

GOVERNMENT OF INDIA
MINISTRY OF PANCHAYATI RAJ
LOK SABHA
UNSTARRED QUESTION NO- 2615
ANSWERED ON- 04.08.2026

PANCHAYATI RAJ DEVOLUTION AND GRASSROOTS GOVERNANCE

2615. ADV GOWAAL KAGADA PADAVI:
DR. BACHHAV SHOBHA DINESH:
SHRI VISHALDADA PRAKASHBAPU PATIL:
MS. PRANITI SUSHILKUMAR SHINDE:

Will the Minister of **PANCHAYATI RAJ** be pleased to state:

- (a) whether the Government has undertaken an assessment, through the devolution Index, of the devolution of the 29 subjects listed in the Eleventh Schedule to Panchayati Raj Institutions, and if so, the details thereof, along with the reasons for the poor performing States in this regard, State/UT-wise;
- (b) whether the Ministry has taken any action to ensure that States/UTs effectively implement the 73rd Constitutional Amendment Act, 1992, and if so, the details thereof;
- (c) the details and steps taken by the Ministry to curb the 'Sarpanch Pati' practice or proxy functioning in Panchayati Raj Institutions;
- (d) whether the Ministry has completed the collection of updated devolution index data from certain States which were unable to provide the same during the previous assessment and if so, the details thereof; and
- (e) if so, the timeline of the release of the latest version of the Devolution Index?

ANSWER

THE MINISTER OF PANCHAYATI RAJ

(SHRI RAJIV RANJAN SINGH)

(a) Yes, Sir. The Ministry of Panchayati Raj has released a report titled “Status of Devolution to Panchayats in States - An Indicative Evidence-Based Ranking, 2024” in February 2025 to assess the effectiveness of devolution and the role of local governments in strengthening grassroots democracy. This report presents the Devolution Index, which provides the overall scores and ranks for all States/Union Territories (UTs) covered under Part-IX of the Constitution, based on six identified dimensions: Framework, Functions, Finances, Functionaries, Capacity Enhancement, and Accountability. The dimension “Functions” includes the assessment of devolution of the 29 subjects listed in the Eleventh Schedule of the Constitution of India. This report reveals that the extent of devolution has increased from 39.9% to 43.9% between the

period 2013-14 to 2021-22. Ranking of States/UTs in Devolution Index and Sub-indices is attached as **Annexure-I**.

As per this report, States/UTs of Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli and Daman & Diu, Goa, Haryana, Jammu and Kashmir, Jharkhand, Ladakh, Lakshadweep, Manipur, Puducherry, and Punjab have been categorized as “Very Low (below National Average of 43.9)” on Devolution Index. The reason of their poor performance includes delay in elections, delays in delimitation, shortage of Staff, parastatal interference, inadequate training infrastructure and training activities and irregular constitution & delays in recommendations by State Finance Commissions etc.

(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. All the States/UTs, covered under Part-IX of the Constitution, have made their own Panchayati Raj Act, subject to the provisions of the Constitution. This Ministry has not received any reference/complaint from any State/UT for facing any difficulty in implementation of provisions of 73rd Constitutional Amendment Act, 1992 incorporated as the Part IX of the Constitution.

The Ministry of Panchayati Raj has implemented a Centrally Sponsored Scheme, namely the Revamped Rashtriya Gram Swaraj Abhiyan (RGSA), w.e.f. financial year 2022-23, with the objective of supporting Panchayati Raj institutions by imparting trainings to Elected Representatives and other stakeholders to develop leadership abilities, thereby enabling Gram Panchayats to function effectively across all States/UTs. Under the scheme, capacity building support is provided to elected representatives, functionaries, and other stakeholders of Panchayats under different categories, viz. basic orientation and refresher programmes, thematic interventions, specialized trainings and Panchayat Development Plan-related programmes, etc. The scheme also supports exposure visits to facilitate experiential learning and replication of best practices for strengthening Panchayat governance, as well as development of training modules and materials etc. The Ministry also supplements the efforts of States/UTs on limited scale for creating basic infrastructure for effective functioning of Gram Panchayats such as Construction of Gram Panchayat Bhawans, Computers and Co-location of Common Service Centres (CSC) with Gram Panchayat Bhawans with focus on North East States, as proposed by States/UTs in their Annual Action Plans and later approved by Central Empowered Committee.

Further, to enhance skills and knowledge, a major step has also been taken to build capacity and train elected representatives and functionaries of Panchayats through Institutes of excellence such as IIMs/IITs under the Leadership/Management Development Program (MDP).

The Ministry of Panchayati Raj, in collaboration with IIM Ahmedabad, has also developed a training module on Own Source Revenue (OSR) to strengthen the financial self-reliance of Gram Panchayats. The module helps elected representatives and Panchayat functionaries understand how OSR is generated through tax and non-tax sources.

This Ministry has implemented the e-Panchayat Mission Mode Project (MMP) under Revamped RGSA, which has significantly enhanced transparency, efficiency, and governance at

the grassroots level. The eGramSwaraj application, developed as part of the e-Panchayat MMP, has facilitated digital planning, accounting, monitoring, and online payments at the Panchayat level. The integration of eGramSwaraj with the Public Financial Management System (PFMS) enables real-time payments to vendors and service providers, ensuring seamless fund flow and reducing delays. The Ministry has strengthened the e-GramSwaraj platform through integration with other national digital platforms. Integration with the Government e-Marketplace (GeM) facilitates transparent, efficient and rule-based procurement by Gram Panchayats.

Further, 'AuditOnline', an application has been developed for online audits of Panchayat accounts and their financial management. AuditOnline for transparent auditing of Central Finance Commission funds utilization to strengthen financial management of Panchayats launched in April 2020.

Furthermore, applications developed by the Ministry like Meri Panchayat have endeavoured to bring transparency in Panchayat Governance by making information on planning, activities and progress of works in Panchayat accessible to public. Similarly, Panchayat NIRNAY is an online application that aims at bringing transparency and better management in conduct of Gram Sabhas by Panchayats.

The 16th Finance Commission (Financial Year 2026-27 to 2030--31) has recommended Rs. 87,048 Crores as Performance Grants. These Performance Grants have been divided in two components– (i) Local Body Performance Grant, which shall be released depending on the quantum of Own Source Revenue generated and enhanced by the Rural Local Bodies and (ii) State Performance Grant, which shall be contingent upon the quantum of fund transferring by the State from its own resources.

(c) It is the responsibility of the State Government concerned to take steps to curb the 'Sarpanch Pati' practice or proxy functioning in Panchayati Raj Institutions.

However, on the direction of the Hon'ble Supreme Court, the Ministry of Panchayati Raj constituted an Advisory Committee in September 2023 to examine the issue of Women Pradhans being represented by the male members of their families and also to examine other issues related to proxy practices. The Committee has submitted its Report with recommendations to the Ministry in February 2025, and the same has been accepted by the Ministry.

The Advisory Committee recommended that the State Governments take necessary measures, including social campaigns, legal reforms, monitoring and schemes to eliminate Sarpanch Patis in Panchayati Raj Institutions (PRIs) and ensure empowerment of women Sarpanches. Owing to the importance of this matter and its impact on women's leadership in PRIs, this Ministry has also constituted a Task Force on 17th April 2025.

Further, the Ministry has launched a Specialized Training Module as a part of "Shashkta Panchayat Netri Abhiyan" for the capacity building of Women Elected Representatives of Panchayati Raj Institutions. The focus of this training module is to build the capacity of Women Elected Representatives across different aspects of rural governance and enhance their

knowledge and practical skills for the effective discharge of roles and responsibilities as elected representatives, thereby promoting women-led governance.

(d) & (e) No, Sir. The Ministry of Panchayati Raj has no proposal, at present, to update the Devolution Index or to release any latest Devolution Index.

ANNEXURE-I

Annexure referred to in reply to part (a) of Lok Sabha Unstarred Question No. 2615 for answer on 04.08.2026

Ranking of States/UTs in Devolution Index (DI) and Sub-indices

Rank	DI		Framework		Functions		Finances		Functionaries		Capacity Building		Accountability	
	State	Score	State	Score	State	Score	State	Score	State	Score	State	Score	State	Score
General Category States														
1	Karnataka	72.23	Kerala	83.56	Tamil Nadu	60.24	Karnataka	70.65	Gujarat	90.94	Telangana	86.19	Karnataka	81.33
2	Kerala	70.59	Maharashtra	74.74	Karnataka	57.62	Kerala	62.89	Tamil Nadu	84.25	Tamil Nadu	84.29	Kerala	81.18
3	Tamil Nadu	68.38	Karnataka	74.43	Odisha	57.46	Tamil Nadu	55.78	Kerala	82.99	Gujarat	83.96	Maharashtra	80.36
4	Maharashtra	61.44	Haryana	73.3	Rajasthan	56.13	Rajasthan	54.56	Karnataka	80.11	Goa	77.7	Uttar Pradesh	76.07
5	Uttar Pradesh	60.07	Madhya Pradesh	70	Kerala	53.86	Odisha	53.57	Chhattisgarh	78.33	Andhra Pradesh	76.69	Tamil Nadu	71
6	Gujarat	58.26	Odisha	69.2	Uttar Pradesh	46.89	West Bengal	52.96	Bihar	75.13	Uttar Pradesh	74.44	Andhra Pradesh	60.49
7	Rajasthan	56.67	Rajasthan	68.54	Maharashtra	46.52	Uttar Pradesh	51.76	Maharashtra	73.63	Maharashtra	73.35	Telangana	60.43
8	West Bengal	56.52	Chhattisgarh	68.51	Chhattisgarh	42.39	Chhattisgarh	51.45	Andhra Pradesh	68.78	Karnataka	71.59	Chhattisgarh	58.17
9	Chhattisgarh	56.26	Tamil Nadu	66.83	Gujarat	41.23	Telangana	46.86	West Bengal	67.76	Kerala	71.11	West Bengal	57.87
10	Telangana	55.1	West	62.3	Madhya	39.4	Bihar	43.8	Rajasthan	64.0	West	70.6	Odisha	51.92

			Bengal		Pradesh	7		6		3	Bengal	3		
11	Andhra Pradesh	54.4 3	Gujarat	61.6 5	Telangana	38.7 7	Andhra Pradesh	43.1 9	Uttar Pradesh	63.1 3	Madhya Pradesh	70	Bihar	51.64
12	Madhya Pradesh	50.9 4	Andhra Pradesh	60.0 8	West Bengal	33.0 7	Maharashtra	42.9 6	Madhya Pradesh	62.2 2	Rajasthan	61.4 3	Gujarat	47.9
13	Odisha	50.0 3	Uttar Pradesh	54.6 4	Punjab	31.9 7	Madhya Pradesh	42.3 4	Telangana	58.0 1	Bihar	55.2 7	Haryana	41.93
14	Bihar	48.2 4	Goa	52.8 8	Andhra Pradesh	30.5	Gujarat	41.6 3	Goa	46.3 1	Chhattisgarh	47.6 1	Rajasthan	41.43
15	Haryana	39.3 3	Bihar	49.7 6	Jharkhand	27.5 6	Haryana	40.3 8	Haryana	38.4 8	Odisha	43.4 3	Madhya Pradesh	36.55
16	Goa	37.7 1	Punjab	47.2 6	Bihar	18.6 9	Punjab	36.3 6	Jharkhand	27.8 3	Haryana	35.3 5	Goa	31.75
17	Punjab	29.3 4	Telangana	45.3 5	Haryana	16.8 2	Jharkhand	30.0 5	Odisha	27.4 2	Punjab	26.3 4	Punjab	24.87
18	Jharkhand	27.7 3	Jharkhand	42.3	Goa	6.63	Goa	26.8 8	Punjab	8.2	Jharkhand	24.7 2	Jharkhand	16.47

Northeastern / Hilly Area States

1	Tripura	57.5 8	Uttarakhand	70.9 5	Sikkim	42.5 9	Tripura	59.1 6	Himachal Pradesh	70.0 6	Himachal Pradesh	83.6 8	Tripura	70.69
2	Himachal Pradesh	53.1 7	Tripura	66.5	Assam	28.6 6	Himachal Pradesh	48.4 1	Assam	65.1 2	Tripura	76.8 2	Assam	57.14
3	Uttarakhand	49.1 1	Sikkim	65.2 7	Himachal Pradesh	23.0 1	Uttarakhand	47.1 1	Uttarakhand	60.4 9	Assam	71.9 6	Uttarakhand	52.72
4	Assam	49.0 6	Himachal Pradesh	62.2 2	Tripura	21.5	Sikkim	43.5	Tripura	52.2 2	Uttarakhand	56.0 2	Himachal Pradesh	39.41
5	Sikkim	43.8 1	Assam	54.0 4	Uttarakhand	16.6 8	Assam	34.0 6	Sikkim	31.4 2	Sikkim	53.2 3	Sikkim	34.94
6	Arunachal	17.9	Arunachal	41.5	Arunachal	12.7	Manipur#	13.1	Manipur#	21.4	Arunachal	37.4	Manipur	28.75

	Pradesh#	6	Pradesh#		Pradesh#			7			Pradesh#		#	
7	Manipur#	17.1 3	Manipur#	34.0 5	Manipur#	11.2 3	Arunachal Pradesh#	6.83	Arunachal Pradesh#	5.74	Manipur#	3.75	Arunachal Pradesh#	22.56
Union Territories														
1	Jammu and Kashmir	27.8 5	Andaman & Nicobar Islands	55.2 1	Jammu and Kashmir	11.8 8	Puducherry	16.1 6	Lakshadweep#	39.5 3	Jammu and Kashmir	55.0 8	Andaman & Nicobar Islands	45.73
2	Andaman & Nicobar Islands	27.1 5	Lakshadweep#	31.4 2	Ladakh	11.0 8	Jammu and Kashmir	13.2 9	Jammu and Kashmir	36.9 7	Andaman & Nicobar Islands	54.8 2	Jammu and Kashmir	39.76
3	Lakshadweep#	18.3 2	Jammu and Kashmir	23.0 7	Lakshadweep#	10.3 6	Andaman & Nicobar Islands	9.09	Dadra & Nagar Haveli and Daman & Diu#	31.6 9	Ladakh	29.3 2	Puducherry	29.33
4	Ladakh	16.1 8	Ladakh	22.2 1	Puducherry	4.63	Dadra & Nagar Haveli and Daman & Diu#	5.45	Ladakh	25.2 5	Lakshadweep#	15.1 8	Lakshadweep#	28.13
5	Puducherry	16.1 6	Dadra & Nagar Haveli and Daman & Diu#	22.0 6	Andaman & Nicobar Islands	4.5	Lakshadweep#	3.99	Puducherry	21.4 9	Puducherry	13.7 5	Ladakh	27.43
6	Dadra & Nagar Haveli and Daman &	13.6 2	Puducherry	9.31	Dadra & Nagar Haveli and Daman &	0	Ladakh	0	Andaman & Nicobar Islands	20.9 4	Dadra & Nagar Haveli and Daman &	8.57	Dadra & Nagar Haveli and	24.91

	Diu#				Diu#						Diu#		Daman & Diu#	
	National Average	43.8 9		54.2 9		29.1 8		37.0 4		50.9 6		54.6 3		47.51

Source: Report titled “Status of Devolution to Panchayats in States - An Indicative Evidence-Based Ranking, 2024”

Note: #States for which previous data is used.