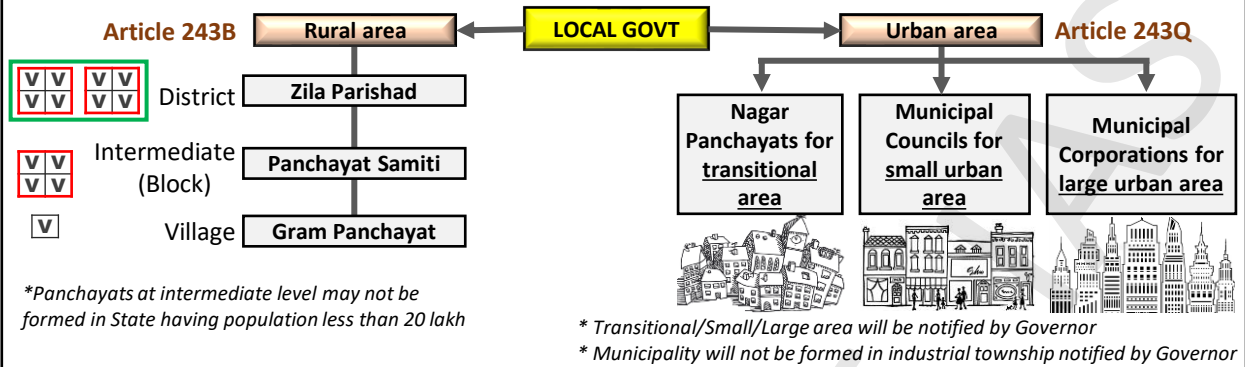


# Rural and Urban areas

## Rural and Urban areas

## Facts for Prelims



## Rural and Urban areas

## Points for Mains

### Q. What is the current method of classifying human settlements as Rural and Urban?

**RURAL areas:** Human settlements that are not 'Urban' are automatically considered 'Rural'.

**URBAN areas:** Administratively urban areas which are governed by some Urban Local Body like a Municipal corporation

Census Urban areas which have

- Population more than 5,000
- Population density more than 400 people/km<sup>2</sup>
- 75% male working population engaged in non-agriculture activities

### Q. Why are many 'urban' areas still 'rural' in govt records? How does it impact their governance?

Since Govt delegates more resources and powers to rural areas, multiple stakeholders have incentive to delay the rural to urban transition.

#### Reason for slow rural to urban transition:

- **Politicians** want large govt aid to continue.
- **Panchayat members** don't want to lose their power.
- **Construction companies** don't want stricter building codes.
- **Census** is conducted after 10 years, during which population changes drastically.

#### Correct classification as rural / urban area has important policy implications. It determines:

- Structure of local govt (panchayat or municipality)
- Allocation of resources under various govt schemes

#### Problem with incorrect classification

- Inefficient governance**
  - Panchayats meant for rural areas are inefficient in making provision for urban amenities
  - Public goods like schools, hospitals, sanitation, parks, etc. are of sub-standard quality.
  - Urban areas are deprived of modern public transport, building regulation, fire services, etc. [Link](#)
- Misallocation of resources**
  - Misclassification of human settlements leads to misallocation of resources.
  - Schemes meant for rural areas (PDS, MNREGA) are less effective when applied in urban areas.
  - Funds for infra creation (e.g. flyovers) never reach urban areas because they are officially rural.
- Low tax revenue for govt**
  - Panchayats lack the capacity to be informed of land-use changes which deprives the state of revenue.

#### SOLUTION

Since the current method is inadequate in capturing speed of urbanization, PM-EAC has suggested following reforms.

- Create trigger mechanism for automatic transition**
  - Any area exceeding a population threshold should be automatically classified as urban.
- Include new parameters**
  - Besides population, Night-time light intensity, Electricity consumption and Income level should also be used to determine level of urbanization.

## Rural and Urban areas

## Read more

- Infilibnet: Defining the Urban India [Link](#)
- Down to Earth : India's Urban-Rural conundrum [Link](#)
- <https://eacpm.gov.in/reports/what-is-urban-rural-india/>

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# Panchayats

## Panchayats

## Concept

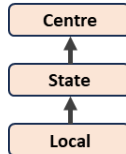
### Principle of subsidiarity

- Problems should be solved at the most local level possible.
- Higher authority should have subsidiary function, i.e. it should do only those tasks which cannot be done at local level.

Child must do his homework himself



Help should be taken only when needed



### Q. Decentralization of power is best associated with which of the following?

- (a) Simultaneous elections
- (b) Centre appointing Governors
- (c) Governors reserving bill for President
- (d) Constitutional protection to local bodies

Answer

- (a) (b) (c) promote centralization of power.  
(d) promotes decentralization of power.

### 2015 Prelims

Fundamental object of Panchayati Raj system is to ensure which of the following?

- 1. People's participation in development
- 2. Political accountability
- 3. Democratic decentralization
- 4. Financial mobilization

Select the correct answer

- (a) 1, 2 and 3 only    (b) 2 and 4 only    (c) 1 and 3 only    (d) 1, 2, 3 and 4

### 2017 Prelims

Local self-government can be best explained as an exercise in

- (a) Federalism
- (b) Democratic decentralization
- (c) Administrative delegation
- (d) Direct democracy

## Panchayats

## Facts for Prelims

- First state to implement Panchayati Raj system? **Rajasthan (Nagaur)** (on 2<sup>nd</sup> October 1959, after BR Mehta Committee)
- First state to implement Panchayati Raj system after 73<sup>rd</sup> amendment? **Madhya Pradesh** (in 1994) [Link](#)
- Viceroy who is called as father of local self govt? **Lord Ripon**
- First municipal corporation in India? **Madras** (in 1688)
- Local self-govt is under which List? **State list** (Entry-5 of List-2)

### Gram Sabha

- It is a body consisting of all adults of a village **FALSE**
- It is a body consisting of all eligible voters in the village **FALSE**
- It is a body consisting of people registered in electoral rolls of the village **TRUE**
- It performs such functions as State legislature provides by law **TRUE**

### 73<sup>rd</sup> and 74<sup>th</sup> amendment

73<sup>rd</sup> amendment started the system of Panchayats **FALSE**

74<sup>th</sup> amendment started the system of Municipalities **FALSE**

### Ministry of Panchayati Raj

It was created in 1993 by 73<sup>rd</sup> amendment. **FALSE**

It is headed by a union minister of cabinet rank. **TRUE**

Part-I	1 - 3	Union & its Territories
Part-II	5 - 11	Citizenship
Part-III	12 - 35	Fundamental Rights
⋮	⋮	⋮
<b>Part-IX</b>	<b>243 - 243O</b>	<b>Panchayats</b>
<b>Part-IXA</b>	<b>243P - 243ZG</b>	<b>Municipalities</b>
Part-IXB	243ZH - 243ZT	Cooperative Societies
Part-X	244 - 244A	Scheduled & Tribal areas
Part-XI	245 - 263	Relation b/w Union & States
⋮	⋮	⋮
Part-XXII	393 - 395	Short title, etc.

⋮	⋮
9 <sup>th</sup> Schedule	Added by 1 <sup>st</sup> amendment
10 <sup>th</sup> Schedule	Added by 52 <sup>nd</sup> amendment (Anti-defection)
<b>11<sup>th</sup> Schedule</b>	<b>Added by 73<sup>rd</sup> amendment (Panchayats) (29 items)</b>
<b>12<sup>th</sup> Schedule</b>	<b>Added by 74<sup>th</sup> amendment (Municipalities) (18 items)</b>

7<sup>th</sup> amendment 1956 deleted Part-IX, among other things.

73<sup>rd</sup> amendment **1992** added Part-IX (Panchayats)

74<sup>th</sup> amendment **1992** added Part-IXA (Municipalities)

97<sup>th</sup> amendment 2011 added Part-IXB (cooperative societies)

1951	1961	1971	1981	1991	2001
1952	1962	1972	1982	1992	2002
1953	1963	1973	1983	<b>1993</b>	2003
1954	1964	1974	1984	1994	<b>2004</b>
1955	1965	1975	<b>1985</b>	1995	2005
1956	1966	1976	<b>1986</b>	1996	2006
<b>1957</b>	1967	<b>1977</b>	1987	1997	2007
1958	1968	1978	<b>1988</b>	1998	2008
1959	1969	1979	1989	1999	2009
1960	1970	1980	1990	2000	<b>2010</b>

Balwant

Ashok

Thungon

Gadgil

Balwant Rai Mehta Committee (by Nehru govt)	1957
Ashok Mehta Committee (by Janata Party govt)	1977
GVK Rao Committee (by Planning Commission)	1985
LM Singhvi Committee (by Rajiv Gandhi govt)	1986
Thungon Committee (by Consultative Committee of Parliament)	1988
Gadgil Committee (became basis of drafting amendment bill)	1988
73 <sup>rd</sup> & 74 <sup>th</sup> amendments passed by both houses	December 1992
Ratification by half the state legislatures	December-April
73 <sup>rd</sup> & 74 <sup>th</sup> amendments got President's assent	20 <sup>th</sup> April 1993
73 <sup>rd</sup> amendment came into force	24 <sup>th</sup> April 1993
74 <sup>th</sup> amendment came into force	01 <sup>st</sup> June 1993
Union Ministry of Panchayati Raj created	May 2004
First National Panchayati Raj day celebrated	24 <sup>th</sup> April 2010

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**Q. What is the significance of 73<sup>rd</sup> amendment?**

**It gave constitutional status to panchayats**

→ States are now bound by Constitution to form panchayats, hold elections, etc.

**It added new part & schedule to Constitution**

→ Part-IX (Articles 243 to 243-O) and 11<sup>th</sup> schedule were added to Constitution

**It strengthened grassroots democracy**

→ It transformed representative democracy into participatory democracy

**It implemented DPSP Article 40**

→ Article 40 directs govt to organise village panchayats as units of self-government

**Q. What are the salient features of 73<sup>rd</sup> amendment?**

- ❑ **Mandatory creation of PRIs**
  - **Article 243-B** mandates creation of Panchayats at three levels (village, intermediate, district)
- ❑ **Election to panchayats**
  - **Direct election** of all members at all three levels
  - **State Election Commission** to conduct elections
- ❑ **Reservation of Seats**
  - **SC/ST** reservation on basis of **proportion** in population
  - **Women** to have at least **1/3<sup>rd</sup> of total seats**
- ❑ **Provision for Funds**
  - **State Finance Commission** to review financial position of panchayats
  - **State legislature** may authorise panchayat to **levy**, collect and appropriate **taxes/duties/tolls/fees**

**Q. Enumerate the compulsory and voluntary provisions added by 73<sup>rd</sup> amendment.**

Compulsory Provisions	Voluntary Provisions
❑ Organize <b>Gram Sabha</b> for village or group of villages	❑ Giving <b>powers</b> & functions to Gram Sabha
❑ Organize <b>panchayats</b> at village, intermediate, district levels	❑ Devolution of <b>powers</b> to perform functions listed in 11 <sup>th</sup> Schedule
❑ Direct election of all <b>members</b> ❑ Indirect election of chair at inter & district level	❑ Manner of election of <b>chairperson</b> of village panchayat
❑ Reserve seats for <b>SC/ST/Women</b>	❑ Reserve seats for <b>backward classes</b>
❑ Establish <b>SFC</b> (5 years) to review financial position	❑ Authorize Panchayats to levy/collect/appropriate <b>tax</b>

**Q. Discuss the significant achievements of 73<sup>rd</sup> amendment. What more can be done?**

**Elections have become free and fair**

→ State Election Commissions have been conducting regular elections to panchayats.  
→ This has ensured that Panchayats become accountable to the people they serve.

**Weaker sections have found strength**

→ Women, SC, ST have found voice due to reservation in Panchayats  
→ 20 states have reserved 50% seats for women in Panchayats [Link](#)  
→ 46% of all panchayat members are women (14.6 lakh out of 31.9 lakh) [Link](#)

**Development has become more inclusive**

→ SC sarpanches have ensured that benefits of govt schemes reaches Dalit areas of the Panchayat

**Grass-root democracy has strengthened**

→ Kerala and Karnataka have devolved all 29 functions of 11<sup>th</sup> schedule to Panchayats

**What more can be done?** (Students can frame points themselves, by looking at challenges)

- ❑ **Capacity development** of PRIs to enable them **to perform functions** efficiently.
- ❑ **Involve people** in planning process to know about **area specific needs**.
- ❑ **Use technology** (ICT, GIS) to plan, implement, and monitor **projects**.
- ❑ **Mandatory Social audit** through Gram Sabha (on lines of **MNREGA**)

**I read I forget, I see I remember** | See explanation video on app "All Inclusive IAS" or website [www.allinclusiveias.com](http://www.allinclusiveias.com)

## Q. What challenges do Panchayats face in functioning as institutions of self-governance?

### FUNCTIONS are not devolved by States

- [State legislatures](#) have not devolved adequate all 29 functions of 11<sup>th</sup> schedule to PRIs
- [Parallel bodies](#), which perform same function as Panchayats, undermines role of Panchayats. [Link](#) [Link](#) [Link](#)

### FUNDS are insufficient and tied

- Panchayats are [dependent on Centre and State govt](#) for funds
- [Funds are tied](#) to schemes leaving little fiscal choice with Panchayats. 60% of Rs 2.4 lakh crore recommended by 15<sup>th</sup> Finance Commission is tied grant for water and sanitation. [Link](#)
- [State Finance Commission](#) is not appointed on time; its recommendations are not implemented by States.
- Panchayats are [reluctant to impose tax](#) on people they live with (also due to low paying capacity).

### FUNCTIONARIES and Infrastructure are inadequate

- Many Panchayats lacks full time Secretary, office buildings, database for planning, monitoring etc.
- Members lack education/training, hence unable to perform functions efficiently.

### Bureaucratic control

- Sarpanches have to [visit Block Offices](#) for funds and approvals.
- Appointment of govt officers as [State Election Commission](#) creates doubt about the fairness of elections [Link](#)

### Elite capture

- Dominant group in village captures power and resources devolved to panchayats
- Developmental work (roads, wells) is prioritized in areas inhabited by upper caste

### Social inequalities

- SC, ST, and Women have limited participation in [Gram Sabha meetings](#)
- [Sarpanch-pati](#) (husband of elected woman) exercise real political power [Link](#)

### Politicization of Panchayats

- Panchayat elections have become arena for political parties, instead of functioning as institute of self-govt.

### Some initiatives

- [eGramSwaraj](#) - Portal to show progress of various activities of Panchayati Raj Institutions [Link](#)
- [Rashtriya Gram Swaraj Abhiyaan](#) - Umbrella scheme to enhance governance capabilities of Panchayats [Link](#)
- [Bhuvan Panchayat](#) - ISRO satellite data helps Panchayats in decentralized planning and asset monitoring [Link](#)
- [People's Plan Campaign](#) - (Sabki Yojna Sabka Vikas) To increase people's participation in preparing Gram Panchayat Development Plan (GPDP) in campaign mode [Link](#)
- [National Institute of Rural Development](#) - For training of all stakeholders related to panchayats (panchayat members, bankers, NGOs, etc) [Link](#)

## Panchayats

## Interview



### Q. India already had Panchayats, then why did 73<sup>rd</sup> amendment create them again?

- 73<sup>rd</sup> amendment was not brought to create Panchayats, it was brought to reform Panchayats.
- Panchayat system that existed earlier had many problems, so 73<sup>rd</sup> amendment tried to solve those problems.

### Q. What kind of problems?

Election of Panch was not free and fair because it was done informally. Weaker sections had no representation as elite groups permanently captured the panchayats. So, basically panchayats acted like institutions for the powerful groups to dominate the village.

### Q. So how 73<sup>rd</sup> amendment tried to solve these problems?

Free and fair elections are ensured by creating an independent State Election Commission. To remove stronghold of elite groups, panchayat seats are reserved for women, SC and ST. However, since the root cause of most problems is the social inequality in villages, real change will come only with social change.

## Panchayats

## Read more

- Munshi Premchand's Panch Parmeshwar [YouTube](#)
- Panchayat must be prudent in their judgement [Link](#)
- PIB 21-03-2023 Strengthening of Panchayati Raj System [Link](#)
- 14 Haryana panchayats decide to 'boycott Muslims' after clashes [Link](#)
- No chair for many Dalit panchayat presidents in Tamil Nadu [Link](#)
- Ambedkar vs Gandhi: The risks of village empowerment [Link](#)
- Panchayats must not be elitist [Link](#)

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