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A STUDY OF QUANTITATIVE & QUALITATIVE STRENGTHENING OF PANCHAYAT RAJ

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Abstract:-

If we consider Present quantitative status of local self government institutions their number increases on all India level and also Maharashtra state level. In India the structure of rural self local government institutions is three tier excluding some state like Goa, Manipur & Sikkim. The rate of urbanization is more in Maharashtra than other states, so number of Municipal Corporation is maximum (26) in the state.

While considering qualitative present status of local self bodies some important factors such as, Formation of state election commission, regular elections to the local self government bodies, formation of state finance commission, provision of reservations to scheduled caste, scheduled tribes & women in panchayat raj has to be considered . Another important factor like formation of district planning committees and their functioning, functioning of gramsabhas and transparency in panchayat functioning, Physical infrastructure, e-connectivity of panchayats, training of elected representative and officials, social audit and accounting f panchayats, empowerment of panchayats to impose and collect revenue has to be considered.

In this paper author tries to focus on a study of quantitative & qualitative strengthening of Panchayat raj from statistical data & draw some important conclusions.

Keywords:qualitative strengthening , Self governing institutions , e-connectivity , matter of political .

INTRODUCTION

Self governing institutions at local level are essential for national growth, for effective people's participation and that they are integral & indispensable part of democratic process. In a vast, diverse and complex subcontinent country like India, devolution of powers to grass root level is a matter of political & administrative importance. The rural local self government institutions comprises of village panchayat, Intermediate panchayat and district panchayat, which are popularly named as Panchayat Raj Institutions (PRIs) in India. The urban local self government comprises

Municipal Corporation, municipalities and town panchayat.

In India, the village panchayat exists from ancient period. In the medieval India, village panchayat continued to be self governing. Under the British rule due to centralization of power, village panchayat get weaken. However Lord Rippon advocated the extension of local self government. After independence, in the first five year plan (1951-1956) Community development programme (CDP) started in 1952. Government of India appointed many comities to access the performance of local self government and to suggest measures to strengthen them. Balawantray Mehta committee gave its report in 1957. Government of India also appointed Ashok Mehta committee in 1977. Many important measures regarding strengthening of local self government has been accepted by Government of India.

Government of India passes 73rd constitution amendment bill (for rural local self government) & 74th constitution amendment bill (for urban local self government) to gave constitutional status to these institutions. After formation of Ministry of Panchayat raj (MoPR) in the year 2004, the panchayat agenda has received a much wider public attention. In this way strengthening of local self government has undergone through many changes.

In this paper the author tries to focus on present quantitative and qualitative status of local self government.

Present quantitative status of local self government institutions The Population of India & Maharashtra as per the Census 2011 is shown in the following table:

Table 1: Population of India & Maharashtra (Census 2011)

	Total	Rural	Urban	% Rural	% Urban
India	121,193,422	83,30,97,152	37,70,96,270	68.84	31.16
Maharashtra	11,23,72,972	6,15,45,445	5,08,27,531	54.77	45.23

(Source: Census of India 2011)

From the above table it has been seen that:

1) Still 68.64% population lives in rural area, so we can easily concluded that India lives in villages.
1. In Maharashtra percentage of rural population to total population is 54.77. As compared to India, the rate of urbanization in Maharashtra is quite high. The rural local self government & urban local self government get strengthened both quantitatively and qualitatively over a period.

A) The Rural local self government institution

In India, in most of the states, 3 tier of rural self government institution exists. At district level, district panchayat, at intermediate or block level the intermediate panchayat or panchayat samiti & at village level village panchayat exists. The state-wise number of rural Panchayat Institutions is shown in the following Table no. 2

Table 2: State-wise Number of rural Panchayat Institutions (2013)

Sr.No.	States	Village Panchayat	Intermediate panchayat	District Panchayat
1	Andhra Pradesh	21649	1098	22
2	Arunachal Pradesh	1734	155	16
3	Assam	2206	191	21
4	Bihar	8474	534	38
5	Chhattisgarh	9777	146	18
6	Goa	190	n.a.	2
7	Gujarat	13883	223	26
8	Haryana	6081	124	21
9	Himachal Pradesh	3243	77	12
10	Jammu & Kashmir	4098	143	22
11	Jharkhand	4423	259	24
12	Karnataka	5631	176	30
13	Kerala	977	152	14
14	Madhya Pradesh	23024	313	50
15	Maharashtra	27935	353	33
16	Manipur	160	n.a.	4
17	Odisha	6235	314	30
18	Punjab	12430	139	20
19	Rajasthan	9193	248	33
20	Sikkim	76	n.a.	4
21	Tamil Nadu	12524	385	31
22	Tripura	511	26	8
23	Uttar Pradesh	51972	821	72
24	Uttarakhand	7555	95	13
25	West Bengal	3239	333	18
26	All India	237539	6325	589

Notes: n.a. :not applicable; All India includes figures from UTs.

Source: Ministry of Panchayat Raj, GOI Website

(<http://Igdirectory.gov.in/rptConsolidateforRuralLB.do>, accessed on 6 September 2013)

Following important observations has to be noticed from the above table:

- 1) The number of district panchayat in Uttar Pradesh is maximum (72), followed by Madhya Pradesh (50), Bihar (38), Maharashtra & Rajasthan 33 each.
- 2) The maximum number of intermediate panchayats are in Andhra Pradesh (1098), followed by Uttar Pradesh (821), Bihar (534), Tamilnadu (385) & Maharashtra (353)
- 3) The maximum number of village panchayats are in UTTAR Pradesh (51972), followed by Maharashtra (27935) and Madhya Pradesh (23024)
- 4) There is no intermediate panchayats in the state of Goa, Manipur & Sikkim.

In Maharashtra the number of rural local government bodies seems to be increasing over a period as shown in the following table.

Table 3) Year-wise number of Rural Local Bodies in Maharashtra State

Sr.No.	RLB	1960-61	1970-71	1980-81	1990-91	2000-01	2007-08	2011
1	Zilha Parishad	25	25	25	29	33	33	33
2	Panchayat Samiti	295	296	296	298	321	351	353
3	Grampanchayats	21636	22300	24281	25827	27735	27935	27912

Source: (Economic survey of Maharashtra 2009-10) URL: <http://Igdirectory.gov.in>

From the above table it can be noticed that Year-wise number of Rural Local Bodies in Maharashtra State has been increasing, as some new districts and talukas have been created.

In Maharashtra state the numbers of Panchayat Samiti & Grampanchayats in total 33 districts are as shown in the following table:

Table4) District-wise number of Panchayat Samiti & Grampanchayats in Maharashtra State (Reference Year: 2013-14)

Sr. No.	Districts	Panchayat Samiti	Grampanchayat	Sr. No.	Districts	Panchayat Samiti	Grampanchayat
1	Ahemadnagar	14	1316	18	Nanded	16	1310
2	Akola	07	542	19	Nandurbar	06	501
3	Amravati	14	843	20	Nashik	15	1382
4	Aurangabad	09	859	21	Usmanabad	08	622
5	Beed	11	1021	22	Parbhani	09	704
6	Bhandara	07	541	23	Pune	13	1405
7	Buldhana	13	867	24	Raigad	15	822
8	Chandrapur	15	847	25	Ratnagiri	09	845
9	Dhule	04	550	26	Sangali	10	704
10	Gadchiroli	12	467	27	Satara	11	1509
11	Gondia	08	556	28	Sindhudurg	08	431
12	Hingoli	05	565	29	Solapur	11	1030
13	Jalgaon	15	1151	30	Thane	13	974
14	Jalna	08	781	31	Wardha	08	517
15	Kolhapur	12	1033	2	Washim	06	493
16	Latur	10	787	33	Yeotmal	16	1207
17	Nagpur	13	776				

(Source: Ministry of drinking water & sanitation 2013-14)

Following important points has been seen from the above table:

- 1) There are total 33 districts in Maharashtra state.
- 2) The highest number of Panchayat Samities are in a Yawatmal & Nanded district (16), followed by Jalgaon & Nashik district (15).
- 3) The lowest number of panchayat samitis are in Dhule districts (04), followed by Hingoli (05), Nandurbar & Washim (06).
- 4) The highest number of grampanchayats are in Satara district (1509), followed by Pune (1405) and Nashik district (1382)
- 5) The lowest number of grampanchayats are in Sindhudurg district (431), followed by Gadchiroli (467) and Washim district (493).

B) The urban local self government

The urban local self government comprises of Municipal Corporations, Municipalities or Nagarpalika & Nagarpanchayats. In the following table Number of Municipal Corporation in some important states in India has been shown.

Table 5) Number of Municipal Corporation in some important states in India

Sr.No.	State	No. of Municipal Corporation	Sr.No	State	No. of Municipal Corporation
1	Andhra Pradesh	18	13	Madhya Pradesh	14
2	Assam	01	14	Maharashtra	26
3	Bihar	09	15	Manipur	1
4	Chhattisgarh	12	16	Odisha	04
5	Delhi	04	17	Punjab	10
6	Goa	01	18	Rajasthan	07
7	Gujarat	08	19	Sikkim	1
8	Haryana	09	20	Tamil Nadu	12
9	Jammu & Kashmir	02	21	Uttar Pradesh	14
10	Jharkhand	04	22	Uttarakhand	06
11	Karnataka	11	23	West Bengal	06
12	Kerala	05			

From the above table it is seen that, the highest number of Municipal Corporation is in the state of Maharashtra (26), followed by Andhra Pradesh (18), Madhya Pradesh & Uttar Pradesh each have 14 Municipal Corporations. Although Uttar Pradesh, Madhya Pradesh & Bihar are highly populated state but no. of Municipal Corporation is less it means that urbanization is lower in these states. However it can be easily concluded that Maharashtra having greater no. of Municipal Corporations have a more urbanized state.

Table: 6) Region-wise number of Urban Local Body's in Maharashtra Stat

ULB	Kankan	Nashik	Pune	Aurangabad	Amravati	Nagpur	Total
Districts	06	05	05	08	05	06	35
Municipal Corporation	08	05	05	04	02	02	26
Nagarpalika	23	36	42	50	40	29	220
Nagarpanchayat	04	02	01	03	00	02	12

Source: (State election commission, Maharashtra State)

From the above table following important conclusions arises:

- 1) The maximum number of districts (08) is in the Aurangabad region.
- 2) The maximum number of Municipal Corporations (08) is in the Konkan region.
- 3) The maximum number of Nagarpalikas or Municipalities (50) is in the Aurangabad region.
- 4) The maximum number of Nagarpanchayats (04) is in the Konkan region.

From the above description, it can be easily concluded that number of both rural local self government and urban local self government has been increased over a period of time .Hence there seems to be quantitative increase in these institution on Maharashtra & all India level.

The performance and functioning of local self government is very important. After 73rd and 74th constitution amendment these institution gets a constitutional status. The qualitative status of local self government institutions mainly consists of following important points

- 1) Regular elections of local self government institutions.
- 2) Provision of reservations to scheduled caste, scheduled tribes & women
- 3) Formation of state finance commissions.
- 4) District planning committees and their working
- 5) Functioning of Gramsabhas & transparency in panchayat functioning.
- 6) Physical infrastructure, e-connectivity, panchayat officials etc.
- 7) Training of elected representative and Officials
- 8) Accounting & Audit OF Panchayats.
- 9) Empowerment of panchayats to impose and collect revenue.

The following subsequent table no.7, 8 & 9 shows State-wise Number of Elected Representatives in Panchayats, State-wise Elected SC, ST And Women Representatives in Panchayats and State-wise Proportion of Elected SC, ST And Women Representatives in Panchayats(Percent) .

**Table 7: State-wise Number of Elected Representatives in Panchayats
(As on 1March 2013)**

Sr.No.	States	Village Panchayat	Intermediate panchayat	District Panchayat	All
1	Andhra Pradesh	237,594	16,774	119	254,487
2	Arunachal Pradesh	7,416	1,779	161	9,356
3	Assam	24,222	2,202	420	26,844
4	Bihar	123,467	11,501	1,162	136,130
5	Chhattisgarh	155,672	2,783	321	158,776
6	Goa	1,509	n.a.	50	1,559
7	Gujarat	N.A.	N.A.	N.A.	118,751
8	Haryana	64,866	2,891	395	68,152
9	Himachal Pradesh	25,899	1,682	251	27,832
10	Jammu & Kashmir	4,117	N.A.	N.A.	4,117
11	Jharkhand	48,339	4,423	445	53,207
12	Karnataka	90,635	3,659	1,013	95,307
13	Kerala	16,680	2,095	332	19,107
14	Madhya Pradesh	389,245	3,527	437	393,209
15	Maharashtra	197,338	3,910	1,955	203,203
16	Manipur	1,663	n.a.	60	1,723
17	Odisha	93,776	6,233	854	100,863
18	Punjab	81,099	2,715	324	84,138
19	Rajasthan	103,052	5,279	1,014	109,345
20	Sikkim	989	n.a.	110	1,099
21	Tamil Nadu	111,857	6,856	686	119,399
22	Tripura	5,295	299	82	5,676
23	Uttar Pradesh	706,300	65,000	2,680	773,980
24	Uttarakhand	57,744	3,295	413	61,452
25	West Bengal	41,813	8,855	755	51,423
26	All India	2,741,973	164,271	15,137	2,921,381

Notes: n.a.: not applicable; NA: not available; All India includes figures from UTs
Source: Strengthening of Panchayats in India, Indian Institute of Public Administration
And Ministry of Panchayat Raj website

**Table 8: State-wise Elected SC, ST and Women Representatives in Panchayats
(As on 1March 2013)**

Sr.No.	States	SC	ST	Women	Total
1	Andhra Pradesh	46,755	21,078	85,154	254,487
2	Arunachal Pradesh	NA	9,356	3,889	9,356
3	Assam	1,344	886	9,903	26,844
4	Bihar	22,201	1,053	68,065	136,130
5	Chhattisgarh	19,753	63,864	86,538	158,776
6	Goa	NA	92	504	1,559
7	Gujarat	8,340	23719	39,206	118,751
8	Haryana	14,684	NA	24,876	68,152
9	Himachal Pradesh	7,467	1,215	13,947	27,832
10	Jammu & Kashmir	NA	NA	NA	NA
11	Jharkhand	5,870	18136	31,157	53207
12	Karnataka	17,723	10,275	41,577	95307
13	Kerala	867	120	9,907	19107
14	Madhya Pradesh	59,537	107,167	198,459	393,209
15	Maharashtra	22,175	30,211	101,466	203,203
16	Manipur	21	38	836	1,723
17	Odisha	16,390	22,240	NA	100,863
18	Punjab	26,937	NA	29,389	84,138
19	Rajasthan	18,807	13,777	54,673	109,345
20	Sikkim	77	418	NA	1,099
21	Tamil Nadu	28,655	1,194	41,790	119,399
22	Tripura	1,508	309	2,044	5,676
23	Uttar Pradesh	185,159	NA	309,511	773,980
24	Uttarakhand	12,230	2,067	34,494	61,452
25	West Bengal	17,605	4,168	19,762	51,423
26	All India	568,181	342,157	1,364,154	2,921,381

Notes: SC: Scheduled Caste; ST: Scheduled Tribes; NA: not available; All India includes figures from UTs

Source: Strengthening of Panchayats in India, Indian Institute of Public Administration And Ministry of Panchayat Raj website

Table 9: State-wise Proportion of Elected SC, ST And Women Representatives in Panchayats(Percent) (As on 1March 2013)

Sr.No.	States	SC	ST	Women
1	Andhra Pradesh	18.4	8.3	33.5
2	Arunachal Pradesh	NA	100.0	41.6
3	Assam	5.0	3.3	36.9
4	Bihar	16.3	0.8	50.0
5	Chhattisgarh	12.4	40.2	54.5
6	Goa	NA	5.9	32.3
7	Gujarat	7.0	20.0	33.0
8	Haryana	21.5	NA	36.5
9	Himachal Pradesh	26.8	4.4	50.1
10	Jammu & Kashmir	NA	NA	NA
11	Jharkhand	11.0	34.1	58.6
12	Karnataka	18.6	10.8	43.6
13	Kerala	4.5	0.6	51.9
14	Madhya Pradesh	15.1	27.3	50.5
15	Maharashtra	10.9	14.9	49.9
16	Manipur	1.2	2.2	48.5
17	Odisha	16.2	22.0	50.0
18	Punjab	32.0	NA	34.9
19	Rajasthan	17.2	12.6	50.0
20	Sikkim	7.0	38.0	50.0
21	Tamil Nadu	24.0	1.0	35.0
22	Tripura	26.6	5.4	36.0
23	Uttar Pradesh	23.9	NA	40.0
24	Uttarakhand	19.9	3.4	56.1
25	West Bengal	34.2	8.1	38.4
26	All India	19.4	11.7	46.7

Notes: SC: Scheduled Caste; ST: Scheduled Tribes; NA: not available; All India includes figures from UTs

Source: Strengthening of Panchayats in India, Indian Institute of Public Administration And Ministry of Panchayat Raj website

Source: (http://en.wikipedia.org/wiki/municipal_governance_of_India)

From the above tables it seems that reservations to Scheduled caste, scheduled tribes & women are provided in all the state. The percentage of women representations is increasing & considerably high in some states .Some important aspects regarding present qualitative status of local self government institutions are as follows

- 1) State election commission is established in all the states, & in most states elections are regularly held.
- 2) In all state reservations to SC, ST & women are provided.
- 3) State finance commission has been established in most of the states.
- 4) Almost in all states district planning committees formed and functioning regularly.
- 5) Regular meetings of Gramsabha have taken place in most of the states, but peoples participation specially of women has to be increased.
- 6) Separate panchayat ghars are provided to most of the panchayats in all the state. In most of the state panchayat has been provided computers & they are e-connected .Most panchayats adopted software

like Priyasoft, Local government directory & Panchayat portal. Many state developed their own software. Maharashtra government developed SangramSoft Grampanchayat software.

- 7) Training facilities to elected representative & official are available at State training institute, Regional institutes in most of the states. Some states have satellite based training facility.
- 8) Social audit is conducted in panchayats once in a 6 month or once in a year of the various schemes like MGNREGA, IAY, SSA, and BRGF.
- 9) After 73rd constitution amendment panchayats have empowered to impose & collect taxes or revenues. But most of panchayats do not used their power due to political reasons, so collection of taxes remains low in most of states.

CONCLUSION

There are two types of local self government namely 1) Rural local self government & 2) Urban local self government. Rural local self government comprises of district panchayat, intermediate panchayat & village panchayat. Urban local self government comprises of Municipal Corporation, Municipalities & Nagarpanchayat. If we considered the present quantitative & qualitative status of local self government institutions following important conclusion has to be made

- 1) There is a quantitative increase in local level government on all India level as well as on Maharashtra state level.
- 2) Number of Municipal Corporation in Maharashtra state is highest; it means that the rate of urbanization is more in Maharashtra as compared to other states & all India level.
- 3) The number of urban local self government & rural local self government institution gets increased year wise in Maharashtra state.
- 4) There exists a 3 tier system in almost all the state in India, excluding Goa, Manipur & Sikkim.
- 5) The no. of district panchayat in Uttar Pradesh is maximum (72). In Andhra Pradesh the no. of intermediate panchayat (198) is maximum & maximum no. of village panchayat are in Uttar Pradesh (51972).
- 6) In most of the states State election commission is established & regular election to local self government is held.
- 7) Reservations of seats for SC, ST & Women have been provided. The no. of women representation is significantly increased.
- 8) The participation of people in Gramsabha, especially women has to be increased.
- 9) Formation of District Planning Committee is a mandatory provision in the constitution. Rajasthan, Karnataka, M.P., Maharashtra, Tamilnadu seems to be active in this regard. Whereas other states display moderate performance in terms of functions of DPCS.
- 10) The power of panchayat to impose and collect taxes, non taxes is significant to impart certainty and strength to panchayat. The collection of taxes & non taxes is inadequate in most of the state.
- 11) Physical infrastructure is satisfactory in most of the states. Many states have a facility of e-connectivity.
- 12) Most of the local bodies are not self sufficient. They mainly depend financially on State government. Their own income sources are very limited. They merely act as an agency to complete various centrally sponsored schemes and state government schemes. This is a very important aspect and lots have yet to be done in this regard.

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