

APPOLO STUDY CENTRE

TNPSC GROUP I / II - PRELIMINARY INDIAN POLITY – WORKSHEET

Local government – Panchayat Raj – Tamil Nadu

The term *Panchayati Raj* in India signifies the system of rural local self-government. It has been established to build democracy at the grass root level. It is entrusted with rural development. It was constitutionalized through the 73rd and 74th Constitutional Amendment Act of 1992.

Origin and development of Local Governments in India

Ancient India

The period between 600 BCE to C.E. 600 witnessed the rise and fall of republics. During this period, there emerged Mahavira (founder of Jainism) and Buddha (founder of Buddhism). Villages were classified according to size and mode of habitation in Jain and Buddhists literature.

The religious orders founded by Buddha and Mahavira observed highly democratic procedures in arriving at decisions. Kautilya's Arthshastra (Treatise) gives a comprehensive account of the system of village administration prevailing in his time. In the days of Maurya the village and the district were units of administration.

South Indian Peninsula

In the South Indian peninsula, the existence of the local self governing institutions could be traced well before the period of the Christian calendar. The historical period can be grouped into early Chola period, Kalabira period, and the later Chola period, the emergence of Vijayanagara empire, entry of Muslims and Moghuls and the British.

There were some account of existence of local governments during the times of Pandyas (rulers of deep south India) and the Pallavas (rulers of mid south india). But Cholas (rulers who ruled mid Tamil country) period witnessed a well developed local self governments. The inscriptions of Paranthaka Chola - I(919.C.E. - 922.C.E) from Utthiramerur in Kanchipuram district of Tamilnadu state, give detailed account of local self government. They inform that each village had an assembly consisting of all adult males and their involvement in general matters. These assemblies are of two types, the "Ur" and the Mahasabha". The third kind was the nagaram (town) confined to mercantile towns(trading centers) and the fourth was the "nadu". Hence two types of institutions were mentioned one nadu (village and other areas) and nagaram (urban centers). The Mahasabhas and Kudavolai were confined to Brahmin settlements.

Medieval India

During the Moghul period A.D (C.E.)1500 to A.D (C.E.)1777), the fundamental principles of central local relationships hardly changed with change of kingdoms. When the Mughal Empire was at its zenith of glory, it was divided into provinces (Subhas), and Provinces into sub divisions (Sarkars), and Sarkars into union of villages (Paraganas). At each level the government is organized and the officials were appointed by the Emperor.

Modern India - Pre Independence

- ❖ The important milestone during the company rule was the establishment of the Municipal Corporations, at Calcutta (Kolkata) in 1725, Bombay (Mumbai) in 1726 and Madras (Chennai) in 1687-88.
- ❖ The Bengal People Act, 1842
- ❖ Lord Mayo Resolution on financial decentralization 1870
- ❖ Lord Rippon Resolution - Magna Carta of Local Self-Government, 1882
Nearly 500 rural boards were created with a two third majority of non officials who depended upon the district magistrate (district collector) for the favour of nomination. Hence, Lord Rippon is called as the father of Local Self Government in India.
- ❖ The Royal Commission on decentralisation was appointed in 1907 and it submitted its report in 1909. Its chairman was Hob house.
- ❖ Cantonments Act of 1924

Modern India - Post Independence

- ❖ Article 40 - organization of village panchayat, 1950
Article 40 came to be incorporated in the Constitution, as part of the Directive Principles of the State policy (Part -IV) of the Constitution of India.
- ❖ Community Development Programme 1952
The Community Development Programme was launched in 1952 with main focus of securing social- economic transformations of village.
- ❖ National Extension Service, 1953
Aimed at transferring scientific and technical knowledge to agricultural, animal husbandry and rural craft sectors.

1. Balwant Rai Mehta Committee

In January 1957, the Government of India appointed a committee to examine the working of the Community Development Programme (1952) and the National Extension Service (1953) and to suggest measures for their better working. The chairman of this committee was Balwant Rai G Mehta. The committee submitted its report in November 1957 and recommended the establishment of the scheme of 'democratic decentralization', which ultimately came to be known as Panchayati Raj. The specific recommendations made by it are:

- Establishment of a three-tier panchayati raj system – gram panchayat at the village level, panchayat samiti at the block level and zila parishad at the district level. These tiers should be organically linked through a device of indirect elections.

Year	Committee	Chairperson
1960	Committee on Rationalisation of Panchayat Statistics	V.R. Rao
1961	Working Group on Panchayats and Cooperatives	S.D. Mishra
1961	Study Team on Panchayati Raj Administration	V. Iswaran
1962	Study Team on Nyaya Panchayats	G.R. Rajgopal
1963	Study Team on the Position of Gram Sabha in Panchayati Raj Movement	R.R. Diwakar

1963	Study Group on Budgeting and Accounting Procedure of Panchayati Raj Institutions	M. Rama Krishnayya
1963	Study Team on Panchayati Raj Finances	K. Santhanam
1965	Committee on Panchayati Raj Elections	K. Santhanam
1965	Study Team on the Audit and Accounts of Panchayati Raj Bodies	R.K. Khanna
1966	Committee on Panchayati Raj Training Centres	G. Ramachandran
1969	Study Team on Involvement of Community Development Agency and Panchayati Raj Institutions In the Implementation of Basic Land Reform Measures	V. Ramanathan
1972	Working Group for Formulation of Fifth Five Year Plan on Community Development and Panchayati Raj	N. Ramakrishnayya
1976	Committee on Community Development and Panchayati Raj	Smt. Daya Choubey

Rajasthan was the first state to establish Panchayati Raj. The scheme was inaugurated by then prime minister Pt. Jawaharlal Nehru on October 2, 1959, in Nagaur district. Golden Jubilee year was celebrated in 2009. Rajasthan was followed by Andhra Pradesh, which also adopted the system in 1959.

Study Teams and Committees on Panchayati Raj

2. Ashok Mehta Committee

In December 1977, the Janata Government appointed a committee on panchayati raj institutions under the chairmanship of Ashok Mehta. It submitted its report in August 1978 and made 132 recommendations to revive and strengthen the declining panchayati raj system in the country. Its main recommendations were:

1. The three-tier system of panchayati raj should be replaced by the two-tier system, that is, zila parishad at the district level, and below it, the mandal panchayat consisting of a group of villages with a total population of 15,000 to 20,000.

2. The Nyaya panchayats should be kept as separate bodies from that of development panchayats. They should be presided over by a qualified judge.
3. A constitutional recognition should be accorded to the Panchayati Raj institutions.

Three states of Karnataka, West Bengal and Andhra Pradesh took steps to revitalise the panchayat raj, keeping in view some of the recommendations of the Ashok Mehta Committee.

3. Hanumantha Rao Committee Report on District Planning (1984)

The Hanumantha Rao Committee advocated separate district planning bodies under either the District Collector or a minister.

The committee recommended that the Collector should be the coordinator, at the district level, of all developmental and planning activities.

4. G V K Rao Committee

The Committee on Administrative Arrangement for Rural Development and Poverty Alleviation Programmes under the chairmanship of G.V.K. Rao was appointed by the Planning Commission in 1985.

Recommendations:

- The Committee came to conclusion that the developmental process was gradually bureaucratized and divorced from the Panchayati Raj. This phenomena of bureaucratization of development administration as against the democratisation weakened the Panchayati Raj institutions resulting in what is aptly called as 'grass without roots'.
- A post of District Development Commissioner should be created. He should act as the chief executive officer of the Zila Parishad and should be in charge of all the development departments at the district level.

5. L M Singhvi Committee

In 1986, Rajiv Gandhi government appointed a committee on 'Revitalisation of Panchayati Raj Institutions for Democracy and Development' under the chairmanship of L M Singhvi. It made the following recommendations.

- The Panchayati Raj institutions should be constitutionally recognised, protected and preserved.
- It also suggested constitutional provisions to ensure regular, free and fair elections to the Panchayati Raj bodies.

6. Thungon Committee

In 1988, a sub-committee of the Consultative Committee of Parliament was constituted under the chairmanship of P.K. Thungon to examine the political and administrative structure in the district for the purpose of district planning.

7. Gadgil Committee

The Committee on Policy and Programmes was constituted in 1988 by the Congress party under the chairmanship of V.N. Gadgil.

Constitutionalization

Rajiv Gandhi Government: The Rajiv Gandhi Government introduced the 64th and 65th Constitutional Amendment Bill in the Lok Sabha in July 1989 to constitutionalise panchayati raj institutions and make them more powerful and broad based. It was not passed in Rajya Sabha.

Narasimha Rao Government: The Congress Government under the prime ministership of P V Narasimha Rao once again considered the matter of the constitutionalisation of panchayati raj bodies. This bill finally emerged as the 73rd Constitutional Amendment Act, 1992 and came into force on 24 April, 1993.

73RD AMENDMENT ACT OF 1992

- This act has added a new Part-IX to the Constitution of India.
- It is entitled as 'The Panchayats' and consists of provisions from Articles 243 to 243 O.
- The act has also added a new Eleventh Schedule to the Constitution. This schedule contains 29 functional items of the panchayats. It deals with Article 243-G.

Article Related to Panchayats at a Glance

Article No.	Subject-matter
243	Definitions
243A	Gram Sabha
243B	Constitution of panchayats
243C	Composition of panchayats
243D	Reservation of seats
243E	Duration of panchayats, and so on
243F	Disqualifications for membership
243G	Powers, authority and responsibilities of panchayats
243H	Powers to impose taxes by, and funds of, the panchayats
243I	Constitution of finance commission to review financial position
243J	Audit of accounts of panchayats
243K	Elections to the panchayats
243L	Application to union territories
243M	Part not to apply to certain areas
243N	Continuance of existing laws and panchayats
243-O	Bar to interference by courts in electoral matters

Salient Features

- Article 243A - Gram Sabha: The act provides for a Gram Sabha as the foundation of the panchayati raj system. It is a body consisting of persons registered in the electoral rolls of a village comprised within the area of Panchayat at the village level. Thus, it is a village assembly consisting of all the registered voters in the area of a panchayat.
- Article 243B - Three tier system:
However, a state having a population not exceeding 20 lakh may not constitute panchayats at the intermediate level.
- Article 243C - Election of Members and Chairpersons: All the members of panchayats at the village, intermediary and district levels shall be elected by the people. The chairperson at the district and intermediary levels are elected indirectly whereas the chairperson at the village level shall be elected in such manner as the state shall decide.

- Article 243 D - Reservation of Seats: The act provides for the reservation of seats for scheduled castes and scheduled tribes in every panchayat (i.e., at all the three levels) in proportion of their population to the total population in the panchayat area. Reservation of not less than 1/3 of the total number of seats are provided for women.
- Article 243E - Duration of panchayat is 5 years.
- Article 243H - Powers to impose taxes: The state legislature may authorise a panchayat to levy, collect and appropriate taxes, duties, tolls and fees.
- Article 243I - State finance commission: provided for state finance commission to augment the financial resources of local bodies. The governor of a state shall, after every five years, constitute a finance commission
- Article 243K - State election commission: provided for state election commission to conduct local body elections. It consists of a state election commissioner to be appointed by the governor.

PESA ACT OF 1996 (EXTENSION ACT)

“Provisions of the Panchayats (Extension to the Scheduled Areas) Act”, 1996, popularly known as the PESA Act or the Extension Act.

- Article 243M - Part not to apply to certain areas: The act does not apply to the states of Nagaland, Meghalaya and Mizoram and certain other areas.

As on 2022, Ten states have notified Fifth Schedule Areas. These are: Andhra Pradesh, Chatisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana

Committees Related to Panchayati Raj (After Constitutionalisation)

Name of the committee	Chairman	Appointed in	Reported in
Task Force on Devolution of	Lalit Mathur	2001	2001

Powers and Functions to Panchayati Raj Institutions			
Expert Group on Planning at the Grassroots Level	V.Ramachandran	2005	2006
Task Force for Preparation of a Manual for District Planning	Smt. Rajwant Sandhu	2008	2008
Committee on Restructuring of DRDA (District Rural Development Agency)	V. Ramachandran	2010	2012
Expert Committee on Leveraging Panchayats for Efficient Delivery of Public Goods and Services	Mani Shankar Aiyar	2012	2013

TNPSC ORIGINAL QUESTION 2025-2026 (LATEST TREND)

1. Match the Article:

- | | |
|-------------------------------------|----------|
| A. Audit and Accounts of Panchayats | 1. 243 A |
| B. Reservation of seats | 2. 243 J |
| C. Elections to the Panchayats | 3. 243 D |
| D. Gram Sabha | 4. 243 K |

சட்ட விதிகளைப் பொருத்துக:

- | | |
|--|----------|
| A. தணிக்கை மற்றும் கணக்கு பஞ்சாயத்து விதி | 1. 243 A |
| B. இட ஒதுக்கீடு தொடர்புடைய பஞ்சாயத்து விதி | 2. 243 J |
| C. பஞ்சாயத்துத் தேர்தல் விதி | 3. 243 D |
| D. கிராம சபை விதி | 4. 243 K |

- | | | | | |
|----|---|---|---|---|
| | a | b | c | d |
| a. | 2 | 3 | 4 | 1 |
| b. | 3 | 4 | 2 | 1 |
| c. | 2 | 1 | 4 | 3 |
| d. | 4 | 2 | 1 | 3 |

2. The 73rd Constitutional Amendment Act came into force from
73வது அரசியலமைப்பு சட்டம் திருத்தம், நடைமுறைக்கு வந்த ஆண்டு

a. 1994	b. 1991	c. 1992	d. 1993
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3. Match the correct answer:

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|------------------|------------------------------------|
| A. Article 243-D | 1. Audit of accounts of Panchayats |
| B. Article 243-E | 2. Elections of the Panchayats |
| C. Article 243-J | 3. Reservation of Seats |
| D. Article 243-K | 4. Duration of Panchayats |

சரியானவற்றை பொருத்துக:

- | | |
|------------------|-----------------------------------|
| A. உறுப்பு 243-D | 1. ஊராட்சிகளின் கணக்குகள் தணிக்கை |
| B. உறுப்பு 243-E | 2. ஊராட்சிகளுக்கான தேர்தல்கள் |
| C. உறுப்பு 243-J | 3. இட ஒதுக்கீட்டு இடங்கள் |
| D. உறுப்பு 243-K | 4. ஊராட்சிகளின் பதவிக்காலம் |

- | | A | B | C | D |
|----|---|---|---|---|
| a. | 3 | 4 | 1 | 2 |
| b. | 2 | 4 | 1 | 3 |
| c. | 4 | 2 | 1 | 3 |
| d. | 1 | 4 | 3 | 2 |
- e. Answer not known

4. Consider the Assertion [A] and Reason [R] question

Assertion [A]: 73rd Amendment Act 1992 has added a new part IX to the Constitution of India.

Reason [R]: The Act has also added a new Eleventh Schedule to the Constitution

- [A] is true but [R] is false
- Both [A] and [R] are true; and [R] is the correct explanation of [A]
- [A] is false [R] is true
- Both [A] and [R] are true but [R] is not the correct explanation of [A] is correct

கூற்று [A] மற்றும் காரணம் [R] பற்றி வினாவாகக் கருதுக.

கூற்று [A]: 73 வது அரசியலமைப்புச் சட்டம் ஒரு புதிய பகுதி IX-ஐ இந்திய அரசியலமைப்பில் சேர்த்துள்ளது.

காரணம் [R]: இந்த அரசமைப்பில் புதிய அட்டவணையாக 11வது அட்டவணை சேர்க்கப்பட்டது.

- [A] சரி ஆனால் [R] தவறு
- [A] மற்றும் [R] சரி, [R], [A] யினுடைய சரியான விளக்கம்
- [A] தவறு [R] சரி
- [A] மற்றும் [R] சரி ஆனால் [R], [A] யினுடைய சரியான விளக்கமல்ல என்பது சரி