REVIEW OF THE LITERATURE

Buch Nirmala (2012) in her article written the history of Panchayat Raj & Panchayat Raj structure. She mention that Panchayat Raj structure its contours & authority have however, not been so uninterrupted. The Royal Commission on decentralization said in 1907 that it is most desirable alike in the interest of decentralization in order to associate the people with the local tasks of administration, that an attempt should be made to constitute & develop village panchayats for the administration of local village affairs. She has also reffered in her article B.R.Mehta Committee recommendation of a three tier Panchayat Raj structure. Not only this but also she has also explain the 73rd amendment include the Gram Sabha as the basis of three tier Panchayat Raj.  

Sushil Kumar (2011) written a article on “Poorna Swaraj Through Gram Swaraj” and in this article he has mentioned that rural development is a base of for national development. Indian economy is based on agriculture. Agriculture comprises in Rural area. So why Indias social economical and cultural development in all spheres depends on development of rural India. He has also mention that presently we are having various natural resources that is power, brain & local skill. Even though we are not getting real result of development. So why it is necessary to study the facts about it. While looking into fact it reveals that even though having availability of everything in rural area merely framing development policies at centre without considering locals is adversely affecting on getting real results. Our study reveals that Gram Sabha and its real implementation in rural area is very necessary for over coming all these problems and getting real results for all round development of village, villagers and nation as such. 

Soni Santosh Balaramji (2011) has written a research paper on “Rural Development Through Gram Sabha” and in this research article the researcher has described the problems related to Gram Sabha such as, lack of provision for compulsory attendance of Gram Sabha affects has non participation of villagers in Gram Sabha, non-payment of meeting allowance to villagers adversely affect on attending Gram Sabha by villagers as they goes to work for day to day livelihood earning, lack of presence of superior authority give chance to locals to manage Sabha on papers or under influence which is against the provisions of 73rd amendment, Discussion in Gram Sabha are politically influence, General peoples are not entering in decision
Limited politician with specific interest or intention participates and takes decision accordingly as required by them, lack of full implementation of provisions of 73rd constitutional amendment relates to Gram Sabha, local groupism, castism, internal clashes, unknownness, selfishness influences in decision making, lack of knowledge of powers and responsibilities to members of Panchayat Raj keep’s away to Panchayat Raj from achieving the objectives, recommendations realated to Gram Sabha.

He has also given some of the recommendations for the effective working of Gram Sabha and they are as follows.

1) There should be compulsory attendance voter of village to Gram Sabha.
2) To have active participation of every voter of village in Gram Sabha.
3) To have provision for meeting allowance for full attendance to meeting which will compensate their daily earning & increase presence.
4) Actual Gram Sabha must held & carry as per expectations of 73rd constitutional amendment.
5) No political influence use for Gram Sabha. It must be strictly prohibited.
6) Everyone should be given full chance to participate in Gram Sabha functions.
7) Full transparency must be mention in Gram Sabha.
8) Gram Sabha should not work under influence of any caste, creed, group, internal clashes, unknown ness, selfishness, etc.
9) All the villagers must give knowledge of their power & duties in detail.  

Mishra A.K., Akhtar Naved & Tarika Sakshi(2011) have written a article on “Role of The Panchayat Raj Institutions in Rural Development (An Analytical stusy of Uttarpradesh)” and in the research article the researchers have clearly mentioned that overall development of country is the main objective of Indian Govt. since its independence.Earlier main thrust for development was laid on Agriculture, Industry, Communication, Education, Health & Allied Sectors but soon it was realize that the all round development of the country is possible only through the development of rural India. Keeping this in view Panchayat Raj institutions having introduced under the 73rd amendment Act of the constitutions of India. Rural development includes measures to strength the democratic structure of society through the Panchayat Raj institution (PRIs) it is also includes measure to improve rural infrastructure, improve income of
rural households & delivery systems pertaining to education, health & safety mechanisms. Govt. of India has taken many steps to develop rural India & for this department of rural development has been setup under the control of ministry of rural development. The department through PRIs has launch various development schemes such as “sampoorna swachhta abhiyan, gram vikas yojana, farmer market and live stock market, underground drainages system, construction schemes & so on” through these schemes Govt. of India since to accomplish its dream of rural India’s development. Although some loopholes may also be seen without overcoming these drawbacks govt. of India won’t be able to foster the growth of rural India.  

Murdia Ratna Naik (2005) has presented a paper at the conference on “The Role Of Public Administration In Building A Harmonious Society” to be held in Beijing, China clearly mention that peoples participation in an ongoing process of mobilization and self organization that reshapes the community itself. The process starts with the identification and description of problems, needs and opportunities, continues through grassroots involvement in conception, planning and implementation and carries on through monitoring and evaluation. The present global trend in self-governance is democratic decentralization and strengthening of the local self-government as strong grassroot level institutions with appropriate safeguards for weaker sections. Acquiring a Constitutional status in 1993, the Panchayat Raj Institutions (PRIs, a three tier rural local self government institutions) in India gave the vision of a democratic governance down even to village level (the Gram Sabha) by decentralizing state’s developmental functions, finance and functionaries to PRIs, granting them autonomy so that they function as institutions of self government, securing people’s participations in local development and ensuring accountability and transparency of the govt. to the people. It is not only a system of participative self-governance but it ensures political empowerment to the poor, the marginalized and the oppresses. The Constitution (73rd amendment) Act has made Panchayats instruments of local governance with potential space for women and marginalized groups in the federal set up. It has perceptually widened the democratic base providing the potential for local-level planning and implementation of development programmes. These potentialities include the participation and self-governance by ensuring political empowerment to the poor, marginalized and oppressed – Schedule- Caste, Scheduled-Tribes and women – at grassroot level.
The presented paper is based on a recent study carried out in Maharashtra which attempts to assess the effectiveness PRIs as institutions of self governance.  

Jadhav Abhay M. (2011) written a article on “73rd Amendment Act : An instrument of village development through Gram Sabha clearly trace on the importance of Panchayat System with mentioning that the Panchayat System have been the backbone of Indian Village since beginning of recorded history. Mahatma Gandhi the father of nation, in 1964 had aptly remarked that Indian independence must begin at the bottom and every village ought to be a Republic or Panchayat having powers. Mahatma Gandhiji’s dream has been translated into reality with the introduction of the three tier Panchayat Raj system to ensure peoples participations in rural reconstruction.the passage of the 73rd constitutional Amendment Act. 1992 marks a new era in the federal democratic set up of the country and provides constitutional status to Panchayat Raj Institutions. The rural Gram Sabha must act as rural parliament. He also given more trace on the working of Gram Sabha and hence he explained that Gram Sabha should keep a watch on the progress of Gram Panchayat, whether they are working satisfactorily or not. Gram Sabha should review progress of work done by the Gram Panchayat from time to time. Gram Sabha should give sanction to the expenditure incurred by the Gram Panchayat.  

Hegde N. G. (2005) written a book on “Linkage of Grassroot Level Organisations for Empowering Rural Community” and in this book he has written that over 35% of the rural people in India are living in poverty. While most of the poor are dependent on agriculture, important natural resources required for increasing agricultural production, are in shortage heavily eroded. Hence, the major challenge for agencies engaged in rural development is to provide employment opportunities & food security by making sustainable use of the natural resources & promoting non-farm enterprises.  

He also given more trace on that as Gram Panchayat is the constitutional body to implement various development programmes sponsored by the Government, close co-ordination between people’s organizations, NGO’s and Gram Panchayat, Gram Sabha, can help in efficient implementation of various development progammes. Network of various programmes. Networking of various organizations at the village level and their participation in the Gram Sabha will help in monitoring the working of the Gram Panchayat nad making efficient use of
the resources for the working of the Gram Panchayat and making efficient use of the resources for the benefit of the weaker sections of the society.  

Jha Sourish (2010) has written a article on “Process Betrays the spirit: Forest Rights Act in Bengal” and the researcher explain that the implementation of the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 has created controversy in West Bengal. The grama sabha the basic unit in the process of forest rights recognition, has been replaced by the gram sansad, denoting the village level constituency under the panchayati raj system. This has been followed by contiguous arrangements as well as initiatives which are inconsistent with the Act. All these factors have led to undermining the spirit of the Act to promote community governed of forests, which has invoked stiff opposition from forest dwellers in the region.  

Salvikar Sanjay(2012) in his article on “Gram Sabha A Medium of Development of Village” rightly says that India can become super power by 2020, but efforts are not like that. Basically India is a nation of villages. More than ¾ of the population of India lives in villages. He knew that India can’t develop unless the villages are developed. After independence committees like Balvantray Mehata, Ashok Mehata studied the situation and suggested the division of democratic power. The consequence was that even Grampanchayats got power and Gramsabha controls Grampanchayat like Parliament controls the entire nation. To give power to Grampanchayat 73th amendment was brought in. But it is not serving its purpose. No one is taking these things seriously. The time has come to see the approach of a Sarpanch as the head of Gramsabha and Grampanchayat, because it is just through the Gramsabhas that India can become super power.  

Chandra K-Suman & Annamalai V.(2002) written a research article on “Participation of marginalized sections in Gram Sabha: Rhetoric and reality” and they explained that the devolution process of democracy to people in the real sense should mean that the Panchayat functions as the executive body to give concrete shape to the wishes and aspirations of the village community as represented by the Gram Sabha. The objectives of the Panchayati Raj, thus, is to establish a participatory democracy so that at the village level, the Gram Sabha, consisting of all adult residents of the village should not only deliberate but also participate in the
Gram Panchayat in planning and implementing various programmes for economic development and social justice. On the basis of the experiences derived from the functioning of the Panchayati Raj system over the years it was felt that it needs constitutional backing with main trust on reservation to marginalized sections and participation of people through Gram Sabha and hence resulted in 73rd Amendment. But inspite of 73rd Amendment there are a number of social hurdles in terms of political space for everyone to participate equally.10

In the book entitled “A Hand Book for Gram Panchayats” Mishra Arunkumar (IAS) also mentioned that for the approval of annual budget and user for charges must be done after the discussion in the Gram Sabha. This shows that the Government is also having the importance of Gram Sabha for the development of rural area.11

Morale Suhas R.(2012) written a article on “73rd Constitutional Amendment Act & Gram Sabha” and he rightly explain that Panchayats have been backbone of the Indian village since beginning of recorded history. Mahatma Gandhi the father of nation, in 1946 had aptly remarked that the Indian independence must begin at the bottom and every village ought to be a republic or Panchayat having powers. Mahatma Gandhiji’s dream has been translated into reality with three-tier Panchayat Raj system to ensure peoples participation in rural reconstruction. The passage of 73rd constitutional Amendment Act.1992 marks a new era in the federal democratic set up of the country and provides constitutional status to Panchayat Raj institutions. The Gram Sabha must act as a rural parliament.12

Soni Santosh Balaramji (2012) done a research on “Gram Sabha – Symbol Rural Democracy” and he strongly recommended that the working of Gram Sabha must be realistic and more powers should be given to the Gram Sabha and only with this situation the aim of rural development will be obtain. And for this purpose he has given some of the recommendations related to Gram Sabha such as,: there should be compulsory attendance of every voter of village to Gram Sabha,to have active participation of every voter of village in Gram Sabha, to have provision for meeting allowance for full attendance to meeting which will compensate their daily earning and increase presence, actual Gram Sabha must held and carry as per expectations of 73rd constitutional amendment, no political influence use for Gram Sabha it must be strictly prohibited, everyone should be given full chance to participate in Gram Sabha’s functions,full transparency must be mention in Gram Sabha, Gram Sabha should not work under influence of
any caste, creed group, internal clashes, unknown ness, selfishness and all the villagers must give knowledge of their power and duties in detail.  

Khanna B.S. (1994) is his study on “Panchayat Raj in India” In the eight chapter of Maharashtra reported that the state provide for a Gram Sabha comprised of all the voters, it is presided over by the Sarpancha and failing him by the Upa-Sarpanch. It is required to hold at least two meeting in a financial year. If the Sarpanch or in his absence the Upa-sarpanch fails to hold such meeting, he is disqualified to hold the office the Sarpanch or the Upa-sarpanch. He have doubt whether the institutions of Gram Sabha in the form in which it was originally conceived, would sustain itself, infact, there is no provision for the ‘voters’ assembly in the urban areas. It is disappointing to find that the Gram Sabhas, which have been statutorily empowered to scrutinize the annual administrative reports and accounts of the Panchayats and also consider proposals for fie & taxes etc. have not been meeting at all, inspite of the legal provision that the Sarpanch would lose his position if he fails to call at least two meetings of Gram Sabha annually.

On 26th January 1963 the Ministry of Community Development and Co-operation set up a study team to examine and report on "The Position of Gram Sabha in Panchayati Raj Movement" under the Chairmanship of R.R. Diwakar (1963), a former member of Rajya Sabha, Union Minister and Gandhi an. The Diwakar Committee Report found that "even in those states where the Institution of the Gram Sabha has been introduced by statutes as early as 1947, it cannot be said that the institution had been functioning there in any Real sense of the term. Generally these Gram Sabha meetings are thinly Attended and a quorum is seldom achieved. It also revealed: "One very Important reason why the Gram Sabha failed to attract the villagers is that By and large no effort has been made to discuss and find solutions for their Felt needs and basic problems. In the present, a villager will not get Interested in matters of village development unless his basic problems are Attended to. In areas where this has been tried even to a limited extent, the Attendance at these meetings have improved and the villager has shown Greater interest. It will, therefore, be necessary to develop the Gram Sabha As a forum where people could discuss all their problems relating to the Village. For these discussions to be purposeful, it is necessary to transfer Some of the subjects relating to non-development activities of semi-Regulatory character to the Panchayats".
A case study by Mathur M.V., Iqbal Narain and Sinha V.M (1966) Conducted in the Jaipur District, Rajasthan shows that the Gram Sabha turns Out to be loosely organized, meetings of a handful of persons who talk Amongst themselves about many general topics. 16

Sahai Raghubir (1968) in his study "Panchayati Raj in India" observed that no Gram Sabha meetings were held and even if a meeting was held, people did not evince any enthusiasm for these meetings. 17

According to the Mehta Ashok report (1978) the village committee members should convene the Gram Sabha at least twice in a year to explain to the members the nature of work to be carried out in the village for the ensuing year and also to enlist feedback from the people. 18

Bhargava B.S. in his study (1979) "Grass roots Leadership" stated the Gram Sabha is essentially viewed as an open forum for general review and scrutiny of work done by the Panchayat. Because its views or discussions are not binding on the Panchayat, they have not come to occupy a pivotal position in the Panchayat system. 19

Siva Ramaprasad V. (1981) in his study 'Panchayat of Hyderabad Region' reported that Gram Sabha meetings were attended by not more than four percent of the members in the village. 20

The Rao G.V.K Committee (1990), recommended Gram Sabha for each village consisting of all voters of a village. According to this Committee, Gram Sabha should meet as often as necessary, but the interval between any two consecutive meetings should not be more than six months. The Committee suggested that the identification of beneficiaries should be done in Gram Sabha meetings. The Committee visualized the Gram Sabha as the embodiment of direct democracy. 21

A study done by institute of social sciences (2005) and the report submitted to the planning commission on 6th January 2010. In the chapter 3 namely constitutional Amendment Act: field based observations they examine the issues that are Gram Sabha. Article 243A envisages the constitution with the objective of providing a forum for participation of people in the decision making process. The Gram Sabha may exercise such powers and perform such functions at the
village level as the legislature of a state may by law provide and Article 243 all the states have
given prominence to the Gram Sabha in their respective act.  

Md. Rashid & Dr. Sen Anjana (2010) has conducted a research on “Participatory Panchayat
Raj Institutions and Awareness of Rural Development Programmes in Bihar” and their
recommendations are that it is commonly accepted that rural development has three actors i.e.
officials, elected representatives and villager. Therefore, primary data has been collected from all
of them to know the exact situation of program implementation, and role of Panchayats in the
development of villages. Question was also asked to find out what rural people meant by
development.  