प्रशासनिक इमारत

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CHAPTER I:

INTRODUCTION

Panchayati or Panchayat Raj may be paraphrased as rural local self government in India. The word Panchayat is a Sanskrit word and it can be divided into two parts, as ‘PANCH’ AND ‘AYAT’ in order to understand its exact meaning.

The word ‘Panchan’ in Sanskrit means number five. In Indian ideology number five is considered to be sacrosanct for one reason or the God created this word ‘Panchan’ out of five elements, so that five numbers of an individual can be controlled and he/she, can achieve the MOKSHA which is the highest aim of life of an individual.

Therefore, the villages considered the Panchas the five arbitrators as the representative of God and they speak for God.

‘AYATNAN’ is the other Sanskrit word which means place or house in this sense, Panchayat means a bode of Panchas. Thus, it is house or bode of five members of village who take care of adjudication of disputes.

1.2 Panchayats in Ancient India :

Before the emergence of the state, it was a world of kinship groups and tribes. Their pattern being as varied as the patterns of culture. The territorial extend was relatively small
and local. Thus the early vedic period presents a picture of relatively simple tribal monarchy. According to Pramthanath Banerjee: "In the early vedic times, the villages themselves managed the simple affairs of the village, but the state being small, there was hardly any distinction between the central and local government. In course of time, however, it was found necessary to have a separate organization for the management of local affairs as the states grew larger, and larger in size and the distinction between the two kinds of governmental activities became more and more marked."

In this context N. V. Ghoshal is worth quoting on full. "The most remarkable feature of the early vedic policy consisted in the institution of popular assemblies, of which two namely, sabha and Samitee reserve mention amid the obscurity of the texts and their inconclusive interpretation by different scholars, we may draw the following general conclusions about the constitution and functions of these bodies. The samitee was the vedic fold assembly par excellence, which at least in some cases enjoyed the right of the electing the king. While the sabha exercised probably from the first some judicial functions. Both the Samitee and sabha enjoyed the right of debate; a privilege unknown to the popular assemblies of other ancient peoples".

1.3 Local Self Government during British Period:

Rise of British Empire and the administrative policies of the British rulers had adversely affected the very existence of Panchayats in India. The British rulers in the initial stages of East India company Rule, were mainly interested in expansion,
consolidation and strengthening of their political power in India. Therefore, they brought in the system of centralized administration. They also imposed a new system of land revenue under which land revenue was collected from each farmer than the village as a whole. They did not want to bear the loss of revenue even at the time of famines. Further, the development of rapid means of transport and communication which ultimately brought about the end of political isolation and economic self sufficiency or dependence of our villages. The British administrators soon realized the importance and necessity of local institutions as they wanted to be relieved of the heavy burden of the highly centralized functions of the government. Urban local government attracted the attention of the British Rulers long before the rural local government.

1.4 Post Independent Period:

The nature and functioning of local self government institutions in India were changed after the independence. Because, India has adopted the policy to attain socialistic pattern of society and to implement the concept of welfare state. It is the local self government which makes people and provides an opportunity to actively participate and associate themselves with the development process. In 1947, the number of District Boards was 176 covering population of 2,04,52,250. Within a small period of one and half decades after independence, the Panchayati Raj received a big momentum so to engulf 99 percent of rural population in the country. The growth of Panchayati Raj has been sub-divided into four parts by Dr. S. C. Jain:
1) Periods of debate and constitutional recognition (1947-49)
2) Legislative activity (1950-53)
3) Growth of Development dimension (1954-58) and
4) Democratic decentralization (1958 onwards).

The Mehta Committee recommended the ‘phase of Democratic Decentralization’ a part of community development programme. The committee has recommended that:

1) The priorities should be given to the aspect of economic development such as agriculture, drinking water supply, rural industries.

2) Committee recommended a three-tier system of local self institutions upon which all the development work within the jurisdiction should be developed.

3) The Panchayat at village level should be formed of an elective basis with reservation for women and the members of the scheduled caste and scheduled tribe.

4) The Panchayat Samitee, at block level, should be set up on an elective basis.

5) A Zilla Parishad, at the district level, composed of the president of Panchayat Samitee and some district officers should be constituted with the Collector as Chairman.

The report of the Mehta Committee was welcomed throughout the country since it had given broader scope for the elective bodies for the people’s participation. The establishment of three-tier system of local self government with full powers to
assume responsibility for local development was the core of the Mehta Committee recommendation. As a result, “Rajasthan was the first state to establish Panchayat Raj. The Rajasthan introduced a legislation on ‘Democratic Decentralization’ which came into force on 2nd October 1959. After the Rajasthan, a number of other states including Punjab, Uttar Pradesh, Bihar, Gujrat, Madhya Pradesh, etc. had started Panchayat Raj.

The concept behind Panchayat Raj is that the people in the villages should undertake the responsibility of governing themselves. This is a great ideal to be achieved. People in the villages should actively participate in the development activities regarding agriculture, public health, education, irrigation, animal husbandry, etc. Not only the rural people should participate in the implementation of programmes but also they should have the authority to take decisions regarding the requirement and necessities. Panchayat Raj confers on the rural people the power of decision-making regarding development activities. People through their chosen representatives determine the local policies and execute their own programmes in conformity with the real requirements of the community. This is democracy at the grass-roots. The people at the lowest level are associated with the governance of the country. The people's institutions have been entrusted with the responsibility of taking decisions and supervising the implementation of programmes. Decentralized democracy or Panchayati Raj in India confers on the rural people the authority to manage their own affairs. It makes democracy broadbased. Active participation and association of the rural people is achieved in development
activities through the Panchayati Raj institutions. The local people will not only decide the policy, but also control and guide its implementation and administration. The Balwantrai Mehta Team observed: “Admittedly, one of the least successful aspects of the Community Development and National Extension service work is its attempt to evoke popular initiative.”

The planning commission on the first plan rightly observed that although there are exceptions, the Panchayat as an institution had not yet become the instrument of village community yet. In practices, few Panchayat discharged all the functions entrusted to them and the activities of many of them suffered from local functions, lack of resources and want of guidance. The planning commission further added, “unless a village agency can assume responsibility and initiative for developing the resources of the villages, it will be difficult to make a marked impression on rural life. As the village agencies of the state Government cannot easily approach each individual villager separately progress depends largely on the existence of an active organization in the village, which can bring the people into common programmes to be carried with the assistance of the administration”.

An important development during this period was the association of Panchayat with the rural community development programme. The involvement of the Panchayats was secured and the Panchayats were represented on the Block Development Committee (formerly Block Advisory Committee). They were also made the agency for executing local development works. A Panchayat extension officer was added to the block staff to
educate and advise the Panchas regarding their duties and opportunities with regard to the community development programmes. The Panchayats were visualized as the base agencies for carrying out social and economic transformation. The village Panchayat institutions, therefore, continued their existence more or less under the laws and Acts passed by the government as were in pre-independence days till the acceptance of 'Democratic Decentralization' proposed by the Balwantrai Mehta Committee in 1957.

The question of democracy at levels below the state become the most crucial point of discussion after independence. The provision was made in the constitution for the establishment of village Panchayat in the rural areas. Article 20 of the Directive Principles of the state policy says “the state shall take steps to organize village Panchayat and endow them with such powers as may be necessary enable them to function as units of local self Government”.

Mehta Committee provided a stimulus to policy makers. Democratic Decentralization meant the delegation of important powers and functions of the government to the lower bodies and agencies which are democratically elected. It implies transfer of important powers and functions in the sphere of development from the bureaucratic administration to the elected representatives of the people. Mehta Committee involved a scheme of systematization and re-organization of the structure of rural local self government as an agency for rural development.
The report on Panchayati Raj (with Ashok Mehta as a Chairman) desired that "there should be administrative Decentralization for the effective implementation of the development programme and that the Decentralized administrative system should be under the control of elected bodies". Earlier Balwantrai Mehta Committee report observed that development cannot progress without responsibilities and powers devolution.

In the second five-year plan, the planning commission observed that recommendation had not been carried out to any great extent, however certain principles in this behalf were suggested. The second five-year plan stressed, "the need for creating within the district a well organized democratic structure of administration in which the village Panchayat would be organically linked with popular organizations at highest level. "In such a structure the functions of the popular body would include the entire general administration and development of the areas, other than such function as law and order, administration of justice and certain functions pertaining to the administration. Reorganization of the local self governing bodies and decentralization of important powers and functions below the state level was the trend of thought based on the practical experience in the field of "development administration". This trend of thought represented in the scheme of Mehta Committee's recommendation under the name of "Democratic Decentralization". The committee on the planned projects rightly pointed out, "It is not theory or dogma which is impelling as to make these recommendations, but practical
considerations. Democracy has to function through certain executive machinery, but the democratic Government Operating over large areas through its executive machinery cannot adequately appropriate local needs and circumstances”.

Panchayati Raj is an attempt to device a method of bringing the democratic government to the doors of the people, where they can take continuous and persistent interest in the working of various bodies. In a way Panchayati Raj fulfils all the functions of a local self-government and acts as a “Primary School of Democracy”. True democracy is consistent with the maximum decentralization of power to the lower units of Government. These institutions will help more effective and better participation of the people in the Government and needless to say that effectiveness of such participation is an index of the success of democracy. Panchayat Raj thus, is an attempt in the direction of democratizing the district administration. The people’s institutions have been entrusted with the responsibility of taking decision and supervising the implementation of programmes. But in Maharashtra state, a committee was set up to examine the questions of all aspect of Democratic Decentralization under the chairmanship of the Chief Minister Mr. V. P. Naik. The committee submitted its report on 15th March 1961. In its concluding paragraph, the Naik Committee observed, “We cannot overemphasis the need for adopting healthy conventions in the working of the local bodies. It is not the letter for the law or rules or orders that ultimately ensure the successful working of human organizations wholly but it is the spirit in which these are followed from day to
day that will really determine the success achieved in their allotted tasks. We convinced that convention and traditions will always play a vital part in the functioning of our local bodies. They have to be built on the acclaimed foundations of sincerity, spirit of service and sense of responsibility.” The Maharashtra Government accepted all major recommendations of the Naik Committee and immediately enacted the Maharashtra Zilla Parishad and Panchayat Samitee Act] 1961.

High power committee under the chairmanship of Ashok Mehta was set up by the Central Government in 1977 to suggest measures for strengthening those Panchayat Raj bodies.

1. The committee has suggested that district should be a key unit of development administration below the state level. Its recommendations are modelled on Maharashtra and Gujarat experiments.

2. Every Zilla Parishad should have a planning cell directly under the supervision of chief executive officer. It should prepare a comprehensive plan for the district. Such a cell should have economist, cartographer, agronomies, engineer, industries officer and credit planning officer as members.

3. The committee has also recommended that the Zilla Parishad should function through committees, committees of agriculture. Education and small industries being important among them. The chief executive officer should function as secretary of all these committees.
4. Mandal Panchayat should be a free organization for execution of projects. This Mandal Panchayat shall immediately be below Panchayat Samitee. Mandal Panchayat should be organized covering population from 15,000 to 20,000. These Panchayats should provide necessary institutional supervision, co-ordinate and implement the field level projects.

5. The Collector, apart from the regulatory functions of the collecting revenues, has been assigned a greater role in the Panchayat Raj by this committee. The Collector should conduct a social audit of these bodies as a representative of the government.

6. As regards finance, the committee suggested the plans and projects with funds on a formula of giving weightage to backward areas. The committee recommended complete transfer of land revenue of these bodies in phased manner.

7. The importance of human resource is stressed by the committee. Human resources development must become a primary object of these bodies. The committee has much attention to training programme of officer and other functions of the Panchayat Raj Institutions.

8. The Zilla Parishad should be made a ministry government at district level. It should be given more power to raise its resources through taxation.

9. The blue print as provided by the Balwantrai Mehta Study Team, gave motivation to the constituent unit of the India
Union to enact necessary legislation to implement the Panchayat Raj System as a form of local self government, in this process, Rajasthan and Andhra Pradesh were the first to adopt the Panchayat Raj in 1959. The Rajasthan State Legislature 1959. The scheme was inaugurated by the Prime Minister on 2nd October, 1959, later in 1959. Karantaka and Orissa introduced the same in their respective states and other states followed suit. However, the organization Pattern of Panchayat Raj followed by different State differs in respect of the number of units (tiers) adopted, for instance, states of Kerala, Jammu and Kashmir and Sikkim have only tier i.e., Village Panchayati; States of Himachal Pradesh, Madhya Pradesh, Harayana and Manipur have adopted two tier system i.e. village panchayat and panchayat samitee; and the states of Meghalaya, Nagaland and Mizoram are yet to introduce panchayat raj. Except these states, the remaining 11 states have full-fledge three-tier system i.e. Village Panchayat, Panchayat Samitee and Zilla Parishad.

As far as Union Territories are concerned, only Chandigarh and Arunachal Pradesh have adopted three-tier system of Panchayat Raj and other Union Territories have only one tier or Panchayat Raj i.e. Pandchayat.

The statistics relating to the distribution of Panchayat Raj Institution in the country is fairly impressive. The statistics collected for the shows that the number of village Panchayats were 2,16,051, Pachayat Samitees 4,521 and Zilla Parishads 291.
Three-tier Structures of Panchayat Raj in India:

**Zilla Parishad**

Sub-committee Sub-committee Sub-committee

**Panchayat Samitee (Block/Tehsil)**

Sub-committee Sub-committee Sub-committee

**Village Panchayat (Village of Group of Villages)**

GRAM SABHA

1.5 The Present Structure of Panchayat Raj institutions in Maharashtra

1) Introduction:

The term Panchayat Raj refers to a three-tier structure of rural local self government in each district. The Panchayat Raj came into existence in Maharashtra on 1st May, 1962 by the Maharashtra Zilla Parishads and Panchayat Samitees Act, 1961. This Act was entirely based on the recommendations of the committee on Democratic Decentralization, popularly known as the Naik Committee of 1961.

The Zilla Parishad and Panchayat Samitee Act, 1961 was adopted by the Government of Maharashtra “to provide for establishment in rural areas of Zilla Parishad and Panchayat Samitees, to assign them local functions of certain work and development schemes of the states, five-year plan to such bodies and to provide for the decentralization of powers and functions...
under certain enactments to those local bodies for the propose of promoting the development of democratic institutions and securing a greater measure of participation by the people in the said and local government affairs”.

2) **Principles of Panchayat Raj Institutions**:

   The Panchayat Raj is based on the following five principles:

1. That there should be a three-tiered structure of local self government bodies from village to district levels, with an organic link from lower to the higher ones.

2. There should be a genuine transfer of power and responsibility to these bodies.

3. Adequate financial resources should be transferred to these bodies to enable them to discharge these responsibilities.

4. All development programmes at these levels should be channeled through these bodies.

5. The system evolved should be such as to facilitate further decentralization of power and responsibility in future.
3) **Structure of Panchayat Raj System in Maharashtra**

**Zilla Parishad**
(District level)

**Panchayat Samitee**
(Tahsil level)

**Gram Panchayat**
(Village level)

The panchayat raj institutions are based on bottom to top approach Village Panchayat, Panchayat Samitee and Zilla Parishad. The territorial units are: The village, taluka (or block) and top level is district.
I) Zilla Parishad:

In the Maharashtra, the Zilla Parishad is the strongest of panchayat Raj institutions. The Zilla Parishad is working at apex level in Panchayat Raj institutions. It is directly concerned with planning and execution of development works in the district. The real executive powers have been given to the Zilla Parishad. The Zilla Parishad is directly elected by the people in the district. The Zilla Parishad consists of:

a) Councillors chosen by direct election from electoral division in the district being not more than sixty in number and not less than forty, as may be notification in official gazette, be determined by the government.

b) If the elected councillors do not include women. Two women are co-opted by the councillors elected under clause (now 1/3 seats will be reserved for women).

c) The chairman of all Panchayat Samitees in the district, ex-officio of the members.

d) The chairman of such federal co-operative societies being societies officer which as far as participate conduct business of activities in the division in relation to i) credit, ii) land development, iii) Marketing, iv) industrial co-operative training and education.

For the purpose of election of the members of the Zilla Parishad, district is divided into electoral division, each electoral division consists about 3500 people. The members of
the Parishad are elected for five years. The scheduled castes and the scheduled tribes get representation on the basis of reservation according to the population norm.

1.6 The Office Bearers:

The president and vice-president of Zilla Parishads are elected from among the elected councillors and they adorn officer for the period of their term as councillors. Committee systems are one of the important component parts of Zilla Parishad administration. The affairs of the Zilla Parishad are managed throughout seven committees of the Parishad:

1) Standing Committee (The President of Z.P. The chairman of the standing committee with seven elected members),

2) Finance Committee,

3) Works Committee,

4) Agriculture Committee

5) Education Committee,

6) Health Committee,

7) Social Welfare Committee.

The official wings:

The Zilla Parishad has four categories of the official staff: Class I officers deputed by the state government from different departments or from among the officers from All India Service. Class II officers of the state government are drafted from
different departments. Class III category servants consisting of technical staff and other staff. Class IV servants selection to made by the selection committee formed under sec. 249 & 250 of the Z.P. & P.S. Act, 1961.

II) **Panchayat Samitee:**

Panchayat Samitee is one of the important units of Zilla Parishad which is comprised of:

1) The councillors of the Zilla Parishad elected from the block.

2) Co-opted councillors if residing in the clock.

3) Chairman of the purchase-sales union in the block associated Members.

4) Chairman of the Co-operative society.

5) Co-opted member of the scheduled caste and tribe if not already nominated.

6) Two members being panch (member of village Panchayat or elected by Panchayat members.

The Sarpanch is the Chief Executive of village panchayat, its Secretary being a Government official. The secretary/Gram Sevak is keeping all records of village Panchayat according to the Bombay Village Panchayat Act, 1958. The Act provides the list of 85 functions for the village panchayat under Section 41 to 48. The village Panchayat's functions are civic and developmental in various fields. It is made responsible for improvement of agriculture, village, industry, communication,
Water supply, Sanitation spread of education, Medical facilities in the village.

The working of panchayat Samitee is made according to the schedule of the Maharashtra Zilla Parishad and Panchyat Samitee Act, 1961. This schedule provides 74 functions including agriculture, animal husbandry, forests, social welfare, education, public works, health, industries, communication, rural housing and several other.

The panchyat Samitee is the real machinery through which the panchayat raj system functions because various development schemes are executed through Pandchayat Samitee. The Panchayat Samitee is entirely responsible for the Block Development Programme Panchayat Samitee is the main agency of the Zilla Parishad. It has to work under direct instructions of the Zilla Parishad and the State Government as well the works entrusted to the Panchayat Samitee can be executed either through contractor departmentally as the Zilla Parishad so decided in this behalf. It has to supervise, Inspect, and instruct, accept or suggest Panchayats as amendment to the Panchayat budget. Provide expert advice and administrative assistance to the Panchayats.

Panchayat Samitee is not empowered to tax. However, Samitee can adopt its own budget like the Zilla Parishad. The B.D.O. is the captain of the whole team of workers of the Panchayat Samitee. He co-ordinates the activities of the various extension workers removes their difficulties and
exercises administrative control over the entire staff of the Panchayat Samitee.

III) Zilla Parishad:

The functions of Zilla Parishad are according to the Zilla Parishad and Panchayat Samitee Act, 1961. This act has assigned number of responsibilities on the Parishad under Section 100, (1)(a).

It shall be the duty of Zilla Parishad so far as the district fund at its disposal will allow. To make reasonable revision within the district with respect to all or any of the subjects enumerated in the first schedule as amended from time to time under sub-section (2) in this Act referred so (“the District list”) and to execute or maintain works of development schemes in the District relating to any such subject.

The above section has assigned administrative powers and the duties list has included 123 functions with several subdivisions. The Z.P. has to execute all schemes transferred to them by Government Departments. All works and development schemes relating to agriculture, animal husbandry, social welfare, education, medical, public health, building and communication, publicity, community development programme have been transferred to Z.P. in 1963-64. It is the exclusive power of Z.P. to give the following financial sanctions. For the items in the district list:
1. In all cases where the estimated non-recurring expenditure on works and development schemes exceed Rs. 1 lakh and recurring expenditure exceeds Rs. 50,000/- per annum.

2. In respect of acceptance of tender or contract in respect of works and schemes costing more than 2 lakhs.

3. Acquisition of movable property the value of which exceeds Rs. 50,000/-.

4. The sale or transfer of movable property exceeding the value of Rs. 25,000/-.

5. Acquisition of immovable property above 1 lakh.

6. Sales and transfer of immovable property excepting tree and grass the power of which has been given to the standing committee.

The financial function of Zilla Parishad is that the Zilla Parishad can charge profession tax, general tax on land (including those on which access is levied) or building and public market tax. In addition to this State Government grants funds up to the 80 percent of the income of the Z.P., grants is the main financial source of the Z.P. It covers 11 items e.g. grants of 70% of land revenue, equalization grant, purposive grant, incentive grant, establishment grant, etc., 71 for all purposes, the Zilla Parishad have been empowered with almost all the functions of the State Government at district level except those relating to law and order, justice, national and state highways and university education.
The powers and functions of Z.P. can be classified into two categories:

1. Executive and Administrative functions.
2. Supervision and co-ordination of activities of Panchayat Samitees.

Section 106, subject to the provisions of Maharashtra Zilla Parishad and Panchayat Samitees Act, 1961 and the rules made thereunder by the state Government and Zilla Parishad may:

1. Do all things necessary for the proper discharge of the functions and duties imposed on it by or under the Act.
2. Sanction works or development schemes within the district.
3. At any time, call for any proceedings of the standing committee or any subject committee, or for any return, statement, account or report concerning or connected with any subjects allotted thereto.
4. Require any of its officers or servants to attend any meeting of the Z.P. and tender advice on any matter which concerns the department under which such an officer or servant is working, and every such officer or servant shall comply with such requisition.
5. Exercise administrative control over officers and servants holding office under it and
6. Supervise generally the execution of all duties and functions under this Act.
The Section 106 has assigned the power and functions of Zilla Parishad. Now in the Maharashtra State, all Zilla Parishads are working on the directions of this section of the Act 1961.

1.7 Present Scenario of Zilla Parishad in Maharashtra:

The important functions of Zilla Parishad are planning and execution of all development programmes. Such as establishment and maintenance of primary, basic and secondary schools, distribution of fertilizers, agricultural implements, improved seeds, improvement of live stock and veterinary and educational and economic development of backward classes, maintenance of dispensaries, primary health centres, construction and maintenance of roads, parks, promotion of local industries, water supply, drainage, rural housing. There is a planning branch in the general administration department under control of the class I officer; note only this, but a Model job chart for the planning officer has also been provided for the guidance and work.

The Zilla Prishads have been functioning through committee, such as finance committee, work committee, education committee, health committee, standing committee, etc. The work of the committee involves decision in respect of selection of development schemes, their location, etc. This work can be done with more unanimity and helps in making work successful. The Z.P. inconsistency with the directives of the Government state plans and the development of the district, it decides on the plans to be allotted to the different schemes and
on the means and method to be deployed in securing the objectives of the plan. In doing so, the Z.P. committee is guided by the requirements and potentialities of each of the block of the district covered to it through the Panchayat Samitee plans. The role of PS thus, to take stock of the needs, resources and potentialities at the block of the district on the one hand, and the state policy and plan on the other hand and evolve a plan of development for the district.

Now in the Maharashtra State, 33 Zilla Parishad 12,309 Panchayat Samitees and 27,594 Gram Panchayats are working for the government of rural area. Table No. 1.1 shows the total members of Zilla Parishad along with total number of Panchayat Samitees and Gram Panchayat during the year 1997-98.
Table No. 1.1

Members of Zilla Parishad Alongwith Panchayat Samitees and Gram Panchayats in Maharashtra State (Year 1997-98)

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Source: Varshik Prashasaktiya Ahawal of Zilla Parishads.

During the study period in the year 1997-98 the five Zilla Parishads have been newly established in Maharashtra State: Thane, Nandurbar, Hingoli, Washim and Gondiya. Also 1,010 Gram Panchayat have been established according to the need of rural people.
1. **Supervision and Guidance:**

Throughout the country this function of the Zilla Parishad is very important. The Mehta Committee also recommended the Z. P. to be a supervisory body. Zilla Parishad approval for Panchayat Samitee budgets is essential. The Z.P. supervises the activities of Samitee under its Jurisdiction. Specially agriculture programmes, works programmes and employment programmes. No Zilla Parishad has the power of inspection and can ask for required information from Panchayat Samitees. The proper utilization of the grants given to Samitees is also supervised by the Z.P. in case in the Samitee is inactive and is not functioning properly, the Z.P. extends advice and guidance to the lower level bodies through the agency of its official and non-official functionaries. It has been argued that Z.P.s have not been effective because they have non-power to enforce advice and supervision. This applies to State where Z.P. is not an executive body. In Maharashtra Z.P. is an executive body and therefore this does not apply. It should be noted that community development block grants are given to Samitee through Zilla Parishad, as samitee is are not corporate bodies and therefore have no funds of their own. Apart from spending the Block funds within the limits set out by the National Extension service schematic budget, these Samitees perform agency functions on behalf of Z.P. Certain types of works are executed by them through the agency of Panchayats Samitees have the power to sanction the budgets of Panchayats.
2. **Co-ordination:**

Co-ordination of plans made by Samitees and Co-ordination of work of Panchayats and Samitees is also an important function of the Parishad for this purpose, it scrutinizes and sanctions the budgets of Panchayat Samitees. The Z.P.s are empowered to suggest modifications which the Panchayat Samitees would consider. The budget is discussed in the Zilla Parishad.

The Zilla Parishad has to keep balance between national priorities and local priorities. It is widely recognized that district is an important unit of planning both from the point of view of administration and as well as economic resources. Planning at the district level has to be viewed into different aspects viz.

1) As part of state plan, the Z.P. is the principal point of contract between the policies and plans of government and of local bodies.

2) As a process of integration of local plans based on local requirement and resources. There is need for co-ordinating the planning in servant blocks. The Z.P. assists lower level local bodies in matters requiring co-ordinated action and constantly advises them to keep national priorities in the forefront. Section 110 authorises Z.P. to undertake any work jointly with the another Z.P. or Municipality or Municipal Corporation. The Act has also authorized Z.P. to vary necessary taxes jointly with the above bodies and connect them.
3. Welfare Functions:

The welfare function in relation to Z.P. means welfare of economically and socially backward classes of the people called the weaker sections of the society. The constitution of India has provided for the protection and promotion of the educational and economic interest of the weaker sections of the people and in particular of the scheduled castes and scheduled tribes. Besides this the directive principles of state policy and numerous other constitutional provisions and statutes make the state to protect the interests of the weaker sections. In order to promote welfare of the population including scheduled castes and scheduled tribes, and backward class people. Social Welfare Department has been created by Maharashtra Government. Naik Committee recommended that Social Welfare Department should be transferred to Z.P. in the opinion of Naik Committee "The local bodies will be in a better position to adjudge local needs and attend to them promptly. We consider that most of the schemes of this department should be transferred to them."

Referring to the role that the Panchayat Raj Institutions can play in improving the conditions of the weaker sections, a report of the committee on plan projects observed that "with a view to ameliorating the social and economic conditions of the weaker sections, it was considered necessary to associate the weaker sections with the Panchayati Raj Institution. Accordingly provision has been made for representation of
backward classes, scheduled castes and scheduled tribes in the Panchayat Raj legislation. In all states except U.P. and Punjab the Panchayat Raj Institutions have appointed committee to look after the interest of weaker sections, for meeting the special need of the backward classes, equalization funds have been constituted at state level in a few states such as Assam, Andhra Pradesh, Gujrat and Maharashtra. In Gujrat and Maharashtra such funds are provided to the Zilla Parishad.

According to a recent amendment to the Z.P. Act, each Z.P. has now a separate social welfare subject committee presided over by a councillor belonging either, to a scheduled caste or a scheduled tribes. The district social welfare officer of Z.P. is the ex-officio secretary of this committee. In the first schedule of Section 100 of Maharashtra Z.P.’s and P.S.’s Act, 1961 covers the subject of activities which are enumerated the activities of social welfare department of Zilla Parishad.

The power and functions of president, Vice-President and other official and non-official authorities of the Zilla Parishad among others are detailed below:

a) President:

i) The President shall convene, preside at and conduct meetings of the Zilla Parishad.

ii) The President shall watch the financial and executive administration and submit to the Parishad all questions connected therewith which shall require its orders.
The President of Zilla Parishad receives an honorarium of Rs.5,000/- per month with rent free residential accommodation.

b) Vice-President:

i) The Vice-President shall in the absence of the President, preside at the meetings of the Zilla Parishad.

ii) The Vice-President who is the Chairman of two subjects committees gets consolidated honorarium of Rs. 4,000/- per month along with rent free residential accommodation.

c) Chairman of Standing Committee or Subjects Committee:

Subject to the provision of the Act, and the rules made thereunder by the State Government, the chairman of standing committee or subjects committee shall convene, president and conduct meetings of the committee and the chairman of any such committee may in relation to subjects allotted to the committee.

Call for any information, return, statement, account or report from any officer employed by or holding office under the Zilla Parishad.

d) Chief Executive Officer:

i) The Chief Executive Officer shall lay down the demand of all the officers and servants under the Zilla Parishad in accordance with the rules made by the State Government.
The Chief Executive Officer shall exercise supervision and control over the acts of officers and servants holding under the Zilla Parishad in matters of executive administration and those relating to accounts and records of the Zilla Parishad.

e) Head of the Departments:

i) Every Head of the Department of Zilla Parishad may in respect of works and development schemes pertaining to his department, accord technical sanction thereto.

ii) The head of the department specified in this behalf shall be the secretary, ex-officio, of such subjects committees as the Zilla Parishad may direct.

1.8 Conclusion:

During the British Raj the 'Local Self Government' were not properly developed in India. The Indians learnt the foreign lessons of politics through these sansthas started by Lord Ripons. The members in local self government were the Land-Lords, Money-Lenders and rich people. As they were appointed by the government, they were in favour of the British. In these days a person who paid revenue Rs.48/- or earned Rs.500/- per year was a voter. Till 1934, women were prohibited to participate in the local self government.

After Indian Independence these local self governments were somewhat modified and restructured and many changes were observed in the nature and functions of
them. As an effect of this change the Panchayat Raj Institutions became prominent and within

15 years (in 1962) almost 99% of rural population was covered by them.

When the process of decentralization of democracy started, the Rural Development programmes were implemented with a view to solving the problems of the people. In such programmes the emphasis was on providing the people with their basic needs. After the decentralization of power from the Central to the State Governments according to the Indian constitution. It was implied that a third party institute should not rule or control it. Therefore many Committees were formed from top to bottom i.e. central and state levels for example: Balwantrai Mehta Committee, Vasantrao Naik Committee, V.T. Krishnammachari District Administrative Report; Taktamal Jain Study Committee, Ashok Mehta Committee, Bongirwar Committee, Ministers’ Sub-committee; G.V.K. Rao Committee, and P.B. Patil Committee of 1986.

Many good recommendations and instructions were given in these Committee Reports. But the established ‘Power-Politics’ handled the situations with tricks and tactics and never lost its firm grip on these local swaraj sansthas. Although they were compelled to form the local swaraj sansthas, they cunningly used them as their ‘agencies’ and never treated them as the real independent Swaraj Sansthas.
During the Janta-Party Government, a committee like Ashok Mehta Committee had strongly recommended drastic changes even by amending the Indian constitutions. It was necessary to set-up a third type of Government at district level in order to have the real decentralization and people's real-participation in the development of social life. On April 24, 1993, the Narasimh Rao Government amended the Indian constitution and finally made the room, in the true sense of the word, for these local self governments in Indian Government. According to this 73rd amendment in the constitution, all the State Governments in India have to perform the following activities:

1. A Three-tier structure of Panchayat Raj: The Establishment of Zilla Parishad, Panchayat Samitee and Gram Panchayat whose members are elected by people.

2. To create an independent ‘Election-system’ based on the instructions received from the Central Election Commission and to have regular elections after every five years.

3. 33% Reservation for women at all three levels.

4. The establishment of ‘finance commission’ with a view to deciding the share of these Panchayat Raj Institutions from the total income of the state.

5. To allocate the area of development for such Institutions.

Formerly, near about 5,000 elected members of the state and central legislative assemblies used to work in the government. However, as per this 73rd amendment some 22.5 lakhs elected members have started working in the Government.
1.9 Importance of Topic:

In any democratic country rule by the public is most important. Zilla Parishad is a local self-government established at District level. Similarly, village Panchayats are also set up under the policy of Local Self-Government of Government of India.

These bodies are authorized to collect revenue on behalf of Government for the betterment of the society at large. There are different departments to collect revenue and to execute development plans. It was necessary to undertake study of Zilla Parishad set-up to know the governance of Local Self-Government. This study has been taken up for Pune Zilla Parishad for analytical approach towards Financial Administration.