

‘A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH
FINANCE COMMISSION RELATING TO VILLAGE PANCHAYAT
WITH REFERNCE TO PUNE DISTRICT’ (FOR THE PERIOD 2010-
11 TO 2014-15)

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TILAK MAHARASHTRA VIDYAPEETH PUNE

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SUBMITTED BY

Mrs. SONALI AMIT GHULE

(PRN 2112006218)

UNDER THE GUIDENCE OF

Dr. MUKUND N.DONGARE,

M.Com, ICWA (INT), Ph.D.

DEPARTMENT OF ECONOMICS

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Undertaking

I **Mrs. Sonali Amit Ghule** is the Ph.D. Scholar of the **Tilak Maharashtra Vidyapeeth in Economics** subject. Thesis entitled '**A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH FINANCE COMMISSION RELATING TO VILLAGE PANCHAYAT WITH REFERNCE TO PUNE DISTRICT**' (FOR THE PERIOD 2010-11 TO 2014-15) under the supervision of **Dr. Mukund N. Dongare**, Solemnly affirm that the thesis submitted by me is my own work. I have not copied it from any source. I have gone through extensive review of literature of the related published/unpublished research works and the use of such references made has been acknowledged in my thesis. The title and the content of research is original. I understand that, in case of any complaint especially plagiarism, regarding my Ph. D. research from any party. I have to go through the enquiry procedure as decided by the Vidyapeeth at any point of time. I understand that , if my Ph.D. Thesis (or part of it) is found duplicate at any point of time, my research degree will be withdrawn and in such circumstances, I will be solely responsible and liable for any consequences arises thereby . I will not hold the TMV, Pune responsible and liable in any case.

I have signed the above undertaking after reading carefully and knowing all aspects therein.

Signature :-

Address :- Kamalsmruti,

Opp. K.K. Ghule Vidyalaya,

Manjari Bk., Pune- 412307

Ph. No :- 9881729999

e-mail :- sonaliamitghule@gmail.com

Date :-

Place :- Pune

CERTIFICATE OF THE SUPERVISOR

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Signature of the Supervisor

Dr. MUKUND N.DONGARE,

M.Com, ICWA (INT), Ph.D.

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As I was born in the farmer family in the rural area and I am working as a Dy.ceo under the Rural development department, Government of Maharashtra, I have seen various socio-economic issues and problems related to the rural development. Also while working as a officer, I have seen various Schemes, Campaigns and projects initiated by the central and the state government to help the beneficiaries in the rural area and to develop the basic amenities in the rural area. So therefore, I have decided to study the subject 'A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH FINANCE COMMISSION RELATING TO VILLAGE PANCHAYAT WITH REFERNCE TO PUNE DISTRICT' (FOR THE PERIOD 2010-11 TO 2014-15) for the research work to study the various aspects of the scheme on the development issues at village level. I am thankful to all the members of the research review committee, the Head of the Department, Ph.D. section and Dr. Praveen K. Jadhav, Head of the Department, Economics for permitting me to study this subject for research.

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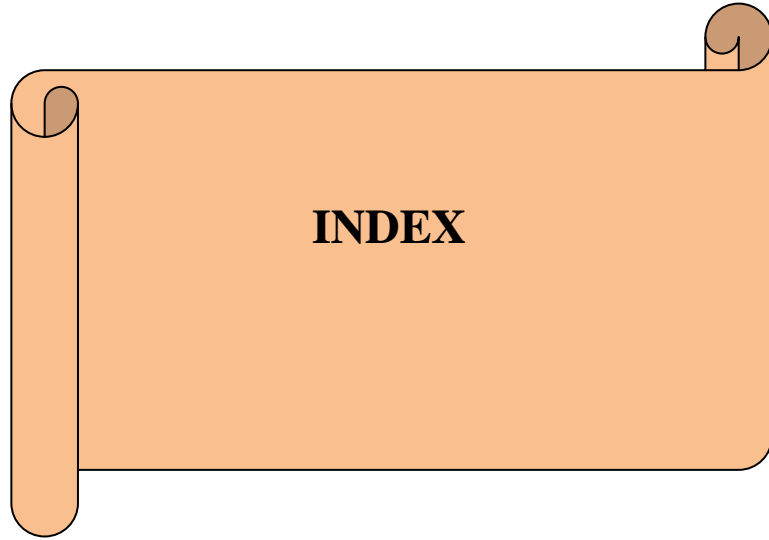
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Place:- PUNE

Date :-

(Sonali Amit Ghule)

Research student



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ABBREVIATIONS

Sr.no	Word	Full form of the word
1	C & AG	Comptroller and Auditor General
2	CAFO	Chief Account and Finance Officer
3	DP	Development Plan
4	Dy.ceo	Dy. Chief executive officer
5	e-PRI	electronic- Panchayat Raj Institution
6	FC	Finance Commission
7	FY	Financial Year
8	GDP	Gross Development Product
9	GR	Government Resolution
10	ISO	International Standards Organization
11	MoPR	Ministry Of Panchayat Raj
12	MoRD	Ministry Of Rural Development
13	NIC	National Center Of Information
14	NO	Number
15	PRA	Participatory rural appraisal
16	PRI	Panchayat Raj Institution
17	PRIA soft	Panchayat Raj Institutions Accounting Software
18	PS	Panchayat Samiti
19	Rs	Rupees
20	SC	Scheduled Caste
21	ST	Scheduled Tribes
22	VP	Village Panchayat
23	ZP	Zilla Parishad

ABSTRACT

‘A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH FINANCE COMMISSION RELATING TO VILLAGE PANCHAYAT WITH REFERENCE TO PUNE DISTRICT’ (FOR THE PERIOD 2010-11 TO 2014-15)

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Reserch Guide:- Dr. Mukund N. Dongare,

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The researcher has tried to study the socio-economic aspects of the scheme at the Village Panchayat level. As the slow and unplanned development of the rural area is one of the major problem in the rural area, the main objective of the study is to find out whether the Village Panchayats need the financial support from the government. to find out whether the Grant distributed by the 13th Finance Commission are enough to help the institutions and whether the process helped them for completing developmental works in the prescribed time limit. The researcher has tried to study whether the Village Panchayats have followed the Guidelines of the 13th Finance commission for pre work procedures, whether the Grants are released in time through the electronic money transfer system and the quality and quantity of the development work using statistical tools.

The researcher has presented the thesis work in the systematic way in five chapters. The chapters are presented as Introduction, Review of literature, Reserch methodology Analysis. The findings are represented in the last chapter - Observations, Conclusion and Suggestions.

As the research is concern with the Pune district, the Village Panchayats are selected from the Pune Distict by random selection method. Out of 1407 Village Panchayats, 92 Village Panchayts are selected for the study purpose. The questionnrie method is used to get general

information, financial expenditures, types of work done and review about the scheme. The secondary data is collected from the block level and the district level to study the overall performance of the Village Panchayats in the Pune district. The data is sorted and tabulated to study the objectives to present the analysis. One sample t test and chi-square test are used for testing the Hypotheses. The results of the tests are represented systematically to describe the findings.

The researcher enlisted the observations based on the analysis. The observations are mainly focused on the types of work done, impact of population, the percentage of expenditure and active participation at local level. Based on the analysis and the observations the researcher has tried to conclude factors affecting the development, view of villagers to finalise the different types of works, expenditure of grants, need of financial support and concept of the decentralization. The researcher has suggested some suggestions related to the criteria of the guidelines, publicity about new innovative work, procedures to be followed while releasing the Grants, remedies to support the Village Panchayats financially and to increase active participation of people. The conclusion and the suggestions based on the analysis will be helpful to fill the gap between the execution of the government policies and the problems at the root level. It will be also helpful to reshape the policies and carry out them in smoothly manner to enhance the concept of the rural development.



CHAPTER 1
INTRODUCTION

CHAPTER 1

INTRODUCTION

1.1 Introduction

The chapter 'Introduction' gives information related to the rural development and its various aspects. Also in this chapter the profile of Pune district has been studied. The first part gives information about the rural economic system in India in various periods, about the panchayat raj institutions system in India and the information about the 13th Finance Commission of India. The second Part gives the information of the Pune district and its significance related to the rural area.

1.2 Rural social and economic system in India before Independence

The institution of rural self administration is as old as the Indian Civilization. One can see the existence and the work culture of the rural local administration since the Vedic period. In ancient period the rural administration or Panchayats were known as Gram Sangh, Village Council or the Nyay Panchayat.

Before the period of the independence Indian villages were autonomous/self-sufficient. At that time 'Panchayat' mainly consisted of five people called as 'Panch'. Panch of the villages were not elected by the village. Mostly they were selected by the local kingdom or by heredity. Panch are mainly involved into the judicial matters related to the religion and caste. Also their main job chart was to look after the traditions and rituals of the community. The work related to the development of the village and the issues related to education, health and basic amenities was not the priority of the panch. The panch mainly involved into the works which were related to the local administration of village, revenue collection and judiciary matters. They were authorized to collect revenue from Villagers and submit it to the monarch. The monarch did not interfere in the local issues and problems related to the villages.

In this period the Panchayats served as the back-bone of our democratic institutions around which the entire economic and social issues were related. There were no written laws and rules for the panchayat system then. But the daily work and decisions of the panch were mainly based on the traditions and rituals of the religion and caste system then.

Rupee was not the main mean of exchange and for business purpose in the ancient and pre-independence period of India. Objects/commodity was the medium for business. The basic system of trading was known as 'Bara Balutedar and Athara Alutedar system'. Mainly 30 types of agriculture based small business and small cottage business were available in almost every village. Thus the villages and village administration were just like a small model of a state which were independent, self sufficient and hardly depended upon the outer world for their daily needs and trade.¹

1.3 Rise of the British Empire

Portuguese, French, Dutch and British companies arrived in India in the late 1700. These companies arrived in India mainly for business purpose. These companies were interested in the business of tea, spices and silk. They also set up their administrative system to deal with the issues related to business and trading. But in the late 1700, British East India Company established as the administration and the military head of the India. To rule over the India and to establish administration and economy, the British government/ East India Company designed new laws and resolutions. These new laws were designed such a way that it would make easier for the company to rule over the Indian people, to take over the Indian economy and to unstable the rural economy and rural administration at village level.

The British Empire used rural society of India to motivate the industries and business which were based in England. They used rural India as the provider of raw material. Their manpower from rural India was used as low cost labour /cheap labour. Due to the colonial economy of British Empire, the Indian rural economy faced many difficulties. All the rural small cottage industries and the agricultural related business declined and eventually stopped functioning. This policy not only ruined the rural economy but also ruined the self sufficient and autonomous rural administrative system in the villages of India.²

1.4 Decentralization of Administrative Powers in Pre-independence period (1857 to 1947)

‘The act for better government of India, 1858’ transferred the power to govern India. The powers were transferred from the East India Company to the British Monarch. Thus the power of government was to be wielded through secretary of state. As the secretary of the state was based in London, he faced the increasing influence of the British industrialists, merchants and bankers over the government policies in India. Many changes had been done at administration set up, administrative reforms and regarding the revenue collection. Also in this period to provide the local services like primary education, health, sanitation, water supply, roads and other amenities local bodies are formed through municipalities and district boards. The table below gives the brief outline regarding the development stages of the local bodies before independence period.

Table1.1

Development Stages of the Local Bodies in India before independence period

Sr. No.	Development stages and Acts related to local bodies before independence period	Year
1	First municipal in India- Madras	1688
2	First municipal act in Bengal	1842
3	Provision for fund for the development of the local people in the Mumbai and Madras region	1865
4	Provision for fund for the development of the local people in Mumbai and Madras region	1869
5	Economical Decentralization Act for financial autonomy of regional government by Lord Mayo	1870
6	Local Bodies Act by Lord Rippon	1882
7	Calcutta Municipal Act	1899
8	Establishment of Royal Commission	1907
9	Appointment of the Local Bodies Decentralization Commission	1919
10	Panchayat Raj department allocated to Indians	1919

11	Mumbai Panchayat Act was passed in Maharashtra	1920
12	Establishment of Grampanchayat in Kolhapur	1926
13	Administration of local bodies are transferred to regional government	1935

(source- Panchayat Raj, Dyandeep Academy,2017,Page no.1)

The above table gives outline about the various acts related to local bodies and formations of urban and rural / local bodies at various places in India before the independence period. It can be stated from above table that the need of making laws and rules to make the local bodies responsible for the work at local level are initiated in British era.

1.5 Lord Rippon's resolution of local bodies

To take the hold of the rural administration and to take the advantage of rural economy, East India Company made many resolutions. In 1870, Lord Mayo generated 'Bengal Chowkidar Kayada'. In 1882, Lord Rippon drafted the Local Bodies Act. Lord Rippon is known as the 'Father of the local bodies'. This act was a milestone in the development of the local bodies in the British era. The main recommendations of the acts are:

- 1) Development of the local bodies avocated to improve the administration and as instrument of political and popular education.
- 2) Non- official to be in majority in these bodies, who could be elected if the officials thought that it was possible to introduce elections.
- 3) Non-officials to act as chairpersons to these bodies.
- 4) Policy of administrating local affairs through urban and rural bodies charged with definite duties and entrusted with suitable source of revenue.
- 5) Official interference to be reduced to the minimum and to be exercised to revise and check the acts of local bodies, but not to dictate policies;
- 6) Official executive sanction required in certain cases, such as raising of loans, alienation of municipal property, imposition of new taxes, undertaking works costing more than a prescribed sum, framing rules and bye-laws, etc.³

The resolution of the 1882 had a huge impact upon the rural administration. It had forced to change the local administrative system of the 'panch' which was firmly

set up from the Vedic period of India. This resolution recommended about the necessity of the development at village level as per the local geographical situation. It also recommended the help to the village administration for need based work. During the period of British rule, the local panchayats format from the Vedic period collapsed gradually. Also the organizations like revenue, police and court came into force during this period. The rural economy whose base was agriculture and cottage industry collapsed day by day and the British rule got grip on it.

1.6 Mahatma Gandhi and Decentralization of the Administrative Powers

Mahatma Gandhi who was a national political leader/independence leader dreamt about Panchayat Raj system and the decentralization at rural level after independence. The main idea was about an independent village having its own administration of elected people, who will be elected by the male and female voters from the villages. Those elected authorities would be able to look after the local administration, law and judiciary at the village level. Mahatma Gandhi visioned for the five tier system. i.e. Village Panchayat, Taluka Panchayat, District Panchayat, State Panchayat and All India panchayat. The higher level of the tier or the administrative offices should be there only to provide guidance and support to the Village Panchayats and to enhance the efficiency of the Village Panchayats.

1.7 The Constitution of India and Panchayat Raj

India became independent on 15th Aug, 1947. On 26th Jan, 1950, The Constitution of India came into effect. The principles of the state policy are stated in the part IV. The article 40 states about the organization of Village Panchayat. It states that ‘the state shall take steps to organize village panchayat and endow them with such powers and authority as may be necessary to enable them to function as units of self government.’⁴ Therefore it is the duty of the state government to establish Panchayats and to constitute laws, rules and regulations to empower them.

Article 243 states directions about Panchayat Raj. Article 243 states about Gramsabha, powers and performance of Gramsabha at village level as per the law provided by the legislature of the state. Article 243 B states about the constitution of the panchayat in every state at village level, intermediate level and district level as per

the provision. Article 243 C states about the composition of the Panchayat. It states about the relation between the population of territorial area of a Panchayat at any level and the number of seats in such Panchayat to be filled by the direct election process. It also gives direction about the chairperson of the Panchayat. Article 243 D states about the reservation of seats for Scheduled Caste and Scheduled Tribes. This article provides direction about the reservation and election procedure of Scheduled Caste and Scheduled Tribes. Article 243 E states about the duration of the Panchayat.

Article 243 F provides direction about disqualification for membership. Article 243 G states about the power, authority and responsibilities of the Panchayat. Article 243 H provides direction to the state government to make a law about the powers of the Village Panchayat to impose taxes by and provision of funds. Article 243 I states that after the 73th Amendment act, 1997, the Governor of a State shall constitute a Finance Commission to review the financial position of the Panchayats and to make recommendations to the Governor.⁵

The article of part IX (9) clearly provides brief idea of the Panchayat Raj. The Constitution suggests the changes in the rural local government. It gives brief guidelines about the non-official set up of rural level of administration. It also states about election procedure based on the population and reservations for backward community.

The Constitution directs the state government to make the Village Panchayat administration capable for their own needs. The state government should make law which will be useful for Village Panchayats to impose various types of taxes. Also state government should provide the Village Panchayats grant /funds to make them economically independent to do the need based various development works. This can help the basic idea of empowerment and decentralization of Village Panchayat.

1.8 Development of the Panchayat Raj in India after independence

Decentralization and empowerment of the 'Panchayat Raj' has a social economic positive effect in India. It is a formation of small democratic independent unit which are capable enough to take care of basic needs of the villages e.g. sanitation, drinking water, education, small industries etc. The main purpose behind it was the welfare of one and all. After independence the state of Rajasthan was the first state to launch the Panchayat Raj on 2nd Oct, 1959 followed by Andhra Pradesh in

Nov 1959. The Panchayat Raj Institutions were launched in Maharashtra on the 1st May 1961. Some states from India followed two tiers Panchayat Raj system while some states followed three tiers Panchayat Raj system.⁶

The central government and the state government formed various committees for the structural development of the Panchayat Raj. These all committees suggested recommendations to improve the functions and to strengthen the Panchayat Raj system. The table 1.2 gives the information about the national level committees appointed for the betterment of the Panchayat Raj system in India.

Table 1.2

National level committees for Panchayat Raj Institutions

Sr.No.	Year	Central /National level committee
1	1957	Balwant Mehta Committee
2	1963	K. Santhanam Committee
3	1978	Ashok Mehta Committee
4	1985	G.V.K. Rao Committee
5	1986	L.M. Sanghavi Committee
6	1988	Thungon Committee

(source- Page no.59, Rajiv Gandhi Panchayat Sashaktikaran Abhiyan, (2014), Yashada.)

It can be seen from above table that six committees were appointed by the central government to study the issues/problems related to Panchayat Raj Institutions and to suggest remedies for it. All these committees gave various suggestions, recommendations and new changes for Panchayat Raj Institutions. But after observing the committee reports, all these committees studied situations of the Panchayat Raj Institutions then. The committees studied the structure and power of the elected members of the Panchayat Raj institutions. Also they studied the income sources of Panchayat Raj Institutions and the funds required for the development of the villages. It can be easily seen from the reports of the committees that Village Panchayats were not capable of fulfilling the basic needs of development.

1.9 Development of the Panchayat Raj in the State of Maharashtra.

The Panchayat Raj system was formed on 1st May, 1961 in the Maharashtra state. The state of Maharashtra opted for three tiers Panchayat Raj system i.e. Zilla Parishad at district level, Panchayat Samiti at tehsil /block level, and Village Panchayat at village level. The table number 1.3 gives the active number of Panchayat Raj Institutions in the state of Maharashtra.

Table 1.3

The status of the local bodies in the State of Maharashtra

Sr.No.	Name of PRI's	Total number in the Maharashtra State	Total number in the district Pune
1	Zilla Parishad	34	1
2	Panchayat Samiti	351	13
3	Village Panchayat	28,332	1407

(Source - www.maharashtra.gov.in)

After studying the above table it can be seen the total number of the Panchayat Samitis in the Pune district are 351 (i.e. 3.7% of the Maharashtra state) and the total number of Village Panchayats in Pune district are 1407 (i.e. 4.9% of the Maharashtra state)

The state of Maharashtra enacted following acts for establishment and administrative setup. These acts also state provisions, powers and duties of the local bodies.

- 1) Maharashtra Zilla Parishad and Panchayat Samiti Act, 1961.
- 2) Mumbai Grampanchayat Act, 1958 which is now known as Maharashtra Grampanchayat Act, 1958.

These acts also state provisions, powers and duties of the local bodies, rules and regulations about election procedure and reservation for women and Scheduled Caste and Scheduled Tribes. These acts also state about the administration, income sources of Panchayat Raj Institutions at all the three levels and the power and duties of the PRIs. Also these acts state about controlling and supervision power of the state government upon all levels of the Panchayat Raj Institutions. The state government of Maharashtra appointed various Committees to study the problems related to the

Panchayat Raj system in the state and to suggest recommendations for it. The table 1.4 gives the information about the state level committees appointed by the state of Maharashtra.

Table 1.4

State level Committees in Maharashtra for the Panchayat Raj Institutions

Sr. No	Name	Establishment	Report Submitted	Total number of Recommendation
1	Vasandrao Naik Committee	22/06/1960	15/03/1961	226
2	L.N.Bongirwar Committee	2/04/1970	15/09/1971	202
3	Baburao Kale Committee	19/10/1980	Not available	Not available
4	P.B.Patil Committee	15/06/1984	June 1986	158

(Source- Panchayat Raj, (2017), Dnyandeep Academy, Pages No.7-9)

After viewing table number 1.4, it can be seen that four different committees were appointed by the state government of Maharashtra to study the performance of the Panchayat Raj Institutions in the state, factors affecting the development at all the three level and suggestions for the problems .

As per the law stated by the state government, Village Panchayats impose taxes like house taxes, commercial taxes, industrial taxes, health taxes, weekly market tax etc. But the tax recovery is not 100 percent. The Village Panchayats also receive share of revenue from the state government but most of the time the state government fails to distribute the shares in prescribed time period, therefore the Village Panchayats find it difficult to take up new infrastructure work and to complete ongoing development works due to unavailability of funds. So therefore, all these committees have strongly recommended allotting fund / grants in aid to the Village Panchayats to strengthen and to empower them.

Also the committees from the central level and the state level have suggested to provide special funds to the backward area and the backward Village Panchayats. Due to all these recommendations, the central government decided to take a fruitful decision of making a special amendment in The Constitution of India. Thus the 73rd amendment in The Constitution of India came into the force in the year 1993. The 73rd amendment is a mile stone for strengthening of the Village Panchayats. In the year 1996, Scheduled Area Panchayat Extended Act came into force. In the year 2004, the new Ministry of Panchayat Raj was formed by the central government.⁷

1.10 73rd Amendment of The Constitution of India.

The 73rd Amendment came into force on 20th april, 1993. It played a vital role in the decentralization of local bodies and strengthening of Village Panchayats. The major provisions of the amendment are as below:

1. The Constitutional status to all Panchayat Raj Institutions at all level in each state of India.
2. Compulsory elections of Panchayat Raj Institutions after every five years.
3. Formation of the state election board for the election procedure of Panchayat Raj Institutions.
4. Reservation for the Scheduled Caste/Scheduled Tribes, Other backward classes and women in the elected seats of all level of Panchayat Raj Institutions.
5. The State Finance Commission should be formed to review the financial position and to make recommendations to the government .The Commission should give suggestions about taxes, duties, tolls etc. and also the deviation of all these revenue income source between state and Village Panchayats.
6. Compulsory composition of Gramsabha at village level. Formation of Gramsabha, power and duties of Gramsabha should be enlisted by the state government.⁸

After studying the 73rd amendment of the Constitution of India, it is clear that it is supporting to the core idea of decentralization, strengthening of the Village Panchayat and participation of the local people in the development procedure.

1.11 The 11th Schedule of The Constitution of India

The provisions are made in the 11th schedule of the Constitution of the India. The main reason to make such a provision is to strengthen the Village Panchayats. Total 29 subjects are hand overed to Village Panchayats. These are as follows.⁹

1. Agriculture- Agriculture and agriculture extension.
2. Land -Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Water conservation- Drinking water, Minor irrigation, water management and watershed development.
4. Animal Husbandary-Animal husbandry, dairying and poultry, Fuel and fodder.
5. Fisheries-Fisheries.
6. Forest-Social forestry, Minor forest procedure and farm forestry.
7. Small scale industries- Small scale industries, Khadi, village and cottage industries.
8. Housing-Rural housing.
9. Ration-Public distribution system.
10. Means of communications-Roads, culverts, bridges, ferries, waterways and other means of communication.
11. Electicity-Rural electrification, including distribution of electricity.
12. Non-conventional energy- Non-conventional energy sources.
13. Poverty-Poverty alleviation programme.
14. Education –Education, Libraries, primary and secondary schools.
15. Technical training and vocational education.
16. Adult Education-Adult and non formal education.
17. Maintaince and repair-Maintains of community assets.
18. Culture-Cultural activities.
19. Local market-Markets and fairs.
20. Health-Health and sanitation, hospitals, primary health centers and dispensaries, Sanity welfare.
21. Welfare -Women and child development,Social welfare, welfare of the handicapped and mentally retarded,Welfare of the weaker sections and in particular of the scheduler caste of the scheduled tribes.¹⁰

It can be seen that the transfer of these subject to the local bodies helping the Panchayat Raj Institutions to become more powerful, more responsible and more active to work as a self sufficient unit at village level .

1.12 The Finance Commissions of India

The Finance Commissions of India plays a vital role in the Indian Economy. The Article 280 of the 'Constitution of India' state that 'the president shall, within two years from the commencement of this constitution and thereafter at the expiration of every fifth year or at such earlier times as the president considers, necessary by order Constitute a Finance Commission which shall consist of a chairman and for other members to be appointed by the president.'¹¹

The Finance Commission should give recommendations to the President. The recommendations should be as following-

1. The distribution between the Union and the State of the net proceeds of taxes which are to be, or may be, divided between them under this chapter. The allocation between the state of the respective share of such proceeds.
2. The principles which should govern the grants in aid of the revenues of the states out of the Consolidated Fund of India.
3. The measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State.
4. The measures needed to augment the Consolidated Fund of a State to supplement the resources of the Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State.
5. Any other matter referred to the Commission by the President in the interests of sound finance.¹²

As per the directions of The Constitution of India, the Finance Commission is appointed for the period of every five years. The first Finance Commission of India was established by the president of India in 1951 under Article 280 of the Indian Constitution and consists of a chairman and four office members. The qualification of members, power of the commission, the procedure of disqualification of members and duties and functions of the finance commission was stated by the finance commission (Miscellaneous Provision) Act, 1951.

Due to the difference in geographical structure and difference in natural resources and due to different in the financial responsibilities imbalance arises at different level of government. The revenue raising capacities and revenue needs of various units are different. The mismatch between functions and financial power occurs partly because of changing responsibilities of different tiers of government and partly due to the dominant position of the national government in regard to taxation powers. Therefore vertical imbalance of resources and expenditure responsibilities emerges between different levels of the government, calling for transfer of resources from the centre to the state.

Thus the role of the Finance Commissions is important for the development of Indian economy. The Finance Commission studies the various problems, development related issues from grass root level. Thus after studying all these issues and data collected and analyzed from various government offices, the Finance Commission suggest the views about releasing the fund. The commission suggests recommendations regarding the distribution of grant to all states, various government and semi government departments, different sectors, government undertaking projects and campaigns by government. The table below gives information about the Finance Commissions appointed by the central government and the period of every Finance Commission.

Table 1.5

The Finance Commissions of India

Sr.no	Finance Commission	Period	Chairman
1	1 st Finance Commission	1952-1957	Mr. K.C. Neogy
2	2 nd Finance Commission	1957-1962	Mr. K. Santhanam
3	3 rd Finance Commission	1962-1966	Mr. A.K. Chanda
4	4 th Finance Commission	1966-1969	Mr. P.V. Rajamannar
5	5 th Finance Commission	1969-1974	Mr. Mahavir Tyagi
6	6 th Finance Commission	1974-1979	Mr.K.Brahmananda Reddy
7	7 th Finance Commission	1979-1984	Justice J. M. Shelat
8	8 th Finance Commission	1984-1989	Mr. Y.B. Chavan
9	9 th Finance Commission	1990-1995	Mr. N.K.P Salve

10	10 th Finance Commission	1995-2000	Mr. K.C. Pant
11	11 th Finance Commission	2000-2005	Mr. A. M. Khusro
12	12 th Finance Commission	2005-2010	Dr. C. Rangarajan
13	13 th Finance Commission	2010-2015	Mr. Vijay Kelkar

(Source- M.M.Sury, Finance Commission Of India I to XII, 1952-57 to 2005-10), (2005))

It can be seen from the table number 1.5 that as per the article 280 of the Constitution of India, the Finance Commissions are regularly appointed by the President of India .

1.13 Provision of Grants to the Local Bodies and the role of The Finance Commissions of India

The 10th Finance Commission first made a provision for explicitly supporting local bodies through grants, subsequent the passage of the 73rd and 74th amendments to the constitution in 1993.

The principle of subsidiary implies that matters are best handled by the least centralized competent authority. Following this, these institutions need to adequately empowered both functionally and financially to enable them to fulfill the role envisaged for them in the constitution.

- 1) An ad hoc provision of Rs. 100 per capita of rural population in each State to be distributed amongst Panchayats over and above their due by way of their share of the assigned taxes, duties, tolls, fees etc.
- 2) A provision of Rs. 1,000 crore for the five year period (1995-2000) covered by its recommendations for urban local bodies.

While making these provisions for grants to Panchayats /municipalities, the Commission made it clear that this need not necessarily be a precedent for future Commissions.

The 11th Finance Commission recommended grants totaling Rs. 10,000 crore for local bodies during 2000-2005, to be utilized mainly for maintenance of civic services. Of these Rs. 1,600 crore per annum is for rural local bodies and Rs. 400 crore per annum is for urban local bodies. 11th Finance Commission recommended that the amounts of Rs. 1,600 crore and Rs. 400 crore provided for the panchayats and

municipalities respectively, for each of the five years (2000-2005) should be distributed. The grants given to local bodies are primarily meant for maintenance of civil services including primary health and family welfare, education as well as other public utility services.

The Commission made the following recommendations regarding local bodies.

A total grant of Rs. 20,000 crore for the panchayati raj institutions and Rs. 5,000 crore for the urban local bodies may be given to the states for the period 2005-10.

The Panchayat Raj Institutions should be encouraged to take over the assets relating to water supply and sanitation and utilize the grants for repairs/rejuvenation as also the Operations and Maintenance costs. The Panchayat Raj Institutions should, however, recover at least 50 percent of the recurring costs in the form of user charges. Out of the grants allocated for the Panchayats, priority should be given to expenditure on the Operations & Maintenance costs of water supply and sanitation. This will facilitate Panchayats to take over the schemes and operate them.¹³

Thus it is clear that, the Finance Commissions are aware about the problem that the Panchayat Raj Institutions are not economically strong enough to handle the responsibilities handed over them by the 73rd Amendment. They need economical support to complete the basic amenities and basic work needed for rural development. These all problems are affecting to the population in rural area which should get basic facilities like drinking water supply, sanitation, health and education centres.

1.14 Recommendations of the 13th Finance Commission for Panchayati Raj

The period of the 13th Finance Commission was 2010-2015. Dr. Vijay L. Kelkar was the chairman of the 13th finance Commission. After studying the views and reports submitted by the state offices and the recommendations suggested by the previous finance commissions, the 13th Finance Commission decided to distribute four types of Grants to the local bodies in rural area. These all Grants are distributed to support to budgetary support, capacity building of Panchayat Raj Institutions, making them more accountable. Hence the 13th Finance Commission recommended

following recommendation for Panchayat Raj Institutions regarding strengthening of Panchayat Raj Institutions.

1. Local bodies need support to provide core services like drinking water, sewage, street light etc. infrastructure and for maintaining accounts and database.
2. The ministry of drinking water has underlined the large investment required to be made in rehabilitation and maintenance as well as new schemes to ensure full coverage of drinking water and sanitation to the entire rural population.
3. Local bodies requires sufficient source of revenue in addition to their own taxes. Also local bodies should also be made more accountable in the disbursement expenditure for better output.
4. The Grant should be distributed into two component .i.e a Basic Grant and Performance Grant. Also to provide additional support to the Special Area two surplus Grants will be released as a) Special Area Grant b) Special Area Performance Grant.
5. The criteria of Grant distribution will be on the basis of population away distance from highest per capita spectral income, index of devalue SC/ST proportion in the population FC local body grant utilization index.
6. The state government should submit the relevant supplement to the budget documents and (b) certify that the accounting system should be inoculated.
7. The Comptroller and Auditor General should be given the audit of all the three level of the local bodies. The director of local land audit should submit the annual report to the the state legislature.
8. The state government must put electronically transfer system to local bodies.
9. All local bodies should be fully enabled to levy properties tax.¹⁴

It is clear that the 13th Finance commission had studied the economical condition of PRIs are not good enough to provide basic need infrastructure to the population. So the recommendations clearly suggested supporting PRIs economically by providing surplus Grant. This is basically useful for strengthening the PRIs and motivating the purpose of decentralization. This will also help to built the infrastructures like primary schools, anganwadi centres, health centres, roads, livestock hospitals and drainage etc.

To withstand the responsibilities handed by the 73rd amendment it was necessary to give financial support to the Panchayat Raj Institutions. So therefore, The FC X first made the provision to allot grants to the local bodies. The FC-XI and FC-

XII also recommended to allot grant to the local bodies to support them financially. The table number 1.6 gives information about the allocation and release of Grants to the Rural local bodies by the 10th, 11th, 12th and 13th Finance Commission.

Table 1.6

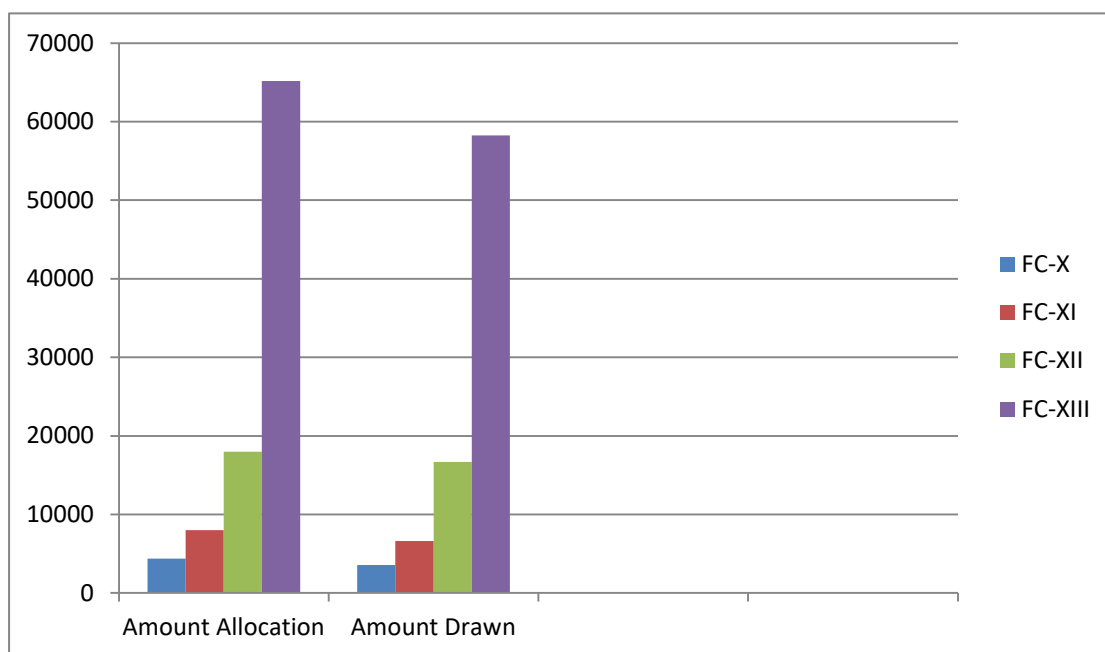
Allocation and release of Grants to the Rural local bodies by the 10th, 11th, 12th and 13th Finance Commission (Rs. in cr.)

Sr. No.	Commission	Amount Allocated	Amount Drawn
1	FC-X (1995-2000)	4380.93	3576.35 (66.46%)
2	FC-XI (2000-2005)	8000	6601.85 (82.52)
3	FC -XII	18000	16664.74 (92.58%)
4	FC- XIII General Basic Grant	41771.19	39712.32 (95.07%)
5	FC- XIII Special Area Basic Grant	799.00	682.74 (85.44%)
6	FC- XIII General Performance Grant	22031.47	17471.83 (79.30%)
7	FC-XIII Special Area Performance Grant	559.10	389.74 (69.70%)
8	FC- XIII (total Grant)	65160.76	58256.63

(Source-MOPR, Activities/ Schemes/ Panchayat Finance/ 13th Finance Commission, www.mord.gov.in)

Chart 1.1

Allocation and release of Grants to Rural local bodies by the 10th, 11th, 12th and 13th Finance Commissions (Rs. in Crore)



(Source-table number 1.6)

The study of the statistical data of the table 1.6 and the graphical representation of the chart 1.1 shows that there is a major difference in allocation of Grants to Panchayat Raj Institutions by 13th Finance Commission as compared to the 10th, 11th, and 12th Finance Commission. So therefore, it is clear that the 13th Finance Commission has a keen intention to support Panchayat Raj Institutions financially.

The rate of release of general Basic Grant is 95.07 percent and Special Area Basic Grant is 85.44 percent But the rate of release of General Performance Grant is 79.30 percent and Special Area Performance Grant is 69.70 percent. It can be stated from above table that the release of both the performance grants are comparatively lower than the basic type of Grants. All those Finance Commissions stated in the above table allocated Grants to the Panchayat Raj Institutions in the state of Maharashtra. The table 1.7 states the information about the Allocation and releases of the Grants by 11th, 12th and 13th Finance Commission to the Maharashtra state related to the Panchayat Raj Institutions.

Table 1.7

Allocation and releases of the Grants by the 11th,12th and 13th Finance Commissions to the Maharashtra state. (Rs. in Cr)

Sr. No.	Finance Commission Award Period	Allocation	Releases
1	11 th FC (2000-2005)	656.72	N.A
2	12 th FC (2005-2010)	1983.00	1983.00
3	13 th FC (2010-2015) General Basic Grant	3643.04	3643.04
4	13 th FC (2010-2015) Special Area Basic Grant	39.50	39.50
5	13 th FC (2010-2015) General Performance Grant	1921.46	1876.10
6	13 th FC (2010-2015) Special Area Performance Grant	27.60	33.20*
7	13 th FC (2010-2015) The total Allocation(3+4+5+6=7)	5631.00	5391.84

*additional allocation made under forfeited grant from the performance grant

(Source-MOPR, Activities/Schemes/Panchayat Finance/13th Finance Commission, www.mord.gov.in)

After studying the above table 1.7, it can be stated that the allocation of the Grants by the 13th Finance Commission is in large percent than the 11th and 12th Finance Commission. Also the allocation and release of General Basic Grant and Special Area Basic Grant is 100 percent while the percent of General performance Grant is 97 percent and Special Area Performance Grant is 100 percent.

As per the information stated in above table number 1.7, the 13th finance commission allotted the concern Grants into four types. i.e. General Basic Grant, Special Area Basic Grant, General Performance Grant and Special Area Performance Grant. The table number 1.8, 1.9, 1.10 and 1.11 give the yearwise detailed allotment of all types of Grants for the period 2010-2015.

The table number 1.8 states information about the allocation and release of General Basic Grant of the local bodies for Panchayat Raj Institutions during the period 2010-15 to the Maharashtra state.

Table 1.8

Allocation and Release of General Basic Grant of local bodies for Panchayat Raj Institutions during 2010-15 to the Maharashtra state (as on 31.03.2015)

(Rs.in Lakhs.)

Sr.No.	Year	Allocation	Release
1	2010-11	50578.00	50578.00
2	2011-12	64793.00	64793.00
3	2012-13	72902.87	72902.87
4	2013-14	84103.82	84103.82
5	2014-15	91926.52	91926.52
6	Total Releases	364304.21	364304.21

(Source-MOPR, Activities/ Schemes/ Panchayat Finance/ 13th Finance Commission, www.mord.gov.in)

By studying the table 1.8 it is clear that the allocation and release of General Basic Grant to the state of Maharashtra is 100 percent. It can be also seen that the amount released in the initial years (i.e. 2010-11, 2011-12, 2012-13) is comparatively lower than in the final year. (i.e. 2014 -15)

The table number 1.9 states information about the allocation and release of Special Area Basic Grant of the local bodies for Panchayat Raj Institutions during 2010-15 to the Maharashtra state.

Table 1.9

Allocation and Release of General basic grant of local bodies Special Area during 2010-15 to the Maharashtra state. (as on 31.03.2015)

(Rs. in Lakhs.)

Sr.No.	Year	Allocation	Release
1	2010-11	790.00	790.00
2	2011-12	790.00	790.00
3	2012-13	790.00	790.00
4	2013-14	790.00	790.00
5	2014-15	790.00	790.00

6	Total Releases	3950.00	3950.00
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(Source-MOPR, Activities/ Schemes/ Panchayat Finance/ 13th Finance Commission, www.mord.gov.in)

By studying the table 1.9 it can be stated that the total allocated Grant to the special area is Rs. 3950 lakh. It is also clear that the allocation and release of General Basic Grant to special area to the state of Maharashtra is 100 percent.

The table number 1.10 states information about the allocation and release of General Performance Grant of the local bodies for Panchayat Raj Institutions during 2010-15 to the Maharashtra state.

Table 1.10

Allocation and Release of Performance Grant including forfeited of local bodies PRI's 2010-15 to the Maharashtra state. (as on 31.03.2015) (Rs. in Lakhs.)

Sr.No.	Year	Allocation	Release
1	2010-11	0.00	0.00
2	2011-12	22106.00	18606.48
3	2012-13	49963.40	61129.61
4	2013-14	57430.71	23167.97
5	2014-15	62645.84	84705.71
6	Total Releases	1,92,145.95	1,87,609.77

(Source-MOPR, Activities/ Schemes/ Panchayat Finance/ 13th Finance Commission, www.mord.gov.in)

By studying the table 1.10 it can be seen that the Grant is not released in the first financial year. Also the total grant of Rs. 1,92,145.95 lakh is allotted to the state of Maharashtra. It is also clear that the allocation and release of General Performance Grant to Special Area to the state of Maharashtra is 97 percent.

The table number 1.11 states information about the allocation and release of Special Area Performance Grant of the local bodies for Panchayat Raj Institutions during 2010-15 to the Maharashtra state.

Table 1.11

Allocation and Release of Performance Grant of local bodies Special Area during 2010 - 15 to the Maharashtra state. (as on 31.03.2015) (Rs. in Lakhs)

Sr.No.	Year	Allocation	Release
1	2010-11	--	--
2	2011-12	390.00	--
3	2012-13	790.00	790.00
4	2013-14	790.00	1170.22
5	2014-15	790.00	1360.00
6	Total Releases	2760	3320.22

(Source-MOPR., Activities/ Schemes/ Panchayat Finance/ 13th Finance Commission, www.mord.gov.in)

By studying table 1.11 is it is clear that the grant was not released in the first two financial years. i.e. in the years 2010-11 and 2011-12. Also the allocation and release to Maharashtra state of Special Area Performance Grant of local bodies is 122 percent.

1.15 The Guidelines by the State Government of Maharashtra Related to the 13th Finance Commission

The state government of Maharashtra issued guidelines for Zilla Parishads/Panchayat Samitis/ Village Panchayats as per the instructions by the central government. These guidelines are issued by the government resolution by the rural development department dated 30 August, 2010. As per the government resolution the measure/preparations of grant distribution are as stated below in the table 1.12.

Table 1.12

Criteria of Grants distribution to the Local Bodies

(as per the 13th Finance Commission)

Sr. No.	Name of the Panchayat Raj Institutions	% of Grant distribution
1	Zilla Parishad level	10%

2	Panchayat Samiti level	20%
3	Village Panchayat level	70%
4	Total	100%

(Government Resolution, teviaa2010/pr.kr22/vitt-4, dated 30/10/2010, Gram vikas v Jalsandharan Vibhag, Mantralay, Mumbai, Government of Maharashtra)

By studying above table it can be seen that the 13th Finance Commission has decided to allot 70% of the total grant to the Village Panchayat level. This suggests that the Finance Commission is supporting the idea of decentralization of power, planning and execution of work at Village Panchayat level. After receiving the guidelines by the central government, the state government released guidelines on 30th August, 2010. These guidelines state the directions and the criteria to release the Grants at Village Panchayat Level. The table 1.13 gives the criteria of the Grants distribution from the district level to the Village Panchayat level.

Table 1.13

The criteria of grant distribution from district level to the Village Panchayat level.

Sr. No.	Criteria	%
1	Population of the Village Panchayat	40%
2	Proportion of population of the Scheduled Caste and Scheduled Tribes of the Village Panchayat	10%
3	Percentage of expenditure of the Finance Commission	10%
4	Execution Of Scheme Paryavaran Santulit Samrudh Gram Yojana	15%
5	Use Of Plan Plus Software	5%
6	Implementation of Yashwant Panchayat Raj Abhiyan	5%
7	Use of PRIA Software	10%
8	Panchayats having sanctioned Development plan	5%
9	Total	100%

(Government Resolution, teviaa2010/pr.kr22/vitt-4, dated 30/10/2010, Gram Vikas v Jalsandharan Vibhag, Mantralay, Mumbai, Government of Maharashtra)

It can be seen from above table that the total 8 criteria were selected by the state government of Maharashtra to release the grants at Village Panchayat Level. It can be seen that the total population of the concern Village Panchayat is the main criteria for distribution of the grants. The total population of village panchayat and the proportion of Scheduled Caste and Scheduled Tribe play vital role for receiving Grants. The other criteria are based on the implementation of the state level schemes and use of softwares for daily financial works at Village Level.

1.15.1. Guidelines regarding technical support:-

As per the guidelines the district level office i.e. Zilla Parishad should distribute the Grant to the Village Panchayats.

The guidelines for the Village Panchayats regarding technical support and technical manpower.

1. The Village Panchayats should appoint technician/technical engineer for the technical supervision for the various types of works sanctioned.
2. The Village Panchayats should appoint the account officer on the contractual basis.
3. The Village Panchayats should appoint computer expert for data entries.
4. The appointment of town planning expert for village development plan and environment plan.

All these appointments were supposed to finalize by the rural development department of state of Maharashtra according to the concern government resolution.¹⁵

1.15.2. Guidelines regarding different types of works at Village Panchayat level:-

1. To prepare and maintenance of the various types of assets.
2. Construction, repair and Maintenance of internal roads and drainage system construction.
3. Construction, repairing and Maintenance of Village Panchayat building, gramsachivalay.
4. Repairing and maintenance of Crematory.
5. Works/infrastructure related to health and hygiene and solid waste management.
6. A small scale projects related to solid waste processing unit.

7. Use as supplementary grant of Paryavaran Santulit Samruddha Gram Yojana Proceeding of instrument/ technical support required for video/Audio recording.¹⁶

1.15.3. Common instructions for the Zilla Parishads / Panchayat Samitis / Village Panchayats:-

1. Use of PRIA software.
2. ISO certification for Panchayat Raj Institutions.
3. Use of Biometric.
4. Provision of services of Nodal Head Holding Agency.
5. Implementation of e-PRI
6. Use of instruments and technology related to solar energy.
7. Remedial to disaster management.
8. To provide basic facilities to the primary schools, Anganwadi centers, Primary health centers, subcenters, livestock's hospitals.¹⁷

1.16 Features of the Guidelines

After studying the guidelines regarding the criteria, planning procedure and other instructions regarding use of software and innovative work it can be stated that the Village Panchayats should make decisions at local level. With the help of people's active Participation and Gramsabha, Village Panchayats should make need based planning and execution of planning with the help of funding from Finance Commission. The major features of the guidelines are as follows.

1. The use of PRIA software was mandatory to all Panchayat Raj Institutions to receive and to release the grant. Hence the state government decided to provide technical manpower and technical support to Panchayat Raj Institutions to upload the daily online entries of accounts and vouchers. The state government appointed the technical staff on contractual basis through Mahaonline for regular use of the PRIAsoft.
2. The geographical structure and weather are different in different region of the Maharashtra State. The density of population, decadal growth in population and ratio of Scheduled Caste/Scheduled Tribes are also different variable in different region. The Forest area, industrial zones, mining zones, drought prone is and rainy area varies at every region. The requirement of basic amenities/infrastructures is different for

every village. These all factors affect the development at the rural area. So therefore, considering all these facts, the state government suggested/ instructed to all Village Panchayats to make Village Development plan and Environmental development plan.

3. Gramsabha and Members of Village Panchayats are able to recognize the availability of natural sources, geographical structure of the village and of the habitat. Also they are able to study the developmental stage of the concern village, agricultural need of farmers, need of cottage industry etc. They were able to make decisions that which type of works / facilities / infrastructures should be prioritized.

4. The Village Panchayats are also instructed to combine the grants of the Paryavaran Santulit Samrudha Gram Yojana, if necessary. The purpose behind it is to increase the availability of funds and improve the quality of works.

5 .The Central Government and the State Government are providing various types of Grants/ funds to Panchayat Raj Institutions. But these Grant / fund are supposed to spend for specific purpose only. e.g. Indira Awas Yojana, Rural Housing Scheme, Swarn jayanti Swarojagar Yojana, Jawar Vihiri yojana, National rural employment guaranty scheme etc. But the 13th Finance Commission facilitated the local people to priorities their needs and requirements.

6. The villagers are able to make free discussion and able to choose the works / infrastructures to be constructed or to be repaired. The State Government is providing grant / technical support and technical manpower.

Thus the guidelines of the 13th Finance Commission are supporting the basic idea of decentralization of PRIs, active participation of people and self autonomous Village Panchayats.

1.17 Details of Grants released to Zilla Parishad Pune (Village Panchayat level)

As per the guidelines declared by the state government, Zilla Parishad pune received grant in the period of the year 2011-2015. The Zilla Parishad was instructed to release the Grants for three level.

1. Zilla Parishad level (district level)
2. Panchayat Samiti level (block level)
3. Village Panchayat level (village level)

Thus the share of the Grants is transferred to the all Village Panchayats in the district as per the rules/guidelines by the state government.

Chief Account and Finance Officer are authorized for the financial supervision regarding the Grants distribution, utilization of Grants and unspent balance. The state government instructed to the finance department of Zilla Parishad to report the monthly progress reports of the scheme to the state government in the prescribed formats. Dy.ceo (panchayat) is authorized to look after the financial and physical progress of the scheme at district level. Block development officers are authorized for close supervision at block level by reviewing the monthly progress of the scheme and checking actual sites in the field area. The table 1.14, 1.15, 1.16 and 1.17 below give information regarding the allocation dates of the four types of Grants.

Table 1.14

Details of the release of the General Basic Grant to the Village Panchayat in the Pune District (in Rs.)

Sr.no	Year Of Releasing The Grant To the Village Panchayats In Pune District	Released Grand (In Lakh)
1	10/02/2011	939.61
2	22/07/2011	115.14
3	02/08/2011	751.87
4	18/06/2012	214.12
5	10/07/2013	718.96
6	27/05/2013	618.58
7	01/11/2013	805.25
8	01/02/2014	728.04
9	08/01/2015	713.12
10	31/03/2015	1356.57
11	Total	6961.26

(Source - Report by Dy.CEO (Panchayat), Zilla Parishad Pune Dated 16/06/2016)

The above table states that the General Basic Grant is released to the Village Panchayats from the year 2011 upto year 2015. The total General Basic grant released

by the Zilla Parishad Pune to the Village Panchayats is total rs. 6961.26 lakh.(upto march 2015)

Table 1.15

Details of the release of the General Performance Grant to the Village Panchayats in the Pune District (in Rs.)

Sr.no	Year Of Releasing The Grant To Village Panchayats In Pune District	Released Grand (In Lakh)
1	10/01/2012	65.72
2	08/06/2012	21.04
3	08/06/2012	151.15
4	04/03/2013	746.76
5	27/05/2013	635.53
6	05/04/2013	733.18
7	27/05/2014	182.14
8	15/12/2014	914.97
9	08/01/2015	914.06
10	30/03/2015	1.96
11	Total	4366.51

(Source- Report by Dy. CEO (Panchayat), Zilla Parishad Pune Dated 16/06/2016)

The above table states that the General Performance Grant is released to the Village Panchayats from the year 2012 to year 2015. The total General Performance grant released by the Zilla Parishad Pune to the Village Panchayats is total Rs. 4366.51 lakh. (up to march 2015)

Table 1.16

Details of the release of the Special Area Basic Grant to the Village Panchayats in the Pune District (in Rs.)

Sr.no	Year Of Releasing The Grant To Village Panchayats In Pune District	Released Grand (In Lakh)
1	10/05/2011	6.88
2	22/07/2011	6.88

3	02/08/2011	6.88
4	18/06/2012	6.88
5	10/01/2013	6.88
6	20/09/2013	6.88
7	01/11/2013	6.88
8	06/08/2013	6.88
9	25/09/2014	6.88
10	08/01/2015	6.88
11	31/03/2015	6.88
12	Total	75.68

(Source- Report by Dy. CEO (Panchayat), Zilla Parishad Pune Dated 16/06/2016)

The above table states that the Special Area Basic Grant is released to the Village Panchayats from the year 2011 to year 2015. The total Special Areal Basic grant released by the Zilla Parishad Pune to the Village Panchayats is rs 75.68 lakh. (up to march 2015)

Table 1.17

Details of the release of the Special Area Performance Grant to the Village Panchayats in the Pune District (in Rs.)

Sr.no	Year Of Releasing The Grant To Village Panchayats In Pune District	Released Grand (In Lakh)
1	04/03/2013	6.88
2	27/05/2013	6.88
3	05/04/2014	13.51
4	05/04/2014	3.48
5	05/04/2014	3.40
6	19/06/2014	6.88
7	19/06/2014	3.40
8	12/08/2014	6.88
9	Total	51.31

(Source- Report by Dy. CEO (Panchayat), Zilla Parishad Pune Dated 16/06/2016)

The above table states that the Special Area Performance Grant is released to the Village Panchayats from the year 2013 upto year 2015. The total Special Area Performance grant released by the Zilla Parishad Pune to the Village Panchayats is total rs 51.31 lakh.(upto march 2015) .By considering the above four tables i.e. table number 1.14,1.15,1.16 and 1.17 ,the total allocated Grant is shown in the table number 1.18.

Table 1.18

Details of the Total Distribution of Grants to the Village Panchayats in the District Pune

(in Rs.)

Sr.no.	Type of Grant	Released Grant (In Lakh)
1	General Basic Grant.	6961.29
2	General Performance Grant.	4366.53
3	Special Area Basic Grant.	75.68
4	Special Area Performance Grant.	51.31
5	Total	11454.81

(Source- Report by Dy. CEO (Panchayat), Zilla Parishad Pune Dated 16/06/2016)

The table 1.18 gives the information regarding the Grants released by the Pune Zilla Parishad to all the concern Village Panchayats. The Grants were releases upto the financial year 2014- 2015. Thus the above mentioned 4 types of Grants were released by the zilla Parishad Pune, which was utilized by Village Panchayats in Pune district for various types of works.

1.18 Profile of Pune District

Pune district is located in the Western Maharashtra. Pune has historical, educational and economical significance in the history of the Maharashtra and India.

1.19 Historical significance of Pune

Pune was the capital of ‘The Maratha Empire’ for many decades. Chatrapati Shivaji Maharaj was born at ‘Fort Shivneri’ in the Junnar Taluka (region). He decided to build his new ‘Maratha Empire’ in the small village named ‘Punavadi’ which is

now known as 'City of Pune'. Pune city was also known as kasbe pune, punyapur, punyavishay.

Pune was the capital of the Peshawa's for nearly hundred years. Pune was also well known/famous for the 'Maharashtrian Sant Parampara'. The famous spiritual saints Shri Dnyaneshwar Maharaj, Shri Tukaram Maharaj, Shri Sopankaka and many other spread spiritual knowledge to the community so Pune is called as 'Santbhumi'. Many ancient religious holy temples are resided in Pune district. Morgaon, Ozar, Theur, Jejuri, Alandi, Dehu and Bheemashankar are famous for holy places having religious importance. Pune has many forts having historical significance like Fort Purndar, Fort Torana, Fort Shivaneri, Fort Rajgad, Fort Singhgadh, Fort Lohgad and Fort Visapur.

1.20 Significance of Pune in Pre-Independence Period

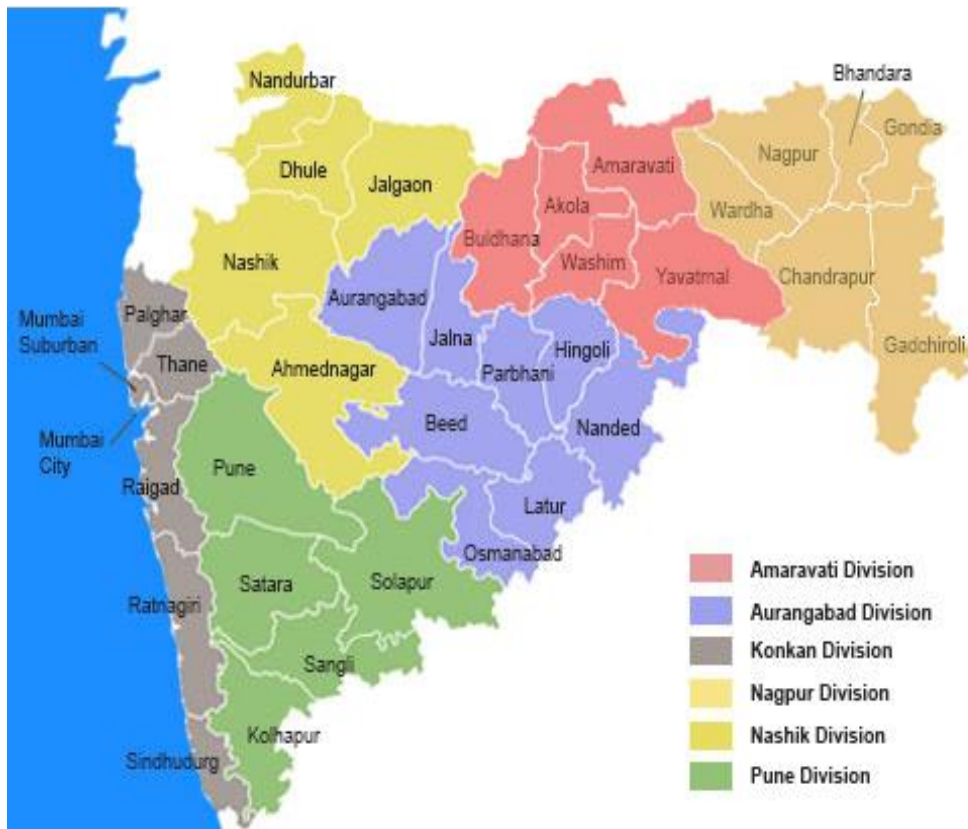
Before the period of India's independence, Pune played a vital role in the history of India. Many social reformers and independence leaders from Pune had played significant role in the independence movement of India. Lokmanya Tilak, Gopalkrishna Gokhale, Hutatma Rajguru, Chafekar brothers and Savarkar fought against the British rule for independence of the India. All those freedom fighter gave new direction to the independence movement of India. They gathered, educated and motivated the youth of the India to fight against the British Empire.

Mahatma Phule, Savitribai Phule, Maharshee Karve, Nyayamurti Ranade, Pandita Ramabai Ranade were some of the social reformers who fought against some of the traditions and rituals like child marriage system, sati pratha, untouchability and many more. They were the pioneers in bringing about social reforms in the areas of women education, remarriage of divorcees and widows, family planning etc.¹⁸

1.21 Geographical significance of the district Pune

Pune district is located of Western Maharashtra. Pune is located at 17.5° and 19.2 ° North and 74.2 ° and 75.2 ° East. Pune district is surrounded by 5 districts. Ahamadnagar district is at the north, Satara district is at south and Raigad district is at west of Pune. While district Thane is at north-west and Solapur is at south-east of the Pune district.¹⁹

1.1 Geographical Map of the Maharashtra State



The total area of the Pune district is 25,642 sq. km. which is 5 percent of the total area of the state of Maharashtra. Pune district is located on the east of Sahyadri's mountain range. Pune district is divided into three natural geographical regions. These are commonly known as 1.Ghatmatha 2.Maval 3. Pathar Ghatmatha includes six tehsils/blocks namely Junnar, Ambegaon, Maval, Mulshi, Bhore and Velha while the remaining seven tehsils/blocks Khed, Shirur, Haveli, Baramati, Indapur and Purandar fall in Maval and Pathar region.

The weather of Pune district is normally dry. The western part of Pune is cold as compared to eastern side. And also the rainfall is heavier in western region than the eastern region.²⁰ Bhima river, Ghodriver, Indrayani, Neera, Mula-Mutha are the main rivers of the Pune district. The main crops are Jawar, Bajari, Sugarcane and Rice depending upon the climate & availability of water in the region.

1.22 Administrative significance of the district Pune

Pune is the administrative head office of the Pune division, which is commonly known as 'Western Maharashtra'. Pune division comprises of five districts namely Pune, Satara, Sangli, Solapur and Kolhapur.

1.2 Geographical Map of the District Pune



Pune district has total 14 tehsils. These are namely as Ambegaon, Baramati, Bhor, Daund, Haveli, Indapur, Junnar, Khed, Maval, Mulshi, Pune city, Purandar, Shirur and Velha. These all tehsils are rural tehsils except Pune city. Shirur is the largest tehsil having the area of 15975sq.km. Velha is the smallest with an area of 59759sq.km.

Pune has two municipal corporations i.e. Pune and Pimpri Chinchwad, 3 cantonment boards namely Pune, Khadaki and Dehu road, 13 Nagar Parishads and 13 Panchayat Samities /blocks. There are 1407 Village Panchayats in the district of Pune.²¹ For administrative purpose Pune district is divided into 5 Sub-divisions namely Pune, Baramati, Junnar, Maval and Bhor. Pune sub division includes Pune city and Haveli tehsil. Baramati sub division includes Baramati, Indapur and Daund tehsil. Junnar sub division includes Junnar, Ambegaon and Khed tehsil. Bhor sub division includes Bhor, Purandar and Velha Tehsil. The table number 1.19 gives the information about the statistical data about the administrative setup of district Pune.

Table 1.19

Statistical data about administrative setup of the district Pune

Sr.no	Name	District	State
1	Block	14	355
2	Town	35	534
3	Municipal Corporation	2	27

4	Council	13	234
5	Cantonment Board	3	7
6	Panchayat Samiti	13	351
7	Village Panchayats	1407	28332
8	Town Panchayats	0	124
9	Villages Having Habitat	1852	40959
10	Villages Having No Habitat	25	2706

(Source- Page X-1, District Pune, 2017, District Social and Economic Review)

By studying the table number 1.19, the information regarding the urban and rural local bodies in the district Pune. The headquarters of the Southern Command of Army is located in Pune. Pune is feathered with important defence offices and research centers like National Defence Academy, Armed forced Medical College, INS Lonawala, Defence Airport of India, Army Institute of Technology and Ammunition Factory and Defence Reserch and Development Organization. Many renowned national scientific research institutes like Inter University Centre of Astronomy and Astrophysics, Satellite Station of Arvi, National Chemical Laboratory, National Virus Research Institute, C-dac Institute, Bhandarkar institute, Gokhale institute of economics and many more are also located in Pune.²²

1.23 Population significance of the district Pune

Pune district has the second largest population in the Maharashtra state. As per the census-2011, the population of the Pune district is 9,429,408. The rural population is 3,678,226 which is 39 percent of the total population. As per the census-2011, the population of the Scheduled Caste is 1,180,703 i.e. 12.52 percent and that of the Scheduled Tribes is 3,48,376 which is 3.70 percent of the total population.

Fursungi village in Haveli district is the most populated (66,602) and Dadalghor village in Mulshi block is the least populated village in the district.²³

As the population of the Village Panchayat plays vital role for receiving the Grant, the table 1.20 provides information regarding the population statistics and significance of the Pune district compared to the Maharashtra state.

Table 1.20

Population significance of the district Pune and the state of Maharashtra

Sr.no	Population (Population Survey -2011)	Unit	District	State
1	Rural	Thousand	3,678	61,556
2	Urban	Thousand	5,751	50,818
3	Total	Thousand	9,429	1,12,374
4	Male	Thousand	4,924	58,243
5	Female	Thousand	4,505	54,131
6	Ratio of Female	Numbers	915	929
7	Population of Scheduled Caste	Thousand	1,181	13,276
8	Ratio to The Total Population	%	12.52	11.8
9	Population of Scheduled Tribe	Thousand	349	10510
10	Ratio to The Total Population	%	3.7	9.4
11	Density of Population	Numbers	603	365
12	Below Poverty Line Families(2002)	Lakh	1.22	45.19

(Source :- page-X-1, District Pune,2017,district social and economical review-2017)

It can be seen from the above Table number 1.20 that the ratio of Female of district Pune is lower than the rate of the Maharashtra state. Also the ratio of the Scheduled Caste population in the district Pune is higher than the ratio of the Maharashtra state(i.e.12.52) while the ratio of the Scheduled Tribes population in the district Pune is lower than the ratio of the Maharashtra state(i.e.3.7) The total number of families which are below poverty line are 1.22 lakh.

As per the guidelines issued by the government resolution by the Rural Development Department of the state of Maharashtra dated 30 August, 2010, the proportion of the Scheduled Caste and Scheduled Tribe is one of the criteria for the

distribution of Grants at Village Panchayat level, the table 1.21 gives the blockwise population of backward class in the district Pune

Table 1.21

Blockwise Population of backward class in the district Pune

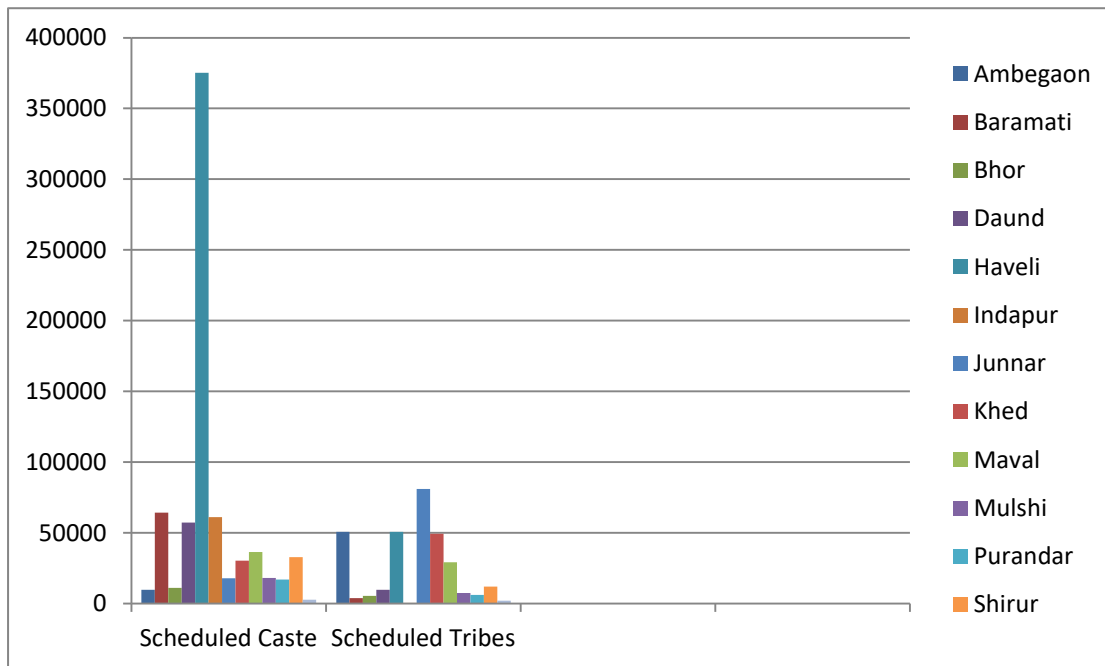
Ssr. No	Name of the Block/ Tehsil	Total Population Of Backward						Ratio Of Backward Population With Total Population	
		Schedule Caste			Schedule Tribes			Schedule Caste	Schedule Tribe
		Total	Male	Female	Total	Male	Female		
1	2	3	4	5	6	7	8	9	10
1	Ambegaon	9,757	4,959	4,798	50,704	25,399	25,305	4.1	21.5
2	Baramati	64,334	32,555	31,759	3,957	2,038	1,919	15.0	0.9
3	Bhor	11,090	5,630	5,467	5,414	2,786	2,628	6.0	2.9
4	Daund	57,273	29,027	28,246	9,673	4,931	4,742	15.1	2.5
5	Haveli	3,75,246	1,94,678	1,80,568	50,677	27,124	23,553	15.4	2.2
6	Indapur	61,080	31,077	30,003	4,766	2,415	2,351	15.9	1.2
7	Junnar	17,922	9,145	8,777	80,922	40,882	40,040	4.5	20.3
8	Khed	30,409	16,078	14,331	49,291	25,180	24,111	6.8	11.0
9	Maval	36,325	18,499	17,826	29,208	14,950	14,258	9.6	7.7
10	Mulashi	18,092	9,439	8,653	7,418	3,809	3,609	10.6	4.3
11	Purandar	17,053	8,518	8,535	6,076	3,130	2,946	7.2	2.6
12	Shirur	32,885	17,038	15,847	12,030	6,193	5,837	8.5	3.1
13	Velha	2,635	1,319	1,316	2,032	1,033	999	4.8	3.7
Total		7,34,101	3,77,962	3,56,126	3,12,168	1,59,870	1,52,298	9.5	6.45

(Source:- Table no. 11.3, population of backward class in district Pune, census survey of India-2011)

After studying the above table 1.21 it is seen that the population of Schedule Caste is higher in Haveli, Baramati and Indapur tehsil. Velha tehsil has the lowest population of Scheduled Caste i.e.(2,635). The population of Scheduled Tribes is higher in Junnar, Haveli and Ambegaon tehsil.Velha tehsil has lowest population of Sheduled Tribes.i.e. (2,032).

Chart 1.2

Blockwise Population of SC and ST in the Pune Distict (Census-2011)



(Source-Table number 1.21)

The graphical representation of the Population of Scheduled Caste and Scheduled Tribes in Pune District based on the Table number 1.21 clearly shows the growth in the populations has affected certain regions/blocks.

As the main criteria for the distribution of grants at Village Panchayta level is the total population of the Village Panchayats, it is necessary to study the decadal growth of population during the period of 2001 to 2011. Table number 1.22 gives information about the decadal growth in population in rural area of the Pune District.

Table No. 1.22

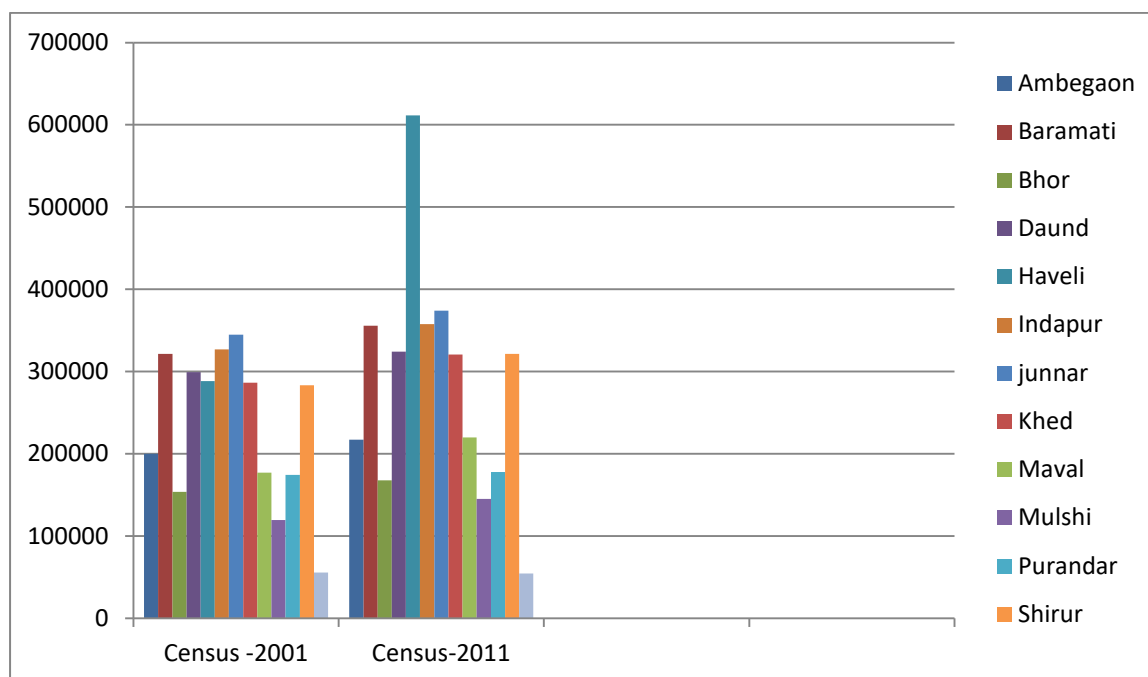
Decadal Change in the Population of Tehsils/Blocks in the district Pune

Sr. No.	Name of Tehsil	Population as per censuses 2001	Population as per censuses 2011	% of the decadal variation	Ranking
1	Ambegaon	2,00,043	2,17,096	8.5	9
2	Baramati	3,21,518	3,55,839	10.7	6
3	Bhor	1,53,833	1,67,663	9.0	8
4	Daund	2,99,184	3,24,183	8.4	10
5	Haveli	2,88,325	6,11,631	112.1	1
6	Indapur	3,26,821	3,57,668	9.4	7
7	Junnar	3,45,065	3,73,978	8.4	10
8	Khed	2,86,333	3,20,782	12.0	5
9	Maval	1,77,118	2,19,784	24.1	2
10	Mulshi	1,19,409	1,45,373	21.7	3
11	Purandar	1,74,604	1,78,095	2.0	11
12	Shirur	2,83,591	3,21,644	13.4	4
13	Velha	55,874	54,516	-2.4	12
14	Total	30,31,718	36,48,252		

(Source :- Table-1, District census handbook-2011)

Chart 1.3

Decadal change in population of Tehsils/Blocks in the district Pune



(Source-Table number 1.22)

The table number 1.22 and the graphical representation of the chart 1.3 show that the decadal growth in Haveli block/tehsil is 112.1 followed by Maval tehsil (24.1) & Mulshi tehsil (21.7) respectively.

The reason behind the higher decade growth is attributed to semi-urbanisation of peripheral area located around the municipal corporations and due to industrialization in these specific areas. While the rate of decadal growth is lower in Velha and Purandar tehsil due to hilly area, unavailability of jobs, low industrialization and water scarcity in specific regions. The blocks having the highest decadal growth rate of the population which ultimately has an adverse effect on the efficiency of the Village Panchayats to provide basic amenities with the limited income sources.

1.24 Rural significance of the district Pune

Pune district has total 13 blocks and 1912 villages. Some of the villages from the Ambegaon, Junnar, Khed and Maval block are included in Scheduled Area. The 13th Finance Commission has allotted special Grants To Special Area. Table no. 1.23 provides the number of villages in Scheduled Area in district Pune as per the population.

Table no. 1.23

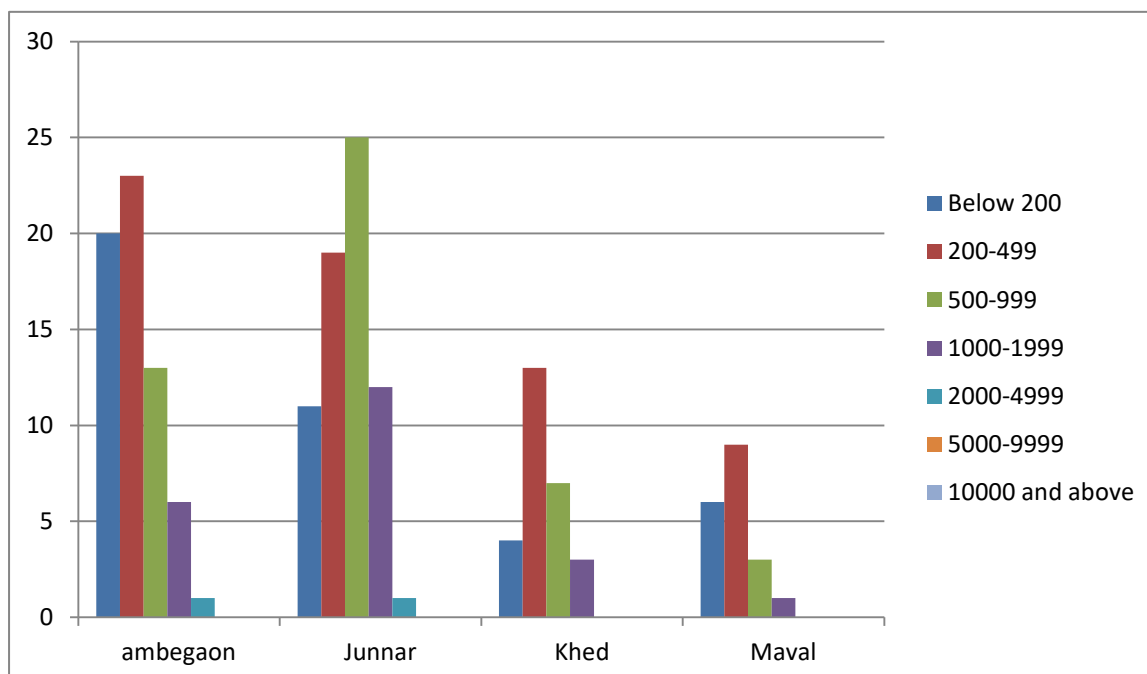
Number of villages in Scheduled Area in the district Pune as per the Population

Sr. no	Block/	No Of Villages As Per Population							No Of Total Villages
		Below 200	200 – 499	500- 999	1000- 1999	2000- 4999	5000- 9999	10000 And Above	
1	2	3	4	5	6	7	8	9	10
1	Ambegaon	20	23	13	6	1	0	0	63
2	Junnar	11	19	25	12	1	0	0	68
3	Khed	4	13	7	3	0	0	0	27
4	Maval	6	9	3	1	0	0	0	19
Total District		41	64	48	22	2	0	0	177

(Source:- Table no. 12.6, District statistical analysis Pune-2011)

Chart 1.4

Number of Villages In Scheduled Area in the district Pune as Per Population



(Source-Table number 1.23)

The study of the Table number 1.23 and the chart 1.4 shows that the highest number of villages in Scheduled Area are in the Junnar tehsil. Maval tehsil has lowest numbers of villages in Scheduled Area.

It can be also seen that total 41 villages have population below 200, total 64 villages have population between 200-499, total 48 villages have population between 500-999, total 22 villages have population between 1000-1999 and 2 villages have population between 2000-4999. After studying this data it is clear that the density of population in Scheduled Area is very low. As the Population of the Village Panchayats are very low as per the data in above table, these Village Panchayats would lead into getting a small amount of Grants due to low population.

It is also necessary to study the basic facilities available in rural area of Pune district, so herefore the table number 1.24 provides information about the villages having basic facilities like drinking water and road connectivity.

Table no. 1.24

Basic facilities available in the villages of the Pune district

Sr. no	Block/ Tehsil	No. of Villages 2011	Total No. of Village Panchayat		Villages having drinking water facility	Villages having roads/connecting facility for twelve months of year	Villages having roads/connecting facility for eight months of year	Villages having no connectivity
			Group Village Panchayat	Village Panchayat				
1	2	3	4	5	6	7	8	9
1	Ambegaon	143	27	76	131	143	0	1
2	Baramati	116	9	90	101	114	0	0
3	Bhor	195	33	122	190	194	0	0
4	Daund	102	0	80	98	102	0	0
5	Haveli	123	17	83	122	119	0	0
6	Indapur	143	20	95	137	142	0	0
7	Junnar	183	21	121	173	181	0	0
8	Khed	186	25	136	185	186	1	0

9	Maval	187	54	50	187	143	1	1
10	Mulashi	145	34	61	145	94	0	0
11	Purandar	108	12	78	96	107	0	0
12	Shirur	151	13	80	111	115	0	0
13	Velha	130	30	40	126	116	3	5
Total		1,912	295	1,112	1,802	1,756	5	7

(Source :- Table no. 1.2, statistical information of Pune district year 2016-17)

After studying the table 1.24 it is seen that the total number of villages in Pune district are 1,912 with Bhor tehsil having the highest numbers of villages (195) followed by Maval tehsil (187). Out of the total number of villages in the district, 1802 villages are provided with the facilities of drinking water throughout the year. It is also seen that 1,756 villages have road connectivity throughout the year and 7 villages have no road connectivity.

1.25 Panchayat Raj Institutions in the district Pune

The administrative head of all blocks is Zilla Parishad Pune at district level and at division level it is the Divisional Commissioner Office Pune. The Rural Development and Panchayat Raj department is the state head office at the state level.

Pune Zilla Parishad was established on 1st May 1961 as per the three tier system of Panchayat Raj in the Maharashtra state. Pune zilla parishad includes 13 Panchayat Samitis/Block Panchayats. Zilla parishad Pune is divided in 150 Panchayat Samiti 'Gan' and 75 zilla parishad 'Gat'. The zilla parishad members and panchayat Samiti members are elected from 'Gat' and 'Gan' respectively. There are in all 1407 Village Panchayats in zilla Parishad as the 3rd tier of Panchayat Raj Institutions.

As per the Maharashtra Zilla Parishad and Panchayat Samiti Act, 1961 following committees are active in zilla parishad.

1. Standing Committee
2. Jalsandharan and Swachatta Committee
3. Krushi Committee
4. Samajkalyan Committee
5. Shikshan Committee
6. Aarogya Committee

7. Bandkam Committee
8. Vitta Committee
9. Pashusawardhan and dughshala Committee
10. Mahila & Balkalyan Samiti Committee.²⁴

Various schemes/projects/campaigns are sponsored by the central and the state government. Annual targets for various schemes are achieved by Zilla Parishad, Panchayat Samiti and Village Panchayat level.

As per the provisions of the act, the administrative head of zilla parishad is Chief Executive Officer. The Zilla Parishad president is selected as the non-official head from the elected members from Zilla Parishad 'Gat'. The administrative head of Panchayat Samiti is Block Development Officer while the Panchayat Samiti chairman is selected as the non-official head from the elected member from Panchayat Samiti. Village Development Officer/Gramsevak is the administrative head of Village Panchayat while the non-official head 'Sarpanch' is selected by direct method from the voters from the village.

The total numbers of class-3 employees are 15,429 and class-4 employees are 1,342.²⁵ Total numbers of zilla parishad schools are 3,689 having teaching staff of 9,359 teachers. In all there are 96 Primary Health Centers, 539 Sub centers and 3 mobile clinics, which are active in the district through Health Department.²⁶ In all, there are 21 Integrated Child Development Projects are active in 13 blocks with 4,150 anganwadi centers and 453 mini Anganwadi centers.²⁷

1.26 Village Panchayats in the Pune Districts

Khed Taluka has highest number of Village Panchayats i.e. 161 followed by Bhore 155 and Junnar 142. Velha Taluka contains 70 village panchayats which are lowest in the district. Maval Block has the highest group village panchayats followed by Mulashi (34) and Bhore (33). Daund Taluka does not have any Group Grampanchayat (Village Panchayat).²⁸

The study of the income and expenditure is also important to study the performance of the Village Panchayats. The table 1.25 gives the information of the income and expenditure of the Village Panchayats in the district Pune.

Table no. 1.25

Income and Expenditures of the Village Panchayats in the district Pune

(Rs.in Lakh)

Year	Income	Expenditures	Unspent Balance
2011-12	324.33	240.77	83.56
2012-13	442.58	331.17	111.41
2013-14	529.47	366.82	162.65
2014-15	573.61	417.44	156.16
2015-16	639.36	448.74	190.61

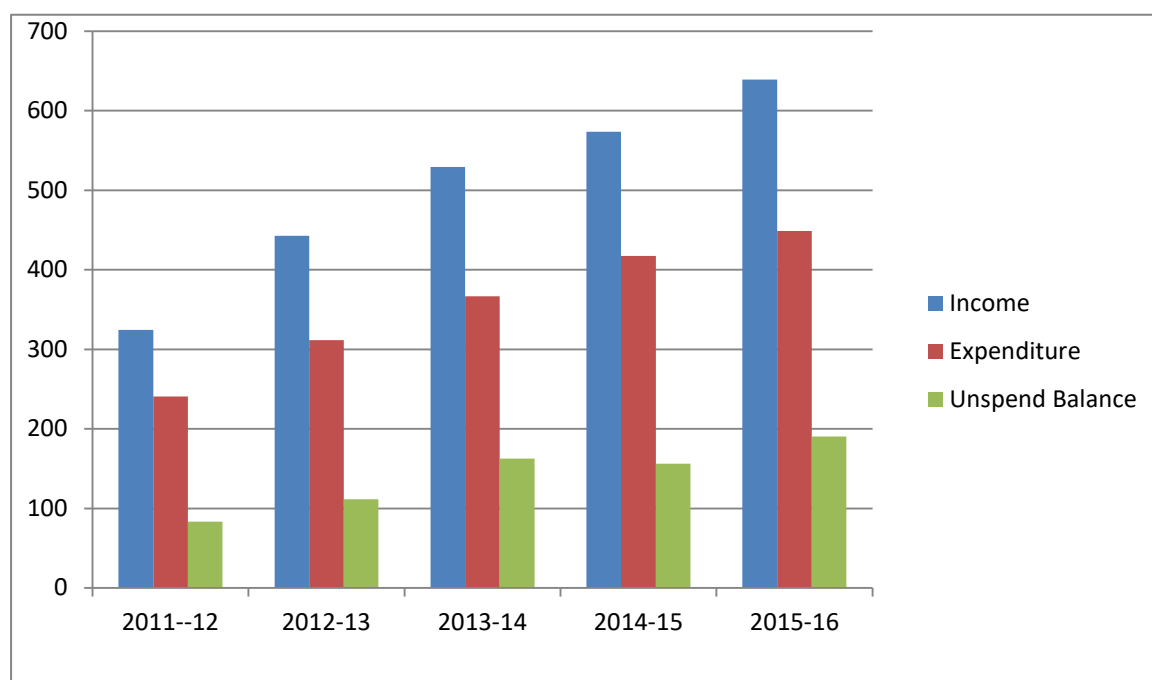
(Source :-

- 1) Table No.4.4, District social and economical review district Pune.year12-13.
- 2) Table No.4.4, District social and economical review district Pune.year13-14.
- 3) Table No.4.4, District social and economical review district Pune.year14-15.
- 4) Table No.4.4, District social and economical review district Pune.year15-16.
- 5) Table No.4.4, District social and economical review district Pune.year16-17.)

Chart 1.5

Income and Expenditure of the Village Panchayats in the district Pune

(Rs. in lakh)



(Source-Table number 1.25)

The study of the table number 1.25 and of the chart 1.5 gives information of the income and expenditure for the period 2011-12 to the 2015-16. It shows that the expenditures of Village Panchayats are increasing every year. It can be also seen that the Village Panchayats need more income source to provide basic facilities. Though there is unspent balance in the financial year (due to administrative and technical procedures), the Village Panchayats need to spend maximum share of income to provide the basic infrastructures, maintenance of different types works and the duties allotted to Village Panchayats as per The Constitution of India and as per the laws stated by the State government of Maharashtra.

The chapter Introduction gives brief idea about the constitutional approach to the Panchayat Raj Institutions. It also provides the vital information regarding the problems of Village Panchayats and the need of funding to the Village Panchayats. Due to the 73rd amendment, the role of Panchayat Raj Institutions is changing. The Village Panchayats are supposed to be more strengthened and more active than the other tiers of PRI's. So therefore, it is necessary to make them financially powerful to plan and execute the developmental work at local level. To make them financially strong enough either the taxation system should be

changed immediately or the government should finance them . Hence the decision of the 13th Finance Commission to support them financially is very supportive and the guidelines and directions given are effective.

The study of the district Pune especially the rural Pune is helpful to understand the various aspects of the rural population like decadal growth, SC population, ST population and total Population. The rural statistics regarding the basic facilities available in the rural area and the basic infrastructures at the village level are important to understand the need of developing new infrastructures and regular maintenance of it. The data of the income and expenditure of the Village Panchayats in the Pune district shows that the expenditure of the Village Panchayats is increasing to provide the basic amenities to the population.

This helps to study the interrelation between the need of funding to PRI's and basic idea of the 13th Finance Commission to support them financially and its effect related to the Village Panchayats in the Pune district.

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CHAPTER 2
REVIEW OF LITERATURE

CHAPTER 2

REVIEW OF LITERATURE

2.1 Introduction

It is very essential for a researcher to study the research material (acts, theses, reference books, reports and statistical data) related to the thesis. The study of the research material is used to study the various aspects; various facts and findings related to the subject that the researcher is studying. It is beneficial /helpful to the researcher to give proper direction for the study of concern thesis.

Therefore the researcher has studied various acts and reports of the committees appointed by the central government / the state government of Maharashtra. The researcher also studied the other theses related to Panchayat Raj Institutions in India and related to the Finance Commissions of India. The researcher also studied the various annual reports by the Central Government / the State Government of Maharashtra.

2.2 Review of the Committee Reports

The study of committee reports is very important to understand the various factors related to the Panchayat Raj Institutions. Central government and state government have appointed committees to study the financial and developmental situation of the PRI's. These all committees studied various reports, various data from the various departments and suggested administrative and financial changes to the government. Hence the study of the committee reports gives the information about the changing role of PRI's after independence and the factors which are helpful to strengthen them. The researcher studied the following committee reports.

2.2.1 Balawantray Mehta Committee Report (1957)¹

Balawantray Mehta Committee was appointed by the Central government of India in 1957. The committee submitted the report to the central government in 1957. Balawantray Mehta committee studied the facts of 'Common Development Program' initiated by central government in 1952. It also studied the reasons of the failure of the common development program, the situational facts about the Zilla Local Board & role of the state government in the supervision of Zilla Local Board and their inter relationships.

Recommendations of Committee

1. Three tier Panchayat Raj Institution.
2. Establishment of Zilla Parishad at district level.
3. The district collector should be president of Zilla Parishad.
4. Formation of Panchayat at village level which includes 2 to 3 Grampanchayats.
5. Grampanchayat should be formed by direct election method.
6. Grampanchayat should be allowed / authorized for revenue collection. Also some amount / share of revenue should be given to the Grampanchayats.
7. Gramsevak should be appointed as secretary of Grampanchayat.
8. The program / schemes for economical development should be prioritized.

The Committee mainly suggested about the need of decentralization of powers & responsibilities. The committee suggested to delegate all the responsibilities which are related to local development to the local authorities & should provide grant to support the local bodies which the basic idea of thesis.

2.2.2 Administrative Reform Committee Report (1966)²

The administrative reforms commission was appointed in 1966. The committee was formed by five members. The committee studied various reports related to planning, finance, accounts and other sectors of administration. The committee also suggested some reforms regarding Panchayat Raj Institutions.

The main recommendations of committee are as following:

1. The district collector should be excluded from the duty related to maintain and controlling of development work.
2. The district Panchayat Raj Institutions should be responsible for the development of rural area of the district.
3. The state government should hand over the planning and implementation of development work to the Panchayat Raj Institutions.
4. The committee also suggested that the Zilla Parishad or the district Panchayat Raj Institutions should be powerful in the three tier system. The distribution of work between the three tier systems was also suggested / directed by the committee.
5. The other suggestions of the committee were related to the job chart and power of Gramsabha and structure of Village Panchayat / Panchayat Samiti and Zilla Parishad. The committee suggested that the state government should finance the Village Pachayats. The

committee suggested about the taxation structure, the minimum and maximum rate of taxes and fee structure at Village Panchayat level.

6. The committee mainly recommended about the share of Village Panchayats in the revenue tax, stamp duty, entertainment tax and land revenue tax. The committee also mainly recommended about to establishment of Panchayat Raj Finance Corporation and Finance Commission. The Finance Commission of State should decide the ratio of grant distribution for local bodies.

The committee mainly suggested to transfer all the development based issues/ works and schemes to the local bodies. This proves the importance of planning at local level.

2.2.3 Ashok Mehta Committee Report (1977)³

The Central Government of India appointed Ashok Mehta Committee in 1977. The committee consisted of 14 members. The Committee submitted the report in 1978 for the evaluation of Panchayat Raj Institutions.

The committee mainly recommended as follows:

1. The arrangement of the administration of the Panchayat Raj Institutions should be decided by the state government as per the situation of the State Government.
2. The Elections of Panchayat Raj Institutions should be conducted by Chief Election Commission.
3. The Nyaya panchayats should be kept separate from the village/development panchayats.
4. Representation of the Scheduled Castes and Scheduled Tribe for all Panchayat Raj bodies should be on the basic of the population.
5. The land revenue collection should be completely transfer to the Panchayat Raj Institutions over a period of five years.
6. The need for some provision in the constitution in order to provide the Panchayat Raj Institutions the requisite status and assurance as continuous enchaining.
7. The Panchayat Raj Institutions should have power to impose some compulsory taxes e.g. house tax, professional tax, special tax on buildings.
8. Formation of two tier Panchayat Raj Institutions.
9. The period of Panchayat Raj Institutions should be four years and all the elections of Panchayat Raj Institutions should be conducted simultaneously.

10. 'Chief Executive Officer' of the Zilla Parishad should be controlling authority for all the establishment of the officer and staff appointed for Zilla Parishad.

The committee also stated that the success of the Panchayat Raj Institutions and decentralization will be dependent upon not only the power provided to the Panchayat Raj Institutions but also the capacity of implementation of Panchayat Raj Institutions.

The committee mainly recommended about the amendment in The Constitution of India to decentralize the powers and duties to local bodies. It recommended to increase the local peoples participation in the development procedure at local level.

The committee also found out that the valuable grant and time period are being wasted as the state government is looking after the local development. The Committee recommended for remedies about these factors.

This supports the guidelines released by the 13th Finance Commission about electronic money transfer system and importance of the Performance Grant.

2.2.4 G. K. Rao committee Report (1985)⁴

G. K. Rao Committee was appointed by the planning commission. The Committee was appointed in the year 1985. The committee submitted following main recommendations.

1. A three tier structure for Panchayat Raj Institutions.
2. The district plan should include all the resources available .It should includes plan and non-plan as well as institutional resources.
3. Zilla Parishad should be a centralized institute for planning, excavation and controlling.
4. Post at district level as a district development commissioner, who would be the Chief Executive Officer of Zilla Parishad.
5. Formation of a post as a state development commissioner at state level which will be equivalent to the rank of the chief secretary of the state.
6. The election program of the Panchayat Raj Institutions should be implemented timely and the panchayat raj institutions should not be dissolved without proper reasons/issues.
7. Chief Account and Finance Officer and the account staff should be appointed to plan and supervise the district budget.
8. Panchayat Raj Institution should implement all types of program related to development and poverty.

The Committee mainly recommended about the active participation of villagers in the economical development at village level. The Committee also recommended about strengthening the administration of the local bodies. The suggestions are related to the concept of active participation of people at village level.

2.2.5 Vasantrya Naik Committee Report (1960)⁵

Vasantrya Naik Committee was appointed in 1960. This committee was formed to review the recommendations of the Balawantrya Mehta Committee and to suggest the draft for the Panchayat Raj Institutions in the state of Maharashtra.

The committee submitted the report in 1961 and made 226 recommendations. The main recommendations of the committee are:

1. The Maharashtra state should adopt three level systems for the Panchayat Raj Institutions. Zilla Parishad at district level, Panchayat Samiti at block/ taluka level and Gram panchayat at village level.
2. The members of the Panchayat Raj Institutions should be elected by direct election method.
3. The Zilla Parishad should be stronger and more important tier than Block Panchayats and Village Panchayats.
4. The Chief Executive Officer should be appointed from Indian Administrative Service cadre. Block development officer should be appointed as the secretary and administrative head of Panchayat Samiti at block level.
5. Panchayat samiti at block/taluka level will work as a link/mediate between Zilla Parishad and Village Panchayat.
6. The share of revenue between Grampanchayat and Zilla Parishad should be as 30:70.
7. The Local Finance Board should be formed to finance to the Zilla Parishad.

After studying the committee report, it is clear that the committee recommended the state government to transfer the responsibilities and local resources to the local people. It again conclude about importance of decentralization and planning at local level by the local bodies.

2.2.6 Bongirwar Committee Report (1970)⁶

The Bongirwar Committee was appointed by the state of Maharashtra in 1970. The committee was appointed by the state government to find out the flaws in the Panchayat Raj system and to suggest the remedies about it. The committee is also known as panchayat raj review committee of the Maharashtra. The committee submitted its report in 1971 with 202 recommendations. Following are the main recommendations of the committee are as following.

1. A new committee should be formed at Zilla Parishad.
2. Co-operation should be transferred to the state government from Zilla Parishad.
3. 'Aashramshala' should be transferred to Zilla Parishad but the 100% expenditure should be done by the state government.
4. Panchayat Samiti should be categorized as class-A, class-B, class-C.
5. 'Sarpanch Committee' should be formed at Panchayat Samiti level having 15th member.
6. The Nyay Panchayat should be cancelled.
7. Minimum two meetings of Gramsabha in a year should be compulsory.
8. Chief executive officer post should be created at zilla parishad level.
9. All the schemes related to the local development should be transferred to the Zilla Parishad.
10. The state government should enlist the duties and functions of the Zilla Parishad and Panchayat Samiti and the state government should make provision for finance to Panchayat Raj Institutions.
11. Panchayat Raj Institutions should get enough freedom for planning.
12. District planning and formation committee should be formed at district level.

Bongirwar committee also stated that the Panchayat Raj Institutions are not imperfect but the execution procedures have drawbacks. So it is clear that the new method of execution of work should make in to the practice. The committee also recommended that the Panchayat Raj Institutions should be strong enough financially. The Institutions should have liberty about planning. These all recommendations support the expectations of the 13th Finance Commission.

2.2.7 Baburao Kale Committee Report (1980)⁷

The main recommendations of Baburao Kale Committee are as follows

1. The Zilla Parishad should be authorized to increase the local tax.
2. The Block Development Officer should be a Class-1 gazetted officer from the state cadre.
3. The Integrated Rural Development Programme should be transferred to Zilla Parishad.
4. The honorarium of the non-officials should be increased.
5. The Zilla Parishad should get more share of revenue of stamp duty and forest revenue.
6. The Gramsevak should be incharge of maximum two Village Panchayats at a time.¹⁰

The committee mainly suggested about the administrative set up for the betterment of the PRI's.

2.2.8 P. B. Patil Committee Report (1984)⁸

The State Government of Maharashtra appointed P.B. Patil committee in 1984 to review the Panchayat Raj system in the Maharashtra. The committee submitted its reports in 1986. The committee suggested 158 recommendations. The main recommendations are:

1. The Panchayat Raj Institutions should get extensive financial powers.
2. Panchayat Raj Institutions should be reformed on the basis of population.
3. A separate election commission should be formed for the election of Panchayat Raj Institutions.
4. Gramsabha and Village Panchayat should get more power.
5. Sarpanch should be selected by the direct election method.
6. Unification of both the act- Maharashtra Grampanchayat Act 1958 and Maharashtra Zilla Parishad and Panchayat Samiti act-1961.
7. The chairman of the Panchayat Samiti should be official member of the Zilla Parishad.
8. Reservation for all the categories for zilla Project Office in Panchayat Raj Institutions and $\frac{1}{4}$ th reservation for women in Panchayat Raj Institutions.

The P. B. Patil Committee mainly suggested that the Panchayat Raj Institutions should not work as agencies of the state government. Rather the local bodies should work as autonomous and independent bodies. These mainly suggest about the decentralization of the local bodies.

2.3 Review of Theses

The study of theses is also the important part of research work. It provides the data and the statistics used by the other researcher for the study. The findings and conclusions of the other theses are useful for the study also it avoids the duplication of data. The researcher has studied following theses. These all theses are related to PRI's, Finance Commissions and amendments in the Constitution.

2.3.1 Metkar R. G. (1977)⁹

Metkar R. G. has submitted a thesis 'Inter Relations among the Tiers in Zilla Parishad in Maharashtra' to the department of politics and public administration in the Savitribai Phule Pune University, Pune in 1977.

The researcher has studied the various aspects of Panchayat Raj Institutions i.e. powers, duties, administration, problems, implantation of schemes and political hurdles. The researcher has found that the Village Panchayat's own sources were not adequate and consequential. The institutions could not exercise freedom of planning.

1. Most of the fund was returned to state government due to lack of supervision and guidance.
2. Most of the development work remains incomplete for years due to shortage of funds assigned by the state government and small amount of the Zilla Parishad fund.
3. Unrealistic planning and lack of supervision over the maintenance of completed works was in evidence.
4. Rigidity of rule and procedure by the state government was also an obstacle in implementing the various schemes.
5. The founders of the Panchayat Raj were of the opinion that village should be the unit of decentralization of power, but the villages lacked in initialize and responsibility in implementing the development was independently.
6. No technical staff at village level.

The suggestions are as following:

1. For planning must be a democratic social process aimed at the development of the local initiative local leadership, local functional group and village organization.
2. The state government should provide substantial funds every year to the Zilla Parishad.

3. The system of auditing of accounts should be comprehensive and educative.

The findings of the thesis support the local level planning and funding by the government.

2.3.2 Bathe Shirang (2011)¹⁰

Bathe Shirang has submitted the thesis 'Financial Administration In Local Self Government with Special Reference to Pune Zilla Parishad' to the departmental commerce department in the Savitribai Phule Pune University, Pune in 2011. In this thesis the researcher has studied duties and responsibilities of local self government, various source of revenue for local bodies and power and authorities of Zilla Parishad.

The researcher concluded many things regarding finance, funding and expenditure.

1. The pattern of the development schemes and programs need not be the same for all Zilla Parishad. It will depend on the potentialities as well as needs of the particular region.
2. Panchayat Raj Finance Commission need to be established the Panchayat Samiti and Grampanchayat. For various purpose like to study to guide, to finance the Panchayat Raj Institutions.
3. The simple account system with broad categories of income and expenditure should be established.

The study suggest about the need in the change in procedure about providing the finance to the PRI's

2.3.3 Dhonde Sanjay (2015)¹¹

Dhonde Sanjay represented the thesis titled as 'Finance Of Village Panchayat in Satara District' to the department of Economics in Shivaji University, Maharashtra. The researcher has studied the functions and duties of Village Panchayats, various schemes implemented by village panchayats and financial condition of Village Panchayats and problems faced by the Village Panchayats while implementing the duties/and developmental work.

The researcher finds that the expenditure of Village Panchayat has been increasing due to increasing number of functions performed by them.

1. To fulfill the increased requirement of society, Village Panchayats should properly utilize the available resources and try to search new economic sources.

2. The budgetary trend indicates that Village Panchayats have growing budgetary deficit than shortage of funds should to have an adverse import on the provision of economic, social and infrastructural services to the rural population.
3. Small Village Panchayats are facing more problems while fulfilling the basic needs of the society, Special programme for social and economic development of such a Village Panchayat should be there.
4. Year wise fluctuation and village wise fluctuation has been seen due to fluctuation in the revenue availability and grants provide from the state government to the local bodies.

The researchers suggested some recommendations on the basis of study. The findings are about the inefficiency of Village Panchayats due to inadequate funds.

2.3.4 Goyal Shakti (2018)¹²

Goyal Shakti has submitted thesis regarding 'Panchayat Finance in India' to the department of political science in Jamia Milia Islamia University, Uttar Pradesh. The researcher studied the funding system, functions and functionaries and financial autonomy account and audits system in Agra district in the state of Uttar Pradesh.

1. The researcher find that the availability of electronic transfer of funds under various schemes and programs, database of all bank accounts in the district and the feedback mechanism on actual crediting of funds into the Panchayat Raj Institutions account is hardly explored.
2. The suggested remedies are that
 - 1)The state government should also develop a roadmap for transferring functions, funds and functionaries to Panchayat Raj Institutions as per provisions of 73th Amendment in a higher bound manner.
 - 2) Gramsabha meetings to ensure priority based planning and financial accountability.
 - 3) The funds should be released only to those PRI's who submit their work completion reports and audit report in time.
 - 4) Set up of a special cell in the state finance department to track and monitor annual receipts and expenditure and to compile and computerize a database on basic economic indicates of local bodies.

5) Time limit of two weeks for transfer of funds under centrally sponsored schemes from state government to local bodies, directly through fund transfer software developed by NIC. The researcher mainly gives suggestions about fund transfer method,

2.3.5 Pandkar Manoj (2009)¹³

The researcher has studied about 'The Panchayat Raj Vyavasta in Maharashtra'. The subject of thesis was 'Maharashtra Panchayat Raj vyavastheche chikitsak adhyayan vishwshata Pune Zilla Parishadeche sukshma adhyayan 1993 to 2000'. He studied for the period 1993 to 2008. i.e. after the 73th amendment of The Constitution of India. The researcher had selected 8 talukas/blocks from the district/Zilla Parishad Pune for the study. The thesis was submitted through the economics department in Tilak Maharashtra Vidyapeeth, Pune. He has studied about the various aspect based on primary data and secondary data.

The researcher had found financial condition of the various problems related to Panchayat Raj Institutions. Regarding the 3rd tier of PRI's i.e. Grampanchayat /Village Panchayat the study states as following-

1. The recommendations of the state finance commissions are not implementing timely.
2. The Grampanchayat / PRI's unable to receive government subsidy in time. It is delayed and not enough.
3. At village level the schemes related to drinking water facilities are not enough as per the requirement.
4. The Village Panchayats spend more on construction of building infrastructure and roads.
5. Self income of Village Panchayats is lesser than the government grant they get.

Also the suggestions researcher suggests for –

1. Zilla parishad should get government grant timely.
2. Need of peoples participation for rural development.
3. Need of increase in the self income (i.e. taxation) for strengthen of Zilla Parishad.
4. Need of more grant for different types of development works.
5. Use of technology should be increased to minimize the expenditure.

The observations and suggestions by the researcher gives actual facts about the Village Panchayats who are financially weak and also recommended suggestions to overcome it.

2.3.6 Patole Shivaji (2016)¹⁴

The researcher has studied study of ‘Grampanchayat Finances in Nanded District’ to the Commerce and Management Science in the Swami Ramanand Teerth Marathwada University.

The researcher has studied the financial condition of the 48 different Village Panchayats in Nanded District. He studied about the financial status of income and expenditure of the Village Panchayats. The thesis has 32 recommendation/suggestions about various aspect and area. The researcher has mainly suggested following suggestion for the financial condition of the Village Panchayats.

1. Need to change the mentality of villagers regarding participation in all programmes at the village level.
2. Provision of fund for health, water, roads in villages, cleaning of the drainage etc.
3. Grants must be increased. Developmental fund must be given by keeping the population of the village in consideration.
4. Infrastructural facilities must be made available for the purpose required grants accordingly action plan of the village should be deposited in the account of the Village Panchayat.

2.3.7 Phad Sanjay Kumar (2017)¹⁵

The researcher has submitted his thesis in the Economics department in the Dr. Babasaheb Ambedkar Marathwada University in 2017. The researcher has studied about ‘The Central State Financial Relations in India with Special Reference to Last Three Finance Commissions’.

The researcher has studied the eleventh, twelfth and thirteenth finance commissions. He studied about the recommendation of the finance commissions, and grants distributed to the state and the impact of it. The researcher has suggested about the strengthen of the local bodies through the finance commission as follows –

The main objective of 73rd and 74th constitutional amendment is to strengthen the fiscal decentralization in India. Local governments are now an integral part of the India. They have tremendous potential for bottom up planning. The percent share of local body grants in

total finance commission increased to 5.05 percent in the 13th finance commission and which is 6.41 percent in the recommendations of fourteenth finance commission could not serve the objective of amendments. Hence this share must be increased up to minimum 15 percent. For this purpose 6 percent of divisible pool of central taxes as general basis grants and 2 percent of performance grants may be granted to local bodies. At the same time compulsory technology should bring into force to increase transparency and efficiency of local bodies. While allocating the funds to PRI's 100 percent funds should be allocated to village while are actually working at ground level and they only will have the power of spending the same. For that it should be ensured that the state government are transferring the local body grants promptly and efficiently to the local government level.

To strengthen the process of decentralization in India, the local self government's expenditure ratio to GDP should be improved part of this devolution would have to come from the sharply enhanced devolution from the centre and a portion from the devolution from the states. The succeeding Finance Commissions and their counterparts at the state level will have to play a vital role for this purpose. They should try to make fiscal decentralization a working reality in Indian Fiscal Federalism. The suggestions are supporting to the idea of strengthening of the Village Panchayats by supporting them financially.

2.3.8 Ketki Tara Kumaiyan, (2016)¹⁶

The researcher has submitted the thesis 'Impact of major constitutional amendments on the Indian Polity' in the department of Political Sciences in 'Kumaun University'.

The researcher has studied total 4 amendments i.e. 42th amendment, 44th amendment, 73rd amendment and 86th amendment. The researcher has studied the reasons of the introducing the amendments implementations of the amendments in different states, and the socio-economic impacts of the amendments related to various factors. The researcher has studied 73th amendments. He studied about the 29th subjects in the 11th schedule of the amendments and the impact of it related to strengthening of Panchayat Raj Institutions success and failure of the different schemes in different states.

The study states that institutional success largely depends on robust financial machinery and a sound budgetary allocation mechanism, but in the case of Panchayat Raj Institutions the financial condition of local bodies is precarious as in many cases neither is

there adequate devolution of resources nor adequate revenue raising powers. The funds that Panchayat receive are inadequate, unspecified and uncertain.

2.4 Review of Reference Books

The study of the reference books related to the system and work procedure of the PRI's in Maharashtra helped to learn about the other schemes, projects and campaign executed by the Village Panchayats. It helps to understand the planning and work procedure of the other schemes.

2.4.1 Maharashtratil Panchayat Raj, Khand1, (2001), Yashada, Pune.¹⁷

This reference book was designed for the officials and non-official working for Panchayat Raj Institutions in Maharashtra. The main purpose of publishing the book was to provide the information about local bodies administration, various acts related to Panchayat Raj Institutions in the Maharashtra, the role of officials and non-officials in the development of village and various schemes related to development of Village Panchayats.

The part A provides information about the role of administration at the various tiers of Zilla Parishad. (i.e. Zilla Parishad, Panchayat Samiti and Village Panchayat) It also provides information about development of local bodies from Vedic period. It provides information about major rules and regulations of the acts related to Panchayat Raj Institutions in Maharashtra.

The part B also gives vital information about the account system of Village Panchayats, audit of the Village Panchayats, budget of the Village Panchayats. It mainly focuses about the account system the Village Panchayats.

2.4.2 Maharashtratil Panchayat Raj khand 2 (2001), Yashada, Pune¹⁸

Khand 2 provides the information about the various schemes of the central government and the state government. The rules and regulations for the scheme, the benefit of the scheme for the individual as a beneficiary and to the villagers at Village Pampanchayat level. It also provides information about the schemes execution by various departments of Zilla Parishad e.g. Health, Women and Child care, Education department, Animal husbandry department, Water supply department, Agriculture department, Social welfare department

etc. Also it provides information about the role of line departments and the role of Village Panchayats for execution of works/schemes.

2.4.3 Rajiv Gandhi Panchayat Sashaktikaran Abhiyan, (2014), Yashada, Pune.¹⁹

The study book was published by 'Yashada' in 2014 under the guidance of Rural Development Department, Government of Maharashtra.

The study book provides brief information about various centrally sponsored schemes and campaign. It also provides information about execution of schemes and role of Village Panchayats. The book consists of the information regarding decentralization of PRI's. Role of Social audit in the development of village, and participatory rural appraisal/active participation of Gramsabha and techniques related to development plan of village.

2.5 Review of Acts

The acts related to the PRI's give brief information about the administrative rules, financial rules and the procedures need to be used to complete the different types of daily work at every level of PRI's. The study is helpful to get information about the controlling system of PRI's, rules related to the audit and inspection of the Village Panchayats.

2.5.1 The Maharashtra Grampanchayat Lekha Sanhita, (2011), Rural development department, Government of Maharashtra²⁰

This act consists of 18 chapters. The chapters are related to account rules and regulations directed by the state government. These rules are important for the account system of Village Panchayats and account code system for daily expenditure at Village Panchayat level.

It also gives direction about Gramnidhi, budget, loans, taxation rules, fees, grants and administration expenditures of Village Panchayats. It provides direction about construction works by Village Panchayats, maintenance of various development works such as roads, wells, drinking water scheme, public toilets and buildings owned by Village Panchayats. The chapter 3-General Financial Rules, chapter 4-Gramnidhi, chapter 8-Tax, Fee and other demands, chapter 9-Grants, chapter 12-Construction and chapter 15-Property of village Panchayat useful to understand the various administrative and financial process.

The lekhasanhita also provides total 33 formats prescribed by the state government. These formats/registers are compulsory for every Village Panchayat. These formats should be maintained in prescribed formats and the concern entries should be done by Gramsevak/Village Development Officer. These registers are inspected and audited by senior authorities of Panchayat Raj Institutions and by the authorities of local fund. The study of the financial rules and formats/registers make it easy to understand the procedure of financial funding, budgeting of the Village Panchayat and the administrative and technical procedure for development based work.. This study help to understand the procedure of planning, execution and billing procedure of the developmental work which need to be followed while completing the developmental work by the 13th Finance commissio.

2.5.2 The Maharashtra Grampanchayat Adhiniyam, 1958, Rural development department, Government of Maharashtra, Mumbai²¹

The act includes total 16 chapters and 186 rules. The rules gives direction to the officials and non - officials about the the daily administrative and financial procedures at Village Panchayat. Also study of these rules are important to understand the concept of formation of Village

Panchayat, Gramsabha, Gramnidhi, Adminisrative power and duties of the Village Panchayat, establishment, taxation procedure and funding to the Village Panchayat. The rules stated under this act gives information about the powers and duties of the Village Panchayats and the procedure need to be followed by them to carry out the responsibilities. The study of this act is very important to understand the research problems.

2.5.3 The Maharashtra Zilla Parishad and Panchayat Samitis Act, 1961, Rural development department, Government of Maharashtra, Mumbai²²

The act includes 18 Chapters and 290 rules. The act includes rules about administration, establishment, provisions, powers and duties of Zilla Parishad and Panchayat Samiti. The Act instructs about the power of supervision and inspection of Zilla Parishad, Divisional Commissioner Officer and State Government over the Village Panchayat.

It also provide instructions about district fund, permission of extra loans to the Village Panchayats and taxation of the Village Panchayat. The rules are important to understand the

administrative and financial provisions provided to Zilla Parishad and Panchayat samiti over the Village Panchayat. The study of this act clarifies the interrelations between all the tiers of the PRI's and also the hierarchy of the system. Also the procedure of transferring the Funds/Grants to the Village Panchayats is mentioned here. By studying this, the researcher can differentiate the regular procedure of transferring the Fund to the Village Panchayat and the procedure mentioned by the 13th Finance Commission.

2.5.4 Compilation of Rules and Order under the Maharashtra Village Panchayats Act, 1958, Rural Development Department, Government of Maharashtra.²³

The rule provides prescribed formats, for administration procedure various type of formats for notices issued by Village Panchayats, Custody and investment of village Funds, Taxes and Fees Rules, Recovery of the dues, Refund Rules, limits on payment of Grant in aid rule, Grant of loans by Zilla Parishad. These rules are necessary for the daily financial and account based work procedure of Village Panchayats. It states the guidelines and rules and regulations which are necessary for Village Development Officers/Gramsevak and for the Village Panchayats

2.6 Review of Reports

The researchers studied some of the reports submitted to the central and the state government by the different authorities reports. The statistics, data, and information mentioned in these reports are important to get information about the facts related to local bodies.

2.6.1 Analysis of Local Bodies Accounts (2010-11, 2011-12 and 2012-13) Directorate of economics and statistics, planning department government of Maharashtra, Mumbai.²⁴

The team of 5 under the guidance of Dr. J.V. Chaudhari, Joint Director, Directorate of Economics and Statistics has submitted report to the state government of Maharashtra.

The team studied the budget of the local bodies of all rural and urban local bodies including Cantonment Boards in Maharashtra in the year 2010-11, 2011-12 and 2012-13. The team studied the budget and expenditure of the local bodies. They also studied the functions carried by the local bodies. Also they studied the data related to the grant distributed to the local bodies from the Central Government as well as the state government and the utilization of the funds available for road constructions, school, hospitals and other facilities at village level.

2.6.2 Chapter 10, Local Bodies, Report of the 13th Finance Commission of India.²⁵

The chapter 10- Local bodies explains briefly information regarding the recommendations made by The Finance Commission of India.

While recommending various instructions and remedies to the local bodies, the data has been collected from the various states. The data was studied and analyzed. Also the state governments put forth the facts and limitations of the Panchayat Raj Institutions in front the Finance Commission of India. The data consist the information about the tax collection by Panchayat Raj Institution and also need of additional grant which can be utilized by the Panchayat Raj Institution for the various kinds of development works.

After studying all those aspects and after studying the recommendations of 11th and 12th Finance Commission of India, the 13th Finance Commission India released recommendations for the grants distribution to the local bodies. The 13th Finance Commission agreed about the need to provide the core services like drinking water, street lights, sewage and solid waste management. Also the 13th Finance Commission decided to support for enhancing the operational infrastructures including office buildings and skeleton staffing for meaning accounts and data base.

In the chapter 10 the brief recommendations and instructions had been issued which mainly covers the following issues:

1. The economical status of local bodies i.e. Panchayat Raj Institution in India.
2. The need of grant for the development work and for the basic amenities that should be provided by Panchayat Raj Institution.
3. Recommendations for grants for local bodies

4. Types of Grants-Basic Grant, Special Area Grant, Basic Performance Grant and Special Area Performance Grant.
5. Criteria for grant distribution to local bodies.
6. Intensive frame work for general performance grant.
7. Intensive framework for Special Area Performance Grant
8. Process for release of grant.
9. Revamping Fire and Emergency Services
10. Strengthening the local body framework.
11. Changes to the Finance Accounts.

After studying the above points, the researcher is able to know the exception of the 13th Finance Commission regarding the proper utilization of grant distributed to Panchayat Raj Institution in the country.

The study of the acts, reports, committee reports, theses and other reference books gives the brief outline about the functioning of the PRIs, especially in the Maharashtra state. The researcher is able to understand the regular funding procedure and the working set up of PRIs. The study of the theses helped to understand the conclusions and suggestions which are also useful for the research work. The study of the acts is helpful to understand the administrative and financial job charts of the PRIs in the Maharashtra state. By studying these acts the researcher is able to understand the duties, powers, responsibilities and the interrelations of all the three tiers of PRIs. The study of the literature helped to correlate the factors affecting the rural development and helped to generate a wide angle to overcome the issues.

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CHAPTER 3
Research Methodology

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Research Methodology

3.1 Introduction

Research methodology is a basic need of the every research. Research methodology has significant role in the research, so it is necessary to plan the methodology/technique and interpretation of the research.

In this chapter the researcher has described the research methodology used for this thesis. In this chapter the detailed information about the research method, objective of the study, scope of the study, hypothesis and selection of the data has been described. Also the details about information collected from primary data and secondary data from various offices of the Zilla Parishad Pune, reports of the government offices and from the government website.

3.2 The Problem Statement

The slow and inadequate and unplanned development of the rural area is a major issue In India. In the Maharashtra state, the Village Panchayats look after the developmental issues / schemes at the village level. The facilities and basic infrastructures like internal roads, hygiene, drinking water facilities, health and primary education are provided by the Panchayat Raj Institutions.

The Village Panchayats collects various types of property taxes as per the rules stated by the Maharashtra Grampanchayat Act, 1958. The Village Panchayats have to provide facilities and infrastructures as per the scheduled list 'A' as directed in the above act. The income sources of the Village Panchayats are low and collection of taxes are also less in the rural area. Thus the Village Panchayats are unable to provide all the necessary basic facilities to the villages and villagers. Also Village Panchayats are unable to spend for new development work in case needed.

Therefore, the 13th Finance Commission of central government decided to release/distribute grant to all the Village Panchayats for the various types of development works/infrastructure development.

The geographical structure, economical structure, area of the Village Panchayats and habitats are different at different at different regions and talukas/blocks. Also the need of the development works is also different in every village. Therefore, it is necessary to study how

the Grants are utilized by the Village Panchayats and whether the basic purposes of the Grants distribution are fruitful. Taking into consideration the above facts the title of this study has been defined as 'A Critical Study of Recommendation of 13th Finance Commission Relating to Village Panchayats With Reference To Pune District'.

The researcher is aware of the point that every village has its own natural resources. Also the need of development based work and aspects of development are changing and are different for different villages. Also the Village Panchayats and Gramsabhas play major role in the development of the particular village. The development works schemes should be implemented by the Village Panchayats as per the guidelines and resolutions declared by the government authorities. Keeping all these issues in mind the researcher aims to identify the need of Village Panchayats for the surplus grant, the need of decentralization and the success rate of the recommendations by the 13th Finance Commission. Also the researcher wants to study the various aspects of the works done/completed by the Village Panchayats.

In the research the researcher will try to find out need of decentralization at village level and need of the surplus/extra grant at village level. The researcher aims to answer the following questions.

1. Whether the Village Panchayats require the grant from government to develop and to provide basic amenities/facilities at village level.
2. Was the grant provided by the 13th finance commission enough to support the need of the Village Panchayats?
3. The types of works completed by the Village Panchayats using the grants.
4. Whether the purpose of distributing the grant to Village Panchayats level is successful.

3. 3 Objectives of Study

1. To evaluate whether the Village Panchayats are following the guidelines of 13th Finance Commission.
2. To check whether the objective of releasing grants directly to Village Panchayats through the electronic money transfer system is fulfilled.
3. To check whether the Village Panchayats have been successful in completing all types of work through this 13th financial grant.
4. To suggest the remedies to improve the performances if necessary.

3.4 Statement of Hypothesis

The study is conducted to test the following hypothesis.

1. All the Village Panchayats have followed guidelines of the 13th Finance Commission.
2. The grants released and distributed by rural development department have been utilized by the Village Panchayats within the prescribed time limit.
3. The quality and quantity of the work completed by the Village Panchayats through the Grants are according to government norms.

Systematic methods are used to check the hypotheses by using the primary data collected from the Sample.

3.5 Sources of Data

The researcher has collected the data to fulfill the objectives of the study. The data is collected by the sample selection by using questionnaire. Also the data is collected from Zilla Parishad office. The data is collected systematically, tabulated, analyzed and interpreted in a systematic way.

3.5.1 Selection of Village Panchayat data

Total number of Village Panchayats in The Pune District are 1407. The names of the Village Panchayats are collected from Pune Zilla Parishad office, Pune. As the data size is large, total 92 Village Panchayats are selected from all the rural blocks in Pune district i.e. from 13 blocks/ Panchayat Samitis. The number of Village Panchayats are different in each block. So therefore the number of Village Panchayats selected for the sample are according to the total number of Village Panchayats in the particular block. The sample size is determined as 6 % of the total Village Panchayats. Thus the Village Panchayats are selected from each block in the Pune district are different in the number. i.e. the sample size is different in each block. The Sample selection is finalized as following:

Panchayat Samiti Ambegaon-9, Panchayat Samiti Baramati-7, Panchayat Samiti Bhor-10, Panchayat Samiti Daund-7, Panchayat Samiti Haveli-7, Panchayat Samiti Indapur-8, Panchayat Samiti Junnar-7, Panchayat Samiti Khed-7, Panchayat Samiti Maval-6, Panchayat Samiti Mulashi-6, Panchayat Samiti Purandar-6, Panchayat Samiti Shirur-6, Panchayat Samiti Velha - 6.

3.5.2 Selection of the Village Panchayats

1. The Village Panchayats having highest population in the taluka.
2. The Village Panchayats having lowest population in the taluka.
3. The Village Panchayats having highest Sheduled Caste/Scheduled Tribes population in the taluka.

The information is collected through the questionnaire. Separate questions are used for the non-officials at the Village Panchayat level.

In the present study representative sample of 92 Village Panchayats from Pune District have been selected and studied for the evaluation of economic development. From 13 blocks of Pune district, sample Village Panchayats have been selected up to 6.54 percent. The details of sampling and representation of sample village Panchayats have been presented with the help of *Table No. 3.1* below.

Table No. 3.1

Distribution of Village Panchayats according to Blocks

Sr. No.	Name of Blocks	Total number of Village Panchayats in Sample	Total number of Village Panchayats	Per cent
I	II	III	IV	V
1	Ambegaon	9	103	8.73
2	Baramati	7	100	7.00
3	Bhor	10	155	6.45
4	Daund	7	79	8.88
5	Haveli	7	101	6.93
6	Indapur	8	113	7.07
7	Junnar	7	142	4.29
8	Khed	7	163	4.29
9	Maval	6	103	5.82
10	Mulashi	6	95	6.31
11	Purandar	6	90	6.66

12	Shirur	6	93	6.45
13	Velhe	6	70	8.57
14	Total	92	1407	06.54

(Source: Field Investigation | *Census 2011)

The main criteria for distribution of the Grant is the population of the concern Village Panchayat i.e. 40% as per the Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010. The data of census 2001 is used to finalise the population of the Village Panchayats. The average population size of the Village Panchayats has been accounted for 4320. Though, the entire sample Village Panchayats to the extent of total population have been observed between 658 and 22860 according to Census 2001. The village population has recorded growth up to 65 per cent as compared to Census 2001 and Census 2011. Now based on the investigation, average growth rate of population is witnessed to the magnitude of 30 per cent. The details on block wise average population of selected Village Panchayats have been presented with the help of **Table No. 3.2**. It has to be pointed out here that, the size of village population has direct impact on requirement of prioritizing developmental activities under 13th finance commission. It can be seen in case of blocks Baramati, Daund, Purandar and Velhe respectively have registered negative growth, reason being the migration of the population to the nearest towns for purpose of earning livelihood and education purpose. The blocks having semi urban area or peripheral area near Pune and Pimpri Chichwad corporation i.e. Haveli, Maval, Mulshi, Khed have more decadal growth than other blocks.

Table No. 3.2

Distribution of Village Panchayats according to Total Population

Sr. No.	Name of Blocks	Average Population		Growth Rate
		Census 2001	Census 2011	
I	II	III	IV	V
1	Ambegaon	3661.78	4510.56	23.18
2	Baramati	9234.33	8987.00	-2.68
3	Bhor	1964.89	2376.90	20.97
4	Daund	8888.67	8486.43	-4.53

5	Haveli	11638.33	20668.00	77.59
6	Indapur	3691.25	5265.38	42.64
7	Junnar	8191.00	9669.43	18.05
8	Khed	4986.50	7223.86	44.87
9	Maval	2999.00	4919.00	64.02
10	Mulashi	2889.25	4783.17	65.55
11	Purandar	3081.00	2416.17	-21.58
12	Shirur	6198.75	8979.50	44.86
13	Velhe	1427.80	1329.33	-6.90
14	Total	5229.25	6807.53	30.18
15	Mean	4320	6633	
16	Minimum	658	678	
17	Max	22860	36716	

(Source: Field Investigation)

Under the recommendations of the 13th Finance Commission, there are different schemes for the Village Panchayats depending on scheduled cast population. With reference to Government Resolution No . TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, it has been mentioned that 10 per cent of total Grants available with Zilla Parishad shall be allotted to the Village Panchayats having population of Scheduled Caste and Scheduled Tribes. The details of the Schedule Caste population have been provided in the **Table No. 3.3**. It is seen from the table that, in Khed block Scheduled Caste population has recorded growth up to 2.5 times. This higher growth in Scheduled Caste population is seen in the Village Panchayats. The reason may be attributed to the migration due to heavy industrialization in these Village Panchayats. Though, other Village Panchayats in the rest of blocks also have witnessed this kind of heavy population growth but it is not that extreme to significantly impact the average growth rate of that particular block.

Table No. 3.3

Distribution of Village Panchayats according to Scheduled Caste (SC) Population

Sr. No.	Name of Blocks	Average Population		Growth Rate
		Census 2001	Census 2011	
I	II	III	IV	V
1	Ambegaon	193.50	274.56	41.89
2	Baramati	919.67	1212.29	31.82
3	Bhor	181.43	235.89	30.02
4	Daund	1125.33	1372.60	21.97
5	Haveli	1717.33	2646.00	54.08
6	Indapur	824.43	1118.00	35.61
7	Junnar	232.00	309.00	33.19
8	Khed	184.83	652.00	252.76
9	Maval	293.25	466.60	59.11
10	Mulashi	183.00	316.17	72.77
11	Purandar	322.25	239.60	-25.65
12	Shirur	795.50	1044.00	31.24
13	Velhe	102.80	84.33	-17.97
14	Total	545.24	737.12	35.19
15	Mean	5	4	
16	Minimum	3659	5843	
17	Max	554	755	

(Source: Field Investigation)

The population of the Scheduled Tribes in the sampled Village Panchayats are found to be in the range of 6 persons upto the 2855 persons. In regards with the Scheduled Tribe population more than 100 per cent growth has been recorded in the blocks of Haveli, Maval, Mulashi and Velhe in the same reason of migration. Industrialization as well government drive of providing unique identification number to civil citizen has rightly helped to achieve exact count of population. This situation may also contribute to register growth of tribal

population. The further details on this aspect have been presented with the help of *Table No. 3.4* below.

Table No. 3.4

Distribution of Village Panchayats according to Scheduled Tribes (ST) Population

Sr. No.	Name of Blocks	Average Population		Growth Rate
		Census 2001	Census 2011	
I	II	III	IV	V
1	Ambegaon	658.13	722.33	9.75
2	Baramati	165.25	132.67	-19.72
3	Bhor	71.75	142.00	97.91
4	Daund	159.50	281.75	76.65
5	Haveli	140.25	328.00	133.87
6	Indapur	235.75	277.25	17.60
7	Junnar	788.75	810.00	2.69
8	Khed	546.50	856.83	56.78
9	Maval	235.25	626.80	166.44
10	Mulashi	82.50	206.20	149.94
11	Purandar	129.50	133.33	2.96
12	Shirur	355.75	397.20	11.65
13	Velhe	57.50	144.00	150.43
14	Total	347.46	431.52	24.19
15	Mean	6	5	
16	Minimum	2311	2855	
17	Max	362	438	

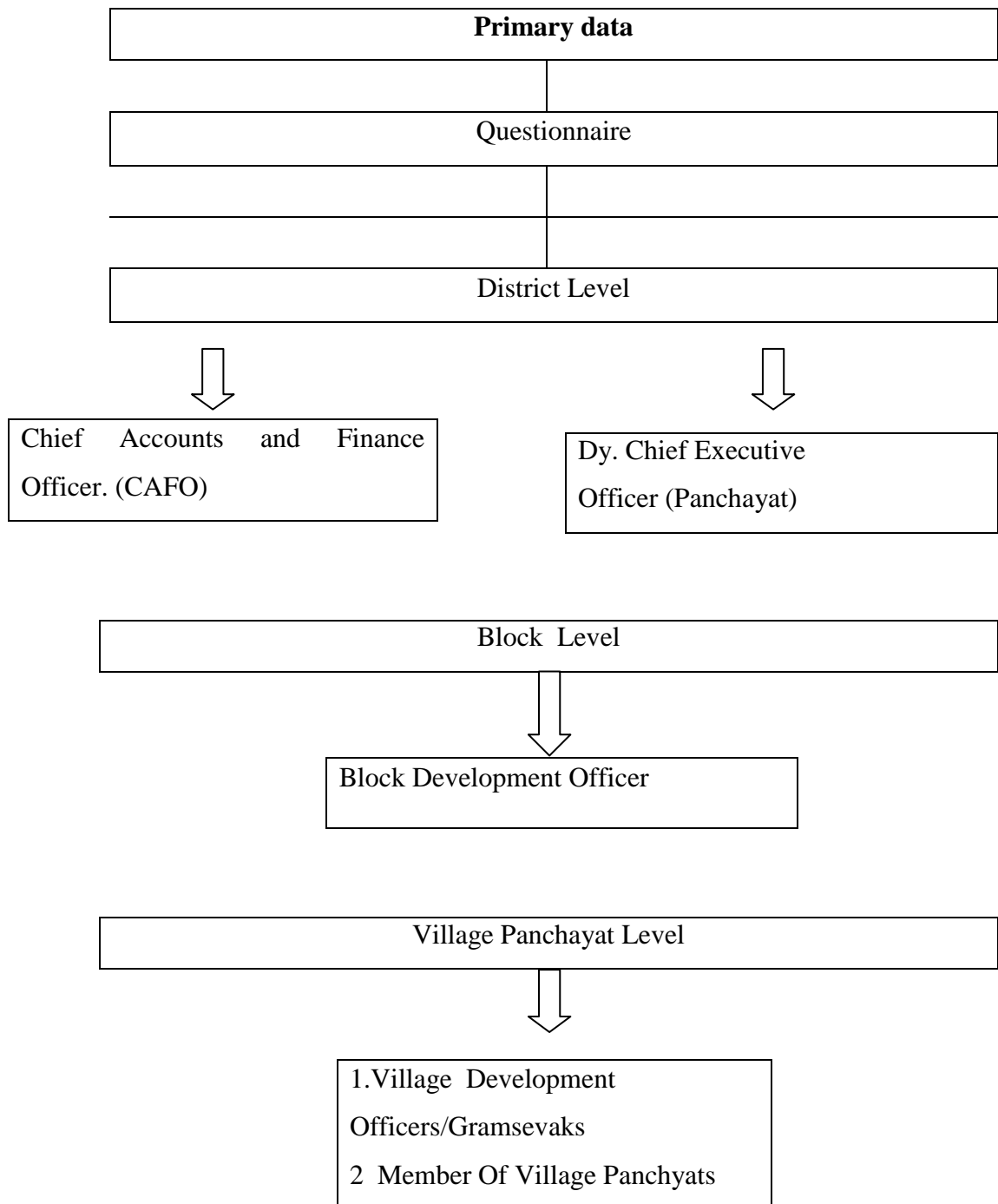
(Source: Field Investigation)

The study of above tables 3.2,3.3 and 3.4 shows how the growth rate in population of the concern Village Panchayats have effect on the development factors. Also the decadal growth in population has considerable affect for getting the Grant. The growth rate

of the population of Scheduled Caste and Scheduled Tribe are showing that the population is also shifting towards semi urban blocks.

3.6 Collection of Data

The primary data and secondary data required were collected systematically.



Secondary data	
Reference books	
Guidelines of the Central Government	
Guidelines by the State Government of Maharashtra	
Government Resolutions	
Government websites	
Pune Zilla Parishad, Pune	
Panchayat Samitis, Zilla Parishad Pune	

3.7 Primary data

Primary data is collected through a structured questionnaire which consists of closed ended questions and open ended questions.

3.7.1 Research Questionnaire

Four types of questionnaire are created for the research.

A) Questionnaire for district level officer. These questionnaires are open and close ended. It is framed to study the views of district level officer for supervision and control of the scheme. Two different types of questionnaire formed for two different cadres of officers at district level

- 1) Officers related to the finance department of Zilla Parishad (CAFO)
- 2) Officers related to the Village Panchayat department. (Dy.CEO.Village

Panchayat)

B) One questionnaire is formed for the Block level officers (Block Development Officer) who has close supervision for the physical and financial completion of the schemes. The questionnaire is open ended.

All these 3 types of questionnaire are used only to get financial/administrative/technical views of the scheme. All these Officers are working at the block and district level. They are appointed as supervisory authorities. It is necessary to know the views of those officers to understand the technical and administrative problems, benefits, facts and remedies while conducting the scheme.

C) The main questionnaire used for data collection/sample at Village Panchayat level. For pilot study total 40 questions are used but after collecting the data it is not enough to get the objectives and hypothesis of the search work.

As the researcher could not get the enough and specific information/data required for study the objective and hypothesis more new questionnaire was formed to get data.

3.7.2 Main Study

For main study the new questionnaire has included 32 questions. It contains 20 close ended questions and 12 open ended questions.

Sections of questionnaire

1. Part - 1 - General information of Village Panchayats
2. Guidelines followed by the Village Panchayats regarding the recommendation of the 13th Finance Commission
3. Development/infrastructure/created and use of technology at Village Panchayat level.
4. Year wise details about received grant, expenditure of grant and unspent balance.
5. Views of implementing village level staff about scheme administrative/financial/technical)
6. Views of non-officials about the scheme work (development/facilities/infrastructure development through the scheme)

The view of the non - officials at village level are necessary to know the opinions regarding the scheme to understand the concepts of decentralization and local level participation.

The above questionnaire is structured such a way that it will provide information to study and to analysis the objectives of the research. The pre work procedures followed by the Village Panchayats are useful to study whether the guidelines are properly followed or not.

The Year wise details about received grant, expenditure of grant and unspent balance of the Village Panchayats are used to study whether the electronic money transfer method is useful than the regular money transfer method.the data collected through these questionnaire at Village Panchayat level is used to check the Hypotheses.

The views and opinion are also categorised and analysed to analyse whether the scheme is successful to achieve the parameters like decentralization, need of the funding and active participation of local people.

3.8 Secondary data

The secondary data was collected from Panchayat Samiti offices and Zilla Parishad office and it have already passed through the statistical process.

Secondary data is collected from -

1. Pune Zilla Parishad office, Pune.
2. Panchayat Samiti offices in Pune District.
3. Different government websites. (central level and State level)
4. Reference books.
5. Government resolutions.
6. Internet.

All the blocks submitted monthly progress reports to the Zilla Parishad.The prescribed formats of reports are consolidated and submitted to the Gram Vikas Department.The monthly physical and financial progressive reports consolidated from all the blocks are used to study the hypotheses and the objective of the research.The progressive reports contain statistical data of various factors mentioned below.

1. Distribution of Grant from district level (type and date of distribution)
2. Utilization of Grants and unspent balance.
3. Physical and financial progress reports of works.

3.9 Scope of research

After the review of the literature also after the study of various reports and resolutions of the central and state government offices the researcher decided to study the impact of the scheme at Village Panchayat level.

1. Geographical Scope

The area selected for the research was district Pune (Panchayat Raj Institutes/Village Panchayat in Pune)

2. Conceptual Scope

1) The study emphasizes on finding success ratio of grant distribution of all three levels of Panchayat Raj Institutions i.e. Zilla Parishad level, Panchayat Samiti level, Village Panchayat level. But based on the objective the researcher decided to study the various aspects of scheme at Village Panchayat level.

2) The government issued guidelines to all level of PRIs regarding the scheme. As the study is related to Village Panchayat level, only three main guidelines related to the Zilla Parishad and Panchayat Samiti level are studied.

1. The role of Zilla Parishad about electronic money transfer method.

2. The role of Zilla parishad and Panchayat samiti regarding monthly Physical and financial progress report.

3. The role of Zilla Parishad and Panchayat Samiti regarding use of use of PRIAsoft.

3.10 Research Period

The research period is from April 2010 to March 2015 (i.e. the period of 13th finance commission)

3.11 Flow of Chapters

The chapters are designed based on the flow of the research. The details of the chapters are as mentioned below.

3.11.1 Chapter 1- Introduction

This chapter gives information related to the constitutional significance of the PRIs, facts related to the Village Panchayats, Finance Commissions and the significance of the 13th Finance Commission. The chapter also give information about the profile of the Pune district.

3.11.2 Chapter 2- Review of Literature

The chapter - Review of the literature gives information about the reference books, various reference Acts, Committee reports and Theses.

3.11.3 Chapter 3- Research Methodology

The chapter 3 gives scientific method used to find out the observations, conclusions and suggestions. The method of the data collection, sample design, data sorting and mathematical way to interpret the data are explained in this chapter.

3.11.4 Chapter 4- data analysis

The chapter 4 data analysis is based on the interpretation of the data. The interpretation of the data explained with the help of various table. The interpretations of the tables described to find out the observations, conclusions and suggestions. The method of testing of the Hypotheses are also described in the chapter-4. With the help of hypotheses testing methods.

3.11.5 Chapter 5- The observations, conclusions and suggestions

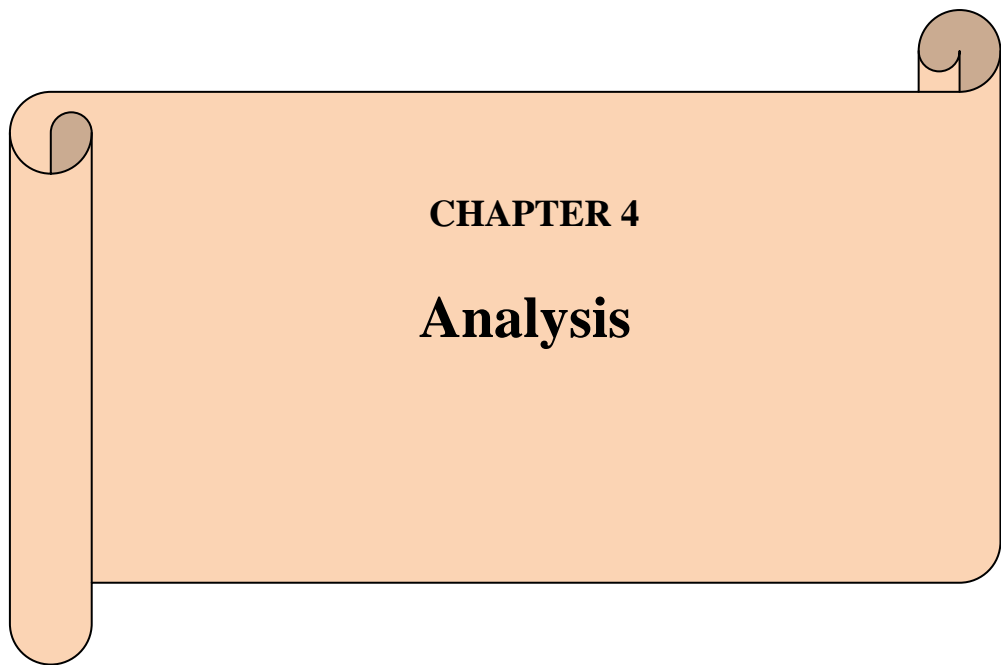
The details of the observations, conclusions and suggestions based on the study mentioned in the various tables in the chapter 4 are described in this chapter.

3.12 Achievement of the Objectives

The researcher studied both the primary and secondary data carefully. It is sorted, tabulated and systematically represented with details interpretations. The opinions of the official and non-officials are studied and interpreted to get the overall view about the scheme. The advantages and drawbacks of the scheme mentioned in the answers and the interpretation of the data helped to draw conclusions by systematic way. The data is sorted such a way that it will be easy to study the objectives of the research mentioned in the point number 3.3. The variables are selected to test the all 3 hypotheses. Scientific methods are used to test the hypotheses. The chapter -4 describes the detailed interpretation of the data analysis based on the method mentioned in this chapter.

3.13 Conclusion

The researcher used systematic methods to design the research. The researcher visited the Panchayat Samiti offices and Zilla Parishad office for collecting data. The researcher tried her best to analysis the data to find out the solutions of the research problem.



CHAPTER - 4

Analysis

4.1. Introduction of the Scheme

The State Government of Maharashtra released Government Resolution on 30th August 2010. This Government Resolution by the Rural development department of Maharashtra. No- tevia 2010/Pr.kr.22/finance-4 states brief guidelines to the local bodies in the state of Maharashtra regarding the grants released by the 13th Finance Commission.

The concern government resolutions released guidelines about the Grants, types of Grants and criteria for distribution of Grants. The part 'C' of the resolution states brief outline and recommendations of the 13th Finance Commission which should be followed by the local bodies/Panchayat Raj Institutions. The Part 'D' of resolution states about the types of works and guidelines about the various type of the development works/schemes/items authorized for this scheme. The Part 'E' of the resolution states about the supervision policy for the block level and the district level institutions and its officers. It also mainly suggests about the procedure of electronic money transfer policy directly to the local bodies and the reporting system to the state government about the monthly physical and economical progress.

4.2 Data interpretation and analysis for the Main Features of the scheme

The process of three tier administration system in rural area has been initiated during Year 1961 in the State of Maharashtra. The 73th Amendenment in the Constitution of the India empowered local village administration (Village Panchayat) for implementation of development activities specific to the need of particular village. In this way 10th, 11th and 12th Finance commissions has made ground work for the need of financial support to the rural development.

The recommendations of 13th Finance Commission have a basic intention to strengthen the Village Panchayats to fulfill their basic needs. In accordance with the present research, key highlights of these recommendations may be worthy to note here as; (a) under this commission total four types of grants have to be released to the Village Panchayats. (b) the type of works for the Grants to be utilize such as roads, water supply, drainage ,construction of anganwadi centers, primary health centers, schools and solid waste management; and finally, (c) procedure of utilizing the Grants. The data represented in the

tables below gives the interpretations of the guidelines by the 13th Finance Commissions .The data sorted,tabuled and processed to get the achivement of the objectives of the research and for the hypotheses testing .

4.3 Performance of the total Village Panchayats in the Pune district

The State Government released Grants to all the Village Panchayats in the Pune district. All 1407 Village Panchayats received grant released by the 13th Finance Commission by the direct electronic transfer method .The secondary data is collected from the Panchayat department, Zilla Parishad Pune.

The state government directed all Zilla Parishads in the state to report the physical and financial progress of the scheme in the prescribed format. The progress report consists of 10 different types of formats. The Format E is related to the financial progress report of all the 4 types of Grants and the format J is related to the workwise physical progress report.The Physical and Financial progress reports of the Grants released by the 13th Finance Commission are as follows.

Table number 4.1

Financial Progress Report-March 2011-12

(General Basic Grant / Special Area Basic Grant / General Performance Grant/ Special Area Performance Grant.) (Rs in lakh)

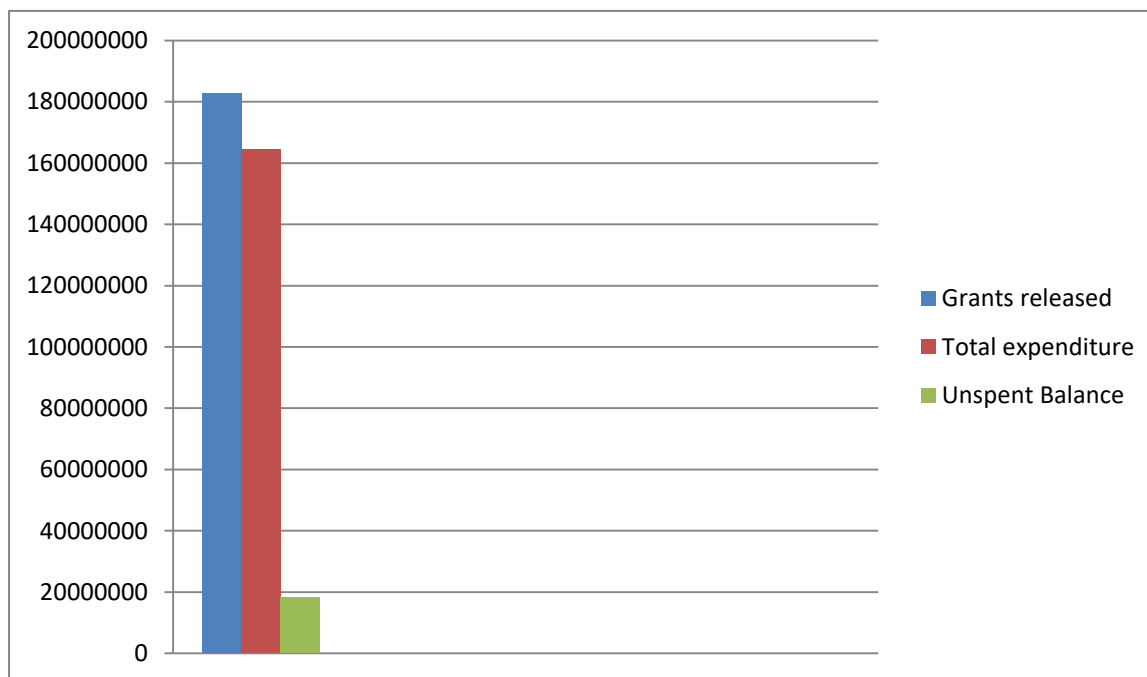
Sr No.	Scheme	Grant Received	Total Expenditure	Balance	% of Expenditure
1	General Basic Grant	1,80,6,62,790	16,25,87,000	1,80,75,790	90
2	General Performance Grant	0	0	0	0
3	Special Area Basic Grant	20,64,000	18,67,000	1,97,000	90
4	Special Area Performance Grant	0	0	0	0

Total	18,27,26,790	16,44,54,000	1,82,72,790	90
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(the reports submitted by the dy.ceo (vp), Zilla Parishad Pune)

Chart 4.1

Financial Progress Report-March 2011-12



(source :- table number 4.1)

It can be seen from the statistical data of the table number 4.1 and the graphical representation of the chart number 4.1 that in the financial year 2011-12, total 90 percent of the total released Grants is utilized by the Village Panchayats.

Table number 4.2

Financial Progress Report-March 2012-13

(General Basic Grant / Special Area Basic Grant/ General Performance Grant/ Special Area Performance Grant.)

(Rs in lakh)

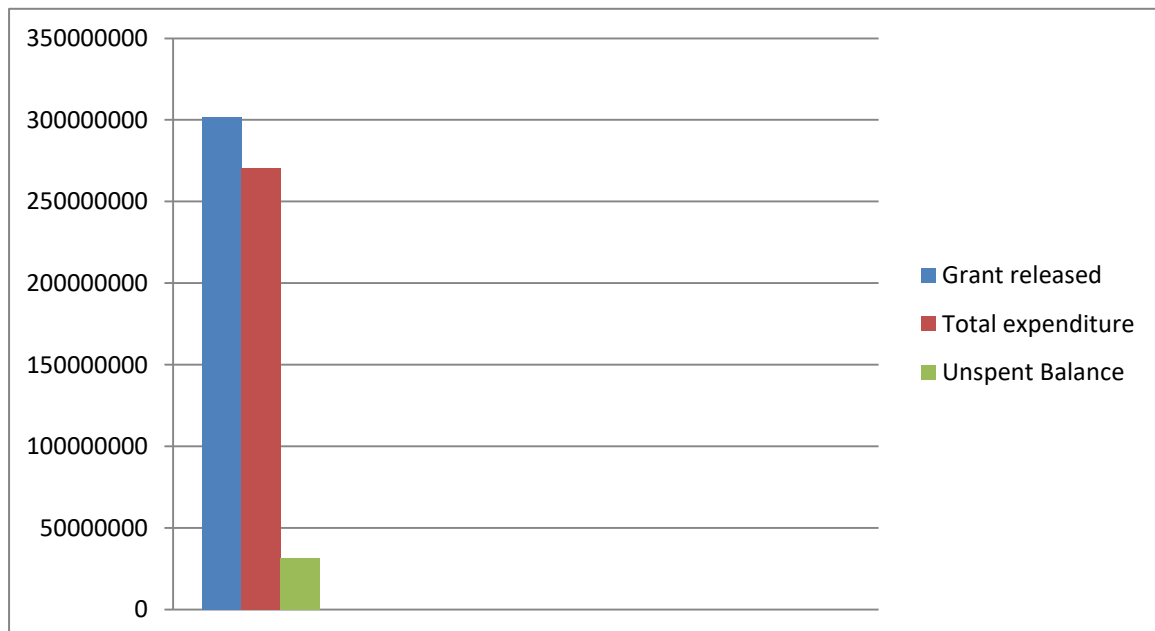
Sr No.	Scheme	Grant Received	Total Expenditure	Balance	% Of Expenditure
1	General Basic Grant	27,39,71,312	24,60,01,790	2,79,69,522	90

2	General Performance Grant	2,37,93,230	2,09,45,520	28,47,710	88
3	Special Area Basic Grant	34,40,000	29,39,661	5,00,339	85
4	Special Area Performance Grant	6,88,000	3,09,600	3,78,400	45
Total		30,18,92,542	27,01,96,571	3,16,95,971	90

(the reports submitted by the dy.ceo (vp),Zilla Parishad Pune.

Chart 4.2

Financial Progress Report-March 2012-13



(source:- table number 4.2)

It can be seen from the statistical data of the table number 4.2 and the graphical representation of chart 4.2 it can be seen that the financial performance of the Village Panchayats in the year 2012-13 is 90 percent which is satisfactory.

Table number 4.3

Financial Progress Report-March 2013-14

(General Basic Grant/ Special Area Basic Grant/ General Performance Grant/ Special Area Performance Grant.)

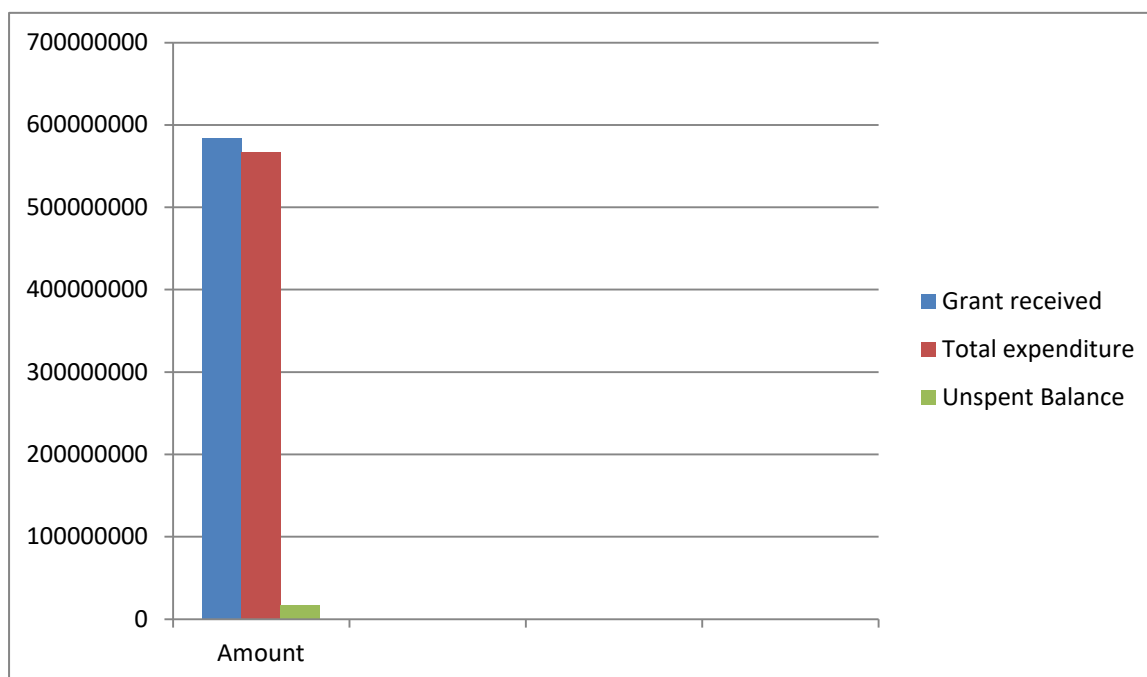
(Rs in lakh)

Sr No.	Scheme	Grant Received	Total Expenditure	Balance	% Of Expenditure
1	General Basic Grant	41,63,55,329	40,58,47,131	1,05,08,118	97
2	General Performance Grant	16,20,22,230	15,56,18,087	64,04,143	96
3	Special Area Basic Grant	41,28,000	39,69,760	1,58,240	96
4	Special Area Performance Grant	13,76,000	13,14,080	6,19,320	96
Total		58,38,81,559	56,67,49,058	1,71,32,501	97

(the reports submitted by the dy.ceo (vp) Zilla Parishad Pune)

Chart 4.3

Financial Progress Report-March 2013-14



(source:- table number 4.3)

It can be seen from the statistical data of the table number 4.3 and the graphical representation of chart 4.3 it can be seen that the financial performance of the Village Panchayats in the financial year 2013-14 is good i.e. 97 percent.

Table number 4.4

Financial Progress Report-March 2014-15

(General Basic Grant/ Special Area Basic Grant/ General Performance Grant/ Special Area Performance Grant.)
(Rs in lakh)

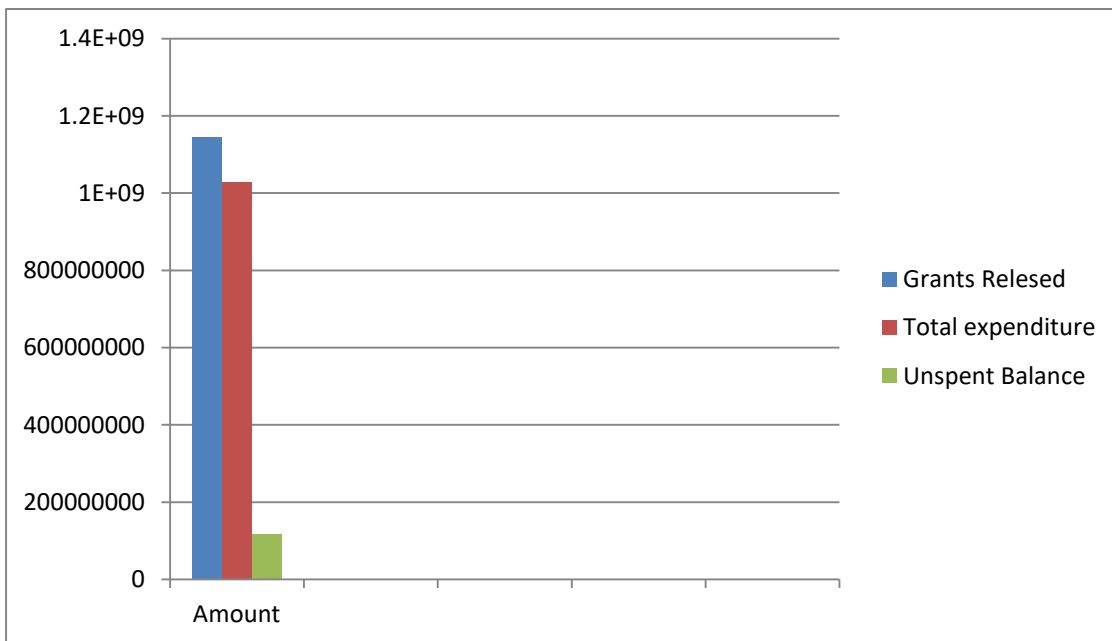
Sr No.	Scheme	Grant Received	Total Expenditure	Balance	% Of Expenditure
1	General Basic Grant	69,61,29,658	61,94,77,763	7,66,51,895	89
2	General Performance Grant	43,66,53,230	39,79,61,840	20,77,33,690	91
3	Special Area Basic Grant	75,68,000	60,85,200	14,82,800	80

4	Special Area Performance Grant	51,31,000	51,10,360	20,640	99
Total		1,14,54,81,888	1,02,86,35,163	11,68,46,725	90

(the reports submitted by the dy.ceo (vp), Zilla Parishad Pune)

Chart 4.4

Financial Progress Report-March 2014-15



(source table number 4.4)

It can be seen from the statistical data of the table number 4.4 and the graphical representation of chart 4.4 it is clear that the performance of the Village Panchayats in the year 2014-15 is 90 percent.

Table number 4.5

Financial progress Report - March 2015-16

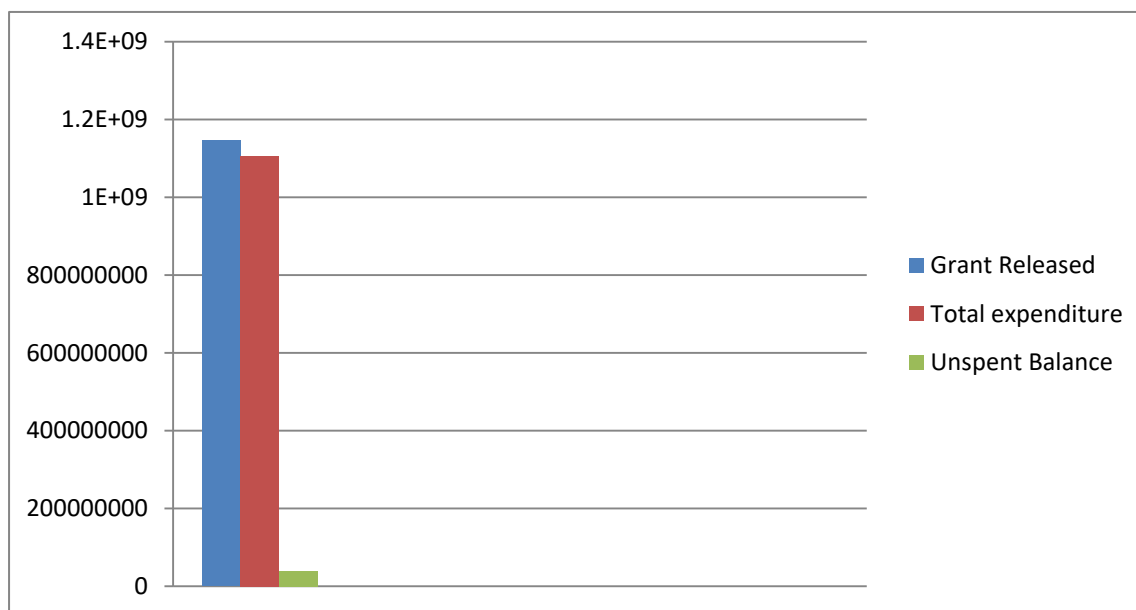
(General Basic Grant / Special Area Basic Grant/ General Performance Grant/ Special Area Performance Grant.) (Rs in lakh)

Sr No.	Scheme	Grants Received	Total Expenditure	Balance	% Of Expenditure
1	General Basic Grant	69,61,29,658	67,58,17,474	2,03,12,184	97
2	General Performance Grant	43,66,53,230	41,75,89,630	1,90,63,600	96
3	Special Area Basic Grant	75,68,000	73,64,880	2,03,120	97
4	Special Area Performance Grant	51,31,000	51,24,120	6,880	100
Total		1,14,54,81,888	1,10,58,96,104	3,95,85,784	97

(the reports submitted by the dy.ceo (vp) Zilla Parishad Pune)

Chart 4.5

Financial Progress Report-March 2015-16



(source:- table number 4.5)

It can be seen from the statistical data of the table number 4.5 and the graphical representation of chart 4.5 that the the overall financial performance of all Village Panchayats in the year 2015-16 is good. Also it can be seen that 97% of the total grant is utilized.

Also after studying the all above table it can be stated that all the four types of Grants are distributed to Village Panchayats upto March 2015.The performance of the Village Panchayats are different in every financial year.But the village Panchayats are able to spent nerly 97 percent of the total released Grants. This is quiet a good performance by all the Village Panchayats. It means that the delay of the work is minimized and all the procedures like sanction of the work, administrative sanction of the work, technical sanction of the work and completion procedure of work are carried out in a timely period.

Table 4.6

Yearwise Physical Progress Report

Sr.No	Financial Year	Sanctioned Programme /Item/Scheme	Completed Programme /Item/Scheme	Progress Programme /Item/Scheme	% Of Completed Work
1	2011-12	2458	2212	246	90
2	2012-13	4434	4127	307	93
3	2013-14	4660	4489	141	97
4	2014-15	7825	7449	376	97
5	2015-16	8,107	7,675	432	94

(source-the annual progress reports submitted by the dy.ceo (vp) Zilla Parishad Pune)

It can be seen from the table number 4.6 that the total 8107 works are sanctioned under this scheme. The total numbers of sanctioned works by the Village Panchayats are increased in every successive year based on the released Grants. It can be also seen that only 432 works are in progress.(as per the report march -2015)The detailed interpretation of the itemwise works are stated in the table 4.7.

Table number 4.7

Physical progress report of different works (February-2016)

Sr.No	Scheme / Item/ Programme	Sanctioned Programme /Item/ Scheme	Completed Programme /Item/Sche me	Progress Programme /Item/Scheme	% of Completed Work
1	2	3	4	5	6
1	Contractual Appointment Of Junior Engineer	0	0	0	0
2	Contractual Appointment Of Data Entry Operator	1030	1030	0	100
3	Contractual Appointment Of Technical Expert	0	0	0	0
4	Contractual Appointment Of Town Planning Expert	0	0	0	0
5	Asset repair & Maintain under the Village Panchayat / Panchayat Samiti / Zilla Parishad Area	2530	2365	165	93
6	Drainage & Internal Road	4097	3872	225	95
7	Road Repair & Maintain under	36	23	13	64

	Panchayat Samiti Area				
8	District Road Repair & Maintain	2	2	0	100
9	Village Panchayat Building / Gramsachivalay Repair & Maintain	115	106	9	92
10	Cemetery Repair & Maintain	50	41	9	82
11	Solid Waste Management (Instrument & Vehicle)	5	5	0	100
12	Solid Waste Management Programmers	0	0	0	0
13	Echogram	26	23	3	100
14	Audio/ Video Machinery Purchasing	7	3	4	100
15	‘ C’ Grade Pilli gram (Repair & Maintain)	0	0	0	0
16	‘B’ Grade Pilli gram (Repair & Maintain)	0	0	0	0
17	Purchase of Software & Hardware	97	94	3	95

18	I.S.O. Village Panchayat	0	0	0	100
19	Biometric Machine	0	0	0	100
20	Solar Energy Equipment/ Instrument	88	87	1	100
21	Fire Fighting Instrument	11	11	0	100
22	Facilities To the Panchayat Raj Institution	0	0	0	0
23	Publicity of the various scheme excited by Panchayat Raj Institution	0	0	0	0
24	Execution Of Mahila Shakti Abhiyan	0	0	0	0
25	Nodal Head Holding Agency	0	0	0	0
	Other	13	13	0	100
	Total	8,107	7,675	432	95

(Report dated 1/2/2016 by the village panchayat office, Zilla Parishad Pune)

It is mandatory for the Village Panchayat to get administration and technical sanctions from by the designated authorities as per Maharashtra Lekhasanhita Act 2011. These all works / scheme / items or the assets are verified for the technical and administrative sanctions.

The physical progress report of February-2016 from the table 4.7 states that total 8,107 schemes/works were sanctioned under this scheme. Out of which 432 works were still

in progress. The percentage of completed work is 94.71. After viewing the above table it is clear that total 4,097 types of works are related to road maintenance of various assets / buildings which are highest in number followed by maintenance works.

Most of the Village Panchayats utilized the Grants for construction works. The reason behind it is to provide the basic facilities to the villagers which are mandatory for Village Panchayats as per the 'Maharashtra Village Panchayat Act, 1958'. Due to the insufficient Gramnidhi and the decisions of the Gramsabha and Village Panchayats are willing to spend Grants for the basic construction types of work.

It can be seen from the table number 4.7 that not a single Village Panchayat appointed the contractual staffs like junior engineer, town planning expert etc. as it is financially difficult for the Village Panchayats to pay them. So therefore, it is clear that Village Panchayats need financial support to perform their basic duties as per the law. No Village Panchayat spent the Grants for the publicity of the government scheme Mahila Sashaktikaran Abhiyan, pilgrim development program and for Nodal Hand Holding Agency. The Village Panchayats have not opted for new innovative work. The reasons behind this are the lack of technical knowledge, resistance of Gramsabha and members of Village Panchayats.

All these observations and data helps to find out the answer of the research questions. It can be stated from the physical and financial progress reports that the Village Panchayats need support from the government to provide the basic needs at root level. The Village Panchayats are willing to spend the Grant more on the infrastructure than the new innovative scheme.

4.4 Data Analysis Related To The Questionnaire

The sample of 92 Village Panchayats from Pune District have been selected and studied for the evaluation of economic development. The sample collected from the 13 blocks of Pune district. Sample Village Panchayats have been selected up to 6.54 percent as explained in the chapter 3. Based on the government policy, only three tehsils/blocks have been decaled as tribal teshils/blocks, namely, Khed, Ambegaon and Junnar and this has been considered in policy framing of 13th Finance Commission for spending criteria. Apart from the population size of Scheduled Caste and Scheduled Tribes, there are total 07 Village Panchayats that have been selected from Scheduled Areas of tehsils/blocks Ambegaon,

Junnar and Khed. Though With reference to Government Resolution No . TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, it has been stated that, 100 per cent grant will be released from state government under Special Area Basic Grant and Special Area Performance Grant. The details of this area wise representation of sample Village Panchayats are mentioned with the help of **Table No. 4.8**

Table No. 4.8

Distribution of Village Panchayats according to Area of Scheduled Area

Sr. No.	Name of Blocks	No. of village Panchayats			Total
		Yes	No	Not Responded	
I	II	III	IV	V	VI
1	Ambegaon	4	5	0	9
2	Junnar	1	5	1	7
3	Khed	2	4	1	7
4	Total	7	14	2	23

(Source: Field Investigation)

All the discussion made with reference to above tabulated data, it would be precisely mention that the sample of the present study is sufficient and representing the population of the study. Further, it will be cleared that, present research has put its efforts into investigation of the performance of village Panchayats on the grants received under 13th finance commission and also evaluates socio-economic development achieved. The detailed analysis of these both intentions has been presented with the help of two different parts. Such as, in **PART-I** analysis of performance of Village Panchayats described and in **PART-II** analysis of socio-economic developments achieved has been presented. Finally, this chapter concludes with the **PART-III** describing tabulation, analysis for test of hypotheses proposed under this study. Interpretations of the analysis have been offered in accordance with the objectives of the present study.

PART-I

Analysis of Performance of Village Panchayats

Priorities of Works

In this part the pre- procedures for finalizing the work has been studied. As per the guidelines the local level decisions for selecting work is necessary like PRA technique, discussions in the monthly meetings, assets verifications and decision in monthly meetings. This analysis is helpful to understand the basic purpose of the decentralization and local level participation. In accordance with the details received from the Village Panchayats through the primary data, most of the Village Panchayats conducted monthly meetings for making decisions about how to spend the Grants under 13th Finance commission, except village Khanawadi from Purandar block. The reason behind this particular Village Panchayat is that, they have conducted the meeting for deciding upon development work but the governing body of village Khanawadi did not find suitable work of development to be carried out under this 13th Finance Commission Grants. Also four Village Panchayats have not responded to this question.

On this aspect, the researcher has investigated the details of works undertaken and done under this financial assistance. For this aspect, total 52 Village Panchayats have provided their insights. The block wise distribution of Village Panchayats that have not responded with the help of **Table No 4.9**. Surprisingly need to note that, almost 43 per cent of the responding Village Panchayats have not responded on this question. Though, this will not minimize the consistency of the research study. There are several reasons for not responding to this study questions. For instance, few Village Panchayat officers mentioned the reasons of privacy clause as well as some of them said that they need to take permissions from higher authorities for sharing the confidential information. This has reflected into the varied number of responses to the several questions asked in the study. The researcher has anticipated this situation and minimized the risk of less information by adopting the method of repeating most important questions and rephrasing the same. This strategy has helped researcher to get required primary data for further tabulation and analysis.

Table No. 4.9

Whether Village Panchayats Discussed in meeting regarding works Details on not responded Village Panchayats

Sr. No.	Name of Blocks	Number of Village Panchayats not responded	Sample Village Panchayats	Per cent of not responded Village Panchayats
I	II	III	IV	V
1	Ambegaon	2	9	22.22%
2	Baramati	4	7	57.14%
3	Bhor	4	10	40.00%
4	Daund	4	7	57.14%
5	Haveli	5	7	71.43%
6	Indapur	3	8	37.50%
7	Junnar	3	7	42.86%
8	Khed	2	7	28.57%
9	Maval	3	6	50.00%
10	Mulashi	3	6	50.00%
11	Purandar	3	6	50.00%
12	Shirur	1	6	16.67%
13	Velhe	3	6	50.00%
14	Total	40	92	43.48%

(Source: Field Investigation)

The **Table No. 4.9** provides further details on the major works carried out under 13th Finance Commission's recommendations. With reference to Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, Village Panchayat has to carry works such as (a) appointment of technical person; (b) appointment of contract base accountant; (c) appointment of computer operator; (d) appointment of technical person for preparation of village plan and development plan; (e) maintenance of different of assets; (f) drainage work, road construction and maintenance; (f) construction and maintenance Panchayat office; (g)

maintenance of funeral place; (h) health, solid waste management initiatives; and (i) purchase of audio visual electronic gadgets. Though, it has been observed that almost 36 Village Panchayats have undertaken the work of road maintenance. The second priority of the work has been given to the work of drainage system followed by water supply system maintenance. The detailed list of works has been provided in the table number 4.10. Though, as per the objectives of the scheme, it may be revealed that civil works have been carried out using the Grants of 13th finance commission. These works may not provide opportunity to enhance livelihood of the village and villagers also are not able to enhance the living standard of the village and villagers. Hence, it may be said that the angle of economic development has not been achieved directly because of the 13th Finance Commission Grants.

Table No 4.10

Types of Major Works decided under the 13th Finance Commission

Sr. No.	Types of major works	Number of Village Panchayats	Percent
I	II	III	IV
1	Drainage work	33	20.63
2	Road maintenance	36	22.50
3	Water Supply maintenance	26	16.25
4	ODF	7	4.38
5	Community Hall	4	2.50
6	Tree Plantation	2	1.25
7	Anganwadi Building Maintenance	6	3.75
8	Funeral Place	7	4.38
9	Office maintenance	21	13.13
10	Cultural program	1	0.63
11	Solar Setup	16	10.00
12	Market (Bajar-ote)	1	0.63
13	School Maintenance	3	1.88
14	Waste Management	3	1.88

(Source: Field Investigation)

Procedural Assessment

As has been stated in the earlier section, detailed assessment of implementation procedures has been made and presented in the present section. As per the standard procedure mentioned with the guidelines of the scheme related documents, applying PRA technique for understanding work priorities for developmental decisions has been suggested. This provision has been covered in Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010 on page no. 4 section no. 4. This aspect has been presented with the help of *Table No. 4.11*, below.

Table No. 4.11

Distribution of Village Panchayats according to status of PRA

Sr. No.	Name of Blocks	PRA Conducted	PRA Not Conducted	Total Village Panchayats in Sample	Per cent of PRA Conducted
I	II	III	IV	V	VI
1	Ambegaon	1	5	9	11.11
2	Baramati	4	3	7	57.14
3	Bhor	0	9	10	0.00
4	Daund	2	4	7	28.57
5	Haveli	3	2	7	42.86
6	Indapur	6	1	8	75.00
7	Junnar	3	2	7	42.86
8	Khed	4	1	7	57.14
9	Maval	1	5	6	16.67
10	Mulashi	0	3	6	0.00
11	Purandar	1	3	6	16.67
12	Shirur	1	4	6	16.67
13	Velhe	0	2	6	0.00
14	Grand Total	26	44	92	28.26
B	The village has conducted PRA with specific Shivar Feri and identified most				

important issues such as drainage work.

(Source: Field Investigation)

It will be seen therefore from the table that, total 26 Village Panchayats have conducted PRA as a tool of assessing work priorities and to decide up on it. Out of 92 responding Village Panchayats, total 47 per cent of the Village Panchayats responded that they have not conducted PRA for this scheme. The reasons for not conducting PRA also investigated during the study. The most common reason provided by responding Village Panchayats is that they have followed government resolutions to undertake developmental works. This is the reason that almost half of the respondents have not conducted PRA. This may lead to one of the limitations of the implementation side of the scheme, that prioritization of the work has not been made based on the local issues and needs of the particular village. Thus it may be infer that, most of the Village Panchayats only implemented the scheme without proper understanding the scope of work and also without prioritizing the work. Another aspect in this regards has to be noted that the responses received from the Village Panchayats are not as expected during the investigation thus hampering certain level of reliability.

Table No. 4.12

Assets inspection before undertaking works

Sr. No.	Name of Blocks	Yes	No	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	8	0	9	88.89
2	Baramati	5	0	7	71.43
3	Bhor	9	0	10	90.00
4	Daund	6	0	7	85.71
5	Haveli	6	0	7	85.71
6	Indapur	7	0	8	87.50
7	Junnar	5	0	7	71.43
8	Khed	6	0	7	85.71

9	Maval	5	1	6	83.33
10	Mulashi	5	1	6	83.33
11	Purandar	6	0	6	100.00
12	Shirur	5	1	6	83.33
13	Velhe	6	1	6	100.00
14	Grand Total	79	4	92	85.87

(Source: Field Investigation)

Apart from understanding local developmental needs of the village, it has been expected from the Village Panchayats that they must conduct inspection of the assets before finalizing the decision of undertaking of work with the help of Grants released under 13th Finance Commission. This aspect has been tackled and presented with the help of **Table No. 4.12**. It has been seen from the table that, total 79 Village Panchayats (85 per cent) have made asset inspections before deciding work priorities.

In a summary of this section, it may be pointed out here that, the implementation of the 13th Finance Commission has not been based fully on participatory technique but realistic assessment of the need based priorities have been properly addressed. This aspect reflects one of the favorableness to the scheme under assessment.

In the present research an effort has been made to understand specific focus of the Village Panchayats for development work. With reference to Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, Village Panchayats are directed to spend grant on health and solid waste management, particularly it may purchase vehicles, fogging machine and tractor trolley. Thus, with this intension, two aspects have been investigated. The detailed tabulation has been presented with the help of **Table No. 4.13**. It may be seen from the table that, total 19 Village Panchayats have mentioned affirmative response to this question. The focus of the 13th Finance Commission for spending was not on the solid waste management. It may be due to the Village Panchayats are also receiving another Grant for solid waste management program through the campaign Swachha Bharat Abhiyan or local bodies are more interested in construction related works .

Table No. 4.13

Specific Work carried out under the Scheme for Solid Waste Management

Sr. No.	Name of Blocks	Yes, specific focus is on solid waste management	Total Village Panchayats in Sample	Per cent of respondents
I	II	III	IV	V
1	Ambegaon	5	9	55.56
2	Baramati	3	7	42.86
3	Bhor	0	10	0.00
4	Daund	1	7	14.29
5	Haveli	1	7	14.29
6	Indapur	0	8	0.00
7	Junnar	1	7	14.29
8	Khed	1	7	14.29
9	Maval	0	6	0.00
10	Mulashi	4	6	66.67
11	Purandar	1	6	16.67
12	Shirur	0	6	0.00
13	Velhe	2	6	33.33
14	Grand Total	19	92	20.65

(Source: Field Investigation)

With reference made to the *Table No. 4.14* below, it may be seen that out of 92 Village Panchayats, total 17 Village Panchayats have utilized specific technology for solar energy utilization. Proportionately, it may be inferred that the Village Panchayats that have focused on specificity of solar energy utilization have thought for the long term benefits from solar energy initiative and that has been reflected from using specific technology .Also due to scattered habitat and hilly area it is difficult for the Village Panchayats to opt for new technology of solar lamps/solar energy.

Table No. 4.14

Utilization of Specific Technology for Solar energy

Sr. No.	Name of Blocks	Yes, Technology used	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V
1	Ambegaon	2	9	22.22
2	Baramati	3	7	42.86
3	Bhor	1	10	10.00
4	Daund	0	7	0.00
5	Haveli	0	7	0.00
6	Indapur	1	8	12.50
7	Junnar	1	7	14.29
8	Khed	1	7	14.29
9	Maval	0	6	0.00
10	Mulashi	5	6	83.33
11	Purandar	0	6	0.00
12	Shirur	0	6	0.00
13	Velhe	3	6	50.00
14	Grand Total	17	92	18.48

(Source: Field Investigation)

This study further reveals that, total 17 Village Panchayats have made provisions for firefighting and disaster management. This is a unique aspect of 13th Finance Commission scheme that the Village Panchayats have been given freedom to decide their own priorities considering local situations. The identification of developmental issues can be made by undertaking Participatory Rural Appraisal (PRA). Though the quality and the procedure for the PRA may not be judged based on the primary data collected in this study. Also, it has to be pointed out that, specific methodology has to be evolved for assessment of the quality of PRA conducted in these Village Panchayats. Though, present study has made efforts to understand procedural effectiveness of the implementation of 13th Finance Commission's

implementation and same has been presented with the help of next section of present research.

Table No. 4.15

Provisions for Firefighting and Disaster management

Sr. No.	Name of Blocks	Yes, Provisions made	No, Provisions not made	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	0	9	9	0.00
2	Baramati	0	7	7	0.00
3	Bhor	0	10	10	0.00
4	Daund	0	7	7	0.00
5	Haveli	3	4	7	42.85
6	Indapur	1	7	8	12.50
7	Junnar	0	7	7	0.00
8	Khed	0	7	7	0.00
9	Maval	3	3	6	50.00
10	Mulashi	0	6	6	0.00
11	Purandar	0	6	6	0.00
12	Shirur	0	6	6	0.00
13	Velhe	0	6	6	0.00
14	Grand Total	7	86	92	7.60

(Source: Field Investigation)

In a summary, it may be noted that 13th Finance Commission Grant has been designed to accommodate local developmental needs and provided sufficient autonomy for selecting development works. Though, from the study it has been found that, majority of the responded Village Panchayats paid attention on routine and regular civil works such as, road construction and water supply provisions. As it is not economic for the Village Panchayats having scattered buildings to carry out technology based innovative scheme.

Evaluation of Performance

The performance of the Village Panchayats in regards to the implementation of the 13th Finance Commission Recommendations have been investigated in the present study using two dimensions, first dimension is studied based on the average score of the Yashwant Panchayat Raj Abhiyan and financial performance of the Village Panchayats. With reference to Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, 5 per cent Grant has been provided to the Village Panchayats for implementation of Yashwant Panchayat Scheme. The first dimension is the subject matter of investigation of this section and later the dimension of financial performance has been detailed in the sections that follows. The detailed tabulation of the average score of the Yashwant Panchayat Raj Abhiyan has been tabulated and presented with help of *Table No. 4.16* below.

Table No. 4.16

Average score of Yashwant Panchayat Raj Abhiyan

(From 2011-2012 to 2015-2016)

Sr. No.	Name of Blocks	Average Score	No. of Village Panchayat	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	56.39	7	9	77.78
2	Baramati	61.75	4	7	57.14
3	Bhor	65.27	9	10	90.00
4	Daund	62.67	3	7	42.86
5	Haveli	61.31	4	7	57.14
6	Indapur	78.63	2	8	25.00
7	Junnar	67.69	4	7	57.14
8	Khed	63.17	2	7	28.57
9	Maval	61.00	3	6	50.00
10	Mulashi	65.00	2	6	33.33
11	Purandar	12.25	1	6	16.67

12	Shirur	62.35	5	6	83.33
13	Velhe	72.25	1	6	16.67
14	Grand Total	62.26	47	92	51.09
Descriptive Analysis					
Sr. No.	Statistics	2011-12	2012-13	2013-14	2014-15
1	Mean	59.91	61.00	62.76	64.64
2	Mode	65.00	62.00	64.00	68.00
3	Standard Deviation	12.28	11.95	12.40	13.14
4	Minimum	10.00	12.00	12.00	10.00
5	Maximum	82.00	85.00	80.00	92.00
6	Count	44.00	45.00	46.00	47.00

(Source: Field Investigation)

The reference period for averaging the score has been considered from F.Y. 2011-12 to F.Y. 2015-16. The mean score for all the sample Village Panchayats has been observed to the magnitude of 59 to 64 whereas maximum score has been between 80 and 92. Indapur and Velhe blocks have observed highest scores for entire five years (72 for Velhe and 78 for Indapur).

In a summary for this section, it may be pointed out that, overall performance of the Village Panchayats is satisfactory to the extent of Yashwant Panchayat Raj Abhiyan.

Assessment of Uses of PRIAsoft

According to Government Resolution No. TVA 2010/PR.KR.22/FIN-4 dated 30 August 2010, it has been stated that, Comptroller and Chief Auditor General of India has stated revised format for maintaining accounts and this method has been called as PRIAsoft. Thus based on this guidelines every village Panchayat has to maintain accounts with the help of PRIAsoft. This aspect has been addressed by the present research by assuming that if the Village Panchayats use PRIAsoft then financial reporting and tracking will be more productive.

With this intention, it has been seen from the *Table No. 4.17* that, 87 Village Panchayats out of 92 Village Panchayats have used PRIAsoft for financial reporting.

Table No. 4.17

Regular use of PRIAsoft

Sr. No.	Name of Blocks	Yes, PRIA soft used Regularly	Total Village Panchayats in Sample	Per cent of respondents
I	II	III	IV	V
1	Ambegaon	8	9	88.89
2	Baramati	7	7	100.00
3	Bhor	10	10	100.00
4	Daund	6	7	85.71
5	Haveli	7	7	100.00
6	Indapur	7	8	87.50
7	Junnar	7	7	100.00
8	Khed	6	7	85.71
9	Maval	6	6	100.00
10	Mulashi	6	6	100.00
11	Purandar	6	6	100.00
12	Shirur	6	6	100.00
13	Velhe	5	6	83.33
14	Grand Total	87	92	94.57

(Source: Field Investigation)

Further, it also anticipated that, almost 85 Village Panchayats has used PRIAsoft for closing annual accounts. The relevant data has been tabulated and presented with the help of *Table No. 4.18.*

Table No. 4.18

The Practice of Annual Accounts Closer using PRIA Software

Sr. No.	Name of Blocks	Yes, Accounts Closed Annually	Total Village Panchayats in Sample	Per cent of respondents
I	II	III	IV	V
1	Ambegaon	8	9	88.89
2	Baramati	7	7	100.00
3	Bhor	10	10	100.00
4	Daund	5	7	71.43
5	Haveli	7	7	100.00
6	Indapur	8	8	100.00
7	Junnar	7	7	100.00
8	Khed	6	7	85.71
9	Maval	6	6	100.00
10	Mulashi	5	6	83.33
11	Purandar	5	6	83.33
12	Shirur	6	6	100.00
13	Velhe	5	6	83.33
14	Grand Total	85	92	88.89

(Source: Field Investigation)

In a summary of this section, it may be noted that, observation of maximum utilization of the PRIAsoft for annual financial closure of the scheme related details have ensured that implementation of the 13th Financial Commission recommendations are transparent and hence effective.

In this view of the subject matter, *Table No. 4.19*, has been prepared to portray block wise distribution of Village Panchayats in accordance with the various works carried out on high priority. It will be seen from the table that, in Ambegaon block, Bhor block, Junnar block and Shirur block have spent most of the grant on new road construction and maintenance. Junnar block, Shirur block and Mulashi block spent most of the grant on

drainage work and its maintenance. Bhor block, Baramati block, Khed block and velha block spend the grant for water supply scheme & its maintenance.

Table No. 4.19

Block wise specific details of priority of work carried out under the Scheme

Sr. No.	Name of Blocks	New Road/ Maintaince	New Drainage/ Maintaince	Water Supply Scheme/ Maintaince
1	2	3	4	5
1	Ambegaon	13	12	3
2	Baramati	5	8	7
3	Bhor	25	9	24
4	Daund	9	5	7
5	Haveli	10	6	5
6	Indapur	8	5	5
7	Junnar	16	16	5
8	Khed	7	9	9
9	Maval	8	6	4
10	Mulashi	10	2	5
11	Purandar	19	15	1
12	Shirur	10	6	4
13	Velhe	8	1	7
	Total	148	100	85

(Source: Field Investigation)

In respect to the guidelines provided under 13th Finance Commission, 55 Village Panchayats have opened separate bank account for the purpose of managing funds under this scheme. This aspect has highlighted that out of 92 Village Panchayats 43 per cent Village Panchayats have not used dedicated bank account. The details on this aspect have been

presented with the help of *Table No. 4.20*. In the next tables, tabulation of year wise spending has been presented.

Table No. 4.20

Separate bank account opened for receiving the 13th Finance Commission Grants

Sr. No.	Name of Blocks	Yes	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V
1	Ambegaon	6	9	66.67
2	Baramati	5	7	71.43
3	Bhor	4	10	40.00
4	Daund	5	7	71.43
5	Haveli	3	7	42.86
6	Indapur	4	8	50.00
7	Junnar	5	7	71.43
8	Khed	5	7	71.43
9	Maval	1	6	16.67
10	Mulashi	3	6	50.00
11	Purandar	4	6	66.67
12	Shirur	6	6	100.00
13	Velhe	5	6	83.33
14	Grand Total	55	92	66.67

(Source: Field Investigation)

Based on the data presented in *Table No. 4.21*, it has been seen that, total 23 Village Panchayats have successfully received ISO certification. This has reflected that the standardized processes have been implemented in the Village Panchayats. The Village Panchayats from hilly area having low population have not opted for ISO certification.

Table No. 4.21

Status of Village Panchayats according to ISO Certification

Sr. No.	Name of Blocks	Yes, ISO Certification Done	No, ISO Certification not Done	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	2	7	9	22.22
2	Baramati	3	4	7	42.85
3	Bhor	1	9	10	10.00
4	Daund	0	7	7	0.00
5	Haveli	2	5	7	28.57
6	Indapur	1	7	8	12.50
7	Junnar	4	3	7	57.14
8	Khed	4	3	7	57.14
9	Maval	2	4	6	33.33
10	Mulashi	2	4	6	33.33
11	Purandar	1	5	6	16.66
12	Shirur	1	5	6	16.66
13	Velhe	0	6	6	0.00
14	Grand Total	23	69	92	25

(Source: Field Investigation)

The investigations from *Table no 4.21* vary from the primary data received from zilla parishad office. It may be due to the non ability of the Village Development officers to understand the question properly or may be the different Grant/Funds are used for the ISO certification.

From the *Table No. 4.22*, it will be seen that, 19 Village Panchayats out of 92 Village Panchayats have used bio metric attendance system for its staff. This also contributes to enhance the overall efficiency of village Panchayats in the time management aspects. It can be seen that the Village Panchayats near urban area having more population and more staff

have opted for the bio-matric attendance system. The system is not economic for the Village Panchayats having less number of village level staff.

Table No. 4.22

Status of Village Panchayats according to Biometric Attendance System

Sr. No.	Name of Blocks	Yes	No	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	0	8	9	0.00
2	Baramati	3	4	7	42.85
3	Bhor	1	9	10	10.00
4	Daund	0	7	7	0.00
5	Haveli	5	2	7	71.43
6	Indapur	1	7	8	12.50
7	Junnar	2	5	7	28.57
8	Khed	4	3	7	57.14
9	Maval	1	5	6	16.67
10	Mulashi	1	5	6	16.67
11	Purandar	0	6	6	0.00
12	Shirur	2	4	6	33.33
13	Velhe	0	6	6	0.00
14	Grand Total	19	63	92	20.65

(Source: Field Investigation)

The investigations from *Table no 4.22* vary from the primary data received from zilla parishad office. It may be due to the non ability of the Village Development officers to understand the question properly or may be the different Grant/Funds are used for the bio-matric attendance system.

From *Table no 4.23* it can be seen that total 34 Village Panchayats have found availability of the technical personnel appointed by State Government of Maharashtra. This

has been one of the prime condition and performance indicators for 13th Finance Commission.

Table No. 4.23

Status of Village Panchayats according to appointment of technical personnel by the state government

Sr. No.	Name of Blocks	Yes	No	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	3	5	9	33.33
2	Baramati	2	2	7	28.57
3	Bhor	8	2	10	80.00
4	Daund	2	3	7	28.57
5	Haveli	3	4	7	42.86
6	Indapur	4	3	8	50.00
7	Junnar	1	4	7	14.29
8	Khed	2	4	7	28.57
9	Maval	1	5	6	16.67
10	Mulashi	3	1	6	50.00
11	Purandar	3	2	6	50.00
12	Shirur	1	5	6	16.67
13	Velhe	1	5	6	16.67
14	Grand Total	34	45	92	36.96

(Source: Field Investigation)

In a summary, most of the village Panchayats have found to be operating under the systematic procedures laid down under the ISO certification. Also bio metric system has close monitoring and control on the staff of village Panchayats.

The state government has appointed technical staff at Village Panchayat level for uploading online accounts and for the use of PRIAsoft. As the staff is contractual, the technical staff is not available for all Village Panchayats.

Financial Performance Analysis

An effort has been made in this section to investigate financial details with respect to the selected Village Panchayats to the extent of 13th Finance Commission.

In the **Table No. 4.24**, financial details of the all 92 Village Panchayats have been presented according to the blocks. It will be seen surprisingly that, out of 92 Village Panchayats only 28 Village Panchayats have mentioned their spending during this financial year. This simply reflects that total 64 Village Panchayats (69.56 per cent) have not spent any amount on the works to be carried out during this financial year. According to responses, in Khed block it is found that all the Village Panchayats considered under this study have spent certain amount of money on work to be carried out under 13th Finance Commission.

Table No. 4.24

Analysis of Spending for F.Y. 2010-2011

Sr. No.	Name of Blocks	Average Spending Percent	Zero Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	28.92	7	9	77.78
2	Baramati	17.78	5	7	71.43
3	Bhor	43.46	4	10	40.00
4	Daund	65.61	3	7	42.86
5	Haveli	14.16	6	7	85.71
6	Indapur	23.41	5	8	62.50
7	Junnar	0.56	6	7	85.71
8	Khed	0.00	7	7	100.00
9	Maval	2.21	5	6	83.33
10	Mulashi	16.67	5	6	83.33

11	Purandar	32.19	4	6	66.67
12	Shirur	12.95	5	6	83.33
13	Velhe	22.59	2	6	33.33
14	Grand Total	22.70	64	92	69.57
Descriptive Analysis (Amount in Rs.)					
Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available (Rs.)	Total Spending (Rs.)	Balance Grants (Rs.)
Mean	1543.37	123974.55	112299.55	59438.26	87102.90
Standard Deviation	5869.78	197641.02	191212.15	94393.17	189814.52
Minimum	0.00	0.00	0.00	0.00	-107822.00
Maximum	30710.00	1650000.00	1650506.00	355788.00	1627106.00
Sum	41671.00	10289888.00	10331559.00	2318092.00	8013467.00
Count	27.00	83.00	92.00	39.00	92.00

(Source: Field Investigation)

Ultimately speaking for the F.Y. 2010-11 with reference to descriptive statistics mentioned in **Table No. 4.24**, all the 22 Village Panchayats reported that they have spent Rs. 23,18,092.00 (22.52 Per cent) under this scheme as compared to total Grants received Rs. 1,02,89,888.00.12. Figures of the description does not adapt and do not match the mathematical operation because of the averaging of the figures.

On the same lines, analysis of the F.Y. 2011-12 has been produced with the help of **Table No. 4.25**. Comparing to the previous year's spending (22.00 Per cent), this year (F.Y. 2011-12) 44

per cent increase has been observed. It means that, in this financial year total Rs. 1,70,66,258.81 has been spent against Rs. 2,51,58,608.83 total available Grants including previous year's balance and current years addition. This performance of spending may be attributed to the reason that, out of total 92 Village Panchayats 83 Village Panchayats has spent some amount of Grants.

Table No. 4.25

Analysis of Spending for F.Y. 2011-2012

Sr. No.	Name of Blocks	Average Spending Per cent	Zero Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	77.72	1	9	11.11
2	Baramati	50.11	0	7	0.00
3	Bhor	72.36	0	10	0.00
4	Daund	99.27	0	7	0.00
5	Haveli	64.93	2	7	28.57
6	Indapur	71.44	1	8	12.50
7	Junnar	76.56	0	7	0.00
8	Khed	74.55	0	7	0.00
9	Maval	64.13	1	6	16.67
10	Mulashi	62.71	1	6	16.67
11	Purandar	38.48	1	6	16.67
12	Shirur	87.55	0	6	0.00
13	Velhe	55.05	2	6	33.33
14	Grand Total	69.54	9	92	9.78
Descriptive Analysis (Amount in Rs.)					
Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available	Total Spending	Balance Grants (Rs.)

			(Rs.)	(Rs.)	
Mean	87608.09	197772.54	273463.14	205617.58	87960.33
Standard Deviation	93651.73	216614.06	281851.93	220815.27	161807.38
Minimum	0.00	4.64	0.00	0.00	-155734.76
Maximum	437994.00	963666.00	1144511.00	1129000.00	776983.00
Sum	7359079.93	17799528.90	25158608.83	17066258.81	8092350.02
Count	84	90	92	83	92

(Source: Field Investigation)

In financial year 2012-013, 51 per cent of the spending has been reported for sample Village Panchayats. The total amount of spending has been observed to Rs. 2,27,27,599.23 which is significantly larger than the previous months spending. Though as compared to the total amount available the proportionate spending is only 51 per cent. Moreover, during this financial year it is reported that 16 Village Panchayats have not spend any amount. Surprisingly, it is noted that, Daund block has witnessed 135 per cent spending during this year. This may be due to the assurance that the villagers received about the availability of the Grants. The details on this aspect for the F.Y. 2012-13 have been presented with the help of **Table No. 4.26**.

Table No. 4.26

Analysis of Spending for F.Y. 2012-2013

Sr. No.	Name of Blocks	Average Spending Per cent	Zero Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	56.62		9	0.00
2	Baramati	27.77	2	7	28.57
3	Bhor	69.94	0	10	0.00
4	Daund	135.80	0	7	0.00
5	Haveli	84.85	0	7	0.00

6	Indapur	55.72	0	8	0.00
7	Junnar	29.93	2	7	28.57
8	Khed	28.93	1	7	14.29
9	Maval	35.33	2	6	33.33
10	Mulashi	35.32	2	6	33.33
11	Purandar	32.72	3	6	50.00
12	Shirur	17.56	3	6	50.00
13	Velhe	38.06	1	6	16.67
14	Grand Total	51.74	16	92	17.39

Descriptive Analysis (Amount in Rs.)

Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available (Rs.)	Total Spending (Rs.)	Balance Grants (Rs.)
Mean	88621.27	316052.68	399873.87	295163.63	151700.50
Standard Deviation	154963.47	526175.34	614615.74	859792.02	396127.11
Minimum	0.52	8.16	0.00	0.00	-2564527.00
Maximum	776983.00	4479620.00	4881043.00	7445570.00	1387149.00
Sum	7975914.05	28760794.09	36788396.14	22727599.23	13956445.91
Count	90	91	92	77	92

(Source: Field Investigation)

The highlights for the F.Y. 2013-14 shows that, 63 per cent spending has been reported. Nearly Rs. 3,09,95,880 is spend against total available Grants of Rs. 5,01,27,504. it is noted that only seven Village Panchayats have reported with zero per cent spending for the F.Y. 2013-14. All the details in this regards have been presented with the help of **Table No. 4.27.**

Table No. 4.27

Analysis of Spending for F.Y. 2013-2014

Sr. No.	Name of Blocks	Average Spending Per cent	Zero Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	71.61	0	9	0.00
2	Baramati	55.33	0	7	0.00
3	Bhor	68.49	1	10	10.00
4	Daund	75.98	0	7	0.00
5	Haveli	66.86	0	7	0.00
6	Indapur	63.24	1	8	12.50
7	Junnar	74.55	0	7	0.00
8	Khed	68.99	0	7	0.00
9	Maval	54.50	2	6	33.33
10	Mulashi	98.14	0	6	0.00
11	Purandar	72.33	1	6	16.67
12	Shirur	53.56	1	6	16.67
13	Velhe	56.99	1	6	16.67
14	Grand Total	67.83	7	92	7.61
Descriptive Analysis (Amount in Rs.)					
Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available (Rs.)	Total Spending (Rs.)	Balance Grant (Rs.)
Mean	179269.98	368598.03	544864.18	360417.22	207952.44
Standard Deviation	267144.43	432664.84	640811.80	447745.36	400471.39

Minimum	0.00	9.42	0.00	0.00	-199018.00
Maximum	1387149.00	2418482.00	3383608.00	3124977.00	2127563.00
Sum	16492838.05	33542420.80	50127504.85	30995880.81	19131624.04
Count	92	91	92	86	92

(Source: Field Investigation)

Average spending for the F.Y. 2014-15 has been observed to the magnitude of Rs. 3,49,081 while the total spending in the selected Village Panchayats is accounted for Rs. 3,00,21,030. It is observed that the amount spend during this year is 47 per cent which is lower than the previous year. Rest of the details have been presented in the **Table No. 4.28**.

Table No. 4.28

Analysis of Spending for F.Y. 2014-2015

Sr. No.	Name of Blocks	Average Spending Per cent	Zero Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	82.11	0	9	0.00
2	Baramati	49.19	0	7	0.00
3	Bhor	45.91	1	10	10.00
4	Daund	55.63	1	7	14.29
5	Haveli	46.56	1	7	14.29
6	Indapur	39.90	0	8	0.00
7	Junnar	42.26	1	7	14.29
8	Khed	53.24	0	7	0.00
9	Maval	48.48	1	6	16.67
10	Mulashi	54.62	0	6	0.00
11	Purandar	21.08	3	6	50.00
12	Shirur	15.38	3	6	50.00
13	Velhe	48.35	1	6	16.67

14	Grand Total	47.53	12	92	13.04
Descriptive Analysis (Amount in Rs.)					
Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available (Rs.)	Total Spending (Rs.)	Balance Grant (Rs.)
Mean	190201.24	507373.25	662977.81	349081.74	336662.27
Standard Deviation	329655.51	468522.06	639605.05	401825.24	422609.71
Minimum	9.27	14.97	0.00	0.00	-171534.11
Maximum	1656871.00	1959050.00	3168326.00	1711425.00	1993389.00
Sum	16737709.04	44141472.87	60993958.91	30021030.03	30972928.88
Count	88	87	92	86	92

(Source: Field Investigation)

Financial year 2015-16 stands significant due to its spending of 85 per cent as compared to total available funds. The highest spending of Rs. 5,40,98,659 has been reported in this year with responses from 86 Village Panchayats.

Table No. 4.29

Analysis of Spending for F.Y. 2015-2016

Sr. No.	Name of Blocks	Average Spending Per cent	Ze-ro Spending Village Panchayats	Total Village Panchayats in Sample	Per cent
I	II	III	IV	V	VI
1	Ambegaon	97.40	0	9	0.00
2	Baramati	83.48	0	7	0.00
3	Bhor	89.16	0	10	0.00
4	Daund	98.31	0	7	0.00
5	Haveli	93.61	0	7	0.00

6	Indapur	101.33	0	8	0.00
7	Junnar	72.67	1	7	14.29
8	Khed	81.98	0	7	0.00
9	Maval	85.21	1	6	16.67
10	Mulashi	82.00	0	6	0.00
11	Purandar	57.19	2	6	33.33
12	Shirur	66.13	2	6	33.33
13	Velhe	84.52	0	6	0.00
14	Grand Total	85.21	6	92	6.52

Descriptive Analysis (Amount in Rs.)

Measures	Opening Balance (Rs.)	Grants Received (Rs.)	Total Grants Available (Rs.)	Total Spending (Rs.)	Balance Grant (Rs.)
Mean	373106.52	343963.79	666882.89	629054.18	78853.98
Standard Deviation	520090.74	427236.08	734367.84	735014.32	285066.29
Minimum	2.77	8.40	0.00	11.17	-852275.00
Maximum	3397627.00	2805319.00	3518839.00	3608419.00	1448588.00
Sum	32460267.55	28892958.40	61353225.95	54098659.67	7254566.28
Count	87	84	92	86	92

(Source: Field Investigation)

In a summary it has to be noted that, during the investigation period from F.Y. 2010-11 to 2015-16, government has provided total funding of Rs. 16.34 Crore to the Village Panchayats under consideration of this study, though highest availability of funds have been observed during F.Y. 2015-16 with approximate funding of Rs. 6.14 Crore. It would be seen for the selected Village Panchayats that during the time considered for investigating financial performance; it has been that in totality 96 per cent of the total Grants have been spent on the development works. All the details of financial spending have been presented with the help of **Table No. 4.30**.

Table No. 4.30

Summary of Financial Details**(Amount in Rs.)**

Sr. No.	Financial Year	Grants Received	Total Grant Available	Total Spending	Per cent expenditure
I	II	III	IV	V	VI
1	2010-11	1,02,89,888	1,03,31,559	23,18,092	22.44%
2	2011-12	1,77,99,529	2,51,58,609	1,70,66,259	67.83%
3	2012-13	2,87,60,794	3,67,88,396	2,27,27,599	61.78%
4	2013-14	3,35,42,421	5,01,27,505	3,09,95,881	61.83%
5	2014-15	4,41,41,473	6,09,93,959	3,00,21,030	49.22%
6	2015-16	2,88,92,958	6,13,53,226	5,40,98,660	88.18%
	TOTAL	16,34,27,063	24,47,53,254	15,72,27,521	96.20654

With reference made to the **Chart No. 4.6**, the cash flow of the funding amount has seen an increase over the years. In simplistic fashion, it may be noted that, in the initial financial year of 2010-11 flow of the funding is at minimum as shown in chart and experienced the peak in the F.Y. 2014-15 with a sharp reduction in fund flow registered in the F.Y. 2015-16. This has wisely impacted on the performance of the project working. This has been reflected from the **Chart No. 4.7**.

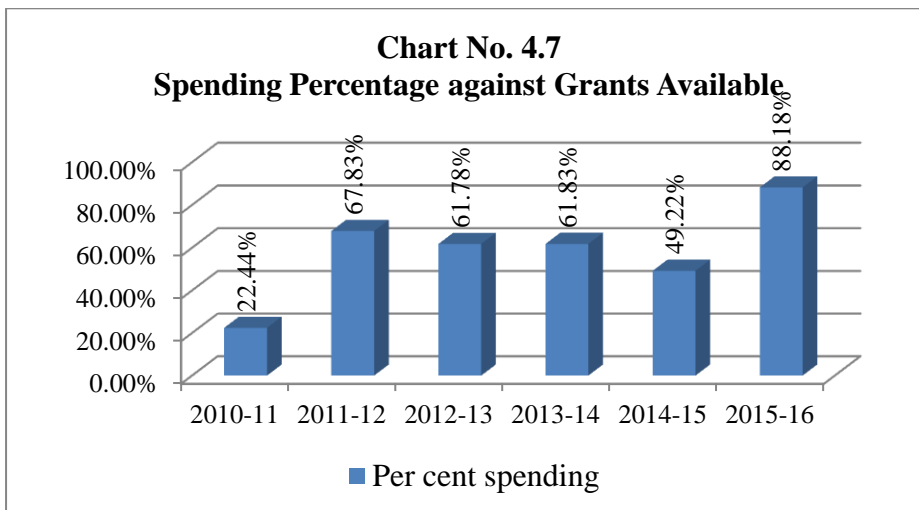
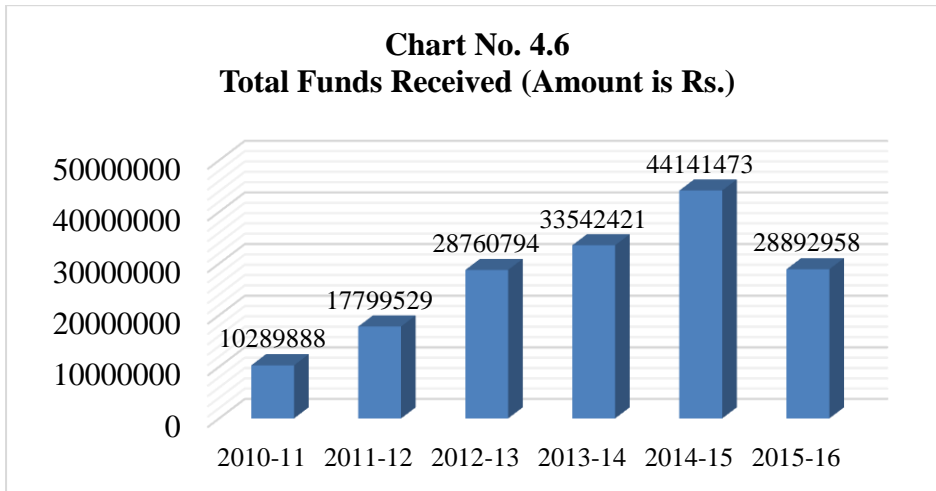
Table No. 4.31

Correlation Coefficient of Availability of Funding and Per cent spending

Sr. No.	Correlation Coefficient	Funding available
I	II	III
1	Per cent spending	0.6227

It would be seen further, from the **Chart No. 4.7**, that, the spending made during the respective financial years has lose relation to the availability of the funds in that particular

financial year, as the correlation coefficient found to be the magnitude of 0.62 (as per *Table No. 4.31*) between per cent of spending and total Grants available.



In a summary, financial performance of the selected Village Panchayat has been found efficient. It also has been observed that, the spending performances of the Village Panchayats significantly depend on the Grants available with the village Panchayats.

PART-II

Evaluation of Socio-Economic Development

It has been cleared that an implementation of 13th Finance Commission Recommendations are ultimately in favor of the socio-economic development of Village Panchayats. It has been observed from the open ended data collected in terms of opinions of the village respondents that the works carried out under these recommendations are realistically helpful to the society for socio-economic development.

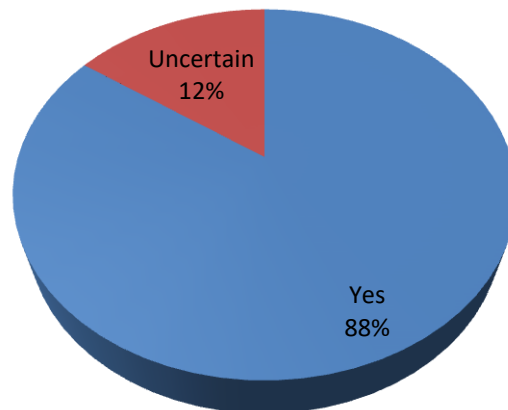
Based on the observations made in the *Table No. 4.32* it may be stated that, majority of the Village Panchayats have mentioned that the social progress is achieved because of support from the 13th Finance Commission's Recommendations. The financial benefits are as common as other financing schemes provided to the Village Panchayats.

Table No. 4.32

Social and Financial Benefits under the Scheme

Sr. No.	Benefits to the Village Panchayats	No. of Village Panchayat
I	II	III
1	Social and Economical benefits	21
2	Social Benefits	4
3	Economical benefits	51
	Grand Total	76

Chart No. 4.8
Opinions of the respondents regarding contribution of the scheme to village development



(Source: Field Investigation)

The general opinions of the responding Village Panchayats have been collected in the present study to understand that whether these recommendations are able to contribute in the development of Village Panchayats at local level. Responses in this concern have been presented below with help of Pie *Chart No. 4.8*.

On the aspect of comparative analysis of the 13th Finance commission with any other scheme, researcher has asked respondents to locate any other scheme which is having better benefits than this scheme. In result few schemes have been mentioned by the respondents such as, (a) 13th Finance Commission. (b) *Paryavaran Santulit Gram Yojana*, (c) *Gram Samruddhi Yojana*, (d) Maharashtra Rural Employment Guarantee Scheme. Despite these suggested schemes most of Village Panchayats ha mentioned that 13th Finance Commission Scheme is comparatively better.

On the aspect of decentralization of financial authorities and freedom to choose priorities of development works to be carried out, 76 Village Panchayats have mentioned that

13th Finance Commission has been efficient on decentralization. The details on these aspects have been presented with the help of **Table No. 4.33**.

Table No. 4.33

General Aspects and Opinions Regarding the 13th Finance Commission Scheme

Sr. No.	Aspects	No. of Village Panchayats			
		Yes	No	Total	Per cent of positive answers
I	II	III			
1	Efficient in decentralization	78	14	92	84.78
2	Sufficiency of Funds	23	69	92	25.00
3	Beneficial for SC/ST peoples	75	17	92	81.52
4	Criteria of Scheme were good	71	21	92	77.17

(Source: Field Investigation)

It also has to be noted based on the details tabulated in **Table no. 4.33** that irrespective of the benefits received for Scheduled Caste/Scheduled Tribes population and good criteria of the 13th Finance Commission scheme, 75 per cent of the respondents mentioned that the Grants provided under this scheme were not sufficient. Also few respondents added the point that some sort of freedom to choose the development works should to be provided to the Village Panchayats so that better prospects and development works may be undertaken to witness socio economic development of the Village Panchayats.

The state government released 4 types of Grants from the year 2010-2011 to 2015-2016. These all types of Grants are released by electronic transfer method. Table no. 4.34 describes the total no of installments released by the state government. The government has released 50% of installments within the 6 months of the specific economical year.

Table No. 4.34

Release of Installments of Four Types of Grants

Sr.No	Type Of Grant	Total No. Of Installments	Total No. Of Installments Released within 6 month of Economical Year	% Of Releasing Grant In 6 Month
1	General basic grant	10	5	50.00
2	Special area basic grant	11	7	63.63
3	General performance grant	10	5	50.0
4	Special area performance grant	8	7	87.5
Total		39	24	61.53

It is very essential to release and distribute the installments within the specific period because the local bodies has to follow the administrative procedure and sanctions to give the work order. It can be seen that due to elections and the Code of Conduct Rule, some installments are not released and distributed within the time limit. Due to this reason Village Panchayats are unable to complete the development works in the same financial year.

4.4 Testing of Hypotheses

In this section an efforts have been to test three hypotheses considered under present study, namely:

H1- The Panchayat Raj Institutions have followed guidelines of the 13th Finance Commission.

H2- The Grants released and distributed by Rural Development Department have been utilized by Panchayat Raj Institutions within the prescribed time limit.

H3-The quality and quantity of the work completed by the Village Panchayats through the Grants are according to government norms.

All the technical details such as procedure, test statistics and interpretations have been presented in this part with the help of three sections. Accordingly, *Section-(a)* brought up details for the testing of Hypothesis H1; in *Section-(b)* testing of hypothesis H2; in *Section(c)* testing of hypothesis H3 has been provided.

Section-(a)

Testing of Hypothesis-H1

The statement of the hypothesis has been mentioned below. Considering the hypothesis mentioned below, data presented in the *Table No. 4.11* for conducting of PRA and data from *Table No. 4.12* regarding inspection of assets of Village Panchayats before implementation of the scheme has been considered.

H1- All the Village Panchayats have followed guidelines of the 13th Finance Commission

The bullion type of data has been collected describing the attributes of the guidelines followed or not. The responses of the answers have been collected in the form of ‘yes’ guidelines followed and ‘no’ guidelines are not followed. Considering the data, chi square test has been found suitable for testing of the hypothesis.

For the purpose of testing hypothesis-H1, technical hypothesis mention Hypothesis Null and Hypothesis Alternate have been defined and presented below.

H₀- All the Village Panchayats not followed guidelines of the 13th Finance Commission.

H_a- All the Village Panchayats followed guidelines of the 13th Finance Commission.

The calculated results of the chi square test statistics have been presented with the help of below mentioned *Table No. 4.35*, *Table No. 4.36* and *Table No. 4.37*.

Table No. 4.35

Case Processing Summary

	Cases					
	Valid		Missing		Total	
	N	Percent	N	Percent	N	Percent
PRA * Inspection	70	76.08%	22	23.91%	92	100.0%

Table No. 4.36

PRA * Inspection Crosstabulation

			Inspection		Total
			No	Yes	
PRA	No	Count	43	2	45
		Expected Count	42.4	2.6	45.0
	Yes	Count	23	2	25
		Expected Count	23.6	1.4	25.0
Total		Count	66	4	70
		Expected Count	66.0	4.0	70.0

Table No. 4.37

Chi - Square Tests

	Value	Df	Asymp. Sig. (2-sided)	Exact Sig. (2- sided)	Exact Sig. (1- sided)
Pearson Chi-Square	.377 ^a	1	.539		
Continuity Correction ^b	.006	1	.939		
Likelihood Ratio	.362	1	.547		
Fisher's Exact Test				.613	.451
Linear-by-Linear Association	.372	1	.542		
N of Valid Cases	70				
a. 2 cells (50.0%) have expected count less than 5. The minimum expected count is 1.43.					
b. Computed only for a 2x2 table					

On scrutinizing the results mentioned in the above tables, one can simply state that during implementation of the 13th Finance Commission, guidelines of conducting PRA and inspecting assets have not performed by the Village Panchayats in Pune District, as the

Asymp. Sig. (2-sided) values have been observed significantly larger than 0.05 (level of significance).

Thus, finally, it may be interpreted based on the test results mentioned above that, during implementation of the 13th Finance Commission, guidelines may be not clearly communicated to the villagers or there may be a lack of monitoring systems in implementation of the 13th Finance commission recommendations or the villeges are not aware of the technical and administrative procedure related to development plan. . ***Thus the guidelines of the 13th Finance Commission regarding the selection of works and pre procedure of determination of the work are not followed properly which ultimately states that hypothesis H-1 null is accepted.***

Section-(b)

Testing of Hypothesis-H2

In this section an effort has been made to test below mentioned hypothesis- H2- Grants released and distributed by Rural Development Department have been utilized by Panchayat Raj Institutions within the prescribed time limit.

Considering the hypothesis mentioned above year wise data on spending percentages have been referred from the ***Tables No. 4.24 to 4.29*** of this chapter. Years wise spending for six financial years such as F.Y. 2010-11, F.Y. 2011-12, F.Y. 2012-13, F.Y. 2013-14, F.Y. 2014-15, and F.Y. 2015-16 has been considered for this hypothesis. Grants utilization has been defined as the per cent of funds spent. It has been assumed that more than 50 per cent of the funds utilization is to be considered as acceptable performance for the purpose of present study. Mathematically it may be denoted as below-

$$\text{Grant Utilization} = \frac{\text{Funds Spent}}{\text{Funds Available}} \times 100$$

$$\text{Funds Available} = \text{Previous Years Grant} + \text{Current Year's Grant Released}$$

The technical hypotheses in this matter may be noted as below-

Table No. 4.38

Technical hypotheses for H2

Referred Question	Question of Hypothesis	H ₀	H _a
I	II	III	IV
4.4	For the purpose of this study >50% spending is expected. Now, can it be said that the observed mean of spending is significantly larger than 50%?	Spending is not more than 50%	Spending is more than 50%

Using SPSS.20, necessary calculations have been made and presented with the help of

Table No. 4.39 and *Table No.4.40*.

Table No. 4.39

One-Sample Statistics

Spending Economical Year	N	Mean	Std. Deviation	Std. Error Mean
2010-11	92	22.7020	44.87057	4.67808
2011-12	92	68.0237	44.00948	4.58831
2012-13	92	51.7353	69.06408	7.20043
2013-14	92	67.8296	34.98380	3.64731
2014-15	92	47.5314	40.31042	4.20265
2015-16	92	85.2124	34.61372	3.60873

Table No. 4.40

One-Sample Test

	Test Value = 50					
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Y2010_11	-5.835	91	.000	-27.29804	-36.5905	-18.0056
Y2011_12	3.928	91	.000	18.02370	8.9096	27.1378

Y2012_13	.241	91	.810	1.73533	-12.5674	16.0381
Y2013_14	4.888	91	.000	17.82957	10.5846	25.0745
Y2014_15	-.587	91	.558	-2.46859	-10.8166	5.8795
Y2015_16	9.758	91	.000	35.21239	28.0441	42.3807

On scrutinizing the results of calculations mentioned above in **Table No. 4.39 and 4.40** the inferences are as follows-

In case of hypothesis-H2, ‘Grants released and distributed by Rural Development Department have been utilized by Panchayat Raj Institutions within the prescribed time limit’; one can safely conclude that because of the Significance value obtained show a tendency to be smaller than 0.05. In such case, the column labeled ‘Sig. (2-tailed)’ displays a probability from the ‘t’ distribution with 91 degrees of freedom. The value listed is the probability of obtaining an absolute value greater than or equal to the observed ‘t’ statistic, if the difference between the sample mean and the test value is purely random. In case of the F.Y. 2010-11, F.Y. 2011-12, F.Y. 2013-14 and F.Y. 2015-16; ‘Sig. (2-tailed)’ is observed to be smaller than 0.05, one can safely conclude that observed financial spending is significantly differing from the expected per cent of spending that is 50%. Thus it may be inferred that for F.Y. 2011-12, F.Y. 2013.14, and F.Y. 2015-16 the grant has been utilized within prescribed time limit. But for the F.Y. 2010-11 grant has not been utilized within prescribed time limit. Now in case of the F.Y. 2012-13 and F.Y. 2014-15, significance value observed larger than 0.05, lead to mention difference is not significance thus no solid conclusion may be made. *So therefore, it can be stated that hypothesis H-2 neither be accepted nor be rejected.*

Section-(c)

Testing of Hypothesis-H3

In this section an effort has been made to test below mentioned hypothesis-

H3- The quality and quantity of the work completed by the village Panchayat through the grant are according to government norms.

In this regards an effort has been made to quantify the opinions of the responding Panchayat. These opinions are quantified using question No. 26 based on Five Point Likert Scale. Distributed between Strongly Agree (representing score and weight of 5) and Strongly Disagree (representing score and weight of 1) . The median of the scale is ‘3’, representing

neutrality of the response. Keeping in mind this discussion, it needs to be pointed out here that, One Sample ‘t’ test is found more scientific and appropriate for testing this hypothesis.

After analyzing the data related to the grant distribution, it is clear that most of the installments are not released in the initial months of the economical year. So it is difficult for the village panchayats to spend it in the same financial year. As the technical and administrative sanction and tender procedure requires time limit. But it can be seen that most of the village panchayats were able to spend the grant and able to complete the work up to the year 2015-2016.

Now, arithmetic mean of the opinions regarding ‘quality and quantity of the work completed by the Village Panchayat through the grant are according to government norms’ has been observed to be 4.16 on five point Likert Scale, which is considerably favorable to assumption made in present study. Considering all these aspects, technical hypotheses for the selected variable have been presented in below **Table No. 4.41**.

Table No. 4.41

Technical hypotheses for H3

Sr. No.	Referred Question No.	Question of Hypothesis	H _{null}	H _{alternate}
I	II	III	IV	V
1	Q.26	On the 5 point scale standard average is 3 which stood neutral on the aspect of quality and quantity of the work completed by the village Panchayat through the grant are according to government norms. Now, can it be said that the observed mean is significantly differed from the standard average of 3?	There is no significant difference	There is significant difference

As has been mentioned earlier, considering all the aspects of the present hypothesis, one sample ‘t’ test with 5 per cent level of significance has been observed to be appropriate

for further procedure of the testing. Hence the output of testing has been presented with the help of *Table No. 4.42*.

Table No. 4.42

Descriptive Statistics

	N	Mean	Std. Deviation	Std. Error Mean
Quality and Quantity of the work completed by the Village Panchayats are according to government norms	92	4.1630	1.3032	0.1358

Table No. 4.43

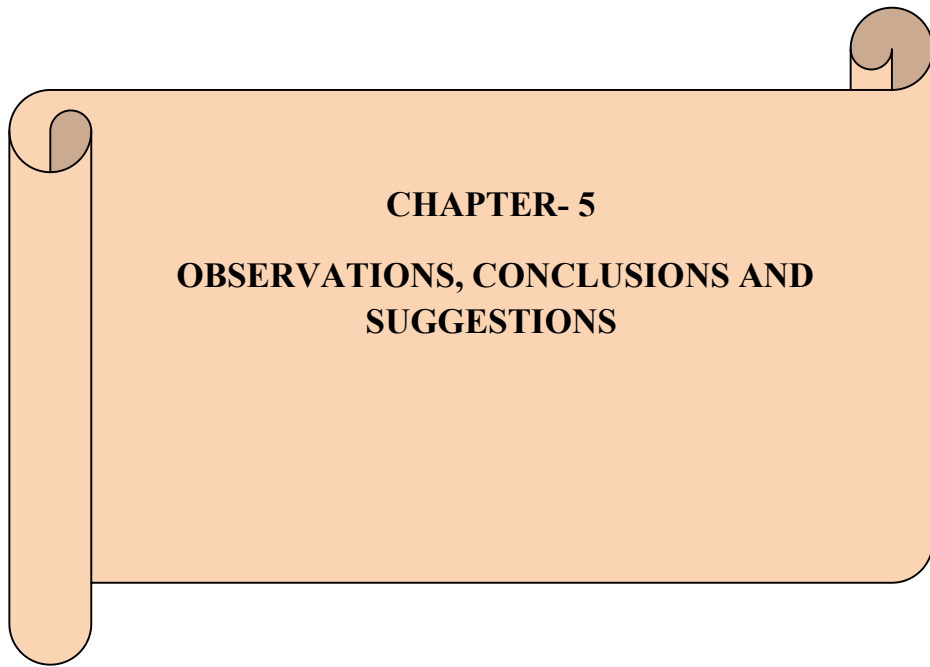
One-Sample Test

	Test Value = 3					
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Quality and Quantity of the work completed by the Village Panchayats are according to government norms	8.560	91	.000	1.1630	0.8932	1.4329

On scrutinizing the results of calculations mentioned above in *Table No. 4.42* and *Table No. 4.43* the inferences are as follows-

In case of hypothesis-H3, opinions of respondents regarding quality and quantity of the work completed by the Village Panchayat through the grant are according to government norms, one can safely conclude that because of the Significance value obtained show a tendency to be less than 0.05. In such case, the column labelled 'Sig. (2-tailed)' displays a probability from the 't' distribution with 91 degrees of freedom. The value listed is the probability of obtaining an absolute value greater than or equal to the observed 't' statistic, if the difference between the sample mean and the test value is purely random. Since, confidence intervals lie entirely above 0.0; in this case, one can safely say that observed level of agreeableness regarding 'the quality and quantity of the work completed by the Village Panchayats through the grant are according to government norms' is significantly (positively) differing from the standard mean of 3. ***Hence, in this case of the hypothesis-H3, hypothesis null may be rejected and result can be interpreted as the quality and quantity of the work completed by the Village Panchayats through the grant are according to government norms.***

The data has been processed, analyzed and interpreted in the above tables in such a way that, the researcher can draw observations, conclusions and suggestions based on research problem. The observations, suggestions and conclusions are mentioned in the chapter -5.



CHAPTER- 5

OBSERVATIONS, CONCLUSIONS AND SUGGESTIONS

5.1. Introduction

The thesis includes the study of various aspects like decentralization, active participation of people and benefits of the funding by the 13th Finance Commission directly to the rural area. After the 73rd Amendment in the Constitution of India, effective changes have been seen in the development at local bodies. Also the role and approach of the PRIs to the development work has been changed. The 13th Finance Commission released Grants directly to Village Panchayats through electronic transfer methods. The 13th Finance Commission suggested various types of works without imposing any type specific estimates for those works. The Village Panchayats are allowed to finalize the work/scheme which are important for the villages.

As the geographical, social and weather condition are different at different region, it is very important for the Village Panchayats to decide how to spend grant as per the requirement. To study the various socio-economic aspects of the scheme the researcher selected Zilla Parishad Pune as a research area. As the district Pune has 13 blocks and 3 blocks are declared as under Scheduled Area. Also some Village Panchayats are semi-urbanized. Some blocks / Village Panchayats are hilly having less connectivity. Some villages are facing issues related to over population and some villages/habitats are migrating towards urban/ semi urban areas. Due to these reasons the researcher is able to study the various factors and impact of these factors upon the rural development.

5.2. Data Collection

The Village Panchayats have been selected from all the 13 blocks. Total 92 Village Panchayats are selected by random selection method. The data was studied and analyzed to study the recommendation issued by the 13th Finance Commission.

The primary data collected from concern Village Panchayats contains basic information of concerned Village Panchayats, information about released Grants and expenditure of Grants, physical progress of different types of work done and overall view about the scheme. The prescribed formats of the reports from blocks and from district level

are used as secondary data. These prescribed reports are used to study the physical and economic progress of the scheme related to the all Village Panchayats in the district.

5.3. Limitations

While studying the data the researcher faced some problems related to the study.

1. The period of the 13th Finance Commission is for five years (2010-11 to 2015-16). So the researcher has to collect the data related to expenditure every year from the concern Village Panchayats.

2. The Village Panchayats are selected by random selection method. Some of the Village Panchayats denied to provide data due to non-cooperation or they denied to answer some of the questions from the questionnaire.

3. Some selected Village Panchayats are merged or divided in the other Village Panchayats. Some Village Panchayats are merged into the Pune and Pimpri-chinchwad Municipal Corporations. So the data of the concern Village Panchayats was seized by the urban department. Also the record of some Village Panchayats are sealed by the Local Fund Office due to suspected misappropriation. The Anti Corruption Bureau department sealed the registers, cashbooks and bank details of some of the Village Panchayats.

Due to these unavoidable reasons, researcher has to select new Village Panchayats for data collection.

4. The officers working at block level and district level are transferred every three years. So it is difficult to get data from all the concerned officers which were working in the specific period in the Pune district.

5.4. Observations

After analyzing the data the researcher made some observations related to the study as follows.

1. The growth rate of overall population is 30.18%. The growth rate is higher in the blocks near to the Corporation area/semi urban area. The growth rate is lower in the hilly area blocks or in the blocks facing scarcity.

2. The growth rate of Scheduled Caste population is overall 35.19 % which is lesser in the hilly area blocks and in the scarcity regions.

3. The growth rate of Scheduled Tribe population is overall 24.19 % It is higher in the semi urban blocks.
4. The Grants released by the 13th Finance Commission is utilized by the Village Panchayats for the construction type of work e.g., internal roads, building constructions such as primary schools, Anganwadi centers, Village Panchayat building and maintenance of water supply scheme and drainage work.(roads-148,drainage-100,watersupply-85)
5. The Village Panchayats do not prefer or give less preference to spend the concern Grants for solar energy, Bio- metric system, fire fighting instruments, nodal hand holding agencies and publicity for mahila shasaktikaran abhiyan.(solar energy-17, Bio- metric system-19, fire fighting instruments-7)
6. The PRA is basic step for preparing the Development Plan and Environmental Plan of the Village and the basic key of conducting PRA technique is active participation of people. In spite of this most of the Village Panchayats hesitate or do not conduct proper PRA technique which is essential for knowing the exact need of the specific region/ village/ habitat.only 26 Village Panchayats conducted PRA which is only 28.26%.
7. 79 Village Panchayats verified assets before starting the construction of new works, maintenance of existing roads/ buildings which is 85.87%.
8. All the Village Panchayats have participated in the Yashwant Panchayat Raj Abhiyan every year, as it is mandatory. The overall performance of Village Panchayats is satisfactory.
9. 87 Village Panchayats used PRIA software and 85 Village Panchayats have closed account online every financial year which is satisfactory.The rate of using PRIAsoft is 94.57. Also 55 out of 92 Village Panchayats have opened a new bank account for the scheme.
10. During the financial year 2010-2011, 64 out of 92 Village Panchayats spent 0 percent Grant in the same year which is huge in number. But the number of the Village Panchayats spends 0 percent fund in the next successive years are decreased gradually.
11. The percentage of the expenditure of total available Grants during the years 2010-2011 to 2015-16 is 96.20 percent which is a quite good performance. The rate of spending/ utilizing Grants is lower in the initial year (i.e.22.44%) and is highest in the year 2015-16. (i.e.88.18%).
12. Only 23 out of 92 Village Panchayats are ISO Certified and 19 out of 92 Village Panchayats use biometric system for attendance.

13. Only 34 out of 92 Village Panchayats are able to get technical support from the State Government .it means only 36.96 5Village Panchayats get technical help from the state.
14. 78 Village Panchayats find that the scheme is very useful for decentralization at village level.i.e.84.78%
15. Only 25 Village Panchayats find that the Grants are sufficient to complete the development works.
16. 75 Village Panchayats mention that the supplementary grant released for the development work for the Scheduled Caste and the Scheduled Tribe community is found to be useful.
17. 71 Village Panchayats are satisfied with the scheme.Also mention that the guidelines of the scheme are better than the other government schemes.
18. The availability of contractual staff appointed by the Mahaonline portal for Village Panchayats during the period of the scheme is not consistent.Only 34 Village Panchayats get constistant support from the state government.
19. The Criteria for releasing the Grants are complex. Therefore the Village Panchayats are not aware about the exact amount of Grants they are going to receive.

5.5. Conclusions

1. As per the census 2011, the growth rate of population is higher due to migration of population and semi-urbanization.The decadal growth rate is 30 % .So the Grants released to Village Panchayats as per the census of 2001 are insufficient.
2. The growth rate in Haveli, Maval and Mulshi taluka is higher than the average growth rate.The growth rate in Velha, Baramati and daund taluka is lower than the average growth rate. Thus the Population is migrating from hilly area where is low connectivity and from the regions having water scarcity to the area/ villages which are near to the cities.
3. The Maharashtra Gram Panchayat Act, 1958 states that Village Panchayats should spend Gramnidhi to provide basic facilities like internal road, drainage, health, drinking water and electricity. As the Gramnidhi is insufficient to carry out these mandatory work stated by the State government, the Grants released by the 13th Finance Commission are also used for such type of works. Therefore hardly any innovative work are carried out by the Village Panchayats.253 works are related to the basic amenities while only 87 works are related to new innovative work which conclude about the need of funding to the Village Panchyats.

4. The Village Panchayats have hardly any knowledge regarding the technology, installations and maintainance of Solar Technology, Bio matric technique and Fire fighting machines. Also due to the scattered buildings, the Village Panchayats have not opted for the solar energy lamp, fire fighting instruments and Bio-metric system .
5. As the use of PRIAsoft is mandatory for receiving grants and the online reports submitted by Village Panchayats are easily accessible by the State and Central Government, the performance of Village Panchayats for opting the online account system seems to be satisfactory.
6. In the year 2010-11 64 Villge Panchayats spend zero% Grant while in the year 2015-16 only 6 Village Panchayats spend zero% grant.The numbers of Village Panchayats which did not spend any Grants in the intial financial year are more but subsequently by the end of the year 2015-16 their number reduced significantly. It clearly states the Grants are utilized in the prescribed period.
7. Only 23 Village Panchayats have ISO certification.i.e. 25%.The ISO certification process is completely related with the performance of Village Panchayat office and does not benefit the villagers directly which is the main reason the process has been least opted by the Village Panchayats.
8. The Gramsabha and members of Village Panchayats decided how to spend the Grants using PRA technique and in the monthly meeting, it is partly fulfilling the concept of decentralization and active participation of people.
9. The Grants are released through direct electronic transfer method reducing the role of Panchayat Samiti and Treasury.61.53% of the total installments are released within first half of the economical year helping in receiving the Grants in timely period.This concludes that the electronic transfer money method system is helpful than the regular method .
10. The role of PRIs has changed with time. The need of the nature and types of the development works are also changing.
11. As the village panchayats are not aware about the exact amount of Grants they are going to receive, some Village Panchayats find it difficult to correlate the available Grants with the enlisted works.

5.6. Suggestions

1. The main criteria to distribute the Grants is the population of the concern Village Panchayat. The period of the 13th Finance Commission was 2010-11 to 2015-16 so the State Government used census -2001 report to finalize the population of the rural area.

As the growth rate of population in one decade is nearly 30% in Pune district, the Grants are not sufficient. The government should consider the rate of decadal growth in population as one of the criteria for distributing the Grants.

2. Due to the various reasons like education, connectivity and job availabilities, the population is migrating to semi-urban area, periphery area of the cities so the Village Panchayats near periphery area are facing difficulties in providing basic facilities to the increasing population. The Grants distributed for such type of Village Panchayats are inadequate. So the Central Government should release extra Special Grant to such Village Panchayats facing such issues.

3. The growth rate of population is lower in the blocks Velha, Purandar, Baramati and Daund. The main reasons of migration are poor connectivity and scarcity of water. To reduce the rate of migration government should come with the permanent solution for such area. The state government should launch a special scheme/ program to develop such regions. The State Government should implement the schemes like MGNREGS, Jalswaraj Scheme, Scarcity Program and Agri based scheme more effectively. This will help to control the migration of the population to the semi urban area. As due to the migration, the Village Panchayats are unable to provide basic facilities to the migrated population.

4. The Gramsabha and the members of the Village Panchayats are more interested to spend the Grants for the basic development work like construction and maintenances of internal roads and maintenances of building, drainage work and water supply schemes. It means most of the Village Panchayats are still facing the issues related to providing the basic facilities. The 'Gramnidhi' is not enough for the development work. The Village Panchayats need financial support from the Government to provide the basic activities.

The Village Panchayats are not able to spend Gramnidhi or grant provided by the Government to initiate the innovative scheme or innovative types of works, unless the new taxation procedure is finalized by the State Government to strengthen the 'Gramnidhi'. It will also help to improve the quality of the development works.

5. Most of the Village Panchayats have not opted the innovative works like use of solar energy, use of Bio-matrices and use of fire fighting instruments. The Government should provide technical support and technical knowledge of such a innovative scheme to the officials and non officials of the Village Panchayats.

6. The Government should provide training to the village level officials and non officials about PRA technique and about Development Plan. As the PRA requires time period and active participation of people, Village Development officers find it difficult to finalize the development plan for Village Panchayats. So therefore, State Government should develop a special software to collect the data which is essential to implement PRA technique and the Development Plan at village level.

It is difficult to train all the officials and non-official in the specific time limit due to the large number of trainees and also it is not economic. Therefore the State Government should use the technology based training.

7. The PRA technique and the Development Plan should be made compulsory to Village Panchayats for receiving grant, which will ultimately result in active participation of the villagers, which will strengthen the core idea of decentralization.

8. All the assets should be inspected by the technical authorities of Zilla Parishad yearly to help to the Village Panchayats to decide which type of development works should be initiated or which assets need repair/ maintenances.

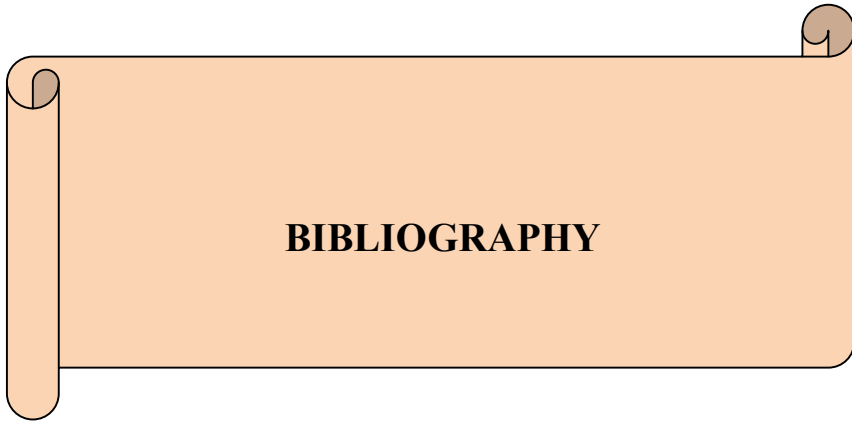
9. The Village Panchayats having lower grades /marks in the Yashawant Panchayat Raj Abhiyan should be inspected preferably so as to help them increase the administrative ability of the concern Village Panchayats. The State Government should make provisions for the additional marks for the Village Panchayats having the active participation of the Gramsabha and the Development Plan.

10. The Government should release Grants in the first three months of the financial year to ensure the proper utilization of the Grants so as to improve the quality of the works.

11. The contractual technical staff should be provided by the State Government to verify the asset and to provide the required technical knowledge and support to the Village Panchayats. The State Government can also make these appointments for the cluster of Village Panchayats/group of Village Panchayats as they are technically and financially weak, so the appointment of technical staff at cluster level will enhance the quality of works.

12. The Central Government should opt for the online report system or software to check physical and financial progress reports so it would be helpful in releasing the Performance grant.
13. Instead of use of bio metric machine the State Government should opt for mobile based biometric app for the village level staff.
14. The cost of construction works like roads and drainage works are not economic in the Scheduled Area and in hilly areas as the habitat is scattered and the population density is low. Instead the Government should come up with new ideas like community kitchen, community washrooms, community solar chulha for this Area.
15. The technology of solar lamp and solar chulha are useful for schools and anganwadi centers. Hence The State Government can choose these type of schemes to increase the awareness of solar energy/Unconventional energy.
16. The Central Government should release the Grants in the period of initial 3 years. Also the Grants should be released in the three first month of the every financial year so that it will be feasible for Village Panchayats to spend it in prescribed period.
17. The Government should announce prizes for the Village Panchayats having best practices and the Government should publish the success stories to motivate the other Village Panchayats.
18. The records of the registers of the Register number 22-Property Register, Register 23-Road Register and Register 24-Land Register should be maintained properly as per the Maharashtra Grampanchayat Lekhasanhita 2011. The updation of these registers will help the people for planning at local level.
19. Instead of appointing the contractual staff for online reporting and online updation of account system, the state government should train the clerical staff of the Village Panchayats. This will be more economic and will be beneficial for the concept of e-PRI.
20. The Central Government should review the actual field level issues /problems faced by the PRIs while implementing the scheme. The Suggestions from the PRIs will help to utilize the Grant in prescribed time limit. It will also help to change the guidelines regarding the least opted works/technologies/schemes.
21. As the role of PRIs are changing now, the state government should appoint a committee to study the problems of the PRIs , how to increase the use of technology and software ,training

needs of PRIs, reporting system by the PRIs, need of etc and to suggest the remedies. The State Government may make changes to the concern Acts if necessary.



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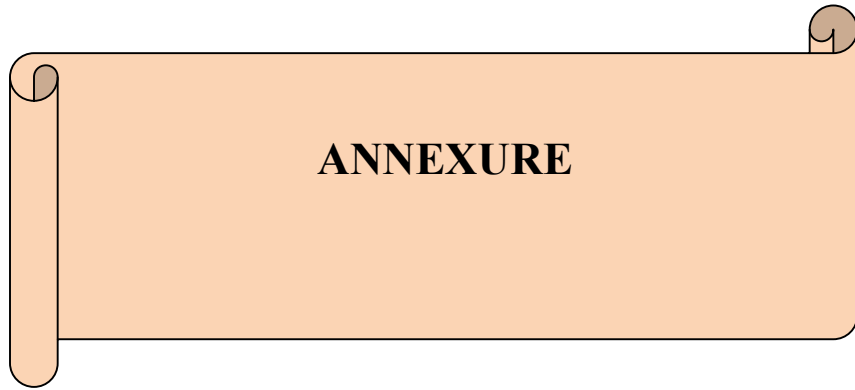
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Annexure A
Questionnaire

टिळक महाराष्ट्र विद्यापीठ, पुणे .

सामाजिक शास्त्र संकुल अंतर्गत अर्थशास्त्र विषयातील पीएचडी च्या शोध

प्रबंधासाठी माहिती संकलन

‘A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH FINANCE
COMMISSION RELATING TO VILLAGE PANCHAYAT WITH
REFERNCE TO PUNE DISTRICT (FOR THE PERIOD 2010-11 TO 2014-
15)’

संशोधक

सौ.सोनाली घुले

मार्गदर्शक

डॉ .मुकुंद डोंगरे

टिळक महाराष्ट्र विद्यापीठ, पुणे.

M.Com, ICWA (INT), Ph.D.

उप मुख्य कार्यकारी (पंचायत)यांचेकरीता प्रश्नावली

टीप :-1) या प्रश्नावली अंतर्गत प्राप्त झालेली माहिती गोपनीय राहिल.

2) या अनुसूचीतील माहितीचा वापर फक्त नमूद केलेल्या संशोधन कार्यासाठी केला जाईल.

विषय :- 13 वा वित्त आयोग (ग्रामपंचायत स्तर)

1. नाव :-

2. पदनाम :-

3. पुणे जिल्ह्यामध्ये जिल्हा परिषद पुणे अंतर्गत कार्यकाल

पदनाम

पदाचा कालावधी

प्रश्नावली

1. 13 व्या वित्त आयोगाचा निधी शासनाकडून electronic transfer money method ने वेळेत प्राप्त होताना समस्या/ अडचणी आल्या का? हो/नाही

2. 13 वा वित्त आयोगाच्या निधी ग्रामपंचायत स्तरावर electronic transfer money method वितरित होताना समस्या/अडचणी आल्या का? हो/नाही

3. सदर electronic transfer money method वापरलेने निधि इतर योजनांपेक्षा कमी वेळेत वितरित होण्यास मदत झाली का? हो/नाही

4. 13 व्या वित्त आयोग अंतर्गत ग्रामपंचायत स्तरावर जी कामे करणेत आली त्यामध्ये नवीन कामांना प्राधान्य दिले गेले का?(सोलार,अग्निप्रतिरोधक उपकरणे,आयएसओ एत्यादी) हो/नाही.

5. इतर योजनांच्या तुलनेत कामे वेळेत पूर्ण झाली का? हो/नाही

6. या योजने अंतर्गत वेगवेगळ्या प्रकारची कामे घेतली गेली का? हो/नाही

7. सदर योजनेची प्रभावीपणे अंमलबजावणी राबवणेकामी बदल सुचवायचे असल्यास त्याबाबतचे अभिप्राय/ सुचना (प्रशासकीय/तांत्रिक/आर्थिक/ कामांचे बाबतीत)

८. योजनेबाबत एकुणात निष्कर्ष

स्वाक्षरी

नाव/पदनाम

टिळक महाराष्ट्र विद्यापीठ,पुणे
सामाजिक शास्त्र संकुल अंतर्गत अर्थशास्त्र विषयातील पीएचडी च्या शोध
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सौ.सोनाली घुले

मार्गदर्शक
डॉ .मुकुंद डोंगरे
टिळक महाराष्ट्र विद्यापीठ, पुणे.
M.Com, ICWA (INT), Ph.D.

मुख्य लेखा व वित्त अधिकारी यांचेकरीता प्रश्नावली

टीप :-1) या प्रश्नावली अंतर्गत प्राप्त झालेली माहिती गोपनीय राहिल.

2) या अनुसूचीतील माहितीचा वापर फक्त नमूद केलेल्या संशोधन कार्यासाठी केला जाईल.

विषय :- 13 वा वित्त आयोग (ग्रामपंचायत स्तर)

1. नांव :-

2. पदनाम :-

3. पुणे जिल्हयामध्ये जिल्हा परिषद पुणे अंतर्गत कार्यकाल

पदनाम

पदाचा कालावधी

प्रश्नावली

1.शासनामार्फत Electronic Account Transfer System व्दारे अनुदान प्राप्त होताना काही समस्या आल्या का?हो/नाही.

2.जिल्हा परिषदेमार्फत Electronic Account Transfer System व्दारे अनुदान वितरण होताना अडचणी/समस्या आल्या का?हो/नाही.

3.सदरच्या योजनाच्या अनुदानवितरण पध्दतीत बदल केलेने वेळेचा फायदा झाला का?हो/नाही

4.इतर योजनां पेक्षा या योजनेतील निधि खर्च होण्याचा कालावधी तुलनेत कसं होता? जास्त /कमी

5.योजनेबाबत निधी वितरण पद्धती बाबत सकारात्मक बाबी /नकारात्मक बाबी नमूद कराव्यात

स्वाक्षरी

नाव

पदनाम

टिळक महाराष्ट्र विद्यापीठ,पुणे
सामाजिक शास्त्र संकुल अंतर्गत अर्थशास्त्र विषयातील पीएचडी च्या शोध
प्रबंधासाठी माहिती संकलन

‘A CRITICAL STUDY OF RECOMMENDATIONS OF THE 13TH FINANCE
COMMISSION RELATING TO VILLAGE PANCHAYAT WITH
REFERNCE TO PUNE DISTRICT (FOR THE PERIOD 2010-11 TO 2014-
15)’

संशोधक
सौ.सोनाली घुले

मार्गदर्शक
डॉ .मुकुंद डोंगरे
टिळक महाराष्ट्र विद्यापीठ, पुणे.
M.Com, ICWA (INT), Ph.D.

गट विकास अधिकारी यांचेकरीता प्रश्नावली

टीप :-1) या प्रश्नावली अंतर्गत प्राप्त झालेली माहिती गोपनीय राहिल.

2) या अनुसूचीतील माहितीचा वापर फक्त नमूद केलेल्या संशोधन कार्यासाठी केला जाईल.

विषय :- 13 वा वित्त आयोग (ग्रामपंचायत स्तर)

1. संपुर्ण नांव :-
2. सध्याचे पदनाम :-
3. पुणे जिल्हा परिषद अंतर्गत पदावधीचा तपशिल :-

अ.क्र.	पदनाम	सदर पदाचा कालावधी

प्रश्नावली

1. जिल्हा परिषदेमार्फत Electronic Account Transfer System व्दारे अनुदान वितरण होताना अडचणी/समस्या आल्या का?हो/नाही.
- 3.सदरच्या योजनाच्या अनुदानवितरण पध्दतीत बदल केलेने वेळेचा फायदा झाला का?हो/नाही
- 4.खालीलपैकी कोणकोणत्या बाबतीत योजनेचे निकष अधिक चांगल्या रीतीने पाळले गेले.(ग्रामसभा बैठक,मत्ता पाहणी,पीआरए,विकास कामे दर्जा)
- 5.इतर योजनां पेक्षा या योजनेतील निधी खर्च होण्याचा कालावधी तुलनेत कसं होता? जास्त /कमी
6. या योजने अंतर्गत कामे पूर्ण होण्याचा कालावधी कसा होता? इतर योजनांपेक्षा कमी/जास्त

7. सदर योजनेंतर्गत पुर्ण झालेल्या सर्व कामांचे गुणवत्ता शासन निकषा प्रमाणे आहे किंवा कसे ? होय/नाही

8. सदर योजनेच्या निधीचा फायदा कोणत्या प्रकारच्या ग्रामपंचायतींना मोठ्या प्रमाणावर झाला ?

(उदा.अनुसुचित क्षेत्रातील ग्रामपंचायत/दुर्गम भागातील ग्रामपंचायती/शहरालगतच्या ग्रामपंचायत/लहान ग्रामपंचायत)

9. अनुसुचित क्षेत्रातील ग्रामपंचायतींना अतिरिक्त निधीचा फायदा झाला का?हो/नाही

10. मार्च 2015 पर्यंत ग्राम स्तरावर कामे पुर्ण न झाल्याची कारणे (प्रशासकीय/आर्थिक/भौतिक /तांत्रिक /इतर)

12.या योजनेअंतर्गत अधिकारी /कर्मचारी प्रशिक्षण गरजेचे होते का ?हो/नाही

13. योजनेबाबत आपले अभिप्राय

स्वाक्षरी

नांव

पदनाम

टिळक महाराष्ट्र विद्यापीठ पुणे सामाजिक,शास्त्र
संकुल अंतर्गत अर्थशास्त्र विषयातील पीएचडी च्या शोध प्रबंधासाठी माहिती
संकलन

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संशोधक
सौ.सोनाली घुले

मार्गदर्शक
डॉ .मुकुंद डोंगरे
टिळक महाराष्ट्र विद्यापीठ, पुणे.
M.Com, ICWA (INT), Ph.D.

ग्रामपंचायत यांचेकरीता प्रश्नावली

टीप :-1) या प्रश्नावली अंतर्गत प्राप्त झालेली माहिती गोपनीय राहिल.

2) या अनुसूचीतील माहितीचा वापर फक्त नमूद केलेल्या संशोधन कार्यासाठी केला जाईल.

विषय :- 13 वा वित्त आयोग (ग्रामपंचायत स्तर)

भाग - अ

ग्रामसेवक / ग्रामविकास अधिकारी

अ)ग्रामपंचायत :-

तालुका :-

जिल्हा :-

ब)

एकुण		अनुसुचित जाती लोकसंख्या		अनुचित जमाती लोकसंख्या	
जनगणना					
2001 प्रमाणे	2011 प्रमाणे	2001 प्रमाणे	2011 प्रमाणे	2001 प्रमाणे	2011 प्रमाणे

1.सध्याची ग्रामपंचायत अस्तित्वात आलेचा दिनांक -

2.ग्रामपंचायत अनुचित क्षेत्रातील ग्रामपंचायत आहे किंवा कसे- होय /नाही

भाग 2

1. 13 व्या वित्त आयोगांतर्गत निधी प्राप्त झालेनंतर सदरचा निधी खर्च करणेबाबत ग्रामपंचायत मासिक बैठकीत चर्चा करणेत आली होती काय? हो/नाही

2.सदर ठरावांतर्गत कोणते काम/कामे घेण्याचे अंतिम करणेत आले त्याचा तपशील :-

3. कोणते काम/कामे घेण्याचे अंतिम करणेत आली

अ.क्र.	कामाचे नांव	शेरा

4. गावाचा PRA करणेत आला होता काय :- होय/नाही

5. सदर कामे अंतिम करण्यापुर्वी ग्रामपंचायतीच्या सर्व मतांची पाहणी केली होती का?
(प्राथमिक शाळा/अंगणवाडी केंद्र/उपकेंद्र, दहनभुमी, गटारे, रस्ते, इत्यादी.) होय/नाही

भाग 3

1) यशवंत पंचायत राज अभियानांतर्गत मिळालेले गुण ?

अ.क्र.	वर्ष	प्राप्त गुण	शेरा
1.	सन 2011-12		
2.	सन 2012-13		
3.	सन 2013-14		
4.	सन 2014-15		

3) प्रिया सॉफ्टवेअरचा वापर नियमितपणे केला जातो का ? होय/नाही

4) प्रिया सॉफ्टवेअर अंतर्गत Online (ऑन लाईन) लेखे दरवर्षी बंद करणेत आले आहे का?
होय/नाही

5) 13 वा वित्त आयोगांतर्गत घनकचरा व्यवस्थापनांतर्गत काम करणेत आले का? होय/नाही

6) 13 वा वित्त आयोगांतर्गत सौरउर्जेअंतर्गत काही उपकरणे/तंत्रज्ञान याचा वापर केला आहे काय ? होय/नाही

7) 13 वा वित्त आयोगांतर्गत आग/नैसर्गिक आपत्तीनिवारणार्थ उपाययोजना केल्या आहेत काय ? होय/नाही

8) ग्रामपंचायतीचे I.S.O. प्रमाणीकरण केले आहे काय ? होय/नाही

9) बायोमॅट्रीक्स प्रणालीचा वापर केला जातो किंवा कसे ? होय/नाही

10) 13 व्या सदरनिधी अंतर्गत आवश्यक त्या कर्मचारी/तंत्रज्ञाची नेमणुक शासन स्तरावरून /जिप स्तरावरून केली आहे का? होय/नाही

निधीचा तपशिल

1. 13 व्या वित्त आयोगाच्या निधीसाठी स्वतंत्र खात उघडण्यात आले किंवा कसे ?
होय/नाही

2.13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2010-11)

अ.क्र.	मागील शिल्लक (असल्यास)	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शेरा
1.	2.	3.	4	5	6	7	8	9

13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2011-12)

अ. क्र.	मागील शिल्लक	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शेरा
1	2	3	4	5	6	7	8	9

13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2012-13)

अ.क्र.	मागील शिल्लक (असल्यास)	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शेरा
1.	2.	3.	4	5	6	7	8	9

13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2013-14)

अ.क्र.	मागील शिल्लक (असल्यास)	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शेरा
1.	2.	3.	4	5	6	7	8	9

13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2014-15)

अ.क्र.	मागील शिल्लक (असल्यास)	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शेरा
1.	2.	3.	4	5	6	7	8	9

13 व्या वित्त आयोग अंतर्गत निधीचे विवरणपत्र (2015-16)

अ. क्र.	मागील शिल्लक	चालु वर्षात एकुण प्राप्त निधी रक्कम रु.लाख	एकुण निधी (2+3)	एकुण खर्च	शिल्लक निधी	केलेल्या कामाचे नांव	सदर कामावर केलेल्या खर्चाचा तपशिल	शे रा
1.	2.	3.	4	5	6	7	8	9

13 व्या वित्त आयोगांतर्गत एकुण प्राप्त व खर्च निधीचा तपशिल

अ.क्र.	एकुण प्राप्तनिधी	एकुण निधी	खर्च	शिल्लक निधी	निधी परत केला किंवा कसे तपशिल	शेरा

3.सदर 13 व्या वित्त आयोगाच्या निधीतुन जी कामे घेतली गेली त्याचा तपशिल फायदा/लाभ (आर्थिक/सामाजिक)

4. सदर निधीसाठी जे निकष वापरले गेले ते योग्य आहेत किंवा कसे निकष बदलावेसे वाटले तर कोणते असावेत. (एकुण लोकसंख्या, एस.सी/एस.टी. लोकसंख्या पर्यावरण संतुलित समृद्ध ग्राम योजना, प्रिया सॉफ्टचा वापर इत्यादी.)

5.13 व्या वित्त आयोग योजना महत्वपूर्ण/विकासात योगदान देणारी वाटते का? होय/नाही

6. या योजनेपक्षा दुसरी कोणती योजना अशी आहे का जीविकास कामात जास्त योगदान देणारी वाटते .

7. विकेंद्रीकरणासाठी सदर योजना सहाय्यभूत आहे का ? होय/नाही

8. सदर योजनेअंतर्गत प्राप्त झालेला निधी पुरेसा होता किंवा कसे ? होय/नाही

9. अनुसूचित जाती/अनुसूचित जमातीसाठी प्रवर्गासाठी निधी प्राप्त झाला त्याचा फायदा झाला किंवा कसे? होय/नाही

१०. सदर योजनेंतर्गत पूर्ण झालेल्या सर्व कामांचे गुणवत्ता शासन निकषा प्रमाणे आहे किंवा कसे ? होय/नाही

भाग - ब

13 व्या वित्त आयोग संदर्भातील

पदाधिकारी यांचेकरीता प्रश्नावली

1) 13 व्या वित्त आयोगातर्गत जी कामे करणेत आली त्या मागची भुमिका काय होती ?

2) सदर कामाचा /मत्तांचा फायदा झाल का? होय/नाही

3) योजनेचे निकष योग्य आहेत का? होय/नाही

4) या योजनेमुळे खालीलपैकी कोणकोणते धोरण प्राधान्याने पूर्ण झाले असे वाटते?कृपया नमूद करावे.(विकेंद्रीकरण,लोकसहभाग ,पायाभूत सुविधांसाठी आर्थिक मदत)

5)कोणत्या कामांची /मत्तांची गावाला जास्त गरज आहे ?

6) निधि वेळेत प्राप्त झाला का?

Annexure-B

LIST OF SAMPLE VILLAGE PANCHAYATS

Sr. No	Name of the Block	Total number of sample Village Panchayats	Name of the Village Panchayats
1	Ambegaon	9	Avasari bk., Borghar, Dimbhe bk., Ghodegaon, Kalamb, Pargaon, Peth, Rajewadi, Shinoli.
2	Baramati	7	Malegaon, Nimbut, Parvadi, Shirsufal, Vadgaon, Vaki, Untavadi Supe.
3	Bhor	10	Ambade, Bholavade, Bhongavali, Karanje, Kikavi, Nandghur, Narhe, Nasarapur, Nigade, Velu.
4	Daund	7	Bori pardhi, Khor, Ladakatwadi, Pargaon, Patas, Rahu, Rajegaon.
5	Haveli	7	Bivari, Jambhuwadi, Kadamwak vasti, Lonikalbhor, Manjari bk., Urali kanchan, Wagholi.
6	Indapur	8	Bhat Nimgaon, Bhigavan, Diksal, Jamb, Kacharewadi, Lasurne, Nimgaon Ketki, Pandharwadi.
7	Junnar	7	Aale, Belhe, Hadsar, Hivare kh., Otur, Rajuri, Warulwadi.
8	Khed	6	Amboli, Dawadi, Kadus, Kuruli, Mhalunge, Wada.
9	Maval	6	Indori, Kanhe, Parandwadi, Somatane, Takave kh., Wadeshwar
10	Mulshi	6	Belwade, Bhugaon, Kasar amboli, Lavale, Male, Man.
11	Purandar	6	Chivhewadi, Garade, Gulunche, Khanavadi, Malshiras, Pesarve.

12	Shirur	6	Kendur,Mandavganfarata,Pimperkhed,Pimples uti,Shikrapur,Talegaon Dhamdhere.
13	Velhe	6	Mangaon,Metpilavare,Pabe,Ranjane,Vangani, Vinzer.
	Total	92	