

**PANCHAYATI RAJ AND PLANNING
IN ANDHRA PRADESH :**
A CASE STUDY OF MUNDLAMUR MANDAL PRAJA PARISHAD

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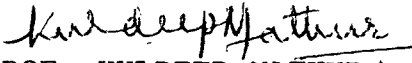
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DECLARATION

Certified that the dissertation entitled 'PANCHAYATI RAJ AND PLANNING IN ANDHRA PRADESH: A CASE STUDY OF MUNDLAMUR MANDAL PRAJA PARISHAD', submitted by T. Srinivasa Rao in partial fulfilment of the requirements for the award of the degree of Master of Philosophy, has not been previously submitted for any other degree of this university or any other university and is his own work.

We recommend that this dissertation may be placed before the examiners for evaluation.


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INTRODUCTION

Gandhiji was fascinated by the Ancient village panchayats where peace harmony and self-sufficiency were prevailing. He described the villages as 'republics'. Gandhiji view of ideal village panchayats were recognized during the last part of 1950s, three tier panchayati raj institutions were set up with fanfare for the grass roots democracy, Balvantrai Mehta Committee recommended the block as the unit of democracy and development. Later Asoka Mehta Committee has come to restructure the institutions, it stressed the need of district ~~which~~ should be the planning unit and its implementations should be done at the Mandal level for the reach of the people for ~~planning the~~ democracy, *planning and development.*

By 1962 some of the state governments started setting up PRIs. Soon after lost its primacy as a national political concern. PRIs were virtually bypassed following the Indo Pak War and dumping of several central sponsored schemes to the DRDA etc which was in fact either unable to solve or raise the popular participation in planning, hence failure of the whole process. The 1980, ~~was~~ the landmark for district governments formations. A new interest has begun for decentralised planning at higher levels *to revive or reestablishment and dead local Institutions.*

Now there are trends around the world for the reconstitution of the local self-governments to infuse new

life into the bodies for democracy and decentralised planning to bring out the rural people into the mainstream. These trends for the grassroots democracy are evident in the recent demands for greater autonomy and for the local and regional levels.

India was among the first few countries to realise the need of Gandhian model of village Swaraj, where panchayats work with cooperation, peace and harmony and self sufficiency. To cope up with the problems it was stressed that the need of decentralised planning in the first Five Year Plan, to draw up the village, block and district level plans to allow the people to participate in the plan formations. Later several committees recognised the need of Panchayati Raj institutions for planning and economic development. The need has been reiterated every Five Year Plan. Efforts to decentralise planning were made from time to time. And yet micro level planning has not made much progress. There is a gap between promise and performance. What are the reasons for the failure of PRIs, and its planning process and how it can be avoided in future? Are there any pre-requisites for the success of decentralised planning to stabilise PRIs for the people participation and democracy?

Questions like the above deserve thorough inquiry, its practical ^{approach in} seventh Five Year Plan. With the introduction

several central sponsored schemes for poverty alleviation and rural development, ~~the~~ need of PRIs ^{from} grassroots ^{planning} require importance. Very recently some interesting experiments with far reaching implications have been made in some parts of the country. During the 1980 a renewed interest began for decentralised planning for peoples participations and development, as such some states started restructuring district governments and PRIs with allocating some ~~divisive~~ ^{special} ~~allocations~~ ^{funds from} of their budgets. But in practice these institutions are not smoothly moving. However, it is time to future oriented actions for social transformations.

It dicusses the centralised planning methods relevance of present conditions at the grassroot level. It also dicusses the past and current experiences of India in decentrlaised planning within an analytical frame so as to unearth the true meaning and significance of that experiece and to derive lessons for the future. An attempt has been made to assessing methods and its applications for peoples participation and development. The role of PRIs institutions carry out the central sponosred schmes such as IRDP, NREP, RLEGP, JRY etc. and its linkages with other institutions.

This thesis based on not only secondary sources information available in published or unpublished forms (such as reports, research paper), but also the detailed on practical study of mandal in Prakasam district of Andhra

Pradesh. Its functioning, links with other higher institutions, people participation in Mandal prajapraishad at Mudlamur dealt at a length, besides giving details of panchayati raj system and planning in Andhra Pradesh. This case study was done at the block level for which material was also obtained from the files, records of the offices. The method of personal interviews with concerned functionaries at the district, block and local leaders and purposive selected members of the public was also used.

Out line:

The study divided into four chapters dealt with the role of panchayati raj institutions in grassroots planning and its success and failures in different states.

1. Concept and historical review of Panchyati raj.
2. Panchayati raj and planning in India.
3. Panchayti raj and planning in Andhra Pradesh.

The starts with a Chapter on Concept and Historical Review of Panchayati Raj. It come to the conclusion that there is a need for reformed, Gandhian form of Gram panchayats for ^{better} ~~bright~~ democracy. Chapter-II deals with central planning and its failure to solve the problems and evoke the people for development. It also provides a brief summary of several half hearted and therefore largely unsuccessful attempts to decentralise planning process made

since independence. It analyses the reasons for its virtual failure of the earlier attempts and highlights some more significant developments.

Chapter-III begins with the establishment of PPRIs in Andhra Pradesh and leads to length of argument of the reformation of districts government, power rivalry between bureaucracy and local leaders^{and} ends up with an idea that planning process is put out of the touch of the PRIs. It further stressed that the government does not have willingness to bring the planning for development. The act of 1986 was made with an aim to^{make a} balance with the bureaucracy and local leadership. Chapter-IV dealt at length on functioning of Maundlamur mandal praja parishad, and its role in planning and development.

CHAPTER I

CONCEPT AND HISTORICAL REVIEW OF PANCHAYATI RAJ

CHAPTER-I

CONCEPT AND HISTORICAL REVIEW OF PANCHAYATI RAJ

CONCEPT - I

The term Panchayati Raj came into usage after the acceptance of Balwantari Mehta Committee recommendations on Democratic Decentralization. Previously terms like "village panchayat", "direct board" a "sub-district board"-which were self-governing bodies at the village or regional level - were used. Panchayati Raj implies the creation of local government institutions at village, block, and district level based on decentralisation, democratization and devolution of powers with responsibility. These bodies play a vital role in rural administration. In fact powers entrusted to these bodies are indicative of the democratic functioning of a state. The union of India is composed of states and union territories. The component states are divided into districts and these in turn are sub-divided into Tehsils or Taluks for administrative convenience. The basic units of local self-government in rural areas are village panchayats, panchayat samitis, and Zilla parishads. The village panchayats have been linked to panchayati Samitis at the block level and to the Zilla parishads at the district level.

The primary objective of Panchayati Raj is to strengthen the democratic base at the grass-roots level. It also aims to give power with responsibility to local people in the governance of local affairs. It also envisages active participation of all sections of people-irrespective of caste, class and creed in the developmental programmes of village.

This view was emphasized in the First Five^{Year} Plan: "The concept of Panchayati Raj is not limited to the non-official and democratic organisations associated with it. Representing as it does a district level of responsibility and functions within the general scheme of administration Panchayati Raj comprehends both democratic institutions and extension services through which development programmes are executed¹.

The primary role that has been assigned to Panchayati Raj is planning and implementation; welfare activities are added to it so as to create a participatory psyche among the people.

The idea behind establishment of Panchayati Raj was to create rural local-self government agencies responsible for discharging certain selected functions pertaining to development in which peoples involvement, both in planning and its implementation, is a necessary ingredient. In other

words the philosophy behind the establishment of Community Development and Panchayati Raj Institutions was socio-economic and political development at grass-roots level. These institutions are supposed to play a vital role not only as instruments of social change but also as a source to raise the conscience among the rural poor.

Panchayati Raj is not merely an institution to ensure economic growth; its aims are much more broader than that, encompassing all-round development of men and women. While providing basic human needs such as food, clothes, shelter, education and health, it creates a sense of participation among rural people through institutional structures.

In a country like India Panchayati Raj institutions assume greater importance to tackle gargantuan problems like poverty, illiteracy and unemployment. In fact India was one of the few third world countries to choose planning and democracy, two modern concepts, to carry out rapid development of the country.

GANDHIAN VIEW AND THE CONSTITUTIONAL PROVISIONS:

The plea to establish democratically elected local-self-government institution was a vital strategic element in the struggle for national independence. To Gandhiji panchayat was an instrument of mass politics; for him a

network of such rural organisations functioning in the villages without any connection with the government will be the true foundation of civil revolt"². During the national movement Gandhi in particular viewed that these village panchayats as a means to undermine British authority in rural India and vehicles for ushering in an alternative political and economic philosophy of development. Gandhi had categorically stated his vision of village panchayats in the following words:

"My idea of village Swaraj is that it is a complete republic independent of its neighbours for its own vital wants and yet interdependent for many others in which dependence is a necessity....The government of the village will be conducted by the panchayat of five persons annually elected by the adult villagers, male and female with minimum prescribed qualifications. These will have the authority and jurisdiction required. Since there will be no system of punishment in the accepted sense, the panchayat will be the legislative, Judiciary and executive combined to operate for its year of office. Any village can become such a republic today without much interference even from the present government whose effective connection with the villages is

the execution of the village revenue..... Here there is perfect democracy based upon individual freedom. The individual is the architect of his own government"³.

Articulation of this view marked the beginning of an idealized concept of village organisation, a concept that was popularised by the adoption of a traditional name panchayat, and inspired by a vision of rule by a decentralised system of democracy known as Panchayati Raj (PR). This romantic picturization of panchyats was considerably influenced by village "republics" of ancient times where harmony and peace based on self sufficiency prevailed. Sir Charles Metcalfe, a British Governor had called them the "little republics"⁴. This perception of village community based on harmony, peace and stability ideally viewed by Gandhi was debated in the constituent assembly. Passionate debates took place in constituent assembly regarding the establishment of Gandhian Model of Panchayati Raj institutions. Ambedkar and Nehru were strident critics of these village panchyats. Given the caste ridden feudal structure of the village society of those days, they left much to be desired. Ambedkar took this question to extreme, when he condemned the village as "a sink of localism, a den of ignorance and narrow mindedness

communalism" and went on to declare that "I hold the village republics have been ruination of India".

When constitution was finally adopted the Gandhian view was deleted from the constitution on the ground that it was outside the realm of practical politics "where there was appreciation of values of humanitarianism and non-violence, the what the constitution adopted was federal-parliamentary structure" with pronounced bias towards centralisation. This bias was accounted over the years by a widely shared concern to make the nation strong both politically and economically. It made the individual, not the village, as the basic unit of the political system. As a concession to the advocates of Panchayati Raj the constitution included the following in its Directive Principles of State Policy. "The state shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government". But even after this the idea of Panchayati Raj was given up. The modernists led by Nehru emphasised the need of science and technology to lay a strong base for Modern industrial nation.

The question of democracy at grass-roots level in the state became the most crucial point of discussion after independence, especially during the First Plan period. The

First Five-Year Plan pointed out that "The constitution has provided for democratic institutions at the centre and in the states, but so long as local-self-governing institutions are not conceived as parts of the same organic institutional and administrative framework, the structure of democratic government will remain incomplete. Local self-governing bodies have to play a vital role in the field of development. It will also be necessary to work out suitable arrangement for linking local self-government bodies at different levels with one another, for instance village panchayats with sub-division local bodies⁵. In this way the first plan emphasised that the administration of the country has to provide for establishment and development, at the village level and above, of appropriate agencies which derive authority from the people.

There was burden and responsibility upon the national leaders to solve the immediate problems around them such as poverty and illiteracy. There were widespread disparities in the country. On the other hand the disparities among the rural population were widening. At this juncture the government realised the importance of Gandhian ideal of village Swaraj where peace, harmony and development prevailed. This realisation led the national leaders to think of better village to bring out immediate village production plans.

The first attempt at decentralised planning was dictated by "The experience of the First-plan". The planning commission accordingly prescribed elaborate methodology during the second plan for preparation of state. Plans at various levels below that of the state, i.e., for individual villages, towns talukas, tehsils or extension blocks and district. Distinct plan, it was explained, is important both for the range of activities which it occupies and for the fact of its association with the people at every level and the opportunity afforded to them for their fulfilment. However it remained a pious hope.

In the last period of the Second-Five-Year plan, a new light and direction has come to the village development and democracy. The Committee on Plan Projects emphasised the need of peoples participation in every efforts of government for constructive development through cooperation and self-help. The committee more or less fulfilled the Gandhian ideal by recommending the democratic institutions at the grass-root level. For more and vigorous development, it recommended the block as the unit of planning. This was done with a view to enrich democracy at the grassroot level.

This view gained strength that PR was established to promote economic development and the third plan suggested that the real test "must be its practical effectiveness as an

agricultural expansion agency". In the eyes of policy makers, as the view of PR as units for planned development gained ground, the government sought support from these institutions to implement national five years plans of development. Local participation was seen as an instrument for better implementation of national policies.

Later the Asoka Mehta Committee stressed the need for planning as a means for the ends of democracy. The committee emphasised the district as unit of planning below the state level for the people's participation and effective implementation of the grassroots planning.

PANCHAYATI RAJ ADMINISTRATION - II

THE COMMUNITY DEVELOPMENT (CD)

AND

BALWANTORY METHA COMMITTEE

Another perception of the Panchayati Raj gained ground after introduction of the CD programme in 1952. It aimed "for the transformation of the outlook of the people, inculcation of the spirit of self-reliance, generation of habit of cooperative action through popular bodies and these three to lead to enlightenment, strength and hope⁶. The programme had been initiated from state governments by providing techno financial assistance. It was hoped that the

CDP would make the people acquire modern values of socio-economic growth and development as instrined in the First Five-Year plan.

The organisation that was designed to implement the programme provided for flow of power and control from the top to the bottom, enabling the bureaucracy to implement the programme to rise participatory enth~~er~~sian amongst the people.

A development commissioner was appointed to lookafter the programme. The multiple administrative machinery began at district block and village level following the NES recommendations. As the years went by, this was expanded.

Early scholarly evaluations of the CD programme found the inadequacy of the governmental machinery and this was seen as the major obstacle to its sucess. While accepting that the civil sevants were intelligent, hardworking and conseious people, it was realised that they locked the essential spirit underlying the programme. Too much reliance on government had also not helped in generating people's particulation⁷ Prof. Iqbal Narain states that the difference between, 'official expectations and people's response and lack of leadership at the grassroots evel were the apparent causes for the failure of the CD programme. All the above evaluations more or less pointed out that the inability of

the CD programme to rise the weaker sections was evident. As a result the better-off sections benefitted much from the programme.

As the programme completed five years a number of scholarly evaluations had come up and finally the planning commission too decided to evaluate the programme in its entirety. A study team was appointed under the chairmanship of Balwantrai Mehta to study and report on the 'Community Projects and National Extension Services (CPNES) with a view to suggest measures to bring to economy and efficiency, and assessment of the extent to which the movement had succeeded in utilising local initiatives, and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas⁸. The study team strongly felt the need for public participation in community works through representative institutions.

The Balwantrai Mehta Committee found that while the programme and the organisation had made very useful contribution, the effort was too governmental in nature, and people were not given prime importance in the scheme of things and concluded that one of the least successful aspect of the programme was its failure to evoke popular initiative⁹.

The study team recommended a profound change in the method of operation of the programme, i.e., transferring control from the government machinery to elected bodies of the people at the grass roots level and from village upto the district level. The study team offered two broad directional trusts: first, it argued that there should be administrative decentralisation for the effective implementation of the development programmes and secondly the decentralised administrative system should be under the control of elected bodies. As the authors of the report put it, "Development cannot progress without responsibility and power. Community development can be real only when the community understand its problems, realises its responsibilities, exercises the necessary powers through its chosen representatives and maintains a constant and intelligent vigilance on local administration. With this objective we recommend an early establishment of statutory elective local bodies and devolution to them of the necessary resources, power and authority".

The committee gave the blue-print of a "three-tyre system" - which was to be introduced in all states and union territories of the Indian union - suited to local conditions, however, it did not favour any rigidity or a uniform pattern of PR throughout the country. This enunciated five fundamental principles that underlined the

spirit of "democratic decentralisation". These principles were: (a) There should be a three-tier structure of local self government from the village to the district level and these bodies should be linked together; (b) There should be a genuine transfer of power and responsibilities to these bodies to enable them to discharge their responsibilities; (c) Adequate resources should be transferred to these bodies to enable them to discharge their responsibilities; (d) All welfare and development schemes and programmes at the three levels should be channelled through these bodies only and; (e) The three-tier system should facilitate further devolution and dispersal of power and responsibility in future.

The study team recommended statutory elections to local bodies and endow them with divolution of authority, necessary resource and power. It also recommended that the basic unit of democratic decentralisation should be located at the block/samiti level. The study team envisaged directly elected panchayats for a village or group of villages, an executive body called panchayati sumiti for a block consisting directly elected and coopted members, and an advisory body called Z.P. at the district level constituted indirectly, through ex-officio members drawn from the lower tiers and with the collector as its chairman.

THE DECLINE AND ASSESSMENT

It is very clear that there was little commitment to the ideological view of Panchyati Raj in India, eventhough every five year plan emphasized importance of PRIs in performing the functions pertaining to socio-economic development. The Sarvodaya movement led by J.P.Naryan had also reiterated the fact that PRTs were emerging instruments of village government and democracy.

Significantly, while democratic decentralisation was introduced with fanfare, certain other developments in government policies also took place due to the food crisis in 1960s. Accepting the recommendations of Ford Foundation, the government initiated an intensive programme for increase of agriculature production in selected areas of the country. Thus some seventeen districts were chosen for special attention which were well coordinated and provided with timely delivery of inputs. The whole district machinery was geared up for this purpose. Thus, PRIs were bypassed in this frame-work known as IADP (Intensive Area Development Programme). It was an adminstrative programme; and when agricultural production respond favourably the credit for success was given to adminstrative strategy.

However, by 1962 most of the states established PRIs. Consequently there was aneuphoria in the rural India and a

feeling gripped the people that finally they would have a say in the affairs affecting their lives. An annual report of the community Development had said in 1964 that "younger and better leadership was emerging through the PRIs and there was a fairly high degree of satisfaction among the people with the working of the PRIs and a high degree of participation in the elections". Following the uptrends and interest generated by PRIs in the states, several states set up committees to review PRIs and recommend measures for its further success¹¹. Soon after the enthusiasm faded away. Summing up the situation an academecian remarked that the village panchayats had been reduced to a "focus of fustration. The Grama Sabha is somehing of a joke"¹².

The Ministry of Community Development was reduced to a department in 1966-67 and appended to Ministry of Food and Agriculture in 1971. In 1971, the very program "community development" was dropped and replaced by "rural development". "This was not just a cosmetic change. It marked the end of both the community and panchayats' as agencies of change and agencies of development, observed L.C.Jain¹³. The apprehensions were further aggravated by the introudction of the IADP which strengthened the view that the answer to rising agricultural production or bringing poverty-ridden families above the poverty line in the rural areas lay in greater reliance on adminstrative rather than

on participatory strategy. The high yielding variety programme such as (a) agricultural development (b) area development (c) employment (d) special groups etc. together with IADP were cited as evidence of successful strategy. Further, the administrative machinery of CD and PRIs were reduced when VLWs were attached to the agricultural department and asked to visit the training programmes. This further strengthened the administrative set-up outside the purview of CD & PRIs marking their decline. In addition to this, elections to PRIs were not held; some times for 14 to 15 years there were no election to PR bodies due to nexus between bureaucracy and local vested interests. This view was pointed out by G.V.K.Rao committee report that "Apart from inadequate resources, elections to these bodies have not been held regularly...and elections have been put off on one pretext or another....and the term of existing bodies have been extended or bodies have been superseded"¹⁴. Congress, the party which has ruled the longest in most states, has been faction ridden for years. It avoided organisational elections to ward off any possible threat to the ruling leadership. It is hardly surprising that panchayati elections too were deferred, thus permitting the continuance of the entrenched elite"¹⁵.

During their function PRIs had revealed some specific features of Indian socio-political system. Administratively

the Samites worked through EDUS and that of the Z.Ps through collectors. These officials were not necessarily under the authority of these bodies. There is an interlocking web of relationship between officials of the CD programme and office holders of PRIs, who together work as a team for development. But what actually happened was a friction developed between officials and elected leaders. The PR leaders maintain pulls and pressures to maximise benefit for their groups. Officials on their part resented this kind of leadership and perceived it as a threat to their power. This situation led to moribund state of affairs¹⁶.

There exists conflict between a state minister/ legislator (state leadership) and panchayat leaders (local leadership) regarding the distribution of loans and other benefits. The people go to him for certain benefits, say, to get taccavi loan or school building or some development activity. On the other hand, people go to the legislator for these things but he has no direct power to sanction these things. These things are done by panchayat leadership. So, in a way, he is dependent on them and this led to problems. And this perhaps is the main problem rather than anything else. This often leads to conflict sometimes latent and at other times manifest between state leadership and local leadership.

Another factor that hinders the efficiency in the institutional mechanism was the confusion in determining the administrative boundaries among the various sub-divisions in a district: officials were placed under a dual role that often led to friction. Officials felt insecure to work under the system, for, these institutions were run by political high handedness. Officials' techno efficiency was not working. The operation of the system thus depended to a great extent on inter-actional skills of the panchayat¹⁷.

Panchyati Raj institutions were seen as political bodies especially in the implementation of national plans. There were contrasting views on whether to introduce politics in the PRIs or not. Gandhian exponents viewed that there should not be any party politics at the grassroots. But others emphasised the importance of party politics in enlightening the masses. J.P.Narayan emphasised that political parties should find otherways of serving people's interest than by exploiting panchayati raj for party ends". Namboordipad argued that in the name of non-partisanship at any cost, "it disarms common people in their fight against the local gentry who would transform the Panchyati Raj into their instrument"¹⁸.

Panchyati Raj created a little political democratic revolution-there is no doubt in this regard. The most serious and gruesome issue is the plight of deprived

sections. Their franchise does not result in any concerted effort to generate policies favourable to them. It happens because of the character of leadership that emerged. Elections in no way lessened the hold of traditions and association of institutional factors—caste and property. In the eyes of detractors of PRIs, the new elections and new leadership were generating the power cult; and dominating the institutions further to provide patronage to their kith and kin. "The fundamental weakness of our rural society and of our panchayats is to be found not so much in the presence of factions or groups, but in the general lack of interest in problems of common welfare of the mass of the villagers¹⁹.

ASOKA METHA COMMITTEE (1978)

A renewed interest was begun at the national level to revitalize institutions when the Janata government appointed a high power committee during 1977-78 to strengthen the Panchyati Raj institutions in the country.

Asok Mehta committee stressed the need of decentralised planning and people participation for brighter and fuller democracy and development at the grassroots levels which was also stressed by Balvantrai Metha committee in 1959.

Balwantari Mehta stressed the need of democratic development at the grassroot level, for which he chose the block as the unit of planning. In fact this did not work satisfactorily. Asoka Mehta recommended an institutional design for Panchyati Raj in the light of the thrust and technical expertise required for planning and implementation of rural development programmes. He commented; "The inescapable compulsion is that the district be the first point for decentralisation, under popular supervision, below the state level" District has come to be recognised as a viable administrative unit at which planning, coordination and resources allocation are feasible and technical expertise is available. A higher level of popular leadership can also emerge at this level.

The committee emphasised that Panchyati Raj like democracy at the national and state levels, is both an end and means. Altogether, it should contribute to the philosophy as well as practice of a rich and rewarding life in rural India. The Panchyati Raj institutions can play an important role in the sphere of municipal and welfare functions by supplementing the state plan outlays. The committee has drawn the attention of panchyatas to the institutional finances rather on budgetary resources and recommended they should become capable of planning for themselves with the resources available to them.

Several state government reflected upon the Asoka Mehta committee recommendations and set-up mandals and ZPs and started providing the divisive outlays to the PRIs from their state budgets.

Later a working group on district planning headed by Ch.H.Manemantha Rao, was set up in 1984. The committee ^{headed} Ch.Hamumantha Rao had stressed the need for decentralised plan on the lines of both Asoka Mehta and M.L.Dantawal committees. As for the recommendations, district should be the important point of decentralisation because the district is the age/old administrative unit where all the competent technical staff is available for better planning formulations.

These was a voice for all-round development in the country. Decentralisation is emphasised. Growth with social justice and poverty alleviation continues to be emphasised in the seventh-five-year plan. Some studies have shown that poverty has tended to diminish where growth has been sustained over a long period and, by and large, there has been a positive association between reduction in rural poverty and improved agricultural performance. It is also seen that the percentage of persons below the poverty line in rural areas has tended to increase when the per capita agricultural production has decreased. However, the

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"trickle-down" of the benefits of growth for alleviation of poverty has not been significant and, therefore, a strategy of direct attack on poverty through a "pull up" measure has been implemented with significant results.

A committee to review the existing administrative arrangements for rural development and poverty alleviation, (CAARD) was appointed on 25th March 1985 under the chairmanship of D.R. G.V.K. Rao, to review the existing arrangement for rural development and poverty alleviation programmes and to recommend an appropriate structural mechanism to ensure that "they are planned in an integrated manner and effectively implemented".

However, after customary circulation in the corridors of central ministries and state capitals, the report was shelved. Incidentally, Mrs. Gandhi too, after coming to power in 1980, had appointed a special committee for broadly the same objective under the chairmanship of M.S. Swaminathan who submitted the report in March 1982, but nothing has been heard about it since then.

The process of thinking in the government was on. It gave birth to yet another committee in June 1986, with L.M. Singhvi as chairman to prepare, a Concept Paper on revitalisation of PRIs for democracy and development. The

idea was to make PRI a truly effective instrument in the constructive task of rural development and nation-building.

Since Mr. Gandhi turned his attention to the bureau. He had been meeting the district officials. In this turn of events the G.V.K. Rao committee is more relevant than that of the Singhvi Committee reason is that Rao does talk of the strengthening of district official from while Singhvi confined to the panchayats under special constitutional guarantee. This will curb the congress (I) leadership at grassroots level, however, they did not endorse it.

L.C.Jain a leading member of planning commission, estimating the 64th amendment bill, said: "Alas, that makes it a case of "infanticide" which according to the Oxford dictionary, means not only "murdering of an infant after birth" but murder "especially with the consent of the mother".

Assessment - III

a. Panchyati Raj ~~is~~ unit of democracy:

There is no doubt that the Panchyati Raj institutions brought the people close to the democratic institutions and development and raised the political consciousness at the grassroots level and fostered real democracy in the country.

Socio-culthrally these instituion create a new leadership, which is relatively young in age with moderenistic and progressive outlock. They open the doors to men and women to participate in the decision making process.

Contrary to the above said virtues, the PRIs are dominated by rich landed castes who are not willing to let the others come up. They want to maintain their hegemony by blocking plans of proppress.

II. Panchyati Raj:- Unit of planning and socio-economic development:

Decentralised planning is an ideal method to foster democracy at the grassroots level, thus governments are trying to use these grassroots level institutions as units of planning allow the people to participate and make plans for themselves so that they can easily solve their problems. Adminstratively these institutions are bridging the gap between the bureaucratic elite and the people.

Operationally speaking, today these are not effectively working eventhough all these are existing. The reason for this is nexus between middle man, corrupt officials and

politicians. This blocks the implementation of development programmes.

PRIs have marginally succeeded in fulfilling the Gandhian ideal of village Swaraj, it created a sense of participation, a "we feeling", in democratic institution. The local planning through these institutions, helped the poor to some extent to come up in their lives. However, it is the high time for the people to participate in the local planning *which the government and policy-makers have realised.*

If there is devolution of powers along with resources to PRIs, it will bring revolutionary changes in rural structures. So far the PRIs institutions are working as merely units of state governments, because whatever the state or central governments directs it has been doing the same. So there must be independent powers for these institutions. Decentralisation of planning is necessary at the grass roots level for the local needs and preferences. Panchyati Raj Institutions can do this job extensively since they are working as units of local self governments.

The task of rural reconstruction and growth of our democratic institutions will be strengthened and sustained only when the participation of the people in decision making process of institutions of self govt at the grassroots level is ensured.

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CHAPTER II

PANCHAYATI RAJ AND PLANNING IN INDIA

CHAPTER-II

PROMISE AND PERFORMANCE

Grassroots democracy through planned economy which had been envisaged for an overall development from the time of independence in India has not been successful on expected terms. The planning process which had highly centralised for a long time had not been able to solve the principal problems of poverty, unemployment and illiteracy which in turn had given us a large population growth, had created a sense of national failure and raised a question mark on Indian planning. The fact is that centralisation of the planning process which took the shape of coordinating the development planning of the state governments with district plans to ensure the flow of benefits to the rural elite is a direct consequence of the absence of rural democracy"¹.

The planning process remained largely a centrally directed and governmentally controlled process. Plans are indeed prepared at different spatial levels (e.g., National, State, districts) but the approach is from top down rather than bottom up. No wonder, there is so much of disenchantment and apathy among the people for the developmental plans, whose fruits have bypassed the large majority of the population. It is to rectify this situation that the need of decentralized and participatory planning

is increasingly felt both in the official and outside circles.

Before going into the details of decentralised planning and its application in different states, it would be instructive to discuss the shortcomings of the centralised planning to understand the present underdevelopment.

SHORTCOMINGS OF CENTRAL PLANNING

Centralised planning is an unpopular notion in these days. Being inextricably linked with the socialist ideals, it was the Soviet and East European experiences that dominated planning discourse throughout this century. Closer home too, debates on planning have occupied a prominent place in developmentalist discourse.

It has been widely recognised that popular participation in formulation and implementation of plans is essential for the success of development programmes. Only the people know what they need and they alone can ensure that the development programmes do not get watered down, during the process of implementation. It was viewed that the technical expertise would help them to develop and make this process a success.

The early commitment to planning for social justice made by Congress party to incorporate this ideal in the

directive principles of state policy, of the constitution. And later the planning commission was set up to realize this ideal, particularly to bring about all round development in the fabric of rural society. The responsibility of formulating model plans was given to the two towering personalities-Mahalanobis and Gadgil-who tried to establish meaningful linkages between scarce capital and abundant labour, in order to generate new incomes and create employment opportunity"².

In contrast what we have today is a commission whose plans are not taken seriously by any one, often even by those who framed them. There is pitifully low interest about planning among the people. This lack of interest is not just to the specialised nature of the discourse, but more to the fact that masses are so caught up in the daily grind of survival that they have little time and inclination for engaging with the complex process³.

People living in rural areas are greatly discouraged by the fact that plans for villages, blocks or districts are not available to them. In the absence of these, they do not know whether any of the things mentioned in the state and central plans will help them or their community or the high-labouring towns and marketing centres. Even though they are prepared to participate in planning to improve

their lot through the development of their villages, blocks or districts, they do not know how to go about it. They are unaware of the way they could get their needs and aspirations included in development plans. So what is paradoxical is that it is precisely this condition that the planning process was expected to correct. So what went wrong and what can be done?

Planning, particularly democratic one is impossible without active participation of the people whom the process is supposed to affect. This is a fine ideal, but in a situation of endemic resource scarcity, severe conflicts are found to occur over whose needs deserve what priority; and when political process is popular one planners can do little. In a democratic country like India the implementation of planning for the development of people is very difficult because landlords, industrialists, speculators and political leaders of the dominant castes, are able to force their will upon the majority of the people and intimidate them into submission. For the poor and disadvantaged, who constitute majority in India, their participation in planning will remain a formality unless they are enabled to counteract the strength of these powerful groups. The government should disseminate knowledge to the poor about these plans, concentrate on classes and strata to have their voices heard without to make themselves heard⁵.

Indian planning speculator growth in some sectors seems to have taken place at the expense of the less fortunate classes, and regions. What is worse is that the failure to attack object poverty has combined with an increase in interstate disparities, a greater concentration of wealth, no decline in rural oppression a systematic neglect of women, and steady degradation of the environment. It is further argued that all this has taken place notwithstanding of planning but often because of it. Worse, the ostensible failure of the planning experiment seems to have led, particularly in the seventh five year plan, to its virtual abandonment⁶.

It is not good to follow the new trends of privatisation that the government had favoured in the seventh plan but more reliable method is to have planning based on its older promises giving more emphasis to productive employment rather than growth rates per se and a renewed attack on the vestiges of feudalism, a move towards a decentralised spatial planning exercise which is environmentally sensitive and seeks to involve people rather than thrust alien expertise on them. It is further viewed that only a renewed commitment to social and democratic rights of the masses can generate the necessary social forces to bring about the correction⁷.

On governmental side a change in policy formulations is needed and a committed and devoted leadership who can run the good government is essential. L.C>Jain rightly pointed out that "A good government does not need guns to command respect, if it has a good image. And a good image depends on intergrity, impartiality and effeciency⁸.

REASON FOR THE FAILURE OF PLANNING:

1. After forty-five years of planning experience in India, the centralized planning methods have failed to rouse enthusiasm and create a sense of mass participation in planning which is confined only to central and state head quarters.
2. These planns models have failed to remove poverty unemployment and illiteracy in India; because the political leadership at the centre has not had strong commitment for the development of the country. The little efforts they have made at the higher levels are not reaching to the grassroots. Moreover during the implementations process these little opportunities for the poor too also averted and the funds meant for the poor are misappropriated by the rural elite resulting in the absence of rural democracy⁹.

3. So far the bureaucracy came to dominate entire planning process. The political leadership in the planning institutions has not been adequately represented. There is an assumption that political leadership had it been there, it would have certainly been demanded the need of decentralised planning for the peoples participation¹⁰.
4. The planning commission under the federal setup of government has acted as a central agent. The entire planning process has been working under the commission guide lines. The planning commission suffers from running on the investment-cu growth type of planning which serves nothing to the people. There are trends to change the process¹¹.
5. The central planning methods are unable to maintain a proper balance between states and backward regions. The backward regions were completely neglected. For example, viderba and Marthwada in Maharastara, Rayalaseema in Andhra Pardesh and Utterkhand in UP were totally neglected. Though there were decentralised planning method during the fourth five year plan period the approach as have already discussed earlier was top down rather than bottom up. As a result of PRIs were in a moribund state¹².

Rationale:

6. Economic planning has usually been associated with centralisation for reasons which are both historical as well as analytical. Historically it has been evolved as centralised in nature. It was advocated as a cure for the ills of the market mechanism which could be regarded as one form of decentralised decision making system. Analytically, the case for centralisation of planning deserves immense support from the planning techniques most of which have been based on macro-modes whether aggregate or multisectoral. In contrast, there has been a virtual dearth of decentralisation models. If everything is decided by centralised models, nothing could be left for decentralisation to draw plans through local level institutions. It also follows that the planners, technocrats working with these models have a natural bias towards centralisation because it gives them power and prestige. In addition these arguments were justified around an assumption that centralisation ensures optimisation whereas decentralisation gives sub-optimal solutions as it may not result in the most efficient scale of production and the best possible location¹³.

The derivation of the optimal solution advocated

by central planning however, requires formulation of an objective function and reliable data. If the objectives do not take into account the felt needs and preferences of the people, then the solution may not be optimal. Similarly, the use of data and information of doubtful reliability may result in sub-optimal solutions. It is well known that the Indian planing suffers from both these drawbacks¹⁴.

There are numerous examples of inefficiencies arising out of the non-availability or unreliability of data. This has been an important reason for the persistent gap between targets and achievements. The deficiencies are reflected more particularly at the micro levels since the smaller the area, the lesser the scope of the applicability of the law of large number and smaller the chances of cancelling out of errors. The gap between what the people really want and what the planners think their wants are becomes visible at the micro level. Studies throw up numerous cases of planner's giving uniform or stereotyped schemes which are not suited to local needs or resources in several areas. For example, according to an empirical study, a large number of lower caste marginal farmers were provided with a superior breed of buffaloes in a Rajasthan village, but they could not maintain animals as they failed to produce the required dry and green fodder. Some of them, therefore, sold them to big farmers who can produce the fodders¹⁵.

Tarlok Singh observes, "The dead uniformity which has occurred in the name of national planning has proved highly unproductive in practical results. Financial allocation from above, whether by the centre or the state, have followed rigid patterns with little opportunity to arrange the use of available resources in terms of priorities, determined locally and related to carefully considered designs of development spread over a period of years. Moreover, an interest at the higher level has been increasingly to get at quick numerical results which are easy to report, add up and publicise in one form or another, with too little attention to the true impact on the conditions of the people"¹⁶.

7. The centre is misusing some of the discretionary powers under Art 356 without any valid grounds. Firstly, the political parties are not federally structured. They are in liminary in character. The centrally leadership is directing the whole party. The ruling party at the centre misusing powers in a state where the opposition parties running the states. Secondly, there is suspicious, tendencies between centre and state when centre distributes money to states and regions. The centre on its descretion, keeping in national interest allotting the extra quota to some regions. This led to a friction that centre showing "stepmothers love on State where the same party is not in power. Thirdly, centre

has been extending its powers on all areas of the country through a legislative enactment which is a negation of the federalistic principles. The concurrent list 20, economic and social planning which is an omnibus subject covering an immense area and the extensive powers under some special articles has urged the centre to move into the sphere of both concurrent and states lists. Fourthly, states have to follow the guidelines of the plan commission and submit their plan proposals to plan commission for final approval. The states are nearly depending for assistance on planning commission¹⁷.

However, all the aforesaid centralised trends, its role on states issues. Some states regimes were overthrown by the centre. These issues awakened people as well as politicians. Currently they are voice for decentralisation of powers, to states.

THE NEED FOR DECENTRALISED POLITY:

Indeed the case for decentralised planning in India has received support both in theory and practice. Prof. M.L. Dantawala argued that "The merit of decentralised planning is derived from its ability to discover dormant resources and skills and its endeavour to activate them¹⁸.

K.N.Raj also, stressed the necessary for decentre planing. The plaing so far carries an investment, cum-growth process the benefits have gone top docile but the bottom docile were not benefited. This has to be correct through careful selection and organisation skills¹⁹.

The government made some specific efforts to promote decentralised planning. The fact is that plans have some what excited some pressure for reform of the administrative system, particularly in respect of planning from below. The coverages, however, is very thin enercised at the state and local levels.

Anand Swarup in Yojana, March 1-15-1991 says that revision of planning borxems in academic institution will create better awareness socio-economic problems and supportive environment.

THE MEANING AND GOALS OF DECENTRALISATION:

To quote C.H.Manumantha rao, "Decentralisation through the involvement of local level representative institutions in the tormulation of plans for development as well as their implementation is being advocated in the interort of efficient utilisation of resources and for ensuring more equitable sharing the benefits from development²⁰.

In socialist countries planning has been carried out before achieving a high level of social, property and infrastructural development. India has not yet institutions in the formulation of plans for development India has not yet achieved, the rate is very slow. The benefits are not reaching to the poor.

Improvements in productivity through speedy absorption of modern technology as well as better allocation and utilisation of the available resources and greater impact of such productivity improvements on the living conditions of the weaker sections of population are sought to be achieved through decentralised planning.

The decentralised planning will help the planners to have a better understanding on the areas and the peoples in the rural levels. So, it would easier for the planer to draw up integrated plans for over all development²¹.

DISTRICT PLANNING

The history of attempts introduce planning at the sub-state levels is also quite old. The idea of planning from below was advocated even at the time of formulation of the first five year plan, which had mooted the idea of village pproduction council for agriculatural planning village, block and district plans were required to be

prepared on the eve of the formulation of the second five year plan. In the period of plan holiday between the third and fourth. The authorities started to wide up the newly born panchayats instead of nursing and strengthening them since then even the periodic elections to panchayats have not been held in a majority of the states.

However, the progress achieved in decentralising the planning process at the district level was negligible. The much pronounced shift from the traditional revenue administration to the development administration at the lower levels that has taken place in most of the states since independence, has been primarily with respect to the implementation of policies and programmes and not their planning. Most decisions on policies and programmes are taken at the higher levels, e.g. state and central. Even the much publicised C.D. programme paid little attention to developing capability at the local levels under this programme. "There was not much planning for taking up the works' much depended on whether the 50 percent of public contribution was forthcoming or not"²².

As discussed earlier there was a grave food crisis in India in 1960s the C.D. and P.R.I.'s lost their primacy before the eyes of the government. Dramatically this crisis, further appeared in 1965-66 as a result of the failure of the monsoon and later war enveloped India. The burden that these

adversity imposed on the economy was enormous. By the end of the sixties, the smile had been wiped out from a young nations face. Just as the economy had begun to "take off", it was grounded²³.

As it was viewed that India as an economy that was creating the preconditions for take-off. But the sixties proved to be a disappointed while the state of growths of NDP in the period 1950-51 to 1959-60 was an impressive 3.5 percent, compared to the near zero growth of NDP in the period 1890 to 1940, thus declined by half a percentage point for the period 1960-61 to 1969-70²⁴.

Growth Rates of National and sectoral income

Sector	1950-51	1960-61	1970-71	1980-81
Primary	2.6	1.4	1.6	3.7
Secondary	5.6	5.0	4.5	6.9
Tertiary	4.2	4.4	4.6	6.3
National income	3.5	3.0	3.3	5.6

However different views were given on Indian economy by both intellectual and academicians following it changed since 1950s that fifties as "Age of innocence the sixties as the "Decade of crisis" the seventies as the "year of

uncertainty and changes "and eight as the "Decade of growth". But this perspective is different from what is popular among academic economists, who says the period up to 1965 as the "golden age" and the latter period as one of stagnation and crisis²⁴.

Later, during the mid-sixties the government dumped a lot of programmes in order to fill the gap, the schemes were totally controlled by bureaucracy which led to a further centralisation of planning.

A major departure from the above trend took place in 1964 when the planning commission worked out guidelines for district planning so as to exchange the formulation of district plans. This is the first major document giving a comprehensive outline of the methodology of district planning. In view of the diversity of the country and the need to take this into account, the state or the districts were free to make modifications to suit their local conditions, subsequently a few district plans were prepared, but in the absence of suitable planning machineries, not only at the district but even at the state levels, it was not possible to follow these guidelines. Some of the so called district plans prepared were nothing but a mere collection of the felt needs of the people and resultant demands for financial provisions without taking into account their local resources and infrastructure. A few

other district plans were a mere collection of various departmental or sub-departmental proposals often handed over the the district from the state head quarters without any integration. Further, most of the district plans were purely rural plans which did not take into account the plans prepared for urban areas by the town or the city planning authorities.

CAUSES FOR SLOW PROGRESS

Absence of a suitable planning organisation at the local levels and central schemes carrying subsidy strike at the roots of local level planning. And planning reduces the oribitrary action and decretion. There are good schemes, the money has been sped on beneficiary rather than good schemes. And buracuratic rigidities have not given room for the emergence of leadership at the grassroots level. Lack of constitutional safeguards further weakended the very process.

RECENT DEVELOPMENTS

The reneved interest for decentralised planning began when the Janta government came to power in 1977. The Jana government willing was to instroduce

The renewed interest for decentralised planning began when the Janta government came to power in 1977. The Janta government willing was to introduce planning below the district levels. As the developments taking place in the spheres of planning process, a working group on block level planning was appointed under the chairmanship of Prof.M.L.Dantawala to suggest ways to development towards peoples participation. The working group pointed out "the issue whether a district or block is more appropriate for the purpose of planning need not be viewed with rigidity...block level planning is to be viewed not as an isolated exercise but as a link in a hierarchy of levels from a cluster of villages below the block level to the district, regional and state level²⁵;

REPORT OF THE COMMITTEE ON PRIs (1978):-

The Janta government also appointed a committee on PRIs under the chairmanship of Sri Asoka Mehta which submitted its report in August 1978.

The report pointed out several internal and external deficiencies in the structures and functions of PRIs, while recommending new structures for change and better polity. While accepting that PRIs were extensions of democracy at the local levels and instruments of democratic development management under rapid changes, continuous

growth and sustained innovations in all spheres of rural life "The report further set the argument that" state government should realise the social castes of administrative development programmes from a distance or through only governmental machinery"²⁶.

The report commented that "the inescapable compulsion is that the district should be to the first point of decentralisation under popular supervision, below the state level" for carrying out their developmental functions, it was suggested that the district planning unit consisting of a professionally qualified team should be placed within the Zilla parishad under the direct supervision of the chief executive officer of the ZP's for levels below the district the committee rejected both the block and the village as the suitable units for grassroots planning. Instead, it forward the creation of a new level called Mandal Panchyat consisting of a cluster of villages, which was to become the hub of developmental activities next to the district.

The sixth plan draft (1978-83) achieve plan objectives of full employment "detailed micro level planning with CD blocks as units" should be taken up. The sixth plan (1980-85) had shifted the focus and decided that a five year development profile will be drawn for each district disregrated into blocks the plan will be based on the

scientific understanding of the development aspects of the districts" This reflection in the sixth plan was due to failure of centralised planning methods-which had not succeeded in creating employment and ameliorating conditions for upliftment of the poor. Hence greater emphasis was being put on deep realisation of democratic planning to evolve suitable startings of local planning which would take into consideration of peculiar ecological characteristics of local areas in order to formulate new methods to implement developmental planning.

CENTRAL SCHEME:

In the fourth plan, a central scheme was initiated to assist the states for strengthening their planning setup and extending it up to the district level. As a result several states were able to formulate district plans during the Fifth-Five-year plan. At about the same time, the RBI directed the lead bank in each district to prepare a district credit plan (DCP). But there is scarcely any link between the district plan (DCP's), the two are not seen as an integrated, mutually reinforcing exercise²⁷.

Plans have fallen by the way side for lack of encouragement. After district plans were submitted to the state planning department, they go through the sieve of the individual sectoral department which modify them.

The assumption is that the heads of sectoral departments have superior 'technical knowledge' they regard themselves as custodians of state and national priorities across the board, be it fisheries, horticulture energy laying. Each such experience damped, if not killed whatever little local assessment of priorities was beginning to be assimilated in the district plans²⁸.

According to planning commission two states, namely, Maharashtra, and Gujarat are exceptions and have been experimenting with district planning. To ensure its success these two states have provided for the transfer of a definite proportion of the states financial resources to the ZP's by spilling the state budget into state sector and district sector provisions.

In Gujarat and Maharashtra the state cabinet ministers are formally involved with district planning bodies in their capacity as chairman of the district planning development committees, particularly in Gujarat. Formally the ministers belong to other than the districts are assigned specific powers in the district.

Planning councils which contrast to that of the Maharashtra. In Maharashtra, district planning and development councils have been vested with authority for reallocation of

plan funds depending on monthly monitoring of development programmes so that the allocation in each district under the state annual plans are utilised within the districts as far as possible.

Currently, both Maharashtra and Gujarat realised to move down the criteria for allocation of blocks is being evolved somewhat on the same lines as criteria for plan allocations from the state to the district level. Besides, there is restriction especially in Maharashtra, that amounts allotted to blocks are not transferable to other blocks and must be used in respective blocks only.

NO INTEGRATION:-

A closer look, however, reveals serious weakness in the seemingly attractive arrangements. In Gujarat, there is indeed, no integrated plan. At the state level 80 percent of the plan allocation for district development is withheld and schemes relating to it are formulated by sectoral departments. In Maharashtra, with held and schemes relating to it are formulated by sectoral departments without much consultations with or reference to the district planning body. The district planning body, in turn, plan schemes for remaining 20 percent of the total allocation for district development in the state budget in two points. 15 percent discretionary for the district planning body to plan schemes which

considers appropriate and the remaining 5 percent is used for schemes for which it is entitled to a certain contribution for the state. In effect, all the 3 schemes [namely, these funded out of 80 point, 15 percent and 5 percent are no means of being harmonise or made mutual reinforcing. As per the planning commission report the district plans for the 15 percent, 5 percent sectors also do not get intergrated into the state plans.

No unity:-

There are three district plans, one each for the 80 points, 15 points and point sectors with no underlined unity among them. Also, the individual exercise in respect of the 3 components are not involved by any perspective out look. The schemes formulated are adhoc.

The repercussion of such un integrated exercises are likely to be reflected in mounting non-plan expenditures, over a period of time it's understood that the schemes undertaken have spill over character, some times 2 or 3 years. Thus, the 20 percent sector district plan is likely to add to the recurring liabilities of the state, without thought to the macro dimensions of planning.

Another aspect of district planning in Gujarat is elected ZP's are kept away from the planning. The arguement

lies behind the process that a number of subjects fell outside the purview of Zilla Panchayats and these bodies were permitted by a political culture.

In Maharashtra too, the effectiveness of Z.P has been eroded. It fully in the picture when district planning was initiated best in subsequent rounds the collector has triumphed on the ground similar to that in Gujarat, the reason was that chief executive officer of Z.P was fully busy and he had been spent almost time on Z.P's. Hence it left the planning duties to the collector.

Another excession of Maharashtra is that, there is no discretion to the district planning boards for the preparation of its annual plans. The state government preparing the state annual plans within the frame work prescribed by the Government of India. It thus therefore the state governments also cannot give full liberty to districts in preparation of their plans.

Some Southern States:

The overall approach to district planning has frequently oscillated between bureaucratic control and political objectives. It was argued that district collector has touched every field of the district administration, hence, it would be meaningful leave it direct consumption to collectors control on the other hand, the dominant role of

district level representative institutions in district planning was emphasised. The reality across the states reflects a blend of both in varying degrees.

In West Bengal, de-centralised planning was introduced from 1985-86 mainly through PIRs the earlier experience of land reforms and other centrally sponsored schemes help PRIs to stabilize themselves.

There are two district planning mechanisms, one district planning and coordination council (DPCC) headed by state minister and the other is district planning committee (DPS) headed by Zilla panchayat chairman. The former is the powerful body which takes major-deliberations and final sanctions. The other is the actual body. In addition to this there are block planning committees (BPC) headed by Samiti presidents. No MLA, MP are the members in the former body the collector is the member secretary of both the district level bodies²⁹.

A clear methodology of de-centralised planning has been evolved in West Bengal. Each village panchayat prepares a 'needs statement'. Each panchayati samiti prepares programmes list on the basis of the needs statement and with the ceiling of Rs.10 million for each block. These schemes are transmitted to the DPC which through competent sub-committee, which examines the compatibility of the

schemes in regard to the need programmes. However, the general experience is that the block plans are revised and sometime scuttled at the district level. The DPC is appointing a team of experts for this purpose. This finally has to be approved by the DPCC a superme body. Another important provision is that there is 'united' funds made available to the district planning authorities by the state government under a new head district plan schemes. This enable to initiate new programmes for the pressing grassroots needs. There is also 50 percent of budget to the district sector. These changes stimulated the presidents of the PRIs for development³⁰.

In Karanataka, the Act 1983 had changed the patterns and a huge outlay was allotted for the districts from the states budget. Since the minor hedcoise allocations were indicated from the state headquarters, the district planning organisation for practical purpose denied the right to determine sectoral priorities. To remedy the situation at least partially a descretionary outlay of Rs.40 lakhs for each district on an average was provided from 1983-84 in order to help the DPC to take freedom of its choice on local prioritries. This descretionray outaly (5 percent of the total district outlay) is not sufficient for the effective decentralised planning.

Major changes take place in the P. Raj system in Karnataka from 1987. There is a direct election to the chairmanship. And all the centrally sponsored schemes were brought under the purview of ZPs were given extension in district play powers.

However, there is general experience that the half of the programmes were prepared at the state headquarters. The procedures that have been evolved reveals that in the name of integration the line bureaucracy at the state headquarter towards the growth and establishment of a horizontal decision making body, who can alter and amend the departmental plans. For example the allotment of funds to fishermen high lights the weaknesses of its implementation. Among them people were provided instruments, those who usually are going for deep sea fishing. In ccase of others, they were not provided any facilities³¹.

In Andhrapradesh, district planning is being done at the state level rather than the district level. There are two main constitutents of plan formulation for the district level in Andhara Pradesh (I) Identification of the schemes to be implemented at the district level as part of the states own policies and programmes and (II) preparation of the projects under centrally sponsored schemes like IRDP, DP AP, etc.³² Today, there is a changed atmosphere. The Act 1986 created a Zilla Prabalika Abhivrudhi Sameeksha Mandal

headed by state minister, in which ZP chairman is the member and district collector is the member secretary. The aim behind this operation was to sales both the elected representatives and the bureaucracy. There was a criticism that the elected PRIs swooped all the powers of the district bureaucracy. However, the collector is indirectly playing key role in this planning process. The body does not take any decision for poverty alleviation³³.

BLOCK LEVEL PLANNING

District Planning Sum up: Before talk about block plan, it would be better to discuss the district plan. As earlier stated that Marharastra and Gujarat took the initiative in developing a suitable planning mechanism at the district level by creating a separate planning machinery, making block grants to this machinery and allocating spheres of responsibility to it. J & K has earlier done this. This has been followed by other states like Karanataka, U.P. and West Bengal. A few other states are in different stages of introducing similar measure. Kerala has for one district, quite on for evolving guidelines for district planning, Madhya Pradesh has also prepared a prespective plan for one district, Bastar. There are many features which are common among the different states).

BLOCK AND VILLAGE LEVEL PLANNING:-

Efforts are also under way to involve other levels of administration in the planning process. U.P. has made an institutional arrangement for planning at the divisional level. Gujarat has also made considerable progress in decentralising the planning process at the Taluka level by allocating unified funds and creating a planning mechanism. Karnataka recently introduced planning at the 'Mandal' level. Andhra Pradesh also contemplates doing so. With effect from 1986, Assam has decentralised planning process at the level of the sub-division. Some experiments in the planning at the village level are also being made in the country. Such experiment under the auspices of the government has been under taken in the Midnapure. But also all these are constistactory ended³⁴.

ASSESSMENT AND CONCLUSION:

Four decades of central planning methods unable to solve the principal problmes of rural poverty and unemployment. Its policies of growth with social justice became a mith. It is said that its failure is fargely due to non-participation of people in planning process. Panchayati Raj institutions meant for grassroot democracy and development were bypassed. Parallel institutions such as DRDA, DPAP etc. totally curbed the planning capabilities of

ZPs eventhough some states initiative of decentralized planning system. It concludes that the state governments are not willing for grassroots democracy. They fear of the threat of new leadership at the grassroots level.

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CHAPTER III

PANCHAYATI RAJ AND PLANNING IN ANDHRA PRADESH

CHAPTER - III

PANCHAYATI RAJ AND PLANNING IN ANDHARA PRADESH

INTRODUCTION

Andhra Pradesh was one of the two (the other being, Rajashthan) pioneering states which advocated the panchayati raj in India. The state government in the recommendations of the Mehta team enacted suitable legislaion in 1959. This, however, had some ups and downs in its path of development, and had received unqualified eulogy to total condemnation. A new amendment to the old panchayat Act create a revolutionary change in its formation. A mandal system was introduced at the block level, which according to the act would be the key unit for the block level planning and development. There are also some changes in the disrict planning system, district plan formulation have been taken up by the Zilla Pranalika Abhivruvhi Mandal (ZPSM). ~~in appointed study~~. The planning process at the district level is not totally independent and has been controlled by the state government, this PRIs were bypassed. The fruits of development is, going into the laps of people when have already developed. The new act of 1986 brought with a purpose to ^{to} satisfy the rising political aspirations of the partys principal-social support groups the newly mobilised backward communities whose dominance lay in their

numerical rather than in economic status. Allied objective was to curb authority and prestige of the collector²².

The idea behind the establishment of PRIs in Andhra Pradesh, was to create a sense of involvement of the people in the process of democratic life. There was democracy at the state level and democracy at the national level, i.e., elections to the state assembly elections to the parliament, but at the local level there was no democracy, it was ruled by the administrators, that's why the Government felt that the decision-making levels should be closer to the people at the grassroots.

The Andhra Pradesh Panchayati Samitis and ZPs Act of 1959 provided for a three tier structure with the Gram panchayats at the grassroots level, the panchayati samitis at the block level and the ZP at the district level. The state government has shown commendable resilience and responsiveness in the demands of the changing situation by enacting several amendments to the original act of which, those effected in 1970, 72, 76 and 1981 are the major ones concomitant with these several modifications and to the AP Gram Panchayats Act 1954 are one the anval. G. Ram Reddy briefs and gives the reasons for the decline of these institutions. There have been phases of panchayati Raj in Andhra Pradesh as in the states of Rajasthan, Maharashtra. In the first phase, there was a lot of enthusiasm. People

thought that the PR was going to revolutionise the whole thing. That phase continued for sometime. Then started decline. Decline was mainly because of the lack of resources, and lack of interest on the part of the state leadership. Secondly, the state level leadership started doing things on their own things on their own. In otherwords, they became suspicious of the funtionaries at the panchyat level. For example, the legislators and others wanted that they should deal with these programmes on the other hand, PRI's were impleminting the development programmes. The local people go to minster/legilator for certain benefits, say, to get taccavi loan or school building or some developmeent activity but he has no direct power to sanction these things. These things are done by panchayat leadership. So, in a way, he is dependent on them and this has led to problmes. And this is the main problem rather than anything else. This led to a conflict between state level leadership and the local leadership. As a result, state-level leadership started implementing them through their own bureaucracy, independnet of PRIs. There is parallel adminstration at the panchayat level and also the state administration. Both started operating which is not conducive for efficient implementation of development programmes. So a sort of mutual suspicion developed between state-level leadership and local leadership. That is the

case all over the country, not only Andhra Pradesh. But then they found that they cannot manage without PRIs. so there is an interest all over the country.

PANCHYAT PERESTROIKA

With a view to restructuring the Panchayat Raj set up in the state, the government of Andhra Pradesh have brought in a new legislation called the Andhra Pradesh Mandal praja parishads, Zilla priya parichads and Zilla Abhivrudhi Sameksha Mandals, etc. Act 1986 by repealing the Andhra Pradesh panchayathis and Zilla parishads Act, 1959. This Act has come into force with effect from January 15, 1987. In pursuance of the provisions of the new Act 1091 Mandal prajaparishads and 22 Zilla parshads (ZRS) have been constituted with effect from the same date.

It has been felt that the delivery system at lower spatial levels for socio-economic development in the last two decades called for radical review. The Andhra Pradesh govt. has therefore, decided to recognise and strength the panachyat raj set up for bringing the administration nearer to the people and decided to in usher in Mandan set-up in the light of recommendations of the Ashok Mehta Committee on PRIs (1978) with a modification that the Gram panchyat will remain at the grassroots level. The Mandal set up is proposed to usher in smaller units of adminstration both for

regulatory and development administration. A Mandal has been proposed for a group of villages with population ranging between 35,000 and 55,000 with suitable relaxation in the norm for backwards and tribal areas. Whether this structural change would spell the erosion of such principles governing the PRIs as decentralisation and delegation of powers to the basic unit of the Indian polity. However, it represents a significant move to bring administration to the people as declared by the state government a move that has resulted in the creation of 1104 revenue mandals in place of 276 talukas in the state, of which 1100 are in rural areas and 4 in urban areas.

The most striking features of the new act are i. The constitution of the MPP in place of panchayati Samiti, (2) constitution of the membership of the MPP as to include Sarpanches, MLAs and MPs as ex-officio members and one member representing a linguistic or religious minority, (3) introduction of direct election to the post of MPP and ZPs instead of indirect election, (4) reservation of 15,6,20 and 9 percent of the offices in the Mandals of a district for SCs, STs, BCs and women respectively.

5. Redesignation of ZP as Zilla praja parishads the membership of which consists of presidents of MPPs, MLAs, member of the parliament (Lok Sabha and Rajya Sabha and

elected member representing the religious or linguistic ministers and (6) indirect election of the vice chairman of ZP by the members)⁴.

In order to facilitate administration through the Mandal prajaparishads (MPPS) they are situated at more than 15 kilometers from the population covered by them. Further, each MPP will have 1. a primary health centre 2. a veterinary hospital and 3. a hostel for students of weaker sections. Furthermore, there will be at least one degree college for every three mandals. A notable feature of the new structure is the exclusion of cooperations from representation on the MPPs which can be justified if they are restructured independently of the newly setup mandal praja parishads. It may be, thus, seen that the state government has through a new act sought not merely to resurrect the local self-government but virtually to replace the existing one with a new one which, as expected has been by the opposition parties.

In pursuance of the then, Telugu Desam party's 1983 electoral pledge to take the Panchayati Raj institutions closer to the peoples, the system of district government was reformed in 1986. The main purpose of this reform was to satisfy the rising political aspirations of the party's principal social support groups—the newly mobilised backward communities whose dominance lay in their numerical rather

than in economic status. An allied objective was to curb authority and prestige of the collector⁵.

In the new four-tier panchyati raj system consisting of grampanchayats, mandal prajaperishad, Zilla prajapanshad and Zilla pranalika Abhivrudhi mandal, the district government (ZP) was to fulfill the political objectives of strengthening local participation and control.

There are several salient features of the new system. Under the old Zip. Act, the chairman of the Zilla prarishad was indirectly elected. Now the chairman directly elected and enjoys the status of ministry of state. Of 22 zilla parishad chairmen, 10 are * for weaker sections, of which one is for scheduled tribes, three for secheduled castes, four for backward classes and two for women. Collectors role has been devalued by denying him in the new system, the chairmanship of the standing committees of the Zilla praj parishad. Instead, the directly elected Zilla parishad chaimran is the ex-officio chairman of all these committees. The district develop met officer who is the chief executive of the ZP, works under direct control of the chairman.

The parishad has been assigned important powers including physical control over the mandal priya parishads in the disstrict as well as authority to coordinate the plans of the mandals and to supervise their workings. This

is in view of the fact that the newly constituted Mandal prajaprashads are focal points for organising all rural development activities. Its objectives are a. to involve people at all levels in developmental programmes to increase their participation in the making of public policies (b). To provide adequate financial support to these programmes (c). To implement welfare schemes for the benefit of the poor sections. While recommending the two-tier system of panchayati raj, the Asoka Mehta Committee was led by two main considerations. One desirability of bigger panchayats in terms of territory and population for making them economically viable units and second that below the state, the district should be first point of decentralisation⁶. However, unlike Karnataka where planning function is exclusively vested in the the Zilla parishad and unlike West Bengal where real planning is done by a district body headed by the Zilla parishad chairman, has no planning functions which has been assigned to Zilla pranalika Abhivrubhi mandal (ZPAM), a nominated body of which a state minister is the chairman and the collector is the member secretary. This seems to have diluted the political objective of decentralisation. An additional point which also requires emphasis is that unlike West Bengal and like Karnataka the recent amendment of the panchayati institutions in Andhra Pradesh has not been done to secure poverty reform⁷.

From the foregoing analysis it reveals that there are several categories of district government. Unlike Karnataka and like Gujarat and Maharashtra, in Andhra Pradesh there is a major exchange introduced in Panchayati Raj system in 1986 seeking compromise between political and management objectives although this seems to be weighted in favour of the latter especially as it relates to the planning function⁸. The new Karnataka system has remarkable features. The new act is nothing but a match between the management objective of public services at the locality level and political objective to extending democracy to the grassroots level. However, the political pressure is ascending in Karnataka. West Bengal also moving in the same vein, far better than other states, which penetrated into country side with the party ideology which to some extent helped to abolish the poverty strides in the state.

DISTRICT PLANNING

In the increasing concern for decentralisation there is obviously an emphasis on regional planning. For this no sub-state level is considered more convenient than the district where a viable planning machinery is already existed to assist the plan and policy formulations. Besides, a certain planning infrastructure, however inadequate, obtains only at the district level. Further going down is not

practicable as there is no skillbase and in addition to there is possibility of local influential groups on formulations of the plans. Hence district is more convenient for upto data information and data collection.

However, overall approach to district planning has been oscillating between management and political objectives. The first argument is based on the assumption that district collector used to perform a strategic role in controlling and coordinating all principal governmental operation both in executive and developmental field, hence its key roles has to be given to the district collector in the developmental planning. On the other side of the argument they emphasis that peoples representatives have to given power and authority in the district planning since the bureacracy is the rigid one, development and true democracy is a far cry. The reality planning in Andhra Pradesh is clear.

Andhra Pradesh is one of the emerging state which introduced the democratic decentralisation and signifies only a limited exercise both in terms of representative institutions involvement and the district level autonomy. It is pertinent to discuss earlier experiments.

As is well-known Andhra Pradesh constising three regions namely, Telangana, Rayala Seema and Costal Andhra,

whose resource endowments and levels of development is different. These regions are specifically considered as distinct territorial units in the state planning exercises in the past.

Before the advent of economic planning, its cell's were constituted in Rayala Seema Region and the regions fall in the than Madras province.

The next land mark in regional development planning was the constitution of the Justice Bhargava Committee in 1968. The committee recommended a formula to setup a state planning board and a separate planning and development committee for each of the three-regions. Thus, three regional planning and development committee came into existence for an initial period of 5 years, ending in 1978-79, with their creation, as a part of the regionalization of the state plan. Perspective plans with a 15 years time horizon were prepared separately for the three regions.

PRIs:

Although, Andhra Pradesh was one of the pioneers in the country in adopting PR systems, the state of art of political decentralisation has been by and large fluid. The PR system in Andhra Pradesh has been experienced many ups

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and downs since its inception in 1959 except the brief periods of 60s and the early 70s. Periodic elections were suspended, thus the institutions were in a state of moribund situation. These institutions were unable to perform the functions of planning and plan implementation in full "This had serious implications for the institutional and procedural arrangement for district planning. In the absence of appropriate institutions for decentralised planning at the District level, plan formulations and implementation remained perforce on official departmental responsibility⁹.

However, a relatively vigorous phase of district planning began in late 1980s when district planning boards authorised to formulate and finally approve schemes against financial allocation placed at their disposal. The board which was initially chaired by the collector is now chaired by minister of the state government. The collector is its vice-chairman and ZP chair man, concerned district MLA, MLAs, and MPs, are the members. "District level officials dealing with development activities and regulatory funds and chief executive officials of semi-autonomous bodies like DRDA DA, Banks, etc are invited. District planning officer is acting as a convener to the DPB, which is under direct supervision of district collector. In recent developments, the district planning team, comprises one Deputy Director, one statistical officer and four senior investigators,

supported by necessary administrative staff-The team has also been provided with a Jeep. The machinery continuous to be under the control of the District collector.

Thus, as will be seen from the above description, the collector plays an important role in district planning in the state. On the plan formulation side, he is assisted by the planning team of the bureau of economies and statics which on the implementaion and review side, he relies on the machinery headed by the (DDO) who is the chief executive officer of the Zilla prishad.

PLANNING PROCESS AT THE DISTRICT LEVEL:

Plan formulations for the district level in Andhra Pradesh has cleraly two distinct dimensions, firstly, it involves identification of schemes and projects to be implmented at the district level as a ppart of the sates own policies and programmes. Under this category would come the medium and minor irrigation agriultural extension programmes, social welfare programmes including education,, etc. Secondly, it involves prepartion of the projects under the centrally sponsored schemes like RIDP, DPAP etc. while under the first category the entire planning work from identification a choice of projects to implementation is entirely a matter of state level initiative with district level support in the latter case the initiative of the

planning department is contained in respective of choice and design of the schemes. Thus while in the case of normal district level schemes planning is done entirely at the state level, in the case of centrally sponsored schemes the state level can operate only within the degree of flexibility and independence which comes within the scheme. Moreover, the centrally sponsored schemes are essentially beneficiary-oriented while the state schemes may be beneficiary oriented as also area oriented¹⁰.

Zilla Pranalka Abhivrudhi Mandal (ZPAM):

The act 1986 has created Zilla Abhivrudhi Mandal a nominated body of which a state minister is the chairman and the collector is the member-secretary. Zilla pranalika parishad chairman is only the member in the planning unit. Amal Ray emphases that this body (ZPAM) was created to seek a compromise between bureaureatic units and democratic (political) units, who were in a competing mood of leadership for district development. However, this in practice weighed favoured to bureaucracy, the state level leadership did not show mercy to the people and their development but it was just playing games with the people. This is clear evidence that it has not bring out any radical changes in the rural economy and there was no strategy for poverty alleviation.

In addition to zilla prajaparishad, there are supplementary institutions at the district level set up to look after the poverty alleviation and rural development programmes. Such as DRDA and some corporations belong to SCs/STs and BCs. The PDA was concerned with micro-level planning. All the IRDP schemes are flowing from the DRDA.

The recent amendment Act 1986, has given some special powers and resources to the panchayati raj institutions in Andhra Pradesh. Recently, the state cabinet has taken the decision to provide 90 per cent of entertainment tax collected in the state to PRIs. Of 90 percent, 30 percent to the MPPs and 60 percent to the panchayats. Funds under NRE and RLEGP had been directly released to ZPPs develop the planning capabilities through PRIs". The DRDA directly providing the loans to the deserve on sub-sidy come credit base. A similar step has been taken by different community corporations at the by different community corporations at the district level. These have to be implemented through MPPs. Thus mandal has been used as an instrument to distribution whatever the institutions at the district level say. These parallel institutions maximum curbed the authority and planning capabilities of ZPPs.

Presently, the MPPs along with the ex-officio members preparing annual budget; later they are sending it to the

ZPPs consideration where it has to be either directly approved or has to be amended. Similarly all the ZPP budgets are going to the state head quarters where the same work is going on as it had done at the district head quarters. This process infact, is usual but the final decissions are taken by the departments at the capital. Thus PRIs efforts are in vain.

"In some responsibility for the planning of the IRDP and the NREP has been assigned to the PRIs. Gramsabha or village assemblies are supposed to be associated at the stage of selection of the IRDP beneficairies. But in actual practice the village council/gram sabha has not been played any important part in the selection of the IRDP beneficiaries. Quite often it is the heads of the village and block panchayati institutions and some leading villagers who are taken into confidence for this purpose"¹².

According to the guidelines PRIs have to be associated in formulation and selection of schemes for the NREP, and are so associated in practice as well but the experience is not satisfactory.

CONCLUSION

The participation of the people, either directly or their representatives, though not completely absent, has been extremely limited. Some degree of participation by panchayats in the IRDP (mainly in proposing schemes) exists. There is also an involvement of the MLAs, MLCs, MPs and representatives of PRIS in the DPW and the DRDA. In addition, a few experiments in peoples participation in village level development programmes and schemes are planned primarily by governmental machinery. Thus is not a healthy situation. So this has to be corrected.

Since the recent reforms in Andhra Pradesh the participatory aspect of decentralised planning is deemphasised and the management aspect seems to have received an emphasis, no major distinction can be made between the Gujarat-Maharashtra model of district planning and the new Andhra Pradesh. In West Bengal and the Karnataka, however, there is a positive ^{in case} ~~make~~ to endow the panchayati raj institutions with district planning function.

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CHAPTER IV

MUNDULAMUR MANDAL PRAJA PARISHAD: A CASE STUDY

CHAPTER-IV

MUNDLAMUR MANDAL PRAJA PPARISHAD

A CASE STUDY

SCOPE OF THE STUDY:

The scheme of Democratic Decentralisation, namely the Mandal Act 1987, introduced in Andhara Pradesh has had far reaching implications for democracy and rural development. To understand the implications arising out of this scheme the following aspects should be carefully studied. These aspects are as follows: (a) Whether the new Mandal system will function democratically and justify the faith reposed in them (b) Whether it will ensure efficiency of administration (c) Whether it will ensure a rapid and sustained socio-economic development in the rural areas based on stimulation of local initiative and mobilization of local resources. Keeping these views in mind an attempt has been made in the following study⁶ of Mundlamur Mandal Praja Parishad (MPP) to explore some of the problems that arise in the execution of socio-economic development programmes. This study is focussed on the following problem

- (a) the working dynamics of newly constituted MPP with special reference to economic and social development,
- (b) the role of office-bearers in relation to officials,

- (c) the process of programme planning and implementation by the MPP, and
- (d) finally the study of financial and physical targets.

MUNDLAMUR MANDAL PRAJA PARISHAD: PHYSICAL FEATURES:

The Mandal Praja Parishad (MPP) of Mundlamur was set up on 15 January, 1987. The Mundlamur MPP is situated in the South-West of Prakasam district in Andhra Pradesh. The total area of the Mandal is 32,955 hectares. Its total population is 31,583, of which men comprise 16,030 and women 15,553. The Population of Scheduled Castes is 5,957 while the scheduled Tribes is merely 708 and the remaining are other castes and Backward Castes. The Mundlamur MPP covers 19 Gram Panchayats and 23 revenue villages.

The population consisting mainly of cultivating classes, can be divided on basis of caste into Kamma, Reddy, Backward Castes, Scheduled Castes and Scheduled Tribes. The BCs, SCs and STs put together form 2/3 majority of the Mandal population. Kamma, though numerically smaller, is the dominant caste in every sense of the term. Consequently it has had a sway over socio-economic and political spheres of the Mundlamur MPP. This domination has naturally led to caste polarisation between Kamma and non-Kamma castes in the Mandal.

INSTITUTIONAL SET UP IN MUNDLAMUR MPP:

The government of Andhra Pradesh, during the rule of Telugu Desam political party, sought to revitalize the PRI by a legislative enactment called "Mandal Praja Parishads, Zilla Abhivrudhi Samiksha Boards Act 1986" (hereafter referred to as the Mandal Act 1986). The Mandal Act 1986 repealed the earlier Gram Panchayat and Zilla Parishad Act of 1959 and Gram Panchayat Act of 1964. The Mandal Act of 1986 brought into existence Mandal Praja Parishads by breaking the earlier Taluk into three MPPs. The Act also created a new office called Mandal Revenue Office (MRO) in the mandal on the same day of set up of MPP 15, Jan., 1987. The former is meant for developmental works and the latter for administration, both revenue and law and order. The Act had been described by the government of th day since it aimed to establish necessary institutional set up for the realization of democracy at grassroots level. Besides setting up two pivotal institutional structures viz., the MPP and MRO, the Act established supplementary institutions for the all-round development of Mandal, such as, High School, Junior College, Cooperative Society, Police Station, Revenue Mandal Karshak Parishad. Single window Delivery System, Primary Health Centre and a Veternary Hospital. Similarly, five banks were set up, They are pina kini

3. Raymeena Bank at the Mandal headquarters and Punjab National Bank at Edara one of the Gram Panchayats of the Mandal and 3 Syndicate Banks one is in the Mandal the two are in Mandal which is near by the Mandal. Banks play a crucial role in the developmental activities of Mandal. They cooperate with the Mandal in the process of identification and selection of beneficiaries for centrally sponsored schemes, such as,

FINANCIAL & PHYSICAL TARGET:

The buildings for MPP, MRO coopeoration Society and High Schoolss were constructed at the Mandal Headquarters Mandlamur. The cost of the building construction for MPPs was Rs. 5 lakh which was sanctioned and constructed under the supervision of District Executve Engineer (DEE) panchayata Raj Ongole. The same amount was taken for the construction of the Mandal Revenue office (MRO) at the same site. A cooperative building for Rs. 2 lakhs and a high school building were also constructed at the Headquarters of the Mandal. The buildings for PHC and veterinary Hospitals were also built. But a building for the Karishaka Parishad is not yet constructed. An old building builded in the Britishraj has been occcupied by the presently setup police station. The NSP Divison was setup at the Mundlamur before the setup of the present Mandal. Its mani purpose is to

control and maintenance of irrigation canals. In addition to this the NAP is a separate engineering division under the supervision of Netherlands scheme. Under this scheme only 14 water tanks were constructed in the 19 villages out of the 42 villages of the Mandal. However, all these administrative arrangements were made at the MPP headquarter to bring the people at the grassroot level to the mainstream of so a cultural life.

COORDINATION

The above said facts however, reveal that most of the executive powers are vested with ZPP, Ongole, and is directly funding and executing their work at headquarter of the Mandal. This, the MPP mandal is bypassed. It is nearly stood for the implementation of the centrally sponsored schemes entrusted to it. The Mandal has been given some powers to take some minor development programmes, and can independently act on its discretion.

The ZPP coordinates and controls the activities of MPP. This is the third-tier in the District. The general funds, NRE, RLEGP etc. are being released by the ZPP Ongole to the Mandal hence it has the extensive powers to control the MPP.

For monitoring the different subordinate officers at the Mandal level especially, in the case of MPPs all the 56 MPPs of the prakasam District have to be monitored by the

ZPP Ongole only. There is an administrative gap. There are no Deputy Monitoring officers at the block levels. In addition, there no requisite facilities and amenities for the NPP mundlamure. The vehicles, STD phone faults were proposed to provide to the Mandal so far no initiative has been taken up. These drawbacks would delink the selection to the higher institutions hence failure of the development process.

IRDP, NREP, RLEGP and JRY. In Mundlamur five banks have been set up for the development of Mandal.

THE STRUCTURE OF MANDAL PRAJA PARISHAD:

Every Mandal Praja Parishad is headed by a President, who, as a political head is directly elected in the periodic Mandal elections on the basis of Universal Adult Franchise. The President presides over the General Body Meeting (GBM), the deliberative organ of MPP. Besides the President, the General Body meeting consisting of Gram Panchayat Presidents acting as ex-officio members, the Mandal Development Officer and other government officials who assist the GBM in its deliberations with necessary administrative and technical expertise. The resolutions are passed on the basis of majority vote. The president plays a crucial role in the deliberations through persuasion and conciliation in case of conflicting view-points among members. Despite his predominance he quite often succumbs to pressure of local

political elite or to his own party men, who, in order to benefit, might want him to get a particular resolution passed by the GBM of Mandal. Even when there is no pressure he might play partisan politics since he himself is elected on a party ticket.

Whereas the President heads the decision-making of department, the Mandal Development Officer heads the Rule-application department of Mandal. The Mandal Development Officer (MDO) a new name to the old Black Development Officer (BDO) is the Chief Executive Officer of Mandal Praja Parishad. He is responsible for the execution of plans and programmes passed by the GBM of MPP. It is the duty of the MDO to check whether or not the resolutions are in accordance with the Mandal Act of 1986. If the resolutions violate any provision of the Act of 1986 he is empowered to nullify the same.

The MDO of Mundlaur, in order to carry out his duties, is provide with the following staffl.

1. VDOs (3 men and 1 women)	4
2. Mandal education officer	1
3. MCRDO (Mandal Cooperative Rural Development Officer)	1
4. MWCWO (Mandal Women And Child Welfare Officer)	1
5. MAE (Mandal Assistant Engineer)	1
6. Veternary Assistant Surgeon	1

7. Senior Assistant	1
8. Junior Assistants	2
9. Typist	1
10. Attendants	4

Total	17

The GBM is convened once in every two-months to review the overall administration and progress of various developmental schemes in the Mandal. Both the non-officials and officials associated with MPP attend GBM. Office-bearers of MPP are assisted by officials. (MDO, Agricultural Officer, Engineer) with their technical and administrative expertise in formulating schemes for Mandal development.

BUDGET:

Mundlamur MPP has its own budget. The budget is prepared by the executive officer of the Mandal. It deals with three important items, namely, (a) General Funds, (b) Education Funds and (c) Social Development. The approval of mandal budget is a long drawn out process. It has to receive approval from three agencies before it is implemented. If it is passed by the General body meeting (GBM) of MPP, it will be sent to ZPP. If it is passed by the GBM of MPP, it will be sent to ZPP where if it is assented to it will further be forwarded to state government of Andhra Pradesh for the final approval.

FUNDING:

General Funds of MPP consists of surcharge, land cess, stamp duty and an annual grant. Annual grant is given by the state government on the basis of aggregate population of mandal, calculated at the rate of Rs.5 per head. The government has instructed the MPP to maintain the following deposit funds: 1. General Funds, 2. Educational Funds, 3. Women and Child Welfare Funds. 4. Other Developmental Grants. The mandal has to maintain separate cash book for each sub-heads. Diversion of funds from one sub-head to another is not permitted by the government. The responsibility of maintaining cash register has been entrusted to the Junior Assistant in the Mandal Office.

I. General Funds:

The main source of General Funds consists of following items

- a. Land Cess: For every Rupee of land revenue 18 paise is collected as cess and is apportioned among Gram Panchayats, NPPs and ZPPs in the ratio of 7:6:5 respectively. During the year 199-90 the Mundlamur NPP received 1/4 of the local cess. For the years 1990-91 and 1991-92 a sum of Rs. 80,000 for each year was estimated.

- b. **Surcharge On Stamp Duty:** A surcharge of 5 percent on the stamp duty is imposed by the Indian Stamp Act 1899 on every instrument if it is related to the immovable property located under the jurisdiction of Gram Panchayat. It is apportioned to the Gram Panchayats, MPPs and ZPPs in the ratio of 3:I:I respectively. In the Mundlamur Mandal a lumpsum of Rs. 42,812.60 surcharge on stamp duty was raised for the year 1989-90. For the following two years 1990-91 and 1991-92 the amount to be raised on surcharge is estimated in the budget at Rs. 30,000 and Rs. 50,000 respectively. But interestingly no amount of surcharge, which was already collected, has been expended on any developmental works.
- c. **Fifty Paise Grant:** A grant given to Mandal on the basis of aggregate population calculated at the rate of Fifty paise per head forms another part of General Fund.
- d. **Five Rupees Grant:** As per rules issued in GO.MS.NO.211 PR&RD (Mandal-I) dated 18-3-1987, the state government of Andhra Pradesh sanctions an annual grant-calculated on the basis of total population of Mandal at the rate of Five Rupees per Head- to the MPP. This grant is used by Mandal for developmental works.

e. Miscellaneous Revenues: The following miscellaneous revenues also form part of the General revenue of the MPP: (a) interest recovered from the loans, (b) lapsed deposits, (c) fees and fines forfeitures (d) sale proceeds of the tree planting and avenue clipping, (e) rent from tools and plants, (f) sale proceeds of tools, plants and stores, (g) remunerative enterprises, and (h) rent on quarters etc.,

ALLOCATION OF FUNDS: According to rules and norms the MPP allocates various amounts of funds to various sections of people for their development and progress. The MPP earmarks 15 per cent for STs 5 per cent women and child welfare. In the case of SCs, 5 per cent of the 15 per cent is made over to AP SC Cooperative Finance Corporation. The remaining 10 per cent is utilized by PR bodies for the maintenance of SC Hostels, Youth Centers etc. Similarly in the case of STs 1/3 of the 6 per cent is transferred to ST Corporation and the remaining amount is spent on providing medical help to chronically ill persons, construction, repair and electrification of ST localities and helping flood-hit ST areas. Women and child receive due attention in the Mandal development of Mahila and Balawadis. Economic and health programmes are also being implemented for women and child development.

Financial Targets: Under SCs wealfare grant 15 per cent, a sum of Rs. 26,059 was drawn for the year 1989-90 and subsequently Rs. 39,750 and Rs. 43,050 were estimated for the years 1990-91 and 1991-92. Under STs 6 per cent grant; Rs. 10,424 was drawn for the year 1989-90 and 1,59,00 and 17,220 were estimated for the years 1990-91 and 1991-92 respectively. Under women grant 5 per cent, Rs. 8,686 was drawn for 1989-90 and 13,250 and 14,350 were estimated for the years 1990-91 and 1991-92. However, incomes for general fund was collected Rs. 1,28,559-60 for 1989-90 and Rs. 1,96,150 for 1990-91 and Rs. 2,12,380 for 1991-92. The total expenditure including various services, stationary works (57 per cent), primary school charges, wages, etc. incurred Rs.2,84,625.20 for the year was 2,21,800. It reveals that expendutures growth is higher them the actual collection. The MPP munmdlmur spent Rs. 24,050 for which Rs. 75,950 was estimated. The current Rs. 50,950 was not spent for the developmental works.

The budget 1001-92 reveals that the Rs. 1,30,916 were collected as 5 per cent grant for the year 1989-90. Subseequently Rs. 50,000 and 1,50,000 for the years 1990-91 and 1991-92 collected. No account of expenditure has been shown for these three years.

No entertainment tax was accounted in the Budget for the year 1989-90. Similarly, the interest on investment of

funds from the general grant was estimated Rs. 1,000 each for the years 1990-91 and 1991-92 respectively, the entertainment tax Rs. 5,000 and 7,000 respectively. In 1990-91 one thousand rupees were expended from the entertainment tax for the purchase of Chabra medicine.

However, the total income Rs.173,728-60 paise was drawn for the year 1989-90 and Rs.2,66,000 for 1990-91 and Rs.2,88,000 was estimated for 1991-92, but the total income for both the years 1989-90 and the 1990-91 was made a sum of Rs.4,39,728-60, out of which only Rs,5,000 was spent for various developmental works.

Other grants: In addition to the above general revenues some grants were also released to the MPP to enable them to adjust them to adjust these to the general funds of the MPP. These are (a) salaries of headquarters staff (b) salaries of medical officer and staff of L.F.dispensaries (c) 40 paise grant for the maintenance of communications (d) M.I.grants (e) and grants under NERP & RLEGP etc. for the execution of works.

Analysis: The interview with president MPP mundumular reveal the above facts that the MPP mundlamur is not getting any fund except the general grant Rs.5 per head of the population from the government of Andhra Pradesh. The mandal is earmarking the funds for the SCs, STs and women in

accordance with the rules in the mandal and the rest of the amount is being spent for the developmental works in the mandal. In case, if, the mandal takes a building for the developmental works, the rent for the building has to be paid from the rest of the general grant. According to him the grant Rs.5 is not sufficient for the development of total villages in the mandal.

ACTIVITIES TAKEN BY THE MPP:

The MPP Mundlamur is an instrument for execution of developmental programmes. It maintains close relation with the local banks, Zpp, DRDA, and different co-operative societies such as SC Co-Operation society Ltd., BC corporation and St and women corporations. The IRDP directed programmes are still under the purview of DRDA Ongole. (Head Quarters of Prakasam Dt) and the RLEGP and JRY are diverted to the ZPP Ongole. Apart from this, different corporations are providing loans to the concerned community on the subsidy basis. The activities taken up in the Mandal are as follows.

I. Land based schemes or tree patta schemes:-

Fruit bearing trees will be planted on the banks, plots will be leased to the landless labourers for 99 years. They will enjoy the usufruct of the trees without the

right to resale. In addition to the tree planting, it is also proposed to give one milch cattle under the scheme, so that the beneficiaries will be able to raise fodder among the trees spaces and it will help the beneficiaries in earning some income until the trees start yielding fruits. For this a unit cost Rs. 11,000 has been provided by the SC corporation in two parts: 1. Tree plantation Rs.7,000 (as per NABARD cost) 2. Milch cattle Rs.4,000. The funding pattern for this scheme is 50 percent subsidy and 20 percent margin money and the rest of the 30 percent is from Bank loan. The SC Co-operative Society Ltd, Ongole will release subsidy and Margin Money at a time to in Bankers who will release annual instalment to the beneficiaries is done by MDO along with MRD, Mundlamur.

II. Development of Horticulture and social forestry:

Small farmers, marginal farmers belonging to OCs, BSc, SCs, STs will be encouraged to take-up horticulture and social forestry plantations with the assistance of concerned coproations under commercial banks.

III. Industrial sector schemes (ISS scheme):

To develop the cottage industry loans are provided to the beneficiaries under the IRDP, Gramodaya and STEP programmes.

4. AGRICULTURAL SECTORS:

a. There are three kinds of wells, namely, Jeevandhara, Jawahar Rojagar and the Community Irrigation wells. Under the Jeevandhara wells, the unit cost of the well is 19,400 including the cost of oil and electric motors. Under the JRY wells the unit cost of the well is Rs.19,400 including the cost of the oil and electric motors. Under the community irrigation wells the unit cost is Rs.23,700 including the cost of oil and electric motors. Full subsidy has been provided to them under SC action plan Ongole for the JRY wells the commandment area is one hectores. Both community wells and individual wells can be taken up giving priority to community wells.

b. Oil Engines and Electric Motors:

This can be supplied to the farmers belonging to the SF and marginal farmers (MF) categories of OC BC and ST communities under "Jhaladhara" scheme. SCs come under "Jheevandhara" and "Jawahar Rojar Yojana" schemes.

c. CCB (Country Cart and Bullocks) and TCB (Tire Cart and Bullocks):

These are sanctioned to Mandals through the DRDA. Its unit cost is around Rs.7,000 for which 30% subsidy is given from the DRDA Ongole.

d. Animal Husbandary Schemes:

Milch Animals: Graded 'Murra Buffaloes' are sanctioned to the beneficiaries belonging to the OC, BC, SC, and STs under the IRDP. Its unit cost is Rs.4,000 for which a 30% subsidy is given from the DRDA Ongole.

SC action plan:

SCs are being given the benefits mentioned above under SC action plan. But under SC action plan the beneficiaries of the SCs are provided with 20% margin money which is not available under IRDP scheme. Now the Animal Husbandary department is supplying 'Jersey cows'.

f. Sheep units:

The graded sheep units are being sanctioned to the SC, ST and minorities under IRDP scheme only. Its unit cost is 10,500 for which a 30% subsidy is given by DRDA. The remaining amount will be given by banks.

g. Piggery units: Under the IRDP, special priority has been given to SSTs and professional people. Its unit cost is Rs.66,000, the subsidy being Rs.2,200 and the rest of the money, that is, Rs.44,000 being from bank loan.

- h. Bio gas plants
- i. Salvation programme (Vimukti Padhakam)
- j. Some other economic programmes are also taken up by the MPP, Mundlamur.

THE PROCESS OF SELECTION OF APPLICANTS:-

Officials like MDO, VDO veterinary Doctor, bank manger and field officer, and like SC and ST coroprations are directly involved in identification and selection of the applicant who seeks assistance under various developmental schemes. For example in Mundlamur, under Animal Husbandry scheme, vetnery doctor of the mandal assists the bank field officer and VDO in selecting the healthy animals for the benefit of the applicant. The bank official, VDO, veterinary doctor and applicant together go to the place where animals are available and veterinary doctor heps to provide healthy animals, the Bank official pays the money on the spot to the selling party. This process checks the misuse of funds by the applicant. Even after the applicant is provided with assts, the MDO and bank manager exercise some degree of control over the benefeciary and create conducive environment for the repayment of loan.

The bank manager and the director of conccerned coroprations play a key role in the process of selection and identification of benificiary. It appears the bank

manager exercises a lot of discretionary powers in granting loan. The bank manager could reject a loan earlier dues. This clearly shows that the bank and district corporations play a crucial role in the selection implementation of rural developmental schemes. Lamenting over this situation the president of MPP propogate the developmental schemes. Another employee echoing the same sentiment said, "Mandal is like a post office it distributes whatever it receives". The MPP has no real power in the selection process of beneficiaries the real power is exercised by the banks and corpotions.

TARGETS AND BENEFICIARIES

The MPP mendlumur, had given the target of selection the benefitccaries under both the centrally sponosred schemes and different corporations. The following table reveals the targets under IRDP.

TARGET AND BENEFICIARIES

Table I

Number of beneficiaries under the IRDP

S.No.	item	1987-88	89-90	90-91	Total
1	2	3	4	5	6
1.	SC Beneficiary	-	63	64	127
2.	BC Beneficiary	-	43	33	76
3.	ST Beneficiary	-	5	8	13
4.	OC Beneficiary	-	22	30	52
Total			133	135	268

The table reveals that 133 beneficiaries from different sections of population in the MPP mundlamur for the 1989-90 period similar step has been taken by the MPP mundlamur with the cooperation of the 5 commercial banks for the year 1990-91, are also increasing rural development programmes.

For the 1999-91, as the target indicates Table-I, reveals that 135 beneficiaries were made the target for the year 1990-91. All the 125 selected schemes such as milch animals, sheep rearing, pig rearing, small business, T.C.B. mick set, cycle rickshaw, sericulture and the show-making etc., were sent to the DRDA Ongole for approval of 84

schemes were approved out of 135 which means 51 beneficiaries were scrapped out. In the final selection by bankers where 32 beneficiaries were granted out of 84 beneficiaries and the rest of the 60 people were not grounded for some reasons.

Most of the beneficiaries are agricultural labourers have little land just one or two acre that land also in different banks on various schemes. They took the loans earlier following the draught. Since they are agriculture labourers, the agriculture field is not providing full-time work for them. Around six months, they spend without substantial work, the income they get during these lapsed periods is not fetching higher than their purchase of the food. Hence, they are unable to repay the loans to the banks. For this reason, they are neither eligible to get the loans central sponsored schemes nor eligible to get the fresh loans from the banks, because the bankers send the names of the applicants to other banks in the banking circle, whether the applicants had already taken loans in the past or not against the land. On the confirmation of other banks, the bank which realising loans-will decide whether to realise loans or not. If the applicants had already take the loans, their will be diluted from the list of the prepared loans, if not they will be released.

For examples: One person belongs to scheduled caste, who resides at the mandal headquarter professionally an agriculture labourer who lamented for the destiny of the aforesaid something happened to him. The situation further pushed him to bankruptcy when his family financially crippled and collapsed for different reasons. When the local Pinakini Grameena Bank Manager visited the village alongwith other officials to select loans under the IRDP in 1986; as per him, instead of his name his wife name was entered in to the list, by the bank manager. When the list came to the bank from the DRDA, the manager denied to provide loan to the family on the pretext that the head of the family is owed to one bank in the circle. However, it was not grounded. The same situation more or less prevalent in every mandals of Andhra Pradesh.

The situation, now the bankers act is shown in the table-II and its relation and dependency on DRDA ongoles.

Table-II
 IRDP progress report 1990-91
 MPP Mundlamur

S. no.	Name of the bank	selected	released	document	granted	remarks
1.	Punjab national bank Edera	21	16	-	-	pending thing in bank
2.	Pmakini Gramena bank, mundlumaz	47	37	25	11	documentation has been completed
3.	SBI (ADB) Darsi	21	11	5	4	10 applicant are yet to be released from the IRDP
4.	Syndicate Bank Darsi	21	13	6	11	documetation work is going on for 7 members And subsidy from the IRDP is yet to get for 8 members.
Total		110	77	36	26	

The target of 110 beneficiaries were selected by all the 5 above said banks 77 were released from the DRDA, 36 were documented and only 26 beneficearies are finally benefitted; It shows that the bankers and the DRDA are playing the cracial role. This is also evident in miltch animals loans, the banks are providing descrtionary loans to the people in two instalments. Its unit cost is Rs.4000. One women IRDP beneficiary, narroted the story of the 'banks and the buffelas' that she had been given Rs.1500 for the purchase of miltch animals when in fact she should have gives a sum of Rs.4000. However, she was denied to pay the rest of the amount following the non-payment of the loan of her fellow benefeciaries who had availed loans alone with her. However, it emphasises the fact the bankers are plays keyrole than the MPP staff.

Loans under various corporations:

A part from the IRDP, several corporations also providing loans on subsidy basis to the concerned communty. The table shows the details.

The mandal was established in 1987, but, since then no programme under any one of the these 6 corporation, has been undertakn by MPP mundlamur upto 1939. From 1989-90, the target of 23 beneficiaries were selected under ST action plan, ongole; few people benefitted out of 23 in tha year.

Table-III

Beneficiaries under different corpotions

S.No.	Years	SC action plan	BC action plan	ST action plan	Minority action plan	AP women wealfare action plan	pH plan	total
1	2	3	4	5	6	7	8	9
1	1987-88	-	-	-	-	-	-	-
2	1988-89	-	-	-	-	-	-	-
3	1989-90	23	-	-	-	-	-	-
4	1990-91	75	42	6	10	9	13	155
Total		98	42	6	10	9	13	178

In 1989, Rs. 2,66,028 was estimated as per the budget mundlaru 1991-92, but the expenditure incurred was Rs,4,97,422 which was higher than the income. In 1990-91 a massive number of beneficieries, that is 155 were chosen from all the communities. But the banks released lons to very few people. Under SC Action Plan 70 people were chosen of which 36 were released from the corporation and only a beneficiaries were grounded.

Under BC Action Plan 34 were chosen, 38 were released from that corporation and only 4 beneficieries were grounded. Under ST corporation 6 were chosen and 6 were released but no one had been granded. Under, PH Action Plan 5 were chosen, 14 were released, 8 were grounded, under chosen but nobody had been is only 21 beneficiaries out of a target of 147 from all the corporations 126 selected loans were not grounded. This data further reveals launa in the select and grounding process in which the MPP Mundlamur is in a helpless situation.

WAGE PROGRAMES: AN ANALYSIS

Under Jeevandhara wells schemes 9 wells were completed out of 21 wels in the mandal, under community wells scheme 28 wells were completed out of 28 wells. Under JRY walls scheme, no single well has been taken up by the mandal sofar, because it is still in the process. All wells are

given to the SCs in the mandal. The mandal has also taken up Biogas plants. 10 plants were sanctioned to the mandal for which only 2 higher caste applicants ^{had} come up.

Under the central rural sanitation programme (CRSP), 10 latrines were sanctioned to the mandal mundlamur, seven latrines were already taken up by the rural rich and dominant castes in the mandal. The information ~~is~~^{was} unknown to the SC people.

REASONS: Poverty, illiteracy, and unemployment are still rampant in the mandal. The people belonging to scheduled castes and tribes comprise the core sector; most of them are agriculturereal labourers who do not know how to go to the MPP ^{to get any of the} information about the schemes. The development sections will communicaties are in forefront in availing opportunities. They have the nexus with rural elites and the the well to do sections. The poor are not given the full loans amount. The MPP is dommated by the rich and higher castes.

The social composition of the MPP shows the domintion of the landed castes. SC/ST are restricted to the 15 & 16 percent reservation quota. None of them have been freely elected to head any gram panchayati. All the landed castes have recently come up. Basically they are the principal support groups for TDP and Congress in dominating the

mandals and gram panchayats in Andhra Pradesh. The fact is evident in the MPP circle that posts for gram panchayat sarpanchs were grabbed by the landed leading castes-Kammas and Reddies. For example: the sarpanch of Mundlamurs Gram Panchayat, who owns two hundred acres land has been enjoying the overwhelming power in the mandal. This is because of the unity and strong community feeling of the caste he belongs helped to strength his caste base indirectly in the mandal. This unity is not visible in another dominant caste, Reddis, in the mandal, who are principally backed up by the emerging BCs and SCs people.

There is bias in implementing the centrally sponsored schemes. The bureauracy dominated by the middle landed upper castes is not willing to diselease the schemes because they do not deserve the SC/STs development. This is evident in the sanitation, that seven out of ten latrines were taken up by the higher castes whereas this information was ~~only~~ unknown to the poor people. Secondly, most of the poor are not aware of the cluster of programmes except the bull and bufffelo. Thirdly, the local banks were highly manipulated by the rural elites that they were able to stop the finance to the beneficiries. There is relaxation in this issue of loan for some. The people who lower-down themselves before these castes will be able to get some assistance from the banks with the consent and affairmation. Under IRD? schmes

110 ^{beneficiaries} ~~beneficiaries~~ were selected by the DRDA Ongole in which 77 benefacilaires were released by the same but finally, when the list came to the banks only 26 persons were provided loans. However, all these issuses are ~~b~~locking the overall progress of the mandal.

3. The banks are having much descretionary powers in providing loans under centrally sponsored schmes. This is evident in a poor scheduled caste mans' case. He was professionally an agriculture labourer who lamented for the destiny that he was not provided loan from the banks even though the buffelo was sanctioned on his wife name under IRDP because he had already availed the loan from other comercial bank long ago. His family was economically ^{collapsed} for different reasons. However, the loan was denied to him on the protext that he was a defauter in other bank.

This is also evident in one IRDP women beneficiary who told the story of banks and buffers. She had been given an amount of Rs,1500 loan for the purchase of milch animals, when infact she should have been given a sum of Rs.4000. Later she was denied the rest of the loan Rs.2500 even though she had ^{repaid} ~~repaid~~ the first instalment to the bank for the reason that the

other beneficiaries of loan alongwith her had not ~~repaid~~ ^{repaid} the first instalment. This shows clearly now the banks are playing games with beneficiaries and buffols. However, it reveals that banks are playing key role than the MPP executive committee.

4. The beneficiaries are also equally responsible for these failures. They are unable to handle and take care of the marketing of milk etc. This, beneficiaries require some sort of training to carry out their economic duties.

Those poor who have been given tree pattas also are not able to protect them because of their vulnerability. When I visited the mandal none of them were able to protect these because of the minpulation done by the influential and powerful groups, Who take advantage of the situation.

CHPATER V

CONCLUSION

CHAPTER-V

CONCLUSION

Indian planning has been centralised for a long time, which is unable to solve the principal problems of poverty, unemployment and illiteracy which in turn had given over population growth and created a sense of national failure. This is mainly because of the fact that there is no decentralised planning system, everything has been starting from the centre only. However, failure is inherent in its approaches and methods adopted for their removal. Representative bodies have been replaced by a colonial pattern of administration. The governments programmes intended for the poor are not reaching to them. This is due to the unwillingness of both the bur^{er}cracy and local elites who are jealous to the development administration. The development administration is impervious to lessons from the field. They are insensitive to the poor on whose name a lot of money is being spent.

This study identifies the extent for the planning is carried on in PRIs and the factors that limiting their role. The study also looked at the performance of the poverty alleviation programmes especially IRDP etc and the role of parallel institutions.

The governing perspective of this study is the PRIs decentralisation, development planning and democracy

matching with the present situation and magnitude of poverty.

Briefly stated, the findings of planning, peoples participation, rural delivery system are being unsatisfactory which diminishing the status and prestige of PRIs in the state.

There is marginal participation of people in these institutions. The total institutions were occupied and dominated by the rural rich. The poor are merely put aside from the mainstream and left for the mercy of the landed sections. A vast development bureaucracy replaced the PRIs and will be recalled that PRIs were constituted to carry out the programme of CD within bureaucratic control.

It is clear from the ongoing discussion that national planning is a binding force to the panchayati raj bodies and their actions. Though the Balavant Rai Mehta Committee recommended on the three tier structure of local self government, village, block and district level for a brighter democracy, it was not taken seriously by both the central and state governments except the initial showerings to adopt it as a revolutionary change in the country for a change and transformation of grassroots structures. Later another committee was set up in 1978 during the Janta Government rule ~~in regime~~ in the centre. However, its place within the committee development programme to carry out the

socio-economic changes. The criticisms followed were at how these institutions failed and hijacked by rural dominated landed rich elites to serve its own purpose. Later Asoka Mehta recommendations, even though they were treated as revolutionary inspite were casted in the same model, even though its structures functioning of these institutions. However, it is not deny the fact that these two committee contributed a lot ~~to~~ to bring out revolutionary change in the barren land of rural India with an aim to remove ^{them} from the mass.

On the way, the emphasis on PRI bodies aimed to be the democratic base to the society bec^eme weak. To function smoothly, it feels that local level leadership is far greater threat to this than the central government. Within the state leadership there was a fear that local leadership may throw a challenge to their leadership. Within the central leadership there was fear that deomcary at the grassroot level may create an environment and socio economic development that could throw challenges, which were unable to handle. Hence the national leadership too is not willing the grassroots democracy.

Gandhian emphasis on pancyahati raj providing a basis for alternative forms organization of confined to a very small group of idealists led by J.P.Narian. The idealism was weakend by the emerging concept of modernisation.

Within the political system, two contradictory trends are emerging. Firstly, it gives impression that Centralisation is part of the compulsion of planning and also the perception that national elites can maintain the unity and integrity of the nation. On the other hand political forces are emerging in the form of regional autonomy, and cultural voice for democratisation and decentralisation which means segmentation of market forces. It is leading to conflict between urban industrial elite and rural elites. All this is meant for that segmentation of market and limitation of free play of economic forces.

The experience of implementation of successive five-year plans has demonstrated the weakness of centralised planning approach particularly in respect of its linkages with realities at the grassroot levels. It is unable to elicit popular support and participation and could not solve the principal problems of poverty, unemployment and illiteracy, which are common features of the barren rural societies.

We have democracy at the national level, democracy at the state level but we do not have democracy at the grassroot level. Later the realisation led to rationalisation of constitution of PRIs in the rural areas as the third tier of government in order to bring the people

into mainstream of both socio-economic and political elevated life. In 1980, a democratic planning is emphasised through PR~~is~~ institutions headed by political leadership to create the environment for people's participation. So the people know the needs ~~is~~ better than ~~anybody else~~^{policy makers}. However, there was a lack of people's participation in planning.

During the 1980 some states adopted the decentralised planning system and district governments were reformed and imbued with new life by creating a direct election to the Z.P. chairman and reducing the collect~~or's~~'s role in district governments. This is evident, in Gujrat, Maharashtra, Andhra Pradesh, Karanataka, West Bengal and rest of the states. The goverments allocated ~~the~~^{Some} devisive budget outlays to the ZPs and Mandals with powers and functions for creating better planning capabilities.

But in actual practice panchayati raj instituions have very little involvement in planning, either at the district~~or~~ at the block level in any of the states. In the current scheme of decentralisation of planning process at the district level, seperate instituions for planning are being established. As pointed out earlier, these are essentially bur~~ea~~ueratic institutions even though some as presentatives of the public are associated with them. The reasons given for establishing these institutions rather than

strengthening the planning capabilities of the PRIs are not very convincing.

Some responsibility for the planning of IRDP and the NRZ has been assigned to the PRIs. Gram sabhas or village assemblies are supposed to be associated at the state of selection of the IRDP bureaucracy. But in actual practice heads of the villages, rich and leading persons were taken into confidence for this purpose.

The IRDP's aimed at augmenting the assets and income of the rural poor to help them cross the poverty line. The supply of milch cattle is the core component of the IRDP. However, the expected lines of the programme is exhausted by one activity that the poor ^{remain} ~~report~~ in dilemma whether to feed his family or the buffalo because, there are no facilities for milk market in some villages. Since poor families are run by single household, it is difficult for them to manage both the family and buffalo. Hence the programme is failing.

The institutional credit to the poor aimed to liberate them the money lender does not help to develop their assets. The release of loans to poor from the banks are very low. There is difficulty in mobilising bank loans. This is mainly run by the consideration of locally dominated higher castes and vested interest.

As Kamta Prasad observes, wherever, the PR bodies have been actively involved, the implementation of rural development programmes has been decidedly better and the selection of beneficiary and designing of schemes have been more satisfactory. Thus is important to recognise the reality to draw up micro level planning through PRIs institutions so as to allow the people to participate in planning for their development.

In descending ^{Cascade} ~~order~~ of decentralization ~~the powers~~ ~~cascade~~ from union to state and ^{from} states to local governments, ~~the states should figure at both stages, as recipients of powers and functions at PDS and as shudders of power at the second, and thus states play a key role to receive states from state~~ ~~only~~, Cascade starts only at the state level there could not be any higher authority to press ~~their~~ their ~~desires~~ ~~and~~ ~~functions~~ hence the cascade should start at the centre. For there should be financial commissions for all the centre, state and districts, ^{Re}articulation of planning on policy matters, ^{Re}placement of elected leaders at the district level are needed.

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