

GOVERNMENT OF INDIA  
MINISTRY OF PANCHAYATI RAJ  
**LOK SABHA**  
**UNSTARRED QUESTION NO. 4866**  
ANSWERED ON 01.04.2025

**CORE FUNCTIONS TO PANCHAYATS**

4866. SHRI EATALA RAJENDER:  
SMT. D K ARUNA:

Will the Minister of PANCHAYATI RAJ be pleased to state:

- (a) whether apart from devolving all core functions and other major functions to the panchayats;
- (b) whether the States are utilizing the services of the local bodies to carry out its schemes instead of unelected institutions along with the other five dimensions such as framework, finances, functionaries, capacity enhancement/building and accountability;
- (c) the details of the States performance has been gauged; and
- (d) the details and present status thereof, State-wise including Telangana with details of having village panchayats, panchayat unions and district panchayats, where such works undertaken during the last 31 years?

**ANSWER**

THE MINISTER OF STATE FOR PANCHAYATI RAJ

(PROF. S.P. SINGH BAGHEL)

**(a) to (b):** "Panchayat", being "Local Government", is a State subject and part of State List of Seventh Schedule of the Constitution of India. Panchayats are set up and operate through the respective State Panchayati Raj Acts which may vary from State to State, subject to the provisions of the Constitution. Article 243G of the Constitution empowers the Legislature of a State to make provisions, by law, for the devolution of power and responsibilities upon Panchayat at appropriate level, subject to such conditions as may be specified, with respect to the preparation of plans for economic development and social justice and implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to matters included in the Eleventh Schedule to the Constitution. The State legislatures are to consider the 29 subjects illustratively set out in the Eleventh Schedule for devolution of power and responsibilities upon Panchayats. Accordingly, the functioning, performance and autonomy of local Governments depends on the extent of powers and resources devolved to them by the States concerned, including the State of Telangana, which varies across States.

Further, it depends on the State concerned to utilize or not to utilize the services of the local bodies/other institutions to carry out its schemes. Such records are not maintained in the

Ministry of Panchayati Raj.

**(c) to (d):** To assess the extent to which States have devolved powers to panchayats, the Ministry of Panchayati Raj had prepared the Devolution Report 2015-16 on the basis of study conducted in 26 States and 6 Union Territories (UTs) wherein one District Panchayat, one Block Panchayat and one Gram Panchayat in the Districts falling within areas covered under Part IX of the Constitution and two Gram Panchayat each from the Fifth Schedule areas were included in the sample.

In this report, the cumulative index was constructed using two methods-

**(i). The improved method based on a conceptual model developed using the Delphi technique.**

The cumulative index using the improved method measured devolution based on two different aspects of functioning of Panchayati Raj Institutions (PRIs)-

- a) The progress made on aspects relating to the operational core of decentralisation covering transfer of functions, transfer of functionaries, transfer of finances and the extent of autonomy enjoyed by PRIs.
- b) The achievements in developing support systems for devolution covering capacity building, operationalising constitutional mechanisms and nurturing systems for accountability and transparency.

**(ii). The normal method based on constructing a Devolution Index of policy, a Devolution Index of Practice and arriving at an index of Devolution of Policy adjusted against Practice.**

The cumulative index using the normal method sought to provide indicative ranking of State on four different aspects of functioning of PRIs.

- (a) Devolution of functions,
- (b) Transfer of functionaries
- (c) Devolution of finances to PRIs
- (d) The comparative achievement of States in establishing systems of Infrastructure, Governance and Transparency (IGT).

The Ministry of Panchayati Raj, in order to encourage States/UTs including Telangana to empower their Panchayats, had requested them to assess the level of decentralization and the performance of their Panchayats, and to prepare a roadmap for the future in alignment with the State's policies and priorities.

After the release of the Devolution Report 2015-16, to assess the effectiveness of devolution and the role of local governments in strengthening grassroots democracy, the Ministry has released a report titled "Status of Devolution to Panchayats in States An

Indicative Evidence-Based Ranking, 2024" in February 2025. This report presents the Devolution Index, which provides the overall scores and ranks for all States/Union Territories including Telangana covered under Part-IX of the Constitution, based on six identified dimensions: Framework, Functions, Finances, Functionaries, Capacity Enhancement, and Accountability. On the basis of this report, State/UT-wise details of Devolution Index showing overall rank of the States and UTs, including Telangana, are placed at **Annexure**.

In addition, the Ministry of Panchayati Raj reviews performance of Panchayats, from time to time, through studies, review meetings, field visits, video conferencing, Information Technology applications etc. This Ministry holds extensive exercise of capacity building of Elected Representatives of Panchayats, through the scheme of Rashtriya Gram Swaraj Abhiyan. This Ministry focuses on developing the capacity of Elected Representatives of Panchayats to enable them to function effectively in Gram Panchayats and properly discharge their leadership roles. The Ministry of Panchayati Raj also provides e-GramSwaraj portal for facilitating all the Panchayats to formulate and upload their plans for utilization of grants under the Central Finance Commission each year. These plans, duly approved by the Panchayats, are monitored at each stage of implementation through the system generated vouchers, geo-tagging and responsibilities assigned to Panchayat Pradhan and Panchayat Secretary.

As far as Panchayat-wise details, where such assessment had been undertaken during the last 31 years, are concerned, the Ministry of Panchayati Raj was created in the year 2004 and the records before 2004 relating to assessment of Panchayats are not available in the Ministry. Since 2004, the Panchayat Devolution Index has been prepared by the following organisations:

2006-07	National Council of Applied Economic Research, New Delhi
2007-08	National Council of Applied Economic Research, New Delhi
2008-09	National Council of Applied Economic Research, New Delhi
2009-10	Indian Institute Public Administration, New Delhi
2010-11	Indian Institute Public Administration, New Delhi
2011-12	Indian Institute Public Administration, New Delhi
2012-13	Indian Institute Public Administration, New Delhi
2013-14	Indian Institute Public Administration, New Delhi
2014-15	Tata Institute of Social Sciences, Mumbai
2015-16	Tata Institute of Social Sciences, Mumbai
2023-24	Indian Institute Public Administration, New Delhi

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## Annexure

Annexure referred to in reply to parts (c) to (d) of the Lok Sabha Unstarred Question No. 4866 for answer on 01.04.2025 regarding “Core Functions to Panchayats”

Details of Devolution Index showing overall rank of the States and Union Territories

S. No.	State/Union Territory	Framework	Functions	Finances	Functionaries	Capacity Enhancement	Accountability	Overall Rank
<b>General Category States</b>								
1.	Andhra Pradesh	60.08	30.50	43.19	68.78	76.69	60.49	54.43
2.	Bihar	49.76	18.69	43.86	75.13	55.27	51.64	48.24
3.	Chhattisgarh	68.51	42.39	51.45	78.33	47.61	58.17	56.26
4.	Goa	52.88	6.63	26.88	46.31	77.70	31.75	37.71
5.	Gujarat	61.65	41.23	41.63	90.94	83.96	47.90	58.26
6.	Haryana	73.30	16.82	40.38	38.48	35.35	41.93	39.33
7.	Jharkhand	42.30	27.56	30.05	27.83	24.72	16.47	27.73
8.	Karnataka	74.43	57.62	70.65	80.11	71.59	81.33	70.23
9.	Kerala	83.56	53.86	62.89	82.99	71.11	81.18	70.59
10.	Madhya Pradesh	70.00	39.47	42.34	62.22	70.00	36.55	50.94
11.	Maharashtra	74.74	46.52	42.96	73.63	73.35	80.36	61.44
12.	Odisha	69.20	57.46	53.57	27.42	43.43	51.92	50.03
13.	Punjab	47.26	31.97	36.36	8.20	26.34	24.87	29.34
14.	Rajasthan	68.54	56.13	54.56	64.03	61.43	41.43	56.67
15.	Tamil Nadu	66.83	60.24	55.78	84.25	84.29	71.00	68.38
16.	<b>Telangana</b>	<b>45.35</b>	<b>38.77</b>	<b>46.86</b>	<b>58.01</b>	<b>86.19</b>	<b>60.43</b>	<b>55.10</b>
17.	Uttar Pradesh	54.64	46.89	51.76	63.13	74.44	76.07	60.07
18.	West Bengal	62.30	33.07	52.96	67.76	70.63	57.87	56.52
<b>Northeastern/Hilly States</b>								
19.	Arunachal Pradesh	41.50	12.70	6.83	5.74	37.40	22.56	17.96
20.	Assam	54.04	28.66	34.06	65.12	71.96	57.14	49.06
21.	Himachal Pradesh	62.22	23.01	48.41	70.06	83.68	39.41	53.17
22.	Manipur	34.05	11.23	13.17	21.40	3.75	28.75	17.13
23.	Sikkim	65.27	42.59	43.50	31.42	53.23	34.94	43.91

24.	Tripura	66.50	21.50	59.16	52.22	76.82	70.69	57.58
25.	Uttarakhand	70.95	16.68	47.11	60.49	56.02	52.72	49.11
<b>Union Territories</b>								
26.	Andaman & Nicobar Islands	55.21	4.50	9.09	20.94	54.82	45.73	27.15
27.	Dadra & Nagar Haveli and Daman & Diu	22.06	0.00	5.45	31.69	8.57	24.91	13.62
28.	Jammu & Kashmir	23.07	11.88	13.29	36.97	55.08	39.76	27.85
29.	Ladakh	22.21	11.08	0.00	25.25	29.32	27.43	16.18
30.	Lakshadweep	31.42	10.36	3.99	39.53	15.18	28.13	18.32
31.	Puducherry	9.31	4.63	16.16	21.49	13.75	29.33	16.16

**Source:** Report of the Ministry of Panchayati Raj on "Status of Devolution to Panchayats in States An Indicative Evidence-Based Ranking, 2024"