CHAPTER II

PANCHAYATI RAJ IN HARYANA – PAST AND PRESENT

Historical Background

Before the advent of British rule in India, the rural areas of Haryana had traditional system of ‘Bhaichara Panchayats’ (Community Councils). These Panchayats did not derive their structure, roles, and functions from any statute or any written law. They had a strong traditional base and were functional for maintenance, resources mobilization and tension management.

These institutions were dominated by the land owning caste groups, so they were lacking a strong popular base. The region of Haryana was incorporated in the province of Punjab by the British government in 1858 because of some political reasons. So after 1858 the region of Haryana had enjoyed the benefits from the steps taken by the British government for the local self government in the province of Punjab by constituting village panchayats.

The genesis of statutory panchayats in this region, during the British rule could be traced to the Punjab Village Panchayat Act, 1912, which was enacted for setting up village panchayats as Judicial organs, and not as units of local self government.¹ But these statutory panchayats did not make any headway. The Village Panchayat Act, 1921 replaced the Punjab Village Panchayat Act of 1912. This new act was an attempt to ameliorate the working of panchayats. However, these also proved a futile attempt. The Panchayat Act, 1939, superseded the earlier Acts, and conferred among others, wide judicial powers both civil and criminal on the panchayats. They

were allowed to levy taxes in the respective spheres with previous sanctions of the government.²

**Panchayati Raj - Post Independence Era**

After Independence the Panchayat Act, 1939 was replaced by the Punjab Gram Panchayat Act, 1952. Accordingly, the gram panchayats were set up at village level on a mandatory basis. This Act of 1952 was later amended in 1960, and hence, when Haryana became an independent state in 1966, the local government institutions operating in the state had three tiers. These included the gram panchayat (under the amended act), the panchayat Samities and zila parishads formed under the Punjab Panchayat Samitieses and Zila Parishads Act, 1961. This basic pattern, formulated on the lines of the recommendations of the Balwant Rai Mehta study team in 1957, was retained after 1966, as well as the institution of Gram Sabha.³

**Structure of Panchayati Raj Institutions**

The local government institutions included the gram panchayats (under the amended Act of 1960), Panchayat Samitieses, and Zila Parishads (under the Punjab Panchayat Samities and Zila Parishads Act, 1961). At the most basic level, there was the Gram Sabha, consisting of all the villagers enrolled as voters. It had the status of a body corporate with a right to perpetual succession, and a right to hold, purchase and dispose off its property. It was required to pass the annual budget, prepare the development plan of the panchayat and review its progress. Unfortunately, it could not develop as an institution of participatory democracy because of the subaltern

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³ Mathew, George (ed), status of Panchayati Raj in the States of India in 1994, Concept Publishing Company New Delhi, 1995 P. 73
political culture of the rural masses in Haryana’s predominantly traditional society and due to the lack of any active efforts on the part of state.  

**Gram Panchayat**

The Gram Panchayat was the executive committee of the Gram Sabha. The Gram Panchayat was constituted with a membership ranging between five to nine, who were elected on the basis of adult franchise and the sarpanch was directly elected by the people. In Haryana, the overall activities and financial resources of Gram Panchayat were the same as provided under the Punjab Gram Panchayat Act, 1952. The only important change was that Gram Panchayats were made the agencies of the Panchayat Samities for implementing developmental programmes within the area under their purview. As such, inspite of increasing factionalism among their members they did their performance. The term of panchayats was for a period of five years. The Act provided that the Gram Panchayat shall meet at least once in a month and the majority of panches shall form a quorum. For every Gram Panchayat or a group of Gram Panchayats, there would be a Gram Sachiv, appointed by government. The Gram Sachiv would maintain accounts; take care of records of other properties of the Gram Sabha, and the Gram Panchayat.  

A number of administrative duties were entrusted to the Gram Panchayats. They were also entrusted with certain civil, revenue, and judicial functions. The panchayats had the power of taxation as well. The Act envisaged that there shall be a Gram Fund for each Gram Panchayat and the sources of the Gram Fund were grants from the government, donation,

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4 Ibid P. 75.  
taxes, duties, cess, and fees. The Gram Panchayat could impose a house tax, profession tax, trade tax, fees for registration of animals, water rate etc. the expenses of the Gram Panchayats were charged to the Gram funds. The government exercised ample control over the Gram Panchayats. The Deputy Commissioner or the Sub-Divisional Magistrate (Civil) had the power to suspend the execution of any resolution or order of Gram Panchayat. The director Panchayats, was also vested with the power to suspend or remove any panch on specified grounds. Moreover, in the opinion of the government, a Gram Panchayat was considered incompetent if it fails to perform or persistently makes default in the performance of the duties imposed on it by or under this or any other Act, besides exceeding or abusing its powers, the government may, after giving panchayat a reasonable opportunity, supersede or suspend it.6

This situation continued till 1960, when the new Panchayati Raj Act came into existence after the enactment of Punjab Panchayat Samities and Zila Parishad Act, 1961 and the amendment of Punjab Gram Panchayat Act, 1952. The institutional pattern that emerged from the Balwant Rai Mehta study and suggestions; it was a three-tier structure with Gram Panchayat at the village level, Panchayat Samities at block level, and Zila Parishad at the district level.7

**Panchayat Samiti**

The Panchayat Samiti which is at the intermediate level structure of Panchayati raj system was provided by the Punjab Panchayat Samities and Zila Parishad Act 1961. The Panchayat Samiti was consisted of four categories of members i.e. primary, co-opted, associate, and ex-officio

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6 Ibid P. 192.
7 Ibid P. 192
members. The Chairman and deputy chairman of the Panchayat Samities were elected indirectly by its primary, and co-opted members. The time period of Samities was five years, unless removed earlier on prescribed grounds. The Samities was composed of nineteen primary members, of whom sixteen were elected by the panches and sarpanches of the Gram Panchayats, two were representatives of cooperative societies, and one was a nominee of market committee. These primary members could co-opt four scheduled castes, and two women as members. The M.L.As whose constituencies fell within the Samities area were made associate members.

The Sub-Divisional Magistrate (Civil) and the Block Development and Panchayat officer (B.D.P.O.) were to be its ex-officio members. The chairperson of the Panchayat Samiti was its chief executive, and the B.D.P.O. its executive officer. The Act of 1961 had provided for the constitution of standing committees, consultative committees, and adhoc committees for the performance of the functions of the Panchayat Samities. The B.D.P.O. was to be assisted by the extension officers of development departments, the overseers and their field staff. The Panchayat Samities performed development functions pertaining to agriculture, public health, and executed the development plans of the state and central government. A major responsibility of the Samities was to exercise supervision over the Gram Panchayats. Government grants, professional tax, income from cattle fairs, and contributions from the Gram Panchayats were the major sources of income of the Samities.  

Zila Parishad

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8 Dr. Surat Singh, Panchayati Raj System in Haryana, Haryana Institute of Rural Development Nilokheri, (Karnal)
Zila Parishad at the apex of the three-tier structure of panchayati raj system, was constituted at district level under Punjab Panchayat Samities and Zila Parishads Act, 1961. The Zila Parishad consisted of five members from the primary members of Panchayat Samities in the district, who were to be elected by the Panchayat Samities. The Chairman of each Panchayat Samiti in the district, the deputy commissioner of the district, M.Ps., and M.L.As. representing the district were also accorded membership. One woman, and some persons from SCs. and STs. were to be nominated if nobody becomes a member of Zila Parishad from those sections. Every Zila Parishad had a Chairman, and a Vice-Chairman. The Zila Parishad had a secretary who was appointed by the government. The term of office of the members of Zila Parishad was three years. Under the Act of 1961, Zila Parishad was vested with the power of advising, supervising, and coordinating the functions of the Panchayat Samities in the district. The Zila Parishad also had the power to examine and approve the budget of Panchayat Samities, and to issue directions to them with respect to efficient performance of these duties, to coordinate and consolidate development plans, and to secure and execute plans, projects etc. The income of Zila Parishad consisted of the control on state government funds allocated to the Zila Parishad, grants from all India bodies, share of land cess, income from endowments, and donations and contributions from Panchayat Samities. The Zila Parishad also had a fund called the Zila Parishad Fund.9

In the newly formed state the panchayati raj system could not get a fair deal due to excessive supervision and control by the government. On the recommendations of an adhoc Committee on panchayati raj in 1972, headed

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by Maru Singh, the Zila Parishads were abolished in 1973. The Committee recommended that there was unnecessary over-lapping of functions between Zila Parishad and Panchayat Samities, and therefore, the former should be abolished and its functions should be added on to the functions already assigned statutorily to Panchayat Samities. The Committee argued that Panchayat Samities should be strengthened financially and administratively to play a major role in the development process. Therefore, since 1973, Haryana had only a two tier panchayati raj system.10

HARYANA - A PROFILE

Haryana, one of the North-West states of the country, has a proud history going back to the Vedic Age. The state of Haryana was the home of the legendary Bharata dynasty, which has given the name Bharat to India. The state finds a mention in the great epic of ‘Mahabharata’. Kurukshetra, the scene of the epic battle between Kaurvas and Pandavas is situated in Haryana. The state played a leading role in the history of India till the emergence of Delhi as the capital of India. Haryana was the integral part of the erstwhile Punjab Province. On 1st November, 1966, it become an independent state under the Punjab Reorganization Act, 1966, and Chandigarh is the capital of the state.

Location

Haryana lies between 27°39’ to 30° 55’ 5” North latitude and 74°27’8” to 77°36’5” east longitude. Except some hills of the Shivalik system in the north and the Aravali system in the south, Haryana is a plain area and is a part of the Indo-Gangetic plain which was formed by the deposition of the alluvial sediments brought by the Himalayan rivers. The state is surrounded

10 Ibid P 195.
by Uttar Pradesh and New Delhi in the east, Punjab in the west, Himachal Pradesh in the North and Rajasthan in the South. The river Yamuna in the east acts as a boundary between Uttar Pradesh and Haryana. The Aravali range which stretches from Delhi to Gujarat also acts as Haryana’s South-Western boundary and runs through its Gurgaon region and enters Rajasthan near Alwar. The river Ghaggar provides a kind of boundary in the west of the state.

**Climate**

The climate of Haryana is very hot in summer and severely cold in winter. The average maximum temperature in the months of May and June is as high as 43 and 45 degree Celsius, but in some centers it goes upto 49 degree Celsius. On the other hand winter is severe and the minimum temperature goes down to as low as 2 to 3 degrees in the month of January, which is generally the coldest. The relative humidity is noticed low, and lowest in the months from March to June. The months from July to September constitute the rainy season. Heaviest rainfall is received in the month of July and minimum in the months of April and November. Except in some parts of Karnal and Ambala districts the rainfall in the state is on the low side and sometime erratic. About 80% of the rainfall in the state occurs during July to September. There is some rainfall in winter also, from December to February, which is extremely beneficial to the rabi crops.

**Agriculture**

Agriculture is the economy of nearly three-fourth of the total people in the state, with the contribution of 29.4 percent in GDP of the state. The quantum of food grains production, which was nearly 25.92 lakh tones at the time of inception of the state, which increased around 136.85 lakh tones in 2004-05.
due to diversification in the cropping pattern and increase in the production of major crops. Rice, Wheat, Jowar, Bajra, Maize, Barley, Pulses, Sugarcane, Cotton, Oilseeds and Potatoes are the major crops of the state. Under the diversification of crops, commercial crops are being encouraged. Resource conserving technologies and organic farming are being promoted. In the globalised world, the government of Haryana has implemented a comprehensive new information Technology Policy. The software export from the state has multiplied from Rs.400 crores in the year 1998-99 to Rs.5800 crores in the year 2003-04. Gurgaon is ranked third among the software export locations in India, after Manglore and Chennai. The concept of e-governance and percolation of IT at mass levels, local Area Networks (LANs) have been set up at major buildings, and a number of departments at state and district level. The Haryana state Data Centre has been established with the assistance of NIC with 1000 GB storage capacity.

**Industry**

Haryana has a large industrial base, with the production of needle to passenger Cars, tractors, motorcycles, bicycles, refrigerators, scientific instruments, etc. Haryana is largest exporter of Basmati rice. Panipat is famous for Handlooms, Carpets and Pachranga Achar Worldover. Expansion of Industrial township is in full swing coupled with setting up of special economic zones (SEZs) at Garhi Harsaru and Gurgaon. Four food parks at Dabwali, Narwana, Rai and Saha are being set up to develop and establish agro based and food processing units.

**Irrigation**
Haryana shares the benefits of the multi purpose projects in Sutlej and Beas, with Punjab and Rajasthan. Western Yamuna Canal, Bhakhra Canal, and Gurgaon Canal system are the major irrigation projects. The state gave practical shape to lift irrigation system through the Jui, Siwani, Loharu and Jawahar Lal Nehru lift irrigation scheme. In addition to that sprinkler and drip irrigation systems have been introduced in the highly undulating and sandy tracks of Haryana. Construction of Hathini Kund barrage will enable more water to the state.

**Power**

Haryana got the privilege of 1st state in the country to achieve 100% rural electrification in 1970. The average power availability during 2004-05 was 578 lakhs units a day. The number of consumers in 2005 was 39.7 lakh. The installed generation capacity as on 31 March 2005 was 4033 MW.

**Miscellaneous**

All the villages in the state are connected with metalled roads. The length of the roads in the state is 31000 kms. Ambala, Panipat and Jakhal are the important railway stations with a Railway Workshop in Jagadhari. There are civil aerodromes at Pinjore, Karnal, Hisar, Bhiwani and Narnaul. The state has a network of 44 Tourist Complexes.

1. **AREA**
   - Area – 44212 sq. km.
   - Divisions – 4
   - Districts – 20
   - Sub-Divisions – 47
   - Tehsils – 67
   - Sub Tehsils – 46
   - Blocks - 119
   - Towns – 119
   - Villages – 6955
   (Including Un-inhabited villages)

2. **DEMOGRAPHY (ACCORDING TO CENSUS 2001)**
Population – 21144564  (Rural – 15029260, Urban – 6115304)
Decennial Population Growth – 28.43%
Scheduled Castes Population – 19.35% of total population of Haryana.
Density – 478 Person/sq. kms.
Sex Ratio – 861 females for every 1000 males.
Life Expectancy – Male 64.64 years, female 69.30 years
Birth Rate – 26.3 per thousand (rural 27.4 and urban 22.3)
Death Rate – 7.1 per thousand (rural 7.3 and urban 6.2).
Infant morality rate – 59.0 per thousand (rural 61 and urban 59).

3. RELIGIOUS POPULATION
Hindus – 18655925
Sikhs – 1170662
Muslims – 1222916
Christians – 27185
Bhudhists – 7140
Jains – 57167
Others – 1255
Unknown – 2314

4. ECONOMY

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<tr>
<th>Labour Force (of total Population)</th>
<th>Rural</th>
<th>Urban</th>
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</thead>
<tbody>
<tr>
<td>39.62%</td>
<td>31.49%</td>
<td>42.93%</td>
</tr>
</tbody>
</table>

- Per Capita Income (2004-05): Rs.32172 at current prices.
- State Gross Domestic Product (2004-05) Rs.83002.54 crores at current prices.

Agriculture
- Gross Sown Area – 6032000 Hectares
- Net Sown Area – 3458000 Hectares
- Gross Irrigated Area – 5199000 Hectares
- Net Irrigated Area – 2966000 Hectares
- Area under wheat – 2303000 Hectares
- Live Stock population 9400000 (In number)

5. **EDUCATION**

<table>
<thead>
<tr>
<th>Literacy</th>
<th>Male Literacy</th>
<th>Female Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>67.91%</td>
<td>78.49%</td>
<td>55.73%</td>
</tr>
</tbody>
</table>

Educational Institutes No.
- Primary Schools 11000
- Middle Schools 2000
- High/Higher Secondary Schools 5000
- Colleges 130
- Universities 5

6. **MISCELLANEOUS**

- Villages Electrified – 100%.
- Metalled Road – 63.8 / per hundred sq. Kms. of Area.
- Annual per capita consumption of Electricity – 550 KWH

## Number and Members of Gram Panchayats, Panchayat Smitis and Zila Parishads in Haryana (2003-04)

### Number of Panches

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<thead>
<tr>
<th>Men</th>
<th>Women</th>
<th>B.C. Total Panches</th>
<th>Men</th>
<th>Women</th>
<th>B.C. Total Panches</th>
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<tbody>
<tr>
<td>1</td>
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<td>3 (1+2+3)</td>
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<td>(4+5)</td>
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### Type of PRIs

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<th>Total</th>
<th>Gen.</th>
<th>S.C.</th>
<th>Total</th>
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<td>7614</td>
<td>31019</td>
<td>13805</td>
<td>4232</td>
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### Number of Members of Panchayat Samities

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<th>Men</th>
<th>Women</th>
<th>B.C. Total Members</th>
<th>Men</th>
<th>Women</th>
<th>B.C. Total Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3 (1+2+3)</td>
<td>4</td>
<td>5</td>
<td>(4+5)</td>
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### Panchayat Samities

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<th>Total</th>
<th>Gen.</th>
<th>S.C.</th>
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<td>Gram Panchayats</td>
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<td>1121</td>
<td>353</td>
<td>1474</td>
<td>644</td>
<td>198</td>
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### Number of Members of Zila Parishad

<table>
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<th>Women</th>
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<th>No. of Zila Parishad Presidents</th>
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<td>1</td>
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<td>3 (1+2+3)</td>
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### Zila Parishads

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<th>Women</th>
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<th>No. of Zila Parishad Presidents</th>
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<tr>
<td>Zila Parishads</td>
<td>19</td>
<td>145</td>
<td>42</td>
<td>187</td>
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### Number of Members of Panchayat Samities

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<td></td>
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<td>S.C.</td>
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<td>Kaithal</td>
<td>872</td>
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### Number of Panches

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<td>130</td>
<td>327</td>
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<tr>
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### Number of Zila Parishad Presidents

<table>
<thead>
<tr>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
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<td>4</td>
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### Number of Zila Parishads

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<td></td>
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<td></td>
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<tr>
<td>S.C.</td>
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<tr>
<td></td>
<td>Kamal</td>
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<td>Kaithal</td>
<td>2</td>
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<tr>
<td></td>
<td>Total</td>
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### Number of Chairmen of Panchayat Samities

<table>
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<tr>
<th>Men</th>
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<th>Total</th>
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</thead>
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<tr>
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<td>101</td>
<td>239</td>
</tr>
<tr>
<td>67</td>
<td>49</td>
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The 73rd constitutional Amendment Act, 1992 is a historic milestone in the journey of democratic decentralization in India. This Act is directly concerned with the strengthening of Panchayati raj institutions for effective planning and implementation of various programmes in the field of economic development and social justice. The enactment of new panchayati raj legislations by almost all the states and union territory governments by April 24, 1994 is a major landmark in the history of panchayati raj institutions in India, and the state of Haryana is also not an exception in this movement.


Gram Sabha

It is a body consisting of persons registered as voters in the electoral rolls of a village comprised within the area of the panchayat at the village level. According to this Act Gram Sabha is the soul of the village. According
to the Haryana Panchayati Raj Act 1994, it was mandatory to hold at least two meetings of Gram Sabha in the months of May and October annually. But according to the provision of amended Haryana Panchayati Raj Act 1994 (amended on Feb. 9, 1999), the Gram Sabha meetings would be convened on the fixed dates of April 13, and October 2, annually. Section 11 (7) of the Act provided a quorum of one-tenth of the total membership of Gram Sabha for its meetings ordinarily, and a quorum of one-fifth for convening extraordinary meetings. But according to the amended Act, the quorum for the meeting of Gram Sabha is fixed one-twentieth of its total membership. In case of adjourned meetings also, the quorum will remain one-twentieth of the total voters present. So the fixing of Gram Sabha meetings dates and quorum will certainly make it more realistic and participatory. Moreover, it will highlight the importance of Gram Sabha. The government of India while emphasizing the importance of Gram Sabha, has observed the year of 1999-2000 as the year of Gram Sabha.

The Haryana Panchayati Raj Act, 1994 makes a provision in section 11 (2) that if the sarpanch fails to hold two consecutive general meetings of Gram Sabha, his sarpanchship will automatically cease from the date on which the second meeting was to be held. In order to ensure that Gram Sabha becomes a true democratic institution, the Act confers a number of powers and functions on the Gram Sabha, and the B.D.P.O. and Gram Sachiv, as the case may be, attend every general meeting. And for any reason beyond his control, the B.D.P.O. is unable to attend any meeting, the social education and Panchayat officer (S.E.P.O.) or block extension officer attends the meeting. This will facilitate not only in discussing the various issues but also helps to build mutual confidence and understanding between

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the members of the Gram Sabha and the local level bureaucracy. Several functions have been entrusted to Gram Sabha such as, review of annual statement of accounts and the report on administrative activities, and the development affairs of panchayats like the location of schemes and other works including consideration of the budget prepared by the Gram Panchayat, and the execution of future development programmes and plans.

In fact, the Gram Sabha is to develop system of internal checks and balances to ensure larger involvement of people in development programmes, enhance political and administrative awareness, inculcate community spirit to facilitate direct communication between the people and the elected leaders, and finally to create in the Gram Sabha a reservoir of power, authority, ownership by empowering it to play the role of present body. Although for a strong democratic movement at grass root level such provisions are quite essential, the past experience reveals that experience regarding their implementation has been dismal. It was noticed that Gram Sabha hardly meets, and if at all, with only a few persons. It would have been more useful, had the Act provided for the constitution of a vigilance committee at the village level to keep a watch on the functioning of Gram Panchayat during the long intervals between the Gram Sabha meetings.

Gram Panchayat

The successful functioning and effectiveness of panchayat raj institutions depend upon the strong base of Gram Panchayat. The Gram Panchayat is lower or base level body of three tier panchayat raj system. It is

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the executive committee of Gram Sabha. Gram Panchayat is the representative body which is directly elected by Gram Sabha. Every Gram Panchayat consists of Sarpanch, who like other members of Gram Panchayat, is directly elected by Gram Sabha from amongst its voters, by secret ballot. There was also a provision of up-sarpanch, who was elected by the panches of Gram Panchayat from amongst themselves (according to Haryana Panchayati Raj Act, 1994, before amended form of Feb. 9, 1999). But under the Haryana Panchayati Raj Act, 1994, which was amended by the state legislature on Feb. 9, 1999, the office of up-sarpanch has been abolished.

There are six to twenty panches who are directly elected by the voters from different wards in a panchayat area. Seats have been reserved for scheduled castes in every panchayat in proportion to their population. One third of the seats have been reserved for scheduled caste women from amongst the seats reserved for SC people, by rotation to different wards reserved for them. One-third (including the number of seats reserved for women belonging to SCs.) of the total seats of Gram Panchayat have been reserved for women, and such seats are allotted by rotation to different wards in Gram Panchayat. One seat of panch has been reserved for the backward classes, and allotted to such ward having maximum population belonging to backward classes. The offices of the sarpanches in Gram Panchayats have also been reserved for scheduled castes and women. The term of the office of Gram Panchayat is five years. The meeting of Gram Panchayat is held at least twice a month at public place. The quorum for Gram Panchayat meetings is formed by majority of panches including Sarpanch. There is a Gram Sachiv for every Gram Panchayat or group of
Gram Panchayats, who is appointed by state government. The duty of Gram Sachiv is to maintain accurate and up-to-date entries in accounts, record, and other property of Gram Panchayat under the supervision of Sarpanch assisting in carrying out the resolutions of the Gram Panchayat. The Sarpanch of the Gram Panchayat is to convene the Gram Sabha and Gram Panchayat meetings. He presides over the meetings of Gram Sabha and Gram Panchayat. He has the general responsibility for the executive and financial administration of the Gram Panchayat. Further, the Sarpanch exercises the administrative supervision and control over the services of the staff of the Gram Panchayat.

Gram Panchayats have been assigned a number of functions that were mentioned in the XIth schedule of the constitution. General functions comprise adoption of resolution, preparation of annual plans for the development of the panchayat area (village), preparation of annual budget, mobilizing relief in natural calamities, removal of encroachment on public places etc. Further the functions of Gram Panchayat include agriculture, animal husbandry, fisheries, social and farm forestry, Khadi village and cottage industries, rural housing, drinking water, buildings, waterways, rural electrification, non-conventional energy, implementation of poverty alleviation programmes, education, libraries, cultural activities, markets and fairs, rural sanitation, public health and family welfare programmes, women and child development, social welfare, welfare of weaker sections, Public distribution system, maintenance of community assets etc. For effective implementation of these programmes the Gram Panchayat has been given the power to constitute sub-committees, and local committees e.g. production sub committee, social justice sub-committee, amenities sub-
committee. Apart from this, Gram Panchayat has also been given the power to removal of encroachment on public land in panchayat area. The overall activities and financial resources at the disposal of Gram Panchayat continued to be the same as provided under the Punjab Gram Panchayat Act 1952.\textsuperscript{13}

It is provided that in all matters pertaining to this Act, the Gram Panchayat, Panchayat Samities, Zila Parishad, and the director shall be subject to such authority and control as the government may direct. If a case in respect of criminal offence is under investigation or an enquiry has been instituted, the director or the deputy commissioner concerned may suspend any Sarpanch or panch. If the charge has been proved, he may be removed from his office. Further, if in the opinion of the government a Gram Panchayat abuses its powers or is not competent to perform, or makes persistent faults in the performance of its duties under this Act or willfully disregards any instructions given or directions issued by the panchayat Samities or Zila Parishad, the state government may after giving the Gram Panchayat an opportunity to render explanation by an order with the reasons, dissolve such Gram Panchayat. A dissolved Gram Panchayat will be reconstituted within a period of six months.\textsuperscript{14}

**Panchayat Samiti**

The Panchayat Samiti constituted at the block level, is the intermediary organ of the panchayati raj system. It consists of members directly elected from territorial constituencies in Panchayat Samiti area. The number of directly elected Panchayat Samiti members is 10 to 30, one

\textsuperscript{13} R. Ganaadhar, Reddy, A Study of Panchayati Raj in Haryana in R.C Chaudhary and S.P. Jain (ed) Patterns of Decentralised Governance

\textsuperscript{14} Ibid P. 199.
member for every four thousand (4000) population, in the Panchayat Samiti area having population up to forty thousand (40,000), and one member for every five thousand (5000), in the Panchayat Samiti area having population more than forty thousand (40,000). The M.L.As. representing the constituencies, which comprise wholly or partly, are ex-officio members of the Panchayat Samities. However, the chairman, and vice-chairman of Panchayat Samiti are elected from amongst the directly elected members. Seats have been reserved for Scheduled Castes in every Panchayat Samiti in proportion to the population of S.Cs. in the Panchayat Samiti area. The seats reserved for S.Cs. include not less than one-third of the seats for S.C. women. Such seats may be allotted to such wards having maximum population of S.Cs. Not less than one-third (including S.C. women) seats in Panchayat Samiti have been reserved for women. The offices of Chairpersons in Panchayat Samities in the whole district are reserved for S.Cs. and women by rotation. One seat is reserved for the person belonging to backward classes in every Panchayat Samiti, to such a constituency as having maximum population of B.Cs.

The Chairperson of Panchayat Samiti has been empowered to convene, preside over and conduct meetings with access to records of Panchayat Samiti. He shall also watch over the financial and executive administration of the Panchayat Samiti, and exercises control over administration of the Panchayat Samiti. And the Block Development and Panchayat officer (B.D.P.O.), who is the chief executive officer of the Panchayat Samiti, will assist the chairman for securing implementation of resolutions or decisions of the Panchayat Samiti.  

Panchayat Samiti is supposed to discharge a number of functions as assigned to it by the government of Haryana. It includes general functions e.g. preparation of annual plans in respect of the schemes entrusted to it by virtue of this Act, and those assigned to it by the government or Zila Parishad, consideration and consolidation of the annual plans of all Gram Panchayats in the block, and submission of the consolidated plan to the Zila Parishad, preparation of annual budget of Panchayat Samiti, and submit it to the Zila Parishad, and such functions entrusted to it by state government, and Zila Parishad. Other functions of Panchayat Samiti are agriculture, land improvement, minor irrigation, animal husbandry, fisheries, khadi village and cottage industries, rural housing, drinking water, social and farm forestry, maintenance of building, non conventional energy, implementation of poverty alleviation Programmes, education, cultural activities, markets and fairs, health and family welfare, women and children development, social welfare, welfare of weaker sections, maintenance of community assets, public distribution system, rural electrification, libraries etc.

**Relationship between Panchayat Samiti and Gram Panchayats**

A Panchayat Samiti shall in the manner prescribed exercise such supervision and control over the performance of administrative functions of the Gram Panchayats within its area. The Panchayat Samiti may delegate some of the duties to the Gram Panchayats.

**Control of the Government over Panchayat Samiti**

The state government has been vested with the power to suspend from office any chairman or vice-chairman or member against whom any criminal proceedings have been instituted. The B.D.P.O. shall be the ex-officio executive officer of the Panchayat Samiti. The executive officer is placed
under the administrative control of the chairman. A Panchayat Samiti shall ordinarily meet at least six times in a year for the transaction of its business.\textsuperscript{16}

\textbf{Zila Parishad}

Zila Parishad constituted at the district level is the apex body of the three-tier structure of panchayati raj system. Prior to 73rd Amendment Act, 1992 this body was constituted under the Punjab Panchayat Samities and Zila Parishads Act 1961. On the recommendations of an adhoc committee on panchayati raj in 1972, headed by Maru Singh, Zila Parishads were abolished in 1973. Zila Parishads remained abolished in the State of Haryana for more than two decades.

Under the new Haryana Panchayati Raj Act 1994, the structure of Zila Parishad is in conformity with the 73rd constitutional Amendment Act, 1992. At present, Zila parishad comprises of directly elected members from territorial constituency. The territorial constituency has been created by resorting to population criteria with a minimum population of forty thousand (40,000) for the formation of such a territorial constituency. On an average, each Zila Parishad has ten to thirty directly elected members. Due care has been taken so that the constituencies will have almost the same number of voters throughout the state. The Zila Parishads are to be constituted at the district level. These shall consist of the members directly elected from the wards in a district, the chairmen of all the Panchayat Samities within the district, the M.P.s. and M.L.As. whose constituencies fall within the district. The president and vice-president shall be elected from amongst the elected members of the Zila Parishad. Seats are reserved for scheduled castes in

\textsuperscript{16} Ibid P. 204.
every Zila Parishad in accordance with the proportion of their population in
the district (It includes not less than one-third seats for scheduled caste
women also). Not less than one-third seats have been reserved for the
women members (including the SC women) in Zila Parishad. The offices of
president of Zila Parishad have been reserved for scheduled castes, and
women by rotation. One seat in every zila Parishad has been reserved for
backward classes. Such seat will be allotted to such ward as having
maximum population of persons belonging to backward classes. 18

Deputy Commissioner has been made the ex-officio chief executive
officer of Zila Parishad. There is also a secretary for each Zila Parishad from
amongst the District Development and Panchayat officers (DDPOs.).
Moreover, government shall also post from time to time to work under every
Zila Parishad such number of other officers as officials appointed to such
services from amongst persons employed by existing District Rural
Development Agency (DRDA). 17

The Zila Parishads in the state have been given the status of a
coordinating and supervisory body. Zila Parishad can only advise, supervise
and coordinate the functions of Panchayat Samities in the district as the
subjects provided in the eleventh schedule of the constitution have not been
assigned to this body. Of course, activities of 16 departments have been
transferred to the Zila Parishad, but the major role of the Zila Parishad will
be supervising, coordinating and monitoring the works done by the lower
body. Zila Parishads have been made the implementing agencies and

17 Dr. Surat Singh, Panchayati Raj System in Haryana, HIRD Nilokhen, Karnal.
however, administrative control over the staff is not given. In several important matters, the government has kept the powers in its own hands.  

Committee System in PRIs-Haryana

1 GRAM PANCHAYAT LEVEL

Every gram panchayat will constitute the following committees.

1. Production sub-committee for performing functions relating to agriculture production, animal husbandry, rural industries and poverty alleviation programmes.

2. Social Justice sub-committee for performing functions relating to:
   a) Promotion of education of scheduled castes, backward classes and other weaker sections;
   b) Protection of such castes and classes from social injustice and any other form of exploitation; and
   c) Promotion of welfare of women and children.

3. Amenities sub-committee in respect of education, public health, public works and other functions of the G.P.

   Each sub-committee will consist of not less than five members including sarpanch or up-sarpanch as the case may be. The sarpanch will be the ex-officio member and chairperson of the production committee and amenities committee. The up-sarpanch will be the ex-officio member and chairperson of the social justice committee. The social justice committee will consist of at least one woman member and one member belonging to the scheduled castes.

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II Panchayat Samiti level

Every panchayat samiti will appoint committees namely; (a) General committee; (b) Finance Audit and Planning committee; and (c) Social Justice committee. Each committee will consist of such number of members not exceeding six including the chairman as may be specified by the panchayat samities. The chairperson will be the ex-officio Chairperson of the social justice committee. No member will be eligible to serve on more than one committee. The executive officer will be the ex-officio secretary of all the committees.

The general committee will perform functions relating to the establishment matters, communication building, rural housing, village extension, relief against natural calamities, water supply and all miscellaneous matters. The Finance, Audit and Planning Committee will perform functions relating to budget, revenue and expenditure cooperation, small savings and preparation of development plans. The social justice committee will perform functions relating to promotion of education, economic, social, and cultural and other interests of SCs and backward classes.

A zila parishad may constitute such committees as it may deem necessary for executing its functions. But on investigation during the study it has been found that no such committees have been constituted at any level of the PRIs.

Training and Panchayati Raj Institutions

As a result of the elections of PRIs which have since been completed, a very large number of elected representatives have taken positions as decision-makers. Of these, an overwhelming majority consists of those who
will be acting as decision-makers for the first time, particularly from the weaker sections and women members. It is important that at least the first time elected representatives are empowered through skill development to handle the management of the PRIs effectively.

The training input will also have to be extended to the official functionaries so as to enable them to have better appreciation of their own role vis-a-vis the role of the elected representatives in the new dispensation. This will be helpful in building up a team spirit among the leaders and the officials in carrying out various development programmes. The success of the PRIs will ultimately depend on their overall performance. Accordingly, a long-term plan of action for providing orientation and training to the elected leaders has to be designed.

**Training Programmes**

For imparting training to officials and elected representatives of Panchayati Raj bodies, the government of Haryana established an autonomous body, Haryana Institute of Rural Development (HIRD) under the department of Development and Panchayats at Nilokheri. This Institute is providing specialized training in rural development for government departments, organizations, enterprises and institutions. Moreover, after the 73rd Amendment Act the emphasis of the institute has been to impart training to the elected and selected officials of the PRIs including zila parishad president’s vice-presidents and members.

Further this premier institute endeavours to contribute to policy formulation in RD and facilitate an effective programme implementation through need-based training and problem oriented research and object feed back.
As for the training of leaders of panchayat samities is concerned, State Community Development Training Centre which is established at Nilokheri has been organizing at the district levels. Responsibilities of imparting training to sarpanches, up-sarpanches and members are given to the District Development and Panchayat Officers (DD&Pos) and Block Development and Panchayat Officers, (BDPOs) and officers from all concerned departments. However these officers were trained under the training of trainer’s programmes in HIRD. All these programmes were supervised and helped by the faculty members of SCDTC.

Table No. (2.1).

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<th>Year</th>
<th>Officials</th>
<th>Non-Officials</th>
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<td>360</td>
</tr>
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<td>276</td>
<td>90</td>
<td>366</td>
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<tr>
<td>1999-2000</td>
<td>431</td>
<td>96</td>
<td>527</td>
</tr>
<tr>
<td>2000-2001</td>
<td>153</td>
<td>767</td>
<td>920</td>
</tr>
<tr>
<td>2001-2002</td>
<td>236</td>
<td>262</td>
<td>498</td>
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<tr>
<td>Grand Total</td>
<td>1435</td>
<td>1236</td>
<td>2671</td>
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Source: Annual Report, HIRD, Nilokheri, 2001-2002

Table No. (2.2).

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<tr>
<th>Sl. No.</th>
<th>Refresher Courses</th>
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<th>No. of Trainees</th>
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<td>3</td>
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<td>2</td>
<td>Patwari job course</td>
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<td>3</td>
<td>SEPOs refresher course</td>
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<td>1</td>
<td>22</td>
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<td>4</td>
<td>Refresher course for Assistants</td>
<td>5</td>
<td>1</td>
<td>31</td>
</tr>
<tr>
<td>5</td>
<td>Refresher course for DRDA Inspectors/ Assistants</td>
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<th>Total</th>
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<td>6.</td>
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</tr>
<tr>
<td>7.</td>
<td>Refresher course for Panchayat Secretary</td>
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<td>1</td>
<td>25</td>
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<tr>
<td>8.</td>
<td>Orientation course for Panchayat Secretary</td>
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<td>2</td>
<td>77</td>
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<td>9.</td>
<td>Awareness camp on rural sanitation</td>
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<td>591</td>
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<td>10.</td>
<td>Panchayati Raj and Rural Development course for sarpanches</td>
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<td>11.</td>
<td>Course on Swarna Jayanit Gram Swarojgar Yojana (SGSY)</td>
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<td>12.</td>
<td>Course on Sampoorna Grammeen Rozgar Yojana (SGRY)</td>
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<td>Total</td>
<td></td>
<td>94</td>
<td>38</td>
<td>4352</td>
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Source: Annual Report of SCDTC, 2001-2002

**State Finance Commission**

Scarcity of funds with PRIs was one of the causes of failure of the functioning of PRIs in Haryana. They were financially impotent and could not meet with various developmental activities in the rural areas. According to the provision of 73rd Amendment Act, 1992. Haryana, Panchayat Raj Act, 1994 has constituted the state finance commission (1 First state finance commission was constituted in 1994, 2nd in 2000 and 3rd in December 2005) to review the financial position of PRIs at all the three levels i.e. Gram Panchayat, Panchayat Samiti, and Zila Parishad. The commission makes recommendations to government as to the principles which should govern, the distribution between the state and the Zila Parishads, Panchayat Samitis, and Gram Panchayats of the net proceeds of the taxes, duties, tolls and fees leviable by the government, which may be divided between them and the
location between the Zila Parishad, Panchayat Samiti, and Gram Panchayats at all levels of their respective shares of such proceeds.\textsuperscript{19}

Haryana Panchayati Raj Act, 1994 further provides for the constitution of a Gram fund for each Gram Panchayat and it has also defined the sources of Gram fund. All the grants from the government or other local authorities, all donations, all taxes, duties, cesses and fines apart from income derived from the fisheries under the management of Gram Panchayats shall be vested in the Gram fund. In order to raise the resources, the Gram Panchayats have been empowered to impose a house tax, duty on transfer of property etc., apart from fees on fairs, service fees, water rates \textit{etc}. Besides the Act provides for the audit of Panchayat Accounts.\textsuperscript{20}

At the block levels, the Panchayat may, with the previous permission of chief executive officer, impose any tax which the legislature of the state has the power to impose. The government may also empower any Panchayat Samiti to impose, without permission of chief executive officer, any tax subject to such limitations as it may direct. There is a provision to establish a fund in every Panchayat Samiti to be called Samiti fund, and all proceeds of taxes, cases and fees and other sums received by the Panchayat Samiti, shall be deposited in the fund. This fund shall be utilized only for the purpose of the Panchayat Samiti.\textsuperscript{21}

At the district level, in each Zila Parishad, there shall be a fund called the Zila Parishad fund. Subject to the general direction and control of the government, a Zila Parishad, may with the prior approval of the government, impose any tax which the legislation of the state has the power to impose.

\textsuperscript{19} Mishra S.N. and Misra, Sweta, Decentralised Governance, Macro & Micro Perspective, Shipra, Publications, New Delhi, 2002.
\textsuperscript{20} Ibid P. 104
\textsuperscript{21} Ibid P. 105.
under the constitution of India. Zila Parishad shall also levy fees for the use of or benefits derived from public hospitals, dispensaries, school, sarais, markets, rest houses, and other institutions and fix fees at fairs, agricultural shows and individual exhibitions held under its authority. The Act further provides that every Zila Parishad shall prepare each year a budget of its estimated receipts and disbursements for the following years and submit it to the government for approval. Without the budget being approved by the governments no expenditure shall be incurred. The audit of accounts of the Zila Parishad shall be carried out by the authority as may be presented by the government.  

DEVOLUTION OF STATE TAXES DUTIES TOLLS FEES AND Grants-in-aid  
(a) Devolution of State Taxes  
(i) Royalty on minor minerals  
The Commission recommends that 20% of the annual income from royalty on minor minerals should be shared with the Gram Panchayats. The total devolution from this source works out of Rs. 24 crore and 50% of this i.e. Rs. 12 crore would go to the Gram Panchayats.  

A regards panchayats share, it may be passed on to the Panchayats Department for further distribution among the Gram Panchayats partly on the basis of origin and partly on the basis of other criteria evolved by the department.  

(ii) Conversion Charges: Changes of land use  

Normally, an area upto a distance of 8 kms beyond municipal limits is declared as “Controlled area”. Certain prescribed charges are levied for

\[22\] Ibid P. 105
change of land use from agriculture to commercial, industrial or other uses. This being essentially a local area tax, it is recommended that 10% of the income from this source may be devolved to the panchayats through Panchayats Department for distribution among the panchayats as per criteria to be evolved. The annual devolution would be Rs. 0.20 crore.

(iii) Revenue from cattle fairs

The income from cattle fairs is generated by way of registration fee or 6% of the sale price by the purchaser and Rs. 10/- per cattle charged from the seller. Presently 80% of the net income is retained at the level of Panchayats Samitis and the rest 20% at the level of Zila Parishads. The net income is arrived at by deducting establishment expenses as well as 5% of the gross income for maintenance of the cattle fair grounds. It is, thus, recommended that the entire net income from cattle fairs be transferred to the Panchayat Samities instead of 80% of the present. The total income from cattle fairs has been Rs. 1.21 crore which would be transferred to the Panchayats Samitis through the Panchayats Department.

(iv) Stamp Duty and Registration Fee

The commission recommends that 3% of the net receipts from stamps duty and registration fee collected from the panchayats area be transferred to the PRIs and the amount so worked out be placed at the disposal of the Panchayats Department for further distribution on the basis of the “Decentralized Planning” formula. The inter-se distribution among the GPs, PSs, ZPs would be in the ratio of 75:15:10. The share of PSs and GPs within the district will be on the basis of population. The collections under this head for the year 2001-02 are Rs. 488.29 crore and the income coming from
Panchayats areas @ 80% works to Rs. 390 crores and the share or PRIs at 3% works out of Rs. 11.70 crore.

(v) Electricity consumed in rural areas

It is recommended that electricity consumed in rural areas for street lighting and water supply should be charged on domestic rates and not on commercial rates.

(vi) Local Area Development Tax (LADT)

After abolition of octroi on 1.11.199, the Local Area Development Tax (LADT) Act, 2000 was enacted which become effective from 5th May, 2000. As per section 22 of LADT Act, 2000, the net proceeds are to be transferred to the rural and urban local bodies for the development of local areas. As per the background given under chapter IX of its report, the Commission recommended that 65% of the net proceeds of LADT are to be transferred to all the tiers of PRIs i.e. ZPs, PSs and GPs to be distributed in the ratio of 10:17:75. The LADT proceeds free to be utilized for the maintenance and creation of civic amenities facilitating free flow or trade and commerce, which mainly include roads and water supply. It is further recommended that after adjusting the provisions allocated for maintenance of roads and water supply, the balance share be transferred to the PRIs in the form of assignments and compensation. As per the calculations made, this share is Rs. 11.70 per annum.

(b) Grants-in-Aid

(i) Maintenance Grant

The Commission recommended that a grant of Rs. 10.00 lakh per block be provided annually for the maintenance of community assets and Rs.
1.00 lakh per block for the maintenance of PRI buildings. With 116 blocks, in the State, the total annual grant works to Rs. 1276.00 lakh, as under:

- Rs. 10 lakh per block for 116 blocks \(\text{Rs. } 1160.00 \text{ lakh}\)
  For maintenance of community assets.
- Rs. One lakh per block for 116 blocks \(\text{Rs. } 116.00 \text{ Lakh}\)
  For maintenance of PRI buildings

**Total** \(\text{Rs. } 1276.00 \text{ lakh}\)

(ii) **Grant for Sanitation and Environmental Improvement**

The Commission proposes to provide earmarked grants of Rs. 495.24 lakh per annum for Sanitation and environmental improvement as under:

(Rs. in lakh)

- Panchayats with population @ 3200 49.60
  less than 2000
- Panchayats with population @ 6400 129.92
  between 2000-5000
- Panchayats with population @ 8000 136.80
  between 5000-10000
- Panchayats with population of @ 12000 178.92
  10,000 and above

**Total** 495.24
(iii) Repair Grant

The Commission also recommends a grant of Rs. 25.00 lakh for the repair of Zila Parishad/Panchayats Samiti buildings as a one time measure.

(iv) Development Grant (Per Capita)

Having taken into account the development needs and constraints of resources of the PRI, the Commission recommends an untied grant of Rs. 25/- per capital (2001 census) which works to Rs. 37.50 crore per annum. A part of this devolution could be made from HRDF., The district-wise allocation should be based on “Decentralized Planning” formula. Distribution among ZPs, PSs and GPs be made in the ratio of 10:15:75. Further distribution among ZPs, PSs and GPs would be on population basis. 75% of the grant will be released to GPs straightaway and 25% be released on the basis of matching contribution. The share of GPs would be released though PSs so as to exercise better control and monitoring. The State Govt. would lay down guidelines prescribing certain performance criteria like enrolment at primary level, small family norms, raising of local resources, detection or power thefts etc.

(v) Incentive Grant

As a measure of reward for better performance by the PRIs, the Commission recommends induction of incentive grant, as under:-

- A cash award of Rs. 10 lakh, Rs. 6 lakh and Rs. 4 lakh for the first, second and third best Zila Parishads at State level.
- Cash awards of Rs. 8 lakh for the first, Rs. 5 lakh for the second and Rs 4 lakh for the third best ranking Panchayat Samiti in each of the revenue divisions.
Cash Awards of Rs. 1.00 lakh, Rs. 0.50 lakh, Rs. 0.30 lakh for the first, second and third Gram Panchayats respectively in each of the Panchayat Samitis. The annual requirement of incentive grant works to Rs. 292.80 lakh, as under:-

<table>
<thead>
<tr>
<th>Rs. in lakhs</th>
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<tbody>
<tr>
<td>Awards to Zila Parishads</td>
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<tr>
<td>Awards to Panchayats Samities</td>
</tr>
<tr>
<td>Awards to Gram Panchayats</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

The parameters for assessing the performance of the PRIs would be decided by the State Govt. (in Panchayats Department) on the line suggested for development grants.

(vi) **Eleventh Finance Commission Grants**

It is proposed that 11th Finance Commission grants of Rs. 2941.75 lakh each year be transferred to the PRIs and distributed among ZPs, PSs and GPs in the ratio of 10:15:75. Allocation of Panchayats Samities and Gram Panchayats would be on the basis of population. The period covered would be from 2001-02 to 2004-05 only. EFC grants for these four years would be Rs. 11766.00 lakh.

(c) **Financial Implications—Total on PRIs (from 2001 to 2006)**

The annual financial implications of the Commission’s recommendations in regard to tax and transfer of grants-in-aid- to all the tiers of PRIs work out to Rs. 124.61 crore. A 10% projection per year is recommended for cost escalation and rise in population, thus, the total devolution to PRIs during the period 2001-02 to 2005-06 covered by the Commission’s report works to Rs. 696.22 crore comprising tax sharing or
Rs. 223.35 crore and grants –in-aid of Rs. 472.87 crore, as given on next page.

Table No. (2.3)  **Total Devolution to PRIs from 2001-02 to 2005-06**

(Rs. in crores)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Tax Devolution</td>
<td>36.81</td>
<td>40.38</td>
<td>44.28</td>
<td>48.57</td>
<td>53.31</td>
<td>223.35</td>
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<tr>
<td>Royalty on Minor Minerals</td>
<td>12.00</td>
<td>13.20</td>
<td>14.52</td>
<td>15.97</td>
<td>17.57</td>
<td>73.26</td>
</tr>
<tr>
<td>Conversion charges-change of land use</td>
<td>0.20</td>
<td>0.22</td>
<td>0.24</td>
<td>0.27</td>
<td>0.30</td>
<td>1.23</td>
</tr>
<tr>
<td>Revenue from cattle fairs</td>
<td>1.21</td>
<td>1.21</td>
<td>1.21</td>
<td>1.21</td>
<td>1.21</td>
<td>6.05</td>
</tr>
<tr>
<td>Stamp Duty &amp; Reg. Fee</td>
<td>11.70</td>
<td>12.87</td>
<td>14.16</td>
<td>15.57</td>
<td>17.13</td>
<td>71.43</td>
</tr>
<tr>
<td>Local Area Dev. Tax</td>
<td>11.70</td>
<td>12.88</td>
<td>14.15</td>
<td>15.55</td>
<td>17.10</td>
<td>71.38</td>
</tr>
<tr>
<td>II. Grants-in-aid to PRIs</td>
<td>87.80</td>
<td>93.37</td>
<td>99.78</td>
<td>106.80</td>
<td>85.12</td>
<td>472.87</td>
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<td>Maintenance Grant</td>
<td>12.76</td>
<td>14.04</td>
<td>15.44</td>
<td>16.98</td>
<td>18.68</td>
<td>77.90</td>
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<td>Sanitation Grant</td>
<td>4.95</td>
<td>5.45</td>
<td>5.99</td>
<td>6.59</td>
<td>7.25</td>
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<td>Development Grant</td>
<td>37.50</td>
<td>41.25</td>
<td>45.38</td>
<td>49.91</td>
<td>54.90</td>
<td>228.94</td>
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<tr>
<td>Incentive Grant</td>
<td>2.93</td>
<td>3.22</td>
<td>3.55</td>
<td>3.90</td>
<td>4.29</td>
<td>17.89</td>
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<td>One-time Grant</td>
<td>0.25</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>0.25</td>
</tr>
<tr>
<td>11th Finance Commission Grants</td>
<td>29.41</td>
<td>29.41</td>
<td>29.42</td>
<td>29.42</td>
<td>--</td>
<td>117.66</td>
</tr>
<tr>
<td>Total Devolution (I+II)</td>
<td>124.61</td>
<td>133.75</td>
<td>144.06</td>
<td>155.37</td>
<td>138.43</td>
<td>696.22</td>
</tr>
</tbody>
</table>

Source: Second State Finance Commission Report
But during the study it has been found that the recommendations of first and second state finance commissions have not been fully accepted by the state Government. The same view was of a senior official working with the Finance Commission of Haryana that state government does not want to devolve funds to PRIs and scarcity of funds with PRIs is one of the major problems in their working. The recommendations of State Finance Commissions should be fully accepted by the state government to financially empower these bodies. The Panchayati raj leaders, officials, beneficiaries of various rural development programmes, and general people also complained of insufficiency of funds available to PRIs and complained that union and state governments are not deliberately transferring the funds to these rural local bodies. So need of the hour is that PRIs must be financially strengthened for their viable functioning.

State Election Commission

The Act provides for the constitution of a state election commission for the Superintendence, direction, and control of the electoral rolls for, and the control of all elections to the Gram Panchayats, Panchayat Samitieses, and Zila Parishads. A state election commissioner is appointed by the Governor on the terms and conditions as may be determined by the government. The act further provides that the state election commissioner shall not be removed from his office except in like manner and on the ground as a judge of a High Court. On the request of the state Election commission, the government shall make available to the state election commission such staff as may be necessary for the discharge of the functions conferred on the State Election Commissions.\(^\text{23}\)

\[^{23}\text{Ibid. P. 105}\]
**District Planning Committee**

In accordance with the provisions of the 74th Constitutional Amendment Act 1992, District planning committees, are to be set up in each district to prepare composite plan for both rural and urban areas as a whole. The four-fifth of its total members are appointed by and from amongst the elected members of Zila Parishad and municipality in the district in proportion to the ratio between the population of rural and urban areas of the district. But the District Planning Committee is constituted only in 16 districts of Haryana.

**Transfer of Staff**

According to the provision of Haryana Panchayati Raj Act 1994, the government may place at the disposal of Gram Panchayat, Panchayat Samiti, and Zila Parishad such of its servants as are required for implementation of the schemes concerned therewith and for such other duties and functions as may be assigned to them from time to time. The aforesaid servants shall thereafter be under the administrative control of sarpanch, executive officer as the case may be.24

**Disqualifications**

Among the normal qualifications and disqualifications prescribed for the candidates contesting elections to PRIs an important step introduced in new Panchayati Raj Act through section 175 (1), is that a candidate with more than two children will be disqualified from contesting election in any of these bodies. However, a person having more than two children on or upto the expiry of one year of commencement of Haryana Panchayati Raj

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24 Dr. Surat Singh, Panchayati Raj System in Haryana, HIRD, Nilokhen, Karnal.
Act, 1994 will not be deemed to be disqualified. But this provision has been recently deleted by the government of Haryana.

**No Confidence Motion**

A Sarpanch could be removed from his office by two-third majority of the Gram Sabha voters in an extra-ordinary meeting, and this meeting is to be attended by 50 percent of Gram Sabha members. More over an extraordinary meeting was not to be convened unless two thirds of the Gram Panchayat members made such a requisition. But Haryana Panchayati Raj Act was amended by the Haryana legislative Assembly on February 9, 1999 deleting the provision of no confidence motion against a Sarpanch. The chairman of Panchayat Samiti and president of Zila Parishad can be removed by a two-third majority of the elected members. However, there is no limit of one year for introducing such a motion. Further, if the motion fails, again after one year no confidence motion can be introduced. The Act, further adds that if any member of Zila Parishad remains absent from the district for more than three consecutive months, his membership will automatically cease, but this is not applicable to Panchayat Samiti.

Development and Panchayat Department, Haryana is headed by member of council of minister. The whole department functions under his guidance and leadership. He is assisted in discharging his duties as an in charge of the department, by another political appointee, chief parliamentary secretary. On the administrative front this department is headed by financial commissioner, Development and Panchayat, who provides administrative assistance to the minister. The Post of Financial Commissioner is manned by an officer of senior IAS rank. Financial Commissioner is assisted by the

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25 Ibid.
Administrative Set-Up of Development and Panchayat Department, Haryana
(State-Headquarter Level)
Special Secretary Development-cum-Director Panchayat who is also an IAS officer. The Directorate of Development and Panchayat is headed by him. In discharging his duties as a director he is assisted by a team of officers at headquarter as well as, at district and block levels. At headquarter level this department is divided into two wings i.e. Development department, and Panchayat department.

The Development department is composed of various officials, like, Deputy or Under Secretary Development, Research Officer, Chief Accounts Officer, and Chief Engineer technical. Different officials are assigned with different duties and responsibilities. Deputy or Under-Secretary is concerned with the administration of the District Development and Panchayat officers, Sub-Division officers (Panchayat Raj), Block Development and Panchayat officers. Junior Engineers (Community Development), Block staff as well as headquarter staff. Research officer deals with the work of statistical coordination, administrative reports, community development quarterly progress reports, training and rural sanitation programme and physical checking etc. Chief Account’s Officer maintains the accounts of various development schemes, discretionary grants, loans and advances, non-plan budgets at district and block level, pensions and audit paras, audit of Panchayat Samitis, verification of leave, salary, pension and supervision of works of cattle fair cell. Chief Engineer is concerned with the technical wing of the department. He sees the technical matters, estimates, and general administration of the technical wing.

Panchayat Development, also has various officials dealing with different tasks. They are joint Director Panchayat (administration) Joint Director Panchayati Raj, Deputy Director Legal or Legal Officer, and
Deputy Director Panchayat. Joint director Panchayat (admin.) is concerned with the establishment of headquarters, DDPO and BDPO staff, HRDF Branch, SCDTC/HIRD, revenue earning scheme, and matching grant budget etc.

Joint Director (Panchayat Raj) deals with the Panchayati raj branch, and shamlat land branch in the directorate. Deputy Director Legal or Legal Officer deals with the election work, amendment in rules, appeals before Financial Commissioner Development and Panchayat. Complaints branch, high court matters, complaints of Sarpanches is concerned with the establishment of Gram Sachives, and general branch.
Administrative Set-Up at District Headquarter Level

Additional Deputy Commissioner
(Chief Executive officer to Zila Parishad)

- District Development and Panchayat officer
- Superintendent
- Accounts officer
- Assistant
- Accountant
- Senior Scale Stenographer
- Steno Typist
- Clerk.

Note: Zila Parishad has no staff of its own. All Personnels are on deputation to it from other departments of the state.
Zila Parishad is the apex body of the three-tier structure of PRI’s which has been constituted in conformity with the 73rd Amendment Act, 1992. This body has no staff of its own, but the whole staff is on deputation to it from various other departments of the government of Haryana. If we see its administrative structure, it is found that the office of the chief executive officer of the Zila Parishad is manned by the Additional Deputy Commissioner-Cum-Chief Executive Officer, DRDA, as per powers given in the Haryana Panchayati Raj Act, 1994. All decisions taken by Zila Parishad are implemented by the Chief Executive Officer. Chief Executive Officer is not only the custodian of Zila Parishad funds, but also supervises the works undertaken by Zila Parishad. Another official, next to him is DDPO. He monitors the development works and Panchayat activities in the district. Another official of district level is XEN (Panchayati Raj) who is responsible for technical guidance and supervision of development and Panchayat activities in the capacity of being a technical wing of the Development and Panchayat Development, Haryana. So XEN (PR) is not functioning under the direct control of Zila Parishad. Another official in Zila Parishad is superintendent. He is concerned with supervising the staff and various activities of the department of development and development at the district level. He maintains the ACR of subordinate staff, he submits proceedings and progress reports of various schemes to the higher officials. Accounts officer is concerned with maintenance of accounts of Zila Parishads relating to various schemes of developments. He assists the Chief Executive Officer in the maintenance of records of total finances of Zila Parishad. Assistant is dealing with the complaints of Panches, Sarpanches, revenue earning schemes cases, and other work of the department at district
level. Accountant is concerned with the maintenance of service books and accounts matters at the Zila Parishad level, steno typist deals with the work of typing and dictations, whereas clerk maintains the files and works as a record keeper of the proceeding of Zila Parishad, and various development schemes.

In Karnal Zila Parishad office only 8 personnel were found posted. They were one superintendent, one accounts officer, two assistants, one accountant, one senior scale stenographer, one steno typist, and one clerk only. In addition to that ADC, DDPO, and XEN (PR) were noticed working on their job.

In Kaithal Zila Parishad only four officials were posted i.e. one superintendent, one assistant, one senior scale stenographer, and one clerk only. The offices of ADC, DDPO, and XEN (PR) were noticed working.

If we compare the number of posted officials of Zila Parishads in both the districts their number was double in Karnal district (8 officials) than in Kaithal (4 officials). But overall scenario proves that government of Haryana has not transferred staff to the Zila Parishads.
Administrative Set-up at Block Level

Block Development and Panchayat Officer.
(Chief Executive Officer of Panchayat Samiti)

Social Education and Panchayat Officer

Assistant (General/JGSY)

Steno Typist

Clerk

Block Accountant

Gram Sevika

Gram Sachiv

Patwari

Craft Teacher
Panchayat Samiti at block level is the intermediate tier of three-tire structure of PRIs in Haryana. Block Development and Panchayat Officer (B.D.P.O.) is the secretary and Chief Executive Officer of the Panchayat Samiti. He is assisted by a team of officials in this task. He is responsible for the execution of various rural development programmes as well as resolutions passed by the Panchayat Samiti in this regard. He remains present in the meetings of Panchayat Samiti and records every proceedings of the meeting. In addition to that he has to submit various periodical reports regarding the progress made in carrying out the resolutions of Panchayat Samiti. He is Chief Co-coordinator at block level, and exercises supervision and control over the staff. He looks after the establishment of his office and makes liaison with higher authorities. He can convene the special meetings of panchayat samiti. He prepares the agenda of Panchayat Samiti meeting, assists and advises the presiding officer in the proper conduction of the meeting. But he has no right to vote in Panchayat Samiti meetings.

The next officer to BDPO is Social Education and Panchayat Officer (SEPO). He is a responsible officer in the hierarchy of officials at block level. He is concerned with regular periodical inspection and checking of records, cash books etc. of Gram Panchayats twice a year. He deals with imposition of special taxes, collection and recovery of taxes of the Gram Panchayats. He assists the staff in the selection of genuine beneficiaries of various poverty alleviation programmes, supervises the proper utilization of loans, subsidy and other benefits. He gets the plans prepared for Shamlat lands under various Gram Panchayats. He helps in case fighting of Gram Panchayats, and auction of various items in the various Gram Panchayats.
Another official is Assistant JGSY who deals with the implementation of various schemes (development plan schemes) in the block concerned. Then one more official, Assistant General is concerned with the establishment of the office, leaves, service book, and various entries etc. Steno typist is concerned with the typing of official work, and the dictations given by various officials. Clerks are attached with the clerical activities of the office. Accounts clerk deals with the accounting activities, helps the accountant in the matters of pays records, bills, and other cash related activities. Despatch clerk deals with the miscellaneous work related to the dispatch of documents to various offices. Gram Sevika deals with the group of women who are indulged in various women development programmes. Gram Sachivs help the Gram Panchayats in preparation of the budget, execution of the schemes; provide secretarial assistance to Gram panchayats etc. Patwari deals with the matters pertaining to panchayat land e.g. auction of land, leasing of land, and other matters etc. The job of craft teacher is to teach the sewing, knitting, and kadhai machines to the rural women, so that they may grow self dependent. In addition to that there are peons, drivers, and sweepers etc. in the office. The technical wing headed by S.D.O. (P.R.) who is assisted by a team of Junior Engineers (J.Es.), provides technical assistance and supervision to the various schemes and projects of development at Gram Panchayat level.

In the present research work the Panchayat Samitis studied are as;
(i) Panchayat Samiti, Karnal (ii) Panchayat Samiti, Nissing, (both in Karnal district) (iii) Panchayat Samiti, Kaithal (iv) Panchayat Samiti, Kalayat (both in Kaithal district).
The administrative-set up of these Panchayat Samities has been explained through table No.(2.4) which is as under:

Table No. (2.4) Administrative set-up of Karnal, Nissing, Kaithal and Kalayat Panchayat Samitis: (No. of Officials)

<table>
<thead>
<tr>
<th>Designation of the Official</th>
<th>Karnal (No.)</th>
<th>Nissing (No.)</th>
<th>Kaithal (No.)</th>
<th>Kalayat (No.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>B.D.P.O.</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>S.E.P.O.</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Assistant</td>
<td>2</td>
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<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Steno Typist</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Clerk</td>
<td>2</td>
<td>2</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Accountant</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Gram Sevika</td>
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<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Gram Sachiv</td>
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<td>18</td>
<td>6</td>
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<tr>
<td>Patwari</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Craft Teacher</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>S.D.O (PR)</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>J.E. (P.R.)</td>
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<td>3</td>
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<td>3</td>
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<tr>
<td>Total</td>
<td>44</td>
<td>29</td>
<td>40</td>
<td>24</td>
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</table>

Sources: concerned B.D.P.O. Offices.

Administrative Set-Up at Gram Panchayat Level

Gram Panchayat is the lowest level of the three tier structure of PRIs in Haryana. Gram Panchayat is assisted in the administrative affairs by a
village level official known as Panchayat Secretary (Gram Sachiv). A Panchayat Secretary generally have more than one gram Panchayat at his disposal. He helps the Gram Panchayats in the preparation of the budget of Gram Panchayat, execution of various rural development programmes and other schemes, provides secretarial assistance to the concerned Gram Panchayats. In addition to that he gets the Gram Panchayat acquainted with various policies and programmes of the government meant for PRIs.

**Devolution of Powers to PRIs**

Devolution of powers to PRIs is a major part of the process of implementation of 73rd Amendment Act, 1992. Accordingly to XIth Schedule and Article 243G of the constitution the state government may devolve powers, functions, and responsibilities to PRIs in respect to 29 items mentioned in the schedule. While following this process of devolutions of powers to PRIs, the state of Haryana has devolved 16 important departments to PRIs which are as under:

1. Development and Panchayat Department, Haryana.
2. Food and Supplies Department.
3. Welfare of Scheduled Castes and Backward classes Department, Haryana.
4. P.W.D; Public Health Department, Haryana.
5. Social Forestry and Farm Forestry Department, Haryana.
6. Social Defence and Security Department, Haryana.
7. Horticulture Department, Haryana.
8. Ayurveda Department, Haryana.
9. Education Department, Haryana.
10. Health Department, Haryana.
11. Irrigation Department, Haryana.
12. Women and Child Development Department, Haryana.
13. Rural Development Department, Haryana.
14. Agriculture Department, Haryana.
16. Power Department, Haryana.

The devolution order mainly indicates the broad areas mentioned above. The state government has worked out further for its implication in terms of transference of schemes and resources so as to issue operating instructions. It had been identified that each department considered issues such as instructions to the subordinate officers clarifying the funds, schemes placed at the disposal of the PRIs and also the role assigned to them. Thus, state government has issued detailed guidelines and instructions clearly with an itemization depicting the role of PRIs. This will further facilitate the departmental officers, and also newly elected representatives to understand their role in the proper functioning of PRIs, without any confusion or bias.

The duties, functions, and powers of each tier i.e. Gram Panchayat, Panchayat Samiti, and zila Parishad, relating to 16 departments under the Haryana Panchayati Raj Act, 1994 and rules famed are given below:

I  Gram Panchayat Level

1. Development and Panchayats Department

(A) Planning and preparation of proposals and implementation of the schemes; community development grant schemes, revenue earning scheme and HRDP schemes;
(B) Supervision of the works under matching grant scheme; and
(C) Maintenance of accounts and send reports to Samities.
2. **Food and Supplies Department**
To constitute village level vigilance committees and supervise the proper distribution of essential commodities by Fair Price Shops and monitor, etc.

3. **Welfare of Scheduled Castes and Backward Classes Department**
   (A) Identify the scheduled caste areas of development.
   (B) Ensure timely payment of stipend to denotified tribes students.
   (C) Implementation of schemes for SC and
   (D) Identification of beneficiaries for legal assistance; and beneficiaries for financial assistance etc.

4. **P.W.D. Public Health Department**
   (A) Plan and construct open drains
   (B) Construction and maintenance of hand pumps etc.

5. **Social Forestry and farm Forestry Department**
Selection of areas for afforestation in consultation with officials of forest department and passing resolutions for afforestation on panchayat lands/shamlat lands, formation of village forest committees, plan, implement and supervise all social forestry schemes under gram panchayat after approval of DFO/PS/ZP and also popular participation of the people, education institutions and voluntary agencies, etc.

6. **Social Defense and Security Department**
Gram panchayat will assist the patwari in identification of beneficiaries and disbursement of pension, identification of each beneficiary belonging to widow and handicapped category schemes and old age pensions scheme.
7. Horticulture Department
Planning, preparation and execution of horticulture development plan for the village panchayat area, laying demonstration plots and monitoring of imprests_requirement, disease and taking measures for control etc.

8. Ayurveda Department
Inspection of ayurveda / unani / homeopathic dispensaries / allopathy PHCS / 10 bedded ayurvedic unani hospital in the panchayat area and construction and maintenance of building and officials posted etc.

9. Education Department
The gram panchayat will respect the schools in respect of attendance of teachers and students act as nodal agency for development activities to be carried out in the field of education and keep a close watch. To aid and advise the gram panchayat in exercise of its functions and responsibilities in the field of elementary education, a village education committee will be constituted and also construction and repair of primary school buildings.

10. Health Department
Promotion of health and family welfare programmes. Maintenance of health centres; carrying out campaigns relating to environmental sanitation, maternal and child health and communicable diseases and proper immunisation programme and send periodical report about the functioning of the health centres to Panchayat Samities.

11. Irrigation Department
The gram panchayat will be associated for planning water requirements for kharif / rabi and suggest their cropping pattern,
filling the ponds and tanks; for extension and construction of new minor for improving the command for better water management; and help implementation of warabandi, formation of water user’s association, etc.

12. **Women and Child Development**
Selection of location of anganwadi centres, assist the ICDS staff in selection of beneficiaries, and also for the scheme “Apni Veti Apana Dhan” and encourage women to participate in Mahila Samities Yojana, etc.

13. **Rural Development Department**
Planning and implementation of JRY, supervision and monitoring the schemes such as EAS, DDP, DPAP, IRDP, DWCRA, TRYSEM along with helping DRDA in the selection of the beneficiaries of all these programmes. Furnish report to panchayat Samiti regarding technical help, etc. It also involves creating awareness about motivating the people’s participation, etc.

14. **Agriculture Department**
An action plan for agriculture development in the village implementation and visit programme, plan and execute relief measures in case of natural calamities; and make awareness and control them, etc.

15. **Animal Husbandry Department**
Inspect veterinary dispensaries, earmark grazing lands in common panchayat land to promote animal health, vaccination, breeding, etc. It also supervises the stockmen centres.
16. **Power Department**

Assist the department in providing supply of power to rural areas and also assist the department in checking power thefts in the village.

**PANCHAYAT SAMITI LEVEL**

1. **Development and Panchayats Department**

Planning monitoring and supervision of the schemes, to release the CD grants to gram panchayat, send the reports to Zila parishads regarding the progress of the implementation of various schemes.

2. **Food and Supplies Department**

Supervision and monitoring of movement and availability of essential commodities and the review the public distribution system, to assess coverage of consumers by fair price shops especially the weaker sections, supervision and monitoring of fair price shops managed by panchayats and arrange for financial support.

3. **Welfare of Scheduled Castes and Backward Classes Department**

Prepare estimates for development of streets, drainage, community latrines in scheduled castes bastis and forward it to Zila parishad, and supervision, monitoring and implementation of scheme.

4. **P.W.D. Public Health Department**

Maintenance of water supply scheme covering up to two villages.

5. **Social Forestry and Farm Forestry**

Approve gram panchayat annual action plan, send reports to the DPOs/ZP and receive complaints of the block forest officer and send the report to the DFO for action _etc._
6. **Social Defense and Security Department**  
The disbursement of pension under pension scheme will be done by patwaries under the over all supervision of the panchayat samities.

7. **Horticulture Department**  
Preparation, planning, monitoring and supervision of soil and water management in samiti area, preparation, planning, monitoring and supervision of horticulture development plans in the panchayat samiti area, and identification of wastelands suitable for horticulture and prepare plans for implementation.

8. **Ayurveda Department**  
Supervision and monitoring of health programmes in ayurveda/ unani/ homeopathic dispensaries, P.H.C’s hospital, *etc.*

9. **Education Department**  
Recommend up-gradation/expansion and operating of new primary schools, recommend disciplinary action against defaulting teachers/employees in primary schools, and inspection of schools, status of infrastructure, and maintenance of cleanliness, *etc.*, to act as a nodal agency for development activities to be carried out in the field of education, *etc*.

10. **Health Department**  
Supervision and monitoring of health and family welfare programme, inspection and maintenance of primary health centres, recommend disciplinary actions against the officers, to render active support and take effective steps for the successful implementation of family planning, welfare measures, and sending periodical reports about the functioning of the primary health centres to Zila parishad.
11. **Irrigation Department**
Canal patwaris will be under the control of Panchayat Samities.

12. **Women and Child Development Department**
Supervise and monitor the implementation of ICDS programmes, and MYP, Apna Dhan and improved scheme.

13. **Rural Development Department**
Supervision and monitoring of the rural development programmes to ensure implementation in accordance with the guidelines of government and ensure that the funds provided by the DRDA’s to gram panchayat have been fully utilised.

14. **Agriculture Department**
Supervision and monitoring of agricultural development, planning and monitoring of agriculture inputs, water management, development of wastelands, etc.

15. **Animal Husbandry Development**
Supply medicines, equipment to veterinary institutions, setting up of animal welfare advisory committee, supervise construction and maintenance of buildings or veterinary dispensaries, and supervise and monitor programmes of animal health, vaccination, breeding nutrition programme.

16. **Power Department**
Review of power supply positioning sending report regarding power supply and giving suggestions/recommendation to Zila parishads to improve power position.
ZILA PARISHAD LEVEL

1. **Development and Panchayats Department**
   
   To plan, monitor and supervise the implementation of the scheme, and to send reports to the Government in respect of works carried out by the gram panchayats and the panchayat samities within its jurisdiction.

2. **Food and Supplies Department**
   
   To coordinate and review availability of essential commodities in its jurisdiction, planning, coordination and review regarding opening of Fair Price Shops in the Zila parishads area, and to send reports to the Government about the overall availability of essential commodities and their distribution.

3. **Welfare of Scheduled Castes and Backward Classes Department**
   
   Security and sanction of proposals received from panchayat samiti, to disburse the amounts for implementation of the schemes/programmes, and supervision, monitoring and review of the schemes.

4. **P.W.D. Public Health Department**
   
   To coordinate and interact with Public Health Department with respect to planning and implementation of water supply and sanitation schemes in such areas, and oversee and monitor the water supply schemes/other works entrusted to the gram panchayats/panchayat samities, and arrange health education and awareness camps to educate the public and involve them fully so as to ensure waste-free use of water to optimize the existing water resources and to ensure proper rural sanitation.
5. **Social Forestry and Forest Forestry Department**
   To supervise the functioning of the gram panchayat/panchayat samiti under the overall guidance of the State Forest Department, to send progress report to the State Forest Department and State Government, and coordination and monitoring of social/farm forestry programme implementation and to receive and enquire into the complaints against the range forest officer and send the report to DFO for action.

6. **Social Defense and Security Department**
   Distribution of amount of pension received from the district social welfare officer among the circle revenue officer as per details furnished by district and social welfare officer and transmission of the accounts as submitted by the CROs after distribution, to the district social welfare officer.

7. **Horticulture Department**
   Monitoring and coordination in preparation, planning, monitoring and supervision of horticulture development plans at the district level, planning and supervision of soil and water management in Zila parishd area, and Zila parishad will render necessary help to the concerned district horticulture officer in identifying area suitable for horticulture activities and undertake execution accordingly.

8. **Ayurveda Department**
   Supervision, monitoring and review of health programme in ayurvedic/unani/homeopathic dispensaries in PHCs and hospitals in the Zila parishad area.
9. **Education Department**
   Recommended up-gradation/expansion of middle schools and opening of new schools in the district, and recommend disciplinary action against defaulting teachers/employees in the middle school in the district, implementation on executive schemes for scheduled castes and weaker section boys and girls of the middle schools, and construction and repair of middle school building, and to act as a nodal agency for development activities to be carried out in the field of education and to keep a close watch over the activities of the schools.

10. **Health Department**
    Powers/functions vested in panchayat samiti will also concurrently vest in Zila parishad.

11. **Irrigation Department**
    Minor irrigation, local drainage and desilting works up to the level of junior engineers.

12. **Women and Child Development Department**
    Supervision, monitoring and review of the Integrated Child Development Service Programme, MSY, Apni Beti Apna Dhan and Children scheme.

13. **Rural Development Department**
    Supervision, monitoring and review of various rural development programmes/schemes at the district level.

14. **Agriculture Department**
    Coordination and review of agricultural development, planning training and visit programmes, planning, monitoring and review of
relief measures in case of natural calamities, and supervision and review of water management in Zila parishad areas.

15. Animal Husbandry Development
To create strong cattle catching parties at Zila parishad level, to ensure efficient and smooth functioning of the veterinary hospitals within its jurisdiction and to recommend to the Government the opening of new veterinary hospital keeping in view the requirement of the area, to supervise and review the execution of the various development schemes pertaining to animal husbandry in Zila parishad area, and to forward the reports of gram panchayat received through panchayat samities about the functioning of the department for necessary action.

16. Power Department
Supervision and review of power supply for agriculture purpose in the district, to send reports to the State Government regarding power supply position, and to make suggestion/recommendations to the State Government to improve power position in the district.

Government Control Over PRIs
In all matters arising under Haryana Panchayati Raj Act, 1994, the gram panchayat, panchayat samiti, zila parishad, and the director shall subject to such authority and control as the government may direct, if a case in respect of criminal offence is under investigation or an enquiry has been instituted, then Director or Deputy Commissioner concerned may suspend any Sarpanch or Panch. If the charge has been proved he may be removed from his office. Further, if in the opinion of the government, a Gram Panchayat abuses its powers or is not competent to perform or makes persistent faults in the performance of its duties or willfully neglects
instructions given or directions issued by the Panchayat Samiti or Zila Parishad, the government may after giving the Gram Panchayat an opportunity to render explanations by an order with the reasons, dissolve such, Gram Panchayat.\textsuperscript{26}

The government has been vested with the powers to suspend from office any chairman or vice-chairman or member of Panchayat Samiti against whom any criminal proceedings have been instituted. The government has been vested with the powers to advise, supervise, and coordinate the functions of the Panchayat Samities. Further, the government shall have the authority to call for any information, statement of record from the samiti. If any resolution passed by the Panchayat Samiti is in excess or abuse of the powers or is contrary to the interest of the public or has not legally passed, such a resolution can be suspended or cancelled by the government. If a Panchayat Samiti is not competent to perform or persistently makes fault in the performance of the duties imposed upon it, the government may suo-motto or on a report received after giving an opportunity to the Panchayat Samiti to show cause, dissolve the Panchayat Samiti. Although zila Parishad has been made the implementing agency of various rural development programmes, the administration control has not yet been given to it. Right from the conduct of Gram Sabha meetings to the resolution of zila Parishad the government is dominating the scene.\textsuperscript{27}


\textsuperscript{27} Ibid . P. 249-250.
Conclusion

The Government of Harayana has been moving in the right direction towards strengthening the PRIs by incorporating almost all the provisions of the 73rd Constitutional Amendment Act, 1992 in the State Panchayati Raj Act, 1994. The PRIs have incorporated the weaker sections and women into its bodies at all the three levels. The new act would certainly ensure social justice and the emergence of new leadership in the rural areas. But in reality the spirit of centralized planning and bureaucratic dominance still severely constrains the autonomy of PRIs. The inadequate devolution of powers, finances, resources, lack of staff, bureaucratic control and lack of political will has not permitted the PRIs to function constitutionally.