



STUDY TO ASSESS THE ACTUAL STATUS OF DEVOLUTION IN THE UNION TERRITORY OF DAMAN AND DIU

Submitted to
The Ministry of Panchayati Raj, Government of India

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J .Chathukulam
Centre for Rural Management (CRM), Kottayam, Kerala

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EXECUTIVE SUMMARY

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

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

The main methodology for the study was both quantitative and qualitative in nature. UT level and Panchayat level reporting formats were used for collecting both quantitative and qualitative data. One District Panchayat and four Gram Panchayats were selected for the study. Based on the objectives of the programme, the major findings are given in the following sections:

Daman & Diu is a Union Territory, located on the west coast of India which comprises of two districts namely Daman and Diu. The headquarters of the district is Daman. Daman

& Diu is administered by a senior administrative official from the Indian Administrative Service, who is designated as the Administrator. The absence of a legislature of its own at the UT level has certain unique ramifications in the functions, style and practice of governance in general and local governance in particular. The two districts of Daman and Diu are each headed by a Collector. There are two District Panchayats in the territory (District Panchayat of Daman and District Panchayat of Diu). There are 14 Gram Panchayats (ten in Daman and are four in Diu). The towns of Daman & Diu each have a Municipal Council. At the national level there is a Member of Parliament for the U.T. who is elected to the Lok Sabha.

Panchayati Raj System in Daman and Diu

The Panchayati Raj Institutions in Daman and Diu were governed since 1963 under the Goa, Daman & Diu Village Panchayats Regulation. A separate Regulation had been made effective in 1994. A two tier system of Panchayati Raj viz. Gram Panchayats and District Panchayats was introduced in the UT. District Planning Committees were set up. Activity mapping exercise has covered all 29 subjects in to the District Panchayat and Gram Panchayats listed under Third and Second Schedule of the Regulation, respectively. A new Regulation known as the *Daman and Diu Panchayat Regulation 2012 (No .4 of 2012)* came in to force on 20th July 2012.

Decentralized Planning

The Gram Sabha, the Gram Panchayat, the Finance, Audit and Planning Standing Committee, the District Panchayat, and the District Planning Committee (DPC) are the five institutions which promote decentralized planning in the UT. These institutions are functionally integrated and properly located in the decentralized planning process. There exist other support systems for decentralized planning. Even though a well developed system for the decentralized planning has been framed, the process of planning is not

seen benefited. The plans are still prepared in the traditional way. The distribution of funds with tailor made schemes make the Grants -in -Aid into tied funds. The space for introducing innovative proposals in tune with the aspirations of the local citizens is not fulfilled in the plan document. The reflections of the gender planning cell, contributions of technical groups, discussions in Gram Sabha, assistance from the Planning Cell etc. are seen missing. The plan document of the District Panchayat has not fully succeeded to propose activities which promote local economic development, social justice and welfare of SC, ST and OBC. Again, the plan document of the District Panchayat shows a wide mismatch between the plan proposals and resource envelop. However, in the case of the Gram Panchayats a balanced relationship is maintained between plan size and resource envelop. The basic purpose of local economic development and social justice to be derived through decentralized planning has been partly attempted by the plan document of the Gram Panchayats. There is a rising need to constitute a fully functional District Planning Committee. It could be stated that the decentralized planning process in the Union Territory of Daman and Diu need to be strengthened further.

Devolution of Functions

Devolving functions to Panchayats with the support of a strong legislative frame work in the form of Regulation seems to be the characteristic of the UT of Daman and Diu. The Second and Third Schedules of the Regulation are same and as a result, lack of clarity persists in the division and distribution of functions between the tiers. In the absence of Rules the functions assigned to the Panchayats cannot be exercised, properly. A detailed Activity mapping for '29 Subjects' and schemes have been done based on the principle of 'peer group responsibility'. As a result, co ordination, monitoring and technical support to the Gram Panchayats are vested with the District Panchayat whereas the beneficiary identification, selection of project sites, distribution of benefits and disbursement of payment are with the Gram Panchayats. Scheme implementation is the responsibility of the Gram Panchayat as per the activity mapping. Since activity mapping has not yet been

operationalized, its merits have not been reflected in the actual performance of the Panchayats. Out of the '29 Subjects' listed in the Regulation; the District Panchayat has performed activities on 24 Subjects and the Gram Panchayats on 18 subjects. The activity wise performance of the District Panchayat under the long list of subjects (24 subjects) is not very substantial and it may not be presumed to conclude that there is a better index of functional devolution. The performance of the Gram Panchayats in terms of coverage is only under '18 subjects'. It also seems to be marginal and a poor achievement index of functional devolution is registered. However, both the tiers of Panchayats have performed certain regulatory functions outside the orbit of '29 Subjects' and in many cases these functions look more actual.

Panchayat Finances

Though the Regulation makes provisions for 'Gram Fund' and 'District Panchayat Fund', it is not yet operationalized in the UT of Daman and Diu. Even though the Gram Panchayats and District Panchayats have taxation power, as per the Regulation only the Gram Panchayats are collecting taxes. The major share of the fiscal transfer to Panchayats comes from the Grants- in- Aid and subvention grants. The transfer is one time and it varies over the years. On an average around 20 per cent of the total Grants-in- Aid is transferred to Panchayats. It is claimed that out of the total amount 50 per cent to the Grants- in –Aid is transferred to Gram Panchayats but it was seen only around 40 per cent were really transferred to the Gram Panchayats whereas 60 per cent remained with the District Panchayat. The transfer of funds to the District Panchayats and the Gram Panchayats is classified into scheme based and non scheme based transfers in the form of 'tied' and 'untied funds'. According to the department of finance the entire fiscal transfer to Panchayats is under the category of 'tied fund' which is the actual situation. At the UT level revenue of Panchayats indicates that the major portion of the revenue received through Grants- in -Aid which accounts to 94 per cent. The revenue from own sources accounts to about 6 per. At the UT level, the major expenditure of Panchayats is incurred

as welfare and developmental expenditure which accounts to about 60 per cent and the operations and maintenance expenditure accounts to about 38 per cent. Nearly two per cent is spent as establishment expenditure.

Among the total revenue of the District Panchayats only very small portion (2.27 %) is from own source. The major share comes from Grants- in -Aid under tied fund (72.78%) and followed by Grants- in- Aid under ‘untied’ fund which comes around 24.94 per cent.. The major share of expenditure (71.29 %) is incurred from the ‘scheme based tied funds’ which is followed by ‘non scheme based untied funds’ (25. 86%). The share of expenditure from tax and non tax head is only 2.85 per cent.

The total revenue and expenditure of four selected Gram Panchayats for a period of two years (2011-2012 and 2012-2013) reveal that in all the cases the revenue has been increased over a period of one year by 72.63 per cent. The overall performance of the four selected Gram Panchayats in terms of fund utilization is rated as good when compared to the District Panchayat of Daman. The revenue of the Gram Panchayats widely varies and the sources of revenue of the Gram Panchayat are from (i) the Grants-in –Aid, and (ii) own sources including taxes and fees. The average revenue receipts of a Gram Panchayat work out to be Rs. 472.21 lakhs. The Grants- in -Aid under ‘tied’ funds comes to 75 per cent whereas the ‘untied’ head is 15.41 per cent. The share of tax and non tax contribution is only than 9.58 per cent. The major items appeared under expenditure head are on (i) development projects, (ii) operations & maintenance, and (iii) establishment and the amount is incurred from the total revenue of the Panchayat. The average expenditure is Rs.420. 24 lakhs. A Gram Panchayat could utilize more 88 percent of the total revenue. In the absence of ‘untied’ fund at the dispersal District Panchayats and Gram Panchayats has created impediment in the real financial autonomy. However, own resources in the form of tax and non tax mobilization of the Gram Panchayats has addressed the issue to certain extent .Whereas totally there is no financial autonomy with District Panchayats where there is very little mobilization under own resources.

Accounting and Audit

The Rules on Accounting and Audit of the Union Government are made applicable in the accounting and audit of the Daman and Diu. Special provisions for the preparation, discussion and passing of the budget do not exist for the UT. Budget proposals for the UT form a part of the Union budget passed by the Parliament. Accounting and Audit Rules followed in the Union Territory of Daman and Diu also covers the domain of Panchayats. In the absence of the Rules on the basis of the Daman and Diu Panchayat Regulation 2012, the Goa, Daman, and Diu Village Panchayats (Accounts and Audit and Custody of Funds) Rules, 1963 is still under operation in the Panchayats of Daman and Diu. Though there are well structured provisions on audit of accounts, social audit, budget and administrative report in the Regulation, it is not yet properly institutionalized due to lack of adequate rules.

The institution of Social Audit is not functional in the UT. The budget document is not given an equal importance to the plan proposals in the meetings of the Gram Panchayat Committee. As in the case of Gram Panchayat, the elected members of the District Panchayat are equally reluctant in the preparation of budget. No administrative reports have been seen prepared by any of the selected four Gram Panchayats or Daman District Panchayat. The documents of Gram Panchayats are not available on internet. There is no online disclosure of Statement of Accounts of the Gram Panchayats. The accounts of the Panchayats have been audited in the fiscal year 2012-2013. Some basic training on accounting has been provided to the Secretary / Sarpanch / Computer Operator. The accounts of the Panchayats are audited by different agencies such as the Accounts Officer from the secretariat, staff from the Comptroller and Audit General and Chartered Accountants.

Panchayat Functionaries

Large discrepancy could be noticed between the provisions in the Panchayat Regulation and what is being practiced in the field. The Regulation stands for a set of functionaries at the Gram Panchayat level and has categorically stated that there shall be a Panchayat Secretary for every Gram Panchayat who acts in all matters under the general supervision of the Sarpanch. The Secretary has to be responsible to the Panchayat through the directions of the Sarpanch. This has not yet materialized. In the absence of Rules and procedures on the recruiting, posting, transfer, service matters (regarding discipline and control) etc. related to the Secretary and other functionaries are dealt with on an ad hoc basis. Hence, the functionaries in terms of volume and expertise are not capable enough to fulfill the expected functions and responsibilities of the Gram Panchayats. As a result, the performance of Gram Panchayats has not reached the expected level.

The position of functionaries is more complex at the District Panchayat due to the absence of the Rules and procedures on the recruitment, posting, transfer, and service matters. The CEO, the Assistant Accounts Officer and other seven regularized posts are the only core functionaries with the District Panchayat. The other functionaries are under the category of ‘contract’, ‘daily wages’ and ‘transferred in diverted capacity’. It can be concluded that in the absence of regularized postings of functionaries, any initiatives in decentralization under the domain of funds and functions may take a retarded position.

Panchayat Administration

The Regulation is not very elaborate in the area of conducting meetings of the Gram Panchayat and District Panchayat. Rules are not yet framed. However, field evidences suggest that both the tiers of the Panchayats have succeeded to perform the level business what is expected from them. Some amount of discrepancy is noticed in the area of constitution and functioning of Standing Committees at the District Panchayat level. The Regulation stands for seven Standing Committees at the District Panchayat whereas only

four are constituted. The District Panchayat has constituted one additional Standing Committee (Welfare Standing Committee). Evidences suggest that standing committees have potential ingredients to strengthen the General Committee of the District Panchayats. The Regulation also stands for Standing Committees at the Gram Panchayat level. But no such committee was constituted by any of the Gram Panchayats. It is caused by lack of clarity in the provisions of the Regulation and the absence of adequate Rules. Same is the case with Gram Sabha which is empowered by the Regulation to constitute two supervisory committees to monitor the work of the Gram Panchayat. But no attempt has been made to materialize the provision till date.

Gram Sabhas

The details of Gram Sabha have been widely discussed in the Regulation. There are certain evidences to prove that the Gram Sabha is moving in the path though it is not fully envisaged in the Regulation. The Regulation prescribes 10 per cent of the total number of members as the quorum and four sitting per year. No separate quorum for women is mandated. No special provisions are made for the constitution of Mahila Sabha or Ward Sabha in the Regulation. The responsibility of convening the Gram Sabha is vested with the Sarpanch of the Gram Panchayat. Though specified dates are not prescribed, Gram Sabha sittings are taken as per the convenience of the Gram Panchayats. It is reported that generally 26 January and 2 October are taken for Gram Sabha sittings. But none of the Gram Sabhas from the selected Panchayats was held on these dates. The average number of Grama Sabha meetings held in the Panchayats is two against the required number of four. The average number of participants in a Gram Sabha is less than the prescribed quorum. The secluded habitation pattern with sizable number of the households within the Gram Panchayat area may be one of the reasons for the poor attendance in the Gram Sabha participation.

Overall Assessment of Panchayats

The Daman and Diu Panchayat Regulation 2012 provides a strong legal frame work for the effective functioning of the District and Gram Panchayats. Majority of the institutions are vibrant but few of them are yet to be operationalized. The District Panchayats as well as Gram Panchayats engage to handle the tasks with the resources provided to them. Discrepancies could also be noted. The physical infrastructure of the Panchayats in the UT is good .Since there is no training institutions, capacity building and training programmes are being conducted through outsourcing to accredited agencies. The delivery of urban oriented public goods and services by the Gram Panchayats are seen a positive response towards the local citizens demand and it is laudable. The Panchayats are accountable to its citizens, and responsible to the ‘higher’ levels of Government. There is no performance audit initiated for the Gram Panchayat. The District Panchayats are not very effective in the process of local economic development and social justice as it is evident from the field observation.

All the major records are computerized. Clearance of audit paras are not taken very seriously and it is not listed in the agenda of the Panchayats. The local citizen is provided with information under the RTI Act. The UT has made policy package for the disclosure of information by the Panchayats to the public and they have the display boards and wall writings. The institution of the Ombudsman has not been established till date. The same is the case with the institution of Social Audit. An urgent need for developing a checklist for assessing the performance of the Panchayats is felt among both the officials and elected functionaries at all the levels. This is a matter for serious concern, but is not initiated till date.

Best Practices

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

1. Support Structure for Decentralized Planning

2. Establishment & Appointment of Ombudsman
3. SamaySudhiniSeva (Quality Public Service Delivery to Citizens)
4. Sarvottam (Quality Education)
5. Sanjeevan iSwasthya Bima Yojana (Medical Care):

Bad Practices

No bad practices have been noticed during the field in the Union Territory of Daman and Diu. However, some of the negative aspects which may work against the real spirit of genuine devolution are attempted. One of the negative aspects in the whole system is lack of efforts in provision of training to the elected representatives and functionaries except for some training programs which are outsourced to accredited agencies. The capacity building framework for training the elected representatives and Panchayat officials is weak in the Union territory. It was also reported that no Training Needs Assessment for Panchayats was conducted in the last three years.

Yet another point to be cited is regarding the provision for the dissolution of Panchayats. The provision empowers the Administrator to dissolve the Gram Panchayat on four conditions and the District Panchayat on five conditions. Till date the provisions were not found applied against any of the Panchayati Raj Institutions. However, it may be considered as an outlandish idiom in the modern literature on decentralization.

The Daman and Diu Panchayat Regulation passed on 2012 by the Legislature of the Country is the verbatim of which appeared two decades back and is a bolt from the blue. The functions listed under the second and third schedules are one and the same and is the verbatim of the provisions of the Constitution. All the 29 items are repeated in both the schedules and the rhetoric is that all the 29 subjects have been transferred to the Panchayats. No attempt has been made in the regulation to apply the criteria to distribute functions between the tiers. Thus, lack of clarity persists in the division and distribution of functions between the tiers.

Issues

Section 121 (i) of the regulation has authorized the Administrator to frame rules to carry out the provisions, but no attempts in this regard were initiated. In the absence of the Rules the functions assigned to the Panchayats cannot be exercised properly. In many of the Panchayats in Daman and Diu no special allocation is seen in the budget for women and girl child. However, special allocation is seen for SC/ST, health and education. The experiences from the Gram Panchayats indicate that the inclusiveness of the planning process is limited to some extent in selected Panchayats. The UT has not notified any planning calendar and there is a rising need to constitute a fully functional DPC. It could be stated however that the decentralized planning process in the Union Territory of Daman and Diu need to be strengthened further.

There exists a need for effective resource mobilization. The fiscal position of the Union Territory of Daman & Diu though appeared to be a stable one, rising non plan expenditure is a concern. The Gram Panchayats due to higher own resource mobilization have been able to increase their fiscal autonomy substantially. However, in terms of volume of resources and total volume of expenditure, the position of the Gram Panchayats is indeed deplorable. The State of finance at the level of the Panchayat is a cause for concern and the grants to these institutions by the UT Administration are rather inadequate.

Though a number of functions have been devolved to the local institutions, no significant follow up has been done in granting relevant powers, control on staff and of financial resources and also seems to be a lot of confusion around the specific activities and thus strengthening the Panchayats and a clear demarcation of responsibilities, funds and functionaries is quite necessary. The staff strength at the village Panchayat level is inadequate and hence the ability of Panchayats to perform effectively as institutions of local-self-government is lacking. The funds and financial powers granted to them are also inadequate. Even, the staff allotted to the District Panchayat is in a diverted capacity with

their salary coming from their parent department but they are working under the administrative control of the CEO of the DP. Thus the issue of dual control is a prominent one. Though a number of functions have been devolved to the local institutions, no significant follow up has been done in granting relevant powers, control on staff and of financial resources. Thus, there arises a need for Responsibility Mapping.

Lessons

Support Structure for Decentralized Planning, Establishment & Appointment of Ombudsman, *SamaySudhiniSeva* (Quality Public Service Delivery to Citizens), *Sarvottam* (Quality Education), *Sanjeevani Swasthya Bima Yojana* (Medical Care), and supremacy of Sarpanch over the officials and the supervisory committees of Gram Sabha are some of the major achievements from the UT which could be replicated by the Panchayati Raj Institutions elsewhere in the country. This indicates that even States/UTs with a lower rank in the achievement index can portray and convey aspiring lessons in local governance, devolution and decentralization.

AIM of the Study

The nationwide study launched by the Ministry of Panchayati Raj (MoPR), Government of India, New Delhi is aimed to examine the status and quality of devolution of funds, functions and functionaries (3Fs) to the Panchayats in the country. As a part of this national assignment, Centre for Rural Management (CRM), Kottayam, Kerala has assessed the actual status and quality of devolution of funds, functions and functionaries in the Union Territory (UT) of Daman and Diu.

Objectives of the Study

The primary objectives of the study are as follows:

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

APPROACH AND METHODOLOGY

The study has been conducted in two phases. In the first phase, data available with the Panchayati Raj and Rural Development Department, other line departments, organizations and agencies of the Union Territory has been collected and compiled in the questionnaires prescribed. In the second phase of the study, the data has been collected from the sample PRIs identified by the Project Advisory Committee (PAC), using the questionnaires designed. Focus Group Discussions (FGDs) have also been held with specific groups to elicit their responses to the Panchayati Raj System.

Qualitative assessment was used as one of the key strategies adopted for the study. This was carried out through the focus groups discussions (FGDs) of stakeholders and interviews with the elected functionaries and officials of the PRIs. The qualitative tools enabled the research team to capture the field situation. Both the UT and PRI level reporting formats were used. One District Panchayat and four Gram Panchayats were selected for the assignment. Technical reports, information available from existing literature, and websites were referred for designing various tools for the work. The UT and PRI level personnel were contacted for official information and informal discussions were also conducted. Discussions were held with the members of various committees. A team well acquainted with the theory and practice of Panchayati Raj System and local governance spent several days for data collection and interaction with the functionaries. The team made a second visit also in the Panchayat for vetting the data.

TOOLS USED

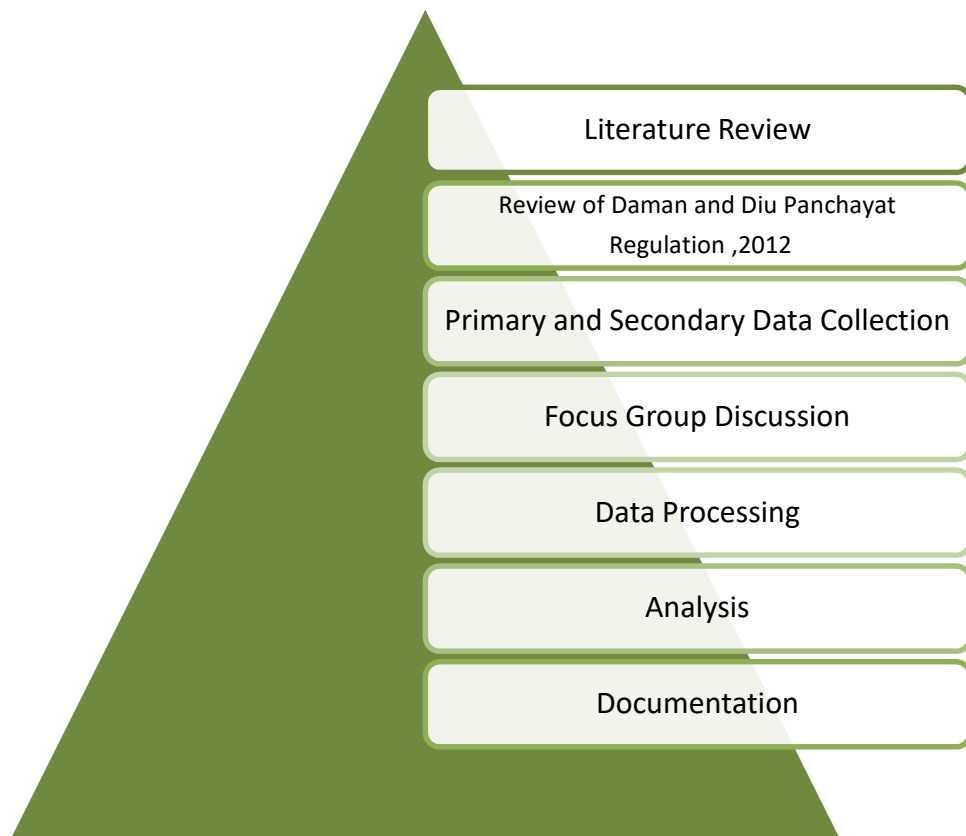
UT Level Questionnaire

District Level Questionnaire

DPC Questionnaire

Village Panchayat Level Questionnaire/FGD questionnaire

METHODOLOGY FLOWCHART



List of PRIs selected for the Study

DISTRICT PANCHAYAT	GRAM PANCHAYATS
Daman	1.Dhabel
	2.Kadaiya
	3.Pariyari
	4.Patlara

CHAPTER 1:

INTRODUCTION

Profile of Daman and Diu

Daman & Diu is a union territory, located on the west coast of India along the Arabian Sea. These two small coastal areas were a single union territory along with Goa prior to 1987. When Goa attained full statehood in 1987, Daman & Diu was made a separate Union Territory (UT) with its capital at Daman. The UT comprises of two districts namely Daman and Diu. The headquarters of the district is Daman. Diu is a tiny island on the Kathiawar coast and is located more than 700 kms on the sea shore adjacent to the southern portion of Gujarat State. This territory was ruled by the Portugese for more than four and a half centuries till it was finally liberated from colonial rule in 1961. Due to their historical legacy of being under the Portuguese rule, Daman and Diu have been merged into a single Union Territory without having any geographical contiguity.

The bulk of the population is engaged in mixing activities of fishing, agriculture, petty trade industrial labour and seasonal migration. Tourism is gradually getting a push and is set to grow in importance, where the local governments can play a prominent role. Diu is industrially backward compared to Daman and has only a small industrial estate. But off-late, the marine export industry has picked up and doing well in terms of profitability and additional employment opportunities for the local people purely as a private initiative.

Daman & Diu is administered by a senior administrative official, who is designated as the Administrator. The absence of a legislature at the UT level has certain unique ramifications in the functions, style and practice of governance in general and local governance in particular. The two districts of Daman and Diu are each headed by a Collector. There are two District Panchayats in the territory (District Panchayat of Daman and District Panchayat of Diu). There are 14 Gram Panchayats (ten in Daman and are

four in Diu). The towns of Daman & Diu each have a Municipal Council. At the national level there is a Member of Parliament for the U.T. who is elected to the Lok Sabha.

Table No. I.1.General Demographic Profile (UT level)

PARTICULARS	FIGURE
Population Size	243247
Population Size Rural	60396
Population Size Urban	182851
Population Density	2172
Sex Ratio	618
Sex Ration Rural	864
Sex Ration Urban	551
Literacy Rate	87.1

Source: Statistical Diary 2012-2013 Dept. of Planning & Statistics, UT Administration

Table No. 1.2.General Geographical Profile (UT level)

PARTICULARS		DAMAN	DIU
Climate			
Temperature	Maximum Minimum	37 Degree Celcius 12 Degree Celcius	37 Degree Celcius 11 Degree Celcius
Annual Rainfall	2006 2007 2008	2159 mm 2142 mm 2032 mm	729 mm 1212 mm 1361 mm
Languages Spoken		Gujarati, Hindi, Portuguese	
Main Economic Activities		Fishing Agriculture Industries Tourism	Fishing Tourism

Source: Statistical Diary 2012-2013 Dept. of Planning & statistics UT Administration

Table No. 1.3.Administrative Structure

PARTICULARS	DAMAN	DIU	DAMAN & DIU
1.Districts	1	1	2
2.Taluks	1	1	2
3.Blocks	1	1	2
4 DistrictPanchayats	1	1	2
5Gram Panchayats	10	4	14
6.Villages	22	4	26
7.Municipal Councils	1	1	2
8.Towns	1	1	2
9.Urban Wards	15	13	28

Source: Statistical Diary 2012-2013 Dept. of Planning & Statistics UT Administration

Table No. 1.4.Political Structure

SL.NO CONSTITUTIONAL UNITS		NUMBER OF MEMBERS		
		DAMAN	DIU	DAMAN & DIU
1	PARLIAMENT	1		1
2	MUNCIPAL COUNCILS	15	13	28
3	DISTRICT PANCHAYAT	22	12	34
4	VILLAGE PANCHAYATS	53	24	77

Source: Statistical Diary 2012-2013 Dept. of Planning & Statistics UT Administration

Table No. 1.5.Other Relevant Information

Particulars	District Panchayat			Gram Panchayat		
Each level of Panchayat as mentioned in the Regulation	District Panchayat			Gram Panchayat		
Number of Panchayats at each level	2			14		
Number of Elected Representatives for the entire UT at each level of Panchayats	20			77		
No. of General Representatives for the entire UT at each level of Panchayat	12			43 (28+15)		
Number of Women Representatives for the entire UT at each level of Panchayats	SC	ST	OBC	SC	ST	OBC
	1	1	Nil	1	9	Nil
Number of SC Representatives for the entire UT at each level of Panchayats	1			3		
Number of ST Representatives for the entire UT at each level of Panchayats	2			12		
Number of OBC Representatives for the entire UT at each level of Panchayats	Nil			Nil		
Percentage of reservation for Women as per the Regulation	50%			50%		
Percentage of reservation for Scheduled Castes (SCs) as per the Regulation	1%			1%		
Percentage of reservation for Scheduled Tribes (STs) as per the Regulation	11%			11%		
Percentage of reservation for OBCs as per the Regulation	Nil			Nil		

Source: Statistical Diary 2012-2013 Dept. of Planning & Statistics' UT Administration

Table No.1.6.Various Acts/Rules Governing Panchayats in Daman and Diu

Documents	Year of Publication/ Enactment/ Order
UT Panchayat Regulation and Regulation governing DPC along with Amendments	(i)The Daman And D Village Panchayat (amended) Regulation, 1994. (ii)The Daman and Diu Panchayat Regulation 2012 (No.4 of 2012) dated 20-7-2012.
Notification/GOs/Executive Orders/Circulars/ Rules/ Guidelines related to PR, SFC, DPC, Gram Sabha and Other related documents	Nil
Report of SFC, ATR and Annual Report	Nil

Source: District Panchayat Daman, UT Administration

Panchayati Raj System in Daman and Diu

The Panchayati Raj Institutions in Daman and Diu were governed since 1963 under the Goa, Daman & Diu Village Panchayats Regulation. Subsequent to the separation of Daman & Diu from the erstwhile UT of Goa in 1987 and after the 73 amendment to the Constitution of India, a separate Regulation had been made effective in 1994. As a result, a two tier system of Panchayati Raj was introduced in the UT of Daman and Diu. It was amended in 2012. Currently the two tier system is under operation at both the levels of village and district by the Gram Panchayat and District Panchayat respectively .The first election in Daman & Diu for both the tiers was held in 1975 and the last election was held in 2010. A District Planning Committee (DPC) has been set up and the President of District Panchayat is functioning as its Chairperson. The District Panchayat has various committees dealing with (i) finance, audit, and planning and (ii) education, (iii) public works (iv) social audit and a (v) General Standing Committee. The Administration of the Daman & Diu has officially claimed that since July 2006 all 29 functions have been transferred to the Panchayati Raj Institutions.

District Panchayats

Chapter VII of the Regulation empowers the Administration to constitute for the districts in the Union Territory and a Panchayat at the district level to be called the District Panchayat. There are two District Panchayats in the UT, the District Panchayat, Daman and the District Panchayat Diu. As per Notification No.3/50/SS/PRI/SDP/DMN/2012-13/57 dated 17th July, 2013 the Administrator has constituted separate District Panchayats for two Districts of Daman and Diu, one District Panchayat for Daman and another one for Diu, which are implemented with effect from 17th July, 2013.

Total there are 14 Gram Panchayats, 10 are located in Daman and four in Diu. The Administrator notifies the territorial boundary for each ward on the recommendations of the Election Commission. There are three categories of members in the District Panchayat; (i) Members elected by direct election from the wards (territorial boundaries), (ii) all the Sarpanchs of the Gram Panchayats, and (iii) the Member of Lok Sabha representing the constituency of the UT. The District Panchayat elects a President and a Vice President. The President has the executive powers and the responsibility for carrying out the resolutions of the District Panchayat. The District Panchayat has a Chief Executive Officer (CEO), Account Officer (AO) and other officers of group 'A' and group 'B' appointed by the Administration. The duties and functions of the District Panchayat are in the relation to the matters listed in the Third Schedule. There shall be a "District Panchayat Fund" for each District Panchayat and the same shall be utilized for carrying out the duties and functions devolved. The Administration makes grants to the District Panchayat for general purpose or for the improvement of the district and the welfare of the citizens.

Gram Panchayats

Chapter III of the Regulation says, "every Gram Sabha shall elect by direct election an Executive Committee called the Gram Panchayat and a Chairperson of the Committee to be known as the Sarpanch". There is total 14 Gram Panchayats in the UT. The Election

Commission divides the Gram Panchayat area into the territorial boundary for each ward (territorial constituency) in such a way to keep a ratio between the total population of the Panchayat and the number of seats in that Panchayat. The number of seats (number of elected members) is fixed as not less than nine and more than 15 including the Sarpanch. The President is elected directly whereas Vice President is elected by the members of the Gram Panchayat (Executive Committee). The Panchayat Secretary shall act in all matters and responsible to the Gram Panchayat under the general supervision of the Sarpanch. The duties and functions of the Gram Panchayat are in the relation to the matters listed in the Second Schedule. There shall be a "Gram Fund" for each Gram Panchayat and the same shall be utilized for carrying out the duties and functions devolved by the Regulation. The Administration makes grants to the Gram Panchayat for general purpose or for the improvement of the village and the welfare of the local community.

Mission

Activity mapping exercise has covered all 29 subjects in to the District Panchayat and Gram Panchayats listed under Third and Second Schedule of the Regulation, respectively. Items in these two schedules are almost the same and it is also the verbatim of what is reflected Constitution. The mission of the Panchayats is reflected as follows;

- To make plans for economic development and social justice.
- Principle of subsidiarity to be followed for the devolution of functions, functionaries and funds. (The Principle of subsidiarity is reflected in the list of third schedule which matters with in the jurisdiction of District Panchayat and it say, *“Take up works which can not be executed by a Gram Panchayat but can be executed by the District Panchayat”*.)
- District Panchayat shall prepare Action Plan for the schemes, review the progress of the schemes and assist the Gram Panchayat in the implementation of schemes.
- Promote cultivation and marketing of vegetable, fruits and flowers.
- Propagate improved method of cultivation.

- Conduct agriculture training programme and demonstration for farmers.
- Procurement of Agriculture input like seeds, fertilizers, pesticide, tools, implements, equipments, machineries, horticulture plants supply to framers.
- Subsidy to Farmer/Groups, NGOs self help groups etc. various activities for Agriculture field.
- Implement watershed development projects in Gram Panchayats.
- Indentify sites for all the irrigation related schemes.

Administrative Structure

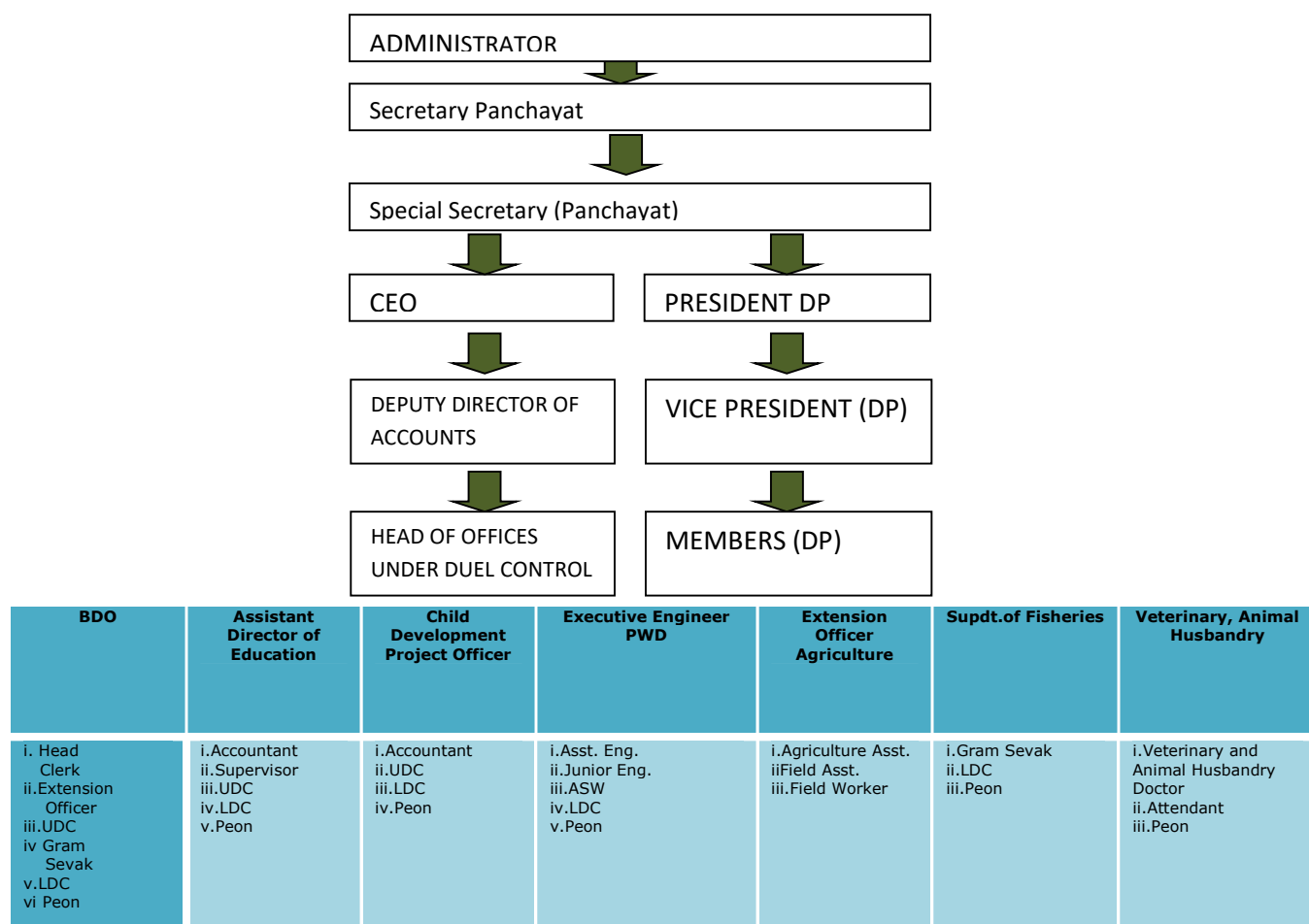


Table No.1.7.General Information District Panchayat, Daman

Particulars		District		Block		Village	
Please write here the name of Panchayat (nomenclatur)		District Panchayat		Nil		Gram Panchayat	
Number of Panchayats at each level		2				14	
Percentage of reservation for:	Wome n	50%				50%	
	SCs						
	STs						
	OBCs						
Total population of the Panchayat as per 2011 census: (Special Notes: Female/ Male of Sc/St & OBC are not available)		Femal e	Male	Female	Male	Fema le	Male
	Genera l	Nil	Nil				
	SCs	3065					
	STs	13881					
	OBCs	13065	124461				
	Total	66394	124461				
Total no. of Sarpanch in the district		Nil		1			
Details of Total Elected Representatives: DP							
Social Background	Genera l	Nil					
	SCs	1	1				
	STs	Nil	Nil				
	OBCs	4	6				
	Total	5	7				

The membership pattern of various governing bodies in the Union Territory is given in the Tables No. 1.7 (a) to (i):

Table No. 1.7 (a). DISTRICT PANCHAYAT, DAMAN

1.	The Chief Executive Officer , District Panchayat, Daman	Chairman
2.	The Executive Engineer, Public Works Dept. Daman	Member
3.	The Associate Town Planner, Daman	Member
4.	The Assistant Account Officer, District Panchayat Daman	Member
5.	The Assistant Director, Education, District Panchayat, Daman	Member
6.	The Assistant Engineer , District Panchayat, Daman	Member
7.	The Executive Engineer, District Panchayat, Daman	Member secretary

Table No. 1.7 (b) DISTRICT PANCHAYAT,DIU

1.	The Chief Executive Officer Panchayat, Diu.	Chairman
2.	The Executive, Public Works Dept. Diu	Member
3.	The Assistant Account Officer, District Panchayat, Diu,	Member
4.	The Assistant Director , Education , District Panchayat	Member
5.	The Assistant Engineer, District Panachayat, Diu	Member
6.	The Executive Engineer, District Panchayat, Diu.	Member

Table No. 1.7 (c) DAMAN MUNICIPALITY

1.	The Chief Officer, Daman Municipal Council	Chairman
2.	The Associate Town Planner, Daman	Member
3.	The Executive Engineer , Public Works Department, Daman	Member
4.	The Municipal Engineer , Daman Municipal Council	Member secretary

Table No. 1.7 (d) DIU MUNICIPAL COUNCIL

1.	The Chief Officer , Diu Municipal Council	Chairman
2.	The Executive Engineer , Public Works Department, Diu	Member
3.	The Municipal Engineer, Diu Municipal Council.	Member secretary

Table No. 1.7 (e) VILLAGE PANCHAYATS, DAMAN

1.	The Block Development Officer , Daman	Chairman
2.	The Assistant Engineer, District Panachayat, Daman.	Member
3.	The Junior Engineer, District Panachayat, Daman.	Member
4.	The Accountant, Daman.	Member
5.	The Secretary of Respective Village Panachayat, Daman	Member secretary

Table No. 1.7 (f) VILLAGE PANCHAYATS, DIU

1.	The Block Development Officer, Diu	Chairman
2.	The Assistant Engineer, District Panchayat, Diu.	Member
3.	The Junior Engineer, District Panchayat, Diu.	Member
4.	The Accountant, Diu.	Member
5.	The Secretary of Respective Village Panachayat, Diu.	Member secretary

Table No. 1.7 (g) UT Level Planning Board

1.	The Administrator , Daman Diu and DNH	Chairman
2.	The Member of Parliament, Daman and Diu.	Ex-Officio-Vice Chairman.
3.	The Development Commissioner	Member
4.	The Finance Secretary	Member
5.	The Collector , Daman	Member
6.	The Collector, Diu.	Member
7.	Chief Engineer (PWD) Daman and Diu.	Member
8.	Executive Engineer (PWD), Daman.	Member
9.	Executive Engineer (Electricity) Daman.	Member
10.	The Director of Medical & Health Services, Daman.	Member
11.	The Director of Education, Daman.	Member
12.	The President District Panchayat, Daman.	Member
13.	The President, District Panchayat, Diu.	Member
14.	The President, Municipal Council, Daman	Member
15.	The President, Municipal Council, Diu.	Member
16.	The Chief Executive Officer District Panchayat, Daman.	Member
17.	The Chief Executive Officer District Panchayat, Diu.	Member
18.	The Secretary Planning.	Member secretary

Table No. 1.7 (h) District Planning Committee (DPC) for Daman District

1.	President District Panchayat, Daman.	Chairman
2.	President DMC, Daman.	Vice Chairman
3.	Member of Parliament, Daman & Diu.	Member
4.	Vice President, District Panchayat, Daman.	Member
5.	Vice President DMC, Daman.	Member
6.	Five Members to be Elected by Panchayat from amongst the elected Sarpanches of Group Gram Panchayat of Daman.	Members
7.	Five Members to be elected by and from amongst the elected members of District Panchayat, Daman.	Members
8.	Five Members to be elected by and from among from the Municipal Councilors, Daman.	Member
9.	Block Development Officer, Daman.	Member
10.	Chief Officer, DMC. Daman.	Member
11.	Chief Executive Officer, District Panchayat, Daman.	Member Secretary.

Table No. 1.7 (i) District Planning Committee for Diu District.

1.	President District Panchayat, Diu.	Chairman
2.	President DMC, Diu.	Vice Chairman.
3.	Member of Parliament, Daman & Diu.	Member
4.	Vice President, District Panchayat, Diu.	Member
5.	Vice President, DMC, Diu.	Member
6.	Three Members to be elected by District Panchayat from amongst the elected Sarpanches of Group Gram Panchayat of Diu.	Members
7.	Five Members to be elected by and from amongst the elected members of District Panchayat , Diu.	Members
8.	Five Members to be elected by DMC from Municipal Councilors, Diu.	Member
9.	Block Development Officer, Diu.	Member
10.	Chief Officer, DMC, Diu.	Member.
11.	Chief Executive Officer, District Panchayat, Diu.	Member Secretary

CHAPTER 2:

DECENTRALIZED PLANNING

Introduction

This Chapter deals with the process of decentralized planning in the UT. Attempts are made to identify the institutional structure including supporting systems, mandatory provisions and ground reality in the planning and implementation of developmental activities. Detailed analysis of the annual plan documents of one District Panchayat and one Gram Panchayat has also been included with observations.

A. Legal Frame Work for Decentralized Planning

There are five institutions/structures which promote decentralized planning in the UT of Daman and Diu, as per the Regulation. These institutions are functionally integrated and properly located in the decentralized planning process. They are: (i) the Gram Sabha, (ii) the Gram Panchayat, (iii) the Finance, Audit and Planning Standing Committee, (iv) the District Panchayat, and (v) the District Planning Committee (DPC). In addition to this, there are other supporting systems for decentralized planning and they are (i) the Technical Advisory Groups (TAGs), (ii) the Gender Budgeting Cell, (iii) the District Planning Cell, and (iv) the UT Level Planning Board.

A.1. The Gram Sabha

As per the Regulation: The Gram Sabha is empowered to make recommendations and suggestions on planning, supervising, coordinating and monitoring the schemes of the Gram Panchayats. It is the duty of the Sarpanch to place the developmental and other programmes of work proposed for every financial year before the Gram Sabha. It is also mentioned that while preparing the annual development plan, the Gram Panchayat has to

give “due regard to the development programmes suggested by the Gram Sabha” (Section 118.1).

Ground Reality: *Since Gram Sabha meetings are not convened regularly the conditions as laid down in the Regulation relating to the planning are not fulfilled. As a result, felt needs assessment, prioritization etc. is happening outside the Gram Sabha.*

A.2. The Gram Panchayat

As per the Regulation : The Gram Panchayats shall have powers and responsibilities to make plans and implement schemes for the economic development and social justice including those in relation to the matters specified in the Second Schedule. The Second Schedule gives the matters within the jurisdiction of Gram Panchayat and “preparation of annual plans for the development of the Gram Panchayat area” is mentioned as the first general function. According to the provisions of the Regulation, “every Gram Panchayat shall prepare every year a development plan and forward it to the District Panchayat before such date and in such manner as may be prescribed” (Section 29 (2) of the Regulation 2012).

Ground Reality : *In the absence of regular Gram Sabha meetings elected representatives who are in constant contact with the public identifies the felt needs and places it before the Committee meetings of the Gram Panchayat. The Panchayat Committee consolidates and prioritizes the proposals raised by the members and forward to the CEO of the District Panchayat through the Block Development Officer (BDO).*

A.3. The District Panchayat:

As per the Regulation: While discussing the duties and functions of the District Panchayat, the Regulation clearly mentions that “the District Panchayat shall have such powers so as to enable it to function as an institution of self government with respect to the preparation of plans for economic development and social justice and the implementation of schemes for economic development and social justice in relation to the

matters listed in the Third Schedule”. The Third Schedule gives the matters within the jurisdiction of District Panchayat and two planning activities are listed under general functions. They are: (i) preparation of annual plans and execution of works covering more than one Gram Panchayats and (ii) preparation of District plans. The Regulation says, “Every District Panchayat shall prepare every year a development plan after including the development plans of the Gram Panchayats and forward it to the District Planning Committee”. (Section 76 of Panchayat Regulation 2012)

Ground Reality: *Resource envelope for the development plans under Grants –in -Aid is indicated and transferred to the District Panchayat by the Administration. Around 20 per cent of the total Grants-in- Aid are transferred to Panchayats. Out of this it is seen that around 40 per cent were transferred to the Gram Panchayats whereas 60 per cent was retained with the District Panchayat. It is noticed that the Deputy Director (Planning and Statistics) issued a circular on 26 November 2013 to all Heads of offices /Departments to prepare realistic and measurable plan proposals with all required formalities .However; it is revealed that content of the circular was not fulfilled. The CEO has given similar directions to all Gram Panchayats and line departments under District Panchayat to forward their proposals. The Gram Panchayats submits their proposals to the CEO through the BDO. And, finally the CEO prepares a consolidated plan of the district incorporating the plan proposals submitted by the Gram Panchayats. The draft plan document prepared by the CEO is placed before the DPC for discussion and approval. A meeting of the District Planning Committee (DPC) was held on 5 Feb 2013 for the discussion and approval of Annual Plan 2013 -2014. The proposals for 2013-2014 have been discussed and finalized unanimously. The UT was having only one District Panchayat at that time. Hence the consolidation and approval of plans were done relating to the whole area under the UT. Plan proposals from the Gram Panchayats and the District Panchayat covering all subjects devolved and proposals from line departments were vetted, prioritized, consolidated and included in the document known as Annual District Plan (Draft) and submitted to the Deputy Director Planning and*

Statistics. The quality analysis of the plan document reveals that it is only a bundle of wish list/work sheet and it was also shared by the Deputy Director of Planning and Statistics. Really, the office of the Deputy Director of Planning and Statistics fashioned and incorporated it in to a plan document for the year 2012-2013.

A.4. The Finance, Audit and Planning Committee:

As per the Regulation: The Regulation empowers the District Panchayat to appoint seven standing committees and one such committee is named the Finance, Audit and Planning Committee which is exclusively for planning related activities.

Ground Reality: *It is reported that the committee has not yet constituted.*

A.5. The District Planning Committee (DPC)

As per the Regulation: Section 119 (1) & (2) of the Regulation, the Administrator for the purpose of undertaking district planning shall constitute a District Planning Committee (DPC) consisting of such members as may be prescribed. But no specific functions relating to the suggestions, recommendations, approval, and rejection or ask for clarifications on the plans prepared by the Panchayats are prescribed by Regulation /Rule. The powers of the DPC in monitoring, reviewing and evaluating the implementation of the plans are not specified in any Rules / Order/Notification. Meetings and functions of the DPC shall be such as may be prescribed. Accordingly a District Planning Committee of nine members has been constituted vide Order No.DPS/102(27/2001-2002/432 dated 29-9 -2001. The President of the District Panchayat was the ex-officio Chairperson of the DPC whereas the CEO is the Secretary .The term of office of the DPC was for a period of two years or till its reconstitution. The terms of reference of the DPC are to prepare draft development plans incorporating different schemes and works relating to the subjects containing in the 11th Schedule. It was directed to consolidate the plans submitted by the Gram Panchayats in the district plan. Separate District Panchayats for the two districts of the UT of Daman & Diu were constituted during July 2013 vide Gazette Notification

No.3/50/SS /PRI/SDP/DMN/2012-13/57 Dated 17-7-2013). Consequently, the DPC has been reconstituted for the respective districts of Daman and Diu for a period of two years or till it is reconstituted. Five Members to be elected by the District Panchayats from among the elected Sarpanchs of Gram Panchayats, and five members from among the elected members of the District Panchayat and another five members from the Municipal council are to be elected to the proposed DPC.

Ground Reality: *A meeting of the DPC was held on 5 Feb 2013 at the Rajiv Gandhi conference hall, District Panchayat Daman & Diu for the discussion and approval of Annual Plan 2013 -2014 in which 22 persons including members of the District Panchayat, Sarpanchs of Gram Panchayat, officers representing different departments and the Member of Parliament were invited by the CEO. The CEO in consultation with the President convened the DPC meeting .The proposals for 2013-2014 have been discussed and finalized unanimously. The UT was having only one District Panchayat at that time. Hence the consolidation and approval of plans were done relating to the whole area under the UT. Plan proposals from the Gram Panchayats and the District Panchayat covering all subjects devolved and proposals from line departments were vetted, prioritized, consolidated and included in the Annual District Plan document for 2013 -2014. It is noticed that DPC is not exercising any real functions relating to the plans prepared by the Panchayats. Monitoring, reviewing and evaluating the plan implementation are also not seen done by the DPC. The DPC is not having separate staff, finance and infrastructure .Since DPC is not a functional entity its deficiencies in enabling environment for planning have not been seriously considered at any level. Moreover, The composition of the DPC including provision for providing membership to the Sarpanchs of Gram Panchayats and the representation of the members from the District Panchayat and the Municipal Council is not in accordance with the provisions of the Article 243ZD (2) (b) in the Constitution.*

B. Supporting Systems for Decentralized Planning

Outside the purview of the Regulation, there are a few structures /institutions promoting the process of decentralized planning which are non -hierarchical. They are the UT Level Planning Board, Department of Planning and Statistics, Technical Advisory Groups (TAGs) both at the District and Village levels, Gender Planning Cell, and District Planning Cell. Each one has a definite role to play in the decentralized planning process as it is described below.

B.1.UT Level Planning Board:

As per the Records: The Administration has constituted a UT Level Planning Board for the formulation of annual plans /five year plan as per Notification no.DPS/RCs/2013-14/695 dated 11-9-2013. The Administrator of the UT is the Chairman whereas the Secretary Planning is the Member Secretary of the Board. Formulation of the plan schemes of line departments, preparation of annual plans / five year plan, integrating the draft development plan submitted by the DPC are in the terms of reference of the Board. The Board will also rationalize the allocation and resources among different sectors and Panchayats.

Ground Reality: *Evidence suggests that the UT Level Planning Board holds meetings as and when necessary to finalize the annual plans / five year plan. Since planning institutions up to this level are not fully functional, the role and responsibility of the Planning Board is crucial. However, the plan document of the UT contains all major features of decentralized planning which may be a contribution of the Board.*

B.2 Department of Planning & Statistics

As per the Records: At the UT level there is a one Department of Planning and Statistics which is assigned to prepare the draft Annual Plan document of the UT. The Development Commissioner is having the additional charge of planning and holding the office of Secretary Planning.

Ground Reality: *In addition to the Deputy Director of Planning and Statistics, there are two Statistical Assistants, one Research Associate, two Investigators and one Computer Assistant. The preparation of the UT Annual Plan document is the major assignment and it is being prepared every year. In reality, the Office of the Deputy Director of Planning & Statistics translates the bundle of wish list/work sheet in to plan documents. The Sector wise/ scheme wise details are available in the document and in every sector there is separate district allocation. There is no separate document for district sector and it is an integral part of the Annual Plan the allocation under district sector is known as 'District Plan Book'.*

B.3 Technical Advisory Groups (TAGs)

- a. As per the Records:** The Administrator of the UT has also constituted the Technical Advisory Groups (TAGs) at different planning units (Gram Panchayat, Municipal and District Panchayat levels) vide Notification No. DPS/RCPs /2013-14/696 dated 11-9-2013. The Technical Advisory Groups constituted for a period of two years or till reconstituted shall prepare Action Plans at their levels and to suggest ways and means for the better implementation of various projects. The members of the District Level Technical Advisory Groups (DLTAG) shall assist the District Planning Committee in the preparation of development plans and annual plans of the Local Governments (both Panchayats & Municipality). The DLTAG at the District Panchayat Daman and Diu has following seven members including the Chairperson and the Member Secretary and they are (i) the Chief Executive Officer (CEO), (Chairperson), (ii) the Executive Engineer, Public works Dept, (iii) the Associate Town Planner, (iv) the Assistant Account Officer, (v) the Assistant Director, Education, (vi) the Assistant Engineer, (vii) the Executive Engineer, (member secretary). The BDO is the Chairperson whereas Panchayat Secretary is the Member Secretary of the Village Panchayats Level Technical Advisory Groups (VLTAG). There are five members in the VLTAG. They are (i) the BDO (ii) the

Assist Engineer (iii) the Junior Engineer (iv) the Panchayat Secretary and (v) the Accountant.

Ground Reality: *No documentation on the sitting of the DLTAG and VLTAG are available with the respective member secretaries. The presence of the technical group was not reflected in the quality of the plan document. A perusal of the annual plan document of the District Panchayat and the four selected Gram Panchayas shows that no special initiatives have been taken to the value addition process.*

B.4. Gender Budgeting Cell:

As per the Records: The Administrator has constituted a gender budgeting cell with seven members to guard gender issues in the process of planning and development. The cell consists of the (i) Secretary, Planning, (ii) Director of Accounts, (iii) District Collector, (iv) Secretary, Education, (v) Secretary, Women and Child Development, (vi) Director of Medical and Health Services and (vii) Deputy Director of Planning and Statistics. The Secretary Planning and the Director of Accounts are the Chairman and Member Secretary of the Cell respectively.

Ground Reality: *No documentation on the sitting of the Gender Budgeting Cell is available with the Member Secretary. The official correspondence relating to planning among the Administration and the Panchayats is seen silent on separate allocation for the development of women and girl child. A perusal of the Annual Plans document of the UT, District and Gram Panchayas indicates that no special initiatives have been taken to address the gender issues at any level.*

B.5 District Planning Cell:

As per the Records: A District Planning Cell has been constituted at the District Panchayat. The Chief Executive Officer (CEO), Assistant Accounts Officer (AAO) and, a Statistical Assistant deputed from the Department of Planning and Statistics are the members of the Cell. The Cell is supposed to assist the District Panchayat in the

preparation of annual plans of the District Panchayat, consolidating plan proposals from the Gram Panchayats. Late registration of birth and death, forwarding monthly statements of expenditure to the Department of Planning , collecting monthly progress reports from the departments of Agriculture , Public Works , Education ,Veterinary , Fisheries and from the Rural Development, supervision of census /surveys , achievement reports on the implementation of 20 point programme / 15 point programme etc. are placed under the District Planning Cell . Preparation of annual administration reports are also vested with the District Planning Cell.

Ground Reality: *The only one Statistical Assistant working on deputation from the Department of Planning and Statistics is available in the Planning Cell. No file relating to planning are neither originated nor routed through the Cell. No sitting of the members of the Cell for the preparation of the planning are seen. In short, all activities other than planning are undertaken by the District Planning Cell. It is noticed that Rs.5.00 lakh has been included in the plan document of the District Panchayat under the head of 'planning cell' in 2012-2013 whereas no amount is placed at the disposal of the District Planning Cell.*

The working of the legal frame work and of the supporting systems revealed that the UT of Daman and Diu has not much advanced in decentralized planning process and it must be noted that no separate guidelines and planning calendar are framed /scheduled for decentralized planning. The diagram 2.2 and 2.3 indicate the working of institutional structures both in the legal and supportive frame work systems in the UT for planning process.

Diagram No.2.1

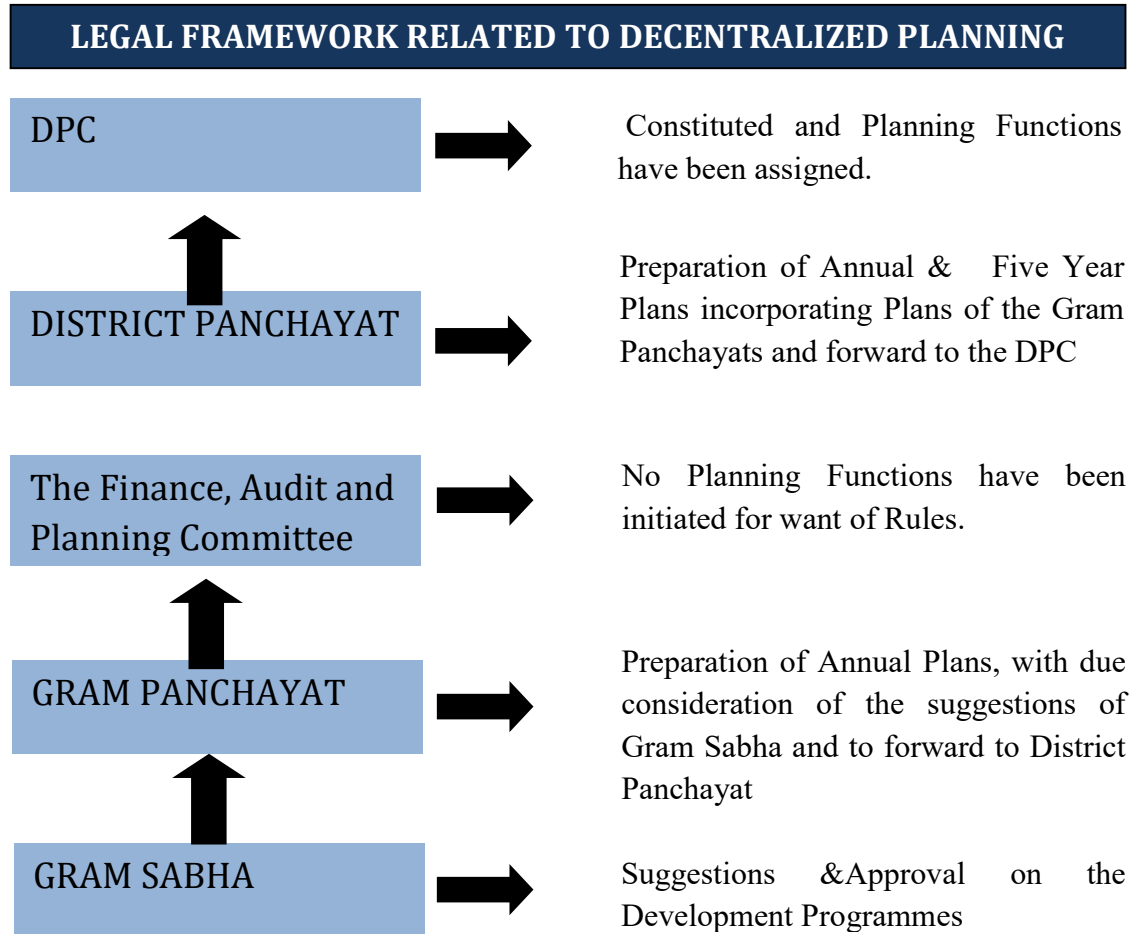
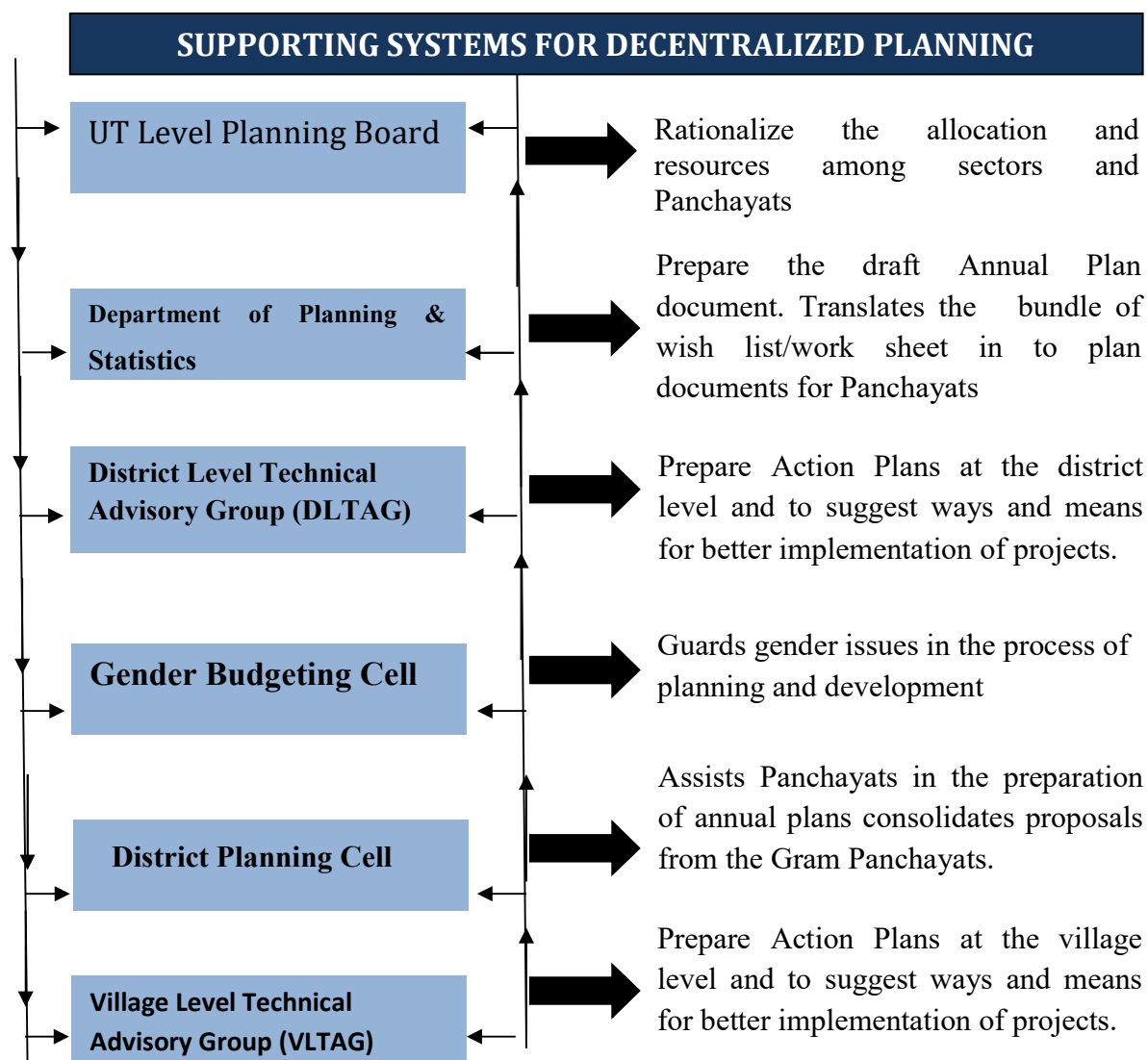


Diagram No.2.2



Decentralized Planning Process

The Department of Planning and Statistics while calling for plan proposals from the District Panchayats indicate the annual hike in the percentage of the plan size. A tentative formula on the division of the Grants- in -Aid at the rate of 50:50 between District Panchayats and Gram Panchayats has already been developed. Hence, the District Panchayats can be aware of their resource envelopes. Since the Sarpanches of the Gram Panchayats are members of the District Panchayat, Gram Panchayats are also

getting a rough indication on resource envelope coming in the form of Grants -in -Aid. As a result, Gram Panchayats are aware of their own resource entitlement and resource envelop.

It is observed that Gram Panchayats are keeping a balance on the entitlements and proposals while the District Panchayat shows a trend to include ‘anything and every thing’ proposed by the Village Panchayat and elected representatives. Hence the proposals under District Panchayats work out to be four to five folds of the resource envelop.

The Village Level Technical Advisory Groups (VLTAG) consisting of the (i) Block Development Officer (Chairman), (ii) the Assistant Engineer, District Panchayat (Member), (iii) Junior Engineer District Panchayat (Member), (iv) the Accountant (Member) and (v) the Panchayat Secretary (Member Secretary) are supposed to hold interactions with the stake holders for the assessment of felt needs. After the needs assessment, the VLTAG makes their recommendations which are to be placed before the Gram Sabha for discussion and approval. As these groups and Gram Sabhas are not functioning properly, only limited suggestions are recorded .These suggestions are placed in the Panchayat committee meetings along with the suggestions of the elected members. Proposals for development activities are discussed, consolidated and approved by the Panchayat committee are forwarded to the BDO. On the basis of this proposal the Extension Officer, Rural Engineering (EORE) will prepare the plans with the assistance of the Panchayat Secretary. Hence, the members of the Panchayat committee including the Sarpanch, the EORE and the Panchayat Secretary are the only persons involved in the formulations of the plan at the village level.

Developmental proposals forwarded by the Gram Panchayats are to be consolidated prioritized and approved by the District Panchayat. In cases of necessity prioritization and approval are made on the inspection report of the officials concerned. Consolidated village plan document are incorporated with development plan of the District Panchayat.

The draft plan document approved by the District Panchayat is to be submitted before the DPC for approval. The DPC after having examined the details of the annual plans and five year plans forwards the same to the department of Planning and Statistics. The Deputy Director of Planning and Statistics analysis the ‘work sheet’ and transforms it to a plan document. The plan document is forwarded to the UT Level Planning Board for discussion. Consolidation of the Plan schemes of the line department, incorporation of the suggestions placed before the Administrator by the stake holders are done at the UT Planning Board in which the Administrator is the Chairman and the Secretary of Planning is its Member Secretary . The document of the decentralized planning discussed and approved at various levels and refined by the Department of Planning and Statistics are seen altered at this level for accommodating different interests. The plan document is submitted before the Planning Commission by the Administrator.

Funds Flow under Planning

On the basis of the plan proposals placed before the Planning Commission of India, the Union Minister of Finance includes the share of every UT in the Annual Budget. Proposals under Plan are made by the Planning Commission and of the Non -Plans are made by the Ministry of Home Affairs. The Grants -in -Aid are allotted to the UT by the Ministry of Home Affairs immediately after the passing of the Vote on Accounts by the Parliament .The Secretary, Finance of the UT places the funds under the disposal of all the Drawing and Disbursing Officers. Since the UT is not having own revenue allocation for Local Governments (both Panchayats and Municipalities) activities are being done from the allocation receives from the Ministry. A close observation for the last three years allocation reveal that around 20 per cent of the Grants -in -Aid are transferred to the Panchayats . It is claimed that 50 per cent of the allocation under the Grants –in- Aid is distributed among the Gram Panchayats. The criteria for the division is claimed to be on the basis of local revenue mobilization and backwardness. The verification of the quantum of funds transferred to the Gram Panchayats for 2011-2012 and 2012-2013 proves that only around 40 per cent are given to the Gram Panchayats.

Observations

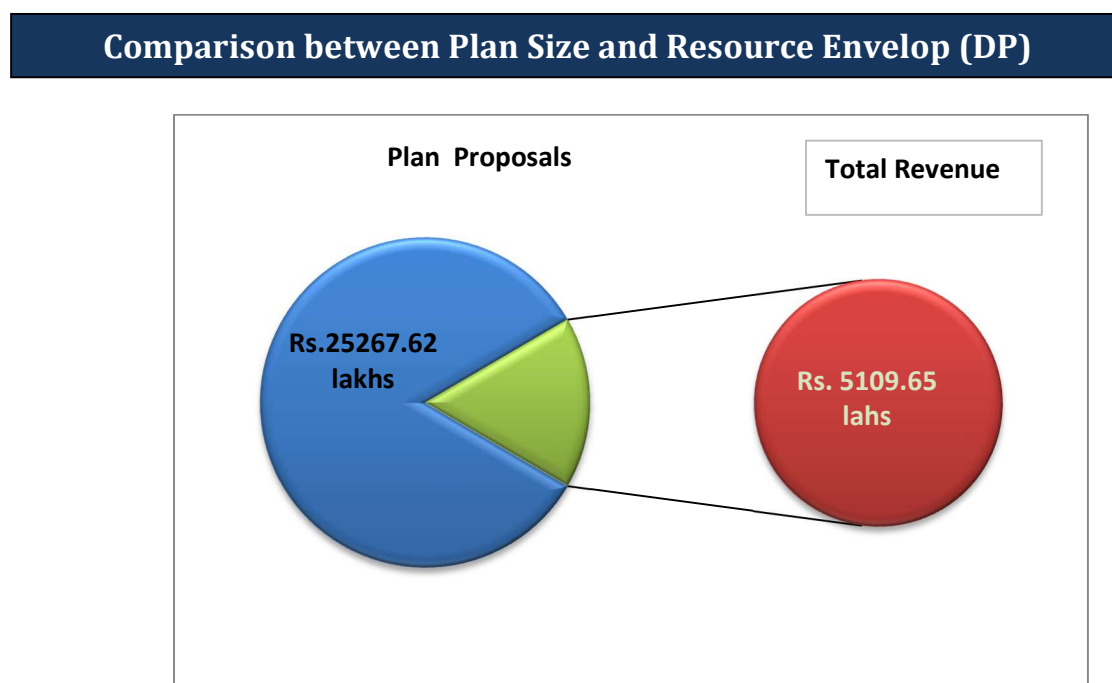
It is observed that the UT has achieved a satisfactory level in legislation for decentralized planning. The institutions and supporting system developed should have made the UT a role model. The distributions of funds under grants-in-aid are seen transformed as tied funds. The dual control over the functionaries devolved is violating the theory of decentralized planning. Effective participation of local community in the process of planning is yet to be achieved. The practice of fund transfers to ‘favourite projects’ towards the end of the plan year is also work against the spirit of decentralized planning.

Features of the Plan Proposal of the District Panchayat, Daman

In this part the features of the District Panchayat, Daman has been presented .The annual plan document for the year 2012-2013 prepared by the District Panchayat, Daman shows the item wise heads. There are 20 heads with 80 activities against a plan size of Rs.25, 267.62 lakhs. Among the heads, Rural Development and Roads & Bridges have been proposed maximum amount. It works out to be more than 60 per cent (Ref. Table No.2.1) .The total volume of the proposals which denotes the nature of civil construction is estimated at 72 per cent of the total proposal. The basic purpose of local economic development and social justice to be derived through decentralized planning is not properly addressed. A detailed analysis of the Plan document and statement of receipts shows mismatch between the plan proposals and actual allocation including own revenue. It is difficult to establish any logic and rationale between the plan size and the resource envelop of the District Panchayat .The total revenue of the District Panchayat is only Rs.5,109.68 lakhs including own resources (Chapter 4 .Table No.4.12). The Plan size is five fold greater than the actual revenue (Diagram No. 2.3). The preparation and approval of such an oversized plan by the District Panchayat has created a larger room of operation. This provides a space for making fund transfer to favourite projects, in a safe zone. For example, the expenditure under Roads and Bridges (gen.) works out 36.22 per cent against the plan proposal of 23. 81 per cent (Re. Table No2.1 & Chapter 4, Table

No.4.13) .On the other side, the expenditure under General Education is only 4.72 per cent against the plan proposal for 7.20 per cent. Close observations of the plan document and statement of expenditure reveals the similar tendency of fund transfer to favourite projects (Chapter 2, Table No2.1 & Chapter 4, Table No.4.12)

Diagram No.2.3



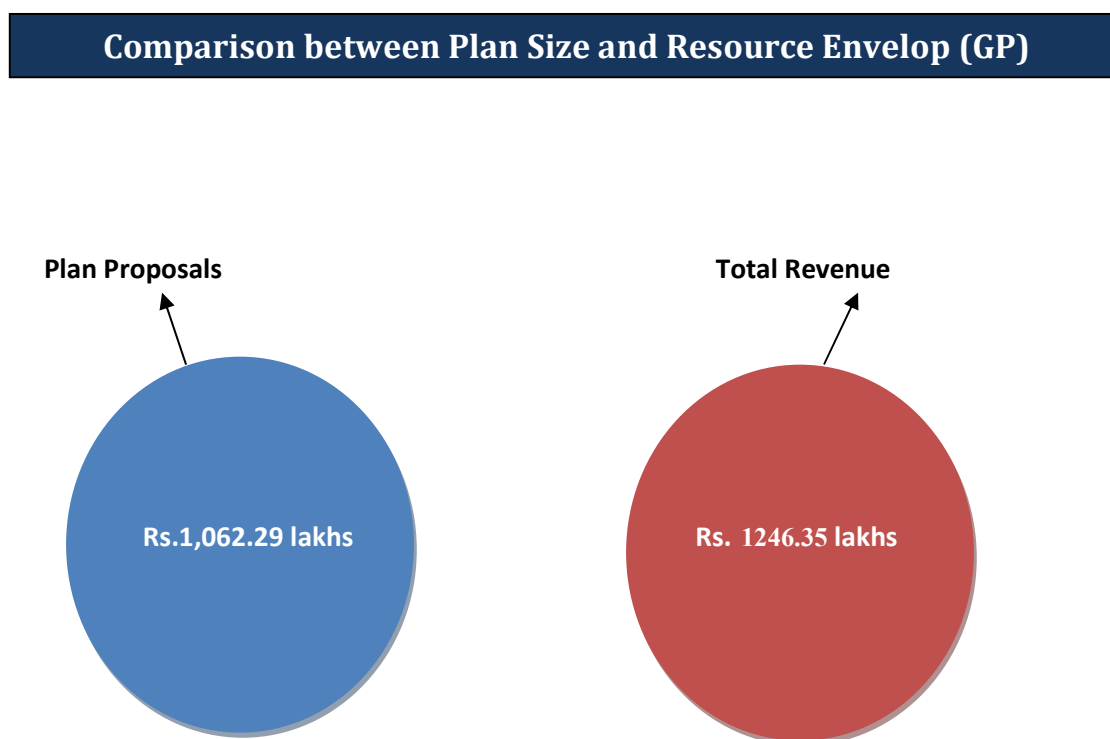
Source: Table No 2.1 and Table No 4.12 from Chapter No .4

Features of the Plan Proposal of the Gram Panchayat, Dhabel

The Annual Plan document for the year 2012-2013 prepared by Dhabel Gram Panchayat *shows* the item wise heads. There are 20 heads with 30 activities against a plan size of Rs. 1,062.29 lakhs. Among the heads, Rural Development and Roads & Bridges have been proposed maximum amount. It works out to be more than 66 per cent (Table No.2.2). It is noticed that majority of sectors have proposed activities which needs civil construction. However, the plan document has succeeded to propose certain activities which promote local economic development, social justice and welfare of SC, ST and OBC. A detailed analysis of the plan document and statement of receipts shows a balanced relationship among the plan proposals, allocation and expenditure (Table No2.2 & Chapter 4, Table

No.4.17 & 4.18). Of course, the size of the plan proposal is little smaller than the receipts .The total receipts under the Grants in Aid are Rs. 1246.35 lakhs (Chapter4 .Table No.4.17). Since the Gram Panchayat has made plan proposals based only on Grants in Aid, the own revenue of Rs. 156.01 is not taken here for the analysis.

Diagram No.2.4



Source: Table No.2.2 & 4.17 from Chapter No .4

Table No.2.1: Features of the Annual Plan Document of the District Panchayat, Daman 2012-2013

DISTRICT PANCHAYAT,DAMAN		
Sectors and Activities Proposed	Amount (Rs. in lakhs)	%
<u>I. Agriculture</u>	176.00	0.70
1.Integrated Agriculture Development Scheme		
2.Development & maintenance of Horticulture Demonstration Farm		
<u>II. Soil & Conservation:</u>	1500.00	5.94
3.Construction of Anti Soil erosion wall and earthen bunds, plantations		

<u>III. Veterinary</u> 4.Training to farmers for poultry & livestock management 5.Control of Epizootics 6.Establishment of Veterinary aid centers 7.Fodder and feed Development 8.Facility of Artificial Insemination/Key Village Scheme 9.Grant of subsidy for purchase of milch animals to the marginal farmers	29.00	0.11
<u>IV. Fisheries</u> 10.Establishment of Fish Aquarium 11.Assistance for repair of house 12.Financial assistance to the families of fisherman effected by natural calamities & accidents 13.Supply of insulated box and display boxes to the fisherwomen 14.Financial Assistance to Fisherman/boat owners for loading and unloading of fishing vessels from seashore to land and vice-versa during monsoon season 15.Fisheries Training and Extension Programme 16.Development of Village Pond for inland fish culture 17.Financial Assistance to Fishermen for purchase of Electrical equipments 18.Assistance for fish Transport infrastructure 19.Construction of Fish Market 20.Construction of Cold storage for fish production 21.Financial Assistance to fisherwomen for packing fish pickles in Rural area	692.00	2.74
<u>V. Forest</u> 22.Promotion of Social & Farm Forestry 23.Planting of trees	64.56	0.26
<u>VI.Education:</u> 24.Up-gradation/Development of infrastructure 25.Construction of Classrooms Daman and Diu 26.Implementation of New Education Policy 27.Pre-Primary Education 28.Universalization of Elementary Education 29.A-V Teaching Aids to all Primary and Middle schools 30.Adult Education Programme 31.To provide Modern furniture to each school 32.To introduce English Medium Class in each school 33.Implementation of RTE Act 2009 34.Introduction of computer education in Elementary schools	1818.09	7.20
<u>VII.Sports and Youth Services:</u> 35.Organization of sports activities and sports meets at inter District level and inter Panchayat Level 36.Assistance to local bodies and affiliated sports association 37.Up-gradation of facilities to existing Nethaji Subhash Chandra Bose Stadium at Dhabel , Nani Daman 38.Up-gradation of facilities to existing Playground at Kachigam, Nani Daman 39.Up-gradation facilities to existing Playground at Bhimpore , Nani Daman	1318.40	5.22
<u>VIII.Art & Culture:</u> 40.Maintenance of Mobile Village Libraries in Tribal Areas 41.Establishment and Maintenance of Village Library	40.00	0.16
<u>IX.Industries & Minerals:</u> 42. Establishment of KVIC Centre in Daman 43.Promotion of Khadi & Cottage Industries 44.Organization, Management and Development of Cottage & Small Scale Industries 45.Organization, Management and Development of Small Scale Industries	270.00	1.07
<u>X.Road & Bridges:</u> 46.Construction, improvement of Roads in Rural areas under District Panchayat /Village Panchayat	6015.65	23.81

<u>XI. Water & Sanitation:</u> 47. Drinking Water Supply for Tribal Distribution to piped Water Supply to Rural Area (TSP) 48. Development of existing ponds for storage of rain water and raw water from irrigation canal for drinking purpose 49. Development of infrastructure for water supply in Rural areas 50. Sewage System in Rural areas	968.63	3.83
<u>XII. Rural Development</u> 51. Assistance to District Panchayat for Rural electrification 52. Electrification of Tribal area by street lights in village 53. Development of infrastructure facilities in the Panchayat 54. Maintenance of community assets 55. Provision maintenance and Regulation of Burning and burial grounds 56. Training of PRIs functionaries 57. Strengthening of the District Panchayat Administration Daman & Diu 58. Cleaning of various roads in Panchayat area and disposal of garbage 59. Grant for creation of Capital Assets 60. Construction of new Anganwadies 61. Construction of building for Panchayat Ghar for new Panchayat in Daman & Diu 62. Total sanitation campaign	9385.89	37.15
<u>XIII. Non – conventional source of energy</u> 63. Popularisation of non – conventional source of energy in rural area 64. Installation of Solar PV lightning System on places of common use such as Panchayat building , Community hall, etc	200.00	0.79
<u>XIV. Social Security and Welfare</u> 65. Awareness relief and assistance to disabled persons – implementation of various provision under “Persons with Disability Act.1995 Financial assistance for widows ,Old Age persons(Senior Citizen), Physically Challenged persons 66. Family pension to Old Age Person 67. Financial Assistance to Widows 68. Pension Scheme to Disabled Persons 69. Financial Assistance to voluntary organizations 70. Awareness relief and assistance for SC, ST against atrocities 71. Financial Assistance to Mentally Retarded persons 72. Development activities for Senior Citizens 73. Incentives for SC,ST students for increasing literacy Stipends/Scholarships/Uniforms, Books & stationery to students	383.00	1.52
<u>XV. Minor Irrigation</u> 74. Minor irrigation through wells (pipelines)	250.00	0.99
<u>XVI. Mid-Day Meal</u> 75. Implementation of Mid –Day Meal Scheme at Daman & Diu Districts	331.80	1.31
<u>XVII. Tourism</u> 76. Establishments of parks, clubs and other means of Recreation.	1379.60	5.46
<u>XVIII. Housing</u> 77. Grant of subsidy for renovation/ repairing of housing belonging to SC, ST, OBC (subsidy Rs 50,000/-per beneficiaries) 78. Assistance to construction of house for Economically Backward families (SC/ST/OBC families as per the IAY)	140.00	0.55
<u>XIX. Planning Cell</u> 79. District Planning Cell in District Panchayat, Daman & Diu	5.00	0.02
<u>XX. Information & Publicity</u> 80. To disseminate Panchayat information to public	300.00	1.19
Total	25,267.62	100.00

Source: Data furnished from the office of the District Panchayat, Daman

Table No .2.2: Features of the Annual Plan Document of Gram Panchayat, Dhabel 2012-2013

Gram Panchayat ,Dhabel Sectors and Activities Proposed	Amount (in Lakhs)	%
<u>I.Crop husbandry</u>	51.69	4.87
1.Purchase of seeds, fertilizers & agriculture plant for farmers		
II.Soil & water conservation	83.82	7.89
2.Protection wall in Dabel, Talav and Ringanwada		
3.Tree Plantation at Somnath Kund		
<u>III.Animal Husbandry</u>	1.67	0.16
4.Construction of cattle shed for identified farmers in Dhabel Panchayat area		
5.Assistance to small & marginal tribal farmers		
<u>IV.Forestry and wild life</u>	0.70	0.07
6.Tree plantation at Government land		
<u>V.Other Rural Dev. Programmes</u>	170.04	16.01
7.Construction of water drainage at various places		
8.Purchase of furniture at Panchayat Ghar Dhabel		
9.Construction/ renovation of Anganwadies		
10.Construction of 1 unit and 2 unit toilet block		
11.Renovation of Panchayat Ghar		
<u>VI.Minor Irrigation</u>	6.28	0.59
12.Construction/ renovation of irrigation wells		
<u>VII.Power</u>	41.91	3.95
13.Purchase/ repairing of street light goods		
<u>VIII.Roads & Bridges</u>	530.86	49.97
14.Construction of WBM road RCC road and asphalt road		
15.Providing cement concrete Paver block at various places		
<u>IX. Tourism</u>	27.94	2.63
16.Purchase of cement benches		
<u>X.Census Surveys & Statistics</u>	0.28	0.03
17.Appointment of temporary filed staff for identification of beneficiary of various scheme		
<u>XI.General Education</u>	45.40	4.27
18.Construction/ renovation of Govt. Schools and Anganwadis		
19.Construction of additional class rooms for Govt Primary School, Dhabel		
<u>XII.Sports and Youth Services</u>	41.91	3.95
20.Purchase of sports goods and gym goods		
21.Development of cricket ground and multipurpose ground for all sports events at Subash Chandra Bose stadium, Dhabel		
<u>XIII.Art & Culture</u>	6.43	0.61
22.Prize distribution for government school students		
23.Construction of library at Dhabel		
<u>XIV.Medical & Public Health</u>	5.59	0.53
24.Purchase of dustbin for collect of garbage in Dhabel Panchayat area		
<u>XV.Water Supply and Sanitation</u>	27.94	2.63
25.Providing bore well with hand pump at various places		
<u>XVI.Housing</u>	0.28	0.03
26.Grant of subsidy for repairing/ renovation of house for SC,ST & OBC students		
<u>XVII.Welfare of SC,ST & OBC</u>	1.67	0.16
27.Scholarship/ Stipends/ uniforms/ books/ cycles for SC,ST & OBC students		

<i>XVIII. New and renewable energy</i>	10.48	0.99
28. Installation of solar lighting system		
<i>XIX Flood Control</i>	0.14	0.01
29. Financial Assistance to Villages		
<i>XX. Industries</i>	7.26	0.68
30. Financial Assistance to Voluntary Organisation and Self Employment in Service oriented areas		
Total	1,062.29	100.00

Source: Data furnished from the office of the Gram Panchayat, Dhabel.

Conclusion

Even though a well developed system for the decentralized planning including legal frame work and supporting structures has been framed, the process of planning is not seen benefited. The plans are still prepared in the traditional way without applying any participatory tools for decentralized planning. The distribution of funds with tailor made schemes make the Grants -in -Aid into tied funds. Hence the space for introducing innovative proposals in tune with the aspirations of the local citizens is not fulfilled in the plan document. The reflections of the gender planning cell, contributions of technical groups, discussions in Gram Sabha, assistance from the Planning Cell etc. are seen missing. In the absence of genuine participation of the local community the dominance of officials persists in the process. As a result, the activities proposed under different heads both by the Gram Panchayats and District Panchayats are the same for every year. The UT has not notified any planning calendar but it could be locally observed that the Department of Planning and Statistics are following the time schedule fixed by the Administrator. A detailed analysis of the plan documents of both the tiers have different characteristics. The plan document of the District Panchayat has not fully succeeded to propose activities which promote local economic development, social justice and welfare of SC, ST and OBC. Again, the plan document of the District Panchayat shows a wide mismatch between the plan proposals and resource envelop. The Plan size is five fold greater than the total resource envelop which provides larger space for the selection in the implementation stage and inturn a shift for 'favourite projects'. The practice of fund transfers to 'favourite projects' towards the end of the plan year by the District Panchayat

is also work against the spirit of decentralized planning. This is not the case with the Gram Panchayats where a balanced relationship is maintained between plan size and resource envelop. Since the boundary and volume of the plan size and resource envelop are almost coterminous, no fund transfer to 'favourite projects' is occurred. The basic purpose of local economic development and social justice to be derived through decentralized planning has been partly attempted by the plan document of the Gram Panchayats. There is a rising need to constitute a fully functional District Planning Committee. It could be stated that the decentralized planning process in the Union Territory of Daman and Diu need to be strengthened further.

CHAPTER 3:

DEVOLUTION OF FUNCTIONS

Introduction

This chapter has three parts .Part one deals with the list of functions assigned to both the tiers of Panchayats by the Regulation and the ground realities. The presentation of the Activity Mapping and its inferences are given in the second part. Part three gives the actual activities performed by each tier. A special attention is also made to know the underlying principles followed in the devolution of functions. The other crucial questions are how the tiers have been treated and arranged, whether hierarchically or independent entities within their own sphere autonomy or between these two diametrically opposite locations. The chapter tries to answer to these questions.

The UT of Daman & Diu has the recognition of having the Panchayat System for a long time. Even during the pre constitutional phase, the UT had registered achievements in devolving functions to Panchayats .The first major step towards effective devolution of functions was taken in 1963 under the Goa, Daman & Diu Village Panchayat Regulation. The Daman & Diu Panchayat Regulation 1994 had made in to force after the separation of the Daman & Diu from the erstwhile UT of Goa, Daman & Diu. As per the provisions of the Regulation 1994, the Administrator had issued an order (No.107/Dc/PR/PF.12006-07/251) on 28 July, 2006 which transferred certain subjects along with schemes, funds and functionaries to the Panchayats. However, it has not been effectively implemented due to various reasons. In 2012, the new legislation came in to force which is known as the Daman & Diu Panchayat Regulation, 2012. Some of the earlier experiences of the Panchayats and the Constitutional commitments are reflected in the provisions of the present Regulation.

Part One:

List of Functions Assigned by the Panchayat Regulation

The Section 29(2) of the Panchayat Regulation 2012 deals with the functions of the Gram Panchayat. It says. “A Gram Panchayat shall have the powers and responsibilities to make plans and implement schemes for the development and social justice in selection to the matters specified in the Second Schedule”. Under the second schedule, there are two major heads: (a) general functions and (b) subject specific functions. It may be noted that all the 29 subjects which appear in the Eleventh Schedule (Article 243 G) of the Constitution are reproduced under the Second Schedule. Under ‘general functions’ five items are listed and they are: (i) preparation of annual plans for the development of the Gram Panchayat area, (ii) providing relief in natural calamities, (iii) removal of encroachments of Gram Panchayat properties, (iv) organizing voluntary labour and contribution for community works and (v) maintenance of essential statistics of the village.

Section 76 of the Panchayat Regulation deals with the functions of the District Panchayat. It says. “The District Panchayat shall have such powers and authority, as the administrator may be order, specifies, so as to enable to function as an institution of self government with respect to the preparation of plans for economic development and social justice and the implementation of schemes to the matters listed in the Third Schedule”. Under the third schedule, there are two major heads: (a) general functions and (b) subject specific functions. It is surprise to note that all the 29 subjects which appear in the Eleventh Schedule (Article 243 G) of the Constitution are reproduced under the Third Schedule as it is. Four items are listed under ‘general functions’ and they are: (i) preparation of annual plans and execution of works covering more than one Gram Panchayat (ii) preparation of District Plans, (iii) take up works which cannot be executed by a Gram Panchayat but can be executed by the District Panchayat, and (iv) perform any functions assigned to a District Panchayat by the Administration.

Ground Reality: General functions listed under both the Second and Third Schedules are one and the same and it is the verbatim of the provisions of the Constitution (Article 243G of the Eleventh Schedule). Since all the 29 items are just repeated both in the second and third schedules of the Regulation for the Gram Panchayat and District Panchayats respectively the rhetoric is that all the 29 subjects have been transferred to the Panchayats. The expectation of the Constitution for distributing the 29 items between the tiers (Gram Panchayat & District Panchayat) has not been fulfilled. Though there are well developed criteria / principle to distribute functions between the tiers, no attempt has been made in the Regulation for the same. Therefore, lack of clarity persists in the division and distribution of functions between the tiers. Section 121 (i) of the Regulation has authorized the Administrator to frame Rules to carry out the provisions of the Regulation. But no attempts in this regard are initiated till date .In the absence of the Rules the functions assigned to the Panchayats can not be exercised, properly.

Part Two:

List of Functions Assigned as per Activity Mapping

Detailed Activity Mapping has been done, covering all the listed 29 Subjects based on the Regulation 2012 .Table No .3.1 gives the activity mapping.

Table No. 3.1: Activity Mapping

Subject	District Panchayat	Gram Panchayat
<u>1. Agriculture including Agricultural Extension</u>	<ol style="list-style-type: none"> 1.Co ordinate all the activities of the Gram Panchayats for the 10 listed schemes 2.Prepare action plan for the whole year and send to the agriculture department 3.Hold monthly meeting of the monitoring committee 4.Create awareness and organize demonstration programmes through NGOs and other state agencies 5.Propagate improved methods of cultivation 6.Promote cultivation and marketing of vegetables ,fruits and flowers 7.Arrange training of farmers and extension activities 8. Promote measures to increase agriculture production and to popularize the use of improved agriculture practice. 9. Conduct agriculture fairs and exhibitions. 10 Participate in the training of farmers. 	<p>For the following schemes ,the Gram Panchayat would</p> <ol style="list-style-type: none"> a. Identify the beneficiaries. b. Disburse the payment c. Engage in recovery (if any) d. Monitor the schemes and submit a quarterly report to District Panchayat and the parent department. Gram Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes :</p> <ol style="list-style-type: none"> 1.Plant protection scheme 2.Horticulture development scheme 3. Supply of agriculture inputs to the Schedule Castes families. 4. Development of horticulture and floriculture. 5.Crop husbandry under TSP Programme 6. Distribution of improved seeds, manure &fertilizers. 7.Development of waste land 8. Development and maintence of grazing lands and preventing their unauthorized alienation and use. 9. Maintenance of agriculture seed farm and horticultural nurseries. 10 Establishment and maintence of godowns .
<u>2. Land Improvement, Implementation of Land Reforms, and Consolidation and Soil Conservation</u>	<ol style="list-style-type: none"> 1. Co ordinate all the activities of the Gram Panchayats for the schemes 2. Prepare action plan for the whole year 3. Hold monthly meeting of the monitoring committee 4. Assist Gram Panchayats in the soil conservation programmes 5. Organize development of wastelands 	<p>For the scheme of individual beneficiary oriented soil conservation scheme ,the Gram Panchayat would-</p> <ol style="list-style-type: none"> a. Identify the beneficiaries. b. Disburse the payment c. Engage in recovery (if any) d. Monitor the schemes and submit a quarterly report to District Panchayat and the parent department. Gram Panchayat will place all the records for the approval of the Gram Sabha.

<u>3. Minor Irrigation Water Management and Watershed Development</u>	<ol style="list-style-type: none"> 1. Provide technical assistance for sanction of Gram Panchayat related works. 2. Construct anti sea erosion wall in Daman and Diu Districts. 3. Plan and monitor the works carried out by Panchayats. 	<p>The Gram Panchayat would</p> <ol style="list-style-type: none"> 1. Identify sites of all the irrigations related schemes after a meeting of the Grama Sabha 2. Prepare estimates of the constructions and get technical sanction from District Panchayat and administrative sanction from the Director (Panchayat) 3. Tender the work 4. Award and monitor the work 5. Finalize payment and prepare utilization certificate to be sent to District Panchayat and Finance Department.
<u>4. Animal Husbandry, Dairy and Poultry</u>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co-ordinate all the activities of the Gram Panchayat of the 6 listed schemes 2. Prepare action plan for the whole year and send to the Animal Husbandry department 3. Hold monthly meetings of the monitoring committee 4. Establish veterinary aid centres at Daman and Diu district 5. Establish and maintain markets & slaughter Houses and other works of public Utility. 6. Improve cattle and cattle breeding and cure of live stock 7. Manage hospitals and dispensaries excluding those under the management of government or any other local authority 8. Improve poultry and other livestock 9. Prevent epidemics and contagious diseases 	<p>For the following schemes the Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries 2. Disburse the payment 3. Engage in recovery (if any) 4. Monitor the schemes and submit a quarterly report to the District Panchayat and the parent department. Village Panchayat will place all the recodes for the approval of the Gram Sabha <p>Schemes :</p> <ol style="list-style-type: none"> 1. Assistance to tribals for goat rearing. 2. Assistance to small and Marginal Tribal farmers for supply of fodder seeds and Equipment for cultivation of fodder. 3. Fodder and feed Development. 4. Animal Husbandry and Dairy Development under TSP Programme. 5. Promotion of dairy, farming, poultry and piggery. 6. Grassland development.

<u>5.Fisheries</u>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayat for all the schemes. 2. Prepare action plan for the whole year and send to the fisheries department. 3. Hold monthly meetings of the monitoring committee 	<p>The Gram Panchayat would</p> <ol style="list-style-type: none"> 1. (a) Identify the beneficiaries (b) Disburse the payment (c)Engage in recovery (if any) (d) Monitor the schemes and submit a quarterly report to District Panchayat and place all records for approval before the Gram Sabha 2. Assist in the repair of houses of fishermen 3. Develop village ponds, irrigation works for inland fishing 4. Implement fisherman's welfare programmes
<u>6. Social Forestry and Farms Forestry</u>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayats. 2. Prepare action plan for the whole year and send to forest department 3. Hold monthly meetings of the monitoring committee 4. Tree plantation along major Village roads and community land 5. Promote social and farm forestry 	<ol style="list-style-type: none"> 1. Forward the demand of seedlings to the forest department as per requirement. 2. Plant and preserve trees on the sides of roads and other public land under their control. 3. Preserve the trees planted and monitor the development. 4. File quarterly reports to the forest department
<u>7.Minor Forest Produce</u>	<ol style="list-style-type: none"> 1. Assist Village Panchayat in the forest as allowed by legislation. 	<ol style="list-style-type: none"> 2. Collect minor forest produce in the forest as allowed by legislation.
<u>8. Small Scale Industries including Food Processing Industries.</u>	<ol style="list-style-type: none"> 1. Will prepare the format in which District Industries centre & Labour Department shall make available data relating to employment of the local people in the industries, every six months. 2. Monitor and assist Village Panchayat in providing infrastructure to local industry. 	<ol style="list-style-type: none"> 1. Promote industries by way of providing infrastructure like roads, sanitation in their respective jurisdiction. 2. Forward figures collected to District Panchayat quarterly.
<u>9. Khadi Village and Cottage Industries.</u>	<ol style="list-style-type: none"> 1. Establish KVIC centres in Daman & Diu. 	<ol style="list-style-type: none"> 1. Promote Khadhi and Cottage industries in Villages.

<u>10. Rural Housing.</u>	1. Monitor the schemes implemented by Village Panchayats	<p>The Village Panchayats would</p> <ol style="list-style-type: none"> Identity the Beneficiaries Disburse the Payment Engage in recovery (if any) <p>Monitor the Schemes and Submit a quarterly report to District Panchayat and the parent department. Village Panchayat will place all the records for approval of the Gram Sabha</p> <p>Schemes :</p> <ol style="list-style-type: none"> Loan under MIGH scheme for construction of house. Construction of new house under LIGH scheme. Implementation of Indira Awas Yojana for beneficiaries. Grant of subsidy for repairing/renovation of housing belonging to Scheduled Castes/ Tribes. Housing under TSP programme. Promotion of rural housing programme. All community development schemes (being dealt by BDO) Maintenance of records relating to the houses, sites and other private and public properties.
<u>11. Drinking Water.</u>	<ol style="list-style-type: none"> Provide technical assistance for sanction of Village Panchayat related works. Plan and monitor the works carried out by Panchayats. Construct water harvesting structures in all schools and Govt. buildings in the Rural Areas. 	<p>The Village Panchayat would</p> <ol style="list-style-type: none"> Identify sites for all the irrigations related schemes after a meeting of the Grama Sabha. Prepare estimates of the construction and get technical sanction from District Panchayat and administrative sanction from the Director (Panchayat) Tender the work. Award and monitor the work. Finalize payment and prepare utilization certificate to be sent to District Panchayat and Finance Department.
<u>12. Fuel and Fodder.</u>	<ol style="list-style-type: none"> Create awareness for fuel efficient devices and improved fodder species. Project formulation. 	<ol style="list-style-type: none"> Identify fuel wood and small timber plantation in the community land with the help of Grama Sabha. Organize fuel wood plantations and arrange for fodder development.

<u>13. Roads, Culverts, Bridge, Ferries, Waterways and other means of Communication.</u>	<ol style="list-style-type: none"> 1. Provide technical assistance for sanction of Village Panchayat related works. 2. Plan and monitor the works carried out by Panchayats. 3. Construct and improve major Village roads connecting two or more villages including culverts bridges & drainages. 	<p>The village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify sites for repair and maintenance of Village Roads, Bridges, Culverts, Drainages after a meeting of Grama Sabha. 2. Prepare estimates of the construction and get technical sanction from District Panchayat and administrative sanction from the Director(Panchayat) 3. Tender the work. 4. Award and monitor the work. 5. Finalize the payment and get utilization certificate to be sent to District Panchayat and Finance Department.
<u>14. Rural Electrification including Distribution of Electricity</u>	<ol style="list-style-type: none"> 1. Monitor the works of Village Panchayat 	<ol style="list-style-type: none"> 1. Decide priority works with the help of the Gram Sabha 2. Provide electrification in tribal area and street lighting in the Village roads in Daman including TSP Programmes.
<u>15. Non-Conventional Energy Sources.</u>	<ol style="list-style-type: none"> 1. Install solar PV- lighting system in places of common use such as Panchayat Building, Community Hall etc. 2. Promote and develop Non-conventional energy schemes. 3. Propagate use of improved chulhas and other efficient energy devices. 	<ol style="list-style-type: none"> 1. Popularise the use of Non-conventional Energy Sources in Rural Areas. 2. Maintain community non-conventional energy devices, including bio-gas plants.
<u>16. Poverty Alleviation Programme</u>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayat for all the schemes. 2. Prepare action plan for the whole year. 3. Hold monthly meetings of the monitoring committee. 	<p>For the following Schemes the Village Panchayat would</p> <ol style="list-style-type: none"> a. Identify the beneficiaries. b. Disburse the payments. c. Engage in recovery.(if any) d. Monitor the scheme and submit a quarterly report to District Panchayat and the Parent Department. Village Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes :</p> <ol style="list-style-type: none"> 1. Swarnajayanti Shahari Rozgar Yojana. 2. Swarna Jayanti Gramin Rozgar Yojana. 3. Centrally Sponsored Rural Sanitation Programme. 4. National Old Age Pension Scheme. 5. All community Development Schemes being dealt by BDO.

<u>17. Education including Primary and Secondary Schools</u>	<ol style="list-style-type: none"> 1. Monitor the works of the works committee and education committee. 2. Maintain and supervise pre-primary education and primary education. 3. Implement book bank system. 4. Implement Mid-Day Meal scheme. 5. Construct primary school building. 6. Promote Secondary Education. 	<ol style="list-style-type: none"> 1. With the help of Grama Sabha, Village Panchayat will monitor enrolment and dropout rates. 2. Hold monthly meetings with parents for the improvement of Education. 3. Promote public awareness and participation in Primary Education. 4. Promote social education through youth clubs and Mahila Manadals. 5. Education committee will monitor the MDM scheme and sent a report to District Panchayat. 6. Education committee will appraise performance of teachers on the basis of pass percentage of students. 7. Submit report to ADE who will account for such assessment in the ACR of the concerned teachers. 8. Works committee to supervise construction of schools. 9. Distribute and monitor Book Bank Scheme of the District Panchayat.
<u>18. Technical Training and Vocational Education</u>	<ol style="list-style-type: none"> 1. Promote vocational for rural artisan 2. Encourage and assist rural Vocational training centres 3. Propose new vocational courses to be introduced in Vocational education 	<ol style="list-style-type: none"> 1. Identify suitable vocational courses for the local population
<u>19. Adult and Non-Formal Education.</u>	<ol style="list-style-type: none"> 1. Project formulation for promotion of adult literacy. 	<ol style="list-style-type: none"> 1. Promote and implement adult literacy programme.
<u>20. Libraries.</u>	<ol style="list-style-type: none"> 1. Assist Village Panchayats in establishing Village libraries 	<ol style="list-style-type: none"> 1. Maintain mobile Village libraries 2. Establish and maintain Village libraries and reading rooms.
<u>21. Cultural Activities</u>	<ol style="list-style-type: none"> 1. Promote folk Culture by organizing Cultural Programmes. 2. Promote Social and Cultural activities in the District 	<ol style="list-style-type: none"> 1. Promote local handicrafts. 2. Promote Social and Cultural activities in the Villages.
<u>22. Markets and Fairs.</u>	<ol style="list-style-type: none"> 1. Identify locations for development of infrastructure for marketing rural products. 	<ol style="list-style-type: none"> 1. Arrange, maintain and regulate fairs (including cattle fairs and weekly markets) and festivals in villages. 2. Set up Panchayat markets.

<p><u>23. Health and Sanitation including Hospitals, Primary Health Centers and Dispensaries</u></p>	<ol style="list-style-type: none"> 1. Provide technical assistance for sanction of Village Panchayat related works 2. Plan and monitor the works carried out by Panchayats 3. Plan rural sanitation programmes 4. Maintain garbage site for garbage collection in association with municipality for the whole district 	<p>The Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify sites for the sanitation related schemes after a meeting of the Grama Sabha. 2. Prepare estimates of the construction and get technical sanction from District panchayat and administrative sanction from the Director (Panchayat). 3. Tender the work. 4. Award and monitor the work. 5. Finalize payment and prepare utilization certificate to be sent to District Panchayat and Finance Department. <p>Schemes :</p> <ol style="list-style-type: none"> 1. Construction and maintenance of public latrines 2. Maintenance of general sanitation garbage, cleaning and disposal 3. Cleaning of public roads, drains, tanks, wells and public places 4. Maintenance of burning and burial grounds 5. Disposal of unclean corpses and carcasses 6. Management and control of washing and bathing ghats
<p><u>24. Family Welfare</u></p>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayat. 2. Prepare action plan for the whole year and send to the Health Department. 3. Hold monthly meetings of the monitoring committee. 4. Promote Maternity and Child Welfare Programmes. 5. Promote immunization and vaccination programmes. 	<p>For the following Schemes the Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries. 2. Disburse the payments. 3. Engage in recovery.(if any) 4. Monitor the scheme and submit a quarterly report to District Panchayat and the Parent Department. Village Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes:</p> <ol style="list-style-type: none"> 1. Special Nutrition Programme including wheat based. 2. National Programme for Adolescent girls & Pregnant mothers (NPAG) 3. National Maternity Benefit Scheme. 4. Take remedial measures against epidemics in association with Health Department. 5. Participate in programmes of Vaccination. 6. Share & collect data on health status for programmes of Health Department. 7. Actively participate in health campaigns with the help of Anganwadi workers.

<p><u>25. Women and Child Development.</u></p>	<p>District Panchayat will</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayats 2. Prepare Action Plan for the whole year. 3. Hold monthly meetings of the monitoring committee 4. Promote participation of voluntary organizations in women and child development programmes 	<p>For the following Schemes the Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries. 2. Disburse the payments. 3. Engage in recovery.(if any) 4. Monitor the scheme and submit a quarterly report to District Panchayat and the Parent Department. Village Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes :</p> <ol style="list-style-type: none"> 1. Balika Samridhi Yojana. 2. Special Nutrition Programme. 3. Participate in women and child welfare programme.
<p><u>26. Social Welfare including Welfare of the Handicapped and Mentally Retarded.</u></p>	<p>District Panchayat will:</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayat 2. Prepare action plan for the whole year 3. Hold monthly meetings of the monitoring committee. 4. Provide financial assistance to voluntary organization. 5. Assist Village Panchayats in effective monitoring of the old age, widows pension and pensions for the handicapped. 	<p>For the following Schemes the Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries. 2. Disburse the payments. 3. Engage in recovery.(if any) 4. Monitor the scheme and submit a quarterly report to District Panchayat and the Parent Department. Village Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes:</p> <ol style="list-style-type: none"> 1. Awareness relief assistance to disabled persons. 2. Financial assistance for welfare of Physically Handicapped persons. 3. Assistance for promotion and strengthening of Mahila Mandal. 4. Family pension to old age destitute and physically handicapped persons. 5. National social assistance programme (NSAP) and Annapurna.
<p><u>27.Welfare of the Weaker Sections and in particular of the SCs and STs</u></p>	<p>District Panchayat will:</p> <ol style="list-style-type: none"> 1. Co ordinate all the activities of the Village Panchayat 2. Prepare action plan for the whole year 3. Hold monthly meetings of the monitoring committee. 4. Promote public awareness for protection of rights of Scheduled Castes, Scheduled Tribes and other weaker sections. 	<p>For the following Schemes the Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries. 2. Disburse the payments. 3. Engage in recovery.(if any) 4. Monitor the scheme and submit a quarterly report to District Panchayat and the Parent Department. Village Panchayat will place all the record for the approval of the Gram Sabha. <p>Schemes :</p> <ol style="list-style-type: none"> 1. Assistance for Scheduled Tribes for construction of houses (TSP) 2. Loan/Subsidy for Economic Betterment of SC/ST persons. 3. Protect the interests of SCs/STs.

<u>28. Public Distribution System</u>	<ol style="list-style-type: none"> 1. All the instructions of Civil Supply Officer will be made available to Village Panchayat by District panchayat for the further circulation. 2. The Civil Supply Department shall consult District Panchayat for fixing the festival quota. 3. Promote consumer awareness by establishing a consumer awareness cell. 4. Promote public awareness with regard to the distribution of essential commodities. 5. Assist administration in the effective monitoring of the public distribution system. 	<ol style="list-style-type: none"> 1. Village Panchayat will identify the beneficiaries and place it for the approval of Grama Sabha. 2. Standing committee will forward a quarterly return to Civil Supply Department regarding verification of Beneficiaries. 3. The instruction of Civil Supply Department regarding quota and other general information shall be displayed at all the fair price shops. 4. Supervise and monitor the Public Distribution System.
<u>29. Maintenance of community assets.</u>	<ol style="list-style-type: none"> 1. Provide technical assistance for sanction of Village Panchayat related works 2. Plan and monitor the works carried out by Panchayats 3. Train PRI functionaries. 4. Strengthen the District Panchayat Administration. 5. Assist the Administration in the preservation and maintenance of other community assets. 	<p>The Village Panchayat would</p> <ol style="list-style-type: none"> 1. Identify sites for the following schemes after a meeting of the Grama Sabha. 2. Prepare estimates of the construction and get technical sanction from District Panchayat and administrative sanction from the Director (Panchayat). 3. Tender the work. 4. Award and monitor the work. 5. Finalize payment and prepare utilization certificate to be sent to District Panchayat and Finance Department. <p>Schemes :</p> <ol style="list-style-type: none"> 1. Construction /renovation of community centres (under TSP). 2. Development of infrastructure facilities to the Village Panchayat. 3. Rural Development through TSP Programme. 4. Construction & maintenance and control of tonga stand, cart stand and washing ghats and cattle ponds. 5. Provision, maintenance and regulation of burning and burial grounds. 6. Preservation and maintenance of other community assets.

Comments on Activity Mapping

The Activity Mapping for '29 Subjects' and schemes have been done based on the Daman Diu Panchayat Regulation, 2012. While dividing and distributing the activities between District Panchayat and Gram Panchayat, the concept of 'peer group responsibility' rather than subsidiarity principle is followed. As result, mainly peer group responsibility over the Gram Panchayats is vested with the District Panchayat. Co-ordinating all the activities of the Gram Panchayats, providing technical assistance for the Gram Panchayats and monitoring the schemes implemented by Gram Panchayats are the major responsibility vested with the District Panchayat. The beneficiary identification, selection of project sites, distribution of benefits and disburse of payment are the major assignment of the Gram Panchayats. Again, all the major scheme implementation is the responsibility of the Gram Panchayat, as per the activity mapping. However, the activity mapping has not been reflected in the list of actual activities performed by the two tiers of the Panchayats. It is reported that the activity mapping has not yet operationalized. Certain amount of resistance is observed among the elected functionaries to set their functional domain as per the activity mapping .The functional responsibilities of the District Panchayat and Gram Panchayat have to be translated to the functionaries of the respective tiers.

Part 3:

Actual Activities Undertaken by the Panchayats

At the District Panchayat

Here, a presentation is made on the actual activities performed by the District Panchayats based on the primary and secondary data collected from the District Panchayat, Daman 2012-2013. During the discussion with the officials it is revealed that the following activities are performed by the District Panchayat. The information has been authenticated from the official document of the Panchayats .In all the cases, the annual plan, progress report of financial & physical targets & achievements and audited statement of expenditure are referred as the official documents to validate the functional domain of the Panchayats. While analyzing this section, the volume of financial

involvement for performing the said activity has not taken in to consideration. The very presence of the subject/activity which appeared in the any of the official document is taken granted.

1. **Agriculture, Including Agricultural Extension:** Under the head, 'crop husbandry' two activities are performed by the District Panchayat and they are :(i) integrated agriculture development Scheme and (ii) Development & maintenance of horticulture demonstration farm.
2. **Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation:** Construction of anti soil erosion wall and earthen bunds, plantations is covered under the head of soil conservation.
3. **Minor Irrigation, Water Management and Watershed Development:** Minor irrigation through wells (pipelines) is reflected as a single activity under the head.
4. **Animal Husbandry, Dairying and Poultry:** The activities are (i. training to farmers for poultry & livestock, ii. control of Epizooties, iii. establishment of veterinary aid centers, iv. facility of artificial insemination v. Scheme. Grant of subsidy for purchase of milch animals to the marginal farmers) .These activities are appeared under the head 'veterinary'
5. **Fisheries:** Since fisheries have major potential in the district 12 activities are listed performed by the Panchayats. The activities are; (i) Establishment of Fish Aquarium ,(ii) Assistance for repair of house, (iii) Financial assistance to the families of fisherman effected by natural calamities & accidents ,(iv) Supply of insulated box and display boxes to the fisherwomen, (v) Financial assistance to fisherman/boat owners for loading and unloading of fishing vessels from seashore to land and vice-versa during monsoon season, (vi) Fisheries training and extension programme , (vii) Development of village pond for inland fish culture, (viii) Initial assistance to fishermen for purchase of electrical equipments, (ix) Assistance for fish transport infrastructure, (x) Construction of fish market, (xi) Construction of cold storage for fish production, and (xii) Financial assistance to fisherwomen for packing fish pickles in rural area. All the activities are listed under the head of 'fisheries.
6. **Social Forestry and Farm Forestry:** Two activities (promotion of social & farm forestry and planting of trees) are appeared under the head, 'forest'.
7. **Minor Forest Produce:** No activity under the head is reflected in any of the official documents of the District Panchayat. In the context of the non forest terrain of the UT, there is little relevance of activity related to minor forest.

8. **Small Scale Industries, including Food Processing Industries:** (i) Organization, management & development of small scale industries, and (ii) establishment of KVIC centre in Daman are the two activities performed by the District Panchayat under the head 'industries and minerals'.
9. **Khadi Village & Cottage Industries:** Two activities are seen implemented by the District Panchayat and they are : (i) promotion of khadi & cottage industries (ii) organization, management and development of cottage & small scale industries.
10. **Rural Housing:** (i) Grant of subsidy for renovation/ repairing of housing belonging to SC, ST, OBC (subsidy Rs 50,000/-per beneficiary.), and (ii) assistance to construction of house for economically backward families (SC/ST/OBC families for IAY are the two activities performed by the District Panchayat .
11. **Drinking Water:** There are four schemes under the head such as (i).drinking water supply for tribal and piped water supply to rural area under TSP (ii).development of existing ponds for storage of rain water and raw water from irrigation canal for drinking purpose (iii) development of infrastructure for water supply in rural area and (iii) sewage system in rural areas.
12. **Fuel and Fodder:** Only one single programme is covered on fodder and feed development
13. **Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication:**
There is only single activity of 'construction, improvement of roads in rural areas under District Panchayat /Gram Panchayats'
14. **Rural Electrification, including Distribution of Electricity:** Out of the four Gram Panchayats, three have performed one similar activity (*purchase or repairing of street light goods*) each. The fourth Panchayat has two activities and out of which only one activity is different (*provide streetlight &automatic timer*).
15. **Non-Conventional Energy Sources:** .District Panchayat has implemented two activities (i) popularization of non – conventional source of energy in rural area and (ii) and installation of solar lightning system on places of common use such as Panchayat building , Community hall, etc.
16. **Poverty Alleviation Programmes:** Six rural development programmes are covered under the head of 'poverty alleviation'. The activities include (i) development of infrastructure facilities in the Panchayat (ii) training of PRIs functionaries (iii) strengthening of the District

Panchayat Administration, Daman & Diu (iv) cleaning of various roads in Panchayat area and disposal of garbage (v) grant for creation of capital assets (vi) total sanitation campaign (TSC).

17. **Education, including Primary and Secondary Schools:** Under the sub head 'general education' and 'mid day meals' twelve activities have been performed (i) Up-gradation/development of infrastructure, (ii) construction of classrooms Daman and Diu, (iii) implementation of new education policy, (iv) pre-primary education, (v) universalization of elementary education, (vi) audio & visual -teaching aids to all primary and middle schools, (vii) adult education programme, (viii) to provide modern furniture to each school, (ix) to introduce English medium class in each school, (x) implementation of RTE Act 2009, (xi) introduction of computer education in elementary schools, and (xii) implementation of Mid – Day Meal Scheme at Daman & Diu Districts
18. **Technical Training and Vocational Education:** No activity related to the subject has been included either in the plan proposals or in the activity calendar of the District Panchayat
19. **Adult and Non Formal Education:** It is noticed that nothing is listed under the activities for adult and non formal education.
20. **Libraries:** Assistance to local bodies for creating establishment and infrastructural supports for villages libraries is made by the District Panchayats .However, in the official document the activity is included under the head of cultural activities.
21. **Cultural Activities:** (i) Maintenance of mobile village libraries in tribe settlement areas and (ii) establishment and maintenance of village library are the two activities performed by the District Panchayat.
22. **Market and Fairs:** No activity related with market and fairs has been performed
23. **Women & Child Development:** Two activities were covered under the subject 'women and child development' by the District Panchayat are (i.) construction of new anganwadis and (ii) financial assistance to widows.
24. **Health and Sanitation including Hospitals, Primary Health Centers and Dispensaries;** There are three activities under the head. The activities are (i) Maternity and child welfare and family planning programme, (ii) Planning of rural sanitation garbage collection and disposal, and (iii) health and sanitation in all hospitals and dispensaries .However, some of the activities can be included under the head, family welfare.

25. **Family Welfare:** Maternity and child welfare and family planning programme is the single activity. However, in the official document the activity is included under the head of health and sanitation including hospital, primary health centre and dispensaries.
26. **Social Welfare, including Welfare of Handicapped & Mentally Retarded:** Pension scheme to disabled persons and financial assistance to mentally retarded persons are the two activities listed under the subject.
27. **Welfare of the Weaker Sections, and in Particular, of the Scheduled Castes & the Scheduled Tribes:** Two activities have been suggested under the item .They are (i) awareness relief and assistance to disabled persons – implementation of various provisions under Persons with Disability Act.1995 (financial assistance for widows, old age persons, senior citizen, physically challenged persons) and (ii) family pension to old age persons, financial assistance to voluntary organizations and widows.
28. **Public Distribution System:** No activity related with public distribution system has been performed.
29. **Maintenance of Community Assets:** The subject has been operationalized including two activities such as (i) maintenance of community assets and (ii) construction of building for Panchayat Ghar for new Panchayat in Daman &Diu

Out side the list of 29 Subjects

A. Sports and Youth Services: The following four activities are performed under the head ,sports and youth (i).Organization of sports activities and sports meets at inter district level and inter Panchayat level assistance to local bodies and affiliated sports association (ii)Up-gradation of facilities to existing Nethaji Subhash Chandra Bose Stadium at Dabhel, Nani Daman (iii)Up-gradation of facilities to existing playground at Kachigam, Nani Daman and (iv) Up-gradation facilities to existing playground at Bhimpore, Nani Daman.

B. Cremation, Burial& Carcass Removal: Maintenance and regulation of burning and burial grounds was proposed as an activity.

C. Planning Cell: There is one activity under the head known as financial support to District Planning Cell in District Panchayat, Daman &Diu

D. Information & Publicity: An activity has been listed under the head and it is to disseminate Panchayat information to public. IEC materials are used for the purpose.

Observations

Out of the '29 Subjects' listed in the third schedule of the Regulation; the District Panchayat has performed activities on 24 Subjects. It is seen that there is no activity under five subjects on (i) minor forest produce, (ii) technical training and vocational education, (iii) adult and non formal educations, (iv) market and fairs, and (v) public distribution system). On the other side, the District Panchayat has performed another five activities which are out side the sphere of '29 Subjects' and they are activities related to (i) sports and youth services, (ii) cremation, burial& carcass removal ,(iii) information & publicity ,and (vi) providing financial support to District Planning Cell. The long list of subjects (24 Subjects) under the District Panchayat seems to be attractive and one may be deceived to conclude that there is a better index of functional devolution. The detailed analysis of the performance matrix gives an impression that the activities performed under each subject are very nominal. Therefore, some degree of caution may be needed before making any hasty appreciation on the devolution of functions to District Panchayat.

At the Gram Panchayat

An attempt is made in this part to the actual activities performed by the Gram Panchayats based on the primary and secondary data collected from the selected Gram Panchayats for 2012-2013. It is revealed that the following activities are performed by the Panchayats. The data has been validated from the official document of the Panchayats. The annual plan, progress report of financial & physical targets and achievements and audited statement of expenditure are referred as the official documents to establish an effective evidence platform for the functional domain of the Panchayats. The analysis is not based on the volume of financial involvement of the said activity. The very presence of the subject/activity which appeared in the any of the official document is given the testimony.

1. **Agriculture, Including Agricultural Extension:** All the four selected sample Gram Panchayats have performed one activity each under agriculture. Interestingly, the same activity (*purchase of seeds, fertilizers and agriculture plant for farmers*) is done by all the four Panchayats and only the expenditure on the activity varies among the Panchayats.
2. **Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation:** All the four selected sample Gram Panchayats have performed two activities each under soil conservation. Out of this, three Panchayats have done the same work (*protection wall & tree plantation*) whereas the fourth one opted for *different work* (*development of ponds and protection of farm field*).
3. **Minor Irrigation, Water Management and Watershed Development:** There are two works (i. *construction or renovation of irrigation wells* & ii. *financial assistance to villages*) in each Gram Panchayat and the same activities are performed by all the four Panchayats.
4. **Animal Husbandry, Dairying and Poultry:** Out of the four Gram Panchayats , three have performed two similar activities (*training of farming for poultry husbandry and assistance to small & marginal tribal farmers*) each and the fourth one has one activity (*alteration and extension of veterinary sub centre*).
5. **Fisheries:** No activity has been performed under fisheries.
6. **Social Forestry and Farm Forestry:** There is only one work (*tree plantation*) in each Gram Panchayat and the same activity is covered by all the four Panchayats.
7. **Minor Forest Produce:** No activity under the head is reflected in any of the official documents of the four Panchayats.
8. **Small Scale Industries, including Food Processing Industries:** There is only one activity in each Panchayat. The same activity is performed in all the Panchayat and the activity is on *financial assistance to voluntary organization & self employment in service oriented*.
9. **Khadi Village & Cottage Industries:** No activity under the sector is seen in any of the four selected sample Gram Panchayats.
10. **Rural Housing:** The activity under the project title, providing *subsidy for the renovation of houses for SC.ST and OBC* is performed by all the four Gram Panchayats .
11. **Drinking Water:** All the four Panchayats have performed activities under this head .Three types of activities are noticed among the Panchayats and they are (i) providing bore well with hand pump, (ii) construction of over head water tank, (iii) repairing of pipeline, and (iv) construction of sanitary block
12. **Fuel and Fodder:** No programme is covered on the head fuel and fodder.

- 13. Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication:** All the four Panchayats have performed four types of activities among the Panchayats. They are (i) construction of RCC Road, (ii) construction of WBM and RCC Culvert, (iii) providing cement concrete paver block at various places
- 14. Rural Electrification, including Distribution of Electricity:** Out of the four Gram Panchayats, three have performed one similar activity (*purchase or repairing of street light goods*) each. The fourth Panchayat has two activities and out of which only one activity is different (*provide streetlight & automatic timer*).
- 15. Non-Conventional Energy Sources:** The activity under the project title, *installation of solar lighting system* is performed by all the four Gram Panchayats
- 16. Poverty Alleviation Programmes:** Two programmes are covered under the head of 'poverty alleviation' in all the four Panchayats . The activities include (i) construction of water drainage, (ii) purchase of furniture at Panchayat Ghar.
- 17. Education, including Primary and Secondary Schools:** Out of the four Panchayats, two of them have two activities each whereas the other two have only one activity each. The activities are, (i) construction of kitchen room in government schools, (ii) renovation government schools and anganwadis, (iii) construction of additional class rooms, (iv) construction of new primary school building.
- 18. Technical Training and Vocational Education:** No activity related to the subject has been performed.
- 19. Adult and Non Formal Educations:** No activity under adult and non formal education is listed in any of the Panchayats
- 20. Libraries:** One activity (construction of library building) is performed in one Panchayat under this head.
- 21. Cultural Activities:** (i) One and same activity (*prize distribution for government school students*) is performed by all the four Gram Panchayats
- 22. Market and Fairs:** No activity related with market and fairs has been performed.
- 23. Health and Sanitation including Hospitals, Primary Health Centers and Dispensaries:** One activity each is performed in all the four Panchayat .In three Panchayat the activity is same (*renovation of health sub –centre*) whereas in the fourth the activity is different (*purchase of dust bins*)
- 24. Family Welfare:** No activity is performed under this sector.
- 25. Women and Child Development –**Under the head no activity is performed.

26. Social Welfare, including Welfare of Handicapped & Mentally Retarded: It is seen that no activity is implemented under the head

27. Welfare of the Weaker Sections, and in Particular, of the Scheduled Castes & the Scheduled Tribes: The activity under the project title, *Scholarships /stipends/uniforms/books /cycles for SC,ST and OBC students* is performed by all the four Gram Panchayats

28. Public Distribution System: No activity related with public distribution system has been performed.

29. Maintenance of Community Assets: Two Panchayats have operationalized four types of activities such as (i) construction /renovation of anganwadis (ii) renovation of PanchayatG (iii) renovation of toilet blocks and (iv) repair, alteration and extension of existing Panchayat Ghar with furniture

Out side the list of 29 Subjects

A. Sports and Youth Services: Out of the four Panchayats ,two of them have two activity each whereas the other two have only activity each .The activities are same ,(i) purchase of sports & gym goods , and (ii) development of ground

B. Tourism: One and same activity (*purchase of cement bench*) is performed by all the four Gram Panchayats.

C. Census Service and Statistics: All the four Panchayats have performed one same activity (*appointment of temporary field staff for identification of beneficiaries of various schemes*)

D. Cremation, Burial& Carcass Removal: Maintenance and regulation of burning and burial grounds was proposed as an activity in all the four Panchayats.

E. Disaster Management: Panchayat level disaster management Committee are constituted in all the Panchayats

F. Slaughter House: Regulation of slaughter houses are made by all the four Panchayats with No Objection Certificate (NOC) from the health department

G. Scavenger Services: All the four Panchayats performed activities related to collection of waste, cleaning, and erection of dust bin.

H. Regulatory Services: Registration of Birth and Death (RBD) are done by all the four Panchayats. However, no space for marriage registrations is made in any of the four selected sample Panchayats. The following certificates are issued by all the four Panchayats (i) no objection certificate (ii) renewal of bar license ,(iii) electricity connection ,(iv) water connection (v) transfer of bullocks , (vi) income certificate , (vii) residence certificate and (viii) no dues certificate .There are empirical evidences in all the four Panchayat to show that local disputes are settled by the Panchayats

Observations

Out of the '29 Subjects' listed in the second schedule of the Regulation; the Gram Panchayats have performed activities on 18 Subjects. Majority of the activities under these subjects are similar in nature in the entire four selected sample Panchayats. It gives an impression the activities are tailor-made from the above. It is seen that there is no activity under 11 subjects on (i) fisheries, (ii) minor forest produce, (iii) khadi village & cottage industries (iv) fuel & fodder (v) technical training and vocational education, (vi) adult and non formal educations, (vii) market and fairs and (viii) family welfare (ix) women & child (x) social welfare including welfare of handicapped & mentally retarded and (xi) public distribution system). On the other side, the Gram Panchayat has performed another eight activities out side the orbit of '29 Subjects' and they are activities to (i) sports and youth services (ii) tourism (iii) census service and statistics (vi) cremation, burial& carcass removal ,(v) disaster management (vi) slaughter house (vii) scavenger service (viii) regulatory services The performance of the Gram Panchayats in terms of coverage under '18 subjects' seem to be marginal and a poor achievement index of functional devolution is registered .

Overall Devolution Status in the UT

The table No.3.2 indicates the functional assignment to Panchayats at the two tiers as per the legislation (Regulation), activity mapping and actually devolved.

Table No. 3.2: Functional Assignment to Panchayats

State	By Regulation		By Activity Mapping		Activities Devolved	
	DP	GP	DP	GP	DP	GP
UT of Daman & DIU	29	29	29	29	24	18

Source: The Daman & Diu Panchayat Regulation 2012, Activity Mapping, Office of the District Panchayat Daman and the Gram Panchayats of Dabhel, Kadaiya, Pariyari & Patlala

Conclusion

Devolving functions to Panchayats with the support of a strong legislative frame work in the form of Regulation seems to be the characteristic of the UT of Daman and Diu. The Second and Third Schedules of the Regulation which devolve functions to Gram Panchayats and District Panchayats respectively are one and the same and it is the verbatim of the provisions of the Constitution (Article 243G of the Eleventh Schedule). As a result, lack of clarity persists in the division and distribution of functions between the tiers. More over, in the absence of the Rules the functions assigned to the Panchayats can not be exercised, properly. A detailed Activity mapping for '29 Subjects' and schemes have been done based on the principle of 'peer group responsibility'. As a result, co ordination, monitoring and technical support to the Gram Panchayats are vested with the District Panchayat whereas the beneficiary identification, selection of project sites, distribution of benefits and disbursement of payment are with the Gram Panchayats. Again, the scheme implementation is the responsibility of the Gram Panchayat as per the activity mapping. Since the activity mapping has not yet operationalized, its merits has not been reflected in the actual performance of the Panchayats. Out of the '29 Subjects' listed in the Regulation; the District Panchayat has performed activities on 24 Subjects. In the case of Gram Panchayat, it is only 18 subjects. The activity wise performance of the District Panchayat under the long list of subjects (24 subjects) is not very substantial and it may not be presumed to conclude that there is a better index of functional devolution. The performance of the Gram Panchayats in terms of coverage is only under '18 subjects'. It also seems to be marginal and a poor achievement index of functional devolution is registered. However, both the tiers of Panchayats have performed certain regulatory functions outside the orbit of '29 Subjects' and in many cases these functions look more actual. This is more applicable of the actual functions performed by the Gram Panchayats.

CHAPTER 4:

PANCHAYAT FINANCE

Introduction

An attempt has been made in this chapter to understand the Panchayat finance in the Union Territory of Daman and Diu. A special emphasis is made to look the fiscal devolution process and Panchayat finance from the legal provisions of the Regulation, implementation rules and institutions. Any meaningful observation on Panchayat finance has to validate with compiling actual fiscal data at all the two tiers of Panchayats as in the case of Daman and Diu. With this understanding, the data on one District Panchayat and four Gram Panchayats has been compiled in the present chapter.

Panchayat Finance: Salient Provisions in the Regulation

A. Gram Panchayat Fund as per the Regulation

According to the provisions of the Regulation there shall be a "Gram Fund" for each Gram Panchayat and the same shall be utilized for carrying out the duties and obligations of the Gram Panchayat (Section 35.1). The amount in the Gram Fund shall be applied subject to the provisions and for the purpose of this Regulation. As per the Regulation, the following components shall constitute the Gram Fund and it shall also be credited to the same:

- (i) the proceeds of any tax or fee imposed by the Gram Panchayat;
- (ii) the contributions made by the Government or any local authority or person;
- (iii) all sums ordered by any authority or court to be credited to the Gram Fund ;
- (iv) the income from securities in which the Gram Fund is invested ;
- (v) the share in the collection of land revenue or other grants from the Administration;
- (vi) all sums received by way of loans or gifts ;

- (vii) the income derived from fisheries and other sections under the management of the Gram Panchayat ;
- (viii) the income from or proceeds of any property of the Gram Panchayat;
- (ix) the sales proceeds of all dust dirt dung or refuse collected by the functionaries of the Gram Panchayat ;
- (x) sums assigned to the Gram Fund by any general or special order of the Administrator ;and
- (xi) All sums received in aid of or for expenditure on any institution or service maintained or financed from the Gram Fund or managed by the Gram Panchayat.

The Administrator may issue directions to the Gram Panchayat to make grants for general purposes or for the improvement of the village and the welfare of residents (Section 36). Subject to the rules made under the Regulation, a Gram Panchayat may levy taxes under fixed heads. Every Gram Panchayat shall maintain accounts and prepare a budget in such form as may be prescribed (Section 43&44). The District Panchayat may either approve the budget or return it to the Gram Panchayat for such modification. The accounts of every Gram Panchayat shall be audited annually in such manner as may be prescribed. Every Gram Panchayat shall submit an annual administrative report of the previous year to the Chief Executive Officer (CEO) of the District Panchayat.

Gram Panchayat Fund as per the Ground Reality

The operation of a ‘Gram Fund’ was not seen in any of the four selected Gram Panchayats in the UT of Daman and Diu whereas the Panchayats are operating three to five accounts for different purposes in the banks. The team could notice the bank accounts on grants in aid, own funds and different centrally sponsored schemes in majority cases. It is noticed that no Rules have been framed to operationalize the ‘Gram Panchayat Fund’ under sub section (i) of section 35. The accounts and budgets are seen prepared by the selected four Gram Panchayats.

B. District Panchayat as per the Regulation

As in the case of Gram Fund, a fund to be called 'District Panchayat Fund' (Section 80) shall be constituted for making transactions under the following amount:

- (i) the proceeds of any tax or fee imposed by the District Panchayat;
- (ii) the contributions made by the Government or any local authority or person;
- (iii) all sums ordered by any authority or court to be credited to the District Panchayat Fund ;
- (iv) the income from securities in which the District Fund is invested ;
- (v) all sums received by way of loans or gifts ;
- (vi) the income derived from fisheries under the management of the District Panchayat ;
- (vii) the income from or proceeds of any property of the District Panchayat;
- (viii) sums assigned to the District Panchayat Fund by any general or special order of the Administrator ;
- (ix) all sums received in aid of or for expenditure on any institution or service maintained or financed from the District Panchayat Fund or managed by the District Panchayat; and
- (x) Grants- in- aid from the Consolidated Fund of India.

The Administrator may issue directions to the District Panchayat to make grants for general purposes or for the improvement of the district and the welfare of residents (Section 81). The District Panchayat shall maintain accounts and prepare a budget in such form as may be prescribed (Section 88 & 89). The Secretary Panchayat may either approve the budget or return it for modifications to the District Panchayat through District Planning Committee. The accounts of the District Panchayat shall be audited annually in such manner as may be prescribed. The Chief Executive Officer shall prepare an annual administration report of the District Panchayat and after the approval of the District Panchayat it shall be submitted to the Administrator through the Secretary Panchayat (Section 91).

District Panchayat Fund :The Ground Reality

The operation of a ‘District Panchayat Fund’ was not seen in the District Panchayat of Daman in the UT whereas the Panchayat are operating different accounts for different purposes in the treasury and banks as in the case of Gram Panchayats. It is noticed that no rules have been framed to operationalize the ‘District Panchayat Fund’ under Section 80. The accounts and budget are seen prepared by the District Panchayat of Daman.

State Finance Commission

The finance commission constituted under section 186 of the Andaman and Nicobar Islands (Panchayat) Regulations 1994 is also the finance commission for the Union Territory of Daman and Diu (Section 100). The Finance Commission is governed by the following principles.

- Sharing of income from taxes, duties, cess and fees collected by the UT among the UT Administration , District Panchayast and Gram Panchayats
- Determination of the taxes, duties, cess, tolls and fees which may be assigned to or appropriated by the District Panchayats and Gram Panchayats
- The Grants- in- Aid to the District Panchayats and Gram Panchayats from the consolidated fund of India

Fiscal Transfer to Panchayats

The major share of the fiscal transfer comes from the Grants- in- Aid and subvention grants. The Secretary Finance by the order of the Administrator transfers the Grants- in- Aid to the District Panchayats. The transfer is one time and it varies over the years. On an average around 20 per cent of the total Grants-in- Aid is transferred to Panchayats during 2008-2009 to 2012-2013 (Table No .4.1). It was 21.11 per cent in 2011-2012 and it has come down in to 19 .55 per cent in 2012-2013. An amount equal to 50 percent of the grants-in-aid is given to the Gram Panchayat. The criteria of allocation is said to be on the basis of local resource mobilization and backwardness of the GP. The transfer of

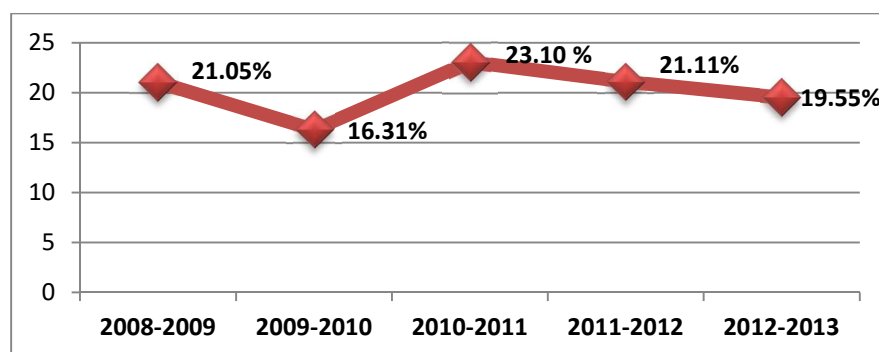
funds to both tiers of Panchayat of the UT comes under the classifications of schemes and non schemes in the form of tied and untied funds. Untied funds are seen utilized under ‘Other Rural Development Programmes’. Since the Panchayat is free to select any one or a group of the schemes within the container of rural development activities, the allocation under ‘other rural development programmes’ is treated as ‘untied fund’. However, according to the financial department the entire fiscal transfer to Panchayats is under the category of ‘tied fund’. The typology for the same could be visualized from the tables (Table Nos 4.3& 4.4.). However, the analysis of the amount transferred under Grants – in -Aid to Gram Panchayats for the year 2011-2012 and 2012-2013 shows that only around 40 per cent were really transferred whereas 60 per cent was with the District Panchayat (Ref Table No.4.2). The UT (Daman &Diu) level data on fiscal transfer for the Panchayats for the years 2011-2012 and 2012-2013 is given in Table No 4.5.

Table No.4.1: Transfer of Grants -in -Aid to the Panchayats (both tiers)

Year	Total Amount under Grants- in -Aid (Rs. In Crores)	Transferred to Panchayats for both tiers (Rs. In Crores)	Percentage (%)
2008-2009	105.00	22.10	21.05
2009-2010	165.14	26.93	16.31
2010-2011	167.12	38.60	23.10
2011-2012	324.98	68.60	21.11
2012-2013	425.06	83.10	19.55
Total	1187.3	239.33	20.16

Source: Data from the Department of Planning & Statistics UT of Daman & Diu.

Diagram No4.1: Transfer of Grants -in -Aid to the Panchayats (Both the Tiers)



Source: Table No .4.1

Table No 4.2 Transfer under Grant-in-Aid to District Panchayat and Gram Panchayats

		District Panchayat (Rs. In Crores)	Gram Panchayat (Rs. In Crores)
2011-2012			
1	Grants-in-Aid transferred to Panchayats	40.76 (59.61%)	27.62(40.39%)
2012-2013			
1	Grants-in-Aid transferred to Panchayats	49.57 (59.08%)	34.34 (40.92%)

Source: Data from the Department of Planning & Statistics UT of Daman & Diu.

Table No.4.3: Typology of Classification of Transfer to District Panchayats

Scheme Based Transfers	Tied/Untied
General Education	Tied
Medical & Public Health	Tied
Water Supply & Sanitation	Tied
Soil & Water Conservation	Tied
Animal Husbandry	Tied
Fisheries	Tied
Minor Irrigation	Tied
Power	Tied
Non – Conventional Energy Sources	Tied
Roads & Bridges	Tied
Housing	Tied
Welfare Of SC,ST & OBC	Tied
Social Security & Welfare	Tied
Sports & Youth Services	Tied
Art & Culture	Tied
Nutrition	Tied
Crop Husbandry	Tied
Forestry & Wildlife	Tied
Industries	Tied
Other Administrative Services	Tied
Public Works	Tied
Natural Calamities	Tied
‘Other Rural Development Programme’	Untied

Source: Data from the Department of Finance, UT of Daman & Diu.

Table No.4.4: Typology of Classification of Transfer to Gram Panchayats

Scheme Based Transfers	Tied/Untied	Scheme Based Transfers	Tied/Untied
Crop Husbandry	Tied	General education	Tied
Soil & Water Conservation	Tied	Sports and youth services	Tied
Animal Husbandry	Tied	Art & culture	Tied
Forestry & Wild life	Tied	Medical and public health	Tied
Minor Irrigation	Tied	Water supply and sanitation	Tied
Power	Tied	Housing	Tied
Roads & Bridges	Tied	Other Administrative Services	Tied
Welfare of SC,ST & OBC	Tied	Tourism	Tied
New Renewable Energy	Tied	Census Survey & Statistics	Tied
Industries	Tied	Flood Control and Draining	Tied
Public Works	Tied	Relief Accounts of Natural Calamities	Tied
Non Scheme Based Transfers	Tied/Untied	Non Scheme Based Transfers	Tied/Untied
Other Rural Development Programme	Untied		

Source: Data from the Department of Finance, UT of Daman & Diu.

Table No.4.5: Fiscal Transfer to Panchayats from the UT Administration, Daman & Diu (Rs. in lakhs)

Source of Transfer		District Panchayat (Rs. in lakhs)	Gram Panchayat (Rs.in lakhs)
2011-2012			
1	Grants-in-Aid transferred to Panchayats	4076.00	2762.21
2	State Grants including SFC transferred to Panchayats	Nil	nil
3	Backward Regions Grant Fund(BRGF)	Nil	Nil
4	Others (e.g. Subvention Grants)	1516.28	39.00
	Total Fiscal Transfers	5592.28	2801.21
5.	Who transfers the fund?	Administrator	Administrator
6.	Whether there transfer is one time or in installments, if so details with date	One time	One time
2012-2013			
1	Grants-in-Aid transferred to Panchayats	4956.50	3433.50

2	State Grants including SFC transferred to Panchayats	Nil	Nil
3	Backward Regions Grant Fund(BRGF)	Nil	Nil
4	Others (e.g. subvention grants)	1614.00	39.00
	Total Fiscal Transfers	6570.50	3472.50
5.	Who transfers the fund?	Administrator	Administrator
6.	Whether the transfer is one time or in installments, if so details with date	One time	One time

Source: Data from the Department of Finance, UT of Daman & Diu.

UT Level Revenue Scenario

The UT level Revenue of Panchayats for the financial year 2012-2013 could be seen in the Table Number 4.6 and the corresponding Diagram Number 4.2.

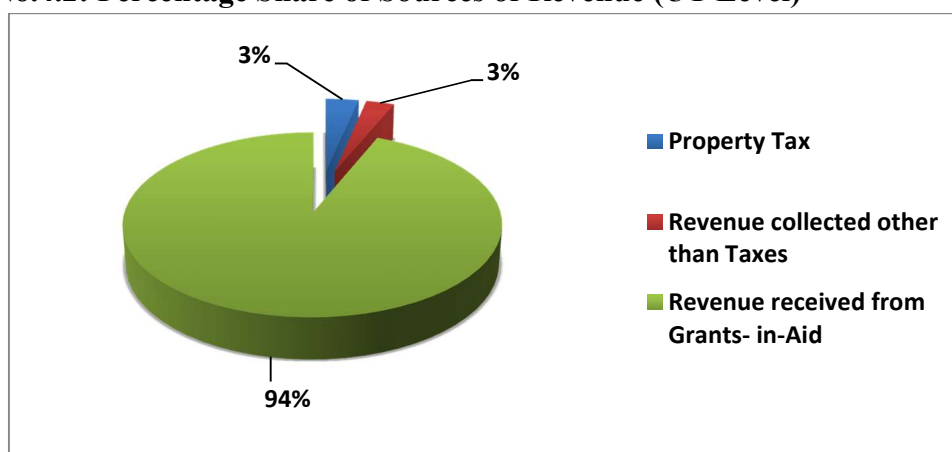
Table No. 4.6: UT Level Revenue of Panchayats in 2012-2013 (Rs.in lakhs)

Source	Revenue Collection	Percentage of Revenue Collection
A. Property tax	358.64	3.35
B .Revenue collected other than Taxes	306.75	2.86
Sub Total (A+ B)(Own Source Revenue)	665.39	6.21
C Fiscal Transfers		
Revenue received from Gants- in- Aid	10043.00	93.79
Revenue received from State [including State Finance Commission (SFC)]	Nil	Nil
Grants for Staff Salary	Nil	Nil
Other grants from State (give detail)	Nil	Nil
Receipts from Centrally Sponsored Schemes (CSS)	Nil	Nil
BRGF Grants	Nil	Nil
Receipts from MPLAD*	Nil	Nil
Receipts from voluntary organizations/agencies	Nil	Nil
Others (specify)	Nil	Nil
Sub Total Fiscal Transfers (C)	10043.00	93.79
Total Revenue Receipts (A+B+C)	10708.39	100

*Allotment under MPLAD is placed at the disposal of DRDA, directly. It does not appear under UT level revenue transfer to Panchayats.

Source: Data from the Department of Finance, UT of Daman & Diu.

Diagram No.4.2: Percentage Share of Sources of Revenue (UT Level)



Source: Table No.4.6

The Diagram No.4.2 and TableNo.4.6 indicate that the major portion of the revenue available at the UT level is the revenue received through Grants- in -Aid which accounts near to 94 per cent. The revenue from own sources accounts to about 6 per cent of which more than three per cent is through property tax and another three per cent from revenue collected other than taxes.

UT Level Expenditure Scenario

The UT level expenditure of Panchayats for the financial year 2012-2013 could be seen in the table number 4.7 and the corresponding Diagram (Diagram No.4 3).

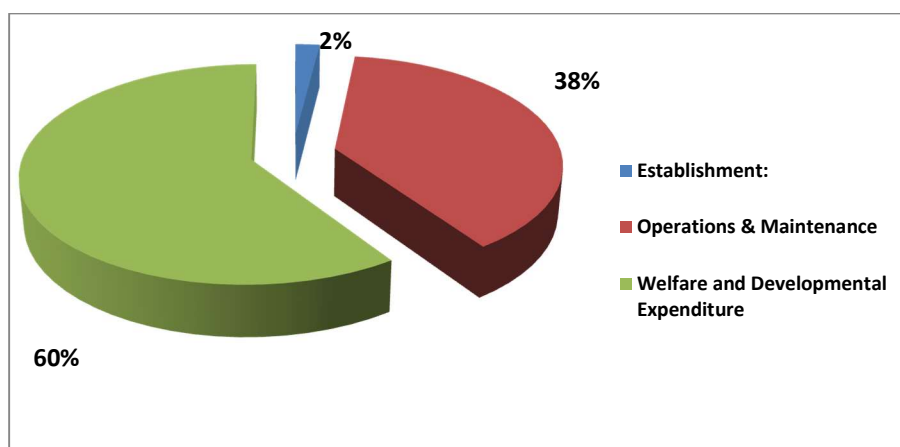
Table No. 4.7: UT Level Total Expenditure of the Panchayats for the Year 2012-2013

	Items in Expenditure	2012-2013 (Rs. in lakhs)	%
1	Current Expenditure		
	A. Establishment:		
	Salaries paid by the State Government to Core Staff of Panchayats	12.91	0.36
	Salaries paid by the Panchayat to Other Staff	37.82	1.13
	Salaries of Departmental Staff	Nil	Nil
	Pension etc. for Employees	Nil	Nil
	Honorarium to Panchayat Members	Nil	Nil
	Any other (office expense)	16.00	0.48
	B. Operations & Maintenance:	-	-

	Buildings and Community Assets	39.04	1.17
	Rural Roads	1247.58	37.32
	Water Supply and Sanitation	Nil	Nil
	Any other Expenses (pl. specify)	Nil	Nil
	C. Welfare and Developmental Expenditure:	-	-
	Expenditure on Centrally Sponsored Schemes	Nil	Nil
	State Schemes Expenditure	1385.88	41.47
	Any Other (NSAP)	603.00	18.04
	Total Current Expenditure (A to C)	3342.23	100
2.	Capital Expenditure	Nil	Nil
3	Contingencies	Nil	Nil
4	Miscellaneous Expenditure (specify)	Nil	Nil
5	Others (pl. specify)	Nil	Nil
	Total Expenditure(1 to 5)	3342.23	100

Source: Data from the Department of Finance, UT of Daman & Diu.

Diagram No.4.3: Percentage Share Incurred by Various Types of Expenditure 2012-.2013



Source: Table No. 4.7

The Table Number 4.7 and Diagram number 4.3 have given an indication of the expenditure position at the UT level. It could be inferred from the diagram that the major share of the expenditure is incurred as welfare and developmental expenditure which include expenditure on UT schemes and NSAP (a centrally sponsored scheme). Welfare and developmental expenditure accounts to about 60 per cent. Operations and maintenance expenditure accounts to about 38 per cent which include O & M of building of community assets, roads, water supply and sanitation etc. Nearly two per cent is spent as establishment expenditure (Diagram.No.4.3)

Tax and Non Tax Assignments to the PRIs

This part of the report highlights the various tax and non tax assignments of the District Panchayat and Gram Panchayats of Daman and Diu. Both the Gram Panchayat and District Panchayat have taxation power in the UT of Daman and Diu as per the provisions of the Regulation. Sections 38 and 83 of the Regulation provide this responsibility to levy, collect, assess and appropriate the taxes, duties, tolls, cess, and fees in relation to the service provided by the Gram Panchayat and District Panchayat, respectively. The Regulation gives a long list of name of sources of revenue for the Gram Panchayat such as (a) tax on owners or occupiers of building, (b)tax on trade ,calling and employment, (c) tax on vehicles other than mechanically propelled vehicles kept within the limit of the Gram Panchayats, (d) tax on sale of cattle within the limits of the Gram Panchayat, (e) show/theatre on entertainments and amusements, (f) lighting tax, (g) drainage tax, (h) fees for providing sanitation, (I) fee for sale of goods, (j) fee for grazing cattle in grazing land under the Panchayat, (k) fee for providing watch and ward of crops in the Panchayats, (l) fees for public ferry any, (m) other taxes approved by the administrator . However, the Regulation is silent in the case of District Panchayat. In all the cases, there are provisions for appeal against levy on tax. The Table Numbers 4.8, 4.9 and 4.10 indicate of the source of revenue which could be collected by the Gram Panchayats and District Panchayats.

Tax Assignments to Panchayats

Table No.4.8: Tax Assignment to the Panchayats among the Two Tiers

Name of Source of Revenues	GP	BP (Non Existent)	DP	UT
House or property tax	√		No specific mention	
Light Tax	√		No specific mention.	

Source: Data from the Department of Finance, UT of Daman & Diu.

Non Tax Assignments to Panchayats

Table No.4.9: Non Tax Assignment to the Panchayats among the Two Tiers

Name of Source of Revenues	GP	BP(Non Existent)	DP	UT
Income from sale of Farm Produce	√		√	
Bank Interest	√		√	
Tender fee	√		√	
Public Contribution	√		√	
Rent & Rates	√			
Transfer fee	√			
Construction fee	√			
Vacuum Cleaner	√			
Mobile Tower	√			
Tractor	√			
Donation	√		√	
Boat rent	√			
Registration of Birth and Death	√			
Extra Ordinary	√			
Other Items	√		√	

Source: Data from the Department of Finance, UT of Daman & Diu.

Table No. 4.10: Shows the Different Tax & Non Tax of Gram Panchayats on item Wise.

TAXES	NON TAXES
House Tax	Bank Interest
Light Tax	Tender fee
	Public contribution
	Rent & Rates (Chair, Boat & Other Service Facilities)
	Transfer fee
	Construction fee
	Fee on Registration on Birth & Death
	Vacuum cleaner
	Mobile tower
	Tractor
	Donation
	Extra ordinary
	Sales Proceeds

Source: Data from the Department of Finance, UT of Daman & Diu.

Ground Reality

The Gram Panchayats don't have the freedom to fix the tax rate whereas the Administrator is the authority to fix the rates of taxes. No tax is known by the name of a vernacular language or is having a historical importance. No privatisation or outsourcing of tax collection was found. The Panchayat Secretary is to collect the amount due towards taxes/ fees. Remittance of the tax/fees is made at the Panchayat office during office hours by way of cheque /DD / cash for which a receipt in Form No. 4 will be issued. Despite the authorization for the collection of taxes and fees, the District Panchayat is not collecting taxes. Only the Gram Panchayats are collecting taxes and it is mainly on building tax .(It is estimated that 80 per cent of the own revenue of a Gram Panchayat is from the building tax) .Assessment of building tax is based on the classification of building which is again based on of purposes like residential, commercial and other purposes. Rate of tax is fixed on the basis of cost of construction and condition of the building. More details are available in Table Numbers 4.8, 4.9 and 4.10 .There is no rules based on the recent Regulation for collection of taxes, fees and other revenues.

Revenue and Expenditure: District Panchayat

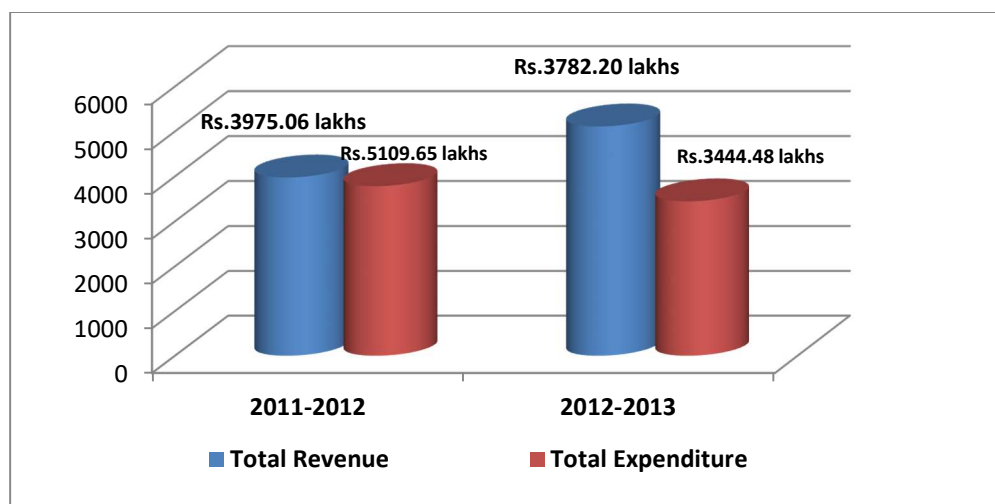
This portion of the report shows the revenue and expenditure details of the District Panchayat. The status from District Panchayat , Daman is considered to substantiate the same. Over a period of one year, 28.54 per cent has been increased in revenue whereas the expenditure has come down from 95.15 per cent to 67.41 per cent (Ref. table No. 4.11 and diagram No, 4.4). However, the average utilization over a period of two years is worked out as 79.55 per cent .Delay in releasing the Grants- in -Aid from the UT level is cited is one among the reasons for the low level of utilization by the District Panchayat in 2012-2013.

Table No. 4 .11: Total Revenue & Expenditure of the Daman District 2011-12 & 2012-13 (Rs. in Lakhs)

Year	Total Revenue	Total Expenditure	Un Spent Amount	% of Utilization
2011-2012	3975.06	3782.20	192.86	95.15%
2012-2013	5109.65	3444.48	1665.17	67.41 `%

Source: District Panchayat Office, Daman District, UT of Daman &Diu

Diagram Nos .4.4: Total Revenue & Expenditure of the Daman District 2011-12 & 2012-13 (Rs.in lakhs)



Source: Table No .4.11

Revenue

The revenue sources for the District Panchayat are under two major heads. They are (i) fiscal transfers; and (ii) own revenue (tax and non tax sources). The Table number 4.11 shows the revenue and expenditure in the form of fiscal transfer to Daman District Panchayat for a period of two years. The transfer is in the form of scheme based and non scheme based. As per the table No.4.12, in 2012 -2013, out of the total revenue receipts of the District Panchayat, only 2.22 per cent comes under tax and non tax head. It is noticed that the entire amount is from the non tax items (income from the sale of farm produce and income from the bank interest). More than 97 per cent of the amount under the non tax head is from bank interest .The major share of revenue receipts (97.78%) are

from fiscal transfer and there are two types of fiscal transfer .It is either in the form of Grants- in- Aid or in the form of other central assistance. It was reported that the transfer is divided in two heads (i) scheme based transfer, and (ii) non scheme based transfer. Again the first is classified as ‘tied’ fund whereas the latter as ‘untied’. As per the classification available in the table number 4.12 indicates that 72.78 per cent of the revenue receipts are from the scheme based transfer under ‘tied’ fund and 24.94 per cent from the non scheme based transfer under ‘untied’ fund. However, during the discussion with the elected members and the officials of the financial department it is noticed that the classification of the financial transfer as ‘scheme based’/ ‘non scheme based’ / ‘tied’ and ‘untied’ may lead to some degree of fraudulent manipulation of field reality . And in reality the entire fiscal transfer to the District Panchayats is tied fund for scheme based delivery. Therefore, it may be more comfortable to classify the revenue receipts in to (i) fiscal transfer from Grants -in –Aid, and (ii) fiscal transfer from central assistance.

Table No. 4.12: Revenue Receipts of the Daman District Panchayat (2012-2013).

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	Tax	Nil	0
1.ii	Income from sale of Farm Produce (Non Tax)	2.74	0.05
1.iii	Income from Bank Interest (Non Tax)	113.44	2.22
	TOTAL	116.18	2.27
2.	Grants- in –Aid (Scheme Based) Sector Wise (Tied)	Amount (in lakhs)	%
2.i	General Education(Gen)	112.50	2.20
2.ii	General Education(Cap)	50.00	0.98
2.iii	Medical & Public Health	20.00	0.39
2.iv	Water Supply & Sanitation	100.00	1.96
2.v	Soil & Water Conservation(Gen)	150.00	2.94
2.vi	Soil & Water Conservation(Cap)	150.00	2.94
2.vii	Animal Husbandry	6.00	0.12
2.viii	Fisheries	100.00	1.96
2.ix	Minor Irrigation	22.50	0.44
2.x	Power	150.00	2.94

2.xi	Non – Conventional Energy Sources	37.50	0.73
2.xii	Roads & Bridges(Gen)	1030.00	20.16
2.xiii	Roads & Bridges(Cap)	500.00	9.79
2.xiv	Housing	1.00	0.02
2.xv	Welfare Of SC,ST & OBC	6.00	0.12
2.xvi	Social Security & Welfare(Gen)	560.00	10.96
2.xvii	Social Security & Welfare(NSAP)	43.00	0.84
2.xviii	Sports & Youth Services	150.00	2.94
2.ix	Art & Culture	23.00	0.45
2.xx	Nutrition	150.00	2.94
2.xxi	Crop Husbandry	185.00	3.62
2.xxii	Forestry & Wildlife	2.50	0.05
2.xxiii	Industries	26.00	0.51
2.xxiv	Other Administrative Services(NP)	4.00	0.08
2.xxv	Public Works(NP)	4.00	0.08
2.xxvi	General Education(NP)	10.00	0.20
2.xxvii	General Education(Salary)	1.00	0.02
2.xxviii	Water Supply & Sanitation (NP)	0.50	0.01
2.xxix	Minor Irrigation(NP)	2.50	0.05
2.xxx	Power(NP)	0.50	0.01
2.xxxi	Road & Bridges(NP)	15.00	0.29
2.xxxii	Housing(NP)	0.50	0.01
2.xxxiii	Social Security & Welfare(NP)	3.00	0.06
2.xxxiv	Natural Calamities	0.50	0.01
2.xxxv	IAY	0.90	0.02
2.xxxvi	Census Survey & Statistics	1.00	0.02
2.xxxvii	Tourism	100.00	1.96
2.xxxviii	Flood Control & Drainage	0.50	0.01
TOTAL		3718.90	72.78
3.	Grants- in- Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Development Programme(Gen)	455.00	8.90
3.ii	Other Rural Development Programme(Cap)	200.00	3.91
3.iii	Other Rural Development Programme(NP)	0.50	0.01
3.iv	NSAP	200.00	3.91
3.v	MPLAD	394.56	7.72
3.vi	NLRMP(<i>National Land Records Modernization Programme</i>)	24.51	0.48
TOTAL		1274.57	24.94
GRAND TOTAL		5109.65	100

Source: Data from the Deputy Director of Accounts, District Panchayat Daman.

Expenditure

The Table Number 4.13 indicates the expenditure pattern and it is from three sources (i) tax and non tax, (ii) scheme based ‘tied’ fund, and (iii) non schemed ‘untied’ funds of District Panchayat, Daman for the period 2012-2013. The major share of expenditure is incurred from the scheme based ‘tied’ fund which accounts to about 71.29 per cent and the remaining is from ‘untied’ fund which account to about 25.86 per cent. The share of expenditure from tax and non tax head is only 2.85 per cent. The expenditure incurred at the District Panchayat level is on various schemes under the ‘tied’ and ‘untied’ funds. More than 36 per cent of the amount is utilized for roads and bridges and it is followed by expenditure on social security and welfare with 17.51 per cent. The expenditure under education is around five percent whereas on public health it is less than one per cent. The table also gives the expenditure pattern from untied funds of District Panchayat, Daman for the period 2012-2013. At the local level the funds under ‘other rural development programmers’, NSAP, MPLAD and NLRMP are considered as ‘untied’ and therefore, it is taken as granted. It is reported that some degree of relative autonomy is being given while implementing the schemes under these financial allocation when compared to the amount under Grants in-Aids for scheme based items.

Table Number 4.13: Expenditure Pattern of Daman Panchayat (2012-2013)

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	Tax	Nil	0
1.ii	Interest from Saving A/C (Non Tax)	98.26	2.85
	TOTAL	98.26	2.85
2.	Grants- in -Aid Sector Wise (Tied)	Amount (in lakhs)	%
2.i	General Education(Gen)	162.50	4.72
2.ii	Medical & Public Health	19.11	0.55
2.iii	Soil & Water Conservation(Gen)	35.79	1.04
2.iv	Fisheries	85.75	2.49
2.v	Power	44.54	1.29
2.vi	Non – Conventional Energy Sources	23.57	0.68
2.vii	Roads & Bridges(Gen)	1247.58	36.22
2.viii	Social Security & Welfare(Gen)	603.00	17.51
2.ix	Art & Culture	9.73	0.28
2.x	Nutrition	150.00	4.35
2.xi	Crop Husbandry	54.41	1.58

2.xii	Other Administrative Services(NP)	3.99	0.12
2.xiii	Public Works (NP)	3.01	0.09
2.xiv	General Education (NP)	10.00	0.29
2.xv	General Education (Salary)	0.96	0.03
2.xvi	Power (NP)	0.29	0.01
2.xvii	IAY	0.90	0.03
2.xviii	Census Survey & Statistics	0.18	0.01
	TOTAL	2455.31	71.29
3.	Grants- in- Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Development Programme (Gen)	220.84	6.41
3.ii	Other Rural Development Programme (NP)	0.50	0.01
3.iii	Other Rural Development Programme (Panch. Raj)	50.00	1.45
3.iv	Other Rural Development Programme(Salary)	0.50	0.01
3.v	NSAP	200.00	5.81
3.vi	MPLAD	394.56	11.45
3.vii	NLRMP(<i>National Land Records Modernization Programme</i>)	24.51	0.71
	TOTAL	890.91	25.86
	GRAND TOTAL	3444.48	100

Source: Data from the Deputy Director of Accounts District Panchayats Daman

Revenue and Expenditure of the Selected Gram Panchayats

This portion of the report explains the revenue and expenditure details of the Gram Panchayat. We have collected the total revenue and expenditure of four selected Gram Panchayats for a period of two years (2011-2012 and 2012-2013) and the data is presented in Table Number 4.14 and Diagram Number 4.5. In all the cases the revenue has been increased over a period of one year. Altogether the revenue increase is registered by 72.63 per cent. It is highest in Dhabel Gram Panchayat (94.38 %) and followed by Kadaiya Gram Panchayat (64.77%). The Pariyari Gram Panchayat and Patlara Gram Panchayat, the revenue increase was 32.48 per cent and 33.18 per cent, respectively. In 2011-2012 the Panchayats could utilize 88.77 per cent of the revenue and it came down 84.79 per cent in the next year. The overall performance of the four selected Gram Panchayats in terms of fund utilization is rated as good.

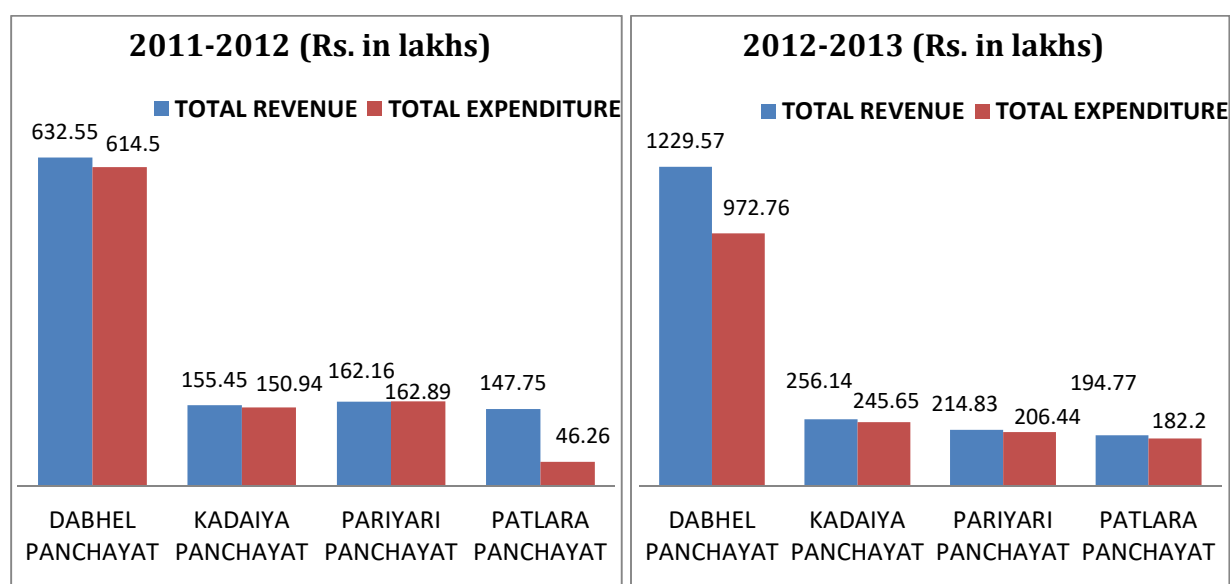
TOTAL REVENUE & EXPENDITURE OF THE PANCHAYATS (2011-2012 & 2012-2013)

Table No 4.14: Total Revenue & Expenditure of the Gram Panchayats 2011-2012 & 2012-2013

GRAM PANCHAYATS	Year 2011-2012 (Rs .in lakhs)		Year 2012-2013 (Rs. in lakhs)	
	Total Revenue	Total Expenditure	Total Revenue	Total Expenditure
Dabhel Panchayat	632.55	614.5	1229.57	972.76
Kadaiya Panchayat	155.45	150.94	256.14	245.65
Pariyari Panchayat	162.16	162.89	214.83	206.44
Patlara Panchayat	147.75	46.26	194.77	182.2

Source: Dhabel, Kadaiya, Pariyari and Patlara Gram Panchayats

Diagram No 4.5: Total Revenue & Expenditure of the Gram Panchayats 2011-2012 & 2012-2013.



Source: Table No.4.14

Average Revenue of a Gram Panchayat

Since the revenue of the Gram Panchayats widely varies as shown in Table No.4.14, we have worked out the average figure from the data of the four selected Gram Panchayats. The sources of revenue of the Gram Panchayat are from (i) the Grants- in –Aid and (ii) own sources including taxes and fees. Out the total Grants- in- Aid transferred to the Panchayats by the Administration, 40 per cent is distributed to Gram Panchayats. The

distribution is based on a criteria developed on the basis of population, backwardness, etc. The Grants- in -Aid are divided under ‘tied; fund and ‘untied’ fund. Both the ‘tied’ and ‘untied’ funds are placed at the dispersal of the Gram Panchayats. The main source is the Grants- in- Aid under ‘untied’ fund. It is followed by the Grants- in -Aid under ‘tied’ fund and own source including taxes and fees. The Table Number 4.15 and Diagram Number 4.6 show the average revenue receipts of a Gram Panchayat for the year 2012-2013. It works out to be Rs .472.21 lakhs. It also indicates that, the major source of revenue for an average Gram Panchayat is through Grants- in -Aid under ‘tied’ funds which account to Rs .354.20 lakhs (75%). Under ‘untied’ head, the amount is Rs. 72.78 lakhs and it works out to be 15.41 per cent. The share of tax and non tax contribution is only Rs. 45.23 lakhs (9.58 %).

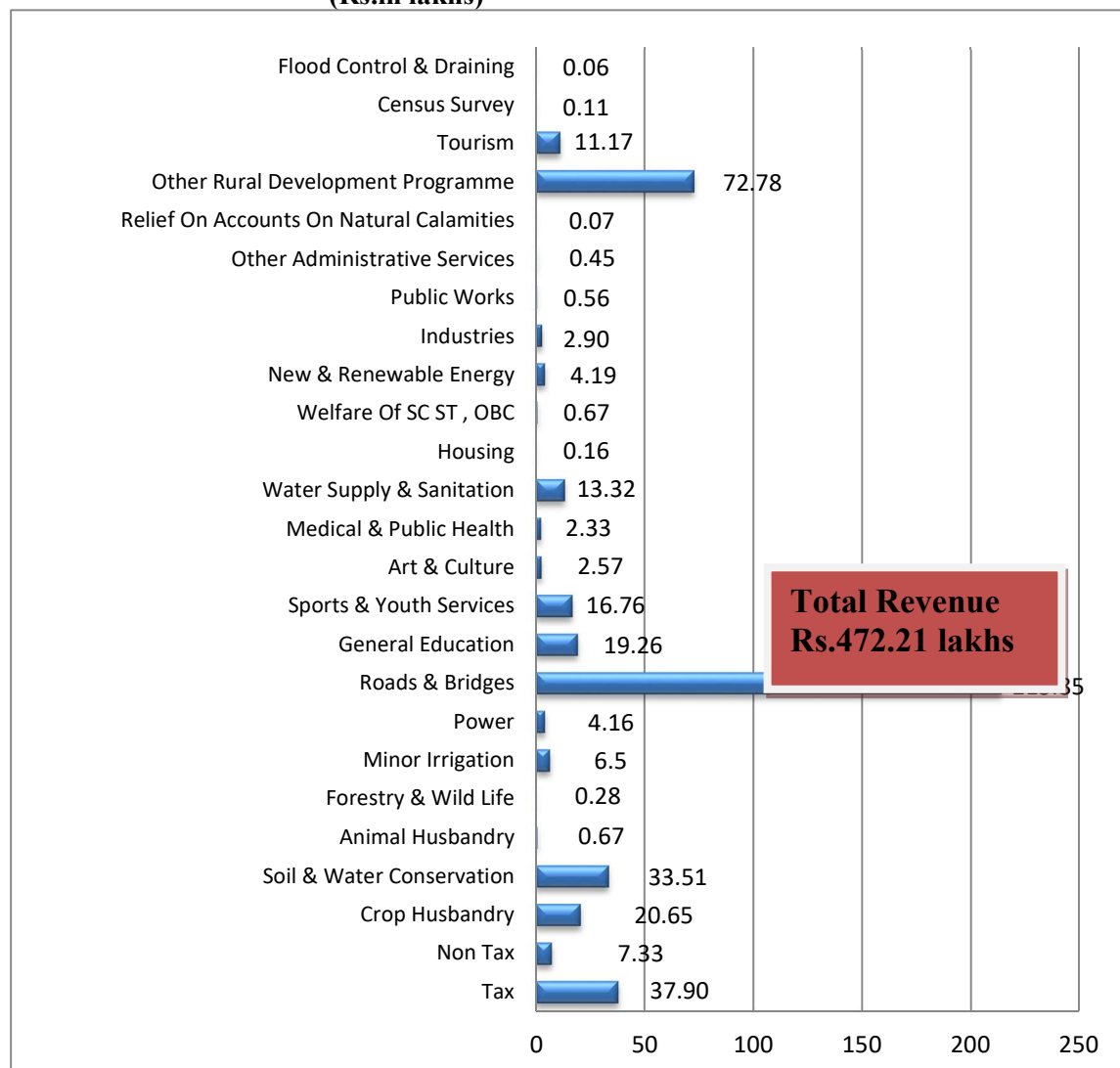
Table No. 4.15: Average Revenue Receipts of a Gram Panchayat (2012-2013).

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	Tax	37.90	8.03
1.ii	Non Tax	7.33	1.55
	TOTAL	45.23	9.58
2.	Grants- in -Aid Sector Wise (Tied)	Amount (in lakhs)	%
2.i	Crop Husbandry	20.65	4.37
2.ii	Soil & Water Conservation	33.51	7.10
2.iii	Animal Husbandry	0.67	0.14
2.iv	Forestry & Wild Life	0.28	0.06
2.v	Minor Irrigation	6.5	1.38
2.vi	Power	4.16	0.88
2.vii	Roads & Bridges	213.85	45.29
2.viii	General Education	19.26	4.08
2.ix	Sports & Youth Services	16.76	3.55
2.x	Art & Culture	2.57	0.54
2.xi	Medical & Public Health	2.33	0.49
2.xii	Water Supply & Sanitation	13.32	2.82
2.xiii	Housing	0.16	0.03
2.xiv	Welfare Of SC ST , OBC	0.67	0.14
2.xv	New & Renewable Energy	4.19	0.89
2.xvi	Industries	2.90	0.61
2.xvii	Public Works	0.56	0.12

2.xviii	Other Administrative Services	0.45	0.10
2.ix	Relief On Accounts On Natural Calamities	0.06	0.01
2.xx	Tourism	11.17	2.37
2.xxi	Census Survey	0.11	0.02
2.xxii	Flood Control & Drainage	0.07	0.01
TOTAL		354.20	75.01
3.	Grants- in- Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Development Programme	72.78	15.41
TOTAL		72.78	15.41
GRAND TOTAL		472.21	100

Source: Data Computed from Dhabel, Kadaiya, Patlara and Pariyari Gram Panchayats

The Diagram Number 4.6: Average Revenue Receipts of a Gram Panchayat for the year 2012-2013 (Rs.in lakhs)



Source: Table No. 4.15

Average Expenditure of a Gram Panchayat

The major items appeared under expenditure head are on (i) development projects, (ii) operations & maintenance, and (iii) establishment .The amount is incurred from the total revenue of the Panchayat as it is mentioned above (Panchayat own revenue, the Grants-in- Aid under the category of ‘tied’ and ‘untied’ funds). The Table Number 4.16 and Diagram Number 4.7 indicate that a major portion of the expenditure is incurred from tied funds which accounts to 77.83 per cent and untied funds which accounts to 17.31 per cent. The rest is from the Panchayat’s own revenue which accounts only to 4.86 per cent. The average revenue of a Gram Panchayat is worked as Rs.472.21 lakhs whereas the average expenditure is Rs.420. 24 lakhs. It gives an impression that a Gram Panchayat could utilize more than 88 percent of the total revenue.

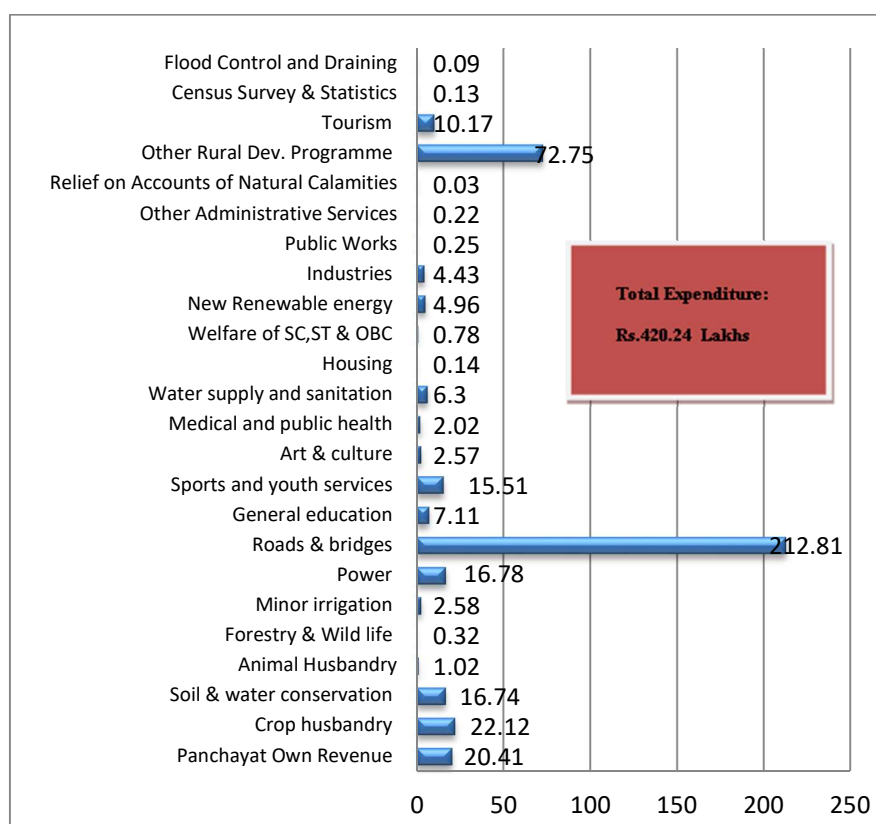
Table Number 4.16: Average Expenditure Pattern of a Gram Panchayat (2012-2013)

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	From Panchayat Own Revenue (spent for rural development and local economic development)	20.41	4.86
	TOTAL	20.41	4.86
2.	Grants- in -Aid Sector Wise (Tied)	Amount (in lakhs)	%
2.i	Crop Husbandry	22.12	5.26
2.ii	Soil & Water Conservation	16.74	3.98
2.iii	Animal Husbandry	1.02	0.24
2.iv	Forestry & Wild Life	0.32	0.08
2.v	Minor Irrigation	2.58	0.61
2.vi	Power	16.78	3.99
2.vii	Roads & Bridges	212.81	50.64
2.viii	General Education	7.11	1.69
2.ix	Sports And Youth Services	15.51	3.69
2.x	Art & Culture	2.57	0.61
2.xi	Medical And Public Health	2.02	0.48
2.xii	Water Supply And Sanitation	6.30	1.50
2.xiii	Housing	0.14	0.03
2.xiv	Welfare Of SC,ST & OBC	0.78	0.19
2.xv	New Renewable Energy	4.96	1.18
2.xvi	Industries	4.43	1.05

2.xvii	Public Works	0.25	0.06
2.xviii	Other Administrative Services	0.22	0.05
2.xiv	Relief On Accounts Of Natural Calamities	0.03	0.01
2.xv	Tourism	10.17	2.42
2.xvi	Census Survey & Statistics	0.13	0.03
2.xvii	Flood Control and Draining	0.09	0.02
	TOTAL	327.08	77.83
3	Grants- in -Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Dev. Programme	72.75	17.31
	TOTAL	72.75	17.31
	GRAND TOTAL	420.24	100

Source: Data Computed from Dhabel, Kadaiya, Patlara and Pariyari Gram Panchayats

Diagram No.4.7: Average Expenditure Incurred by Gram Panchayat (2012-2013) Rs. in lakhs



Source: Table Number 4.16

Revenue of a Sample Gram Panchayat (Dhabel)

We have already seen the revenue of an average Gram Panchayat. Here, the revenue of a sample Gram Panchayat (Dhabel) is presented for more disaggregate level of

examination and therefore one can trace the difference between the revenue of an average and the sample one. Table Number 4.17 and Diagram Number 4.8 show the revenue receipts of a sample Gram Panchayat (Dhabel) for the year 2012-2013. It works out to be Rs. 1246.35 lakhs which is much higher than an average one. As it is already indicated the major source of revenue is through Grants- in -Aid under ‘tied’ funds which accounts to Rs.919.91 lakhs (73.81%). Under ‘untied’ head, the amount is Rs. 170.43 lakhs and it works out to be 13.67 per cent. The share of tax and non tax contribution is only Rs. 156.01 lakhs (12.52 %).

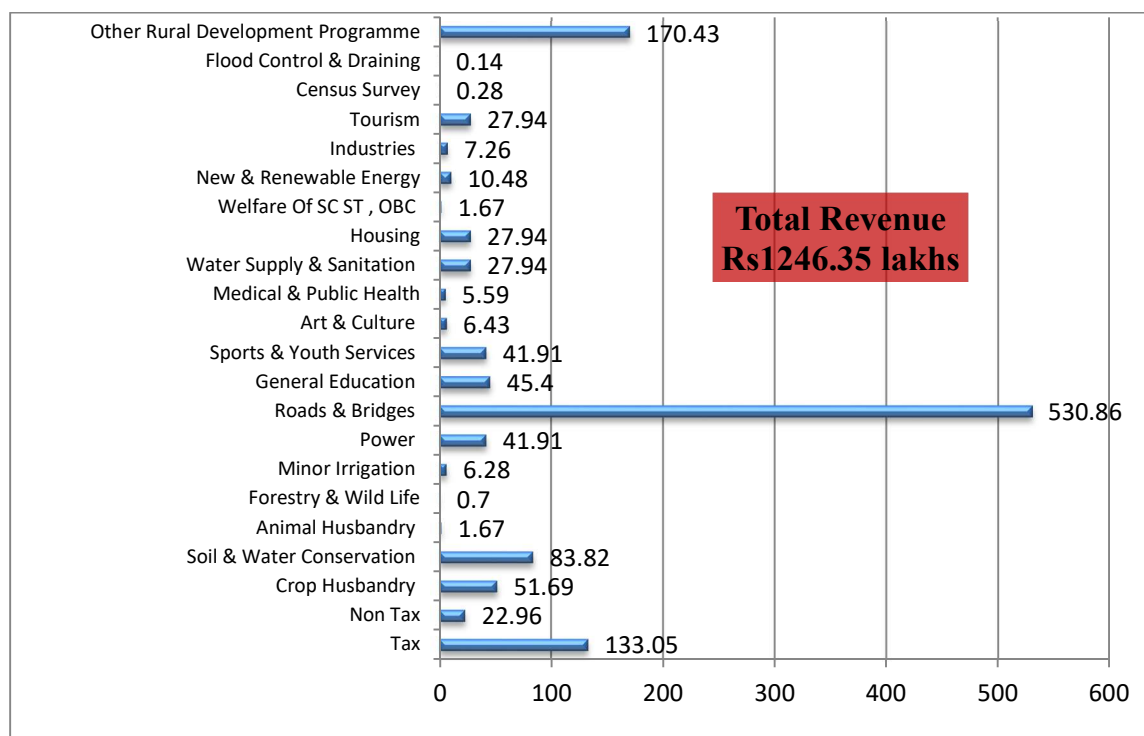
Table Number 4.17: Revenue Receipts of Sample Gram Panchayat (Dhabel) of the year 2012-2013

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	Tax House tax	133.05	10.68
1.ii	Non Tax Tender fee, Bank interest, Public contribution, Chair rent, Transfer fee, Construction fee, RBD, Vacuum cleaner, Mobile tower	22.96	1.84
	TOTAL	156.01	12.52
2.	Grants- in -Aid Sector Wise (Tied)	Amount (in lakhs)	%
2.i	Crop Husbandry (a) Purchase of seeds, fertilizers & agriculture plant for farmers	51.69	4.15
2.ii	Soil & Water Conservation (a).Protection wall (b)Tree plantation at sea face area	83.82	6.73
2.iii	Animal Husbandry (a)Training of farming for poultry husbandry (b)Assistant to small & marginal tribal farmer	1.67	0.13
2.iv	Forestry & Wild Life (a) Tree plantation at Government land	0.70	0.06
2.v	Minor Irrigation (a) Construction/ renovation of irrigation wells	6.28	0.50
2.vi	Power (a) Purchase / repairing of street light goods.	41.91	3.36
2.vii	Roads & Bridges (a)Construction of WBM road, RCC road (b)Providing cement concrete	530.86	42.59
2.viii	General Education (a)Proposed construction of Kitchen room in Govt. Schools	45.40	3.64

	(b) Renovation of Govt. Schools and anganwadis		
2.ix	Sports & Youth Services (a) Purchase of sports good and gym goods	41.91	3.36
2.x	Art & Culture (a) Prize distribution for Government schools students	6.43	0.52
2.xi	Medical & Public Health (a) Renovation Health Sub Centre	5.59	0.45
2.xii	Water Supply & Sanitation (a) Providing bore well with hand pump at various places	27.94	2.24
2.xiii	Housing (a) Grant of subsidy for repairing/ renovation of house for SC,ST & OBC	27.94	2.24
2.xiv	Welfare Of SC ST , OBC (a) Scholarship/Stipends/Uniforms/ Books/ Cycles for SC ST & OBC students	1.67	0.13
2.xv	New & Renewable Energy (a) Installation of solar lighting system	10.48	0.84
2.xvi	Industries	7.26	0.58
2.xvii	Tourism (a) Purchase of cement benches	27.94	2.24
2.xviii	Census Survey (a) Appointment of temporary filed staff for identification of beneficiary of various scheme	0.28	0.02
2.xix	Flood Control & Draining (a) Financial assistance to villagers	0.14	0.01
	TOTAL	919.91	73.81
3.	Grants- in- Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Development Programme (a)Construction of water drainage (b)Purchase of furniture at Panchayat Ghar (c)Renovation of Toilet block (d)Construction of 1 unit and 2 unit toilet block	170.43	13.67
	TOTAL	170.43	13.67
	GRAND TOTAL	1246.35	100

Source: Data computed from Village Panchayat Dhabel

Diagram Number 4.8: Revenue Receipts of Sample Village Panchayat (Dhabel) for the year 2012-2013 (Rs.in lakhs)



Source: Table No. 4.17

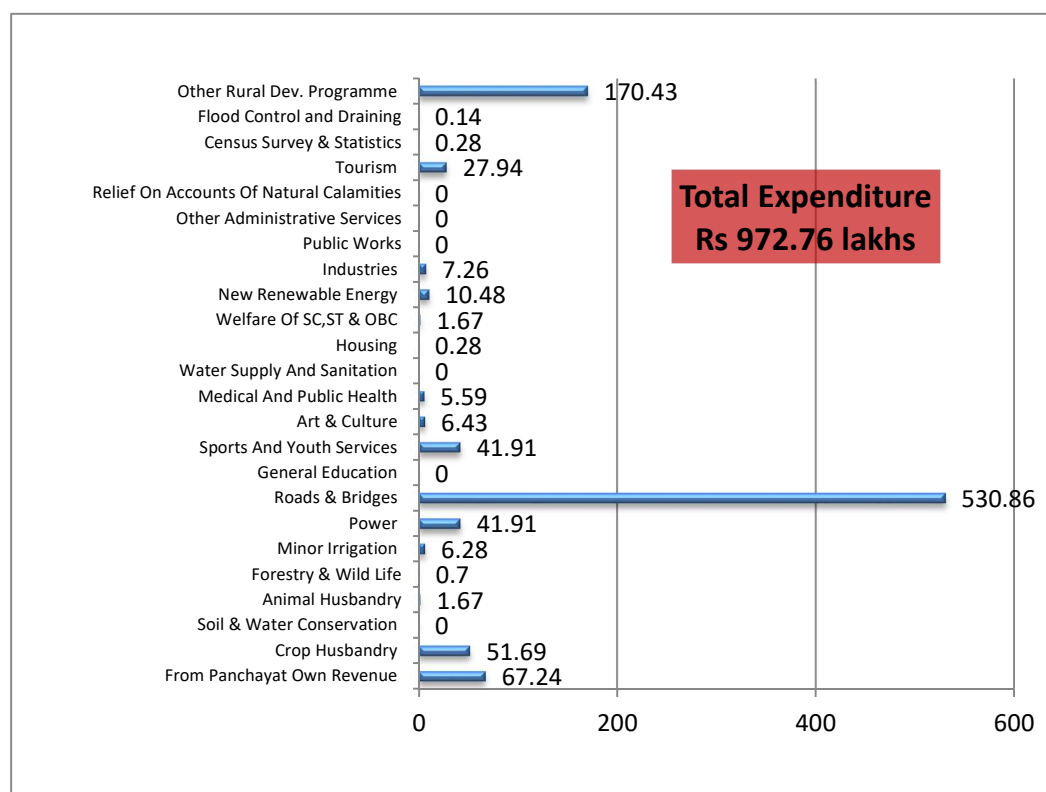
Table Number.4.18: Expenditure of Sample Gram Panchayat (Dhabel) for the year 2012-2013

1.	Tax and Non Tax	Amount (in lakhs)	%
1.i	From Panchayat Own Revenue (spend for rural development and local economic development)	67.24	6.91
	TOTAL	67.24	6.91
2.	Grants- in -Aid Sector Wise (Tied)	Amount (in lakhs)	%
2.i	Crop Husbandry	51.69	5.31
2.ii	Soil & Water Conservation	0	0
2.iii	Animal Husbandry	1.67	0.17
2.iv	Forestry & Wild Life	0.70	0.07
2.v	Minor Irrigation	6.28	0.65
2.vi	Power	41.91	4.31
2.vii	Roads & Bridges	530.86	54.57
2.viii	General Education	0	0
2.ix	Sports And Youth Services	41.91	4.31
2.x	Art & Culture	6.43	0.66

2.xi	Medical And Public Health	5.59	0.57
2.xii	Water Supply And Sanitation	0	0
2.xiii	Housing	0.28	0.03
2.xiv	Welfare Of SC,ST & OBC	1.67	0.17
2.xv	New Renewable Energy	10.48	1.08
2.xvi	Industries	7.26	0.75
2.xvii	Public Works	0	0
2.xviii	Other Administrative Services	0	0
2.xiv	Relief On Accounts Of Natural Calamities	0	0
2.xv	Tourism	27.94	2.87
2.xvi	Census Survey & Statistics	0.28	0.03
2.xvii	Flood Control and Draining	0.14	0.01
	TOTAL	735.09	75.57
3	Grants- in -Aid Sector Wise (Untied)	Amount (in lakhs)	%
3.i	Other Rural Dev. Programme	170.43	17.52
	TOTAL	170.43	17.52
	GRAND TOTAL	972.76	100

Source: Data computed from Gram Panchayat Panchayat, Dhabel ,UT of Daman &Diu

The Diagram No. 4.9: Expenditure of Sample Village Panchayat (Dhabel) for the year 2012-2013



Source: Table No.4.18

Expenditure of a Sample Gram Panchayat (Dhabel)

Table Number 4.18 and Diagram Number 4.9 show the expenditure of a sample Gram Panchayat (Dhabel) for the year 2012-2013. A major portion of the expenditure is incurred from 'tied' funds which accounts to 75.57 per cent and 'untied' funds which accounts to 17.52 per cent. The rest is from the Panchayat's own revenue which accounts to 6.91 per cent. The total revenue of the Gram Panchayat is worked as Rs.1246.35 lakhs whereas the expenditure is Rs. 972.76 lakhs. It gives an impression that the Gram Panchayat could utilize only 78.05 percent of the total revenue which is less than 10 per cent that of an average one.

Own Revenue Receipt of a Sample Panchayat (Dhabel)

It may be interested to examine the disaggregated picture of own revenue receipts of the sample Panchayat. As it is mentioned, the Regulation has made provisions for a long list of sources of own revenue for the Gram Panchayat. However, building tax is mainly levied by the Gram Panchayat. In the case of Dhabel, 82.66 per cent of the own revenue is from the building tax. Special care has been bestowed in serving demand notices and reminders for the clearance of dues in house taxes in Dhabel Gram Panchayat. Assessment of building tax is based on the classification of building which is again based on purposes like residential, commercial and other purposes. Rate of tax is fixed on the basis of cost of construction and condition of the building. Generally, it is Rs. 0.25/Rs.100 in the case of residential purposes whereas it is Rs. 0.35 /Rs.100 for trade/shop and Rs.0. 50 /Rs.100 for industries. Construction fee is another source of income and it comes 9.74 per cent. Bank interest is included in the own income category and it works out to 2.57 per cent. All other sources of income are not substantial. Since the Gram Panchayat (Dhabel) has urban characteristics it provides certain specific urban services (vacuum cleaner) to the local community and makes an income. The Panchayats in the UT have started collecting fees for mobile towers. It was Rs.25,000 per unit per

year in Dhabel whereas it was Rs.50,000 in other two sample Gram Panchayats (Pariyari and Kadaiya).

Table No. 4.19: Panchayat Own Revenue Receipts of Sample Gram Panchayat (Dhabel) for the year 2011-2012 and 2012-2013

Items	Rate	2011-12	2012-13	Who collects Revenue (tax/non-tax) (Designation):
		Amount Collected (Rs.in lakhs)	Amount Collected (Rs.in lakhs)	
House tax	Rs.0.25 /Rs.100 (Residence) Rs.0.35 /Rs.100 (Trade / Shop) Rs.0.50/Rs.100 (Industries)	122.05	133.05	Panchayat Secretary
Tender fee		0.49	0.57	Panchayat Secretary
Bank Interest		3.99	3.95	Panchayat Secretary
Public Contribution		0.73	Nil	Panchayat Secretary
Chair Rent		0.01	0.002	Panchayat Secretary
Transfer Fee		2.94	5.23	Panchayat Secretary
Construction Fee		20.16	9.90	Panchayat Secretary
RBD	1 st free 2 nd Rs.5- others – decided by committee	0.0006	0.03	Panchayat Secretary
Vacuum Cleaner	Rs.600/- cleaning	2.23	0.79	Panchayat Secretary
Mobile Tower	Rs.25,000/- year per unit		2.49	Panchayat Secretary
Total		152.60	156.01	

Source: Data collected from the Gram Panchayat, Dabhel, UT of Daman & Diu

Conclusion

Though the Regulation makes provisions for ‘Gram Fund’ and ‘District Panchayat Fund’, it is not yet operationalized in the UT of Daman and Diu. Both the Gram Panchayats and District Panchayats have taxation power, as per the Regulation. But only the Gram Panchayats are collecting taxes mainly, building /property tax. Assessment of building tax is based on the classification of the purpose and the rate of tax is fixed on the basis of cost of construction and condition of the building. There are no rules based on the recent Regulation for collection of taxes, fees and other revenues. The major share of the fiscal transfer to Panchayats comes from the Grants- in- Aid and subvention grants. The

transfer is one time and it varies over the years. On an average around 20 per cent of the total Grants-in- Aid is transferred to Panchayats. It is claimed that out of the total amount 50 per cent to the Grants- in -Aid is transferred to Gram Panchayats on the basis of local resource mobilization, backwardness etc. However, it is seen that only around 40 per cent were really transferred to the Gram Panchayats whereas 60 per cent was with the District Panchayat. The transfer of funds to the District Panchayats and the Gram Panchayats is classified into scheme based and non scheme based transfers in the form of 'tied' and 'untied funds'. It is locally reported that the term 'untied fund' is relative and is otherwise known as 'other rural development. However, according to the department of finance the entire fiscal transfer to Panchayats is under the category of 'tied fund' and it is the actual situation. At the UT level revenue of Panchayats indicates that the major portion of the revenue received through Grants- in -Aid which accounts to 94 per cent. The revenue from own sources accounts to about 6 per cent of which more than three per cent is through property tax and another three per cent from revenue collected other than taxes including bank interest. At the UT level, the major expenditure of Panchayats is incurred as welfare and developmental expenditure which accounts to about 60 per cent. Operations and maintenance expenditure accounts to about 38 per cent which include O & M of building of community assets, roads, water supply and sanitation etc. Nearly two per cent is spent as establishment expenditure.

Among the total revenue of the District Panchayats only very small portion (2.27 %) is from own source. Out of the total amount under own source, more than 97 per cent is from bank interest. The major share comes from Grants- in -Aid under tied fund (72.78%) and followed by Grants- in- Aid under 'untied' fund which comes around 24.94 per cent. Again, though it is classified as 'untied', it is really 'tied' as it is commented by the finance department. The major share of expenditure (71.29 %) is incurred from the 'scheme based tied funds' which is followed by 'non scheme based untied funds' (25.86%). The share of expenditure from tax and non tax head is only 2.85 per cent. More than one third of the amount is utilized for roads and bridges and it is followed by

expenditure on social security, welfare service sectors. The expenditure under education is around five percent whereas on public health it is less than one per cent. However, in 2012-2013 the total expenditure of the District Panchayat is only 67.41 per cent. Delay in releasing the Grants- in -Aid is cited to as one of the reasons for the low level of utilization.

The total revenue and expenditure of four selected Gram Panchayats for a period of two years (2011-2012 and 2012-2013) reveal that in all the cases the revenue has been increased over a period of one year by 72.63 per cent. The local resources for providing certain urban public goods (vacuum cleaner, mobile towers, tractors etc.) have also contributed to the spiky increase of the income of the Gram Panchayats. These specific services indicate the *urban* character of these Panchayats. It is noticed that there is wide scope for developing the urban public goods as a source of income for the Panchayats in the UT of Daman and Diu. In 2011-2012 the Panchayats could utilize 88.77 per cent of the revenue and it came down 84.79 per cent in the next year. The overall performance of the four selected Gram Panchayats in terms of fund utilization is rated as good when compared to the District Panchayat of Daman. The revenue of the Gram Panchayats widely varies and the sources of revenue of the Gram Panchayat are from (i) the Grants-in -Aid, and (ii) own sources including taxes and fees. Out of the total Grants- in- Aid transferred to the head under 'Panchayats' by the Administration, 40 per cent is distributed to Gram Panchayats. Though a criterion has developed for the distribution of Grants -in- Aid on the basis of population and backwardness, generally it is acquiesced to political pressure and other forms of subjective action. The Grants- in -Aid are divided under 'tied' fund and 'untied' fund. Both the 'tied' and 'untied' funds are placed at the disposal of the Gram Panchayats. The main source is the Grants- in- Aid under 'untied' fund. It is followed by the Grants- in -Aid under 'tied' fund and own source including taxes and fees. The average revenue receipts of a Gram Panchayat work out to be Rs. 472.21 lakhs. The Grants- in -Aid under 'tied' funds comes to 75 per cent whereas the 'untied' head is 15.41 per cent. The share of tax and non tax contribution is only than

9.58 per cent. The major items appeared under expenditure head are on (i) development projects, (ii) operations & maintenance, and (iii) establishment and the amount is incurred from the total revenue of the Panchayat. It is indicated that a major portion of the expenditure is incurred from tied funds which accounts to 77.83 per cent and followed by untied funds which accounts to 17.31 per cent. The rest is from the Panchayat's own revenue which accounts to 4.86 per cent. The average expenditure is Rs.420. 24 lakhs. It gives an impression that a Gram Panchayat could utilize more 88 percent of the total revenue. In the absence of 'untied' fund at the dispersal District Panchayats and Gram Panchayats has created impediment in the real financial autonomy. However, own resources in the form of tax and non tax mobilization of the Gram Panchayats has addressed the issue to certain extent .Whereas totally there is no financial autonomy with District Panchayats where there is very little mobilization under own resources.

CHAPTER 5:

ACCOUNTING AND AUDIT

Introduction

A situation analysis is made in this chapter on the theory and practices on the budget, accounts and audit of the Panchayats in Daman & Diu. Provisions in the Regulation, rules followed, and systems in practice have been assessed from the documents and by interaction with the functionaries of the Panchayats.

Being a Union Territory the Rules on Accounting and Audit of the Union Government are made applicable in the accounting and audit of the Daman and Diu. Since the UT is not having a separate legislature of its own, provisions for the preparation, discussion and passing of the budget does not exist in the UT. Budget proposals for the UT on the recommendations of the Planning Commission (Plan) and the Ministry of Finance (Non Plan) form a part of the Union budget passed by the Parliament. Proposals to be included in the budget are prepared and submitted by the Administrator to the Planning Commission. As soon as the Vote on Accounts on the budget is passed by the Parliament, the Planning Commission (financial resources division) communicates the approved provisions of the central assistance for the UT to the budget section of the Ministry of Home Affairs indicating the item wise plan break -up of central assistance and Normal Central Assistance (NCA) to the UT of Daman and Diu. The Budget section of the Ministry of Home Affairs allocates the share of the UT at the disposal of the Finance Secretary of the UT through the Administrator. The Finance Secretary transfers the funds under different heads at the disposal of all the Drawing and Disbursing Officers (DDOs). The Drawing and Disbursing Officers authorized to incur expenditure under different heads draws the required amount from the treasury, keeping all the necessary formalities. Accounting and Audit Rules followed in the Union Territory of Daman and Diu also

covers the domain of Panchayats (i) General Fiancé Rules 2005,(ii) Delegation of Financial Powers (DFP) 1978,(iii) Central Public Works (CPW) Manual 2012,and(iv)Central Treasury Rules (CTR) 1978

It is reported in some cases “the Goa, Daman, and Diu Village Panchayats (Accounts and Audit and Custody of Funds) Rules.1963” is still under operation in the Panchyats of Daman and Diu. This is to be seen in the context of the absence of the Rules on the basis of the Daman and Diu Panchayat Regulation, 2012.

Table No.5.1 Accounting and Audit Practices are reported to be followed in the Panchayats and the Actual Status

SL No	Reported to be followed in the Panchayats	Actual Statues
1.	Panchayat Fund shall be jointly administrated with the Secretary and Srapanch of the Gram Panchayat and shall be held in the Bank. The Secretary and Sarpanch of the Gram Panchayat shall jointly operate the Accounts of the Panchayat Funds.	Practiced. <i>(There are three to five accounts in the Bank.)</i>
2.	The Secretary and Srapanch shall be responsible for the safe custody of moneys kept in the Panchayat Office.	Practiced
3.	The Secretary may, for administrative convenience, maintain such registers as may be auxiliary to the books prescribed in these Rules.	Not practiced
4.	All books of accounts and registers shall be strongly bound.	Not practiced
5.	Cash book and Receipt Books shall be serially machine numbered and each page shall be stamped with the Panchayat Seal.	Not practiced
6.	The accounts of a Panchayat Fund shall be maintained in the forms appended to these Rules in accordance with the instruction given in the said forms and the provisions of the following instructions.	Not practiced
7.	A record of the current account of the Fund under para1 shall be maintained in a General Ledger.	Not practiced
8.	In addition to the General Ledger, a Control Ledger shall also be maintained in Form no.2 to record totals of transactions under all minor details heads, within a budget group in a month as recorded in the General Ledger.	Not practiced
9.	All the transactions of one day shall be entered in a cash book.	Not practiced
10.	All payments must be supported by payee’s bills and receipts.	Not practiced
11.	All property vested in the Panchayat shall be entered in a Register of Properties and Assets.	Not practiced
12.	Assessment and Demand and Collection Register: A list of persons liable to pay and rate, tax, cess , or fee and the amount to be paid by them in respect of each such rate, tax, etc., will be maintained	Not practiced

	separately for assessment.	
13.	A Register shall be maintained in Form 9 for record of conditional grants given for special and specific purpose.	Practiced
14.	Every Panchayat shall at the end of each month as well as at the end of the year prepare an Account in Form 10 showing the receipts and payments classified under the several.	Only yearly statement is prepared.
15.	The accounts shall be checked by the auditors with reference to the Accounts Books.	Practiced
16.	The accounts of a Panchayat shall be audited once in year by the Director of Accounts.	Not practiced
17.	All the account records shall be preserved for such time as may be prescribed by Director of Accounts from time to time and no account record shall be destroyed without his written permission	Not practiced

Source: Daman & Diu Panchayat Regulation 2012 and Field Data

A. Audit of Accounts

Audit of Accounts of the Gram Panchayat as per the Regulation: There are separate provisions under the Regulation for both the tiers of Panchayats on Accounts, Audit and Budget. The Regulation makes clear that every Gram Panchayats (Section 43) shall maintain accounts in such form as may be prescribed (Section 45). The audit shall be carried out by the prescribed authority and forward the audit report both to the Gram Panchayat and the CEO of the District Panchayat. The CEO is empowered to scrutinize the document and to disallow any item which appears to be contrary to law and to make remedial actions for irregularities in the audit provision (Section 50). The CEO is also authorized to recover any financial loss due to waste, negligence or misappropriations either by the functionaries or by the public, as per rules. Section 9 of the Regulation contains the provisions for placing the last audit notes and replies before Gram Sabha meetings for discussions, recommendations and suggestions to the Gram Panchayat.

Ground Reality: *The accounts maintained by the Panchayats are seen done in the format prescribed by the Administrator.*

Audit of Accounts of District Panchayat as per the Regulation: The District Panchayat shall maintain accounts in the prescribed format (Section 88). The account of the District Panchayat shall be audited in a prescribed manner by an officer appointed by

the Administrator (Section 90 (i) & (2). Audit report submitted within one month to the Secretary Panchayat who has the right to disallow any objections contrary to law. The secretary Panchayat is authorized to recover any loss occurred due to waste, misappropriation or negligence either from the functionaries or from the public by way of revenue recovery, keeping all formalities. (Section 96 (i), (2) & (3) .A standing committee, Finance, Audit and Planning is to be constituted , under section 73(1) (b) of the Regulation. However no Rules have been framed till date in this regard.

Ground Reality: *The accounts maintained by the Panchayats are seen done in the format prescribed by the Administrator.*

B .Social Audit

Social Audit of the Gram Panchayats and District Panchayat as per the Regulation:

Section 73 (1) (f) of the Regulation provides for the constitution of a standing committee for Social Audit. Social Audit of the major works carried out by the Panchayat shall be conducted by the Social Audit Committee in the manner and intervals as may be prescribed .The Social Audit Committee shall submit their report to the authorized officer (Section 92 (1) & (2) .The Regulation is silent on the submission of the Social Audit report to the Sarpanch of a Gram Panchayat who is responsible for placing audit notes and replies in the Gram Sabha meetings.

Ground Reality: *Constitution of Social Audit Committee, delegation of officers, manner and ways for conducting the social audit and preparation of reports are to be regulated by the rules framed under the Regulation. Hence, the institution of Social Audit is not functional in the UT.*

C .Budget

Budget of Gram Panchayat as per the Regulation: It is mentioned that every Gram Panchayat shall prepare in each year a budget of its estimated receipts and payments for that year and shall submit the budget to the District Panchayat through District Planning

Committee (Section 44 (1)). The annual statements of accounts and the budget estimates shall be placed before the Gram Sabha by the Sarpanch for its approval. The District Panchayat may either approve the budget or return it to the Gram Panchayat for any modifications, as it may direct. If it is returned for modifications, the Gram Panchayat has to modify and resubmit to the District Panchayat. Gram Panchayats are not permitted to incur any expenditure up to the approval of the budget by the Administrator (Section 44). The authority vested with the District Panchayat to approve the budget of a Gram Panchayat which is approved by the Gram Sabha or to ask for modifications is an implication that the autonomy of the Gram Panchayat is not recognized by the Regulation. The restrictions placed for incurring expenditure up to the approval of the budget by the Administrator also challenges the autonomy of the Panchayats

Ground Reality: *Gram Panchayat Secretary prepares the draft budget document of the Panchayat in a prescribed format with the guidance of the Extension Officer Village Panchayat (EOVP)/BDO and place it before Panchayat Committee .The budget document is not given an equal importance to the plan proposals in the meetings of the Panchayat Committee. The socio political background, lack of training and the technicality involved in the budget prevents the active participation of the elected members. Budget document approved by the committee is forwarded to the CEO through the BDO. Generally, the proposals are seen approved without any modifications.*

Budget of District Panchayat as per the Regulation: The Budget document of the District Panchayat may be submitted to the Administrator through the Secretary Panchayat. The Secretary Panchayat can either approve it or return through the DPC with suggestions for modifications. The District Panchayat after having made the modifications can resubmit the document for approval. District Panchayats are not permitted to incur any expenditure up to the approval of the budget by the Administrator (Section 89). However, the District Panchayat is free to present a revised or the supplementary budget at any time, keeping all formalities as in the case of original budget. The authority given to the Secretary Panchayat for the approval of the budget of

the District Panchayat or to return with suggestions for modifications and re- submission shows the bureaucracy placed over the democratically elected body. The condition for incurring expenditure up to the approval of the budget by the Administrator underlines the undemocratic provision of the Regulation.

***Ground Reality:** The Deputy Director of Accounts is entrusted with the work of preparing the budget document of the District Panchayat in consultation with the CEO. The draft document formulated in the format prescribed is placed for the discussion and approval of the District Panchayat committee. Approved budget proposals are forwarded to the Administrator through the Secretary Panchayat. As in the case of Gram Panchayat, the elected members are equally reluctant in the preparation of budget.*

Administration Report of the Gram Panchayat as per the Regulation

Every Gram Panchayat shall submit an annual administration report to the to the CEO of the District Panchayat .It is the duty of the Secretary to prepare the annual administration report of every Gram Panchayat and the approval by the Panchayat Committee it shall submitted to the CEO along with a copy of the resolution of the Gram Panchayat. The CEO has to forward it to the Administrator through the Director Panchayats .The Regulation has made certain specifications on the document. It shall contain an introductory section with basic statistics about the Gram Panchayats and data related to devolution of functions, finances, functionaries and performances of duties, functions and obligations (Section 46).

Ground Reality

No administrative reports have been seen prepared by any of the selected four Gram Panchayats. During the field it is noticed that either the Secretary or the Sapanch and the members are not aware of such a provision in the Regulation.

Administration Report of the District Panchayat as per the Regulation

The CEO of the District Panchayat shall prepare the previous year's administration report and after it is approved by the Panchayat Committee shall be submitted to the Administrator through the Secretary Panchayat (Section91).

Ground Reality

No administration report has been seen prepared by the District Panchayat of Daman. During the field visit it is noticed that no one is aware of such a provision in the Regulation.

Conclusion

The Rules on Accounting and Audit of the Union Government are made applicable in the accounting and audit of the Daman and Diu. In the absence of a separate legislature of its own, special provisions for the preparation, discussion and passing of the budget does not exist for the UT. Budget proposals for the UT form a part of the Union budget passed by the Parliament. Accounting and Audit Rules followed in the Union Territory of Daman and Diu also covers the domain of Panchayats. In the absence of the Rules on the basis of the Daman and Diu Panchayat Regulation 2012, the Goa, Daman, and Diu Village Panchayats (Accounts and Audit and Custody of Funds) Rules, 1963 is still under operation in the Panchayats of Daman and Diu. Though there are well structured provisions on audit of accounts, social audit, budget and administrative report in the Regulation, it is not yet properly institutionalized due to lack of adequate rules. The documents of Gram Panchayats are not available on internet. There is no online disclosure of Statement of Accounts of the Gram Panchayats. The accounts of the Panchayats have been audited in the fiscal year 2012-2013. Some basic training on accounting has been provided to the Secretary / Sarpanch / computer operator. The accounts of the Panchayats are audited by different agencies such as the Accounts Officer from the secretariat, staff from the Comptroller and Audit General and Chartered Accountants.

CHAPTER 6:

PANCHAYAT FUNCTIONARIES

Introduction

This Chapter deals “Functionaries” devolved to the Panchayats of the UT. Provisions for the creation of posts, mode of appointment and conditions of service as per the Regulation, details of functionaries transferred to Panchayat with the devolution of functions etc. have been examined in detailed. The ground reality has also been assessed from one District Panchayat and four Gram Panchayats. The gap between the theory and practice is being examined below.

Functionaries at the Gram Panchayat Level

According to the Regulation there is a provision which deals with ‘the Officers and Servants of Gram Panchayats’ (Section 25). There is a Panchayat Secretary for every Gram Panchayat appointed by the Administrator and the salary and allowance are paid from the Gram Fund. The Panchayat secretary is in charge of the office and has to perform all the duties and exercise all the powers imposed or conferred upon him /her by or ‘under this Regulation or any Rules or by laws made there under’. The Regulation clearly states that the Panchayat Secretary shall act in all matters under the general supervision of the Sarpanch through whom he/she shall be responsible to the Gram Panchayat. Discipline and control of the functioning of the Panchayat Secretary is subjected to the Rules framed by the Administrator. The Gram Panchayat is empowered to appoint other officers and employees with the prior approval of the Administrator. Moreover, the newly created post should be included in the budget and in the staffing pattern approved by the Administrator. The posting and transfer of the staff recruited by the Gram Panchayat shall rest with the Chief Executive Officer (CEO). The terms and conditions of service and duties of Panchayat Secretary and the terms and

conditions of service of other officers shall be such as may be prescribed by the Administrator.

Ground Realities

The Panchayat Secretary is the only regular staff in the Gram Panchayat. One post of computer operator cum- accountant has also been sanctioned to every Gram Panchayat and appointments are made by the Panchayat on contract basis. The postings of Drivers, Peons, Sweepers etc. are also seen done on contract basis depending on the requirement of the Panchayats. Since there is no cadre of 'Panchayat Secretary' in the UT Administration, there is no regular posting on such designation in the Gram Panchayats. It is only a temporary arrangement. Panchayat Secretaries, equivalent to clerical post (both lower and upper division) in terms of conditions for appointment and scale of pay are working on deputation from the line department (mainly from the rural development) and under the direct control of the Block Development Officer (BDO). *"I am not a Panchayat staff. I am from the Rural Department (RD) working at Panchayat on deputation and in charge of two Panchayats. Paid and controlled by the BDO"* was the explanation of the one of the Panchayat Secretaries of the four selected sample Gram Panchayats who has been in UT service for 17 years and now in charge of the Secretary of two Panchayats. This is the general attitude and administrative behavior of the Panchayat Secretaries in all the four selected Gram Panchayats. Whereas the Regulation says "the Panchayat Secretary shall act in all matters under the general supervision of the Sarpanch through whom he shall be responsible to the Gram Panchayat". As it is mentioned earlier the Regulation categorically mentioned that the salary and allowances of the Panchayat Secretaries are from the 'Gram Fund' whereas it is actually paid from the UT Administration. Out of the four Gram Panchayats, only two of them (Kadaiya and Dabhel) have secretaries. The UT Administration has followed a different administrative mechanism in other two Gram Panchayats to provide the service of Panchayat Secretaries. In Pariari Gram Panchayat, the Extension Officer (Village Panchayat) has been put in the additional charge of the Panchayat Secretary. The EOVP

is a promoted cadre to the Panchayat Secretary who has supervisory powers over all the Gram Panchayats under the Daman District. But due to the shortage of Panchayat Secretaries, the EOVP is holding an additional charge of a lower cadre. In Patlara Gram Panchayat, the service of the Secretary has to share with the Secretary of a nearby Gram Panchayat. The probing on the functioning of the Secretaries revealed that they are in charge of the office of the Gram Panchayat. During the field work, eight major functions of the secretaries have been listed. These functions are: (i) registration of birth and death, (ii) collection of taxes and fees, (iii) issue of certificates including no objection certificate (NOC), (iv) site inspection, (v) surveys, (vi) supervision of anganwadis, PH sub centres and schools, (vii) attending meetings of Panchayat and Gram Sabha, and (viii) maintenance and custody of records. In addition to the Panchayat Secretaries there are other contract staff who are temporally appointed by the Panchayats and honorarium are paid from the Panchayat fund. It is observed that different rates are fixed by the Panchayats as per the local conditions and availability of resources under own fund. Their work is monitored and supervised by the Panchayat Secretaries. It is observed that the staffing pattern for the Gram Panchayat and the rules /bye-laws have not yet approved by the Administrator. It is also important to notice that the Village Panchayat is having no authority over the staff working at the PH sub centres and Anganwadi. Their appointment, payment of salary, leave sanction, punishments, daily monitoring and removal are done by their parent departments.

Table No.6.1: Functionaries of the Gram Panchayat (Regular and Contract)

Sl No	Designation	Regular/ Contract	Scale/ Honorarium	Status of functionaries in the Selected Gram Panchayats
1	Panchayat Secretary	Regular	5200-20500	Panchayat Secretaries are absorbed from various departments of regular clerical cadres and are placed under the supervision of the Block Development Officer (BDO). Out of the four selected Gram Panchayats, two of them have Secretaries and one Panchayat is under the full additional charge of a nearby Secretary. The fourth Panchayat, is placed under the EOVP.
2	Accountant –cum- Computer Operator	Contract	Various rates fixed by the Gram Panchayat	One Accountant –cum-Computer Operator is appointed in every Gram Panchayat on contract basis.

			(Rs.5000 to Rs. 12,000 per month)	
3	Supervisor	Contract	Various rates fixed by the Gram Panchayat (Rs.5000to .Rs. 10,000 per month)	Supervisors are appointed only in two Panchayats (Dhabel and Pariyari), out of the four selected Gram Panchayats.
4	Peon	Contract	Various rates fixed by the Gram Panchayat (Average -Rs. 5,000 per month)	Peons are appointed in all the four selected Panchayats.
5	Tractor Driver	Contract	Various rates fixed by the Gram Panchayat (Average - Rs.10,000 per month)	Two Tractor Drivers are posted in Dhabel Panchayat and one is in Pariyari Panchayat. The other two Panchayats have no tractors.
6	Electrician	Contract	Various rates fixed by the Gram Panchayat (Average Rs.8,000 per month)	One Electrician is posted in Dhabel Panchayat on contract basis .In the other three Panchayats there is no such post.
7	Librarian	Contract	Various rates fixed by the Gram Panchayat (Rs.8,000 per month)	One Librarian is posted in Dabhel Panchayat on contract basis .In the other three Panchayas there is no such post
8	Sweeper	Contract	Various rates fixed by the Gram Panchayat (Rs.3,000 per month)	The number of sweepers varies mainly according to the requirements of the Panchayats. In Dhabel Panchayat, there are 30 sweepers whereas sweepers not available in Patlara. There are eight sweepers in Kadaiya Panchayat and the corresponding number in Pariyari is six.
9	Gym Operator	Contract	Various rates fixed by the Village Panchayat (Rs.5,000 per month)	One Gym Operator is posted in Dhabel Panchayat on contract basis .In the other three Panchayas there is no such post
10	Multi Task Employee	Contract	Various rates fixed by the Village Panchayat (Rs.3,000 per month)	Three Multi Task Employees are posted in Dhabel Panchayat on contract basis. In the other two Panchayas (Kadaiya and Pariyari) there is no such post.

Source: Data Furnished from Four Sample Gram Panchayats of Dhabel, Kadaiya,Pariyari and Patlara

Functionaries at the District Panchayat

Section 68 of the Regulation deals with the staff of the District Panchayat and every District Panchayat has a Chief Executive Officer (CEO) and an Accounts Officer; both

are appointed by the Administrator. The rank of the CEO is equal to that of an Additional District Magistrate. The Regulation states that “the Administrator shall post from time to time in District Panchayat such number of officers of Group ‘A’ and Group ‘B’ including any officers employed by the existing local authority and other officers allocated to serve under the Daman and Diu Administration, as the Administrator considers necessary”. The District Panchayat is empowered to create and fill up posts with the prior approval of the Administrator. Moreover, the newly created post should be included in the budget provision and in the staffing pattern which is approved by the Administrator. According to the Section 68(6), the Administrator has to approve the staffing pattern for the District Panchayat and Gram Panchayat for carrying out the functions mentioned in the Regulation and to frame the terms and conditions of service of such staff. As a strategy to protect the interest of the personnel the Regulation clearly mentioned that “the staff posted in the District Panchayat shall be governed by the terms and conditions of their service as may be applicable to them before their posting in the District Panchayat”.

The Administrator of Daman & Diu and Dadra & Nagar Haveli had issued an order (No.107/Dc/PR/PF.12006-07/251) on 28 July, 2006 which transferred the subjects along with schemes, funds and functionaries to the Panchayats. The above said order stated that “this order of devolution will operate in addition to the schemes/functionaries already transferred to the District Panchayats”. Again the order has clearly mentioned that “the officials transferred in diverted capacity shall draw the salary from their parent departments as usual from where they are drawing their pay and allowance as on date but work under the administrative control of CEO, District Panchayat, and Daman & Diu till further order”.

Ground Realities

The Chief Executive Officer (CEO) of the District Panchayat is a DANICS Officer. (Daman, Diu, Dadra Nagar Haveli, Andaman Nicobar, Lakshadweep Cadre) In addition to the posts of CEO and Assistant Accounts Officer (A AO), the Administrator in the

order number DMN/DP/MANPOWER/2011-2012/750 dated 9-1-2012 has created 37 posts for the District Panchayats as per Section 27(2) of The Daman and Diu Village Panchayat amended Regulation, 1994 as given Table No .6.2 . Out of the 37 posts only seven are filled under ‘regular’ (regularized), 15 are under ‘contract’ and four are under ‘deputation’. All the seven regular functionaries under the District Panchayats are subordinate category in the administrative structure. They are; one PA to CEO, two lower division clerks, one driver and two peons. The remaining eleven are kept ‘vacant’, which are really senior and technical posts including Development Planning Officer, Administrative Officer, Assistant Accounts Officer, Research Assistant and Statistical Officer. Moreover, these posts are supposed to be crucial for administering the District Panchayat. The District Panchayat has appointed 39 persons to various posts on ‘contract basis’ as given in Table No. 6.3. Another 21 persons on ‘daily wage’ are also posted as detailed in Table No.6.4. There are total 60 functionaries under ‘contract’ and ‘daily wage’ who are subordinate category in the administrative set up. All the functionaries are recruited by the District Panchayats on contract basis and consolidated amount is being paid on a monthly rate varies from Rs.5000 to Rs. 18,000. The majority of the appointments under both the categories of contract and daily wages shows that they are either lower ladder of support structure (drivers, peons, sweepers and casual labours) It may not be surprised if one doubts the necessities for such a number of persons associated with District Panchayat .In addition to all these categories of staff engaged with DP , the officials from the line departments placed under the supervision of the CEO are also adding the staff strength of district Panchayat . Table No 6.5 & 6.6 show the details of staff from the line department placed under the District Panchayat. They are also classified as ‘functionaries transferred in diverted capacity’ and here an attempt is made to understand their volume and profile.

TableNo.6.2: Details on the 37 Posts Created for District Panchayat on 9-1-2012.

Sl No	Designation	No of Post created				Scale/ Honorarium	Status of functionaries in the Selected District Panchayat (Daman)
		Regu- lar	Contract	Deput- ation	Vac- ant		
1.	Chief Executive Officer (CEO) and Assistant Accounts Officer (AAO)						
2.	Executive engineer(1)	0	0	1	0	15600-39100 (GP 6600)	Only the post has been created ,no posting has been done At present, working on deputation
3.	Development Planning Officer(1)	0	0	0	1	9300-34800 (GP 4600)	Only the post has been created ,no posting has been done At present, the post is vacant
4.	Administrative Officer(1)		0	0	1	9300-34800 (GP 4200)	Only the post has been created, no posting has been done. At present, the post is vacant
5.	PA to CEO/President/Vice President(3)	1	2	0	0	9300-34800 (GP 4200)	Three posts have been created, out of which one is regularized, and two are working on contract basis .posting has been done. At present, the post is vacant
6.	Assistant Accounts Officer(1)				1	9300-34800 (GP 4200)	Only the post has been created, no posting has been done. At present, the post is vacant .
7.	Assistant Engineer(1)			1		9300-34800 (GP 4200)	Only the post has been created, no posting has been done. At present, working on deputation.
8.	Research Assistant(1)				1	9300-34800 (GP 4200)	Only the post has been created, no posting has been done. At present, the post is vacant .
9.	Accountant (1)			1		5200-20200 (GP 4200)	Only the post has been created, no posting has been done. At present, working on deputation.
10.	Junior Engineer(3)		2		1	9300-34800 (GP 4200)	Three posts have been created, one is vacant and two are on contract
11.	Statistical Assistant (2)		1		1	9300-34800 (GP 4200)	Two posts have been created, one is vacant and another is on deputation
12.	Assistant (3)				3	9300-34800 (GP 4200)	Three posts have been created, no posting has been done ,working on contract basis .one is vacant and two are on contract
13.	Draughtsman(1)			1		5200-20200 (GP 2400)	Posts have been created no posting has been done, working on deputation.
14.	Supervisor(2)		2			5200-20200 (GP 2400)	Posts have been created no posting has been done, working on contract basis.
15.	Upper Division Clerk(1)				1	5200-20200 (GP 2400)	Posts have been created no posting has been done, working on contract basis.
16.	Lower Division Clerk(2)	2				5200-20200 (GP 1900)	Posts have been created posting has been done, working on regular basis.
17.	Compiler cum Computer Operator(2)		1		1	5200-20200 (GP1900)	Posts have been created one is working contract basis and one is vacant.
18.	Driver (5)	1	4			5200-20200 (GP 1900)	Posts have been created one is posted on regular basis, seven are working on contract basis.
19.	Peon (5)	3	2			5200-20200 (GP 1800)	Post have been created three are working on regular basis six are working on contract basis.
20.	Watchman(1)		1			5200-20200 (GP 1800)	Post have been created no posting has been done one is working on contract basis.
	Total (37)	7	15	4	11		

Source: Office of the District Panchayat, Daman of UT.

Table No 6.3: Details of '39 Contract' Functionaries Working Under the District Panchayat

Name of Post	No of Post	Total
Stenographer	1	1
Lower Division	6	6
Computer Operator	1	1
Supervisor (Civil)	2	2
Driver	9	9
Peon	7	7
Sweeper	2	2
Civil works Co ordinator	1	1
MIS	1	1
Resource Persons	9	9
Total	39	39

Source: Office of the District Panchayat, Daman of UT.

Table No.6.4: Details of 21'Daily Wage' Functionaries working under the District Panchayat

Sl No	Name of post	No of Post
1	Lower division clerk	5
2	Peon	5
3	Sweeper	1
4	Village Panchayat Secretary	1
5	Casual labourer	13
	Total	21

Source: Office of the District Panchayat, Daman of UT.

Table No 6.5: Details of Functionaries from the Line Department Placed under the District Panchayat. (As per the Order No.107/DC/PR/PF.12006-07/251 dated 28 July, 2006)

Sl.No	Designation of functionaries Devolved	No. of functionaries Devolved	Pay Scale (Rs.)
1.	Agriculture & Agriculture Extension		
(i)	Agriculture Demonstrator	1	4500-125-7000
(ii)	Agriculture Assistant	2	3200-85-4900
(iii)	LDC	1	3050-75-4590
(iv)	Power Tiller Driver	2	3050-75-4590
(v)	Field Asst.	1	3050-75-4590
(vi)	Field Worker	3	2550-55-3200
2.	Minor Irrigation , Water Management & Watershed Development(PWD)		
(i)	Pump Operator	8	2550-55-3200

3.	Animal Husbandry , Dairy & Poultry		
(i)	Veterinary Assistant	1	4000-100-6000
(ii)	Attendant Dresser	2	2610-60-4000
(iii)	Bull Attendant	1	2550-55-3200
(iv)	Attendant	1	2550-55-3200
4.	Fisheries		
(i)	Extension Officer	1	4500-7000
(ii)	<i>Gram Sevak</i>	3	3050-4590
(iii)	Peon	1	2550-3200
5.	Social Forestry & Farm Forestry		
(i)	Forest Guard	3	2750-4400
6.	Minor Forest Produce		
(i)	Forest <i>Sepoy</i>	2	2750-4400
7.	Small Scale Industries including Food Processing		
(i)	Economic Investigator	1	4500-7000
8.	Poverty Alleviation Programme		
(i)	BDO	1	9300-34800
(ii)	Extension Officer	1	5300-20200
(iii)	Head Clerk	1	9300-34800
(iv)	UD Clerk	1	5200-20200
(v)	Village Panchayat Secretary	5	5200-20200
(vi)	Gram Sevak	3	5200-20200
(vii)	LD Clerk	1	5200-20200
(viii)	Driver	1	5200-20200
(ix)	Peon/MTS	2	5200-20200
8.	Technical Training & Vocational Education		
(i)	Technical Instructor*	1	4500-7000
9.	Health and Sanitation including Hospitals, Primary Health Centres and Dispensaries		
(i)	Basic Health Worker	17	3200-4900
(ii)	Auxiliary Nursing Mid-Wife	17	3200-4900
10.	Women & Child Development		
(i)	CDPO	2	5500-9000
(ii)	Mukya Sevika	5	4500-7000
(iii)	Accountant	2	4500-7000
(iv)	UDC	2	4000-6000
(v)	Bal Sevika	12	3200-4900
(vi)	Gram Sevika	-	3200-4900
(vii)	Grih Sevika	-	3200-4900
(viii)	LDC	2	3050-4590
(ix)	Driver	2	3050-4590
(x)	Peon	3	2550-3200
(xi)	Anganwadi Workers	80	Rs.500 per month fixed
(xii)	Anganwadi Helper	92	Rs.260 per month fixed

*Note: * The ITI, Nani-Daman will depute one technical instructor for once in a week to advise the District Panchayat for implementation of schemes.*

Source: Order No.No.107/Dc/PR/PF.12006-07/251 on 28 July, 2006 of the Administrator.

Table No 6.6: Details of Functionaries from the Line Department Placed Under the District Panchayat. (As per the order number DMN/DP/MANPOWER/2011-2012/750 dated 9-1-2012).

Sl No	Name of Post	No of Post	Total
1	Department of Public Works		19
	(i) Junior Engineer	4	
	(ii) Draughts Man	1	
	(iii) Supervisor	5	
	(iv) Helper	1	
	(v) LDC	2	
	(vi) Peon	4	
	(vii) Belder	1	
	(viii) Driver	1	
2	BDO(Department of Rural Development/DRDA)		21
	(i) BDO	1	
	(ii) Extension Officer	1	
	(iii) Head clerk	1	
	(iv) UDC	1	
	(v) Village Panchayat Secretary	8	
	(vi) Gram Sevek	4	
	(vii) LDC	2	
	(viii) Driver	1	
	(ix) Peon	2	
3	Department of Education		10
	(i) Assistant Director	1	
	(ii) Education Inspector	2	
	(iii) Supervisor	1	
	(iv) Accountant	1	
	(v) UDC	1	
	(vi) LDC	2	
	(vii) Peon	2	
4	Sarva Shikha Abhiyan (SSA)		15
	(i) BRC Co ordinator	1	
	(ii) CRC Co ordinator	2	
	(iii) Resource Persons	5	
	(iv) Civil works - Co ordinator	1	
	(v) Programmer	1	
	(vi) Assistant Accountant Officer	1	
	(vii) Accountant	1	
	(viii) Data entry operator	1	
	(ix) LDC	1	
	(x) Peon	1	
5	Department of Agriculture		16
	(i) Extension officer	1	
	(ii) Field Assistant	1	
	(iii) Power Tiller Driver	1	
	(iv) Agri. Demonstrator	1	
	(v) Skilled Worker Daily	3	

	(vi) Wages (DP) Skilled Worker Daily Wages	9	
6	Department Veterinary (i) Veterinary officer (ii) Veterinary Assistant (iii) Attendant Dresser (iv) Bull Attendant (v) Attendant	1 1 2 1 1	6
7	CDPO Department (i) CPDO (ii) Mukhya Savika (iii) UDC (iv) Accountant (iv) Driver (v) peon	1 2 1 1 1 2	8
8	DRDA (i) Project Officer (ii) Junior Steno/Accountant (iii) LDC (iv) Peon (v) Driver	1 1 2 2 1	6
9	MIS	1	
10	Resource Persons	9	
	Total	39	

Source: Office of the District Panchayat, Daman of UT.

Functionaries Transferred in Diverted Capacity.

Certain Departments dealing with the subjects mentioned in the X1th Schedule had transferred some activities to the District Panchayats. There are two orders on devolution ((i), Order No. 107/DC/PR/PF.12006-07/251 dated 28 July, 2006 and (ii) DMN/DP/MANPOWER/2011-2012/750 dated 9-1-2012). Along with the activities devolved, a few functionaries were diverted from their parent departments to the District Panchayat for administering the transferred activities. As a result, majority of these functionaries are housed in the office of the District Panchayat. They are known as *functionaries transferred in diverted capacity*. It seen that their salary is drawn from their parent departments as usual from where they were drawing their pay and allowances as on before the transfer. Ever since the transfer they have been working for the District Panchayat under the control of the CEO. The heads of offices are invited to attend the general body meetings and standing committees meetings of the District Panchayats. It is

their responsibility to support the district planning process and the implementation of the schemes under different sectors prepared by the District Panchayat from the Grants –in Aid as well as of other schemes. These functionaries are vested with the implementation charge of the transferred schemes to the District Panchayats.

1. **Agriculture:** At present, there are 16 functionaries under agriculture including Extension Officer transferred to District Panchayat. (Ref. Table No No.6.6). The total strength of the transferred functionaries was only 10 in 2006, as per the first devolution order (Ref .Table No 6.5).
2. **Minor Irrigation, Water Management and Watershed Development:** Activities under minor irrigation, water management and watershed development are attended by the PWD. The strength of the functionaries had been increased from eight Pump Operators to an engineering unit of 19 staff including four Engineers (Ref. Table Nos.6.5 & 6.6)
3. **Animal Husbandry:** At present six functionaries are with the District Panchayat whereas it was five in 2006. Moreover, a senior post (Veterinary Officer) is placed with the District Panchayat by the Order, 2012. (Ref. Table Nos.6.5 & 6.6)
4. **Fisheries:** The functionaries diverted from the department of fisheries by the order, 2006 has not yet reported at the District Panchayat (Ref. Table Nos.6.5 & 6.6). It was revealed that out of the total five functionaries diverted as per the above said order, only two are dealing with the functions transferred to Panchayats. No post has been transferred by the Order 2012.
5. **Social Forestry & Farm Forestry:** Three Forest Guards were deployed to District Panchayats as per the Order No.DCF/DMN/Tra.D.P/2006-2007/292 dtd 31.10.2006, Office of the Deputy Conservator of Forests, Daman However, due to the shortage of staff with Department of Forests sought permission of the CEO, District Panchayat to utilize their services without cancelling their deployment. Hence, no service of the staff deputed is available in the District Panchayat.
6. **Minor Forest Produce:** Two *Sepoys* were deployed to District Panchayats. However, due to the shortage of staff with the Department of Forests sought permission of the CEO, District Panchayat to utilize their services without cancelling their deployment. Hence, no service of the staff deputed is available in the District Panchayat.
7. **Small Scale Industries including Food Process:** No reference on Small Scale Industries including Food Process has been made in the Order 2012 .One post (Economic Investigator) was placed under District Panchayat by the Order 2006.

- 8. Poverty Alleviation Unit:** Activities under poverty alleviation unit are attended by the DRDA. During the time of field work the strength of the functionaries is three whereas it was six when the functionaries were diverted as per the order, 2006 by the Administrator (However, the post of the Project Director, DRDA has not been included in the list of transferred functionaries to the District Panchayat by the Order 2012. It is reported that some amount of clash persists between the CEO and the Project Director on the issue of protocol in hierarchy. Both the Officers are from DANICS.)
- 9. Technical training & Vocational Education:** The ITI, Nani-Daman had deputed one Technical Instructor for once in a week to advise the District Panchayat for implementation of schemes. But nobody seems taken charge for the assigned task .There are no functionaries diverted to Panchayats under technical education.
- 10. Health and Sanitation including Hospitals, Primary Health Centres and Dispensaries:** By the Order, 2006, two posts (Basic health worker and Auxiliary Nursing Mid Wife) were placed with the District Panchayats. There are total 34 functionaries under the two categories .No further deployment of functionaries has taken place by the Order 2012.
- 11. Women & Child Development:** Activities under women and child development are attended by CDPO. Around 202 functionaries including Aganwadi workers and helpers were handed over to the District Panchayat by the Order 2006. Eight more functionaries are deployed to the District Panchayat as per the latest devolution initiative in 2012.
- 12. Sarva Shiksha Abhiyan (SSA):**, As per the Devolution Order in 2012, Under SSA 15 functionaries including Block Resource Co ordinator (BRC) were deployed to the district Panchayat.

Conclusion

In the area of functionaries large discrepancy is noticed between the provisions in the Panchayat Regulation and what is practicing in the field. The Regulation stands for a set of functionaries at the Gram Panchayat level and it is called “Officers and Servants of Gram Panchayat”. The Regulation has categorically stated that there shall be a Panchayat Secretary for every Gram Panchayat who draws the salary from the Panchayat fund and to act in all matters under the general supervision of the Sarpanch. The Secretary has to be responsible to the Panchayat through the directions of the Sarpanch .This has not yet materialized. In the absence of Rules and procedures on the recruiting, posting, transfer,

service matters (regarding discipline and control) etc. related to the Secretary and other functionaries are dealt with on an ad hoc basis. Hence, the functionaries in terms of volume and expertise are not capable enough to fulfill the expected functions and responsibilities of the Gram Panchayats. As a result, the performance of Gram Panchayats has not reached the expected level. The foundation for building vibrant local governance can be properly strengthened only by harmonious engagement between the officials and the elected functionaries.

The position of functionaries is more complex at the District Panchayat due to the absence of the Rules and procedures on the recruitment, posting, transfer, and service matters. The CEO, the Assistant Accounts Officer and other seven regularized posts are the only core functionaries with the District Panchayat. The other functionaries are under the category of 'contract', 'daily wages' and 'transferred in diverted capacity' have certain major administrative deficits. The major portion of functionaries are from the category of 'contract' and 'daily wages' suffering from the administrative deficit caused by the ad hoc nature. The functionaries under 'transferred in diverted capacity' from the line departments are suffering from the 'syndrome of dual control mechanism'. It can be concluded that in the absence of regularized postings of functionaries, any initiatives in decentralization under the domain of funds and functions may take a retarded position.

CHAPTER 7:

PANCHAYAT ADMINISTRATION

Introduction

This chapter provides an insight into the Panchayat administration with special emphasis on the Standing Committee and Supervisory Committees of the District Panchayat and Gram Panchayats. An attempt is made to understand both the legal frame work and the real situation in the field. The inferences are drawn based on the provisions in the Regulation and the practices followed in the selected District Panchayat and the Gram Panchayats.

General Committee of the District Panchayat as per Regulation

A careful reading of the Panchayat Regulation provides an insight on the fact that the document is silent on the General Body meetings and its duration. The discussion with the President and the Chief Executive officer of the District Panchayat asserted that normally one meeting used to take place every three months. In addition to this, meetings take place in case of urgencies.

Ground Realities

The minutes of the meeting of the General Body of the District Panchayat which was held on 25 April 2011 is used for providing the ground reality regarding the General Body Meeting and its proceedings. A meeting of the General Body of the District Panchayat was called by the CEO and all the district level officers were present in the meeting as per the records. The process of election of members and chairman of various standing committees was the major agenda in the meeting. Five standing committees viz. General Standing Committee, Public Works Committee, Education and Health

Committee, Welfare Committee and Finance Committee were constituted in the meeting and the members nominated were declared to be elected unopposed to the various committees.

The prospects of the projects to be taken up based on priority by the Gram Sabhas were discussed. The President requested all Sarpanchs to get the resolution passed in this regard. Few other topics put forward by the President for the suggestions from the members included the vacant posts of primary and upper primary teachers in Daman and Diu and the regularization of the services of SSA teachers. The shortage of staff in DRDA resulting in the delay in the implementation of schemes was yet another issue raised by the President. Various other issues raised by the members in different sectors like education, agriculture, fisheries, etc. were discussed in the meeting. A few members expressed the need for providing more support to poor families under IAY scheme. They also felt that the eligibility criteria for widow and old age pension should be relaxed to include non BPL family members also. All members expressed the need to provide adequate number of regular staff for the District Panchayat. Thus it could be observed that the General Body meeting was effective in the District Panchayat and could attend to a number of aspects such as the constitution of Standing Committees, development issues, projects and centrally sponsored schemes. As per the official records the participation and involvement of the members on different topics and the quality of discussion seems to be serious in business.

General Committee of the Gram Panchayat

As in the case of District Panchayat the Regulation is silent on the General Body meetings and its duration. The Section 26 of the Regulation says “the time and place of meeting of the Gram Panchayat and the procedure to be followed at such meetings are shall as such as may be prescribed”. According to the provisions of the Regulation, a member of a Gram Panchayat is entitled to move any resolution and put questions to the Sarpanch or the Upa-Sarpanch on matters connected with administration of the Gram

Panchayat . In the normal situation a Gram Panchayat is not supposed to amend, vary or cancel any resolution of the Gram Panchayat within a period of three months. It can only be amended, varied or cancelled by a resolution supported by two –thirds of the total number of members of the Gram Panchayat. However, it is reported that no Rules has been constructed in this regard and therefore these provisions are not fully operationalized till date. The discussion with the Sarpanch, Upa - Sarpanch and the Secretaries of the selected Gram Panchayats asserted that normally one meeting used to take place every month. Meetings are also conducted based on urgency.

Standing Committees of the District Panchayats

As per the Regulation

The District Panchayat may appoint seven Standing committees for exercising specific powers and functions, as per the Section 73 (I) of the Daman and Diu Panchayat Regulation, 2012. The seven committees are (i) general standing committee, (ii)finance, audit and planning, (iii) works committee, (iv) education committee, (v) inter- tier standing committee (vi), social audit committee, and (vii) joint committee . The Section also made provisions to make rules and as a result, the District Panchayat Daman and Diu Committee Rules, 2013 came in to force. District Panchayat shall appoint a General Standing Committee and such other Committees for the efficient discharge of its duties, which shall discharge such duties and exercise such powers as are delegated by the District Panchayat. Provided that District Panchayat may in-place of constituting Committees, may delegate functions and powers of such Committees, to the General Standing Committee or any other Committee. Each Committee shall consist of three members other than General Standing Committee (including Chairman) elected by the District Panchayat, from amongst its members. The General Standing Committee shall consist of not less than five members, including the ex-officio members, elected by the District Panchayat from amongst its members. The tenure of all other members of the General Standing Committee and other Committee shall be two years from the date of the constitution of the respective Committees or till the expiry of the term of the members of

District Panchayat/ Gram Panchayat, whichever is earlier. The Committee shall meet at least once in a month. The other Committees shall be subordinate to the General Standing Committee and to the District Panchayat and General Standing Committee shall be subordinate to the District Panchayat. The other standing committees shall report their decisions to the General standing Committee for approval. It is also stated that if the decisions or directions of the of the District Panchayat conflict with the decision or directions of the General Standing Committee , the decision and directions of the District Panchayat shall in all case prevail .

Powers, Functions and Duties of the Standing Committees as per the District Panchayat Daman and Diu Committee Rules, 2013

1. General Standing Committee:-

- Perform functions relating to the establishment and all residuary matters not specifically allotted to any of the Committees.
- Exercise general supervision and control over all the officers and officials of the District Panchayat and others who have been placed at the disposal of the District Panchayat by the Administration.
- Take steps to give effect to all the decisions or resolutions of the District Panchayat.
- Make recommendation of the tenders for the execution of public works for approval by the President of the District Panchayat.
- Giving financial sanction subject to the provisions of the District Panchayat.
- Any other specific function entrusted by District Panchayat or Government.

2. Finance, Audit and Planning Committee:-

- All issues relating to the finance of the District Panchayat, framing of budgets, scrutinizing proposals for increase of revenue, examination of receipts and expenditure statements, consideration of all proposals affecting the finance of the District Panchayat and general supervision of the revenue and expenditure of the District Panchayat.

- To plan priorities, allocation of outlays, horizontal and vertical linkages, implementation of guidelines issued by the Government/Central Government, regular review of planning programmes, evaluation of important programmes.
- Preparation and submission of tax proposals for the approval of the District Panchayat.
- To ensure the periodical audit of accounts and expenditure of Gram Panchayat and District Panchayat.
- To ensure the compliance of audit observation

3. Works Committee:-

- Perform the functions relating to construction and maintenance of roads, communication, power, minor irrigation, water supply, rural housing and other public works.
- To propose and consider various works to be taken up by the District Panchayat from time to time.
- To supervise the implementation and progress of all works taken up by the District Panchayat and to give suggestions.
- Opening of the tenders, their scrutiny and giving its report and recommendation to the General Standing Committee on such tenders.
- To assist the Government in implementing and monitoring schemes of the Government.
- Any other specific function entrusted by the District Panchayat or Government.
- The Works Committee shall be assisted by Executive Engineer, Chief Accounts Officer and one Gazetted Officer for technical evaluation and financial examination in accordance with CPWD Manual, GFR, CVC directions and other relevant directions of Government.

4. Education Committee:-

- Undertaking all educational activities entrusted to it.

- Planning of elementary education in the District Panchayat area within the frame work of the National Policy and National Plan.
- Promotion and development of elementary education.
- Inspection of Primary/Upper Primary Schools, implementation and monitoring of schemes of Union Territory and Central Government.
- Organizing and promotion of cultural activities.
- Setting up of libraries and promoting other literacy programmes.

5. Inter- tier Standing Committee for Monitoring and Supervision:-

- Monitor and supervise the works undertaken by the District Panchayat and Gram Panchayat.
- Ensure that no difficulty of works at Gram Panchayat level and District Panchayat level takes place.
- To co ordinate between Gram Panchayat and District Panchayat to facilitate the smooth execution of their respective works relating to their respective jurisdiction.

6. Social Audit Committee:-

- Facilitate smooth conduct of social audit through the Civil Society members/reputed NGOs in respect of end use of expenditure and to ascertain impact and effective implementation of Schemes of District Panchayat.
- To assist Village Panchayats for facilitating smooth conduct of social audit through the Civil Society members/reputed NGOs in respect of end use of expenditure and to ascertain impact and effective implementation of Schemes of Village Panchayats.
- To build capacity of District Panchayat for conducting social audit. Also to extend assistance to Village Panchayats to build capacity for conduct of Social Audit.
- To identify, train and deploy suitable resource persons at District for Social Audit at Panchayat level.
- Prepare social reporting formats, resource material, guidelines and manuals for social audit process.
- Host the social audit report including action taken reports in the public domain.

7. Joint Committee

- The Chairman of every Committee shall in respect of the work of that Committee be entitled to call for any information, return, statement or report from the office of District Panchayat and to enter upon and inspect any immovable property of the District Panchayat or any work in progress concerning the Committee.
- Each Committee shall be entitled to require attendance at its meetings of any officers/ officials of the District Panchayat who is connected with the work of the Committee and the Chief Executive Officer shall, under instruction of the Committee, issue notices and secure the attendance of such officer.

Ground Realities

A meeting of the General Body of the District Panchayat which was held on 25 April 2011 constituted the Standing Committees. Since nomination forms of not more than one candidate were received for each post of member/chairperson of each committee the CEO declared that the members are elected unanimously for the respective posts. The verification of records and discussion with functionaries revealed that only five standing committees were constituted by the District Panchayat whereas the required number of the standing committees is seven. The table number 7.1 gives the name and number of the Standing Committees as per the provisions in the Regulation and the actual number of standing committees constituted and the change in nomenclature.

Table No. 7.1: Difference between the Name of the Standing Committees as per the Regulation and Actually Constituted

Sl No	Name of the Standing Committee as per the Regulation	Name of the Standing Committee as it was constituted (Ground Reality)
1	General Standing Committee	1.General Standing Committee
2	Finance, Audit and Planning Committee	2.Finance Committee
3	Works Committee	3.Public Works Committee
4	Education Committee	4.Education and Health Committee
5	Inter- tier Standing Committee for Monitoring and Supervision	Not Constituted
6	Social Audit Committee	Not Constituted
7	Joint Committee	Not Constituted
	No provision for Welfare standing Committee in the Regulation	5.Welfare Committee

Source: Panchayat Regulation 2012 and Data Collected from the Office of the DP

It is noticed that only the General Standing Committee is functional whereas the rest are not functional. However, some infinitesimal references are available on finance standing committee and welfare committee. As per the records, the details of the General Standing Committee are given in table number 7.2.

Table No.7.2 : Details on General Standing Committee Meetings

Date of Sitting	Total no. of Members Attended	No. of Decisions	Issues of Discussions	Designation of Officials attended the meeting
22/8/2012	22	13	(i) review of works (ii) quality of education (iii) construction of four modern schools (iv) improvement in drinking water facility (v)construction/upgradation of four PHCs(vi)supply of electricity in rural areas for agriculture use (vii)waste management and disposal(viii) transfer of ponds to village Panchayats (ix) supply ambulance service (x)supply of vehicles for staff (xi)filling up of vacant posts(xii)creation of new engineering post (xiii) construction of high tech gymnasium.	1. CEO, DP 2. CDPO, DP 3.BDO 4.Suptd of Fisheries, DP 5.Dy. Director of Accounts, DP 6. Assistant Engineer, PWD, DP 7. JE, PWD, DP 8. JE, DP 9.EO, Agriculture Dept, DP 10. Assistant Director of Education, DP 11. ADEI, Education Dept., DP 12. OSD, DP
07/01/2013	18	14	(i). Proposal of recruitment of village panchayat secretaries and gram sevaka (ii) recruitment of teachers against vacant posts(iii) honorarium to voluntary teachers (iv) filling up of post in DRDA (v) assigned charge to BDO to act as administrative officer to District Panchayat. (vi) monitoring of the work executed by the village panchayat(vii) information to public .(viii) appointment of junior engineer(ix)renaming the District Panchayat in to <i>Daman District Rural Government</i> (x) operation of a school bus service (xi) purchase of five new vehicles for the staff (xii) disposal of old vehicle(xiii) distribution of pesticide ,fertilizer and fungicide and (xiv)submission of the minutes of the meeting to the Administrator and Development Commissioner(DC).	1. CEO, DP 2. Project Director, DRDA 3. BDO, DP 4.CDPO, DP 5.Dy. Director of Accounts, DP 6.Assistant Engineer, PWD, DP 7.Assistant Director of Education, DP 8. Veterinary Officer, DP 9. ADEI, Education Dept, DP 10. Extension Officer (VP), BDO 11. Statistical Assistant, DP 12. JE, DP.

Source: Minutes from the General Standing Committee Meetings of Daman District Panchayat.

Standing Committees of the Gram Panchayats

As per the Act

According to the Section 27 of the Regulation, a Gram Panchayat may appoint committees for exercising such of its powers and discharging such of its duties and functions as it may specify. Such committees shall consist of not more than five members. Every Gram Panchayat shall have the power to annul, revise or modify any decision taken by any of its committees. However, the Regulation is silent on the number and the nature of the committees and the Section is not yet operationalized due to lack of appropriate statutory support with Rules.

Ground Realities

The verification of records and discussion with functionaries revealed that no standing committees were constituted by any of the selected four Gram Panchayats.

Supervisory Committees of the Gram Sabha

As per the Regulation

Section 11 of the Regulation empowers the Gram Sabha with minimum of two supervisory committees in such manner as prescribed. The Gram Sabha shall constitute a minimum of two Supervisory Committees to track the work of the Gram Panchayat and other activities in the village .The supervisory committees shall submit its report in the Gram Panchayat and also place a copy of their report in the meeting of the Gram Sabha .

Ground Realities

It is found that no supervisory committees are constituted by any of the Gram Sabhas from the four selected Gram Panchayats.

Conclusion

The Regulation is not very elaborate in the area of conducting meetings of the Gram Panchayat and District Panchayat and lacuna in the Regulation is supposed to be addressed by adequate Rules. But rules have not yet framed. However, field evidences suggest that both the tiers of the Panchayats have succeeded to perform the level business what is expected from them. Some amount of discrepancy is noticed in the area of constitution and functioning of Standing Committees at the District Panchayat level between the provisions in the Regulation and what is practicing in the field. The Regulation stands for seven Standing Committees at the District Panchayat whereas only four are constituted. The District Panchayat has constituted one additional Standing Committee (Welfare Standing Committee) though there is no reference for such a committee in the Regulation. The evidences of the working of the some of the Standing Committees suggest that standing committees have potential ingredients to strengthen the General Committee of the District Panchayats. The Regulation also stands for Standing Committees at the Gram Panchayat level. But no such committee was constituted by any of the Gram Panchayats. It is caused by lack of clarity in the provisions of the Regulation and the absence of adequate Rules. Same is the case with Gram Sabha which is empowered by the Regulation to constitute two supervisory committees to monitor the work of the Gram Panchayat. But no attempt has been made to materialize the provision till date. Adequate statutory and non statutory frame work may be needed to strengthen and achieve an optimum level of administration by the Panchayats.

CHAPTER 8:

GRAM SABHAS

Introduction

This chapter deals with the provisions and realities relating to the Gram Sabha meetings of the UT. A careful examination of the Regulation and records available with the selected Gram Panchayats, information collected through the interaction with the functionaries, excavation of realities through FGDs brings out the following observations on the Gram Sabhas of the UT.

Chapter two of the Daman and Diu Panchayat Regulation, 2012 deals with Gram Sabha. As per section 9 (2) of the Regulation the following powers are assigned to the Gram Sabha. The Gram Sabha is empowered to make recommendations and suggestions on the following matters to the Gram Panchayat and they are:-

1. Annual administrative report of the preceding financial year,
2. Planning, supervising, co-ordinating and monitoring the schemes of the Gram Panchayat,
3. Recoveries of Panchayat dues,
4. The last audit report and replies made thereto, and
5. Proposals for organizing community service, voluntary labour or mobilization

Section 10 of the Regulation provides for the following functions of the Gram Sabha:-

1. Identification of the beneficiaries and sites under various programmes of the Administration,
2. Determination of the priorities of work to be undertaken by the Gram Panchayat,
3. Issue of utilization certificate to the development works undertaken by the Gram Panchayat from the grant- in- aid or the Gram Panchayat funds,
4. Any other function assigned by the administrator from time to time.

As per the Section 8(3) of the Regulation, 10 per cent of the total number of its members shall form the quorum. No special quorum for women is mandated. Every Gram Sabha shall hold at least four general meetings in each financial year. It shall be the responsibility of the Sarpanch to convene the Gram Sabha .The specified dates are not prescribed with details. But it was reported that generally 26 January and 2 October are taken for Gram Sabha meetings. Special Gram Sabha is held as and when necessary so as to discuss special issues either from the direction from the administration or in decisions of Gram Panchayat. Extra ordinary meetings may also be summoned on requisition from the members of not less than one- tenth of the total membership such meetings should be held within 30 days from the receipt of such requisition in writing. No special provisions are made for the constitution of Mahila Sabha or Ward Sabha in the Regulation.

Supervisory Committee of Gram Sabha

The Gram Sabha is empowered to constitute supervisory committees (Section 11). The Gram Sabha shall constitute a minimum of two Supervisory Committees to supervise the Gram Panchayat work and other activities in the village .The supervisory committees shall submit its report in the Gram Panchayat and also place a copy of their report in the meeting of the Gram Sabha.

Ground Realities

It is found that no supervisory committees are constituted by any of the Gram Sabhas from the four selected Gram Panchayats. Further discussion with the functionaries of the four selected Gram Panchayats revealed that the provision is not known to them.

Table No.8.1: Role of Gram Sabha as per the Regulation and Actual Activities Performed

Activities	As per the Regulation	AS per the Field Observation
a) Planning	Approval of developmental and programmes of work proposed for every financial year. (Section 9.1c). Planning, supervising, co ordinating and monitoring the scheme of the Gram Panchayat (Section 9.2.b.).	Activities related to planning had not taken place in the Gram Sabhas of the four selected Gram Panchayats. Works proposed for the concerned year by the Gram Panchayats had not placed before the Gram Sabha for approval except the one at Pariyari. There was no evidence to substantiate that Gram Sabha is being exercised the power of supervising, co ordinating and monitoring the schemes of the Gram Panchayats .
b) Budget Preparation	Discussion and approval of budget estimates (Section 9.1.b.).	Discussion and approval of budget estimates are not taken place in the Gram Sabhas of the selected Gram Panchayats .
c) Passing of Accounts	Passing of accounts for every financial year with the approval of budgets, annual administration report of the proceeding financial year with the last audit reports and replies made thereto. Proposal for fresh taxation or enhanced taxation is also requested to place before the Gram Sabha. (Section 9.1.a, b, d and e).	No evidence to substantiate that Gram Sabha exercised the power relating to passing of accounts of the Gram Panchayats. However, in one Gram Sabha (Pariyari) the account had been discussed.
d) Social Audit	Last audit reports and replies are directed to place before the Gram Sabah for making recommendations and suggestions to the Gram Panchayat .(Section 9.1.f) . As per Section 73 (1) of the Regulation the District Panchayat has to appoint a Social Audit Committee from among its members for the purpose of social audit.	Audit reports of the previous year's financial statements (own fund and grants- in-aid) are prepared by all the four selected Gram Panchayats. The audits have been done by Chartered Accountants and the copies are available at the respective Gram Panchayats .However, these copies are not placed before the respective Gram Sabhas .
e) Preparation of BPL List	Identification of the beneficiaries and sites under various programmes of the Administration. (Section 10.i).	The BPL survey in the UT of Daman and Diu was conducted during the last BPL census by DRDA. The Gram Sabhas having no special role in the preparation of BPL list
f) Preparation of Beneficiary list		
MGNREGA	The Section 10 of the Regulation authorizes the Gram Sabha for the identification of the beneficiaries and sites under various programmes of the administration and centrally sponsored programmes like MGNREGA, IAY, AAY and NSAP	Beneficiaries of IAY, AAY and NSAP are selected by the Gram Sabhas. The beneficiaries of the schemes under grant-in- aid were also selected by the respective Gram Sabhas .
IAY		
AAY		
Others (Specify)		
g) Preparation of Labour Budget under MGNREGA	The Gram Sabha is authorized to prepare and approve labour budget under MGNREGA.	Due to various reasons the activities under MGNREGA is not operational in the UT and an amount of Rs.1,05,30,773.00 is proposed to be refunded to the Ministry of Rural Development (MoRD), Govt of India .

Source: Gram Sabha Records from the Gram Panchayats of Pariyari, Dabel ,Kadaiya &Patlara

Ground Realities

The average number of Grama Sabha meetings held in the Panchayats is two against the required number of four. Out of the four selected sample Gram Panchayats all Gram Sabha meetings were held twice in a year. As per the table no. 8.2 the average number of participants was between 104 and 54. It works out between 4.81 per cent and 0.5 per cent which accounted distant below for the prescribed quorum of 10 per cent (Ref. Table. No.8.2). Two Sarpanchs opined that convening of Gram Sabha is a difficult task, while considering the secluded habitation pattern with larger number of the households with in the Gram Panchayat area. The similar view was also shared by the local community during the focus group discussions (FGDs). The Gram Sabha at the village level / ward level (constituency of an elected Panchayat member) may be the workable option, as stated by a Sarpanch .The discussion topics covered selection of President, minutes of previous meeting, beneficiary selection, development projects, new voters list, new constructions before Panchayat etc. (Ref. Table No. 8.3). While examining the role of the Gram Sabha it is found that some rudimentary form of discussions took place in the area of planning, decentralized planning, budget preparation, passing of accounts and selection of beneficiaries. But no evidence to suggest that approval of utilization certificate, conducting social audit, preparation of BPL list and selection of work under MGNREGA had been done in the Gram Sabha Meetings. Generally, this pattern has been followed in all the Gram Sabhas of the four selected Panchayats (Ref. Table No .8.4). It was reported that the Gram Panchayat could conduct Gram Sabhas through their own funds. Gram Sabha records are not maintained properly in all the four selected Gram Panchayats. Recording of attendance is seen made in an ordinary bound book for which no page certificates are written. No minutes are seen recorded in two out of four selected Panchayats. It is found that no supervisory committees are constituted by any of the Gram Sabhas from the four selected Gram Panchayats though it is proposed in the Regulation. Further discussion with the functionaries of the four selected Gram Panchayats revealed that the provision is not known to them.

Table No.8.2: The Average Number of Gram Sabha Participation (2012-2013) from Four Selected Gram Panchayats

Name of the Gram Panchayat	Date of Gram Sabha Meetings	Average number of participation	Total Gram Sabha Members	Percentage of Participation
Pariyari	28 October 2012 & 17 January 2013	104	2162	4.81
Dhabel	17 September 2012 & 29 October 2012	71	14019	0.5
Kadaiya	24 July 2012 & 12 August 2012	54	5820	0.93
Patlara	9 April 2012 & 11 January 2013	90	2742	3.28

Source: Gram Sabha Records from the Gram Panchayats of Pariyari, Dhabel ,Kadaiya &Patlara

Table No. 8.3: Major Topics Covered in Gram Sabha Meeting 2012-13

Gram Panchayats	Topics Covered
Dhabel	1. Selection of President
	2. Minutes of Previous Meeting
	3. New Voters List
	4. New Constructions Before Panchayat
Pariyari	1. Approval of Works
	2. Audit Report
Kadaiya	1. Selection of President
	2. Minutes of Previous Meeting
	3. New Voters List
	4. New Constructions before Panchayat
Patlara	1. Selection of President
	2. Minutes of Previous Meeting
	3. New Voters List
	4. New Constructions before Panchayat

Source: Gram Sabha Records from the Gram Panchayats of Pariyari, Dhabel, Kadaiya &Patlara

Table No.8.4: Indicate the Role of Gram Sabhas

Indicators		Presence (Yes/No)
a) Planning		Yes
b) Budget Preparation		Yes
c) Decentralised Planning		Yes
d) Approval of UC		No
e) Passing of Accounts		Yes
f) Social Audit		No
g) Preparation of BPL List		No
h) Selection of work under MGNREGA		No
i) Preparation of Beneficiary list	IAY	Yes
	AAY	Yes

Source: Gram Sabha Records from the Gram Panchayats of Pariyari, Dhabel ,Kadaiya &Patlara

Conclusion

The details of Gram Sabha have been widely discussed in the Regulation. The Gram Sabha is empowered to make recommendations and suggestions on the matters related to annual administrative report, planning, recoveries of dues, audit report and proposals for organizing community service. The Regulation also provides certain specific functions to the Gram Sabha such as identification of the beneficiaries and sites under various programmes of the administration, prioritization of work to be undertaken by the Gram Panchayat, issue of utilization certificate to the development works undertaken by the Gram Panchayat and any other function assigned by the administrator from time to time. There are certain evidences to prove that the Gram Sabha is moving in the path though it is not fully envisaged in the Regulation. The Regulation prescribes 10 per cent of the total number of members as the quorum and four sitting per year. No separate quorum for women is mandated. No special provisions are made for the constitution of Mahila Sabha or Ward Sabha in the Regulation. The responsibility of convening the Gram Sabha is vested with the Sarpanch of the Gram Panchayat. Though specified dates are not prescribed, Gram Sabha sittings are taken as per the convenience of the Gram Panchayats. It is reported that generally 26 January and 2 October are taken for Gram

Sabha sittings. But none of the Gram Sabhas from the selected Panchayats was held on these dates. The average number of Grama Sabha meetings held in the Panchayats is two against the required number of four. The average number of participants in a Gram Sabha is less than the prescribed quorum. The secluded habitation pattern with sizable number of the households within the Gram Panchayat area may be one of the reasons for the poor attendance in the Gram Sabha participation. The Ward Sabha (sub unit of Gram Sabha) at the village level / ward level may be the workable option for ensuring more participation.

CHAPTER 9:

OVERALL ASSESSMENT OF PANCHAYATS

The Daman and Diu Panchayat Regulation 2012 provides a strong legal frame work for the effective functioning of the District and Gram Panchayats. It has 10 chapters, 124 sections and five schedules. All the mandatory requirements of the 73rd Constitutional Amendments have been incorporated in the Regulation. There are provisions for institutions such as Gram Sabha, Gram Panchayat, District Panchayat, Election Commission, Finance Commission, Standing Committees, District Planning Committee and Ombudsman. Majority of the institutions are vibrant but a few of them are yet to be operationalized. In all the cases, the conduct of business of these institutions is to be supported by adequate provisions in the form of Rules which is in the process of drafting. The Gram Panchayat and District Panchayat are equipped with specific schedules of functions and responsibilities under 29 subjects. The domain of jurisdiction of the Panchayats has been expanded by the activity mapping based on peer group responsibility. The two major devolution initiatives in the form of Orders in 2006 and 2012 accelerated the process of devolution in terms of functions, finance and functionaries. Decentralized planning for economic development and social justice by the Panchayats has been launched. Different supportive structures are also formed to strengthen the planning process in the UT. It is supported by the culture, practice and conventions of decentralized governance and planning. The administration, particularly the financial administration of the Panchayats is regularized by the provisions related to accounts, budget and audit. There are provisions for local resource mobilization in the form of tax, fees and levies.

The structure of Panchayats and the enabling environment in the UT of Daman and Diu is conducive enough to create incentives for accountability in the provision of rural local

public services and development activities. The District Panchayats as well as Gram Panchayats engage to handle the tasks with the resources provided to them. Discrepancies could also be noted. The physical infrastructure of the Panchayats in the UT is good which includes own and stable building, computers, scanners, telephones, printers, e-mail, internet, websites etc. Construction of new buildings to the Gram Panchayats have been completed fully with provision for barrier free access , separate toilets for men and women, electricity seating arrangements and water connections. All the Gram Panchayats are well equipped .The construction of new building for the recently formed District Panchayat, Diu is not yet started. But it is sanctioned and under process. The District Panchayat Daman has a good and spacious office building with sufficient furniture, committee and conference hall, toilets, water connections etc. There were no activities during 2012-2013 for the repair and maintenance of the same. Since there is no training institutions capacity building and training programmes are being conducted through outsourcing to accredited agencies.

A number of schemes for creation and upgradation of physical infrastructure and towards improving the socio-economic status of the citizen are being implemented by the District and Gram Panchayat. The delivery of urban oriented public goods and services by the Gram Panchayats are seen a positive response towards the local citizens demand and it is laudable. The Panchayats are accountable to its citizens, and responsible to the ‘higher’ levels of Government. There is no performance audit initiated for the Gram Panchayat. The District Panchayats are not very effective in the process of local economic development and social justice including the provisions of local public services for the marginalized communities as it is evident from the field observation.

Accountability of the Panchayats

It is observed that the Panchayats have developed a system for the maintenance of records. Majority of the records are prompt both in the District Panchayats and in the Gram Panchayats .All the major records are computerized. One Accountant-cum-Computer

Operator is appointed in every Panchayat on contract basis who is assigned to maintain the accounts under the direct control of the Panchayat Secretary and as per the direction from the Assistant Accountant Officer (AAO) of the District Panchayat. Since the accounts are maintained as per the directions of the AAO, a uniform pattern of account keeping is observed in all the four selected Gram Panchayats. Moreover, all Accountants cum Computer Operators are trained. The AAO is in charge of the maintenance of the accounts of the District Panchayats. The audit paras are seen pending in the District Panchayat, Daman and the four selected Gram Panchayats. Clearance of audit paras are not taken very seriously and it is not listed in the agenda of the Panchayats. The local citizen is provided with information under the RTI Act. At the district and village level there are designated information officers. The Secretary is the public information officer of the Gram Panchayat. The first and second Appellate Authority under the RTI Act is the BDO and Secretary Panchayat of the UT, respectively. Regarding the RTI Act, only two Gram Panchayats have kept separate files for the provisions of complaints and the evidence suggested that there is poor demand for information.

The UT has made policy package for the disclosure of information by the Panchayats to the public and they have the display boards and wall writings. The some rudimentary form of Citizen's Charter is visible at the two levels in the Panchayats and it has the list of services, procedure for obtaining the service, time required for providing the service and grievance redressal of citizens. The institution undertakes the complaints of Panchayats include Ombudsman. The Section 101 of the Regulation talks the establishment and appointment of "Ombudsman for Panchayats". It says "there shall be an authority for Gram Panchayats known as "Ombudsman" for conducting investigations and enquires, in respect of any action involving corruption or maladministration or irregularities in the discharge of administrative functions by Panchayats and public servants working for them ." The conduct of the business of the Ombudsman is also elaborated in the subsequent sections of the Regulation. However, the institution of the Ombudsman has not been established till date.

Social audit is another institution to ensure transparency of the Panchayats. The Regulation endows with a standing committee for Social Audit. Social Audit of the major works carried out by the Panchayat shall be conducted by the Social Audit Committee in the manner and intervals as may be prescribed. As per the provisions of the Regulation the Social Audit Committee shall submit the report to the authorized officer appointed by the Administrator. The Sarpanch of a Gram Panchayat is responsible for placing audit notes and replies in the Gram Sabha meetings. However, constitution of Social Audit Committee, delegation of officers, manner and ways for conducting the social audit and preparation of reports are to be regulated by the rules framed under the Regulation. The field evidence suggests that the institution of Social Audit is not functional in the UT till date.

Panchayat Assessment

It is stated that the performance of the Panchayats are not officially measured. However officials in the District Panchayat could rank the Gram Panchayats based on its performance. The review meetings of the progress of the scheme implementation at the district level and the review meetings of the targets of the Gram Panchayats are the tools to assess the performance of the Gram Panchayats. Moreover, the performance of the Panchayats has been informally assessed by the CEO in the meetings of the District Panchayat. Since Sarpanchs are members of the District Panchayats it could be easily materialized. The urgent need for developing a checklist for assessing the performance of the Panchayats is felt among both the officials and elected functionaries at all the levels. This is a matter for serious concern, but it is not commenced till date.

CHAPTER 10:

BEST PRACTICES

Some of the best practices from the Union Territory are listed below.

- **Support Structure for Decentralized Planning:** The UT of Daman and Diu has initiated certain good practices under local governance and decentralized planning. Decentralized planning as envisaged in the constitutional amendment has been institutionalized through the Panchayat Regulation and the orders devolving funds, functions and functionaries. Apart from the legal frame work from the Gram Sabha to the District Planning Committee (DPC), the UT has developed certain supporting systems to reinforce the process of multi level planning. Formation of Technical Advisory Groups, both at the district level and village level for the preparation of action plans and to suggest ways and means for the better implementation of projects (DLTAG&VLTAG) give a better support in the planning process of the UT. Technical advisory groups headed by the CEO and BDO at the District Panchayat and Gram Panchayat respectively includes the engineers, town planner and Panchayat Secretary plays a pivotal role in the planning process. Formation of a gender budgeting cell with seven members including the Secretary Planning, Director of Accounts, District Collector, Secretary, Education, Secretary, Women and Child Development, Director, Medical and Health Services and the Deputy Director of Planning and Statistics, is another supporting system developed by the UT. The cell aims to guard gender issues in the process of planning and development. The district planning cell constituted at the district level with the Chief Executive Officer (CEO), Assistant Accounts Officer (AAO) and one statistical assistant is supposed to assist the District Panchayat in the preparation of annual plans consolidating the proposals of the Gram Panchayats. The department of planning and statistics and the UT level planning board also contributes to the process of decentralized planning of the UT.

Despite all the attempts made for the development of the supporting systems decentralized planning in the UT is still resorting to conventional practices. However, the attempts made in this regard are highly appreciable.

- ***SamaySudhiniSeva (Quality Public Service Delivery to Citizens):*** The Administration has implemented a landmark IT project with effect from 7th May, 2013 of providing time bound services to the public through “*SamaySudhiniSeva*”. SamaySudhiniSeva provides a mechanism to monitor the timely delivery of citizen services by using information technology. Samay Sudhini Seva ensures public service guarantee and also facilitates the efficient implementation of the right of citizens to time-bound delivery of services. It features an online monitoring system which captures the submission of service applications and their disposal electronically through central software based in NIC, Delhi. The scheme also provides for redressal forums in terms of first appellant and second appellant authorities wherein the citizens can register their grievances if their service is not delivered on time. The scheme was first launched with 31 services across 5 departments in Daman. The second phase was launched on 17th July 2013 by adding 21 services of 7 departments in Daman. The service was also launched in Diu. The total services presently available under the Seva are 52 in Daman & Diu across 11 departments. The scheme has been highly appreciated by the public.
- ***Sarvottam (Quality Education):*** The project has been implemented in the UT for improvement in quality of education of schools, in partnership with CII Institute of Quality, Bangalore. Under this project, 10 Schools each in Daman and Diu districts have started a time-bound journey towards improvement of quality through the school excellence cluster approach, towards final accreditation by a national level agency, within a period of 18 months. Based on the experience with these schools, more schools are being added to the project in both districts, towards the target of covering all schools of the UT within the next few years.

- ***Sanjeevan iSwasthya Bima Yojana (Medical Care):*** The UT Administration formulated a Comprehensive Health Insurance Scheme named “*Sanjeevan iSwasthya Bima Yojana*” for all families which are below the poverty line and other poor families with an annual income below Rs. 1 lakh, the premium for which will be borne by the UT Administration. In addition, this scheme will be open for the pensioners and other families who can opt to join the scheme on paying the same premium, as well as over 1 lakh labour employed by the industry. A family up to five units will be enrolled under the health cover i.e. Head of household, spouse and up to three dependents. Medical care would be provided through reputed private hospitals in Mumbai, Surat, Rajkot and Ahmedabad empanelled under the scheme. The covered persons would be provided cashless service by the empanelled hospitals on the basis of a smart card issued to each covered family. The scheme provides an annual health cover of Rs 2.00 lakhs for each family as well as accidental death/disability cover of up to Rs. 1.00 lakh.
- **Establishment & Appointment of Ombudsman:** The Daman and Diu Panchayat Regulation, 2012 provides provision for establishment and appointment of a single member agency known as ‘Ombudsman for Panchayats’ (Section 101). The regulation says “there shall be an authority for Gram Panchayats and District panchayats known as Ombudsman for conducting investigations and enquires ,in respect of any action involving corruption or maladministration or irregularities in the discharge of administrative functions by Panchayat and public servants working for them. The Ombudsman shall be appointed by the Administrator on the recommendation of a Committee consisting of (i) the State Election Commissioner, (ii) a retired district judge and (iii) a retired Civil Servant and (iv) two civil society members. In order to keep the autonomous status of the post it is mentioned the “Ombudsman shall not be a serving Government Officer”. Though the Ombudsman is not yet institutionalized; the provisions made in the Regulation are highly appreciable.

CHAPTER 11:

BAD PRACTICES

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

Lack of Capacity Building and Training (CB&T): One of the negative aspects in the whole system is lack of efforts in provision of training to the elected representatives and functionaries. No training institution at the UT level is available for providing training to the elected representatives and functionaries of the Panchayats. However, training programme is being conducted through outsourcing to accredited agencies. Out of the 77 elected representatives of the Gram Panchayats only 12 were given training. The capacity building framework for training the elected representatives and Panchayat officials is weak in the Union territory. The functionaries including Deputy Director of Accounts (District Panchayat), BDO, Extension Officer (VP) Extension Officer (Rural Engineering) Gram Sevaks, Village Panchayat Secretaries, computer Operator-cum-Accountant, Statistical Assistant. Information System Coordinator (SSA) is given training. It was also reported that no Training Needs Assessment for Panchayats was conducted in the last three years.

Provision for the Dissolution of Panchayats;

(a) Provision for the Dissolution of Gram Panchayat: There is a provision in the Regulation which empowers the Administrator to dissolve the Gram Panchayat on four conditions (Section 51). The regulation says “If in the opinion of the Administrator, a Gram Panchayat (i) exceeds or abuses its powers; or (ii) is incompetent to perform or makes wilful and persistent default in the performance of the duties imposed on it by or under this Regulation or any other law for the time being in force, or (iii) fails to levy the taxes leviable under this Regulation, or (iv)

persistently disobeys the order of the Chief Executive Officer of the District Panchayat.

(b) Provision for the Dissolution of District Panchayat: There is a provision in the Regulation which empowers the Administrator to dissolve the District Panchayat on five conditions (Section 97). The regulation says “If in the opinion of the Administrator, the district Panchayat (i) exceeds or abuses its powers; or (ii) is incompetent to perform , or makes wilful and persistent default in the performance of the duties imposed on it by or under this Regulation or any other law for the time being in force, or (iii) misappropriates public monies including grants; or (iv) fails to levy the taxes leviable under this Regulation; or (v) persistently disobeys the order made (under sub-section of (2) of section 96) by the Secretary Panchayat /Administrator.

The evidence suggests that till date the above Sections have not applied against any of the Gram Panchayats or District Panchayat. However, it may be considered as an outlandish idiom in the modern literature on decentralization.

Lack of Clarity in Second & Third Schedules of the Regulation: The functions listed under both the Second (matters within the jurisdiction of Gram Panchayat) and Third Schedules (matters within the jurisdiction of District Panchayat) are one and the same and it is the verbatim of the provisions of the Constitution (Article 243G of the Eleventh Schedule). Since all the 29 items are just repeated both in the second and third schedules of the Regulation for the Gram Panchayat and District Panchayats respectively the rhetoric is that all the 29 subjects have been transferred to the Panchayats. The expectation of the Constitution for distributing the 29 functions /items between the tiers (Gram Panchayat & District Panchayat) has not been fulfilled. Though there are well developed criteria / principle to distribute functions between the tiers, no attempt has been made in the Regulation for the same. Therefore, lack of clarity persists in the division and distribution of functions between the tiers. A piece of legislation (the Daman and Diu Panchayat Regulation) passed on 2012 by the legislature of the country is the verbatim of which appeared two decades back is a bolt from the blue.

CHAPTER 12:

ISSUES AND LESSONS FOR OTHER STATES

This chapter has two parts. Part one deal with major issues and part two portraits the lessons

Part One (Major Issues)

Want of Rules: In the UT of Daman and Diu, the new Panchayart Regulation came in to force in 2012. The Regulation is known for certain innovative practices, procedures and institutions. As they are to be constituted under the Regulation and many of them are not functional for want of the rules. Section 121 (i) of the Regulation has authorized the Administrator to frame Rules to carry out the provisions of the Regulation. But no attempts in this regard are initiated till date .In the absence of the Rules the functions assigned to the Panchayats can not be exercised, properly.

No activity for framing the rules under the regulation was reported. For framing of Rules to operationalize the Daman and Diu Panchayat Regulation 2012, roughly it is estimated that more than 50 Rules/Guidelines/Orders / Directions are essential to administer various provisions of the Regulation.

Need for Separate Allocation for Women & Girl Child: In many of the Panchayats in Daman and Diu no special allocation is seen in the budget/plan for women and girl child. This has special relevance in the context of sex ratio against women and girl child in the UT of Daman and Diu. However, special allocation is seen for SCs and STs in the activities related to health and education. The experiences from the Gram Panchayats indicate that the inclusiveness of the planning process is limited to some extend in selected Panchayats.

Need Planning Calendar & Functional DPC: The UT has not notified any planning calendar but it could be locally observed that the Department of Planning and Statistics are following the time schedule fixed by the planning commission of India. There is a rising need to constitute a fully functional DPC in Daman and Diu. It could be stated however that the decentralized planning process in the Union Territory of Daman and Diu need to be strengthened further.

Need for Resource Mobilization: Despite the authorization for the collection of taxes and fees, the District Panchayat is not collecting any taxes. Only the Gram Panchayats are collecting taxes. The Gram Panchayats don't have the freedom to fix the tax rate and there is no byelaw for collection of taxes, fees and other revenue. The fiscal position of the Union Territory of Daman & Diu though appeared to be a stable one, rising non plan expenditure is a concern. There has been reasonable growth in the tax revenue over the years though it appears to be tapering off. This may perhaps be attributed to the recent slowdown in the economy. However the performance of non-tax revenue is very poor and is showing a strong negative growth rate. This is an area of concern and needs to be addressed. The District Panchayat does not have any tax revenue and its non-tax revenue collection is poor. The entire source of revenue is in the form of grants-in-aid and the entire expenditure is done on this basis. This does not make for effective decentralization and its concomitant effect of strengthening the Panchayat. The utilization rate of the available funds by the village Panchayat is very satisfactory. The village Panchayats due to higher own resource mobilization have been able to increase their fiscal autonomy substantially. However, in terms of volume of resources and total volume of expenditure, the position of the Gram Panchayats is indeed deplorable. The state of finance at the level of the Panchayat is a cause for concern and the grants to these institutions by the UT Administration are rather inadequate.

Issue of Dual Control: Even the staff allotted to the District Panchayat is in a diverted capacity with their salary coming from their parent department but they are working under the administrative control of the CEO of the District Panchayat. This does not

appear to be a very satisfactory solution. The issues related to dual control is an issue in governs domain.

Need for Responsibility Mapping: Though a number of functions have been devolved to the local institutions, no significant follow up has been done in granting relevant powers, control on staff and of financial resources and also seems to be a lot of confusion around the specific activities and thus strengthening the Panchayats and a clear demarcation of responsibilities, funds and functionaries is quite necessary. The staff strength at the village Panchayat level is inadequate and hence the ability of Panchayats to perform effectively as institutions of local-self-government is lacking. The funds and financial powers granted to them are also inadequate.

Part Two (Lessons for Other States)

The general hypothesis is that only States/UT who are having higher achievement index in devolution will have inspiring lessons for other states .This hypothesis can be nullified with the field evidences from the Panchayats in the UT of Daman and Diu and it may be also argued that State /UT with low rate of achievement index in devolution may have lessons to share with other States. In this context a few cases may be available to portrait as the lessons for other States.

1. **Establishment & Appointment of Ombudsman:** (It is explained in the Chapter10)
2. ***SamaySudhiniSeva* (Quality Public Service Delivery to Citizens):** (It is explained in the Chapter10)
3. ***Sarvottam* (Quality Education):** (It is explained in the Chapter10)
4. ***Sanjeevan iSwasthya Bima Yojana* (Medical Care):** (It is explained in the Chapter10)
5. **Support Structure for Decentralized Planning:** (It is explained in the Chapter10)

6. **Supremacy of Sarpanch over the Officials:** Section 25 sub section 3 of the Daman and Diu Panchayat Regulation, 2012 guarantees the basic principle of parliamentary democracy at the local level. “The Panchayat Secretary shall act in all matters under the general supervision of the Sarpanch through whom he shall be responsible to the Gram Panchayat” is an idiomatic expression that means to accept the supremacy elected functionary(Sarpanch). The Regulation has succeeded to express the epistemological beauty of local democracy in such a forceful language.
7. **Supervisory Committees of Gram Sabha:** Section 11 of the Regulation suggests supervisory Committees of Gram Sabha .The regulation says, “the Gram Panchayat shall constitute a minimum of two Supervisory Committees to supervise the Gram Panchayat work and other activities of the Gram .The Supervisory Committees shall submit its report to the Gram Panchayat and place a copy of their report in the meeting of the Gram Sabha”. It may be a workable strategy to incentivize the Gram Sabha.

Annex 1**General Information**

Rungs of panchayat	Number of Panchayats	Average population per panchayat (as per 2011 census)	Elected Representatives								
			Women		SC		ST		OBC		Total (including general)
			No.	%	No.	%	No.	%	No.	%	
District	1	191,173	5	50%	2	1%	Nil		10	Nil	12
Block	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Village	4	10129	9	33%	1	1%	7	11%	9	Nil	22

General Information of sample Panchayats

Particulars	Population of panchayat (as per 2011 census)	Elected Representatives									
		Women		SC		ST		OBC		General	Total (including general)
		No.	%	No.	%	No.	%	No.	%		
BRGF District											
Block A											
Village A.1											
Village A.2											
Village A.3											
Block B											
Village B.1											
Village B.2											
Village B.3											
Non-BRGF District Daman	191173	5	41.6	2	16.66	Nil	Nil	10	83.33	NIL	12
Block C	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Village C.1 Pariari	3488	2	40	Nil	Nil	5	100	Nil	Nil	Nil	5
Village C.2 Patlara	4424	2	40	1	20.00	Nil	Nil	Nil	Nil	4	5
Village C.3	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Block D	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Village D.1 Dabhbel	23365	3	42.85	Nil	Nil	1	14.28	6	85.71	Nil	7
Village D.2 Kadaiya	9239	2	40	1	20	1	20	3	60	Nil	5
Village D.3	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Status of the state	1,58059	37	38.14	4	1.12	14	14.43	Nil	Nil	55	97

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Agriculture Extension

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes agriculture and agricultural extension.	Co-ordination of all activities of the Village Panchayat Promote cultivation and marketing of vegetables, fruits and flowers Monitoring and evaluation of Plant protection scheme, Horticulture development Scheme Crop husbandry under TSP Programme	Nil	Implementation of the schemes Arrange training of farmers and extension activities. Distribution of improved seeds, manure and fertilizers.
	Block	Nil			
	Gram Panchayat	Section 29(2) of the Daman and Diu Panchayat Regulation 2012 authorises the Gram Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the Gram Panchayat as per the Constitution. These subjects are listed in the 2 nd schedule attached to the Regulation which includes agriculture and agricultural extension.			

As per Activity Mapping	District	<ol style="list-style-type: none"> 1. Co-ordinate all activities of the Village Panchayat for the 10 listed schemes assigned. 2. Prepare action Plans every year and send to the department of Agriculture. 3. Hold monthly meetings of the monitoring committee. 4. Create awareness and organization demonstration programmes through NGOs and other state agencies. 5. Propagate improved methods of cultivation 6. Promote cultivation and marketing of vegetables, fruits and flowers 7. Arrange training of farmers and extension activities. 8. Promote measures to increase agricultural production and to popularize the use of improved agricultural practices. 9. Conduct agricultural fairs and exhibitions. 10. Participate in the training of farmers. <p>II. Schemes.</p> <ol style="list-style-type: none"> 1. Plant protection scheme. 2. Horticulture development Scheme 3. Supply of agriculture inputs to the Scheduled caste families 4. Development of Horticulture and floriculture. 5. Crop husbandry under TSP Programme 6. Distribution of improved seeds, manure and fertilizers. 			
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		7. Development of waste land. 8. Development and Maintenance of graze lands and preventing their unauthorized alienation and use. 9. Maintenance of Agricultural seed farms and horticultural nurseries. 10. Establishment and maintenance of god owns.			
	Block	Nil			
	Gram Panchayat	The Village Panchayat would- 1. Identify the beneficiaries 2. Disburse the payments 3. Engage in recovery (if any) Monitor the Schemes and submit a quarterly report to the District Panchayat and the parent department. The Village Panchayat will place all the records for the approval of the Gram Sabha			
As per Government Order	District	1. Preparation of Action Plans every year as per the guidelines issued. 2. Distribution of funds to Village Panchayats for the Schemes proposed			
	Block	Nil			
	Gram Panchayat	1. Preparation of plans under Agriculture 2. Identification of beneficiaries Implementation of Schemes			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Animal Husbandry, Dairying & Poultry

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 29 and 76 of the Daman and Diu Panchayat Regulation 2012 authorises the PRIs of the UT to make plans and implement schemes under the 29 subjects in their respective areas as detailed in schedule II and III of the said Act.	Implementation of various schemes transferred to District Panchayat at the District level	Nil	Prevention of epidemic and contagious diseases Assistance to tribal for goats rearing.
	Block	Nil			Grant of subsidy to the tribal for purchase of milch animals
	Gram Panchayat	Prevention of epidemic and contagious diseases Assistance to tribal for goats rearing. Grant of subsidy to the tribal for purchase of milch animals			
As per Activity Mapping	District	1.Establish veterinary aid centres at Daman and Diu district 2.Establish and maintain markets & slaughter hears and other works of public utility 3.Improvement of cattle and cattle breeding and general cure of live & stock 4.Manage hospitals and dispensaries excluding those under the management of government or any other local authority 5.Improve poultry and other livestock 6.Prevent epidemics and contagious diseases			

		<p>Accordingly the following schemes are transferred to the District Panchayat.</p> <ol style="list-style-type: none"> 1. Assistance to tribal for goats rearing. 2. Assistance to small and marginal farmers for supply of fodder seeds and equipments for the cultivation of fodder. 3. Training to farmers for poultry and live stock management 4. Control of (epidemics) Epizooties 5. Maintenance charges of cows and buffalo calves 6. Grant of subsidy to the tribal for purchase of milch animals 7. Grass land development 8. Fodder and seed development 9. Assistance to local bodies in establishment of veterinary aid centres 10. Prevention of epidemic and contagious diseases 			
	Block	Nil			
	Gram Panchayat	<ol style="list-style-type: none"> 1. Promotion of dairy farming, poultry and piggery <p>Grass land development</p>			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Rural Housing

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes rural housing.	Even though the Rural Development Agency and Block Development Office are attached with the District Panchayat Schemes under IAY and TSP are implemented independently and no funds for the prudently and no funds for the above Schemes are routed through PRIs of the territory.	Nil	Even though the Rural Development Agency and Block Development Office are attached with the District Panchayat Schemes under IAY and TSP are implemented independently and no funds for the prudently and no funds for the above Schemes are routed through PRIs of the territory.
	Block	Nil			
	Gram Panchayat	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes rural housing.			
As per Activity Mapping	District	Monitor the schemes implemented by Village Panchayats. Village Panchayats			

		d. Identity the Beneficiaries e. Disburse the Payment f. Engage in recovery (if any) Monitor the Schemes and Submit a quarterly report to District Panchayat and the parent department. Village Panchayat will place all the records for approval of the Gram Sabha			
	Block	Nil			
	Gram Panchayat	1.Promotion of rural housing programme 2. All community development schemes (being dealt by BDO) 3. Maintenance of records relating to the houses, sites and other private and public			
As per Government Order	District	No special functions are assigned either to the District Panchayats or Gram Panchayats under Rural Housing.			
	Block	Nil			
	Gram Panchayat	No special functions are assigned either to the District Panchayats or Gram Panchayats under Rural Housing.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Fisheries

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Fisheries.	Nil	Nil	Nil
	Block	Nil			
	Gram Panchayat	Section 29 and section 76 of Daman and Diu Panchayat Regulation 2012 provides the PRIs of the Union Territory to make plans and implement schemes on 29 subjects including fisheries as detailed in schedule II and III of the said regulation As per order NO.107/DC/PR/PF.1/2006-07/251 dated 28-7-2006 of the Administrator Daman and Diu & Dadra and Nagar Haveli the following schemes were transferred to the District Panchayat. 1.Establishment of fish aquarium 2. Assistance for repair of houses of fishermen. 3.Financial assistance to the families of the fishermen affected by natural calamity and accident			

		4. Supply of insulated ice boxes & display boxes to the fisher women 5. Financial assistance to fishermen/ boat owners 6. Fisheries training and extension 7. Financial assistance for development of fish culture / se farming / se weed farming 1. Assistance to fishermen for purchase of fisheries requisites / equipments Development of village ponds for in land fish culture			
As per Activity Mapping	District	1. Coordinate all the activities of the Village Panchayat for all the schemes. 2. Prepare action plan for the whole year and send to the fisheries department. 3. Hold monthly meetings of the monitoring committee			
	Block	Nil			
	Gram Panchayat	1.(a) Identify the beneficiaries (b) Disburse the payment (c) Engage in recovery (if any) (d) Monitor the schemes and submit a quarterly report to District Panchayat and place all records for approval before the Gram Sabha 2. Assist in the repair of houses of fishermen 3. Develop village ponds, irrigation works for inland fishing 4. Implement fisherman's welfare programmes			
As per Government Order	District	Implementation of District Panchayat plan schemes on fisheries			
	Block	Nil			
	Gram Panchayat	No separate assignments are ordered by the dept. assigning PRIs			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Women & Child Development

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Women & Child Development.	Nil	Nil	Nil
	Block	Nil			
	Gram Panchayat	Section 76 & 29 of the Daman and Diu Panchayat Regulation 2012 provides for the preparation of development plans and implement schemes for the economic development and social justice within their jurisdiction by the District Panchayat and Gram Panchayat respectively. 29 Subjects which are to be transferred to the Panchayats Raj Institution as per the Constitution has been included in schedule No. II & III from the Gram Panchayats and District Panchayats respectively. The subject women and child development comes under serial number 25 in both schedules			

As per Activity Mapping	District	1. Participation in the implementation of women & child welfare programmes 2. Promotion and participation of voluntary organisations in the women and child welfare programmes 3. Promotion of programmes relating to development of women & children 4. Coordinate all the activities of the Village Panchayats 5. Prepare Action Plan for the whole year. 6. Hold monthly meetings of the monitoring committee			
	Block	Nil			
	Gram Panchayat	1. Identify the beneficiaries 2. Disburse payments 3. Engage (if any) 4. Monitor the schemes and submit a quarterly report to the District Panchayat and parent department 5. Participation in the implementation of women & child welfare programmes 6. Promotion of school health and nutrition programme			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Health Family Welfare

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Health and sanitation, including hospitals, primary health centres and dispensaries.	Nil	Nil	Village Level Health and sanitation committee
	Block	Nil			
	Gram Panchayat	Daman & Diu Panchayat Regulation 2012 provides for the making of plans and implement schemes for the development and social justice to the matters specified in the 11 th (243 G) and 12 th (243 W) schedules of the constitution with respect to the subjects transferred to the PRIs. Accordingly health and sanitation including hospitals, primary health centre and dispensaries are listed in the second (vide section 29) and third (vide section 76) schedules placing the same with the Gram Panchayat and District Panchayat respectively			
As per Activity Mapping	District	5. Provide technical assistance for sanction of Village Panchayat related works			

		6. Plan and monitor the works carried out by Panchayats 7. Plan rural sanitation programmes Maintain garbage site for garbage collection in association with municipality for the whole district			
	Block	Nil			
	Gram Panchayat	7. Construction and maintenance of public latrines 8. Maintenance of general sanitation garbage, cleaning and disposal 9. Cleaning of public roads, drains, tanks, wells and public places 10. Maintenance of burning and burial grounds 11. Disposal of unclean corpses and carcasses Management and control of washing and bathing ghats			
As per Government Order	District	No separate assignments are ordered by the dept. assigning PRIs			
	Block	Nil			
	Gram Panchayat	No separate assignments are ordered by the dept. assigning PRIs			

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

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Technical training and vocational education.	1. Conducting diploma engineering courses in the field of civil, mechanical, chemical, IT Computer & electrical engineering. 2. Selection / nomination of the reserved seats (SC/ST) in the field of degree medical / engineering courses being allotted by GoI for the UT of Daman & Diu 3. As per the Union govt. norms reservation follows. 15%SC/7.5% ST/27% OBC 4. 50% fees re-imbursement to the girls who are pursuing professional courses in the degree/ PG courses in and where in India & 100% re-imbursement to BPL Girls students (from 2010)(with in 2 months)	Nil	No activity is under taken at village panchayat level
	Block	Nil			
	Gram Panchayat	There is no function assigned to PRIs under Technical Education. Hence no activity is under taken either at District or village panchayat level.			
As per Activity Mapping	District	1.Promotion of rural artisan and vocational training 2. Encouraging and assisting rural vocational training centers.			
	Block	Nil			
	Gram Panchayat	1.Promotion and identification of suitable vocational courses.			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Forests

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Social Forestry and Farm Forestry	1.Planting of Trees 2.Planting and production of trees on the roadside of Panchayats Promotion of Social and farm forestry	Nil	Planting of Trees
	Block	Nil			
	Gram Panchayat	Section 29 of Daman& Diu Panchayat Regulation 2012 authorizer the Gram Panchayat to make plans and implement Schemes for the development and social justice relating to the subject contained in the 2 nd schedule of the regulation. The Subjects (1) Social forestry and farm forestry (2) Minus forest produce are listed under serial Nos. 6 and 7 respectively.			
As per Activity Mapping	District	Coordinate all the activities of the Village Panchayats. 6. Prepare action plan for the whole year and send to forest department 7. Hold monthly meetings of the monitoring committee 8. Tree plantation along major Village roads and community land			

		9. Promote social and farm forestry Assist Village Panchayat in the management of minor forest produce 5. Promotion of social and farm forestry. 6. Development of social forestry.			
	Block	Nil			
	Gram Panchayat	(1)Foreword the demand of seedlings to the forest department as per requirement. (2)Plant and preserve trees on the sides of roads and other public land under their control. (3)Preserve the trees planted and monitor the development. (4)File quarterly reports to the forest department Collect minor forest produce in the forest as allowed by legislation. (5).Planting and preservation of trees on the sides of roads and other public lands under its control.			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Technical Training & Vocational Education

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Technical Training and Vocational Education	(1)Computer aided engineering drawing (2)Elements of engineering (3)Engineering process, maintenance and safety training given to 9 th & 10 th students of the entire Daman District	Nil	Nil
	Block	Nil			
	Gram Panchayat	Section 29 and 76 of the Daman and Diu Panchayat Regulation 2012 authorities the Gram Panchayat and District Panchayat respectively for the preparation and implementation of schemes to the 29 matters listed in the second and third schedule of the said regulation. The Administrator of Daman & Diu and Dadra & Nagar Haveli in his order No.107/DC/PR/PF.1/2006-07/251 dated 28-7-2006 has transferred certain schemes, funds and functionaries to the District Panchayat of Daman & Diu details below I. Details of Schemes Transferred (1)Promotion and identification of suitable vocational courses (2)Promotion of rural artisan and vocational training			

		<p>(3) Encouraging and assisting rural vocational training centre</p> <p>II. Funds</p> <p>No funds were transferred as these are promotion activities and was left for the District Panchayat to devise schemes for implementation after the approval of new Panchayat Regulation</p> <p>III. Functionaries</p> <p>As per order No.6/253/0-61/PER/436 dated 1-9-2006 of the Administrator for Daman & Diu craft Inspector (Refrigeration & Air Condition Mechanic) has been transferred to the District Panchayat. but no body seems taken charge</p>			
As per Activity Mapping	District	<p>(1) Promotion and identification of suitable vocational courses.</p> <p>(2) Encourage and assist rural Vocational training centres</p> <p>(3) Propose new vocational courses to be introduced in Vocational education</p>			
	Block	Nil			
	Gram Panchayat	Promotion and identification of suitable vocational courses			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Cultural Activities

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Cultural Activities.	Nil	Nil	Nil
	Block	Nil			
	Gram Panchayat	No specific schemes are seen marked to Gram Panchayats and no devolution is mentioned in the Order referred above			
As per Activity Mapping	District	(1)Promote folk Culture by organizing Cultural Programmes. Promotion of Social and Cultural activities in the District			
	Block	Nil			
	Gram Panchayat	(1)Promote local handicrafts. Promotion of Social and Cultural activities in the Villages.			
As per Government Order	District	No functions are assigned either to the District Panchayat on Gram Panchayats by way of Rules			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat on Gram Panchayats by way of Rules			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: District Rural Development Agency

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes DRDA	I.IAY The Scheme is meant for BPL families. The U/T is having only 535 families under BPL (394+141) from which 159 families have already seen benefited. 100 families have pucca houses. The remaining either have land problem or not interested in the scheme. Only 60 houses were constructed under the scheme during the last 5 years is 2008-09 to 2012 -13. II. MGNREGA The total number BPL families in the U/T is 535 (394 in Daman and 141 in Diu) as per the survey conducted in 2002. Most of them are having better employment opportunities in local industries. It is estimated that there are about	Nil	Construction of houses Implementation of IAY Grant of subsidy for repairing renovation of houses
	Block	Nil			
	Gram Panchayat	Section 29 and 76 of the Daman and Diu Panchayat Regulation 2012 empower the Panchayati Raj institution of the Union territory to Propose and implement Schemes for the economic prosperity and Social justice of the citizens residing within their jurisdiction. Accordingly 29 subjects which are to be devolved to the PRIs have been listed under schedule II and III of the said regulation. The District Rural Development Agency (DRDA) is the implementing agency for IAY houses and other centrally sponsored programmes like MGNREGA, PMGSY,NRLM,IWMP,NLRMP (National land Records modernization programme) etc			

As per Activity Mapping	District	(1)Will monitor the Schemes implemented by the Village Panchayats. Schemes. 1.Loan for construction of houses 2.Construction of houses 3.Implementation of IAY 4.Grant of subsidy for repairing renovation of houses 5. Housing under TSP Programme. 6.All community development schemes Maintenance of records relating to the houses / sites	3200 industrial units within the total area of 112 sq. kms Hence, the schemes under MGNREGA could not U/T and an amount of Rs. 10530773/- was refunded to the Ministry. III. NRLM As explained above under MGNREGA the Schemes under NRLM also failed to be implemented at Daman & Diu. IV. PMGSY The Union territory had received Rs. 1000/- lakhs under PMGSY out of which Rs. 807/20 lakhs has been utilized. Balance Rs. 192.80 Lakh and the interest accrued Rs. 20969916/- was refunded to the Ministry. V. IWMP – Not implemented VI. NLRMP- The Scheme is being implemented.		
	Block	Nil			
	Gram Panchayat	Village Panchayat Will:- (i)Identify the beneficiaries (ii)Disburse the Payments (iii)Engage in recovery(if any) (iv)Monitor the Schemes and submit a quarterly report to the District Panchayat and the parent department. Village Panchayat will place all the records for approval of the Gram Sabha.			
As per Government Order	District	No specific function a reassigned to the PRIs of the UT in the planning and implementation of centrally sponsored programmes. However, the DRDA and the BDO. The Agencies through which Rural development programmes are implemented are placed under the District Panchayat. All files are routed through the Chief Executive Officer (CEO), District Panchayat			
	Block	Nil			
	Gram Panchayat	No specific function a reassigned to the PRIs of the UT in the planning and implementation of centrally sponsored programmes.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Rural Electrification & Distribution

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Rural electrification , including distribution of electricity	1. Extension of line for street lights 2. Erection of street lights including high poles. 3. Maintenance & repair of street light 4. Electrification of primary school / Anganwadis 5. Erection of solar street lights 6. Solar lights in schools/Junction 7. Solar blinkers for accident prone zones. 8. Proposed for solar electrification of Aganwadies.	Nil	Provide electrification in tribal area and street lighting in the Village roads in Daman including TSP Programmes Maintenance of Street Lights Providing for and maintenance of lighting of public streets and other places
	Block	Nil			
	Gram Panchayat	Accordingly 29 subjects including Rural electrification and distribution has been listed in the 2 nd and 3 rd schedule of the said Regulation			
As per Activity Mapping	District	The Administrator of the union territory vide order No. 107/DC/PR/PF.1/2006.07/25 dated 28-7-2006 has transferred certain subjects which are to be devolved to the PRIS including Rural electrification and distribution of electricity. The schemes transferred to the District Panchayat including. 1. Assistance to the local bodies Rural Electrification. 2. Electrification of Tribal area and providing street lighting in the Village roads in Daman. 3. Providing for and maintenance of lighting			

		of public streets and other places. 4. Maintenance of Street Lights. 5. Release of Kuts Jyothi connection The District Panchayat will monitor the works of the Village Panchayat and the Gram Panchayats will- 1. Decide priority works with the help of the Gram Sabha Provide electrification in tribal area and street lighting in the Village roads in Daman including TSP Programmes			
	Block	Nil			
	Gram Panchayat	1. Providing for and maintenance of lighting of public streets and other places. 2. Maintenance of street lights. 3. Release of Kutir Jyoti connection and maintenance 4. Realization of electricity charges with respect to all single & double point connections. 5. Decide priority works with the help of the Gram Sabha 6. Provide electrification in tribal area and street lighting in the Village roads in Daman including TSP Programmes			
As per Government Order	District	District Panchayat maintain the street lights, solar lights and solar blinkers.			
	Block	Nil			
	Gram Panchayat	Maintenance and repair of street lights			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Interacted child protection Scheme (ICPS)

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Integrated Child Protection Scheme (ICPS)	1. Awareness Programmes. For Children 2. Advocacies 3. Guarding the Child folk as per the provision all existing Acts.	Nil	Implementation of the Integrated Child Protection Schemes
	Block	Nil			
	Gram Panchayat				
As per Activity Mapping	District	Integrated Child Protection Scheme (ICPS), focusing children by the Ministry of Women and Child Development, Govt. of India started functioning in the UT during February 2013. The slogan of the programme is Need- Care and Protection. Initially awareness programmes, activities for guarding the child folk as per provision of all existing Acts are undertaken. A Juvenile Justice Board and Child Welfare Committee is being constituted.			
	Block	Nil			
	Gram Panchayat	Village Level Committees with the – 1. Sarpanch – Chairman 2. Anganwadi worker – Member 3. Principal/ Head Master – Member 4. Reputed Citizen – Member			

		<p>5. Representative from the Health dept – Member</p> <p>Have been formed at the Gram Panchayats of 1. Dhabel 2. Kadigram, 3. Dunether and Varkund</p> <p>Expenditure on the Programmes are met by the union government and the union territory at 75 : 25</p>			
As per Government Order	District	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			
	Block	Nil			
	Gram Panchayat	No functions are assigned either to the District Panchayat or Gram Panchayats by Department reader/ orders/ or letters.			

Annex-2

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

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Libraries	<p>(i). One District library is functioning at Moti Daman. Shri. S S Sidhu (DANICS) is holding the charge of the Director of District library. Shri. Subeer Sinhu is the caretaker of the library. No regular staff is posted in the library. One computer operator, one Book keeper, and one library assistant are working on daily wages.</p> <p>(ii). Activities.</p> <p>1. Provide Books for regarding to 7 different languages viz; English, Hindi, Gujarati, Marathi, Malayalam,</p>	Nil	<p>(i). One District library is functioning at Moti Daman. Shri. S S Sidhu (DANICS) is holding the charge of the Director of District library. Shri. Subeer Sinhu is the caretaker of the library. No regular staff is posted in the library. One computer operator, one Book keeper, and one library assistant are working on daily</p>
	Block	Nil			
	Gram Panchayat	Section 29 and 76 of the Daman and Diu Panchayat Regulation 2012 empower the PRIs of the union territory for the Preparation of plans and implementation			

		<p>of schemes for the economic development and social justice in relation to the 29 subjects that are to be devolved to PRIs. Accordingly the subject libraries are included in the 2nd and 3rd schedules of the said regulation.</p> <p>The Administrator of the U/T vide order No. 107/ DC/PR/PF/2006-07/25 dated 28-7-2006 has transferred the 29 subjects to the PRIs with specific functions, funds and functionaries. The subject libraries appear in sl. No. 20 of the said order has three schemes with funds to be implemented through the existing staff of district/ Village Panchayats-Details of schemes transferred</p> <ol style="list-style-type: none"> 1. Maintains of mobile / Village libraries. 2. Establishment/ maintenance of libraries and reading rooms. 3. Assistance to local bodies for creating establishment and infrastructure support for village libraries. 	<p>Portuguese and Bangles (40000 Books).</p> <ol style="list-style-type: none"> 2. Provide News Paper/ Magazines and periodicals to members /readers (32 News Papers/200 magazines) 3. 6 sections:- Children/Women/Reference/ Law/Education/General 4. Reading promotion activities through press notes and advertisements. <p>(iii). The District Panchayat is proposing activities in their Action Plans under the subject Libraries.</p> <p>(iv). The Village Panchayats are also making proposals and receiving allotments for development of libraries.</p>	<p>wages.</p> <p>(ii). Activities.</p> <ol style="list-style-type: none"> 1. Provide Books for regarding to 7 different languages viz; English, Hindi, Gujarati, Marathi, Malayalam, Portuguese and Bangles (40000 Books). 2. Provide News Paper/ Magazines and periodicals to members /readers (32 News Papers/200 magazines) 3. 6 sections:- Children/Women/Reference/ Law/Education/General 4. Reading promotion activities through press notes and advertisements. <p>(iii). The District Panchayat is proposing activities in their Action Plans under the subject Libraries.</p> <p>(iv). The Village Panchayats are also making proposals and receiving allotments for development of libraries.</p>
As per Activity Mapping	District	Assist Village Panchayats in establishing Village libraries.		
	Block	Nil		
	Gram Panchayat	<ol style="list-style-type: none"> 1. Maintain mobile Village libraries 2. Establish and maintain Village librarian and reading rooms. 		
As per Government Order	District	No functions have been devolved to the PRIs of the U/T by the Department Act		
	Block	Nil		
	Gram Panchayat	No functions have been devolved to the PRIs of the U/T by the Department Act		

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

Subject: Secondary Schools

		Activities Devolved	Actual activities undertaken in								
			District	Block	Gram Panchayat						
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Education including Primary and Secondary Schools.	Expansion and development of educational facilities	Nil	Expansion and development of educational facilities						
	Block	Nil									
	Gram Panchayat	Nil									
As per Activity Mapping	District	1.Promotion of Primary & Secondary Education 2.Promotion of educational activities in the district including the establishment and maintenance of Primary and Secondary Schools.				Expansion and development of educational facilities	Nil	Expansion and development of educational facilities			
	Block	Nil									
	Gram Panchayat	1. Promotion of Primary Education (STD I to IV) & assistance in improvement of Middle and Secondary Schools. 2. Promotion of Public awareness and participation in Primary Education. 3.Ensuring full enrolment and attendance in Schools. 4.Promotion of Primary and Secondary education. 5.Construction, repair and maintenance of Primary School Buildings. 6.Promotion of Social education through youth clubs and mahila mandals.									
As per Government Order	District	Nil							Expansion and development of educational facilities	Nil	Expansion and development of educational facilities
	Block	Nil									
	Gram Panchayat	Nil									

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Social welfare, Welfare of handicapped & mentally retarded

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Social Welfare , including Welfare of Handicapped and Mentally Retarded	Monitoring and evaluation	Nil	Implementation of the welfare schemes
	Block	Nil			
	Gram Panchayat	Sections 29 and 76 of the Daman & Diu Panchayat Regulation 2012 authorises the village Panchayats and the District Panchayats respectively to prepare plans for economic development and Social justice and to implement schemes accordingly on the 29 subjects transferred to PRIs as per the amendments transferred to PRIs as per the amendments of the constitution. There 29 subjects are listed under schedule II and III of the said regulation			
As per Activity Mapping	District	District Panchayat will: 6. Coordinate all the activities of the Village Panchayat			

		7. Prepare action plan for the whole year 8. Hold monthly meetings of the monitoring committee. 9. Provide financial assistance to voluntary organization. 10. Assist Village Panchayats in effective monitoring of the old age, widows pension and pensions for the handicapped.			
	Block	Nil			
	Gram Panchayat	Village Panchayat: For the following five schemes, Village panchayat would- 1. Identify the beneficiaries. 2. Disburse the payment 3. Engage in recovery (if any) quarterly report to District Panchayat and the parent department. Village Panchayat will place all the record for approved of the Gram Sabha.			
As per Government Order	District	No special provisions are seen for devolving functions to the PRIs in the department Act.			
	Block	Nil			
	Gram Panchayat	No special provisions are seen for devolving functions to the PRIs in the department Act.			

Devolution of Functions

(A separate sheet should be given for each subject)

Subject: Public Distribution System

		Activities Devolved	Actual activities undertaken in		
			District	Block	Gram Panchayat
As per Act	District	Section 76 of the Daman and Diu Panchayat Regulation 2012 authorises the District Panchayat to make plans and implement schemes for the development and social justice relating to the 29 subjects which are to be devolved to the District Panchayat as per the Constitution. These subjects are listed in the 3rd schedule attached to the Regulation which includes Public Distribution System	Nil	Nil	Nil
	Block	Nil			
	Gram Panchayat				
As per Activity Mapping	District	(i). All the instructions of the Civil supplies Officer will be made available to Village Panchayat by District Panchayat for further circulation. (ii). The Civil Supplies department shall consult District Panchayat for fixing the festival quota. (ii). Promote consumer awareness by establishing a consumer awareness cell. (iv). Promote public awareness with regard to the distribution of essential commodities. (v). Assist administration in the effective monitoring of the public distribution system.			

	Block	Nil			
	Gram Panchayat	(i). Village Panchayat will identify the beneficiaries and place it before the approval of Grama Sabha. (ii). Standing Committee will forward a quarterly return to Civil Supplies Department regarding verification of beneficiaries (ii).The instruction of Civil Supplies Department regarding quota and other general information shall be displayed at all the fair price shops. (iv). Supervise and monitor the public distribution system.			
As per Government Order	District	Nil			
	Block	Nil			
	Gram Panchayat	Nil			

Annex-3

Schemes devolved to Panchayats

Name of Scheme in which Panchayats have a role	Total Funds of the Scheme for the State	Funds devolved to Panchayats In 2012-13	% scheme funds devolved to Panchayats In 2012-13	Role played by Panchayats as per field study			Functionaries responsible for discharging role as per field study			Whether funds were transferred to Panchayats as per field study		
				District	Block	GP	District	Block	GP	District	Block	GP
Agriculture Extension	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Extension Officer (Agriculture)	NIL	Panchayat Secretary	185.00	NIL	75.64
Animal Husbandry, Dairying & Poultry	6.00	6.00	-	Monitoring and evaluation	NIL	Implementation of some schemes	Veterinary Officer	NIL	Extension Officer	6.00	NIL	2.34
Rural Housing	100041.97	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	BDO	NIL	Extension Officer	1.00	NIL	0.45
Fisheries	100.00	85.00	85.00	Monitoring and evaluation	NIL	Implementation of some schemes	Superintendent of Fisheries	NIL	Extension Officer	100.00	NIL	-
Women & Child Development	25115704	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Welfare Officer	NIL	VDO/ supervisor	-	NIL	-
Health Family Welfare	800000.00	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	BDO	NIL	VDO/ supervisor	560.00	NIL	-
Cultural Activities	22.00	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	BDO	NIL	VDO/ supervisor	23.00	NIL	10.27
Rural Electrification & Distribution	10500000	10500000	100	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	150.00	NIL	67.05
General Education	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Asst. Director of Education	NIL	VDO/ supervisor	112.50	NIL	73.07

Minor Irrigation	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	22.50	NIL	10.16
Medical & Public Health	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Medical Officer	NIL	VDO/ supervisor	20.00	NIL	8.93
Water Supply & Sanitation	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	100.00	NIL	53.07
Soil & Water Conservation	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	150.00	NIL	125.65
Non – Conventional Energy Sources	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	37.50	NIL	16.76
Roads & Bridges	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	1030.00	NIL	753.34
Welfare Of SC,ST & OBC	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	B DO	NIL	VDO/ supervisor	6.00	NIL	2.34
Sports & Youth Services	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	BDO	NIL	VDO/ supervisor	150.00	NIL	54.48
Nutrition	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	BDO	NIL	VDO/ supervisor	150.00	NIL	-
Forestry & Wildlife	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Forest Officer	NIL	VDO/ supervisor	2.50	NIL	0.97
Industries	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	26.00	NIL	10.16
Public Works	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	Divisional Officers	NIL	VDO & Deputy Engineer (PS)	4.00	NIL	2.24
IAY	-	-	-	Monitoring and evaluation	NIL	Implementation of some schemes	B DO	NIL	VDO/ supervisor	0.90	NIL	-

Annex-4

Untied funds (BRGF, 13thFC Grant, SFC Grant, funds which are not scheme based)

Type of fund	District					Block					Village				
	Total amount devolved to Panchayats in the State	Average per panchayat	Power of panchayat in spending funds			Total amount	Average per panchayat	Power of panchayat in spending funds			Total amount	Average per panchayat	Power of panchayat in spending funds		
BRGF	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL
13thFC	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL
SFC	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL	NIL
Any other (e.g. subvention grants)	1653.00	-	As and when funds are allotted under GIA in wary financial year the CEO, District Panchayat asks permission from the department of finance for the drawl of funds. On receipt the sanction bills are proposed and submitted to the training for the release of funds. The District Panchayat has the power for spending funds as per the guidelines and within the limits prescribed	-	-	NIL	NIL	NIL	NIL	NIL	39.00	-	-	-	-

Daman District Panchayat**Annex-5****Revenue collected by Panchayat**

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
NIL	Income from Sale & farm produce	NIL	Daman District Panchayat	2.74	NIL
NIL	Bank Interest	NIL	Daman District Panchayat	113.44	NIL

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

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
NIL	House Tax	0.25 Paise/Rs.100 (Residence) 0.35 Paise /Rs.100 (Trade / Shop) 0.50 Paise/Rs.100 (Industries)	Dhabel Village	133.05	NIL
NIL	Tender Fee	NIL	Dhabel Village	0.57	NIL
NIL	Bank Interest	NIL	Dhabel Village	3.95	NIL
NIL	Public Contribution	NIL	Dhabel Village	Nil	NIL
NIL	Chair Rent	NIL	Dhabel Village	0.002	NIL
NIL	Transfer Fee	NIL	Dhabel Village	5.23	NIL
NIL	Construction Fee	NIL	Dhabel Village	9.89	NIL
NIL	RBD	1 st free 2 nd Rs.5- others – decided by committee	Dhabel Village	0.03	NIL
NIL	Vacuum Cleaner	Rs.600/- cleaning	Dhabel Village	0.79	NIL
NIL	Mobile Tower	Rs.25000/- year	Dhabel Village	2.49	NIL

Kadaiya Village Panacahayat
Annex-5
Revenue collected by Panchayat

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
NIL	House Tax	Rate of taxes- @Rs. 0.25/ for residential for every Rs.100/- of valuation and PS. 0.35/- for shops and @ Rs.0.50/100 for industries	Kadaiya Village	16.21	NIL
NIL	RBD	NIL	Kadaiya Village	0.004	NIL
NIL	Construction	Rate of charges 1. Registration of birth & death (RBD) Rs.5/ per certificate / late fee Rs.1 2. Transfer fee -1 % (change of name) 3. Mobile tower-@ Rs.50000/- year Construction fee-@ % for the 1 st one lakh and ½ % of the remaining estimate	Kadaiya Village	0.56	NIL
NIL	Transfer	NIL	Kadaiya Village	0.51	NIL
NIL	Tractor	NIL	Kadaiya Village	0.02	NIL
NIL	Donation	NIL	Kadaiya Village	0.03	NIL
NIL	Bank Interest	NIL	Kadaiya Village	0.07	NIL
NIL	Mobile Tower	NIL	Kadaiya Village	2.00	NIL
NIL	Boat Rent	NIL	Kadaiya Village	0.14	NIL
NIL	Tender Fee	NIL	Kadaiya Village	0.74	NIL

Pariyari Village Panchayat

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
NIL	House Tax / Property Tax	Assessment of building tax is base on the classification of building on the basis of purposes like residential commercial and other purposes. (Copy attached). Rate of tax is fixed on the basis of cost of construction type of construction and condition of the building	Pariyari Village	1.18	NIL
NIL	Registration of Birth and Death	Rs. 5 Rs. 6 for registration after the prescribed time limit	Pariyari Village	155.00	NIL
NIL	Construction Fee	Up to the estimate of Rs.10,000/- -1 % above Rs.10,000/- 0.50%	Pariyari Village	NIL	NIL
NIL	Extra Ordinary	Public contribution, Mobile tower fee @Rs.50,000/- year Bank interest, Tractor hire charge@Rs.250/- house	Pariyari Village	NIL	NIL
NIL	Bank Interest	NIL	Pariyari Village	0.03	NIL
NIL	Otri Items	NIL	Pariyari Village	994.00	NIL

Patlara Village Panchayat

Annex-5

Revenue collected by Panchayats

Name of tax/non tax revenue that panchayat is empowered to levy based on Act		Rate	Actually collected by which level of Sample Panchayats District /Block/ Village (pls. write)	Collection in the latest year (Rs)	Comments as per field study
In local term	In standard term				
NIL	House Tax	1. Assessment of building tax is based on the classification of building on the basis of the purposes like residential, commercial and other purposes. Rate of tax is fixed on the basis of cost of construction, type of construction and condition of the building Building for residential purpose @ 25 Paissa/Rs.100/- Building for commercial purpose @ 35 Paissa / Rs.100/- Building for industrial purpose @ 45 Paissa / Rs,100/- (Excluding cottage industries)	Patlara Village	1.14	NIL
NIL	RBD	Rs.5/ per certificate @ and Rs.1 (late fee)	Patlara Village	0.001	NIL
NIL	Construction Fees	Up to the estimate cost of Rs.10,000/ @ Above Rs.10,000/- @ 0.50 %	Patlara Village	Nil	NIL
NIL	Public Contribution	There is no specified rates for public contribution which includes donation, amount levied for the issue of NOCs etc. The rates are fixed in the Panchayat committee	Patlara Village	0.05	NIL
NIL	Bank Interest	NIL	Patlara Village	0.40	NIL

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

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	111.06	183.18	151.07	184.01	Salary Repairs of Furniture Stationery & Stores Telephone Vehicles Maintenance Other Expenditures Interest from Savings Account
Scheme funds	3272.5	3718.9	2972.63	2455.31	General Education(Gen) General Education(Cap) Medical & Public Health Water Supply & Sanitation Soil & Water Conservation(Gen) Soil & Water Conservation(Cap) Fisheries Minor Irrigation Power Non – Conventional Energy Sources Roads & Bridges(Gen) Roads & Bridges(Cap) Social Security & Welfare(Gen) Social Security & Welfare(NSAP) Sports & Youth Services Art & Culture Nutrition Crop Husbandry Other Administrative Services(NP) Public Works(NP) General Education(NP) General Education(Salary) Minor Irrigation(NP) Power(NP) Road & Bridges(NP) Census Survey & Statistics IAY
Untied funds	659.5	819.57	658.5	890.91	Other Rural Development Programme(Gen) Other Rural Development Programme(NP) Other Rural Development Programme (Panch. Raj) Other Rural Development Programme(Salary) NSAP MPLAD NLRMP

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

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	235.35	286.9831	134.59	67.24	Staff Salary Gardening Dust Bin Repairing Purchase of Hand Pumps Construction of RCC Roads Granite Purchase of Tractor Streetlight Goods New Dust Bin Labour Charges (Cleaning) Hand Pump/Pipeline repairing Diesel & Oil Computer Repairing Furniture & Tractor Repairing Panchayat Office Repairing Stationary Telephone Bill Stationary (extra) Income Tax/ Bank Charges News Paper Public Works Cleaning (extra)
Scheme funds	369.9	902.97	369.9	735.09	Crop Husbandry Soil & Water Conservation Animal Husbandry Forestry & Wild life Minor Irrigation Power Roads & Bridges General Education Sports and Youth Services Art & Culture Medical and Public Health Water Supply and Sanitation Housing Welfare of SC,ST & OBC New Renewable energy Industries Tourism Census Survey & Statistics Flood Control and Draining
Untied funds	110.04	170.57	110.04	170.43	Other Rural Development Programme

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

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	19.55	22.45	9.75	10.30	Salary Contingent Expense Office Expense Cleaning Hand Pump Diesel / Repair of Tractor Water Tank Street Light Other Expenses Fencing /Grill/ Welding Charges Road Filling News Paper Service Charges Advertisement Bore Well Sports
Scheme funds	108.82	198.38	108.82	197.89	Crop Husbandry Soil & Water Conservation Animal Husbandry Forestry & wild life Minor Irrigation Minor Irrigation (NP) Power Power (NP) Roads & Bridges Roads & Bridges (NP) General Education General Education (NP) Sports and Youth services Art & Culture Medical and Public Health Water Supply and Sanitation Water Supply and Sanitation (NP) Housing Housing (NP) Welfare of SC,ST & OBC New and Renewable Energy Industries Public Works Other Administrative Services Relief on Accounts of Natural Calamities Tourism Flood Control and Draining Census Surveys & Statistics
Untied funds	32.38	37.47	32.38	37.47	Other Rural Development Programme Other Rural Development Programme (NP)

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

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	7.24	3.02	1.17	1.95	Staff Salary Telephone Bill/Electricity Bill Stationery & Contingency Computer Repairing Other Administrative Expenses Health & Sanitation
Scheme funds	104.77	161.18	104.71	152.06	Crop Husbandry Minor Irrigation Minor Irrigation (NP) Power Power (NP) Roads & Bridges Roads & Bridges (NP) General Education General Education (NP) Sports and Youth Services Art & Culture Medical and Public Health Water Supply and Sanitation New and Renewable Energy Public Works (NP) Others Administrative Service (NP) Water Supply and Sanitation(NP) Housing (NP) Relief Accounts of Natural Calamities Tourism Census Surveys & Statistics
Untied funds	57.01	52.43	57.01	52.43	Other Rural Development Programmes Other Rural Development Programmes (NP)

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

Source of Revenue	Total collection		Total expenditure		Items on which spent
	2011-12	2012-13	2011-12	2012-13	
Own revenue	2.20	2.15	1.43	2.15	Salary Telephone Bill Stationery Computer Repair Electric Goods Repair Labour Charges News Paper Flowers & Chocolate Bore Well Repair
Scheme funds	109.074	162.53	26.51	149.4	Crop Husbandry Soil & Water Animal Husbandry Forestry & Husbandry Minor Irrigation Power Road & Bridges General Education Sports & Youth Services Art & Culture Medical & Public Health Water Supply & Sanitation Housing Welfare of SC,ST&OBC New & Removable Energy Industries Public Works Other Administrative Services Relief of Accounts of Natural Calamities Tourism Census Survey & Statistics
Untied funds	32.44	30.65	18.33	30.65	Other Rural Development Programme

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Regular Staff				
i.P.A.to CEO (1)	(PA)	9300-34800,U/T	District Panchayat	District Panchayat
ii.UDC)(2)	Clerical Work	5200-20200,U/T	District Panchayat	District Panchayat
iii. Driver (1)	Driving	5200-20200,U/T	District Panchayat	District Panchayat
iv. Peon (3)	Office Assistant	5000-20200 U/T	District Panchayat	District Panchayat
Contractual Staff				
i. Computer Operator	Computer Operating	6500,District Fund	District Panchayat	District Panchayat
ii. Steno(1)	Office Work	6500, District Fund	District Panchayat	District Panchayat
iii. LDC()	Clerical works	6000, District Fund	District Panchayat	District Panchayat
iv.Supervisor(Civil-2)	Supervision	6000, District Fund	District Panchayat	District Panchayat
v.Civil Work Co-ordinator(1)	Civil Works	6000, District Fund	District Panchayat	District Panchayat
vi.MIS(1)		6000, District Fund	District Panchayat	District Panchayat
vii.Resource Person(9)		6000, District Fund	District Panchayat	District Panchayat
viii.Daily Wage VP Secretary(10)	Office Work	, District Fund	District Panchayat	District Panchayat
ix.Causal Labour(Unskilled-11)	Other Works	5000, District Fund	District Panchayat	District Panchayat
x.Causal Labour(Skilled-2)	Skilled Work	5000, District Fund	District Panchayat	District Panchayat
xi.LDC(Daily Wages-5)	Clerical Works	, District Fund	District Panchayat	District Panchayat
xii.Sweeper(Daily Wages-1)	Cleaning	, District Fund	District Panchayat	District Panchayat
xiii.Peon(NMR Staff)	Office Assistant	5000, District Fund	District Panchayat	District Panchayat
xiv.Peon(7)	Office Assistant	5000, District Fund	District Panchayat	District Panchayat
xv.Driver(9)	Driving	6000, District Fund	District Panchayat	District Panchayat
xvi.Sweeper(2)	Cleaning	5000, District Fund	District Panchayat	District Panchayat
Village Panchayat Regular Staff				
Panchayat Secretary	Office Work	5200-20200, Panchayat Fund	District Panchayat	District Panchayat
Contractual Staff				
i. Computer operator	Office Work	6500, Panchayat Fund	District Panchayat	District Panchayat
ii. Peon	Office Assistance	5000, Panchayat Fund	District Panchayat	District Panchayat
lii .Driver	Driving	6000, Panchayat Fund	District Panchayat	District Panchayat
iv. Cleaning Staff	Cleaning	5000, Panchayat Fund	District Panchayat	District Panchayat

Dhabel Village Panchayat
Annex-7
Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Regular Staff				
Panchayat Secretary	1. Registration of birth and Death. 2. Conducting surveys on (i) Election (ii) Crops estimate, (iii) economic data. 3. Issue of certificates (No dues certificate/ income certificate jointly with Sarpanch) 4. General administration 5. Maintenance and custody of Panchayat records	5200-20200, A/C transfer from UT funds	Village Panchayat	Village Panchayat
Contractual Staff				
1.Panchayat Clerk	1.All clerical works 2. Assisting secretary in the maintenance of records	6500,Panchayat funds	Village Panchayat	Village Panchayat
2.Computer Operator	Computer Operating	6500,Panchayat funds	Village Panchayat	Village Panchayat
3.Driver	Driving	6000,Panchayat funds	Village Panchayat	Village Panchayat
4.Helper	Assisting/ Helping	5000,Panchayat funds	Village Panchayat	Village Panchayat

Kadaiya Village Panchayat
Annex-7
Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Panchayat Secretary (1)	1.Registration of births and deaths 2.Conducting surveys-election/crops estimate/economic etc	5200-20200 A/C transfer from UT funds	Village Panchayat	Village Panchayat

	3.Issuing certificates- No dues /income 4.Assessment of taxes 5.General administration of Panchayats 6.Collection of taxes			
Contractual Staff:				
1.Computer Operator	Computer Operating	(Consolidated pay @Rs. 6000/-) Panchayat fund	Village Panchayat	Village Panchayat
2. Peon (1)	Office Assistant	Consolidated pay @Rs.11000/- Panchayat fund	Village Panchayat	Village Panchayat
3. Tractor Driver	Tractor Driving	Daily wages Panchayat fund	Village Panchayat	Village Panchayat
4.Sweeper	Sweeping	Rs.1700 Panchayat fund	Village Panchayat	Village Panchayat
5.Sweeper	Sweeping	Rs.5250/- Panchayat fund	Village Panchayat	Village Panchayat

Pariari Village Panchayat

Annex-7

Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Panchayat Secretary	Preparation of minutes of Panchayat meetings & Gram Sabha collection of taxes & fees, issue of certificates maintenance of records/ cash transaction/ corresponded General Administration registration of births & death	Secretary 9200-20200 Grade pay 2000 Government	Village Panchayat	Village Panchayat
Contractual Staff:				
1.Computer Operator / Office Assistant/	1.Computer Operator 2. Assisting Secretary in official matters 3. Maintenance of files / records 4. Arrangements for Panchayat / Gram Sabha meetings	consolidated Pay Rs.6500/-, Government	Village Panchayat	Village Panchayat
2.Peon	Office Assistant	Consolidated pay & Rs.5000/-, Government	Village Panchayat	Village Panchayat
3.Sweeper	Sweeping	Consolidated pay @ Rs.3000/-, Government	Village Panchayat	Village Panchayat

Patlala Village Panchayat
Annex-7
Own Staff of Panchayat (Give separately for District, Block and Village)

Designation	Functions	Pay scale & source of salary	Control of Panchayat over staff (as per state q'aire)	Comments as per field situation, especially on actual control by Panchayats
Panchayat Secretary	Registration of Birth & Death 2. Collection of taxes and fees, 3. Issue of certificates including NOC, 4. Site inspection, 5. Surveys, 6. Supervision of Anganwadis, PH Sub centre/ schools, 7. Attending meetings of Panchayat/ Gram Sabha, 8. Maintenance and custody of records	5200-20200 Government	Village Panchayat	Village Panchayat
Panchayat Clerk	Clerical Office Works	Consolidated pay @ Rs.10,000/- Panchayat fund	Village Panchayat	Village Panchayat

Daman District Panchayat
Annex-8
Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
District Panchayat Office			
1.Asst.Accounts Officer	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
2.Statistical Officer	Statistical	Village Panchayat	Dual Control of Village Panchayat & Department
3.Bal Sevika		Village Panchayat	Dual Control of Village Panchayat & Department
4.LDC(Ed.Dept)	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
5.Driver(ZAO Dept)	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
6.Sweeper(3)	Cleaning	Village Panchayat	Dual Control of Village Panchayat & Department

PWD Office			
1.Jr,Engineer(4)	Public Works	Village Panchayat	Dual Control of Village Panchayat & Department
2.LDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
3.Draught's Man	Technical Works	Village Panchayat	Dual Control of Village Panchayat & Department
4.Peon	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
5.Supervisor(2)	Supervision	Village Panchayat	Dual Control of Village Panchayat & Department
6.Helper	Other Works	Village Panchayat	Dual Control of Village Panchayat & Department
7.Belder		Village Panchayat	Dual Control of Village Panchayat & Department
8.Peon(NMR Staff)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
BDO Office			
1.BDO	Controlling	Village Panchayat	Dual Control of Village Panchayat & Department
2.Extension Officer	Extension	Village Panchayat	Dual Control of Village Panchayat & Department
3.Head Clerk	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
4.UDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
5.Village Panchayat Secretary(6)	Office work	Village Panchayat	Dual Control of Village Panchayat & Department
6.Gram Sevak(4)		Village Panchayat	Dual Control of Village Panchayat & Department
7.LDC(2)	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
8.Driver	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
9.Peon(2)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
Education Office			
1.Asst. Director of Education.	Administration	Village Panchayat	Dual Control of Village Panchayat & Department
2.Asst. Director of Inspector(2)	Inspection	Village Panchayat	Dual Control of Village Panchayat & Department
3.Supervisor(Mid-Day Meal)	Supervision	Village Panchayat	Dual Control of Village Panchayat & Department
4.Accountant	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
5.UDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
6.LDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
7.Peon(2)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department

Sarva Shiksha Abhaiyan ,Department			
1.Block Resource Centre Co-ordinator	Co-ordination	Village Panchayat	Dual Control of Village Panchayat & Department
2.Cluster Resource Centre Co-ordinator(2)	Co-ordination	Village Panchayat	Dual Control of Village Panchayat & Department
3.Resource Person(5)		Village Panchayat	Dual Control of Village Panchayat & Department
4.Civil Work Co-ordinator	Civil Co-ordination	Village Panchayat	Dual Control of Village Panchayat & Department
5.Programmer	Programming	Village Panchayat	Dual Control of Village Panchayat & Department
6.Assistant Account Officer	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
7.Accountant	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
8.Data Operator	Computer Works	Village Panchayat	Dual Control of Village Panchayat & Department
9.LDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
DRDA Office			
1.Jr.Steno/Accountant	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
Agriculture Department			
1.E.O.(Agri.)	Agriculture	Village Panchayat	Dual Control of Village Panchayat & Department
2.Field Asst.	Field Work	Village Panchayat	Dual Control of Village Panchayat & Department
3.Power Tiller Driver	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
4.Agri.Demonstrator(Honorarium Basis)		Village Panchayat	Dual Control of Village Panchayat & Department
Veterinary Department			
1.Veterinary Officer	Administration	Village Panchayat	Dual Control of Village Panchayat & Department
2.Attender Dresser(2)	Dressing	Village Panchayat	Dual Control of Village Panchayat & Department
3.Bull Attendant	Assisting	Village Panchayat	Dual Control of Village Panchayat & Department
4.Attendent	Assisting	Village Panchayat	Dual Control of Village Panchayat & Department
5.Veterinary Assistant	Assisting	Village Panchayat	Dual Control of Village Panchayat & Department
CDPO Department			
1.CDPO		Village Panchayat	Dual Control of Village Panchayat & Department
2.Mukhya Sevika(2)		Village Panchayat	Dual Control of Village Panchayat & Department
3.UDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
4.Accountant	Accounting	Village Panchayat	Dual Control of Village Panchayat & Department
5.Driver	Driving	Village Panchayat	Dual Control of Village

			Panchayat & Department
6.Peon(2)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
2. Contractual Staff:			
i.President Office	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
a. Driver			
b. Peon	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
ii.District Panchayat Office	Office Work	Village Panchayat	Dual Control of Village Panchayat & Department
a. Steno			
b.LDC(4)	Clerical Work	Village Panchayat	Dual Control of Village Panchayat & Department
c. Peon(4)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
iii.PWD Office	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
a. Driver			
b.LDC	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
c. Supervisor(Civil-3)	Supervision	Village Panchayat	Dual Control of Village Panchayat & Department
d. Peon(2)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
iv.Education Office	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
a.LDC			
v.SSA	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
a.Peon			
vi.DRDA	Clerical	Village Panchayat	Dual Control of Village Panchayat & Department
a.LDC(2)			
b. Peon(2)	Office Assistance	Village Panchayat	Dual Control of Village Panchayat & Department
c. Driver	Driving	Village Panchayat	Dual Control of Village Panchayat & Department
vii.BDO	Office Work	Village Panchayat	Dual Control of Village Panchayat & Department
a. VP Secretary(Daily Wage-2)			
Agriculture Department	Skilled Work	Village Panchayat	Dual Control of Village Panchayat & Department
a. Skill Daily Wages(District Panchayat Office-3)			
b. Skill Daily Wages(Horticulture Farm-9)	Skilled Work	Village Panchayat	Dual Control of Village Panchayat & Department

Dhabel Village Panchayat -NIL**Annex-8****Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)**

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation

Kadaiya Village Panchayat -NIL**Annex-8****Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)**

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation

Pariyari Village Panchayat**Annex-8****Departmental functionaries transferred to Panchayats (Give separately for District, Block and Village)**

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
1.ANM (1)	Nursing	Village Panchayat	Dual Control of Village Panchayat & Department
2.Asha Worker	Assisting Health Services	Village Panchayat	Dual Control of Village Panchayat & Department

Patlara Village Panchayat**Annex-8**

Departmental functionaries transferred to Panchayats
(Give separately for District, Block and Village)

Designation of employee	Function	Control of Panchayat (as per State Q'aire)	Comment as per field situation
1.ANM (1)	Nursing	Village Panchayat	Dual Control of Village Panchayat & Department
2. Male Worker, Dept. Of ICDS	Helping ICDS Services	Village Panchayat	Dual Control of Village Panchayat & Department

Gram Sabha

(Please provide information as per field study with reference to 2012-13)

	GP 1 VP Dhabel	GP 2 VP Kadaiya	GP 3 VP Pariari	GP 4 VP Patlara	Any other information
Frequency of meeting	4 (As per regulation 2012)	4 (As per regulation 2012)	4 (As per regulation 2012)	4 (As per regulation 2012)	NIL
Participation	142	108	207	179	NIL
Officials Attended	2	Saxena, Secretary (Sports& Arts & culture) K K Patel (APEO, Sports) Mr. V S Singh, Asst. Engineer (Electrical)Daman Mr. M P Singh AE (Nodal Officer)	2	BDO & Two Gram Seviks	2
Role played in planning	Approval of plans	No specific role can be ascertained as no records are available for verification in this regard. From the interview with functionaries and ERs it was revealed that no social audit or selection under MGNREGA done	Approval of plans	Yes	Yes
Role in budget preparation	Approval of budgets	Nil	Nil	Yes	Yes
Role in discussion & approval of account	Approval	Yes	Accounts are preparing	Yes	Yes
Role in preparation of beneficiaries list	IAY –NIL AAY--NIL	Yes	IAY –NIL AAY--NIL	Yes	Yes
Role in Social Audit	No social audit	Yes	No social audit	Yes	Yes

Daman District Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	General	Member	Discuss General administrative matters of the GP	1	No major activities	NIL
2	Public Works	Member	Discuss Public Works matters of the GP	1	No major activities	NIL
3	Education & Health	Member	Discuss Health and Education matters of the GP			NIL
4	Welfare	Member	Discuss Welfare matters of the GP			NIL
5	Finance	Vice President	Discuss Financial matters of the GP			NIL

Dhabel Village Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	No standing committees in Village Panchayat	-	-	-	-	-

Kadaiya Village Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	No standing committees are constituted the union territory at Gram Panchayat level	-	-	-	-	-

Pariyari Village Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	No Standing committees	-	-	-	-	-
2	Section 11 of the regulation 2012 empowers the Gram sabha with (B) minimum of two supervisory committees in such manner as prescribed. Section 27 (1) of the Daman and Diu Panchayats Regulation 2012 allows the Gram panchayat to appoint committees with not more than five members with powers and duties specified	-	-	-	-	-

Patlara Village Panchayat**Annex-10****Standing Committee in Panchayat (Give separately for District, Block and Village)**

S.No.	Name of the Standing Committee	Chairperson and membership as per Act/Rule	Role assigned as per Act/Rule	No. Of meetings held in 2012-13 in sample Panchayat	Activities undertaken in 2012-13 in Sample Panchayat	Any other information
1	No standing committees are constituted at the Gram Panchayats of the union territory	-	-	-	-	-

Daman District Panchayat**Annex-11****Parallel Body common to all levels****(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1.							

Dhabel Village Panchayat**Annex-11****Parallel Body common to all levels****(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	VHSC (Village and Sanitation Committee)	The Panchayat is having 6 VHSCs (list attached) The Sarpanch is the Chairperson of all committees and ANM of the sub centre is the member secretary. The Anganwadi worker, one Panchayat member (general) one SC (women) member and one ST member are the other members	Implementation of schemes department & Panchayat	Pre monsoon cleaning Awareness programmes	NIL	Sarpanch is the Chairperson	NIL
2	Works Committee	One elected members of the Panchayat	1.Preparation of development plans 2.Prioritisation of felt needs Assistance for implementation of scheme	All activities under GIA	NIL		NIL

Kadaiya Village Panchayat**Annex-11****Parallel Body common to all levels****(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	Village Health and Sanitation Committee	Sarpanch	Monitoring Health & Sanitation activities	Monitoring Health & Sanitation activities	NIL	Sarpanch is the Chairperson	NIL
2	Village Education Committee	Sarpanch	Monitoring & managing schools	Monitoring & Managing schools	NIL	Sarpanch is the Chairperson	NIL

Pariari Village Panchayat**Annex-11****Parallel Body common to all levels****(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	Village Health and Sanitation Committee	Sarpanch	Monitoring Health & Sanitation activities	Monitoring Health & Sanitation activities	NIL	Sarpanch is the Chairperson	NIL

Patlara Village Panchayat**Annex-11****Parallel Body common to all levels****(Please provide separately for district, block and GP level)**

S. No.	Name of the parallel body	Chairperson and Members as per rules/circulars	Functions assigned as per rules	Actual functions performed in 2012-13 in sample Panchayat	Relationship with Panchayat		Any other comments
					As per State Guideline	In Panchayats Studied	
1	Village Health and Sanitation Committee (VHSC)	Sarpanch	Assisting Panchayat	Awareness	NIL	Sarpanch is the Chairperson	NIL

List of Persons and Organizations Support the Survey

Persons interviewed	Designation & Dept.
1. Mr. Ketan Patel	President Cum Chief Counsellor
2. Ms. Alka Diwan	Spl.Secretary, PRI
3. Mr. S S Sidhu	CEO, Dist. Panchayat
4. Mr. R K Gaur	Deputy Secretary
5. Mr. D B Ahir	Block Development Officer
6. Ms. Sneha Latha Chand	Project Director, DRDA
7. Mr. K S Chauhan	Dy.Director, Accounts D P
8. Mr. Pragnesh Bhatt	Village Panchayat Secretary
9. Dr. S D Bharadwaj	Dy. Director, Dept. of Planning & State
10.Mr. Gynesh Bhatri IAS	Secretary Finance Dept
11.Mr. P J Bamnia	Joint Secretary Finance
12.Mr. Madhurandra	Asst. Programmer, Election