Foreword

The institutions of self-government, known as Panchayati Raj Institutions (PRIs), were given a constitutional status through the 73rd Constitutional Amendment and the thought process behind this was to make democracy functional at the local level, and driven by citizens’ needs and with their participation. Panchayats have been mandated for economic development, strengthening social justice and implementation of Central and State Government Schemes including those 29 subjects listed in the Eleventh Schedule.

As PRIs are the cornerstone of local self governments and peoples' participation, the Ministry of Panchayati Raj has been providing programmatic support for building up PRIs and continuously striving to strength PRIs through advocacy and financial support to attain decentralized, participatory local self-government and to ensure inclusive development with social justice, and efficient delivery of services. The continuous support of the Ministry has brought substantial improvements in the Panchayati raj system and local level governance across the country. However, the level of improvements in local level governance varies state wise, as Panchayat is state subject and being regulated mainly by the State Panchayati Raj Acts.

Hence, it is essential to understand whether the policies and programmes of the Ministry are meeting the intended objectives and identify targets. Therefore, with the aim to give an insight of the status and improvements in Panchayati raj system and local level governance at the national and state level Dr. Mohd. Tauqueer Khan, Consultant, Ministry of Panchayati Raj has compiled the basic statistics of PRIs under the supervision of Smt. Sujata Sharma, Economic Adviser, Ministry of Panchayati Raj. Dr. Khan has been guided by Shri Vijay Kumar, Deputy Secretary and Shri Subhash Sangwan, Under Secretary during the compilation. The entire work has been reviewed by Shri Sanjay Singh, Additional Secretary, Ministry of Panchayati Raj. This publication will be placed at the Ministry’s website and will be available in public domain. I am sure it will be a useful document in guiding policy makers and different stakeholder to work towards improvement in Panchayati Raj system.

Rahul Bhatnagar, IAS
Secretary
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<td>Basic Statistics of Panchayati Raj Institutions</td>
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<td>Incentivisation of Panchayats</td>
<td>77-97</td>
</tr>
</tbody>
</table>
1. Mandate of the Ministry of Panchayati Raj

1.1 The mandate of the Ministry of Panchayati Raj (MoPR), which was set up in May, 2004, is to ensure the compliance of the provisions of Part IX of the Constitution, provisions regarding the District Planning Committees as per Article 243ZD, and PESA. The Ministry’s vision is to attain decentralized and participatory local self-government through Panchayats, or Panchayati Raj Institutions (PRIs). The Ministry's mission is empowerment, enablement and accountability of PRIs to ensure inclusive development with social justice, and efficient delivery of services.

1.2 The Ministry works to fulfil its mandate in various ways. Essentially, it plays a strong advocacy role. MoPR fosters knowledge creation and sharing so that the issues to be addressed are clearly articulated, meaningful strategies formulated, and there is sharing within government as well as with non-government agencies and experts. It also provides technical assistance and facilities cross-learning across States. In the light of recent changes in policy and to take advantage of the emerging opportunities, the Ministry has repositioned itself with basic changes in its mandate.

2. Constitutional Provisions Regarding Panchayati Raj

2.1 Part IX of the Constitution of India provides for setting up of three tiers of Panchayats (only two tiers in case of States or Union Territories having population less than 2 million): (i) Gram Panchayat at village level (ii) District Panchayats at District level and (iii) Intermediate Panchayats at sub-district level in between Gram Panchayats and District Panchayats. It also provides for Gram Sabha (general assembly of registered voters who reside in the area of Gram Panchayat) as a forum for direct participation of villagers in local governance.

2.2 The Constitution of India has fixed five year terms for these Panchayats and has made provision for the reservation of seats for Women and marginalized sections (Scheduled Castes and Scheduled Tribes) of Indian society. While reservation of Schedule Castes (SCs) & Schedule Tribes (STs) is in proportion to their share in
population, that for women is at least 33.33%. However, many Indian States have increased the reservation of seats and chairperson posts for women in Panchayats to 50%.

2.3 The Constitution of India also stipulates direct elections of all members of Panchayats. For conducting these elections, all States are mandated to constitute a State Election Commission. Also it is compulsory for States to constitute a State Finance Commission (SFC) every fifth year for recommending principles for division of financial resources between State and local governments (both urban and rural). SFCs are to make recommendations to the Governor regarding the distribution between the State and Panchayats of the net proceeds of taxes, duties, toll and fees etc., the determination of taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Panchayats, and grants-in-aid to the Panchayats from the Consolidated Fund to the State, as well as measures needed to improve the financial position of Panchayats.

3. Areas Not Covered under Part IX

3.1 While Part IX of the Constitution applies to a vast majority of the country, as per Article 243M of the Constitution, some areas are exempted from Part IX. These include the States of Meghalaya, Mizoram and Nagaland, areas covered under the Sixth Schedule, the hill areas of Manipur and the district level Panchayats in the hill areas of Darjeeling. Various kinds of grassroots local governance structures exist in these areas.

4. Notified Fifth Schedule Areas (FSA)

4.1 Article 243M (1) of the Constitution exempts Scheduled Areas and tribal areas referred to in Clause (1) and (2) of article 244 from application of the provisions of Part IX of the Constitution. However, article 243M (4) (b) empowers the Parliament to legislate and extend the provisions of Part IX to Scheduled Areas and tribal areas referred to in clause (1), subject to such 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. Article 244 of the Constitution makes special provisions for the administration of certain areas called “Scheduled Areas” in States other than Assam, Meghalaya, Tripura and Mizoram.
4.2 The Fifth Schedule of the Constitution deals with the administration and control of Scheduled Areas as well as of Scheduled Tribes residing in the areas other than States of Assam, Meghalaya, Tripura and Mizoram. “The Provisions of the Panchayat (Extension to the Scheduled Areas) Act, 1996” (PESA), extends Part IX of the Constitution with certain modifications and exceptions, to the Fifth Schedule Areas notified under Article 244(1) of the Constitution. At present, Fifth Schedule Areas exist in 10 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana.

5. **The Role of States**

5.1 As local government is a State subject, State legislatures have a critical role in determining various aspects of Panchayati Raj in their States. States are keys as far as devolution of powers to Panchayats is concerned. The Constitution envisaged that Panchayats will function as institutions of local government and prepare plans and implement schemes for economic development and social justice, but leaves the precise devolution of powers and authority to Panchayats to the States. The State legislatures are to consider the 29 matters illustratively set out in the Eleventh Schedule for devolution to the Panchayats for the planning and implementation of schemes for economic development and social justice. Powers to impose taxes by and provisions of funds to the Panchayats are determined by State. Moreover, States play a critical role in building Panchayat capacities and in creating an appropriate framework for accountability and transparency as well.

6. **Eleventh Schedule (Article 243G)**

6.1 The functions entrusted to a Panchayat under the Eleventh Schedule to Article 243G of the Constitution are as under:

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.
10. Rural housing.
11. Drinking water.
12. Fuel and fodder.
13. Roads, culverts, bridges, ferries, waterways and other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
17. Education, including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
21. Cultural activities.
22. Markets and fairs.
23. Health and sanitation, including hospitals, primary health centers and dispensaries.
24. Family welfare.
25. Women and child 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.
### Table 1.1: State-wise Population-2011

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>State/UT</th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Andhra Pradesh</td>
<td>84,665,533</td>
<td>56,311,788</td>
<td>28,353,745</td>
</tr>
<tr>
<td>2</td>
<td>Arunachal Pradesh</td>
<td>1,382,611</td>
<td>1,069,165</td>
<td>313,446</td>
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<tr>
<td>3</td>
<td>Assam</td>
<td>31,169,272</td>
<td>26,780,516</td>
<td>4,388,756</td>
</tr>
<tr>
<td>4</td>
<td>Bihar</td>
<td>103,804,637</td>
<td>92,075,028</td>
<td>11,729,609</td>
</tr>
<tr>
<td>5</td>
<td>Chhattisgarh</td>
<td>25,540,196</td>
<td>19,603,658</td>
<td>5,936,538</td>
</tr>
<tr>
<td>6</td>
<td>Goa</td>
<td>1,457,723</td>
<td>551,414</td>
<td>906,309</td>
</tr>
<tr>
<td>7</td>
<td>Gujarat</td>
<td>60,383,628</td>
<td>34,670,817</td>
<td>25,712,811</td>
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<tr>
<td>8</td>
<td>Haryana</td>
<td>25,353,081</td>
<td>16,531,493</td>
<td>8,821,588</td>
</tr>
<tr>
<td>9</td>
<td>Himachal Pradesh</td>
<td>6,856,509</td>
<td>6,167,805</td>
<td>688,704</td>
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<tr>
<td>10</td>
<td>Jammu &amp; Kashmir</td>
<td>12,548,926</td>
<td>9,134,820</td>
<td>3,414,106</td>
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<tr>
<td>11</td>
<td>Jharkhand</td>
<td>32,966,238</td>
<td>25,036,946</td>
<td>7,929,292</td>
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<tr>
<td>12</td>
<td>Karnataka</td>
<td>61,130,704</td>
<td>37,552,529</td>
<td>23,578,175</td>
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<tr>
<td>13</td>
<td>Kerala</td>
<td>33,387,677</td>
<td>17,455,506</td>
<td>15,932,171</td>
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<tr>
<td>14</td>
<td>Madhya Pradesh</td>
<td>72,597,565</td>
<td>52,537,899</td>
<td>20,059,666</td>
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<tr>
<td>15</td>
<td>Maharashtra</td>
<td>112,372,972</td>
<td>61,545,441</td>
<td>50,827,531</td>
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<tr>
<td>16</td>
<td>Manipur</td>
<td>2,721,756</td>
<td>1,899,624</td>
<td>822,132</td>
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<tr>
<td>17</td>
<td>Meghalaya</td>
<td>2,964,007</td>
<td>2,368,971</td>
<td>595,036</td>
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<tr>
<td>18</td>
<td>Mizoram</td>
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<td>529,037</td>
<td>561,977</td>
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<td>19</td>
<td>Nagaland</td>
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<td>1,406,861</td>
<td>573,741</td>
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<td>20</td>
<td>Orissa</td>
<td>41,947,358</td>
<td>34,951,234</td>
<td>6,996,124</td>
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<tr>
<td>21</td>
<td>Punjab</td>
<td>27,704,236</td>
<td>17,316,800</td>
<td>10,387,436</td>
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<tr>
<td>22</td>
<td>Rajasthan</td>
<td>68,621,012</td>
<td>51,540,236</td>
<td>17,080,776</td>
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<tr>
<td>23</td>
<td>Sikkim</td>
<td>607,688</td>
<td>455,962</td>
<td>151,726</td>
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<tr>
<td>24</td>
<td>Tamil Nadu</td>
<td>72,138,958</td>
<td>37,189,229</td>
<td>34,949,729</td>
</tr>
<tr>
<td>25</td>
<td>Tripura</td>
<td>3,671,032</td>
<td>2,710,051</td>
<td>960,981</td>
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<td>26</td>
<td>Uttar Pradesh</td>
<td>199,581,477</td>
<td>155,111,022</td>
<td>44,470,455</td>
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<tr>
<td>27</td>
<td>Uttarakhand</td>
<td>10,116,752</td>
<td>7,025,583</td>
<td>3,091,169</td>
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<tr>
<td>28</td>
<td>West Bengal</td>
<td>91,347,736</td>
<td>62,213,676</td>
<td>29,134,060</td>
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<tr>
<td></td>
<td><strong>Union Territory</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>A &amp; N Islands</td>
<td>379,944</td>
<td>244,411</td>
<td>135,533</td>
</tr>
<tr>
<td>2</td>
<td>Chandigarh</td>
<td>1,054,686</td>
<td>29,004</td>
<td>1,025,682</td>
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<tr>
<td>3</td>
<td>Dadra &amp; Nagar Haveli</td>
<td>342,853</td>
<td>183,024</td>
<td>159,829</td>
</tr>
<tr>
<td>4</td>
<td>Daman &amp; Diu</td>
<td>242,911</td>
<td>60,331</td>
<td>182,580</td>
</tr>
<tr>
<td>5</td>
<td>Lakshadweep</td>
<td>64,429</td>
<td>14,121</td>
<td>50,308</td>
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<tr>
<td>6</td>
<td>Delhi</td>
<td>16,753,235</td>
<td>419,341</td>
<td>16,333,896</td>
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<tr>
<td>7</td>
<td>Puducherry</td>
<td>1,244,464</td>
<td>394,341</td>
<td>850,123</td>
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<td></td>
<td><strong>India</strong></td>
<td>1,210,193,422</td>
<td>833,087,662</td>
<td>377,105,760</td>
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</tbody>
</table>

Source: Rural Urban Distribution of Population - India, Census of India 2011
Table 1.2: State-wise Rural Households (numbers) and Compound Annual Growth Rate (CAGR) (Per Cent) (2001–2011)

<table>
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<tr>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>12,607,167</td>
<td>14,234,387</td>
<td>1.2</td>
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<tr>
<td>2.</td>
<td>Arunachal Pradesh</td>
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<td>200,210</td>
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<td>3.</td>
<td>Assam</td>
<td>4,203,976</td>
<td>5,420,877</td>
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<td>4.</td>
<td>Bihar</td>
<td>12,407,132</td>
<td>16,862,940</td>
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<td>5.</td>
<td>Chhattisgarh</td>
<td>3,273,647</td>
<td>4,365,568</td>
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<td>6.</td>
<td>Goa</td>
<td>145,229</td>
<td>128,208</td>
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<td>7.</td>
<td>Gujarat</td>
<td>5,941,858</td>
<td>6,773,558</td>
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<td>8.</td>
<td>Haryana</td>
<td>2,541,980</td>
<td>3,043,756</td>
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<tr>
<td>9.</td>
<td>Himachal Pradesh</td>
<td>1,079,797</td>
<td>1,312,510</td>
<td>2.0</td>
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<tr>
<td>10.</td>
<td>Jammu &amp; Kashmir</td>
<td>1,167,108</td>
<td>1,553,433</td>
<td>2.9</td>
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<tr>
<td>11.</td>
<td>Jharkhand</td>
<td>3,736,524</td>
<td>4,729,369</td>
<td>2.4</td>
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<tr>
<td>12.</td>
<td>Karnataka</td>
<td>6,725,882</td>
<td>7,946,657</td>
<td>1.7</td>
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<tr>
<td>13.</td>
<td>Kerala</td>
<td>5,010,259</td>
<td>4,149,641</td>
<td>-1.9</td>
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<tr>
<td>14.</td>
<td>Madhya Pradesh</td>
<td>7,996,300</td>
<td>11,080,278</td>
<td>3.3</td>
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<tr>
<td>15.</td>
<td>Maharashtra</td>
<td>11,173,512</td>
<td>13,214,738</td>
<td>1.7</td>
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<tr>
<td>16.</td>
<td>Manipur</td>
<td>273,098</td>
<td>338,109</td>
<td>2.2</td>
</tr>
<tr>
<td>17.</td>
<td>Meghalaya</td>
<td>333,119</td>
<td>430,573</td>
<td>2.6</td>
</tr>
<tr>
<td>18.</td>
<td>Mizoram</td>
<td>86,951</td>
<td>105,812</td>
<td>2.0</td>
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<td>19.</td>
<td>Nagaland</td>
<td>263,129</td>
<td>277,491</td>
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<td>20.</td>
<td>Odisha</td>
<td>6,618,547</td>
<td>8,089,987</td>
<td>2.0</td>
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<td>21.</td>
<td>Punjab</td>
<td>2,796,284</td>
<td>3,358,113</td>
<td>1.8</td>
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<td>22.</td>
<td>Rajasthan</td>
<td>7,054,434</td>
<td>9,494,903</td>
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<td>23.</td>
<td>Sikkim</td>
<td>101,225</td>
<td>93,288</td>
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<td>24.</td>
<td>Tamil Nadu</td>
<td>8,284,383</td>
<td>9,528,495</td>
<td>1.4</td>
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<tr>
<td>25.</td>
<td>Tripura</td>
<td>539,713</td>
<td>616,582</td>
<td>1.3</td>
</tr>
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<td>26.</td>
<td>Uttar Pradesh</td>
<td>20,373,081</td>
<td>25,685,942</td>
<td>2.3</td>
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<tr>
<td>27.</td>
<td>Uttarakhand</td>
<td>1,185,737</td>
<td>1,425,086</td>
<td>1.9</td>
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<tr>
<td>28.</td>
<td>West Bengal</td>
<td>11,270,822</td>
<td>13,813,165</td>
<td>2.1</td>
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<td><strong>All-India</strong></td>
<td><strong>137,747,384</strong></td>
<td><strong>168,565,486</strong></td>
<td><strong>2.0</strong></td>
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</tbody>
</table>

Sources: Census of India, 2001; 2011.
Note: Telangana was awarded separate statehood on 2 June 2014. Hence, was not covered in 2011 census separately.
Table 1.3: State-wise Proportion of Rural Population to Total Population (Per Cent) (2001 and 2011)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>States</th>
<th>2001</th>
<th>2011</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>72.7</td>
<td>66.6</td>
<td>-6.1</td>
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<tr>
<td>2.</td>
<td>Arunachal Pradesh</td>
<td>79.2</td>
<td>77.1</td>
<td>-2.2</td>
</tr>
<tr>
<td>3.</td>
<td>Assam</td>
<td>87.1</td>
<td>85.9</td>
<td>-1.2</td>
</tr>
<tr>
<td>4.</td>
<td>Bihar</td>
<td>89.5</td>
<td>88.7</td>
<td>-0.8</td>
</tr>
<tr>
<td>5.</td>
<td>Chhattisgarh</td>
<td>79.9</td>
<td>76.8</td>
<td>-3.2</td>
</tr>
<tr>
<td>6.</td>
<td>Goa</td>
<td>50.2</td>
<td>37.8</td>
<td>-12.4</td>
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<tr>
<td>7.</td>
<td>Gujarat</td>
<td>62.6</td>
<td>57.4</td>
<td>-5.2</td>
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<td>8.</td>
<td>Haryana</td>
<td>71.1</td>
<td>65.1</td>
<td>-6.0</td>
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<td>9.</td>
<td>Himachal Pradesh</td>
<td>90.2</td>
<td>90.0</td>
<td>-0.2</td>
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<td>10.</td>
<td>Jammu &amp; Kashmir</td>
<td>75.2</td>
<td>72.6</td>
<td>-2.6</td>
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<td>11.</td>
<td>Jharkhand</td>
<td>77.8</td>
<td>76.0</td>
<td>-1.8</td>
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<td>12.</td>
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<td><strong>-3.3</strong></td>
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</table>

Sources: Census of India, 2001; 2011.
Note: Telangana was awarded separate statehood on 2 June 2014. Hence, was not covered in 2011 census separately.
### Table 1.4: State-wise Share of Rural Population in Total Rural Population of India (Per Cent) (2001 and 2011)

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<td>0.1</td>
</tr>
<tr>
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<td>Assam</td>
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<td>3.2</td>
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<tr>
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<td>Goa</td>
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<td>0.1</td>
</tr>
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<td>Gujarat</td>
<td>4.3</td>
<td>4.2</td>
</tr>
<tr>
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<td>Haryana</td>
<td>2.0</td>
<td>2.0</td>
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<tr>
<td>9.</td>
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<td>0.7</td>
</tr>
<tr>
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<td>0.1</td>
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<td><strong>100</strong></td>
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Sources: Census of India, 2001; 2011.
Note: Telangana was awarded separate statehood on 2 June 2014. Hence, was not covered in 2011 census separately.
Table 1.5: State-wise Proportion of Scheduled Caste (SC) and Scheduled Tribe (ST) Rural Population Per Cent (2001 and 2011)

<table>
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<tr>
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<th>ST (Rural)</th>
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<td>Assam</td>
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Sources: Census of India, 2001; 2011.
Note: Telangana was awarded separate statehood on 2 June 2014. Hence, was not covered in 2011 census separately.
Table 1.6: State-wise Share of Scheduled Caste (SC) and Scheduled Tribe (ST) Population in SC/ST Population of India (Per Cent) (2001)

<table>
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Sources: Census of India, 2001; 2011.
Note: Telangana was awarded separate statehood on 2 June 2014. Hence, was not covered in 2011 census separately.
### Table 1.7: Distribution of GPs according to Population State wise

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<th>&gt;=10001</th>
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#### UTs

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| All-India | 164807 | 87403 | 30961 | 15152 | 398323 |

Source: Handbook on Panchayati Raj Statistics 2017-18
Table 1.8: Norms for elected representatives for contesting PRIs elections

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**UTs**

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Source: Handbook on Panchayati Raj Statistics 2017-18

* 7th Standard pass minimum qualification for sarpanch as per amendment to GP Act

`-` Not applicable/information not available
Table 2.1: Basic data on Panchayati Raj Institutions (PRIs):

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<td>Number of Elected Women Representatives</td>
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Source: Sl. No. 1, 2, 3 & 4 http://lgdirectory.gov.in Report Generated on 18/04/2019 04:50:37 PM
Sl. No. 5 & 6 MoPR Compilation (as on 27.3.2018)
Table 2.2: State-wise Administrative Units:

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Source: http://lgdirectory.gov.in Report Generated on 18/04/2019 04:50:37 PM
NA: Not applicable
Table 2.3: State-wise number of Panchayati Raj Institutions (District, Intermediate and Village Panchayats):

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Source: http://lgdirectory.gov.in Report Generated on 18/04/2019 04:50:37 PM
NA: Not applicable
## Table 2.4: States/UTs wise numbers of Elected Representatives (ERs):

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Source: MoPR Compilation as on 27.03.2018
### Table 2.5: States/UTs wise numbers of Elected Women Representatives:

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Source: MoPR Compilation as on 27.03.2018
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Source: MoPR Compilation as on 27.03.2018
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<td>July 2023</td>
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Source: MoPR compilation as on 20.3.2019

Notes:  
~ The Hyderabad High Court in October 2018 directed the ANDHRA PRADESH government to conduct PANCHAYAT ELECTIONS within three months.  
^ Election in Arunachal Pradesh could not be conducted due to extreme weather conditions. Planning to do it in 2019.  
* Elections for GPs in Maharashtra are to be scheduled on different dates as per their respective tenure of Five year.  
@ Elections could not be held as the Puducherry Government does not have the desired information on OBC population required to decide the seats to be reserved for them. Currently the matter is pending in the Hon'ble Supreme Court of India.  
# Notification for holding the election was issued by the Tamil Nadu State Election Commission. However, that notification has been challenged in the Hon'ble Madras High Court.  

***
CHAPTER – 3

CENTRAL FINANCE COMMISSIONS GRANTS

Article 280(3) (bb) of the Constitution inserted vide the 73rd Amendment Act States that “the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State”. Accordingly, Union Finance Commissions are required to make recommendations to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State. The status of actual allocation and release of grants to the rural local bodies under 13th and 14th Finance Commission is as under:

1. 13th Finance Commission Grants to Rural Local Bodies (RLBs):

Table 3.1: Year-wise allocation and release of Thirteenth Finance Commission (TFC) grants to Rural Local Bodies during 2010-11 to 2014-15 (Rs. in crore)

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<td>58256.61</td>
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Source: MoPR Compilation

Graph: 3.1 Year-wise allocation and release of TFC grants to Rural Local Bodies:
Table 3.2: State-wise and Year-wise allocation and release of Thirteenth Finance Commission (TFC) grants to Rural Local Bodies during 2010-11 to 2014-15:
(Rs. in crore)

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Source: MoPR Compilation
Table 3.2 (Contd..): State-wise and Year-wise allocation and release of Thirteenth Finance Commission (TFC) grants to Rural Local Bodies during 2010-11 to 2014-15:

(Rs. in crore)

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Source: MoPR Compilation
Table 3.2 (Contd..): State-wise and Year-wise allocation and release of Thirteenth Finance Commission (TFC) grants to Rural Local Bodies during 2010-11 to 2014-15: (Rs. in crore)

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Source: MoPR Compilation
2. **Fourteenth Finance Commission (FFC) Grants to Rural Local Bodies (RLBs):**

Table 3.3: State-wise and Year-wise allocation of **Total Grant under FFC (2015-16 to 2019-20)**

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Table 3.5: State-wise and Year-wise allocation of Performance Grant under FFC (2016-17 to 2019-20)

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<th>2017-18</th>
<th>2018-19</th>
<th>2019-20</th>
<th>2016-20 (Rs. in crore)</th>
<th>State wise % Share</th>
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Source: MoPR Compilation
Table 3.6: Year-wise allocation and releases under FFC (2015-16 to 2019-20) (Rs. in crore)

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<th>Performance Grant Allocation</th>
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Source: MoPR Compilation as on 18.4.2019

Graph 3.2: Year-wise allocation and release of FFC grants (Basic & Performance) to Rural Local Bodies:
### Table 3.7: State-wise Allocation and Release of Basic Grants in 2015-16:

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Source: MoPR Compilation as on 18.4.2019

#Released on pro-rata basis on the basis of information provided by the State Government.
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Source: MoPR Compilation as on 18.4.2019

#Released on pro-rata basis on the basis of information provided by the State Government.
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<td>24.90</td>
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Source: Source: MoPR Compilation as on 18.4.2019
#Released on pro-rata basis on the basis of information provided by the State Government.
Table 3.10: State-wise Allocation and Release of Basic and Performance Grants in 2018-19:
(Rs. in crore)

<table>
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<tr>
<th>Sl. No.</th>
<th>States</th>
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<th>Basic Grant Release</th>
<th>Performance Grant Allocation</th>
<th>Performance Grant Release</th>
<th>Total Allocation (BG &amp; PG)</th>
<th>Total release (BG &amp; PG)</th>
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<td><strong>45069.16</strong></td>
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<td></td>
<td></td>
<td><strong>74.09</strong></td>
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Source: MoPR Compilation as on 18.4.2019
#Released on pro-rata basis on the basis of information provided by the State Government.
Table 3.11: Year-wise allocation and release under Thirteenth and Fourteenth Finance Commission (TFC) grants to Rural Local Bodies:

<table>
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<th>Release percentage</th>
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<td>4.</td>
<td>2013-14</td>
<td>16547.89</td>
<td>17644.29</td>
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<td>2014-15</td>
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<td>2015-16</td>
<td>21624.46</td>
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<td>2016-17</td>
<td>33870.52</td>
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<td>45069.16</td>
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<td>2019-20</td>
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Source: MoPR Compilation as on 18.4.2019

Graph 3.3: Year-wise allocation and release under Thirteenth and Fourteenth Finance Commission (TFC) grants to Rural Local Bodies:
Table 3.12: Formula adopted by State Government for distribution of Basic Grant under FFC Award

<table>
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<td>Goa</td>
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<tr>
<td>7.</td>
<td>Gujarat</td>
<td>FFC</td>
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<td>FFC</td>
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<td>FFC</td>
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<tr>
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<td>Jammu &amp; Kashmir</td>
<td>FFC</td>
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<td>FFC</td>
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<td>SFC</td>
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FFC-Fourteenth Finance Commission, SFC- State Finance Commission
### Table 3.13: Status on constitution of State Finance Commissions (SFCs) – State/UT wise

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**UTs**

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Source: Handbook on Panchayati Raj Statistics 2017-18

\*\*\* Information not available
CHAPTER – 4

CAPACITY BUILDING & TRAINING

The Ministry of Panchayati Raj has been providing programmatic support for strengthening of Panchayati Raj Institutions (PRIs) primarily by way of capacity building and training to the elected representatives of PRIs and other stakeholders. Ministry has implemented the Rajiv Gandhi Panchayat Sashaktikaran Abhiyaan (RGPSA) during the year 2012-13 up to 2015-16 for strengthening of Panchayati Raj System across the country and to address the critical gaps that constrain the functioning of Panchayats, through promotion of devolution of powers, facilitating democratic decision making through People’s participation, accountability in Panchayats, strengthening the institutional structure for knowledge creation and capacity building of Panchayats etc. Further, during 2016-17 and 2017-18, pending restructuring of the scheme, Ministry provided financial support to States under Capacity Building-Panchayat Sashaktikaran Abhiyan (CB-PSA) for Capacity Building & Training (CB&T) of with focus on Gram Panchayat Development Plan (GPDP) so as to enable them to discharge their mandated functions effectively. Under these schemes funds were released to the States/UTs towards capacity building and training.

Rashtriya Gram Swaraj Abhiyan (RGSA):

Government of India has launched restructured Centrally Sponsored Scheme (CSS) of Rashtriya Gram Swaraj Abhiyan (RGSA) for implementation from 01.04.2018 to 31.03.2022 with the primary aim of strengthening Panchayati Raj Institutions (PRIs) for achieving Sustainable Development Goals (SDGs) with main thrust on convergence with Mission Antyodaya and emphasis on strengthening PRIs in the 117 Aspirational districts. The scheme has been approved with total budget outlay of Rs. 7255.50 crore out of which State share will be Rs. 2755.50 crore and the Central share will be Rs. 4500.00 crore. The scheme has programmatic focus for phased saturation mode on ensuring basic orientation training for the Elected Representatives of Panchayats, within six months of their election and refresher trainings within 2 years. RGSA will have thrust for SHG-PRI convergence to ensure effective community mobilisation and greater public ownership of flagship programs of the Govt. Use of e-governance and technology driven solutions at Panchayat level will be increased to attain administrative efficiency, improved service delivery, and greater accountability.
### Table 4.1: State/UT-wise Funds released under RGPSA/CB-PSA/RGSA schemes

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</tr>
<tr>
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<td>-</td>
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</tr>
<tr>
<td>33</td>
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<td><strong>5686343</strong></td>
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</tbody>
</table>

Source: MoPR Compilation
*Trainings Sanctioned
CHAPTER – 5

GRAM PANCHAYAT DEVELOPMENT PLAN

The FFC Award has created an opportunity for convergent plans at the level and leadership by Panchayats in providing basic amenities and services to the people. MoPR has supported States to develop State specific guidelines for Gram Panchayat Development Plans (GPDP) which converge all the resources over which the Panchayats have command including FFC funds, MGNREGS funds, Swachh Bharat funds, etc. The Gram Panchayat Development Plans are also an opportunity for the community to be engaged in setting local development agenda and finding local solutions to development issues.

Table 5.1: Status of Gram Panchayat Development Plans (GPDPs)

<table>
<thead>
<tr>
<th>S. No.</th>
<th>State</th>
<th>Plans Prepared</th>
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<tbody>
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<td>1</td>
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<td>Jharkhand</td>
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Source: MoPR Compilation
PEOPLE’S PLAN CAMPAIGN (PPC) FOR GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP) – SABKI YOJANA SABKA VIKAS:

Gram Panchayats have been mandated for the preparation of Gram Panchayat Development Plan (GPDP) for economic development and social justice utilizing the resources available to them. The GPDP planning process has to be comprehensive and based on participatory process which involves the full convergence with Schemes of all related Central Ministries / Line Departments related to 29 subjects enlisted in the Eleventh Schedule of the Constitution. Panchayats have a significant role to play in the effective and efficient implementation of flagship schemes on subjects of National Importance for transformation of rural India. The People's Plan Campaign will commence from 2nd October to 31st December, 2018 for preparing GPDP for 2019-20. The campaign initiated under "Sabki Yojana Sabka Vikas" will be an intensive and structured exercise for planning at Gram Sabha through convergence between Panchayati Raj Institutions (PRIs) and concerned Line Departments of the State.

Table 5.2: Consolidated State wise Status of Peoples Plan Campaign (PPC) as on 07.01.2019

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>State/UT</th>
<th>Gram Sabha (GS) Data</th>
<th>GPDP Approved as per facilitator's feedback</th>
<th>GPDP uploaded on PlanPlus</th>
<th>GPDP under process in PlanPlus</th>
<th>Total GPDP (Uploaded + Under process) on PlanPlus</th>
</tr>
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<tbody>
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<td></td>
<td></td>
<td>GS Scheduled</td>
<td>GS Scheduled %</td>
<td>GS Held</td>
<td>GS Held %</td>
<td>No. %</td>
</tr>
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<td>GPDP under process in PlanPlus</td>
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<td>GS Held</td>
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<td>GPDP under process in PlanPlus</td>
<td>Total GPDP (Uploaded + Under process) on PlanPlus</td>
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<td>3084 92.3%</td>
</tr>
<tr>
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<td>Total 228356 87.1%</td>
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E-GOVERNANCE/ ICT INITIATIVES OF MOPR

With the objective of transforming the governance landscape by ensuring participation of citizens in policy making and providing easy access to information to the citizens, National e-Governance Plan (NeGP) was introduced in 2006. The vision of the NeGP was to "Make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man." e-Panchayat is one such Mission Mode Project (MMP) under the Digital India programme of Govt. of India, currently being implemented with a vision to empower and transform rural India. The e-Governance project aims to transform the Panchayati Raj Institutions (PRIs) into symbols of modernity, transparency and efficiency making it one of a kind nationwide IT initiative introduced by the Ministry of Panchayati Raj (MoPR) that endeavours to ensure people's participation in programme decision making, implementation and delivery. The project aims to automate the functioning of nearly 2.55 lakh elected Panchayats. In one of the round table conferences organized by this Ministry, the use of Information and Communication Technology (ICT) in PRIs for effective execution and monitoring of rural development programmes was recommended Thus, began the era of e-Panchayat and use of ICT interventions in the functioning of PRIs.

Table 6.1: Panchayat Enterprise Suite (PES) Applications

<table>
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<tr>
<th>Sl. No.</th>
<th>Application</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>PRIASoft</td>
<td>It is a web based Application that captures receipt &amp; expenditure details through voucher entries and automatically generates cash book, registers, utilization certificates, etc. It has been designed in such a way that the only requirement from the Panchayats is to make entry of the four vouchers (Receipt/Payment/Contra/Journal) that would automatically generate all associated Statements and Reports. All the Central Government &amp; State Government schemes are available within PRIASoft which are mapped with the account heads.</td>
</tr>
<tr>
<td>2</td>
<td>PlanPlus</td>
<td>PlanPlus was developed in line with the guidelines for Decentralized Planning issues by the Planning Commission. It helps Panchayats, Urban Local Bodies and line departments in preparing Perspective, Annual and Action Plans. PlanPlus facilitates in strengthening participative decentralized planning and enables preparation of district as well as sectoral plans. It also allows the citizens/plan units to submit their development needs to appropriate planning unit. This Application has been modified for incorporating various components of Gram Panchayat Development Plan (GPDP).</td>
</tr>
<tr>
<td>Sl. No.</td>
<td>Application Description</td>
<td></td>
</tr>
<tr>
<td>--------</td>
<td>-------------------------</td>
<td></td>
</tr>
</tbody>
</table>
| 3      | **National Panchayat Portal (NPP)**  
Dynamic Web site for each Panchayat (i.e. ZPs, BPs & GPs) to share information in public domain. NPP facilitates seamless access to the information and services provided by the local bodies.  
NPP creates dynamic websites for State Panchayati Raj Departments and each Panchayat can configure their website to be accessed using a URL of their choice. |
| 4      | **Local Government Directory (LGD)**  
Captures all details of local governments and assigns unique code. Also maps Panchayats with Assembly and Parliamentary Constituencies. |
| 5      | **ActionSoft**  
It aims at monitoring and keeping record of the progress of the works being undertaken as part of the finally approved plans (Action Plan) of various ULB, RLB and Line departments as available in PlanPlus.  
It facilitates proper recording of the Financial and Physical progress of the works. It acts as a tool to support the monitoring of the status and the expenditure incurred in works undertaken under various central and state schemes by various governments. |
| 6      | **National Asset Directory (NAD)**  
Captures details of assets created/maintained; helps avoid duplication of works and provides for maintenance.  
NAD comprises of a repository of movable and immovable assets (i.e. both public and private viz major schools, banks & hospital) present within the geographical boundaries of the Panchayats. The Panchayats. It also generates unique asset ID for identification of assets created/maintained/controlled by the Panchayats. |
| 7      | **Area Profiler**  
Captures geographic, demographic, infrastructural, socio-economic and natural resources profile of a village/panchayat. Universal database for planning of all sectoral programmes and provides details of Elected Representatives & Panchayat Functionaries, Election details etc.  
AreaProfiler is a centralized database also providing various details of the Panchayats such as neighbouring local bodies, tourist places and lodging facilities etc. AreaProfiler. |
| 8      | **ServicePlus**  
A dynamic metadata-based service delivery portal to help in providing electronic delivery of all services in all States. The functionality of the erstwhile Grievance Redressal Application has also been subsumed into this Application. |
| 9      | **Social Audit and Meeting Management (SAMM)**  
Social Audit application aims to understand, measure and verify work under different schemes done by the Panchayat and further to improve social performance of respective Panchayats. Social Audit process involves Auditing of various schemes by Social Auditor and Social Audit Facilitator and submission of audit report  
The Application facilitates Social Audit process by providing |
<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Application Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>requested information to social auditor, captures audit report and action taken by Panchayat/Local body.</td>
</tr>
</tbody>
</table>
| 10      | Trainings Management Portal to address training needs of stakeholders including citizens, their feedback, training materials etc.  
                               
                               It is a single platform for government officials and elected representatives in a State to log in their training needs and training organizations including Government to address and manage these requirements.  
                               
                               The Application also maintains a database of participants (viz. Elected Representatives/ Department officials). There is a provision for capturing feedback from the participants thereby using them in further analysis. |
| 11      | Geographic Information System (GIS) A spatial layer to view all data generated by all Applications on a GIS map |

Source: MoPR compilation
### Table 6.2: State specific PES Applications

<table>
<thead>
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<th>State</th>
<th>Functionality</th>
<th>Application Name</th>
<th>URL</th>
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</thead>
<tbody>
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<td>Andhra Pradesh</td>
<td>Service Delivery</td>
<td>Mee Seva</td>
<td><a href="http://www.meeseva.gov.in">http://www.meeseva.gov.in</a></td>
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<tr>
<td>Gujarat</td>
<td>Accounting</td>
<td>Gram Soft</td>
<td><a href="http://www.gujaratgram.in">www.gujaratgram.in</a></td>
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# Table 6.3: Adoption Status Report for Panchayat Enterprise Suite (PES) applications

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Table 6.4: State-wise Adoption Status for Application – PRIA Soft

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Source: https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=PRIASoft accessed on 08.05.2019 at 11:42 A.M.
Table 6.5: State-wise Adoption Status for Application - Local Government Directory (LGD)

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Source: https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=LGD
accessed on 08.05.2019 at 11:29 A.M.
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Source: https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=ActionSoft accessed on 08.05.2019 at 12:06 PM.
Table 6.7: State-wise Adoption Status for Application –National Asset Directory

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Source: https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=NAD accessed on 08.05.2019 at 12:16 PM.
Table 6.8: State-wise Adoption Status for Application – Area Profiler

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Source: [https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=AreaProfiler](https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=AreaProfiler) accessed on 08.05.2019 at 12:01 PM.
Table 6.9: State-wise Adoption Status for Application – Social Audit and Meeting Management (SAMM)

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Source: https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=SAMM accessed on 08.05.2019 at 12:20 PM
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Source: [https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=Training](https://panchayatonline.gov.in/adoptionReportByAppKey.htm?appkey=Training) accessed on 08.05.2019 at 12:29 PM
CHAPTER – 7

Status of devolution and compliance of PESA Act

‘Panchayat’ is a State subject mandated under Part IX and List II (State List) of Seventh Schedule (Article 246) of the Constitution of India. Article 243G of Part IX of the Constitution mandated the State Legislatures to endow the PRIs with powers and authority to enable them to function as institutions of local self-governance including in areas illustratively listed in the Eleventh Schedule of the Constitution. There is variation in the extent of devolution of functions to PRIs in states. The Ministry of Panchayati Raj (MoPR) has continuously persuaded the State Governments to devolve powers to Panchayats and also supported States/UTs through Incentivisation, regular reviews and by providing assistance for capacity building of Panchayats to enable them to perform devolved functions effectively. Ministry of Panchayati Raj undertakes assessment of the extent to which States have devolved powers to Panchayats. The performance of States regarding devolution is measured through a Panchayat Devolution Index (PDI). The PDI is prepared by an independent agency.

The MoPR entrusted the preparation of PDI for 2015-16 to the Tata Institute of Social Sciences (TISS) with a specific request to look for illustrative evidence based ranking of the status of devolution in the country focussing on the ground situation in a few panchayats in each tier across various States to figure out what is the extent of powers they actually exercise. 26 States and 6 Union Territories participated in this study. The study seeks to develop composite indicative ranking of the States on devolution of powers and resources to local governments in various States and Union Territories. The improved index of Policy and the Devolution Index of Practice have been used to create an Improved Index adjusted against practice for ranking of States and Union Territories.

The cumulative index using the normal method seeks to provide indicative ranking of States on four different aspects of functioning of PRIs.

- The study attempts to measure and rank States according to their achievements in three core aspects of devolution
- Devolution of functions,
- Transfer of functionaries &
- Devolution of finances to PRIs.
- The comparative achievement of States in establishing systems of Infrastructure, Governance and Transparency (IGT).

State wise ranking for devolution of power and the status of devolution of functions to Panchayats by States in the primary, secondary and tertiary sectors is given following tables.
Table 7.1: Ranking of States in the component and aggregate indices of Devolution in Practice

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Source: Devolution study 2015-16.
IGT: Infrastructure, Governance & Transparency, DPr: Devolution in Practice
## Table 7.2: Ranking of States in the tire wise Improved Index

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Source: Devolution study 2015-16.
GP: Gram Panchayat, BP: Block Panchayat, DP: District Panchayat
Table 7.3: Ranking of States in the tire wise Policy Index

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Source: Devolution study 2015-16.
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Source: Devolution study 2015-16.
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**States where these subjects devolved**

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<th>No. of states</th>
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<td>16</td>
<td>Education, including primary and secondary schools</td>
<td>AP, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, TN, Telangana, Tripura, UP, Uttarakhand, WB</td>
<td>23</td>
</tr>
<tr>
<td>17</td>
<td>Family welfare</td>
<td>Assam, Bihar, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, TN, Telangana, Tripura, UP, Uttarakhand, WB</td>
<td>20</td>
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<tr>
<td>18</td>
<td>Health and sanitation, including hospitals, primary health centres and dispensaries</td>
<td>AP, Assam, Bihar, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, TN, Telangana, Tripura, Uttarakhanda, WB</td>
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<td>AP, Haryana, HP, Karnataka, Kerala, MP, Maharashtra, Punjab, Sikkim, TN, WB</td>
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<td>Maintenance of community assets</td>
<td>Gujarat, Haryana, HP, J&amp;K, Karnataka, Kerala, Maharashtra, Odisha, Sikkim, TN, UP, WB</td>
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<td>Markets and fairs</td>
<td>AP, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, TN, UP, WB</td>
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<td>22</td>
<td>Poverty alleviation programme</td>
<td>AP, Assam, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, Maharashtra, Manipur, Odisha, Rajasthan, Sikkim, TN, Telangana, UP, Uttarakhand, WB</td>
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<td>23</td>
<td>Public distribution system</td>
<td>Assam, Bihar, Chhattisgarh, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, TN, Tripura, UP, Uttarakhand, WB</td>
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<td>24</td>
<td>Rural housing</td>
<td>AP, Bihar, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Karnataka, Kerala, Maharashtra, Odisha, Tripura, UP, Uttarakhand, WB</td>
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<tr>
<td>25</td>
<td>Roads, culverts, bridges, ferries, water-ways and other means of communication</td>
<td>AP, Assam, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Karnataka, Kerala, Maharashtra, Manipur, Odisha, Rajasthan, Sikkim, TN, Tripura, UP, WB</td>
<td>18</td>
</tr>
<tr>
<td>26</td>
<td>Social welfare, including welfare of the handicapped and mentally retarded</td>
<td>AP, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Rajasthan, Sikkim, TN, Telangana, Tripura, UP, WB</td>
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<tr>
<td>27</td>
<td>Technical training and vocational education</td>
<td>AP, Haryana, HP, J&amp;K, Karnataka, Kerala, Rajasthan, Sikkim, TN, UP</td>
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<tr>
<td>28</td>
<td>Welfare of weaker sections- in particular, of Scheduled Castes and the Scheduled Tribes</td>
<td>Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Rajasthan, Sikkim, TN, Telangana, UP, WB</td>
<td>17</td>
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<tr>
<td>29</td>
<td>Women and child development</td>
<td>AP, Assam, Chhattisgarh, Gujarat, Haryana, HP, J&amp;K, Jharkhand, Karnataka, Kerala, Maharashtra, Odisha, Rajasthan, Sikkim, TN, Telangana, UP, Uttarakhand, WB</td>
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Source: Compiled in Ministry of Panchayati Raj from details of 25 states from TISS Devolution study 2015-16.
Table 7.8: Distribution of functions in the Primary sector by States across functions

<table>
<thead>
<tr>
<th>Name of Federal Unit</th>
<th>Agriculture, including agricultural extension</th>
<th>Animal husbandry, dairying and poultry</th>
<th>Fisheries</th>
<th>Land improvement, implementation of land reforms, land consolidation and soil conservation</th>
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<tbody>
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<td>Y</td>
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<td>Y</td>
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</table>
Table 7.8 (Cont...): Distribution of functions in the **Primary sector** by States across functions

<table>
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<tr>
<th>Name of Federal Unit</th>
<th>Minor forest produce</th>
<th>Minor irrigation, water management and watershed development</th>
<th>Social forestry and farm forestry</th>
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Source: Devolution Report 2015-16, MoPR
Table 7.9: Distribution of functions in the **Secondary sector** by States across functions

<table>
<thead>
<tr>
<th>Name of Federal Unit</th>
<th>Fuel and fodder</th>
<th>Khadi, village and cottage industries</th>
<th>Non-conventional energy sources</th>
<th>Rural electrification, including distribution of electricity</th>
<th>Small scale industries, including food processing industries</th>
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<tbody>
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<td>Y</td>
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Source: Devolution Report 2015-16, MoPR
Table 7.10: Distributions of functions in the **Tertiary sector** by States across functions

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<th>Name of the federal unit</th>
<th>Adult and non-formal education</th>
<th>Burials &amp; burial grounds, cremations &amp; cremation grounds</th>
<th>Cattle pounds, prevention of cruelty to animals</th>
<th>Cultural activities</th>
<th>Drinking water</th>
<th>Education, including primary and secondary schools</th>
<th>Family welfare</th>
<th>Fire Services</th>
<th>Health and sanitation, including hospitals, primary health centres and dispensaries</th>
<th>Libraries</th>
<th>Maintenance of community assets</th>
<th>Markets and fairs</th>
<th>Planning and social development</th>
<th>Poverty alleviation programme</th>
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*Source: Devolution Report 2015-16, MoPR*
Table 7.10 (contd.): Distributions of functions in the **Tertiary sector** by States across functions

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<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
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<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
</tr>
<tr>
<td>Sikkim</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td>Telangana</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td>Tripura</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
</tr>
<tr>
<td>Uttarakhand</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
</tr>
<tr>
<td>West Bengal</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
</tbody>
</table>

*Source: Devolution Report 2015-16, MoPR*
Governance in Fifth Schedule Areas

The Fifth Schedule of the Constitution deals with the administration and control of Scheduled Areas as well as of Scheduled Tribes residing in the areas other than States of Assam, Meghalaya, Tripura and Mizoram. “The Provisions of the Panchayat (Extension to the Scheduled Areas) Act, 1996” (PESA), extends Part IX of the Constitution with certain modifications and exceptions, to the Fifth Schedule Areas notified under Article 244(1) of the Constitution. At present, Fifth Schedule Areas exist in 10 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The details of notified Fifth Schedule Areas (FSA) are given in table 7.4:

Table 7.11: Notified Fifth Schedule Areas (FSA):

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of the State</th>
<th>Villages</th>
<th>Panchayats</th>
<th>Blocks</th>
<th>Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Fully covered</td>
</tr>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>1586</td>
<td>588</td>
<td>36</td>
<td>0</td>
</tr>
<tr>
<td>2.</td>
<td>Chhattisgarh</td>
<td>9977</td>
<td>5050</td>
<td>85</td>
<td>13</td>
</tr>
<tr>
<td>3.</td>
<td>Gujarat</td>
<td>4503</td>
<td>2388</td>
<td>40</td>
<td>4</td>
</tr>
<tr>
<td>4.</td>
<td>HP</td>
<td>806</td>
<td>151</td>
<td>7</td>
<td>2</td>
</tr>
<tr>
<td>5.</td>
<td>Jharkhand</td>
<td>16022</td>
<td>2074</td>
<td>131</td>
<td>13</td>
</tr>
<tr>
<td>6.</td>
<td>Madhya Pradesh</td>
<td>11784</td>
<td>5211</td>
<td>89</td>
<td>5</td>
</tr>
<tr>
<td>7.</td>
<td>Maharashtra</td>
<td>5905</td>
<td>2890</td>
<td>59</td>
<td>0</td>
</tr>
<tr>
<td>8.</td>
<td>Odisha</td>
<td>19311</td>
<td>1918</td>
<td>119</td>
<td>6</td>
</tr>
<tr>
<td>9.</td>
<td>Rajasthan</td>
<td>5054</td>
<td>1240</td>
<td>26</td>
<td>2</td>
</tr>
<tr>
<td>10.</td>
<td>Telangana</td>
<td>2616</td>
<td>631</td>
<td>72</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>77564</strong></td>
<td><strong>22141</strong></td>
<td><strong>664</strong></td>
<td><strong>45</strong></td>
</tr>
</tbody>
</table>

Source: Data received from States as on December, 2017

Table 7.12: Compliance of important Subject Laws with the Provisions of the Panchayat Extension to the Scheduled Areas (PESA) Act, 1996 (As on Dec. 2017)

<table>
<thead>
<tr>
<th>States</th>
<th>Land acquisition</th>
<th>Excise</th>
<th>Forest produce</th>
<th>Mines and minerals</th>
<th>Agri produce market</th>
<th>Money lending</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>N</td>
<td>N*</td>
<td>N</td>
<td>N*</td>
<td>N*</td>
<td>N</td>
</tr>
<tr>
<td>Chhattisgarh</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td>Gujarat</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
</tr>
<tr>
<td>Himachal Pradesh</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
</tr>
<tr>
<td>Jharkhand</td>
<td>N</td>
<td>N</td>
<td>Y**</td>
<td>N</td>
<td>N</td>
<td>N</td>
</tr>
<tr>
<td>Odisha</td>
<td>N</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>Y</td>
<td>Y</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Y</td>
<td>N</td>
<td>Y</td>
</tr>
</tbody>
</table>

* Govt. of AP has informed that the amendment in subject laws is under consideration
** Jharkhand Govt. has adopted a resolution on 8.2.2007 conferring ownership right over MFP to GP.

<table>
<thead>
<tr>
<th>States</th>
<th>Provisions under clauses of Section 4 of PESA</th>
<th>Sub-clauses of Section - 4(m)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>d (Customary mode of conflict resolution by the Gram Sabha)</td>
<td>(i) (Restrict sale of intoxicant)</td>
</tr>
<tr>
<td></td>
<td>e (Selection of programme beneficiaries by Gram Sabha)</td>
<td>(ii) (Own MFP)</td>
</tr>
<tr>
<td></td>
<td>f (GP to obtain UC from Gram Sabha)</td>
<td>(iii) (Prevent land alienation)</td>
</tr>
<tr>
<td></td>
<td>g (Nomination by State Government of persons of ST not represented in Gram Sabha or PRI)</td>
<td>(iv) (Manage village markets)</td>
</tr>
<tr>
<td></td>
<td>h (Consultation with Gram Sabha or PRI before land acquisition and resettlement &amp; rehabilitation)</td>
<td>(v) (Control money lending)</td>
</tr>
<tr>
<td></td>
<td>i (Consultation with Gram Sabha or PRI before grant of prospecting license or mining lease)</td>
<td>(vi) (Control social sector institutions &amp; functionaries)</td>
</tr>
<tr>
<td></td>
<td>j (Planning &amp; management of water bodies by Gram Sabha or PRI)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>k (Recommendation by Gram Sabha or PRI before exploitation of minor minerals)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>l (Recommendation by Gram Sabha or PRI before exploitation of minor minerals)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (i) (Restrict sale of intoxicant)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (ii) (Own MFP)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (iii) (Prevent land alienation)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (iv) (Manage village markets)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (v) (Control money lending)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>m (vi) (Control social sector institutions &amp; functionaries)</td>
<td></td>
</tr>
</tbody>
</table>

Andhra Pradesh Y Y Y Y Y Y Y Y Y Y Y Y Y Y Y
Chhattisgarh Y Y Y Y Y Y Y Y Y N Y Y N Y
Gujarat Y Y Y Y Y Y Y Y N Y Y Y Y Y
Himachal Pradesh Y Y Y Y Y Y Y Y Y Y Y Y Y Y
Jharkhand Y Y Y Y Y Y Y Y Y N N N Y N Y
Odisha Y Y Y Y Y Y Y Y Y Y Y Y Y Y
Maharashtra Y Y Y N Y Y Y Y Y Y Y Y N Y
MP Y Y Y Y Y Y Y Y N N N Y N Y
Rajasthan Y Y Y Y Y Y Y Y Y Y Y Y Y Y
Telangana Y Y Y Y Y Y Y Y Y Y Y Y Y Y

‘Y’ denotes the provision has been made PESA compliant.
‘N’ denotes action is yet to be completed.
CHAPTER – 8

INCENTIVISATION OF PANCHAYATS

Ministry of Panchayati Raj has incentivized the best performing Panchayats recommended by the State Governments/ Union Territories since. The awards are given on the National Panchayati Raj Day (NPRD) celebrated on 24th April every year. This incentivization encourages Panchayat representatives who make special efforts; creates models for the Panchayats and Gram Sabhas to follow and focuses public attention on Panchayats performance, which encourages all Panchayats to improve their performance. Finally, this creates an eco-system for overall good governance at the local level.

Table 8.1: Year-wise number of award application received and incentivized Panchayats under Panchayat Sashaktikaran Puraskar (PSP)/Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar (DDUPSP)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>No. of application received</th>
<th>Amount of Award (Rs. in Lakh)</th>
<th>No. of incentivized Panchayats (ZP, IP, GP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>2014-15</td>
<td>40116</td>
<td>3214</td>
<td>183</td>
</tr>
<tr>
<td>2.</td>
<td>2015-16</td>
<td>42473</td>
<td>3376</td>
<td>189</td>
</tr>
<tr>
<td>3.</td>
<td>2016-17</td>
<td>32188</td>
<td>3441</td>
<td>191</td>
</tr>
</tbody>
</table>

Source: MoPR compilation
ZP- Zila Panchayat, IP- Intermediate Panchayat, GP- Gram Panchayat

Graph 8.1: Status of incentivisation to Panchayats under PSP/DDUPSP
Table 8.2: Year-wise number of award application received and incentivized Gram Panchayats under Rashtriya Gaurav Gram Sabha Puraskar (RGGSP)/ Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar (NDRGGSP)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>No. of application received</th>
<th>Amount of Award (Rs. in Lakh)</th>
<th>No. of Gram Panchayats awarded</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>2014-15</td>
<td>9584</td>
<td>200</td>
<td>20</td>
</tr>
<tr>
<td>2.</td>
<td>2015-16</td>
<td>12706</td>
<td>200</td>
<td>20</td>
</tr>
<tr>
<td>3.</td>
<td>2016-17</td>
<td>14131</td>
<td>210</td>
<td>21</td>
</tr>
</tbody>
</table>

Source: MoPR compilation
ZP- Zila Panchayat, IP- Intermediate Panchayat, GP- Gram Panchayat

Graph 8.2: Status of incentivisation to Gram Panchayats under RGGSP/NDRGGSP
Table 8.3: List of Gram Panchayats Awarded under Rashtriya Gaurav Gram Sabha Puraskar 2016 (Appraisal Year 2014-15)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of the State/UT</th>
<th>Name of District</th>
<th>Name of Gram Panchayat</th>
<th>Amount of award (Rs. in lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>Vizianagaram</td>
<td>Dwarapudi</td>
<td>10</td>
</tr>
<tr>
<td>2.</td>
<td>Assam</td>
<td>Kamrup Metro</td>
<td>Khetri</td>
<td>10</td>
</tr>
<tr>
<td>3.</td>
<td>Bihar</td>
<td>Purbi Champaran</td>
<td>Turkaulia East</td>
<td>10</td>
</tr>
<tr>
<td>4.</td>
<td>Chhattisgarh</td>
<td>Surguja</td>
<td>Gujarwar</td>
<td>10</td>
</tr>
<tr>
<td>5.</td>
<td>Gujarat</td>
<td>Gandhinagar</td>
<td>Motipura (Veda)</td>
<td>10</td>
</tr>
<tr>
<td>6.</td>
<td>Haryana</td>
<td>Panchkula</td>
<td>Taprian</td>
<td>10</td>
</tr>
<tr>
<td>7.</td>
<td>Karnataka</td>
<td>Shimoga</td>
<td>Kandika</td>
<td>10</td>
</tr>
<tr>
<td>8.</td>
<td>Kerala</td>
<td>Kozhikode</td>
<td>Kayanna</td>
<td>10</td>
</tr>
<tr>
<td>9.</td>
<td>Madhya Pradesh</td>
<td>Hoshangabad</td>
<td>Kishanpur</td>
<td>10</td>
</tr>
<tr>
<td>10.</td>
<td>Maharashtra</td>
<td>Sangli</td>
<td>Wadibhagai</td>
<td>10</td>
</tr>
<tr>
<td>11.</td>
<td>Manipur</td>
<td>Imphal East</td>
<td>Khundrakpam</td>
<td>10</td>
</tr>
<tr>
<td>12.</td>
<td>Odisha</td>
<td>Ganjam</td>
<td>Kalamba</td>
<td>10</td>
</tr>
<tr>
<td>13.</td>
<td>Punjab</td>
<td>Mansa</td>
<td>Tamkot</td>
<td>10</td>
</tr>
<tr>
<td>14.</td>
<td>Rajasthan</td>
<td>Dausa</td>
<td>Bapi</td>
<td>10</td>
</tr>
<tr>
<td>15.</td>
<td>Sikkim</td>
<td>North District</td>
<td>Tingvong</td>
<td>10</td>
</tr>
<tr>
<td>16.</td>
<td>Tamil Nadu</td>
<td>Dindigul</td>
<td>Akkaraipatty</td>
<td>10</td>
</tr>
<tr>
<td>17.</td>
<td>Telangana</td>
<td>Karimnagar</td>
<td>Chandurthi</td>
<td>10</td>
</tr>
<tr>
<td>18.</td>
<td>Tripura</td>
<td>West Tripura</td>
<td>Majlishpur</td>
<td>10</td>
</tr>
<tr>
<td>19.</td>
<td>Uttarakhand</td>
<td>Dehradun</td>
<td>Ninus</td>
<td>10</td>
</tr>
<tr>
<td>20.</td>
<td>West Bengal</td>
<td>Howrah</td>
<td>Kandua</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><strong>Total</strong></td>
<td><strong>200</strong></td>
</tr>
</tbody>
</table>

Source: MoPR compilation
Table 8.4: List of Panchayats Awarded Under Panchayat Sashaktikaran Puraskar 2016 (Appraisal Year 2014-15)

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Name of the State</th>
<th>No of Panchayats Awarded</th>
<th>Name Of Panchayats</th>
<th>Amount Of Incentive (Rs In Lakh)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>10</td>
<td>Vizianagaram Zilla Praja Parishad</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Sattenapalle Mandal</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Puthalapattu Mandal</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Kuppam Mandal</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Samalkota Mandal</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Kamballi Gram Panchayat</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Velivennu Gram Panchayat</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Dharmasagaram Gram Panchayat</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Pamur Gram Panchayat</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Chodavaram Gram Panchayat</td>
<td>8</td>
</tr>
<tr>
<td>2.</td>
<td>Assam</td>
<td>8</td>
<td>Marigaon Zilla Panchayat</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Titabor Anchalik Panchayat</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Jorhat Anchalik Panchayat</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Khetri Gaon Panchayat</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Pub Mahura Gaon Panchayat</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Baghara Gaon Panchayat</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Tapatatoli Gaon Panchayat</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Cherpai Gaon Panchayat</td>
<td>8</td>
</tr>
<tr>
<td>3.</td>
<td>Chhattisgarh</td>
<td>7</td>
<td>Korba Zilla Panchayat</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Kondagaon Janpad Panchayat</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Baderajpur Janpad Panchayat</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Shivpur Gram Panchayat</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Aalor Gram Panchayat</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Makdi Gram Panchayat</td>
<td>12</td>
</tr>
<tr>
<td></td>
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Source: MoPR compilation
### Table 8.5: List of Gram Panchayats Awarded under Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar 2017 (Appraisal Year 2015-16)

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Source: MoPR compilation
Table 8.7: List of Gram Panchayats Awarded under Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar 2018 (Appraisal Year 2016-17):

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Source: MoPR compilation
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Source: MoPR compilation

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