



STUDY TO ASSESS THE ACTUAL STATUS OF DEVOLUTION IN THE STATE OF MAHARASHTRA

Submitted to
The Ministry of Panchayati Raj, Government of India

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Submitted by
J.Chathukulam
Centre for Rural Management (CRM)

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EXECUTIVE SUMMARY

The nationwide study launched by the Ministry of Panchayati Raj (MoPR), Government of India, New Delhi is aimed to examine the status and quality of devolution of funds, functions and functionaries (3Fs) to the Panchayati Raj Institutions in the State of Maharashtra. The primary objectives of the study are as follows:

1. To assess the status of devolution in the State of Maharashtra through analyzing the status in the selected Panchayats
2. To highlight and assess the Panchayati Raj System in the State of Maharashtra
3. To highlight the Acts / Rules governing Panchayats in the State along with key amendments /modifications
4. To bring out the salient features and institutional structure of decentralized planning in the State
5. To assess the status of devolution of functions, finances and functionaries
6. To highlight the accounting, audit and budget rules in the State for Panchayats and to comment on the basis of situation in sample Panchayats
7. To highlight the functioning, performance and effectiveness of Gram Sabhas
8. To give an overall assessment of Panchayats in planning, economic development and social justice
9. To bring out the best and bad practices

The main tools and methods for the study was both quantitative and qualitative in approach. State level, Zilla Parishad (District) Level, Panchayat Samiti (Block) Level and Village Panchayat level reporting formats were used for collecting both quantitative and qualitative data.

Three Zilla Parishads (Both from the BRGF and Non BRGF districts), Six Panchayat Samitis and 12 Village Panchayats were selected for the study.

The State of Maharashtra was formed on 1 May 1960. The geographical area of the State is 3, 07,713 sq. km. The total population as per census 2011 is 1123.74 lakhs. Sex ratio is 925 females for 1000 males. The population has witnessed a growth of 16.10 per cent in the last decade between years 2001-2011. Scheduled castes constituted 8.79 per cent and scheduled tribes 7.63 per cent of the total populations of the State. Density of population is 365 persons per sq.km. Around 45 per cent resides in urban areas. The labour per participation rate is 42.50 per cent of the total population. Per capita income has been estimated as Rs.54, 867. Literacy rate in rural areas is 82.90 per cent and that in urban area 89.30 per cent. The rural female literacy is only 65.8per cent as per 2008 figures. Life expectancy for males is 66 years and for females 68.4 years. IMR is 33 per 1000 births, for rural areas 40 and for urban area 23. Nearly 30.70 per cent of the population is below poverty line, which 615 lakhs are in rural and 501 lakhs in urbanized areas.

Panchayati Raj System in Maharashtra

In conformity with the provisions of the 73rd Constitutional Amendment Act, the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 and the Maharashtra Village Panchayats Act,(Act of No.III of 1959) were amended in 1994. A three tier system of Panchayati Raj Institutions (PRIs) was established in the State. The Chief Executive Officer (CEO) in Zilla Parishad, Block Development Officer (BDO) in Panchayat Samiti and Gram Sevak/Secretary in Village Panchayat report functionally to the respective elected bodies and administratively to their next superior authority in the State Government hierarchy. There are 27920 Village Panchayats for 41095 habited revenue villages in Maharashtra. The Gram Sevak, village level personnel, functions as Secretary to Village Panchayat and is also responsible for maintenance of accounts and records of Village Panchayats. Maharashtra was one of first States to establish a three tier

Panchayat Raj structures. As per the recommendations of the V.P. Naik committee, Maharashtra has accepted the district as the ideal democratic institution for local development and a district oriented approach was adopted for Panchayati Raj. Panchayat (Extension to Scheduled Areas) Act 1996 was enacted to provide for the provision of part IX of the Constitution relating to the Panchayats in Scheduled Areas. In Maharashtra 12 districts are covered under PESA. It is mandatory that at least six meetings of the Gram Sabha shall be held in every financial year. The Gram Sabha has disciplinary control over government, semi government and Panchayat employees working in the Village Panchayat. It is mandatory that socio economic programmes to be implemented in the Village Panchayat are to be approved by the Gram Sabha. In accordance with the provision for setting up State Finance Commission (SFC) in the Conformity Act of 1994, four SFCs have been constituted in the State. Maharashtra District Planning Committee (Constitution & Functions) Act 1998 came into force on 15 March 1999. The Act provides for the constitution of DPCs.

Decentralized Planning

The State of Maharashtra has an inspiring history of decentralized planning. Decentralized planning (district planning) is being implemented in the State since 1974. The District Planning Committees (DPCs) replaced the District Planning and Development Councils (DPDCs) for fulfilling the constitutional requirements. The State has a separate Act for DPC, which may be a learning exercise for other States. The Department of Planning estimates the district plan size in proportion to the assumed size of the State annual plan. The DPCs are assigned with district level programmes which need to be planned at the local level for optimum utilization of natural and other resource envelopes of the district. Planning Department issues guidelines to DPCs on tentative district wise outlay, time table to be followed (planning calendar) and separate planning format for the decentralized planning. There is 'District Sector Outlay' in the State Plan

Budget which provides information on district wise breakup of allocation, known as the *White Book*.

The white book is a tool which integrates the district plan into the State Plan. No doubt, as planning machinery, the DPCs are vibrant, armed with strong legal structure, infrastructure, professional and qualified staff support and financial base for functioning. DPCs prepare the district plans. The professionalism, vibrancy and goodwill of the DPCs have not yet fully translated to the quality of the planning process and the plan documents of the Panchayats. This is reflected in the decentralized plan documents prepared by the three tier Panchayats. The plans of the Villages Panchayats and Panchayat Samitis are not properly consolidated at the Zilla Parishad level. The same is the case with the Panchayat Samitis too, where no proper consolidation of the plans prepared the Village Panchayats are done. Moreover, lack of clarity is noticed on plan and budget. The presence of the Guardian Minister (*Palak Manthri*) as the Chairperson, Collector as the Member Secretary, the nostalgia for the DPDCs and the institutionalization of white book has placed the DPCs at a high pedestal. On the other side, the voice of the Chairperson of the Zilla Parishad and other members from the local government are often sidelined in the business of the DPC.

However, there are field evidences of serious hard work to translate what the State had achieved at the DPC in the domain of decentralized planning .The State has piloted a strategy for preparing integrated bottom up plans for Panchayats using tools of micro planning and the same is being scaled up under BRGF for generating integrated district plans . Village development plans through micro planning with citizen participation and approval of Gram Sabha have been prepared in BRGF districts with the assistance of YASHADA, UNICEF and TSIs. The State government has accepted in principle the policy of organizing micro planning once every year in all Village Panchayats.

Devolution of Functions

Serious attention is required to capture both the unconcealed and clandestine features of the devolution of functions and to measure the degree of deviation existed in the functional domain of the State from the norms set by the list of functions in the eleventh schedule of the Constitution. The devolution of functions in the State Maharashtra has not been strictly carried out in accordance with the eleventh schedule.

It is a fact that, some functions have been transferred to the Panchayats even during the pre amendment phase. But still it has not moved further, substantially. An inchoate status is observed in the devolution of functions. The fundamental 'principle of subsidiarity' is not seen taken into account. It appears that the three tiers of Panchayats are vertically placed rather than horizontally which made impediments in the functional autonomy of the tiers. The activity mapping, which is said to be in progress, can address these issues to a great extent. When the above mentioned lists are compared to the 29 subjects in the eleventh schedule one may arrive at a deceitful conclusion. A careful reading of the provisions of the concerned Acts of the State gives a different picture. It is observed that some of the functions /subjects are placed under the sub activities of the major head. The concerned lists could be read and deduced in such background information and it may be a caution as in the case of the analysis of functional devolution in the State of Maharashtra. It is also important to note that 22 functions have been transferred to Zilla Parishads, 19 to the Panchayat Samitis and 21 to the Village Panchayats. The actual performance of the functions by the respective tiers of Panchayats is seen less than what it is visualized and devolved by the State Acts.

Panchayat Finances

The Panchayat finance comprises self raised resources, assigned resources and government grants. The Panchayat Samiti has no power to impose taxes and fees whereas it is vested with the other two tiers. The increased cess on land revenue is divided between Zilla Parishads and Panchayat Samitis on an equal basis. The financial support

of State to the Panchayats is by way of tied grants for recurring and non recurring expenditure for the programmes and schemes transferred to Panchayats. The Panchayats are also given untied grants for development programmes under various state and central sector schemes. In the State all the three tiers of Panchayats are granted the Thirteenth Finance Commission (TFC) award. In the case of BRGF, twelve districts are covered and the funds are to be shared among the Village Panchayats. The same is the case with MGNREGA and all the districts are covered by the scheme.

Several incentive programmes have been introduced for the better performance Panchayat in the State. The Zilla Parishad and Panchayat Samiti are depending on financial assistance from the State Government. The total financial volume of a Zilla Parishad is between Rs.1000 cores and Rs.1250 cores out of which more than 80-90 per cent is from the State Government grant with restrictions (tied fund). As in the case of Panchayat Samiti, the size of the business of the financial transactions is around Rs 60 cores, only around 6 per cent of the same of the Zilla Parishad. And the major share of the amount is drawn from the State Government in the form of grants.

Safely, it is asserted that the financial transaction of a Village Panchayat is less than one core. It works out less than two per cent of the financial engagements of the Panchayat Samiti. Around 30 to 40 per cent of the total resources of the Village Panchayat are mobilized through own source in the form of tax and non tax and the remaining are from the grants of the State Government. Since the major share is drawn from the 'own fund' and 'government grant', the centrally sponsored schemes have made subsidiary impact in the overall performance of the Village Panchayats whereas in majority of Indian States the major source of funding is from the centrally sponsored schemes. This may be a paradigm shift in financial devolution from other Indian States and a trendsetter for attaining achievement of index. The volume of finance from the 'government grants' in the Zilla Parishad brings functional display and vibrancy with less autonomy. The

quantity of 'own fund' of the Village Panchayat ensure financial autonomy. The Panchayat Samiti loses its colour in absence of both.

Accounting and Audit

The provisions of both the State Acts have an in built mechanism for healthy and disciplined financial engagements at vertical and horizontal levels. The provisions in the two supplementary rules enforce sound accounting and audit practices in the Panchayats. The financial transactions in the cooperative movement and private enterprises in the State may have contributed to evolve and develop a relatively better accounting and audit systems in the Panchayats. These rules have not been amended recently and therefore the new formats prescribed by the Comptroller and Auditor General of India is not practiced in any of the Panchayats. New auditing and accounting standards embedded with trust and confidence may be needed in the context of the emerging new generation Panchayats. Model accounting system introduced in 2013-2014 is a bright step in this direction.

Panchayat Functionaries

The legislative frame work is sound in dealing with the functionaries of the Panchayats. The functionaries of the Zilla Parishad and Panchayat Samiti are headed by the Chief Executive Officer (CEO) and Block Development Officer (BDO), respectively. The Secretary is in charge of the Village Panchayat. Both the CEOs and the BDOs are appointed by the Government whereas the Secretary is appointed by the CEO of the Zilla Parishad. All the senior functionaries in the Zilla Parishad are from the group 'A' and group 'B' posts made under Maharashtra Development Services (MDS). The other functionaries of Panchayats in Maharashtra are recruited under District Services.

All the regular functionaries are paid from the Government and the salary is transferred through bank. There are three categories of functionaries under each tier of Panchayats. In the Zilla Parishad there are regular /core functionaries and they are arranged under

nine departments and hierarchically placed under the respective head of the each department. All the departments are under the direct control of the CEO. In addition to this, the district level functionaries from eight line departments are transferred to Zilla Parishad. In the case of Panchayat Samitis, the regular /core functionaries are grouped under seven sections and placed directly under the control of the BDO. The functionaries from five line departments at the Block level are pushed to the Panchayat Samitis.

The core functionaries of both the Zilla Parishad and the Panchayat Samiti are fully under the control of the respective tiers of Panchayats whereas the devolved /transferred functionaries are under the 'system of dual control'. The Village Panchayat has altogether a different system of staffing pattern where there is only one regular/core functionary known as Panchayat Secretary /Village Development Officer. Till date, no functionaries have been transferred to Village Panchayat from any of the line departments/subjects. There are other temporary functionaries who are recruited by the Village Panchayat on contract basis. The salary of the Secretary is drawn from the Government whereas it is from the own fund as in the case of contract staff .The same is the case of the contract staff with the other two tiers of the Panchayats.

There are 21 departments / subjects at the district level where not even a single functionary has been transferred to the Zilla Parishad. In other two tiers, the case is more serious. The respective number is 24 in the case of Panchayat Samiti whereas it is 29 in the Village Panchayat. For possessing the functionaries from the all the 29 departments /subjects at the sub state level , the Panchayts has to go ahead for a new inspiring journey of devolution of functionaries .

Panchayat Administration

The Panchayat administration has a balanced synergy among legislative frame work, institutions, local bureaucracy and resources. The three tiers of Panchayats are located at different spatial levels with certain level of functional autonomy and 'peer group

responsibility’ of the Panchayat at the district level (Zilla Parishad). The Panchayats are provided with functionaries, the CEO and BDO are the administrative head of the Zilla Parishad and Panchayat Samiti, respectively. They are assisted by technical and ministerial staff from the core category. In addition to this, there are transferred functionaries from the line department and other contract staff. The staffing pattern of the Village Panchayat is different from that of the other two tiers. There is well developed system for transfer of finance from the State to the Zilla Parishads and to other tiers of Panchayats.

The citizen’s participation in the local governance is ensured by the grassroots level institution of Gram Sabha. The vibrancy of the of local democracy has been deepened by the newly constituted structures of Ward Sabha, Mahila Sabhas, Village Development Committees and Beneficiary Level Sub Committees. The District Planning Committees (DPCs) are institutionalized for the planned local economic development and ensuring social justice for marginalized communities. Two more committees (Aam Sabha and Prabhash Committee) address some of the major deficits in the area of coordination, convergence and communication channel in local development. Moreover, the committees provide space for iterative discussions, transparency and accountability. The Zilla Parishad in Maharashtra is known for the ‘committee form of governance’. Every Zilla Parishad is having a Standing Committee and nine Subject Committees. However, the committee forms of governance have not yet penetrated to the Panchayat Samitis and Village Panchayats. Majority of parallel bodies and committees are either merged with the Panchayats or brought under the domain of the Panchayats. However, there are incidences of such bodies which functions outside the Panchayat regime. All the Panchayats are computerized with software support. The application of the e- governance in the Panchayats is commendable. Biometric system of attendance and e-tendering are introduced in all Panchayats.

Gram Sabhas

In 2003, the Village Panchayat Act was amended to provide vibrancy to the Gram Sabha and the required number of meetings was fixed as six. As per the provisions of the Act it is joint responsibility of the Sarpanch and Secretary to convene the meetings of the Gram Sabha. The Government and semi- Government and Panchayat functionaries working in the locality are assigned to attend the meeting of the Gram Sabha. They are subjected to disciplinary control by the Gram Sabha. The Gram Sabha has the power to report to the concerned BDO, if there is any irregularity against any functionaries. The first meeting of the Gram Sabha, immediately after the general election to a Panchayat shall be presided by the Sarpanch and all the subsequent meetings of the Gram Sabha shall be presided by a person elected by the members in the meeting of the Gram Sabha.

The Village Panchayat is entitled to place certain official documents before the Gram Sabha. The powers and duties are also stated in the Act. There is provision for Gram Sabha and Ward Sabha and it is incorporated as per one of the latest amendments to the Maharashtra Village Panchayat Act dated 2 October 2012. The Gram Sabha in the scheduled areas enjoys many powers and privileges under PESA.

In many cases, the actual working of Gram Sabhas in the selected 12 Village Panchayats is more or less reflected as it is described in the provisions of the Act. The field evidence suggested that the attendance in Gram Sabha is satisfactory both in terms of number and the nature of discussion. Women participation is relatively high. Usually, the prescribed numbers of Gram Sabhas (six) are held except one or two Village Panchayats. In general, Gram Sabha looks powerful. All the eight selected Village Panchayat from Ahamednagar and Ratnagiri had conducted Mahila Sabha whereas it not held in four selected Village Panchayats from Chandrapur district. The conduct of Gram Sabha is being made an impact in building social capital among the local community and efficacy towards Village Panchayats.

Overall Assessment of Panchayats

The State of Maharashtra has a strong system of Panchayat and is in the forefront over the last five decades. Maharashtra's vision on decentralization has to be properly understood within the background of the philosophical and socio political contributions of the legendary leaders in the State, cooperative movement, nature and content of political economy, high level of industrialization and urbanization and the high gross domestic product . The Panchayat Raj system in Maharashtra is the archetype in many respects. The concept of independent sphere autonomy to each tier of Panchayats and functioning independently under the 'principal of subsidiarity' has not emerged in the State. On the contrary, the State has adopted 'a district oriented approach for Panchayati Raj, based on the concept of 'peer group responsibility'. The Zilla Parishad is the strongest among the three tiers in the State.

A decentralized pattern of administration is ensured by devolving administrative and financial powers to the committees in respect of subjects allotted to them. Participation of elected persons in policy formulation and decision making is made possible by the committee system. The evolution of the 29 subjects included in the XI schedule of the constitution has not happened in the state. Only 11 subjects are fully devolved. It can be noted that Maharashtra has made remarkable progress to bring about democratic decentralization in the state. It is ahead of many other states in many respects. The Panchayath Raj System has been institutionalized. Several administrative and financial powers are given to the Panchayats. But there are a lot of controls, checks and balances imposed upon the panchayats by the State Governments. In short, Maharashtra has still to go a long way to realize the constitutional objective of local self government institutions in the State. The continuation of the state government in that in the provisions of article 243G are not mandatory and hence the devolution of the 29 items has not been included in the state acts. It is also argued that most of the items are covered in the schedules of functions transferred to Panchayts. There are overlaps in the functions entrusted to Zilla Parishad and Village Panchayat. This creates a lot of duplication and confusion. The

Panchayats are getting funds for development activities from the State Government under various schemes and programmes. However, the funds are mostly tied and the Panchayats are not able to spend the money according to the local needs. So, also, there are no scientific and translucent criteria for allocation of funds to the PRIs.

Best Practices

During the field work and the discussion with the officials and elected representatives a few best practices could be identified.

(i) White Book, (ii) Prabhash Committee: An Institution for Organic Linkage and Social Accountability, (iii) Expropriation from the Executive is Prevented, (iv) Equalization Grants by the State Government, (v) Incentives and United Grants, (vi) Regular Grade Employees in Panchayats, (vii) Control over District Officials, (viii) Works under Agency Basis, (ix) Powerful Gram Sabha with Special Powers, (x) Capacity Building Programme, (xi) Panchayat Mahila Sakthi Abhiyan (PMSA), (xii) Maharashtra State Rural Livelihood Mission (MSRLM), (xiii) Micro Planning, (xiv) SANGRAM, (xv) Quality Enhancement, (xvi) Eco-Village Scheme, (xvii) Yashwanth Panchayath Raj Abhiyan, (xviii) Retnagiri Model, (xix) Panchayat of Corporate Quality, (xx) Committee System in Zilla Parishad, (xxi) Separate Act for District Planning Committee (DPC).

Bad Practices

No bad practices have been noticed during the field in the State of Maharashtra. However, some of the negative aspects which may work against the real spirit of genuine devolution were attempted.

It is reported that activity mapping is not yet finalized in the State. The Guardian Minister as the Chairperson of the DPCs may be considered as one of the negative features. The DPCs are formed in the State in 1999 to consolidate the plans prepared by the Panchayats

and Municipalities and to prepare a draft district plan for the district as a whole. However, the DPCs are not effectively functioning in that direction. The plans of the Villages and Panchayat Samitis are not consolidated at the DPC level. Only annual district plans are prepared and submitted to the Government. The DPC meetings are also not found systematically and regularly conducted in the sample districts. It is noticed that the MP/MLAs and Minister dominate the proceedings and the elected representatives from the Zilla Parishad and Municipalities including the Chairperson of the Zilla Parishad are sidelined.

The State Government exercise administrative and financial control over the Panchayats through bureaucracy. It is noticed that through the local bureaucracy (VDO) the CEO exercise hegemony over the Village Panchayat. It is generally alleged that the core and transferred functionaries remained steadfast in their support for the State Government even when they are appointed to work with the Panchayats. The mechanism of ‘dual control’ may also works against the real interest of the Panchayats

Yet another aspect to be noted is that certain schemes which had been transferred to Zilla Parishads have been withdrawn later on by the State Government.

The plight of the STs in the state is deplorable. The Panchayats have not succeeded to deliver public goods to the tribal communities to the expected level. The main reason seems to be the Integrated Tribal Development Agencies (ITDAs) are kept outside the purview of the Panchayat. The political economy of the process of the inclusion of the excluded communities through the Panchayat has not been widely discussed in the public sphere of rural Maharashtra.

There is a chapter on ‘Control’ in the Maharashtra Village Panchayats Act which makes to exert bureaucratic hegemony over the Village Panchayats. A similar chapter is also available in the Maharashtra Zilla Parishad and Panchayat Samitis Act. The idiom used in both the chapters seems to be undemocratic and against the basic principle of responsible governance. Moreover, the language used in the chapters are quite unfamiliar in the

modern literature on decentralization. It may be seen as a residue of colonial literature on local governance under the British regime

Issues

The State of Maharashtra is the pioneer in Panchayati Raj movement, decentralization, higher degree of achievement in devolution index and decentralized planning. However, there exist several issues and gaps which need serious attention.

1. All the subjects from a list of 29 in the XI schedule of the constitution have been fully devolved to the PRIs.
2. The 'subsidiarity principle' is not followed in the Panchayati Raj structure .
3. There is a tendency among ZPs and VPs for increased dependence on government grants rather than own resources. There is reluctance on the part of Village Panchayat to levy taxes and tax payers are not paying the taxes due to the VPs promptly.
4. Separate agencies headed by bureaucrats are established for special poverty alleviation programmes for small and farmers agency (SFDA) and the Integrated Tribal Development Project (ITDP) outside the purview of Panchayati Raj Institutions. The District Rural Development Agency (DRDA) has also not been merged with Zilla Parishad so far.
5. The State Government has reduced the tenure of Chairperson of Zilla Parishads and Panchayat Samitis from five years to one year and the reservation is made on annual rotation basis .This can be looked upon as an act to weaker the Panchayat system in the State .
6. There is a sense of distrust and powerlessness among the elected representatives who feel that decisions are through upon them by officials and all administrative powers are vested with the Chief Executive Officer (CEO).

7. Sectoral officers at the village level are performing the various functions related to their sector/ departments. These functions are also to be transferred to Village Panchayats in the true spirit of decentralization.
8. Certain powers over Village Panchayats are bestowed to higher tiers.
9. The left wing extremists (LWE) in the northern districts of the State are challenging the local governance and putting obstructions in the smooth functioning of Panchayat.
10. The reservation policy of Elected Representatives in Panchayats is 50 per cent for women, 27 per cent for OBC and in proportion to population in respect of SCs / STs is not followed in many three tier Panchayats as evidenced by the documents provided to the study team.

Lessons

Seats and positions are reserved for OBC in the three tiers of Panchayats.

1. Committee System of Governance is adopted for the increased participation of elected members of Zilla Parishad in decision making.
2. Those who have intentionally evaded taxes/fees of Panchayats or have dues are also disqualified from contesting elections.
3. The audit of the three tier bodies are scrutinized by the Panchayat Review Committee. PRC and placed before the Legislative Assembly.
4. The State Government has formulated a policy to develop the Village Panchayats having a population above 5000 as ‘growth centres’. It may have wider context in the good urbanism
5. The State has a separate Act for DPC, which may be a learning exercise for other States. The Act is supplemented by relevant Rules.

Contested Issues for Wider Discourse

- Maharashtra has adopted a district oriented approach for Panchayati Raj. The Zilla Parishad is the strongest tier. The Panchayat Samitis and Village Panchayats works under the guidance and supervision of Zilla Parishad. *(This is a contested issue and against the 'Principle of Subsidiarity'. The contention of the official stake holders is that since the Panchayat System in Maharashtra follows the 'Principle of Peer Group Responsibility' the district oriented approach is justified.)*
- The State Government has also made it mandatory for those contesting local body elections to have domestic toilets. *(This is a contested issue. Arguments for and against are documented)*
- There are provision in the Village Panchayats Act and Zilla Parishads and Panchayat Samitis Act to the effect that any person having more than two children shall not be eligible to contest election and that any elected representative having more than two children shall cease to be a member. *(This is a contested issue. Arguments for and against are documented. The Civil society organizations and women's groups are mobilizing against the provision.)*

AIM of the Study

The nationwide study launched by the Ministry of Panchayati Raj (MoPR), Government of India New Delhi is aimed to examine the status and quality of devolution of funds, functions and functionaries (3Fs) to the Panchayats in the country. The study has been conducted in the State of Maharashtra by Centre for Rural Management (CRM) to assess the actual status of devolution.

Objectives of the Study

The primary objectives of the study are as follows:

1. To assess the status of devolution in the State of Maharashtra through analyzing the status in the selected Panchayats.
2. To highlight and assess the Panchayati Raj System in the State of Maharashtra.
3. To highlight the Acts / Rules governing Panchayats in the State of along with key amendments /modifications in the State.
4. To bring out the salient features and institutional structure of decentralized planning in the State.
5. To assess the status of devolution of functions, finances and functionaries.
6. To highlight the accounting, audit and budget rules in the State for Panchayats and to comment on the basis of situation in sample Panchayats.
7. To highlight the functioning, performance and effectiveness of Gram Sabhas.
8. To give an overall assessment of Panchayats in planning, economic development and social justice.
9. To bring out the best and bad practices.

APPROACH AND METHODOLOGY

The study has been conducted in two phases. In the first phase, data available with the Rural Development Department, other line departments, organizations and agencies of the State Government has been collected and compiled in the questionnaires prescribed. The second phase of the study, data has been collected from the sample

Zilla Parishads, Panchayat Samitis and Village Panchayats identified by the Project Advisory Committee (PAC) , using the questionnaires designed. Focus Group Discussions (FGDs) have also been held with specific groups and stake holders to elicit their responses to the performances of Panchayati Raj System.

The main key strategy adopted for the study was qualitative assessment. This was carried out through focus groups discussions (FGDs) of stakeholders and interviews with the PRI personnel. The qualitative tools have enabled the research team to gather all field realities and get in-depth knowledge of the generic situation. State level and Panchayats at three levels reporting formats were used. Three Zilla Parishads, Six Panchayat Samitis and 12 Village Panchayats were selected for the study. The three District Planning Committees (DPCs) of the three respective districts were also covered. Technical reports, information available from existing literature, and websites were referred for designing various tools for the work .The State and Panchayat level officials were contacted for information and focus group discussions (FGDs) were conducted. Discussions were also held with various committees. A three member team well acquainted with the theory and practice of local governance spent several of days for data collection and interaction with the functionaries. In many cases, the team made second field visits also to fill the gaps in data. The MoPR has developed detailed questionnaire / marking sheet for assessing the three tiers of Panchayati Raj containing certain crucial indicators.

TOOLS USED

State Level Questionnaire

District Level Questionnaire for Zilla Parishads

DPC Questionnaire

Block Level Questionnaire/ Gram Panchayat Level Questionnaire / FGD Questionnaire

METHODOLOGY FLOWCHART

Diagram No1. 1: Methodology

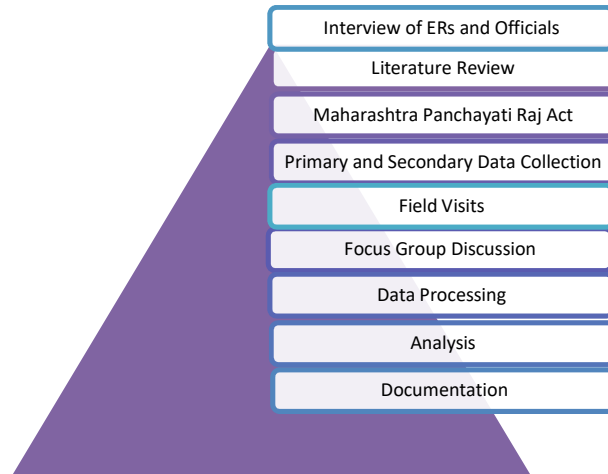


Diagram No. 2: Map & List of Panchayati Raj Institutions (Sample)



DISTRICT PANCHAYAT	BLOCK PANCHAYAT	Village PANCHAYAT
AHAMMADNAGAR	Kopergaon	Loni
	Rahata	Dahigaon
		Sakuri
		Sanwatsar
CHANDRAPUR	Brahmapuri	Gudsheda
	Jiwati	Nilaj
		Khinni
		Jiwati
RATNAGIRI	Rajpur	Jalgaon
	Ratnagiri Diploli	Kondasar
		Sagve
		Umbrale

CHAPTER 1:

INTRODUCTION

Socio Economic Profile of Maharashtra

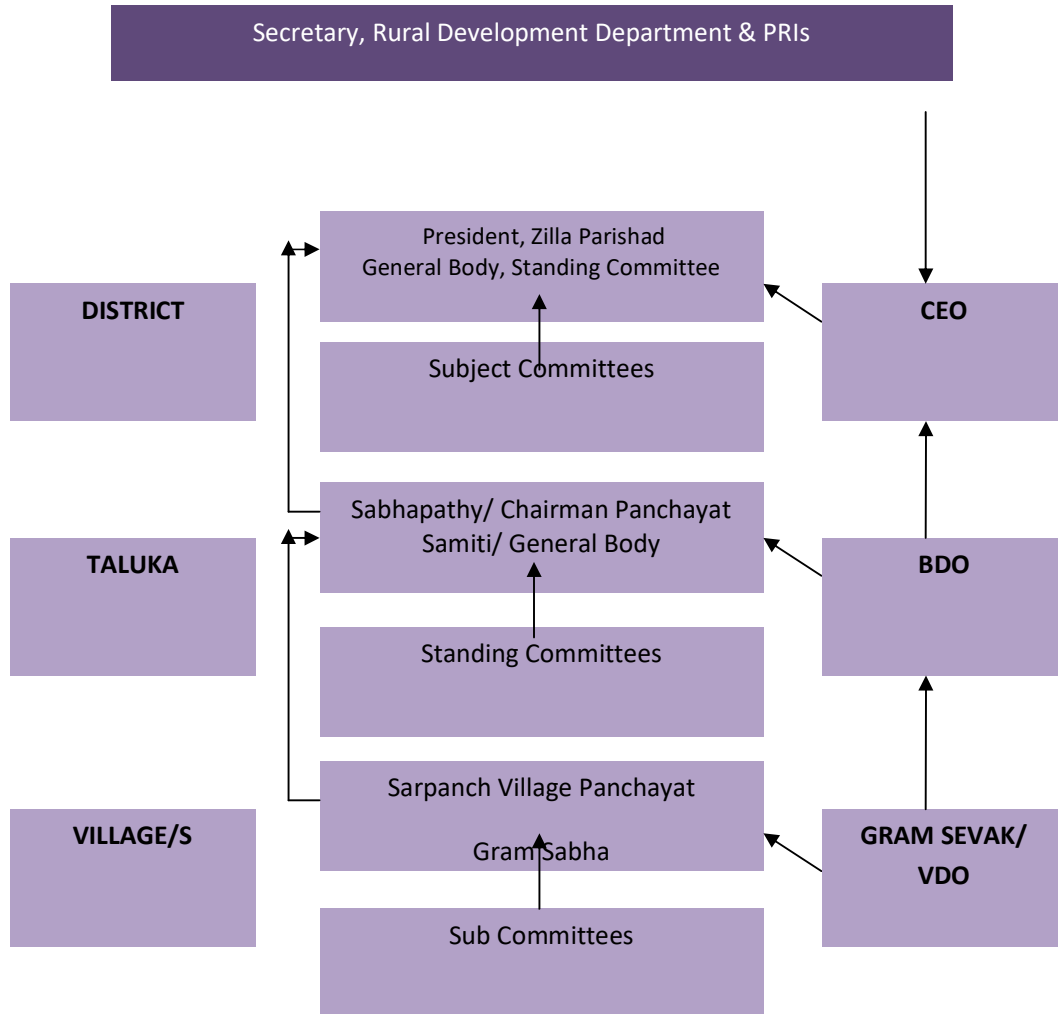
The State of Maharashtra was formed on 1 May 1960. The geographical area of the State is 3, 07,713 of which agriculture land comprises 1,75,000 sq. km and habitation 18,000 sq. km. The total population as per census 2011 is 1123.74 lakhs of which 588.24 lakhs are male and 541.31 lakhs are female. Sex ratio is 925 females for 1000 males. The population has witnessed a growth of 16.10 per cent in the last decade between years 2001-2011. Scheduled castes constituted 8.79 per cent and scheduled tribes 7.63 per cent of the total population of the State. Density of population is 365 persons per sq.km. Around 45 per cent resides in urban areas. The labour participation rate is 42.50 percent of the total population. Per capita income has been estimated as Rs.107670. Literacy rate in rural areas is 82.90 percent and that in urban area 89.3%. The rural female literacy is only 65.8 percent as per 2008 figures. Life expectancy for males is 66 years and for females 68.4 years. IMR is 33 per 1000 births, for rural areas 40 and for urban area 23. Nearly 30.7 percent of the population is below poverty line of which 615 lakhs are in rural and 501 lakhs in urbanized areas

Panchayati Raj System in Maharashtra

In conformity with the provisions of the 73rd Constitutional Amendment Act, the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 and the Maharashtra Village Panchayats Act,(Act of No.III of 1959) were amended in 1994. A three tier system of Panchayati Raj Institutions (PRIs) comprising Zilla Parishads (ZPs) at the district level, Panchayat Samitis (PSs) at the block level and Village Panchayats (VPs) at the village level was established in the State. At this point it has to be noted that the system was in prevalence in the State even before the historical land mark of the

constitutional amendment. The organizational set up of PRIs in Maharashtra is depicted in the diagram no.1. 1.

Diagram No. 1.1: The Organizational Structure of PRIs in Maharashtra



Source: Department of Rural Development, Govt. of Maharashtra

Chief Executive Officer (CEO) in ZP, Block Development Officer (BDO) in PS and Gram Sevak in VP report functionally to the respective elected bodies and administratively to their immediate superior authority in the State Government hierarchy. There are 27920 Village Panchayats for 41095 habited revenue villages in Maharashtra. Gram Sevak, village level personnel, functions as Secretary to VP and is also responsible for maintenance of accounts and records of Village Panchayats. Maharashtra was one of first States to establish a three tier Panchayat Raj structures

as envisaged in the Balwanthrai Mehta Committee recommendations. The Maharashtra Government constituted Vasantao Phulsing Naik Committee (popularly known as VP Naik Committee) for the purpose and based on the recommendations of the committee, the State enacted the Maharashtra Zilla Parishad and Panchayat Samiti Act 1961, establishing the three tier Panchayati Raj system. Maharashtra already had the Bombay Village Panchayat Act 1958, a comprehensive legislation for Village Panchayats. This Act, as amended from time to time based on the recommendations of mainly two committees, LN Bongirwar Committee, in 1970 and PB Patil Committee in 1984, remains in force to this day. On enactment of the Maharashtra Zilla Parishads and Panchayat Samiti Act 1961, Zilla Parishads and Panchayat Samitis were constituted in 1962. As per the recommendations of the V.P. Naik committee, Maharashtra has accepted the district as the ideal democratic institution for local development and a district oriented approach was adopted for Panchayati Raj. Thus a strong tier of Zilla Parishad at the district level with members elected directly by the voters came in to existence. The Panchayat Samiti was created at the taluk level, to act as a statutory regional committee of the Zilla Parishad, the members of which are also directly elected by the people. Village Panchayat was constituted as per the Bombay Village Panchayat Act of 1958 for a village or a group of villages, constituting of elected members.

A committee system was introduced for the increased participation of members in decision making. A strong administrative setup was created with an IAS officer as the Chief Executive Officer (CEO). The BDO was the head of administration in the Panchayat Samiti. At the Village Panchayat level there were village development officers (gram sevaks) who worked as the Secretaries of Village Panchayats.

Consequent on the 73rd Constitutional Amendment Act of 1992, Maharashtra amended its Village Panchayat Act 1958 and Zilla Parishad and Panchayat Samiti Act 1961, through conformity Act no XXI, which came into force on 2 April 1994.

Structure

The membership of Zilla Parishad consists of one elected member from each electoral division into which each district (excluding urban areas) was divided ranging from 50 to 75 and all the Chairpersons of the Panchayat Samitis in the district. Reservation of seats and offices of presidents of Zilla Parishads, Chairpersons of Panchayat Samitis and Sarpanchs of Village Panchayats has been made for SCs and STs in proportion to their population and by rotation . Twenty seven percent of the posts are reserved for backward classes. Fifty percent of the total seats are reserved for women.

There are one standing committee and nine subject committees constituted in the Zilla Parishad, the memberships ranging from 10 to 17. The subject committees are for finance, works, agriculture, industries, social welfare, education, health, animal husbandry, dairy, women and child development. The Panchayat Samiti functions under the guidance and instructions of Zilla Parishads. The number of wards in Village Panchayats is determined on the basis of the population, ranging from seven wards for a village of 1500 population to 17 wards for a population of 7500 and above. The Village Panchayat has the power to constitute committees for the discharge of its duties such as water supply, sanitations, public health etc.

The responsibility of executing the policy decisions taken jointly by the elected representatives is vested with the administrative machinery. The CEO is the head of administration in the Zilla Parishads. He is assisted by Deputy CEOs for general administration, Village Panchayat and women and child development. Other heads of departments under the CEOs are CAFO, ADO, DAHO, DHO, E.E (works), E.E (MI) Education Officer (Primary and Secondary) and Social Welfare Officer. The Deputy CEOs, BDOs and CDPOs are drawn from the Maharashtra Development Services. The remaining officers in the Zilla Parishad belong to the respective departments of the State Government. Class three, class four employees, including VDOs (gram sevaks) belong to the district services of the Zilla Parishads. In addition honorary and part time employees are engaged by Zilla Parishads. The Village Panchayats have powers to recruit their own staff, except VDO (secretary)

Functions

Schedule 1 in the Maharashtra Zilla Parishad and Panchayat Samiti Act enlists the functions that stand transferred to Zilla Parishad . The Schedule-2 indicates the functions to be performed by Panchayat Samiti. There is a separate Schedule in the Village Panchayat Act listing out the functions to be performed by the Village Panchayat. The State Government ought to transfer all the funds and functionaries for the activities of the transferred functions. But there are provisions in both the Acts enabling the revertment of any transferred function to the State. There is also provision for entrusting schemes and programmes of State Government to Zilla Parishads and Village Panchayats on “Agency Basis ”

Finances

The finance of Zilla Parishad and Panchayat Samitis comprise self raised resources, assigned resources and government grants and incentives. Finance and resources of Villages comprise taxes, fees etc and grants and incentives from government.

Gram Sabha

It is mandatory that at least six meetings of the Gram Sabha shall be held in every financial year. The Sarpanch and Upa-Sarpanch failing to hold Gram Sabha will be disqualified. The first meeting of Gram Sabha is to be presided by the Sarpanch. The subsequent meeting needs to be chaired by any other voter elected by the Gram Sabha. Mahila Grama Sabhas are to be conducted prior to every Gram Sabha.

The Gram Sabha has disciplinary control over government, semi government and Panchayat employees working in the Village Panchayat. It is mandatory that socio economic programmes to be implemented in the Village Panchayat are to be approved by the Gran Sabha. The same is also applicable also before taking decisions on acquisition of land the authorities have to seek the opinion of the Gram Sabha. The Village Panchayat has to place, the annual statement of accounts, previous years administration report, current years development and other programmes and the last

audit note in the first meeting of Gram Sabha. Social audit is also included as a major function of Gram Sabha.

Election

The election of the office bearers and members of Village Panchayats, Panchayat Samitis and Zilla Parishads is the responsibility of State Election Commission .On dissolution of a Zilla Parishad / Panchayat Samitis / Village Panchayat, the State Election Commission has to fix the election date within six months from the date of dissolution. A term of five years is stipulated for Zilla Parishad , Panchayat samitis and Village Panchayat members . However, the tenure of Chairperson of Zilla Parishad and Panchayat Samitis has been reduced to one year. Therefore the elections are now conducted every year. The Chairperson and Vice Chairperson of subject committees are also elected annually.

State Finance Commission

In accordance with the provision for setting up State Finance Commission (SFC) in the Conformity Act of 1994, four SFCs have been constituted in the State. As per the report the recommendations of the first and second SFCs regarding devolution were either partially or fully accepted. The recommendations of the third SFC are under consideration of the State Government and the forth SFC have not submitted report .

District Planning Committee

Maharashtra District Planning Committee (Constitution & Functions) Act 1998 came into force on 15March 1999. The Act provides for the constitution of DPCs to consider the plans prepared by the Panchayats and the Municipalities in the districts, prepares a draft district development plan and to provide guidance for matters concerning it. Membership of DPC will not be less than 30 and more than 50. The Minister in Charge of the district will be the Chairperson and the District Collector the Member Secretary. The president of Zilla Parashid, the Divisional Commissioner and the CEO of Zilla Parishid are ex-officio members. The MP and MLA s of the district are permanent invitees. Not less than four fifth of the total members shall be directly

elected by and from among the elected members of Zilla Parishid and Municipalities in the district. There is reservation for SCs, STs, BC s and women in the election to the DPCs.

Power and Functions

- There are 35 districts in Maharashtra. Two districts (Mumbai and Mumbai suburban) do not have rural area; therefore, there are only 33 Zilla Parishids in the State. Zilla Parishids have departments for Education, Health and Sanitation, Public Works, Social Welfare, Irrigation, Animal Husbandry, Agriculture and Women & Child Development.
- Zilla Parishids are required to prepare budget for planned development of the District and utilization of the resources. Government of India (GOI) schemes funded through the District Rural Development Agency (DRDA) and State Government schemes are also implemented by Zilla Parishid. Zilla Parishids are empowered to impose water tax, pilgrim tax and special tax on land and building.
- The intermediate tier of Panchayats at the Taluka level in Maharashtra is called Panchayat Samitis. There are 351 Panchayat Samitis in the State. Panchayat Samitis do not have their own source of revenue and are totally dependent on the block grants received from Zilla Parishids. Panchayat Samitis undertake developmental works at the block level.
- The VP Act provides for the constitution of Gram Sabha, which the body consisting of persons is registered in the electoral rolls of the villages within Village Panchayat area. Village Panchayat are empowered to levy tax on buildings, water charges, betterment charges, pilgrim tax, taxes on fairs/festivals/entertainments, taxes on bicycles, vehicles, shops, hotels etc.
- Gram Sabhas are required to meet periodically. They select beneficiaries for the State/Central Government schemes, prepare and approve development plans and projects to be implemented by Village Panchayats, grant permission for incurring

expenditure by Village Panchayats on developmental schemes. They also convey their views on proposal for acquisition of land by Government.

Source: Various Acts and Regulations in the State

Table No. 1.1: Various Acts and Regulations in the State

Documents	Whether such Act/ document made	Year of Publication/ Enactment/ Order
State Panchayat Act and Acts governing DPC along with Amendments	i. Maharashtra Village Panchayat Act 1958/ 1959	1958/1959
	ii. Maharashtra ZP&PS Act 1961	1961
	iii. Maharashtra DPC (Constitutions& functions)ACT 1998	1998
	iv. Maharashtra DPC (Election) Rules 1999	1999
	v. Maharashtra DPC (conduct of meeting) Rules 1999	1999
	vi. Maharashtra DPC (constitution and function) (Amendment) Act 2012	2012
Notification/GOs/Executive Orders/Circulars/ Rules/ Guidelines related to PR, SFC, DPC, Gram Sabha and Other related documents	i. Maharashtra Finance Commission (Miscellaneous Provision)Act 1994	1994
	(ii)Guidelines issued by planning department	2012
Report of SFC, ATR and Annual Report	i. ATR I SFC	1997
	ii. ATR II SRC	2002

Source: Department of Rural Development, Govt. of Maharashtra

Acts / Rules governing Panchyat

1. Bombay Village Panchayat Act 1958
2. The Maharashtra Panchayat Act – 1958 & 1959
3. The Maharashtra ZP & PS Act , 1961
4. Maharashtra Finance Commission (miscellaneous provisions) Act 1994
5. Maharashtra DPC (CONSTITUTION & FUNCTIONS) Act 1998
6. Maharashtra DPC (Election) Rules 1999
7. Maharashtra DPC (Conduct of Meetings) Rules 1999
8. The Bombay V.P & Maharashtra ZP &P.S Act 2011

9. The Village Panchayat (Amendment) Act 2011
10. The Bombay VP and Maharashtra ZP and PS (Amendment) Act 2011
11. The Maharashtra (change of short titles of Bombay acts) Act 2011
12. The Bombay Village Panchayats (Amendment) Act 2012
13. The Bombay Village Panchayats (second amendment) Act 2012
14. The Maharashtra ZP & PS (amendment) Act 2012
15. Notification No. EST -1194/C No. 41/94/19-A data 23-4-1994 constituting SEC
16. Bombay VP (second amendment)Act 2012
17. Maharashtra DPC (Constitution and Function) Amendment Act 2012

General Information

There are 35 districts (33 Rural districts+ 2 Urban districts), 351 blocks, 43664 (41095 habituated) revenue villages and 97206 habitations in Maharashtra. General details regarding PRIs in the State are given in Table No.1.2.

Table No.1.2 General Details

Particulars	District Panchayat			Block Panchayat			Gram Panchayat		
Please write here the name of each level of Panchayat as mentioned in the State Act	Zilla Parishad			Panchayat Samiti			Village Panchayat		
Number of Panchayats at each level	33			351			27920		
Number of Elected Representatives for the entire State at each level of Panchayats	1955			3910			197338		
Number of General Representatives for the entire State at each level of Panchayats*	948			1942			99304		
Total number of Women Representatives for the entire State at each level of Panchayats of which:	937			1860			98669		
	SC	ST	OBC	SC	ST	OBC	SC	ST	OBC
	118	136	265	241	288	580	10765	14716	23536
Number of SC Representatives for the entire State at each level of Panchayats	216			429			21530		
Number of ST Representatives for the entire State at each level of Panchayats	263			516			29432		
Number of OBC Representatives for the entire State at each level of Panchayats	528			1023			47072		

Source: Department of Rural Development, Govt. of Maharashtra.

Reservation Details

Percentage of reservation for Women as per the Act

Zilla Parishad

As per the provisions in the Act, 50 per cent (including the number of seats reserved for women belonging to the Scheduled Castes, Scheduled Tribes, Backward Classes and General) of the total number of seats to be filled in by direct election in a Zilla Parishad and position of President of the Zilla Parishad shall be reserved for women and such seats shall be allotted by rotation to different electoral divisions in a Zilla Parishad. It is as per the Maharashtra Zilla Parishads & Panchayat Samitis Act, 1961, Dated 21 April, 2011.

Panchayat Samiti

As in the case of Zilla Parishad 50 per cent (including the number of seats reserved for women belonging to the Scheduled Castes, Scheduled Tribes, of Backward Classes and General) of the total number of seats to be filled in by direct election in a Panchayat Samiti and position of Chairperson shall be reserved for women and such seats shall be allotted by rotation to different electoral colleges in a Panchayat Samiti. It is as per the amendment in the Maharashtra Zilla Parishad & Panchayat Samitis Act, 1961, Dated 21 April, 2011.

Village Panchayat

As per the amendment in the Maharashtra Village Panchayat Act 1958, 10(2) (a) Dated 21 April 2011, 50 per cent of the total number of seats (including the number of seats reserved for women belonging to the Scheduled Castes, the Scheduled Tribes, the category of Backward Class of Citizens) to be filled in by direct election in a Panchayat and the position of Sarpanch shall be reserved for women and such seats shall be allotted by rotation to different wards in a Panchayat.

Percentage of reservation for Scheduled Castes (SCs) as per the Act

Zilla Parishad

The seats to be reserved for the persons belonging to the Scheduled Castes in a Zilla Parishad shall bear, as nearly as may be, the same proportion to the total number of seats to be filled in by direct election in that Zilla Parishad as the population of the Scheduled Castes in that Zilla Parishad area bears to the total population of that area and such seats shall be allotted by rotation to different electoral divisions in a Zilla Parishad, Provided that, one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Castes.

Panchayat Samiti

The seats to be reserved for the persons belonging to the Scheduled Castes in a Panchayat Samiti shall bear, as nearly as may be, the same proportion, to the total number of seats to be filled in by direct election in that Panchayat Samiti as the population of the Scheduled Castes in that Panchayat Samiti area bears to the total population of that area and such seats shall be allotted by rotation to different electoral colleges in a Panchayat Samiti, Provided also that, one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Castes.

Village Panchayat

The seats to be reserved for the persons belonging to the Scheduled Castes in a Panchayat shall bear, as nearly as may be, the same proportion to the total number of seats to be filled in by direct election in that Panchayat as the population of the Scheduled Castes or, as the case may be, in that Panchayat area bears to the total population of that area and such seats shall be allotted by rotation to different wards in a Panchayat ,Provided also that one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Castes.

Percentage of reservation for Scheduled Tribes (STs) as per the Act

Zilla Parishad

The seats to be reserved for the persons belonging to the Scheduled Tribes in a Zilla Parishad shall bear, as nearly as may be, the same proportion to the total number of seats to be filled in by direct election in that Zilla Parishad as the population of the Scheduled Tribes, in that Zilla Parishad area bears to the total population of that area and such seats shall be allotted by rotation to different electoral divisions in a Zilla Parishad (i) Provided that, in a Zilla Parishad comprising entirely the Scheduled areas, the seats to be reserved for the Scheduled Tribes shall not less than one half of the total number of seats in the Zilla Parishad (ii) Provided further that, the reservation for the Scheduled Tribes in a Zilla Parishad falling only partially in the Scheduled areas shall be in accordance with the provisions of clause (iii) Provided also that, one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Tribes.

Panchayat Samiti

The seats to be reserved for the persons belonging to the Scheduled Tribes in a Panchayat Samiti shall bear, as nearly as may be, the same proportion, to the total number of seats to be filled in by direct election in that Panchayat Samiti as the population of the Scheduled Tribes, in that Panchayat Samiti area bears to the total population of that area and such seats shall be allotted by rotation to different electoral colleges in a Panchayat Samiti , (i) Provided that, in a Panchayat Samiti comprising entirely the Scheduled areas, the seats to be reserved for the Scheduled Tribes shall not be less than one-half of the total number of seats in the Panchayat Samiti, (ii) Provided further that, the reservation for Scheduled Tribes in the Panchayat Samiti falling only partially in the Scheduled areas shall be in accordance with the provisions of clause, (iii)] Provided also that, one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Tribes.

Village Panchayat

The seats to be reserved for the persons belonging to the Scheduled Tribes in a panchayat shall bear, as nearly as may be, the same proportion to the total number of seats to be filled in by direct election in that Panchayat as the population of the Scheduled tribes, in that Panchayat area bears to the total population of that area and such seats shall be allotted by rotation to different wards in a Panchayat (i) Provided that, in a Panchayat comprising entirely the Scheduled Areas, the seats to be reserved for the Scheduled Tribes shall not be less than one-half of the total number of seats in the Panchayat (ii) Provided further that, the reservation for the Scheduled Tribes in a Panchayat falling only partially in the Scheduled Areas shall be in accordance with the provisions of clause, (iii) Provided also that one-half of the total number of seats so reserved shall be reserved for women belonging to the Scheduled Tribes.

Percentage of reservation for OBCs as per the Act

Zilla Parishad

The seats to be reserved for persons belonging to the category of Backward Classes of Citizens shall be 27 percent, of the total number of seats to be filled in by election in a Zilla Parishad and such seats shall be allotted by rotation to different electoral divisions in a Zilla Parishad (i) Provided that, in a Zilla Parishad comprising entirely the Scheduled Areas, the seats to be reserved for the persons belonging to the Backward Class of Citizens shall be 27 percent, of the seats remaining (if any), after reservation of the seats for the Scheduled Tribes and the Scheduled Castes (i) Provided further that, the reservation for the persons belonging to the Backward Class of Citizens in a Zilla Parishad falling only partially in the Scheduled areas shall be in accordance with the provisions of clause, (iii) Provided also that, one-half of the total number of seats so reserved shall be reserved for women belonging to the category of Backward Class of Citizens.

Panchayat Samiti

The seats to be reserved for persons belonging to the category of Backward Class of citizens shall be 27 per cent of the total number of seats to be filled in by election in a Panchayat Samiti and such seats shall be allotted by rotation to different electoral colleges in a Panchayat Samiti (i) Provided that, in a Panchayat Samiti comprising entirely the Scheduled areas, the seats to be reserved for the persons belonging to the Backward class of Citizens shall be 27 per cent of the seats remaining (if any), after reservation of seats for the Scheduled Tribes and Scheduled Castes (ii) Provided further that, the reservation for the persons belonging to the Backward class of Citizens in the Panchayat Samiti falling only partially in the Scheduled areas, shall be in accordance with the provisions of clause, (iii) Provided also that, one-half of the total number of seats so reserved shall be reserved for women belonging to the category of Backward Class of Citizens.

Village Panchayat

The seats to be reserved for persons belonging to the category of Backward Class of citizens shall be 27 percent of the total number of seats to be filled in by election in a sub-section panchayat and such seats shall be allotted by rotation to different wards in a panchayat (i) Provided that, in a panchayat comprising entirely the Scheduled Areas, the seats to be reserved for persons belonging to the Backward Class of citizens shall be 27 percent of the seats remaining, if any, after reservation of the seats for the Scheduled Tribes and the Scheduled Castes (ii) Provided further that, the reservation for the persons belonging to the Backward Class of citizens in a Panchayat falling only partially in the Scheduled Areas shall be as per the provisions of clause (iii) (Provided also that), one -half of the total number of seats so reserved shall be reserved for women belonging to the category of Backward Class of Citizens.

PESA area in the state

Panchayat (Extension to Scheduled Areas) Act 1996 was enacted to provide for the provision of part IX of the Constitution relating to the Panchayats in scheduled areas.

The Act was promulgated to safeguard the interests of the people living in scheduled areas in the country. In Maharashtra 12 districts are covered under PESA. Out of the 351 rural blocks, 25 are fully covered under PESA, comprising 288 village Panchayats. The Government of Maharashtra has made amendments to the Maharashtra Zilla Parishad and Panchayat Samiti Act 1961 and the Maharashtra Village Panchayat Act 1958 in consonance with PESA Act regarding representation of STs in Zilla Parishads, Panchayat Samitis and Village Panchayats.

Gram Sabhas in scheduled areas are empowered to safeguard and preserve the tradition and customs of the tribals, approve plans, issue utilization certificates, selection of beneficiaries, enforce prohibition and sale and consumption of intoxicants, regulation of trade of Minor Forest Produce (MFPs) and recommendations regarding acquisition of land for development projects. Money lending licenses mineral leases and licenses are to be given only after approval of Gram Sabha. Planning for water bodies has to be in consultation with Gram Sabha. It is also provided that minimum 50 per cent of seats of the members and 100 of Chairmanship of the three tiers in PESA areas should be reserved for STs, irrespective of the percentage of tribal population of the areas.

SCHEDULED AREAS IN MAHARASHTRA (DISTRICTS AND BLOCKS)

Table No. 1.3: Scheduled Areas in Maharashtra

Name of the District	Fully Covered Blocks	Partially Covered Blocks
1.Thane	1. Dhanu 2. Talasari 3. Mokhada 4. Javhar 5. Wada 6. Shahapur	1. Plaghar (144) 2. vasai (45) 3. Bhivandi (22) 4. Murbad (77)
2.Nashik	1. Peth 2. Surgana 3. Kalvan	1.Dindori (106) 2.Igatpuri 3.Balgan (57)
3.Dhule	-----	1.Sakri (80) 2.Shahada (141) 3.Shirpur (62)
Name of the District	Fully covered Blocks	Partially covered Blocks
4.Nandurbar	1. Navapur 2. Taloda 3. Akkalkuwa 3. Akrani	1. Nanadurbar (82)
5. Jalgoan	----	1.Chopada (25) 2. Yawal (13) 3.Rawer (21)

6.A' nagar	-----	Akole (94)
7. Pune	-----	1.Junnar (65) 2.Ambegoan (56)
8. Nanded	-----	Kinwat (152)
9.Amaravati	1. Chikaldara 2.Dharani	

Name of the District	Fully covered Blocks	Partially covered Blocks
9.Amaravati	1.Chikaldara 2.Dharni	-----
10.Yavatmal	-----	1.Maregoan (130) 2.Ralegoan (43) 3.Kelapur (103) 4.Ghatanji (55)
11.Gadchiroli	1.Atapalli, 2.Sironcha, 3.Aheri, 4.Dhanora 5.Kurkheda	1.Ghadchiroli (62) 2.Armori (74) 3.Charmoshi (132)
12.Chandrapur	--	Rajura (182)

Source: Department of Rural Development, Govt. of Maharashtra

Note: The number in brackets indicate the Village Panchayath covered in the partially covered blocks

CHAPTER 2:

DECENTRALIZED PLANNING

Introduction

This Chapter deals with the structure, process and the grammar of decentralized planning in the State. Attempts are made to identify the institutional structure of the District Planning Committee (DPC), other supporting systems, mandatory provisions, planning calendar, planning guidelines, integration of district plan at the State level and ground reality in the plan preparation and implementation of developmental activities for the local economic development and social justice. Detailed analysis of the annual plan documents of all the three tiers of Panchayats has also been included with observations.

As per Section 100(4) of The Maharashtra Zilla Parishads, & Panchayat Samitis Act, 1961, the ZP has the responsibility to prepare annual and long term plans for the district. The Act says, “A Zilla Parishad shall endeavor to promote planned development of the District by utilizing to the maximum extent local resources and for that purpose prepare annual and long term plans, regard being had to the plans already prepared by the Panchayat Samites”.

Since 1974 decentralized planning (district planning) is being implemented in the State. During the pre amendment phase, district planning was done by the District Planning and Development Councils (DPDCs). The DPDC was headed by the Liaison/Guardian Minister concerned with the district and the District Collector was the Member Secretary. The DPDC accommodated all the elected members of the State Legislature and Parliament residing in the district as members. In addition to this, representatives of Zilla Parishad, Panchayat Samitis, Urban Local Bodies and nationalized banks were also members of the DPDC. It had been entrusted with the formulation of district plans and implementation and monitoring of district level plans. Although all the major constitutional provisions of the District Planning Committees (DPCs) were manifested in the DPDCs, it was replaced by District Planning

Committees (DPCs) for fulfilling the constitutional requirement (Article 243 ZD). The Government of Maharashtra enacted Maharashtra District Planning Committee (Constitution & Functions) Act 1998 read with Maharashtra District Planning Committees (Constitution and Functions) (Amendment) Act, 2000 and functions has been specified (from 'a' to 'e'). While Planning Department estimates the size of the State annual plan on a provisional basis, the district plan size is also worked out in proportion to the assumed size of the State annual plan. The DPCs are assigned with district level programmes. This sector directly goes to district and which need to be planned at the local level for optimum utilization of natural and other resource envelopes of the district. Moreover, the districts have the discretion to prioritize among the various development schemes within the outlays provided to them.

The outlay for the district is fixed by the Planning Department, on the following criteria.

- a. Total general population – weightage 30 per cent;
- b. Total rural population - weightage 20 per cent;
- c. Area of the district -weightage 30 per cent; and
- d. Human Development Index (HDI)-weightage 20 per cent (based on the report prepared during 2002).

In addition to this 10.2 per cent of the plan outlay is earmarked under Scheduled Caste Sub Plan (SCSP) and 8.9 percent under Tribal Sub Plan (TSP). The SCSP is being prepared by the Social Justice Department whereas in the case of TSP, the exercise is being done by Tribal Development Department. Appropriate State share of funds for Centrally Sponsored Schemes (SSSs) will be provided. Two third of the district plan has to be set apart for core sectors (rural development, agriculture & allied subjects and social community services) whereas one third for 'non -core' sectors (energy, industries, transport, irrigation, flood control, general services. etc). Planning Department issues guidelines regarding preparation of annual plan to DPCs in July / August. Along with the guidelines, tentative district wise outlay and time table will be intimated. The Member Secretary of the DPC asks the PRIs and other implementing agencies to submit their plans (Table no. 2.1). With the support of the Planning Cell at

the civil station, the Member Secretary classifies the proposals which are received from the Panchayats and Municipalities at district level. These proposals are broadly classified into three categories Viz. (i) continuing schemes or activities, (ii) inevitable expansion of schemes etc, wherever applicable, and (iii) entirely new schemes or programmes. The Member Secretary consolidates the plans and places it before the Scrutiny Committee of DPC. An officer of the Planning Department who keeps liaison with the district planning process, is also associated with the work of the Planning Cell at the district level .While examining these proposals, the Planning Cell takes in to account the financial ceiling indicated by Government, the requirements of continuing schemes and inevitable expansion of programmes and the guidelines issued by the administrative departments and heads of departments. As regards the works / programmes like minor irrigation, medium irrigation, roads ,water supply etc the DPC decides upon the priorities, which is actually undertaken considered by the Member Secretary while examining the feasibility of including new works in the draft annual plan . The Scrutiny Committee makes their recommendations. After incorporating the recommendations, the Member Secretary places the final draft of the district plan again before the DPC for approval. On completion of the initial scrutiny by the Planning Cell at the district level, these proposals are again discussed by a senior officer of the planning department with the Collector. At this level modifications /adjustments required so as to conform to the guidelines and policies of the Government are suggested for consideration of the DPC. The draft annual plan so vetted by the senior officer of the planning department is then placed before the DPC for approval. Modifications, if any approved by the DPC are incorporated in the draft annual plan which is submitted by the Collector to the planning department , other administrative departments and heads of departments .The draft annual plan again is examined in the planning department with references to the policies and priorities of the Government in regard to the annual plan of the State .The draft plan is then discussed in the State Level Committee (SLC) presided over by the Minister (Planning and Finance). The draft annual plan so finalized after discussion at the SLC are then incorporated in the annual plan of the State and submitted to the Planning Commission of India. The Planning Commission may suggest modifications. The final

district annual plan incorporating the modifications will be forwarded to the Member Secretary. The planning department releases the budgeted funds to the Member Secretary of the DPC, who in turn distributes the funds to the Zilla Parishad according to the plan approved by the DPC.

According to the schemes and programmes, the State Plan can be classified in to three (i) State Level Schemes (planned and funded at State Level), (ii) State Pool Schemes (District Level Schemes but planned and funded from the State Pool Fund), and (iii) Regular District Level Schemes prepared by the District Planning Committee . The State issues the following orders for the releasing of funds in respect of district plan schemes. (i) Immediately at the commencement of the financial year, the administrative departments are requested to place grants at the disposal of the officers responsible for implementing the scheme at the district level; (ii) The district wise break up should strictly be in accordance with the provisions approved for each district in the annual plan document; (iii) The release should relate to all individual programmes which have been made in the budget and funds duly authorized by the State Legislature; (iv) The administrative department should issue formal administrative sanction for individual schemes and (v) In normal case, a period of one month following the voting of the demand by the State Legislature is allowed . The planning department at the State level and the Collector- cum- Member Secretary at the district level are authorized to watch the implementation process. There is a strong liaison with the planning department, administrative department and DPC by the officials of the concerned departments and the Collector. There is also a mechanism to ensure that the outlays earmarked for each district is in accordance with the formula of weightages. While implementing the programmes re-appropriation may be necessary for deviations of funds. In normal course, the re-appropriation would be done by the heads of departments and controlling officers with reference to the total amount voted under a particular major head of account controlled by these officers (Table no.2.2). The State Government has vested the power of re-appropriation of saving in the DPCs subject to certain conditions. The re-appropriation suggested by the DPCs is required to be taken into account while formulating the revised estimates by the administrative departments. The introduction of the local area development programmes of

MLA/MLC from the year 1984-1985 have been not accommodated in the decentralized planning process and these generally do not get any space in the normal planning process. In the entire decentralized planning process, it is clear that the resource envelope is known in the form of the tentative district outlay only to the DPC whereas it is not clearly known to the Panchayats and Municipalities in the district. The entire planning process at each Panchayats may be based on anticipations and entitlements. While fixing the plan outlay for the districts a criteria is followed as mentioned earlier whereas it is missing when the resources are moving vertically from the district to sub-district levels and it may often be arbitrary in nature. Moreover, lack of people's participation is another lacuna in the decentralized planning process in the State.

Institutional structure in the State for decentralized planning

Planning Department in the *Mantralaya* issues guidelines regarding preparation of coming year's plan to DPCs in July / August. Along with the guidelines, tentative district wise outlay and time table will be intimated. The Member –Secretary of the DPC asks the PRIs and other implementing agencies to submit their plans. S/he consolidates the plans and places it before the Scrutiny Committee. The Scrutiny Committee makes their recommendations. The Member Secretary places the final draft district plan again before the DPC for approval. The approved draft plan is submitted to the State Level Committee (SLC) headed by the Minister (Planning & Finance) for inclusion in the State Budget. The planning department releases the budgeted funds to the Member Secretary of the DPC, who in turn distributes the funds to the Zilla Parishad according to the plan approved by the DPC. Apart from the 'Green Book' (It consists of an introductory note and the overall financial position along with the salient aspects of budget), there are other documents such as 'White Book' (civil budget estimate, major head -cum -department wise summary) which gives the district plan schemes. There is also an appendix showing scheme wise details in respect of schemes and works transferred to the district plan and Blue Book which deals with budget memorandum.

Notified State Planning Calendar

Every year on the last week of July or first week of August, the Department of Planning, Government of Maharashtra issues detailed guidelines including a Planning Calendar for the preparation of District Plan. The Planning Calendar has eight major steps proposed to be achieved within the time limit before the presentation of State Budget (normally it takes place in the month of February) and release of funds (March /April) . The key dates mentioned in the planning calendar are as follows.

1. **15 August** –Detailed instructions for the preparation of district plan may be communicated to district implementing agencies and guidelines to be issued accordingly.
2. **25 August** –All implementing officers of the district plan may send the proposals of the respective departments to District Planning Committees (DPCs) and their administrative departments.
3. **30 August** – District Planning Officers (DPOs) may consolidate all the proposals of the draft district plan.
4. **15 September** –A small group of the DPC (Scrutiny Committee) may examine and approve the draft plan and put before the DPC.
5. **30 October**--DPC may approve the draft plan and recommend to the State Level Committee (SLC).
6. **5 November** – The Member Secretary (Collector) may send it to the Planning Department at the State level
7. **10-12 November**—The Minister, Department of Planning & Finance may discuss with DPCs and give final approval.
8. **30 January** –Integrate the District Plan to the State Annual Plan.

Integration of District Plans at the State Level

The district plans duly approved by the DPCs are forward to the planning department at the state level. The plans are vetted by the State Level Committee (SLC) headed by the Minister (Planning & Finance) and the planning department consolidates the plans and prepares the State Plan budget. The SCSP and TSP plans are prepared by the Social Justice Department and Tribal development department respectively for inclusion in the Plan Budget. There is a ‘District Sector Outlay’ in State Plan Budget,

known as *White Book*. The *White Book* has two components, (i) District wise *White Book* (general plan) and Common *White Book* (District Sector TSP and District Sector SCSP). Theoretically, the principle of non-divertibility ensures only in the case of district wise *White Book* whereas in the case of common *White Book* some amount of divertibility may be possible outside the district. The districts have the discretion to prioritize among various developments schemes within the outlay provided to them. Generally, the schemes and programmes are divided in to three categories and they are (i) State Level Schemes (ii) State Pool Schemes (iii) Regular District Level Schemes (ref. diagram no.2.1).

Diagram No.2.1

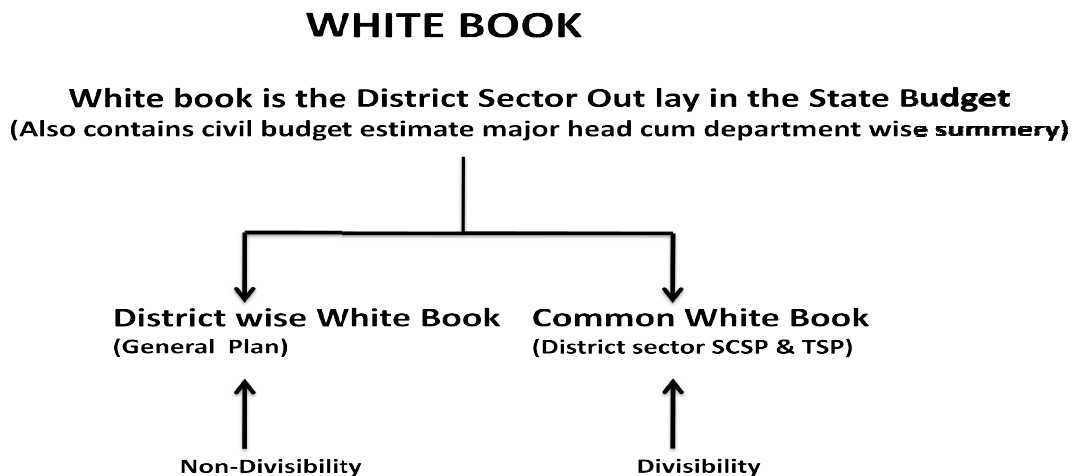


Table No.2.1: Actors in the Preparation of Decentralized Planning and their Specific Roles

Actors	Role
• Planning Department in the <i>Manthralaya</i>	• Issues guidelines , planning calendar, tentative district wise outlay
• Member Secretary of DPC	• Ask the PRIs and implementing agencies to submit the plans
• PRIs and District Line Departments	• Prepare draft proposals/ projects and submit to DPC
• District Planning Office / Planning Cell	• Classify, consolidate and place to the scrutiny committee
• Scrutiny Committee of DPC	• Examining the proposals (financial ceiling, logic for requirements of continuing the schemes, inevitable expansion of the scheme, and rationale for new schemes and guidelines, make recommendations & prepare a draft and submit to DPC
• DPC (in actual terms Member Secretary)	• Decides upon the priorities
• The Senior Officer of the Planning	• Modifications, adjustments required to confirm the guidelines

Department with Member Secretary	and policies of the Government
• Senior Officer of the Planning Department	• Final vetting of the draft plan & place to DPC for approval
• DPC	• Modifications if any , final incorporations in the draft annual plan and approval
• Member Secretary	• Submitting the draft plan to the planning department, other administrative departments and heads of departments
• Planning Department	• Examines with reference to the policies and priorities of the Government in regard to the annual plan of the State.
• State Level Committee(SLC) headed by Minister (Planning & Finance)	• Discuss the draft district annual plan and finalize it. Incorporates in to the annual plan of the State , incorporates in the State Budget
• State Planning Board	• Submits to the Planning Commission of India. Planning Commission may suggest modifications and after modifications submit the final district annual plan to the Member Secretary of DPC
• DPC	• Approval of the final District Annual Plan
• Planning Department	• Releases the Budget Amount to the Member Secretary of DPC
• Member Secretary DPC	• Distributes the funds to the ZP according to the plan approved by DPC

Source: Department of Planning, Rural Development & Panchayati Raj, Govt. of Maharashtra

Table No.2.2: Actors in the Implementation of Decentralized Planning and their Specific Roles

• State Government	• Issues orders for releasing funds under District Plan Schemes
• Member Secretary	• Closely watch the implementation process
• Member Secretary, planning department, administrative department	• Making liaison with all implementing agencies
• DPC	• Suggestion for re-appropriation
• Head of the department and controlling officers	• Re-appropriation
• State Government	• Vested the power of Re-appropriation of saving with the suggestion of DPC

Source: Department of Planning, Rural Development & Panchayati Raj, Govt. of Maharashtra

The amount allocated and actually transferred for decentralized planning for two consecutive financial years can be seen from the table no.2.3.

Table No. 2.3. Amount allocated and actually transferred for decentralized plans

YEAR	ALLOCATION(Rs.in lakhs)	SANCTION/RELEASE(Rs.in lakhs)
2011-12	Rs. 7,11,470 .00	Rs. 7,11,470 .00
2012-13	Rs. 8,76,610 .00	Rs. 8,76,610 .00

Source: Department of Rural Development & Panchayati Raj, Govt. of Maharashtra.

Source of support provided by the State for decentralized planning for both BRGF and non-BRGF districts

For 12 BRGF districts, services of TSIs/VSMs are provided. In 2010-2011, a pilot project on *Integrated Village Panchayat Micro Planning* in 424 Village Panchayats covering 818 revenue villages from six blocks was commissioned by the State Department of Planning and Rural Development to develop and customize an effective tool for decentralized planning process under BRGF. The project was really an extension of an earlier attempt of 'BRGF Action Research' in four most backward blocks (covering 273 Village Panchayats and 580 revenue villages) from the four revenue divisions in the State. The High Power Committee of BRGF has reviewed the experiences of the pilot project under the component of 'BRGF Monitoring of Outcomes' and based on the findings it is decided to conduct a similar process in all the 12 BRGF districts for developing district plans and subsequently in the whole State. It is reported that the exercise is under progress. Moreover, there are efforts to link micro level planning with BRGF, MGNREGA and other such programmes that mandate local level planning under a strong network (partnership with rural development department, planning department, UNICEF Maharashtra Field Office, SPARSH Centre for Participatory Learning, Gram Sewak Training Centre, Panchayati Raj Training Centres, District and Block administration, Panchayati Raj Institutions and Project Units of BRGF). The logic and argument for locating block as the unit for planning was the optimality in size (district is a too large unit and anything less than a block would impede the chances of systematic consolidation of Gram Sabha plans into an integrated plan at the next spatial level of Panchayat). On the other side, it argues that the process has been designed in such a way that Village Panchayat could be in a position to internalize and take ownership of the entire process.

District Planning Committee

The Government of Maharashtra has enacted the law based on Article 243 ZD of the Constitution. The Maharashtra District Planning Committee (Constitution & Functions) Act 1998 came into force from the 15th March 1999, and the same has been

amended vid the Amendment Act, 2000. As per the Act, the Constitution of District Planning Committee is as given table nos.2.4, 2.5, 2.6 and 2.7.

Table No. 2.4 Total Members of Committee & Elected Members of the DPC.

Sl No	POPULATION	TOTAL MEMBERS	OUT OF WHICH 4/5 TO BE ELECTED
1	Not more than 20 Lakhs	30	24
2	More than 20Lakhs but not more than 30 Lakhs	40	32
3	More than 30 Lakhs	50	40

Table No. 2.5. Ex Officio Members of the DPC

a	Minister in charge of the district	Chairman
b	President of the Zilla Parishad	Member
c	Collector of the district	Member-Secretary

Table No. 2.6. Nominated Members of the DPC

State Government shall nominate Maximum six Ministers/State Ministers Among the Ministers elected from the District.	Co- Chairman
The Governor shall nominate one member represented for the concerned Statutory Development Boards.	Member
The State Government shall nominate two members from the Members of State Legislature and the members of Parliament	Member
The State Government shall nominate two persons on the DPC having 40 members & four persons on the DPC having 50 members, having knowledge of District Planning	Member

Table No. 2.7. Special Invitees of the DPC

All the members of State Legislature & the members of Parliament except the members mentioned in 1 and 3 at (C) above	Special Invitee
The Divisional Commissioner for the District	Special Invitee
The Chief Executive Officer of the Zilla Parishad	Special Invitee
The Officer on Special duty (Planning) In the Office of the Divisional Commission	Special Invitee
The District Planning officer.	Special Invitee
Executive Chairman or member of State Planning board.	Special Invitee
The State Government shall nominate 10, 12 & 15 persons on DPC whose total number of members are 30, 40 & 50 respectively	Special Invitee

Functions of DPC as Specified in the Act

The functions of the DPC are specified in Section 10 of Chapter II of the Maharashtra District Planning Committee (Constitution & Functions) Act 1998, is as follows.

- a. To consider and consolidate the District Annual Plans prepared by the Panchayats and Municipalities in the district and to prepare draft development plan for the district as a whole.
- b. To consider the five-year plan and perspective plans prepared by the Panchayats and the Municipalities and co-ordinate and prepare draft Five Year Plan and perspective development plan for the entire district.
- c. To review and monitor the progress of District Annual Plan and suggest re-appropriation of approved provision of the District Annual Plan in accordance with the guidelines issued by the State Government.
- d. To recommend through the Chairperson the approved draft development plan to the State Government.
- e. To ensure compliance of the provisions of clause (3) of article 243-ZD of the Constitution.

In addition to this, there is a provision for constituting an executive committee and sub committees for carrying out the purposes of the Act (Section 11 of Chapter II, of the Maharashtra District Planning Committee, Constitution & Functions Act 1998).

Notification/order(s)/amendments for DPC issued by the State Government

A. The Maharashtra District Planning Committee (Constitution and Functions) Act, 1998: As per the Act, the State Government has the power to make rules and issue directives. It says “the State government may issue directives, from time to time to the district planning committee with regard to the guidelines of, or resolutions adopted by the said committees, or any matter that the state Government considers fit for taking up with the committee. On receipt of the directions, the District Planning Committee shall comply with such directives. The power to make rules under this act shall be exercised by the State Government by notification in the Official gazette”. Accordingly the following Rules and Notifications were issued.

- a. Maharashtra District Planning Committee (Election) Rules, 1999
- b. Maharashtra District Planning Committee (Conduct of Meeting) Rules, 1999
- c. Notification No. DPC-1098/CR-93/D 1444 dated 22-7-1999 – Rules
- d. Maharashtra Act XXX of 2000 published on 4-5-2000
- e. Maharashtra Act DPC (Constitution & Functions) (Amendment) Act 2012. As per the amendment on 24 December 2012,, 50 % of seats for elected members in the DPCs has been reserved for women and it says “one- half (including the number of seats reserved for women belonging to the Scheduled Caste, the Scheduled Tribes and Backward Class of Citizens) of the total number of seats to be filled in by election from the urban or rural in a District Planning Committee shall be reserved for women”.

Remarks

There is no technical staff at the Panchayat level for the preparation of the Plan documents but for the 12 BRGF districts where TSIs are appointed. Minister- in-charge of the district is designated as the DPC Chairperson (A Minister designated by the State Government to be the Minister-in-charge of the district, who is locally known as Guardian Minister /*Palak Mantri*). As per Chapter II, section 3(4) of the Maharashtra DPCs (Constitution & Functions) Act 1998, the Minister who has been given charge of the district by the Council of Ministers is made the Ex-officio Chairperson of the DPC. The Minister –in- charge of the district becomes the Chairperson of the DPC suomotto, as per the Act and Rules thereof.

There is a wing of the planning department in the *Mantralaya* for district planning. The District Planning Committee was constituted as per Maharashtra DPC (constitution & functions) Act 1998. The DPC will consist of not less than 30 and not more than 50 members. The Minister -in -Charge of the district will be the Chairman and the district Collector will be the Member Secretary of the DPC. Of the total members of the DPC not less than four fifth shall be directly elected from among the elected members of the Z.P and Municipalities in the district in proportion to the ratio between rural and urban population. The MP and MLAs shall be permanent invitees to all DPC meetings. There is reservation for SC/ ST, OBC and women in the membership of DPC on the same lines as the seats in the three tier Panchayats.

The functions of the DPCs are the following

- a. To consider and consolidate annual plan prepared by the Panchayats and Municipalities and to prepare draft development plan for the district as a whole. (This function has been performed by the DPCs in the three selected districts of Ahammad Nagar, Chandrapur and Ratnagiri)
- b. To consider the five year plan and perspective plans prepared by the Panchayats and Municipalities and co-ordinate and prepare the draft five year plan and perspective development plan for the entire district. (This function has not been performed by the DPCs in the three selected districts).
- c. To review and monitor the progress of annual district plan and suggest re-appropriation of its approved provisions in accordance with the guidelines issued by the State Government. (This function has been partially performed by the DPCs in the three selected districts).

In practice these functions are not fully discharged by the DPCs in the State.

The State has piloted a strategy for preparing integrated bottom up plans for Panchayats using the tool of micro planning and the same is being scaled up under BRGF for generating integrated district plans .Village development plans through micro planning with people's participation and approval of Gram Sabha have been prepared in BRGF districts with the assistance of YASHADA and UNICEF. The State Government has accepted in principle the policy of organizing micro planning once every year in every Village Panchayat. It is observed that only on the implementation of the policy, the process of the decentralized planning in the State will become functional in letter and spirit.

Composition and designation of the members of the DPC

Number of Elected Representatives from Zilla Parishad and Municipalities:

As per Section (3) Chapter II of the DPC (Constitution & Functions) Act 1998 as amended by the Act of 2012 not less than 4/5 of the total number of members of the DPC from among the elected members of the ZP and the Municipalities in the district in proportion to the rural and urban population. (It is noticed that the DPCs of the three selected districts have been constituted as per the above provision.)

Nominated members of the DPC:

- a. One member from among the members of statutory Development Board by the Governor.
- b. Two members from among the members of the Legislature and the members of Parliament of the area by State Government.
- c. Two expert members for DPCs having forty members and four members for DPCs having 50 members, having knowledge in district planning, by State Government.

Other ex-officio members of the DPC:

- i. Minister- in -charge of the district,(ii) President of the Zilla Parishad and (iii) District Collector.

Permanent invitees of the DPC:

- a. Other members of the Parliament and other members of the State Legislature, residing in or elected from the district and who are not nominated to the DPC by the State Government.
- b. Divisional Commissioner for the district.
- c. CEO of the Zilla Parishad.
- d. Officer on special duty in the office of the Divisional Commissioner.
- e. District Planning Officer.
- f. 10, 12 and 15 ordinarily residents of the district to DPCs having total membership of 30, 40 and 50 respectively, by State Government.

While constituting the DPCs in the three selected districts, all the above three categories of members (nominated, ex-officio and permanent invitees) were ensured.

Role of DPC in Creating Integrated Plans

The DPC shall consider the plans received from the constituent local bodies and the plans shall be consolidated for the district as a whole, adhering to the guidelines issued by State Government. The consolidated plan will be approved by the DPC

before sending it to State Government. All the DPCs from the three selected districts have submitted such plans to the State Government in the year 2012-13.

Procedure for Integration

The Member Secretary shall place before the DPC the plans received from the Constituent Local Bodies (both rural and urban) for consideration. After consideration, these plans shall be prepared by the Member Secretary for the district as a whole, adhering to the guidelines issued by the State Government. The consolidated plan will be submitted to the Scrutiny Committee consisting of the MLA (1), Member Secretary, elected representative (1) of urban local bodies and elected representative (1) of rural local bodies. It is categorically mentioned that “*while preparing such plans, the DPC shall adhere to the guidelines issued by the State Government in the matter of extent and size of the financial allocations, inter-sectoral priorities, provision of funds for the committed schemes, externally aided schemes and special programmes on which the Government has laid emphasis such as minimum needs programme, 20 point programme, et.*”. The final draft plan shall again be placed before the DPC for its approval. (Section 11 of the Maharashtra District Planning Committee, Conduct of Meeting Rules, 1999)

Plan Preparation by the Zilla Parishad (2012-2013)

This part is reported mainly from the data on one sample Zilla Parishad (Ahamednagar) out of the selected three Zilla Parishads

- **Resource Envelop:** The Member Secretary, District Planning Committee (DPC) communicates resource envelop with sector wise allocation to the CEO of the Zilla Parishad. Moreover, the copy of the *White Book* also indicates the sector wise detailed allocation. The document is seen in the three sample Zilla Parishads. It is reported that in the three sample Zilla Parishads have received the communication much in advance.
- **Resource Entitlement:** Since the resource envelop with *White Book* was available with the Zilla Parishad there is no need to estimate the proposed plan size based on the resource entitlement.

- **Guidelines from Zilla Parishad:** The Member Secretary, District Planning Committee (DPC) communicates the guidelines and planning calendar to the CEO of the Zilla Parishad. A planning proforma for the preparation of plan document was available in the all three sample Zilla Parishads. The format has separate columns equal to the subjects /functions transferred to the Zilla Parishad. A detailed copy of the guidelines , planning calendar and format are seen in all the three sample Zilla Parishads
- **Felt Need Identification:** Three tools are applied to identify the felt needs of the rural areas of the district which comes under the jurisdiction of the Zilla Parishad (i) while identifying the felt needs by the Gram Sabha for the preparation of the plan document of the Village Panchayats , certain projects will be submitted to ‘higher tiers’ of Panchayats including Zilla Parishad, (ii) the department functionaries at the district level who are transferred to the Zilla Parishad and the core staff of the Zilla Parishad will identify some projects for their concerned departments ,and (iii) a separate general body of the Zilla Parishad will discuss the planning issues and entertain proposals /suggestions from the members . In all the three cases, the sample Zilla Parishads has applied all the above tools for identifying the felt needs of the rural district.
- **Support Structure:** The CEO communicates the guidelines, planning proforma and planning calendar to the Heads of Departments (HoDs) with instructions to submit proposals. The subject committees of the Zilla Parishad play a crucial role and consider the proposals of the respective sectors.
- **Draft Scheme Plans:** The subject committees prepare the scheme wise action plans. Proposals are compiled, compared and submitted to the general body of the Zilla Parishad.
- **Approval by the Zilla Parishad:** The Scheme wise action plans are approved by the standing committee of the Zilla Parishad and placed before the general body of the Zilla Parishad for final approval. The proceedings are seen documented in the minutes. It is noticed that all the three sample Zilla Parishads have followed the same procedure

- **Plans Submitted to the DPC:** The plans are submitted to the concerned DPC for final approval. It is seen that the plans of the three sample Zilla Parishads are submitted to the concerned DPCs.

Features of the Plan Document of the Zilla Parishad

The Zilla Parishad prepares four 'Plan' documents of (i) integrated plan, (ii) scheme wise action plan, (iii) consolidation of scheme wise action plan, and (iv) consolidation of own fund based plan.

- (1) **Integrated Plan Document:** The Zilla Parishad prepares one integrated plan document which consists of sector wise sub-plans of the major subjects / functions transferred to the Zilla Parishad. The sub plan covers sectors of agriculture, animal husbandry, health, family welfare, public works women & child etc. (Table no.2.8). It is noticed that the integrated plan is prepared in a separate format which is supplied by the DPC. The major sources of the proposed estimate amount of the plan are from (i) Government Grants/DPC and (ii) ZP Cess
- (2) **Scheme Wise Action Plan:** Separate scheme wise action plans IAY and NRLM are prepared by the Zilla Parishad. The allotted amount for each scheme is the source of the proposed plan.
- (3) **Consolidation of Scheme Wise Action Plan:** All the Panchayat Samitis within the jurisdiction of the Zilla Parishad submit separate scheme wise action plans of MGNREGA, and BRGF to the concerned Zilla Parishad. As a part of the plan preparation, the Zilla Parishad consolidates all the documents. However, the two schemes (MGNREGA&BRGF) are implemented by the Village Panchayats.
- (4) **Consolidation of Own Fund Based Plans:** It is the duty of the Village Panchayats to submit a copy of the own fund based plan document to the concerned Panchayat Samiti and Zilla Parishad. It is consolidated at the Zilla Parishad level as a part of the planning exercise. (This part is not included in the table no.2.8)

**Table No.2.8: Features of the Plan Document of Sample Zilla Parishad (Ahamednagar)
2012-2013**

Activities proposed:	Proposed Plan Amount(Rs.in Lakhs)	Sources of the Estimated Plan	Are the funds allocated, adequate for the plan activities? If no, specify:
1.Integrated Plan Document			
Agriculture	427.84	DPC (<i>White Book</i>)	Yes
Agriculture	43.33	ZP Cess	Yes
Animal husbandry	2084.43	DPC(<i>White Book</i>)	Yes
Animal husbandry	72.00	ZP Cess	Yes
Rural development	4239.91	DPC(<i>White Book</i>)	Yes
Minor irrigation	2428.87	DPC(<i>White Book</i>)	Yes
Minor irrigation	42.00	ZP Cess	Yes
Education	620.78	DPC(<i>White Book</i>)	Yes
Education	14.50	ZP Cess	Yes
Village Panchayat	1983.23	DPC(<i>White Book</i>)	Yes
Health	2405.64	DPC(<i>White Book</i>)	Yes
Health	29.52	ZP Cess	Yes
Rural water supply	2240.29	DPC(<i>White Book</i>)	Yes
Rural water supply	1229.83	ZPCess	Yes
Women & child development	2690.59	DPC(<i>White Book</i>)	Yes
Women & child development	100.00	ZP Cess	Yes
Social welfare	207.39	DPC(<i>White Book</i>)	Yes
Social welfare	214.81	ZP Cess	Yes
Public works	919.04	DP C(<i>White Book</i>)	Yes
Public works	445.93	ZP Cess	Yes
Rural sanitation programme	78.00	DPC(<i>White Book</i>)	Yes
Rural sanitation programme (biogas)	48.68	ZP Cess	Yes
Sub Total	22566.61		
2.Scheme Wise Action Plan			
IAY	8478.13	Central Fund	Yes
NRLM	1110.79	Central Fund	Yes
Sub Total	9588.92		
3.Consolidation of Scheme Wise Action Plan			
BRGF	5806.22	Central Fund	Yes
MGNREGA	14757.00	Central Fund	Yes
Sub Total	20563.22		
Grant Total	52718.75		

Note: The source of Budget indicated are (i) DPC (the funds earmarked for various sectors out of the outlay proposed for the district for annual plan and it is transferred to DPC as per the White Book and in turn to ZP) and (ii) ZP Cess which consists of the own income through taxation and cess including the percentage allocated to the ZP out of the taxes imposed by the State Government .In other words the major share is transferred.

Source: Data Computed from the Sample Zilla Parishad, (Ahamednagar)

Plan Preparation by the Panchayat Samiti (2012-2013)

This part is reported mainly from the data on one sample Panchayat Samiti (Brahmapuri) out of the selected six Panchayat Samitis.

- **Resource Envelop:** During the discussion with the functionaries of Panchayat Samiti it is felt that details on resource envelop was officially indicated from the Zilla Parishad. A format is used for this purpose. This is the case with all the six sample Panchayat Samitis.
- **Resource Entitlement:** Since resource envelop was available to the Panchayat Samitis there is no need to estimate the proposed plan size based on the resource entitlement.
- **Guidelines from Zilla Parishad:** A detailed copy of the guidelines with planning calendar was seen in all the sample Panchayat Samitis. In addition to that oral communication had been passed to the respective BDOs by the CEOs of the concerned Zilla Parishads. The format (very specific in nature) for the preparation of plan/ budget document was available in the all six sample Panchayat Samitis. The format has separate number of columns equal to the subjects /functions transferred to the Panchayat Samitis.
- **Felt Need Identification:** There are three ways to identify felt needs of the locality under the jurisdiction of the Panchayat Samitis; (i) while identifying the felt needs by the Gram Sabha for the preparation of the plan document of the Village Panchayats ,certain projects will be submitted to ‘higher tiers’ of Panchayats including the Panchayat Samiti, (ii) the department functionaries at the block level who are transferred to the Panchayat Samiti will identify some projects for their concerned departments ,and (iii) the members of the Panchayat Samiti also will identify certain projects from their respective constituencies . It is reported that in all the six cases of sample Panchayats the above tools were applied for identifying the felt needs of the locality.
- **Support Structure:** As the Panchayat Samitis are having a core staff at their disposal, the support structure is available for the preparation of the plan document. The steps in the plan preparation process including collection of the data by the line departments and discussion with HoDs, BDO and Chairman.

The Head of the Departments (HoDs) provide technical support to the Panchayat Samiti for the preparation of scheme wise plans.

- **Draft Scheme Plans :** Extension Officer (Statistics) prepares the scheme wise plans (13th Finance Commission, IAY, NBA, NRLM and *Ramai Awaas Yojana*) and plans under own fund (PS cess) after discussions with the functionaries. In addition to this all the Village Panchayats within the jurisdiction of the Panchayat Samiti submit 'scheme based plans'/ budgets to the concerned Panchayat Samiti. Panchayat Samiti consolidates the documents on scheme wise.
- **Approval by the Panchayat Samiti:** The scheme wise action plans are approved by the concerned general committee of the Panchayat Samiti. It has been reported in the minutes of the concerned Panchayats. The proceedings are seen documented in the minutes. Similar cases are noticed in all the six sample Panchayat Samitis
- **Plans Submitted to the Zilla Parishad:** The plans are submitted to the concerned Zilla Parishad for final approval. The plans of the six sample Panchayat Samitis are submitted to the concerned Zilla Parishad.

Features of the Plan Document of the Panchayat Samiti

The Panchayat Samiti prepares four 'Plan' documents of (i) integrated plan, (ii) scheme wise action plan, (iii) consolidation of scheme wise action plan, and (iv) consolidation of own income based plan .

1. **Integrated Plan Document:** The Panchayat Samiti prepares one integrated plan proposal which consists of sector wise sub- plans of the major subjects / functions transferred to the Panchayat Samiti. The sub plan covers sectors of agriculture, animal husbandry, health, family welfare, public works and women & child. It is noticed that the integrated plan is prepared in a separate format which is supplied by the Zilla Parishad. The major sources of the proposed estimate amount of the plan are from (i) PS Cess, (ii) Government Grants, (iii) Central fund, and (iv) ZP Cess (ref.table no. 2.9).

2. **Scheme Wise Action Plan;** Separate scheme wise action plans for 13th Finance Commission, IAY, NBA, NRLM and *Ramai Awass Yojana* are prepared by the Panchayat Samiti (ref. table no. 2.9). The respective amount allotted for each scheme is the source of the proposed plan. The grant from the Finance Commission is also considered as a scheme and therefore there is a separate plan for the same.
3. **Consolidation of Scheme Wise Action Plan:** All the Village Panchayats within the jurisdiction of the Panchayat Samiti submits separate scheme wise action plans of MGNREGA, BRGF and Eco- Village to the concerned Panchayat Samiti. As part of the plan preparation, the Panchayat Samiti consolidates all the documents. However, the three schemes (MGNREGA, BRGF & Eco-Village) are implemented by the Village Panchayats.
4. **Consolidation of Own Fund Based Plans:** It is the duty of the Village Panchayats to submit a copy of the own fund based plans document to the concerned Panchayat Samiti. It is consolidated at the Panchayat Samiti level as a part of the planning exercise.

TableNo.2.9: Features of the Plan Document of Sample Panchayat Samiti (Brahmapuri) 2012-2013

Activities proposed:	Proposed Plan Amount(Rs. in Lakhs)	Sources of the Estimated Plan	Are the funds allocated, adequate for the plan activities? If no, specify:
1.Integrated Plan Document			
General Administration & Salary	503.60	Govt Grant/ PS Cess	Yes
Health	176.00	Govt Grant/ PS Cess	Yes
Family Welfare	110.46	Govt Grant/ PS Cess	Yes
Animal Husbandry	74.65	Govt Grant/ PS Cess	Yes
Women & Child Development	2771.51	Govt Grant/ PS Cess	Yes
Tribal Supply	84.00	Govt Grant/ PS Cess	Yes
Agriculture	13.15	Govt Grant/ PS Cess	Yes
Special Works(Biogas Plant)	2.08	State Fund	Yes
Sub Total	3735.45		
2.Scheme Wise Action Plan			
13 th Finance Commission	38.35	Central Fund	Yes
NBA	41.04	Central/State	Yes
IAY	161.66	Central Fund	Yes
Ramai Awas Yojana	216.22	State Fund	Yes
Sub Total	457.27		

3.Consolidation of Scheme Wise Action Plan			
BRGF	122.10	Central Fund	Yes
MGNREGA	1537.91	Central Fund	Yes
Sub Total	1660.01		
Grant Total	5852.73		

Note: The sources of funds indicated is the share of the Panchayat Samiti, out of the Cess on land revenue and increased cess on land collected by ZP and divisible between the ZP and Panchayat Samiti on an equal basis.

Source: Data Computed from the Sample Panchayat Samiti (Brahmapuri)

Plan Preparation by the Village Panchayat (2012-2013)

This part is reported from the data on one sample Village Panchayat (Knihi) out of the selected 12 Panchayats.

- **Resource Envelop** : During the discussion with the Panchayat functionaries it is felt that no details on resource envelop was indicated to them officially from any source. This is the case with all the 12 sample Village Panchayats
- **Resource Entitlement:** Though the Panchayats were not officially communicated on the resource envelop, they were aware on the resource entitlement. Based on the past experience (mainly on the previous year's experience) a reasonable projection and expectation of the proposed amount could be worked out. The majority of them were in a position to make a rough estimate of the plan to be prepared for the coming year.
- **Guidelines from Panchayat Samiti:** A detailed copy of the guidelines was not seen in any of the Village Panchayats though the concerned Panchayats had claimed that the same had been despatched to the Village Panchayats. However, it is reported that oral communication had been passed to the respective VDOs by the concerned Panchayat Samitis. The format for the preparation of budget document was available in all the 12 sample Village Panchayats.
- **Felt Need Identification by Gram Sabha:** It is reported that in all the cases the Gram Sabhas were held for identifying the felt needs of the local community. And the felt needs identified by the Gram Sabhas had become the

basis of the plan document prepared by the Panchayats. It is reported that tools of micro level planning were used in the Villages from the BRGF districts.

- **Support Structure:** The support of the Engineering staff of Panchayat Samiti was available for plan schemes preparation in the entire 12 sample Panchayats. Additional technical support from the Technical Support Institutions (TSIs) was also available for the Village Panchayats from the BRGF districts.
- **Draft Scheme Plans Presented in the Gram Sabhas:** It is reported that a draft scheme plan was presented in the Gram Sabha and the suggestions of the Gram Sabhas were incorporated and was approved. More or less the same situation was reported in all the 12 cases. While preparing plans, 10 per cent allocation for women and 20 per cent for SC/ST were set apart in the plans. These specific allocations for women, SCs and STs were visible in all the 12 plans of the sample Village Panchayats. In four Village Panchayats the allotted amount were less than the prescribed requirements. However, in all the Village Panchayats from the BRGF district followed the suggestions in the guidelines.
- **Approval by the Village Panchayat:** The evidences show that all the Scheme Plans were approved by the concerned general committee of the Village Panchayats. It is seen recorded in the respective minutes of the concerned Panchayats .
- **Plans Submitted to the Panchayat Samitis:** The Scheme Plans were submitted to the concerned Panchayat Samitis for final approval. The plans of nine Village Panchayats out of the 12 Panchayats were submitted to Panchayat Samitis.

Features of the Plan Document of the Village Panchayat

It is important to note that ‘one single integrated plan document’ was not seen in any of the sample Village Panchayats. On the contrary, six separate plan documents were available in all the sample Village Panchayats from the BRGF district whereas only five in the Panchayats from the non BRGF districts. One set of the plan document is locally known as ‘scheme wise action plan’. There are four scheme wise action plans and they are (i. MGNREGA Scheme Wise Action Plan, ii. BRGF Scheme Wise

Action Plan, iii. 13th Finance Commission Scheme Wise Action Plan, and iv. Eco Village Scheme Wise Action Plan). There are other two plans based on own fund sources (Gram Nidhi Plan and Pani Purvata). Lack of clarity persists at the 'Panchayat plan' since there are six plan documents by different names. Moreover, lack of clarity is noticed on plan and budget. The term 'plan' and 'budget' are often interchangeable for the functionaries of the Village Panchayat.

(1) MGNREGA Action Plan: In the Village Panchayat (Kinhi) has prepared an action plan for the Scheme (MGNREGA) for the period 2012-2013 for the proposed amount of Rs. 2,16,634.00 (ref. table no.2.10). Three activities are proposed (i. irrigation well, ii. agriculture nursery, and iii. maintenance of road) . It is a separate document, prepared approved by the Village panchayat and submitted to the Panchayat Samiti. The Panchayat reported that the activities are identified by the Gram Sabha which was held for the purpose. The Village Panchayat was supported by the Engineering staff of Panchayat Samiti. The proposed amount under MENREGA was indicated to the Panchayat much in advance. It is reported that the plan was approved by the concerned Panchayat Samiti.

(2) Eco- Village Action Plan: The Village Panchayat (Kinhi) has prepared an action plan under Eco Village Scheme, a flag ship programme of the Government of Maharashtra, for the period 2012-2013 (ref. table no.2.11). The proposed amount for the plan was Rs.80,670.00. It is seen that three activities are proposed (i. drainage, ii. plantation and iii.CFL bulb) . It is a separate document and is prepared and approved by the Village Panchayat and submitted to the Panchayat Samiti. The proposed amount was indicated to the Panchayat much in advance. It is reported that the plan was approved by the concerned Panchayat Samiti. The Village Panchayat was supported by the engineering staff of Panchayat Samiti. The Panchayat reported that the activities are identified by the Gram Sabha which was held for the purpose.

(3) 13th Finance Commission Action Plan: An action plan for grant amount under 13th Finance Commission was prepared by the Village Panchayat (Kinhi) for the

period 2012-2013 (Table no .2.12). The grant amount is locally treated as a scheme. The proposed plan amount was Rs.1,90,069.00. Three activities are proposed (i.net setter, ii. cc drainage, iii. appointment of data entry operator and iv. Cc road). It is a separate document and is prepared and approved by the Village Panchayat and submitted to the Panchayat Samiti. The Panchayat reported that the activities are identified by the Gram Sabha which was held for the purpose. The proposed amount was indicated to the Panchayat much in advance. It is reported that the plan was approved by the concerned Panchayat Samiti. The Village Panchayat was supported by the Engineering staff of Panchayat Samiti.

(4) BRGF Action Plan: An Action Plan for BRGF was prepared by the Village Panchayat (Kinhi) for the period 2012-2013. The proposed amount for the plan was Rs.1,59,180.00. Two CC Roads are proposed and it is a separate document. The document is prepared and approved by the Village Panchayat and submitted to the Panchayat Samiti. The Panchayat reported that the activities are identified by the Gram Sabha which was held for the purpose. The proposed amount under BRGF was indicated to the Panchayat much in advance. It is reported that the plan was approved by the concerned Panchayat Samiti. The Village Panchayat was supported by the Engineering staff of Panchayat Samiti.

(5) Own Fund Based Plan: There are two parts in the own fund based plan. One is known as *Gram Nidhi Plan* and the other as *Pani Purvata Plan*.

(5.1) Gram Nidhi Plan: The sample Village Panchayat (Kinhi) has prepared a Gram Nidhi Plan under the own fund source, for the period 2012-2013 (ref. table no.2.14). The expected amount /revenue was Rs.1,63,100.00. The major sources are, (i) house tax, (ii) electricity tax and (iii) other local taxes. It is seen that 15 activities are proposed for the expected expenditure. It is a separate document and is prepared and approved by the Village Panchayat and submitted to the Panchayat Samiti. The proposed amount was estimated as per the previous experience. It is reported that the plan/budget was first approved by the general committee of the Village Panchayat, Kinhi and then submitted to the concerned Panchayat Samiti. The Panchayat reported

that the activities proposed in the plan document are identified by the Gram Sabha which was held for the purpose.

(5.2) Pani Purvata Plan: A Plan known as ‘Pani Purvata’ was prepared by the sample Village Panchayat (Kinhi) under the own fund source , for the period 2012-2013 (ref, table no.2.15).The expected amount /revenue was Rs.53,906.00 It is seen that seven activities are proposed for the expected expenditure. The expected amount was projected as per the previous experience and it is mainly based on water tax. It is reported that the plan/budget was first approved by the general committee of the Village Panchayat, Kinni and then submitted to the concerned Panchayat Samiti . The Panchayat has reported that the activities proposed in the plan document are the felt needs of the local community who attended the Gram Sabha.

Table No.2.10: Separate Scheme Based Action Plans (MGNREGA) Prepared by the Sample Village Panchayat, (Kinhi) 2012-2013

MGNREGA	Name of the Proposed Activity	Proposed Amount in Rs.
	Irrigation Well	1,59,407
	Agriculture Nursery	35,490
	Maintenance of Road	21,737
	Total	2,16,634

Source: Data Collected from the Village Panchayat (Kinhi)

Table No.2.11: Separate Scheme Based Action Plans (Eco-Village) Prepared by the Sample Village Panchayat, (Kinhi) 2012-2013

Eco -Village	Name of the Proposed Activity	Proposed Amount in Rs.
	Drainage	23,250
	Plantation	41,940
	CFL bulb	15,480
	Total	80,670

Source: Source: Data Collected from the Village Panchayat (Kinhi)

Table No.2.12: Separate Scheme Based Action Plans (13th Finance Commission) Prepared by the Sample Village Panchayat, (Kinhi) 2012-2013

13 th Finance Commission	Name of the Proposed Activity	Proposed Amount in Rs.
	Net setter	2,150
	CC Drainage	1,02,715
	Data entry operator	8,824
	C C Road	76,380
	Total	1,90,069

Source: Source: Data Collected from the Village Panchayat (Kinhi)

Table No.2.13: Separate Scheme Based Action Plans (BRGF) Prepared by the Sample Village Panchayat, (Kinhi) 2012-2013

BRGF	Name of the Proposed Activity	Proposed Amount in Rs.
	CC Road	28,560
	CC Road	1,30,620
	Total	1,59,180

Source: Source: Data Collected from the Village Panchayat (Kinhi)

Table No.2.14: Own Fund Based Plan /Budgets (Gram Nidhi) Village Panchayat, (Kinhi) 2012-2013

Expected Revenue		Expected Expenditure	
Item	Amount in Rs.	Item	Amount in Rs.
OB	13,380	Staff Salary	19,890
House tax	91,549	Sitting fee	28,690
Electricity	11,257	Furniture	16,100
Interest	362	Cleaning of panchayat area	4500
Library tax	1,044	Drainage	28,200
Health	1,170	Street light	14,809
Land acquisition	1,672	Maintenance of Panchyat asset	10,591
Land revenue	1,125	10% for Women & Child	10,145
Sarpanch honorarium	5,700	20% for SC/ST	16,430
Staff salary	14,145	Library	1,107
Sitting allowance	3,325	Cultural programme	1,313
Registration fee for marriage	1,101	DVD	290
Tantamukta Samiti	1,000	Advertisement	894
Miscellaneous	170	Miscellaneous	7,006
Loan	16,100	Loan return	1,200
		Closing Balance	1,935
Total	1,63,100	Total	1,63,100

Source: Source: Data Collected from the Village Panchayat (Kinhi)

Table No.2.15: Own Fund Based Plan /Budgets (Pani Purvata) Village Panchayat, (Kinhi) 2012-2013

Expected Revenue		Expected Expenditure	
Item	Amount in Rs.	Item	Amount in Rs.
OB	10,917	Office Expense	1,230
General Water Tax	39,084	Maintenance of Panchayat Asset	885
Interest	345	Hand Pump	13,200
Safety Water Guards	2,860	Open Well	6,910
Others	900	Bleaching Powder	3,300
		Safety Water Guard	1,200
		Miscellaneous	6,480
		CB	20,901
Total	53,906	Total	53,906

Source: Data Collected from the Village Panchayat (Kihnni)

Ground Realities

Zilla Parishad

- Every year the Planning Department issues circular (instructions) to the DPC. The Member Secretary, (DPC) communicates the size of the district plan and the time table to the CEO of the Zilla Parishad. It is reported that the three sample Zilla Parishads have received the same in 2012-2013.
- The District Planning Office (DPO) functions as the Secretariat of the District Planning Committee (DPC). The office consists of District Planning Officer (DPO), Assistant District Planning Officers (Assit. DPOs), Research Officers (ROs), Research Assistant (RA) and ministerial staff. The planning process at the district level is co-ordinated by the District Planning Officer. The same is noticed in all the three selected Zilla Parishads. The planning unit at the district level is professionally competent.
- The District plans were made before 31 December of the previous year in the case of three sample Zilla Parishads.
- Head of the Line Departments (HoDs), DPC members and sub -committee of DPC were involved in the district plan preparation of the sample three districts.

- HoDs prepare plan proposal for their respective sectors. Sub –committee of DPC scrutinises the proposals. DPC members can also put up suggestions. DPC finalises the proposals. This was followed in three sample districts.
- Concerned HoDs in the three Zilla Parashads identify and analyse the felt needs through their field level functionaries.
- Goals already fixed by State Govt. are reflected in the plans prepared by the three sample Zilla Parishads and the DPCs. A formula has been fixed for distribution of plan outlay giving weightage to general population (30 %), rural population (20 %), area (30 %) and HDI (20 %), In addition, 10.2 per cent of the plan outlay is earmarked under SCSP and 8.9 percent under TSP. This was visible in the three sample cases.
- The resources available for planning for the year 2012-2013 have been indicated to the three sample Zilla Parishads along with the guidelines issued by planning department for preparation of next year plan, district wise tentative outlay has also been indicated.
- The plans of 12 sample Village Panchayats and six sample Panchayat Samitis had integrated with the respective plans of the three sample Zilla Parishads. The quality of the plan document of the Zilla Parishad is relatively better in the BRGF district (Ahmednagar).
- The HoDs submit proposals to the DPC for inclusion in the plan. The Member Secretary consolidates the plans and a scrutiny committee vets the plans and recommends to the DPC. The same system is followed in the three DPCs of the sample districts.
- The total district plans, SCP and TSP are included in the State plan. The district plans of the three selected districts were reflected in the 'State Plan'.
- The planning process in the district is co-ordinated by the Member Secretary who is the Secretary of the DPC. The State Govt. deputed experts from the *Mantralaya* to guide and supervise the planning activities in the districts. It is reported that the sample districts were provided the service of the experts from the *Mantralaya* in the planning process.

- Even though bottom up planning is envisaged, the plans of Village Panchayats and Panchayat Samitis are not properly reflected in the District or State plans. Instead the departmental plans at the district level are consolidated to form the State Plan.
- There is a general feeling among the Chairpersons of the three sample Zilla Parishads that they are being marginalized from the business of respective DPCs. According to them, the key actors are Guardian Minister, Member Secretary and other officials. The same view is shared by the other elected authorities from all the three sample Zilla Parishads.

Panchayat Samiti

- Guidelines issued by the DPC/Zilla Parishad to Panchayat Samitis for plan preparation was available in all the six sample Panchayat Samitis .
- Plans of all the six sample Panchayat Samitis are submitted to the respective Zilla Parishads for the year 2012-2013.
- The plans prepared by Village Panchayats are consolidated at the Panchayat Samiti level for the year 2012-2013. The consolidated plans of the respective Village Panchayats were seen in the six selected Panchayat Samitis.
- The resources available for planning for the year 2012-2013 had not been indicated to the Panchayat Samitis. It was stated by all the six sample Panchayat Samitis.
- The steps in the plan preparation process including collection of data, discussion with Head the Line Departments (HoDs) and Elected Representatives (ERs) etc, are followed in all the six sample Panchayat Samitis. The intensity and passion was more in the Panchayat samitis from the BRGF district.
- Extension Officer (EO), Statistics prepares the plan after detailed discussions with Block Development Officer (BDO) & Chairperson of the Panchayat Samiti after collecting data from HoDs. The similar steps were noticed in all the six sample Panchayat Samitis with more emphasis in Panchayat Samitis from the BRGF district.

- The Head of the line Departments (HoDs) provide technical support to the Panchayat Samiti for the preparation of plan. It is observed in majority of the sample Panchayat Samitis.

Village Panchayat

- No resources for planning for the year 2012-2013 had been indicated to the Village Panchayats, as it is evident from the 12 selected sample Village Panchayats.
- Some forms of general guidelines were available in all the selected 12 Village Panchayats from the respective Panchayati Samiti. Engineering staff of Panchayat Samithi were available to provide technical guidance for the preparation of plan proposals, in majority cases. Additional technical support from TSIs was also available for the Village Panchayats from the BRGF districts.
- The plans were reported to be presented in the Gram Sabhas(GS) and all major suggestions of the GS were incorporated in the Village Plan .While preparing plans, 10 per cent allocation for women and 20 per cent for SC/ST are set apart in the plans of the Village Panchayats. These specific allocations for women, SCs and STs were visible in all the 12 plans of the sample Village Panchayats. In four Village Panchayats the allotted amount were less than the prescribed requirements. However, all the Village Panchayats from the BRGF district followed the suggestions in the guidelines.
- The plans of the Village Panchayats for 2012-2013 were submitted to the concerned Panchayat Samitis.
- All the 12 selected Village Panchayats have prepared the plan document within the estimated revenue of the respected Village Panchayats.

Conclusion

The State of Maharashtra has an inspiring history of decentralized planning. Decentralized planning (district planning) is being implemented in the State since 1974. During the pre amendment phase, district planning was done by the District

Planning and Development Councils (DPDCs). All the major constitutional provisions of the District Planning Committees (DPCs) were manifested in the DPDCs. It was replaced by District Planning Committees (DPCs) for fulfilling the constitutional requirements. The State has a separate Act for DPC, which may be a learning exercise for other States. The Department of Planning estimates the district plan size in proportion to the assumed size of the State annual plan. The DPCs are assigned with district level programmes which need to be planned at the local level for optimum utilization of natural and other resource envelopes of the district. The districts have the discretion to prioritize among the various development schemes within the outlays provided to the district. The outlay for the district is fixed by the Planning Department based on a well developed criterion. Planning Department issues guidelines to DPCs on tentative district wise outlay, time table to be followed (planning calendar) and separate planning format for the decentralized planning. There is 'District Sector Outlay' in the State Plan Budget which provides information on district wise breakup of allocation, known as the *White Book*. The concept and institutionalization of the 'White Book' is the budget window for 'district sector outlay' which ensures the decentralized planning and financial devolution by the State Legislature. The white book is a tool which integrates the district plan into the State Plan. The Member – Secretary of the DPC asks the PRIs and also other implementing agencies to submit their plans. Again the Member Secretary consolidates the plans and places it before the Scrutiny Committee of the DPC. The Scrutiny Committee makes their recommendations and places the final draft district plan before the DPC for approval. The approved draft plan is submitted to the State Level Committee (SLC) headed by the Minister (Planning & Finance) for inclusion in the State Plan Budget. The planning department releases the budgeted funds to the Member Secretary of the DPC, who in turn distributes the funds to the Zilla Parishad according to the plan approved by the DPC. No doubt, as planning machinery, the DPCs are vibrant, armed with strong legal structure, infrastructure, professional and qualified staff support and financial base for functioning. DPCs prepare the district plans. The presence of the Guardian Minister (PalakManthri) as the Chair person, Collector as the Member Secretary, the nostalgia for the DPDCs and the institutionalization of white book has

placed the DPCs at a high pedestal. The professionalism, vibrancy and goodwill of the DPCs have not yet fully translated to the quality of the planning process and the plan documents of the Panchayats. Moreover, the DPCs are not effectively functioning in the directions as it is visualized in the respective State Act and the Article 243 ZD of the Constitution. This is reflected in the decentralized plan documents prepared by the three tier Panchayats. The plans of the Villages Panchayats and Panchayat Samitis are not properly consolidated at the Zilla Parishad level. The same is the case with the Panchayat Samitis too, where no proper consolidation of the plans prepared the Village Panchayats are done. Field evidence reveals that there are six plan documents at the Villages Panchayats and four each at other two tiers. Lack of clarity persists at all the level Panchayats on 'plan' and one has to very specify on which 'plan' it is mentioned since there is no 'single plan document'. Moreover, lack of clarity is noticed on plan and budget. The term 'plan' and 'budget' are often interchangeable for the functionaries of the Panchayats at all levels. The DPC meetings are not systematically and regularly conducted. It was reported that the availability of the Guardian Minister and the presence of the MLAs and MPs from the district are the major concern for holding the DPC meetings. It is observed that the Minister and MP/MLAs dominate the proceedings of the DPC. The voice of the Chairperson of the Zilla Parishad and other members from the local government are often sidelined in the business of the DPC.

However, there are field evidences of serious hard work to translate what the State had achieved at the DPC in the domain of decentralized planning .The State has piloted a strategy for preparing integrated bottom up plans for Panchayats using tools of micro planning and the same is being scaled up under BRGF for generating integrated district plans . Village development plans through micro planning with citizen participation and approval of Gram Sabha have been prepared in BRGF districts with the assistance of YASHADA UNICEF and TSIs. The State government has accepted in principle the policy of organizing micro planning once every year in all Village Panchayats.

CHAPTER 3:

DEVOLUTION OF FUNCTIONS

Introduction

The detailed analysis of the functional domain is perquisite to comprehend the overall status of devolution in any spatial setting. Generally, the functional domain has two facets. One is very unambiguous in nature since it is openly manifested in the official documents. The second facet of the functional devolution is not openly perceptible. Serious attempts are made to analyse the two. This chapter has two parts. Part one deals with the list of functions assigned to the different tiers of Panchayats by both the State Acts (The Maharashtra Village Panchayats Act (Act of No.III 1959) and The Maharashtra Zilla Parishad and Panchayat Samitis Act, 1961) and degree of deviation from the norm set by the list of functions in the Eleventh Schedule of the Constitution. Part two gives the actual functions performed by each tier. A special attention is also made to know the underlying principles followed in the devolution of functions. The other crucial questions are how the tiers have been treated and arranged, whether hierarchically or independent entities within their own sphere autonomy or between these two diametrically opposite locations. The chapter tries to answer to these questions.

Part – I Functions of Panchayats as per the State Act

The Maharashtra Village Panchayats Act has a separate chapter on ‘Administrative Powers and Duties’ and Schedule I (Village List). As per schedule I (village list) total 12 major subjects are listed and they are: (I) agriculture , (ii) animal husbandry , (iii) forests, (iv) social welfare, (v) education ,(vi) medical & public health ,(vii) buildings & communications, (viii) irrigation, (ix) industries and cottage industries ,(x) co-operation, (xi) self defence and village defence and (xii) general administration. Section 45 of the Act categorically states that it shall be the duty of the Panchayat to make reasonable provision within the village with respect to all or any of the subjects

enumerated in schedule I , as referred 'the village list' . However, it is subjected to two conditions; (i) to the general control of Zilla Parishad and Panchayat Samiti, and (ii) availability of village fund. It is also mentioned that it is the duty of the Panchayat to take over and maintain any piped water supply scheme including works by the Zilla Parishad or State Government. Subjects like animal husbandry, forest, irrigation and industries & cottage industries have single activity each whereas 'general administration' is having maximum number of activities (27). Certain activities which have 'regulatory' and 'control' in nature are reflected under 'general administration' and among the three tiers only the Village Panchayats are having such functions. A careful reading of the 'village list' gives an impression that the functions are very general in nature and it is not institution specific. For example, take the subject under 'medical and public health' in which 16 activities (including providing medical relief, maternity and child welfare and preservation and improvement of public health) are listed to be handled by the Village Panchayat. However, there is no reference on primary health centres and its sub centres. It may not be possible for a Village Panchayat to effectively deliver the health related services without getting the control over the field level health institutions such as primary health centres and sub centres. The same is the case with another subject - say, education. It is surprised to note that certain activities are listed both in the village list and district list. Under the subject agriculture , 'crop protection' is seen in both the lists (village and district) which gives an impression that certain amount of over lapping and duplication has been appeared . A paradigm shift is noticed while listing the subjects/functions in Schedule I (village list) of the Maharashtra Village Panchayats Act from the 29 subjects appeared in the Eleventh Schedule of the Constitution.

The Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 has two separate sections on 'administrative powers and duties of Zilla Parishad' (section 100) and 'Panchayat Samiti to be primarily responsible in respect of certain subjects' (section 101). According to section 100 of the Act it shall be the duty of a Zilla Parishad to make reasonable provision within the district with respect to all or any of the subjects enumerated in the first schedule as referred as 'District List'. As per the first schedule (district list) 16 major subjects are listed and they are: (I) agriculture , (ii) animal

husbandry & dairy development, (iii) forests, (iv) social welfare, (v) education, (vi) medical, (vii) ayurveda, (viii) public health, (ix) buildings & communications, (x) public health engineering, (xi) irrigation, (xii) publicity, (xiii) community development, (xiv) social education, (xv) rural housing and (xvi) miscellaneous. These functions /subjects are different from that of the 29 functions /subjects under the Eleventh Schedule of the Constitution. Subjects like forest, irrigation and rural housing have single activity each whereas 'miscellaneous' is having maximum number of activities (27) and it is followed by agriculture with 13 activities (refer table no. 3.1). The maximum number of activities listed under 'miscellaneous' may be a reflection of lack of clarity in locating the activities under the respective subject domain.

Section 101 of the Act states that it shall be the primary responsibility of a Panchayat Samiti to make reasonable provision within the block with respect to all or any of the subjects enumerated in the second list. The second list is not referred as block list whereas the lists under Village Panchayat and Zilla Parishad are referred as 'village list' and 'district list' respectively. There are 15 subjects in the second schedule and all the subjects except 'irrigation' which are listed under the 'district list' are repeated here. As in the case of first schedule, these functions /subjects under the second schedule are also different from that of the 29 functions /subjects under the Eleventh Schedule of the Constitution. Under each subject, number of activities varies. Subjects like rural housing, ayurveda, forest, education, medical, public health engineering, community development and publicity rural housing have minimum number of activities (either one or two) whereas 'miscellaneous' is having maximum number (19) of activities (refer table no.3.1). As in the case of the 'district list' the maximum number of activities listed under 'miscellaneous' may be a reflection of lack of clarity in locating the activities under the respective subject domain. Certain amount of overlapping and duplication has been appeared while listing the activities between first schedule (Zilla Parishad) and second schedule (Panchayat Samiti). For example, 'community development' is a subject with two activities such as (i) community development programme, and (ii) local development works programme which is seen

under both the lists. Similar cases are also in other subjects (rural housing). The List of functions assigned as per the Panchayati Raj Act is given in Table No 3.2.

Table No.3.1.List of Functions Assigned as per the State PR Acts

Zilla Parashad	Panchayat Samiti	Village Panchayat
1. Agriculture	1. Agriculture	1. Agriculture
2. Minor Irrigation	2. Animal Husbandry and Dairy Development	2. Reclamation of Waste Land and Bringing Waste Land under Cultivation
3. Animal Husbandry and Dairy Development	3. Forests	3. Minor Irrigation
4. Forests	4. Rural Housing	4. Animal Husbandry
5. Handicraft Centre	5. Drinking Water	5. Forests
6. Rural Housing	6. Grass ,Pasture and Fuel	6. Industries and Cottage
7. Drinking Water	7. Buildings and Communications	7. Cleaning of Public Tanks & Wells used for Drinking Water
8. Pasture and Fuel	8. Community Development Programmes	8. Construction , Maintenance and Repair of Public Roads
9. Building and Communications	9. Education	9. Rural Development Scheme
10. Community Development and Village Uplift	10. Social Education(adult literacy centre)	10. Education
11. Education	11. Social Education(libraries)	11. Adult Literacy Centre
12. Technical Training	12. Social Education(community recreation centre)	12. Libraries
13. Social Education (adult literacy centre)	13. Market	13. Cultural Centres Reading Rooms
14. Social Education (libraries)	14. Medical, Ayurveda, Public Health, Public Health Engineering	14. Market and Regulation of Fairs
15. Social Education (community recreation centre)	15. Family Welfare	15. Medical and Public Health
16. Markets	16. Women and Child Welfare	16. Maternity and Child Welfare
17. Medical, Ayurveda, Public Health, Public Health Engineering	17. Social Welfare	17. Womens's and Children's Organization & Welfare
18. Relief for Poor Families	18. Welfare of the Backward Classes	18. Social Welfare
19. Welfare of Women and Children	19. Maintenance of Poor House and Public Institutions and (publicity & Miscellaneous)	19. Backward Classes
20. Social Welfare /Economic Welfare		20. Opening Fair Prices Shops
21. Backward Classes		21. Maintenance of Public Building and General Administration
22. Maintenance of Community Assets and (Publicity)		

Note: Departmental Rules/GOs, provides 'non conventional energy' to three tiers of Panchayats and 'Watershed Development' to Panchayat Samitis and Village Panchayats.

Source: The Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and The Maharashtra Village Panchayat Act (Act No. III of 1959)

1. Details of Activities

As per the Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 there are 22 functions to Zilla Parishads and 19 to Panchayat Samitis. In Maharashtra there is a separate Act for Village Panchayat and as per the Village Panchayat Act there are 21 functions to Village Panchayat. It is also important to note that each activity have sub activities as per the Schedule I and Schedule II of Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and Schedule I of Maharashtra Village Panchayat Act.

1.1 Zilla Parishads

In Schedule I of Maharashtra Zilla Parishads and Panchayat Samitis Act 1961, there are 16 main activities and 105 sub activities for Zilla Parishads (Table No. 3.2). It is important to note that maximum number of sub activity is in miscellaneous item with 27 sub activity followed by 12 sub activity in agriculture, in social education there are 12 sub activities, 11 sub activity in public health. It is important to note that there is only one activity each for an important sector like Forests, Irrigations and Rural Housing.

1.2 Panchayat Samitis

As per the Schedule II of Maharashtra Zilla Parishads and Panchayat Samitis Act 1961, there are 15 activities and 71 sub activities for the Panchayat Samitis (Table No. 3.2). The highest number of sub activity is under 'miscellaneous category' followed by 12 activity under social education and eight each activities under agriculture and animal husbandry sector. Important sector like ayurveda and rural housing there is only one activity each. **Village Panchayats**

As per the schedule I of Maharashtra Village Panchayats Act, there are 12 activities and 79 sub activities to the Village Panchayats (Table No. 3.2). The maximum number of sub activity is under 'general administration' with 26 sub activities followed by 16 sub activities under 'medical and public health', there are 11 sub activities under 'agriculture' sector. It is important to note that major sector like 'animal husbandry', 'forests', 'irrigation; and 'industry' and 'cottage industries' having only one each sub activity .

Table No.3.2.Details of Sub Activities Item wise as per PRIs Act

Sl.No.	Name of the Functions	No. of Sub Activities		
		Zilla Parishad	Panchayat Samiti	Village Panchayat
1.	Agriculture	12	8	11
2.	Animal Husbandry and Dairy Development	4	8	1
3.	Forests	1	2	1
4.	Social Welfare	5	3	3
5.	Education	6	2	5
6.	Medical	6	2	--
7.	Ayurveda	2	1	--

8.	Public Health	11	3	--
9.	Buildings and Communications	6	4	8
10.	Public Health Engineering	5	2	--
11.	Irrigations	1	--	1
12.	Publicity	4	2	--
13.	Community Development	2	2	--
14.	Social Education	12	12	--
15.	Rural Housing	1	1	--
16.	Miscellaneous	27	19	--
17.	Medical and Public Health	--	--	16
18.	Industries and Cottage Industries	--	--	1
19.	Co-operation	--	--	2
20.	Self-Defence and Village Defence	--	--	4
21.	General Administration	--	--	26
Grant Total		105	71	79

Note: Departmental Rules/GOs, provides 'non conventional energy' to three tiers of Panchayats and 'Watershed Development' to Panchayat Samitis and Village Panchayats.

Source: The Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and the Maharashtra Village Panchayat Act (Act of No.III 1959)

2.4. Observation

The Eleventh Schedule of the Indian Constitution indicates that 29 activities/subjects to be transferred to the Panchayati Raj Institutions. The verbatim of the activities / subjects are reflected in many of the Panchayat Acts of the respective States .The State of Maharashtra has followed a different pattern which may be a salient feature in the devolution of functions among the Indian States . It is observed that the Maharashtra pattern of devolution of functions may not easily pursue the prototype analysis and therefore it needs a paradigm shift. It is important to note that as per the major heads of the subjects/activities listed in the respective Acts only 16 items transferred to Zilla Parishads, 15 to the Panchayat Samitis and 12 the Village Panchayats. When the above mentioned list is compared to the 29 subjects listed in the Eleventh Schedule of the Constitution one may be arrived a deceitful conclusion. A careful reading of the provisions of the concerned lists in the Acts offers a different picture. It is observed that some of the activities /subjects are clandestinely placed under the sub activities of the major head .The concerned lists could be read and deduced in such a background information and it may be a caution as in the case of the analysis of functional devolution in the State of Maharashtra .

Table No.3.3 : Comparison of Activities Transferred in Maharashtra with the Eleventh Schedule.

Sl.No	Activities in the 11 th Schedule	Activities Proposed in Maharashtra PRIs Act		
		Zilla Parishads	Panchayat Samitis	Village Panchayat
1.	Agriculture, including agricultural extension.	✓	✓	✓
2.	Land improvement, implementation of land reforms, land consolidation and soil conservation.	X	X	✓
3.	Minor irrigation, water management and watershed development.	✓	X	✓
4.	Animal husbandry, dairying and poultry.	✓	✓	✓
5.	Fisheries.	X	X	X
6.	Social forestry and farm forestry.	✓	✓	✓
7.	Minor forest produce.	X	X	X
8.	Small scale industries, including food processing industries.	X	X	X
9.	Khadi, village and cottage industries.	✓	X	✓
10.	Rural housing.	✓	✓	X
11.	Drinking water.	✓	✓	✓
12.	Fuel and fodder.	✓	✓	X
13.	Roads, culverts, bridges, ferries, waterways and other means of communication.	✓	✓	✓
14.	Rural electrification, including distribution of electricity.	X	X	X
15.	Non-conventional energy sources.	X	X	X
16.	Poverty alleviation programme.	✓	✓	✓
17.	Education, including primary and secondary schools.	✓	✓	✓
18.	Technical training and vocational education.	✓	X	X
19.	Adult and non-formal education.	✓	✓	✓
20.	Libraries.	✓	✓	✓
21.	Cultural activities.	✓	✓	✓
22.	Markets and fairs.	✓	✓	✓
23.	Health and sanitation, including hospitals, primary health centres and dispensaries.	✓	✓	✓
24.	Family welfare.	✓	✓	✓
25.	Women and child development.	✓	✓	✓
26.	Social welfare, including welfare of the handicapped and mentally retarded.	✓	✓	✓
27.	Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.	✓	✓	✓
28.	Public distribution system.	X	X	✓
29.	Maintenance of community assets.	✓	✓	✓
30.	Others	Publicity	Publicity	Co operations
		Community Development	Community Development	Self-Defence and Village Defence
		Miscellaneous	Miscellaneous	General Administrations

Note: ✓ represents the presence the activity and X represents vice versa. Departmental Rules/GOs, provides 'non conventional energy' to three tiers of Panchayats and 'watershed development' to Panchayat Samitis and Village Panchayats.

Source: Eleventh Schedule of the Constitution & *The Maharastrs Zilla Parishads and*

Panchayat Samitis Act 1961 and The Maharashtra Village Panchayat Act. (Act of No.III 1959

3. List of Functions Assigned as per Activity Mapping

It is reported that the Activity Mapping has not been finalized in the State. It is argued that activities are spelt out in the Acts. The List of functions assigned as per the Departmental rules is given in table no 3.4

Table Number 3.4: List of functions assigned as per Departmental (Rules/GOs)

Zilla Parashad	Panchayat Samiti	Village Panchayat
1. Non conventional energy	1. Watershed Development 2. Non conventional energy	1. Watershed Development 2. Non conventional energy

Source: State Level Questionnaire, Maharashtra

4. Activities performed by the PRIs in Maharashtra

In this chapter we have already examined the activities under eleventh schedule and activities as per the Maharashtra Panchayati Raj Act. As per the Panchayati Raj Act of Maharashtra, 22 functions are transferred to the Zilla Parishads whereas in the case of Panchayat Samiti the number of functions is 19. As per the Maharashtra Village Panchayat Act there are 21 functions are devolved to the Village Panchayats.

4.1 Activities Performed by the Zilla Parishads

As it is mentioned earlier, only 22 functions have been devolved as per the State Act out of the 29 subjects listed in the eleventh Schedule of the Constitution and the sample Zilla Parishads have performed only 14 activities. It is also important to note that though there are provisions in the Act, no activity has been performed under eight subjects by the sample Zilla Parishads . (See table.No.3.5).

Table No. 3.5: Actual Activities Performed by the Zilla Parishads Against the Activities in the 11th Schedule & the Provisions in the State Act.

S.No	Subjects /Activities in the 11th Schedule	Subjects /Activities in the State Act	Activities Actually Performed by the Zilla Parishad
1.	Agriculture, including Agricultural Extension.	1.Agriculture	1.Agriculture, including Agricultural Extension
2.	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation.	No Mention in the Act	No Activity
3.	Minor Irrigation, Water Management and Watershed Development.	2.Minor Irrigation Works	2,Minor Irrigation, Water Management and Watershed Development

4.	Animal Husbandry, Dairying and Poultry.	3. Animal Husbandry and Dairy Development	3. Animal Husbandry, Dairying and Poultry
5.	Fisheries.	No Mention in the Act	No Activity
6.	Social Forestry and Farm Forestry.	4. Forest	No Activity
7.	Minor Forest Produce.	No Mention in the Act	No Activity
8.	Small Scale Industries, including Food Processing Industries.	No Mention in the Act	No Activity
9.	Khadi, Village and Cottage Industries.	5. Handi Craft Centres	No Activity
10.	Rural Housing.	6. Rural Housing	4. Rural Housing
11.	Drinking Water.	7. Drinking Water	5. Drinking Water
12.	Fuel and Fodder.	8. Pasture and Fuel	No Activity
13.	Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication.	9. Buildings and Communications	6. Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication
14.	Rural Electrification, including Distribution of Electricity.	No Mention in the Act	No Activity
15.	Non-Conventional Energy Sources.	No Mention in the Act. But as per the dept. rules /order 'non- conventional energy' is with the ZP)	No Activity
16.	Poverty Alleviation Programme.	10. Community Development/Village Uplift	7. Poverty Alleviation Programmes
17.	Education, including Primary and Secondary Schools.	11. Education	8. Education, including Primary and Secondary Schools
18.	Technical Training and Vocational Education.	12. Technical Training	9. Technical Training and Vocational Education
19.	Adult and Non-Formal Education.	13. Social Education (adult literacy centres)	No Activity
20.	Libraries.	14. Social Education (libraries)	No Activity
21.	Cultural Activities.	15. Social Education (community recreation centres)	No Activity
22.	Markets and Fairs.	16. Markets	10. Markets & Fairs
23.	Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries.	17. Medical , Public Health Engineering, Ayurveda and Public Health	11. Health and Sanitation, including Hospitals, Primary Health Centers and Dispensaries
24.	Family Welfare.	18. Relief for Poor Families	12. Family Welfare
25.	Women and Child Development.	19. Welfare of Women & Children.	13. Women and Child Development
26.	Social Welfare, including Welfare of the handicapped and mentally retarded.	20. Social Welfare /Economic welfare	14. Social Welfare, including Welfare of Handicapped & Mentally Retarded
27.	Welfare of the Weaker Sections,	21. Backward Classes	No Activity

	and in particular, of the Scheduled Castes and the Scheduled Tribes.		
28	Public Distribution System.	No Mention in the Act	No Activity
29	Maintenance of Community Assets.	22.Maintenance of all community assets(village roads, bridges, trees in the vicinity of roads, Poor Houses etc)	No Activity
30	Others	Publicity & Miscellaneous	No Activity

Source: The Eleventh Schedule of the Constitution, The Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and Field Data of Sample Zilla Parishads.

4.2. Panchayat Samitis

As per the provisions in the Act, only 19 functions have been devolved to the Panchayat Samitis. However, the sample Panchayat Samitis has actually performed activities under 15 subjects /functions. It gives evidence to state that though there are provisions in the Act, no activity has been performed under four subjects/functions by the sample Panchayat Samitis (See table.No.3.6).

Table No. 3.6: Actual Activities Performed by the Panchayat Samitis Against the Activities in the 11th Schedule & the Provisions in the State Act.

S.No	Subjects/Activities in the 11 th Schedule	Subjects/Activities as per the State Act	Activities Actually Performed by the Panchayat Samiti
1	Agriculture, including Agricultural Extension.	1.Agriculture	1.Agriculture, including Agricultural Extension
2	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation.	No Mention in the Act	No Activity
3	Minor Irrigation, Water Management and Watershed Development.	No Mention in the Act. But as per the dept. rules /order ' watershed development' is with the PS	2. Minor Irrigation, Water Management and Watershed Development.
4	Animal Husbandry, Dairying and Poultry.	2.Animal Husbandry and Dairy Development	3.Animal Husbandry, Dairying and Poultry
5	Fisheries.	No Mention in the Act	No Activity
6	Social Forestry and Farm Forestry.	3.Forests	No Activity
7	Minor Forest Produce.	No Mention in the Act	No Activity
8	Small Scale Industries, including Food Processing Industries.	No Mention in the Act	No Activity
9	Khadi, Village and Cottage Industries.	No Mention in the Act	No Activity
10	Rural Housing.	4.Rural Housing	4.Rural Housing
11	Drinking Water.	5.Drinking Water	5.Drinking Water

12	Fuel and Fodder.	6.Grass,Pasture&Fuel	6.Fuel & Fodder
13	Roads, Culverts, Bridges, Ferries, Waterways and other Means of Communication.	7.Buildings and Communications	7.Roads, Culverts, Bridges, Ferries, Building and Waterways
14	Rural Electrification, including Distribution of Electricity.	No Mention in the Act	No Activity
15	Non-Conventional Energy Sources.	No Mention in the Act. But as per the dept. rules /order ' non- conventional energy' is with the PS	8. Non Conventional Energy
16	Poverty Alleviation Programme.	8.Community Development Programme	No Activity
17	Education, including Primary and Secondary Schools.	9.Education	9.Education
18	Technical Training and Vocational Education.	No Mention in the Act	No Activity
19	Adult and Non-Formal Education.	10.Social Education (adult literacy centre)	No Activity
20	Libraries.	11.Social Education (libraries)	No Activity
21	Cultural Activities.	12.Social Education (community recreation centre)	No Activity
22	Markets and Fairs.	13.Markets	No Activity
23	Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries.	14.Medical, Ayurveda, Public Health, Public Health Engineering	10.Rural Sanitation & Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries
24	Family Welfare.	15.Members of Family	11.Family Welfare
25	Women and Child Development.	16.Women and Children Welfare	12.Women and Child Welfare
26	Social Welfare, including Welfare of the Handicapped and Mentally Retarded.	17.Social Welfare	13.Social Welfare, including Welfare of Handicapped & Mentally Retarded
27	Welfare of the Weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.	18.Welfare of Backward Classes	14.Welfare of the Weaker Sections, and in particular, of the Scheduled Castes & the Scheduled Tribes
28	Public Distribution System.	No Mention in the Act	No Activity
29	Maintenance of Community Assets.	19.Maintenance of Poor Houses, & Public Institutions	15.Maintenance of Community Assets
30	Others	Publicity & Miscellaneous	No Activity

Source: The Eleventh Schedule of the Constitution, The Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and Field Data of Sample Panchayat Samitis

4.3. Village Panchayat

As per the Maharashtra Village Panchayat Act only 21 activities are transferred to the Village Panchayats. However, as per the field data the sample Village Panchayats have performed only 16 activities. (Of course, the sample Village Panchayats have performed some activities outside the list of 29 subjects, as in the case of the construction of burning and burial ground). It is important to observe that not a single activity from six functions /subjects assigned to the Village Panchayat by the Act are being performed (Table.No.3.7).

Table. No. 3.7: Actual Activities Performed by the Village Panchayats Against the Activities in the 11th Schedule & Provisions in the State Act.

S. No	Subjects/Activities in the 11 th Schedule	Activities as per the State Act	Activities Actually Performed by the Village Panchayats
1.	Agriculture, including Agricultural Extension.	1.Agriculture	1.Agriculture, including Agricultural Extension
2.	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation.	2.Reclamation of Waste Land, Bring Waste Land under Cultivation	No Activity
3.	Minor Irrigation, Water Management and Watershed Development.	3. Minor Irrigation. As per the dept. rules /order ' watershed development' is with the VP	2.Minor Irrigation, Water Management and Watershed Development
4.	Animal Husbandry, Dairying and Poultry.	4.Animal Husbandry	3. Animal Husbandry, Dairying and Poultry
5.	Fisheries.	No Mention in the Act	No Activity
6.	Social Forestry and Farm Forestry.	5. Forests	4.Social Forestry
7.	Minor Forest Produce.	No Mention in the Act	No Activity
8.	Small Scale Industries, including Food Processing Industries.	No Mention in the Act.	No Activity
9.	Khadi, Village and Cottage Industries.	6.Industries & Cottage Industries	No Activity
10.	Rural Housing.	No Mention in the Act	No Activity
11.	Drinking Water.	7.Cleaning of Public Tanks & Wells Used for Drinking Water	5.Drinking Water
12.	Fuel and Fodder.	No Mention in the Act	No Activity
13.	Roads, Culverts, Bridges, Ferries, Waterways and other Means of Communication.	8.Construction, Maintenance & Repair of Public Roads	6.Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication
14.	Rural Electrification, including Distribution of Electricity.	No Mention in the Act	7.Rural Electrification, including Distribution of Electricity
15.	Non-Conventional Energy Sources.	No Mention in the Act No Mention in the Act. But as per the dept. rules /order ' non- conventional energy' is with the VP	No Activity
16.	Poverty Alleviation Programme.	9.Rural Development Schemes	8.Rural Development

17.	Education, including Primary and Secondary Schools.	10.Education	9.Education, including Primary and Secondary Schools Community Assets
18.	Technical Training and Vocational Education.	No Mention in the Act	No Activity
19.	Adult and Non-Formal Education.	11. <i>Adult Literacy Centres</i>	No Activity
20.	Libraries.	12. <i>Libraries</i>	No Activity
21.	Cultural Activities.	13.Reading Rooms	10.Cultural Activities
22.	Markets and Fairs.	14.Markets & Regulation of Fairs	11.Market & Fairs
23.	Health and Sanitation, including Hospitals, Primary health Centres and Dispensaries.	15.Medical & Public Health	12.Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries
24.	Family Welfare.	16. <i>Maternity & Child Welfare</i>	No Activity
25.	Women and Child Development.	17.Women's and Children's Organization & Welfare	13.Women and Child Development
26.	Social Welfare, including Welfare of the Handicapped and Mentally Retarded.	18.Social Welfare	14.Social Welfare, including Welfare of Handicapped & Mentally Retarded
27.	Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.	19.Backward Classes	15.Welfare of the Weaker Sections, and in particular, of the Scheduled Castes & the Scheduled Tribes
28.	Public Distribution System.	20. <i>Opening Fair Price Shops</i>	No Activity
29.	Maintenance of Community Assets.	21.Maintenance of Public Buildings	16.Maintenance of Community Assets
30.	Others	General Administration.(27 items)	Burial Ground etc (<i>items are not considered in this analysis</i>)

Source: Eleventh Schedule of the Constitution, The Maharashtra Village Panchayat Act. (Act of No.III and Field Data of Sample Village Panchayats

Observation

As per the Zilla Parishads and Panchayat Samitis Act 1961, 22 subjects / functions are assigned to the Zilla Parishad and 19 Panchayat Samitis. However, the sample Zilla Parishad has performed activities under 14 subjects /functions whereas in the case of the Panchayat Samiti the corresponding number is 15. The Village Panchayat are empowered to perform 21 functions but the actual performance is seen only 16 .It is important to note that the activity mapping is not yet finalized .

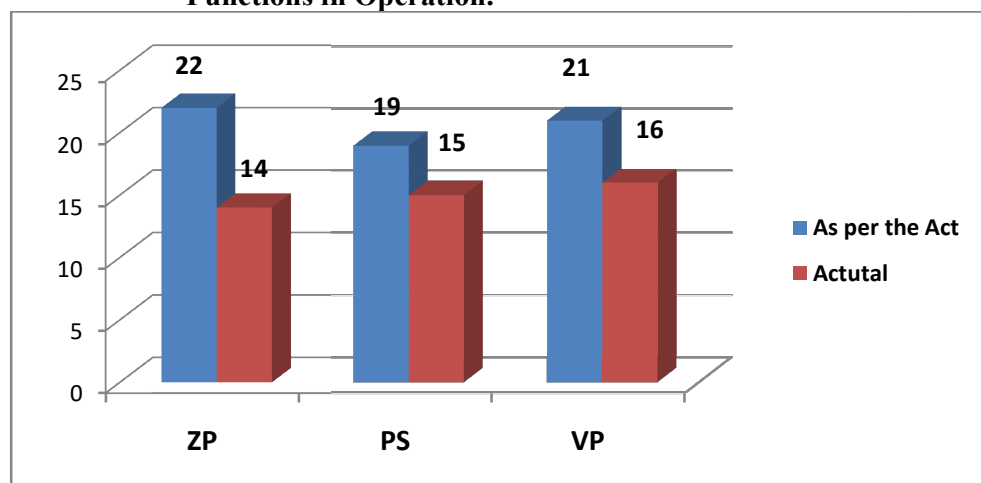
The actual status of devolution of functions can be visualized from table number 3.8 and diagram number 3.1.

Table Number 3.8: Status of Devolution of Function as per the State Act and Actual Functions in Operation.

State	By Legislation			By Activity Mapping			Actual Activities in Operation		
	ZP	PS	VP	ZP	PS	VP	ZP	PS	VP
Maharashtra	22	19	21	Activity Mapping is not yet finalized.			14	15	16

Source: The Maharashtra Zilla Parishads and Panchayat Samitis Act 1961, The Maharashtra Village Panchayat Act and Field data from sample PRIs

Diagram Number 3.1: Status of Devolution of Function as per the State Act and Actual Functions in Operation.



Source: Table Number 3.8

Part – II Cases from the Field

In this section details of functions of selected PRIs are presented and analysed.

4.4. Actual Activities Performed by the Zilla Parishad, Chandrapur

Out of the three sample Zilla Parishads, one (Chandrapur Zilla Parishad) has been taken for detailed analysis to understand the devolution of the functional domain. The Zilla Parishad, Chandrapur has implemented 82 projects/activities during the period of 2012-2013 financial year and they have utilized an amount of Rs.15992.97 lakhs for implementing these projects/activities. The detailed analysis of the nature of activities performed by the Zilla Parishads shows that it has covered 14 subjects /functions. It works out to be less than half of the subjects /functions listed in the Eleventh Schedule of the Constitution. The highest number of projects/activities implemented under the ‘animal husbandry’ with 29 projects followed by 11 projects under ‘social welfare sector, nine under ‘women and child’ and eight under ‘minor irrigation’. It is important to note that there are no projects / activities under 16 subjects / functions.

The highest amount is utilized for activities under ‘rural housing’ sector with Rs.4036.67 lakhs followed by Rs.3000.07 lakhs for activities under ‘minor Irrigation’ sector. An amount of Rs.2018.36 lakhs was spent for activities under Welfare of the Weaker Sections, Rs 1725.25 lakhs for roads, culverts, bridges, ferries, waterways and other means of communication category. Activities under poverty alleviation has been addressed by Rs.1613.45 lakhs (for more details see table No.3.9)

Table. No. 3.9: Actual Activities Performed by A Zilla Parishad (Chandrapur), 2012-2013

Sl.No.	Name of the Subjects/functions	No. of Projects/ activities Implemented	Amount Spent (Rs. in Lakhs)
1.	Agriculture, including Agricultural Extension. (a)Help Neo-Bhudhist Poor Peasant Families (Krishi Samrudhi Yojana)	1	750.00
2.	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation.	0	0
3.	Minor irrigation, Water Management and Watershed Development. (a)Jawahar wells , (b) M I Tank, (c) Ex Mal Tank, (d) Watershed Development Programme, (e) RKVY, (f) VIIDP, (g) K T weir S/C P Bandhar, (h) L I schemes	8	3000.07
4.	Animal Husbandry, Dairying and Poultry. (a)Medicine supply under 12 projects, (b)Animal supply, (c)Fodder seeds supply, (d)Block wise animal exhibition camp (2), (e) Veterinary dispensary building construction (2), (f)Veterinary dispensary cold cabinet/ refrigerator, (g)Water availability for veterinary dispensary, (h) Supply for veterinary dispensary machinery instrument, (i)Campus and medicine supply, (j) Supply cross breed calf and improvement buffalo calf/SLP, (k) Chick supply, (l) DAHO office strengthening, (m)Milk animal supply, (n) Animal feed supply (2), (o)Veterinary dispensary building repair	29	638.16
5.	Fisheries.	0	0
6.	Social Forestry and Farm Forestry.	0	0
7.	Minor Forest Produce.	0	0
8.	Small Scale Industries, including Food Processing Industries.	0	0
9.	Khadi, Village and Cottage Industries.	0	0
10.	Rural Housing. (a)Construction of houses for BPL beneficiaries (2 Projects).	2	4036.67
11.	Drinking Water.	0	0
12.	Fuel and Fodder.	0	0
13.	Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication. (a)Repair of roads (2)(b)Construction of roads culverts and bridges (2)	4	1725.52
14.	Rural Electrification, including Distribution of Electricity (2)	2	407.00
15.	Non-Conventional Energy Sources.	0	0

16.	Poverty Alleviation Programme. (a)Poverty elimination through social mobilization , (b) Capacity building for SHG members (c), Disburse R/F, (d) Support SHGs to linkages bank, (e) Integrated rural development programme	5	1613.45
17.	Education, including Primary and Secondary Schools. (a)Allowance to weaker section nursery school students (b) Construction for OBC primary middle school students, (c) Free uniforms to std , std-4, students	3	40.37
18.	Technical Training and Vocational Education (a)Industrial and vocational governing skill improving curriculum for Plus two students (b) Facility for technical training after examination to middle schools students.	2	1.69
19.	Adult and Non-Formal Education.	0	0
20.	Libraries.	0	0
21.	Cultural Activities.	0	0
22.	Markets and Fairs.	0	0
23.	Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries (a)Village sanitation scheme	1	50.00
24.	Family Welfare.	0	0
25.	Women and Child Development. (a)Counselling centre for women (b) providing embroidery machines for women, (c) Nutritional foods for child and pregnant women, (d) Nutritional foods for anganwadi children, (e) Cycles for 5 to 10 age students (f) Providing mats for anganwadis (g) Grant for self help groups developments, (h) Formation of women and child welfare samiti , (i) Protein medicines for anganwadi children	9	123.11
26.	Social Welfare, including Welfare of the Handicapped and Mentally Retarded. (a)For buying books for backward medical/ engineering students, (b) Fee for examination of backward students, (c) Official training for backward students, (d), Special training to backward students at middle level, (e) Allowance to industrial training and education of backward class students, (f) Savithri Bai Phule scholarship to std 8- 10, (g) Scholarship to std 5-7 students in backward class, (h) Examination fee / scholarship for backward students, (i) Encourage for intercaste marriage, (j) Training to motor vehicle drivers, (k) Backward cooperative house construction for backward class.	11	1555.08
27.	Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes. (a)Internal CC road, compound wall for school, anganwadi construction and kitchen shed for SC colonies	1	2018.36
28.	Public Distribution System.	0	0
29.	Maintenance of Community Assets.	0	0
30.	Others (a)Information publication, (b) gymnasium development, (c) organizing social service camp, (d) help to rural urban self service youth club	4	33.49
G.Total		82	15992.97

Source: Field Data Collected from the Zilla Parishad (Chandrapur), 2012-2013

- 1. Agriculture, including Agricultural Extension:** In agriculture sector only one work (project) is undertaken by the Zilla Parishad during the period and an amount of Rs.750.00 lakhs was spent. It is noticed that out of the total expenditure 4.69 percent of amount was spent for this sector. Agriculture Development Officer (ADO) has implemented the project.
- 2. Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation:** No activity was undertaken by the Zilla Parishad, Chandrapur during this period. As per the State Act the subject is not transferred to Zilla Parishad.
- 3. Minor Irrigation, Water Management and Watershed Development:** During this period eight projects / activities are undertaken by the Zilla Parishad and an amount of Rs.3000.07 lakhs was spent. The Executive Engineer (EE), Minor Irrigation, is the implementing officer.
- 4. Animal Husbandry, Dairying and Poultry:** It is noticed that highest number of projects/activities are undertaken in this sector with 29 projects and an amount of Rs.638.16 lakhs was spent for this sector. Three implementing officers are in charge of the project implementation (i. Live stock Development Officers, ii. Executive Engineer, Zilla Parishad .iii. District Animal husbandry Officer)
- 5. Fisheries:** No activity was undertaken by the Zilla Parishad, Chandrapur during this period. The State Act is silent on the subject (fisheries)
- 6. Social Forestry and Farm Forestry:** No activity was undertaken during this period though the subject / function are handed over to the Zilla Parishad as per the provisions in the State Act.
- 7. Minor Forest Produce:** No activity was undertaken by the Zilla Parishad, Chandrapur during this period. In the State Act there is no reference on the subject.
- 8. Small Scale Industries, including Food Processing Industries:** No activity was undertaken by the Zilla Parishad during this period. The subject has not transferred to the Zilla Parishad.
- 9. Khadi, Village and Cottage Industries:** No activity was undertaken by the Zilla Parishad during this period. There is reference on the subject in the State Act and accordingly the Zilla Parishad is entitled to take up activities related to the sector.

- 10. Rural Housing:** It is important to note that the highest amount was spent for this sector with 25.12 percent of the total expenditure and two projects was undertaken by the Zilla Parishad. The BDO is in charge of the project implementation.
- 11. Drinking Water:** No activity was undertaken by the Chandrapur Zilla Parishad during this period. However, the subject is handed over to the Zilla Parishad as per the provisions in the Act.
- 12. Fuel and Fodder:** No activity was undertaken by the Zilla Parishad during this period. Fuel and fodder is a subject which is vested with the Zilla Parishad as per the State Act.
- 13. Roads, Culverts, Bridges, Ferries, Waterways and Other Means of Communication:** The Zilla Parishad has four projects/activities under this sector and an amount of Rs.1725.52 lakhs was spent. The work is executed by the Executive Engineer, (Work) .
- 14. Rural Electrification, including Distribution of Electricity:** An amount of Rs.407.00 lakhs was spent and two projects/activities have implemented during this period. It is important to note that the subject is not transferred to Zilla Parishad in accordance with the provisions of the state Act.
- 15. Non-Conventional Energy Sources:** No activity was undertaken by the Zilla Parishad during this period. The State Act has not made any reference to the subject.
- 16. Poverty Alleviation Programme:** More than 10 percent of the total expenditure was spent for this sector and five projects/ activities are implemented and Rs.1613.45 lakhs was spent The BDO is given the charge to implement the work.
- 17. Education, including Primary and Secondary Schools:** Three projects/activities are implemented and Rs. 40.37 lakhs was spent for this sector. The District Education Officer (Primary) is in charge of the implementation of the work.
- 18. Technical Training and Vocational Education:** It is noticed that very less priority is given to this sector. Only an amount of Rs.1.69 lakhs was spent for two projects. The District Industrial Education Officer is the implementing officer of the activities.

- 19. Adult and Non-Formal Education:** No activity was undertaken by the Zilla Parishad during this period. The subject is mentioned in the 'District List' (Zilla Parishad)
- 20. Libraries:** No activity was undertaken by the Zilla Parishad during this period As per the state act the subject matter is vested with the Zilla parishad .
- 21. Cultural Activities:** No activity was undertaken by the Zilla Parishad during this period. The subject is with the Zilla Parishad according to the provisions of the Act.
- 22. Markets and Fairs:** No activity was undertaken by the Chandrapur Zilla Parishad during this period. The subject is mentioned in the 'District List' (Zilla Parishad)
- 23. Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries:** The Zilla Parishad given less importance to this sector having implemented one project with an expenditure of Rs.50.00 lakhs.
- 24. Family Welfare:** No activity was undertaken by the Zilla Parishad during this period. But it is a subject under the Zilla Parishad as per the State Act .
- 25. Women and Child Development:** During this period nine projects/activities are implemented under this sector and Rs.123.11 lakhs was spent. The project is implemented by the Social Welfare Officer.
- 26. Social Welfare, including Welfare of the Handicapped and Mentally Retarded:** Around 10 percent (Rs.1558.08 lakhs) of the total expenditure is for this sector. The Panchayat has implemented 11 projects/activities during this period. The project is implemented by the Social Welfare Officer.
- 27. Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes:** It is noticed that only one project was implemented and more than 12 percent of the total expenditure was incurred for this sector (Rs.2018.36 lakhs) . Actually, the project is implemented by the Village Panchayats (Village development Officers of the respective Panchayats). The Zilla Parishad has transferred the amount to the respective Village Panchayats .
- 28. Public Distribution System:** No activity was undertaken by the Zilla Parishad during this period and the subject has nothing to do with the Zilla Parishad as per the State Act.

29. Maintenance of community assets: No activity was undertaken by the Zilla Parishad during this period. There is reference in the Act and accordingly the Zilla parishad is empowered to take up activities under the subject.

30. Others: There are four projects /activities are implemented under the head 'other sector' and Rs.33.49 lakhs was spent for this sector. Following are the details of the projects:

1. **Information Publication:** An amount of Rs.11.49 lakhs was spent for this project. The District Information Officer implements the project.
2. **Gymnasiuym Development:** The Zilla Parisahd has implemented an innovative project for set up a gymnasium for the youths and an amount of Rs.10.00 lakhs was spent. The project is implemented by the District Youth Welfare Officer,
3. **Organising Social Service Camp:** Rs.6.00 lakhs was spent for this project. The project is implemented by the District Youth Welfare Officer,
4. **Help to Rural /Urban Self Service Youth Club:** For assisting youth clubs in the district an amount of Rs.6.00 lakhs was spent. The project is implemented by the District Youth Welfare Officer.

4.5. Actual Activities Performed by the Sample Panchayat Samiti (Rahata)

Out of the six sample Panchayat Samitis, one (Rahata Panchayat Samiti) has been taken for detailed analysis to understand the devolution of the functional domain. The Panchayat Samiti, Rahata has implemented 16 projects /activities and Rs.705.27 lakhs is spent for the implementation of these projects during this period. It is noticed that highest number of projects are implemented in the health sector with five projects and 13.16 percent of the total expenditure was utilized for this sector. The highest amount is spent for drinking water sector with Rs.207.06 lakhs. Under this sector five tankers are purchased, and 43 water purification centres were started with 18 open wells five bore wells. Under education sector only one project is implemented. It is very important to note that the sample Panchayat Samiti has performed projects /activities only under nine subjects /functions during 2012-2013. In other words, the sample Panchayat Samiti has covered only less than one third of the total subjects /functions listed in the Eleventh Schedule of the Constitution (Ref. table No.3.10).

Table.No.3.10: Actual Activities performed by A Sample Panchayat Samiti (Rahata), 2012-2013

Sl.No.	Name of the Subject	No. of Projects Implemented	Amount Spent (Rs. in Lakhs)
1.	Agriculture, including Agricultural Extension. (a)Repair of wells, construction of pipe line, supply of bullock pair, supply of bullock cart, sprinkler irrigation, supply of oil engine & supply of electric motor, supply of equipments for sc communities, (b) Subsidy for bio grass plant	2	23.41
2.	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation.	0	0
3.	Minor Irrigation, Water Management and Watershed Development. (a)Construction of check dams	1	64.57
4.	Animal Husbandry, Dairying and Poultry. (a)Supply of milk cow, (b) Supply of goats	2	1.87
5.	Fisheries.	0	0
6.	Social Forestry and Farm Forestry.	0	0
7.	Minor Forest Produce.	0	0
8.	Small Scale Industries, including Food Processing Industries.	0	0
9.	Khadi, Village and Cottage Industries.	0	0
10.	Rural Housing.	0	0
11.	Drinking Water. (a)Water supply schemes (tank, wells, deepening of wells, borewells, water purification)	1	207.06
12.	Fuel and Fodder.	0	0
13.	Roads, Culverts, Bridges, Ferries, Waterways and other Means of Communication. (a)Construction and maintenance of roads,	1	95.00
14.	Rural Electrification, including Distribution of Electricity.	0	0
15.	Non-Conventional Energy Sources.	0	0
16.	Poverty Alleviation Programme.	0	0
17.	Education, including Primary and Secondary Schools. (a) Provide at midday meals for all students in standard 1 to 8	1	150.18
18.	Technical Training and Vocational Education.	0	0
19.	Adult and Non-Formal Education.	0	0
20.	Libraries.	0	0
21.	Cultural Activities.	0	0
22.	Markets and Fairs.	0	0
23.	Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries. (a)RCH programme, (b) NRHM programme, (c) pulse polio programme, (d) other health programme, (e) RI programmes	5	92.79

24.	Family Welfare.	0	0
25.	Women and Child Development. (a)Supply of equipments for women programmes , (b) construction of anganwadis	2	60.58
26.	Social Welfare, including Welfare of the Handicapped and Mentally Retarded.	0	0
27.	Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes. (a)Supply of equipments for SC peoples (supply of bicycles, supply of tarpaulin for roofing, supply of suing machines, supply of materials for tin roofing)	1	9.81
28.	Public Distribution System.	0	0
29.	Maintenance of community assets.	0	0
30.	Others	0	0
G.Total		16	705.27

Source: Field Data Collected from the Panchayat Samiti (Rahata), 2012-2013

- 1. Agriculture, including Agricultural Extension:** There are only two projects/activities under the subject and an amount of Rs.23.41 lakhs is spent. The Agriculture Officer (at the block level) has been appointed as the implementation officer.
- 2. Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation:** There is no activity under this sector. The subject is also not listed in the State Act.
- 3. Minor Irrigation, Water Management and Watershed Development:** Around 10 Percent of expenditure (Rs.64.57 lakhs) is reported under this sector and has implemented one project. However the subject is not mentioned in the Schedule of the State Act demarcated for the Panchayat Samiti. The Deputy Engineer is in charge of the work.
- 4. Animal husbandry, Dairying and Poultry:** Only two projects are implemented and amount of Rs.1.87 lakhs is spent. The Animal husbandry Officer (AHO at the Block level) implements the projects.
- 5. Fisheries:** There is no activity under this sector. The subject is also not listed in the State Act.
- 6. Social Forestry and Farm Forestry:** There is no activity under this sector though it is mentioned in the State Act.

7. **Minor Forest Produce:** There is no activity under this sector. The State act is silent on the subject.
8. **Small Scale Industries, Including Food Processing Industries:** There is no activity under this sector and it is not devolved as per the State Act.
9. **Khadi, Village and Cottage Industries:** The subject has not been transferred to the Panchayat Samiti and no activity under this sector.
10. **Rural Housing:** There is no activity under this sector though rural housing is a subject matter with the Panchayat Samiti.
11. **Drinking Water:** Highest amount was spent for this sector with around 30 percent (207.06) lakhs of the total expenditure for /activity implements one project. The Sectional Engineer is reported as the implementing officer.
12. **Fuel and Fodder:** The State Act provides activities related to grass, pasture and fuel to the functional domain of the Panchayat Samiti. However, it is not yet reflected in the activities of the sample Panchayat Samiti.
13. **Roads, Culverts, Bridges, Ferries, Waterways and Other Means of Communication:** Only one project as per the records and Rs.95.00 lakhs is spent for constructing 54 link roads. The Sectional Engineer is reported as the implementing officer.
14. **Rural Electrification, including Distribution of Electricity:** There is no activity under this sector and it is not handed over to Panchayat Samiti.
15. **Non-Conventional Energy Sources:** There is no activity under this sector ny the sample Panchayat ad no provision is mentioned in the State Act.
16. **Poverty Alleviation Programme:** There is no direct activity under this sector. Though is devolved to the Panchayat Samiti
17. **Education, including Primary and Secondary Schools:** There is one project under this sector and more than 21 percent(Rs.150.18 lakhs) of the total expenditure is incurred for this sector. The Block Education Officer (BEO) is appointed as the implementing officer.
18. **Technical Training and Vocational Education:** There is no activity under this sector and also not mentioned in the State Act.

19. **Adult and Non-Formal Education:** There is no activity under this sector by the sample Panchayat though it is listed in the Act.
20. **Libraries:** There is no activity under this sector. However, the subject 'library' is listed as one of the transferred functions under the Act.
21. **Cultural Activities:** It is mentioned in the State Act. But no activity is performed under this sector by the Sample Panchayat .
22. **Markets and Fairs:** There is no activity under this sector though it is reflected in the list of the Schedule for the Panchayat Samiti as per the State Act.
23. **Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries:** The highest number of projects/activities (five) are under this sector and an amount of Rs.92.79 lakhs was spent for this sector. The project is implemented by the Medical Officer.
24. **Family Welfare:** There is no activity under this sector whereas it is a transferred subject to the Panchayat Samiti as per the State Act.
25. **Women and Child Development:** There are two projects/activities with an expenditure of Rs. 60.58 lakhs. The work has been assigned to the CDPO.
26. **Social Welfare, including Welfare of the Handicapped and Mentally Retarded:** There is no activity under this sector though social welfare is one of the subjects transferred to Panchayat Samiti .
27. **Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes:** Only one project and Rs.9.81 lakhs is spent under this sector. The work has been assigned to the BDO.
28. **Public Distribution System:** There is no activity under this sector and there is no mention in the State Act on 'public distribution system'.
29. **Maintenance of community assets:** There is no activity under this sector though it is included in the list as an item devolved to Panchayat Samiti .

4.8 Actual Activities Performed by A Sample Village Panchayat (Khinni), 2012-2013

Out of the 12 sample Village Panchayats, one (Khinni Village Panchayat) has been taken for detailed analysis to understand the devolution of the functional domain. The

Village Panchayat , Khinni has implemented 12 projects/activities in six categories during the 2012-2013 financial year and they have spent an amount of Rs.6.45 lakhs for the same. The majority of the works (50 percent) is under roads, culverts, bridges, ferries, waterways and other means of communication sector and around 60 percent of the total expenditure is also spent for the same. It is surprise to note that the sample Village Panchayat, Khinni has covered only one fifth of the total subjects /functions listed in the Eleventh Schedule of the Constitution(Ref table no .3.11). All the projects except one (drinking water project) are implemented by the Village Development Officer (VDO). The Sectional Engineer is in charge of drinking water project.

Table. No. 3.11: Actual Activities performed by A Sample Village Panchayat(Khinni) 2012-2013

Sl.No.	Name of the Subject	No. of Projects Implemented	Amount Spent (Rs. in Lakhs)
1.	Agriculture, including agricultural extension. (a)Agriculture plantation	1	0.42
2.	Land improvement, implementation of land reforms, land consolidation and soil conservation.	0	0
3.	Minor irrigation, water management and watershed development. (a)Irrigation well	1	1.59
4.	Animal husbandry, dairying and poultry.	0	0
5.	Fisheries.	0	0
6.	Social forestry and farm forestry. (a)Nursery	1	0.35
7.	Minor forest produce.	0	0
8.	Small scale industries, including food processing industries.	0	0
9.	Khadi, village and cottage industries.	0	0
10.	Rural housing.	0	0
11.	Drinking water.	0	0
12.	Fuel and fodder.	0	0
13.	Roads, culverts, bridges, ferries, waterways and other means of communication. (a)CC road (4), (b). CC drain (2)	6	3.83
14.	Rural electrification, including distribution of electricity. (a)Supply of CFL bulb	1	0.15
15.	Non-conventional energy sources.	0	0
16.	Poverty alleviation programme.	0	0
17.	Education, including primary and secondary schools.	0	0
18.	Technical training and vocational education.	0	0
19.	Adult and non-formal education.	0	0
20.	Libraries.	0	0
21.	Cultural activities.	0	0
22.	Markets and fairs.	0	0
23.	Health and sanitation, including hospitals, primary health centres and dispensaries.	0	0
24.	Family welfare.	0	0

25.	Women and child development.	0	0
26.	Social welfare, including welfare of the handicapped and mentally retarded.	0	0
27.	Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.	0	0
28.	Public distribution system.	0	0
29.	Maintenance of community assets.	0	0
30.	Others (a)Supply of net setter, (b) Data entry operator honorarium	2	0.11
G.Total		12	6.45

Source: Field Data Collected from the Village Panchayat (Khinni),2012-2013

1. Agriculture, including Agricultural Extension: Only one project and Rs.0.42 lakhs is spent for the same.

2. Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation: There is no activity. But the State Act gives provisions for the reclamation of waste land, bringing waste land under cultivation.

3. Minor Irrigation, Water Management and Watershed Development: There is only one project under the sector and an amount of Rs.1.59 lakhs is spent.

4. Animal Husbandry, Dairying and Poultry: There is no activity though the village Panchayats has specific responsibility under the subject as per the state Act.

5. Fisheries: There is no activity. The Act is also silent on the function.

6. Social Forestry and Farm Forestry: An amount of Rs.0.35 lakhs is spent for starting a nursery.

7. Minor Forest Produce: No activity is under taken by the Panchayat .the function is not transferred to the Village Panchayat .

8. Small Scale Industries, including Food Processing Industries: It is reported that no activity is undertaken by the Panchayat and the subject has not handed over to Village Panchayat as per the provisions of the State Act.

9. Khadi, village and cottage industries: There is no activity. But the State Act mentions that the function is devolved to the Village Panchayat.

10. Rural Housing: There is no activity under the subject by the sample Panchayat . No provision of activities on rural housing is given to the Village Panchayats by the State Act.

11. Drinking Water: Though there is provision in the State Act which empowers the Village Panchayat to take up activities under the subject, no activity is seen implemented by the sample Panchayat.

12. **Fuel and fodder:** No provision of activities on fuel and fodder is given to the Village Panchayats by the State Act .There is no activity by the sample Panchayat under the sector.
13. **Roads, Culverts, Bridges, Ferries, Waterways and Other Means of Communication:** The maximum number of works has been covered under the sector and more than 60 percent of amount (Rs.3.83lakhs) is utilized under this sector for implementing six projects.
14. **Rural Electrification, including Distribution of Electricity:** An amount of Rs.015 lakhs is spent for implementing one project. As per the State Act, there is no provision to implement activities under the subject on rural electricity.
15. **Non-Conventional Energy Sources:** There is no activity by the sample Panchayat .The Act keeps silence on the subject matter.
16. **Poverty Alleviation Programme:** It is noticed that there is no direct activity under the subject by the sample Panchayat, though the Act gives provisions for taking up projects.
17. **Education, including Primary and Secondary Schools:** No activity is seen performed by the sample Panchayats under the subject. However, the State Act gives provision for performing activities under the subject ‘education’.
18. **Technical Training and Vocational Education:** No activity is reported by the sample Panchayat .Any activity under the subject has not been transferred to Village Panchayat
19. **Adult and Non-Formal Education:** Though the Act gives provisions for performing activities under the subject, nothing is seen in the sample Panchayat.
20. **Libraries:** No activity related to libraries is seen taken by the sample Panchayats . But under the State Act, ‘libraries’ are seen reflected in the ‘Village List’ where the Panchayats can intervene.
21. **Cultural Activities:** Though State Act provides space for performing projects under the function ‘cultural activities’ no attempt is made by the sample Panchayat.
22. **Markets and Fairs:** There is no activity under the sector though there is provision for operation.

- 23. Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries:** According to the details in the State Act, the Village Panchayats are entitled to take up any activities related to health and sanitation. But it is not seen in the Sample Panchayats.
- 24. Family Welfare:** Under the subject no activity is seen implemented by the Panchayat. However, the subject matter is under the domain of the Village Panchayat as per the State Act.
- 25. Women and Child Development:** There is no activity by the sample Panchayat though it is under the functional domain of the Village Panchayats ..
- 26. Social Welfare, including Welfare of the Handicapped and Mentally Retarded:** Officially, the subject is under the domain of the village Panchayat but it is not seen in the sample Panchayat.
- 27. Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and the Scheduled Tribes:** There is no activity undertaken by the Panchayat under the subject whereas it is seen listed in the State Act as a permissible item under the functions allotted to the Village Panchayats .
- 28. Public Distribution System:** As per the data from the sample Panchayat no activity is performed. However, the activity of ‘opening fair price shops’ (public distribution system) is assigned to the Village Panchayats .
- 29. Maintenance of Community Assets:** It is noticed that no activity is performed by the sample Village Panchayat though maintenance of community assets is a subject transferred to Village Panchayats.

Conclusion

Serious attention is required to capture both the unconcealed and clandestine features of the devolution of functions and to measure the degree of deviation existed in the functional domain of the State from the norms set by the list of functions in the Eleventh Schedule of the Constitution. The verbatim of the functions / subjects are reflected in many of the Acts of different States. The devolution of functions in the State Maharashtra has not been strictly carried out in accordance with the XI schedule of the constitution. It is observed that the Maharashtra pattern of devolution of

functions may not easily pursue the prototype architecture. It is a fact that, some functions have been transferred to the Panchayats even during the pre amendment phase. But still it has not moved further, substantially. The activities entrusted with the three tiers are separately given in three Schedules in the two separate State Acts. It is also important to note that each activity have sub activities as per the Schedule I and Schedule II of Maharashtra Zilla Parishads and Panchayat Samitis Act 1961 and Schedule I of Maharashtra Village Panchayat Act 1959. The functions/subjects listed in the above Acts are different from that of the 29 subjects under eleventh schedule and it may be the residue of the pre amendment phase. Many of the activities enumerated in the respective lists for different tiers are similar and general in nature but not institution specific. This gives chances for overlaps, duplication and in many cases it is stifled by inertia. Therefore, an inchoate status is observed in the devolution of functions. Further, the fundamental principle of subsidiarity is not seen taken into account. It appears that the three tiers of Panchayats are vertically placed rather than horizontally which made impediments in the functional autonomy of the tiers. The activity mapping, which is said to be in progress, can address these issues to a great extent.

When the above mentioned lists are compared to the 29 subjects in the Eleventh Schedule one may arrive at a deceitful conclusion. A careful reading of the provisions of the concerned Acts of the State gives a different picture. It is observed that some of the functions /subjects are placed under the sub activities of the major head. The concerned lists could be read and deduced in such a background information and it may be a caution as in the case of the analysis of functional devolution in the State of Maharashtra. It is also important to note that 22 functions have been transferred to Zilla Parishads, 19 to the Panchayat Samitis and 21 to the Village Panchayats. As per departmental Rules/GOs, functions related to 'Non conventional energy' have been transferred to the three tiers of Panchayats while 'Watershed development' to Panchayat Samitis and Village Panchayats.

The actual functions performed by the Panchayats have been evaluated with the support of field data from one sample Panchayat from each tier. The actual

performance of the functions by the respective tiers of Panchayats is seen less than what it is visualized and devolved by the State Acts. A detailed analysis of the nature of activities performed by the sample Zilla Parishad (Chandrapur) shows that it has covered only 14 functions/subjects during 2012-2013 which less than half of the subjects /functions/subjects listed in the Eleventh Schedule. The sample Panchayat Samiti (Rahata) has performed only nine activities/subjects which is less than one third of the list in the Eleventh Schedule. The performance of the sample Village Panchayat (Khinni) has covered only one fifth of the total functions/subjects of the Eleventh Schedule. The Panchayats seem to be visualized to function more as implementing agencies of the State rather than local self government institutions. All these cases give a reflection of the real status of devolution of functions in the State.

CHAPTER 4:

PANCHAYAT FINANCE

1. Introduction.

There are different sources of revenue for the Panchayati Raj Institutions in Maharashtra such as: (a) own income (both tax revenue and non tax revenue) (b) grants from national finance commission, (c) grants from State Government, (d) grants for staff salary, (e.) Centrally sponsored scheme (f) BRGF grants (g) Eco-Village etc. As per the State Acts the village Panchayat and Zilla Parishad have the power of taxation. The revenue is mainly used for establishment and administrative purpose, honorarium for Panchayat Members, implementation of various welfare schemes and for the implementation of centrally sponsored schemes.

2. Revenue of Panchayati Raj Institutions

The Panchayati Raj Institutions in Maharashtra have received an amount of Rs.42,61,455.68 lakhs during the financial year 2011-2012 from different sources. Among the total revenue 1.95 percent (Rs.83070.54) is own revenue including tax revenue and non tax revenue. It is noticed that the major portion of revenue (98.05 %) is grants from State / Central government. In the grant in aid sector, the major share is from state government grant, which is 48.01 percent of the total revenue. Followed by grants for staff salary with 23.42 percent of the total revenue, 13.57 percent of the total revenue is for the implementation of the centrally sponsored schemes and 7.51 percent of the total revenue is other grants from the state government. From the Thirteenth Finance Commission an amount of Rs.95356.00 lakhs was received by the State and it works out as 2.24 percent of the total revenue. 1.89 percent of total income is from MPLAD/MLA LAD. It is observed that there are two more sources of income for the Panchayats which are for the implementation of the two programmes ((i) Eco -Village Project, (ii) National Bio Gas Programme).

During the 2012-2013 financial year an amount of Rs. 5119063.09 lakhs was received by the PRIs in the State. Out of the total receipt Rs. 91271.54 lakhs (1.78 percent) was

own income of the PRIs. Among the own income Rs. 64450.04 lakhs was tax revenue and Rs. 26821.50 lakhs was non tax revenue. The grant in aid from the state / central government was more than 98 percent of the total income. Grant from central government is Rs.844148 lakhs (16.49 percent), other grants from the state government is 7 percent of the total revenue. Award from the Thirteenth Finance Commission is Rs. 124446.00 lakhs (2.43 percent) of the total income. It is noticed that BRGF grant is only 0.46 percent of the total revenue. Only 0.04 percent of amount received for the implementation national bio gas programme (Table.No.4.1)

Table No. 4.1: Revenue of Panchayati Raj Institutions

Sl.No.	Name of the Tax/Receipt	Amount Received 2011-2012(Rs.in Lakhs)	Percentage	Amount Received 2012-2013(Rs.in Lakhs)	Percentage
Own Income					
1.	Tax Revenue	56240.04	1.32	64450.04	1.26
2.	Non Tax Revenue	26830.50	0.63	26821.50	0.53
Sub Total		83070.54	1.95	91271.54	1.78
Grants					
3.	Thirteenth Finance Commission	95356.00	2.24	124446.00	2.43
4.	Grants from State (including SFC)	2045766.94	48.01	2361097.55	46.12
5.	Grants for Staff Salary	998200.00	23.42	1266500.00	24.74
6.	Other grants from State	320000.00	7.51	358400.00	7.00
7.	Centrally Sponsored Schemes (CSS)	578331.20	13.57	844148.00	16.49
8.	BRGF Grants	28056.00	0.66	23643.00	0.46
9.	MPLAD/MLALAD	80492.00	1.89	24337.00	0.48
10.	Others (Eco- Village 'untied')	30013.00	0.70	23408.00	0.46
11.	National bio gas programme	2170.00	0.05	1812.00	0.04
Sub Total		4178385.14	98.05	5027791.55	98.22
Grant Total		4261455.68	100.00	5119063.09	100.00

Source: Data Collected from Department of Rural Development & Panchayat Raj, Govt. of Maharashtra

It is noticed that there is 14.60 percent of increase in tax collection during 2012-2013 compared to the previous year. In the case of non tax there is no major deviation. In the case of grants in aid sector out of the nine items five items have the increased revenue compared to the previous year whereas four items have decreased revenue compared to previous year. It is noticed that there is 45.96 percent of increase in funds for centrally sponsored scheme followed by 30.51 percent of increase in Thirteenth Finance Commission Grant, Grants for staff salary have 26.88 percent of increase,

Grants from State including SFC grants have 15.41 percent of increase and finally other grants have 12 percent of increase compared to the previous year. Other four minute items in grant in aid sector have received low income when compare to previous year.

3. Expenditure of Panchayati Raj Institutions

During the period of 2011-2012 financial year the Panchayati Raj Institutions in State spent an amount of Rs. 3186636.85 lakhs and in 2012-2013 financial year an amount of Rs. 4854179.85 lakhs was spent. It is noticed that there is more than 52 percent of increase in the expenditure during 2012-2013 financial year when compare to previous year.

3.1A Comparison of Revenue and Expenditure of the State

It is important to note that during 2011-2012 the total revenue for the Panchayati Raj Institutions in the State was Rs.4261455.68 lakhs and out of the total revenue only 74.78 percent (Rs.3186636.85 lakhs) was spent by the Panchayati Raj Institutions in the State. However in 2012-2013 the Panchayati Raj Institutions was succeeded to spent around 95 percent of the total revenue (Table No.4.2).

Table.No. 4.2. Total Revenue and Expenditure of the Panchayati Raj Institutions in 2011- 2012 and 2012-2013

Financial Year	Total Revenue (Rs in lakhs)	Total Expenditure (Rs in lakhs)	Percentage of Expenditure
2011-2012	4261455.68	3186636.85	74.78
2012-2013	5119063.09	4854179.85	94.83

Source: Data Collected from Department of Rural Development & Panchayati Raj, Govt. of Maharashtra

3.2. Expenditure Pattern of Panchayati Raj Institutions

In Maharashtra the Panchayati Raj Institutions have spent an amount of Rs.3186636.85 lakhs during the 2011-2012. It is important to note that around 90 percent of amount was spent for establishment, welfare and development sector. Only 1.12 percent was spent for operation and maintenance. 9.81 percent of the amount was

spent for capital expenditure and contingency. In the establishment head major share was spent for the salary of core staff with 31.33 percent of the total expenditure followed by salaries of departmental staff with 5.86 percent of total expenditure. Under pension head an amount of Rs.80000.00 lakhs was spent. It is noticed that only below one percent was spent for salaries of other Panchayat staff and honorarium for Panchayat Members. Under welfare and development head 48.77 percent of amount was spent out of which 15.90 percent was spent for centrally sponsored schemes. The remaining was spent for state schemes. Under operations and maintenance head only 1.12 percent of amount was spent and major share in this head was for rural roads with 0.91 percent of total expenditure and remaining was spent for water supply and sanitation. Capital expenditure was 6.67 percent and contingency expenditure was 3.14 percent of the total expenditure.

During 2012-2013 the total expenditure for the Panchayati Raj Institutions in the State was Rs.4854179.85 lakhs. Among this expenditure of 32.77 percent was spent for establishment. 0.91 percent for operations and maintenance, 48.50 percent for the welfare and development sector and remaining was spent for capital expenditure and contingency.

Major expenditure under establishment head was salary for core staff with 26.09 percent of total expenditure followed by salaries for departmental staff and pension for employees. It is noticed that salaries for other staff was only 0.33 percent of total expenditure and 0.07 percent was spent for honorarium for Panchayat members. It is important to note that very negligible amount was spent for rural roads (0.66 percent) and rural water supply and sanitation (0.24 percent). The major share under welfare and development head was spent for state sponsored scheme with 32.85 percent of total expenditure and remaining was spent for the implementation of centrally sponsored scheme. Capital expenditure was 14.53 percent and contingency was 3.30 percent of the total expenditure.

While analyzing the expenditure pattern of PRIs in the State, it is important to note that there no change in two items such as salaries for other Panchayat staff and honorarium for Panchayat Members. At the same time there is more than 75 percent

of increase of expenditure in water supply and sanitation item, around 50 percent of increase in expenditure under centrally sponsored schemes and around 232 percent of increase in capital expenditure head. (Table No.4.3.)

Table No. 4.3: Expenditure of Panchayat Raj Institutions

Sl.No.	Name of the Item	Amount Spent 2011-2012(Rs.in Lakhs)	%	Amount Spent 2012-2013(Rs.in Lakhs)	%
Establishment					
1.	Salaries paid by the State Government to core staff of Panchayat	998221.00	31.33	1266500.00	26.09
2.	Salaries paid by the Panchayat to other staff	15894.00	0.50	15894.00	0.33
3.	Salaries of departmental staff	186700.00	5.86	215100.00	4.43
4.	Pension etc. for employees	80000.00	2.51	90000.00	1.85
5.	Honorarium to Panchayat members	3346.85	0.10	3346.85	0.07
Sub Total		1284161.85	40.30	1590840.85	32.77
Operations & Maintenance					
6.	Rural roads	29100.00	0.91	32200.00	0.66
7.	Water supply and sanitation	6689.00	0.21	11739.00	0.24
Sub Total		35789.00	1.12	43939.00	0.91
Welfare and Developmental Expenditure					
8.	Expenditure on Centrally Sponsored Schemes	506700.00	15.90	759700.00	15.65
9.	State schemes expenditure	1047536.00	32.87	1594600.00	32.85
Sub Total		1554236.00	48.77	2354300.00	48.50
Others					
10.	Capital Expenditure	212450.00	6.67	705100.00	14.53
11.	Contingencies	100000.00	3.14	160000.00	3.30
Sub Total		312450.00	9.81	865100.00	17.82
Grant Total		3186636.85	100.00	4854179.85	100.00

Source: Data Collected from Department of Rural Development & Panchayat Raj, Govt. of Maharashtra

4. Tax Assignments to Panchayati Raj Institutions

As per the Village Panchayat Act of the State there are the provisions to levy tax on 22 items by the Village Panchayats. It is noticed that Village Panchayats levying tax on 16 items and again in majority of the Panchayats sixteen items only which means around one third of the taxation power is utilised by the Village Panchayats in the State.

Table No. 4.4: Details of Taxation by the Village Panchayats

Sl.No.	Name of the Tax Assigned to Village Panchayat as per the Village Panchayat Act	Actually practicing in the State
1.	Tax on buildings	✓
2.	Betterment charge on the lands (cess on land revenue)	✓
3.	Pilgrim tax	✓
4.	A tax on fairs, festivals and other entertainments	X
5.	A tax on bicycles and on vehicles drawn by animals	✓
6.	Tax on Shop keeping and hotel keeping	✓
7.	Any other trade	✓
8.	Tax on profession or calling of brokers in cattle markets	✓
9.	Local body tax	✓
10.	A general sanitary cess	X
11.	A general water rate	X
12.	Lighting tax	✓
13.	Any other tax	X
14.	A fee on markets and weekly bazaars (tax on goods sold in market)	✓
15.	A fee on car stands and tonga stands (vehicle tax)	✓
16.	A special water rate for water supplied by the Panchayat through pipes	✓
17.	A fee for supply of water from wells and tank (pond / tank lease)	✓
18.	A fee for temporary erection on, or putting up projections etc. (water rate)	✓
19.	special sanitary cess	X
20.	A fee for cleaning a cess pool constructed on land whether belonging to a Panchayat or not	✓
21.	A fee for grazing cattle (cattle tax)	✓
22.	A fee on registration of animals sold in any market	X

Two more sources are available (tax on sale on fire wood and slaughter house and toll) in operation.

Source: Data Collected from Department of Rural Development & Panchayat Raj, Govt. of Maharashtra

Table No. 4.5: Details of Taxation by the Zilla Parishad Panchayats

Sl.No.	Name of the Tax Assigned by the Zilla Parishad	Actually practicing in the State
1.	A general water tax	X
2.	A pilgrim tax	✓
3.	A special tax on lands and buildings	✓
4.	Water rates	✓
5.	Tax on land benefited by irrigation works or development schemes	✓
6.	A license fee on brokers, commission agents, weighmen or measures practicing their calling therein	X
7.	A market fee for the right to expose good for sale	✓
8.	Fees on the registration of animal sold in the market	✓
9.	A general water tax within the limits of a Panchayat, where such water is being supplied through public water taps of stand post installed for the use of the public	X
10.	A special water tax, within the limits of a Panchayat, where such water is being supplied through individual house connection	X

Three more sources are available (tax on sale on fire wood and slaughter house, vehicle tax & cess on land revenue or surcharge) in operation.

Source: Data Collected from Department of Rural Development & Panchayat Raj, Govt. of Maharashtra

Revenue Receipts and Expenditure over the years

Zilla Parishads

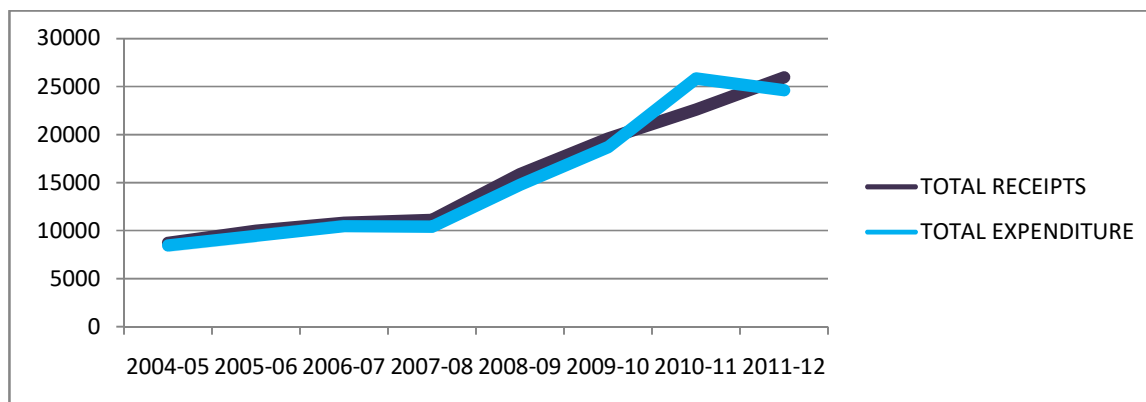
The position of revenue receipts and expenditure for the Zilla Parishads over the years from 2004-2005 to 2011-2012 is given in table number 4.6 and diagram no 4.1. This is based on the annual reports published by the Government of Maharashtra, Directorate of Economics and Statistics.

Table No. 4.6 Revenue Receipts and Expenditure over the years (Rs.in Lakhs)

YEAR	TOTAL RECEIPTS	TOTAL EXPENDITURE
2004-05	8738.00	8468.00
2005-06	9996.00	9479.00
2006-07	10807.00	10475.00
2007-08	11111.00	10417.00
2008-09	15876.00	14779.00
2009-10	19572.00	18674.00
2010-11	22594.00	25828.00
2011-12	25946.00	24621.00

Source: Reports published by the Directorate of Economics and Statistics, Government of Maharashtra.

Diagram No. 4.1. Revenue Receipts and Expenditure over the Years for Zilla Parishads (In Lakhs)



Source: Table number 4.6

The total receipts (Capital and Revenue) of ZPs in the State for the year 2007-2008 was Rs. 11111 crore registering an increase of 2.81 *per cent* over the previous year's receipts of Rs. 10807 crore. The major source of revenue for ZPs during 2007-2008 continued to be from Government grants and Capital receipts which constituted 74.22 and 22.69 *per cent* of the total receipt of all ZPs in the State. It may also be noted that

ZPs' own revenue in 2004-05 was 2.98 *per cent* of its total receipts and State and Central Government grants amounted to 76.56 *per cent*. However, by 2007-2008 ZPs' own revenue declined steeply to 1.45 *per cent* of its total receipts and Government grants also decreased to 74.22 *per cent*. Although theoretically some of activities under 22 functions out of 29 envisaged in eleventh schedule of the Constitution have been transferred to PRIs in Maharashtra, effective devolution is yet to take place and PRIs function mainly as agents for utilization of State and Central Grants. While PRIs should try to come out of its dependence on Government grants, State Government also has to consider steps to be taken for effective devolution of functions to PRIs in letter and spirit. While the total expenditure decreased from Rs. 10475 crore in 2006-2007 to Rs. 10417 crore in 2007-2008, the revenue expenditure increased by four *per cent* during the period. The capital expenditure, in fact, had decreased by 17 *per cent*. PRIs have to increase its capital investment and decrease revenue expenditure.

Decrease in capital expenditure in 2011-2012 in comparison to the previous year indicated lower infrastructure development activities in PRIs during 2011-2012. However, while revenue expenditure increased from Rs. 8,494.00 crore in 2007-2008 to Rs. 20,507.00 crore (141.43 *per cent*) in 2011-12, capital expenditure increased from Rs. 1,923 crore to Rs. 4,114 crore (113.94 *per cent*) only during the same period. To that extent expenditure had not been incurred on activities that would provide durable and long term assets to these institutions. (*Note: The PSs accounts are incorporated in ZP accounts.*)

Village Panchayats

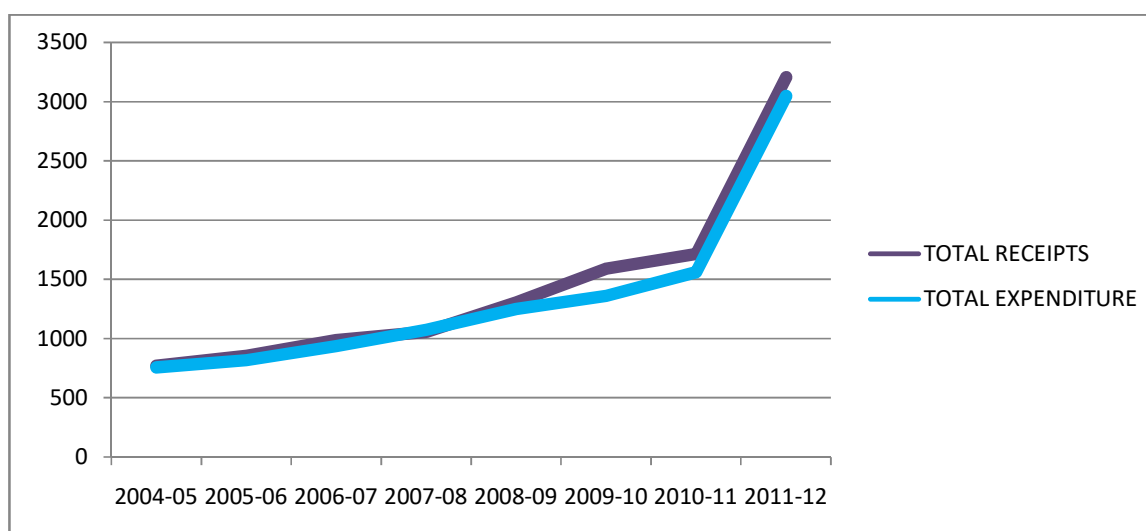
The position of revenue receipts and expenditure for the Village Panchayats over the years from 2004-2005 to 2011-2012 is given in table number 4.7 and diagram no 4.2. This is based on the annual reports published by the Government of Maharashtra, Directorate of Economics and Statistics.

Table No. 4.7 Revenue and Receipts over the Years for Village Panchayats (Rs. in Lakhs)

YEAR	TOTAL RECEIPTS	TOTAL EXPENDITURE
2004-05	773.00	758.00
2005-06	858.00	820.00
2006-07	990.00	938.00
2007-08	1059.00	1075.00
2008-09	1307.00	1252.00
2009-10	1592.00	1359.00
2010-11	1714.00	1560.00
2011-12	3206.00	3047.00

Source: Reports published by the Directorate of Economics and Statistics, Government of Maharashtra.

Diagram No. 4.2: Revenue and Receipts over the Years for Village Panchayats (Rs.in Lakhs)



Source: Table Number 4.7

It may be noted that while the total receipts of the entire village Panchayats in the State during 2007-2008 registered an increase of 7 per cent over the receipts of 2006-2007, the increase in expenditure during the period was 15 per cent. One of the major sources of receipts for the Village Panchayats in 2007-2008 was Government grants of Rs. 377.00 crore constituting 36 per cent of the total receipts as against Rs. 376.00 crore in previous year. There was no significant increase in the Government grants to Village Panchayats in 2007-2008. The expenditure of Village Panchayats had substantially increased by 95.32 per cent in comparison to the previous year (2010-2011), whereas, expenditure of ZPs had decreased by 4.67 per cent during 2011-2012.

5. Income and Expenditure of Zilla Parishads

An attempt is here to work out the average income and expenditure of the Panchayats at all the three levels. Since sample Panchayats are selected by considering the different parameters it is assumed that an average income and expenditure may reveal the situation which is very close to the reality.

The average income of the three sample Zilla Parishads is worked out as Rs.105159.60 lakhs during 2012-2013. During the same time the average expenditure is worked out as Rs. 103416.83 lakhs (98.34%).

5.1 Income of the Zilla Parishad

The major share of receipt of a Zilla Parishad in Maharashtra is grants from the State Government. During the 2012-2013 financial years the average receipt of three sample district is worked out as Rs. 105159.60 lakhs. The percentages of individual heads are worked out against the total receipts (Table no.4.8) It is observed that out this amount, 83.56 percent is received as 'State Government Grant' followed by 'Grant from Central Government' for the implementation of centrally sponsored scheme (5.90 %) of the total receipt and 2.92 is grant from the 'Thirteenth Finance Commission', 2.42 percent is under BRGF grant and only 1.29 percent of the total receipt is form 'own income'. It is important to note that the Zilla Parishads in Maharashtra mainly depend on State Government for financial assistance.

Table Number 4.8: Average Income of a Zilla Parishad (Rs.in Lakhs) for the year 2012-2013

Sl.No.	Item	Amount Received (Rs. in Lakhs)	Percentage
Own Income			
1.	Own Revenue	1352.84	1.29
Fiscal Transfers			
2.	State Government Grants	87869.21	83.56
3.	Education ('under other grants')	723.41	0.69
4.	Medical('under other grants')	15.88	0.02
5.	Health Engineering ('under other grants')	995.24	0.95
6.	Agriculture ('under other grants')	18.62	0.02
7.	Public Works ('under other grants')	111.94	0.11
8.	Miscellaneous	2042.73	1.94
9.	Interest	215.77	0.21
10.	Centrally Sponsored Schemes	6205.26	5.90
11.	13 th Finance Commission	3067.88	2.92
Non Scheme Based Funds			
12.	BRGF	2540.82*	2.42
G.Total		105159.60	100.00

1. Own revenue includes (i) tax- Rs.0.46 lakhs , (ii) local Cess-Rs.1209.93 lakhs and (iii) local rates Rs.142.75lakhs) 2.State Government Grants includes all the sector wise allocation.3. OB (Rs.21255.31lakhs), Loans & Advance (Rs.29.66 lakh), Deposit & Advance (Rs.16565.41lakhs) and Remittance (Rs.70417 .10 lakhs) are not included. 4. MGNREGA not included.

Source: Computed Data from the Selected Three Zilla Parishads.

5.2 Expenditure of the Zilla Parishad

The average expenditure of a Zilla Parishad during the 2012-2013 financial year is worked out as Rs. 103416.83 lakhs. It is important to note that the major share of expenditure is for education sector with 37.85 percent of expenditure followed by community health programme with 5.54 percent of expenditure, building and public work an amount of Rs. 5383.38 lakhs was spent, for public health engineering 5.12 percent of total expenditure was spent, 1.73 percent was spent for community development, for the implementation of IAY scheme 4.90 percent was spent. It is important to note that out of the total expenditure 15.69 percent was spent for pension and other benefits. A welfare oriented expenditure pattern with more emphasis of social sectors on education, pension delivery of pension and health is visible from the table no.4.9. The total of different sub items on health (medical, ayurveda, community health, and public health engineering) indicates that around 12 per cent of total expenditure is on 'public health' and it is a commendable achievement. However, altogether productive sector (agriculture, animal husbandry, forests, fisheries and rural industries) is sidelined. The establishment expenditure of the Zilla Parishad is less than 5 per cent, needs appreciation.

Table Number 4.9. Average Expenditure of a Zilla Parishad (Rs.in Lakhs) for the year 2012-2013

Sl.No.	Item	Amount Spent (Rs. in Lakhs)	Percentage
1.	Establishment	4244.41	4.10
2.	Education	39143.55	37.85
3	Building & Public Works	5383.38	5.21
4.	Irrigation	1996.67	1.93
5.	Medical	87.25	0.08
6.	Ayurveda	48.40	0.05
7.	Community Health	5731.87	5.54
8.	Public Health Engineering	5293.18	5.12
9.	Agriculture	1146.88	1.11
10.	Animal Husbandry	1557.01	1.51
11.	Forest	108.13	0.10
12.	Social Welfare	2352.88	2.28
13.	Community Development	1784.41	1.73
14.	Miscellaneous	5860.85	5.67
15.	Loans & Advance	14.49	0.01
16.	Pension & Other Benefits	16228.30	15.69
17.	NRLM	740.18	0.72
18.	IAY	5072.26	4.90
19.	BRGF	3736.42	3.61
20.	13th Finance Commission	2886.31	2.79
G. Total		103416.83	100.00

Source: Computed data from the Selected Three Zilla Parishads.

6. Income and Expenditure of Panchayat Samiti

The average income of the six sample Panchayat Samitis in the state was Rs.4025.38 lakhs during 2012-2013 financial year. The Panchayat Samitis mainly depend on the State Government for financial assistance as in the case of Zilla Parishad. The second source of income was centrally sponsored schemes. There are very meager income (0.01 percent) from own source by the Panchayat Samitis in the State. Only 3.03 percent of receipt was under BRGF scheme and it is only in two sample Panchayat Samitis under the study. As in the case of Zilla Parishad, the welfare oriented expenditure pattern with more emphasis of social welfare and social development social sectors is visible from the expenditure details of the Panchayat Samitis .

Table Number 4.10. Average Income of a Panchayat Samiti (Rs.in Lakhs) for the Year 2012-2013

Sl.No.	Item	Amount Received (Rs. in Lakhs)	Percentage
Own Income			
1.	Own Revenue	0.55	0.01
Fiscal Transfers			
2.	State Grants (i) Education- Rs 1866.64 lakhs (ii) Works-Rs.35.06 lakhs (iii) Health- Rs.125.61 lakhs (iv) Agriculture- Rs.13.09 lakhs (v) Animal Husbandry- Rs.52.87 lakhs (vi) Social Welfare -Rs.83.77 lakhs (v) Women & Child Development- Rs.962.93 lakhs (vi) General Admi. & Salary-Rs.503.60 lakhs	3690.71	91.69
3.	Centrally Sponsored Schemes	174.29	4.33
4.	13 th Finance Commission	37.73	0.94
5..	BRGF	122.10*	3.03
G.Total		4025.38	100.00

Source: Computed Data from the selected Six Panchayat Samitis.

The average expenditure of a Panchayat Samiti works out as Rs.4250.18 lakhs during 2012-2013. The major share of expenditure is for the implementation of various schemes under the head of welfare and development programme (83.05 percent) followed by the establishment expense with 9.51 percent .Less than 5.00 percent of total expenditure was spent for the implementation of the centrally sponsored scheme. The share of BRGF scheme is only 2.87 percent which is only in two sample Panchayat Samitis under the study.

Table Number 4.11: Average Expenditure of a Panchayat Samiti (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Item	Amount Received (Rs. in Lakhs)	Percentage
1	Establishment Expense	404.13	9.51
2	Welfare & Development Expenditure (Total of all sectors. Sector wise data is not available for all the 6 PSs)	3529.61	83.05
3	CSS	173.93	4.09
4	BRGF	122.10	2.87
5	13 Finance Commission	20.41	0.48
G.Total		4250.18	100.00

Source: Computed Data from the selected Six Panchayat Samitis.

7. Income and Expenditure of the Village Panchayat

A Village Panchayat in the State received an average of Rs.44.32 lakhs during 2012-2013 financial year from five different sources such as (i) own income,(ii) grant from State Government, (iii) grant for centrally sponsored scheme, (iv) grant from Thirteenth Finance Commission and (v) BRGF grant. Out of the total receipt, around one fourth is from the ‘own income’ whereas the grant from State Government is 37.23 percent, which is the highest source of revenue. The centrally sponsored scheme supports 16.25 percent of receipt .The support from the Thirteenth Finance Commission is 12.88 percent and from BRGF 10.20 percent. The Village Panchayats have succeeded in spending 87.50 percent of total receipts during the period (Table No. 4.12)

Table Number 4.12. Average Income of a Village Panchayat (Rs.in Lakhs) for the year 2012-2013

Sl.No.	Item	Amount Received (Rs. in Lakhs)	Percentage
Own Income			
1.	Own Revenue	10.39	23.44
Fiscal Transfers			
2.	State Grants (Total of all the sectors. Sector wise data is not available for all the 12 VPs)	16.50	37.23
3.	Centrally Sponsored Schemes	7.20	16.25
4.	13 th Finance Commission	5.71	12.88
5..	BRGF	4.52	10.20
G.Total		44.32	100.00

Source: Computed data from the selected Village Panchayats.

An average expenditure of the Village Panchayats in the State is worked out as Rs.38.78 lakhs for the 2012-2013 financial year. It is noticed that highest amount is spent for the implementation of development schemes supported by the State Government with 47 percent of the total expenditure. Development schemes have been given priority by other sources also .One fourth of the total expenditure has incurred for establishment. Under BRGF an amount of Rs.4.65 lakhs is spent and it works out as 11.99 percent. Around 10.00 percent of amount is spent under Thirteenth Finance Commission grant. The corresponding share under the centrally sponsored scheme is 5.57 percent (Table No. 4.13).

Table Number 4.13. Average Expenditure of a Village Panchayat (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Item	Amount Received (Rs. in Lakhs)	Percentage
1	Establishment Expense	9.50	24.50
2	Welfare & Development Expenditure (Total of all the sectors. Sector wise data is not available for all the 12 VPs)	18.23	47.00
3	CSS	2.16	5.57
4	BRGF	4.65	11.99
5	13 Finance Commission	4.24	10.94
G.Total		38.78	100.00

Source: Computed Data from the selected 12 Village Panchayats.

8. Income and Expenditure: The Case of Selected Panchayat Raj Institutions Zilla Parishd (Ahmed Nagar)

An attempt is here made to illustrate the income and expenditure of the sample Panchayas from all the three levels. It is felt that a case on sample Panchayat points a vivid portrait of field realities. Moreover, viewing a sample case with in the background of an average situation may be more convincing rather than arriving conclusions based on a solo point of evidence. Therefore, three sample cases, one for each tier of Panchayat are presented and it could be read along with the above discussions on income and expenditure of the average one.

The Ahmed Nagar Zilla Parishd received an amount of Rs.133462.98 lakhs during the period of 2012-2013 from three major heads (i) own income,(ii) grants from State Government and (iii) centrally sponsored schemes. Out of the total receipt around 84 percent is grants from State Government. In addition to this, separate grant is received

under three sub heads from the State Government and which is worked out as 2.97 percent of the total receipts. A small amount is registered as interest, Rs.139.87lakhs (0.10 per cent) of total receipt. It is noticed that 11.54 percent of amount was received from central government for the implementation of centrally sponsored schemes. Among the item IAY the total receipt is 6.35 percent whereas BRGF share is 4.36 percent. Under NRLM the share is 0.83 percent of total receipt.

Table Number 4.14. Receipt of Ahmed Nagar Zilla Parishad (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	Percentage
1.	Own Income	1982.90	1.49
Fiscal Transfer			
2.	Grant from State Government (Total of all the sectors. Sector wise data is not available)	111973.43	83.90
‘Other Grants’ from State Government			
3.	Agriculture(‘under other grants’)	18.62	0.01
4.	Public Works(‘under other grants’)	57.23	0.04
5.	Miscellaneous	3895.79	2.92
6.	Interest	139.87	0.10
Central Sponsored Schemes			
7.	NRLM	1110.79	0.83
8.	IAY	8478.13	6.35
9.	BRGF	5806.22	4.36
G.Total		133462.98	100.00

1. Own revenue includes (i) tax- Rs.0.13 lakhs , (ii) local Cess-Rs.1948.23 lakhs and (iii) local rates Rs34.54lakhs 2.State Government Grants includes all the sector wise allocation.3. OB (Rs.22558.30 lakhs), Loans & Advance (Rs.50.19 lakh), Deposit & Advance Rs.3271.15lakhs) and Remittance (Rs.90180 .35 lakhs) are not included. 4. MGNREGA is also not included, here.

Source: Data Collected from the Ahmed Nagar Zilla Parishad

During the period the Ahmed Nagar Zilla Parishad spent an amount of Rs.127325.40 lakhs for the administration establishment and delivery of schemes. The Zilla Parishad succeeded to spend 95.40 percent of total receipt during the period. It is observed that major expenditure of the Zilla Parishad is under education and it works out 38.79 percent of total expenditure. The expenditure on ‘pension and other benefits’ is the second in position with 12.75 percent. It is noticed that the administration and establishment expense of the Zilla Parishad is only six percent of the total expenditure. The average expenditure of a Zilla Parishad is repeated here also. A welfare oriented expenditure pattern with more emphasis social sector (education) is manifested. The share of education is worked out to be near half of the total expenditure on scheme implementation. Delivery of pension is another area of major expenditure. The total of

different sub items on health (public health, public health engineering and ayurveda) indicate that more than 10 per cent of total expenditure is on ‘public health’ and it is praiseworthy in the context of Ahmed Nagar. The attention on productive sector (agriculture, animal husbandry, forests, fisheries and rural industries) is marginalized.

Table Number 4.15. Expenditure of Ahmed Nagar Zilla Parishad (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	%
1.	Administration and Establishment	6781.87	5.33
2.	Education	49385.85	38.79
3.	Building and Communication	6692.00	5.26
4.	Irrigation	1944.78	1.53
5.	Ayurveda	6.91	0.01
6.	Public Health	6988.11	5.49
7.	Public Health Engineering	6752.33	5.30
8.	Agriculture	759.19	0.60
9.	Animal Husbandry	1588.06	1.25
10.	Social Welfare	3854.45	3.03
11.	Community Development	189.99	0.15
12.	Deposit	2268.18	1.78
13.	Pension & Other Benefits	16228.30	12.75
14.	Miscellaneous	9428.90	7.41
15.	NRLM	967.16	0.76
16.	IAY	8034.84	6.31
17.	BRGF	5454.48	4.28
G.Total		127325.40	100.00

Source: Data Collected from the Ahmed Nagar Zilla Parishad

7.2. Panchayat Samiti (Brahmapuri)

The Brahmapuri Panchayat Samiti received an amount of Rs.5873.73 lakhs during 2012-2013 from different sources. It is observed that more than 67 percent of receipt is grants from the State Government (11 items in table No.4.16). The major share of the grant from the State Government is the sector allocated for ‘building and communication’. It is more than one third of the total receipt, followed by ‘women and child development’ (9.77%) and ‘general administration & establishment’ (8.57%). The productive sectors like agriculture and irrigation animal husbandry, fisheries rural industries have received marginal importance in terms of share from the State Government grant. The grant from Thirteenth Finance Commission is less than one percent of the total income. The major share under the centrally sponsored scheme

is from MGNREGS, followed by IAY and BRGF. The share from NBA is only less than one percent of the total receipt.

Table Number 4.16. Receipt of Brahmapuri Panchayat Samiti (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	Percentage
Fiscal Transfer from the State			
1.	General Administration & Establishment	503.60	8.57
2.	Health	176.00	3.00
3.	Family Welfare	110.46	1.88
4.	Animal Husbandry	76.72	1.31
5.	Building and Communication	2160.87	36.79
6.	Women & Child Development	573.84	9.77
7.	Tribal Supply	84.20	1.43
8.	Agriculture	13.15	0.22
9.	Irrigation	36.81	0.63
10.	Special Works (Biogas Plant)	2.08	0.04
11.	<i>Ramai Awas Yojana</i>	216.22	3.68
Other Grants			
12.	Thirteenth Finance Commission	38.35	0.65
Central Sponsored Schemes			
13.	NBA	41.04	0.70
14.	BRGF	140.82	2.40
15.	IAY	161.66	2.75
16.	MGNREGA	1537.91	26.18
G.Total		5873.73	100.00

Source: Data Collected from the Brahmapuri Panchayat Samiti

The Brahmapuri Panchayat Samiti succeeded to spend more than 95 percent of the total receipt in 2012-2013 financial year. It is noticed that the highest amount was spend in the building and communication sector with 37.89 percent of total expenditure. The second highest expenditure is under MGNREGS with 27.51 percent followed by women and child development sector and general administration and establishment sector with 8.65 percent and 8.93 percent respectively. It observed that productive sectors (agriculture, irrigation and animal husbandry) are not received less importance. The sectors like fisheries, rural industries and forests have not reflected in the expenditure side of the Pachayat Samiti.

Table Number 4.17. Expenditure of Brahmapuri Panchayat Samiti (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	Percentage
Fiscal Transfer			
1.	General Administration & Establishment	499.21	8.93
2.	Health	174.15	3.12
3.	Family Welfare	105.52	1.89
4.	Animal Husbandry	69.56	1.24
5.	Building and Communication	2117.73	37.89
6.	Women & Child Development	483.48	8.65
7.	Tribal Supply	71.53	1.28
8.	Agriculture	9.21	0.16
9.	Irrigation	36.79	0.66
10.	Special Works(Biogas Plant)	2.08	0.04
11.	<i>Ramai Awas Yojana</i>	163.60	2.93
Other Grants			
10.	Thirteenth Finance Commission	30.35	0.54
Central Sponsored Schemes			
11.	NBA	26.91	0.48
12.	BRGF	122.10	2.18
13.	IAY	139.30	2.49
14.	MGNREGA	1537.79	27.51
G.Total		5589.31	100.00

Source: Data Collected from the Brahmapuri Panchayat Samiti

7.3. Sakuri Village Panchayat

The Sakuri Village Panchayat received an amount of Rs.52.02 lakhs during 2012-2013 from different sources. More than 40 percent of the total receipt of income is from own sources. Tax revenue is 29.55 percent and non tax revenue is 11.36 percent of the total receipt. The State Government grant is 27.87 percent of total income followed by Thirteenth Finance Commission grant with 18.73 percent. Among the revenue side the contribution from MGNREGA grant is only 2.63 percent of total income.

Table Number 4.18: Receipt of Sakuri Village Panchayat (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	%
Own Revenue			
1.	Tax Revenue	15.37	29.55
2.	Non Tax Revenue	5.91	11.36
Fiscal Transfer			
3.	State Government Grant (i) -SC Habitat Development Rs.4.76 lakhs (ii)- Water Supply Rs.9.74lakhs	14.50	27.87
4.	Thirteenth Finance Commission	9.74	18.73
Central Sponsored Schemes			
5.	MGNREGA	1.37	2.63
6.	BRGF	5.13	9.86
G.Total		52.02	100.00

Source: Collected and Computed Data from the Sakuri Village Panchayat

The Sakuri Village Panchayat has succeeded to spend more than 116 percent of the total receipt. This is because of the presence of the opening balance (OB) of the previous year under different heads, as locally explained. The expenditure on ‘general administration and establishment’ is more than half (61%) of the total expenditure of the Village Panchayat. It is noticed that ‘water supply’ and ‘SC habitat development’ are the two welfare sectors which have received the attention of the Village Panchayat. The share of expenditure under BRGF is around 10 percent. Only less than one fifth of the total expenditure is shared from all the available centrally sponsored schemes (BRGF and MGNREGA) and the Thirteenth Finance Commission. It is noticed that more than 127 percent was spent under BRGF when compare to the receipt under this sector during the period. This may be the availability of the opening balance of the previous year under BRGF.

Table No 4.19. Expenditure of Sakuri Village Panchayat (Rs. in Lakhs) for the year 2012-2013

Sl.No.	Name of the Item	Amount (Rs. in Lakhs)	Percentage
Fiscal Transfer			
1.	General Administration & Establishment	36.88	61.09
2.	SC Habitat Development	4.93	8.17
7.	Water supply	7.55	12.51
Other Grants			
10.	Thirteenth Finance Commission	2.10	3.48
Central Sponsored Schemes			
11.	NBA	1.00	1.66
12.	BRGF	6.55	10.85
13.	IAY	0.25	0.41
14.	MGNREGA	1.11	1.83
G.Total		60.37	100.00

Source: Data Collected from the Sakuri Village Panchayat

Conclusion

The Panchayat finance comprises self raised resources, assigned resources and government grants. The Panchayat Samiti has no power to impose taxes and fees whereas it is vested with the other two tiers. The increased cess on land revenue is divided between Zilla Parishads and Panchayat Samitis on an equal basis. The Government grants given to the Zilla Parishad are purposive grants, establishment grants, incentive grants, plan grants, grants for agency schemes, block grants and local cess matching grants. The financial resources of Village Panchayats are taxes, fees and financial assistance in the form of Government grants.

The financial support of State to the Panchayats is by way of tied grants for recurring and non recurring expenditure for the programmes and schemes transferred to Panchayats. The Panchayats are also given untied grants for development programmes under various state and central sector schemes. In the State all the three tiers of Panchayats are granted Thirteenth Finance Commission (TFC) award. In the case of BRGF, twelve districts are covered and the funds are to be shared among the Village Panchayats. The same is the case with MGNREGA and all the districts are covered by the scheme.

Under Eco –village Scheme, the State government provides financial support to Village Panchayats to fulfill certain conditions including 90 per cent recovery of taxes. Several incentive programmes have been introduced for the better performance Panchayats in the State. The Panchyats receive cash prizes annually under these programmes.

Different variety of taxes is levied by Village Panchayat, recently. Mobile towers and towers erected for wind energy are also taxed. The Zilla Parishads can levy the three types of taxes/ charges. Panchayats are allowed to implement their own schemes and programmes with the tax revenue collected. The Panchayts are empowered to levy taxes mentioned in the Act, subject to the minimum and maximum rates fixed by the State Government and subject to the exemptions prescribed.

The Zilla Parishad and Panchayat Samiti are depending on financial assistance from the State Government. The total financial volume of a Zilla Parishad is between Rs.1000 cores and Rs.1250 cores .Out of which more than 80-90 per cent are from the State Government grant with restrictions (tied fund). A welfare oriented expenditure pattern with more emphasis of social sectors is visible in the Zilla Praishad whereas productive sector is sidelined. As in the case of Panchayat Samiti, the size of the business of the financial transactions is around Rs 60 cores, only 6 per cent of the same of the Zilla Parishad. It also reflects the relatively less significance of the Panchayat Samiti in terms of functions and functionaries. And the major share of the amount is drawn from the state government in the form of grants. An almost equal balance of two sectors of welfare and infrastructure is the priority area of the Panchayat Samiti. The productive sector is largely neglected by the Panchayat Samiti. Safely, it is asserted that the financial transaction of a Village Panchayat is less than one core. It works out less than two per cent of the financial engagements of the Panchayat Samiti. Around 30 to 40 per cent of the total resources of the Village Panchayat are mobilized through own source in the form of tax and non tax and the remaining are from the grants of the State Government. Since the major share is drawn from the ‘own fund’ and ‘government grant’, the centrally sponsored schemes have made subsidiary impact in the overall performance of the Village Panchayats whereas in majority of Indian States the major source of funding is from the centrally sponsored schemes. This may be a paradigm shift in financial devolution from other Indian States the and a trendsetter for attaining achievement of index . The volume of finance from the ‘government grants’ in the Zilla Parishad brings functional display and vibrancy with less autonomy. The quantity of ‘own fund’ of the Village Panchayat ensure financial autonomy. The Panchayat Samiti loses its colour in absence of both.

CHAPTER 5:

ACCOUNTING AND AUDIT

Introduction

An exploration of the provisions contained in the Acts and Rules, institutions developed, and the ground realities on the systems of accounting and audit is pictured in this chapter. The insights received from in the verification of records and the interactions with the functionaries are also presented.

A careful reading of the Maharashtra Village Panchayats Act ,1958 and Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 gives an impression that there are inbuilt provisions among different sections of the Acts which enable healthy and disciplined financial transactions based on the principles of transparency and good governance. Trust among the stakeholders and institutions is the hallmark of Maharashtra's vision of decentralization. Attempts are being made to translate it in to the accounting and audit procedures and practices in the Panchayati Raj Systems. Of course, at every level trust is synergized with institution of 'checks and balance'. There are mainly two powerful rules which supplement the respective Acts in the State and they are the Bombay Village Panchayats (Budget and Accounts) Rules, 1959 and Maharashtra Zilla Parishads and Panchayat Samitis Accounts Code 1968.

Accounting Arrangements

As per Section 136 of the Maharashtra Zilla Parishads and Panchayat Samitis Act, the Chief Executive Officer (CEO) of Zilla Parishad is required to prepare an annual statement of accounts of revenue and expenditure from the final modified grants on or before 10 July of the following financial year. These are required to be placed before the Finance Committee before 10 August. Subsequently the documents are to be placed before the Zilla Parishad for approval along with the report of the Finance Committee. The Finance Committee of the Zilla Parishad has the special power to scrutinize the annual statements of accounts of receipts and expenditure of the Zilla

Parishads and Panchayat Samitis prepared under Section 137 and make comments and advice so as to ensure that the objective of the Zilla Parishad and Panchayat Samitis are carried out in the most economical and efficient manner .Finally, the Zilla Parishad is required to publish the abstract of the statement in the Government Gazette before 15 November. The same section of the Act also empowers the Block Development Officer (BDO) to forward the accounts approved by the Panchayat Samiti to the Zilla Parishad. The Secretaries of the Village Panchayats are required to prepare annual accounts of the Village Panchayat and it is to be placed to the Zilla Parishad on the prescribed date. An abstract is being prepared from all the three documents and it has to be forwarded to the Chief Auditor, Local Fund Accounts (CALFA). This institution is popularly known as CALFA. The final auditing and certifications of the document will take place at CALFA. It is the duty of the CALFA to publish the document in the government gazette. Maharashtra is one of the states which adopted the forms prescribed by the Comptroller and Auditor General (C&AG) as per the recommendations of the 11th Finance Commission. However, it is reported that the formats are not applied in translating the accounts of the Panchayats. It is explained that there is a mismatch between the provisions of the Maharashtra Zilla Parishad and Panchayat Samiti Account Code and the formats suggested by the C&AG. It gives an impression that the present Account Code has to be amended suitably for the purpose of the application of the prescribed forms of accounts.

Though serious attention has been made to create a data base on finances of the Panchayati Raj Institutions, a complete data base on the finances of the PRIs were not available at any level of the PRIs and comprehensive picture of the finances of PRIs are not available. The absence of consolidated information on finances of PRIs and the non existence of a centralized agency for this purpose is a critical short coming in the context of increasing transfer of funds and responsibilities to the PRIs. Therefore, it is stated that even audit has to rely on other sources for data viz. budget document of the State Government, reports of the Central Finance Commission, State Finance Commission and the Economic Survey of Maharashtra. The absence of State level information on finances of the PRIs and the absence of a centralized agency for the

maintenance of the data base have been experienced during the field work for the proposed study.

There is a strong internal control mechanism to manage the accounting and auditing system of the Panchayats. Internal control systems are framed to ensure that rules, orders, procedures and conventions are followed by the officials of the Panchayat for effective functioning and achievement of objectives. The CEO of the Zilla Parishad has the power to supervise and control the execution of all activity of the Zilla Parishad. The CEO has the authority for asking any information, returns, statements, accounts and reports from the officers of the Zilla Parishad. The Divisional Commissioner is also required to inspect the office of the Zilla Parishad.

Bombay Village Panchayats (Budget and Accounts) Rules, 1959
E.N.,J.S.G&P.O.N., No.VPA 1957/P, dated 11th September, 1959.

There is no separate account rule; it is a combination of both account and budget rules. It had been framed as per Section 62 of the Maharashtra Village Panchayats Act which deals with budget and accounts. The rules have been amended nine times. A Panchayat shall submit the following documents to the Panchayat Samiti on or before 31 day of December every year in the prescribed form, (*Form I, which is entitled as Budget Statement of the Village Panchayat of -----in the-----Taluka-----District for the year -----*). It is also mentioned that if the Panchayat fails to submit such statement on or before the 31 day of December, the Secretary shall prepare and submit it to the Panchayat Samiti on or before 31 day of January of such financial year.

- i. The opening balance in its fund and estimated income of the Panchayat for the following year;
- ii. The expenditure proposed on the establishment and discharge of its duties under Sub-Section (1) of Section 45; and
- iii. The amount to be contributed to the District Village Development Fund established under Section 133.

There is provision for appropriation and re- appropriation of sums sanctioned by the Panchayat Samiti for one head in the statement referred to in Rule 3 for another head in the said statement. Panchayat shall prepare a statement on re -appropriation in Form 2 and submit the same to the Panchayat Samiti. (Form 2 is described as *Statement of Re –appropriations and Allotments approved by the village panchayat ofduring the month ofyear under its Resolution No.....dated the....*). As per the provision of Section 62, the Panchayat Samiti shall approve the statement of re- appropriation with or without modifications as it shall think fit .The Secretary is empowered to keep the accounts of the Village Panchayat in the prescribed Form 3 to 27. The details of the Forms are given in the Appendix of the chapter.

It is stated that the Secretary has to send the accounts kept in the Form 3 and 4 to the Panchayat Samiti and Zilla Parishad on or before 1 day of June... (Form 3 is stated as *Annual Account of Income of the Village Panchayat ofTaluka.....District.....for the year*. Form 4 is known as *Annual Account of Expenditure of the Village Panchayat of....Taluka....District....for the year*). Regarding the financial transactions it is mentioned that payment of any sum in excess of Rs. 500 from out of the Village Fund shall be made by means of cheque signed jointly by the Sarpanch and Secretary of the Village Panchayat. However, in special circumstances exemptions are allowed to the Panchayats from keeping accounts in any of the Forms referred above. Similar provision is also available in the cases of ZPs and PSs. It is stipulated that payment of any sum exceeding Rs.1000 shall be by cheque or letter of credit and not in any other form of payment (Rule 25,ii of the Account Code) The records show that in many cases the transactions exceeded the limit and the general observation is that there are many financial compulsions which may cross the prescribed limit.

The Bombay Village Panchayats (Budget and Accounts) Rules,1959 mentioned that every financial year a Panchayat shall contribute 0.25 per cent of its income raised during the preceding financial year from all sources, including contributions, to the District Village Development Fund, (DVDF) which is constituted under section 133 of the Maharashtra Zilla Parishads and Panchayats Act, 1961. The scrutiny of income and expenditure documents from all the 12 selected Village Panchayats shows that

0.25 per cent of its income had been contributed to DVDF. There are a few examples to be cited, (i) Dahigoan Village Panchayat from Ahmednagar district had contributed Rs. 0.22 lakh (ii) Gudshela Village Panchayat from Chandrapur district had contributed Rs. 0.02 lakh. In both the cases the contributions are more than the prescribed percentage.

The rule had been framed based on the Section 62 of the Act which deals with budget and accounts. The rules had been amended nine times. A Panchayat shall submit the following documents to the Panchayat Samiti on or before 31st day of December every year in the prescribed form (Form I). It is also mentioned that if the Panchayat fails to submit such statement on or before the 31 day of December, the secretary shall prepare and submit it to the Panchayat Samiti on or before 31 day of January of such financial year. The Village Panchayats Budget and Accounts Rules, 1934 made under the Bombay Village Panchayats Act, 1933 and all corresponding rules made under-

- (i) The Bombay Village Panchayats Act, 1933. In its application to the Kutch area of the State of Bombay.
- (ii) The Saurashtra Gram Panchayat Ordinance, 1949.
- (iii) The Hyderabad Gram Panchayats Act, 1956; and
- (iv) The Central Provinces and Berar Panchayats Act, 1946 are hereby repealed.

There is a separate accounting code for the Zilla Parishads and Panchayat Samitis and it is known as the *Maharashtra Zilla Parishads and Panchayat Samitis Accounts Code 1968*.

As per the provisions of Section 136 of the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 read with Rule 66 of the Code, the CEO has to prepare “budget estimate of the income and expenditure of a financial year” on or before 10th July of the preceding financial year to be placed before the Finance Committee of the Zilla Parishad by 10th August. The Finance Committee of the Zilla Parishad has the special power to scrutinize the annual statements of accounts of receipts and expenditure of the Zilla Parishad and Panchayat Samitis prepared under Section 137 and make comments and advice so as to ensure that the objectives of the Zilla Parishad and

Panchayat Samitis are carried out in the most economical and efficient manner. Finally, the Zilla Parishad is required to publish the abstract of the statement in the government gazette before 15th November.

Field Observation

During the field work it was reported that all the three Zilla Parishad had prepared the annual statements of accounts of receipts and expenditure for year 2012-2013 and submitted to the respective Finance Committee for scrutiny. Again, in all the three cases an abstract of the statement had been published in the Government Gazette. However, in all the cases there were delay in completing the procedure and the delay ranged from two to five months, as observed from the records. The same provision is applicable in the cases of the intermediary tier (Panchayat Samitis). It is mentioned in Sub Section 1 of Section 137 of the Act that “a budget estimate of the income and expenditure for the next financial year relating to the works and development schemes to be undertaken or continued or executed from block grant”. It was observed from the available records of the six selected Panchayat Samitis that all prepared and submitted the annual statements of accounts of receipts and expenditure of the previous financial year to the respective Zilla Parishad. In all the six cases, it was delayed for six to eight months. It is observed that as per the Act and Rules, the Zilla Parishad and Panchayat Samitis are required to prepare and submit, “a budget estimate of the income and expenditure for the next financial year”, which has not taken place in its true sagacity at any level whereas annual statements of accounts of receipts and expenditure is being prepared and submitted. In other words, “budget estimate of the income and expenditure” is replaced by the “annual statements of accounts of receipts and expenditure”. At both the levels of Zilla Parishad and Panchayat Samiti the two concepts (Budget and Annual Statement of Accounts of Income & Expenditure) are being used interchangeably as nomenclature. Lack of clarity persists, as it is observed.

Rule 61 of the Maharashtra Zilla Parishads and Panchayat Samitis Accounts Code 1968 emphasizes that the Panchayat Samiti shall forward monthly accounts of receipts and expenditure by 20th of each month to Zilla Parishad. During the field work it has been observed that there were delay in submitting the monthly accounts to Zilla

Parishads and now it is being regularized and institutionalized with the introduction of SANGRAM (Table no 5.1 &5.2). The evidences suggest that all six Panchayat Samitis have submitted the monthly accounts on due dates to respective Zilla Parishads. However, it is noticed that there are incidents of not including all the grants in the statements of monthly accounts. More over, in some cases there is monthly review based on the documents. According to the Rule 25 (2) Rule 61 of the Maharashtra Zilla Parishads and Panchayat Samitis Accounts Code 1968, the Audit is being conducted based on the following documents

- i. The Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961.
- ii. The Maharashtra Zilla Parishads and Panchayat Samitis Account Code, 1968.
- iii. The Bombay Village Panchayat Act, 1958.
- iv. The Maharashtra Village Panchayat Act, 1959.
- v. The Bombay District Village Development Fund Rules, 1960.
- vi. The Maharashtra Village Panchayats (Employees) Provident Fund Rules, 1961.
- vii. The Maharashtra Village Panchayats (Audit of Accounts) Rules, 1961.
- viii. The Bombay Village Panchayats (District Village Panchayat Officers Functions) Rules, 1959.
- ix. The Maharashtra Village Water Supply Rules, 1997.

Consolidated Audit Report

Consolidated reports are prepared by AGs Office and placed before Assembly every year. Reports are being prepared by the AG and submits to the Principal Secretary RDD& WC every year. The last report relating to 2007-2008 was submitted to the Assembly on 17 September 2012. The reports for 2008-2009 & 2009-2010 are compiled and action is in process to place the reports before the Legislative Assembly.

Table No.5.1: Submission of Annual Accounts by Village Panchayat (2012-2013)

Sl No	Name of the Village Panchayat	Submission of Annual Accounts 2011-2012, (Yes/No)	Submission of Annual Accounts 2012-2013, (Yes/No)
1	Gudshela (Chandrapur)	Yes	No (Under process)
2	Jiwati (Chandrapur)	Yes	No (Under process)
3	Khinni(Chandrapur)	Yes	No (Under process)
4	Nilaj(Chandrapur)	Yes	Yes
5	Sakuri (Ahamednaga)	Yes	No(Under process)
6	Loni Khurd (Ahamednagar)	Yes	No (Under process)
7	Dahigoan (Ahamednaga)	Yes	No (Under process)
8	Sanwatsar (Ahamednaga)	Yes	Yes
9	Sangave (Retnagiri)	Yes	No (Under process)
10	Kondsar (Retnagiri)	Yes	No (Under process)
11	Jalgoan (Retnagiri)	Yes	No (Under process)
12	Umbrale(Retnagiri)	Yes	No(Under process)

Source: Data Collected from the Offices of 12 Village Panchayats

Table No .5.2: Funding Arrangements to the PRIs

Sl No	Source	Agency- Via (Through)
1	Grant received from Central Government	DRDA
2	Grant received from Central Government	State Government / Collector
3	Grant received from State Government	Direct
4	Revenue share in respect of land revenue, stamp duty, forest revenue, tax on vehicle , royalty on mine ore	Collector
5	Own revenue	Direct

Source: Data Collected from the office of the Principal Secretary RDD& WC

Conclusion

As it is already mentioned in the introductory part of the chapter, the provisions of both the Panchayat Acts have an in built mechanism for healthy and disciplined financial engagements at vertical and horizontal levels .The provisions in the two supplementary rules enforce sound accounting and audit practices in the Panchayats.The financial transactions in the co operative movement and private enterprises in the State may have contributed to evolve and develop a relatively better accounting and audit systems in the Panchayats . This is not to argue that all the existing accounting and audit practices are deficit free. Prudence may be taken that any amount of infringement may create impediments for further devolution. These rules have not been amended recently and therefore the new formats prescribed by the Comptroller and Auditor General of India is not practiced in any of the Panchayats.

New auditing and accounting standards embedded with trust and confidence may be needed in the context of the emerging new generation Panchayats. Model accounting system introduced in 2013-2014 in a light step in this direction.

Appendix

Prescribed form for the Preparation of Budget, Statement of Annual Account of Income and Expenditure

Form 1 (Budget Statement of the Village Panchayat of -----in the-----Taluka----- District for the Year -----)

Form 2 (Statement of Re –appropriations and Allotments approved by the village panchayat ofduring the month ofyear under its Resolution No....dated the....)

Form 3 (Annual Account of Income of the Village Panchayat ofTaluka.....District....for the year).

Form 4 (Annual Account of Expenditure of the Village Panchayat of....Taluka....District....for the year).

Form 5 (General Cash Book for the year. The Village Panchayat of.....)

Form 6 (Classified Register Receipts/ Payments for the month. The Village Panchayat of.....)

Form 7 (General Receipt. The Village Panchayat of.....)

Form 8 (Assessment list of buildings and land liable to taxation for the year..... The Village Panchayat of.....).

Form 9 (Demand Register of assessed taxes for the year..... The Village Panchayat of.....)

Form 10 (Receipt for taxes. The Village Panchayat of.....).

Form 11 (Register of Miscellaneous Demands for the year.... The Village Panchayat of.....)

Form 12 (Octroi Receipt. The Village Panchayat of...)....

Form 13 (Collection Register of Octroi for the year.... The Village Panchayat of).....

Form 14 (OCTROI Consolidated Kird of Collections. The Village Panchayat of).....

Form 15 (Register of articles received and payments made therefore. The Village Panchayat of).....

Form 16: Scale Register. The Village Panchayat of.....

Form 17: Stamp Account for the year. The Village Panchayat of.....

Form 18: Stock Account of Receipt Books/ Materials. The Village Panchayat of.....

Form 19: Form of Register of Dead Stock or Moveable Property. The Village Panchayat of.....

Form 20: Register of Advances / Deposits: The Village Panchayat of.....

Form 21: Petty Cash Book. The Village Panchayat of.....

Form 22: Muster Roll of men employed on (nature of works).....during the month of.... The Village Panchayat of.....

Form 23: Register of Estimates of Works. The Village Panchayat of.....

Form 24: Register of Pay Bill for the Employees of the Village Panchayat for the month of....

*Form 25: Registrar of Immovable Property (other than roads and lands). The Village Panchayat of.....
Block.....District....*

Form 26: Register of Roads in charge of..... The Village Panchayat of..... Block.....District....

Form 27: Register of Lands. The Village Panchayat of..... Block.....District....

CHAPTER 6:

PANCHAYAT FUNCTIONARIES

Introduction

The chapter gives the details on functionaries devolved to Panchayats. Provisions in the Act, mode of recruitment, conditions of service, salary pattern, mode of salary payment and the role of functionaries in conducting the business of the Panchayats are examined in detail. The regular /core, devolved and contract /honorary functionaries of each tier of Panchayat are also discussed in the chapter.

Legal Frame Work from the Panchayat Act

There are detailed provisions in both the Maharashtra Zilla Parishad and Panchayat Samitis Act, 1961 and the Maharashtra Village Panchayats Act 1958/1959 on the functionaries. Section 94 of the Maharashtra Zilla Parishad and Panchayat Samitis Act, 1961 states that “there shall be a Chief Executive Officer and one or more Deputy Chief Executive Officers for every Zilla Parishad who shall be appointed by the State Government”. As per the Act, both the posts are transferable and it is vested with the State Government. However, Zilla Parishad is empowered to pass a resolution with a two –thirds majority for requesting the State Government to withdraw the service of a CEO from the office. In such cases the State Government shall withdraw the CEO from the service under the Zilla Parishad. As the designation indicates the executive power for the purpose of carrying out the provisions of this Act shall vest with the CEO. Section 95 deals with the powers and functions of the CEO who has full control over “all the officers and servants of the Zilla Parishad”. The CEO shall be entitled to attend the meeting of any committee of the Zilla Parishad and of any Panchayat Samiti in the district.

According to the Section 98 of the Act, there shall be a Block Development Officer (BDO) for every Panchayat Samiti who shall be appointed by the State Government. All the staff working under the Panchayat Samiti (Class III service and Class IV service) are under the control of the BDO. The BDO is the custodian of all papers and

documents connected with the proceedings of meetings of the Panchayat Samiti. The executive power of the Panchayat Samiti is vested with the BDO who is assigned to draw and disburse money out of the grants payable to the Panchayat Samitis.

Section 60 of the Maharashtra Village Panchayats Act says “there shall be a Secretary for every Panchayat or a group of Panchayats”. The Secretary is appointed by the by the Chief Executive Officer from District Service (Class III). The salary and allowances shall be paid from the district fund. It is mentioned that the Secretary shall also function as Secretary to the Gram Sabha of the respective Panchayat . Being the Secretary of the Gram Sabha, s/he has to prepare the report of the expenditure incurred by the Panchayat on the development activities to be placed before the Gram Sabha and display the information thereof on the notice board of the Panchayat as per the Section 8 of the Act. If the secretary fails to do so s/he shall be liable for disciplinary action as per the clause v, vi, and vii of rule 4 of the Maharashtra Zilla Parishads , District Services, Discipline and Appeal Rule, 1994. A Panchayat may appoint staff (‘servant’) for the proper discharge of its duties under the Act and pay their salaries from the village fund. As per provisions in the Act, a Sarpanch can also engage temporary staff .A Panchayat may suspend / dismiss any staff appointed by it; but there is a provision for appeal by the BDO and CEO. This gives an impression the Panchayat has the power near to a policy of ‘hire at will and fire at will’. However, the State Government is empowered to make rules to regulate and the terms and conditions of service of staff appointed by the Panchayat /Sarpanch .This may be a safeguard against the certain prejudice by the Panchayat/ Sarpanch.

The Structure of Functionaries of the Panchayats

The functionaries of Panchayats in Maharashtra are recruited under District Services and it has two categories (i) District General Services (DGS) and (ii) District Technical Services (DTS). All the powers of recruitment, appointment, transfer, disciplinary actions including removal are vested with the Zilla Parishads in respect of employees under District Services. There are around four lakhs ‘C’ & ‘D’ grade employees working in the 33 Zilla Parishads. There are 57 different cadres under which these employees are recruited. In addition to this, there are honorary and part

time employees engaged by the ZPs such as Anganwadi workers, helpers and village health workers. The total annual salary bill of the employees will be around Rs. 8500 crores and the same is fully reimbursed by the State Government to Zilla Parishads. The group 'A' and group 'B' posts are made under Maharashtra Development Services (MDS). There are 903 posts (382 posts are under Group 'A' and 521 under Group 'B'). These two groups include Additional CEO, Project Director, DRDA, and Deputy Commissioner, Deputy CEOs, BDOs (class I) and Assistant BDOs/ APOs (Class II). There are a total of 9107 posts of Group 'A' & 'B' in the ZPs and PSs other than MDS. Under this category there are 5944 group 'A' Officers and 3163 group 'B' Officers. These officers are from the 14 administrative departments on deputation to ZPs to occupy the posts of HoDs and other senior posts. There are a total of 3,59,000 employees of 'Class III' and 'Class IV' and they are working in ZPs, PSs and VPs.

Control over Employees

The controlling authority of the officers belonging to MDS is the State Government. The administrative control of all other staff in Zilla Parishads, Panchayat Samitis, and Village Panchayats is vested with the Chief Executive Officers of Zilla Parishads, which is delegated to Block Development Officers and Head of Departments, in certain cases.

Departments and Regular/Core Functionaries with the Zilla Parishad

It is noticed that nine departments, (i) general administration, (ii) village panchayat, (iii) women & child development (iv) accounts & finance, (v) technical works & irrigation, (vi) agriculture, (vii) animal husbandry, (viii) health and education are functioning in the Zilla Parishad with the staff strength as indicated in table no. 6.1. The functionaries are known as 'regular / core staff' and they are placed under nine departments. The functionaries are hierarchically placed under each head of the respective departments and the overall control of the CEO who is from IAS cadre. Since the entire core staff is placed under single roof, the administrative control seems to be effective under the Zilla Parishad.

Table .No.6.1: Staff Strength of the Departments with Zilla Parishad

Designation of the Functionaries	Functions Performed	Pay Scale/ Remuneration	Sources of Salary	How Salary is Transferred
Core/Regular Staff:				
1.General Administration				
1.CEO (1)	Overall Supervision	IAS 15600-39100	Govt. Fund	Bank
2.Addl. CEO(1)	Assisting CEO	15600-39100	Govt. Fund	Bank
3.Dy. CEO (1)	General Administration	15600-39100	Govt. Fund	Bank
4. BDOs(14)	PS Head	15600-39100	Govt. Fund	Bank
5. Sectional Officer(11)	Office supervision	9300-34800	Govt. Fund	Bank
6.Office Supt. (22)	Office supervision	9300-34800	Govt. Fund	Bank
7. Steno (Upper) (2)	Ministerial & Clerical	9300-34800	Govt. Fund	Bank
8.Steno (Lower) (3)	Ministerial & Clerical	9300-34800	Govt. Fund	Bank
9.Steno Typist	Ministerial & Clerical	5200-20200	Govt. Fund	Bank
10. Senior Assistant. (84)	Clerical Work	5200-20200	Govt. Fund	Bank
11. Junior Assistant. (49)	Clerical Work	5200-20200	Govt. Fund	Bank
12.Driver (110)	Driving	4440-7440	Govt. Fund	Bank
13.Hawildhar	Other Works	4440-7400	Govt. Fund	Bank
14.Class(iv)103	Office assistance	4440-7440	Govt. Fund	Bank
2. Village Panchayat Department.				
1..Dy. CEO(1)	Supervision	15600-39100	Govt. Fund	Bank
2.Extension officer (VP)	Supervision of VP	9300-34800	Govt. Fund	Bank
3.VDO/Gram 4.Sevak (952)	Supervision of VP	5200-20200	Govt. Fund	Bank
4..Gram Sevak on Contract	Supervision of VP	6000	Honorarium	
3.Accounts & Finance				
1.CA & FO (1)	Accounts	15600-39100	Govt. Fund	Bank
2. Senior.	Accounts	15600-39100	Govt. Fund	Bank
3.Accounts officer (1)	Accounts	15600-39100	Govt. Fund	Bank
4.Accounts. officer(2)	Accounts	9300-34800	Govt. Fund	Bank
5Assistance	Accounts	9300-34800	Govt. Fund	Bank
6.Accounts Officer	Accounts	9300-34800	Govt. Fund	Bank
7.Junior Account Officer	Accounts	9300-34800	Govt. Fund	Bank
8.Accountant Officer (22)	Accounts	9300-34800	Govt. Fund	Bank
9.Senior Accountant (73)	Accounts	5200-20200	Govt. Fund	Bank
4.Women & Child Development				
1.Dy. CEO(1)	Supervision	15600-39100	Govt. Fund	Bank
2..DSWO(1)	Supervision	15600-39100	Govt. Fund	Bank
3.CDPO (14)	Supervision	9300-34800	Govt. Fund	Bank
4. Assistant. CDPO (1)	Assisting CDPO	9300-34800	Govt. Fund	Bank
5.Supervisor (192)	Supervision	5200-20200	Govt. Fund	Bank
6.Anganawadi Worker	Anganawadi work	4500	Honorarium	Bank

7.Anganawadi Helper	Anganawadi work	2000	Honorarium	Bank
5.Technical Works & Irrigation Department				
1.Ex. Engineer (4)	Works	15600-39100	Govt. Fund	Bank
2.Sectional Engineer	Supervision	9300-34800	Govt. Fund	Bank
3.Junior Engineer (176)	Supervision	9300-34800	Govt. Fund	Bank
4.Electrician	Electrical works	5200-20200	Govt. Fund	Bank
5.Fitter (1)	Mechanical works	5200-20200	Govt. Fund	Bank
6.Mistry (2)	Helper	5200-20200	Govt. Fund	Bank
7. Civil Engineering Assistant. (14)	Preparation of estimate	5200-20200	Govt. Fund	Bank
8.Traders (1)	Preparation of plans	5200-20200	Preparation of plans	Bank
9.Tracer	Preparation of plans	5200-20200	Govt. Fund	Bank
10.Chowkidhar	Other Works	4440-7440	Govt. Fund	Bank
11.Senior draftsman (4)	Preparation of plans	9300-34800	Govt. Fund	Bank
12.Junior draftsman (14)	Preparation of plans	5200-20200	Govt. Fund	Bank
13.Sweeper	Cleaning	4440-7440	Govt. Fund	Bank
14.GSDA	Electrical Supervision	9300-34800	Govt. Fund	Bank
15.Hand Pump Technician	Piping Work	5200-20200	Govt. Fund	Bank
6.Agriculture Department				
16Agriculture .DO(1)	Supervision	15600-39100	Govt. Fund	Bank
17.Agri. Officer	Assist ADO	9300-34800	Govt. Fund	Bank
18.Ex. Officer (40)	Assist AO	9300-34800	Govt. Fund	Bank
7.Animal Husbandry Department				
19.DAHO(1)	Supervision	15600-39100	Govt. Fund	Bank
20.Veterinary officer (14)	Medical care of animal	9300-34800	Govt. Fund	Bank
21.Veterinary officer (14)	AH Development.	9300-34800	Govt. Fund	Bank
22.Assistant. LS Development. Officer (43)	AH Development.	5200-20200	Govt. Fund	Bank
23.Live Stock Supervisor	AH Development.	5200-20200	Govt. Fund	Bank
24.Veterinary Compounder	AH Development..	5200-20200	Govt. Fund	Bank
25.Fire stored supervision (168)	AH Development.	5200-20200	Govt. Fund	Bank
26.Dresser	AH Development.	5200-20200	Govt. Fund	Bank
8.Health Department				
1.DMO(1)	Supervision	15600-39100	Govt. Fund	Bank
2.Medical officer (112)	Supervision	15600-39100	Govt. Fund	Bank
3.Pharmacist (102)	Medicines	5200-20200	Govt. Fund	Bank
4.Health supervisor (12)	Medicines	9300-34800	Govt. Fund	Bank
5.Lab Tech (10)	Medical tests	9300-34800	Govt. Fund	Bank
6.Health Assistant (460)	Public heath careers	5200-20200	Govt. Fund	Bank
7.ANM	Field Work	5200-20200	Govt. Fund	Bank
8.Leprosy Technician	Field Work	5200-20200	Govt. Fund	Bank
9.MPW	Field Work	5200-20200	Govt. Fund	Bank
10.Photographer & Artist	Photographic Work	5200-20200	Govt. Fund	Bank

9.Education Department				
1.DEO(4)	Education	15600-39100	Govt. Fund	Bank
2.Headmaster (628)	Teaching & Supervision	9300-34800	Govt. Fund	Bank
3.EO (53)	Supervision of schools	9300-34800	Govt. Fund	Bank
4.Primary Teacher (10887)	L P School Teaching	5200-20200	Govt. Fund	Bank

Source: Data from Ahamadnagar Zilla Parishad

Department and Regular/Core Functionaries with the Panchayat Samitis

It is noticed that seven sections, (i) general administration, (ii) accounts, (iii) agriculture (iv) works, (v) SGSY, (vi) education, and (vii) animal husbandry are functioning in the Panchayat Samiti with the core staff strength indicated in table no. 6.2. The functionaries are known as regular/core staff of the Panchayat Samiti and are placed under the BDO. Though the entire functionaries are divided into seven sections they are not placed under the heads of the sections but directly under the control of the BDO.

Table .No.6.2: Staff Strength of the Section/Departments with Panchayat Samitis

Designation of the Functionaries	Functions performed	Pay scale/ remuneration	Sources of Salary	How salary is transferred
Core/Regular Staff:				
1. General Administration Section				
1.BDO	Administration	15600-39100	Govt. Fund	Bank
2.Jr. S.O	Administration	9300-34800	Govt. Fund	Bank
3.Jr. A.O	Administration	9300-34800	Govt. Fund	Bank
4.E.O. (Pan)	Village Panchayat	9300-34800	Govt. Fund	Bank
5.Sr. Assistant	Clerical	9300-34800	Govt. Fund	Bank
6.Jr. Assistant	Clerical	5200-20200	Govt. Fund	Bank
7.Driver	Driver	5200-20200	Govt. Fund	Bank
8.Peon	Office Assistance	4400-7440	Govt. Fund	Bank
2. Accounts Section.				
1.A.A.O	Accounts	9300-34800	Govt. Fund	Bank
2.Sr. Asst.	Accounts	9300-34800	Govt. Fund	Bank
3.Jr. A.O	Accounts	5200-20200	Govt. Fund	Bank
3. Agriculture section				
1.A.O	Overall supervision	9300-34800	Govt. Fund	Bank
2.E.O Agriculture	Assisting AO	9300-34800	Govt. Fund	Bank
4. Works Section				
1.Sec. Engineer	Overall supervision	9300-34800	Govt. Fund	Bank
2.Jr. Engineer	Assisting Sec. Engineer	5200-20200	Govt. Fund	Bank

5 .SGSYSection				
1.E.O.(SGSY)	Overall supervision of Project	9300-34800	Govt. Fund	Bank
6.Education section				
1.E.O	Overall supervision	9300-34800	Govt. Fund	Bank
2.Sr. Asst.	Clerical	5200-20200	Govt. Fund	Bank
3.Jr. Asst.	Clerical	5200-20200	Govt. Fund	Bank
4.Peon	Office Assistance	4400-7440	Govt. Fund	Bank
7.Animal Husbandry				
1.AL.D.O	Overall supervision	5200-20200	Govt. Fund	Bank
2.L.S.S	Assisting AL.DO	5200-20200	Govt. Fund	Bank
3.Peon	Office Assistance	4400- 7440	Govt. Fund	Bank

Source: Data from Brahamapuri Panchayat Samiti, Chandrapur District

Core/Regular Functionaries with the Village Panchayat

It is noticed that four functionaries are with the Village Panchayat and out of which only the Village Development Officer (VDO) is the regular /core staff .The other three are appointed by the Village Panchayat and draw the salary from the Panchayat own fund .

Table .No.6.3: Staff Strength with Village Panchayat

Designation of the Functionaries	Functions performed	Pay scale/ remuneration	Sources of Salary	How salary is transferred
1.Village Development Officer	Overall Supervision	5200-20200	Govt. Fund	Bank
2.Clerk	Clerical Work	6000	Own Fund	Bank
3.Peon	Office Assistance	4000	Own Fund	Bank
4.Water Supply Worker	Water Supply of Village	4000	Own Fund	Bank

Source: Data from Kondasar Village Panchayat, Retnagiri District.

Status of Devolution of Functionaries

Table no.6.4 reveals the actual status of devolution with regard to the functionaries (departmental staff) transferred to Zilla Parishads and Panchayat Samitis. The table no. 6.4 could be read in such a way that the highlighted columns represent the departments of which the functionaries have actually been devolved.

Status of Devolution of Functionaries to Zilla Parishad

It is clearly mentioned that only staff from the eight departments (agriculture, animal husbandry, drinking water , roads and culverts etc. poverty alleviation, education, health and women & child development) have been transferred to Zilla Parishads. Invariably the departments are the functional agencies of the respective subjects. The functional domain of the department of agriculture is drawn from the very subject matter of agriculture .One may safely conclude that functionaries from the eight departments are also the functionaries from the eight subjects. It may be very serious to note that out of the 29 subjects (departments) not even a single functionary has been transferred from the 21 subjects.

Table No.6.4 Status of Devolution (Functionaries)

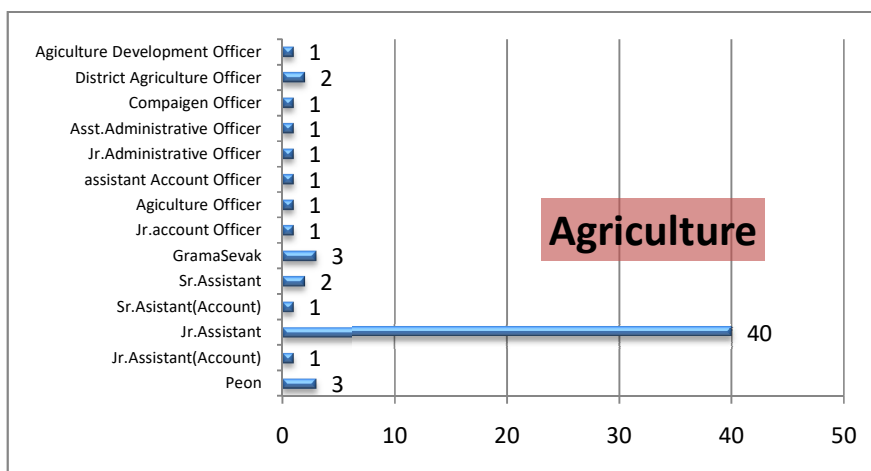
Subjects	Zilla Parishad	Panchayat Samiti	Village Panchayat
1. Agriculture including Agriculture Extension.			
2. Land Improvement, Implementation of Land Reforms, Land consolidation and Soil Conservation.			
3. Minor Irrigation, Water Management and Watershed Development.			
4. Animal Husbandry.			
5. Fisheries.			
6. Social Forestry and Farm Forestry.			
7. Minor Forest Produce.			
8. Small Scale Industries, including Food Processing Industries.			
9. Khadi, Village and Cottage Industries.			
10. Rural Housing.			
11. Drinking Water.			
12. Fuel and Fodder.			
13. Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication (PWD).			
14. Rural Electrification, including Distribution of Electricity.			
15. Non-conventional Energy Sources.			
16. Poverty Alleviation Programme (DRDA).			
17. Education including Primary and Secondary Schools			
18. Technical Training and Vocational Administration.			
19. Adult and Non-formal Education.			
20. Libraries.			
21. Cultural Activities.			
22. Markets and Fairs.			
23. Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries.			

24. Family Welfare.			
25. Women and Child Development.			
26. Social Welfare, including Welfare of Handicapped and Mentally Retarded.			
27. Welfare of the Weaker Sections, and in particular, of the Scheduled Castes and Scheduled Tribes.			
28. Public Distribution System.			
29. Maintenance of Community Assets.			

Source: Data Collected from Sample PRIs.

Agriculture: Only 59 functionaries have been transferred to Zilla Parishad including Agriculture Development Officer and District Agriculture Officer (Diagram No. 6.1). It consists of technical, non- technical and administrative category. Category wise classification gives an impression that there is an imbalance between the field and administrative staff .Since agriculture is a field centric activity it needs more staff for field extension. (Diagram No. 6.1).

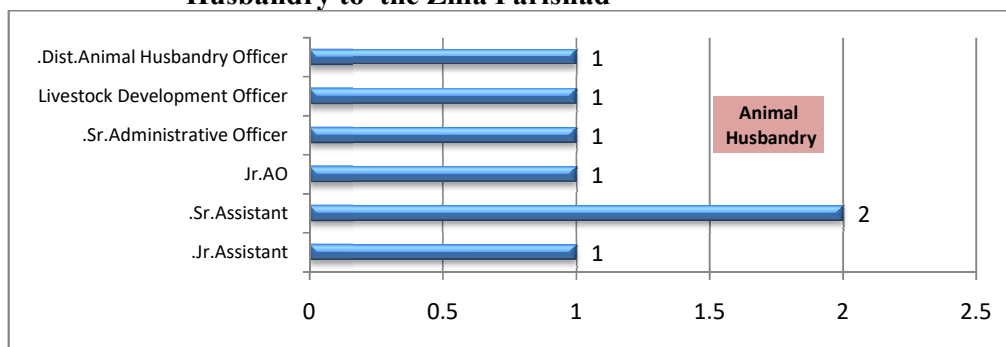
Diagram No. 6.1: Functionaries Transferred from at Department of Agriculture to Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

1. Animal Husbandry: There are seven functionaries under the department /subject including District Animal Husbandry Officer (Diagram No. 6.2). It is really an undersized unit.

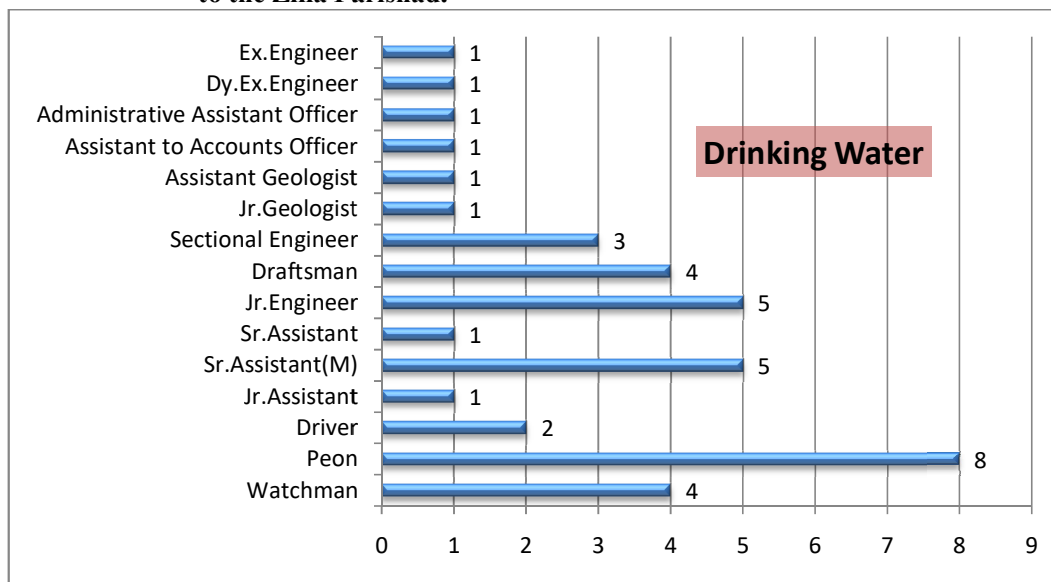
Diagram No. 6.2: Functionaries Transferred from the Department of Animal Husbandry to the Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

- 2. Drinking Water:** Total 39 functionaries have been transferred to Zilla Parishad. (Diagram No. 6.3). It consists of technical (engineers and geologists), non-technical and administrative category.

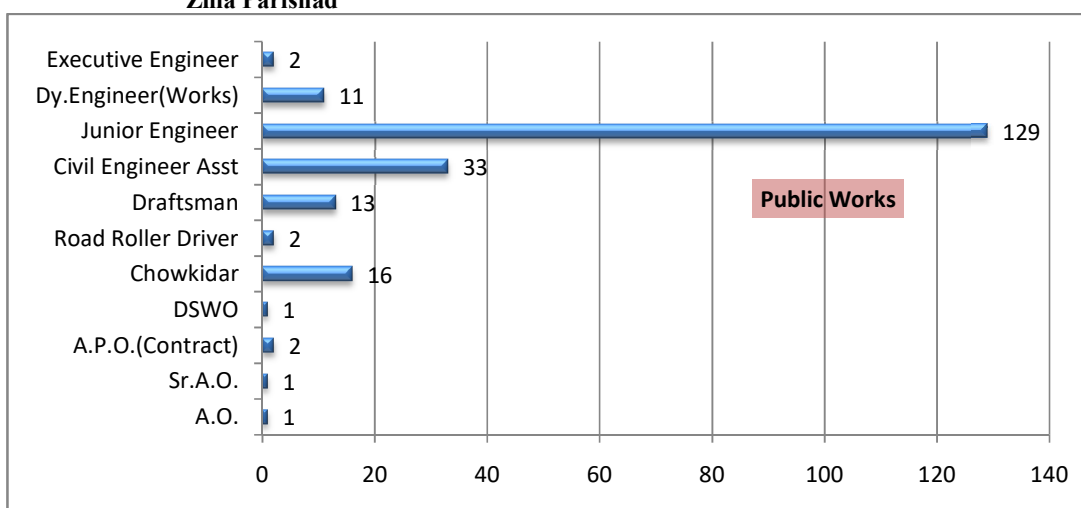
Diagram No. 6.3: Functionaries Transferred from the Department of Drinking Water to the Zilla Parishad.



Source: Data Computed from the Office of the Zilla Parishad

- 3. Public Works:** It covers Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication (Diagram No. 6.4). Total 211 functionaries are with the transferred unit at the administrative control of the Zilla Parishad.

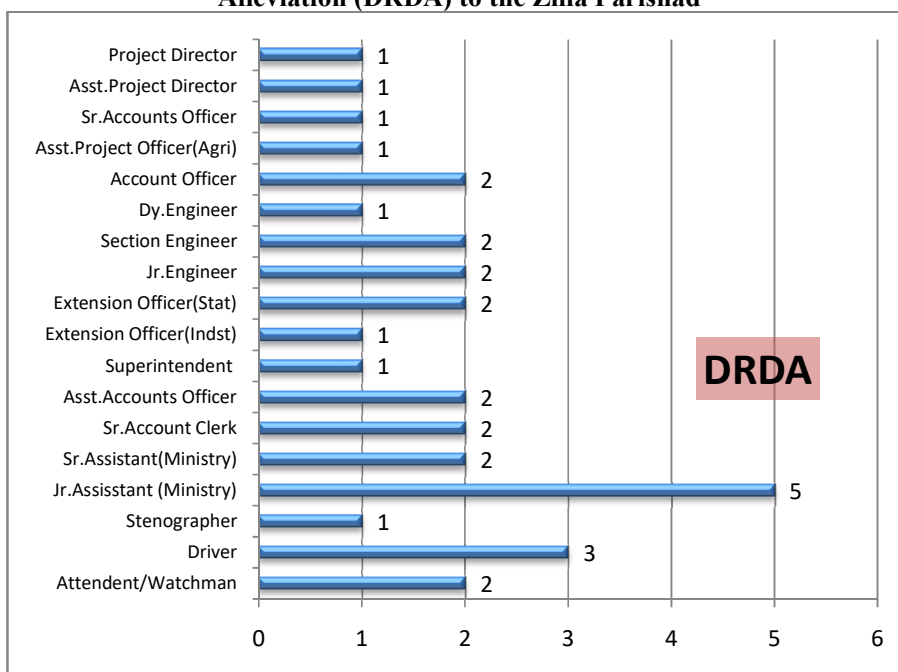
Diagram No. 6.4: Functionaries Transferred from the Department Public Works to the Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

- 4. Poverty Alleviation Programmmes (DRDA):** Under the subject the devolution is complete. (Diagram No. 6.5). The entire DRDA unit of 32 functionaries has been transferred to Zilla Parishad.

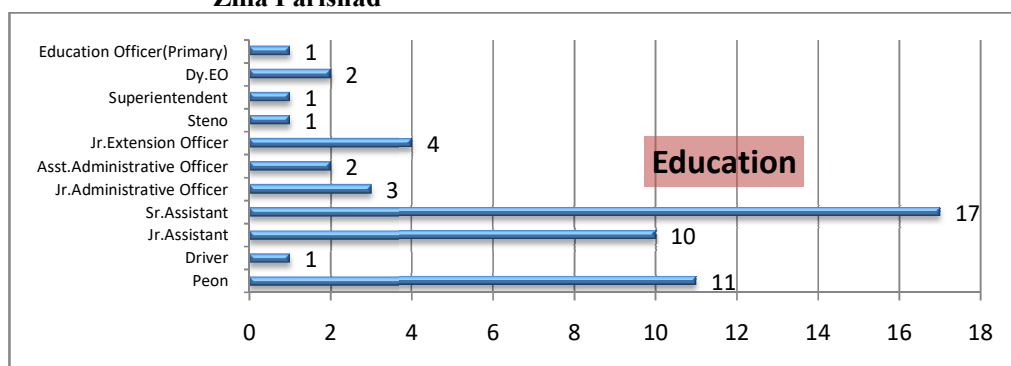
Diagram No. 6.5: Functionaries Transferred from the Department of Poverty Alleviation (DRDA) to the Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

- 5. Education:** There are 53 functionaries under the department /subject including Education Officer (Primary) (Diagram No.6.6).

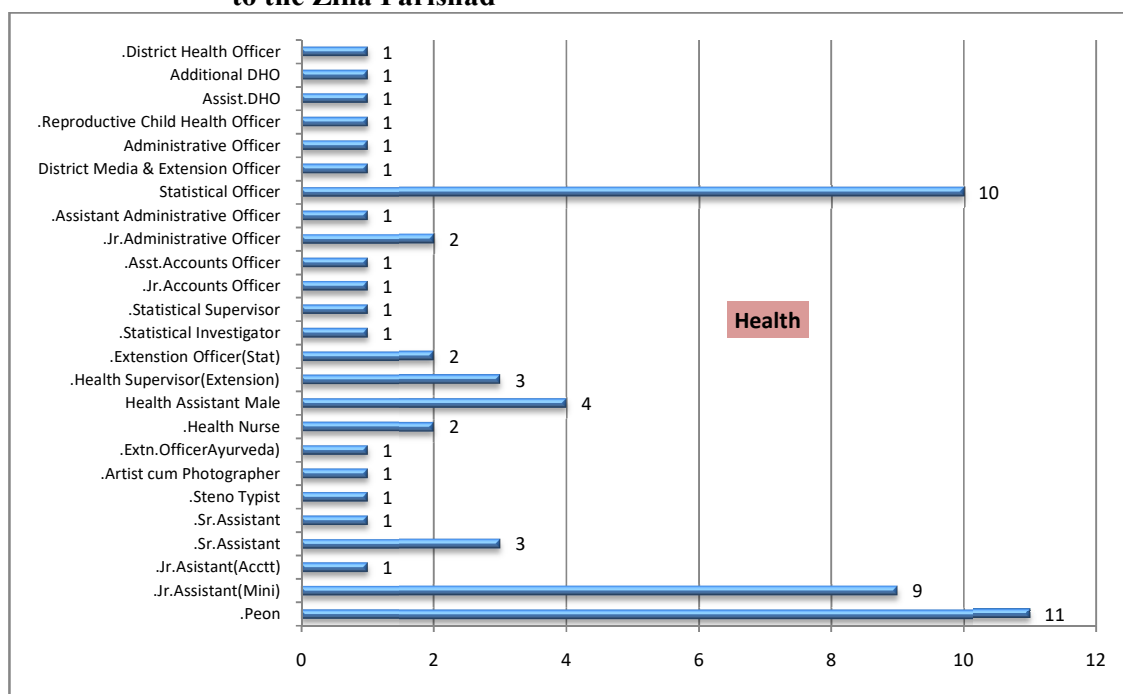
Diagram No. 6.6: Functionaries Transferred from the Department of Education to the Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

6. Health: Functionaries of the entire health unit (62 Nos) at the district level have been transferred to Zilla Parishad (Diagram No. 6.7). It consists of technical, non-technical and administrative category.

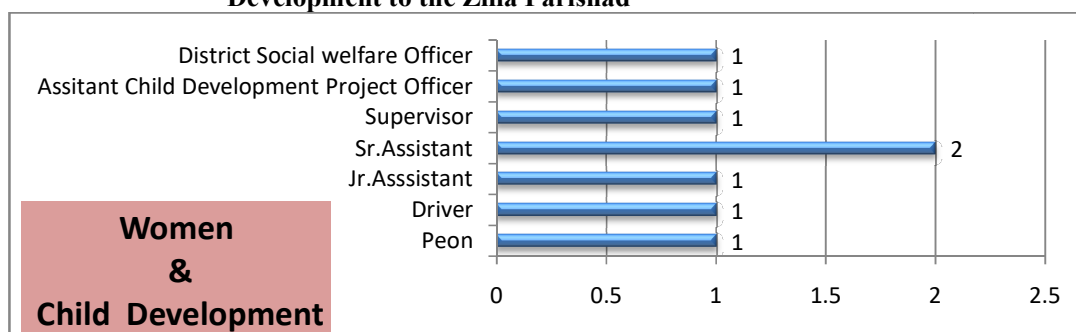
Diagram No. 6.7: Functionaries Transferred from the Department of Health to the Zilla Parishad



Source: Data Computed from the Office of the Zilla Parishad

8 Women and Child Development: There are only eight functionaries under the department /subject including Assistant Child Development Project Officer (Diagram No. 6.8).

Diagram No. 6.8: Functionaries Transferred from the Department of Women and Child Development to the Zilla Parishad



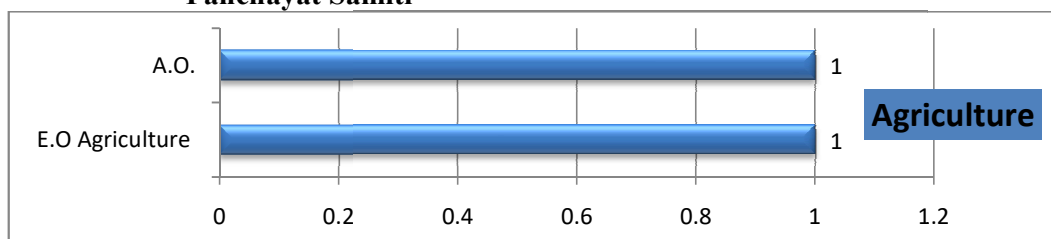
Source: Computed from the Office of the Zilla Parishad

Status of Devolution of Functionaries to Panchayat Samitis

It is clearly mentioned that only staff from the five departments (1. agriculture, 2. animal husbandry, 3. roads and culverts etc, 4. education and 5. health) have been transferred to Panchayat Samitis. It may be very serious to note that out of the 29 subjects (departments) not even a single functionary has been transferred from the remaining 24 departments / subjects.

1. **Agriculture:** Only two functionaries (Agriculture Officer and Extension Officer Agriculture) are transferred to Panchayat Samiti (Diagram No. 6.9).

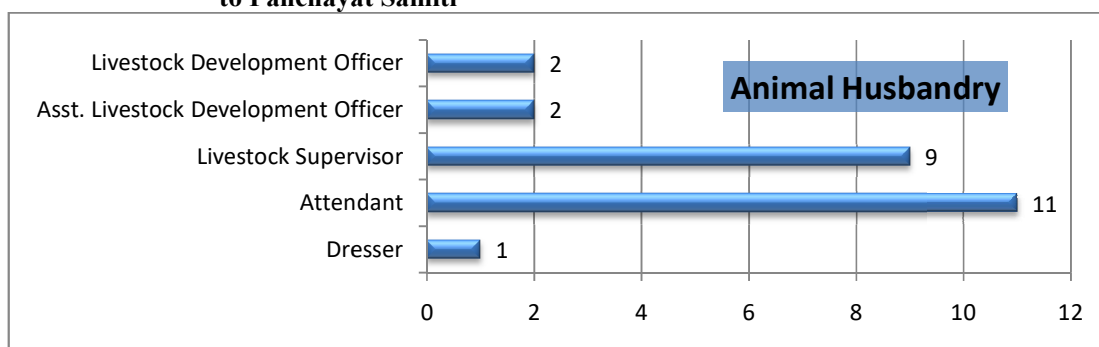
Diagram No. 6.9. Functionaries Transferred from at Department of Agriculture to Panchayat Samiti



Source: Data Computed from the Office of the Panchayat Samiti

2. **Animal Husbandry:** There are 25 functionaries under the department /subject including Livestock Development Officer and Assistant Livestock Development Officer are transferred to the Panchayat Semite (Diagram No. 6.10).

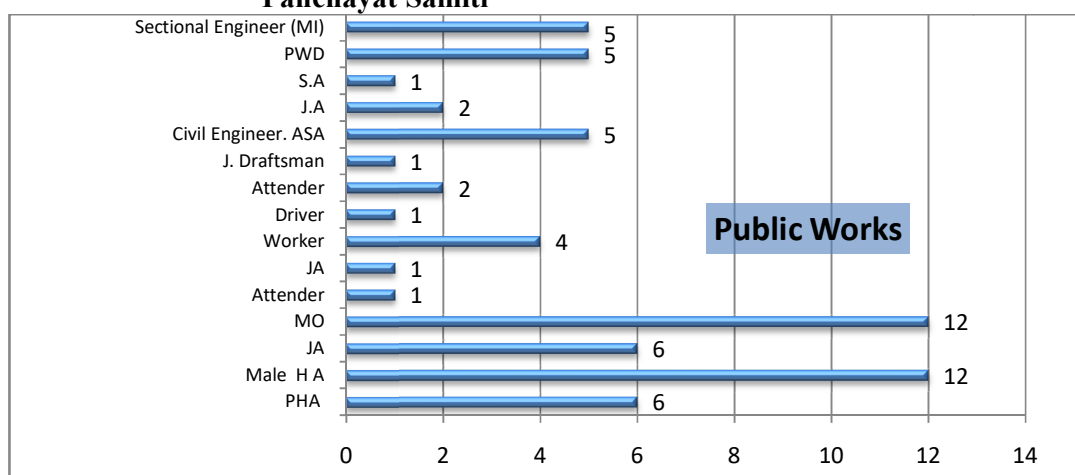
Diagram No. 6.10: Functionaries Transferred from Department of Animal Husbandry to Panchayat Samiti



Source: Data Computed from the Office of the Panchayat Samiti

3. Public Works: Total 64 functionaries are with the transferred unit at the administrative control of the Panchayat Samiti . It covers Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication. (Diagram No. 6.11). .

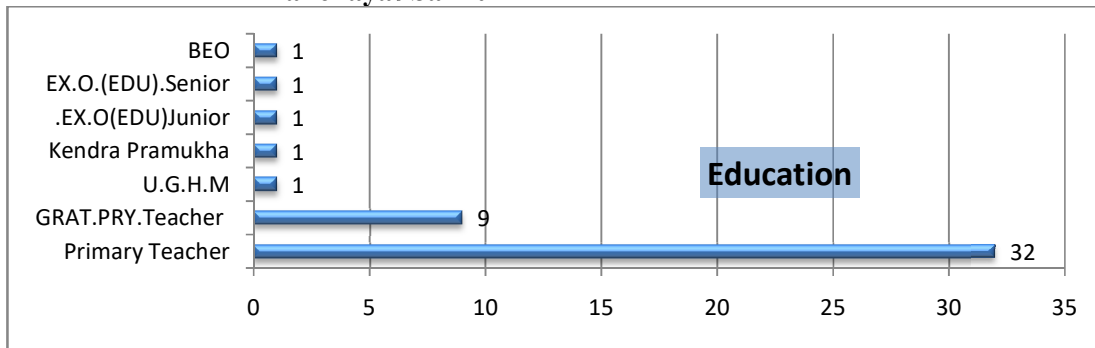
Diagram No. 6.11: Functionaries Transferred from Department of Public Works to Panchayat Samiti



Source: Data Computed from the Office of the Panchayat Samiti

4. Education: There are 46 functionaries under the department /subject including Block Education Officer (BEO) as per the diagram no. 6.12.

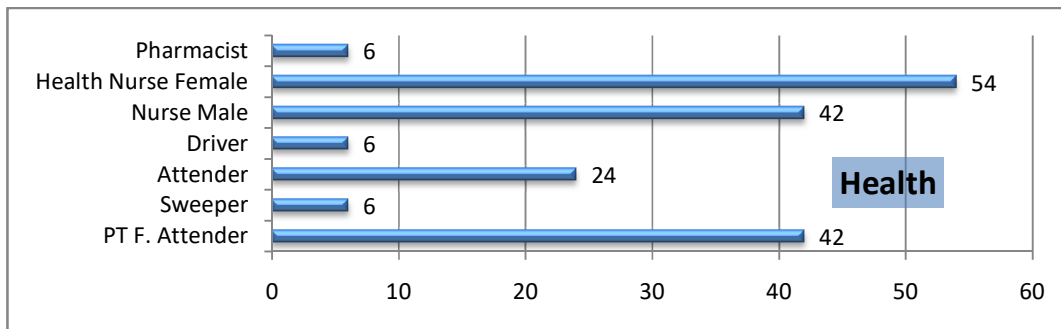
Diagram No. 6.12: Functionaries Transferred from Department of Education to Panchayat Samiti



Source: Data Computed from the Office of the Panchayat Samiti

5. **Health:** Total 180 functionaries including medical and para- medical unit at the block level have been transferred to Panchayat Samiti (Diagram No. 6.13)

Diagram No. 6.13: Functionaries Transferred from Department of Health to Panchayat Samiti



Source: Data Computed from the Office of the Panchayat Samiti

Status of Devolution Functionaries to Village Panchayat

It is noticed that no functionaries have been transferred to Village Panchayat till date from any of the line departments/subjects.

Functionaries on Honorary /Contract Basis

Two sets of honorary / contract functionaries are available at the Panchayats. They are (i) 'other staff on part time or honorary' and (ii) 'temporary staff on contract / honorarium basis' related to projects. The 'other staff ' are appointed by Village Panchayats or by Zilla Parishads on part-time or honorary basis and they are (i) 'Village Panchayats Staff (others)' -55000;(ii) 'Anganawadi Workers' -96820 and

(iii)' Anganawadi Helpers' -96820. The staff of other departments are also available at Village Panchayats and accordingly there are (i) *Talathi*- 12637,(ii) *Krushhi Sevaks*- 11500,(iii) *Live Stock Supervisor*- 774;(iv) *Asha Worker* -9000,(v) *Pada Swyam Sevak*- 103909 (vi)*Kotwal (Mansevi)*- 12637(vii)*Police Patil*- 38208.

The 'temporary staff on contract / honorarium basis' related to projects are appointed by the Panchayats, temporarily on contract / honorarium basis, They are (a) Junior Engineers by Village Panchayats (b) Gramyojan Sevak under MGNREGS by Village Panchayats (c) Computer Operator under SANGRAM by Village Panchayats (d) Separate Cell for NRHM at District / Block (e) Separate Cell for TSC / WSM at district /Block and (f) Separate Cell for BRGF at District / Block appointed on contract basis.

Departments and Core/ Regular Functionaries with the Zilla Parishad.

It is noticed that nine departments, (i) general administration, (ii) village panchayat, (iii) women & development (iv) accounts & finance, (v) technical works & irrigation, (vi) agriculture, (vii) animal husbandry, (viii) health and education are functioning in the Zilla Parishad with the staff strength as indicated in table no. 6.1. The functionaries are known as 'regular / core staff' and they are placed under nine departments. The functionaries are hierarchically placed under each head of the respective departments and the overall control of the CEO. Since the entire core staff is placed under single roof, the administrative control seems to be effective under the Zilla Parishad.

Conclusion

The legislative frame work is sound in dealing with the functionaries of the Panchayats. It is manifested in both the Maharashtra Zilla Parishad & Panchayat Samitis Act, 1961 and the Maharashtra Village Panchayats Act 1958. There are provisions in the Act for enabling environment and conducting healthy engagements between elected representatives and functionaries. The functionaries of the Zilla Parishad and Panchayat Samit are headed by the Chief Executive Officer (CEO) and Block Development Officer (BDO), respectively. The secretary is in charge of the

Village Panchayat. Both the CEOs and the BDOs are appointed by the Government whereas the Secretary is appointed by the CEO of the Zilla Parishad .Generally, the CEOs are from the IAS cadre. All the senior functionaries in the Zilla Parishad are from the group ‘A’ and group ‘B’ posts made under Maharashtra Development Services (MDS). The other functionaries of Panchayats in Maharashtra are recruited under District Services which has two categories (i) District General Services (DGS) and (ii) District Technical Services (DTS). All the powers of recruitment, appointment, transfer, disciplinary action including removal are vested with the Zilla Parishads in respect of the functionaries under District Services. The controlling authority of the officers belonging to MDS is the State Government. The administrative control of all other staff in Zilla Parishads, Panchayat Samitis , and Village Panchayats is vested with the CEO of Zilla Parishads , which is also delegated to BDOs and HoDs. All the regular functionaries are paid from the Government and the salary is transferred through bank. There are three categories of functionaries under each tier of Panchayats. In the Zilla Parishad there are regular /core functionaries and they are arranged under nine departments and hierarchically placed under the respective head of the each department. All the departments are under the direct control of the CEO.

In addition to this, the district level functionaries from eight line departments are transferred to Zilla Parishad. In the case of Panchayat Samitis, the regular /core functionaries are grouped under seven sections and placed directly under the control of the BDO. The functionaries from five line departments at the Block level are pushed to the Panchayat Samitis. The core functionaries of both the Zilla Parishad and the Panchayat Samiti are fully under the control of the respective tiers of Panchayats whereas the devolved /transferred functionaries are under the system of dual control. The Village Panchayat has altogether a different system of staffing pattern where there is only one regular/core functionary known as Panchayat Secretary /Village Development Officer. Till date, no functionaries have been transferred to Village Panchayat from any of the line departments/subjects. There are other temporary functionaries who are recruited by the village Panchayat on contract basis who are subjected to hire at will and fire at will. The salary of the Secretary is drawn from the

Government whereas it is from the own fund as in the case of contract staff .The same is the case of the contract staff with the other two tiers of the Panchayats .

The volume of the regular /core functionaries in terms of number and professional competency attached to the three tiers of the Panchayats are the real strength of the system .However only a very few departments /subjects has initiated to transfer their respective functionaries to the Panchayats . There are 21 departments / subjects at the district level where not even a single functionary has been transferred to the Zilla Parishad. In other two tiers, the case is more serious. The respective number is 24 in the case of Panchayat Samiti whereas it is 29 in the Village Panchayat. For possessing the functionaries from the all the 29 departments /subjects at the sub state level , the Panchayts has to go ahead for a new inspiring journey of devolution of functionaries .

CHAPTER 7:

PANCHAYAT ADMINISTRATION

Introduction

An attempt has been made in this chapter to understand the design, structure, procedure and course of action towards Panchayat administration in the State. This chapter also tries to capture the processes which engage the ground realities.

In Maharashtra, Panchayat administration has a balanced command over legislative frame work, local bureaucracy and resources. In the earlier chapters these facets have been discussed separately. There are two separate Acts to govern the Panchayats, one is inclusively for the Village Panchayats and second, jointly deals with other two tiers (Zilla Parishad and Panchayat Samiti). The number of amendments and rules set the Acts in motion. The three tier structure is well integrated in a vertical line of hierarchy. In addition, two more powerful institutions (Gram Sabha and District Planning Committee) have been in operation for ensuring people's participation and planning support to ensure social and economic development and social justice. Moreover, since the State has been in the forefront over the last five decades a bouquet of conventions and practices are being followed and which in turn has strengthened the Panchayat administration. On the other side, there are many impediments which work in opposition to the effective Panchayat administration.

Out of the total 35 districts, there are 33 Zilla Parishads in the State except two districts (Mumbai and Mumbai suburban) which are urban in nature. The salient features of Panchayati Raj in Maharashtra include a strong tier of Zilla Parishad at the district level which constitutes a local self government institution with a corporate character. The councilors (members) of the Zilla Parishad are directly elected by the rural voters in the district. The term of office of Zilla Parishads is for five years whereas it is one year each for the President and Vice President. The task of fixing the number of reserved seats for SCs and STs in proportion to their population is entrusted

with the State Election Commission (SEC) and 27 per cent of the total seats are reserved for BCs and 50 per cent of the seats are reserved for women. The posts of the Presidents are also reserved on the above lines and filled by rotation. The number of elected members for a Zilla Parishad shall be between 50 and 75. Chairperson of a Panchayat Samiti is also a member of Zilla Parishad. Committee system is followed for the increased participation of elected members in decision making process. The power to take policy decisions is with the elected representatives and the responsibility of executing the decisions and implementing the various programmes are vested with the Chief Executive Officer (CEO), head of the administration in Zilla Parishad who is from Indian Administrative Services (IAS). The Additional CEO post is also placed in a horizontally equivalent position with CEO. In the Zilla Parishad, the CEO is assisted by one Deputy CEO each in the General Administration Department, Village Panchayat Department and Women and Child Development Department. The Head of Departments (HoD) assist the CEO in administering the business of the Zilla Parishad. The Chief Accounts and Finance Officer (CAFO), Agriculture Officer, District DAHO, Health Officer, Executive Engineer (works), Executive Engineer (minor irrigation), Education Officer (primary and secondary) and District Social Welfare Officer are the HoDs with the Zilla Parishad. (There is a detailed chapter on functionaries where these issues are discussed in detail). The development functions of Zilla Parishad include all the subjects in the district list for which district functions are to be remarked. In addition to this, ZP has to implement the schemes transferred to it or entrusted with it on agency basis. It has also to utilize the local human and material resources available in the district to the maximum extent. The administrative function of ZP include general supervision of offices and institutions, control over officers and employees, proper functioning of the subject committees, preparation and approval of budget and action plans, relief operations etc. (There is a detailed chapter on functions where these issues are discussed in more detail there). The ZPs are empowered to impose water tax, pilgrim tax and special tax on land and buildings.

The Panchayat Samiti is formed at the taluk level as an intermediary tier. There are 351 Panchayat Samitis in the State. The members of the Panchayat Samiti are elected

directly by the people from the Electoral College in the block. Each Zilla Parishad division (constituency of a Zilla Parishad Councilor) is separated into two electoral colleges. In general there will be two Panchayat Samiti members from one Zilla Parishad division. As in the case of Zilla Parishad, the number of reserved seats for SCs and STs in the Panchayat Samiti are in proportion to their population. In addition to this, 27 per cent of the total seats are reserved for BCs and 50 per cent of the seats are reserved for women. The post of the Chairperson is also reserved on the above lines and by rotation. The Chairman and Deputy Chairman of the Panchayat Samiti are elected from amongst the directly elected members. The Panchayat Samiti is supported in administrative matters by the Block Development Officer (BDO) and other ministerial and technical staff. The term of office Panchayat Samiti is for five years whereas it is one year each for the Chairman and Deputy Chairman. The functions of the Panchayat Samiti are more or less the same as those of Zilla Parishad, relating to the development works at the block level. The Panchayat Samitis do not have their own source of revenue and are totally dependent on grants received from the Zilla Parishad. The Panchayat Samiti functions under the overall guidance and instructions of the Zilla Parishad. The Panchayat Samiti is designed and visualized in such a way that it is supposed to govern a negligible role. The Panchayat Samiti acts almost like an agency of Zilla Parishad in practice for all practical purposes. It is generally argued that the Panchayat Samiti is nothing more than an area committee / subcommittee of the Zilla Parishad. The committee system is not mandatory in the Panchayat Samiti. However, the Act allows for constituting committees as per the decision of the Panchayat Samiti.

A Village Panchayat is constituted for a village or a group of villages as per the Village Panchayat Act 1958. Seats are reserved for SCs, STs, BCs and women. The posts of Sarpanch are also reserved on the above lines and will be allotted by rotation. Reservation has been provided to SCs and STs in proportion to their population. Nearly 27 per cent of the seats are reserved for BCs and 50 per cent are for women. The number of wards is determined on the basis of population ranging from seven for a Village Panchayat of 1,500 population to 17 wards for a population of 7,500 and above. In the Village Panchayat there is Village Development Officer (VDO) / *Gram*

Sevak who is also Secretary to the Village Panchayat. The VDO is responsible for the implementation of various programmes of the Village Panchayat and to the District Services. The ministerial and subordinate staff is appointed by the Village Panchayat as per norms fixed by the Government/CEO. As per the latest estimate there are 27,906 Village Panchayats for 43,664 villages in the State, which show that the Village Panchayat and village are not coterminous in all the cases and in some cases a group villages constitute the spatial unit for a Village Panchayat. The sanctioned strength of VDO/*Gram Sevak* is only 22,595 and there are 1523 vacant posts. Therefore, 6834 Village Panchayats in the State are not getting the full time service of the VDO and they have to share the service of the VDOs. The Village Panchayat is empowered to levy tax on building, water charges, betterment charges, pilgrim tax, and taxes on fairs, festivals, entertainment, and taxes on bicycles, vehicles, shops and hotels.

The Maharashtra Village Panchayats Act, provides for Gram Sabha, a powerful institution for peoples participation and deepening direct democracy. It is a general body of the Village Panchayat, constituting of all citizens registered in the electoral roll of the villages within the Panchayat area. Gram Sabha is required to meet periodically as mentioned in the Act. It is the privilege of the Gram Sabha to select beneficiaries for different schemes and approve development projects and schemes to be implemented by the Village Panchayat in the area. The Gram Sabha has special powers and functions such as approval of the annual financial statements prepared by the Village Panchayat, grant permission on departmental projects, express the views on the acquisition of land in the Village Panchayat area and to exercise social control over government officials on administrative behavior and delivery of local public services. As per the Act there are provisions to convene special meetings of women members in the Gram Sabha, popularly known as *Mahila Sabha* and ward wise meetings of Gram Sabah, called *Ward Sabha*. In addition, there are grassroots level peoples' committees which bridge the gap between Village Panchayat and the Gram Sabha. They are Village Development Committee (VDC) and Beneficiary Level Sub Committee (BLSC).

Committee System in Zilla Parishad

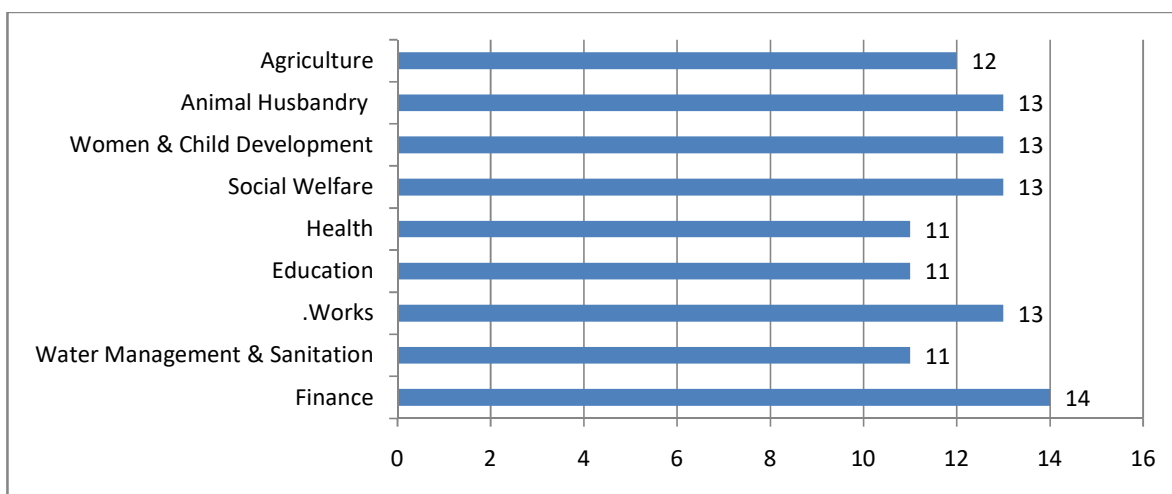
The Zilla Parishad in Maharashtra is known for the 'committee form of governance'. Since the membership size of the Zilla Parishads is too large and which may not give an enabling atmosphere for conducting its business in a serious mode, 'committee system' has been followed. Chapter IV of the Maharashtra Zilla Parishads and Panchayat Samutis Act, 1961 deals with committees. Every Zilla Parishad shall constitute a Standing Committee and nine Subject Committees, such as, (i) Finance Committee, (ii) Works Committee, (iii) Agriculture Committee, (iv) Social Welfare Committee, (v) Education & Sports Committee, (vi) Health Committee, (vi). Animal Husbandry & Dairy, (vii) Women & Child Development Committee, (vii) Works Committee, and (ix) Water Management & Sanitation Committee. There are, generally, 10 to 17 members in each committee. The Chairpersons of the committees are elected by the members. The President of the Zilla Parishad is the ex- officio Chairperson of the Standing Committee. The Chairperson of the Social Welfare Committee has to be from the SC / ST members. The Chairperson of the Women and Child Development Committee has to be a woman. The Deputy CEO (General) is the Secretary of the Standing Committee. The concerned HoD is the Secretary of the respective subject committees. Table number 7.1 and diagram no 7.1 give an indication of the number of subject committee meetings conducted for each subject committee in the year 2012-13 whereas the diagram no 7.2 gives the average number of resolutions passed by each subject committee. In all these cases the average is worked out by computing the data from the three sample Zilla Parishads .

Table No.7.1: Subject Committee Meetings of the Zilla Parishad

Standing Committees	Frequency of Meetings
1.Finance	14
2.Water Management & Sanitation	11
3.Works	13
4.Education	11
5.Health	11
6.Social Welfare	13
7.Women & Child Development	13
8.Animal Husbandry	13
9.Agriculture	12

Source: Data Computed from the Three Sample Zilla Parishads

Diagram No. 7.1. Subject Committee Meetings of the Zilla Parishad (2012-2013)



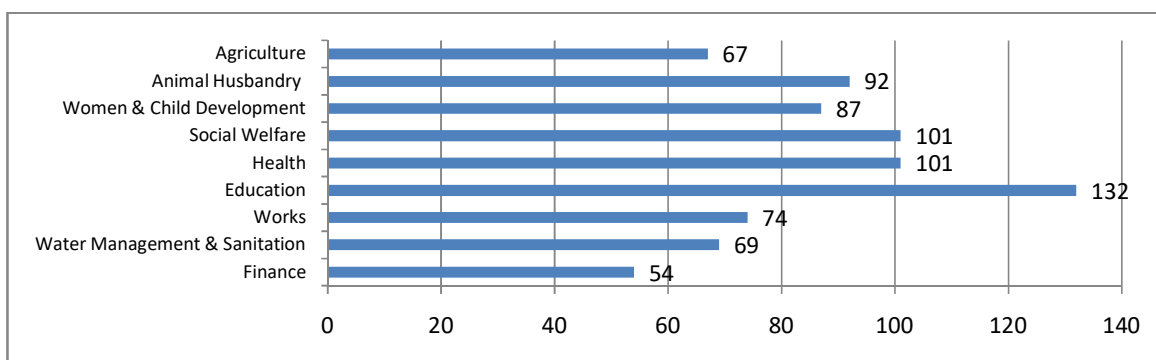
Source: Data Computed from the Three Sample Zilla Parishads

Table No 7.2; Number of Resolutions by Different Subject Committees (2012-2013)

STANDING COMMITTEES	No. of RESOLUTIONS
Finance	54
Water Management & Sanitation	69
Works	74
Education	132
Health	101
Social Welfare	101
Women & Child Development	87
Animal Husbandry	92
Agriculture	67

Source: Data Computed from the Three Sample Zilla Parishads

Diagram No. 7.2: Standing Committee Resolutions of the Zilla Parishad



Source: Data Computed from the Three Sample Zilla Parishads

Case study of the Committee System

The following case illustrates the working of ‘committee system’ in one of the selected Zilla Parishads (Chandrapur) in the State. Immediately after the first meeting of the elected members of the Zilla Parishad, a separate meeting was held to elect the nine subject committees. After the subject committee election, the size of the Standing Committee was fixed at 14. While constituting the Standing Committee, all the Chairpersons of the Subject Committees were incorporated and remaining members were selected from among the members of the Zilla Parishad. As per the Act, the President and the Deputy CEO (General) of the Zilla Parishad became the Chairperson and the Secretary of the Standing Committee, respectively. There are four women members in the Committee. The Standing Committee has the power to override decisions taken by the Subject Committee. As a result, a system of checks and balances is being maintained between Standing Committee and all the nine Subject Committees. The Zilla Parishad had constituted all the nine Subject Committees and the Councillors’ membership varies between nine and 12. The Chairperson of the Zilla Parishad is the Ex –Officio Member of all the Subject Committees and thereby a strong functional linkage is established between the Zilla Parishad and the respective Subject Committees on one side and co ordinating all the works at a time, on the other side .The head of the line department act as the Secretary of the concerned Subject Committee. It is noticed that attitude and experience of the Councillors was one of the factors for opting a particular Subject Committee. On an average Rs. 38,000 is the cost incurred for the administrative expenditure per Subject Committee per year. The Works Committee had spent the lowest amount (Rs. 16,805) under administrative expenditure for running the business whereas the Rs.39,995 was the expenditure for administering the Health Committee .The analysis of the data on all the nine subject Committees in other two Zilla Parishads (Ahamadnagar and Ratnagiri) do not deviate much from the case of Chandrapur . The number of sittings, the number of resolutions and the nature of topics discussed in the subject committees bestow an impression that the ‘committee form of governance in the Chandrapur Zilla Parishad’ is a success and it may be a case to be adopted by other States which is having similar institutional settings.(Refer table No 7.3).

Table No.7. 3 : Details of the Subject Committee of the Zilla Parishad, Chandrapur (2012-2013)

Sl. No	Name of the Subject Committee (Total Number of Members in the bracket)	Total No of Regulations (Policy Regulations in the bracket)	No. of Meetings Conducted	Nature of the Topic Discussed
1	Finance Committee (9)	19 (7)	14	(i) Proposals on budget details and approval of annual statement of accounts of revenue and expenditure of the ZP, (ii) Preparation on action plan, (iii) Review of progress of scheme implementation, (iv) Discussion on action plans, (v) Discussion on financial statement, (vi) Preparation of progress report.
2	Work Committee (9)	37 (9)	13	(i) Approval of annual administrative report, (ii) Proposal on hiring vehicle, (iii) Preparation of annual action plan, (iii) Proposal on roads ,culverts, ferries, waterways and other means of communication, (iv) Technical approval of action plans, (v) Approval of tender file.
3	Agriculture Committee (9)	56 (28)	13	(i) Preparation of action plan, (ii) Discussion on ZP cess fund, (ii) Proposals on ZP cess fund, district fund and Govt fund,(iii) Approval of administrative report, (iv) Approval of action plan, (vi) Proposal of special action plan,(v) Selection of project sight, (vi) Review of progress of project implementation, (v) Review of progress report, (vi) Submission of proposals to DPC .
4	Social Welfare Committee (12)	52 (9)	11	i) Proposals on ZP cess fund ,(ii) Proposals on ZP cess fund , district fund and Govt fund ,(iii) Approval of administrative report, (iv) Approval of action plan (vi) Proposal of special action plan,(v) Selection of beneficiaries (vi) Scholarship distribution & and other identity cards to physically challenged .
5	Education Sports Committee (9)	34 (19)	9	(i) Proposal to supply computers to students from backward classes from ZP cess, (ii) Proposal to grant financial support to <i>Zilla Bal Krida Sammellan</i> , & Culture programmes (iii) Proposal to grant financial support to Rural Primary education development Plan, (iv) Proposal to renovate school building, (v) Proposal to fix bio metric machine,(vi) Proposal to support a family of a student who died due to electric shock, (v) Proposal to dismantle a school building, (vi) Discussion on statement on utilization of

				amount under school uniform and writing material scheme, (vii) Approval of action plans of various schemes prepared under ZP cess fund approval of <i>Yashwantrao Chavan Puraskar Yojana</i> , (viii) Preparation of action plan under ZP cess fund, (ix) Preparation of action plan under 7 % forest grant, (x) Discussion on action plan on buffer zone village (<i>tadoba andhari prakalp</i>), (xi) Diversion of previous year's unspent amount of district fund to the current year .
6	Health Committee (9)	62 (30)	10	(i) Proposal on the dismantle of medical officers' old quarter, (ii) Proposal on action plan on health , proposal on construction works at PHC, (iii) Proposal on sub centre repair (iv) Action plan on sub centre strengthening ,(v) Action plan on sickle cell control programme, (vi) Special programme for small village (vii) Action plan on mobile medical team (vii) Mother and child programme
7	Annual Husbandry & Dairy Committee (9)	50 (9)	11	(i) Proposals on 7 % forest grant ,ZP ecss fund ,Plan preparation for SCSP&TSP, (iii)Approval of action plan, (iv) Construction of veterinary dispensary and compound wall
8	Women &Child Welfare Committee (9)	88 (14)	15	(i) Proposals on ZP cess fund ,(ii) Proposals on ZP cess fund , district fund and Govt fund ,(iii) Approval of administrative report, (iv) Approval of action plan, (vi) Proposal of special action plan,(v) Selection of beneficiaries (vi) Approval and selection of the proposal on women agriculture workers and helper prize
9	Water Management &Sanitation Committee (12)	32 (6)	9	(i) Proposal of action plan of NRDWP on different sub divisions, (ii) approval of action plan of NRWDP, (iii) Selection of habitations for water supply projects (iv) Discussion on progress report (v) re-allocation of funds.

Source: Minutes Books (2012-2013) of the Nine Subject Committees, Zilla Parishad, Chandrapur

Aam Sabha

At the Panchayat Samiti level there is an institution which has certain characteristics of an association known as the *Aam Sabha* .The local MLA is the Chairperson and the BDO is the Secretary. All the elected members and officials who are with the Panchayat Samitis and Village Panchayats of the area are the ex-officio members of the Aam Sabha. The purpose of the body is to review the development schemes. All

major issues and problems related to scheme implementation are being discussed in the Aam Sabha. It is noticed that Aam Sabha is the institution for establishing a communication channel between MLA and elected representatives of the Panchayats at the Block area/constituency level. It is reported that both the stake holders (local MLA and The representatives of the Panchayats) are equally beneficial for sharing valuable experiences and feed backs. Since it is mainly a discussion group based on horizontal equations the cipher of power exertion of the MLA is absent, as it was reported. The Aam Sabha is relatively effervescent in the two sample Panchayat Samitis of Chandrapur whereas their counterparts in the other four Panchayat Samitis from the selected districts of Ahmadnagar and Ratnagiri are on the other side.

Prabhagh Committee

Proper co ordination and linkage is a perquisite for good governance in the context of Panchayati Raj System where three tiers are working at different spatial levels. The general mechanism introduced for ensuring linkages between tiers is the dual membership. As a comparatively cost effective workable model , the key functionaries of the ‘lower tier’ is given representation to the ‘ higher tier’ and it is being operated in the different States by statutory provisions . In Maharashtra, as per the provisions in the Panchayati Raj Act, the Sarpanch of the Village Panchayat is the ex-officio member of the Panchayat Samiti and Chairperson of the Panchayat Samiti to the Zilla Parishads. Since the number of the Sarpanchs is high, a Committee of Sarpanchs is given representation to the Panchayat Samiti and the number is limited to one fifth or 15 to the Panchayat Samit by rotation on yearly basis. The Committee of Sarpanch is an advisory and consultative body to the Panchayat Samiti. The Sarpanch Committees are being expanded, developed further and replaced by the *Prabhagh Committee* .The committee is being operated at the constituency level of a Zilla Parishadmember. It consists of Zilla Parishad member of the respective constituency, all the members of the Panchayat Samiti and all Sarpanchs under the geographical area of the constituency of a Zilla Parishad member. All the officials of the major line departments are also members of the committee . The Zilla Parishad Member is the Chairperson of the Committee whereas the Agriculture Officer is the Convener. During the Prabhagh Committee meetings information flow is being stirred among the

members who are operating at different levels both at vertical and horizontal. The progress of all the development schemes implemented in the area are being discussed and reviewed in the committee. The committee is being addressed in all the major deficits in the area of co ordination, convergence and communication channel in local development. Since the committee provides an effective forum for iterative discussions, any amount of duplication in schemes may be avoided. The information dissemination and democratic engagement among the Panchayat members in a constituency of a Zilla Parishad member generate some degree of transparency and accountability .The associational engagement among the Prabhgh Committee is being generated certain amount of trust, reciprocity and net works among the peer groups and in turn it may lead to build some degree of social capital.

Village Development Committee

Section 49 of the Act provides space to create an institution known as Village Development Committee (VDC) which is to coordinate the activities of the Village Panchayat and Gram Sabha .The Gram Sabha in consultation with the Village Panchayat can constitute one or more VDCs. The Gram Sabha may regulate the procedure of the VDC and shall be deemed to be a committee of the Village Panchayat .The VDC is expected to function under the overall control and supervision of the Panchayat. The administrative machinery of the Panchayat shall assist the VDC. The Act also clearly indicates the composition and powers of the VDCs. Accordingly, Committees for water supply, sanitation, public health etc. are formed. The Village Panchayats also works under the guidance of Zilla Parishad and Panchayat Samiti. According to the Section 49 (A) of the Act, the Beneficiary Level Sub Committees may be constituted. During the field work, both the committees (Village Development Committees and Beneficiary Level Sub Committees) have been seen as per the official documents in all the 12 sample Village Panchayats, even though the VDCs are dormant in nature. In a few cases .it is observed that the powers and functions of the VDC are delegated by the Gram Sabha. The Village Panchayat has the power to constitute various committees for the discharge of its duties.

Parallel Bodies and Committees

1. **District Rural Development Agency (DRDA):** DRDA remains a separate body, though attached to the Zilla Parishad. It is chaired by President of Zilla Parishad and elected members are represented in the governing body.
2. **Integrated Tribal Development Agency (ITDA):** ITDA is functioning independently under the State Government. The Panchayati Raj Institution have no control whatsoever in the body.
3. **District Water and Sanitation Mission (DWSM):** It has been merged and made a unit of Zilla Parishad.
4. **National Rural Health Mission (NRHM):** NRHM has been made a unit of the Zilla Parishad and the elected representatives are included in the board.
5. **District Agriculture Corporation:** It remains completely separate.
6. **Sarva Shiksha Abhiyan (SSA):** SSA is functioning as a separate unit. But the governing body is chaired by President Zilla Parishad
7. **Joint Forest Management Committee (JFMC):** JFMC is merged with the Panchayats. The committee is chaired by elected representative and others are members. Recently JFMC has been declared as a branch of the Grama Sabha .

E- Governance

All Zilla Parishads, Panchayat Samitis, and Village Panchayats are computerized and *SANGRA* programme is being operated. Application of *PRIASOFT* and *Plan Plus* has already been started. Bio metric System of Attendance is introduced in all Panchayats and other Panchayat related institutions. E-tendering has been adopted up to Village Panchayat level.

Conclusion

The Panchayat administration has a balanced synergy among legislative frame work, institutions, local bureaucracy and resources. There are two separate Acts to govern the Panchayats, one is exclusively for the governance for the Village Panchayat and the second for the other two tiers (Zilla Parishad and Panchayat Samitis). The State Acts are rationalized and modernized by proper timely amendments, based on natural

wisdom and field experiences. The three tiers of Panchayats are located at different spatial levels with certain level of functional autonomy and 'peer group responsibility' of the Panchayat at the district level (Zilla Parishad). The Panchayats are provided with functionaries, the CEO and BDO are the administrative head of the Zilla Parishad and Panchayat Samiti, respectively. They are assisted by technical and ministerial staff from the core category. In addition to this, there are transferred functionaries from the line departments and other contract staff. The staffing pattern of the Village Panchayat is different from that of the other two tiers. At the Village Panchayat level, the VDO is the sole core functionary. The Zilla Parishads and Village Panchayats are empowered to impose taxes whereas it is not with the Panchayat Samitis. There is well developed system for transfer of finance from the State to the Zilla Parishads and to other tiers of Panchayats. The citizen's participation in the local governance is ensured by the grassroots level institution of Gram Sabha. The vibrancy of the local democracy has been deepened by the newly constituted structures of Ward Sabha, Mahila Sabhas, Village Development Committees and Beneficiary Level Sub Committees. The District Planning Committees (DPCs) are institutionalized for the planned local economic development and ensuring social justice for marginalized communities. Two more committees (Aam Sabha and Prabhag Committee) are being addressed some of the major deficits in the area of co ordination, convergence and communication channel in local development. Moreover, the committees provide space for iterative discussions, transparency and accountability. The Zilla Parishad in Maharashtra is known for the 'committee form of governance'. Every Zilla Parishad is having a Standing Committee and nine Subject Committees. However, the committee forms of governance have not yet penetrated to the Panchayat Samitis and Village Panchayats. Majority of parallel bodies and committees are either merged with the Panchayats or brought under the domain of the Panchayats. However, there are incident of such bodies which functions outside the Panchayat regime. All the Panchayats are computerized with software support. The application of the e-governance in the Panchayat is commendable. Bio metric system of attendance and e-tendering are introduced in all Panchayats.

CHAPTER 8:

GRAM SABHAS

Introduction

This chapter deals with the functioning of Gram Sabhas in the State. Provisions contained in the Act and the Rules made there under have been familiarized before the field visit. The practices in the formation and functions of Mahila Sabha, Ward Sabha are also examined.

To make it conform to the provisions of the 73rd constitutional amendment, two statutory meetings of Gram Sabha have been prescribed in every financial year in the State by the amendments to the Village Panchayats Act of 1958 (Act NO. XXI). In 2003, the Village Panchayat Act was again amended to provide for at least six meetings of the Gram Sabha every financial year. In a circular issued on 25 January 2010, guidelines have been issued on the schedule, agenda, working, publicity, programmes and reporting of Gram Sabha. The dates for Grama Sabha in a year are declared as below:-

(1) 26 January.

(2) 1 March to 8 March.

(3) 24 April to 1 May.

(4) 9 August to 15 August.

(5) 2 October.

(6) 19 November to 26 November.

The Act categorically made it clear that if the Sarpanch or in his/her absence the Upa-Sarpanch fails in the duty of convening meeting of the Gram Sabha, without sufficient

reasons, shall be disqualified. Same is the case with the Secretary of the Panchayat and if there is any lapse in convening such meetings he/she is liable to be suspended.

The Maharashtra Village Panchayat Act, (Act No.III Of 1959) provides for special accompaniments to Gram Sabha, apart from the normal powers and duties, which needs separate attention. First, all the government, semi Government and Panchayat employees working in the village shall attend the meeting of the Gram Sabha. Second, the Gram Sabha shall have disciplinary control over the government, semi government and panchayat employees working in the village including the matters of their attendance in office. The annual evaluation of the employees shall be brought to the notice of their respective higher authorities by the Gram Sabha. Third, the Gram Sabha has the power to report to the concerned Block Development Officer (BDO), the irregularities, if any, committed by any of such employees. The BDO is assigned to consider such reports and take action within a period of three months and the matter shall be reviewed in the regular meeting of the Panchayat Samiti .And if the BDO fails to dispose, it stands transferred to the Chief Executive Officer (CEO) of the Zilla Parishad. And fourth, only the first meeting of the Gram Sabha, immediately after the general election to a Panchayat shall be presided by the Sarpanch and all the subsequent meetings of the Grama Sabha in the year shall be presided by a person elected by the members in the meeting of the Gram Sabha. The following major provisions have been made for Gram Sabha.

- i. To approve the social and economic development plans, programmes, and projects to be implemented by the Panchayat.
- ii. To grant permission for incurring any expenditure by the Panchayat on development schemes
- iii. To convey its view to the Panchayats before taking any decision by the Panchayat in respect of any proposal for acquisition of any land falling within the jurisdiction of such Panchayat, for the government purpose, by the land authority concerned.

The State Government has been organizing *Gram Sabha Dindi in Dnyaneswar Maharaj in Tukram Maharaj Palkhi Sohla* for creating mass awareness on the importance of Gram Sabha. Paryavaran and Gram Sabha Dindi, Saksham Gram through Gram Sabha are other programmes launched in the state to create awareness. Bharath Nirman Volunteers have been appointed in rural villages to facilitate the successful conduct of Gram Sabhas.

The selection of members of various committees at Village Panchayat level is also done by Gram Sabhas. Gram Sabha meetings are held regularly and various parameters are set to ensure that Gram Sabhas are held in all Village Panchayats across the State. Planning, budget preparations, social audit, preparation of beneficiary lists and BPL lists are undertaken in the Gram Sabhas. The State Government has piloted an ambitious project for preparing village development plans through micro planning process. It is accepted in principle to organize micro- planning once every year in every Village Panchayat as a prelude to decentralized district planning during the 12th five year plan under RGPSA.

Mahila Sabha

As per the latest amendment to the Maharashtra Village Panchayat Act dated 2 October 2012, meeting of women members of Gram Sabha is to be held before every regular Gram Sabha (Chapter II Section 5 Of the Act). Certain provisions are also incorporated to strengthen the meeting of the women members of the Gram Sabha and they are (i) the proceedings of such meeting shall invariably be brought before every regular meeting of the Gram Sabha by the Sarpanch, (ii) the Gram Sabha shall consider the recommendations made in the meeting of the women members, (iii) the Panchayat shall ensure the implementation of such recommendations .and (iv) subjects like child sex ratio, anti liquor campaign, nutrition, drinking water , sanitation , public distribution system, women and child development are to be discussed in such meetings . Field data shows that all the eight selected Village Panchayats from the two districts of Ahamednagar and Ratnagiri had conducted meetings of women members of Gram Sabha (It is interesting to note that nowhere in the Act it is referred as Mahila Sabha, rather it is stated that “meetings of women members of Gram

Sabha”) for the year 2012-2013, whereas such meetings were not held in the four selected Village Panchayats in Chandrapur district.

Ward Sabha

The Ward Sabha, a grass root participatory institution, was incorporated in the Act (*Added by Mah.16 of 2012, s2 (3) w.e.f.02-10-2012*).It says, “every member of the panchayat representing a ward shall, before every regular meeting of the Gram Sabha and meeting of the women members of the Gram Sabha, convene meeting of all the voters in such ward and such ward sabha may discuss issues relating to development of the ward”. The following further provisions in the Act had been made to institutionalize the ward Sabha. It is stated that all individual beneficiaries for individual beneficiary schemes in the concerned ward shall be selected by Ward Sabha. Issues discussed in the Ward Sabha shall be placed before the regular meeting of the Gram Sabha for consideration and sanction .The proceedings of the Ward Sabha shall be kept as part of the Panchayat documents. Evidences suggest that Ward Sabha had never met in any of the four selected Village Panchayats from the district of Chandrapur. However, Ward Sabhas were held in all the eight selected Village Panchayats in the other two districts (Ahamednagar and Ratnagiri). The following major provisions have been made for Gram Sabha.

a. Powers to Grama Sabha to exercise general supervision over Government, semi- Government and Panchayt employees at village level including regular and timely attendance at work place

b. Responsibility of maintenance of records of G.S is with the Sarpanch and Gram Sevak ,jointly

c. The Garma Sevak should submit report of Gram Sabha on the same day to the BDO.

d. The issues discussed in the Mahila Sabha must be considered in Gram Sabha .

e. The Sarpanch should place proceedings of Mahila Sabha before the Gram Sabha

f. Subjects like child sex ratio, anti liquor campaign, nutrition, drinking water , sanitation , public distribution system, women and child development are to be discussed in the Mahila Sabha

PESA

Maharashtra Zilla Parishad and Panchayat Samitis (Panchayat Extension to the Scheduled Area and Amendments) Act 1997 and amendment the Maharashtra Village Panchayat Act 1997 were enacted to bring the State law in conformity with the PESA Act 1996 of the Central Government. The Gram Sabha in the scheduled areas enjoys many powers and privileges.

Experiences in Sample Panchayats

Gram Sabhas of the following 12 Sample Village Panchayats have taken up for analysis

1. Sakuri Village Panchayat, Rahata Block, Ahmad Nagar District

2. Loni- Khurd Village Panchayat, Rahata Block, Ahmed Nagar District,

3. Sanwatsar Village Panchayat , Kopergoan Block, Ahmed Nagar District

4. Dahigoan (Bolka) Village , Kopergoan Block, Ahmed Nagar District

5. Sagve Village Rajapur Block, Ratnagiri District

6. Kondasar Village , Rajapur Block, Ratnagiri District

7. Jalgoan Village , Dapoli Block, Ratnagiri Distict

8. Umbale Village , Dapoli Block, Ratnagiri District

9. Gudsheda, Jiwati Block, Chandrapur District

10. Nilaj, Brahmapuri Block, Chandrapur District

11. Khinni, Brahmapuri Block, Chandrapur District

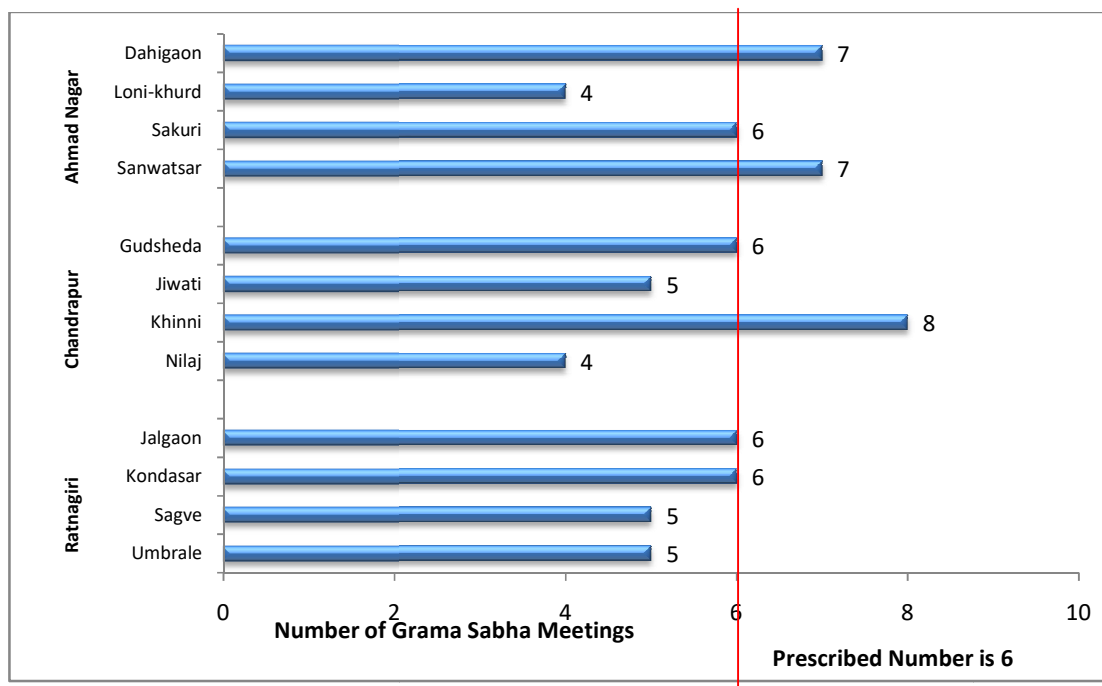
12. Jiwati, Jiwati Block, Chandrapur District.

FGDs have been conducted with different groups in all the Village Panchayats and the general response of the people regarding Gram Sabha has been positive. According to them, grass root level direct democracy is practiced in Gram Sabhas. The attendance in Gram Sabha is also satisfactory. Mahila Sabhas are held prior to Gram Sbhass. The agenda prescribed are also followed. People are of the general view that more power and activities may given to the Panchayats. However, people from the marginalized communities particularly people from the Schedule Caste (SCs) s and Schedule Tribes (STs) have not been largely mobilized to the Gram Sabhas and therefore some of them remain out of the purview of Gram Sabhas. Some of them are neither aware of meetings nor very eager to attended the Gram Sabha. Consequently some of them are denied the civic and development benefits coming through the Gram Sabhas.

Number of Gram Sabha Meetings

It is reported that wide publicity is given and door to door delivery of notices of Gram Sabha meetings. The meetings are mostly held in the premise of temples or court yard of Village Panchayats. The diagram number 8.1 shows the number of Gram Sabha meetings held during the financial year 2012-2013. Usually, the prescribed number of Gram Sabha (six) is held in majority (58 %) of Village Panchayats. Out of the four selected Village Panchayats from Ahmad Nagar district three of them had the credit of conducting prescribed number of Gram Sabha meetings and in the other two districts half of the Village Panchayats had the required number of sittings. In Khinni Village Panchayat from Chandrapur district the maximum numbers of sittings (8) were held. It is recorded that the sittings were postponed in Khinni Village Panchayat due to poor participation and it was resulted the maximum number of Gram Sabha sittings. It is noticed that some of the functionaries of the Panchayats, where Gram Sabhas meetings are held less than the prescribed number, are not aware of the recent amendment related to Gram Sabha.

Diagram N. 8.1: Number of Gram Sabha Meetings



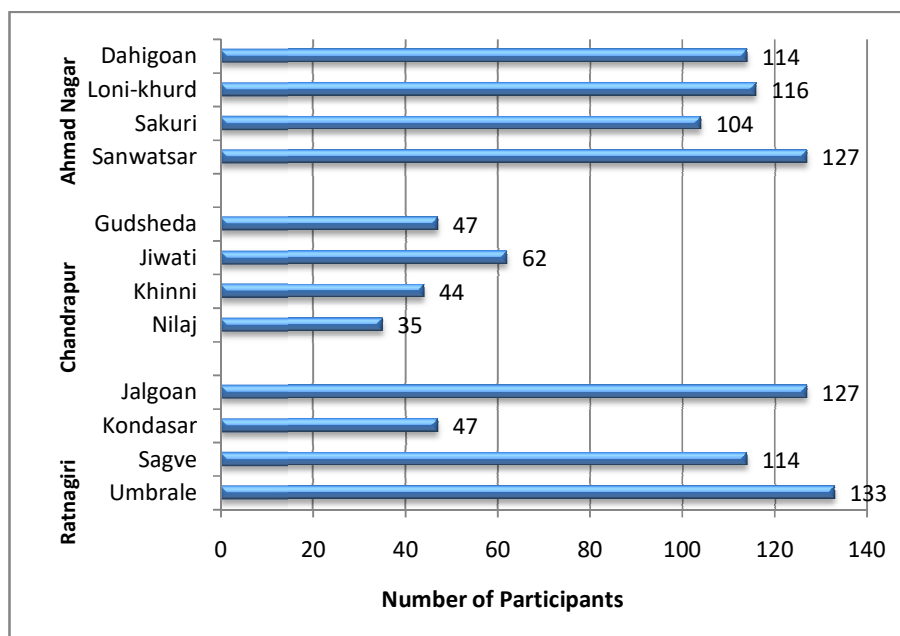
Source: Computed from the Office Records of the Village Panchayats

Number of Participation in the Gram Sabha

The attendance in Gram Sabha is satisfactory as per the view of the functionaries of the Panchayat .It is reported that the attendance of elected representatives and officials, both Panchayats and departments are also encouraging. The gender and caste wise data on Gram Sabha participation was not available in the respective Panchayats. During the FGDs and the personal interviews with the functionaries it is revealed that women out numbered the men. It is reported that, people from the marginalized communities particularly people from the Schedule Caste (SCs) and Schedule Tribes (STs) have not been largely mobilized to the Gram Sabhas and therefore some of them remain out of the purview of Gram Sabhas. Some of them are neither aware of meetings nor very eager to attend the Gram Sabha. Consequently they are denied the civic and development benefits coming through the selection of Gram Sabhas. The diagram number 8.2 gives the number of attendance in Gram Sabha meetings held during 2012-2013. The average participation per Gram Sabha in

Ahmad Nagar district is the highest (more than 115) among other the two districts. It is 105 in Ratnagiri district whereas 47 in Chandrapur district.

Diagram N. 8.2: Average Attendance of Gram Sabha Meetings



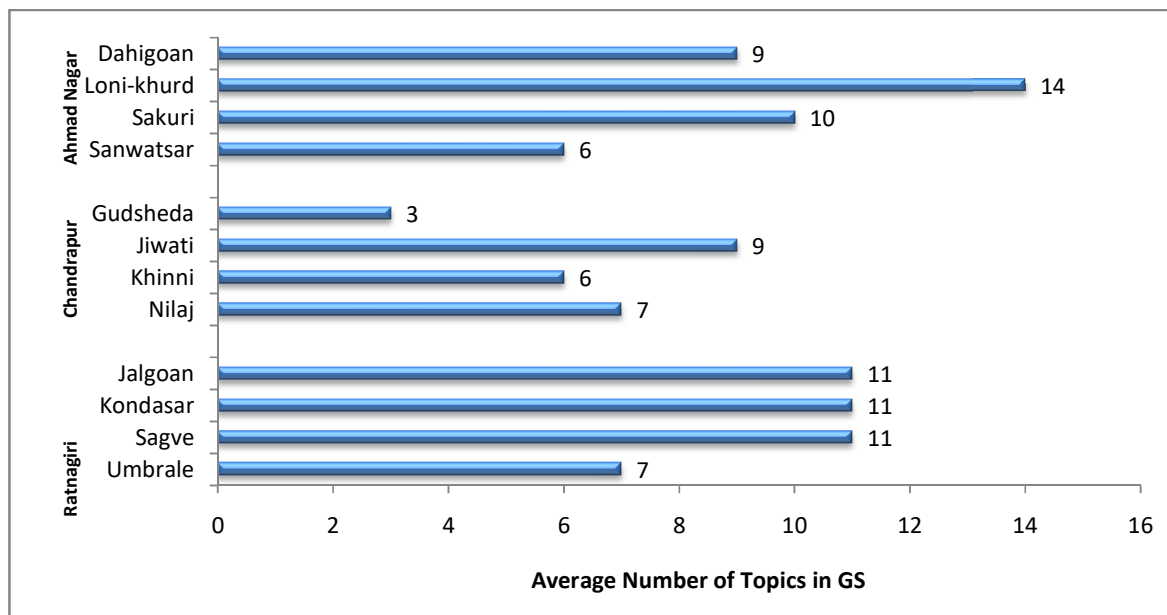
Source: Computed from the Office Records of the Village Panchayats

Number of Topics Discussed in the Gram Sabha

Different topics were discussed in the Gram Sabhas. It is reported that each Gram Sabha meetings were held for fulfilling specific agenda. The agenda prescribed are also followed. Beneficiary selection of centrally sponsored schemes, (MGNREGA, NBA, IGNOAP, BRGF, IWMP etc.) and state sponsored schemes (Eco- Village Programme, Gram Vikas Yojana) , approval of the BPL list identification of felt needs for decentralized planning are the major business of Gram Sabha . The constitution of *Thanda Mukth Committee*, formation of village security force, quarrel free village scheme, preparation of labour budget are also widely discussed in the Gram Sabhas. There are evidences to suggest that different topics on water supply, education, health, development of women & girl child and local economic development were discussed. Larger discussions were took place on plan preparation and monitoring. Social audit and RTI were other areas of topic for discussion. The diagram number 8.3 gives the number of topics discussed in Gram Sabha meetings

during 2012-13. There were 14 topics on an average discussed in the Gram Sabha of Loni-Khurd Village Panchayat from Ahmad Nagar district whereas in the Gram Sabha of Gudsheda Village from Chandrapur district it was only three. The average numbers of topics discussed per Gram Sabha in Ahmad Nagar and Ratnagiri districts is 10 whereas in Chandrapur district it is only six.

Diagram No. 8.3: Average Number of Topics Discussed in Gram Sabha Meetings



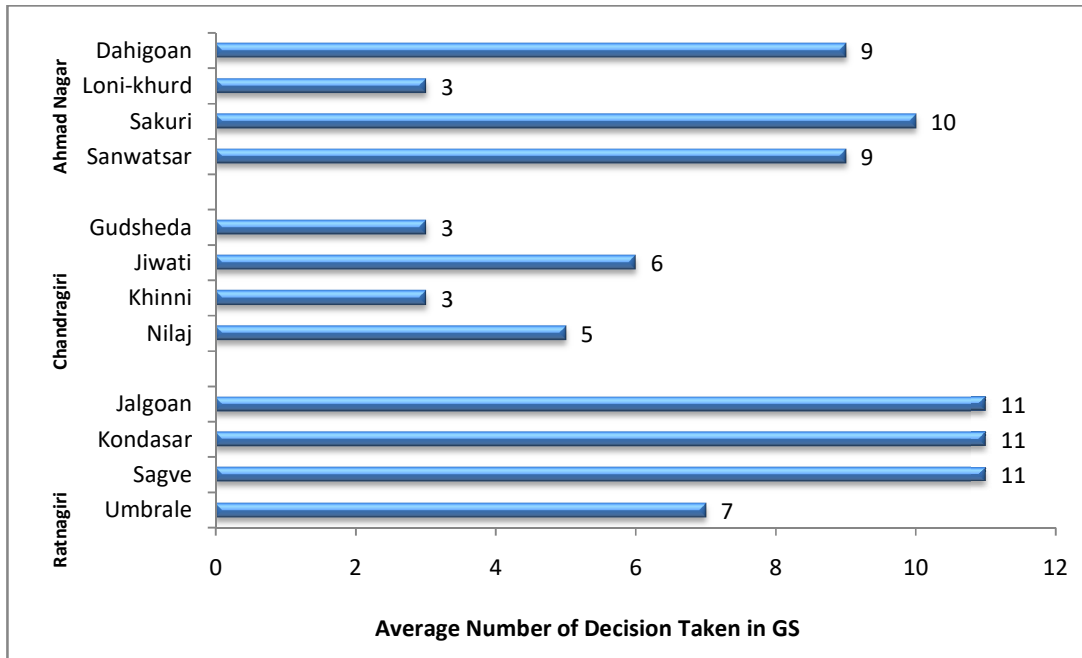
Source: Computed from the Office Records of the Village Panchayats

Number of Decisions Taken in the Gram Sabha

The major decisions were taken in Gram Sabhas are on plan and budget preparation for next year, formation of *Thund Mukth Committee*, new plantation proposals, labour budget, and declaration of villages as 'quarrel free', village sanitation programme. Decisions were also taken on schemes related to MGNREGA, BRGF, NBA, IAY programmes. Night patrolling was conducted in a few Village Panchayats by the decisions of the Gram Sabha. Beneficiary selection was the important agenda and decisions on a few project locations were taken on consensus. The diagram number 8.4 indicates the number of topics discussed in Gram Sabha meetings during 2012-2013. The Gram Sabhas in three Villages Panchayats (Jalgoan, Kondasar and Sagve) from Ratnagiri district had taken eleven decisions per sitting on an average. The

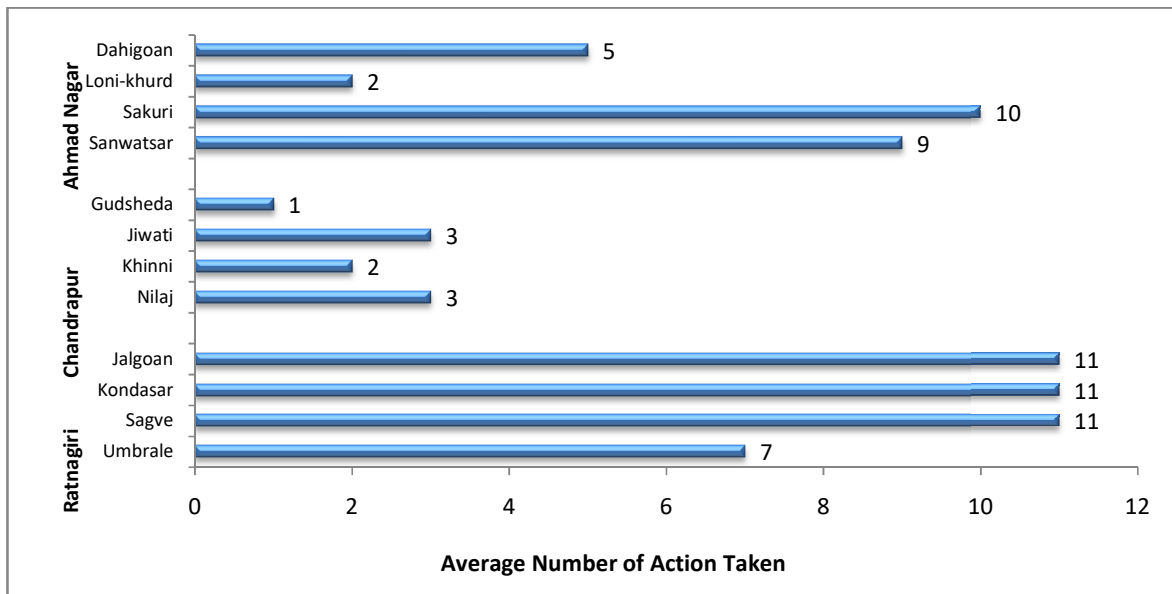
average decisions taken per Gram Sabha of the selected Village Panchayats from Ratnagiri district are 10 and it ranks top among the districts. The average decisions taken in the Gram Sabhas of the Village Panchayats of Ahmad Nagar and Chandrapur districts are seven and four respectively.

Diagram No .8.4: Average Number of Decisions Taken in Gram Sabha Meetings



Source: Computed from the Office Records of the Village Panchayats

Diagram No 8.5: Average Number of Actions Taken in Gram Sabha Meetings



Source: Computed from the Office Records of the Village Panchayats

Number of Actions Taken in Gram Sabha Meetings

Various actions were been taken after decision making process in the Gram Sabha meetings. They are beneficiary selection of *Ramai Awaas Yojana*, IGNOAP, BRGF, NBA, IAY, and agriculture schemes and finalization of BPL list. As per the decision in the Gram Sabha, the village security force formed for night patrolling in a few villages. The field evidences suggest that MGNREGA and BRGF plans had also been prepared and approved after discussions. Another action taken as per the decision of the Gram Sabha meetings was reconstitution of *Thanda Mukth Committee*, plan preparation of Eco-village schemes, preparation of village sanitation programmes and approval of labour budget in the MGNREGA plan document. The Gram Sabhas in four selected Villages Panchayats from Ratnagiri district had taken action of all the decisions of the Gram Sabhas. In other words, all the four Villages Panchayats could translate the ‘decision’ in to ‘action’. However, there are wide gaps between the ‘decision taken’ and ‘action taken’ by the Gram Sabhas of the Villages Panchayats in other two districts. In Ahmad Nagar district two Village Panchayats could implement all the decisions taken by the Gram Sabhas. In other Villages Panchayats only 64 per cent of the decisions of the Gram Sabha could put in to operation. The maximum number of gap between the ‘decision taken’ and ‘action taken’ is noticed in the district of Chandrapur. On an average only 53 per cent of the decisions of the Gram Sabha had been taken in to action by the Village Panchayats in Chandrapur district.

Conclusion

As per the conformation to the provisions of the 73rd constitutional amendment, four statutory meetings of Gram Sabha in every financial year had been incorporated in the Maharashtra Village Panchayat Act 1958. Again in 2003, the Village Panchayat Act was amended to provide more vibrancy to the Gram Sabha and the required number of meetings were fixed at six. Moreover, the conduct of Gram Sabha including the schedule, agenda, working, publicity, programmes and reporting of Gram Sabha has placed in the Act. As per the provisions of the Act it is joint responsibility of the Sarpanch and Secretary to convene the meetings of the Gram Sabha. It also provides four special accomplishments to Gram Sabha. First, all the government and semi

government and Panchayat functionaries working in the locality are assigned to attend the meeting of the Gram Sabha. Second, they are subjected to disciplinary control by the Gram Sabha. Third, the Gram Sabha has the power to report to the concerned BDO, if there is any irregularity against any functionaries. And fourth, only the first meeting of the Gram Sabha, immediately after the general election to a Panchayat shall be presided by the Sarpanch and all the subsequent meetings of the Gram Sabha shall be presided by a person elected by the members in the meeting of the Gram Sabha. The Village Panchayat is entitled to place certain official documents before the Gram Sabha. It is listed as annual statement of accounts, administrative report, details of proposed work, audit notes and replies and any other matter related to local governance. The powers and duties are also stated in the Act. There is provision for Gram Sabha and Ward Sabha and it is incorporated as per the latest amendment to the Maharashtra Village Panchayat Act dated 2 October 2012. The Gram Sabha in the scheduled areas enjoys many powers and privileges under PESA.

In many cases, the actual working of Gram Sabhas in the selected 12 Village Panchayats is more or less reflected as it is described in the provisions of the Act. The field evidence suggested that the attendance in Gram Sabha is satisfactory both in terms of number and the nature of discussion. Women participation is relatively high. Usually, the prescribed numbers of Gram Sabhas (six) are held except one or two Village Panchayats. In general, Gram Sabha looks powerful. In some cases Gram Sabha seems to be more powerful than the respective Village Panchayat. Out of 12 GPs only in one case the meeting of Gram Sabha is postponed due to lack of quorum. Proceedings of the Gram Sabha are photographed/ Video graphed. Minutes are sent to the BDO. Publicity is given through posters and notices delivered door to door. The meetings are mostly held in the premise of temples or court yard of Village Panchayat. Social Audit is a major task undertaken by Gram Sabha. *Bharat Nirman Volunteers* render assistance in conducting Gram Sabha. Gram Sabha level Planning is in practice in BRGF district. Decisions are being implemented by the Village Panchayats, in majority cases. Generally, as it is stated in the Act, Ward Sabha and Mahila Sabhas are placed before the regular meeting of the Grama Sabha. However, some amount of confusion is reported among the people and particularly among women due to the

proliferation local participatory forms in the local areas. All the eight selected Village Panchayat from Ahamednagar and Ratnagiri had conducted Mahila Sabha whereas it not held in four selected Village Panchayats from Chandrapur district. The evidence suggested that the Ward Sabhas had never held in three out of the four selected Village Panchayats from Chandrapur district. As evidences suggest, in one Village Panchayat where Ward Sabhas held, in an informal style. from But it is held in the eight selected Village Panchayats from Ahmednagar & Ratnagiri ,where all individual beneficiaries are selected In majority cases the proceedings of the Mahila Sabha & Ward Sabha are kept as part of the official document of the concerned Village Panchayat. The SCs and STs remain out of the purview of Grama Sabhas/Ward Sabha /Mahila Sabha . They are often neither aware of meetings nor attended them. Consequently some of them are denied the civic and development benefits coming through the Grama Sabhas. In many cases, the agenda prescribed are also followed. The attendance of elected representatives and officials, are also encouraged. People are of the general view that more powers and activities may given to the Village Panchayats. FGDs have been conducted with different groups in all the Villages Panchayats and the general response of the people regarding Grama Sabha has been positive. According to them, it is a forum for raising local concerns. The conduct of Gram Sabha is being made an impact in building social capital among the local community and efficacy towards Village Panchayats.

CHAPTER 9:

OVERALL ASSESSMENT OF THE PANCHAYATS

Maharashtra's Vision on Decentralization

The State of Maharashtra has a strong system of Panchayat and is in the forefront over the last five decades. Maharashtra's vision on decentralization has to be properly understood within the background of the philosophical and socio political contributions of the legendary leaders in the State, co operative movement, nature and content of political economy, high level of industrialization and urbanization and the high gross domestic product (GDP). The Panchayat Raj system in Maharashtra is the archetype in many respects.

Legislative Frame Work and Structure

In conformity with the provisions of the 73rd Constitutional Amendment Act, the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 and the Maharashtra Village Panchayats Act, 1959 were amended in 1994. The State is having two separate pieces of legislation. A three tier system of Panchayati Raj Institutions (PRIs) comprising Zilla Parishads (ZPs) at the district level, Panchayat Samitis (PSs) at the block level and Village Panchayats (VPs) at the village level was established in the State. It has to be noted that the system was in prevalence in the State even before the historical land mark of the constitutional amendments. The State has followed a different pattern of devolution of functions from what is prototyped in other States. It is a fact that, some functions have been transferred to the Panchayats even during the pre amendment phase. The activities of the Panchayats at the three tiers are given in three separate schedules in the two State Acts. The functions/subjects listed in the schedules are different from that of the 29 subjects under eleventh schedule. Some of the activities enumerated in the schedules for three tiers of Panchayats are not different.

Philosophical Underpinnings

The concept of 'independent domain autonomy' to each tier of Panchayats and functioning independently under the 'principal of subsidiarity' has not emerged in the State. On the contrary, the State has adopted 'a district oriented approach for Panchayati Raj, based on the concept of 'peer group responsibility'. 'Secretariat system of administration and establishment' is seen at the district level by the governance of Zilla Parishad. The structure of ZP is a close replication of the administrative departmental pattern of the State Government, at the district level. The Zilla Parishad is the strongest among the three tiers in the State. The Panchayat Samitis and Village Panchayats works under the guidance and supervision of Zilla Parishad .This has been manifested at different provisions of the State Acts. The three tiers are hierarchically placed. There is provision in both the State Acts that any function transferred to Zilla Parishads can be further transferred to Village Panchayats. Similarly the schemes and programmes which are exclusively with the State Government are also allowed to be entrusted with Zilla Parishads and Village Panchayats on 'agency basis'. Further some functions under particular subjects are permitted to be implemented by both the Zilla Parishads and the line departments of the State Government. The Panchayat Samiti is functioning more or less as subordinate unit under the overall guidance and instructions of the Zilla Parishad. The Village Panchayats are also working under the guidance and supervision of Zilla Parishad and Panchayat Samiti, with very little autonomy. The Secretary of the Village Panchayat is appointed by the CEO of the Zilla Parishad. Again, the standing committee of the Zilla Parishad has the power to remove a Sarpanch or Upa -Sarpanch after giving him/her opportunity of being heard. An in- built mechanism for 'checks and balance' is implanted in the design of the Panchayats.

An Assessment of the Committee System

The Zilla Parishad in Maharashtra is known for the 'committee form of governance.' Every Zilla Parishad is having a Standing Committee and nine Subject Committees. However, the committee forms of governance have not yet penetrated to the Panchayat Samitis and Village Panchayats. Majority of parallel bodies and

committees are either merged with the Panchayats or brought under the domain of the Panchayats. However, there are incidences of such bodies which functions outside the Panchayat regime. All the Panchayats are computerized with software support. The application of the e- governance in the Panchayats is commendable. Biometric system of attendance and e-tendering are introduced in all Panchayats.

An Assessment of Functionaries

The volume of the regular /core functionaries in terms of number and professional competency attached to the three tiers of the Panchayats are the real administrative strength of the system. The functionaries of the Panchayats are employed with a state policy based on the legislative frame work and administrative code . There are provisions in the State Acts for enabling healthy engagements between elected representatives and functionaries. The Chief Executive Officer (CEO) and Block Development Officer (BDO) are the administrative heads of the Zilla Parishad and Panchayat Samiti, respectively. The Secretary is in charge of the Village Panchayat. Both the CEOs and the BDOs are appointed by the Government. The group ‘A’ and group ‘B’ posts from Maharashtra Development Services (MDS) are appointed in the Zilla Parishad as senior functionaries. The CEO is generally from the Indian Administrative Service (IAS). The president of Zilla Parishad is conferred the status of Deputy Minister. The other functionaries of Panchayats are recruited under District Services. All the powers of recruitment, appointment, transfer, disciplinary action including removal are vested with the Zilla Parishads in respect of the functionaries under District Services. The administrative control of all staff in Zilla Parishads, Panchayat Samitis, and Village Panchayats is vested with the CEO of Zilla Parishads. The core functionaries of both the Zilla Parishad and the Panchayat Samiti are fully under the control of the respective tiers of Panchayats whereas the devolved /transferred functionaries are under the ‘system of dual control’. The Village Panchayat has altogether a different system of staffing pattern where there is only one regular/core functionary known as Panchayat Secretary /Village Development Officer.

An Assessment of Functions

The provisions in the State Acts indicate 22 functions have been transferred to Zilla Parishads, 19 to the Panchayat Samitis and 21 to the Village Panchayats. As per departmental Rules /GOs, functions related to 'non conventional energy' have been transferred to the three tiers of Panchayats while 'watershed development' to Panchayat Samiti and Village Panchayat. However, all the functions envisaged in the State Acts are not performed by the respective tiers of the Panchayats. Here, a wide difference is noticed between what is envisaged in the State Acts and the actual performance of the Panchayats.

An Assessment of Gram Sabha

Earlier, two meetings of Gram Sabha in every financial year were statutory in nature. But in 2003, the Village Panchayat Act was amended to provide more vibrancy to the Gram Sabha and the required number of meetings was fixed as six. Moreover, the conduct of Gram Sabha including the schedule, agenda setting, working, publicity, programmes and reporting of Gram Sabha have been placed in the Act. As per the provisions of the Act it is the joint responsibility of the Sarpanch and Secretary to convene the meetings of the Gram Sabha. It also provides four special accomplishments to Gram Sabha. First, all the Government and semi -Government and Panchayat functionaries working in the locality are assigned to attend the meeting of the Gram Sabha. Second, they are subjected to disciplinary control by the Gram Sabha. Third, the Gram Sabha has the power to report to the concerned BDO, if there is any irregularity against any functionaries. And fourth, only the first meeting of the Gram Sabha, immediately after the general election to a Panchayat shall be presided by the Sarpanch and all the subsequent meetings of the Gram Sabha shall be presided by a person elected by the members in the meeting of the Gram Sabha. The Village Panchayat is entitled to place certain official documents before the Gram Sabha. There is provision for Gram Sabha and Ward Sabha and it is incorporated as per the latest amendment to the Maharashtra Village Panchayat Act. The Gram Sabha in the scheduled areas enjoys many powers and privileges under PESA. Women participation is relatively high. In general, Gram Sabha looks powerful. In some cases

Gram Sabha seems to be more powerful than the respective Village Panchayat. Proceedings of the Gram Sabha are photographed/ Video graphed. Minutes are sent to the BDO. Publicity is given through posters and notices delivered door to door. Social Audit is a major task undertaken by Gram Sabha . Gram Sabha level Planning is in practice in BRGF districts. Gram Sabha decisions are being implemented by the Village Panchayats, in majority cases. Generally, as it is stated in the Act, Ward Sabha and Mahila Sabhas are placed before the regular meeting of the Grama Sabha. The conduct of Gram Sabha is being made an impact in building social capital among the local community and efficacy Village Panchayats.

An Assessment of Decentralized Planning

Decentralized planning is being implemented in the State since 1974. During the pre amendment phase, district planning was done by the District Planning and Development Councils (DPDCs). It was replaced by District Planning Committees (DPCs). The State has a separate Act for DPC. The Minister who is in charge of the district known as the Guardian Minister (PalakManthri) is the Chair person whereas the District Collector as the Member Secretary .There is ‘District Sector Outlay’ in the State Plan Budget which provides information on district wise breakup of allocation, known as the White Book. The concept and institutionalization of the ‘White Book’ is the budget window for ‘district sector outlay’. The Member – Secretary of the DPC asks the PRIs and also other implementing agencies to submit their plans. Again the Member Secretary consolidates the plans and places it before the Scrutiny Committee of the DPC. The approved draft plan is submitted to the State Level Committee (SLC) headed by the Minister (Planning & Finance) for inclusion in the State Plan Budget. The department of planning releases the budgeted funds to the Member Secretary of the DPC, who in turn distributes the funds to the Zilla Parishad according to the plan approved by the DPC. As planning machinery, the DPCs are vibrant, armed with strong legal structure, infrastructure, professional and qualified staff support and financial base for functioning. DPCs prepare the district plans. The professionalism, vibrancy and goodwill of the DPCs have not yet fully translated to the quality of the planning process and the plan documents of the Panchayats.

Moreover, the DPCs are not effectively functioning in the directions as it is visualized in the respective State Act and the Article 243 ZD of the Constitution. This is reflected in the decentralized plan documents prepared by the three tier Panchayats. The plans of the Villages Panchayats and Panchayat Samitis are not properly consolidated at the Zilla Parishad level. The same is the case with the Panchayat Samitis too, where no proper consolidation of the plans prepared the Village Panchayats are done. Poor of clarity is noticed on plan and budget. The term 'plan' and 'budget' are often interchangeable for the functionaries of the Panchayats at all levels. It was reported that the availability of the Guardian Minister and the presence of the MLAs and MPs from the district are the major concern for holding the DPC meetings. It is observed that the Minister and MP/MLAs dominate the proceedings of the DPC. The voice of the Chairperson of the Zilla Parishad and other members from the local government are often sidelined in the business of the DPC.

An Assessment of Finance

The Panchayat Samiti has no power to impose taxes and fees whereas it is vested with the other two tiers. Different variety of taxes is levied by Village Panchayat, recently. Mobile towers and towers erected for wind energy are also taxed. The Zilla Parishads can levy mainly the three types of taxes/ charges. Panchayats are allowed to implement their own schemes and programmes with the tax revenue collected. The Panchayats are empowered to levy taxes mentioned in the Act, subject to the minimum and maximum rates fixed by the State Government and subject to the exemptions prescribed. The increased cess on land revenue is divided between Zilla Parishads and Panchayat Samitis on an equal basis. The Government grants given to the Zilla Parishad are purposive grants, establishment grants, incentive grants, plan grants, grants for agency schemes, block grants and local cess matching grants. The financial resources of Village Panchayats are taxes, fees and financial assistance in the form of Government grants. The financial support of State to the Panchayats is by way of tied grants for recurring and non recurring expenditure for the programmes and schemes transferred to Panchayats. The Panchayats are also given untied grants for development programmes under various state and central sector schemes. In the State

all the three tiers of Panchayats are granted Thirteenth Finance Commission (TFC) award. In the case of BRGF, twelve districts are covered and the funds are to be shared among the Village Panchayats. The same is the case with MGNREGA and all the districts are covered by the scheme. Under Eco –village Scheme, the State government provides financial support to Village Panchayats. Several incentive programmes have been introduced for the better performance Panchayats in the State. The Panchyats receive cash prizes annually under these programmes.

Around 30 to 40 per cent of the total resources of the Village Panchayat are mobilized through own source in the form of tax and non tax and the remaining are from the grants of the State Government. Since the major share is drawn from the ‘own fund’ and ‘government grant’, the centrally sponsored schemes have made subsidiary impact in the overall performance of the Village Panchayats whereas in majority of Indian States the major source of funding is from the centrally sponsored schemes. This may be a paradigm shift in financial devolution from other Indian States the and a trendsetter for attaining achievement of index. The volume of finance from the ‘government grants’ in the Zilla Parishad brings functional display and vibrancy with less autonomy. The quantity of ‘own fund’ of the Village Panchayat ensure financial autonomy. The Panchayat Samiti loses its colour in the absence of both.

An Assessment of Accounting and Audit Practice

The provisions of both the Panchayat Acts have an in built mechanism for healthy and disciplined financial engagements at vertical and horizontal levels .The provisions in the supplementary rules enforce sound accounting and audit practices in the Panchayats. The financial transactions in the cooperative movement and private enterprises in the State may have contributed to evolve and develop a relatively better accounting and audit systems in the Panchayats . This is not to argue that all the existing accounting and audit practices are deficit free. Prudence may be taken that any amount of infringement may create impediments for further devolution. These rules have not been amended recently and therefore the new formats prescribed by the Comptroller and Auditor General of India is not practiced in any of the Panchayats. New auditing and accounting standards embedded with trust and confidence may be

needed in the context of the emerging new generation Panchayats. Model accounting system introduced in 2013-2014 in a light step in this direction.

A System for Assessing the Overall Performance / A General Review/ Performance Assessment

The State has framed a well developed system to identify the overall performance of the Panchayats Panchayas. Every year, a well developed questionnaire is administered among the three tier Panchayats for assessing the overall performance under Yashwant Panchayat Raj Abhyan (YPRA). The questionnaire is improved every year and it has a universal coverage. The criteria of marking are based on a scale of marks ranging from 1 to 5. The Panchayats are classified under A, B, C & D on the basis of the score. Collection of revenue is a major indicator in the assessment of the performance of the Panchayats. Separate efforts are seen made to identify the performance of the Panchayats at the disaggregated level as it is placed in the agenda for any intervention. The figures are not sculled out for the maintenance of a sound data base. The scheme of assessment can be developed to an overall assessment of the PRIs with an improvised questionnaire with indicators covering the whole functions under the domain of three Fs.

CHAPTER 10:

BEST PRACTICES

Several Best Practices have been identified in the State and some of them are listed below:

White Book

In Maharashtra there is a ‘District Sector Outlay’ in the State Plan Budget which provides information on district wise breakup of allocation, which is known as the *White Book*. The *White Book* has two components, (i) District wise *White Book* (general plan) and Common *White Book* (District Sector TSP and District Sector SCSP). Theoretically, the principle of non-divertibility ensures only in the case of district wise *White Book* whereas in the case of common *White Book* some amount of divertibility may be possible outside the district. The districts have the discretion to prioritize among various developments schemes within the outlay provided to them. Generally, the schemes and programmes are divided in to three categories and they are (i) State Level Schemes (ii) State Pool Schemes (iii) Regular District Level Schemes. This document is available in all the DPCs, and Zilla Parishads of the State. The concept and institutionalization of the ‘White Book’ is the budget window for ‘district sector outlay’ which ensures the decentralized planning and financial devolution by the State Legislature.

Prabhagh Committee: An Institution for Organic Linkage and Social Accountability.

Proper co ordination and linkage is a prerequisite for good governance in the context of Panchayati Raj System where three tiers are working at different spatial levels. The general mechanism introduced for ensuring linkages between tiers is the dual membership. As a comparatively cost effective workable model , the key functionaries of the ‘lower tier’ is given representation to the ‘ higher tier’ and it is being in operated in the different States by statutory provisions. In Maharashtra, as per the provisions in the Panchayati Raj Acts, the Sarpanch of the Village Panchayat

is an ex-officio member of the Panchayat Samiti and Chairperson of the Panchayat Samiti in Zilla Parishads. Since the number of the Sarpanchs is high, a Committee of Sarpanchs is given representation to the Panchayat Samiti and the number is limited to one fifth or 15 by rotation on yearly basis . The Committee of Sarpanchs is an advisory and consultative body to the Panchayat Samiti. The Sarpanch Committees are being expanded, developed and replaced by the *Prabhash Committee* .The committee is being operated at the constituency level of a Zilla Parishad member. It consists of Z illa Parishad member of the constituency, all the members of the Panchayat Samiti and all Sarpanchs under the geographical area of the constituency of a Zilla Parishad Member. All the officials of the major line departments are also members of the committee .The Zilla Parishad Member is the Chairperson of the committee whereas the Agriculture Officer is the Convener. During the Prabhash Committee meetings information flow is being stirred among the members who are operating at different levels both vertical and horizontal. The progress of all the development schemes implemented in the area are being discussed and reviewed in the committee. The committee addresses all the major deficits in the area of co ordination, convergence and communication in local development. Since the committee provides an effective forum for iterative discussions, any amount of duplication in schemes will be avoided. The information dissemination and democratic engagement among the Panchayat members in a constituency of a Zilla Parishad Member generate some degree of transparency and accountability .The associational engagement among the Prabhash Committee has generated certain amount of trust, reciprocity and net works among the peer group and in turn it may lead to build some degree of social capital.

Expropriation from the Executive is Prevented

Generally, ‘functions’ are listed in the Panchayat Acts of different States whereas in Maharashtra activities are listed. The detailed activities of Zilla Parishad and Panchayat Samitis are clearly specified in Schedule I and Schedule II of the Maharashtra Zilla Parishad and Panchayat Samiti Act, respectively. So also activities to be performed by Village Panchayats are specified in the Maharashtra Village

Panchayat Act. Since the ‘activity based devolution’ of the Panchayats is supported by strong legislative framework, any amount of expropriation from the executive is prevented. For reverting back any of the transferred activities, permission of the State Legislature is required.

Equalization Grants’ by the State Government

The Village Panchayats are mandated to levy taxes such as property tax , land tax , pilgrim tax , tax on fairs , festivals , shops and hotels, sanitary cess , lighting tax , water charges, fees for grazing cattles , registration fees , etc . Zilla Parishad can levy cess on land, stamp duty, (1%), irrigation cess, cess on minor minerals etc. The Panchayats are empowered to prepare and implement their own schemes and programmes with their own income. In order to encourage Panchayats in the mobilization of resources by way of taxes ‘equalization grants’ are given by the State Government. The State Government also allocates a fixed percentage of taxes presently imposed directly by the State to the Panchayats .

Incentives and Untied Grants

Untied grants for development programmes under the 13 Finance Commission and BRGF are given to the Panchayats. State Government provide financial support under Eco- Village Scheme to Village Panchayats s who comply with conditions like planting and nurturing trees equal to the population of village, eradication of open defecation, recovery of 90 per cent taxes , ban on plastic , development of nonconventional energy sources, waste management etc. Various incentive programmes and awards are instituted for Panchayats achieving remarkable targets in population control, zero tolerance in sanitation and good governance.

Regular Grade Employees in Panchayats

The regular grade C and D employees in Panchayats are recruited under two District Services, viz. District General Services (DGS) and District Technical Services (DTS). All powers of recruitment, appointment, transfer, disciplinary actions including removal are vested on Zilla Parishads. So also, complete autonomy is given to the

Zilla Parishads to appoint honorary and part time employees in the various posts in the field. The total salary paid to these employees is reimbursed by the state government. The Village Panchayats also have power to recruit their own staff except the Secretary. The State Government reimburses 50 per cent of the basic pay employees appointed by Village Panchayat.

Control over District Officials

The general body of Zilla Parishad is empowered to summon any officer of the State Government in the district including District Collector for discussions and advices. All the government and semi government functionaries working within the Village Panchayat area are duty bound to attend Gram Sabhas and Village Panchayat meetings whenever required.

Works under Agency Basis

The State Government entrust many schemes and programmes to the Zilla Parishads and Village Panchayats on 'agency basis for implementation'. Similarly, the Zilla Parishad can transfer any of the functions to the Village Panchayat to be implemented on 'agency basis'.

Powerful Gram Sabha with Special Powers

It has been made mandatory that at least six meetings of Gram Sabha shall be conducted in every financial year. The dates of the meetings are also fixed. Failure on the part of Sarpanch, Upa Sarpanch will disqualify them. It is provided that Gram Sabhba of women voters shall be conducted prior to every regular Grama Sabha. The Gram Sabha has disciplinary control over the employees working in the Village Panchayat area. It is also provided that social and economic programmes should invariably be approved by the Gram Sabha before implementation. The Gram Sabha should be consulted before taking decision on land acquisition in the Village Panchayat area. The *Bharath Nirman Swayam Sevaks* are actively participated in organizing Grama Sabhas. Gram Sabhas have the power to exercise supervision over employees at the village level. Legal status has been given to Gram Sabha to conduct

social audit of Village Panchayat as per as amendment of the Village Panchayat Act. Special Gram Sabha are convened on nutrition, child sex ratio etc. Only the first meeting of the Gram Sabha, immediately after the general election to a Panchayat shall be presided by the Sarpanch and all the subsequent meetings of the Gram Sabha shall be chaired by a person elected by the members in the meeting of the Gram Sabha.

Capacity Building Programme

The State Election Commission has formulated and implemented a special capacity building programme for empowerment of elected women representatives of Village Panchayat, known as 'Krantiyoti, which has been widely appreciated.

Panchayat Mahila Sakthi Abhiyan (PMSA)

A forum of elected women representatives of three tiers of Panchayats has been set up under *Panchayat Mahila Sakthi Abhiyan* (PMSA) to address the issues like women and child exploitation, sexual harassment, communal discrimination etc

Maharashtra State Rural Livelihood Mission (MSRLM)

Maharashtra State Rural Livelihood Mission (MSRLM) has been constituted on the lines of NRLM with the objective of socio and economic empowerment of the rural poor in Maharashtra through development of their self sustained and community managed institutions. The Mission has also established three tier management structures at the State, district and local levels. There are structural and functional linkage between Panchayats and MSRLM.

Micro Planning:

The State has piloted a strategy of preparing integrated bottom up plans of Village Panchayats using the tools of micro planning for preparing village development plans, which are to be compiled to get integrated district plans. The village development plans are discussed and approved by the Gram Sabha.

SANGRAM:

SANGRAM is an ambitious project implemented in all the Panchayats in the State to control and monitor their performance through computerized and online monitoring of implementation of development programmes. *SANGRAM* makes all government services accessible to the citizen through to service delivery outlets. Bio metric attendance and e-tendering process are the components of *SANGRAM* project.

Quality Enhancement:

A quality enhancement programme for primary education has been started in the State with the support of the Village Panchayats. School evaluation and student personality development are the major contents of the programme.

Eco-Village Scheme

Eco – village scheme has been launched in the state for the sustainable development of villages through citizen's participation. Village Panchayats are made to undertake tree plantation and nurturing activities for open defecation free village, 100 per cent tax recovery, ban on plastic, use of renewable energy etc. The Village Panchayat get united funds and incentives. Environment development plan for providing urban amenities in villages having population above 10,000 and develop them, as 'Growth Centers' is also envisaged under the scheme.

Yashwanth Panchayat Raj Abhiyan (YPRA):

Yashwanth Panchayath Raj Abhiyan is Maharashtra's initiative to incentivize the best performing Panchayats. Under the scheme, best performing Panchayats at the three tiers are awarded on the basis of their performance in implementing the development schemes, good governance and efficiency in the domain of finance, functions and functionaries

Retnagiri Model:

Ratnagiri is an ISO 9001:2008 certified Zilla Parishad in the State. It has been declared as the cleanest Zilla Parishad in Maharashtra. More than 90 per cent of the

Village Panchayats in the Zilla Parishad have received Nirmal Gram Puraskar (NGP) and the remaining Village panchayats are in the list recommended for the Puraskar. Under the Eco-Village Scheme, the district made remarkable achievements and 41 Village Panchayats have won *Parayvaran Vikas Ratna Puraskar*. The proportion of female births in the district is reckoned as above the State as well as national average. In school attendance, Ratnagiri has reached second in the state with 98.50 per cent of attendance. There are the other milestones of achievements for Ratnagiri such as first in Maharashtra with respect to educational development index, the highest number of girls assisted under *Savithribai Phule Dattak Palak Scheme*, the highest share of expenditure through Village Panchayats under MGNREGS, full installation of PRIASOFT computer software etc.

Panchayat of Corporate Quality:

Jalagaon in Dapoli Taluka of Ratnagiri district is a beautiful village, where women play dominant role in Panchayat administration. 16 Mahila Mandals, 40 women SHGs and 10 youth associations work hand in hand with the Panchayat. Since the last 50 years, elections in the Village Panchayat are taking place unopposed. For the first time, a woman has been elected as the chairperson of the *Tanta Mukthi Committee*. The Village Panchayat has constructed a beautiful and spacious building not found anywhere else in the State and provided all modern amenities of corporate quality.

Committee System in Zilla Parishad

The Zilla Parishad in Maharashtra is known for the 'committee form of governance'. Since the membership size of the Zilla Parishads is too large and which may not give an enabling atmosphere for conducting its business in a serious mode, 'committee system' has been followed. Every Zilla Parishad shall constitute a Standing Committee and nine Subject Committees, such as, (i) Finance Committee, (ii) Works Committee, (iii) Agriculture Committee, (iv) Social Welfare Committee, (v) Education & Sports Committee, (vi) Health Committee, (vi). Animal Husbandry & Dairy, (vii) Women & Child Development Committee, (vii) Works Committee, and (ix) Water Management & Sanitation Committee. There are, generally, 10 to 17

members in each committee. The Chairpersons of the committees are elected by the members. The President of the Zilla Parishad is the ex- officio Chairperson of the Standing Committee. The Chairperson of the Social Welfare Committee has to be from the SC / ST members. The Chairperson of the Women and Child Development Committee has to be a woman. The Deputy CEO (General) is the Secretary of the Standing Committee. The concerned HoD is the Secretary of the respective subject committees

Separate Act for District Planning Committee (DPC)

State has a separate Act for DPC, which may be a learning exercise for other States. The Act is supplemented by relevant Rules / Orders.

CHAPTER 11:

BAD PRACTICES

No bad practices have been noticed during the field in State of Maharashtra. However, an attempt has been made to document some of the negative aspects which may work against the real spirit of genuine decentralization and devolution of power and authority to the Panchayats.

1. Absence of Activity Mapping

It is reported that activity mapping is not yet finalized in the State.

2. Role of Guardian Minister (*Palak Manthri*) and the District Planning Committee

The Guardian Minister as the Chairperson of the DPCs may be considered as one of the negative features. The DPC was formed in the State to consolidate the plans prepared by the Panchayats and Municipalities and to prepare a draft district plan for the district as a whole. However, the DPCs are not effectively functioning in that direction. The plans of the Villages and Panchayat Samitis are not consolidated at the DPC level. Only annual district plans are prepared and submitted to the Government. The DPC meetings are also not found systematically and regularly conducted in the sample districts. Only one meeting was conducted in Ahmed Nagar district during 2012-13. In Retnagiri district the information on DPC meetings are found missing and only could be verbally furnished by the District Planning Officer. It is reported that only one DPC meeting was conducted in Retnagiri district during reported period. There is not much different is reported from the third sample District Planning Committee of Chandrapur. The Chairperson of the DPC, the Guardian Minister of the district appointed by the State Government and all MLAs and MPs from the district are permanent invitees to DPC meetings. The availability of the Guardian Minister and the presence of the MLAs and MPs from the district are the major concern for holding the DPC meetings as it is reported. It is noticed that the

MP/MLAs and the Minister dominate the proceedings and the elected representatives from the Zilla Parishad and Municipalities including the Chairperson of the Zilla Parishad are sidelined. The President, Zilla Parishad, Ahmed Nagar expressed his concern in the system, during the interview the study team have had with him. It is noticed that the political leaders and officials still feel nostalgia for the District Planning and Development Council (DPDC), a district planning agency during the pre 73rd and 74th constitutional amendment phase.

3. Bureaucratic Control over the Panchayats

The State Government exercise administrative and financial control over the Panchayats through bureaucracy. The Chief Executive Officer (CEO) and Block Development Officer (BDO) are the administrative heads of the Zilla Parishad and Panchayat Samiti respectively . They are more loyal to the State Government than to the democratic institutions, since they have been appointed and controlled by Government. Similar is the case with the functioning of the Village Development Officer (DVO), who is controlled by the CEO and not by the Panchayat Committee. It is noticed that through the local bureaucracy (VDO), the CEO exercise a hegemony over the Village Panchayat. It is generally alleged that the core and transferred functionaries remained steadfast in their support for the State Government even when they are appointed to work with the Panchayats .The mechanism of ‘dual control’ may also works against the real interest of the Panchayats. The Divisional Commissioner has supervisory powers over the Panchayats to the extent that s/ he can suspend the resolutions of Zilla Parishads and Panchayat Samitis .S/ He, and on her/ his behalf, the district collector can sanction the execution of certain works, which the Zilla Parishad or Panchayat Samiti are empowered to undertake, in the interest of public health and safety. Such controls often impede the functioning of the Panchayat , independently.

4. Provisions for Excessive Control Mechanism

There is a chapter on ‘Control’ in the Maharashtra Village Panchayats Act which makes to exert bureaucratic hegemony over the Village Panchayats. A similar chapter is also available in the Maharashtra Zilla Parishad and Panchayat Samitis Act .The

idiom used in both the chapters seems to be undemocratic and against the basic principle of responsible governance. Moreover, the language used in the chapters are quite unfamiliar in the modern literature on decentralization. It may be seen as a residue of colonial literature on local governance under the British regime.

5. Reversion of Transferred Schemes

Certain schemes which had been transferred to Zilla Parishads have been withdrawn later on by the State Government. For example, all the village roads, other district roads and main district roads are transferred to Zilla Parishad and the funds for construction and maintenance of such roads are also provided to the Zilla Parishad. However, the Government recently passed an order entrusting the main district roads to the State PWD.

6. Exclusion of Tribal Communities

The field evidence suggests that the Panchayats have not succeeded to deliver public goods to the tribal communities to an expected level. The main reason seems to be the Integrated Tribal Development Agencies (ITDAs) are kept outside the purview of the Panchayat. It resembles as a parallel organization. The tribal people have only marginal participation in the Gram Sabhas and therefore public goods are seldom reached to their neighborhood. It is also noticed that the elected representatives including Sarpanches belonging to tribal communities are alienated from the main functions of the Panchayats. The political economy of the process of the inclusion of the excluded communities through the Panchayat has not been widely discussed in the public sphere of rural Maharashtra. The Sarpanch of one of the sample Village Panchayats of the Sanwatsar, belonging to tribal community seldom attend the Village Panchayat. In order to interview him, the team had to go to his residence; located in an interior tribal area. The Sarpanch has commented that “the Village Panchayat is not a very comfortable zone”.

CHAPTER 12:

ISSUES AND LESSONS FOR OTHER STATES

Issues

The State of Maharashtra is the pioneer and trendsetter in Panchayati Raj movement, decentralization, higher degree of achievement in devolution index and decentralized planning. However, a critical reading of the provisions of the State Acts and tracking of the movement of the Panchayati Raj Institutions in the State may divulge several issues and gaps which need serious attention and discourse. In many cases, sagacity with self complacency among the actors may not disclose the issues and gaps in the public sphere. Since devolution is an eternally evolving concept, no target can be easily fixed. Principle of subsidiarity may be the frontier, if one takes the audacity of fixing the target for the process of devolution. This chapter will discuss the achievement index in devolution along with issues and lessons for other states. The major issues are mentioned below:

In the State of Maharashtra expectations have been raised by providing Constitutional status to the Panchayats, but in actual practice as the ground realities point out, they appear to be unsettled with a variety of issues. It is noticed that the stakeholders still feel nostalgia for the Panchayat system during the pre amendment phase. There are many constraints affecting the functioning of the Panchayats with regard to design of the system, structural patterns, organic linkages, fiscal transfers, devolution of functions and functionaries.

1. All the subjects from the list of 29 in the eleventh schedule of the Constitution have been fully devolved to the Panchayats. The contention of the State Government is that since the enactment of the Maharashtra Zilla Parishads and Panchayat Samitis Act 1961, a large number of schemes have been transferred to Zilla Parishads for execution and maintenance which encompass many of the

subjects included in the eleventh schedule. The general feeling among the officials in the State is that the present status of devolution is quite adequate. It is also argued that article 243G is not mandatory and it has been for the reason that the kind of devolution of 29 subjects to all the three tiers of Panchayat has not been included in the State Act . It is also claimed that most of the subjects mentioned in the eleventh schedule are included in the list of functions mentioned in the schedules appended to the Village Panchayats Act and Zilla Parishads and Panchayat Samitis Act.

2. The subsidiarity principle is not followed in the state. There is provision in both the Acts that any function transferred to Zilla Parishads can be further transferred to Village Panchayat. Similarly the schemes and programmes which are exclusively with the State government are also allowed to the entrusted Zilla Parishad and Villae Panchayats on ‘agency basis’ . Further some functions under particular subjects are permitted to be implemented by both the Zilla Parishads and the State Sovornment departments. This creates some degree of duplication and confusion.
3. There is a tendency among ZPs and VPs for increased dependence on government grants rather than own resources. There is reluctance on the part of village panchayat to levy taxes and tax payers are not paying the taxes due to the VPs promptly. The elected representatives often take a lenient view on tax evaders. As a result the VP s are lacking resources to take up development works.
4. Separate agencies headed by bureaucrats are established for special poverty alleviation, programmes for small and farmers agency (SFDA) and the Integrated Tribal Development Project (ITDP) outside the purview of Panchayti Raj Institutions. The District Rural Development (DRDA) has also not been merged with Zilla Parishad so far .

5. The preparation of district development plan and overseeing its implementation, which is a legitimate function of Zilla Parishad has been entrusted to the District Planning Committee (DPC) headed by a Minister.
6. The State Government has reduced the tenure of Chairperson of Zilla Parishads and Panchayat Samitis from five years to one year and the reservation is made on annual rotation basis. This can be looked upon as an act to weaken the Panchayat system in the State.
7. There is a sense of distrust and powerlessness among the elected representatives who feel that decisions are through upon them by officials and all administrative powers are vested with the Chief Executive Officer (CEO).
8. The grade A and B officers in Zilla Parishads are drawn from the administrative departments of the State Governments and they are sent on deputation basis. There is a strong feeling in the Zilla Parishad circles that grade A and B officers may be allowed to be recruited by the Zilla Parishads as in the case of Urban Local Bodies. Similarly, there is demand in the Village Panchayats that the VDO/ Gram Sevak (Secretary) of the Panchayat shall be allowed to be appointed by them.
9. Sectoral officers at the village level are performing the various functions related to their sector/ departments. These functions are also to be transferred to Village Panchayats in the true spirit of decentralization.
10. Certain powers over Village Panchayats are bestowed to higher tiers. The standing committee of Zilla Parishad has powers to remove Sarpanch or Upa-Sarpanch after giving him / her opportunity to be heard.
11. The left wing extremists (LWE) in the northern districts of the State are challenging the local governance and putting obstructions in the smooth functioning of Panchayats.

12. The reservation policy of Elected Representatives in Panchayats is 50 per cent for women, 27 per cent for OBC and in proportion to population in respect of SCs / STs is not followed in many three tier Panchayats as evidenced by the documents provided to the study team.

Lessons for Other States

As models for other States some inferences in Maharashtra are narrated below:-

- The reservation of seats for SCs, STs and women in the Panchayats is mandatory whereas the reservation of seats for OBC is put as optional. In the State, 27 per cent of seats are reserved for OBC. The seats of Sarpanches Village Panchayats, Chairpersons of Panchayat Samitis and the Presidents of Zilla Parishads are also reserved for OBCs in the above pattern and these are also allotted by rotation.
- The 'Committee System' is adopted for the increased participation of elected members of Zilla Parishad in decision making. The 'principle of checks and balance' is implanted in the design of the Committee System. The power to take policy decisions are vested with the committees. The powers are devolved to the various committees and several administrative and financial powers in respect of subjects allotted to the committees delegated to the chairpersons. The standing committee of Zilla Parishad has been given overriding powers in respect of all subjects in the 'District List' to avoid misuse of powers by any of the subject committees. So also, the Zilla Parishad has overriding powers to amend the decisions taken by the president. There is provision for one standing committee and eight subject committees in each Zilla Parishad. The subject committees are (a) Finance, (b) Works (c) Agriculture (d) Social welfare (e) Education (f) Health (g) Animal husbandry and dairying (h) Women and child development. The Presidents and Vice Presidents of Zilla Parishads and the Chairpersons of the Subject Committees were elected by the elected members and the ex officio members. The President of the Zilla Parishad is the Ex -Officio Chairperson of the Standing Committee. The Chairperson of social welfare committee has to be a member

belonging to SC/ST. The Chairperson of the women and child development has to be a woman member. The Dy. CEO (General) is the Ex Officio Secretary of the Standing Committee. The Head of the Departments (HoDs) concerned is the Secretary of the respective Subject Committees.

- The Village Panchayats are also allowed to various committees for the discharge of its duties and accordingly various committees are proposed (committees for water supply ,sanitation, public health, works, settlement of disputes- *tanta mukti*)
- Those who have intentionally evaded taxes/fees of Panchayats or have dues are also disqualified from contesting the elections.
- A legislative committee of MLAs and MLCs, known as the Panchayati Raj Committee (PRC) to review the functioning of the Panchayats and to call for any information or explanation from any of the office bearers is functioning in the State and the PRC is submitting annual, reports to Government. Principles of co-production and synergy are noticed among the members of the PRC. The audit of the three tier bodies are scrutinized by the PRC and placed before the legislative assembly.
- The State Government has formulated a policy to develop the Village Panchayats s having a population above 5000 as growth centres. It may tremendous impact in the context of good urbanism.
- The programmes and schemes handed by more than ten departments have been handed over to Zilla Parishads. Women and child development, primary health, rural water supply, animal husbandry, and cultural affairs are the key areas where powers have been transferred to Zilla parishads Ps. Accordingly; approximately 40 per cent of the state budget is handed by the Zilla Parishads.
- The State has a separate Act for DPC, which may be a learning exercise for other States. The Act is supplemented by relevant Rules.

Contested Issues for Wider Discourse

- Maharashtra has adopted a district oriented approach for Panchayati Raj. The Zilla Parishad is the strongest tier. The Panchayat Samitis and Village Panchayats works under the guidance and supervision of Zilla Parishad. (*This is a contested*

issue and against the 'Principle of Subsidiarity'. The contention of the official stake holders is that since the Panchayat System in Maharashtra follows the 'Principle of Peer Group Responsibility' the district oriented approach is justified.)

- The State Government has also made it mandatory for those contesting local body elections to have domestic toilets. *(This is a contested issue. Arguments for and against are documented)*
- There are provision in the Village Panchayats Act and Zilla Parishads and Panchayat Samitis Act to the effect that any person having more than two children shall not be eligible to contest election and that any elected representative having more than two children shall cease to be a member. *(This is a contested issue. Arguments for and against are documented. The Civil society organizations and women's groups are mobilizing against the provision.)*

Annexure 1

Range of panchayth	No of panchayath	Average population per panchayath (2011 census)	Elected Representatives								Total (including general)
			Women		SC		ST		OBC		
			No	%	No	%	No	%	No	%	
District	33	183636	978	50	216	11.05	263	13.45	528	27	1955
Block	351	175214	1955	50	429	10.97	516	13.20	1023	26.16	3910
Village	27920	2200	98669	51.74	21530	10.91	29432	14.91	47072	23.85	197338

General information of sample Panchayaths

Annex 1.1

Particulars	Population of Panchayaths (as per 2011 census)	Elected representatives									
		Women		SC		ST		OBC		General	Total (including general)
		No.	%	No.	%	No.	%	No.	%		
BRGF District- Ahamad Nagar	45,48,230	38	50.67	8	10.67	6	8	NA	NA	61	75
Block A Rahata	2,62,146	5	50	42	20	1	10	NA	NA	7	10
Village A.1 Sakuri	8,518	10	58.82	4	23.53	1	5.88	5	29.41	7	17
Village A.2 Loni-Khurd	23,241	6	35.29	3	17.65	0	0	2	11.76	12	17
Village A. 3											
Block B Kopergaon	302452	5	50	1	10	1	10	3	30	5	10
Village B.1 Sanwatsar	11,199	9	52.94	3	17.65	2	11.76	5	29.41	7	17
Village B.2 Dahigaon	3758	6	54.55	2	18.18	2	18.18	3	27.27	4	11
Village B. 3											
Non-BRGF District Ratnagiri	13,51,346	31	54.38	3	5.26	1	1.75	15	26.32	38	57
Block C Rajpur	165,875	6	50	0	0	0	0	9	75	3	12
Village C.1 Sagve	6,482	5	33.33	1	6.67	0	0	8	53.33	6	15
Village C.2Konadasar	3,248	4	36.37	0	0	0	0	10	90.90	1	11
Village C.3											

Block D Dapoli	1,93,430	6	42.86	0	0	1	7.14	3	21.43	10	14
Village D.1 Jalgaon	6,481	8	53.33	1	6.67	1	6.67	10	66.67	3	15
Village D.2 Umbrale	1,205	4	57.14	1	14.28	0	0	6	85.11	0	7
Village D .3											
BRGF District Chandrapur	14,28,929	29	50.87	9	15.79	10	17.54	23	40.35	15	57
Block E. Brahmapuri	1,21,912	4	50.00	1	12.5	1	12.5	6	75.00	0	8
Village E Kinhi	1,365	3	42.86	2	28.57	0	0	5	71.43	0	7
Village E.2 Nilaj	1,242	3	42.86	1	14.28	0	0	6	85.71	0	7
Block F Jiwati	1,32,816	2	50.00	1	25.00	1	25.00	1	25.00	1	4
VillageF.1 Gudsheda	1,996	5	55.55	3	33.33	5	55.55	0	0	1	9
Village F.2 Jiwati	1,936	7	63.64	0	0	8	72.72	0	0	3	11
Status of the state	11,23,72,972	101466	49.93	22175	10.91	30211	14.87	48623	23.93	102194	203203

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Agriculture, including Agricultural Extension

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Increasing Agricultural Production 1.Consolidation of Plan from Grampanchayat 2.Develop and maintain database for cropping pattern, land use and inputs use for planning 3.Organize Kisan Melas, Fairs and Exhibitions 4.Protect Bio-Diversity 5. Promote profitable crop technologies. 6.Institution Awards for outstanding performance Formulation of plan for seed & fertilizer requirement for crop protection Formulation of plan for warehouse & cold storages requirement of the districts, its finances & supervision (Scheme to be trasferred from state depts.) Formulation of annual requirement of agriculture equipments & submission to central / state government Release of guidelines for quality control &	Increasing Agricultural Production 1. Assist ZP in organizing farmer's fairs, Kisan Melas etc. 2. Organize on-farm verification trials and demonstration of new technologies. 3. Report and initiate action plans for different items. 4. Coordinate activities of field level extension workers and officials. 5. Act as a link between ZP and GPs for transfer of knowledge. 6. Help in crop yield	Increasing Agricultural Production 1. Estimate crop yield and maintain database regarding crops and cropping pattern. 2. Assist in preparation of crop plan. 3. Assist in advising farmers about remunerative crop activities and crop diversification. 4. Assist in identifying progressive farmers for adoption and diffusion of new technologies. 5. Help in providing custom hiring services for plan protection equipment and farm implements.
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Increasing agricultural horticulture vegetable production 1. To develop necessary agricultueal infrastructure 2. To prepare comprehensive crop plan 3. To develop and maintain data base for cropping patter, land use and inputs use for planning. 4. To maintain inventory of technological options. 5. To propagate adoption of new technologies.			

As per Government Order		6. To protect bio-diversity and promote profitable crop technologies	regular operation	estimation through maintaining links with various agencies, GPs and farmers.	6. Generate awareness in use of organic fertilizers and vermiculture.
	Block	Increasing agricultural horticulture vegetable production 1. To help in crop yield estimation through maintaining link with various agencies and GPs / farmers. 2. To advise suitable cropping system based on location specific characteristics. 3. To assist ZP in organising farmers fairs, kisan mela, etc. 4. To organise on-farm verification trials and demonstrations of new technologies 5. Reporting and initiating action plan for different items. 6. To co-ordinate activities of field level extension workers and officials. 7. To act as a link between ZP and GPs to transfer of knowledge and technologies. 8. Instituting awards for outstanding farmers	Horticulture Entire transfer of State Level Horticulture Mission to RDD & Execution of Horticulture development activities through Panchayat Raj Machinery ATMA Institutions District level institutions of ATMA to be transferred to DP to conduct regular activities Assessment and Distribution of Inputs 1. Prepare consolidated plan for input requirement. 2. Acquire and arrange distribution of inputs in time. 3. Improve adequate storage facilities for inputs. 4. Monitor distribution of quality inputs Credit Facility 1. Prepare Credit Plan. 2. Ensure timely credit availability and linkage between agriculture development and credit institutions and monitor credit mobilization. 3. Help in strengthening of co-operative credit institutions.	7. Advise suitable cropping system based on location specific characteristics. 8. Arrange Awards to progressive farmers. Fertilizers, seeds, pesticides Construction of new warehouses & cold storages as per the district plan Monitoring, quality control & inspection of agriculture equipments Credit Facility 1. Assist in preparing credit plan. 2. Ensure timely credit from formal institutions. 3. Monitor credit delivery system.	Operation & maintenance of warehouses & cold storages, Identification of individual beneficiary for small warehouses / cold storages at village level Identification of beneficiary, procurement of material & its distribution to beneficiary Credit Facility 1. Assist in assessing credit needs of various groups of farmers and crops. 2. Exercise social control and regulate interest areas and recovery of loans from formal and informal credit institutions. 3. Help in formation of self-help groups.
	Gram Panchayat	Increasing agricultural horticulture vegetable production 1. Estimation of crop yield and maintain data base. 2. To assist in preparation crop plan. 3. To assist in advising farmers about remunerative crop diversification. 4. To assist in identifying progressive farmers for adoption and diffusion of new technologies. 5. To help in providing custom hiring services for plant protection equipment and farm implements 6. To generate awareness use of organic vermiculture.	Extension support 1. Maintain linkage with research and training organizations. 2. Ensure regular visits of extension staff and help in dissemination of new technologies. 3. Ensure regular training of extension officials for updating their knowledge of advancements in technologies. 4. Induction of agriculture university personnel on agriculture committee of respective zilla parishad 5. Quarterly review & discrimination of research activities during subject committee meeting of that zilla parishad. Soil Testing Monitoring, supervision, guidance to newly established block level soil testing laboratories & its evaluation Post-harvest management (to be transferred from state to district department)	Extension support 1. Prepare plan for visit of extension workers and monitor their work 2. Advise and identify extension officials for training. 3. Assist scientists in identifying local problems for designing their research work relevant to local needs. 4. Ensure better linkages between farmers and extension staff. 5. Operate and run farmer service centres, Kisan Kendras and Raitha Samparka Kendras	Extension support 1. Monitor the visit of extension working the village farms. 2. Identify suitable plot for conducting trials and demonstration. 3. Select farmers for participating in Kisan melas and training. 4. Demonstration plots on new research activities in respective village panchayats & adoption of new practices alongwith feedback mechanism.
	District				Soil Testing 1. Assist technical experts in conducting soil tests.
	Block				2. Help in ensuring feedback from soil testing to farmers.
	Gram Panchayat				Post-harvest management

			1. Establish and improve storage facilities. 2. Develop marketing infrastructure at suitable locations. 3. Monitor regulated marketing. 4. Ensure correct weights and measures. Risk management 1. Assess losses due to natural calamities and formulate relief plan. 2. Monitor and supervise relief operations. 3. Transferring central / state insurance schemes to PRIs.	Soil Testing Establishment of new soil testing laboratories Post-harvest management (to be transferred from state to district department) 1. Maintain godowns. 2. Organize marketing committees and maintain market yards. 3. Regular market charges and ensure correct weights and measures. 4. Provide,, manage and run market information systems. 5. Ensure prompt payment to the farmers. Risk management 1. Estimate crop losses and report action taken. 2. Monitor relief operations. 3. Assist in providing benefits from crop insurance schemes. 4. Arrange crop insurance schemes and co-ordinate among insurance agencies. 5. Prepare contingency agricultural plan.	(to be transferred from state to district department) 1. Help in organizing farmers for group sale in bulk. 2. Assist in increasing awareness about better storage facilities for seeds and food grains. Risk management 1. Report losses due to natural calamities and relief requirements. 2. Supervise relief operations and distribution of material. 3. Motivate and help in identifying farmers to take up crop insurance schemes. 4. Assist in the implementation of contingency plan.
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Annex-2

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Minor Irrigation, Water Management and Watershed Development

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Development of MI system, drainage system, water harvesting	Development of MI system, drainage system, water	Development of MI system, drainage system, water harvesting structures and water
	Block				

	Gram Panchayat		structures and water management 1. Formulate MI Projects. 2. Technically appraise MI Project (outside TP purview) 3. Assign projects to TP and GP 4. Development of drainage system in water logged areas. 5. Sanctioning projects for percolation tanks check dams and land levelling. 6. Supervise, monitor and review of the progress and quality of works by the subject committee. 7. Regular repairs and maintenance grants for MI structures	harvesting structures and water management 1. Formulate MI Projects. 2. Technically appraise MI projects proposed in TP plan. 3. Exercise MI projects included in TP plan. 4. Execute MI projects assigned by ZP 5. Construct percolation tanks and check dams (outside GP Plan) 6. Supervision, monitoring and review of the progress, and quality of works by the subject committee. 7. Coordinate between various line departments/agencies funding for MI projects.	management 1. Assist in formulation of MI project ratification by Gramsabha. 2. Identify locations for projects. 3. Execute community MI projects. 4. Execute MI projects assigned by ZP and TP 5. Construct percolation tanks and check dams including projects assigned by the ZP and TP 6. Enforce inter-well distance (well density) as per prescribed norms. 7. Identify beneficiaries under various programmes for MI projects through Gramsabha e.g. in water logging areas. 8. Supervise, monitor and review progress, quality of work. 9. With transfer of Local sector MI division to Z.P's surveying MI projects upto 250 Hect.capacity. 10. Ownership, maintenance and regular operationalization of MI structures completed and transferred to VPs
As per Activity Mapping	District	Minor irrigation works (only those works which irrigate 250 hectares or less each, and those lift irrigation works which irrigate upto 100 hectares)			
	Block				
	Gram Panchayat	To plan the minor water bodies and grant approval the Gram sabha to the decision taken in this regards by the Panchayat concerned.			
As per Government Order	District				
	Block				
	Gram Panchayat		Soil conservation. 1. Prepare district plan for soil and water conservation projects. 2. Desegregate this plan into TP level, GP level or even lower level deliverable units. 3. Harmonize the plan with other employment generating as well as area development plans. 4. Co-ordination with various agencies of the ZP as well as the district administration who will either participate in or whose work will impinge	Soil conservation 1. Monitor the officials involved in soil conservation activities. 2. Inter GP co-ordination for smoothly carrying out soil conservation operations cutting across GP boundaries including creation of water channels. 1. Prepare watershed project in inter-GP watersheds 2. Organise people to	Soil conservation 1. Assist the professional/official machinery for soil conservation work through helping group action by land owners. 2. Direct assistance in implementation e.g. organizing owner labour as part of contributions of the cost of operations. 3. Post conservation vigilance to ensure that work done is not

			<p>upon the implementation of the plan</p> <p>5. Vasundhara scheme shall be transferred to PRIs.</p> <p>1. Identify, select and approve watershed projects</p> <p>2. Promote watershed development approach in all areas for better management of natural resources and environment development</p> <p>3. Supervise, monitor and review of the progress and quality of works (by the Subhetch Committee)</p>	<p>form work committees</p> <p>3. Form technical team to assist GP in the implementation of watershed projects</p> <p>4. Integrate various beneficiary oriented and area development oriented schemes to harmonise with watershed projects</p> <p>5. Monitoring supervision and reporting progress</p> <p>6. Co-ordinate between various agencies and departments implementing watershed projects such as agriculture, forestry, DPAP and DDP</p>	<p>undone once again.</p> <p>4. Create public opinion in favour of use of soil only in consonance with its properties, gradients etc.</p> <p>5. Distribute subsidies and other assistance according to determined scales and priorities.</p> <p>1. Participate in planning and implementation of watershed projects</p> <p>2. Approve land / water use plan for watershed development through Gramsabhas.</p> <p>3. Assist in constituting user / beneficiary committees in the watershed for their direct participation in the execution of the project</p> <p>4. Maintain community assets created under watershed project</p> <p>5. Supervise and monitor quality of works</p> <p>6. Select beneficiaries and provide assistance to them for executing individual works under watershed.</p>
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Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Drinking Water

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Development of Water supply system	Development of Water supply system	Development of Water supply system
	Block		1. Formulate major water supply schemes.	1. Formulate projects and seek technical approval from ZP	1. Identify schemes and locations, estimate cost and formulate projects through the
	Gram		2. Technically appraise and approve		

	Panchayat		schemes proposed by TPs and GPs 3. Award contracts for the execution of major schemes outside TP and GP Plans. 4. Establish water testing laboratories for control of chemical and biogenic impurities Monitoring rural water supply schemes Monitor and supervise the progress, quality of work and target achievement	2. Construct schemes within the prescribed cost limits for TPs Monitoring rural water supply schemes Monitor and supervise progress and quality of works	involvement of Gramsabha. 2. Construct wells, tanks and village water supply schemes of its own or as assigned by the GP or TP 3. Periodically chlorinate open wells and treat water 4. Ensure proper distribution of water to all households in its villages. 5. Collect water sample for testing. Monitoring rural water supply schemes Monitor scheme implementation and report progress Maintain drinking water schemes, collect water charges and appoint operators wherever necessary.
As per Activity Mapping	District	1. Rural Water Supply 2. Protected Water Supply for fairs in rural areas 3. Rural drainage 4. Works for preservation from pollution of water for drinking, bathing and cooking			
	Block	1. Village Water Supply Wells 2. Surface drainage in villages			
	Gram Panchayat	Management and control of bathing or washing ghats which are not managed by any authority.			
As per Government Order	District				
	Block				
	Gram Panchayat				

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Technical Education

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Nil	Establishment, management, maintenance, inspection and visiting of educational institutions	i) Construction, maintenance of educational institutions Ii) Provision of equipment and materials Iii) Management of institutions	i) Spread of education. Ii) Other educational and cultural objects. Iii) Maintenance and Repairs of Buildings vesting for the time being in the Zilla Parishad.
	Block	Nil			
	Gram Panchayat	Nil			
As per Activity Mapping	District	Establishment, management, maintenance, inspection and visiting of educational institutions			
	Block	i) Construction, maintenance of educational institutions II) Provision of equipment and materials			

		III) Management of institutions Iv) Other educational objects.		Iv) Other educational objects.	Iv) Provision of equipment and materials V) Adult literacy centres, libraries and reading rooms.
	Gram Panchayat	i) Spread of education. Ii) Other educational and cultural objects. Iii) Maintenance and Repairs of Buildings vesting for the time being in the Zilla Parishad. Iv) Provision of equipment and materials V) Adult literacy centres, libraries and reading rooms.			
As per Government Order	District	1. Strengthening of the Directorate of technical education (including regional offices) 2. Development and expansion of Govt Polytechnics and removal of deficiencies of staff, equipment and buildings etc. therein (including girls polytechnic) 3. Industry institute co-ordination and quality improvement related with diploma courses 4. Development of libraries in Govt. Polytechnics and personality development of students 5. Establishment of book banks in Govt. Polytechnics 6. Removing regional imbalance of diploma courses in Government polytechnics, introducing new polytechnics and increase in intake capacity (Backlog schemes) 7. Establishment of new Govt Polytechnics and other diploma institute (including for girls) 8. Construction of hostel for girls in Govt. Polytechnics 9. Development and expansion of Govt. Engg. Colleges and Govt. Pharmacy colleges and removing deficiencies of staff, equipment, furniture, buildings etc, therein 10. Quality improvement and coordination with industries related to degree courses 11. Establishment of Indian Institute of Management in Maharashtra 12. Removing regional imbalance of degree courses in Govt. and Govt aided Engg. Colleges 13. Development of libraries in Govt. Engg. Colleges and personality development of students 14. Establishment of Book banks in Govt. Engg. And pharmacy colleges 15. Establishment of new Engg. Colleges (including new courses to be introduced) (Scheme under Central Govt.) 16. Grant in aid for non Govt. aided Engg. Colleges and Govt.			

		<p>Autonomous Engg. Colleges</p> <p>17 Creation of facilities for post-graduate and doctorate students</p> <p>18 Autonomy to the Engg. Colleges and upgrading them into deemed universities</p> <p>19 Construction of girl's hostel at Govt. Engg. and Pharmacy colleges.</p>			
	Block	<p>10. Strengthening of the Directorate of technical education (including regional offices)</p> <p>11. Development and expansion of Govt Polytechnics and removal of deficiencies of staff, equipment and buildings etc. therein (including girls polytechnic)</p> <p>12. Industry institute co-ordination and quality improvement related with diploma courses</p> <p>13. Development of libraries in Govt. Polytechnics and personality development of students</p> <p>14. Establishment of book banks in Govt. Polytechnics</p> <p>15. Removing regional imbalance of diploma courses in Government polytechnics, introducing new polytechnics and increase in intake capacity (Backlog schemes)</p> <p>16. Establishment of new Govt Polytechnics and other diploma institute (including for girls)</p> <p>17. Construction of hostel for girls in Govt. Polytechnics</p> <p>18. Development and expansion of Govt. Engg. Colleges and Govt. Pharmacy colleges and removing deficiencies of staff, equipment, furniture, buildings etc, therein</p> <p>20 Quality improvement and coordination with industries related to degree courses</p> <p>21 Establishment of Indian Institute of Management in Maharashtra</p> <p>22 Removing regional imbalance of degree courses in Govt. and Govt aided Engg. Colleges</p> <p>23 Development of libraries in Govt. Engg. Colleges and personality development of students</p> <p>24 Establishment of Book banks in Govt. Engg. And pharmacy colleges</p> <p>25 Establishment of new Engg. Colleges (including new courses to be introduced) (Scheme under Central Govt.)</p> <p>26 Grant in aid for non Govt. aided Engg. Colleges and Govt. Autonomous Engg. Colleges</p>			

		27 Creation of facilities for post-graduate and doctorate students 28 Autonomy to the Engg. Colleges and upgrading them into deemed universities 29 Construction of girl's hostel at Govt. Engg. and Pharmacy colleges.			
	Gram Panchayat	19. Strengthening of the Directorate of technical education (including regional offices) 20. Development and expansion of Govt Polytechnics and removal of deficiencies of staff, equipment and buildings etc. therein (including girls polytechnic) 21. Industry institute co-ordination and quality improvement related with diploma courses 22. Development of libraries in Govt. Polytechnics and personality development of students 23. Establishment of book banks in Govt. Polytechnics 24. Removing regional imbalance of diploma courses in Government polytechnics, introducing new polytechnics and increase in intake capacity (Backlog schemes) 25. Establishment of new Govt Polytechnics and other diploma institute (including for girls) 26. Construction of hostel for girls in Govt. Polytechnics 27. Development and expansion of Govt. Engg. Colleges and Govt. Pharmacy colleges and removing deficiencies of staff, equipment, furniture, buildings etc, therein 30 Quality improvement and coordination with industries related to degree courses 31 Establishment of Indian Institute of Management in Maharashtra 32 Removing regional imbalance of degree courses in Govt. and Govt aided Engg. Colleges 33 Development of libraries in Govt. Engg. Colleges and personality development of students 34 Establishment of Book banks in Govt. Engg. And pharmacy colleges 35 Establishment of new Engg. Colleges (including new courses to be introduced) (Scheme under Central Govt.) 36 Grant in aid for non Govt. aided Engg. Colleges and Govt. Autonomous Engg. Colleges 37 Creation of facilities for post-graduate and doctorate			

		students			
		38 Autonomy to the Engg. Colleges and upgrading them into deemed universities			
		39 Construction of girl's hostel at Govt. Engg. and Pharmacy colleges.			

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Markets & Fairs (Mahalakshmi Saras)

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	1. Establishment and maintenance of markets, provided no markets shall be established without prior permission of the Zilla Parishad 2. Control of fairs, bazaars, tonga stands and cart stands 3. Opening fair price shops	Identification of localtion and development of market yards Identify locations and develop marketing yards and infrastructure for marketing rural products and formulating projects Regulating wholesale and retail markets, supervision and monitoring of marketing activities 1. Assist in regulating wholesale and retail markets 2. Supervise and monitor marketing activities 3. Supervise district service and marketing societies	Identification of localtion and development of market yards 1. Develop and maintain agricultural market yards 2. Develop and maintain places for fairs / shandies and weekly markets Regulating wholesale and retail markets, supervision and monitoring of marketing activities 1. Enforece fair trade practices and maintain quality of commodities 2. Assist in the maintenance of statistics on prices and commodity traded 3. Maintain statistics on prices and commodities transacted within the	Identificaton of localtion and development of market yards 1. Maintain village fairs and weekly markets
	Block	4. Establishment and maintenance of markets, provided no markets shall be established without prior permission of the Zilla Parishad 5. Control of fairs, bazaars, tonga stands and cart stands 6. Opening fair price shops			
	Gram Panchayat	7. Establishment and maintenance of markets, provided no markets shall be established without prior permission of the Zilla Parishad 8. Control of fairs, bazaars, tonga stands and cart stands 9. Opening fair price shops			
As per Activity Mapping	District	Identification of localtion and development of market yards Identify locations and develop marketing yards and infrastructure for marketing rural products and formulating projects Regulating wholesale and retail markets, supervision and monitoring of marketing activities			

		1. Assist in regulating wholesale and retail markets 2. Supervise and monitor marketing activities 3. Supervise district service and marketing societies		district	
	Block	Identification of localtion and development of market yards 1. Develop and maintain agricultural market yards 2. Develop and maintain places for fairs / shandies and weekly markets Regulating wholesale and retail markets, supervision and monitoring of marketing activities 1. Enforece fair trade practices and maintain quality of commodities 2. Assist in the maintenance of statistics on prices and commodity traded 3. Maintain statistics on prices and commodities transacted within the district			
	Gram Panchayat	Identification of localtion and development of market yards 1. Maintain village fairs and weekly markets 2. Construct market complex within the GP			
As per Government Order	District	Mahalakshmi Sarees exihibition cum sale			
	Block	Mahalakshmi Sarees exihibition cum sale			
	Gram Panchayat	Mahalakshmi Sarees exihibition cum sale			

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Poverty Alleviation Programme

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Planning and implementation of poverty alleviation programmes 1.Co-ordinate with other departments and agencies 2. Develop training infrastructure. 3. Allocate funds for training and stipend for trainees. 4. Procure and supply quality assets, machinery and equipment for beneficiary schemes. 5. Develop marketing infrastructure marketing network for self help group products. 6. Prepare plan for poverty alleviation programmes at district level. 7. Assist in extending technical assistance for planning at GP & TP level. 8. Supervise and review implementation of different poverty alleviation programmes. 9.Review schemes,implemented in Drought Prone Areas 10. The ZP in active co-operation with the TP and District Planning Committee may arrange decentralized planning. 11. Review and supervise schemes implemented under the grants recommended by the Central Finance Commission for local bodies. 12. Review implementation of Rural Sanitation and Water supply scheme. 13.Implement and supervise employment 14.. Review Central Rural Sanitation Programme. 15. Plan and review biogas plants schemes for individuals and community.	Planning and implementation of poverty alleviation programmes 1.Assist GPs in providing technical and managerial assistance for implementation of schemes entrusted to TPs 2. Collect and distribute data regarding development and management at the district level. 3. Assist in the evaluation of schemes. 4. Release of funds to banks for subsidy adjustment, formulation of credit plants through banks. 5. Prepare plans at the block level for filling up gaps in technology, marketing tie-ups, training, strengthening infrastructure and market facilities. 6. Assist GPs in organizing self-help groups and implement cluster strategies. 7. Review plans prepared by the GPs and accord technical approval and assistance.	Planning and implementation of poverty alleviation programmes 1. Identify beneficiaries under individual beneficiary oriented poverty alleviation schemes and other employment generation programmes entrusted to GPs after approval of Gramsabha. 2.Utilize for the development of infrastructure in the GP 3. Assist TP for the distribution of identity cards under Employment Assurance Scheme. 4. Put up information boards about all the works taken up under Employmen Assurance Scheme. 5. Assist the TP in preparation of plans for land development schemes coming within TPs purview. 6. Select beneficiaries in Drought Prone Areas Programme. 7. Ensure proper utilization of funds of
	Block				
	Gram Panchayat				
As per Activity Mapping	District				

		16.Undertake planning and review of smokeless chulhas scheme and national project on improved chulhas	Committee may arrange decentralized planning. 11. Review and supervise schemes implemented under the grants recommended by the Central Finance Commission for local bodies. 12. Review implementation of Rural Sanitation and Water supply scheme. 13.Implement and supervise employment 14.. Review Central Rural Sanitation Programme. 15. Plan and review biogas plants schemes for individuals and community. 16.Undertake planning and review of smokeless chulhas scheme and national project on improved chulhas	8. Draw action plans, get technical approvals and funds allocated under land development scheme. 9. TPs can implement schemes with the help of GPs and integrate other programmes with poverty alleviation schemes. 10. Assist in supervision of works under district decentralized plan. 11. Plan and implement infrastructure development by rural bodies. 12. Plan and implement Integrated Rural Sanitation and Water Supply Scheme. 13. Arrange practical demonstration under smokeless chulhas scheme.	Central Finance commission by local bodies and ensure that the scheme works permitted within GPs are completed. 8. Identify beneficiaries under Rural Sanitation Programme and Provision of Drinking Water Schemes. 9. Arrange live demonstration under smokeless chulhas scheme and identification of beneficiaries under National Project on improved Chulhas and Sanitation.
	Block	Planning and implementation of poverty alleviation programmes 1.Assist GPs in providing technical and managerial assistance for implementation of schemes entrusted to TPs 2. Collect and distribute data regarding development and management at the district level. 3. Assist in the evaluation of schemes. 4. Release of funds to banks for subsidy adjustment, formulation of credit plants through banks. 5. Prepare plans at the block level for filling up gaps in technology, marketing tie-ups, training, strengthening infrastructure and market facilities. 6. Assist GPs in organizing self-help groups and implement cluster strategies. 7. Review plans prepared by the GPs and accord technical approval and assistance. 8. Draw action plans; get technical approvals and funds allocated under land development scheme. 9. TPs can implement schemes with the help of GPs and integrate other programmes with poverty alleviation schemes. 10. Assist in supervision of works under district decentralized plan. 11. Plan and implement infrastructure development by rural bodies. 12. Plan and implement Integrated Rural Sanitation and Water Supply Scheme. 13. Arrange practical demonstration under smokeless chulhas scheme.			
	Gram Panchayat	Planning and implementation of poverty alleviation programmes 1. Identify beneficiaries under individual			

		<p>beneficiary oriented poverty alleviation schemes and other employment generation programmes entrusted to GPs after approval of Gramsabha.</p> <p>2.Utilize for the development of infrastructure in the GP</p> <p>3. Assist TP for the distribution of identity cards under Employment Assurance Scheme.</p> <p>4. Put up information boards about all the works taken up under Employmen Assurance Scheme.</p> <p>5. Assist the TP in preparation of plans for land development schemes coming within TPs purview.</p> <p>6. Select beneficiaries in Drought Prone Areas Programme.</p> <p>7. Ensure proper utilization of funds of Central Finance commission by local bodies and ensure that the scheme works permitted within GPs are completed.</p> <p>8. Identify beneficiaries under Rural Sanitation Programme and Provision of Drinking Water Schemes.</p> <p>9. Arrange live demonstration under smokeless chullhas scheme and identification of beneficiaries under National Project on improved Chullhas and Sanitation.</p>			
As per Government Order	District				
	Block				
	Gram Panchayat				

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Libraries

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Nil	Workshops/ Seminars / Awards/ Grant Etc , SHIKSHANJAMIT (Advisory) Establishment and maintenance of libraries 1. Plan for establishment of new libraries and maintain and improve existing ones. 2. Procure and supply books, reading material and popular literature	Workshops/ Seminars / Awards/ Grant Etc , SHIKSHANJAMIT (Advisory) Establishment and maintenance of libraries Assist in the maintenance and functioning of libraries	Establishment and maintenance of libraries 1. Establish and maintain libraries 2. Up-keep of library 3. Raise donations and collect books for library 4. Subscribe to vernacular news-paper and magazines
	Block	Nil			
	Gram Panchayat	Nil			
As per Activity Mapping	District	Establishment and maintenance of libraries 1. Plan for establishment of new libraries and maintain and improve existing ones. 2. Procure and supply books, reading material and popular literature			
	Block	Establishment and maintenance of libraries Assist in the maintenance and functioning of libraries			
	Gram Panchayat	Establishment and maintenance of libraries 1. Establish and maintain libraries 2. Up-keep of library 3. Raise donations and collect books for library 4. Subscribe to vernacular news-paper and magazines			
As per Government Order	District				
	Block				
	Gram Panchayat				

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Public Health & Family Welfare

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		1. Janany Suraksha 2. Family welfare 3. M T P 4. Human development programme 5. Rashriya Bal swasthya Karyakram	1. Janany Suraksha 2. Family welfare 3. Navasanjivani (for tribal blocks) Health care 1. Supervision and maintenance of sub-centres and deployment of field staff	1. Family welfare 2. Routine immunization 3. Reproductive and district welfare programme Health care 1. Assist in formation of village health committees comprising panchayat members, representatives of villagers, village health guide (VIIG) and Multipurpose Health Workers
	Block			2. Supervise mid-day meals schemes for school children 3. Organise health and family welfare camps and conduct demonstration-cum-exhibition programmes on health, family welfare and sanitaiton	2. Upkeep of village sanitation, cleaning of roads and drainage 3. Mobilise and organsie people for health and family planning and immuinisation camps
	Gram Panchayat			4. Assist in supervision of Indian Sysstems of Medicine (ISM) dispensaries 5. Transfer of PHCs alongwith functionarries & funds to TPs. Maternal and Child Health (MCH) centres 1. Distribute medicines,	4. Co-ordinate and supervise construction of sanitary latrines 5. Day to day administration of sub-centresby the local VP and GP to review performance of sub center. 6. Asha worker to be designated as village Health Wroker as status of honarary worker like Anganwadi worker.
As per Activity Mapping	District	1. Primary Health Centres, Dispensaries (sub-centres, Primary Health Unit, Mobile Health Unit, Ayurvedic, Unani and others) including Health and Sanitation Programme 2. (a) National Anti-Malaria Control Programme (b) 50 % Centrally Sponsored Scheme Malaria Control Programme (c) Special Componenet Plan Malarial Control Programme (d) Tribal Sub Plan Malaria Control Programme 3. National Tuberculosis Control Programme 4. National Leprosy Control Programme 5. National Blindness Control Programme 6. (1) District Family Welfare Centers (2) Rural Family Welfare Centres (3) Expanded Programme of Immunizations	Health care Maternal and Child Health (MCH) centres 1. Plan for Family Welfare Programme 2. Establish and maintain MCHs 3. Supply medicines and equipment to MCHs 4. Train mid-wives and para medical functionaries 5. Co-ordinate with state / international agencies 6. Provide immunisation services 7. Propagage family planning methods, procure supply and distribute		
	Block	1. Mainteneance of medicine bozes in villages 2. Rural Sanitation 3. Taking of necessary measure in the interest of Public Health 4. Reproductive Child Health Programme			

		5. Special School Health Examination Campaign	contraceptives	equipment and family planning materials to centres	Then, Asha Workdr to be answerable to Grampanchayat regarding daily health activities in the village.
	Gram Panchayat	1. Providing medical relief. 2. Maternity and Child Welfare 3. Preservation and improvement of public health 4. Taking of measures to prevent outbreak, spread or recurrence of any infectionns disease. 5. Encouragement of human and animal vaccination. 6. Regulation by licensing or otherwise of tea, coffee and milk shops. 7. Construction and maintenance or control of slaughter houses 8. Cleansing of public roads, drains, bunds, tanks and wells (other than tanks and wells used for irrigation) and other public places or works. 9. Reclaiming of unhealthy localities. 10. Removal of rubbish heaps, jungle, growoth , prickly pear, filling in of disused wells, insanitary ponds, pools, ditches, pits or hollows, prevention of water-logging in irrigated areas and other improvements sanitary conditions. 11. Construction and maintenance of public latrines. 12. Sanitation, conservancy, prevention and batement of nuisance and disposal of unclaimed corpses and carcasses of dead animals 13. Supply of water for domestic use and for cattle. 14. Excavation, cleansing and maintenance of ponds for the supply of water to animals 15. Management and control of bathing or washing ghats which are not managed by any authority. 16. Provision, maintenance and regulation of	8. Organise family planning and immunisation camps 9. Identify and approve NGOs for FW 10. Organise IEC / Health and FW promotional campaigns 11. Promote school health programmes 12. Plan supervise and monitor ICDS 13. Procure, supply and distribute meals for children, medicines and equipment for ICDS centres 14. Train ANMs and others 15. Laise with State / National level health programmes Sanitation 1. Plan rural sanitation programmes 2. Promote Information, Education and Communication (IEC) campaigns 3. Entire transfer of NBA wing to ZP alongwith funds & functionarries	2. Propagate and create awareness about maternal and child care immnisation and family planning schemes 3. Co-ordinate and asist in monitoring and supervision of family welfare and family planning services 4. Assist in organising family planning and immunisation camps 5. Organise IEC health and FW promotional campaigns. Distribute materials, medicines to equipment to ICDS, promote school health programme centres. Assist beneficiaries, mothers and children 6. Distribute materials medicines and equipment to ICDS, promote school health programme centres 7. Assist beneficiaries, mothers and children Sanitation 1. Organise and supervise sanitary marts 2. Formulate plan for assisting in the construction of sanitary latrines 3. Assist in inspection /	Maternal and Child Health (MCH) centres 1. Assist in propagation of maternal child care, family planning and immunisation programmes 2. Assist in identification and recommendation of beneficiaries for maternity aid under NSAP and related schemes 3. Assist in maintenance and supervision of anganwadis 4. Identify beneficiary mothers and children 5. Supervise the activities of ANMs and anganwadi workers 6. Collect vital statistics (e.g.births, deaths, etc.)+F102 Sanitation 1. Chlorinate village tanks and wells and spraying of DDT 2. Assist in construction of individual sanitary latrines 3. Report of outbreak of epidemics 4- Assist in co-ordinating emergency medical relief services

As per Government Order		burning and burial grounds.		assessment of quality of public health inputs and services	
	District	Family welfare programme was launched in the state since 1952. Reproductive and child health services are provided. Reduce birth/death/infant mortality/males and mortality and family planning services are provided. Attempts for raising the age of marriage and reducing the sex priority is also done.			
	Block	Block level activities of the district programme			
	Gram Panchayat	Awareness creation and beneficiary selection			

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Social Welfare, Welfare of Handicapped & Mentally Retarded

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	I. Educational development of backward classes including measures relating to 1. Grant of scholarships, freeships and examination fees to backward class students and 2. Establishment and maintenance of hostels and schools for backward class students, including giving of grants to aided hostels for construction and maintenance of hostels and supply of other aids to such hostels and schools but excluding hostels for construction and maintenance of hostels and supply of other aids to such hostels and schools but excluding hostels for areas larger than a district. II. Economic development of backward classes, including 1. Giving of financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites	One class I officer is deputed to the ZP for the implementation of dept. schemes	Social welfare committee Elected Representatives from Panchayat Samiti level (Advisory)	selection of beneficiaries at Gram Sabha

		<p>2. Supply of spinning wheels to Vimukta Jatis</p> <p>3. Development of communication in backward areas</p> <p>4. Establishment of handicraft centres; and</p> <p>5. Development of cattle-breeding and poultry farms.</p> <p>III. Removal of untouchability including</p> <p>1. Celebration of Harijan weeks</p> <p>2.Zunka-bhakar programme</p> <p>3.Encouragement of inter-caste marriage between caste Hindus and Harijans; and</p> <p>4.Awarding prizes to villages which do outstanding work in the removal of untouchability</p> <p>IV. Programmes for welfare of backward classes including</p> <p>1. Women's and children's welfare programme or projects</p> <p>2. Establishment and maintenance of Balwadis</p> <p>3. Undertaking propaganda and publicity for welfare of backward classes.</p> <p>4. Organisation of entertainment programmes for backward classes</p> <p>5. Holding social meals</p> <p>6. Sankar Kendras, community-cum-recreation centres and community halls for backward classes</p> <p>7. Supply of clothes to Vimukta Jatis</p> <p>8. Financial assistance to individuals for purchase of medicines and giving or grants to voluntary agencies for administering medical relief</p> <p>9. Provision of houses for backward class persons; and</p> <p>10.Provision of drinking water wells</p> <p>V.Training of backward classes, including</p> <p>1. Organisation of training camps; and</p> <p>Technical training and training in improved methods of hereditary occupations.</p>			
	Block	<p>I. Economic development of backward classes, including</p> <p>(a) Giving financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites</p>			

As per Activity Mapping		(c) Establishment of spinning wheels to Vimukta Jatis II. Removal of untouchability including (a) Celebration of Harijan weeks (b) Zunka Bhakar Programme (c) Encouragement of inter caste marriage between caste Hindus and Harijans III. Programmes for welfare of backward classes, including (a) Women's and children's welfare programme or projects (b) Establishment and maintenance of Balwadis (c).Undertaking propaganda and publicity for welfare of backward classes (d).Organisation of entertainment programmes for backward classes (e).Holding social meals (f).Sanskar Kendras, community-cum-recreation centres and community halls for backward classes (g).Supply of clothes to Vimukta Jatis (h).Financial assistance to individuals for purchase of medicines and giving of grants to voluntary agencies for administering medical relief (i).Provision of houses for backward class persons and (j).Provision of drinking water wells.			
	Gram Panchayat	Promotion of social and moral welfare of the village including promotion of prohibition the removal of untouchability, amelioration of the condition of backward classes, eradication of corruption and the discouragement of gambling and useless litigation.			
	District	Educational development of backward classes, including measures relating to i) grant of scholarships, freships and examination fees to backward class students and ii) Establishment and maintenance of hostels and schools for backward class students, including giving of grant to aided hostels for construction and maintenance of hostels and supply of other aids to such hostels and schools but excluding hostels for areas larger than a district.			
	Block	Economic development of backward classes including			

		i) Giving financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites. ii) Establishment of spinning wheels to Vimukta Jatis.			
	Gram Panchayat	1) Relief of the cripple distitue and the sick. ii) Promotion of social and moral welfare of the village including promotion of prohibition, the removal of untouchability, amelioration of the condition of backward classes, eradication of corruption and the discouragement of gambling and useless litigation. iii) Women's and children organisation and welfare			
	District				
	Block				
As per Government Order	Gram Panchayat				

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Public Distribution System

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Vigilance Committees Constituted in all districts and meetings held regularly	Vigilance committees constituted in all Taluka and meetings held regularly	Vigilance committees constituted in 31650 villages and meetings have been held.
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Vigilance Committees Constituted in all districts and meetings held regularly			
	Block	Vigilance Committees Constituted in all districts and meetings held regularly			
	Gram Panchayat	Vigilance committees constituted in 31650 villages and meetings have been held.			
As per Government Order	District	Vigilance Committee			
	Block	Vigilance Committee			
	Gram Panchayat	Vigilance Committee			

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Directorate of Arts

		Activities Devolved	Actual activities undertaken in					
			District	Block	Gram Panchayat			
As per Act	District	Nil	organize and co-ordinate all activities at village levels Grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.	organize and co-ordinate all activities at village levels Grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.	organize and co-ordinate all activities at village levels Grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.			
	Block	Nil						
	Gram Panchayat	Nil						
As per Activity Mapping	District	organize and co-ordinate all activities at village levels grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.						
	Block	organize and co-ordinate all activities at village levels Grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.						
	Gram Panchayat	organize and co-ordinate all activities at village levels Grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.						
As per Government Order	District	1. To organize and co-ordinate all activities in the sphere of plastic art and to deal with particularly the problems relating to such subjects as drawing and painting , sculpture, architecture and other graphic arts , industrial design, art in general education, art teachers training and other allied subjects. 2. To exercise control over and inspect govt. and non govt. higher art institutions and classes conducting courses in various branches of arts. . To grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches. 3. To arrange for inspection of art education within the broader scheme of general educations and suggestions for improving the standard of art teaching in particular and creating aesthetic atmosphere in schools in general. 4. To organize and hold the annual state art exhibition as						

		<p>.....participate exhibitions in different parts of the state.</p> <p>5. To publish and promote publications of literature on art including journals, art portfolios, albums etc.</p> <p>6. To organize and conduct art examination etc.</p>			
	Block	<p>7. To organize and co-ordinate all activities in the sphere of plastic art and to deal with particularly the problems relating to such subjects as drawing and painting , sculpture, architecture and other graphic arts , industrial design, art in general education, art teachers training and other allied subjects.</p> <p>8. To exercise control over and inspect govt. and non govt. higher art institutions and classes conducting courses in various branches of arts. . To grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.</p> <p>9. To arrange for inspection of art education within the broader scheme of general educations and suggestions for improving the standard of art teaching in particular and creating aesthetic atmosphere in schools in general.</p> <p>10. To organize and hold the annual state art exhibition asparticipate exhibitions in different parts of the state.</p> <p>11. To publish and promote publications of literature on art including journals, art portfolios, albums etc.</p> <p>12. To organize and conduct art examination etc.</p>			
	Gram Panchayat	<p>13. To organize and co-ordinate all activities in the sphere of plastic art and to deal with particularly the problems relating to such subjects as drawing and painting , sculpture, architecture and other graphic arts , industrial design, art in general education, art teachers training and other allied subjects.</p> <p>14. To exercise control over and inspect govt. and non govt. higher art institutions and classes conducting courses in various branches of arts. . To grant recognition and made payment of grants –in –aid to private arts institutions and classes in such branches.</p> <p>15. To arrange for inspection of art education within the broader scheme of general educations and</p>			

		suggestions for improving the standard of art teaching in particular and creating aesthetic atmosphere in schools in general.			
		16. To organize and hold the annual state art exhibition asparticipate exhibitions in different parts of the state.			
		17. To publish and promote publications of literature on art including journals, art portfolios, albums etc.			
		18. To organize and conduct art examination etc.			

Annex-2

Devolution of Functions (A separate sheet should be given for each subject) Subject: - Cultural Activities

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Promotion of cultural Educational and aesthetic aspects	1) Community Recreation Centres ii) Adult Literacy Centres. iii) Sports, games, playgrounds, equipment and welfare organizations. iv) Kisan Melas v) conducted tours within the State, and with the previous permission of State Govt. vi) Dissemination of Information vii) Short Camps.	i) Community Recreation Centres. ii) Adult Literacy Centres. iii) Sports, games, playgrounds, equipment and welfare organizations. iv) Kisan Melas v) Conducted tours within the State, and with the previous permission of state Government outside the state. 6. Dissemination of information.	Adult literacy centres, libraries and reading rooms.
	Block	Establishment maintains and regulation of fairs pilgrimages and festivals.			
	Gram Panchayat	Establishment maintains and regulation of fairs pilgrimages and festivals.			
As per Activity Mapping	District	1) Community Recreation Centres ii) Adult Literacy Centres. iii) Sports, games, playgrounds, equipment and welfare organizations. iv) Kisan Melas v) conducted tours within the State, and with the previous permission of State Govt. vi) Dissemination of Information vii) Short Camps.	vi) Dissemination of Information vii) Short Camps.		
	Block	i) Community Recreation Centres. ii) Adult Literacy Centres. iii) Sports, games, playgrounds, equipment and welfare organizations. iv) Kisan Melas v) Conducted tours within the State, and with the previous permission of state Government outside the state.			

As per Government Order		6. Dissemination of information.			
	Gram Panchayat	Adult literacy centres, libraries and reading rooms.			
	District	Honorarium of old artists above 50 years of age			
	Block	Honorarium of old artists above 50 years of age			
	Gram Panchayat	Honorarium of old artists above 50 years of age			

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Social Welfare (Physically Handicapped)

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		One classes officers deputed to the Zilla Parishad for the implementation of departmental schemes	One social welfare committee of the ERs at the Panchayat Samiti level	Selection of beneficiaries are done at Gram Sabha
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Educational development of backward classes, including measures relating to i) grant of scholarships, freeships and examination fees to backward class students and ii) Establishment and maintenance of hostels and schools for backward class students, including giving of grant to aided hostels for construction and maintenance of hostels and supply of other aids to such hostels and schools but excluding hostels for areas larger than a district.			
	Block	Economic development of backward classes including i) Giving financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites. Ii) Establishment of spinning wheels to Vimukta Jatis.			
	Gram Panchayat	1) Relief of the cripple distititue and the sick. Ii) Promotion of social and moral welfare of the			

		village including promotion of prohibition, the removal of untouchability, amelioration of the condition of backward classes, eradication of corruption and the discouragement of gambling and useless litigation. iii) Women's and children organisation and welfare			
As per Government Order	District	Departmental Schemes are implemented at the Zilla Parishad level only and not in Panchayat Samiti or Gram panchayat. Grants in and under section 183 of Maharashtra Zilla Parishad and Panchayat Samiti Act 1961 are paid to the treasury for meeting the expenditure in connections with the salary, establishment charges and implementation of schemes selected to physically challenged persons			
	Block	Departmental Schemes are implemented at the Zilla Parishad level only and not in Panchayat Samiti or Gram panchayat. Grants in and under section 183 of Maharashtra Zilla Parishad and Panchayat Samiti Act 1961 are paid to the treasury for meeting the expenditure in connections with the salary, establishment charges and implementation of schemes selected to physically challenged persons			
	Gram Panchayat	Departmental Schemes are implemented at the Zilla Parishad level only and not in Panchayat Samiti or Gram panchayat. Grants in and under section 183 of Maharashtra Zilla Parishad and Panchayat Samiti Act 1961 are paid to the treasury for meeting the expenditure in connections with the salary, establishment charges and implementation of schemes selected to physically challenged persons			

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Roads, Culverts, Bridges, Ferries, Water Ways and Means of Communications

		Activities Devolved	Actual activities undertaken in					
			District	Block	Gram Panchayat			
As per Act	District		Development of road network and accessibility 1. Survey, technical feasibility, road alignment and formulate road development projects. 2. Approve, allocate and sanction funds. 3. Assist in acquiring land, assess grant of compensation. 4. Award contracts for procurement of material and equipment for construction of roads and bridges and make supplies. 5. Monitor specifications of roads and bridges and supervise quality of works. 6.Allocation of funds for SRG in proportion with Road length with Local Sector (VR/DR/DDR) from DPC 7. Construction of VR/DR/DDR by defining revised norms pertaining to density & life of roads.	Development of road network and accessibility 1.Identify village as per MNP norms inaccessible by all weather road and formulate projects for construction of link roads connecting more than one TP 2. Survey, technical feasibility, sanction of funds. 3. Acquire land, assess and grant compensation. 4. Construct roads using local labour without contractors. 5. Provide technical assistance for road construction projects proposed by GPs. 6.Monitor the specifications of roads and bridges and supervise of the quality of works and reporting	Development of road network and accessibility 1. Assist in formulating road construction projects and obtain approval through Gramsabha. 2. Seek technical advice, feasibility and approval from TP Engineers. 3. Allocate, approve and sanction funds. 4. Construct village link roads and village lanes through works committees, using village labour without contractors. 5.Monitor and supervise quality of works through work committee and report progress to TP			
	Block							
	Gram Panchayat							
As per Activity Mapping	District	Construction, maintenance and repairs of 1. Village roads, 2. Other District roads, 3. Major District roads, and 4. Bridges on above mentioned road						
	Block	1. Construction, maintencance and repairs of Village Roads 2. Bridge and Culverts on village roads 3. Public ferries 4. Maintenance of trees in the vicinity of roads 5. Village Water Supply Wells 6. Surface drainage in villages.						
	Gram Panchayat	Development of road network and accessibility 1. Assist in formulating road construction projects and obtain approval through Gramsabha. 2. Seek technical advice, feasibility and approval from TP Engineers. 3. Allocate, approve and sanction funds. 4. Construct village link roads and village lanes through works committees, using village labour without contractors. 5.Monitor and supervise quality of works through work committee and report progress to TP						
As per Government Order	District							
	Block							
	Gram Panchavat							

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Secondary & Higher Secondary Education

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	1.Establishment, management, maintenance , inspection and visiting of primary schools and basic schools including grants to aided schools but excluding items relating to- (i) Laying down of syllabus; (ii) Prescription of text books; (iii) Conducting scholarship examinations; (iv) Conducting primary school certificate examination and standard IV examination in Vidharabha; and (v) Such other powers as are vested in the state Government under the Maharashtra Primary education Act. (vi) Establishment, management, maintenance, inspection and visiting of secondary schools excluding items relating to- 2. Establishment, management, maintenance , inspection and visiting of primary schools and basic schools including grants to aided schools but excluding items relating to- (i) Prescription of curriculum; (ii) Prescription of text-books (iv) permission for conversation of high schools into higher secondary schools; (v) rates of fees; (vi) laying down general conditions for recognition; (i)conducting of primary and high schools scholarship examinations ; and (ii)such other powers as may be specifically entrusted to the Director of education or reserved for the State Government under the Grant – in aid Code In the case of private secondary schools, only	Establishment, management, maintenance, inspection and visiting of primary schools and basic schools, including grants to aided schools but excluding items relating to- i) Laying down of syllabus. Ii) Prescription of text books. Iii) Conducting scholarship examinations. iv) conducting primary school certificate examination and standard IV examination in Vidarbha and	i) Construction, maintenance of primary school buildings. Ii) Provision of equipment and playgrounds for primary schools. Iii) Management of primary schools.	i) Spread of education. Ii) Other educational and cultural objects. Iii) Maintenance and Repairs of Primary School Buildings vesting for the time being in the Zilla Parishad. Iv) Provision of equipment and playgrounds for schools. V) Adult literacy centres, libraries and reading rooms.

		recommending grants and loans and their disbursement on sanction from the director of education 3. Grant of loans and scholarship to students in respect of primary and secondary education 4. construction and maintenance of primary and secondary school buildings of the Zilla Parishads 5. other educational objects 6. Provision of equipment and playgrounds for schools			
	Block	1. Construction and maintenance of primary school buildings, management of primary schools and other educational objects 2. Provision of equipment and playgrounds for primary schools			
	Gram Panchayat	1. Spread of education 2. Other educational and cultural objects 3. Maintenance and repairs of primary school buildings 4. Provision of equipment and playgrounds for schools 5. Adult literacy centres, libraries and reading rooms 6. Rural insurance			
As per Activity Mapping	District	Establishment, management, maintenance, inspection and visiting of primary schools and basic schools, including grants to aided schools but excluding items relating to- i) Laying down of syllabus. ii) Prescription of text books. iii) Conducting scholarship examinations. iv) Conducting primary school certificate examination and standard IV examination in Vidarbha and v) such other powers as are vested in the State Government under the Bombay Primary Education Act, 1947.			
	Block	i) Construction, maintenance of primary school buildings. ii) Provision of equipment and playgrounds for primary schools. iii) Management of primary schools. iv) Other educational objects.			
	Gram Panchayat	i) Spread of education. ii) Other educational and cultural objects.			

As per Government Order		Iii) Maintenance and Repairs of Primary School Buildings vesting for the time being in the Zilla Parishad. Iv) Provision of equipment and playgrounds for schools. V) Adult literacy centres, libraries and reading rooms. vi) Rural Insurance.			
	District				
	Block				
	Gram Panchayat				

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Vocational Education & Training

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Nil	Director of Training 1. Craftsman Training Courses. 2. Apprenticeship training Scheme. 3. Advanced vocational training Scheme. 4. Evening Classes for industrial workers. 5. All subjects related to training. a) Lokseva Kendra Yojana. b) Magel Tyala Vyavasay Prashikshan c) Artizen totechno crafts. d) Centre of Excellence. e) Generalization of vocational Education and Training for Schedule Tribe candidates in the Tribal Areas. f) Production oriented	i) Construction, maintenance of primary school buildings. Ii) Provision of equipment and playgrounds for primary schools. Iii) Management of primary schools. Iv) Other educational objects.	i) Spread of education. Ii) Other educational and cultural objects. Iii) Maintenance and Repairs of Primary School Buildings vesting for the time being in the Zilla Parishad. Iv) Provision of equipment and playgrounds for schools. V) Adult literacy centres, libraries and reading rooms. vi) Rural Insurance.
	Block	Nil			
	Gram Panchayat	Nil			
As per Activity Mapping	District	Establishment, management, maintenance, inspection and visiting of primary schools and basic schools, including grants to aided schools but excluding items relating to-			

		i) laying down of syllabus. ii) Prescription of text books. iii) Conducting scholarship examinations. iv) Conducting primary school certificate examination and standard IV examination in Vidarbha and v) such other powers as are vested in the State Government under the Bombay Primary Education Act, 1947.	Schemes. g) AES Scheme. Director of Vocational Education.		
	Block	i) Construction, maintenance of primary school buildings. ii) Provision of equipment and playgrounds for primary schools. iii) Management of primary schools. iv) Other educational objects.	1. Pre- Vocational Education at Secondary levels 2. Vocational Courses at +2 stage a) Bifocal Vocational Courses b) HSC Vocational Courses		
	Gram Panchayat	i) Spread of education. ii) Other educational and cultural objects. iii) Maintenance and Repairs of Primary School Buildings vesting for the time being in the Zilla Parishad. iv) Provision of equipment and playgrounds for schools. v) Adult literacy centres, libraries and reading rooms. vi) Rural Insurance.	3. Certificate Courses of Maharashtra State Examination. 4. Employment and Self – employment Scheme. All Subjects related to Vocational Education.		
As per Government Order	District	1. Pre Vocational education at the Secondary level 2. Vocational courses at +2 stage a) Bifocal vocational Courses, b) HSC. Vocational courses. 3. Certificate courses of Maharashtra State Board of vocational examination. 4. Craftsmen Training Courses. 5. Apprenticeship courses under the Apprentices Act. 1961. 6. Government Technical High School/ Centre cum industrial Schools. 7. Part- Time classes for industrial work 8. Advanced vocational training system.			

	Block	1.Pre Vocational education at the Secondary level 2 .Vocational courses at +2 stage a) Bifocal vocational Courses, b) HSC. Vocational courses. 3. Certificate courses of Maharashtra State Board of vocational examination. 4. Craftsmen Training Courses. 5. Apprenticeship courses under the Apprentices Act.1961. 6. Government Technical High School/ Centre cum industrial Schools. 7.Part- Time classes for industrial work 8 .Advanced vocational training system.			
	Gram Panchayat	1.Pre Vocational education at the Secondary level 2. Vocational courses at +2 stage a) Bifocal vocational Courses, b) HSC. Vocational courses. 3. Certificate courses of Maharashtra State Board of vocational examination. 4. Craftsmen Training Courses. 5. Apprenticeship courses under the Apprentices Act.1961. 6. Government Technical High School/ Centre cum industrial Schools. 7.Part- Time classes for industrial work 8. Advanced vocational training system.			

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Rural Housing

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Rural housing	AS- CEO/PA Funds PD Approval of TPs plan and sanctioning of fund for rural housing schemes Determine design and unit cost for guidance to GPs keeping in view technical advice and beneficiary needs. Transfer of Rural Housing schemes from MHADA to PRIs alongwith respective funds and functionaries.	TS Engineer Approval of TPs plan and sanctioning of fund for rural housing schemes 1. Assist GPs in execution of housing projects. 2. Procure and supply of building materials.	Selection (Flahship CSP/SCP) Approval of TPs plan and sanctioning of fund for rural housing schemes 1. Identify beneficiaries and prepare lists through Gramsabha. 2.Acquire land for housing layouts (other than Ashraya housing layouts) 3. Assist in allotment and distribute housing and house sites. 4. Constitute beneficiaries committee. 5. Execute construction work by the beneficiaries. 6. Provide assistance in the distribution of building material. Supervision and monitoring of rural housing schemes.
	Block	Nil			
	Gram Panchayat	Acting as a channel through which assistance given by the Central or State Government for any purpose reaches the village.			
As per Activity Mapping	District	Approval of TPs plan and sanctioning of fund for rural housing schemes Determine design and unit cost for guidance to GPs keeping in view technical advice and beneficiary needs. Transfer of Rural Housing schemes from MHADA to PRIs alongwith respective funds and functionaries			
	Block	Approval of TPs plan and sanctioning of fund for rural housing schemes 1. Assist GPs in execution of housing projects. 2. Procure and supply of building materials.			
	Gram Panchayat	Approval of TPs plan and sanctioning of fund for rural housing schemes 1. Identify beneficiaries and prepare lists through Gramsabha. 2.Acquire land for housing layouts (other than Ashraya housing layouts) 3. Assist in allotment and distribute housing and house sites. 4. Constitute beneficiaries committee. 5. Execute construction work by the beneficiaries. 6. Provide assistance in the distribution of building material.			

As per Government Order		Supervision and monitoring of rural housing schemes. Supervise construction quality, use of material and report progress.			Supervise construction quality, use of material and report progress.
	District	Selection of Beneficiaries			
	Block	Selection of Beneficiaries			
	Gram Panchayat	Selection of Beneficiaries			

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Animal Husbandry, Dairying and Poultry

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	1. Veterinary aid (excluding District Veterinary Hospitals but including veterinary dispensaries, veterinary aid centres and village veterinary chests). 2.Improvement of breed of cattle, horses and other livestock (including artificial insemination sub-centres, key village centres, premium bull centres, fodder development plots, silo pits, formation of taluka and district livestock improvement associations and the like, and distribution of improved breed of sheep) 3. Distribution of improved poultry Organization of cattle shows and rallies	Feedings and fodder including support during droughts 1. Propagate production of nutritive fodder and promote proper feeding of animals 2. Procure and establish fodder banks in drought areas 3. Propagate cropping pattern for fodder crops amongst farmers & distribution of improved fodder seeds on subsidized rates.	Feedings and fodder including support during droughts 1. Organise co-operatives for fodder production and provide financial assistance 2.Supply improved variety of ofdder seeds 3. Propagate modern methods of feeding to improve livestock, productivity 4. Supply fodder during droughts	Feedings and fodder including support during droughts 1. Help in establishing co-operative farm 2. Allocate community land for fodder production 3. Control grazing and improve grazing and pasture lands 4. Distribute fodder during droughts
	Block	1. Village Veterinary Chests 2. Veterinary Aid Centres 3. Formation of Taluka Livestock Improvement Association and the like 4. Fodder Development Plots 5. Silo Pits 6. Distribution of improved poultry 7. Distribution of improved sheep 8. Organisation of cattle shows and rallies 9. Dairy development	Dairy Development Dairy Development Boards or co-opeatives in the development of infrastructure for milk collection, collection centres, transportation and	Dairy Development 1. Develop and open new milk routs for milk collection 2. Promote milk producers, co-opeative societies 3. Ensure timely payment	Dairy Development 1. Assist in organising milk producers co-operative societies 2. Identify beneficiaries for dairy development programme 3. Select beneficiaries under various programmes
	Gram Panchayat	Distribution of improved poultry Distribution of improved sheep			

As per Activity Mapping	District	1. Veterinary aid (excluding District Veterinary Hospitals but including veterinary dispensaries, veterinary aid centres and village veterinary chests).2. Improvement of breed of cattle, horses and other livestock (including artificial insemination sub-centres, key village centres, premium bull centres, fodder development plots, soild pits, formation of taluka and district livestock improvement associations and the like, and the distribution of improved breed of sheep.)3. Distribution of improved poultry4. Organisation of cattle shows and rallies.5. Intensive piggery development6. Intensive poultry development7. Intensive cattle development8. Dairy Development	processing Transfer of Dairy Development department from state to PRIs & schemes Development of livestock Assess the need and formulate projects for the establishment, improvement and maintenance of breeding farms for cattle, sheep, goats and hatcheries Veterinary services 1. Establish, improve and maintain veterinary hospitals, dispensaries, Rural Livestock Units (RLUs) and AL centres 2. Procure and supply medicines, equipment and other materials to hospitals, dispensaries, RLUs and AL centres 3. Monitor the functions of veterinary services Poultry Development 1. Develop infrastructure for poultry farming 2. Production and supply of quality chicks to poultry farmers 3. Allot or lease community land for establishing poultry complex	to milk producers 4. This has to be done at GP level 5. Supply quality milch animals Development of livestock 1. Distribute quality breeds to beneficiaries under various programmes 2. Propagate improved breed to livestock among farmers Veterinary services 1. Supervise the functioning of veterinary services in the TP 2. Maintgain mobile veterinary unit to provide veterinary care and control diseases and epidemics 3. Monitor, supervise & regulariese the activities of Abattoir in the rural area Poultry Development 1. Train poultry farmers 2. Arrange for the supply of poultry feed	Development of livestock 1. Assist in identification of benecifiaries under various programmes. 2. Motivate people to maintain quality breeds and adopt modern methods of maintaining livestock. Veterinary services 1. Supervise the functioning of RLU and AI service centres 2. Report out-break of diseases and epidemics 3. Ensure immunization of livestock and ensure cent percent goal. 4. Proper operationlization, maintainance, supervision of abattoir (slaughter houses) and disposal of water with due precautions 5. Control and prevencitive measures to combat spread of zoonotic diseases. Poultry Development 1. Identify beneficiaries for poultry farming 2. Select beneficiaries and establish poultry complexes for them under various programmes
	Block	1. Village Veterniary Chests2. Veterniary Aid Centres3. Formation of Taluka Livestock Improvement Associations and the like4. Fodder Development Plots5. Silo Pits6. Distribution of improved poultry7. Organisation of Cattle shows and rallies8. Dairy Development			
	Gram Panchayat	Improvement of cattle and cattle breeding and general care of livestock			
	District	District Animal Husbandry Officer, Financial Powers, Admin Powers			
As per Government Order	Block	Gr. 8 Mini Poly Clinics (2 graduates with adjacent equipments			
	Gram Panchayat	Dispensaries Gr I & II Gr. I by Graduate Gr.II Diploma Holder			

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: Women and Child Development

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		1. Grant-in-aid for marriage of the daughters of widow, distress and deserted wome. 2. Grant-in-aid for self employment to the widows, distress, deserted and socially and morally abused women 3. Suspend to the daughter of economically weaker section families during their Vocational Training period 4. Grant-in-aid to devadasis for maintenance allowance. 6. To help the children of devadasis for education by way of providing uniforms and stationery. 7. Seed-Capital Schemes for devadasis. 8. Grant-in-aid to unmarried devadasis and the daughters of devadasis for their marriage 9. Kam-dhenu Yojana 10. The National Creche fund Scheme	1. Women's Organisation and welfare 2. Children's Organisation and welfare	Women's and Children's organisation and welfare
	Block				
	Gram Panchayat				
As per Activity Mapping	District	1. Grant-in-aid for marriage of the daughters of widow, distress and deserted wome. 2. Grant-in-aid for self employment to the widows, distress, deserted and socially and morally abused women 3. Suspend to the daughter of economically weaker section families during their Vocational Training period 4. Grant-in-aid to devadasis for maintenance allowance. 6. To help the children of devadasis for education by way of providing uniforms and stationery. 7. Seed-Capital Schemes for devadasis. 8. Grant-in-aid to unmarried devadasis and the daughters of devadasis for their marriage 9. Kam-dhenu Yojana 10. The National Creche fund Scheme	8. Grant-in-aid to unmarried devadasis and the daughters of devadasis for their marriage 9. Kam-dhenu Yojana 10. The National Creche fund Scheme		
	Block	1. Women's Organisation and welfare 2. Children's Organisation and welfare			
	Gram Panchayat	Women's and Children's organisation and welfare			
As per Government Order	District				
	Block				
	Gram Panchayat				

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Welfare of the Weaker Sections, And In Particular, of the Scheduled Castes and Scheduled Tribes.

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Tribal Welfare schemes of Central & State Government Transfer of tribal development welfare schemes at village level to PRIs alongwith respective funds and a team of functinarries to be posted at DP & TP level Giving of financial assistance	Organization of entertainment programmes for backward classes. Financial Assistance to individuals for purchase of medicines and giving grants to voluntary agencies for administering medical relief. Provision of houses for backward class persons Provision of Drinking Water Wells	Giving of financial assistance Provision of houses for backward class persons Provision of Drinking Water Wells
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Economic development of backword classes including i) Giving of financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites. Ii) Supply of spinning wheels to Vimukta Jatis. Iii) Development of communications in backward areas. iv) Establishment of handicrafts centres. v) Development of cattle-breeding and poultry farms.			
	Block	a) Women's and children's welfare programme or projects. B) Establishment and maintenance of Balwadis. C) Undertaking propaganda and publicity for welfare of backward classes. D) Organization of entertainment programmes for backward classes. E) Holding Social meals. F) Sanskar kendras, Community cum recreation centres and community halls for backward classes. G) Supply of clothes to Vimukta Jatis. H) Financial Assistance to individuals for purchase of medicines and giving grants to voluntary agencies for administering medical relief. I) Provision of houses for backward class persons, and			

As per Government Order		J) Provision of Drinking Water Wells			
	Gram Panchayat	a) Women's and children's welfare programme or projects. B) Establishment and maintenance of Balwadis. C) Undertaking propaganda and publicity for welfare of backward classes. D) Organization of entertainment programmes for backward classes. E) Holding Social meals. F) Sanskar kendras, Community cum recreation centres and community halls for backward classes. G) Supply of clothes to Vimukta Jatis. H) Financial Assistance to individuals for purchase of medicines and giving grants to voluntary agencies for administering medical relief. I) Provision of houses for backward class persons, and J) Provision of Drinking Water Wells			
	District				
	Block				
	Gram Panchayat				

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Fisheries

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Developing of inland fisheries 1. Formulate projects for fisheries development 2. Technically appraise and approve projects for development of inland water bodies for fisheries	Developing of inland fisheries 1. Select beneficiaries for fisheries training 2. Organise fishermen's co-operatives 3. Distribute boats,	Developing of inland fisheries 1. Develop village pond for fisheries 2. Identify beneficiaries for assistance under various
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Developing of inland fisheries 1. Formulate projects for fisheries development			

As per Government Order		2. Technically appraise and approve projects for development of inland water bodies for fisheries 3. Establish fish seed production farms 4. Formulate projects for fisheries development 5. Arrange training of fishermen in modern management techniques for fishermen in modern management techniques for fish production 6. Procure and supply fishing equipment for distribution among selected fishermen's co-operatives and beneficiaries 7. Monitor and supervise plan implementation.	3. Establish fish seed production farms 4. Formulate projects for fisheries development 5. Arrange training of fishermen in modern management techniques for fishermen in modern management techniques for fish production 6. Procure and supply fishing equipment for distribution among selected fishermen's co-operatives and beneficiaries 7. Monitor and supervise plan implementation.	nets and other equipment and give assistance to co-operatives and beneficiaries 4. Monitor, supervise and report progress 5. Lease village ponds to fishermen's co-operatives and groups	programmes and assist the min organising fishermen's co-operatives 3. Assist TPs in the distribution of boats, nets and other equipment 4. Supervise and report progress to TPs 5. Execute fishpond and tank improvement projects
	Block	Developing of inland fisheries 1. Select beneficiaries for fisheries training 2. Organise fishermen's co-operatives 3. Distribute boats, nets and other equipment and give assistance to co-operatives and beneficiaries 4. Monitor, supervise and report progress 5. Lease village ponds to fishermen's co-operatives and groups	6. Procure and supply fishing equipment for distribution among selected fishermen's co-operatives and beneficiaries 7. Monitor and supervise plan implementation.		
	Gram Panchayat	Developing of inland fisheries 1. Develop village pond for fisheries 2. Identify beneficiaries for assistance under various programmes and assist the min organising fishermen's co-operatives 3. Assist TPs in the distribution of boats, nets and other equipment 4. Supervise and report progress to TPs 5. Execute fishpond and tank improvement projects	Licensing of fishing vessels, cancellation suspension and amendment of under registration of vessels imposition of penalty, transportation and marketing of fish, promotion of fish farming. but none of the schemes are being implemented through the their tier panchayats.		
	District				
	Block				
	Gram Panchayat				

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Small Scale and Cottage Industry

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Industrial resource potential survey Formulate projects by the DIC in co-ordination with KVIC/KVIB and other agencies based on Industrial Resource potential survey	Industrial resource potential survey Assist Industrial resource potential survey	Industrial resource potential survey Assist survey and project formulation
	Block			Development of infrastructure Establish small rural industrial estates and complexes.	Development of infrastructure Identify suitable locations for rural industries.
	Gram Panchayat				
As per Activity Mapping	District	Industrial resource potential survey Formulate projects by the DIC in co-ordination with KVIC/KVIB and other agencies based on Industrial Resource potential survey Development of infrastructure 1. Develop inter-linkages in institutions and organisations. 2. Establish small industrial estates at suitable locations and develop other related infrastructure activities. 3. Identify location and develop food processing complexes 4. Transfer of respective functionaries of DIC to PRIs regarding SSIs in rural areas. Credit and financial assistance from various government departments and agencies 1. Provide information and guidance about credit facilities and other financial incentives. 2. Coordinate credit support activities with financial institutions.	Development of infrastructure 1. Develop inter-linkages in institutions and organisations. 2. Establish small industrial estates at suitable locations and develop other related infrastructure activities. 3. Identify location and develop food processing complexes 4. Transfer of respective functionaries of DIC to PRIs regarding SSIs in rural areas. Credit and financial assistance from various government departments and agencies 1. Provide information and guidance about credit facilities and other financial incentives. 2. Coordinate credit	Entrepreneur development 1. Organise entrepreneurial development programmes. 2. Select entrepreneurs and encourage private investments. 3. Establish industrial counselling information and guiding centres. 4. Assist entrepreneurs in formulating viable projects and cooperative industrial projects	
	Block	Industrial resource potential survey Assist Industrial resource potential survey Development of infrastructure Establish small rural industrial estates and complexes. Entrepreneur development 1. Organise entrepreneurial development programmes. 2. Select entrepreneurs and encourage private investments. 3. Establish industrial counselling information and guiding centres. 4. Assist entrepreneurs in formulating viable projects and cooperative industrial projects			

As per Government Order	Gram Panchayat	Industrial resource potential survey Assist survey and project formulation Development of infrastructure Identify suitable locations for rural industries.	support activities with financial institutions.		
	District				
	Block				
	Gram Panchayat				

Annex-2

Devolution of Functions
(A separate sheet should be given for each subject)
Subject: - Khadi Industry

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District		Planning, monitoring and supervision 1. Consolidate plans prepared by TPs for Khadi, Village and cottage industries including artisan activities. Planning, monitoring and supervision 1. Consolidate plans prepared by TPs for Khade, Village and cottage industries including artisan activities.	Planning, monitoring and supervision Prepare plan for Khadi, village and cottage Industries and other artisan activities integrating schemes of other agencies such as KVIC/KVIB/Handloom/ Handicraft Development Planning, monitoring and supervision Prepare plan for Khadi, village and cottage Industries and other artisan activities integrating schemes of other agencies such as KVIC/KVIB/Handloom/ Handicraft Development	Planning, monitoring and supervision Assist TP in identifying potential activities and formulation of projects. Planning, monitoring and supervision Assist TP in identifying potential activities and formulation of projects.
	Block				
	Gram Panchayat				
As per Activity Mapping	District	Planning, monitoring and supervision 1. Consolidate plans prepared by TPs for Khadi, Village and cottage industries including artisan activities. Planning, monitoring and supervision 1. Consolidate plans prepared by TPs for Khade, Village and cottage industries including artisan activities.			
	Block	Planning, monitoring and supervision Prepare plan for Khadi, village and cottage Industries and other artisan activities integrating schemes of other agencies such as KVIC/KVIB/Handloom/ Handicraft Development Planning, monitoring and supervision Prepare plan for Khadi, village and cottage Industries and other artisan activities integrating schemes of other agencies such as KVIC/KVIB/Handloom/ Handicraft Development			
	Gram Panchayat	Planning, monitoring and supervision Assist TP in identifying potential activities and formulation of projects. Planning, monitoring and supervision Assist TP in identifying potential activities and formulation of projects.			
As per Government Order	District				
	Block				
	Gram Panchayat				

Annex-3

Schemes devolved to Panchayats

(in Rs.Lakhs.)

Name of Scheme in which Panchayats have a role	Total Funds of the Scheme for the State	Funds devolved to Panchayats In 2012-13	% scheme funds devolved to Panchayats In 2012-13	Role played by Panchayats as per field study			Functionaries responsible for discharging role as per field study			Whether funds were transferred to Panchayats as per field study		
				District	Block	GP	District	Block	GP	District	Block	GP
Agriculture, including Agricultural Extension	-	-	-	Selection of beneficiaries, implementation by Panchayat samithi authorities	Extension works in V.P.	Seedlings supplied from Govt. Nurseries. Planting	ADO	Agricultural Officer	Gram Sevak	818.38	53.44	17.51
Minor Irrigation, Water Management and Watershed Development	-	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	ADO	Agricultural Officer	Gram Sevak	4919.85	-	-
Animal Husbandry, Dairying and Poultry	1589.06	5775.34	-	Selection of beneficiaries, implementation	Implementation of some schemes	Implementation of some schemes	DAHO	AHO	Gram Sevak	2406.70	46.89	4.72
Fisheries	2215246.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	Assistant director	Fisheries Officer	Gram Sevak	-	-	-
Rural Housing	94490.10	19330.28	20.46	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	P.D. , DRDA	B.D.O	VDO	5237.42	750.26	-
Drinking Water	-	-	-	Selection of works, preparation of work estimates, AS/TS, execution	Administrative sanction, technical sanction, e -tendering, executing, commissioning	Water pumped from wells and supplied along pipeline	EE	Deputy Engineer, Sectional Enquirer	VDO & Water supply workers	6752.33	207.06	70.7
Fuel and Fodder	-	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	0.72	-

Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication	39700.00	39700.00	100	Selection of works, preparation of work estimates, AS/TS, e- tender execution	Administrative sanction, technical sanction, e – tendering, executing	Road metaling and concreting	EE	AEXE	VDO & Deputy Engineer (PS)	8419.52	95.00	87.11
Poverty Alleviation Programmes	-	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	District Mission Co-ordinator	BDO	VDO/Secretary	943.55	-	-
Education, including Primary and Secondary Schools	13597578	2272.04	0.02	Monitoring and evaluation	Implementation of some schemes	Repairing of schools as per estimate	DEO	BEO	VDO	49385.85	1901.43	16.75
Technical Training and Vocational Education	86589.06	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	D.A.E.O	Block Education Officer	VDO	-	-	-
Cultural Activities	2500.00	2500.00	100	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	Assistant Director	Nil	PDO	-	-	-
Markets & Fairs	82.37	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	-	-
Health and Sanitation, including Hospitals, Primary Health Centres and Dispensaries	-	-	-	Running of institution and prevention measures	Implementation of some schemes	Upkeep and maintenance works of burial ground and public toilets	DHO	MO	VDO	8783.85	245.3	24.68
Women and Child Development	-	-	-	Running of anganwadis, feeding of different categories	Selection of beneficiaries and supply of assets Running of anganwadis	Implementation of some schemes	Dy.CEO	C DPO	VDO/ Supervisor	3992.07	279.29	27.30
Social Welfare, including Welfare of	153997.00	13663.73	8.87	Monitoring and evaluation	Implementation of some schemes	Bicycles supplies to girl students and tricycles to handicapped	DSWO	Taluk Welfare Officer	VDO	168.89	2.11	0.41

Handicapped & mentally retarded												
Welfare of the weaker sections, and in particular, of the Scheduled Castes & the Scheduled Tribes	-	-	-	Selection of beneficiaries, supply of assets	Selection of beneficiaries Purchase and supply of assets	The SC habitats are provided with approach roads	DSWO	BDO	VDO	2356.14	38.58	22.01
Maintenance of Community Assets	-	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	3.35	-
Arts	655.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	D.A.E.O	Block Education Officer	VDO	-	-	-
Secondary & Higher secondary Education	2368.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	D.E.O	Block Education Officer	VDO	-	-	-
BRGF	23643+	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				8347.14	-	20.45
State garnts including SFC	2361097.55	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	CEO DP	EO TP	PDO	-	-	-
TFC Grants-in-aid	124446.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				6203.98	131.89	33.54
SSA	308000.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	-	-
NRHM	150600.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	-	-
SGSY	24100.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	Project Director	EO TP	PDO	1110.79	-	-
IAY	55700.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	Director Rajiv Gandhi Housing Corporation	EO TP	PDO	10621.24	161.66	-
PMGSY	70000.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes				-	-	-
MGNREGS	134600.00	-	-	Monitoring and evaluation	Implementation of some schemes	Implementation of some schemes	Director	EO TP	PDO	-	-	30.09

Annex-4

Untied funds (BRGF, 13thFC Grant, SFC Grant, funds which are not scheme based) (in Rs.Lakhs.)

Type of fund	District					Block					Village				
	Total amount devolved to Panchayats in the State	Average per panchayat	Power of panchayat in spending funds	Amount available in Sample Panchayat in 2012-13	Activities on which fund was spent in Sample Panchayat in 2012-13	Total amount	Average per panchayat	Power of panchayat in spending funds	Amount available in Sample Panchayat	Activities on which fund was spent in Sample Panchayat	Total amount	Average per panchayat	Power of panchayat in spending funds	Amount available in Sample Panchayat in 2012-13	Activities on which fund was spent in Sample Panchayat in 2012-13
BRGF	23643+	2837.16	Monitoring and evaluation	8347.14		-		Supervision	140.82		-	-	Implementation	20.45	Construction of Aganvadi wall compound CC Road
13thFC	12286.60	1474.39	Implementation	3067.88		24573.20	982.93	Implementation	131.89		87586.20	14013.76	Implementation	34.14	Construction of drain CC Road
SFC	2361097.55	283331.71	Implementation	-		-		Implementation	-	-	-	-	Implementation	-	HP Maintenance Open Well Ring Well Cleaning Burial
Any other															

Ahmed Nagar District Panchayat. Nil

Annex-5

Revenue collected by Panchayats

(in Rs.Lakhs.)

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				

Rahata Panchayat Samati

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Nil	Birth & death certificates fees	Rs. 5/ certificate plus Rs.2 per year	Rahata Panchayat Samati	0.88	Nil

Kopergoan Panchayat Samati
Annex-5

Revenue collected by Panchayats					
Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Nil	Fees for birth & death certificate	Rs. 5 for each + Rs 2 per year	Kopergoan Panchayat Samati	0.22	Nil

Sakuri Village Panchayat
Annex-5

Revenue collected by Panchayats					
Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
House tax	House tax	Rs.0.60 to 42.4/sq.ft	Sakuri Village Panchayat	14.68	Amount used for some schemes of the panchayats
Sanitary	Sanitary	up to 300 sq ft - Rs.20, 301 to 700 sq ft- Rs.40, 701 to 5000 sq ft- Rs.50	Sakuri Village Panchayat	0.23	Amount used for some schemes of the panchayats
Light tax	Light tax	Nil	Sakuri Village Panchayat	0.20	Amount used for some schemes of the panchayats
Tree planning tax	Tree planning tax	Nil	Sakuri Village Panchayat	0.26	Amount used for some schemes of the panchayats

Mobile tower tax	Mobile tower tax	Nil	Sakuri Village Panchayat	15.37	Amount used for some schemes of the panchayats
Shopping centre	Shopping centre	Nil	Sakuri Village Panchayat	0.16	Amount used for some schemes of the panchayats
RTI fees	RTI fees	Nil	Sakuri Village Panchayat	0.01	Amount used for some schemes of the panchayats
Space rent	Space rent	Nil	Sakuri Village Panchayat	0.37	Amount used for some schemes of the panchayats
Copy fees	Copy fees	Nil	Sakuri Village Panchayat	0.05	Amount used for some schemes of the panchayats
Toilet fine	Toilet fine	Nil	Sakuri Village Panchayat	0.01	Amount used for some schemes of the panchayats
Marriage register fee	Marriage register fee	Nil	Sakuri Village Panchayat	0.02	Amount used for some schemes of the panchayats
Stamp duty	Stamp duty	Nil	Sakuri Village Panchayat	5.23	Amount used for some schemes of the panchayats
Auction deposit	Auction deposit	Nil	Sakuri Village Panchayat	0.01	Amount used for some schemes of the panchayats
Sanitation prize	Sanitation prize	Nil	Sakuri Village Panchayat	0.05	Amount used for some schemes of the panchayats

Loni- Khurd Village Panchayat

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs in Lakh)	Comments as per field study
In local term	In standard term				
Gharpatti (House Tax)	Gharpatti (House Tax)	Tean = 0.85 Shed -0.65 R.C.C-1.20	Loni- Khurd Village Panchayat	13.09	Amount used for some schemes of the panchayats
Light Tax	Light Tax	50.00 per House	Loni- Khurd Village Panchayat	1.03	Amount used for some schemes of the panchayats
Sanitary cess	Sanitary cess	Rs.50.00 per House	Loni- Khurd Village Panchayat	0.85	Amount used for some schemes of the panchayats
Hotel Tax	Hotel Tax	Rs.100 per	Loni- Khurd Village Panchayat	0.01	Amount used for some schemes of the panchayats

Shop Tax	Shop Tax	Rs 100per	Loni- Khurd Village Panchayat	0.00	Amount used for some schemes of the panchayats
Grinder Tax Four mill	Grinder Tax Four mill	Rs.100per	Loni- Khurd Village Panchayat	0.00	Amount used for some schemes of the panchayats
Spl. Water Connection	Spl. Water Connection	Rs.1200 per Connection	Loni- Khurd Village Panchayat	10.56	Amount used for some schemes of the panchayats
General water Tax	General water Tax	Rs. 150 per House	Loni- Khurd Village Panchayat	0.78	Amount used for some schemes of the panchayats

Sanwatsar Village Panchayat

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
House tax	House tax	Rs. 0.15 to 3.00 / sq feet	Sanwatsar Village Panchayat	2.18	Amount used for some schemes of the panchayats
Water tax	Water tax	Nil	Sanwatsar Village Panchayat	0.72	Amount used for some schemes of the panchayats
Special water tax	Special water tax	Nil	Sanwatsar Village Panchayat	0.26	Amount used for some schemes of the panchayats
Cess	Cess	Nil	Sanwatsar Village Panchayat	0.11	Amount used for some schemes of the panchayats
Lighting changes	Lighting changes	Nil	Sanwatsar Village Panchayat	0.11	Amount used for some schemes of the panchayats

Dahigoan Village Panchayat.
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
House tax	House tax	Rs. 0.15 to 3.00 / sq feet	Dahigoan Village Panchayat.	2.60	Amount used for some schemes of the panchayats
Cess	Cess	Rs. 15/- 300 sq feet , Rs. 30/- 300to 700 sq feet , Rs.40/- Above 700 sq feet	Dahigoan Village Panchayat.	0.06	Amount used for some schemes of the panchayats
Electricity	Electricity	Rs. 15/- 300 sq feet , Rs. 30/- 300to 700 sq feet , Rs.40/- Above 700 sq feet	Dahigoan Village Panchayat.	0.06	Amount used for some schemes of the panchayats
Open space land tax	Open space land tax	Rs.75/- to Rs. 100/- per stall	Dahigoan Village Panchayat.	0.22	Amount used for some schemes of the panchayats
Shopping complex tax	Shopping complex tax	Rs.100/month per shop	Dahigoan Village Panchayat.	0.13	Amount used for some schemes of the panchayats
Market tax	Market tax	Auction rate	Dahigoan Village Panchayat.	0.87	Amount used for some schemes of the panchayats

Chandrapur District Panchayat
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Taxes on duties	Taxes on duties	Nil	Chandrapur District Panchayat	0.77	Amount used for some schemes of the panchayats
Fees under Right to information	Fees under Right to information	Nil	Chandrapur District Panchayat	0.002	Amount used for some schemes of the panchayats

Clause 144,151,152 general	Clause 144,151,152 general	Nil	Chandrapur District Panchayat	154.17	Amount used for some schemes of the panchayats
PS level excess cess	PS level excess cess	Nil	Chandrapur District Panchayat	114.72	Amount used for some schemes of the panchayats
Water tax cess clause 146,154	Water tax cess clause 146,154	Nil	Chandrapur District Panchayat	248.22	Amount used for some schemes of the panchayats
Ex mal.tax of water	Ex mal.tax of water	Nil	Chandrapur District Panchayat	2.74	Amount used for some schemes of the panchayats
Local cess	Local cess	Nil	Chandrapur District Panchayat	1014.14	Amount used for some schemes of the panchayats
7 % forest revenue grant	7 % forest revenue grant	Nil	Chandrapur District Panchayat	132.10	Amount used for some schemes of the panchayats

Brahmapuri Panchayat Samati- (No taxation Power)

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				

Jiwati Panchayat Samati-(No taxation Power) -Nil
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				

Gudsheda Village Panchayat.
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs in Lakhs)	Comments as per field study
In local term	In standard term				
House Tax	House Tax	Rs. 0.15 to 3.00 / sq feet	Gudsheda Village Panchayat.	0.78	Amount used for some schemes of the panchayats
General Water Tax	General Water Tax	Nil	Gudsheda Village Panchayat.	0.60	Amount used for some schemes of the panchayats

Kinhi Village Panchayat
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs in Lakh)	Comments as per field study
In local term	In standard term				
House Tax	House Tax	Rs. 0.15 to 3.00 / sq feet	Kinhi Village Panchayat	0.92	Amount used for some schemes of the panchayats
Electrical Tax	Electrical Tax	Nil	Kinhi Village Panchayat	0.11	Amount used for some schemes of the panchayats
Health Tax	Health Tax	Nil	Kinhi Village Panchayat	0.11	Amount used for some schemes of the panchayats
Library Tax	Library Tax	Nil	Kinhi Village Panchayat	0.01	Amount used for some schemes of the panchayats
Water Tax	Water Tax	Nil	Kinhi Village Panchayat	0.39	Amount used for some schemes of the panchayats
Land resource	Land resource	Nil	Kinhi Village Panchayat	0.03	Amount used for some schemes of the panchayats
Registration for marriage	Registration for marriage	Nil	Kinhi Village Panchayat	0.01	Amount used for some schemes of the panchayats

Nilaj Village Panchayat.
Annex-5

Revenue collected by Panchayats					
Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs in Lakh)	Comments as per field study
In local term	In standard term				
General water tax	General water tax	Nil	Nilaj Village Panchayat.	0.55	Amount used for some schemes of the panchayats
Special Water tax	Special Water tax	Nil	Nilaj Village Panchayat.	0.45	Amount used for some schemes of the panchayats
Other water tax	Other water tax	Nil	Nilaj Village Panchayat.	0.40	Amount used for some schemes of the panchayats
Security deposit	Security deposit	Nil	Nilaj Village Panchayat.	0.10	Amount used for some schemes of the panchayats

Jiwati Village Panchayat .
Annex-5

Revenue collected by Panchayats					
Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs in Lakh)	Comments as per field study
In local term	In standard term				
House Tax	House Tax	Rs. 0.15 to 3.00 / sq feet	Jiwati Village Panchayat	2.04	Amount used for some schemes of the panchayats
weekly market fee	weekly market fee	Nil	Jiwati Village Panchayat	0.70	Amount used for some schemes of the panchayats
Libraray Grant		Nil	Jiwati Village Panchayat	0.01	Amount used for some schemes of the panchayats
Shop Rent	Shop Rent	Nil	Jiwati Village Panchayat	0.72	Amount used for some schemes of the panchayats
House Transfer Fee	House Transfer Fee	Nil	Jiwati Village Panchayat	0.25	Amount used for some schemes of the panchayats
BSNL Rom Rent	BSNL Rom Rent	Nil	Jiwati Village Panchayat	0.09	Amount used for some schemes of the panchayats

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Nil	Water Tax	Nil	Ratnagiri District Panchayat .	30.18	Amount used for some schemes of the panchayats
Nil	Stamp & Regn Fees	1%	Ratnagiri District Panchayat.	103.31	Amount used for some schemes of the panchayats
Nil	Forest Revenue	7%	Ratnagiri District Panchayat.	0	Amount used for some schemes of the panchayats
Nil	Motor Vehicle Tax	Nil	Ratnagiri District Panchayat.	0.11	Amount used for some schemes of the panchayats
Nil	Ship Revenue	Nil	Ratnagiri District Panchayat.	2.19	Amount used for some schemes of the panchayats
Nil	Cess	Nil	Ratnagiri District Panchayat.	572.14	Amount used for some schemes of the panchayats
Nil	Medical Fees	Nil	Ratnagiri District Panchayat.	0.003	Amount used for some schemes of the panchayats
Nil	Building Rent	Nil	Ratnagiri District Panchayat.	8.76	Amount used for some schemes of the panchayats
Nil	Penalties &	Nil	Ratnagiri District Panchayat.	19.99	Amount used for some schemes of the panchayats
Nil	Quarters Rent	Nil	Ratnagiri District Panchayat.	8.47	Amount used for some schemes of the panchayats
Nil	Birth and Death Certificates Fees	Nil	Ratnagiri District Panchayat.	0.52	Amount used for some schemes of the panchayats
Nil	Agency Charges	Nil	Ratnagiri District Panchayat.	12.83	Amount used for some schemes of the panchayats
Nil	Interest	Nil	Ratnagiri District Panchayat.	135.48	Amount used for some schemes of the panchayats

Rajpur Panchayat Samati-Nil

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				

Dipoli Panchayat Samati-Nil

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				

Sagve Village Panchayat
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
House tax	House tax	45 ps	Sagve Village Panchayat	4.49	Amount used for some schemes of the panchayats
Water tax	Water tax	Rs.600/-	Sagve Village Panchayat	4.48	Amount used for some schemes of the panchayats
Yatra fees	Yatra fees	Rs. 50	Sagve Village Panchayat	0.64	Amount used for some schemes of the panchayats
Shop fees	Shop fees	Rs.10	Sagve Village Panchayat	0.01	Amount used for some schemes of the panchayats

Umbrale Village Panchayat.
Annex-5
Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Nil	House Tax	Nil	Umbrale Village Panchayat.	1.38	Amount used for some schemes of the panchayats
Nil	Water Tax	Nil	Umbrale Village Panchayat.	0.47	Amount used for some schemes of the panchayats

Kondasar Village Panchayat**Annex-5****Revenue collected by Panchayats**

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
Nil	House tax	20 p sqft – Kutcha up to pucca slab load being – 80 ps RCC	Kondasar Village Panchayat	2.49	Amount used for some schemes of the panchayats
Nil	Water tax	Rs. 360 per stand post Rs.720/- per	Kondasar Village Panchayat	0.64	Amount used for some schemes of the panchayats
Nil	Fees (B&D)	Rs.23	Kondasar Village Panchayat	0.067	Amount used for some schemes of the panchayats

Jalgoan Village Panchayat**Annex-5****Revenue collected by Panchayats**

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
House tax	House tax		Jalgoan Village Panchayat	24.81	Amount used for some schemes of the panchayats
Light	Light		Jalgoan Village Panchayat	0.74	Amount used for some schemes of the panchayats
Water tax	Water tax		Jalgoan Village Panchayat	7.96	Amount used for some schemes of the panchayats

Annex-6

Income and Expenditure Pattern of sample Panchayat for the year 2011-12 and 2012-13 (Give separately for District, Block and Village)

District Chandrapur

(in Rs.Lakhs.)

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	1569.89	1865.30	1569.89	1865.30	Amount spent to different sectors
Scheme funds	76821.71	99139.07	59092.53	83605.89	Education Building & Public Works Irrigation Medical Ayurveda Community Health Health Engineering Agriculture Animal Husbandry Forest Social Welfare Community Development Miscellaneous Loans & Advance Deposits NRLM IAY
Untied funds	5608.80	7756.83	4202.50	4904.67	13 th Finance Commission BRGF

Panchayat Samithi. Brahmapuri

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	Nil	Nil	Nil	Nil	Nil
Scheme funds	4380.46	5692.28	4121.66	5416.71	Administration General Administration & Salary Education Public Works Irrigation Health Health Other Building Social Welfare Social Development Family Welfare Animal Husbandry Women & Child Development Tribal Supply Agriculture Miscellaneous Special Works(Biogas Plant) NBA IAY Ramai Awas Yojana MGNREGA
Untied funds	175.95	160.45	143.77	152.45	13 th Finance Commission BRGF

Village Panchayat. Kinhi

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	4.94	2.17	4.85	1.94	Salary,Sitting Fees, Furniture,Drainage,Street Light, 10% for Women and Child,20% for SC/ST,Cultural Programmes, Loan Returns,Office Expenses, Hand Pump, Open Well, Safety Water Guard
Scheme funds	2.35	5.37	2.03	2.98	MGNREGA, Eco Village
Untied funds	4.19	3.67	3.15	3.49	13 th Finance Commission BRGF

Village Panchayat.Nilaj

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	2.65	2.70	5.65	3.89	Maintenance of building Water supply tax repaid Employees payment EPF Electricity bill Office expenditures Court case Pump house New pipeline work Old pipeline repairment Maintenece of motor pump
Scheme funds	3.27	4.92	1.38	3.12	MGNREGA, Eco Village
Untied funds	4.98	6.32	1.57	4.33	13 th Finance Commission BRGF

Panchayat Samithi. Jiwati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	Nil	Nil	Nil	Nil	Nil
Scheme funds	1520.10	1691.85	1520.10	1691.85	NBA Education Irrigation Community Health Health Engineering Health Engineering Agriculture Animal Husbandry Forest Social Welfare Community Development Miscellaneous
Untied funds	7.61	10.46	7.61	10.46	13 th Finance Commission,BRGF

Village Panchayat. Jiwati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	8.82	6.68	206.98		Maintenance of building Water supply tax repaid Employees payment EPF Electricity bill Office expenditures Court case Pump house New pipeline work Old pipeline repairment Maintenance of motor pump
Scheme funds	1.00	0.18	3.91	0.17	MGNREGA
Untied funds	4.35	9.52	2.34	3.54	BRGF 13 th Finance Commission

Village Panchayat. Gudsheda

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	2.50	1.67	2.50	1.32	Staff Salary Employee Allowance Office Expense Sarpanch & Honorarium Miscellaneous PF 15% SC/ST Development 10% Women & Child Development Eco Village DVDF(5%) Health Water Staff Salary Repairs of Water Motors Open Well Ring Well Bleaching Powder Cleaning Burial HP Maintenance
Scheme funds	5.72	6.00	5.72	6.00	Eco Village Janasuvidha Yojana
Untied funds	2.77	7.46	2.77	7.46	BRGF 13 th Finance Commission

Ahamednagar District

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	3902.48	4556.99	3353.02	4006.99	Administration & establishment Welfare & development scheme

Scheme funds	103948.30	15470.98	117863.90	8171.64	Establishment to Miscellaneous Pension and other benefits Welfare and development scheme IAY SGSY
Untied funds	5500.00	12500.00	5454.48	12379.82	BRGF, FC

Rahata Panchayat Samati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	0.83	0.88	Nil	Nil	Nil
Scheme funds	4128.44	2685.03	4206.78	4471.71	Administration welfare & development expenditure pension miscellaneous
Untied funds	73.68	11.98	58.51	56.11	Public health

Kopergoan Panchayat Samati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	0.18	0.22	Nil	Nil	Nil
Scheme funds	4256.64	4131.00	4081.67	4334.35	Dist. fund Agency fund ZP cess ARF Small savings ZP cess
Untied funds	117.40	180.50	103.26	57.69	Water fund YASWANT 12 th FC 13 th FC

Dahigoan Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	8.60	2.60	2.73	4.00	Salary Miscellaneous Stationary
Scheme funds	5.35	20.43	3.66	19.13	Drainage Road Public Toilet Street Light Cleaning Drinking Water Supply

					Electricity Burial Ground Women & Child Development Repairs & Maintenance GPF Cultural Activities District Development Fund Animal Husbandry Eco Village Solar Motor Purchase MGNREGS
Untied funds	6.96	4.87	3.66	6.57	13th FC(Aganwadi)

Sanwatsar Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	3.38	3.74	3.54	4.11	Road repair, water supply, protection wall, sanitation, road repair
Scheme funds	86.03	89.30	85.64	92.52	Animal husbandry, SC Development, agriculture and education
Untied funds	5.28	20.00	5.28	20.00	Eco village

Sakuri Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	93.39	21.28	74.97	36.88	Salary & Honorarium Operation to Maintenance Welfare & Development Expenditure Office Expenses
Scheme funds	24.51	21.00	14.88	21.39	SC Habitat Dev MGNREGS Water Supply Water Supply IAY Rural Water Supply to Sanitation Water supply
Untied funds	6.61	9.74	8.81	8.65	13 th Finance Commission Award BRGF

Lonikhurd Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	17.00	26.31	66.51	68.18	Salary & Honorarium O& M Welfare & Development Expression
Scheme funds	56.66	89.19	8.69	37.74	SC Habitat Dev. Youth & Sports ECO, Village release MREGS,
Untied funds	11.42	11.22	17.4	14.62	13 Finance Commission BRGF

District. Ratnagiri

(in Rs.)

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	938.20	893.98	873.53	942.06	Salary & Honorarium Manufacture Establishment Welfare & Development General Administration Maintenance & Repairs
Scheme funds	58390.00	63504.48	49872.50	63504.48	Transfer Establishment Plan Non-plan Agency Establishment Plan Non-plan
Untied funds	3516.82	4036.33	3188.25	4036.33	MPLAD MLA LAD 13 th Finance Commission

Dapoli Panchayat Samati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	Nil	Nil	Nil	Nil	General Administration
Scheme funds	54.00	60.00	40.24	42.63	MGNREGS Livestock Development ZP Cess Biogas Development Scheme Welfare & Development
Untied funds	Nil	1.61	Nil	Nil	SCP

Rajpur Panchayat Samati

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	Nil	Nil	Nil	Nil	Nil
Scheme funds	967.22	6485.50	817.98	6300.19	Transferred schemes Agency schemes ZP schemes
Untied funds	5.36	38.47	3.88	20.32	ZP schemes

Jalgoan Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	54.18	26.22	54.24	22.50	General Administration Water Supply Drainage
Scheme funds	16.00	20.41	16.00	19.00	Development Scheme
Untied funds	3.10	11.30	3.11	14.20	Eco village

Kondsar Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	3.16	3.20	3.25	2.23	Water supply
Scheme funds	3.53	1.24	3.53	1.24	Water supply Health Women & child dev Education Agriculture
Untied funds	1.59	8.00	1.59	8.00	Eco Village

Sagve Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	6.18	9.62	5.70	8.87	Water supply Public buildings Education Administration Land development
Scheme funds	2.34	3.34	2.35	2.18	Education Agriculture Social welfare
Untied funds	16.72	1.62	17.57	0.67	Eco Village

Umbrale Village

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	1.78	1.85	1.19	2.93	Road Repair Solar Street lights Water Supply
Scheme funds	5.90	8.02	6.33	6.86	Agriculture Education , Public Health , Women and Child Welfare
Untied funds	2.00	3.00	2.00	3.00	Eco Village

Ahmad Nagar District Panchayat**Annex-7****Own Staff of Panchayat (Give separately for District, Block and Village)**

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Astt Administrative Officer	Assist to AO	Rs. 9300-34800/GP Rs.4300, state Govt	Zilla Parishad	Zilla Parishad
ii.Jr. Administrative Officer	Administration	Rs 9300-34800/GP Rs. 4200, From State Govt	Zilla Parishad	Zilla Parishad
iii.Extension Officer	Extension	Rs 9300-34800/GP Rs. 4200, From State Govt	Zilla Parishad	Zilla Parishad
iv.Stenographer (Higher Grade)	Typing	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
v.Stenographer (Lower Grade-3)	Typing	Rs 9300-34800/GP Rs. 4300, From State Govt	Zilla Parishad	Zilla Parishad
vi.Steno Typist	Typing	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
vii.Senior Assistant (Ministrarial)	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
viii.Senior Assistant(Ministrial) By selection	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
ix.Junior Assistant (Ministrial)	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
x.Driver	Driving	5200-20200/GP Rs 2400 From State Govt	Zilla Parishad	Zilla Parishad
Contractual Staff:				

i.E.Panchayat	Computer Works		Zilla Parishad	Zilla Parishad
ii.TC	Computer works in Taluk		Zilla Parishad	Zilla Parishad
iii.Head Engineer	Technical Works	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
iv Senior Engineer	Technical Works	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
v.DPMU	Managing the projects	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
vi.D.CO	Controlling	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
Block Panchayat				
i.BDO (15)	Controlling	Rs 15600-39100/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
ii.BDO(Assistant-3)	Assist to BDO	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
Village Panchayat				
i.V.D.O- 102	Overall Supervision	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad

Rahata Panchayat Samati

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.BDO-1	Head of office	15600-39100, Govt. Fund	Panchayat Samati	Panchayat Samati
ii.EO(V P)-1	Supervision of VPs	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
iii.EO(stat)-1	Planning	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
iv.EO(DRDA)-1	Rural development programmes	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
v.EO (Agriculture)-2	Agriculture development programmes	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
vi.AO-1	Agricultural development	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati

vii.SO-1	Office supervision	5200-20200, Govt. Fund	Panchayat Samati	Panchayat Samati
viii.OS-2	Section Ministerial on heads	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
ix.SA-3	Ministerial	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
x.JA-10	Ministerial	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
xi.Attender-9	Assistance in office work	5200-20200, Govt. Fund	Panchayat Samati	Panchayat Samati
xii.Electrician- 1	Electrical works of office	5200-20200, Govt. Fund	Panchayat Samati	Panchayat Samati
xiii.AAO-1	Accounts	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
xiv.JAO-1	Accounts	9300-34800, Govt. Fund	Panchayat Samati	Panchayat Samati
xv.Sr. A(Acct)-1	Accounts	5200-20200, Govt. Fund	Panchayat Samati	Panchayat Samati
xvi.JA(Acct)-1	Accounts	5200-20200, Govt. Fund	Panchayat Samati	Panchayat Samati
xvii.Driver-2	Office vehicles	4470-7440, Govt. Fund	Panchayat Samati	Panchayat Samati

Kopergoan Panchayat Samati

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.SO(1)	Office supervision	5200-20200, Govt.Fund	Panchayat Samati	Panchayat Samati
ii.OS(2)	Section Ministerial on heads	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
iii.SC(4)	Clerical	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
iv.JC(10)	Clerical	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
v.AO(1)	Accounts	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
vi.JAO(1)	Assistants to AO	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
vii.SAO(DRDA) (1)	DRDA	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
viii.AO(1)	Accounts	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
ix.EO(agri)(3)	Agriculture	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati

x.EO(VP)(2)	Supervision of VPs	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xi.EO(stat)(1)	Supervision in planning	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xii.H. Supervisor(3)	Supervision	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xiii.EO(DRDA SGSY)(1)	Supervision in DRDA	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xiv.EO(IRDP) (1)	Supervision in IRDP	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xv.Attendant-PS(6)	Office assistance	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xvi.Attendant(V)(9)	Office assistance	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xvii.Attendant(P)(4)	Office assistance	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xviii.Peon(1)	Office assistance	4440-7440 Govt.Fund	Panchayat Samati	Panchayat Samati
xix.Addl. Livestock Superintendent (4)	Supervision	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xx.L S Supervisor(9)	Supervision	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xxi.Nursing Attendant(3)	Nursing	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xxii.Driver(2)	Driving	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xxiii.Hand Pump Operator(2)	Operating	5200-20200 Govt.Fund	Panchayat Samati	Panchayat Samati
xxiv.G S (51)	Other Works	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati
xxv.DO(20)	Overall supervision	9300-34800 Govt.Fund	Panchayat Samati	Panchayat Samati

Sakuri Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Head Clerk (1)	Clerical Works	9300-34800,Panchayat	Control of TP &VP	Control of TP &VP
ii.Clerk (2)	Clerical Works	5200-20200,Panchayat	Control of TP &VP	Control of TP &VP
iii. Peon (1)	Cleaning helper	4440-7440, Panchayat	Control of TP &VP	Control of TP &VP
iv.Water Supply Worker(3)	Maintenance of water supply	5200-20200,Panchayat	Control of TP &VP	Control of TP &VP
v.Sanitary Worker (4)	Cleaning	5200-20200,Panchayat	Control of TP &VP	Control of TP &VP
vi.Computer Operator (2)	Computer works	5200-20200,Panchayat	Control of TP &VP	Control of TP &VP

Loni- khurd Village Panchayat.**Annex-7****Own Staff of Panchayat (Give separately for District, Block and Village)**

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk(2)	Clerical Works	5200-20200,Own revenue	Control of TP & VP	Control of TP & VP
ii.Peon(1)	Office assistance	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP
iii.W.S Worker(8)	Field work for WS	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP
iv.Sanitation Worker(4)	Cleaning	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP
v.Supervisor(1)	Field supervision	5200-20200,Own revenue	Control of TP & VP	Control of TP & VP
vi.Computer Operator(1)	Computer work	5200-20200,Own revenue	Control of TP & VP	Control of TP & VP
vii.Light Man(2)	Street lighting	5200-20200,Own revenue	Control of TP & VP	Control of TP & VP
viii.Burial Ground Worker (1)	Maintenance of burial ground	5200-20200,Own revenue	Control of TP & VP	Control of TP & VP

Sanwatsar Village Panchayat**Annex-7****Own Staff of Panchayat (Give separately for District, Block and Village)**

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk (2)	Clerical Works	5200-20200,VP Cess	Control of TP & VP	Control of TP & VP
ii.Waterman (1)	Water supply	5200-20200,VP Cess	Control of TP & VP	Control of TP & VP
iii.Peon (1)	Office assistance	4440-7440 ,VP Cess	Control of TP & VP	Control of TP & VP
iv.Sanitation Worker (1)	Cleaning	4440-7440 ,VP Cess	Control of TP & VP	Control of TP & VP
v.Electrical Work (1)	Electrical repair	5200-20200,VP Cess	Control of TP & VP	Control of TP & VP

Dahigon Village Panchayat**Annex-7****Own Staff of Panchayat (Give separately for District, Block and Village)**

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk (1)	Clerical Works	5200-20200, Own revenue	Control of TP & VP	Control of TP & VP
ii.Peon (1)	Office assistance	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP
iii.Sweeper (1)	Cleaning	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP
iv.Water Supply Worker (1)	Field work for WS	4440-7440 ,Own revenue	Control of TP & VP	Control of TP & VP

Chandrapur District Panchyat**Annex-7****Own Staff of Panchayat (Give separately for District, Block and Village)**

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Astt Administrative Officer	Assist to AO	Rs. 9300-34800/GP Rs.4300, state Govt	Zilla Parishad	Zilla Parishad
ii.Jr Administrative Officer	Administration	Rs 9300-34800/GP Rs. 4200, From State Govt	Zilla Parishad	Zilla Parishad
iii.Extension Officer	Extension	Rs 9300-34800/GP Rs. 4200, From State Govt	Zilla Parishad	Zilla Parishad
iv.Stenographer (Higher Grade)	Typing	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
v.Stenographer (Lower Grade3)	Typing	Rs 9300-34800/GP Rs. 4300, From State Govt	Zilla Parishad	Zilla Parishad
vi.Steno Typist	Typing	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
vii.Senior Assistant (Ministrarial)	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
viii.Senior Assistant (Ministrial) By selection	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
ix.Junior Assistant (Ministrial)	Clerical Works	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad

x.Driver	Driving	5200-20200/GP Rs 2400, From State Govt	Zilla Parishad	Zilla Parishad
Contractual Staff:				
i.E.Panchayat	Computer Works		Zilla Parishad	Zilla Parishad
ii.TC	Computer Works in Taluk		Zilla Parishad	Zilla Parishad
iii.Head Engineer	Technical Works	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
iv Senior Engineer	Technical Works	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
v.DPMU	Managing the projects	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
vi.D.CO	Controlling	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
Block Panchayat				
i.BDO (15)	Controlling	Rs 15600-39100/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
ii.BDO (Assistant-3)	Assist to BDO	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad
Village Panchayat				
i.V.D.O-102	Overall Supervision	Rs 9300-34800/GP Rs. 4400, From State Govt	Zilla Parishad	Zilla Parishad

Brahmapuri Panchayat Samati

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Administration				
i.B.D.O(1)	Controlling	15600-39100,State	Panchayat Samati	Panchayat Samati
ii.A.A.O.(1)	Administration	9300-34800 GP 4300. Govt.Fund	Panchayat Samati	Panchayat Samati
iii.Jr.A.O.	Administration	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
iv.E.O.Sta.	Statistical Works	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
v.E.O.(Pan)	Supervision of Panchayt	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
vi.Sr.Asst.	Clerical Works	5200-20200 GP 2400, Govt.Fund	Panchayat Samati	Panchayat Samati
v.Jr.Asst.	Clerical Works	5200-20200 GP 1900, Govt.Fund	Panchayat Samati	Panchayat Samati

vi.Driver	Driving	5200-20200 GP 2550, Govt.Fund	Panchayat Samati	Panchayat Samati
vii.Peon	Office Work	4440-7440 GP 1300, Govt.Fund	Panchayat Samati	Panchayat Samati
Account Section				
i.A.A.O.	Accounts	9300-34800 GP 4300, Govt.Fund	Panchayat Samati	Panchayat Samati
ii.Jr.A.O.	Accounts	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
iii.Sr.Asst.	Accounts	9300-34800 GP 4400, Govt.Fund	Panchayat Samati	Panchayat Samati
iv.Jr.Asst.	Accounts	5200-20200, Govt.Fund	Panchayat Samati	Panchayat Samati
Village Panchayat				
1. Regular Staff:				
i.VDO(7)	Supervision	5200-20200 ,PS	Panchayat Samati	Panchayat Samati
ii.Grama Sevak (36)	Working	5200-20200, PS	Panchayat Samati	Panchayat Samati
2. Contractual Staff:				
i.Grama Sevak (4)	Working	6000, PS	Panchayat Samati	Panchayat Samati

Jiwati Panchayat Samati

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Administration				
i.B.D.O(1)	Controlling	15600-39100,State	Panchayat Samati	Panchayat Samati
ii.A.A.O.(1)	Administration	9300-34800 GP 4300. Govt.Fund	Panchayat Samati	Panchayat Samati
iii.Jr.A.O.	Administration	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
iv.E.O.Sta.	Statistical Works	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
v.E.O.(Pan)	Supervision of Panchayt	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
vi.Sr.Asst.	Clerical Works	5200-20200 GP 2400, Govt.Fund	Panchayat Samati	Panchayat Samati
v.Jr.Asst.	Clerical Works	5200-20200 GP 1900, Govt.Fund	Panchayat Samati	Panchayat Samati
vi.Driver	Driving	5200-20200 GP 2550, Govt.Fund	Panchayat Samati	Panchayat Samati
vii.Peon	Office Work	4440-7440 GP 1300, Govt.Fund	Panchayat Samati	Panchayat Samati
Account Section				

i.A.A.O.	Accounts	9300-34800 GP 4300, Govt.Fund	Panchayat Samati	Panchayat Samati
ii.Jr.A.O.	Accounts	9300-34800 GP 4200, Govt.Fund	Panchayat Samati	Panchayat Samati
iii.Sr.Asst.	Accounts	9300-34800 GP 4400, Govt.Fund	Panchayat Samati	Panchayat Samati
iv.Jr.Asst.	Accounts	5200-20200, Govt.Fund	Panchayat Samati	Panchayat Samati
Village Panchayat				
1. Regular Staff:				
i.VDO(7)	Supervision	5200-20200 ,PS	Panchayat Samati	Panchayat Samati
ii.Grama Sevak (36)	Working	5200-20200, PS	Panchayat Samati	Panchayat Samati
2. Contractual Staff:				
i.Grama Sevak (4)	Working	6000, PS	Panchayat Samati	Panchayat Samati

Kinhi Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Gram Sevak	Overoll Supervisor	5200-20200, PS	Control of TP & VP	Control of TP & VP
ii.GP. Peon (Employee)	Official work , light activity and other improving works	Salary 50% Govt.of management & 50%GP	Control of TP & VP	Control of TP & VP
iii.Computer Operator (1)	Computer Operating Work	Maha Online	Control of TP & VP	Control of TP & VP
iv. Gram Yojana Sevak(1)	Under MGNREGA	On Commissionaires	Control of TP & VP	Control of TP & VP

Jiwati Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i. Village Development Officer	Overall supervision	5200-20200, PS	Control of TP & VP	Control of TP & VP
Contactual Staff				
i.Peon (1)	Assist to office work	4000, PS	Control of TP & VP	Control of TP & VP

ii.Sweeper (1)	Cleaning	4000, PS	Control of TP & VP	Control of TP & VP
iii.Water Supply (1)	Water supply	4200, PS	Control of TP & VP	Control of TP & VP
iv.Data Entry Operator	DTP	3000, PS	Control of TP & VP	Control of TP & VP

Gudsheda Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Gram Sevak	Overoll Supervisor	5200-20200, PS	Control of TP & VP	Control of TP & VP
Contractual Staff				
i.Peon (1)	Assist to office work	4000, PS	Control of TP & VP	Control of TP & VP
ii.Sweeper (1)	Cleaning	4000, PS	Control of TP & VP	Control of TP & VP
iii.Water supply (1)	Water supply	4200, PS	Control of TP & VP	Control of TP & VP
iv.Data Entry Operator	DTP	3000, PS	Control of TP & VP	Control of TP & VP

Nilaj Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Gram Sevak	Overoll Supervisor	5200-20200, PS	Control of TP & VP	Control of TP & VP
ii.GP. Peon (Employee)	Official work , light activityand other improving works	4000,Salary 50% Govt.of management & 50%GP	Control of TP & VP	Control of TP & VP
iii.Computer Operator (1)	Computer Operating Work	4000,Maha Online	Control of TP & VP	Control of TP & VP
iv. Gram Yojana Sevak(1)	Under MGNREGA	5200-20200, On Commissionaires	Control of TP & VP	Control of TP & VP

Ratnagiri District Panchayat
Annex-7
Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.CEO (1)	Head of Officer	Cadre , Consolidated Fund	Zilla Parishad	Zilla Parishad
ii.Addl.CEO (1)	Head of Officer	15600-39100 , Consolidated Fund	Zilla Parishad	Zilla Parishad
iii.Dy.CEO (3)	Depts.	15600-39100, Consolidated Fund	Zilla Parishad	Zilla Parishad
iv.BDO (9)	Panchayat Samati	15600-39100, Consolidated Fund	Zilla Parishad	Zilla Parishad
v.Asst.BDO (10)	Panchayat Samati	9300-34800, Consolidated Fund	Zilla Parishad	Zilla Parishad
vi.CDPO (12)	ICDS	9300-34800 Consolidated Fund	Zilla Parishad	Zilla Parishad
vii.Section Officer (17)	Officer	9300-34800, Consolidated Fund	Zilla Parishad	Zilla Parishad
viii.Officer Supt (34)	Officer	9300-34800, Consolidated Fund	Zilla Parishad	Zilla Parishad
ix..Executive Officer (State,15)	Supervision	9300-34800, Consolidated Fund	Zilla Parishad	Zilla Parishad
x.Stenographer(5)	Typing	9300-34800, Consolidated Fund	Zilla Parishad	Zilla Parishad
xi..Steno Typist (3)	Typing	5200-20200, Consolidated Fund	Zilla Parishad	Zilla Parishad
xii.Senior Assistant (122)	Clerical Works	5200-20200, Consolidated Fund	Zilla Parishad	Zilla Parishad
xiii.Junior Asst.(291)	Clerical Works	5200-20200, Consolidated Fund	Zilla Parishad	Zilla Parishad
xiv.Driver (49)	Driving	4440-7440 , Consolidated Fund	Zilla Parishad	Zilla Parishad
xv.Peon (453)	Assist to office work	4440-7440 , Consolidated Fund	Zilla Parishad	Zilla Parishad
xvi.Havaladar (56)	Other Works	4440-7440 , Consolidated Fund	Zilla Parishad	Zilla Parishad

Rajpur Panchayat Samati
Annex-7
Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.BDO class I	Control	15600-39100, State	Panchayat Samati	Panchayat Samati

ii.Sr. Administrative Officer	Supervision	9300-34800, ZP	Panchayat Samati	Panchayat Samati
iii.Sr. Accounts Officer	Supervision	9300-34800 ZP,	Panchayat Samati	Panchayat Samati
iv.Agriculture Officer	Supervision	9300-34800, ZP	Panchayat Samati	Panchayat Samati
v.Extension Officer	Extension	9300-34800, ZP	Panchayat Samati	Panchayat Samati
vi.Junior Administration Officer	Supervision	9300-34800, ZP	Panchayat Samati	Panchayat Samati
vii.Senior Assistant	Clerical Works	5200-20200, ZP	Panchayat Samati	Panchayat Samati
viii.Junior Assistant	Clerical Works	5200-20200, ZP	Panchayat Samati	Panchayat Samati
ix.Driver	Driving	5200- 20200, ZP	Panchayat Samati	Panchayat Samati
x.Peon	Assist to office work	4440-7440, ZP	Panchayat Samati	Panchayat Samati
xi.Panel Technical Officer (MGREGS)	Technical assistance	10,000, NGO	Panchayat Samati	Panchayat Samati
xii. Taluka Co-ordinator (NRLM) Survey	NRLM Survey	20000, DRDA	Panchayat Samati	Panchayat Samati
xiii. Computer Programmer (Census)	Computer programming	16000 DRDA	Panchayat Samati	Panchayat Samati
xiv. Jr. Engineer (13th FC)	Works in 13 th FC	10000, ZP	Panchayat Samati	Panchayat Samati
xv. Data Operator	Computer works	4000, NGO	Panchayat Samati	Panchayat Samati

Daploi Panchayat Samati

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Block Development Officer (Gr.1)	Controlling	15600-39100,State	Panchayat Samati	Panchayat Samati
ii.Livestock Development Officer (1)	Control & Supervision	15600-39100, ZP	Panchayat Samati	Panchayat Samati
iii.Asst.Block Development Officer (1)	Assist BDO	9300-34800, ZP	Panchayat Samati	Panchayat Samati
iv.Agriculture Officer (2)	Control & Supervision	9300-34800, ZP	Panchayat Samati	Panchayat Samati

v.Asst.Administrative Officer (1)	Administration	9300-34800, ZP	Panchayat Samati	Panchayat Samati
vi.Jr.Administrative Officer(2)	Administration	9300-34800, ZP	Panchayat Samati	Panchayat Samati
vii.Extension Officer(Agri) (3)	Extension	9300-34800, ZP	Panchayat Samati	Panchayat Samati
viii.Extension Officer (Statistical)(1)	Extension	9300-34800, ZP	Panchayat Samati	Panchayat Samati
ix.Extension Officer(V.P.) (3)	Extension	9300-34800, ZP	Panchayat Samati	Panchayat Samati
x.Health Supervisor (2)	Supervision	9300-34800, ZP	Panchayat Samati	Panchayat Samati
xi.Livestock Supervisor (3)	Supervision	5200-20200 ,ZP	Panchayat Samati	Panchayat Samati
xii.Asst.Account Officer (1)	Accounting	9300-34800 ,ZP	Panchayat Samati	Panchayat Samati
xiii.Jr.Account Officer (1)	Accounting	9300-34800 ,ZP	Panchayat Samati	Panchayat Samati
xiv.Extension Officer (S.G.S.Y.)(1)	Extension	9300-34800, ZP	Panchayat Samati	Panchayat Samati
xv.Extension Officer (Industry)(1)	Extension	9300-34800 ,ZP	Panchayat Samati	Panchayat Samati
xvi.Sr.Assistant (Account) (1)	Accounting	5200-20200 ,ZP	Panchayat Samati	Panchayat Samati
xvii.Sr.Assistant (2)	Clerical Works	5200-20200 ,ZP	Panchayat Samati	Panchayat Samati
xviii.Jr.Assistant (9)	Clerical Works	5200-20200, ZP	Panchayat Samati	Panchayat Samati
xix.Driver (1)	Driving	5200-20200, ZP	Panchayat Samati	Panchayat Samati
xx.Hawaldar (1)	Other Works	4440-7440 , ZP	Panchayat Samati	Panchayat Samati
xxi.Peon (5)	Assist to office work	4440-7440 ,ZP	Panchayat Samati	Panchayat Samati

Sagave Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk (1)	Office work	5200-20200,Own fund	Control of TP & VP	Control of TP & VP
ii.Peon (1)	Office assistance	4440-7440,Own fund	Control of TP & VP	Control of TP & VP

iii.Plantation (1)	Tree plantation	4440-7440 ,Own fund	Control of TP & VP	Control of TP & VP
iv.Water Supply Worker (3)	Water supply	4440-7440 ,Own fund	Control of TP & VP	Control of TP & VP
v.Data operator	DTP	4000, Own fund	Control of TP & VP	Control of TP & VP

Umbrale Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk (1)	Clerical work	5200-20200,Own fund	Control of TP & VP	Control of TP & VP
ii.Water Supplier (1)	Water Supply	4440-7440 ,Own fund	Control of TP & VP	Control of TP & VP
iii.DTP Operator	DTP	4440-7440 ,Own fund	Control of TP & VP	Control of TP & VP

Kondasar Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Clerk (1)	Office Work	5200-20200,Pyt fund	Control of TP & VP	Control of TP & VP
ii.Peon (1)	Office Assistance	4440-7440 ,Pyt fund	Control of TP & VP	Control of TP & VP
iii.Water Supply Worker	Water supply of the village	4440-7440 ,Pyt fund	Control of TP & VP	Control of TP & VP
iv.VDO (1)	Field Work	9300-34800 ,Pyt fund	Control of TP & VP	Control of TP & VP

Jalgoan Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
i.Senior Clerk (1)	Office Work	5200-20200, own fund	Control of TP & VP	Control of TP & VP

ii.Junior Clerk (1)	Office Work	5200-20200, own fund	Control of TP & VP	Control of TP & VP
iii.Peon (2)	Office Assistant	4440-7440 ,own fund	Control of TP & VP	Control of TP & VP
iv.Street Light Worker (1)	Street Light	4440-7440 ,own fund	Control of TP & VP	Control of TP & VP
v.Water Supply Worker (5)	Water Supply	4440-7440 ,own fund	Control of TP & VP	Control of TP & VP
vi.Cleaning Worker (4) (daily wages)	Sweeping,Cleaning,S anitation	4440-7440 ,own fund	Control of TP & VP	Control of TP & VP

Ahamad Nagar District Panchyaat

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Health Department			
1.District Health Officer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Additional DHO (1)	Assistant to DHO	Zilla Parishad	Dual control of Zilla Parishad & Department
3 Assist.DHO (1)	Assistant ADHO	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Reproductive Child Health Officer (1)	Assistant to DHO	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Administrative Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
6.District Media & Extension Officer (1)	Media Work	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Statistical Officer (10)	Statistical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Assistant Administrative Officer (1)	Assistant to AO	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Administrative Officer (2)	Assistant to AAO	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Asst.Accounts Officer (1)	Accounts works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Jr.Accounts Officer (1)	Assistants to AAO	Zilla Parishad	Dual control of Zilla Parishad & Department

12.Statistical Supervisor (1)	Statistical Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Statistical Investigator (1)	Assistant to SS	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Extenstion Officer (Stat)(2)	Statistical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Health Supervisor (Extension) (3)	Health Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
16Health Assistant (Male-4)	Assistant to HS	Zilla Parishad	Dual control of Zilla Parishad & Department
17.Health Nurse(2)	Field Work	Zilla Parishad	Dual control of Zilla Parishad & Department
18.Extn.Officer (1)(Ayurveda)	Ayurvedic Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
19.Artist cum Photographer(1)	Photographic Works	Zilla Parishad	Dual control of Zilla Parishad & Department
20.Steno Typist (1)	Typing Works	Zilla Parishad	Dual control of Zilla Parishad & Department
21.Sr.Assistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
22.Sr.Assistant (Mini-3)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
23.Jr.Asistant (Acctt-1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
24.Jr.Assistant (Mini-9)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
25.Peon (11)	Assists to Office Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Animal Husbandry Department			
1.Dist.Animal Husbandry Officer (1)	Overall supervision of Animal Husbandry	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Livestock Development Officer (1)	Assistant to DAHO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Administrative Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Jr.AO (1)	Assistant toSr.AO	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Sr.Assistant (2)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Jr.Assistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
Drinking Water Department			

1.Ex.Engineer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Dy.Ex.Engineer(1)	Assist to Ex.E	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Administrative Assistant Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Assistant to Accounts Officer	Accounting works	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Assistant Geologist (1)	Geological works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Jr.Geologist (1)	Geological works	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Sectional Engineer (3)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Draftsman (4)	Making Draft	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Engineer (5)	Technical works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Sr.Assistant (Account-1)	Accounting works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Sr.Assistant (M) (5)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Jr.Assistant	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Driver (2)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Peon (8)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Watchman (4)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Education Department			
1.Education Officer (Primary)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Dy.EO (2)	Assistant to EO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Superintendent (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Steno (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Extension Officer (4)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Asst.Administrative Officer (2)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department

7.Jr.Administrative Officer (3)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
8..Sr.Assistant (17)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Assistant (10)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Driver (1)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Peon (11)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
DRDA Department			
1.Project Director (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Asst.Project Director (1)	Assistant to PDO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Accounts Officer (1)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Asst.Project Officer (Agri)(1)	Scheme Charge	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Account Officer (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Dy.Engineer (1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Section Engineer (2)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Jr.Engineer (2)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Extension Officer (Stat-2)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Extension Officer (Indst-1)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Supertendent (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Asst.Accounts Officer (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Sr.Account Clerk (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Sr.Assistant (Ministry-2)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Jr.Assisstant (Ministry-5)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
16.Stenogrpher (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department

17.Driver (3)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
18.Attendent/ Watchman (5)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Contractual Staff			
1.Asst.Project Officer (A.H)	Scheme Charge	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Asst.Project Officer (Udyog)	Asst to PO	Zilla Parishad	Dual control of Zilla Parishad & Department
3. Asst.Project Officer (W)	Scheme implementation	Zilla Parishad	Dual control of Zilla Parishad & Department
4. Asst.Project Officer(Rojgar)	Scheme implementation	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Engineer (Gharkul-4)	Technical works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Account Officer	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Computer Programmer (1)	Computer works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Tech. Asistant (1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Tech. Asst. (Agri)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Typist (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
11. Typist(Samajik Nayak) (2)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Engineer (BRGF1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Social Mobiliser (BRGF-1)	Social Work	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Data Entry Operator (BRGF-1)	Data Entry Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Taluk Co-ordinator (NRLM-15)	Co-ordination works of NRLM	Zilla Parishad	Dual control of Zilla Parishad & Department
Agriculture Department			
1.Agriculture Development Officer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department

2.District Agriculture Officer (2)	Assistance to scheme	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Compaigen Officer (1)	Assistance Agri.Officer	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Asst.Administrative Officer (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Administrative Officer (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Assistant Account Officer (1)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Agriculture Officer (1)	Assistance To ADO	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Jr.Account Officer (1)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
9.GramaSevak (3)	Field visits	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Sr.Assistant (2)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Sr.Asistant (Account-1)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Jr.Assistant (40)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Jr.Assistant (Account-1)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Peon (3)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Social welfare Department			
1.District Social Welfare Officer (1)	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Sr.Asistant	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Women & Child Department			
1.Assitant Child Development Project Officer(1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Supervisor (1)	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Assistant	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Jr.Asssistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department

5.Peon (1)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Driver (1)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
Public Works Department			
1.EX.E. Z.P.	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Deputy EX.E.	Assistant to EE	Zilla Parishad	Dual control of Zilla Parishad & Department
3.SE.E.	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Account Officer	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Spdtnt	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
6.SR.AST.A/C	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
7.JR.AST A/C	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
8.SR.AST	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.JR.AST	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.SR.Draftman	Making drafts	Zilla Parishad	Dual control of Zilla Parishad & Department
11.JR.Draftman	Making drafts	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Driver	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Peon	Assist to office work	Zilla Parishad	Dual control of Zilla Parishad & Department

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Kapergoan Block Panchayath

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
ICDS			
1.COPO (1)	Overall Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
2..ACDPO (1)	Assistant to CDPO	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Supervisor (9)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.S A (Acct) (1)	Accounting	Panchayath samithi	Dual Control of Panchayat Samati & Department
5.JA (1)	Accounting	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.Driver (1)	Driving	Panchayath samithi	Dual Control of Panchayat Samati & Department
7.Attender (1)	Assist to office work	Panchayath samithi	Dual Control of Panchayat Samati & Department
8.A- Worker (220)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
9.A-Helper (220)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
Education			
1.BEO (1)	Administration	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.EO (E) (5)	Overall Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.S A (2)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.J A (2)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department

5.G Coordinator (1)	Coordination	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.Attender (4)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
7.Assistant H M (566)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
8.HM (34)	Administration	Panchayath samithi	Dual Control of Panchayat Samati & Department
9.Culture Head (10)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
10.High School Teacher (25)	Teaching	Panchayath samithi	Dual Control of Panchayat Samati & Department
Minor Irrigation sub division			
1.Section Engineer (MI) (5)	Technical working	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.PWD (5)	Public Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.S.A (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.J.A (2)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
5. Civil Engineer. ASA (5)	Technical working	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.J. Draftsman (1)	Making drafts	Panchayath samithi	Dual Control of Panchayat Samati & Department
7.Attender (2)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
8.Driver (1)	Driving	Panchayath samithi	Dual Control of Panchayat Samati & Department
9.Worker (4)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
Health			
1.JA (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department

2.Attender (1)	Assist to office work	Panchayath samithi	Dual Control of Panchayat Samati & Department
PHC (6)			
1.MO (12)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.JA (6)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Male H A (12)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.FHA (6)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
5.Pharmacist (6)	Pharmacy	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.Health Nurse Female (54)	Nursing	Panchayath samithi	Dual Control of Panchayat Samati & Department
7.Nurse Male (42)	Nursing	Panchayath samithi	Dual Control of Panchayat Samati & Department
8.Driver (6)	Driving	Panchayath samithi	Dual Control of Panchayat Samati & Department
9.Attender (24)	Assist to office work	Panchayath samithi	Dual Control of Panchayat Samati & Department
10.Sweeper (6)	Cleaning	Panchayath samithi	Dual Control of Panchayat Samati & Department
11.PT F Attender (42)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
ICDS			
1.CDPO (1)	Overall Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.Assistant CDPO (1)	Assist to CDPO	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Supervisor (12)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.Senior Assistant (Accounts) (1)	Accounting	Panchayath samithi	Dual Control of Panchayat Samati & Department
5.Junior Assistant (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.Attender (1)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
PWD			
1.Deputy Engineer (1)	Technical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.Sectional Engineer (3)	Technical working	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Junior Engineer (1)	Technical working	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.Civil Engineering assistant (5)	Technical working	Panchayath samithi	Dual Control of Panchayat Samati & Department
5.Senior Assistant (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
6.Junior Assistant (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
7.Attender (1)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
8.Tracer (1)	Other Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
Health			

1.Taluk Health Officer (1)	Overall Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.Taluk Supervisor (1)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Health Attender (1)	Assistance	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.Junior Assistant (1)	Clerical Works	Panchayath samithi	Dual Control of Panchayat Samati & Department
5.Attender (1)	Assist to office work	Panchayath samithi	Dual Control of Panchayat Samati & Department
Animal Husbandry			
1.Assistant Live stock Development Officer (4)	Assist to Live Stock Development Officer	Panchayath samithi	Dual Control of Panchayat Samati & Department
2.Live stock Supervisor (5)	Supervision	Panchayath samithi	Dual Control of Panchayat Samati & Department
3.Veterinary Compounder (3)	Supplying Medicine	Panchayath samithi	Dual Control of Panchayat Samati & Department
4.Attender (12)	Assist to office work	Panchayath samithi	Dual Control of Panchayat Samati & Department

Chandrapur District Panchayat

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Health Department			
1.District Health Officer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Additional DHO (1)	Assistant to DHO	Zilla Parishad	Dual control of Zilla Parishad & Department
3 Assist.DHO (1)	Assistant ADHO	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Reproductive Child Health Officer (1)	Assistant to DHO	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Administrative Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
6.District Media & Extension Officer (1)	Media Work	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Statistical Officer (10)	Statistical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Assistant Administrative Officer (1)	Assistant to AO	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Administrative Officer (2)	Assistant to AAO	Zilla Parishad	Dual control of Zilla Parishad & Department

10.Asst.Accounts Officer (1)	Accounts works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Jr.Accounts Officer (1)	Assistants to AAO	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Statistical Supervisor (1)	Statistical Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Statistical Investigator (1)	Assistant to SS	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Extension Officer (Stat) (2)	Statistical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Health Supervisor (Extension) (3)	Health Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
16Health Assistant (Male-4)	Assistant to HS	Zilla Parishad	Dual control of Zilla Parishad & Department
17.Health Nurse (2)	Field Work	Zilla Parishad	Dual control of Zilla Parishad & Department
18.Extn.Officer (1) (Ayurveda)	Ayurvedic Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
19.Artist cum Photographer (1)	Photographic Works	Zilla Parishad	Dual control of Zilla Parishad & Department
20.Steno Typist (1)	Typing Works	Zilla Parishad	Dual control of Zilla Parishad & Department
21.Sr.Assistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
22.Sr.Assistant (Mini-3)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
23.Jr.Asistant (Acctt-1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
24.Jr.Assistant (Mini-9)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
25.Peon (11)	Assists to Office Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Animal Husbandry Department			
1.Dist.Animal Husbandry Officer (1)	Overall supervision of Animal Husbandry	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Livestock Development Officer (1)	Assistant to DAHO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Administrative Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Jr.AO (1)	Assistant toSr.AO	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Sr.Assistant (2)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Jr.Assistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
Drinking Water Department			
1.Ex.Engineer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Dy.Ex.Engineer (1)	Assist to Ex.E	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Administrative Assistant Officer (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Assistant to Accounts Officer	Accounting works	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Assistant Geologist (1)	Geological works	Zilla Parishad	Dual control of Zilla Parishad & Department

6.Jr.Geologist (1)	Geological works	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Sectional Engineer (3)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Draftsman (4)	Making Draft	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Engineer (5)	Technical works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Sr.Assistant (Account-1)	Accounting works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Sr.Assistant (M) (5)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Jr.Assistant	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Driver (2)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Peon (8)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Watchman (4)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Education Department			
1.Education Officer (Primary)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Dy.EO (2)	Assistant to EO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Superintendent (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Steno (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Extension Officer (4)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Asst.Administrative Officer (2)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Jr.Administrative Officer (3)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
8..Sr.Assistant (17)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Jr.Assistant (10)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Driver (1)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Peon (11)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
DRDA Department			
1.Project Director (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Asst.Project Director (1)	Assistant to PDO	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Accounts Officer (1)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Asst.Project Officer (Agri) (1)	Scheme Charge	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Account Officer (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department

6.Dy.Engineer (1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Section Engineer (2)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Jr.Engineer (2)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Extension Officer (Stat-2)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Extension Officer (Indst-1)	Extension	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Supertendent (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Asst.Accounts Officer (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Sr.Account Clerk (2)	Accounting Works	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Sr.Assistant (Ministry-2)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Jr.Assisstant (Ministry-5)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
16.Stenogrpher (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
17.Driver (3)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
18.Attendent/ Watchman (5)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Contractual Staff			
1.Asst.Project Officer (A.H)	Scheme Charge	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Asst.Project Officer (Udyog)	Asst to PO	Zilla Parishad	Dual control of Zilla Parishad & Department
3. Asst.Project Officer (W)	Scheme implementation	Zilla Parishad	Dual control of Zilla Parishad & Department
4. Asst.Project Officer (Rojgar)	Scheme implementation	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Engineer (Gharkul-4)	Technical works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Account Officer	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Computer Programmer (1)	Computer works	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Tech. Asistant (1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Tech. Asst. (Agri)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department

10. Typist (1)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
11. Typist(Samajik Nayak) (2)	Typing	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Engineer(BRGF1)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Social Mobiliser (BRGF-1)	Social Work	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Data Entry Operator (BRGF-1)	Data Entry Works	Zilla Parishad	Dual control of Zilla Parishad & Department
15.Taluk Co- ordinator (NRLM-15)	Co-ordination works of NRLM	Zilla Parishad	Dual control of Zilla Parishad & Department
Agriculture Department			
1.Agriculture Development Officer (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.District Agriculture Officer (2)	Assistance to scheme	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Campaign Officer (1)	Assistance Agri.Officer	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Asst.Administrative Officer (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Jr.Administrative Officer (1)	Administrative Works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.assistant Account Officer (1)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
7.Agriculture Officer (1)	Assistance To ADO	Zilla Parishad	Dual control of Zilla Parishad & Department
8.Jr.account Officer (1)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
9.Grama Sevak (3)	Field visits	Zilla Parishad	Dual control of Zilla Parishad & Department
10.Sr.Assistant (2)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
11.Sr.Asistant (Account-1)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
12.Jr.Assistant (40)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Jr.Assistant (Account-1)	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
14.Peon (3)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Social welfare Department			
1.District Social Welfare Officer (1)	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Sr.Asistant	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department

Women & Child Department			
1.Assitant Child Development Project Officer(1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
2.Supervisor (1)	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
3.Sr.Assistant	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Jr.Assistant (1)	Clerical works	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Peon (1)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
6.Driver (1)	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
Public Works Department			
1.EX.E. Z.P. Chandrapur	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
2. Deputy EX.E.	Assistant to EE	Zilla Parishad	Dual control of Zilla Parishad & Department
3. SE.E.	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
4.Account Officer	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
5.Spdtnt	Suervision	Zilla Parishad	Dual control of Zilla Parishad & Department
6.SR.AST.A/C	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
7.JR.AST A/C	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
8.SR.AST	Clerical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
.JR.AST	Clerical Woeks	Zilla Parishad	Dual control of Zilla Parishad & Department
0.SR.Draftman	Making drafts	Zilla Parishad	Dual control of Zilla Parishad & Department
11.JR.Draftman	Making drafts	Zilla Parishad	Dual control of Zilla Parishad & Department
12.driver	Driving	Zilla Parishad	Dual control of Zilla Parishad & Department
13.Peon	Assist to office work	Zilla Parishad	Dual control of Zilla Parishad & Department

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Agriculture Section			
i.A.O.	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.E.O.Agri..	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
Work Section			
i.Sec.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Jr.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
SGSY			
E.O.(SGSY)	DRDA	Panchayat Samati	Dual Control of Panchayat Samati & Department
Education Section			
i.B.E.O.(1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Ex.O(Edu)Sr. (1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii. Ex.O(Edu)Jr. (1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Kendra Pramukha (1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.U.G.H.M. (1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
vi.Grat.Pry. Teacher (9)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
vii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
viii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
Animal Husbandry			

i.Livestock Development Officer (2)	Overall Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Asst.L.D.O (2)	Assist to LDO	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Livestock Supervisor (9)	Animal Treatment	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Attender (11)	Office Work	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Dresser (1)	Dressing	Panchayat Samati	Dual Control of Panchayat Samati & Department

Jiwati Block Panchayat

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Agriculture Section			
i.A.O.	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.E.O.Agri..	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
Work Section			
i.Sec.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Jr.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
SGSY			
E.O.(SGSY)	DRDA	Panchayat Samati	Dual Control of Panchayat Samati & Department
Education Section			
i.B.E.O.(1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Ex.O(Edu) Sr.(1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department

iii. Ex.O(Edu)Jr.(1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Kendra Pramukha (1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.U.G.H.M. (1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
vi.Grat.Pry. Teacher (9)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
vii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
viii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
Animal Husbandry			
i.Livestock Development Officer (2)	Overall Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Asst.L.D.O (2)	Assist to LDO	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Livestock Supervisor (9)	Animal Treatment	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Attender (11)	Office Work	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Dresser (1)	Dressing	Panchayat Samati	Dual Control of Panchayat Samati & Department

Ratnagiri Zilla Parishad

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Education Department			
i.Education Officer (3)	Supervising education	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Dy.EO (3)	Assist to EO	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.Accounts Officer	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department

iii.Accounts Officer	Accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.Superintendent (11)	Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
v.BDO (9)	Controlling	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.E.O. (Edn.)	Education	Zilla Parishad	Dual control of Zilla Parishad & Department
v.Centre H.M.(251)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.Head Master	School management	Zilla Parishad	Dual control of Zilla Parishad & Department
vii.Primary Teacher	Teaching	Zilla Parishad	Dual control of Zilla Parishad & Department
Agriculture Department			
i.ADO (1)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.DAO (2)	Assist to DAO	Zilla Parishad	Dual control of Zilla Parishad & Department
Health Department			
i.DHO (1)	Supervision of Health Department	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Add.DHO (1)	Supervision of Health Department	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.Asst.DHO (1)	Assist to DHO	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.Add.Officer (1)	Office Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
v.Statistical Officer (1)	Statistical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.M.O. (141)	Supervision of Medical Department	Zilla Parishad	Dual control of Zilla Parishad & Department
vii.Medical Supt (Leprosy) (1)	Supervision of Medical Department	Zilla Parishad	Dual control of Zilla Parishad & Department
viii.Compounder (8)	Delivers medicine	Zilla Parishad	Dual control of Zilla Parishad & Department
ix.Leprosy Technician (9)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
x.Health Supervisor (18)	Supervising	Zilla Parishad	Dual control of Zilla Parishad & Department
xi.Health Assistants (162)	Assist to Health Department	Zilla Parishad	Dual control of Zilla Parishad & Department
xii.Health Worker (500)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
xiii.Peon (6)	Assist to office work	Zilla Parishad	Dual control of Zilla Parishad & Department

Animal Husbandry			
i.DAHO (1)	Supervision of Animal Husbandry Department	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.ADO (27)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.ADO (6)	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.ALSDO (16)	Assist to LSDO	Zilla Parishad	Dual control of Zilla Parishad & Department
v.Livestock Supervisor (78)	Livestock supervising	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.Veterinary Processor (21)	Technical Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Finance Department			
i.CAFO (1)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Senior Accounts Officer (1)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.A.O. (2)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.Asst.A.O. (22)	Assisting accounts	Zilla Parishad	Dual control of Zilla Parishad & Department
v.Dy.Accountant (17)	Accounting	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.Senior Asst. (33)	Office work	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Junior Asst (35)	Office work	Zilla Parishad	Dual control of Zilla Parishad & Department
Works Department			
i.Executive Engineer (2)	Execution	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Dy.Engineer (Works) (11)	Technical working	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.Junior Engineer (129)	Technical working	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.Civil Engineer Asst (33)	Technical working	Zilla Parishad	Dual control of Zilla Parishad & Department
v.Draftsman (13)	Making drafts	Zilla Parishad	Dual control of Zilla Parishad & Department
vi.Road Roller Driver (2)	Road roller driving	Zilla Parishad	Dual control of Zilla Parishad & Department
vii. Chowkidar (16)	Other Works	Zilla Parishad	Dual control of Zilla Parishad & Department
Social Welfare Department			
DSWO (1)	Control & Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
Rural Water Supply Department			

i.Ex.Engineer (1)	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.Dy.Engineer (10)	Public Works	Zilla Parishad	Dual control of Zilla Parishad & Department
DRDA			
i.A.P.O. (6)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
ii.A.P.O.(Contract) (2)	Overall Supervision	Zilla Parishad	Dual control of Zilla Parishad & Department
iii.Sr.A.O.	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department
iv.A.O.	Administration	Zilla Parishad	Dual control of Zilla Parishad & Department

Rajpur Panchayat Samati

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Agriculture Section			
i.A.O.	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.E.O.Agri..	Agriculture	Panchayat Samati	Dual Control of Panchayat Samati & Department
Work Section			
i.Sec.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Jr.Eng.	Public Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
SGSY			
E.O.(SGSY)	DRDA	Panchayat Samati	Dual Control of Panchayat Samati & Department
Education Section			
i.B.E.O. (1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Ex.O(Edu) Sr.(1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii. Ex.O(Edu) Jr.(1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Kendra Pramukha (1)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.U.G.H.M. (1)	Administration	Panchayat Samati	Dual Control of Panchayat Samati & Department
vi.Grat.Pry. Teacher (9)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department

vii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
viii.Primary Teacher (16)	Teaching	Panchayat Samati	Dual Control of Panchayat Samati & Department
Animal Husbandry			
i.Livestock Development Officer (2)	Overall Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Asst.L.D.O (2)	Assist to LDO	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Livestock Supervisor (9)	Animal Treatment	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Attender (11)	Office Work	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Dresser (1)	Dressing	Panchayat Samati	Dual Control of Panchayat Samati & Department

Dipoli Panchayat Samati

Annex-8

Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
Integrated Child Development Scheme Dabhol			
i.Supervisor (5)	Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Sr.Assistant (1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Jr.Assistant (1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Peon (1)	Assist to office work	Panchayat Samati	Dual Control of Panchayat Samati & Department
Talaku Health Office			
i.H.A.(Health Assistant) (1)	Assist Health Department	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.M.P.W.(Multi Purpose Worker) (1)	Other Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Jr.Assistant (1)	Office work	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Peon (1)	Assist to office work	Panchayat Samati	Dual Control of Panchayat Samati & Department
Z.P.RWS Sub-Division			
i.Deputy Engineer (1)	Technical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department

ii.Sect./Jr.Engineer (5)(Vacant (3))	Technical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Senior Asst. (1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Junior Asst (3)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Driver (2)	Driving	Panchayat Samati	Dual Control of Panchayat Samati & Department
vi.Peon (3) (Vacant-1)	Assist to office work	Panchayat Samati	Dual Control of Panchayat Samati & Department
vii.Sanganak (1)	Other Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
viii.Mazdoor (8)	Other Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
Integrated Child Development Scheme Dapoli			
i.Supervisor (5)	Supervising	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Sr.Assistant (1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Jr.Assistant (1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Driver (1)	Driving	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Peon (1)	Assist to office work	Panchayat Samati	Dual Control of Panchayat Samati & Department
Panchayat Samiti Education Dapoli			
i.Education Officer(1) (Vacant-1)	Overall Supervision	Panchayat Samati	Dual Control of Panchayat Samati & Department
ii.Extension Officer(6) (Vacant-1)	Extension	Panchayat Samati	Dual Control of Panchayat Samati & Department
iii.Sr.Assistant (2)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
iv.Jr.Assistant (3) (Vacant-1)	Clerical Works	Panchayat Samati	Dual Control of Panchayat Samati & Department
v.Peon (9) (Vacant-1)	Assist to office work	Panchayat Samati	Dual Control of Panchayat Samati & Department

Ahamad Nagar District

Annex-9

Gram Sabha

(Please provide information as per field study with reference to 2012-13)

	GP 1, VP-Sakuri	GP 2,VP-Lonikhurd	GP 3 VP-Samwatsar	GP 4 VP-Dahigoan	Any other information
Frequency of meeting	6 Grama Sabha	6 Grama Sabha	6 Grama Sabha	6 Grama Sabha	Nil
Participation	626	366	890	801	Nil
Officials Attended	21	12-4 veterinary officer 3 M-O 3 agri. Officer 2 To P O(cluster head)	14 7 GS, Ang. PHC, VS school 7 GS, Ang. PHC, VS school	49 Talathi, Agriculture Assistant, Anganwadi sevika, Medical officer, Teacher (primary), Electricity (wireman), Health assistant	Nil
Role played in planning	Yes	Demands	Yes	Passive	Nil
Role in budget preparation	Modification	Approved	Yes	Passive	Nil
Role in discussion & approval of account	Yes	Yes	Yes	Active	Nil
Role in preparation of beneficiaries list	IAY- Separate GS AAY- Separate GS	Yes	Yes	Active	Nil
Role in Social Audit	By GS	Yes	Yes	Active	Nil

Chandrapur District

Annex-9

Gram Sabha

(Please provide information as per field study with reference to 2012-13)

	GP 1VP-Kinhi	GP 2VP-Gudsheda	GP 3VP-Nilaj	GP 4 VP-jiwati	Any other information
Frequency of meeting	8 Grama Sabha	6 Grama Sabha	4 Grama Sabha	6 Grama Sabha	Nil
Participation	359	268	140	331	Nil

Officials Attended	43	2 ICDS, 2 Teachers 2 ICDS, 2 Teachers 2 ICDS, 2 Teachers 2 ICDS, 2 Teachers 2 ICDS, 2 Teachers 2 ICDS, 2 Teachers	9-	6- VDO VDO Police inspector , Head constable VDO VDO VDO-	Nil
Role played in planning	All Plan Prepare through Gram Sabha	Yes	Yes	Yes	Nil
Role in budget preparation	General fund as water supply programme	Yes	Yes	Yes	Nil
Role in discussion & approval of account	Yes	Yes	Yes	Yes	Nil
Role in preparation of beneficiaries list	Yes	Yes	Yes	Yes	Nil
Role in Social Audit	Yes	Yes	Yes	Yes	Nil

Ratnagiri District

Annex-9

Gram Sabha

(Please provide information as per field study with reference to 2012-13)

	GP 1 VP – Sagave	GP 2 VP- Umbrale	GP 3 VP- Kondasar	GP 4 VP- Jalgoan	Any other information
Frequency of meeting	6 Grama Sabha	6 Grama Sabha	6 Grama Sabha	6 Grama Sabha	Nil
Participation	571	665	283	763	Nil
Officials Attended	VDO clerk EO clerk	Agri. Assistant, Teacher, Health Assistant	All	All Village Level	Nil
Role played in planning	Yes	Yes	First GS	Yes	Nil
Role in budget preparation	Yes	Yes	First GS	Yes	Nil
Role in discussion & approval of account	Yes	Yes	Yes	Yes	Nil
Role in preparation of beneficiaries list	Yes	Yes	IAY- Special GS AAY- Second or third GS	Yes	Nil
Role in Social Audit	Yes	Yes	Yes	Yes	Nil

Ahamad Nagar District

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Zilla Parishad Standing Committee	Sri. Vithal Wakilrao Langhe, President , ZP		12	Nil	Nil

Rahata Panchayat Samati

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Zilla Parishad Standing Committee	Sri. Vithal Wakilrao Langhe, President , ZP		12	Nil	Nil

Kopergoan Panchayat-Nil

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1						
2						
3						
4						
5						
6						

Sakuri Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	VP Standing Committee	Sarpanch		12	105	Water scarcity lighting cleaning etc

Loni-khurd Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Water Supply & Sanitary Committee	Ms.Saradha T Tupe, Sarpanch		2	5	Nil
2	Tautamukti Committee	Sri. Hari Babu Ahur Patel		3	6	Nil
3	Sant Gadagebaba Gram Swachata Abhiyan Committee	Ms. Saradha T Tupe, Sarpanch		1	2	Nil
4	Birth & Death Registration Committee	Ms. Saradha T Tupe, Sarpanch		3	4	Nil

Sanwatsar Village Panchayat-

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	VP Standing Committee	Sarpanch		12	6-7	Nil

Dahigoan Village Panchyat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	VP Standing Committee	Sarpanch		12	Nil	Nil

Chandrapur District**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Agriculture Committee			Nil	Nil	Nil
2	Social Welfare	Shri Nilkanth V. Korange(Chairman)		12	Nil	Nil
3	Education Committee			Nil	Nil	Nil
4	Work Committee			Nil	Nil	Nil
5	Finance Committee			Nil	Nil	Nil
6	Health Committee			Nil	Nil	Nil
7	Animal Husbandry & Dairy Committee			Nil	Nil	Nil
8	Women & Child Welfare Committee	Smt.Amrutatai N. Sur(Chairman		15	Nil	Nil
9	Water & Sanitation Committee			Nil	Nil	Nil

Brahmapuri Panchayat Samati -Nil**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1						
2						
3						
4						
5						

Jiwati Panchayat Samati-Nil**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1						
2						
3						
4						
5						

Kinhi Village Panchayat -**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Education Committee	Sarpanch		12	Nil	Nil
2	Health Committee	Sarpanch		Nil	Nil	Nil
3	Women & Child Development	Sarpanch		Nil	Nil	Nil

Gudsheda Village Panchayat -**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Education Committee	Sarpanch		12	Nil	Nil
2	Health Committee	Sarpanch		Nil	Nil	Nil
3	Women & Child Development	Sarpanch		Nil	Nil	Nil

Nilaj Village Panchayat -**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Education Committee	Sarpanch		12	Nil	Nil
2	Health Committee	Sarpanch		Nil	Nil	Nil
3	Women & Child Development	Sarpanch		Nil	Nil	Nil

Jiwati Village Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Education Committee	Sarpanch		12	Nil	Nil
2	Health Committee	Sarpanch		Nil	Nil	Nil
3	Women & Child Development	Sarpanch		Nil	Nil	Nil

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Finance	Satish Madusudan Shavade(Member) 92 ZP Members		14	54	Nil
2	Water Management & Sanitation	Manish Rakesh Jadav (President) 14 ZP Members		13	69	Nil
3	Works	Ajit J. Narkar(Member,ZP) 8 ZP Members		13	74	Nil
4	Education	Satish M. Shevade(Member,ZP) 92 ZP Members		12	132	Nil
5	Health	Ajit J.Narkar(Member, ZP) 8 ZP Members		13	101	Nil
6	Social Welfare	Bhagwan S. Ghadage (Member,ZP) 12 ZP Members		14	101	Nil
7	Women & Child Development	Smita S.Dharan Sakar (ZP Member) 8 ZP Members		12	87	Nil
8	Animal Husbandry	Rajesh Mukadan (ZP Member) 9 ZP Members		13	92	Nil
9	Agriculture	R.R. Mukadan (Vice-President) , 10 ZP Members		12	67	Nil

Sagave Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Village Health Water	Sarpanch ,13-villages		12	7	Nil
2	Supply & Sanitation			Nil	Nil	Nil
3	School Audit	MH Kazli member		5	5	Nil
4	Women Development	Lakshmi L S leader		7	3	Nil
5	Tanta Mukti	M J Manchakar		8	12	Nil

Umbrale Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Education Committee	N.K Nandavakar		2	2	Nil
2	Health Committee	Manasi.S.		1	2	Nil
3	Women & Child Development	Sunita. C Agre		2	4	Nil
4	Water Supply & Sanitation	R.B. Pangat		2	2	Nil

Kondasar Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	Tanta Mukti	Police patil		16	50	Nil
2	Water Supply & Sanitation	Sarpanch		Nil	Nil	Nil
3	Social audit	Sivaram T Rambate		Nil	Nil	Nil

4	Women Development	Deepashree D Nandegaonkar		Nil	Nil	Nil
5	Retairing Committee	Sarpanch		Nil	Nil	Nil

Jalgoan Village Panchayat

Annex-10

Standing Committee in Panchayat (Give separately for District, Block and Village)

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	M.G. Tanta Mukti	Smt. Charutha.C. Kamllekar, Villager		3	7	Nil
2	Water Supply & Sanitation	Smt. Prathibha.P. Dandikar, Villager		2	5	Nil
3	Village Sanitation	Sri.Vikas.C.Me htha, Villager		1	8	Nil

Ahmad Nagar District

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	Water Management & Sanitation (Members-13)	President ZP	Monitoring and Evaluation	Meeting -5	Nil	President of the Committee selected through Grama Sabha	Nil
2.	Finance (Members -10)	Member ZP	Monitoring and Evaluation	Meeting -3	Nil	President of the Committee selected through Grama Sabha	Nil
3.	Works (10)	Member ZP	Monitoring and Evaluation	Meeting-4	Nil	President of the Committee selected through Grama Sabha	Nil
4.	Agriculture (12)	Member ZP	Monitoring and Evaluation	Meeting-4	Nil	President of the Committee selected through Grama Sabha	Nil
5.	Social Welfare	Member ZP	Monitoring and Evaluation	Meeting -2	Nil	President of the Committee selected through Grama Sabha	Nil
6.	Health	Member ZP	Monitoring and Evaluation	Meeting -3	Nil	President of the Committee	Nil

						selected through Grama Sabha	
7.	Animal Husbandry & Dairy	Member ZP	Monitoring and Evaluation	Meeting 4	Nil	President of the Committee selected through Grama Sabha	Nil
8.	Education	Member ZP	Monitoring and Evaluation	Meeting 4	Nil	President of the Committee selected through Grama Sabha	Nil
9.	Women & Children Dev. (ICDS)	Member ZP (Women)	Monitoring and Evaluation	Meeting-4	Nil	President of the Committee selected through Grama Sabha	Nil

Rahata Panchayat Samati

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems facing and how to solve the problems	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Kopergoan Panchayat Samati

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems	No Major Activities	Nil	President of the Committee	Nil

			facing and how to solve the problems			selected through Grama Sabha	
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Sakuri Village Panchayat

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in	No Major Activities	Nil	President of the Committee selected	Nil

			decision making			through Grama Sabha	
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Sanwatsar Village Panchayat

Annex-11

**Parallel Body common to all levels
(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels

(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels

(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	School Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil
2.	Hospital Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil
3.	Water Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems facing and how to solve the problems	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems facing and how to solve the problems	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Kinhi Village Panchayat

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members 18-35 & age	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Through	Participation of	No Major	Nil	President of the	Nil

		Gram Sabha	elected members in decision making	Activities		Committee selected through Grama Sabha	
7	Vanasamithi	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Gudsheda Village Panchayat

Annex-11

**Parallel Body common to all levels
(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
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Nilaj Village Panchayat

Annex-11

**Parallel Body common to all levels
(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Jiwati Village Panchayat
Annex-11

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	MG THanda Muktha	GS selected	To compromise the cases pending from police station court and other local cases	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Ratnagiri District Panchayat
Annex-11

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	School Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil
2.	Hospital Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil
3.	Water Management Committee	President	Monitoring and evaluation	Only monitoring	Nil	President of the Committee selected through Grama Sabha	Nil

Rajpur Panchayat. Samati
Annex-11

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems facing and how	No Major Activities	Nil	President of the Committee selected	Nil

			to solve the problems			through Grama Sabha	
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Dipoli Panchyat Samati

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.	Sarpanch Committee	Up-Sabhapathi is the chairman	Discuss the GP level problems facing and how to solve the problems	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Zonal Meeting	ZP member is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Acm Sabha	MLA is the chairman	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Sagve Village Panchayat

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision	No Major Activities	Nil	President of the Committee selected through Grama	Nil

			making			Sabha	
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Umbrale Village Panchayat

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Kondasar Village Panchayat

Annex-11

Parallel Body common to all levels (Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

Parallel Body common to all levels
(Please provide separately for district, block and GP level)

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	26 members (18-35 & age)	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
2	Village Security Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
3	Thanda Mukth Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
4	Village Sanitation Committee	Through Gram Sabha	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
5	Vigilance & Monitoring committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
6	Social Audit	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
7	Vanasamithi	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil
8	Shikshana Vyasthapa Committee	Grama Sabha selected	Participation of elected members in decision making	No Major Activities	Nil	President of the Committee selected through Grama Sabha	Nil

List of persons and organizations that supported the survey and report writing

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16. SRI B,S JAGTHAP , CEO , ZP .RATNAGIRI
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22. DR. MANEESHA DEVGUNE , BDO, DOPALI
23. SMT.CHARUTHA.C. KAMTEKAR, VP JALGEON
24. SRI SURESH . B GOTHANKAR, V. P UMBARKE