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Constraints of Own Resources Mobilization of Panchayat Samiti (Block) in Howrah District of West Bengal

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Abstract:

During the time of the Rig-Veda (1200 BC), evidences suggest that self-governing village bodies called 'sabhas' existed. With the passage of time, these bodies became panchayats (council of five persons). Panchayats were functional institutions of grassroots governance in almost every village. In the history of Panchayati Raj in India, on 24 April 1993, the Constitutional (73rd Amendment) Act 1992 came into force to provide constitutional status to the Panchayati Raj institutions.

Panchayati Raj Institutions – the grass-roots units of self-government – have been proclaimed as the vehicles of socio-economic transformation in rural India. Effective and meaningful functioning of these bodies would depend on active involvement, contribution and participation of its citizens both male and female. The aim of every village being a republic and Panchayats having powers has been translated into reality with the introduction of the three-tier Panchayati Raj system to enlist people's participation in rural reconstruction. In the State level, Panchayats & Rural Development Department of the Government of West Bengal is the Nodal Agency for Implementation, Supervision & Monitoring of the major poverty alleviation programmes in the rural areas of this State and at the District-level, Zilla Parishad is the implementing agency for the same. Under three-tier system of democratic decentralization, Zilla Parishad is the apex body at the district level followed by Panchayat Samitis at Block level as second-tier and Gram Panchayats, the third-tier.

Own revenue of panchayats comes from tax and non-tax resources including voluntary contributions. Panchayats' tax receipt as well as voluntary contributions depend on rural people's willingness and capacity to pay, which in turn depends on people's saving and investment. The performances of panchayats in respect of own resource mobilization has, however, not been encouraging. Many government studies, e.g. Government of India (2001), Report of the Eleventh Finance Commission, reports of the State Finance Commission, Status Reports prepared by Department of Rural Development reveal that the performance of most of the states in India regarding own resources mobilization is poor. In this background the present study proposes to investigate the trend, pattern and variation and also structural changes of own resources mobilization across panchayat samities in Howrah district of West Bengal.

The structure of own sources revenue in some of the panchayat samiti in the Howrah District of West Bengal changed in the favour of non-tax revenue or against own tax revenue. The compound annual growth rates of Per capita own sources revenue of all the panchayat samiti in the Howrah District of West Bengal is not significant. The tax, non-tax, and total own sources revenue vary across the panchayat samities and also over years for particular district. Per capita own sources revenue of panchayat samiti in the Howrah district of West Bengal belonged to a PCOR group of more than Rs.60 in the recent year(2010-11) where as initially(2006-07) in that PCOR group there was no any panchayat samiti of the district of West Bengal. The panchayat samiti Sankrail continued to remain having highest own sources revenue(Rs 7160461, Rs 10281295, Rs 18721988) where as the panchayat samiti Bagnan-II continued to remain having lowest own sources revenue(Rs 842731, Rs 1035136, Rs 1481570)during 2006-07 to 2010-11

1. Introduction

Panchayat Samiti at the intermediate level (block level) is a nodal agency for implementing the rural development programmes. The powers and duties of this tier of local government are elaborately set out in chapter III, IX and XIV under Section 133 of the West Bengal Panchayat Act, 1973. The Act assigned panchayat samitis the responsibilities of preparation of block level plan of action, implementation of programmes out of funds received from the central and state governments, collection of revenue, convergence of sectoral activities at the block level and supervision of developmental activities taken up by the gram panchayats. In performing these assigned functions and responsibilities, the panchayat samitis in general are even more dependent on government grants. There are overlapping powers of charging levies and fees and tolls among the three tiers. In practice, panchayat samitis do not utilize these levying powers. But some panchayat samitis in the state have been able to earn a good income from their remunerative assets including social forestry, tanks and ponds, ferries etc. But their performance has not been

uniform. The present chapter makes a review of the issues of panchayat Own Resources mobilization of Panchayat Samiti of Howrah District of West Bengal.

Panchayat samiti has discretionary powers of levy of tolls, rates and fees under the West Bengal Panchayat Act, 1973 (Section 133). They are: (i) levy tolls on persons, vehicles or animals at any toll bar established by it or any bridge vested in it or under its management; (ii) levy tolls in respect of any ferry established by it or under its management; (iii) levy the fees and rates like fees on registration of vehicles, fees for providing sanitary arrangement at places of worship, fairs within its jurisdiction, license fees on offensive and dangerous trade renewable annually by panchayat samitis, fees for license for hat or market etc. Besides, panchayat samiti is empowered to borrow money from banks and other financial institutions for the specific schemes and purposes (Section 135A). Under three-tier system of democratic decentralization, Zilla Parishad is the apex body at the district level followed by Panchayat Samitis at Block level as second-tier and Gram Panchayats, the third-tier.

In that chapter we have shown brief descriptions of the sample Blocks in Howrah District (1.2) and then explained the trend and pattern of growth of own resources and own revenue differential (1.3), the structural changes in Panchayat's own revenue over years (1.4); the variation of own sources revenue of Panchayats (1.5); pattern of growth of percapita own resources revenue (1.6); the fiscal autonomy over years (1.7.) and finally the section 1.8 makes the concluding observations.

2. Brief descriptions of the sample Blocks in Howrah District

The District Howrah consists of fourteen major Blocks, namely *Bally-Jagacha, Domjur Jagatballavpur, Sankrail, Panchla, Uluberia-I and Uluberia-II, Bagnan-I, Bagnan-II, Shyampur-I Shyampur-II, Amta-I, Amta-II, and Udaynarayanpur*. Bally-Jagacha CD block consists of rural area with 8 gram panchayats and six census towns: Bally (different from Bally municipality), Chakapara, Chamrail, Eksara, Khalia and Jagadishpur Durgapur-Avoynagar1, Durgapur-Avoynagar2, Nischinda. TOTAL AREA-72.05 SQKM. & LTR-84.44%. Domjur CD block consists of rural area with 18 gram panchayats and sixteen census towns: Domjur, Dakshin Jharpada, Khantora, Bhandardaha, Makardaha, Kantlia, Tentulkuli, Salap, Bankra, Nibra, Ankurhati, Bipra Noapara, Kalara, Kesabpur, Natibpur, and Mahiari. TOTAL AREA-58.33 SQKM & LTR-75.06%. Panchla CD block consists of rural area with 11 gram panchayats and seven census towns: Bikihakola, Beldubi, Jala Kendua, Gabberia, Paniara, Panchla and Sahapur. TOTAL AREA-53.42 SQKM. & LTR-71.42%. Sankrail CD block consists of rural area with 16 gram panchayats and fourteen census towns: Argari, Dhuiya, Andul, Ramchandrapur, Podara, Panchpara, Hatgachha, Jhorhat, Banupur, Sankrail, Manikpur, Nalpur, Raghudebbati and Sarenga. TOTAL AREA-36.64 SQKM & LTR-75.78%. Jagatballavpur CD block consists of rural area with 14 gram panchayats and one census town: Mansinapur. TOTAL AREA-124.89 SQKM. & LTR-71.58%. Amta-I CD block consists of rural area only with 13 gram panchayats. TOTAL AREA-123.65 SQKM & LTR-74.37%. Amta-II CD block consists of rural area only with 14 gram panchayats. TOTAL AREA- 135.42 SQKM & LTR-74.08%. Bagnan-I CD block consists of rural area with 10 gram panchayats and two census towns: Khalor and Bagnan. TOTAL AREA-83.01 SQKM & LTR-76.22%. Bagnan-II CD block consists of rural area with 7 gram panchayats and one census town: Naupala. TOTAL AREA-77.52 SQKM & LTR-75.20%. Uluberia-I CD block consists of rural area only with 9 gram panchayats. The most important village is Bar-Mongrajpur under Hatgacha-1 G.P. TOTAL AREA- 114.38 SQKM & LTR-68.61%. Uluberia-II CD block consists of rural area with 8 gram panchayats and three census towns: Santoshpur, Balaram Pota and Uttar Pirpur. TOTAL AREA-62.98 SQKM & LTR-68.60%. Shyampur-I CD block consists of rural area only with 10 gram panchayats. TOTAL AREA-113.92 SQKM & LTR-72.65%. Shyampur-II CD block consists of rural area only with 8 gram panchayats. TOTAL AREA- 100.25 SQKM & LTR-75.43%. Udaynarayanpur CD block consists of rural area only with 11 gram panchayats. TOTAL AREA-124.80 SQKM & LTR-74.06%. The largest and the smallest populated blocks are Domjur (311432) and Bagnan-II(146298) respectively.

3. The trend and Pattern of Growth of Own Resources and Own Revenue Differential

OWN TAX, NON-TAX AND OWN SOURCES REVENUE: The above table (Table-1) shows the tax, non-tax, and total own sources revenue collected by the blocks of the Howrah district of West Bengal during 2006-07 to 2010-11. In the year of 2006-07 the block Sankrail had the highest own tax revenue (Rs. 4972061) to be followed by the blocks Domjur (Rs. 2833472), and Bally-jagacha (Rs. 1996576). The block Bagnan-II had the lowest own tax revenue (Rs. 290729) to be followed by the blocks Amta-I (Rs. 335950) and Uluberia-II (Rs. 369311). In the year of 2008-09 again the block Sankrail was on the top position (Rs. 6493379) and to be followed by Domjur (Rs. 3957511), Bally-jagacha (Rs. 2690602) on the contrary. The block Uluberia-II had the lowest own tax revenue (Rs. 274785). Again in the year 2010-11 the block Sankrail had the highest own tax revenue (Rs. 9629656) to be followed by the blocks Domjur (Rs. 7149484), and Bally-jagacha (Rs. 3489103). The block Sankrail continued to remain having highest own tax revenue during 2006-07 to 2010-11.

In the year of 2006-07 the block Domjur had the highest non tax revenue (Rs. 3465706) to be followed by the blocks Bally-jagacha (Rs. 2195682), and Udaynarayanpur (Rs. 1282636). The block Shayam pur-I had the lowest non tax revenue (Rs. 343323) to be followed by the blocks Amta-I (Rs. 515789) and Amta-II (Rs. 537904). In the year of 2008-09 as a non tax revenue collector the block Bally-jagacha was on the top position (Rs. 6493379) and to be followed by Domjur (Rs. 4095167), Sankrail (Rs. 3787916) on the contrary the block Shayam pur-I had the lowest non tax revenue (Rs. 498763). In the recent year 2010-11 the block Uluberia-II had the highest non tax revenue (Rs. 21125269) to be followed by the blocks Sankrail (Rs. 9363524), and Domjur (Rs. 5545121). The block Shayam pur-I had the lowest non tax revenue (Rs. 387514) to be followed by the blocks Uluberia-I (Rs. 777694) and Bagnan-II (Rs. 908613).

The above Table-1 shows the block Sankrail had the highest own sources revenue (Rs. 7160461) to be followed by Domjur (Rs. 6299178) and Ballyjagacha (Rs. 4192258) in the year of 2006-07 while in that year the block Bagnan-II had the lowest own sources revenue (Rs. 842731) to be followed by Amta-I (Rs. 851739) and Amta-II (Rs. 994850). In the year of 2008-09 the block

Sankrail had the highest own sources revenue (Rs. 10281295) to be followed by Domjur (Rs. 8052678) and Ballyjagacha (Rs. 7577135). The block Bagnan –I had the lowest own sources revenue (Rs. 1024684) to be followed by the blocks Bagnan-II (Rs. 1035136) and Amta-I (Rs. 1218306)

In the year of 2010-11 the position regarding highest possible own revenue collector was unchanged or exactly same like 2006-07, and 2008-09 while in the case of lowest revenue collector the position was also same like 2006-07 i.e., the highest (Rs. 18721988) and lowest (Rs. 1481570) own revenue collector blocks were Sankrail and Bagnan-II respectively.

The block Sankrail continued to remain having highest total own source revenue during 2006-07 to 2010-11 while in that time period the block Bagnan-II continued to remain having lowest total own source revenue during 2006-07 to 2010-11.

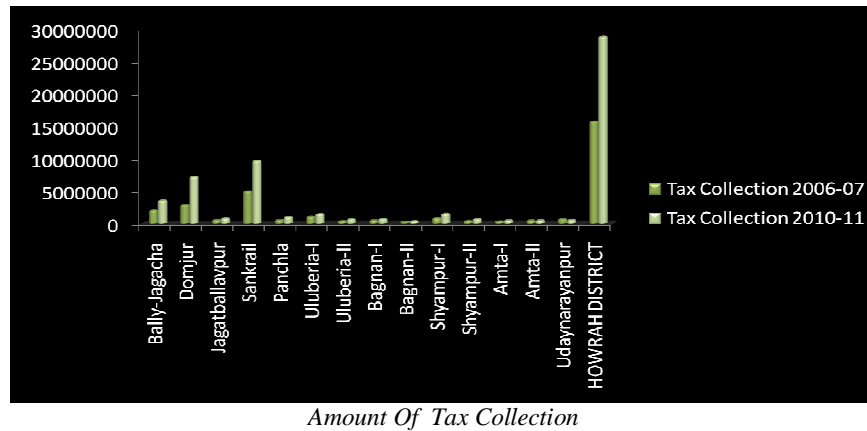
Name of the Panchayat Samiti	Population	Tax Collection				
		2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	164531	1996576	2447134	2690602	3140414	3489103
Domjur	311432	2833472	3081642	3957511	3909727	7149484
Jagatballavpur	225211	533479	576364	428295	562151	774233
Sankrail	290924	4972061	5958435	6493379	8607607	9629656
Panchla	213846	525473	455753	627476	759419	973254
Uluberia-I	182131	1032610	1675853	2214064	1704172	1456090
Uluberia-II	162351	369311	344447	274785	618868	634027
Bagnan-I	191225	489855	561105	508174	678183	669360
Bagnan-II	146298	290729	365521	335858	375553	363329
Shyampur-I	182549	805219	426595	915585	1236255	1477058
Shyampur-II	171078	381524	397246	466668	613535	664912
Amta-I	200164	335950	221213	448733	452532	481945
Amta-II	189259	456946	398572	513680	363426	471288
Udaynarayanpur	172022	654293	583165	449246	480811	534351
TOTAL	2803021	15677498	17493045	20324056	23502653	28768090
Name of the Panchayat Samiti	Population	Non-Tax Collection				
		2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	164531	2195682	2931465	4886533	11000	3928603
Domjur	311432	3465706	3391196	4095167	2486652	5545121
Jagatballavpur	225211	973937	927631	1038902	53739	1527152
Sankrail	290924	2188400	3371062	3787916	62400	9363524

Panchla	213846	783277	692975	1145935	316550	1324315
Uluberia-I	182131	841448	700320	548024	408715	777694
Uluberia-II	162351	813132	1439328	1056654	20100	21125269
Bagnan-I	191225	1147011	1022624	516510	1799956	1334562
Bagnan-II	146298	552002	553124	699278	228950	908613
Shyampur-I	182549	343323	469591	498763	14500	387514
Shyampur-II	171078	629428	918223	772174	160360	1278746
Amta-I	200164	515789	728103	769573	1295038	966599
Amta-II	189259	537904	1107375	810207	7200	1433944
Udaynarayanpur	172022	1282636	1298507	1016203	157602	1013994
TOTAL	2803021	16269675	19551524	21641839	7022762	50915650
Name of the Panchayat Samiti	Population	Total own sources revenue				
		2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	164531	4192258	5378599	7577135	6959913	6970913
Domjur	311432	6299178	6472838	8052678	8841317	11327969
Jagatballavpur	225211	1507416	1503995	1467197	2006265	2060004
Sankrail	290924	7160461	9329497	10281295	12933076	18721988
Panchla	213846	1308750	1148728	1773411	2400099	2716649
Uluberia-I	182131	1874058	2376173	2762088	2380949	2789664
Uluberia-II	162351	1182443	1783775	1331439	1789811	1809911
Bagnan-I	191225	1636866	1583729	1024684	2092003	3891959
Bagnan-II	146298	842731	918645	1035136	1252620	1481570
Shyampur-I	182549	1148542	896186	1414348	2041872	2056372
Shyampur-II	171078	1010952	1315469	1238842	1887134	2047494
Amta-I	200164	851739	949316	1218306	1056671	2351709
Amta-II	189259	994850	1505947	1323887	1677281	1684481
Udaynarayanpur	172022	1936929	1881672	1465449	1857050	2014652
TOTAL	2803021	31947173	37044569	41965895	49176061	61925335

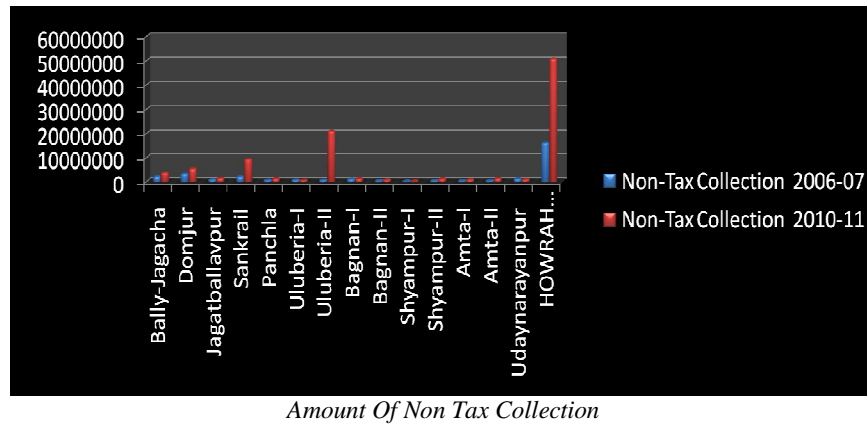
Table 1: Amount Of Collected Tax, Non-Tax And Total Own Revenue Over The Years

Source: Dprdo Annual Report

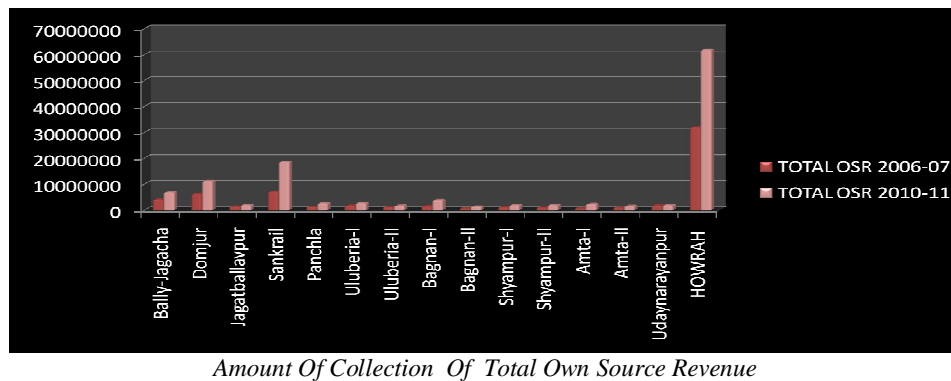
- The graphical representation of the Table-1



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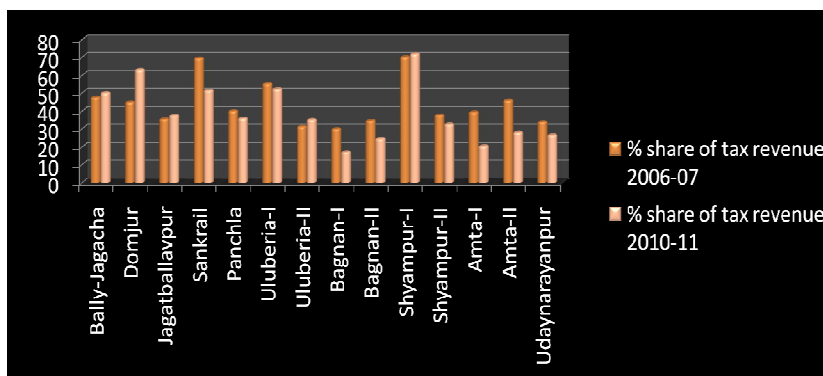
4. The structural changes in Panchayat’s own revenue over years: Structural Changes In Own Sources Revenue Of Panchayats

The above table (Table-2) shows the facts that the structure of own source revenue of panchayats of most of all blocks apart from Bally-Jagacha, Domjur, Shyampur-I, Uluberia-II, Jagatballavpur of Howrah district of the State West Bengal changed in the against of tax revenue while in the case of share of non-tax revenue to the total revenue of the blocks Bally-Jagacha, Amta-II, Sankrail, Uluberia-II, Jagatballavpur has increased. The structure of Own Sources revenue of the blocks Bally-Jagacha, Jagatballavpur, Uluberia-II changed in the favour of tax and nontax revenue to the total revenue. Again the structure of Own Sources revenue of the blocks Panchla and Bagnan-II changed in the against of tax and nontax revenue to the total revenue.

CHANGE OF % SHARE OF TAX & NON TAX										
PANCHAYAT SAMITI	share of tax revenue					share of non-tax revenue				
	2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	47.63	45.50	35.51	45.12	50.05	52.37	54.50	64.49	0.16	56.36
Domjur	44.98	47.61	49.15	44.22	63.11	55.02	52.39	50.85	28.13	48.95
Jagatballavpur	35.39	38.32	29.19	28.02	37.58	64.61	61.68	70.81	2.68	74.13
Sankrail	69.44	63.87	63.16	66.55	51.44	30.56	36.13	36.84	0.48	50.01
Panchla	40.15	39.67	35.38	31.64	35.83	59.85	60.33	64.62	13.19	48.75
Uluberia-I	55.10	70.53	80.16	71.58	52.20	44.90	29.47	19.84	17.17	27.88
Uluberia-II	31.23	19.31	20.64	34.58	35.03	68.77	80.69	79.36	1.12	1167.20
Bagnan-I	29.93	35.43	49.59	32.42	17.20	70.07	64.57	50.41	86.04	34.29
Bagnan-II	34.50	39.79	32.45	29.98	24.52	65.50	60.21	67.55	18.28	61.33
Shyampur-I	70.11	47.60	64.74	60.55	71.83	29.89	52.40	35.26	0.71	18.84
Shyampur-II	37.74	30.20	37.67	32.51	32.47	62.26	69.80	62.33	8.50	62.45
Amta-I	39.44	23.30	36.83	42.83	20.49	60.56	76.70	63.17	122.56	41.10
Amta-II	45.93	26.47	38.80	21.67	27.98	54.07	73.53	61.20	0.43	85.13
Udaynarayanpur	33.78	30.99	30.66	25.89	26.52	66.22	69.01	69.34	8.49	50.33

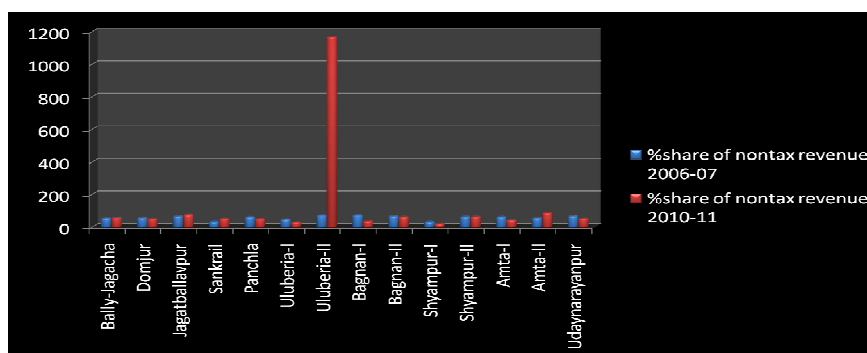
Table 2: Structural Changes In Own Sources Revenue Of Panchayats
Source: Dprdo Annual Report

- The graphical representation of the Table-2



Change Of %Share Of Tax Revenue Over Years

- The graphical representation of the Table-2



Change Of %Share Of Non-Tax Revenue Over Years

5. Variation Of Own Sources Revenue Of Panchayats Across Districts And Over The Years

The above table (Table-3) explains Panchayats tax ,non-tax and total own revenue vary across the blocks of the district and also over years for particular blocks .The coefficient variation over years for individual blocks varied widely. The highest being in the Shayam pur-I and Domjur(41%) for own tax revenue and for the non tax revenue the Sankrail(92%) while for the total own source revenue the Bagnan-I(54%) .The block Bagnan-II recorded the lowest coefficient variation for tax (10%) and Uluberia-I for non tax revenue (27%).The block Udaynarayan Pur recorded the lowest coefficient variation for total own source revenue(12 %).

% OF CV			
PANCHAYAT SAMITI	TAX REVENUE	NON-TAX REVENUE	TOTAL REVENUE
Bally-Jagacha	21.19431629	66.52933464	22.42658564
Domjur	41.30408421	29.84558005	25.00619005
Jagatballavpur	21.84808177	58.90491457	17.37553707
Sankrail	27.02985799	91.96640845	38.04779404
Panchla	30.71629624	46.40603711	36.30179402
Uluberia-I	26.51599285	26.86758095	15.27088156
Uluberia-II	37.11304248	185.8583085	18.94707131
Bagnan-I	15.20638522	40.13166897	53.73327172
Bagnan-II	9.914287396	42.19899441	23.57391337
Shyampur-I	41.57409681	56.53466798	34.66307566
Shyampur-II	25.38519596	54.46211093	29.64734469
Amta-I	27.99314069	34.32584445	47.55323934
Amta-II	13.55135628	70.03390917	20.0452765
Udaynarayanpur	15.11844106	48.85163011	11.64313736

Table 3: Variation Of Own Sources Revenue Of Panchayats Across Districts And Over Years
Source: Dprdo Annual Report

PCOSR OF PANCHAYAT SAMITIES IN HOWRAH DISTRICT OF WEST BENGAL(in Rs)					
PANCHAYAT SAMITIES	2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	25.48005	32.69049	46.05293	42.56	45.36
Domjur	20.2265	20.78411	25.85694	28.42	40.80
Jagatballavpur	6.69335	6.67816	6.514766	8.48	9.73
Sankrail	24.61282	32.0685	35.34014	44.49	64.41
Panchla	6.120058	5.371754	8.292935	11.15	10.67
Uluberia-I	10.28962	13.0465	15.16539	12.11	11.36
Uluberia-II	7.28325	10.98715	8.226071	11.06	134.44
Bagnan-I	8.559895	8.282019	5.358525	11.09	10.62
Bagnan-II	5.760373	6.279272	7.075531	8.56	8.69
Shyampur-I	6.291692	4.90929	7.747772	11.70	10.69
Shyampur-II	5.909305	7.689294	7.241387	11.03	11.36
Amta-I	4.255206	4.742691	6.086539	5.21	7.14
Amta-II	5.256553	7.957069	6.995107	8.66	9.84
Udaynarayanpur	11.25977	10.93855	8.518963	5.60	4.67
TOTAL	11.39741	13.21594	14.97431	16.48	26.61

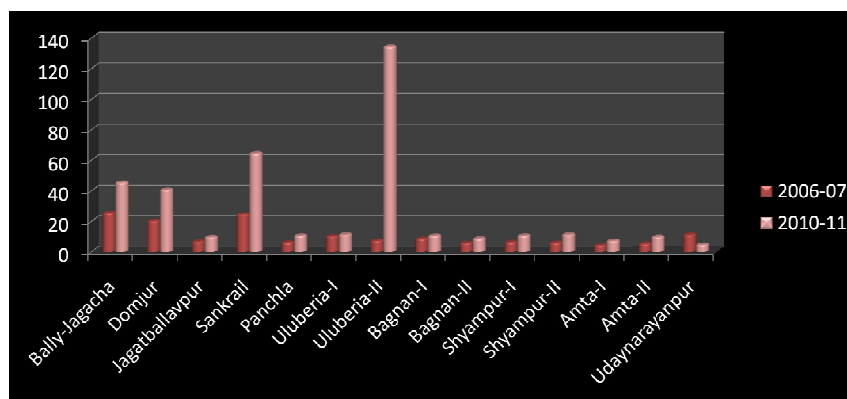
Table 4: Percapita Own Sources Revenue Over The Years
Source: Dprdo Annual Report

6. Percapita Own Sources Revenue And The Pattern Of Growth Of Own Sources Revenue Of Blocks:

The table (Table-4) shows Percapita own source revenue of panchayats varies widely across the districts of West Bengal in our study. In the year of 2006-07 Bally-Jagacha (Rs.25.48)had the highest PCOR to be followed by Sankrail (Rs.24.61)and Domjur (Rs20.22). The block Amta-I had the lowest Percapita own source revenue (Rs4.25). In the year of 2008-09 the highest percapita own source revenue collector was Bally-Jagacha (Rs46.05) and to be followed by Sankrail (Rs 35.34), and WestDomjur (Rs 25.85). The block Bagnan-I was the lowest Percapita own source revenue(Rs 5.35) collector .In the year of 2010-11 we have got

the highest Percapita own source revenue collector was Uluberia –II (Rs134.44) to be followed by Sankrail (Rs.64.41)and Bally-Jagacha (Rs45.36) and the lowest Percapita own source revenue(Rs 4.67) collector was the block Udaynarayanpur.

- The graphical representation of the Table-4



Amount Of Percapita Own Source Revenue

FREQUENCY DISTRIBUTION OF PCOSR					
YEAR					
RANGE in Rs.	2006-07	2007-08	2008-09	2009-2010	2010-11
0-11.99	11(Jblpr,PnchL,Ul-I,Ul-II,Bgn-I,Bgn-II, Shmp-I,Shmp-II,Amt-I,Amt-II, Udnpr)	10(Jblpr,PnchL,Bgn-I,Bgn-II, Ul-II, Shmp-I,Shmp-II,Amt-I, Amt-II, Udnpr)	10(Jblpr,PnchL,Bgn-I, Bgn-II, Ul-II, Shmp-I,Shmp-II,Amt-I, Amt-II, Udnpr)	10(Jblpr,PnchL,Bgn-I, Bgn-II, Ul-II, Shmp-I,Shmp-II,Amt-I, Amt-II, Udnpr)	10(Jblpr,PnchL,Bgn-I, Bgn-II, Ul-I, Shmp-I, Shmp-II,Amt-I, Amt-II, Udnpr)
12-23.99	1(Dmjr)	2(Dmjr,Ul-I)	1(Ul-I)	1(Ul-I)	NIL
24-35.99	2(B-J,Snkrl)	2(B-J,Snkrl)	2(Dmjr,Snkrl)	1(Dmjr)	NIL
36-47.99	NIL	NIL	1(B-J)	2(B-J,Snkrl)	2(Dmjr,B-J)
48-59.99	NIL	NIL	NIL	NIL	NIL
60 AND ABOVE	NIL	NIL	NIL	NIL	2(Ul-II,Snkrl)
TOTAL	14	14	14	14	14

Table 5: Frequency Distribution Of The Blocks Of The District Howrah Of West Bengal By Percapita Own Sources Revenue Of Panchayats
Source: Dprdo Annual Report

The above table (Table -5) describes the frequency distribution of per capita own source revenue of the blocks of the district of West Bengal .It reveals that in 2006-07 eleven blocks of the district namely Jagatballavpur,Panchla,Uluberia-I,Uluberia-II,Udaynarayanpur,Bagnan-I,Bagnan-II,Shyampur-I, Shyampur-II,Amta-I,Amta-II, belonged to the PCOR group below Rs 12. Only two blocks namely Bally-Jagacha And Sankrail belonged to the PCOR group above Rs 24 but below Rs.36.No any block of Howrah district of the State West Bengal belonged to the PCOR group Rs 36 and above.In the year of 2008-09 ten blocks namely Jagatballavpur,Panchla,Uluberia-II,Udaynarayanpur, Bagnan-I,Bagnan-II,Shyampur-I,Shyampur-II,Amta-I,Amta-II, belonged to the PCOR group below Rs 12. And three blocks having more than Rs.12 but less than Rs.36 and only one block namely Bally-Jagacha belonged to the PCOR group above Rs 36 but less than Rs.48.In the year of 2010-11 only two blocks of the district Howrah of the State West Bengal namely Uluberia-II and Sankrail belonged to the highest pcor group Rs.60 and above . and two blocks belonged to the PCOR group above Rs 36 and below Rs.48 those are as follows Domjur and Bally-Jagacha.The ten blocks namely Jagatballavpur, Panchla, Uluberia-I,Udaynarayanpur, Bagnan-I,Bagnan-II,Shyampur-I,Shyampur-II,Amta-I,Amta-II, continued to remain in the lowest PCOR group of below Rs.12. during 2006-07 to 2010-11 on the contrary the block Sankrail continued to remain in a good position during 2006-07 to 2009-10 and in the highest PCOR group of more

than Rs.60 in the year of 2010-2011.And we have got a remarkable change in the block Uluberia -II .In the year of 2010-2011 it is in the highest PCOR group Rs.60 and above while during the year of 2006-07 to 2009-10 it belonged to the PCOR group below Rs.12.

REMARKS	NAME OF THE PANCHAYAT SAMITI	LEVEL OF SIGNIFICANT
		(t-statistic)
STATISTICALLY SIGNIFICANT	Bally-Jagacha , Bagnan-II,	1%,5%
	Uluberia-I Shyampur-I, Amta-I	5%
	Sankrail , Domjur , Jagatballavpur , Uluberia-II	1%,5%
(NEGATIVE GROWTH)		
STATISTICALLY INSIGNIFICANT	Panchla, Amta-II, Udaynarayanpur (NEGATIVE GROWTH), Shyampur-II	
	Bagnan-I(NEGATIVE GROWTH)	

Table 6: Pattern Of Growth Of Own Sources Revenue Ofblocks:
Sources:As Above

The table(Table-6) shows the blocks of the Howrah district of the state West Bengal registered differential growth rate of percapita own source revenue of panchayats during 2006-07 to 2010-11.Five of all the 14 panchayat samities are statistically insignificant for their compound annual growth rate in the level of significance at 5% and 1% level of t statistic , namely they are , Panchla, Bagnan-I, Shyampur-II, Amta-II ,Udaynarayanpur .The statistically significant blocks are , Bally-Jagacha, Jagatballavpur , Uluberia-II ,Sankrail , Domjur, Bagnan-II,Uluberia-I Shyampur-I, Amta-I.The panchayat Samities namely Jagatballavpur , Uluberia-II ,Sankrail , Domjur have negative growth rate but statistically significant.

7. Fiscal Autonomy of the Panchayat Samities

Fiscal autonomy is measured as a proportion of own source revenue in total expenditure of panchayats. Table 7shows the trend of fiscal autonomy and Table-8 shows the frequency distribution of fiscal autonomy of panchayat samities in Howrah District of West Bengal.

FISCAL AUTONOMY					
name of the blocks	2006-07	2007-08	2008-09	2009-10	2010-11
Bally-Jagacha	-----	-----	1.17	0.77	0.94
Domjur	1.59	1.38	0.96	0.96	1.04
Jagatballavpur	1.27	1.58	1.13	1.16	1.04
Sankrail	1.71	1.38	1.27	1.97	1.22
Panchla	-----	1.26	1.01	0.95	1.51
Uluberia-I	1.73	1.29	1.64	1.15	1.55
Uluberia-II	3.01	5.96	1.83	1.03	0.05
Bagnan-I	1.56	1.27	0.54	1.23	2.09

Bagnan-II	1.01	0.91	1.16	1.14	0.84
Shyampur-I	-----	-----	-----	1.74	1.00
Shyampur-II	1.27	0.86	0.70	0.92	1.12
Amta-I	1.50	1.23	0.23	0.80	1.81
Amta-II	-----	-----	-----	1.42	0.96
Udaynarayanpur	1.01	1.56	0.90	1.13	1.14

Table 7: Fiscal Autonomy Panchayats samities in Howrah District of West Bengal.

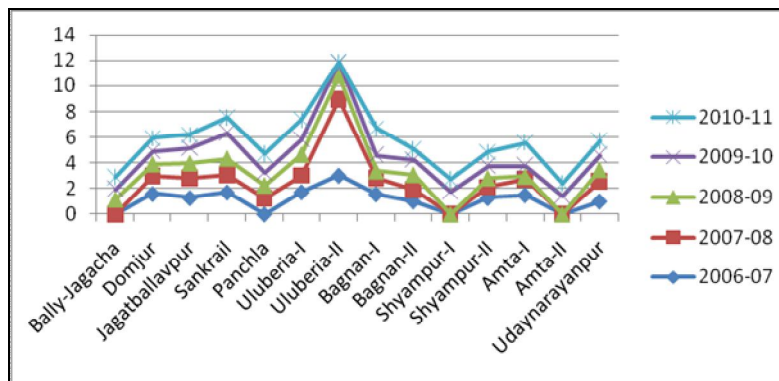
Fiscal autonomy of panchayats was very poor in almost all the selected panchayat samities and it varied substantially across the selected samities over the years .In our study period 2006-07 to 2010-2011 ,in the recent period 2010-2011 only panchayat samity Bagnan-I is in the group more than Rs.2 and 8 panchayat samities are in the group Rs.1 to 2. Five panchayat samities are in the group below Rs.1 .It exhibits the poor strength of panchayat samity of Howrah District of West Bengal.

FREQUENCY DISTRIBUTION OF FISCAL AUTONOMY OF PANCHAYAT SAMITIES					
RANGE (Rs)	2006-07	2007-08	2008-09	2009-10	2010-11
0 TO 1	NA	2(BG-II,SHM-II,	5(DMJ,BG-1,UDNP,SHM-II,AMT-I)	5(BJ,DMJ,PNCHL,SHM-II,AMT-I)	5(SHM-I,UL-II,BJ,AMTA-II,BG-II)
1 TO 2	9(DMJ,JBP,SNK,BG-I,BG-II,U-I,SHM-II, AMT-I,UDNP)	7(DMJ,JBP,SNK,BG-I,U-I,AMT-I,UDNP)	7(JBP,BG-II,U-II U-I, BJ,SNK,PNCHL)	9(JBP,SNK,BG-II,BG-I,U-II U-I, SHM-I,UDNP,AMT-II)	8(JBP,SNK,BG-II, U-I, SHM-I, UDNP,PNCHL,AMT-I)
MORE THAN 2	1(U-II)	1(U-II)	NA	NA	1(BG-I)

Table 8: Frequency distribution of Fiscal Autonomy Panchayats samities in Howrah District of West Bengal

Source: DPRDO ANNUAL REPORT

Fiscal Autonomy Panchayats samities in Howrah District of West Bengal. The Graph as the Table -7



8. Summary & Conclusion

The structure of own sources revenue in some of the panchayat samities in the Howrah District of West Bengal changed in the favour of non-tax revenue or against own tax revenue. The compound annual growth rates of Percapita own sources revenue of the panchayat samiti , Bally-Jagacha, Jagatballavpur , Uluberia-II ,Sankrail , Domjur, Bagnan-II, Uluberia-I Shyampur-I, Amta-I in the Howrah District of West Bengal is significant out of fourteen panchayat samities. The panchayat Samities namely Jagatballavpur , Uluberia-II ,Sankrail , Domjur have negative growth rate but statistically significant. Five of all the 14 panchayat samities are statistically insignificant for their compound annual growth rate in the level of significance at 5% and 1% level of t statistic , namely they are , Panchla, Bagnan-I, Shyampur-II, Amta-II ,Udaynarayanpur .

The tax, non-tax , and total own sources revenue vary across the panchayat samities and also over years for particular district. Per capita own sources revenue of panchayat samiti in the Howrah district of West Bengal belonged to a PCOR group of more than Rs.60 in the recent year(2010-11) where as initially(2006-07) in that PCOR group there was no any panchayat samiti of the district of West Bengal. The panchayat samiti Sankrail continued to remain having highest own sources revenue(Rs 7160461, Rs 10281295, Rs 18721988) where as the panchayat samiti Bagnan-II continued to remain having lowest own sources revenue(Rs

842731, Rs 1035136, Rs 1481570) during 2006-07 to 2010-11. So that we can say non tax revenue plays a vital role with tax revenue. The fiscal autonomy of most of all panchayat samities are very poor over the years which is a poor indicator of sorry state situation of own source revenue Of panchayat samities in Howrah District of West Bengal.

The structure of own source revenue in some of the panchayat samities in the Howrah District of West Bengal changed in the favour of non-tax revenue or against own tax revenue. The compound annual growth rates of Percapita own sources revenue of the panchayat samiti Bally-Jagacha, Domjur, and Sankrail in the Howrah District of West Bengal is significant out of fourteen panchayat samities. The tax, non-tax, and total own sources revenue vary across the panchayat samities and also over years for particular district. Percapita own sources revenue of panchayat samiti in the Howrah district of West Bengal belonged to a PCOR group of more than Rs.60 in the recent year(2010-11) where as initially(2006-07) in that PCOR group there was no any panchayat samiti of the district of West Bengal. The panchayat samiti Sankrail continued to remain having highest own sources revenue(Rs 7160461, Rs 10281295, Rs 18721988) where as the panchayat samiti Bagnan-II continued to remain having lowest own sources revenue(Rs 842731, Rs 1035136, Rs 1481570) during 2006-07 to 2010-11. So that we can say non tax revenue plays a vital role with tax revenue.

Simple reluctance to mobilize revenue, lack of role clarity between tiers, lack of staff support, unviable administrative area, creation of parallel channels of flow of funds are some major factors for eroding the autonomy of the Panchayats. It is clear from the above that the states have not built up fiscal autonomy and fiscal base of the PRIs. The finance is fuel which is indispensable for working the engine in the form of Panchayati Raj Institutions. In this context, Kautilya had reminded us that, "All undertakings depend upon finance. Hence, foremost attention shall be paid to the treasury." Besides mobilization of financial resources, other important aspect is proper management of the mobilized resources by the Panchayats.

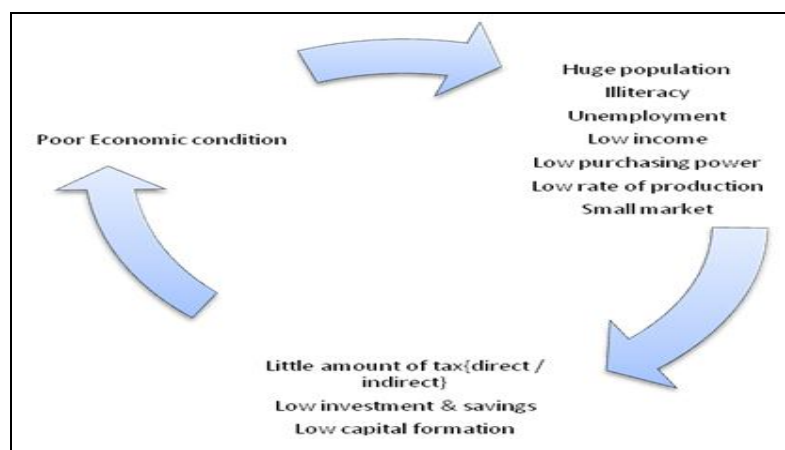
The amount of the development receipts fluctuated over years. This fluctuation makes it difficult to plan and utilize the fund timely and properly for development activity.

Development receipts are available to Panchayat at the last few month of financial year. In other words time spread of external finance is concentrated towards the end of financial year. This creates problem in the implementation of all development programmes in proper time.

In the provision of external finance the requirements of panchayats are not consider at all. External finance is not need based. Developed panchayats are therefore on the way to further growth and the less developed are lagging behind the former.

Apart from these the panchayats are facing another constraints which hamper their growth and development. These are,

The pressure of population explosion which leads to malnutrition, high rate of illiteracy, and high rate of unemployment vis-a vis vicious circle of poverty.



As far as health condition is concern the most of the house hold in the villages do not drink water available from tube well. Most of them use water drawn from well and pond This has been one of the major causes of diseases like dysentery etc.. of the inhabitant of the villages.

As regards occupation pattern it is seen that most of the members of the villages are cultivators. They are mostly dependent on agriculture for their livelihood.

The economic condition of the people is not good at all because a large no. of people live in below poverty line.

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