

# Chapter - VI

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### SUMMARY OF THE FINDINGS AND POLICY GUIDELINES

#### 6.1 Introduction

In the directive principles of state policy of the constitution of India. It is stated that, "The states shall take to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as unit of self-government." Panchayat Raj aims at taking democracy to the village level to people's organisation. It was the main recommendation of Balwant Rai Mehta Committee in order to popularise community development projects and make them more effective. Panchayat Raj inaugurated at Nagaur in Rajasthan on October 2, 1959. Andhra Pradesh was the second state in which it was introduced rural peoples' participation in the government. So Gandhiji thought the best way to the success of democracy is to take democracy to the doorstep of the village hut. Balwant Rai Mehta Committee recommended democratic decentralisation of the powers to encourage the introduction of vigorous democratic institution on the village level. Panchayat Raj has three-tier system such as

- 1) Gram Panchayat at the village level
- 2) Panchayat Samittee at the Block/Tehsil level
- 3) Zilla Parishad at the district level.

### 1) Gram Panchayat

Gram Panchayat is the first tier of the Panchayat Raj. All members elected by Gram Sabha by secret ballots. Women members and members of the scheduled castes and tribes generally are co-opted.

Gram Panchayat carries out various functions such as – 1) to promote agricultural sector, 2) rural industries, 3) primary education, primary schools in the village, 4) maternity facilities to women and child welfare facilities, 5) to construct roads, tanks and wells, 6) to create self employment and wage employment opportunities and 7) to carries out other socio-economic programmes at village level such as sanitation.

### 2) Panchayat Samittee

Panchayat Samittee at taluka level <sup>is</sup> supervises various schemes, programmes carried out by the Gram Panchayats . It is the intermediate tier in the Panchayat Raj. It comprises 1) Sarpanchas of Gram Panchayats , 2) Local MPs, MLAs and MLCs and 3) Persons representing women, SC and ST communities.

Panchayat Samittee carries out various functions for the overall development of taluka, such as 1) to develop agriculture and animal husbandry, 2) social welfare activities, 3) to stimulate the growth of local industries, 4) to promote primary education, 5) to create infrastructural facilities, such as rural water supply, particularly drinking water and to create self employment and wage employment opportunities.

Moreover, Panchayat Samittee regulates and supervises the activities of Gram Panchayats .

### 3) Zilla Parishad

The top most tier of this system links between rural local self-government at the lower level, like Panchayat Samittee and State legislature and Parliament. The term of the Zilla Parishad is of five years.<sup>date ?</sup> The functions of Zilla Parishad are basically supervisory in nature. It supervises and coordinates activities of Panchayat Samittees. It prepares various development plans and budgets of Panchayat Samittees.

Thus, Panchayat Raj institution plays important role in the process of rural development such as –

- 1) to devise plan, administrate, mobilize and use of human resources at the village level,
- 2) to initiate decentralise process
- 3) to promote agricultural sector,
- 4) to promote rural industries, particularly agro based industries,
- 5) to utilise local resources, particularly human resources and
- 6) To promote the feeling of co-operative self help in the community.

### 6.1.1 Planning and Implementation of Development Programmes

Real devolution of power is possible when there is chance for a large number of people to participate in the decision making process. Planning from below has been constructed to be the most realistic approach in this regards. Article 243 a of 73<sup>rd</sup> Constitutional Amendment Act envisages devolution of powers and responsibilities in case of Panchayat Raj institution with respect to –

- 1) preparation of plans for economic development and social justice and
- 2) The implementation of schemes in this regards entrusted to them.

The annual plan, perspective plans are prepared by each DPDC through the concerned Government department at district level. Regarding development schemes, most of them operate from outside the Zilla Parishad viz. IRDP, NEP, DPA, Social Forestry etc. The 73<sup>rd</sup> Constitutional Amendment specifically envisages planning at Gram Panchayat/Taluka levels. For this, adequate administrative, technical and financial powers need to be transferred to local bodies at various levels. Government has transferred a large number of plans and agency schemes to Zilla Parishads for execution and maintenance. The state has adopted the principle of District level planning and plans duly prepared and financed by the Zilla Parishad after their adoption by the District Planning and Development Council are included in the

District plan. The Zilla Parishads have been playing an important role in the execution of various extension programme viz. Agricultural extension, Animal Husbandry, Family Planning, Biogas Plant Development, Smokeless Chullahs, Rural Employment Programmes etc. These programmes, which are now being implemented through the Zilla Parishads with the involvement of various agencies, including voluntary organisations in the district. The involvement of co-operative institutions is also very important. The Zilla Parishads are responsible for successful implementation of Kharip, Rabi campaign, minor irrigation works which irrigates less than 1000 hectares, and lift irrigation schemes costing upto Rs. 5 lakh have been transferred to them. In addition, there are many state level schemes like special nutrition programmes, school feeding programmes and special programmes like IRDP, ITDP, DPAP, NREP, Biogas, Jawahar Gram Smridhi Yojana, Swaran Jayanti Gram Swarozgar Yojana etc. which are implemented by the state government through the Panchayat Raj. In addition to the above rural development schemes, there is direct involvement of Panchayat Raj institutions in implementing schemes and development works etc. under developmental department of Ministry.

Though the DPDCs at district level have been formed by government, the Zilla Parishads do play an important role in implementation of 20 point programmes like family planning, IRDP, DPAP, Biogas, Minor Irrigation, Potable Drinking Water Supply in addition

to other extension programmes and full advantage of Zilla Parishad machinery is taken for achieving the target and for successful implementation of various development programmes.

The 73<sup>rd</sup> Constitutional Amendment Act and 74<sup>th</sup> Act make explicitly provisions for District Planning Committees to consolidate the plans prepared by the Panchayats and Municipalities in the district and to prepare a draft development plan for the district as a whole. The present district planning councils do not have municipal representatives and State government functionaries from district bureaucracy dominate more over it. Hence, the provisions of Article 243 D of the 74<sup>th</sup> Constitutional Amendment Act are significant. The preponderance of elected members from Zilla Parishad and Municipalities is likely to give a boost to the process of district planning and would give additional status to Panchayat Raj institutions.

Keeping in view the importance of the Panchayat Raj in the process of the rural development, the Shirol Panchayat Samittee is selected out of 12 Panchayat Samittees of the Kolhapur Zilla Parishad for intensive study. Shirol Panchayat Samittee has been working since 1956 for the development of Shirol taluka. Shirol taluka has 50327 hectares geographical area and as per 2001 census, population of Shirol taluka was 3.05 lakh, of which majority of the population lives in rural area. Moreover, of the total cultivated area (31500 hectares) 15675 hectares brought under irrigation, which accounted for 49.76 per cent.



Moreover, tehsil receives 500 mm annual rainfall. Sugarcane, soyabean, jowar, groundnut are main crops being produced in the tehsil. Moreover, Shirol tehsil consists of 52 villages.

The Shirol Panchayat Samittee is located at Shirol and implements various schemes such as IRDP, Indira Gandhi Housing Scheme, social Welfare Schemes, Biogas, Drip and Sprinkler Irrigation, Agricultural Schemes, Health PWD, Transport, Construction, Dairy and Animal Husbandry, forestry, Education and special component plan, etc. Thus, Panchayat Samittee tries to promote the overall growth prospect of rural area through implementing various schemes.

In order to evaluate the performance of the Shirol Panchayat Samittee in the process of socio-economic development of Shirol taluka, secondary statistical data was collected from annual reports published by Kolhapur Zilla Parishad and Shirol Panchayat Samittee. Moreover, statistical data on revenue and actual expenditure made on various schemes and other relevant items was collected for the period of 1990-2001. The progress of socio-economic development schemes were evaluated during 1990-2001. In order to examine the actual impact of the development schemes on the socio-economic condition of beneficiaries' particularly weaker community, primary data was collected through field survey. Out of total 52 villages under the jurisdiction of the Shirol Panchayat Samitee, five villages namely Shedshal, Sainik Takali, Takwade, Kothali, Shirol were selected which

accounted for nearly 10 per cent to total. Moreover, 130 families were selected from these five villages. While selecting families from each village, a social stratum of the families was taken into account. For this purpose, stratified random sampling technique was made use of. Moreover, primary information about the village and schemes was collected from Sarpanch of the village. For this purpose schedule was prepared to collect primary statistical data from the sample families and Sarpanchs, from these villages under study.

## **6.2 Major Findings of the Study**

1. It was observed that Kolhapur Zilla Parishad has been collecting revenue from the different sources. However, it has been accompanied with the high degree of fluctuations. It was Rs. 279.54 lakh in 1990-91, which raised to Rs. 855.73 in 1997-98 and reduced to Rs. 569.78 lakh in 2000-01. Thus, it showed irregularity in the process of the collection of revenues. Moreover, the grant-in-aid and miscellaneous sources occupied lion share in the collection of revenue. Thus, it reflected the fact that Kolhapur Zilla Parishad has been always relied more upon the mercy of the State government. It has not put its own efforts to raise funds for development and welfare purposes. Zilla Parishad can undertake a numbers of developmental programmes in collaboration with financial corporations, housing co-operatives and the banks.

2. Expenditure on chairman office showed increasing trend. Expenditure on general administration was gradually increased. It was Rs. 14.86 lakhs in 1990-91, which increased to Rs. 37.95 lakh in the year 2000-01. The expenditure on this head increased because various departments administrative functions were increased, which recorded 23.22 per cent growth per annum. On the contrary, expenditure on education was remarkably decreased. It was Rs. 53.31 lakh in 1990, which reduced to Rs. 39.63 lakh in the year 2000-01,
3. Expenditure on building and construction was increased to Rs. 73.38 lakh in 1990-91, which increased to Rs. 76.72 lakh in 2000-01, which showed 104.55 per cent increase during this period and by 9.50 per cent per annum. Moreover, expenditure on public health as its percentage to that total expenditure varied from 1.56 per cent to 1.04 per cent. Expenditure on agriculture as its percentage to the total expenditure increased from 2.18 per cent to 4.24 per cent during 1990-91 and in absolute term, it increases from Rs. 4.94 lakh in 1990-91 to Rs. 16.26 lakh in 2000-01. Thus, rise in the expenditure can be attributed to the increased in the expenditure on miscellaneous items.
4. The comparative analysis of total revenue and total expenditure of Kolhapur Zilla Parishad showed that as compared to expenditure made on the various items, it could not generate the revenue

adequately. In fact, it has been experiencing deficit i. e. total expenditure exceed total revenue for the number of years. It showed that in 1990-91 deficit was to the tune of Rs. 51.76 lakhs and raised to Rs. 67.31 lakh in 1992-93 and Rs. 18.73 lakh in 1999-2000. Nevertheless, Kolhapur Zilla Parishad could succeed in generating surplus for some years. It was Rs. 51.76 lakh surplus in 1990-91, and Rs. 44.58 lakh in 1995-96 and Rs. 631.81 lakh in 1997-98 and Rs. 269.02 lakh in 1998-99 and Rs. 157.00 lakh in 2000-01. Therefore, expenditure revenue ratio did not show any systematic trend during 1990-91 to 2000-01.

5. It was observed that Shirol Panchayat Samittee had to depend on Zilla Parishad for revenue as it has no its own source of revenue. Moreover, it showed that the revenue of Shirol Panchayat Samittee had yearwise fluctuations during the period under study. The proportion of the Kolhapur Zilla Parishad grants was very low to total revenue of grants of Shirol Panchayat Samittee. The grant from State government was also very low during the period 1990-91 to 1994-95. The noteworthy point is that the growth in all types of grant revenue of the Shirol Panchayat Samittee has increased during 1995-96 to 2000-01.
6. Moreover, it revealed that the total expenditure of the Shirol Panchayat Samittee was Rs. 5.54 lakh in 1990-91, which decreased to 8.96 lakh in 2000-01. Shirol Panchayat Samittee has

been playing important role in its jurisdiction area by way of creating infrastructural facilities and implementing development schemes. It has created positive impact on rural development. Panchayat Samittee has started various schemes such as -1) schemes relating to agriculture, animal husbandry, 2) drinking water facility, 3) public health, 4) construction of rural roads, 5) primary school, 6) welfare schemes for backward communities.

7. It is important to note that Panchayat Samittee implements local plan for the overall development, based on local natural resources and human resources. Resource position of the Shirol Panchayat Samittee indicted that revenues made available through Zilla Parishad grant schemes, local tax etc. were subjected to large degree of fluctuations yearly during the period under study. This ultimately affected the decisions to be taken by the Panchayat Samittee. Consequently, expenditure made on various schemes did not show any systematic pattern. It was again subjected to wide fluctuation yearly. In fact, there was mismatch between revenue and expenditure during the period. Therefore, it is an urgent need to maintain stability in the resources to be made available through Zilla Parishad and collected resources be spent on priority wise. While making plan, decision should be made which schemes are

more urgent and which schemes are less urgent. For this purpose, social welfare criteria be used.

8. Gram Panchayats at grass root level play important role to develop rural area. 73<sup>rd</sup> Constitutional Amendment empowers the Panchayat Raj institution and enlarges its resource base. However, it was observed that overall impact on the rural scenario has not been an encouraging one and the infrastructural facilities at the habitation of socially, deprived group continue to be in every poor shape. It was found that some measures/schemes had been taken and some efforts have been made on the part of government and their impact on the socio-economic condition of deprived section of the society however has not become manifested in significant proportion. Hence, the failure of planning to delineate the gains of development has to be viewed. It was observed at the grass root that the development schemes that are made for the socio-economic development of the rural people did not realise their significance, therefore, they fail to attract the people at desirable extent.
9. All the five Gram Panchayats under study no doubt have participated in the process of village development through the implementing various development schemes, sponsored by Governments. State and Central Governments have been spending monetary resource on the development schemes through

Zilla Parishad. Gram Panchayat as grass root institution in the Panchayat Raj system has been implementing various development schemes. In this regard, it is important to note that what extent these schemes have achieved their goals, which impact has been created by the development schemes on the socio-economic condition of deprived classes.

10. It was found that total revenue of Shedshal Gram Panchayat was 354.93 thousand in 1997-98 and Rs. 350.42 thousand in 1998-99 and Rs. 405.69 thousand in the year 1999-2000. In case of Sainik Takali Gram Panchayat, the total revenue has increased from Rs. 210.17 thousand in 1990-91 to Rs. 528.84 thousand by 2000-01. Total revenue of Shirol Gram Panchayat was Rs. 1452.61 thousand in 1993-94, which increased to Rs. 2889.49 thousand in 2000-01. In case of Shirol Gram Panchayat, total revenue was higher than other four Gram Panchayats . In case of Takwade Gram Panchayat, total revenue was Rs. 152.97 thousand in 1990-91, which increased to Rs. 584.62 thousand in 2000-01. Total revenue of Kothali Gram Panchayat has increased along with high magnitude of fluctuations during 1990-91 to 2000-01. It was increased to Rs. 1130.49 thousand showing an increase of 515.36 per cent change and an average annual change was 46.85 per cent.

11. Total expenditure of Shedshal Gram Panchayat increased from 334 thousand in 1990-91 to Rs. 601.81 thousand in 2000-01, showing an increase of Rs. 267.77 thousand, which showed an increase of 180.16 per cent change and 16.38 per cent annual change. In case of Sainik Takali Gram Panchayat, it showed that total expenditure was Rs. 169.66 thousand in 1990-91 and it increased to Rs. 344.41 thousand by 2000-01. Similarly, the position of Takwade Gram Panchayat showed that total expenditure on development schemes has increased from Rs. 152.70 thousand in 1990-91 to Rs. 270.12 thousand in 1998-99. In case of Kothali Gram Panchayat, total expenditure was Rs. 123.92 thousand in 1990-91, which increased to Rs. 785.58 thousand during 2000-01.
12. It was found that majority of beneficiaries (22.3 per cent) who participated in schemes were illiterate persons. While 77.7 per cent beneficiaries were educated from primary to high school education.
13. Moreover, caste wise position of 130 beneficiaries showed that 72 beneficiaries (55.4 per cent) were belonging to open category and 34.6 per cent beneficiaries were scheduled caste. Thus, all families across different castes were taking part in the development schemes being implemented by Gram Panchayats .
14. It was also revealed that, Shirol taluka is a predominant in rural population. As such, agriculture is the main source of their



livelihood and the percentage of cultivators to the total number of worker was 40.8 per cent.

15. It indicted that the majority of the beneficiaries (75.0 per cent) had the nuclear families, 25 per cent beneficiaries had joint families. Thus, it reflects that rural families are now realising the important of small family resulted the growth of the nuclear family.
16. It was observed that income generating schemes have helped to enhance economic condition of beneficiaries. Drip irrigation scheme not only promoted agricultural productivity but also increase income of small farmers. It was found that income level was increased to the tune of 3000, even more, of the farmers who availed the benefit of drip irrigation scheme. Moreover, Rural Artisan Welfare Programme has played important role in generating self-employment opportunities among the rural artisans. Rural artisans have started their own business as result of finance and equipments provided under this scheme. The economic condition of these beneficiaries has been increased. Moreover, rural women were benefited from Women and Children welfare programme. Women could start their owned business thereby improve the economic condition. Thus, these schemes in rural area have been contributing to uplift weaker section economically.

17. It was also observed that the beneficiaries under rural development programmes namely Indira Awas Yojana followed by Housing Projects for SC, ST and specially retired Military man have been benefited. 38 families were provided house sites under housing schemes. Some have constructed new houses and other have made improvement in the old houses.
18. Financial assistance provided under development programmes, helped to increase income and increase standard of living and promoted educational status of beneficiaries.
19. It was also found that the largest proportion of (33.08 per cent) families had the increase in their standard of living. 29.22 per cent families got financial grants and the assets, 14.61 per cent families had got instruments and improved chullahs, and provided training, thereby improve their skill and upgraded the quality of business. Rural artisans were using upgraded techniques for their business.
20. The thrust of the rural development programmes was also directed towards the upliftment of schedule caste and schedule tribes communities. This has installed in these down trodden families the realisation that they had been victims of social inequality and injustice for no fault of their own. These communities have participated in the development schemes and raised the standard of living programmes such as Indira Awas Yojana, Social Welfare Programme, Rural Artisan Welfare Programme, Agriculture

Development Programme helped to improve the condition of weaker section. Moreover, social status increased, health improved, sanitation or cleanliness, status of education level and standard of living increased through the rural development programmes.

21. Development schemes such as Indira Awas Yojana, Social Welfare Programme, national Improved Chullas Rural Sanitation Programmes, women and Child Welfare Programmes, Rural Artisan Welfare Programme and Agriculture Development programme etc. have been contributing to welfare the weaker section economically and socially in rural area. However, the coverage of these programmes was extremely limited.

### **6.3 Policy Guidelines**

The true test of the success of any development programme is that it should survival, grow, spread and become permanent. In other word, it should be characterised by self-sustaining, self-generating and self-perpetuating growth. There should be cumulative growth with rising tempo in each successful field. In other word, an upward trend should be maintained until the particular programme reaches the saturation point by achieving the end set out for it. In addition, the level of interest, skill and information on the part of the people should be develop to such an extent that they would seek new practices methods and programmes

on their own. Local people should share responsibility to make programmes more successful.

Moreover, it was observed from the study that during the process of implementation of the various schemes several distortions were appear and the original objectives of the programme were affected adversely. It was revealed that the actual percolation effect of the programme has been much less. The non-percolation affect of these programmes was due to factor 1) there were leakage in the loans and subsidies granted to beneficiary households and 2) there was misuse of loans. On account of deficiencies in the functioning of development schemes namely development administration, credit institution and Panchayat Raj institution, the non poor were able to grab these loan and subsidies. Moreover, it was also revealed from the study that the benefit of the programme were appropriated by the upper layers of the poors to that extent the poorest of the poor continue to the by passed. Moreover influential members of the village community in collusion with the bureaucracy and officials of concerned departments and credit institutions charge broakage in getting subsidies and credit sanctioned to poorerers.

Unless grass root implementation of the programmes is improved, the percolation effect of schemes/ programmes in term of helping poor to cross poverty line will not show significant result. Therefore, it is an urgent need to proper identification of the poorerers in each village. In this regard Gram Panchayat as grass root institution in the Panchayat

Raj system play important role in identification of poor objectively. Moreover, adequate resources be made available under each programme so that ultimate goals will be materialized. Moreover, an effective supervision is required to examine the actual implementation of the programmes and utilisation of credit and subsidies and to examine what extent the beneficiaries have been benefited from such development programmes.