CHAPTER II

REVIEW OF LITERATURE

There is sufficient literature availed about financial administration of the Village Panchayats, in the form of Books, various reports and Articles in reputed Journals. These studies have covered both theoretical as well as an empirical aspect. Some few literatures on fiscal issues and finance devolution to the Panchayati Raj Institutions (PRIs) especially Village Panchayats are being reviewed in this chapter. The reviewed literatures are as follows:

The Royal Commission (1907) has recommended that, the setting up of Panchayats in each village with rural boards at the Sub-District level with adequate resources and responsibilities. And also recommended that the Panchayats should be entrusted with these functions such as, civil and criminal jurisdiction of petty cases, village sanitation and expenditure on certain minor works, construction and maintenance of schools and local bodies control in respect of school management of small fuel and fodder reserves and management of village cattle pounds and of markets of purely local importance.

Gyanchand (1926) analyzed on ‘financial system of local bodies in India’. He revealed that the local bodies could raise money by loans. The loan may be obtained from the provincial government who lend money from the provincial account or rose in the opened market. He concludes that the loans of the local bodies’ authorities have to be rapid in all cases.
Finance Enquiry Committee (1951), discussed this problem and recommended unconditional assignment of 15 per cent of land revenue rose in the Panchayat area and the proceeds of the surcharge levied on the transfer of immovable property to the Panchayats. Panchayats were also to be empowered to raise their own resources by levying certain taxes in their territories.

Taxation Enquiry Committee (1954), recommended for reserving certain taxes such as tax on land and building, octroi tax, tax on non-mechanical transport, tax on property, tax on profession, tax on advertisement other than newspapers, theatre tax, and duty on transfer of property, etc. for Panchayats.

Balwant Rai Mehta Committee (1956) reported that the extent to which community development movement has succeeded in utilizing local initiatives and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas. They are also recommended a three-tier system of rural local government consisting of the Village Panchayat at the village level, the Panchayat Samiti at the block level and the Zilla Parishad (District Panchayat) at the district level.

Malviya (1956) explains the historical and ideological background of the Gram Panchayats in India from times immemorial and focuses as to how the Village Panchayats in this ancient country developed into a sound system of democracy in accordance with our indigenous traditions and culture. He concludes with a suggestion that the village Panchayats is not the relic of tribalism or feudalism but is the results of mature political thinking through ages. Village
Panchayats in India could really succeed in bringing about decentralization of economic and political power under the conditions of social and economic equality.

Ursula Hicks K (1961) revealed that the local government is a good thing and economic development and their common virtue draw them together. She also stressed that the local authorities and the union government are part and parcel of one governmental system and their relationship is one of partnership and collaboration in a single organism possessing the common ultimate purpose.

Santhanam Committee (1963) strongly recommended that it was essential for stability and growth of these institutions to have substantial and growing resources, which were entirely within their power to exploit and to develop.

Sundaram K.P.M (1964) analyzed on ‘Public finance theory and practices about the local bodies and their functions’. He says that there is certain function of administration, which in the Indian constitutional set up, has been assigned to local bodies such as Village Panchayat, Municipal organization and district bodies. The author felt that the efficient discharge of their functions, these bodies require funds. The author concluded that the financial allocation certain sources of revenue including grants from the state government.

Administrative Reforms Commission (1967) recommended that the local self-government needed to the planning at the district level. The Planning Commission issued a set of detailed guidelines for preparation of district plans. The basis of Planning Commission's guidelines, the state of Maharashtra started
preparation of district plans in 1972. They also found that, about 80 per cent of the villagers are not at all satisfied with the Panchayati Raj as unhealthy tendencies have an upper hand in rural affairs with considerations of religion and caste taking prominent place and sincerity and initiative pushed to the background.

Mathur and Narain (1969) concentrated basically on two issues (i) Panchayati raj and democracy and (ii) The politico-administrative aspects of Panchayati Raj. They were of the view that there is a conflict between Panchayati Raj and parliamentary democracy. They concluded that the problems of official and non-official relationship are not as baffling as it is made out to be. Lastly, they suggested that the training and education programme for the elected representatives is essential for their success.

Narain Kumar and Mathur (1970) have covered the Panchayati Raj Institutions in Madras, Rajasthan and Maharashtra. Various functional spheres-economic, social, political and administrative and their way of strengthening their roots in the soil of rural India have also been discussed. The structures and operation of the network of control and supervision over Panchayati Raj system show that each PRI is subject to a variety of institutional, administrative, technical and financial controls which restrict its area of operational autonomy and the extent of internal self-regulation. It is suggested that unless the state government are convinced that they also bear partial responsibility for the failure of PRIs, they cannot be in a position to have correct approach and attitude towards the PRIs.
Maheshwari (1971) describes the structure, personnel finance and functioning of rural as well as urban local government. She concludes that inadequate financial resources, low pay scales, incompetent personnel, excessive interference by the state government impeding thereby, a healthy growth of local government. Politician in the day to day administration, wide spread corruption, nepotism and favoritism in the local civil service are cited as one of the major causes of ineffectiveness of local government’s development. She suggests that there should be deliberate policy to encourage experimentation and allow variation in the structure of local government so as to suit local conditions so that they may develop their roots.

The first inclusive historical account of Village Panchayat system was made by S. Saraswathi (1973). The work farced the evolution of the evaluation of Panchayats in the Madras Presidency by starching the local government legislations having the pre independent as well as the post-independent periods. The study has examined the Tamil Nadu Panchayat Act, 1958 against the backdrop of clerical period.

Tyagi. B.P (1975) discusses the problems relating to the finance of local self-governments, i.e., Municipalities, Municipal Corporations, District Boards and Gram Panchayats. The discussion is important because the ultimate aim of union and state governments is the satisfaction of local needs in a balanced and coordinate manner. However, the union, state and local needs have been distinguished and the difference lies in the means of satisfaction and not in the object. Thus the
ultimate aim is the satisfaction of the needs with the available resources in such a way so as to secure maximum economic and social welfare.

Ashok Metha Committee (1978) had recommended that besides Government support Panchayats should mobilize enough resources of their own as no democratic institutions could continue to maintain its operational viability by depending upon external resources. For strengthening the financial position of the Panchayats, the committee recommended the constitution of State Finance Commission. The committee examined the income of Gram Panchayats from taxes and other sources in the states of Andhra Pradesh, Gujarat, Haryana, Maharashtra, Orissa, Punjab, and Uttar Pradesh.

The share of tax and cess revenue to the total income of the Gram Panchayats in Andhra Pradesh was about 33 per cent, 34 to 37 per cent in Gujarat 68 per cent in Haryana, 16 to 31 per cent in Maharashtra, 23 to 37 per cent in Orissa, 0.6 to 10 per cent in Punjab, 60 per cent in Uttar Pradesh and 35 per cent in Kerala. This reveals that only in Kerala, the share of tax had increased year after year. The states, which could mobilize more revenue through taxes, are Gujarat 31 per cent, Tamil Nadu 33 per cent, Maharashtra 45 per cent and Kerala 63 per cent. If the figures are compared with data on taxes supplied by this Committee, it appears that that share of taxes to total income of the Gram Panchayat has come down.
Sammiuddin (1978) examines the genesis and growth of Community Development Programmes (CDP) in their broad perspective and has highlighted their relevance to rural economy and democratic institutions of Panchayati Raj. She emphasized on proper training of rural services and has stressed the need for providing job oriented education and training in social skills to the personnel, working in CDP and PRI. Again, there is a need of an equitable distribution of the fruits of growth and modernization. The grass root institutions need the revision of the basic objectives of developmental programmes, structural reforms of organizational pattern, revised administrative techniques and adequate financial resources matching with their responsibilities. Finally, suggestions are given to work hard for growth with social justice with faith in people and to improve the administrative machinery of these institutions and strengthen them organizationally and financially in the rural areas.

Singh S.K. (1983) explain in his work on ‘public finance in developed and developing countries’, the objectives is the local finance in economic development. He felt that when local bodies are given autonomy and responsibility it is likely that a relatively high rate of local financial investment will be undertaken. He has concluded that local authorities may have large access to compulsory labour services for local public works and it may turn out to be an important source of financing capital formation.

Sibnath Bhattacharya (1984) discuss about the role of Panchayati Raj system in rural development. He also discusses the financial problems of local bodies. He
felt that the main financial problem faced by the local bodies is the availability of inadequate finance. Not only the availability of inadequate finance is to be considered but also a judicious allocation of funds among different conflicting demands of rural development.

R.C. Saxeena and P.C. Mathur (1985) analyzed on the importance of local finance is economic development. They explain for the effective performance of local bodies’ functions, an efficient system of finance is necessary. They suggested that certain taxes and other sources of revenue may be set aside for them, either constitutionally or by convention or practice.

Singhvi Committee (1986), suggested that the pattern of compulsory and optional levies. A list of subjects in respect of which powers to levy taxes and fees may be entrusted to PRIs with a provision that forgiven period; the state governments shall levy and collect on behalf of PRIs and shall disburse to them, on the basis of the recommendation of the Finance Commission in each state. In order to ensure and safeguard the financial autonomy of the PRIs, they should be freed from relying on the united funds but encouraged instead to take to innovative resource mobilization such as generation of income from entrepreneurial activities, project-tied loans, public contribution, tax sharing and tax-assignments, matching grant incentives for tax collection.

Sarkaria Commission (1988) recommended that the Centre-State relation had not favor the idea of L.M.Singhvi Committee to confer constitutional status to the PRIs. The Committee advocated that the power of enacting any law on the
Panchayats vests under entry 5 list 11 exclusively states. Uniformity in these aspects of the law through the Territory of India is essential. The commission explained by the state legislatures in accordance with a model bill prepared on the basis of consensus at the forum of the inter-state council, recommended by us to be established under article 263 of Constitution of India.

Manikyamba (1989) in her study of Andhra Pradesh covered in the socio-economic background in general and political backgrounds in particular. It threw light on the important determinates of shaping the nature and level of participation of members in political Institutions. The study revealed that education and participation were interrelated. Next economic status gave a sense of confidence and encouragement to participate. The participation of the poor women members was mostly found insignificant.

Murthy and J. Satia et.al (1990) analyzed on ‘how well do India’s Social Service Programs Serve the Poor?’ Reaching India’s poor calls for greatly improved social service delivery systems, better targeting of the poor, more coordination between agencies, policies aimed at income generation, and more involvement of the poor and of non-governmental organizations. The authors found that India's social services were used relatively little by the poor. The health and education of the poor has improved but not as much for the population as a whole. The reasons that all social service programs did so little to alleviate poverty are similar. Physical access to education and health services has improved but inequalities exist because of biases in locating facilities. The access of the poor to housing, social
security, and social welfare services has been limited because these services were inadequate relative to needs and because services leak to the non-poor. Social service policies are not comprehensive enough and the quality of services is low. Issues common to the social sector delivery systems are weak management, ineffective targeting, and inflexible service delivery systems that result in a mismatch between perceived needs and services delivered. The bureaucracy is inadequate to reach the poor. Existing capacity and resources are inadequate, particularly for education and health.

Oommen Abhijit Datt (1995) deals with on Panchayat and their finance about the importance and principles of local finance. He also deals with the sources and the problems of local finance in India. He examined that the main problem of local bodies is its heavy learning on state government for financial supports.

Rukmani R (1995) conducted a study on ‘historical review of Panchayats and their legislations in Tamil Nadu’ from the pre-independent period to the modern period. The study compared in the Tamil Nadu Panchayat Act, 1994 with that of the previous Acts and identified the deviations the new act has taken.

Gouda et.al (1996) studied on elected Panchayat women leaders in Karnataka’. They found that the women members of developed taluks were found to play a better developmental role than their counterparts in the backward taluks. The study revealed that among the Socio-economic attributes such as age, education, caste, annual household income and land holding of women leaders, only education and annual house hold income had a highly significant and positive
relationship with their developmental role performance. The findings of the study stated that women members of the PRIs could play an effective developmental role if they were given adequate recognition and encouragement.

Shanmugam (1996), studied financial status of municipalities in Tamil Nadu. He suggested that the likely increase in urban productivity and population growth would place a heavy burden on all kinds of urban infrastructure and services. The revenue base of municipal governments has been eroding consistently while its responsibilities for augmenting existing services have been growing. There is an urgent need for major reforms are establishing transparent and predictable system of local finances. The inter-governmental transfers relating to local governments continue to be of an adhoc nature and all influenced by the existing political equations.

Deveraj (1996) studied municipal finances in Tamil Nadu. He discusses that fiscal conditions of the Municipal bodies in the state have examined by several committees in the past as has been done in most of the other states. All these committees have highlighted the problem of inadequacy of the finance of the municipal bodies. They have also highlighted that the level of spending for services to the people is too low and that there is not much scope for improvement in that the measures taken to assist these municipal bodies have been only adhoc. There has been no systematic or uniform approach in the effort either in conducting studies or in enforcing better resource raising measures at the level of municipal bodies. The
constraints on the resources of the state to meet its own commitments have naturally contributed to such adhoc and temporary measures.

Sudha Pai (1998), discussed about “the pradhanis in Panchayats” a Field notes from Meerut District, this study argues that the role of the Pradhanis in Gram and Block Panchayats. The prdhan’s play an almost insignificant role in the function of the gram and block Panchayat level bodies. They never attend any meeting or made any decision about allocation of funds to individuals or schemes. Women in spite of the provision of reservation are marginalized and play a minimal role. She also suggested that the provision has not led to women participating in decision making in local bodies.

Gangadhar Reddi (1998), analyzed on ‘the challenge ahead Panchayati Raj’, the amendment of Constitution of India provides for reservation for the SCs and the STs at all levels in proportion to their population and in proportion of the area. The seats shall be filled by Direct Election. One-third of the reserved seats shall be reserved for women belonging to the SCs or as the case may be, the STs. One-third (33 per cent) of the total membership has been reserved for women (including the number of seats reserved for women belonging to SCs and STs). The seats shall be filled by direct election in every Panchayat and these seats may be allotted by rotation to different constituencies in a Panchayat. Not less than one-third (33 per cent) of the total number of offices of chairpersons in the Panchayats at each level shall be reserved for women by rotation to different Panchayats at each level. The offices of chairpersons shall also be reserved for SCs and STs.
Krishnasamy Committee (1998), discussed about the harmonious relationship between officials and non-officials at the district level and public servants are also conscious of their accountability to the people. But unfortunately, some officers have not changed their style of functioning even now and often make interventions in to the authority of local self-governments. Such attempts should be resisted absolutely at the political and official levels.

Rashmi Mishra (1998), in his article “the devolution of power to women in Panchayat Raj in Orissa challenges and opportunities” explains the representation of women in PRIs in Orissa. The total number of women ward member is 28,595 out of 81077, the total number of women sarpanch is 1,862 out of 5,261, the Panchayat Samith member is 1,870 out of 5,260, the Panchayat Samiti Chairman is 114 out of 314, the Zillah parshid member is 294 out of 354 and the Zillah parished president is 10 out of 30. She also explained the future challenges of the women elected members such as there is a need for comprehensive and meaning for training programmes for women representatives to provide functional literacy to female Panchayat members.

Lelitha Bhai K N (1998), revealed that the earlier studies of ‘empowering women through Panchayati Raj’ under the provisions and reservations made in the constitution, women and weaker section in general should be made cautious and aware of their rights to represent and highlight their problems in Assembly and Parliament and in PRI. Reservations in the fields of education and services should be strictly implemented as provided in the constitution. Under conditions of
illiteracy the empowerment of women as well as effective functioning of Panchayati Raj is difficult. The uneducated women who are elected to PRIs remain the prototype of the women at the gross-roots who want to have a say in the decision making process at the local level. The new system of Panchayati Raj which gives importance to women’s participation in formal institutions will help to rectify gender imbalances and to promote the interests of women.

Singh J.L. and Pondey G.P (1998) argued that the structure machinery and working of PRIs in India in historical perspective. He says that Panchayati Raj has been suffering from a crisis of confidence and a low level of self esteem. It is also suffer from some other difficulties like inadequate financial resources, in equalitarian attitude of officials, mass illiteracy ignorance class consciousness partly strife and limited financial and administrative autonomy and lack of faith in grass-roots democracy. In spite of all these defects and deficiencies, the PRIs have added a new dimension to rural development and have brought socio-economic democracy to the doorsteps of the common man in India villages. He suggests that the basic needs of Panchayats Raj are (i) Sound, scientific and properly articulated structure of government and (ii) an effective administrative machinery geared up to operate without frictions, so that the PRIs can function was the organs of civic and socio-economic democracy and instruments and rural development.

Justus Richter (1998) worked on ‘Local Government Finances in India’. The objectives of the study were to assess the resource base for the Gram Panchayats and to analyse as to what more needs to be done to strengthen their financial
grounding. The methodology of the study was consists both primary and secondary data were collected from various sources. The primary data were collected from Gram Panchayats Offices of the Kerala. The secondary data were collected from State Finance Commission Report. The period of the study was in 1990-01 to 1993-94. The author used simple statistical tools for the study. The found that the Gram Panchayats were getting more than half of the total income from the taxes imposed by it, while the expenditure side the public works was getting first place in the Gram Panchayats. The conclusion of the study, the existing resources are not enough to carry out their increased responsibilities. But, when the per capita income is taken into consideration, the position of the Gram Panchayats is not very strong.

Richter Justus (1998) revealed on ‘Local Government Finances in India’. The objective of the study was the Panchayati Raj Institutions revenues and what are the sources of income assigned to them. The problem of the study was the PRIs have been depending on government grants for their countable expenditure heads. The methodology of the study was consists both primary and secondary data. The primary data were collected from 8 Gram Panchayats of 5 Districts of the Karnataka. The secondary data also were collected from State Finance Commission Reports and District Local Funds Allocation Reports. The period of the study was 1994-95 to1995-96. Out of 8 Gram Panchayats, only 5 Gram Panchayats data collected for two years 1994-95 to 1995-96, rest of the three Gram Panchayats data collected for only one year 1994-95. The author used simple statistical tool for the study. He found that 8 Gram Panchayats received revenue from government averagely worked out 1.84 lakhs in 1994-95 and 2.52 lakhs in 1995-96. The other
side of own sources was received 41 per cent in 1994-95 and 29.5 per cent in 1995-96.

The conclusion of the study Gram Panchayats can raise their revenues in a significant measure and thereby reduce their dependence on government grants-in-aid. But why the Gram Panchayats find it difficult to raise their own resources. There are two factors, one is Gram Panchayats being smaller units in terms of area and population and another thing is the elected representatives are too close to the peoples, that is why they find it difficult to impose and strictly collect taxes. The thought that Gram Panchayats have been established not so much for facilitating self-governance as doling out benefits to them free of cost. They don’t have any responsible at all towards meeting the cost of such benefits. When this happens, the whole philosophy of self-governance by the PRIs will be doomed.

Oommen John (1998) worked the ‘Panchayati Raj Finances in Kerala, Tasks Ahead. The Prime objectives of the study were to assess the resource base of each tier, and what more needs to be done to strengthen their financial grounding. The author took the three tier’s income and expenditure for analyse. The period of the study was in 1990-91 to 1993-94 for the Gram Panchayat, in 1996-97 for the Block Panchayat and in 1995-96 to 1996-97 for the District Panchayat of Kerala. The Methodology of the study was both primary and secondary data were used for the study. The primary data were collected from three tier’s office, while the secondary data were collected from State Finance Commission Report of Kerala.
The Author was used simple statistical tool i.e., Plus, Minus, Average etc., for the study. The author found that, the Gram Panchayat was getting more than half of the total income from the taxes imposed by it, while the expenditure side the public works was getting first place in the Gram Panchayat. The rest of the two tiers were not getting that much of amount from the taxes imposed by it. The conclusion of the study was the existing resources are not enough to carry out their increased responsibilities of Gram Panchayats. But, when the per capita income is taken in to consideration, the position of the Gram Panchayat is not very strong level.

Sudeep Jain (1999) analyzed the financial management in urban local bodies. He found that the revenues of the urban local bodies are unable to keep pace with the increasing demands on expenditure. He mentioned several reasons, which are increasing salaries, political pressure to make huge developmental expenditure in short periods in order to gain popularity, siphoning of funds because of corruption and increasing public expenditures. He suggested that social waste management function should be delegated to the residents. Property tax should be made transparent by calculating on a square foot basis. Ceiling on increase of property tax should be done away with the view to provide a more equitable tax.

Mahi Pal (2000) explains that ‘the Panchayats in Fifth Scheduled areas’, it deals with the problems of SCs, STs, and Hills area people. The states of Andhra Pradesh, Himachal Pradesh, Bihar, Maharashtra, Madhya Pradesh, Gujarat, Rajasthan and Orissa are covered under the fifth scheduled areas. The development programmes are implemented in the fifth scheduled areas at village level.
Govinda Rao .M (2000) pioneering work on fiscal decentralization in India federalism, pointing out that the Finance commissions is constituted as per the provision is article 280 of the constitution of India. This provides statutory devolution of taxes and grants-in-aid from centre to the states. The Finance Commission formula for tax devolution is based on general economic indicators. In the transfer system special category states with higher per capital income levels receive more favourable treatment in the transfer system then many of the poorer states.

Pradhan and Raji Rajan et.al (2000) discussed on ‘Public Spending and Outcome of Social Services in India: A Review during the Regime of Policy Reforms’. This overview paper studies the performance of India’s social sector in the context of the structural adjustment program that began in the early 1990s, and which resulted in a drastic reallocation of expenditure across government program areas. It examines public expenditure patterns, and attempts to assess the impact of reforms in terms of changes in per capita public expenditures, and in terms of measured outcomes. In general, the paper finds a weak but positive relationship between State per-capita expenditure on healthcare and changes in life expectancy. Rajasthan and West Bengal are notable exceptions to this relationship. Uttar Pradesh, despite ranking first in terms of education expenditure per capita, and third in terms of health expenditure, achieves poor outcomes in both health and education. Kerala, in contrast, does well in spite of low per-capita expenditure. The paper concludes, as have other studies that expenditure is only weakly associated with outcomes.
Mahal and Deepak et.al (2000) Decentralization and Public Sector Delivery of Health and Education Services: The Indian Experience. This paper has two main objectives: (1) to trace the progress of decentralization in the provision of social services; and (2) to test the hypotheses that decentralization in the system of public service delivery in primary health care and education will lead to improved outcomes in rural India. On the first point, the paper finds that prior to 1992, with the exception of a few states there had been little or no progress on decentralization. Local government bodies in rural India had little control over finances, administration, or expenditure decisions, acting mainly as executing agents for other government line agencies. Following the 1992 Constitutional Amendments, there has been significant progress towards decentralization, particularly in such states as Madhya Pradesh and Kerala.

The paper cautions, however, that it is too early as yet to comment on the sustainability of these efforts. Turning to the impact of decentralization, the paper finds, after controlling for socio-economic circumstances, the presence of civil society organizations, and the capture of local bodies by elite groups, that decentralization is, indeed, associated with improved outcomes. A number of indicators of democratization and public participation – frequency of elections, presence of NGOs and parent-teacher associations, etc. – generally have positive effects; these effects, are, however, not always statistically significant. The authors conclude by recommending further work on developing better measures of decentralization and social participation and suggest that village-level case studies be undertaken.
Nayar, K.R. (2001) revealed on ‘Politics of Decentralization: Lessons from Kerala’. Kerala’s progress towards decentralizing its healthcare delivery systems, particularly in the context of India’s Structural Adjustment Program (SAP) and the state’s own People’s Planning Campaign, faces a number of challenges in the coming years. Despite achieving a large decline in infant mortality rates, Kerala currently has unduly high morbidity rates; the incidence of certain diseases, in fact, is on the rise. These complexities are likely to become more acute in the future, this paper argues, unless certain crucial issues are addressed.

First, author finds, there is conflict between the professional and political leadership at the village level, where healthcare professionals are largely excluded from the planning process. Second, villages’ Panchayats are frequently in conflict with the State government, particularly over such issues as drug supplies (which are controlled by the state), recruitment of staff and other management issues, and the allocation of funds for various programs. Third, Central and State government programs may conflict with each other, whereas Panchayats are responsible for implementing both types of programs. Fourth, the devolution of financial and political powers to the village level has remained incomplete due to the opposition of State-level political leaders and bureaucrats. Finally, there is a great deal of confusion over the prioritization of preventive versus curative healthcare programs.

Institute of Development Studies, University of Sussex (2001) “Bringing Citizen Voice and Client Focus into Service Delivery” In the mid-1990s, Kerala’s State Planning Board empowered local governing bodies to draw up and implement
five-year development-related plans within their respective areas of responsibility. A large portion of the Board’s funds (35-40 per cent) was to be used directly by Panchayats to undertake development projects at the grassroots level. By harnessing the technical and professional expertise of pensioners and mass organizations, and by motivating them to participate in local level planning, this project aims to further decentralize Kerala’s planning process. This brief case study looks at the campaign’s background, aims, objectives, enabling and limiting factors, and the prospects for and constraints on reliability. Although the project is found, so far, to have made significant progress in just 10 per cent of all Panchayats, it is vital for planners to meet a number of key challenges (most importantly, that of institutionalizing what is essentially a short term mobilization process) in order to ensure further progress.

Krishna Rao (2001) conducted a study on Rural Local Bodies, Panchayati Raj and Rural Development in Andhra Pradesh. The objectives of the study were to importance of Gram Swaraj and the proportion of financial devolution to the PRIs by State Finance Commission in Andhra Pradesh. The author collected secondary data for the study.

He found that the Andhra Pradesh government constituted a cabinet-sub-committee on strengthening of local bodies as envisaged in 73rd Constitutional Amendment Act. The committee recommendations for the delegated to PRIs, and granted 364 Crores per annum, in addition to the assigned revenue given to the PRIs. The state government has been followed for the financial devolution formula
based on per capita requirements. In 1998-99 the state government has released 243.76 Crores, in 1999-2000 310.31 Crores and 2000-01 107.66 Crores to the PRIs. The conclusion of the study was the state government gave funds to the local bodies, but the fund was decreased from every year 1998-99 to 2000-01. The state government gave more power with poor allocation of finance to the local bodies.

Shariff et.al (2002) worked on ‘State Adjusted Public Expenditure on Social Sector and Poverty Alleviation Programmes’. This paper looks at trends in India’s public expenditure on social services and poverty alleviation programs from 1990-91 to 2001-02. Although States account for a large portion of total expenditure on these sectors, the Center’s share (which varies from about 10 per cent to over 40 per cent, depending on the sector) appears to be increasing over time. By analyzing trends in State expenditures, expenditures by the Central government, and the combined (adjusted) Central and State expenditures, the authors arrive at some significant findings.

First, although the overall expenditure on social services appears to be increasing in real terms, States are accounting for a decreasing share of the total, while the Center’s share is increasing disproportionately. Second, there are found to be large inter-sectoral reallocations of funds in the poverty alleviation programs; notably, funds that were previously used for employment generation programs are now diverted to the rural road construction program. Third, looking at combined Central government expenditure on health and family welfare, water and sanitation, and education, they note an increase, from 3.4 per cent of total budgetary allocation
in 1990 to 5 per cent in 2001. The share of total expenditure on education rose from 1.5 per cent in 1990-91 to 2.5 per cent in 2001 (a 66 percent increase); the expenditure shares of “health and family welfare” and “water and sanitation” each went up by 50 per cent, from 1.2 to 1.8 per cent in the former case, and from 0.4 to 0.6 per cent in the latter case.

Jha, Shikha (2002), revealed on Strengthening Local Governments: Rural Fiscal Decentralization in India’. The process of rural decentralization in India picked up pace in the early 1990s, with the 73rd Constitutional Amendment Act in 1992. Scant literature exists, however, on the financial status of rural local governments. This paper evaluates the extent of fiscal decentralization that has taken place, and, consequently, to what extent rural governments has effective control over expenditure decision-making. It is based on an analysis of budget data for rural governments in seven Indian states - Andhra Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh – during the 1990s. It finds that the process of decentralization has considerably slowed down in recent years, largely due to conflicts between state and local governments. Local governments have repeatedly accused the states of withholding grants and other external funding, and of not sufficiently devolving powers and authority. In some states, though, there have been genuine and wide-reaching moves towards decentralization. The paper concludes with some brief recommendations on taking the process forward.

study were to study the origin and growth of the local self-government finance system and local bodies in Tamil Nadu, and income and expenditure pattern of Sankarapuram Panchayat Union and the income and expenditure pattern of selected Village Panchayats in Sankarapuram Panchayat Union. The methodology of study was only primary data was collected from Sankarapuram Panchayat Union and five selected Village Panchayats under the union, also conducted a focus group discussions with the BDOs and Village Panchayats representatives of Village Panchayats.

The mode of selection was the Village Panchayats out of 44 Village Panchayats, one from Woman, one from SC Man; others three were general Village Panchayats. Some simple statistical tools like ratio, average and percentages were used for the study. The period was covered only five years from 1996-97 to 2000-01. The findings of the study were more than 75 per cent of the revenues hailing from Centre and State Governments to the Panchayats Union and Village Panchayats respectively. Only 25 per cent of the revenue received from their own revenue within their jurisdictions. Finally the conclusion of the study was entire Village Panchayats and Panchayats Union heavily depends on only Centre and State Governments Grants.

Amitabh Behan and Yogesh Kumar (2002) his working paper on, Decentralization in Madhya Pradesh, India: From Panchayati Raj to Gram Swaraj. The objective of the study was to examine the functioning of PRIs between in 1994 to 1999. The period of the study was 1995-2001. The study was based on both
primary and secondary data. The primary data were collected from selected five districts based on socio-cultural region with substantial tribal population in Madhya Pradesh. The secondary data were collected from Village Panchayats relating to revenue and expenditure and funds allocation from the government.

The authors found that the state government transferred 2.91 per cent of the total revenue to the Panchayats. The state government has devolved grants to all three levels of PRIs in accordance with the recommendations of the Tenth Finance Commission, i.e., 3.45 per cent to District Panchayats 8.04 per cent to Panchayats Union and 88.52 per cent to the Gram Panchayats. The State Finance Commission devolved 50 per cent to the Village Panchayats.

Pandey J.N. (2003), studied in his book “constitutional law of India,” explains the Constitution (73rd Amendment) Act, 1992 added a new part ix consisting of 16 articles and the Eleventh Schedule to the Constitution. It explains the Panchayati Raj and Nagarpalika Constitution Amendment Act provide Constitutional guarantee to basic and essential features of the Self-Governing democratic institutions in Rural and Urban areas, including regular elections to Panchayats, reservation of seats to SCs, STs and Women and devolution of Financial and Administrative powers. The Institutions were established by the States but they were not functioning well. These amendments were aimed at revitalizing in PRIs and given them a new life.

Goel. S.L. and Shalini Rajneesh (2003), studied about the administrative setup of the Local-Self Government, financial administration and functions of the
local self-government. They also explain the personnel administration, people’s participation, women empowerment, programme administration and planning for rural PRIs.

Dilip Ghosh and Santanu Ghosh (2003), attempt their work on ‘Do matching Grants Ensure Greater Resource Mobilization?’, They find out that the state government’s or higher level public authority’s ploy of inducing the local or lower level government to generate more resources by enhancement or rate of grants, under asymmetric information conditions succeeds in doing so. They were using micro economic apparatus, they establish that such an attempt may boomerang; the revenue collection at the local level by the local government may actually diminish. Their exercise demonstrates that the local government will prefer untied grant to equivalent project-tied grant. Finally, they come to the conclusions that granting of autonomy by assignment of jurisdiction to the local bodies to collect the taxes shall prove the best strategy in the long run.

Manab Sen (2003), rightly stated that his work on Transfer for Local Finances and Case Study of a Gram Panchayat, he has suggested two main parts. In the first part he has examined the recommendations of State Finance Commissions and drawn four major patterns: (i) Sharing of all revenue proceeds, except in Punjab which resorted sharing of specific taxes, (ii) Reform of property taxes in terms of re-assessment and effective collection, (iii) Assignment of a number of taxes and levies to the PRI like license fees/entertainment taxes for television cable (Kerala), fee registration of birth and death (Assam, Kerala), taxes on
advertisement/hoarding, tax on profession (Punjab), house tax (Rajasthan), and (iv) PRIs being short of funds for discharging obligations as only less buoyant taxes are passed on. He concludes that PRIs depend on ‘funds from above’ and the constitutional amendment has not so far significantly altered the equation between the PRIs and the state and therefore much talked out cooperative federalism remains a pipe dream.

Chandra Ballabh Sharma (2003), studies explained about the PRIs at Block level and Gram Panchayat levels in two Districts of Haryana, viz., Kurukshetra and Fatehabad his attempted on Finances of PRIs in Haryana. The primary data were collected from three Blocks and eleven Gram Panchayats four each Bhuna and Tohana Blocks of Fatehabad District and three Gram Panchayats from Thanesar Block of Kurukshetra. By analyzing the data for four years two before the new act and two after, this study tries to see the difference in scene. It concludes that the adoption and implementation of the 73rd Amendment Act has tended to strengthen the role of PRIs in Haryana.

Karunakaran Pillai (2003), examined on his work that the deliberations and recommendations of the 11th Finance Commissions Decentralized Public Finance. He finds that the 11th Finance Commission has suggested that several measures to make Panchayats financially viable. For determining the allocation of funds to the states for Panchayats the commission adopted an index of decentralization, which is based on ten parameters, and assigns a weight of 0.2. The author notes that it has also recommended a number of constitutional, legislative and administrative
changes for strengthening Panchayats. The author concludes that the report of the 11th Finance Commissions is outstanding in terms of ensuring that the Panchayats function as the effective third tier of the government.

Dilip Ghosh and Santanu Ghosh (2003), reveals that their work on the dismal state of Panchayat finances, the study was the finances of some of Panchayat Samitis West Bengal. They were providing a history of development of local self-governance in India and finances of the districts of West Bengal; they concentrate on three Panchayat Samitis. Their study amply establishes that the Panchayat bodies more or less everywhere have huge dependence on the grants-in-aid from the state government, which means they have less autonomy. They feel that there are potentialities for raising funds but these are not sincerely exploited mainly because of apprehension in erosion of the vote bank a charge often attributed to any sub-national government. They quote Abdul Aziz for corroboration that dependence on state government for resources may increase at a faster rate in future and may even reach a point of one hundred per cent dependence, when the whole philosophy of self governance by the PRIs will be doomed.

Geeta Sethi (2004) has revealed that on ‘Fiscal Decentralization to Rural Governments in India’. The objective of the study was a fiscal devolution package to resolve the mismatch between functions and resources of selected Gram Panchayats of Kerala. The methodology of the study was both primary and secondary data. The primary data were collected from 26 Gram Panchayats out of 991 Gram Panchayats of Kerala. The selection of the study areas was on multi-stage
random sampling methods. The secondary data were collected from 2\textsuperscript{nd} State Finance Commission (SFC) Report. The period of the study was in 1993-94 to 2001-02. The first set consists of time series data for six years in 1993-94 to 1998-99 for all Gram Panchayats. The 2\textsuperscript{nd} SFC data 1999-02 contain receipts and expenditures of own funds, including funds received for Centrally Sponsored Schemes.

The author was used regression and co-efficient analysis for the study. She found that the cross-section analysis of variations in revenue performance among Gram Panchayats for 1993-94 to 1998-99. It’s indicates wide variation in per capita own source revenue, functions and resource allocations. More than 75 per cent of the revenues were getting from centre and state transfers, rest of the 25 per cent of the revenues were getting from own resources. The conclusion of the study was so many gaps between functions and resource allocations of Gram Panchayats of Kerala. The impact of decreasing the resource allocations to Gram Panchayats the development functions was impaired. Hence, the Gram Panchayats should increase their own revenue to some extent. The other side the centre and state governments should allocate sufficient resource to Gram Panchayats.

Geeta Sethi (2004) has worked out on ‘Fiscal Decentralization to Rural Governments in India’. The objective of the study was to examine policies and institutions over a period of time and the determinants of Gram Panchayats revenues and expenditures. The methodology of the study was both primary and secondary data were collected from various sources. The primary data were
collected from 636 Gram Panchayats out of 5659 Gram Panchayats in the state. The sample Gram Panchayats was selected by four region from four districts. Of the four regions one was highest per capita income, another one was state average per capita income and remaining two regions were low or poor per capita income. All the respondents were only Gram Panchayats representatives.

The author was used the regression, qualitative and quantitative data for the analysis. The period of the study was in 1999-00 to 2002-03. She found that, all the Gram Panchayats from the four districts were getting 76 per cent of the revenues from transfers and only 24 per cent contribution from own tax revenues. The author has conclusion of the study was the Gram Panchayats always expecting grants from centre and state government, but both governments could not transfers the grants to the Gram Panchayats properly. In the other side, the position of expenditure of Gram Panchayats does not show equity. This system has not been able to ensure that the Gram Panchayats the most meaningful tier of fiscal decentralization is empowered to play a significant role in spending on local needs and priorities.

Kanak and Ghosh (2004), made an attempt on ‘Finances of Panchayats in West Bengal-New areas of Resource Mobilization’. The objectives of the study were to find out the revenues and responsibilities of Panchayats and explore the possibilities of new areas of revenue generation in West Bengal. The authors were used the empirical data and secondary data for the study. The period the study was 1990-01 to 2001-02. The authors found that the tax-revenue constitutes over 60 per cent, where as non-tax revenue constitutes less than 40 per cent of total revenue.
However, share of non-tax revenue in total revenues has increased over the period 1990-01 to 1997-98 from 36 per cent to 39 per cent. Non-tax revenue as proportion of total revenue forms a very small portion of total revenue and it’s decreased from 10.86 per cent in 1990-91 to 3.08 per cent in 1997-98. The own revenue accounted for only as low as about five per cent of total revenue of the Panchayats in 1997-98. This shows the utter dependence of the Village Panchayats on the finance devolved to it from upper tiers.

The conclusion of the study was the 73rd Constitutional Amendment Act 1993 has given more powers and responsibilities to the PRIs, especially to the Village Panchayats to collect the taxes. There are large scopes for raising new area of revenue resources viz, fully utilizing the sources assigned to them and exploiting certain potential sources of tax and non-tax revenues such as the agricultural income tax, commercial, horticultural and market fees from regulated markets used of common lands of the Village Panchayats. But the Panchayats at all three levels were reluctant to impose taxes. Impacts on these they are heavily dependent on the grants from the centre and state governments.

Round Table Media Leaders (2005) discussed the media on women and governance and enhance their understanding and articulation on the issue of grass-roots governance. It was also intended to get commitments from editors for “space,” on writing and reportage on critical issues of women leaders in Panchayati Raj. They also explained, “The Hunger Project has worked directly with 1,243 elected women leaders, in strengthening their leadership. It is now beginning works in 17
Tsunami affected Panchayats with micro planning and reconstruction.” Tamil Nadu had media tie-ups with Dinamalar newspaper and brought out a supplement “Panchayat Malar” for 54 weeks that reported on several issues of governance, government orders, schemes and success stories.

Harihanan. N. P. (2005), studied in his book “Lights and shades of Indian Economy,” explained the Centre-State resources transfers and the grants provided for the Panchayats and Municipalities is based on the Rural/Urban Population of the State (40 per cent), index of Decentralization (20 per cent), distance from the highest per capita Income (20 per cent), Revenue effort of the Local Bodies (10 per cent) and Geographical areas (10 per cent).

Narayana D [2005] study analyzed on Local Governance without Capacity Building - Ten years of Panchayats Raj. He concluded that the financial administration and functioning of the elected representatives have poor awareness of powers and responsibilities and another necessary condition for the success of local government is to engage with elected representatives. There is great need for capacity building in accounts budgeting, monitoring and so on. It is only when elected representatives have the full responsibility of not only deciding upon what work to undertake but also to raise the finances for it, by taxes or otherwise, in a hard budget constraint situation, that changes become possible”, at the Village Panchayats level in Tamil Nadu.

Kesar Singh (2006), in his studies of “Panchayati Raj in India” the Mauryam Age (324BC-236BC), the Village Administration was closely linked with
Agriculture and the Village was Self-Governed. The Village Head Man and the Accountant actively performed their roles in the Village affairs. There is evidence that in some Villages, the Village Assembly was formed of the entire Village Population. His study discussed about the Administration of the Revenue and Expenditure of the Post-Independence Period. He explains the Gandhiji Village Panchayat, it gives the Democracy cannot function through the Twenty People sitting in the centre; it should be from the basic level and by the People.

Ruddar Datt and Sundaram K.P.M. (2006), studied about the 12th Finance Commission had emphasized that, the Grants allocated to Panchayats, priority should be given to Expenditure on the operation and Maintenance Costs of water supply and sanitation and at least 50 per cent of Grants provided to each State for the Urban Local Bodies should be earmarked for the scheme of solid waste management. The 12th Finance Commission argued that the Urban Local Bodies (Municipalities) had a greater access to tax and non-tax resources of their own, and therefore, it were the Panchayats which required substantial support. According to the 2001 Census report, Urban Population in India constituted 26.80 per cent of the total Population. Hence, the 12th Finance Commission's Grants in aid were based on the ratio of 20:80, that is, Rs.5, 000 crore (20 per cent of the grants) would go to Panchayats. In this connection; the 12th Finance Commission had also recommended separately Grants for maintenance of roads and buildings which include the roads maintained by the Municipalities.

Pramod Kumar Rai (2006) conducted a study on “Gender Inequality in Rural
power structure and political empowerment of women in Panchayati Raj a case study of Angalo Gram Panchayats in Jajpur District of Orissa.” It explains women in India are not only neglected by the Patriarchal tradition but also denied equal opportunities with men as regards to their Socio-Economic and Political Status. The Angalo Gram Panchayat had 14 wards, 2/3 of seats are reserved for women. The total number of women representation including the Sarpanch is 6 out of the total 15 elected representative in the Panchayat. The Orissa Gram Panchayat Amendment Act, 1995 that came into force on 27th September, 1995, the district collectors directly arranged to the names of the Grams within a Block in Oriya alphabetical order and reserve one-third of the total number of offices of Sarpanches in each Block to women. The Rural Local Bodies held on January1997, and resulted in empowering women at least in 2/3 Panchayats of each Block in every District as Sarpanches and elected representatives.

Mor. K. K. (2006) conducted a study on relationship between Panchayats and Community Based Organisations for Development. It examines the relationship between the PRIs and the CBOs in the context of two Community Development Blocks such as, Karnal and Nilokheri in Karnal District in Haryana. The Panchayats with such powers and authority as may be necessary to enable them to function as an institution of Self- Government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level. It consist the devolution of powers and functions upon PRIs may be discussed with reference to the three functions like, transfer of functions, transfer of functionaries
and transfer of fund and financial autonomy. The CBOs is an organization of a group of individuals who have joined hands to achieve a common goal.

The important CBOs who work in the village are Mahila Mandal Farmer's Club, Youth Club, Water-shed Committee, Water-shed Association, Self-Help Group, Milk Society, Thola-Panna Panchayat, Eco Club, Water user Groups, Parent Teacher Association, Swasthya Samiti and Literacy Group, besides others. He explains the objectives are the relationship between Panchayats and CBOs. The majority of the elected representatives (61.1 per cent) were not aware of the different CBOs working in the villages for improving the delivery mechanism in different spheres. The elected representatives (88.9 per cent) admitted that there was no co-ordination between the Gram Panchayats and CBOs.

Narayana K.S. (2006) conducted a study on “policy efforts and status of empowerment, participation and development achieved through PRIs.” It is explained the Village Panchayat functioned as agents of social control and concerned with maintenance of public order, setting local disputes, ensuring collective needs of villagers. This study consist the objectives to promote Decentralized units of Self-Governance with peoples greater participation, and to facilitate gender empowerment on the premise that greater access to women in political institutions would supplement pace of development as women are assumed to endow with more empathy, less corrupt and deeply committed to social development. The Government has made arrangement for the training of the PRI members.
A large number of members do not attend such training programme either because the training venue is far away from place of residence or due to domestic imperatives. Most of these women have to take care of children, work on the fields, attend to cooking and other domestic chores and a few of them even have to work as wage laborers. A large number of women members avoid the Gram Sabhas as they do not like to open their mouth in front of the village elderly and those belonging to high caste groups. He concludes that the reservation for women and to socially disadvantaged groups is a significant milestone in our effort to provide them adequate access to political power. Since, large number of members are confronted with child-care/rearing, domestic chores (both on-field and off-field), illiteracy, in experience, socio cultural lag etc. They are not able to be effective in participation. As a result of this perception, they pointed out that all Girls below 15 years are attending the village schools.

Yatindra Singh Sisodia (2006), worked on People’s participation in Gram Sabha – A Case Study of Rural Madhya Pradesh. The objective of the study was to explore the nature of people’s participation in Gram Sabha in Madhya Pradesh. The author was purposely selected two districts namely Shajapur and Dewas, moreover one block selected from each district whereas five Gram Panchayats were selected where due representation was given to women-headed Gram Panchayats. This study was consists of both Primary and Secondary sources. The Primary sources were collected from selected 731 households with the using structure and semi structured schedules from ten Gram Panchayats, the schedules consists some important questions like, representation of family members by Panchayats, Villager’s
participation in Gram Sabha meetings and Attendance at Gram Sabha Meetings these questions were asked with the respondents, while the secondary sources were also collected from respective Gram Panchayats office and Block offices.

The major findings of the study was only 11.80 per cent of the households in the villages have background of Panchayat representatives whereas 88.20 per cent households were never associated with the Panchayat either as elected or nominated members. Out of 731 households, only 5.60 per cent reported that they regularly participated in Gram Sabha meetings whereas 26.30 per cent responded that they seldom attended the meetings. Remaining 68.10 per cent household pointed out that they never participated in the meetings. Out of 731 households, only 2.50 per cent households are of the view that all men and women attend the meetings of Gram Sabha. 26.70 per cent households argue that head of family attends Gram Sabha meeting. Remaining 68.70 per cent households are of the view that nobody attends the meetings.

The conclusion of the study was the low participation can be mainly attributed to the strongly entrenched caste system; class differentiations and gender divide in villages. Sarpanch and other influential people dominate in decision-making process and moreover two prominent and sharply contrasting groups leading the Panchayats – the groups of traditionally influential representatives and the other of new as well as raw entrants.
The Discussion made by Bhujanga Rao (2007), on “the Central Flows to Panchayats a comparative study of Madhya Pradesh.” The objectives of the study was to the transfer of resources from the Centre to the States is made on the basis of recommendations of Central Finance Commission. In 2006-2007 total Central and State Share (CSS) flow to the States amounted to Rs.61,318.48 crore. The CSS going through crore and those by passing the State budget amounted Rs.24,802.28 crore and those by passing the State budget amounted to Rs 36,516.20 crore in the year 2006-07. Out of the 41 schemes by passing the State budgets 10 schemes amounting to Rs. 21,407.90 crore in 2006-07 have been identified as teaching the PRIs. The conclusion of the study was Madhya Pradesh have received CSS Funds comprising of both Central and State releases in 2005-06 were Rs.1, 105.24 crore out of which the Central share Rs.1, 012.68 crore during the study period.

According to Sumit Mukherji (2007) worked on, “Local Government and Civil Society, the Indian Experience”. The objectives of the study was to Contents any research for role models should be undertaken in relative rather than absolute terms, as the states differ in respect of their socio-economic conditions as well as geographical and political configuration and thus indiscriminate borrowing of the features of different system, is sure to exacerbate internal contradictions. For the purpose of ascertaining the viability and utility of the Mutual Enrichment Paradigm (MEP) he envisages a Triple Index Parameter (TIP) based on three main signifiers, a) Adaptability, b) Selectivity, c) Operationality. On the basis of Mutual Enrichment Paradigm he discussed the performance of Panchayati Raj bodies in India.
The pioneering work made by Jayalakshmi. K (2008) on “Decentralized Governance in Uttar Pradesh: Operational Issues and Suggestive Frame Work”. The objectives of the study was to examines the existing position of Panchayats in Uttarakhand, in terms of their structure, devolution of function, functionaries and funds with the 51 proposed activity and schematic and mapping at all levels and resource sharing management of key resources like water and forest. She tried to evaluate the role of Gram Sabha, kage and space sharing with Nyaya Panchayatis and Van Panchayats.

Rashid Md. and Anjan Sen (2010) paper examines the level of people’s participation in panchayat activities and level of people’s awareness about rural development programs. The study is done against the background of the Constitution (73rd Amendment) Act, 1992, and Bihar Panchayati Raj Act, 1993 and 2006, both of which aim to empower the rural people by strengthening the Gram Sabha. Gram Sabha happens to be the heart or the core of the Panchayati raj system of local self-governance. The study is entirely based on a primary survey conducted in four villages of Atri Block in Gaya District of Bihar, which is among the least developed and most backward districts of India.

Atulan Guha (2014) argues that the Panchayati raj institutions in Gujarat are being undermined by the state government. The failure to evolve financial devolution to fund the PRIs is making them financially dependent on the state government. Further, the Samras Gram Yojana, which encourages consensus
candidates without elections plays into the hands of traditional dominant castes’ power.

Gandhi Siga (2015) considers that Panchayat Raj Institution has brought a many socio-political changes in the rural Arunachal Pradesh. Therefore, importance and effectiveness of working of Panchayat Raj in Arunachal Pradesh is an interesting subject of study to whether these institutions are an effective mechanism for the modern grassroots democratic political participation. With this objective, the present study is intending to shed light on the democratic decentralization political institutions and empowerment of people in Arunachal Pradesh. The findings of the study reveal that the PRIs in Arunachal Pradesh have been exercising very few powers and perform very few functions. The majority of respondents observed that the intended functions were not transferred to PRIs. It is observed that the Government of Arunachal Pradesh is not willing to devolve power and transfer functions to PRIs. As Pratap Chandra Swain has rightly states that in Arunachal Pradesh, the State Government obviously preferred the “Bureaucratic Raj to Panchayati Raj”.
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