are required to be made available by the respective departments.

- i) Mission Antyodaya data and Latest SECC Data by PD, DRDA, Dept of Rural Development.
- ii) AOP Data by District Planning Officer, Department of Planning.
- iii) District Statistics by District Statistical Officer, Department of Statistics.
- iv) National Social Assistance Programme data (NSAP) gram Panchayat wise by Deputy Director Social Welfare, Deptt. of Tribal Affairs.
- v) Housing for All data by PD DRDA, Deptt of Rural Development.
- vi) Drinking Water & Sanitation by Executive Engineer Department of PHE
- vii) Irrigation data by Executive Engineer, WRD Deptt.
- viii) Rural roads data by Executive Engineer PWD/RWD.
- ix) School Education data by DDSE, Department of Education
- x) Health Services data by District Medical Officer, Department of Health & Family Welfare.
- xi) Fisheries data by DFDO, Department of Fisheries
- xii) Agriculture data by DAO, Department of Agriculture
- xiii) Horticulture data by SHO, Department of Horticulture

- xiv) Forest data DFO, Forest Department
- xv) Animal Husbandry & Veterinary services data by DVO, Department of Veterinary & Animal Husbandry.
- xvi) Rural Electrification data by Executive Engineer Power, Department of Power
- xvii) Financial Inclusion & banking Services data by Lead Bank Manager
- xviii) Women & Child Development data by Deputy Director, Department of WCD
- xix) PDS data by DF&CSO, Department of Civil Supplies.
- xx) GP Land records & land use data by DLRSO, Department of Land Management
- xxi) Mineral & Mines data by AMDO, Department of Geology and Mining
- xxii) Transport Services data by DTO, Department of Transport
- xxiii) Renewable Energy services by Deputy Director/ADI, Department of Industries.
- xxiv) Textile & handicrafts data by ADTH, Department of Textile & Handicrafts.

**Q. What are the Steps of MVMDP Process?**

**Ans. The steps of preparing MVMDP process are:**

Steps	Activity
1.	Formation of Gram Panchayat Development Committee, Block Resource Group & District Planning Committee
2.	Capacity Building (Gram Panchayat Development Committee, Block Resource Group & District Planning Committee)
3.	Finalisation of planning schedule
4.	Collection of Secondary Data including geo-spatial data
5.	First Gram Sabha - for awareness and information
6.	Collection of primary data from household survey /Mission Antyodaya data
7.	Transect Walk and PRA exercises (Resource, Seasonal and Social Mapping)
8.	Analysis of data collected and correlation with secondary data
9.	Finalisation of thrust areas / key priority areas/ forest development from the identified gaps.
10.	Presentation of Situation Analysis Report to Gram Sabha (2nd GS)
11.	Projectisation of identified schemes
12.	Presentation in 2nd Gram Sabha and approval
13.	Final drafting of Gram Panchayat Development Plan -MVMDP
14.	Presentation of MVMDP in Gram Sabha (3rd GS) and approval
15.	Final documentation and forwarding to Block and DPC for approval and subsequent up -loadation of plan in e - Gramswaraj
16.	Approval of DPC and revert back to Gram Panchayat and submission of copy to Department of Panchayati Raj and State Plan unit, Govt. of AP.
17.	Implementation and Monitoring of Gram Panchayat Development Plan.

### **Q. What is Resource Envelope?**

**Ans.** The resources available for planning and implementation of GPDP are called Resource Envelope. The resources in terms of natural resources, fund and manpower of all departments/agency for rural development are envisioned as the resource envelopes of Gram Panchayat Development Plan - My Village My Development Plan. Allocation of resources for particular scheme by a department/agency in a Gram Panchayat is added into the resource envelope of that Gram Panchayat, which means one of the schemes under MVMDP is implemented and development needs are fulfilled by that Department. Example, MGNREGA, PMAY, 15<sup>th</sup> Finance Commission Grants are the financial resources of Gram Panchayat. Computer cum Account Assistants and Panchayat Technical Assistants are the Human Resources of Panchayats.

### **Q. What is Projectization?**

**Ans.** After the consolidation of the prioritized activities, GPDC in consultation with technical personnel of line departments shall prepare a list of feasible and executable works with financial outlay. The projects can be extended to any subject and activity of the focus areas that improve the services delivery including education, health, welfare and poverty reduction etc. All the works identified shall be mapped to the resources available with the GP including funds relating to the Central and State Government Schemes. Matching Contributions from line departments, public and donors can be tried extensively. It is also necessary to clearly workout the output and outcome for all the works. These activities may be prioritised for incorporation in the outcome for all the works. Every activity proposed to be taken up should be projected for effective implementation and outcomes.

### **Model Format for Projectisation of Plan Activities**

1. Introduction ( Brief about the Panchayat)
2. Brief about the sector and problem identification
3. Aim of the project
4. Details of the target and outcomes proposed to be achieved through the project
5. Components of the intervention with physical targets and financial outlays
6. Implementation strategy (Implementing agency, additional resource mobilization, voluntary participation, supervision etc.)
7. Risk and risk mitigation mechanism
8. Conclusion

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## CHAPTER – 10

### FRAMEWORK FOR PREPARATION OF BLOCK & DISTRICT DEVELOPMENT PLANS

**Introduction:** On recommendation of 14<sup>th</sup> FC in tune with Article 243G, MoPR, Govt. of India has mentored the State to have systematic planning process at Gram Panchayat level. As a result, Gram Panchayat Across the country are well versed with the steps and processes of preparation, implementation and monitoring of GPDP. Now, the 15<sup>th</sup> FC has recommended for similar systematic Block Development Plan and District Panchayat Development Plan to receive and utilise the grants. Planning at three levels is emphasized to identify the gaps of GPDP at BDP and subsequently gaps of BDP at DPDP level to achieve optimum development goals and targets.

#### **Q. What is Block Development Plan and how it is prepared?**

Ans. Annual or five year perspective plan for socio-economic development with social justice prepared at Block level are called Block Development Plan. It is prepared by consolidating the GPDP and identifying gaps in between Gram Panchayat and taking up the development strategy that cannot be taken up under GPDP-MVMDP.

#### **Q. Why Block Development Plan is necessary to prepare when there is no Anchal Samiti in Arunachal Pradesh?**

**Ans. Block Development Plan in Non-Panchayat Blocks is necessary because:**

1. The purpose of preparation of plan at any level is not just to access and utilize grants but to create a congenial environment for thinking together, pooling resources and making concerted efforts to achieve Sustainable Development.
2. Wherever there is a Block but no elected Panchayat body and, as such, no scope for accessing 15<sup>th</sup> FC Grant, preparation of BDP is necessary under the following considerations:
  - (a). The offices of BDO and line departments at Block level receive funds as usual under various Central and State Government schemes but usually implement them in isolation.
  - (b). In the absence of elected Panchayat body at Block level, there is little scope for developing a unified vision of development and strike convergence among different schemes and initiatives – which are possible through concerted efforts and planned approach of development.
  - (c). There must be some activities at the level of GP which may find them difficult to implement because of financial constraint and jurisdiction reasons and which may be implemented well by the Block with support from the line departments.

(d). Maintaining the chain of plan and involvement of Block administration in preparation of BDP will be helpful in consolidation of data emanating from GPDs, Mission Antyodaya, SECC, Spatial Planning/GIS, Gram Manchitra, Bhuvan etc.; data-based situation analysis and preparation of a Development Status Report (DSR) for Community Development Block; and preparation of a comprehensive and integrated plan that can address issues related to SDG compliance, skilling for expansion of livelihoods, employment generation, economic development, equity and social justice, environmental up gradation etc. in a cohesive manner.

**Q. What are the important points to remember in preparation of BDP in Non-Panchayat Blocks?**

**Ans. A Few Important Points to Remember in Preparation of BDP in Non-Panchayat Blocks**

- The Framework for Preparation of BDP and DDP, prepared by MoPR, will have to be used and adapted with need-based changes and innovations in the local context.
- The State Government will have to issue an order / instruction for preparation of BDP in Non-Panchayat Blocks for the sake of integrated approach to development knowing well that 15<sup>th</sup> FC Grant will not be available for BDPs during the current year (2020-21).
- The State Government will have to provide all kinds of support encouragement to the BDOs and the line department officers and motivate them to prepare BDP.

**Q.4. How much is the 15<sup>th</sup> Finance Commission Award allocated to the PRIs?**

**Ans.** The total allocation of 15<sup>th</sup> Finance Commission Award to PRIs for 2020-21 is 60750 Crore (50 percent Basic Grant – 30,375 Cr and 50 percent Tied Grant – 30, 375 Cr). For Arunachal Pradesh 231 crore is allocated (Basic Grant – 115.5 and Tied Grant – 115.5). It will be shared between Zilla Parishad and Gram Panchayat in the ratio of 70:30.

**Q.5. How it will be utilized?**

**Ans.** The Basic Grant is untied Grant to be spent for local specific felt needs except salaries. Tied Grant is to be spent for Drinking water, Rain Water Harvesting, Water Recycling, Sanitation and Maintenance of Open Defecation Free (ODF) status.

**Q.5. What are the series of steps that need to follow for preparation of BDP?**

**Ans.** Step by step actions for preparation of BDP as per the framework of MoPR, Govt. of India are:

- Step – 1 - Formation of Block Planning Committee and Sectoral Working Groups
- Step – 2 - Training of the Members of Block Planning Team and Sectoral Working Groups
- Step – 3 - First Block Sabha
- Step – 4 - Collection and Consolidation of Data
- Step – 5 – Preparation of Situation Analysis and Block Status Report
- Step – 6 - Special (Second) Block Sabha
- Step – 7 - Identification of Localised SDGs and Targets
- Step – 8 - Resource Envelope, Visioning Exercise and Prioritisation of Plan Activities.
- Step – 9 - Preparation of Draft BDP & Budget.
- Step -10 - Projectization of the prioritised plan activities

- Step - 11 - Third Block Sabha for approval of BDP
- Step -12 - Uploading of the approved plan activities on e-GramSwaraj portal
- Step -13 - Preparation of the final documents of BDP
- Step -14 - Strategy Formulation for implementation of Monitoring of BDP
- Step -15 - Actual Implementation and Monitoring of the BDP

**Q. What are the Processes Involved in Preparation of BDP?**

**Ans.** The processes involved in preparation of BDP as per MoPR framework are:

1. Special Meeting by the BDO with Block level officers including those of line departments for deeper understanding about the necessity, processes and steps of preparation of BDP
2. Formation of Block Development Planning Committee (BDPC) with the BDO as its chairman and Sectoral Working Groups (SWGs) for BDP following the line of the Framework of MoPR for BDP & DDP
3. Formation of Block Sabha, following the line of the Framework of MoPR for BDP & DDP
4. Interaction with line departments, CSOs/NGOs and representatives of traditional local bodies
5. Vision Development for 1, 2 and 5 years, based on 29 subjects mentioned in the 11<sup>th</sup> Schedule of the Constitution
6. Setting of Goals for Development in the entire Block for 1, 2 and 5 years
7. Stock-taking of resources available with the BDO and the line departments
8. Oversight and monitoring of the functions of BDPC and SWGs for BDP
9. Approval of BDP in Block Sabha
10. Implementation and continuous Monitoring of BDP.

**DISTRICT DEVELOPMENT PLAN**

**Q. Why District Development Plan (DDP) is to be prepared? How it is prepared?**

**Ans.** Article 243G of the Constitution of India mandates the District Panchayat to prepare and implement the District Development Plan for economic development and social justice by converging and integrating all such programmes / schemes of the Panchayat, State and Centre to be implemented in its geographical area. Further, as local government, the District Panchayat are also responsible for ensuring delivery of basic services to local citizens and addressing vulnerabilities of poor and marginalized sections of the population. This can be achieved only by implementation of need based focused plans through efficient and responsible utilisation of available resources and expanding the resources to cater to their priorities. Further, it has to be ensured that there should not be duplication of its works with those undertaken / to be undertaken by the Gram Panchayat, CD Block and line departments.

The preparation of the District Development Plan for rural area is a time-bound process. It is an essential part of chain of plans to be prepared immediately after completion of Gram Panchayat Development Plan and Block Development Plan. It should provide building blocks to Draft District Development Plan to be prepared by the District Planning Committee for district as a

whole. District Development Plan should ideally match with people's needs, basic services and their aspirations, prioritised in accordance with the available resources. It should be prepared through a participatory, inclusive and transparent process. The plan should be long-term (perspective plan) in nature (ideally for five year plan) and operational plan, which is implementable on annual basis, based on priorities arrived at District Sabha. The District Panchayat being in a better position with respect to human resources, infrastructure and institutional capacity can plan for and implement larger types of activities, which are possible on their part to plan, implement and monitor. Besides, it may be necessary on the part of each District Panchayat to plan for and implement those plan activities, which territorially cover two or more Blocks because, in such cases, the District Panchayat will be in better position to take charge of such activities. However, they may undertake important activities confined to even in only one block if they are earnestly needed and the concerned block is not in position to take up these activities. Normally the District Development Plan should be formulated after completion of all GPDPs by all Gram Panchayats and the Block Development Plans by all CD Block(in case of Arunachal) in their respective area. However, the District Panchayat may start its planning even if a few Gram Panchayats and Intermediate Panchayats could not complete their plans in time.

**Q. What is the process for District Development Plan?**

**Ans.** The District Development Plan may be prepared through a participatory inclusive and transparent process with modified bottom up approach. The development needs may be arrived at by consolidating gaps ascertained in GPDPs through Mission Antyodaya, Household survey, PRA exercise and by excluding those gaps, which were addressed by the GPDPs and Block Development Plan. Thus, the District Development Plan process envisages need based planning, supplementing GPDPs and Block Development Plans. Further, it would also strive to contribute to national commitments e.g. SDGs and priorities. The plan activities of the line departments operating at the District level should be integrated into the District Development Plan, although the same may be implemented by the line departments themselves. There should be sincere efforts to use expertise available in Govt. sector, academics and private sector for the preparation of the District Development Plan.

The process, structure and format of a District Panchayat Plan may be largely the same as followed at GP level for GPDP and Block level for Block Development Plan (BDP). After GPDPs and BDPs in the area of the district are prepared and approved at GP and Block levels, the GPDPs and BDPs are to be forwarded by the GPs and Block Planning team respectively to the District Panchayat. Those projects and activities, which are to be implemented in more than one GP area but cannot be accommodated in the BDP and also those projects and activities which are to be implemented in more than one block area but cannot be included in the BDP for want of technical competencies or lack of resources are to be considered by the District Panchayat for inclusion in the District Development Plan besides those activities which need to implement at District level

The District Panchayat Plan would be approved by District Sabha consisting of all District Panchayat members, representative from Block Planning Team, Chairpersons of at least five

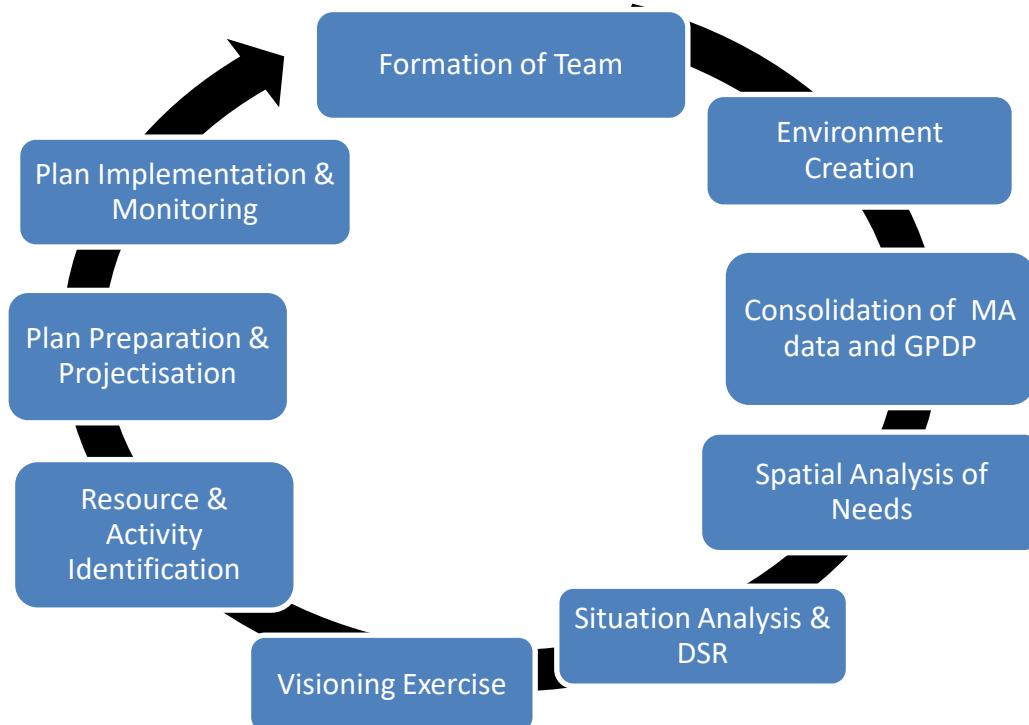
Gram Panchayats from the concerned District, shall be convened and this meeting has to be considered as District Sabha. Apart from elected representatives, District level officers of line department, academicians, doctors, representatives of women group should also be nominated as member of District Sabha. The following may be the process of the District Development Plan.

**The following may be the process of District Development Plan.**

- i. Formation of District Planning Committee (DPC) for every District for shared understanding and facilitation of the entire planning process orienting and activating them to take up and carry forward the entire process of District Development Plan for rural areas.
- ii. Environment creation and community mobilization
- iii. Collection of primary and secondary data
- iv. Situation analysis, need assessment and gap identification
- v. Development of Status Report
- vi. Visioning exercise for goal setting
- vii. Resources and identification/estimation of corresponding activities Special District Sabha
- viii. Plan development, prioritization and projectization
- ix. Approval of District Development Plan, Implementation, Monitoring and Impact analysis.

**Q. Explain the Plan Cycle in Diagram.**

Ans. The Plan Cycle of District Development Plan can be depicted through Diagram as follows:



**Q. What is Situation Analysis and Development Status Report (DSR)?**

Ans. Situation Analysis refers to assessment of development status of the district. It is primarily required to assess existing scenario of the district on various development issues. It also provides basic information on the gaps in infrastructure, amenities and services that exist as well as the

potential for future development. This analysis can serve as the basis for setting priorities for the issues to incorporate in the District Development Plan. Situation analysis is also a process through which the issues and the needs of the community and the gaps where intervention is needed are identified. Most of the Sectoral data are available at the district level. Also, the suggestions from the GP and Block can be utilized.

For conducting situation analysis of the district, secondary data need to be collected, analyzed and documented. The analysis should be based on data, validated by experts and planning team. Existing conditions and development status of the district will have to be analyzed. The physiological and ecological peculiarities, human-natural resources, general socio-economic status, status of each sector and existing development issues and challenges shall be included briefly in this analysis. Information about the existing institutions, quality of infrastructure and services must be collected. Critical information on deficiencies and gaps in basic services, infrastructure and amenities (e.g. drinking water sanitation, drainage, road conditions, cleanliness etc.) that exist in the district must be collected.

On the basis of Situation Analysis Report, Development Status Report should be prepared for each sector. These Sectoral reports should also consist of the progress made in the previous three to five years. This report must contain the details regarding funds allocated and utilized, expenditure and physical achievements. Based on the actual achievements during the period, the successful projects and the reasons behind success and failure in each sector shall be explained. In DSR, all the Central and State sponsored programme also should be included.

**Q. How the DSR will help to prepare District Development Plan?**

Ans. The DSR will help the District Sabha to identify the following:

- Status of development of the District Panchayat in various thematic sectors in terms of achievements, limitations and gaps in development efforts of the District Panchayat.
- Convergence strategies for optimizing development goals for the District Panchayat.
- Prioritization of development agenda to be taken up over next five years on annual basis
- Issues that are to be addressed by various authorities and institutions including the District Panchayat.

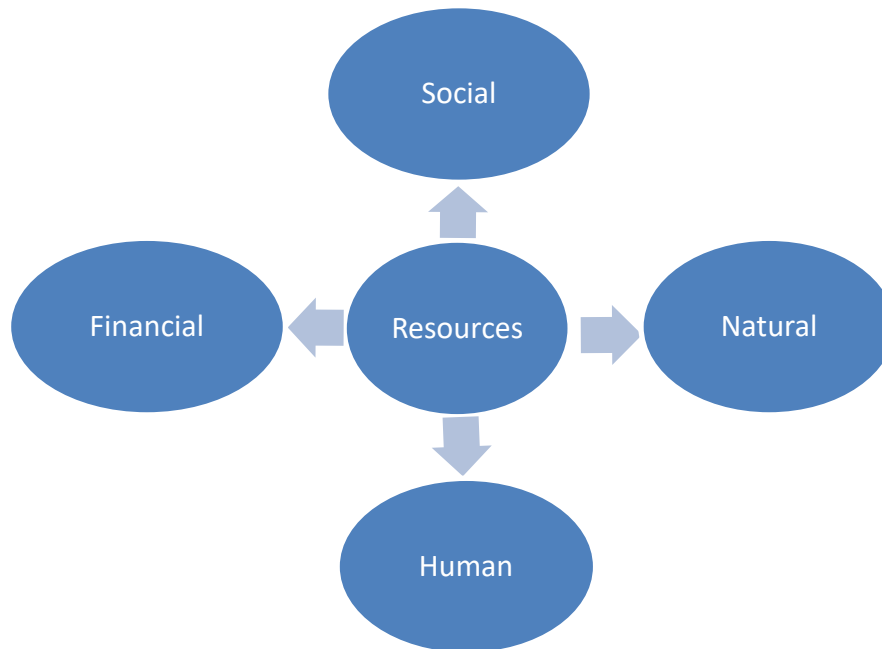
**Q. What is Visioning Exercise?**

Ans. Visioning is a process of evolving the perspectives of the District Panchayat development agenda in terms of economic development and social justice. It is an articulation of the development pathway. The District Panchayat has to visualize for the next five years (or beyond) and succeeding year in the identified key thematic areas. The visioning exercise would ensure objectivity in planning and endow people with a sense of ownership of the planning process. The vision document is to clearly show the commitment of the District Panchayat to make its functions more effective and efficient in improving the quantity and quality of basic services and overall development of the district. It helps in identifying priorities and set clear milestones to be achieved by the District Panchayat during the year for which plan is prepared.

Once the situational analysis and Draft Development Status Report are finalized by the District Planning Committee, this should be presented in a larger meeting with Sectoral Working Groups, experts, stakeholders, various institutions in the district and elected representatives to receive comments, suggestions and to finalize it.

### Q. How to identify Resources for Planning at the District level?

Ans. Availability of resources is crucial for implementation of District Development Plan. Therefore, identification of these key resources is an essential part of the planning process. Broadly, these resources can be classified in the following four categories as depicted in following diagram schematically:



- a) Social Resources: Institutional Strength, peace, social harmony/unity within the community
- b) Natural Resources: Land, forests, water, air and all naturally available resources
- c) Human Resources: People living in the District, people associated with the area in any other capacity, women SHGs collectives etc.
- d) Financial Resources: Funds available from Central and State Governments, OSR etc. In addition a District Panchayat should be able to raise resources from CSR funds, banks linkages and other sources.

Once data on all sectors are collected, the next important exercise is to take stock of available financial resources. The resource estimation has to take into account the diversity of sources that would be available at the command of District Panchayat. Therefore, the District Panchayat Resources Envelope includes the following:

- Innovative means of financing through community contributions including local philanthropists, NRIs, NGOs, the Corporate Sector and bank linkages of projects.
- Getting information from line departments about the allocations made to the district under each scheme including devolutions and transfers etc.
- Direct fund flow to DP, also possible sources of convergence from flagship schemes of Centre and States and from projects of other tier of local governments, which require convergence at the district level. Presently the key funding is from the Fifteenth Finance Commission awards. The mandatory earmarking for water and sanitation has to be taken into account while using this grant.

## Q. How is Convergence of Schemes possible?

Ans. Addressing the needs with respect to 29 subjects of Eleventh schedule through convergence and collective action would go a long way in rural transformation. As mentioned in the Article 243G of the Constitution, Panchayat are mandated to plan for economic development and social justice. Therefore, the Panchayats should strive for convergence with line departments through their Central and State schemes and deliverables. The schemes may be incorporated in the BDP and DDP. Schemes of Ministry of Rural Development e.g. Pradhan Mantri Awaas Yojana(Gramin), Pradhan Mantri Gram Sadak Yojana, National Social Assistance Programme, Mahatma Gandhi National Rural Employment Scheme; Schemes of the Ministry of Jal Shakti e.g Swach Bharat Mission-Gramin, Jal Jeevan Mission; Schemes of the Department of School Education & Literacy in Ministry of Education e.g. Samagra Shiksha Abhiyan(SSA), Mid-Day Meal(MDM), Adult Education, National Scheme of Incentive to Girls for Secondary Education and National Means cum Merit Scholarship(NMMSS); Schemes of the Ministry of Agriculture & Farmers Welfare e.g. Rashtriya Krishi Vikas Yojana(RKVY), ATMA; Schemes of the Ministry of Health & Family Welfare e.g. National Health Mission(NHM) and Schemes of the Ministry of Women & Child Development e.g. Integrated Child Development Services and Poshan Abhiyan, are few important Central schemes where Panchayats have significant role to play in terms of operational management.

Example of Convergence of three Ministry's Schemes with their deliverables:

29 Sectors in FFC XI <sup>th</sup> Schedule		Concerned Ministry	Deliverables	Schemes/Agency
1	Agriculture, including agricultural extension	Ministry of Agriculture & Farmers Welfare	Increase irrigated area	RKVY, PMKSY, PMFBY, MMAS, NFSM, MIDH, NMAET, e-NAM, SHC, PM-KMY, PM-KISAN, PM-AASHA, SMAF, SAME, ISAM, RGM, NPDD, PMMSY
2	Land improvement, implementation of land reforms, land consolidation and soil conservation		Ministry of Rural Development	
3	Minor irrigation, water management and watershed development	Ministry of Animal Husbandry	Timely and quality inputs seeds, fertilizers, pesticides.	
4	Animal Husbandry, Dairying and poultry		Organic agriculture	
5	Fisheries		Horticulture potential use	
			Crop insurance coverage	
			Value chain development	
			Creating durable community assets for marketing support	
			Full potential use in dairy, goatry, poultry	
			Immunization services for animal resources and veterinary care	
			Enhance production of Fish	

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## CHAPTER – 11

### DISTRICT PLANNING COMMITTEE: CONCEPT, COMPOSITION, ROLES AND RESPONSIBILITIES



#### INTRODUCTION:

The institution of District Planning Committee as envisaged in the 73rd Constitution Amendment Act is the realization of consistent and conscious effort towards decentralized planning since the process of planned development began in the country. The desire for decentralized planning was first expressed way back in the first five year plan (1951-56), when it was suggested to break the planning process into national, state, district and local community levels. However, the idea was given a concrete shape with the establishment of the District Development Council to consolidate plans prepared at the village level through a participative process.

#### Q. What is the District Planning Committee (DPC)?

Ans. DPC is a committee constituted as per article 243ZD of the Constitution of India at the district level for planning at the district and below. The Committee in each district should consolidate the plans prepared by the Panchayats and the Municipalities in the district and prepare a draft development plan for the district.

#### Q. Who shall make provisions of the DPC?

The Legislature of a State may, by law, make provision with respect to-

- The composition of the District Planning Committees;
- The manner in which the seats in such Committees shall be filled: Provided that not less than four-fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district;
- The functions relating to district planning which may be assigned to such Committees;

- The manner in which the Chairpersons of such Committees shall be chosen.

**Arunachal Pradesh District Planning Committees (Constitution, Powers and Functions) Act, 2011 (Act No. 5 of 2011)** Received the assent of the Governor on 1st June, 2011 and Published in the Arunachal Pradesh E.O. Gazette No. 116, Vol-XVIII, dated 21st June, 2011

**Q. What is the composition of the DPC?**

The DPC is generally composed of elected members of the local bodies within the district, both rural and urban, as well as some nominated members. The number of members varies with the population size of the districts. The ratio of members from Panchayats and ULBs is based on the ratio in which the population of the district is divided between rural and urban areas.

**Q. What is the composition of the DPC in Arunachal Pradesh?**

Ans. As per Arunachal Pradesh District Planning Committees (Constitution, Powers and Functions) Act, 2011:

- (a) District Planning Committee shall be constituted at District level to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.
- (b) The District Planning Committee of a district shall consist of such number of members as may be specified against that district in the Schedule.
- (c) As nearly as but not less than, eighty per cent of the members shall be elected in the prescribed manner by, and from amongst, the elected members of the Zilla Parishad and Councilors of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district, and remaining twenty per cent of the members shall be as follows:
  1. Deputy Commissioner of the district who shall be the Chairperson;
  2. the Additional Deputy Commissioner headquarter cum District Panchayat Development Officer of the district, who shall be the Member-Secretary; and
  3. five ex-officio members to be appointed by the Government as under:
    - a. District Economic and Statistical Officer.
    - b. Project Director, DRDA.
    - c. Town Planner.
    - d. District Planning Officer.
    - e. Bank Officer.
- (d) Notwithstanding anything contained in this section-
  1. the Members of Parliament, the Members of the Legislative Assembly of the State representing constituencies which comprise wholly or partly any area of the district, Executive Engineer, PHE, Divisional Forest Officer, Executive Engineer, PWD, Deputy Director, Urban Development, District Horticulture Officer, District Agriculture Officer, District Health Officer, Deputy Director of School Education, Executive Engineer, Power, Executive Engineer, Water Resource, DLRSO,

Executive Engineer, RWD shall be invited to attend the meetings of the Committee as permanent invitees; and

2. The Chairperson of the Committee shall have the powers to invite any person including an expert to attend any meeting of the Committee;

**Q. What will be the terms office of the Elected Members?**

Ans. The term of office of an elected member shall be five years commencing on the date of his election unless removed earlier;

Provided that the term of office of every elected member shall be coterminous with his membership in the Zilla Parishad or, as the case may be, the Municipality.

**Q. What shall be powers and functions of the DPC?**

Ans. The Committee shall, formulate the development goals, objectives, policies and priorities in matters relating to planning, development and use of rural and urban land in the district having due regard to social justice.

In particular and without prejudice to the generality of the foregoing provisions the district planning committee shall consolidate the plans prepared by the Panchayats and municipalities and shall prepare an integrated draft development plan for the district as a whole and other activities as per the relevant act.

**Q. What are the subjects that District Planning Committee shall plan?**

Ans. As Per DPC Act, 2011, DPC shall prepare short term and long term policies, strategies pertaining to:

- (i) Rural development including physical and natural resource utilization, poverty alleviation, employment generation in both the formal and informal sectors and integrated economic and social infrastructure development;
- (ii) Conservation of environment, forests, ecologically sensitive areas and heritage zones;
- (iii) Development of trade, commerce and industries;
- (iv) District level transportation system;
- (v) Integrated, infrastructure development covering water, energy, sanitation, education, health, recreation, communication and other utilities, facilities and service
- (vi) Housing and shelter development;
- (vii) Population assignment and settlement pattern
- (viii) Generalized land use pattern
- (ix) Development of special areas, if any, such as economically backward areas ;
- (x) Mobilize the extent and type of available resources whether financial or otherwise
- (xi) Phasing of district perspective plan in periods of five years preferably co-terminus with the State Five Year Plan ; and
- (xii) Any other, considered necessary by the District Planning Committee or as may be directed by the Government.

**How many times District Planning Committee meeting shall held in a year?**

Ans. The District Planning Committee shall meet as and when necessary and at least twice in a year at such time and place as the Chairperson may determine. DPC shall observe the prescribed procedure in regard to the transaction of its business for such meetings.

**Q. Can DPC consult other then the members to prepare District Development Plan?**

Yes, DPC can consult the subject experts from the Institutions/Organization like, Chamber of Commerce and industry, Non- Government Organization, Professional bodies as institute of Town Planner of India in formulation of district level Plans and if Government by order specify such bodies.

**Q. What kind of conflicts DPC shall resolve?**

**DPC shall resolve:**

- (i) issues regarding development of peripheral areas of urban centers ;
- (ii) sharing of water and other physical and natural resources among various rural and urban areas
- (iii) sites for disposal of sewage and solid waste ;
- (iv) Overlapping functions

**Q. What is the role of DPC in Monitoring and Evaluation?**

- (i) Monitor the physical achievements of the investments made by the various Planning and Development agencies and Panchayat within the district on annual basis and submission of report thereon to State Planning/Government.
- (ii) Advise the municipal bodies and Panchayat on up gradation of their status and alteration of boundaries ;
- (iii) Call for any information from any Panchayat or Municipality in the district and shall also have the power to enter into such Panchayats and Municipalities and inspect the functioning thereof.
- (iv) To review implementation by the Municipalities and to make such recommendation, on as deemed appropriate.

**Q. What is the procedure to finalize the District Development Plan?**

Procedure to finalize the plan is:

- The District Planning Committee shall prepare a development plan for a period of five year preferably co-terminus with the State Five Year Plan.
- Report shall publish by a notice in atleast one of the local newspaper indicating the place or places where the district development plan shall be available for inspection

by the public inviting objections and suggestions in writing from any person in respect of the said plan

- DPC shall appoint five Members hearing committee to receive and hear such objections/suggestions from any persons and resolves or recommends for modifications as deem fit within 30 days. Thereafter modification, if necessary, in the meeting Chairperson of the DPC shall forward the District Development Plan to Government with a copy to the State Planning Department
- The Government shall, within sixty days of the receipt; the District Development Plan approves the same with or without modifications.
- For modification, if necessary, State Government may return the plan within 30 days of receipts
- The District Development Plan shall come into operation from the date of publication in the Official Gazette.

**Q. Can the Member of DPC be removed before expiry of five year tenure? If so, on which ground?**

Ans. The State Government may, by notification, remove from office a member of the Committee, if he/she -

- (i) Is found to have any pecuniary interest in the schemes or works included in the plans or programmes prepared by any of the Municipalities or by the Zilla Parishad; or
- (ii) Is convicted of an offence involving moral turpitude; or
- (iii) Is found to be guilty of corrupt practice upon the trial in an election petition.

**Q. What is Convergent Plan?**

Ans. Integration of all Sectoral resources viz; human, financial and natural resources to implement the need based plan i.e. Gram Panchayat Development Plan - My Village My Development Plan, Block Development Plan and District Development Plan is called convergent plan.

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## CHAPTER – 12

### Sustainable Development Goals – Role of PRIs

#### Q. What is Sustainable Development Goals?

Ans. The United Nations General Assembly under official agenda transforming our World: 2030 has adopted 17 Sustainable Development Goal (SDGs) with 169 Targets on 25<sup>th</sup> September 2015 w.e.f. 1st January 2016 to 31<sup>st</sup> December 2030. The goals are intended to advance sustainable development through greater integration of its three pillars: economic, social and environmental. Hon'ble Prime Minister of India had signed the agreement on behalf of Union of India along with other 192 countries.

It is a collection of 17 interlinked global goals designed to be a “blueprint to achieve a better and more sustainable future for all” by 2030.

#### Q. What are those 17 goals?

Ans. 17 Sustainable Development Goals (SDGs) are presented in following table:

SDG	Description
SDG 1	<b>No Poverty</b> ; End Poverty in all its forms everywhere
SDG 2	<b>Zero Hunger</b> ; End hunger, achieve food security and improved nutrition and promote sustainable agriculture
SDG 3	<b>Good Health and Well Being</b> ; Ensure healthy lives and promote well-being for all at all ages
SDG4	<b>Quality Education</b> ; Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
SDG5	<b>Gender Equality</b> ; Achieve gender equality and empower all women and girls
SDG 6	<b>Clean Water and Sanitation</b> ; Ensure availability and sustainable management of water and sanitation for all
SDG 7	<b>Affordable and Clean Energy</b> ; Ensure access to affordable, reliable, sustainable and modern energy for all
SDG 8	<b>Decent Work and Economic Growth</b> ; Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
SDG 9	<b>Industry, Innovation and Infrastructure</b> ; Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
SDG10	<b>Reduced inequalities</b> ; Reduce inequality within and among countries
SDG 11	<b>Sustainable Cities and Communities</b> ; Make cities and human settlements inclusive, safe, resilient and sustainable
SDG 12	<b>Responsible Consumption and Production</b> ; Ensure sustainable consumption and production patterns
SDG 13	<b>Climate Action</b> ; Take urgent action to combat climate change and its impacts
SDG 14	<b>Life Below Water</b> ; Conserve and sustainably use the oceans, seas and marine resources for sustainable development
SDG 15	<b>Life on Land</b> ; Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

SDG 16	<b>Peace, Justice and Strong Institutions:</b> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
SDG 17	<b>Partnerships for the goals;</b> Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.

## **SUSTAINABLE DEVELOPMENT GOALS**



### Q. How these goals will achieve?

Ans. 29 subjects for Panchayats and 17 SDGs are interlinked. 29 subjects listed in the Eleventh Schedule of the Constitution are very important for the overall development of India. These are also part of the mandatory functions of Panchayats. Planning and Implementing Gram Panchayat Development Plan (MVMDP), Block Development Plan and District Development Plan based on 29 subjects subsequently contribute to the larger national development goals including Sustainable Development Goals. As an overall framework for action in each of these areas, the following steps may be taken by the Panchayats while preparing their respective development plans:

- In each of the thematic areas they need to consider the SDGs, indicators and the targets. Based on these, the Gram Panchayat, Block and DP may set phase wise targets or milestones to be achieved in reasonable timeframe.
- Flagships programmes viz; MGNREGS, NHM, PMAY, SSA, ICDS, NRDWSP, DAY-NRLM, DDU-GKY etc. are core of the SDGs. SDG 1- No Poverty, SDG 2 – End Hunger, SDG 3 – Good Health and Well being, SDG 4 – Quality Education, SDG 5 – Gender Equality, SDG 6 – Clean Water and Sanitation are addressed to some extent through these flagship programme.
- The CD Block and District Panchayat have to consolidate the relevant sectors in the GPDPs and see whether the targets set could be achieved as per timeline.

- The Block and District Panchayat should then prepare projects in the relevant sectors to fill the gaps, supplement or complement the GPDP proposals in the relevant sectors so that the targets are achieved, and the SDGs are also achieved within specified timeframe.
- In the meantime, line department schemes and programmes on these thematic areas and possibility of convergence also need to be considered. This would also avoid duplication of efforts for achieving the same targets and goals.

**Q. What is the difference between Goal and Target?**

Ans. Targets need to be fulfilled in order to reach the Goal. Goals are comprises of targets. Such as, our goal is to have an open defecation free village. To achieve this goal, we need to have a set of things (time, finance and human resources) then we strive to reach – Targets. These are time bound, quantifiable or verifiable. Thus, our target is to have 100% houses with toilets by December 2017. Likewise, Panchayats need to set targets to achieve goals in visioning exercise while preparing GPDP-MVMDP, BDP and DDP.

**Q. Specify the role of Panchayats in SDG 1, End Poverty in all its forms everywhere.**

Ans. First of all Panchayats has to understand the meaning of poverty, set criteria to identify household facing poverty in the villages, identify the households, validate it in Gram Sabha and with Census data, set targets and goals and link them with GPDP and schemes. Besides that, these household should be sufficiently motivated to participate actively in the schemes, gram sabha and self employment programmes/SHGs to come out of the poverty within time frame. Panchayats need to provide handholding support to these identified households in accessing social protection, housing, water & electricity, sanitation, education and employment programmes to ensure the achievement of target and goals.

**Q. What can be the role of PRIs in SDG 3; ensure healthy lives and promote well-being for all at all ages?**

Ans. Panchayats should understand the health indicators first to determine the measures to be taken. The health indicators are:

- Infant Mortality Rate
- Under 5 Mortality Rate
- Maternal Mortality Rate
- Life expectancy at birth
- Mortality and Morbidity
- Deaths due to accidents.

Based on these indicators, Panchayats need to collect the data of the villages under its jurisdiction to understand the situation of the villages. The Panchayats also need to understand the major health service indicators such as:

- Reproductive health services,
- Skilled care to women during pregnancy and childbirth,

- Immunization,
- Vitamin - A supplementation in children,
- Prevention and treatment of diseases in children, adolescents and adults.

Next step is to identify Resource Envelope to address those health issues and ensure healthy villages.

**Schemes –**

National Health Mission (NHM), Janani Suraksha Yojana (JSY), Navjat Shisu Suraksha Karyakram (NSSK), ICDS, RSBY

**People –**

Auxiliary Nurse Midwives (ANMs), Doctors, ASHAs, Anganwadi Workers

On the basis of these data and understanding, Panchayats have to set target and goals and then plan of action to achieve them. Panchayats should work hand in hand with Health Department for effective delivery of health services in the villages. Some of the specific actions are:

- Ensure registration of all new births.
- Give awareness on causes of poor health and diseases in Gram Sabha,
- Monitor if the immunization sessions are held regularly.
- Monitoring the cancelled sessions of vaccination and the reasons.
- In case of vacancies of ANM/MO, to insist for speedy appointment.
- Be alert with regard to outbreak of any communicable diseases.
- Ensure regular supply of safe drinking water.
- Facilitate collection of data.
- Initiate testing of water quality for all institutions and public places.
- Identify open/uncovered drains and initiate the process of covering/cleaning.
- Plan out a garbage collection, segregation and disposal system.

**Q. What PRIs can do for SDG 4; Education for all - Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all?**

Ans. Panchayats can play pivotal role in education sector. PRIs can revive the Government school in their village to deliver equitable quality education for all in letter and spirit in following way;

- Integrate the identified infrastructure and service gap in GPDP, Block Plan and DDP
  - Convergence with Education Department and other line departments to fulfill the needs of school.
  - Ensure qualified and trained teachers in the school
  - Draw the blueprint strategies for functioning of school
  - Formation of Panchayat, parent and teachers committee and conduct meeting in regular interval to oversee the achievement of blueprint and find solution of issues.
  - Update the schools with Information Communication Technology, Library and Laboratory.
  - Formation of Alumni Association
- PRIs may set targets as follow to achieve the goal;**
- All children from 3-6 years attend Anganwadi

- All children of school going age are enrolled in school
- All children who have been enrolled in school completes schooling (No dropouts)
- A particular percent of students who completes high school attend higher secondary
- A particular percent of students in the village attend higher education
- 100% literacy in the village
- All schools and Anganwadis in the village have sanitary toilets with water
- No post of teachers is vacant at any point of time
- Keep records and publish the name of students qualified in entrance exams.

**Resource Envelope for SDG 4 is:**

**Schemes** – ICDS, Sarva Shiksha Abhiyan (SSA), National Skill Development Programme (NSDP), National Digital Literacy Mission, DDU-GKY, DAY-NRLM

**People** – Teachers, SMCs, Anganwadi workers, ASHAs, literacy workers, other department officials, ICDS supervisors, Gram Sabha, Children’s Forum (if any).

**Q. How Panchayats can set Targets, Action point for SDG 6; Ensure availability and sustainable management of water and sanitation for all? What are the possible Resource Envelope for this SDG 6?**

Ans. The targets may be set as follows:

- Ensuring piped supply of quality water to each household with at least 40 Liters Per Capita per Day.
- Ensuring that used water – grey – is not contaminating water surfaces.
- Ensuring safe toilets for households and public institutions with child and women friendly designs - running water, good doors with functional latches, comfortable and safe ventilation, very good hygiene, niches/shelves to place hand bags, facility for disposal of sanitary napkins etc. in sufficient numbers.
- Selection of appropriate technology choices per year- septic tank, biogas tanks, dry pit, shallow double pit, sewerage treatment plant, etc. depending on terrain, water table, water availability, climate etc. so that least amount of water is required and ensuring zero contamination from the toilet facilities to the existing sources.
- Establishing collection centers for different kinds of solid waste, establishing & operating material recovery centers.
- Educating and empowering the concerned people about the usage and maintenance of the facilities.

**Action Points to achieve the above targets are:**

- Assess the water needs, sources, schemes, solid and liquid waste being generated - biodegradable and non-biodegradable by participatory surveys so that the need for water supply, sanitation, environmental sanitation and waste management facilities can be ascertained.
- Develop comprehensive water supply and sanitation programmes based on need assessment.

- Ensuring maintenance of toilets of public places including those in markets and Gram Panchayat premises
- Liaisoning and facilitation with respective agencies for ensuring adequate water supply, cleanliness and drinking water and sanitation facilities.
- Educate all households on the key aspects of usage and management of water and sanitation assets.
- Monitoring and problem solving during programme implementation and after.

**Possible Resource Envelope for SDG 6:**

**Schemes** –Accelerated Rural Water Supply Programme (ARWSP), Swachh Bharat Abhiyan, Integrated Watershed Management Programme (IWMP), National Rural Drinking Water Programme and Other relevant centrally and state sponsored programmes and schemes.

**People** –Water supply scheme operators, masons, registrants of MGNREGS, Swachhta doots, health workers, teachers, NGOs and SHGs.

**Q. How SDG 7: Affordable and Clean Energy; ensure access to affordable, reliable, sustainable and modern energy for all will be achieved? What are programmes linked to SDG 7?**

**Ans. The goal shall be achieved by initiating line of actions by PRIs:**

- Assess the various needs of energy – for cooking, heating, lighting, irrigation, household food processing, industries, commercial establishments like shops and hotels.
- Develop a comprehensive energy programme based on need assessment and integrate it with GPDP, Block Development Plan and District Development Plan based on the nature of programme and availability of resources at respective tier.
- Set the goals and targets for electricity connection to all households, public buildings like schools, health centers, Anganwadis, commercial establishments and industries with fair share of energy efficient LED lamps and solar powered lights.
- Develop a comprehensive energy programme based on need assessment.
- Identify appropriate schemes, state/national/international agencies, their programmes and schemes, non-Governmental agencies and companies which can support the Gram Panchayat energy programme. Panchayat should liaison with these agencies and facilitate the implementation of programmes.

**Programmes linked to SDG 7** are Deen Dayal Upadhyaya Gram Jyoti Yojana (DDUGJY), other state and central schemes for solar pumps, biogas and wind energy.

**Q. How the PRIs can promote SDG 8; Decent Work and Economic Growth?**

Ans. Every village has a right to prosper economically which would lead to better social, environmental and human development outcomes. PRIs are mandate to work in this endeavor of economic development of villages while ensuring social justice. PRIs should diligently work with all linked departments, integrate the plan with GPDP-MVMDP, BDP and DDP and result should be:

- lesser migration
- better and scientific exploitation of locally available resources
- employment opportunities for all adults
- eradication of poverty
- effective utilization of the capability of the youth
- better choice of appropriate technologies for value addition and increase in productivity

**Q. What are role of PRIs for SDG 9: Industry, Innovation and Infrastructure?**

Ans. The Role of PRIs is to:

- Develop sustainable infrastructure like public buildings (schools, health centres etc), roads which have quality.
- Promote small scale industries in the village by inviting/facilitating the potential entrepreneurs.
- Providing information to the villagers on need for new skills, opportunities for accessing new skills and employment inside or outside the village.
- Identify issues which require innovative solutions and facilitate appropriate institutions/agencies to innovate (for example, toilets in water logged areas – experimenting innovative technologies)
- Encourage innovations in indigenous technologies and practices and provide them information on accessing technical support to improvise their practices and technologies

**Q. Mentioned the Role of PRIs in SDG 12; Responsible Consumption and Production.**

Ans. Under Eleventh Schedule - water and watershed management, soil conservation and social forestry are subjects to be transferred to the local bodies. Therefore, Panchayats are responsible for:

- Awareness generation amongst the citizens on the importance of reducing wastage, ensuring sustainable production and consumption, reducing the adverse impact on environment.
- Promotion of measures within the Gram Panchayat to reduce environmental pollution, such as reducing the use of plastic
- Promote sustainable tourism within the Gram Panchayat that creates jobs, preserve local culture and produce local products.

**Q. What are the role of Gram Panchayat in SDG 16; Peace, Justice and Strong Institutions?**

Ans: Role of Gram Panchayats for SDG 16 are:

- Form neighborhood groups to promote peaceful community living and prevent all forms of violence

- Take the lead in ending abuse, exploitation, trafficking and all forms of violence against and torture of women and children through IEC, forming people’s vigilance groups and campaigns.
- Make Gram Panchayat office and related offices in the village corruption free by instituting citizen charter, social audit, Gram Sabhas as platforms for monitoring governance and service delivery and other measures of transparency.
- Strengthen Gram Sabhas for ensuring responsive, inclusive, participatory and representative decision-making at all levels
- Ensure complete registration of all births
- Promote and monitor the implementation of Right to Information Act in all offices in the District and initiate proactive disclosure of information on all decisions and activities of the Panchayats.

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**CHAPTER – 13**  
**RESOURCE ENVELOPE OF PANCHAYATI RAJ**

**Resources of Panchayat**



**Q. What do you mean by the resources of Panchayat?**

**Ans:** By the Resources of Panchayat we meant are those things or the objects that can be used/ drawn when in need to achieve certain goals by the Panchayat.

**Q. What are the types of resources available for the Panchayat to develop their area?**

**Ans:** Panchayat have the following 3 (Three) major types of Resources. They are:

1. Human Resources;
2. Natural and Man-made Resources; and
3. Financial Resources.

**Q. What is a Human Resource?**

**Ans:** A human resource is one person willing to trade their labor, knowledge, or time to improve the organization is a human resource.



**Fig. 1. Image of Human resource**

*E.g., i) BDO, of your Block who is playing a key role in the smooth implementation of MGNREGA.*

*ii) GB, of your village who resolve a land demarcation dispute between 2 brothers.*

**Q. How can Human Resources be helpful for the development of your locality?**

Ans: Human Resources can play a major role in the overall development of an area by way of delivering the respective job roles on time without which all other types of the resource have no counts. Poor human resources may lead to failure of Government Programme mean for Poor of your locality, leakage of the fund and miss-appropriation/miss-use of fund etc.

For example:

1. Recruitment and transfer of an educated qualified person under Block Office of your area to implement the MGNREGA programme;
2. Active Participation of elected GP members in the mobilization of community for effective participatory GPDP and its implementation;
3. Timely awareness generation and capacity building of functionaries; and
4. Good Political Leader for decision making and fund flow etc.

**Q. How can you generate Human Resources in your locality for the all-around development of your area?**

Ans: Since no other resources can replace the importance of Human Resources for the all-around development of our locality, generation of Human Resources in the following areas are required to develop/bring up vibrant future generations, make the community aware of their benefits, transparency and accountability of fund placed by the State and the Central Government, good governance in administration, and developing a sense of ownership amongst the community of all assets created in their locality from government grants are:

1. Opening of Good Educational Institutions in the locality;
2. Transfer and recruitment of good quality teaching and non-teaching staffs;
3. Good Social Organization;
4. Choosing good leaders to lead the society and development;
5. Capacity and Capability building of all stakeholders about the Government policy and programmes;
6. Generation of Awareness about Govt. Policy and Programmes and Rights and Entitlements of the beneficiaries/Users Group of the locality.

## Q. What do you understand by Natural Resources?

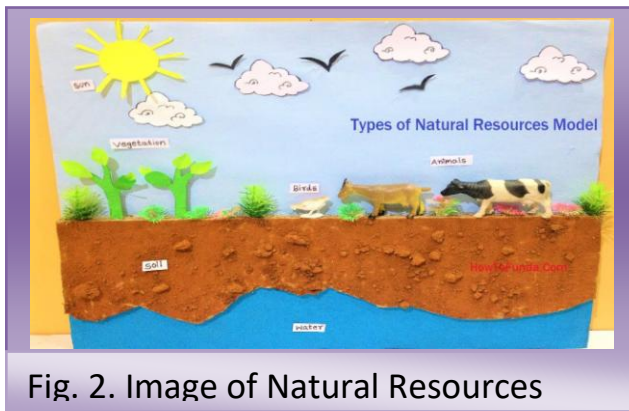


Fig. 2. Image of Natural Resources

Ans: Natural Resources are those resources that are created by nature or say those resources which naturally exist on land.

For example:

1. Land (Including all living and non-living things of land),
2. Water (Including all living and non-living things underwater), and
3. Air, and 4. Sunlight, etc.

## Q. How can Natural Resources be beneficial for Panchayats?.

Ans: The sustainable use of Natural Resources has multiple benefits to the community as a whole in the following ways:

### 1. Land Resources:

- ✓ All activities for the living of human beings are done on suitable land,
- ✓ The useless rocks have off-late known to be the source of money for Panchayat,
- ✓ Forest and their products as the source of income to the Panchayat and many more.

### 2. Water Resources:

- ✓ Without which no life on this planet is possible;
- ✓ Aquatic life is an essential part of our diet and source of earning for many;
- ✓ Minerals and other matters directly or indirectly obtained from water; like sand, corals etc.

### 3. Air and Sunlight Resources:

- ✓ For breathing by all living beings;
- ✓ Developing wind energy to generate power/light.
- ✓ Sunlight is the source of energy and lighting universe.

**Q. What is Financial Resources?**

Ans: Financial Resources are those funds that an organization runs.

**Q. What are the financial Resources of Panchayat for the development of their areas?**

Ans: The Financial Resources of the Panchayats are:

1. Local Grants as recommended by Central Commission viz. FFC grants as of Indian constitution;
2. Funds for implementation of Centrally Sponsored Schemes viz.: MGNREGA, PMAY, SBM (G);
3. Fund Release by the State Government on recommendation of State Finance Commission as per Article 243(I) of Indian Constitution; (If any...)
4. Fund receives from local taxes as assigned and shared by the State Government. (If any...).



**Q. What is the full form of OSR?**

Ans: OSR stands for Own Source Revenue.

**Q. What is Own Source Revenue?**

Ans: Own-source revenue (OSR) is the revenue that an Aboriginal government raises by collecting taxes and resource revenues or by generating business and other income.

**Q. How can the Panchayat generate their Own Source Revenue?**

Ans: The Panchayat can generate their own source revenue from the following:

1. Local Cess (revenue from land);
2. Stamp duty (property transfer charges, birth and death certificates etc.),
3. Nominal tax from domestic animals;
4. Mining and quarrying taxes;
5. Road tax etc.

**Q. What are other financial sources for Panchayat for development of the locality?**

Ans: Other financial sources for the Panchayat to develop their locality may be obtained from:

1. Special state packages grants;
2. MLA's Local Area Development Funds (MLALAD);
3. MP Local Area Development Funds (MPLAD);
4. All MoRD & PR and other Ministries and State Govt.'s poverty alleviation related schemes (Funds);
5. Bank Finance; and
6. Fund from CSR.

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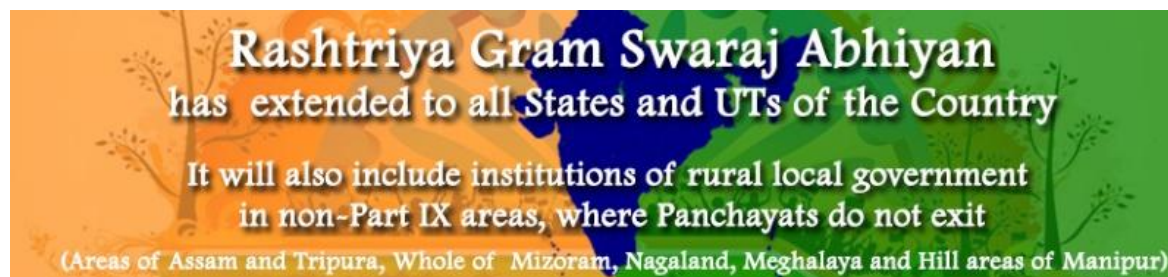
## CHAPTER – 13 (A)

### Rashtriya Gram Swaraj Abhiyan (RGSA)



#### INTRODUCTION:

The Finance Minister, in his budget speech for 2016-17, announced the launch of new restructured scheme of Rashtriya Gram Swaraj Abhiyan (RGSA), for developing and strengthening the capacities of Panchayati Raj Institutions (PRIs) for rural local governance to become more responsive towards local development needs, preparing the participatory plans that leverage technology, efficient and optimum utilization of available resources for realizing sustainable solutions to local problems linked to Sustainable Development Goals (SDGs). The key principles of SDGs, i.e. leaving no one behind, reaching the farthest first and universal coverage, along with gender equality will be embedded in the design of all capacity building interventions including trainings, training modules and materials.



In his Budget Speech for 2017-18, the Finance Minister announced to undertake a Mission Antyodaya to bring one crore households out of poverty to make 50,000 Gram Panchayats poverty free. Accordingly, convergent action with Mission Antyodaya has been integrated into this scheme.

It is a project which is implemented by both the centre and the state governments across various states in India to reform and strengthen the Panchayat levels. This RGSA scheme is sponsored by both the central govt. as well as the state governments.

#### KEY FEATURES

1. The RGSA is a unique scheme which was proposed to develop and strengthen the Panchayati Raj system across India, mainly in rural areas. The main motto of the centre behind promoting this scheme is to make development in rural India, which will subsequently lead in development in whole country.
2. The main motto of the scheme is to train and assist the Gram Panchayats who get elected across the country so that they can perform their work efficiently in the basic level.
3. Several responsibilities for the rural development are given to the gram Panchayat leaders who work maintaining liaison with the state govt.
4. The gram Panchayats will be given skill development training under the RGSA scheme.

5. Several capacity building and training centres will be formed for the training of the gram Panchayats at several levels like gram panchayat level, block level and Zilla Parishad level.

## **OBJECTIVES**

1. Develop governance capabilities of PRIs to deliver on the SDGs. ·
2. Enhance capabilities of Panchayats for inclusive local governance with focus on optimum utilization of available resources and convergence with other schemes to address issues of national importance. ·
3. Enhance capabilities of Panchayats to raise their own sources of revenue. ·
4. Strengthen Gram Sabhas to function effectively as the basic forum of people's participation, transparency and accountability within the Panchayat system. ·
5. Promote devolution of powers and responsibilities to Panchayats according to the spirit of the Constitution and PESA Act 1996.
6. Develop a network of institutions of excellence to support capacity building and handholding for PRIs. ·
7. Strengthen institutions for capacity enhancement of PRIs at various levels and enable them to achieve adequate quality standards in infrastructure, facilities, human resources and outcome based training.
8. Promote e-governance and other technology driven solutions to enable good governance in Panchayats for administrative efficiency and improved service delivery. ·
9. Recognize and incentivize PRIs based on performance

### **Focus areas:**

To ensure: ·

- Basic orientation training for the Elected Representatives (ERs) of Panchayats, within 6 months of their election. ·
- Refresher trainings to be ensured within 2 years. ·
- Capacity Building of ERs with Priority to Aspirational Districts and Mission Antyodaya clusters.
- Strengthening of the Panchayat – SHG partnership

To bridge gaps in:

- Capacity Building and Training (CB&T), ·
- Gram Panchayat infrastructure, ·
- Use of IT for distance learning & for e-Enablement of Panchayats, ·
- Institutional support for innovations, ·
- Gap filling support of economic development & income enhancement. ·
- Technical support including Human Resource (HR) based on identified gaps. ·
- To provide handholding support by Academic Institutions/ Institutions of excellence to GPs for Gram Panchayat Development Plan (GPDP) formulation. ·
- To promote provision of adequate manpower at GP level & to provide support for technical manpower. ·
- To support greater e-enablement of Panchayats for e-governance to enhance efficiency and transparency with thrust on Panchayat Enterprise Suite (PES) Applications developed by the Ministry. ·

- To facilitate Electronic Fund Transfer (EFT), Public Finance Management System (PFMS), use and Geo-tagging of assets in Gram Panchayats.

**Expected outcomes: ·**

- Enhanced capabilities of Panchayats for good governance and attainment of SDGs through participatory local planning, democratic decision making, transparency and accountability. ·
- Increased use of e-governance and technology driven solutions at the Panchayat level to attain administrative efficiency, improved service delivery & greater accountability. ·
- Building Institutional structure for capacity building at the National, State & District levels with adequate infrastructure, facilities and human resources.

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## CHAPTER – 13 (B)

### FINANCE COMMISSIONS: GENESIS, OBJECTIVES AND RECOMMENDATIONS OF THE XV FINANCE COMMISSION

#### **Q. What is the Finance Commission?**

Ans. The Finance Commission is constituted by the President under article 280 of the Constitution, mainly to give its recommendations on distribution of tax revenues between the Union and the States and amongst the States themselves. Two distinctive features of the Commission's work involve redressing the vertical imbalances between the taxation powers and expenditure responsibilities of the centre and the States respectively and equalization of all public services across the States.

#### **Q. Why was the Finance Commission Constituted?**

Ans. The Finance commission established under article 280 of the Indian constitution in 1951 was formed to define financial relations between the centre and the states.

#### **Q. What are the functions of the Finance Commission?**

Ans. It is the duty of the Commission to make recommendations to the President as to—

- the distribution between the Union and the States of the net proceeds of taxes which are to be, or may be, divided between them and the allocation between the States of the respective shares of such proceeds;
- the principles which should govern the grants-in-aid of the revenues of the States out of the Consolidated Fund of India;
- the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State;
- the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State;
- Any other matter referred to the Commission by the President in the interests of sound finance.

The Commission determines its procedure and has such powers in the performance of their functions as Parliament may by law confer on them.

#### **Q. Who appoints the Finance Commission and what are the qualifications for Members?**

Ans. The Finance Commission is appointed by the President under Article 280 of the Constitution. As per the provisions contained in the Finance Commission [Miscellaneous Provisions] Act, 1951 and **The Finance Commission (Salaries & Allowances) Rules, 1951**, the Chairman of the Commission is selected from among persons who have had experience in public affairs, and the four other members are selected from among persons who--

- (a) Are, or have been, or are qualified to be appointed as Judges of a High Court; or
- (b) Have special knowledge of the finances and accounts of Government; or
- (c) Have had wide experience in financial matters and in administration; or
- (d) Have special knowledge of economics

**Q. How are the recommendations of Finance Commission implemented?**

Ans. The recommendations of the Finance Commission are implemented as under:-

- A. Those to be implemented by an order of the President: The recommendations relating to distribution of Union Taxes and Duties and Grants-in-aid fall in this category.
- B. Those to be implemented by executive orders: Other recommendations to be made by the Finance Commission, as per its Terms of Reference

**Q. When was the first Commission Constituted and how many Commissions Constituted so far?**

Ans. The First Finance Commission was constituted vide Presidential Order dated 22.11.1951 under the chairmanship of Shri K.C. Neogy on 6th April, 1952. Fifteenth Finance Commissions have been constituted so far at intervals of every five years.

**Q. Is the Finance Commission unique to India?**

Ans. Most federal systems resolve the vertical and horizontal imbalances through mechanisms similar to the Finance Commission. For example Australia and Canada.

**Q. What is the composition of the Fifteenth Finance Commission?**

Ans. The Composition of the Fifteenth Finance Commission is as under:

- Shri N.K. Singh, Former Member of Parliament and former Secretary to the Government of India - Chairman
- Shri Shaktikanta Das, Former Secretary to the Government of India - Member
- Dr. Anoop Singh, Adjunct Professor, Georgetown University – Member
- Dr. Ashok Lahiri, Chairman (Non-executive, part time), Bandhan Bank – Member (Part Time)
- Dr. Ramesh Chand, Member, NITI Aayog – Member (Part Time)
- Shri Arvind Mehta – Secretary.

**Q. What is the tenure of the Fifteenth Finance Commission?**

Ans. The Finance Commission is required to give its report by 30th October, 2019. Its recommendations will cover the five year period commencing from 1st April, 2020.

**Q. What are the grants recommended by 15th Finance Commission in respect of local bodies?**

### GRANTS FOR LOCAL GOVERNMENTS

(Rs. crore)

Grants	2021-22	2022-23	2023-24	2024-25	2025-26	Total
<b>1. Total grants for rural and urban local bodies</b>	80207	82613	85091	89997	90003	<b>427911</b>
<i>(a) Grants for primary health sector</i>	13192	13192	13851	14544	15272	<b>70051</b>
<i>(b) Other grants to be disbursed among the local bodies excluding (a) above</i>	67015	69421	71240	75453	74731	<b>357860</b>
<b>Inter-se distribution of grants at (b) above between RLB and ULB</b>	67: 33	67: 33	66: 34	66: 34	65: 35	-
<i>(I) Grants for RLBs</i>	44901	46513	47018	49800	48573	<b>236805</b>
<i>(ii) Grants for ULBs</i>	22114	22908	24222	25653	26158	<b>121055</b>
<b>2. Grants for incubation of new cities</b>		2000	2000	2000	2000	<b>8000</b>
<b>3. Grants for shared municipal services</b>	90	90	90	90	90	<b>450</b>
<b>Grand Total (1+2+3)</b>	<b>80297</b>	<b>84703</b>	<b>87181</b>	<b>92087</b>	<b>92093</b>	<b>436361</b>

*60 per cent (of grants other than health sector – given in view of the challenges of the current pandemic) is earmarked for national priorities like drinking water supply and rainwater harvesting and sanitation, while 40 per cent is untied and is to*

### ALLOCATION OF GRANTS AMONGST PRIs.

Allocation to all three tiers of Gram Panchayats, and Fifth & Sixth schedule areas shall be as per the following proportion.

#### Distribution of Grants

- 70%- 85% to Gram Panchayats
- 10%- 25% to Block Panchayats
- 5- 15% to District Panchayats

**For Two tier system (Goa, Sikkim, Manipur, Arunachal Pradesh), 70%-85% & 15%-30% to Gram Panchayat & District Panchayat respectively.**

### RECOMMENDATIONS IN RESPECT OF RURAL LOCAL BODIES FOR THE STATE:

Year	Grants (in Rs. Crores)
2021-22	170.00
2022-23	177.00
2023-24	179.00
2024-25	189.00
2025-26	185.00
<b>Total</b>	<b>900.00</b>

**FOR ANY FURTHER CLARIFIATION PLEASE CONTACT DEPARTMENT OF PANCHAYATI RAJ, GOVERNMENT OF ARUNACHAL PRADESH**

## CHAPTER – 14

### e-GramSwaraj

#### Q. what is e-GramSwaraj?

Ans. e-GramSwaraj is a simplified work based accounting application for Panchayati Raj.



#### Q. why e-GramSwaraj application is designed for Panchayati Raj?

Ans. It has been designed to strengthen e-Governance in Panchayati Raj Institutions (PRIs) across the country.

#### Q. what is the aim of e-GramSwaraj?

Ans. eGramSwaraj is a user friendly web-based portal which aims to bring better transparency in the decentralized planning progress reporting and work-based-accounting.

#### Q. when was e-GramSwaraj Launched?

Ans. eGramSwaraj was dedicated to the country on 24<sup>th</sup> April, 2020 during the celebration of Panchayat Day by Prime Minister of India.

## Q. what are the objectives of e-GramSwaraj?

Ans.

1. To facilitate decentralized planning, progress reporting and accounting of activities.
2. To facilitate convergence of funds from central, state sponsored schemes and other resources.
3. To promote better transparency and disclosure of information to citizens vis-à-vis integrated reports and mobile app.
4. To enhance visibility of CFC funds flow to Panchayats
5. To cater to the needs of Panchayats through a single-window interface.

## Q. what are the coverages of e-GramSwaraj?

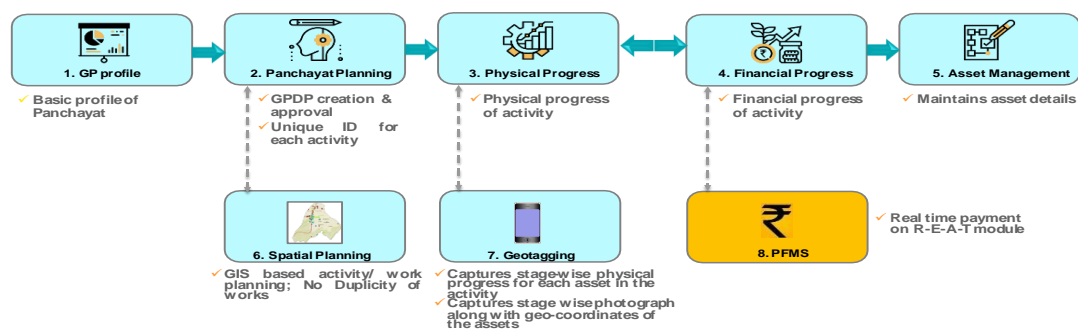
Ans. eGramSwaraj covers all the States & UTs, all the District Panchayats, all the Block Panchayats and all the Gram Panchayats.

## Q. what is the Architecture involved in e-GramSwaraj?

Ans. eGramSwaraj consist of 8 Structures as below.

1. **GP Profile** – Basic profile of Panchayat
2. **Panchayat Planning** – GPDP creation & approval as well generating Unique ID for each activity.
3. **Physical Progress** of Activity.
4. **Financial Progress** of activity.
5. **Asset Management** – Maintain Asset details.
6. **Spatial Planning** – GIS based activity work planning. No duplicity of Works.
7. **Geotagging** – Capture stage wise physical progress for each asset in the activity and captures stage wise photograph along with geo-coordinates of the assets.
8. **PFMS** – Real time payment on R-E-A-T module.

### Architecture

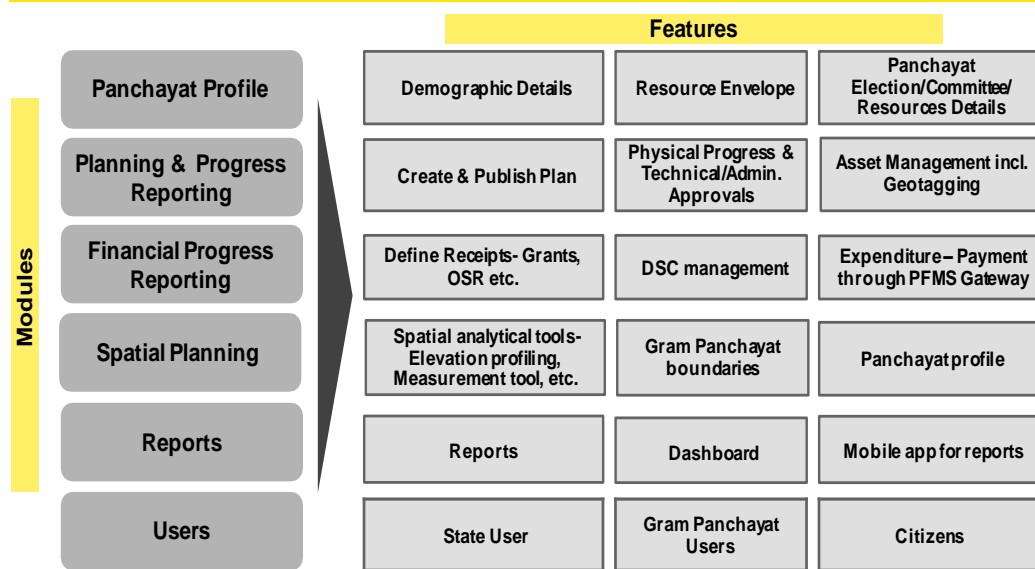


Local Government Directory (LGD)

**Q. what are the modules and their features in e-GramSwaraj?**

**Ans.** There are six modules and 18 features in e-GramSwaraj.

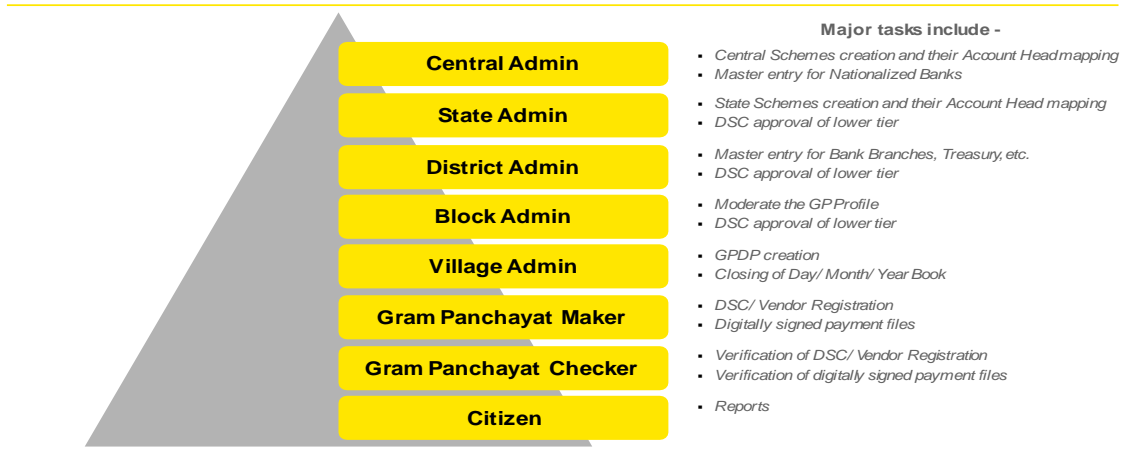
## Modules and their features



**Q. who are the stakeholders in eGramSwaraj?**

**Ans.** There are 8 Stakeholders in e-GramSwaraj

## Stakeholders



**Q. what are mandate/required for on-boarding on eGramSwaraj?**

**Ans.** PRIs must have their Local Government Directory (LGD) – standard location code. The PRIs must be registered on PFMS portal. DSC must be procured for both the Data Operator (Maker) and Data Approver (Checker) of PRIs.

**Q. what are the recommendations of CFC for strengthening accountability of PRIs?**

**Ans.** Recommendations are given as below.

1. **11<sup>th</sup> FC** - Develop Account Codes & Formats
2. **12<sup>th</sup> FC** – Maintain Accounts using ICT
3. **13<sup>th</sup> FC** –Implement **Model Accounting System**
4. **14<sup>th</sup> FC**- Get the Accounts audited on time
5. **15<sup>th</sup> FC**- Make accounts available online

**Q. what is Model Accounting System (MAS)?**

**Ans.** Model Accounting System is prescribed accounting system of Comptroller Auditor General of India which came into effect from 1<sup>st</sup> April, 2010. It maintains the accounts (receipt & payments) in two parts. All transactions are classified in three tiers. Each transaction is codified using numerical digits. It maintains 8 registers for keeping the accounts.

**Q. what is Local Government Directory (LGD)?**

**Ans.** Local Government Directory is a standard location code for each PRIs. It is a complete directory of land regions/revenue, rural and Urban Local Governments.

**Q. what are the features of Local Government Directory (LGD)?**

**Ans.**

1. Primary objective of Local Government directory is to facilitate State Departments to update the directory with newly formed panchayats/local bodies, re-organization in panchayats, conversion from Rural to Urban area etc and provide the same info in public domain.
2. Key Features of Local Government Directory: Generation of unique code for each local government body - each local government body is assigned with a unique code.
3. Maintenance of local government bodies and its mapping with constituting land region entities. For ex. gram panchayat mapping with villages.
4. Mandatory upload of Govt. order for each modification in the directory - to ascertain the users that the data published in LGD is authentic.
5. Maintenance of historical data - when modifications take place in LGD, the old values/data is archived.

6. Provision to maintain state specific local government setup. Compliance with Census 2011 codes.
7. Facility to integrate with state specific standard codes - if any state is following standard codes for state level software applications, the same code can be linked to LGD code.

**Q. what is Public Financial Management System (PFMS)?**

**Ans.** The Public Financial Management System (PFMS) is a web-based online software application developed and implemented by the Controller General of Accounts (CGA), Department of Expenditure, Ministry of Finance, Government of India. PFMS is a Central Sector Plan Scheme of NITI Aayog being implemented by the Office of the Controller General of Accounts (CGA). PFMS envisaged tracking the fund disbursement from Govt. of India to Various levels down below under the Schemes till the last level of Utilization.

**Q. what are the Objectives of PFMS?**

**Ans.**

1. **Monitoring of flow of funds** from Centre to the lowest level of implementation- both for fund flows to State Consolidated Funds & to Implementing Agencies.
2. **Registration**, along with their **bank accounts**, of all agencies receiving plan funds - at all tiers of operation.
3. **Payment to ultimate beneficiaries** through banking channel
4. **Reduction of float / funds** in the agencies' bank accounts
5. **“Just in time”** provision of funds to agencies, based on floats/ funds available.
6. Capturing **component-wise expenditure** on real time basis at all tiers of implementation, including at **Panchayat and village levels**
7. **Decision Support System (DSS)** to all levels of programme administration (Centre, State, District & Local Government, i.e. Panchayat / Municipality)
8. **Enhance transparency & accountability in public expenditure**

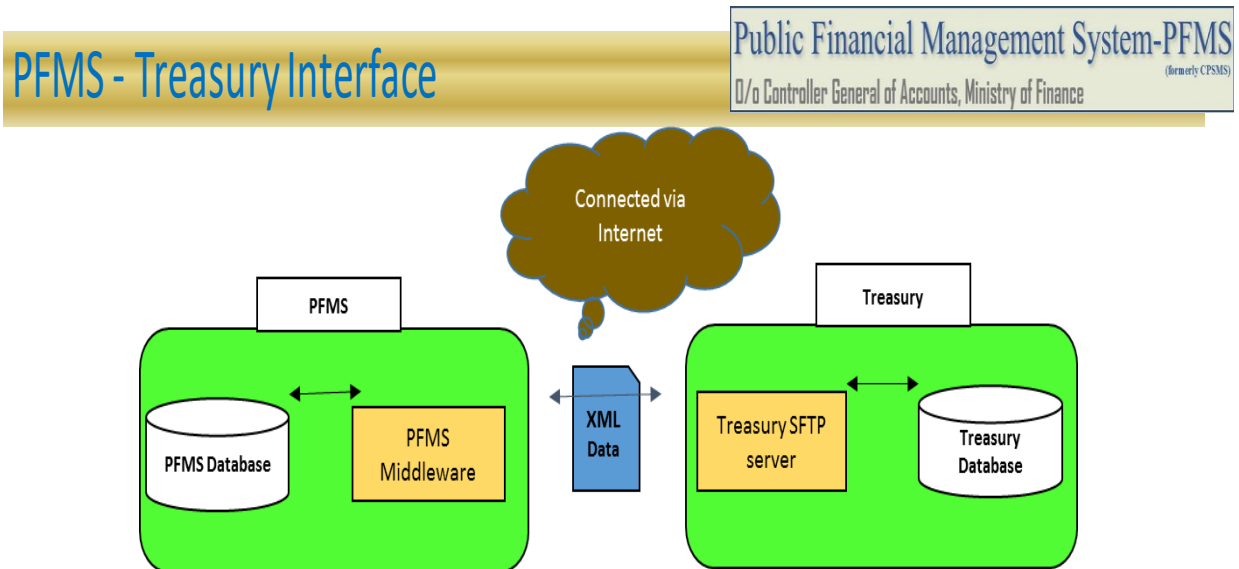
**Q. what are the Bank Interface covers under PFMS?**

**Ans.** PFMS covers public sector undertaking banks, regional rural banks – through their sponsor banks – including gramin banks, state & district cooperative banks – with NEFT and NPCI Systems, few private sector banks and India Post – subject to account validation, master data management and other basics.

## Q. what are the benefits of PFMS?

Ans.

1. PFMS is a web based software – no requirement of any hardware or software
2. It is not platform specific – works on any operating system
3. Transfer funds directly without manual intervention
4. Monitor the float at various levels
5. Monitor expenditure posted by last mile
6. Component/Activity wise report
7. Centralised System

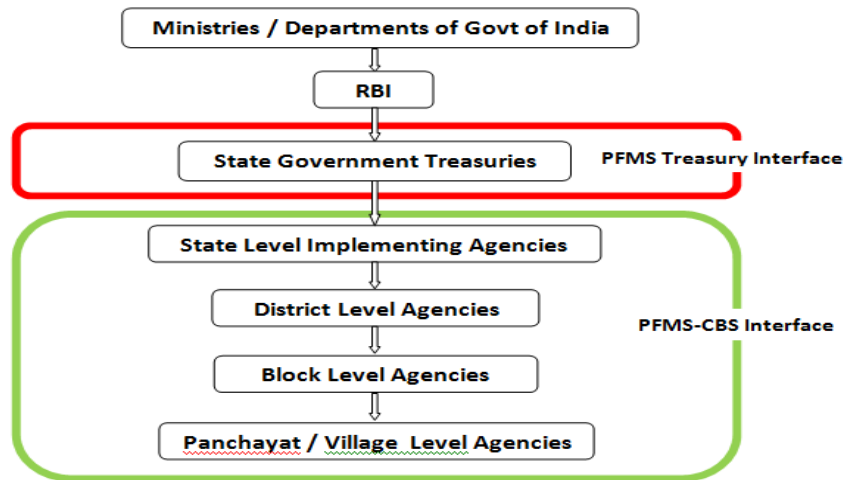


### □ Steps involved for complete PFMS-State Treasury Integration:

- Sharing Masters of Departments, Scheme Codes, DDOs, Treasuries, Object Heads
- Setting-up of SFTP Server
- Mapping of Govt Schemes with State specific Schemes
- Sharing of Transaction Data for **mapped Schemes**
- Training & Handholding by CPMU Team (Work Shop at INGAF 19.09.2016)
- To be completed in three phases-
  - 10 States/UTs by 31.08.2016
  - 15 States/UTs by 31.10.2016
  - Remaining States/UTs by 31.03.2017

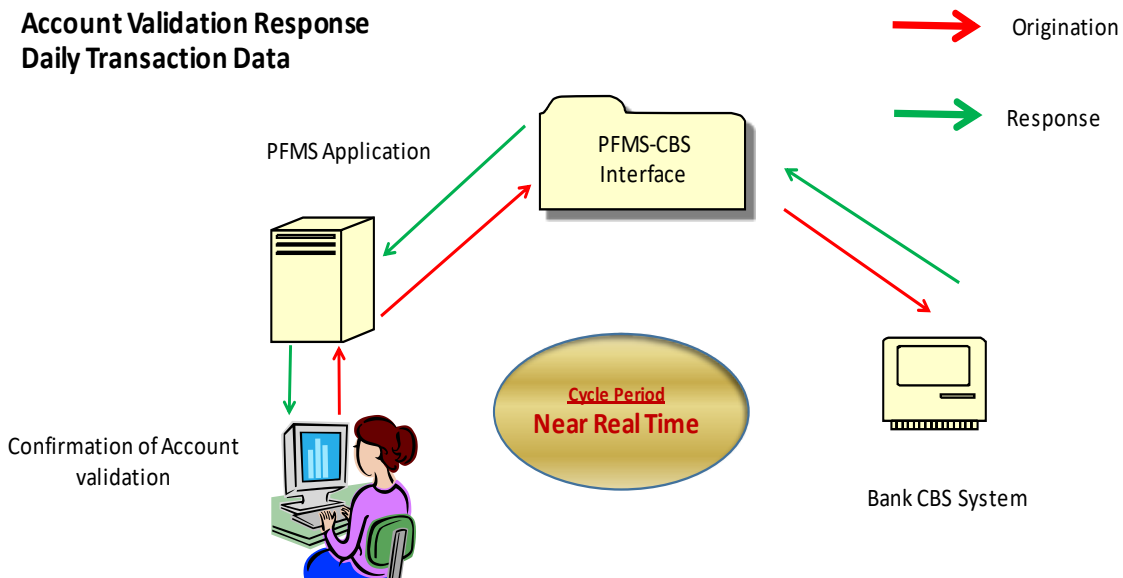
**Q. How is utilization of funds Monitored by the central/state govt and district/block/Panchayat/village Level Agencies in PFMS-Treasury Interface?**

## Monitoring Utilisation of funds



**Q. what is PFMS-CBS Integration?**

## PFMS-CBS INTEGRATION



Public Financial Management System, O/o the Controller  
General of Accounts

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