

CHAPTER - IV
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ANALYSIS AND FINDINGS

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- A) Revenue Pattern of Zilla Parishad
 - B) Expenditure Pattern of Zilla Parishad
 - C) Physical Achievement of Zilla Parishad
 - D) Findings In Brief

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A) REVENUE PATTERN OF ZILLA PARISHAD

INTRODUCTION :

The local government administration, at present, is becoming important not only in Maharashtra but also in India. It is accepted on all hands that only with the help of local self-government, it will be possible to provide the basic amenities in rural areas in the manner in which the people are living in those areas. Under such circumstances, local finance, in many respects is the key to successful local government and it occupies an important place.

The capacity of a local government unit to discharge civic and development activities within its area of jurisdiction is determined by the sources of revenue placed at its disposal. Therefore, if the local government units are expected to play an important role in development, it must have access to adequate finance.¹ Therefore, finance is crucial to any local government.²

Zilla Parishads are one of the vital forms of local Government in India. Financing of Zilla Parishad has become a matter of great concern to all those interested in development and welfare activities. The development of decentralised administration and the establishment of Zilla Parishads (under the pattern of Panchayati Raj Institutions) needed to have new ways and means to discharge the responsibilities. The success of

1 Hicks, U.K., "Local Govt. and Finance in the Developing countries of Common Welth", Oxford University Press, London, 1961, p.277.

2 Meddick, H., "Democracy, Decentralisation and Development", Asia Publishing House, Bombay, 1963, p.134.

these institutions depends on their financial resources and strength. These institutions can be made effective only if they are provided with sufficient resources.

"Financial resources placed at the disposal of each unit of government, have to correspond to the functions and obligations assigned."³ In other words the division of resources, between different governments, must be positively correlated with the division of functions. The resources of the most of the states in general and those of the local bodies in particular, have mostly been found to be lagging behind. Their requirements are continuously on an increase, due to ever increasing functions. Therefore, the rational of the distribution of sources must closely follow the principles adopted in the distribution of functions.

Prof. Adarkar has mentioned three essential features, which should satisfy the efficient distribution of resources between different governments : "(1) independence of responsibility (2) adequacy and elasticity, and (3) administrative economy"⁴.

"Revenue is the necessity of the first order for any system of government. No administration can be carried out without it. Raising money, is in fact, the most important and at the same time the most difficult problem which the local administration has to face"⁵

3 Shah, K.T., Federal Finance in India, D.B. Taraporevala and Sons, Bombay, 1928, p.17.

4 Adarkar, B.P., Principles and problems of federal finance, P.S. King and Sons Ltd., London, 1933, p.218.

5 Dr. Rastogi, K.M., Local finance, Kailash Pustak Sadan, Gwalior, 1967, p.72.

Finance is crucial to any local government system.

The ability of local governments to discharge the functions entrusted to them depends on the adequacy of financial sources. The state government of Maharashtra has, however, not left the Panchayati Raj administration in wilderness in search of revenue. It has made provisions in the Act (The Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961) itself, with a view to give adequate finance to the Panchayati Raj units i.e. Zilla Parishads and Panchayat Samitis. The Zilla Parishads are one of the strongest units of Panchayati Raj Institutions in Maharashtra. The development of a district depends upon its successful functioning. The Zilla Parishads have been created as the developmental agency by the state government which in turn, depends on the income from its own resources and partly on the grants-in-aid given by the state government.

The sections 128 to 131, 143 to 189 and 203 to 214 of the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961, provide for the assets of the Zilla Parishads and Panchayat Samitis. The revenue pattern as provided in the Zilla Parishads and Panchayat Samitis Act, 1961, is naturally based on the recommendations of Naik Committee Report (Shri V.P.Naik was the Chairman of that Committee, Government of Maharashtra, 1961).

The total receipts of Zilla Parishads includes the following major heads :-

- 1) Opening balances, 2) Self-raised resources,
- 3) Government grants and 4) Debts.

Aggregate sources of Zilla Parishad :

The sources of Zilla Parishads are classified into the four main heads :-

- 1) Opening Balances : The first item in the receipts side of Zilla Parishad is opening balances, which adds to total sources of the current year. However, it is not a source of income for the Zilla Parishad. As it is nothing but the unspent amount of the previous year which can be used during the succeeding year.
- 2) Self-raised sources : This is an important source of receipts of the Zilla Parishad. It includes fourteen (14) items of revenue of the Zilla Parishad e.g. taxes and fees, local fund cess, local rates, medical etc.
- 3) Government Grants : The income by way of government grants is another important source for all Zilla Parishads in Maharashtra. The Act 1961 provides for twelve different types of grants e.g. purposive grant, establishment grant, plan scheme grant, agency scheme grant etc.
- 4) Debts : The capital income of the Zilla Parishads is given in this section which has two sub-sections viz. (a) loans and advances and (b) deposits and advances.

Analysis of Aggregate Sources or Total receipts of

Sangli Zilla Parishad :

The total receipts of Zilla parishads includes the opening balances; self raised sources; government grants; and debts of the

Zilla parishads. The data about total receipts of Sangli Zilla Parishad for the period of the five years from the year 1980-81 to 1984-85 are presented in the Table 4.1. The average amount of the total receipts is given in this table. Also the percentage of the growth in total receipts taking 1980-81 as the base has been calculated for all the years along with average annual growth in total receipts.

TABLE 4.1 : Total receipts of Sangli Zilla Parishad
Base year 1980-81.

(Rs. in lakhs)		
Year	Amount	Growth Rate Percentage
1980-81	1604.48	100.00
1981-82	1732.83	107.99
1982-83	1914.75	119.33
1983-84	2128.41	132.65
1984-85	2522.62	157.22

Annual Average Amount	1980.62	

Increase (+) or
Decrease (-) in
1984-85 over
1980-81

a) Amount	=	+ 918.14
b) Percentage	=	+ 57.22
c) Annual Average Percentage	=	+ 11.44

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SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

The average annual total receipts of this Zilla Parishad comes to Rs.1980.62 lakhs. The total receipts for the first three years (1980-83) are smaller than this average while for the last two years (1983-85), it is higher than this average. The another feature of total receipts is continuously increased over the period of study. From the above table it is evident that the total receipts of this Zilla Parishad seems to have increased by about 57 percent over this period, being Rs.1604.48 lakhs in 1980-81 and Rs.2522.62 lakhs in 1984-85. Net increased amount of total receipts is Rs.918.14 lakhs during the five years from 1980-81 to 1984-85.

The annual average growth rate comes to 11.44 percent. However, the rate of growth in the total receipts is not uniform during all the five years as it is as high as about 24 percent between 1983-84 and 1984-85 as against the lowest growth rate about 8 percent between 1980-81 and 1981-82. As it is seen from Table 4.1 its trend is steadily increasing during the study period. It shows increasing trend in both i.e. absolute and relative terms.

1) Opening Balances :

It is not a source of income because it is nothing but the unspent amount of the previous year which can be used during the succeeding year. Therefore, it does not require further analysis.

2) Self-raised Sources :

This is an important source of receipts of the Zilla Parishad. The revenue received by the Zilla Parishads by the

authority vested in it under sections 128 to 131 and section 151 to 159 and section 179 of the Zilla Parishads and Panchayat Samiti's Act 1961 is put under the category of self-raised sources. This head includes following fourteen (14) items of revenue :-

- (1) Taxes and fees,
- (2) Local fund cess,
- (3) Local rates,
- (4) Interest,
- (5) Police,
- (6) Education,
- (7) Medical,
- (8) Public health,
- (9) Agriculture,
- (10) Animal husbandry,
- (11) Industries and cottage industries,
- (12) Public works,
- (13) Pensions and
- (14) Miscellaneous receipts.

Out of the above fourteen items of revenue including (a) local rates and (b) police, which bears no income. And hence, in the budgets of Zilla Parishads after 1965-66 these two items were dropped. There is one more item namely, industries and cottage industries, the income from which has been transferred to the state government since 1973. Therefore, there is no income from this source to the Zilla Parishads since 1973 onwards.

The explanation in brief, of the remaining eleven items of the self-raised sources is given below.

(1) Taxes and Fees :

Section 157 of the Act 1961, provides a fairly long list of items for imposing taxes and fees by the Zilla parishads within its jurisdiction. The Zilla parishads can impose the following taxes.⁶

- (a) a tax on persons carrying on any profession, trade calling or employment within the Zilla parishads jurisdiction;
- (b) entertainment or amusement tax;
- (c) a pilgrim tax;
- (d) a general water tax;
- (e) a special tax on lands or building; and
- (f) any tax which can be imposed by the state government with its prior permission.

The Zilla parishads can also impose the following fees under the same section of the Act 1961.

- i) A licence fee on brokers, commission agents, weightmen or measures, practicing their calling therein.
- ii) A market fee for the right to expose goods for sale in the market or for the use of any building or structure therein.
- iii) Fees on registration of animals sold in the market.

6 Section 157 of the Maharashtra Zilla Parishads and Panchayat Samitis Act 1961, Published in Manual Vol.I, 1965, p.145.



(2) Local Fund Cess :

This is the most important item of self-raised sources. The section 144 to 152 of the Zilla parishads and Panchayat Samitis Act, 1961 of Maharashtra State is applicable to all Zilla parishads in the state. This section makes every landholder, within the jurisdiction of the Zilla Parishads, liable to pay a cess of twenty paise per one rupee of the land revenue or rent or lease money payable in respect of such land.

Section 155 of the Act (1961) gives the authority to all the Zilla Parishads to increase this rate of cess. Since 1962 the rate of local fund cess is increased five times upto 1985. For the first time this rate was increased by Rs.0.40, during the year 1966, for 1968 and 1975 it was increased by Rs.0.30; 0.40 and Rs.0.50 respectively. This rate was reached upto Rs.2.00 in the year 1985.

The first assessment of cess was done by the state government and hence it was uniform for all Zilla Parishads in Maharashtra.

The subsequent changes were made by the individual Zilla parishads by passing the resolution and by getting the sanction from the state government. During the financial year 1963-64 each Zilla Parishad has exercised its power to increase the cess in different degrees. Before the year 1974-75 the limit of increased cess is upto 100 paise per one rupee of land revenue. On the basis of increased local fund cess Zilla parishads have

got the Incentive grant from the state government. In that time the formula of sanctioning Incentive grant was as follows.

- i) Increased the rate of cess upto 40 paise = 0 paise
- ii) Increased the rate of cess from 41 to 100 paise = 100 paise

In the year 1974-75 the limit of increased cess was extended upto 200 paise. At that time, the formula of Incentive grant to be given to Zilla parishads was also changed by the state government. This new formula is as under :

- i) Increased the rate of cess upto 50 paise = 0 paise,
- ii) Increased the rate of cess from 51 to 100 paise = 75 paise,
- iii) Increased the rate of cess from 101 to 200 paise = 100 paise.

We can say that this new formula of Incentive grant is not encouraging one. Because at one place state government gives power to Zilla parishads for increasing local fund cess and at other place it gives limited Incentive grant. The amount of local fund cess is given on the basis of the collection. But the Zilla parishads in Maharashtra demanded that, it must be given on the basis of demand and not on the collection. This is the genuine demand of the Zilla Parishad's.

The local fund cess forms one of the biggest part of the self-raised sources of the Z.P's. It also amounts to an assured source of income.

(3) Interest :

The Zilla parishads get interest on their amounts deposited in the banks. As a rule, the district fund,⁷ which comprises of all

7 Section 130 of the Maharashtra Zilla Parishads and Panchayat Samitis Act 1961.

receipts of Zilla parishads and Panchayat samitis under it, are deposited in the treasury. Only those receipts which are paid through the banks by the persons like contractors, the tax bidders, etc. bear this income from interest. This amount is in the bank and that too in current accounts only. This explains the negligible small interest that accrues to the Zilla Parishad. But even the district fund can be kept in the bank to which the business of government treasury is made over.⁸

(4) Education :

Education is the biggest portfolio handed over to the Zilla parishads. But it is not a big source of income for the Zilla parishads. This income is derived from the fees received from the schools run by the Zilla parishads. Due to liberal and compulsory education policy of the government of Maharashtra very few students are eligible for payment of tuition fees. From fees and such other minor fees are paid by all the students, the income from sale proceeds of basic training schools, etc; account for the income from education.

(5) Medical :

This source of income includes the income received by the Zilla Parishad from hospital fees, sale of medicines, from donations and contributions and miscellaneous incomes.

(6) Public Health :

This includes income from faris and contribution and donations for the public health schemes etc. The classification

between medical and public health is not clearcut and one finds common sub-headings namely : (i) donations (ii) contributions, (iii) miscellaneous and (iv) other income.

Under both the main headings, there is no rule as to what income is to be treated as miscellaneous income of medical and what is to be treated as miscellaneous income of public health.

(7) Agriculture :

It accrues income from agriculture, school fees, from Vidya mandir, agricultural plots, fees, received from farmers participating in crops contest, the rent charged under crop protection schemes of the Zilla Parishad and such other miscellaneous items.

(8) Animal Husbandry :

It is closely connected with agriculture but separately managed department. Every Zilla Parishad manages a few veterinary dispensaries within its jurisdiction. The form fees received from the owner of the sick animals which are brought for veterinary service, the income from the animal exhibitions, the sale proceeds of poultry farms owned by Zilla Parishad forms an income under this item.

(9) Public Works :

The income under these category includes rent from land, buildings, machinery and instruments owned by Zilla Parishad's

sales proceeds of old property, sales proceeds of trees and fruits, fees charged for the use of Ghats both on roads and rivers, fees from Dharmashala's or Sarai's and Rest houses and such other items.

(10) Pensions :

The State Government while transferring the services of its confirmed staff to the Zilla Parishads is still left with the responsibility of pension provisions of such staff. The Zilla Parishads; however, were responsible for making provision for provident fund of primary school teachers. However, the employers contribution being a grantable item could be shown under this item.

(11) Miscellaneous :

This item is a Pandora's Box which contains each and everything which cannot be or has not been shown against other items. As such, whenever there is any doubt about the nature of income it could be safely put under this heading. It naturally follows that such amount is readjusted again after receiving the proper advice to that effect. This is accrued mainly from house rent under Community Development Programmes, sale of unuseable property, realisation of excess payment, sale of receipt books, printing press, sale of magazines etc.

Analysis of the Aggregate Self-raised Sources :

All above explained items together form the aggregate self-raised sources. The data about aggregate self-raised sources of Sangli Zilla Parishad for the period of five years

**TABLE 4.2 : Aggregate self-raised sources and its percentage to total receipts,
Base year 1980-81.**

(Rs. in lakhs)

Year	Amount Rs.	Growth rate	Total Receipt Rs.	Percentage of 2 to 4
1	2	3	4	5
1980-81	61.06	100.00	1604.48	3.81
1981-82	98.47	161.26	1732.83	5.69
1982-83	79.94	130.92	1914.75	4.17
1983-84	82.95	135.85	2128.41	3.89
1984-85	92.17	150.95	2522.62	3.65
Annual average amount and percentage				4.24
Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount = +31.11				
b) Percentage = +50.95				
c) Annual average percentage = +10.19				

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

from the year 1980-81 to 1984-85 are presented in Table 4.2. The average amount of aggregate self-raised sources of this Zilla Parishad for the period of five years is given in this table. Also the percentage of growth in aggregate self-raised sources for all

the years along with average annual growth in aggregate self-raised sources. The percentage of aggregate self-raised sources to the total receipts is also given in this table. The different items of self-raised sources have been explained above; here the attention is focussed on the aggregate self-raised sources and to find out the place of aggregate self-raised sources in to the total receipts of this Zilla Parishad.

The average annual aggregate self-raised sources of this Zilla Parishad comes to Rs.82.92 lakhs. The annual aggregate self-raised sources during the first year (1980-81) and during the year 1982-83 are lower than this average. However, it is higher than this average for the years 1981-82 and 1984-85. But in the year 1983-84, it is slightly more than this average. From the above table it is evident that the aggregate self-raised sources of this Zilla Parishad seems to have increases by about 50.95 percent over this period being Rs.61.06 lakhs in 1980-81 and Rs.92.17 lakhs in 1984-85 (increased amount 31.11 lakhs). The amount received through self-raised sources does not show any clearcut trend over the period of five years as there are ups and downs in this amount. The annual average growth rate comes to about 10 percent, though the rate of growth in the total self-raised sources was not uniform during all the years as it was as high as about 61.26 percent between 1980-81 and 1981-82 against the lowest and negative growth rate about (-30.34) percent between 1981-82 and 1982-83.

The average of percentage of aggregate self-raised sources to the respective total receipts of this Zilla Parishad for five years seems to be slightly more than four percent (4.24). During the year 1981-82, the percentage of self-raised sources to total receipts was higher than this average percentage and for the remaining four years it was lower than this average percentage. The percentage of self-raised sources to total receipts does not show any clearcut tendency or trend over the period of five years, as it increases in the one year only (1981-82); but again decreases steadily the subsequent year.

The following are the reasons for negative and changing trends.

- i) Local cess was not fully received in 1982-83 to the Zilla Parishad.
- ii) In the 1982-83 the Zilla Parishads has given concession to the farmer in regard of local cess due to the drought.

3) Government Grants :

The income by way of grants from the state government is the most important source for all Zilla Parishads in Maharashtra. It is not only important source of revenue but also a striking feature of the Zilla parishad budgets. In this connection Mr. Sidney Webb remarks that "In reality, the grants-in-aid is the necessary hinge in the flap".⁹ He thought it to be a device to establish control without adopting the bureaucratic system.

9 Sidney Webb, Preface to National and Local Finance; King and Sons Orcharch House, West Minister, London.

The system of grants-in-aid can also be used as an effective weapon of mitigating regional inequalities.

It will be interesting to note that articles 45 and 46 of the Indian Constitution, deal with the national minimum standards, to be aimed at in respect of education and health, by the state governments and the local bodies. Article 45 : The state shall endeavour to provide within a period of 10 years from the commencement of this constitution and it is continued every 10 years, for free and compulsory education for all children, until they complete the age of fourteen years. Article 46 : The state shall regard the raising of nutrition and the standard of living of its people and the importance of public health, as among its primary duties.¹⁰

If the responsibilities of the local bodies to discharge these functions are to continue, then the state government must come towards with its assistance by way of adequate grants-in-aid.

Meaning :

Grants-in-aid may be defined as the sum of money assigned by one of the governmental authority to another either out of its exchequer or out of the sources specially designated. The system of grants-in-aid generally aims at supplementing the sources of finance of the recipients, so as to enable them to perform their functions satisfactorily.

10 Dr.Pandey V.K.,Municipal Finance in Maharashtra, M.U. Publication Iasuiad Printing Press A'bad 1963, p.27.

In the Panchayati Raj system it is much more than a mere hinge in the flap. It is the very base of the Panchayati Raj structure. This will be clear from the study of nature of grants-in-aid of the Zilla Parishads.

The Maharashtra Zilla Parishad and Panchayat Samitis Act 1961 provides for twelve different types of grants, which are as follows :

- 1) Purposive grant,
- 2) Establishment grant,
- 3) Plan scheme grant,
- 4) Agency scheme grant and in other grant,
- 5) Stamp duty grant,
- 6) Land revenue grant,
- 7) Equalisation grant,
- 8) Deficit adjustment grant,
- 9) Local cess matching grant,
- 10) Incentive grant,
- 11) Block grants,
- 12) Forest revenue grant.

The explanation in brief of the above items of grants is given below.

1) Purposive Grant :

Purposive grant is paid under Section 182 to the Zilla Parishads for specific works and development schemes transferred by the state government under the provisions of the Act. It is

given hundred percent of the total expenditure of the transferred work or scheme. By Maharashtra Act No.15 of 1974, the amount of grants was made equal to the committed expenditure which may be incurred in respect of such works or schemes.

The percentage of purposive grants to the total receipts of Zilla Parishads are about 50 percent and to the total grants are about 70 to 80 percent. It seems that during 1980-81 to 1984-85 the purposive grants were released on a large scale basis. The most part of this grant is utilised on education head by the Zilla Parishad.

2) Establishment Grants :

The Zilla parishads receive 75% of the establishment expenditure arising out of the transfer of class III and IV servants of the state to Zilla parishads.¹¹ This is utilised for salaries of such staff only. Under the provisions of Maharashtra Z.P. and P.S. Act, 1961, the establishment grant was given to Zilla Parishads at the rate of 75% at the average annual cost on account of salaries and allowances in respect of posts held by government servants transferred to them. This provision was subsequently revised and expanded in the year 1970, so as to include posts which were subsequently created by Zilla Parishad with the approval of the government. By Maharashtra Act No.15 of 1974, this grant is made equal to the average cost on account of the salaries and allowances.

11 See 183, Op. Cit. Act 1961.

This is second important source of grants, its percentage to the total receipts is about 7 to 10 percent and to the total grants about 10 to 15 percent in Sangli Zilla Parishad.

3) Plan Scheme Grant :

It is another item which floods the district fund of the Zilla parishads. It is paid to finance the Z.Ps. for such work and development schemes relating to any subject enumerated in the district list as are included in the development plan of the state.¹² Section 187 of Maharashtra Z.P. and P.Ss. Act, 1961 provides for the grants for the plan schemes carried out by Zilla parishads for all transferred plan schemes and works, a plan scheme grant is given to Z.Ps. at the rate of 100 percent by making provision under the plan scheme budget.

The percentage of plan scheme grant to the total receipts is about 5 percent in Sangli Zilla Parishad and the percentage to total grants is about 5 to 10 percent during the years 1980-81 to 1984-85.

4) Agency Scheme Grants :

These grants are received from the concerned departments of the state government through the state finance department, for the departmental works and schemes which are to be executed through the Zilla parishads. They are family planning programme, leprasy eradication schemes, farm development schemes, etc.

12 Section 187, Ibid.

This grant is received to Sangli Zilla Parishad during five years from 1980-81 to 1984-85.

5) Other Grants :

Other grants include the following grants :-

Stamp Duty Grants :

Stamp duty grant charged under section 158 at the rate of half percent on the value of the property transferred or on the mortgagage value of property.¹³ This amount is collected by the state government and as per the collection in each district the respective Zilla Parishad is given the grant equal to this amount. This grant is actually the part of the taxes and fees levied by Zilla Parishads or levied by the state government for Z.Ps. and collected by the same. Hence the provision regarding the same is included in the chapter of Z.Ps. and P.Ss. Act, 1961 deals with taxes and fees. But in the budgets of the Zilla parishads, it is included and shown in the amounts of grants. The amount of this grant depends upon the transactions during every year and is therefore extremely uncertain.

6) Land Revenue Grant :

Every Zilla Parishad is given 70 percent of the total land revenue collected within its jurisdiction during the previous year.¹⁴ This grant is a big source of income for Zilla Parishad. But this grant was discontinued by the government from 1975 onwards as per the amendment made to the section 180 of the Maharashtra Zilla Parishad and Panchayat Samitis Act 1961, in 1974

13 Section 158, Ibid.

14 Section 181, Ibid.

7) Equalisation Grant :

Equalisation grant is given to those Zilla parishads which are not in a position to get at least Rs.2/- per capita income from land revenue grant.¹⁵ According to section 181 of the Maharashtra Z.Ps. and P.Ss. Act 1961, the quantum of equalisation grant is fixed for a period of five years on the basis of the average of realisations during the preceding five financial years. This grant is also stopped by the government from 1975 onwards as per the amendment made to the Sec.180 of the Act, 1961 in 1974.

8) Deficit Adjustment Grant :

The State Government of Maharashtra undertook to cover in full the financial deficit of the Zilla Parishad for the first five financial years. Hence, it paid this grant for the purpose of execution and maintenance of such works and development schemes (including the cost of the staff) as the state government determines, at the requisite level of efficiency.

As per the section 184 of the Maharashtra Zilla Parishad and P.S.Act 1961, the deficit adjustment grant was given to Zilla Parishad to cover deficits in committed expenditure. However, in revised financial arrangements brought into the effect from 1st April 1968, this grant is discontinued by the state government.

15 Section 181, Ibid.

9) Local Cess Matching Grant :

Local cess matching grant is paid to the Zilla parishads in accordance with the cess imposed by them.¹⁶ The state government pays amount of the local cess grant by using the following formula :

- (1) Local cess upto 50 paise = 0 paise
- (2) Local cess from 51 paise to 100 = 75 paise
- (3) Local cess from 101 paise to 200 = 100 paise

This formula is used from 1974-75 in that time the limit of cess increased upto 200 paise. Above mentioned formula is not encouraging to Zilla Parishads.

10) Incentive Grants :

Incentive grants are paid to encourage the speedy development within the district.¹⁷ The grant worthiness is decided by comparison of the progress within different Zilla Parishad or Panchayat Samitis. This grant is given to the Zilla parishads for progress achieved in the local works programme. This grant is always less than one lakh and hence very negligible as far as Zilla parishads are concerned.

11) Block Grants :

Block grants are given to the Panchayat Samitis through the respective Zilla parishads and it is the exclusive right of the Panchayat samitis to utilise the same.¹⁸ However, the Z.Ps. can and do divert this grant from one Panchayat Samiti to another in case if it is not in a position to spend the amount.

17 Section 186, Ibid.

18 Section 188, Ibid.

12) Forest Revenue Grant :

It is paid at the rate of 5 percent of the forest revenue collected within the district with a view to compensate the loss of the land revenue cess. Larger area under forest naturally reduce the land revenue and also the cess. But the rate of five percent of forest revenue is not enough to cover the loss. It should be extended upto ten percent. This grant comes under the heading 'Other grants'.

Analysis of Aggregate Grants :

The different components of grants, namely, 'purposive grant, establishment grant, plan scheme grants, agency scheme grants and other grants have been discussed above. Now, let us examine the place of the source of income 'Grant-in-aid' in the total receipts or income of the Zilla Parishad, Sangli. Hence, we should bring together the income received to Sangli Zilla Parishad by way of different grants, as mentioned above, under the heading 'Grants-in-aid'.

The grants in general account for about 70 percent of Zilla parishads total receipts. It is nearly seven times of the self-raised resources of Zilla parishads. The data about total grants of Sangli Zilla Parishad for the period of five years from the year 1980-81 to 1984-85 are presented in Table 4.3. The analysis of Table 4.3 would bring out the role of grants in the financial structure of Sangli Zilla Parishad.

TABLE 4.3 : Aggregate government grants and its percentage to total receipts, Base Year 1980-81.

(Rs. in lakhs)

Year	Amount Rs.	Growth rate	Total receipts	Percentage of 2 to 4
1	2	3	4	5
1980-81	1075.44	100.00	1604.48	67.02
1981-82	1124.43	104.55	1732.83	64.89
1982-83	1259.92	117.15	1914.75	65.81
1983-84	1476.96	137.33	2128.41	69.39
1984-85	1832.97	170.44	2522.62	72.66

Annual average amount and percentage	1353.94			67.95

Increase (+) or decrease (-) in 1984-85 over 1980-81				
a) Amount	=	+757.53		
b) Percentage	=	+ 70.44		
c) Annual average percentage	=	+ 14.08		

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

The average annual total grants of Sangli Zilla Parishad comes to Rs.1353.94 lakhs. The annual total grants for the first three years (1980-83) are smaller than this average; while for the last two years (1983-85) they are higher than this average. Another

feature of this zilla parishad is that annual aggregate grants have been steadily increased over the period under study. From the Table 4.3, it is evident that the annual aggregate grants of this Z.P. seems to have increased by about 70.44 percent over this period, being Rs.1075.44 lakhs in the year 1980-81 and Rs.1832.97 lakhs in the year 1984-85 (increased Rs.757.53). The annual average growth rate comes to about 14 percent. However, the rate of growth in total grants was not uniform during all the years as it was as high as about 33 percent between 1983-84 and 1984-85 as against the lowest of about 4 percent between 1980-81 to 1981-82.

The average annual percentage of aggregate grants to the total receipts of Sangli Zilla Parishad comes to nearly 68 percent. During the last two years (1983-85) the annual percentage is higher than this average percentage. While during first three years (1980-83) it is lower than this average percentage. The percentage of grants to the total receipts has ups and downs during the first three years (1980-83), but it has steadily increased during the last two years (1983-85).

The following reasons are made about fluctuation of Government Grants :-

- 1) The amount of grant is paid to the Zilla parishad equal to the committed expenditure which may be incurred in respect of such works or schemes.
- 2) New schemes are transferred to the Sangli Zilla parishad e.g. IRDP, ICDS.

- 3) The payment of Zilla parishad staff have increased according to price index.
- 4) Number of total staff have been increased from 6,500 in 1980-81 to 11,000 in 1984-85.
- 5) Prices of goods are increased year after year, so far the expenditure of schemes or works gone up e.g. cement, furniture, stationery, etc.

4) Debts :

The capital income of the Zilla Parishads are given in this debt section which has two sub-sections viz. (a) Loans and Advances and (b) Deposits and Advances.

There is one more item which comes under this head namely remunerative enterprises. The Zilla Parishads can draw loans from the state government and then transfers to its Panchayat Samitis. These loans are of two types : i) Interest bearing loans and ii) Non-interest bearing loans.

i) Interest bearing loans :

It includes (a) Loans in connection with community development functions and (b) Loans for the development functions such as loans for industrial purposes, welfare of persons belonging to backward classes, educational purposes, rural housing schemes, relief of distress e.g. fires, flood, storm etc.

ii) Non-interest bearing loans :

The Zilla parishads can have loans from the state government for which it need not pay the interest thereon. They also

accept deposits from contractors, sinking funds and advances.

There is one more item of 'Temporary Advances' from the state government which are adjusted with the government grants during the same year, and hence, total under this sub item remains always nil.

The reduction in grants is compensated by additional sanctions in loans and advances. Zilla parishads are always after bagging in the loan schemes. Whenever these schemes are sanctioned by the government, the debts sections of the Zilla Parishad get flooded with funds. This results in a steep increase in the percentage of loans and advances vis-a-vis total receipts of Zilla parishads during that particular year. It also results in shaking the percentage position of grants making them to appear small and unstable.

Analysis of the Aggregate Debts :

The source from debt section differs from year to year. Its percentage to the total receipts varies from year to year. The data about aggregate debts of this Zilla Parishad for the period of five years from the year 1980-81 to 1984-85 are presented in Table 4.4.

The average of annual aggregate debts of Sangli Zilla Parishad comes to Rs.192.68 lakhs. The amount of aggregate debts for the first two years (1980-82) is smaller while for the last three years (1982-85) higher than this average.

TABLE 4.4 : Aggregate debts and its percentage to total receipts, base year 1980-81.

(Rs. in lakhs)

Year 1	Amount Rs. 2	Growth rate 3	Total receipts 4	Percentage of 2 to 4 5
1980-81	133.62	100.00	1604.48	8.33
1981-82	166.16	86.93	1732.83	6.74
1982-83	220.23	164.82	1914.75	11.50
1983-84	222.94	166.85	2128.41	10.48
1984-85	280.46	209.89	2522.62	11.12

Annual average amount and percentage	192.68			9.63

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= + 146.84			
b) Percentage	= + 109.89			
c) Annual Ave- rage perce- ntage	= + 21.98			

SOURCE : Records of annual accounts of Sangli Zilla Parishad.

From the above Table 4.4, it is evident that the annual total debts of this Zilla Parishad seem to have increased by about 109.89 percent over this period, being Rs.133.62 lakhs in 1980-81 and Rs.280.46 lakhs in 1984-85. The annual growth rate comes to about 21.98 percent, however, the rate of growth in total debts is

not uniform during all the years as it is as high as 77.89 percent between 1981-82 and 1982-83, as against the lowest and negative growth rate of about -13.07 percent between 1980-81 and 1981-82.

The average annual percentage of total debts to the total receipts of Sangli Zilla Parishad comes to 9.63 percent. During the first two years (1980-82) the annual percentage is lower than the average percentage while for the last three years (1982-85) it is higher than this average. Its trend to total receipts is fluctuating during all the five years.

The following reasons are made about fluctuation of debts.

- i) Advances are given to the various department of Zilla Parishad according to the needs money.
- ii) Advances are inter-related to the price of goods during 1982-83 to 1984-85 debt section of the Sangli Zilla Parishad has increased due to the increasing prices.
- iii) More loan has taken from government by the Zilla Parishad in 1984-85.

B) EXPENDITURE PATTERN OF ZILLA PARISHAD

INTRODUCTION :

Our nation is emerging into a new social and economic order. There is a continuous and rapid growth in the quantum of expenditure of union, state and local governments. Russel W. Maddox and Robert F. Fuquary list the following causes for the rapid increase in their expenditure changing social and economic order, changing

concepts of the proper role of the government and changing concepts of democracy, population growth and inflation.¹⁹

Local services play a vital role in promoting a healthy growth of the nation. With the shift in the conception of the functions of the state, from defence to social services, the activities of local bodies have assumed a new significance especially due to the fact that most convenient activities by the local authorities. In a welfare state, therefore, the functions of the local government agencies can really bring about the reconstruction of the national life. It is now recognised that 'emphasis on local function, therefore, is more pronounced and local expenditure has become a matter of policy'.²⁰ Thus, the efficient performance of local services has become a pre-requisite to national development.

However, in actual practice, it is seen that the capacity of the local bodies to contribute or to develop the well-being of the people, is strictly limited owing to the stringency of funds. This is, by and large, the case of local government institutions in India in general. Economic resources rather than the need, are determinant of the level of services, so that individuals residing in poorer areas are generally denied the protection of adequate health and medical services. It is the fiscal incapacity which prevents many states and localities from providing for their

19 Russel W. Maddox and Robert F. Fuquary, 'State and Local government; Affiliated East West Press Private Limited, Delhi, 1962.

20 Dr. Pande V.K., Municipal Finance in Marathwada, Jai Hind Printing Press, Aurangabad, 1963, p.305.

residents, adequate educational and health facilities and adequate protection against financial distress.²¹ It will be better if they realise that 'these intangibles are not money but are good money making devices, when we need money for providing conditions for the re-birth of the nation'.²²

The decision to spend provides the base and the guidelines for the budgeting of public bodies. But the nature of expenditure is far different at local, state and central government levels, both in kind and in degree. The expenditure of the local bodies are already bracketed by the state government by enactment and, therefore, the decision to spend is influenced more by the state government. Having provided with the pattern of expenditure and the implementing machinery, the local bodies can, however, find some discretion for independent decisions of course in the limited sense.

The Maharashtra Zilla Parishad and Panchayat Samit's Act of 1961 wide sections 100 to 110 has charged the Zilla Parishads and Panchayat Samitis with multiple functions and liabilities. Schedule - 1, under section 100, enlists a number of duties with a detailed break-up for the Zilla Parishads.

The study of the expenditure side of the Zilla Parishad speaks for the various activities undertaken by the Zilla Parishad. The Zilla Parishad has to carry out both the obligatory and discretionary functions, to meet the needs of the rural population.

21 Ibid. p.306.

22 Gyanchand, 'Local Finance in India', Kitabistan, Allahabad 1947, p.221.

The functions relating welfare and development include supply of water for villages, medical facilities and hospitals, construction and maintenance of roads, electrification, improvement of agriculture, irrigation facilities, eradication of illiteracy and educational facilities, etc. and enlarging the coverage of social services to meet the growing needs of the rural people.

The Zilla Parishad expenditure is studied from two angles i.e. its trend and its nature. An attempt is made in this chapter to analyse the change and growth in the pattern of expenditure of Sangli Zilla Parishad over the five years from 1980-81 to 1984-85.

Break-up of Zilla Parishad Expenditure :

The expenditure of Zilla Parishad is grouped under two main categories viz. 1) The revenue expenditure and 2) The capital expenditure or the Debt section. These categories of expenditure have briefly explained as under.

1) Revenue Expenditure :

"All establishment and other expenses incurred in the conduct and administration of the business come under the heading of Revenue Expenditure. Further, all expenses incurred by way of repairs, replacements and renewals of existing assets, which do not in any way add to their earning capacity but simply serve to maintain the original equipment in an efficient working order,

are properly chargeable to revenue." ²³ Thus, in the concern of Zilla Parishads the following items of expenses are included under this heading.

- a) Administration expenses,
- b) Expenses on education,
- c) Expenses on public work,
- d) Expenses on sanitation,
- e) Expenses on public health
- f) Miscellaneous expenses.

2) Capital Expenditure :

All expenditure which results in the acquisition of permanent assets which are intended to be continuously used in the business for the purpose of earning revenue is capital expenditure. Further, any amount expended which tends to extend or improve existing assets, so as to enhance the revenue earning capacity by increasing production or reducing cost of production may rightly be treated as capital expenditure. ²⁴

Thus, the cost of land and building, plant, tools, fixtures and similar assets acquired by the Zilla Parishad by way of permanent equipment, so that with the help of these, the Zilla Parishad may be carried on, would be treated as capital expenditure. The capital expenditure of the Zilla Parishad has sub-classified in the two main heads :

23 Batliboi, J.R. 'Advanced Accounting'. Twenty Eighth Edition, The Standard Accountancy Publications Private Ltd. National Insurance Building, 204, Dadabhoj Naorojee Road, Fort, Bombay p.85.

24 Ibid. p.84.

a) Loans and Advances and b) Deposits and Advances.

In addition to these above mentioned main categories of the expenditure, the budget shows that there is one more item of expenditure i.e. closing balances as per the budget. However, the closing balance does not form the part of the expenditure in the strict sense of the term but it is customarily used for account purposes.

Analysis of the total expenditure of Zilla Parishad :

The aggregate of capital expenditure and revenue expenditure leads to the total expenditure of the Zilla Parishad. The data of the total expenditure of Sangli Zilla Parishad for the period of five years, from the year 1980-81 to 1984-85, is presented in the Table 4.5. The average amount of the total expenditure of this Zilla Parishad is given in the table along with this the percentage of growth have been calculated, taking 1980-81 as the base for all the years.

During the period of five years from 1980-81 the total expenditure of Sangli Zilla Parishad has increased by more than one and half time. The average annual of total expenditure comes to Rs.1980.62 lakhs. The amount of total expenditure for the first three years 1980-83 is smaller while as for the last two years 1983-85 it is higher than the average.

From the Table 4.5 it is seen that the amount of total expenditure seems to have increased about 57 percent over this period, being Rs.1604.48 lakhs in 1980-81 and Rs.2522.62 lakhs in

TABLE 4.5 : Total expenditure

Base year 1980-81.

(Rs. in lakhs)

Year	Amount Rs.	Growth rate percentage
1980-81	1604.48	100.00
1981-82	1732.83	107.99
1982-83	1914.75	119.33
1983-84	2128.41	132.65
1984-85	2522.62	157.22
Annual Average Amount		1980.62
Increase (+) or Decrease (-) in 1984-85 over 1980-81		
a) Amount	=	+ 918.14
b) Percentage	=	+ 57.22
c) Annual average percentage	=	+ 11.44

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

1984-85 (increased amount 918.14 lakhs). The annual growth rate comes to 11.44 percent, however, the rate of growth in total expenditure is not uniform during all the years as it is as high as about 24 percent between 1983-84 and 1984-85 against the lowest growth rate about 8 percent between 1980-81 and 1981-82. As it is seen from the above table, its trend steadily increasing during the periods from 1980 to 1985. It shows increasing trend in both, i.e. absolute and relative terms.

1) Total Revenue Expenditure :

The different components of revenue expenditure namely, administration, education, public works, sanitation, public health and miscellaneous expenditure have been included under total revenue expenditure of the Zilla Parishad. These items of expenditure together make the total revenue expenditure of Zilla Parishad, which may be taken as recurring expenditure. Now let us examine the place of the revenue expenditure in the total expenditure of the Zilla Parishad. Hence, we should bring together the expenditure incurred to the Zilla Parishad by way of different items of expenditure, as mentioned above, under the heading of 'Revenue Expenditure'. The revenue expenditure in general accounts for about 70 percent of Zilla Parishad's total expenditure.

Analysis of Total Revenue Expenditure :

The data about total revenue expenditure of Sangli Zilla Parishad for the period of five years from 1980-81 to 1984-85 is presented in Table 4.6. The average amount of total revenue expenditure of this Zilla Parishad is given in the same table. Also the percentage of growth into total revenue expenditure taking 1980-81 as the base year have been calculated for all the years.

During this period of five years, the total revenue expenditure of Sangli Zilla Parishad is increased by more than one and half time. The average annual revenue expenditure comes

to Rs.1391.27 lakhs. The amount of total revenue expenditure for first three years 1980-83 is smaller while as for the last two years 1983-85 it is higher than the average. Table 4.6 shows that the amount of revenue expenditure seems to have increased by about 69 percent over this period, being Rs.1083.53 lakhs in 1980-81 and Rs.1828.29 lakhs in 1984-85. The annual growth rate comes to 13.82 percent, however, the rate of growth in total revenue expenditure was not uniform during all the years as it was as high as about 29 percent between 1983-84 and 1984-85 as against the lowest growth rate about 9 percent between 1980-81 and 1981-82.

TABLE 4.6 : Aggregate revenue expenditure and its percentage to total expenditure, Base year 1980-81.

Year 1	Amount Rs. 2	Growth rate 3	Total Exp. Rs. 4	Percentage of 2 to 4 5
1980-81	1081.53	100.00	1604.48	67.40
1981-82	1183.77	109.45	1732.83	68.32
1982-83	1349.94	124.82	1914.75	70.50
1983-84	1512.25	139.82	2128.41	71.05
1984.85	1828.89	169.10	2522.62	72.50

Annual Average Amount and Percentage	1391.27			69.95

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= +747.36			
b) Percentage	= + 69.10			
c) Annual average percentage	= + 13.82			

SOURCE : Records of Annual Account of Sangli Zilla Parishad.

The average annual percentage of total revenue expenditure to the total expenditure of Sangli Zilla Parishad come to 69.95 percent. During first two years 1980-82 the annual percentage is lower while for the last three years 1982-85 it is higher than this average. As it is seen from Table 4.6, its trend is steadily increasing during the study period. It shows increasing trend in both i.e. absolute and relative terms.

Break-up of the Revenue Expenditure :

The Zilla Parishads include following items of expenditure under the revenue expenditure :

- a) Administration expenditure,
- b) Expenditure on education,
- c) Expenditure on public work,
- d) Expenditure on sanitation,
- e) Expenditure on Public health,
- f) Miscellaneous expenditure.

Now let us examine the place of the above items of revenue expenditure in the total expenditure of the Zilla Parishad one by one.

a) Administration Expenditure :

The administration expenditure includes two items of expenditure viz. i) administration and ii) general administration.

The honorarium of the Zilla parishad presidents and chairmen of subject committees has been fixed under the Act.

Presidents and Chairman are also provided with housing accomodation. The members of the Zilla Parishad are entitled for travelling and daily allowances for the meetings. All this type of expenditure is called 'Administration or Honorarium and Allowances expenditure'.

TABLE 4.7 : Aggregate administration expenditure and its percentage to total expenditure, base year 1980-81.

(Rs. in lakhs)				
Year 1	Amount Rs. 2	Growth rate 3	Total Exp. Rs. 4	Percentage of 2 to 4 5
1980-81	53.33	100.00	1604.48	3.32
1981-82	77.00	144.38	1732.83	4.44
1982-83	88.57	166.07	1914.75	4.62
1983-84	169.50	317.83	2128.41	7.96
1984-85	201.35	377.55	2522.62	7.98

Annual Average Amount And percentage	117.95			5.66

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= +148.02			
b) Percentage	= +277.55			
c) Annual Avera- ge percentage	= + 55.51			

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

The 'General Administration Expenditure' includes the expenditure on salaries, dearness allowances, travelling allowances and other allowances on the staff. It also covers establishment expenditure.

The data about the aggregate 'Administration Expenditure' of the Sangli Zilla Parishad, for the period of five years from 1980-81 to 1984-85 are presented in Table 4.7. The percentage of growth in the total administration expenditure over the period taking 1980-81 as the base year has been calculated.

Analysis of Agregate Administration Expenditure :

During the period of 1980-81 to 1984-85 the administration expenditure is increased from Rs.53.33 lakhs in 1980-81 to Rs.201.35 lakhs in 1984-85; by near in about four times. The average annual amount of total administration expenditure comes to Rs.117.95 lakhs. The amount of total administration expenditure for the first three years 1980-83 is found to be less than the average sum while for the last two year 1983-85 it jumped and continued to be higher than this average. Thus, it is evident that the amount of total administration expenditure of this Zilla Parishad has increased in manifold by about 277.50 percent over the period of five years (1980 to 1985). The administration expenditure goes on increasing almost every year, and its annual growth rate is about 56 percent (55.51%). However, the rate of growth in the total administration expenditure is not uniform during all the years as it is as high as 151.76 percent between 1982-83 and 1983-84 as against the lowest growth rate of about 22 percent between 1981-82 and 1982-83.

During the entire period of five years, the share of administration expenditure to total expenditure is worked out to be more than 5 percent (5.66). Further, the percentage of administration expenditure during 1983-85 is higher than this average percentage. While for the remaining three years i.e. 1980-83 it continue to be less than this average percentage. The percentage of administration expenditure is found that it has overall rising tendency due to the following main causes :

- 1) The pay and allowances are revised upward from time to time.
- 2) Annual increments are imparted to the employees.
- 3) The pension, gratuity and provident fund scheme are made available for the Zilla Parishad employees and the pension rates are revised upward from time to time.
- 4) Increase in the price of furniture, stationery and other required articles.

b) Expenditure on Education :

The maximum importance is given to education in Zilla Parishad. Education is the only area which has been transferred entirely to the Zilla Parishads without much reservation. The Zilla parishads are whole and sole for the education upto high-school certificate examination level. Zilla parishads run some schools and finance the rest. They cover pre-primary, primary and secondary schools of all types within the district. Payment of salaries and allowances is made to all the school teachers and other staff, the staff of those secondary and special schools

which have either been handed over to Zilla Parishad by the government or are established by the Zilla parishads themselves. The grants sanctioned to all other schools and to economically backward classes and other concessions to the students occupy the maximum portion of this expenditure each one item of it runs into millions. One can see that expenditure on education of the government as well as of the Zilla parishads has been increasing year after year.

The reason why this department is transferred to Zilla parishad almost in it is perhaps the suitability of administration in handling the scheme of compulsory education. Moreover, majority of the highschoools being run by private managements, the Zilla parishad administration could, with its districtwise network, easily handle the task of recognition, inspection and sanction of grants to these schools.

It must be made clear that the Zilla parishads are not concerned with the educational policy or the curriculum which is managed at the state level. They are concerned with the educational administration only. With hundreds of schools to look after, this becomes no less an important task. It is Zilla parishad's responsibility to examine every individual case of school, fixation of teacher's salaries, etc. With every new scheme or formula of grant-in-aid or revision in allowances, the task of Zilla parishad increases in manifold leading to more complications.

Analysis of Expenditure on Education :

The data pertaining to expenditure on education of Sangli Zilla Parishad for the period of five years from 1980-81 to 1984-85 is presented in Table 4.8. Also the percentage of growth in expenditure on education, taking 1980-81 as the base year has been calculated for all the years along with average annual growth into total expenditure.

TABLE 4.8 : The expenditure on education and its percentage to expenditure, base year 1980-81.

(Rs. in lakhs)

Year 1	Amount Rs. 2	Growth rate 3	Total exp. Rs. 4	Percentage of 2 to 4 5
1980-81	647.67	100.00	1604.48	40.36
1981-82	671.49	103.67	1732.83	38.75
1982-83	775.69	119.76	1914.75	40.51
1983-84	855.11	132.02	2128.41	40.18
1984-85	1051.48	162.34	2522.62	41.68

Annual Average Amount and Percentage	800.28			40.29

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= +403.81			
b) Percentage	= + 62.34			
c) Annual Average percentage	= + 12.46			

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

During the period from 1980-81 to 1984-85 the expenditure on education has increased by more than one and half time. The average amount of education expenditure of Sangli Zilla Parishad comes to Rs.800.28 lakhs. The amount of education expenditure seems to have been lower during the first three years 1980-83 and it is higher during the remaining last two years 1983-85 when compared to this average.

From Table 4.8, it is evident that the amount of expenditure on education of this zilla parishad has increased by about 62 percent over the period of five years, being Rs.647.67 lakhs in 1980-81 and Rs.1051.48 lakhs in 1984-85. The actual amount is increased Rs.403.81 lakhs on education expenditure over this period. The annual growth rate comes to about 12 percent, however, the rate of growth in total education expenditure was not uniform during all the years as it is as high as 30.32 percent between 1983-84 and 1984-85 as against the lowest growth rate 3.67 percent between 1980-81 and 1981-82.

The average percentage of education expenditure to the total expenditure comes to about 40 percent. The annual percentage of education expenditure is higher during the year 1984-85 where as it is little less than this percentage during the year 1983-84 and it is little more than this percentage during the years 1980-81 and 1982-83. While it is lower only during the year 1981-82 than the annual average percentage. In absolute term there is continuous increase in education expenditure. Also in relative terms there is increasing trend.

The following factors have been contributed to the rise in the education expenditure during the period under study.

- 1) The number of new primary and secondary schools are opened from time to time to meet the needs of increasing populations. During the year 1980-81, 1205 primary schools and 232 secondary schools had been working but in the five years (1980-85), 69 new primary schools and 62 secondary schools have been established. Hence, the total number of primary schools and secondary schools reached at 1274 and 292 respectively.
- 2) The number of teachers from primary and secondary school increased from time to time, to meet the requirements of the increasing new schools as well as students strength.
- 3) The rise in the prices of cement and other necessary materials, required for the construction of schools has also contributed to increase in the expenditure on education from time to time.

c) Expenditure on Public Works :

The construction, maintainence and supervision of public works, is one of the primary functions of the local bodies. The Zilla parishad activities under this head generally aim at making the villages more convenient. In addition to this, public safety is also an additional consideration for maintaining public works. Mostly the public works fulfil such individual needs, as are essentially collective in nature, and as such the failure on the part of local bodies, to maintain them, on efficient lines leaves no other alternative for the individual citizens, than to suffer for want of them. In other words, the needs can be fulfilled in a

collective manner alone. It would not be an exaggeration to state that a local body is judged by the way it maintains the public works.

The following two main items are included under this head.

1) Building and Communication :

The building and communication includes the expenditure incurred by the Zilla parishads on the following items of expenditure :

- i) Construction of village roads, district roads and bridges on these roads,
- ii) Construction of building for various departments, such as general administration, agriculture, education and public health,
- iii) Repairs and maintainance of roads and buildings coming under Zilla Parishad,
- iv) Ordinary and technical establishments,
- v) Parks and gardens,
- vi) Tools and plants,
- vii) Public farries,
- viii) Means of communication other than roads, and
- ix) Expenditure incurred by the Panchayat Samitis for the above purposes from the grants of the Zilla Parishads.

2) Irrigation :

The means of irrigation vary from ordinary irrigation wells to highly developed multipurpose dams. The Zilla parishads are expected to initiate and encourage only the minor irrigation works such as wells and percolation tanks etc. Irrigation wells necessarily are a private property, and the Zilla parishad has been encouraging the use of this kind of irrigation by sharing the expenses of well construction with the farmers. This head of expenditure includes the expenditure incurred by the Zilla Parishad on the following items.

- i) Maintenance and repairs of minor irrigation works.
- ii) Expenditure incurred by Panchayat Samitis from grants given by the Zilla Parishad.
- iii) Expenditure on irrigation survey works, its establishment and pay allowances of the staff employed for the works.

The total of the above two main items of expenditure makes the aggregate public works expenditure.

Analysis of Aggregate Public Works Expenditure :

The data about total public works expenditure of Sangli Zilla Parishad for the period of five years from 1980-81 to 1984-85 is presented in Table 4.9. Also the percentage of growth in total public works expenditure over the period taking 1980-81 as the base year has been calculated. The annual average of public works expenditure is found out with the available yearly expenditure of public works. The percentage of public works expenditure to total expenditure is worked out in the Table 4.9.

TABLE 4.9 : Aggregate public works expenditure and its percentage to total expenditure, base year 1980-81.

(Rs. in lakhs)

Year 1	Amount Rs. 2	Growth rate 3	Total exp. Rs. 4	Percentage of 2 to 4 5
1980-81	130.79	100.00	1604.48	8.15
1981-82	156.23	119.45	1732.83	9.02
1982-83	149.54	114.33	1914.75	7.81
1983-84	197.97	151.36	2128.41	9.30
1984-85	153.36	117.25	2522.62	6.07

Annual average amount and percentage	157.57			8.07

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= + 22.57			
b) Percentage	= + 17.25			
c) Annual Average percentage	= + 3.45			

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad

The annual average of aggregate public works expenditure of the Sangli Zilla Parishad comes to Rs.157.57 lakhs. The amount of aggregate public works expenditure for the year 1983-84 is more while for the remaining four years are less than this average.



From the Table 4.9, it is seen that the amount of aggregate public works expenditure of Sangli Zilla Parishad seems to have increased by about 17.25 percent over the study period, being Rs.130.79 lakhs in 1980-81 and Rs.153.36 lakhs in 1984-85. The annual growth rate comes to 3.45 percent, however, the rate of growth in aggregate public works expenditure is not uniform during all the years as it is as high as 37 percent between 1982-83 and 1983-84 as against the negative and lowest growth rate of about 34 percent between 1983-84 and 1984-85.

The annual percentage of public works expenditure to the total expenditure comes to about 8 percent. During the years 1981-82 and 1983-84 the annual percentage is higher where as during the year 1982-83 and 1984-85 it is lower and in 1980-81 it is little more than this average. It is observed from the Table 4.9 that the public works expenditure is fluctuating throughout the study period.

The following reasons are made about fluctuation of the aggregate expenditure on public works.

- i) The rise in the prices of cement and other necessary materials required for the construction of buildings and communication, minor irrigation works.
- ii) In the year 1982-83 and 1984-85, less amount is provided on this head due to scarcity of water in the district.
- iii) In the year 1983-84, more financial help is given to Backward castes for well construction and drinking water supply.

d) Expenditure on Sanitation and Public Health :

Sanitation and public health has been recognised as the primary responsibility of the local government. Needless to emphasise that in a welfare state, government at the union, state and local levels place greater emphasise on health and welfare services. Expenditure on sanitation and public health figures an important item in the budgets of local authorities. For effective health services in rural areas, primary health centres have been established at the peripheral level to render preventive and curative medical services, and to build up positive health of the community in course of time. Also it is the responsibility of the Zilla Parishads to promote maternity and child welfare schemes. They are made responsible for the successful implementation of family planning programmes too.

The following four main items are included under this head :

- 1) Medical
- 2) Ayurved
- 3) Public health
- 4) Public health engineering

Here we have explained briefly above items.

1) Medical :

The expenditure under this item pertains to the dispensaries maintained or aided by the Zilla parishad. The major part of this expenditure is incurred on the salaries and allowances

of the medical officers and other servants besides the Zilla Parishad decides to give grants to the selected dispensaries and hospitals. This expenditure is shown in the budget under four main headings i.e. a) Medical officers - salaries and allowances etc., b) Other staff - salaries., c) Aided health centres, d) Grants for appointment of nurses in the hospitals and grants for dispensaries.

2) Ayurved :

The Ayurved was passed on to Zilla parishad firstly with a view to encourage it by giving scope to the Vaidya's (The Ayurvedic Doctors) and secondly, to remove the difficulty of getting enough number of Apathic Doctors for rural areas. This expenditure is shown under three sub-groups viz. a) Ayurved and unani dispensaries b) Grants to Ayurved and unani dispensaries c) Agency work.

3) Public Health :

The public health department has a wider range of items including primary health centres, health units, vaccination section, maternity homes, agency works, etc. All primary health centres and few health centres and maternity homes are managed by the Zilla Parishads. The expenditure includes the salaries and allowances of staff in this department. However, Zilla parishads have been entrusted with the agency tasks such as small pox eradication programme both plan and non plan and this causes the expenditure to run into lakhs.

4) Public Health Engineering :

The public health engineering canotes the construction works promoting the public health, but in practice it is limited to the village tap water system, public latrines and drainage works only and excludes all other constructions which are covered by other it i.e. public health or building and communication.

The state department of public health engineering transfers few schemes to the Zilla parishads and the Zilla parishads allocate the schemes within its jurisdiction to any village or any area. The advice of the experts from the state department is made available to Zilla parishads for this purpose. The total of the above mentioned four main items of expenditure makes the expenditure on sanitation and public health.

Analysis of Aggregate Expenditure on Sanitation and Public Health :

The data about total expenditure on sanitation and public health of Sangli Zilla Parishad for the period of five year from 1980-81 to 1984-85 is presented in Table 4.10. Also the percentage of expenditure on sanitation and public health to Zilla Parishad's total expenditure have been calculated and shown in the same table; the percentage of growth in aggregate expenditure on sanitation and public health taking 1980-81 as the base has been calculated.

During the period of 1980-81 to 1984-85 the amount of aggregate expenditure on sanitation and public health is increased by nearly about double; being Rs.86.78 lakhs in 1980-81 and Rs.172.25

lakhs in 1984-85. The average amount of aggregate expenditure on sanitation and public health of this Zilla parishad comes to Rs.104.88 lakhs. The amount of this expenditure for the first four years from 1981-84 is smaller while for the year 1984-85 it is more than this average.

TABLE 4.10 : Aggregate expenditure on sanitation and public health and its percentage to total expenditure.

Base year 1980-81				
(Rs. in lakhs)				
Year 1	Amount Rs. 2	Growth rate 3	Total exp. Rs. 4	Percentage of 2 to 4 5
1980-81	86.78	100.00	1604.48	5.40
1981-82	72.00	82.96	1732.83	4.15
1982-83	96.33	111.00	1914.75	5.03
1983-84	97.05	111.83	2128.41	4.56
1984-85	172.25	198.49	1522.62	6.83

Annual Average Amount and Percentage	104.88			5.19

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= + 85.47			
b) Percentage	= + 98.49			
c) Average annual per- centage	= + 19.69			

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

From the Table 4.10 it is seen that the aggregate amount of expenditure on sanitation and public health of this Zilla Parishad seems to have increased by about 98 percent over the period from 1980 to 1985. The annual growth comes to 19.69 percent, however, the growth in this expenditure is not uniform during all the years as it is as high as 76.66 percent between 1983-84 and 1984-85 as against the negative and lowest growth rate of about 17 percent between 1980-81 and 1981-82.

The average annual percentage of the aggregate expenditure on sanitation and public health to the total expenditure comes to 5.19 percent. During the years 1981-82 and 1983-84 it is less than this average. While in 1982-83 it is slightly less and it is higher than this average during the years 1980-81 and 1984-85. As it is seen from Table 4.10, its trend is fluctuating throughout the study period from 1980 to 1985.

The following factors have contributed to the rise in the absolute value of the expenditure on sanitation and public health during the period under study.

- 1) The number of hospital and dispensaries increased from time to time to meet the growing needs and demands of the increasing population of the rural area.
- 2) The rise in the cost of construction and labour charges.
- 3) The number of employees working in the hospitals and dispensaries (i.e. nurses, ward boys and ayyas) increased from time to time to meet the needs of increasing number of patients in the hospitals and dispensaries.

- 4) The rise in the prices of medicines and other required medical instruments and increase in the expenditure on medical facilities.
- 5) New Ayurvedic and unani dispensaries opened from time to time as they are popular among the rural people.
- 6) Rise in the prices of Ayurvedic medicines and other required materials.
- 7) Opening of new maternity and child welfare centres in the rural areas of the district.

e) Miscellaneous Expenditure :

It is generally presumed to be other items which remain un-covered by other above defined items of expenditure. But in case of Zilla parishad budgets it is surprisingly different in so far as it includes definite sub-items. These are explained as follows :-

- 1) Interest 2) Agriculture 3) Husbandry 4) Forests 5) Social Welfare 6) Community Development 7) Pensions and 8) Other miscellaneous.

1) Interest :

The Zilla parishads are required to pay interest on the loans taken from the government and also from banks. As well as interest is paid by the Zilla parishad on the provident fund accounts of the Zilla parishad employees.

2) Agriculture :

The expenditure under this sub-head is shown under seven headings which is again sub-divided into several sub-heads. But

all these heads and sub-heads can be grouped under three main categories : i) The agricultural schools, ii) Campaigns and propoganda and iii) Financial aids.

The expenditure on agricultural schools and propoganda is mostly incurred on the salaries etc. of the staff in those school. A part of the amount is incurred on Vidya Mandir plots, experimental and seed producing farms. Very little amount is given in aid to the farmers as there are other provisions to give them financial aids. The aid that is given under the item of 'agriculture' is only to provoke a few farmers to undertake new experiments in their farms for which majority of farmers are reluctant.

The schemes for development of agriculture are grouped essential schemes, optional schemes and special schemes specific to the area. They are split up into different aspects : construction of agricultural godowns, improved seeds distribution, distribution of fertilizers, distribution of improved instruments, bringing more area under package practices and intensive cultivation and land reclamation.

3) Animal Husbandary :

Animal husbandary is closely connected with the agricultural service, though it can independently be managed. The expenses incurred on animal husbandry are shown under ten categories such as veterinary hospitals and dispensaries, artificial insemination and cattle breeding centres, poultry farms run by Panchayat Samitis, primium bulls scheme, exhibitions, agricultural industries schemes etc.

For all these schemes and centres staff is employed and and is paid for their services under this headings. Like the veterinary doctors are also paid from the departmental allotment and their salaries do not form the part of administrative expenditure. It is a regular and gradually rising expenditure.

4) Forest :

The Zilla parishad has a few pieces of land possessing trees and occasionally some panchayat samitis show little amount having been spent on either the maintainance of these trees or so called forest or for tree plantation during Vanamahostsava Week. Hence the expenditure on forest was extremely irregular and negligible.

5) Social Welfare :

Most of the job of social welfare department was transferred to the Zilla parishads in 1962. All the necessary efforts of the social welfare works are directed towards accelerating the development of 'Backward tribes and Vimukta Jatis'. Hence the expenditure under social welfare is shown under four categories.

- i) Social welfare and eradication of untouchability etc.
- ii) Education economic development and health
- iii) Agency schemes
- iv) Improvement of other backward communities and Vimukta jatis

6) Community Development :

The C.D. (Community Development) project which had sown the seeds of panchayati raj in India has been out grown and

actually absorbed by the later. It forms part of the Panchayat Samiti which is responsible for the implementation of C.D. and National extension service programme. After 1962 all the staff in the block was borne on the list of Zilla Parishad and hence, the Panchayat Samitis were relieved from that burden. However, every Panchayat samiti while preparing its budget includes these items and sends the same to the Zilla parishad, which consolidates the accounts and absorbs the figures in the concerned items. Only those figures which accounted for the expenditure on C.D. blocks as per the plan and non-plan allotments were included and all other expenditure viz. salaries etc. of the Panchayat samitis staff was excluded. They are the consolidated figures of all the blocks within the Zilla Parishad jurisdiction. They are shown under four categories :

- i) Block grants for general works
- ii) Special purpose block grants
- iii) Local development
- iv) Agency works

It appears interesting that the grants are shown as expenditure. But it shows the distribution of block grants received by the Zilla parishad on behalf of the Panchayat Samitis to the blocks and hence amount to expenditures so far Zilla Parishad is concerned.

7) Pensions :

This item cover four sub-items viz. : i) Contribution pensions fund, ii) Contribution to the provident fund; iii) Contribution to the administration and iv) Pensions to the retired persons.

The third item is included in the administration expenditure by some Zilla parishads. It appears only in revised budget as a separately provided sub-item.

8) Other Miscellaneous Expenditure :

Under this head definite sub items are included. Leaving a very little scope for truly miscellaneous items, most of the items go to finance the village panchayat and thus govern the village panchayat finance. They are as follows :

- i) part contribution for land revenue recoupment fund,
- ii) donation for religious work,
- iii) dharmashala,
- iv) killing jungle beasts,
- v) public gathering,
- vi) public receptions and recreation,
- vii) the salaries and allowances of gram panchayat secretaries and other gram panchayat staff,
- viii) market, and
- ix) distribution of stamp duty grants.

The total of the above explained items of expenditure makes the aggregate miscellaneous expenditure.

Analysis of Aggregate Miscellaneous Expenditure :

The data about aggregate miscellaneous expenditure of Sangli Zilla Parishad for the period of five years from 1980-81 to 1984-85 is presented in Table 4.11. Also the percentage aggregate miscellaneous expenditure to the total expenditure of

Zilla parishad has been calculated and shown in the same table. The percentage of growth in total miscellaneous expenditure taking 1980-81 as the base have been calculated.

TABLE 4.11 : Aggregate miscellaneous expenditure and its percentage to total expenditure.

Base year 1980-81

(Rs. in lakhs)

Year 1	Amount Rs. 2	Growth rate 3	Total exp. Rs. 4	Percentage of 2 to 4 5
1980-81	162.96	100.00	1604.48	10.16
1981-82	107.05	127.05	1732.83	11.94
1982-83	239.91	147.16	1914.75	12.53
1983-84	192.62	118.20	2128.41	09.05
1984-85	250.45	153.69	2522.62	09.93

Annual average amount and percentage	210.58			10.72

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	= + 87.49			
b) Percentage	= + 53.69			
c) Annual average percentage	= + 10.74			

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

During this period (1980-85) of five year the aggregate miscellaneous expenditure of Sangli Zilla Parishad has increased by about one and half time. The average amount of aggregate miscellaneous expenditure of this period comes to Rs.210.58 lakhs. The amount of aggregate miscellaneous expenditure during the years 1980-81, 1981-82 and 1983-84 is lower and while for the years 1982-83 and 1984-85 is higher than the average. From Table 4.11 it is seen that the aggregate amount of miscellaneous expenditure seems to have increased by about 54 percent over this period, being Rs.162.96 lakhs in 1980-81 and Rs.250.45 lakhs in 1984-85. The annual growth rate comes to 10.74 percent, however, the rate of growth in aggregate miscellaneous expenditure is not uniform during all the years as it is high as about 35 percent between 1983-84 and 1984-85 as against the negative and lower growth rate of about 29 percent between 1982-83 and 1983-84.

The average annual percentage of aggregate miscellaneous expenditure to the total expenditure of Sangli Zilla Parishad comes to 10.72 percent. During the years 1980-81, 1983-84 and 1984-85 the annual percentages is lower where as during the years 1981-82 and 1982-83 it is higher than the average. As is seen from Table 4.11, its trend steadily increases during the years 1980 to 1983 in both terms absolute and relative terms. But during the year 1983-84 it is decreased and again in the year 1984-85 it is increased upto Rs.250.45 lakhs.

2) The Capital Expenditure :

The capital expenditure is given into two parts :-

a) Loans and Advances and b) Deposits and Advances.

The first part is sub-divided into three section viz.

1) Interest loans 2) Repayment of government loans (without interest) by the Zilla parishad and 3) Zilla parishads loans and Advances (with interest) to individuals and institutions.

Each of this part is further classified into several sub-divisions and sub-sections.

The first section of part one consists of several items under which the government advances loans to individuals and institution through the respective Zilla parishads. These loans are given for a wide range of development activities to individuals as well as institutions like producers, co-operatives and village co-operatives. The section two of part I has comparatively lesser number of sub-items viz. a) ways and means of advance b) excess advance of the previous year c) Imprest amount for commercial purposes and d) loans for improved seeds etc. The Zilla parishads are required to return these short term loans without interest during the subsequent year.

The third part of the section gives out the items of loans and advances by the Zilla parishad from its own fund and also under five year plan programme received for the purpose. The advances which are made by the Zilla parishad to its employees for individual purposes such as purchase of bicycle or scooter or

medical treatment etc. are included in this part of the section. All these advances and loans bear interest. Out of three parts in the first section the last one i.e. the advances made by the Zilla parishad from its own fund is negligible running into a few thousands only. Where the first two items which are drawn on the government treasury run into a few lakhs and millions and hence form the major part of the section.

The second part of Deposits and Advances is further divided into twelve sections and its respective sub-sections gives the details of deposits which the Zilla parishad is required to maintain by law such as provident fund of teachers, the Zilla parishad's employees, depreciation fund and so on, the deposits which it receives from and has to return to the contractors or local institutes, the temporary and other advances are made to different departments, other investments and so on. All these charges are on the Zilla parishad revenue and exceed a million or two in most of the cases. Compared to the first section the amount in the second section exceeds in most of the cases.

Both sections together exceed millions and indicate violent fluctuation from year to year as can be seen from Table 4.12. The data about aggregate capital expenditure of Sangli Zilla Parishad for the period of five years from 1980-81 to 1984-85 is presented in Table 4.12. Also the percentage of aggregate capital expenditure to total expenditure have been calculated and shown in the same table.

TABLE 4.12 : Aggregate capital expenditure and its percentage to total expenditure

Base year 1980-81.

(Rs. in lakhs)

Year 1	Amount Rs. 2	Growth rate 3	Total exp. Rs. 4	Percentage of 2 to 4 5
1980-81	129.86	100.00	1604.48	08.10
1981-82	195.15	150.27	1732.83	11.26
1982-83	220.05	169.45	1914.75	11.49
1983-84	300.54	231.43	2128.41	14.12
1984-85	251.93	194.00	2522.62	09.99

Annual average amount and percentage	219.51			10.99

Increase (+) or Decrease (-) in 1984-85 over 1980-81				
a) Amount	=	+	122.07	
b) Percentage	=	+	94.00	
c) Annual ave- rage perce- ntage	=	+	18.80	

SOURCE : Records of Annual Accounts of Sangli Zilla Parishad.

Analysis of Aggregate Capital Expenditure :

The average amount of aggregate capital expenditure comes to Rs.219.51 lakhs. The amount of aggregate capital expenditure for the first two years (1980-82) is smaller while for the last

three years (1982-85) it is higher than this average. From the above Table 4.12 it is seen that the aggregate amount of capital expenditure of this Z.P. seems to have increased by 94 percent over this period, being Rs.129.86 lakhs in 1980-81 and Rs.251.93 lakhs in 1984-85. The annual growth rate comes to near about 19 percent, however, the rate of growth in aggregate capital expenditure is not uniform during all the years as it is as high as about 62 percent between 1982-83 and 1983-84 as against the lowest and negative growth rate about 37 percent between 1983-84 and 1984-85.

The average annual percentage of aggregate capital expenditure to total expenditure comes to about 11 percent. During the years (1981-84) it is higher than the annual average percentage while for the years 1980-81 and 1984-85 it is lower than average percentage. As is seen from the Table 4.12 its trend shows fluctuations during the study period from 1980-81 to 1984-85.

The following are the reasons of fluctuations of increasing capital expenditure.

- i) The rise in the prices of necessary materials required for the construction of building and communication activities.
- ii) Majority capital expenditure is spent on non commercial activity.
- iii) More loan has taken from government in 1984-85.



C) PHYSICAL ACHIEVEMENT OF ZILLA PARISHADINTRODUCTION :

Zilla parishad plays a vital role in providing the basic needs and demands of the people in the concerned district. The Sangli Zilla parishad has been functioning well since its establishment. It is one of the leading Zilla parishad in the Maharashtra for the following activities : agriculture, animal husbandry and public health etc.

The term physical achievement is used in the sense of development; that is to measure the function and activities completed by the Zilla parishad.

Therefore, an attempt has been made to study the physical achievements of Sangli Zilla Parishad, from 1980 to 1985, in the following fields :-

- i) Agriculture,
- ii) Animal husbandry,
- iii) Construction,
- iv) Public health,
- v) Education,
- vi) Social welfare.

i) Agriculture :

"There is a continuous tradition of Sangli Zilla Parishad to implement fully the programme of the government in connection with food production." ²⁵ For the sake of agricultural development

various schemes have been implemented. These are the the following representative schemes :-

a) Crop competition :

This scheme has been commenced to encourage the peasants for the maximum production. Table 4.13 shows the achievement of this scheme.

TABLE 4.13 : Crop competition.

Year	Name of crop	<u>Quintal</u> Maximum production per hectare	Name of the Panchayat Samiti who won the First prize
1980-81	Jowar	25.70	Walwa
	Rice	20.60	Shirala
	Wheat	4.50	Shirala
	Groundnut	4.40	Shirala
	Bajara	2.40	Kawathe-Mahankal
1981-82	Jowar	89.00	Islampur
	Rice	89.00	Shiral
	Wheat	62.00	Islampur
	Groundnut	70.00	Shirala
	Bajara	22.00	Jath
1982-83	Jowar	94.76	Islampur
	Tur	9.50	Tasgaon
	Phaseolies		
	Mungo (Udid)	3.20	Shirala
	Moong	2.58	Shirala
1983-84	Jowar	74.00	Walwa
	Rice	128.00	Walwa
	Wheat	53.90	Miraj
	Groundnut	65.00	Walwa
1984-85	Jowar	86.75	Miraj
	Wheat	93.30	Miraj
	Groundnut	64.00	Miraj

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

b) Agricultural demonstration :

These demonstrations are useful for the farmers to develop their farms in right direction. In these demonstrations the necessary and significant informations about the new techniques and methods, improved instruments and seeds, of cultivation are imparted. Table 4.14 shows the agricultural demonstration conducted by the Sangli Zilla Parishad.

TABLE 4.14 : Agricultural Demonstrations.

Sr.No.	Year	The number of demonstrations
1	1980-81	2,232
2	1981-82	43
3	1982-83	34
4	1983-84	17
5	1984-85	4

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

c) Horticultural Development :

This scheme is meant to increase the financial condition of the farmers. Therefore, plantation centres are established at Tung, Bhilawadi, Nandre, Jath, Yewalewadi, Wanleswadi and Kavathe-Mahankal etc. to distribute the plants to the farmers on the basis of no profit no loss. Hence the area of the horticulture is increased from 1350 hectare (1981) to 4043 hectares (1985). The Table 4.15 shows the horticultural development.

TABLE 4.15 : Horticultural Development.

Year	The area under horticultural cultivation (in hect)	The number of distributed plants	The number of beneficiaries
1980-81	1,350	51,000	5,300
1981-82	2,161	121,300	14,200
1982-83	3,712	91,474	12,400
1983-84	3,855	37,480	3,851
1984-85	4,043	23,832	3,015

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

d) National Biogas Project :

This project is included in the VIth five year plan as well as in new 20 point programme. Therefore, the special emphasis is given on this project by the Zilla Parishad. The objectives of this project are : (i) to minimise the use of energy and (ii) to create the substitute for fuel.

This project is started from 1982-83 and under this project Sangli Zilla Parishad has done remarkable work. Table 4.16 shows the achievement of the said project.

TABLE 4.16 : Biogas Project.

Sr.No.	Year	Total no.of biogas	No. of beneficiaries
1	1982-83	301	301
2	1983-84	1,229	1,229
3	1984-85	1,670	1,670

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

e) Construction of Wells :

The objective of this programme is to provide financial assistance to the farmers below poverty line. The financial assistance is given for the purpose of constructing wells and electric pumps. It is noteworthy that the said financial assistance is irrecoverable. Table 4.17 shows the construction of wells by Sangli Zilla Parishad.

TABLE 4.17 : Construction of wells.

Sr. No.	Year	Total number Wells	Capacity of irrigation hectare	Number of beneficiaries
1	1982-83	49	86	49
2	1983-84	255	326	255
3	1984-85	480	721	480

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

f) Crop Protection Programme :

The crop and plants should be protected from the various insects and different ailments. Therefore, Sangli Zilla Parishad started this programme. The objective of this programme is to protect the crops and plants from the Midge fly, rats, Armu-worm, Bol-worm, Whitegub, etc. The total area protected under this programme is shown in Table 4.18.

TABLE 4.18 : Crop protection programme (area in hectare).

Year	Control from Midgefly	Control from Rats	Control from Armuwork	Control from Whitegub	Control from Bolworm
1980-81	3,760	2,575	8,913	3,932	1,220
1981-82	14,027	9,233	5,645	170	100
1982-83	22,015	3,680	1,205	10	45
1983-84	4,869	3,600	555	-	-
1984-85	9,943	12,300	978	-	-

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

g) Special Unit Programme :

This programme is specifically meant for the farmers those who are from S.C., S.T. and Nawabaudha. The objective of this programme is to give financial assistance to increase their standard of living and to bring them back above poverty line. This programme is implemented for the period 1982-87, but the information regarding this programme is collected from 1982 to 1985 as far as the study period is concerned. Under this programme 560 farmers have been selected by Zilla parishad to provide them finance for land development, improved instruments, construction of wells, fertilizers, seeds, etc. Table 4.19 shows the details of financial assistance given to the farmers.

TABLE 4.19 : Financial assistance to the farmer.

Year	(Rs.in lakhs)					
	Land Development		Improved instruments seeds & fertilizers		Wells	
	Rs.	No.of beneficiaries	Rs.	No.of beneficiaries	Rs.	No.of beneficiaries
1982-83	3.12	350	7.16	560	0.25	5
1983-84	5.81	167	5.13	554	0.59	16
1984-85	4.17	185	5.71	531	1.43	36

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

ii) Animal Husbandry :

There is a kinship between agricultural development and animal husbandry, hence the function of the animal husbandry department is closely connected with the agricultural service. Therefore, Sangli Zilla Parishad has given greater emphasis on animal husbandry and in connection with this department Sangli Zilla parishad has done remarkable work. In the year 1985, there are 60 veterinary institutions, 16 veterinary hospitals and 44 veterinary helping centres.

These veterinary institutions provide the efficient service to the farmers and others for the husbandry of the animals. The following services are available in these institution.

- 1) Cattle breeding
- 2) Artificial insenimation
- 3) Vaccination
- 4) Medical treatment
- 5) Emasculation

6) Checking the sterility of the female animals
and providing the proper treatment

7) Necessary medical services for poultry.

Table 4.20 shows the achievement of Animal Husbandry
Department of Sangli Zilla Parishad.

TABLE 4.20 : Achievement of Animal Husbandry.

Year	Vaccination total number of animals	Medical treatment	Artificial insemination	Emascula- tion
1980-81	459,475	181,804	3,357	8,979
1981-82	554,922	183,767	4,967	18,178
1982-83	509,724	165,491	7,303	9,272
1983-84	488,971	193,949	5,906	7,932
1984-85	839,202	206,087	7,927	7,936

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

iii) Constructions :

The construction, maintainance and supervision of the public work is one of the primary functions of the Zilla Parishad. The Zilla parishad, under construction department, generally aim at making the villages more convinient. In this connection Sangli Zilla parishad has done the following construction for the people.

a) Construction of the Road :

Sangli Zilla parishad has constructed new roads in the district for the better transportation. Number of roads have been

constructed by Sangli Zilla Parishad in every village in order to connect to the state highway. Alongwith the construction Sangli zilla parishad has maintained the old roads and it has tried to construct the tar roads. Table 4.21 shows the achievement of construction of roads.

TABLE 4.21 : Construction of roads (in kms.)

Year	Tar roads	Murum roads
1980-81	18.88	81.61
1981-82	11.52	72.47
1982-83	56.62	105.72
1983-84	9.92	56.82
1984-85	44.24	165.57

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

b) Construction of Percolation Tanks :

Some tahsils of Sangli Zilla Parishad - Kavathe Mahankal, Jath, Atpadi, Khanapur, are draught prone. The Fact Finding Committee pointed out that the percolation tanks are suitable for dry areas for imition. Therefore, Sangli Zilla parishad has implemented the scheme of constructing percolation tanks. Table 4.22 shows the constructions of percolation tanks.

TABLE 4.22 : Construction of percolation tanks.

Year	No. of tanks	Indirect irrigation capacity (in hect.)
1980-81	119	1,419
1981-82	450	2,880
1982-83	472	2,355
1983-84	519	4,132
1984-85	512	2,505

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

c) Constructions for Drinking Water Facilities :

The Sangli Zilla parishad has given priority to drinking water supply schemes, as drinking water is basic need of the human being. Considering the said fact Sangli Zilla Parishad has constructed 23 wells and 42 water supply pipe lines during years 1980-85. Sangli Zilla parishad has taken over the charge of the territorial drinking water supply pipe line schemes at Kasegaon, Kundal and Bagani. To abolish the shortcoming of these wells as well as pipe lines particularly in draught prone area or in summer season, Sangli Zilla parishad provided the tankers to solve the drinking water problems e.g. in the 1982-83 and 1984-85 Sangli Zilla parishad provided 199 and 95 tankers respectively.

iv) Public Health :

Zilla parishad is responsible for effective health services in the district. Therefore, primary health centres have been established at the peripheral level to render preventive and curative medical services and to build up positive health of the community by Sangli Zilla Parishad. In relation to public health, Sangli Zilla parishad has successfully implemented the various programmes given by the state government as well as central government. Hence new primary health centres, sub-centres, ayurvedic as well as allopathic hospitals have been established by the Sangli Zilla Parishad. Table 4.23 shows the number of primary health centres and hospitals along with the beneficiaries.

TABLE 4.23 : Primary health centres and sub-centres along with beneficiaries.

Year	Number of primary health centres	Number of sub-centres	Total beneficiaries (in lakhs)
1980-81	12	127	10.34
1981-82	12	177	11.46
1982-83	13	177	12.10
1983-84	21	177	10.16
1984-85	73	205	12.68

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

To render the preventive and curative medical services Sangli Zilla Parishad has followed the following programmes :

a) Vaccination :

It is preventive medical service. Sangli Zilla Parishad has achieved the greater success in this regard as it has fulfilled its aim (100%) during 1980-85. Table 4.24 shows the number of cases vaccinated.

TABLE 4.24 : Cases of Vaccination (in lakhs).

Year	Small Pox	Cholera	Typhoid	Diphtheria	Tuberculosis
1980-81	0.34	1.74	0.04	0.26	0.69
1981-82	0.13	1.32	0.01	0.38	0.44
1982-83	1.12	0.09	0.38	0.53	0.15
1983-84	-	1.68	0.19	0.55	0.86
1984-85	-	2.33	0.27	0.57	0.43

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

b) Family Planning Programme :

This is a national programme. Under this programme Sangli Zilla Parishad has achieved its objective, given by the government. It is noteworthy that the Sangli Zilla Parishad is gold medal winner for this programme in the year 1982-83. Table 4.25 shows the achievement of the family planning programme.

TABLE 4.25 : Family planning programme.

Year	Number of cases
1980-81	10,890
1981-82	9,250
1982-83	19,274
1983-84	17,674
1984-85	14,291

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

c) Child Health Checking Programme :

Considering the ignorance and illiteracy among the people from rural area Sangli Zilla Parishad has implemented the said programme. Under this programme the health of children is checked and they are enquired as well as informed about the vaccination, doses, injections etc; and proper and adequate service is given to them at centres as well as at their homes. Table 4.26 shows the number of children checked.

TABLE 4.26 : Child health checking programme.

Year	Number of children checked
1980-81	22,122
1981-82	25,094
1982-83	25,195
1983-84	29,377
1984-85	29,472

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

d) Health Service for School Children :

The preventive and curative medical service is given to the school children under this programme. School is supposed to be a public place where number of children gather together. Therefore, there may be possibility of spreading inflected diseases. Therefore, public health centres used to check these school children in their visit to the schools. Table 4.27 shows the number of schools visited alongwith the children checked and children caught by diseases.

TABLE 4.27 : Health service for school children.

Year	No. of schools visited	No. of children checked	No. of children identified by diseases
1980-81	449	82,416	10,535
1981-82	1,044	153,178	23,655
1982-83	1,038	150,859	29,197
1983-84	845	96,139	19,468
1984-85	1,056	141,081	25,277

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

v) Education :

The zilla parishad has given greater emphasis on education because zilla parishad has to carry all responsibilities of the education upto higher secondary schools. Therefore, Sangli Zilla parishad has done creative work to provide the educational facilities. Table 4.28, 4.29 and 4.30 shows the increasing number of primary, secondary and higher secondary schools alongwith teachers and students, respectively.

Educational facility is insufficient for the overall development of the students. Therefore, Sangli Zilla Parishad has started various competition among the students at taluka and zilla level. The competitions ; story telling, eloquation, singing, one-act play, sports, are helpful for the students in their personality development. The Sangli Zilla parishad is the first to start "Swachya va Sundar Shala Purskar Yojana" in 1980-81. The director of education, Maharashtra state, has recommended to implement this scheme for all the zilla parishads in the state. It is greater evidence of the achievement of Sangli Zilla Parishad in regard with the education.

vi) Social Welfare :

Social Welfare Department is one of the vital department in the Zilla parishad. This department has to carry entire responsibility of the people from backward classes viz. S.C., N.T., S.T. etc. These people are economically, socially and educationally weaker. For the sake of development of these people Sangli Zilla

TABLE 4.28 : Primary schools.

Year	Total primary schools	No. of teachers	No. of students
1980-81	1,205	7,142	144,574
1981-82	1,206	7,231	243,231
1982-83	1,222	7,245	243,916
1983-84	1,260	7,117	257,696
1984-85	1,274	7,597	253,295

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

TABLE 4.29 : Secondary schools

Year	Total secondary schools	No. of teachers	No. of students (in lakhs)
1980-81	232	3,423	1.00
1981-82	237	3,807	1.04
1982-83	246	3,961	1.13
1983-84	260	4,329	1.18
1984-85	294	4,251	1.24

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

TABLE 4.30 : Higher Secondary Schools.

Year	Total Higher schools	No. of teachers	No. of students
1980-81	56	278	12,651
1981-82	56	290	13,505
1982-83	59	297	13,988
1983-84	59	316	15,580
1984-85	59	321	17,202

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

TABLE 4.31 : Beneficiaries from various social welfare schemes.

Year	Scholarships and fees concess (No. of student)	Hostels (No. of student)	Balwadi (No. of children)	Building of (No. of families)	Irrigation (No. of farmers)	Drinking water supply (No. of villages)
1980-81	1,991	2,500	646	405	08	59
1981-82	3,789	2,500	690	441	37	69
1982-83	5,263	2,600	1,000	448	23	33
1983-84	4,537	2,883	834	339	41	65
1984-85	4,931	2,765	970	190	24	22

SOURCE : Varshik Prashaskiya Ahwal of Sangli Zilla Parishad.

Parishad has implemented the schemes started by central and state government. Alongwith the schemes of the government Sangli Zilla Parishad has implemented a scheme from which 15% of fund is created by self sources.

Sangli zilla parishad has done remarkable function in this regard. For the educational development of the backward class students it has provided scholarships, fees concessions and the facility of the hostels, and Balwadi. For the economic development and to develop social status of backward classes, Sangli Zilla Parishad has provided financial assistance for construction of the houses, agricultural development and drinking water facility. Alongwith these notable schemes Sangli zilla parishad has implemented various schemes and programmes : to observe the abolition of untouchability day, to encourage the people for intercaste marriages, to build social places to gather, tailoring training scheme, marriages of Devdasi, help for those who suffer from natural calamities, help for educated unemployed etc.

Table 4.31 shows the beneficiaries from backward class in various schemes : scholarships and fees concessions, hostels, Balwadi, construction of houses, irrigation and drinking water supply.

D) FINDINGS IN BRIEF

- 1) The Sangli Zilla parishad's own resources are limited to about 3 to 6% of total receipts and there is no possibility of any substantial increase in the same.

- 2) The government grants which are the main sources of the revenue, are tied and earmarked. The percentage of government grant to total receipts comes between 65 to 72 percent during the study period. The grants are tied and they are sent to the zilla parishad along with a detailed break-up, itemwise and departmentwise. The details showing provisions from state budget for any financial year proposed to be transferred to zilla parishad is printed along with the state budget and sent to the zilla parishad. This break up of each grant gives no choice to the zilla parishads except to utilise the same as per the directions, only during the said financial year. Thus, each grant is earmarked.
- 3) The loans and advances etc. add to the financial source of zilla parishad's income and do not necessarily form part of their incomes. The percentage of debts source to total sources comes about 6 to 11 percent during the period from 1980-81 to 1984-85, due to limited source of debts from state government as well as financial institutions. Sangli zilla parishad does not successfully implement the development scheme for the equal benefit of rural people e.g. irrigation. However, the amount advanced by the Zilla parishad, from its own funds to the employees fetch a small income by way of interest which is negligible.
- 4) Expenditure on administration is increased tremendously, its overall growth of percentage being 277.55 percent during the period from 1980-1985. This is not a healthy feature

of the Sangli Zilla Parishad. Ironically, there is no evidence to show that the quality of service of the Sangli Z.P. has improved with this growth in administrative expenditure.

- 5) Expenditure on education of Sangli Z.P. is increased by about 62 percent in 1984-85 over the 1980-81. The annual average percentage of education expenditure to total expenditure comes to about 40 percent (Table 4.8). It has made considerable progress in the spread of education in the rural areas, as is obvious from the growth in literacy, number of school going children and also the number of educational institutions.
- 6) The expenditure on public works has been increased by about 17 percent which is quite satisfactory. The Z.P. has achieved considerable progress in road construction in its area. However inspite of such big expenditure the Z.P. could not make much progress in providing irrigation facilities and drinking water supply facilities specially in Kavathe-Mahankal and Jath taluka. In terms of percentage expenditure it shows a fluctuating trend during the five years (Table 4.9).
- 7) Expenditure on sanitation and public health include : medical ayurved, public health and public health engineering. During the period of 1980-85 the amount of total expenditure on sanitation and public health has increased by nearly double it seems to have increased by about 98 percent over this period (Table 4.10). The Zilla Parishad has made relatively

satisfactory progress in expansion of health services in the rural areas. Progress in respect of construction of drinking water wells and pipe line water supply to few towns and so many villages are fair though no adequate.

- 8) Miscellaneous expenditure covers eight sub-items : agriculture, husbandry, forests, social welfare, community development, pensions, etc. In absolute terms the expenditure on above heads has been increased tremendously. It is seen that the total amount of miscellaneous expenditure seems to have increased by about 54 percent over the study period (Table 4.11). It has achieved considerable progress in the development of animal husbandry in the district. The number of veterinary hospitals, artificial insemination centres, etc. have increased considerably. Though, the average annual percentage of total miscellaneous expenditure to the total expenditure of Z.P. comes to 10.72 percent. It shows that very little amount spent on agriculture, animal husbandry, forests, social-welfare, community development, etc.
- 9) i) The share of capital expenditure is very little in the total expenditure of Sangli Z.P. The average annual percentage of capital expenditure comes to about 11 percent (Table 4.12)
- ii) The capital expenditure show a fluctuating trend year after year and no consistent trend towards their increase is visible