

# CHAPTER-1

## INTRODUCTION AND SCHEME OF THE STUDY

Government is as old as human being themselves, all human societies are governed by rulers. This is unknown that what their titles and characteristics may be one the theoretical level. Government is intrinsic to human societies. Nevertheless at a more tangible level, nothing about government is static. Structure and functions of government are invariably changed.

### **1.1) Meaning of Government:**

The Word/Term government has a ‘Greek’ origin ‘Kyvernites’ which means ‘Governor’ or rudder’<sup>1</sup>. The analogy with navigation and technical expertise has since been maintained in Medieval Latin and in modern languages. Nevertheless, contemporary lexical development have meant that government now has at least two main significations depending upon whether it is used in a narrow / strict :- “Government as an institution” or in broader sense: ‘government as a process’<sup>2</sup>. According to its first signification “Government is a body or an organization that has the power to make and enforce laws and regulations for a certain territory.<sup>3</sup> In a strict sense the government refers to the authoritative expression of the state and describes the group of persons that has authority in a given unit at a certain time.<sup>4</sup> In a broader way (Government as a process) government is the way of governing a given entity at a certain time. As a process government is an abstract term referring to the method, range, purpose and degree of control of society by state.<sup>5</sup>

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<sup>1</sup> Willian A. Darity Jr., International Encyclopedia of the Social Sciences-II Edition, Mac Million, USA, p 353.

<sup>2</sup> Bevir Mark, Encyclopedia of Governance-1, SAGE Publication, New Delhi, 2008, p 385.

<sup>3</sup> Willian A Darity Jr.op.cit,p.353.

<sup>4</sup> Bevir mark, Encyclopedia of Governance, op.cit.,p.385.

<sup>5</sup> Ibid, p. 387.

According to the justice theory of the state government performs legislative, executive and judicial functions.<sup>6</sup> Normally, the functions of the government are social control and public service. 'Thus the main functions of the government are to make law (legislation), to implement law (execution) and to interpret law (adjudication).'<sup>7</sup> On the national level, the basic duty of any government is of two type: defending independence against external threats and maintaining internal security.

Every system of government should have an 'authority', or 'a legitimate power.'<sup>8</sup> The Greeks were perhaps the first to speculate about the nature of political authority and the best form of government. They distinguished between fundamental law, political and ordinary laws. The Romans also distinguished between constitutional and ordinary law and between the authorities which could enact each. In the middle ages / period there was the generally accepted belief in 'Natural Law', principle of natural justice and general law of land. The modern conception of a constitution is the product of a number of ideas. These various ideas, somewhat vague and indefinite gradually issued in the conception of a body of fundamental law to which even the highest authorities were subjected.<sup>9</sup>

## **1.2) Forms of Government:-**

Government has been classified according to various principles. Aristotle (oldest classifier of the government) has usually classified. It based upon the number, who exercise the highest power in the state 'Monarchy', where one person exerts power;

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<sup>6</sup> Encyclopedia of social sciences, Mac Millan Company, New York., Vol-VI, p.9.

<sup>7</sup> International encyclopedia of social sciences – 2nd Edition Macmillan, New York, p.353.

<sup>8</sup> Ibid.

<sup>9</sup> Encyclopedia of social sciences op.cit.p.10.

Aristocracy. Where a small number/minority rules society, and Democracy, where the majority of the people hold political power.<sup>10</sup>

The Greeks added three perverted forms to their normal types- 'Tyranny as the degeneration of monarch,' Oligarchy of aristocracy and ochlocracy or mob rule, of democracy'.<sup>11</sup> Another form of government are Authoritarian Autocracy, Anarchism, Constitutional Monarchy, Communism, Constitutional Republic, Democracy, Dictatorship, Meritocracy, Oligarchy, Plutocracy, Stratocracy, Theocracy, etc.<sup>12</sup> Authoritarian is a form of government in which rulers are not appointed via free and fair elections. Authoritarian leaders tend to enforce strong and oppressive acts against those in their domain of influence, example people of republic of China & Cuba.<sup>13</sup> Autocracy is a government based on type of origination that operates in opposite fashion to a bureaucracy. Constitutional monarchy is a government that has a monarch, but one whose powers are limited by law or by a formal constitution such as United Kingdom.<sup>14</sup> Communism rule by workers, Dictatorship are usually regarded as synonymous with other forms of autocratic, such as totalitarianism and authoritarianism, though each of these forms has a different meaning. Dictatorship refers to absolute, repressive rule by one leader who is unrestricted by any law or constitution.<sup>15</sup> Democratic Government is also an important form of government in ancient time to modern time. A democratic government is a government in which the majority of the people hold political power and have the right and opportunity to

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<sup>10</sup> Sharma Parmatma, Comparative Study of Modern Governments, Minakshi Publications, New York, 1984p.12.

<sup>11</sup> Encyclopedia of social science op.cit.p.10

<sup>12</sup> [Http://en.wikipedia.org/wiki/government\\_classification](http://en.wikipedia.org/wiki/government_classification), visited 05.09.2012

<sup>13</sup> International encyclopedia of the social sciences P. 354.

<sup>14</sup> <http://en.wikipedia.org.op.cit>.

<sup>15</sup> International encyclopedia of social science op. cit., p.354.

participate in the decision making process.<sup>16</sup> A democratic government is also called constitutional government because in democratic government the contemporary usage is 'The rule of law' and in constitutional government 'the law is supreme' all the citizens and classes are equal before the law.<sup>17</sup> In democracy no one can declare himself ruler and no one can hold power irrevocably in his own name. No one can choose himself, no one can invest himself with power to rule and therefore no one can arrogate to himself unconditional and unlimited power. Democracy is precisely non-autocracy just the opposite of autocracy. While democracy is at one end of the spectrum, at the other extreme is totalitarianism and in between lines Tyranny, Autocracy, Dictatorship and Authoritarianism.<sup>18</sup>

### **1.3) Meaning of Democracy:-**

The word 'democracy' 1st appeared in ancient time. The word 'democracy' was coined from Greek word 'Demokratia' "rule of the people", which was coined from 'demos' "people" and 'kratos' "Power."<sup>19</sup> The word democracy has many meanings but in modern world its use signifies that the ultimate authority in political affairs rightfully belong to the people. The term evokes positive emotive responses among those who utter as well as those who hear it. There was a time when, 'democrat' was a term of abuse. Today its connotations are honorable.<sup>20</sup> While there no universally accepted definition of democracy equality and freedom have both been identified as important characteristic of democracy since ancient time. These principles are reflected in all citizens being equal before the law and having equal access to legislative process, for example. In a representative democracy every vote has equal

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<sup>16</sup> Encyclopedia of America, American corporation, New York, 1970. Vol-8 P.684.

<sup>17</sup> International encyclopedia of social science op.cit.p.355.

<sup>18</sup> Ramaswami, Sushila, Political theory: Ideas & concepts, Mac Millan Publication, New Delhi, 2003, pp.277,278.

<sup>19</sup> <http://en.wikipedia.org/wiki/democracy>, visited 05.08.2012.

<sup>20</sup> The encyclopedia of America op.cit.p.684.

weight, and the freedom of its citizen is secured by legitimized rights and liberties which are generally protected by a constitution.<sup>21</sup> Another definition of democracy is that the principle that all governmental authority derives from the people must be specified according to circumstances in the form of freedoms of opinion and information, the freedom of assembly and association, the freedom of belief, conscience and religious confession, entitlement to participate in political elections and voting process, entitlements to work in political parties or citizens, movement and so forth.<sup>22</sup>

By way of generalization we may conclude that democracy is a form of government or a political system in which the major decisions of government or the direction of the policies rest directly or indirectly taken by a majority of the adjusted governed. So it is a government of the people by the people & for the people. Democracy has taken a number of forms in theory and practical.

#### **1.4) Forms of Democracy:**

There are variants in forms of democracy also these are : Anticipatory, consensus, Deliberative, Democracy, Economic, Electronic, Grassroots, Liberal, Inclusive, Liberal, Non Partisan, Ochlocracy, Participatory, Radical, Religious, Sociocracy Soviet and Totalitarian democracy, parliamentary democracy, presidential democracy and constitutional democracy etc.<sup>23</sup>

#### **1.5) Direct & Direct Democracy**

The term democracy has two basic forms: Direct Democracy and Indirect Democracy. The most celebrated form of direct participatory democracy was the one practiced in the Athenian city state of ancient Greece during the 5th and 4th centuries

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<sup>21</sup> <http://en.wikipedia.org/wiki/democracy>, visited 05.08.2012.

<sup>22</sup> Habermas Jurgen, *Between facts and norms contributions to a discourse theory of law and democracy*, polity press, 1996,p. 128.

<sup>23</sup> <http://en.wikipedia.org/wiki/democracy>,visited,05-08-2012.

B.C. Athenians prided themselves on the 'Happy Versatility' of citizens and their ability to perform all tasks of governance, i.e. in enacting implementing and adjudicating of law. They met in open assemblies to debate and deliberate on all the matters and shared magisterial and judicial offices. All major decisions were made by the assembly to which all citizens belonged<sup>24</sup>. But ancient Greek's direct democracy was not however universally inclusive women, foreigners and slaves were barred to participate directly in the affairs of government, choosing policies and making governing decisions<sup>4</sup>. The people were the state. But Athenians and other early Greek democracies were quite different from modern liberal democracy. They were form of direct democracy typically found in small communities<sup>25</sup>.

In modern time the idea of direct (democracy) legislations by the people is almost peculiar to 'Switzerland'. It was a European republic and an old world democracy. As a republic it was almost unique and as a political unit that had never been everything but as a republic it was entirely unique in Europe and other countries of the world. In Switzerland "Landsgemeinde" is an important institution of direct democracy in cantons, an annual meeting of the voters to elect the executive, adopt the budget and discussion and pass on new legislation and the novel political devices of the initiative and the referendum. The spirit of the Landsgemeinde into modern representative institutions made Switzerland a unique direct democracy in spirit, as well as in structure in the world.<sup>26</sup>

In a vast country like India having a population of one billion persons living in nearly six lakh villages under different topographical ethnic and Socio economic conditions. It would be a fallacy to conceit of real democracy if a handful of leaders

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<sup>24</sup> Bhargava Rajeev, Comparative Governments, Macmillan India Ltd., New Delhi, 1985, p. 420

<sup>25</sup> Bevir mark, Encyclopedia of Governance 1, SAGE Publication, New Delhi, 2008, p. 207.

<sup>26</sup> Encyclopedia of social sciences, op. cit., p.1.

constituting a cabinet of council of ministers sitting in New Delhi held the sight of power.<sup>27</sup> In the celebrated word of Mahatma Gandhi, True democracy could not be worked by some man sitting at center. It had to be worked from below, be, the people of every village.<sup>28</sup>

Democracy functions by the consent of the people, rather we can say by the contingent consent of politics acting under conditions of bounded uncertainty. Representatives must agree that winner will not use their temporary super forty to bar the loser & will respect the winner's right to make binding decisions. And citizens are expected to obey the decisions provided its auto comes remain contingent upon their collective performances as expressed through selection.<sup>29</sup> Democracy is the most widely practiced form of government throughout the world. The forces of malignant nationalism, religious intolerance, terrorism and criminal violence, mentality of endless exaltations, overpopulation and shrinking resources such as Land, water, environment etc. are the main threats of democracy. In order to meet some of these threats democratic decentralization has become a greed for all democratic governance.<sup>30</sup>

#### **1.6) Democratic Decentralisation:-**

Democratic decentralisation is a tool for strengthening democracy, accountability and participation by bringing government 'closer' to its citizens and economic grounds, enhancing the efficiency and effectiveness of public service provision. Decentralization is an overarching term used to the transfer of tasks, powers, responsibilities and resources from the central government to democratically

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<sup>27</sup> Gupta U.N., Select world constitution, atlantic Publication, New Delhi, 2000, p.23.

<sup>28</sup> Harijan, 18.01.1948 quoted in Malviya H.D., Village Panchayat in India, A.I.C.C. New Delhi, 1956, p.22.

<sup>29</sup> Ibid.

<sup>30</sup> <http://en.wikipedia.org/wiki/democracy>, visited 05.08.2012.

elected lower authorities that are largely or totally dependent upon central government. It is the sharing of decision making authority with lower levels in the organization. Democratic decentralization signifies and effective popular participation to make grass root democracy by adopting the scheme of devolution of power. Decentralization depends upon certain powers which are given to local authority by an act of the states, where as decentralization demands delegation of power by the higher authority to its subordinate authority. It is a process where the government diverts itself completely of certain duties and responsibilities and devolves them on the some other authority.<sup>31</sup>

Democratic decentralisation as being practiced in our country at present in a combination of rural local self-government or Panchayati Raj and community development. Under over policy of democratic decentralization both community development and local government are closely related to the growth of democracy.<sup>32</sup>

It is true that millions of voters cannot participate in the decision making process of representative government which is run from New Delhi in India or the capital of states. Looking beyond democracy by consent is the idea of people's participation in the decision making process of the grass-root institutions at Gram Sabha level, which may be called as participatory democracy. The objective of participatory democracy is to bring 'Swaraj' to the people and thereby project on appropriate forum for people involvement in political process and development. Conceptually Gram Sabha symbolize Gandhiji's idea of 'Gram Swaraj'.

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<sup>31</sup> Report of the team for the study of community projects and national extension service headed by late Shri B.R. Mehta (1957, Vol-1,p.2)

<sup>32</sup> Mukherji B, "Administrative Problems of Democratic Decentralization" The Indian Journal of Public Administration, Vol -II, NO.-3, July -September 1961, p.307.



## **1.7) Gram Sabha in India:**

### **1.7.1) Gram Sabha in India before independence:-**

In India Gram Sabha has been one of the essential institutions of village administration since ancient time. In Rigvadic period these are used to be a part of village council or an association consisted of elders of village called 'Gram Sangthan'.<sup>33</sup> According to Kautilay's 'Arthshastra' as this Sabha was known as 'Raj Sabdo Jivi Sangh'.<sup>34</sup> According to Panini 'Aasthadhyi' this Sabha was called 'Sangh or Gan Naykay'.<sup>35</sup> In Ramayan and Mahabharata also there were references of 'Gram Sangha' or 'Gram Sansad'.<sup>36</sup>

The modern administrative structure in Indian villages was built up by the 'Maurya Emperors'. The Gram Sabha in Mauryan period comprised of a headman and a few other members. The main function of Gram Sabha was to take decisions about any discussion related to them.<sup>37</sup> This village system was continued with little changes till the advent of Britishers in India. However, the British ruler made some significant changes in the center administration in India villages. The all administrative policy of Gram Sabha and local government in India was demolished by British rules.<sup>38</sup>

### **1.7.2) Gram sabha in India after Independence:-**

Gram Sabha has gradually started to lose its importance presently in administrative decision making. The idea of Gram Swaraj has proved the main step in this direction. But the idea of Gram Swaraj did not final favour from the Britishers.

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<sup>33</sup> Mookerji R.K., Local Government in Ancient India Oxford, New Delhi,1919,p.185.

<sup>34</sup> Majundar R.C., Corporate life in Ancient India, Calcutta, 1969, p. 212.

<sup>35</sup> Ibid, p.213.

<sup>36</sup> Mookerji R.K., Local Government in Ancient India, op, cit.

<sup>37</sup> Sirgar D.C.' Studies in the Political and administrative system in Ancient and Medieval India, Motiall Banarsidars, Delhi 1974, p.280.

<sup>38</sup> Sharma Ramsharan, Political Thoughts Institution in Ancient India, Bharat Printers, New Delhi,1987,p.178.

The Indian constitution embodies the idea of direct democracy by encasing Panchayat as a unit of self-government in Article 40 of the Directive Principles of State Policy.<sup>39</sup> Since the provision was not justifiable. The preposition 'self-Government' was not taken into serious consideration. Now the constitution's 73rd Amendment Act, 1992 on Panchayati Raj has made three tier structures of Panchayats of different level as a unit of self-government. Gram Sabha has been recognized in the constitution. Gram Sabha is the backbone of Panchayati Raj System. Article 243 (A) of the constitution lays down that 'A Gram Sabha' may exercise such powers and perform such functions at the village level as the legislature of a state is law provide.<sup>40</sup>

In the new dimension the Gram Sabha become as a constitutional reality vested with specific powers and functions. As per Article 243 (B) 'Gram Sabha' means a body consists of persons recognized in the electoral process relating to a village comprised with in the area of Panchayat at the village level.<sup>41</sup>

Truly, today Gram Sabha is a legally and constitutionally a recognized body through 73rd Constitutional Amendment Act 1992. It provides an edifice to the super structure of Panchayati Raj system in decentralized governance. Much of the success of Panchayati Raj Institutions depends upon the effective role of Gram Sabha. To implement 73rd Constitutional Amendment Act, 1992 in Haryana; Haryana Government has passed Haryana Panchayati Raj Act, in 1994 to increase the effectiveness of decentralised governance. Now 18 years has passed to implement Haryana Panchayat Raj Act, 1994. Therefore, it is of much academic interest to know and understand "The Role of Gram Sabha in Decentralised Governance".

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<sup>39</sup> Bhatanagar S. "The concept of Democratic Decentralization" In local democracy and good governance by Ranbir Singh & Surat Singh, Dap & Dap Publication, New Delhi, 2011, p. 163.

<sup>40</sup> 73rd constitutional Amendment Act. 1992.

<sup>41</sup> Op.cit.

But the 73rd Constitutional amendment Act 1992 has left it to the state legislature. Keeping in the view of provisions of the 73rd amendment Act, 1992 state government of Haryana has passed' Haryana Panchayati Raj Act, 1994. According to Haryana Panchayati Raj Act, 1994 Section 7, If a village or an area of the village has minimum population is five hundred or more than five hundred, state government announce that area as 'Gram Sabha Area'.<sup>42</sup> According to Haryana Panchayati Raj Act 1994 Section 12 gram sabha has some powers and functions. There are two general meetings 'Sawani' and 'Hari'. In Sawani meeting Gram Sabha consider the budget and future development programs and plan prepared by Gram Panchayat for Sabha area and in Hari meeting it shall review the general progress of development plans, consider actual income and expenditure of last year of Panchayat, maintain register of Panchayat work and activities, consider progress report of every kind of Panchayat work.

### **1.8) Review of Literature:-**

A plethora of literature on democratic decentralization, decentralized governance Panchayati Raj institutions (Gram Sabha) have appeared in past which deal with various aspects of democracy, decentralized governance and Gram Sabha and most of these studies are empirical in nature presenting the micro view of either one state or the other. They are both in book and article forms. However, this area of study is a part of dynamic process, which needs to be examined and again to achieve the desired objectives of good governance, democratic decentralization, decentralized governance. So the available literatures include:

**Chatterjee Somnath**, "Parliamentary Democracy: Challenges" Yojna, (March 2008). pp.51-53. In this article writer (Present Lok Sabha Speaka) explain the

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<sup>42</sup> Haryana Panchayati Raj Act. 1994, p.3.

importance of parliamentary democracy. When India get independence 1st prime minister of India Pandit Jawaharlal Nehru Stress to implementation parliamentary democracy. But today scenario there are many challenges in front of parliamentary democracy. A recent study indicated that in the 1st three years of Lok Sabha, 26 percent of parliamentary time has been lost due to disruptions, involvement of MPs are less, cash for quarry scam etc. In the end of the article writer gives some suggestions like as youth can help to correct this image by active participation, express their opinion to bringing positive changes in Socio economic condition of the country. **Panwar Manju** in her study on Direct Democracy and Decentralized planning experiences of Haryana State (2008) after defining the meaning of direct democracy discussed its functioning on the bases of her experiences in this regard. She has also suggested strategies for effective functioning of their bodies in preparation and implementation of the local plans. Among others capacity building of elected representatives of Panchayats and cooperation of civil society organizations has been suggested as strategies for making Gram Sabha as vibrant and pulsating institutions.

**Singh, Ranbir and B.K. Kaushik**, “S.K. Dey’s Parcidigm of Democratic Decentralization” Ranbir Singh and Surat Singh, Local Democracy and Good Governance. Five Decades of Panchayati raj, Deep & Deep publication New Delhi (2011). According to them he had emphasis the need for linking the Gram Sabha to the Lok Sabha and the involvement of voluntary organization in the Panchayati Raj institutions. **Bhatnagar, S.**,“The concept of Democratic Decentralization,” **Ranbir Singh and Surat Singh**, Local Democracy and Good Governance. Five Decades of Panchayati Raj, Deep & Deep publication New Delhi (2011).In this article writer has explained the concept of democratic decentralization by drawing a distinction

amongst deconcentration, delegation and devolution. He has also discussed the genesis and development of Panchayati Raj in India. **Mukherji, ParthaNath**, "The conceptual and substantive Issues of Democratic Decentralisation", by Surat Singh and Rajbir Singh, local Democracy and Good Governance: five Decades of Panchayati Raj, Deep and Deep Publication, New Delhi (2011). The writer has examined the conceptual and substantive issues of participatory democracy in India in context of democratic decentralization and brought into sharp focus the challenges in the way of successful working of Panchayati Raj. The rural masses will have to play a vital role in the meetings. According to the writer when the major challenges are overcome the nation can proudly proclaim its contribution to democratic theory and practice that can perhaps be universalized. **Singh Surat**; *Decentralization governance in India; Myth and Reality* Deep and Deep Publication, New Delhi, (2004). This book is an edited book divided into V parts. In this book the writer depicts the conceptual dimensions like Panchayati Raj, Gandhian perspective, democratic decentralization, genesis and development of Gram Sabha, behavioural aspects of empowerment of women. In part I and II explains the national dimensions such as community development and Panchayat Raj, interpreting the 73rd Constitutional Amendment Act devolution or delusion and the working of these institutions in India. Part III reflects the leadership, participation and empowerment of women and schedule castes and schedule tribes. Part IV and V point out the capacity building and experiences of Panchayat Raj in states respectively. **Singh, Baldev**, *Decentralization Panchayati Raj and District Planning*, Atlantic Publication, New Delhi, (1996). The writer divided the book in IV parts. The first part of the book focuses on scans through the theoretical foundations and planning experience in respect of decentralization. Part second includes Panchayati Raj as local self-government which is concentrated on Punjab

Panchayati Raj Bill 1994 and Panchayat finance. Part third is highlighting a agro climatic regional planning strategy which examines the relevance of agro-climatic regionalization at district level. Part fourth is centralized on district development planning, which examines the district's strengths and weakness in terms of population and workforce, income flows, non-agricultural and agricultural enterprises etc. **Sivaramakrishna K.C.**, *Power to the people: the politics and progress of Decentralization Konark Publication, New Delhi,(2002)*. In his book the writer highlights the pending issues in the functional and financial domain of the local bodies, the ambivalence and contradictions in the state laws and their implementation, the conflicts between different level of elected leadership and how state control continues to hinder the progress.

**Goyal S.L. and Shalini Rajnesh**, *Panchayatiraj in India theory and practice*, Deep and Deep Publication, New Delhi(2003). In this book both the writers deals with the genesis, growth and diversification of Panchayati Raj Institutions in India. The Organization, Functions, powers at State Level, district level, block and Panchayat level (Gram Sabha) are discussed in this book. Planning, training, capacity building of elected functionaries, personal and financial administration in these instructions also discussed. Further it examines the people participation and women empowerment programme, planning for panchayatiraj institutions, nongovernmental organizations and Panchayatiraj state control over these organization panchayatiraj is a dynamic tool. Lastly it gives the conclusions with recent developments and suggestions for improvement in various areas. **Yuasala, Vinod**, *Panchayats, Democracy and Development Rawat Publication, Jaipur and Delhi (2003)*. The writer explores the process by which the 73rd constitutional amendment act is being implemented. Many including those who supported this amendment not relised the implications of a shift

from one system of governance to another. **Chahar S.S.**, *Governance of grassroot levels in India* Kaniska Publication, New Delhi, (2005). The book contains twenty nine articles having core areas of rural as well as urban local bodies like, Ten Year Journey of New Panchayats Financial Resources of local Bodies, Status of Women in Panchayats, Decentralized Planning, Working of Panchayatiraj Institution, Problems of These Institutions, Prospects and Suggested Remedial for their Development. **Jayal, Niraja Gopal, Amit Prakash and Pradeep K. Sharma**, *Local governance in India: Decentralization and Beyond*, Local Press, New Delhi, (2006). This book is divided into six parts. The first part explains the traditional institutions of governance like Van Panchayats in Uttranchal and selection by custom and election by state of Karnatka. The second part describes the administrative structure of panchayatiraj in West Bangal and Utterpradesh. The third part of the book discuss the local governance and sectoral experience like decentralization and disease control programmes with special reforms to filariasis, new suggestion in primary education, implications for local governance and crisis of governance and people alternatives. Schooling system in some villages of west Utter Pradesh. Fourth part contains the issues of urban governance. Fifth and sixth parts examines with gender and local governance and aspects of people participation transparency and accountability. **Singh S.P**, *Capacity Building of Gram Sabha for Efficient Local Government*, Sterling Publishers, New Delhi (2006). This book deals with the theoretical aspect of the role Gram Sabha in local government. Through people participation, involvement in planning, Social Audit, transparency in gram panchayat work Gram Sabha, the local institute become more effective. So Gram Sabha has the power to make nation strong. **Singh, Mahipal**, "Centralised Decentralization – Haryana Panchayati Raj Act 1994" Economic Political Weekly. (July 16, 1994) pp.1842-1844. In his paper Mahipal

Singh discussed the provisions of Haryana Panchayatiraj Act 1994 and make some commentments on the centralized tendencies of the Act. He opens that the leadership at grass root level could not be strengthened by providing major rule to the centralized bureaucracy of Panchayatiraj Institution's in Haryana. **Singh, Rajbir**, "Democratic Decentralization: Zila Parishad as the Apex Body in Haryana", Yojna (February 2005) pp.22-26 Rajbir Singh highlights that the panchayatiraj institutions are the main agencies of democratic decentralization in rural India. Which are engaged in activities in rural development and political participation of people in decision making process? Zila Parishad as the apex body of rural local government at the district level has been examined in the state of Haryana with special reference to Zila Parishad Sirsa. The author observes that there are full. **Kahatri Raj Kumar**, "Peoples Audit in Panchayatiraj, " *Journal of Rural Development, NIRD*", Vol-17(1) (1998) pp.65-69. In his article the writer examines introduction of peoples audit to security a well informed local participation and to bring more transparency in the functioning of Panchayats. The extent and quality of popular participation seen in Gram Sabha has a scope for improvement. A meaningful assessment, both subjective and objective of the impact of investments made in rural development programmes is desirable.

**Misra Suresh and Rajvir S. Dhaka**, "*Grass Roots Democracy Action*," Kurukshetra, (July 2005), pp. 53-57. In this paper, both the writers attempt to review the functioning of the Panchayati Raj institutions in state of Haryana. It deals with the legal basis of Panchayati Raj institutions, the electoral process which paved the way of gender ship the community power structure of elected representatives and motivation reforms still needed to make these institutions self-government. Methew, George, "Decentralization and local governance 2007. This article focus on the theoretical aspect of the decentralization and local government in different state Kerala,



Karnataka, Madhya Pradesh and West Bengal. In his article the writer indicates different mechanism of accountability in gram sabha in these states. In Kerala the presence of ombudsman, appellate tribunals and women watch dog committees are some mechanism which reduced clientelism. In Karnataka Panchayat Jamabandhi Programm, annual public inspection program ensures accountability. In these program reports prepared and read out in Gram Sabha to improve the functioning of gram panchayats. Right to recall provided a great strength to gram sabha in Madhya Pradesh. To know about accountability and transparency in West Bengal writer select Haringthta Panchayat Samiti and Haringhatha 1st gram panchayat. Findings of the study is that there was a low level of participation in Gram Sabha meetings, the tuff mechanism of audit is not understandable by the common people, greater influence of ruling party at gram panchayat level. **Singh Hoshiar & Pankaj Singh**, “*Decentralisation and responsive administration. Concept and utility* (2003), In their article ‘Decentralisation and responsive administration. Concept and utility, Hosiari Singh and Pankaj Singh Presents a brief history of decentralisation, Panchayati Raj system before independence and after independence, recommendations of Balwantrai Mehta and Ashok Mehta Committee about decentralisation by Panchayati Raj Institutions, provisions of 73rd constitutional amendment Act. 1992. In practice majority of Indian states adopted the three tier system and few states adopted the Ashok Mehta Committee model in panchayati Raj system. At the end of the article both writers presents and evaluation of panchayati Raj system and said that 73rd constitutional amendment Act, is the main provision to establish democratic of decentralisation in India after independence. Prasad R.N. and Lalneibzovi, “Perspectives on Democratic Decentralised Governance for rural development in Mizoram. by E.Vayunanda and Peoli Methu, good governance initiative in

India, Printice Hall of India, In this article writer says about the democracy as a form of government, signifies the empowerment of people and grass roots democracy ensures genuine participatory development process at the local level. It is a comparative study of the local units of Autonomous District councils and village councils existing in Mizoram with the panchayatiraj is also attempted. It is important to synthesize the positive thrust of village councils, autonomous district councils and 73rd constitutional Amendment Act, 1992. In Mizoram there are village council under the village council Act, 1953 & 1954; Mizoram is a tribal area in Article 243 related to panchayat is not applicable to that place. There are major difference in village council and panchayats regarding reelection, women reservation, mandatory development and welfare schemes, adequate powers etc. in his conclusion the author stated that 73rd amendment Act, provides strength to Local governance but in Mizoram Legislative should cut across party lines and implement the new system of panchayats with suitable terms and conditions. Bhattacharjee K.P., "Democratic Decentralization of local institutions" (2008). In this article the writer emphasis that the emerging trend gives an overview on decentralized planning and development in India. Decentralised planning has both positive and negative aspects. The emerging trend indicates that when the policy decisions are efficiently implemented those municipal corporations, by the decentralized planning local institutions will become economically self-sufficient. And then they would free themselves from the clutches of the central and state governments and they would be in a position to implement their policies and programme independently. Sisodia Yatinder Singh in his paper "People's participation in Panchayat : A decade of decentralized Governance in Madhya Pradesh, (2008), argued that the success of the new panchayatiraj system largely depends on the perception and commitment of people, their leaders and the officials

about the role to be played by them under new dispensation after evaluating the functioning of the Panchayati Raj system on the basis of functioning the Gram Sabha, participation of excluded communities and extent of devolution of powers and functions of Panchayats gave a vital insights into the process of institutionalizing Panchayati Raj in decentralised governance, planning and development.

**Verma S.B**, *Role of Gram Sabha in Village Development*, Mittel Publication, New Delhi, (2008). In this book writer says that the institute of Gram Sabha is the back bone of Panchayati Raj System. Development of the village is based on Gram Sabha. If Gram Sabha used their powers and functions effectively and perform their duty well. Then Gandhiji's 'Ram Rajya' can be established in the village and the village becomes developed. **Mr. Krishan Kumar**, *Gram Sabha: Prespective and Challanges* Deep and Deep Publication, New Delhi (2007). In this book the writer says that Gram Sabha is the basic political unit of Panchayat Raj system. It is the most effective forum for involving people in planning, implementing and monitoring the development programmes at the grass-root level. The greater challenges are to facilities the actual exercise of participatory democracy through use of legal provisions like mobilization, Political education and capacity building. **Patel V. Subhash** "*Gram Sabha – its Historical Significance of Local self Government*" 2009. In this article the writer focus on democratic decintratisation in India. Democracy without decentralization and delegation of power to local community level is not much significance. In India various attempts have been made and measures taken to achieve decentralization up to village community level. This article provides a gimpre of the existence of village level governing system in India since ancient time and over view of the various attempts made and measure taken to decentralized the power to village Panchayat and Gram Sabha after independence. **Yadav, Braham Prakash**,

*“Changing Picture of Gram Panchayat Budhwal (2008). This article is based on the empirical study of working of Gram Sabha on Gram Panchayat Budhwal. Tehsil Bahroad, Jaipur. In this article the writer explains his own observation as he has attended the meeting of Gram Sabha Budhwal. Budhwal Gram Panchayat has lead by a women Sarpanch. In the leadership of a woman Sarpanch Gram Panchayat Budhwal has done effective work in village. In gram Sabha Meeting every Gram Sabha member take participate in planning and policy making for village with the sport of Gram Sabha and Panchayat Sarpanch provide many facilities like electricity, telephone, drinking water, roads health facilities etc to the villagers. Accordingly to the writer Gram Sabha. Budhpur change the village picture and become effective institute of direct democracy. Sigodia, Yatinder Singh, “People Participation in Gram Sabha. Evidence from villages of Madhya Pradesh (2007). This article is based on an empirical study of Gram Sabha in Madhya Pradesh State Gram Sabha is the root of Panchayati Raj system. To conduct the micro level study the writer selected two district Shajapur and Dewas for a proper coverage one block was selected from each district. From the selected block five gram Panchayat were selected where due representation was given to women headed Gram Panchayats. The finding of the study are people have no knowledge about Gram Sabha people participation in Gram Sabha meeting have law, Sarpanch and other influential people dominate in decision making process. So Gram Sabha has not become an effective institute in Madhya Pradesh. Mathur, C.P. “Gram Sabha in Rajasthan: Yesterday today and tomorrow” (1999).The writer explain the Gram Sabha’s situation in Rajasthan. According to Rajasthan Panchayati Raj Act, 1993 what are the main provisions about Panchayati Raj Institution. This article find out that government of Rajasthan has made many effective policies to make Gram Sabha an effective institute*

but due to lack of interest of people it cannot become an effective institute in past present on. **Singh Surat**, "*Working of Gram Sabha: The Haryana experience* (2004). This article is based on the empirical study of Haryana State. In this article the writer says that three tier system of Panchayati Raj can never be strong unless the 'Gram Sabha' is strengthened. On the behalf of the recommendation of Balwant say Mehta and Ashok Mehta committee report the working of Gram Sabha can be improved if its implementation is to be done at every root or corner with the reference to the Haryana Panchyati raj Act, 1994. The functions of Gram Sabha as to examine annual reports, budget preparation to observe the working of Gram Panchayat explains. By undertaking a study of the working of Gram Sabha in Haryana two villages Panchayats Kanwar Kheri and Kimich from Thanaser block, Kurukshetra district and Sawant and Padnana Gram Panchayats from Nilokheri Block Karnal District have been taken. The finding of the study is that people participation in Gram Sabha meetings is not encouraging which shows negligency at some level and unawareness of people. Some suggestions also had given these are Gram Sabha Meeting should be meaningful with the participation of villagers especially women and schedule caste section, decision making process also ensure the success of purpose of Gram Sabha. **Abraham Joseph**, "*Performance of Gram Sabhas in Local self-Governance* (2010). In this article writer analyzed the problem highlighting the proliferation of functionaries at various role plays, development crises and planning models in Kerala, people planning and Gram Sabha, various administrative arrangements effected prepare for smooth conduct of Gram Sabha. The sample size and methodology of the study is two gram Panchayats Palakkuzha and Koothattukulam from Ernakulam District of Kerala have been randomly selected and a structured questionnaire canvassed from 43 respondents during 2007-2008. The findings of the study is as an

organization in performing assigned functions and roles at transparency, accountability, verifiability, people participation and of social audit etc. the Gram Sabha have been assessed as just an average performer in Koothaltukulam Gram Panchayat while in Palakkuzha the performance of this new institution has been rated as above average. Role transformation of functionaries has been taking place in these grass root level institutions, the dividing time between the politico and official executives is in the process of role changes. **Joshi, G.V.** “*Gram Sabha in Karnataka: a non starter?*” Kurukshetra (April 1995). This article is based on theoretical comparative aspect of Gram Sabha in Abraham Joseph, “Performance of Gram Sabha in Local self Governance,” *The Indian Journal of Public Administration*, October – December 2010, Vol. LVI, No. 4 PP 824-845. In this article the writer explain about Gram Sabha since 1947. To till (1993) Karnataka Panchayati Raj Act 1993. Gram sabha has been in existence in Acts but not in action since 1947 in many states. In Maharashtra state the significance of Gram Sabha was recognized by Bombay village Panchayat Act, 1959. But in Karnataka state village Panchayats and Local Boards Act, 1959 did not contain any term like Gram Sabha at all. But it provided for a meeting of all the adults in the village once or twice a year consider and approve village Panchayat’s administrative reports and budgets. But the meetings of the village’s adults did not serve any purpose due mainly to poor attendance routines manner in which they were conducted. Then Karnataka state government gave a provision of gram sabha in Karnataka Act, No. 20 of 1958. before the enactment of the Karnataka Act, No. 20 of 1985 the Gram Sabha in the state was a non-starter because it did not exist with the passing of the 1985 Act, the Gram Sabha came into existence only in Act but not in action, but if by Gram Sabha is meant an active and vigilant body or primary democracy in action it shall remain a non-starter even after

the enforcement of the 1993 Act, unless miracles do not refuse to happen in all villages of Karnataka. Sisodia Yatinder Singh in his paper "People's participation in Panchayat: A decade of decentralized Governance in Madhya Pradesh, 2008, argued that the success of the new Panchayati Raj system largely depends on the perception and commitment of people, their leaders and the officials about the role to be played by them under new dispensation after evaluating the functioning of the Panchayati Raj system on the basis of functioning the Gram Sabha, participation of excluded communities and extent of devolution of powers and functions of Panchayats gave a vital insights into the process of institutionalizing Panchayati Raj in decentralised governance, planning and development.

The review of literature shows that a little work has been done on the 'Role of Gram Sabha in Decentralised Governance in Haryana'. Therefore, it was deemed desirable to conduct a study to analyze the role of Gram Sabha in Haryana. So the problem under study may thus be stated as:-

*"Role of Gram Sabha in Decentralized Governance: A Study of Jhajjar District"*.

### **1.9) OBJECTIVES OF THE STUDY**

The main objectives of the study are as under:-

1. To know whether the institute of Gram Sabha is discharging its responsibilities effectively in Jhajjar District.
2. To examine whether the Gram Sabha members are aware about the powers and functions of Gram Sabha.
3. To examine whether the meetings of Gram Sabha are held properly on time, the members of Gram Sabha attend the meetings and use their liabilities according to the Haryana Panchayati Raj Act, 1994.

4. To examine whether the weaker section SC's, Women and other backward class of the society participate actively in Gram Sabha Meetings.
5. To examine whether the Gram Sabha members play an effective role in planning, budgeting, monitoring and social audit.

### **1.10) Hypotheses:-**

The main hypotheses of the study are as under:-

1. The institute of 'Gram Sabha' is not discharging its responsibilities effectively in Jhajjar District.
2. Mostly Gram Sabha members are aware about the powers and functions of Gram Sabha.
3. The meetings of Gram Sabha are held properly on time; the Gram Sabha members are actively attended and participate in Gram Sabha Meetings.
4. The weaker section women, Schedule Castes and Other Backward Classes do not attend and actively participate in Gram Sabha Meetings.
5. Gram Sabha members are not playing on effective role through planning, budgeting, monitoring and social audit.

### **1.11) Methodology**

One of the problems in social research is the selection of the universe for intensive study. In such research the whole area under study cannot be controlled due to the complexities of the social phenomenon. Precisely because of this sampling method is used to reflect a manageable member of units in sampling method a small group is selected as a representative of the whole universe.

The present study is an empirical study. Selection of the universe has been based on multistage sampling. The present study area is District Jhajjar which consists



of five blocks (Panchayat Samities) in Jhajjar district total village Panchayats (Gram Sabha) are 258.

Block-wise and category-wise list of the universe and respondents is in the Table 1.1 as below.

**Table1.1: Block and Category-wise list of the universe**

Sr. No.	Block	Total Villages	Sample Villages	Total Respondents
1.	Bhadurgarh	72	06	60
2.	Beri	36	04	40
3.	Jhajjar	71	07	70
4.	Matanhail	43	04	40
5.	Salhawas	36	04	40
	Total	258	25	250

According to Table 1.1 District Jhajjar is consisted of five blocks and 258 gram Panchayats. Block wise number of Gram Panchayats are Block Bhadurgarh 62, Beri 36, Jhajjar 71, Matahnail 43 and Sahalawas 36 from each block 10 percent 25 of total villages have been taken by using random sampling method. Keeping in mind the reservation policy for women, schedule caste and other backward class categories in Panchayati Raj Institution's the selection of respondents is based category-wise. From General category 4 persons, 2 women, 2 Schedule Caste category and 2 Other Backward Class category persons have been taken. So the respondents of the study area are 250 and these respondents are selected by random sampling method.

Both primary and secondary data is used in the study. For obtaining primary data from the selected respondents structured schedule method is used. Observation method is also being used by the researches. As regarding secondary source of data the reports, documents, government publications, newspapers, books, journals and

works of various scholars in this field have been consulted wherever necessary and duly acknowledged. To classification and analysis of the collected data Tabulation method is used.

### **1.12) Chapterisation**

- Chapter 1 : Introduction and Scheme of the study.
- Chapter 2 : Gram Sabha as an institute of decentralized Governance.
- Chapter 3 : Study Area Profile.
- Chapter 4 : Role of Gram Sabha: Responses of the Gram Sabha members.
- Chapter 6 : Conclusions and suggestions.