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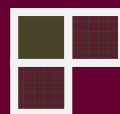
Independent Verification of the Information provided by the State of Rajasthan to Rank the States on a Devolution Index (DI)

SUBMITTED TO

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ABSTRACT

Though the State of Rajasthan had started the journey towards local governance in 1959, it was debated from certain corners that not much devolution took place after the constitutional amendment phase. It could be noted that the 73rd amendment and the 1994 Act has brought in a number of changes in the existing structure in the State. Rajasthan in the recent years have taken tremendous efforts in the system building process towards getting settled in the democratic landscape which has resulted in establishing a place along with its successful counterparts. The Panchayats need to be further empowered through effective devolution for which an evaluation of the current status and the existing gaps becomes a necessity. This should also be read in the context of the Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) and the devolution index. Thus based on the instructions from the IIPA a study was carried out the results of which are presented in this report.

The PRI's of Rajasthan as it is evident from the field verification have taken considerable efforts in deepening local self governance and democracy through the participatory political institutions. The recent introduction of two institutions "Grama Sachivalayas" and 'Redressal of Public Grievances on a Weekly Basis' has escalated the confidence of the local citizens towards local governance. The fulfillment of the Framework Criteria, formation of Election Commission, State Finance Commission and The District Planning Committee are some of the major achievements. The funds are timely released based on the recommendations from the State Finance Commission. The devolution of powers and functions could be widely seen. The NFC and SFC fund flow is almost constant and stable. Rajasthan has achieved remarkable name in and up keeping transparency and anti-corruption initiatives, holding Gram Sabhas and accountability. Development of ***Panchayat window*** in the budget document is praise worthy initiative. There are evidences to document the 'islands of achievements in local governance' in the State of Rajasthan.

While a constellation of factors has contributed towards creating an environment rich for devolution some issues within the system could also be noticed. Decentralized planning for socio economic development and social justice has not completely evolved. District Planning Committees (DPCs) are not seen properly functioned in many places. The Zilla Parishad is generally weak among the three tier structure of the Panchayat system. The Chapter on ‘control and supervision’ in the State Act may pose a serious challenge to the autonomy of the Panchayats at any time. Though the system has acquired considerable resilience it should also accommodate and adjust to the recent changes taking place so as to address them timely to strengthen the local self governance. It could be concluded by stating that the information provided by the State was clear, legible and authentic.

Status Paper on Devolution in Rajasthan

Introduction

The process of Devolution seeks to create independent level of authority of government with functions and responsibilities which can play very vital role in the process of political legitimization and develop a sense of public participation which in due course will address the needs of the local people especially the marginalized sections. The institution of Panchayati Raj was designed as a systematic scheme for the devolution of power to the local rungs of administration.

The significance of Panchayti Raj lies in the fact that democratic decentralization creates better administration and developmental perspectives for quick rural transformation through local participation. The State Government as such may not possess adequate information of local developmental priorities and issues. It is in this sense that the three tiers of Panchayati Raj System establish its place in local governance. Conscious structuring and clarity creation are the essential elements that could go together to strengthening the existing Panchayati Raj system. Strengthening and effective functioning of Panchayats is the most important developmental prerequisite. The State of Rajasthan is well known as the forerunner in Panchayati Raj as the formal beginning was made when Jawaharlal Nehru inaugurated PRIs at Nagaur in Rajasthan in October 1959.

An efficient system of local governance is visible in Rajasthan where the democratic ideals of decentralization, development, and increased, continuous and active popular participation in the process of nation-building are visible. The 73rd amendment and the 1994 Act has brought in a number of changes in the existing structure in the State. The Panchayats are the grass root democratic institutions and need to be further empowered through effective devolution of functions, finances and functionaries for which an evaluation of the current status and the existing gaps becomes a necessity, the fulfillment

of which will definitely result in a sound Panchayati Raj System. This should also be read in the context of the Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) and the devolution index.

The creation of a set of parameters thus becomes a necessity in assessing the existing structure and finding the associated gaps through a Panchayat strengthening index. It is in this background that the assignment will attempt to verify the overall processes and dimensions of the local governance which will certify the status of devolution in Rajasthan.

Approach & Methodology

The sample size for the verification had been worked out in consultation with the Indian Institute of Public Administration. The State of Rajasthan was selected for the proposed assignment. It was decided to cover a minimum sample of 10 Gram Panchayats, four Panchayat Samitis and two Zilla Parishads. It was also decided to gather necessary information from the officials at the State headquarters. While selecting the Panchayats for the verification of information from the ground the opinion of the officials at the higher levels were taken in to consideration. Panchayats which stand in a moderate range in terms of its performance were selected as suggested by the Officials. Even though the sample size considered was smaller the sample Panchayats, are by and large ‘representative in nature’. However, as the purpose of the sample verification is to assess performance of the Panchayats a slight edge is given in favor of the relatively better performed Panchayats.

The performance of the Panchayats is evaluated and assessed based on certain indicators like the framework criteria, its implications, accountability, transparency and aspects related to functions, finances and functionaries. To serve this purpose ground verification was undertaken for which a structured questionnaire was used and all the major

stakeholders were considered. State level officials, District level officials, officers at the AG office, at the Local Fund office etc were consulted. Field works were carried out to verify the case studies that the Panchayats provided. In some cases local citizens' response and the level of efficacy towards the local Panchayats were collected.

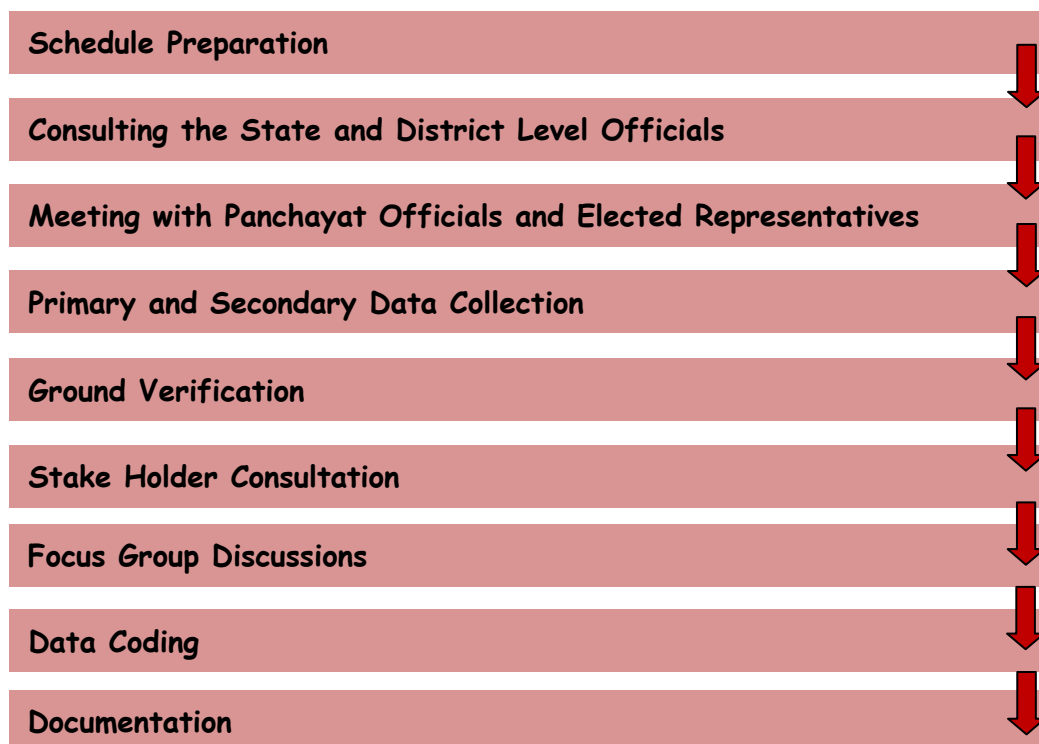
The list of Panchayati Raj Institutions taken for Survey is produced below:

Sl No	Zilla Parishads	Panchayat Samithis	Gram Panchayats
1	Tonk		
2	Ajmer		
1		Tonk	
2		Newai	
3		Bhinay	
4		Deoli	
1			Dhikolia
2			Dooni
3			Mehandwas
4			Santhli
5			Chandlai
6			Narwar
7			Rajwas
8			Bharni
9			Benthali
10			Badali

First hand informations, existing reports, existing literature, and websites were referred for drafting the report. Panchayat offices were contacted for information and focus group

discussions (FFD) were conducted. Discussions were held with various committees and stakeholders.

Methodology Flow Chart



Panchayati Raj in Rajasthan

Among the states in India, Rajasthan has the distinction of being the pioneer in the introduction of Panchayati Raj, a three tier system of representative Government and it was inaugurated by Jawaharlal Nehru, the first Prime Minister of India. However, the Village Panchayats were established throughout the state when the Rajasthan Panchayats Act, 1953 was enacted. The other two levels of Government, Panchayat Samitis at the block level and Zilla Parishads at the district level came in to existence in 1959, based on the provisions of the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1959. In addition to this, certain provisions of the Rajasthan Panchayat Act, 1953 were amended to integrate the three levels of administration in to a vertically structured form of governance. In the pre amendment phase there are two set Acts and Rules for Panchayats in Rajasthan. In accordance with the 73rd constitutional amendments, the Rajasthan Panchayati Raj Act was passed in 1994. A major amendment on the State Panchayat Raj Act was held on 2010. As par as the structural anatomy of the Panchayati Raj system is concerned, there is no major difference in the pre and post constitutional amendment phase in the State. Gram Panchayats are the basic unit of governance and it constitutes of directly elected *Sarpanch* and a team of ward *Panchs*. Section 78 of the Act provides for a Secretary in each Panchayat. The functions and responsibilities of the Secretaries are also listed in the same Section of the Act. There was a provision in the Act which says “*It shall be the duty of the Secretary of every Panchayat subject to the control of the Sarpanch*” but this provision had been deleted by notification on dated 6-1-2000. The Secretary is the custodian of all records, registers, and accounts of the Panchayat Fund and to perform all functions and duties as prescribed by Act and rules. Against the total requirement of Secretaries for 9177 Gram Panchayats there are only 8725 Secretaries. In Rajasthan at present, there is a shortage of 452 Secretaries and their shortage is concentrated in the Gram Panchayats of tribal and desert districts. The situation has been improved over a period of between first and fourth state finance commissions. During the period of first finance commission, only 36.66 percent of Gram Panchayats had own

secretaries whereas at present more than 95 percent of them have secretaries. As part of the policy for strengthening the Gram Panchayats 18354 post of Lower Division Clerk (LDC) were sanctioned but the post has yet to be filled. Mainly, there is only one staff in the Gram Panchayat, the Secretary who is known as *Gram Sevak* and with the introduction of MGNREGA there is one more staff (*Rozam Sahaya*) in majority of the Panchayats. The same trend is noticed in the all 10 selected Gram Panchayats in the State. The staffing is concerned it is noticed that they are appointed under regular system with recruitment rules by the District Establishment Committee. During the field work it is noticed that in all the selected 10 Gram Panchayats have their own Secretaries. The Gram Panchayats are not vested with any power of appointment, transfer and disciplinary action of any staff at any level.

At the block level, there is Panchayat Samitis and the implementation of all the major rural development programmes are vested with the Panchayat Samitis. The Panchayat Samitis have certain specific peer group responsibility over Gram Panchayats. It is headed by an elected representative known as *Pradhan*. The *Vikas Adhikari* is in charge of day to day administration and he /she is assisted by a team of technical and ministerial staff (Block Elementary Education Officer, Engineers, Extension Officers, Accountants and Junior Accountants). Section 79, 80 and 81 of the Act deal with the staffing pattern, the role clarity and powers and functions of the staff of the Panchayat Samitis. The staff strength may vary among the Panchayat Samitis without affecting the core structure of the staff pattern. Among the four sample Panchayat Samitis the number of total staff varies from 22 to 13. The power of appointment, transfer, and disciplinary action of anganwadi worker and accredited social health activist (ASHA) are being exercised by the Panchayat Samitis. The Zilla Parishad is at the district level and it consists of Zilla *Pramukh* and other elected members from territorial constituencies. The Chief Executive Officer (CEO) of Zilla Parishad is the Project Director of District Rural Development Agency (DRDA) and is assisted by a team of professional experts. Though the designation and number of major posts are almost same in both the districts, the total

number of staff strength may vary among the districts. Being an under developed district, the number of total staff reported in Tonk Zilla Prashid is less than that of in Ajmer Zilla Parishad. The power of appointment, transfer, and disciplinary actions of primary school teachers and para teachers, agriculture extension officer, agriculture extension worker welfare extension officer are vested with the Zilla Parishad. In some other cases, it is vested only with transfer and disciplinary matters (medicinal officer, veterinary officer, BDO, welfare extension officer, Gram Panchayat extension officer, and village worker) but in majority cases minor disciplinary action is exercised by the Zilla Parishad .

At present, there are altogether 9177 Gram Panchayats, 248 Panchayat Samitis and 33 Zilla Parishads in the State. The statistics on the number of elected representatives for the entire State at each level of Panchayat shows as follows; 103052 Gram Panchayat members, 5279 Panchayat Samiti members and 1014 Zilla Parishad members. Out of the total members 50 percent of them are women, 17.20 percent Scheduled Caste (SC) and 12.60 percent are Scheduled Tribes (STs). The percentage of members from the SCs/STs in the Panchayats is equal to their respective size in the total population. At the State level as it is reported the actual representation of women comes around 54.60 percent and the simple inference is that in some cases women got elected from general constituencies. However, in a few cases, when the 50 percent women representation works out at the individual Panchayat level it is less than the 50 percent as it is observed during field work. However, it is cleared that it may be due to the practical problems related to the application of rotation system and the problems related to workout the fraction of odd numbers and the deficiency in number is adjusted either at the block level or at the district level.

After the constitution amendments first Panchayat elections were held on January and February 1995 and since 1995 onwards regular elections were conducted without any delay. The last elections were held on January –February, 2010. As per the Constitutional requirement, State Election Commission is in place for conducting Panchayats elections, which is in par with a judge of the High Court in respect to emoluments, service

conditions and the provisions for removal. It shows the independent position and status of the Commission to overcome any form of pressure. So far Electronic Voting Machines (EVM) was not introduced in the Panchayat elections. In 2009-2010, four Panchayat Samitis were dissolved. It is reported that 75 members including Sarpanchs from Gram Panchayats were suspended. The corresponding figure at Panchayat Samiti and Zilla Parishad is two and one respectively. As far as removal from the post is concerned, 101 is the number from the Gram Panchayat. The respective share from the Panchayat Samiti and Zilla Parishad is nine and one.

There are six Standing Committees at each level of the Panchayats but in many cases these are really not functional. The State Government has fixed dates /days for convening meetings of standing committees on a regular basis. Gram *Sachivalaya* (Village Secretariats) at the Gram Panchayat level has been constituted and fixed dates for grievance redressal meeting. The State has adopted a detailed decentralized planning process for the preparation of annual and five year plans of the district. However, due to the absence of detailed rules of the functioning of DPC, in practice the planning exercise is still with the district level officials. Though the disciplinary authority to impose minor penalties is vested with the Panchayats, rarely it is exercised. It is mainly due to two reasons. One is that, majority of them are not aware of the power to exercise disciplinary and the second is the hesitation on the part of the Panchayats to take such actions against the functionaries. As per an order issued on 2nd October 2010 by the government, issues related with devolution of functionaries became clearer. Day to day supervisory control of staff (transfer within the district/block, imposition of minor penalties, annual performance appraisal) has been vested with the Panchayats. The other powers such as appointment, service conditions, promotions, inter district transfer and major penalties are exerted by the line department.

Recently, some initiatives have been taken for strengthening Panchayats. Out of 33 districts, one District, Tonk was selected for effective implementation of powers devolved to PRIs during 2011-2012 and it is proposed to replicate the experience to other

32 districts in Rajasthan. It is also taken two model Gram Panchayats, one male headed and one female headed, from each Panchayat Samitis for replicating the experiences by other Panchayats . Another decision was the selection of total 21 performance indicators for the model Panchayats and monthly review of the progress of performance. The State Government has directed the line departments not to undertake implementation of the transferred activities at the department level and also asked not to issue any directions or order to the transferred functionaries, directly. The finance commissions in the State could realize that one of the reasons of poor functioning of Panchayats is the lack of resources. Most of the Panchayats suffer from resource crunch and are completely dependant on the State assistance. In this context, the development of creating '*Panchayat window*' is price worthy and it has been created by coupling the budged head of Panchayati Raj department with sub heads of Zilla Parishath and Panchayat Samiti. It is argued that the provision of '*Panchayat window*' has not been properly acknowledged and a major share of the fund is going again to the line departments. The Third State Finance Commission (SFC) has recommended transfer of the amount to the Panchayat as 'untied fund'. Though the recommendation has been accepted by the State Government, the conditionalities extended by the Government diluted the concept of 'untied fund'. The Fourth State Finance Commission (SFC) has been constituted in April 2011. A provision of Rs. 861.60 crore for two years (2010-2011 and 2011-2012) has earmarked by the State to the Panchayats as per the recommendations of the 4th State Finance Commission (SFC). It is reported that the recent awards of the Central Finance Commission (CFC) has been released to the Panchayats by the State Government. In 2009 the State Government has taken some serious initiatives towards in the devolution of powers to the Panchayats. The present Chief Minister in his budget speech for 2011-2012 has emphasized the importance of fiscal devolution in favour of Panchayats. Under the '*Panchayat window*' in the budget, the fund flow of five departments is clearly demarcated to enable them to discharge the transferred functions. For PESA region, allocation of income from sales of minor forest produce has been given to the Panchayats

in the forest area. The State also announced incentive based grant for encouraging the Panchayats to mobilize resources from own sources.

Though Rajasthan State had started an inspiring journey towards local democracy and governance in 1959, it is noticed that not much devolution took place in the post 73rd amendment phase. However serious attempts are being made to clear backlog of the developments in devolution. Now, Rajasthan has started moving forward with 5th position as per the cumulative devolution index prepared by MOPR /IIPA and it is at the top while ranking in terms of the incremental performance index in 2010-2011.

Gram Sabha

According to the Rajasthan Panchayat Raj Act, there are two mandatory meetings in every year, one in the first and the other in the last quarter of the financial year. It is mentioned that certain specific documents are to be placed before the Gram Sabha meetings of the first and second quarter. The annual statement of accounts of the preceding year, a report on the administration of the preceding financial year, the development and other programmes proposed for the financial year, the last audit report and replies made thereto are listed to be placed in the first quarter whereas a statement of expenditure, physical and financial programmes, proposals of change, and budget of the Panchayat are in the last quarter. The quorum for a meeting of the Gram Sabha is one tenth of the total number of members. And out of which, the Scheduled Castes, Scheduled Tribes and Backward Classes and Women should be in proportion to their population. It is the duty of the Sarpanch to convene the meetings and he /she is one who has to preside the meeting of the Gram Sabha. In the absence of the Sarpanch, the Up-Sarpanch is empowered to perform the duties. It is provided that any resolutions within the prescribed limit with the majority of the members present and voting can be passed as the official resolution of the Gram Sabha. A wide range of functions have been listed in Section 8E of the Act. And the major functions are the approval of plans for social and

economic development, identification and selection of beneficiary list, BPL list, conducting social audit, formulation and approval of development plans for *Abadi lands* and other functions related to wellbeing of the local community. It is envisaged that the minutes shall be read out approved and signed by the members of the Gram Sabha at the end of the meeting. During the discussion at the State level it is revealed that there is a system in the State to monitor and ensure the mandated quorum of the Gram Sabha meetings in each Panchayat. It is reported that in case of non-convening of Gram Sabha actions are taken by the State. On 2000, a separate section on Ward Sabha was substituted in the State Act. Since there are elaborate provisions for conducting Gram Sabha in the Section 8A Chapter II A of the Rajasthan Panchayat Raj Act, separate guidelines are issued as per the provisions in the Act. The State has recommended for *Gaurav Gram Sabha* in 2011-2012. It is reported that Gram Panchayats have sufficient funds to convene Gram Sabha meetings and for videography/photography of such meeting. The State has introduced two recent steps to mobilize community and it is known as (1) *Gram Sachivalaya* and (2) *Redressal of Public Grievances on a Weekly Basis*. Gram Sachivalaya was introduced at Panchayat level throughout Rajasthan from 1st April 2011. Under this system, field official of respective departments at Panchayat level assemble on 5th, 12th, 20th and 27th of every month for delivery of public goods and redressal of their grievances. All grievances up to Panchayat level are sorted out at local level and remaining matters pertaining to electricity, water and connectivity are forwarded to concerned sub divisional officer for sorting them in Mandy Meetings where block level officers meet every week for setting such grievances. Progress is being made every week. It seems to be as an effective system of delivering public goods with grievances disposal at local level. It has been properly linked two right based progressive legislations of *Lok Sewa Gurantee Act* and *Jan Sunwai Act*. It is also reported that *Mahila Gram Sabha* has organized in all Panchayats on 19 November 2012 as *Mahila Sabha*. It is constituted in every Panchayat for discussing women's issue every quarter, as reported. The following information has been gathered from the selected Gram Panchayats,

(a) The rate of participation of Grama Sabha in all the sample Gram Panchayats are more than 10 percent during the last two years. (*Ref. Annexure No.1*)

(b) Generally, four Gram Sabha meetings and two special Gram Sabha meetings were conducted except in two Gram Panchayats where three Gram Sabha and one special Gram Sabha were held.

(c) All cases except three have reported that there are sufficient funds for conducting Gram Sabha Meetings and for videography/photography of such meeting. The expenditure for conducting Gram Sabha are all met from own fund. There is a case in which the expenditure had met by the Sarpanch (Badali Gram Panchayat in Ajmer District).

(d) All the sample Gram Panchayats have made certain measures to promote people's assemblies below Gram Sabha, and they are Ward Sabha, Mahila Sabha. In addition to this, in some Gram Panchayats, health and education committees are also in operation to mobilize local participation and support. In one Gram Panchayat (Newai in Tonk District) has organized unit of Nehru Yuva Mandal to organize youth and in another Gram Panchayat (Badali in Ajmer District) has organized a mass campaign for grass root planning. Since the Gram Panchayat is located near to town area it is attempted to prepare a document on spatial planning.

(e) When it is asked "how much you need for conducting Gram Sabha in your Panchayat for a year", the average amount was reported as Rs. 10,000, with a range of between Rs. 3,000 to Rs. 30,000.

(f) Identification of felt needs for village level planning & budget, passing of budget and accounts, conducting social audit and preparation of labour budget under MGNREGA, BPL list & beneficiary list are the major assigned roles of the Gram Sabha and it is being performed in all the selected Gram Panchayats. However, it is noticed that all these activities are not in a uniform pattern and among Panchayats. The intensity, participation and quality differ among the sample Panchayats.

(g) It is observed that not even a single selected Gram Panchayat has been recommended for Gaurav Gram Sabha. One Gram Panchayat (Dooni in Tonk District) had *Pariwar Kalian Pursakar Rasi* (award for encouraging family planning).

Transparency and Anti –Corruption

Rajasthan is the trend setter in transparency and anti -corruption initiative in the country and recent developments in the area has been encouraging. All the levels of the Panchayats have information officer to provide information under RTI Act. There are designated officer under RTI at al level, at Gram Panchayat level there is Secretary (Gram Sevak), Block Development Officer at Panchayat Samiti and Chief Executive Officer (CEO) at Zilla Parishad. It is important to note that all the elected head of the Panchayats serve as the first appellate authority under RTI Act. Sarpanch is at the Gram Panchayat level, Pradhan at the Panchayat Samiti level and Pramukha at the Zilla Parishad. And in all the three cases, State Information Commission is the Second appellate authority under RTI Act. It is seen that details of different schemes are displayed in the buildings of Gram Panchayat and Panchayat Samiti. There are different institutions to engage complaint from public. There is Ombudsman to undertake complaints regarding MGNREGA, Lokayukta and other Government agencies for the same purpose. It is the practice in the State that annual reports are being submitted every year to the respective authorities by the Panchayats. The State has made a detailed policy package for the discloser of information by the Panchayats to the local citizen and there are display boards and web site in all the offices of the Panchayats. As part of the policy package the following recent initiative has been under operation.

1. Standardized stationary consisting of Model Panchayat Meeting Register, Cash Book, Receipt Book, *Patta bahi*, of 3 types for allotment of land free of cost, concessional price, by auction dully certified by BDO supplied to all the 9177 Panchayats to ensure transparency and prevent defalcation in records.

2. Preparation of record keeping guidelines and proposals for Record Rooms at district and block level for proper maintenance of record. Website of 12 Model Panchayats are under preparation.

3 .Panchayat *chupal* proposed in Model Panchayats for motivation at grassroots level for ensuring achievement of performance indicators.

4. Website of 12 Models Panchayats are under preparation.

All the sample Panchayats have reported that information under RTI Act is provide by the respective Panchayats. All the Secretaries and Sappanchs are aware that they are the designated officers and first appellate authority respectively under the RTI Act. Whereas the second appellate authority is concerned the understanding of the Panchayats is different from the understanding of the State officials. The State official reported that State Information Officer is the second appellate authority whereas it is the understood as 'BDO' by all the selected Gram Panchayats . Lack of clarity is also observed in the case of the second appellate authority among the Panchayat Samitis and according to the State officials it is the State Information Commission whereas the understanding of the Panchayat Samitis differs. In two cases it is reported as the 'Zilla Pramukh', one case each as the 'District Lokyukta Samiti'and the 'CEO'. However, among the Zilla Parishads no such confusion is noticed.

Among the sample Gram Panchayats only four have taken action on the case under RTI. Among them, the Deoli and Mehandwas Gram Panchayats in Tonk District had received 11 and three complaints against the Panchayat Secretaries respectively. In other two Gram Panchayats, Santhli and Tonk in Tonk District had received one compliant each against Panchayat secretary and elected representative respectively. Among the selected Panchayat Samitis only one (Deoli Panchayat Samiti in Tonk District) had reported cases for action and it is received 10 complaints against local community. Among the two Zilla Parishad, only Ajmer District had taken the case of action under RTI and the number of complaints received is 136 and all the complaints are against Panchayat officials.

As it is reported by the State officials, all the sample Panchayats had submitted annual report to their respective authorities in 2011-2012 and in majority of cases it was submitted by the month of April 2012. In the case of Gram Panchayats, the modes used for disclosure of information are through the display in notice boards and wall writings whereas in other two tiers website is also used for the purpose. In Tonk Zilla Parishad through the service of Public Relation Officer (PRO) the disclosure is made. Except one (Narwar Gram Panchayat) all other selected Gram Panchayats, Panchayat Samitis and Zilla Parishads have made provisions of Citizens' Charter at Panchayat level and it is noticed that the Charter has all basic information such as list of services , procedure for obtaining the service, time required for providing the service and grievance redressal of citizens .

Physical Infrastructure of Panchayat & E-Connectivity.

All the Gram Panchayats (98.77 %), all the Panchayat Samitis (100 %)and all the Zilla Parishads (100%) are housed in proper building in the State of Rajasthan. The recently completed *Rajiv Gandhi Sewa Kendra* at Gram Panchayat and Panchayat Samiti level has been contributed for such an achievement. At present, only 12 percent of the Gram Panchayats have e- connectivity and 17.17 percent have telephone connection. All Panchayat Samitis and all Zilla Parishads have well established with all kind of modern e-connectivity system. It is reported that regular on line uploading of data is taking place with the support of Information Communication Technology (ICT). In the process of computerization, the Panchayats are being equipped with technical, hardware and connectivity support. Computers and internet are being installed along with appointment of a computer operator in every Gram Panchayat. It is reported that other software applications such as Local Government Directory, Panchayats Profiler, Asset Directory, Action Soft for Social Audit & Training Management, Panchayats Portal and Service Plus are under progress at different levels. Attempts are being made that e- banking facilities will be extended at the Gram Panchayat level with the help of NABARD. After

this, as it is reported, all information related to agriculture and revenue departments will be made available at Gram Panchayat level. Technical information related to agriculture department, training to farmers, banking facilities and delivery of public services will also be available at the Panchayats. At the Panchayat Samiti level computer training is being given by the Rajasthan Knowledge Corporation by the Government of Rajasthan. However, at the State level, there is no specific data on how many of the services are delivered to local citizens by the application of ICT.

All the selected Gram Panchayats have pucca building (*Ghar*), telephone connection and sufficient furniture except one (Neeai in Tonk District) where it is reported that lack of furniture. It is calculated that on an average one Gram Panchayat is having four tables and 40 chairs. In some cases, cupboard are also available. In one Gram Panchayat (Badali in Ajmer District), 70 chairs and 11 tables are seen whereas another one (Deoli in Tonk District) has only one table and six chairs. Except two (Chandalai in Tonk District and Narwar in Ajmer District) all of them having computers .Two Gram Panchayats have scanners (Tonk and Benthali) and internet facilities (Dooni in Tonk District and Badali in Ajmer District). All the selected Panchayat Samitis are connected by e mail and also equipped with well trained staff. Moreover, the Panchayat Samitis are provided by technical support, hardware, and connectivity. Only two software applications (*Plan plus* and *PRIA*) had been adopted in the Panchayats. There is no other software support and none of the Panchayat has developed its own software for the functioning of the Panchayats. No Panchayat Samiti from the sample has been nominated for e-connectivity. At the Zilla Parishad level the software application and e -connectivity is well developed with the GIS support for watersheds and Zilla Pariahad Portals. Among the two Zilla Parishads, Ajmer is far ahead than Tonk in developing infrastructure and e-connectivity.

Social Audit

The State is in the forefront setter and relatively advanced in the domain of social audit. Once in every six months it is conducted for the schemes of MGNREGA and once in a year for the other schemes of SSA and IAY the social audit reports are available and regularly it is being uploaded in the website of MGNREGA. The action taken report (ATR) is widely discussed in the Gram Sabha. Social audit teams are available at the State and sub state level. Since efforts of social mobilization are already made, certain amount of activism and vibrancy could be visible while discussing the issues of social audit report in the Gram Sabha. As part of awareness and capacity building exercise, the SIRD has conducted training programme on social audit for the elected representatives, official and local citizens. As a recent imitative with respect to social audit, a Mannual for Social Audit -2012 has been published in November 2012. The primary data from the selected sample Gram Panchayats adores the information collected from the State officials. All the sample Gram Panchayats have conducted social audit in their respective area on MGNREGA and majority of them have extended it to other rural development schemes. At the Gram Panchayat level an administrative structure consisting of one representative of the Gram Panchayat (in many cases the Sarpanch), five local citizens (per village one person each) and a technical staff from the Panchayat Samiti has been noticed for conducting social audit. There is a block level officer who is designated as charge officer to head the administrative structure for conducting the social audit. The presence of such units for conducting social audit was reported in all the selected Gram Panchayats. Photo copies of the social audit are available for public as per demand. At the block level training programmes on social audit were conducted for elected representatives, officials, local citizens and communities based organizations.

Parallel Bodies

In the State the major Parallel bodies have been merged with the Panchayats. The DRDA may be one such case, where it is ‘merged with Zilla Parishad’ and also stands as an unit of the Zilla Parishad, keeping to be appropriate for certain technical and administrative formalities. It is chaired by the President of the Zilla Parishad. Different pattern is followed in other cases of parallel bodies. The District unit of Water and Sanitation Mission (Sanitary Mission), District unit of NRHM, ITDP, SSA and District Agriculture Corporation are made with separate identity having functional relational linkages with Zilla Parishad. Again, these bodies are chaired by the President of the Zilla Parishad. As a recent development in the State, the committees of five major line departments have been notified as to function under the PRIs. At the village level also the similar pattern has been followed. All the parallel bodies have been brought under the administrative and financial control of the Gram Panchayat and these bodies are chaired by the Sarpanch of the Gram Panchayat except joint forest management committee and watershed development committee. These two parallel bodies are kept outside the domain of Gram Panchayats as per the data collected from the sample Gram Panchayats. The Panchayat level information collected during fieldwork adores the data collected from the state officials.

Autonomy of the Panchayats

Autonomy of the Panchayats has been analyzed to understand whether the Panchayats are moving in the direction towards the institutions of self government as envisaged by the Constitution and to measure the velocity in the movement. Since there is no direct variable one has to construct proxy variables such as the existence application of the provisions for the suspension of elected representatives /head of the Panchayats, resent of resolutions for reconsideration and dismiss/suspend/dissolve/quash of the elected body. It may be hypothesized that the autonomy of the Panchayats are at a higher rate either in the

absence of the above mentioned provisions in the respective State Acts or not being in exercise of the provisions. In other words, higher the autonomy of the Panchayats, less the provisions for suspension, resent, dismiss, supersede, dissolve, and quash. The Section 38 on 'Removal and Suspension' under Chapter three, deals with the above mentioned provisions. The following part in the State Act may work against the autonomy of the Panchayats.

- (1) The State Government may, be order in writing and after giving him and opportunity of being heard and making such enquiry as may be deemed necessary, remove from office any member including a Chairperson or a Deputy Chairperson of a Panchayati Raj Institution, who-
 - (a) refuses to act or becomes incapable of acting as such; or
 - (b) is guilty of misconduct in the discharge of duties or any disgraceful conduct:

Provided that any enquiry under this-sub section may, even after the expiry of term of the Panchayati Raj Institution concerned be initiated or, if already initiated or, if already initiated before such expiry, be continued thereafter and in any such case, the State Government shall, by order in writing, record its findings on the charges leveled.

- (2) The Chairperson or the Deputy Chairperson removed under Sub-sec. (1) may at the discretion of the State Government also be removed from the membership, of any of the Panchayati Raj Institution concerned
- (3) The member or the Chairperson or the Deputy Chairperson removed under Sub-sec. (1) or against whom finding have been recorded under the proviso to that sub-sec, shall not be eligible for being chosen under this Act for a period of five years from the date his removal or, as the case may be, the date on which such findings are recorded

(4) The State Government may suspended any member including a Chairperson or a Deputy Chairperson of a Panchayati Raj Institution against whom an enquiry has been initiated under Sub-sec. (1) or against whom any criminal proceedings in regard to an offense involving moral turpitude is pending trial in a Court of law and such person shall stand debarred from taking part in any act or proceeding of the Panchayati Raj Institution concerned while being under such suspension (Provided that the State Government may also suspend any Panch on the recommendation of the Ward Sabha or a Sarpanch on the recommendation of the Gram Sabha, but the State Government shall do so only when a resolution to that effect passed by a Ward Sabha, or a Gram Sabha, as the case may be, is referred by the State Government to the Collector for convening a special meeting of the Ward Sabha or the Gram Sabha, as the case may be, for finally ascertaining the wished of the members and the members present in the meeting so convened by the Collector presided over by his nominee, reaffirm the resolution seeking suspension of the Panch or the Sarpanch, as the case may be, by a majority of two-third of the members present and voting), Providing further that no resolution seeking suspension of the Panch or Sarpanch shall be moved or passed before the completion of tenure of two years by a Panch or a Sarpanch, as the case may be. The decision of the State Government on any matter arising under this section shall, subject to any order made under Sec. 97, be final and shall not be liable to be questioned in any Court of law.

The recent data at the State level on the number of members of the Gram Panchayats /head of the Panchayats who have been suspended is 75 for a period of seven years. Only a few members (two and one) are from Panchayat Samitis and Zilla Parishads respectively had been suspended. Again during the same period, 101 Sarpanch/Panch was removed. As in the case of removal, there are nine from the Panchayat Samiti and only one from Zilla Parishad .A positive trend has been noticed that all together, the number of

cases of suspension and removal has been reduced considerably in 2011-2012 and during the current year. During the field work, not even a single case of suspension or removal has been noticed from any of the sample Panchayats from the State.

Functions of the Panchayats

Activity mapping for the transfer of functions have been completed in the State of Rajasthan on 2011. As per the Government Order, functions of 29 department with functionaries and funds of 18 departments were transferred to the Panchayats Raj Institutions. It is noticed that primary education was fully transferred to the Panchayats whereas some other subjects/ different activities under the same subject were transferred to different tiers of Panchayati Raj Systems. However, the Third State Finance Commission (2008) expressed dissatisfaction on above facts. The Commission made a comment that “the Panchayati Raj Department has submitted to this Commission that 18 subjects have been transferred to the PRIs but on a closer scrutiny the above claim has not been found correct and sustainable. This shows that the State Government has so far not involved the PRIs in the basic activities of enumerated above departments under schedules 1, 11 and 111.” (The 3rd SFC, 2008) In 2009, as part of the Golden Jubilee Celebrations of Panchayati Raj in the State, certain initiative has been taken. It is worthwhile to mention one, significant order on complete devolution of five departments namely, 1) elementary education, 2) medical and health, 3) agriculture, 4) social justice and empowerment and 5) women and child development.

Status of Activities transferred as the list of 29 Subjects of 11 Schedule in State of Rajasthan

Sr No	Subject	Funds	Functions	Functionaries Staff
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, dairying and poultry	×	✓	×
5.	Fisheries	✓	✓	✓
6.	Social Forestry and farm forestry	✓	✓	✓
7.	Minor forest produce	✓	✓	✓
8.	Small scale industries, including food processing industries	×	✓	×
9.	Khadi village and cottage industries	×	✓	×
10.	Rural Housing	✓	✓	✓
11.	Drinking Water	✓	✓	✓
12.	Fuel and fodder	✓	✓	✓
13.	Roads, culverts, bridges, ferries, waterways and other means of communication	✓	✓	✓
14.	Rural electrification including distribution of electricity	×	✓	×
15.	Non conventional energy sources	×	✓	×
16.	Poverty alleviation programme	✓	✓	✓
17.	Education including primary and secondary schools	✓	✓	✓
18.	Technical training and vocational education	×	✓	×
19.	Adult and non-formal education	×	✓	×
20.	Libraries	×	✓	×
21.	Cultural activities	×	✓	×
22.	Markets and fairs	✓	✓	✓
23.	Health and sanitation including hospitals primary health centers and dispensaries	×	✓	×

24. Family Welfare	×	✓	×
25. Women and Child Developemnt	✓	✓	✓
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	✓	✓	✓
29. Maintenance of community assets	✓	✓	✓
	18	29	18

Source: Data furnished from the Govt. of Rajasthan

Centrally sponsored Schemes and State Schemes

Actual involvement of the Panchayats in the implementation of flagship programmes has been examined. There are schemes of watershed development programmes, MGNREGA, IAY ,SGSY, ICDS, SSA, National Programme of Nutritional Support to Primary Education(MDM), NSAP, Central Rural Sanitation Programme(CRSP), and other state sponsored schemes in which Panchayats are actually involving. There are certain other schemes where Panchayats have no role in implementation and these schemes are National Horticulture Mission, Macro Management of Agriculture Scheme, Micro Irrigation, NRHM, ARWS and PMGSY.

National Finance Commission

Under the National Finance Commission for a period of six years (2007-2008 to 2012-2013) 11 installments were received from the government of India. The total amount is estimated as Rs.2034.69 crore and the full amount were transferred to the Panchayats with in record time of less than 10 days. It has taken less than seven days from 2010-2011 on wards and this is due to the introduction of electronic transfer system. Data from all the ssmples Panchayats shows that all of them had received the award from the National

Finance Commission. The average amount per Gram Panchayat is estimated as Rs.12.88 lakhs for a period of three and a half years (2009-2010 to 2012-2013) in seven installments. The corresponding figure had been received by a Panchayat Samiti and a Zilla Parishad is Rs.70.46 lakhs and Rs.111.42 lakhs respectively. The total amount received by one Gram Panchayat (Rajwas in Tonk District), one Panchayat Samiti (Deoli in Tonk District) and one Zilla Parishad (Ajmer District) from the sample size is given to understand the fund (NFC award) flow from state to the PRIs. (Refer Table No.1). Here, it is interested to note that Rajwas Gram Panchayat, Deoli Panchayat Samiti and Ajmer Zilla Parishad have received an almost equal amount where their average respective counterparts had received. *(The total amount received by each sample Panchayats is given in the Annexure No.2.i, 2.ii and 2iii)*

Table No.1: Total amount received by one each sample Panchayats (Gram Panchayat, Taluk Panchayat and Zilla Panchayat) from National Finance Commission Award

Tier	Name of the Panchayats	Year	Date	Amount (Rs.)
Gram Panchayat	Rajwas	2009-2010	22-08-2009	99699
		2010-2011	22-12-2010	99699
		2010-2011	27-07-2010	168823
		2010-2011	31-01-2011	153629
		2011-2012	26-09-2011	207350
		2011-2012	2/2/2012	71907
		2011-2012	6/3/2012	215189
		2012-2013	27-07-2012	228260
Total				1244556
Panchayat Samiti	Deoli	2009-2010	21-08-2009	990438
		2009-2010	13-03-2010	990438
		2010-2011	23-09-2010	875735
		2010-2011	31-01-2011	796922
		2011-2012	2/8/2011	1075587
		2011-2012	20-03-2012	1119961
		2012-2013	27-07-2012	1186953
Total				7036034

Zilla Parishad	Ajmer	2009-2010	21-09-2009	1706010
		2009-2010	21-01-2010	1706012
		2010-2011	28-07-2010	1525755
		2010-2011	31-01-2011	1388442
		2011-2012	2/8/2011	1873948
		2011-2012	6/3/2012	1951259
		2012-2013	23-11-2012	2067977
Total				12219403

Source: Data collected from Rajwas Gram Panchayat, Deoli Panchayat Samiti & Ajmer Zilla Parishad

State Finance Commission

The first State Finance Commission for the State of Rajasthan was constituted in April 1994 and submitted the report on December 1995. The report was laid before the State legislature on March 1996. The second and third SFCs were formed on the due dates of May 1999 and September 2005 and submitted the report on March 2001 and February 2008 respectively. Again, these two reports were laid before the legislature on record time. The fourth SFC was constituted on April 2011 and submitted two interim reports, first one was on July 2011 and the second one was on September 2012. And the two interim reports were laid before the legislature. The State of Rajasthan needs appreciation for constituting four SFCs with a frequency of a period of not more than five years and all the SFCs had submitted the respective reports without any substantial delay. Again it was noticed that there was no substantial delay in laying the same before the State legislature. More over, while launching the website of the fourth State finance commission the chief minister commented that “the state’s finance commission is the country’s first commission on which people can post suggestions”. When the concerned officials of the State are asked to comment the most important recommendations of the last SFCs on which ATR is laid before the legislature, it is reported that “activities (subject as listed in the th Schedule of the Constitution and section 50, 51, 52 of the

Rajasthan Panchayat Raj Act,1994) need to be transferred to respective Panchayats. In the first phase health, elementary education, women child development, social justice & empowerment and agriculture departments have been transferred to PRIs by an order dated 2 .10.2010”.It is noticed that for a period of five years (2007-2008 to 2012-2013- still date) Rs 9844.00 lakhs were recommended as part of money transfer to Panchayats on account of the SFC recommendations. Out of which only Rs. 46945 lakhs (47. 69%) had been budgeted. The entire budgeted amount had been sanctioned and again the same had been released to the Panchyats. In 2011-2012 the recommended amount was Rs.46945.00 lakhs and the same amount had been budgeted, sanctioned and released. Data from all the selected Panchayats shows that all of them had received the award from the State Finance Commission. The average amount per Gram Panchayat is estimated as Rs.15.04 lakhs for a period of three and a half years (2009-2010 to 2012-2013) in seven installments. The corresponding amount received by a Panchayat Samiti and a Zilla Parishad is Rs.81.15 lakhs and Rs.139.07 lakhs respectively. The total amount received by one Gram Panchayat (Badali in Ajmer District), one Panchayat Samiti (Newai in Tonk District) and one Zilla Parishad (Tonk District) from the sample size is given to understand the fund (SFC award) flow from state to the PRIs. (Refer Table No2.) *(The total amount received by each sample Panchayats is given in the Annexure No 3.i, 3ii and 32.iii)*

Table No.2: Total amount received by one each sample Panchayats (Gram Panchayat, Taluk Panchayat and Zilla Panchayat) from State Finance Commission Award

Tier	Name of the Panchayats	Year	Date	Amount (Rs.)
Gram Panchayat	Badali	2009-10	9/5/2009	71790
		2009-10	22/9/2009	79688
		2010-11	1/6/2010	275267
		2011-12	17/9/2011	452567
		2011-12	21/3/2012	255675
Total				1134987
Panchayat Samiti	Newai	2009-10	21/08/2009	490772
		2009-10	29/3/2010	1363170
		2010-11	2/9/2010	2020208
		2011-12	2/9/2011	736227
		2011-12	23/3/2012	1571421
		2012-13	23/11/2012	2201749
Total				8383547
Zilla Parishad	Tonk	2009-10	21-8-2009	649000
		2009-10	29-3-2010	2670000
		2010-11	2/9/2011	2822000
		2011-12	2/9/2011	1028000
		2011-12	23-3-2012	2190000
		2012-13	23-3-2012	3068000
Total				12427000

Source: Data collected from Badali Gram Panchayat, Newai Panchayat Samiti & Tonk Zilla Parishad

District Planning Committee (DPC)

Rajasthan has a long history of decentralized planning at the District level. The provisions of the District Planning Committee have been incorporated in 120 of the Rajasthan Panchayat Act, 1994 and Rajasthan Municipalities Act, 1994. Detailed provisions relating to constitution, election powers, and functions of the District Planning Committees have been made in rules of 350,351 and 352 of the Rajasthan Panchayat Raj Rules, 1996. The DPCs have been constituted in all the districts. As envisaged in the

Constitution, the main function of the DPCs in the State is to consolidate the annual plan prepared by the Panchayat Raj Institutions and Municipalities in the District and to prepare Draft District Development Plan of the district as a whole for forwarding to the State Government. As a first step towards district planning, in 2006-2007 annual district plan was prepared by the DPCs on the basis of the plan allocation of Annual State Plan. Guidelines and formats were circulated to the districts for the construction of district plan and 17 sectors have been selected for the preparation of district plan. These sectors are agriculture, animal husbandry, ground water & drinking water, education, medical & health, rural development, sanitation, industries, roads & bridges, nutrition, urban development forest, cooperatives, water resources, and others like banking.

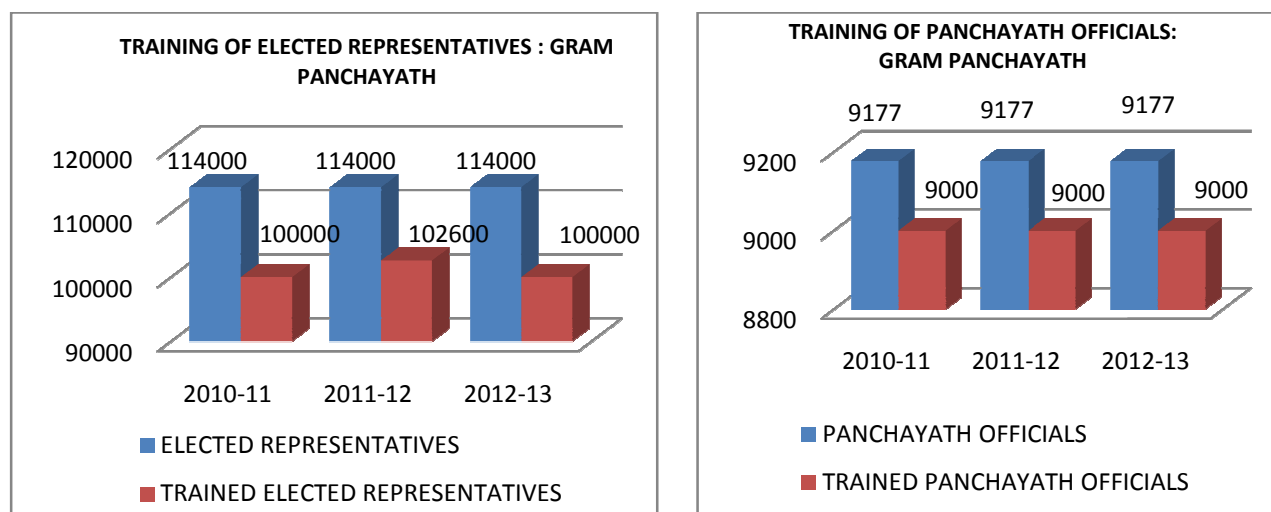
It is observed that DPCs are constituted, functional and holding regular meetings of once in three months for the planning purpose in two sample districts of Rajasthan (Ajmer and Tonk). The Zilla Pramukh is the Chairperson and Chief Planning Officer is the Secretary of the DPC. In Ajmer District there are 25 members in the DPC and out of which 14 are from Zilla Parishad , six from Municipalities and remaining are nominated members. Whereas in Tonk district, out of the total 22 members 16 are from the Zilla Parishad, four from the municipalities and remaining two are nominated. Both the DPCs have reported that they had conducted special meetings for integrating grass root rural and urban plans of the district. The two DPCs of Ajmer and Tonk have prepared and submitted an integrated district plan to the State Government for the year 2011-2012 and 2012-2013. It is reported that the district plans which are prepared by the respective DPCs form the part of the State plan. The district planning office in both the districts has a major role in the preparation of district plan whereas the other three offices of town and country planning, district and statistical office and district industry centre which have some potential and expertise in planning are kept outside the district planning process.

Capacity Building Framework

The State has its own capacity building framework to train the elected representatives and officials of the Panchayats. The institutional support for training is available throughout the year and usually it takes 90-100 days to complete the training of all the functionaries. The State Institute of Rural Development (SIRD) is the Apex Training Institution which prepares a five year Perspective Plan, along with Annual Training Plans following a Systematic Approach to Training (SAT) of PRIs in a Decentralized Cascade & Campaign Mode. This SAT cycle of Training & Capacity Building framework contains 5 stages i.e, (1) Training Need Assessment (TNA), (2) Training Module & Material Development (TMD) based Training Needs, (3) Training of Trainers (ToT), for State, District & Block training teams, (4) Training of PRIs at multi locations, (5) Training Impact Assessment (TIA) carried six months to one year after the training campaign. Each year the training campaign for PRIs is designed along with SAT cycle framework. The SIRD has empanelled 100-125 trainers for state level. At the district level there are three panchayat training centres and 12 NGO partners also assist training of district training teams at assigned venues and the number trainers per centre is 80-100. More than 1200 trainers are allocated at the rate of five trainers per block for the 248 blocks of the state. Three training centres are proposed to be launched in the year 2012-13 at Bharatpur, Bikaner and Kota. The recent training programmes are :- (1) Refresher training campaign-2012 focusing on convergence and team building with five devolved departments-viz- Elementary Education & Literacy & Continuing Education, Health, Agriculture, Women & Child Development, Social Justice & Empowerment, along with refresher inputs on RD & PR related schemes and Water & Sanitation programmes, (2) Refresher training campaign for PESA region on PESA Act, Rules (2011) and powers of Gram Sabha in PESA region, (3) Focused training campaign for elected women representatives through pooling of resources from UN women project (3 district) and PMEYSA for all districts of the State. Three training need assessment has been conducted. The topics of training are schemes and role of PRIs in Women and Child Development, Medical and Health, Social

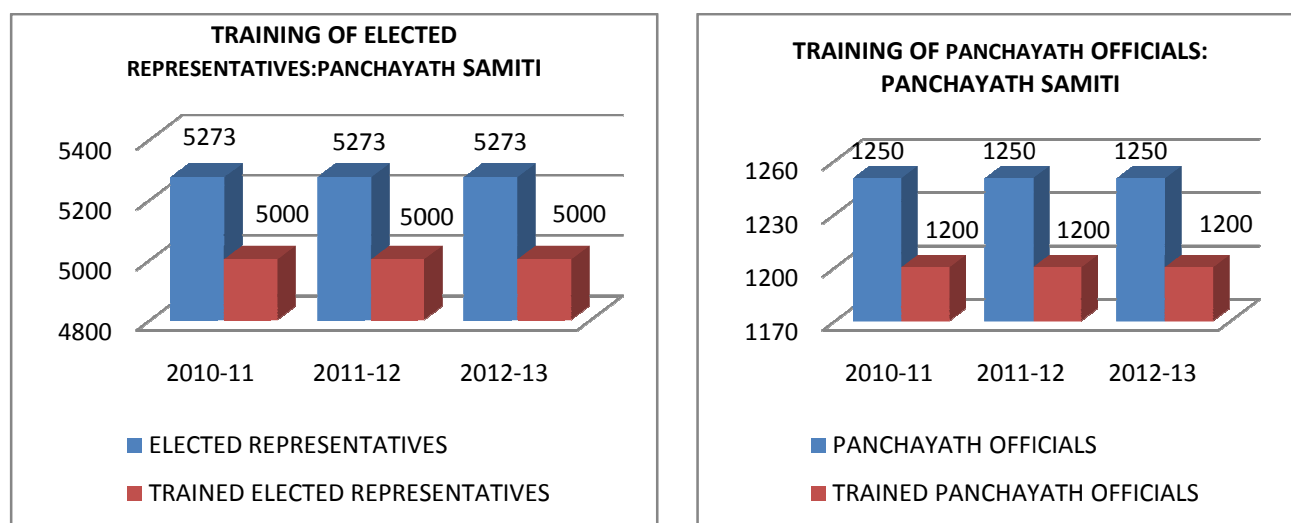
Justice & Empowerment, Elementary Education & Literacy & Continuing Education, Agriculture, Water and Sanitation and Rural Development and Panchayati Raj. Training materials are also provided in local languages and the materials provided include written materials, training films, film shows, CDs and IEC kit including posters & booklets. The various methods adopted for training include lecture method, role plays, brain storming, prashna pitari(quiz game), satellite based training, power point presentations, training films, group work, experience sharing, panel discussion with experts, problem solving, feed back session and evaluation form. There are 200 block centres for distance learning through satellite based training. From the official data on the participation of Panchayat functionaries on different training programme it is identified that in 2010-11, 97 percent of the elected representatives and 88 percent of the officials have been trained in Zilla Parishad. In the case of Panchayat Samithies 95 percent of the elected representative and 96 percent of the officials have been trained. In Gram Panchayats 88 percent of the elected representative and 98 percent of the officials have been trained in 2010-11. It is reported that 90 percent of members from Scheduled Castes and Scheduled Tribes have attend the training programme in 2011-12. The primary data shows that all the functionaries (both elected representatives and officials) from the selected Panchayats had undergone training on different subjects during last two years.

Diagram No. 1: Participation of the Training program by the Panchayat Functionaries in Gram Panchayats



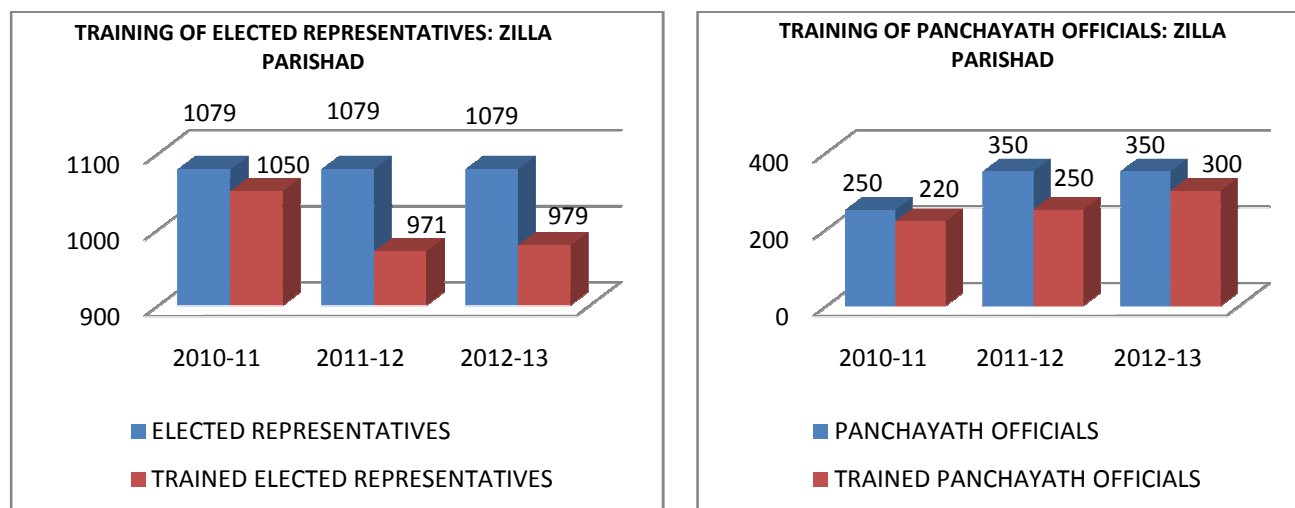
Source: Data Furnished by officials at the State level. Department of Panchayati Raj Govt. of Rajasthan

Diagram No.2. Participation of the Training program by the Panchayath Functionaries in Panchayat Samitis



Source: Data Furnished by officials at the State level. Department of Panchayati Raj Govt. of Rajasthan

Diagram No.3. Participation of the Training program by the Panchayath Functionaries in Zilla Parishads



Source: Data Furnished by officials at the State level. Department of Panchayati Raj Govt. of Rajasthan

In the selected Gram Panchayats all the elected representative and officials got training in all the selected Gram Panchayat. In the sample Panchayat Samitis all the elected representatives and 95 percent of the officials participated in the training process. In the two selected Zilla Parishads all the elected representatives and 93 percent of the officials participated in the capacity building process.

Out of the total Panchayats in the State, only 40.25 percent have conducted performance audit during the last financial year of 2011-2012. There was a good response for furnishing information for PEAIS in 2011-2012 and it is reported that 52.48 percent of Gram Panchayats, 54.03 percent of Panchayat Samithies and 36.36 percent of Zilla Parishads have submitted the information. It is reported that a three level structure had been constituted under PEAIS at State, District and Block for assessing the performance of the Panchayats. First, the Gram Panchayats may be asked to submit the relevant information in a structured format to the block level committee. The committee prepares the merit list and then verifies the records of the top five Gram Panchayats from the list and recommends one to the district level committee. The district level committee after its verification recommends one best Gram Panchayat to the State committee. In addition to this, the Panchayat Samities also may be asked to submit the format to the district level

committee. And the District level committee has to verify the list, prepare the rank and submit to the State level committee. The State level committee prepares the merit list of the Panchayat Samities and Zilla Parishad and verifies the records of top three Zilla Pariahads, six Panchayat Samities and one gram Panchayat per district. And finally the State level committee recommends two Zilla Parashads, three Panchayat Samities and eight Gram Panchayat to the Govt of India for Award. So far, the State has not instituted any other incentive for the best performing elected representatives. The state has been awarded cash incentive of Rs. 150 lakhs and 100 lakhs for 2009-10 & 2011-12 under PEAIS and this amount has been utilized to provide awards to best performing PRIs. There is also no support mechanism for the poor performing Panchayats.

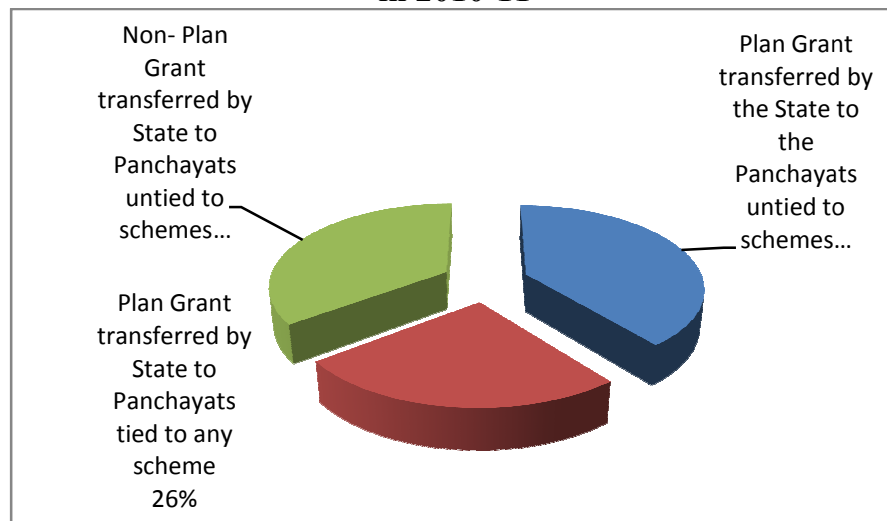
Panchayat Finance

For every Panchayati Raj Institution, there shall be constituted a fund bearing the name of the concerned Panchayati Raj Institution. Different types of amounts are included in this fund and they are ;(a) Contributions and grants, if any made by the Central or the State Government including such part of the land revenue collected in the state as may be determined by the Government, (b) share of taxes or other revenues approved by the State Finance Commission, (c) contribution and grants, if any, made by the local authority, (d) loan, if any, granted by the Central or State Government or raised by the PRIs concerned, (e) all receipts on account of tolls, taxes and fees levied by the concerned PRIs, (f) all receipts in respect of any school, hospitals, dispensaries, building institution, or works vested in, constructed by or placed under the control an management of the concerned PRIs, (g) all sums received as gift or contribution and all income from any trust or endowment made in favour of the concerned PRIs, (h) All fines or penalties imposed and realised under the provisions of this Act or of the bye-laws, made there under; and (i) All other sums received by or on behalf of the concerned Panchayati Raj Institution. Subject to the rules and any orders made by State Government in this behalf, a Panchayat may impose one or more of following taxes, namely:- (a) a tax on building

owned by persons not exceeding such rate as may be prescribed; (b) an octroi on animals or goods brought within the Panchayat Circle for consumption or use therein; vehicle tax except on those which are used for the purpose or cultivation; (d) pilgrim tax; (e) a tax for arranging the supply of drinking water within the Panchayat Circle; (f) a tax on commercial crops; (g) any other tax which the State Legislature has under the Constitution, power to impose in the State and which has been sanctioned by the Government. A Panchayat Samiti may impose and levy in the prescribed manner a tax on the rent payable for the use or occupation of agriculture land, at the rate of fifty paise in a rupee of such rent, such tax being payable by the person or persons severally or jointly in cultivator possession of such land or in respect of any income there from. (2) Subject to the provision of Art. 276 of the Constitution of India and to any general or special orders of the State Government, a Panchayat Samiti may also impose and levy in the prescribed manner all or any of the following taxes, namely:- (a) a tax on such trades, callings professions and industries as may be prescribed; (b) a primary education cess; and (c) a tax in respect of Panchayat Samiti fairs held within the limits of its jurisdiction. Subject to such maximum rates as the Government may prescribe, a Zila Parishad may levy :- (a) a fee for license for a fair or mela; (b) water rate, where management for the supply of water for drinking, irrigation or any purpose is made by the Zila Parishad within its jurisdiction. (c) surcharge- (i) up to five percent on stamp duty on sale of property in rural areas; and (ii) up to a half percent on the market fees referred to in Sec. 17 of the Rajasthan Agriculture Product Market Act, 1961

1. In the State ,the total available fund with the Gram Panchayats in the year 2010-11 was calculated as Rs.104841.36 lakhs and out of which Rs.41160 (39.26 %) was from '*Plan Grant transferred by the State to the Panchayats untied to any scheme.*' , Rs 37010.36 lakhs (35.30 %) was under the head of '*Non Plan Grant transferred by the State to the Panchayats untied to any scheme*' and Rs 26671 lakhs (25.44 %) was mentioned as '*Plan Grant transferred by State to Panchayats tied to schemes*' (Ref. Table No.3 & Diagram No.4)

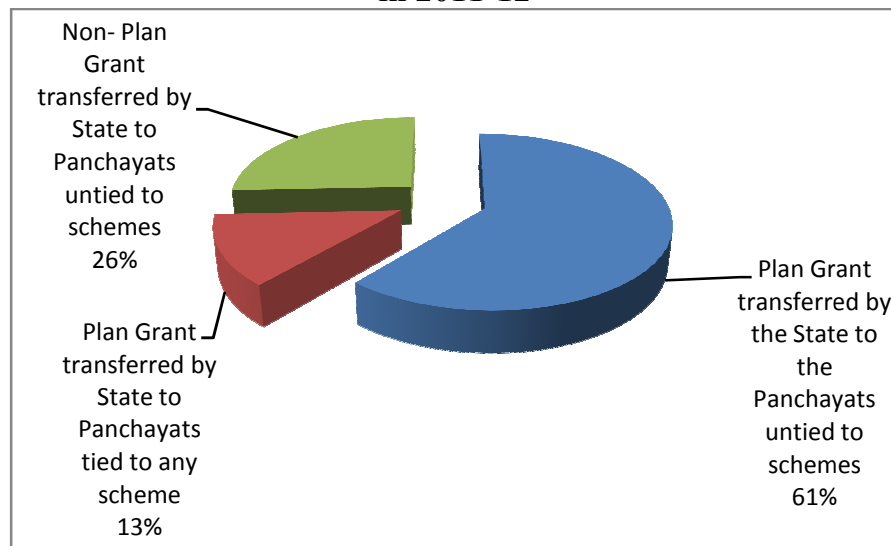
Diagram No.4: Item Wise Comparison of Available Fund with Gram Panchayat in 2010-11



Source: Table No.3

2. In the year 2011-12 ,the total available fund with the Gram Panchayats was calculated as Rs.237598.70 lakhs and out of which Rs.145602.24 lakhs (61.28 %)was from '*Plan Grant transferred by the State to the Panchayats untied to any scheme.*' , Rs 60940.44 lakhs (25.65 %) was under the head of '*Non Plan Grant transferred by the State to the Panchayats untied to any scheme*' and Rs 31056 lakhs (13.07 %) was mentioned as '*Plan Grant transferred by State to Panchayats tied to schemes*' (Ref. Table No.3 & Diagram No.5)

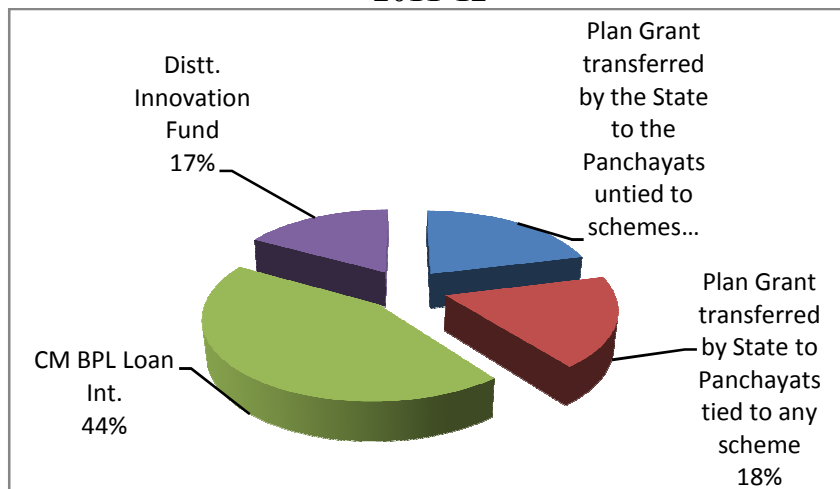
Diagram No.5: Item Wise Comparison of Available Fund with Gram Panchayat in 2011-12



Source: Table No.3

3. In the State an amount of Rs. 565 lakhs was made available to Panchayat Samitis in 2010-2011 under the head of '*Plan Grant transferred by State to Panchayats tied to schemes.*' In 2011-2012, no data has been available for Panchayat Samitis. (Ref. Table No.3)
4. In the State an amount of Rs. 1650 lakhs was made available to Zilla Parishad in 2010-2011 under the head of '*Plan Grant transferred by the State to the Panchayats untied to any scheme.*' In the year 2011-12 the total available fund with the Zilla Parishads was calculated as Rs.7802.97 lakhs and out of which Rs. 3398.91 lakhs (43.56 %) was from '*CM BPL loan Int.*', Rs 1650 lakhs (21.15 %) was under the head of '*Plan Grant transferred by the State to the Panchayats untied to any scheme.*', Rs 1434.06 lakhs (18.38 %) was from '*Plan Grant transferred by State to Panchayats tied to schemes*' and Rs 1320 lakhs (16.92 %) was mentioned as '*District Innovation Fund*'. (Ref. Table No.3& Diagram No.6)

Diagram No.6: Item Wise Comparison of Available Fund with Zilla Parishad in 2011-12



Source: Table No.3

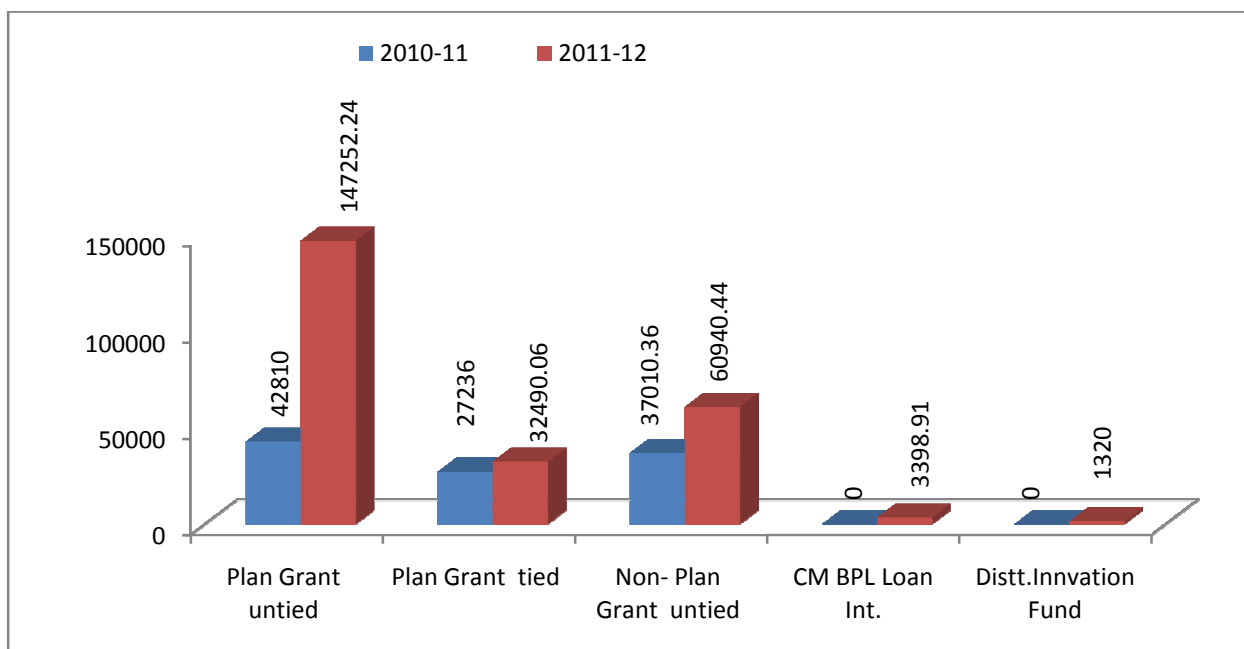
Table No. 3: Fund Availability with Panchayats in the State (Rs. in Lakhs)

Sl. No	Break Up of Revenue	Gram Panchayat	Panchayat Samithi	Zilla Parishad	Total
Financial Year 2010-11					
1	Revenue transferred to Panchayats by state				
2	Panchayats Own Revenue including collection from rental, lease, etc				
3	Plan Grant transferred by the State to the Panchayats untied to schemes	41160.00		1650.00	42810.00
4	Plan Grant transferred by State to Panchayats tied to any scheme	26671.00	565.00		27236.00
5	Non- Plan Grant transferred by State to Panchayats untied to schemes	37010.36			37010.36
6	Non- Plan Grant transferred by State to Panchayats tied to any scheme				
7	Loan Taken by the Panchayats				
8	Any Others				
	Total	104841.36	565.00	1650.00	107056.36
Financial Year 2011-12					
1	Revenue transferred to Panchayats by state				

2	Panchayats Own Revenue including collection from rental, lease, etc			
3	Plan Grant transferred by the State to the Panchayats untied to any scheme	145602.24	1650.00	147252.24
4	Plan Grant transferred by State to Panchayats tied to schemes	31056.00	1434.06	32490.06
5	Non- Plan Grant transferred by State to Panchayats untied to any scheme	60940.44		60940.44
6	Non- Plan Grant transferred by State to Panchayats tied to schemes			
7	CM BPL Loan Int.		3398.91	3398.91
8	Any Others(Distt. Innovation Fund)		1320.00	1320.00
Total		237598.70	7802.97	245401.67

Source: Data furnished from the State Office of the Department of Panchayat Raj , Government of Rajasthan.

Diagram No.7: Fund Availability with Panchayats in the State for two Consecutive Financial Years (Rs. in Lakhs)



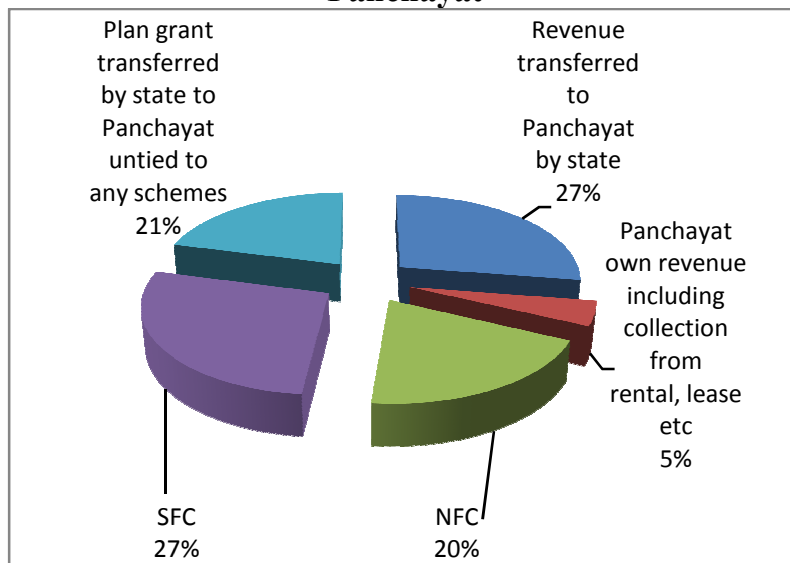
Source: Table No.3

5. Total available fund from all sources in the three tiers of Panchayats of the state in the year 2010-11 is Rs. 631563.88 lakhs and out of that Rs. 370855 lakhs (58.72 %) was from MGNREGA, Rs. 138028.38 lakhs (21.86 %) was from Panchayati Raj Department and Rs. 122680.50 lakhs (19.42 %) was from Rural Development Department. The fund from MGNREGA and Panchayati Raj Department has been completely utilized and 84 percent of the fund from Rural Development Department has been utilized.
6. Total available fund from all sources in the three tiers of Panchayats of the state in the year 2011-12 is Rs. 770902.44 lakhs and out of that Rs. 455379.44 lakhs (59.07 %) was from MGNREGA, Rs. 188556.99 lakhs (24.46 %) was from Panchayati Raj Department and Rs. 126966.01 lakhs (16.47 %) was from Rural Development Department. It is noted that 98.13 percent of the fund from Panchayati Raj Department and 74.80 percent from MGNREGA and full amount from Rural Development Department has been utilized.
7. The data on fund available and expenditure among the sample 10 Gram Panchayats for a period two years is presented in AnnexureNo.4 &5. The data on resource mobilization (internal revenue) through taxes by the 10 selected Gram Panchayats is Rs.9.96 lakhs in 2010-2011 and it has been increased to Rs 12.68 lakhs in 2011-2012. Again, in 2010-2011 the highest amount was Rs. 6.35 lakhs and it is from the Dooni Gram Panchayat whereas the lowest is from Santhali Gram Panchayat and the corresponding figure is only Rs. 261. Two Gram Panchayats (Rajwas & Benthali) has no internal revenue. In 2011-2012, the highest amount (Rs.834457) is generated from Dooni Gram Panchayat and lowest amount (Rs. 37280) is generated from Narwar Gram Panchayat. No amount is mobilized from three Gram Panchayats (Santhli, Rajwas & Benthali).
8. All the sample Gram Panchayats had received the amount from National Finance Commission (NFC). Per year (2011-2012) the average amount per Gram Panchayat is estimated as Rs.4.04 lakhs. The amount varies from Rs.6.59 lakhs (Dooni Gram

Panchayat in 2011-2012) to Rs.1.95 lakhs (Chandli Gram Panchayat in 2011-2012).(Ref.Annexure No.4 &5)

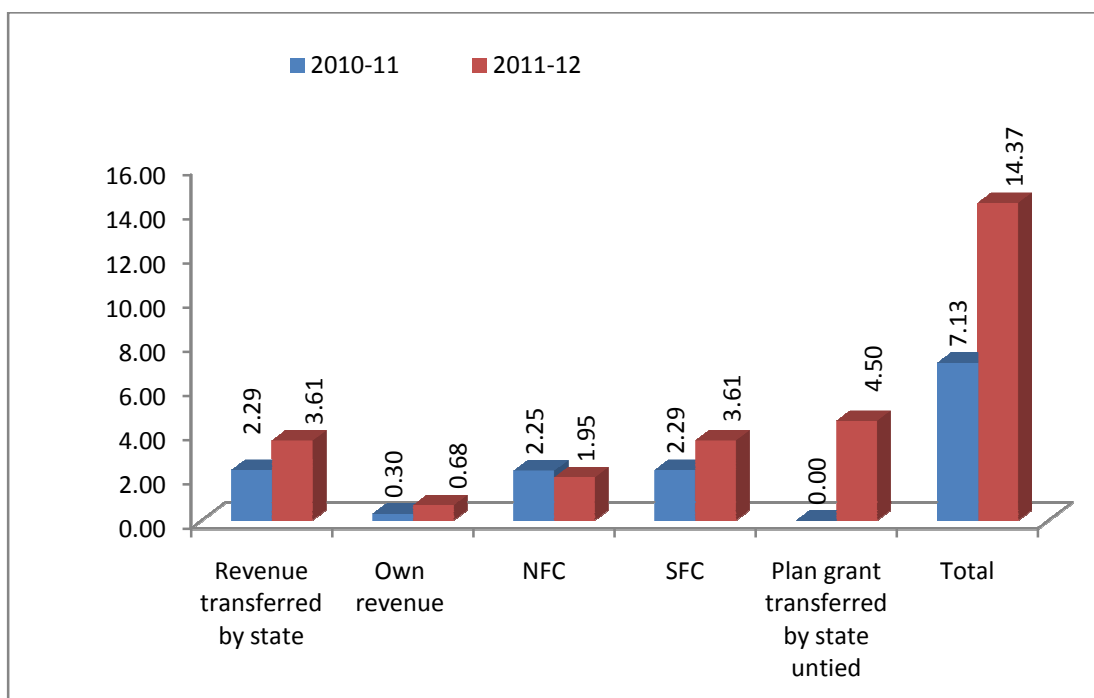
9. In 2010-2011, the total expenditure for the sample Gram Panchayat was Rs 95.59 lakhs whereas the total available fund was Rs.91.96 lakhs. The expenditure is higher than the total available fund. This is because when calculating the available fund the opening balance of the year has not been taken in to consideration. The available fund for the year 2011-2012 was Rs.178.95 lakhs and the total expenditure was 150.46 lakhs by keeping a closing balance was Rs. 28.50 lakhs.(Ref.Annexure 4&5)
10. The data on resource mobilization (internal revenue) through taxes by the four selected Panchayat Samitis is Rs.28.84 lakhs in 2010-2011 and it has been reduced to Rs 16.98 lakhs in 2011-2012.(Ref, Annexure No.6&7)
11. The available fund for the sample Panchayat Samitis in the year 2010-2011 was Rs.1826.05 lakhs and the total expenditure was 1182.75 lakhs. In the year 2011-12 the available fund has been increased to Rs. 1927.08 lakhs and the expenditure is Rs. 1359.33 lakhs.(Ref.Annexure No.6&7)
12. The data on resource mobilization (internal revenue) through taxes by the two sample Zilla Parishads is Rs.76.95 lakhs in 2010-2011 and it has been reduced to Rs 66.82 lakhs in 2011-2012.(Ref Annexure No.8&9)
13. The available fund for the selected Zilla Parishads in the year 2010-2011 was Rs.1867.2585 lakhs and the total expenditure was 1866.1327 lakhs. In the year 2011-12 the available fund has been reduced to Rs. 1830.96082 lakhs and the expenditure is Rs. 1644.65125 lakhs.(Ref. Annexure No.8&9)
14. In Chandlai Gram Panchayat of Tonk District the availability of fund per year from different sources is given in Diagram No.8 and more than one fourth of the fund (27 %) is from Revenue transferred by state and another 27 percent from SFC, more than one fifth (21 %) is from Plan Grant transferred by State to Panchayats untied to schemes and 20 percent is from NFC. Comparing the two years (2010-11 and 2011-12) fund availability only NFC is decreased in the year 2011-12 than the same in 2010-11 and it is shown in Diagram No. 9. (Ref. Table No.4)

Diagram No. 8: Average Fund Availability of Chandlai(Sample) Gram Panchayat



Source: Table No.4

Diagram No. 9: Comparison of Fund Availability of Chandlai(Sample) Gram Panchayat in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.4

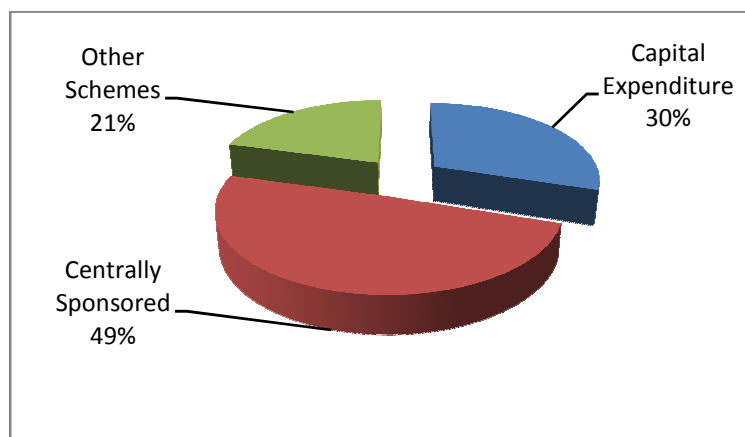
Table No. 4: Available Fund of Chandlai (Sample) Gram Panchayat in Tonk District

Year	Fund Available (Rs)					Total
	Revenue transferred by state	Own income	NFC	SFC	Plan grant transferred by state to Panchayat untied to any schemes	
2010-11	228757	30360	225376	228757		713250
2011-12	361446	68313	195185	361446	450382	1436772
Average per year	295102	49336	210281	295101	225191	1075011

Source: Data collected from Chandlai Gram Panchayat

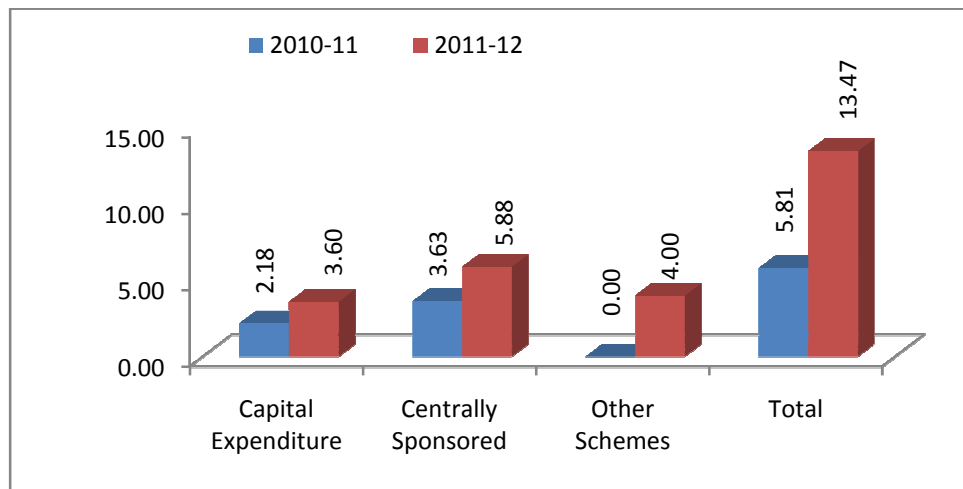
15. Average expenditure of Chandlai Gram Panchayat is given in Diagram No. 10 and less than half (49 %) of the expenditure is on centrally sponsored schemes, 30 percent is on capital expenditure and 21 percent is on other schemes. Expenditure under all the heads are increased in the year 2011-12 when compared to the same in 2010-11 and it is shown in Diagram No.11.(Ref. Table No.5)

Diagram No. 10: Average Expenditure of Chandlai(Sample) Gram Panchayat



Source: Table No.5

Diagram No. 11: Comparison of Expenditure of Chandlai (Sample) Gram Panchayat in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.5

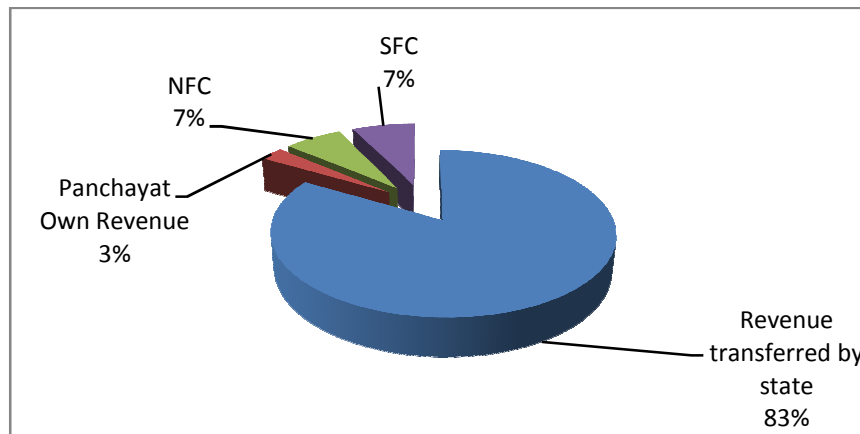
Table No. 5: Details of Expenditure of Chandlai (Sample) Gram Panchayat

Year	Expenditure (in Rs)			
	Capital Expenditure	Centrally Sponsored	Other Schemes	Total
2010-2011	217976	362668	-	580644
2011-2012	359900	587648	399765	1347313
Average per year	288938	475158	199883	963979

Source: Data collected from Chandlai Gram Panchayat

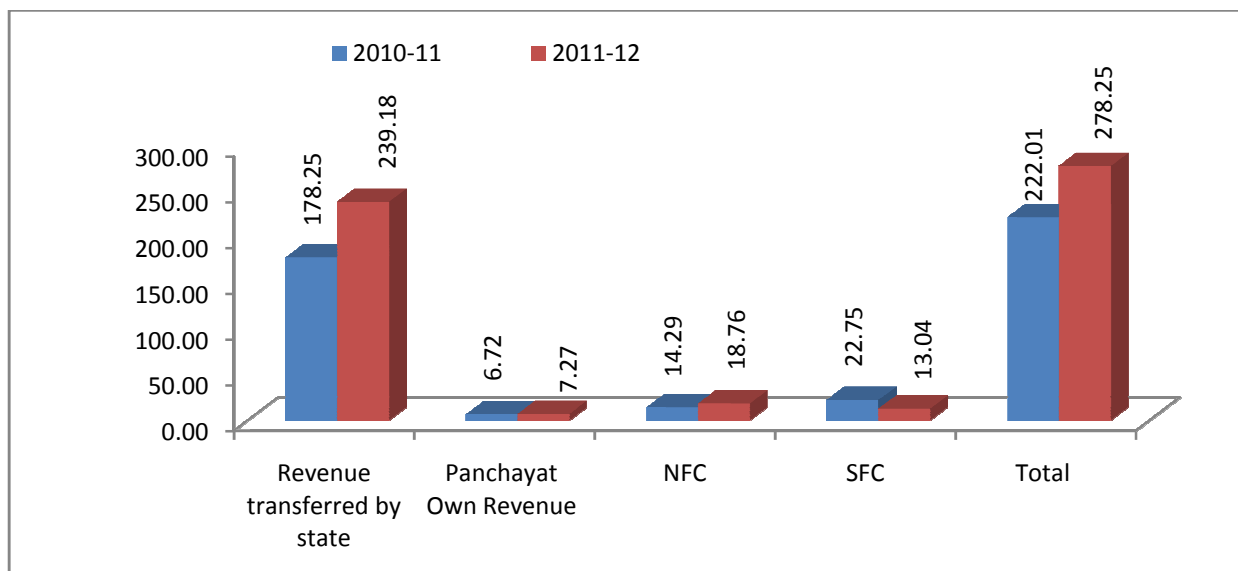
16. In Bhinay Panchayat Samiti the availability of fund per year from different sources is given in Diagram No.12 and major chunk (83 %) is from revenue transferred by state to panchayat. Comparing the two years (2010-11 and 2011-12) fund availability, only fund from SFC is decreased in the year 2011-12 than the same in 2010-11 and it is given in Diagram No.13.(Ref. Table No.6)

Diagram No. 12: Average Fund Availability of Bhinay(Sample) Panchayat Samithi



Source: Table No.6

Diagram No. 13: Comparison of Fund Availability of Bhinay(Sample) Panchayat Samithi in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.6

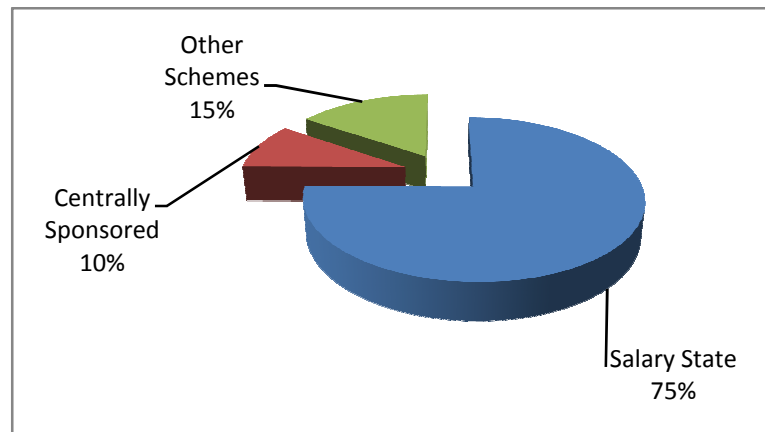
Table No. 6: Available Fund of Bhinay (Sample) Panchayat Samiti in Ajmer District

Year	Fund Available (Rs. in Lakhs)				
	Revenue transferred by state	Panchayat Own Revenue	NFC	SFC	Total
2010-11	178.2485	6.71721	14.29122	22.75127	222.0082
2011-12	239.1772	7.27476	18.75874	13.03711	278.2478
Average per year	208.71285	6.995985	16.52498	17.89419	250.128

Source: Data collected from Bhinay Panchayat Samiti

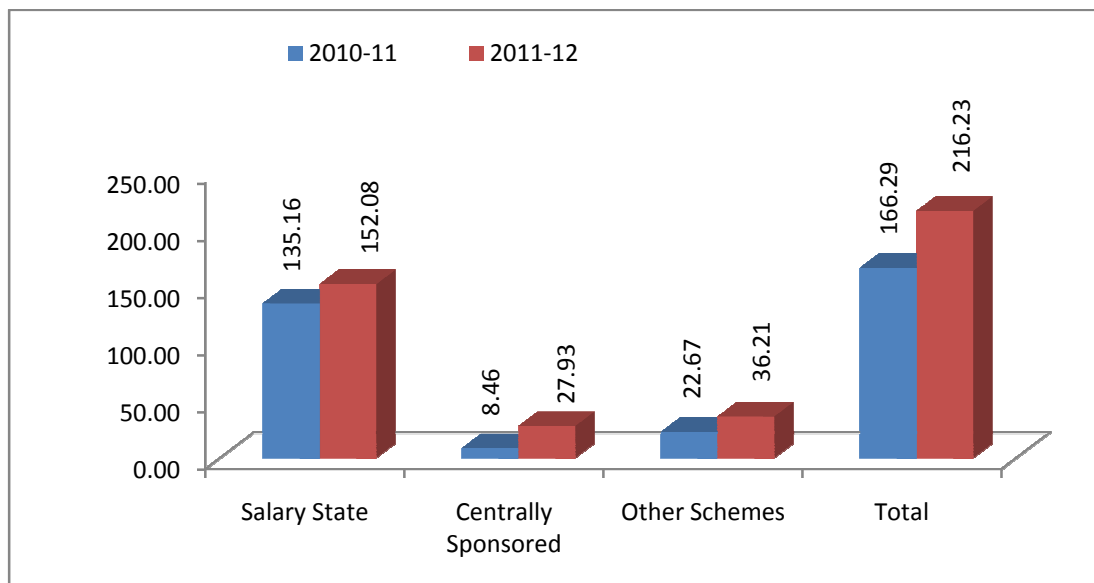
17. Average expenditure of Bhinay Panchayat Samithi is given in Diagram No 14 and three fourth (75 %) of the expenditure is on salary state, 15 percent is from other schemes and 10 percent is on centrally sponsored schemes. Expenditure under all the heads are increased in the year 2011-12 when compared to the same in 2010-11 and it is given in Diagram No.15(Ref. Table No.7)

Diagram No. 14: Average Expenditure of Bhinay(Sample) Panchayat Samithi



Source: Table No.7

Diagram No. 15: Comparison of Expenditure of Bhinay (Sample) Panchayat Samithi in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.7

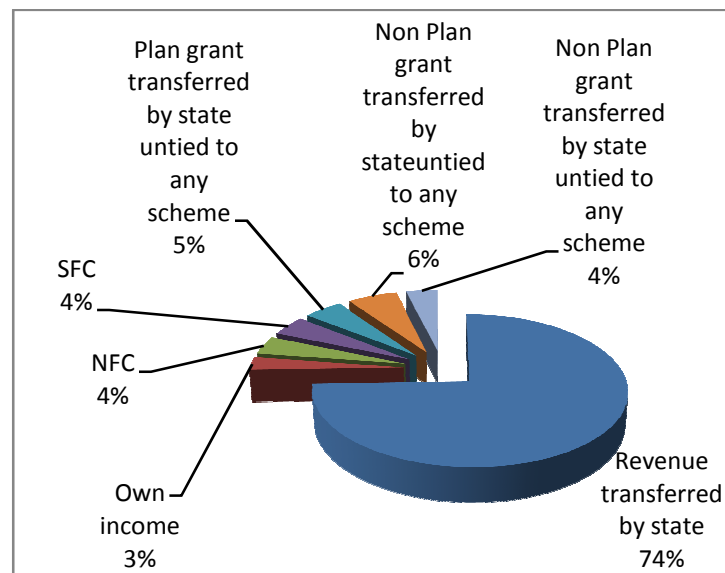
Table No. 7: Details of Expenditure of Bhinay(Sample) Panchayat Samiti

Year	Expenditure (in Rs)			
	Salary State	Centrally Sponsored	Other Schemes	Total
2010-2011	135.15551	8.46199	22.67299	166.29049
2011-2012	152.0807	27.93412	36.21237	216.22719
Average per year	143.61811	18.19805	29.44268	191.25884

Source: Data collected from Bhinay Panchayat Samiti

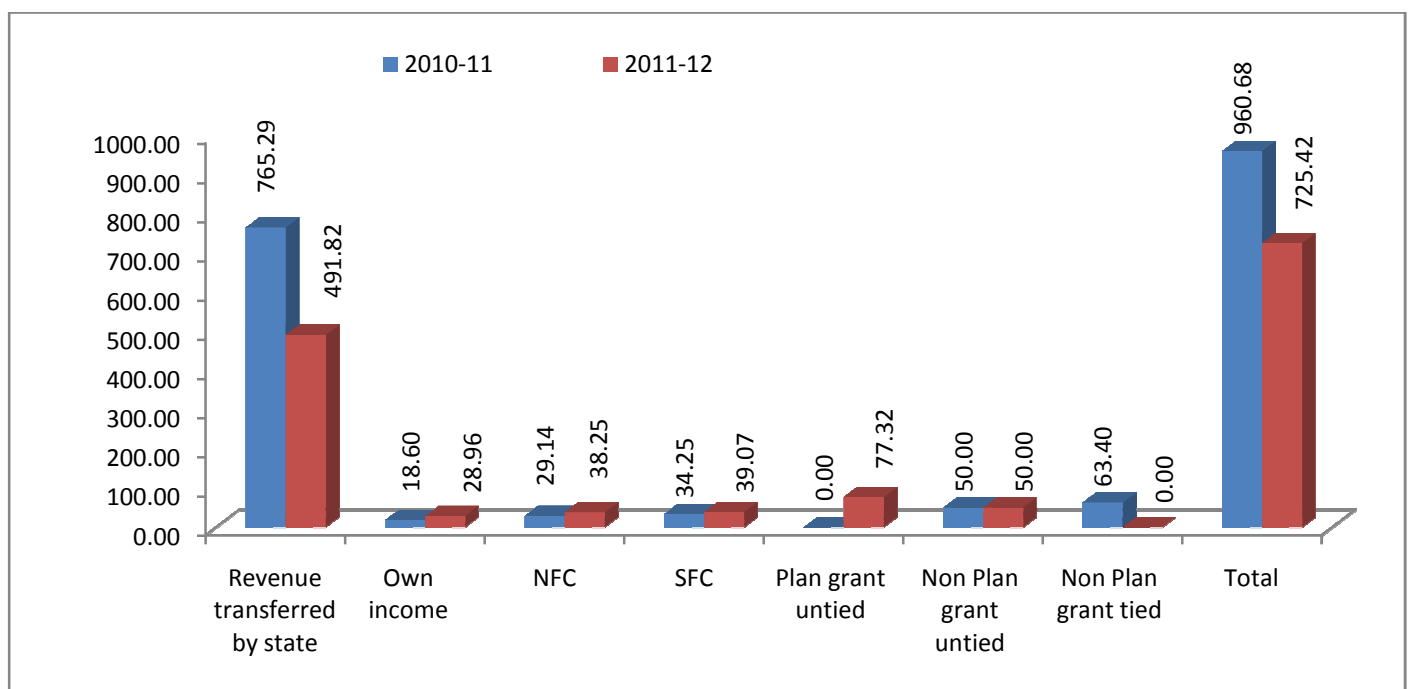
18. In Ajmer Zilla Parishad the availability of fund per year from different sources is given in Diagram No.16 and just less than three fourth (74 %) of the fund is from revenue transferred by state. Comparing the fund availability in the two years (2010-11 and 2011-12) it is identified that own income, NFC, SFC and plant grant transferred from State to Panchayat untied to any scheme are increased in the year 2011-12 and it is shown in diagram No.17.(Ref, Table No.8)

Diagram No. 16: Average Availability of Fund in Ajmer (Sample) Zilla Parishad



Source: Table No.8

Diagram No. 17: Comparison of Fund Availability of Ajmer (Sample) Zilla Parishad in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.8

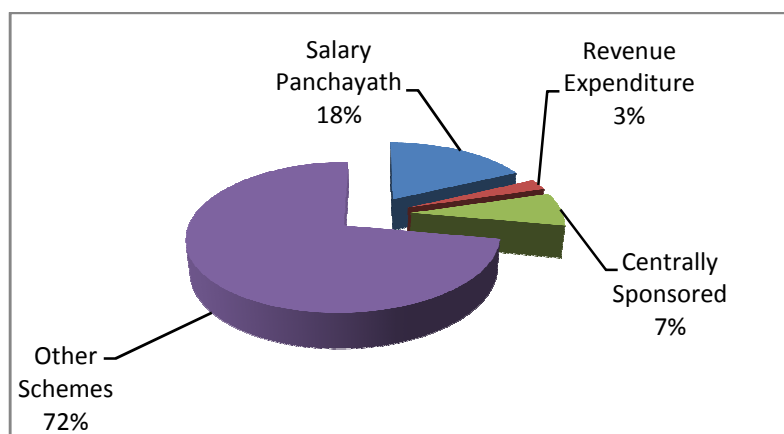
Table No. 8: Available Fund of Ajmer (Sample) Zilla Parishad

Year	Fund Available (Rs)							
	Revenue transfer by state	Own income	NFC	SFC	Plan grant untied	Non Plan grant untied	Non Plan grant tied	Total
2010-11	765.2885	18.59848	29.14197	34.25335		50	63.39582	960.6781
2011-12	491.8165	28.9637	38.25207	39.06764	77.31971	50		725.4196
Average per year	628.5525	23.78109	33.69702	36.6605	39	50	31.69791	843.04887

Source: Data collected from Ajmer Zilla Parishad

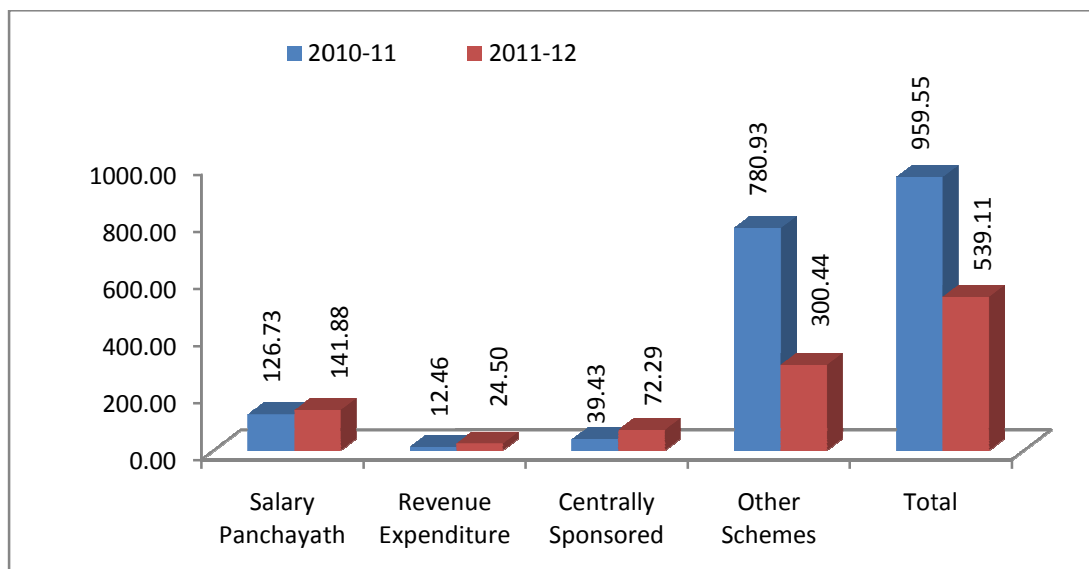
19. Average expenditure of Ajmer Zilla Parishad is given in Diagram no. 18 and less than three fourth (72%) of the expenditure is on other schemes and 18 percent is on salary to the Panchayat. Only the expenditure on other schemes is decreased in the year 2011-12 when compared to the same in 2010-11 and it is depicted in Diagram No.19.(Ref Table No.9)

Diagram No. 18: Details of Expenditure in Ajmer (Sample) Zilla Parishad



Source: Table No.9

Diagram No. 19: Comparison of Expenditure of Ajmer (Sample) Zilla Parishad in 2010-11 and 2011-12 (Rs.in lakhs)



Source: Table No.9

Table No. 9: Details of Expenditure of Ajmer (Sample) Zilla Parishad

Year	Expenditure (in Rs)				
	Salary Panchayath	Revenue Expenditure	Centrally Sponsored	Other Schemes	Total
2010-2011	126.73308	12.45651	39.43471	780.928	959.5523
2011-2012	141.87858	24.50271	72.28756	300.4414	539.11025
Average per year	134.30583	18.47961	55.86114	540.6847	749.33128

Conclusion

The verification throws light on the extent of devolution carried out by the State of Rajasthan. It brings out the current dynamics in devolution of power, finances, functions and functionaries in the existing three tier system of Panchayati Raj in the State. The State has shown continuous commitment towards empowering Panchayati Raj Institutions (PRIs). It could be argued that devolution is in the process of model building towards getting settled in Rajasthan's democratic landscape. The PRI's of Rajasthan as it is evident from the field verification have taken considerable efforts in deepening the local and democracy and addressing the issues of social justice, local resource mobilization and local economic development. As it is clear from the study the primary objective that is the Framework Criteria had been fulfilled. Some of the major achievements include the formation of Election Commission, State Finance Commission and The District Planning Committee. The State of Rajasthan needs appreciation for constituting four SFCs with a frequency of a period of not more than five years and all the SFCs had submitted the respective reports without any substantial delay. The fund flow is speedy owing to the electronic transfers even to the remote villages. Activity mapping for the transfer of functions have been completed in the State. It is noticed that primary education was fully transferred to the Panchayats.

Recently, some initiatives have been taken for strengthening Panchayats. One District, named Tonk was selected for effective implementation of powers devolved to PRIs during 2011-2012 and it was proposed to replicate the experience to other 32 districts in Rajasthan. The funds are timely released based on the recommendations from the State Finance Commission. The Finance Commission provided space to accommodate the suggestions from the Stakeholders and decentralization activists. The devolution of powers and functions could be widely seen. The NFC and SFC fund flow is almost constant and stable. The rate of participation in the Gram Sabhas is remarkable and gives the real testimony of the trust, efficacy and social capital among the people towards the

Panchayats. Rajasthan is a trend setter in maintaining and up keeping transparency and anti -corruption initiatives in the country and recent developments in the area was remarkable. The case is almost the same with the accountability and transparency aspects. The social audits remain commendable in the State and ATR's are reported to be widely discussed in the gram sabhas.

Development of ***Panchayat window*** was praise worthy which has been created by coupling the budget head of the Panchayati Raj Department with sub heads of Zilla Parishads and Panchayat Samithis. The Third Fiancé Commission has recommended transfer of the amount to the Panchayats as 'untied funds'. The Chief Minister in the last budget speech has emphasized fiscal devolution in favor of the Panchayats which shows the political commitment of the present regime towards decentralization and strengthening of Panchayats.

The recently constituted Rajiv Gandhi Sewa Kendra at Gram Panchayat and Panchayat Samithi level has contributed to the scaling up of physical infrastructure and e-connectivity in all the PRI's. The field verifications strongly substantiate the statement. The recent introduction of two schemes "Grama Sachivalayas" and 'Redressal of Public Grievances on a Weekly Basis' has escalated the confidence of the local citizens towards local governance. In the State the major Parallel bodies have been merged with the Panchayats. Instances of effective resource mobilization could be seen in many Gram Panchayats of the State. The State has its own capacity building framework to train the elected representatives and officials of the Panchayats.

While a group of factors has contributed towards creating an environment fertile for effective devolution there also exists some problems within the system. Decentralized Planning for socio economic development and social justice has not completely evolved. District Planning Committees (DPCs) are not seen properly functioned in many places. The District Panchayat is generally weak among the three tier structure of the Panchayat system. The Chapter on 'control and supervision' in the State Act may pose a serious

challenge to the autonomy of the Panchayats at any time. However, a positive trend could be noticed that altogether the number of cases of suspensions and removals has been reduced considerably during the current year. It thus becomes the need of the hours to clear all the backlogs and keep all the pioneering efforts in tact for strengthening the existing local self governance. It could be concluded by stating that the information provided by the State was clear, legible and authentic.

ANNEXURE

Annexure No.1: Details of Gram Sabha of Selected Gram Panchayats

Sl No	Name of the Gram Panchayat	Date of Gram Sabha Meetings	No of Participants
1	Narwar GP	29-05-2011	168
	Sri Nagar PS	16-09-2011	198
	Ajmeer-ZP	12-12-2011	195
		07-01-2012	189
2	Santhli GP	01-05-2011	410
	Deoli PS	02-10-2011	420
	Tonk ZPZ	13-02-2012	420
3	Badali GP	24-04-2011	116
	Bandali PS	25-05-2011	102
	Ajmeer ZP	03-08-2011	142
		11-08-2011	168
		05-09-2011	182
		27-02-2012	146
4	Benthali GP	16-06-2011	322
	Deoli PS	27-06-2011	346
	Tonk ZP	29-08-2011	383
		21-10-2011	348
		21-12-2011	415
		13-02-2012	488
5	Rajwas GP	15-08-2011	236
	Newai PS	2-10-2011	212
	Ajmeer ZP	26-01-2012	262
6	Chandlai GP	24-05-2011	246
	Tonk PS	12-07-2011	196
	Tonk ZP	20-09-2011	168
		12-01-2012	181
7	Mehandwas GP	12-05-2011	216
	Tonk PS	26-07-2011	218
	Tonk ZP	21-09-2011	198
		13-03-2012	212
8	Bharani GP	02-05-2011	196
	Tonk PS	19-07-2011	186

	Tonk ZP	17-09-2011	202
		08-03-2012	212
9	Dooni GP	01-05-2011	165
	Deoli PS	16-07-2011	202
	Tonk ZP	18-09-2011	198
		12-11-2011	212
10	Dhikolia GP	15-08-2011	182
	Unira PS	02-10-2011	164
	Tonk ZP	16-12-2011	196
		03-03-2012	173

Source: Data Collected from respective Gram Panchayats

Annexure No 2.i: Details of NFC Award to Selected Gram Panchayat

Sl No	Name of the GP	Year	Date	Amount (Rs.)
1	Narwar GP	2009-2010	11-11-2009	181753
		2010-2011	01-09-2010	161004
		2011-2012	27-07-2011	147020
		2011-2012	14-10-2011	198430
		2012-2013	30-04-2012	131280
		2012-2013	28-08-2012	217997
	Total			1037484
2	Santhili	2009-2010	15-10-2009	71264
		2009-2010	15-02-2010	71264
		2010-2011	22-09-2010	120673
		2010-2011	02-03-2011	109813
		2011-2012	21-08-2011	148211
		2011-2012	17-03-2012	153814
		2012-2013	12-04-2012	85513
		2012-2013	17-08-2012	163158
	Total			923710
3	Badali	2009-2010	09-05-2009	86523
		2009-2010	22-09-2009	86523
		2009-2010	10-03-2010	86523
		2010-2011	05-08-2010	147237
		2010-2011	10-02-2011	134448
		2011-2012	16-08-2011	181462

		2011-2012	09-02-2012	62708
		2011-2012	17-03-2012	187661
		2012-2013	12-04-2012	64011
		2012-2013	21-04-2012	43979
		2012-2013	17-08-2012	199356
	Total			1280431
4	Benthali	2009-2010	21-08-2009	67687
		2009-2010	13-03-2010	67687
		2010-2011	23-09-2010	114617
		2010-2011	31-01-2011	104302
		2011-2012	02-08-2011	140773
		2011-2012	20-03-2012	146095
		2012-2013	27-07-2012	154970
	Total			796131
5	Rajwas	2009-2010	22-08-2009	99699
		2010-2011	22-12-2010	99699
		2010-2011	27-07-2010	168823
		2010-2011	31-01-2011	153629
		2011-2012	26-09-2011	207350
		2011-2012	02-02-2012	71907
		2011-2012	06-03-2012	215189
		2012-2013	27-07-2012	228260
	Total			1244556
6	Chandlai	2009-2010		257485
		2010-2011		225376
		2011-2012		195185
		2012-2013		309946
	Total			987992
7	Mehandwas	2009-2010		224739
		2010-2011		372481
		2011-2012		488095
		2012-2013		263674
	Total			1348989
8	Bharni	2009-2010		474000
		2010-2011		363042
		2011-2012		475728
		2012-2013		736865
	Total			2049635

9	Dooni	2009-2010	202579
		2009-2010	202579
		2010-2011	343033
		2010-2011	312161
		2011-2012	221316
		2011-2012	437244
		2012-2013	463804
Total		2182716	
10	Dhikolia	2009-2010	206188
		2010-2011	235666
		2011-2012	361368
		2012-2013	220470
Total		1023692	

Source: Data Collected from respective Gram Panchayats

Annexure No 2.ii: Details of NFC Award to Selected Panchayat Samithi

Sl No	Name of the GP	Year	Date	Amount (Rs.)
1	Newai	2009-2010	22-12-2009	1006177
		2010-2011	27-07-2010	901877
		2010-2011	31-01-2011	820711
		2011-2012	26-09-2011	1107694
		2011-2012	02-02-2012	384556
		2011-2012	06-03-2012	1153393
		2012-2013		1222385
	Total			6596793
2	Tonk	2009-2010	21-08-2009	1196000
		2009-2010	21-01-2010	1196000
		2010-2011	27-07-2010	1072000
		2010-2011	31-01-2011	975000
		2011-2012	01-08-2011	1316000
		2011-2010	06-03-2012	1828000
		2012-2013	27-07-2012	1453000
	Total			9036000
3	Bhinay	2009-2010	10-09-2009	830436
		2009-2010	12-03-2010	830436

		2010-2011	04-11-2010	748230
		2010-2011	24-03-2011	680892
		2011-2012	08-09-2011	918984
		2011-2012	28-03-2012	956890
		2012-2013	12-06-2012	550649
	Total			5516517
4	Deoli	2009-2010	21-08-2009	990438
		2009-2010	13-03-2010	990438
		2010-2011	23-09-2010	875735
		2010-2011	31-01-2011	796922
		2011-2012	02-08-2011	1075587
		2011-2012	20-03-2012	1119961
		2012-2013	27-07-2012	1186953
	Total			7036034

Source: Data Collected from respective Panchayat Samthis

Annexure No2.iii: Details of NFC Award to Selected Zilla Parishad

Sl No	Name of the GP	Year	Date	Amount (Rs.)
1	Ajmer	2009-2010	21-09-2009	1706010
		2009-2010	21-01-2010	1706012
		2010-2011	28-07-2010	1525755
		2010-2011	31-01-2011	1388442
		2011-2012	02-08-2011	1873948
		2011-2012	06-03-2012	1951259
		2012-2013	23-11-2012	2067977
	Total			12219403
2	Tonk	2009-2010	21-08-2009	1405000
		2009-2010	21-01-2010	1405000
		2010-2011	27-07-2010	1257000
		2010-2011	31-01-2011	1144000
		2011-2012	01-08-2011	1544000
		2011-2012	06-03-2012	1607000
		2012-2013	27-07-2012	1703000
	Total			10065000

Source: Data Collected from the two Zilla Parishads

Annexure No3.i: Details of SFC Award to Selected Gram Panchayats

Sl.No	Name of GP	Year	Date	Amount
1	Narwar	2009-10	10/3/2010	181753
		2010-11	10/4/2010	94613
		2011-12	27/1/2012	494885
		2011-12	14/2/2012	41104
		2012-13	14/5/2012	205208
		2012-13	10/12/2012	413617
Total				1431180
2	Dhikolia	2009-10	21/8/2009	139975
		2010-11	2/9/2010	239201
		2011-12	23/3/2012	377948
		2012-13	23/11/2012	301238
Total				1058362
3	Dooni	2009-10	21/08/2009	186577
		2009-10	1/9/2010	186577
		2010-11	2/9/2011	770112
		2011-12	5/9/2011	280653
		2011-12	21/11/2011	595717
		2012-13	23/11/2012	837498
Total				2857134
4	Bharni	2009-10	21/8/2009	28800
		2010-11	2/9/2010	516719
		2011-12	23/3/2012	582229
		2012-13	23/11/2012	330086
Total				1457834
5	Mehandwas	2009-10	21/8/2009	420000
		2010-11	2/9/2010	437812
		2011-12	23/3/2012	498224
		2012-13	23/11/2012	476121
Total				1832157
6	Chandlai	2009-10	21/8/2009	121999
		2010-11	2/9/2010	228757
		2011-12	23/3/2012	361446
		2012-13	23/11/2012	437401
Total				1149603
7	Badali	2009-10	9/5/2009	71790
		2009-10	22/9/2009	79688
		2010-11	1/6/2010	275267

		2011-12	17/9/2011	452567
		2011-12	21/3/2012	255675
	Total			1134987
8	Rajwas	2009-10	13/7/2010	325000
		2009-10	11/8/2010	250000
		2010-11	26/9/2011	379009
		2011-12	26/9/2011	138123
		2011-12	23/3/2012	293181
		2012-13	23/09/2012	412173
	Total			1797486
9	Benthali	2009-10	21/08/2009	62341
		2009-10	1/9/2010	222203
		2010-11	2/9/2011	257316
		2011-12	5/9/2011	93774
		2011-12	21/11/2011	199045
		2012-13	23/11/2012	279831
	Total			1114510
10	Santhli	2009-10	26/5/2009	65635
		2009-10	15/10/2009	171424
		2010-11	17/9/2010	96424
		2010-11	30/3/2011	270911
		2011-12	30/9/2011	98729
		2011-12	31/3/2012	209562
		2012-13	12/12/2012	294617
	Total			1207302

Source: Data Collected from respective Gram Panchayats

Annexure No3. ii: Details of SFC Award to Selected Panchayat Samitis

Sl.No	Name of PS	Year	Date	Amount
1	Newai	2009-10	21/08/2009	490772
		2009-10	29/3/2010	1363170
		2010-11	2/9/2010	2020208
		2011-12	2/9/2011	736227
		2011-12	23/3/2012	1571421
		2012-13	23/11/2012	2201749
	Total			8383547
2	Tonk	2009-10	21/8/2009	583000
		2010-11	2/3/2011	2287000

		2011-12	2/9/2011	2401000
		2011-12	23/3/2012	2742000
		2012-13	23/11/2012	2617000
	Total			10630000
3	Deoli	2009-10	21/08/2009	483096
		2009-10	1/9/2010	1058993
		2010-11	2/9/2011	1988606
		2011-12	5/9/2011	724710
		2011-12	21/11/2011	1525874
		2012-13	23/11/2012	2137930
	Total			7919209
4	Bhinay	2009-10	10/9/2009	405077
		2009-10	27/5/2010	1543354
		2010-11	11/10/2011	607673
		2010-11	30/11/2011	1667454
		2011-12	31/3/2012	1303711
	Total			5527269

Source: Data Collected from respective Panchayat Samthis

Annexure No3.iii: Details of SFC Award to Selected Zilla Parishads

Sl.No	Name of ZP	Year	Date	Amount
1	Ajmer	2009-10	21-8-2009	842713
		2009-10	29-3-2010	3241668
		2010-11	2/9/2011	3425335
		2011-12	19-8-2011	1248300
		2011-12	24-3-2012	2658464
		2012-13	23-11-2012	3971114
	Total			15387594
2	Tonk	2009-10	21-8-2009	649000
		2009-10	29-3-2010	2670000
		2010-11	2/9/2011	2822000
		2011-12	2/9/2011	1028000
		2011-12	23-3-2012	2190000
		2012-13	23-3-2012	3068000
	Total			12427000

Source: Data Collected from the two Zilla Parishads

Annexure No .4: Fund Available and Expenditure of Gram Panchayats in 2010-11(in Rs)

SI No	Name of the GP		Fund Available (Rs)									Expenditure
		Revenue transferred by state	Own income	NFC	SFC	BRGF	Plan grant untied	Plan grant tied	Non Plan grant untied	Others	Total	
1	Dhikolia	229588	100000	235666	239201						804455	684668
2	Dooni	48000	634692	655194	770112					202400	2310398	2599289
3	Mehandwas	437812	100000	372481	437812						1348105	1140484
4	Santhli		261	230486	367335	329089					927171	735453
5	Chandlai	228757	30360	225376	228757						713250	580644
6	Narwar		27464	161004	94613		32168	36889	25545		377683	145709
7	Rajwas			320452	379009						699461	701461
8	Bharni		40000	363042	516719						919761	1625042
9	Benthali			218919	257316						476235	600000
10	Badali		62976	281685	275267						619928	746432
	Total	944157	995753	3064305	3566141	329089	32168	36889	25545	202400	9196447	9559182

Source: Data Collected from respective Gram Panchayats

Annexure No.5: Fund Available and Expenditure of Gram Panchayats in 2011-12 (in Rs)

SI No	Name of the GP		Fund Available (Rs)								Expenditure
		Revenue transferred by state	Own income	NFC	SFC	Plan grant untied	Non Plan grant untied	BRGF	Non Plan grant tied	Total	
1	Dhikolia	156982	100000	361368	377948	313963				1310261	793368
2	Dooni	219000	834457	658560	876370		1589038			4177425	2365374
3	Mehandwas	498224	100000	488095	498224	496234				2080777	2604669
4	Santhli			302025	308291			1460279		2070595	1551584
5	Chandlai	361446	68313	195185	361446	450382				1436772	1347313
6	Narwar		37280	345450	535989	398635	280856		226467	1824677	466963
7	Rajwas			494446	431304					925750	1893963
8	Bharni		50000	475728	582229	725491				1833448	2261618
9	Benthali			286868	292819	437508				1017195	400000
10	Badali		77983	244170	708242	187975				1218370	1360896
	Total	1235652	1268033	3851895	4972862	3010188	1869894	1460279	226467	17895270	15045748

Source: Data Collected from respective Gram Panchayats

Annexure No .6: Fund Available and Expenditure of Panchayat Samitis in 2010-11(in Lakhs)

SI No	Name of the PS	Fund Available (Rs)							Expenditure
		Revenue transferred by state	Own income	NFC	SFC	Non Plan grant untied	Non Plan grant tied	Total	
1	Tonk	333.53	7.69	20.47	22.87	259.23	51.43	695.22	196.06
2	Newai	299.4618	7.4362	17.22588	20.20208		40.88607	385.21207	232.39724
3	Bhinay	178.2485	6.71721	14.29122	22.75127			222.00821	166.29049
4	Deoli		7	16.72657	19.88606		480	523.61263	588
Total		811.2404	28.84341	68.71367	85.70941	259.23	572.3161	1826.05291	1182.74773

Source: Data Collected from respective Panchayat Samthis

Annexure No .7: Fund Available and Expenditure of Panchayat Samitis in 2011-12(in Lakhs)

SI No	Name of the PS	Fund Available (Rs)							Expenditure
		Revenue transferred by state	Own income	NFC	SFC	Non Plan grant untied	Non Plan grant tied	Total	
1	Tonk	383.86	9.71	31.44	51.43	300.99		777.43	223.49
2	Newai	208.6542		15.37949	23.07648		64.82704	311.93716	302.71164
3	Bhinay	239.1772	7.27476	18.75874	13.03711			278.2478	216.22719
4	Deoli			21.95548	22.50584		515	559.46132	616.9
Total		831.6913	16.98476	87.53371	110.0494	300.99		1927.07628	1359.32883

Source: Data Collected from respective Panchayat Samthis

Annexure No .8: Fund Available and Expenditure of Zilla Parishads in 2010-11(in Lakhs)

Name of the ZP	Fund Available (Rs)								Expenditure
	Revenue transferred by state	Own income	NFC	SFC	Plan grant tied	Non Plan grant untied	Non Plan grant tied	Total	
Tonk	368.8204	58.35475	24.01	28.22	243.635	73.912	109.6282	906.58038	906.5804
Ajmer	765.2885	18.59848	29.14197	34.25335		50	63.39582	960.67812	959.5523
Total	1134.109	76.95323	53.15197	62.47335	243.635	123.912	173.024	1867.2585	1866.1327

Source: Data Collected from the two Zilla Parishads

Annexure No.9: Fund Available and Expenditure of Zilla Parishads in 2011-12(in Lakhs)

Name of the ZP		Fund Available (Rs)								Expenditure
	Revenue transferred by state	Own income	NFC	SFC	Plan grant untied	Plan grant tied	Non Plan grant untied	Non Plan grant tied	Total	
Tonk	483.0675	37.85805	31.51	32.18		374.3665	99.961	46.59807	1105.54118	1105.541
Ajmer	491.8165	28.9637	38.25207	39.06764	77.31971		50		725.41964	539.11025
Total	974.8841	66.82175	69.76207	71.24764	77.31971	374.3665	149.961	46.59807	1830.96082	1644.65125

Source: Data Collected from the two Zilla Parishads