

EFFECTIVE PLANNING OF RURAL GOVERNANCE CASE STUDY OF TAPI

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By

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CERTIFICATE

Effective Planning of Rural Governance Case Study of Tapi

The contents presented in this Thesis represent my original work and it has not been submitted for the award of any other Degree or Diploma anywhere else

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This Thesis is submitted in partial fulfilment of the requirements for the
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"THE FUTURE OF INDIA LIES IN ITS VILLAGES"

-Mahatma Gandhi

ABSTRACT

The Indian economy continues to be heavily dependent on rural India. The share of agriculture in GDP declined rapidly over the years from 40.47% of GDP in 1971 to 12 % in 2017-18. The rural India however continues to remain central to growth of the economy and wellbeing of the people. Though the share of rural population in total population has declined from 82.7% in 1951 to 68.84% in 2011, the number of people residing in rural area has almost tripled during this period, from 29.81 cores to 83.30 crores. Rural population of India is by far the largest, both in terms of numbers and in percentage among the major economies of the world.

The distribution of rural population across the state in India presents a mixed picture. At the national level the increase in urban population was marginally higher than the increase in rural population for the first time during 2001-2011 periods. If we look at Gujarat, there were 638588 villages in 2001 which became 640867 in 2011 in which 2279 increase and the sex ratio of 2011 is 947 and the literacy rate of Gujarat is 58.75.

Since independence with a centrality of being welfare state, poverty alleviation has always been the primary government endeavor in the policy domain of the country .As, India lives in her villages, only an inclusive, integrated and sustained rural development behold our vision of poverty free India founded on well thought policy and time bound socio-economic transformation engaging rural population at the grassroots under a collaborative and transparent public service delivery regimen.

We know that our great nation is now a few weeks away from the 75th anniversary of Indian Independence (AZADIKA AMRUT MAHOTSAV). However, rural governance has not developed enough. This research work is some of the efforts to improve the lives of the villagers through rural governance, in which the survey of six villages has been taken into consideration, as part of which here are 5 pillars for self-reliant India

(ATMANIRBHAR BHARAT) which is Demography (Population), Infrastructure, Economy, Our System and Our System demand. Based on the survey, improvement recommendation is given.

Keywords: *Rural governance, Rural Development, Decentralisation Governance, Participation in Gram Sabha, Participatory Planning*

DEDICATION

"I DEDICATE THIS THESIS TO ALL THE DEPARTMENTS WORKING FOR
THE FUTURE OF THE VILLAGES OF INDIA AND ALL THE PRESENT AND
FUTURE PLANNERS ASSOCIATED WITH IT".

To my parent's

WHO HAVE BEEN A GREAT SOURCE OF INSPIRATION AND SUPPORT.

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1. INTRODUCTION

1 INTRODUCTION

1.1 Introduction

The term Panchayati Raj in India signifies the system of rural local self-government. It has been established in all the states of India by the Acts of the state legislatures to build democracy at the grass root level. It is entrusted with rural development. It was constitutionalized through the 73rd Constitutional Amendment Act of 1992

1.2 Evolution of Panchayati raj

1.2.1 Balwant Rai Mehta Committee

In January 1957, the Government of India appointed a committee to examine the working of the Community Development Programme (1952) and the National Extension Service (1953) and to suggest measures for their better working. The chairman of this committee was Balwant Rai G Mehta. The committee submitted its report in November 1957 and recommended the establishment of the scheme of 'democratic decentralization', which ultimately came to be known as Panchayati Raj. The specific recommendations made by it are:

- A. Establishment of a three-tier panchayati raj system—gram panchayat at the village level, panchayat samiti at the block level and zila parishad at the district level. These tiers should be organically linked through a device of indirect elections.
- B. The village panchayat should be constituted with directly elected representatives, whereas the panchayat samiti and zila parishad should be constituted with indirectly elected members.
- C. All planning and development activities should be entrusted to these bodies.

- D. The panchayat samiti should be the executive body while the zila parishad should be the advisory, coordinating and supervisory body
- E. The district collector should be the chairman of the zila parishad.
- F. There should be a genuine transfer of power and responsibility to these democratic bodies.
- G. Adequate resources should be transferred to these bodies to enable them to discharge their functions and fulfil their responsibilities.
- H. A system should be evolved to effect further devolution of authority in future.

These recommendations of the committee were accepted by the National Development Council in January 1958. The council did not insist on a single rigid pattern and left it to the states to evolve their own patterns suitable to local conditions. But the basic principles and broad fundamentals should be identical throughout the country.

Rajasthan was the first state to establish Panchayati Raj. The scheme was inaugurated by the prime minister on October 2, 1959, in Nagaur district. Rajasthan was followed by Andhra Pradesh, which also adopted the system in 1959. Thereafter, most of the states adopted the system.

Though most of the states created panchayati raj institutions by mid 1960s, there were differences from one state to another with regard to the number of tiers, relative position of samiti and parishad, their tenure, composition, functions, finances and so on. For example,

Rajasthan adopted the three-tier system while Tamil Nadu adopted the two-tier system. West Bengal, on the other hand, adopted the four-tier system. Further, in the Rajasthan-Andhra Pradesh pattern, panchayat samiti was powerful as the block was the unit of planning and

development, while in Maharashtra-Gujarat pattern, zila parishad was powerful as the district was the unit of planning and development. Some

states also established nyaya panchayats, that is, judicial panchayats to try petty civil and criminal cases.

Source: M.Laxmikanth Book (6th Edition)

1.2.2 Ashok Mehta Committee

In December 1977, the Janata Government appointed a committee on panchayati raj institutions under the chairmanship of Ashok Mehta. It submitted its report in August 1978 and made 132 recommendations to revive and strengthen the declining panchayati raj system in the country. Its main recommendations were:

- A. The three-tier system of panchayati raj should be replaced by the two-tier system, that is, zila parishad at the district level, and below it, the mandal panchayat consisting of a group of villages with a total population of 15,000 to 20,000.
- B. A district should be the first point for decentralisation under popular supervision below the state level.
- C. Zila parishad should be the executive body and made responsible for planning at the district level.
- D. There should be an official participation of political parties at all levels of panchayat elections.
- E. The panchayati raj institutions should have compulsory powers of taxation to mobilise their own financial resources.
- F. There should be a regular social audit by a district level agency and by a committee of legislators to check whether the funds allotted for the vulnerable social and economic groups are actually spent on them.
- G. The state government should not supersede the panchayati raj institutions. In case of an imperative supersession, elections should be held within six months from the date of supersession.

- H. The nyaya panchayats should be kept as separate bodies from that of development panchayats. They should be presided over by a qualified judge.
- I. The chief electoral officer of a state in consultation with the chief election commissioner should organise and conduct the panchayati raj elections.
- J. Development functions should be transferred to the zila parishad and all development staff should work under its control and supervision.
- K. The voluntary agencies should play an important role in mobilising the support of the people for panchayati raj
- L. A minister for panchayati raj should be appointed in the state council of ministers to look after the affairs of the panchayati raj institutions.
- M. Seats for SCs and STs should be reserved on the basis of their population.
- N. A constitutional recognition should be accorded to the Panchayati Raj institutions. This would give them the requisite status (sanctity and stature) and an assurance of continuous functioning.

Due to the collapse of the Janata Government before the completion of its term, no action could be taken on the recommendations of the Ashok Mehta Committee at the central level. However, the three states of Karnataka, West Bengal and Andhra Pradesh took steps to revitalise the panchayati raj, keeping in view some of the recommendations of the Ashok Mehta Committee.

Source: M.Laxmikanth Book (6th Edition)

1.2.3 GVK Rao Committee

The Committee to review the existing Administrative Arrangements for Rural Development and Poverty Alleviation Programmes under the chairmanship of G.V.K. Rao was appointed by the Planning Commission in

1985. The Committee came to conclusion that the developmental process was gradually bureaucratised and divorced from the Panchayati Raj. This phenomena of bureaucratisation of development administration as against the democratisation weakened

the Panchayati Raj institutions resulting in what is aptly called as 'grass without roots'. Hence, the Committee made the following recommendations to strengthen and revitalise the Panchayati Raj system:

- A. The district level body, that is, the Zila Parishad should be of pivotal importance in the scheme of democratic decentralisation. It stated that "the district is the proper unit for planning and development and the Zila Parishad should become the principal body for management of all development programmes which can be handled at that level."
- B. The Panchayati Raj institutions at the district and lower levels should be assigned an important role with respect to planning, implementation and monitoring of rural development programmes.
- C. Some of the planning functions at the state level should be transferred to the district level planning units for effective decentralized district planning.
- D. A post of District Development Commissioner should be created. He should act as the chief executive officer of the Zila Parishad and should be in charge of all the development departments at the district level.

Thus the committee, in its scheme of decentralised system of field administration, assigned a leading role to the Panchayati Raj in local planning and development. It is in this respect that the recommendation of the G.V.K. Rao Committee Report (1986) differed from those of the Dantwala Committee Report on Block-Level Planning (1978) and the Hanumantha Rao Committee Report on District Planning (1984). Both the committees have suggested that the

Basic decentralised planning function should be done at the district level. The Hanumantha Rao Committee advocated separate district planning bodies under either the District Collector or a minister. In both the models, the Collector should play a significant role in the decentralised planning though the Committee stated that Panchayati Raj institutions would also be associated with this process (of decentralised planning). The committee recommended that the Collector should be the coordinator, at the district level, of all developmental and planning activities. Thus the, Hanumantha Rao Committee differed in this respect from those of Balwantray Mehta

Committee, the Administrative Reforms Commission of India, the Ashok Mehta Committee and finally the G.V.K. Rao Committee which recommended reduction in the developmental role of the District Collector and which assigned a major role to the Panchayati Raj in development administration.

Source: M.Laxmikanth Book (6th Edition)

1.2.4 L.M Singhvi Committee

In 1986, Rajiv Gandhi government appointed a committee to prepare a concept paper on 'Revitalisation of Panchayati Raj Institutions for Democracy and Development' under the chairmanship of L.M. Singhvi. It made the following recommendations.

- A. The Panchayati Raj institutions should be constitutionally recognised, protected and preserved. For this purpose, a new chapter should be added in the Constitution of India. This will make their identity and integrity reasonably and substantially inviolate. It also suggested constitutional provisions to ensure regular, free and fair elections to the Panchayati Raj bodies.
- B. Nyaya Panchayats should be established for a cluster of villages.

- C. The villages should be reorganised to make Gram Panchayats more viable. It also emphasised the importance of the Gram Sabha and called it as the embodiment of direct democracy.
- D. The Village Panchayats should have more financial resources
- E. The judicial tribunals should be established in each state to adjudicate controversies about election to the Panchayati Raj institutions, their dissolution and other matters related to their functioning.

Source: M.Laxmikanth Book (6th Edition)

1.2.5 Thungon Committee

In 1988, a sub-committee of the Consultative Committee of Parliament was constituted under the chairmanship of P.K. Thungon to examine the political and administrative structure in the district for the purpose of district planning. This committee suggested for the strengthening of

the Panchayati Raj system. It made the following recommendations:

- A. The Panchayati Raj bodies should be constitutionally recognized
- B. A three-tier system of Panchayati Raj with panchayats at the village, block and district levels.
- C. Zilla Parishad should be the pivot of the Panchayati Raj system. It should act as the planning and development agency in the district.
- D. The Panchayati Raj bodies should have a fixed tenure of five years.
- E. A planning and co-ordination committee should be set-up at the state level under the chairmanship of the minister for planning. The presidents of Zilla Parishads should be its members.
- F. A detailed list of subjects for Panchayati Raj should be prepared and incorporated in the Constitution.

- G. Reservation of seats in all the three-tiers should be on the basis of population. There should also be reservation for women.
- H. A state finance commission should be set-up in each state. It would lay down the criteria and guidelines for the devolution of finances to the Panchayati Raj institutions.
- I. The district collector should be the chief executive officer of the Zilla Parishad.

Source: M.Laxmikanth Book (6th Edition)

1.2.6 Gadgil Committee

The Committee on Policy and Programmes was constituted in 1988 by the Congress party under the chairmanship of V.N. Gadgil. This committee was asked to consider the question of “how best Panchayati Raj institutions could be made effective”. In this context, the committee made the following recommendations:

- A. A constitutional status should be bestowed on the Panchayati Raj institutions.
- B. A three-tier system of Panchayati Raj with panchayats at the village, block and district levels.
- C. The term of Panchayati Raj institutions should be fixed at five years.
- D. The members of the Panchayats at all the three levels should be directly elected.
- E. Reservation for SCs, STs and women
- F. The Panchayati Raj bodies should have the responsibility of preparation and implementation of plans for socioeconomic development. For this purpose, a list of subjects should be specified in the constitution.
- G. The Panchayat Raj bodies should be empowered to levy, collect and appropriate taxes and duties.

- H. Establishment of a State Finance Commission for the allocation of finances to the Panchayats.
- I. Establishment of a State Election Commission for the conduction of elections to the panchayats.

The above recommendations of the Gadgil Committee became the basis for drafting a amendment bill aimed at conferring the constitutional status and protection to the Panchayati Raj institutions.

1.2.7 Constitutionalisation

1.2.7.1 Rajiv Gandhi Government

The Rajiv Gandhi Government introduced the 64th Constitutional Amendment Bill in the Lok Sabha in July 1989 to constitutionalise panchayati raj institutions and make them more powerful and broad based. Although, the Lok Sabha passed the bill in August 1989, it was not approved by the Rajya Sabha. The bill was vehemently opposed by the Opposition on the ground that it sought to strengthen centralisation in the federal system.

1.2.7.2 V.P Singh Government

The National Front Government, soon after assuming office in November 1989 under the Prime Ministership of V.P. Singh, announced that it would take steps to strengthen the panchayati raj

institutions. In June 1990, a two-day conference of the state chief ministers under the chairmanship of V.P. Singh was held to discuss the issues relating to the strengthening of the panchayati raj bodies. The conference approved the proposals for the introduction of a fresh constitutional amendment bill. Consequently, a constitutional amendment bill was introduced in the Lok Sabha in September 1990. However, the fall of the government resulted in the lapse of the bill.

1.2.7.3 *Narasimha Rao Government*

The Congress Government under the prime ministership of P.V. Narasimha Rao once again considered the matter of the Constitutionalisation of panchayati raj bodies. It drastically modified the proposals in this regard to delete the controversial aspects and introduced a constitutional amendment bill in the Lok Sabha in September, 1991. This bill finally emerged as the 73rd Constitutional Amendment Act, 1992 and came into force on 24 April, 1993.

Source: M.Laxmikanth Book (6th Edition)

1.3 73rd Amendment Act of 1992

This act has added a new Part-IX to the Constitution of India. This part is entitled as 'The Panchayats' and consists of provisions from Articles 243 to 243 O. In addition, the act has also added a new Eleventh Schedule to the Constitution. This schedule contains 29 functional items of the panchayats. It deals with Article 243-G.

The act has given a practical shape to Article 40 of the Constitution which says that, "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." This article forms a part of the Directive Principles of State Policy.

The act gives a constitutional status to the panchayati raj institutions. It has brought them under the purview of the justiciable part of the Constitution. In other words, the state governments are under constitutional obligation to adopt the new panchayati raj system in accordance with the provisions of the act. Consequently, neither the

formation of panchayats nor the holding of elections at regular intervals depend on the will of the state government any more.

The provisions of the act can be grouped into two categories compulsory and voluntary. The compulsory (mandatory or obligatory) provisions of the act have to be included in the state laws creating the new panchayati raj system. The voluntary provisions, on the other

hand, may be included at the discretion of the states. Thus the voluntary provisions of the act ensures the right of the states to take local factors like geographical, politico-administrative and others, into consideration while adopting the new panchayati raj system.

The act is a significant landmark in the evolution of grassroot democratic institutions in the country. It transfers the representative democracy into participatory democracy. It is a revolutionary concept to build democracy at the grassroot level in the country.

Source: Ministry of Panchayati Raj

1.4 Salient Features

1.4.1 Gram Sabha

The act provides for a Gram Sabha as the foundation of the panchayati raj system. It is a body consisting of persons registered in the electoral rolls of a village comprised within the area of Panchayat at the village level. Thus, it is a village assembly consisting of all the registered

voters in the area of a panchayat. It may exercise such powers and perform such functions at the village level as the legislature of a state determines.

1.4.2 Three Tier System

The act provides for a three-tier system of Panchayati raj in every state, that is, panchayats at the village, intermediate, and district levels. Thus, the act brings about uniformity in the structure of panchayati raj

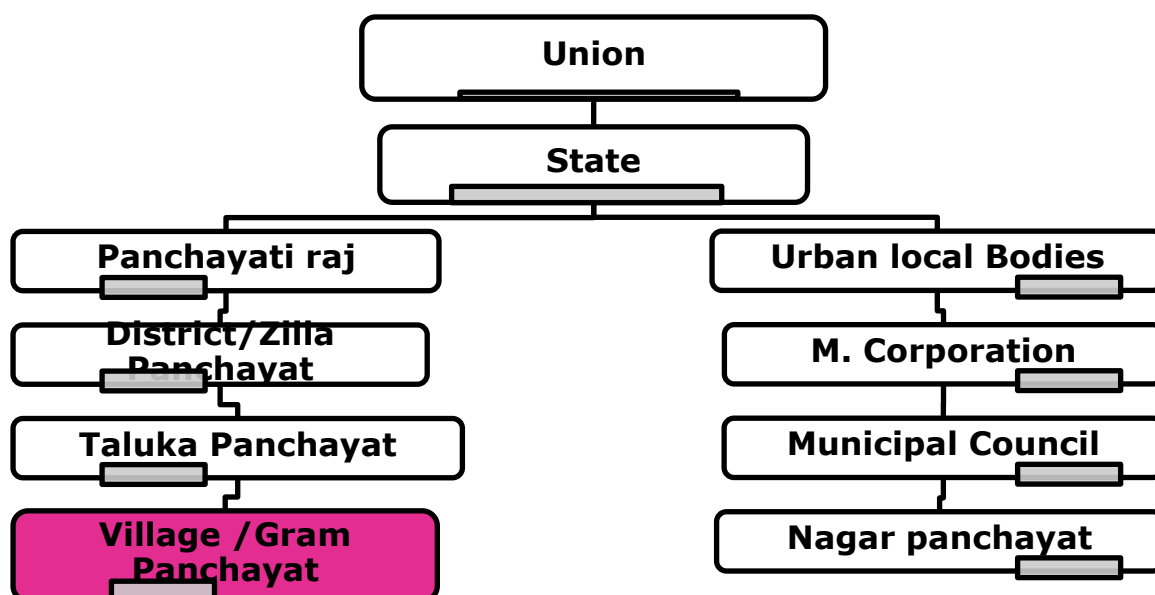


Table 1 Three Tier of Indian Government

throughout the country. However, a state having a population not exceeding 20 lakh may not constitute panchayats at the intermediate level.

1.4.3 Election of Members and Chairperson

All the members of panchayats at the village, intermediate and district levels shall be elected directly by the people. Further, the chairperson of panchayats at the intermediate and district levels shall be elected indirectly—by and from amongst the elected members thereof. However, the chairperson of a panchayat at the village level shall be elected in such manner as the state legislature determines.

The chairperson of a panchayat and other members of a panchayat elected directly or indirectly shall have the right to vote in the meetings of the panchayats.

1.4.4 Reservation of Seats

The act provides for the reservation of seats for scheduled castes and scheduled tribes in every panchayat (i.e., at all the three levels) in proportion of their population to the total population in the panchayat area. Further, the state legislature shall provide for the reservation of offices of chairperson in the panchayat at the village or any other level for the SCs and STs.

The act provides for the reservation of not less than one-third of the total number of seats for women (including the number of seats reserved for women belonging the SCs and STs). Further, not less than one-third of the total number of offices of chairpersons in the panchayats at each level shall be reserved for women.

The act also authorises the legislature of a state to make any provision for reservation of seats in any panchayat or offices of chairperson in the panchayat at any level in favour of backward classes.

The reservation of seats as well as the reservation of offices of chairpersons in the panchayats for the scheduled castes and scheduled tribes shall cease to have effect after the expiration of the period specified in Article 334 (which is presently seventy years, that is, till 2020).

It must be noted here that the above provision relating to the reservation of seats in panchayats (both members and chairpersons) for the scheduled castes is not applicable to the state of Arunachal Pradesh. This is because the state is inhabited fully by indigenous tribal people and there are no scheduled castes. This provision was added later by the 83rd Constitutional Amendment Act of 2000.

1.4.5 Duration Panchayat

The act provides for a five-year term of office to the panchayat at every level. However, it can be dissolved before the completion of its term. Further, fresh elections to constitute a panchayat shall be completed (a) before the expiry of its duration of five years; or (b) in case of dissolution, before the expiry of a period of six months from the date of its dissolution

Moreover, a panchayat constituted upon the dissolution of a panchayat before the expiration of its duration shall continue only for the remainder of the period for which the dissolved panchayat would have continued had it not been so dissolved. In other words, a panchayat reconstituted after premature dissolution does not enjoy the full period of five years but remains in office only for the remainder of the period.

1.4.6 Disqualification

A person shall be disqualified for being chosen as or for being a member of panchayat if he is so disqualified, (a) under any law for the time being in force for the purpose of elections to the legislature of the state concerned, or (b) under any law made by the state legislature. However, no person shall be disqualified on the ground that he is less than 25 years of age if he has attained the age of 21 years. Further, all questions of disqualifications shall be referred to such authority as the state legislature determines.

1.4.7 State election Commission

The superintendence, direction and control of the preparation of electoral rolls and the conduct of all elections to the panchayats shall be vested in the state election commission. It consists of a state election commissioner to be appointed by the governor. His conditions of service and tenure of office shall also be determined by the governor. He shall not be removed from the office except in the manner and on the grounds prescribed for the removal of a judge of the state high court⁴. His conditions of service shall not be varied to his disadvantage after his appointment.

The state legislature may make provision with respect to all matters relating to elections to the panchayats.

1.4.8 Powers and Functions

The state legislature may endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government. Such a scheme may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level with respect to (a) the preparation of plans for economic development and social justice; (b) the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule.

1.4.9 Finances

The state legislature may (a) authorise a panchayat to levy, collect and appropriate taxes, duties, tolls and fees; (b) assign to a panchayat taxes, duties, tolls and fees levied and collected by the state government; (c) provide for making grants-in-aid to the panchayats from the consolidated fund of the state; and (d) provide for constitution of funds for crediting all moneys of the panchayats.

1.4.10 Finance Commission

The governor of a state shall, after every five years, constitute a finance commission to review the financial position of the panchayats. It shall make the following recommendations to the Governor:

- ❖ The principles that should govern
 - a) The distribution between the state and the panchayats of the net proceeds of the taxes, duties, tolls and fees levied by the state and allocation of shares amongst the panchayats at all levels.
 - b) The determination of taxes, duties, tolls and fees that may be assigned to the panchayats.

c) The grants-in-aid to the panchayats from the consolidated fund of the state.

- ❖ The measures needed to improve the financial position of the panchayats.
- ❖ Any other matter referred to it by the governor in the interests of sound finance of the panchayats.

The state legislature may provide for the composition of the commission, the required qualifications of its members and the manner of their selection. The governor shall place the recommendations of the commission along with the action taken report before the state legislature. The Centr Finance Commission shall also suggest the measures needed to augment the consolidated fund of a state to supplement the resources of the panchayats in the states (on the basis of the recommendations made by the finance commission of the state).

1.4.11 Continuance of Existing laws and Panchayat

All the state laws relating to panchayats shall continue to be in force until the expiry of one year from the commencement of this act. In other words, the states have to adopt the new panchayati raj system based on this act within the maximum period of one year from 24 April, 1993, which was the date of the commencement of this act. However, all the panchayats existing immediately before the commencement of act shall continue till the expiry of their term, unless dissolved by the state legislature sooner.

Consequently, majority of states passed the panchayati raj acts in 1993 and 1994 to adopt the new system in accordance with the 73rd Constitutional Amendment Act of 1992.

1.4.12 11th Schedule

It contains the following 29 functional items placed within the purview of panchayats,

- 1) Agriculture, including agricultural extension
- 2) Land improvement, implementation of land reforms, land consolidation and soil conservation
- 3) Minor irrigation, water management and watershed development
- 4) Animal husbandry, dairying and poultry
- 5) Fisheries
- 6) Social forestry and farm forestry
- 7) Minor forest produce
- 8) Small-scale industries, including food processing industries
- 9) Khadi, village and cottage industries
- 10) Rural housing
- 11) Drinking water
- 12) Fuel and fodder
- 13) Roads, culverts, bridges, ferries, waterways and other means of communication
- 14) Rural electrification, including distribution of electricity
- 15) Non-conventional energy sources
- 16) Poverty alleviation programme
- 17) Education, including primary and secondary schools
- 18) Technical training and vocational education
- 19) Adult and non-formal education
- 20) . Libraries
- 21) Cultural activities
- 22) . Markets and fairs
- 23) Health and sanitation including hospitals, primary health centers and dispensaries
- 24) Family welfare
- 25) Women and child development
- 26) Social welfare, including welfare of the handicapped and mentally retarded

- 27) Welfare of the weaker sections, and in particular, of the scheduled castes and the scheduled tribes
- 28) Public distribution system
- 29) Maintenance of community assets

Source: Ministry of Panchayati Raj

1.5 Reasons for ineffective performance (Problem statement)

Even after conferring the constitutional status and protection through the 73rd Amendment Act (1992), the performance of the Panchayati Raj Institutions (PRIs) has not been satisfactory and not up to the expected level. The various reasons for this sub-optimal performance are as follows.

1.5.1 Reluctance To Use Fiscal Powers

An important power devolved to GP (Gram Panchayat) is the right to levy tax on property, business, markets, fairs and also for services provided, like street lighting or public toilets, etc. Very few Panchayats use their fiscal power to levy and collect taxes. The argument pushed by Panchayat heads is that it is difficult to levy tax on your own constituency, especially when you live in the community.

1.5.2 Poor Infrastructure

A large number of Gram Panchayats in the country do not have even full time Secretary. Around 25 percent of the Gram Panchayats do not have basic office buildings. The database for planning, monitoring etc., are lacking in most of the cases

A large number of elected representatives of PRIs are semiliterate or literate and know little about their roles & responsibilities, programmes, procedures, systems. Often for want of good, relevant and periodic training, they are not able to perform their functions properly.

Although all the District and Intermediate Panchayats are connected with computers, only around 20% Gram Panchayats reported to be having computing facility. In some States, Village Panchayats do not have any computing facility.

1.5.3 Dependency on Government Funding

A review of money received and own source funds shows the overwhelming dependence of Panchayats on government funding. When Panchayats do not raise resources and instead receive funds from outside, people are less likely to request a social audit.

1.5.4 Tied Nature of Funds

This has two implications the activities stated under a certain scheme are not always appropriate for all parts of the district. This results in unsuitable activities being promoted or an under-spend of the funds.

1.6 Research Questions

1.6.1 Legal Provision

- ✓ 73rd CAA Powers mention in 11th schedule of constitution Powers misused.

Example

- Land improvement, implementation of land reforms, land consolidation and soil conservation
- Roads, culverts, bridges, ferries, waterways and other means of communication

1.6.1.1 Research Question

Can we stop this misuse of powers & make 73rd CAA 11th schedule of constitution powers more effective?

1.6.2 Financial

- ✓ Unorganized Tax system in Rural Governance

Example

- Till now no tax collection system &
- Tied Nature of funds

1.6.2.1 Research Question

How to collect taxes at rural level?

1.6.3 Planning

Lack of planning strategy

Example

- Past data record not maintained
- Resources at rural level unidentified

1.6.3.1 Research Question

What should rural governance do to improve in rural planning strategy?

1.7 Goal, Aim & Objectives

1.7.1 Goal

- ✓ Transforming lives and livelihood through proactive socio-economic & empowerment of rural Governance

1.7.2 Aim

- ✓ Well organized rural governance and Enhance rural Economy through Rural Governance

1.7.3 Objectives

- ✓ Identify the legal provision gaps and provide recommendation
- ✓ Effective planning, monitoring and adequate use of powers mention in 11th schedule of constitution.

1.8 Scope of Research

- ✓ This study motivate Rural people to participate in local planning , decision making & bringing governance more close to the rural people of India.
- ✓ Leading to Responsive Governance
- ✓ Activate the Panchayats to prepare grass root level development plans and thus establish their identity as Local self-Government

1.9 Limitation of Research

This study is more focus of Tapi six villages but reference to all rural governance in India.

1.10 Need for study

1.10.1 Indian Context

As per the provisional population Totals of census 2011, the total population of India was 1210.2 million. Of this rural population stands at 833.1 million (68.84%) and Urban population 377.1 million (31.16%).

Source: Census2011

1.10.2 Gujarat Context

As per the provisional population Totals of census 2011 ,the total population of Gujarat was 31.482,282. Of this rural population stands at 17802975 (57.42%) & 14017 total gram panchayats in Gujarat

Source: Census2011

1.10.3 Economy Wise

GOI announced agriculture is prime moving force of economy, 48.7% of people depend on agriculture sector, major part of agriculture comes under rural governance

Number of Operational Holdings of Agricultural Censuses 1970-71 to 2015-16 According to Major Size Classes marginal (Below 1 Ha) small (1 to 1.99 Ha) farmers rate highly increases.

Source: Agriculture Census 2015

1.11 Case Study

1.12 Location

The main town of Fort Songadh is located on Highway 6 with Nandurbar district to its east and Vyara (District headquarters) to its west. Surat is about 85 km from Songadh.

1.13 Study Area

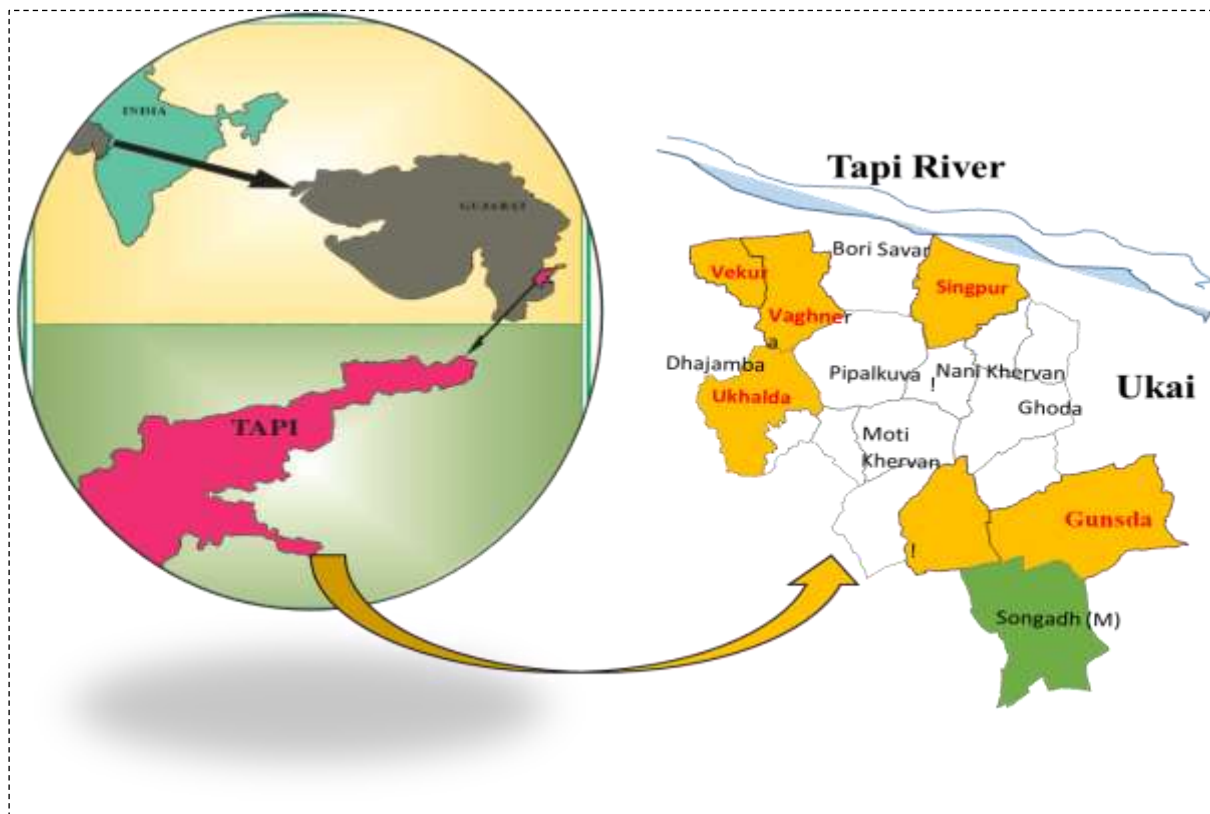


Figure 1 Study area

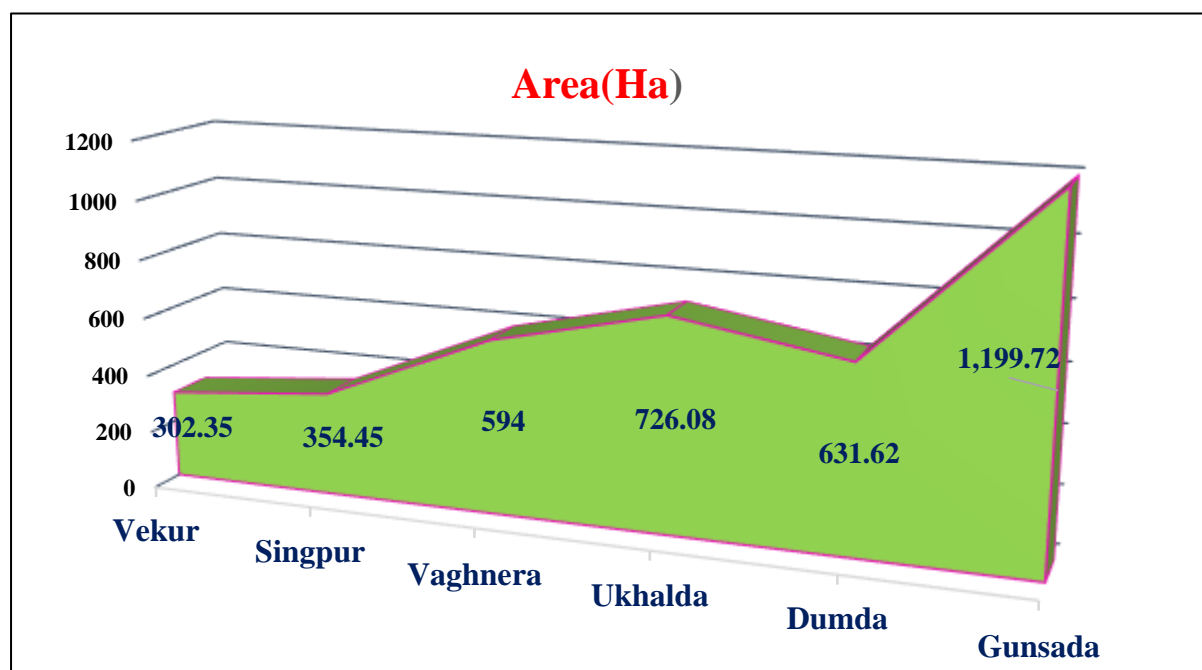


Figure 2 Study area



CHAPTOR 2

LITERATURE REVIEW

LITERATURE REVIEW

1.14 Literature-1

✚ **Title:** Deepening Decentralized Governance in Rural India: Lessons from the People's Plan Initiative of Kerala

✚ **Author:** M.A. Oommen

✚ **Keywords:** legislations, Rural Development, Sustainable Development, Livelihood

1.14.1 Abstract

Despite over more than half a century of the Indian republic, governance in rural India has failed to improve the quality of life of the average villager. He/She continues to live as the victims of innumerable unfreedoms. That Kerala has out distanced the rest of India in terms of its social and human development attainments is now fairly well acknowledged in the development literature and among policy makers throughout the world. The 73rd Constitutional Amendment is a great initiative to establish 'institutions of local self-government' with the task to prepare and implement 'plans for economic development and social justice'. Responding to this amendment Kerala has launched in mid-1996 a unique decentralized planning experiment to enhance participatory democracy and quality of life of the local people. This paper is a critique of this experiment to draw lessons for the other Indian states (which still lag way behind Kerala) and for Kerala State itself to put decentralization and democratic practices on a sound and stable footing.

1.14.2 Findings

Devolution is the keyword in creating 'institutions of local self-government'. The review of the conformity legislations shows how the various state

Panchayat acts have failed to provide effective devolution of functions, funds and authority to the PRIs. Kerala's amendment to its Panchayat act in 1999 provides the statutory framework for creating functional, financial and administrative autonomy at the level of the third stratum of government. Without creating such a necessary condition, no state in India can move forward on the road to decentralized governance.


The development tasks mandated by the constitution PRIs have an important role in improving agricultural production and productivity. PRIs of Kerala did pay attention to this. The outcomes reported show a mixed result. There is tremendous scope for improvement. But the state and the local sector should try to pull together in a spirit of meaningful division of labour.

The nature of fiscal decentralization determines the extent of freedom and autonomy of a local government significantly. The operational autonomy of a local government that does not have taxing powers, and spending powers will be very limited. Kerala's local choice is considerably enhanced because of the higher proportion of own source revenue of the gram Panchayats. Even in Kerala 60 percent of the potential remains untapped. A citizen who pays tax will be more interested in scrutinizing and evaluating the working of the Panchayat than one who has no such obligation

1.15 Literature -2

 **Title:** **GRAM PANCHAYATS & SUSTAINABLE DEVELOPMENT GOALS (SDGS)**

 **Author:-** **Shibabrata Kar & Sr. Consultant**

 **Keywords:** *Rural Development, Sustainable Development, Goals Financial Inclusion, Livelihood.*

1.15.1 Abstract

The Sustainable Development Goals and targets are integrated and indivisible, global in nature and universally applicable, considering different national realities, capacities and levels of development and respecting national policies and priorities. Targets are defined as aspirational and global, with each Government setting its own national targets guided by the global level of ambition but considering national circumstances. Each Government will also decide how these aspirational and global targets should be incorporated into national planning processes, policies and strategies. It is important to recognize the link between sustainable development and other relevant ongoing processes in the economic, social and environmental fields.

1.15.2 Introduction

India's economic and technological transition to realize the SDGs through effective local government is accompanied by a multifaceted peoples' participation in transformation and development which will have profound impact on the functioning of the government in the target period. The Government of India is poised to mainstream SDGs at both central level as well as sub national and local level. For central level, the priority is on monitoring, evaluation and collation of disaggregated data from the local government. However, the local level priorities include

- Advocacy and Multi-stakeholder partnerships for SDGs (local governments, deconcentrated units, elected councils, local self-governments, citizens, CSO/NGOs, private sector)
- Clarifying Central/local responsibilities (and resource allocations)
- Integrating SDGs in sub-national/local development plans and budgets
- Enhancing local fiscal administration (incl. anti-corruption)
- Building on existing local civil society partnerships and social monitoring

1.15.2.1 Localising SDGs with the Panchayati Raj System

The Constitutionally mandated Panchayati Raj system is in place across the country, excepting areas where Part IX of the Constitution does not apply. There are nearly 2.55 lakh elected Panchayats and 30 lakh Elected Representatives (ERs) in the country. There exist around 248,160 Gram Panchayats, 6602 Intermediate Panchayats and 617 District Panchayats in India. The total number of Elected Representatives is more than 3.1 million in which around 46% are women. Building capacities at the local level is critical to drive the agenda for SDGs/outcome based local planning.

The role of Gram Panchayats /Rural Local Bodies in attainment of SDG has been found invaluable owing to its position as a link to reduce socio-economic as well as urban rural divide so far as local economic development and social justice is concerned. SDG by itself would be a distant reality if the idea and the possibility it represents is not integrated into all manners of rural centric socio-economic interventions being implemented with and through the Gram Panchayats. To ensure that the essence of SDG is mainstreamed into GPDP to deliver tangible, measurable and enduring state of well-being to the last mile and the last citizen, development of an effective capacity building strategy at the state level is crucial

1.15.3 The vision for rural India

Efforts are needed to be directed for envisioning a society in which every Gram Panchayat enjoys sustained, inclusive and sustainable economic growth and decent work for all. A society in which consumption and production patterns and use of all natural resources – from air to land, from rivers, lakes and aquifers to oceans and seas - are sustainable. One in which democracy, good governance and the rule of law as well as an enabling environment at all levels, are essential for sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger. One in which development and the application of technology are climate-sensitive, respect biodiversity and are resilient. One in which humanity lives in harmony with nature.

1.15.4 Findings

1.15.4.1 The Vision for Rural India

Efforts are needed to be directed for envisioning a society in which every Gram Panchayat enjoys sustained, inclusive and sustainable economic growth and decent work for all. A society in which consumption and production patterns and use of all natural resources – from air to land, from rivers, lakes and aquifers to oceans and seas - are sustainable. One in which democracy, good governance and the rule of law as well as an enabling environment at all levels, are essential for sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger. One in which development and the application of technology are climate-sensitive, respect biodiversity and are resilient. One in which humanity lives in harmony with nature.

1.15.4.2 The Way Ahead

It is very crucial that the Village/Gram Panchayats develop their own action plan to improve living conditions. However, the GPs must be engaged to do the following three things

- I. In rural Indian context, the living condition is linked with the practice of social justice principles. Social Justice is the key determinants of good life. Social justice shall be the core practice of all the line departments. Many vulnerable families and persons coming from the Dalit community, widow, single women, old people, children without care and protection, persons with disability needs special attention from all the service providing agencies and village community as a whole. There is a need to be more inclusive in addressing the problems of people from different sections.
- II. Strengthening stakeholder participation in governance particularly in decision making is the second most important point. The various village level committees formed under different development programs – School Management Committee, Village Health, Sanitation and Nutrition Committee, Matru Mangal Samiti for Anganwadi, PDS Committee, PaniSamiti, Social Justice Committee, etc. shall be strengthened so that they plan and monitor the service delivery. Along with this, pro-active disclosure of various schemes should be displayed in public notice board. For example, if the stock of essential drugs at the beginning of the month is displayed in the PHC, the access to free medicine can be improved, similar is the case with utilisation of different funds, PDS stock, etc.
- III. Each village panchayat must assess the status of various public assets and services with regard to its functionality. The assets and services must be improved rationalizing the use. Many a times, assets are created but its functionality is not judged. The gram panchayat and various committees must periodically assess all the services. Primary focus must be given to five key services: (i) anganwadi (Child

care) as it has direct link with child development and curbing malnutrition (ii) primary education – it has link with universal literacy particularly among girls (iii) drinking water and sanitation – it has direct link with the health status and wellbeing (iv) access to public health services it will improve institutional delivery and healthy life (v) access to public distribution system and food availability in anganwadi and mid-day-meal – it will address

Malnutrition. In other words, all panchayats must focus on universal child care, health care, primary education, food security and access to safe water and sanitation, natural resource management and sustainable eco system with an overall perspective of participatory planning, social justice and accountability. Creation of assets along with improved service delivery and income generating avenues will help I improving the quality of life in rural India.

1.16 Literature -3

✚ **Title:** Inclusion of Local Aspirations in the Village Development Plans: A Case Study of the Semi- Arids in Maharashtra

✚ **Author:-** Swati Pillai, Ramkumar Bendapudi

✚ **Keywords:** Participatory governance, Village Panchayat, *Planning*

1.16.1 Abstract

Participatory governance at the village level allows for active deliberations by all sections of a village community. Such dialogues, regarding their needs and the requirements in turn lead to an efficient bottom-up approach of planning. This is something that is missed out in the larger narrative of national and state policies. Gram Panchayat Development Plans (GPDP) are village development plans introduced by the Ministry of Panchayati Raj, Government of India, in 2015 to further the process of inclusivity of differential local needs in village development plans. The paper analyses the village development plans of four villages from the Ahmednagar district of Maharashtra, India. The overall objective is to examine whether the local governance mechanisms sufficiently address the needs and priorities of the local communities, especially in the context of village development plans and to identify constraints in functioning of village level institutions.

Areas identified as priority of the community, such as health, sanitation, education and employment, were addressed in varying measures in the plans of all the villages. However, whether the financial allocations for developmental activities were adequate and whether these were implemented efficiently can be gauged through 'how satisfied the community was'. The need to maintain the spirit of gram sabhas was ascertained as the basic parameter to strengthen inclusivity of planning process and hence of the resultant plans. The issue of proxy women sarpanch was a recurrent one and so were the shortcomings such as fund

limitations and lack of accountability by external agencies functioning within the realm of gram panchayat.

1.16.2 Governance Structures

The system of Panchayati Raj Institutions in Maharashtra is a three tiered one, governed by the Maharashtra Village Panchayat Act (1959). It is represented by the Zilla Parishad (ZP) at the district level, the

Panchayat Samiti at the block and the Gram Panchayat at the village. The organizational structure of the Panchayati Raj Institutions flanks to two arms; the elected representatives and the government functionaries. The Chief Executive Officer (CEO) at the Zilla Parishad, the block development officer at the block/ taluka and the gram sewak or the village development officer at the village level report functionally to their respective elected representatives at each level and administratively to higher authority in the state government hierarchy. The select activities then go to the block development officer, who after discussion with the Panchayat Samiti gives the final approval to the village development plans as submitted by the different gram panchayats under the block.

The paper elucidates on the lowest rung of the Panchayati Raj Institution i.e. the gram panchayat. The governance structure at village is headed by the body of voters called the gram Sabha to which the gram panchayat is accountable and which forms the cornerstone of grass root democracy in India (Ministry of Panchayati Raj, 2014). Gram Sabha allows for deliberation and prioritization of developmental activities within the village

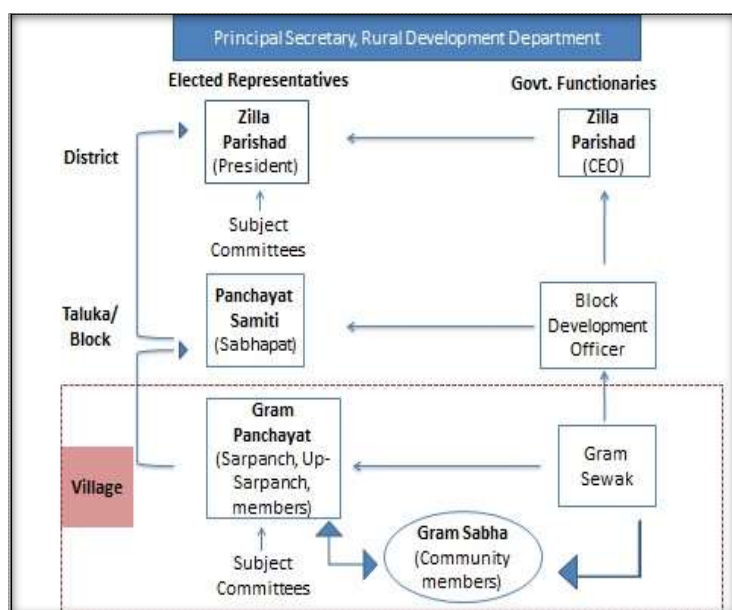


Figure 3 Governance Structures of principal secretary Rural Development

and efficient dissemination of information on public issues. It gives a platform for identification of beneficiaries for state/ central schemes and thereby increases the scope for transparency (Ministry of Panchayati Raj, 2014). The governance structure at the village, similar to the other levels is served by both elected representatives from the gram panchayat and the government functionaries. The elected representatives of a gram panchayat are the sarpanch (president), upa-sarpanch (vice president), gram panchayat members and members of the various sub-committees. The government servants at this level are the gram sewak (village development officer), line department officials, Computer Operator, clerk and the peon.

1.16.3 Gram Panchayat Development Plans (GPDs)

Once the priorities and needs are identified, as flagged in the gram sabha, strategies and activities are then prepared as a response by the gram panchayat. The standing committee or subject committees of the gram panchayat help narrow down on strategies and activities to be included in the gram panchayat development plan and also identifies the funds available to implement the listed activities (Ministry of Panchayati Raj, 2014). The gram sabha gives a platform for the

villagers to not just air their grievances but also to participate in decision making process at the village. Among other things, it is a forum for the residents to deliberate on the requirements of the village, to select the beneficiaries of government schemes and to examine the financial statements of the gram panchayat. The panchayat committee, along with the gram sewak, use the discussions generated during the gram Sabha to chalk out a tentative village development plan.

1.16.4 Findings

In majority of cases, health care, sanitation, education and employment opportunities were identified as priorities. There were also a few differences

among the villages wherein housing, landholding were given high priorities. As can be seen from the village case studies, the major allocations reflect the key concerns of the central government; road and sanitation. While these are necessary amenities for a village, similar rigor is conspicuous by its absence in areas like health, education and employment.

1.17 Literature -4

📌 **Title:** QUALITY OF GOVERNANCE IN GRAM PANCHAYATS: EVIDENCE FROM KARNATAKA

📌 **Author:-** D. Rajasekhar, M. Devendra Babu & R. Manjula

📌 **Keywords:** *Decentralisation Governance, Participation in Gram Sabha, Participatory Planning.*

1.17.1 Abstract

The argument for decentralised governance has emerged on the premise that local government, located close to the people and thus having information advantage, is able to assess the situation of the people, identify and priorities their needs, formulate plans that reflect the needs and aspirations of the people and implement them in an effective manner. In the Indian context, the Gram Sabha is an important institutional mechanism that will enable the people to participate in the identification and prioritization of needs, preparation of plans according to needs and preferences of the people. In other words, quality of governance is promoted through the regular meetings of the Gram Sabha and other institutions. In this context, the paper discusses the quality of governance at the Gram Panchayat level in Karnataka with the help of data collected from five districts that are different in agro-climatic features and development status. The quality of governance is measured in terms of functioning of various statutory institutions in the Gram Panchayats such as Ward and Gram Sabha meetings, constitution and functioning of standing and other sub-committees, conduct of Panchayat meetings, etc. The paper concludes that there is some improvement in the governance in the last one decade or so. At the same time, there is much to be improved in terms of functioning of local institutions, awareness on these institutions and people's participation.

1.17.2 Objectives and Methodology

As a result of all these facilitative factors, it is expected that the GPs would provide effective governance and this will in turn lead to better assessment of resources, long-term vision and planning and increased outcomes as compared to earlier regimes. The paper seeks to examine the influence of these facilitative factors on the quality of governance at the Gram Panchayat level. The quality of governance is measured in terms of functioning of various statutory institutions in the Gram Panchayat such as Ward and Gram Sabha meetings, constitution and functioning of Standing and other subcommittees, Panchayat meetings, etc.

This study has been carried out in the specific context of Karnataka Gram Panchayats. The analysis is based on the primary and secondary data collected from the selected GPs and sample households. From each taluk, two Gram Panchayats were randomly selected. Two villages were purposively selected from each GP by adopting the criterion of distance – one is GP headquarters and the other is the farthest from the GP headquarters. The village housing GP office was selected as GP headquarters village, and the second village was the farthest one from the GP headquarters village. From each village, 20 households were randomly selected by adopting systematic random sampling technique. In all, we collected data from 404 households of 20 villages in the jurisdiction of 10 GPs. Structured questionnaires were canvassed among the selected households of the selected GPs.

1.17.3 Conclusion and Policy Suggestions

We conclude that the governance at the local level has improved during the period from 2005/6-2009/10 to 2011/2-2012/3. The average number of persons attending Gram Sabha meetings has gone up from 94 to 117, and the number of GP meetings held in a year has increased from eight to 12

during this period. An important reason for this is the introduction of MGNREGS, which makes it necessary for the regular conduct of Gram Sabha and Gram Panchayat meetings for providing awareness, identification of projects, social audit and so on.

However, there are some issues in the governance at the local level. *The data collected from the sample GPs show that the information on the functioning of these sub-institutions is not maintained properly.* This suggests that the institutions might not have functioned; hence, no data are maintained. Another explanation could be that GPs assign low importance to data.

It can be concluded that people are not well aware of the meetings of these institutions. People's participation also tended to be low. More importantly, over two decades of democratic decentralisation in the State has not contributed to reduction in regional inequality.

1.17.3.1 Suggestions

- ✓ There is a need to strengthen the quality of governance at the lowest level. The findings in this paper suggest that citizens are not attending the Ward and Gram Sabha meetings because of reasons such as preoccupation with livelihood concerns, lack of interest, the perception that citizen needs are not usually considered in the planning and so on. In the light of these findings, there is a need to provide widespread awareness on the importance of Ward and Gram Sabha meetings. In addition, the planning process needs to be strengthened as an incentive for the people to participate in the Gram Sabha meetings. Planning process at the Gram Panchayat level is not given serious attention by the functionaries due to lack of sufficient untied funds. It is stated that in the absence of untied funds, they are unable to enthuse citizens to participate in the planning process. Hence, GPs need to have sufficient untied funds.

- ✓ GP level personnel do not have expertise in the conduct of planning meetings. In view of this, there is a need to establish a proper planning mechanism at the grassroots level with an expert in the planning process available to each GP for the plan preparation.
- ✓ There is a need to develop the capacity of the functionaries in the preparation of plans. GPs need to maintain adequate data relating to the situation of people, resources, etc. and update the same periodically for the meaningful planning process at the local level.

CHAPTER-3: METHODS



2 METHODS

2.1 Research Design

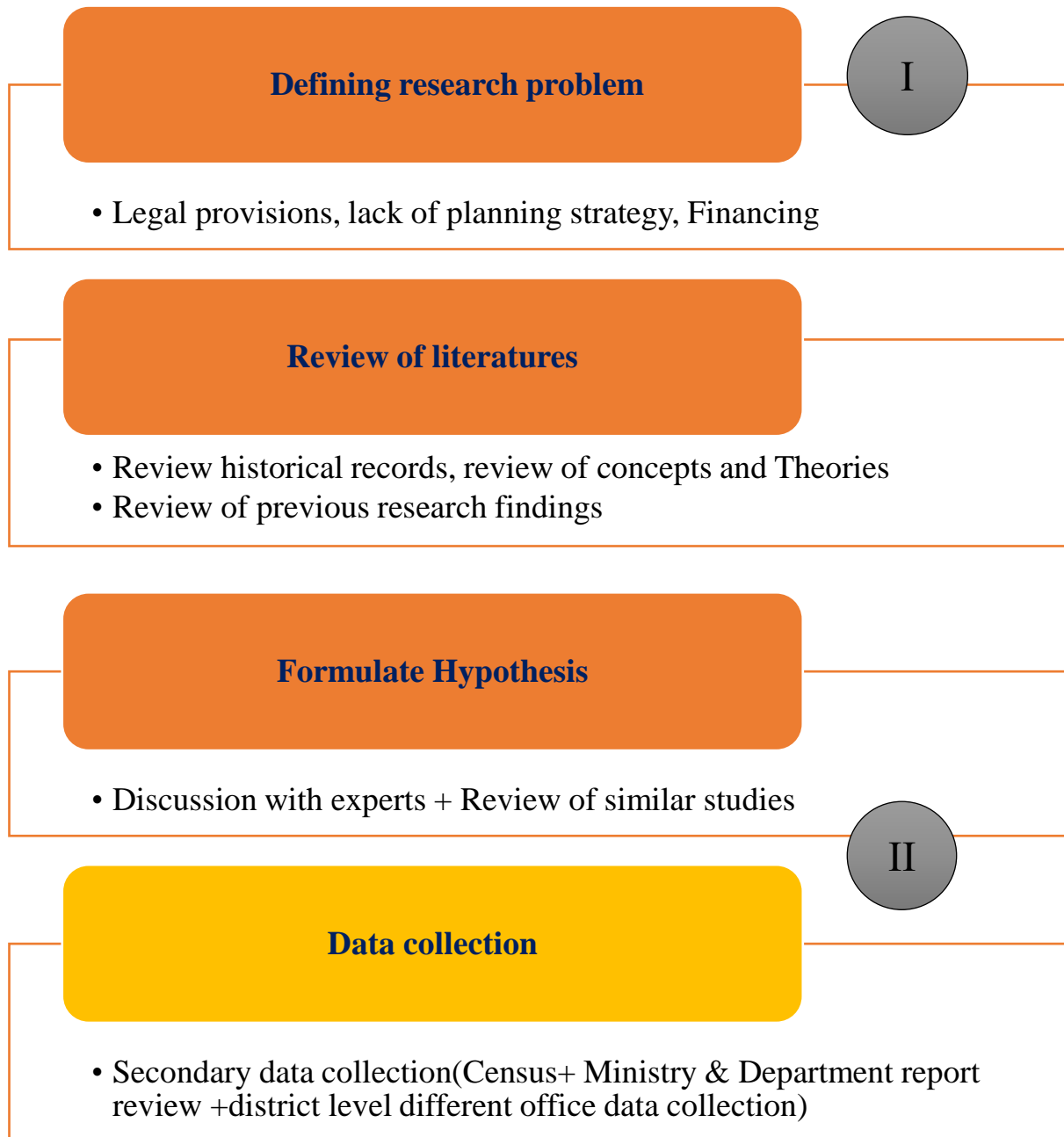


Table 2 Research Design

Data collection

- Primary survey Questionnaire survey +(by observation +personal interview)

Execution of Research

III

- Discussion with expert +To check correct path of research

Analysis

- Findings & Inferences

Generalisations and interpretations

IV

- Recommendation or proposals

conclusion

Table 3 Research Design

2.2 DATA COLLECTION PROCESS

2.2.1 Data Collation Strategy

Taking to Reference India's self-reliance would be based on five pillars

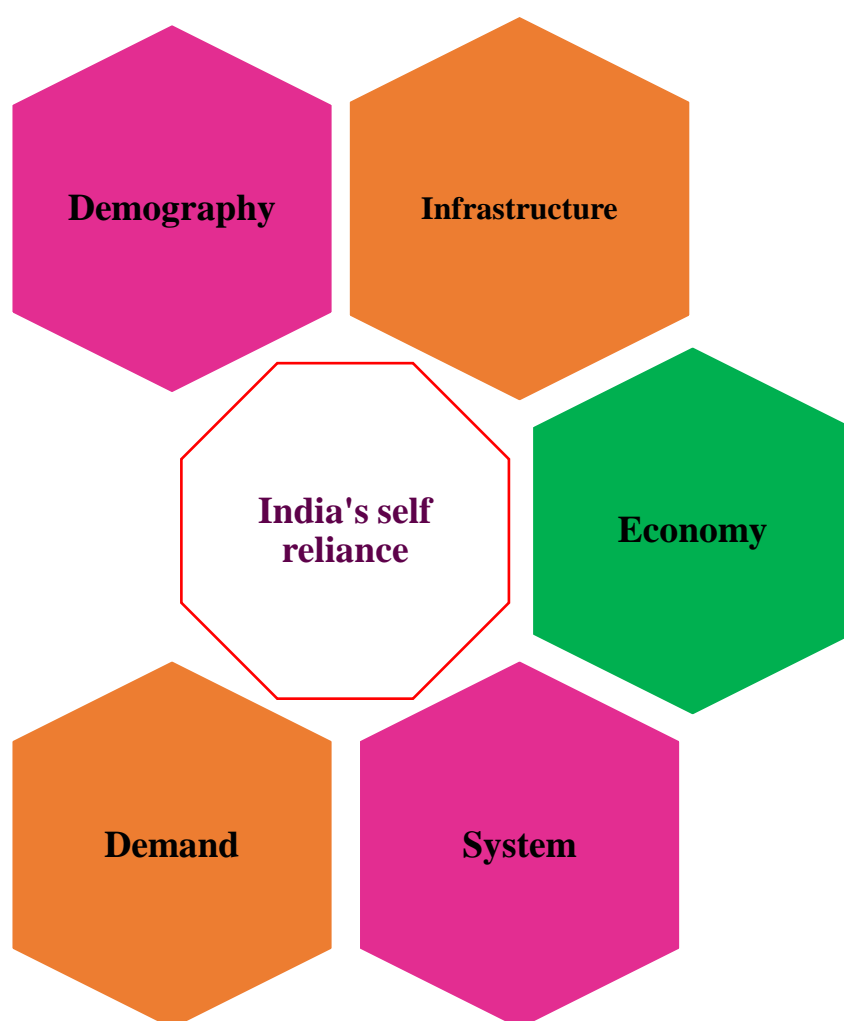


Figure 4 five pillar of Self-reliance India

Demography

- A vibrant demography is our strength. It is the source of energy for our efforts to make India self-reliant

Infrastructure

- We need infrastructure that will become the identity of modern India

System

- A system that is driven by technology which can fulfill the dreams of the 21st century; a system not based on the policy of the past century

Economy

- economy that brings Quantum Jump rather than Incremental change

Demand

- The demand-supply chain is our power, we should use it to its full potential

Table 3 five pillar of Self-reliance India

2.3 Demography

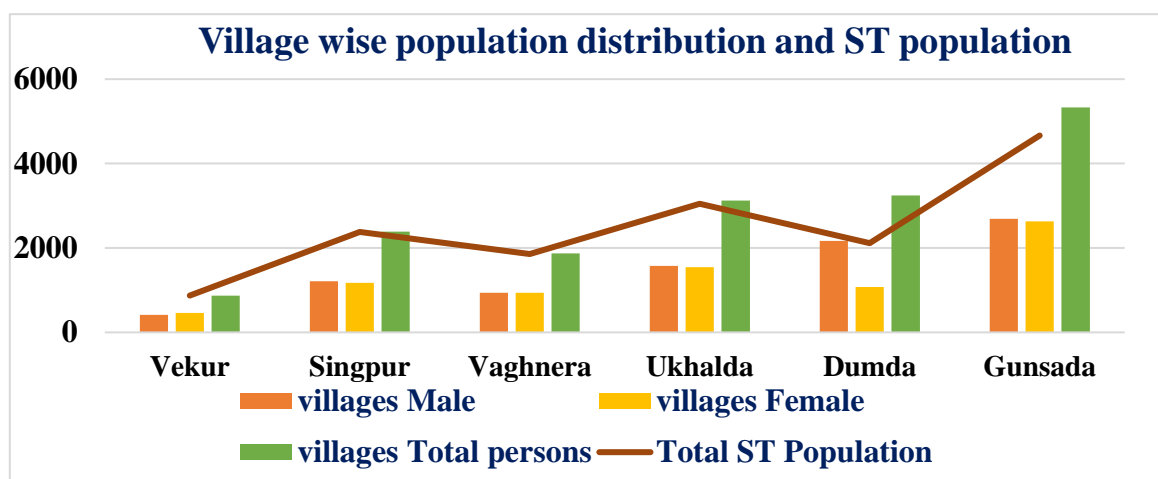


Figure 5 Village wise population distribution and ST population

Analysis: The graph clearly indicates that people's migration to the urban area and living in the villages around the urban area.

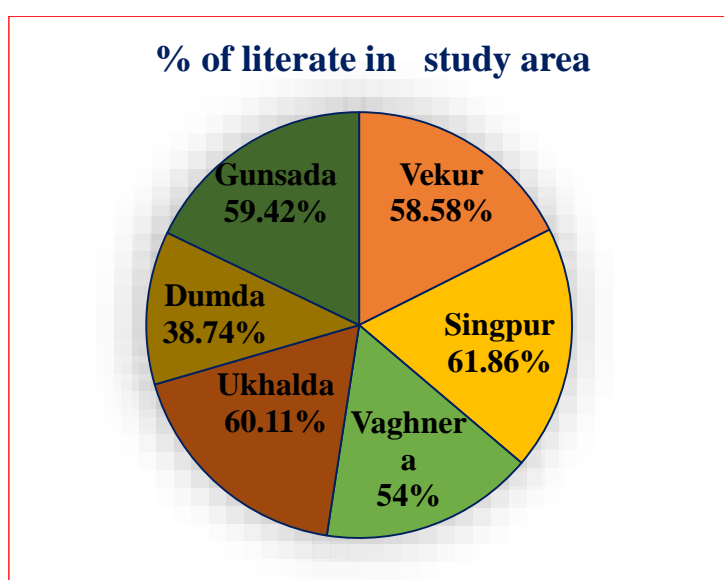
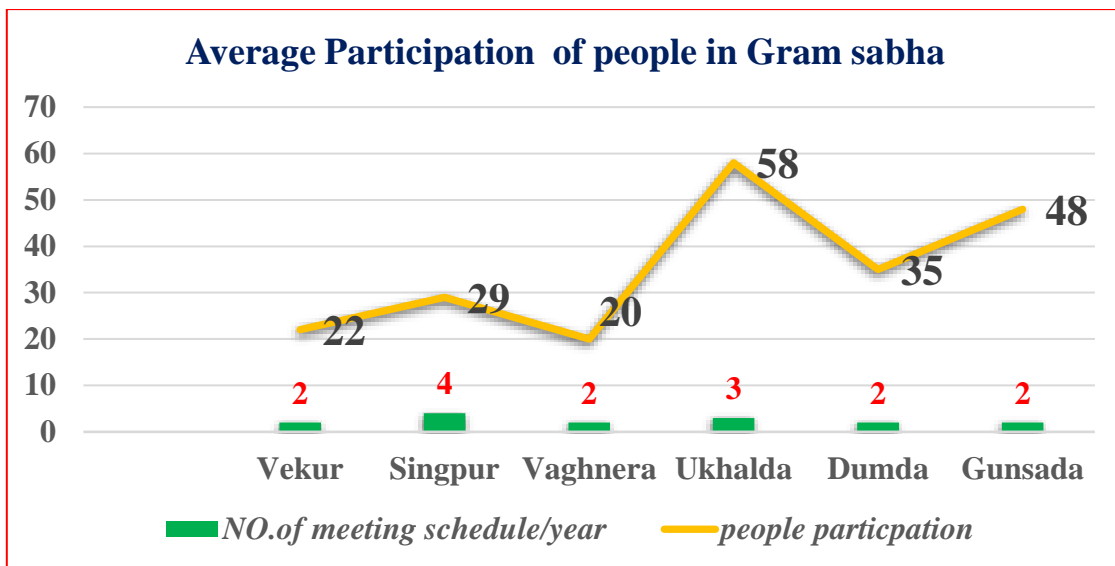


Figure 6 % of Literate in study area

Analysis: The rate of literacy is very less in the villages. Average literacy rate is 55%. That is why we have to face another problem due to lack of education in the village, but the government needs to understand this problem and interpret it in a systematic way planning.

Source: Census2011



Analysis: The graph indicates that the gram Sabha planned in a year and the people who participate in it, which states that the people participate in low proportion, if the average of 6 villages is taken, it is only 35% in which youth participation is very less

Source: B.D.O. office

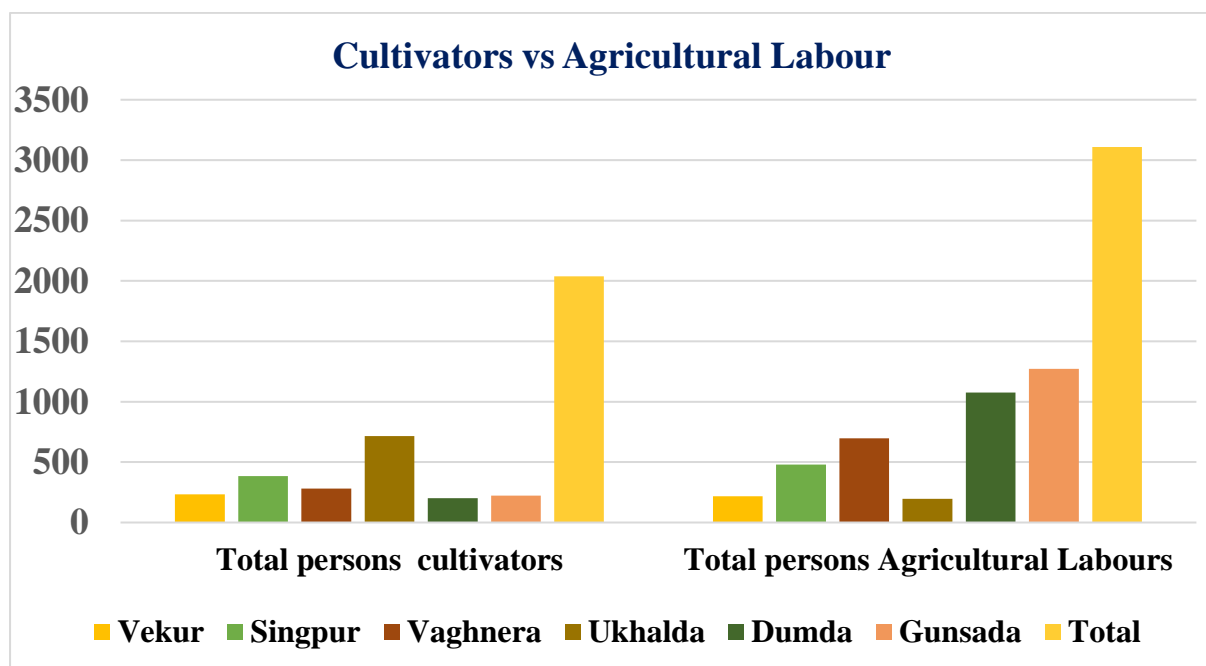


Figure 7 Cultivators vs Agricultural Labour

Analysis: Total participation in Cultivators is 12.10% with female participation being 7.1% . The total persons participation of in agricultural labor is 18.74% with female participation of 16.22%. Census 2011 found that the participation of women in cultivators was low while the primary survey revealed that the participation of women in cultivators is increasing

2.4 Infrastructure

2.5 Education Infrastructure

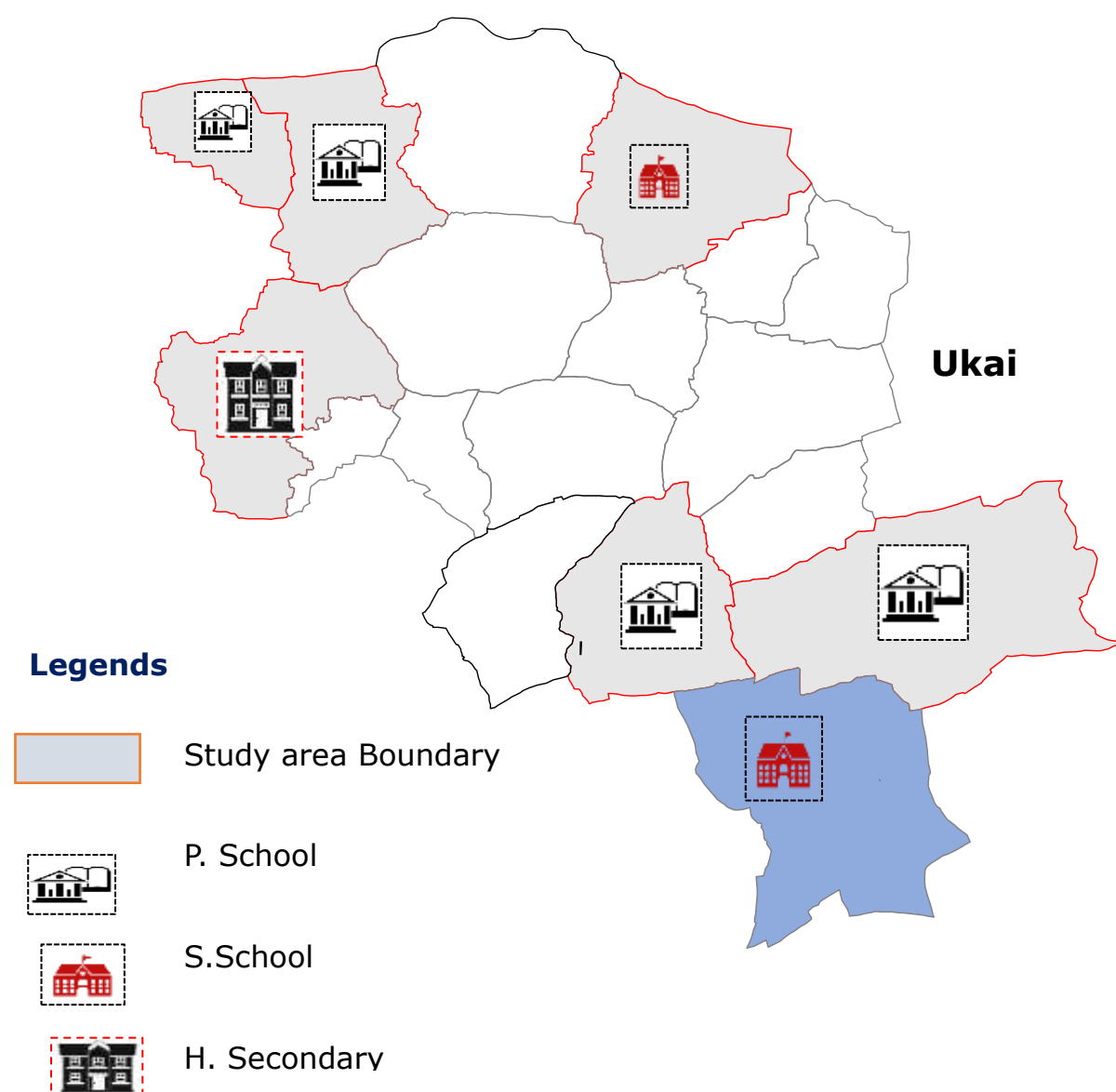


Figure 8 Education infrastructure

Analysis

- ✚ Aaganwadi & Primary government schools are found in all the villages which is a good sign
- ✚ While secondary school is found in only 2 villages Singpur and Ukhalda
- ✚ And higher secondary school is found in only one village Ukhalda which is suitable as per URDPFI guideline but **when we check building infrastructure facility & quality It is not yet satisfactory it need to improve.**

2.5.1 Health & Gram panchayat Infrastructure

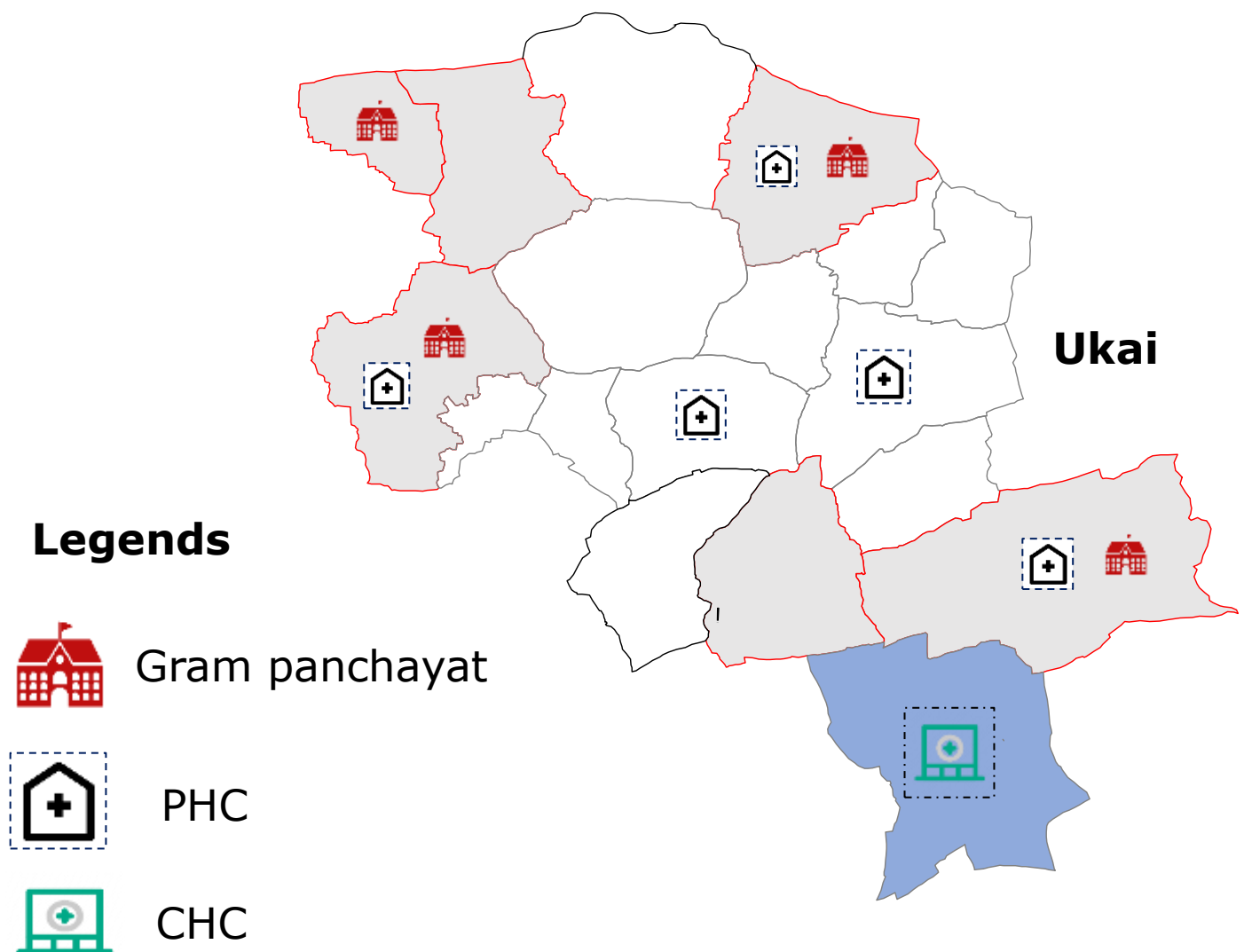


Figure 9 Health & Gram panchayat Infrastructure

Analysis:

- ✚ PRI has been in existence since 1992 but is still not found in 2 Gram panchayat in this study area Panchayats which is not good sign for Good governance.
- ✚ According to the Guideline, PHC has one in 5000 people which is a good thing but it still lacks technical machinery which makes people reluctant to go to PHC.
- ✚ More than 50% of the people depend on animal husbandry but not a single village has animals PHC

2.5.2 Major & Internal Route Connectivity

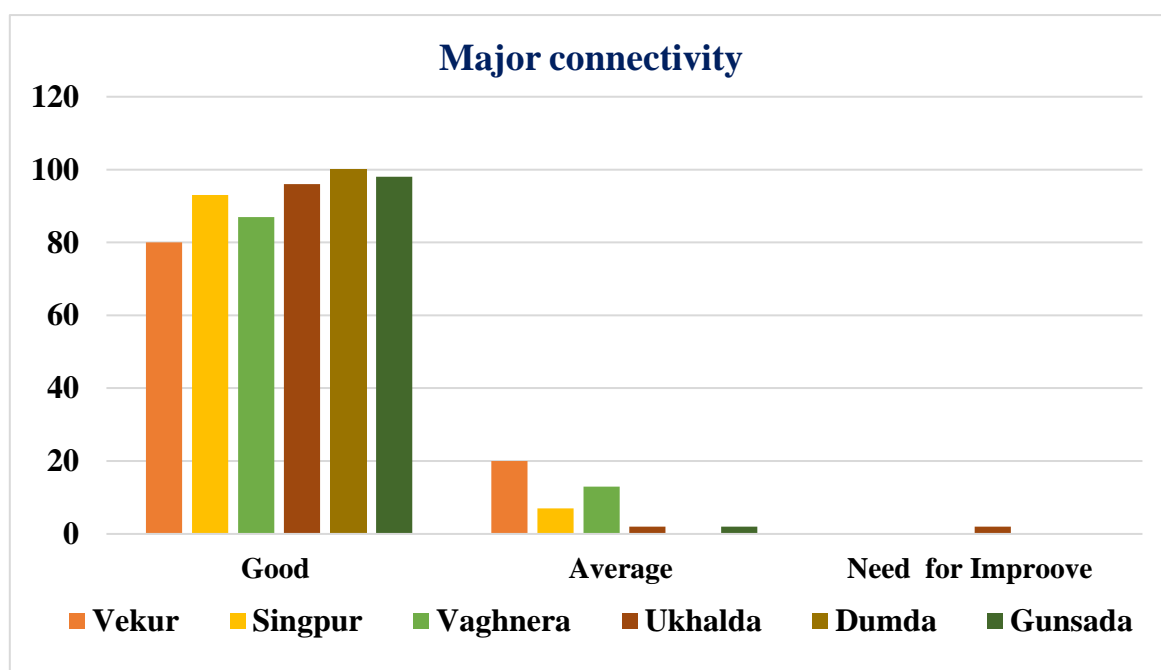


Figure 10 Major connectivity

Source: BDO Office

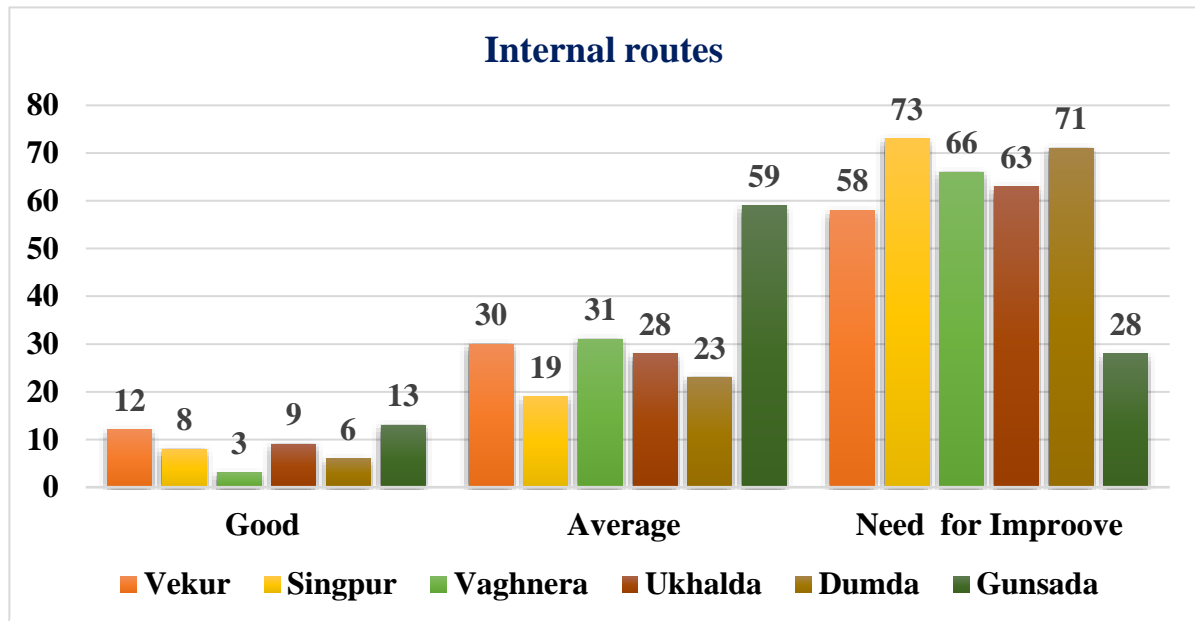


Figure 11 Internal Route

Analysis: Main roads are seen in a systematic and planned manner, when we look at the Gram Panchayat level internal roads connectivity these roads, you do not see any interpretation and there is no evidence of in the interpretation of these 6 villages.

Source: Primary Survey

2.5.3 Public Transport

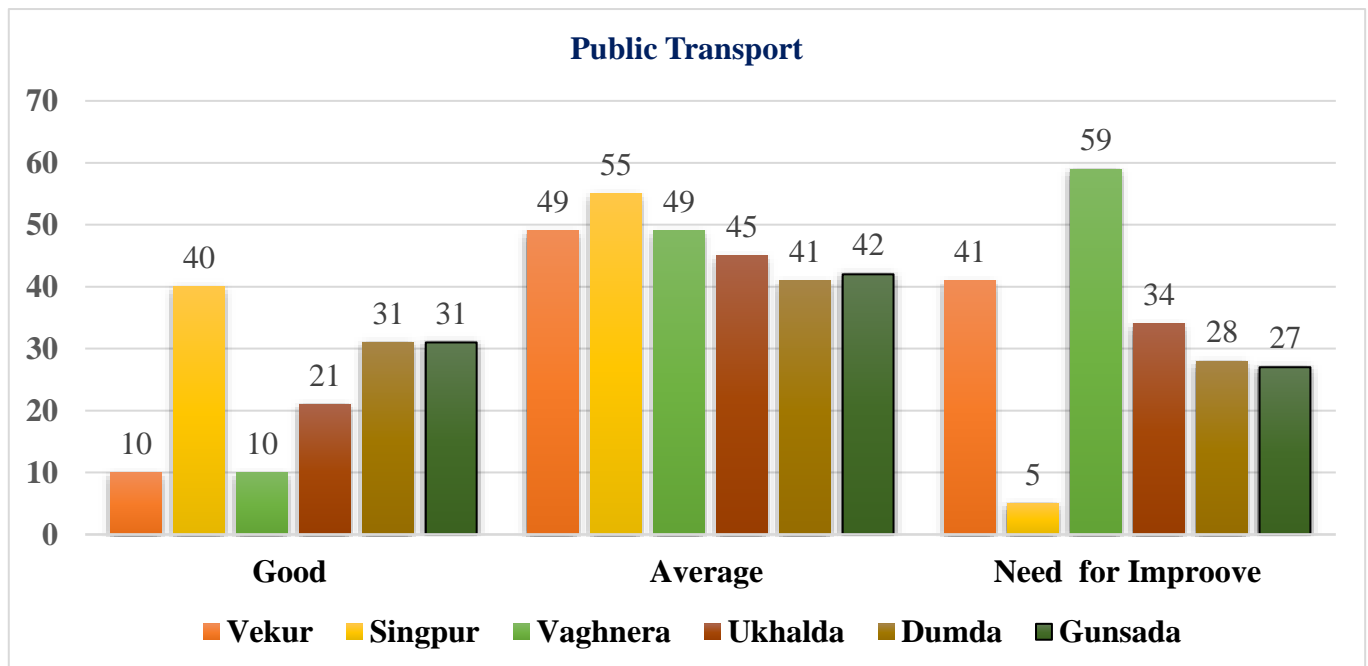


Figure 12 Public Transport

Analysis: Public transport is available in all the villages but it is necessary to plan the time as there is a large number of up & downs in the school every day. Students find it difficult to manage time especially in 2 villages.

Source: Primary Survey

2.5.4 Tap Water Facility

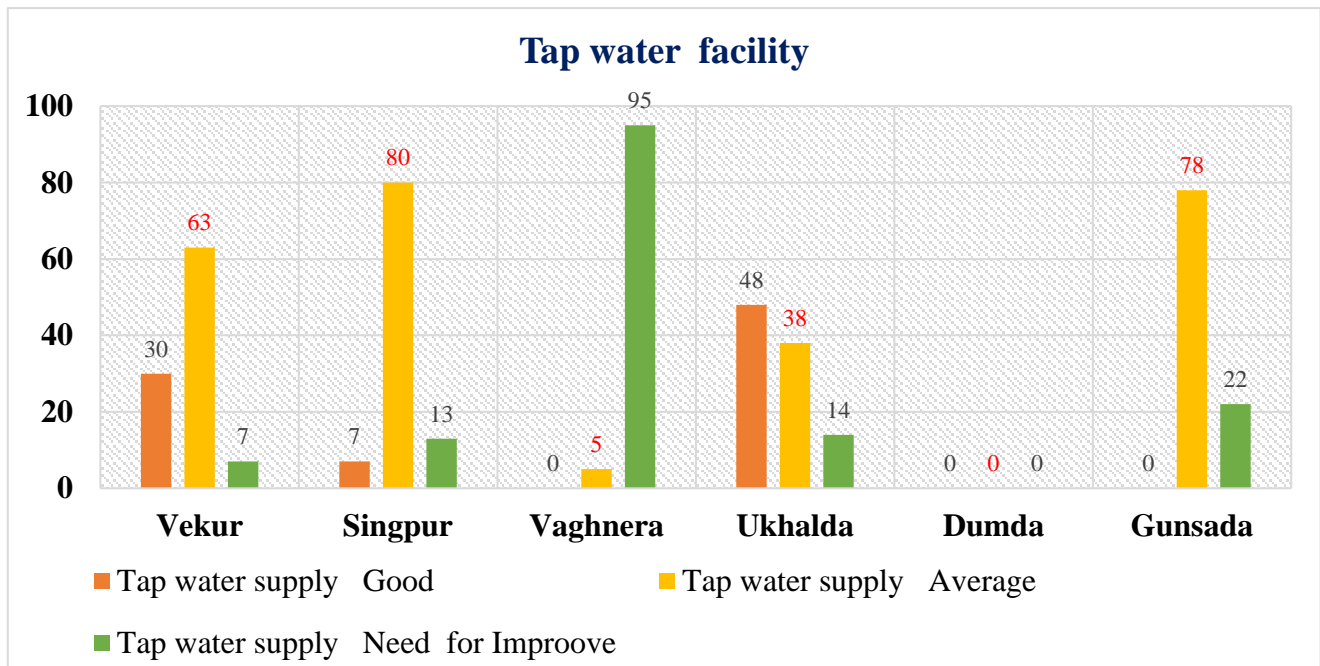


Figure 13 Tap Water facility

Analysis: With the exception of one village, all other villages have average tap water facility but the survey found that once the tap water facility is established, it is not maintained at all.

Source: Primary Survey

2.6 Economy

2.7 Total Workers

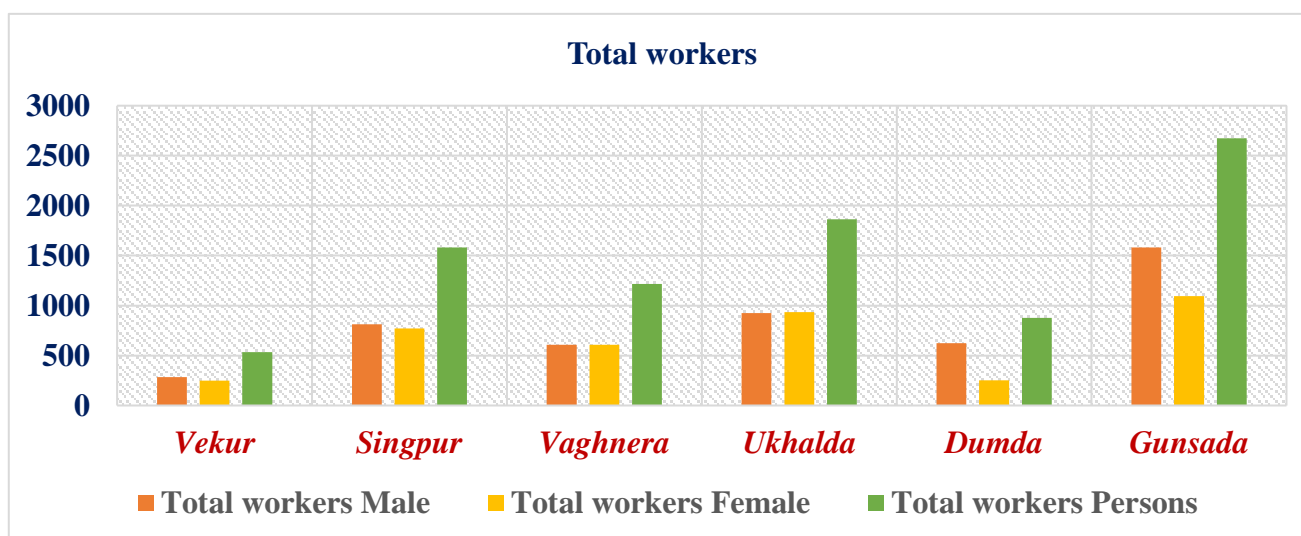


Figure 14 Total workers

Analysis: The total workers is 51.98% while the proportion of male population of workers is 53.76%. And female workers are found to be 49.93% in this study area. Highest workers found periurban area.

2.7.1 Main Workers

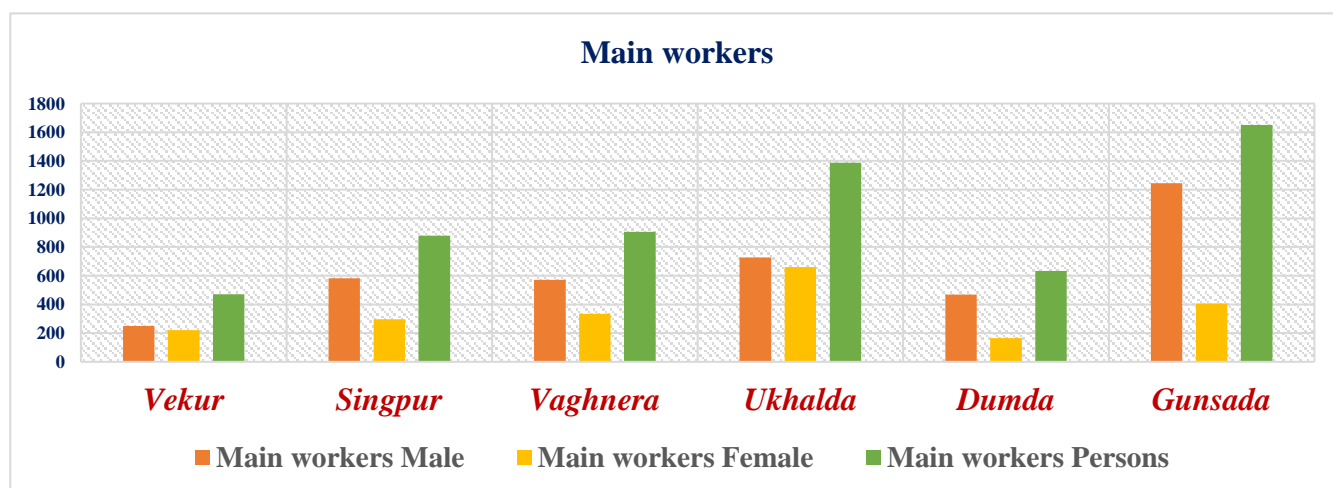


Figure 15 Main workers

Analysis: The main workers of persons is 35.23% while the proportion of male population of main workers is 42.72%. And female workers are found to be 26.62% in this study area.

Source: Census 2011

2.7.2 Village Wise Economy Dependency

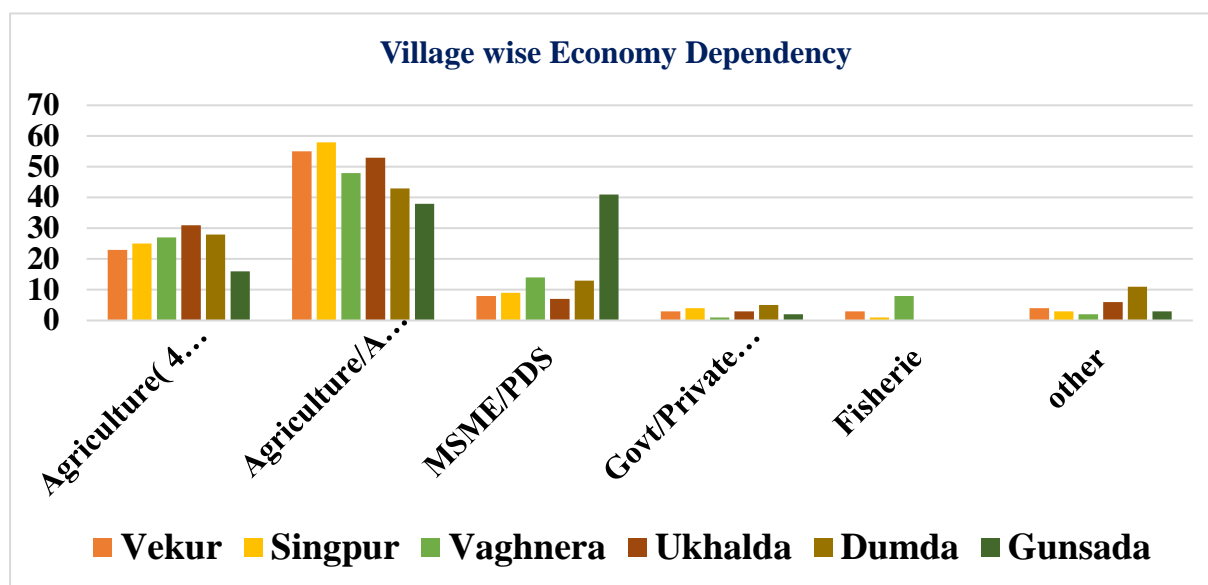


Figure 16 Village wise Economy Dependency

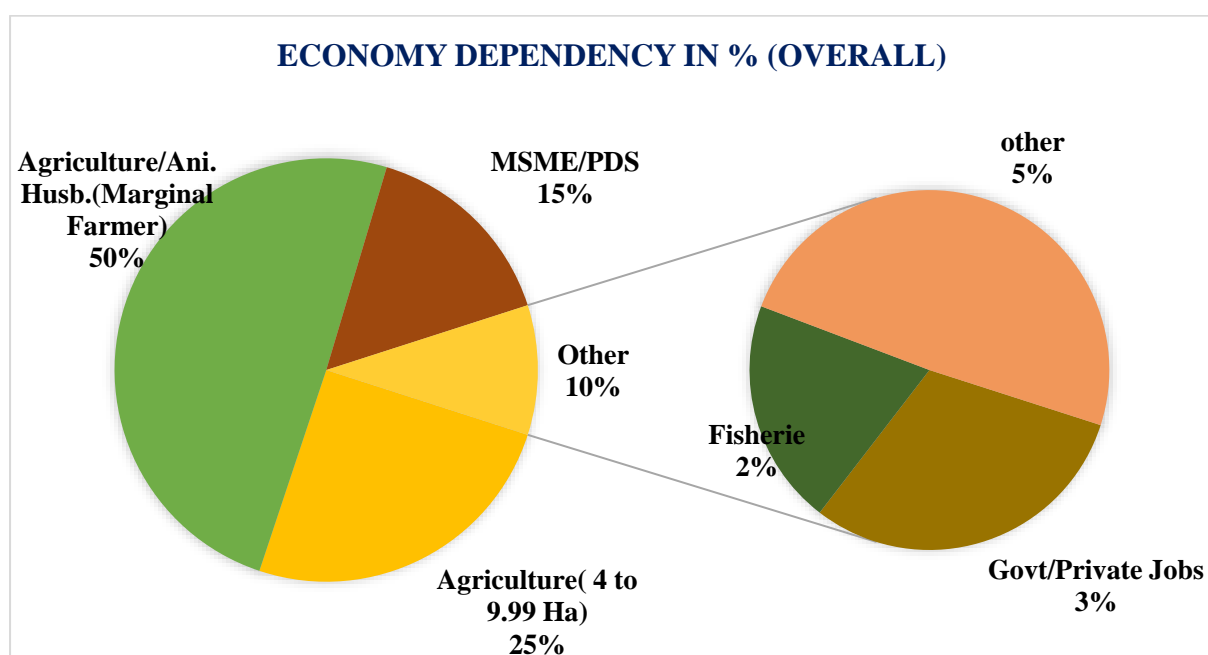


Figure 17 Economy Dependency in % (Overall)

Analysis: It is learned from the primary survey of 6 villages that Agriculture / Ani. Husb. (Marginal Farmer) 50% people, MSME / PDS 15%. People Agriculture (4 to 9.99 Ha) 25% other 10% peoples are dependent

2.8 Demand

2.8.1 Supply Chain Agri. crops, Handloom product, Medicine for Animals, Etc

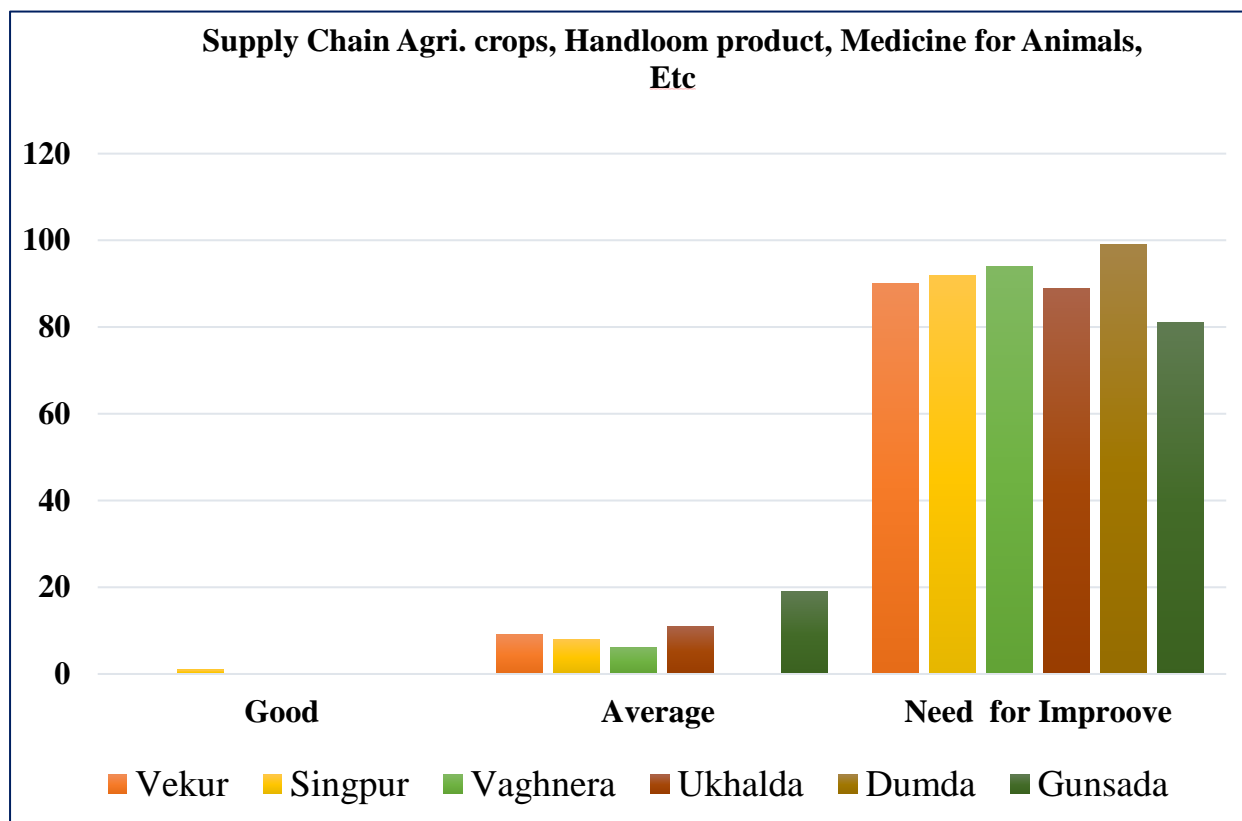


Figure 18 Supply Chain Agri. crops, Handloom product, Medicine for Animals, Etc

Analysis: According to a survey of 6 villages, the demand is high but the supply is negligible. If this factor is implemented in a planned manner, it will prove to be a beneficial factor for local self-governance.

Source: Primary Survey

2.9 System

2.9.1 Village wise Internet Network

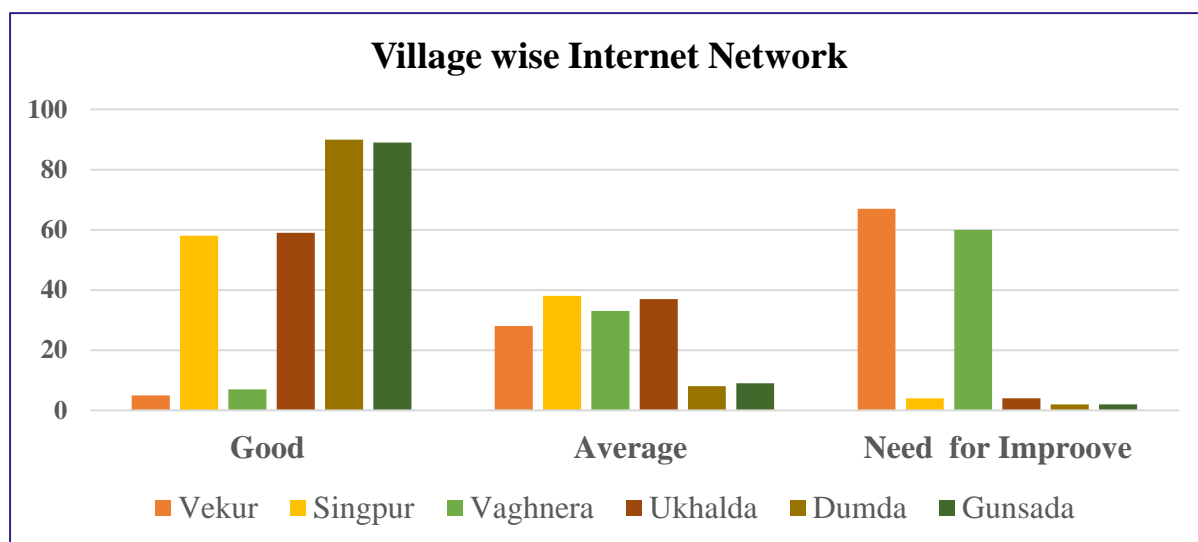


Figure 19 Village wise Internet Network

Analysis: Internet is available in all the villages on average but as soon as you go outside of the urban area internet facility. Seems to be rare or insignificant.

2.9.2 Digital Gram panchayat, Digital Record & Digital Mapping

villages	Digital Gram panchayat		Digital Record		Digital Mapping	
	Yes	NO	Yes	NO	YES	NO
Vekur		NO		NO		NO
Singpur						
Vaghnera						

Ukhalda	yes					
Dumda		NO				
Gunsada						

Table 4 1.1.1 Digital Gram panchayat, Digital Record & Digital Mapping

Analysis: An important factor in the planning process is Digital Record & Digital Mapping which should be the priority of every villages but Not found in a single village while Digital Gram Panchayat is found in one village but no one operate it.

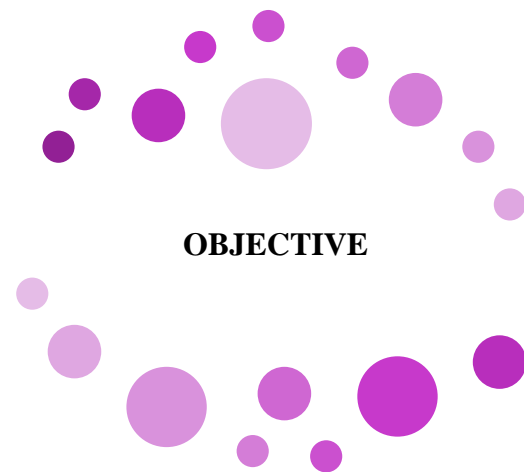
Source: Primary Survey



CHAPTOR-4: RESULT & DISCUSSION

3 RESULT & DISCUSSION

3.1 To Achieve 1st objective



Identify the legal provision gaps and provide recommendation



The current 73rd CAA is classified into two parts, such as compulsory provision and voluntary provision, which seem to be studied in depth. Get The compulsory provision focuses only on political affairs, so there is no focus on the important voluntary provision and result is we found gap in the five of self reliance(AATMNIRBHAR) pillars & 11th schedule powers misuse.

3.2 Provisions of 73rd CAA

3.2.1 Compulsory provisions

1	Organization of Gram Sabha in a village or group of villages.
2	Establishment of panchayats at the village, intermediate and district levels.
3	Direct elections to all seats in panchayats at the village, intermediate and district levels.
4	Indirect elections to the post of chairperson of panchayats at the intermediate and district levels.
5	Voting rights of the chairperson and other members of a panchayat elected directly or indirectly
6	21 years to be the minimum age for contesting elections to panchayats.
7	Reservation of seats (both members and chairpersons) for SCs and STs in panchayats at all the three levels.
8	Reservation of one-third seats (both members and chairpersons) for women in panchayats at all the three levels
9	Fixing tenure of five years for panchayats at all levels and holding fresh elections within six months in the event of supersession of any panchayat.
10	Establishment of a State Election Commission for conducting elections to the panchayats.
11	Constitution of a State Finance Commission after every five years to review the financial position of the panchayats.

3.2.2 Voluntary Provisions

1	Endowing the Gram Sabha with powers and functions at the village level.
2	Determining the manner of election of the chairperson of the village panchayat.
3	Giving representation to the chairpersons of the village panchayats in the intermediate panchayats or in the case of a state not having intermediate panchayats, in the district panchayats.
4	Giving representation to the chairpersons of the intermediate panchayats in the district panchayats.
5	Giving representation to members of the Parliament (both the Houses) and the state legislature (both the Houses) in the panchayats at different levels falling within their constituencies.
6	Providing reservation of seats (both members and chairpersons) for backward classes in panchayats at any level.
7	Granting powers and authority to the panchayats to enable them to function as institutions of self-government (in brief, making them autonomous bodies).
8	Devolution of powers and responsibilities upon panchayats to prepare plans for economic development and social justice; and to perform some or all of the 29 functions listed in the Eleventh Schedule of the Constitution.
9	Granting financial powers to the panchayats, that is, authorizing them to levy, collect and appropriate taxes, duties, tolls and fees.
10	Assigning to a panchayat the taxes, duties, tolls and fees levied and collected by the state government.
11	Making the grants-in-aid to the panchayats from the consolidated fund of the state.
12	Providing for constitution of funds for crediting all moneys of the panchayats.

Recommendation: If these two provisions NO.7& 8 are in the compulsory provision, the current situation is likely to be resolved and working framework will strengthen.

3.3 To Achieve 2nd objective

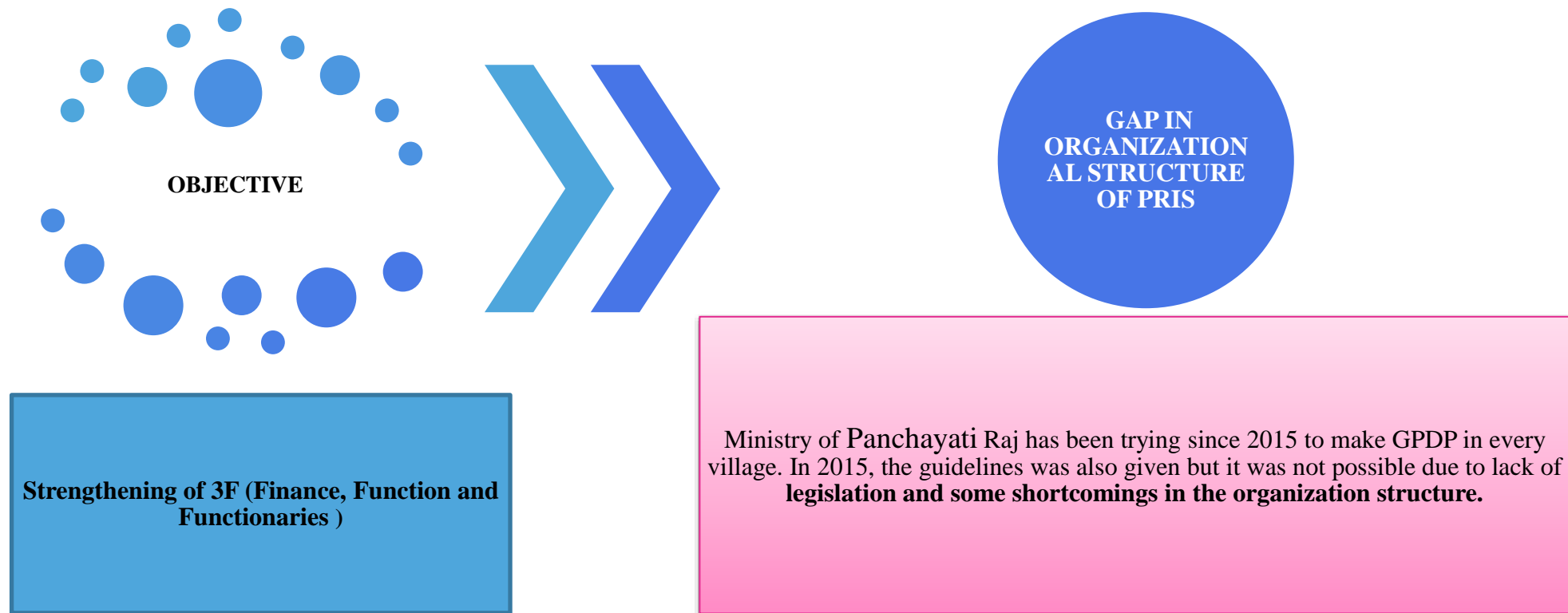


Figure 20 4.3 To Achieve 2nd objective

3.3.1 Structure of Ministry of PRI

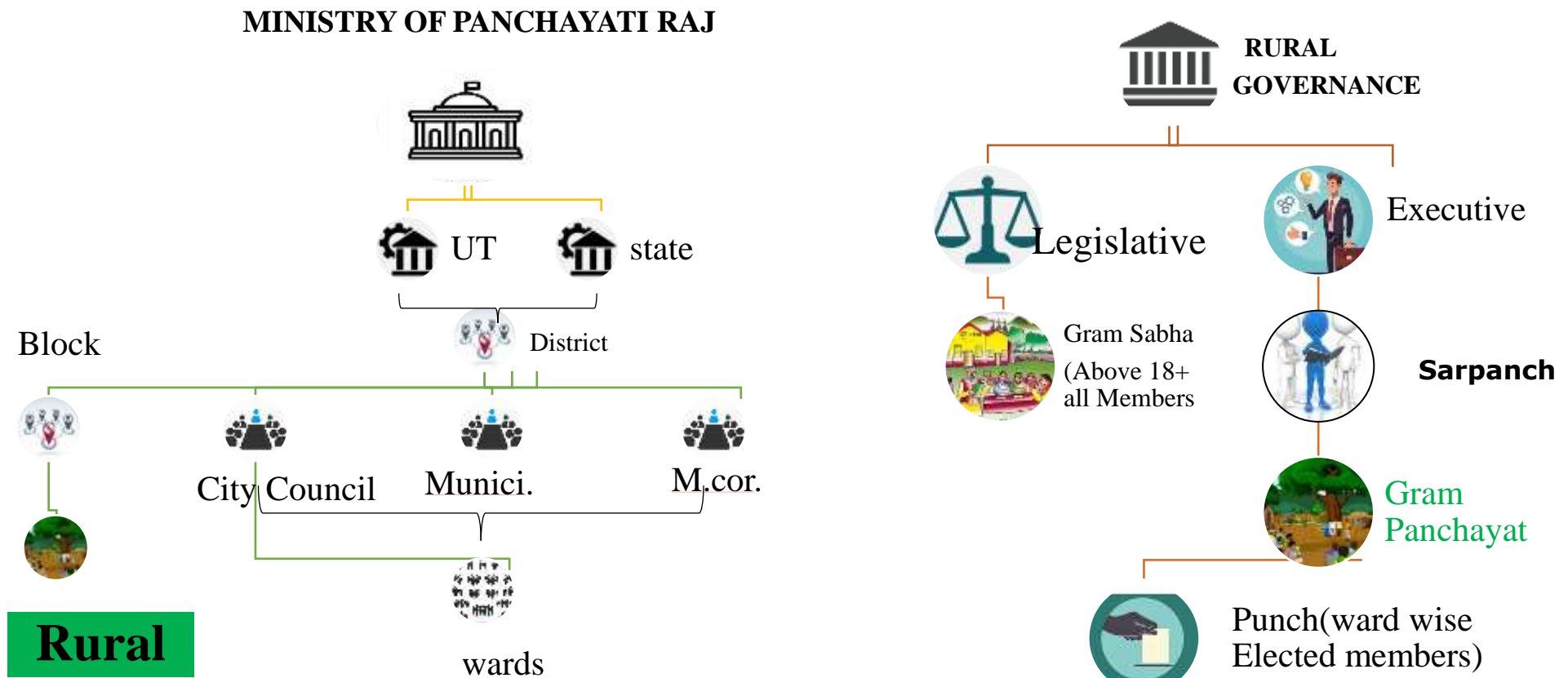


Figure 21 Structure of Rural Governance

3.3.2 ORGANIZATIONAL STRUCTURE OF PRIS at District level

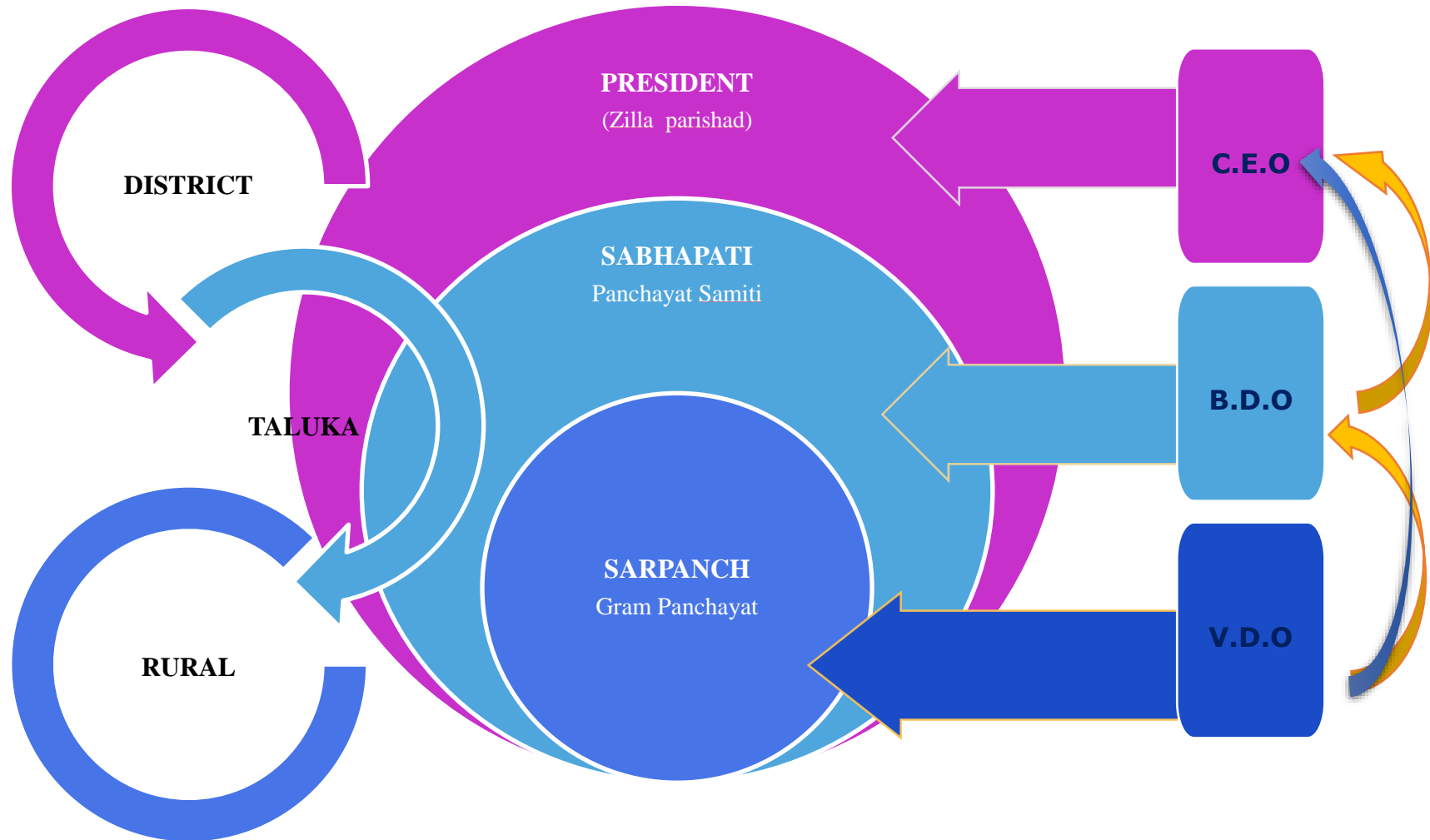


Figure 22 Organizational structure PRI

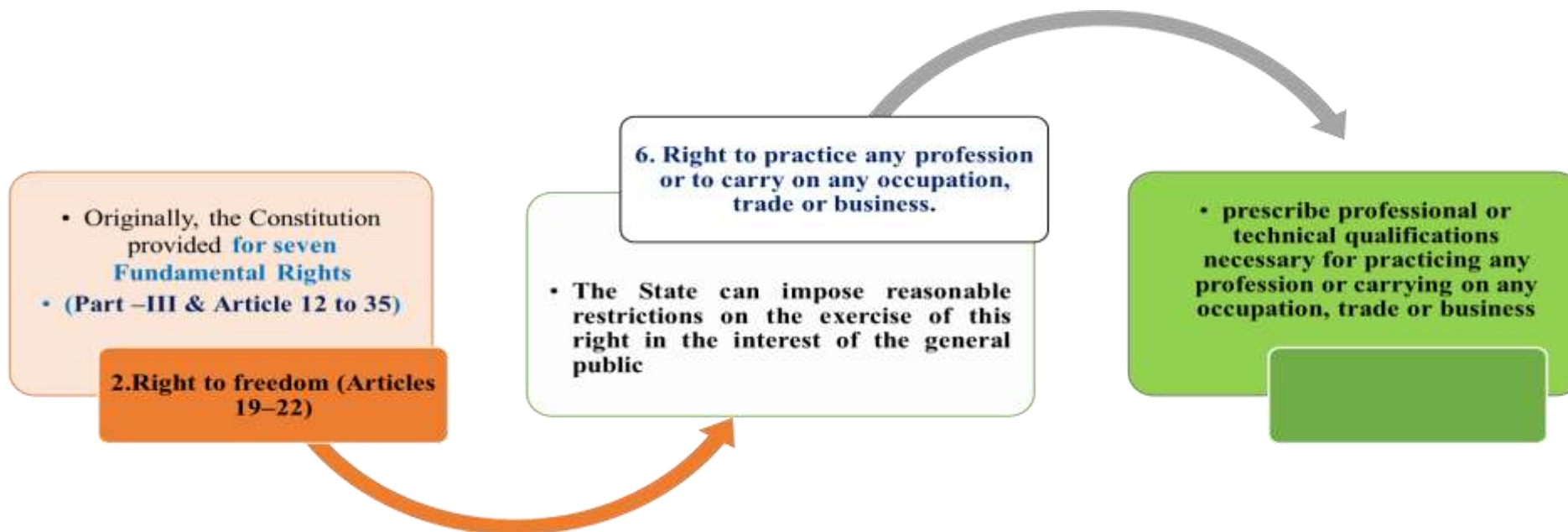


Figure 23 achievement of 2nd objective

Recommendation: Currently Gram Sevak (V.D.O) and B.D.O are being posted by non-professionals instead of professionals or experts who are working for the effective implementation of the 11th Schedule of constitution and for preparation of GPDP (Gram Panchayat Development Plan) as per Ministry Guidelines.



CHAPTOR-5: CONCLUSION

4 CONCLUSION

This research work provides a small example that illustrates the situation of villages in India which is much needed to achieve sustainable and sustainable development in rural areas. India celebrates 75 years of independence in just a few weeks, but our constitutional laws do not seem to be as effective at the village level.

The current 73rd CAA is classified into two parts, such as compulsory provision and voluntary provision, two provisions should be compulsory provision as above mention in detailed way, here probability to present situation is likely to be resolved & Strengthen, and also a hope gram panchayats are able to prepares need based G.P.D.P. at grass root level. Based on GPDP we will be able to form digital gram panchayats, collect taxes and use the 11th schedule of constitutional power more effectively.

5 APPENDICES

Survey Form

Taluka name :		Village name	
Name of respondent		Cast/Religion	
Type of Family: Nuclear / Joint ownership: Owner/Rent			House
Architectural Detail: 1 BHK/ 2 BHK/ 3 or more BHK			
Housing Detail: (Single/ Double/ Multi storey)	Mud	house/	Brick house

Are you native or outsider?		Reason			From which District/Gujarat state/Other state?	
-----------------------------	--	--------	--	--	--	--

Physical Infrastructure	Availability of It		Quality Check			Comments:
	Yes	No	Good	Average	Bad	
Water Supply (Time range)						
Power Supply (Time range) (Alternative)						
Garbage (Daily or weekly)						
Internet						
Mobile						
Roads (Type) + Footpath						
Street lights						
Cooking Fuel						
Public Transport/IPT/Bus stops (Mode)						
Rain Water Harvesting						

Social Infrastructure					
Temples					
Aaganwadi					
School					
PHC					
Bank					
Library					
108 Seva					
Post Office					
Community Hall					
Market (All types of Shopping)					
Milk dairy					
Gram panchayats					
Tap water facility					

Comments:

System (Technology)			
	Yes	No	other

E- Gram panchayat					
Digital Maps in village					
Digital Records					
Mobile phones					
others					

Demand			Demand type			Comments:
	Yes	No	Good	Average	Bad	
vegetables						
Milk (Goat/Buffalo/cow)						
Supply chain						

Environment			Demand type			Comments:
	Yes	No	Good	Average	Bad	
Air Pollution (Source) (Source) Trees along Road						
Management of Rivers						
Parks/Gardens						
Noise Pollution (Source)						

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