



Management of Rural Development Programmes Through Community and Panchayati Raj Institutions in Bihar

Anima Kumari¹ * & K. C. Jha²

¹Research Scholar, University Department of Commerce, T.M. Bhagalpur University Bhagalpur – 812007

² Professor & Principal, Marwari College, Bhagalpur, T.M. Bhagalpur University Bhagalpur – 812007.

Email - ¹anima272014@gmail.com, ² Kcjha.bhagalpur@mail.com

Abstract: Rural development has remained at the centre stage of both state and national development. But, poverty has persisted despite our efforts to tackle it since independence. The decentralization process initiated since independence has incorporated many important policy strategies for accelerating rural development in the country. The main policy strategy was therefore, in the sphere of bringing about transformation in the rural economy through the decentralization process. This paper is to study the rural development programmes during the last five years and the implementation of rural development programme of JEEViKA, as community institution, and Mahatma Gandhi National Rural Employment Guarantee Act. (MGNREGA) as world's largest employment guarantee scheme through local governance in Bihar. Hence It is clearly revealed that a substantial increase in employment generated and that of good share of women in total employment generated. However, its district-wise analysis of data reveals variation in progress.

Key Words: Rural development, Bihar, JEEViKA, MGNREGA, Employment, Gram Panchayat.

1. INTRODUCTION:

Rural development has remained at the centre stage of national development. But, poverty has persisted despite our efforts to tackle it since independence. The last seventy years have seen the changes in the strategy for rural development as it made distinct shift from community development initiatives in 1950s to agriculture development in 1960s to area development in 1970s and to self-employment and wage employment in 1980s and 1990s and to 21st century, focus has become on Panchayati Raj Institutions (PRIs), after the 73rd Constitution Amendment Act in order to involve people in the development process at the grass-root level, yet we have not met with the desired success [1]. In order to explore the problems related to vital issues such as policy, strategy, programme design, planning, delivery system and implementation, the management of programmes has been well stressed by Samuel -1980 as he has remarked that evidence is rapidly mounting in support of the view that the poor performance of most programmes and projects is due to their poor management [2]. In the same vein Mathur -1986 has also said that often farmers are unable to get seeds, fertilizers and other inputs on time, not because supplies are inadequate but because the development organizations especially those at the field level are not fully equipped the task. A good management involves activities like people's participation in development [3]. The decentralization process initiated since independence has incorporated many important policy strategies for accelerating rural development in the country. Needless to emphasize that in a predominantly agricultural economy where about 69 percent of total population reside in rural areas and around 40 percent of the total workforce are engaged in agriculture and its allied activities, the policy strategy has always remained on giving more accent on the development of rural economy. The main policy strategy was therefore, in the sphere of bringing about transformation in the rural economy through decentralization process. However, the past experiences regarding the achievement of the decentralization process in the country has not brought about any radical change in rural development. One of the major causes for the failure of the decentralized process was the partial success of the achievement of the noble goals of Panchayati Raj. This calls for an in-depth understanding of the realities of the decentralization in the institutional framework of Panchayati Raj System. This paper makes an attempt in this direction and presents a recent overview in the implementation of rural development programme of mainly two flagships rural development programme – JEEVIKA, as community institution and MGNREGA, as world's largest employment guarantee scheme through local governance in Bihar.



2. PANCHAYATI RAJ INSTITUTIONS (PRIS) IN BIHAR:

Panchayati Raj Institutions (PRIs) play a vital role in improving overall rural development through local governance. As elsewhere in India, PRIs are the decentralised, three-tier governing system in Bihar, which includes the last unit of governance (Gram Panchayat) and provides power of self-governance to the local bodies. It is also an important institution for implementing various rural development schemes, such as schemes related to rural development, poverty alleviation, rural sanitization and women empowerment. Panchayati Raj Institutions have the power to mobilize resources, plan, implement and monitor development programmes for local development. In Bihar, PRIs include 38 Zilla Parishads (ZPs), 534 Panchayat Samities and 8387 Gram Panchayats (GPs), as detailed in **Table – 1**.

Table – 1: Overviews of PRIs in Bihar (Asian 2020)

Sl.No.	Particulars	Number
1	Zila Parishad	38
2	Panchayat Samitee	534
3	Gram Panchayat	8387
4	Total number of members in Gram Panchayat	114691
5	Total number of members in Panchayat Samitee	11497
6	Total number of members in Zila Parishad	1161
7	Gram Panchayat Secretary	8387
8	Nyaya Mitra	6947
9	Gram Kachchri Secretary	7474
10	District Panchayati Raj Officers (DPROs)	38
11	Block Panchayati Raj Officers (BPROs)	716
12	Total number of members in Gram Kachahari	114691

Source – Bihar Economic Survey:2020-21, GoB [4]

The table reveals that PRIs network in the state involves 2.65 lakh persons, constituting elected members, officers and staff who owe the responsibilities for rural development through local governance. Moreover, the grant to the PRIs from the State Government is based on the recommendations of the 15th Finance Commission (2015-20). Similarly, the grants to the PRIs from the Central Government is based on recommendations of 14th Finance Commission (2015-20). The total grants received by PRIs is divided among GP, PS, and ZP in the ratio of 70:10:20. The details of grants received by the PRIs during last 5 years are recorded in **Table – 2**.

Table – 2: Grants to PRIs during 2015-16 to 2019-20 (in crore rupees)

PRIs	2015-16	2016-17	2017-18	2018-19	2019-20
Gram Panchayat	2583.89	5504.80	7137.95	6988.91	8124.27
Panchayat Samitee	47.76	208.71	256.02	277.00	131.34
Zila Parishad	20.73	478.65	566.95	54.53	294.03
Total	2652.38	6192.16	7960.93	7320.44	8549.63

Source – Bihar Economic Survey:2019-20, GoB [4]

The table shows that the grants received by the PRIs in the state has substantially and continuously increased. But grants alone cannot be fulfilled the people's aspirations living in the rural areas. So the most needed strategy is to make the Panchayats in pro-action mode since this is last hope for augmenting the rural development. To involve the last person in the development of the state and to benefit the poor through state's economic development, the state government has created Bihar Rural Livelihood Mission (JEEViKA) which works with the rural poor to provide sustainable livelihood.

3. JEEViKA:

Bihar Rural Livelihood Promotion Society is a society of the state government, registered under the Societies Act, 1960. It aims at social and economic empowerment of the rural poor and improve their livelihoods by developing community institutions. Under this programme, JEEViKA, SHG and their federations at village and cluster levels have been developed as strong institutions. Presently, SHG federations have got recognition at different platforms for their active participation in creating awareness and implementation of sanitation, health and nutrition, environment (Jal-Jeevan-Hariyali), social issues (prohibition etc.) and promotion of livelihood schemes, JEEViKA provides initial



support to SHG in terms of financial need and credit linkage with banks. The progress made so far by JEEViKA is depicted in **Table-3**.

Table-3: Progress of Different Interventions of JEEViKA

Particulars	2015-16	2016-17	2017-18	2018-19	2019-20
No. of SHGs formed	470220	610808	790411	848896	1016863
No. of Village Organizations (Vos) formed	31229	35681	46756	55628	61606
No. of Cluster Level Formations (CLFs) formed	318	415	706	925	1105
Credit Linkage of SHGs with Banks	22126	391314	587616	810426	1097627
Bank Credit (In Rs. Crore)	1300	2993	5358	8169	13141

Source: JEEViKA, GOB [4]

No doubt JEEViKA has transformed the livelihoods in rural poor in the state. It has extended livelihoods related activities to its SHG members such as farm interventions, livestock & non-form interventions, skill training & placement, vulnerability reduction, sanitation etc. This is one of the major initiatives of the State Government in livelihoods promotion activities resulting reduction in poverty in the state at large domain in recent past.

4. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in Bihar:

The MGNREGA was enacted in 2005, aimed to enhance rural livelihood by providing atleast 100 days of wage employment to every rural households whose adult member is ready to do unskilled or manual work. Since beginning this scheme is being implemented very efficiently in the state. Its progress during the last 5 years the testimony of the fact, presented in **Table-4**.

Table-4: Performance of MGNREG Scheme (2015-16 to 2019-20)

Year	2015-16	2016-17	2017-18	2018-19	2019-20
No. of Job cards issued to the households (lakh)	135.5	145.3	156.2	158.7	169.8
No. of households provided with employment (lakh)	14.8	22.9	22.5	29.2	33.8
No. of households obtaining 100 days of employment (lakh)	0.6	0.14	0.16	0.25	0.2
Employment generated (lakh person-days)	668.2	854.5	817.2	1233.6	1418.9
Percentage share of women in total employment generated	40.9	43.7	46.6	51.8	55.9
Average employment per household (person-days)	45.2	37.4	36.4	42.2	42.0
No. of completed works (lakh)	1.1	0.8	1.1	1.9	4.6
Fund Utilized (Percentage)	81.2	111.4	91.2	98.2	102.2
No. of accounts opened (lakh)	69.1	52.3	67.0	82.0	98.6

Source: Bihar Economic Survey, GoB [4]

From the above table it is clearly revealed that a substantial increase in employment generated and that of good share of women in total employment generated. However, its district wise analysis of data reveals variation in progress. The percentage of job cards issued to SC' households had slightly declined from 24.5 percent in 2017-18 to 22.2 percent in 2019-20. The number of households with job card demanding employment has steadily increased from 19.6 lakh in 2017-18 to 24.7 lakh in 2019-20. The percentage of households completing 100 days of employment out of those who obtained employment has been found fluctuating trend as it was 70 percent in 2017-18, 80 percent in 2018-19 while in 2019-20 it became 60 percent. The share of woman in total employment generated has also increased. This increase is steady but progressive over the years of total employments generated. Further, in **Table-5** the number and percentage share of various works completed under the scheme during the last five years is presented.



Table-5: Category-wise Completed Work under MGNREG Scheme (2015-16 to 2019-20)

Category	2015-16	2016-17	2017-18	2018-19	2019-20
Water Conservation and Water Harvesting	3251 (2.93)	4044 (5.17)	6664 (6.10)	5511 (2.98)	4874 (1.06)
Drought-proofing	42812 (38.53)	16484 (21.08)	7496 (6.87)	7700 (4.16)	3719 (0.81)
Micro Irrigation Works	3875 (3.49)	5628 (7.20)	9705 (8.89)	7778 (4.20)	6848 (1.50)
Works on Individual Land	6826 (6.14)	6524 (8.34)	21283 (19.49)	103971 (56.18)	402042 (87.82)
Renovation of traditional water bodies	1072 (0.96)	1354 (1.73)	1838 (1.68)	1669 (0.90)	1441 (0.31)
Land Development	6991 (6.29)	9062 (11.59)	16736 (15.33)	16169 (8.74)	14644 (3.20)
Flood Control Protection	641 (0.58)	671 (0.86)	1365 (1.25)	1287 (0.070)	1214 (0.27)
Rural Connectivity	20149 (18.13)	22826 (29.19)	33021 (30.25)	31889 (17.24)	18284 (3.99)
Any Other Activity	1408 (1.27)	18.06 (2.31)	1571 (1.44)	1434 (0.77)	621 (0.14)
Rural Infrastructure	-	1 (0.00)	-	25 (0.01)	210 (0.05)
Bharat Nirman Rajeev Gandhi Sewa Kendra	218 (0.20)	115 (0.15)	198 (0.18)	108 (0.06)	78 (0.05)
Coastal Areas	7 (0.01)	1 (0.00)	4 (0.00)	-	-
Fisheries	21 (0.02)	18 (0.02)	11 (0.01)	5 (0.00)	7 (0.00)
Playground	1 (0.00)	8 (0.01) 24 (0.03)	21 (0.02)	26 (0.01)	23 (0.01)
Rural Drinking Water	20 (0.02)	24 (0.03)	28 (0.03)	76 (0.04)	159 (0.03)
Rural Sanitation	23829 (21.44)	9626 (12.31)	9232 (8.46)	7407 (4.00)	3623 (0.79)
Total	111121 (100.0)	78192 (100.0)	109173 (100.0)	185052 (100.0)	457787 (100.0)

Source: Bihar Economic Surveys, GoB [4]

The **Table-5** reveals that during the last five years, the shares of work on individual land, rural connectivity and rural sanitation have considerably changed. In 2019-20, works on individual land, rural connectivity and land development accounted for more than 95 percent of total works completed under MGNREGS. Besides, the financial allocation and utilization of fund is also one of the important indicators of the programme, which shows the importance of the scheme and its success rates. No doubt, the state government has continuously increased the allocations whereas the average fund utilization for these five years was 91.6 percent [5].

5. CONCLUSION:

For Bihar, development of rural areas is more important than anything else, because nearly 90 percent of its population live in rural areas. So the state government has undertaken a number of rural development programmes and in implementation of these programmes and Panchayati Raj Institutions (PRIs) play a crucial role. Among the notable achievements of rural development programmes during the last five years, one can mention the substantial expansion of activities by JEEViKA and MGNREGS Schemes, successfully governed by the community and Panchayati Raj Institutions respectively. These two rural development programmes have substantially shouldered its share of responsibility in fighting the Covid-19 pandemic also in the state.



REFERENCES:

1. Journal of Rural Development (1997); A Special Issue On Panchayati Raj, National Institute of Rural Development, Hyderabad.
2. S. Paul (1980); Strategic Management of Public Programmes, *Indian Institute of Management, Ahmedabad*.
3. Mathur, H. M (1986); Administrating Development in the Third World, *Sage Publication, New Delhi*.
4. Govt. Of Bihar (2021); Economic Survey – Bihar, Department of Finance, Patna.
5. Gupta D. N. (2001): Rural Development System – Policy Issues, Institutional Development and Management of Rural Development, *Books India International, Delhi*.