

**Government of India
Ministry of Panchayati Raj**



State of Panchayat Report 2016-2017

**CENTRE FOR RURAL MANAGEMENT (CRM)
KOTTAYAM, KERALA**

State of Panchayat Report 2016-2017

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CHAPTER I

Evolution of Rural Local Governance in India

A. Introduction

The history of Panchayats in India dates back to more than 4000 years. There are references made to Panchayat system originating from among the villagers in ancient texts as early as 200 BC, as *Gram Sanghas*. The earliest reference to Panchayats is found in the ‘Shanti – Parva’ of the Mahabharata epic, called ‘Panchayats Vanusthitah,’ (i.e, Gram Sanghas or rural communities). References to on ‘Gram Sangha’ ‘*Sabha*’ and ‘*Sansad*’ also appear in *Rig-Veda*, *Manusmruthi*, *Arthasastra* of Kautilya and *Neethisastra* of Sukracharya. In the agrarian society of ancient India, a self-governing village system happened to be the Panchayat, consisting of ‘*pancha*’ (five) members, for managing local administration.

The villages were mostly self-dependent units having own resources, functionaries and functional domains, generally, neither the kingdoms nor the self-sufficient village economies tried to disturb the smooth functioning of these Sabhas. These local republics were known by different names across various parts of the country, like “*Pattala*” under Pratihara dynasty, ‘*Ooru*’ under chola empire, *Gram* and ‘*mels*’ in Assam, ‘*thara*’ and *koottam* under chera empire,’ *sighup*’ in Manipur, ‘*Nokma*’ in garo hills and “*Bamid*” in Minicoy (akshadweep Islands). Apart from maintaining law and order these institutions performed judicial functions.

- ❖ These Panchayats were empowered to adjudicate civil disputes related to individual land rights, and also to administer criminal justice. They also performed regulatory functions related to village common grazing lands and water bodies (Bhawmick, 2007).
- ❖ The autonomy enjoyed by these local units of governance was not the outcome of any statutory mandate. Rather it emerged as a revealed requirement of the village community centuries ago, in the context of the communication facilities and industrialization. Land was distributed by Panchayats; taxes were collected with a share paid to Governments on behalf of the villages.
- ❖ This autonomous village system suffered a setback in the later years, especially during the Mughal period, with ‘*Parganas*’ and ‘*Iqtas*’ established for the

maintenance of law and order, as also for the collection of taxes. A new class of feudal chiefs and revenue collectors known as *zamindars* emerged in between the ruler and people. However, the Mughal rulers did not interfere in the village affairs so long as they did not create troubles to the Central Government (Bharati, 1994).

The Panchayats had never been a priority for the British rule. During the colonial regime, the company administration had assigned the task of collection of taxes from the peasantry to the Headman of the village, which paved the way to the *zamindari* system. 'The advent of this zamindari system brought about the downfall of the village institutions in India' (Bharati, 1994.p.71). When the East India Company was granted the office of *Diwan* by the Mughal Empire, following its defeat in 1765 at *Buxar*, the company took a decision to abolish the village land records office and created the post of Patwari for keeping the land records of a number of villages. Although the village Panchayats suffered a setback, the British soon realized the importance of these institutions, as evidenced by the report of Charles Metcalfe: - *The Village communities are little republics, having nearly everything they can want within themselves and almost independent of any foreign relations. They seem to last where nothing else lasts. Dynasty after dynasty tumbles down, revolution succeeds, to revolutions, Hindu, Pathan, Mogul, Maratha, Sikh, English are all masters in turn but the village community remains the same This union of the village community, each one forming a separate state in itself, has, I conceive, contributed more than any other cause to the preservation of the people of India, through all the revolutions and changes which they have suffered and is in a high degree conducive to their happiness, and to the enjoyment of a great portion of freedom and independence* (Dewey, 1972).

The attempts to sustain and restore the local self-governing bodies led to the establishment of the Madras City Corporation in 1687, followed by the enactment of Bombay Presidency Regulation of 1802. Subsequently, the Regulation of the Government of Bengal in 1813, the Lord Mayo's Resolution of 1870, Lord Rippon's Resolution of 1882, followed. On 12th September 1907, the Royal Commission on Decentralization was appointed under the Chairmanship of Shri. Henry William Primrose. It was a six-member committee to look in the relations existing between the Supreme Government and the various Provincial Governments in India and between the Provincial Government and the authorities subordinate to them with respect to financial and administrative purposes and to report whether by measures of decentralization or otherwise, those relations could be simplified and improved. The Commission recognized the importance of Panchayats and Panchayats at the

village level and recommended, “it is most desirable alike in the interests of decentralization, and in order to associate the people with the local tasks of administration that an attempt should be made to constitute and develop village Panchayats for the administration of local village affairs”, (Report of the Royal Commission on Decentralization, 1907).

The idea of village development through village Panchayats, initially launched by Shri. Rabindranath Tagore in 1900, became a major issue during the swadeshi movement in Bengal between 1905 and 1910 (Sarkar, 1973).

C.R. Das, one of the prominent leaders of the freedom movement, had advocated for the rejuvenation of Panchayats. In 1922, he became the president of Indian National Congress and in his presidential address he urged, as a requisite of swaraj, the ‘organization of village life and the practical autonomy of small local centers’. He emphasized that real swaraj could only be attained by vesting the power of Government in these small local centers.

An outline of a scheme for swaraj, drawn up by C.R. Das and Bhagavan Das, was presented to the Congress in 1923, which came to be adopted as part of the party policy besides being recommended for the formation of massive decentralized governments after independence.

Local Self-Government was a subject to be transferred to provinces under the Indian Ministries of the Provincial Governments by the Montague Chelmsford Reforms 1919. Consequent upon the Reforms, Village Panchayats came to be established in a number of provinces. By 1926, eight provinces and six native states had passed Panchayat related laws. The Government of India Act of 1935, which conferred autonomy on local bodies, accelerated the process of formation of Panchayats. “The first evidence of the idea of a three tier Panchayati Raj System comes from Dr. D.P Mishra, the then Minister for Local Self Government under Government of India Act of 1935 in Central Provinces. In order to rejuvenate and invigorate the system of Local Governance, he suggested a three tier structure of local Governance with the District as the focal point” (Bhowmick, 2007).

Gandhiji had always expressed himself in the favour of decentralization, with a utopian vision of self-reliant village-republics. His ambition and thinking on Panchayats are clearly reflected in the following words, “*Long ago, how many, history does not record, genius worked out the village and the local Panchayats. It remained our fort, through, many a turbulent period....Kings and dynasties fought... Empire rose, ruled and misruled and disappeared, but the villagers life maintained its even tenor, away from the din of battle and*

rush of rising and falling empires. We had a village state which protected the life and property and made civilized life possible'' (Bharati, 1994).

“Gandhi’s concept of democratic decentralization bears the stamp of his passionate belief in non violence, truth and individual freedom. He calls it Panchayati Raj or village ‘swaraj’ He wants to see each village a republic, self sufficient in its vital wants, organically and non hierarchically linked with the larger spatial bodies and enjoying the maximum freedom of deciding the affairs of the locality. Gandhiji wanted political power to be distributed among the villages in India” (Roy, 1985).

While the Mahatma and the prominent leaders of the freedom movement nurtured the ambition of restructuring and rejuvenating the village administrative system, there was however, a debate mainly on the communitarian theory of Gram Swaraj advocated by Dr. Ambedkar, which was to be accommodated in the Constituent Assembly. It was a setback for the aspirations of the national leaders from the Gandhian School that the idea of Village Swaraj got reflected only in the Directive Principles of State Policy of the Constitution under Article 40, which emphasized that ‘the State shall take steps to organize Village Panchayats and to endow them with such powers and authority as may be necessary to enable them to function as units of self government’.

Dr. Bhim Rao Ambedkar had a different view of the Indian village community, based on which he had observed that it was perilous to devolved powers to the existing rural power structure, as it would be detrimental to the interest and aspirations of Dalits and the rural poor.

The ultimate objective of the Government of India after independence was to get rid of poverty, illiteracy, unemployment through promotion of development. As part of achieving this goal, the Community Development Programmes were initiated during the first five year plan. The underlying intension was to develop the rural areas and to organize the village people. Community development projects were started in 1952, and in the following year, Community Development Blocks were set up in the selected areas with a population of about 66,000. The community development programmes initiated under the first Five Year Plan were not in tune with the activities to be initiated under the above article and the spirit of local governance. Later, it was decided to establish National Extension Service (NES) all over the country with the development block as the lowest administrative community development unit. At the end of the first five year plan, a committee was constituted under

the Chairmanship of Sri. Balwantrai Mehta, designated as the “Team for the Study of Community Projects and National Extension Service”. The Committee submitted its report on 24 November 1957 and the report paved the way for the establishment of Panchayati Raj institutions at different levels.

The Balwantrai Mehta Committee proposed the establishment of Gram Panchayat at the village level, Panchayat Samiti at the block or intermediate level and Zilla Parishad at the district level. The *Panchayat Samiti* at the block level was to be elected indirectly by the Gram Panchayat. Representation to municipalities and co-operative organizations at the block areas was also recommended. These bodies were to be assigned specific functions with sources of revenue. The committee recommended Zilla Parishad as a co-ordinating body at the district level consisting of Presidents of Panchayat Samitis, members of the State Legislatures, Members of the Parliament and all district level officers of the development departments with the District Collector as Chairperson. Gram Panchayats were recommended to be constituted by direct election on the basis of adult franchise and in order to ensure women’s representation, provisions were to be made to co-opt two women, one each from among the scheduled castes and scheduled tribes. It also suggested providing a share of net land revenue assigned to the Panchayat Samiti. The budget of the Gram Panchayats was to be scrutinized and approved by the Panchayat Samiti and the budget of Panchayat Samiti by the Zilla Parishad, concerned.

The Balwantrai Mehta Committee Report was presented to and discussed in the National Development Council before the Union Government requested all the State Governments to consider the implementation of the report. Rajasthan was the first State to have implemented the Panchayati Raj with independent India’s first Panchayat inaugurated on 2 October 1959 at Nagaur, which was followed by other States.

But the Panchayati Raj Institutions did not gather the expected momentum due to several reasons, including political and bureaucratic reluctance to devolve resources and power, domination of local elites, lack of political will and lack of capability at the local level. Even regular elections to these bodies were not conducted and also financial as well as functional powers conferred upon them were limited. The devolution of functionaries also was not done.

The sixties witnessed a remarkable development in the agricultural production mainly through the ‘*green revolution*’ and a rapid industrialization process associated with the establishment of various departments and formation of sub-offices at the District, Block, and

Village levels. However, Panchayati Raj Institutions had no role to play in the functioning of these schemes and institutions/offices.

Efforts have been made to revitalize and revive the Panchayati Raj Institutions. The Ashok Mehta Committee was constituted to provide recommendations regarding Panchayats. The Committee classified the post 1959 scenario of the Panchayats into three phases: (i) Ascendancy; (1959-64), (ii) Stagnation; (1965-69) and (iii) Decline (1969-77). The main recommendation of the Committee related to the formation of a two-tier system of governance with constitutional protection at the intermediate and district levels. Serious discussions and debates on 'devolution' and 'decentralization' both in the academic and political spheres dominated during this period. These two words became almost like clichés in the rural political context of India. The Committee also suggested constitutional protection to the Panchayati Raj Institutions and recommended regular elections to these bodies. The Ashok Mehta Committee also recommended reservation of seats for weaker sections and women, as also devolution of financial resources, due to political changes at the centre, the Ashok Mehta Committee recommendations were not implemented. Two other Committees with specific terms of reference viz GVK Rao, (1985) and L M Singhvi, (1986) were constituted in the successive years by the Planning Commission and Government of India, respectively.

The GVK Rao Committee observed a gradual bureaucratization of the development process and also the non involvement of Panchayati Raj Institutions in the process. The following recommendations on Panchayati Raj were made by the Committee.

- (1) Panchayati Raj Institutions are to be activated and given all supports needed so as to make them effective organizations for addressing people's problems. Elections to these bodies should be held regularly.
- (2) The district should be the basic unit for planning and programme implementation. The Zilla Parishad should, therefore, become the principal body for management of all development programmes, which can be handled at that level.
- (3) The President of the Zilla Parishad can be directly elected for a term co-terminus with the Zilla Parishad or for one year each on the mayoral pattern. The work of the Zilla Parishad should be managed by sub-committees elected on the basis of a proportional representation as part of developing and encouraging a participatory democracy.

- (4) Panchayati Raj Institutions at the district level and below should be assigned an important role in respect of planning, implementation and monitoring of rural development programmes.
- (5) The concept of a properly prepared plan is reiterated. The preparation of a proper plan is a pre-requisite for the development process so as to ensure that the poor are properly taken care of. All the development departments should clearly spell out the activities they undertake for assisting the poor.
- (6) The district plan should include all the resources available at its disposal. It includes the plan, non plan and institutional resources. (Summary of Recommendations, The Report of the Committee on Administrative Arrangements for Rural Development and Poverty Alleviation Programmes, 1985)

Another Committee chaired by Sri. L M Singhvi was appointed to study the Panchayati Raj system in 1986. The Committee considered Gram Sabha as the very embodiment of direct democracy. The Report clearly states that “the concept of Village Panchayats as units of self government is central and integral to the constitutional mandate and is vital in terms of the living rural reality”. The committee was in favour of villages to be reorganized with many of them grouped together and enlarged so as to make for more viable Village Panchayats and also to make these entangled villages to continue as the primary and homogeneous units of self government (L N Singhvi Report, 1986).

L M Singhvi Committee made the following recommendations:

1. Reorganization of villages on the basis of relevant criteria.
2. Constitutional recognition and protection to local self government
3. Elections to Panchayati Raj bodies to be held promptly at the end of the specified tenure.
4. No Panchayati Raj Institution to be allowed to remain suspended for more than six or seven months.
5. Constitution of a Panchayati Raj Judicial Tribunal in each State for adjudicating controversies in relation to elections, suspensions, supersessions, dissolutions etc.
6. Ensure the availability of adequate financial resources to PRIs
7. The resources budgeted for various rural development and poverty alleviation programmes to be routed through PRIs.
8. Constitution of Nyaya Panchayats for a cluster of villages.

The Singhvi Committee recognized the importance of constitutional support for Panchayats. The Sarkaria Commission Report 1988 also pointed out that the non functioning of Panchayati Raj Institutions was mainly due to the absence of regular elections. The need for constitutional identification of Panchayati Raj Institutions was also pointed out by Dr. P K Thung on Committee.

With a special interest shown by the then Prime Minister Shri Rajeev Gandhi, the 64th Constitution Amendment Bill was introduced. Although the lower house passed the Bill in 1989, it failed to be approved by the Rajya Sabha. It was “alleged to provide the basis for centralization rather than decentralization” (Chandrashekar, 1989). Thus, the Bill was visualized as a tool to deal with Panchayats by ignoring the State Governments.

Although the 64th Constitutional Amendment Bill had failed to become an Act, the issue came to be widely discussed before a consensus emerged among all the major political parties, concerned. Again, another Constitutional Amendment Bill, introduced in the Parliament, was passed on 22 December 1992. Finally, it became a Constitutional (73rd Amendment) Act, on April 24, 1993, duly ratified by a majority of the State Legislative Assemblies, making the formation of Panchayati Raj Institutions mandatory in all the States and UTs of the Indian Union, excepting ‘certain areas’, as per the Article 243 (M) under the constitution. Conformity legislations at par with the Central enactment were made within a specified time-frame of one year. It is observed that certain States lagged behind with the enactment process rushed at the last hour for the State Acts and Rules to be passed. Hence, many of the State Acts were drafted in a common format without much importance given to the State-specific realities. Consequently, Panchayati Raj Institutions came into existence in all the States and Six UTs, excepting the States of Mizoram, Meghalaya, hill areas of Manipur and Assam and tribal areas of Tripura. For Nagaland, in view of a special system under Article 371 (A) being in existence, Tribal Councils and Area Councils were constituted accordingly. In Jammu and Kashmir, decentralized governance in a different pattern has been adopted, as per the provisions under Article 370 of the Constitution.

The Amendment Act did not cover the Scheduled Areas identified by the Vth Schedule in 10 States inhabited, as they have been, by a majority of the tribal population. To ensure self-governance in areas as referred to in clause (i) of the Article 244 of the Constitution through traditional Gram Sabhas in such places, the Government of India enacted Panchayat Extension to Scheduled Areas Act 1996 (PESA Act) on 24 December 1996.

The main features of the 73rd Constitution Amendment Act. The provisions under the 73rd Amendment Act may be broadly classified into mandatory and discretionary provisions.

B.Mandatory Provisions

1. Establishment of Gram Sabha at the GP-level.
2. Constitution of three tiers of Panchayats at village, intermediate and district levels in States a population exceeding 20 lakhs.
3. The ratio between the population of the territorial area of a Panchayat at any level and the number of seats in such Panchayats to be filled by election shall, as far as practicable, be the same throughout the State concerned.
4. All seats in a Panchayat shall be filled by persons chosen by direct election from territorial constituencies under the Panchayat area and for this purpose, each Panchayat area shall be divided into territorial constituencies in such a manner that the ratio between the population of each constituency and the number of seats allotted to it shall, as far as practicable, be the same throughout the Panchayat area.
5. The chairperson of a Panchayat and other members of a Panchayat, whether or not chosen by a direct election from territorial constituencies under the Panchayat area shall have the right to vote in the meetings of Panchayats.
6. The chairperson of a Panchayat, at the intermediate level or at the district level, shall be elected by and from amongst the elected members thereof.
7. Seats shall be reserved for the Scheduled Castes and Scheduled Tribes in every Panchayat and the number of seats reserved shall bear as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Panchayat as the population of the Scheduled Castes under that Panchayat area or of the Scheduled Tribes under that Panchayat area bears to the population of that area.
8. Not less than one third of the total number of seats reserved for the Scheduled Castes and Scheduled Tribes shall be reserved for women belonging to the Scheduled Castes or as the case may be, Scheduled Tribes.
9. Not less than one third (including the number of seats to be reserved for women belonging to the Scheduled Castes and Scheduled Tribes) of the total number of seats to be filled by a direct election in every Panchayat shall be reserved for women.
10. The offices of the chairpersons in the Panchayat at the village or any other level shall be reserved for the Scheduled Castes, the Scheduled Tribes and women in such a manner as the legislature of a state may provide by law.

11. The number of offices of chairperson reserved for the Scheduled Castes and Scheduled Tribes in the Panchayat at each level in the state shall be, as nearly as may be, proportional to the total number of such offices in the Panchayats at each level as the population of the Scheduled Castes in the State or of the Scheduled Tribes in the State bears to the total population of the State.
12. Not less than one third of the total number of offices of chairpersons in the Panchayats at each level shall be reserved for women and this shall be allotted by rotation basis to different Panchayats at each level.
13. Every Panchayat, unless dissolved by any law for the time being in force, shall continue for five years from the date appointed for its first meeting and no longer.
14. An election to constitute a Panchayat shall be completed before the expiry of its duration and before the expiration of a period of six months from the date of its dissolution.
15. A Panchayat constituted upon the dissolution of a Panchayat before the expiration of its duration shall continue only for the remainder of the period for which the dissolved Panchayat would have continued, had it not been dissolved.
16. The Governor of a State shall as soon as may be within one year from the commencement of the Constitution (Seventy Third Amendment) Act 1992 and thereafter at the expiration of every five year constitute a State Finance Commission (SFC) to review the financial position of the Panchayats.
17. The superintendence, direction and control of the preparation of electoral rolls, for and the conduct of all elections to the Panchayats shall be vested in a State Election Commission consisting of a State Election Commissioner (SEC) to be appointed by the Governor.
18. The State Election Commissioner (SEC) shall not be removed from his office except in like manner and on the like grounds as a judge of a High Court and the conditions of service of the State Election Commissioner shall not be varied to his advantage after his appointment.
19. Nothing in this part shall apply to the Scheduled Areas, and the Tribal Areas, the States of Nagaland, Meghalaya and Mizoram and the hill areas in the State of Manipur for which district councils exist under any law for the time being in force.

C. Discretionary Provisions

States have liberty to make laws through legislation keeping the spirit of federalism.

1. Powers and functions of the Gram Sabha
2. Constitution of Panchayats at the intermediate-level in the States and union territories with a population not exceeding twenty lakhs
3. Provisions for composition of Panchayats
4. To make provision for the representation of the Chairperson of Panchayats at the village level in the Panchayats at the intermediate level or in the case of a State not having Panchayats at the intermediate level in the Panchayats at the district level.
5. Provision for the representation of Intermediate Panchayat Chairperson in the district level Panchayats.
6. Provision for the representation of the members of the House of People and the Members wholly or partly under a Panchayat area at a level other than the Village Panchayat
7. Provision for the representation of the Members of the Council of States and Members of the Legislative Councils where they are registered as voters in intermediate or district Panchayats.
8. The manner of rotation of constituencies reserved for Scheduled Castes, Scheduled Tribes and women.
9. Make provisions for the reservation of seats in any Panchayat or offices of Chairpersons in the Panchayats at any level in favour of backward class of citizens.
10. The extent of powers and authority and responsibility to be endowed upon the Panchayats at appropriate levels as may be necessary to enable them to function as institutions of self government.
11. To authorize the Panchayats to levy, collect and appropriate such taxes, duties, tolls and fees and the procedure for the same along with limits.
12. To assign to a Panchayat such taxes, duties, tolls and fees levied and collected by the State Government for such purposes and subject to such conditions and limits.
13. Provide for making such grants-in-aid to the Panchayats from the consolidated fund of the states.
14. Provide by law for the composition of the State Finance Commission, the qualifications which shall be requisite for appointment as members thereof and the manner in which they shall be selected.
15. Make provisions by law for the maintenance of accounts by Panchayats and the auditing of such accounts.

16. Make provision by law with respect to all matters relating to or in connection with elections to the Panchayats.

All the States and Union Territories have fulfilled the mandatory provisions incorporated in the Constitution Amendment and also these provisions are uniform across the States except in respect of reservation of seats for women and the constitution of State Finance Commissions (SFCs). But in the case of discretionary mandates, there exist vast variations across the States with respect to the functions and responsibilities conferred upon the Panchayati Raj Institutions. The sources of income and grants set apart for these institutions and the strength of functionaries vary from State to State. Actually these are tools for measuring the willingness and commitment on the part of States toward the devolution of funds, functions and functionaries to these institutions.

“Panchayats derive their power from the sub national government i.e., the State Government, which has the responsibility to nurture and develop Panchayats. In this process the union government offers the needed support and hand holds the States to full fill their mandated provisions in the spirit of co-operative federalism”. (V N Alok, 2013).

All States and UTs have to prepare an ‘activity mapping’, keeping in view the principle of subsidiarity. Instead of assigning activities and sub-activities under the 29 subjects to the different tiers, a tendency of listing the same subjects to different tiers persisted despite the fact that overlapping of functions might lead to duplication of schemes. Since the authority of transferring of funds, functions and functionaries was entrusted to the States, the extent and degree of devolution was at their discretion. The frequent usages of two words ‘may’ and ‘shall’ in different subsections under section 243 of the Central Act have given freedom to the States, accordingly. It is observed that wherever ‘may’ comes, the States have used their discretionary powers, whereas, mandatory provisions have been made where ‘shall’ is used. It is interesting to note that, wherever ‘may’ comes, the status of Panchayats varies from State to State, while where ‘shall’ has been used, there is a uniformity among the State legislations. Moreover, the absence of a competent body that could provide a handholding support to States and UTs was felt. In this context, the Ministry of Panchayati Raj (MoPR) was formed as a separate Ministry on 27 May 2004. “The primary objective of the Ministry was the implementation of Part IX of the Constitution, Panchayats in Fifth Schedule Areas and District Planning Committees”, with advocacy and financial support as the tools developed for attaining the goals of the Ministry. The MoPR organized Seven Round Table Conferences

in various States and signed a Memorandum of Understanding (MoU) with the Chief Ministers of different States in 2005 besides jointly releasing the activity mapping. A special care was taken to ensure the accountability and transparency of governance, which led to the development of a Panchayat-friendly software to be adopted by all the PRIs.

During 2005-06, the Ministry introduced a Panchayats Empowerment and Accountability Incentive (PEAIS) Scheme with a view to motivating the States to strengthen Panchayats and to make them follow transparency and accountability in their functioning with incentive funds to be allotted according to their performance.

During the twelfth five year plan, the Ministry launched a Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) scheme with a view to strengthening the Panchayati Raj system across States and doing away with the factors that constrain the same. With an intension to transform the governance landscape by ensuring the participation of citizens, the Ministry introduced a National e-governance plan in 2006. The key objectives of e-Panchayat Mission mode project are to use ICT for (a)Automation of internal work flow process of Panchayats; (b) improving delivery of service to citizens; (c)capacity building of Elected Representatives and officials; (d) social audit; (e)transparency and accountability, efficiency and RTI compliance of Panchayats ; and (f)improving governance of local self governments.

A backward Regions Grant Fund (BRGF) scheme was implemented in 272 districts by the Ministry of Panchayati Raj for the period from 2006-07 to 2014-15 with the following objectives:

- (a) To bridge the critical gaps in local infrastructure and other development requirements that were not being adequately met through the existing inflows; (b)to strengthen the Panchayat and Municipality level governance with an appropriate capacity building, facilitating participatory planning, decision making implementation and monitoring of their plans;
- (c)To provide professional support to the local bodies in terms of planning, implementation and monitoring of their plans; (d) to improve the performance and delivery of critical functions assigned to Panchayats.

Following the award of a substantial amount of funds to the Panchayats at the grass roots level by the Fourteenth Finance Commission, the Ministry launched a Gram Panchayat Development Plan (GPDP) with an intension of fulfilling the constitutional mandate of

“preparing plans for economic development and social justice” by the Panchayats. A national framework for Capacity Building and Training (CB&T) for the Elected Representatives and the officials of the PRIs was also developed by the MoPR.

The 73rd Constitutional Amendment did not cover the Scheduled Areas. Perhaps there were historical and socio-political justifications for not extending the legislation to the domain of the Scheduled Areas. On the other side, there were legal and democratic responsibilities involved in making separate enactments for these areas. The Parliament had prudently responded to the democratic deficit in the Scheduled Areas. The Scheduled Areas, referred to in class (I) of Article 244 of the constitution, had been excluded from the Panchayati Raj, perhaps to be made applicable to these areas, if the Parliament, by a law, provided “for such law subject to exceptions and modifications as may be specified in such law and no such law shall be deemed to be an amendment of the Constitution for the purpose of Article 368”.

Consequent to the recommendations of the Dileep Singh Bhuria committee, a bill was introduced in the Parliament before being passed on 19th December 1996, while the provisions of the Panchayats (Extension to scheduled Areas) Act of 1996 come in to force on 24th December 1996, extending the provision of part IX of the constitution with certain exceptions and modifications.

At present, Panchayati Raj Institutions, as mandated by the 73rd Constitutional Amendment Act, have been established in the country, excepting Meghalaya, Mizoram, Nagaland and parts of Tripura, Assam and the hill areas of Manipur. In these regions, the Autonomous District Councils at the sub state level are in operation.

An analysis of the State of Panchayati Raj in India has been presented in the chapters following in terms of framework, functions, functionaries, funds, transparency and accountability initiatives and performance.

D. Methodology

According to the Seventy Third Constitutional Amendment Act of 1993 incorporated in the Constitution as part IX, the States are responsible for transferring to the Panchayats ‘Institutions of Self Government’. Hence, nobody can deny the role of the State Governments in creating an enabling environment for Panchayats to work as Self Governing units. More importantly, there is no option left for the States, as it is a constitutional obligation on their part to create an enabling environment for Panchayats to function in the absence of which, it

can be interpreted as an infringement of the Constitution. How the States can take the responsibility of developing Panchayats? Whether it is 'by design' or 'by default'? What supportive role is needed in the process of nurturing and developing Panchayats by the States? These require a deeper political economy framework. In this context, the reasons for the varying degrees of devolution of powers, functions and functionaries to PRIs by the States are of serious concern.

Despite the continuous efforts made by the Ministry of Panchayati Raj since its formation in 2004, the devolution of funds, functions and functionaries varies from State to State. Even the 73rd Constitution Amendment is not made applicable to some parts of the country. The State of Nagaland had a separate local administration, system as per Article 271 A of the Constitution. During the initial years of the 73rd Amendment, the Panchayati Raj was not applicable to the Fifth Schedule areas. Later, the Panchayati Raj was made applicable to the areas through the enactment of Panchayat Extension to Scheduled Areas (PESA) Act in December 1996 with certain additional provisions to ensure the protection of traditional customs and practices of the ethnic Scheduled Tribe communities in these areas. But still the provision of the 73rd Constitution Amendment is not made applicable to the Sixth Schedule Areas.

Some States and Union Territories have failed to fulfill even the mandatory conditions of the constitutional requirement. Even after 25 years, Pondicherry Union Territory has not enacted a Panchayati Raj Act nor conducted elections. Due to administrative and strategic reasons, elections to the Panchayats have not been held in Jammu and Kashmir since 2011. Similarly, Due to the pendency of suits, elections to PRIs have not been held in Tamil Nadu since 2016.

The Ministry of Panchayati Raj has been Preparing Devolution Index Reports through Independent Research Institutions since 2007 – 2008. The task was entrusted with the Centre for Rural Management (CRM) in the year 2016-17 along with the preparation of a study report on the State of Panchayati Raj.

E.Objectives

Keeping the above background in view, this study proposes to have the following interrelated objectives:

A. To provide a comprehensive status of Panchayats (2016-17) along with inter-state comparisons and best practices with respect to:

- a) Elections and representation in Panchayats, including issues related to State Election Commission.
- b) Structure and functioning of Panchayats, including Standing Committees.
- c) Devolution of functions, funds and functionaries to Panchayats
- d) A study of local democratic institutions – elected and traditional – in Sixth Schedule Areas and other States in the North East Region.
- e) Decentralized planning, with a focus on participatory plans by the Gram Panchayats.
- f) Role and issues related to Elected Representatives from the marginalized sections such as SC, ST and women.
- g) Impact of 50 per cent reservation for women, as well as rotation after two terms.
- h) Role of Panchayats vis-à-vis Centrally Sponsored Schemes and parallel bodies in major Centrally Sponsored Schemes like: (i) MGNREGA; (ii) SSA; (iii) NHM; (iv) ICDS; (v) PMAY; (vi) PMGSY; (vii) RKVY; (viii) NRLM including DDU-GKY; (ix) SBM; (x) NSAP; (xi) SAGY etc.
- i) Support provided by and impact of MGNREGA on Panchayats.
- j) Role of Panchayats in local institutions such as Schools, Anganwadis, hospitals, PDS etc.
- k) Role of GPs in village level people's bodies such as SHGs, Youth Groups etc.
- l) Infrastructure and manpower availability in Panchayats
- m) Capacity building of elected representatives and functionaries
- n) Panchayats' finance, accounts and auditing
- o) E-governance in Panchayats
- p) Gram Sabhas and accountability mechanisms such as social auditing, voluntary disclosure etc.
- q) Implementation of PESA Act, 1996
- r) Status and system of facilitation of State Finance Commissions (SFCs), and implementation of their recommendations.

s) Impact of Panchayats vis-à-vis (i) civic services with a focus on drinking water and sanitation; (ii) governance such as issue of birth and death certificates, licenses etc.; (iii) natural resource management, forest and local environment; (iv) disaster management.

t) States' response to Fourteenth Finance Commission awards and the process of preparing Gram Panchayat Development Plans (GPDs).

u) Developments that have taken place in Panchayati Raj Institutions in the last five years and identification of gaps, good practices and making policy recommendation on the basis of the above.

F.Tools

For the construction of Devolution Index Report and preparation of State of Panchayati Raj Report, the CRM prepared detailed questionnaires approved by the Ministry of Panchayati Raj by a team of experts with a commendable knowledge on the working of Panchayats in various States. While preparing the questionnaires, the objectives of the present study were kept in the background and incorporated additions for getting the relevant information from the stake holders concerned. The State level questionnaire was a package of three sets: (i) general and customized questionnaire for covering all the States and Union Territories; (ii) Separate Questionnaire for covering all the States under Fifth Schedule; (iii) Separate questionnaire for covering all the States under Sixth Schedule . The questionnaire sets, after incorporating all the suggestions made by the Ministry of Panchayati Raj, were forwarded to the officials concerned of all the States and Union Territories in the form of both soft and hard copies. All the States and Union Territories participated in the exercise of answering the questionnaire before returning within the time frame.

Separate questionnaires for District Panchayats, Intermediate Panchayats and Gram Panchayats also were prepared for collecting data from the selected Panchayati Raj Institutions through intensive field visits.

Data available on the internet were also analyzed and available literature reviewed. Panchayati Raj Act of all the States and regulations of all the Union Territories also were examined. The data furnished by the States were cross checked with the data collected from the field as part of ensuring the authenticity of the data collected. Latest amendments made to the State Specific Acts also were examined. Various studies and evaluations made by scholars and research institutions also were referred to while analyzing and preparing the State of Panchayati Raj Report.

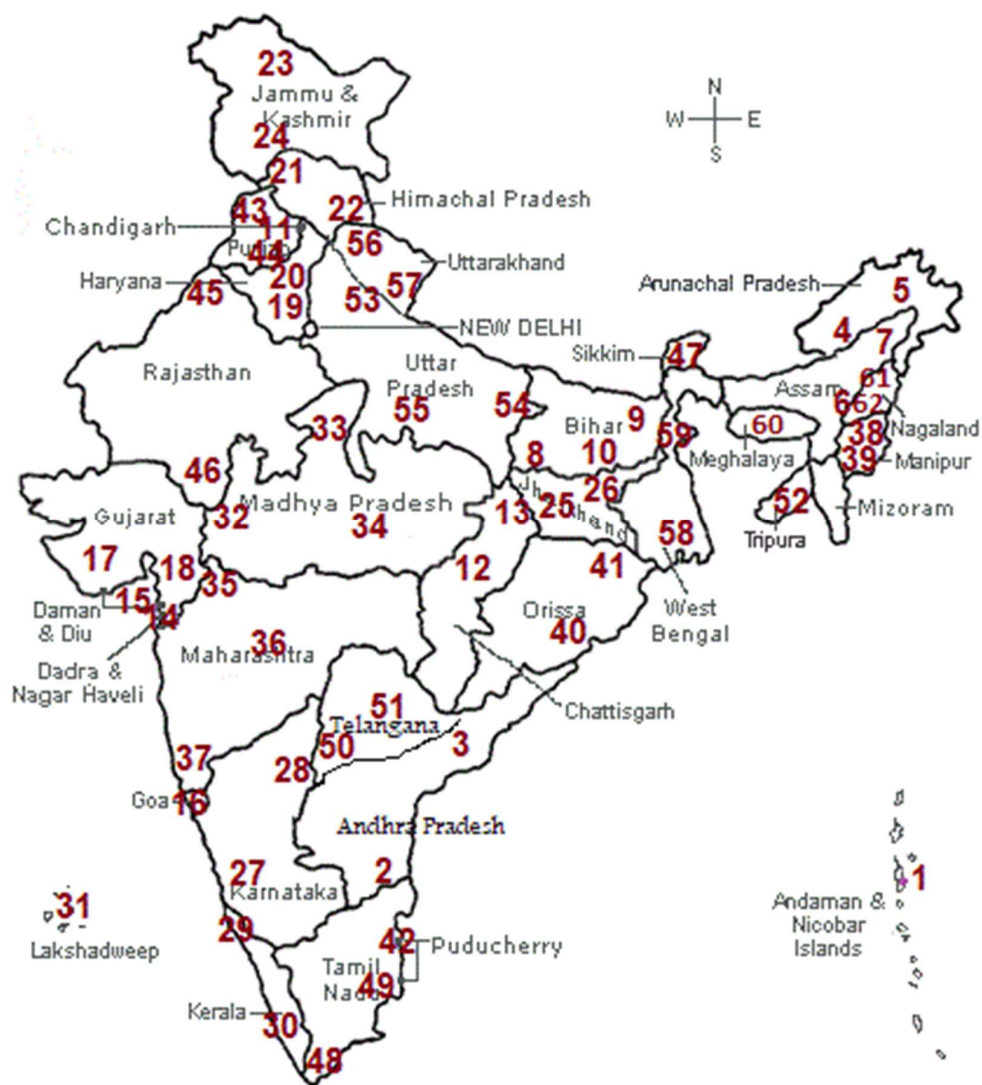
G.Selection of Districts, Blocks and Gram Panchayats

Three District Panchayats from large States like Uttar Pradesh, Madhya Pradesh, Bihar, etc., and two from medium size States and one each from among small States and Union Territories were selected, based on area, development and backwardness. Two Intermediate Panchayats from each District and four Gram Panchayats from each Intermediate Panchayat were also selected and investigators deputed to these selected Panchayati Raj Institutions after imparting training to them. They collected data related to the availability of infrastructure, functionaries, receipts, expenditure, details of projects implemented, functions performed etc. All the Elected Representatives (subject to their availability) of the Panchayati Raj Institutions, especially of Gram Panchayats were interviewed. The selected districts are shown in the Figure No. 1.1 & Table No.1.1. The selected Blocks and Gram Panchayats are shown in Table No.1.2.

H. Design of the Study

There are twelve chapters in the Report. Chapter 1 deals with Evolution of Rural Local Governance in India. An analysis of the PRIs across States based on the constitutional requirements is presented in Chapter 2. Status of mandatory provisions in the constitutional framework is elaborated in Chapter 3. Functions of the Panchayats and Functionaries are presented in Chapters 4 and 5, respectively. Chapter 6 deals with the Panchayat Finance and Chapter 7 depicts the state of accountability and transparency. Performance of the PRIs is discussed in Chapter 8. Chapter 9 describes Panchayat Extension to Scheduled Areas (PESA). Panchayat Raj in Sixth Schedule areas is illustrated in Chapter 10, New Developments, Good Practices, Gaps and Policy Recommendations are illustrated in Chapter 11, followed by a Road Map for the Strengthening of PRIs in Chapter 12.

Figure No.1.1: Location Map of the Selected District for Field Work



Source: Table No. 1.1

Table No. 1.1: .Selected Districts from the States/Union Territories

Number	Selected Districts	States/UTs
1.	South Andaman	Andaman & Nicobar
2.	Chittoor	Andhra Pradesh
3.	East Godawari	Andhra Pradesh
4.	Pampum Pare	Arunachal Pradesh
5.	West Siang	Arunachal Pradesh
6.	KarbiAnglong	Assam
7.	Dibrugarh	Assam
8.	Rohatas	Bihar
9.	Purnia	Bihar
10.	Gaya	Bihar
11.	Chandigarh	Chandigarh
12.	Kabirdham	Chhattisgarh
13.	Surguja	Chhattisgarh
14.	Dadra & Nagar Haveli	Dadra & Nagar Haveli
15.	Daman	Daman & Diu
16.	North Goa	Goa
17.	Rajkot	Gujarat
18.	Bharuch	Gujarat
19.	Jhajjar	Haryana
20.	Rohtak	Haryana
21.	Chamba	Himachal Pradesh
22.	Kinnaur	Himachal Pradesh
23.	Ganderbal	Jammu & Kashmir
24.	Samba	Jammu & Kashmir
25.	Gumla	Jharkhand
26.	Dhanbad	Jharkhand
27.	Dakshina Kannada	Karnataka
28.	Raichur	Karnataka
29.	Kasargod	Kerala
30.	Alappuzha	Kerala
31.	Lakshadweep	Lakshadweep
32.	Jhabua	Madhya Pradesh
33.	Gwalior	Madhya Pradesh
34.	Narsinghpur	Madhya Pradesh
35.	Nandurbar	Maharashtra
36.	Beed	Maharashtra
37.	Kolhapur	Maharashtra
38.	Imphal West	Manipur
39.	Chandel	Manipur
40.	Puri	Odisha
41.	Mayurbhanj	Odisha
42.	Puducherry	Puducherry

43.	Amritsar	Punjab
44.	Fatehgarh	Punjab
45.	Shri Ganganagar	Rajasthan
46.	Dungarpur	Rajasthan
47.	South Sikkim	Sikkim
48.	Kanyakumari	Tamil Nadu
49.	Pudukottai	Tamil Nadu
50.	Mahabubnagar	Telangana
51.	Warangal Rural	Telangana
52.	West Tripura	Tripura
53.	Barielly	Uttar Pradesh
54.	Allahabad	Uttar Pradesh
55.	Banda	Uttar Pradesh
56.	Haridwar	Uttarakhand
57.	Udham Singh Nagar	Uttarakhand
58.	Hoogly	West Bengal
59.	Cooch Behar	West Bengal
60.	Ri-bhoi	Meghalaya
61.	Kiphiri	Nagaland
62.	Mon	Nagaland

Source: Field Data

Table No. 1.2: Selected Blocks and Gram Panchayats from the Selected Districts

Sl. No	State/UTs	Selected Blocks	Selected Gram Panchayats
1.	Andaman & Nicobar	1. Ferrargunj 2. Port Blair	1. Chouldari 2. Stewartgunj 3. Beadnabad 4. Sippighat
2.	Andhra Pradesh	1. Chitoor 2. Yerpedu 3. Devipatnam 4. Maredumillil	1. Chintalagunda 2. Palur 3. Vikruthamala 4. Chennampally 5. Choppakonda 6. Devaram 7. Chatlawada 8. Tadepallil
3.	Arunachal Pradesh	1. Kimin 2. Balijan 3. Basar 4. Gensi	1. Kimin 2. Durpa 3. Lenka 4. Tubang 5. Dali 6. Bam 7. Diten 8. Gensi 2
4.	Assam	1. Socheng	1. Hamren

		2. Howraghat 3. Joypur 4. Barbarua	2. Socheng 3. Langfeer 4. Howraghat 5. Dhadumia 6. Amguri 7. Barbaura 8. Jokai
5.	Bihar	1. Dehri 2. Surajpura 3. Bhawanipur 4. Jalalgarh 5. Belaganj 6. Bodh Gaya	1. Berkap 2. Majhiawan 3. Balihar 4. Surajpura 5. Shahidganj 6. Sonma 7. Jalalgarh 8. Sonatha 9. Lodipur 10. Rauna 11. Atiya 12. Bakror
6.	Chandigarh	1. Chandigarh	1. Kaimbwala 2. Behlana 3. Raipur 4. Kishangarh
7.	Chhattisgarh	1. Kawardha 2. Pandriya 3. Lakhanpur 4. Batoli	1. Samnapur 2. Bhagutola 3. Dalamauha 4. Poulamy 5. Losga 6. Tinga 7. Khadhuwa 8. Govindpur
8.	Dadra & Nagar Haveli	1. Silvassa	1. Kherdi 2. Naroли 3. Dudhani 4. Randha
9.	Daman & Diu	1. Daman	1. Kadayia 2. Dabhel 3. Patlara 4. Pariyari
10.	Goa		1. Moira 2. Penha De Franca 3. Corgao 4. Casarvarnem
11.	Gujarat	1. Padhari 2. Rajkot 3. Valiya 4. Zagadiya	1. Adbalka 2. Depalia 3. Raj Samadhiyala 4. Chanchadiya 5. Kandh 6. Siludi

			7. Umalla 8. Thalodra
12.	Haryana	1. Beri 2. Bahadurgarh 3. Lakhan Manjra 4. Sampala	1. Bishan 2. Bakra 3. Badsa 4. Deshalpur 5. Nandal 6. Chiri 7. Kultana 8. Bhainsurukhurd
13.	Himachal Pradesh	1. Kalpa 2. Pooh 3. Tissa 4. Salooni	1. Kalpa 2. Pangi 3. Sunnam 4. Pooh 5. Deola 6. Tissa1 7. Bhadela 8. Salwan
14.	Jammu & Kashmir		1. Chattergul A 2. Kongan A 3. Andarwan A 4. Lar A 5. Chak Manga 6. Samba 7. Khanpur 8. Ramnagar
15.	Jharkhand	1. Chainpur 2. Kamdara 3. Baliapur 4. Nirsa	1. Janawal 2. Ramgarh 3. Konsa 4. Sarita 5. Surunga 6. Baliapur 7. Ghaghta 8. Pindraghat
16.	Karnataka	1. Puttur 2. Mangalore 3. Lingusugar 4. Raichur	1. Golithottu 2. Ramakunja 3. Dareguude 4. Kallamudkur 5. Guntagol 6. Marladinni 7. Jambaldinni 8. Gillesugar
17.	Kerala	1. Manjeswaram 2. Kanjangadu 3. Kanjikuzhy 4. Mavelikkara	1. Badiadka 2. Mangalpady 3. Madikkai 4. Uduma 5. Thannermukkom 6. Cherthala South 7. Thazhakkara

			8. Chettikulangara
18.	Lakshadweep		1. Amini 2. Chetlat 3. Kadmat 4. Kalpeni
19.	Madhya Pradesh	1. Meghnagar 2. Ranapur 3. Dabra 4. Morar 5. Kareli 6. Narsinghpur	1. Devigarh 2. Jamda 3. Bhanda Kheda 4. Budha Shala 5. Chirpura 6. Jangipur 7. Beerampur 8. Hastinapur 9. Ghoorpur 10. Niwari 11. Bamhori 12. Jhamar
20.	Maharashtra	1. Shirol 2. Chandgad 3. Patoda 4. Dharur 5. Nawapur 6. Talode	1. Kanwad 2. Rajapur 3. Dholagarwadi 4. Halkarni 5. Gandelwadi 6. Manzarighat 7. Umrewadi 8. Dwarur 9. Cheda 10. Kholghar 11. Ameni 12. Borad
21.	Manipur	1. Imphal West –I 2. Imphal West- II 3. Chakpikarong 4. Machi	1. Kaglatongbi 2. Phayeng 3. PhougakchaoSamaijin 4. Kodompokpi 5. Hengshi 6. Sehlon 7. Khunbi 8. Langol
22.	Odisha	1. Puri 2. Nimapada 3. Baripada 4. Bangriposi	1. Chandanpur 2. Malatipatpur 3. Thulasipur 4. Uchhupur 5. Bajode 6. Khadisoale 7. Dhobanisoale 8. Bangirposi
23.	Puducherry	1. Ariyankuppam 2. Villianur	1. Ariyankuppam 2. Bahour 3. Ariyur 4. Koodampakkam

24.	Punjab	<ol style="list-style-type: none"> 1. Majitha 2. Harsha Chhinu 3. BassiPathana 4. Khera 	<ol style="list-style-type: none"> 1. Rangilpura 2. Dial Pur 3. Khatrai Kalan 4. Sangta Nangal 5. Damheri 6. Jai Singhwala 7. Hindupur 8. Sindhran
25.	Rajasthan	<ol style="list-style-type: none"> 1. Padampur 2. Raisinghnagar 3. Aspur 4. Sagwara 	<ol style="list-style-type: none"> 1. BinghBayala 2. Delwa 3. Bhompura 4. Dabla 5. Aspur 6. Gole 7. GamdiDevki 8. Vageri
26.	Sikkim	<ol style="list-style-type: none"> 1. Namchi 2. Ravangla 	<ol style="list-style-type: none"> 1. Turuk 2. SadamSuntoley 3. Rubong 4. Sungmoo 5. BarfungZarung
27.	Tamil Nadu	<ol style="list-style-type: none"> 1. Agastheeswarm 2. Killiyur 3. Gandarvakottai 4. Ponnamaravathi 	<ol style="list-style-type: none"> 1. Kulasekarapuram 2. Swamithoppu 3. Nattalam 4. Paloor 5. Mattangal 6. KulathurNaickar patty 7. Alampatti 8. Konnaipatti
28.	Telangana	<ol style="list-style-type: none"> 1. Kodangal 2. Narayanpet 3. Nekkonda 4. Wardhannapet 	<ol style="list-style-type: none"> 1. Angadiraichur 2. Husnabad 3. Jajapur 4. Singar 5. Gundrepalle 6. Pathipaka 7. Bandauthapur 8. Wardhanapet
29.	Tripura	<ol style="list-style-type: none"> 1. Khowai 2. Mandwi 	<ol style="list-style-type: none"> 1. PurbaGanaki 2. Sonatala 3. Kairai 4. Mandwinagar
30.	Uttar Pradesh	<ol style="list-style-type: none"> 1. Bhojipura 2. Kyara 3. Bhadurpur 4. Chaka 5. Badokhar Khurd 6. Mahuva 	<ol style="list-style-type: none"> 1. ItauwaKedarnath 2. PachdeoraDeoria 3. ItauwaSakhdevpur 4. RondhiMastquail 5. Habeliya 6. Naika 7. Chaka 8. Dhanuha 9. Chamraha

			10. Tindwara 11. Mahuva 12. Makari
31.	Uttarakhand	1. Laksar 2. Roorkee 3. Jaspur 4. Kashipur	1. Husainpur 2. Subhashgarh 3. Delna 4. Sultanpur Sabatwali 5. Birpuri 6. Lalpur 7. Kundeshwari 8. Rampura
32.	West Bengal	1. Dhaniakhli 2. Goghat II 3. Mathabhanga I 4. Tufanganj I	1. Dasghara II 2. Dhaniakhali II 3. Badanganjfului I 4. Kamarpukur 5. Balarampur I 6. Pachagarh 7. Andaranfulbari 8. Balarampur I
33.	Meghalaya	1. Jirang 2. Umling	1. Barigon 2. Umkadhor 3. Diwon 4. Jyntra
34.	Nagaland	1. Aboi 2. Mon 3. Kiphiri 4. Longmatra	1. Long ching 2. Mahaorg 3. Goching 4. Chai 5. Amahator 6. Singrep 7. Ngoromi 8. Sanphura

Source: *Field Data*

CHAPTER II

General Information

A.Gram Sabha

Gram Sabha is the basic democratic constitutional body comprising all the adult members in a village. Article 243B states the Gram Sabha as ‘a body consisting of persons registered in the electoral rolls relating to a village comprised within the area of Panchayat at the village level’. Gram Sabha provides the average citizen a say in the decision-making process in respect of the village. Thus, democracy has been extended to the grassroots through this system. Gram Sabha is a public domain for local citizens to meet and discuss their common problems and also to express the felt needs and aspirations of the local community. As a public domain, it provides space for discussing and debating the development and governance related issues and thereby ensures transparency and accountability in the functioning of the Gram Panchayat. Thus, Gram Sabha is expected to be an embodiment of deliberative democracy. As per the Constitution Amendment Act, States are given discretionary powers to decide on the composition, powers and functions of the Gram Sabha. Since the Constitution Amendment has not mandated a specific design, precise powers, functions and structure of the Gram Sabha, it varies from State to State.

In Kerala, where there are no separate villages and habitations, the Gram Panchayat area is divided into small units known as ‘wards’ and each of these wards shares on almost equal population size and these have been administratively created wards rather than having evolved over a period of time as human settlements. The body of all voters in a ‘ward’ comprises the Gram Sabha. In all the other states, the adult population of a Gram Panchayat forms the Gram Sabha. In order to ensure maximum participation in the Gram Sabha meetings, several States have designed sub-Gram Sabha structures to be held prior to the formal Gram Sabha meetings. The States having sub-Gram Sabha structures and their nomenclature are provided in the Table No.2.1

Table No.2.1: States having Sub Sabhas to Gram Sabhas (*People's Assemblies Below the Gram Sabha*) and their Nomenclature

SL No	State	Name of Sub Sabha
1.	Andaman & Nicobar	Nil
2.	Arunachal Pradesh	Nil
3.	Assam	Nil
4.	Bihar	Nil
5.	Chandigarh	Nil
6.	Chhattisgarh	Nil
7.	Dadra & Nagar Haveli	Nil
8.	Daman & Diu	Nil
9.	Goa	Nil
10.	Gujarat	Nil
11.	Haryana	Nil
12.	Himachal Pradesh	Nil
13.	Jharkhand	Nil
14.	Jammu & Kashmir	Nil
15.	Jharkhand	Nil
16.	Karnataka	Habitation Sabha & Ward Sabha
17.	Kerala	Neighborhood group
18.	Lakshadweep	Nil
19.	Madhya Pradesh	Nil
20.	Maharashtra	Ward Sabha and Mahila Sabha
21.	Manipur	Nil
22.	Meghalaya	NA
23.	Mizoram	NA
24.	Nagaland	NA
25.	Odisha	<i>Palli Sabha</i> for each ward
26.	Puducherry	Nil
27.	Punjab	
28.	Rajasthan	Ward Sabha
29.	Sikkim	Nil
30.	Tamil Nadu	Nil
31.	Telangana	Nil
32.	Tripura	<i>Gram/Ward Sansad</i>
33.	Uttar Pradesh	Nil
34.	Uttarakhand	Nil
35.	West Bengal	<i>Gram /Ward Sansad</i>

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

To ensure periodic meetings of Gram Sabhas, various State legislations have prescribed minimum mandatory number of Gram Sabha meetings. The Gram Panchayats have the choice to convene Gram Sabhas, as and when required. All the States have fixed a quorum for Gram Sabhas. The number of mandatory meetings, quorum of Gram Sabha, the person

authorized to convene Gram Sabha and the person authorized to preside over the Gram Sabha meetings in various States are provided in Table No.2.2

Table No.2.2: Number, Quorum, Person Authorized to Convene and Preside over the Gram Sabhas in Different States and UTs

Sl. No.	Name of State	No of Gram Sabha Meetings Mandated	Quorum of Attendance	Person Authorized to Convene Gram Sabha	Person Authorized to Preside Gram Sabha
1.	Andaman & Nicobar	2	1/10 Voters	Pradhan	Pradhan
2.	Arunachal Pradesh	2	1/10 Voters	Chairperson	Chairperson of Gram Panchayat
3.	Andhra Pradesh	2	Silent	Executive Officer	Sarpanch
4.	Assam	4	1/10 Voters or 100 whichever is less	Secretary	President
5.	Bihar	4	1/20 Voters	Mukhiya	Mukhiya
6.	Chandigarh		20 %	Sarpanch	Sarpanch
7.	Chhattisgarh	6	1/10 and of which 1/3 to be Women	Sarpanch	Sarpanch
8.	Daman & Diu	4	1/10 Voters	Sarpanch	Sarpanch
9.	Dadra & Nagar Haveli	4	1/10 Voters	Sarpanch	Sarpanch
10.	Goa	4	1/10 Voters	Sarpanch	Sarpanch
11.	Gujarat	2	As Prescribed	Sarpanch	Sarpanch
12.	Jammu & Kashmir	2	Not Mentioned	Sarpanch	Sarpanch
13.	Jharkhand	4	1/10 Voters out of which 1/3 to be Women	Mukhiya	Mukhiya
14.	Haryana	3	1/10 Voters	Sarpanch	Sarpanch
15.	Himachal Pradesh	4	1/4 Families	Pradhan	Pradhan
16.	Karnataka	2	1/10 Voters/100	Adhyaksha	Adhyaksha
17.	Kerala	4	10% Voters	Ward Member	President
18.	Lakshadweep	2	1/10 Voters	Pradhan	Pradhan
19.	Madhya Pradesh	4	1/10 Voters and out of which 1/3 to be Women	Secretary	Secretary
20.	Maharashtra	4	1/10 Voters	Sarpanch	Sarpanch in the first meeting every year and in subsequent meetings by a person elected from among the

					voters
21.	Manipur	2	1/10 Voters	Pradhan	Pradhan
22.	Meghalaya		NA		
23.	Mizoram		NA		
24.	Nagaland		NA		
25.	Odisha	2	1/10 Voters	Sarpanch	Sarpanch
26.	Pondicherry	-	-	-	-
27.	Punjab	2	1/5 Voters	Sarpanch	Sarpanch
28.	Rajasthan	2	10% Voters	Sarpanch	Sarpanch
29.	Sikkim	2	1/10 of which 1/3 to be Women	Sabhapati	Sabhapathi
30.	Tamil Nadu	2	50 Voters for a Population of 500. 100 Voters for a Population of 3000. 200 Voters for a Population of 10000. 300 Voters for a Population of above 10000.	President	President
31.	Telangana	Once in 2 Months	Up to 500 Voters-50 501 to 1000-75 1001 to 3000-150 3001 to 5000-200 5001 to 10000-300 Above 10000-400	Sarpanch	Sarpanch
32.	Tripura	1	1/8 Voters	Pradhan	Pradhan
33.	Uttar Pradesh	2	1/5 Voters	Pradhan	Pradhan
34.	Uttarakhand	4	1/5 or Representations from 50 % Families	Pradhan	Pradhan
35.	West Bengal	2	1/10 Voters	Pradhan	Pradhan

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs & State Panchayati Raj Acts

Several State legislatures have made provisions in their Acts for convening 'special meetings' of Gram Sabhas on demand from the voters. States that have made such provisions, percentage of voters necessary for convening special meetings, quorum for special meeting are furnished in Table No. 2.3.

Table No 2.3: States having Provisions in their Respective State Panchayati Raj Acts to Demand for ‘Special Meetings’ of Gram Sabha

Sl. No	Name of States/ UTs	% of Required Voters to Demand Special Gram Sabha Meeting	Quorum Required for Conducting Special Gram Sabhas	Time Frame to Convene Special Gram Sabhas Meeting
1.	Andaman & Nicobar	1/5Voters	1/5	30 Days
2.	Arunachal Pradesh	No Provision	-	-
3.	Assam	No Provision	-	-
4.	Bihar	No Provision	-	-
5.	Chandigarh	No Provision		
6.	Chhattisgarh	10 %	1/10	7 Days
7.	Dadra & Nagar Haveli	No Provision	-	-
8.	Daman & Diu	1/10	1/10	30 Days
9.	Goa	1/10	1/10	30 Days
10.	Gujarat	No Provision	-	-
11.	Haryana	1/10	1/10	-
12.	Himachal Pradesh	1/5	Silent	30 Days
13.	Jharkhand	1/3	Silent	30 days
14.	Jammu & Kashmir	No Provision	-	-
15.	Karnataka	10 %	10 %	30 Days
16.	Kerala	10%	10%	15 Days
17.	Lakshadweep	1/5	1/5	30 Days
18.	Madhya Pradesh	10%	Silent	-
19.	Maharashtra	No Provision	-	-
20.	Manipur	NA	-	-
21.	Meghalaya	NA	-	-
22.	Mizoram	NA	-	-
23.	Nagaland	NA	-	-
24.	Odisha	No Provision	-	-
25.	Puducherry	NA	-	-
26.	Punjab	1/50	1/5	30 Days
27.	Rajasthan	10%	Silent	15 Days
28.	Sikkim	No Provision	-	-
29.	Tamil Nadu	No Provision	-	-
30.	Telangana	No Provision	-	-
31.	Tripura	No Provision	-	-
32.	Uttar Pradesh	1/5	1/5	30 Days
33.	Uttarakhand	1/5	1/5	30 Days
34.	West Bengal	1/5	1/10	21 Days

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

According to the Article 243A of the Constitution, a Gram Sabha may exercise such power and perform such functions at the village level as the legislature of a State may, by law, provides. As per the above constitutional mandate, an impressive list of duties and responsibilities is vested with Gram Sabhas by different State legislatures in India. It may be

worthwhile to list the various duties prescribed by the State Acts for Gram Sabhas to carryout and are accordingly provided in Table No.2.4.

Table No.2.4: Various Duties and Responsibilities of Gram Sabha

SI No	Duties and Responsibilities	Name of Sates / UTs
1.	Fixing Priority for Development Activities	Maharashtra, Kerala, Chhattisgarh, Goa, Madhya Pradesh, Haryana, Daman & Diu
2	Discuss/ Approve Development Plans.	Maharashtra, Kerala, Chhattisgarh, Sikkim, Gujarat, Tripura, Punjab, Arunachal Pradesh, Assam, Bihar, Goa, Jharkhand, Himachal Pradesh, West Bengal, Rajasthan, Tamil Nadu, Madhya Pradesh, Haryana, Manipur, Karnataka, Daman & Diu
3.	Grant Permission to Incur Expenditure	Maharashtra, Daman & Diu
4.	Suggest Locations for Public Utilities	Kerala, Chhattisgarh, Gujarat, Tripura, Goa, Jharkhand, Haryana, Karnataka, Daman & Diu
5.	Conduct Social Audit	Maharashtra, Kerala, Chhattisgarh, Goa, Jharkhand, Rajasthan, Tamil Nadu, Madhya Pradesh, Karnataka, Daman & Diu
6.	Mobilize Voluntary Labour	Uttar Pradesh, Kerala, Chhattisgarh, Uttarakhand, Sikkim, Gujarat, Punjab, Arunachal Pradesh, Andhra Pradesh, Assam, Bihar, Goa, Jharkhand, Himachal Pradesh, West Bengal, Rajasthan, Madhya Pradesh, Manipur, Karnataka, Daman & Diu
7.	Promotion of Literacy / Health etc.	Uttar Pradesh, Kerala, Chhattisgarh, Uttarakhand, Arunachal Pradesh, Bihar, Jharkhand, Himachal Pradesh, Rajasthan, Manipur, Karnataka, Daman & Diu

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Gram Sabhas are supposed to act as deliberative democratic institutions / units representing the wishes and aspirations of the local citizens. Moreover, in almost all States, income and expenditure of Gram Panchayats in terms of budget etc. are to be presented before the respective Gram Sabhas. Potential beneficiaries of various schemes are also to be selected at the Gram Sabha meetings. Gram Sabhas have to provide information regarding developmental activities undertaken by Gram Panchayats and people can propose developmental activities and priorities. As such, these bodies are to attract each and every person to its meetings. But, it is observed that the participation level of rural citizens in the Gram Sabhas is poor. The Gram Sabha meetings are held either without quorum or with a minimum quorum. Attendance details of Gram Sabhas under selected Gram Panchayats from some prominent States are provided in Table No.2.5.

Table No. 2.5: Gram Sabha Attendance in Selected Gram Panchayats from the States and UTs

Sl No	Name of State	District	Name of Gram Panchayat	Total Voters	Quorum Required	2014-2015				2015-2016				2016-2017			
						Date	Attendance	Date	Attendance	Date	Attendance	Date	Attendance	Date	Attendance	Date	Attendance
1	Andaman & Nicobar																
2	Andhra Pradesh																
3	Arunachal Pradesh																
4	Assam																
5	Bihar		Berkap	563	25	16-5-14	28	18-2-15	26	15-8-15	28	26-1-16	27	01-5-16	32	26-1-17	34
			Majhiawan	483	20	1-5-14	29	26-1-15	24	1-5-15	25	15-8-15	22	5-1-16	29	26-1-17	27
			Balihar	423	20	1-5-14	24	15-8-14	27	1-5-15	29	15-8-15	24	5-1-16	27	26-1-17	25
			Surajpura	362	20	1-5-14	36	15-8-14	52	1-5-15	48	15-8-15	32	5-1-16	41	26-1-17	26
			Shahidganj	324	20	1-5-14	26	15-8-14	43	1-5-15	28	15-8-15	27	5-1-16	29	26-1-17	29
			Sonma	432	20	1-5-14	41	15-8-14	39	1-5-15	37	15-8-15	29	5-1-16	28	26-1-17	27
			Jalalgarh	283	15	1-5-14	29	15-8-14	28	1-5-15	28	15-8-15	36	5-1-16	36	26-1-17	28
			Sonatha	486	20	1-5-14	24	15-8-14	32	1-5-15	35	15-8-15	35	5-1-16	29	26-1-17	27
			Lodipur	386	18	1-5-14	36	15-8-14	42	1-5-15	27	15-8-15	36	5-1-16	34	26-1-17	36
			Rauna	482	20	1-5-14	33	15-8-14	44	1-5-15	32	15-8-15	38	5-1-16	34	26-1-17	32
			Atiya	213	18	1-5-14	28	15-8-14	36	1-5-15	33	15-8-15	35	5-1-16	33	26-1-17	29
			Bakror	436	20	1-5-14	25	15-8-14	38	1-5-15	35	15-8-15	33	5-1-16	32	26-1-17	32
6	Chandigarh																
7	Chhatisgarh		Samnapur	264	26	15-8-14	32	26-1-15	44	1-5-15	48	26-1-16	46	15-8-16	63	26-1-17	48
			Bhagutola	324	32	15-8-14	36	26-1-15	46	1-5-15	52	26-1-16	44	15-8-16	46	26-1-17	51
			Dalamauha	382	38	15-8-14	42	26-1-15	39	1-5-15	49	26-1-16	39	15-8-16	44	26-1-17	52

			Poulamy	462	46	15-8-14	46	26-1-15	48	1-5-15	52	26-1-16	48	15-8-16	46	26-1-17	49
			Losga	264	26	15-8-14	39	26-1-15	48	1-5-15	51	26-1-16	51	15-8-16	48	26-1-17	52
			Tinga	312	31	15-8-14	42	26-1-15	85	1-5-15	48	26-1-16	44	15-8-16	46	26-1-17	44
			Khadhuwa	363	36	15-8-14	48	26-1-15	16	1-5-15	49	26-1-16	48	15-8-16	44	26-1-17	46
			Govindpur	426	42	15-8-14	49	26-1-15	47	1-5-15	48	26-1-16	49	15-8-16	42	26-1-17	48
8	Dadra & Nagar Haveli																
9	Daman & Diu																
10	Goa		Moirra	2078	208	15-8-14	198	26-1-15	212	1-5-15	242	26-1-16	238	15-8-16	202	26-1-17	248
			Penha De Franca	3012	301	15-8-14	318	26-1-15	376	1-5-15	324	26-1-16	342	15-8-16	323	26-1-17	312
			CorgaoCa sarvarnem	3086	309	15-8-14		26-1-15	324	1-5-15	342	26-1-16	342	15-8-16	352	26-1-17	352
11	Gujarat	Rajkot	Rajsamad hiyala	965	10% (50)	2-1-15	252	21-10-15	273	18-4-16	295	28-9-16	398	2-10-16	442		
			Depalvya	397	10% (50)	26-5-14	68	28-1-15	77	8-7-16	70	2-10-15	50	18-4-16	50	2-10-16	50
			Adbaika	430	10% (50)	30-5-14	115	27-1-15	200	17-7-15	188	25-1-16	199	20-6-16	176	2-10-16	260
			Chanchadiya	599	10% (50)	14-10-14	65	23-1-15	67	2-7-15	76	25-1-16	64	19-4-16	55	2-10-16	67
12	Haryana																
13	Himachal Pradesh																
14	Jammu & Kashmir	Sanderbal	Chattergula	1456		24-4-14	50	2-10-14	70	24-4-15	40	2-10-15	60	24-4-16	90		
		Samba	Gurwal	2300		26-4-14	4	27-6-14	57	26-7-15	69	14-11-15	26	24-2-16	26	14-4-16	60
			Harminder	743		19-7-15	15	2-10-15	74	23-12-15	56	19-1-16	19	19-4-16	23		

15	Jharkhand																
16	Karnataka	Dakshin Kannada	Kallamunkur	5094	509 (100)	20-6-14	162	19-15	169	11-9-15	133	24-5-16	101	8-7-16	103		
			Ramakunja	4891	489 (100)	24-7-14	114	31-1-15	117	29-7-15	248	24-4-16	106	15-7-16	112		
			Dareguude	3599	360 (100)	25-6-14	126	27-1-15	102	28-8-15	159	3-11-15	101	29-7-16	101	5-11-16	102
		Raichur	Gillesugur	5451	545 (100)	3-9-14	294	26-9-15	150	8-1-16	112	28-10-16	354				
			Jabaldini	5140	514 (100)	29-9-14	225	18-8-15	215	9-1-16	174	21-10-16	294				
17	Kerala	Alappuzha	Cherthala (south)	8240	824	16-5-14	912	9-10-15	963	8-7-15	896	21-2-16	912	10-7-16	823	9-1-17	963
		Alappuzha	Chettikulanga	9364	936	15-5-16	992	12-10-15	982	9-7-15	948	19-2-16	966	26-7-16	982	12-1-17	936
		Alappuzha	Thaneermukham	8598	860	22-5-14	892	16-10-15	872	12-7-15	905	10-2-16	872	29-7-16	874	11-1-17	882
		Alappuzha	Thazhakara	9898	990	16-5-14	992	12-10-15	972	16-7-15	1002	12-2-16	998	16-7-16	1006	18-1-17	988
		Kasaragod	Badiadukka	10563	1005	7-6-14	1112	9-11-15	1063	22-7-15	1012	20-2-16	1028	26-7-16	1025	22-1-17	1038
		Kasaragod	Madikai	9876	988	19-5-14	1002	16-11-15	998	20-8-15	1005	21-3-16	1009	12-6-16	1028	16-2-17	992
		Kasaragod	Mangalpa dy	10723	1007	21-5-14	1046	12-11-15	1006	22-8-15	1024	17-2-16	1012	23-6-16	1126	28-2-17	1056
		Kasaragod	Uduma	9582	958	27-5-15	986	10-11-15	975	19-8-15	988	26-2-16	986	27-6-16	1002	25-2-17	986
18	Lakshadweep		Amini	856	86	26-5-14	186	18-1-15	198	12-7-15	148	22-1-16	176	20-7-16	156	13-3-17	168
			Chetlat	962	96	28-6-14	186	26-2-15	176	13-7-15	186	24-1-16	182	16-7-16	169	20-2-17	185
			Kadamath	982	98	18-6-14	176	24-2-15	148	22-7-15	176	12-1-16	196	29-8-16	184	22-2-17	189
			Kalpeni	1063	106	12-5-14	198	27-3-15	198	23-7-15	186	18-2-16	202	27-9-16	189	16-2-17	189
19	Madhya Pradesh	Narsinghpur	Karoli	1456	10%	27-5-14	72	1-11-14	26	15-8-16	75	26-1-16	70	14-4-16	80	15-8-16	75
			Niwari	2000	10%	14-4-14	135	2-10-14	156	14-4-15	152	2-10-16	156	14-4-16	149	2-10-16	148
		Gwalior	Chirapura	963	10%	30-4-14	93	4-10-14	97	16-4-15	96	4-10-15	103	14-4-16	93	4-10-16	113
		Gwalior	Jangipur	1230	10%	14-4-14	73	2-10-14	88	14-4-15	76	2-10-15	84	14-4-16	336	2-10-16	46
			Hastinapur	1302	10%	14-4-14	31	2-10-14	50	14-4-15	106	2-10-15	130	14-4-16	134	2-10-16	138

20	Maharashtra																
21	Manipur																
22	Meghalaya																
23	Mizoram																
24	Nagaland																
25	Odisha	Mayurbhanj	Dhobanisol	2814	1/10	15-8-14	30	24-3-15	51	15-8-16	20	2-10-15	24	26-1-16	28	2-10-16	20
			Bangirposhi	5130	1/10	12-7-14	62	2-10-14	48	20-8-15	81	2-10-15	36	14-4-16	44		
		Puri	Uchupur	6950	1/10	1-5-14	77	2-10-14	110	1-5-15	86	2-10-15	165	1-5-16	104	15-8-16	123
			Thulasipur	6200	1/10	1-5-14	100	2-10-14	116	1-5-15	80	2-10-15	90	1-5-16	104	15-8-16	80
26	Puducherry																
27	Punjab																
28	Rajasthan	Sriganga Nagar	Dabla	3639	10%	12-11-14	382	2-10-15	382	2-5-2-16	365	23-8-16	375				
			Bingbyala	4317	10%	20-8-14	422	20-10-14	428	2-10-15	439	23-12-15	419	22-9-16	490	5-10-16	492
		Dugarpur	Gol	3120	10%	4-8-14	20	20-10-14	108	2-10-15	50	9-12-15	37	7-4-16	158	2-10-16	41
		Srinagar	Delwa	1611	10%	20-8-14	166	19-3-15	179	2-10-15	171	25-2-16	182	24-4-16	164	2-10-16	173
29	Sikkim	South	45 BarfungZ arrong,	2361	236	4-11-14	68	11-1-15	56	3-8-15	45	16-4-16	61	19-11-16	32		
			24 Tutuk Rama Bong	2382	238	7-11-14	146	28-7-15	183	4-7-15	50	27-2-16	196	22-8-16	198		
30	Tamil Nadu	Kanniyakumari	Killiyur	6818	200	1-6-14	206	15-8-14	154	1-5-15	206	2-10-15	200	15-6-16	213	15-8-16	211
			Nattalam	7674	200	1-6-14	203	26-1-15	199	1-5-15	178	2-10-15	200	15-6-16	202	24-9-16	200
		Pudukottai	Mattangal	2378	100	1-6-14	107	12-10-14	109	1-5-15	114	2-10-15	144	10-6-16	213	15-8-16	118
			Alampalli	1221	100	15-4-14	78	15-8-14	48	16-9-14	31	30-9-14	19				
			Kulathur	4034	200	1-6-14	107	26-1-15	105	1-5-15	114	2-10-15	144	10-6-16	213	22-11-16	116
31	Telangana																
32	Tripura																
33	Uttar Pradesh		ItauwaKe darnath	658	66	15-8-14	72	26-1-15	69	1-5-15	74	26-1-16	72	15-8-16	81	26-1-17	82
			Pachdeora Deoria	785	78	15-8-14	84	26-1-15	82	1-5-15	85	26-1-16	79	15-8-16	78	26-1-17	79
			ItauwaSakh devpur	686	69	15-8-14	86	26-1-15	85	1-5-15	96	26-1-16	96	15-8-16	83	26-1-17	86

			RondhiMa stquil	689	69	15-8-14	71	26-1-15	72	1-5-15	75	26-1-16	79	15-8-16	74	26-1-17	79
			Habeliya	864	86	15-8-14	95	26-1-15	96	1-5-15	96	26-1-16	91	15-8-16	96	26-1-17	89
			Naika	696	69	15-8-14	76	26-1-15	72	1-5-15	75	26-1-16	71	15-8-16	79	26-1-17	81
			Chaka	998	100	15-8-14	102	26-1-15	101	1-5-15	112	26-1-16	99	15-8-16	96	26-1-17	99
			Dhanuha	968	96	15-8-14	87	26-1-15	89	1-5-15	86	26-1-16	112	15-8-16	103	26-1-17	105
			Chamraha	863	86	15-8-14	95	26-1-15	101	1-5-15	96	26-1-16	109	15-8-16	105	26-1-17	109
			Tindwara	964	96	15-8-14	87	26-1-15	112	1-5-15	99	26-1-16	114	15-8-16	112	26-1-17	107
			Mahuva	863	86	15-8-14	89	26-1-15	109	1-5-15	96	26-1-16	112	15-8-16	124	26-1-17	89
			Makari	698	70	15-8-14	79	26-1-15	98	1-5-15	102	26-1-16	115	15-8-16	125	26-1-17	88
34	Uttarakhand																
35	West Bengal	Cooch Bihar	Jorepatke	15692	10%	30-12-14	1455	31-1-15	2537								
		Hooghli	Bodamganj Fului	8083	10%	19-2-15	469	30-1-15	343								
			Kamarpukar	19369	10%	18-3-15	2359	18-1-15	2996								
		Cooah Bihar	Balarampur	14803	10%	31-12-14	738	31-12-15	756								

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Panchayat Act of Karnataka stipulates 10 per cent of voters or 100, whichever is less, as the quorum. None of the Gram Sabhas under the selected Gram Panchayats has maintained 10 per cent attendance, but have maintained attendance of more than 100 voters. The two Gram Panchayats selected from Sikkim have not maintained the quorum in any of their meetings. A majority of the Gram Sabha meetings under the selected Gram Panchayats of Madhya Pradesh have not maintained the quorum. A similar situation is observed in respect of the Gram Panchayats in Odisha and Jammu and Kashmir. From these examples, it is evident that even after two-and-a-half decades of the 73rd amendment the objective of power to people has not yet been completely fulfilled, as envisaged under the provisions of the State Acts. A disappointing level of attendance in the Gram Sabha meetings may be due to a deficit in the service delivery of Gram Panchayats. It is recognized that in the context of limited powers and functions devolved to the Gram Panchayats, an expected level of delivery of public goods may be a hard task to achieve. This was resulted in a poor efficacy of the Gram Panchayats. A positive correlation may be established between the efficacy of Gram Panchayats and the performance of Gram Sabhas. However, the observations made by Jean Dreze and Amartya Sen (2002) provide a positive picture for Gram Sabhas in terms of deepening local democracy. They argue, “the practice of local democracy is also a form of wider political education. In the context of village politics, people are learning (if only at varying speed) to organize, to question established pattern of authority, to demand their rights to resist corruption and so on. This learning process enhances their preparedness not only for local democracy alone, but for political participation in general”.

It is interesting to note that Gram Sabhas in Madhya Pradesh are empowered to call back the Elected Representatives and Sarpanch of the Gram Panchayat after two-and-a-half years of their election. However, the Gram Sabhas are not maintaining 10 per cent attendance in meetings. Some of the State Governments have fixed specific months for the convening of Gram Sabhas. The details of such States are provided in Table No.2.6. The states of Maharashtra, Kerala, Punjab, Jharkhand and Haryana have provisions to disqualify the member/ president consequent on the failure of convening two consecutive meetings of Gram Sabha.

Table No.2.6: ‘Specific Dates and Months Decided’ for Conducting Gram Sabha Meetings in the States &UTs

SI No	Name of State	Months fixed for Gram Sabha Meetings
1.	Andaman & Nicobar	April, May & October & November
2.	Arunachal Pradesh	Not Specified
3.	Assam	Not Specified
4.	Bihar	Not Specified
5.	Chandigarh	Not Specified
6.	Chhattisgarh	Not Specified
7.	Dadra & Nagar Haveli	Not Specified
8.	Daman & Diu	Not Specified
9.	Goa	January, April, July & October
10.	Gujarat	Not Specified
11.	Haryana	May 15- June-15 November 15 & January-15
12.	Himachal Pradesh	January, April, July & October
13.	Jharkhand	Not Specified
14.	Jammu & Kashmir	Not Specified
15.	Jharkhand	Not Specified
16.	Karnataka	April & October
17.	Kerala	Not Specified
18.	Lakshadweep	Before & After the Harvest
19.	Madhya Pradesh	January, April , July & October
20.	Maharashtra	Not Specified
21.	Manipur	Not Specified
22.	Meghalaya	NA
23.	Mizoram	NA
24.	Nagaland	NA
25.	Odisha	February & June
26.	Puducherry	NA
27.	Punjab	December (Sawni Meeting) June (Hari meeting)
28.	Rajasthan	Not Specified
29.	Sikkim	Not Specified
30.	Tamil Nadu	Not Specified
31.	Telangana	Not Specified
32.	Tripura	Not Specified
33.	Uttar Pradesh	Kharif Meeting and Rabi meetings
34.	Uttarakhand	Not Specified
35.	West Bengal	May & November

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

B. Gram Panchayat

Every village in the State of Madhya Pradesh has a Gram Panchayat, while in all other States, one or a group of villages constitutes a Gram Panchayat. The authority to constitute Gram Panchayats are vested with the State governments in Uttar Pradesh, Maharashtra, Kerala, Uttarakhand, Sikkim, Gujarat, Punjab, Jammu & Kashmir, Assam, Jharkhand, Himachal Pradesh, West Bengal, Odisha, Rajasthan, Haryana, Manipur and Karnataka. In Madhya Pradesh and Chhattisgarh, the authority to constitute Panchayats is the Governor. In Tripura State, Election Commission is the authority for the same, while in Union Territories and in the States of Arunachal Pradesh, Andhra Pradesh, Bihar, Goa and Tamil Nadu, this power is vested with the bureaucracy.

Some of the state legislations have fixed the minimum and maximum population to form a Gram Panchayat. The details are provided in Table No.2.7. The population-wise details of Gram Panchayats are provided in Table No. 2.8.

Table No.2.7: Details of States that Have Fixed Minimum and Maximum Population to Constitute Gram Panchayats

Sl No	Name of the State	Minimum Population	Maximum Population
1.	Andaman & Nicobar	Not Specified	Not Specified
2.	Arunachal Pradesh	300	10000
3.	Assam	6000	10000
4.	Bihar	Nearly 7000	Not Fixed
5.	Chandigarh	Not Specified	Not Specified
6.	Chhattisgarh	Not Specified	Not Specified
7.	Dadra & Nagar Haveli	Not Specified	Not Specified
8.	Daman & Diu	Not Specified	Not Specified
9.	Goa	Nearly 1500	10000
10.	Gujarat	Not specified	Not Specified
11.	Haryana	Not less than 500	Not Fixed
12.	Himachal Pradesh	Not Specified	Not Specified
13.	Jharkhand	As nearly as 5000	Not Fixed
14.	Jammu & Kashmir	3000 in Hilly Areas and 4500 in Plain Areas	10000
15.	Jharkhand	Not Specified	Not Specified
16.	Karnataka	Not less than 2500 in some districts and in others 5000	6000
17.	Kerala	Not Specified	Not Specified
18.	Lakshadweep	2000	10000
19.	Madhya Pradesh	Not Specified	Not Specified

20	Maharashtra	Not Specified	Not Specified
21	Manipur	3000	6000
22	Meghalaya	NA	NA
23	Mizoram	NA	NA
24	Nagaland	NA	NA
25	Odisha	2000	10000
26	Puducherry	300	10000
27	Punjab	Not Specified	Not Specified
28	Rajasthan	Not Specified	Not Specified
29	Sikkim	Not Specified	Not Specified
30	Tamil Nadu	Not Specified	Not Specified
31	Telangana	Not Specified	Not Specified
32	Tripura	Not Specified	Not Specified
33	Uttar Pradesh	1000	10000
34	Uttarakhand	500 in Hill Areas and 1000 in Plain Areas	2000 in Hilly Areas and 10000 in Plain Areas
35	West Bengal	Not Specified	Not Specified

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.2.8: Population Wise Distribution of Gram Panchayats

Sl No	Name of State	No. of Gram Panchayats	Population Below 1000	Between 1000-2000	Between 2000-5000	Between 5000-10000	Above 10000	No. of IPs	No. of DPs
1.	Andaman & Nicobar	70	-	14	54	2	-	7	2
2.	Andhra Pradesh	12920	1601	4774	5206	1024	315	660	13
3.	Arunachal Pradesh	1779	1779	-	-	-	-	182	20
4.	Assam	2200	-	-	-	-	2200	185	21
5.	Bihar	8391	1	1	54	2318	6017	534	38
6.	Chandigarh	12	-	-	3	6	3	1	1
7.	Chhattisgarh	10971	Not Available					146	27
8.	Dadra & Nagar Haveli	20	-	-	-	7	13	AN	1
9.	Daman & Diu	15	-	-	4	2	9	NA	2
10.	Goa	190	-	17	96	45	32	NA	2
11.	Gujarat	14029	-	7313	5274	1442	-	247	33
12.	Haryana	6205	1041	2074	2391	585	0	126	21
13.	Himachal Pradesh	3226	Not Available					78	12
14.	Jammu & Kashmir	4198	1238	1510	1385	65	-	NA	NA
15.	Jharkhand	4398	Not Available					263	24

16.	Uttarakahand	7958	6402	850	544	123		95	13
17.	Karnataka	6022		21	1779	3894	326	176	30
18.	Kerala	941	-	-	-	-	941	152	14
19.	Lakshadweep	10	1		3	3	3	NA	1
20.	Madhya Pradesh	22816	65	11247	10742	717	45	313	51
21.	Maharashtra	27901	5670	11559	8643	1519	510	351	34
22.	Manipur	161	-	-	123	38	-	NA	4
23.	Meghalaya	NA							
24.	Mizoram	NA							
25.	Nagaland	NA							
26.	Odisha	6211	-	-	2240	3971		314	30
27.	Puducherry	98	Not Available					10	
28.	Punjab	13028	7285	3448	2052	222	21	147	22
29.	Rajasthan	9894	2	61	6313	3346	172	295	33
30.	Sikkim	176	9	60	98	9	-	NA	4
31.	Tamil Nadu	12524	879	3911	5691	1753	290	385	31
32.	Telangana	8695	840	3390	3834	1126	136	9	9
33.	Tripura	591	5	67	494	24	1	35	8
34.	Uttar Pradesh	59162	5130	28991	21025	3456	560	861	75
35.	West Bengal	3342	-	-	-	138	3204	341	18+1 Mahakwana Parishad

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

As per the legislation, Gram Panchayats are to be divided into constituencies with representatives to be elected from each constituency in all the States. The minimum and maximum number of constituencies fixed by the States are provided in Table No 2.9.

Table No.2.9: Minimum and Maximum Constituencies Fixed for Gram Panchayats

SI No	State	Minimum Number	Maximum Number
1.	Andaman Nicobar	9	15
2.	Andhra Pradesh	5	21
3.	Arunachal Pradesh	1 for 100 Voters	Not fixed
4.	Assam	10	10
5.	Bihar	1 for 500 Population	Not fixed
6.	Chandigarh		
7.	Chhattisgarh	10	20
8.	Dadra & Nagar Haveli	-	20

9.	Daman & Diu	-	15
10.	Goa	5	11
11.	Gujarat	7	9
12.	Haryana	6	20
13.	Himachal Pradesh	7	15
14.	Jammu & Kashmir	7	11
15.	Jharkhand	1 Per 500 Population	Not fixed
16.	Karnataka	9	25
17.	Kerala	13	22
18.	Lakshadweep	3	10
19.	Madhya Pradesh	10	Not fixed
20.	Maharashtra	7	17
21.	Manipur	1 Per 350 Population	
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	11	25
26.	Puducherry	NA	
27.	Punjab	5	13
28.	Rajasthan	Not less than 5	Not Fixed
29.	Sikkim	5	Not Fixed
30.	Tamil Nadu	6	15
31.	Telangana	5	21
32.	Tripura	5	15
33.	Uttar Pradesh	9	15
34.	Uttarakhand	7	15
35.	West Bengal	5	30

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The authority prescribed to divide the constituencies also varies from State to State. The respective State Election Commission is entrusted with the task in Maharashtra, Uttarakhand and Gujarat, while Deputy Commissioners/ District Collectors are authorized for delimitation in respect of Madhya Pradesh, Manipur, Karnataka, Jharkhand, West Bengal, Arunachal Pradesh, Bihar and Chhattisgarh. The delimitation is entrusted with the state level officials in the States/UTs of Pondicherry, Sikkim, Tripura, Jammu & Kashmir, Andhra Pradesh and Goa.

The diversity of Panchayati Raj across India is reflected in the mode of election of Presidents of Gram Panchayats and their nomenclature, the details of which are furnished in Table No. 2.10.

Table No.2.10: Nomenclature of Gram Panchayat Presidents and the Mode of Election

Sl No	Name of State	Nomenclature of President	Mode of Election	
1.	Andaman & Nicobar	Pradhan	Directly Elected by the People	
2.	Andhra Pradesh	Sarpanch	Directly Elected by the People	
3.	Arunachal Pradesh	Chairperson		Elected Among the Elected Members
4.	Assam	President	Directly Elected by the People	
5.	Bihar	Mukhiya	Directly Elected by the People	
6.	Chandigarh			
7.	Chhattisgarh	Sarpanch	Directly Elected by the People	
8.	Dadra & Nagar Haveli			
9.	Daman & Diu	Sarpanch	Directly Elected by the People	
10.	Goa	Sarpanch		Elected Among the Elected Members
11.	Gujarat	Sarpanch	Directly Elected by the People	
12.	Haryana	Sarpanch	Directly Elected by the People	
13.	Himachal Pradesh	Pradhan	Directly Elected by the People	
14.	Jammu & Kashmir	Sarpanch	Directly Elected by the People	
15.	Jharkhand	Mukhiya	Directly Elected by the People	
16.	Karnataka	Adhyaksha		Elected Among the Elected Members
17.	Kerala	President		Elected Among the Elected Members
18.	Lakshadweep	Pradhan (Chairperson)		Elected Among the Elected Members
19.	Madhya Pradesh	Sarpanch	Directly Elected by the People	
20.	Maharashtra	Sarpanch		Elected Among the Elected Members
21.	Manipur	Pradhan	Directly Elected by the People	
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		

25.	Odisha	Sarpanch	Directly Elected by the People	
26.	Pondicherry	President	Directly Elected by the People	
27.	Punjab	Sarpanch	Directly Elected by the People	
28.	Rajasthan	Sarpanch	Directly Elected by the People	
29.	Sikkim	Sabhapati		Elected Among the Elected Members
30.	Tamil Nadu	President	Directly Elected by the People	
31.	Telangana	Sarpanch	Directly Elected by the People	
32.	Tripura	Pradhan		Elected Among the Elected Members
33.	Uttar Pradesh	Pradhan	Directly Elected by the People	
34.	Uttarakhand	Pradhan	Directly Elected by the People	
35.	West Bengal	Pradhan		Elected Among the Elected Members

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Central Act mandates the reservation of membership (seats) and position (Presidentship) for women from Scheduled Caste and Scheduled Tribes. Seats in respect of Elected Representatives and Presidents in proportion to the population of Scheduled Caste and Scheduled Tribe of each State are to be reserved for them and not less than one third to be reserved for women. The States legislatures are at their discretion to reserve seats for the 'Other Backward Communities' (OBC) and 'Backward Communities' (BC). A number of States have raised the percentage of reservation for women to not less than fifty per cent. The percentage of reservation for women and the details of reservation for OBC and BC are provided in Table No. 2.11.

Table No. 2.11: Details of Reservation Mandated for Women, OBC & BC

Sl No	Name of State	Reservation for Women (percentage)	Whether Seats reserved for OBC	Whether Seats are reserved for BC
1.	Andaman & Nicobar	33.33	No	No
2.	Andhra Pradesh	50	No	Yes (34%)
3.	Arunachal Pradesh	33.33		
4.	Assam	50	No	No
5.	Bihar	Nearly 50		Yes (<i>Nearly 20% & out of the 50% reserved for SC/ST and OBC</i>)
6.	Chandigarh	33.33	No	No
7.	Chhattisgarh	50	Yes (<i>27% for OBC, if Reservation for SC&ST is below 50%</i>)	No
8.	Dadra & Nagar Haveli	50	No	No
9.	Daman & Diu	50	No	No
10.	Goa	33.33	No	No
11.	Gujarat	50	Yes (<i>1/10 for Educated Backward Classes</i>)	No
12.	Haryana	Not less than 33.33	No	Yes (<i>One Panch Seat for BC, if the Population of GP is 2% or More</i>)
13.	Himachal Pradesh	50	-	Yes (<i>Government may by general order reserve in proportion to Population</i>)
14.	Jammu & Kashmir	33.33	-	-
15.	Jharkhand	Not less than 50	Yes (<i>If the total reservation for SC/ST is below 50%, the difference for BC but not to exceed 50%</i>)	
16.	Karnataka	Shall not Exceed 50	No	Yes (<i>1/3</i>)
17.	Kerala	50	No	No
18.	Lakshadweep	Not less than 33.33	No	No
19.	Madhya Pradesh	50	Yes (<i>If SC/ST Reservation is below 50% the</i>	No

			difference or 25%)	
20.	Maharashtra	50	-	Yes(27%)
21.	Manipur	Not less than 33.33	-	-
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA	-	-
25.	Odisha	50	-	-
26.	Pondicherry	2 Seats		
27.	Punjab	50		Yes(One Seat in GP where BC Population is more than 20%)
28.	Rajasthan	50		Yes(21%)
29.	Sikkim	50	-	-
30.	Tamil Nadu	50	-	-
31.	Telangana	50		Yes (34%)
32.	Tripura	50		
33.	Uttar Pradesh	33.33		Yes (In Proportion to Population not exceeding 27%)
34.	Uttarakhand	50 (Not less than)		Yes (In proportion to Population (Maximum 15%)
35.	West Bengal	50		

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The actual numbers of Elected Representatives, women SC/ST representatives in respect of Gram Panchayats are provided in Table No. 2.12

Table No.2.12: Details of Elected Representatives in Gram Panchayats and Reservation Categories

SI No	Name of State	Total Number of Elected Representatives	Total Number of Women Elected Representatives	Total Number of SC Elected Representatives	Total Number of ST Elected Representatives
1.	Andaman & Nicobar	753	262		
2.	Andhra Pradesh	143973	71822	28440	10964
3.	Arunachal Pradesh	7416	2935	NA	7416
4.	Assam	23775	11451	2280	2446
5.	Bihar	114733	51998	19037	1223
6.	Chandigarh	144	49	24	-
7.	Chhattisgarh	166890	90974	20042	64653
8.	Dadra & Nagar Haveli	203	109	3	132
9.	Daman & Diu	152	82	03	16

10.	Goa	1514	499	47	104
11.	Gujarat	122947	61474	NR	NR
12.	Haryana	66622	28060	16903	Nil
13.	Himachal Pradesh	26800	13409	6106	1664
14.	Jammu & Kashmir	31441	9936	2475	5471
15.	Jharkhand	58732	28915	6477	20741
16.	Karnataka	96968	48335	18797	10687
17.	Kerala	15965	8714	1708	244
18.	Lakshadweep	85	33	NA	85
19.	Madhya Pradesh	273792	136896	43807	54758
20.	Maharashtra	227241	112621	25269	27597
21.	Meghalaya	NA			
22.	Mizoram	NA			
23.	Nagaland	NA			
24.	Sikkim	986	493	59	355
25.	Uttar Pradesh	886626	292587	177325	4433
26.	Manipur	1664	590	40	34
27.	Odisha	87551	49840	6530	11242
28.	Puducherry	815	NA	NA	NA
29.	Punjab	94118	31373	31059	NA
30.	Rajasthan	117604	66826	18434	14389
31.	Tamil Nadu	64000	21120	12160	640
32.	Telangana	96533	48283	17375	8688
33.	Tripura	6111	2760	990	181
34.	Uttarakhand	61047	34400	12821	2105
35.	West Bengal	49055	24471	12267	2968
	Total	2846256	1251317	480478	253236

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.2.13: The Number of Sarpanches, Sarpanches Seats Reserved for Women, SC and ST Category

SI No	Name of State	Total No. of Sarpanch	Women Sarpanch	SC Sarpanch	ST Sarpanch
1.	Andaman & Nicobar	70	24		
2.	Andhra Pradesh	12904	6452	2493	1118
3.	Arunachal Pradesh	1778	587		1779
4.	Assam	2200	1092	173	290
5.	Bihar	8391	3772	1388	92
6.	Chandigarh	12	4	3	
7.	Chhattisgarh	10958	5822	1232	5464
8.	Dadra & Nagar Haveli	20	11	-	19
9.	Daman & Diu	15	8	0	2
10.	Goa	190	79	-	-
11.	Gujarat	14029	5112	981	-
12.	Haryana	6205	2561	1433	-

13.	Himachal Pradesh	3226	1631	852	250
14.	Jammu & Kashmir	4128	25	165	482
15.	Jharkhand	4398	2275	421	2268
16.	Karnataka	6022	3011	1318	682
17.	Kerala	941	470	66	18
18.	Lakshadweep	10	4	0	10
19.	Madhya Pradesh	22816	10261	3650	4563
20.	Maharashtra	27901	13998	3359	4788
21.	Manipur	161	55	2	4
22.	Meghalaya				
23.	Mizoram				
24.	Nagaland				
25.	Odisha	6211	3230	966	2329
26.	Puducherry	98	-	-	-
27.	Punjab	13028	4436	4254	
28.	Rajasthan	9894	4947	1583	1187
29.	Sikkim	176	88	11	63
30.	Tamil Nadu	12534	4174	-	-
31.	Telangana	8642	4600	1563	782
32.	Tripura	591	285	94	15
33.	Uttar Pradesh	59162	19992	12246	336
34.	Uttarakhand	7958	4007	1760	244
35.	West Bengal	3342	1657	386	199
	Total	248011	104670	40399	26984

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

As in the case of elections to the Parliament and State Legislatures, qualifications required for candidates contesting for Panchayati Raj Institutions have also been prescribed by the respective Panchayati Raj Acts of different States and UTs. Common qualifications such as name to be included in the electoral roll, to be Indian citizens, not to be adjudged as an 'undischarged insolvent' etc., have been incorporated in all the State Acts. In addition to this some state-specific norms fixed by the respective State legislatures are provided in Table No.2.14.

The infrastructure facilities available at the Gram Panchayats also vary from State to State, the details of which are provided in Table No.2.15.

Table No.2.14: The Special Norms Prescribed as Disqualification in Contesting Panchayat Elections

Sl No	Special Norms Prescribed as Disqualification in Contesting Panchayat Elections	States that have Adopted the Norms
1.	The Candidate is a Member in the Cooperative Society	Madhya Pradesh, Rajasthan, Sikkim
2.	A Deaf and Mute Person	Tamil Nadu, Andhra Pradesh, Maharashtra, Kerala, Pondicherry
3.	Person Unable to Read and Write in Mother Tongue	Odisha
4.	Persons Having No Sanitary Latrines	Haryana, Karnataka, Odisha, Maharashtra

		Uttarakhand
5.	Teacher in any School Recognized by the Government Receiving Aid from the Government	West Bengal, Bihar, Arunachal Pradesh, Jammu & Kashmir
6.	Person Having More Than Two Children	Madhya Pradesh, Haryana, Rajasthan, Andhra Pradesh, Telangana, Gujarat, Maharashtra
7.	Person Suffering from Leprosy	Madhya Pradesh, Rajasthan, Sikkim
8.	Person Debarred from Practicing as an Advocate	Manipur, Karnataka
9.	Those Who are Not Having the Prescribed Minimum Education Qualifications	Haryana, Rajasthan
10	Person Acted as Proxy Member (Husband/ Wife / Relative) who has Performed the Duties of a Member or Resident as Behalf of the Member/ President	Uttarakhand

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.2.15: Details of Infrastructure of Gram Panchayats

Sl No	Name of having State	Gram Panchayats					
		With own Building	Functioning in Other Building	Having No Building	Having Telephone Connection	Having Computer Facilities	Having Internet Connection
1.	Andaman & Nicobar	53	17	-	70	70	26
2.	Andhra Pradesh	11109	1811		10131	3909	3909
3.	Arunachal Pradesh	-	-	1779	-	-	-
4.	Assam	1886	314			1934	246
5.	Bihar	4279	3273	839	-	3128	1679
6.	Chandigarh	12	-	-	1	12	12
7.	Chhattisgarh	10971	-	-	2099	4482	4029
8.	Dadra & Nagar Haveli	20	-	-	20	20	16
9.	Daman & Diu	15	-		15	15	15
10.	Goa	190	-	-	190	190	190
11.	Gujarat	14029			14029	14029	14029
12.	Haryana	5463		742	6205	3839	1372
13.	Himachal Pradesh	3226	-	-	3056	3226	3000
14.	Jammu & Kashmir	2518	10	1670	-	-	-
15.	Jharkhand	3479	631	288	-	-	-
16.	Karnataka	5562	460	-	6022	6022	6022
17.	Kerala	941	-	-	941	941	941
18.	Lakshadweep	10	-	-	10	10	10
19.	Madhya Pradesh	21675	1141	-	456	22816	17112
20.	Maharashtra	23538	4363		21519	27875	20901
21.	Manipur	104	57	-	-	65	-

22.	Meghalaya	NA					
23.	Mizoram	NA					
24.	Nagaland	NA					
25.	Odisha	6066	145		6066	6211	2925
26.	Pondicherry	-	-	-	-	-	-
27.	Punjab	5454	7574	-	13028	5215	5202
28.	Rajasthan	9171	723		3176	9171	3052
29.	Sikkim	163	13	-	176	176	176
30.	Tamil Nadu	12524	-	-	12524	12524	12524
31.	Telangana	8038	657	-	789	5785	789
32.	Tripura	511	-	80	591	591	591
33.	Uttar Pradesh	46737	11817	608	599	29811	29811
34.	Uttarakhand	6824	-	1134		1418	618
35.	West Bengal	3342	-	-	3342	3342	3342
	Total	207910	33006	7140	105055	166827	132539

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

C. Intermediate Panchayat

The Constitution Amendment Act mandates a three-tier Panchayati Raj system for States having a population of more than 20 lakhs. The States and UTs where the population is below 20 lakhs, may constitute Intermediate Panchayats in respect of which, the discretion is left to them. The level at which the middle-tier Panchayats are to be constituted can be decided by the State legislatures, concerned. All the States, excepting Gujarat and Karnataka, have constituted the middle-tier Panchayats at the block level, while these two States have constituted them at the Taluk level. In most of the States, the recruitment of staff to the intermediate level Panchayats was not necessitated, since the Intermediate Panchayats had been incorporated in the Block Development Offices, excepting Karnataka. In Gujarat, spatially, both the Taluk and Block are coterminous.

The Intermediate Panchayats are vested with limited powers and functions as compared to the Gram Panchayats and District Panchayats. The own-fund sources of Intermediate Panchayats are also limited. In addition to the Elected Representatives of the constituencies, the ex-officio members like MLAs and Presidents of Gram Panchayats are nominated to the Intermediate Panchayats. In certain States, the Gram Panchayat Presidents are given accommodation on a rotation basis to be members on the committees. The total numbers of Intermediate Panchayats, general Elected Representatives, Women Elected Representatives and Elected Representatives from Scheduled Caste and Scheduled Tribe in each state are

provided in Table No.2.16. The details of Presidents of Intermediate Panchayats are furnished in Table No.2.17. The details of Ex- Officio Members in the Intermediate Panchayats are provided in Table No.2.18.

Table No.2.16: Details of the Elected Representatives in Intermediate Panchayats including Reserved Categories

Sl No	Name of States	Total No. of Intermediate Panchayats	No. of Elected Representatives	No. of Women Elected Representatives	No. of SC Elected Representatives	No. of ST Elected Representatives
1.	Andaman Nicobar	7	70	28	-	-
2.	Andhra Pradesh	660	10807	5630	2069	704
3.	Arunachal Pradesh	182	1779	622	-	1779
4.	Assam	185	2183	1192	230	327
5.	Bihar	534	11497	5341	1910	131
6.	Chandigarh	1	15	6	3	
7.	Chhattisgarh	146	2973	1670	361	1188
8.	Dadra & Nagar Haveli	NA				
9.	Daman & Diu	NA				
10.	Goa	NA				
11.	Gujarat	247	5265	2603	387	1258
12.	Haryana	126	2997	1258	748	
13.	Himachal Pradesh	78	1673	862	435	127
14.	Jammu & Kashmir	NA				
15.	Jharkhand	263	5423	2823	650	1818
16.	Karnataka	176	3903	2018	771	387
17.	Kerala	152	2082	1118	218	31
18.	Lakshadweep	NA				
19.	Madhya Pradesh	313	6792	3396	1086	1358
20.	Maharashtra	351	3922	1925	446	532
21.	Manipur	NA				
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	314	6211	3273	445	763
26.	Puducherry	NA				
27.	Punjab	147	2731	910	903	
28.	Rajasthan	295	6236	3118	971	871
29.	Sikkim	NA				
30.	Tamil Nadu	385	6856	2986	1613	64
31.	Telangana	438	67879	3440	1238	619
32.	Tripura	35	419	192	75	9
33.	Uttar Pradesh	861	48796	29966	12891	394
34.	Uttarakhand	95	3266	1654	713	101
35.	West Bengal	341	9283	5632	2188	566
	Total	6332	213058	81663	30351	13027

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No. 2.17 : Details of Presidents of Intermediate Panchayats

SI No	Name of State	Total No. of Presidents	Women President	Presidents from SCs	Presidents from STs
1.	Andaman & Nicobar	7	4	-	-
2.	Andhra Pradesh	660	329	127	54
3.	Arunachal Pradesh	182	60		182
4.	Assam	185	94	15	26
5.	Bihar	534	236	92	5
6.	Chandigarh	1		0	
7.	Chhattisgarh	146	90	11	94
8.	Dadra & Nagar Haveli	NA			
9.	Daman & Diu	NA			
10.	Goa	NA			
11.	Gujarat	247	124	16	56
12.	Haryana	126	77	25	
13.	Himachal Pradesh	78	42	19	8
14.	Jammu & Kashmir	NA			
15.	Jharkhand	263	132	27	148
16.	Karnataka	176	88	26	11
17.	Kerala	152	76	11	3
18.	Lakshadweep				
19.	Madhya Pradesh	313	160	50	62
20.	Maharashtra	351	176	41	59
21.	Manipur	NA			
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	314	163	85	72
26.	Puducherry	NA			
27.	Punjab	147	60	48	
28.	Rajasthan	295	148	47	34
29.	Sikkim	NA			
30.	Tamil Nadu	385	-	-	-
31.	Telangana	438	220	79	39
32.	Tripura	35	17	5	1
33.	Uttar Pradesh	861	298	158	4
34.	Uttarakhand	95	51	21	3
35.	West Bengal	341	166	78	9
	Total	6332	2811	981	870

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.2.18 : Details of Ex-Officio Members in the Intermediate Panchayats

SI No	Name of State	Ex- Officio Members as per the State Act
1.	Andaman of Nicobar	A percentage of Pradhans of Gram Panchayats by rotation and MPs from the area
2.	Andhra Pradesh	Sarpanches of Gram Panchayats, MPs of both the Houses and MLAs and districts collectors. One person (nominated) from the Minority community. Presidents of Agricultural Marketing Committees (permanent invitees) and the President can invite experts
3.	Arunachal Pradesh	The President of Gram Panchayats, MPs of both the Houses whose names are in the voters list of the block area. MLAs from the area. One circle Officer/ Assistant Commissioner. And one representative from cooperative societies
4.	Assam	Presidents of Gram Panchayats, MPs
5.	Bihar	Presidents of Gram Panchayats, MPs of both Houses and MLAs whose names are in the voters list of the block area.
6.	Chandigarh	
7.	Chhattisgarh	1/5 of Sarpanches elected from among themselves by rotation, MLAs, MPs & MLCs
8.	Dadra & Nagar Haveli	NA
9.	Daman & Diu	NA
10.	Goa	NA
11.	Gujarat	MLAs from the Taluk area(permanent invitees)
12.	Haryana	MLAs
13.	Himachal Pradesh	1/5 of Pradhans of Gram Panchayats by rotation. MPs and MLAs from the area. MP to the Rajya Sabha if he is a voter from the block area and Zilla Parishad Member
14.	Jammu & Kashmir	NA
15.	Jharkhand	1/5 of the Gram Panchayats Mukhias elected from among themselves each year on rotation basis. MPs and MLAs from the area. An eminent person nominated by the Government
16.	Karnataka	1/5 of Gram Panchayats Adhyakshas by rotation elected among themselves. MPs of both the Houses whose names are included in the voters list in the Taluka area and MLAs & MLCs
17.	Kerala	Presidents of Gram Panchayats
18.	Lakshadweep	NA
19.	Madhya Pradesh	1/5 of Gram Panchayats Sarpanches by rotation elected from among themselves(once elected cannot be re elected) and MLAs
20.	Maharashtra	No Ex officio Members (but the Panchayat Samiti

		shall constitute a committee of Sarpanches Chaired by the Deputy Chairman of the Panchayat Samiti)
21.	Manipur	NA
22.	Meghalaya	NA
23.	Mizoram	Na
24.	Nagaland	NA
25.	Odisha	Sarpanchas of Gram Panchayats, MPs and MLAs from the area. Members of the Council of State if he/she is a voter in the block area.
26.	Puducherry	NA
27.	Punjab	A percentage of Gram Panchayat Sarpanches elected from among themselves by rotation, MPs and MLAs
28.	Rajasthan	Sarpanches of Gram Panchayats and MLAs from the Block area
29.	Sikkim	NA
30.	Tamil Nadu	1/5 of the Presidents of the Gram Panchayats by rotation, MPs of both the Houses and MLAs of the area .
31.	Telangana	Sarpanches of Gram Panchayats, MPs and MLAs from the area, MPs of Rajya Sabha whose name is figured in the voters list of the area. District Collectors, one person from the Minority Community (nominated), Presidents of Agricultural Marketing Committees
32.	Tripura	
33.	Uttar Pradesh	Pradhans of Gram Panchayats. Zilla Parishad Members of the area. MPs and MLAs from the districts, Members of Rajya Sabha who are voters of the area.
34.	Uttarakhand	Pradhans of Gram Panchayats and MLAs from the area
35.	West Bengal	Pradhans of Gram Panchayats. Member of Councils of States, Zilla Parishad Members (except Presidents from the block area).

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Intermediate Panchayats vary not only in their structure and composition, but also names and the nomenclature of the Presidents also. The nomenclature of Intermediate Panchayats and their Presidents in each State are provided in Table No.2.19

Table No.2.19: Nomenclature of Intermediate Panchayats and Presidents

SI No	Name of State	Nomenclature o the Intermediate Panchayats	Nomenclature o the President
1.	Andaman Nicobar	Panchayat Samiti	Pramukh
2.	Andhra Pradesh	Mandal Parishad	President
3.	Arunachal Pradesh	Anchal Samiti	Chairperson
4.	Assam	Anchalik Panchayat	President
5.	Bihar	Panchayat Samiti	Pramukh
6.	Chandigarh	Panchayat Samiti	Chairman
7.	Chhattisgarh	Panchayat Samiti	Pramukh
8.	Dadra & Nagar Haveli	NA	
9.	Daman & Diu	NA	
10.	Goa	NA	
11.	Gujarat	Taluka Panchayat	President
12.	Haryana	Panchayat Samiti	Chairman
13.	Himachal Pradesh	Panchayat Samiti	Chairman
14.	Jammu & Kashmir	NA	
15.	Jharkhand	Panchayat Samiti	Pramukh
16.	Karnataka	Taluk Panchayat	Adhyaksha
17.	Kerala	Block Panchayat	President
18.	Lakshadweep	NA	
19.	Madhya Pradesh	Janpad Panchayat	President
20.	Maharashtra	Panchayat Samiti	Chairman
21.	Meghalaya	NA	
22.	Manipur	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	Panchayat Samiti	Chairman
26.	Puducherry	NA	
27.	Punjab	Panchayat Samiti	Chairman
28.	Rajasthan	Panchayat Samiti	Pramukh
29.	Tamil Nadu	Panchayat Union	Chairman
30.	Tripura	Panchayat Samiti	Chairman
31.	Telangana	Mandal Praishad	President
32.	Uttar Pradesh	Kshetra Panchayat	Pramukh
33.	Uttarkhand	Kshetra Panchayat	Pramukh
34.	Jharkhand	Panchayat Samiti	Pramukh
35.	West Bengal	Panchayat Samiti	Sabhapati

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

In several States, the Panchayati Raj Institutions are viewed in a hierarchically structured design, and placed in a hierarchically arranged locations, i.e., Gram Panchayat (the lowest); Intermediate Panchayat (above the Gram Panchayat) ; and Zilla Panchayat (above these two).

A 'Subordinate position' of an elected institution vis-à-vis another one is alien to the principle of subsidiarity. According to the principle of democracy, no elected body is superior to another elected body. The government at a lower level should have the freedom to exercise the powers conferred upon it and it should not be persuaded to wait for sanctions and approvals from higher authorities/ governments. But it may be noted that the legislations of Uttarakhand, Andaman Nicobar, Pondicherry, Gujarat, Tripura, Punjab, West Bengal, Odisha, Arunachal Pradesh, Andhra Pradesh, Assam and Haryana have provided supervisory powers to Intermediate Panchayats over Gram Panchayats. Moreover, budgets prepared by the Village Panchayats in Karnataka, Arunachal Pradesh, Assam, Andhra Pradesh, Rajasthan, Tripura, Punjab, Maharashtra, Uttarakhand and Andaman are subject to be approval of Intermediate Panchayats.

D. District Panchayat

District Panchayats have been constituted in all the States, as per the provisions of the Constitution Amendment Act. There are 594 District Panchayats as on October 2016 with 17615 Elected Representatives, as per the data furnished by the State Governments. Out of the total elected members, 47.90 per cent are women, the reason being a 50 per cent reservation has not been provided by all the States and Union Territories. The details of District Panchayats and Elected Representatives are provided in Table No.2.20

Table No. 2.20: Number of District Panchayats and Elected Representatives

Sl No	Name of State	Total No. of District Panchayats	Total no. of Elected Members	No. of Women of Elected Members	No. of Elected Members Belonging to SCs	No. of Elected Members Belonging to STs
1.	Andaman & Nicobar	2	35	12	-	-
2.	Andhra Pradesh	13	672	341	129	44
3.	Arunachal Pradesh	20	182	66	-	182
4.	Assam	21	418	227	44	39
5.	Bihar	38	1161	548	195	13
6.	Chandigarh	1	10	3	2	-
7.	Chhattisgarh	27	402	222	43	135
8.	Dadra & Nagar Haveli	1	20	10		16
9.	Daman & Diu	2	20	10	1	1
10.	Goa	2	50	17	-	6
11.	Gujarat	33	1086	513	73	286
12.	Haryana	21	416	181	96	-
13.	Himachal Pradesh	12	250	127	61	24

14.	Jammu & Kashmir	NA				
15.	Jharkhand	24	543	281	66	179
16.	Karnataka	30	1083	539	212	95
17.	Kerala	14	331	174	33	6
18.	Lakshadweep	1	25	9	-	25
19.	Madhya Pradesh	51	852	426	136	170
20.	Maharashtra	34	1961	973	225	272
21.	Manipur	4	60	24	22	1
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	30	854	438	64	101
26.	Puducherry	NA				
27.	Punjab	22	331	110	109	
28.	Rajasthan	33	1014	587	185	168
29.	Sikkim	4	110	55	7	39
30.	Tamil Nadu	31	686	229	161	8
31.	Telangana	9	456	223	82	41
32.	Tripura	8	116	54	20	2
33.	Uttar Pradesh	75	3203	1404	786	16
34.	Uttarakhand	13	436	220	92	12
35.	West Bengal	18	832	415	208	54
	Total	594	17615	8438	3052	1935

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The women representation is higher than what has been mandated in respect of Kerala, Assam, Jharkhand, Odisha, Rajasthan and Chhattisgarh. The ratio of population to the number of elected representatives also varies from State to State, as also the ratio of Elected Representatives to population in the selected States. The details are provided in Table No.2.21.

Table No.2.21: Ratio of Elected Members of Zilla Parishad to Population in States and UTs

Sl No	Name of State	Ratio of Population
1.	Andaman & Nicobar	Not Specified in the Act
2.	Andhra Pradesh	Not Specified in the Act
3.	Arunachal Pradesh	1:5875
4.	Assam	1:30000
5.	Bihar	1:50000
6.	Chandigarh	Not Specified in the Act
7.	Chhattisgarh	Not Specified in the Act
8.	Dadra & Nagar Haveli	Not Specified in the Act
9.	Daman & Diu	Not Specified in the Act
10.	Goa	Not Specified in the Act
11.	Gujarat	Not Specified in the Act
12.	Haryana	Not Specified in the Act
13.	Himachal Pradesh	1:25000
14.	Jammu & Kashmir	NA
15.	Jharkhand	1:50000
16.	Karnataka	Not Specified in the Act
17.	Kerala	Not Specified in the Act
18.	Lakshadweep	1:2500
19.	Madhya Pradesh	1:60000
20.	Maharashtra	Not Specified in the Act
21.	Manipur	Not Specified in the Act
22.	Meghalaya	NA
23.	Mizoram	NA
24.	Nagaland	NA
25.	Odisha	1:40000
26.	Puducherry	NA
27.	Punjab	Not Specified in the Act
28.	Rajasthan	Not Specified in the Act
29.	Sikkim	Not Specified in the Act
30.	Tamil Nadu	Not Specified in the Act
31.	Telangana	Not Specified in the Act
32.	Tripura	1:25000
33.	Uttar Pradesh	Not Specified in the Act
34.	Uttarakhand	1:16000
35.	West Bengal	Not Specified in the Act

Source:*Data Compiled from the Information Provided by the States*

All the States except Kerala and Gujarat have provisions to make, Members of Parliament (MP) and the Members of the Legislative Assemblies (MLAs) as Ex -Officio Members in the District Panchayats. In addition to MPs and MLs, the President of the Intermediate Panchayat also is made Ex- Officio Members of the District Panchayats which are provided in Table No.2.22

Table No.2.22: Details of Ex – Officio Members of the Zilla Parishad

Sl No	Name of State	Ex. Officio Members
1.	Andaman & Nicobar	Pramukhs of Panchayat Samiti and members of Parliaments
2.	Andhra Pradesh	MPs & MLA's from the District, Rajya Sabha MP's who are voters of the district, 2 representatives from minorities to be co-opted
3.	Arunachal Pradesh	MP's and MLA's from the District, Anchal Samiti chairpersons
4.	Assam	Anchalik Panchayat Presidents, members of Parliaments and MLAs from the District
5.	Bihar	MPs, MLAs and Pramukhas of Panchayat samitis from the district
6.	Chandigarh	
7.	Chhattisgarh	Pramukhs of Panchayat Samitis, MPs and MLAs from the District
8.	Dadra & Nagar Haveli	
9.	Daman & Diu	
10.	Goa	MPs and MLAs from the District
11.	Gujarat	M LPs from the district are permanent invitees
12.	Haryana	MPs and MLAs from the District, Panchayat Samiti chairmen
13.	Himachal Pradesh	MPs and MLAs from the District. Rajya Sabha members who are voters of the district ,1/5 of Panchayat Samiti chairmen
14.	Jammu & Kashmir	
15.	Jharkhand	
16.	Karnataka	Adhyakshas of Taluk Panchayats MPs and MLAs from the District MLCs who are voters of the District
17.	Kerala	Block Panchayat Presidents
18.	Lakshadweep	
19.	Madhya Pradesh	MPs and MLAs from the District, Chairman District Co-operative Bank
20.	Maharashtra	Chairman of Panchayat Committees
21.	Manipur	MPs and MLAs from the District Rajya Sabha Members who are voters of the District. Panchayat Samiti Chairmen
22.	Meghalaya	NA
23.	Mizoram	NA
24.	Nagaland	NA
25.	Odisha	Chairman of Panchayat Samiti ,MPs of both the Houses and MLAs of the District
26.	Puducherry	NA
27.	Punjab	Panchayat Samiti Chairmen MPs and MLAs from the District
28.	Rajasthan	Pradhans of Panchayats samitis MPs and MLAs from the District

29.	Sikkim	Sabhapatis of Gram Panchayats MPs and MLAs from the District
30.	Tamil Nadu	MPs and MLAs from the District
31.	Tripura	Panchayat Samiti chairmen, MPs and MLAs from the District
32.	Telangana	MPs and MLAs from the District. Rajya Sabha members who are voters from the District, 2 representatives from minorities to be co-opted
33.	Uttar Pradesh	Pramukh, of Kshetra Panchayats, MPs and MLAs from the District, Member of Rajya Sabha who are voters of the District
34.	Uttarakhand	Pramukhas of Kshetra Panchayats. MPs and MLAs from the District. Rajya Sabha Members who are voters from the District
35.	West Bengal	Sabhapathis, MLAs and MPs from the District

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

As on October 2016, 41.20 per cent of women occupy the position of Presidentship in the District Panchayats. The details of heads of District Panchayats as on October 2016 are provided in Table No.2.23

Table No. 2.23: Details of District Panchayat Presidents

Sl No	Name of State	Number of Presidents	Presidents from Women Category	Presidents from Scheduled Caste	Presidents from Scheduled Tribe
1.	Andaman Nicobar	2	-	-	-
2.	Andhra Pradesh	13	6	1	1
3.	Arunachal Pradesh	20	7	-	20
4.	Assam	21	14	3	3
5.	Bihar	38	17	2	-
6.	Chandigarh	1	-	-	-
7.	Chhattisgarh	27	14	2	7
8.	Dadra & Nagar Haveli	1	-	-	1
9.	Daman & Diu	2	-	-	-
10.	Goa	2	-	-	-
11.	Gujarat	33	16	2	7
12.	Haryana	21	13	5	-
13.	Himachal Pradesh	12	6	3	2
14.	Jammu & Kashmir	NA			
15.	Jharkhand	24	13	3	13
16.	Karnataka	30	15	6	3
17.	Kerala	14	7	2	
18.	Lakshadweep	1	-	-	1

19.	Madhya Pradesh	51	26	9	12
20.	Maharashtra	34	18	4	5
21.	Manipur	4	2	-	
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	30	18	8	7
26.	Puducherry	NA			
27.	Punjab	22	7	6	-
28.	Rajasthan	33	16	5	4
29.	Sikkim	4	2	-	2
30.	Tamil Nadu	31	-	-	
31.	Telangana	9	6	2	1
32.	Tripura	8	4	1	--
33.	Uttar Pradesh	75	38	16	-
34.	Uttarakhand	13	7	3	-
35.	West Bengal	18	8	3	-
	Total	594	280	86	89

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The District Panchayats have been provided powers for maintaining an overall supervision of Intermediate Panchayats in West Bengal, Gujarat and Chandigarh, while the budgets prepared by Intermediate Panchayats are subject to the approval of District Panchayats in Chandigarh, Assam, Bihar, Odisha, Punjab and Tripura.

The District Panchayats in Maharashtra, Lakshadweep, Sikkim, Gujarat, Punjab, Jharkhand, Rajasthan, West Bengal, and Manipur are empowered to collect certain taxes and hence have own-source revenue. The Central and State Government Grants are to be reallocated to Intermediate Panchayats and Gram Panchayats by the Zilla Parishads in the States of Assam, Manipur, Punjab, Chandigarh, Tripura, Jharkhand and Bihar.

CHAPTER III

Status of Mandatory Provisions under the Constitutional Frame Work-A Comparative Review of State Acts and Regulations (UTs)

The decentralization of powers, functions, and functionaries to the Panchayati Raj Institutions witnessed a number of setbacks for the period from independence to 1992, mainly due to the lack of a constitutional support. The 73rd constitutional amendment was the product of a series of committee reports, discussions and studies at different levels. Accordingly, provisions were made for the creation of important mandatory institutions, to avoid any further setbacks. Regular elections to the PRIs are ensured through the State Election Commissions (SECs). Representation of marginal sections such as Scheduled Castes, Scheduled Tribes and women are ensured through mandatory reservations to all the tiers of PRIs. Devolution of sources of income has been stipulated through the constitution of State Finance Commissions (SFCs). The Panchayati Raj Institutions are required to formulate development plans for economic development and social justice, as the subjects transferred to them by the XIth Schedule. As per the provisions of the 74th amendment, the local governments in the urban and rural areas are to prepare plans for social justice and local economic development. In order to co-ordinate and integrate these plans, the District Planning Committees (DPCs) also have been constituted as per provisions contained in Article 243ZD.

Although these provisions are mandatory in nature, a wide range of variations in terms of the structure and functions of these institutions are seen among different States. These institutions are defined as a framework for the Panchayati Raj Institutions, a comparative analysis of which has been attempted in this chapter.

A. State Election Commissions

As per Article 243 K (1), the superintendence, direction and control of the preparation of electoral rolls for and the conduct of all elections to the Panchayats shall be vested in a State Election Commission consisting of a State Election Commissioner appointed by the Governor. Hence, it is mandatory for all the States to appoint an Election Commissioner. But as per Article of 243 K Clause (2) subject to provisions of any law made by the legislature of a State, the conditions of service and tenure of office of the State Election Commissioner shall be such as the Governor may, by rule, determine. The qualifications, conditions of

service, rank and tenure of the State Election Commission can be at the discretion of the State and which varies from State to State, as detailed in Table No.3.1.

Table No.3.1: Details of Appointment of State Election Commissions (SECs)

SI No	State	Rank of State Election Commissioner	Tenure	Age Limit
1.	Andaman & Nicobar	Not Prescribed		
2.	Andhra Pradesh	Principal Secretary to Government and Status of a High Court Judge	5 Years	Not Prescribed
3.	Arunachal Pradesh	Person who is holding or has held a post not lower than in rank that of a Secretary to Government having fair knowledge of the Acts, Rules, functions etc of Panchayati Raj System. 1 st SEC on 18.06.2002	5 Years	Maximum 65
4.	Assam	Should have 25 years of service in administrative, judicial or legal service and will have status of Chairman, Assam PSC	4 Years	Maximum 62 years
5.	Bihar	Holding or held a post in the Rank of an Additional Secretary or higher in Central Government or equivalent post in the State	5 Years	Maximum 65 years
6.	Chandigarh	Not Prescribed		
7.	Chhattisgarh	Rank of a High Court Judge	5 Years	65 years
8.	Dadra & Nagar Haveli	Not Prescribed		
9.	Daman & Diu	Not Prescribed		
10.	Goa	Rank of a High Court Judge	5 Years	65 years
11.	Gujarat	Rank of Additional Chief Secretary	5 Years	Not Prescribed
12.	Haryana	Judge of a High Court or a person served in the rank of a Commissioner for 5 years	5 Years	65 Years
13.	Himachal Pradesh	Rank of Rank of a High Court Judge	5 Years	65 Years
14.	Jammu & Kashmir	State Election Commission not constituted	NA	NA
15.	Jharkhand	Rank of a High court judge	3 Years	64 Years
16.	Karnataka	No qualification is prescribed	5 Years	Maximum 62 years
17.	Kerala	No qualifications are prescribed. Status is equal to the Chief Secretary of the State	5 Years	Maximum 62 years
18.	Lakshadweep	Not Prescribed		
19.	Madhya Pradesh	A Person who has served at least 2 years as Additional Secretary to Government of India or equivalent post.	6 Years	Maximum 62 years
20.	Maharashtra	A person who has held a post not lower in rank of a Principal Secretary to the State	5 Years	Not Prescribed

21.	Manipur	Government Secretary	3 Years	62 Years
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	Retired Judge of the High Court or Retired District Judge or a serving civil servant	5 Years	62 Years
26.	Puducherry	NA		
27.	Punjab	Not below the rank of Financial Commissioner or Principal Secretary to Government who has served at least 2 years in the post or Retired High Court Judge	5 Years	64 Years
28.	Rajasthan	At least 5 years experience in the post of Principal Secretary	5 Years	65 Years
29.	Sikkim	Rank of a High Court Judge	5 Years	67 Years
30.	Tamil Nadu	Not below the rank of Secretary to Government	2 Years eligible for Reappointment for further 2 terms	62 Years
31.	Telangana	Not less than the Principal Secretary		
32.	Tripura	Principal Secretary or Commissioner or Secretary to State Government	Not exceeding 5 Years	Not prescribed
33.	Uttar Pradesh	Rank of Joint Secretary or above in the Central Government. Must have held the post of a District Magistrate or Divisional Commissioner and Senior Administrative Post in the Secretariat	5 Years	65
34.	Uttarakhand	Rank of a High Court Judge	5 Years	65 Years
35.	West Bengal	A person having sufficient experience in the affairs of Union or any State Government in an administrative post	5 Years	65 Years

Source: Information Provided by the State Governments and UT Administration

As far as tenure of the State Election Commissions is concerned, it varies from two years in Tamil Nadu to six years in Madhya Pradesh. Variations in the maximum age limit to holding the Office is also observed among the States.

As per the Constitution Amendment Act, conducting of elections to PRIs every five years is mandatory. But during the initial years, there was a tendency on the part of states to postpone elections. For example in Uttar Pradesh, elections to the PRIs were due on May 2000, but the State Government issued an ordinance postponing these elections to October 2000, on the plea that the delimitation process had not been completed due to the creation of 12 new districts in the State. The ordinance was challenged in the High Court through public interest litigation. The High Court quashed the ordinance ruling that fixing a five-year tenure violated the constitutional provisions and asked the Election Commissioner to hold elections as per

the schedule. The State Government then had challenged this ruling in the Supreme Court and elections were conducted in June, 2000, following the directions from the Supreme Court. *(Para 1.26 National Commissioner to review the working of the constitution – A consultative paper on decentralisation and Municipalities Sept 26.2001)*

Similarly, in Haryana, municipal elections due in February 2000 were deferred due to the announcement of Assembly polls and in this case also, the Supreme Court had to give directions to the State Government to hold elections to the local governments within a stipulated time frame. The elections were held in March and April 2000, following the interventions of the Supreme Court.

A Division Bench of the Andhra Pradesh High Court had struck down an ordinance promulgated by the State Government in February 2000 postponing elections to Mandal and Zilla Parishads and ordered that elections be completed before 30th June 2000. The State Government's contention was, on the basis of an unanimous resolution of the Legislative Assembly in Andhra Pradesh, a bill for amending the Constitution allowing the State Government to do away with territorial constituencies for intermediate and District Panchayats, had been introduced in the Parliament, and therefore, elections to such levels at that stage would result in unnecessary expenditure and complications and hence the ordinance issued. A writ petition was filed by the State Election Commission, which was later joined by some civil society organizations challenging the validity of the ordinance. The Andhra Pradesh government filed a special leave petition in the Supreme Court against the order of the High Court. But the Supreme Court subsequently dismissed the petition, directing the State Government to complete the election process by March 2001. *(Ibid para 1.2.9).*

In Goa during 2007, the term of 185 Village Panchayats out of 189 had expired on 30th January, 2007. The State Government had appeared reluctant to hold timely elections. A petition was filed by a team of six Sarpanches before the High Court of Bombay. The High Court ruled that authorities hold elections under Article 243 E of Constitution before the expiry of the term of the elected body and elections were held during June 2007.

“The elections to Panchayats have been held in most of the States, while in Assam and Bihar elections were held after gaps of nine and 23 years, respectively. In Andhra Pradesh and Madhya Pradesh, the elections were delayed due to petitions in the court. In Karnataka, these were delayed due to the reorganization of Gram Panchayats. In the State of Gujarat, elections

were not held simultaneously for all the three tiers and elections to Intermediate and Zilla Panchayats were held in 2000, while the elections to Gram Panchayats were held in December 2001. Similarly, in Punjab, the elections for Intermediate and Zilla Panchayat were delayed due to the petition filed in the courts.

The above are pointers to the fact that neither the elections are held in time nor held simultaneously for all the three tiers. It clearly indicates that the constitutional provisions of timely elections (Article 243 E) and the bar to court intervention (Article 243 Q) have not been followed in the right spirit. And such a state will clearly undermine the continuity of the Panchayats”(Decentralised Governance and Panchayati Raj, page 75 by K K Srivastava)

The authority to issue notifications of elections to Panchayati Raj Institutions and delimitation of Panchayat constituencies varies from State to State. The respective State Election Commission on its own notifies the elections to Panchayati Raj Institutions in Assam, Madhya Pradesh, Maharashtra, Andhra Pradesh and Gujarat. In Haryana and Goa, the notification is issued by the State Election Commissions in consultation with the State Governments. The State Governments issue election notification on the recommendation of the State Election Commissions in Uttar Pradesh, Rajasthan, West Bengal, Kerala and in Odisha (*National Commission to review the working of the constitution – consultation paper- decentralization and municipalities September 26, 2001*).

But, in certain cases, this consultation does not take place and in West Bengal, the State Election Commission was forced to move to the Calcutta High Court seeking a judicial review of its authority vis-à-vis that of the State Government to conduct the polls in 2013. (*Live mint epaper by Ramita Dalta April 1, 2013*).

Delimitation of Panchayats and Municipal constituencies has been cited as an excuse for delaying the elections. According to the report of the National Commission to Review the Working of the Constitution, the responsibilities are not seen determined clearly. In Haryana, Madhya Pradesh, Rajasthan and Punjab, the task of delimitation of constituencies vests with the respective State Governments. The authority for delimitation of constituencies is vested with the State Election Commissions in Gujarat, Maharashtra, Kerala and West Bengal.

As per the provisions of the Constitution Amendment Act , the authority to conduct elections to the Panchayati Raj Institutions is vested with the State Election Commissions. The delimitation of constituencies and rotation of reserved constituencies and it is “neither

necessary, nor appropriate for the State Governments to take up this responsibility. Besides keeping in view that the process and outcome of delimitation has come in to criticism in some States it is better that this work is entrusted with the State Election Commissions which are neutral and independent bodies”. (*ibid para 1.33*)

The responsibility for reservation and rotation of reserved constituencies vests in the State Governments in Madhya Pradesh, Rajasthan, Andhra Pradesh, Uttar Pradesh, Tamil Nadu, Karnataka, Haryana and Punjab, while the same is vested with the State Election Commission in Maharashtra, Gujarat, Kerala and West Bengal.

In the report of the National Commission to Review the Working of the Constitution it has been recommended for a further strengthening of the State Election Commission by making specific provisions in the Constitution itself, assigning the following functions to the State Election Commissions.

1. Delimitation of territorial constituencies of Panchayats and Municipalities.
2. Allotment of reserved seats to various electoral wards
3. Rotation of reserved seats among constituencies

B.State Finance Commissions

Article 243 (I) of the Constitution makes it mandatory for the States to appoint State Finance Commissions (SFCs).The Governor of a State shall as soon as may be within one year from the commencement of the Constitution of every fifth year, constitute a Finance Commission to review the financial position of the Panchayats and to make recommendations to the Governor as to

- (1) The principle which should govern
 - i) The distribution between the State and the Panchayats of the net proceeds of the taxes, duties, tolls and fess leviable by the State, which may be divided between them under this part and the allocation between the Panchayats at all levels of their respective shares of such proceeds.
 - ii) The determination of taxes, duties, tolls and fees which may be assigned to or appropriated by Panchayat.
 - iii) The grant-in-aid to the Panchayat from the consolidated fund of the State
- (a) The measures needed to improve the financial position of the Panchayats
- (b) Any other matter referred to the Finance Commission by the Governor in the interest of sound finance of the Panchayats.

(2) The legislature of the State may by law provide for the composition of the Commission, the qualifications which shall be requisite for appointment as members thereof and the manner in which they shall be elected.

(3) The Commission shall determine their procedure and shall have such powers in the performance of their functions as the legislature of the State may by law confer on them.

(4) The Governor shall cause every recommendation made by the Commission under this article together with an explanatory memorandum as to the action taken thereon to be laid before the legislature of the State.

The Constitution Amendment Act came into force with effect from June 1993. As such every State should have appointed their first State Finance Commissions in 1994 and subsequently SFCs should have been constituted for every five years i.e.,- 1999, 2004, 2009 and 2014. The dates of constitution of first State Finance Commissions, period covered, date of submission of reports and the submission of Action Taken Reports (ATRs) before the legislature are provided in Table No.3.2

Table No.3.2 Details of 1st State Finance Commissions (SFCs) in the States and UTs

Sl No	State	Date of Constitution	Period Covered	Date of Submission of report	Date of Submission of ATR	Remarks
1.	Andaman & Nicobar	Not Available	-	-	-	
2.	Andhra Pradesh	22/6/94	97-2000	30/5/97	29/11/97	
3.	Arunachal Pradesh	21/5/2003	Not Mentioned	August 2008	Rejected declaring as 'Not Workable'	
4.	Assam	23/6/1995	96-97 to 2000-01	29/2/1996	18/3/1996	
5.	Bihar	23/4/1994	-	Commission could not Submit Recommendations for Various Reasons	-	
6.	Chandigarh	-	-	-	-	
7.	Chhattisgarh	22/08/2003	2005-06 to 2009-10	15/5/2007	Followed Madhya Pradesh P 1 st SFC reports till 2005	
8.	Dadra & Nagar Haveli	-	-	-	-	
9.	Daman & Diu	-	-	-	-	
10.	Goa	1/4/1999	2000-01 to 2004-05	5/6/1999	12/11/2001	
11.	Gujarat	15/9/1994	1996-97 to 2000-01	27/6/1998	28/8/2001	

12.	Haryana	31/5/1994	1997-98 to 2000-01	31/3/1997	5/9/2000	
13.	Himachal Pradesh	23/4/1994	1996-97 to 2000-01	31/3/1997	5/9/2000	
14.	Jammu & Kashmir	Not Available	2009-10	15/1/2008	Not Available	
15.	Jharkhand	28/1/2004	Not Available	Not Available	Not Available	
16.	Karnataka	10/6/1994	1997-98 to 2001-02	5/8/1996	31/3/1997	
17.	Kerala	23/4/1994	1996-97 to 2001-02	29/2/1996	26/2/1997	
18.	Lakshadweep					
19.	Madhya Pradesh	25/2/1995	1996-97 to 2000-01	20/07/1996	13/2/1998	
20.	Maharashtra	23/04/1994	1994-95 to 96-97	31/1/1997	5/3/1999	
21.	Manipur	22/4/1994	1996-97 to 2000-01	December 1996	28/7/1997	
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	21/11/1996	1998-99 to 2004-05	30/12/1998	9/7/1999	
26.	Puducherry					
27.	Punjab	22/4/1994	1996-97 to 2000-01	31/12/1995	17/9/1996	
28.	Rajasthan	23/4/1994	1995-96 to 99-2000	31/12/95	16/3/1996	
29.	Sikkim	22/7/1998	2001-02 to 2004-05	16/8/1999	June 2000	
30.	Tamil Nadu	23/4/1994	1997-98 to 2001-02	29/11/1996	28/4/1997	
31.	Telangana	Not Available				
32.	Tripura	23/4/1994	10/1999-4/2003	12/1/1996	Feb 1997	
33.	Uttar Pradesh	22/10/94	1997-98 to 2000-01	26/12/1996	20/1/1998	
34.	Uttarakhand	31/3/2001	01-02 to 05-06	29/6/2002	3/7/2004	
35.	West Bengal	30/5/1994	1996-97 to 2000-01	27/11/95	22/7/96	

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

It may be noted that the State of Arunachal Pradesh delayed the appointment of State Finance Commission by nine years and the report was not approved declaring it as “unworkable”. Constitution of SFC was delayed by Assam for more than one year, Goa by five years, Odisha by more than two years and Sikkim by four years. The first State Finance Commissions of Andhra Pradesh, Arunachal Pradesh, Gujarat, Haryana and Maharashtra

took more than two years to submit the reports. The State Government of Goa had taken 29 Months to place the ATR before State Legislature. The time taken by each State to place the ATR before the Legislative Assembly is furnished in Table No.3.3

Table No.3.3: Time Frame for the Submission of First SFC Reports and the Submission of ATR before Legislative Assembly

SI No	State	Time Taken to Submit the Report by 1 st SFC	Time taken to place ATR before Legislative Assembly
1.	Andaman & Nicobar	NA	
2.	Andhra Pradesh	35 Months	6 Months
3.	Arunachal Pradesh	63 Months	-
4.	Assam	8 Months	Below 1 Month
5.	Bihar	Not Available	Not Available
6.	Chandigarh	Not Available	Not Available
7.	Chhattisgarh	Not Available	Not Available
8.	Dadra & Nagar Haveli	Not Available	Not Available
9.	Daman & Diu	Not Available	Not Available
10.	Goa	2 Months	29 Months
11.	Gujarat	45 Months	38 Months
12.	Haryana	34 Months	41 Months
13.	Himachal Pradesh	31 Months	2 Months
14.	Jammu & Kashmir	NA	
15.	Jharkhand	Not Reported	
16.	Karnataka	26 Months	7 Months
17.	Kerala	22 Months	12 Months
18.	Lakshadweep	Not Available	Not Available
19.	Madhya Pradesh	28 Months	18 Months
20.	Maharashtra	33 Months	25 Months
21.	Manipur	32 Months	7 Months
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	25 Months	7 Months
26.	Puducherry	NA	
27.	Punjab	20 Months	8 months
28.	Rajasthan	20 Months	3 Months
29.	Sikkim	12 Months	10 Months
30.	Tamil Nadu	31 Months	5 Months
31.	Telangana	NA(State was formed only in 2014)	
32.	Tripura	21 Months	11 Months
33.	Uttar Pradesh	26 Months	12 Months
34.	Uttarakhand	NA(State was formed only in 2001)	
35.	West Bengal	18 Months	8 Months

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Constitution of the Second State Finance Commission was due in 1999. The details of Second Finance Commissions constituted, date of submission of reports and date of placing of ATRs are furnished in Table No.3.4:

Table No.3.4: Details of Second State Finance Commissions (SFCs) in the States and UTs

Sl No	State	Date of Constitution of Second SFCs	Period Covered	Date of Submission of Reports	Date of Submission of ATS before Legislative Assembly
1.	Andaman & Nicobar	NA			
2.	Andhra Pradesh	8/12/1998	2000-01 to 2004-05	19/8/2002	31/3/2003
3.	Arunachal Pradesh	23/8/2012	Not mandated	30/6/2014	-
4.	Assam	18/4/2001	2001-02 to 2005-06	18/8/2003	7/2/2006
5.	Bihar	20/6/1999	6/1999 to 11/2003	November 2003	Could not Submit the Completed Report
6.	Chandigarh	NA			
7.	Chhattisgarh	23/7/2011	2011-2016	March 2013	NA
8.	Dadra & Nagar Haveli	NA			
9.	Daman & Diu	NA			
10.	Goa	16/8/2005	2007-08 to 2011-12	31/12/2007	
11.	Gujarat	19/11/2003	2005-06 to 2009-10	June 2006	30/3/2011
12.	Haryana	6/9/2000	2001-02 to 2005-06	30/9/2004	13/12/2005
13.	Himachal Pradesh	May 1999	2002-2007	24/10/2002	24/6/2003
14.	Jammu & Kashmir	NA	-	-	-
15.	Jharkhand	9/1/2010	Not available		
16.	Karnataka	26/10/2000	2006-07 to 2010-11	23/12/2002	
17.	Kerala	23/6/1999	2000-01 to 2005-06	8/1/2001	7/1/2004
18.	Lakshadweep	NA			
19.	Madhya Pradesh	17/6/1999	2001-02 to 2005-06	8/1/2001	7/1/2004
20.	Maharashtra	22/6/1999	1999-2000 to 2001-02	27/3/2002	29/3/2006
21.	Manipur	3/1/2013	2001-02 to 2005-06	Nov 2004	2/12/2005
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Puducherry	NA			

26.	Odisha	5/6/2003	2005-06 to 2009-10	29/9/2004'	11/8/2006
27.	Punjab	21/9/2000	2001-02 to 2005-06	15/2/2002	8/6/2002
28.	Rajasthan	7/5/1999	2000-01 to 2004-05	29/8/2001	26/3/2002
29.	Sikkim	5/7/2003	20005-06 to 2009-10	30/9/2004	25/2/2006
30.	Tamil Nadu	1/12/1999	2002-03 to 2006-07	21/5/2001	8/5/2002
31.	Telangana	NA			
32.	Tripura	29/10/1999	2003-04 to 07-08	1/4/2003	June 2008
33.	Uttar Pradesh	25/2/2000	2001-02 to 05-06	30/6/2002	30/4/2004
34.	Uttarakhand	30/4/2005	2006-2007 to 2010-11	6/6/2006	5/10/2006
35.	West Bengal	14/7/2000	01-02 to 2005-06	6/2/2002	15/7/2005

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Second SFC Report of Bihar State made a few recommendations only. Although the Second SFC of Tripura had submitted its report to the Government on 1 April 2003, the Government observed that “further devolution of funds is not feasible under the existing financial position of the State”. As in the case of First SFCs, there exist delays and gaps in the submission of reports and laying down of Action Taken Reports (ATR) before the Legislative Assembly, as is evident from Table No.3.5.

Table No.3.5: Time Taken by the States to Submit the Second SFC Report and Placed ATR before the Legislative Assembly

SI No	State	Time Frame Taken for the Submission of the Report	Time frame taken to Place the ATR before Legislative Assembly
1.	Andaman & Nicobar	NA	
2.	Andhra Pradesh	44 Months	7 Months
3.	Arunachal Pradesh	22 Months	NA
4.	Assam	28 Months	29 Months
5.	Bihar	52 Months	NA
6.	Chandigarh	NA	
7.	Chhattisgarh	Not Reported	
8.	Dadra & Nagar Haveli	NA	
9.	Daman & Diu	NA	
10.	Goa	28 Months	NA
11.	Gujarat	31 Months	54 Months
12.	Haryana	48 Months	15 Months
13.	Himachal Pradesh	41 Months	8 Months
14.	Jammu & Kashmir	NA	
15.	Jharkhand		
16.	Karnataka	26 Months	NA

17.	Kerala	18 Months	36 Months
18.	Lakshadweep	NA	
19.	Madhya Pradesh	53 Months	14 Months
20.	Maharashtra	33 Months	48 Months
21.	Manipur	22 Months	13 Months
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	15 Months	23 Months
26.	Puducherry	NA	
27.	Punjab	17 Months	4 Months
28.	Rajasthan	27 Months	7 Months
29.	Sikkim	14 Months	17 Months
30.	Tamil Nadu	16 Months	11 Months
31.	Telangana	NA	
32.	Tripura	43 Months	62 Months
33.	Uttar Pradesh	28 Months	22 Months
34.	Uttarakhand	13 Months	4 Months
35.	West Bengal	18 Months	41 Months

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The time-frame taken to submit reports by the State Finance Commissions varies from 13 Months in Uttarakhand to 53 months in Madhya Pradesh. The time taken to place the Action Taken Reports (ATRs) in the Legislative Assembly varies from four months to 62 months. Only 22 States had appointed Third State Finance Commissions and out of 22, eighteen Commissions only had submitted their reports. The details are furnished in Table No.3.6

Table No.3.6 : Details of Third State Finance Commissions(SFCs)

Sl No	State	Date of Constitution	Period Covered	Date of Submission of Report	Date of Submission of ATR before Legislative Assembly
1.	Andaman & Nicobar	NA			
2.	Andhra Pradesh	16/1/2003	2005-06 to 2010-15	31/1/2009	3/12/2013
3.	Arunachal Pradesh	NA			
4.	Assam	26/2/2006	2006-07 to 2010-11	27/3/2008	25/9/2009
5.	Bihar	20/7/2004	7/2004-6/2006	Nov 2007	26/3/2008
6.	Chandigarh				
7.	Chhattisgarh	20/1/2016			
8.	Dadra & Nagar Haveli	NA			
9.	Daman & Diu	NA			
10.	Goa	April 2016			
11.	Gujarat	2/2/2011		20/3/2015	Interim report only
12.	Haryana	22/12/2005	2006-07 to 2010-11	231/12/2008	1/9/2010
13.	Himachal Pradesh	26/5/2005	2007-2012	2/11/2007	4/6/2008
14.	Jammu & Kashmir	NA			

15.	Jharkhand				
16.	Karnataka	28/8/2006	2011-12 to 2015-16	31/12/2008	NA
17.	Kerala	20/9/2004	06-07 to 2010-11	23/11/2005	16/7/2006
18.	Lakshadweep	NA			
19.	Madhya Pradesh	19/7/2005	2006-07 to 2010-11	23/11/2005	16/7/2006
20.	Maharashtra	15/1/2005	2006-07 to 2010-11	3/6/2006	
21.	Manipur	6/2/2013			
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	10/9/2008	2010-11 to 2014-15	Jan 2010	Feb 2011
26.	Puducherry	NA			
27.	Punjab	17/9/2004	2006-07 to 2010-11	28/12/2006	22/5/2007
28.	Rajasthan	15/9/2005	2005-06 to 2009-10	27/2/2008	17/3/2008
29.	Sikkim	4/3/2009	2010-11 to 14-15	30/11/2009	
30.	Tamil Nadu	14/12/04	2007-08 to 2011-12	30/9/06	10/5/2007
31.	Telangana	NA			
32.	Tripura	28/3/2009	-	Oct 2009	March 2010
33.	Uttar Pradesh	23/12/2004	2006-07 to 2010-11	29/8/2008	
34.	Uttarakhand	2/12/2009	1/4/2011-31/3/16		June 2011
35.	West Bengal	22/6/2006	2008-09 to 2012-13	31/10/08	16/7/09

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Andhra Pradesh SFC took six years to submit its report and the ATR was placed before the Legislative Assembly nearly after five years. Gujarat SFC took four years to furnish the report. The time-frame taken to furnish the report and Action Taken Report is furnished in Table No.3.7

Table No.3.7: Time Frame for Third SFCs for Submission of Report and ATR

SI No	State	Time Frame taken for the Submission of Report	Time Frame taken to place ATR before Legislative Assembly
1.	Andaman & Nicobar	NA	
2.	Andhra Pradesh	72 Months	59 Months
3.	Arunachal Pradesh	NA	
4.	Assam	25 Months	18 Months
5.	Bihar	40 Months	4 Months
6.	Chandigarh	NA	
7.	Chhattisgarh	NA	
8.	Dadra & Nagar Haveli	NA	
9.	Daman & Diu	NA	
10.	Goa	NA	
11.	Gujarat	60 Months	NA
12.	Haryana	36 Months	8 Months
13.	Himachal Pradesh	30 Months	7 Months
14.	Jammu & Kashmir	NA	
15.	Jharkhand	NA	
16.	Karnataka	28 Months	NA
17.	Kerala	14 Months	7 Months

18.	Lakshadweep		
19.	Madhya Pradesh	39 Months	14 Months
20.	Maharashtra	16 Months	NA
21.	Manipur	NA	
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	15 Months	13 Months
26.	Puducherry	NA	
27.	Punjab	27 Months	4 Months
28.	Rajasthan	29 Months	18 Days
29.	Sikkim	8 Months	NA
30.	Tamil Nadu	21 Months	7 Months
31.	Telangana	NA	
32.	Tripura	5 Months	5 Months
33.	Uttar Pradesh	44 Months	NA
34.	Uttarakhand	25 Months	6 Months
35.	West Bengal	28 Months	8 Months

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Only 17 States had constituted Fourth State Finance Commissions out of which only 10 Commissions had submitted their reports, as detailed in Table No.3.8. Although State Finance Commissions are to be appointed every five years only seven States had appointed Fourth Finance Commissions. The details are furnished in Table No.3.9

Table No.3.8 Details of Fourth State Finance Commissions

Sl No	State	Date of Constitution	Period Covered	Date of Submission of Report	Date of Submission of ATR before Legislative Assembly
	Andaman & Nicobar	Not Constituted			-
1.	Andhra Pradesh	4/1/2015	2015-20	-	
2.	Arunachal Pradesh	Not Constituted			
3.	Assam	23/4/2010	2011-12 to 2015-16	25/3/2011	13/7/2011
4.	Bihar	22/6/2007	2010-11 to 2014-15	26/6/2010	
5.	Chandigarh	Not Constituted			
6.	Chhattisgarh	Not Constituted			
7.	Dadra & Nagar Haveli	Not Constituted			
8.	Daman & Diu	Not Constituted			
9.	Goa	Not Constituted			
10.	Gujarat	Not Constituted			
11.	Haryana	16/4/2010	2011-12 to 2015-16	June 2014	
12.	Himachal Pradesh	20/5/2011	2012-17	Jan 2014	NA
13.	Jammu & Kashmir	Not Constituted			
14.	Jharkhand	Not Constituted			

15.	Karnataka	21/12/2015	-	-	-
16.	Kerala	16/9/2009	-	22/1/2011	Dec 2011
17.	Lakshadweep	Not Constituted			
18.	Madhya Pradesh	27/1/2012	2011-15	-	24/2/10
19.	Maharashtra	10/2/2011	2011-14	-	-
20.	Manipur	Not Constituted			
21.	Meghalaya	NA			
22.	Mizoram	NA			
23.	Nagaland	NA			
24.	Odisha	31/10/2013	2015-20	Sept 2014	Feb 2015
25.	Puducherry	NA			
26.	Punjab	5/11/2008	-	May 2011	-
27.	Rajasthan	11/4/2011	2010-15	26/9/2012	20/2/2014
28.	Sikkim	15/6/2012	2015-20	15/5/2013	June 2013
29.	Tamil Nadu	1/12/2009	2012-2017	29/9/2011	
30.	Telangana	NA			
31.	Tripura	Not Constituted			
32.	Uttar Pradesh	Nov 2011	-	-	-
33.	Uttarakhand	Feb 2015	2016-21	-	-
34.	West Bengal	30/4/2015	-	Feb 2016	-

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.3.9 : Details of Fifth State Finance Commissions

SI No	State	Date of Appointment	Period Covered	Date of Submission of Report	Date of Submission of ATR before Legislative Assembly
1.	Andaman & Nicobar	Not Constituted			
2.	Andhra Pradesh	Not Constituted			
3.	Arunachal Pradesh	Not Constituted			
4.	Assam	5/3/2013	-	12/9/2014	2/6/2015
5.	Bihar	Dec 2013	2015-16 to 2019-20	Jan 2016	-
6.	Chandigarh	Not Constituted			
7.	Chhattisgarh	Not Constituted			
8.	Dadra & Nagar Haveli	Not Constituted			
9.	Daman & Diu	Not Constituted			
10.	Goa	Not Constituted			
11.	Gujarat	Not Constituted			
12.	Haryana	Not Constituted			
13.	Himachal Pradesh	19/11/2014	-	-	-
14.	Jammu & Kashmir	Not Constituted			
15.	Jharkhand	Not Constituted			
16.	Karnataka	Not Constituted			

17.	Kerala	20/1/2015	-	-	-
18.	Lakshadweep	Not Constituted			
19.	Madhya Pradesh	Not Constituted			
20.	Maharashtra	Not Constituted			
21.	Manipur	October 2014	2017-22		
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	Not Constituted			
26.	Puducherry	NA			
27.	Punjab	Not Constituted			
28.	Rajasthan	29-5-2015	2015-20	September 2015	
29.	Sikkim	Not Constituted			
30.	Tamil Nadu	1-12-2014	2017-2018-2021-22	27-12-2016	24-3-2017
31.	Telanganana	Not Constituted			
32.	Tripura	Not Constituted			
33.	Uttar Pradesh	Not Constituted			
34.	Uttarakahand	Not Constituted			
35.	West Bengal	Not Constituted			

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

All the SFC Reports are commonly based on the following:

- (a) Recommendations of the previous State Finance Commission
- (b) Review of the financial position of local bodies.
- (C) Review of the financial position of the State
- (d) Examination of the recommendations of National Finance Commission
- (e) Accounting procedure of local bodies
- (f) Revenue resources necessary for the local bodies for the next five or six years

The major recommendations by each Finance Commission are provided in Table No. 3.10
The Eleventh Central Finance Commission made the following observations on State Finance Commissions

- There is no synchronization of the periods covered by SFC with that of the Central Finance Commissions
- The SFC reports should contain the following points

- (a) The approach of the SFC
- (b) An analysis of the fiscal position and resources of State Government
- (c) An analysis of the resources of local bodies at each tier
- (d) Principles of distribution among the State and local bodies of the net proceeds of taxes, duties, tolls and fees leviable by the State and the grant-in-aids to be provided by

the State and the criteria for distribution of these among various tiers of PRIs and ULBs

(e) A separate chapter containing specific measures that need to be taken for improving the financial position of these bodies

The Eleventh Finance Commission had also observed that no time limit was prescribed either in the Constitution or in the State legislations for submission of the explanatory memorandums and the action taken by the State Governments on the recommendations of the SFC. “In some States, the ATRs on SFC recommendations are yet to be submitted to the State Legislatures, despite the fact that the reports had been available for about two to three years. Even where some recommendations had been accepted the implementation had been tardy”.

The Commission had pointed out that it was necessary to ensure that the State Governments take their decisions on the recommendations of the SFCs, especially with regard to matters relating to resource transfers before placing the ATRs before the State Legislatures within six months from the date of submission of the reports by the SFCs.

- The words “on the basis of recommendations made by the Finance Commission of the State” appearing in sub clauses (bb) and of article 280 (3) of the Constitutions to be deleted.
- The States should, by legislation, ensure that the chairperson and members of the SFCs may be drawn from amongst experts in specific disciplines such as economics, law, public administration and public finance.
- Taxes on land / farm income in some form may be levied to strengthen the resource base of the local bodies. Local bodies may also be involved in the collection of these taxes.
- Cess on land based taxes and other state taxes / duties may be levied to mobilise resources for augmenting specific civil services and for improving their quality.
- For example, access or surcharge of 10 per cent on sales tax, State excise, entertainment tax, stamp duties, agricultural income tax, motor vehicle tax, electricity duties etc. may give significant additional revenue, which could be devolved to the local bodies for improving the basic civic services and for taking up schemes for social and economic development.

The Eleventh Finance Commission also highlighted the need for improving revenue mobilization by the local bodies themselves. (*Eleventh Central Finance Commission report page 75.76*)

The Twelfth Finance Commission also has commented on the non- synchronization of the periods of recommendations of SFCs and the Central Finance Commissions. It also recommended that the States avoid delays in the constitution of SFCs, their constitution in phases, frequent reconstitution, and submission of reports and tabling of the ATRs in the respective Legislative Assemblies. Following are the other recommendations made by the Twelfth Finance Commission.

- (a) It is desirable that the SFCs are constituted at least two years before the required date of submission of their recommendations and the deadline should be solicited as to allow the State Governments at least three months time for tabling of the ATRs, preferably along with the budgets for the ensuing financial year.
- (b) As the periodicity of constituting Central Finance Commission is predictable, the states should time the Constitution of their SFCs accordingly.
- (c) The SFCs must be constituted with people of eminence and competence with the required qualification and experience in the relevant fields.
- (d) The convention established at the national level of accepting the principal recommendations of the Finance Commission without modification, should be followed at the State level in respect of SFC reports.
- (e) While estimating the resources of the local bodies, the SFCs should follow a normative approach in the assessment of revenue and expenditure rather than making forecasts based on historical trends.
- (f) Permanent SFC cells may be created in the Finance Department of the State Governments
- (g) Funds should be allocated from among Rural & Urban Local Bodies in the ratio 80:20
(Report of the Twelfth Finance Commission)

The Thirteenth Finance Commission had made the following observations on State Finance Commissions

(a) Article 243 (1) of the Constitution requires SFCs to be appointed at the expiration of every fifth year. The intention of the clause appears to be that all State Government transfers to local bodies should be governed by the mandate of a current SFC. The mandate given to a SFC should be applicable only for a period of five years and should not be extended. In practice, this had not happened. In one State, the SFC report for the period 2005-06 to 2009 – 10 was submitted to the State Government as late as 31 January 2009. The State Government has yet to finalize its Action Taken Report. In the interregnum, the recommendations of the previous State Finance Commissions are being implemented.

(b). An urgent need exists to ensure that SFCs are appointed on time; the period covered by the SFCs synchronies with the period covered by the National Finance Commissions, and Action Taken Reports are placed by the State Governments in the respective State Legislation in a timely manner.

(c) The quality of SFC reports continues to be patchy. The recommendations of SFCs do not follow a uniform pattern. These are detracting from their usability.

(d) The experience of SFCs has not been found positive for a number of reasons. SFCs themselves are hampered by lack of data. Limited capacity and poor ownership of State Governments compound this problem. There is little incentive for them to produce a comprehensive report. Further or because of these reasons, States are not overly keen either on accepting their recommendations or on placing the Action Taken Reports before the State Legislatures in a timely manner. There is a need for the State Governments to ensure that the recommendations of SFCs are implemented without delay and that the Action Taken Reports are placed before the Legislatures.

The Thirteenth Finance Commission recommended that the State Governments ensure that the recommendations of SFCs are implemented without delay and that the Action Taken Reports are promptly placed before the legislatures and that the SFCs could consider adopting a template as suggested in Annexure .10.5 as the basis for their reports.

It may be noted that in many of the States, SFCs are constituted with in-service IAS officers in addition to their regular duties. There exists a time lag between the constitution of SFCs, taking charge by members, and issue of terms of reference. Many SFCs have pointed out the non availability of data on resources of local bodies, and their financial needs. Most SFCs spend their time in collecting of data from PRIs. There is no uniformity observed in the period of coverage of SFCs among States. The following recommendations have been made by the Task Force constituted by the Ministry of Panchayati Raj (MoPR), Government of India.

- (a) SFCs should comprise persons of eminence and competence. The states should spell out the qualifications, salary, allowances etc before the constitution of SFCs, similar to that of the Central Finance Commissions. The Chairperson and at least one member should be appointed on a regular basis so that they can devote their attention fully to the task mandated in the SFC by the Constitution.
- (b) SFCs should have a permanent secretariat which will facilitate the implementation of the previous recommendations of SFCs, functioning of incumbent SFC and prepare background materials for the next SFC
- (c) The States, while constituting the respective SFC should prescribe a period of two years for the submission of reports for the entire award period
- (d) A time frame of six months should be fixed for placing the Action Taken Reports before the State Legislatures. In addition to the compliance report on the ATR by the State Government, ATRs should be submitted to the State Legislatures before the next SFC is constituted

- (e) State Governments should follow the practice of the Union Government by considering all the major recommendations of the SFCs relating to transfer of funds to local bodies for acceptance.
- (f) The SFCs should maintain reliable and up-to-date data of internal revenue and expenditure of Panchayat finance, funds transferred from higher levels of Government through devolution and grants, assignment of functions, taxes from State Governments etc. Data generated and scrutinized by previous SFCs should also be made available to the subsequent SFCs.
- (g) The SFC will have to determine what the divisible pool from the States' own source revenue to be, keeping in mind the fact that some of the borrowings of States are also related to activities which are civic functions implemented by the local bodies.

Details of Funds Devolved to the States on the Recommendations of various SFCs are given in Table No.3.10

Table No.3.10: Details of Devolution of Funds Recommended by Various State Finance Commissions (SFCs) of States and UTs

Sl No	State	First SFC	Second SFC	Third SFC	Fourth SFC
1.	Andaman & Nicobar	NA	NA	NA	NA
2.	Andhra Pradesh	39.24% of the State revenue from tax and non tax, 10% of betting tax to Municipal Corporation Hyderabad, 95% of profession tax, Rs.25 lakh grant to newly formed Municipal Corporations	40.92% per annum of the tax and non tax revenues of the Government including the share of central taxes to ULBs	Rs.1597.04 crore for PRIs and Rs.515.24 crore for ULBs from 2005 to 2015	Report not Submitted
3.	Arunachal Pradesh	Not Accepted	Report not Submitted	Not Constituted	Not Constituted
4.	Assam	2% per annum of tax revenue of the State, grant in aid 1996-97-Rs.36.89 Crore 1997-98-Rs.37.15 Crore 1998-99-Rs.37.02 Crore 1999-2000-Rs.37.02 Crore	3.5% per annum of aggregate tax revenue of the state to ULBs. Grant in aid of Rs.10 Crore per annum to ULBs	No devolution for the year 2006-07. 10% of non loan gross own tax revenue receipts after deducting actual collection charges for the year 2007-2008. 25% own tax revenue receipts after deducting actual collection charges for the for the years 2008-2011	15% of the net proceeds of the states own tax revenue to ULBs ZPs-10% APs-25% GPs 65% Additionally Rs.3 lakhs per GP for four years as untied fund. Rs.120.28 crore per year for as specific purpose grant for construction of buildings specific purpose grant of Rs.852.30 crore for 4 years for markets, and burial grounds

5.	Bihar	Report not submitted	Not available	3% of net proceeds of the State	7.5% of State's net tax revenue PRIs & ULBs in the ratio 70:30 10% to GP 20% to PS and 10% ZP
6.	Chandigarh	NA	Na	NA	NA
7.	Chhattisgarh	Global sharing of 0.514% of the gross tax revenue of the State. The proceeds from the following are devolved in the ratio given below Stamp duty-1%. Motor vehicle tax 10%. Entry tax 98% Surcharge on sales tax – 10% Passenger tax as per actual	Grant in aid of Rs.200 crore for ULBs for sanitation. Annual grant in aid of Rs.2 lakh for GPs in V Schedule areas. Matching grant for collections of property tax PRIs ULB 2012-13 Rs.1097.9 Crore Rs.936 crore 2013-14 Rs.1258.2 crore Rs.1147.6 crore 2014-15 Rs.1440.7 2013-14 2015-16 Rs.1649.6 1504.5 2016-17 Rs.1888.8 Rs.1722.6	Report not Submitted	Not Constituted
8.	Dadra & Nagar Haveli	NA			
9.	Daman & Diu	NA			
10.	Goa	27% State Own Tax Revenue (SOTR) and share in central taxes for devolutions to Zilla Panchayat under non plan and 13% of annual state plan under plan head. 9% of SOTR Municipal Councils under non plan head and 3% of annual state plan under plan head.	2% of state's own revenue to PRIs out of which 25% to ZPs, 75% to GPs and PSs	Not Constituted	Not Constituted
11.	Gujarat	Additional taxation of Rs.293.09 crore per annum. Profession tax 50% entertainment tax 75% .	Per head grant of Rs.5 to Rs.10 due to abolition of <i>octroi</i>	Not Submitted Report	Not Constituted
12.	Haryana	20% royalty on minor minerals be devolved to the ULBs and Gram Panchayats 7.5% of net receipts under stamp duty and registration fees	20% of annual income from royalty on minor minerals to Gram Panchayats and Municipalities 3% of the receipts from stamp duty and registration fees to	4% of the net tax revenue to local bodies	From 2011-2012 to 2014-15- 2.5% of net tax revenue 65% to PRIs & 35% to ULBs @75% for GP, 15% for PS 10% & for ZP.7% of net tax

		be devolved to PRIs. Tax on motor vehicle 20% entertainment tax 50% to ULBs	PRIs 65% of the net proceeds for LADT to PRIs 50% of the entertainment tax 20% of motor vehicle tax and 35% of LADT to ULBs		revenue for 2015-2016 (50% for PRIs and 50% for ULBs) Rs.215.08 crore for 2014-2015 and Rs.115.81 crore for 2015-2016 Rs.10 crore for augmentation of fire services. Rs.113.6 crore for Municipalities for roads and Solid Waste Management Rs.10 crore for street lighting & data base for PRIs
13.	Himachal Pradesh	Rs.138.75 crore devolved to local bodies	Rs.253.19 crore devolved to local bodies	Cess on liquor to be transferred to local body's incentive fund at the rate of Rs.10 crore to ULBs. Gap filling grant of Rs.228.28 crore grant in aid to LSGs and maintenance expenditure for roads	Gap filling grant of Rs.5395 lakhs for 2012—13. Rs.6383.45 crore for 2013-2014. Developmental grant of Rs.5707 lakhs for 2012-13 and Rs.6355.32 lakhs for 2013-14. To ULBs 12-13- Rs.6432.53 13-14- Rs.6582.05 14-15- Rs.10639.45- Rs.7238.00 15-16- Rs.10961.98- Rs.8143.00 16-17- Rs.13031.93 lakhs Rs.10.141.00 for PRIs ULB's
14.	Jammu and Kashmir	Not Constituted			Cess on liquor
15.	Jharkhand	Not Reported			
16.	Karnataka	36% of non loan gross own revenue receipts to the LBs	40% of non loan net own revenue receipts to the local bodies Rs.5 crore to be common purpose fund for each year	33% of state's own revenue receipts to be devolved to PRIs and ULBs in the ratio 70:30. Salary component of officials working in PRIs should be delinked while working out the total share of PRIs and ULBs	Report not Submitted
17.	Kerala	25% surcharge on stamp duty be levied on behalf of ULBs. The sur charge on stamp duty as well	Government may devolve plan funds (excluding state sponsored schemes) not less than 1/3 the	25% of the total state tax revenue of the year 2003-04 be transferred the LBs during	3.5 % of SOTR. Gap funding of Rs.2.5 crore to financially weak GPs. 5.5% of SOTR

		as basic tax collected from Corporation area to be transferred to them on collection basis. Land tax be doubled and 60% the additional income generated be given to be Block Panchayats and balance to District Panchayats	annual size of state plan as fixed by government from time to time 5.5% of the annual own tax revenue of the state may be devolved to LSGIs as grant in aid for maintenance of assets under the control of LSGIs including the transferred of assets 3.5% of own tax as general purpose grant	2006-07. For subsequent years annual growth rate of 10% may be applied for transfer of funds to LBs	as maintenance fund. 25% Development fund for 2011-12. 27.5% Development fund for 2012-13. 28.5% Development fund for 2014-15 29.5% Dev: fund for 2015-16
18.	Lakshadweep	NA	NA	NA	NA
19.	Madhya Pradesh	2.91% of total tax and non tax to PRIs and 0.514 % share of the divisible pool to ULBs. Specific grant Rs.67.66 crore to PRIs	2.93% of total tax and non tax to PRIs and 1.07% to ULBs assignment of taxes to LBs after deduction of 10% collection charges. Establishment grant Rs.28.40 crore to PRIs and Rs.5 crore to ZPs for training	5% of total tax and non tax revenue. 80% to PRIs & 20% to ULBs Rs.110.90 crore for GPs as grant based on collection of own tax general purpose grant of Rs.20 crore to PS and Rs.5 crore to ZPs. Rs.50 crore to GPs for maintenance of assets	-
20.	Maharashtra	10% of the profession tax collected by the state to LBs. 66.67% of the demand of land revenue and cess there on should be given to PRIs as advance grants. Irrigation cess grant equal to 66.67% of the demand should be given to ZPs as advance grants 25% of the net income from motor vehicle tax be given to ULBs	40% of State's tax, duties tolls and proceeds to LBs	-	-
21.	Manipur	5.29% of the State share in the union taxes to LBs suggested for the first year is Rs.96.47 crores. There after a fixed sum of Rs 8.67 crore per annum was to be	10% of tax and non tax and State's share in central taxes of State. PRIs 34.38% and 20.60% to ULBs	-	-

		devolved to LBs for the remaining period. 50% of land revenue to PRIs			
22.	Meghalaya	NA	NA	NA	NA
23.	Mizoram	NA	NA	NA	NA
24.	Nagaland	NA	NA	NA	NA
25.	Odisha	Government is bearing the full salary and other recurring and non recurring cost of staff deployed by various line departments in PRIs. The quantum of money to be provided for salary of the staff of Panchayat Samities should be treated as direct devolution of funds to RLBs	10% of average of states gross own tax revenue from 1999-2000 to 2001-2002 be devolved to LBs. 10% of the states gross own tax revenue for the year 2002-2003 minus devolvable amount was recommended as grant in aid for various specific purposes	15% of the average gross tax revenue for the state for the years 2005-2006 to 2007-08 @Rs.896.17 crore per annum to be devolved to LBs	10% of net divisible pool of state taxes. 3% of net taxes revenue to devolved to LBs in the ratio 75:25 recommended to assign a part of entry tax, entertainment tax and motor vehicle tax additional amount of 20% for Panchayats under TSP. Entry tax to be assigned to Panchayats also.
26.	Puducherry	NA	NA	NA	NA
27.	Punjab	20% of 5 taxes ie stamp duty motor vehicle tax, electricity duty, entertainment tax; cinema shows be devolved to LBs (both urban and rural)	4% of the net proceeds from all state taxes be devolved to LBs	4% share of net proceeds of all state taxes be devolved to the LBs	-
28.	Rajasthan	2.18% of net tax proceeds of the state to be devolved to the LBs	2.25% of net tax proceeds to the LBs. entertainment tax 15% royalty on minerals 1%	3.5 of the net own tax proceeds of the state entertainment tax 100%, royalty on minerals 1%	5% of net tax proceeds to LBs 75.1% to PRI & 24.9% to ULBs. 3% to ZPs, 12% to PSs & 85% to GPs. 3% of royalty form mining to GPs
29.	Sikkim	1% of the state annual tax revenue to the Panchayats	Grants in aid of Rs.525 lakhs to PRIs for 2004-05 for subsequent years a growth of 5% -7% to be allowed each year. Local area development fund of Rs.3 lakhs per annum	-	2.5% of divisible pool taxes to PRIs and ULBs in the ratio 75:25
30.	Tamil Nadu	8% of states net own tax revenue to LBs	The share of SOTR after excluding entertainment tax of local bodies has been recommended -8% for 2002-04, 9% for 2004-06 and 10% for 2006-	10% of states own tax revenue be devolved to the LBs. Specific purpose grants shall be at 0.5% to 1% of state's own	10% of net SOTR Rs.200 crore per annum for Solid Waste Management (SWM).

			07.10 % of funds devolved for capital works in Municipalities and Corporations, 20% by GPs	tax revenue	
31.	Telangana	NA	NA	NA	NA
32.	Tripura	25% of the revenue earned from sales tax, additional sales tax purchase tax and luxury tax. 35% of profession tax, 15% of forest revenue to be devolved to PRIs Rs.200 per head per annum should be given as grant to PRIs 5.5% of state tax revenue to ULBs till 2001-2002 and 10% after reviewing their performance	Devolution as per 1 st SFC continued	-	-
33.	Uttar Pradesh	4% of net tax proceeds to PRIs discontinued grants in aid. 7% net tax proceed to ULBs	5% of divisible pool to PRIs 7.5% of states net proceeds of tax revenue to ULBs .No provision for Grants in aid .	6% of net tax proceeds to PRIs and 9% to ULBs which is under consideration	-
34.	Uttarakhand	11% state's net tax revenue to LBs at the ratio 42.23:57.77 to PRIs and ULBs	10% tax and non tax of state grants in aid @ Rs.6.24 lakhs to ZPs Rs.42.75 lakhs per annum to BPs and Rs.737.15 lakhs to GPs. Buildings of Almera and Pauri Rs.105 lakhs Bhagirathi River RrenovationRs.50 lakh	10.5% net SOTR. PRIs and ULBs in the ratio of 50:50 50% for GPs, 20% for IPs and 30% for ZPs.	-
35.	West Bengal	Entertainment tax 90% road and PWD cess -80%	Annual untied fund of Rs.350 crore. Entertainment and amusement tax 90% to LBs.Cess on road and public works 80%	Untied fund of Rs.850 crore from 2009-10 with annual increase of 12% on a cumulative basis for the subsequent years	2.5% of SOTR to PRIs Rs.442.49 crore to ULBs for 2015-16 and annual growth of 15% for each year. 24% to GPs 40% to PSs and 36% for ZPs.

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

C. Representation of Weaker Sections

An inclusive participation of citizens in the political process is necessary for the economic development of any country. In India, in view of social orientation being mainly anchored in primordial loyalties since long, the socially and economically backward sections, especially women, Scheduled Castes, Scheduled Tribes and other backward communities, have remained deprived of equality in social and political domains. This exclusion from the socio-political process has both local and global manifestations. As far as political involvement of women is concerned, globally their position is not fully inclusive irrespective of developed or underdeveloped countries. The deprivation of women in India has more dimensions than their counterparts anywhere in the world. Gender in the background of class, caste and local patriarchal culture is more complex, which needs local-specific strategies for inclusion. Hence, provisions came to be incorporated in the Constitution Amendment Act as part of including women in the decision-making process of the local governance through PRIs.

“The citizens from Scheduled Castes and Scheduled Tribes have been victims of social and physical discriminations for years. After independence, efforts have been made to extend the benefits of development to them not by merely putting them at the receiving point, but by making them, partner in the process of development. In the field of Panchayati Raj, attempts were made in the long past to ensure their participation through co-option or through the direct elections. But due to various reasons, the local society does not ensure the effective presence and participation of Scheduled Caste / Scheduled Tribe population in the functioning of Panchayats at different levels. Scheduled castes, on account of their traditional disabilities and Scheduled Tribes because of their geographical isolation, have been disadvantaged and have failed to derive an adequate share of benefits of planning and local economic development”.(Dalit and Tribal leadership in Panchayats-Sri. S N Chaudhari, Department of Sociology and Social Work, Barkatulla University, Bhopal.)

The ideals of Panchayati Raj have not paved way for the emergence of an effective rural local leadership from among the various sections of society in rural India. The leadership always remained with the upper sections, pushing the common people to the margin. Given the complex dynamics underlying the rural power structure, Dr. B R Ambedkar had his own reservations about Gram Panchayats being located as the centres of planning and economic development. While addressing the Constituent Assembly on the draft constitution he criticized the advocates of Panchayati Raj, arguing that a village was nothing but “a sink of

localism, a den of ignorance, narrow mindedness and communalism. I am glad that the draft constitution discarded the village and adopted individual as its unit”. (Ambedkar ;reprint 1995)

As per the provisions contained in Article 330, 332 and 334, seats for the Parliament and the State Legislative Assemblies, in proportion to their population, are reserved for the Scheduled Castes and Scheduled Tribes. But, the Panchayati Raj Acts of different States promulgated, as recommended by the Balwanth Rai Mehta Committee, no provisions for reservation of seats for Scheduled Caste, Scheduled Tribe and women, though some Acts provided for the nomination of persons from the weaker sections to the Panchayati Raj Institutions. The report of the committee constituted on the Methods of Elections to Panchayati Raj Bodies in 1964 under the Chairmanship of K. Santhanam recommended the following.

“In every Panchayat there should be two seats reserved for women. The reserved wards of women should be rotated at every election to the Panchayat. There should be one seat reserved for the scheduled castes, where their population is less than ten per cent and where their population is more than ten per cent, two seats should be reserved for them. In all Panchayats, where the population of scheduled tribes is more than five per cent, there should be one reserved seat for them. The reserved wards for scheduled castes/ scheduled tribes may also be rotated but only among the wards where they have some people belonging to them.”(K. Santhanam,1964)

The Ashok Mehta Committee constituted in 1977 with respect to the rejuvenation of Panchayati Raj Institutions, suggested that the Scheduled Caste and Scheduled Tribes get representation on the basis of their population. The following recommendations were made by the committee. “It recommended for the election of two women members in the Zilla Parishads and Mandal Panchayats and that in the event of no women coming forward for elections two women should be co-opted”.(Ashok Mehta Committee,1977).

“The scheduled castes and scheduled tribes constitute the bulk of rural poor, and their welfare has been enjoined by the directive principles of state policy. Besides, a number of development programmes have been launched for this purpose. The inabilities as well as the inadequacies of the Panchayat Raj institutions to benefit the weaker sections of society have made us very anxious to provide structural as well as programmatic remedies to ensure that they derive, in adequate measure the benefits of the planned development of the country.

Their confidence in the developmental role of Panchayati Raj institutions and participate in the functioning should be assured through several measures.

Among the institutional devices for ensuring adequate representation commensurate with their numbers, we would like to recommend the following (i) in order to provide a fair deal to scheduled caste and scheduled tribes, their representation in all Panchayati Raj institutions should be on the basis of their population; (ii) 666 talukas/ blocks where the scheduled castes constitute more than 20 % of population and in 329 taluks /blocks where the scheduled tribes constitute a majority of population, principle of reservation should be extended to elective offices; (iii) the reservation system can be supplemented by formation of social justice committees where the chairman should be only from among scheduled castes and scheduled tribes".(Ashok Mehta Committee,1977).

It might be due to the relevance of these recommendations and suggestions that the following provisions came to be incorporated in to 243(D) of the 73rd and 74th Constitution Amendment Acts.

1. Seats shall be reserved for (a) the Scheduled Castes; and (b) the Scheduled Tribes, in every Panchayat and the number of seats reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Panchayat, as the population of the Scheduled Castes in that Panchayat area or of the Scheduled Tribes in that Panchayat area bears to the total population of that area and such seats may be allotted by rotation to different constituencies under a Panchayat.
2. Not less than one third of the total number of seats reserved under clause (1) shall be reserved for women belonging to the Scheduled Castes or as the case may be the Scheduled Tribes.
3. Not less than one third (including the seats reserved for women belonging to the Scheduled Castes and the Scheduled Tribes) of the total number of seats to be filled by direct election in every Panchayat shall be reserved for women and such seats may be allotted by rotation to different constituencies under a Panchayat
4. The offices of the chairpersons in the Panchayats at the village or any other level shall be reserved for the Scheduled Castes, Scheduled Tribes and women in such manner as the legislature of a state may, by law, provide.

Provided that the number of offices of Chairperson reserved for the Scheduled Castes and Scheduled Tribes in the Panchayats at each level in any State, shall bear, as nearly as may be,

the same proportion to the total number of such offices in the Panchayat at each level, as the population of the Scheduled Castes in the State or of the Scheduled Tribes in the State bears to the total population of the State. Provided further that not less than one third of the total number of offices of Chairperson in the Panchayats at each level shall be reserved for women. Provided also that the number of offices reserved under this clause shall be allotted by rotation to different Panchayats at each level.

5. The reservation of seats under clause (1) and (2) and the reservation of offices of Chairpersons (other than the reservation for women) under clause (4) shall cease to have effect on the expiration of the period specified under Article 334.
6. Nothing in this part shall prevent the Legislature of a State from making any provision for reservation of seats in any Panchayat or office of Chairperson in the Panchayats at any level in favour of backward class of citizens.

Accordingly, while framing the legislation of the State Panchayati Raj Act, every State has made provisions for reserving 1/3 seats, including offices of the president for women and seats in proportion to their population for Scheduled Castes and Scheduled Tribes. Although the reservation of seats for backward class and other backward communities were not mandatory, Uttar Pradesh, Maharashtra, Uttarakhand, Rajasthan, Andhra Pradesh, Bihar, Goa, Punjab and Telangana have made provisions that allow for reservation of seats for 'Backward Classes', while Madhya Pradesh, Jharkhand and Gujarat have reserved seats for 'Other Backward Communities'. A Constitution Amendment Bill to raise the percentage of reservation for women to 50 per cent in respect of all the tiers of Panchayats had been moved in 2009. Although it was not passed, the State Government of Bihar amended the Panchayati Raj Act, providing 50 per cent reservation to women, followed by a majority of the States. The percentage of women reservation, SCs and ST and reservation to OBC and Backward Communities are provided in Table No.3.11.

Table No.3.11: Reservation of Seats for Women, SCs, STs, OBCs and BCs in the PRIs

Sl No.	State	Percentage of Reservation for Women	Percentage of Reservation for BC	Percentage of Reservation for OBC	Reservation for SCs	Reservation for STs
1.	Andaman & Nicobar	33.33	-	-	No SC	In Proportion to ST Population
2.	Andhra Pradesh	50.00	34.00	-	In Proportion to SC Population	In Proportion to ST Population
3.	Arunachal Pradesh	33.33	-	-	No SC	In Proportion to ST Population

4.	Assam	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
5.	Bihar	50.00	20.00	-	In Proportion to SC Population	In Proportion to ST Population
6.	Chandigarh	33.33	-	-	In Proportion to SC Population	No ST Population
7.	Chhattisgarh	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
8.	Dadra & Nagar Haveli				In Proportion to SC Population	In Proportion to ST Population
9.	Daman & Diu	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
10.	Goa	33.33	-	-	In Proportion to SC Population	In Proportion to ST Population
11.	Gujarat	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
12.	Haryana	Not less than 33.33	-	-	In Proportion to SC Population	No ST Population
13.	Himachal Pradesh	50.00	Government by special order reserves	-	In Proportion to SC Population	In Proportion to ST Population
14.	Jammu & Kashmir	33.33	-	-	In Proportion to SC Population	In Proportion to ST Population
15.	Jharkhand	50.00	-	If SC&ST reservation is below 50% the difference for BC but not to exceed 50%)	In Proportion to SC Population	In Proportion to ST Population
16.	Karnataka	Shall not exceed 50	-	-	In Proportion to SC Population	In Proportion to ST Population
17.	Kerala	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
18.	Lakshadweep	33.33	-	-	NA	In Proportion to ST Population
19.	Madhya Pradesh	50.00	-	If SC/ST Reservation is below 50% the difference or 25%	In Proportion to SC Population	In Proportion to ST Population
20.	Maharashtra	50.00	27.00	-	In Proportion to SC Population	In Proportion to ST Population
21.	Manipur	Not less than 33.33	-	-	In Proportion to SC Population	In Proportion to ST Population
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
26.	Puducherry	2 Seats	-	-	-	-
27.	Punjab	50	One seat where there is more than 20 BC	-	In Proportion to SC Population	No ST Population
28.	Rajasthan	50.00	21.00	-	In Proportion to SC	In Proportion to

					Population	ST Population
29.	Sikkim	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
30.	Tamil Nadu	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
31.	Tripura	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population
32.	Uttar Pradesh	33.33	Not exceeding 27	-	In Proportion to SC Population	In Proportion to ST Population
33.	Uttarakhand	Not less than 50.00	Maximum 15	-	In Proportion to SC Population	In Proportion to ST Population
34.	Telangana	50.00	34	-	In Proportion to SC Population	In Proportion to ST Population
35.	West Bengal	50.00	-	-	In Proportion to SC Population	In Proportion to ST Population

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

All the States, excepting Arunachal Pradesh, Manipur, Haryana, Goa, Uttar Pradesh and Jammu and Kashmir, have raised women reservation to 50 per cent. The detail of the actual number of women Elected Representatives are provided in Table No.3.12.

Table No. 3.12: Representation of Women in PRIs with Number and Percentage

Sl No	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number of Women Representatives	%	Number of Women Representatives	%	Number of Women Representatives	%
1.	Andaman & Nicobar	262	34.79	28	40.00	12	34.29
2.	Andhra Pradesh	71822	49.89	5630	52.10	341	50.74
3.	Arunachal Pradesh	2935	39.58	622	34.96	66	36.26
4.	Assam	11451	48.16	1192	54.60	227	54.31
5.	Bihar	51998	45.32	5341	46.46	548	47.20
6.	Chandigarh	49	34.03	6	40.00	3	30.00
7.	Chhattisgarh	90974	54.39	1670	56.17	222	55.22
8.	Dadra & Nagar Haveli	109	53.70	NA	NA	10	50.00
9.	Daman & Diu	82	53.95	NA	NA	10	50.00
10.	Goa	499	33.00	NA	NA	17	34.00
11.	Gujarat	61474	33.36	2603	49.44	513	47.23
12.	Haryana	28060	42.12	1258	41.98	181	43.51
13.	Himachal Pradesh	13409	50.03	862	51.52	127	50.80
14.	Jammu & Kashmir	9936	31.60	-	-		
15.	Jharkhand	28915	49.23	2823	52.06	281	51.75
16.	Karnataka	48335	49.85	2018	51.70	539	49.77
17.	Kerala	8714	55.52	1118	53.70	174	52.56
18.	Lakshadweep	33	38.37	NA	-	9	36.00
19.	Madhya Pradesh	136896	50.00	3396	50.00	426	50.00

20.	Maharashtra	112621	49.56	1925	49.08	973	49.62
21.	Manipur	590	35.46	NA	-	24	40.00
22.	Meghalaya	NA					
23.	Mizoram	NA					
24.	Nagaland	NA					
25.	Odisha	49840	56.93	3273	52.70	438	51.29
26.	Puducherry	NA					
27.	Punjab	31373	33.33	910	33.32	110	33.23
28.	Rajasthan	66826	56.82	3118	50.00	587	57.89
29.	Sikkim	493	50.00			55	50.00
30.	Tamil Nadu	21120	33.00	2986	43.55	229	33.38
31.	Telangana	48283	50.02	3440	50.00	223	48.90
32.	Tripura	2760	45.16	192	45.82	54	46.55
33.	Uttar Pradesh	292587	33.00	29966	38.03	1404	43.83
34.	Uttarakhand	34400	56.35	1654	50.64	220	50.46
35.	West Bengal	24471	49.88	5632	49.90	415	49.88
	Total	1251317	43.96	81663	38.33	8438	47.90

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Constitution Amendment Act mandates not only reservation for women as members of PRIs, but also for the offices of President also. The details of the number of women Presidents / Chair Persons at different levels of PRIs, is provided in the Table No.3.13 .The details of reservation of seats to the three tiers of Panchayats for the Scheduled Caste are provided in Table No.3.14.

Table No.3.13: Reservation of Offices of Presidents/ Chairperson for Women at Different Tiers of PRIs

Sl No.	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number of Women Presidents	%	Number of Women Presidents	%	Number of Women Presidents	%
1.	Andaman & Nicobar	24	34.29	4	57.14	-	-
2.	Andhra Pradesh	6452	50.00	329	49.92	6	46.15
3.	Arunachal Pradesh	587	33.00	60	32.97	7	35.00
4.	Assam	1092	49.64	94	50.81	14	66.66
5.	Bihar	3772	44.95	236	44.20	17	44.74
6.	Chandigarh	4	33.33				
7.	Chhattisgarh	5822	53.13	90	61.64	14	51.85
8.	Dadra & Nagar Haveli	11	55.00				
9.	Daman & Diu	8	53.33				
10.	Goa	79	41.58	NA	NA	-	-
11.	Gujarat	5112	36.44	124	50.20	16	48.49
12.	Haryana	2561	41.27	77	61.11	13	61.90
13.	Himachal Pradesh	1631	50.56	42	53.85	6	50.00
14.	Jammu & Kashmir	25	0.61	-	-	-	-
15.	Jharkhand	2275	51.73	132	50.19	13	54.17

16.	Karnataka	3011	50.00	88	50.00	15	50.00
17.	Kerala	470	49.95	76	50.00	7	50.00
18.	Lakshadweep	4	40.00	NA		0	0
19.	Madhya Pradesh	10261	44.97	160	51.12	26	50.98
20.	Maharashtra	13998	50.17	176	50.14	18	52.94
21.	Manipur	55	34.16	-	-	2	50.00
22.	Meghalaya	NA	NA	NA	NA	NA	NA
23.	Mizoram	NA	NA	NA	NA	NA	NA
24.	Nagaland	NA	NA	NA	NA	NA	NA
25.	Odisha	3230	52.01	163	57.91	18	60.00
26.	Puducherry	No Election	-	No Election	-	No Election	-
27.	Punjab	4436	34.05	60	40.82	7	31.82
28.	Rajasthan	4947	50.00	148	50.17	16	48.48
29.	Sikkim	88	50.00	NA	-	2	50.00
30.	Tamil Nadu	4174	33.30	-	-	-	-
31.	Tripura	285	48.22	17	48.57	4	50.00
32.	Telangana	4600	53.23	220	50.23	6	66.66
33.	Uttar Pradesh	19992	33.79	298	36.52	38	40.54
34.	Uttarakhand	4007	50.35	51	53.68	7	53.85
35.	West Bengal	1657	49.58	166	49.85	8	42.11
	Total	104670	42.20	2811	44.39	280	47.14

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No. 3.14. The Number and Percentage of ERs from Scheduled Castes in the States and UTs

Sl No	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number of ERs from SCs	%	Number of ERs from SCs	%	Number of ERs from SCs	%
1.	Andaman Nicobar	0	0	0	0	0	0
2.	Andhra Pradesh	28440	19.75	2069	19.14	129	19.20
3.	Arunachal Pradesh	0	0	0	0	0	0
4.	Assam	2280	9.60	230	10.54	44	10.53
5.	Bihar	19037	16.59	1910	16.61	195	16.80
6.	Chandigarh	24	16.67	3	20.00	2	20.00
7.	Chhattisgarh	20042	12.10	361	12.15	43	10.70
8.	Dadra & Nagar Haveli	3	1.47	NA	0	0	0
9.	Daman & Diu	3	1.97	NA	0	1	5.00
10.	Goa	47	3.10	NA	0	-	-
11.	Gujarat	NR	-	387	7.35	73	6.72
12.	Haryana	16903	25.37	748	24.96	96	23.08
13.	Himachal Pradesh	6106	22.78	435	26.00	61	24.40
14.	Jammu & Kashmir	2475	7.87	-	-	-	
15.	Jharkhand	6477	11.03	650	11.99	66	12.16
16.	Karnataka	18797	19.38	771	19.75	212	19.58
17.	Kerala	1708	10.88	218	10.47	33	9.97
18.	Lakshadweep	0	0	0	0	0	0
19.	Madhya Pradesh	43807	16.00	1086	15.99	136	15.96
20.	Maharashtra	25269	11.12	446	11.37	225	11.47
21.	Manipur	40	2.40	-	-	22	36.67

22.	Meghalaya	NA					
23.	Mizoram	NA					
24.	Nagaland	NA					
25.	Odisha	6530	7.46	445	7.16	64	7.49
26.	Pondicherry	No Election	-	-	-	-	-
27.	Punjab	31059	33.00	903	33.07	109	32.93
28.	Rajasthan	18434	15.67	971	15.57	185	18.25
29.	Sikkim	59	5.98	NA	-	7	6.36
30.	Tamil Nadu	12160	19.00	1613	23.53	161	23.47
31.	Tripura	990	16.20	75	17.9	20	17.24
32.	Telangana	17375	18.00	1238	18.00	82	17.98
33.	Uttar Pradesh	177325	20.00	12891	16.36	786	24.54
34.	Utharakhand	12821	21.0	713	21.83	92	21.10
35.	West Bengal	12267	25.01	2188	23.56	208	25.00
	Total	480478	16.88	30351	14.25	3052	17.33

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

As per the reservation provided for under the Constitution, Scheduled Caste and Scheduled Tribes representatives, corresponding to their population, have been elected to the Village Panchayats, Intermediate Panchayats and District Panchayats. The Presidents of almost 40399 Gram Panchayats, 981 Intermediate Panchayats and 86 District Panchayats are from the Scheduled Caste, as detailed in Table No. 3.15. It is found that 253236 representations from Schedules Tribes have been elected to the Gram Panchayats, 13027 to the Intermediate Panchayats and 1935 to the District Panchayats, as indicated in Table No.3.16.

Table No.3.15: The Number and Percentage of SC Presidents/ Chairperson

SI No	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number of Presidents from SC	%	Number of Presents from SC	%	Number of Presents from SC	%
1.	Andaman Nicobar	0	0	0	0	0	0
2.	Andhra Pradesh	2493	19.32	127	19.27	1	7.69
3.	Arunachal Pradesh	0	0	0	0	0	0
4.	Assam	173	7.86	15	8.11	3	14.29
5.	Bihar	1388	16.54	92	17.23	2	5.26
6.	Chandigarh	3	25.00	0	0	0	0
7.	Chhattisgarh	1232	11.24	11	7.53	2	7.41
8.	Dadra & Nagar Haveli	0	0	0	0	0	0
9.	Daman & Diu	0	0	0	0	0	0
10.	Goa	0	0	0	0	0	0

11.	Gujarat	981	6.99	16	6.48	2	6.06
12.	Haryana	1433	23.09	25	19.84	5	23.81
13.	Himachal Pradesh	852	26.41	19	24.36	3	25.00
14.	Jammu & Kashmir	165	4.00	0	0	0	0
15.	Jharkhand	421	9.57	27	10.27	3	12.50
16.	Karnataka	1318	21.89	26	14.77	6	20.00
17.	Kerala	66	7.01	11	7.24	2	14.29
18.	Lakshadweep	0	0	0	0	0	0
19.	Madhya Pradesh	3650	16.00	50	15.97	9	17.65
20.	Maharashtra	3359	12.04	41	11.68	4	11.76
21.	Manipur	2	1.24	0	0	0	0
22.	Meghalaya						
23.	Mizoram						
24.	Nagaland						
25.	Odisha	966	15.55	85	27.07	8	26.67
26.	Puduchery (Election awaited)	0	0	0	0	0	0
27.	Punjab	4254	32.65	48	32.65	6	27.27
28.	Rajasthan	1583	16.00	47	15.93	5	15.15
29.	Sikkim	11	6.25	0	0	0	0
30.	Tamil Nadu	0	0	0	0	0	0
31.	Telangana	1563	18.09	79	18.04	2	22.22
32.	Tripura	94	15.91	5	14.29	1	12.5
33.	Uttar Pradesh	12246	20.70	158	19.36	16	21.62
34.	Utharakhand	1760	22.12	21	22.11	3	23.08
35.	West Bengal	386	25.01	78	23.42	3	15.78
	Total	40399	16.29	981	15.49	86	14.48

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No3.16: The Number and Percentage of Elected Representatives of PRIs from the ST Category

Sl No	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number	%	Number	%	Number	%
1.	Andaman Nicobar	0	0	0	0	0	0
2.	Andhra Pradesh	10964	7.62	704	6.51	44	6.55
3.	Arunachal Pradesh	7416	100.00	1779	100.00	182	100.00
4.	Assam	2446	10.29	327	14.98	39	9.33
5.	Bihar	1223	1.07	131	1.14	13	1.12
6.	Chandigarh	-		NA	-	-	-
7.	Chhattisgarh	64653	38.74	1188	40	135	33.58
8.	Dadra & Nagar Haveli	132	65.03	0	0	16	80.00
9.	Daman & Diu	16	10.53	0	0	1	5.00
10.	Goa	104	6.87	0	0	6	12.00
11.	Gujarat	NR	-	1258	23.89	286	26.34
12.	Haryana	Nil	Nil	Nil	Nil	Nil	Nil
13.	Himachal Pradesh	1664	6.21	127	7.59	24	9.60
14.	Jammu & Kashmir	5471	17.4	0	0	0	0

15.	Jharkhand	20741	35.32	1818	33.52	179	32.97
16.	Karnataka	10687	11.02	387	9.92	95	8.77
17.	Kerala	244	1.56	31	1.49	6	1.81
18.	Madhya Pradesh	54758	20.00	1358	20.00	170	20.00
19.	Maharashtra	27597	12.14	532	13.57	272	13.87
20.	Manipur	34	2.04	0	0	1	1.67
21.	Meghalaya	NA	-				
22.	Mizoram	NA	-				
23.	Nagaland	Na	-				
24.	Odisha	11242	12.85	763	12.29	101	11.83
25.	Pondicherry	No Election	0	0	0	0	0
26.	Punjab	Nil	Nil	Nil	Nil	Nil	Nil
27.	Rajasthan	14389	12.24	871	13.97	168	16.57
28.	Lakshadweep	85	100	0	0	25	100
29.	Sikkim	355	36.00	0	0	39	35.46
30.	Tamil Nadu	640	1.00	64	0.93	8	1.67
31.	Tripura	181	2.96	9	2.15	2	1.72
32.	Telangana	8688	9	619	9	41	9
33.	Uttar Pradesh	4433	0.5	394	0.5	16	0.50
34.	Utharakhand	2105	3.45	101	3.09	12	2.75
35.	West Bengal	2968	6.05	566	6.1	54	6.50
	Total	253236	8.90	13027	6.11	1935	10.98

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.3.17: The Number and Percentage of ST Presidents / Chairpersons

SI No	State	Gram Panchayats		Intermediate Panchayats		District Panchayats	
		Number	%	Number	%	Number	%
1.	Andaman Nicobar	0	0	0	0	0	0
2.	Andhra Pradesh	1118	8.66	54	8.19	1	7.69
3.	Arunachal Pradesh	1779	100.00	182	100.00	20	100.00
4.	Assam	290	13.18	26	14.05	3	14.29
5.	Bihar	92	1.10	5	0.93	0	
6.	Chandigarh	0	0	0	0	0	0
7.	Chhattisgarh	5464	49.86	94	64.38	7	25.93
8.	Dadra & Nagar Haveli	19	95.00	0	0	1	100
9.	Daman & Diu	2	13.33	0	0	0	0
10.	Goa	0	0	0	0	0	0
11.	Gujarat	NR	0	56	22.67	7	21.21
12.	Haryana	0	0	0	0	0	0
13.	Himachal Pradesh	250	7.75	8	10.26	2	16.67
14.	Jammu & Kashmir	482	11.68	0	0	0	0
15.	Jharkhand	2268	51.57	148	56.27	13	54.17
16.	Karnataka	682	11.33	11	6.25	3	10.00
17.	Kerala	18	1.91	3	1.97	0	0
18.	Lakshadweep	10	100.00	0	0	1	100
19.	Madhya Pradesh	4563	20.00	62	19.81	12	23.53
20.	Maharashtra	4788	17.16	59	16.81	5	14.74
21.	Manipur	4	2.49	0	0	0	0

22.	Meghalaya	NA					
23.	Mizoram	NA					
24.	Nagaland	NA					
25.	Odisha	2329	37.50	72	22.93	7	23.33
26.	Puducherry	No Election					
27.	Punjab	0	0	0	0	0	0
28.	Rajasthan	1187	12.00	34	11.53	4	12.12
29.	Sikkim	63	35.80	0	0	2	50.00
30.	Tamil Nadu	-	-	-	-	-	-
31.	Tripura	15	2.54	1	2.86	0	
32.	Telangana	782	9.05	39	8.0	1	11.11
33.	Uttar Pradesh	336	0.51	4	0.50	0	0
34.	Utharakhand	244	3.07	3	3.16	0	0
35.	West Bengal	199	5.95	9	5.71	0	0
	Total	26984	10.88	870	13.74	89	14.98

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Out of the total 248011 Gram Panchayats, 10.88 per cent of Sarpanchs are from Scheduled Tribes. Likewise, more than 13 per cent Presidents / Chairpersons of Intermediate Panchayats are also from Scheduled Tribe communities. Mandatory provisions for reservation of seats to the marginalized communities in proportion to their population has brought an end to the invisibility of women, Scheduled Castes and Scheduled Tribes in the decision-making process at the sub-state levels.

D. Role and Issues of Elected Representatives from Marginalised Sections

As part of the data collection at the grassroot level, 209 Gram Panchayats were visited and available members belonging to SCs/STs and women were interviewed to assess the reality of the empowerment and entitlements. A total of 940 women elected representatives, 234 belonging to Scheduled Caste category and 228 from the Scheduled Tribe category were interviewed.

From the interviews it is clear that the elected representatives regularly attend the meetings of the Gram Panchayats, participate in the decision-making process, present the aspirations of the people from their respective wards (constituencies) and give suggestions. Out of the 940 women representatives, 87 have revealed that though they have suggested proposals it has not been accepted. The respondents are from all over the states. It is noted that 17 elected members from the Scheduled Caste category and 11 from the Scheduled Tribe category were also having the same opinion.

More than 18 per cent of the women representatives are of the opinion that the meetings are not held at convenient times for them to attend the meeting. Again, 38 women elected representatives, 18 from Scheduled Caste and five from Scheduled Tribe category are of the feeling that they are neglected by the general category. Except two women elected representatives all others are in the habit of actively participating in the Gram Sabhas. A few among the elected representatives from the Scheduled Caste and from the Scheduled Tribe revealed that they are not participating in the Gram Sabha meetings regularly. Their numbers are 18 and 21 respectively. Almost one third of elected representatives, especially from Uttar Pradesh, Uttarakhand, Haryana, Rajasthan, Punjab, Andhra Pradesh and Karnataka opined that the notices for the Panchayat Committee meetings are not received in due time. But in the visited Panchayats, no separate areas are seen fixed for sitting in the committee meetings.

More than 65 per cent of the women elected representatives usually take part in the meetings of the Self-Help Groups (SHGs) of their area, while majority of the elected representatives from Scheduled Caste and Tribe category does not attend the SHG meetings. Out of the 940 women elected representatives, 12 were elected from the unreserved category and 66 are of opinion that the rotation has to be made only after two or three terms. Only 3.62 per cent (34) women representatives were elected previously to the PRIs. More than 70 per cent of the members from the Scheduled Caste category and 52 per cent from the Scheduled Tribe category opined that they have raised the issues of Scheduled Caste and Tribes in the meetings. Out of the 209 Gram Panchayats visited only 22 have prepared special plans for women and SCs/STs.

It is reported that 62 per cent women representatives are aware of the award of the Fourteenth Finance Commission but only a few members are aware of the actual amount. Majority of the elected members interviewed are aware of the income of their Panchayats.

It is revealed that 64 per cent of the interviewed elected representatives are not well versed with the process of decentralized planning. Only 33 per cent have suggested project interventions to address the problems identified. Proxy representatives attending the meeting in place of women have been noticed in some Panchayats in the states like Uttarakhand, Uttar Pradesh, Chhattisgarh, Madhya Pradesh and Haryana. Majority of the elected representatives are aware of the labour budget, action plans, job cards and wages provided under MGNREGS. More than 80 per cent of the elected representatives interviewed among women, Scheduled Caste and Scheduled Tribe are unaware of the allocations received under various

Centrally Sponsored Schemes like NRLM, SSA, NRHM, SBM, etc. More than two thirds of the women elected representatives, 52 per cent from Scheduled Caste and 63 per cent from the Scheduled Tribe have participated in training programmes and are of the opinion that these trainings have improved their awareness and performance.

It is seen that 63 per cent of the women elected representatives are in the habit of seeking information from the officials of the Panchayats and most of them are receiving the information sought for. Almost all the women elected representatives receive support from their family members, general friends, local community-based organizations and SHGs.

E. Impact of 50 per cent reservation for women as well as rotation at the two terms

The 73rd Constitution Amendment Act mandates the reservation of one third of the total number of seats to be elected in all three tiers of PRIs and the offices of the presidents/ chair persons. Initially, all the states have reserved the seats as mandated by the Constitution for women. But subsequently states like Bihar, Maharashtra, Assam etc have raised the percentage of reserved seats into 50. At present, the reservation of seats for women are 50 per cent or more in the states of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Himachal Pradesh, Gujarat, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Sikkim, Tamil Nadu, Tripura, Uttarakhand, Telangana and West Bengal. In Karnataka the reservation for women is 50 per cent with a clause that it should not exceed 50 per cent. It is still 1/3 in the states of Uttar Pradesh, Manipur, Jammu & Kashmir, Haryana, Goa, Arunachal Pradesh and in the Union Territories of Chandigarh, Lakshadweep and Andaman Nicobar

But in reality, the percentage of women elected representatives are above 50 per cent in the states of Chhattisgarh (54.39%), Himachal Pradesh (50.03%), Kerala (55.52%), Odisha (56.93%), Rajasthan (56.82%) and Uttarakhand (56.35 %) and in the UT of Dadra & Nagar Haveli (53.70%). Though the reservation is 50 per cent, the actual women elected representatives are only 49.89 per cent in Andhra Pradesh, 48.16 per cent in Assam, 45.32 per cent in Bihar, 49.23 per cent in Jharkhand, 49.85 per cent in Karnataka, 49.56 per cent in Maharashtra and 49.88 per cent in West Bengal in the Gram Panchayats.

More than 50 per cent elected representatives are women in Intermediate Panchayats in the state of Andhra Pradesh (52.1%), Assam (54.60%), Chhattisgarh (56.17%), Himachal Pradesh (51.52%), Jharkhand (52.06%), Karnataka (51.70%), Kerala (53.70%), Odisha

(52.70%) and Uttarakhand (50.64%). Half of the offices of the chairpersons of the three tiers of Panchayats also are headed by women in majority of states.

In the questionnaire employed to interview the women elected representatives, a separate question as to whether the elected representatives agree with the rotation system in the reservation of seats was included. Majority of the elected representatives interviewed have opined that they are satisfied with the existing system of rotation.

The reserved seats are to be rotated at the interval of five years in the states of Andhra Pradesh, Assam, Goa, Bihar, Madhya Pradesh, Haryana, Jharkhand, Himachal Pradesh, Odisha, Rajasthan, Karnataka, Kerala and Telangana.

F. District Planning Committees (DPCs)

Both the rural and urban local governments are required to prepare plans for economic development and social justice. The Panchayati Raj Institutions are mandated to be constituted by the 73rd Constitution Amendment Act, while the formation of Municipalities and Corporations are governed by the 74th Constitutional Amendment Act. In order to integrate the plans prepared by the Panchayati Raj Institutions in the rural areas and Municipalities and Nagar Panchayats in the town areas, provisions have been made in the 74th Amendment Act for the formation of District Planning Committees (DPCs). The provisions contained under Article 243 ZD relating to the DPCs are as follows:

(1) There shall be constituted in every State at the district level, a District Planning Committee to consolidate the plans prepared by Panchayat and Municipalities in the district as part of preparing a draft development plan for the district as a whole.

(2) The legislature of the State may, by law, make provision with respect to

(a) Composition of District Planning Committees.

(b) The manner in which the seats for such committees shall be filled

Provided that not less than four fifth of the total number of members of such committee shall be elected by and from amongst the elected members of the Panchayats at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district.

(c) The functions relating to district planning which may be assigned to such committees

(d) The manner in which the Chairperson of such committees shall be chosen

(3) Every District Planning Committee shall, in preparing the draft development plan, have regard to

(i)Matters of common interest between the Panchayats and Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation

(ii)The extent and type of available resources, whether financial or otherwise

(iii)Consult such institutions and organizations as the governor may, by order, specify

(4) The Chairperson of every District Planning Committee shall forward the development plan as recommended by such committee to the Government of the State.

Although the constitutions of the District Planning Committees have been mandated by the Constitution, the State Governments can use their discretion to fix the number of members, to assign functions to these committees and also to prescribe the mode of election of the Chairman. On analyzing the District Planning Committees constituted, wide variation is visible from State to State. In the States of Andhra Pradesh, Assam, Bihar, Goa, Karnataka, Kerala, Rajasthan, Sikkim, Tamil Nadu and Andaman & Nicobar, the Chairman of District Planning Committees are the Presidents of District Panchayat, while in Chhattisgarh, Jharkhand, Uttar Pradesh, Madhya Pradesh, Uttarakhand, Gujarat and Maharashtra, the Ministers of the State nominated by the State Government are the Chairpersons. In Sikkim, the Minister or the Speaker or Deputy Speaker chosen by the State Government shall be the Chairman. The Chairman of the District Planning Committee of Haryana is to be chosen by the State Government from among the nominated members and at present, the Deputy Commissioners of districts are the Chairpersons. In Manipur also, Deputy Commissioners are the Chairpersons. In Punjab, the Chairperson is not elected, but nominated by the State Government from amongst the members of District Planning Committees. In Tripura, the Chairperson is to be nominated by the Government.

In Andhra Pradesh, Haryana, Chhattisgarh, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Sikkim and Tripura, there are provisions made for the nomination of experts to the DPCs. Such variations exist in the case of ex-officio members and special invitees to these DPCs. The details of various provisions made by the State Legislatures and the composition of District Planning Committees are provided in Table No.3.18.

Table No.3.18: Composition of District Planning Committees (DPCs)

Sl No	State	Legal Provision	No of Members	Proportion of Elected Members from Rural and Urban Areas	Ex Officio Members / Special Invitees	Nominated Members	Chairman	Secretary
1.	Andaman & Nicobar	Not Mentioned	26	Not specified	1. Chairperson PBMC. MP. 2.Secretary Planning 3.Secretary Finance 4.Secretary Panchayat 5 Municipal Councilor 6..District Development Officers (<i>Special Invite</i>) 7.Premukhs (<i>Special Invite</i>) 8.Zilla Parishad Members	Not mentioned	Adhyaksha ,Zilla Parishad	CEO of Zilla Parishad
2.	Arunachal Pradesh	Notification No.PR/DPC-1063/1822 Dated.5.12.2007	Not specified	4/5	1.president and all members of Zilla Parishad 2.chairpersons of all Anchalik Panchayats 3.MPs &MLAs from the district 4.District level officials	—	President ZillaParishad	District planning officer
3.	Andhra Pradesh	DPC Act 2005	30	4/5	1.MPs, MLAs and MLCs from the District, 2. Chairman of Municipality / Mayor of Corporation	4 Members (3 Experts and one from the Minorities)	Chairperson of the Zilla Parishad	District Collector
4.	Assam	Panchayati Raj Act	34	4/5	1.MPs ,MLAs , 2.Mayor/Chairperson of the District Head Quarters Municipality, 3.Deputy Commissioner (<i>Permanent invite</i>)	Not Mentioned	President Zilla Parishad	CEO of Zilla Parishad
5.	Bihar	Act Sec. 167	34	4/5.out of total members 50% shall be women. SCs, STs & BCs	1. MPs, MLAs and MLCs from District. 2.District Magistrate 3.Chairman District Co-operative	Not mentioned	Adhyaksha Zilla Parishad	CEO, Zilla Parishad

				to be nominated, if not elected	Bank / Land Development Bank			
6.	Chandigarh	No D P C						
7.	Chhattisgarh	Zilla Yojana Samithi Adhiniyam, 1995	10/15/20 Numbers according to Population Size of the District	4/5 (3 seats reserved for women)	1. MPs, MLAs & MLCs of the District. (MPs can nominate representatives & MLCs can choose district according to their option). 3. President of Zilla Parishad and Mayor of the Corporation, (If not elected, shall be special invitees)	One Member in 15 Member DPC & Two Members in 20 Member DPC	Minister of State nominated by the Government	District Collector of the District
8.	Dadra & Nagar Haveli	notification	16	-	1. President Zilla Parishad 2. Five members elected from Zilla Parishad 3. Five members elected from the sarpanches 4. M P 5. Vice president zilla parishad 6. Development & planning officer. 7. Assistant accounts officer Zilla Parishad	Nil	President Zilla Parishad	C E O Zilla Parishad
9.	Daman & Diu	Order no.DPS/RCPS/201 5- 16/107 Dated 28.4.1 5	-	-	1 District Collector 2 MP(Special Invitee) 3 President and wise president of district Panchayat 4. President and wise president of municipal councils Superintendent engineer PWD	Four members from sarpanch Four member from District Panchayat Four members from ward councilors of municipality Chief Officer Municipal committee	Collector	CEO District Panchayat

10.	Goa	DPC Act 1999	As decided	Not mentioned	1.MP, MLAs 2.Chairman of the Municipality of the District Head Quarters	Not mentioned	President Zilla Panchayat	CEO Zilla Parishad
11.	Gujarat	DPC Act, 2008	Minimum – 15 Maximum – 30	4/5	1. Minister in charge of the District. 2.President, District Panchayat 3.District Collector. 4.District Development Officer	Not mentioned	Minister In charge of the District (President, District Panchayat is the Vice Chairman & District Collector is the Co- Vice Chairman)	District Development Officer
12.	Haryana	Notification dated 5-10-97	20 Members for Population up to 10 Lakhs & 25 Members for Population above 10 Lakhs	4/5	1. MPs, MLA's MLC's from the District. 2.District level Officers as Consultants	5 Members in 25 Member DPC & 4 Members in 20 Member DPC (1.Commissioner of the Division, 2.Additional District Commissioner, 3.Deputy Commissioner 4.Two Eminent Economists)	Chosen by the State Government from the Nominated Members (At present, the Deputy Commissioner is chosen by the Government)	Additional Deputy Commissioner of the District
13.	Himachal Pradesh	Panchayati Raj Act, Sec.185	25	4/5 (Five seats are reserved for women)	1. MPs, MLA's from the District. 2. Chairman of Zilla Parishad 3. Mayor / President of Corporation / Municipality of District Head Quarters. 4. Representatives of Cooperative Bank/ and Land Development Bank (permanent invitees).	Not Mentioned	Minister / Speaker / Deputy Speaker chosen by Government	Deputy Commissioner of the District .

14.	Jammu Kashmir	No D P C						
15.	Jharkhand	Panchayati Raj Act. Sec.123	15 to 20	3/4	Chief Planning Officer. 1. MPs and MLAs from the District (<i>MP Rajya Sabha if a voter of the District</i>). 2. Adhyaksha of Zilla Parishad Chairman / Mayor of Municipal/Corporation (<i>If not elected, shall be special invitees</i>)	One Member in 15 Member DPC & Two Members in 20 Member DPC	Minister nominated by State Government	District Magistrate / Deputy Commissioner of the District
16.	Karnataka		19	4/5 from among Zilla / Taluk / Gram Panchayat members and Members from Municipal bodies	1. 20% of Members consisting of MPs Members of council of States 2. Zilla Parishad Chairperson, Mayor / President of the District Head Quarters Municipality, 3. Deputy Commissioner. 4. Minister in charge of the District	Nothing mentioned	President Zilla Parishad, (<i>Vice Chairman of the DPC is the, Chair Person of the Head Quarters Municipality</i>)	CEO of the Zilla Parishad
17.	Kerala	Act and Rules	15	4/5	1. MP & MLAs special invitees	1. An expert member	District Panchayat President	District Collector
18.	Lakshadweep	Act	Not specified	4/5	1. MP, 2. President cum Chief Councilor, 3. District Magistrate, 4. Director of Panchayats 5. Manager lead Bank	Not mentioned	Collector cum Development Officer	
19.	Madhya Pradesh	Zilla Yojana Samithi Adhiniyam 1995	10/15/20 According to Population size of the District	4/5	1. MPs & MLAs of the District. (<i>MP can nominate representative</i>) 2. MLCs (<i>According to their choice.</i>) 3. President, Zilla Panchayat & Mayor, Municipal Cooperation of the District (<i>As special invitees if not</i>	One Member in 15 Member DPC & Two Members in 20 Member DPC	Minister Nominated by Government	District Collector

					<i>elected)</i> 4. Minister nominated by the Government (<i>Minister can nominate representative</i>)			
20.	Maharashtra	DPC Act 1998	30/40/50 According to Population size of the District	4/5	1.Minister in Charge of District 2. President Zilla Parishad. 3. District Collector (special invitees) 4. MPs, MLAs from the District 5. Divisional Commission. 6. CEO of Zilla Parishad. 7.Officer on Special Duty (<i>Planning</i>) 8.District Planning Officer	1. Member from Statutory development board 2. MPs / MLAs of the District Nominated by Government 3.Two Members in 40 Member DPC & Four Members in 50Member DPC 4. Experts Having knowledge in Planning.(10 Members in 30 Member DPC,12Members in 40 Member DPC and15 Members in 50 member DPC)	Minister in Charge of the District	District Collector
21.	Manipur	Section 96 of the Act	As decided by Government	4/5	1. MPs and MLAs from the District. 2. Adhyaksha of Zilla Parishad 3. Mayor / Chairman of the Municipality of District Head Quarters. 4.Chairman District Cooperative Bank and Land Development Bank	Not mentioned	Deputy Commissioner	CEO of Zilla Parishad
22.	Meghalaya	NA						
23.	Mizoram	NA						

24.	Nagaland	NA						
25.	Odisha	DPC Amendment Act 2015	As specified	80% <i>(not less than 50% to be Women)</i>	1. MPs and MLAs of the District. 2. Chairperson is competent to invite any person	20% of the members to be nominated by Government <i>(from those having knowledge in planning, Agriculture, economics industry, education etc.)</i>	Minister, nominated by the Government <i>(Vice Chairman to be nominated by government from the elected members)</i>	District Collector
26.	Puducherry	No Election						
27.	Punjab	DPC act 2005	15/24/40 According to Population size of the District.	4/5	1. Deputy Commission. 2. Additional Deputy Commissioner. 3. Deputy Economic and Statistical Adviser	1/5 including MLAs to be nominated by Government	To be nominated amongst the members by the Government	Deputy Commissioner
28.	Rajasthan	Act	25	4/5	-	-	President of Zilla Parishad	Chief Planning Officer of Zilla Parishad
29.	Sikkim	Act Section 127	As decided	Not mentioned	1. Adhyaksha of District Panchayat. 2. Three Members of District Panchayat include in one from Nagar Panchayat. 3. District Collector	One Economist / Advisor	Adhyaksha, District Panchayat	District Development cum Panchayat Officer
30.	Tamil Nadu	Panchayat1 Raj Act	As decided	4/5	1. Mayor / Chairman of City Corporation permanent invitees – 2. MLAs / MPs from the District 3. Chairman of Panchayat union councils. 4. Chairman of all Municipal Councils. 5. Chairman of all Town Panchayats	Not mentioned	President, District Panchayat	Secretary, District Panchayat
31.	Telangana	DPC ordinance	30	4/5	1MPs, MLAs, and MLCS	One member	Chairperson of	District

		1994			from the district.2 chairmen of municipalities 3.mayor of municipal corporation	from the minorities and 3 subject experts	ZillaParishad	collector
32.	Tripura	Annexure 1 of the Tripura Panchayati Raj Act	Not mentioned	No mentioned DPC bill 2001 to include TTAADC under DPC pending	1. District Magistrate 2.All the MLAs from the District. 3.District level Officers of the Departments of Government	Economists, Educationalists and Social Workers (Number not specified)	Cabinet minister of the State nominated by State Government	District Planning Officer
33.	Uttar Pradesh	District Planning Committee Act 1999	20 to 40	4/5	1. President Zilla Parishad 2.Municipal Chairman of District Head Quarters 3. MPs and MLAs from the District (<i>permanent invitees</i>). 4.District Finance and Accounts Officer (<i>Co-Secretary</i>)	Not specified	Minister nominated	District Chief Development Officer
34.	Uttarakhand	District Planning Committee Act,Uttarakhand	Minimum – 15 Maximum -40	4/5	1.Adhyaksha Zilla Parishad 2.Minister nominated 3. District Magistrate 4.MP, MLAs from the District 5. MLCs (<i>according to their choice. Permanent invites</i>). MLAs (<i>nominated as their Choice</i>). 5. District economics and Statistics officer. 6.CEO of District Panchayat 7.Chairman of Head Quarters Municipality	Not mentioned.	Minister Nominated	Chief Executive Officer
35.	West Bengal	West Bengal planning committee act 1994	10 to i00 depending on the size of the district	4/5	1 MPs and MLAs from the district 2officers of the state government 3chairpersons of municipalities in the district	The economists and social and political workers	President ZillaParishad	District magistrate

Source:Data Compiled from Field Survey & the Information Furnished by the States and UTs

Among the institutions mandated by the Constitution Amendment Act, the most ignored one is the District Planning Committee (DPC). The States which had not constituted DPCs till 2006 included (i) Andhra Pradesh; (ii) Assam; (iii) Gujarat; (iv) Goa; (v) Jharkhand; (vi) Maharashtra; (vii) Manipur; (viii) Punjab; (ix) Sikkim; (x) Tripura; (xi) Utharakhand.

Although the Local Self Governments are supported in the preparation of plans for economic development and social justice, the availability of untied funds and functionaries is a pre-requisite for the planning process, which stands out as the major deficit. The Panchayati Raj Institutions, especially Gram Panchayats, remain deprived of both of these and hence have not attempted to prepare plans at the local level. At the same time, various departments and parallel bodies prepare development sector-wise vertical plans, but are not integrated into the block or district level plans. Funds for Centrally Sponsored Schemes (CSSs) are being channeled not through District Planning Committees, but through District Rural Development Agencies (DRDAs) and those of the State Sponsored Schemes (SSSs) through the respective sub-state level offices of development departments and actually the District Planning Committees are made mere spectators with respect to the planning process.

The issue of decentralized planning was discussed in the Second Round Table Conference of State Panchayati Raj Ministries held in Mysore in 2004 and resolution passed for the constitution of District Planning Committees in all the States by the end of 2004-05.

(Status of functioning of District Planning Committees in India – PRIA – New.2009)

The relevant recommendations of the Second Round Table Conference included the following:

- (a) DPCs to be constituted in every State at the district level by the end of the current financial year in accordance with the procedure laid down in article 243ZD (2)
- (b) All the States to make provision, by law, for DPCs functions
- (c) District planning to take into account the resource areas, endowment, people's felt needs and their relative absorptive capacity.
- (d) Each level of Panchayat and Municipalities to prepare perspective five year plans and annual plans, as provided in the Constitution, to be consolidated by the DPCs
- (e) States to specify institutions organizations and individuals to assist Panchayats Municipalities and DPCs in the preparation of plans in accordance with Article 243 ZD (3 (b)
- (f) States to indicate the extent and type of available resources to PRIs at each level and Municipalities, as per article 234ZD as part of facilitating the planning process.
- (g) States to provide to the extent possible, resources as untied funds to Panchayats and Municipalities (scheme-specific grants) with broad and simple guidelines.
- (h) States to maintain a distinction between administrative grants and development grants in the allocation of financial resources to PRIs (Ref. Report of the working

group on Democratic Decentralization and PRIs). The planning commission of India prepared a manual for integrated District Planning in 2008 with a suggestion to shift from the vertical planning process in to a horizontal planning process “ it is important particularly from the view of increasing accountability to Local Governments and other planning entities work together and explore the possibilities of planning together” (Manual for integrated Dist. Planning; Para 1.4).

The manual observed as, “Moreover in States that have constituted District Planning Committees, the roles performed by them are often markedly different from what is expected of them under the Constitutions” (Para 3.2 of the Manual for Integrated District Planning).

The Backward Region Grant Fund scheme, introduced in 250 backward districts from the year 2006 – 2007, has specific guidelines for the scheme that “Plans prepared by each Panchayat or Municipality will be consolidated into the District Plan by the District Planning Committee, constituted in accordance with Article 243 ZD of the Constitution and that the planning exercise for BRGF will be done in accordance with the guidelines issued by the planning commission from time to time”.(BRGF Guide lines (Para 2 (1))

Certain States were notable to receive the required resources provided under BRGF due to the non constitution of District Planning Committees. However, the BRGF scheme led to the constitution of District Planning Committees in all the BRGF Districts and for the activation of DPCs, where they had been already constituted.

Although it has been provided in the Article 243 ZD that not less than four fifth of the total number of members in the DPCs shall be elected from amongst the elected members of the Panchayat at the district level and of Municipalities under the districts in proportion to the rural and urban population, it may be noted that a nominated DPC was constituted in one State, where elections to the PRIs had not been conducted for availing of funds under BRGF.

The election process in respect of the DPCs also varies from State to State. In most of the States, elections had been conducted under the supervision of district administration or State Governments.

For an effective District Planning, a district vision document has to be prepared, as recommended by the Expert Committee Report, Chaired by Shri. V. Ramachandran.

“In basic terms, the articulations of a vision are best done in each planning unit, right down to the Gram Panchayat level, stating with respect to each area what the needs and potential are, what the attainable levels are and what the goals to be reached could be. A basic requirement is that the preparation of the vision document is not conditioned by schemes and programmes. The vision would be primarily articulated in terms of goals and outcomes and

would address basically three aspects of development namely human development indicators, infrastructure development and development in the productive sector”.(Ramachandran).

However, none of the DPCs attempted to prepare a vision document. Following the introduction of BRGF, though District Plans were prepared by DPCs, they amounted to only a consolidation of action plans prepared by Panchayati Raj Institutions and Urban Local Bodies. In certain States, the proposals made by the respective Gram Sabhas were ignored, while those from the external sources were incorporated into the District Plans. Even the centrally sponsored schemes like SSA, MGNREGS, and IAY etc also were not included in the District Plans. The vertical departmental plans prepared by the various departments of State Governments did not become part of the District Plans. On winding up of the BRGF schemes, the DPCs have since become defunct in certain States.

Hence, the following steps may be taken by the State Governments to make the DPCs into vibrant institutions:

- The elections to the DPCs are to be conducted by the respective State Election Commissions
- The elected members to form a majority in the District Planning Committees.
- The DPC members are to be trained adequately in the preparation of vision document and district plans as also in terms of co-operating with and co-ordinating all the developmental activities of the districts, including Centrally Sponsored Schemes, State Sponsored Schemes, Members of Parliament Local Area Development Schemes (MPLADS), Members of Legislative Assembly Local Area Development Schemes (MLA LADS) and the plans of PRIs and Municipalities.
- The District Collectors, who are entrusted with the regulatory responsibilities concerning law and order, elections and revenue administration and the CEOs of District Panchayats who are involved in the activities of District Panchayats, may be exempted from holding the post of secretary of the DPCs and full time senior officers may be appointed as full time Secretaries of DPCs.

CHAPTER IV

Functions of Panchayats across States and UTs

Article 243(G) of the Constitution specifies the powers, responsibilities and authority of the Panchayat Raj Institutions as follows: -

“Subject to the provisions of the Constitution, the legislature of the state may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to: (a)Preparation of plans for economic development and social justice, (b)The implementation of scheme for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the XI Schedule”.

As per the XI schedule, 29 subjects have been assigned to the Panchayati Raj institutions:-

1. Agriculture including agricultural extension
2. Land improvement, implementation of land reforms, land consolidation and soil conservation
3. Minor irrigation, water management, and watershed development
4. Animal husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest produce
8. Small scale industries, including food processing industries
9. Khadi, village and cottage industries
10. Rural housing
11. Drinking water
12. Fuels and fodder
13. Roads, culverts, bridges, ferries water ways and other means of communication
14. Rural Electrification, including distribution of electricity
15. Non conventional energy sources
16. Poverty alleviation programmes

17. Education including primary and secondary schools
18. Technical training and vocational education
19. Adult and non formal education
20. Libraries
21. Cultural activities
22. Markets and fairs
23. Health and sanitation, including hospitals primary health centres, and dispensaries
24. Family welfare
25. Women and child development
26. Social welfare including welfare of the handicapped and mentally retarded
27. Welfare of the weaker sections and in particular of the scheduled castes, and the scheduled tribes
28. Public distribution system
29. Maintenance of community assets

The functions enlisted in the XI Schedule may be categorized as

- A. Core functions
- B. Welfare functions and
- C. Economic functions.

A. Core Functions

1. Drinking water
2. Roads, culverts, bridges and other means of communication
3. Rural electrification including distribution of electricity
4. Health and sanitation (including hospitals, primary health centers and dispensaries)
5. Maintenance of community assets

B. Welfare Functions

1. Rural housing
2. Non conventional energy sources
3. Poverty alleviation programmes
4. Education including primary and secondary schools
5. Technical training and vocational education
6. Adult and non formal education

7. Libraries
8. Cultural activities
9. Family welfare
10. Women and child development
11. Social welfare, including welfare of the handicapped and mentally retarded
12. Welfare of the weaker sections and in particular of the scheduled castes and scheduled tribes
13. Public distribution system

C. Economic Functions

1. Agriculture including agricultural extension
2. Land improvement, implementation of land reforms land consolidation and soil conservation
3. Minor irrigation, water management and watershed development
4. Animal husbandry including dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest produce
8. Small scale industries including food processing industries
9. Khadi, village and cottage industry
10. Fuel and fodder
11. Markets and fairs

The State governments are to clearly identify the activities to be entrusted with each tier of Panchayats under each subject, following the principle of subsidiarity. Most of these subjects are now being operated through the departments concerned of the respective State governments. The devolution of functions to PRIs and Municipalities can be effective only when the devolved subjects are excluded from the functions of line departments. Moreover, the State governments have to amend the existing laws related to these subjects such as laws on land acquisition, mining, social forestry, small scale industries, Khadi and village industries etc.

Most of the State Governments have incorporated the 29 subjects in their respective statutes. However, the duties and responsibilities assigned to the Panchayati Raj Institutions at each level with regards to 29 subjects are not very clear and are overlapping in some cases.

According to the report of the Task Force constituted on devolution of powers and functions to Panchayats, there was a bewildering variety of items used to describe the responsibilities of Panchayats. It reveals a combination of “sectors”, “sub-sectors”, “broad” activities in a subsector” and “sub activities/ specific responsibility in a broad activity”.

One of the objectives underlying the devolution of powers and strengthening of PRIs has been ensure an effective delivery of services to the common people for which the distance between the service providers and the consumers should be at the minimum. The top-down bureaucratic approach and planning in the fields of basic education, health and drinking water, sanitation and poverty alleviation programmes call for a participatory planning, incorporating the local traditional knowledge and area-specific need assessment and adoption of a transparent procedure in planning and implementation.

The Report of Third State Finance Commission of West Bengal (para 3.2) has observed that “the delivery of most public services in rural India still continues mainly through state line departments, even for sectors where some degree of legal devolution has happened. Although the PRIs in some states have played increasing role in certain aspects of delivery, their ability to influence outcome has been limited, the reasons being the lack of clear allocation of responsibilities, inadequate access to discretionary funds, lack of powers over state level functionaries and inadequate local capacity”.

A verification of the recommendations contained in Article 243 G of the Constitution shows that, the powers and authority to be given to PRIs are at the discretion of the respective State Governments: The legislation of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of Self Government. The provisions of the Article are recommendatory and not mandatory in nature. Due to the “non mandatory provision”, the devolution of functions varies widely across States.

A perusal of the conformity Acts enacted by the State governments reveals that some of the States have just repeated the functions enlisted in the XIth Schedule without considering the relevance of subjects devolved. For an effective devolution of functions to the different agencies dealing with the 29 subjects, each of the subjects is to be divided into sectors, sub sectors, apart from the main activities to be performed for an effective and smooth discharge of these activities. The various functions under a sector are performed by different players such as the central government, state governments, and bureaucratic institutions at the State,

District, Sub-District and Village levels. For example, Agriculture, one of the subjects included in the XIth Schedule, comprises a number of sectors, various sub-sectors, broad activities and sub-activities, ranging from selection of potential beneficiaries to marketing and patenting of certain crops and agricultural products. While assigning the sub-sectors and activities to the various tiers of PRIs and the government agencies, the following points are to be taken into account.

(a) The Principle of Subsidiarity

An activity that can be undertaken and performed by an agency should be entrusted with that agency only and higher or lower agencies should not interfere in that activity.

(b)Economies of Scale

The level of government that can discharge a particular activity at the lowest possible cost should be entrusted with that activity. For example, the printing of text books for schools, can be done effectively at the minimum cost at the state level and hence, the same should be undertaken by the state government, while the purchase of materials required for school midday meal programme can be effectively done at the Panchayat level. The distribution of text books can be effectively done by the respective Zilla Parishad, so as to avail of economies of scale.

(c) Heterogenic Regional Demands

In certain cases, the discharge of activities is to be undertaken, considering the local aspirations. The food habits of various localities are different and hence, the school midday meals programme may be entrusted with the Village Panchayats.

(d)Community Participation

For the an effective participation of the local community, certain activities are to be entrusted with the village Panchayats. For example, the local community contribution towards the construction of a school building can be mobilized, if the work is undertaken by the government at the village level.

(e) Unit of Activity

Certain activities are to be conducted across a wide range of areas. In such cases, entrusting the same with the lowest tier level might be effective. For example, the attendance of teachers

in schools of sub-national levels is to be monitored. It cannot be done effectively by a higher level tier while the lowest level of government with a limited number of schools can perform the same task effectively.

An illustrative list of activities relating to primary education is provided in Table No 4.1. Some of these activities can only be performed at the state or sub-national levels, while some others can be managed effectively by the government at the village level.

Table No 4.1: Illustrative Sector wise Activities under Primary Education

Sl. No	Subject	Sectors	Sub sectors	Activities	Sub Activities
1	Primary including Secondary Education	Sanctioning of Schools and providing necessary infrastructure	Raising demand for schools and acceding the type of schools/ procuring sites/ ensuring public contribution/ construction of building/ providing infrastructure.	Creating demand from local community representatives/ follow up actions/ sanction of schools/ raising funds through local contribution/ approaching land owners for donations of land/preparation of estimates/ deciding method of construction/ supervision of construction/ procuring necessary furniture/ providing necessary infrastructure.	Discussion in Gram Sabha/ Preparing representations and obtaining signature of the people/ Meeting concerned authorities. Deciding type of schools/ sanctioning of schools. Formation of education committee. Conduct of Gram Sabha/ Mobilizing public contribution/ Allocation of funds by the department/ Obtaining necessary sanctions. Arranging class rooms. Electrification of schools/ Providing drinking water & sanitation
2		Designing the academic	Formation of curriculum	Preparing list of academicians/ Formation	

		curriculum	committee and designing curriculum	of subject wise and standard wise curriculum committee/ convening meetings of the committee	
			Preparation of texts and other materials	Selecting lessons preparation of text book lessons/ organizing works shop and discussions/ Designing the minimum expected level of learning/ preparation of hand books etc.	
			Printing and distribution of text books	Selecting printing press/ Deciding the requirement of books to be printed, designing methodology for distributions among schools. Ensuring availability of text books to all children	
		Appointment of teachers and arrangements for salary	Deciding teacher pupil ratio. Deciding the category of teachers required. Fixing the scale of pay and method of appointment/ deciding mode of payment	Evaluation of the field level situations fixing the subject wise requirement of teachers. Enacting Acts and Rules. Deciding the appointing authority. Fixing authority to transfer norms and control. Fixing method of payment of salary.	
		Overall supervision	Supervision infrastructure. Academic supervision	Checking of attendances of students and teachers. Supervision of noon meal programme. Supervising the premise and infrastructure. Initiate disciplinary action over employees, if necessary. Ensuring electricity, drinking water etc. Supering of quality of teaching, coverage of lessons. Ensuring timely conduct of examinations Evaluating extracurricular activities.	
		Universal	Awareness	Propagation of	

		enrolment of Children	creation and campaigning	elementary education through Gram Sabha	
			Arrangements for noon meal programmes	Involving NGOs, CBOs and other agencies in creation of awareness	
			Introduction of incentives and scholarships. Prevention of dropouts	Assessing the requirement of provision of meals. Deciding the menu of the meals and procuring materials. Providing kitchen sheds, fuel etc. to the schools. Ensuring hygienic preparation of meals. Introduction of scholarships to needy students. Supply of uniforms. Arrangement of vehicles for students from distant areas. Establishing and running of hostels especially for SC/ST and OBC.	

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Prior to the 73rd Amendment, these activities were performed by government functionaries from the state level to the village level and various parallel institutions. The PRIs were incorporated into the existing system without specifically enlisting the sectors, sub-sectors, broad activities and sub-activities under the existing bureaucratic set-up and parallel bodies. Moreover, in order to undertake the functions assigned to the PRIs, the functionaries performing at each tier should have been brought under the control of the respective PRIs.

In order to get a clear idea of the functions and responsibilities entrusted with PRIs under each subject, the departments have to prepare a mapping of activities to be undertaken under each subject, specifying the activities entrusted with each tier of local government. This exercise has been undertaken by most of the States, after a series of round table conferences conducted by the Ministry of Panchayati Raj, Govt. of India, with the Departments of Panchayati Raj from the respective States. The activities under each subject, transferred to each level of PRIs either through activity mapping or through state legislations, are provided in Table No 4.2. Many States have only just reiterated the subjects enlisted in the XIth Schedule. However, States like Kerala, Karnataka, Sikkim, Madhya Pradesh, Rajasthan, Maharashtra, Tripura and West Bengal have specifically stated the activities entrusted with each tier of PRIs. Only three States (Karnataka, Kerala and Sikkim) have attempted to devolve the functions to PRIs coming under the 29 subjects.

An analysis of the data related to the functions performed by Gram Panchayats shows that only very limited functions are being undertaken by them in spite of the detailed activity mapping /orders issued by the State Governments. The functions undertaken by Gram Panchayats, as reported by them, are provided in Table No.4.2 &Annexure I.

Activities for the development of ‘agriculture’ are undertaken by Gram Panchayats in Tripura, Sikkim, Odisha, West Bengal, Karnataka and Kerala only, while functions under ‘land and soil’ are undertaken by Village Panchayats in Tripura, Kerala, Lakshadweep and Madhya Pradesh only. Activities under ‘minor irrigation’ are undertaken by Gram Panchayats in eight States only. (Table No 4.2 &Annexure I)

‘Animal Husbandry’, is another activity which can be effectively undertaken and implemented by Gram Panchayats. But as per the field situation, only Gram Panchayats in ten States are undertaking activities under this sector. Although the State Governments claim to have devolved the subjects listed in the XIth Schedule, it may be noted that Gram Panchayats in a number of States enjoy powers in respect of supervision, monitoring, making suggestions and identification of beneficiaries only. The Gram Panchayats are seen involved mainly in respect of 4 subjects: - i). Rural housing; ii). Drinking water; iii). Roads and Culverts; and iv). Health and Sanitation. It is observed that funds available to Gram Panchayats do not match the activities entrusted with them. Non availability of functionaries related to the key subjects devolved to the PRIs is another hindrance to the Gram Panchayats in carrying out the assigned functions.

Agricultural activities can be planned and implemented by Gram Panchayats provided at least a few functionaries are made available to them. For example, development plans for all the subjects transferred are seen undertaken by Gram Panchayats in Kerala. Most of the activities transferred to Gram Panchayats are seen undertaken by them in Karnataka, Sikkim, West Bengal etc. This may be attributed to the availability of functionaries with Gram Panchayats. The population and geographical area of Gram Panchayats in these States are suitable for availing the services of technically qualified functionaries by the Gram Panchayats. But most of the Gram Panchayats in various other States are confined to one or two villages within a very small geographical area with a limited population due to which, the appointment of functionaries for each development area at the village level is not feasible.

Table No. 4.2: Subject Wise Functions Actually Performed by Gram Panchayats

Sl. No	Subjects	Name of State	Activity
I.	Agriculture	Tripura	1.Distribution of sprayer pumpsets, seeds
		Bihar	1.Agriculture
		Sikkim	1.Selection of beneficiaries for demonstration and organic manure production 2. Assist in conducting crop competitions and exhibitions. 3.Selection of beneficiaries for special programme of organic farming 4.Generating yield data 5.Reporting of crop loss 6. Maintenance of infrastructure. 7.Organizing and motivating for agricultural production
		Gujarat	1.Agriculture
		Odisha	1.Construction of check dams
		West Bengal	.Various mini kit, fertilizer, spray machines distribution
		Madhya Pradesh	1.Seed distribution
		Karnataka	1.Agricultural plantations such as arecanut, pepper, coconut etc.
		Kerala	1. Overall improvements of agriculture vegetable and fodder cultivation improvement. 2. Promotion of agriculture in waste land and barren lands. 3. Establishment and promotion of nurseries, supply of agricultural implements. 4.Promotion of farmers SHGs. 5.Promotion of soil conservation activities 6.Organizing agricultural exhibitions.
			7.Supervision of Krishi Bhavans 8. Organizing farmers' day
		Lakshadweep	1.Selection of beneficiary
		All other States	Nil
II.	Land and Soil	Tripura	1.Land leveling, soil conservation
		Kerala	1.Assistance to contour bunding and other soil protection activities
		Sikkim	1.Beneficiary selection & monitoring
		Rajasthan	1.Land and soil
		Madhya Pradesh	1.Soil test

		All other States	Nil
III.	Minor Irrigation and Watershed	Sikkim	1.Identification of locations of minor irrigation channels 2. Repairs of minor irrigation channels.
		Gujarat	1.Check dams, land leveling, pipe line for irrigation
		Rajasthan	1.Minor irrigation
		West Bengal	1.Water supply to agricultural land
		Madhya Pradesh	1.Springer, pump set, distribution
		Karnataka	1.Minor irrigation
		Kerala	1.Providing MI schemes beneficiary land below 5 hectors
		Odisha	1.Borring tube wells for irrigation watershed
		All other States	Nil
IV.	Animal Husbandry Dairying and Poultry	Tripura	1.Distribution of cattle and poultry.
		Sikkim	1. Reporting incidents and supervising implementation of works. 2. Supervision and local level survey. 3. Implementation of programmes. 4. Monitoring and regulation of wastes. 5. Identification of beneficiaries for distribution of fodder. 6. Supervision of delivery of government services. 7. Identification of training needs of farmers and requisition of training programmes. 8. Distribution of high breed varieties of farm animals. 9.Supervision of implementation
		Tamil Nadu	1.Construction of goat shed for individual beneficiaries
		Rajasthan	1.Poultry shed construction
		West Bengal	1.Distribution of poultry and goat
		Karnataka	1.Construction of cattle shed and goat sheds
		Kerala	1. Running of veterinary hospitals. 2. Promotion of beekeeping, piggery, poultry etc. 3. Fodder development. Organizing cattle shows. 4. Prevention of cruelty to animals. Providing treatment for animals.
		Lakshadweep	1.Selection of beneficiary
		Daman & Diu	1.Providing animal medicines & food
		Maharashtra	1.Development of poultry
		All other States	Nil

V	Fisheries	Tripura	1.Pond digging distribution of fish seed and fodder
		Assam	1.Fisheries
		Sikkim	1.Beneficiary selection
		West Bengal	1.Excavations of ponds. 2.Distribution of small fish, fish egg etc.
		Karnataka	1.Fisheries
		Kerala	1. Development of inland water fisheries giving common water bodies on lease. 2. Maintaining traditional boat landing points. 3. Maintenance of fisheries, dispensaries schools etc. 4. Promotion of education of fisherman providing grants, scholarships, books etc. 5.Establishment and maintenance of nursery schools and adult education centres at coastal areas.
		Chhattisgarh	1.Fisheries
		Lakshadweep	2.Selection of beneficiaries
		All other states	Nil
VI.	Social Forestry	Tripura	1.Tree plantation
		Bihar	1.Social forestry
		Sikkim	1. Establishment of community nurseries. 2. Establishment of Smritivans3. Control forest fires. 4. Control of grazing in forests. 5.Implementation of regulated grazing
		Gujarat	1.Trees groviving in <i>Panchavdi, Vanikaran</i>
		West Bengal	1.Distribution of seedlings
		Karnataka	1.Afforestation
		Kerala	1. Awareness creation for social forestry. 2.Observation of world environment day 3. Organizing awareness programmes on environment. 4.Promoting nurseries
		Chhattisgarh	1.Monitoring
		Lakshadweep	1.Shore protection through planting and maintaining trees
		Uttar Pradesh	1.Plantation and protections
		Other States	Nil
VII	Minor Forest Produce	Bihar	1.Minor Forest produce
		Karnataka	1.Minor forest produce
		Andhra Pradesh	1.Minor forest produce
		All Other States	Nil
VIII		Assam	1.Mushroom production
		Sikkim	1.Identification of beneficiaries for training

	Small Scale Industries and Food Processing	Madhya Pradesh	1.Issue of NOC
		Karnataka	1.Small scale industries
		Kerala	1. Development of cottage industries 2. Issue of license. 3. Organize training programmes 4. Distribution of subsidies
		Maharashtra	5.Kaju processing
		All Other States	Nil
IX.	Khadi & Village and Cottage Industries	Assam	1.Weaving
		Sikkim	1.Supply of raw materials and construction of sheds
		Karnataka	2.Khadi & village industries
		All Other States	Nil
X.	Rural Housing	Tripura	1.Beneficiary selection, 2. Supervision, monitoring
		Bihar	1.Rural Housing
		Assam	1.IAY, PMAY implementation
		Sikkim	1.Beneficiary selection, monitoring
		Gujarat	1.IAY houses and SAY
		Tamil Nadu	1.Implementation of IAY, facilitation
		Odisha	1.Construction, supervision
		Rajasthan	1.IAY, CMBPL
		West Bengal	1.IAY, GITANJALY
		Karnataka	1. Selection of beneficiaries 2. Implementation of housing schemes
		Kerala	1.Identification of landless and homeless families
			1.Implementation of village housing schemes 2.Secure and provide plots for the landless 3.Propagation of cost-efficient construction methodologies 4. Implementation of shelter upgradation programmes. 5.Selection of beneficiaries
		Uttar Pradesh	1.Identification and supervision
		Andhra Pradesh	1.Selection of beneficiary
		Chhattisgarh	1.Implementation of IAY& PMAY
		Daman & Diu	1.House repairing
		Maharashtra	1.IAY implementation
		All Other states	Nil
XI.	Drinking Water	Tripura	1.Selection of beneficiary
		Assam	1.Drinking water scheme construction and distribution
		Sikkim	1. Repair and maintenance of pipelines. Minor drinking water projects
		Gujarat	1.Water tank, self sufficiency even

			during drought, 2.Providing house connection
		Tamil Nadu	1. Provision of drinking water facilities. 2. Maintenance and repair of public taps. 3. House service connections. 4. Mini power pump
		Odisha	1. Execution of mini water supply schemes
		Rajasthan	1. Pipeline, hand pump, tube well
		West Bengal	1. Tube well, submersible pump
		Madhya Pradesh	1. Recommend works
		Karnataka	1. Development of drinking water supply units, 2. Water supply 3. Providing hygienic drinking water
		Kerala	1. Construction of mini drinking water supply schemes. 2. Construction of wells, bore wells etc.
		Andhra Pradesh	1. Supply of drinking water through taps
		Chhattisgarh	1. Maintenance of taps and hand pumps
		Lakshadweep	1. Providing drinking water in problem areas
		Daman & Diu	1. Hand pump, pipe line repairing, water treatment plant
		Maharashtra	1. Supply of drinking water
		Uttar Pradesh	1. Installation and maintenance of hand pumps
		All Other States	No functions
XII.	Fuel and fodder	Tripura	Production
		Karnataka	Fuel & fodder
		All Other states	Nil
XIII.	Roads Culverts bridges, ferries Water Ways and	Tripura	1. Maintenance of mud, brick roads
		Telangana	1. Give suggestions
		Bihar	1. Maintenance of village roads and pathways
		Assam	1. Construction of village roads
		Sikkim	2. Maintenance
		Gujarat	1. Construction of CC roads and underground drainage
		Tamil Nadu	1. Formation of village roads and its upgradation. 2. Construction of culverts and its maintenance 3. Desilting of water bodies and canals.
		Odisha	1. Execution repair and maintenance of village roads
		Rajasthan	1. Gravel road and CC road in village
		West Bengal	1. PMGSY road, PCC road and

	Other Means of Communication		<i>Morrumroad</i>
		Madhya Pradesh	1.Construction of village roads
		Karnataka	1.Development and maintenance of roads, culverts, foot bridges etc.
		Kerala	1.Maintenance and supervision of village roads in the village
		Uttar Pradesh	1.Construction and maintenance of village roads
		Andhra Pradesh	1.Sanctioning and maintaining of village roads
		Chhattisgarh	1.Construction of CC road, maintenance of village roads
		Lakshadweep	1.Repair and maintenance of roads
		Daman & Diu	1.Construction of RCC <i>Nala</i>
		Maharashtra	1.Concreting of village roads
		All Other States	Nil
XIV.	Rural Electrification including Distribution of Electricity	Tripura	1.Selection of beneficiaries
		Telangana	1.Give suggestions
		Bihar	1.Rural electrification
		Gujarat	1.Street lighting
		Tamil Nadu	1.Provision of street lights and its maintenance
		Rajasthan	1.Rural electrification
		West Bengal	1.Rural electrification
		Karnataka	1.Development and maintenance of street lights in villages
		Kerala	1. Identifying the electrification works to be undertaken by KSEB. 2.Give propagation to energy saving devices
		Uttar Pradesh	1.Street lighting
		Chhattisgarh	1.Street lighting
		Daman & Diu	1.Street lighting and its maintenance
		Maharashtra	1.Rural electrification
		All Other States	Nil
XV.	Non-Conventional Energy Service	Assam	1.Solar light
		Tamil Nadu	1.Provision of solar lamp and its maintenance
		Odisha	1.Supervision
		Karnataka	1.Providing solar light and solar water heater
		Kerala	1.Propagation of non conventional energy including bio gas plants
		Uttar Pradesh	1.Provisions for solar street lights
		West Bengal	1.Solar light
		All Other States	Nil
XVI.		Tripura	Selection of beneficiaries
		Telangana	1.Issue of BPL cards

	Poverty Alleviation Programmes	Bihar	1.Poverty alleviation
		Assam	1.Mobilizing poverty alleviation schemes
		Sikkim	1.Selection of beneficiaries
		Gujarat	1.BPL upliftment by subsidy Vrudh pension, widow pension
		Odisha	1.Execution of programmes
		Karnataka	1.Providing unskilled labour, 2.creation of profit yielding assets under MGNREGS
		Kerala	1.Awareness creation and ensuring peoples participation in programmes. 2. Selection of beneficiaries 3.Promotion of SHGs through Kudumbashree 4. Provide subsidy to self employment programmes 5. Provide infrastructure to self employment units.
		Uttar Pradesh	1.Identification of beneficiaries 2.Formation of SHGs
		Andhra Pradesh	1.Organize awareness programmes, 2. Selection of beneficiaries
		Chhattisgarh	1.Provide ration for the destitute
		Lakshadweep	1.Implementation of MGNREGS
		Maharashtra	1.Implementation of poverty alleviation programmes
XVII.	Education including Primary and Secondary Schools	Tripura	1.Monitoring and supervision
		Bihar	1.Education including primary schools
		Assam	1.Participation in meetings
		Sikkim	1.Salary preparation, 2.Monitoring, minor repairs and maintenance 3. Overall supervision of primary schools. 4.Supervision of programmes
		Gujarat	1.Supervision of primary and secondary schools
		Rajasthan	1.Primary schools
		West Bengal	1.Bengali medium learning
		Madhya Pradesh	1.Supervision
		Karnataka	1.Overall observation of education in the village. 2.Meeting basic requirements of schools
		Kerala	1. Control of Govt. LP schools. 2. Construction and maintenance of buildings. 3. Providing mid day meals. 4. Running of pre primary schools. 5.Distribution of

			grants and scholarship
		Andhra Pradesh	1. Monitoring of schools enrolment 2. Reduction of dropouts
		Chhattisgarh	1. Monitoring
		Daman & Diu	1. Distribution of books, 2. Providing new buildings and additional class rooms
		Maharashtra	1. Primary education
		All Other States	Nil
XVIII.	Technical Training and Vocational Education	Assam	1. Training programmes
		Sikkim	1. Beneficiary selection, publicity
		Rajasthan	1. Technical education
		West Bengal	1. Smooth conduct of vocational education
		Karnataka	1. Technical training
		Andhra Pradesh	1. Technical education
		All Other States	Nil
	Adult and Non Formal Education	Tripura	1. Organizing adult education 2. Providing beneficiary
		Sikkim	1. Organizing awareness programmes
		Gujarat	1. Adult education
		Rajasthan	1. Adult education
		West Bengal	1. Adult and non formal education
		Karnataka	1. Skill training for preparation of soap, detergents etc.
		Kerala	1. Implementation of literacy programme for adults
		Andhra Pradesh	1. Adult and non formal education
		All Other States	Nil
XX.	Libraries	Tripura	1. Provide books
		Sikkim	1. Maintenance of libraries
		Tamil Nadu	1. Provision of building for library and running library
		Odisha	1. Libraries
		Rajasthan	1. Libraries
		West Bengal	1. Libraries
		Karnataka	1. Providing rooms and basic requirements for libraries. 2. Collection library cess
		Kerala	1. Control and promotion of libraries
		Lakshadweep	1. Libraries
		Daman & Diu	1. Providing books and news papers
		All Other States	Nil
XXI.	Cultural Activities	Tripura	1. Management of cultural activities
		Assam	1. Impart training
		Sikkim	1. Promotion of folk lore, 2. Preservation of traditional culture and customs

		Tamil Nadu	1.Organizing spots for youth and women
		Odisha	1.Observation of cultural activities
		Rajasthan	1.Cultural activities
		Madhya Pradesh	1.Organization and management of cultural activities
		Karnataka	1.Cultural activities
		Kerala	1. Promotion of socio-cultural activities 2. Providing and maintenance of community hall and open-air theaters. 3. Building memorials for prominent persons, conduct of <i>Keralolsavam</i>
		All Other States	Nil
XXII.	Markets and Fairs	Tripura	1.Management and monitoring
		Telangana	1.Promotion of weekly markets
		Sikkim	1.Markets and fairs
		Odisha	1.Management of markets
		Rajasthan	1.Markets and fairs
		Madhya Pradesh	1.Management and tax collection
		Karnataka	1.Construction and maintenance of village markets
		Kerala	1.Management of markets and fairs
		Chhattisgarh	1.Management of markets and fairs
		Maharashtra	1.Markets & fairs management
		All Other States	Nil
XXIII.	Health and Sanitation including Hospitals PHCs and Dispensaries	Tripura	1.Monitoring, supervision
		Bihar	1.Health and sanitation
		Sikkim	1.Form village health and sanitation committee. 2. Ensure and help to prepare, area specific, need based socio demographic plans at village/ sub centre level under NRHM. 3.To demonstrate exemplary performance in compulsory registration of birth and death, marriages and pregnancies. 4. Ensuring safe delivery to reduce IMR and MMR. 5. Identifying people in need of services under national programmes. 6. Conduct environment friendly waste management. 7.Promote construction of individual sanitary latrines.
		Gujarat	1.Management of CHC sub centers
		Tamil Nadu	1.Cleaning of streets, 2 Solid and liquid waste management, 3.Mosquito control, 4. Testing of drinking water

		Odisha	1.Construction of drainage and soak pits
		Rajasthan	1.Health and sanitation
		West Bengal	1.Assistance for the construction of toilets
		Karnataka	1.Monitoring and regulating hygiene sanitation of the village. 2. Hold meetings of village sanitation and health committee. 3.Assist in health programmes
		Kerala	1. Management and control of primary health centres, family welfare centres, homoeo dispensaries and Ayurveda dispensaries. 2. Cleaning of streets and solid and liquid waste management. 3. Provide assistance for the construction of toilets. 4. Organizing awareness programmes.
		Uttar Pradesh	1.Monitoring of health workers
		Andhra Pradesh	1.Organizing medical camps
		Chhattisgarh	1.Motivation
		Lakshadweep	1.Cleaning of road sides and premises of schools, PHC etc.
		Daman & Diu	1.Management of PHCs and sub centres
		Maharashtra	1.Health and sanitation
XXIV.	Family Welfare	Tripura	1.Awareness creation
		Bihar	1.Family welfare
		Sikkim	1.Awareness generation 2. Generate demand from the community for services under different national and state health programmes.
		Madhya Pradesh	1.Motivation
		Karnataka	1.Family Welfare
		Kerala	1.Management of family welfare centres
		Maharashtra	1.Family welfare
		All Other States	Nil
XXV.	Women and Child Development	Tripura	1.Supervision of AWC
		Bihar	1.Women and child development
		Assam	1.Organizing awareness programmes
		Sikkim	1.Organizing awareness programmes
		Gujarat	1.Women development, management of Anganwadi
		Tamil Nadu	1.Construction and maintenance of Anganwadi 2.Provision of drinking water and toilet facilities
		Rajasthan	1. Women and child welfare

		West Bengal	1.Management of ICDS, Vaccination
		Madhya Pradesh	1.Supervision
		Karnataka	1. Monitoring, prevention of illegal trafficking of women and child through village committee. 2.Construction of Anganwadi building
		Kerala	1. Organizing of women SHGs and empowering women through ' <i>Kudumbashree</i> '. 2.Prepare and implement projects for development of women and employment generation. 3. Organize ' <i>Jagrata Samitis</i> ' to guard rights of women. 4. Management of Anganwadis. 5. Implement supplementary nutrition programme. 6. Provide building and other facilities for Anganwadis.
		Chhattisgarh	1.Women and Child development 2.Anganwadi
		Maharashtra	1.Women and Child development programmes
		All Other States	Nil
XXVI	Social Welfare including Welfare of the Handicapped and Mentally Retarded	Tripura	1.Selection of Beneficiaries
		Telangana	1.Issue of certificates
		Bihar	1.Beneficiary selection
		Sikkim	1.Certification camps
		Gujarat	1.Selection of beneficiaries
		Odisha	1.Selection of Beneficiaries
		Rajasthan	1.Social Welfare
		West Bengal	1.Distribution of Pension
		Karnataka	1.Reserving 3% funds in all schemes to the ' <i>Divyagas</i> ' and 2.implementation of Programmes for ' <i>Divyagas</i> '
		Kerala	1.Prepare and implement projects for the welfare of physically handicapped. 2. Provide assistance to the needy through ' <i>Kudumbasree</i> '
		Chhattisgarh	1.Identification of Beneficiaries
		Sikkim	2.Screening of application for NSAP
		All Other States	Nil
XXVII	Welfare of Weaker Sections and in particular SCs and STs	Tripura	1.Selection of beneficiary
		Sikkim	1. Upliftment of BPL
		Tamil Nadu	1.Distribution of funeral grant
		Odisha	1.Distribution of Pension
		Rajasthan	1.Welfare of weaker sections

		Karnataka	1.Reserving 25% funds of all development schemes to SC/ST 2. Implementation priority in housing schemes
		Kerala	1. Formulate and implement plans for the welfare of SC/ST. 2.Providing basic facilities to the SC / Tribal Colonies
		Lakshadweep	1.Screening of applications
		Daman & Diu	1.Provide Subsidy, House repairing
		All Other States	Nil
XXVIII	Public Distribution System	Tripura	1.Maintenance & Supervisions
		Bihar	1.Public Distribution system
		Sikkim	1.Beneficiary Selection
		Gujarat	1.Running Pandit Deen Dayal Fair Price Shop
		Tamil Nadu	1.Conduct Social Audit
		Odisha	1.Management of PDS
		Rajasthan	1.Public Distribution System
		West Bengal	1.AAY, Distribution of Ration
		Madhya Pradesh	1.Issuing Ration slip
		Karnataka	1, Monitoring Public. Distribution programmes
		Kerala	1.Examine the complaints overall supervision of PDS
		Andhra Pradesh	1.Supervision
		Chhattisgarh	1.Monitoring Distribution and record keeping
		All Other States	Nil
XXIX	Maintenance & Community Assets	Tripura	1. Monitoring maintenance
		Assam	1.Monitoring, maintenance
		Sikkim	1.Repairing and maintenance
		Tamil Nadu	1.Maintenance
		Odisha	1.Maintenance
		Madhya Pradesh	1.Maintenance
		Karnataka	1 Geotagging of community assets, 2. Maintenance, 3. Safeguarding
		Kerala	1.Maintenance and Safeguarding
		Uttar Pradesh	1.Maintenance
		Andhra Pradesh	1.Supervision
		Lakshadweep	1.Maintenance

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Apart from the subjects enlisted in the XIth Schedule, the Panchayati Raj Institutions, especially Gram Panchayats, are vested with a number of civic functions through the State legislatures that vary from State to State. Gram Panchayats in Arunachal Pradesh are entrusted with six activities, while those in Sikkim have to perform 41 'other functions'. These 'other functions' include removal of encroachments in public places, removal of garbage, preventive measures for epidemic, regulation of slaughter houses, regulation of trades, establishment of cattle ponds etc. The 'other functions' entrusted with Gram Panchayats in each State are provided in Table No.4.33 & Annexure I.

Almost all the states have assigned the following functions to the Gram Panchayats.

1. Regulation of construction of buildings
2. Management of traditional drinking water bodies
3. Maintenance of environment
4. Maintenance of roads and other public assets
5. Streetlights and their maintenance etc.

Most of these functions have been traditionally managed by the Gram Panchayats. A comparison of the activities undertaken by Gram Panchayats under each subject as also a variety of traditional functions undertaken by them it shows that the majority of Gram Panchayats across the country have yet to acquire the capability of undertaking developmental activities, as envisaged in the Constitutional Amendment Act. Other Traditional Functions Performed by Gram Panchayats in various States, as reported by Gram Panchayats (Refer Table No.4.3 & Annexure I). An illustrative details of functions by all the three tiers of the Panchayats were given in Annexure I.

Table No: 4.3‘Other Traditional Functions’ Performed by the Gram Panchayats in States & UTs (As Reported by the Gram Panchayats)

General Functions	Andhra Pradesh	Arunachal Pradesh	Assam	Bihar	Chhattisgarh	Gujarat	Goa	Haryana	Himachal Pradesh	Jammu & Kashmir	Jharkhand	Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Meghalaya	Mizoram	Nagaland	Odisha	Punjab	Rajasthan	Sikkim	Tamil Nadu	Trinura	Telangana	Uttar Pradesh	Uttarkhand	West Bengal	Andaman & Nicobar	Dadra & Nagar Haveli	Daman & Diu	Lakshadweep	Chandigarh	Pondicherry			
1.Regulation & Construction of Buildings	✓		✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓		✓						✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓			
2.Protection of Public Land from Encroachment	✓		✓		✓	✓		✓	✓		✓	✓	✓	✓		✓					✓	✓		✓		✓						✓		✓				
3.Management of traditional Drinking Water Bodies	✓		✓		✓	✓		✓	✓		✓	✓	✓	✓	✓	✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓		✓	
4.Protection of Ponds and Other Water Bodies	✓				✓	✓		✓	✓			✓	✓	✓		✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓			
5.Maintenance of Water Ways and Canals		✓	✓	✓				✓		✓		✓	✓									✓		✓	✓	✓				✓	✓							
6.Collection and Disposal of Solid and Liquid Waste	✓				✓	✓				✓	✓	✓	✓	✓	✓					✓		✓	✓	✓		✓	✓	✓	✓	✓	✓		✓		✓			
7.Storm Water Drainage				✓	✓						✓		✓		✓					✓		✓		✓						✓	✓		✓					
8.Management of Market					✓							✓	✓	✓						✓				✓	✓					✓	✓				✓			
9.Maintenance of Environmental Hygiene			✓			✓				✓	✓	✓	✓	✓	✓	✓				✓	✓		✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓				

General Functions	Andhra Pradesh	Arunachal Pradesh	Assam	Bihar	Chhattisgarh	Gujarat	Goa	Haryana	Himachal Pradesh	Jammu & Kashmir	Jharkhand	Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Meghalaya	Mizoram	Nagaland	Odisha	Punjab	Rajasthan	Sikkim	Tamil Nadu	Tripura	Telangana	Uttar Pradesh	Uttarkhand	West Bengal	Andaman & Nicobar	Dadra & Nagar Haveli	Daman & Diu	Chandigarh	Lakshadweep	Pondicherry	
10.Vector Control				✓	✓						✓	✓	✓	✓										✓	✓					✓		✓				
11.Regulation of Slaughtering of Animals and sale of Meat, Fish, and other Perishable food			✓								✓	✓	✓	✓		✓				✓				✓					✓							
12.Regulation of Hotels and Restaurant												✓	✓										✓	✓								✓				
13.Prevention of Food Adulteration												✓	✓			✓					✓	✓		✓	✓	✓										
14.Maintenance of Roads and Other Public Assets	✓	✓	✓	✓	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓		
15.Street Lighting and Maintenance	✓	✓		✓	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓				✓	✓		✓	✓	✓	✓	✓		✓	✓	✓	✓	✓			
16.Immunization	✓		✓			✓						✓	✓			✓					✓		✓		✓	✓	✓		✓	✓			✓			
17.National and State Level Programmes for the Preventions /Control of Diseases	✓		✓	✓	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓					✓		✓				✓	✓	✓	✓			✓	✓	✓	
18.Establishment and Maintenance of and Burials and Cremation Ground	✓		✓	✓	✓	✓			✓		✓	✓	✓	✓		✓				✓	✓		✓				✓		✓	✓						

General Functions

	Andhra Pradesh	Arunachal Pradesh	Assam	Bihar	Chhattisgarh	Gujarat	Goa	Haryana	Himachal Pradesh	Jammu & Kashmir	Jharkhand	Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Meghalaya	Mizoram	Nagaland	Odisha	Punjab	Rajasthan	Sikkim	Tamil Nadu	Tripura	Telangana	Uttar Pradesh	Uttarkhand	West Bengal	Andaman & Nicobar	Lakshadweep	Chandigarh	Daman & Diu	Dadra & Nagar Haveli	Pondicherry
19.Licensing of Offensive Trade	✓	✓									✓		✓	✓																					
20.Registration of Births and Deaths	✓			✓	✓	✓			✓		✓		✓	✓	✓	✓				✓	✓	✓	✓		✓		✓	✓	✓					✓	
21.Establishment and Maintenance of Bathing and Washing Ghats			✓		✓	✓					✓		✓	✓						✓		✓	✓	✓		✓				✓					
22.Providing & Maintenance of Ferries									✓				✓																✓					✓	
23.Providing Parking Ground for Vehicles								✓					✓																	✓				✓	
24.Providing Waiting Sheds for Travelers			✓			✓		✓			✓	✓	✓	✓		✓				✓		✓	✓	✓				✓	✓		✓				
25.Providing Toilet Facilities in Public Places						✓		✓	✓		✓	✓	✓	✓	✓	✓						✓	✓	✓				✓	✓	✓	✓	✓	✓		
26.Regulation of Conduct of Fairs and Festivals	✓	✓							✓		✓	✓	✓	✓						✓	✓	✓	✓	✓	✓		✓		✓					✓	
27.Licensing of Dogs and Control of Stray Dogs	✓											✓	✓							✓		✓	✓							✓					
28.Others(<i>Specify</i>)																																			

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs & Annexure I.

CHAPTER V

Functionaries of PRIs across States and UTs

Functionaries are the inevitable part of any organization for an effective discharge of functions. Moreover, organizations may need full authority to deal with the functionaries in terms of recruitment, posting, fixing of salary and allowances, control, taking disciplinary action, if needed. The Panchayati Raj Institutions, especially Gram Panchayats, are vested with general functions and functions related to planning and implementation of developmental schemes. While appointing functionaries to the Panchayati Raj Institutions, the principle of economy of scale is also to be considered, as it is not feasible to appoint a number of functionaries to a Panchayat with a relatively small population. The numbers and duties of functionaries of Panchayati Raj Institutions in the country vary from State to State.

1. Gram Panchayats

An exploration of the functionaries of Gram Panchayats, shows that most of the States are faced with a shortage of functionaries. The secretaries of the PRIs are supposed to be the key functionaries, since the execution of day-to-day functions/ activities vested in him/her. But the States of Arunachal Pradesh, Uttar Pradesh, Uttarakhand, Haryana, Jharkhand, Punjab and Telangana do not have a Secretary for every Gram Panchayat. A single Secretary is in charge of many Gram Panchayats. The average population of a Gram Panchayat in these States, the number of Panchayats, the number of Secretaries and the average number of Panchayats under a Secretary are provided in Table No.5.1

Table No.5.1: The States where Secretaries are In charge of more than One Gram Panchayat

SI No	Name of State	Number of Panchayats	Average Population of a Panchayat	Number of Secretaries	Secretary (Average Number of Panchayats under a Secretary)
1.	Arunachal Pradesh				
2.	Arunachal Pradesh	1779	600	182	9.7
3.	Assam				
4.	Bihar				
5.	Chandigarh				

6.	Chhattisgarh				
7.	Dadra & Nagar Haveli				
8.	Daman & Diu				
9.	Goa				
10.	Gujarat				
11.	Haryana	6205	2704	1802	3.4
12.	Himachal Pradesh				
13.	Jharkhand	4398	5000	2109	More than 2
14.	Jammu & Kashmir				
15.	Jharkhand				
16.	Karnataka				
17.	Kerala				
18.	Lakshadweep				
19.	Madhya Pradesh				
20.	Maharashtra				
21.	Manipur				
22.	Meghalaya				
23.	Mizoram				
24.	Nagaland				
25.	Odisha				
26.	Puducherry				
27.	Punjab	13028	1331	2242	5.8
28.	Rajasthan				
29.	Sikkim				
30.	Tamil Nadu				
31.	Telangana	2612	8695	4103	
32.	Tripura				
33.	Uttar Pradesh	59162	2787	16432	
34.	Uttarakhand	7958	895	1175	6.7
35.	West Bengal				

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Gram Panchayats in 13 States do not have functionaries other than Secretaries for day-to-day functioning of Panchayats (Table No.5.2). The details of States and UTs with Gram Panchayats having an average population of more than 10000 are provided in Table No. 5.3 whereas that of Gram Panchayats have a medium size of population is presented in Table No.5.4.

Table No.5.2: States where Gram Panchayats are having ‘No Other Functionaries Other than Secretaries’

SI No	State*	Average Population
1.	Andaman & Nicobar	
2.	Andhra Pradesh	2709
3.	Arunachal Pradesh	600
4.	Assam	
5.	Bihar	11000
6.	Chandigarh	
7.	Chhattisgarh	1796
8.	Dadra & Nagar Haveli	
9.	Daman & Diu	
10.	Goa	
11.	Gujarat	
12.	Haryana	2704
13.	Himachal Pradesh	
14.	Jammu & Kashmir	2175
15.	Jharkhand	5000
16.	Karnataka	
17.	Kerala	
18.	Lakshadweep	
19.	Madhya Pradesh	
20.	Maharashtra	
21.	Manipur	
22.	Meghalaya	
23.	Mizoram	
24.	Nagaland	
25.	Odisha	6746
26.	Puducherry	
27.	Punjab	1331
28.	Rajasthan	
29.	Sikkim	
30.	Tamil Nadu	2969
31.	Telangana	2612
32.	Tripura	
33.	Uttar Pradesh	2787
34.	Uttarakhand	895
35.	West Bengal	

Note: The contract and casual functionaries are not taken in consideration

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.5.3: States and UTs where Gram Panchayats Having an Average Population of more than 10000

SI No	State / UT	Average population	Functionaries
1.	Andaman & Nicobar		
2.	Andhra Pradesh		
3.	Arunachal Pradesh		
4.	Assam	10345	Secretary, Accountant, Tax Collector, Peon
5.	Bihar	11000	Secretary
6.	Chandigarh		
7.	Chhattisgarh		
8.	Dadra & Nagar Haveli	11970	Secretary, Class IV Employees, Data Entry Operator
9.	Daman & Diu	11665	Secretary , Junior Engineer, Computer Operator Cum Accountant, Peon, Driver
10.	Goa		
11.	Gujarat		
12.	Haryana		
13.	Himachal Pradesh		
14.	Jammu & Kashmir		
15.	Jharkhand		
16.	Karnataka		
17.	Kerala	18550	Secretary, Assistant Secretary, Head Clerk, Accountant, Clerk, Asst. Engineer , Overseer, Data Entry Operator Class IV-Employee, Driver,
18.	Lakshadweep		
19.	Madhya Pradesh		
20.	Maharashtra		
21.	Manipur		
22.	Meghalaya		
23.	Mizoram		
24.	Nagaland		
25.	Odisha		
26.	Puducherry		
27.	Punjab		
28.	Rajasthan		
29.	Sikkim		
30.	Tamil Nadu		
31.	Telangana		
32.	Tripura		
33.	Uttar Pradesh		
34.	Uttarakhand		
35.	West Bengal	22000	Secretary, Executive Assistant, <i>Nirman Sahayak</i> , <i>Sahayak</i> , GP Karmee, Tax Collector

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.5.4: Functionaries Available in States where the Gram Panchayats have a Medium Size Population

Sl No	State	Population	Functionaries
1.	Andaman & Nicobar		
2.	Andhra Pradesh		
3.	Arunachal Pradesh		
4.	Assam		
5.	Bihar		
6.	Chandigarh	7821	Secretary ,Clerk ,Peon, Street Sweepers
7.	Chhattisgarh		
8.	Dadra & Nagar Haveli		
9.	Daman & Diu		
10.	Goa		
11.	Gujarat		
12.	Haryana		
13.	Himachal Pradesh		
14.	Jammu & Kashmir		
15.	Jharkhand		
16.	Karnataka	6025	Panchayat Development Officer, Secretary, Clerk, Bill Collector Peon, Sweeper, Pump Operator
17.	Kerala		
18.	Lakshadweep		
19.	Madhya Pradesh		
20.	Maharashtra		
21.	Manipur		
22.	Meghalaya		
23.	Mizoram		
24.	Nagaland		
25.	Odisha	6746	Executive Officer, Class IV Employee
26.	Puducherry		
27.	Punjab		
28.	Rajasthan	5202	Secretary, Clerk, Security Guard
29.	Sikkim		
30.	Tamil Nadu		
31.	Telangana		
32.	Tripura		
33.	Uttar Pradesh		
34.	Uttarakhand		
35.	West Bengal		

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The States of Chhattisgarh, Telenagna, Madhya Pradesh, Rajasthan, Tripura, Kerala, Karnataka and West Bengal are having separate service for the Panchayats. The controlling powers of the elected representatives over the functionaries of the Gram Panchayats also vary from State to State, as shown in Table No.5.5

Table No.5.5 : Details of Control over Functionaries of Gram Panchayats by the ERs in Selected States

SI No	Parameter of Control over the Functionaries	States where the Gram Panchayats having the Power to Control over the Functionaries
1	To sanction leave to the Secretary	Odisha, Sikkim, Tamil Nadu, Kerala
2	To sanction leave to functionaries other than Secretary	Maharashtra, Odisha, Daman & Diu, Sikkim, Tamil Nadu, Kerala, Haryana
3	To initiate disciplinary action against Secretary	Odisha, Sikkim, Rajasthan, Chandigarh
4	To initiate disciplinary action over functionaries other than Secretary	Odisha, Daman & Diu, Sikkim, Tamil Nadu, Rajasthan, Chandigarh, Kerala, West Bengal
5	To recommend for disciplinary action	Maharashtra, Odisha, Daman & Diu, Bihar, Sikkim, Tamil Nadu, Chandigarh, Andaman & Nicobar, Kerala, Karnataka, Haryana, West Bengal

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Table No.5.6: Details of Functionaries Available with Gram Panchayats

SI No	Name of State and No. of Gram Panchayats	Data collected from selected Gram Panchayats	Data provided by the State	Remarks
1.	Andaman & Nicobar (70)	1.Secretary (1) 2.Computer Operator (1) 3.Class IV Employees (1) 4.Sweeper (1)	1.Secretary (59) 2.Sub. Engineer (25) 3.Class IV Employees (64) 4.Sweeper (56)	State has reported the total availability of staff
2.	Andhra Pradesh (12920)	1.Secretary (1) 2.Clerks (1) 3.Bill collector (1) 4.Record assistant (1) 5.Office subordinates (1)	1.Secretary (8067) 2.Clerks (1354) 3.Bill Collector (661) 4.Driver (4) 5.Record assistant (24) 6.Office Subordinates (1291)	State has reported the total availability of staff
3.	Arunachal Pradesh (1779)	1 Secretary for more than 10 Gram Panchayats 2.Computer assistant-1	1. Member Secretary (182) 2.Computer Assistant (591)	State has reported the total availability of staff
4.	Assam (2200)	1.Secretary (1) 2.Tax Collector (1) 3.Accountant (1) 4.Peon/ <i>Choukidar</i> (1)	1.Secretary (1955) 2.Tax collector (692) 3.Accountant cum Data Entry Operator (2111) 4.Peon/ <i>Choukidar</i> (615)	State has reported the total availability of staff
5.	Bihar (8391)	1.Secretary (1) 2.Rozgar Sahayak (1)	1.Secretary (3668) 2.Rozgar Sahayak (5632)	State has reported the total availability of staff
6.	Chandigarh –(42)	1.Secretary (1) 2.Clerk (1) 3.Peon (1) 4.Street Sweepers (12) 5.Sweeper Lavatory (1)	1.Secretary (42) 2.Clerk (42) 3.Peon (42) 4.Street Sweepers (80) 5.Sweeper Lavatory (20)	State has reported the total availability of staff
7.	Chhattisgarh	1.Secretary (1)	1.Secretary 98971	State has reported

	(10971)	2.Gramin Rozgar Sahayak (1) 3.Peon (1) 4.Water Operator (1) 5.Computer Operator (1)	2.Gramin Rozgar Sahayak (10971) 3.Peon (9862) 4.Water Operator (10971) 5.Computer Operator(10971)	the total availability of staff
8.	Daman & Diu (15)	1.Secretary (1) 2.Junior Engineer (1) 3.Accountant cum Computer Operator (1) 4.Clerk (3) 5.Supervisor (1) 6.Lineman (1) 7.Librarian (1) 8.Peon (1) 9.Tractor Driver (1)	1.Secretary (8) 2.Junior Engineer (15) 3.Accountant cum Computer Operator (15) 4.Clerk (15) 5.Supervisor (15) 6.Lineman (15) 7.Librarian (15) 8.Peon (15) 9.Tractor Driver (15)	State has reported the total availability of staff
9.	Dadra & Nagar Haveli (20)	1.Secretary (1) 2.Data entry Operator(1) 3.Gramin Rozgar Sahayak(1) 4. Class IV Employees (1)	1.Secretary (20) 2.Data Entry Operator (6) 3.Gramin Rozgar Sahayak (20) 4.Class IV Employees (20)	State has reported the total availability of staff
10.	Goa (176)	1.Secretary (1) 2.Clerks(2) 3.Class IV Employees (1)	1.Secretary -20 2.VP Clerk -450 3.Class IV Employees (190)	State has reported the total availability of staff
11.	Gujarath (14029)	1.Talati cum Manri(1) 2.Secretary (1) 3.Panchayat Sahayak(1) 4.Safai Karmachari (2) 5.Pump Operator (1)	1.Talati cum Manri(14029) 2.Secretary (14029) 3.Panchayat Sahayak(14029) 4.Safai Karmachari (28058) 5.Pump Operator (14028)	State has reported the total availability of staff
12.	Haryana (6205)	1.Secretary (1) 2.Waterman (2)	1.Secretary (1802) 2.Waterman (10320)	State has reported the total availability of staff
13.	Himachal Pradesh (3226)	1.Secretary (1) 2.Gram Rozgar Sevak (1) 3.Technical Assistant (1) 4.Chowkidar (1)	1.Secretary (1786) 2.Gram Rozgar Sevak (3112) 3.Technical Assistant (3026) 4.Chowkidar (3012)	State has reported the total availability of staff
14.	Jammu & Kashmir (4198)	Secretary-1	Secretary (41980)	State has reported the total availability of staff
15.	Jharkhand (4398)	1.Secretary (1) 2.Village level worker (1) 3.GramRozgar Sevak(1) 4.Panchayat Swayamsevak (1)	1.Secretary (2238) 2.Village level worker (3216) 3.GramRozgar Sevak (3226) 4.Panchayat Swayamsevak (3288)	State has reported the total availability of staff
16.	Karnataka (6022)	1.Panchayat Development Officer	1.Panchayat Development Officer (6022)	State has reported the total availability

		(1) 2.Secretary (1) Second Division 3.Assistant (1) 4.Clerk-1 5.Data Entry Operator (1) 6.Bill Collector (1) 7.Peon (1) 8.Pump Operator (4) 9.Sweeper (1)	2.Secretary (56270) 3.Second Division Assistant (2500) 4.Clerks(6022) 5.Data Entry Operator (6022) 6.Bill Collector (6022) 7.Peon(6022) 8.Pump Operator (8022) 9.Sweeper (6022)	of staff State has reported the total availability of staff
17.	Kerala (941)	1.Secretary (1) 2.Assistant Secretary (1) 3.Head Clerk /Junior Superintendent (1) 4.Accountant (1) 5.Clerks-LDC Clerk / UD Clerk (8) 6.Class IV Employee (2) 7.Driver (1) 8.Assistant Engineer (1) 9.Overseer (2) 10.Data Entry Operator (2) 11.Assistant Engineer MGNREGS(1/2)	1.Secretary (941) 2.Assistant Secretary (941) 3.Head Clerk /Junior Superintendent(941) 4.Accountant (941) 5.Clerks-LD Clerk/UD Clerk(5646) 6.Class IV Employee (1882) 7.Driver (941) 8.Assistant Engineer (941) 9.Overseer (1872) 1.Data Entry Operator (1752) 11.Assistant Engineer MGNREGS (1532)	State has reported the total availability of staff
18.	Lakshadweep (10)	1.Executive Officer (1) 2.Junior Engineer (1) 3.UD Clerk (1) 4.Helper for Line Man(1) 5.Typewriting Instructor (1) 6.Anganwadi Worker & Helper (15) 7.Folk Dance Instructor (1) 8.Multi Skill Employee (1)	1.Executive Officer (10) 2.Junior Engineer (10) 3.UD Clerk (10) 4.Helper for Line Man (10) 5.Typewriting Instructor (9) 6.Anganwadi Worker & Helper (174) 7.Folk Dance Instructor (5) 8.Multi Skill Employee (10)	State has reported the total availability of staff
19.	Madhya Pradesh (22816)	1.Secretary (1) 2.Clerk (1) 3.Accountant (1) 4.Gram Rojgar Sahayak (1) 5.Waterman (1) 6.Data Entry Operator 7.Class IV Employee (1) 8.Sweeper (1)	1.Secretary (22816) 2.Clerk (22816) 3.Accountant (22816) 4.Gram Rojgar Sahayak (22816) 5. Waterman (22816) 6.Data Entry Operator (22816) 7.Class IV Employee (22816) 8. Sweeper (22816)	State has reported the total availability of staff
20.	Maharashtra	1.Village Development	.Village Development	State has reported

	(27901)	Officer (1) 2.Clerk (1) 3.Data Entry Operator (1) 4.Class IV Employee (2)	Officer (21834) 2.Clerks (5920) 3.Data Entry Operator (27210) 4.Class IV Employee (52226)	the total availability of staff
21.	Manipur (161)	1.Secretary (1) 2.Gram Rozgar Sevak (1) 3. Data Entry Operator (1)	1.Secretary (161) 2.Gram Rozgar Sevak (89) 3. Data Entry operator (161)	State has reported the total availability of staff
22.	Meghalaya			
23.	Mizoram			
24.	Nagaland			
25.	Odisha (6211)	1.Secretary (1) 2.Data Entry Operator(1) 3.Gram Rozgar Sevak (1) 4.Peon(1)	1.Secretary (5357) 2.Data Entry Operator (6211) 3.Gram Rozgar Sevak (6026) 4.Peon(6012)	State has reported the total availability of staff
26.	Puducherry	NA	NA	
27.	Punjab (13028)	1.Secretary (1) 2.Gram Sewak (1)	1.Secretary (2242) 2.Gram Sewak(13028)	State has reported the total availability of staff
28.	Rajasthan (9894)	1.Secretary (1) 2Clerk (2) 3.Accountants (1) Class IV Employee (1)	1.Secretary (6246) 2.Clerks (8802) 3.Accountants (572) Class IV(99)	State has reported the total availability of staff
29.	Sikkim (176)	1.Rural Development Assistant (1) 2.Panchayat Development Assistant(1) 3.Panchayat Account Assistant (1) 4.Junior Engineer (1) 5.Office Supervisor(1) 6.Bare Foot Engineer(1) 7.Gram Rozgar Sevak(1) 8.Data Entry Operator (2)	1.Rural Development Assistant (176) 2.Panchayat Development Assistant (166) 3.Panchayat Account Assistant (170) 4.Junior Engineer (146) 5.Office Supervisor(176) 6. Bare Foot Engineer (176) 7.Gram Rozgar Sevak(176) 8.Data Entry Operator (352)	State has reported the total availability of staff
30.	Tamil Nadu (12524)	1.Secretary (1) 2.Pump Operator (5) 3.Sweeper (2)	1.Secretary -12048 2.Pump operator -14300 3.Sweeper -24327	State has reported the total availability of staff
31.	Telengana (8695)	1.Secretary (1) 2.Clerk(1) 3.Data Entry Operator (1) 4.Pump Operator (1) 5.Class IV Employees(1) 6.Sweeper (1)	1.Secretary -4103 2.Clerks -849 3.Data Entry operator -1333 4.Pump Operator-7695 5.Class IV-3163 6.Sweepers -7718 7.Driver -6	State has reported the total availability of staff
32.	Tripura (591)	1.Secretary (1) 2.Clerks (1)	Secretary (591) Clerks (124)	State has reported the total availability

		3.Computer Assistant (1) 4.Account Assistant (1) 5.Data Entry Operator(1) 6.Tax Collector (1) .Class IV Employee (1)	Computer assistant-(112) Accountant Assistant (8) Data Entry Operator (11) Tax Collector(562) Class IV Employee (902) Driver (7) Typist (2)	of staff
33.	Uttar Pradesh (59162)	1.Gram Panchayat Secretary /Gram Panchayat Adhikari/ Gram Vikas Adhikari (1) 2.Gram Rozgar Sevak (1) 3.Safai Karmachari(13) 4.Sweeper (1)	1.Gram Panchayat Secretary /Gram Panchayat Adhikari/ Gram Vikas Adhikari (164320) 2.Gram Rozgar Sevak(48428) 3.Safai Karmachari (108000) 4.Sweeper(51616)	State has reported the total availability of staff
34.	Uttarakhand (7958)	1.Secretary Gram Vikas- Adkhikari (1) 2. Technical Assistant (1) 3. Gram Rozgar Sevak(1)	1.Secretary Gram Vikas Adkhikari (4812) 2. Technical Assistant(3312) 3. Gram Rozgar Sevak (6512)	State has reported the total availability of staff
35.	West Bengal (3342)	1.Executive Assistant (1) 2.Secretary (1) 3.Nirman Sahayak (1) 4.Sahayak (1) 5.Gram Panchayat Karmee (2) 6.Gram Rozgar Sahayak (1) 7.Village Level Employee (1) 8.Tax Collectors (2)	1.Executive Assistant (3349) 2.Secretary (3349) 3.Nirman Sahayak (3349) 4.Sahayak (3349) 5.Ggram Panchayat Karmee (6698) 6.Gram Rozgar Sahayak (3219) 7.Village Level Employee (1) 8.Tax Collector (6612)	State has reported the total availability of staff

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Almost all the States have devolved functions enlisted in the XIth Schedule to the Gram Panchayats, but there exists a large gap between the functions and functionaries. The functionaries available with Gram Panchayats for developmental areas are provided in Table No.5.7.

Table No.5.7: Details of Functionaries Available for Developmental Areas in Gram Panchayats

Sl No	State	Developmental Area	Availability of Staff
1.	Andaman & Nicobar	Agriculture Rural Development	Agriculture field level Officer Panchayat level Officer
2.	Andhra Pradesh	Nil	
3.	Arunachal Pradesh	Nil	
4.	Assam	Nil	
5.	Bihar	Nil	
6.	Chandigarh	Nil	
7.	Chhattisgarh	Nil	
8.	Dadra & Nagar Haveli	Nil	
9.	Daman & Diu	Nil	
10.	Goa	Nil	
11.	Gujarat	Agriculture Rural Development Education Animal Husbandry	Gram Sevek (Agriculture) Gram Sevak (IRDA) Primary Teachers Line Stock Inspector
12.	Haryana	Nil	
13.	Himachal Pradesh	Nil	
14.	Jammu & Kashmir	Nil	
15.	Jharkhand	Nil	
16.	Karnataka	Agriculture Rural Development Education	Village Level Officers Village Level Officers Teachers
17.	Kerala	Agriculture Animal Husbandry Fisheries Education Health Social welfare Rural development	Agriculture Officer and allied staff Veterinary Surgeon and allied staff Fisheries Inspector in coastal areas Govt. Primary Schools and Teachers Primary Health Centre (medical officer) and staff Govt. Ayurveda Hospital (Medical Officer and staff) Govt. Homoeo dispensary (Medical Officer and staff) Asha Workers Anganwadi supervisors Workers and helpers Village extension officers
18.	Lakshadweep		
19.	Madhya Pradesh	Agriculture Animal husbandry Rural development Health	Village level officer Village level officer Village level officer

		Irrigation Education PDS Social welfare	Village level Health WH Village level officer Primary level Village level person Village level workers
20.	Maharashtra	Women & Child welfare	Anganwadi workers
21.	Manipur	Nil	
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	Agriculture Animal Husbandry Rural Development Social Welfare Health	Village level officer Village level officer Village level officer Village level officer Mid wife
26.	Puducherry	NA	
27.	Punjab	Nil	
28.	Rajasthan	Health Women & child welfare	Health Sub Centre ANM, GNM, Male Health Worker, Asha Worker Anganwadi, Workers and Helpers
29.	Sikkim	Agriculture Animal husbandry Rural development Social welfare Health Public works Irrigation Education PDS	Village level officer Village level officer Village level officer Village level officer Allopathy- (Village level officer) Homeo – (Village level officer) Village level officer Village level officer Primary school teacher Village level Employee
30.	Tamil Nadu	Rural development	Village level officer
31.	Telangana	Nil	
32.	Tripura	Nil	
33.	Uttar Pradesh	Nil	
34.	Uttarakhand	Animal husbandry Health	Pasudhan Prasai Adhikan ASHA/ANM/Health worker
35.	West Bengal		

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Only Andaman & Nicobar, Karnataka, Kerala, Madhya Pradesh, Odisha, Rajasthan, Sikkim, Uttarakhand, Tamil Nadu, Maharashtra, Lakshadweep and Gujarat have devolved functionaries to developmental areas. Tamil Nadu has transferred functionaries with respect to rural development only. It is observed that Odisha, Uttarakhand, Maharashtra and Andaman & Nicobar have not devolved any key functionaries to the Gram Panchayats. However, an effective devolution of functionaries under seven subjects have been observed

in respect of Kerala. Many of the States have reported devolution of village level officers to Gram Panchayats, but actually these functionaries are ASHA, midwives, Anganwadi workers, live stock inspectors transferred to GPs etc. Moreover, the control over these functionaries continues to rest with the line departments in most of the States.

2. Intermediate Panchayats

Excepting in the States of Karnataka and Gujarat, Intermediate Panchayats have been constituted at the block level with the Block Development Office, as the Secretariat. The development blocks in all the States have been functioning from the sixties, with a well-designed staff pattern. Hence, the Intermediate Panchayats do enjoy a better position when it comes to the availability of staff in almost all the States. The Intermediate Panchayats provide technical support to Gram Panchayats in almost all the States and in States like Punjab, Haryana etc., they are entrusted with supervisory functions also. The details of staff available with the Intermediate Panchayats are provided in Table No.5.8. But the powers to sanction leave and to take disciplinary action are vested with the line department in most of the States.

Table No. 5.8: Details of Functionaries Available with Intermediate Panchayats

Sl No	State/ Number of Intermediate Panchayats	As Date / Information Furnished by the Intermediate Panchayats of the Respective States	As Data / Information Furnished by the Respective States	Remarks
1.	Andaman & Nicobar	NR		
2.	Andhra Pradesh(660)	1.Mandal Panchayat Development Officer (1) 2.Superintendent (1) 3.Senior Assistant (1) 4.Junior Assistant (1) 5.Typist (1) 6.Attender (3) 7.Night Watchman (1) 8.Extension Officer (1) 9.Mandal Education Officer(1) 10.Mandal Engineering Officer(1) 11.APO under MGNREGS (1) 12.Computer Operator (1) 13.Technical Assistant (5) 14.Field Assistants (18)	1. Mandal Panchayat Development Officer (660) 2.Extension Officer, Panchayati Raj &Rural Development (660) 3.Assistant Engineer (660) 4.Education Officer (660) 5.Superintendent (660) 6.APO under MGNREGS (652) 6.Senior Assistant (660) 7.Junior Assistants (660) 8.Typist (6600) 9.Attenders (2378) 10.Computer Operator (636) 10.Field Assistants(2600)	
3.	Arunachal Pradesh (182)	1.Secretary (1) 2.Computer Assistant (1) 3.Class IV Employee(1)	Secretary -182 Technical Assistants –(182) Computer Assistants –(182) Peon (182)	
4.	Assam (185)	1.Executive Officer/BDO (1)	1.Executive Officer/BDO (185)	

		2.Junior Engineer (3) 3.Extension Officer Agriculture (1) 4.Extension Officer (Credit) (1) 5. Extension Officer. Women & Child (1) 6..Extension Officer Panchayat(1) 7.Gram Sevak/gram Sevika (7) 8.Junior Assistants (2) 9.Tax Collector(1) 10.Peon (1)	2.Junior Engineer (542) 3.Extension Officer Agriculture (185) 4.Extension Officer (Credit) (185) 5. Extension Officer. Women & Child (185) 6..Extension Officer Panchayat(185) 7.Gram Sevak/gram Sevika (1262) 8.Senior Assistant (122) 9.Junior Assistant (338) 10.Tax Collector (392) 11.Peon (70)	
5.	Bihar (534)	1.Block Development Officer (1) 2.BAHO-1 3. Block Panchayat Raj officers(BPRO) (1) 4.Junior Superintendent (1) 5. Head clerk (1) 6. Typist (1) 5.BWO-1 6.LEO-1 7.Block Co operative Officer (BCO)(1) 8.Block Agriculture Officer (BAO)-1 9.Junior Engineer (1) 11.Urdu Typist (1) 12.Urdu Translator (1) 13.Peon(1)	1.Block Development Officer (534) 2.BAHO (534) 3.Block Panchayat Raj officers(BPRO) (1) 4.Junior Superintendent (531) 5. Head clerk (541) 6. Typist (548) 5.BWO (534) 6.LEO (520) 7.Block Co operative Officer (BCO)(511) 8.Block Agriculture Officer (BAO) (534) 9.Junior Engineer (534) 11.Urdu Typist (534) 12.Urdu Translator (534) 13.Peon(534)	
6.	Chandigarh (1)	1.Executive Officer (1) 2.Sperintendent(1) 3.Accountant (1) 4.Engineer (1) 5.Clerks (2) 6.Tax Collector(1) 7.Peon (2) 8.Chowkidar (1) 9.Craft Teacher (1)	1.Executive Officer (1) 2.Accountant (1) 3.Clerk (1) 4.DEO-(1) 5.Class IV Employee (2) 6.Watchman (1) 7.Driver (1) 8.Engineer (2) 9.Craft Teacher (1)	
7.	Chhattisgarh(146)	1.Chief Executive Officer (1) 2.Assistant Engineer (1) 3.Junior Accounts Officer (1) 4.Development Extension Officer (1) 5. Assistant. Development Extension Officer (4) 6.Accounts Officer (2) 7.Class IV Employee (1) 8.Assistant Tax Collector (7) 9.Programme Officer (1) 10.Assistant Programme Officer (1) 11.Data Entry Operator (4)	1.Chief Executive Officer (146) 2.Assistant Engineer (148) 3.Junior Accounts Officer (146) 4.Development Extension Officer (146) 5. Assistant. Development Extension Officer (876) 6.Accounts Officer (312) 7.Class IV Employee (146) 8.Assistant Tax Collector/Tax Assistant (785) 9.Programme Officer (146) 10.Assistant Programme Officer (153) 11.Data Entry Operator (584)	
8.	Dadra & Nagar Haveli	NA	NA	
9.	Daman & Diu	NA	NA	

10.	Goa	NA	NA	
11.	Gujarat (247)	1.Taluka Development Officer (1) 2.Assistant Taluka Development Officer (1) 3.Child Development Programme Officer(1) 4.Veterinary Officer(1) 5.Health Officer (1) 6. Deputy Executive Engineer ,Irrigation (1) 7.Additional Assistant Engineer ,Roads &Buildings (1) 8.Extension Officer, Agriculture (1) 8.Taluka Panchayat Officer (1) 9.Circle Inspector (1) 10.Extension Officer, Social Welfare (1) 11.Extension Officer, Tribal (1) 12.Deputy Accountant ,Rural Development (1) 13.Extension Officer IRO (1) 14.Deputy Accountant (1) 15. senior assistant (3) 16. junior assistant (4) 17.AAE (R&B) (1) 18.Driver(2) 19.Peon (3)	1.Taluka Development Officer (247) 2.Assistant Taluka Development Officer (247) 3.Child Development Programme Officer(247) 4.Veterinary Officer(247) 5.Health Officer (247) 6. Deputy Executive Engineer ,Irrigation (247) 7.Additional Assistant Engineer ,Roads &Buildings (247) 8.Extension Officer, Agriculture (247) 8.Taluka Panchayat Officer (247) 9.Circle Inspector (247) 10.Extension Officer, Social Welfare (247) 11.Extension Officer, Tribal (247) 12.Deputy Accountant ,Rural Development (247) 13.Extension Officer IRO (216) 14.Deputy Accountant (209) 15. Senior Assistant (726) 16.Junior Assistant (962) 17.AAE (R&B) (247) 18.Driver(463) 19.Peon (612)	
12.	Haryana (70)	1.Block Development Programme Officer/EOPS(1) 2.Assistant Block Programme Officer (1) (1) 3.Field Staff (6) 4.Clerks (5) 5.Junior Engineer (1) 6.Assistant Accountant (1) 7.Field Clerk (2) 8.Steno(1) 9.Computer Operator (2) 10. Peon (2) 11.Driver (1)	1.Block Development Programme Officer/EOPS(70) 2.Assistant Block Programme Officer (70) 3.Field Staff (448) 4. Clerks (348) 5.Junior Engineer (70) 6.Assistant Accountant(70) 7.Field Clerk (140) 8.Steno(70) 9.Computer Operator(144) 10 Peon (132) 11.Driver (73)	
13.	Himachal Pradesh(78)	1.Block Development Officer/Secretary(1) 2.Block Programme Officer (Education)(1) 3.Superintendent (1) 3.Panchayat Inspector (1) 4.Sub Panchayat Inspector (2) 5. LSEO(1) 6.LVDC(1) 7.Assistant engineer (1) 8.Junior engineer (2) 9.Senior Assistant (2) 10.Progrmme Assistant (1) 11.Junior Assistant (1)	1.Block Development Officer/Secretary(78) 2.Block Programme Officer (Education)(78) 3.Superintendent (78) 3.Panchayat Inspector (78) 4.Sub Panchayat Inspector (138) 5. LSEO(142) 6.LVDC(146) 7.Assistant engineer (78) 8.Junior engineer (141) 9.Senior Assistant (140) 10.Progrmme Assistant (78)	

		12.Clerk (3) 13.Data Entry Operator (2) 14. PMKSY Engineer (contract) (2) 15.Group d Employees (3)	11.Junior Assistant (78) 12.Clerk (212) 13.Data Entry Operator (141) 14. PMKSY Engineer (contract) (126) 15.Group d Employees (216)	
14.	Jammu & Kashmir			
15.	Jharkhand (263)	1. Block Development Officer (1) 2.Block Panchayat Raj Officer (1) 3.Block programme officer(2) 4.Junior Engineer (3) 5.Clerk (2) 6.Driver(1) 7.peon (1)	1. Block Development Officer (263) 2.Block Panchayat Raj Officer (263) 3.Block programme officer(412) 4.Junior Engineer (847) 5.Clerk (486) 6.Driver(263) 7.peon (288)	
16.	Karnataka (176)	1.Executive Officer (1) 2.Assistant Director RE (1) 3.Assistant Accounts Officer (1) 4.Taluka Planning Officer (1) 5.Assistant Director (MM) (1) 6.Manager (1) 7.Programme Assistant (1) 8.Junior Assistant (2) 9.Typist (1) 10.Stenographer (1) 11.FDA(5) 12.SDA(3) 13.Technical Coordinator (1) 14.TMIS(1) 15.Social Auditor (1) 16.Assistant Social Auditor (1) 17.Computer Operator (2) 18.Driver (2) 19.Peon (4) 20.VRP(9) 21.BFT (10)	1.Executive Officer (176) 2.Assistant Director (176) 3.Superintendent (176) 4. .Manager (172) 5.1 st Division Assistant (880) 6. II nd Division. Assistant (352) 7.Stenographer (176) 8.Typist (528) 9.Driver (352) 10.Group D Employees (704) 11.Social Auditors (176) 12.Computer Operator (176)	
17.	Kerala (152)	1.Secretary (1) 2.Joint Block Development Officer (2) 3.Extension Officer, Women's Welfare (1) 4.Extension Officer, Planning & Monitoring (1) 5.Extension Officer, General (1) 6. Assistant Engineer (1) 7. Head Clerk (1) 8. Accountant (1) 9. Clerks (6) 10. Class IV Employees (2) 11. Driver (2) 12. Assistant Executive Engineer (1) 13. Clerk (1) 14. Overseer (1)	1.Secretary (152) 2.Joint Block .Development Officer (304) 3.Extension Officer (456) 4.Head Clerks (152) 5.Accountants (152) 6.Class IV Employees (304) 7.Clerks (762) 8.Assistant Executive Engineer (152) 9.Assistant Engineer (152) 10.Overseers (152) 11.Clerk (152) 12.Driver (304)	
18.	Lakshadweep	NA	NA	
19.	Madhya Pradesh (313)	1.Chief Executive Officer /	1.Chief Executive Officer/	

		Block Development (1) 2. Assistant Grade Second (2) 3. Assistant Grade Third (3) 4. Assistant Accountant Officer (i) 5. Peon (3) 6. Additional Programme Officer, MGNREGA (1) 7. Assistant (1) 8. Accountant (1) 9. Sub. Engineer (5) 10. Assistant Photographer (1) 11. Data Entry Operator (1)	Block Development (313) 2. Assistant Engineer (319) 3. Accountant (313) 4. Clerical Staff (1565) 5. Typist (328) 6. Data Entry Operator (647) 7. Drivers (334) 8. Class IV Employee (893)	
20.	Maharashtra (351)	1. Block Development Officer (1) 2. Assistant Block Development Officer (1) 3. AAO (1) 4. Junior AAO (2) 5. Senior Assistant (3) 6. Extension Officer Statistics (2) 7. Extension Officer, Village Panchayat (2) 8. Section Engineer (2) 9. Assistant Junior Engineer (5) 10. Tracer (1) 11. Junior Assistant (10) 12. Agricultural Officer (2) 13. Extension Officer, Agriculture (2) 14. Administrative Officer (1) 15. Village Development Officer (7)	1. Secretary (351) 2. Clerks (4243) 3. Accountants (1053) 4. Class IV Employees (1975) 5. Village Development Officer (934) 6. Driver (513) 7. Sub Engineer (351) 8. Assistant Engineer (893) 9. Extension Officer (864) 10. Assistant Administrative Officer (3510) 11. Assistant Statistical Officer (351) 12. Tracers (34) 13. ABDO-351 14. Senior Mechanic (310) 15. Wiremen (40) 16. Kendra <i>Pramukh</i> (4757)	
21.	Manipur	NA	NA	
22.	Meghalaya	NA	NA	
23.	Mizoram	NA	NA	
24.	Nagaland	NA	NA	
25.	Odisha (314)	1. Block Development Officer (1) 2. Additional Block Development Officer (1) 3. Assistant Engineer (1) 4. Gram Panchayat .Extension Officer (1) 5. Accounts Officer (1) 6. Head Clerk (1) 7. Junior Engineer (1) 8. Progress Assistant (1) 9. Assistant Programme Officer (1) 10. Gram Panchayat Technical Assistant (1) 11. Typist (2) 12. SEO-1 13. WEO-1 14. MI-1 15. Clerical Staff -5	1. Block Development Officer (314) 2. Additional Block Development Officer (314) 3. Assistant Engineer (314) 4. Gram Panchayat .Extension Officer (314) 5. Accounts Officer (314) 6. Head Clerk (314) 7. Junior Engineer (314) 8. Progress Assistant (314) 9. Assistant Programme Officer (314) 10. Gram Panchayat Technical Assistant (314) 11. Typist (872) 12. SEO (314) 13. WEO (314) 14. MI (314)	

		16.Data Entry Operator(2) 17.Class IV Employees (4)	15.Clerical Staff (1472) 16.Data Entry Operator(628) 17.Class IV Employees (1256)	
26.	Puducherry	NA	NA	
27.	Punjab 148	1.Secretary/Block Development Officer (1) 2.Superintendent (1) 3.Panchayat Officer (1) 4.Social Education and Panchayat Officer (1) 5..Assistant Engineer (1) 6..Junior Engineer (1) 7.Assistant Statistics (1) 8.Accountant (1) 9.Steno (1) 10.Clerks (2) 11.Patwari (1) 12.Computer Operator (1) 13.Gram Sevak (5) 14.Tax Collector (1) 15.Craft teacher (2) 16.Peon (3) 17.Malic Cum Chowkidar (1) 18.Sweeper (1)	1.Secretary / Block Development Officer (148) 2.Superintendent (148) 3.Panchayat Officer (148) 4.Social Education and Panchayat Officer (148) 5.Assistant Engineer (148) 6..Junior Engineer (148) 7.Assistant Statistics (148) 8.Accountant (148) 9.Steno (1) 10.Clerks (296) 11.Patwari (80) 12.Computer Operator (148) 13.Gram Sevak (348) 14.Tax Collector (140) 15.Craft teacher (326) 16.Peon (256) 17.Malic Cum Chowkidar (148) 18.Sweeper (148)	
28.	Rajasthan (295)	1. Block Development Officer (1) 2. Assistant Executive Engineer (1) AAO-1 Junior Engineer (1) Office Assistant (1) Panchayat Extension Officer (8 / 10) UD Clerk (1) LD Clerk (3) Driver (1) Class IV Employee (4) Hand Pump Repairer (1)	1.Block Development Officer (295) 2.Extension Officer, PEO(294) 3.Accountant, First Grade (295) 4.Accountant, Second Grade (295) 5.Panchayat Extension Officer (989) 6.Assistant Programme Officer (249) 7.Assistant Engineer (564) 8.UD Clerks (295) 9.LD Clerks (429) 10.Driver (200)	
29.	Sikkim	NA	NA	
30.	Tamil Nadu(385)	1.Block Development Officer ,Block (1) 2.Block Development Officer, Village (1) 2.Deputy Block Development Officer (6) 3.Union Engineer/Assistant Engineer (2) 4.Union Overseer (4) 5.Accountant (1) 6.Assistant(4) 7.Junior Assistant (3) 8.Rural Welfare Officer (2) 9.Extension Officer, Social	1.Block Development Officer ,Block (385) 2.Block Development Officer, Village (385) 2.Deputy Block Development Officer (2216) 3.Union Engineer/Assistant Engineer (670) 4.Union Overseer (1540) 5.Accountant (385) 6.Assistant(1540) 7.Junior Assistant (1155) 8.Rural Welfare Officer (670) 9.Extension Officer, Social	

		Welfare (1) 10.Rural Welfare Officer, Women(1) 11Medical Officer (1) 12.Rural Medical Practitioner (1) 13.Cashier (2) 14.Typist (2) 15.Record Clerk (1) 16.Office Assistant (1) 17.Night Watchman (1) 18.Road Inspector (2) 19.Driver (3) 20..Hand Pump Filter (1) 21.Computer Operator(1)	Welfare (385) 10.Rural Welfare Officer, Women(385) 11Medical Officer (385) 12.Rural Medical Practitioner (385) 13.Cashier (670) 14.Typist (670) 15.Record Clerk (385) 16.Office Assistant (385) 17.Night Watchman (385) 18.Road Inspector (670) 19.Driver (1155) 20..Hand Pump Filter (385) 21.Computer Operator(385)	
31.	Telangana (9)	1.Mandal Panchayat Development Officer (1) 2.Extension Officer, Panchayat Raj and Rural Development (1) 3.Superintendent (1) 4.Assistant Executive Engineer (1) 5.Senior Assistant (1) 6.Junior Assistant(1) 7.Typist (1) 8.Mandal Extension Officer (1) 9. Others -4	1.Mandal Panchayat Development Officer (881) 2.Accountant -1329 3.Education Officer (44) 4.Assistant Executive Engineer (94) 6.Typist -443 7.Watcher -211 8.Driver -50 9.Class IV Employee (3501)	
32.	Tripura (35)	1.Block development Officer (1) 2.Panchayat Officer (1) 3.Panchayat Extension Officer (2) 4. Accountant/Head Clerk (1) 5.Upper Division Clerk (2) 6.Lower Division Clerk (3) 5.Group D Employee (2)	1.Block development Officer (35) 2.Panchayat Officer (35) 3.Panchayat Extension Officer (68) 4. Accountant/Head Clerk (35) 5.Upper Division Clerk (74) 6.Lower Division Clerk (116) 5.Group D Employee (68)	
33.	Uttarakhand(95)	1. Block Development. Officer (1) 2.Assistant Block Development Officer (2) 3.Accountant (2) 4.Village Development Officer (9) 5.GPO-4 6.ADO-1 7.Junior Engineer -2 8.Class IV Employees-3 9.ADO (SC)-1	1. Block Development. Officer (95) 2. Assistant Block Development Officer (190) 3. ADO Panchayat (95) 4.Accountant (190) 5. Typist -(190) 6. Class IV Employee (285) 7. Driver (95)	
34.	Uttar Pradesh (816)	1.Block Development Officer (1) 2.Assistant Development Officer, Panchayat (1) 3.Assistant Development Officer, Co operative (1) 4.Assistant Development Officer ,SB(1) 5.Assistant Development	1.Block Development Officer (816) 2.Assistant Development Officer, Panchayat (816) 3.Assistant Development Officer, Co Operative (816) 4.Assistant Development Officer ,SB -(816) 5..Assistant Development	

		Officer ,Women, (1) 6.Assistant Development Officer (Statistics) (1) 7.Assistant Development Officer SK(1) 8.Assistant Development Officer Social Welfare (1) 9.Assistant Development Officer -Panchayat (1) 10.Assistant Development Officer Agriculture (1) 11.Junior Engineer, Minor Irrigation (1) 12.Junior Engineer RES (1) 13.Senior Assistant (1) 14.Additional Accountant (1) 15.Junior Assistant (1) 16. Class IV Employees- (2) 17.Driver (1)	Officer ,Women (809) 6.Assistant Development Officer ,Statistics (796) 7..Assistant Development Officer ,SK(802) 8..Assistant Development Officer, Social Welfare (816) 9..Assistant Development Officer, Panchayat (816) 10.Assistant Development Officer Agriculture (816) 11.Junior Engineer, Minor Irrigation (816) 12.Junior Engineer, RES (816) 13.Senior Assistant (816) 14.Additional Accountant (2421) 15. Junior Assistant. (816) 16.Class IV Employees- (1632) 17.Driver (826)	
35.	West Bengal (333)	1. Executive Officer/ BDO(1) 2. Joint Executive Officer (2) 3. Samithi Education Officer(1) 4. Block Informatics Officer(1) 5. MDC(1) 6. Panchayat Development Officer (1) 7. Upper Division Assistant 3) 8. Accounts Clerk(1) 9. Cashier(1) 10. Junior Engineer (1) 11. Clerk cum Typist (1) 12. Information Officer(1) 13. Data Entry Operator(1) 14. Data Entry Operator(1) 15. Peon(1) 16. Junior Program Officer (1) 17. Social Audit Coordinator (1) 18. Mid Day Meal Accountant (1) 19. Technical assistant (1) 20. Programme assistant (1) 21. Computer Assistant (1)	1.Executive Officer / BDO– (333) 2.Joint Executive Officer (666) 3.Samithi Education Officer(312) 4.Block Informatics Officer(324) 5.MDC(306) 6.Panchayat Development Officer (333) 7.Upper Division Assistant(998) 8. Accounts /Clerk (341) 9. Cashier (341) 10.Junior Engineer (341) 11.Data Entry Operator(341) 12.Clerk Com Typist (341) 13.Information Officer(1) 14.Junior Program Officer (333) 15.Social Audit Coordinator (328) 16.Mid Day Meal Accountant (323) 17Technical assistant (327) 18.Programme assistant (328) 19. Computer Assistant (311) 20..Peon(341)	

Source:Data Compiled from Field Survey & the Information Furnished by the States and UTs

i. Availability of Functionaries for Developmental Sectors with Intermediate Panchayats

Only eleven States/ UTs have devolved functionaries with respect to developmental areas other than rural development. They are 1.Andaman & Nicobar, 2.Jharkhand, 3.Karnataka, 4. Kerala, 5.Madhya Pradesh, 6.Maharashtra, 7. Odisha, 8.Rajasthan, 9.Gujarat, 10.Uttarakhand and 11. Bihar. Among the 29 subjects enlisted in the XIth Schedule, 1.agriculture, 2.minor irrigation, 3.animal husbandry, 4.fisheries, 5. roads, 6.drinking water, 8.health , 9.sanitation and 10. family welfare, require technical expertise for formulating and implementing developmental activities. All the eleven states have devolved agricultural officers to the Intermediate Panchayats. Functionaries related to health (allopathy) have been devolved in Kerala, Maharashtra, Madhya Pradesh, Rajasthan and *Odisha* only. *Although the block level officers have been transferred, supporting staff are not seen devolved in Jharkhand, Odisha, Uttarakhand and Gujarat.* Moreover, the control over the functionaries transferred, excepting Karnataka, Kerala, Rajasthan and Maharashtra, continues to be vested with the line departments. The details of functionaries devolved to Intermediate Panchayats in various States are provided in Table No.5.9

Table No.5.9: Availability of Functionaries for Developmental Sectors in Intermediate Panchayats

Sl No	State /UT	Development Sector	Availability of Functionaries in Numbers
1.	Andaman & Nicobar	1.Agriculture 2.Animal Husbandry 3.Fisheries	Block Level Officers (5) Block Level Officers (28) Block Level Officers (21)
2.	Andhra Pradesh	Nil	
3.	Arunachal Pradesh	Nil	
4.	Assam	Nil	
5.	Bihar	1.Agriculture	Block Level Office and Staff
6.	Chandigarh	Nil	
7.	Chhattisgarh	Nil	
8.	Dadra & Nagar Haveli	Nil	
9.	Daman & Diu	Nil	
10.	Goa	NA	
11.	Gujarat	1.Agriculture 2.Animal Husbandry 3.Education 4.Social Welfare 5.Women & Child Development 6.Health 7.Minor Irrigation 8.Roads & Bridges 9.Welfare of Weaker Sections	Extension Officer Agriculture. Veterinary Officer Extension Officer, Education Extension Officer Social Welfare CDPO Block Health Officer Deputy Executive Engineer Deputy Executive Engineer & Additional Assistant Engineer Extension Officer Tribal Welfare.
12.	Haryana	Nil	
13.	Himachal Pradesh	Nil	

14.	Jammu & Kashmir	Nil	
15.	Jharkhand	1.Agriculture 2.Social Welfare 3.Education 4. PDS	Block Level Officers (263) Block Level Officers (263) Block Level Officers (2630) Block Level Officers (263)
16.	Karnataka	1.Agriculture 2.Animal Husbandry 3.Rural Development 4.Social Welfare 5.Schedule Tribe Development 6.Health 7.Education	Block Level Officers (3409) Block Level Officers (30564) Block Level Officers (18618) CDPO & Staff (8937) Block Level Officers (10) Other Systems of Medical Staff (646) Teachers (94534)
17.	Kerala	1.Agriculture 2. Animal Husbandry 3. Rural Development 4. Scheduled Caste Development 5. Scheduled Tribe Development 6. Dairy Development 7. Health	Assistant Director Agriculture & Staff (608) Senior Veterinary. Surgeon & Staff (760) Block Development Office & Staff Taluk Schedule Caste Development Officer & Staff Tribal Extension Officer & Staff. Dairy Extension Officer & Staff Community Health Centre/ Taluk Hospital & Staff , Taluk Ayurvedic Medical Officer & Staff , Taluk Medical Homeo Officer & Staff and Taluk Homeo Medical Officer and Staff
18.	Lakshadweep	NA	NA
19.	Madhya Pradesh	1.Agriculture 2.Animal Husbandry 3.Rural Development	Block Level Staff (5 per Block) Block Level Staff (2 per Block) Block Level Staff (12 per Block)
		1.Social Welfare 2.Scheduled Caste Development 3.Scheduled Tribe Development 4.Health 5.Public works 6.Irrigation 7.Education 8.ICDS 9.PDS	Block Level Officer(1per Block) Block Level Officer(1per Block) Block Level Officer(1per Block) Block Level Officer(1per Block) Block Level Officer(1per Block) Block Level Officer(1per Block) Block Level Officer(2per Block) Block Level Officer(1per Block) Block Level Officer(1per Block)
20.	Maharashtra	1.Agriculture 2.Animal Husbandry 3.Minor Irrigation 4.Water Supply 5.Health	Agriculture Officer (645) Livestock Inspector and Animal Husbandry (351) Office for Minor Irrigation (177) Deputy Engineer (237) Medical Officer (341) Pharmacists (2781) Lady Health Officer (64)

		6.Education 7.Women & Child Development 8.Public Works	Vaccinator (891) Lab Technician (1590) Primary Teacher (1889200) Primary Head Master (3425) Education Officer (341) Secondary Teacher (2297) ICDS Supervisor (3493) Block Level Officer (256)
21.	Manipur	NA	
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	1.Agriculture 2.Animal Husbandry 3.Rural Development 4.Social Welfare 5.Education 6.Fisheries 7.Health 8.Scheduled Development 9.Scheduled Tribe Development	Block Level Officer (1) Block level Officers (2) Block Level Officer (1) Block Level Officer (1) Teachers (69870) Block Level Officer (1) Nurse (1) Block Level Officer (1) Block Level Officer (1)
26.	Puducherry	Nil	
27.	Punjab	Nil	
28.	Rajasthan	1.Agriculture 2.Education 3.Health and Sanitation 4.Women and Child Development	Assistant Director and Staff Block Level Officer and Staff for Primary Education Block Level Chief Medical Officer and Staff/ Medical Officer, PHC and Staff CDPO, ACDPO, Accountant and other Staff
29.	Sikkim	NA	NA
30.	Tamil Nadu	1.Rural Development	Block Development Officer and Staff
31.	Telangana	Nil	
32.	Tripura	Nil	
33.	Uttar Pradesh	Nil	
34.	Uttarakhand	1.Agriculture 2.Animal Husbandry 3.Rural development	Agriculture Officer Veterinary Officer, Senior Poultry Officer, Assistant Fodder Development Officers Block Development Officer , Additional Block Development Officer (2)
35.	West Bengal	Nil	

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

3. District Panchayats

Among the three tiers of Panchayati Raj Institutions, the Zilla Parishads are provided with a fair/more number of functionaries as compared to the other two tiers. The Chief Executive Officers (CEOs) of Zilla Parishads in five States are from the Indian Administrative Service. The State of Maharashtra has constituted a District Panchayat Cadre and subordinate functionaries to the three tiers are recruited by the Zilla Parishads.

The States of Arunachal Pradesh, Manipur, Tamil Nadu and Tripura are lagging behind in terms of the number of functionaries transferred to District Panchayats. Tamil Nadu has given prominence to the Intermediate Panchayats and as a result, the Intermediate Panchayats are being equipped with the required number of functionaries. Whereas, only a few States and UTs (Kerala and Daman & Diu) have provided a relatively more number of functionaries to the Gram Panchayats. The details of functionaries available with the District Panchayats are provided in Table No.5.10. Data collected from the field and data provided by the states are provided in separate columns.

Table No.5.10: Details of Functionaries Available in the District Panchayats

Sl No	State	Data collected from selected Zilla Parishads	Data Provided by the States	Remarks
1.	Andaman & Nicobar	1.Chief Executive Officer (1) 2.Clerical Staff(17) 3.Accounts (2) 4.Engineering Staff (8) 5.Data Entry Operator(1) 6.Class IV(9) 7.Driver(1)	1.Chief Executive Officer (1) 2.Clerical Staff(17) 3.Accounts (2)	
2.	Andhra Pradesh (13)	2.Deputy Chief Executive Officer (1) 3.Accounts Officer (1) 4.Superintendents (10) 5.Senior Assistants- (12) 6.Junior Assistants-(29) 7.Typists (4) 8.Record Assistants (4) 9.Lab Assistant (1) 10.Office Subordinates (16) 11.Steno (2) 12.Driver (2)	1.Chief Executive Officer (13) 2.Deputy Chief Executive Officer (13) 4.Accounts Officer (13) 5.Superintendent (1170 6.Senior Assistants (230) 7.Junior Assistants (426) 8.Typists (98) 9.Record Assistants (43) 10.Office Subordinates (225) 11.Drivers (37)	
3.	Arunachal Pradesh (20)	1.Secretary(10) 2.Clerks(2) 3.Office Assistant (1) 4.Driver (2)	1.Secretary (20) 2.Clerks(88) 3.Computer Assistants(40) 4.Driver (24)	

		5.Class IV Employees (2)	5.Peon (44)	
4.	Assam (21)	1.Chief Executive Officer (1) 2.Deputy Chief Executive Officer (1) 3.Account Officer (1) 4.Planning Officer (1) 5.Executive Engineer (1) 6.Asstnt Engineer (1) 7.Junior Engineer (1) 8.Head Assistant (1) 9.Senior Assistants(3) 10.Junior Assistants(4) 11. Driver(2) 12.Peons (2)	1.Chief Executive Officer (21) 2.Deputy Chief Executive Officer (21) 3.Executive Engineer (21) 4.Asstnt Engineer (21) 5.Junior Engineer(44) 6.Head Assistants(200) 7.Accountants Officer (21) 8.Planning Officer (1) 9.Senior Assistants(55) 10.Junior Assistants(1100) 11.Tax Collector(10) 12.Peon cum <i>Chowkidar</i> (126) 13.Driver(43)	
5.	Bihar(38)	1. Chief Executive Officer Cum Deputy Development Commissioner (1) 2.Additional Chief Executive Officer (1) 3.District Engineer (1) 4.Assistant Engineer (2) 5.Sub Engineer (3) 6.Doctor, Homeopathy(1) 7.Mishrak Ayurvedic /Unani (2) 8.Accountant (2) 9.Assistant Account (2) 10.Upper Division Clerks(10) 11..Lower Driver Clerks14 Stenographer (4) 12.Class IV Employees (16) 713 Drivers(3)	1.Chief Executive Officer (38) 2.Additional Chief Executive Officer (38) 3.District Engineering Cell (228) 4.Doctor, Homeopathy(38) 5.Mishrak Ayurvedic /Unani (72) 6.Accountant (78) 7.Clerical Staff(342) 8.Others (190)	
6.	Chandigarh (1)	1.Secretary (1) 2.Accountant (1) 3.Clerk (1) 4.DEO (1) 5.Sub Engineer (2) 6.Craft Teacher (1) 7.Class IV Employee (1) 8.DEO (1) 9.Watchman (1) 10.Driver (1)	1.Secretary (1) 2.Accountant (1) 3.Clerk (1) 4.DEO (1) 5.Class IV-Employees (1) 6.Watchman (1) 7.Driver (1) 8.Sub Engineer (2) 9.Craft Teacher (1)	
7.	Chhattisgarh (27)	1.Chief Executive Officer from IAS(1) 2.Project Officer (1) 3.Sr. Accounts Officer (1) 4.Project Economist (1) 5.Assistant Project Officer (3) 6.Executive Engineer (1) 7.Assistant Engineer (2) 8.Accounts Officers (2) 9.Assistant Statistical Officer (1)	1.Chief Executive Officer(27) 2.Project Officer (27) 3.Project economist (27) 4.Assistant Project Officer (81) 4.Executive Engineer (27) 5.Assistant Engineer (62) 6.Accounts Officer (51) 7.Assistant Statistical Officer (27) 8.Superintendent (27) 9.Technical Assistant (162)	

		10.Superintendent (1) 11.Technical Assistants (7) 12.Stenographer (2) 13.Accountants (3) 14.Assistant Grade (110) 15.Data Entry Operator (2) 16.Drivers (2) 17.Peon(3) 18.Watchman (1) (including DRDA staff)	10.Stenographer(54) 11.Accountant (81) 12.DEO(54) 13.Drivers (61) 14.Peon(81) 15.Watchman (27)	
8.	Daman & Diu (1)	1.Chief Executive Officer (1) 2.Personal Assistants (2) 3.Lower Division Clerk (2) 4.Executive Engineer (1) 5.Asst. Accounts Officer (1) 5.Driver (5) 6.Peon(5)	1.Chief Executive Officer (1) 2.Personal Assistants (2) 3.Lower Division Clerk (2) 4.Executive Engineer (1) 5.Asst. Accounts Officer (1) 5.Driver (5) 6.Peon(5)	
9.	Dadra & Nagarhaveli (1)	1.Chief Executive Officer (1) 2.District Planning Officer(1) 3.Clerks(2) 4.Driver(1) 5.Peon(1)	1.Chief Executive Officer (1) 2.District Planning Officer(1) 3.Clerks(2) 4.Driver(1) 5.Peon(1)	
10.	Goa (2)	1.Chief Executive Officer (1) 2.Chief Accounts Officer (1) 3.Executive Engineer (1) 4.Assistant Engineer (1) 5.Junior Engineer (6) 6.Head Clerk (1) 7.UD Clerks(2) 8.Accountant (1) 9.Assistant Clerk (1) 10.LD Clerks (3) 11.Junior Steno(1) 12. Driver(1) 13.Peon (3) 14.Sweeper (1)	1.Chief Executive Officer (2) 2.Chief Accounts Officer (2) 3.Executive Engineer (2) 4.Assistant Engineer (2) 5.Junior Engineer (12) 6.Head Clerk (2) 7.UD Clerks(4) 8.Accountant (2) 9.Assistant Clerk (2) 10.LD Clerks (6) 11.Junior Steno(2) 12. Driver(2) 13.Peon (6) 14.Sweeper (2)	
11.	Gujarat (33)	1.District Development Officer (1) 2.Deputy District Development Panchayat Officer (1) 3. Executive Engineer (MI) (1) 4. Accounts Officer (1) 5.Assistant District Registrar Co-operative,(1) 6.Deputy Director, Animal Husbandry (1) 5.Community Development Health Officer-1 7.District Statistical officer(1) 9.District Programme Officer, ICDS(1) 10.District Social Welfare	1.District Development Officer (33) 2.Deputy District Development Panchayat Officer (33) 3. Executive Engineer (MI) (33) 4. Accounts Officer (33) 5.Assistant District Registrar Co-operative,(33) 6.Deputy Director, Animal Husbandry (33) 5.Community Development Health Officer(33) 7.District Statistical officer(33) 9.District Programme Officer, ICDS(33) 10.District Social Welfare Officer (33)	

		Officer (1) 11.District Programme Education Officer(1) 12.Deputy Ayurveda Officer (1) 13.Clerks (4) 14. senior Clerk (2) 14.Class IV Employee(3) 15.Driver(5)	11.District Programme Education Officer(33) 12.Deputy Ayurveda Officer (33) 13.Clerks (136) 14. senior Clerk (62) 14.Class IV Employee(134) 15.Driver(158)	
12.	Haryana (21)	1.Chief Executive Officer (1) 2.Deputy Chief Executive Officer (1) 3.Executive Engineer (1) 4.Accounts Officer(1) 5. Superintend (1) 6.Accountant(1) 7.Assistant(1) 8.Junior Engineer (3) 9.Steno (1) 10.Steno typist(21) 11.Data Entry Operator (1) 12.Accounts 11.Clerks-(1) 13.Driver-(1) 14.Chawkidar-(1) 15.Peon (2) 16.Sweeper (1)	1.Chief Executive Officer (21) 2.Deputy Chief Executive Officer (21) 3.Executive Engineer (1) 4.Accounts Officer-(21) 5.Superintend (21) 6.Accountant(21) 7.Assistants(15) 8.Junior Engineer (64) 9.Steno(21) 10.Steno typist(21) 11.Data Entry Operator (21) 12.Accounts 11.Clerks-(21) 13.Driver-(21) 14.Chawkidar-(21) 15.Peon (40) 16.Sweeper (21)	
13.	Himachal Pradesh(12)	1.Chief Executive Officer (1) 2.District Panchayat Officer (1) 3. District Audit Officer (1) 4. Superintendent (1) 5. Panchayat Inspector posted at Block Development Office (1) 6.Panchayat Auditors (19) 7. Senior Assistant (1) 8. Junior assistant (5) 9.Steno (1) 10.Assistant Programme Officer (1) 11. Data Entry Operator (2) 12. Driver (1) 13.Peon/Chowkidar (5)	1.Chief Executive Officer (12) 2.District Panchayat Officer (12) 3. District Audit Officer (1) 4. Superintendent (12) 5. Panchayat Inspector posted at Block Development Office (12) 6.Panchayat Auditors (12) 7. Senior Assistant (12) 8. Junior assistant (58) 9.Steno (12) 10.Assistant Programme Officer (12) 11. Data Entry Operator (24) 12. Driver (12) 13.Peon/Chowkidar (59)	
14.	Jammu & Kashmir	NA	NA	
15.	Jharkhand (24)	1.Chief Executive Officer (1) 2.Additional Chief Executive Officer (1) 3.Executive engineer (1) 3.Chief Planning Officer-1 4.Chief Accounts Officers -1 6.Junior engineer (4) 7. Personal Assistant (2) 8. Stenographer (1) 9. Accountant (1)	1.Chief Executive Officer (24) 2.Additional Chief Executive Officer (24) 3.Executive engineer (24) 3.Chief Planning Officer (24) 4.Chief Accounts Officers (24) 6.Junior engineer (86) 7. Personal Assistant (48) 8. Stenographer (24) 9. Accountant (24)	

		10.UD Clerk (5) 11.LD Clerk (6) 12.Peon (3) 13.Driver (4)	10.UD Clerk (112) 11.LD Clerk (142) 12.Peon (76) 13.Driver (96)	
16.	Karnataka (30)	1.Chief Executive Officer ,IAS(1) 2.Deputy Secretary(1) 3.Project Director (1) 4.Chief Planning Officer(1) 5.Chief Accounts Officer(1) 6.Assistant Secretary(1) .PAEO(1) 8.Assistant Planning Officer(1) 9.Accounts Officer(1) 10.Assistant Project Officer (1) 11.Technical Assistant (2) 12.Planning Engineer(4) 13.Superintendent(3) 14.Junior Engineer (2) 15.Assistant Statistical Officer (2) 16.First Division Assistant (2) 17.FDAA(13) 18.SAA(5) 19.SDAA(6) 20.Stenographer(6) 21.DEO(1) 22.Typist(7) 23.Driver (5) 24.Record Keeper(1) 25.Binder (1)	1.Chief Executive Officer (30) 2.Deputy Secretary (40) 3.Project Director(30) (DRDA Cells) 4.Chief Planning Officer (30) 5.Chief Accounts Officer(30) 6.Assistant Programme Officer (30) 7.Superintendent (17) 8.Accounts Superintendent (33) 9.First Division Assistant(195) 10.Second Divisional Assistant (90) 11.Stenographers (39) 12.Typist (25) 13.Computer Operators (30) 14.Drivers (38) 15.Group D Employees(138) 16.Chief Engineer(3) 17.Superintend Engineer(14) 18.Executive Engineer (84) 19.Assistant Executive Engineer (419) 20.Assistant Engineer (692) 21.Junior Engineer (1171) 22.Others (791)	
17.	Kerala(14)	1.Secretary (1) 2.Finance Officer (1) 3.Superintendent (2) 4.UD Clerk (6) 5.LD Clerk (7) 6.Class IV Employees(3) 7.DEO (3) 8.Executive Engineer (1) 9.Assistant Executive Engineer (2) 10.Overseer (8) 11.Personnel Assistant (1) 12.Driver (4)	1.Secretary (14) 2.Finance Officer (14) 3.Superintendent (42) 4.Executive Engineers (14) 5.Assistant Engineer (28) 6.Overseers (98) 7.Clerk (172) 8.Personnel Assistant (14) 9.Data Entry Operator (34) 10. Drivers (28) 11.Class IV Employee (38) 12.Sweeper	
18.	Lakshadweep(1)	1.Chief Executive Officer (1) 2.Joint executive Officer (1) 3. Superintendent(1) 4. Upper Division Clerk (4) 5. Lower Division Clerk (4) 6. Multi Skills Employee (10) 7.Folk Dance Teacher (1) 8.Data Entry Operator (1)	1.Chief Executive Officer (1) 2.Joint executive Officer (1) 3. Superintendent(1) 4. Upper Division Clerk (4) 5. Lower Division Clerk (4) 6. Multi Skills Employee (10) 7.Folk Dance Teacher (1) 8.Data Entry Operator (1)	

		9.Casual Laborers (10)	9.Casual Laborers (10)	
19.	Madhya Pradesh	1.Chief Executive Officer (1) 2.Additional Chief Executive Officer (1) 3.Project Officer (1) 4.Assistant Project Officer (1) 5.Project Economist (2) 5.Senior Accounts Officer (1) 7.Executive Engineer (1) 8.Assistant Engineer (2) 9.Senior Account Officer (1) 10.Accountant Officer (2) 11. Accountant (3) 12.Technical Assistants (6) 13.Stenographer (2) 14.Assistant Grade (11) 15.Data Entry Operators (3) 17.Class IV Employees (3) 18.Drivers (2) 19. Waterman (1)	1.Chief Executive Officer (51) 2.Additional Chief Executive Officer (51) 3.Project Officer (51) 4.Assistant Project Officer (102) 5.Project Economist (10 2) 5.Senior Accounts Officer (51) 7.Executive Engineer (51) 8.Assistant Engineer (11 2) 9.Accountant Officer(73) 10.Accountants (20 3) 11.Technical Assistants (356) 12.Stenographer (103) 13.Assistant Grade (548) 14.Data Entry Operators (136) 15.Class IV Employees (143) 16.Drivers (104) 17.Waterman (52)	
20.	Maharashtra (34)	1.Chief Executive Officer , IAS(1) 2.Deputy Chief Executive Officer (1) 3.Additional Chief Executive Officer (2) 4.Deputy District Programme Co-ordinator(1) 5.Statistical Officer (1) 6.Chief Accounts & Finance Officer (1) 7.Accounts Officers (3) 8.Accountants (11) 9..Assistant Engineer (4) 10.Clerical Staff(42) 11.Data Entry Operator (2) 12.Class IV Employee (36) 13.Drivers (12)	1. Chief Executive Officer, IAS(34) 2.Additional Chief Executive Officer (80) 3.Deputy Chief Executive Officer (6) 4.Chief Accounts & Finance Officer-(34) 5.Accounts Officer (111) 6.Accountants (417) 7.Assistant Engineer (136) 8.Deputy District Programme Coordinator (12) 9.Statistical Officer (29) 10.Clerks (4250) 11.Data Entry Operator (34) 12.Class IV Employee (1532) 13.Drivers (38)	
21.	Manipur (4)	1.Chief Executive Officer (1) 2.Extension Officer (1) 3.Accountant (1) 4.Clerks (7) 5.Driver (1) 6.Class IV Employees (3)	1.Chief Executive Officer (4) 2.Extension Officer (4) 3.Accounts(4) 4.Clerks(38) 5. Driver (4) 6.Class IV Employees (13)	
22.	Meghalaya	NA	NA	
23.	Mizoram	NA	NA	
24.	Nagaland	NA	NA	
25.	Puducherry	NA	NA	
26.	Odisha (30)	1.Chief Executive Officer (1) Project Director(1) Additional Project Director (1) 2.Assistant Project Director (3) Executive Engineer (1) 3.PA to the President (1)	1.Executive Officer (30) 2.Project Director, DRDA(30) 3.Additional Project Director (30) 4.Assistants Project Director, Training (30) 6.Assistant Project Director, Finance	

		4.Head Clerk (1) 5.Junior Clerk(4) 6.Class IV Employees (3) 7.Driver(2) 8.Watchman(1) 9.Stenographer(2)	(30) 7.Assistant Project Director, (30) 8.DSWO(300) 9.DPO(30) 10.DPO(PL)(30) 11.Senior Clerk(90) 12.Junior Clerk(90) 13.Stenographer(90)	
27.	Punjab (22)	1.Chief Executive Officer (1) 2.Deputy Chief Executive Officer (1) 3.District Divisional and Panchayat Officer ,(Women) (1) 4.Superintended(1) 5.Accountant (1) 6.Personal Assistant(1) 7.Clerks (3) 8.Stenographer (1) 9.Driver (2) 10.Peon (3) 11.Waterman (1) 12.Class IV Employee (1) 13.Water carrier (3) 14.RMO (12)	1.Chief Executive Officer (22) 2.Deputy Chief Executive Officer (22) 3.District Divisional and Panchayat Officer ,(Women) (22) 4.Superintendent -22 5.Accountant -26 6.Personal Assistant (23) 7.Clerks-68 8.Stenographer-22 9.Daftan-5 10.Driver-44 11.Peon-76 12.Waterman-31 13.Class IV Employee -34 14.Water carrier-144 15.RMO-1183	
28.	Rajasthan (33)	1.CEO (IAS)33 2.ACEO-1 3.SE-1 4.Ex. Engineer -4 5.AEN-4 6.Accounts officer-1 7.Asst. Accounts officer-1-2 8.PEO-2 9.Clerks-11-14 10.Computer operator-1 11.Driver -2 12.Class IV employees -2-3	1.CEO-33 2.Asst. CEO-33 3.Sr. Accounts officer-33 4.Assistant Engineer -79 5.Assistant Engineer -33 6.Chief legal officer-33 7.Asst. Secretary-33 8.Panchayat Extn. Officer-33 9.Asst. accounts officer-66 10.Shorthand clerk-10 11.Asst. OA-33 12.Clerks-170 13.Computer coordinator -33 14.Driver -59 15.Class IV employees -99	
29.	Sikkim (4)	1.Sachiva (IAS) (1) 2.District planning officer (1) 3.Divisional engineer (1) 4.Accounts Officer (1) 5.Asst. Engineer (1) 6.Junior Engineer (1) 7.Senior accountant (1) 8.Accountant (1) 9.Personal Assistant (2) 10. UD Clerk (1)	1.Sachiva (4) 2.District Planning Officer (4) 3.Divisional Engineer (4) 4.Accounts Officer (4) 5.Asst. Engineer (4) 6.Junior Engineer (4) 7.Senior Accountant (4) 8.Accountant (4) 9.Personal Assistant (8) 10. LD clerk / Typist (12)	

		11. LD clerk / Typist (3) 12.Accounts Clerk (1) 13.Computer Operator (1) 14.Malicum Chowkidar (2) 15.Driver (6) 16.Class IV Employees (2)	11. UD Clerk (4) 12.Accounts Clerk (4) 13. Computer Operator (4) 14.Malicum Chowkidar (8) 15. Driver (19) 16. Class IV Employees (8)	
30.	Tamil Nadu (31)	1.Secretary (1) 2.Deputy Block Development Officer (1) 3.Assistant/Accountant (1) 4.Junior Assistant (1) 5.Stenographer/ Typist (1) 6.Office Assistant (2) 7.Driver (1)	1.Secretary (31) 2.Technical Assistant(31) 3.Clerical Staff (62) 4.Office Assistant (31) 5.Driver (38)	
31.	Telangana(9)	1.Chef Executive Officer (1) 2.District Officer RD(7) 3.Accountant/ Clerk(36) 4.Typist(6) 5.Educational Officer(1) 6.Driver(2) 7.Watchman(1) 8.Class IV Employees (23)	1. Chef Executive Officer (9) 2.District Officer Rural Development (64) 3. Educational Officer(9) 4.Accountants / Clerk(359) 5.Typist (66) 6.Driver(20) 7.Watchmen (11) 8.Class IV 9.Employee (264)	
32.	Tripura(8)	1.District Panchayat Officer (1) 2 Panchayat Officer (1) 3.Accountant/Head Clerk (1) 4. Upper Division Clerk (4) 5. Lower Division Clerk (5) 6.Group D Employees (6)	1.District Panchayat Officer (8) 2 Panchayat Officer (6) 3.Accountant/Head Clerk (7) 4. Upper Division Clerk (32) 5. Lower Division Clerk (40) 6.Group D Employees (46)	
33.	Uttar Pradesh(75)	1.Apar Mukhiya Adhikari (1) 2.Executive Officer(1) 3.Administrative Officer –(1) 4.Engineer (1) 5.Junior Engineer (5) 6.Head clerk (1) 7.Accountant-2 8.Tax Officer (1) 9.Tax inspector (2) 10.Asst. Accountant(2) 11.Revenue Inspector (5) 12.Computer programmer (2) 13.Stenographer (1) 14.Clerks (11) 15. Tax Collector (23) 16.Class IV Employees (4)	1.Apar Mukhiya Adhikari(75) 2.Ex. Officer-75 3. Administrative Officer –(75) 4.Engineer-75 5.Junior Engineer-302 6. Head Clerk (75) 7.Accountant (150) 8.Tax Officer (7) 9. Tax inspector (302) 10. Assistant Accountant (150) 11.Revenue Inspector (365) 12. Computer programmer (150) 13. Stenographer (75) 14. Clerks (752) 15. Tax Collector (820) 16. Class IV Employees (302)	
34.	Uttarakhand (13)	1.AMA-1 2.Executive Officer-1 3.Junior Engineer-3 4.Administrative officer -1 5.Accounts officer-1 6.Pradhan Sahayak-2	1.AMA 2.Executive Officer -13 3.Junior Engineer -37 4.Administrative Officer -13 5.Accounts Officer -13 6.Pradhan Sahayk-26	

		7.Assistant Sahayak-4 8.Head clerk-2 9.Clerks-7 10.Tax observer-4 11.Tax collector-6 12.Driver-2 13.Class IV employees -25 14.Computer operator -1	7.Assistant Sahayak-50 8.Head Clerk -26 9.Clerk – 89 10.Tax Observer-52 11.Tax Collector -77 12.Driver -26 13.Class IV-312 14.Compuer Operator -13	
35.	West Bengal (19)	1.District Magistrate ,IAS(1) 2. Additional. District 3.Magistrate(1) 4.Project Officer DRDA Cell-1 5.Secretary (1) 6.Chief Accounts Officer-(1) 7.Junior Accounts Officer 8.Executive Engineer-1 9.District Engineer-1 10.Assistant Engineer (9) 11.Sub Assistant Engineer (6) 12.Deputy Secretary (1) 13.Additional Deputy 14.Secretary (1) 15.PAAO (1) 16.Superintendent (1) 17.Head Assistant (1) 18.Steno cum PA (3) 19.Steno to President (3) 20.Clerk (16) 21.Driver (2) 22.Roller Driver (2) 23.Accountant (2) 24.Additional Account (4) 25.Cashier (4) 26.Assistant Cashier (1) 27.Information Analyst (1) 28.Computer Assistant (1) 29.Assistant Engineer (3) 30.Sub. Assistant Engineer (6) 31.Store Keeper (1) 32.Work Assistant (5) 33.Lab Assistant (1) 34.Maintenance Staff (15) 35.Sweeper (9) 36.Electrician 1 37.Group D Employee (8) 38.Road Mazdoor 39.Casual Employee (9)	1.Secretary (19) 2.Addl. Ex. Officer(19) 3.Deputy secretary (19) 4.Additional deputy secretary(25) 5.Chief accounts officer and FC(19) 6.Junior accounts officer(19) 7.Executive engineer(19) 8.Superintendent 9.Head Assistant (19) 10.Steno cum PA (54) 11.Steno TP President (53) 12.Clerks (318) 13.Driver (38) 14.Typists (70) 15.Accountant (36) 16.Addl. Accountant (19) 17.Asst. Cashier (19) 18.Information analyst (19) 19.Computer Assistant (19) 20.District Engineer (19) 21.Assistant Engineer (55) 22.Sub. Assistant Engineer (123) 23.Store Keeper (19) 24.Work Assistant (117) 25.Telephone Operator (19) 26.Lab Assistant (19) 27.Cashier -72 28.Assistant Cashier -18 29.Information Analyst 30. Maintenance Staff-271 31.Sweeper -168 32.Electrician -19 33.Group D-141 34.Road Mazdoor -19 35.Casual Employee-164	

Source:*Data Compiled from Field Survey & the Information Furnished by the States and UTs*

i. Availability of Functionaries for Developmental Areas in Zilla Parishads

As in the case of Intermediate Panchayats, the States of Karnataka, Kerala, Madhya Pradesh, Maharashtra, Sikkim and Rajasthan have devolved District level Officers and functionaries to the Zilla Panchayats. Karnataka has devolved officers and functionaries for Seventeen Subjects, whereas in the case of Kerala, it is for eleven subjects. The corresponding number of subjects for Madhya Pradesh is four and nine each for Maharashtra and Sikkim.

Only Karnataka and Kerala have transferred the functionaries and Schools up to Higher Secondary. Rajasthan has devolved primary education institutions and related staff to the Zilla Panchayats. In most of the States, the District Rural Development Agencies (DRDAs) have either been merged with or brought under the control of Zilla Parishads. The details of transfer of functionaries for developmental areas are provided in Table No.5.11

Table No.5.11: Details of Functionaries for Developmental Areas in Zilla Parishads

SI No	State	Developmental Areas	Availability of Staff
1.	Andaman & Nicobar	1.Agriculture	District officer and staff -16
		2.Fisheries	District Level Functionaries – 8
2.	Andhra Pradesh	1.Animal husbandry	District Office and Staff (Partial)
		2.Fisheries	District Office and Staff (Partial)
		3.Social Forestry	District Office and Staff (Partial)
		4.Welfare of Weaker Sections	District. Office for Scheduled Caste Dev. (Patial)
			District. Office for Scheduled . Tribe Development (Partial)
3.	Arunachal Pradesh		
4.	Assam		
5.	Bihar		
6.	Chandigarh		
7.	Chhattisgarh		
8.	Dadra & Nagar Haveli		
9.	Daman & Diu		
10.	Goa		
11.	Gujarat		
12.	Haryana		
13.	Himachal Pradesh		
14.	Jammu & Kashmir		
15.	Jharkhand	1.Agriculture	District Level Officer
16.	Karnataka	1.Agriculture	District Level Officer and Staff – 7410
		2Animal Husbandry	District Level Officer and staff
		3.Rural Development	District level Office and staff
		4.Social Welfare	District level Officers & staff -883
		5.Scheduled : Tribal Development	District level Officer and staff – 2370
			Alloppathy District level Officer & Staff – 16

		6.Health	Homeo District level Officer -310 Ayurveda, District level Officer - 2155 Other System of Medicine – 45089
		7.Public works	District level Officers Staff – 3394
		8.Irrigation	District level Officers & staff
		9.Education	District level Officer, Schools, Teachers – 45089
		10.Industries	District level Officer & Staff – 327
		11.Planning, Statistics	District level Officer & Staff – 419
		12.Water resources	District level Officer & staff – 53
		13.Commerce & industries	District level Officer & Staff – 2314
		14.Information, Tourism and Youth Services	District level functionaries – 147
		15.Women & Child Development	District level officers & Staff – 4840
		16.Forest, Ecology & Environment	District Level officers & staff – 4840
17.	Kerala	1.Agriculture	2 Deputy Directors and Staff / District soil Conservation officer and staff. Assistant Ex: Officer and staff, Social testing Laboratory & Staff
			District of Agricultural farms and seed farm s and allied staff
		2.Animal Husbandry	Mobile Veterinary Dispensary and staff
		3.Fisheries	Fisheries Schools and Staff
		4.Minor Irrigation	Assistant Engineer and Staff
		5.Industries	District Industries Centre and Staff
		6.Rural Development	DRDA and allied Staff
		7.General Education	Deputy Director of education Section
			Govt. High Schools upper primary schools and allied staff
		8.Technical Education	Tailoring and Garment Making Training Centre
		9.Co-operation	One Assist. Registrar and
		10.Scheduled Caste Development	District Scheduled Caste Development Officer and Staff
		12.Scheduled Tribe Development	ITDP Project Office and Staff
18.	Lakshadweep	1.Agriculture(Fully Transferred)	District Officer and full staff(213)
		2. Animal Husbandry(Fully Transferred)	District Officer and full staff(215)
		3.Education(Fully Transferred)	District Officer and full staff(1015)
		4.Fisheries(Fully Transferred)	District Officer and full staff(129)
		5.Health And sanitation(Fully Transferred)	District Officer and full staff(256)
		6.Department of Environment & Forests(20 Employees Transferred

		Partially Transferred)	
		7.Director of Social welfare & Tribal Affairs(Partially Transferred)	3 Employees Transferred
		8.Council of Libraries(Partially Transferred)	31 Employees Transferred
		9.Art & Culture Department(Partially Transferred)	9 Employees Transferred
		10.Industries of Department(Partially Transferred)	13 Employees Transferred
19.	Madhya Pradesh	1.Khadi & Village Industries	District officer and staff
		2.Rural Housing	District officer and staff
		3.Poverty Alleviation	DRDA and staff
		4.Minor Irrigation	District officer and staff
20.	Maharashtra	1.Agriculture	District level officers -34
		2.Animal Husbandry	District level officers-34
		3.Rural Development	District level officers-34
		4.Social Welfare	District level officers-34 Midday meal superintendent -295
		5.Health	District level officer allopathy-34 District level officers ayurveda-34 District level officer (other systems)-114
		6.Public Works	District level officer -34
		7.Minor Irrigation	District level officers -34
		8.Education	Deputy chief Extension Engineer -279
		9.Water Supply	Ex.Engineer-34
21.	Manipur	1.Agriculture	Officer, one
		2.Animal Husbandry	Officers -2
		3.Rural Development	Officer-1
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	Nil	
26.	Puducherry	Nil	
27.	Punjab		
28.	Rajasthan	1.Agriculture	Joint Director, Deputy Director and staff
		2.Education	Primary education officer Additional education officer SSA District office staff
		3.Health	District Medical officer and staff Deputy medical officer, (family welfare) office and staff District fertility and child health officer and staff. District TB officer and staff

		4.Social Welfare Women and Child Development	District social welfare officers, Assistant social welfare officer, deputy social welfare, officer and staff District women and child welfare officer and staff district women welfare officer and staff
29.	Sikkim	1.Agriculture	District level officers and staff -64
		2.Animal Husbandry	District level officers of staff -31
		3.Rural Development	District level officers & staff-31
		4.Social Welfare	District level officers & Staff 300
		5.Health	Allopathy officer & staff -10 Homoeo - 10 Ayurveda -10 Other system of medicine -120 District level officers of staff -120 District level officer & staff -150 District level officer & staff-500 District level officer & staff -31
30.	Tamil Nadu		
31.	Telangana		
32.	Tripura		
33.	Uttar Pradesh		
34.	Uttarakhand		
35.	West Bengal		

Source:*Data Compiled from Field Survey & the Information Furnished by the States and UTs*

CHAPTER VI

Panchayat Finance across States and UTs

The local self government institutions, especially Gram Panchayats, are required to perform regulatory functions such as issue of various licenses, registration of births and deaths and issue of various certificates. Moreover, these institutions are required to provide minimum essential services such as cleaning of public places, maintaining street lighting, providing drainage, supply of drinking water etc. The 73rd Constitution Amendment Act mandates the Panchayati Raj Institutions to prepare plans for economic development and social justice. In order to perform these functions, sufficient resources are to be provided to these institutions. Moreover, the allocation of resources has to be untied in nature. The Panchayats may be in a position to design programmes and schemes of their own choice. In other words, funds earmarked for a particular scheme designed at higher levels should not constitute the major source of revenue for Panchayati Raj Institutions.

As per Article 243 (H), the States shall authorize the PRIs to levy, collect appropriate taxes, duties, tolls and fees. Article 243(1) provides for the constitution of State Finance Commissions (SFCs) in every five years to review the financial positions of the local governments and to recommend the sharing pattern of resources.

Detailed sets of questionnaires were prepared for the collection of information from the three tiers of PRIs. The state level questionnaire was administered to the States/ UTs which, in turn, provided information on the details of taxes, fees, and tolls authorized and collected by the PRIs. Various States have made provisions for empowering Panchayats at different levels for the levy of certain taxes, fees and tolls, as detailed in Table No. 6.1.

Table No.6.1: Details of Taxes, Fees and Tolls, Authorized to be collected by Gram Panchayats

SI No	Name of State	Taxes empowered for collection	Whether collecting or
1.	Andaman & Nicobar	Tax on building and lands, Tax on vehicles drawn by animals, Profession tax, Sanitary tax on private latrines cleaned by Panchayat, Entertainment tax, Tax on vehicles, boats and carts, Tax on market, <i>octroi</i> on animals and goods, Rent.	Collected
2.	Andhra Pradesh	House tax, <i>Kolagara</i> (Tax on produce of Village sold in markets, fairs and ferries)	Collected
3.	Arunachal Pradesh	Tax on buildings and land revenue from markets, fairs and ferries	Not Collected
4.	Assam	Tax on houses, tax on trade based on their annual income. Fee for sanitary arrangement in fairs, melas & pilgrim places, lighting tax for street lighting, water tax if water is supplied for drinking and irrigation	Collected
5.	Bihar	Fees on Registration of vehicles which are not registered under any other law in force. Fee for providing sanitary arrangements in places of pilgrims' mela & hats for public use. Water rate if water is supplied for drinking and irrigation, sanitary tax on private latrines that are cleaned by Panchayat, Tax on vehicles, boats and carts, water tax if water is supplied by Panchayat,	No Taxes are Collected
6.	Chandigarh	Tax on buildings and lands, Profession tax, Tax on entertainment other than cinematography, tax on vehicles, boats and carts, Taxes on fairs and festivals, Water tax, Lighting tax	Collected
7.	Chhattisgarh	Property tax, Profession tax, Sanitary tax on latrines cleaned by Panchayat, Tax for garbage disposal, Tax on carts, bicycles and <i>rikshwas</i> , water rate, Tax on markets, Lighting tax, drainage tax, Tax on animals used for driving/riding, License fee for slaughter house, Fee for grazing in Gram Sabha land, Tax on parking ground	No Taxes are Collected
8.	Dadra & Nagar Haveli	Property tax on land and building, Tax on profession, Trades and callings, Tax on entertainment other than cinematography, Tax on fairs and festivals, Entertainment tax on cinemas and theatre, Tax on market, License fee for shops, water rate	Collected
9.	Daman & Diu	Tax on buildings and land, Tax on vehicles drawn by animals, License fee, Tax on entertainment other than cinematography, Tax on vehicle, boats and carts, Tax on fairs and festivals, Entertainment tax, Tax on market, Tax on private boats and fisheries, Lighting tax, Drainage tax, Toll on ferry operated by Panchayat, Tax on parking ground, Fee on registration of vehicles	Collected

10.	Goa	Tax on buildings and lands, water rate for supply of water, Tax on entertainment other than cinematography show. Tax on vehicle other than motor vehicles. Tax on advertisement and hoarding. Pilgrim fees where arrangements for water supply, health and sanitation are provided for travelers. Fees on grazing cattle, lighting tax, drainage tax. Tax on profession , trades and callings fees for sale of goods in <i>melas</i> , fairs, Garbage disposal tax, <i>Octroi</i> other than on petroleum products	Collected
11.	Gujarat	Tax on buildings and lands, Tax on vehicles drawn by animal's, pilgrim tax, Sanitary tax on private latrines that are cleaned by Panchayat, tax on vehicles, boats and carts, Tax on fairs, festivals etc. Tax on dogs kept. Water tax for water supplied by Panchayat, tax on market, lighting tax, drainage tax, <i>octroi</i> on animals / goods, Fee on cattle ponds.	Tax on buildings, drainage tax, lighting tax, water tax, profession tax.
12.	Haryana	House tax, Tax for garbage disposal, Tehbazari from the shop keepers in fairs, water tax in case water is supplied by Panchayat, Lighting tax, Fee on registration of cattle sold	House tax, rent, income from ponds are collected
13.	Himachal Pradesh	Property tax, profession tax, tax for garbage disposal, tax on fairs, festivals etc. water tax where water is supplied by Panchayats, lighting tax, License fee for tea stalls, hotels and restaurants. Tax on parking ground, Wine tax, fee for registration of animals sold. Stamp duty (shared), special tax on adult male members for public work.	Wine tax, property tax, land revenue
14.	Jammu & Kashmir	Tax on vehicles drawn by animals, profession tax, tax on vehicles, boats and carts, entertainment tax on cinemas and theater, Tax on market, tax on private boats and ferries, pilgrim tax, license fee on slaughter houses, Rent on community hall, fee on cattle ponds, fee for grazing cattle, fee for temporary occupation of village sites, fee on tongas, tax on mobile tower	Collected
15.	Jharkhand	Tax on buildings and lands, profession tax, sanitary tax on private latrines that are cleaned by Panchayat. Tax on vehicles, boats and carts, water tax if water is supplied by Panchayat fee for making sanitary arrangements in <i>melas</i>	No taxes are collected
16.	Karnataka	Tax on buildings and lands, Tax on entertainment other than cinematography, Tax on advertisement and hoardings, Tax on vehicles other than motor vehicles, Water tax in case water is supplied by Panchayat, Tax on markets, Pilgrim tax, Tax on parking grounds, Fee for grazing in Gram Sabha lands and Fee on registration of cattle sold	Collected
17.	Kerala	Property tax, Profession tax, tax on advertisement and hoardings, entertainment tax on cinemas and theatre, Auction sale of markets, License fee on	Collected

		shops, pharmaceuticals and workshops, License fee for tea stalls, hotels and restaurants, rent on Panchayat hall/ community hall	
18.	Lakshadweep	Tax on buildings and lands, Tax on vehicles drawn by animals, Tax on entertainment other than cinematography, Tax on vehicles, boats and carts, Tax on private boats and fisheries ,lighting tax, drainage tax, <i>octroi</i> on animals and goods	Collected
19.	Madhya Pradesh	Property tax, profession tax, sanitary tax on private latrines cleaned by Panchayat, Tax for garbage disposal (optional), Tax on carts, bicycles and <i>rikshaws</i> (optional) water tax for water supplied by Panchayat (optional), Tax on markets, lighting tax, Tax on animals used for driving, riding (optional), drainage tax (optional), License fee for slaughter house (optional), Tax on parking ground (optional), Tax on agricultural land for specific purposes. Fee for grazing in Gram Sabha land (optional), Fee on registration of cattle sold	Water tax, profession tax, Tax on markets, Property tax, are collected
20.	Maharashtra	Tax on buildings and lands, Tax on vehicles drawn by animals, Profession tax, Sanitary tax on private latrines that are cleaned by Panchayat, Betterment charges on the lands benefited by Panchayat projects, Water tax in case water is supplied by Panchayat, Tax on bycycles and vehicles drawn by animals, Tax on market, Pilgrim tax, Royalty on minor minerals and metals, tax on parking ground, Fee on cattle ponds , Fee on water tanks where water is used for other than domestic use and animals, Fee for temporary erections or putting up projections in streets, Fee for grazing cattle, Fee for registration of animals sold,	Tax on buildings, water tax, lighting tax are collected
21.	Manipur	Sanitary tax on private latrines that are cleaned by Panchayat, Fee for making sanitary arrangements in fairs and melas, lighting tax	No taxes collected
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	Sanitary tax on private latrines, tax on vehicles boats and carts. Water tax if water is supplied by Panchayat. Tax on markets, and bazaars, lighting tax, Drainage Tax, license fee for slaughter house. Fee on registration of vehicles, Fee for registration of animals sold	License fee, tax on markets and huts and water tax are collected
26.	Puducherry	Tax on buildings and land, Tax on vehicles drawn by animals, Profession tax, Tax on vehicles, boats and carts, Tax on fairs and festivals, Entertainment tax, water rate, Tax on market, Tax on private boat and fisheries, License fee for slaughter house, Tax on ferry operated by Panchayat, Fee on cattle ponds	No Taxes are Collected

27.	Punjab	Tax on buildings and lands, profession tax. Tax on entertainment other than cinematography, Tax on vehicles, boats and carts, tax on fairs, festivals etc. Water tax if water is supplied by the Panchayat, lighting tax.	Collected
28.	Rajasthan	Tax on buildings and lands tax on vehicles boats and carts, water tax for water supplied by Panchayat, Pilgrim Tax, <i>octroi</i> on animals and goods. Special tax on adult male members for public work	Tax on buildings and lands, rent from shops are collected
29.	Sikkim	Water rate where water is supplied by Panchayat for drinking and irrigation, fee for temporary erection and temporary occupation of village road, Fee on private latrines cleaned by Panchayat, Fee for grazing cattle on grazing lands vested with the Panchayat, Fee for registration of animals sold in market, Fee on persons exposing food for sale in market, Fee for the use of <i>dharmasalas</i> , Fee for drainage, temporary tax for special works of public utility, tax on houses.	Collected
30.	Tamil Nadu	House tax, profession tax, tax on advertisement and hoardings, tax on markets, Tolls on ferry operated by Panchayat , tax on agricultural land for specific purpose, stamp duty (shared), entertainment tax (shared)	House tax, profession tax, markets/ license fee are collected
31.	Telangana	House tax, Tax on produce of a village sold in market	Collected
32.	Tripura	Tax on buildings and lands, sanitary tax on private latrines cleaned by Panchayat , tax on entertainment other than cinematography, water tax if water is supplied by the Panchayat, lighting tax on vehicles, boats and carts, tax on fairs and festivals, license fee for shops and workshops, pharmacies , toll on ferry operated by Panchayat	Collected
33.	Uttar Pradesh	Tax on land, Tax on theatre, cinema or similar entertainment temporarily stationed in the area. Tax on animals and vehicles other than mechanically propelled vehicles, Tax on persons exposing goods for sale in markets, Fee for registration of animals sold in the market, Fee for use of slaughter houses and encamping grounds, Water rate if water is provided by Gram Panchayat, Tax for cleaning private latrines, A tax for cleaning and lighting of streets and sanitation, irrigation rate if water for irrigation is supplied by Gram Panchayat	No taxes are collected

34.	Uttarakhand	Tax on buildings and lands, Profession tax, Sanitary tax on private latrines that are cleaned by Panchayat, Tax on advertisement and hoardings, Tax on garbage disposal, Tax on fairs, festivals, etc, Water tax in case water is supplied by Panchayat, Excise tax upon sale of liquors, Irrigation tax in case water is supplied by any irrigation project of Panchayat, Fee for approval of plan of buildings, license fee on slaughter houses, Royalty on minor minerals and metals, Fee for private markets, Rent of Panchayat hall.	Tax on profession and land revenue
35.	West Bengal	Tax on buildings and lands, profession tax, tax on advertisement and hoardings, tax on fairs and festivals, entertainment tax on cinemas and theatre., License fees on shops, pharmacies and workshops. Toll on ferry operated by Panchayat, fee on registration of vehicles, stamp duty (shared), Additional stamp duty, tax on grazing land, fee for registration of tube well for commercial purpose.	Collected

Source: *Data Compiled from the Information Provided by the States and UTs*

Own Revenue by Gram Panchayats

It is observed that almost all the States have authorized the Panchayats, especially Gram Panchayats, to impose and levy taxes including building tax, water tax, entertainment tax, advertisement tax, profession tax, tax on vehicles other than motor vehicles, boats and carts, sanitation tax, lighting tax, tax on markets and tax on fairs and festivals. Besides, the power to collect license fees for construction of buildings, shops and establishments and mining is also given to the Gram Panchayats. They are also authorized to levy fees on issue of certificates, registration of vehicles and animals, cattle ponds, grazing cattle, temporary erection of materials, license fee for tea stalls, hotels and restaurants, rent from Panchayat properties etc. The Panchayati Raj Institutions are also provided with funds based on the recommendations of the State Finance Commissions, various grants sanctioned by the State Governments, funds provided for the State Sponsored Schemes, funds provided for Centrally Sponsored Schemes and funds earmarked by the Union Government, based on the recommendations of National Finance Commissions, which form the resources of the Panchayati Raj Institutions.

From among the States, Andhra Pradesh, West Bengal, Rajasthan, Jammu & Kashmir, Tamil Nadu, Madhya Pradesh, Haryana, Karnataka, Maharashtra, Kerala, Uttarakhand and Goa are seen collecting taxes authorized to them. License and other fees collected on various subjects also contribute to their own resources. For Union Territories, which are deprived of Central

Finance Commission Grants, per capita own revenue collected is high, while in respect of other States, it is comparatively low.

It is observed that the majority of Gram Panchayats are not utilizing the possibilities of mobilizing local resources through collection of taxes. However, those who have started collecting taxes and fees show signs of taking positive steps towards tax collection and also towards exploring the possibilities of boosting their own source income.

The main sources of revenue for the PRIs include own revenue, grants awarded by the State Finance Commissions (SFCs), National Finance Commissions (NFCs), tied and untied plan and non-plan grants, World Bank assistance, ABD assistance, CSR funds, local contributions, loans availed and others receipts. Gram Panchayats, which are collecting taxes, have stepped up their efforts towards revising the existing rates and exploring the possibilities of opening new windows, as part of revenue collection. A series of workshops and practical trainings are given to the elected functionaries and officials to ensure a maximum collection. The efforts are reported to have yielded encouraging results.

The Goa State Government provides matching grants to Gram Panchayats depending on their tax collection efforts. This has increased the per capita revenue collection of Gram Panchayats in Goa. The highest per capita collection of own resources is that of Andhra Pradesh (above Rs. 1258.70), followed by Daman Diu (above Rs.700.12), Goa (above Rs.531.15) Dadra & Nagar Haveli (Rs.416.54) and the State of Kerala (Rs.323.36) during 2014-15. During 2015-16 also Andhra Pradesh accounts for the highest per capita collection of Rs. 1463.73, followed by Daman & Diu (Rs.786.80), Goa (Rs.531.15) and Kerala (Rs.249.61). The per capita own resources collected by Gram Panchayats in each State during 2014-2015 and 2015-2016 respectively are provided in Table No. 6.2 and Table No.6.3.

Table No.6.2: The Amount of Own Revenue and Per Capital Collection during 2014-15 by Gram Panchayats

Sl No	State	Total Rural Population (As per Census 2011)	Total Own Revenue 2014-2015			
			Total Own Revenue (Own Revenue Collected & Revenue shared by the State) (Rs. In Lakhs)	Per Capita Own Revenue (Own Revenue Collected & Revenue shared by the State) (In Rs.)	Total Own Revenue (Revenue Collected by the Panchayat Only. Excluding Revenue Transferred by the State) (In Lakhs.)	Per Capita of Own Revenue (Revenue Collected by the Panchayat Only. Excluding Revenue Transferred by the State) (In Rs.)
1.	Andaman Nicobar	244411	62.54	25.59	24.27	9.93
2.	Andhra Pradesh	3477711	43773.94	1258.70	1402.21	40.32
3.	Arunachal Pradesh	1069165	-	-	-	-
4.	Assam	26780516	2065.00	7.71	1515.78	5.66
5.	Bihar	92075028				
6.	Chandigarh	29004	45.12	155.56	5.68	19.60
7.	Chhattisgarh	19603658				
8.	Dadra & Nagar Haveli	183024	762.37	416.54	183.02	100.00
9.	Daman & Diu	60331	422.39	700.12	5.50	9.11
10.	Goa	551414	2928.83	531.15	199.50	36.18
11.	Gujarat	34670817				
12.	Haryana	16531493	727.00	4.40	143.82	0.87
13.	Himachal Pradesh	6167805	1305.56	21.17	863.49	14.00
14.	Jammu & Kashmir	9134820	311.14	3.41	57.00	0.624
15.	Jharkhand	25036946	-	-	-	-
16.	Karnataka	37552529	47030.03	125.23	5159.72	13.74
17.	Kerala	17455506	56444.03	323.36	1958.51	11.22
18.	Lakshadweep	64435	22.23	34.50	8.13	12.61
19.	Madhya Pradesh	52537899	13509.76	25.71	4528.77	8.62
20.	Maharashtra	61545441	136700.30	222.11	20488.48	33.29
21.	Manipur	1899624	-	-		
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	34951234	2098.15	6.00	1226.79	3.51
26.	Puducherry	394341	-	-	-	-
27.	Punjab	17316800	36051.00	208.19	7371.76	42.57
28.	Rajasthan	51540236	113.15	0.22	25.77	0.05
29.	Sikkim	455962	281.92	61.83	39.53	8.67
30.	Tamil Nadu	37189229	41549.37	111.72	5210.21	14.01
31.	Telangana	24291818	801.63	3.30	568.43	2.34
32.	Tripura	2710051	3370.03	124.35	898.92	33.17
33.	Uttar Pradesh	155111022	-	-	-	-
34.	Uttarakhand	7025583	241.80	3.44	120.84	1.72
35.	West Bengal	62213676	18105.00	29.10	1574.01	2.53

Source: Compiled from the information provided by the States and UTs

Table No.6.3: The Amount of Own Revenue and Per Capital Collection during 2015-16 by Gram Panchayats

Sl No	State	Total Rural Population (As per Census 2011)	Total Own Revenue 2015-2016			
			Total Own Revenue (Own Revenue Collected & Revenue shared by the State) (Rs. In Lakhs)	Per Capita Own Revenue (Own Revenue Collected & Revenue shared by the State) (In Rs.)	Total Own Revenue (Revenue Collected by the Panchayat Only. Excluding Revenue Transferred by the State) (In Lakhs.)	Per Capita of Own Revenue (Revenue Collected by the Panchayat Only. Excluding Revenue Transferred by the State) (In Rs.)
1.	Andaman Nicobar	244411	74.79	30.60	3.62	1.48
2.	Andhra Pradesh	3477711	50904.41	1463.73	873.95	25.13
3.	Arunachal Pradesh	1069165				
4.	Assam	26780516	2108.00	7.87	1791.62	6.69
5.	Bihar	92075028	-	-	-	-
6.	Chandigarh	29004	28.82	99.37	2.84	9.79
7.	Chhattisgarh	19603658				
8.	Dadra & Nagar Haveli	183024	361.67	197.61	86.83	47.44
9.	Daman & Diu	60331	474.69	786.80	8.83	14.63
10.	Goa	551414	2928.83	531.15	551.41	100.00
11.	Gujarat	34670817				
12.	Haryana	16531493	397.00	2.40	67.78	0.41
13.	Himachal Pradesh	6167805	1330.35	21.57	300.37	4.87
14.	Jammu & Kashmir	9134820				
15.	Jharkhand	25036946				
16.	Karnataka	37552529	47876.59	127.49	5159.72	13.74
17.	Kerala	17455506	43578.64	249.66	1495.94	8.57
18.	Lakshadweep	64435	43.48	67.48	10.60	16.45
19.	Madhya Pradesh	52537899	13795.43	26.26	2553.34	4.86
20.	Maharashtra	61545441	69307.16	112.61	9459.53	15.37
21.	Manipur	1899624	-	-	-	-
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	34951234	2208.91	6.32	2841.54	8.13
26.	Puducherry	394341	-	-	-	-
27.	Punjab	17316800	32249.00	186.23	8928.54	51.56
28.	Rajasthan	51540236	113.15	0.22	15.46	0.03
29.	Sikkim	455962	380.09	83.36	66.80	14.65
30.	Tamil Nadu	37189229	39242.23	105.52	4124.29	11.09
31.	Telangana	24291818	-	-	-	-
32.	Tripura	2710051	2647.47	97.69	1386.46	51.16
33.	Uttar Pradesh	155111022	-	-	-	-
34.	Uttarakhand	7025583	346.58	4.93	810.75	11.54
35.	West Bengal	62213676	19378	31.15	1287.82	2.07

Source: Compiled from the Information Provided by the States and UTs

The major items of taxes and fees are seen entrusted with the Gram Panchayats, while a very few items are given to the Intermediate and District Panchayats.

Own Revenue by Intermediate Panchayats

The Intermediate Panchayats in Assam, Chhattisgarh, Haryana, Madhya Pradesh, Punjab, Rajasthan, Uttar Pradesh and West Bengal are empowered to mobilize resources through taxes and fees. The details of taxes and other income entrusted with Intermediate Panchayats are provided in Table No.6.4.

Table No.6.4: Sources of Revenue Entrusted with Intermediate Panchayats in Eight States

SI No		Details of Source
1	Assam	Profession Tax
		Tax on entertainments
		Tax on advertisement and hoardings
		Tax on vehicles boats and carts
		Tax on fairs and festivals
		Tax on cinemas and theatre
		Tax on dogs kept
		Water tax
2	Chhattisgarh	Income from pond, checkdam and fisheries
3	Haryana	Fee for the benefits derived from public hospitals, dispensaries schools, sarais, markets, rest houses etc.
		Fee for supply of water for drinking, bathing and irrigation
4	Madhya Pradesh	Tax on entertainment other than cinematography
		Tax on vehicles boats and carts
		Tax on fairs and festivals
5	Punjab	Tolls on persons, vehicles and animal at any toll bar established by it.
		Toll on ferry established by it. Fee for registration of vehicles not registered under MV Act, fee for making sanitary arrangements in fairs, Meals and places of pilgrimage, license fee for market
		Water rate if water is supplied by the IP
		Lighting rate if streets are lighted by the IP
6	Rajasthan	Tax on rent payable for the use/ occupation of agriculture land
		Tax on trades, callings, professions and industries
		Primary education cess
		Tax on fairs
7	West Bengal	Tax on profession, trades and callings
		Tax on advertisement and hoardings

		Tax on garbage disposal
		Tax on fairs and festivals
		Water tax
		Road tax
		Tax on market
		Tax on sale of firewood and thatch
		Lighting tax
		Drainage tax
		Toll on ferry operated by the Panchayat Samiti
		Water tax
		Fee on registration of vehicles
8	Uttar Pradesh	Water tax where Kshetra Panchayats maintains the scheme
		Electricity tax if Kshetra Panchayats make arrangement for street lighting
		License fee
		Market fee
		Fee for registration of animals sold in market

Source: *State Panchayat Raj Acts and Filled in Performa Furnished by the States and UTs*

The Intermediate Panchayats in West Bengal are endowed with 13 sources of revenue, followed by Assam (9), Uttar Pradesh (5), Punjab and Rajasthan (4 each), Madhya Pradesh (3), Haryana (2) and Chhattisgarh (1). Although the Intermediate Panchayats have provisions under the Act to mobilize sources of own resources other than tax revenue, they are not actually able to collect revenue, as per the report furnished by the respective Panchayati Raj Departments. The Intermediate Panchayats in Kerala do have nominal own resources, not from tax sources, but income generated through forms, rentals and such other sources. Intermediate Panchayats in Telangana and Uttarakhand also enjoy only a nominal own source income. The details of revenue collected by Intermediate Panchayats and per capita own fund is shown in Table No. 6.5. The highest rate of own source of revenue is seen collected by the Intermediate Panchayat in the Union Territory of Chandigarh, accounting for Rs.182.18 for the year 2014-2015, but the same has come down to Rs.144.63 for 2015-2016.

Table No.6.5: The Amount of Own Revenue and Per Capital Collection during 2014-15 & 2015-16 by Intermediate Panchayats

Sl. No	State	Own Revenue Collected 2014-2015 (Rs. In lakhs)	Per capita Own Revenue (In Rs.)	Own Revenue Collected 2015-2016 (Rs. In lakhs)	Per capita Own Revenue (In Rs.)
1.	Andaman Nicobar	3.85	1.58	16.70	6.83
2.	Andhra Pradesh	26.4	0.076	25.35	0.073
3.	Arunachal Pradesh	-	-	-	-
4.	Assam	1914	7.15	2010	7.51
5.	Bihar	-	-	-	-
6.	Chandigarh	52.84	182.18	41.95	144.63
7.	Chhattisgarh	-	-	-	-
8.	Dadra & Nagar Haveli	-	-	-	-
9.	Daman & Diu	-	-	-	-
10.	Goa	-	-	-	-
11.	Gujarat	-	-	-	-
12.	Haryana	-	-	-	-
13.	Himachal Pradesh	-	-	-	-
14.	Jammu & Kashmir	-	-	-	-
15.	Jharkhand	-	-	-	-
16.	Karnataka	-	-	-	-
17.	Kerala	31.88	0.18	61.11	0.35
18.	Lakshadweep	-	-	-	-
19.	Madhya Pradesh	376	0.72	414	0.79
20.	Maharashtra	-	-	-	-
21.	Manipur	-	-	-	-
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	-	-	-	-
26.	Puducherry	-	-	-	-
27.	Punjab	1819	10.50	1989	11.49
28.	Rajasthan	2543.62	4.94	2182.22	4.23
29.	Sikkim	-	-	-	-
30.	Tamil Nadu	-	-	-	-
31.	Telangana	-	-	-	-
32.	Tripura	44.37	1.64	39.99	1.48
33.	Uttar Pradesh	-	-	-	-
34.	Uttarakhand	2.37	0.03	2.37	0.03
35.	West Bengal	4616	7.42	8421	13.54

Source: Data compiled from the information provided by State Governments and UTs

The per capita own resource of Punjab for the years 2014-15 and 2015-16 amounts to Rs.10.50 and Rs.11.49 respectively, while that of West Bengal to Rs.7.42 and Rs.13.54 for the same period. For Intermediate Panchayats in Andhra Pradesh, Kerala, Madhya Pradesh

and Uttarkhand, the per capita own resources amounts to below Rs. One. It is observed that the Intermediate Panchayats in of these States are not authorized to collect any taxes.

Own Revenue by District Panchayats

District Panchayats in 14 States and four UTs endowed with own resources. The Zilla Parishads in Assam, Maharashtra, Manipur, Uttar Pradesh, Uttarakhand, Sikkim, Tripura and West Bengal are empowered to collect taxes and fees. The details Zilla Parishad revenue sources are provided in Table No. 6.6

Table No.6.6: Sources of Income of Zilla Parishads

SI No	State	
1	Assam	Levy of Tolls on ferry established by the ZP
		Fees on Registration of boats and vehicles
		Fee for providing sanitary arrangements in places of worship, fairs and festival
		License fee for fairs and melas
		Lighting rate where lighting of streets are done by ZP
		Water rate where arrangement for supply of water is made by the ZP
2	Maharashtra	Special tax on land and buildings ,irrigation water rate
		Cess on water rate
		Pilgrim tax
		General water tax
		License fee for brokers and commission agents, market fee
3	Manipur	Levy tolls on vehicles or animals at any toll bar established by ZP
		Road cess and public work cess
		fees for registration of boats and vehicles
		Fees for providing sanitary arrangements in melas and fairs
		License fee for fairs and Melas
		Lighting rate if arrangements for lighting streets are made by the ZP
4	Sikkim	Water rate if arrangements for supply of water is made by the ZP
		Taxes on fairs and Melas
		Sanitation tax
		Water rate for water supply arranged by ZP
		Fee for temporary erection in streets and public places

		Fees for cleaning of private latrines if cleaned by ZP
		Fee for registration of animals sold in market
		Market fee
		Fee for <i>Dharmasala</i> , slaughter house etc
5	Tripura	Toll on vehicles or animals in toll bars established by ZP
		Toll on ferry
		Fee for registration of boats and vehicles
		Lighting rate if arrangements for lighting of streets made by ZP
		Water rate if water is supplied by ZP
		Fee for providing sanitary arrangements in melas and fairs
		License fee for fairs and melas
6	Uttar Pradesh	Tax on entertainment and property
7	Uttarakhand	Tax on entertainment and property
8	West Bengal	Road cess, toll on ferry, fees for registration of boats, lighting rate, water rate

Source: Data Compiled from the Information Provided by the States and UTs.

The details of own revenue collected by Zilla Parishads during 2014-2015 and 2015-2016 and the per capita own resources collected are provided in Table No. 6.7

Table No.6.7: The Amount of Own Revenue and Per Capital Collection during 2014-15 & 2015-16 by the District Panchayats

Sl No	State	2014-2015 Own Revenue Collected (Rs.in lakhs)	Per Capita Own Revenue (In Rs.)	2015-2016 Own Revenue Collected (Rs.in lakhs)	Per capita Own Revenue (In Rs.)
1.	Andaman Nicobar	1.02	0.42	1.25	0.51
2.	Andhra Pradesh	803.73	2.31	812.94	2.34
3.	Arunachal Pradesh	-	-	-	-
4.	Assam	1128.00	4.21	1184.00	4.42
5.	Bihar				
6.	Chandigarh	62.71	216.21	79.80	275.13
7.	Chhattisgarh	-	-	-	-
8.	Dadra & Nagar Haveli	-	-	-	-
9.	Daman & Diu	24.83	41.16	24.68	40.92
10.	Goa	-	-	-	-
11.	Gujarat	-	-	-	-
12.	Haryana	70.18	0.43	91.60	0.55
13.	Himachal Pradesh				
14.	Jammu & Kashmir				
15.	Jharkhand				
16.	Karnataka				

17.	Kerala	171.42	0.98	3310.10	18.96
18.	Lakshadweep	16.18	25.11	17.67	27.43
19.	Madhya Pradesh	84.15	0.16	88.35	0.17
20.	Maharashtra	54678.91	88.84	61671.21	100.20
21.	Manipur				
22.	Meghalaya				
23.	Mizoram				
24.	Nagaland				
25.	Odisha				
26.	Puducherry				
27.	Punjab	683.00	3.94	1517	8.76
28.	Rajasthan	1707.61	3.31	511.71	1.00
29.	Sikkim	14.10	3.09	5.22	1.15
30.	Tamil Nadu				
31.	Telangana	15.51	0.06		
32.	Tripura	54.55	2.01		
33.	Uttar Pradesh	37365.95	24.09	34841.63	22.46
34.	Uttarakhand	1771.93	25.22	2174.94	30.96
35.	West Bengal	5785.00	9.30	11146	17.92

Source : Data Compiled from the Information Provided by the States and UTs.

Own sources of the District Panchayats include mainly from taxes, fees, tolls and cess. The collection of a special tax on land and buildings, general water tax and pilgrim tax are entrusted with the District Panchayats (Zilla Parishads) of Maharashtra, whereas, District Panchayats of Sikkim are authorize to levy taxes on fairs and melas and sanitation. The Zilla Parishads in Uttar Pradesh are entrusted with only a tax on property. All the 14 States and four UTs are observed to have made attempts to collect tolls, user fees, license fees from markets and ferries. Registration of animals, road cess etc., form the other sources of revenue.

The highest per capita own fund is seen collected by Chandigarh that amounts to Rs.216.21 and Rs.275.13 for the years 2014-15 and 2015-16, while that of Maharashtra to Rs.88.84 and Rs.100.20 for the same period, respectively. Daman and Diu District Panchayat accounts for a per capita own revenue of Rs.41.46 for the years 2014-15 and Rs.40.92 for 2015-16. Here, it is important to point out that the above data relates to is only the revenue collected by Zilla Parishads and it does not include the taxes collected by the State Governments with a share given to the District Panchayats.

Revenue from Own Sources (NFCs, SFCs, MGNREGS and 'Other' Sources)

The main sources of revenue of Gram Panchayats include own sources, grants from SFCs , CFCs, tied and untied plan and non plan grants, assistance from World Bank, CSR funds, contributions, loans and other receipts. The Details of total revenue of the Gram Panchayats, including the amount received from each source and the percentage of each source to the total revenue for 2014-2015 are provided in Table No. 6.8. The same data for the year 2015-2016 are provided in Table No.6.9

Table No .6.8: Total Revenue and Revenue Received from All Sources by Gram Panchayats during 2014-2015

Sl No	Name of state/UT	Total Revenue (Own revenue collected+ shared Revenue+ funds for State sponsored schemes+ SFC grants, NFC grants and other grants (Rs. in lakhs)	Own Revenue including shared taxes (Rs. in lakhs)	%	SFC Grants (Rs. in Lakhs)	%	NFC Grants (Rs. in Lakhs)	%	Other Grants (Rs. in Lakhs)	%
1.	Andaman Nicobar	6297.50	62.54	0.99					6234.96	99.01
2.	Andhra Pradesh	108570.47	67954.99	62.59	17400	16.03	23150.98	21.32	64.50	0.06
3.	Arunachal Pradesh	1130.00					1130.00	100		
4.	Assam	36482.01	2065.00	5.66	21736.00	59.58	12681.01	34.76		
5.	Bihar	182949.29			61346.09	33.53	109674.2	59.95	11929.00	6.52
6.	Chandigarh	230.10	45.12	19.61					184.98	80.39
7.	Chhattisgarh	76856.26			76856.26	100				
8.	Dadra & Nagar Haveli	361.67	361.67	100						
9.	Daman & Diu	4638.30	422.39	9.11					4215.91	90.89
10.	Goa	8095.71	8095.71	100						
11.	Gujarat	Not Reported								
12.	Haryana	83284.42	467.18	0.56	20000	24.01	28406.24	34.11	34411.00	41.32
13.	Himachal Pradesh	9329.06	2171.73	23.28	4121.68	44.18	3035.65	32.54		
14.	Jammu & Kashmir	498.12	311.14	62.46			186.98	37.54		
15.	Jharkhand	29195.95					5191.91	17.78	24004.04	82.22
16.	Karnataka	342292.03	47030.03	13.74	201229	58.79	93983.00	27.46	50.00	0.01
17.	Kerala	503229.5	130857.1	26.00	262392.4	52.10	73318.35	14.60	36661.72	7.30
18.	Lakshadweep	176.28	22.23	12.61					154.05	87.39
19.	Madhya Pradesh	156716.72	14509.76	9.26	107602.3	68.66	34604.66	22.08	-	-
20.	Maharashtra	410618.5	189843.2	46.20			84606.09	20.60	136169.2	33.20

21.	Manipur	4179.28			2062.00	49.34	2117.28	50.66		
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	59769.50	2648.50	4.43			57121.00	95.57		
26.	Puducherry	-								
27.	Punjab	84690.	36051.00	42.60			34748.00	41.00	13891.00	16.40
28.	Rajasthan	233448.75	113.15	0.05	81425.29	34.88			151910.6	65.07
29.	Sikkim	3250.52	281.92	8.68	446.97	13.75	2521.56	77.57		
30.	Tamil Nadu	296659.5	52403.36	17.66	187988	63.37	51552.00	17.38	4716.1	1.59
31.	Telangana	34322.04	1275.711	3.72	1793.01	5.22			31253.32	91.06
32.	Tripura	10159.08	5356.63	52.73	3893.59	38.33	865.32	8.52	43.54	0.42
33.	Uttar Pradesh	369169.6			340733.8	92.30	28435.85	7.70		
34.	Uttarakhand	14074.58	241.80	1.72	8266.00	58.73	4940.58	35.10	626.20	4.45
35.	West Bengal	715586.5	18105.00	2.53	53333.18	7.45	22185.64	3.10	621962.7	86.92

Source: Data Compiled from the Information Provided by the States/ and UTs

Table No.6.9: Total Revenue and Revenue Received from All Sources by Gram Panchayats during 2015-2016

Sl No	Name of state/UT	Total revenue (Rs. in lakhs)	Own Revenue (Rs. in lakhs)	%	SFC grants (Rs. in lakhs)	%	NFC grants (Rs. in lakhs)	%	Other grants (Rs. in lakhs)	%
1.	Andaman Nicobar	5087.20	74.79	1.50	-	-	-	-	5012.41	98.53
2.	Andhra Pradesh	202552.1	78830.11	38.92	17600.00	8.69	105983.00	52.32	139.00	0.07
3.	Arunachal Pradesh	Not Reported	-	-	-	-	-	-	-	-
4.	Assam	31517.00	2277.00	7.22	-	-	29240.00	92.78	-	-
5.	Bihar	241391.8			74663.40	30.90	126162.4	52.30	40566.00	16.80
6.	Chandigarh	294.29	28.82	9.79					265.47	90.2
7.	Chhattisgarh	102817			102817	100	-	-	-	-
8.	Dadra & Nagar Haveli	762.37	762.37	100	-	-	-	-	-	-
9.	Daman & Diu	3243.64	474.69	14.63	-	-	-	-	2768.95	85.37
10.	Goa	2928.83	2928.83	100	-	-	-	-	-	-
11.	Gujarat	Not Reported	-	-	-	-	-	-	-	-
12.	Haryana	96447.6	397	0.42	15000	15.55	41928	43.47	39122.60	40.56
13.	Himachal Pradesh	27317.49	2132.96	7.80	5645.53	20.70	19539	71.50	-	-
14.	Jammu & Kashmir	Not Reported	-	-	-	-	-	-	-	-
15.	Jharkhand	205491.7	-	-	782.00	0.40	9496.78	4.60	195212.9	95.00
16.	Karnataka	348477.6	47876.59	13.70	225176	64.60	70371	20.20	5054.00	1.50
17.	Kerala	508498.5	121127.1	23.80	278761.4	54.80	69143.16	13.60	39466.84	7.80
18.	Lakshadweep	264.24	43.48	16.45	-	-	-	-	220.76	83.53
19.	Madhya Pradesh	284079.5	14895.42	5.24	120791.00	42.52	148393.10	52.24	-	-
20.	Maharashtra	450918.4	125461.5	27.80	-	-	162332	36.00	163124.9	36.20
21.	Manipur	4171.539	-	-	1562.00	37.40	2609.54	62.60	-	-

22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	176075.2	2208.91	1.25	78294.00	44.47	95572.29	54.28	-	-
26.	Puducherry	Not Reported								
27.	Punjab	88709.00	32249.00	36.35	-	-	22085.00	24.90	34375.00	38.75
28.	Rajasthan	329009.4	-	-	176268.8	53.60	152740.62	46.40	-	-
29.	Sikkim	266390	380.09	11.95	680.81	26.25	1603.00	61.80	-	-
30.	Tamil Nadu	353786.3	45696.23	12.90	207756	58.72	94765.00	26.80	5569.09	1.60
31.	Telangana	71035.25	-	-	1323.63	1.86	-	-	69711.62	98.14
32.	Tripura	5174.28	2668.16	51.56	2333.80	45.10	121.28	2.34	51.04	0.99
33.	Uttar Pradesh	406251.1	-	-	1966.196	48.38	209649.10	51.61	-	-
34.	Uttarakhand	30042.53	346.58	1.15	9339.95	31.09	20326.00	67.66	30.00	0.10
35.	West Bengal	932670.4	19378.00	2.08	39906.40	4.28	50505.72	5.42	822880.2	88.23

Source: Data Compiled from the Information Provided by the States/ UTs

The share of own source revenue in the total revenue of Andhra Pradesh works out 62.59 per cent for 2014-15 ; that of Jammu & Kashmir to 62.46 per cent; that of Maharashtra to 46.20 per cent, while in respect of Goa and Dadra & Nagar Haveli, the own-source revenue share in the total income amounts to 100 per cent for 2014-15. The share of NFC grants in the total revenue of Arunachal Pradesh amounts to 100 per cent for 2014-15, while that of Odisha, Sikkim and Bihar to 95.57 per cent, 77.57 per cent and 59.95 per cent, respectively for 2014-15. The share of NFC grants in the total revenue of West Bengal for 2014-15 amounts to only 3.10 per cent; that of UP to 7.70 per cent; and that of Tripura to 8.52 per cent. All other States are having more than 10 per cent share of NFC grants during 2014-2015.

The share of NFC grants for 2015-16 in the total revenue amounts to 92.78 per cent for Assam; to 67.66 per cent for Uttarakhand; and to 71.50 per cent for Himachal Pradesh, while the share of Tripura and Jharkhand constitutes 2.34 per cent and 4.60 per cent, respectively for 2015-2016.

The States/UTs accounting for more than ten per cent of average own fund resources include (1.) Andhra Pradesh, (2.) Karnataka, (3.) Kerala, (4.) Maharashtra, (5.) Punjab, (6.) Tamil Nadu, (7.) Tripura, (8.) Daman & Diu, (9.) Lakshadweep, (10.) Dadra & Nagar Haveli, (11) Goa and (12) Sikkim. The State Finance Commission grants form the major component of the Gram Panchayat resources in the six States, are provided in Table No.6.10 whereas in respect of the other five States grants from the National Finance Commission constitute the major component of GP resources. The details are provided in Table No.6.11.

Table No.6.10: The Highest Percentage of SFC Grants to the GPs in Six States

Sl No	State	Percentage (2014-2015)	Percentage(2015-2016)
1.	Karnataka	58.79	64.60
2.	Kerala	52.10	54.80
3.	Madhya Pradesh	68.66	42.52
4.	Tamil Nadu	63.37	58.70
5.	Uttar Pradesh	92.30	48.38
6.	Uttarakhand	58.73	31.09

Source: Data Compiled from the Information Provided by the States

Table No.6.11: The Highest Percentage of NFC Grants to the GPs in Five States

Sl No	State	Percentage (2014-2015)	Percentage(2015-2016)
1	Assam	34.76	92.78
2	Bihar	59.95	52.30
3	Himachal Pradesh	32.54	71.50
4	Odisha	95.57	54.28
5	Sikkim	77.57	61.80

Source: Data Compiled from the Information Provided by State

‘Other Grants’ from the respective State Governments form the major part of Gram Panchayat revenue in Haryana, Jharkhand, Telangana and West Bengal. The details are given in Table No.6.12

Table No.6.12: The Highest Percentage of ‘Other Grants’ to the GPs in Four States

Sl No	State	Percentage (2014-2015)	Percentage(2015-2016)
1	Haryana	41.32	40.56
2	Jharkhand	82.22	95.00
3	Telangana	91.06	98.14
4	West Bengal	86.92	88.23

Source: Data Compiled from the Information Provided by the States

Since the Union Territories are not entitled to NFC grants and SFC grants are provided with the grants from the administration, grants from the administration form the major source of GP revenue.

The main sources of income of the Intermediate Panchayats include own source revenue, grants awarded by the SFC & NFC, assistance from World Bank, CSR funds, local contribution etc. Loans availed of, if any, and miscellaneous receipts also form part of revenue of the Intermediate Panchayats. The details of major sources of revenue for Intermediate Panchayats are provided in Table Nos. 6.13 & 6.14 for the year 2014-2015 and

2015-2016, respectively. The share of own revenue in the total resources of Punjab for 2014-15 amounts to 100 per cent, while of Madhya Pradesh to 87.05 per cent, Tripura to 42.79 per cent and of Andhra Pradesh to 38.95 per cent (see Table No.6.13). The share of SFC grants in the total resources of Karnataka for 2014-15 constitutes 92.85 per cent, which is the maximum among the States in India, whereas, the same is only less than one per cent for Andhra Pradesh and Madhya Pradesh. The States of Jharkhand and Maharashtra account for a 100 per cent share of NFC grants in the total resources for 2014-15, while West Bengal for only 1.75 per cent. Kerala is the only State with NFC grants merged with the SFC grants and, therefore, the share of NFC grants is not seen. Since the 14th NFC grants have not been made to the Intermediate Panchayats, the share of NFC grants in the total resources of most of the States has been reported as being either very insignificant or nil for the year 2015-16. However, the same accounts for 100 per cent for Jharkhand, 57.82 per cent for Chhattisgarh, 51.23 Per cent for Tripura 43.53 per cent for Haryana and 28.31 per cent for Uttar Pradesh. As reported by the respective States, it is the 'delayed release of the award of the earlier Finance Commission (13th NFC)'. The highest share of 'other grants' works out to 99.83 per cent for Andaman Nicobar, followed by West Bengal, Chandigarh, Telangana, and Haryana for 2014-15. Almost the same position is followed under the item for 2015-2016 (see Table No 6.14).

The maximum share of own resource mobilization in the total revenue amounts to almost 100 per cent for Assam, followed by Madhya Pradesh (97.48%) for 2015-2016, while a minimum is recorded by Uttarakhand (0.05%) under this item for the same period. The share of NFC grants in the total revenue of Jharkhand for 2015-2016 constitute 100 per cent, while that of Madhya Pradesh is only insignificant (see Table No .6.14).

Table No.6.13: Total Revenue and Revenue Received from All Sources by Intermediate Panchayats during 2014-2015 (Rs. In lakhs)

Sl No	Name of State/UT	Total Revenue	Own Revenue (including Revenue Shared by the State)	%	SFC Grants	%	NFC Grants	%	Other Grants	%
1.	Andaman Nicobar	2328	3.85	0.17	-	-	-	-	2324.15	99.83
2.	Andhra Pradesh	44343.84	17271.40	38.95	379.87	0.86	22318.00	50.33	4374.57	9.86
3.	Arunachal Pradesh	Not Reported								
4.	Assam	14163.17	1914.00	13.51	5819.00	41.09	6430.18	45.40	-	-
5.	Bihar	53073.80	-	-	17026.40	32.08	36046.40	67.92	-	-

6.	Chandigarh	239.15	52.84	22.09					186.31	77.91
7.	Chhattisgarh	29095.94	-	-	22375.28	76.90	6720.66	23.10	-	-
8.	Dadra & Nagar Haveli	NA								
9.	Daman & Diu	NA								
10.	Goa	NA								
11.	Gujarat	Not Reported								
12.	Haryana	83284.42	467.18	0.50	20000	24.01	28406.24	34.11	34411.00	41.32
13.	Himachal Pradesh	7612.35	-	-	3058.87	40.18	4553.48	59.82	-	-
14.	Jammu & Kashmir	NA								
15.	Jharkhand	28490.84	-	-	-	-	28490.84	100.00	-	-
16.	Karnataka	1500835	-	-	1393568	92.85	107267.10	7.15	-	-
17.	Kerala	73864.02	4287.88	5.80	67464.14	91.34	-	-	2112.0	2.86
18.	Lakshadweep	NA								
19.	Madhya Pradesh	287621.1	250376.	87.05	2693.00	0.94	16742.83	5.82	17809.27	6.19
20.	Maharashtra	23840.29	-	-	-	-	23840.29	100	-	-
21.	Manipur	NA								
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	75984.86	-	-	10679.14	14.05	46537.94	61.24	18767.78	24.70
26.	Puducherry	NA								
27.	Punjab	7853.00	7853.00	100.00	-	-	-	-	-	-
28.	Rajasthan	48599.54	2543.62	5.23	24885.00	51.20	12505.12	25.73	8665.80	17.83
29.	Sikkim	NA								
30.	Tamil Nadu	176158.00	39396.04	22.36	136762.	77.64	-	-	-	-
31.	Telangana	16313.86	778.22	4.77	305.92	1.88	4993.92	30.61	10235.80	62.74
32.	Tripura	257.19	110.05	42.79	68.23	26.53	78.87	30.67	-	-
33.	Uttar Pradesh	70416.97	-	-	47178.66	67.00	23238.31	33.00	-	-
34.	Uttarakhand	6144.6	2.37	0.04	3306.00	53.80	1976.23	32.16	860.00	14.00
35.	West Bengal	326590.40	4616.00	1.41	7521.41	2.30	5704.88	1.75	308748.1	94.54

Source: Data Compiled from the State level Questionnaire for DI Report

The total revenue and revenue received from all sources by Intermediate Panchayats for the year 2015-2016 are provided in Table No.6.14

Table No.6.14: Total Revenue and Revenue Received from All Sources by Intermediate Panchayat during 2015-2016 (Rs. In lakhs)

Sl No	Name of state/UT	Total Revenue	Own Revenue (including Revenue Shared by the State)	%	SFC grants	%	NFC grants	%	Other grants	%
1.	Andaman Nicobar	2538.37	16.70	0.66	-	-	-	-	2521.67	99.34
2.	Andhra Pradesh	23150.98	18475.35	79.80	-	-	-	-	4675.63	20.20
3.	Arunachal Pradesh	Not Reported								
4.	Assam	2010.00	2010.00	100.00					-	-
5.	Bihar	20563.00			17208.00	83.68	3355.00	16.32		
6.	Chandigarh	92.63	41.95	45.29	-	-	-	-	50.68	54.71
7.	Chhattisgarh	8820.07			3720.26	42.18	5099.81	57.82		
8.	Dadra & Nagar Haveli	NA								
9.	Daman & Diu	NA								
10.	Goa	NA								
11.	Gujarat	Not Reported								
12.	Haryana	96299.20	248.60	0.28	15000.00	15.57	41928.00	43.53	39122.6	40.62
13.	Himachal Pradesh	4074.47	-	-	4074.47	100	-	-	-	-
14.	Jammu & Kashmir	NA								
15.	Jharkhand	700396	-	-	-	-	700396.0	100	-	-
16.	Karnataka	2497011			2421744	96.99	7267.00	3.01		
17.	Kerala	76388.87	4621.11	6.05	69880.29	91.48	-	-	1887.47	2.48
18.	Lakshadweep				NA					
19.	Madhya Pradesh	256888.4	250414	97.48	2743	1.07	1320.00	0.51	2411.44	0.94
20.	Maharashtra	-	-	-	-	-	-	-	-	-
21.	Manipur	NA								
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	106128.9	-	-	29955.60	28.23	12233.44	11.52	63939.82	60.23

26.	Puducherry	NA								
27.	Punjab	88709	32249.00	36.35	-	-	22085.00	24.90	34375.00	38.75
28.	Rajasthan	40166.17	2182.22	5.43	33710.85	83.93	-	-	4273.10	10.64
29.	Sikkim	NA								
30.	Tamil Nadu	189520.2	50866.20	26.84	138654.00	73.16	-	-	-	-
31.	Telangana	1675.75			536.59	32.02	-	-	1139.16	67.98
32.	Tripura	229.46	50.61	22.06	61.28	26.71	117.57	51.23	-	-
33.	Uttar Pradesh	25763.01	-	-	18469.50	71.69	7293.51	28.31	-	-
34.	Uttarakhand	4549.37	2.37	0.05	3777.00	83.02	-	-	770.00	16.93
35.	West Bengal	465158.3	8421.00	1.81	5627.02	1.20	12991.70	2.80	438118.6	94.19

Source: *Data Compiled from the Responses of States /UTs to the Questionnaire for DI Report*

A break-up of revenue of the District Panchayats gives the components of own funds, awards from the SFC, NFC, 'other grants', assistance from the World Bank, ADB, CSR funds, local contributions, loans availed and other miscellaneous receipts (Table Nos 6.15& 6.16).

The share of 'own revenue' in the total revenue of Punjab amounts to 100 per cent for 2014-15, followed by Telangana (70.34 %), Madhya Pradesh (44.14 %), Assam (18.71%) and Uttar Pradesh (18.10%) . The District Panchayats in the State of Uttarakhand have achieved to mobilize a share of 13.98 under own resources, while the Union Territory of Lakshadweep and Andaman & Nicobar have registered a less than one per cent share (see Table Nos.6.15). The only source of finance for the District Panchayats in the States of Punjab and Assam is own resources for 2015-2016. The share of own revenue in the total revenue of Madhya Pradesh and Sikkim constitutes 47.75 per cent and 34.17 per cent, respectively for 2015-2016, followed by Telangana (29.38 %) and Uttarakhand (18.10 %). Among the UTs, Chandigarh and Daman & Diu are at the top, accounting for a share of 74.37 per cent and 38.29 per cent, respectively (see Table Nos.6.16). For 2014-2015 the share of SFC grants in the total revenue of six states amounts to more than half and the states include Tamil Nadu, Kerala, Karnataka, Tripura, Maharashtra and Uttarakhand. The state of Uttar Pradesh accounts for a less share by four points to achieve the status of 50 per cent under this item. The share of SFC grants in the total revenue of states has doubled over a period of one year. The new entries under this category include Bihar, Himachal Pradesh, Madhya Pradesh, Manipur, Sikkim, Odisha and Uttar Pradesh (see Table No. 6.16). It is seen that for the majority of states, the main source of income is happens to be 'grants', as recommended by the State Finance Commissions.

The share of NFC grants in the total revenue of Jharkhand amounts to 100 per cent for two consecutive years, i.e., 2014-15 and 2015-16. In other words, the only source of revenue for Jharkhand District Panchayats is NFC Grant. There are other four states, excluding Jharkhand, with the share of NFC grants in the total revenue being more than 50 per cent for 2014-15. These States are Andhra Pradesh, Bihar, Himachal Pradesh and Sikkim. There are a few other States with the share of NFC grants in the total revenue being significant, though amounting to less than 50 per cent, followed by Assam, (42.67%), Uttar Pradesh (35.00 %), Haryana (34.11%) and Uttarakhand (23.38 %). There is another category of States with the share of NFC grants in the total revenue being very insignificant, as in respect of Maharashtra (0.39 per cent), Karnataka (1.39 per cent), West Bengal (1.53), Rajasthan (3.41), and Madhya Pradesh (6.09). Kerala is one State with the NFC grant merged with the SFC grant and, therefore, the share of the NFC grant is not available. Since the 14th NFC grants are not made to the District Panchayats, the share of NFC grants in the total revenue of most of the States has been reported as being nil for the year 2015-16. However, as mentioned earlier, the same is 100 per cent for Jharkhand, 45.32 per cent for Chhattisgarh and 39.04 per cent for Telangana. It is due to the ‘delayed release of the award of the 13th NFC’, as reported by the states.

The share of ‘other grants’ in the total revenue of Arunachal Pradesh amounts to 100 per cent for 2014-15. The States of Chhattisgarh, West Bengal Rajasthan and Haryana are the other States with a higher share of revenue from the category of ‘other grants’, as also among the Union Territories of Andaman& Nicobar, Lakshadweep and Daman& Diu . The share of ‘other grants’ in the total revenue, almost the same trend is repeated for 2015-16, too.

Table No.6.15: Total Revenue and Revenue Received from All Sources by District Panchayat during 2014-2015 (Rs. In Lakhs)

Sl No	Name of state/UT	Total Revenue	Own Revenue (including Revenue Shared by the State)	%	SFC Grants	%	NFC Grants	%	Other Grants	%
1.	Andaman Nicobar	2594.09	1.02	0.04	-	-	-	-	2593.07	99.96
2.	Andhra Pradesh	57626.55	6138.09	10.65	607.83	1.06	42356	73.5	8524.63	14.79
3.	Arunachal Pradesh	1700.00	-	-	-	-	-	-	1700.00	100.00
4.	Assam	6028.07	1128.00	18.71	2328.00	38.62	2572.06	42.67	-	-
5.	Bihar	31271.70	-	-	13248.5	42.37	18023.20	57.63	-	-

6.	Chandigarh	62.71	100.00	-	-	-	-	-	-	-
7.	Chhattisgarh	63735.81	-	-	-	-	3360.30	5.27	60375.51	94.73
8.	Dadra & Nagar Haveli	Not Reported								
9.	Daman & Diu	6179.99	24.83	0.39	-	-	-	-	6155.76	99.61
10.	Goa	Not Reported								
11.	Gujarat	Not Reported								
12.	Haryana	83284.42	467.18	0.56	20000.00	24.01	28406.24	34.11	34411.00	41.32
13.	Himachal Pradesh	8469.68	-	-	880.55	10.40	7589.13	89.60	-	-
14.	Jammu & Kashmir	NA								
15.	Jharkhand	9496.782	-	-	-	-	9496.78	100.00	-	-
16.	Karnataka	967831.70	-	-	953723.60	98.54	13402.00	1.39	706.04	0.07
17.	Kerala	50820.88	171.42	0.34	50582.21	99.53	-	-	67.25	0.13
18.	Lakshadweep	4939.46	16.18	0.33	-	-	-	-	4923.28	99.67
19.	Madhya Pradesh	274842.70	121304.2	44.14	118986.4	43.29	16742.83	6.09	17809.27	6.48
20.	Maharashtra	3020900	54678.91	1.81	2954300.54	97.80	11920.14	0.39	-	-
21.	Manipur	-	-	-	-	-	-	-	-	-
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	181050.30	-	-	48736.50	26.92	35961.30	19.86	96352.50	53.22
26.	Puducherry	NA								
27.	Punjab	29172.00	29172.00	100.00	-	-	-	-	-	-
28.	Rajasthan	91666.12	1707.61	1.86	6221.25	6.79	3126.28	3.41	80610.98	87.94
29.	Sikkim	1599.98	95.85	5.99	423.46	26.47	1080.67	67.54	-	-
30.	Tamil Nadu	4417.10	-	-	4417.10	100.00	-	-	-	-
31.	Telangana	10721.56	7541.64	70.34	901.72	8.41	2278.2	21.25	-	-
32.	Tripura	3603.40	54.55	1.50	3541.44	98.28	-	-	7.41	0.21
33.	Uttar Pradesh	206410.90	37365.95	18.10	96807.40	46.90	72237.50	35.00	-	-
34.	Uttarakhand	12677.69	1771.93	13.98	7619.9	60.10	2964.40	23.38	321.46	2.54
35.	West Bengal	259389.60	5785.00	2.23	8971.83	3.46	3955.96	1.53	240676.8	92.79

Source: Data Compiled from the Information Furnished by the States/ UTs

Table No.6.16: Total Revenue and Revenue Received from All Sources by District Panchayat during 2015-2016 (Rs. In Lakhs)

Sl No	Name of state/UT	Total Revenue	Own Revenue (including Revenue Shared by the State)	%	SFC Grants	%	NFC Grants	%	Other Grants	%
1.	Andaman Nicobar	3118.21	1.25	0.04	-	-	-	-	3116.96	99.96
2.	Andhra Pradesh	812.94	100.00	-	-	-	-	-	-	-
3.	Arunachal Pradesh	Not Reported								
4.	Assam	1184.00	1184.00	100.00	-	-	-	-	-	-
5.	Bihar	63023.59			61346.09	97.34	1677.50	2.66	-	-
6.	Chandigarh	107.30	79.80	74.37	-	-	-	-	27.50	25.63
7.	Chhattisgarh	5625.90	-	-	1309.00	23.26	2549.90	45.32	1767.93	31.42
8.	Dadra & Nagar Haveli	Not Reported								
9.	Daman & Diu	6446.00	24.68	38.29	-	-	-	-	3978.00	61.71
10.	Goa	Not Reported								
11.	Gujarat	Not Reported								
12.	Haryana	54371.20	248.60	0.45	15000.00	27.59	-	-	39122.60	71.95
13.	Himachal Pradesh	1222.06	-	-	1222.06	100.00	-	-	-	-
14.	Jammu & Kashmir	NA								
15.	Jharkhand	1764.56	-	-	-	-	1764.56	100	-	-
16.	Karnataka	956811.9	-	-	946225.80	98.89	10028	1.05	558.06	0.06
17.	Kerala	104836.4	3310.00	3.16	101353.10	96.68	-	-	173.16	0.16
18.	Lakshadweep	1698.83	17.67	1.04	-	-	-	-	1681.16	98.96
19.	Madhya Pradesh	277360.8	132430.40	47.75	142610.44	51.42	1320.00	0.48	1000.00	0.36
20.	Maharashtra	3010177	61671.21	2.05	2948506.00	97.95	-	-	-	-
21.	Manipur	947.20			947.20	100				
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	48849.60	-	-	28816.50	58.99	-	-	20033.10	41.01
26.	Puducherry	NA								
27.	Punjab	30319.00	30319.00	100.00	-	-	-	-	-	-
28.	Rajasthan	200639.6	511.71	0.26	11236.95	5.60	-	-	188891	94.14
29.	Sikkim	736.33	251.58	34.17	-	65.83	-	-	-	-
30.	Tamil Nadu	3466.30	-	-	3466.3	100.00	-	-	-	-
31.	Telangana	23677.05	6955.31	29.38	1314.04	5.55	9242.90	39.04	6164.80	26.04
32.	Tripura	1318.85	-	-	1311.43	99.44	-	-	7.42	0.56
33.	Uttar Pradesh	257326.6	34841.63	13.54	175852.5	68.34	46632.43	18.12	-	-
34.	Uttarakhand	12029.42	2174.94	18.10	9475.50	78.76	-	-	378.98	3.15
35.	West Bengal	262383.1	11146.00	4.25	6713.76	2.56	8839.59	3.37	235683.8	89.82

Source: Data Compiled from the Information Furnished by the States /UTs

Local Governments, being constitutional entities with a legislative framework for the sources of own resources provided by certain states, are entitled to collect taxes and fees and can spend the resources according to their decision making process. This promotes the capacity of the Local Governments while State Finance Commission grants may be considered as a powerful proxy variable for the commitment and direction of the States concerned towards devolution of funds. Other grants are usually funds tied with schemes formulated by the respective state governments or departments to be implemented through PRIs. A higher share of 'other grants' in the total revenue may be considered as an indicator of the dependency syndrome of PRIs towards own higher levels of government rather than as financial autonomy of PRIs. It also may work as an impediment for ascertaining the real role of 'Local Governments' by the PRIs. On the other side, this syndrome may belittle the Panchayats as mere 'implementing agencies' of higher levels of government.

It may also be noted that, the total fund flow from all sources to Panchayati Raj Institutions in nine States is actually less than the funds provided for the States to implement the MGNREGS (Table No.6.17). It is found that the States of Andhra Pradesh, Arunachal Pradesh, Assam, Himachal Pradesh, Jharkhand, Manipur, Sikkim, Tamil Nadu, Tripura and Telangana have received more funds under MGNREGS than the total amount received by three-tier Panchayati Raj Institutions.

TableNo.6.17: A Comparative Statement showing Total Resources of Three Tier Panchayats and Receipts under MGNREGS (Rs. In lakhs)

Sl No	State / UT	2014-2015		2015-2016	
		Total Resources of PRIs	Funds Received for MGNREGS	Total Resource of PRIs	Funds Received for MGNREGS
1.	Andaman & Nicobar	11219.59	1444.41	10743.78	1062.42
2.	Andhra Pradesh	210540.8	304071.70	202552.10	309414.30
3.	Arunachal Pradesh	1130.00	6768.28	-	10034.62
4.	Assam	56673.25	58626.82	34711.00	65154.44
5.	Bihar	267284.70	154896.40	324978.40	164416.80
6.	Chandigarh	607.15		494.22	0
7.	Chhattisgarh	169688.00	178153.50	28132508.00	128388.70
8.	Dadra & Nagar Haveli	-			
9.	Daman & Diu	-			
10.	Goa	Not Reported			347.62
11.	Gujarat	Not Reported	35950.92	NR	40448.80
12.	Haryana	249853.30	21588.62	150670.40	14452.92
13.	Himachal Pradesh	25411.09	41816.47	32614.02	40087.12

14.	Jammu & Kashmir	498.12	46815.79	-	79033.13
15.	Jharkhand	67183.57	89151.42	907652.2	103566.70
16.	Karnataka	2810959.00	195512.80	3802300.00	131348.20
17.	Kerala	667914.4	164262.70	689723.00	161084.20
18.	Lakshadweep	5203.7	84.06	1963.07	36.13
19.	Madhya Pradesh	71980.49	268399.50	818328.80	259293.80
20.	Maharashtra	3455358.00	162694.20	3461095.70	187324.10
21.	Manipur	4179.28	28799.23	5118.73	29214.20
22.	Meghalaya	NA			
23.	Mizoram	NA			
24.	Nagaland	NA			
25.	Odisha	316804.70	111097.60	331053.70	205910.60
26.	Puducherry				
27.	Punjab	121715.00	21538.24	181572.00	32174.04
28.	Rajasthan	373714.70	338642.00	569815.20	321091.80
29.	Sikkim	4850.50	8091.28	3330.23	9801.31
30.	Tamil Nadu	477234.60	484274.40	533410.70	692371.20
31.	Telangana	61357.46	169660.00	96388.05	200489.90
32.	Tripura	14019.67	71919.91	6722.59	149456.00
33.	Uttar Pradesh	645997.40	295783.80	689340.70	312348.40
34.	Uttarakhand	88196.87	33229.83	47269.59	50446.04
35.	West Bengal	1301566.00	397885.50	1660212.00	538546.50

Source: *Data Compiled from the Questionnaire Administered by the States/ UTs*

The timely appointment of State Finance Commissions, accepting of their recommendations, placing Action Taken Reports (ATRs) before the Legislative Assemblies and the quantum of funds devolved are the actual indicators of the commitment of different State Governments towards devolution of powers to the Panchayati Raj Institutions. For example, despite two SFCs having been already appointed in Arunachal Pradesh, no funds have been devolved to PRIs so far. Most of the recommendations made by the State Finance Commissions are seen accepted by a few State Governments. The details of per capita funds devolved to each tier of Panchayats are provided in Table No.6.18.

Table No.6.18 : Per Capita SFC Grants Devolved to the Three Tiers of PRIs during 2014- 2015 and 2015-2016 (In Rupees)

Sl No	State	2014-2015				2015-2016			
		Gram Panchayat	Intermediate	District	Total	Gram Panchayat	Intermediate	District	Total
1.	Andaman & Nicobar	NA							
2.	Andhra Pradesh	50.034	1.09	1.75	52.874	50.61	-	-	50.61
3.	Arunachal Pradesh	-	-	-	-	-	-	-	-
4.	Assam	81.163	21.73	8.69	111.586	-	-	-	-
5.	Bihar	66.63	18.49	14.39	99.51	81.09	18.69	66.63	166.41
6.	Chandigarh	-	--	-	-	-	-	-	-
7.	Chhattisgarh	392.05	114.14		506.19	524.48	18.98	6.68	550.14
8.	Dadra & Nagar Haveli	NA							
9.	Daman & Diu	NA							
10.	Goa	NA							
11.	Gujarat	NR							
12.	Haryana	120.98	120.98	120.98	362.94	90.74	90.74	90.74	272.22
13.	Himachal Pradesh	66.83	49.59	14.28	130.7	91.53	66.06	19.81	177.4
14.	Jammu & Kashmir								
15.	Jharkhand	-	-	-	-	3.12	-	-	-
16.	Karnataka	535.86	3710.98	2539.71	6786.55	599.63	200.43	2519.74	3319.80
17.	Kerala	1503.21	386.49	518.93	2408.63	1596.98	400.33	580.64	2577.95
18.	Lakshadweep	-	-	-	-	-	-	-	-
19.	Madhya Pradesh	204.81	5.126	226.48	436.416	229.91	5.22	271.44	506.57
20.	Maharashtra	-	-	4800.19	4800.19	-	-	4790.78	4790.78
21.	Manipur	108.55	-	-	-	82.227	-	49.86	132.087
22.	Meghalaya	NA							
23.	Mizoram	NA							
24.	Nagaland	NA							
25.	Odisha	-	30.55	139.44	169.99	224.01	139.44	82.45	445.9
26.	Puducherry	NA							
27.	Punjab	Not Reported							
28.	Rajasthan	157.99	48.28	12.071	218.341	-	-	21.80	21.80
29.	Sikkim	98.03	NA	92.872	190.902	149.31	NA	106.31	255.62
30.	Tamil Nadu	505.49	367.75	11.88	885.12	558.65	372.83	9.321	940.801
31.	Telangana	7.38	1.26	3.71	12.35	5.45	2.21	5.41	13.07
32.	Tripura	143.672	86.11	130.68	360.46	86.12	2.26	48.39	136.77
33.	Uttar Pradesh	219.67	30.416	62.412	312.498	126.794	11.629	103.37	241.748
34.	Uttarakhand	117.66	47.06	108.46	273.18	132.94	53.76	134.87	321.571
35.	West Bengal	85.73	12.09	19.22	112.24	64.14	9.045	10.79	83.975

Source: Data Compiled from the Information provided by the States/ UTs

The lowest per capita funds devolved to PRIs are observed in respect Telangana and Andhra Pradesh, while the Maharashtra State Government has devolved more than Rs.4500 per capita funds to PRIs, but no SFC grants are seen provided to Gram Panchayats and Panchayat

Samitis. The highest per capita amount devolved is found in respect of Karnataka, but Karnataka has provided more funds to Taluka Panchayats, followed by District Panchayats. Actually, the District and middle-tier Panchayats are supposed to undertake development plans related to the subjects devolved to them, and even the Gram Panchayats are liable to plan development schemes related to the transferred subjects. At the same time, they are mandated to perform obligatory functions, with respect to street lighting, cleaning, garbage disposal etc. Actually, it is the Gram Panchayats that are to be strengthened with more funds than the Intermediate Panchayat, though the respective state level situations vary based on a number of factors.

The own tax resources of the PRIs in most of the States are very low. Although taxes are entrusted with the PRIs, most of the State Governments have not framed necessary rules and guidelines with regard to assessment and collection of taxes. The proximity between people and the Gram Panchayat concerned may be a reason for reluctance in the collection of taxes. The observation made by the 4th Kerala State Finance Commission in this respect is relevant, which may improve the collection of revenues by PRIs.: *“We consider it very important that tax efforts made by Gram Panchayats and urban local governments are to be incentivized. This indeed is the best way to promote fiscal autonomy”*.

The importance of framing of rules has been reiterated by the Vth State Finance Commission constituted by the Bihar Govt. It has recommended that the Panchayati Raj and Rural Development Department have to prepare and circulate a manual of Panchayat finance and that necessary rules and guidelines for collection of taxes be framed and circulated. Bihar SFC also has recommended the incentivization of revenue collection efforts of PRIs.

In some States, where rules and guidelines have been framed, the State governments have prescribed the minimum and maximum of taxes and fees that can be collected by the Panchayats with a view to preventing the local governments from altering the tax rates to be collected according to the local conditions. Actually, it amounts to interference in the autonomy of Panchayati Raj Institutions.

The 13th National Finance Commission in its report stated that “the State Governments should incentivize revenue collection by local bodies through methods such as mandating some or all local taxes as obligatory at non zero rates of levy, by deducting deemed own revenue collection from transfer entitlements of local bodies or through a system of matching grant”.

The 13th NFC also recommended that the state governments ensure the implementation of the recommendations of State Finance Commissions without delay and that the respective Action Taken Reports (ATRs) is promptly placed before the legislatures.

The 14th NFC has sanctioned grants to the Gram Panchayats on the ground that they are directly responsible for the delivery of basic services. The NFC also expects the State Governments to take care of the needs of other levels of Panchayat Raj.

The Commission has also opined that there is a need for States to facilitate effective working of SFCs in addition to the strengthening of SFCs. The following observations also have been made by the NFC to augment the resources of Panchayats.

1. The States should ensure property tax reforms including the objective of determining the tax base and its regular revision so as to adjust for inflation, strengthening of mechanisms for assessment, levy and collection and improving billing and collection efficiency. An assessment of properties may be done every five years.
2. The States should review the position of betterment tax and prepare a clear framework of rules for the levy of betterment tax.
3. The States may consider steps to empower the local bodies to impose advertisement Tax and their by improve their own source revenue.
4. The Commission has recommended revising the ceiling of profession tax from Rs.2500 to Rs.12000 per annum. The Commission has further recommended that Article 276(2) of the constitution may be amended to increase the limits for the imposition of profession tax by States.
5. The State Governments may take action to assign productive local assets to the Panchayats, put in place enabling rules for collection and institute systems so that they can obtain best possible returns, while leasing or renting common resources.

CHAPTER VII

Accountability and Transparency across States and UTs

One of the core features of decentralized governance relates to people's participation and their active co-operation in local governance and decision-making process, by way of reducing the distance between the decision makers and the citizens. Article 243 A of the Constitution provides for Gram Sabha, as an institutional body representing all the adult population of a village. The state governments are empowered to bestow Gram Sabhas with powers to perform functions at the village level. Gram Sabha acts as a public forum for the village community to have a say in matters of governance of the village.

The rights of people have come to be increasingly acknowledged since the 73rd constitutional amendment though it has no direct connection with the same. At the national level, several initiatives have been undertaken by the government in terms of providing rights based approach to people through Right to Education Act, Employment Guarantee Act and Right to Information Act. Moreover, the technology has become so advanced that even the rural villages have a ready access to internet and other modern means of communication. Almost all the Village Panchayats have been connected with a high speed broadband facility for the on-line transmission of information and data.

The Panchayati Raj Institutions are supposed to prepare and implement development plans for economic development and social justice. Moreover, most of the State Panchayati Raj Acts have made provisions for mobilizing own-source revenue. A number of States and Centrally Sponsored Schemes like PMAY, IAY, NRLM, SSA and MGNREGS are being implemented at the grassroots level with an active participation of Panchayati Raj Institutions. The Employment Guarantee Act mandates social auditing of the schemes by the Gram Sabha. The works to be implemented under the scheme also are to be enlisted and a labour budget to be approved by the Gram Sabha.

The failure of past developmental activities has been attributed to the lack of people's participation in planning and implementation. Earlier, development activities were planned and implemented without people's active participation. Recently, the emphasis of development has been shifted to sustainable development, ensuring the involvement of people. The Gram Sabha provides a platform for an effective participation of people. An effective involvement of people helps ensure transparency in planning, implementation and

fund utilization. Moreover, every development activity is subject to social audit by the community.

Panchayati Raj Institutions, especially Gram Panchayats, are also supposed to ensure people's participation in their functioning. The State Panchayati Raj Acts have made provisions for the audit of accounts maintained by PRIs, including social audit. Further, many of the States have brought Panchayats under the purview of Right to Information Act. But the mechanisms designed for ensuring accountability and transparency vary from State to State. The details of States which have made social audit mandatory and the periodicity of the same are provided in Table No 7.1.

Table No. 7.1: Details and Periodicity of Social Audit

S I No	Name of State/UT	Whether Social Audit is Mandatory	Periodicity of Social Audit	Whether Guidelines for Social Audit are Issued
1.	Andaman & Nicobar	Yes	6 Months	No
2.	Andhra Pradesh	Yes	6 Months	Yes
3.	Arunachal Pradesh	Yes	Not Specified	Yes
4.	Assam	Yes	NR	NR
5.	Bihar	Yes	6 Months	Yes
6.	Chandigarh	NR	NR	NR
7.	Chhattisgarh	Yes	Yearly	Yes
8.	Dadra & Nagar Haveli	Yes	Quarterly	No
9.	Daman & Diu	NR	NR	NR
10.	Goa	NR	NR	NR
11.	Gujarat	Yes	6 Months	Yes
12.	Haryana	Yes	6 Months	Yes
13.	Himachal Pradesh	Yes	NR	NR
14.	Jammu & Kashmir	Yes	6 Months	Yes
15.	Jharkhand	Yes	6 Months	No
16.	Karnataka	Yes	Yearly	Yes
17.	Kerala	Yes	6 Months	Yes
18.	Lakshadweep	NR	NR	NR
19.	Madhya Pradesh	Yes	6 Months	Yes
20.	Maharashtra	Yes	Yearly	Yes
21.	Manipur	Yes	6 Months	Yes
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	Yes	6 Months	Yes
26.	Puducherry	NA		
27.	Punjab	Yes	6 Months	Yes
28.	Rajasthan	Yes	6 Months	Yes
29.	Sikkim	Yes	Yearly	Yes
30.	Tamil Nadu	Yes	6 Months	Yes
31.	Telangana	Yes	6 Months	Yes
32.	Tripura	Yes	Yearly	Yes
33.	Uttar Pradesh	Yes	6 Months	Yes
34.	Uttarakhand	Yes	6 Months	Yes
35.	West Bengal	Yes	6 Months	Yes

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Social Audit, Audit, Documents in Public Domain, Electronic Fund Transfer

It is observed that all the States/ UTs which had responded to the questionnaire, have agreed that social audit has been mandated for the same schemes, with specific guidelines for conducting social audit issued by them. Annual, half-yearly and quarterly social audits are reported to have been conducted. While a majority of the States/ UTs have opted for half-yearly audits, the States of Chhattisgarh, Karnataka, Maharashtra, Sikkim and Tripura conduct annual social audits. The UT of Dadra and Nagar Haveli claims quarterly social audits.

Almost all the States have made conducting of social audit mandatory twice in a year with state-specific guidelines issued. But only half of the States and Union Territories have published the social audit reports in the public domain. Since it is mandatory for conducting of social audit of works under MGNREGS, a majority of the States have accepted the mandatory provision. The details of matters subject to social audit, percentage of Panchayats that have conducted social audit for 2015-16 and the States that have published the reports in the public domain are provided in Table No.7.2

Table No.7.2: Details on Social Audit Conducted

Sl No	Name of State/UT	Percentage of Gram Panchayats Conducted Social Audit	Number of Subjects	Whether details published in the public domain?
1.	Andaman & Nicobar	100	1	Yes
2.	Andhra Pradesh	100	3	Yes
3.	Arunachal Pradesh	Nil	1	No
4.	Assam	NR	1	NR
5.	Bihar	NR	1	Yes
6.	Chandigarh			
7.	Chhattisgarh	NR	1	Yes
8.	Dadra & Nagar Haveli	NR		
9.	Daman & Diu	NR		
10.	Goa	NR		
11.	Gujarat	NR		
12.	Haryana	NR	2	No
13.	Himachal Pradesh	NR	NR	NR
14.	Jammu & Kashmir	100	3	Yes
15.	Jharkhand	100	1	No
16.	Karnataka	95.94	2	Yes

17.	Kerala	100	1	Yes
18.	Lakshadweep	NR		
19.	Madhya Pradesh	100	6	Yes
20.	Maharashtra	100	6	Yes
21.	Manipur	0.62	3	Yes
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	NR		
26.	Puducherry	NR		
27.	Punjab	99.57	1	Yes
28.	Rajasthan	91.99	1	Yes
29.	Sikkim	100	3	Yes
30.	Tamil Nadu	67.34	1	Yes
31.	Telangana	100	1	Yes
32.	Tripura	100	6	No
33.	Uttar Pradesh	70.63	6	Yes
34.	Uttarakhand	NR		
35.	West Bengal	100	3	Yes

Source: *Data Compiled from Field Survey & the Information Furnished by the States and UTs*

The Gram Panchayats of Andhra Pradesh, Andaman & Nicobar, Jammu & Kashmir, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Sikkim, Tripura, Telangana and West Bengal have conducted 100 per cent of social audit, while the lowest percentage of (0.62) social audit is seen conducted in respect of Manipur. The States of Karnataka, Punjab and Rajasthan have registered a more than 90 per cent of social audit while Uttar Pradesh and Tamil Nadu have conducted social audit to the extent of 70.63 per cent and 67.34 per cent. Out of the States that responded to the questionnaire, 17 claim to have made the details of social audit available to the public domain. The number of items placed under social audit goes up to six in the States of Madhya Pradesh, Maharashtra, Tripura, and Uttar Pradesh. Five states have three items and two States have two items and all the remaining states have only one item coming under social audit. The States having only one item under social audit relate to MGNREGS. All the States have brought the Panchayati Raj Institutions under Right to Information Act with fixed designated authorities and appellate authorities for the same. The details of States which have made the disclosure of information part of the PRIs policy are provided in Table No.7.3

Table No.7.3: Details on States and UTs that have made it a Policy for the Disclosure of Information

Sl No	Name of State/UTs	Details to be Disclosed				
		Accounts	Budget	Estimate of Works	Audit Report	List of Beneficiaries
1.	Andaman Nicobar	×	×	×	×	×
2.	Andhra Pradesh	✓	✓	✓	✓	✓
3.	Arunachal Pradesh	✓	✓	✓	✓	✓
4.	Assam	✓	✓	✓	✓	✓
5.	Bihar	✓	✓	✓	✓	✓
6.	Chandigarh	✓	✓	✓	✓	✓
7.	Chhattisgarh	✓	✓	✓	✓	✓
8.	Dadra & Nagar Haveli	✓	✓	✓	✓	✓
9.	Daman & Diu	✓	✓	✓	✓	✓
10.	Goa	NR				
11.	Gujarat	NR				
12.	Haryana	NR				
13.	Himachal Pradesh	NR				
14.	Jammu & Kashmir	✓	✓	✓	✓	✓
15.	Jharkhand	×	×	×	×	×
16.	Karnataka	✓	✓	✓	✓	✓
17.	Kerala	✓	✓	✓		
18.	Lakshadweep		NR			
19.	Madhya Pradesh	✓	✓	✓	✓	✓
20.	Maharashtra	✓	✓	✓	✓	✓
21.	Manipur	×	×	×	×	×
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	NR				
26.	Puducherry	NA				
27.	Punjab	✓	✓	✓	✓	✓
28.	Rajasthan	✓	✓	✓	✓	✓
29.	Sikkim	✓	✓	✓	✓	✓
30.	Tamil Nadu	×	✓	✓	✓	✓
31.	Telangana	×	×	✓	×	✓
32.	Tripura	x		×	×	×
33.	Uttar Pradesh	✓	✓	✓	✓	✓
34.	Uttarakhand	NR				
35.	West Bengal	×	×	×	×	✓

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Some of the States have made it mandatory on the part of Panchayats to publish a citizens charter containing the details of services rendered, time frame fixed for delivery of services etc.,. Certain States have also brought the Panchayats under the service guarantee Act. Most of the States have designated officials of the Panchayati Raj & Rural Development Department to be the authority to redress complaints, while some states have entrusted this task with independent agencies like Ombudsman. The details of measures introduced by various States for ensuring transparency are provided in Table No. 7.4

Table No.7.4: Transparency Measures in the PRIs Adopted by the States/UTs

SI No	Name of State/UTs	Publishing Citizens Charter Made Mandatory	PRIs brought under Service Guarantee Act	Constituted Independent Agency like Ombudsman for Complaints Redressal
1.	Andaman & Nicobar	NR	NR	NR
2.	Andhra Pradesh	Yes	No	No
3.	Arunachal Pradesh	No	No	No
4.	Assam	Yes	No	No
5.	Bihar	No	No	No
6.	Chandigarh	No	No	No
7.	Chhattisgarh	Yes	Yes	Yes
8.	Dadra & Nagar Haveli	No	No	No
9.	Daman & Diu	No	No	No
10.	Goa	NR	NR	NR
11.	Gujarat	Yes	No	No
12.	Haryana	NR		
13.	Himachal Pradesh	NR		
14.	Jammu & Kashmir	No	No	No
15.	Jharkhand	No	No	No
16.	Karnataka	Yes	Yes	Yes
17.	Kerala	Yes	Yes	Yes
18.	Lakshadweep	NR		
19.	Madhya Pradesh	Yes	Yes	Yes
20.	Maharashtra	Yes	Yes	Yes
21.	Manipur	No	No	No
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	Yes	No	No
26.	Puducherry	NA		
27.	Punjab	Yes	Yes	Yes
28.	Rajasthan	Yes	No	Yes
29.	Sikkim	No	No	Yes
30.	Tamil Nadu	No	Yes	Yes
31.	Telangana	Yes	Yes	Yes
32.	Tripura	No	No	No
33.	Uttar Pradesh	No	No	No
34.	Uttarakhand	No	No	No
35.	West Bengal	Yes	Yes	No

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Only 13 States have made the citizens charter mandatory. The states of Chhattisgarh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Tamil Nadu, Telangana and West Bengal have brought Panchayats under the Service guarantee Act. Independent agencies attending to the complaints against Panchayats exist in Chhattisgarh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Sikkim, Tamil Nadu and Telangana.

Measures for ensuring transparency are seen adopted, at varying levels, by the States and UTs. Introduction of citizen charters, enactment of service guarantee act, constitution of independent agencies for the settlement of complaints etc are the common programmes undertaken by the States and UTs. Among the 26 States/UTs that responded to the questionnaire, 13 have published citizen's charters, which works out to 50 per cent, while only nine States/UTs have brought the PRIs under the service Guarantee Act, which works out to 34.6 per cent. Independent agencies like Ombudsman have been constituted by ten States/ UTs, which works out to 38.46 per cent. Our observations indicate that earnest attempts are being made on the part of states for maintaining transparency and accountability in local governance.

The budget and accounts in all most all the States are prepared by PRIs in the formats prescribed. The accounts of PRIs are subjected to internal audit by the departments concerned. Audit by local fund audit authorities and test audits in selected Gram Panchayats by the Accountant General also are being conducted. The details of audit are provided in Table No. 7.5

Table No.7.5: Details of Audit Conducted in PRIs

Sl No	Name of State/UTs	Details of Audit		
		Internal Audit	Local fund audit	Audit by C&AG
1.	Andaman & Nicobar	×	✓	✓
2.	Andhra Pradesh	✓	✓	✓
3.	Arunachal Pradesh	✓	×	✓
4.	Assam	✓	✓	✓
5.	Bihar	✓	✓	✓
6.	Chandigarh	×	✓	✓
7.	Chhattisgarh	✓	✓	×
8.	Daman & Diu	✓	×	✓
9.	Dadra & Nagar Haveli	✓	×	✓
10.	Goa	✓	✓	✓
11.	Gujarat	✓	✓	✓
12.	Haryana	×	✓	✓

13.	Himachal Pradesh	✓	✓	✓
14.	Jammu & Kashmir	✓	✓	×
15.	Jharkhand	✓	✓	✓
16.	Karnataka	✓	✓	✓
17.	Kerala	✓	✓	✓
18.	Lakshadweep	✓	×	✓
19.	Madhya Pradesh	✓	✓	✓
20.	Maharashtra	✓	✓	✓
21.	Manipur	✓	✓	✓
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	✓	✓	✓
26.	Puducherry			
27.	Punjab	✓	✓	✓
28.	Rajasthan	✓	✓	✓
29.	Sikkim	✓	✓	✓
30.	Tamil Nadu	✓	✓	✓
31.	Telangana	✓	✓	×
32.	Tripura	✓	×	✓
33.	Uttarakhand	✓	✓	✓
34.	Uttar Pradesh	✓	✓	✓
35.	West Bengal	✓	✓	✓

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

All PRIs from the States/UTs are reported to have a format prescribed for accounting and budget. The accounts of PRIs are seen audited at regular intervals by a team from internal audit, local fund audit and Comptroller and Auditor general. Consolidated audit reports are claimed to have been placed before the legislatures. Corruption and misappropriation are seen guarded through a regular auditing of PRI accounts at various levels.

The funds are transferred to PRIs electronically in 18 States, while in 12 States, the request for funds and utilization certificates is forwarded by PRIs electronically. The details of States which have adopted electronic fund transfer are provided in Table No.7.6

Table No.7.6: Details of Electronic Fund Transfer by PRIs

SI No	Name of State	Whether Electronic Fund Transfer Exist?	Whether request for funds and UC issued electronically?
1.	Andaman & Nicobar	No	No
2.	Andhra Pradesh	Yes	Yes
3.	Arunachal Pradesh	No	No
4.	Assam	Yes	No
5.	Bihar	Yes	No
6.	Chandigarh	Yes	No
7.	Chhattisgarh	Yes	No
8.	Daman & Diu	No	No
9.	Dadra & Nagar Haveli	Yes	Yes

10.	Goa	No	No
11.	Gujarat	Yes	Yes
12.	Haryana	No	No
13.	Himachal Pradesh	Yes	No
14.	Jammu & Kashmir	No	No
15.	Jharkhand	Yes	Yes
16.	Karnataka	Yes	Yes
17.	Kerala	Yes	Yes
18.	Lakshadweep	No	No
19.	Madhya Pradesh	No	No
20.	Maharashtra	Yes	Yes
21.	Manipur	No	No
22.	Meghalaya	NA	
23.	Mizoram	NA	
24.	Nagaland	NA	
25.	Odisha	Yes	Yes
26.	Puducherry	NA	
27.	Punjab	Yes	Yes
28.	Rajasthan	No	No
29.	Sikkim	Yes	No
30.	Tamil Nadu	Yes	Yes
31.	Telangana	No	No
32.	Tripura	Yes	No
33.	Uttar Pradesh	Yes	No
34.	Uttarakhand	No	No
35.	West Bengal	Yes	Yes

Source: *Data Compiled from Field Survey & the Information Furnished by the States and UTs*

PRIs in a majority of States are provided with computers, along with internet connection. Softwares developed by MoPR as well as by the States are seen installed and are used for specific purposes. Out of the 31 States/UTs that responded to the question relating to the mode of fund transfer, 19 have agreed to be following an electronic fund transfer, while 11 have claimed that the requests for funds and utilization certificates are forwarded electronically. Infrastructure facilities as well as training provided to the functionaries are seen helpful to the PRIs for the timely implementation of projects.

In order to attain transparency and accountability, Panchayati Raj Institutions in a number of States are uploading their budgets, annual financial statements, audit reports, consolidated accounts and resolutions on their websites. The PRIs in nine States upload their budgets, while annual finance statements (AFS) are uploaded in eight States. The details of States where PRIs upload various documents the public domain are provided in Table No.7.7

Table No.7.7: Details of Documents in Public Domain Uploaded by the PRIs

Sl No	Name of State/UTs	Whether Budget Uploaded?	Whether AFS Uploaded?	Whether Audit Report Uploaded??	Whether Consolidated Accounts of PRIs Uploaded?	Whether Resolution of PRIs Uploaded?
1.	Andaman & Nicobar	Yes	Yes	No	No	No
2.	Andhra Pradesh	Yes	Yes	Yes	Yes	Yes
3.	Arunachal Pradesh	No	No	No	No	No
4.	Assam	No	No	No	No	No
5.	Bihar	No	No	No	No	No
6.	Chandigarh	No	No	No	No	No
7.	Chhattisgarh	No	No	No	No	No
8.	Daman & Diu	No	No	No	No	No
9.	Dadra & Nagar Haveli	No	No	No	No	No
10.	Goa	No	No	No	No	No
11.	Gujarat	No	No	No	No	No
12.	Haryana	No	No	No	No	No
13.	Himachal Pradesh	No	No	No	No	No
14.	Jammu & Kashmir	No	No	No	No	No
15.	Jharkhand	No	No	No	No	No
16.	Karnataka	Yes	Yes	Yes	Yes	Yes
17.	Kerala	Yes	Yes	Yes	Yes	Yes
18.	Lakshadweep	No	No	No	No	No
19.	Madhya Pradesh	No	No	No	No	No
20.	Maharashtra	Yes	Yes	Yes	Yes	Yes
21.	Manipur	No	No	No	No	No
22.	Meghalaya	NA				
23.	Mizoram	NA				
24.	Nagaland	NA				
25.	Odisha	Yes	No	Yes	No	Yes
26.	Puducherry	NA				
27.	Punjab	Yes	Yes	Yes	Yes	Yes
28.	Rajasthan	No	No	No	No	No
29.	Sikkim	No	No	No	No	No
30.	Tamil Nadu	Yes	Yes	Yes	Yes	Yes
31.	Telangana	No	No	No	No	No
32.	Tripura	No	No	No	No	No
33.	Uttar Pradesh	No	No	No	No	No
34.	Uttarakhand	No	No	No	No	No
35.	West Bengal	Yes	Yes	Yes	Yes	Yes

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

A special care is seen given by a majority of the States with respect to maintaining transparency and accountability in local governance. Gram Sabha meetings often form a common platform for sharing information on the functioning of PRIs. It is observed that certain States have initiated the uploading of information for public interest. Out of the 31 States/UTs that responded, seven have claimed the uploading of annual budgets, annual financial statements, audit reports, consolidated accounts and Panchayat resolutions and these states are West Bengal, Tamil Nadu, Punjab, Maharashtra, Kerala, Karnataka and Andhra Pradesh.

E- Governance

Attempts have been made by the Ministry of Panchayati Raj to computerize the functioning of Panchayats. The NIC has developed ten softwares for the use of Panchayats: 1 PRIA Soft, 2 Plan Plus, 3. National Panchayat Portal, 4 Local Government Directory, 5 Action Soft, 6 Service Plus, 7 Social Audit and Meeting Management, 8 Training Management, 9 Area Profiler and 10 National Asset Directory. The States of Madhya Pradesh, Kerala and Karnataka have developed their own State-specific softwares also. But during the field survey, it was observed that the Gram Panchayats were not fully utilizing these softwares. The softwares used by the Gram Panchayats selected for the field survey are listed in Table No.7.8

Table No.7.8: Details of Softwares used by Gram Panchayats

SI No	State	Priya Soft	Plan Plus	NPP	Local Government Directory	Action Soft	Service Plus	Social Audit and Meeting Management	Training Management	Area Profiler	National Asset directory
1.	Andaman & Nicobar										
2.	Andhra Pradesh	✓	✓	✓	✓			✓	✓		
3.	Arunachal Pradesh										
4.	Assam	✓	✓			✓		✓		✓	✓
5.	Bihar										
6.	Chandigarh										
7.	Chhattisgarh	✓	✓	✓					✓		
8.	Daman & Diu										
9.	Dadra & Nagar Haveli	✓									
10.	Goa	✓					✓			✓	
11.	Gujarat				✓						
12.	Haryana	✓		✓	✓					✓	✓
13.	Himachal Pradesh										
14.	Jammu & Kashmir										
15.	Jharkhand										

16.	Karnataka	State Specific Softwares										
17.	Kerala											
18.	Lakshadweep											✓
19.	Madhya Pradesh											
20.	Maharashtra	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
21.	Manipur	✓		✓	✓							✓
22.	Odisha	✓	✓					✓				✓
23.	Punjab											
24.	Rajasthan	✓				✓		✓				✓
25.	Sikkim	✓	✓	✓	✓	✓					✓	✓
26.	Tamil Nadu	✓										
27.	Telangana	✓	✓	✓		✓					✓	✓
28.	Tripura	✓	✓	✓	✓	✓		✓	✓	✓		
29.	Uttar Pradesh	✓	✓									
30.	Uttarakhand	✓	✓	✓								✓
31.	West Bengal			✓								

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

In addition to these softwares, the Gram Panchayats in the following States are using State-specific softwares:-

1. Gujarat – Ojas, ROR
2. Maharashtra –Gram Mitra
3. West Bengal – GPMS
4. Uttar Pradesh- E District
5. Rajasthan – Pahachan

The State of Madhya Pradesh is using the following softwares,

- Panchayat Darpan
- MGNREGS Portal
- Samagra Portal
- SBM Portal
- MPE District
- IAY Portal

The Karnataka State has developed the following softwares being used by Gram Panchayats:

Panchathantra

State Panchayat Portal

GSK (Transparency, supervision and to avoid duplication) G2G (Geotagging and mapping of public assets), E Pavathi (mobile App for tax collection), Geo tagging – MGNREGS works

Software for monitoring and reporting housing progress, SBM, RGRHCL, End to End, GPDP

Kerala Government has developed the following state- specific softwares for use by Gram Panchayats

- *Soochika*- Front Office Receipt
- *Samkhya* – (Accounting)
- *Sanchaya*- (Receipts)
- *Sulekha*
- *Sevana*- Pension
- *Samanya*- Minutes
- *Sanchitha* – Construction
- *Sachitra*- Assets

The details of NIC developed softwares used by Intermediate Panchayats are provided in Table No.7.9

Table No.7.9: Details of Softwares used by Intermediate Panchayats

Sl No	State	Pria Soft	Plan Plus	NPP	Local Govt. Directory	Action Soft	Service Plus	SAMM	Training Management	Area profiler	National asset directly
1.	Andaman & Nicobar	NR									
2.	Andhra Pradesh	✓	✓	✓					✓	✓	✓
3.	Arunachal Pradesh	NR									
4.	Assam	✓	✓		✓			✓			
5.	Bihar	✓			✓		✓				
6.	Chandigarh	NR									
7.	Chhattisgarh	✓	✓	✓	✓		✓	✓		✓	✓
8.	Daman & Diu	NA									
9.	Dadra & Nagar Haveli	NA									
10.	Goa	NA									
11.	Gujarat	✓	✓	✓							
12.	Haryana	✓		✓						✓	✓
13.	Himachal Pradesh	✓		✓	✓			✓			
14.	Jammu & Kashmir	NA									
15.	Jharkhand	✓						✓		✓	
16.	Karnataka		✓	✓		✓		✓			
17.	Kerala										
18.	Lakshadweep	NA									

19.	Madhya Pradesh				✓						
20.	Maharashtra	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
21.	Manipur	NA									
22.	Meghalaya	NA									
23.	Mizoram	NA									
24.	Nagaland	NA									
25.	Odisha	✓	✓	✓	✓	✓				✓	✓
26.	Puducherry	NA									
27.	Punjab	✓	✓	✓	✓					✓	
28.	Rajasthan	✓	✓					✓			
29.	Sikkim										
30.	Tamil Nadu	✓									
31.	Telangana	✓	✓	✓		✓		✓	✓		✓
32.	Tripura	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
33.	Uttar Pradesh	✓	✓					✓			
34.	Uttarakhand	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
35.	West Bengal	✓		✓	✓						

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Intermediate Panchayats of Maharashtra, Uttarakhand and Tripura only are making use of all the softwares, while Intermediate Panchayats in the States of Madhya Pradesh, Karnataka, Kerala Uttar Pradesh and West Bengal use state- specific softwares. The following are the state -specific softwares being used.

Madhya Pradesh

- *MGNREGS Portal*
- *Samagra*
- *IAY*
- *SBM*
- *MPE District*

Kerala

- *Soochika*
- *Samkhya*
- *Samanya*
- *Sanchitha*
- *Sachitra*

Karnataka

- Panchathanthra
- MGNREGA
- Housing
- Eswathu
- RDPR Services
- End 2 end
- Masset
- SBM
- Bhavan App
- G2 G Module

Uttar Pradesh

- *igay.up.nic.in*
- CRS (Birth & Death Registration)

- E. District

West Bengal

- Awas Soft
- SEBA
- RHS
- COSA
- E. District
- MIDDAY
- KANYASREE
- OASIS

It is seen that a majority of the Intermediate Panchayats are using MGNREGA Portal, SBM Portal and AWAS SOFT for the online reporting of these Schemes. The details of Softwares used by the District Panchayat are provided in Table No. 7.10

Table No. 7.10: Details of Software used by District Panchayats

Sl No	Name of State	Priya Soft	Plan Plus	NPP	Local Government Directory	Action Soft	Service Plus	SA-MM	Training Management	Area profiler	National Asset Directory
1.	Andaman Nicobar										
2.	Andhra Pradesh	✓	✓	✓							
3.	Arunachal Pradesh										
4.	Assam	✓	✓	✓	✓						
5.	Bihar	✓		✓				✓	✓	✓	
6.	Chandigarh										
7.	Chhattisgarh	✓	✓	✓	✓	✓	✓			✓	✓
8.	Daman & Diu										
9.	Dadra & Nagar Haveli										
10.	Goa										
11.	Gujarat			✓					✓		✓
12.	Haryana	✓									✓
13.	Himachal Pradesh	✓	✓	✓	✓	✓				✓	✓
14.	Jharkhand	✓	✓	✓		✓				✓	
15.	Karnataka										
16.	Kerala										
17.	Lakshadweep										
18.	Madhya Pradesh				✓					✓	
19.	Maharashtra	✓	✓	✓		✓			✓	✓	✓
20.	Manipur	✓	✓		✓					✓	✓
21.	Odisha	✓	✓				✓	✓			
22.	Punjab	✓	✓	✓	✓					✓	✓
23.	Rajasthan	✓	✓	✓	✓	✓	✓	✓	✓		
24.	Sikkim	✓									
25.	Tamil Nadu	✓									
26.	Telangana	✓	✓	✓							
27.	Tripura	✓	✓	✓	✓	✓			✓	✓	
28.	Uttar Pradesh	✓	✓	✓		✓					
29.	Uttarakhand	✓	✓	✓	✓	✓			✓	✓	✓
30.	West Bengal	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The District Panchayats in Uttar Pradesh use IGRS Software for registering complaints from the Public. The Zilla Parishads in Madhya Pradesh are seeing using Panchayat Darpan, State-specific softwares and Softwares for Centrally Sponsored Schemes, while West Bengal Zilla Panchayats use GPMS for Gram Panchayats management, IFMS for financial Management, RHS for household synopsis and SEBA for amount disbursement status. Karnataka Zilla Parishads use Panchathantra, MGNREGA soft, End 2 End soft, Bhavan Software, e-Swathu Software and Gandhi Sakshi Kayaka Software. District Panchayats in Kerala use Soochika, Samkhya, Sulekha, Samanya, Sanchitha and Sachitra Softwares. Thus, the Panchayati Raj Institutions all over the country have adopted computer-use initiatives as part of ensuring good governance, transparency and e -governance.

CHAPTER VIII

Performance of PRIs Across States and UTs

The availability of funds, functions and functionaries along with an adequate training may be a workable strategy for improving the functioning of Panchayats. The performance and efficiency of Panchayats are reflected in the frequency of committee meetings and the number of resolutions taken. A performing Panchayat may not confine its meetings to a minimum mandated number. The state-specific acts have mandated a minimum number of committee meetings, but it varies from state to state. In some of the states, two committee meetings are to be convened in a month, while some others have fixed it as once in a month. The meetings are convened issuing printed/ hand written notices to the elected representatives along with the agenda of the meetings. In order to ensure high degree of transparency in the Panchayat proceedings, some of the state acts provide for admission of ‘outsiders’, including the press to the committee meetings as observers. To ensure co-ordination among tiers, the members from the other tiers are invited for the committee meetings in some States. The details of mandated committee meetings are provided in Table No 8.1.

Table No. 8.1: Details of Committee Meetings Mandated

Sl No	Name of State /UTs	Meetings Mandated		
		Gram Panchayat	Intermediate Panchayat	Zilla Panchayat
1.	Andaman Nicobar	Once in a Month	Once in 2 Months	Once in 2 Months
2.	Andhra Pradesh	Once in a Month	Once in a Month	Once in 3 Months
3.	Arunachal Pradesh	Once in 2 Months	Once in 3 Months	Once in 3 Months
4.	Assam	Once in 2 Months	Once in 2 Months	Once in 3 Months
5.	Bihar	Once in 2 Months	One in 2 Months	Once in 3 Months
6.	Chandigarh	Once in a Month	Once in 6 Months	Once in 3 Months
7.	Chhattisgarh	Once in a Month	Once in a Month	Once in a Month
8.	Dadra & Nagar Haveli	Once in 3 Months	NA	Once in 3 Months
9.	Daman & Diu	Once in a Month	NA	Once in 3 Months
10.	Goa	Once in 15 Days	NA	Once in 2 Months
11.	Gujarat	Once in a Month	Once in 3 Months	Once in 3 Months
12.	Haryana	Twice in a Month	6 times in a Year	6 Times in a Year
13.	Himachal Pradesh	Once in a Month	Once in 3 Months	Once in 3 Months
14.	Jammu & Kashmir	Once in a Month	NA	NA
15.	Jharkhand	Once in 2 Months	Once in 2 Months	Once in 3 Months
16.	Karnataka	Once in a Month	Once in 2 Months	Once in 2 Months
17.	Kerala	Once in a Month	Once in a Month	Once in a Month
18.	Lakshadweep	Once in a Month	NA	Once in 3 Months
19.	Madhya Pradesh	Once in a Month	Once in a Month	Once in a Month
20.	Maharashtra	Once in a Month	Once in a Month	Once in 3 Months
21.	Manipur	Once in 2 Months	NA	Once in 3 Months

22.	Meghalaya	NA	NA	NA
23.	Mizoram	NA	NA	NA
24.	Nagaland	NA	NA	NA
25.	Odisha	Once in a Month	Once in 2 Months	Once in 3 Months
26.	Puducherry	NA	NA	NA
27.	Punjab	Once in a Month	Once in 2 Months	Once in 3 Months
28.	Rajasthan	Once in a Fortnight	Once in a Month	Once in a Month
29.	Sikkim	Twice in 1 Month	NA	Once in 3 Months
30.	Tamil Nadu	Once in 60 Days	Once in 60 Days	Once in 2 Months
31.	Telangana	Once in a Month	Once in 3 Months	Once in 3 Months
32.	Tripura	Once in a Month	Once in a Month	Once in 2 Months
33.	Uttar Pradesh	Once in a Month	Once in 3 Months	Once in 3 Months
34.	Uttarakhand	Once in a Month	Once in 3 Months	Once in 3 Months
35.	West Bengal	Once in a Month	Once in every Months	Once in 3 Months

Source: Data Compiled from the Information Furnished by the States and UTs

In 20 states, the Gram Panchayat Committee meetings are to be held once in a month, they are to be held twice in a month in the states of Sikkim and Haryana and in Tamil Nadu, Arunachal Pradesh, Assam and Bihar, Gram Panchayat Committee meetings are to be held once in 60 days.

In Andhra Pradesh, Chhattisgarh, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Tripura and West Bengal, the Intermediate Panchayat Committee meetings are to be held once in a month, while Zilla Parishad meetings are to be held each month in Chhattisgarh, Kerala, Madhya Pradesh and Rajasthan only. In most of the States, Zilla Parishad meetings are to be held 4 times in a year.

The frequency of committee meetings and the number of resolutions taken may be considered as an evidence for the effective performance of Panchayats. The details of Gram Panchayat meetings held in selected Gram Panchayats and the number of resolutions taken during 2014-15 and 2015-16 are provided in Table No.8.2.

Table No 8.2: Details of Committee Meetings held in Selected Gram Panchayat during 2014-15 and 2015-16

Sl No	State/UT	District	Block	Gram Panchayat	Meeting Held			
					2014-15		2015-16	
					Number	Average Resolutions	Number	Average Resolutions
1	Andaman Nicobar	South Andaman	Prothrapur	Beodnabad	9	3	7	4
				Sippighat	8	3	3	3
			Ferrarganj	Chouldari	1	1	3	4
				Stewartganj	7	4	8	6
				Chennampally	5	9	5	3
2	Andhra Pradesh	Chittor	Yerpedu	Vikruthumala	4	4	6	3
				Palur	9	-	7	NR
			Chittor	Chintalagunda	8	6	6	5
				Choppakanda	10	6	4	3
		East Godavari	Devipatnam	Devaram	8	7	6	4
				Chattawada	5	11	7	7
			Maredmilli					

3	Arunachal Pradesh	Details Not Reported						
4	Assam	Dibrugarh	Joypur	Dhadumia	17	2	28	2
				Amgari	17	2	16	2
			Borboruah	Borboruah	9	1	11	1
				Jokai	6	1	7	1
5	Bihar	Rohtas	Dehri	Becup	6	3	4	2
				Manjhiyaw	3	2	3	-
6	Chandigarh	Chandigarh	Chandigarh	Kaimbwala	15	2	14	2
				Behlana	20	4	19	4
				Kishangarh	19	4	15	4
				Raipurkhurd	16	3	19	2
7	Chhattisgarh	Sarguja	Batoli	Khaddhuwa	7	1	7	2
				Govindpur	7	4	11	4
			Lakhanpur	Losga	12	2	14	3
		Kabeer Dham	Pandriga	Dalamauha	Nil	Nil	11	2
			Kawardha	Samnapur	10	5	16	5
				Bhaguatola	12	2	3	3
8	Daman & Diu	Daman	Daman	Patlara	10	4	11	5
				Kadaiya	12	5	10	7
				Dhabel	9	5	10	9
				Pariyari	12	6	8	2
9	Dadra & Nagar Haveli	Dadra	Dadra	Naroli	12	8	12	7
				Randha	12	7	12	8
				Dudhani	12	1	12	1
10	Goa	North Goa	BardezBlod	Pehade France	6	7	5	9
				Moirra	5	3	7	4
				Coragao	4	5	7	3
				Casar Varnan	6	4	4	5
11	Gujarat	Rajkot	Paddhari	Abdalka	8	6	7	6
				Depaliya	5	4	6	6
			Rajkot	Chanchadiya	4	5	5	6
				Rajsamadhiyala	12	5	12	6
		Baruch	Zagadiya	Talodra	10	9	8	11
				Umallla	12	5	10	6
			Valiya	Siludi	12	7	10	7
				Kondh	13	8	11	6
12	Haryana	Jajjar	Badsa	Badsa	9	2	5	3
			Badurghar	Deshalpur	3	-	3	-
			Beri	Bishan	NR	NR	NR	NR
				Bakra	NR	NR	12	4
		Rohtak	Lakhanmanjra	Nandal	12	-	12	-
				Bainci	12	-	12	-
			Sampala	Kultana	-	-	20	1
				Bhainsukhurd	-	-	7	1
13	Himachal Pradesh	Chamba	Tissa	Deola	23	4	19	3
				Tissa I	14	5	11	6
		Salooni		Salwan	24	-	22	-
				Bhadela	23	-	22	-
		Kinnaur	Kalpa	Kalpa	22	5	22	6
				Pangi	26	7	25	5
		Pooh		Pooh	15	6	16	5
				Sunnam	22	4	22	8
14	Jammu & Kashmir	Samba	Ramgarh	Chang	24	1	20	1
				Gurwal	4	1	6	1
			Vijaipur	Harminder	-	-	25	1
			Samba	Ramnagar	13	1	11	1
		Ganderbal	Lar	Arhama A	24	1	24	1
				Lar B	11	2	8	1
			Kangan	Chattergul	No records			

15	Jharkhand	Gumla	Chainpur	Janawal	5	2	6	3
				Ramgarh	7	1	6	3
			Kamdara	Konsa	4	2	5	4
				Sarita	6	2	5	1
		Dhanbad	Baliapur	Suranga	4	3	5	2
				Baliapur East	6	4	7	1
			Nirsa	Gaghra	4	3	5	2
				Pindaghat	6	7	8	2
16	Karnataka	Dakshin Kannada	Putur	Ramakunja	10	23	9	21
				Golithottu	11	15	7	18
			Mangalore	Kallamundkur	9	10	7	9
				Daregudde	10	10	8	11
		Raichur	Lingasugur	Guntagol	4	-	4	-
				Maraldinmi	7	-	6	-
			Raichur	Gillesugur	8	6	6	9
				Jambaldinni	3	7	6	6
17	Kerala	Alappuzha	Mavelikara	Chettikulagara	25	5	27	6
				Thazhakkara	32	8	26	9
			Kanjikkuzhi	Thanneermukkam	29	18	24	23
				Cherthala South	25	24	19	26
		Kasargodu	Manjeswaram	Mangalpady	16	12	16	14
				Badiyadika	18	11	19	12
			Kanjangadu	Madikai	21	14	20	13
				Uduma	23	10	22	9
18	Lakshadweep	Lakshadweep	-	Chetlat	8	3	9	2
				Amini	5	4	6	8
				Kadamat	6	7	7	9
				Kalpeni	8	9	9	7
19	Madhya Pradesh	Jhhabua	Ranapur	Buralpur	NR	NR	8	2
			Meghnagar	Jamda	12	5	12	5
				Devighad	11	3	12	4
		Gwalior	Dabra	Chirpura	-	-	3	3
				Jangipur	5	4	12	4
			Morar	Virampura	6	3	12	3
				Hastinapur	5	2	12	3
		Narsinghpur	Narsinghpur	Bhamoni	1	1	5	2
			Karoli	Ghurpur	8	-	11	-
				Newari	5	14	6	16
20	Maharashtra	Kolhapur	Chandgad	Halkarni	12	7	16	7
				Dholgarwadi	12	8	14	6
			Shirod	Rajapur	12	9	12	8
		Beed	Dharur	Umrewadi	12	4	12	7
				Rui Dharur	10	5	13	6
			Patoda	Gandhanwadi	12	5	12	6
		Nandurbar	Taloda	Tal Taloda	11	7	12	8
				Amoni	12	5	12	6
			Navapur	Kholghar	12	5	11	6
				Cheda Pada	9	4	12	5
21	Manipur	Imphal West	IW-II Wangoi	PhoubukchaoSo kmaijin	12	-	11	3
			Harangsabal	Kanglatougbi	-	-	6	3
				Phayeng	11	2	9	3
22	Meghalya	NA						
23	Mizoram	NA						
24	Nagaland	NA						
25	Odisha	Mayurbhanj	Bangdiposi	Khadisole	12	11	12	12
				Bangirposhi	11	5	14	3
			Sadar	Dhobarisole	12	7	12	7
				BC Pur	12	6	12	7
		Puri	Nimapara	Thulasipur	12	5	12	6
				Uchhupur	12	7	12	6

			Purisadal	Chandanpur	12	8	12	9	
				Malalipatpur	12	9	12	9	
26	Puducherry								
27	Punjab	Amritsar	Harshachinna	Santunangal	15	2	17	2	
				Majitha	12	1	15	1	
			Fatehnagar	Hindupur	22	2	22	2	
				Jaisinghwala	11	1	12	1	
		Fatehgarh Sahib	Khera	Sindram	22	2	15	1	
				Damheri	19	2	13	1	
			Bassi	Kukranwala	15	2	16	1	
28	Rajasthan	Sriganganagar	Raisingnagar	Rangilpur	14	1	12	1	
				Bhompura	4	6	6	7	
			Padampur	Dabla	17	2	20	12	
				BinjhByala	15	3	15	4	
		Dungarpur	Sagwada	Delwa	15	4	13	-	
				Gamdidevki	14	3	15	2	
			Vagairi	14	4	24	5		
Aspute	Gol	3	6	13	5				
29	Sikkim	South	Ravangla	7	1	1	2	1	
				RavongSangoo					
				45	3	3	2	5	
			Melli	BarfungZarrong					
				22	2	1	2	1	
30	Tamil Nadu	Kanyakumari	Agastheeswaran	SadamSuntaleg					
				24	3	1	2	1	
			Pudukkottai	Ponnamaravathi	TurukRamabong				
					Konnaipatti	9	6	11	9
		Mattangal		12	3	11	4		
		Gandharvan Kottar	Alampatty	12	12	12	14		
			Kulathur	13	5	12	6		
31	Telangana	Warangal	Nekkonda	Pathipaka	5	6	5	9	
				Gundrappally	4	5	6	6	
			Narsampet	Rajupet	4	10	7	8	
				Banjipet	7	3	5	3	
		Mahboobnagar	Kodangal	Angadiraichur	10	4	4	3	
			Husnabad	5	4	5	3		
			Narayanpet	Jalalpur	5	7	4	7	
32	Tripura	Khowai	Khowai	Sonatala	16	5	25	5	
				Purbaganaki	22	5	25	3	
		West	Mundwi	Kairui	24	4	21	5	
				Mandwinagar	24	5	22	4	
33	Uttar Pradesh	Bareilly	Kyara	ItauwaSukhdevpur	2	4	3	4	
				Rondhi	2	6	2	11	
			Bhojipura	PachdeoraDeoria	2	5	2	11	
				ItauwaKedarnath	2	5	3	16	
			Banda	Mahuva	Mahuva	-	-	1	1
		Makari		NR	-	2	3		
		Allahabad	Badokhar Khurd	Tindwara	2	7	2	9	
			Bahadurpur	Havaliya	NR	-	1	3	
Naika	1			4	1	3			
34	Uttarakhand	Udham Singh Nagar	Jaspur	Chaka	-	-	1	1	
				Dhanuha	1	1	1	6	
				Laipur	2	NR	2	NR	
				Virpuri	5	-	8	-	

			Kashipur	Rampura	6	-	7	-
				Kundeshwari	4	-	6	-
		Haridwar	Laksar	Husainpur	4	-	2	3
			Roorkee	SulthanpurSabat wali	6	-	7	-
35	West Bengal	Hooghli	Goghat II	Badanganjfului	19	4	16	6
				Kumarpur	13	4	12	4
			Dhaniakhali	Dhaniakhali 2	11	3	14	2
				Dashhara II	12	3	12	4
		Cooch Behar	Tufanganj I	Andaranfulbari	12	4	15	4
				Balarampur-I	15	3	12	3
			Mathabhanga	Jorepatki	16	4	14	3
				Pachagarh	18	3	14	4

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The Gram Panchayats in Chandigarh, Himachal Pradesh, Punjab, Tamil Nadu, Tripura, Kerala, Manipur and West Bengal have held committee meetings more than mandated, while Gram Panchayats in Assam, Daman and Diu, Dadra and Nagar Haveli, Jammu & Kashmir, Maharashtra and Odisha have conducted the mandated number of meetings only. However, Gram Panchayats in other States, especially Uttar Pradesh, Andhra Pradesh, Madhya Pradesh and Telangana, have failed to convene the mandated number of meetings. The number of resolutions taken are comparatively high in respect of Andhra Pradesh, Daman & Diu, Dadra & Nagar Haveli, Gujarat, Karnataka, Kerala, Maharashtra, Odisha, Rajasthan, Tamil Nadu, Telangana and West Bengal. The frequency of meetings and the average number of resolutions taken have a relationship with the volume of funds transferred and devolution of functions. The number of committee meetings mandated for District Panchayats are comparatively less, as evident from Table No.8.3. The data available with the selected District Panchayats shows that most of the District Panchayats have not held the mandatory number of meetings. The details of the number of meetings held in the selected district Panchayats during 2014-15 and 2015-16 are provided in Table No.8.3

Table No.8.3: Details of Committee Meetings held in Selected District Panchayats during 2014-15 and 2015-16

SI No	State	District	Meetings held on 2014-2015	Meetings held 2015-16
1	Andaman & Nicobar	South Andaman	6	4
2	Andhra Pradesh	Chittoor	5	2
3	Arunachal Pradesh	East Godavari	3	3
4	Assam	Dibrugai	5	2
5	Bihar	Rohtas	3	3
6	Chandigarh	Chandigarh	3	4
7	Chhattisgarh	Kawardha	2	7
		Sarguja	4	6
8	Dadra & Nagar Haveli			
9	Daman & Diu	Daman	1	1
10	Goa	North Goa	3	2

11	Gujarat	Baruch	3	4
		Rajkot	5	6
12	Haryana	Jajjar	4	2
		Rohtak	0	3
13	Himachal Pradesh	Kinnaur	4	6
		Chamba	6	3
14	Jammu & Kashmir	NA		
15	Jharkhand	Gumla	3	2
		Dhanbad	4	2
16	Karnataka	Raichur	3	3
		Daskhin Kannada	7	4
17	Kerala	Alappuzha	16	17
		Kasaragod	15	16
18	Lakshadweep	Lakshadweep	8	9
19	Madhya Pradesh	Jhabua	2	6
		Narsinghpur	3	8
20	Maharashtra	Beed	11	10
		Kolhapur	6	5
		Nandurbur	13	13
21	Manipur	Imphal West	15	12
22	Meghalaya	NA		
23	Mizoram	NA		
24	Nagaland	NA		
25	Odisha	Mayurbhanj	1	3
		Puri	2	3
26	Puducherry	NA		
27	Punjab	Amritsar	4	5
		Fatehgarh Sahib	5	6
28	Rajasthan	Dungarupur	4	4
		Sriganganagar	3	3
29	Sikkim	South	3	2
30	Tamil Nadu	Pudukottai	5	6
		Kanyakumari	6	7
31	Telangana	Warangal	3	2
32	Tripura	Khowai	1	1
33	Uttar Pradesh	Banda	3	3
		Allahabad	3	3
		Bareilly	3	3
34	Uttarkhand	Haridwar	3	2
		Rudraprayag	3	3
35	West Bengal	Coach Bihar	6	5
		Hoogly	3	4

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The details of meetings held in the selected Intermediate Panchayats in various States during 2014-15 and 2015-16 are provided in Table No.8.4

Table No.8.4: Details of Committee meetings held in Selected Intermediate Panchayats during 2014-15 & 2015-16

SI No	State	District	Intermediate Panchayat	Meetings Held	
				2014-15	2015-16
1	Andaman & Nicobar	South Andaman	Prothrapur	6	5
			Ferranganj	1	5
2	Andhra Pradesh	Chittoor	Chittoor	3	4
			Yeepedu	2	4
		East Goadavari	Devipatnam	2	4
			Maredumilli	2	4
3	Arunachal Pradesh	West Siyang	Dali	1	0
4	Assam	Dibrugarh	Borboruah	4	3
			Joypur	4	4
5	Bihar	Gaya	Bodhgaya	5	5
		Rohtas	Dehri	4	2
6	Chandigarh	Chandigarh	Chandigarh	5	1
7	Chhattisgarh	Sarguja	Lakhanpur	3	7
		Kabeerdham	Kawardha	5	6
			Pandariya	3	8
8	Dadra & Nagar Haveli	NA			
9	Daman & Diu	NA			
10	Goa	NA			
11	Gujarat	Rajkot	Rajkot	4	5
			Paddhari	NA	NA
		Baruch	Jhagadi	4	4
			Valia	4	4
12	Haryana	Rohtak	Lakhanmajra	2	2
			Sampla	2	4
		Jajjar	Beri	3	3
			Bhadurgarh	4	3
13	Himachal Pradesh	Chamba	Tissa	5	5
			Saloni	5	7
		Kinnaur	Pooh	6	4
			Kalpa	3	7
14	Jammu & Kashmir	NA			
15	Jharkhand	Gumla	Chainpur	4	5
			Kamdara	5	3
		Dhanbad	Baliapur	4	3
			Nirsa	3	2
16	Karnataka	Dakshin Kannada	Puttur	6	5
			Mangalore	5	5
		Raichur	Raichur	1	4
			Lingasugur	4	3
17	Kerala	Alappuzha	Mavelikkara	30	18
			Kanjikkashi	24	20
		Kasargode	Manjeswaram	14	14
18	Lakshadweep		NA		
19	Madhya Pradesh	Narsinghpur	Kareli	2	7
			Marsinghpur	-	10
		Gwalior	Morar	4	5

20	Maharashtra		Dabra	1	5
		Jhabua	Ranapur	5	7
			Meghnagar	5	9
		Kolhapur	Shirol	13	13
			Chandgad	14	13
		Nandurbar	Nawapur	14	12
			Taloda	13	13
21	Odisha	Beed	Oharur	13	13
			Patoda	12	13
21	Manipur	NA			
22	Meghalaya	NA			
23	Mizoram	NA			
24	Nagaland	NA			
25	Puducherry	Puri	Puri	1	2
			Nimapara	3	3
		Mayubanj	Bangripoti	2	2
26	Punjab	Amritsar	Majitha	3	3
27	Rajasthan		Harshachinna	3	4
		Fatehgarhsahib	Khera	5	5
			Basipathana	6	9
28	Sikkim	Aspur	Aspur	4	5
		Ganganagar	Padampur	3	5
			Raisinghnagar	5	3
29	Tamil Nadu	Dangurpur	Sagwada	10	11
29	Sikkim	NA			
30	Telangana	Kanyakumari	Killiyur	5	6
			Agastheeswaram	6	6
		Pudukottai	Gandharvankottai	5	6
			Pannamaravathi	5	7
31	Tripura	Mahabubnagar	Kodangal		3
		Warangal	Narsampet	2	4
32	Uttar Pradesh	West Khowni	Mandwi	6	7
		Khowni	Khowni	7	4
33	Uttarakhand	Banda	Mahuva	1	2
		Bareily	Kyara	2	2
			Bhojipura	2	3
		Allahabad	Bhahadur	1	1
			Chaka	1	2
34	West Bengal	Udhamsingh	Kashipur	2	1
		Nagur	Jasipur	2	2
		Haridwar	Roorkee	2	1
			Laksar	2	0
35		Coachbihar	Tufanganj I	2	3
			Mathabhanga 1	1	1
		Hooghly	Dhaniyakhali	6	2
			Goghat II	3	3

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The mandatory number of meetings to be held in Intermediate Panchayats, as prescribed in the respective State Acts, have not been fulfilled in respect of Arunachal Pradesh, Bihar, Chhattisgarh, Karnataka, Madhya Pradesh, Odisha, Punjab, Rajasthan, Telangana, Uttar Pradesh and Uttarakhand.

Functioning of Standing Committees

Almost all the State Panchayati Raj Acts have made provisions for the constitution of Standing / Functional Committees for the effective functioning and monitoring of the programmes and plans implemented at the Panchayat level. The details of Standing Committees mandated by the State Acts and the details of committees formed at the Gram Panchayat level are given in Table No. 8.5

Table No. 8.5: Details of Standing Committees Mandated by the State Acts and the Details of Committees Constituted at the Gram Panchayats

Sl No	Name of State	Number of Standing Committees Mandated	Number of Standing Committees Constituted	Functional or Not
1.	Arunachal Pradesh	Nil	-	-
2.	Andhra Pradesh	5	5	Not functional
3.	Assam	3	3	Not functional
4.	Bihar	6	Nil	-
5.	Chhattisgarh	5	5	Not functional
6.	Chandigarh	3	Nil	-
7.	Dadra & Nagar Haveli	-	-	-
8.	Daman & Diu	2	2	Functional
9.	Goa	3	Nil	-
10.	Gujarat	2	2	Functional
11.	Haryana	5	5	Functional
12.	Himachal Pradesh	2	2	Not Functional
13.	Jammu & Kashmir	3	Nil	-
14.	Jharkhand	7	Nil	-
15.	Karnataka	3	3	Functional
16.	Kerala	4	4	Functional
17.	Lakshadweep	0	-	-
18.	Madhya Pradesh	3	3	Not Functional
19.	Maharashtra	-	-	-
20.	Manipur	3	Nil	-
21.	Odisha	7	7	Not Functional
22.	Punjab	3	3	Not Functional
23.	Rajasthan	4	4	Functional
24.	Sikkim	7	7	Functional
25.	Tamil Nadu	5	0	-
26.	Telangana	7	7	Not Functional
27.	Tripura	3	Nil	-
28.	Uttar Pradesh	6	6	Functional
29.	Uttarakhand	6	Nil	-
30.	West Bengal	5	5	Functional
31.	Andaman & Nicobar	1	1	Not Functional

Source: Data Collected from State Reports and Field Visit

The number of Standing Committees to be constituted in the Gram Panchayats varies from seven to one. No standing committees in the visited Gram Panchayats have been constituted in the states of Bihar, Goa, Jammu Kashmir, Jharkhand, Tamil Nadu (No elected body at the time of collection of Data) Tripura, Uttarakhand and UT of Chandigarh. Though the committees have been constituted they are not functional in the States of Andhra Pradesh, Assam, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Odisha, Punjab and Telangana. The details of Standing Committees mandated at the Intermediate Panchayat level and committees constituted are given in Table No.8.6

Table No.8.6: Details of Standing Committees Mandated by the State Acts and the Details of Committees Constituted at the Intermediate Panchayats

SL. No	Name of State	Number of Standing Committees Mandated	Number of Standing Committees Constituted	Functional or Not
1	Arunachal Pradesh	0	0	-
2	Andhra Pradesh	3	Nil	-
3	Assam	4	4	Functional
4	Bihar	6	6	Functional
5	Chhattisgarh	7	7	Functional
6	Gujarat	3	3	Functional
7	Haryana	6	6	Functional
8	Himachal Pradesh	3	3	Not Functional
9	Jharkhand	0	0	-
10	Karnataka	3	3	Functional
11	Kerala	4	4	Functional
12	Madhya Pradesh	7	7	Functional
13	Maharashtra	0	Nil	-
14	Odisha	7	7	Functional
15	Punjab	5	5	Functional
16	Rajasthan	6	6	Functional
17	Tamil Nadu	-	-	-
18	Telangana	5	5	Not Functional
19	Tripura	4	4	Functional
20	Uttar Pradesh	6	6	Functional
21	Uttarakhand	6	6	Functional
22	West Bengal	10	10	Functional
23	Andaman & Nicobar	1	1	Functional

Source: Data Collected from State Reports and Field Visit

The number of standing committees mandated in the State Acts varies from ten to one. It is seen that the standing committees are not functional in the visited Intermediate Panchayats in Himachal Pradesh and Telangana. In all other states the standing committees of the

Intermediate Panchayat level are functional. The standing committees mandated in the District Panchayats in each state and their functioning are given in Table No.8.7

Table No.8.7: Details of Standing Committees Mandated by the State Acts and the Details of Committees Constituted at the District Panchayats

SL No	State	Number of Standing Committees Mandated	Number of Standing Committees Constituted	Functional or Not
1	Arunachal Pradesh	-	-	-
2	Andhra Pradesh	7	7	Functional
3	Assam	4	4	Functional
4	Bihar	7	7	Functional
5	Chhattisgarh	5	5	Functional
6	Daman & Diu	7	7	Functional
7	Dadra & Nagar Haveli	NR	-	-
8	Goa	7	7	Not Functional
9	Gujarat	6	6	Functional
10	Haryana	12	12	Functional
11	Himachal Pradesh	5	5	Functional
12	Jharkhand	7	7	Not Functional
13	Karnataka	5	5	Functional
14	Kerala	5	5	Functional
15	Lakshadweep	-	-	-
16	Madhya Pradesh	6	6	Functional
17	Maharashtra	9	9	Functional
18	Manipur	3	3	Not Functional
19	Odisha	8	8	Functional
20	Punjab	4	4	Functional
21	Rajasthan	6	6	Functional
22	Sikkim	4	4	Functional
23	Tamil Nadu	-	-	-
24	Telangana	7	7	Functional
25	Tripura	7	7	Functional
26	Uttar Pradesh	6	6	Functional
27	Uttarakhand	6	6	Functional
28	West Bengal	11	11	Functional
29	Andaman Nicobar	6	6	Functional

Source: Data reported by the State PR departments and Field Survey

It is seen that 12 standing committees are to be constituted at the District Panchayat level in the state of Haryana while it is four in Assam, Punjab, and Sikkim. The standing committees are functional in all the states except Goa, Jharkhand and Manipur.

Basic Facilities available in Gram Panchayats

For an effective functioning of an institution, basic facilities like buildings, toilets, electricity connection, drinking water etc are inevitable. Since modern governance has internalized modern communication facilities, the availability of telephone, computers and internet connection also is necessary. The District Panchayats and Intermediate Panchayats across the country do have all these facilities. But a number of Gram Panchayats are deprived of these facilities, as reported by the respective State Panchayat Raj departments. As evident from Table No.8.8, 33006 Gram Panchayats are functioning in 'other buildings' and 7140 have 'no buildings'. Only 1,05,055 Gram Panchayats have telephone connections and 1,66,827 GPs have only having computers.

Table No.8.8: Basic Facilities in Gram Panchayats

Sl No	State	GPs having Own Building	GPs functioning in Other Buildings	GPs having No Building	GPs having Telephone	GPs having Computers	GPs having Internet Connection
1.	Andaman & Nicobar	53	17	-	70	70	26
2.	Andhra Pradesh	11109	1811		10131	3909	3909
3.	Arunachal Pradesh	0	0	1779	0	0	0
4.	Assam	1886	314	-	-	1934	246
5.	Bihar	4279	3273	839	-	3128	1679
6.	Chandigarh	12	-	-	1	12	12
7.	Chhattisgarh	10971	-	-	2099	4482	4029
8.	Dadra & Nagar Haveli	20	-	-	20	20	16
9.	Daman & Diu	15	-	-	15	15	15
10.	Goa	190	-	-	190	190	190
11.	Gujarat	14029	-	-	14029	14029	14029
12.	Haryana	5463	-	742	6205	3839	1372
13.	Himachal Pradesh	3226	-	-	3056	3226	3000
14.	Jammu & Kashmir	2518	10	1670	-	-	-
15.	Jharkhand	3479	631	288			
16.	Karnataka	5562	460		6022	6022	6022
17.	Kerala	941	-	-	941	941	941
18.	Lakshadweep	10	-	-	10	10	10
19.	Madhya Pradesh	21675	1141	-	456	22816	17112
20.	Maharashtra	23538	4363	-	21519	27875	20901
21.	Manipur	104	57			65	
22.	Meghalaya	NA					
23.	Mizoram	NA					

24.	Nagaland	NA					
25.	Odisha	6066	145	-	6066	6211	2925
26.	Puducherry	NA					
27.	Punjab	5454	7574	NR	13028	5215	5202
28.	Rajasthan	9171	723		3176	9171	3052
29.	Sikkim	163	13	-	176	176	176
30.	Tamil Nadu	12524	-	-	12524	12524	12524
31.	Telangana	8038	657	-	789	5785	789
32.	Tripura	511	-	80	591	591	591
33.	Uttar Pradesh	46737	11817	608	599	29811	29811
34.	Uttarakhand	6824	-	1134	-	1418	618
35.	West Bengal	3342	-	-	3342	3342	3342
	Total	207910	33006	7140	105055	166827	132539

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

In order to assess the ground reality, data from 207 Gram Panchayats were collected and the same are provided in Table No. 8.9.

Table No 8.9: Basic Facilities of Selected Village Panchayats

Sl No	State	District	Block	Gram Panchayat	Total Area	Meeting Hall	Room for Sarpanch	Electricity Connection	Toilet	Drinking Water	Telephone	No of Computers	Internet
1	Andaman Nicobar	South Andaman	Ferrarganj	Stewartganj	NR	Yes	Yes	Yes	Yes	Yes	Yes	1	No
				Chouldari	227.50 M ²	Yes	Yes	Yes	Yes	Yes	Yes	3	No
				Prothrapur									
				Sippighat	NR	Yes	Yes	Yes	Yes	Yes	Yes	2	No
2	Andhra Pradesh	East Godavari	Devipatnam	Beodnabad	400 M ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Devaram	100 M ²	Yes	Yes	No	No	No	No	Nil	Nil
				Choppakanda	60 M ²	Yes	Yes	No	No	No	No	Nil	Nil
		Chittor	Maredmilli	Chattawada	250 Ft ²	No	No	Yes	No	No	No	Nil	Nil
			Yerpedu	Chennampally	-	Yes	Yes	Yes	No	Yes	Nil	Nil	Nil
				Vikruthumala	30 M ²	yes	yes	Yes	Yes	Yes	Nil	Nil	Nil
			Chittor	Palur	400 Ft ²	Yes	Yes	Yes	Yes	Yes	Nil	Nil	Nil
3	Arunachal Pradesh	Papumpare	Balijan	Chintalagunda	87 M ²	Yes	Yes	No	No	No	No	Nil	Nil
				34 th Lenka	No Office Building-			-	-	-	-	-	-
				35 th Tubang I	No Office Building-			-	-	-	-	-	-
				Durpa	No Office Building-			-	-	-	-	-	-
				Kimin	No Office Building-			-	-	-	-	-	-
		West Siang	Daring	Dali I	No Office Building-			-	-	-	-	-	-
			Gensi -2	Gensi -2	No Office Building -			-	-	-	-	-	-
4	Assam	Dibrugarh	Borboruah	Diten	No Office Building-			-	-	-	-	-	-
				Basar	No Office Building-			-	-	-	-	-	-
			Joypur	Bam -III	No Office Building-			-	-	-	-	-	-
				Jokai	36 M ²	Yes	Yes	Yes	Yes	Yes	No	2	Yes
5	Bihar	Gaya	Borboruah	Borboruah	1 Bhiga	Yes	Yes	Yes	Yes	Yes	Yes	1	No
				Joypur	50 M ²	Yes	Yes	Yes	Yes	Yes	No	1	No
			Belaganj	Dhadumia	1 Bhiga	Yes	Yes	Yes	Yes	Yes	No	1	No
				Lodipur	No Building -								
				Rauna	No Building -								
6	Bihar	Gaya	Bodhgaya	Atiya	No Building -								

6	Chhattisgarh	Rohtas	Dehri	Bercup	506 Ft ²	Yes	No	No	No	Yes	Yes	1	No
				Manjhiyaw	300 M ²	Yes	Yes	No	No	Yes	No	Nil	No
		Kabeer Dham	Kawardha	Samnapur	908.27 Ft ²	Yes		Yes	Yes	Yes	No	Nil	No
				Bhagatola	300 M ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
		Sarguja	Pandriga	Dalamauha	-	Yes	Yes	Yes	Yes	Yes	No	Nil	No
			Lakhanpur	Tunga	No Building	-	-	-	-	-	-	-	
				Losga	436 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
			Batoli	Khaddhuwa	422 Ft ²	Yes	Yes	Yes	Yes	Yes	No	Nil	No
7	Chandigarh	Chandigarh	Chandigarh	Raipurkhurd	80 M ²	Yes	Yes	Yes	Yes	No	No	Nil	No
				Behlana	NR	Yes	Yes	Yes	Yes	No	No	No	No
				Kaimbwala	No Building								
				Kishangarh	NR	Yes	Yes	Yes	No	No	No	No	No
8	Dadra & Nagar Haveli	Dadra	Dadra	Naroli	100 M ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
				Dudhani	400 M ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
				Randha	500 M ²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes
				Kherdi	100 M ²	No	Yes	Yes	Yes	Yes	No	2	Yes
9	Daman & Diu	Daman	Daman	Kadaia	274 M ²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes
				Pariyari	40 M ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Dhabel	2500 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
				Patlara	NR	Yes	Yes	Yes	Yes	Yes	No	2	Yes
10	Goa	North Goa	Bardez	Peha De Franca	NR	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Moirao	120 M ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Corgao	98 M ²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes
				Casarvarnam	130 M ²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes
11	Gujarat	Bharuch	Valiya	Siludi	600 Ft ²	No	Yes	Yes	No	No	No	1	Yes
				Kondh	40 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Zagadiya	Umalla	50 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Talodra	720 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
		Rajkot	Paddhari	Depaliya	625 Ft ²	Yes	Yes	Yes	Yes	Yes	No	2	Yes
				Abdalka	1000 Ft ²	Yes	Yes	Yes	Yes	Yes	No	2	Yes
			Rajkot	Rajsamadhiyal a	NR	Yes	No	Yes	Yes	Yes	No	2	Yes
				Chanchadiya	NR	Yes	Yes	Yes	Yes	Yes	No	1	Yes
12	Haryana	Rohtak	Sampala	Bhainsukhurd	NR	Yes	Yes	Yes	Yes	Yes	No	Nil	No
				Kultana	750 Ft ²	Yes	Yes	Yes	Yes	Yes	No	Nil	No
			Lakhanmanjra	Bainci	No Building								
				Nandal	No Building								
		Jajjar	Beri	Bakra	No Building								
				Bishan	1500 Ft ²	Yes	Yes	Yes	Yes	Yes	No	Nil	No
			Badurghar	Deshalpur	No Building								
				Badsa	1810 Ft ²	Yes	Yes	Yes	Yes	Yes	No	Nil	No
13	Himachal Pradesh	Kinnaur	Pooh	Pooh	400 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes
				Sunnam	100 M ²	No	No	Yes	No	Yes	No	2	No
			Kalpa	Kalpa	NR	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Pangi	16 Biswa	Yes	Yes	Yes	Yes	Yes	No	1	Yes
		Champa	Tissa	Deola	15 M ²	Yes	Yes	Yes	Yes	Yes	No	1	No
				Tissa I	70 M ²	No	No	Yes	Yes	Yes	No	1	No
			Salooni	Salwan	62.25 M ²	Yes	No	Yes	Yes	Yes	No	2	No
				Bhadela	70 M ²	Yes	No	Yes	Yes	No	No	1	No
14	Jammu & Kashmir	Ganderbal	Lar	Arhama A	10 M ²	Yes	Yes	Yes	Yes	No	No	No	No
				Lar B	NR	Yes	Yes	Yes	Yes	No	No	No	No
			Kangan	Chattergul A	3 Maters	Yes	Yes	Yes	Yes	No	No	No	No
				Kangan A	No Building								
		Samba	Samba Ramgarh	Ramnagar	No Building								
				Chang	20 Marla	Yes	Yes	Yes	Yes	Yes	No	No	No
				Gurwal	20 Marala	Yes	Yes	Yes	Yes	No	No	No	No

			Vijaipur	Harminder	No Building								
15	Jharkhand	Gumla	Chainpur	Janawal	2600 Ft ²	Yes	Yes	No	Yes	Yes	No	1	No
				Ramgarh	2600 Ft ²	Yes	Yes	Yes	Yes	No	No	-	No
			Kamdara	Konsa	2600 Ft ²	Yes	Yes	No	Yes	No	No	-	No
				Sarita	2600 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
		Dhanbad	Baliapur	Surunga	2600 Ft ²	Yes	Yes	No	Yes	No	No	No	No
				Baliapur East	2600 Ft ²	Yes	Yes	Yes	Yes	No	No	1	No
			Nirsa	Gaghra	No building								
				Pindraghat	No building								
16	Karnataka	Raichur	Lingasugur	Maraldinmi	12 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Guntagol	1200 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Raichur	Jambaldinni	2925 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Gillesugur	10 M ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
		Dakshin Kannada	Mangalore	Daregudde	315.48 M ²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes
				Kallamundkur	111.52 M ²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes
			Putur	Golithottu	150 M ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
				Ramakanj	114 M ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
17	Kerala	Alappuzha	Mavelikara	Chettikulagara	2400 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	16	Yes
				Thazhakkara	2200 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	17	Yes
			Kanjikkuzhi	Cherthala South	2750 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	24	Yes
				Thanneermukkam	2350 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	18	Yes
		Kasargodu	Manjeswar	Mangalpady	2900 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	15	Yes
				Badiadka	2450 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	16	Yes
			Kanjangadu	Madikka	3050 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	19	Yes
				Uduma	2800 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	17	Yes
18	Lakshadweep	Lakshadweep	-	Chetlat	300 m ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Amini	400 m ²	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes
				Kadamat	350 m ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Kapeni	400m ²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes
19	Madhya Pradesh	Jhabua	Ranapur	Buralpur	60 M ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
				Bhanda Kheda	No Building							1	Yes
			Meghnagar	Jamda	NR	Yes	Yes	Yes	Yes	Yes	No	1	Yes
				Devighad	90 M ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
		Gwalior	Dabra	Chirpura	200 M ²	Yes	Yes	Yes	Yes	No	No	1	Yes
				Jangipur	No Building							1	Yes
			Morar	Virampura	200 M ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
				Hastinapur	250 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
		Narsinghpur	Narsinghpur	Bhamori	2500 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
				Jhamar	120 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	No
20	Maharashtra	Beed	Patoda	Gandhanwadi	180 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
				Halkarni	185.87 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Shirod	Dholgarwadi	825 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Rajapur	1300 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
		Beed	Dharur	Rui Dharur	1334.37	yes	no	Yes	Yes	Yes	Yes	2	Yes
				Umrewadi	500 M ²	Yes	Yes	Yes	Yes	Yes	No	NR	No
			Nandurbar	Cheda Pada	250 Ft ²	Yes	No	No	No	No	No	Nil	No
				Kholghar	73.39 M ²	No	Yes	Yes	Yes	Yes	No	1	Yes
		Taloda	Amoni	Tal Taloda	1200 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
				Phayeng	150 M ²	Yes	Yes	Yes	Yes	No	No	Nil	No
21	Manipur	Imphal West	IW-II Wangoi	Phoubukchao	666 M ²	Yes	Yes	Yes	Yes	No	No	Nil	No
				PhoubukchaoSokmaijin	661 M ²	Yes	Yes	Yes	Yes	No	No	Nil	No
			Harangsabal	Kanglatougbi	NR	Yes	Yes	Yes	Yes	Yes	No	1	No
				Phayeng	150 M ²	Yes	Yes	Yes	Yes	No	No	Nil	No
22	Meghal-	NA				NA							

	aya												
23	Mizoram	NA				NA							
24	Nagaland	NA				NA							
25	Odisha	Puri	Nimapara	Uchhupur	3500 Ft ²	Yes	Yes	No	No	Yes	No	1	No
				Thulasipur	3340 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Purisadar	Malalipatpur	1394 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
				Chandanpur	3000 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
		Mayurbhanj	Sadar	BC Pur	1200 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
				Bangdiposi	Khadisolet	1200 Ft ²	Yes	Yes	No	Yes	Yes	Yes	Nil
			Bangdiposi	Dhobarisolet	2800 Ft ²	Yes	Yes	Yes	Yes	No	No	1	No
				Bangirposhi	10500 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	1	No
26	Puducherry	NA											
27	Punjab	Amritsar	Harshachinna	Santunangal	No Office	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
				Kukranwala	No Office	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
			Majitha	Dayalgarh	No Office	-	-	-	-	-	-	-	-
				Rangipura	No Office	-	-	-	-	-	-	-	-
		Fatehgarh Sahib	Bassi	Damheri	42 M ²	No	No	Yes	No	No	No	Nil	No
				Jaisinghwala	42 M ²	No	No	Yes	No	No	No	No	No
			Khera	Hindupur	No Office	-	-	-	-	-	-	-	-
				Sindram	No Office	-	-	-	-	-	-	-	-
28	Rajasthan	Sriganganagar	Raisingnagar	Bhompura	2000 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	Yes
				Dabla	1000 M ²	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Padampur	BinjhByala	3720 Ft ²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes
				Delwa	NR	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
		Dungarpur	Aspute	Gol	-	Yes	Yes	Yes	Yes	Yes	Yes	1	Yes
			Sagwada	Gamdidevki	NR	Yes	No	Yes	Yes	Yes	No	2	Yes
29	Sikkim	South Sikkim	Ravangla	45 BarfungZarrong	280 M ²	Yes	Yes	Yes	Yes	Yes	No	2	Yes
				7 RavangSangm	2640 Ft ²	Yes	Yes	Yes	Yes	Yes	No	2	No
			Melli	24 TurukRamabong	2400 Ft ²	Yes	Yes	Yes	Yes	Yes	No	3	Yes
				22 SadamSuntale	1530 Ft ²	Yes	Yes	Yes	Yes	Yes	No	4	Yes
30	Tamil Nadu	Pudukkottai	Ponnamaravathi	Alampatti	NR	Yes	Yes	Yes	Yes	Yes	No	1	No
				Konnaipatti	NR	No	No	No	Yes	Yes	No	No	No
			GandharvanKottar	Kulathur	NR	No	Yes	Yes	Yes	Yes	No	1	No
				Mattangal	275 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
		Kanyakumari	Agastheeswaran	Swamithoppu	1900 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
				Kulasekharapuram	12.75 M ²	Yes	Yes	Yes	Yes	Yes	No	1	No
			Killiyar	Paloor	275 Ft ²	Yes	Yes	Yes	Yes	Yes	No	1	No
31	Telangana	Mahboobnagar	Narayanpet	Singar	200 M ²	No	Yes	Yes	No	No	No	1	No
				Jalalpur	NR	Yes	Yes	Yes	Yes	No	No	1	No
			Kodangal	Husnabad	270 M ²	Yes	Yes	Yes	No	No	No	Nil	No
				Angadiraichur	265 M ²	Yes	Yes	No	Yes	No	No	1	No
		Warangal	Nekkonda	Pathipaka	No Building								
				Gundrappally	240 Ft ²	Yes	Yes	Yes	No	Yes	No	1	No
			Narsampet	Banjipet	300 Ft ²	No	Yes	Yes	No	No	No	1	No

				Rajupet	120 Ft²	No	Yes	Yes	No	No	No	1	No	
32	Tripura	Khowai	Khowai	Purbaganaki	963 M²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes	
				Sonatala	39 M²	Yes	Yes	Yes	Yes	Yes	Yes	2	Yes	
		West	Mundwi	Kairui	240 M²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes	
				Mandwinagar	250 M²	Yes	Yes	Yes	Yes	Yes	Yes	3	Yes	
33	Uttar Pradesh	Bareilly	Kyara	ItauwaSukhdd expur	192 M²	Yes	Yes	No	Yes	No	No	Nil	No	
				Rondhi	62.5 M²	Yes	Yes	Yes	Yes	Yes	No	Nil	No	
			Bhojipura	PachdeoraDeor ia	62.5 M²	Yes	Yes	Yes	Yes	Yes	No	Nil	No	
				ItauwaKedarna th	62.5 M²	Yes	Yes	Yes	Yes	Yes	No	Nil	No	
		Banda	Mahuva	Makari	50 M²	Yes	No	Yes	Yes	Yes	No	Nil	No	
				Mahuva	750 Ft²	Yes	Yes	Yes	Yes	Yes	No	Nil	No	
			Badokhar Khurd	Tindwara	2700 Ft²	Yes	Yes	No	Yes	Yes	No	Nil	No	
				Chamraha	68 M²	Yes	Yes	Yes	Yes	Yes	No	Nil	No	
		Allahabad	Bahadurpur	Havaliya	No Building	-								
				Naika	No Building	-								
			Chaka	Chaka	NR	Yes	Yes	No	No	No	No	Nil	No	
				Dhanuha	No Building	-								
		34	Uttarakhand	Haridwar	Roorkee	SulthanpurSab atwali	600 M²	Yes	Yes	Yes	Yes	Yes	No	1
Laksar	Husainpur				600 M²	Yes	Yes	Yes	Yes	Yes	No	1	Yes	
Udham Singh Nagar	Kashipur			Rampura	No Building	-								
	Kundeshwari			950 Ft²	Yes	No	Yes	Yes	Yes	No	No	No		
	Jaspur			Lalpur	750 Ft²	Yes	Yes	Yes	Yes	Yes	No	No	No	
				Virpuri	980 Ft²	Yes	Yes	Yes	Yes	Yes	No	No	No	
35	West Bengal	Hooghli	Goghat II	Badanganjfului	14.55 M²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes	
				Kumarpur	100 M²	Yes	Yes	Yes	Yes	Yes	Yes	6	Yes	
			Dhaniakhali	Dhaniakhali 2	496 M²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes	
				Dashhara II	NR	Yes	Yes	Yes	Yes	Yes	Yes	4	Yes	
		Cooch Behar	Tufanganj I	Andaranfulbari	NR	Yes	Yes	Yes	Yes	Yes	Yes	8	Yes	
				Balarampur-I	865 M²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes	
			Mathabha nga	Jorepatki	405 M²	Yes	Yes	Yes	Yes	Yes	Yes	7	Yes	
				Pachagarh	450 M²	Yes	Yes	Yes	Yes	Yes	Yes	5	Yes	

Source:Data Compiled from Field Survey & the Information Furnished by the States and UTs

Out of the 210 Gram Panchayats visited, 75 Gram Panchayats spread across Andhra Pradesh, Punjab, Arunachal Pradesh, Bihar, Haryana, Chhattisgarh, Manipur, Jammu & Kashmir, Uttarakhand, Uttar Pradesh, Chandigarh and Jharkhand do not possess computers and 112 Gram Panchayats do not have internet connection. It is found that 32 Gram Panchayats from the States of Punjab, Arunachal Pradesh, Telangana, Bihar, Haryana, Jammu & Kashmir and Uttar Pradesh have 'no buildings'. It is also found that 11 Panchayats do not having electricity connections; 31 GPs do not have access to drinking water; and 20 GPs do not have even in-hosue toilets built.

However, all the Panchayats visited in Karnataka, Gujarat, Dadra & Nagar Haveli, Daman & Diu, West Bengal, Goa and Kerala, do enjoy all these facilities. All the Gram Panchayats, excepting two in Maharashtra, two in Rajasthan, and two in Odisha, have access to these facilities. The Gram Panchayats in Andhra Pradesh, Punjab, Arunachal Pradesh, Telangana,

Bihar, Haryana, Jammu & Kashmir, Uttarakhand and Uttar Pradesh are lagging behind in terms of accessing the basic facilities.

Role of Panchayats in Local Institutions such as Schools, Anganwadis, Hospitals, PDS etc

As per the 73rd Constitution Amendment Act, 29 subjects have been listed for transferring to the Panchayati Raj Institutions. Among them the most important subjects are education, health, women and child development and public distribution system since these are services which demands delivery at the grassroot level through local institutions. The Gram Panchayats are the governing institutions at this level and involvement of Gram Panchayats in the functioning of these institutions can provide basic infrastructure, effective monitoring and peoples participation in their day to day functioning. But it is seen that in a number of states these local institutions / services are yet to be transferred to the Panchayats at the grassroot level.

Education

The subjects referred for transfer to the PRIs include education (Primary and Secondary Schools). The State Governments which have transferred the subjects listed in the XIth Schedule were supposed to prepare an activity mapping, indicating clearly what activities in each subject are to be dealt with each tier of the PRIs.

The activities transferred to the Gram Panchayats in the education sector vary from participation in meetings to overall supervision and monitoring including paying salaries to the staff. Only 13 states and UTs have transferred any activities under education to the Gram Panchayats. The states of Rajasthan, Maharashtra and Kerala have transferred the primary education to the Gram Panchayats while Sikkim have transferred the entire subject, in which the Gram Panchayats are responsible for overall supervision of primary schools, supervision of programmes, undertaking minor repairs, monitoring and supervision and salary preparation. In the state of Tripura, the responsibility of the grassroot level Panchayats are monitoring and supervision, where as in Assam the only responsibility is participation in meetings. Bihar has not specified the activities to be undertaken by the Gram Panchayats, but has stated that education including primary education has been transferred. The Gram Panchayats are conferred with powers of supervision of primary and secondary schools in Gujarat. Bengali medium learning is the subject transferred to Gram Panchayats in West Bengal. The Gram Panchayats have been provided with the responsibility of supervision in Madhya Pradesh. Overall observation of education in the village and meeting basic

requirement of schools are the responsibilities entrusted with Gram Panchayats in Karnataka. Kerala have vested the Gram Panchayats with (a) control of government primary schools (b) construction and maintenance of buildings to primary schools (c) providing mid-day meals (d) running pre-primary schools and (e) distribution of grants and scholarships. Monitoring of enrolment in schools and reduction of dropouts are the responsibilities of Gram Panchayats in Andhra Pradesh and Telangana. In the Union Territory of Daman and Diu the responsibilities are provision of buildings and additional classrooms and distribution of books. Monitoring is the responsibility in domain of education entrusted with the grassroot level Panchayats in Chhattisgarh. All the other states have not given any responsibility to Gram Panchayats in the subject.

Hospitals

Only two states viz Gujarat, Kerala and the Union Territory of Daman and Diu have transferred any institutions related to health to the Gram Panchayats. In Gujarat the CHC sub centres are managed by the Gram Panchayats while in Kerala the control and management of Primary Health Centres, Family Welfare Centres, Ayurvedic Dispensaries and Homeopathic Dispensaries have been entrusted with the grassroot level Panchayats. The Union Territory of Daman and Diu also has entrusted the management of PHCs and sub centres with the Gram Panchayats.

The state of Tripura, Bihar, Sikkim, Tamil Nadu, Odisha, Rajasthan, West Bengal, Andhra Pradesh, Chhattisgarh, Lakshadweep are the other states that have assigned activities related with health and sanitation to the grassroot level governments. State wise responsibilities assigned are monitoring and supervision in Tripura and health and sanitation in Bihar. In Sikkim, the responsibilities of the Gram Panchayats are (a)formation of Village Health and Sanitation Committee (b) ensure and help to prepare area specific need based socio demographic plans at village/ sub centre level under NRHM (c)demonstrate exemplary performance in compulsory registration of birth and death, marriages and pregnancies (d) ensuring safe delivery to reduce Infant Mortality Rate (IMR) and Maternal Mortality Rate (MMR) (e) identifying people in need of services under national programmes (f) undertake environment friendly waste management and (g) promotion of construction of sanitary latrines.

In the state of Tamil Nadu, the responsibilities related to health transferred to Gram Panchayats include cleaning of streets, solid and liquid waste management, mosquito control

and testing of drinking water. Construction of drainages and soak pits are the responsibility of grassroot level Panchayats in Odisha. Monitoring of health workers is the responsibility of the Gram Panchayats in Uttar Pradesh while it is organizing medical camps in Andhra Pradesh. In Chhattisgarh it is motivation to conduct medical camps while in the UT of Lakshadweep it is on cleaning of roadsides, sea shores, premises of schools and PHC etc.

Anganwadi

Tamil Nadu, Rajasthan, Madhya Pradesh, Karnataka, Kerala, Chhattisgarh and Maharashtra only have transferred the Anganwadi to the Gram Panchayats. The responsibilities entrusted with them are as follows:

Tamil Nadu: Construction and maintenance of Anganwadi and provision of toilet and drinking water to anganwadis.

Rajasthan: Women and Child Welfare (Anganwadi)

Madhya Pradesh: Supervision of Anganwadi

Karnataka: Monitoring, prevention of illegal trafficking of women and children, construction of Anganwadi building.

Kerala: Management of anganwadis, implementation of supplementary nutrition programme and providing buildings and other facilities to anganwadis.

Chhattisgarh: Supervision of Anganwadi

Maharashtra: Women and Child Development (Anganwadi)

Public Distribution System (PDS)

Only thirteen states have devolved the subject under PDS to the Gram Panchayats. In Rajasthan and Bihar, the PDS have been mentioned in the Act without specifying the activities to be performed. In Tamil Nadu, the responsibility is to conduct social audit. The role of Panchayats in the administration of PDS varies across the states. The duty assigned to Gram Panchayats are maintenance and supervision in Tripura, beneficiary selection in Sikkim, receiving Panchayat Deen Dayal Shop in Gujarat, management of PDS in Odisha, AAY and distribution of ration in West Bengal, issuing ration shop in Madhya Pradesh, maintenance of PDS programmes in Karnataka, overall supervision and examining

complaints in Kerala, supervision in Andhra Pradesh and maintenance of distribution and record keeping in Chhattisgarh.

Role of Panchayats in Village Level People Bodies such as SHGs, Youth Groups etc

In the last two decades, robust social capital formation has taken place in rural areas among women with the introduction of gender sensitive programmes from various interventions of the centre and different state governments throughout the country. The introduction of NRLM and the formation of Self-Help Groups of women are instrumental in constructing major space for the empower of women. The women SHGs are being formed in every villages providing an opportunity for the poor village women folk to organize into small groups. It has also opened financial source to make their small earnings in to deposits and avail money as loan without much formalities including collateral securities that exist in the financial institutions. Moreover, the periodic meetings of the group members have become a venue to discuss the problems and difficulties they face in daily life. The NRLM in most of the states are implemented by state level missions with their sub offices at the District and Block level. Moreover, the Self-Help Groups are being federated at village level and Gram Panchayat level. Capacity building is conducted for the effective functioning and skill development for group or self employment schemes.

The Gram Panchayats are closely associated with the functioning of these institutions which is mutually beneficial to the SHGs and the Panchayats. As a group, the women are now empowered to raise their demands collectively for drinking water, basic amenities, betterment of anganwadis and health facilities in the Gram Sabha meetings. Moreover, this has paved way for the women to contest in the elections and become elected representatives. During the data collection at the village level, the involvement of Gram Panchayats in the functioning of SHGs and youth organizations has been assessed.

A total of 940 women elected representatives have been interviewed. Out of this around 600 women elected representatives in the Panchayati Raj Institutions all over India has reported that they usually participate in the Self-Help Group meetings. As part of the survey, data from 210 Gram Panchayats have been collected. Out of this, the response to the question, whether the elected representatives are invited to the formation of the SHGs was positive from 159 Gram Panchayats. They have also reported that the elected representatives are being invited to the annual meetings of the Self-Help Groups and sometimes to their periodic meetings. Majority of the Gram Panchayats have reported that the representatives of women

SHGs are actively participating in the Gram Sabhas. In the states of Assam, Andhra Pradesh, Odisha, Maharashtra, West Bengal, Karnataka, Kerala, Tamil Nadu etc the SHGs have actively participated in the baseline survey and Gram Sabhas for the preparation of GPDP. Among the women elected representatives interviewed, 146 were members of Self Help Groups.

Out of the 210 Gram Panchayats, 37 have replied that no youth organizations existed in their villages and 132 Gram Panchayats have opined that youth organizations are actively participating in the activities of the Panchayats such as development activities of the Panchayats, implementation of MGNREGS, conduct of social audit and preparation of GPDP. The majority of youth among the interviewed elected representative have reported that Gram Panchayats have officially no role in organizing youth groups and they have a demand for a strong associational life and network of youth groups on par with women SHGs. The involvement of Self-Help Groups, youth organizations etc have made the Village Panchayats more participative, humane and people-oriented governance.

Impact of Panchayats viz-a-viz (i)civic services with a focus on drinking water and sanitation (ii)governance such as issue of birth and death certificates, licenses etc (iii) natural resource management and local environment (iv) disaster management

The Gram Panchayats are entrusted with 29 other functions which have not been included in the eleventh schedule. They include regulation of construction of buildings, protection of common land, management of traditional drinking water sources, maintenance of traditional waterways and canals, storm water drainage, disposal of solid and liquid waste, vector control, regulation of hotels and restaurants, street lighting, establishment and maintenance of burials and cremations, licensing of offensive trade, registration of births and deaths, provision of parking grand, public toilet facilities etc. One of the important civic services the Panchayats perform is drinking water and sanitation.

Drinking Water

The states where the management of traditional drinking water bodies are vested with the Gram Panchayats are Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand, West Bengal and the UTs of Andaman Nicobar, Dadra & Nagar Haveli, Daman and Diu and Chandigarh. The details of activities entrusted with drinking water are

- i. Selection of beneficiary in Tripura
- ii. Construction of drinking water scheme and distribution of drinking water in Assam
- iii. Repair and maintenance of pipelines and construction and maintenance of minor drinking water projects in Sikkim,
- iv. Construction of water tank, self sufficient drinking water even in drought and providing piped water supply at household level in Gujarat,
- v. Provision of drinking water facilities, maintenance and repair of public taps, house service connections and mini power pump in Tamil Nadu,
- vi. Execution of mini water supply schemes in Odisha,
- vii. Pipeline, tube wells and hand pumps in Rajasthan,
- viii. Tube wells and submersible pump in West Bengal,
- ix. Development of drinking water supply units, water supply and providing hygienic drinking water in Karnataka,
- x. Construction of mini drinking water supply schemes and construction of open wells and bore wells in Kerala,
- xi. Supply of drinking water through taps in Andhra Pradesh and Telangana
- xii. Maintenance of taps and hand pumps in Chhattisgarh,
- xiii. Supply of drinking water in Maharashtra,
- xiv. Installation and maintenance of pumps in Uttar Pradesh
- xv. Hand pump, pipeline repairing and maintenance of treatment plant in Daman and Diu.

No other states have devolved any other functions related with drinking water to the Gram Panchayats. But water and sanitation committees have been formed and are functional in the Gram Panchayats in all the states and they are monitoring the schemes operated by other agencies.

Sanitation

The activities related with sanitation devolved to the Gram Panchayats are as follows

- i. Monitoring and supervision in Tripura
- ii. Health and sanitation in Bihar
- iii. Conduct of environment friendly waste management in Sikkim
- iv. Cleaning of street, solid and liquid waste management and mosquito control in Tamil Nadu
- v. Construction of drainage and soak pits in Odisha
- vi. Health and sanitation in Rajasthan
- vii. Assistance for the construction of toilets in west Bengal
- viii. Monitoring and regulating hygiene and sanitation of the village in Karnataka
- ix. Cleaning of streets and solid and liquid waste management, provide assistance for construction of toilets and organizing awareness for construction of toilets and organizing awareness programmes in Kerala
- x. Cleaning of roadsides and premises of schools, PHCs etc in Lakshadweep
- xi. Health and sanitation in Maharashtra

In the list of mandatory civic services, collection and disposal of solid and liquid waste has been included for Gram Panchayats in Andhra Pradesh, Chhattisgarh, Gujarat, Jammu Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Sikkim, Tamil Nadu, Telangana, Uttar Pradesh, Uttarakhand, West Bengal and in the Union Territories of Andaman Nicobar, Daman and Diu and Chandigarh. All the Gram Panchayats are conducting awareness programmes on open defecation free village, safe disposal of solid and liquid waste and health & hygiene practices

Governance such as Issue of Birth and Death Certificates and Issue of Licenses

The registration of births and deaths have been entrusted with Gram Panchayats in the states of Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Kerala,

Madhya Pradesh, Maharashtra, Manipur, Odisha, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand, West Bengal and in the Union Territory of Daman and Diu.

Licensing of offensive trades has been entrusted with the Gram Panchayats in the states of Andhra Pradesh, Assam, Jharkhand, Kerala and Madhya Pradesh only. The service of issue of license to the dogs and control of stray dogs is done by the Gram Panchayats in the states of Andhra Pradesh, Kerala, Madhya Pradesh, Odisha, Rajasthan, Sikkim and in the Union Territory of Andaman & Nicobar. The slaughtering of animals and sale of meat, fish and other perishable food is regulated by the Gram Panchayats in the states of Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Odisha, Tamil Nadu and West Bengal. In the states of Kerala, Karnataka, Sikkim, Tamil Nadu and in the Union Territory of Daman and Diu the hotels and restaurants are regulated by the Gram Panchayats.

Natural Resource Management and Local Environment

Maintenance of environmental hygiene is entrusted with the Gram Panchayat in the states of Assam, Gujarat, Jammu Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Punjab, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand, West Bengal and in all Union Territories except Dadra and Nagar Haveli.

Though this is the only provision contained in the Act, the PRIs have been entrusted with the activities related to soil conservation, social forestry, conservation of traditional water bodies and drinking water resources. The inclusion of these activities in MGNREGS has boosted natural resource management and protection of environment at the village level.

Disaster Management

None of the state Panchayat Raj Acts has incorporated disaster management as a subject to be dealt with by the Panchayati Raj institutions. But the Panchayats especially at the grassroot level are taking steps for rehabilitation of villagers in the event of disasters.

Capacity Building

There are more than 30 lakh elected representatives in the Panchayati Raj Institutions across the country. Due to many reasons, including the rotation of reserved constituencies for Women, Schedule Castes, Scheduled Tribes, BCs and OBCs, only a portion of the former (experienced) elected representatives is re-elected after a term of five years in the office. The

Panchayati Raj Institutions are entrusted with common functions, functions enlisted in the XIth Schedule and implementation of a number of Central and State Government Sponsored Schemes. Moreover, the elected representatives are responsible for mobilization of finance, resolution of conflicts and they are also expected to be familiar with the Panchayati Raj Acts and Rules and the official orders and circulars issued by the State Governments from time-to-time. To achieve these goals, the capacities of the elected representatives and functionaries need to be developed through capacity building and training (CB&T) and these trainings should be a continuous process.

Every State has developed its own mechanisms for providing effective trainings under the leadership of training institutions such as State Institutes of Rural Development (SIRD) and other training institutions. Some of the States have imparted training to these elected representatives in collaboration with NGOs, academic institutions, selected resource persons and functionaries of Panchayati Raj and Rural Development Departments. Further, the States have developed training modules for imparting training with regard to a variety of subjects. Varieties of training tools also have been employed to make the trainings effective. The details of development of training modules, the agencies involved in the training process, the number of tools used and the number of subjects included under the training process is provided in Table No. 8.10.

Table No. 8.10: Details of Training Modules, Subjects, Agencies and Tools Used during 2014-15 & 2015-16

Sl No	Name of State/UT	Agency Prepared the Module	Training Agencies	No. of Tools Used	No of Subjects Trained		
					GP	IP	ZP
1.	Andaman Nicobar	RD Department	Officials of RD Department	5	13	13	13
2.	Andhra Pradesh	SIRD	SIRD and Extension Training Centres	8	6	6	6
3.	Arunachal Pradesh	SIRD	Officials of RD & PR Department	8	14	14	14
4.	Assam	SIRD	SIRD and Extension Training Centres	8	16	12	10
5.	Bihar	Panchayat Department	BIPARD, Officials and Resource Persons	4	NR	NR	NR
6.	Chandigarh	Centre for Research in Rural and Industrial Development	CRRID	3	7	7	7
7.	Chhattisgarh	SIRD	Officials and Resource Persons	8	19	19	19
8.	Dadra & Nagar Haveli	NR					

9.	Daman & Diu	Sardar Patel Institute of Public Administration (SPIPA) Ahmadabad	-	NR	1	-	1
10.	Goa	State Level Workshop	GIPARD, Academic Institutions, NGOs and Resource Persons	9	10	-	Nil
11.	Gujarat	SIRD	Officials and Resource Persons	5	9	7	5
12.	Haryana	SIRD in a State Level Workshop	Haryana Institute of Rural Development and Rajeev Gandhi State Institute of Panchayat Raj & Rural Development	9	18	4	5
13.	Himachal Pradesh	NR	-				
14.	Jammu & Kashmir	Institute for Management Public Administration and Rural Development	IMPARD and Officials	3	NR	-	-
15.	Jharkhand	SIRD/CTI	SIRD/CTI, NGO's, RPs	6	NR	NR	NR
16.	Karnataka	State Level Workshop	Abdul Nazeer Sahib State Institute of Rural Development & PR and SamardhyaSaidha	8	10	12	11
17.	Kerala	KILA	Kerala Institute of Local Administration and SIRD	5	7	1	1
18.	Lakshadweep	KILA	Kerala Institute of Local Administration	2	3	1	1
19.	Madhya Pradesh	SIRD in a State Level Workshop	SIRD Panchayat Raj Directorate, 6 Regional Institutes of Rural Developments, Resource Persons and Officials	9	9	15	8
20.	Maharashtra	SIRD	9 Gram Sevak training Centres, 11 Panchayat Representatives training centres, 1 composite training centre, officials of RD, Officials of PR & Resource Persons	5	2	1	13
21.	Manipur	SIRD	SIRD, Officials	4	11	-	11
22.	Meghalaya		NA				
23.	Mizoram		NA				
24.	Nagaland		NA				
25.	Odisha	SIRD & PR	SIRD	8	14	14	14
26.	Puducherry		NA				
27.	Punjab	State Level Workshop	SIRD Mohali, ETC, CDTC NGO (CRRID)	8	19	19	19
28.	Rajasthan	SIRD	6 PTCS, Officials and 275 Resource Persons	11	19	19	19
29.	Sikkim	SIRD	SIRD, AATI, Resource Persons	8	10	-	10
30.	Tamil Nadu	SIRD	SIRD, 6 RIRDS, Resource Persons	10	11	4	3

31.	Telangana	SIRD	NGOs, Officials, TASIPARD, ETC & Resource Persons	9	6	8	5
32.	Tripura	SIRD	SIRD	6	20	20	4
33.	Uttar Pradesh	Training for Social Audit only. Panchayati Raj Institute of Training, Deen Dayal Upadhyaya Rajya Gramya Sansthans (15) Zilla Gram Vikas Sansthans (32). No other training conducted for want of budget allocation					
34.	Uttarakhand	SIRD	Uttarakhand Institute of Rural Development & PR	8	11	11	7
35.	West Bengal	STARPARD	BR Ambedkar Institute of Panchayats & Rural Development, Society for Training & Research on Panchayats and Rural Development	11	17	17	17

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The subjects include respective State specific Panchayati Raj Acts and Rules, people's participation, community mobilization, budget and accounting, decentralized planning, Right to Information Act, Self Help Groups, State Sponsored Schemes, convergence and various Centrally Sponsored Schemes, including NSAP.

Lecturing, recorded audios, video, role-play, SATCOM, Focus Group Discussions (FGDs), exposure visit, maps & charts, booklets, group discussions and handbooks are used as tools. The participation of elected representatives of GPs/IPs and ZPs in the trainings during 2014-15 and 2015-16 are provided in Table Nos.8.11, 8.12 and 8.13.

Table No.8.11: Participation of Elected Representatives in Training during 2014-15 and 2015-16 in Gram Panchayats

Sl No	State	Gram Panchayats									
		Percentage of Participation 2014-15					Percentage of Participation 2015-16				
		Total	Male	Female	SCs	STs	Total	Male	Female	SC	ST
1.	Andaman Nicobar	8.92	9.24	9.02	-	-	9.3	9.26	9.02	-	-
2.	Andhra Pradesh	86.48	97.98	74.94	89.13	90	87.32	98.56	76	94	91
3.	Arunachal Pradesh	39.63	-	-	-	-	3.23	-	-	-	-
4.	Assam	Not Reported	-	-							
5.	Bihar	Not Reported					100	100	100	100	100
6.	Chandigarh	100	100	100	100	-	100	100	100	100	100
7.	Chhattisgarh	13.53	13	13.92	27.2	10.8	0.26	0.29	0.24	0.7	0.26
8.	Dadra & Nagar Haveli	Not Reported									
9.	Daman & Diu	100	100	100	100	100	100	100	100	100	100
10.	Goa	66	64.3	69	29.8	59.6	78.21	71.92	90.4	61.7	-
11.	Gujarat	Not Reported									
12.	Haryana	49.48	45.4	56.5	62.4	-	1.71	2.12	1.15	1.63	-

13.	Himachal Pradesh	Not Reported										
14.	Jammu & Kashmir	Not Reported										
15.	Jharkhand	Not Reported										
16.	Karnataka	69.5	59	83.43	77	54	99.01	95.11	100	100	100	100
17.	Kerala	85	87	82.8	87	77.6	85.53	88.44	82.82	96.5	76.9	76.9
18.	Lakshadweep	65	62.3	56.7		70	67	62.7	64		63	63
19.	Madhya Pradesh	0.65	0.45	1.03	0.64	0.64	No Training due to Election Year					
20.	Maharashtra	49.05	36.43	59	51.1	47.6	8.67	9.95	7.4	10.6	14.88	14.88
21.	Manipur	52.5	100	4.42	100	100	52.5	100	5.6	100	-	-
22.	Meghalaya	NA										
23.	Mizoram	NA										
24.	Nagaland	NA										
25.	Odisha	Not Reported										
26.	Puducherry	NA										
27.	Punjab	60	60	60	60	-	60	59.9	59.9	59.9	-	-
28.	Rajasthan	62.9	100	29.6	63	9.8	8.64	4.85	21.52	-	-	-
29.	Sikkim	60	59.5	61.4	60.6	60.2	100	100	100	100	100	100
30.	Tamil Nadu	60	52	76.13	57	97	-	-	-	-	-	-
31.	Telangana	Not Reported										
32.	Tripura	15.5	16	14.9	16	31.8	11.91	13.4	10.1	11.1	23.4	23.4
33.	Uttar Pradesh	Not Reported										
34.	Uttarakhand	8.8	14	4.8	7.9	9.7	5.36	6.03	4.84	4.53	4.94	4.94
35.	West Bengal	66	91.8	40	-	-	75.73	83.18	68.24	-	-	-

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Assam, Dadra & Nagar Haveli, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Lakshadweep, Odisha and Telangana have not furnished the participation details of training. Uttar Pradesh has not conducted training for want of budget allocations. Elections to the PRIs have not been conducted in Tamil Nadu which was due 2015-16. In most of the states, the tenure of the existing PRIs was to end during 2014-15 with 2015-16 being the election year. This is the reason for a poor attention given to conducting of capacity building programmes in most of the States. The details of participation rates of trainings by the elected representatives of the Intermediate Panchayats are provided in Table No. 8.12

Table No. 8.12: Participation of Elected Representatives in Training during 2014-15 and 2015-16 in Intermediate Panchayats

Sl No	State	Intermediate Panchayats									
		Participation in Training 2014-15					Participation in Training 2015-16				
		Total (%)	Male (%)	Female (%)	SC (%)	ST (%)	Total (%)	Male (%)	Female (%)	SC (%)	ST (%)
1.	Andaman Nicobar	100	100	100	-	-	100	100	100	-	-
2.	Andhra Pradesh	76.26	75.22	77.21	96.57	92	78.95	72.73	84.69	97	96.2
3.	Arunachal Pradesh	Not Reported									
4.	Assam	Not Reported									
5.	Bihar	Not Reported					100	100	100	100	100
6.	Chandigarh	100	100	100	100		100	100	100	100	-
7.	Chhattisgarh	22.60	25.25	20.25	24.23	15.22	100	100	100	100	100
8.	Dadra & Nagar Haveli	NA									
9.	Daman & Diu	NA									
10.	Goa	NA									
11.	Gujarat	Not Reported									
12.	Haryana	42.43	38.04	54.17	54.77	-	-	-	-	-	-
13.	Himachal Pradesh	Not Reported									
14.	Jammu & Kashmir	Not Reported									
15.	Jharkhand		Not reported								
16.	Karnataka	29.93	34.06	26.56	31.15	35.45	1.14	1.67	1.38	0.46	-
17.	Kerala	76.00	80.00	72.36	72.89	54.8	79.07	83.11	75.49	70.72	67.74
18.	Lakshadweep	Not Applicable									
19.	Madhya Pradesh	Not Reported					32.34	32.60	32.12	32.1	33
20.	Maharashtra	75.56	84.44	66.67	71.45	76.84	2.47	2.50	2.45	0.42	17.1
21.	Manipur	NA									
22.	Meghalaya	NA									
23.	Mizoram	NA									
24.	Nagaland	NA									
25.	Puducherry	NA									
26.	Odisha	18.77	18.78	18.73	18.73	18.71	10.55	10.57	10.50	10.53	10.52
27.	Punjab	-									
28.	Rajasthan	94	86.64	100	94.9	71.17	3.30	4.06	2.76	-	-
29.	Sikkim	NA									
30.	Tamil Nadu	100	100	100	100	100	100	100	100	100	100
31.	Telangana	92.45	88.72	96.50	100	60.25	-	-	-	-	-
32.	Tripura	85	79.73	83.30	83.9	63.00	100	100	100	100	100
33.	Uttar Pradesh	Not Reported									
34.	Uttarakhand	6.24	6.95	5.56	5.75	5.00	0.77	0.56	0.79	0.70	1
35.	West Bengal	85.91	90.30	81.49	-	-	83.21	88.70	79.01	-	-

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The states of Arunachal Pradesh, Assam, Himachal Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Punjab and Uttar Pradesh have not furnished the details of training programmes, but Bihar and Madhya Pradesh have reported the training details for 2015-16 only. The details of participation rates of the Elected Representatives of District Panchayats in the training Programmes are provided in Table No. 8.13. Only 19 States have furnished the details for 2014-15.

**Table No. 8.13: Participation of Elected Representatives in Training during 2014-15 and 2015-16
in District Panchayats**

Sl No	State	District Panchayats									
		Elected Representatives attended training 2014-15					Elected Representatives attended training 2015-16				
		Total (%)	Male (%)	Female (%)	SC (%)	ST (%)	Total (%)	Male (%)	Female (%)	SC (%)	ST (%)
1.	Andaman Nicobar	100	100	100	--	-	100	100	100	-	-
2.	Andhra Pradesh	89.13	93.88	84.35	91	98	88.6	96.71	80.24	89.06	83.72
3.	Arunachal Pradesh	Not Reported									
4.	Assam	Not Reported									
5.	Bihar	-	-	-	-	-	100	100	100	100	100
6.	Chandigarh	100	100	100	100	-	100	100	100	100	-
7.	Chhattisgarh	100	100	100	100	100	100	100	100	100	100
8.	Daman & Diu	-	-	-	-	-	100	100	100	100	100
9.	Dadra & Nagar Haveli	Not Reported									
10.	Goa	Not Reported									
11.	Gujarat	Not Reported									
12.	Haryana	4.28	5.8	1.51	4.9	-	-	-	-	-	-
13.	Himachal Pradesh	Not Reported									
14.	Jammu & Kashmir	NA									
15.	Jharkhand	100	100	100	100	100	100	100	100	100	100
16.	Karnataka	18.85	25.52	16.5	19.9	10.47	No Training				
17.	Kerala	65.36	65.03	65.7	54.3	60	61.32	60.12	62.5	75	33.3
18.	Lakshadweep	64.00	100	-	-	64	-	-	-	-	-
19.	Madhya Pradesh	-	-	-	-	-	84.97	98.36	71.46	88.5	67.28
20.	Maharashtra	84.65	100	70.4	84.7	76.34	2.86	3.17	2.56	0.41	17.20
21.	Manipur	100	100	100	100	100	100	100	100	100	100
22.	Meghalaya	NA									
23.	Mizoram	NA									
24.	Nagaland	NA									
25.	Pondicherry	NA									
26.	Odisha	18.74	18.81	18.58	18.7	18.71	10.53	10.57	10.47	10.07	10.51
27.	Punjab	12.08	13.45	9.25	13.76	-	48.03	64.12	14.81	22.01	-
28.	Rajasthan	78.9	85.03	73.4	92.6	90.16	3.05	3.12	3	-	-
29.	Sikkim	100	100	100	100	100	100	100	100	100	100
30.	Tamil Nadu	100	100	100	100	100	100	100	100	100	100
31.	Telangana	80.92	91.13	69.9	82.2	91.07	-	-	-	-	-
32.	Tripura	64.66	54.84	31.48	50	100	64.65	54.84	31.48	50	100
33.	Uttar Pradesh	Not Reported									
34.	Uttarakhand	1.15	0.9	1.36	2.17	-	2.52	3.70	1.36	2.17	8.33
35.	West Bengal	87.7	91.12	84.33	-	-	76.32	86.33	66.26	-	-

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

With respect to participation, the States of Andhra Pradesh, Karnataka, Kerala, Maharashtra, Rajasthan, Sikkim, and West Bengal stand in a better position. The participation is reflected in the performance of PRIs in these States. The details of participation of the elected representatives, (ERs) from the village Panchayats, especially women and SCs and STs and their opinions on trainings were ascertained through interviews at the time of field level data collection. The details provided by the respondents are given in Table No.8. 14.

Table No.8. 14: Responses of the ERs from the Gram Panchayats on Capacity Building & Training (CB&T)

SI No	State	Total Number of ERs Interviewed	No. of ERs Admitted that the Trainings Improved their Capacity	No. of Subjects Trained
1.	Andaman Nicobar	15	7	5
2.	Andhra Pradesh	42	36	8
3.	Arunachal Pradesh	11	2	2
4.	Assam	10	8	12
5.	Bihar	38	26	3
6.	Chandigarh	8	8	14
7.	Chhattisgarh	40	18	14
8.	Daman & Diu	13	8	8
9.	Dadra & Nagar Haveli	21	21	8
10.	Goa	8	8	10
11.	Gujarat	49	33	5
12.	Haryana	50	31	4
13.	Himachal Pradesh	44	33	8
14.	Jammu & Kashmir	19	14	4
15.	Jharkhand	15	12	6
16.	Karnataka	59	59	22
17.	Kerala	23	19	14
18.	Lakshadweep	6	1	2
19.	Madhya Pradesh	79	33	8
20.	Maharashtra	37	37	14
21.	Manipur	14	14	8
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Puducherry	NA		
26.	Odisha	79	72	4
27.	Punjab	24	24	9
28.	Rajasthan	44	39	10
29.	Sikkim	20	20	22
30.	Tamil Nadu	Tenure of Members were expired		
31.	Telangana	48	48	10
32.	Tripura	19	19	22
33.	Uttar Pradesh	91	42	14
34.	Uttarakhand	23	16	14
35.	West Bengal	46	44	8

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

From the field level survey, it has been revealed that though the States of Gujarat, Assam, Dadra & Nagar Haveli, Himachal Pradesh and Uttar Pradesh have not furnished any details of training, capacity building programmes have been undertaken in these states also. The majority of the Elected Representatives interviewed opined that the trainings had improved their capabilities.

Panchayati Raj Institutions and Parallel Bodies

A number of institutions are existing in various States at the Village, Intermediate and District levels, established previously to achieve an effective management and to ensure people's participation in the fields of education, health, rural development, water and sanitation and forests. As per the Constitution Amendment Act, these subjects have been brought under the purview of Panchayati Raj Institutions. For an effective involvement of PRIs, either these parallel bodies are to be dissolved or to be brought under the control of Panchayati Raj Institutions. A number of States have done so. But, in some States, they still exist as parallel institutions to PRIs. Table No. 8.15 provides the number of parallel bodies existing and their relationship with the Panchayats at different levels.

Table No. 8.15: Details of Parallel Bodies Existed and Merged with Panchayati Raj Institutions as on October 2016

Sl No	State/UT	Gram Panchayat					Intermediate Panchayat					District Panchayat				
		No. of Parallel Bodies Existed	No. Parallel Bodies Merged	Parallel Bodies Accountable to PRIs or Not	Whether Chaired by President	Whether Any Issues of Coordination Exists	No. of Parallel Bodies Existed	No. Parallel Bodies Merged	Parallel Bodies Accountable to PRIs or Not	Whether Chaired by President	Whether Any Issues of Coordination Exists	No. of Parallel Bodies Existed	No. Parallel Bodies Merged	Parallel Bodies Accountable to PRIs or Not	Whether Chaired by President	Whether Any Issues of Coordination Exists
1.	Andaman Nicobar	4	Nil	4	4	No	Nil	-	-	-	-	1	Nil	1	1	No
2.	Andhra Pradesh	7	Nil	5	7	No	4	0	4	4	Nil	6	Nil	6	6	No
3.	Arunachal Pradesh	4	Yes	4	4	No	6	Yes	6	6	No	6	Yes	6	6	No
4.	Assam	NR					NR					NR				
5.	Bihar	1	No	1	1	No	Nil					NR				
6.	Chandigarh	1	No	No	No	NR	Nil					NR				
7.	Chhattisgarh	1	No	No	No	NR	NR					NR				
8.	Daman & Diu	Nil					NR					NR				
9.	Dadra & Nagar Haveli	Nil	-	-	-	-	Nil	-	-	-	-	Nil	-	-	-	-
10.	Goa	NR	-	-	-	-	NR	-	-	-	-	NR	-	-	-	-
11.	Gujarat	NR					NR	-	-	-	-	NR	-	-	-	-
12.	Haryana	4	Nil	No	No	-	NR	-	-	-	-	NR	-	-	-	-
13.	Himachal Pradesh	NR	-	-	-	-	NR	-	-	-	-	NR	-	-	-	-
14.	Jammu & Kashmir	3	Nil	No	3	NR	NR	-	-	-	-	NA	-	-	-	-
15.	Jharkhand	4	Nil	1	Nil	No	NR	-	-	-	-	NR	-	-	-	-
16.	Karnataka	7	6	6	7	Yes	7	7	7	7	Yes	8	8	8	8	Yes
17.	Kerala	5	5	Yes	Yes	No	2	2	Yes	Yes	No	5	Yes	Yes	Yes	No
18.	Lakshadweep	NR	-	-	-	-	NA	-	-	-	-	NR	-	-	-	-
19.	Madhya Pradesh	4	4	Yes	Yes	No	3	3	Yes	Yes	No	6	4	4	5	No
20.	Maharashtra	7	Nil	7	1	No	Nil					4	Nil	4	1	No

21.	Manipur	NR														
22.	Meghalaya	NA														
23.	Mizoram	NA														
24.	Nagaland	NA														
25.	Odisha	4	Nil	4	4	NR	4	Nil	4	4	NR	6	Nil	6	6	NR
26.	Puducherry															
27.	Punjab	7	7	6	7	Yes	7	Nil	7	7	Yes	8	Nil	8	8	Yes
28.	Rajasthan	4	Yes	4	4	No	4	Yes	4	4	No	5	Yes	5	5	Yes
29.	Sikkim	7	6	6	6	No	NA					7	6	6	6	No
30.	Tamil Nadu	4	Nil	4	4	NR	Nil	-	-	-	-	Nil	-	-	-	-
31.	Telangana	4	Yes	4	4	No	1	Yes	1	1	No	Nil	-	-	-	-
32.	Tripura	NR	-	-	-	-	Nil	-	-	-	-	Nil	-	-	-	-
33.	Uttar Pradesh	3	2	2	2	No	3	2	2	2	No	3	2	2	2	No
34.	Uttarakhand	3	Nil	3	4	No	Nil					5	Nil	2	5	NR
35.	West Bengal	3	Nil	3	3	No	Nil	-	-	-	-	6	1	6	2	NR

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

Assam, Himachal Pradesh, Goa, Gujarat, Tripura and Manipur States have not furnished the details of parallel bodies. All the parallel bodies existing in the states of Arunachal Pradesh, Kerala, Karnataka, Madhya Pradesh, Rajasthan and Telangana have been merged with the PRIs at the appropriate levels. Similarly, all the parallel bodies, excepting one, have been merged with the PRIs in Sikkim. Excepting Chhattisgarh and Haryana, the parallel bodies are accountable to the PRIs and are chaired by the Presidents of Panchayati Raj Institutions concerned.

Role of Panchayats viz-a.viz Centrally Sponsored Schemes and Parallel Bodies Established in Major Centrally Sponsored Schemes

The main Centrally Sponsored Schemes (CSSs) implemented at the Gram Panchayat level are MGNREGS, solid and liquid waste management and sanitation under SBM, education and school development programmes under SSA, watershed development programme and forest related activities in villages adjacent to the forests.

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

MGNREGS is the most notable programme implemented in the villages with the active participation of Gram Panchayats. The scheme has provided a functionary viz Gram Rozgar Sahayak in almost all the Gram Panchayats. The Gram Panchayats are involved in the registration of workers, issue of job cards, preparation of labour budget and action plan for the scheme and monitoring of the scheme. The funds spend in the Panchayati Raj Institutions through the scheme is more than all other funds received and spend by the PRIs in the states of Arunachal Pradesh, Andhra Pradesh, Himachal Pradesh, Jammu & Kashmir, Punjab,

Telangana and Tripura. The scheme has empowered the grassroot level Panchayats and have provided a chance for planning various development activities under the scheme. (Impact of the MGNREGS is referred under the section ‘Support provided by MGNREGS and its Impact on the Governance of the Panchayats’)

Sarva Shiksha Abhiyan (SSA)

In most of the states the scheme is implemented by the education or other related line departments of the government. The roles assigned to the Gram Panchayats under the scheme are presenting the details of the scheme in the Gram Sabhas in Arunachal Pradesh, Madhya Pradesh, Rajasthan and Tamil Nadu. The schemes under SSA are monitored by the Gram Panchayats in Andhra Pradesh, Maharashtra, Manipur and Rajasthan. Schemes for physical infrastructure under the SSA are formulated and implemented by the Panchayati Raj Institutions in Kerala. None of the other states have reported any involvement in the implementation of the scheme. In very few cases, the convergence is between MGNREGS and SSA.

Pradhan Mantri Gram Sadak Yojana (PMGSY)

The scheme is implemented at the district level. The Gram Panchayats can make proposals for inclusion of works in the core network of roads. It is seen that the details of the schemes implemented are presented in the Gram Sabhas by the Gram Panchayats. In the States of Andhra Pradesh, Madhya Pradesh, Rajasthan and Sikkim the PRIs are providing feedback on the implementation of the scheme. In Assam, the PRIs have reported to have role in the selection of sites.

Integrated Child Development Services (ICDS)

ICDS is one of the Centrally Sponsored Schemes actively going on in the villages. But it is seen that the subject of ‘women and child development’ which falls under the ICDS have been transferred to the Panchayats at the grassroot level in the states of Chhattisgarh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, Sikkim and West Bengal only. The beneficiaries under the scheme are identified at the village level through Gram Sabhas. The IEC activities under the scheme are undertaken by the Gram Panchayats in the states of Andhra Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Uttar Pradesh, Uttarakhand and West Bengal. The construction and maintenance of Anganwadi, buildings are entrusted with the Gram Panchayats in Tamil Nadu, Karnataka,

Kerala etc. There are instances where Anganwadi buildings are constructed under convergence model with MGNREGS.

Pradhan Mantri Krishi Sinchai Yojana / Integrated Watershed Management Programme (PMKSY/ IWMP)

The scheme is implemented with the participation of Panchayati Raj Institutions in the states of Andhra Pradesh, Assam, Kerala, Madhya Pradesh, Rajasthan, Sikkim and Telangana. Beneficiaries under the scheme are selected through the Gram Sabhas in Andhra Pradesh, Arunachal Pradesh, Madhya Pradesh, Rajasthan, Sikkim, Tamil Nadu and Telangana. Presenting the details before the Gram Sabhas, identification of sites for development work etc. are undertaken by the Gram Panchayats in the states of Andhra Pradesh, Arunachal Pradesh, Assam, Madhya Pradesh, Maharashtra, Rajasthan Sikkim, Tamil Nadu and Telangana. In four States viz Andhra Pradesh, Madhya Pradesh, Rajasthan and Sikkim the social audit of the scheme is done by the PRIs. The assets created are maintained by the Gram Panchayats in the states of Andhra Pradesh, Assam, Madhya Pradesh and West Bengal. Action plan of the watershed development programmes are approved by the Gram Panchayats in the states of Assam, Madhya Pradesh and Rajasthan.

National Health Mission (NHM)

The activities in which PRIs are involved under NHM include identification of beneficiaries under subcomponent of NHM (Andhra Pradesh, Arunachal Pradesh, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim and Tamil Nadu), conduct of IEC activities (Andhra Pradesh, Assam, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim and Uttarakhand), appointment of employees on contract basis (Assam and Rajasthan) and providing data (Madhya Pradesh, Rajasthan, Sikkim). But in almost all the states the Accredited Social Health Activist (ASHA) under the scheme are working in coordination with the Gram Panchayats.

Swachh Bharat Mission (SBM)

The Panchayats in almost all the States and Union Territories are involved in the implementation of the scheme. The activities undertaken by the PRIs include identification of beneficiaries, receiving applications, conduct of IEC activities, preparation of action plans and presenting before the Gram Sabhas, monitoring, preparation of IEC materials etc. The impact of the SBM is commendable in making the achievement index in the domain of

individual household latrine (IHHL), anganwadis toilets, school toilets and public toilets. The open defecation free (ODF) status of PRIs is another cumulative impact of the scheme.

Indira Awaas Yojana (IAY)

In majority of the states, the IAY is implemented through the Block Development Offices / Intermediary Panchayats. The applications from the beneficiaries received and presented before the Gram Sabha for selection are done by the Gram Panchayats. Permanent waitlist is prepared by the Gram Panchayats and published in the Panchayat area. The Gram Panchayats are entrusted with the monitoring of the construction of houses also.

National Rural Livelihoods Mission (NRLM)

The NRLM is implemented at the Village Panchayat level. Women Self Help Groups are organized trained and federated at the Gram Panchayat level. But the PRIs in the states of Andhra Pradesh, Assam, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Tamil Nadu, Uttarakhand and West Bengal only are involved in the implementation of the scheme. The activities entrusted with the PRIs include presenting the details of the scheme before the Gram Sabha and preparing plans in convergence with other schemes. The representatives of the PRIs are usually invited to the meetings of the Self-Help Groups and the SHGs are functioning in close association with the Gram Panchayats. The DDUGKY functioning in various districts are usually identifying trainees with the help of the Gram Panchayats. It is seen that in many cases the Gram Panchayats are the first level of information/enquiry counters of the DDUGKY.

National Social Assistance Programme (NSAP)

The beneficiaries under the scheme are identified by the Gram Panchayats in the States of Andhra Pradesh, Arunachal Pradesh, Assam, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, Tripura and West Bengal. The list of beneficiaries is being published in the Gram Sabhas in all the States. Application for pension schemes are received by the Gram Panchayats in all the States mentioned above. Gram Panchayats are undertaking IEC activities on the scheme in the states of Andhra Pradesh, Assam, Tamil Nadu. The other activities undertaken by the Panchayats include publishing the list of beneficiaries, conduct of social audit (in the states of Andhra Pradesh, Assam, Madhya Pradesh, Rajasthan, Tamil Nadu) providing feedback on implementation etc.

Sansad Adarsh Gram Yojana (SAGY)

At the time of the collection of data from the states and PRIs the Sansad Adarsh Gram Yojana (SAGY) was in the initial stage. The PRIs are involved in IEC activities, identifying problems and preparation of action plans. Since the implementation was in the initial stage details of implementation were unavailable on the scheme.

Parallel bodies involved in the implementation of Centrally Sponsored Schemes

Most of the centrally sponsored schemes (CSSs) have been formulated and were implemented prior to the 73rd and 74th Constitution Amendment Acts. For ensuring public participation for the implementation of the scheme in the absence of elected democratic institutions a number of parallel bodies had been envisaged in the guidelines of the schemes. The parallel bodies are constituted and recognized for their role in a different context. They are still functional and majority of them appears to be redundant in the presence of PRIs. The most important among the parastatals are the District Rural Development Agencies (DRDA) at the district level through which the funds flow for the rural development programmes. Other parastatals at the district level are District Water and Sanitation Mission and Integrated Tribal Development Agencies. Following the pattern of these agencies, a district level body for the implementation of National Horticulture Mission, National Health Mission, Sarva Shiksha Abhiyan etc also have been constituted even after the Panchayati Raj Institutions became functional. The activities entrusted with these parallel bodies had already been transferred to the Panchayati Raj Institutions through the XIth schedule of the Constitution Amendment Act. Moreover, the PRIs were provided for the preparation of development plans for economic development and social justice in the transferred subjects. At the same time these parastatals are required to prepare annual action plans for the schemes for which they have been constituted. It is seen that at the Village Panchayat level Village Health and Sanitation Committees, Village Education Committees, Joint Forest Management Committees and Watershed Development Committees have been constituted and are functional in many states.

The administrative prudence, economic logic and democratic aspirations suggest merging of these parastatal bodies with the Panchayati Raj Institutions at the appropriate levels. It has

been raised from various quarters after the 73rd Constitution Amendment Act. Yet even after more than two and a quarter decade of Constitution Amendment Act these parastatals bodies are functioning in many of the states.

In the states of West Bengal, Kerala, Karnataka, Sikkim and Rajasthan the District Rural Development Agencies (DRDAs) have been merged with the District Panchayats. Karnataka is the trendsetter in merging DRDAs with the District Panchayats. The Telangana state has reported that no parallel bodies exist at the district level. The District Water and Sanitation Committee, Integrated Tribal Development Agency, district mission on national horticulture, district units of NHM, and SSA still are functional in most of the states. But all these bodies are accountable to the District Panchayat and the meetings are chaired by the President of the District Panchayats. In the state of Karnataka, though these agencies have not been fully merged, they are accountable to the District Panchayat and the meetings are chaired by the President.

Though the parallel bodies at the district level have not been merged, the President of the District Panchayat is the chairman of DRDA in Jharkhand. The parastatals at the district level are still intact and functional and the District Panchayat have no roll in their functioning in the state of Tamil Nadu. These bodies are still functional in the states of Punjab and Chhattisgarh. Though these have not been merged, their meetings are chaired by the president of the District Panchayat in Maharashtra and they are accountable to the District Panchayat. All the parallel bodies except for NRHM and tribal development have been merged in Madhya Pradesh. Out of the seven parallel bodies existed at the district level six have been merged with the District Panchayat in Sikkim. In the state of Uttar Pradesh, the District Water and Sanitation Committee and Committee for Tribal Development have been merged, but the DRDAs are still functional. Though not merged the parastatals are accountable to the District Panchayat and are chaired by the president.

At the Intermediate Panchayat level, the number of parastatals is very limited and there may be one or two only. All the parallel bodies have been merged with Intermediate Panchayats in Madhya Pradesh, Kerala, Karnataka and Telangana. All the parallel bodies at the village level are reported to have merged in the states of Telangana, Karnataka, Kerala, Jammu & Kashmir, Punjab, Rajasthan, Chhattisgarh, Madhya Pradesh, Sikkim. None of the states have reported any issues related with the coordination of activities between Panchayats and parallel bodies.

Support provided by MGNREGS and its Impact on the Governance of the Panchayats

The introduction of MGNREGA has transformed the Panchayati Raj Institutions, especially the Gram Panchayats and Intermediate Panchayats, in terms of making them very active. The focus of the planning and implementation of the scheme has been on the grassroots level. In a number of States like Uttarakhand, Uttar Pradesh, Punjab, Bihar and Jharkhand, where the secretaries of Gram Panchayats hold the charge of more than three Gram Panchayats each, the appointment of *Gram Rozgar Sahayak* provides at least one employee who attends the office regularly. Moreover, the Gram Sabhas have since active in terms of being involved in planning and social audit.

But in a number of States, the task of payment of wages has not been entrusted with the Gram Panchayats. The details of the implementation of MGNREGS were collected from the selected Gram Panchayats and the same are provided as Annexure II. The number of social audits mandated by the Act is two, but certain Gram Panchayats in the States of Uttar Pradesh, West Bengal, Sikkim, Tamil Nadu, etc had conducted only one social audit during 2014-15. However, subject of ‘social audit’ has been grafted in the agenda of Gram Sabha only with the introduction of MGNREGS. It has already made some positive impact in other centrally sponsored schemes (CSSs). In all most all the Gram Panchayats, at least one functionary is working for the implementation of the scheme. The major focus of Gram Panchayats in Rajasthan, Karnataka, Tamil Nadu, Sikkim, and West Bengal has been on water conservation, while Gram Panchayats in Madhya Pradesh, Tripura Chhattisgarh and Himachal Pradesh are focused on land development. The field observations give an impression that the implementation of the scheme has further strengthened the performance of PRIs in general and Gram Panchayats, in particular.

Though Panchayati Raj Institutions have been constituted and elections conducted to them in regular intervals, they have been crippled in many states without funds, functions and functionaries. In this context the scheme has been provided multifaceted business, offering a range of support to the Gram Panchayats and Intermediate Panchayats. The introduction of MGNREGS paved way for activating these elected institutions, since the guidelines of the scheme clearly specified the activities to be undertaken by the PRIs.

The Gram Panchayats are required to convene Gram Sabhas for approving the labour budget and annual action plan of the scheme. Gram Sabhas are empowered to suggest works considering the local needs and resources and the priority of works. The Gram Sabhas are to monitor the works and it can seek and obtain all relevant information from all the

implementing agencies. Moreover, Gram Sabha has been decided as the platform for social audit. The Gram Panchayats have been vested with the responsibility of receiving applications for registration, its verification, registration and issue of job cards. The Gram Panchayats are the agency to receive applications for job from the job seekers, issue receipts for the applications and provide work within fifteen days. They are required to conduct periodic surveys to assess demands for work to identify and plan works and to develop shelf of projects according to priority. The Gram Panchayats are supposed to implement the works according to the required technical specifications and measurements. They are required to prepare annual reports of the scheme containing achievements, assets created and wages paid and this has to be made available to persons on demand. The Gram Panchayats are required to create awareness on the scheme and social mobilization. The monitoring of the implementation, proactive disclosure of the details of the works and organizing *Rozgar Diwas* also are the responsibilities of the Gram Panchayats. In some states like Jharkhand, Uttar Pradesh, Punjab and Uttarakhand, where secretaries hold additional charges of a number of Panchayats, the Gram Rozgar Sahayaks (GRSs) are the only full-time employee available in the GP office. The Gram Panchayats have been strengthened by additional staff since GRS can be appointed for the scheme implementation. The Panchayat offices are opened regularly and people especially jobseekers and workers make visits to the offices of the Gram Panchayats on a regular basis. These Gram Panchayats have initiated the process of planning as envisaged in the Constitution Amendment Act with the introduction of MGNREGS.

The Intermediate Panchayats are the designated agency for the approval of the works proposed by the Gram Panchayats and are required to prepare block level plans and forward the same to the District Panchayat for approval. The Intermediate Panchayats are vested with the powers to supervise and monitor the projects taken up by the Gram Panchayats. The duties of the Districts Panchayats include approval of works forwarded by the GPs, consolidation of block plans in to a district plan and monitoring and supervision of implementation.

The scheme helped the Panchayats to undertake works related with consideration of natural resources, construct and protect drinking water sources, soil and water conservation, land development and minor irrigation works. MGNREGS has a role in making the villages clean and ODF since solid and liquid waste management works and construction of toilets have

been provided to be undertaken under the scheme. Thanks to MGNREGS, the local governments are able to provide some of the civic services supposed to be provided by them.

Assessment and Awards for Performance

All the State Governments have adopted measures to assess the performance of Panchayati Raj Institutions besides instituting awards for best performing Panchayats. Almost all the States have designed questionnaires, performance indicators and scoring plans for as part of assessment. But it is noted that, in most of the States, the number of Panchayats applying for these awards are comparatively few, excepting Karnataka, Madhya Pradesh and Maharashtra. The details of awards are provided in Table No. 8.16.

Table No. 8.16: Details of Performance Assessment and Incentives

Sl No	Name of State	Whether Assess the Performance	Whether State Level Awards given	Whether District Level Awards given	Number of Panchayats applied for Awards					
					2014-15			2015-16		
					GP	IP	DP	GP	IP	DP
1.	Andaman Nicobar	Nil	-	-	-	-	-	-	-	-
2.	Andhra Pradesh	Yes	Yes	No	18	12	3	59	10	4
3.	Arunachal Pradesh	Nil	-	-	-	-	-	-	-	-
4.	Assam	Yes	Yes	Yes	NR	-	-	-	-	-
5.	Bihar	Yes	Yes	-	1	1	-	8	-	-
6.	Chandigarh	Nil	-	-	-	-	-	-	-	-
7.	Chhattisgarh	Yes	Yes	-	NR	-	-	-	-	-
8.	Daman & Diu	Nil	-	-	-	-	-	-	-	-
9.	Dadra & Nagar Haveli	Nil	-	-	-	-	-	-	-	-
10.	Goa	Yes	Yes	-	190	-	-	190	-	-
11.	Gujarat	Yes	Yes	Yes	NR	-	-	-	-	-
12.	Haryana	Yes	Yes	-	NR	-	-	782	29	23
13.	Himachal Pradesh	Not reported	-	-	-	-	-	-	-	-
14.	Jammu & Kashmir	Nil	-	-	-	-	-	-	-	-
15.	Jharkhand	Yes	Yes	-	NR	-	-	-	-	-
16.	Karnataka	Yes	Yes	Yes	782	29	23	NR	-	-
17.	Kerala	Yes	Yes	Yes	63	35	7	41	22	6
18.	Lakshadweep	Nil	-	-	-	-	-	-	-	-
19.	Madhya Pradesh	Yes	Yes	Yes	13000	205	27	1760	102	17
20.	Maharashtra	Yes	Yes	Yes	28010	351	34	28005	351	34
21.	Manipur	Yes	Yes	-	14	-	-	12	-	2
22.	Meghalaya	NA								
23.	Mizoram	NA								
24.	Nagaland	NA								
25.	Odisha	Yes	Yes	Yes	NR	-	-	-	-	-

26.	Puducherry									
27.	Punjab	Yes	Yes	Yes	5042	126	21	4347	136	21
28.	Rajasthan	Yes	Yes	-	8890	205	27	1760	102	17
29.	Sikkim	Yes	Yes	Yes	176	-	4	176	-	4
30.	Tamil Nadu	Yes	Yes	-	21	12	4	33	18	2
31.	Telangana	Yes	Yes	-	-	-	-	69	-	-
32.	Tripura	NR	-	-	-	-	-	-	-	-
33.	Uttar Pradesh	Yes	Yes	Yes	-	-	-	59141	831	75
34.	Uttarakhand	Yes	Yes	-	145	13	4	22	5	2
35.	West Bengal	Yes	Yes	Yes	2045	182	4	1345	121	7

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs

The performance of District Panchayats is notable in the states of Karnataka, Madhya Pradesh and Maharashtra, while the Intermediate Panchayats are performing well in almost all the states, which may be due to the availability of functionaries. Since in almost all the States the Intermediate Panchayats have been constituted at the block level and are attached to the block offices, almost an equal and effective performance of all the three tiers is seen in respect of Karnataka, Kerala and West Bengal. The size of the population of Gram Panchayats, availability of funds and functionaries are some of the factors influencing the performance of Gram Panchayats.

Gram Panchayat Development Plan (GPDP)

As per Article 243 G of the Constitution, the Panchayati Raj Institutions are mandated to prepare plans for economic development and social justice. The Central Government and various State Governments have taken up several initiatives to realize this mandate. But, the planning process of the Panchayati Raj Institutions has been found inadequate for want of an adequate finance and technical support. However, the introduction of MGNREGS has empowered the Panchayats to prepare plans for the scheme, to some extent.

The Fourteenth Finance Commission awarded an exclusive grant of Rs.200292.20 crore to be devolved to the Gram Panchayats over a period of five years. This amount is in addition to the funds provided under MGNREGS. In addition to these two sources, the Gram Panchayats receive State Government grants, including State Finance Commission grants and own tax revenue.

Consequent to the award of the Finance Commission grants, the Ministry of Panchayati Raj has taken initiatives to guide the States in empowering the Gram Panchayats to prepare development plans matching the people's needs and priorities. A write shop for the drafting

of state specific guidelines was conducted under the auspices of MoPR. Moreover, the Ministry had issued guidelines also with respect to the preparation of Gram Panchayat Development Plan (GPDP) and also the steps to be taken by the State Governments. As per the guidelines, the State Governments were to take policy decisions with regard to operationalising the Gram Panchayat level plans. However, the practice of preparing separate/scheme-based plans are to be discontinued and there should be a shift to the preparation of a single integrated plan document under GPDP, converging all the resources over which the Gram Panchayats have a command. ‘No cost projects’ can also be considered under GPDP. The GPDP should be focused on poverty reduction and converging different schemes and programmes. Moreover, GPDP should have definite components related to literacy and education, including skill development, health, food and nutrition, child sex ratio etc. Further, GPDP should aim at improving the well-being of vulnerable and marginalized groups like SCs, STs, including particularly vulnerable tribal groups and minorities, persons with disabilities, old aged, women, children and transgenders. The Gram Panchayats should be encouraged to take up activities which can increase local production and productivity. The State Governments should constitute an empowered committee at the state level for co-ordinating the activities of all the related departments. The following is the suggested composition of an empowered committee at the state level.

- Chief secretary/ Development commissioner –chairperson
- Secretary, Panchayat Raj –convener
- Secretaries in charge of following departments
- Finance
- Planning
- Rural Development (if it is not part of Panchayat Raj)
- SC development
- ST development
- Women and child development
- Drinking water and sanitation
- Health
- School education
- Agriculture/ Animal husbandry/ Fisheries
- Industries
- Forest

- Public relations
- And SIRD

The following are the suggested functions of the Empowered Committees

- To prepare a master plan based on Government Orders/ Resolutions, detailing different processes and procedures
- To ensure interdepartmental co-ordination at all levels.
- To issue instructions on the convergence of schemes and resources, including detailing of human resources and technical support required at all levels
- To take decisions as needed for midcourse corrections and troubleshooting etc
- To respond to the issues from the field and to come out with circulars/ clarifications
- To monitor and steer the entire process

As the second step, the States are to develop detailed guidelines for GPDP based on the general guidelines of the Ministry of Finance and Ministry of Panchayati Raj.

It has also been suggested to give a wide publicity to the decision regarding the preparation of GPDP through

- Ideally an appealing and meaningful local name to the programme.
- Following a campaign approach
- Sending letters from the Chief Minister/Minister to Elected Representatives of the GPs
- Formal launch of the programme at multiple levels
- Holding of explanatory meetings at State, District, Block, and GP/cluster levels etc.

Clear fund flow mechanisms for all the categories of funds included in the resource envelop have to be developed by the State, District and Block level co-ordination committees. It has been suggested to ensure human resource support also. Arrangements are also to be made for administrative and technical approvals, implementation and for review and monitoring. Each State has to develop a clear strategy plan of action for capacity building also.

Based on the guidelines issued by MoPR, all the State Governments have constituted respective empowered committees and state level resource teams. Trainings have been conducted to the Elected Representatives and functionaries of the Village Panchayats. Excepting for the Gram Panchayats in Kerala and West Bengal, the preparation of Gram Panchayats development plans is in initial stages. The PRIs in West Bengal have been preparing plans since 1978-79 and Kerala from 1996-97. The Gram Panchayats of Andhra

Pradesh, Rajasthan and Sikkim started the planning process during 2014-15. Most of the States have started the preparation of GPDP in the year 2015-16.

The States of Bihar, Haryana, Himachal Pradesh, Karnataka, Maharashtra, Manipur and Tamil Nadu have started the process in 2016-17 only. The number of plans prepared by the Gram Panchayats during 2015-16 and 2016-17 are provided in Table No. 8.17.

Table No. 8.17: Details of Plan Prepared

Sl No	Name of State /UT	Number of Gram Panchayat	Number of Gram Panchayat that have Prepared Plans during	
			2015-16	2016-17
1.	Andaman & Nicobar	70		
2.	Andhra Pradesh	12920		12920
3.	Arunachal Pradesh	1779	1639	748
4.	Assam	2200	2189	2189
5.	Bihar	8391	2	414
6.	Chandigarh	12	-	-
7.	Chhattisgarh	10971	10613	10575
8.	Dadra & Nagar Haveli	20	-	-
9.	Daman & Diu	15	-	-
10.	Goa	190	-	23
11.	Gujarat	14029	10119	10485
12.	Haryana	6205	1	6204
13.	Himachal Pradesh	3226	316	3222
14.	Jharkhand	4198	2036	4372
15.	Jammu & Kashmir	4398	4112	3135
16.	Karnataka	6022	-	6022
17.	Kerala	941	941	941
18.	Lakshadweep	10	-	-
19.	Madhya Pradesh	22816	-	20964
20.	Maharashtra	27901	692	27724
21.	Manipur	161	1	147
22.	Meghalaya	NA		
23.	Mizoram	NA		
24.	Nagaland	NA		
25.	Odisha	6805	6211	6347
26.	Puducherry	98	-	-
27.	Punjab	13028	407	12897
28.	Rajasthan	9894	9891	9893
29.	Sikkim	176	48	176
30.	Tamil Nadu	12524	12050	7936
31.	Telangana	8695	8695	8695
32.	Tripura	591	1	591
33.	Uttarakhand	59162	17	7953
34.	Uttar Pradesh	7958	256	59019
35.	West Bengal	3342	1	15

Source: Data Compiled from Field Survey & the Information Furnished by the States and UTs & GPDP Report on Plan Plus

The preparatory steps taken by various states for preparation of GPDP and the details of convergence are provided in Table No 8.18. Arunachal Pradesh, Bihar and Himachal Pradesh have reported that they are yet to form resource groups. It is only the States of Andhra Pradesh, Chhattisgarh, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Manipur, Punjab,

Rajasthan, Tamil Nadu and West Bengal that have formulated special plans for women and SCs/STs.

Table No. 8.18: Gram Panchayat Development Plan

Sl. No.	Name of State	Whether Guidelines Issued	Whether State Level Resource Team Formed	Year from which GPDP is Prepared	Whether Guidelines Issued for SDGs	Converged with:					Special Plans for:	
						MCNREGS	PMKSY	IAY/PMAY	SBM	Any Others CSS/SSS	Women	SC/ST
1.	Andaman & Nicobar	No	No	-	-	-	-	-	-	-	-	-
2.	Andhra Pradesh	Yes	Yes	2014-15	Yes	✓	✓	✓	✓	✓	Yes	Yes
3.	Arunachal Pradesh	Yes	No	2015-16	No	X	X	X	X	X	No	No
4.	Assam	Yes	Yes	2015-16	Yes	✓	-	-	-	-	No	No
5.	Bihar	Yes	No	2016-17	No	✓	X	X	X	X	No	Yes
6.	Chandigarh											
7.	Chhattisgarh	Yes	Yes	2015-16	Yes	✓	✓	✓	✓	✓	Yes	Yes
8.	Dadra & Nagar Haveli											
9.	Daman & Diu											
10.	Goa	Yes	Yes	2015-16	No	X	X	X	X	X	Yes	No
11.	Gujarat	Yes	Yes	2015-16	Yes	NR	-	-	-	-	-	-
12.	Haryana	Yes	Yes	2016-17	Yes	✓	✓	✓	✓	✓	No	No
13.	Himachal Pradesh	Yes	No	2016-17	No	✓	NR	-	-	-	-	-
14.	Jammu & Kashmir	Yes	Yes	2015-16	No	✓	-	✓	-	-	No	No
15.	Jharkhand	Yes	Yes	2015-16	Yes	X	X	X	X	X	No	No
16.	Karnataka	Yes	Yes	2016-17	Yes	✓	✓	✓	✓	✓	Yes	Yes
17.	Kerala	Yes	Yes	1996-97*	Yes	✓	✓	✓	✓	✓	Yes	Yes
18.	Lakshadweep											
19.	Maharashtra	Yes	Yes	2016-17	No	✓	✓	✓	✓	✓	Yes	Yes
20.	Madhya Pradesh	Yes	Yes	2015-16	Yes	✓	✓	✓	✓	X	No	No
21.	Manipur	Yes	Yes	2016-17	No	✓	✓	✓	✓	✓	Yes	Yes
22.	Meghalaya	NA										
23.	Mizoram	NA										
24.	Nagaland	NA										
25.	Odisha	Yes	Yes	2015-16	No	X	X	X	X	X	No	No
26.	Puducherry	NA										
27.	Punjab	Yes	Yes	2015-16	No	✓	✓	✓	✓	✓	Yes	Yes
28.	Rajasthan	Yes	Yes	2015-16	Yes	X	X	X	X	X	Yes	Yes
29.	Sikkim	Yes	Yes	2014-15	Yes	✓	✓	✓	✓	✓	No	No
30.	Tamil Nadu	Yes	Yes	2016-17	Yes	✓	✓	X	✓	✓	Yes	Yes
31.	Telangana	Yes	Yes	2015-16	No	X	X	X	X	X	No	No
32.	Tripura	Yes	Yes	2015-16	No	X	X	X	X	X	No	No
33.	Uttar Pradesh	Yes	Yes	2015-16	No	X	✓	N R	NR	NR	No	No
34.	Uttarakhand	Yes	Yes	2015-16	No	X	✓	X	✓	X	No	No
35.	West Bengal	Yes	Yes	1978-79*	No	X	✓	✓	✓	✓	Yes	Yes

Source:Data Compiled from Field Survey & the Information Furnished by the States and UTs & GPDP Report on Plan Plus

*During 1996-97 decentralised planning popularly known as Peoples' Plan had been started in Kerala. During 1978-79 a grassroot level planning had been started in West Bengal. It was followed by ISGPP with the support of World Bank in 2010.

The Gram Panchayats in Andhra Pradesh, Chhattisgarh, Haryana, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Sikkim, Punjab and West Bengal have made attempts towards the convergence of GPDP with Centrally Sponsored Schemes. They are reported to have

prepared special plans for women and Scheduled Castes and Scheduled Tribes also. It is important to note that Gram Sabhas have been involved in the preparation of vision documents of the respective Gram Panchayats.

Fourteenth Finance Commission Awards and process followed for the Preparation of Gram Panchayat Development Plans (GPDP)

Consequent to the allocation of funds to the Gram Panchayats and Municipalities to meet the expenses for providing basic civic services as recommended by the Fourteenth Finance Commissions, the Ministry of Panchayati Raj have issued guidelines for the utilization of the funds in a planned manner and have organized a writeshop for all the representatives of the Panchayat Raj Departments and SIRDs all over the country to enable them to prepare state specific guidelines for the preparation of GPDP. In pursuance of the writeshop almost all the State Panchayat Raj Departments has drafted state specific guidelines for the preparation of Gram Panchayat Level Development Plans. To guide the Gram Panchayats in the preparation of development plans from the grassroot levels, identifying the felt needs of the community a state level workshop has been organized in all states. All the states except Bihar and Tamil Nadu have constituted an empowered committee at the state level to monitor the planning process and provide timely guidance to the Gram Panchayats. In addition to this Project Management Units, GPDP cell was formed in all states except Bihar, Goa, Himachal Pradesh, Jammu & Kashmir and Sikkim. The states except Haryana, Himachal Pradesh and Uttarakhand have reported that necessary government orders also have been issued for the preparation of GPDP.

Resource team at the State level were formed in the states of Andhra Pradesh, Assam, Chhattisgarh, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Punjab, Rajasthan, Sikkim, Uttar Pradesh and Uttarakhand for the capacity building activities for GPDP. The Gram Panchayats in the states of Karnataka, Kerala and Sikkim have reported that they have initiated the planning programme in the year 2014-15 itself. The Gram Panchayats in Kerala have started Panchayat Level Planning from 1996-97. In all other states except Himachal Pradesh, Maharashtra, Manipur, Tamil Nadu and Uttar Pradesh have initiated the planning process in the year 2015-16.

All the states have reported that the Gram Sabhas have been involved in the planning process. Special Gram Sabhas were convened to identify the felt needs of the people and based on available primary and secondary data a plan document has been prepared by the Gram Panchayats in Assam, Karnataka, Kerala, Odisha, Chhattisgarh, Rajasthan, Sikkim etc. As per

the details collected from the State Panchayat Raj Departments it has been found that 15252 Gram Panchayats were able to prepare the GPDP in the year 2014-15 out of which, 500 are from Andhra Pradesh, 5629 from Karnataka, 978 from Kerala, 176 from Sikkim and 7669 from Uttarakhand. The number of Gram Panchayats that have prepared their development plans in the year 2015-16 are 74287. However, the Gram Panchayats that have prepared GPDP rose to 196696 during the year 2016-17.

The State Panchayati Raj Departments of Assam, Bihar, Chhattisgarh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Punjab, Rajasthan, Sikkim, Telangana and Uttarakhand have given guidelines for the convergence of GPDP with other Centrally and State Sponsored Schemes. Eight states viz i. Assam, ii. Chhattisgarh, iii. Jharkhand, iv. Karnataka, v. Kerala, vi. Rajasthan, vii. Telangana and viii. Uttar Pradesh have issued guidelines for preparation of projects under sustainable development goals.

The Gram Panchayats in Andhra Pradesh, Chhattisgarh, Karnataka, Kerala, Maharashtra, Manipur and Punjab have prepared special plans benefiting women and SC/ ST. In short, the awards of the Fourteenth Finance Commission and the involvement of the MoPR, have provided an opportunity to fulfill the constitutional mandate vested upon them to prepare plans for economic development and social justice

CHAPTER IX

Panchayat Extension to Scheduled Areas (PESA)

Although the 73rd Constitution Amendment Act did not cover the areas under Fifth Schedule of the Constitution, the Parliament passed the *Panchayat Extension to Scheduled Areas Act* (PESA) on 24 December, 1996, extending Panchayati Raj to 627 Development Blocks and 25242 Gram Panchayats spread over 42 Districts fully and 61 Districts partly.

As per the Act, the legislation on Panchayats relating to Scheduled Areas shall be made in consonance with the customary law, social and religious practices and traditional management practices of community resources. A habitation or a group of hamlets comprising a community managing its affairs in accordance with their traditions and customs may be declared as a village. Every village will be having a Gram Sabha consisting of all those on electoral rolls.

The PESA Act provides for the Gram Sabhas the right to preserve their traditional customs, cultural identity, community resources and customary mode of dispute resolution. The Act confers the following powers on the Gram Sabhas.

1. Approve plans and projects for social and economic development before they are taken up for implementation by the Panchayats at the village level
2. Select beneficiaries under poverty alleviation and other programmes
3. The Panchayats have to obtain certificates of utilization for plan funds
4. The reservation of seats to the PRIs shall be in proportion to the population, but reservation for Scheduled Tribes shall be not less than one half of the total number of seats
5. The State Governments may nominate representatives from Scheduled Tribe to the Panchayat Samitis and Zilla Parishads, where there is no representation
6. The Gram Sabha or the Panchayat at the appropriate level shall be consulted before acquisition of land in the scheduled areas for development projects
7. Planning and management of minor water bodies in the scheduled areas are to be entrusted to the Panchayats at the appropriate level

8. Before granting of prospective licenses or mining leases for extracting minor minerals, the recommendations of the Gram Sabhas or Panchayats at the appropriate level shall be mandatory
9. Prior recommendation of the Gram Sabha or the Panchayat at the appropriate level is mandatory for grant of concession for the exploitation of minor minerals by auction
10. The Panchayats at the appropriate level and Gram Sabhas shall be entrusted with the powers to -
 - a. Enforce prohibition or regulate or restrict the sale and consumption of any intoxicant
 - b. Ensure the ownership of minor forest produce
 - c. Prevent the alienation of land and take-up appropriate action for restoring any unlawfully alienated land of a scheduled tribe
 - d. Manage the village markets
 - e. Exercise control over money lending in the area
 - f. Control institutions and functionaries in all the social sectors
 - g. Control local plans and resources for such plans, including Tribal Sub Plans (TSPs).

It has been specifically stated in the Act that the state legislatures that may endow Panchayats with powers and authority as may be necessary to enable them to function as institutions of self government, shall provide certain safeguards to ensure that the Panchayats at the higher level do not assume the powers and authority of any Panchayat at the lower level or of the Gram Sabha

The State governments under which the Vth Schedule areas fall are to make legislations in accordance with the provisions contained in the PESA Act. These states include 1. Andhra Pradesh, 2. Chhattisgarh, 3. Himachal Pradesh, 4. Madhya Pradesh, 5. Maharashtra, 6. Gujarat, 7. Jharkhand, 8. Odisha, 9. Rajasthan and 10. Telangana. The details of Districts, Blocks and Gram Panchayat covered by PESA are shown in Table No. 9.1. The names of major Scheduled Tribes residing in the States are provided in Table No. 9.2

Table No. 9.1: Details of Districts, Blocks and Gram Panchayats Covered by PESA

SI No	Name of State	Districts Fully Covered	Districts Partly Covered	No. of Block Panchayats	No. of Gram Panchayats
1.	Andhra Pradesh		Srikakulam Vizia Mangalom Visakha Patanom East Godavari West Godavari	26	588 (Villages 1586)
2.	Chhattisgarh	Sarguja Bastar Korea Dantewada Karba Jashpur Kanker Balrampur Surajpur Narayanpur Bijapur Sukma Kadagaon	Bolod Dhamtari Raigarh Rajnandgaon Garva band Bilaspur	85	5050 (Villages – 9977)
3.	Gujarat	Dang Dahod Narmada Tapi	Surat Bharuch Panchmahal Navsarai Sabarkantha Vadodara Valsad	40	2388 (Villages 4503)
4.	Himachal Pradesh	Lahoul&Spiti Kinnaur	Chamba	7	151 (Villages 806)
5.	Jharkhand	Ranchi Khunti Lohardaya Gumla Latehar West Singhbhum East Singhbhum Saraikelakharsawar Dumka Jamtara Sahebganj Pakur	Palamu Garhwa Godda	131	2074 (Villages 16022)
6.	Madhya Pradesh	Alirajpur Jhabua Mandla Dindori Barwani	Dhar Khargoan Khandwa Ratlam Betul Seoni Balaghat Hoshangabad Shahdol Umaria Sheopur	89	5211 (Villages 11784)

			Chindwara Sidhi Anooppur Burhanpur		
7.	Maharashtra	Nil	Thane Nasik Dhule Ahmednagar Pune Nanded Nandurbur Jalgaon Amravati Yavatmal Gadchiroli Chandrapur	59	2835 (Villages 5905)
8.	Odisha	Malkangiri Nowarangpur Rayagada Mayurbhanj Sundargarh Koraput	Ganjam Keonjhar Sambalpur Khandamahala Kalahandi Balasore Gajapati	119	1921
9.	Rajasthan	Banswara Dungarpur	Udaipur Pratapgarh Sirohi	26	4544
10.	Telangana	Nil	Asdilahad Warangal Mahabubnagar	45 Block	631

Source: The Information Furnished by the States

Table No.9.2: The Names of Major Scheduled Tribes in the PESA States

SI No	Name of State	Name of the Major Scheduled Tribes
1.	Andhra Pradesh & Telangana	Gonds, Lambada, Kolam, Pardhan, Andh, Thoty Naik podu, Manne, Koya, Erukala, STkoya, Nayakapudi, Chenchur, Arukala, ValmEEKiboya, Yanadi, Kandareddy, Veeramusti, Lambadi
2.	Chhattisgarh	Agaria, Andh, Baiga, Bhaina, BhaviaBhumia, Bhuinharbhumia, Bhumia, Bharia, Pando, Bhattra, Bhil, Bhilala, Burela, Patelia, Bhilmina, Bhunjia, Biyar, Damar, Damaria, Gond, Halba, Kamar, Karku, Kavar, Kanwar, Kal, Kolam, Korwa, Kodaku, Majhi, Majwar, Mawasi, Munda, Nagesia, Oraon, Dhanka, Pao, Pardhan, Pathari, Parja, Sahariya, Sounta, Sour, Sawar, Sour
3.	Gujarat	Barda, Bavacha, Bharwad, Bhil, Charan, Choudari, Dhoka, Dhodia, Dubla, Gamit, Gond, Katholi, Kokna, Koli, Kolidhor, Kumbi, Naikda, Padhar, Paradhi, Pardhi, Patelia, Pomla, Raberi, Rathawar, Siddi, Vaghri, Varli, Vitola
4.	Jharkhand	Asur, Baiga, Banjara, Bathudi, Bedia, Binjhiya, Birhor, Birjia, Chero, Chickbarik, Gand Gorait, Ho, Karmali, Kharia, Kharwar, Khand, Kisan, Kora, Koruwa, Kharwar, Khand, Kisan, Kora, Korwa, Lohra, Mahli, Malphariya, Munda, Oraon, Parthaiya, Santhal, Souriapharia, Savar, Bhumji
5.	Himachal Pradesh	Bhoti, Gaddi, Gujjar, Jad, Kanaura, Lahaula, Pang Wala, Swangla

6.	Madhya Pradesh	Bheel, Bheelala, Barela, pataliya, Halwaa, Damore, Gadawa, Gadwa, Pardhi, Behliya, Kol, Gond, Baigapardhi, Panika, Kawar, Kour, Korba, Kutka, Khairwar, Korwa, Korku, Pradhan, Dhanwar
7.	Maharashtra	Kathodi, Katkari, Kokana, Kakani, Koli, KoliMahadev, KoliMalhar, Warli, Thakkare, Dublekoli, Dhor, Bhilkoli, Mahadevkoli, Paedhi, Dhanwar, Goand, Korku, Pardhi, Nihal, Halbala, Pardhan, Halbi, Kanwar Kolam, Vamit, Bhil, Kolna, Kolidhor, Dhokna, Andh, Kathodi, Katkari, Dubla, Gamit, Naikada
8.	Odisha	Bagata, Baiga, Banjara, Bathudi, Bhottada, Bhuiya, Bhumiya, Bhumij, Bhunjia, Binjhal, Binjhia, Birhor, Bondoporaja, chenchu, Dal, DesuaBhumij, Dharua, Didoya, Gadaba, Gandia, Ghara, Gand, Ho, Holva, Jatapu, Juang, Kandha Gouda, Kawar, Kharia, Kharwar, Khond, Kisan, Kol, Kola Loharras, Kolha, Koli, Kondadora, Kora, Korua, Kotia, Koya, Kulis, Lodha, Madia, Mahali, Mankidi, Mankirrdia, Matya, Mirdhas, Munda, Mundari, Omanatya, Oraon, Parenga, Paroja, Pentia, Rajuar
9.	Rajasthan	Bhil, Bhilmina, Damor, Dhanka, Garasia, Kathodi, Kokna, Kolidhor, Mina, Naikola, Patelia, Seharla

Source: Data Compiled from Field Survey & the Information Furnished by the States

The various Scheduled Tribe communities have their own customs, customary laws, Administrative Systems and ways of conflict resolution. As per the PESA Act, the customary laws of the Scheduled Tribes in the States are to be enlisted with social and religious practices and traditional management practices of community resources documented. The details of documentation in various States, as reported by the States, are furnished in Table No. 9.3

Table No. 9.3: Details of Documentation of Customary Laws, Social and Religious Practices etc. in various States

SI No	State	Whether Customary Laws Enlisted	Whether Social & Religious Practices Documented	Whether Traditional Management Practices of Community Resources Documented
1.	Andhra Pradesh	Yes	Yes	Yes
2.	Chhattisgarh	Yes	Yes	Yes
3.	Gujarat	NR	NR	NR
4.	Himachal Pradesh	Yes	Yes	Yes
5.	Jharkhand	NR		
6.	Madhya Pradesh	Yes	Yes	Yes
7.	Maharashtra	No	No	No
8.	Odisha	No	No	No
9.	Rajasthan	No	Yes	Yes
10.	Telangana	Yes	Yes	Yes

Source: Data Compiled from Field Survey & the Information Furnished by the States

The State legislatures are to amend the State Panchayati Raj Acts to include PESA in their respective Panchayati Raj Acts. Even though the Parliament enacted it in 1996, the year of passing State legislations varies from state to state. The details are provided in Table No. 9.4.

Table No. 9.4: Year of Amendment State PR Acts to Incorporate Provisions of PESA Act

SI No	Name of State	Year of Amendment of State Panchayati Raj Act
1.	Andhra Pradesh	1998
2.	Chhattisgarh	1998
3.	Gujarat	1998
4.	Himachal Pradesh	2011
5.	Jharkhand	2001
6.	Madhya Pradesh	1997
7.	Maharashtra	2003
8.	Odisha	1997
9.	Rajasthan	2011
10.	Telangana	1998

Source: Data Compiled from the Information Furnished by the States

The PESA Act contains a number of provisions for an effective implementation of which framing of rules at par with the central Act is necessary. Even after two decades of the enactment of PESA Act, some of the states have not yet framed rules under the PESA. The details of framing of State Rules on PESA are provided in Table No. 9.5.

Table No. 9.5: Details of Farming Rules under the PESA Act

SI No	Name of the State	Whether Framed	Order Number and Date
1.	Andhra Pradesh	Yes	GO MS No. 66, dated 24.03.2011
2.	Chhattisgarh	-	Not Reported
3.	Gujarat	Yes	No. KP 1 of 2017/PRCH/102010/GOI/43/G dated 17.1.2017
4.	Himachal Pradesh	Yes	PCH-HA(1)4/4/2006-111-45285 dated 26-3-2011
5.	Jharkhand	-	Not Reported
6.	Madhya Pradesh	Yes	Number and date not reported
7.	Maharashtra	Yes	No PRI-2010 KR-130/PR2 dated 4.3.2014
8.	Odisha	No	Orissa PESA Rule 2010 (not approved by the legislature)
9.	Rajasthan	Yes	No.F4(6) Rules/Legal/PR/2010/1938 PESA dated 1.11.2011
10.	Telangana	Yes	GO MS No.66 dated 24.3.2011

Source: Website, PESA Division, Ministry of Panchayati Raj & Data Compiled from the Information Furnished by the States

Although the State of Odisha framed PESA Rules in 2010, it is known that the assent of the legislature had not been received, while the States of Madhya Pradesh, Chhattisgarh and Jharkhand have not furnished any reports on the Rules. However, consequent to the continuous intervention of the Ministry of Panchayati Raj by holding meetings and issuing model PESA rules, the States of Andhra Pradesh, Himachal Pradesh and Rajasthan published the Rules in 2011; the State of Maharashtra in 2014; and Gujarat in the year 2017. The Act and Rules of Andhra Pradesh are still followed by Telangana.

The conditions stipulated in the Act have implications for several State-specific Acts prevalent in states on subjects of land, mining of minerals, water bodies, forest etc. For an effective implementation of PESA, these Acts also are to be amended in order to make them in consonance with PESA. The States of Odisha, Madhya Pradesh, Maharashtra, Andhra Pradesh, (applicable to Telangana also) and Chhattisgarh have made amendments to certain State Acts. The details of amendments of the Acts are provided in Table No. 9.6.

Table No. 9.6: Details of Amendments to State Specific Acts in Consonance with PESA Act

SI No	Name of State	Details of Amendments
1.	Andhra Pradesh & Telangana	<ul style="list-style-type: none"> Amendments not made. But rules changed in consonance with PESA.
2.	Chhattisgarh	<ul style="list-style-type: none"> Land revenue code Panchayati Raj Act
3.	Madhya Pradesh	<ul style="list-style-type: none"> Panchayati Raj Act and Rules 1993 amended on 5.12.1997 Madhya Pradesh Revenue Act 1959 Madhya Pradesh Money Lending Act 1934 Madhya Pradesh Excise Act 1915 Madhya Pradesh Revenue Book Circular Madhya Pradesh Minor Minerals Rules 1996 Land Acquisition Act.
4.	Maharashtra	<ul style="list-style-type: none"> Maharashtra transfer of ownership of minor forest produce in the scheduled area and the Maharashtra minor forest produce (Regulation of Trade) (Amendment) Act 1997. (on 19.8.2014 & 9.1.2015) The markets and fairs Act 1862 (on 30.10.2014) Indian forest Act 1927 (30.10.2014) Maharashtra Village Panchayat Act 1958 (30.10.2014) The water prevention and control of pollution Act 1974 (30.10.2014).
5.	Odisha	<ul style="list-style-type: none"> Schedule areas transfer of immovable property (by scheduled tribes) regulation of 1956 (regulations 1 of 2002) The Orissa schedule areas money lenders regulations 1967 The Orissa minor forest product Administration Rules in 2002 The Bihar and Orissa Excise Act 1915 Odisha Gram Panchayat Act 1964, Panchayat Samithi Act 1959 and Zilla Parishad Act 1991 in 1997.
6.	Rajasthan	<ul style="list-style-type: none"> Panchayati Raj Act

Source: Data Compiled from the Information Furnished by the States

An examination of the amendments to Panchayati Raj Acts reveals that all the conditions stipulated in the Central Act have not been fulfilled by the state specific Acts. The status of compliance of Panchayati Raj Acts with section 4 of PESA is provided in Table No. 9.7.

Table No. 9.7: Status of Compliance of Panchayati Raj Act with Section 4 of PESA in various States

Sl. No	Provisions in PESA Act	Name of States									
		Andhra Pradesh	Gujarat	Himachal Pradesh	Jharkhand	Madhya Pradesh	Maharashtra	Odisha	Rajasthan	Chhattisgarh	Telangana
1	Customary mode of conflict resolution by Gram Sabha	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2	Selection of Beneficiaries for schemes by Gram Sabha	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
3	Issue of utilization certificate by Gram Sabha	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
4	Nomination of persons belonging to ST not represented	✓	✓	✓	✓	✓	X	✓	✓	✓	✓
5	Gram Sabha to be consulted before land acquisitions resettlement and rehabilitation	✓	✓	✓	X	✓	✓	✓	✓	✓	✓
6	Management and planning minor water bodies by Gram Sabha	✓	✓	✓	X	✓	✓	✓	✓	✓	✓
7	Recommendation by Gram Sabha or Gram Panchayat before grant of prospecting license or mining lease	✓	✓	✓	X	✓	✓	✓	✓	✓	✓
8	Minor minerals -recommendation of Gram Sabha or PRI	✓	✓	✓	X	✓	✓	✓	✓	✓	✓
9	Power for restriction of sale of intoxicants for PRI and Gram Sabha	✓	✓	✓	X	X	✓	✓	✓	✓	✓
10	Ownership of minor forest produce to PRIs/Gram Sabha	✓	✓	✓	X	X	✓	✓	✓	X	✓
11	Power to prevent alienation of land to PRI and Gram Sabha	✓	✓	✓	X	X	✓	✓	✓	✓	✓
12	Power to manage village markets to PRI and Gram Sabha	✓	✓	✓	✓	✓	X	✓	✓	✓	✓
13	Control of money lending by PRI and Gram Sabha	✓	✓	✓	X	X	✓	✓	✓	X	✓
14	Control of institutions in the social sector to PRI and Gram Sabha	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Source: Data Compiled from Field Survey & the Information Furnished by the States

On verification of the status of compliance of State Panchayati Raj Acts with section 4 of PESA, it is observed that only Andhra Pradesh, Gujarat, Himachal Pradesh, Odisha, Rajasthan and Telangana (six States) have complied with 14 major provisions of PESA. Out of the 10 States under PESA, Jharkhand has complied with only 6 provisions, Madhya Pradesh with 10, Chhattisgarh and Maharashtra with 12 each.

State Specific Provisions in Compliance with the PESA Act across Different States

1. Consultation before Land Acquisition, Resettlement and Rehabilitation

- | | |
|-------------------------------|--|
| 1. Andhra Pradesh & Telangana | When the Government considers land acquisition, the details in writing are to be sent to Mandal Praja Parishad. After hearing from the representatives of the authorities concerned, the Mandal Praja Parishad shall make a recommendation. If the land acquisition officer is not in agreement with the |
|-------------------------------|--|

	recommendation, he/she will send the case again to Mandal Praja Parishad. If the officer concerned makes a decision against the recommendation, he/she shall record the reasons in writing.
2.Gujarat	In all matters of land acquisition, the Gram Sabha shall exercise all functions assigned to it under the provisions of the right to fair compensation and transparency in Land Acquisition, Rehabilitation and Resettlement Act 2013.
3.Himachal Pradesh	The authority concerned or Government shall submit to the Gram Sabha the information regarding proposed projects, proposed land acquisition, new people likely to settle in the Gram Sabha area, the rehabilitation plan and other relevant matters. After considering the facts and hearing from the authorities concerned, the Gram Sabha shall make its recommendations. If the land acquisition officer is not in agreement with the recommendation, he/she shall send the case again to the Gram Sabha for reconsideration. If, after the second consultation, the land acquisition officer passes an order against the recommendations of the Gram Sabha, he/she shall record the reasons for doing so in writing.
4.Jharkhand	No Provisions incorporated
5.Madhya Pradesh	Legally can issue by laws for acquiring land and compensate environmental losses through the respective Gram Sabha.
6.Maharashtra	When the Government considers acquiring land, the details of the project, land acquisition, the details of new people likely to settle and the rehabilitation shall be submitted to the Gram Sabha. The Gram Sabha shall call all the responsible authorities before making recommendations. The recommendations shall be considered by the collector. In case, the collector is not in agreement with the recommendations, he/she shall send the case again to the Gram Sabha. After the second consultations, if the collector passes an order against the recommendations of the Gram Sabha, he shall record the reasons for doing so in writing and it shall be sent to the Gram Sabha for information.
7.Odisha	Not reported by the State
8.Rajasthan	When the Government considers land acquisition, it shall submit to the Gram Sabha the complete details, including the extent of land impact of the proposed project, new people likely to settle and the compensation. The Gram Sabha may summon representatives of the authorities concerned and shall make recommendations. In case, the government or authorities are not in agreement with the recommendations, it shall send the case again to the Gram Sabha. If the authorities take a decision against the recommendations, it shall be recorded in writing.
9. Chhattisgarh	Prior consultations with the Gram Sabha are mandatory in case of acquisition of land and also before finalization of any resettlement or rehabilitation scheme for displaced persons in such scheduled areas. *

*(Section 129 c of PR Act)

2. Restoration of Alienated Land

1. Andhra Pradesh & Telangana	The Gram Sabha shall pass a resolution mentioning the details of violation and a competent authority shall initiate consequential action.
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2.Gujarat	If the Gram Sabha finds that any unauthorized person is in possession of lands of restricted tenure under section 734 A, it shall immediately bring this to the notice of the 'Mamlatdar' having jurisdiction over the area.
3.Himachal Pradesh	If the Gram Sabha finds that any person, other than a member of the Scheduled Tribe, without any lawful authority, is in possession of any land owned by of a Schedule Tribe, it shall, through Pradhan, take up the matter with the authority concerned of revenue department for restoration of such land. In case of dispute regarding the restoration of land, the Gram Sabha shall follow the customary mode of dispute resolution.
4.Jharkhand	Zilla Parishad can restore alienated land, but not prevent alienation cornered better by laws. **
5.Madhya Pradesh	Have full control over the alienated lands to restore to the victim concerned.
6.Maharashtra	If the Gram Sabha finds that any person, other than a member of the scheduled tribe, in possession of any land belonging to schedule tribe without any lawful authority, the Gram Sabha shall pass a resolution to restore the land to the person it belonged and shall be conveyed to the competent authority. The competent authority shall take a final decision.
7.Odisha	Transfer/ alienation of land of STS to persons not belonging to STs has completely been banned. Any such transfer shall be null and void if the same has been made without the written permission of a competent authority. ***
8.Rajasthan	The powers of the Tahsildar under section 183 B of the Rajasthan Tenancy Act for summary ejectment of trespassers from the land held by a member of the scheduled tribe in the scheduled area shall be exercised by the respective Panchayat Samiti.
9.Chhattisgarh	Land revenue code amended to give power to the Gram Sabha. If a Gram Sabha in the scheduled area referred to in clause 1 of article 244 of the constitution finds that any person other than a member of the aboriginal tribe is in possession of any land of a 'Bhumiswamy' belonging to an aboriginal tribe, without any lawful authority, it shall restore the position of such land to that person to who it originally belonged and, if that person is dead, to his legal heirs.

** (Study of the planning commission)

*** (Odisha scheduled area transfer of immovable property regulation 2 of 1956 amended on 2000)

Provided that the Gram Sabha fails to restore the possession of such land, it shall refer the matter to the sub divisional officer who shall restore the possession of such land within three months.

3. Management of Water Resources

1.Andhra Pradesh & Telangana

The Gram Sabha is responsible for planning and management of minor water bodies. Gram Panchayat is responsible for planning if such bodies benefit more than one village. The responsibility is vested with 'Mandal Praja Parishad', if the water body falls within the limits of more than one

	Panchayat and the Zilla Parishad for water bodies falling in more than one Mandal area.
2.Gujarat	<p>Planning and Management of water resources shall be such that these resources are kept intact for future generations and all the members have equal rights over these resources. Water bodies within a Gram Panchayat shall be maintained and preserved by the Gram Panchayat, those extending to more than one Gram Panchayat by the Taluka Panchayat and those extending to more than one Taluka by the District Panchayat.</p> <p>The Gram Panchayat or Taluka Panchayat, as the case, may be after consulting the Gram Sabha, and keeping in view its traditions and the spirit of prevalent laws, shall regulate the use of available water in the village for various purposes and shall also decide the priority of use.</p>
3.Himachal Pradesh	The management and use of water resources shall be planned by the respective Gram Sabha. Water bodies within a Gram Panchayat shall be managed by the Gram Panchayat, those extending to more than one Panchayat area by the Panchayat Samiti concerned and those extending to more than one Panchayat Samiti area by the Zilla Parishad.
4.Jharkhand	<p>As per Panchayati Raj Act 5 (11) the spirit of other relevant laws in force for the time being, Gram Sabha may manage the natural resources including land, water and forest within the village areas according to its tradition, but in accordance with the provisions of the Constitution.</p> <p>As per section 76 (XXXII) B, the Panchayat Samithi shall prepare a plan for minor reservoirs belonging up to a specified water area, owning and managing the same.</p>
5.Madhya Pradesh	<p>The Gram Sabha can assess, control, rejuvenate, reconstruct, de-silt, extend, deepen water bodies. Supply and use for irrigation, drinking and domestic water for 'Nal-Jal' scheme, PMKSY, IWMP.</p> <p>The Panchayat Samiti and Zilla Parishad provide monitoring, guidance, technical and administrative support.</p>
6. Maharashtra	Minor water bodies within a Panchayat shall be managed by the Panchayat; those extending to more than one Panchayat by the Panchayat Samiti, and those extending to more than one Panchayat Samiti by the Zilla Parishad. The PRIs, after consulting with the Gram Sabhas concerned, keeping in view the laws, shall regulate the use of available water.
7.Rajasthan	No specific regulation on water resources. The Gram Sabha is competent to safeguard and reserve the community resources located in its area.
8. Chhattisgarh	The Gram Sabha shall have powers and functions to manage the natural resources, including land, water, forests, within the area of the village and to advise the Gram Panchayat in the use and regulation of minor water bodies (Section 7 of the Act). It shall be the duty of the Gram Panchayat to plan, own, and manage minor water bodies up to a specified water area under its

territorial jurisdiction (Section 49 A of the Act). The Janpad Panchayat/Zilla Parishad shall have powers to plan, own and manage minor water bodies up to a specified water area (Section 129 F).

4. Minor Forest Produce

1. Andhra Pradesh & Telangana
Ownership and mode of disposal shall be vested with the individual members of Gram Sabha, subject to monopoly of 'Girijan Co-operative Corporation' by Trade Regulation, 1979 for procurement of Mandal Forest Produce, excepting Bamboo and Beedi leaf. Management of Bamboo and Beedi leaf shall be done by the forest department and the revenue shall be transferred to the Gram Sabha.
2. Gujarat
The Minor Forest Produce under the jurisdiction of the village shall be vested in the Gram Panchayat. The collectors of Minor Forest Produce shall be free to sell the items they collect in the manner they like.
3. Himachal Pradesh
For meeting the requirements of Gram Sabha members such as grazing, fuel wood, woods for making houses and ploughs, the Gram Sabha shall work out a scheme for the use of forest resource used traditionally by the people in consultation with the forest officer concerned. Every person residing in the Gram Sabha area shall be able to use the resources after getting a written permission from the resource planning and management committee constituted by the Gram Sabha consisting of 'Pradhan' and five Gram Sabha members.

Before chalking out the departmental programme for exploitation of Minor Forest Produce, the forest department shall consult with the Gram Sabha.

The trader of the Minor Forest Produce shall make an application to the Gram Panchayat concerned through its 'Pradhan' for issue of transit permit. The applications approved by the Panchayat shall be forwarded to the forest guard. After receiving the recommendation of the guard, the secretary of Gram Panchayat shall realize permit fee from the traders and issue permit.
4. Jharkhand
No ownership details are given. Rights to managing, preservation of minor forest produce, storing, processing and marketing are given to the Gram Panchayat and Panchayat Samiti.

(Study of the PR foundation for planning commission)
5. Madhya Pradesh
Legally can access the collection of minor forest produce, process and market in their traditional way such as honey and control and conserve forest through the Gram Sabha.
6. Maharashtra
The management of minor forest produce shall vest with the Gram Sabha. The Gram Sabha shall have the right of ownership, access to collection, use and disposal of minor forest produce through the resource planning and management committee.

7.Odisha Panchayats are to regulate minor forest produce. The Gram Panchayat has been given an overall responsibility of regulating the collection and sale of 68 items of minor forest produce

(Odisha Gram Panchayat Mandal Forest Produce Administration Rules 2002)

8.Rajasthan The Gram Sabha shall be the owner of minor forest produce falling within its jurisdiction, subject to the following conditions:

1. Ownership of minor forest produce does not include ownership of land, trees and wild life found in the area
2. No person shall cut grass from any part of the forest land, which is prohibited
3. Grass shall not be cut in any period of the year, except from 1st October to 31st January
4. No person shall graze cattle except in such parts of the forests as are opened from time to time for grazing by DFO.
5. No person shall fell, uproot, tap, girdle, saw or convert any standing tree, while enjoying the ownership of minor forest produce.
6. No minor forest produce shall be removed from the forest land after sunset and before sunrise, unless specifically permitted by Divisional Forest Officer.

The Gram Sabha shall be responsible for organizing the collection of minor forest produce from its area through Village Forest Protection and Management Committee (VFPMC). Minor forest produce shall be collected in accordance with a memorandum of understanding signed by the VFPMC with the Panchayat and forest department. The net revenue shall belong to the Gram Sabha.

Bamboo culms shall not be cut during the time of its flowering. Digging and extracting bamboo rhizomes shall be prohibited.

The 'Tendua Patta' shall continue to be collected by the forest department and net revenue collection shall be transferred to Panchayats.

9. Chhattisgarh Not reported by the State

5. Minor Minerals

1. Andhra Pradesh & Telangana

Only individual local members of ST or societies comprising exclusively ST shall be entitled to grant of prospecting license or mining lease. The mining department shall refer all applications for license or mining lease to the Gram Panchayat for consideration. The decision of the Gram Panchayat shall be final and binding.

2. Gujarat

Prior recommendation of the Gram Sabha shall be required for the excavation and use of all the minor minerals in a scheduled area. All the requisite information for the purpose of taking recommendations shall be given to the Gram Sabha. The Gram Sabha shall convey its decision within three months.

The Gram Sabha shall act upon the advice of the Resource Planning and Management Committee. The members may use minor minerals for their individual requirements, as per the traditional practice after obtaining a quarry “Parawana”. The competent authorities shall award quarry lease for minor minerals after taking prior recommendation of the Gram Sabha. The suggestions of Gram Sabha may be considered by the authorities concerned, while considering applications for environment clearance.

Quarry lease may be granted by way of electronic auction. It shall be granted to the members of scheduled tribes and local individuals residing in the area. Lease shall be given after obtaining recommendation of the Gram Sabha.

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| 3. Himachal Pradesh | The Gram Sabha shall be competent to plan and control the excavation and use of minor minerals, including soil, stones, sands etc. The permission of Gram Panchayat shall be compulsory for use and exploitation of minor minerals. The department concerned or State Government may award mining lease for minor minerals only in consultation with Gram Sabha by incorporating additional conditions, if any, imposed by the Gram Sabha. In villages with a commercial feasibility of minor mineral production, before permitting the minor minerals to be used commercially, it shall be the responsibility of the department concerned to consult the Gram Sabha. |
| 4. Jharkhand | Not mentioned |
| 5. Madhya Pradesh | Gram Panchayat legally can impose royalty on the mining agency, control, and issue by laws to compensate for environmental losses through the Gram Sabha. The respective Panchayat Samiti and Zilla Parishad shall supervise, monitor and provide guidance. |
| 6. Maharashtra | The Gram Sabha has powers to plan and control the excavation and use of minor minerals. The villagers may use them according to their traditional practice with the permission of the Gram Sabha. The government department concerned shall award mining lease or make auction of minor minerals only after consultation with the Gram Sabha. In villages with a possibility of commercial minor mineral production, the minerals department shall obtain prior sanction of the Gram Sabha before permitting the use of minor minerals commercially. The decision of the Gram Sabha shall be final and binding. |
| 7. Odisha | Not mentioned |
| 8. Rajasthan | Recommendation of grant of any minor mineral concession shall be made by the Gram Sabha, where the area falls within the Panchayat, by Panchayat Samiti, where the area falls under more than one Panchayat and Zilla Parishad, where the area falls within more than one Panchayat Samiti. The recommendation has to be send by the mining engineer. The recommending authority may reject the proposal for reasons to be recorded and communicated. |
| 9. Chhattisgarh | No provision in the Act |

6. Control over Money Lending

1. Andhra Pradesh & Telangana
No money lending licenses shall be granted to private money lending agencies in the scheduled areas.
2. Gujarat
The peace committee of the Gram Sabha shall be competent to control money lending transactions in the village. The Gram Sabha shall suggest maximum interest rate and repayment terms.
3. Himachal Pradesh
The Gram Sabha, under the provisions of section 97-I(D), shall be competent to control money lending transactions of all sabha members and for this purpose, the Gram Sabha may form a debt control committee consisting of not less than five sabha members to be nominated by the Gram Sabha. Gram Sabha shall be competent to decide the conditions of maximum interest and repayment in respect of private transactions.
4. Jharkhand
Not Reported
5. Madhya Pradesh
Without registration with the Gram Panchayat and permission of Gram Sabha, nobody/ No firm can indulge in the occupation of money laundering.
6. Maharashtra
Gram Sabha may constitute a debt control committee from amongst its members. In case of any illegality, the committee shall send its report with recommendations to the appropriate authority.
7. Odisha
No money lender shall advance loan to any person belonging to the scheduled tribe except on the prior recommendation of the Gram Panchayat concerned accorded with the concurrence of the Gram Sasan.

(Odisha money lenders amendment Act 2000 L Regulation 10 F 2001)
8. Rajasthan
Panchayat/ Panchayat Samiti shall be competent to restrict and regulate business of money lending in the scheduled area, as per the provisions of the Rajasthan Money Lenders Act 1963.
9. Chhattisgarh
Not Reported

7. Regulation of Intoxicants

1. Andhra Pradesh & Telangana
The department concerned shall inform the intention to establish a unit of manufacturing liquor in a village to the Gram Sabha for its opinion. The Gram Sabha shall give its opinion within four weeks. Based on this, the department shall act upon intimating the Gram Sabha. Before grant of license to open a liquor shop, the Gram Sabha shall be consulted. The Gram Sabha resolution shall be final and binding. The Gram Sabha shall determine the quality of traditional liquor that may be brewed by the STs living in a village for their consumption.
2. Gujarat
The Gram Sabha shall spread awareness regarding health hazards and ill effects of intoxicants prohibited in the state. The Gram Sabha shall be

responsible for notifying the police any incident of production, distribution, storage or consumption of prohibited intoxicants which come to their notice.

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| 3.Himachal Pradesh | The Gram Sabha shall be competent to enforce prohibition or regulation or restriction on sale and consumption of any intoxicant within its limits, while Gram Sabha may: <ul style="list-style-type: none">a) Completely stop the relaxation of allowing tribals to make liquor for their own use or impose any type of ban on it in the village.'b) Give instructions to stop the sale of any type of intoxicant from a shop or in any other manner.c) Impose restrictions on bringing any type of intoxicant or taking it outside the village territory.d) Prohibit or fix a limit on the storage of intoxicantse) Completely stop the use of liquor or intoxicants. |
| 4.Jharkhand | Not mentioned |
| 5.Madhya Pradesh | Legally, fully under the control of Panchayat. Gram Sabha can prohibit and control the same and consumption of intoxicants. |
| 6.Maharashtra | The Gram Sabha is competent to have control over all aspects related to any type of intoxicant. It can completely ban the production, sale, distribution, consumption and storage, or impose a limit or ban the sale. |
| 7.Odisha | No license could be granted in the scheduled areas for manufacture, possession or sale or any exclusive privilege for manufacture or sale of any intoxicant, except with the prior approval of the Gram Panchayat concerned with the concurrence of the Gram Sasan. The authority granting license shall refer every proposal to the Gram Panchayat concerned for its decision within a period of 30 days. If the decision is not received within 30 days, it shall be deemed that the Panchayat has accorded sanction. (The Bihar –Odisha Excise Act 1915 amended in 1999 (Act 2 of 1999). |
| 8. Rajasthan | The Gram Sabha shall adopt a resolution to encourage temperance or to shift the location of liquor shops, to take action against identified persons involved in manufacturing or selling illicit liquor. The resolution has to be sent to the Collector and Excise Commissioner. The excise commissioner shall take necessary action and inform Gram Sabha. The Gram Sabha is competent to lay down limits for possession of country liquor on special occasions like birth, naming ceremony, betrothal, marriage etc. The views of the female members present in the Gram Sabha shall be considered to be the views of the Gram Sabha. The Gram Sabha may pass a resolution for levy of fine on persons taking intoxicants in public places, quarrelling with women etc. |
| 9. Chhattisgarh | Not reported |

8. Management of Markets

1. Andhra Pradesh & Telangana	The Gram Panchayat shall be the market committee to manage village markets.
2. Gujarat	The Gram Sabha shall endeavour to supervise village huts within its territory
3. Himachal Pradesh	Gram Sabha, through the Panchayat, shall be competent to control and manage the markets within its territory
4. Jharkhand	As per Jharkhand Panchayati Raj Act 5 (V), the Gram Sabha, through the Gram Panchayat, shall manage Bazars of the villages and fairs including cattle fair.
5. Madhya Pradesh	Gram Panchayat legally can levy taxes on the village markets, ensure proper facilities, allocation of market place and publish tenders.
6. Maharashtra	The Gram Sabha is competent to approve, control and manage the markets within its territory
7. Odisha	Markets are regulated and controlled by Gram Panchayats.
8. Rajasthan	Not mentioned
9. Chhattisgarh	It shall be the duty of a Gram Panchayat in so far as the Gram Panchayat funds allow to perform within its area the following function. Establishment, management and regulation of markets and melas other than public markets and public melas (Section 49 of Act)

It is observed that the provisions for consultation before land acquisition, excepting Gujarat and Madhya Pradesh, are contrary to the very intention of the Central Act. The rules of Himachal Pradesh, Andhra Pradesh, Telangana, Maharashtra and Rajasthan stipulate that the details of land acquisition proposed have to be submitted to the Gram Sabha. The recommendations of the Gram Sabha are to be considered by the land acquisition officer. If he/she is not in agreement with the recommendations of the Gram Sabha, the proposal has to be returned for a second consideration and recommendations by the Gram Sabha. If the land acquisition officer is not in agreement with the second recommendation also, he/she may pass an order against the recommendations of the Gram Sabha, recording the reasons in writing.

The Central Act provides that the Gram Sabha or the Panchayat at the appropriate level have powers to prevent the alienation of land and to take up an appropriate action to restore any unlawfully alienated land of a Scheduled Tribe. But the Acts and rules of Himachal Pradesh, Gujarat, Maharashtra, Andhra Pradesh, Telangana and Odisha, stipulate that the Gram Sabha or the Panchayat shall bring the matter to the notice of a competent authority for further action. In Rajasthan, the power for restoration is vested with the Panchayat Samiti. The

management of minor water bodies is entrusted with the Gram Sabha and the three tiers of Panchayats based on the area of the minor water bodies in almost all the states.

The Scheduled Tribe people depend heavily on the forest resources for their livelihood and are at their liberty to collect and sell the minor forest produces. In Himachal Pradesh, the members of Gram Sabha can extract minor forest produce after obtaining permission from the Resource Planning and Management Committee, constituted by the Gram Sabha. The committee has to consult the forest department also.

The rules of Gujarat categorically lay down that the 'minor forest produce' in the Gram Panchayat area be vested with the Gram Sabha and the collectors of minor forest produce are free to sell the items they collect in the manner they like. Maharashtra also has the same provision, but stipulates that the sale should be done through Resource Planning and Management Committee in order to ensure a fair price. Instead of vesting the powers with the villagers for collection of minor forest produce, the Rajasthan rules lay down a number of conditions. In Rajasthan, minor forest produce shall be collected in accordance with a memorandum of understanding signed between the village Forest Planning and Management Committee of the Gram Sabha, the Gram Panchayat and forest department. Moreover, Rajasthan has restricted the grazing area and the grazing period. Tendua Patta is not included in the minor forest produce that can be collected by the villagers.

The Andhra Pradesh and Telangana rules have exempted the most important two products, i.e., bamboo and beedi leaf from the list of minor forest produces. The authority to collect these minor forest produce is vested with the forest department with the revenue from these to be transferred to the Gram Sabha.

The Gram Sabha members are permitted to extract minor minerals such as soil, rock, sand etc for their personal use with the permission of Gram Sabha. But for the issue of mining license for the extraction of minerals commercially, the Gram Sabha is only to be consulted in Himachal Pradesh and Gujarat.

The Central Act stipulates that the Gram Sabha/ Gram Panchayat shall have control over the institutions and functionaries of social institutions in the scheduled area. But in most of the states, the Gram Sabha has only powers to review and examine records. The details of powers provided in various States are provided in Table No. 9.8.

Table No.9. 8: Power of Gram Sabha to Control Institutions and Functionaries of the Social Sector

SI No	State	Powers				
		To Appoint Functionary	For Disciplinary Action	To Terminate Service	Review Functionary	Examine Records
1.	Andhra Pradesh	NR	Recommend	NR	Yes	Yes
2.	Chhattisgarh	NR	Recommend	NR	Yes	Yes
3.	Gujarat	NR	NR	NR	Yes	Yes
4.	Himachal Pradesh	NR	NR	NR	Yes	Yes
5.	Jharkhand	NR	NR	NR	-	-
6.	Madhya Pradesh	Functionaries of GP	Recommend	Functionaries of GP	Yes	Yes
7.	Maharashtra	Functionaries of GP	Recommend	Functionaries of GP	Yes	Yes
8.	Rajasthan	Functioning of Anganwady and PDS	Anganwady and PDS	PDS	Yes	Yes
9.	Odisha	Functioning of Anganwady and PDS	Recommended	NR	NR	No
10.	Telangana	NR	Recommend	NR	Yes	Yes

Source:*Data Compiled from Field Survey & the Information Furnished by the States*

All the ten States, excepting Odisha, have claimed that their Gram Sabhas are exercising the power to examine records. Eight out of ten States are seen exercising the power of reviewing the functionaries, while six States are seen recommending disciplinary action; one is dealing only with the functionaries of Anganwadis and PDS. In two States, the Gram Sabha has powers to appoint functionaries of Gram Panchayat, Anganwady and PDS.

The Gram Panchayats are to issue certificates of utilization for schemes implemented in the Panchayat area after obtaining the same from the Gram Sabha. Even that provision has not been fulfilled in the States of Chhattisgarh, Rajasthan, and Jharkhand. In Chhattisgarh, the certificates have to be issued by the Gram Panchayat, but has not specified, whether it has to be obtained from the Gram Sabha or not. Madhya Pradesh has reported that the utilization certificates are to be issued by the implementing agency, while in Rajasthan, the same is vested with the Sarpanch. The details of issue of certificates in various states are provided in Table No. 9.9.

Table No. 9.9: Details of Issue of Utilization Certificates by the PRIs

Schemes	Andhra Pradesh	Chhattisgarh	Gujarat	Madhya Pradesh	Maharashtra	Himachal Pradesh	Odisha	Rajasthan	Telangana	Jharkhand
MGNREGS	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	Sarpanch	Gram Sabha	Implementing Agency
IAY/PMAY	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	Sarpanch	NR	Implementing Agency
RKVY	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	NR	NR	Implementing Agency
SBM	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	Sarpanch	Gram Sabha	Implementing Agency
NRHM	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	NR	Gram Sabha	Implementing Agency
NRLM	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	NR	NR	Implementing Agency
SSA	Gram Sabha	Gram Panchayat	Gram Sabha	Implementing Agency	Gram Sabha	Gram Sabha	Gram Sabha	Sarpanch	Gram Sabha	Implementing Agency

Source: Data Compiled from Field Survey & the Information Furnished by the States

It is observed that the PRIs/Gram Sabha in a majority of PESA States are handing out utilization certificates on MGNREGS, IAY/PMAY, RKVY, SBM, NRHM, NRLM, and SSA, excepting Rajasthan, where it is issued by the Sarpanch. Madhya Pradesh and Jharkhand have reported that the implementing agencies are issuing the utilization certificates.

All the ten States have reported that awareness programmes on PESA have been conducted. While the states of Andhra Pradesh and Telangana have received complaints against the violation of provisions of PESA, all the others have reported that no complaints have been received.

While collecting data on the functioning of Panchayats, information on awareness of Elected Representatives of the scheduled areas also was collected. A total of 34 Gram Panchayats from all the ten States were visited as part of an intensive field work with 184 elected representatives (ERs) interviewed. The details are provided in Table No. 9.10.

Table No. 9.10: Awareness Level of Elected Representatives (ERs) on PESA

Sl No	Name of State	Name of District Selected for Field Work	No. of Panchayats Visited	No. of ERs Interviewed	Number aware of PESA	Number of Elected Representatives											
						Aware of that Gram Sabha has the right to safe guard traditions	Development works to be approved by Gram Sabha	Gram Sabha has right to identify beneficiaries	Right to issue Utilization certificates	Gram Sabha has power to control social institutions and functionaries	Power to manage minor water bodies	Consultation necessary for land acquisition	Consultation needed before issuing mining license/lease	Gram Sabha have power to restore alienated land	Power to regulate sale of intoxicants	Power to control money lending	Power to regulate local Markets
1.	Madhya Pradesh	Jhabua	4	34	3	17	19	34	21	4	11	11	17	17	0	0	0
2.	Maharashtra	Nandurbar	4	16	14	16	16	16	16	16	16	4	7	4	8	8	8
3.	Himachal Pradesh	Kinnaur	4	6	1	0	0	0	0	0	0	0	0	0	0	0	0
4.	Chhattisgarh	Sarguja	4	27	14	24	26	23	14	8	18	16	5	16	26	10	16
5.	Jharkhand	Gumla	4	14	6	14	14	14	14	0	0	14	14	0	0	0	0
6.	Rajasthan	Dungarpur	2	21	21	21	21	21	21	21	21	10	10	10	10	10	10
7.	Gujarat	Bharuch	4	6	6	2	6	6	2	6	0	2	0	0	0	0	0
8.	Odisha	Mayurbhanj	4	21	9	20	21	21	6	1	20	1	1	0	1	1	21
9.	Andhra Pradesh	East Godawari	3	28	28	28	27	27	27	18	27	27	27	27	27	27	18
10.	Telangana	Warangal	1	11	11	11	11	11	11	11	11	11	11	11	11	0	0
	Total	10	34	184	113	153	161	173	132	85	124	96	92	85	83	56	73

Source: Data Compiled from Field Survey & the Information Furnished by the States

It is observed that a majority (61%) of the elected representatives interviewed are aware of the provisions of PESA Act. It is also found that 83 per cent know that they have the powers to safe guard their customs and traditions; 87.50 per cent of the elected representatives are aware that the development plans are to be approved by the Gram Sabha, while 71 per cent are conscious of the provision that certificates of utilization are to be issued by the Gram Sabha. Only 46 per cent know that they have powers to control the institutions and functionaries of the social sector. The Table No. 9.10 reveals that the elected representatives are knowledgeable about the provisions of PESA, to some extent.

However, the State Governments have to give more stress on the implementation of PESA. Awareness programmes are to be conducted at the grassroots. State-specific Acts relating to subjects referred to in the Act are to be made in consonance with the provisions of the Panchayat Extension to Scheduled Areas Act (PESA), 1996. As part of the ToR, the “PESA Index: Cumulative and Incremental” with all the details had been furnished to the Ministry of Panchayati Raj, Government of India (Ref “*Devolution Report 2016-2017*”, submitted to the MoPR by Centre for Rural Management (CRM), Kerala).

CHAPTER X

Panchayati Raj in Sixth Schedule Areas

At the time of enactment of the 73rd and 74th Constitution Amendment Acts, it has been stated that the same was not applicable to Fifth and Sixth Schedule areas of the nation, where the majority of inhabitants belong to the Scheduled Tribe community. The Scheduled Tribes maintain their own local governing systems, follow own customs, traditional conflict resolution mechanisms and traditional community asset management system. Later, through the Panchayat Extension to Scheduled Areas (PESA) Act of 1996, the Panchayat Raj was extended to the Fifth Schedule areas. But the provisions of the 73rd and 74th Constitutional Amendment Acts are not still made applicable to the Sixth Schedule Areas.

The Sixth Schedule Areas spread across the north eastern States of Assam, Meghalaya, Mizoram and Tripura, where the majority of people belong to the Scheduled Tribes who retain their own customs, laws of inheritance, administration of justice, land, forests etc. Recognizing this, the Constituent Assembly appointed a committee chaired by Sri. Gopinath Bordoloi, the then Chief Minister of Assam, with a view to setting up autonomous bodies for the administration of various tribal communities according to their traditional practices. Based on the recommendations of this committee, popularly known as the Bodoloi Committee, the Constituent Assembly framed the Sixth Schedule of the Constitution which grant, local self-governing powers to the autonomous councils for safeguarding the interests of the tribal community relating to land, forest, social customs and practices etc. as part of ensuring democratic decentralization and more importantly, preserving and protecting the unique cultural identity of the indigenous communities of the region.

As per the provisions of the Sixth Schedule, the government, by public notification, has the power to divide the area or areas into autonomous regions for the different scheduled tribes living in the region. There shall be a District Council for each district consisting of not more than 30 members of whom not more than four persons shall be nominated by the Governor of the State and the rest shall be elected on the basis of adult suffrage. Moreover, there shall be separate regional councils for every autonomous region.

The District or Regional Councils are provided with powers to make rules with the approval of the Governor of the State with regard to matters regulating the formation of subordinate

local councils or boards, and their procedure and conduct of business. The Sixth Schedule also confers powers upon the District Councils and Regional Councils to make laws with respect to:-

- a) The allotment, occupation or use or selling of part of a land other than any land which is a reserved forest, for the purpose of agriculture, or grazing or for residential, or other non agricultural purposes or for any other purpose likely to promote the interests of the inhabitants of any village or town in its area of jurisdiction.
- b) The management of any forest not being a reserved forest
- c) The use of any canal or water course for the purpose of agriculture
- d) The regulation of the practice of *jhum* or other forms of shifting cultivation
- e) The establishment of village or town committees or councils and their powers
- f) Any other matter relating to village or town administration, including village or town police and public health and sanitation
- g) The appointment or succession of chiefs or headmen
- h) The inheritance of property
- i) Marriage and divorce and
- j) Social customs.

All laws made under these provisions are to be submitted to the Governor and until the laws are asserted by the Governor, they shall have no effect. The Sixth Schedule provides for powers to the Regional Councils and District Councils for the administration of justice also. They shall constitute village councils and courts for the trial of suites and cases between all the parties belonging to Scheduled Tribes within their areas, and may appoint suitable persons to be members of such village councils or presiding officers of such courts and may also appoint such officers as may be necessary for the administration of laws made under the provisions of the schedule. The Regional Council or the District Council, as the case may be, shall exercise the powers of a court of appeal in respect of all suites and cases triable by a village council or court. No other court, excepting the High Court and the Supreme Court, shall have jurisdiction over such suites or cases.

The Autonomous District Councils have powers to establish, construct or manage primary schools, dispensaries, markets, cattle pounds, fisheries, ferries, roads and other means of transport and water ways in the district and make regulations for the control and management of the above-mentioned subjects with the approval of the Governor. They have powers to decide the language and manner of education.

These Autonomous District Councils and Regional Councils shall have a district fund or regional fund respectively. The Governor shall make rules for the management of funds,

payment of money into the fund, withdrawal of money from the fund, custody of money and other money related matters. These councils have powers to assess and collect revenue from lands in their regions in accordance with the principles followed by the government in assessing lands for the purpose of land revenue and collection of taxes on lands and buildings and tolls on persons residing within the areas. They can issue licenses and leases for the prospecting and extraction of minerals and are entitled to get a share in the royalties accruing to the state from mineral extraction. The councils are also empowered to regulate money-lending and trading by non-residents or non tribal people living in the area. Based on the provisions of the Sixth Schedule, the Central Government has established 11 Autonomous District Councils in the area. The details are provided in Table No.10.1.

Table No.10.1: Autonomous District Councils constituted under the Sixth Schedule by the Central Government

Sl No	Name of State	Name of Autonomous District Council	Year of Formation
	Assam	<ul style="list-style-type: none"> Karbi Anglong Autonomous Council Dima Hasao Autonomous Council Bodoland Territorial Council 	1951,1976. 1951,1970,2014. 2003.
	Meghalaya	<ul style="list-style-type: none"> Khasi Hill Autonomous District Council Garo Hills Autonomous District Council Jaintia Hills Autonomous District Council 	1972 1972 1972
	Mizoram	<ul style="list-style-type: none"> Chakma Autonomous District Council Mara Autonomous District Council Lai Autonomous District Council 	1987 1987 1987
	Tripura	<ul style="list-style-type: none"> Tripura Tribal Areas Autonomous District Council 	1982
	Manipur (Not under Sixth Schedule)	<ul style="list-style-type: none"> Manipur Hill Areas Autonomous District Council 	1972

Source: *The Information Furnished by the States*

The State Governments can establish Autonomous District Councils and Area Development Councils, but the Councils granted by the State legislatures do not enjoy the provisions under Sixth Schedule. The State Governments of Assam and Manipur have constituted further area Development Councils and District Councils, the details of which are provided in Table No.10.2.

Table No.10.2: Autonomous Area Development Councils Constituted by the State Legislatures

Sl No	State	Name of Area Development Council	Date of Formation
	Assam	<ul style="list-style-type: none"> Rabha Autonomous Council Lalung (TIWA) Autonomous Council Missing Autonomous Council Thengal Kachori Autonomous Council Sonowal Kachari Autonomous Council Deori Autonomous Council 	<ul style="list-style-type: none"> 1995 1995 1995 2005 2005 2005
	Manipur (<i>Not under Sixth Schedule</i>)	<ul style="list-style-type: none"> Chandel Autonomous District Council Churachandpur Autonomous District Council Sadar Hills Autonomous District Council Manipur North Autonomous District Council Tamenglong Autonomous District Council Ukhrul Autonomous District Council 	<ul style="list-style-type: none"> 1973 1973 1973 1973 1973 1973

Source: *The Information Furnished by the States*

The various Autonomous Councils are having varying number of elected and nominated members and executive councils. The number of elected members, nominated members and the number of members in the executive council are provided in Table No.10.3.

Table No.10.3: Details of Members in Various Autonomous Councils.

Sl No	Name of State	Name of Autonomous Council	No. of Members		No. of Executive Committee Members
			Elected	Nominated	
1	Assam	Karbi Anglong Autonomous Council	26	4	11
		Dima Hasao Autonomous Council	23	4	10
		Bodoland Territorial Council	40	6	14
		Rabha Hasoug Autonomous Council	36	4	As decided by the council not exceeding $\frac{1}{3}$ of the members
		Lalung (TIWA) Autonomous Council	26	4	As decided by the council not exceeding $\frac{1}{3}$ of the members
		Missing Autonomous Council	35	5	9
		Thengal Kachori Autonomous Council	22	4	As decided by the council not exceeding $\frac{1}{3}$ of the members
		Sonowal Kachori Autonomous Council	26	4	13
		Deori Autonomous Council	16	4	9
2	Meghalaya	Khasi Hills (ADC) Autonomous council	29	1	6
		Garo Hills (ADC)	26	4	6
		Jaintia Hills (ADC)	16	3	6

3	Mizoram	Chakma (ADC)	13	4	6
		Mara (ADC)	19	4	8
		Lai (ADC)	23	4	8
4	Tripura	Tripura Tribal Areas Autonomous District Council (TTA ADC)	28	2	9
5	Manipur(<i>Not under Sixth Schedule</i>)	Chandel (ADC)	24	2	7
		Churachandpur (ADC)	24	2	7
		Sadar Hills (ADC)	24	2	7
		Manipur North (ADC)	24	2	7
		Tamengleng (ADC)	24	2	7
		Ukhrul (ADC)	24	2	7

Source: *Data Compiled from Field Survey & the Information Furnished by the States*

The following subjects have been transferred to the Autonomous Councils.

- Roads, Bridges, Ferries and other modes of Transport
- Animal Husbandry, Veterinary Training and Practice
- Primary and Secondary Education
- Agriculture including Farm Research and Education
- Fisheries
- Social Security and Social Insurance
- Employment and Unemployment
- Flood control
- Entertainment including cinemas and theatres
- Public Health, Sanitation, Hospitals and Dispensaries
- Minor Irrigation
- Trade and commerce in certain products such as food, cattle fodder, raw cotton, raw jute etc.
- Libraries, museums, monuments etc.
- Alienation of land
- Industry
- Forest
- Sericulture
- Soil conservation
- Co-operation
- Panchayat and Rural Development including DRDA
- Handloom and textiles
- Public Health Engineering
- Social Welfare
- Sports and Youth Welfare
- Town and Country Planning
- College Education including Library services
- Land reforms
- Publicity/ Public Relation

- Printing and Stationary
- Tourism
- Transport
- Excise
- Finance including Sales Tax

Although not at par with the Panchayat Raj Institutions, slight changes have been provided for the representation of women in the Autonomous Councils of Assam. As per the State Acts, for constituting the autonomous Councils, reservation has been provided as detailed below.

1. Bodoland Territorial Council –Out of the 40 members to be elected on the basis of adult suffrage, 30 seats are reserved for the Scheduled Tribes and five seats for non tribal communities, while five seats are unreserved. Among the six members to be nominated by the Governor, two are to be women.
2. Sonowal Kacheri Autonomous Council–out of the 26 seats to be elected, 20 seats are reserved for Scheduled Tribe, one for general category and five for women.
3. Rabha Hasong Autonomous Council –out of the 40 seats, 25 seats are reserved for the scheduled tribes and six seats for women
4. Missing Autonomous Council – 20 seats are reserved for the Missing Community and six seats for women
5. Thengal Kachari Autonomous Council – out of 22 seats, 18 are reserved for scheduled tribes and three for women
6. Deori Autonomous Council – out of 18 seats, 14 shall be reserved for scheduled tribes and three for women

The Autonomous Councils are provided with powers to make laws regarding the establishment and functioning of village councils and town committees and their powers.

The Village Administration in Manipur *(Not under Sixth Schedule)*

Manipur: - ‘Hansa’ (Chieftainship) is the oldest form of tribal administration existing among ‘Kuki’ tribes in Manipur. The Manipur (Village Authorities in Hill Areas Act) passed by the Indian Parliament in 1956 provided for the constitution of village authorities in the Hill areas. As per the Act, for every village having not less than twenty, but more than sixty taxpaying houses, there shall be a village authority consisting of the following number of members based on the number of houses.

- a) Five members, where the number of taxpaying houses in the village is not less than twenty, but not more than sixty
- b) Seven members, where the number of taxpaying houses in the village is more than sixty, but not more than one hundred.

- c) Ten members, where the number of taxpaying houses in the village is more than one hundred, but not more than one hundred and fifty.
- d) Twelve members, where the number of taxpaying houses is more than one hundred and fifty.

The Chief Commissioner may, having regard to the general interests of the people of any village as also to the demands, if any, from the people of that village for an elected village authority, declare by notification in the official gazette that the village shall have an elected village authority, and there upon the members of the village authority of that village shall be elected in accordance with the provisions of the Act. If there exists a chief or 'Khulakpa' in a village, he shall be the ex-officio chairman of the village authority and where there is no such chief or 'Khulakpa' in the village, the chairman of the village authority of that village shall be elected by the members of the village authority from among themselves. The tenure of the village authority is three years and the election of members is based on adult suffrage. The village authorities are to maintain the law and order of the village and the chief commissioner, by notification, may appoint two or more of the members to be the village court.

The Village Administration in the Sixth Schedule Areas

Mizoram: - Village Councils have been established in the villages of Mizoram, as per the provisions of the Lushai Hills District (village councils) Act of 1953. As per the Act, there shall be a Village Council comprising one or more villages, as (the State Government) may, by notification, in the Mizoram gazette decide to be composed in the manner provided in the Act.

Members up to 200 houses shall be -3

Between 200 and 500 - 4

500 and 800 - 5

More than 800 - 6

The members shall be elected based on adult suffrage with the tenure of the village council being 3 years. There shall be president, vice president and secretary for the village council to be elected by the members from among themselves. The village council is responsible for the allotment of plots for 'Jhum' cultivation and is responsible for maintaining sanitation in the village. The three Autonomous District Councils in Mizoram passed legislations in July and August, 2011 as part of recognizing the Gram Sabhas and making the village councils accountable to them. As per the Act, at least one member of the village council is to be a woman.

Meghalaya: - Meghalaya is still having the traditional ruling systems of the state viz. the systems of the Khasi hills, the *Doloi* of Jaintia and the *Nokmas* of the Garo hills. The Garo hills had been divided into a number of 'Akims' corresponding to a village under a 'Nokma'. The 'Laskar' was the head of a group of villages. The 'Nokma' regulated all aspects of village life besides discharging its functions with the consent of the joint assembly of village elders organized into village councils or "Dorbar".

The villages in 'Jaintia' hills had a 'Wahehchnong' selected from amongst the male adults. Above the village level, there was "Elakas" (consisting of villages) under a 'Doloi'. Villages were usually organized along the clan lines with a 'Wahehchnong' concerned with basic administration and justice.

In Khasi Hills, the lowest level of administration was the village with its own assembly or 'Dorbar' headed by a 'rang bahshnong', who was elected by the adult male population of the village. He was responsible for village administration according to the rules and regulations legislated by the village 'Dorbar'. Every adult member of each household in the village was a member of the 'dorbar' or the village council and was required to actively participate in the deliberations of the council and to facilitate decision-making. These institutions continue to perform both the executive and judicial functions. They manage markets and forests under their jurisdiction and also administer justice. They also perform functions associated with the indigenous religious practices of the tribals and play an important role in the local dispute resolution as well. In south Garohills and west Garohills, village employment councils and area employment councils have been constituted to implement the provisions of MGNREGA and BRGF. The Khasi Autonomous District Council has promulgated the Khasi Autonomous District (Village Administration) Bill 2014. The Bill is aimed at empowering the grassroots level governance institution in the form 'dorbar'.

Tripura: - In the areas of Tripura Tribal Areas Autonomous District Councils (TTAADC), 527 village councils have been constituted and in 2006 the State Government conducted elections to the village councils. One third of the seats in the village councils have been reserved for women with the reservation being raised to fifty per cent in 2016. These village councils are treated on par with Village Panchayats in other parts of the State, but the TTA ADC has not transferred any functions to these village councils.

Assam –Bodoland Territorial Council (BTC) Area

For the administration of the villages coming under Bodoland Territorial Council, Village Council Development Committee (VCDC) at the village level and Territorial Constituency Level Co-ordination Committee (TCLCC) at the Anchalik (Block) level have been constituted. The VCDCs consist of a chairman and members the number of which is decided by the BTC. The chairman and members are not elected but nominated by the BTC. These VCDCs are responsible for the implementation of developmental schemes at the village level, including planning, site selection, monitoring of implementation and selection of beneficiaries. The Bodoland Territorial Council passed the “Bodoland Council Village Council Bill” on 18.7.2012 and approved by the State Government, but is yet to receive the approval of the Governor. The tenure of the VCDCs is five years. These councils, normally consist of 14 officially nominated members (though not fixed), including chairpersons, two women members, one member from the scheduled caste, three farmer members, one BPL member, one social worker and five general members. A council is assisted by a government employee designated as member secretary. (Ref. Role of VCDC in Rural Development with a special reference to Kokrajhar Development Block (Titagury, Assam) by Sulter Basumatary, M Phil scholar, Bodoland university, Dec.4.2017).

‘Karbi’ Anglong Autonomous Council

In ‘Karbi’ Anglong, the routine administration of a village is run by village councils or ‘Mei’ headed by ‘Sarthe’ (the headman). The Headmanship is hereditary.

In other areas governed by the Autonomous Councils in Assam, there exist village councils consisting of ten members out of which five are reserved for the scheduled tribe community and one for women.

In the first meeting of the village council, the president and vice president are to be elected by the members from among themselves. The village councils are formed for satellite villages inhabited by 6000 to 8000 tribal populations in ‘Rabha’ and ‘Tiwa’ areas and by 3000 to 5000 in others.

Nagaland

The administration of Nagaland is different from the other north eastern States. The Article 371 A of the Constitution (Thirteenth Amendment Act) 1962 specifies that no Act of Parliament in respect of:

- i. Religious and social practices of the Nagas
- ii. Naga customary law and procedure

- iii. Administration of civil and criminal justice involving decisions according to Naga customary law and
- iv. Ownership and transfer of land and its resource, shall apply to the state unless its legislative assembly, by a resolution, so decides.

The Nagaland Tribe, Area, Range and Village Council Act of 1966 provides for the creation of a tribal council for each tribe, an area council for Kohima and Dimapur, a range council where there is a recognized range in the Mokukchung and Kohima Districts and Village Councils for one or more villages in Kohima and Mokukchung, wherever they may be deemed necessary by the Deputy Commissioner.

The Village Development Board Scheme was started in the State in the 1970s. All the permanent residents of the villages are members of the Village Development Board. The Board has a management committee chosen by the village councils. It is seen that 25 per cent of its members are to be from among women. Deputy Commissioner of the District is the ex-officio Chairman of all the Village Development Boards. The funds of the board are in the joint accounts of the chairman and secretary. The State Government provides grants to the Village Development Boards.

It is observed that the village administration in the Sixth Schedule Areas varies from state to state and has a different form in Nagaland. The Autonomous councils enjoy more powers and are entrusted with more functions and functionaries.

The most important aspect of the 73rd Constitution Amendment is that it has brought powers and democracy to the grassroots level through Gram Sabhas in addition to providing for participation of women in the administrative matters of villages. Although there are some sort of administrative systems in the villages coming under the Sixth Schedule areas, they are not made responsible to the people and have less or no women's participation. Hence, efforts are to be made to provide all the states opportunities, given by the 73rd Constitution Amendments Act. While giving such opportunities the unique traditions are not to be tampered with.

CHAPTER XI

New Developments, Good Practices, Gaps and Policy Recommendation

This Chapter gives the developments that have taken place in Panchayati Raj Institutions in the last five years. In addition to this an attempt has been made to identify good practices, the gaps and make policy recommendations.

Transfer of functions, functionaries and funds are the most important pre requisites for making the Panchayati Raj Institutions more vibrant and active. Though the state governments are mandated to appoint State Finance Commissions to recommend the extent of resources collected by the state to be transferred to the PRIs they are neither being appointed regularly in five years interval nor the recommendations accepted fully as in the case of Central Finance Commissions. The most important constraint for the PRIs in executing the responsibilities vested upon them are lack of funds and functionaries.

However, the introduction of MGNREGS in 2005 and extension of the same to the whole rural areas in 2008 paved a way for activating these institutions, especially Gram Panchayats to a large extent. The preparation of labour budget and action plan through the Gram Sabhas, registration of job seekers, issue of job cards, Labour budget etc are being performed by the Gram Panchayats. Moreover, Gram Rozgar Sahayaks have been appointed at the village level on contract basis and in certain states the GRSs are the only full-time employee available in the Gram Panchayats

In almost one third of the total districts in the country the Backward Region Grant Fund (BRGF) scheme paved way for the Panchayati Raj Institutions to plan and implement their own development projects. A number of Gram Panchayats especially in states like Jharkhand have constructed office buildings for the functioning of their offices. Though the Central Finance Commission since 1994 are recommending for the earmarking of funds to the local governments, now the Fourteenth Central Finance Commission have set apart a substantial amount for the Village Panchayats and Municipalities to meet their responsibility of providing civic services. Moreover, the initiatives taken by the Ministry of Panchayati Raj to prepare Gram Panchayat Development Plan (GPDP) have made the Gram Panchayats active in planning and implementation of their own projects

Recent Developments in Panchayati Raj

In addition to these initiatives at the national level, steps have been initiated in some states to bring reforms in the Panchayati Raj System. The Haryana State Government has incorporated a provision in the State Panchayati Raj Act which prescribes minimum educational qualification to contest in the elections to the PRIs. The state of Uttarakhand has introduced a new Panchayat Raj Act in which a number of provisions like toilet criteria for the candidates contesting in the elections to the PRIs, prohibition of “*Pathi Raj*” etc. The state has made provisions for the reservation of the offices of chairperson of two standing committees for women. Moreover, as per the new Act the Panchayat Committee meetings being convened in the homes of Pradhan/ Uppradhan have been banned and if held, there are provisions for disqualifying the Pradhan/ Uppradhans. Powers to impose royalty on mining and mandatory social audit are the other novel provisions introduced.

The Bihar State Government has introduced a new scheme, the ‘*Mukya Mantri Gali Nali Yojana*’ to improve the basic facilities of the villages. The state has taken steps to empanel chartered accounts for the auditing of the accounts of the Panchayati Raj Institutions. The Odisha State Government has reorganized the Gram Panchayats and based on this delimitation of Panchayat wards are made. Moreover, the State Government have allocated Rs.10,00,000 each to the Gram Panchayats for the maintenance of capital assets. In the state of Andhra Pradesh, a new software has been introduced to monitor the revenue of the PRIs and Digital Panchayat Citizen Service.

The new initiatives taken place in Maharashtra are introduction of ‘*Aple Sarkar*’ website to track complaints, introduction of model accounting system, amendment of tax rules and the computerization of nomination process in the election to the PRIs. Tamil Nadu have increased the percentage of seats reserved for women to fifty and have revised the house tax rates. The Sikkim State Government have introduced budget and accounting manual for the PRIs and have entrusted the entertainment tax with the Gram Panchayats. Karnataka State has appointed a committee for the revision of the State Panchayati Raj Act. The state has made voting in the elections to the Panchayats compulsory following the footsteps of Gujarat. Karnataka has constituted a grievance redressal authority related with PRIs.

The State of Maharashtra has ensured women’s participation in the functioning of District Planning Committees by reserving fifty per cent of membership in the DPCs for women. The state is in the process of changing the PRIs in to e-PRIs, through computerizing the services

provided by these institutions. Moreover, the state has amended not only the Panchayati Raj Act, but also six state specific laws consequent to the enactment of PESA by the Parliament in 1996, empowering the Gram Sabhas in the scheduled areas of the state. All the Panchayati Raj Institutions in the state are having computers and internet connectivity. “*Paryavaran Santhulith Gram Yojana*” (Eco- Village) is one of the unique programmes initiated in the state to grow and maintain trees in the villages and villages are provided with incentives in the form of untied funds. The state has launched ‘*Mahila Sakti Abhiyan*’ a state level forum of women elected representatives of the PRIs. The forum prepares action plans for women empowerment and also initiates follow up action of the issues like women and child exploitation, sexual harassment, untouchability etc.

Another step taken by the Karnataka State is the preparation and publishing of Gram Panchayat Human Development Index Report, based on the same set of indicators that are used in the preparation of District Human Development Report. The Gram Panchayat Human Development Index Report has been made available for all the Gram Panchayats across thirty districts in the state. It is an important event in the domain of devolution that provides information at the grassroot levels for planning. It is reasonable and valuable exercise which helps in preparing and implementing the well conceived felt needs at the Gram Panchayat level. The report can also be a base for allocation of funds under different programmes implemented depending upon the backwardness of Gram Panchayats.

In the state of Kerala, electronic voting machines have been introduced for the conduct of elections to the Panchayats. The minutes of the Panchayat meetings have been made outline. The decentralized planning initiated in 1996 is going on and has been established with value additions.

Gaps

(a) Gram Sabhas

Gram Sabhas have been considered as peoples assemblies giving their opinions and acting as deliberative democratic form of the local citizens. In almost all the states income and expenditure of Gram Panchayats, its budget etc are to be presented before the Gram Sabha. Beneficiaries of the various welfare schemes are also selected by the Gram Sabhas. Gram Sabha is provided with information regarding the developmental activities undertaken by the

Gram Panchayat and the people can propose developmental activities and its priority. As such, these deliberative platforms may be presumed to be attracting the local citizens.

But the participation of voters in the Gram Sabhas is very poor. The Gram Sabha meetings are held without the required quorum. The examples of Gram Sabha participation in selected Gram Panchayats have been detailed in Chapter II (Table II.5). In some states it has been found that through some of the Gram Panchayats are maintaining quorum the number of participants is very low. It has been found in the field survey that even after two and a quarter decade of the 73rd Constitution Amendment Act, the objective of power to people have not been fulfilled as envisaged in the provisions of the State Acts.

(b) Size of Gram Panchayats

The powers to decide the area and population of a Gram Panchayat is vested upon the concerned State Governments. The population in 31948 Gram Panchayats is below 1,000 while it is above 10,000 in 14798 Gram Panchayats. Since these local governments are to be provided with basic infrastructure and functionaries, it is not economically viable to have Gram Panchayats without a minimum area and population. It may be the reason for one secretary holding charges of more than half a dozen Gram Panchayats in the States like Arunachal Pradesh, Uttarakhand, Uttar Pradesh, Punjab etc. In the state of Arunachal Pradesh all the Gram Panchayats are having population below one thousand. The number of Gram Panchayats having population below 1000 is 6402 in Jharkhand, 5670 in Maharashtra, 7285 in Punjab and 5130 in Uttar Pradesh. Hence a minimum population may be fixed for the constitution of a Gram Panchayat, clubbing three or four habitations as in Bihar, Karnataka etc.

(c) Appointment and Functioning of State Finance Commission

Almost all states have enacted state specific Panchayati Raj Acts consequent to the 73rd Constitution amendment by 1994. The appointment of State Finance Commissions, within a year is mandatory as per the constitutional provisions as and all the State Governments ought to have constituted the first State Finance Commissions by 1995. As these commissions are to be appointed every five years, all the states should have formed at least five State Finance Commissions by 2015. But in the state of Arunachal Pradesh, the first SFC was appointed in the year 2003 only. In Sikkim the first SFC was constituted in 1998 and Odisha in 1996.

The States that have constituted fifth SFC in 2015 are Assam, Bihar, Himachal Pradesh, Kerala, Manipur, Rajasthan and Tamil Nadu only. Another important aspect related with the SFCs is the time taken to prepare and submit the reports. On examining the functioning of State Finance Commissions, it is found that the commissions had taken 13 months to 53 months to submit its reports.

The time taken by the State Governments to place the Action Taken Report (ATR) before the State Legislative Assembly varies from four months to sixty months. The Tripura State Government has tabled the ATR on the second SFC recommendations after 62 months. It was after 41 months that the government of West Bengal laid the ATR before the legislature. In Andhra Pradesh the third SFC took 72 months to submit its report and the State Government took 59 months to place the ATR before the legislature.

The various Central Finance Commissions have observed that no time limit is prescribed either in the constitution and submission of report or in the submission of the explanatory memorandum and the Action Taken Reports by the State Governments before the legislature on the recommendation of SFC. The eleventh central finance commission have observed that “In some states the ATRs on SFC recommendations are yet to be submitted to the state legislature, despite the fact that the reports have been available for about two or three years. Even where some recommendations have been accepted, the implementation has been tardy”. The twelfth Central Finance Commission has commented on the non synchronization of the period of the recommendations of the SFCs and the Central Finance Commissions. It has also recommended that the states should avoid delays in the constitution of SFCs, their constitution in phases, frequent reconstitutions and submission of reports and tabling of the ATR in the legislative assembly.

In many of the states the SFCs are constituted with serving IAS officers who have to work as SFC in addition to the normal duties. Another drawback related with SFCs is that though they make numerous recommendations most of them are either not accepted or not implemented after accepting. The elected representatives in many states are unaware of the functioning of the SFCs.

(d)Rotation of Reserved Seats every Five Years

In a number of states, the seats reserved for women, Scheduled Castes, Scheduled Tribes are rotated on a regular basis for every election. However, the rotation of reserved seats every

five years has some amount of disadvantage to them as it is reported. Under the system, the elected representatives with five years of experience are not able to contest again from the same constituency where he/she represents. Again, it takes a long period for a newly elected representative to get well versed with the functioning of panchayats and to understand various schemes implemented through the panchayats. Hence, reservation of a constituency if not rotated every five years may contribute for the re-election of the same experienced elected representatives from the reserved constituency

(e)The existence of ‘Pathiraj’

It has been noticed that in states like Chhattisgarh, Uttarakhand, Haryana, Uttar Pradesh, Madhya Pradesh, the husband, father in law, brothers, or brothers in law are officiating as ‘de facto elected member’ on behalf of the ‘de jure elected women representatives’. In such cases, the roles of the de jure elected women representatives are limited to endorsing only official matters with their signature. This unlawful practice has to be abolished by law for the real empowerment of women elected representatives. The Uttarakhand state in its Panchayati Raj Act, enacted in 2016, has incorporated a provision to disqualify such persons.

(f)Defunct District Planning Committees (DPCs)

As per the Article 243-ZD of the 74th Constitution Amendment Act, District Planning Committees are to be constituted to prepare district plans by integrating the plans prepared by the rural and urban local bodies. Though the constitution of the DPCs are mandatory, most of the state government failed to constitute the same and in states where the DPCs had been constituted it has not been functional. Consequent to the introduction of the BRGF Scheme, the DPCs have been constituted in all the states since the guidelines of the scheme mandated the preparation of District Plans. However, the office of the chairperson is not vested with elected representatives of District Panchayat in the States of Chhattisgarh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Punjab, Tripura, Uttar Pradesh, Uttarakhand etc. In these states the chairperson is either a minister in charge of the District or Deputy Commissioner. Moreover, though efforts have been made in various states, the DPCs have failed to prepare a District Plan by integrating all the development programmes including the Centrally and State Sponsored Schemes and the plans of urban and rural local governments. Moreover, the DPCs have not been provided with either secretariat or an expert group for preparing district plans. In most of the states district plans have not integrated with the State Plans.

(g) Defect in Activity Mapping and Devolution of Functions

Though the 29 subjects included in the XIth schedule have been listed in the State Panchayati Raj Act, activity mapping (specifying the activities to be undertaken by each tiers of Panchayati Raj Institutions) has not been done in some states. For example, no activities related with minor irrigation have been transferred to Gram Panchayats in the States of Arunachal Pradesh, Bihar, Chhattisgarh, Goa, Haryana, Madhya Pradesh, Manipur, Tamil Nadu, and Uttarakhand. No functions have been assigned in the Animal Husbandry sector to the Gram Panchayats in the states of Bihar, Chhattisgarh, Goa, Jammu & Kashmir, Jharkhand and Punjab. Eleven states have not devolved any functions related with fisheries to the Gram Panchayats. Only fifteen states and two Union Territories have devolved any functions under small scale industries to the Gram Panchayats. Since these activities are mainly rural and primary in nature, they are more concerned with Gram Panchayats. Hence states may be encouraged to devolve functions related with these sectors to the Gram Panchayats.

(h) Lack of Sufficient Functionaries

The Panchayati Raj Institutions will be able to discharge their civic duties and undertake development activities only if they are provided with enough functionaries. But it is found that in certain states the PRIs especially the Gram Panchayats are crippled with lack of sufficient functionaries. For example, though there is 1779 Gram Panchayats in the state of Arunachal Pradesh the total number of Gram Panchayat secretaries in the state is only 182. The secretaries put in charge of around a dozen Gram Panchayats. In Haryana, the number of Gram Panchayat secretaries as reported by the state is 1802 as against 6205 Gram Panchayats. In Punjab there are only 2242 secretaries while the number of Panchayat is 13028. In Uttar Pradesh the number of secretaries is 16432 while there are 59162 Gram Panchayats. There are 7958 Gram Panchayats in Uttarakhand. But there are only 4812 Gram Vikas Adhikaries. The Gram Panchayats are to be provided with sufficient functionaries.

(i) Non-Collection of Taxes Entrusted with the PRIs

Though sources of own income like taxes and fees have been provided with the Panchayats no taxes are collected by them in the states of Arunachal Pradesh, Bihar, Chhattisgarh, Himachal Pradesh, Jharkhand, Manipur, Odisha, Punjab, Sikkim and Tripura. Out of the total states, only the PRIs in the states of Andhra Pradesh, West Bengal, Rajasthan, Jammu & Kashmir, Tamil Nadu, Madhya Pradesh, Maharashtra, Haryana, Karnataka, Kerala, and Uttar Pradesh are seen collecting taxes authorized to them. The Panchayati Raj Institutions which

are supposed to be the institutions of self government cannot function effectively and prepare their own plans without mobilizing own resources. Hence the state governments are required to frame necessary laws and prescribe methodology for the collection of taxes.

(j) Non-Maintenance of Accounts and Budgets Properly

The various State and Central Finance Commissions have pointed out that the Panchayati Raj Institutions, especially Gram Panchayats are not maintaining their accounts properly. The same situation was existing in some Gram Panchayats while field level data collection was undertaken as required for the present report. It might be due to the unavailability of necessary qualified and trained staff. Steps have been initiated by the Ministry of Panchayati Raj and State Governments, to address this problem. Moreover, the Fourteenth Finance Commission has prescribed performance grant to the Gram Panchayats based on their proper accounting of funds. It may be considered as a worthwhile exercise.

(k) PRIs are not fully utilizing the e-sofwarens

The NIC have developed ten softwares for the use of the Panchayati Raj Institutions which include i. *PRIA Soft*, ii. *Plan plus*, iii. *National Panchayat Portal*, iv. *Local Government Directory*, v. *Action Soft*, vi. *Service Plus*, vii. *Social Audit and Meeting Management*, viii. *Training Management*, ix. *Area Profiler* and x. *National Asset Directory*. But during the filed survey it has been observed that the Gram Panchayats are not fully utilizing these softwares in a number of states.

(l) Lack of Basic Facilities in the Gram Panchayats

About 7140 Gram Panchayats especially in the states of Arunachal Pradesh, Bihar, Haryana, Jammu Kashmir, Jharkhand, Uttar Pradesh and Uttarakhand have no official building for their functioning of the Panchayats. It is found that there are 33006 Gram Panchayats which are functioning in rented or other buildings. Out of the total 248154 Gram Panchayats, only 166827 have availability of computers and 132539 Gram Panchayats are connected with internet. Initiatives to be taken at the state level to provide basic facilities to all the Gram Panchayats

(m) Standalone Parallel Bodies

The parallel bodies such as village education committee, health and sanitation committee etc. have not been merged with Gram Panchayats in many states like Andhra Pradesh, Bihar, Chhattisgarh, Haryana, Jharkhand, Maharashtra, Odisha and Tamil Nadu. The parallel bodies

existing at the Intermediate Panchayats level in Andhra Pradesh also have not been merged. At the district level there are more than six parastatals out of which none has been merged with the district Panchayats in the states of Andhra Pradesh, Maharashtra, Odisha, Punjab and Tamil Nadu.

Devolution Index and PESA Index

The Devolution Index (DI) is an objective and quantifiable measurement of devolution to Panchayats. It is the summation of three sub indices of devolution of funds, functions and functionaries. Each State and Union Territory is evaluated and ranked on the basis of its score on the Devolution Index. The National Council of Applied Economic Research (NCAER) developed a Devolution Index for the years 2006-2007, 2007-2008 and 2008-2009. The Indian Institute of Public Administration (IIPA) had prepared the Devolution Index for a period of five consecutive years from 2009-10 to 2013-14. Tata Institute of Social Sciences (TISS) developed a composite index on 2014-15 and 2015-16. As part of the assignment for the preparation of SoPR, Centre for Rural Management (CRM), Kerala has been entrusted with the construction of Devolution Index for the year 2016-17 and the PESA index measuring the extent of devolution of funds, functions and functionaries has taken place in various states and ranking the states based on these indices. The Devolution Index for 2016-17 has been constructed based on six dimensions such as (i) framework (based on the formation of state election commissions, state finance commissions, district planning committees and the reservation of seats for the marginalized sections) (ii) funds (devolution of own resources tied and untied grants, CFC awards, SFC awards, etc) (iii) functions (the extent to which functions listed in the eleventh schedule have been transferred basic civic functions assigned and the activity mapping undertaken) (iv) functionaries (the availability of staff for the functioning of PRIs and functionaries provided for the transferred subjects) (v) accountability and transparency based on auditing, social auditing, voluntary disclosure of information, RTI etc and (vi) performance (functioning of Gram Sabha, Panchayats, committee meetings, capacity building, e- governance etc)

The necessary data have been collected from the state Panchayati Raj departments for construction of devolution index by policy (Refer Table No. 11.1) and field level data has been collected from selected PRIs to construct the devolution index by practice (Refer Table No. 11.2). After constructing both these indices, a computational exercise has been undertaken by the average score values of the above two indices and finally, devolution index of policy adjusted to practice (Refer Table No. 11.3) has been constructed.

Moreover, based on the recent initiatives taken by various states for empowering the PRIs, the incremental devolution index also has been prepared (Refer Table No. 11.4). Based on the attempts made by various states falling under fifth schedule areas for the effective implementation of PESA, the PESA index also has been prepared.

According to the devolution indices, the state of Karnataka has been ranked first followed by, Kerala, Sikkim, Madhya Pradesh, Maharashtra, West Bengal in the second, third, fourth, fifth and six positions respectively. As per the incremental devolution index prepared based on the recent initiative by various states in empowering the PRIs, Uttarakhand state has been ranked first, followed by Maharashtra, Karnataka, in the second and third positions.

In the PESA index the state of Maharashtra has been ranked first followed by Madhya Pradesh and Andhra Pradesh (Refer Table No. 11.5, Table No. 11.6, Table No. 11.7 & Table No. 11.8). As part of the ToR, the Devolution Index Report (cumulative and incremental) and the PESA Index Report (cumulative and incremental) had been furnished to the Ministry of Panchayati Raj. (Ref. “*Devolution Report 2016-2017*”, submitted to the MoPR by Centre for Rural Management (CRM), Kerala).

Recommendations

1. The Gram Sabhas may be strengthened by enacting laws to provide more powers.
2. The state may be guided to amend their Panchayati Raj Acts for constitution of a representative body of Gram Sabha in between Gram Panchayat and Gram Sabha.
3. The Gram Panchayats may be provided with more untied funds so that they can fulfill at some of the aspirations and demands raised by the people in the Gram Sabhas. It may address the deficit in trust of the Gram Panchayat. Finally, it may result in enhancing the efficacy of the Gram Sabha.
4. The states may be encouraged to constitute the State Finance Commissions in time.
5. States may be guided to constitute State Finance Commissions with eminent persons having knowledge in economics, decentralization and taxation and public administration.
6. The time frame for submission of SFC reports after its constitution should be fixed as one year.
7. The state governments may be guided to place the ATR on the recommendations of the SFCs before the legislature in a prescribed time frame.

8. The system of setting apart / refusal of recommendations and non implementation of recommendations after accepting the report may be discouraged.
9. The rotation of seats reserved for women, SCs and STs may be fixed for minimum two terms.
10. The District Planning Committees are to be made functional by providing secretariat and technical support. The DPCs may be encouraged for the preparation of district vision document every ten or fifteen years and district plan on annual basis.
11. The state governments may be encouraged to incorporate district plans prepared by the DPCs to the state plan document.
12. The states may be encouraged to reorganize the Gram Panchayats with a population of around 5000 each clubbing three or four habitations, if there are no geographical constraints.
13. The practice of 'Pathiraj' and 'Surpanch Pathiraj' (proxies acting as elected member on behalf of the women representations) may be discouraged by law.
14. Special funds may be allocated either by the Central or State Governments to provide basic infrastructure to the Gram Panchayats.
15. The Village Panchayats having inadequate staff support may be provided with special grants to employ necessary functionaries on contract basis.
16. The State Governments may be encouraged to merge all the parallel bodies at the three tiers of Panchayats.
17. The PRIs may be encouraged to maintain their accounts properly and necessary trainings may be imparted to the functionaries.
18. The PRIs may be encouraged to collect the taxes and levy fee assigned to them by providing matching grants. Necessary government orders prescribing the minimum and maximum rates of tax and the methodology for collection may be issued by the states.

Table No.11.1: Cumulative Index (Devolution Index by Policy) 2016-2017 among the States and UTs

Sl No	State	DI	Rank	1.Frame work	Rank	2.Funds	Rank	3.Functionaries	Rank	4.Functions	Rank	5.Accountability & Transparency	Rank	6.Performance	Rank
1	Karnataka	74.35	1	91.13	1	66.15	1	66.82	1	82.33	1	96.64	1	66.83	3
2	Kerala	72.05	2	86.40	4	65.25	2	62.58	4	80.76	2	77.42	7	76.42	2
3	Sikkim	69.67	3	82.64	5	56.60	5	63.48	3	76.45	5	83.92	4	79.10	1
4	Madhya Pradesh	64.81	4	79.62	6	45.26	12	65.61	2	78.90	3	96.36	2	57.71	7
5	Maharashtra	62.77	5	69.13	16	48.13	8	62.42	5	75.45	6	84.53	3	61.11	5
6	West Bengal	62.11	6	76.66	7	61.71	3	42.87	17	78.73	4	64.30	12	60.79	6
7	Tamil Nadu	60.53	7	72.54	10	58.19	4	53.94	7	55.52	15	83.36	5	55.75	10
8	Andhra Pradesh	58.42	8	62.48	19	49.77	7	48.94	11	71.55	7	83.36	5	55.88	9
9	Rajasthan	58.42	8	89.30	2	47.56	9	49.24	10	66.95	10	75.02	8	52.17	12
10	Gujarat	53.11	9	60.61	20	46.60	10	54.22	6	65.03	12	55.03	21	46.59	14
11	Haryana	50.68	10	87.14	3	41.05	16	48.32	12	54.69	17	57.80	18	40.03	18
12	Tripura	50.68	10	69.44	15	45.52	11	52.87	8	55.10	16	59.45	17	35.33	26
13	Chhattisgarh	48.16	11	70.49	12	23.97	27	47.71	13	67.06	9	65.51	9	51.81	13
14	Odisha	48.16	11	74.35	9	42.06	15	47.55	14	53.59	19	48.89	25	37.72	21
15	Uttar Pradesh	46.96	12	70.22	13	55.77	6	32.41	28	54.48	18	41.55	26	29.33	30
16	Jharkhand	46.86	13	60.21	21	36.00	18	40.76	18	55.65	14	50.20	24	56.38	8
17	Telangana	46.76	14	66.05	18	42.55	13	36.85	21	43.35	24	55.83	20	53.50	11
18	Uttarakhand	45.94	15	57.50	23	42.48	14	38.76	19	48.72	21	60.05	16	42.54	17
19	Himachal Pradesh	45.46	16	74.54	8	35.95	19	51.36	9	58.24	13	22.88	29	39.48	19
20	Bihar	44.37	17	71.56	11	32.43	20	28.56	29	68.46	8	61.78	15	35.46	25
21	Punjab	43.41	18	70.06	14	25.00	25	35.18	23	47.65	22	81.16	6	43.92	16
22	Goa	42.20	19	55.87	25	26.75	23	44.99	15	50.93	20	64.39	11	36.69	23
23	Daman & Diu	40.23	20	33.72	29	40.53	17	37.72	20	40.64	25	54.74	22	37.55	22
24	Andaman & Nicobar	39.47	21	68.39	17	28.51	22	33.18	26	36.09	26	54.20	23	44.06	15

25	Assam	37.31	22	59.19	22	29.65	21	38.76	19	44.80	23	30.68	28	32.97	28
26	Manipur	36.40	23	49.36	26	21.60	28	36.19	22	12.89	31	64.58	10	62.36	4
27	Arunachal Pradesh	34.26	24	39.56	28	5.85	31	33.02	27	66.52	11	61.95	14	38.43	20
28	Lakshadweep	32.02	25	57.33	24	25.37	24	35.15	24	33.41	27	19.90	30	30.99	29
29	Chandigarh	30.29	26	28.06	30	17.78	29	43.63	16	26.93	29	39.23	27	36.37	24
30	Dadra & Nagar Haveli	28.98	27	43.13	27	24.88	26	19.50	30	21.05	30	62.26	13	26.16	31
31	Jammu & Kashmir	27.85	28	12.00	32	12.5	30	35.14	25	33.04	28	56.35	19	35.10	27
32	Pondicherry	1.36	29	13.55	31	0.00	32	0.00	31	0.00	32	0.00	31	0.00	32
33	Meghalaya														
34	Mizoram														
35	Nagaland														
	National Average	47.00		62.57		37.54		43.37		53.28		59.80		45.58	

Source: Computed from the Data Furnished by Respective State Governments/ UT Administration

Table No.11.2: Devolution Index by Practice 2016-2017: Among States and UTs

SI No	State	DI	Rank	1.Frame work	Rank	2. Funds	Rank	3.Functionaries	Rank	4.Functions	Rank	5.Transparency & Accountability	Rank	6.Performance	Rank
1	Karnataka	69.67	1	85.56	3	62.04	1	61.67	3	76.80	2	88.07	1	65.72	4
2	Kerala	69.47	2	82.28	4	58.06	4	72.02	1	65.80	8	75.34	6	79.95	1
3	Sikkim	69.21	3	76.50	8	57.27	5	66.86	2	78.81	1	78.99	4	75.33	2
4	Madhya Pradesh	64.42	4	74.18	10	43.84	14	55.79	5	76.07	3	84.34	2	64.15	5
5	Maharashtra	63.86	5	78.99	5	53.09	8	57.44	4	67.60	6	82.47	3	67.84	3
6	West Bengal	63.09	6	78.26	7	60.04	2	48.84	11	76.01	4	68.74	9	60.12	6
7	Tamil Nadu	60.54	7	73.82	11	59.01	3	53.96	6	57.60	13	76.47	5	55.87	8
8	Rajasthan	55.60	8	86.18	2	43.34	15	46.65	12	68.01	5	71.01	8	50.20	15
9	Andhra Pradesh	55.57	9	60.38	22	47.36	12	53.54	7	65.80	8	72.81	7	49.92	16
10	Tripura	54.12	10	64.06	17	53.71	7	53.44	8	53.44	16	58.14	12	58.45	7
11	Odisha	53.64	11	71.93	12	56.49	6	49.85	10	51.00	17	48.90	21	49.64	17

12	Gujarat	51.12	12	61.65	19	49.82	10	45.62	14	49.80	19	57.46	13	51.14	14
13	Uttar Pradesh	49.60	13	71.41	13	49.21	11	37.09	20	54.39	15	48.14	22	39.53	26
14	Haryana	49.10	14	87.40	1	41.49	17	41.12	18	55.40	14	55.25	16	39.13	27
15	Telangana	48.38	15	67.99	16	45.01	13	36.81	21	47.02	22	56.20	15	53.47	9
16	Daman & Diu	47.99	16	55.11	24	42.68	16	41.21	17	59.00	11	47.97	23	52.06	13
17	Chhattisgarh	47.56	17	70.26	14	31.40	23	46.55	13	64.00	9	51.42	18	47.09	19
18	Jharkhand	47.54	18	54.16	25	51.36	9	35.92	22	47.40	21	45.37	24	52.58	11
19	Himachal Pradesh	47.33	19	74.37	9	33.24	20	52.55	9	58.02	12	41.66	27	43.52	23
20	Bihar	45.01	20	78.69	6	32.36	22	27.96	30	66.80	7	58.52	10	39.71	25
21	Goa	44.21	21	54.13	26	34.64	18	43.12	15	50.94	18	42.75	26	52.54	12
22	Assam	43.41	22	53.22	27	33.84	19	38.85	19	48.06	20	48.97	20	53.24	10
23	Punjab	42.68	23	63.59	18	28.32	26	31.38	26	47.40	21	58.32	11	44.26	21
24	Andaman & Nicobar	42.43	24	69.62	15	30.10	25	43.01	16	36.00	23	53.77	17	47.12	18
25	Uttarakhand	40.28	25	60.66	21	32.45	21	33.12	24	55.40	14	43.33	25	34.81	29
26	Manipur	36.39	26	55.26	23	30.97	24	33.82	23	18.16	25	56.57	14	43.62	22
27	Arunachal Pradesh	32.60	27	43.79	28	7.56	30	28.67	29	60.40	10	50.33	19	40.97	24
28	Lakshadweep	31.96	28	38.07	30	22.44	29	28.85	27	57.60	13	39.63	28	46.13	20
29	Chandigarh	30.20	29	38.90	29	25.48	27	29.49	28	31.83	24	31.66	31	32.29	30
30	Dadra & Nagar Haveli	27.87	30	60.97	20	24.26	28	26.32	31	1.50	27	37.35	30	35.22	28
31	Jammu & Kashmir	18.02	31	31.57	31	4.66	31	32.91	25	7.62	26	37.52	29	13.30	31
32	Pondicherry	2.03	32	23.03	32	0	32	0	32	0	28	0	32	0	32
33	Meghalaya														
34	Mizoram														
35	Nagaland														
	National Average	47.03		63.93		38.92		42.33		51.67		55.23		48.09	

Source: Computed Data from Field Survey

Table No.11.3: Devolution Index of Policy Adjusted against Practice

Sl No	State	DI	Rank	1.Frame work	Rank	2.Funds	Rank	3.Functionaries	Rank	4.Functions	Rank	5.Accountability & Transparency	Rank	6.Performance	Rank
1	Karnataka	72.01	1	88.35	1	64.10	1	64.25	3	79.57	1	92.36	1	66.28	3
2	Kerala	70.76	2	84.34	4	61.66	2	67.30	1	73.28	5	76.38	6	78.19	1
3	Sikkim	69.44	3	66.32	18	56.94	5	65.17	2	77.63	2	81.46	4	77.22	2
4	Madhya Pradesh	64.62	4	76.90	6	44.55	13	60.70	4	77.49	3	90.35	2	60.93	5
5	Maharashtra	63.32	5	74.06	9	50.61	7	59.93	5	71.53	6	83.50	3	64.48	4
6	West Bengal	62.60	6	77.46	5	60.88	3	45.85	14	77.37	4	66.52	10	60.46	6
7	Tamil Nadu	60.54	7	73.18	4	58.60	4	53.95	6	56.56	14	69.92	8	55.81	7
8	Rajasthan	57.01	8	87.74	12	45.45	12	47.95	12	67.48	9	73.02	7	51.19	12
9	Andhra Pradesh	57.00	9	61.43	10	48.57	10	51.24	9	68.68	7	78.09	5	52.90	11
10	Tripura	52.40	10	66.75	8	49.62	8	53.15	7	54.27	17	58.80	13	46.89	15
11	Gujarat	52.12	11	61.13	11	48.21	11	49.92	10	57.42	13	56.25	16	48.87	14
12	Odisha	50.90	12	73.14	9	49.28	9	48.70	11	52.30	18	48.90	24	43.68	20
13	Haryana	49.89	13	87.27	17	41.27	17	44.72	15	55.05	15	56.53	15	39.58	24
14	Uttar Pradesh	48.28	14	70.82	6	52.49	6	34.75	25	54.44	16	44.85	27	34.43	28
15	Chhattisgarh	47.86	15	70.38	24	27.69	24	47.13	13	65.53	10	58.47	14	49.45	13
16	Telangana	47.57	16	67.02	14	43.78	14	36.83	21	45.19	26	56.02	18	53.49	9
17	Himachal Pradesh	46.40	17	74.46	19	34.60	19	51.96	8	58.13	12	32.27	30	41.50	28
18	Bihar	44.69	18	75.13	20	32.40	20	28.26	30	67.63	8	60.15	12	37.59	27
19	Jharkhand	44.15	19	57.19	15	43.68	15	38.34	19	51.53	20	47.79	25	54.48	8
20	Daman & Diu	44.11	20	44.42	16	41.61	16	39.47	17	49.82	22	51.36	22	44.81	17
21	Goa	43.21	21	55.00	22	30.70	22	44.06	16	50.94	21	53.57	20	44.62	18
22	Uttarakhand	43.11	22	59.08	18	37.47	18	35.94	23	52.06	19	51.69	21	38.68	25

23	Punjab	43.05	23	66.83	16	26.66	25	33.28	27	47.53	23	69.74	9	44.09	19
24	Andaman & Nicobar	40.95	24	69.01	14	29.31	23	38.10	20	36.05	27	53.99	19	45.59	16
25	Assam	40.36	25	56.21	23	31.75	21	38.81	18	46.43	24	39.83	28	43.11	21
26	Manipur	36.40	26	52.31	25	26.29	26	35.01	24	15.53	30	60.58	11	52.99	10
27	Arunachal Pradesh	33.43	27	41.68	29	6.71	31	30.85	29	63.46	11	56.14	17	39.70	23
28	Lakshadweep	31.99	28	47.70	27	23.91	28	32.00	28	45.51	25	29.79	31	38.56	26
29	Chandigarh	30.25	29	33.48	30	21.63	29	36.56	22	29.38	28	35.45	29	34.33	29
30	Dadra & Nagar Haveli	28.43	30	52.05	26	24.57	27	22.91	31	11.28	31	49.81	23	30.69	30
31	Jammu & Kashmir	22.94	31	21.79	31	8.58	30	34.03	26	20.33	29	46.94	26	24.20	31
32	Puducherry	1.70	32	18.29	32	0	32	0	32	0.00	32	0.00	32	0.00	32
33	Meghalaya														
34	Mizoram														
35	Nagaland														
	National Average	46.92		62.84		38.24		42.85		52.48		57.20		46.84	

Source: Computed from the Data Furnished by Respective State Governments / UT Administration & Field Survey

Table No.11.4: Incremental Devolution Index (Policy) among the States and UTs 2016-2017

SL No	State	Index Value	Rank
1.	Uttarakhand	55	1
2.	Maharashtra	35	2
3.	Karnataka	35	2
4.	Odisha	30	3
5.	Andhra Pradesh	30	3
6.	Sikkim	25	4
7.	Tamil Nadu	25	4
8.	West Bengal	25	4
9.	Bihar	20	5
10	Goa	15	6
11	Madhya Pradesh	10	7
12	Jammu Kashmir	10	7
13	Haryana	10	7

Source: *Data Furnished by Respective State Governments*

Table No.11.5: Cumulative Devolution Index (Policy) among the PESA States 2016-2017

SL No	State	Index Value	Rank
1	Maharashtra	61.40	1
2	Madhya Pradesh	53.07	2
3	Andhra Pradesh	51.97	3
4	Himachal Pradesh	46.49	4
5	Rajasthan	44.08	5
6	Gujarat	43.42	6
7	Jharkhand	42.11	7
8	Telangana	40.35	8
9	Chhattisgarh	39.25	9
10	Odisha	31.58	10
	National Average	45.37	

Source: *Data Furnished by Respective State Governments*

Table No.11.6: Cumulative Devolution Index (Practice) among the PESA States 2016-2017

SL NO	State	Index Value	Rank
1	Maharashtra	57.74	1
2	Madhya Pradesh	51.77	2
3	Andhra Pradesh	50.90	3
4	Gujarat	43.80	4
5	Himachal Pradesh	43.36	5
6	Rajasthan	41.15	6
7	Jharkhand	40.71	7
8	Telangana	38.94	8
9	Chhattisgarh	32.81	9
10	Odisha	31.64	10
	National Average	43.28	

Source: *Field Survey*

Table No.11.7: Cumulative Devolution Index (Policy Adjusted Against Practice) among the PESA States 2016-2017

SL NO	State	Index Value	Rank
1	Maharashtra	59.57	1
2	Madhya Pradesh	52.42	2
3	Andhra Pradesh	51.43	3
4	Himachal Pradesh	44.93	4
5	Gujarat	43.61	5
6	Rajasthan	42.62	6
7	Jharkhand	41.41	7
8	Telangana	39.65	8
9	Chhattisgarh	36.03	9
10	Odisha	31.61	10
	National Average	44.33	

Source : *Data Furnished by Respective State Governments and Field Survey*

Table No.11.8: Incremental PESA Index among the PESA States 2016-2017

Sl No	Name of PESA States	Index Value	Rank
1	Chhattisgarh	53.33	1
2	Maharashtra	46.67	2
3	Madhya Pradesh	40.00	3
4	Odisha	36.67	4
5	Rajasthan	33.33	5
6	Gujarat	33.33	5
7	Jharkhand	33.33	5
8	Telangana	33.33	5
9	Andhra Pradesh	33.33	5
10	Himachal Pradesh	33.33	5

Source: *Data Furnished by State*

CHAPTER XII

Road Map for Strengthening of Panchayati Raj

India is widely known for ‘unity in diversity’. The local governance, language, customs and social practices vary from state to state and even within the spatial boundaries of a state. The culture, heritage, and even the food habits differ from one another. The evolution of decentralized administration also varies from community to community. It may be due to these variations that the 73rd Constitution Amendment had laid down only certain clauses as mandatory for all the States, while the matters related to funds, functions, functionaries etc were left to the discretion of individual States and Union Territories. Hence, the powers, functions, functionaries and the performance of Panchayat Raj Institutions exhibit differences across the States. This also may be applicable to the case of the culture of local governance. Panchayats are recognized to be the oldest system of governance in the Indian subcontinent. Mahatma Gandhi identified the potential of the ‘Little Republics’ and advocated for Panchayati Raj to be the foundation of our political system. As per the census report 2011, there are 6, 49,481 villages in India. The populations of these villages vary and almost all the villages maintain their own customs, traditions and internal administrative systems. In the past, each and every village had developed its own local system of administration.

The modern Panchayati Raj system has been introduced into these villages with the higher tiers of Intermediate Panchayats and Zilla Parishads constituted for deepening of democratic decentralization, decentralized planning and delivery of public goods. In other words, the village Panchayats have originated from among the people, based on local wisdom and general will, while the other tiers have been constituted for the purpose of decentralized governance and strengthening of the grassroot governance structure. Hence, these institutions are to be evaluated in terms of their origin.

Since the 73rd Constitution Amendment Act focuses on decentralized governance, the Panchayati Raj as such is to be considered in the context of decentralization. Although the ancient Village Panchayats functioned without any funds and functionaries, for a modern decentralized governing system, they are inevitable. Moreover, the Act bestows on the Panchayati Raj Institutions the responsibility of preparing and implementing plans for economic development

and social justice. For an effective functioning of Panchayats, functionaries are necessary and on lines of economy of scale and technology, it may not be viable to have separate functionaries for small units of administration. Although the Constitution does not prescribe the size of a Gram Panchayat, a minimum size of population is inevitable to provide it with functionaries. In the case of Panchayats, where less than the critical size may be reorganized, constituting Gram Panchayats for a group of villages appears practicable.

In the context of self governance, the excessive control exercised by Intermediate and District tiers and other parastatal bodies over the Village Panchayat is to be discontinued. Instead of exerting control mechanism, the 'peer groups' should function as institutions providing technical support in respect of various subjects to the Village Panchayats, based on the code of 'peer group responsibility'. A new organic and dialectical relationship among the tiers of Panchayats may fetch maximum results from local governance. The 'Natural Order' idea propagated by Mahatma Gandhi and JC Kumarppa and the 'Integral Humanism' idea advanced by Pandit Deen Dayal Upadhyaya may be the guiding philosophy in this context.

The appointment of State Finance Commissions has been made mandatory by the Constitution, but it is seen that almost all the State Governments do not constitute SFCs in time. Delay has also been noticed in the submission of reports and placing of the Action Taken Reports (ATRs) before the State Legislative Assemblies. Moreover, though the State Finance Commissions are furnishing a number of recommendations, the State Governments are often seen neglecting most of them. However, there are cases of recommendations being accepted, but not implemented. The recommendations of the State Finance Commissions should be given due consideration by the State Governments. A convention, as in the case of National Finance Commission recommendations, has to be made in the implementation of the SFC recommendations.

Almost all the States have completed the 'activity mapping' while 'responsibility mapping' is in progress in some States, as per the respective Acts. Numerous functions have been transferred to the PRIs by legislation and government orders. But the Panchayati Raj Institutions, especially Gram Panchayats, do not actively engage in these functions transferred. Various line departments are still more powerful and the Panchayati Raj Institutions have little space and control over the subjects transferred to their end. Certain parallel institutions are still functioning in various states with patronage of the state machinery. In the domain of devolution of functions, the distance

between the defacto and de jure continues to remain outsized. Efforts must be made to merge these institutions with the Panchayat Raj Institutions at the appropriate spatial levels. The activities to be undertaken by each tier of Panchayats under each subject are to be clearly earmarked and the PRIs are to be provided with a portion of the budget allocation for these subjects as in the case of 'budget window'. The 'link document of Karnataka, 'white book' of Maharashtra, 'budget window' of Rajasthan and 'appendix iv' of Kerala may be cited as model cases.

Although the Panchayats are provided with powers to impose and collect taxes and fees, many of them are not collecting the same in most of the States. Earnest efforts should be made by PRIs, especially Gram Panchayats, towards maximizing the collection of own-sources revenue. Different methods may be needed to mobilize the local resources from the conventional and non conventional domains. Tremendous efforts towards capacity building and training (CB&T) of the elected representatives have to be made in building a sound local public finance base which can accelerate the process of economic development and social justice. A part of the allocation of grants by the State and Central Governments may be provided as matching grants to the own tax revenue, as done in the case of Goa.

Due to shortage of permanent regular functionaries in Gram Panchayats, the offices are not seen functioning regularly. An office building for the functioning of Panchayats is necessary, but the way of designing and constructing type pattern structures decided by external agencies without consulting the local citizens is seen followed by certain states, which has to be discontinued. The construction design should be based on the necessary requirements of each individual Gram Panchayat and hence the type pattern, 'fit for all', lacks ownership of the local community. Provisions for other infrastructure facilities in the offices may be made for ensuring good governance.

The Panchayati Raj system has transformed the country as the largest representative democracy with deliberative mode in the world. For an effective functioning of the Elected Representatives, the capacity building activities should be made more effective. At present, the capacity building and training are undertaken by the respective State Institutes of Rural Development. Capacity building should be converted to a continuous process and for an effective training, the

programmes also need to be decentralized. The universities, professionals and research institutions and colleges may also be involved in the task of training.

The Gram Sabhas provide a chance for all the voters to participate in the decision-making process and as such, it should normally attract the common voters. It is observed that people are not attracted to the Gram Sabhas. Gram Sabha, a deliberative democratic institution, should be assessed from a larger perspective. The limitations of Gram Sabha should be addressed through a democratic practice itself. The institution is to be provided with more powers. The powers provided by the State Act of Madhya Pradesh to recall the Elected Representatives to the Gram Sabha is an example to be considered. Only a vibrant and empowered Gram Panchayat could attract local citizens to Gram Sabha. Therefore, strengthening of Gram Panchayat may be taken as a prerequisite in the process.

Provisions under the Constitution amendment may be extended to the Sixth Schedule areas, without tampering with the existing customary laws and traditional institutions. The village administration may be made more democratic and participatory. The provision of reservation for women and Gram Sabha needs to be incorporated in the existing village level administrative bodies in the Sixth Schedule area.

Even after the completion of two decades of passing of the Constitutional Amendment Act, the PESA has not been implemented by a number of States in terms of letter and spirit. The customary laws of the Scheduled Tribes of the PESA areas have not been enlisted either. Social and religious practices are not yet documented. A number of State-specific Acts are to be made in consonance with the provisions of PESA. Effective capacity building activities need to be undertaken in all the PESA villages.

Although the devolution of powers, functions, funds, and functionaries varies from state to state, there are examples of individual Gram Panchayats, Intermediate Panchayats and Zilla Parishads performing well. The success stories of these institutions are to be recognized and brought to the notice of other Panchayats.

While writing a note on ‘Road Map for Strengthening of Panchayati Raj’, one tends to not disagree with Jean Dreze and Amartya Sen, when they comment that the limitations are the best addressed through local democratic practice itself and as far as the potential of the PRIs is concerned, there exists sufficient field

evidence for not getting disappointed. The last twenty five years of rich experience of PRIs has widely transformed the rural political economy of the country. It has brought about innumerable changes in the local economic development, social justice and governance. We have to move ahead to transform them from Panchayati Raj Institutions to local self governments. No doubt, the history of 25 years is inspiring and the road map for strengthening of PRIs can be more inspiring and challenging too at the same time.
