

Vol 4 Issue 3 Sept 2014

ISSN No :2231-5063

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# International Multidisciplinary Research Journal

## *Golden Research Thoughts*

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**RNI MAHMUL/2011/38595**

**ISSN No.2231-5063**

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## **GRT** COMPARISON OF PANCHAYAT PERFORMANCE ON THE BASIS OF DEVOLUTION INDEX

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**Abstract:-**After the 73rd Amendment of the constitution, panchayats were given constitutional status. For effective decentralisation devolution of powers, functions, resources and responsibilities from upper level of government to lower level of government is of very vital importance. The ministry of Panchayat Raj, in 2005-06 introduced Panchayats empowerment and accountability incentive scheme (PEAIS) with the objective to incentivise state to empower the Panchayats to put accountability in transparent and efficient functioning. Accordingly devolution Index has been prepared & states are ranked on this basis. Initially there was “3F” framework. In 2008, 4th framework dimension was added. From 2012.13 the Devolution Index is based on 6F’s and 23 indicators. Framework (D<sub>1</sub>), Functions (D<sub>2</sub>), Finances (D<sub>3</sub>) functionaries (D<sub>4</sub>), Capacity building (D<sub>5</sub>) Accountability (D<sub>6</sub>) are the six dimensions to be considered.

The performance of panchayats in state can be compared on the basis of overall cumulative devolution Index. While comparing the devolution Index of various states, it can be observed that there is much variation in the scoring of various states. On the front of six separate sub indices performance of states are highly uneven. However most of state fulfills mandatory constitution provisions, but other sub indices differ considerably.

In this paper, the variations in devolution index have been examined and accordingly the performance of different states have been analysed.

**Keywords:** Comparison of Panchayat , devolution index , Empowerment and Accountability Incentive scheme (PEAIS).

### INTRODUCTION

Panchayat, institution of rural local self government, forms the last tier of multi order federalism in India. Part IX was inserted by the constitution (73<sup>rd</sup> Amendment) Act, 1991 w.e.f. 24 April 1993 for Panchayats and part IX A was inserted by the constitution (74th Amendment) Act 1992, w.e.f. 1 June 1993 for municipalities, making state legislatures responsible for devolving power and authority to local government in order to enable them to carry out devolved responsibilities. Devolution may be described as the statutory granting of power and resources from upper level of government to local level government. Effective decentralisation is not possible without devolution of powers, functions, resources and responsibilities. Conformity Acts have been enacted in all the states. While mandatory provisions of the constitution regarding elections and reservations, establishment of state finance commission, setting up of district planning committees are implemented by all states, the devolution of powers and resources to Panchayats from the states have been highly uneven across different states.

In this paper an attempt has been made to compare the performance of Panchayats on the basis of devolution Index of different states.

### CONSTRUCTION OF DEVOLUTION INDEX

In the 5th round table held at Shrinagar in 28-29 Oct. 2004, by ministry of Panchayat Raj, It was agreed upon to have annual reports on the states of Panchayats including the preparation of a devolution Index in the format

**Comparison Of Panchayat Performance On The Basis Of Devolution Index**

indicated by Alok & Bhardari (2004).

Subsequently in 2005-06, The ministry of Panchayat Raj introduced the Panchayat Empowerment and Accountability Incentive scheme (PEAIS) with the objective to (a) Incentivise states to empower the Panchayats and (b) Incentivise Panchayats to put in place accountability systems to make their functioning transparent & efficient. Funds under this scheme are allocated to states in accordance with their performances as measured in the Panchayat devolution Index formulated by an independent institutions. For three years i.e. 2006-2007, 2007-2008 and 2008-2009, the National council of Applied Economic research (NCAER) developed Devolution Index. For the next four years i.e., 2009-10, 2010-11, 2011-12, and 2012-13, the Indian Institute of public administration (IIPA) was entrusted to carry out the assesment. Initially, the index used the 3F” framework that is functions, finances, and functionaries upto year 2008. In 2008, another dimension. Framework also included to assess mandatory provisions of constitutions. From 2010-11, incremental devolution Index was introduced alongwith overall devolution index.

**DIAMENSIONS & INDICATIORS**

Upto 2011-12 the Devolution Index consists of 4F’s index (Index of framework, functions, finances and functionaries). From the year 2012-13 the devolution index comprises six dimensions with 23 Indicators. Two more dimension of “capacity building” and “Accountability” have been added.

The dimensions & indicators of DI 2012-13 are as follows :

1) Framework (weight 10)	<ul style="list-style-type: none"> <li>• Basic details of Panchayats</li> <li>• Panchayat duration of elections.</li> <li>• Dissolution &amp; Bye elections of Panchayats.</li> <li>• District Planning committees.</li> <li>• Role of Panchayat in parallal bodies.</li> <li>• Autonomy to Panchayats.</li> </ul>
2) Functions : (weight 15)	<ul style="list-style-type: none"> <li>• Functions included Activity mapping &amp; actual involment of Panchayat</li> <li>• Involment to Panchayats in important scheme.</li> </ul>
3) Finances : (weight 30)	<ul style="list-style-type: none"> <li>• 13<sup>th</sup> finance commission grants to Panchayat.</li> <li>• SFC (How effective)</li> <li>• Empowerment of Panchayats to impose &amp; collect revenues.</li> <li>• Funds available with Panchayat.</li> <li>• Expenditure of Panchayats.</li> <li>• Initiatives related to finance &amp; Accounts recommended by 13<sup>th</sup> FC.</li> </ul>
4) Functionarees (weight 15)	<ul style="list-style-type: none"> <li>• Physical infrastructure of Panchayats.</li> <li>• e connectivity of Panchayats.</li> <li>• Power &amp; functions of Panchayats.</li> </ul>
5) Capacity Building (weight 15)	<ul style="list-style-type: none"> <li>• Institutions involved in training</li> <li>• Training Activities.</li> </ul>
6) Accountability (weight 15)	<ul style="list-style-type: none"> <li>• Accounting &amp; Audit of Panchayat</li> <li>• Social audit of Panchayats</li> <li>• Functioning of Gramsabha.</li> <li>• Transparancy &amp; anti corruption.</li> <li>• Panchayat assesment &amp; incentivisation.</li> </ul>

(Ministry of Panchayat Raj)

Comparison Of Panchayat Performance On The Basis Of Devolution Index

**Comparative Statement of Ranking of states on devolution Index.**

States/UT	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11		2011-2012		2012-2013	
	Rank on DI	Rank on DI	Rank on DI	Rank on DI	Rank on DI	Rank on Cumulative DI	Rank on Incremental DI	Rank on cumulative DI	Rank on Incremental DI	Cumulative PSI	Increment at PSI
Madhya Pradesh	-	6	6	1	6	8	6	4	7	7	5
West Bengal	3	3	3	2	4	4	8	7	-	6	-
Tamil Nadu	-	4	1	3	3	7	13	6	9	5	-
Kerala	1	1	2	4	1	1	2	1	-	3	9
Karnataka	1	2	4	5	2	2	4	2	4	2	1
Sikkim	4	5	10	6	9	3	6	8	6	14	-
Himachal Pradesh	-	10	7	7	10	14	11	12	8	17	-
Haryana	7	-	13	8	11	12	5	11	2	9	7
Chhattisgarh	4	-	-	9	18	11	13	9	5	8	6
Assam	-	9	-	10	21	18	16	-	-	16	-
Andhra Pradesh	-	-	8	11	8	10	13	-	-	-	-
Uttar Pradesh	8	-	-	12	13	17	8	15	9	15	-
Maharashtra	-	-	-	13	5	6	3	3	1	1	3
Arunachal Pradesh	-	-	-	14	22	23	20	21	-	25	-
Rajasthan	-	8	5	15	16	5	1	5	3	4	2
Goa	-	-	12	16	17	22	20	16	-	18	-
Tripura	-	-	-	17	-	13	10	-	-	12	-
Odisha	6	7	9	18	12	15	16	13	-	11	4
Bihar	-	-	-	19	14	21	20	17	-	20	8
Punjab	-	-	-	20	19	-	-	19	-	19	-
Manipur	-	-	11	21	-	16	18	-	-	23	-
Gujrat	-	-	-	-	7	9	11	10	-	10	-
J & K	-	-	-	-	-	-	-	-	-	21	10
Lakshadweep	-	-	-	-	15	-	-	-	-	24	-
Uttarakhand	-	-	-	-	20	20	18	14	-	13	-
Chandigarh	-	-	-	-	23	-	-	23	-	26	-
Puduchery	-	-	-	-	-	19	20	-	-	-	-
Jharkhand	-	-	-	-	-	24	20	22	-	22	-
A & N Island	-	-	-	-	-	-	-	18	-	-	-
Daman & Diu	-	-	-	-	-	-	-	20	-	27	-
Dadar & Nagar	-	-	-	-	-	-	-	-	-	28	-

Comparison Of Panchayat Performance On The Basis Of Devolution Index

(Ministry of Panchayat Raj)

From above table, it can be seen that

1. On the basis of cumulative devolution index, Maharashtra, Kerala, Karnataka are the most consistent performer state over a period from 2005-06 to 2012-13.
2. The states like Tamil nadu, West Bengal, Madhya Pradesh are moderately constant performer states.
3. After 2010-11 the performance of Rajasthan is quite impressive.

Overall Devolution Index (2012-13).

Table 2 : Overall Devolution Index

Ranks	States	Framework	Functions	Finances	Functionaries	Capacity	Accountability	D
		D <sub>1</sub>	D <sub>2</sub>	D <sub>3</sub>	D <sub>4</sub>	Building D <sub>5</sub>	D <sub>6</sub>	
1.	Maharashtra	48.95	56.31	55.50	75.37	75.00	76.64	64.04
2.	Karnataka	67.55	57.96	49.97	63.12	79.04	69.73	62.22
3.	Kerala	41.34	52.86	48.52	68.55	58.77	64.64	55.41
4.	Rajasthan	68.33	52.97	35.61	40.90	79.43	57.25	52.10
5.	Tamil Nadu	69.84	52.33	46.26	39.23	63.40	52.97	52.05
6.	West Bengal	56.84	50.57	35.41	37.67	81.18	53.96	49.81
7.	Madhya Pradesh	60.37	52.61	34.44	39.45	51.41	62.50	47.26
8.	Chhatisgarh	53.75	37.53	31.77	33.68	78.52	48.27	44.61
9.	Haryana	70.39	31.14	36.91	50.19	42.68	46.09	43.63
10.	Gujarat	54.58	38.92	26.55	53.18	46.61	43.76	40.75
11.	Odisha	66.50	51.46	35.11	28.55	19.14	53.04	40.01
12.	Uttarakhand	54.00	53.90	27.23	32.02	43.24	52.85	39.37
13.	Uttar Pradesh	60.02	41.04	26.17	28.57	45.88	41.06	37.34
14.	Assam	44.69	42.76	23.13	21.66	67.84	37.65	36.89
15.	Himachal Pradesh	56.19	22.43	34.92	35.35	36.15	44.32	36.83
16.	Goa	50.70	17.78	18.69	48.23	32.87	41.72	31.77
17.	Punjab	60.24	24.25	17.37	23.64	38.67	46.74	31.23
18.	Bihar	49.78	39.44	19.40	24.29	42.01	21.60	29.90
19.	J & K	15.38	15.28	28.01	23.98	51.61	35.15	28.85
20.	Jharkhand	55.01	18.97	13.95	23.52	46.11	28.48	27.25
	North Eastern States							

Comparison Of Panchayat Performance On The Basis Of Devolution Index

1.	Tripura	48.10	46.03	28.37	53.34	29.71	46.91	39.72
2.	Sikkim	68.56	45.07	31.37	29.25	41.72	36.30	39.12
3.	Manipur	29.52	12.22	24.00	20.41	45.13	27.27	25.91
4.	Arunachal Pradesh	30.88	17.22	25.17	10.14	34.67	24.85	23.67
	Union Territories							
1.	Lakshadweep	48.89	20.79	7.33	39.82	30.95	28.29	25.07
2.	Daman & Diu	56.04	3.43	8.03	33.56	0.00	30.11	18.08
3.	Dadra & Nagar Haveli	28.60	1.11	0.78	39.17	20.85	33.22	17.25
4.	Chandigarh	24.16	7.22	25.86	18.80	0.00	8.14	15.30
	National Average	51.40	34.06	29.15	36.99	49.33	43.33	38.52

(Ministry of Panchayat Raj)

From the above table, following important observations has to be noted.

1) Maharashtra ranks first with an index value of (64.04), followed by Karnataka (62.22), Kerala (55.4), Rajasthan (52.1), Tamil Nadu (52.05) and West Bengal (49.81). It may be noted that the states namely Madhya Pradesh (47.26), Chhatisgarh (44.61), Haryana (43.63), Gujrat (40.75), Odisha (40.01), Uttarakhand (39.37), Tripura (39.72) and Sikkim (39.12) emerged as the medium performer states having devolution index above the national average. The remaining states are at lower level than national average.

2) In the Framework (D1) dimension, indicators related to mandatory framework of constitution is included. Haryana (70.39) tops the table followed by Tamil Nadu (69.84), Rajasthan (68.33), Karnataka (66.55). The national average is 51.40. The states of West Bengal (56.84), Madhya Pradesh (60.37), Chhatisgarh (53.75), Gujrat (54.58), Odisha (66.50), Uttarakhand (54.00), Uttar Pradesh (60.02), Himachal Pradesh (56.19), Punjab (60.29), Jharkhand (55.01), Sikkim (68.56), Daman & Diu (56.04) are above the national level. The state of Maharashtra (48.95) & Kerala (41.34) are amazingly lagging behind the national average.

3) In the dimension of Function (D2), the top ranked states are Karnataka (57.90), Maharashtra (56.31), Rajasthan (52.97) respectively. Kerala, Madhya Pradesh, Tamil Nadu, Odisha & West Bengal are the states scored more than 50. Chhatisgarh (37.53), Gujrat (35.92), Uttar Pradesh (41.04), Assam (42.76), Bihar (39.44), Tripura (46.03) & Sikkim (45.07) are above the national average.

4) Finances (D3) have a maximum weightage in devolution Index The national average is 29.45. Maharashtra (55.50), Karnataka (49.97), Kerala (48.92), Tamil Nadu (46.26), Haryana (36.91) are the top 5 states. The states of Rajasthan (35.61), West Bengal (35.41), Madhya Pradesh (34.44), Chhatisgarh (31.77), Odisha (35.11), Himachal Pradesh (36.92), Sikkim (31.37) are above national average. The remaining 3 states, 3 North eastern states & 4 union territories are much below than national average.

5) Another important dimension of Functionaries (D4) which relates to strengthening of Panchayats. The national average is 36.99, Maharashtra (75.37) tops the list, followed by Kerala (68.59), Karnataka (63.12), Gujrat (53.98) & Haryana (54.19), Tripura (53.34), Goa (48.25).

6) Table shows that West Bengal (81.18) secure first position in capacity building dimension, closely followed by Rajasthan (79.43) Karnataka (79.04), Chhatisgarh (78.52) and Maharashtra (75). Tamil Nadu, Kerala, J & K, Madhya Pradesh & Assam scored more than national average.

7) Accountability (D6) is important in making panchayat answerable to the people and working in a fair and efficient manner. In this dimension Maharashtra (76.64), ranks first followed by Karnataka (69.73), Kerala (64.64), Madhya

#### Comparison Of Panchayat Performance On The Basis Of Devolution Index

Pradesh (62.50) respectively .

#### State Awards for Devolution 2013-14.

Awards given to states on their performance on devolution of index under Rajiv Gandhi Panchayat Sashktikaran Abhiyan (RGPSA)

#### Cummulative Panchayat devolution Index (PDI) Awards :

Prize	State	Amount of Award Rs in lakh	Rank
1 <sup>st</sup>	Maharashtra	300.00	1
2 <sup>nd</sup>	Kerala	250.00	2
3 <sup>rd</sup>	Karnataka	200.00	3
10 <sup>th</sup> in N.E. region	Tripura	150.00	12

(Ministry of Panchayat Raj)

#### Incremental Panchayat devolution Index (PDI) Awards.

Prize	State	Amount of Award Rs in lakh	Rank
1 <sup>st</sup>	Maharashtra	-	1
2 <sup>nd</sup>	Kerala	-	2
3 <sup>rd</sup>	Chhatisgarh	300.00	3
4 <sup>th</sup>	Andra Pradesh	200.00	4
5 <sup>th</sup>	Arunachal Pradesh	100.00	5

Total 1500.00

(Ministry of Panchayat Raj)

**Note :** As the states of Maharashtra & Kerala received prize for cumulative PDI , no cash award is recommended under incremental PDI.

#### Ranking of states : Select Indicator analysis

As per the cumulative devolution Index Maharashtra ranks first. Overall indicator analysis shows that state has performed pretty well almost in all indicators. Maharashtra is followed by Karnataka Kerala, Rajasthan & Tamil Nadu, West Bengal scored between 50 and 55 lies under the third category of medium whose performance is fairly well in all sub dimension.

There are eight other states which are low performer in devolving powers to Panchayats. These are Madhya Pradesh, Chhatisgarh, Haryana, Gujrat, Odisha, Tripura, Sikkim and Uttarakhand lies above national average,



**Comparison Of Panchayat Performance On The Basis Of Devolution Index**

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However Uttar Pradesh, Assam, Himachal Pradesh, Goa, Punjab, Bihar, J & K and Jharkhand, Manipur, Arunachal Pradesh, Lakshadweep , Chandigarh, Daman & Diu and Dadra & Nagar Haveli are still below national average of

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