

Impact of Bottom up Planning under PRIs and Women participation therein in the States of Madhya Pradesh, Orissa, Chhattisgarh, Gujarat, Jharkhand and Maharashtra

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Preface

The adoption of the 73rd amendment by the Parliament in 1992 had a great revolutionary potential to create genuine democracy at the grassroots village level. It represented a historic opportunity to change the face of rural India. The amendment mandates that resources, responsibility and decision making power be devolved from central Government to rural grassroots people through Panchayati Raj Institutions. Their main objective was to realize Mahatma Gandhi's dream of reaching power to the people through Panchayats.

In the present study an attempt has been made to assess the Impact of Bottom Up Planning under PRIs and Women participation therein in the States of Madhya Pradesh, Orissa, Chhattisgarh, Gujarat, Jharkhand and Maharashtra. The study also attempts to probe the process of empowerment of elected scheduled caste/tribes representatives both men and women, in the six states. Social profile of the respondents, role played by them in the running of Gram Panchayats has also been examined in the study. The study covers various aspects of PRIs such as "Salient Features of the 73rd Constitutional Amendment, Powers, reservations and role of Functions of Panchayats in bottom up planning, Status of DPCs Gram Sabha Provisions, Status of District Rural Development Agencies (DRDA), Women and Panchayats and existing Legislations and laws for women, Institutional mechanism and constraints particularly Scheduled Castes and Scheduled Tribes women in participation in decision making. Socio Political Empowerment of Scheduled Castes and Scheduled Tribe Women through Panchayati Raj, Social Exclusion of SCs, Cultural and Political Assertion of SCs in PRIs, Economic Conditions, Role of Traditional Panchayats, Role of major political parties in mainstreaming SC participation in Panchayats as also impacting the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989. Finally an effort has been made to suggest suitable steps required to be taken to deal with the most coming restraints noticed in the functioning of PRIs.

There is a need to have capacity building Initiatives and training, orientation in Panchayati Raj Institutions (PRIs), Accountability & Transparency, Development of Model Gram Panchayats, Panchayat Extension of Scheduled Area Act (PESA) and Backward Regions Grant Fund" should be ensure that its benefits reaches to the Gram Panchayat level..

Towards the end executive summary has been incorporated in the report. We are highly obliged to the S.E.R. Division of the Planning Commission for funding this research study.

Chairperson, STWFD

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Executive Summary

1. Objectives Of the study

The main objectives of the study were determined as under:

- To assess the local /grassroots peoples and authorities attitude in participatory planning to empower through primary unit of democracy.
- To assess the reservation (seats) status of the women with particular reference to disadvantaged sections of society such as Scheduled Castes and Scheduled Tribes. To assess the impact of legislation of PRI to the fifth scheduled areas.
- To study specific factors responsible for less participation by the people in general and in particular tribal and women.
- To study types of participatory approach for establishing the Participatory Action on Self-Rule (PA on SR) which needs to be implemented at the grassroots level including in tribal areas?
- To assess the degree and nature of exclusions and inclusions within Panchayat Raj Organizations
- To suggest various ways, means and methods for improving the devolution of three FFF and to involved people participation at the bottom level planning and its implementation and the need of capacity building and training of PRI members & local level officials
- To examine the impact of bottom up planning under PRIs, and
- To examine impact of the positive features of the 73rd & 74th amendments with special reference to policy for empowering women and their participation in decision making process vis-à-vis constraints faced by them.

2. Research Methodology

States of Jharkhand, Chhattisgarh, Madhya Pradesh, Gujarat, Maharashtra and Orissa were taken into consideration for the study purpose. In these states, two districts per state and one block in each district were selected for field survey. After detailed discussions with the State Government Officials care was taken to include one scheduled and one non-scheduled areas keeping in view studying the tribals involvement in Panchayat system. In each State two districts of which two blocks were selected and each block three villages were selected for field survey. With a view to give due representation to various social groups, three separate questionnaires, one each of the district officials, GP Sarpanch and members and Gram Sabha members were developed, field tested and finalized in consultation with the Planning Commission. A total of 1800 samples/household have been interviewed in three sets of questionnaires. Men and women both were interviewed in the selected sample villages. Additionally, 60 persons holding official positions in PRIs,

trained investigators have also interviewed both current and past in all the selected States.

To assess the extent to which the provisions made under 73rd & 74th amendment have been implemented in establishing PRIs as primary unit of democracy.

Requisite & relevant information was collected from both the sources; i.e. primary and secondary data. The /collection of secondary data was through various administrative sources and as well as through many published official documents/reports and formal and informal institutions; however the collection of primary data was done through;

- Field Investigations
- Observations, and discussions
- Survey Schedules (Three Schedules were used)
- Open Discussions and focused group discussions (FGDs)
- Personal interaction with elected members of PRIs, experts on rural development and other officials of line Department also local leaders of political parties and civil society organizations.

3. Selected Samples and Sample Size

Two districts each in the 6 States were the universes for the study. One district where the Panchayati Raj (PR) system exists and in other district, where Panchayat Extension of Scheduled Areas (PESA) system exists were selected in each state. From each selected district one block of which 3 villages were selected and from each selected villages 50 sample households were undertaken for interviewed. Overall, (36 villages = 150 samples in each district X 2 districts = 300 samples in each States X 6 States = 1800 samples), sample size was 1800 household. **(Details at Para 2.4 of the report)**

In addition to it 12 Focus Group Discussions (FGDs) were held at district level by involving local NGOs, social activists, grassroots village and district/block level functionaries such as forest officials, teachers, panchayat functionary, health personnel, rural development, agriculture extension official, Chief Executive Officer, implementers of various Centrally Sponsored Schemes for SC and ST, representatives of DPC, DRDA, and who were implementing IAY, BRGF and NREGA programme, peoples representatives, women and youths of disadvantaged sections of the population etc.

4. Main Recommendations/Suggestions

(a) Panchayat specific

An essential feature of PRIs in the States is their dependence on bureaucracy. Though individual cases differ, there are certain general features in all the Six States, which emerge from the study.

The field study reveals that the high level of un-utilization of funds meant for PRIs is mainly due to the delay both in receiving technical approvals of projects and their implementation. According to the respondents of the survey, is mainly due to the shortage of technical staff both at the district level and PRI level. These lacunae need urgent rectification.

The following works can be more effectively attended at the present level of capacity of the pachayats.

- **Wage**-Employment Programmes under rural development programme
- Creation and management community assets.
- **Site selection;** In many cases, there was wrong selection of site for undertaking development work.
- **Welfare Schemes:** Panchayats should be fully involved for beneficiary's selection procedure in letter and spirit. Panchayat should be responsible to check the beneficiaries of social welfare programmes. Panchayat should check pilferage of monthly pension at various levels and to ensure regular payments to beneficiaries through post office accounts. It was found that almost 70 per cent of the sample beneficiaries had been enjoying benefits of two or more schemes simultaneously while there are many households below poverty line which had not been sanctioned any of the schemes.
- **Primary Education**
- **Primary Health Care:** In all the Primary Health Centers shortage of medicines, Doctors and absence of maternity care were reported.
- Panchayats should be asked to deal with the following activities also specifically;
 - i) PRIs need to be intimately involved in planning, implementation, and monitoring of development programmes.
 - ii) Both the delivery systems and PRIs should be sensitized towards the needs and aspirations of vulnerable sections of the poor, women and children.
 - iii) Need to make officials sensitive to participatory approach.
 - iv) Dissemination of information is necessary to remove communication gaps so that selection of beneficiary for various development programmes is done as per needs.
 - v) **Convergence of Services:** To speed-up the processing, and minimize the time for allotting schemes,one the subject transferred to PRIs there is a need for better coordination among the departments concerned, particularly in respect of flow of funds and functionaries from various departments.
 - vi) **Monitoring & Evaluation:** Panchayat has to monitor and evaluate the schemes for periodic improvements. A system of participatory monitoring and evaluation should be evolved in which beneficiaries, Yuvak Mandal Dals, NGOs, Mahila Mandals and Civil Society should send direct feed back to concerned officials for follow-up action.

- vii) Professionalism in Rural Development Administration has to be promoted.
- viii) Capacity Building efforts for Panchayat Raj Office bearers in the areas of Project Planning, Financial Management, etc. have to be provided for better governance of all activities carried out by PRIs at various levels.
- ix) **Institution Building:** Democratizing the functioning of Gram Sabha by collective participation of women, a weaker section in decision-making is necessary. In order to encourage the stakeholders there is a need to develop indicators of participation, which can eliminate the monopoly of few members who dominate the Gram Sabha.
- x) Integrated Village Development Planning: There is a need to integrate the programme aimed at individual and community development schemes for the overall development of the village itself.

(b) Bottom Level Planning

1. The PRIs are to be viewed as institutions of local self-governance, not as mere implementers of centrally determined development programmes. Bottom-up planning, based on micro planning, is to be the basis of self-governance as against bottom down plans, which rarely took into account the actual grassroots requirements.
2. The emphasis must be laid on active participation of women and other weaker sections in decision-making with a view to enhancing their role and capacity, status and leadership in local self-governance.
3. Interventions in strengthening PRIs should focus on building, promoting and empowering new leadership among the rural masses with special focus on women, SC/ST and other disadvantaged sections of the population.
4. The PRIs should be empowered and capacitated to access and control over natural and human resources as well as other development resources available with the State and the Central Government for various development programmes.
5. Strengthening PRIs will entail clarifying their roles, systems of governance, accountability, transparency and inter-linkages.

© Women Specific

Research on Structure of Poverty: It is suggested that local institutions should play a pro-active role to formulate norms and methods to tackle the problem of poverty in rural areas.

Though the large number of women related legislations are in place, it is seen that the efficacy of these laws are not satisfactory primarily on account of poor implementation. A major reason for this is the lack of adequate knowledge and awareness regarding these special legislations. Also there is absence of gender sensitivity on part of the functionaries at the Panchayat levels such as law enforcement, police, prosecution, medical profession, education etc. There

is a need to give a very high priority to training and capacity building of among the rural women especially at Panchayat level.

- a) Women are regaining the sense of self-worth and are no longer willing to take a backseat. They want to be treated with respect and dignity and now hate any ideas or ideology that treat them as a commodity.
- b) They want to take decisions on matters bearing on them.
- c) Women want access to opportunities and resources, without any discrimination, for their economic independence.
- d) They want to be able to influence the social and other changes playing a more active role in nation building activities.
- e) Last but not the least they want total control on their own lives without any undue interference from any quarter.

A substantial number of scheduled Castes (SCs) and Scheduled Tribes (STs) women have been elected to the Panchayats. Therefore, provisions of Social Justice Committee at different levels of Panchayats will have a reasonable positive effect towards their empowerment. It is also true that caste discrimination and atrocities on scheduled castes and Tribes households continue unabated in various states, this is so despite various constitutional provisions and legislative measures. Thus, elected women Panchayat representatives, particularly from SC and ST communities face enormous discriminations even sexual and harassments in performing their public roles effectively. While continued discrimination in society has a very complex reality, what is really worrisome is that government officials also treat such elected Panchayat representatives with neglect and apathy. Such attitudes and practices further limit the effectiveness of elected Panchayat representatives from SC and ST households. It is therefore, suggested that following action need to be taken up;

- Social Justice Committees should be legislated to be an integral part of each tier of the Panchayat Raj system in all states.
- Ministry of Panchayati Raj, Government of India, can target its BRGF grants to those Gram Panchayats and Panchayat Samitis, which are headed by SC and ST elected representatives.
- The Ministries of Panchayati Raj and Rural Development, Government of India, can further utilize BRGF, NREGS, IAY and SGSY resources to undertake specially targeted capacity enhancement programmes for elected Panchayat leaders of women in general and SC/ST women in particular. Civil society organizations should be mobilized to join in capacity building of the target population, which among other things could also include literacy skills like rapid reading.
- The provisions of no- confidence rules should be so amended that no such abuse and connivance of higher caste leaders against scheduled caste leaders should become a routine matter.
- Every study state has Scheduled Caste Sub-Plan (SCSP) and Tribal Sub Plan (TSP) strategy in operation and to fill the critical gap of the

- SCSP/TSP and Special Central Assistance is provided. However, much of these funds remain under- utilized. It should be possible to make such funds available to the Gram Panchayats, Panchayat Samitis and Zilla Parishads headed by SC and ST elected representatives. This will further improve the performance of each Panchayats.
- National Scheduled Caste and Scheduled Tribe Commissions, at the central and state levels not been activated to bring synergy to the efforts towards empowerment of scheduled Caste and Scheduled Tribe Panchayat leaders. National Commissions should be requested to expeditiously investigate cases of harassment of the elected Panchayat leaders belonging to these categories.
 - In essence, the affirmative actions to empower the Scheduled Caste and Scheduled Tribe leadership through the Panchayats is merely a starting point; further steps in this direction by both governments and civil society actors are essential to realize this potential more fully. It is towards this end that further interventions are urgently called for.

(d) Resource Generation:

- (i) In line with the reviewed states, PRIs of these selected states can augment their source of revenue by improving productivity of the existing sources of income and getting additional funds through levy of new taxes by local bodies.
 - (ii) Training; A system of regular training programme for elected representatives and officials is essential to enable them to develop and equip themselves for undertaking different Central and Centrally Sponsored schemes at the Gram Panchayat level. Training for Local Government functionaries- State Governments should allocate adequate budgets for conducting capacity building programme for elected representatives and functionaries of PRIs.
 - (iii) For speedy implementation of development plan and policy by the Panchayats following measures are recommended;
- **Transfer of 3Fs:** All the 29 subjects mentioned under the eleventh schedule of Constitution should be transferred to PRIs in letter and spirit. In this process all the functions, funds and functionaries (3Fs) need to be transferred to PRIs in a time bound manner.
 - **Financial Provision:** Provisions for adequate budgetary support to PRIs have to be activated.
 - **Administrative Control Over Staff:** State Government should give administrative control over staff assigned to PRIs.
 - **Social Audit:** State Government should introduce a system of Social Audit to keep a check on the functioning of village panchayats and examine the annual statement of accounts. Ensuring transparency of funds spent on each project as well as viability and efficient

implementation of projects. Social auditing can thus also create a positive impact upon governance. .

- **Preparation of projects at village level:** State Government should give financial powers to PRIs to use available experts for identification and preparation of development projects. It is desirable to organize seminars at village/block level to discuss various aspects of development projects to be implemented before the finalization of plan. The participation of specialists from different sectors, officials and experienced citizens should be ensured. This step is quite essential for grassroots level planning and ensuring bottom up planning which can meet different local needs and people's aspirations.
- **Technical Approval:** State Government should give more powers adequate technical personnel to PRIs to strengthen their technical wings to reduce the delay in providing the technical approval of projects at each PRI level.

(e) State specific recommendations

State Government should give the full powers and freedom to the District Planning Committee in approving the projects consolidated with district plan. PRIs should be given powers to outsource engineers to meet the requirement of technical staff. State Government should make it mandatory for all the development projects to get it approved by gram sabha before its implementation. Adequate financial powers may be given to gram panchayat for utilizing funds for the proper functioning of gram sabhas. Moreover, adequate powers and responsibilities should be given to gram sabha to examine the functioning of panchayats and their annual statement of accounts. This system of social audit will prevent corruption and enhance transparencies. **Representatives of the PRIs in State should be given a reasonable amount of monthly honorarium.**

(f) Other recommendation and Suggestions:

Clear lack of political will on the part of parties across the spectrum to infuse fresh blood into these indigenous political institutions. The task ahead is to have systematic attempts by the political classes to rush and to ensure the 3FFFs are given to PRIs. Vesting local bodies with real powers and responsibilities and enforcing accountability in these institutions is probably a more realistic alternative to make local bodies functionally autonomous

Harvesting of Grassroots Knowledge: Grassroots expertise and knowledge most often is lacking in PRIs. Grassroots groups often are already practicing solutions, where others are debating theories. Grassroots wisdom is highly dispersed, it is difficult for others to obtain, thus entering the channels of public decision-making very rarely.

Community Knowledge: community and local knowledge is ignored in the practice while formulating plan and programme at grassroots level, this

constitutes a very different approach to knowledge building than mainstream knowledge systems. In order to gather an authentic picture and understand a situation well, grassroots women's groups are important and resourceful partners because of the simple fact that they really know what is going on in human settlements.

Community Building: Whether it is called a Mahila Mandal, Self Help Group, Sanhga or Samity. These efforts of women revolve around creating community space for the development of solidarity and joint problem solving. These efforts of women need to be promoted at the grassroots democracy (PRI) level.

Health: Health is an important issue for grassroots/PRI level initiatives. There is a need to integrate/ adopt modern medicine practices at the PRI level as well as long-term approach to health, characterizing grassroots communities, involves exploring healing techniques and cures that people can apply for themselves and integrate into their daily lives should also be explored.

Safety: It is well known fact that violence is often targeted towards women and SC/ST women are more affected at the Panchayat level, the issue of safety plays an important role in women's empowerment. There is a need to develop effective strategies against all kinds of violence and assault at grassroots democracy level.

Governance: Institutional arrangements are often hostile to grassroots women's participation. There is a need to have proper institutional arrangement to make sure that grassroots woman's voices are included and that they count equally.

Atrocities: Scheduled caste (SC) and scheduled tribe (ST) women members suffer from extreme social, educational and economic backwardness, arising out of the age-old practice of social exclusion, untouchability, landlessness and geographical isolation. There is thus an emerging and urgent need to enhance their leadership roles. Efforts are needed to build an enlightened cadre of SC and ST leaders. "Strengthening SC and ST leadership especially women in Panchayats" required capacity building of SC and ST elected leaders. Also efforts should be made on two aspects; one is knowledge and skill enhancement of elected leaders so that they can perform their mandated role and another is strengthening their sense of identity.

(g) Suggestions

Some of the specific suggestions given by the members, both men and women for improving participation of women are as follows:

1. Training on various aspects of the PRIs should be provided to the women members and all other PRI members & concerned local officials. Provisions of the 73rd Amendment, writing records, conducting meetings, maintaining community assets, financial management, understanding of bureaucratic structure, government schemes for the rural poor, unemployed, education, public distribution system, etc. are some of the areas in which training could be given.

2. Family and Government support. This was identified as an important area requiring attention. Encouragement by the families in the form of appreciation of their official work, their decisions and ensuring their presence in the meetings would help encourage active participation in decision making. Similarly the government officials need to be more patient towards them and cooperate with them in their work and enabling them to understand their work.
3. The importance of education in better administration at PRI cannot be denied.
4. Encouraging attendance in the meetings.
5. Creation of a feminist consciousness, which makes the women, identify with themselves and the characteristics so specific to them.

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Impact of Bottom up Planning under PRIs and Women participation therein in the States of
Madhya Pradesh, Orissa, Chhattisgarh, Gujarat, Jharkhand and Maharashtra

Chapter-I

Background

In the early years of independent India, and indeed, as an extension of patterns visible during the freedom movement, some contradictory stances unveiled themselves. The first was a centralizing trend with its emphasis on large-scale industrialization, the development of technology through scientific institutions and training, the creation of economic infrastructure, and a National Planning Commission pursuing the objectives of high growth in industrialization and intensification of agriculture. The other trend, which co-existed and also received strong advocacy, was that of an ideal built, with variations across proponents, on the notion of village self sufficiency, in which the emphasis was on agriculture, artisanal production, and establishment of basic unit of local self governing institutions.

1.1 The Constitution of India essentially legitimized a unitary state while accommodating some federal features or principles. The policy emphasis of nation-building and economic growth gave a further fillip to centralizing trend in governance. In due course, both the Planning Commission set up two committees under the Chairmanship of Shri Balwant Raj Mehta to suggest ways for amending and improving the local self government system across the country. The Committee turned to Panchayat Raj and recommended the setting up Panchayats at three tiers, to obtain greater community participation in the Community Development Programme. These initiatives produced the first generation Panchayats, patterned as supplementary institutions to the larger project of rural development. Ashok Mehta Committee set up in 1978, made far reaching recommendations to amend the situation. A few States namely, Andhra Pradesh and Karnataka opted to pattern their Panchayats along the lines recommended by the Ashok Mehta Committee. Such Panchayats have been termed as the second-generation institutions by some commentators. Through the eighties, there were two more Committees (GVK Rao Committee and LM Singhvi Committee) and a number of high profile consultations. This resulted in the decision of the Union government to initiate an Amendment to enshrine Panchayats within the Constitutional scheme of governance. After one failed process (64th and 65th CA bills), and one unfinished attempt (during the short tenure of the government headed by shri VP Singh), the 73rd and 74th Constitutional Amendments were enacted in the year 1992 which conferred Constitutional status on the Panchayats and Municipalities as institutions of local self – government, by introducing a three level local self government system. It was hoped that as institutions of grassroots democracy, panchayats would contribute to attaining the goals of accelerated growth with social justice.

‘The democracy cannot be worked by twenty men sitting at the Centre. It has to be worked from below by the people of every village’.

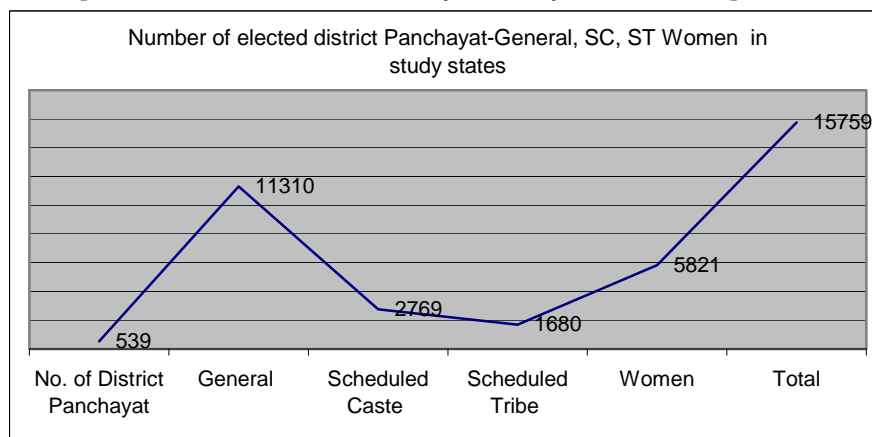
--Mahatma Gandhi

1.2 Since these historic amendments, country has witnessed an unprecedented growth in the number of grassroot democratic institutions. There are now 2, 33,606 Gram Panchayats, 6,094 intermediate Panchayats, and 543 District Panchayats. There are close to 26, 78,000 elected representatives at the village level, 1, 58,000 at intermediate level and 15,600 at district level. A little under 37% of the elected representatives are women and a little over 30% belong to the socio- historically disadvantaged sections of society. A number of measures have been taken by the Union and State governments since 1992 to enable Panchayats to function as empowered institutions fully involving the common citizens in governance process and in turn, in equitably delivering the results of economic growth.

Table – 1.1 State-wise Number of Elected District Panchayat Representatives in the selected study states (As on 01.12.2006)

States/UTs	No. of District Panchayat	General	Scheduled Caste	Scheduled Tribe	Women	Total
Chhattisgarh	16	160	37	124	109	321
Gujarat	25	584	58	175	274	817
Jharkhand	22	Panchayat Election has not been undertaken in the State				
Madhya Pradesh	48	526	136	222	304	884
Maharashtra	33	1502	215	234	653	1951
Orissa						
India	539	11310	2769	1680	5821	15759

Compiled from the statistics released by : Ministry of Rural Development, Govt. of India



1.3 In December 1996, the Parliament passed Provisions of the Panchayats (Extension to the Scheduled Areas) Act, (PESAre recognizing the tribal's right to self -rule. Nine States have Fifth Scheduled Areas in the country. This study cover six states as sample states for data collection, namely Chhatisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra and Orissa. Hailed as a Constitution within the Constitution, PESA is historic because it legally recognizes the capacity of tribal communities to strengthen their own systems of self-governance or create new legal spaces and institutions that cannot only

reverse the cultural and political onslaught on them but can also create the opportunities to control their own destinies.

Salient Features of the 73rd Constitutional Amendment

Box-1.1

<p>Continuity: By providing for duration of 5 years for an elected panchayat and re-election of panchayats before expiry or within six months of their dissolution as well as non-interference by Courts in electoral matters, continuity of panchayats has been ensured by the 73rd Amendment. Gram Sabhas: All States have provided that a Sarpanch/Mukhia/Adhyaksha/Pradhan of the gram panchayat will convene a Gram Sabha, consisting of persons registered in the electoral rolls relating to a village comprised within the area of panchayat at the village level at least twice a year. The following matters shall be placed before it by the gram panchayat:</p> <ul style="list-style-type: none"> • Annual Statement of accounts and audit report • Report on the administration of the previous year • Proposals for fresh taxation or for enhancement of existing taxes • Selection of schemes, beneficiaries and locations <p>Three-tier System: A uniform structure of three tiers – at village, intermediate and district levels has been prescribed but the constitution and composition of panchayats has been left to preferences of States subject to all seats being filled by elected persons from the respective territorial constituencies of the panchayats.</p> <p>Reservation of Seats: Seats have been reserved for SC/ST in every panchayat on the basis of proportional representation and such seats may be allotted by <i>rotation</i> to different constituencies in a panchayat.</p> <p>Not less than one-third of the seats so reserved are further reserved for women belonging to SC/ST. Similar reservation for backward classes have been left the discretion of state governments.</p>	<p>Powers and Authority: It is noteworthy that the 73rd Amendment provides for States to endow the panchayats with powers and authority 'to enable them to function as institutions of self-government'.</p> <p>Functions that by tradition are uniquely assigned to panchayats consist of the provision and maintenance of what may be termed as 'neighborhood' public goods – of street lighting, sanitation, village commons, and water supply</p>	<p>Election Commission: Governors of States are empowered by the 73rd Amendment to appoint State Election Commissioners and stipulate by rules the tenure and conditions of (their) service. Finance Commission: Governors of States are also empowered to constitute State Finance Commissions to review the financial position of the panchayats and to make recommendations to the Governor as to</p> <p>☐☐The principles which should govern</p> <ul style="list-style-type: none"> – the distribution between the State and the panchayats of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this part and the allocation between the panchayats at all levels of their respective shares of such proceeds – the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the panchayats – the grants in aid to the panchayats from the Consolidated Fund of the State <p>☐☐the measures needed to improve the financial position of the panchayats</p> <p>☐☐any other matter referred by the Governor in the interests of sound finance of the panchayats.</p> <p>Audit of Accounts: Audit of panchayats is to be provided for by the State Legislatures, while the Controller of State Accounts may authorize any officer to audit Gram Panchayat accounts</p>
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Powers and Functions of Panchayats

1.4 Subject to the provisions of the Constitution, the Legislature of a State may, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government with respect to the preparation of plans for economic development and social justice including matters listed in the Eleventh Schedule.

The matters listed in 11th Schedule are as follows:

1. Agriculture and extension
2. Land improvement
3. Watershed development
4. Animal husbandries, Poultry and Diary
5. Fisheries, Social forestry and small-scale industries
6. Rural Housing, Khadi, Drinking water and Sanitation
7. Community Health etc
8. Primary education
9. Health & sanitation, family, welfare etc.

Status of District Planning Committees (DPCs)

1.5 The unequivocal function constitutionally mandated to Panchayats (as also to the Urban Local Bodies) is introduction of bottom up planning involving 'planning for economic development and social justice'. All Panchayats are to engage in planning processes. Plans of the Panchayats and Urban Local Bodies in a district are to be consolidated by the District Planning Committees (DPCs). If the Constitutional mandate were to be operationalised, minimally, such bodies should be formed and appropriately resourced. However, as the following discussion and the information given in the table below show, the progress in this, at an all India level is far from being comforting. With regard to formation of DPCs States/UTs could be put under two broad categories, i.e. (1) formed, and (2) not formed. The former could then be sub-divided into two; (a) where the ZP President is designated as the Chairperson of the DPC, and (b) where some other arrangement has been made.

Status of DPCs in the study State

Table-1.2

Sl.No.	State	State of Constitution of DPCs
1	Chhattisgarh	Constituted. District in charge Minister is the Chairperson of DPC
2	Gujarat	Not Constituted.
3	Jharkhand	Not constituted
4	Madhya Pradesh	Yes, District in charge Ministers are Chairperson
5	Maharashtra	Not Constituted.
6	Orissa	Only in 16 Districts. Minister is the Chairperson of DPC

Source: Status of District Planning Committees (MoPR –Gol 2007)

Gram Sabha / Ward Sabha

1.6 The constitutional provision of Gram Sabha is significant and different from all other provisions to the extent that it suggests the operation of 'participation' in contrast to 'representation'. Unsurprisingly, this provision has been the most celebrated one since its writing into the Constitution, that has also thrown up maximum challenge in fruitful operationalization of the PRIs. These included inter alia, the provisions for constituting Sabhas below the Gram Panchayat level, periodicity of meetings, consultation with disadvantaged sections of population especially women, SC/ST and landless labours, and Mahila sabha meetings.

Information gathered from the updated state Profile on the dimension of Gram Sabha (GS), especially dealing with periodicity, quorum requirements, and quorum for adjourned meetings, provision of ward sabhas is given in Table.

Gram Sabha Provisions for number of meetings & quorum

Table-1.3

Sl.No.	State	Gram Sabha Meetings & Quorum
1	Chhattisgarh	4 GS meetings in a year; 10% quorum-1/3 rd of these must be women; PESA areas quorum is 1/3 rd ; Fixed dates with flexibility of a week.
2	Gujrat	Act provides for 2 GS per year; administrative instructions are for 4 GS per year
3	Jharkhand	10% with 1/3 rd being women Quorum for GS; in Scheduled areas the quorum is 1/3 rd members with 1/3 rd of them being women.
4	Madhya Pradesh	GS has to meet 4 times; 10% or 50 members whichever is lower is the quorum; adjourned meetings have no quorum requirement;
5	Maharashtra	6 meetings per year; women's meetings is to precede the regular meeting of GS; 15% or 100 persons whichever is less is the Quorum
6	Orissa	The Act provides for 2 meetings; executive instructions have made it 4 more meetings on pre-specified dates; Sarpanch or Collector can convene special meetings 10% with 1/3 rd women is the quorum. In case of no quorum adjourned meeting has no quorum requirement;

Source: State Profiles 2007 & Field Notes

Status of District Rural Development Agencies (DRDA s)

1.7 District Rural Development Agencies had been created under the Societies Registration Act. Substantial sums are transferred and routed through them under various Centrally Sponsored Schemes. From purely a financial resource from Rural Development point of view, the DRDAs are extremely important institutions at the district level. With the adoption of the Constitutional mandate for Panchayats DRDA are to be progressively merged with the District Panchayats and their technical expertise made available to all

tiers of Panchayats. Information from all Study State /UT are summarized in Table below.

Status of DRDAs

Table-1.4

Sl.No.	State/UTs	Status of DRDA
1	Chhattisgarh	Reportedly DRDA merged with ZP practically, the ZP Chairman is also made the Chairman of DRDA;
2	Gujrat	DRDA separate; District Development Officer is the Chairman;
3	Jharkhand	DRDA separate; Dy commissioner is Chairperson of DRDA
4	Madhya Pradesh	DRDAs separate; ZP Chairman is the Chairman of DRDA Many parallel bodies, particularly those funded by multilateral and bilateral agencies and operated by the State Government as para-statal entities; DPIP and MPRLP are two examples.
5	Maharashtra	DRDA separate, ZP Chairman has a cosmetic position of being Chairman of Governning Body of DRDA with the CEO being the executive chairman of the Management Committee
6	Orissa	DRDA separate; PD-DRDA is designated as the Secretary -cum - Executive officer of ZP; ZP Presidents is the Chairman of DRDA

Source: State Profiles 2007 & Field Notes

1.8 Some of the shortcomings of the system identified by various studies are as follows:

- Uniformity of PR system undermines each state's unique history, traditions and consequent structures of local government.
- Representation of members of parliament and state legislatures became counter productive at times due to clash of interest between the legislatures and PR representatives particularly for getting votes.
- The Act does not define role of political parties clearly.
- The Act doesn't spell out specific grounds for dissolution of PRIs by states. This gives scope for the states to dissolve PRIs on political considerations.
- Though the PRI system has so many positive features, yet the elite control over the system, apprehensions of state level leaders of challenge to their power and the lukewarm attitude of the bureaucracy have not yet allowed the PRIs to function as real democratic institutions with people's participation.

1.9 Purpose of the Study

The purpose of the research study is as under;

- a) To examine whether 'quantitative' rise in the representation of women in political decision-making process has translated into 'qualitative' changes in the status of women thus paving the path for real empowerment of women.
- b) To examine the impact of the 73rd Amendment Act (of 1992), this reserved 33% of all seats for women in the Panchayati Raj Institutions (PRIs).

- c) To understand impact of social transformation and the realities of powerful institutions and privilege groups at both the central and local levels. However, studies of the transformative role of PRIs have generally been the concern of policy-making institutions (both governmental and non-governmental) and there are few academic works that specifically study the theoretical impact of this type of representation, which goes well beyond the federal and provincial level. Hence, the need for a fresh study to look deeper into the real impact of process of Bottom up Planning and empowerment of women envisaged under PRIs.

1.10 **Justification and Relevance of the Study**

The study aims to describe the nature and effectiveness of participation of SC/ST & women members elected in the PRI. It also provides a socio-economic profile of the women members; the level of awareness of their rights and responsibilities; the nature of concern among them regarding issues pertaining to women; their future aspirations; and the opinion of the general public and particularly male members, regarding participation of elected women members in the process of **bottom up planning**

Gram Panchayats as instruments of Democracy, Development and Service providers:

Insofar as people participate in activities associated with electing representatives, the gram panchayat does work as a democratic entity. The continuing existence of locally elected bodies sets the organizational pre-conditions for change. If people are to begin to perceive these entities as instruments of change necessary steps that combine increased accountability to constituents with improved opportunities for gram panchayats to achieve results, need to be taken. The majority of rural people especially SC and ST however do not regard panchayats as particularly relevant to their lives. It is due to ignorance of their importance.

It is therefore important to assess whether programme under PRIs and PESA are being implemented, whether people are involved in plan formulation at the grassroots level, there is adequate flow of funds, functions and functionaries at the grassroots level, reservation of women at PRIs and Gram Sabha level and to as how far these enactments have been implemented.

Finally, we would be able to recommend policy interventions for improving inclusion and spread benefits more equitably among village populations. As decentralization is a relatively new process where theory and practice are both still evolving, moving ahead without recurrent analysis risks discrediting the process.

Role of the Panchayati Raj Institutions in the Governance System

It is now more than sixteen years since the Parliament.Yet passed the constitutional amendment on Panchayati Raj; there is considerable ambiguity

about the role the panchayats have to play in the overall governance system of the country. In a weak compliance to the amendment, the States have half heartedly enacted Panchayati Raj Acts and created rural level institutions, which have, broadly speaking, been superimposed on the existing administrative hierarchy at the district level. The elected Panchayati Raj Institutions have generally been given symbolic attention and some sprinkling of minor roles in rural development schemes. Looking back at the 73rd amendment, which is based on one of the major directive principles of the State policy enshrined in the Article 40 of the Constitution the spirit behind this measure is to install effective institutions of self government at the local level. The implicit requirement is that most of the functions/activities now being performed by the state government agencies at the local level have to be withdrawn from them and handed over to the panchayats together with functional autonomy and adequate resources in discharging those activities.

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Selected Reference:

Source: Status of District Planning Committees (MoPR –Gol 2007)

Source: State Profiles 2007 & Field Notes

Chapter-II

Objectives and Research Methodology

Selected states of the study depicted in the India's map (1- 6)



2.1 Objectives of the Study

The main objectives of the study will be:

- i. To identify the status of the subjects transferred to the Panchayats and to give appropriate suggestions and recommendations.
- ii. To assess grassroots people and local authorities attitude in participatory planning to empower the people through primary unit of democracy.
- iii. To assess the reservation (seats) status of women with focus on Scheduled Castes and Scheduled Tribes
- iv. To assess the central impact of legislation of PRIs in the fifth scheduled areas.
- v. To study specific factors responsible for less participation by the people in general and in particular tribals and women.
- vi. To study process of the Participatory Action on Self-Rule (PA on SR), which needs to be implemented in all the villages and in tribal areas?
- vii. To investigate the type, size and status of the primary unit of democracy in the proposed study areas.
- viii. To assess the degree and nature of exclusion and inclusion within Panchayat Raj Organizations
- ix. To suggest various ways, means and methods for improving the devolution of three FFF to village Panchayats and people's participation in bottom level planning and its implementation.

2.2 Research Methodology

States of Jharkhand, Chhattisgarh, Madhya Pradesh, Gujarat, Maharashtra and Orissa were taken into consideration for the study purpose. After detailed discussions with the State Government Officials care was taken to select two districts to include one scheduled and non scheduled district keeping in view the tribal involvement in Panchayat system. In each district one block was selected and in each block three villages were selected for field survey, with a view to give due representation to various social groups. In each block one village was selected which had a women sarpanch in its Gram Panchayat. Survey teams using integrated methodology visited selected villages. Extensive questionnaire based field survey was undertaken. Three separate questionnaires, one each of the district officials, GP Sarpanch/members and Gram Sabha members were developed, field tested and finalized in consultation with the Planning Commission.

Field Survey was carried out in a very structured manner. To begin with, before visiting each of the states to be covered by the study necessary coordination with State/ district Officials, concerned Department heads of Panchayati Raj/ Rural Development was informed about the visit, programme of survey team leaders and field staff. The visit to each state commenced with a meeting with the secretary, Panchayats / Panchayat Commissioner at the State Capital so as to have a first hand discussion with them regarding their

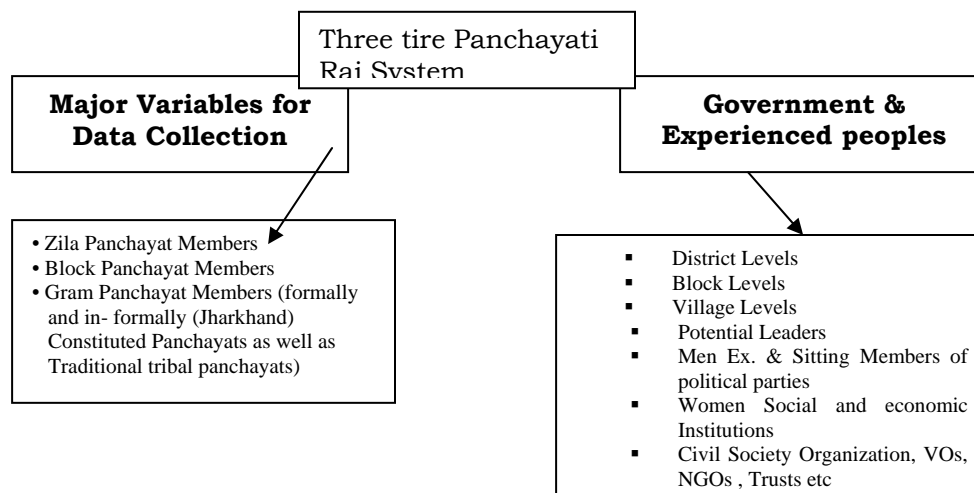
perspective of the implementation PRI and PESA and working of Panchayat's devolution for functions, fund & functionaries to the Panchayats and steps taken to improve and promote Women's participation in decision making in bottom-up Planning. The districts to be covered by the survey team were also finalized in consultation with the State authorities, who also conveyed this decision along with survey team's visit Plan to the respective districts. At the district level the team leader began to visit with a meeting with the District Collector / CEO looking after Panchayats. In many places meetings were also organized with Zilla Parishad Committees where open discussions were held as regards the present status of functioning of PRI and the problems being faced as well as their suggestions for better functioning of Panchayats. The Blocks/ Villages to be covered by the survey were finalized keeping in mind survey requirements. In each case a need to be covered district where PESA was being implemented and or village Panchayat where women Sarpanch were also identified. This exercise helped in having representative sampling of the respondents.

A total of 1800 samples/household have been interviewed using pre-tested three sets of questionnaires. Men and women both were interviewed in the selected sample villages. Additionally, 60 persons holding official positions in PRIs were also included. Trained investigators interviewed detailed respondents in all the selected States. Sample Districts were selected after having discussion with the state Government Officials; it was ensured to include good performing, bad performing, tribal areas and where the women are more active in the PRIs. Similar criteria were adopted while selecting block and Villages for data collection.

We have collected information from both the sources; i.e. primary and secondary data. The collection of secondary data was through various administrative sources as well as through many formal and informal institutions; however the collection of primary data was done through;

- ❖ Field Investigations
- ❖ Observations, and discussions
- ❖ Administration of Survey Schedules
- ❖ Open Discussions and focused group discussions (FGDs)
- ❖ Personal interaction was also held with elected members of PRIs, experts on rural development and officials of line Department, as also local leaders of political parties and civil society organizations.

The open-ended questionnaires were prepared for the collection of Primary data and the members interviewed were from various randomly selected Gram Panchayats of the concerned blocks of each of the selected Districts for research study. The major variables for data collection wherein, different categories of statistical tools were identified and used for the data collection, included members of Gram Panchayats, Officials who were having experience of working with Panchayats at district and block level, Ex-members of Gram Panchayats as well as Potential leaders, Members of Legislative Assembly & Parliament, Civil society organizations, Focus Group Discussions (FGDs), NGOs, Trust etc. This is explained as under:



2.3 Selected Samples and Sample Size:

As explained earlier, two districts each in the 6 States were the universes for the study. One district where the Panchayati Raj (PR) system exists and in other district, where Panchayat Extension of Scheduled Areas (PESA) system exists were selected in each state. From each selected district 3 villages in one block were selected. Overall in 36 villages detailed survey done. From each selected village 50 sample households were selected for interview. (150 samples in each district X 2 districts = 300 samples in each States X 6 States = 1800 samples).

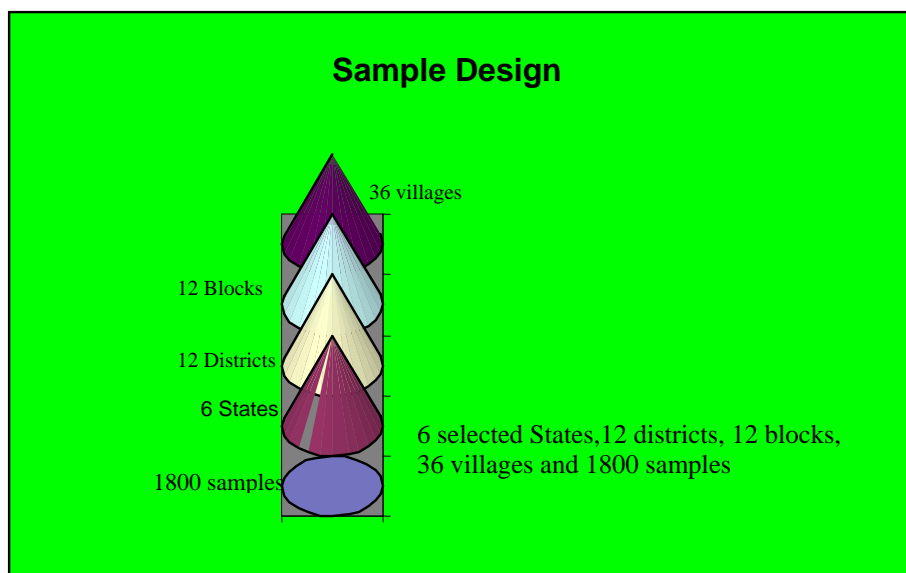
- a) Do all people participate equally in activities associated with constituting and operating gram panchayats, or do some categories of people more actively influence the result of elections to Panchayati Raj Institutions and the decisions made by these elected bodies?
- b) Are those from higher castes relatively more influential in panchayats than those who belong to scheduled castes and tribes and women?
- c) Are any particular groups included or excluded from determining who exercises authority within panchayats?

2.4 Detailed sample plan is as under;

Table-2.1

Name of the State	Name of the selected sample districts	Number of the selected Block	Number of Villages	Number of households Surveyed	Total Schedules filled up
Madhya	Ujjain	1	3	50	150

Pradesh	Betul	1	3	50	150
Gujarat	Sabarkantha	1	3	50	150
	Dang	1	3	50	150
Maharashtra	Pune	1	3	50	150
	Nundurbar	1	3	50	150
Chhatisgarh	Surguja	1	3	50	150
	Jaspur	1	3	50	150
Jharkhand	Latehar	1	3	50	150
	Grahwa	1	3	50	150
Orissa	Sudergarh	1	3	50	150
	Khurda	1	3	50	150
6 States	12 selected districts	12 Selected Blocks	36 selected sample Villages		1800 samples



In addition to it 12 Focus Group

Discussions (FGDs) were held at district level by involving local NGOs, social activists, grassroots village and district/block level functionaries such as forest official, teacher, panchayat functionary, health personnel, rural development, agriculture extension official, Chief Executive Officer, implementers of Centrally Sponsored Schemes for SC and ST, representatives of District Planning Committee (DPC), District Rural Development Agency (DRDA), implementers of Education Guarantee Scheme, Gram Panchayat, NREGA, Indira Awas Yojana, Backward Region Grant Fund (BRGF), Food for Work programme, peoples representatives, women and youths of disadvantaged sections of the population etc. All the FGDs were conducted as brain storming and interactive session. Further, relevant information's/views were collected from 60 persons among officials connected with the above categories for impact assessment of present functioning of PRIs in their district and villages.

2.5 Methods of Data Collection and tools

Secondary Sources:

The secondary source of data included published materials, such as books, journals, reports, census report, relevant news clippings, leaflets, etc. At the planning stage itself, it was decided to conduct a broad, integrated and comprehensive study of the problems with special focus on process of bottom up planning and participation there in of women in general and Scheduled Castes (SCs) and Scheduled Tribes (STs) women in particular.

Primary Data:

Research Tools and Techniques: Three sets of structured Questionnaires were formulated to collect primary data. These included Set of questionnaire for Panchayat Members, district and block Officials and Respondent (individual/household) Schedules. The selection of respondents was purposive. From the selected Panchayats/ Villages in the states of Jharkhand, Chhattisgarh, Madhya Pradesh, Gujarat, Maharashtra and Orissa, 1800 samples were picked up. During the field survey first Questionnaires were administered with the Panchayat Sarpanch and Members to get the basic information about the Panchayat and Gram Sabha, as also and the status of women in general and SC and ST women in particular. Most of questions were close ended. Second, questionnaires were used to get the information from the experienced who were working or those who have worked in the PRIs. Third, questionnaires were administered with individual selected households to know the over all information about the functioning of PRIs, and Gram sabha members experienced at the basic unit of democracy i.e. Gram panchayats.

• **Research Design**

For the study a combination of the exploratory and descriptive design was employed. To understand 'bottom up approach in PRIs functioning, the study also examined the emerging political empowerment of women, particularly the disadvantaged sections of the population through affirmative action in India's PRIs. Although women as a group itself can be viewed as a minority, the special conditions surrounding the plight of marginalized women within the larger group made it imperative to study status of minority groups within this minority, i.e. women belonging to Scheduled Castes (SC) and Scheduled Tribe.

2.6 Data Collection and Analysis

Work on present research study was started in November 2008. Primary data collected during the field survey was consolidated and tabulated. Selected literature for the study was also reviewed and relevant information was

compiled. The data collected by the Investigators based on the Interviews of the respondents through Structured Questionnaires was based on various parameters or indicators throwing light on the nature of the problems concerning the objectives of the study. Special attention was given to the reliability, comprehensiveness and appropriateness of the responses from the selected respondents for proper analysis and interpretation of the data so obtained. Well qualified Senior Research Officer, Research Officer, Field Supervisors and Investigators were engaged in data collection, compilation, tabulation and analysis.

2.7 Scheme of study Report

Research Study 'report' is an extended essay type. The report consists of nine chapters as under;

Chapter - I Introduction and Background

Chapter -II Objectives and Research Methodology

Chapter - III Women's Participation and Empowerment through Panchayats

Chapter- IV Socio Political Empowerment of Scheduled Castes
Women through Panchayati Raj

Chapter - V Bottom up planning

Chapter - VI Profile of the six States/Districts therein selected for the study Chapter –

Chapter - VII Grassroots Democracy, Bottom up planning, Women

Participation Data Analysis

Chapter- VIII Conclusion & Recommendations

Chapter - IX Executive Summary

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Chapter-III

Women's Participation and Empowerment through Panchayats.

The presence of 1.05 million elected women representatives in the institutions of local governance in rural India is truly an extraordinary phenomenon. What make it more extraordinary are the otherwise abysmally poor human development indicators of rural women the social and economic opportunities available particularly to those belonging to socially disadvantaged groups such as SC and ST. We seek to evaluate the record of women's representation and participation in the Panchayats.

3.1 Legislations and laws for women

Women are the vulnerable sections of the society and the Scheduled Castes (SCs) and Scheduled Tribes (STs) women are more vulnerable. The Government has enacted several women-specific and women-related legislations to protect them against social discrimination, several harassment, dowry deaths, child marriage, anti-abortion laws, violence and atrocities and also to provide for equal pay to men and women for equal work. The Hindu Marriage Act of 1955, amended in 1976, provides the right for girls to repudiate a child marriage before attaining maturity whether the marriage has been consummated or not. The Protection of Women from Domestic Violence Act, 2005 provides for more effective protection of the rights of women guaranteed under the Constitution who are victims of violence of any kind. Various States have also enacted several women-specific and women-related legislations to protect women against social discrimination, violence and atrocities and also to prevent social evils like child marriages, dowry, rape, practice of Sati etc. Apart from these, there are a number of laws, which may not be gender specific but still have ramifications on women.

3.2 National Policies for women

The National Policy for Empowerment of Women 2001 has as its goal bringing advancement, development and empowerment of women in all spheres of life through creation of a more responsive judicial and legal system sensitive to women and mainstreaming a gender perspective in the development process. Government is working on three prong strategies a) **Social Empowerment - Create an enabling environment through adopting various policies and programmes for development of women,** b) **Economic Empowerment** – Ensure provision of training, employment and income generation activities with the ultimate objective of making them economically self-reliant. c) **Gender Justice** – Eliminate all forms of gender discrimination and thus enable women to enjoy not only de-jure but also de facto rights and fundamental freedom on par with men in all spheres, viz, political, economic, social, civil, cultural etc.

3.3 Globalization and women

With the growing globalization and liberalization of the economy as well as increased privatization of services, women as a whole have been left behind and not been able to partake of the fruits of success. Mainstreaming of women into the new and emerging areas of growth is imperative. This will require training and skill up-gradation in emerging occupations, encouraging more rural women to take up vocational training and employment in the boom sectors. It is, therefore, essential that a viable resettlement policy and strategy is formulated and put in place immediately which clearly reflects the needs of women particularly by transforming SHGs to community based organizations. While many of the SHGs have developed and flourished to become trendsetters in the villages, SHGs, in the rural and tribal areas, need specific care and consideration to enable them to grow as source of income generation.

3.4 Role of PRIs

The gender representation in the local self-government or the PRIs has been more than satisfactory. Though only one-third of seats were reserved for women by the 73rd and 74th constitutional amendments, the actual representation should be much more at all levels. In the selected study states total number of PRI members and women representatives in Gram Panchayat, Intermediate Panchayat and District Panchayat are depicted below;

Table-3.1

Number of Elected Total and Women Panchayat Representatives in the selected study states (2002)						
States	Gram Panchayat		Intermediate Panchayat		District Panchayat	
	Women	Total	Women	Total	Women	Total
Chattisgarh	41913	124211	906	2639	95	274
Gujarat	41180	123470	1312	3919	274	817
Jharkhand	Panchayat Election has not been held in the State					
Madhya Pradesh	106491	314847	2159	6456	248	734
Maharashtra	77548	232644	1407	3902	658	1951
Orissa	31414	87547	2188	6227	296	854
India	548794	1630327	23596	72156	3605	10927

Compiled from the **statistics released** by : Ministry of Statistics and Programme Implementation, Govt. of India.

3.5 Gender disaggregated database

One of the foremost constraints standing in the way of formulating meaningful policies and a program is the lack of authentic gender disaggregated database. Such a database is needed to target area/group specific programs and also to record the number of beneficiaries accessing the services delivered by the programs / projects as well as assess the satisfaction levels. Gender disaggregated data will be specially useful in programme which seemingly appear 'gender neutral' but have a large women beneficiary component. It must

be mandated for every program, scheme or project at the PRIs. This will also pave the way for targeted interventions for women at the National, State, District, Block and Panchayat stage.

3.6 Institutional mechanism

Institutional mechanisms for the advancement of women include institutions of different types - government, non-government, central and state government, local government, which support the cause of women's advancement. Institutional mechanisms for integrating gender perspectives in policy and planning include such innovative features as 'gender budgeting'. Though institutional mechanisms exist both at the Central and State levels, they need to be strengthened through interventions as may be appropriate to achieve empowerment of women.

3.7 Institutional constraints on women's participation in Panchayats:

One- third of all seats in the institutions of local governance- in the rural areas and municipal councils and corporations in the urban areas-are reserved for women, as are one third of the positions of Chairperson at every level. In rural areas this provision has had a truly revolutionary impact, as it has brought nearly 1.05 million women into institutions of governance. Article 243 D provides that in every Panchayat seats will be reserved for the SC/ST population in accordance with their population.

Table 3.2- Number of Elected Women Representatives (EWRs)

State	Number of EWRs				Percentage of EWRs to Total Number of Elected Representatives	Rural Female Literacy Rate
	Gram Panchayat	Mandal or Block	%Zilla Parishad	Total (1+3)		
	1	2	3	4	5	6
Chhattisgarh	53145	954	103	54202	33.79	46.99
Gujarat	36400	1394	274	38068	33.34	47.84
Jharkhand	NA	NA	NA	0	NA	29.90
Madhya Pradesh	134368	2393	304	137065	34.55	42.76
Maharashtra	77548	1407	658	76581	33.33	58.40
Orissa	33602	2188	296	36086	35.78	46.70

The provision relating to reservation of seats has been struck down by the High Court in Jharkhand, and an appeal against this has been admitted in the Supreme Court. The matter is currently subjudice.

Source: State profiles 2007 & updates.

However, in the selected study states data are slightly different when compiled from the statistics released by the Ministry of Rural Development, Government of India. The following table showing in brief the level of SCs, STs and Women participation in the Gram Panchyats in selected study states. Highest representation of SCs and STs is in Madhya Pradesh followed by Maharashtra and Chhattisgarh. In regard to women representation, Madhya Pradesh had the highest women representation (131671) followed by

Maharashtra with 75148 and Chhatisgrah with 53045 women representation in Gram Panchayats.

Table 3.3

Number of Elected Gram Panchayat Representatives in the selected study states of Scheduled Castes (As on 01.12.2006)						
States	No. of Gram Panchayat	General	Scheduled Caste	Scheduled Tribe	Total	Women
Chhattisgarh	9820	74498	17200	65552	157250	53045
Gujarat	13819	80349	7615	21245	109209	36403
Jharkhand	3746	*	*	*	*	*
Madhya Pradesh	23051	218196	59889	110744	388829	131671
Maharashtra	27918	172370	24624	26863	223857	75148
Orissa	6234	52582	15746	25453	93781	33602
India	233251	1850865	491305	314942	2657112	975723

Compiled from the statistics released by : National Institute of Rural Development, Govt. of India.

The table shows the representation of the SCs, STs and Women in the intermediate Panchayats in the states under study. In the intermediate Panchayats level, Madhya Pradesh has given more chance to SCs and STs and women.

Table-3.4

Number of Elected Intermediate Panchayat Representatives (As on 01.12.2006)						
States/UTs	No. of Intermediate Panchayat	General	Scheduled Caste	Scheduled Tribe	Total	Women
Chhattisgarh	146	1404	316	1257	2977	1005
Gujarat	224	3049	297	815	4161	1394
Jharkhand	211	*	*	*	*	*
Madhya Pradesh	313	4114	1078	1972	7164	2393
Maharashtra	351	3005	429	468	3902	1317
Orissa	314	3498	1025	1704	6227	2188
India	6105	112509	33128	11538	157175	58328

*: Elections to the Local Bodies are yet to be conducted.

Compiled from the statistics released by: Ministry of Rural Development, Govt. of India.

3.8 Social Constraints on Women's Effective Participation

Though there are ways to address institutional constraints, however, it is hard to legislate away social constraints. Women, who enter representative bodies, including panchayats, generally belong to influential families including politicians, and may be surrogates for the men who can not themselves contest due to the reservation. Family and political connections are believed to help women at every step from the decision (not always an independent decision

taken by women themselves) to contest, to getting successfully elected. This has been found to be generally true also in the rural areas selected for the study.

On the other hand, under-privileged women often face threats of violence when they have dared to express their intention to contest elections. Violence against women representatives is generally worse when they also happen to belong to a scheduled caste or tribe group, as in the well – known case of adalit women sarpanch (in Madhya Pradesh) who was prevented from performing her ceremonial duty of hoisting the national flag on Independence Day, when this woman went to the court, secured her right to hoist the flag and returned the next year to proudly do so.

Women representatives face many **social confronts** – including restrictions on going out of the house; lack of literacy and education; the household chores of fetching water and fodder, cooking and raising children – that affect their performance in office. **It is true that many women are nominated by their husbands, fathers and father-in law to take advantage of the quota, which made it difficult for the man to contest the election himself.** In some cases election materials – banners, posters, and etc.-are made in the name of the man rather than the woman who is the official candidate, and that the man tends to assume the role of the pradhan or sarpanch, attending and even chairing the meeting in place of the elected woman representative. The phenomenon of proxy or surrogate representation was, thus, prevalent in many places.

There were some examples of SC and ST women representatives being disallowed from chairing Panchayat meetings and participate in higher caste male dominated occasions and ceremonies, there were also cases where the woman sarpanch has asserted her right to do so, despite being told to make the tea or go home. **This increased consciousness of their rights, as well as the ability to perform their functions more effectively than before, is often the result of capacity – building efforts by non-governmental organizations.**

3.9 Women's empowerment and panchayati Raj:

Empowerment is a multidimensional social process that helps people gain control over their own lives. It is a process that fosters power in people for use in their own lives, their own communities and in their own society, by acting on issues that they describe as important. Above all, empowerment is a result of participation in decision-making¹.

Women's empowerment also refers to the process by which women acquire due recognition on par with men, to participate in the development process of the society through the political institutions as a partner with human dignity². So, PRIs are one of the best ways to encourage empowerment of women.

¹ Saxena, N, C, What is meant by people's participation, A note, Journal of Rural Development.

² Palanthurai, G, and 2001: The Genre of Women leaders in local bodies: Experience from Tamil Nadu, Indian Journal of public Administration.

3.10 Policy Analysis:

According to the Document on Women's Development (1985) women's role in the political process has virtually remained unchanged since independence. Broad-based political participation of women has been severely limited due to various traditional factors such as caste, religion, feudal attitude and family status³. As a result, women had been left on the periphery of political life. Observing this dark picture, 73rd Constitutional Amendment was enacted to provide them an opportunity to take active part in decision-making process by reserving 1/3rd seats for women on various levels and thus ensuring their participation in the functioning PRIs. Views expressed by various authors on the efficacy of 73rd Amendment are reproduced in **Annexure-II**

Our survey and research teams found that the socio-economic background of majority of women elected to PRIs were from the lower income group particularly at the village Panchayat level. The micro studies also show that the working culture of the Panchayat has changed because of the presence of the women. Finally, a part of the increase in the female literacy rate can be attributed to the presence of the women in Panchayats and their willingness to get educated. **An interesting finding came out from the field experience that even if women representatives depend on relatives, the power relations between husband and wife has already changed due to the reservation for women, the woman's husband gets a chance to come to the public sphere because of the wife and particularly no longer monolithic structure is seen in family relation.** Studies point out the emergence of proxy women in Panchayat where the husbands or brothers look after her official activities. Gradually, they become independent so finally, we can say that 73rd amendment has an empowering impact on women, different experts have said on this issue at **Annexure-II**

Though women comprise about half of the Indian population, they have been subjected to discriminatory social ethos resulting in denial of equality of status and opportunities in social, economic and political sphere. Last but not the least to write here is, **There fore, it is important to understand that over all development of a nation requires maximum utilization of human resources without any discrimination. A more developed society is a more participant one. So the participation of women in political process is a major step towards inclusive growth.**

3.11 Women's Reservation in PRI

As per the 73 rd Amendment Act, the Panchayati Raj Institutions (PRIs) are divided into three tiers. At the base of this structure is the Gram Sabha that comprises of all the eligible voters within a Gram Panchayat area and serves as a principal mechanism for transparency and accountability. Above the Gram

³ UN Document on Women's development 1985.

sabha is the first level elected body – the Gram Panchayat (GP). It covers a population of around five thousand people and may include more than one village. At the district level is the Zilla Panchayat (ZP) that is the link with the state government. The most crucial aspect of the 73rd Amendment Act is the provision where by one-third of all seats in the PRIs are reserved for women (including women belonging to SC and ST). Seats for Scheduled Castes (SC) and Scheduled Tribes (ST) are in proportion to their number in the population of each region. In the country as whole SCs constitute 16% percent and ST 8 % of the population and about 24% of the total seats reserved for women are to be allotted to women belonging to these categories.

Reservation has succeeded in bringing the womenfolk in rural India into the political forum. There are many instances of women members reported in the Panchayat in the study areas of Maharashtra, Gujarat, Chhattisgarh and Orissa taking a keen interest and playing a significant role in the working of grassroots politics.

Women members have often used their position in the PRIs to engage in developmental work in their respective localities and bring in positive changes. Even tribal women are gradually getting integrated into the village organizations. In some cases women are gradually learning to hold their own. For instance, when the PR elections were held, a political party to contest elections under the party banner approached the president of the women's group of some of the villages. The party offered them monetary and logistical support. However, when the women realized that they would not be able to take up programmes for women's development on their own will and would have to follow the party agenda, they refused the party backing and contested the elections with the support of the women's group in Chhattisgarh.

3.12 Tribal Women: Multiple Exclusions of Caste and Gender

In tribal communities, there are no visible or explicit accounts of gender discrimination, thanks to their ethnic culture, both at the familial and societal level. Almost equivalent sex ratios, high women Work Participation Rate all are indicative factors to support the argument here. But in spite of these, the relative invisibility of women in the public domain is a paradox. Though women hold comparatively high social position and respect in the society, they are still missing on the top ladders and high positions in governance and administration and also in other fields of life.

In the case of tribal women, customary law is of great importance in the determination of their relationship with others in society. Till recently, tribal development policies in India failed to recognize gender implications. Family continued to remain the focal point of development programmes and gender inequalities within the family were not recognized. Relatively speaking, though tribal women enjoy far greater mobility in public life than their counterparts, these women remain totally cut-off from the political process.

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Chapter-IV

Socio Political Empowerment of Scheduled Castes Women through Panchayati Raj:

4.1 **T**he 73rd Constitutional Amendment thus, sought to correct the prolonged marginalization of the poor, marginalized and under representative people such as women, Scheduled tribes (STs) and scheduled castes (SCs). It provided mandatory reservation of seats for women.

4.2 Institutions and Practices: Social Exclusion of SCs

Social exclusion relates to the experiences of certain groups of being segregated from participation in the social, economic and political life of the mainstream society. It involves systematic or persistent discrimination ranging from economic forms of injustices at one end to socio – cultural forms at the other. Economic injustices deal with exploitation of labour, marginalization from means of livelihood and deprivation from adequate standard of living. In the Indian context, caste system embodies economic as well as socio- cultural devaluations, which define lowest caste SCs as a miserable category.

4.3 Powerlessness and Marginalisation

SCs comprise about one –sixth of India entire population, yet their share of country's resources is disproportionately lower. A close look at some major indicators (in 2000-2001) reveals their precarious state in rural context and clearly spells out the need to empower them, as seen at Box below;

Box-4.1

- About 75% SC households were landless or near landless.
- About 49.06 % of the working SC population in rural areas was agricultural labourers; and by and large lived below the poverty line. 35.4 % of them were below the poverty line as against 21 % among others such as no-SC/ST.
- The literacy rate among SCs was 54.7 % as against 68.8 % for others.
- While SC women share common problems of gender discrimination with their high caste counterparts, they also suffer oppressions and face discrimination in employment and wages, and are vulnerable to violence and sexual exploitation.
- Discrimination in the matter of use of public water bodies, water taps, temple, tea stall, restaurants, community bath, and other social services continues.

4.4 Cultural and Political Assertion

Organized political assertion by SCs can also be linked to political awareness. They were seeking redistribution of resources to ameliorate their

economic and social marginalization. Their assertion of dalit identity stands for protest and mobilization against identity based disadvantages. The democratic political system is perceived as an important institutional mechanism to assert their rights. SC voter turnout has increased. Now, it has been felt that SC (Dalit) exercise their franchise more vigorously and in large numbers. The active participation of SCs and incorporation of their perspectives at all levels of decision making is essential to meet the goals of equality, justice and development.

4.5 Constitutional Amendments & Panchayati Raj

The states have passed conformity legislations following the 73rd Constitutional Amendments, to incorporate such affirmative provisions for scheduled castes, scheduled tribes and women. It is assumed that affirmative action would build a critical mass of local leadership from such groups, who will be active participants in the strategic decision making process in local decision-making bodies resulting in a change in the power concentration.

4.6 Legal Provisions on Reservation in the states

Panchayat Raj Institutions is a State subject. The 73rd Constitution Amendment Act has, therefore, given adequate discretionary powers to State Legislatures to make suitable provisions in its Acts on the subjects. All states have either enacted new laws or modified the existing laws to incorporate Constitutional amendments vis-a-vis the provisions on reservations. Article 243 D clearly states that the number of seats to be reserved in any Panchayat should be related to the proportion of SC population in that Panchayat area. However, it appears that some states have developed different formula for calculating reservation. They have instead taken state average for SC and reserved that proportion of seats/ posts for SCs. The reservations of seats can be seen as an instrument to facilitate the empowerment of SC, by first getting them elected to PRIs and then providing examples as role models, by way of a trickle-down effect, to empower all marginalized women and SC everywhere.

4.7 Participation in Decision Making

It was observed that as Gram Sabha members, participation of SCs has been nominal and by proxy. It is because of mainly two reasons: one, existing social realities and power equations; and the other high level of ignorance among SCs in general and SCs women in particular. *Most of the SC women are not aware of their role in the formation of village plan due to illiteracy; they remain silent in the meetings. The simplistic appeals for increased political participation of SCs women in Gram Sabha generally overlook some ground realities such as the timings of Gram Sabha meetings, problems of quorum and procedures adopted for deliberating and finalizing development plans manipulation of discussions by dominant groups, helplessness of poor wage workers to loose a day's wage, illiteracy and lack of awareness of the new system of governance.*

SC elected representatives, on the contrary, opined that improved economic situation, education and literacy, training, personality development and honorarium for sarpanch could strengthen their role in PRIs.

4.8 Role of Traditional Panchayats

The traditional caste Panchayats still continue to influence the process of local governance as they have social sanction. It often acts either in tandem with the elected Panchayats or in some cases ignoring them totally in order to enforce its traditional codes. Examples of traditional caste Panchayats putting up barriers for effective functioning of local self-government institutions are numerous. For instance, a striking feature in Panchayat elections everywhere has been the struggle to usurp power at the grassroots level by disparate social groupings using caste to polarize people.

Traditional power structures, with the support from Panchayat secretaries and other government officials, often manipulate the constitutional mandate and rule by proxy. The dominant caste leaders in villages, in order to control PRIs, tend to control remotely the SC elected representatives who are dependent on them due to various compulsions. The elected SC candidates both men and women are forced to work according to the whims and fancies of those who 'sponsor' them. Instances of public humiliation and even physical intimidation of SC sarpanches, including women, have often been reported in the media. The inability of SC elected representatives to participate confidently in the Panchayats stems from their sense of insecurity and factors mention in para 4.10.

4.9 Barrier in Participation

Rotation of seats, no confidence motion and two-child norm are some of the major institutional barriers to their effective participation. Instances of bringing no confidence motion against SC leaders particularly women were common. In Chhatisgarh, last year, there have been 34 no-confidence motions against SC headed Panchayats. It was found that a Panchayat has two major means of discrimination. *One is to keep SCs away from Panchayat proceedings and development work; other is to target SCs whenever they are in power and to declare their posts null and void after a period of time.*

4.10 Role of major political parties in mainstreaming SC participation in Panchayats

The studies on SCs leadership in Panchayats point that political parties have not helped SCs at the village level particularly when upper caste groups confronted them. In fact, political parties have co-opted them for their vested interests and created in them the feelings of being obliged to them for their positions.

In the selected study states, the prescribed quorum of 10 % of the Gram Sabha members or voters hardly ever attends the meetings. If the required quorum is not available for the meeting, it gets adjourned to a later date for which no quorum is necessary. As a result of this, generally all business is transacted in the adjourned meetings where only 20-30 people participate. Participation of women and SCs in these meetings is negligible. Apart from this, in some places, Gram Sabha meetings are not held at all.

4.11 Social Justice Committee (SJC)

Constitution of Social Justice Committee (SJC) at all levels of PRIs aims to protect the interest of the SCs, STs, Women and Backward Classes from social injustices and all other forms of exploitations. The SJC has a distinct identity within the Panchayat structure. It is empowered to identify development requirements in the village with particular emphasis on the needs of these marginalized communities and make recommendations to the Panchayat at all levels to include these demands in its budget. The Panchayat has a duty to undertake the implementation of these projects upon receiving sanction from the administration. Only Gujarat state had provisions of SJCs at all levels of PRIs. Most of the states Governments are, however, lacking the consciousness to implement the provisions of the Panchayat Act in Toto. However, a close perusal of the functioning of SJCs in Gujarat also clearly spells out the need to activate and empower them for realizing democratic governance as many provisions of social justice committees, as Standing Committees of Panchayats still remain on paper. Consequently, SJCs are not functioning properly in these states. .

4.12 The Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989

This Act aims to prevent the commission of offences of atrocities against SC/ STs and provide for Special Courts for trial of such offences and for the relief and rehabilitation of the victims of such offences. The Act contains affirmative measures to weed out the root cause of atrocities, which has denied SC/STs basic civil rights. The law and order machinery of the state can declare an area as atrocity prone area and take appropriate preventive actions. To protect the SC and ST from atrocity nothing was, however, visible at the Gram Sabha level. Therefore, it is necessary that steps need to be taken to implement the legislation at all levels.

4.13 Monitoring village level functionaries

Access to basic services is important to ensure a minimum decent standard of living. Monitoring of the basic services has been a key intervention of Panchayat. But *it has been observed that has failed on many accounts such as the government functionaries such as ANMs, anganwadi worker and supervisor, teacher, gram sevak, malaria worker. Successful delivery of any services such as health, education, PDS, drinking water to village depends on how the government functionaries in village function.* Villagers reported

that often they did not know about the time of their visits to the village. It was very difficult to approach them in case of need. *The style of functioning of village government functionaries did not make them accountable to the village or Panchayat.* Hence, it was important to have a system by which all men functionaries, whose service was important to villagers, would register their visits in the Panchayat Office.

4.14 **Backlash of socio- administrative structures at PRI**

It has been observed that higher caste groups have often used violence against SCs, in particular against SC women, to perpetuate their domination. Many violent incidents are reported from some study states. Some of the incidents reported are summarized as under;

- *Villagers in Phooljhar about 90 km from Raipur, beat their SC Sarpanch, Bholaram, to death last, reportedly infuriated by his offensive behavior. After battering him to death, the mob set his body ablaze.*
- *Large number of incidence of crime against SC women took place in Damoh district of Madhya Pradesh this year.*
- *Savita ben, elected Sarpanch of Saddha Gram Panchayat in Himmatnagar Taluka of Sabarkantha district, Gujarat, took up development activities such as constructing roads, water pipelines, tanks and community halls. She also helped handicapped people and other needy families to get access to benefits from various government schemes. All this made her popular among villagers but other Panchayat members, especially those from the upper castes, accused her of misusing her powers and started to humiliate her. These Panchayat members managed to oust her from office through a non- confidence vote. On contesting elections again, despite threats from Panchayat members, Savita ben was re-elected by a thumping majority. But this was not the end of her ordeal. After six months Panchayat members once again suspended her on the grounds of incompetence.*
- *The successful conduct of elections to Panchayats reserved for SCs in four villages in Madhya Pradesh. Generated the hope that this was the first step on the strenuous path to empowering the underprivileged in other parts of the state.*
- *One of the village Panchayat member was done to death for the simple reason that he refused to oblige his own up-sarpanch, the 'upper-caste' vice president, by being the sarpanch "only on paper". Instead he made bold to expose the irregularities of the earlier regime led by the up-sarpanch's wife.*
- *In the same district, the Sarpanch of a village Panchayat was found dead near his house. From the beginning of his term he confronted the hostility of the 'upper - caste' up-sarpanch and her husband, who had sought to appropriate all powers and make him a dummy sarpanch. He was not even allowed to occupy the sarpanch's chair. The local people reportedly told a fact -finding team of human rights activists.*

It is clearly evident from the above cases that the upper castes could not tolerate the changes being brought about by the decentralized PRIs. The initial prediction of Decentralisation envisioned through Panchayat Raj has not become a reality.

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Chapter-V

Bottom up planning

There is no doubt that most of the villagers, particularly these belonging to and the SC and ST are living in a disadvantaged situation, weak in political expression, economically poor and not yet able to escape oppressive social structures and social exclusion. Various plan and policies enactments, rules and regulations so far made and designed for the people's development have had a limited impact.

Thus, on the issue of political empowerment through representation, we have one set of arguments that favour a "top-down" approach whereby advocating a "symbolic recognition" of the disadvantaged groups, while another set of arguments favour a bottom-up" approach that argue that disadvantaged groups need to be first made aware of their "disadvantaged status" and then measures should be taken to facilitate their empowerment in various fields. To promote bottom-up-planning, the District Planning Committee (DPC) has been accorded constitutional status. Though the vindictive effects of money power and muscle power, as well as class and caste power in PRI elections cannot be denied, repeated rounds of elections to lakhs of Panchayati Raj Institutions around the country constitute a democratic miracle without parallel in the world or precedent in history. Despite the fact that Panchayats are expected to play an effective role in bottom up planning and implementation of works related to the 29 identified subjects, the powers and functions vested in PRIs vary from State to State.

5.2 To inculcate **Bottom up Planning as against Top- Down Planning.** Common People need to be associated from the beginning of the project design, planning and implementation. It does not mean only the leaders or village heads would decide on behalf of every body else, but all those involved, or who will be affected by the project, should have a say in how it should be designed. People participation would be thus most important factor in any programme planning and implementation.

5.3 To translate the vision of the **bottom up planning, awareness of their position and** capacity building/enhancement of the project personnel's, the villagers (men, women, and youths of the marginalized sections) is required to be done by formulating Peoples Participatory Strategic approach for proper resource mobilization and management and to execute the people's plans.

Micro could be the basis of participatory approach for need based planning, equipping people with skills of problem analysis, prioritization, resource mapping and formulation of development agenda for their community. There is a need to intensify Micro Planning Process for achieving **Bottom - Up Planning.** At the Panchayat/Gram Sabha level micro-planning process

ensures the effective implementation of various government schemes including the National Rural Employment Guarantee Scheme (NREGS) Backward Region Grant Fund (BRGF) Social Welfare and economic development programmes. Block level workshops on micro planning should be organized to sensitize PRI representatives, line departments and block level officials on the benefits and processes of micro planning. The District level Partnerships should also be developed and the District Planning Committees (DPCs), be activated and strengthened for facilitating linkages of bottom up planning to District level plans.

5.4 **Capacity Building Initiatives**

Capacity building programmes should be run for the community leaders to address issues like the ineffective functioning of the PRIs, absenteeism among teachers improper implementation development programmes etc to ensure that **bottom up planning** takes roots at PRI level. Thrust should be given on skills like leadership, communication, book-keeping, planning and resource mobilization, writing of resolutions, conducting meetings, overcoming proxy role, conflict resolution skills, liaison with officials and other stakeholders, to increase the visibility of women, Scheduled Tribes (STs) and Scheduled Castes (SCs) community members.

Only through capacity building and training empowerment of the Panchayats can be visualized. Capacity building exercise must include the following:

Office space in a modular mode so that the minimum physical space for the conduct of panchayat work such as holding of Gram Sabha meetings in the premises of the Panchayat Ghar.

The provision of staff commensurate with the progressively evolving responsibilities of the Panchayats.

Connectivity, especially cyber connectivity, to promote IT-enabled e-governance throughout the entire Panchayati Raj system, as has been provided to all PRIs in Gujarat state.

Electronic tagging and tracking of the transfer of funds and their utilization so that real time information is made available at Gram Sabhas, block and district levels.

Subject-wise training through regular, organized interaction between departmental officers posted to the district with members of the relevant Standing Committees of the Panchayats at all three levels would provide an invaluable learning experience, both practical and topical.

It would be unreasonable to expect State/UTs to meet these wide-ranging demands of capacity building entirely from their own resources. The Ministry of Panchayati Raj, therefore, could provide funds to supplement and support capacity building activities for the Panchayats.

The Gram Swaraj scheme might also make it possible to adequately fund the training of Panchayat members.

5.5 ***Panchayati Raj Institution and its Leaders***

For meaningful bottom up planning exercise the PRI leaders should also be oriented on various schemes and programmes like NREGS, BRGF, IAY, SGSY, RTI, PDS, education and health programmes. Special programmes should be undertaken for empowering and capacitating Women in general and SC and ST women in particular at Gram Sabha level. *Elected PRI members/leaders should be adequately equipped with knowledge of functions and powers of PRI, planning and resource management, to provide accountable and transparent local self-governance, while looking into the needs and interests of marginalized communities*

5.6 **Information Support**

Information on a wide range of topics Concerning Bottom up Planning exercise, should be collected and disseminated to communities at PRI level. It should be ensured that all relevant information is made available in their local language. Mass awareness campaigns could be undertaken through print media, posters, rallies, street plays and village meetings to disseminate information on the Panchayati Raj system.

5.7 **Accountability & Transparency**

The focus of Governance work at the State and National level is to increase accountability of the institutions of governance towards people in general and marginalized section in particular. This should be done by identifying gaps in different policies affecting decentralization of governance processes; initiating and strengthening the citizenry watch processes and strengthening Civil Society action. Partner NGOs should be involved to work closely in the PRIsto provide and play a supportive role to the PRIs for actualizations of their governance functions.

5.8 **Development Of Model Gram Panchayats**

Social audit at the community/ GP and District level of different development programmes and actors should be undertaken. In order to ensure that PRI benefits are percolating to the people, there is a need to collect feedbacks from citizens on public services such as roads, streetlights, public ration distribution, public transport, police, primary education, health care, anganwadi, and housing, and three basic services in particular, such as drinking water, waste management and supply.

Grassroots Monitoring: People's Organizations should be trained to monitor Panchayat functioning of ensuring the availability of copies of resolutions and implementation of recommendations made at Gram Sabha.

5.9 Panchayat Extension of Scheduled Area Act (PESA)

The slow and inadequate manner in which PESA [provisions of the Panchayats) Extension to the Scheduled Areas Act, 1996 is being implemented in the Fifth Scheduled areas are matters of concern. All study states come under the purview of PESA provisions except Jharkhand, but nowhere is its implementation entirely satisfactory.

Given the special attention that the Government is paying to the socio-economic dimensions of tackling Naxalism and other forms of tribal insurgency and unrest, as well as specific attention to tribal forest rights, PESA comes to the forefront as the single most important statutory instrument for protecting and promoting tribal rights and promoting involvement of tribals in local government. Therefore, it is suggested that Government should closely watch its implementation involving different Ministries connected with tribal development issues, and take corrective steps to plug the loopholes wherever noticed.

5.10 Backward Regions Grant Fund

The Backward Regions Grant Fund (BRGF) has been conceived by the Planning Commission as the successor to the earlier Rashtriya Sam Vikas Yojana (RSVY) and with a view to rectifying deficiencies in the conceptual framework of RSVY. The key difference between RSVY and BRGF is the focus on district planning as provided for in the Constitution. Effective district planning in backward regions will facilitate similarly effective district planning in non-BRGF districts in accordance with Planning Commission guidelines. In view of the above fact, to ensure the bottom up planning at the grassroots democracy following points and activities planning of all identified 29 subjects should be taken into consideration to achieve the commitment.

- 1 There should be Panchayat- related Abhiyans as has been done for elementary education (Sarva Shiksha Abhiyan)
- 2 Panchayat Mahila Shakti Abhiyan in collaboration with the National commission for Women (NCW) under the over all guidance of Chalo Gaon Ki Ore programmes. It will give them a sense of self- confidence and solidarity, and provide a forum for the exchange of experience and information among themselves.
- 3 Panchayat Yuva Shakti and Panchayat Yuva Khel Abhiyan –In Collaboration with the youth clubs, sports clubs and mahila mandals affiliated to the Nehru Yuva Kendra Sangathan.
- 4 Policy Reform at the Central level- . At operational level, the largest inflow of resources to State Governments is through Centrally Sponsored scheme which cover sectors like primary education, public health, drinking water, sanitation identified in the Eleventh Schedule for devolution to Panchayats, therefore, the need for Reform of Centrally Sponsored Schemes
- 5 Transfer of Funds to Panchayats along with functions and functionaries.

- 6 Initiatives taken for Eleventh Five-Year Plan need to be implemented earnestly. Every Panchayati Raj Institution is to prepare an annual plan as a part of the perspective plan for five years i.e 2007-12.
- 7 Multi-Pronged Training Strategies for PRI Functionaries- It is well understood that due to inadequacy of resources including training infrastructure and capable trainers across the selected study states, it has not been possible to cover all the targeted PRI functionaries through institutional training alone; in the absence of which it would become difficult for them to discharge their responsibilities effectively in their decentralized roles.
- 8 Expand and Computerize the Panchayat Institutions with Support from BRGF funds

After visiting selected study states and discussing with elected members of the PRIs, villagers as respondent and official concerned with PRIs, we feel there is need Activity Mapping of all the 29 identified subjects to be transferred to PRIs by all the states. In this direction, efforts have been made to identify activities to be undertaken by the village Panchayat and District panchayat. In general these activities can be transferred and translated into action for ensuring **Bottom up planning** in all states. Details are given at **Annexure-IV**.

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Chapter-VI

Profile of the six States/Districts therein selected for the study

This chapter includes profile of the States and the districts selected therein in terms of their socio economic status, social sector initiatives, governance, women involvement in the PRIs and a perspective to understand the best practices in the performance of PRIs in the State.

6.1 Madhya Pradesh

Madhya Pradesh is considered to have one of the most active and innovative PRI systems in the country. It had made progress in devolving powers to local bodies even before it became mandatory after the 73rd amendment in 1992.

i) Socio - Economic Profile

Area: 3,08,245 sq. km.; No. of Villages: 55,393; No. of Towns: 394 (2001)

Demography: Total Population: 60,348,023 (2001); Rural Population: 44,380,878; Urban Population: 15,967,145 (2001); Scheduled Castes: 15.2 %; Scheduled Tribes: 20.3% (2001); Density: 196 persons per sq. km (2001); Sex Ratio: 919 females per 1,000 males (2001)

Economy: Labour Force Participation Rate: 42.7% of total population (2001); Total Main Workers: 19,102,572; Total Marginal Workers: 6,690,947(2001); Per Capita Income: Rs.14, 011 (at current prices) Quick Estimates (2003-04); State Domestic Product (Net): Rs.91, 432 crore (at current prices) Advance Estimates (2004-05)

Education: Literacy- Rural: 59.5%; Urban: 82.9%; Rural Female Literacy: 43.3% (2005-06); Primary Schools: 77,346 (2005-06); Primary School Enrolment: 8,370,565 (2005-06); Primary School Teacher- Pupil Ratio: 1:36 (2005-06)

Health: Life Expectancy- Male: 57.5 years; Female: 57.2 years (2000-04); Infant Mortality Rate: 76 per 1000 live births (2005); Government Doctors And Health Specialists in Rural Areas: 888 (2006); Population served per Government Hospital: 1,86,259(2001); Primary Health Centres: 1,192 (2006)

Others: Rural Habitations with Access to Potable Water: 59.12% (2003); Total Fair Price /Ration shops: .20, 476 (Jan., 2008); Road Length per 1,000 sq. km: 522.20 km (2002); Population Below Poverty Line: Total - 38.3% (2004-05); Villages Electrified: 96.3% (2007)

6.2 Profile of the selected districts of the study

District wise basic information for the two districts namely Betul & Ujjain

selected for the field survey is given as under:

Madhya Pradesh- District - Betul

Table 6.1 **Population Deatils** As per Census 2001

All	Number	Percent
Total	1,395,175	100.00
Male	709,956	50.89
Female	685,219	49.11
Sex Ratio		965.16
Scheduled Caste		
Total (to All)	147,604	10.58
Male	75,789	51.35
Female	71,815	48.65
Sex Ratio		948.00
Scheduled Tribe (to All)		
Total	549,907	39.41
Male	275,793	50.15
Female	274,114	49.85
Sex Ratio		993.91
0 to 6 Years (to All)		
Total	234,885	16.84
Male	119,278	50.78
Female	115,607	49.22
Sex Ratio		969.22

Table 6.2 **Literacy rate in the district**

All	Population	Literates	Lit. Rate
Total	1,395,175	770,252	66.38
Male	709,956	453,686	76.81
Female	685,219	316,566	55.58
Gender Gap			21.23
General			
Total	697,664	476,426	79.40
Scheduled Caste			
Total	147,604	93,722	74.60
Scheduled Tribe			
Total	549,907	200,104	46.00

Madhya Pradesh- District - Ujjain

Table 6.3 **Population Details**

All	Number	Percent
Total	1,710,982	100.00
Male	882,871	51.60
Female	828,111	48.40
Sex Ratio		937.98
Scheduled Caste		
Total (to All)	422,882	24.72
Male	217,348	51.40

Female	205,534	48.60
Sex Ratio		946.00
Scheduled Tribe (to All)		
Total	53,230	3.11
Male	27,725	52.09
Female	25,505	47.91
Sex Ratio		919.93
0 to 6 Years (to All)		
Total	278,787	16.29
Male	143,862	51.60
Female	134,925	48.40
Sex Ratio		937.88

Table 6.4 **Literates and Literacy Rate**

All	Population	Literates	Lit. Rate
Total	1,710,982	1,014,882	70.86
Male	882,871	613,726	83.05
Female	828,111	401,156	57.87
Gender Gap			25.18
General			
Total	1,234,870	785,190	75.20
Scheduled Caste			
Total	422,882	206,337	59.80
Scheduled Tribe			
Total	53,230	23,355	55.50

6.3 Gujarat

i) Socio - Economic Profile

Area: 1,96,024 sq. km; No. of Villages: 18,539 ; No. of Towns: 242 (2001)

Demography: Total Population: 50,671,017 (2001); Rural Population: 31,740,767 Urban Population: 18,930,250 (2001); Scheduled Castes: 7.1 %; Scheduled Tribes: 14.8% (2001); Density: 258 persons per sq. km (2001); Sex Ratio: 920 females per 1,000 males (2001)

Economy: Labour Force Participation Rate: 41.9% of total population (2001); Total Main Workers: 17,025,074; Total Marginal Workers: 4,230,447 (2001); Per Capita Income: Rs.26, 979 (at current prices) **Quick Estimates (2003-04)**; State Domestic Product (Net): 1,52,516 (at current prices) **Advance Estimates (2004-05)**.

Education: Literacy- Rural: 68.1%; Urban: 82.6%; Rural Female Literacy: 55.6% (2005-06); Primary Schools: 11,065 (2005-06); Primary School Enrolment: 4,225,910 (2005-06); Primary School Teacher- Pupil Ratio: 1:35 (2005-06)

Health: Life Expectancy- Male: 62.7 years; Female: 64.8 years (2000-04); Infant Mortality Rate: 54 per 1000 live births (2005); Government Doctors And Health Specialists in Rural Areas: 991 (2006); Population served per

Government Hospital: 1,07,634 (2006); Primary Health Centres: 1,072 (2006)

Others: Rural Habitations with Access to Potable Water: 69.06% (2003); Total Fair Price /Ration shops: 16,181 (Jan., 2008); Road Length per 1,000 sq .km: 702.04 km (2002); Population Below Poverty Line: Total - 16.8% (2004-05); Villages Electrified: 99.6% (2007).

6.4 District wise basic information for Sabarkantha and Dang districts selected for field survey given as under;

Gujarat: District Profile- Sabarkantha

Table 6.5 **Population Details**

All	Number	Percent
Total	2,082,531	100.00
Male	1,069,554	51.36
Female	1,012,977	48.64
Sex Ratio		947.10
Scheduled Caste		
Total (to All)	173,325	8.32
Male	89,112	51.41
Female	84,213	48.59
Sex Ratio		945.00
Scheduled Tribe (to All)		
Total	420,242	20.18
Male	210,860	50.18
Female	209,382	49.82
Sex Ratio		992.99
0 to 6 Years (to All)		
Total	324,716	15.59
Male	172,786	53.21
Female	151,930	46.79
Sex Ratio		879.30

Table 6.6 **Literate and Literacy rate**

All	Population	Literates	Lit. Rate
Total	2,082,531	1,171,555	66.65
Male	1,069,554	721,203	80.42
Female	1,012,977	450,352	52.30
Gender Gap			28.12
General			
Total	1,488,964	887,756	69.70
Scheduled Caste			
Total	173,325	106,289	71.80

Scheduled Caste			
Total	420,242	177,510	52.80

Table 6.7 Taluka wise reservation position in the PRI at the district-Sabarkantha

Sl. No.	Name of Taluka	Total No. of Members	Seats reserved for			Unreserved seats (Gen.)	Seats reserved for women belonging to			
			SC	ST	SE BC		SC	ST	SEBC	Gen.
			(out of Col. 4)	(out of Col. 5)	(out of Col. 6)		(out of Col. 7)			
1	2	3	4	5	6	7	8	9	10	11
Sabarkantha										
1	Bayad	21	1	0	2	18	0	0	1	6
2	Bhiloda	25	1	14	3	7	0	5	1	2
3	Dhansura	15	1	0	2	12	0	0	1	4
4	Himatnagar	25	3	0	3	19	1	0	1	6
5	Idar	25	4	1	3	17	2	0	1	5
6	Khedbrabha	23	1	17	2	3	0	6	1	1
7	Malpur	15	1	1	2	11	0	0	1	4
8	Meghraj	19	1	10	2	6	0	3	1	2
9	Modasa	19	2	1	2	14	1	0	1	4
10	Prantij	17	2	0	2	13	0	0	1	5
11	Talod	17	1	0	2	14	0	0	1	5
12	Vadali	15	2	1	2	10	1	0	1	3
13	Vijaynagar	15	1	11	2	1	0	4	1	0
	Total	251	21	56	29	145	5	18	13	47

Note: Information gathered from the district Administration Up to 3rd February 2009

Taluka Panchayats of the district shown in column 2 of the table above have total number of members, reservation for Scheduled Castes, Scheduled Tribes, Socially and Educationally backward Classes and number of unreserved seats, reservation for women; for each of the SCs, STs, SEBCs and for women in unreserved categories (General) as shown in Scheduled against the name of the panchayats in relevant column.

ii) 89.19% of the total population belongs to rural segment in the district. Scheduled Castes population in the district is 1,73,325 and Scheduled Tribes 420242. Density of population is 282 person/sq. KM and decadal growth rate is 18.3. Sex ratio is 947 of which SCs 945 and STs 993. The total literacy rate of the district is 66.60, male 80.40 and Female 52.30.

iii) In the district, there are 13 talukas of which 4 talukas are tribal dominated. The number of Panchayats is 719 covering 1372 villages in the district. The total population of the district is 20.83 lakh of which 20.18 % are

Scheduled Tribes and 8.32 % are Scheduled Castes. OBC are 28% in the district population. All the 4 tribal dominated talukas have more than 15% of the families under BPL, with the highest percentage in Khedverhma talukas (80.65%) in the district.

iv) Total number of workers of the district was reported to be 9,40,437 ; of which cultivators were 338141 (36%) small and marginal farmers accounted for almost 60% of the total cultivators and 27% were agricultural labourers. The major source of livelihood (63%) in the district is agriculture and related activities.

Table 6.8 Population scenarios

Sl. No.	Subject	Numbers	Population Details
1	District Panchayat	1	Total population in Gram Panchayat Area – 18,44,017
2.	Taluka Panchayat	13	
3.	Gram Panchayat	719	Average Population Per GP – 2603 (person)

Note: Information gathered from the district Administration

Sl. No.	Panchayat type	Total Members	Total Women	%	SC Member	%	ST Member	%
1	DP	41	14	34%	4	9%	8	19%
2	TP	235	83	35%	22	9%	48	20%

Note: Information gathered from the district Administration

v) Total population of the District Panchayat (DP) area – 1844017 and average population per Gram Panchayat – 2603. Total members of the District Panchayat are 41 and Tribal Panchayat (TP) is 235 of which 14 women in the DP and 83 women in TP comprise of 34% and 35% respectively. If we see the SC and ST members in DP and TP, SC constitutes 9% each in the DP and TP. However, scenario of ST representation is entirely different than SC; ST members are 8 in DP and 48 in TP, which constitute of 19% and 20% respectively.

Gujarat: District profile - Dang

Table 6.9 Population Details

All	Number	Percent
Total	186,729	100.00
Male	93,974	50.33
Female	92,755	49.67
Sex Ratio		987.03
Scheduled Caste		
Total (to All)	921	0.49

Male	464	50.38
Female	457	49.62
Sex Ratio		985.00
Scheduled Tribe (to All)		
Total	175,079	93.76
Male	87,763	50.13
Female	87,316	49.87
Sex Ratio		994.91
0 to 6 Years (to All)		
Total	36,547	19.57
Male	18,510	50.65
Female	18,037	49.35
Sex Ratio		974.45

Table 6.10 Literate and Literacy rate

All	Population	Literates	Lit. Rate
Total	186,729	89,586	59.65
Male	93,974	53,339	70.68
Female	92,755	36,247	48.51
Gender Gap			22.17
General			
Total	10,729	7,393	81.30
Scheduled Caste			
Total	921	708	88.40
Scheduled Caste			
Total	175,079	81,485	58.10

Source: http://pcserver.nic.in/dpis/summ_m.htm

ii) In the State of Gujarat, there are 26 districts, 224 Taluka, 13781 Gram Panchayats, 18584 village and total population of the State is 50,671,017. On the recommendations of Balwantray Mehta Committee, Gujarat Panchayats Act, 1961 was applied in the state since 1-4-1963. In order to make Panchayats more polite, Government of India and Gujarat Panchayats Act revoked 1961 Act, 1993 was implemented with effect from 15-4-1994.

Women representation in Gujarat;

		Elected Members (2003)			
		Total	SCs	STs	Women
	13316	152303	4739	9550	41180 (24.93)
Taluka samitis	184	5263	279	561	1312(27.04)
Zila panchayats	19	1004	57	114	274

iii) Women in Gujarat have gained valuable political experience. Between the two rounds of [different] local government systems, thousands have stood for elections. Hundreds have held elective office because of

1	Ahwa	23	0	22	1	0	0	8	0	0
	Total	23	0	22	1	0	0	8	0	0

Note: Information gathered from the district Administration Up to 3rd February, 2009

6.4 Chhatisgarh

i) Socio - Economic Profile of the State

Area: 1,35,191 sq. km; No of Villages: 20,308; No. of Towns: 97 (2001)

Demography: Total Population: 20,796,803 (2001); Rural Population: 16,648,056 Urban Population: 4,185,747 (2001); Scheduled Castes: 11.6 %; Scheduled Tribes: 31.8% (2001); Density: 154 persons per sq. km (2001); Sex Ratio: 989 females per 1,000 males (2001)

Economy: Labour Force Participation Rate: 46.5 % of total population (2001); Total Main Workers: 7,054,595; Total Marginal Workers: 2,625,276 (2001); Per Capita Income: Rs.14, 863 (at current prices) **Quick Estimates** (2003-04); State domestic Product (Net): Rs.33, 614 crore (at current prices) **Advance Estimates** (2004-05).

Education: Literacy- Rural: 61.7%; Urban: 86.3%; Rural Female Literacy: 49.1% (2005-06); Primary Schools: 33,081 (2005-06); Primary School Enrolment: 2,924,095 (2005-06); Primary School Teacher- Pupil Ratio: 1: 28 (2005-06)

Health: Life Expectancy- N.A.; Infant Mortality Rate: 63 per 1000 live births (2005); Government Doctors And Health Specialists Rural Areas: 1,203 (2006); Population served per Government Hospital: 1,56,181 (2004); Primary Health Centres: 518 (2006)

Others: Rural Habitations with Access to Potable Water: 60.69% (2003); Total Fair Price /Ration shops: 10,161 (Jan., 2008); Road Length per 1,000 sq. km: 2,616.46 km (2002); Population Below Poverty Line: Total- 40.9% (2004-05); Villages Electrified: 95.4% (2007)

ii) Profile of the selected districts of the study

Chhatisgarh: District profile- Surguja

Table 6.12 Population details

All	Number	Percent
Total	1,972,094	100.00
Male	1,000,050	50.71
Female	972,044	49.29
Sex Ratio		972.00
Scheduled Caste		
Total (to All)	94,837	4.81
Male	47,931	50.54
Female	46,906	49.46
Sex Ratio		979.00
Scheduled Tribe (to All)		
Total	1,076,669	54.60
Male	541,949	50.34

Female	534,720	49.66
Sex Ratio		986.66
0 to 6 Years (to All)		
Total	377,936	19.16
Male	191,193	50.59
Female	186,743	49.41
Sex Ratio		976.73

Table 6.13 Literates and literacy rate

All	Population	Literates	Lit. Rate
Total	1,972,094	873,459	54.79
Male	1,000,050	547,006	67.63
Female	972,044	326,453	41.57
Gender Gap	26.06		
General			
Total	800,588	417,296	63.80
Scheduled Caste			
Total	94,837	38,601	51.00
Scheduled Caste			
Total	1,076,669	417,562	48.30

Source: Source: http://pcserver.nic.in/dpis/summ_m.htm

v) District Jaspur

Table 6.14 Population details

All	Number	Percent
Total	743,160	100.00
Male	371,697	50.02
Female	371,463	49.98
Sex Ratio		999.37
Scheduled Caste		
Total (to All)	36,400	4.90
Male	18,277	50.21
Female	18,123	49.79
Sex Ratio		992.00
Scheduled Tribe (to All)		
Total	469,953	63.24
Male	233,166	49.61
Female	236,787	50.39
Sex Ratio		1,015.53
0 to 6 Years (to All)		
Total	122,934	16.54
Male	62,244	50.63
Female	60,690	49.37
Sex Ratio		975.03

Table 6.15 Literates and Literacy rate

All	Population	Literates	Lit. Rate
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Total	743,160	395,548	63.78
Male	371,697	232,587	75.16
Female	371,463	162,961	52.44
Gender Gap	22.72		
General			
Total	236,807	134,795	68.20
Scheduled Caste			
Total	36,400	17,905	58.90
Scheduled Caste			
Total	469,953	242,848	61.90

6.5 Jharkhand

i) Socio-Economic Profile

Area: 79,714 sq. km; No. of Villages: 32,615 ; No. of Towns: 152 (2001).

DEMOGRAPHY: Total population: 26,945,829 (2001); Rural Population: 20,952,088; Urban Population: 5,993,741 (2001); Scheduled Castes: 11.8%; Scheduled Tribes: 26.3% (2001); Density: 338 persons per sq. km. (2001); Sex Ratio: 941 females per 1000 males (2001)

Economy: Labour Force Participation Rate: 37.5 % of total population (2001); Total Main Workers: 6,446,782; Total Marginal Workers: 3,662,248 (2001); Per Capita Income: Rs.12, 509 (at current prices) Quick Estimates (2003-04); State Domestic Product (Net): Rs. 3,71,61 crore (at current prices) Advance Estimates (2004-05)

Education: Literacy- Rural: 57.4%; Urban: 84.5%; Rural female Literacy: 41.7% (2005-06); Primary Schools: 26,437 (2005-06); Primary School Enrolment: 41,67,972 (2005-06); Primary School Teacher-Pupil Ratio: 1: 48 (2005-06)

Health: Life Expectancy- N.A.; Infant Mortality Rate: 50 per 1000 live births (2005); Government Doctors and Health Specialists in Rural Areas: 2,478 (2006); Population served per Government Hospital: 6,04,000 (2004); Primary Health Centres: 330 (2006)

Others: Rural Habitations with Access to Potable Water: 82.69% (2003); Total Fair Price/ Ration Shops: 14,395 (Jan., 2008); Road Length per 1,000 sq. km: 144.09 km (2002); Population Below Poverty Line: Total - 40.3% (2004-05); Villages Electrified: 31.1% (2007) .

No Elections have been so far held for Panchayat in the state of Jharkhand. It was carved out of the state of Bihar in 2000, even though regular holding of panchayat elections is mandated under the 73rd Amendment. Several public-spirited people, who moved the Jharkhand High Court, initiated public interest litigation. In response to these petitions, the state government undertook to conduct elections in October 2002. The undertaking was, however, not honoured. Following, two more writ petitions. The High Court issued directions to hold elections on or before 31 March 2004. The state government flouted even this direction and contempt proceedings were initiated against the state Government. Subsequently, the state government sought extension of time for

completion of elections from 15 October 2005 to 23 October 2005. This prayer was allowed by the High Court on 8 August 2005. In pursuance of this, the government issued the elections notification. Approved by the State Election Commission, as S.O. No. 1443 on 22 August 2005 for holding of elections in five phases from 26 September 05 to 21 October 2005.

ii) In the meanwhile, the High Court pronounced a judgement on 2 September 2005 in response to several writ petitions, which had challenged the constitutional validity of some provisions for reservation of panchayat seats in the state. The High Court held that excessive reservation in the matter of panchayat elections was unreasonable and struck down certain provisions of the Jharkhand Panchayat Raj Act and PESA Act as unconstitutional. On the same date, i.e. 2 September 2005, the state government issued a notification cancelling the earlier election notification. The state government referred to the High Court judgment as the basis for its action.

iii) The Institute of Social Sciences, New Delhi challenged the cancellation of notification and moved the Supreme Court of India through a special leave petition for staying the judgement of the High Court as well as the cancellation notification and prayed for elections to be held without delay. The Institute strongly assailed the postponement of panchayat elections in the state. According to well-settled constitutional principles, especially Article 243-O, after the election process was set in motion by the notification, the same could not be withdrawn and the Hon'ble Court admitted its petition. However, the order of the **High Court** dated 30 September 2005 fell short of expectations as necessary directions to the government was missing. The apex court had only issued notices to the state and central government to explain their position and not issued any direction against arbitrary exercise of power by the Jharkhand government, which again led to postponement of elections.

v) **Profile of the selected districts**

District Garhwa

Table 6.16 **Population details**

All	Number	Percent
Total	1,035,464	100.00
Male	535,332	51.70
Female	500,132	48.30
Sex Ratio		934.25
Scheduled Caste		
Total (to All)	247,280	23.88
Male	127,685	51.64
Female	119,595	48.36
Sex Ratio		937.00
Scheduled Tribe (to All)		
Total	158,959	15.35
Male	81,605	51.34
Female	77,354	48.66
Sex Ratio		947.91

0 to 6 Years (to All)		
Total	226,883	21.91
Male	115,631	50.97
Female	111,252	49.03
Sex Ratio		962.13

Table 6.17 **Literates and Literacy rate**

All	Population	Literates	Lit. Rate
Total	1,035,464	317,078	39.21
Male	535,332	228,151	54.36
Female	500,132	88,927	22.87
Gender Gap			31.49
General			
Total	629,225	231,395	46.70
Scheduled Caste			
Total	247,280	54,203	28.40
Scheduled Caste			
Total	158,959	31,480	25.90

District Palamau

Table 6.18- **Population details**

All	Number	Percent
Total	2,098,359	100.00
Male	1,084,417	51.68
Female	1,013,942	48.32
Sex Ratio		935.01
Scheduled Caste		
Total (to All)	539,701	25.72
Male	278,598	51.62
Female	261,103	48.38
Sex Ratio		937.00
Scheduled Tribe (to All)		
Total	392,325	18.70
Male	199,311	50.80
Female	193,014	49.20
Sex Ratio		968.41
0 to 6 Years (to All)		
Total	429,130	20.45
Male	218,160	50.84
Female	210,970	49.16
Sex Ratio		967.04

Table 6.19

Literates and Literacy rate

All	Population	Literates	Lit. Rate
Total	2,098,359	750,293	44.95
Male	1,084,417	510,338	58.91
Female	1,013,942	239,955	29.88
Gender Gap			29.03
General			
Total	1,166,333	532,322	56.50
Scheduled Caste			
Total	539,701	112,253	26.70
Scheduled Caste			
Total	392,325	105,718	34.50

Source: [Source: http://pcserver.nic.in/dpis/summ_m.htm](http://pcserver.nic.in/dpis/summ_m.htm)

6.6 Maharashtra

i) Socio – Economic Profile

Area: 3,07,713 sq. km; No. of Villages: 43,711; No. of Towns: 378 (2001)

Demography: Total Population: 96,878,627 (2001); Rural Population: 55,777,647; Urban Population: 41,100,980 (2001); Scheduled Castes: 10.2%; Scheduled Tribes: 8.9% (2001); Density: 315 persons per sq. km (2001); Sex Ratio: 922 females per 1,000 males (2001)

Economy: Labour Force Participation Rate: 42.5% of total population (2001); Total Main Workers: 34,748,053; Total Marginal Workers: 6,425,298 (2001); Per Capita Income: Rs.32, 170 (at current prices) Quick Estimates (2004-05); State Domestic Product (Net): Rs.3, 28,451 crore (at current prices) Advance Estimates (2004-05)

Education: Literacy- Rural: 73.9%; Urban: 88.5%; Rural Female Literacy: 63.6% (2005-06); Primary Schools: 35,938(2005-06); Primary School Enrolment: 6,190,354 (2005-06); Primary School Teacher- Pupil Ratio: 1: 29 (2005-06)

Health: Life Expectancy- Male: 65.5 years; Female: 67.8 years (2000-04); Infant Mortality Rate: 36 per 1000 live births (2005); Government Doctors And Health Specialists in Rural Areas: 1,639 (2006); Population served per Government Hospital: 1,57,363 (2007); Primary Health Centres: 1,800 (2006)

Others: Rural Habitations with Access to Potable Water: 44.61% (2003); Total Fair Price /Ration shops: 50,160 (Jan., 2008); Road Length per 1,000 sq. km: 869.16 km (2002); Population Below Poverty Line: Total- 30.7% (2004-05); Villages Electrified: 87.7% (2007)

ii) Profile of the District Nashik

Table 6.20 **Population Details**

All	Number	Percent
Total	4,993,796	100.00
Male	2,590,912	51.88
Female	2,402,884	48.12
Sex Ratio		927.43
Scheduled Caste		

Total (to All)	426,516	8.54
Male	218,344	51.19
Female	208,172	48.81
Sex Ratio		953.00
Scheduled Tribe (to All)		
Total	1,194,271	23.92
Male	604,271	50.60
Female	590,000	49.40
Sex Ratio		976.38
0 to 6 Years (to All)		
Total	789,398	15.81
Male	411,061	52.07
Female	378,337	47.93
Sex Ratio		920.39

Table 6.21 **Literate and Literacy rate**

All	Population	Literates	Lit. Rate
Total	4,993,796	3,126,188	74.36
Male	2,590,912	1,823,366	83.65
Female	2,402,884	1,302,822	64.35
Gender Gap			19.30
General			
Total	3,373,009	2,374,018	82.40
Scheduled Caste			
Total	426,516	263,963	73.50
Scheduled Caste			
Total	1,194,271	488,207	50.70

District Pune

Table 6.22 **Population Details**

All	Number	Percent
Total	7,232,555	100.00
Male	3,769,128	52.11
Female	3,463,427	47.89
Sex Ratio		918.89
Scheduled Caste		
Total (to All)	761,857	10.53
Male	390,965	51.32
Female	370,892	48.68
Sex Ratio		949.00
Scheduled Tribe (to All)		
Total	261,722	3.62
Male	133,835	51.14
Female	127,887	48.86
Sex Ratio		955.56

0 to 6 Years (to All)		
Total	968,851	13.40
Male	509,367	52.57
Female	459,484	47.43
Sex Ratio		902.07

Table 6.23 **Literate and Literacy rate**

All	Population	Literates	Lit. Rate
Total	7,232,555	5,039,290	80.45
Male	3,769,128	2,879,761	88.34
Female	3,463,427	2,159,529	71.89
Gender Gap			16.45
General			
Total	6,208,976	4,435,006	82.10
Scheduled Caste			
Total	761,857	469,139	72.50
Scheduled Caste			
Total	261,722	135,145	62.20

Source: [Source: http://pcserver.nic.in/dpis/summ_m.htm](http://pcserver.nic.in/dpis/summ_m.htm)

6.7 Orissa

i) Socio - Economic Profile

Area: 1,55,707 sq. km; No. of Villages: 51,349; No. of Towns:138 (2001)

Demography: Total Population: 36,804,660 (2001); Rural Population: 31,287,422; Urban Population: 5,517,238 (2001); Scheduled Castes: 16.5 %; Scheduled Tribes: 22.1% (2001); Density: 236 persons per sq. km (2001); Sex Ratio: 972 females per 1,000 males (2001)

Economy: Labour Force Participation Rate: 38.8% of total population (2001); Total Main Workers: 9,589,269; Total Marginal Workers: 4,687,219 (2001); Per Capita Income: Rs.12, 388 (at current prices) Quick Estimates (2003-04); State Domestic Product (Net): Rs.52, 240 crore (at current prices) Advance Estimates (2004-05)

Education: Literacy- Rural: 61.4 %; Urban: 83.2%; Rural Female Literacy: 51.7% (2005-06); Primary Schools: 32,240 (2005-06); Primary School Enrolment: 4,131,054 (2005-06); Primary School Teacher- Pupil Ratio: 1:35 (2005-06)

Health: Life Expectancy – Male: 58.9 years; Female: 58.9 years (2000-04); Infant Mortality Rate: 75 per 1000 live births (2005); Government Doctors And Health Specialists in Rural Areas: 1,353 (2006); Population served per Government Hospital: 94,157 (2007); Primary Health Centres: 1,279 (2006)

Others: Rural Habitations with Access to Potable Water: 63.57%(2003); Total Fair Price /Ration shops: 29,823 (Jan., 2008); Road Length per 1,000 sq.km: 1,522.30 km (2002); Population Below Poverty Line: Total - 46.4% (2004-05); Villages Electrified: 55.8% (2007)

ii) District Profiles of the Sundergarh

Table 6.24 **Population details**

All	Number	Percent
Total	1,830,673	100.00
Male	935,601	51.11
Female	895,072	48.89
Sex Ratio		956.68
Scheduled Caste		
Total (to All)	157,745	8.62
Male	79,681	50.51
Female	78,064	49.49
Sex Ratio		980.00
Scheduled Tribe (to All)		
Total	918,903	50.19
Male	458,815	49.93
Female	460,088	50.07
Sex Ratio		1,002.77
0 to 6 Years (to All)		
Total	264,988	14.47

Male	134,537	50.77
Female	130,451	49.23
Sex Ratio		969.63

Table 6.25 **Literates and literacy rate**

All	Population	Literates	Lit. Rate
Total	1,830,673	1,015,485	64.86
Male	935,601	603,510	75.34
Female	895,072	411,975	53.88
Gender Gap			21.46
General			
Total	754,025	525,679	79.70
Scheduled Caste			
Total	157,745	83,171	61.50
Scheduled Caste			
Total	918,903	406,635	52.80

Table 6.26 - Distribution of total workers by industrial category

Worker	Number	Percent
Total	738,803	40.36
Male	480,285	51.33
Female	258,518	28.88
Agri. Labourers		
Total	219,860	29.76
Male	85,375	17.78
Female	134,485	52.02
Cultivators		
Total	218,869	29.63
Male	150,501	31.34
Female	68,368	26.45
Household		
Total	16,946	2.29
Male	10,322	2.15
Female	6,624	2.56
Others		
Total	283,128	38.32
Male	234,087	48.74
Female	49,041	18.97
Non Worker		
Total	1,091,870	59.64
Male	455,316	48.67
Female	636,554	71.12

Source: [Source: http://pcserver.nic.in/dpis/summ_m.htm](http://pcserver.nic.in/dpis/summ_m.htm)

District: Khurda

Table 6.27 Population details

All	Number	Percent
Total	1,877,395	100.00
Male	986,886	52.57
Female	890,509	47.43
Sex Ratio		902.34
Scheduled Caste		
Total (to All)	254,251	13.54
Male	130,703	51.41
Female	123,548	48.59
Sex Ratio		945.00
Scheduled Tribe (to All)		
Total	97,186	5.18
Male	50,431	51.89
Female	46,755	48.11
Sex Ratio		927.11
0 to 6 Years (to All)		
Total	230,471	12.28
Male	119,688	51.93
Female	110,783	48.07
Sex Ratio		925.60

Table 6.28 Literates and literacy rate

All	Population	Literates	Lit. Rate
Total	1,877,395	1,310,867	79.60
Male	986,886	762,288	87.90
Female	890,509	548,579	70.36
Gender Gap			17.55
General			
Total	1,525,958	1,128,084	83.80
Scheduled Caste			
Total	254,251	141,941	65.00
Scheduled Tribe			
Total	97,186	40,842	49.90

Table 6.29 Distribution of total workers by industrial category

Worker	Number	Percent
Total	575,063	30.63
Male	496,558	50.32
Female	78,505	8.82
Agri. Labourers		
Total	94,393	16.41
Male	74,099	14.92

Female	20,294	25.85
Cultivators		
Total	79,480	13.82
Male	75,275	15.16
Female	4,205	5.36
Household		
Total	16,562	2.88
Male	11,946	2.41
Female	4,616	5.88
Others		
Total	384,628	66.88
Male	335,238	67.51
Female	49,390	62.91
Non Worker		
Total	1,302,332	69.37
Male	490,328	49.68
Female	812,004	91.18

Source: http://pcserver.nic.in/dpis/summ_m.htm

ii) **Panchayati Raj System In Orissa:** In Orissa the Gram Panchayat municipalities and notified area council chose the elected members from amongst the person residing within their respective areas while co opted members included representatives from SCs and STs and women if a member belonging to any of these categories was not elected. After the introduction of the three-tier Panchayat Raj system on the line of Balwant Ray Mehta Committee Report, the state government introduced three tier Panchayat Raj system of rural local government. Since then the Panchayat Samiti have been constituted at the block level and Zilla Parishad at the district level. While the Gram Panchayat and the block Panchayat Samiti continued to function, the Zilla Parishad continued for a short spell and was abolished in 1968. The gram panchayats had already been constituted at the village level since 1948. The districts (now numbering 30) are divided into bocks (a total of 314) to serve as a unit of development administration. A new act called Orissa Gram Panchayat Act 1964 was passed in 1965 consolidating all the laws relating to Gram panchayats in the State. This act was further amended in 1992.

iii) In terms of 73rd amendment not less than 1/3 seats are reserved for women. The reservation provision is also made applicable for the SCs, STs and backward classes women from the respective quotas of the three categories. These reserve seats for women are allotted by rotation to different wards of Grama Panchayat area.

iv) In each block there is a Panchayat Samiti, which consists of elected members, one from each Gram Panchayat area, and some from ex officio members.

Table-6. 30 **Orissa Panchayat at a glance**

<i>Tiers</i>	<i>No.s</i>	<i>Total</i>	<i>SC's</i>	<i>ST's</i>	<i>Women</i>
<i>Gram Panchayat</i>	5261	81077	7339 (9.12%)	11823 (14.58%)	28595 (35.27%)

<i>Panchayat Samiti</i>	314	5260	478 (9.09%)	809 (15.38%)	1870 (35.55%)
Zilla Parishad	30	854	85 (9.99%)	131 (15.34%)	294 (34.43%)

Source: Status of Panchayati Raj in the States and Union territories of India, 2000, Institute of Social Science, and New Delhi.

6.8 PRI institutes in selected states – at a glance

The status of Panchayati Raj Institutes at different levels in the selected states and current progress in activity mping in different states is as under:

Table 6.31 Number of Local Bodies at Different tiers in the selected study states

SL No	State	Levels of Rural Local	Number	Levels of Urban Local Bodies	Number
I	Chhattisgarh	1. Gram Panchayats-	9139	1. Municipal Corporations	10
		2. Janpad Panchayats-	146	2. Municipal Councils	28
		3. Zila Panchayats-	16	3. Nagar Panchayats	71
		Total	9301	Total	109
II	Gujarat	1. Village Panchayats	13781	1. Municipal Corporations	7
		2. Taluka Panchayats	224	2. Municipalities	142
		3. District Panchayats	26		
		Total-	14031	Total-	149

III	Jharkhand	NOMINATED		1. Municipal Corporations	1
		1. Gram Panchayats	3765	2. Municipalities	20
		2. Panchayats Samities	211	3. Notified Area Committees	22
		3. Zilla Panchayats-	22		
		Total-	3998	Total-	43
IV	Madhya Pradesh	1. Gram Panchayats -	22029	1. Municipal Corporations	14
		2. Janapad Panchayats-	313	2. Municipalities	86
		3. Zila Panchayats-	45	3. Nagar Panchayats	236
		Total -	22387	Total	336
V	Maharashtra	1. Village Panchayats -	28553	1. Municipal Corporations	16
		2. Panchayats Samities-	349	2. Municipal Councils	228
		3. Zilla Parishads-	33	(A+B+C)	
		Total -	28935	Total -	244
VI	Orissa	1. Gram Panchayats -	5261	1. Municipal Corporations	2
		2. Panchayat Samities-	314	2. Municipalities	33
		3. Zilla Parishads-	30	3. Notified Area	

			Councils	68
Total - 5605			Total	103

Note: Information gathered from the State Administration

Table 6.32 Status of District Planning Committees selected States.

Sl.No	Name of the State	Status of Constitution of DPCs
1	Chattisgarh	Constituted
2	Gujarat	Not constituted
3	Jharkhand	Not Constituted
4	Madhya Pradesh	Constituted, District in-charge Ministers are Chairpersons.
5	Maharashtra	Not Constituted
6	Orissa	Constituted only in 16 districts rest under consideration.

Note: Information gathered from the State Administration

Table 6.33 The current progress on activity mapping with respect to each selected state for study is as under;

	State	Subjects to be transferred through legislation	Subjects transferred and details of activity mapping undertaken	Latest position	Assessment and suggested future course of action
1	Chhatisgarh	29 subjects	27 subjects. All except forest and drinking water supply	Activity Mapping for 27 items has been prepared. However, in spite of several workshops conducted by the PR department to discuss Activity Mapping, no progress has been made to issue the necessary executive orders in this regard.	Statement of conclusions has been signed between the CM Chhatisgarh and Minister, but there seem to be certain roadblocks mainly <u>due to official lethargy</u>
2	Gujarat	15 subjects	14 subjects	Activities mapping has been done for 14 subjects. 5 subjects have been partially devolved. With respect to 10 functions, activities are yet to be devolved. The matter has been taken to the State Cabinet for policy decisions on identification of funds, functions and functionaries.	Gujarat is also not making much headway in activity mapping required to be pursued.

3	Maharashtra	18 subjects	NA	There has been no move on Activity Mapping after the Round Table. Chief Secretary took two meetings, but nothing has progressed since then. Pr. Secretary PR Maharashtra states that saturation has been reached in respect of devolution of powers and it is not intended to devolve more than 18 subjects. He states that in respect of these 18, orders were issued in 2003.	State Government of Maharashtra need to be pursued for Activity Mapping.
4	Madhya Pradesh	23 subjects	7 subjects	For 7 or 8 subjects, Activity Mapping was prepared by an NGO, Samarthan. The same NGO, has been requested to undertake this for all 23 subjects.	State Government should be requested to consider the report
5	Orissa	25 subjects	7 subjects	Activity mapping has been issued in respect of 9 subjects, in the presence of the Minister and the Chief Minister.	The next step is to ensure that the Activity Mapping undertaken is manifested in the form of fiscal transfers to Panchayats
6	Jharkhand	25 subjects	NA	NA	NA

Note: Information gathered from the State Administration

6.9 General Social Sector initiatives by the selected States:

Madhya Pradesh has made use of the panchayat system in an innovative way to meet social sector demands. It has given lot of importance to social sector; particularly women empowerment and its achievements have been recognized at national level. Janani Suraksha Yojana, fifty percent reservation to women in local bodies, Goan Ki Beti Yojana, free cycles to girl students, Kanyadan scheme, Ladli Laxmi Yojana and gender budgeting have gone a long way in empowering women in the state.

In other states like Gujarat, Maharashtra, Chhatisgarh, Orissa and Jharkhand, lots of work has been done for empowering women. **Suitable measures to further improve their social, economic and educational conditions have been undertaken. Besides this, bringing about a positive attitudinal change in society towards women and girls is required.** It would increase participation of women in decision making at PRI level, public life and administration.

6.10 Governance

Over last five years the states have experienced better Governance and a responsive administration. Various initiatives like One Day governance, holding of public welfare camps, Samadhan Online, and maximum use of Information Technology have considerably improved Governance in the states. Another initiative 'website' has also been launched to improve administration and Governance of the PRIs in the States.

Women power

It was extremely encouraging to see that in Mahila Panchayat women were quite enthusiastic to change things for the better. At the time of data collection they expressed their views in semi urban areas that and they are eager to keep pace with their urban counterparts.

Outcomes of the Mahila Panchayats in the State Madhya Pradesh

- (a) Women are regaining the sense of self-worth and are no longer willing to take a backseat. They want to be treated with respect and dignity and now hate any ideas or ideology that treat them as a commodity.
- (b) They want to take decisions on matters bearing on them.
- (c) Women want access to opportunities and resources, without any discrimination, for their economic independence.
- (d) They want to be able to influence the social and other changes playing a more active role in nation building activities.
- (e) Last but not the least they want total control on their own lives without any undue interference from any quarter.
- (f) These are the five components of women empowerment in all its dimensions.

Women and education

Education is the panacea to all ills plaguing the lives of women. By educating women we educate entire nation. An educated woman makes a better mother, a better wife and a better citizen. Discrimination against women is the biggest evil in present day Indian society. The discrimination begins right from the birth. A girl child is generally considered a liability and even curse. Boys are preferred over them in every respect. Women are considered expendable. To put an end to this, the responsibility for education of the girls should be taken by the government with the support of voluntary institutions and social workers dedicated to the cause of women.

Mother and childcare

Higher maternal mortality rate (MMR) and infant mortality rate is another area of great concern throughout India. All the State Governments have

taken up initiatives to promote institutional deliveries and involving Panchayats.

Economic empowerment:

Economic empowerment of women is a most important component of women's emancipation. In all the selected State Governments have decided to extend institutional credit to the self-help groups (SHG) of women to help them carry out their economic activities more efficiently and profitably. This has benefited large number of women's SHGs in the states.

6.11 General profile of the respondents

i) Growth, social justice and alleviation of poverty have been primary objectives of Indian planning since independence. Several anti-poverty measures focusing on the poor have been and are being implemented. These include programmes that address asset creation, capacity building, welfare of weaker sections, women and children and a number of programmes for self and wage employment. In a country where more than 70 percent people live in village and 27 percent below poverty line, the anti-poverty and employment generation programmes have tremendous challenges to meet. The programmes under wage employment include National Rural Employment Guarantee Programme (NREGP), Backward Region Grant Fund (BRGF), Swanjayantee Gram Swarojgar Yojana (SGSY), Employment Assurance Scheme (EAS), Million Wells Scheme (MWS) and Indira Awaas Yojana (IAY), The self-employment programmes being implemented in rural areas are Development of Women and Children in Rural Areas (DWCRA) and Supply of Improved Toolkits to Rural Artisans (SITRA). There are also welfare schemes under the National Social Assistance Programme (NSAP). In addition, there are area development programmes like Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP), Rural Water Supply and Sanitation etc., which have a direct bearing on the quality of life of poor people.

ii) Despite the facts stated above, lack of appropriate skills and access to information are hampering the performance of women in Panchayati Raj Institutions. As a result, only a few women representatives had become PRI members out of their own interest and self-motivation. While the reason for becoming a PRI member by a large segment of the women representatives (61.6%) was the reservation for women i.e. "women Seat", only some women representatives (24%) mentioned that they had done so because of their interest in social work / village development. Regrettably, most of the women were seen only as figurative members of the Panchayat, with the actual responsibilities being shouldered by their family members. At the GP level, only a few (13.6%) thought of PR as "Government of the people, by the people and for the people", which the other were either unaware (44.8%) or related it to village development work (41.6%).

iii) Need **for capacity building and focused training on PR functioning**

and bottom up planning

Majority of the women representatives' at all 3 levels of Panchayat were between 31-40 years (34.8%) with higher proportion of them belonging to SC and ST category. A majority of them had only studied up to the primary level (59.2%). The 73 rd constitutional amendment act (CAA) provided a great thrust to the process of grassroot democracy. A major contribution to the inclusion of women in government was the provision for 1/3 rd reservation to them in PRI.

iv) Women Representatives & political linkages,

Large number of elected women representatives expressed their affiliation to the Congress Party in Maharashtra, BJP and BJD in Orissa, BJP and Congress in Chhatisgarh, JMM, BJP, Congress in Jharkhand and BJP and Congress in Gujarat. In Madhya Pradesh women were equally divided with Congress and BJP.

It was found during focus group discussion that Independent candidates have a difficult time in getting their scheme approved as the government functionaries keep delaying the work and pay no attention. It was also reported that independent candidates after being elected generally join the political party in power.

In almost all the states selected for study, it was found that they suffer from lack of capacity and access to information at the grass roots level which makes the decision making process difficult. Reservation of seats for women and other marginalized group such as SC and ST to further the objective of social justice is still overshadowed by caste, class and deep-rooted patriarchal system.

v) Scheduled Castes and Tribes get posts but without power

While collecting data and during Focus Group Discussion (FGD) in the selected states, it was observed that in almost all the cases while SC and ST members were elected in the key posts of Panchayats, they were not involved in decision-making. Even it was found that they are generally not invited for panchayats meetings. As such often development initiatives were sanctioned without their knowledge. Though in some of the Panchayats upper castes were in minority, they influenced all the important works. These facts- are a sad commentary on the functioning of Indian democracy at the grass roots level. As caste based discrimination is common in the villages and extend beyond schools. Even it was found that two aganwadi centers have been opened separately for upper castes and lower castes in MP. Situation is more or less same in Gujarat and Maharashtra. It was reported that if a SC person is incharge of aganwadi centers, upper castes refuse to send their children. Discrimination against SC/ST/OBC elected representatives is common, Thus quite often **SC and ST women get posts, but not the powers that go with the post.**

...

Chapter-VII

Grassroots Democracy, Bottom up planning, Women Participation Data Analysis

7.1 **Panchayati Raj Institutions** – the grass-roots units of self-government – have been proclaimed as the vehicles of socio-economic transformation in rural India. Effective and meaningful functioning of these bodies would depend on active involvement, contribution and participation of its citizens both male and female. Gandhiji's dream of every village being a republic and Panchayats having powers has been translated into reality with the introduction of the three-tier Panchayati Raj system to enlist people's participation in rural reconstruction. April 24, 1993 is a landmark day in the history of Panchayati Raj in India as on this day the Constitution (73rd Amendment) Act, 1992 came into force to provide constitutional status to the Panchayati Raj institutions.

7.2 During the survey, it was found that even though several problems existed in the proper functioning of Panchayats, there were bright spots as well. States like Gujarat, MP, and Orissa had taken several steps to ensure better functioning of Panchayats and monitoring the same by linking them with Internets. In Gujarat almost all Panchayta had been provided with computers and they were found to be functional. Many Panchayats had reasonably good office buildings and infrastructure or smooth functioning with the help of Panchayat Secretary/Extension Officers, who were well aware of the Central/State development schemes operational I their areas. Proper records were also being maintained.

7.3 It was heartening to know that many villages visited by Survey team in different states had won Nirmal Gram Awards, which essentially were based on successful implementation of total Sanitation campagn with the following features:

- a) All households in the Panchayat area to have access to sanitary toilets.
- b) All Schools & Anganwadis to have access to toilet facility.
- c) Panchatat area is free from open defacation and,
- d) Overall clean environment is maintained in the Gram Panchayat area.

Table-7.1 **Educational Status of the household surveyed**

7.4 Study was conducted in six states to know the “Impact of Bottom up planning under PRIs and Women Participation therein in the state of Jharkhand, Chhatisgarh, Madhya Pradesh, Gujarat, Maharashtra and Orissa”. When we analyze the education attainment of the households surveyed, surprisingly, it was found that female were more educated (68.77%) than their male(54.44%) in the sample areas at the primary level. In the middle level also female (were more educated (75.66%) in compare to their counter part male (67.22%) members, however at the level of secondary/ higher secondary and graduate level data shows that female education has sharply declined in the sample area in compare to their male it is due to their marriage and various other social reasons. However, in terms of educational attainment of SC/ST women members were comparatively lower than those who are in non-SC/ST communities.

7.5 Out of total 1800 households surveyed, 694 (38.55%) households belong to general category and 1106 (61.44%) households surveyed were from the category of Scheduled Castes (SCs) and Scheduled Tribes (STs). In the state of Chhatisgarh and Jharkhand only 2 and 16 households from the general category respectively were taken in the sample out of 300 each household covered. In Madhya Pradesh out of total 300 household’s survey 222 households were from the general category and only 78 households covered from the SC/ST category as shown in table 7.2 alongside.

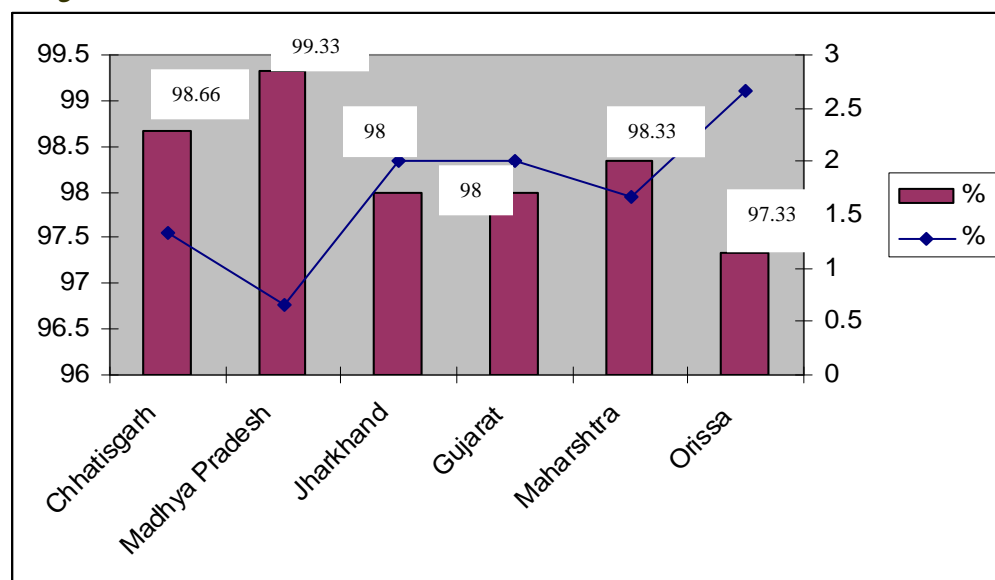
Sl No.	State	Belong to				
Sl. No		Gener al	%	SC/ST	%	Total
1	Chhatisgarh	2	0.67	298	99.33	300
2	Madhya Pradesh	222	74.00	78	26.00	300
3	Jharkhand	16	5.33	284	94.67	300
4	Gujarat	158	52.67	142	47.33	300
5	Maharashtra	164	54.67	136	45.33	300
6	Orissa	132	44.00	168	56.00	300
Total		694	38.56	1106	61.44	1800

Sl No.	State	Number of Household	Primary		Middle		Secondary & Higher Secondary		Graduate & above	
			Male	Female	Male	Female	Male	Female	Male	Female
1	Chhatisgarh	300	152	206	240	182	146	30	8	2
2	Madhya Pradesh	300	122	150	158	126	88	22	6	2
3	Jharkhand	300	90	132	188	180	136	136	74	82
4	Gujarat	300	168	152	144	168	280	182	68	30
5	Maharashtra	300	290	384	282	474	244	206	112	122
6	Orissa	300	158	214	198	232	218	152	94	34
Total		1800	980	1238	1210	1362	1112	728	362	272
Percentage			54.44	68.77	67.22	75.66	61.77	40.44	20.11	15.11

7.8 Data were collected from the six study states on the basis of a structured questionnaire. The findings revealed that 98.22% of the households think and accept that Panchayat is a useful primary unit of democracy and only 1.72% of the respondents have said that panchayat is not doing any thing for the people's empowerment.

Table-7.3 Responses of the Household who think Panchayat is a useful primary unit of democracy					
Sl No.	State	Response of the Household			
		Yes	%	No	%
1	Chhatisgarh	296	98.66	4	1.33
2	Madhya Pradesh	298	99.33	2	0.66
3	Jharkhand	294	98	6	2
4	Gujarat	294	98	6	2
5	Maharashtra	295	98.33	5	1.66
6	Orissa	292	97.33	8	2.66
Total		1769	98.27	31	1.72

Table-7.3 Responses of the Household who think Panchayat is a useful primary unit of democracy



Responses of the Household who do not think Panchayat is a usefull primary unit of democracy were from 0.66% to 2.66 of all the States.

7.9 The Act aims to provide 3-tier system of Panchayati Raj for all States having population of over 2 million, to hold Panchayat elections regularly every 5 years, to provide reservation of seats

Table7-4 Provision of reservation to women in Pnchayat

Sl No.	State	Yes	%	No	%
1	Chhatisgarh	288	96	12	4
2	Madhya Pradesh	252	84	48	16
3	Jharkhand	290	96.66	10	3.33
4	Gujarat	204	68	96	32
5	Maharashtra	296	98.66	4	1.33
6	Orissa	288	96	12	4
Total		1618	89.88	182	10.11

for Scheduled Castes, Scheduled Tribes and Women, to appoint State Finance Commission to make recommendations as regards the financial powers of the Panchayats and to constitute District Planning Committee to prepare draft development plan for the district. Data shows that in the maximum cases reservation to women in general and SC/ST women in particular, were provided in the sample panchayats. In fact, 89.88% of the households knew that women and SC/ST women are provided reservation in the panchayats.

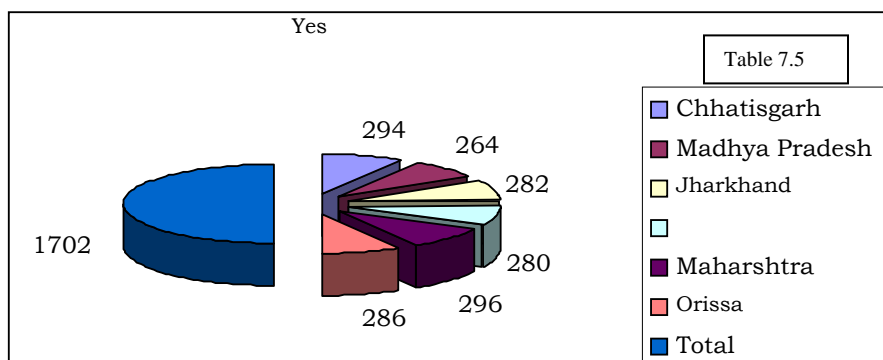
7.10 There is a growing demand for an increasing presence of women and their empowerment leading to Decision-making. It is argued that women need to be 'empowered' in the realm of decision-making so as to facilitate their 'real' empowerment. In a path-breaking move to empower women at the grassroots

Table-7-5 Role of the women members in Panchayat in decision making in household

Sl No.	State	Yes	%	No	%	Total
1	Chhatisgarh	294	98	6	2	300
2	Madhya Pradesh	264	88	36	12	300
3	Jharkhand	282	94	18	6	300
4	Gujarat	280	93.33	20	6.66	300
5	Maharashtra	296	98.66	4	1.33	300
6	Orissa	286	95.33	14	4.66	300
	Total	1702	94.55	98	5.44	1800

level, the central government approved on 27th August, 2009 a proposal to increase reservation for them in panchayats to 50%. The enhanced reservation would be

applicable to the total number of seats to be filled by direct elections. At present, out of the total elected representatives of panchayats, numbering approximately 28.1 lakhs, 36.87% are women.



With the

proposed constitutional amendment, the number of elected women representatives is expected to rise to more than 14 lakhs. States like Bihar, Uttarakhand, Himachal Pradesh and Madhya Pradesh have already implemented 50% quota for women in the panchayati raj institutions. Rajasthan has announced to implement with next panchayat elections in 2010. Kerala has also declared its intention to implement it soon.

In local government, the impact of reserving one third of seats for women in the Panchayati Raj Institutions (PRIs) has been immense. It has empowered women both politically and socially. We have tried to get the information about the role of the women members in Panchayats and houses in decision-making. Data shows that overall in decision-making process in the Panchayat and in their homes. In all the more than 90% women members are actively involved in decision making process in the panchayats and also in their homes (Table 7.5). The small fractions of 5.44% women members who are not involved in decision-making process are generally from the poor SC community.

7.11 Thus, majority of the selected respondents (more than 90%) have agreed

Table-7.6 Capacity of Panchayat to attend all development work						
Sl No.	Name of the State	Yes	%	No	%	Total
1	Chhatisgarh	294	98	6	2	300
2	Madhya Pradesh	214	71.33	86	28.66	300
3	Jharkhand	296	98.66	4	1.33	300
4	Gujarat	292	97.33	8	2.66	300
5	Maharashtra	286	95.33	14	4.66	300
6	Orissa	288	96	12	4	300
	Total	1670	92.77	130	7.22	1800

that panchayat is capable in handling and attending all

developmental work and only 7.22% were not in agreement with majority of the respondents. Majority of the respondents in all the states of study were supported the statement that 'panchayat is capable in attending all development work' however; in the state of Madhya Pradesh sizeable 28.66% were having different view with the majority. Respondents, at the time of data collection said to ensure increased participation of the community members and to enhance the capability of the panchayats in all the aspects of decision making process and implementation of development projects, practical training need to be provided to build capacities of a wide range of plan and policies implementation.

7.12 The table below indicates the subjects that panchayats are more comfortable in hadnlings mentioned against the selected study states. These generally include subjects like Construction of rural roads, small bridges, culverts and minor water bodies, sanitation work, school building, drinking water pipelines, management of SHG , primary education, animal husbandry , hospital/health, rural .library , social forestry, , community assets , community welfare programmes of women and child development and public distribution system (PDS). At the time of data collection, we were apprised that, if the above subjects are fully transferred to the panchayats along with funds and functionaries, panchayats will be able to better discharge its duties with commitment and dedication.

Table-7.7 Capacity of Panchayat in undertaking development work

Sl No.	Name of the State	Subjects to be transferred to Panchayat
1	Chhatisgarh	Family Planning and Family welfare, AIDs awareness & Education, Forestry, Animal husbandry, creation and management of community assets, Programmes of weaker sections and women & children, Rural house, water supply, school library, sanitation, electricity, minor irrigation and construction of roads, well small water bodies and culverts al all employment.

2	Madhya Pradesh	Arrangement of drinking water, electricity, family welfare and welfare of SC/ST, village sanitation, construction of village roads, bridge and culverts, management of SHG, primary education and school, animal husbandry, hospital/health, rural. Library, forestry, community assets, aganwadi, small irrigation facilities, rural housing, programmes of women and child development and public distribution system (PDS), NREGA and IAY.
3	Jharkhand	Election of Panchayats has not been held in the state of Jharkhand. However, nominated Gram Panchayats are working in the state. Out of 300 respondents, 148 people said that they are capable to undertake all subjects identified in the constitution and all development work in the panchayat. However, majority of them were not having their own views on this aspect.
4	Gujarat	Women and child development, land reforms, Social forestry work, drinking water, rural electrification and its management, agriculture extension work, family welfare, construction of rural housing, creation of and management of community assets, welfare and development programmes for weaker sections, PDS, management of primary education and adult education programme, primary health related programmes and management of minor forest produce NREGA and IAY.
5	Maharashtra	Construction of rural roads, small bridge, culverts and minor water bodies, sanitation work, school building, drinking water pipeline, family welfare programmes & community assets NREGA and IAY
6	Orissa	Primary school, health centres, construction of rural roads and bridges, community centre, small pond and dam for irrigation, drinking water pipelines, sanitation work, agriculture extension work, social forestry, management of community assets, minor forest produce, NREGA and IAY etc.

Respondents were of the view that panchayats are capable of undertaking development works listed in the above table. However, after careful analysis of the capability of panchayats, it is observed to assign the following works to panchayats, which can be more effectively attended at the present level of capacity of the panchayats.

- Wage-Employment Programmes under rural development e.g. NREGA
- Creation and management of community assets.
- Site selection- In many cases, there was wrong selection of site for undertaking development work. There is a need to establish better coordination between officials of various departments at district and block level.
- Welfare Schemes- Panchayats should be fully involved for beneficiary's selection procedure for social welfare programmes. They should ensure regular payments of pensions to all beneficiaries through post office accounts. It was found that almost 70 per cent of the sample beneficiaries had been enjoying benefits of two or more schemes simultaneously while there are many households below poverty line which had not been sanctioned any of the schemes.
- Primary Education

- Primary Health Care- In all the Primary Health Centers shortage of medicine and absence of maternity care were seen. Absence of Doctors was also noticed.

7.13 Panchayats should be enabled and encouraged to deal with the following activities;

- Streamlining delivery system to make them more responsive to the people.
- Planning, implementation, and monitoring of development programmes.
- Both the delivery systems and PRIs should be sensitized towards the needs and aspirations of vulnerable sections of the poor, women and children.
- Need to make officials sensitive to participatory approach.
- Dissemination of information is necessary to remove communication gaps so that selection of beneficiary is done as per needs.
- Convergence of Services: To speed-up the processing, and minimize the time for allotting schemes, there is a need for coordination among the departments concerned particularly in respect of flow of funds from various departments.
- Monitoring & Evaluation: Panchayat has to monitor and evaluate all the welfare schemes for periodic improvements. A system of participatory monitoring and evaluation should be evolved in which beneficiaries, Yuvak Mandal Dals, NGOs, Mahila Mandals should send direct feed back to concerned officials for follow-up action.
- Professionalism in Rural Development Administration has to be promoted.
- Capacity Building efforts for Panchayat Raj Office bearers in the areas of Project Planning, Financial Management, etc. have to be provided.
- Institution Building: Democratizing the functioning of Gram Sabha by collective participation of women, a weaker section in decision-making is necessary.
- There is a need for a system for Panchayats to encourage better governance.
- Integrated Village Development Planning: There is a need to integrate the programme aimed at individual and community development schemes for the overall development of the village itself.
- Research on Structure of Poverty: It is suggested that local institutions should play a pro-active role to formulate norms and methods to tackle the problem of poverty (repeated....)

7.14 Data shows the requirement of awareness for elected members for effective implementation of panchayat level programme and to sensitize various stakeholders on issues affecting poor people. Data reveals that 93.11% of the respondents need various government programmes awareness to avail of the benefits, more awareness on various (97.33%) in all the aspects of the rural life is required in the states of Chhatisgarh and Gujarat, followed by Madhya Pradesh (94%), Jharkhand (93.33%) and Maharashtra (89.33%). Data shows that in comparison with other five study states, Orissa panchayats people are well aware; though (87.33%) of them also need awareness. The percentage of respondents do not need any awareness is 12.66% in Orissa followed with Maharashtra (10.66%), Jharkhand (6.66%), Madhya Pradesh (6%) and only 2.66% each in Chhatisgarh and Gujarat.

Sl No.	Name of the State	Yes	%	No	%
1	Chhatisgarh	292	97.33	8	2.66
2	Madhya Pradesh	282	94	18	6
3	Jharkhand	280	93.33	20	6.66
4	Gujarat	292	97.33	8	2.66
5	Maharashtra	268	89.33	32	10.66
6	Orissa	262	87.33	38	12.66
	Total	1676	93.11	124	6.88

An important criterion of the success of panchayats rule is how effectively they provide basic services to their citizens. E.g. roads, streetlights, public ration distribution, primary education, health care, anganwadi, housing, drinking water, waste management, sanitation and supply of electricity. Keeping in view the imperative requirement of creating awareness, mass awareness campaigns need to be undertaken through print media, posters, rallies, street plays and village meetings to disseminate information on the Panchayati Raj system and peoples programme. Efforts also should be made to focus attention towards the empowerment of women in general and SC/ST in particular. Awareness is also as regards various rural development and health related programmes such as National Rural Employment Guarantee Programme, Backward Reason Grant Fund (BRGF), IAY and National Rural Health Mission. In addition to this, youth activities in different aspects for nation building should be taken up by the panchayats.

7.15 We have tried to access information to know whether Panchayats are able to appoint and manage PHC, Doctors, and Nurse & Primary School Teacher etc. Data shows that more than 50% of respondents have said 'yes' that panchayat can manage the PHC & Primary Schools etc effectively. However, considerable numbers of respondents (42.44%) said that panchayats can not manage and appoint the PHC, Doctor, Nurse & Primary School Teacher properly due to lack of capacity. Therefore, it is suggested that comprehensive capacity development programme need to be launched by the Ministry of Panchayati Raj so as panchayats become capable to take responsibility for managing development policies and programmes as part of bottom up planning.

Table-7.9 Panchayat able to appoint and manage PHC, Doctor, Nurse & Primary School Teacher.

Sl No.	State	Yes	No
1	Chhatisgarh	156	144
2	Madhya Pradesh	163	137
3	Jharkhand	189	111
4	Gujarat	164	136
5	Maharashtra	188	112
6	Orissa	176	124
		1036 (57.55%)	764 (42.44%)

7.16 Data shows that 55.83% of the respondents were involved in the Planning, Implementation, and Monitoring of the Rural Development Programmes. However, 41.16% respondents were having different view. The disadvantaged sections of the population were not involved in the above exercise, as seen in table 7.10.

Table-7.10 Level of respondents Participation in Planning, Implementation, Monitoring of the Rural Development Programmes

Sl No.	Name	Involved	Not involved
1	Chhatisgarh	136	164
2	Madhya Pradesh	194	106
3	Jharkhand	105	195
4	Gujarat	198	102
5	Maharashtra	192	108
6	Orissa	180	120
Total		1005	795
Percentage		55.83	41.16

The necessary linkages in some of the programmes, such as credit, marketing and so on, are weak. In so far as self-employment programmes are concerned it is observed that the capacity building is currently limited to imparting production related skills. However, if the enterprises are to be successful, the beneficiaries also need entrepreneurial skills, rudimentary understanding of marketing and accounting and financial management. One of the weakest links in the programme implementation is the monitoring. Convergence of anti-poverty programmes with other major minimum needs programme like, primary education, health, family planning, nutrition, rural drinking water supply and sanitation is minimal. The emphasis is overwhelmingly in creating new assets with practically little attention paid to the maintenance of the existing ones. The pattern of allocation between various programmes tends to be uniform irrespective of the local and regional attributes. The people's preferences of the government programmes are for productive household assets, other household assets, community assets and

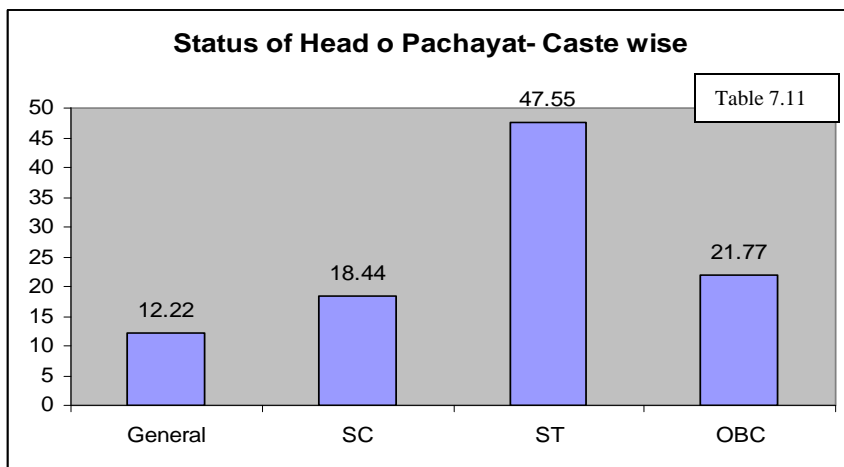
wage employment in that order. This order of preference is not reflected in the allocation of resources across various programmes. Having seen that the wage employment programmes are not the most preferred from the point of view of the rural population, it should be noted that they have a role, though seasonal, in augmenting the household earnings.

During the course of data collection, it was alleged by some respondents that often plans and policy implementation are politicized, corruption is rampant. The local public also reported wastage and misuse of funds public funds widely. Some of these allegations might be true; some might be motivated overshoot. Given the existing social and political structure and value system of our society, some flaws and leakage in any development programme centralized or decentralized - are bound to occur and taken for granted. In fact model of decentralized planning appeared to be inherently more prone to politicization, corruption, and leakage of funds than the conventional, centralized Planning.

7.17 We have assessed the status of the head of the panchayat caste wise. Data revealed that in the sample area 12.22% panchayats were headed by general category, OBC 21.77%, 18.44% by Scheduled Caste and 47.55% by the Scheduled Tribe.

Sl. No.	State	General	SC	ST	OBC
1	Chhatisgarh	10	60	158	72
2	Madhya Pradesh	10	100	58	132
3	Jharkhand	8	32	226	34
4	Gujarat	24	16	196	64
5	Maharashtra	120	82	60	38
6	Orissa	48	42	158	52
	Total	220	332	856	392
	Percentage	12.22	18.44	47.55	21.77

Very important questions were asked from the respondents that what the role is played by the SC/ST members in the panchayats. It was reported that the Scheduled Castes and Scheduled Tribes (SCs/STs) communities have been traditionally deprived of the developmental resources entitled for them. Though variety of initiatives have been undertaken to build their capacities and mainstream them in the social and political system, unfortunately results are far from what has been envisaged.



The 73rd and 74th Constitutional Amendment Acts provided an opportunity for mainstreaming of SCs/STs in political, social and economic decision-making process.

Article 243(D) makes provision for reservation of SCs and STs in every panchayat in proportion to the population in that area. Such seats will be filled by direct election and shall be allotted by rotation to different constituencies. After almost 16 years of these Constitutional provisions, it has been noticed that except a few encouraging results in small pockets, SC and ST leaders still have to overcome the social barriers and system to perform in the interest of their community. They are still deprived of their powers as elected representatives, and even now they are not allowed by the upper castes to sit and chair the proceedings of the panchayats. A number of no confidence motions against them are also one of the consequences of their social exclusion. For women belonging to these communities, it is dual oppression; especially when they try to assert their leadership they face incidences of sexual violence.

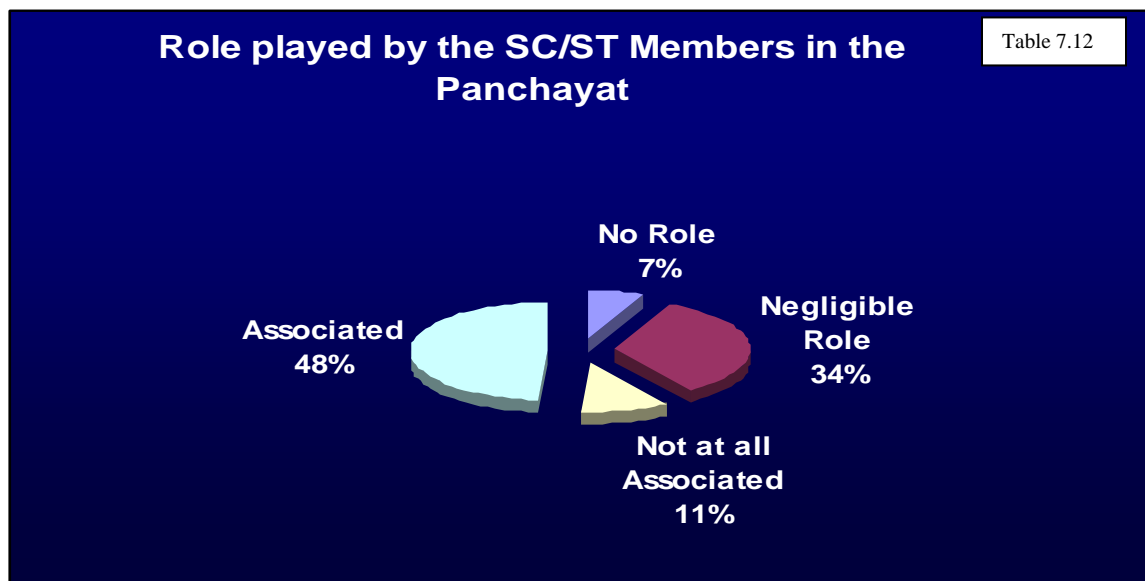
7.18 Table 7.12 above shows that out of 1800 respondents, 6.77% have said SC/ST do not have any role in the panchayat, 33.77% have reported negligible role by the SC/ST. In regard to associating SC /ST in the panchayats, data reveals that out of 1800 respondents

Table-7.12 Role played by the SC/ST Members in the Panchayat

Sl. No.	Name of the State	No role	Negligible role	Not at all Associated	Associated
1	Chhatisgarh	8	4	40	248
2	Madhya Pradesh	12	102	52	134
3	Jharkhand	2	14	4	280
4	Gujarat	22	208	10	60
5	Maharashtra	42	98	48	112
6	Orissa	36	182	36	46
	Total	122	608	190	880
	Percentage	6.77	33.77	10.55	48.88

10.55% have said that SC/ST are not at all associated in the panchayat activities. However, around 49% of them have said they are fully associated in the activities of the panchayat. The imperative need for people development arises because of the gap between the socio economic and human resource

development status of the SC/ST and non-SC/ST population are clearly visible in the study area. These differences can be seen from the following significant socio-economic indices.



7.19 When we asked from the respondents to know the involvement of SC, ST Women members at Panchayat level, it was reported that the SC, ST and Women

members of Gram Panchayat at have 'reservations' and priority is given to this sections of the populatio

Table-7.13 Involvement of SC/ST women at Panchayat level

Sl. No.	Name of the State	Not involved	Some way involved	Ignored	Full contribution	No contribution
1	Chhatisgarh	42	226	6	4	22
2	Madhya Pradesh	98	106	8	58	30
3	Jharkhand	24	248	6	6	16
4	Gujarat	22	210	10	56	2
5	Maharashtra	10	180	96	34	28
6	Orissa	40	154	28	36	42
	Total	236	1124	154	194	140
	Percentage	13.11%	62.44%	8.55%	10.77%	7.77%

n. One third of the seats of membership are reserved for these women. Preference is given to SC, ST and Backward Communities by way of locating the schemes in their habitations on priority. However, it was found that 13.11% SC/ST women are not at all involved in the panchayat activities, 62.44% of them are partly involved, and 8.55% are completely ignored. Data shows that only 10.77% SC/ST women are making full contribution in the panchayat activities. During the course of FGDs it emerged that women's importance need to be recognized and potential of this segment of the population is required to be harnessed. Efforts should be made to enhance the involvement of SC/ST women in all planning and development efforts of the panchayat.

7.20 At present Scheduled Caste (SC) and Scheduled Tribe (ST) women are not

Table-7.14 Possibility of SC and ST women empowerment through Panchayat

Sl. No.	Name of the State	By actively Associating	By providing appropriate place	By giving chance to be elected	By Extending importance	Comprehensive awareness
1	Chhatisgarh	24	48	33	22	173
2	Madhya Pradesh	26	22	44	182	26
3	Jharkhand	25	38	48	51	138
4	Gujarat	43	82	106	24	45
5	Maharashtra	48	104	94	28	26
6	Orissa	88	70	26	44	72
	Total	254	364	351	351	480
	Percentage	14.11%	20.22%	19.5%	19.5%	26.66%

enough capacitated for full participation in the panchayat activities? They should be empowered by extending comprehensive awareness (26.66%) in all the development efforts being made by the local authority.

This is also important to provide (20.22%) appropriate place in the panchayat and by giving chance to be elected (19.5%) and also by recognizing their importance (19.5%) in the panchayat. While doing so they need to be associated in all the ongoing activities and events of the panchayat.

7.21 When we asked the respondents that what is the role of panchayat in providing political empowerment to SC/ST men/women, 19.5% of the respondents said that panchayats provide chance in the Gram Sabha, 27.3% allowing the SC/ST men and women to be elected in pachayat and more than half of the respondents (53%) have said that

Table-7.15 Role of Panchayat in providing political empowerment to SC/ST men/women

Sl. No.	Name of the State	By giving them chance in Gram Sabha	Allowing them to be elected	Giving them all social support
1	Chhatisgarh	28	32	240
2	Madhya Pradesh	10	118	172
3	Jharkhand	19	31	250
4	Gujarat	61	109	130
5	Maharashtra	112	134	54
6	Orissa	122	68	110
	Total	352	492	956
	Percentage	19.55	27.33%	53.11%

panchayat provide social support to this segment of the population. Data shows that social support towards SC/ST in Maharashtra is weak. However, in the tribal dominated states of Chhatisgrah and Jharkhand social support for political empowerment of SC/ST is very high providing chance to be elected in Panchayat.

7.22

Table-7.16 Suggestions for improvement of Panchayat functioning at the level of present functioning and the way

Suggestions: Create cemented road, PWD task, solve water problem, put market & fair shop under the control of panchayat, improve the awareness level of PRIs members in regard to rules and responsibility, full cooperation of people need to be explored, primary health center should be under panchayat, strengthen panchayats in all aspects of (3FFFs), more support from Government officials should be given to panchayat, improve the panchayat infrastructure, more fund to be given, more scheme to be given, information on Government plan/policy should be extended to PRIs, regularly organize training to PRI on various issue related to roles and responsibility. Qualifications for panchayat members should be prescribed, before implementation any programme PRI members should be involved in proper planning and later on in implementation and monitoring, regular training in all aspect of project planning and implementation need to be extended at PRI level, better co-ordination at block, ashram school, middle school, primary helath centre, aganwadi should be put under the administrative control of the panchayat and agriculture extension work should be given to PRI. All local market and market complex to be put under the control of panchayat, strengthen panchayat comprehensively by providing more Funds, Functions and Functionaries, create comprehensive technical knowledge among the people, capacity building training should be imparted both for general people and panchayat members. Management of minor forest poroduce should be put under the control of panchayat, capacity need to be enhance among the SC/ST women members and awareness of different schemes given to local people.

7.23 How to improve the present functioning of panchayat was asked from the respondents, Data reveals that in allmost all the states respondents have reflected similar requirement for improving the present functioning of the panchayats. Some of the sample panchayats were found working well. In some cases, the Sarpanch including women, were also well educated (M.A., B. Ed.) and well known area social workers who were well aware of their role & responsibilities and discharging the same rather efficiently and effectively. However, some other was not doing so well and needed awareness about the concept of bottom up planning and its benefits. In this context, it is suggested that panchayats should be provided the following support to improve their functioning;

1. More and more awareness need to be generated among the members of the panchayats

2. Capacity need to be enhanced among the SC/ST women members, awareness of different schemes given to local people, arrange training for PRIs activities
3. Strengthen GP comprehensively by providing more Funds, Functions and Functionaries,
4. Create comprehensive technical knowledge among the people, awareness on various programme and training,
5. Duties of Members and rules of panchayat should be made clear to panchayat members
6. Before implementation any programme PRI members should be involved in proper planning and later on in implementation and monitoring
7. Qualifications for panchayat members should be prescribed,
8. Dispute with forest department need to be resolved,
9. Minor forest produce should be put under the control of panchayat
10. All local market and market complex to be put under the control of panchayat
11. In regard to the Government programmes, create basic infrastructure in the panchayat,
12. More youth related programmes should be given to panchayat,
13. More Government support in all the aspects need to be provided to PRIs

7.24 The data given at Table 7.17 shows the attitude of the men members towards the elected women members of panchayat; it was found that 75% of the men members' attitude was good towards the elected members of the panchayat.

Table-7.17 Attitude of men towards elected women Panchayat members

Sl. No.	State	Indifferent	good	Very good	Bad
1	Chhatisgarh	70	202	16	12
	Madhya Pradesh				4
2	Pradesh	16	262	18	
3	Jharkhand	56	226	10	8
4	Gujarat	20	248	32	0
5	Maharashtra	94	184	22	0
6	Orissa	58	228	8	6
	Total	314	1350	106	30
	Percentage	17.44%	75%	5.88%	1.66%

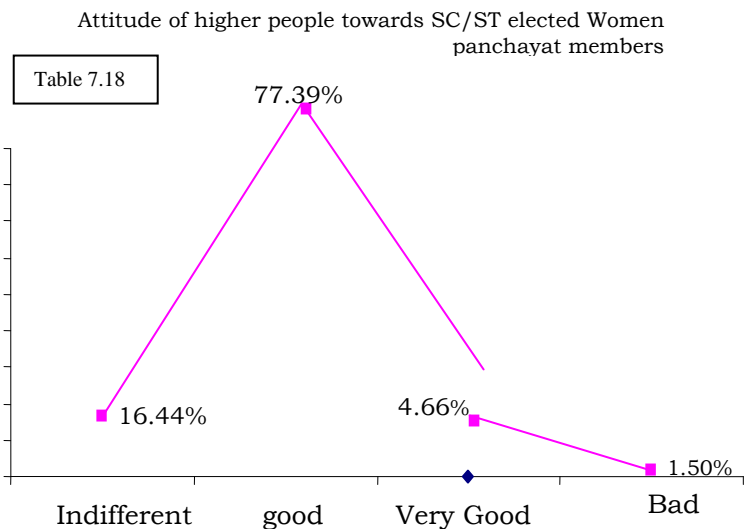
About 17.44% members attitude were indifferent, 5.88% were very good and only 1.66% respondents have said bad. It reveals that over all supports of men members to elected women members was good.

7.25 Similarly, when we assess the attitude of higher castes people towards SC/ST elected women Panchayat members, it was found that 77.39% of the respondents said that higher castes attitude towards SC/ST elected women was good though 16.44% said it was and indifferent, 4.66% said it was very good. Only 1.5% respondents have said it was bad. It reveals that over all support of higher castes people to SC/ST

Table-7.18 Attitude of higher castes people towards SC/ST elected women Panchayat member

Sl. No.	State	Indifferent	good	Very good	Bad
1	Chhatisgarh	52	230	10	8
2	Madhya Pradesh	8	264	18	10
3	Jharkhand	86	205	6	3
4	Gujarat	20	252	26	2
5	Maharashtra	82	210	8	0
6	Orissa	48	232	16	4
	Total	296	1393	84	27
	Percentage	16.44%	77.39%	4.66%	1.5%

elected women members was good.



7.26 Officials and political leader's attitude towards PRIs:

When we asked from the respondents to know the attitude of the local officials and people representatives at block and district level, it was found that in Gujarat 50% of the respondents attitude towards Panchayat was good, 40% each in Maharashtra and Orissa was very good.

As the Panchayat elections have not been held in Jharkhand, only 10% people's attitude was said to be very good toward nominated panchayat and its functions. However, 10% respondent's

Table-7.19 Attitude of the official at block and district level, MP, MLA toward Panchayat and its functioning

S.No	State	Indifferent	Good	Very good	Excellent	Total
1	Chhatisgarh	3	7	0	0	10
2	Madhya Pradesh	0	7	2	1	10
3	Jharkhand	2	7	1	0	10
4	Gujarat	2	3	5	0	10
5	Maharashtra	0	6	4	0	10
6	Orissa	1	5	4	0	10
	Total	8	35	16	1	60
	Percentage	13.33	58.33	26.66	1.66	100

attitude towards Panchayat in Madhya Pradesh was reported excellent. Over all 58% of respondentws said that attitudes of the officials at block and district level, MPs, MLAs toward Panchayat and it's functioning was good, and 26.66% were very good. In Chhatisgarh 30% respondent's attitude was reported indifferent, Gujarat and Jharkhand 20% each and only 10% views were

indifferent towards Panchayat in Orissa. However, overall 13.33% of the respondents said attitude of the officials at block and district level, MPs, MLAs toward Panchayats and its functioning was indifferent.

7.27 Discussion with the elected members and experts respondents of the sample areas about the participation of Local People in Panchayat activities

Table-7.21 where from When Women heading the Panchayat, get support

Sl. No.	State	Herself	Husband	Son	Others
1	Chhatisgarh	44	198	26	32
2	Madhya Pradesh	150	44	14	92
3	Jharkhand	38	184	4	74
4	Gujarat	216	22	0	62
5	Maharashtra	182	86	2	30
6	Orissa	146	126	10	18
	Total	776	660	56	308
	percentage	43.11%	36.66%	3.11%	17.11%

with special reference to women in general and of SC/ST in particular reveals that except in Orissa all the selected states for the

study have a mixed picture about 18.3% of the respondents have said poor participation, 58% said participation of local people in panchayat activities with special reference to women in general and of SC/ST in particular was good, 16.6% reported very good and 6.6% said participation was excellent.

7.28 This very important question asked from the respondents that how the women members, who were heading the panchayat get support and from whom. Data shows that 43.11% women performing their duties successfully on their own, 36.66% were getting the help from their husband and 17.11% of women got support neither from the husband or other family members, nor from the son or relatives. It reveals that women are becoming independent; however, more need to be done to empower them.

7.29 We collected the views of the respondents as to whether men or women are

Table-7.22 Comparison of women and men in effective administering the Panchayat

Sl. No	State	Men	Women	Total	Men (%)	Women (%)
1	Chhatisgarh	148	152	300	49.33%	50.66%
2	Madhya Pradesh	184	116	300	61.33%	38.66%
3	Jharkhand	168	132	300	56%	44%
4	Gujarat	140	160	300	46.66%	53.33%
5	Maharashtra	182	86	268	67.91%	25.00%
6	Orissa	146	108	254	57.48%	42.52%
	Total	926	874	1800	51.44%	48.55%

more effective in administering the panchayat. Data shows that men (51.44%) were more effective in administering the panchayat in compare the women (48.55%). If we see the position of women in administering the panchayat in the states, 68.66% women in Maharashtra, 50.66% in

State	Good	Very Good	Excellent
1 Chhatisgarh	2	7	1
2 Madhya Pradesh	2	6	1
3 Jharkhand	3	7	0
4 Gujarat	1	7	2
5 Maharashtra	3	6	1
6 Orissa	0	2	5
Total	11	35	10
Percentage	18.3	58.3	16.66

Chhatisgarh and 53.33 in Gujarat women were effective than men.

7.30 Data shows that capacity building need of the elected women members is required. It was revealed that 36.66% of the respondents said that their capacity needed be improved by giving them more power and funds, 28.77% by generating awareness and 23.83% by providing security at the meeting place and for going to the meetings. However, 10.72% respondents have said that women capacity needs to be believed. All the aspects of power and fund, awareness generation, providing security and believing in their capability are important, therefore, Government must address them at one go.

7.31 There are various reasons and problems that women are hesitant in participating in the direction election of the panchayat. Data shows that 36.22% of the women are reluctant in participating in the direct election process due to insecurity, 25.38% due to non cooperation from the husband,

Table-7.23 Development of capacity among elected women Panchayat member

Sl. No.	Name of the State	By giving them more power and funds	Generating awareness	Security to be enhanced	By Believing in their capability
1	Chhatisgarh	137	103	33	27
2	Madhya Pradesh	144	55	50	51
3	Jharkhand	91	66	104	39
4	Gujarat	110	87	85	18
5	Maharashtra	86	97	100	17
6	Orissa	92	110	57	41
	Total	660	518	429	193
	Percentage	36.66%	28.77%	23.83%	10.72%

Table-7.24 Reasons for non-participation by women in direct election of Panchayat

Sl. No.	Name	Due to insecurity	Non cooperation	Fear of the men	Fear of dominant class and community
1	Chhatisgarh	120	78	43	59
2	Madhya Pradesh	130	75	41	54
3	Jharkhand	110	82	39	69
4	Gujarat	104	73	65	58
5	Maharashtra	89	72	49	90
6	Orissa	99	77	52	72
	Total	652	457	289	402
	Percentage	36.22%	25.38%	16.05%	22.33%

relatives and local political parties, 22.33% due to fear of dominant class and community and 16.05% due to fear of men in general. It reveals that

state Governments need to protect the women candidates contesting direct elections in the panchayats and thus strengthen grassroots democracy.

7.32 We have also tried to know from the Government officials and experts of the area about the status of panchayat, how the panchayat are active. Over all data reveals that 30 to 70% of the Panchayats were performing very well, 30 to 60% of the Panchayats were good and 10 to 50% panchayats performance was poor. If we see the state wise performance of the sample Panchayats, 70% of the Panchayats performances were very good in Orissa, 50 % in Maharashtra 40% each from Gujarat and Madhya Pradesh. However, 60% of the sample panchayats in Chhatisgarh were found good performer, similarly 60% and 50% were good in Madhya Pradesh and Gujarat respectively. However, 50% of the expert's respondents were of the view that performance of panchayat in Jharkhand is poor, 20% in Maharashtra and 10% in Chhatisgarh.

7.33 An *Table-7.26 Status of Panchayats*

evaluation of devolution of power reveals

Sl. No.	State	Good	Bad	Very Good	Excellent	Not Know				
1	Chhatisgarh	112	68	18	10	92				
2	Madhya Pradesh	117	77	15	8	76				
3	Jharkhand	30	99	21	11	39				
4	Gujarat	Very Good	Poor	Very Good	Poor	7				
5	Maharashtra	Good	104	99	17	9	71			
6	Orissa	6	1	30	116	60	10	47		
7	Madhya Pradesh	4	6	0	40	60	0	110	79	373
8	Total	2	3	5	20	30	50	6.11%	4.38%	20.72%
9	Jharkhand	Percentage	4	5	1	48.88%	50.28.88%			
10	Gujarat	4	5	1	48.88%	50.28.88%				
11	Maharashtra	5	3	2	50	30	20			
12	Orissa	7	3	0	70	30	0			

that progress on devolution of funds, functions and functionaries (3FFFs) to Panchayats is rather slow. Formal legislative transfer of functions to the Panchayats has not been matched by the concomitant devolution of funds and functionaries for the effective performance of these functions. The extent of real fiscal devolution is very little and is a matter of concern. Revenue generation by the local bodies and particularly by the rural local bodies is very poor. It was tried to find out that whether panchayats are capable in handling Fund, Function and Functionary. Data shows that 39.88% of the sample panchayats were good in all respect, 4.38% were excellent performer, 6.11% were very good performer and 28.88% were reported as bad performance wise. However, 20.72% of the respondents were reluctant to comments about the functioning of panchayats

7.34 The data shows that 88.33 % of respondents agreed that panchayats are capable to handle 3FFFs. Though in the state of Jharkhand panchayat election has not been done, but 100% nominated panchayats are capable in handling the 3FFFs.

S.S.No	Name of the State	Yes	No	Total
1	Chhatisgarh	8	2	10
2	Madhya Pradesh	8	2	10
3	Jharkhand	10	0	10
4	Gujarat	9	1	10
5	Maharashtra	10	0	10
6	Orissa	8	2	10
	Total	53	7	60
	Total (%)	88.33	11.66	100.00

7.35 A three-tier PRI system in all the six States consists of gram panchayat, panchayat samiti and zilla parishad. Out of 29 subjects in eleventh schedule, around 8-10 subjects are partially transferred to panchayats in most states. Though it's a constitutional provision to transfer all the 29 identified subjects to PRI but the same has not been done due to (45%) lack of political will, (30%)

Table-7.28 Reasons for Funds, Functions and Functionaries (FFFs) have not been fully transferred to the Panchayat?

S. No	Name of the State	Reluctance of the bureaucrats	Lack of political will	People do not know the three FFF is to be managed by the Panchayat	Any other reasons	Total
1	Chhatisgarh	2	3	4	1	10
2	Madhya Pradesh	3	2	5	0	10
3	Jharkhand	6	3	1	0	10
4	Gujarat	2	6	1	1	10
5	Maharashtra	3	7	0	0	10
6	Orissa	2	6	2	0	10
	Total (%)	18 (30%)	27 (45%)	13 (21.66)	2 (3.33%)	60 100 %

reluctance in the bureaucracy, and (21.66%) fear that rural people do not know how 3 FFFs can be managed in the Panchayat.

Though the issue of transfer of funds, functions and functionaries of the other departments to the PRIs has been engaging attention of the States for quite sometime, no concrete steps have been taken so far. It is found that at present, on an average Panchayat Secretary or State Government Secretary is in charge of minimum four-gram panchayats. Adequate powers are not yet devolved to PRIs to execute projects and programmes. The rules have not been suitably amended to enable further devolution, while effective transfer of functionaries requires finalization of service rules by Ministry of Panchayati Raj both at the Centre and States. Adequate funds are not made available to gram panchayat as funds allotted to them are just for basic maintenance of the office. The infrastructure available to gram panchayat is quite poor. Moreover, own sources of revenue of the gram panchayat are not properly mobilized. Until local

people develop a stake in self-government, such decentralisation will remain at the mercy of the State government. According to the respondents of the survey, shortage of trained staff in technical sectors of PRIs is also a major constraint in executing projects. The elected representatives of PRIs have not yet been provided adequate training and orientation in handling the 3FFFs.

7.36 Despite Gram Sabha having the authority to approve the work, lack of awareness and expertise in the preparation of plans is a major constraint. The results of field survey reveal that the participation of people in the gram sabhas is very low mainly due to preoccupations of their own work.

At present subjects transferred to PRIs generally are agriculture, public works, fisheries, road development, public distribution, sanitation, primary health & education and electricity. Broadly, observed that study states have prepared some kinds of activity mapping, demarcating the functions of the three tiers of PRIs based on the subsidiary principle. Though steps are initiated for transferring activities in the field of education, small-scale industries, farm forestry, social welfare, health and sanitation, its implementation is delayed. PRIs receive funds mainly from government as grant-in-aid and centrally sponsored programmes. However, a total fund available with them has consistently been

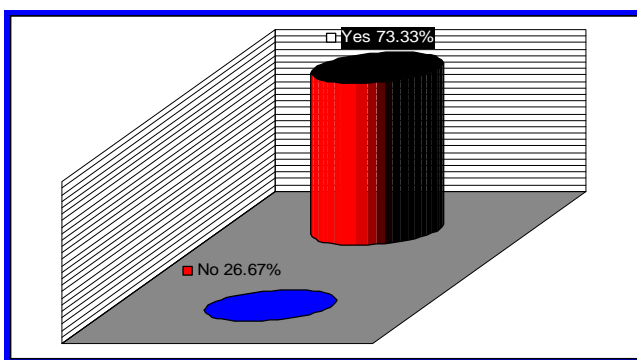


Table-7.29 Opinion of the experts – whether Panchayat should be given the entire subject identified to be transferred to Panchayat

S.No	State	Yes	No	Total
1	Chhatisgarh	5	5	10
2	Madhya Pradesh	10	0	10
3	Jharkhand	10	0	10
4	Gujarat	10	0	10
5	Maharashtra	2	8	10
6	Table 7.29	7	3	10
	Total	44	16	60
	Total (%)	73.33	26.67	100

increasing, as utilization of funds by PRIs. In the context of transferring all subjects to PRIs it was found that 73.33 % of the expert respondents were in agreement for transferring all the subject to PRIs and only 26.67% respondents also disagreed due to lack of vision and training to panchayat members in the PRIs.

7.37 What needs to be done is to activate the panchayats those, which are non-performer. 32.77% of the respondents said awareness needs to be generated in all the aspects of panchayat functioning, its rules and regulations and available Government programmes and policies. Similarly, 24.05% of the respondents were of the view that panchayat capacity needs to be enhanced, 25.16% said that more fund should be provided to panchayat. However, 8.13% favoured providing functions and 5.94% favoured functionary. People's support is also essential to activate the panchayats but only 3.66% respondents have supported it.

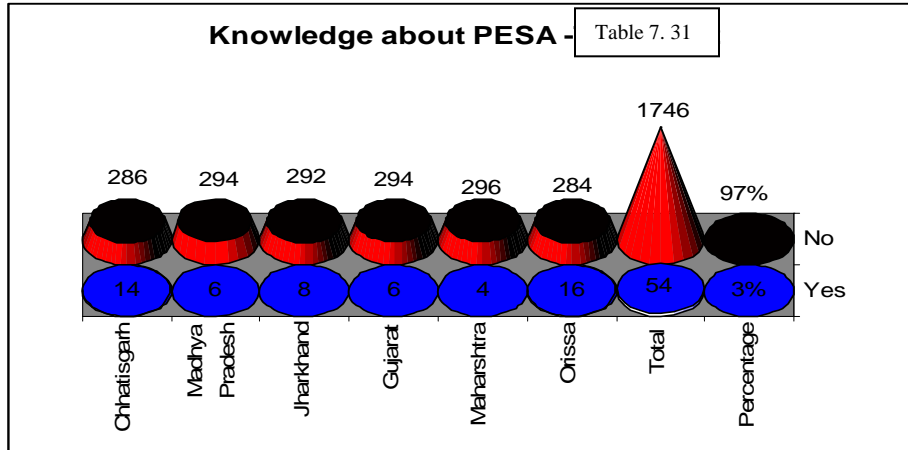
7.38 As the Panchayat Extension of Scheduled Areas Act, 1996 (PESA) is being implemented in Scheduled Areas of selected state of study; therefore, we have assessed the awareness level of tribal people about this central legislation. It was reported that 97% of the tribal people who were in village do not have any knowledge about PESA. However, respondents were asked in the states where the PESA is said to be implemented, 64.16% of respondents have said that this Act (PESA) needs to be amended as it is not being implemented effectively.

Table-7.31 Knowledge about the Panchayat Extension of Scheduled Area Act, (PESA) 1996

Sl. No.	Name of the State	Yes	No
1	Chhatisgarh	14	286
2	Madhya Pradesh	6	294
3	Jharkhand	8	292
4	Gujarat	6	294
5	Maharashtra	4	296
6	Orissa	16	284
	Total	54	1746
	Percentage	3%	97%

Table-7.30 Essential requirements to activate the Panchayat for bottom level Planning

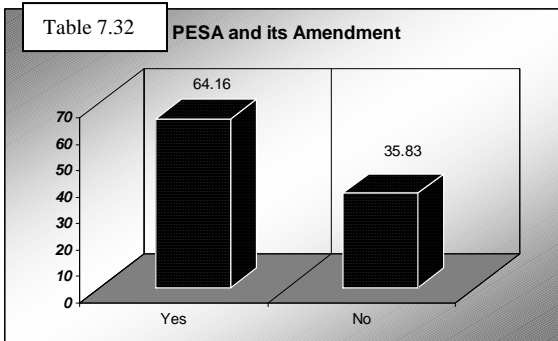
Sl. No.	State	Funds	Functions	Functionaries	Public support	Generating awareness	Capacity Building
1	Chhatisgarh	71	38	13	11	102	65
2	Madhya Pradesh	74	27	14	4	111	70
3	Jharkhand	98	19	24	17	97	45
4	Gujarat	76	26	16	6	109	67
5	Maharashtra	77	22	19	13	104	65
6	Orissa	57	19	21	15	67	121
	Total	453	151	107	66	590	433
	Percentage	25.16%	8.13%	5.94%	3.66%	32.77%	24.05%



7.39 We have contacted respondents who were having the experience working with panchayats to know the status of the implementation of Panchayat Extension of scheduled Area Act, 1996 (PESA). In the states where the PESA is said to be implemented, it was found in Chhatisgarh, Madhya

Table-7.32 Response from the respondents about amendment of PESA

Sl. No.	Name of the State	Yes	No
1	Chhatisgarh	210	90
2	Madhya Pradesh	178	122
3	Jharkhand	247	53
4	Gujarat	198	102
5	Maharashtra	165	135
6	Orissa	157	143
	Total	1155	645
	Percentage	(64.16 %)	(35.83 %)



Pradesh, Gujarat, Maharashtra and Orissa that 35.8% of the respondents said PESA is not at all implemented in

their district, however, 64.1% of the respondents said that PESA is working effectively in their place.

PESA Act is a historic step because it legally recognizes the capacity of tribal

Table-7.33 Opinion of the experts whether PESA required to be amended

S.No	Name of the State	Yes	No	Total
1	Chhatisgarh	4	6	10
2	Madhya Pradesh	5	5	10
3	Jharkhand	9	1	10
4	Gujarat	7	3	10
5	Maharashtra	6	4	10
6	Orissa	5	5	10
	Total	36	24	60
	Total (%)	60%	40%	100.00

communities to strengthen their own systems of self-governance or create new legal spaces and institutions that can not only reverse the cultural and political onslaught on them but can also create opportunities to control their own destiny. Efforts were made to know how programme under PRIs and PESA are being implemented, whether people are involved in plan formulation there is adequate flow of funds, functions

Table-7.34 Status of implementation of PESA

Name of the State	Effective	Ineffective	Poor	Not at all implemented
Chhatisgarh	1	1	2	6
Madhya Pradesh	1	1	0	8
Jharkhand	0	0	0	Not at all implemented
Gujarat	4	2	1	3
Maharashtra	6	1	0	4
Orissa	4	0	0	6
Total (%)	16 (26.66%)	5 (8.33%)	3 (5%)	27 (45%)

and functionaries are available at the grassroots level, reservation of women at PRIs and Gram Sabha level and also to suggest appropriate for participatory, action oriented plan and policy formulation.

Collected information from the respondents indicated PESA is not effectively implemented (45%) (table 7.34) PESA is required to be amended? In response to this question, 60% (table 7.33) of the respondent's views were 'Yes'. In the state of Jharkhand where panchayat election have not been held. PESA has not been implemented in the state.

7.41 Study has tried to find out the level of awareness among the respondents about the Bottom level Planning and other Government schemes for the poor being implemented by Panchayat. Overall 8 specific areas were identified such as Bottom Level Planning, Committees at Block & district level, NREGA, SGSY, IAY, RSVY, BRGF and Programme for SC/ST. Data shows That 57.33% of the respondents do not know about the bottom level planning, 90.67% about the programme of SC/ST, and 64% about recently introduced programme of BRGF. Considerably good numbers of respondents (86%) knew about the various committees at block and district level, NREGA (96%), SGSY (66%) and Indira Awas Yojana (86%) in Chhatisgarh.

Table-7.35 Awareness about the Bottom level Planning and Other Government Schemes for the poor being implemented at Panchayat

Sl. No.	State	Areas	Total Number Of Households	Yes	No	Yes (%)	No (%)
1	Chhatisgarh	Bottom Level Planning Committees at Block & district level	300	128	172	42.67	57.33
		NREGA	300	258	42	86.00	14.00
		SGSY	300	288	12	96.00	4.00
		IAY	300	198	102	66.00	34.00
		RSVY	300	258	42	86.00	14.00
		BRGF	300	26	274	8.67	91.33
		Programme for SC/ST	300	108	192	36.00	64.00
		Programme for SC/ST	300	28	272	9.33	90.67
2	Madhya Pradesh	Bottom Level Planning Committees at Block & district level	300	162	138	54.00	46.00
		NREGA	300	110	190	36.67	63.33
		SGSY	300	258	42	86.00	14.00
		IAY	300	280	20	93.33	6.67
		RSVY	300	266	34	88.67	11.33
		BRGF	300	26	274	8.67	91.33
		Programme for SC/ST	300	132	168	44.00	56.00
		Programme for SC/ST	300	24	276	8.00	92.00
3	Jharkhand	Bottom Level Planning Committees at Block & district level	300	126	174	42.00	58.00
		NREGA	300	132	168	44.00	56.00
		SGSY	300	282	18	94.00	6.00
		IAY	300	172	128	57.33	42.67
		RSVY	300	260	40	86.67	13.33
		BRGF	300	16	284	5.33	94.67
		Programme for SC/ST	300	86	214	28.67	71.33
		Programme for SC/ST	300	94	206	31.33	68.67
4	Gujarat	Bottom Level Planning Committees at Block & district level	300	188	112	62.67	37.33
		NREGA	300	102	198	34.00	66.00
		SGSY	300	264	36	88.00	12.00
		IAY	300	272	28	90.67	9.33
		IAY	300	286	14	95.33	4.67

		RSVY	300	10	290	3.33	96.67		
		BRGF	300	84	216	28.00	72.00		
		Programme for SC/ST	300	146	154	48.67	51.33		
5	Maharashtra	Bottom Level Planning Committees at Block & district level	300	144	156	48.00	52.00		
		NREGA	300	172	128	57.33	42.67		
		SGSY	300	208	92	69.33	30.67		
		IAY	300	218	82	72.67	27.33		
		RSVY	300	88	212	29.33	70.67		
		BRGF	300	98	202	32.67	67.33		
		Programme for SC/ST	300	130	170	43.33	56.67		
		6	Orissa	Bottom Level Planning Committees at Block & district level	300	118	182	39.33	60.67
				NREGA	300	164	136	54.67	45.33
SGSY	300			172	128	57.33	42.67		
IAY	300			178	122	59.33	40.67		
RSVY	300			50	250	16.67	83.33		
BRGF	300			108	192	36.00	64.00		
Programme for SC/ST	300			100	200	33.33	66.67		

In Madhya Pradesh more than half of the respondents knew about the bottom level planning (54%), 86% about NREGA, 93.33% about SGSY and 86.67% about the Indira Awas Yojana. However, about the BRGF only 44% respondents were having some idea. Though 63.33% were ignorant about the various committees at block and district level. In Madhya Pradesh, 56% were unaware about the BRGF and various programmes of the Government being run for the benefits of the SC/ST community

In Jharkhand though panchayat elections have not been held, 58% respondents were ignorant about the bottom level planning, 56% about the different committee at block and district level, 71.33% about the BRGF and 68.67% about the different educational and economic development programmes of SC/ST. However, 94% were well aware about the flagship scheme of NREGA, 57.33% SGSY and 86.67% about the IAY.

In the progressive state like Gujarat also high level of un-awareness was noticed so far as the existing of various committees at block and district level, BRGF and programmes of SC/ST are concerned. However, respondents were well aware about the bottom level planning (62.67%) , NREGA (88%), SGSY (90.67%), and IAY (95.33%).

In Maharashtra also we found that respondents were un-aware about the bottom level planning (52%), 55.33% about the committee at block and district level, 67.33% about the BRGF and 56.67% about the welfare and development programmes of the SC/ST.

In Orissa 54.67% respondents knew about NREGA, 57.33% about SGSY and 59.33% about the IAY. However, un-awareness level was also high among the respondents in respect of bottom level planning (60.67%), various committees at block and district level (67.33%), 64% about the programme of BRGF and 66.67% on the programmes of SC/ST.

7.42 Similarly when we asked about the awareness level of bottom level planning by SC/ST women and other schemes of poverty eradication from the experts respondents, following characteristics were found; The people, by and large and 70% of the SC/ST women were not aware of the significance of bottom level planning. Only 30% of the women knew about the various poverty eradication programmes were implemented in their panchayat. However, 61.6% SC and ST women were well aware about the Gram Sabha elected representatives do not get any training on planning and execution of projects. Bottom up planning is really not visible at the panchayat level as the elected PRI member lack awareness and technical knowledge. In fact they are unable to access the benefits of the programme due to unawareness and illiteracy. Therefore, it is suggested that all concern departments should appoint motivators to enable the programmes benefits reach to beneficiaries by way of filling up application form and pursue their applications.

Over all awareness level need to be enhanced and people need to be capacitated to be covered by available

Table-7.36 Awareness level about the Bottom level planning by SC/ST women and other schemes of poverty eradication

S.S.No	Name of the State	Well aware About Gram Sabha	No awareness About Gram Sabha	Awareness about poverty Programme By SC/ST women	Awareness of Bottom level Planning by Women
1	Chhatisgarh	7	3	3	7
2	MP	6	4	2	8
3	Jharkhand	5	5	1	9
4	Gujarat	7	3	5	5
5	Maharashtra	6	4	3	7
6	Orissa	6	4	4	6
	Total	37	23	18	42
	Total (%)	61.66%	38.33%	30%	70%

benefits and to ensure that Government programmes smoothly implemented and provide desired benefits in rural India.

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Chapter-VIII

Conclusion & Recommendations

The socio-political changes expected by the introduction of Panchayati Raj system remained largely unfulfilled for long. Particularly the objectives like social equality, gender equity and the change at grass-root level leadership envisaged as the main among the objectives of Panchayati Raj were not fulfilled in a meaningful manner. In this regard it was felt that the marginalized groups like the women in general and Scheduled Castes and Scheduled Tribes women in particular continued to face many hurdles and found it difficult to participate at the grass-root level developmental and decision making process. In this study we have reviewed the Impact of bottom up planning under PRIs and Women Participation therein.

1. Panchayat specific:

The situation in the Six States presents a diverse picture in terms of the functioning and performance of Panchayati Raj Institutions (PRIs). Variance in view and suggestions were given at the time of data collection however, some of the characteristics and issues, which emerged from the analysis, are quite similar in nature and in such cases few recommendations common to all the six States are made. **The essential feature of PRIs in State is their dependence on bureaucracy. Though individual cases differ, there are certain general features in all the Six States, which emerge from the study.**

(a) A three-tier PRI system in all the six States consists of gram panchayat, panchayat samiti and zilla parishad. Out of 29 subjects in eleventh schedule, nearly 8-10 subjects are partially transferred to panchayats in almost all the selected states of study. Main subjects transfer are: agriculture and rural husbandary, health, sanitation, drinking water public works, creating and maintenance of community assets, family welfare, local markets, fisheries, road development public distribution and electricity. Broadly, observed that States have prepared some kind of activity mapping, demarcating the functions of the three tiers of PRIs based on the subsidiary principle. Though steps are initiated for transferring activities in the field of education, small-scale industries, farm forestry, social welfare, health and sanitation, however, its implementation are delayed. PRIs receive funds mainly from government. On the other hand, the total fund available with them has consistently been increasing, as utilization of funds by PRIs, by and large, is quite low. As the unspent balance can be carried forward to the next year its percentage to the total available fund is much higher.

(b) An attractive picture of PRI system found in the States is the crucial role played by Gram Sabha (GS) in the approval of projects. It is a statutory requirement that all the projects should be approved by gram sabha and these projects are to be taken up by gram panchayat, panchayat samiti or zilla parishad, according to the size of the project for the execution. It was

found that, generally, gram panchayat takes up smaller projects while bigger projects are taken up either by panchayat samiti or zilla parishad. In all the study States, District Planning Committee (DPC) meeting is convened every year to discuss and finalize the consolidated plan of PRIs including the plan of development departments before submission to the State Government for final clearance.

© Pradhan/Patel/Sarpanch of gram panchayat, Pramukh/ Mukhiya of panchayat samiti and Adhyaksha of zilla parishad have the power to award public works subject to a ceiling of certain amount. The engineering wing gives technical approval, which is under the supervision of zilla parishad. The percentage of utilization of funds by PRIs, especially gram panchayats and panchayat samitis has been quite low. **The field study reveals that the high level of under utilization of funds by PRIs is mainly due to the delay in receiving technical approvals of projects. However, according to the respondents of the survey, this delay is mainly due to the shortage of technical staff which is also a major constraint in executing PRI projects.**

- (d) The elected representatives of PRIs have not yet been provided adequate training and orientation in handling development projects. Bottom up planning is really not visible as the elected PRI member lack of awareness and technical knowledge. In view of this , it may be appropriate to assign the following work to panchayats which can be more effectively attended at the present level of capacity of the pachayats.
- (e) The findings of this study clearly point out that for bringing about improvement in implementation of social sector schemes or for that matter all development programmes, simultaneous action on two fronts is required. First, the delivery systems need streamlining so as to make them more responsive to the people and enthuse them with a missionary zeal. Second, the PRIs need to be more intimately involved in planning, implementation and monitoring of development programmes. Building appropriate capabilities of PRI members in planning and financial management is of utmost importance. Both the delivery systems and PRIs should be sensitized to needs and aspirations of vulnerable sections of the poor, women and children. Bringing transparency in working and dissemination of information are the other issues, which should be focused on.

- **Wage-Employment Programmes** under rural development programme
- **Creation of community assets.**
- **Site selection;** In many cases, there was wrong selection of site for undertaking development work. There is a need to establish better coordination between officials of various departments at district and block level.
- **Welfare Schemes:** Panchayats should be fully involved in planning and implementation of family welfare and development programmes and selection of beneficiaries in letter and spirit. Panchayats should also ensure regular payments of pension to beneficiaries through post office

accounts. It was found that almost 70 per cent of the sample beneficiaries had been enjoying benefits of two or more schemes simultaneously while there was many households, below poverty line, which had not been sanctioned any of the schemes.

- **Primary Education**
- **Primary Health Care:** In all the Primary Health Centers shortage of medicine and absence of maternity care were reported. Absence of Doctors was also noticed. Panchayats should be asked to deal with the following activities specifically;
 - ii) Delivery system needs streamlining to make them more responsive to the people.
 - iii) PRIs need to be intimately involved in planning, implementation, and monitoring of development programmes.
 - iv) Both the delivery systems and PRIs should be sensitized towards the needs and aspirations of vulnerable sections of the poor, women and children.
 - v) Need to make officials sensitive to participatory approach.
 - vi) Dissemination of information is necessary to remove communication gaps so that selection of beneficiary is done as per needs.
 - vii) Convergence of Services: To speed-up the processing, and minimize the time for allotting schemes, there is a need for coordination among the departments concerned particularly in respect of flow of funds from various departments.
- **Monitoring & Evaluation:** Panchayat has to monitor and evaluate the ongoing schemes for periodic improvements. A system of participatory monitoring and evaluation should be evolved in which beneficiaries, Yuvak Mandals, NGOs, Mahila Mandals and Civil Society should send direct feed back to concerned officials for follow-up corrective action.
- Professionalism in Rural Development Administration has to be promoted.
- Capacity Building efforts for Panchayat Office bearers in the areas of Project Planning, Financial Management, etc. have to be provided for better governance by panchayat committee in implementing all 29 subjects identified in the 11th Schedule of the constitution.
- **Institution Building:** Democratizing the functioning of Gram Sabha by collective participation of women, a weaker section in decision-making is necessary. In order to encourage the stakeholders there is a need to develop indicators of participation, which can eliminate the monopoly of few members who dominate the Gram Sabha.
- **Integrated Village Development Planning:** There is a need to integrate the programme aimed at individual and community development schemes for the over all development of the village.

(f) Elected representatives reported in the field survey that an important feature of fund utilization of panchayat samitis is that a huge amount remains unspent every year primarily due to the lack of proper functions and functionaries. Activity mapping has not been carried out. Though the issue of the transfer of funds, functions and functionaries of the other departments to

the PRIs has been engaging the attention of the States for quite sometime, no concrete steps have been taken so far. It is found in the field study that at present, on an average one secretary is in charge of minimum four-gram panchayats. Adequate powers are not yet devolved to PRIs to execute projects and programmes. The state level rules and regulations are not suitably amended to enable further devolution while effective transfer of functionaries requires finalization of service rules for the panchayat for which actions are to be taken by Ministry of Panchayati Raj both by the Centre and States. Adequate funds are not made available to gram panchayat as funds allotted to them are just for basic maintenance of the office. The infrastructure available to gram panchayat is quite poor. Moreover, the own sources of revenue of the gram panchayat are not mobilized. Therefore all **States may prioritize their devolution programme in a time bound manner.**

(g) While collecting data **respondents reported in the field study that** 97% of the tribal people who were in village do not have any knowledge about the central enactment of PESA. However in the states where PESA is said to be implemented, 64.16% of respondents said this Act (PESA) need to be amended, as it is not being implemented effectively.

Resource Generation:

(h) **PRIs can be advised to augment their revenue by improving productivity of the existing sources of income and getting additional funds through levy of new taxes by local bodies.**

(i) Training and capacity building; A system of regular training and capacity building programme for local; officials, elected is essential to enable them to effectively undertake different Central and Centrally Sponsored schemes at the Gram Panchayat level

Transfer of 3Fs: All the 29 subjects mentioned under the eleventh schedule of Constitution should be transferred to PRIs in letter and spirit. In this process all the functions, funds and functionaries (3Fs) need to be transferred to PRIs in a time bound manner.

- **Financial Provision:** Provisions for adequate budgetary support to PRIs have to be activated.
- **Administrative Control Over Staff:** State Government should give administrative control over staff assigned to PRIs.
- **Separate Cadre of Staff for PRIs:** Necessary powers and financial supports may be given to PRIs for the creation of a separate cadre of staff for panchayats.
- **Social Audit:** State Government should introduce a system of Social Audit in all the village panchayats to keep a check on the functioning of panchayats and examine the annual statement of accounts. Proper social

audit would help in ensuring transparency of the fund spent on each project as well as viability and efficient implementation of projects.

- **Preparation of projects at village level:** State Government should give financial powers to PRIs to use experts available in each village in the identification and preparation of development projects. It is desirable to organize seminars to discuss various aspects of development projects to be implemented before the finalization of plan. The participation of specialists from different sectors, officials and experienced citizens should be ensured. This step is quite essential for grassroots level planning and ensuring effective **bottom up planning**.
- **Technical Approval:** State Government should give more powers to PRIs to strengthen their technical wings to reduce the delay in providing the technical approval of projects.

2. Bottom level Planning

Bottom up approaches to understanding social transformations tend to focus on the realities of powerful institutions and privilege groups at both the central and local levels, and may be blind to the differing realities of disempowered groups. The challenges posed by the representation of women in PRIs are enormous the study examines the political empowerment of SC/ST women through affirmative action in PRIs. While we view their contribution as extremely critical for the study of gender politics, our aim was to draw attention to the fact that the process by which representation at the national, state or local levels evolve is very different. As we enter the twenty-first century, the extent to which socialized norms and traditional family structures impede women's entrance into politics is diminishing. Hence although women as a group itself can be viewed as a minority, the special conditions surrounding the plight of marginalized women within the larger group makes it imperative to study minority groups within this minority, i.e. women belonging to Scheduled Castes (SC) and Scheduled Tribes. Large chunk of respondents were unaware about the bottom level planning and hence, in practice it was lacking in the study states. Therefore, unless a broad framework for strategic intervention is developed on the following principles, the bottom up planning in real sense will largely remain a dream.

1. The PRIs are to be viewed as institutions of local self-governance, not as mere implementers of centrally determined development programmes. Bottom-up planning, based on micro planning, is to be the basis of self-governance.
2. The emphasis must be laid on active participation of women and other weaker sections in decision-making with a view to enhancing their role and capacity, status and leadership in local self-governance.
3. Interventions in strengthening PRIs should focus on building, promoting and empowering new leadership among the rural masses with focus on women, SC/ST and other disadvantaged sections of the population.
4. The PRIs should be capacitated to access control over natural and human resources as well as other development resources available with

the State and the Central Government for various development programmes.

5. Strengthening PRIs will entail clarifying their roles, systems of governance, accountability, transparency and inter-linkages of central and state level development programmes and available funds to draw maximum benefits by integration this with process of bottom up planning.

To start any development programmes for them and expect benefit from the development efforts, we have to change the policies and mindsets of the Government machinery are required to be people centric. There is still a hope that change is possible through Participatory Action (PA) hence the need to attempt to revitalize peoples' organizations and villages to become main actors for socio-political, economic and cultural empowerment. PA should be activated in the Panchayats for bottom up planning all relevant people should be involved actively for examining together the problematic issues of the panchayats.

The steps needs to be taken under PA for panchayat interventions are summarized as under:

- 1 Undertaking participatory Bench Mark Survey (BMS), collecting data, information and facts,
- 2 Facilitating the critical analysis of the problems, critical issues by the panchayats,
- 3 Building people's organizations: Strengthening the local system, facilitating different committees for youth, elderly people, women, etc.
- 4 Facilitating the People's participatory strategic Planning
- 5 Implementing of the Plan by the panchayats,
- 6 Facilitating the panchayats for monitoring and evaluation of activities, achievements and assess its outcome.

Thus, based on the findings of the BMS or evaluation, process may be started all over again until the aspired societal situation is reached. Keeping in view the identified problems at the Panchayat level they should prepare the micro planning.

Therefore, it is **suggested** that (i) Governance process should be made accountable (ii) Improve the primary education delivery system (iii) Strengthen rural livelihood (iv) Ensure People driven advocacy 'peoples campaigns, Budget Analysis, continuous Dialogue with Members of Legislative Assembly (MLAs) on their role' etc. then only we can see the model Gram Sabha. Gram Panchayat, which are effectively able to draw, bottom up plans and also devise it proper implementation.

3. Women Empowerment:

Despite cases of continuing discrimination & harassment faced by women particularly SC/ST women, in many places, the picture was not so dismal in some areas. Some Gram Panchayats had very educated and well informed woman sarpanch effectively functioning. These included even a M.A., B.Ed woman Sarpanch in Gujarat and well informed social workers in M.P, Orissa,

Maharashtra who were able to manage the Panchayat affairs with the help of other members supportive members of Gram Panchayat and local block functionaries like BDO's/teachers & health workers. They also appeared to have good family support in carrying out their duties.

*While the developmental gains of women's participation in the Panchayats are impressive, the empowerment gains are not so impressive. **Elected Women Representatives often report on the open discrimination against them in Panchayats: the domination of meetings by male colleagues, the refusal to pay attention to the opinions and suggestions of women members; and the generally dismissive attitude of (male) officials.** Nevertheless, small gains were visible; such as the gradual change in the social custom that **women sit separately and do not speak in the presence of men** are the **significant barriers for women participation.** Also there is a sense that election brings to the family as a whole an enhanced sense of status, expressed in more social respect and invitations to weddings functions of higher – caste family.*

Due to the affirmative actions of this Act, SCs are occupying leadership positions in local bodies. However, their leadership has yet to achieve significantly the social acceptance, as envisaged in the spirit of the Constitution. Caste based identities and practices still continue to exclude them from exercising their leadership role, Socio economic vulnerabilities limit their capacities to articulate and to act upon their claims and concerns. The gap between the formal recognition of right to participate and its actualization still remains large even after 17 years of constitutional mandate.

There seems to be a lack of clear role among Gram Panchayats, Block Panchayats and District Panchayats, therefore, states should review devolution of Fund, Functions and Functionaries, and adopt measures like Activity Mapping, Panchayati Raj Jurisprudence, DPC formation, provisions relating to Gram Sabha/Ward Sabha and DRDA. There are some States where substantial progress has been made, there are others where this is not so. There is a need to sensitize the society for a better acceptance and support of women in leadership roles. Furthermore, capacity building of the women in PR institutes is also necessary to facilitate the women representatives in carrying out their responsibilities. Women in general and Scheduled Castes and Scheduled Tribes women in particular are ignored in PRIs functioning. Despite their election and occupying the good position they suffer considerably due to the caste factor, illiteracy and ignorance. In order to maximize the role of PRIs in the execution of plan schemes and other development projects, empowering the women in general and in particular SCs and STs women is also equally important career measures discussed above, and gender centric where ever possible.

Over the years there have been efforts made to **socially, economically and politically empower women** but as a result of the lack of synergy or coordination between these activities, the outcome could never be completely

satisfactory. While increasing induction of women representatives into the **Panchayati Raj Institutes (PRIs)** should have meant automatic improvement in the lives of rural women, but it has not happened in desired manner. It is because the women elected to PRIs were **less educated or illiterate or even unaware of their rights**. Also there are many groups of women who on account of tradition, culture, ethnic, social or economic background are more vulnerable compared to the women in the mainstream sector. These groups need to be specially focused. It is imperative that an integrated policy and strategy be formulated that should address **economic, social, and political empowerment simultaneously and holistically along with the exiting programmes and schemes of PRIs**. *The strategy for women is confined to three areas - violence against women, economic empowerment and women and child development. There has been no attempt to understand that empowerment of women has to be visualized as a holistic integrated approach and not in a piece meal manner or as water tight compartments. Therefore, much more needs to be done to empower women in local self governments so that they can play a more proactive role in decision making and by their very presence encourage more and more women to come forth and demand their rights. For this capacity building is required through knowledge and education and training in diverse areas pertaining to women- such as laws and rights for women etc.*

There are institutional constraints on the effective participation of women leaders in the Panchayats. Foremost among these is the lack of adequate awareness, capacity building and devolution of requisite powers, which of course affects women and men equally, but is often forgotten when women's performance is being appraised. In addition, lack of adequate women- centered training programmes need to be initiated.

Given the myriad social constraints of SC/ ST women on their effective participation, it is clear that in pockets where women have been successful leaders, they have achieved their success against many odds. This fact provides the most obvious refutation of the simplistic argument that, because male relatives tend to run Panchayat affairs in place of their elected wives or daughters, women are either incapable of or unable to be effective representatives. Patriarchy is not overturned, or even significantly eroded, overnight. Nevertheless, across the selected states for study, there are many shining examples of the potential of women's leadership, and many more may join their ranks if at least the institutional conditions for their effective participation are safeguarded.

The progressive provisions of the 73rd Amendment Acts cannot be realized unless social prompting and social support is provided to disadvantaged sections of the society. *Unfortunately, except for some civil society initiatives, no institutional support mechanism exists to encourage and support the effective participation of SC/ST women in the Gram Sabha meetings. Wherever civil society organizations have undertaken Gram Sabha mobilization campaigns in the states, the participation levels of SC/ST increased both in quantitative and qualitative terms.*

- *A substantial number of scheduled Castes (SCs) and Scheduled Tribes (STs) women have been elected to the Panchayat. Therefore, provisions of Social Justice Committee at different levels of Panchayats will have a reasonable positive effect towards empowerment of SC and ST elected representatives.*
- *It is also true that caste discrimination and atrocities on scheduled castes and Tribes households continue unabated in many states. Despite various constitutional provisions and legislative measures, subjugation of women and SC/ST in economic and socio- cultural practices, continues, and in some cases, has even further intensified. It is therefore, suggested that following action need to be taken up;*
 1. *Social Justice Committee should be legislated to be an integral part of each tier of the Panchayat Raj system in all states. This will create the enabling sub-structure in Panchayati Raj Institutions in all states.*
 2. *Ministry of Panchayati Raj, Government of India, can target its BRGF grants to Gram Panchayats and Panchayat Samitis on priority basis while allocating of BRGF grants, to enable such elected representatives to perform their public responsibilities effectively.*
 3. *The Ministry of Panchayati Raj, Government of India, can utilize BRGF, NREGS, IAY and SGSY resources to undertake specially targeted capacity enhancement programmes for elected Panchayat leaders in general and SC/ST women in particular. Civil society organizations should be mobilized to join in capacity building of the target population, which among other things could also include rapid literacy skills of reading.*
 4. *The provisions of no- confidence rules should be so amended that no such abuse and connivance of higher caste leaders against scheduled caste leaders become a routine practice.*
 5. *Every study state has Scheduled Caste Sub-Plan (SCSP) and Tribal Sub Plan (TSP) strategy in operation and to fill the critical gap of the SCSP/TSP, Special Central Assistance is provided, however, much of these funds remain under- utilized. It should be possible to make such funds available to the Gram Panchayats, Panchayat Samitis and Zilla Parishads.. This will further improve the performance of the Panchayats headed by the SC/ST representatives.*
 6. *No efforts have been made to sensitize and train government officials, especially at the panchayat and block levels, to the constitutional requirements of their obligations to work with elected representatives especially with women in general and SC and ST women in particular.*
 7. *National Scheduled Caste and Scheduled Tribe Commissions, at the central and state levels, have not been activated to bring synergy to the efforts towards empowerment of scheduled Caste and Scheduled Tribe Panchayat leaders. Such National Commissions should be requested to investigate cases of harassment of the elected Panchayat leaders belonging to these categories.*

8. *In essence, the affirmative action to empower the Scheduled Caste and Scheduled Tribe leadership through the Panchayats is merely a starting point; further interventions by both governments and civil society actors are essential to realize this potential more fully that has not been possible so far.*
9. *Village Niyalays Committee: Most panchayats had set up Village Niyalays (Tantamukt Samitis) to deal with local disputes. These committees included village Mukhiyas and other influential persons in the area who held periodical meetings to amicably settle matters brought before it by the villagers thus helping them in overcoming the need for going for time consuming and expensive litigation. These efforts by the villagers need to be promoted.*

4. State specific recommendations

District Planning Committee: State Government should give the full powers and freedom to the District Planning Committee in approving the projects consolidated with district plan. At present instead of DPC state has the final authority to clear the district plan. Outsourcing of engineering staff: Preparation of cost estimates and technical sanction by engineers are significant and time-consuming stages of the execution of development projects. There has been severe shortage of technical staff in the state causing undue delay in receiving technical approval for the projects. PRIs should be given powers to outsource engineers to meet the requirement of technical staff. Functions of gram sabha: State Government should make it mandatory for all the development projects to get it approved by gram sabha before its implementation. Adequate financial powers may be given to gram panchayat for utilizing funds for the proper functioning of gram sabhas. Moreover, adequate powers and responsibilities should be given to gram sabha to examine the functioning of panchayats and their annual statement of accounts. This system of social audit will prevent corruption and enhance transparencies. **Representatives of the PRIs in State should be given a reasonable amount of monthly honorarium.**

5. Other recommendation and Suggestions:

Grassroots democracy: There is a need to bestow greater financial and functional autonomy on Panchayati Raj Institutions (PRIs) has really to do more with politics than finances. What has hindered any real devolution of powers to the panchayats up till now is not so much any lacuna in the law, but a general lack of political will on the part of parties across the spectrum to adequately empower and enable these indigenous political institutions and to ensure the 3FFFs are given to PRIs under a time bound programme. Thus, it is obvious that there is need for genuine efforts by political bosses to implement the provisions of PRIs should be ensured to bring about radical social transformation over the long term. Vesting local bodies with real powers and

responsibilities and enforcing accountability in these institutions is a more realistic requirement to make local bodies functionally autonomous

Harvesting of Grassroots Knowledge: There is something wrong with the way knowledge is generated, accessed, controlled, and used in our societies. A structural flaw in mainstream education and knowledge-building systems is that grassroots expertise and knowledge most often is lacking. Grassroots groups often are already practicing solutions, where others are debating theories. A major obstacle to incorporating grassroots perspectives and know-how in public decision-making lies in the fact that grassroots wisdom which is highly dispersed, and hence enters the channels of public decision-making very rarely.

Community Knowledge: At the time of data collection it was found that the grassroots women in general and SC/ ST in particular groups often explore the knowledge and expertise coming from community traditions. However, their knowledge is ignored in while formulating plan and programmes at grassroots level. Huge money spent on many projects has gone waste because they neglected to consult the people on the ground in order to gather an authentic picture of ground realities.

Community Building: Whether it is called a Mahila Mandal, Self Help Group, Sanhga or Samity. These efforts of women revolve around creating community space for the development of solidarity and joint problem solving. These efforts of women need to be promoted and encouraged at the grassroots democracy (PRI) level. We have to ensure that the real emphasis is on how these activities can help the community to grow, develop, and transform.

Health: Health is an important issue for grassroots/PRI level initiatives. Home hygiene, educational campaigns, and preventive measures against diseases are key areas of grassroots family welfare activity. There is a need to integrate/adopt modern medicine practices with traditional healing people can apply themselves and integrate into their daily lives. These efforts should strengthen a preventive approach to health care.

Safety: It is well known fact that violence is often targeted towards women hence, the issue of safety plays an important role in women's empowerment. There is a need to develop effective strategies including organizing women SHG/samiti etc against all kinds of violence at grassroots level. However, incidents of violence against SC/ST women are continue to be reported in state like Madhya Pradesh and Orissa. Therfor, feeling of being unsafe are major obstacles to the empowerment of women. Not only this elected women are also unsafe while attending Panchayat meetings, therefore there is a need to ensure suitable mechanism enabling women to feel safe.

Governance: Institutional arrangements are often hostile to grassroots women's participation. There is a need to have proper institutional arrangement to make sure that grassroots woman's views are heard and that they count equally. Other conditions include creating support systems like childcare facilities, safe transportation, compensation for time invested, as well as personal support in the forms of community consultations and leadership coaching.

Atrocities: Scheduled caste (SC) and scheduled tribe (ST) women members suffer from extreme social, educational and economic backwardness, arising out of the age-old practice of social exclusion, untouchability, landlessness and geographical isolation. Despite various provisions including 73rd & 74th Amendments made in the Constitution to safeguards members of SC and ST from exploitation, not much has changed. Yet, despite their constitutional rights, representatives of SC and ST community are often denied attendance to Gram Panchayat and Gram Sabha meetings because of caste based power dynamics, illiteracy, and dominance of upper castes. This has forced them to make compromises in their role as elected representatives of local bodies. A large number of men and women come from SC and ST communities in political spaces, and most of them are playing that role for the first time. **There is thus an emerging and urgent need to enhance their leadership roles.** “Strengthening SC and ST leadership especially women in Panchayats” required capacity building of SC and ST elected leaders. Also efforts should be made on two aspects; one is knowledge and skill enhancement of elected leaders so that they can perform their mandated role and another is strengthening their sense of identity.

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Annexure- I

Status of Implementation of the Provision of Panchayat (Extension to Scheduled Areas) Act, 1996 (PESA) in six selected States.

S. No	Component Mandatory provisions	Chhattisgarh	Gujarat	Maharashtra	Orissa	Jharkhand	Madhya Pradesh
1.	2.	3.	4.	5.	6.	7.	8.
1	Section 4 (i): The Gram Sabha or the Panchayats at the appropriate level shall be consulted before making the acquisition of land in the a Scheduled Areas for development projects and before re – settling or rehabilitating persons affected by such projects in the Scheduled Areas; the actual planning and implementation of the projects in the Scheduled Areas shall be coordinated at the State level;	The Chattisgarh Act has made provision that before acquiring land for development projects, Gram Sabha will be consulted.	The Gujarat Act has assigned this responsibility to Intermediate Panchayat.	The Maharashtra Act says that every Panchayats shall be consulted by the authority while every Panchayat shall consult Gram Sabha before conveying its decision	The orissa Act has stated that District Panchayat shall be consulted before land is acquired.	The Jharkhand Act has no provision in this regard.	Provision made.
2	Section 4 (j): Planning and management of minor water bodies in the Scheduled Areas shall be entrusted to Panchayat s at the appropriate level;	The Chattisgarh Act has assigned powers on Gram Sabha. Intermediate and District Panchayat have powers to plan, own and manage minor water bodies up to a specified water areas	The Gujarat Act entrusts this power to Gram Panchayat.	The Maharashtra Act does not make a mention in this matter.	The orissa Act has assigned this subject to District Panchayat.	The Jharkhand Act has assigned this power to Gram Panchayat.	MP Govt. assigned functions to Gram Sabha to plan, own and manage bodies situated within its territorial jurisdiction.
3	Section 4 (K): The recommendations of the Gram Sabha or the Panchayats at the appropriate level shall be made mandatory prior to grant of prospecting licences or mining lease for minor minerals by auction;	The Chattisgarh Act has no provision in this regard However, it is reported that the	The Gujarat Mines & Mineral (Reg. & Dev) Act provides that prior to granting the quarry permit, recommendations of GP shall be	The Maharashtra Act says that Panchayat shall be competent to make recommendations to licensing authority prior to grand license or permit. Proposal for devolution powers to Gram Sabha is under	The orissa Act has assigned this power to District Panchayat.	The Jharkhand Act has no provision in this regard	Prior recommendation of Gram Sabha is mandatory.

			obtained.	process.			
4	Section 4 (l): The prior re-commendations of the Gram Sabha or the Panchayats at the appropriate level shall be made mandatory for grant of concession for the exploitation of minor minerals by auction;	The Chhattisgarh Act has no provision in this regard	The Gujarat Mines & Mineral Act provides that prior to granting the quarry lease and quarry permit, recommendations of GP shall be obtained.	The Mines & Minerals (Reg.& Dev) Act provides powers to Gram Sabha in this matter.	The orissa Act has assigned this power to District Panchayat.	The Jharkhand Act has no provision in this regard	Yes
5	Section 4 (m):(i) The power to enforce prohibition or restrict the sale and consumption of any intoxicant;	The Chattisgarh Act has assigned this power to Gram Sabha.	The Gujarat Act has no provision as the State has adapted prohibition in the whole State.	The Maharashtra Act says that Gram Sabha shall be competent to enforce prohibition or to regulate through Panchayat. Accordingly powers have been assigned to all three tiers.	The orissa Act has assigned powers to GP to be exercised under direct supervision of Gram Sabha.	The Jharkhand Act has assigned this power to Gram Panchayat.	Gram Sabha empowered.
6	Section4 (m)(ii): The ownership of Minor Forest produce;	The Chattisgarh Act has no provision in this regard	The Gujarat Act has given the right to ownership of MFP to Gram Panchayat. Sale proceeds shall be paid into &form part of village fund	The Maharashtra Act provides that every GS shall issue to Panchayat with regard to exploitation and regulation and trading of 33 MFPs and every Panchayat shall be competent to regulate exploitation , management and trade of MFPs	The orissa Act has assigned powers to GP to be exercised under direct supervision of Gram Sabha.	The Jharkhand Act has assigned these powers to three tiers of Panchayat.	The 'Madhya Pradesh Laghu Van Upaj(Gram Sabha Ko Swamitwa ka Sandan) Vidheyak 2000' submitted by the Forest Deptt. of MP is under revision to include issues such as 'Ownership of Minor Forest Produce'. 'Jurisdictional Issues; etc. raised bythe Ministry of Rural Developmen

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7	Section4 (m)(iii): The power to prevent alienation of land in the Scheduled Areas and take appropriate action to restore any unlawfully alienated land of a Scheduled Tribe:	The Chattisgarh Act has no provision in this regard	The Gujarat Act has assigned this power to District Panchayat.	The Maharashtra Act has assigned this power to Gram Sabha to recommend through Panchayats. IP and DP have also assigned these powers.	The orissa Act has assigned powers to GP to be exercised under direct supervision of Gram Sabha	The Jharkhand Act has assigned this power to District Panchayat.	Gram Sabha endowed with such powers.
8	Section4 (m)(iv): The power to manage village markets by what –ever name called;	The Chattisgarh Act provides that Gram Sabha shall have powers to manage village markets and melas through Gram Panchayat	The Gujarat Act has assigned this power to Gram Panchayat.	The Maharashtra has not made any Provision in this regard.	The orissa Act has assigned powers to GP to be exercised under direct supervision of Gram Sabha	The Jharkhand Act has assigned this power to all three tiers of Panchayat.	The Gram Sabha has been Assigned with powers to man-age village markets and melas including cattle fair through the Gram Panchayats.
9	Section 4(m)(v): The power to exercise control over money lending to the Scheduled Tribes;	The Chattisgarh Act has no provision in this regard Amendment has already been made in the Act. (Copies to be obtained)	The Gujarat Act has assigned this power to Gram Panchayat.	Under the Maharashtra Act, Registrar can grant such licence after consultation with Gram Sabhas(s) and concerned Panchayat (s).	The orissa Act has assigned powers to GP to be exercised under direct supervision of Gram Sabha	The Jharkhand Act has assigned this power to District Panchayat.	Gram Sabha endowed with powers.

Annexure-II

(a) O.P.Bohra (1997) states that, 73rd Amendment Act, mainly aimed at decentralizing the power and also removing the gender imbalances and bias in the institutions of local self-government. He justifies the rationale to provide reservations for following reasons, what is the actual intention of our policy makers. 73rd constitutional amendments actually aim for shared perception of justice, deprivation and oppression. Collective empowerment through representation and democratic process will give them voice, feelings of solidarity and democratic politics. Affirmative action will build a critical mass of local leadership of such groups will be active participants in the strategic decision-making.

(b) Devaki Jain⁴ (1994) in her analysis of the 73rd constitutional amendment writes that the main intention of the policy makers behind this reservation is two-fold one is the democratic justice and second is resource utilization (human). She further states that as the half of the population are women. The country development cannot achieve without the proper participation of woman. Shirin Rai⁵ (2000) argues that 73rd constitutional amendment has opened up process of democratizing these deliberative bodies, what actually our policy maker's wanted.

(c) Biduyt Mohanty ⁶(2000) in her article states that empowerment has been defined here as the change of self-perception through knowledge. She clarifies that by providing reservation, our policy makers intention was not only to improve only the number of elected leaders but also to improve their economic independence, access to resources as well as to education so by examining their socio-economic situation we can derive the conclusion whether woman are really 'empowered'. However Dr. Mohanty suggests that the conditional steps for empowerment area clear beginning in this direction. P. Manikymba⁷ (1989) states that the makers of Panchayati Raj system desired rural woman should not only become a beneficiary of development, but more importantly contributors to it. Analyzing the Balawantraï Mehta Committee she states that Mehta Committee considered the condition of the rural woman at length and felt that they should be assisted to find ways to increase there incomes and improve the condition of their children. The committee was particular that woman should find representation in the rural political institutions.

⁴ Jain, Devaki,. 1992, *Women: New vision of leadership: a presentation at global forum, Dublin, July 9-12.*

⁵ Rai, Shirin, 2000, *looking to the future: Panchayat, women's Representation and Deliberation politics, A paper presented in women and Panchyat Raj institution, April 8-27.*

⁶ Mohanty bidyut, 2002, *women and political empowerment, ISS, new Delhi*

⁷ Manikymba, P, 1989, *Women in Panchayat Structure, Gyan Pub New Delhi.*

Then Ashok Mehta Committee according to her laid special emphasis on the need to recognize and strengthen women's constructive decision-makings and managerial rule. Bhargava and others ⁸(1996) writes that it was to improve women's representation that the policy of reservation was introduced. According to them, reserving seats for women in the political institutions will provide them and opportunity to raise their grievances and other related social and economic problems in a formal forum, a political process necessary to ensure the improvement for all women in all spheres of life. Usha Naryan⁹(1996), confirms that the main position of 73rd constitutional amendment involves the participation of women as voter, women as members of political parties, women as candidates, women elected members of PRI's taking part in decision making, planning implementation and evaluation. She stressed that reservation provisions are providing be a guarantee for their empowerment. Sudhir Krishna¹⁰(1997) mentioning the aim behind 73rd institutional amendment states that 73rd amendment was made to provide not less than one-third seats including the offices of chairpersons for women in PRI's at all levels and role of women in development programmes.

Empirical Studies:

(d) Snehalata Panda¹¹ (1996) in her study of village Panchayat in Orissa found that women entered into politics due to mandatory provision of reservation. Most of the women are from non-political background and entered into politics due to persuasion by their family members or pressure from the village community. The important aspect of her study is that the women who reluctantly entered into politics showed great maturity in outlook, enthusiasm, increasing political consciousness and increasing perception of their role and responsibility. In another study in 1999, Panda brought out an interesting point in her field study. There prevails strong caste feelings and women belonging to upper caste have not come forward to representing the Panchayat. This has provided an opportunity to the women from the labour and lower caste to emerge as a potential force in village politics. It was found that usually these are young women of 25-45 years of age. 20% of the women had previous political experience. The pattern caste representation was the same as before the constitutional change, 60% of the elected representative

⁸ Bhargava, B.S. & Bhaskar, manu, 1992, *women in grassroots democracy-a study of kerala*, university of jkerala/ iccsr, New delhi.

⁹ Narayan, Usha.1996, *Women in Panchayats: The Path Ahead*, *Mainstream*, Nov.16.

¹⁰ Krishna, Sudhir. 1997 "Women and Panchayati Raj: The Law, Programme and Practices, *Journal of Rural Development*, Vol. 16(4) , NIRD, Hyd. pp. 651-662.

¹⁵ Panda Snehalata 1996, "Emerging Partern of Leadership among Rural Women in Orissa, *Indian Journal of Public Administration*, Vol. 42, No. 3-4.

whether men or women were from dominant caste. Most of the women elected were illiterate and above all the majority of women declared themselves as homemakers. She found that women's experience of Panchayat Raj institution has transformed many of them. The elements of this transformation include empowerment, self-confidence, political awareness and affirmation of information. She argued that women have gained a sense of empowerment by asserting control over resources, officials and most of all by challenging men further, women's empowerment challenged traditional ideas of male authority and supremacy.

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Annexure-III

Views of the experts on Women Empowerment

(a) S.Govinda Gowda¹² and others (1996) in their study of Karnataka women elected panchayat leader found that the women members of developed taluks were found to play a better developmental role than their counterparts in the backward taluks. The study reveals that among the socio-economic attributes such as age, education, caste, annual household income and land holding of women leaders, only education and annual household income had a highly significant and positive relationship with their developmental role performance. **The findings of the study state that women members of the Panchayat Raj institution could play an effective developmental role if they are given adequate recognition and encouragement.**

(b) Rashmi Arun¹³(1997) in a case study of Madhya Pradesh found that in most of the cases women are housewives, first time entrants into politics and most of them are illiterate or educated up to primary level. Indian Institute of Social Science ¹⁴(2000) in a study of panchayat Raj in Haryana has reviewed the progress of some hundred elected women in four districts; majorities of the elected women panches including younger women were illiterate when elected to office. After two years in office, they demanded literary skill and generally feel the need of education for their daughters. K.Jayalakshmi ¹⁵(1997) A.P based on the field study conducted in the Nalgonda district states that reservation in Panchayat ensures entry for all sections and thus visualizes as the harbinger of equality and social justice. Further, it is found that reservation has merely brought in a quantitative change in the gender participation rather than ushering qualitative developmental efforts.

Many researchers in their study found that socio-economic background in general and political backgrounds in particular are important determinants of shaping the nature and level of participation of members in political institutions. Different studies reveal that education and participation are interrelated. In general, women members having secondary educational qualification are more participated well in the meetings. Next, economic status gives a sense of confidence and encouragement to participate. The participation of the poor women members is found mostly insignificant. The middle class and rich

¹² Gowada,S and Others,1996,Developmental Role of Women members of Panchayati Raj institutions :
A study in Karnataka, Journal of Rural Development,Vol.15(2),pp,249-259,NIRD,Hyd.

¹³Arun ,Rashmi,1997,Role Of Women in Panchayati Raj,Administrator,Vol,x11, April-June

¹⁴ Status of Panchayati Raj in the States and Union Territories of India, 2000, Institution of Social Science, New Delhi.

¹⁵ Lakshi, 1993, Women And Politics-A study in Political Participation, Book link Corporation, Hyderabad.

members showed greater degree of participation. Then, age has its impact on participation. The extent of participation of the young and the middle age is generally more than that of old age.

The outlook of the society towards the women has started changing. Author from his experience suggests that women need orientation, sensitization, capacity building, and information and counseling continuously through organizations. The ongoing experiments and experiences suggest that periodical training; orientation and sensitization can help the women leaders to perform the assigned role in a better way. He argues that the Govt. will respond to the needs of these women leaders only when social organization and groups support them.

(c) Nirmala Buch ¹⁶(2000) states that earlier studies of women representatives in panchayat before the 73rd amendment noted the major presence of women from the dominant sections e.g. from Marathas and families owing more than twenty acres of land in Maharashtra and lingyats and vokkalings in Karnataka. But the profile of the new women in post 73rd amendment panchayats showed that majorities were illiterate and large percentages were from families in the lower socio-economic strata. They were comparatively younger than the earlier entrants and were predominantly first generation entrants to the public political life. She further expressed that, a study of twelve all women panchayats in Maharashtra documented male female member's support from women's coming into panchayats, but such supports were tentative and interspersed with typical anxieties expressed in such comments as 'who will make the chapattis?'

¹⁶ Buch, Nirmala, 200, Panchaytis and women, Status of Panchayati Raj in the states and union Territories of India, 2000, Institute of social science.

Annexure-IV

Proposed Activities Planning of Identified 29 Functions

Sl.No.	Subject	Activities	
		Village Panchayat	District Panchayat
1	Agriculture including agriculture extension.	<p>For the following schemes the Village Panchayat would</p> <ul style="list-style-type: none"> □ Identify the beneficiaries □ Co-ordinate and monitor all the schemes and submit a quarterly report to the District Panchayat and the parent department and place all the records for approval of the gram sabha. □ Recover the loan amount □ Up keep of accounts and records. □ Establishment and maintenance of godowns. □ Development and maintenance of grazing lands and preventing there unauthorized alienation and use. □ Development of waste lands. <ul style="list-style-type: none"> ▪ Distribution of improved seeds, manure and fertilizers. ▪ Maintenance of agricultural seed farms and horticultural nurseries. 	<p>District Panchayat will</p> <ul style="list-style-type: none"> □ Co-ordinate all the activities of the village panchayat for the five listed schemes. □ Promote and develop the agriculture and horticulture activities. □ Propagate the improved methods of cultivation. □ Promote the cultivation and marketing of vegetables, fruits and flowers. □ Will train the farmers and extension activities. □ Promote the measure to increase agricultural production and to popularize the use of improved agricultural practice. □ Conduct the agricultural fairs and exhibitions. □ Participate in training of farmers. □ Promote and use of improved Agriculture implements and making such implements easily available. □ Avail loan and subsidy for fruit grafts □ Grant the incentive for commercial crops to farmers. <ul style="list-style-type: none"> ▪ Develop agriculture marketing centre at block level ▪ The loan amount should be retained / maintain by the account head of district panchayat and retained with the panchayat.
2	Land improvement, implementation of land reforms, land consolidation and soil conservation.	<p>For the scheme of individual beneficiary oriented soil conversation scheme, the village panchayat would</p> <ul style="list-style-type: none"> □ Identify the beneficiaries. Identification of 50 per cent of the beneficiaries will be 	<p>District panchayat will</p> <ol style="list-style-type: none"> 1. Co-ordinate all the village panchayat for the schemes. 2. Prepare the budget, action plan for the whole year and five year plan.

		<p>done by panchayat / gram sabha with the help of agriculture assistants and will refer the cases of selected beneficiaries to district panchayat.</p> <ul style="list-style-type: none"> ▣ Panchayat would co-ordinate and monitors the entire scheme and submit a quarterly report to the district panchayat and the parent department. Village panchayat will place all the record for approval of the gram sabha. ▣ Assist the administration and district panchayat in the implementation of land improvement and soil conservation programme entrusted by the GOI/Administration. 	<ol style="list-style-type: none"> 3. Hold review plan and expenditure meeting the end of each quarter and the monthly progress meetings. 4. Organise development of wastelands. 5. Assist village panchayat in implementation of soil conservation programme.
3	Minor irrigation, water management and watershed development	<p>The village panchayat would</p> <ol style="list-style-type: none"> 1. Identify the sites for the Construction of minor irrigation and maintenance of sub-canal of lift irrigation and digging of wells. 2. Assist the district panchayat in the construction and maintenance of minor irrigation works. 3. Assist in development of ground water resources. 4. Place all the record for the approval of the gram sabha. 	<p>District panchayat will implement</p> <ol style="list-style-type: none"> 1. Construction, renovation and maintenance of minor irrigation works. 2. Watershed development programme 3. Minor irrigation, construction and maintenance of field channels, lift irrigation, digging of wells and tanks, etc; 4. Plan and monitor of the works carried out by the panchayat.
4	Animal husbandry, dairy and poultry	<p>For following schemes the village panchayat would.</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries 2. Disburse the payment 3. Engage in recovery (if any). 4. Monitor the scheme and submit the quarterly report to DP and parent department it will place all the records for the approval of the Gram Sabha. <p>Schemes are</p> <ol style="list-style-type: none"> 1. Promotion of dairy farming, poultry and piggery 2. Grassland development 	<p>District Panchayat will participate in implementation of following:</p> <ol style="list-style-type: none"> 1. Establishment and maintenance of market, slaughterhouses and other works of public utility. 2. Improvement of cattle and cattle breeding and general care of livestock. 3. Artificial insemination 4. Upgrading of local breed of cattle. 5. Estt. of broiler units. 6. First aid veterinary centers 7. Purchase of medicines <p>Hold review plan and expenditure meeting at the end of each quarter and the monthly progress meetings.</p>
5	Fisheries	Village panchayat would	District panchayat will be involved in

		<p>a. Identify the beneficiaries b. Disburse the payment. c. Engage in recovery (if any) d. Co-ordinate and monitor all the schemes and</p> <p>Submit a quarterly report to the district panchayat and parent department and will place all the record for approval of the gram sabha.</p> <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Development of fisheries in the villages 2. Asst. to fish capturing units 3. Improvement of village pond/tank. 	<ol style="list-style-type: none"> 1. Promotion of inland, brackish water and marine fish culture. 2. Implementation of fishermen's welfare programmes. 3. Preparation of action plan and budget for the subject. 4. Hold review plan and expenditure meeting at the end of each quarter and the monthly progress meetings.
6	Social forestry and farm forestry	<p>The village panchayat would</p> <ol style="list-style-type: none"> a. Identify the beneficiaries b. Engage in recovery (if any) c. Co-ordinate and monitor all the schemes and place all the records for the approval of the Gram Sabha. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Planting and preservation of trees on the sides of roads and other public lands under its control. 	<p>District panchayat will participate in</p> <ol style="list-style-type: none"> 1. Preparation of action plan for the year and send to the forest department. 2. Co-ordinating all the activity of the village panchayat. 3. Holding monthly meeting of the monitoring committee. 4. Promotion of social and farm forestry 5. Development of social forestry 6. Roadside plantation 7. Creation of given belt in industrial area government premises and city forest around urban area. 8. Distribution of seedlings, celebration of Van Mahotsava and Training of Tribal Farmers.
7	Minor forest produce	<p>Village panchayat will co ordinate and monitor the schemes. Panchayat will participate in:</p> <ol style="list-style-type: none"> 1. Management of minor forest produces of the forests raised in community lands. 2. Consultation and co-ordination for promotion of joint forest management programme at village level. 	<p>District panchayat will</p> <ol style="list-style-type: none"> 1. Assistance to village panchayat in the management of minor forest produce.
8	Small-scale industries including food-processing industries.	<ol style="list-style-type: none"> 1. Promote industries by way of providing infrastructure like roads, sanitation in their respective jurisdiction. 	<ol style="list-style-type: none"> 1. Will prepare the format in which district industries centre (DIC) and labour department shall make available

		2. Forward the house tax figures collected to district panchayat quarterly.	data relating to employment of the local people in the industries, every six months. 2. Monitor and assist village panchayat in providing infrastructure to local industry.
9	Khadi village and cottage industries	1. Promotion of rural and cottage industries 2. Co-ordination and monitoring of the schemes. 3. Identification of beneficiaries through village panchayats.	Promotion of Khadi Village and Cottage Industries through KVIC.
10	Rural Housing	The village panchayat would: a. Identify the beneficiaries among the BPL families and forward to rural development deptt. after its approval in gram sabha for further scrutiny and verification. b. Engage in recovery (if any) c. Monitoring the scheme and submit a quarterly report to district panchayat and the parent department. Village panchayat will place all the record for approval of the gram sabha. Schemes: 1. All community development schemes (being dealt by BDO) like renovation/repairing of housing belonging to SC/ST. 2. Implementation of Indira Awaas Yojana for beneficiaries. 3. Pradhan Mantri Gramodaya Yojana (Awaas) PMGY.	Monitor the schemes implemented by village panchayat.
11	Drinking water	The village panchayat would identify the beneficiaries, co-ordinate and monitor the schemes: 1. Identify the sites for all the irrigation related schemes after the meeting of the gram sabha. 2. Promotion of drinking water and rural sanitation programme. 3. Construction, repairs and maintenance of drinking water wells, tanks and ponds. 4. Maintenance of rural water supply scheme. 5. Deepening or otherwise improve any	1. Construction and maintenance of rural drinking water supply scheme. 2. Establishment repairs and maintenance of rural water supply schemes. 3. Plan and monitor the works carried out by panchayat. 4. Construct water-harvesting structures in all schools and government building in the rural areas. 5. Preparation of action plan and budget for the subject.

		watercourse and other property.	<ol style="list-style-type: none"> 6. Hold review plan and expenditure meeting at the end of each quarter and the monthly progress meetings. 7. Provide technical assistance for sanction of village panchayat related works.
12	Fuel and Fodder	<p>The village panchayat would identify the beneficiaries, co-ordinate and monitor the schemes:</p> <ol style="list-style-type: none"> 1. Fuel wood plantations and fodder development with the help of the community land with the help of gram sabha. 	<ol style="list-style-type: none"> 1. Awareness building of fuel-efficient devices and improved fodder species. 2. Fuel wood and small timber plantation.
13	Roads, culverts, bridges, ferries, waterways and other means of communication	<p>The village panchayat would identify the beneficiaries and sites, co-ordinate and monitor the schemes:</p> <ol style="list-style-type: none"> 1. Construction, repair and maintenance of village roads, drains, bridges etc. 2. Identify the works of priority and will be forwarded to the district panchayat for incorporating in the annual action plan. 	<ol style="list-style-type: none"> 1. Construction of village roads, bridges, drainages and culverts. 2. Widen, open, enlarge or otherwise improve any such road, bridge or culverts and plant and preserve trees on the sides of such roads. 3. Cut any hedge or branch of any tree projecting on any such public road or street. 4. Lay out and make new roads, and construct new bridges and culverts. 5. Plan and monitor the works carried out by panchayat. 6. Finalize the payments and prepare utilization certificates for the grants to be spent and will be submitted to the finance department.
14	Rural electrification	<p>The village panchayat would participate in</p> <ol style="list-style-type: none"> 1. Identification of beneficiaries through village panchayat. 2. Providing and maintenance of lighting of public streets and other places. 3. Maintenance of street lights. 4. Co-ordination and monitoring of the schemes. <p>Schemes:</p> <ol style="list-style-type: none"> 1. Release of Kutir Jyoti connection and 	<p>District panchayat will monitor the works of village panchayat.</p> <ol style="list-style-type: none"> 1. Coordination between U.T. Electricity Department and village panchayat. 2. Preparation of action plan and budget for the subject. 3. Hold review plan and expenditure meeting at the end of each quarter and the monthly progress meetings.

		maintenance.	
15	Non conventional energy sources	<p>Village panchayat will popularize the use of non-conventional energy sources in rural areas with the help of gram sabha.</p> <ol style="list-style-type: none"> 1. Maintenance of community non-conventional energy devices, including biogas plants. 2. Co-ordination and Monitoring of the schemes. 3. Identification of beneficiaries through village panchayat. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Implementation of IREPS programme 2. Implementation of NREP programme. 	<p>District panchayat will</p> <ol style="list-style-type: none"> 1. Promotion and development of non-conventional energy schemes. 2. Propagation of improved chulhas and other efficient energy devices. 3. Centrally sponsored scheme (Rajiv Gandhi Akshay Urja Diwas promotion and development of non-conventional energy schemes.
16	Poverty alleviation programme	<p>For the following scheme village panchayat would</p> <ol style="list-style-type: none"> 1. Identification of beneficiaries 2. Disburse the payment 3. Engage in recovery if any. 4. Monitor the schemes and submit quarterly report to the district panchayat. 5. Village panchayat will place all the record for approval of gram sabha. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. SGSY 2. SGRY 3. IAY (Construction of dwelling Unit by SC/ST). 4. NOAPS, Assistance of Rs.75/- per month to be provided. 5. NFBS, Lumpsum financial assistance of Rs. 10,000/- incase of death of primary breadwinner. 6. NMBS, Lumpsum financial assistance of Rs.500/- to the pregnant women to household. 7. BSY, A post birth grant amount of Rs. 500/- in the form of NSC on the name of girl child. 	<p>District panchayat will</p> <ol style="list-style-type: none"> 1. Coordinate all the activates of the village panchayat for the entire scheme. 2. Prepare annual action plan as well as fifth year plan. 3. Hold monthly meeting of the monitoring committee. 4. Promotion of public awareness and participation in poverty alleviation programme for fuller employment and creation of productive assets, etc.

		<p>8. Swayamsdiha (IWEP), establishment of self-reliant women SHGs.</p> <p>9. MPLADS, worked to be carried out as per choice of MP to the tune of Rs. 200 lakh per year.</p>	
17	Education, including primary and secondary schools	<p>1. With the help of gram sabha village panchayat will monitor enrolment and drop out rates from I to VII std.</p> <p>2. Public awareness and participation in primary and secondary education.</p> <p>3. Supervise construction repairs and maintenance of primary school building with help of work committee.</p> <p>4. Promote social education through youth clubs and mahila mandals.</p> <p>5. Education committee will appraise performance of teachers on the basis of past percentage of students.</p> <p>6. Submit a report to ADE who will account such assessment in ACR's of the concern teachers.</p> <p>7. Education committee will monitor the MDM scheme and send a report to the district panchayat.</p> <p>8. Distribute and monitor book bank scheme of district panchayat.</p> <p>9. Promotion of primary education and assistance in improvement of primary schools I to VII.</p> <p>10. Promotion of public awareness and participation in primary and secondary education.</p> <p>11. Ensuring full enrolment and attendance in primary schools.</p> <p>12. Promotion of primary and secondary education.</p>	<p>District panchayat will coordinate all activities of village panchayat for all schemes.</p> <p>1. Monitor the works committee and education committee.</p> <p>2. Prepare annual action plan.</p> <p>3. Maintain and supervise pre-primary education and primary education.</p> <p>4. Implement book bank scheme.</p> <p>5. Promote secondary education.</p> <p>6. Const. Primary school building.</p> <p>7. Monitoring and implementation of SSA scheme in consultation of village panchayat.</p> <p>8. Prepare annual action plan</p> <p>9. Hold monthly meeting of the monitoring education committee</p> <p>10. Promotion of primary and secondary education</p> <p>11. Promotion of education activities in the district including the establishment and maintenance of primary schools.</p> <p>1 OBJECTIVES OF SSA</p> <p>All children in school, education guarantee centre, alternate school, and back-to-school camp by 2003.</p> <ul style="list-style-type: none"> - All children complete five years of primary schooling by 2007. - All children complete eight years of elementary schooling by 2010. - Focus on gender

			and social category gaps at primary stage by 2007 and at elementary education level by 2010. Universal retention by 2010.
18	Technical training and vocational education	1. Promotion identification of suitable vocational courses for local population.	1. Promotion of rural artisan and vocational training. 2. Encouraging and assisting rural vocational training centers.
19	Adult and non formal education	1. Promotion of adult literacy 2. Implementation of adult literacy. 3. Co-ordination and monitoring of the schemes.	1. Project formulation and promotion of adult literacy. 2. Planning and implementation of programme of adult literacy and non-formal education programme.
20	Libraries	1. Establishment and maintenance of libraries and reading rooms. 2. Co-ordination and monitoring the village libraries.	1. Promotion of libraries 2. Prepare annual action plan and budget.
21	Cultural activities	1. Promotion of local handicrafts 2. Promotion of social and cultural activities	1. Promotion of social and cultural activities in the district. 2. Promotion of folk culture by organizing cultural programmes. 3. Promotion of handicraft culture.
22	Markets and fairs	1. Arrangements, maintenance and regulation of fairs (including cattle fairs and weekly markets) and festivals in the village. 2. Set up panchayat market and to collect fees. 3. Setting-up of the Slaughterhouse. 4. Co-ordination and monitoring of the markets and fairs. 5. Identification of beneficiaries	1. Setting up and maintenance of panchayat market. 2. Establishment, maintenance of markets and other works of public utility. 3. Establishment, maintenance and regulation of fairs.
23	Health and sanitation, including hospitals, primary health centers and dispensaries	The village panchayat would 1. Identify sites, construction and maintenance of public latrines after a meeting of the gram sabha. 2. Prepare estimate of the construction and get technical sanction and administrative approval	1. Coordination with village panchayat 2. Preparation of annual action plan. 3. Hold monthly meeting of the monitoring education committee. 4. Provide technical assistance for sanction of village panchayat

		<p>from the district panchayat.</p> <ol style="list-style-type: none"> 3. Tender the work 4. Award and monitor the work 5. Finalize payment and prepare utilization certificate and send to the district panchayat and to the finance department. 6. Coordination and monitoring of the schemes. <p>Scheme</p> <ol style="list-style-type: none"> 1. Construction and maintenance of public latrines after a meeting of the gram sabha. 2. Maintenance of general sanitation, garbage cleaning and disposal. 3. Disposal of unclean corpses and carcasses. 4. Total sanitation campaign. 5. Regulation by licensing or otherwise of tea, coffee or milk shops and other shops where eatables are served. 	<ol style="list-style-type: none"> 5. related works. Plan and monitoring the works carried out by the panchayat.
24	Family Welfare	<p>For the following schemes village panchayat would</p> <ol style="list-style-type: none"> 1. Identifying the beneficiaries through gram sabha including co-ordination and monitoring of the schemes. 2. Disburse the payment 3. Engage in recover if any. 4. Monitor the schemes and submit a quarterly report to district panchayat and the parent department village panchayat will place all the records before gram sabha. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Prevention and remedial measures against epidemics. 2. Participation in programme of human and animal vaccination. 3. Management of stray animals 4. Health and sanitation at fairs and festivals. 	<p>District panchayat will coordinate all the activities and schemes of village panchayat.</p> <ol style="list-style-type: none"> 1. Preparation of annual action plan 2. Hold monthly meeting of the monitoring committee 3. Provide technical assistance for sanction of village panchayat related works. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Creation of awareness and promotion of family welfare programme. 2. Prevention and remedial measures against epidemics. 3. Promotion of health and family welfare programme. 4. Management of hospitals and dispensaries excluding those under the management of Government or any other local authority.

			<p>5. Promotion of maternity and child health programme.</p> <p>6. Promotion of immunization and vaccination programmes.</p>
25	Women and Child Development	<p>For the following schemes village panchayat would</p> <ol style="list-style-type: none"> 1. Identifying the beneficiaries through Gram Sabha including co-ordination and monitoring of the schemes. 2. Disburse the payment 3. Engage in recover if any 4. Monitor the schemes and submit a quarterly report to district panchayat and village panchayat will place all the records before Gram Sabha. <p>Schemes are</p> <ol style="list-style-type: none"> 1. Participation in the implementation of women and child welfare programmes. 2. Promotion of school health and nutrition programmes. 	<p>District panchayat will coordinate all the activities and schemes of village panchayat.</p> <ol style="list-style-type: none"> 1. Preparation of annual action plan 2. Hold monthly meeting of the monitoring committee 3. Provide technical assistance for sanction of village panchayat related works 4. Participation in the implementation of women and child welfare programmes. 5. Promotion and participation of voluntary organizations in women and child development programmes. 6. Promotion of programmes relating to development of women and children. 7. All the scheme of aganwadi centers. <p>Schemes are: Centrally sponsored ICDS scheme Supplementary nutrition programme Wheat based nutrition programme Kishori Shakti Yojana (Adolescent Girls Scheme) Pradhan Mantri Gramodaya Yojana Pilot project</p> <ol style="list-style-type: none"> 1. Vocational training to women and home management courses 2. Welfare of children in need care protection 3. Wheat based centers
26	Social welfare including welfare of the handicapped and mentally retarded	<p>For the following schemes village panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries through gram sabha including co-ordination and monitoring of the schemes 2. Disburse the payment 3. Engage in recover if any 4. Monitor the schemes 	<p>District panchayat will coordinate all the activities and schemes of village panchayat</p> <ol style="list-style-type: none"> 1. Preparation of annual action plan 2. Hold monthly meeting of the monitoring committee 3. Provide technical assistance for sanction of village panchayat

		<p>and submit a quarterly report to district panchayat and village panchayat will place all the records before gram sabha.</p> <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Participation in the implementation of the social welfare programmes, including welfare of the handicapped, mentally retarded and destitute person. 2. Participation of the old age and widow's pension scheme. 3. Financial assistance to widows and welfare of aged, infirm and destitute persons scholarship to physically handicapped students. 	<p>4. related works Assist village panchayat in effective implementation of the old age, widow pension and pension for the handicapped.</p>
27	Welfare of weaker section and in particular the SCs/STs	<p>For the following schemes, the village panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries through village panchayat. 2. Coordinate and monitor the specific programmes for the welfare of weaker sections. 3. Monitor the schemes and submit a quarterly report to district panchayat. 4. Village panchayat will place all the records for the approval of the gram sabha. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Assistance to specific programmes for the welfare of the weaker sections. 2. Protecting such castes and classes from social injustice and exploitation. 	<p>District panchayat will coordinate all the activities and schemes of village panchayat.</p> <ol style="list-style-type: none"> 1. Preparation of annual action plan 2. Hold monthly meeting of the monitoring committee 3. Provide technical assistance for sanction of village panchayat related works. 4. Assist village panchayat in effective implementation of the old age, widow pension and pension for the handicapped. 5. Promotion of public awareness with regard to scheduled castes, scheduled tribes and other weaker sections. 6. Protecting such caste and classes from social injustice and exploitation. 7. Supervision and management of hostels in the district, distribution of grants, loans and subsidies to individuals and other schemes for the welfare of scheduled caste, scheduled tribes and backward classes, excluding those belonging to the government / UT administration.
28	Public Distribution System (PDS)	<ol style="list-style-type: none"> 1. Village panchayat will identify the beneficiaries 	<ol style="list-style-type: none"> 1. All instructions of civil supply officers will be

		<p>and place it for the approval of the gram sabha.</p> <ol style="list-style-type: none"> 2. Supervise and monitoring the public distribution system. 3. Co-ordination and monitoring of the schemes. 4. Identification of beneficiaries through village panchayat. 5. Verification of cards 6. Assessment and management for the release of festival quota in consultation with District Panchayat. 7. Public awareness through displaying the general information circulated by civil supply department at village panchayat and fair price shops. 	<p>made available to the village panchayat for subsequent circulation.</p> <ol style="list-style-type: none"> 2. Civil supply department shall be in touch with district panchayat for consensus for the release of festival quota. 3. Promotion of public awareness with regard to the distribution of essential commodities. 4. Assist administration in the effective monitoring and implementation of public distribution system.
29	Maintenance of community assets	<p>For the following schemes, the village panchayat would</p> <ol style="list-style-type: none"> 1. Identify the beneficiaries through village panchayats. 2. Coordinate and monitor the specific programmes for the maintenance of community assets. 3. Monitor the schemes and submit a quarterly report to district panchayat. 4. Village panchayat will place all the records for the approval of the gram sabha. <p>Schemes are:</p> <ol style="list-style-type: none"> 1. Construction / Renovation of community centers (under TSP). 2. Development of infrastructures to the village panchayat 3. Preservation and maintenance of other community assets. 4. Maintenance of community assets vested in it or DEVOLVED by the Government/UT Administration or any local authority or organization. <p>Preservation and maintenance of other community assets.</p>	<ol style="list-style-type: none"> 1. Coordinate all the activities of the village panchayat. 2. Preparation of annual action plan and budget. 3. Hold monthly meeting of the monitoring committee 4. Maintenance of all community assets. 5. Numbering of premises 6. Construction and maintenance and control of tonga stand, cart stand and washing ghats and cattle ponds. 7. Provision, maintenance and regulation of burning and burial grounds. 8. Regulations by licensing or otherwise of tea, coffee and milk shops where eatable are served. 9. Maintenance of community assets vested in it or devolved by the Government/UT Administration or any local authority or organization. <p>10. Assisting the Government / UT Administration in the preservation and maintenance of other community assets.</p> <ol style="list-style-type: none"> 11. Train PRIIs

			functionaries to strengthen the district panchayat administration.
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Box

Article 243D- Reservation of Seats

- 1) Seats shall be reserved for (a) The scheduled Castes; and b) the Scheduled Tribes, in every Panchayat and the number of seats so reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Panchayat as the population of the Scheduled Castes in that Panchayat area or of the Scheduled Tribes in that Panchayat area bears to the total population of that area and such seats may be allotted by rotation to different constituencies in a Panchayat .
- 2) Not less than one –third of the total number of seats reserved under clause (1) shall be reserved for women belonging to the Scheduled Castes or, as the case may be, the Scheduled Tribes.
- 3) Not less than one- third (including the number of seats reserved for women belonging to the Scheduled Castes and the Scheduled Tribes) of the total number of seats to be filled by direct election in every Panchayat shall be reserved for women and such seats may be allotted by rotation to different constituencies in a Panchayat.
- 4) The offices of the Chairpersons in the Panchayats at the village or any other level shall be reserved for the Scheduled Castes, the Scheduled Tribes and women in such manner as the Legislature of a State may, by law, provide:
 - Provide that the number of offices of Chairpersons reserved for the Scheduled Castes and the Scheduled Tribes in the Panchayats at each level in any State shall bear, as nearly as may be, the same proportion to the total number of such offices in the Panchayats at each level as the population of the Scheduled Castes in the State or of the Scheduled Tribes in the State bears to the total population of the State.
 - Provide further that not less than one- third of the total number of offices of Chairpersons in the Panchayats at each level shall be reserved for women:
 - Provide also that the number of offices reserved under this clause shall be allotted by rotation to different Panchayats at each level.
 - Nothing in this Part shall prevent the Legislature of a State from making any provision for reservation of seats in any Panchayat or offices of Chairpersons in the Panchayats at any level in favour of backward class of citizens.

Annexure-VI

STWFD Sch-I

Panchayat Member Schedule

Impact of Bottom up planning under PRIs and Women Participation
Therein in the states of Jharkhand, Chhatisgarh, Madhya Pradesh,
Gujarat, Maharashtra and Orissa".

Commissioned by the Planning Commission, Government of India, New Delhi

Q. No.	Question	Response Code and Answer	Fill Response code for convenience in data entry																																																
1.	Name of Gram Panchayat Address	Name of the Village: Name of the district: State:																																																	
2.	Name of the respondent (Member, Sarpanch, Patel or Mukhiya) Age: Sex: Edn:	Respondent: Panchayat Member- 1 Sarpanch- 2 Patel- 3 Mukhiya- 4	<input type="text"/>																																																
3.	Number of villages in the Panchayat		<input type="text"/>																																																
4.	Number of Panchayat Members	<table border="1"> <thead> <tr> <th>Category</th> <th colspan="3">Number</th> </tr> <tr> <th></th> <th>M</th> <th>F</th> <th>T</th> </tr> </thead> <tbody> <tr> <td>General</td> <td></td> <td></td> <td></td> </tr> <tr> <td>SC</td> <td></td> <td></td> <td></td> </tr> <tr> <td>ST</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Minority:</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Muslim- 1</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Sikh- 2</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Christian - 3</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Buddhist- 4</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Parsi- 5</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Grand Total</td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	Category	Number				M	F	T	General				SC				ST				Minority:				Muslim- 1				Sikh- 2				Christian - 3				Buddhist- 4				Parsi- 5				Grand Total				
Category	Number																																																		
	M	F	T																																																
General																																																			
SC																																																			
ST																																																			
Minority:																																																			
Muslim- 1																																																			
Sikh- 2																																																			
Christian - 3																																																			
Buddhist- 4																																																			
Parsi- 5																																																			
Grand Total																																																			
5	Whether election held, if yes; when?	Year:																																																	
6	If not how was it formed	Nominated by:	Code:																																																
		1. Villages Head	1 <input type="text"/>																																																
		2. Block Samiti	2 <input type="text"/>																																																
		3. DRDO	3 <input type="text"/>																																																
		4. Zilla Parishad	4 <input type="text"/>																																																
		5. Other Methods	5 <input type="text"/>																																																

7	Status of the subjects already being attended by your Panchayat in terms of funds functions, functionaries	<p>(Good -1 Bad - 2)</p> <table border="1"> <thead> <tr> <th></th> <th>Total</th> <th>Good</th> <th>Bad</th> </tr> </thead> <tbody> <tr> <td>Fund</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Function</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Functionaries</td> <td></td> <td></td> <td></td> </tr> </tbody> </table>		Total	Good	Bad	Fund				Function				Functionaries			
	Total	Good	Bad															
Fund																		
Function																		
Functionaries																		
8	<p>Do you think Panchayat should be given the entire -29 subject identified under article 243-G of the constitution to be transferred to Panchayat?</p> <p>Subjects As per the Eleventh Schedule of the constitution (Article 243G):</p> <ul style="list-style-type: none"> ▪ Agriculture including agricultural extension. ▪ Land improvement, implementation of land reforms, land consolidation and soil conservation ▪ Minor irrigation, water management and watershed development ▪ Animal Husbandry, dairying poultry and ▪ Fisheries ▪ Social forestry and farm forestry ▪ Minor Forest Produce ▪ Small Scale industries including food-processing industries ▪ Khadi, village and cottage industries ▪ Rural Housing ▪ Drinking Water ▪ Fuel and Fodder ▪ Roads, culverts, bridges, ferries, waterways and other means of communication ▪ Rural electrification including distribution of electricity ▪ Non-conventional energy sources ▪ Poverty alleviation programmes 	<p>Yes - 1 No-2</p> <p>If No, <input type="checkbox"/></p> <p><input checked="" type="checkbox"/> Mark the subjects that should be given to Panchayat</p>																

	<ul style="list-style-type: none"> ▪ Education including primary and secondary schools <input type="text"/> ▪ Technical training and vocational education <input type="text"/> ▪ Adult and non-formal education <input type="text"/> ▪ Libraries <input type="text"/> ▪ Cultural activities <input type="text"/> ▪ Markets and fairs <input type="text"/> ▪ Health and Sanitation including hospitals, primary health centers and dispensaries <input type="text"/> ▪ Family Welfare <input type="text"/> ▪ Women and Child Development <input type="text"/> ▪ Social Welfare including welfare of the handicapped and mentally retarded <input type="text"/> ▪ Welfare of the weaker sections and in particular of the SCs and STs <input type="text"/> ▪ Public Distribution System <input type="text"/> ▪ Maintenance of community Assets <input type="text"/> 				
9.	<p>If, Panchayat cannot be given all subject to implement effectively, What are the most important subjects that should be given to the Panchayat, please name Ten subjects, priority wise;</p>	<p>1 2 3 4 5 6 7 8 9 10</p>			
10.	<p>What are the major works effectively performed by your Panchayat in last 2 years.</p>	<p>S.No</p> <p>1. 2. 3. 4. 5. 6.</p>	<p>Subject</p>	<p>Funds (in rupees/000)</p>	<p>Functions</p> <p>Functionaries</p>
11.	<p>Are any Govt. Employees working or assisting in your Panchayat Functions, If yes</p>	<p>Designations & Number.</p> <p>1.</p>	<p>Write the work performed by each of them;</p>		

		2. 3. 4.																
12.	a) Attitude of the people towards the Panchayat	<table border="1"> <tr><td>Indifferent</td><td>1</td></tr> <tr><td>Good</td><td>2</td></tr> <tr><td>Very Good</td><td>3</td></tr> <tr><td>Excellent</td><td>4</td></tr> </table>	Indifferent	1	Good	2	Very Good	3	Excellent	4	<input type="text"/>							
Indifferent	1																	
Good	2																	
Very Good	3																	
Excellent	4																	
	b) Functioning of the Panchayat as perceived by people.	<table border="1"> <tr><td>Indifferent</td><td>1</td></tr> <tr><td>Poor</td><td>2</td></tr> <tr><td>Good</td><td>3</td></tr> <tr><td>Very Good</td><td>4</td></tr> <tr><td>Excellent</td><td>5</td></tr> </table>	Indifferent	1	Poor	2	Good	3	Very Good	4	Excellent	5	<input type="text"/>					
Indifferent	1																	
Poor	2																	
Good	3																	
Very Good	4																	
Excellent	5																	
	c) Attitude of the Block Authority towards Panchayat.	<table border="1"> <tr><td>Negative</td><td>1</td></tr> <tr><td>Indifferent</td><td>2</td></tr> <tr><td>Positive</td><td>3</td></tr> </table>	Negative	1	Indifferent	2	Positive	3	<input type="text"/>									
Negative	1																	
Indifferent	2																	
Positive	3																	
	d) Attitude of the District Authority towards Panchayat.	<table border="1"> <tr><td>Negative</td><td>1</td><td></td><td></td><td>1</td></tr> <tr><td>Indifferent</td><td>2</td><td></td><td></td><td>2</td></tr> <tr><td>Positive</td><td>3</td><td></td><td></td><td>3</td></tr> </table>	Negative	1			1	Indifferent	2			2	Positive	3			3	
Negative	1			1														
Indifferent	2			2														
Positive	3			3														
	e) Attitude of the Local MLA or MP towards Panchayat.	<table border="1"> <tr><td>Indifferent</td><td>1</td></tr> <tr><td>Good</td><td>2</td></tr> <tr><td>Very Good</td><td>3</td></tr> <tr><td>Excellent</td><td>4</td></tr> </table>	Indifferent	1	Good	2	Very Good	3	Excellent	4	<input type="text"/>							
Indifferent	1																	
Good	2																	
Very Good	3																	
Excellent	4																	
13.	Participation of Local People in Panchayat activities with special reference to women in general and of SC/ST.	<table border="1"> <tr><td>Poor</td><td>1</td></tr> <tr><td>Good</td><td>2</td></tr> <tr><td>Very Good</td><td>3</td></tr> <tr><td>Excellent</td><td>4</td></tr> </table>	Poor	1	Good	2	Very Good	3	Excellent	4	<input type="text"/>							
Poor	1																	
Good	2																	
Very Good	3																	
Excellent	4																	
14	Whether reservation is provided to the SC/ST women in Panchayat system. If yes, how many such women are in your Panchayat?	<p>Yes-1 No-2</p> <table border="1"> <tr><td></td><td>Number</td></tr> <tr><td>SC</td><td></td></tr> <tr><td>ST</td><td></td></tr> <tr><td>Total</td><td></td></tr> </table>		Number	SC		ST		Total		<input type="text"/> <input type="text"/>							
	Number																	
SC																		
ST																		
Total																		
15	Whether Gram Sabha members participate in Panchayat activities and what are their actions (involvement) in establishing the self-rule.	Explain in detail:																
16	If the Gram Sabha members are not participating or reluctant in Panchayat activities, what's the reason you see?	Explain in detail																

17.	Your comments on implementation of PESA Act and Panchayat as a basic unit of Democracy.	
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Name & Signature of the Investigator:

Date:

Name & Signature of the field Supervisor:

Date:

STWFD Sch-II

Officials Questionnaire

Impact of Bottom up planning under PRIs and Women Participation therein in the states of Jharkhand, Chhatisgarh, Madhya Pradesh, Gujarat, Maharashtra and Orissa”.

**Commissioned by the Planning Commission, Government of India,
New Delhi**

Q. No.	Question	Response Code and Answer	Fill Response code for convenience in data entry.
1	Name & Designation of the Officials	Name: Designation:	Tel. No.....
2	Address		
3	Years of Experience working with Panchayat		<input type="text"/>
4	How Panchayat is active in your place	Very Good	1
		Good	2
		Poor	3
<input type="text"/>			
5	Attitude of Panchayat on women especially towards SC/ST women?	Indifferent	1
		Supportive	2
		Good	3
		Very Good	4
		Other	5
<input type="text"/>			
6	Role of Panchayat in women empowerment & decision making	Supportive	1
		Negative	2
		Good	3
		Very Good	4
<input type="text"/>			

7	Who help women election/ working in Panchayat	Head of the Panchayat	1	<input type="text"/>	
		Elected Women Member	2		
		Local political leaders	3		
		M.P.	4		
		MLA	5		
		Social activists/NGOs/Govt.	6		
		Family Members	7		
8.	No of subjects for which FFFs have been transferred to the Panchayat <i>(Use back side of the page if space is not enough)</i>	No of subjects	Funds (in rupees0)	Functions	Functionaries
9	Whether Panchayat are capable of handling 3Fs	Yes- 1	<input type="text"/>		
		No- 2			
		If no, reason thereof:			
10	Why the Funds, Functions and Functionaries (FFFs) have not been fully transferred to the Panchayat?	Reluctance of the bureaucrats	1	<input type="text"/>	
		Lack of political will	2		
		People do not know the three FFF is to be managed by the Panchayat	3		
		Any other reasons	4		
11	Do you think Panchayat should be given the entire subjects identified to be transferred to Panchayat? <u>Identified Subjects to be transferred to Panchayat</u> as per the Eleventh Schedule of the constitution (Article 243G):	Yes-1 No-2	<input type="text"/>		
		If not, why? Comments thereof: <i>(use back side of the page is space is not enough)</i>			
		<input checked="" type="checkbox"/>	Mark the subject		
		<input type="checkbox"/>			
		<input type="checkbox"/>			
		<input type="checkbox"/>			

development	
▪ Animal Husbandry, dairying poultry and Fisheries	<input type="checkbox"/>
▪ Social forestry and farm forestry	<input type="checkbox"/>
▪ Minor Forest Produce	<input type="checkbox"/>
▪ Small Scale industries including food-processing industries	<input type="checkbox"/>
▪ Khadi, village and cottage industries	<input type="checkbox"/>
▪ Rural Housing	<input type="checkbox"/>
▪ Drinking Water	<input type="checkbox"/>
▪ Fuel and Fodder	<input type="checkbox"/>
▪ Roads, culverts, bridges, ferries, waterways and other means of communication	<input type="checkbox"/>
▪ Rural electrification including distribution of electricity	<input type="checkbox"/>
▪ Non-conventional energy sources	<input type="checkbox"/>
▪ Poverty alleviation programmes	<input type="checkbox"/>
▪ Education including primary and secondary schools	<input type="checkbox"/>
▪ Technical training and vocational education	<input type="checkbox"/>
▪ Adult and non-formal education	<input type="checkbox"/>
▪ Libraries	<input type="checkbox"/>
▪ Cultural activities	<input type="checkbox"/>
▪ Markets and fairs	<input type="checkbox"/>
▪ Health and Sanitation including hospitals, primary health centers and dispensaries	<input type="checkbox"/>
▪ Family Welfare	<input type="checkbox"/>
▪ Women and Child Development	<input type="checkbox"/>
▪ Social Welfare including welfare of the handicapped and mentally retarded	<input type="checkbox"/>
▪ Welfare of the weaker sections and in particular of the SCs and STs	<input type="checkbox"/>
▪ Public Distribution System	<input type="checkbox"/>
▪ Maintenance of	

	community Assets														
12	What are the most important subjects your Panchayat can deal effectively out of the above 29 subjects, tell us ten priority wise;	1 2 3 4 5 6 7 8 9 10													
13	What is the status of PESA Act implementation in your place?	Effective- 1 Ineffective-2 Poor- 3 Not at all implemented- 4	<input type="text"/>												
14	How to improve PESA Act implementation if it's Ineffective?	Suggestion: 1 2 3													
15	Reason for SC/ST women not coming forward to become elected member in Gram Panchayat?	<table border="1"> <tr> <td>Non-cooperation of family</td> <td>1</td> </tr> <tr> <td>Ignorant</td> <td>2</td> </tr> <tr> <td>Ignorance of their Importance by the dominant society</td> <td>3</td> </tr> <tr> <td>Poverty</td> <td>4</td> </tr> <tr> <td>Lack of awareness</td> <td>5</td> </tr> <tr> <td>Non cooperation of the community</td> <td>6</td> </tr> </table>	Non-cooperation of family	1	Ignorant	2	Ignorance of their Importance by the dominant society	3	Poverty	4	Lack of awareness	5	Non cooperation of the community	6	<input type="text"/> <input type="text"/> <input type="text"/>
Non-cooperation of family	1														
Ignorant	2														
Ignorance of their Importance by the dominant society	3														
Poverty	4														
Lack of awareness	5														
Non cooperation of the community	6														
16	Please give your opinion on functioning of Panchayat.	<ul style="list-style-type: none"> - Support the people – Yes 1 No 2 <input type="text"/> - Indifferent to people- Yes-1 No-2 <input type="text"/> - Positive attitude towards SC/ST Yes- 1 No-2 <input type="text"/> - Positive attitude towards women Specially with women of SC/ST Yes- 1 No-2 <input type="text"/> - All the poverty eradication Programmes are implemented Yes- 1 No-2 <input type="text"/> - People of the gram sabha supports the programme of the Panchayat Yes-1 No-2 <input type="text"/> - People are associated in all aspects of Panchayat work Yes-1 No-2 <input type="text"/> - Local political leaders regularly Visit to your Panchayat Yes-1 No-2 <input type="text"/> - Block and District authority Supports your project easily Yes- No-2 <input type="text"/> 													
17	Do you think people know	Yes 1													

	about the PRI and bottom level Planning and other Government schemes for the poor being implemented:	No 2	<input type="text"/>
18	Do you think, people have benefited after the PESA enactment?	Yes 1 No 2	<input type="text"/>
19	If not, areas where interventions required?	PESA is not implemented as desired: Do you think PESA required to be amended Yes – 1 No-2	<input type="text"/>
20	Awareness level of people specially SC/ST women on bottom level planning through PRIs	Tell us to what extent people have the awareness: Well aware Yes-1 No-2 No awareness Yes-1 No-2 Women are empowered Yes-1 No-2 Not known Yes-1 No-2	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

Name & Signature of the Investigator:.....

Date:

Name & Signature of the field Supervisor.....

Date:

STWFD Sch-III

Respondent (individual/household) Schedule

Impact of Bottom up planning under PRIs and Women Participation
Therein in the states of Jharkhand, Chhattisgarh, Madhya Pradesh,
Gujarat, Maharashtra and Orissa.

Commissioned by the Planning Commission, Government of India, New Delhi

Q. No.	Question	Response Code and Answer	Fill Response code for convenience in data entry wherever applicable																				
1	Name of the head of Household	1 Age Sex Edn.																					
	Name of the Respondent	2 Age Sex Edn.																					
2	Address	Village: District: State:																					
3	Family Size	Male... Female.....Children.....Total... (Upto 5 yrs.)																					
4	Educational Status of the household excluding children below 5 years.	<table border="1"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">Number</th> </tr> <tr> <th>Male</th> <th>Female</th> </tr> </thead> <tbody> <tr> <td>Primary</td> <td></td> <td></td> </tr> <tr> <td>Middle</td> <td></td> <td></td> </tr> <tr> <td>Secondary & Higher Secondary</td> <td></td> <td></td> </tr> <tr> <td>Graduate & Above</td> <td></td> <td></td> </tr> <tr> <td>Total</td> <td></td> <td></td> </tr> </tbody> </table>		Number		Male	Female	Primary			Middle			Secondary & Higher Secondary			Graduate & Above			Total			
	Number																						
	Male	Female																					
Primary																							
Middle																							
Secondary & Higher Secondary																							
Graduate & Above																							
Total																							
4a	Is your Panchayat elected one?	Yes- 1 No - 2	<input type="checkbox"/>																				
5	Whether belongs to SC/ST?	Yes-1 No-2	<input type="checkbox"/>																				
6	Are any of your family members elected members of the Panchayat?	Yes-1 No-2 If yes, Name..... Male- 1 female -2	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>																				
7	Do you think Panchayat is useful as a primary unit of democracy?	Yes-1 No-2	<input type="checkbox"/>																				
8	What do you think about providing of women reservation in your Panchayat, whether they should be given reservation?	Yes-1 No-2	<input type="checkbox"/>																				

9	If yes, what are the difficulties people face in political empowerment of women and disadvantaged sections of the population	Explain in detail: (use back page if space is not enough)	
9a	Do you think that the Role of women members in household decision making is important	Yes-1 No-2	
10	Do you think Panchayats should be given all powers to develop Panchayati Raj?	Yes-1 No-2	<input type="checkbox"/>
11	Are Panchayats capable to undertake all development work?	Yes-1 No-2	<input type="checkbox"/>
12	If No, tell us – what Ten subjects out of 29 identified in the PRI Act -1992 can be best handled by the Panchayats?	<u>Name of the Subject listed in Sch-II</u> (use back page if space is not enough) 1 2 3 4 5 6 7 8 9 10	
12 a	Awareness need to be required or not for implementing the programmes	Yes-1 No-2	
13	Do you think Panchayat will be able to appoint and Manage the PHC, Doctor, Nurse & primary school Teachers etc?	Yes-1 No-2 If yes, explain their strength that how many Doctors, Nurses and Primary school teachers your Panchayat can handle effectively: <p style="text-align: center;">Number</p> Doctor: Nurse: Primary school Teacher: Others:	<input type="checkbox"/>
14	Whether Panchayat has contacted you for making any Planning, implementation and monitoring of the rural development programmes?	Yes-1 No-2 If yes, name the works for which you have been contacted/involved:-	<input type="checkbox"/>

15	Have you ever seen that people particularly women are participating in your Panchayat, especially in the process of decision-making, Implementation or at evaluation stage?	Yes-1 No-2	<input type="text"/>
16	What are the reasons you see that Panchayat people do not involve you.	Indifferent attitude- 1 Ignorance of your Importance- 2 Caste factor- 3 Gender bias- 4	<input type="text"/>
17	Who generally heads your Panchayat?	Gen: 1 SC: 2 ST: 3 OBC: 4	<input type="text"/>
18	What is the role SC/ST member play in your Panchayat?	No role: 1 Negligible role: 2 Not at all associated: 3 only at implementation Level they are associated: 4	<input type="text"/>
19	Contribution of women in the women programme especially by SC /ST women in your Panchayat. Are they involved in your Panchayat decision making process	Not involved: 1 Some way involved: 2 Ignored: 3 Full contribution: 4 No contribution: 5	<input type="text"/>
20	Do you think women especially SC/ST women empowerment is possible through Panchayat. If so how?	By actively associating: 1 By providing appropriate place: 2 By giving chance to be elected: 3 By extending importance: 4 By extending comprehensive awareness: 5	<input type="text"/>
21	Do you think Panchayat gives political empowerment to SC/ST women & men, If so how?	Giving them chance in the Gram Sabha: 1 Allowing them to be elected: 2 Giving them all social support: 3	<input type="text"/>
22	Do you think the present functioning of Panchayat can be improved, if so how?	Yes-1, No-2 (in both yes or no Please explain and give suggestions To improve the functioning of The Panchayat <u>Give Suggestions:</u> (use back page if space is not enough)	<input type="text"/>

		1 2 3 4									
23	Attitude/Behavior of men towards elected women Panchayat members.	<table border="1"> <tr><td>Indifferent</td><td>1</td></tr> <tr><td>Good</td><td>2</td></tr> <tr><td>Very Good</td><td>3</td></tr> <tr><td>Bad</td><td>4</td></tr> </table>	Indifferent	1	Good	2	Very Good	3	Bad	4	<input type="checkbox"/>
Indifferent	1										
Good	2										
Very Good	3										
Bad	4										
24	Attitude/Behavior of high castes people towards Tribal and with SC/ST elected Panchayat members, particularly women.	<table border="1"> <tr><td>Indifferent</td><td>1</td></tr> <tr><td>Good</td><td>2</td></tr> <tr><td>Very Good</td><td>3</td></tr> <tr><td>Bad</td><td>4</td></tr> </table>	Indifferent	1	Good	2	Very Good	3	Bad	4	<input type="checkbox"/>
Indifferent	1										
Good	2										
Very Good	3										
Bad	4										
25	If women is a Sarpanch /Patel or Mukhiya who helps her in her day today work?	<table border="1"> <tr><td>Self</td><td>1</td></tr> <tr><td>Husband</td><td>2</td></tr> <tr><td>Son</td><td>3</td></tr> <tr><td>Relative</td><td>4</td></tr> </table>	Self	1	Husband	2	Son	3	Relative	4	<input type="checkbox"/>
Self	1										
Husband	2										
Son	3										
Relative	4										
26	Please suggest who can run Panchayat better?	Men-1 Women-2	<input type="checkbox"/>								
27	If women, what more needsto be done to involve more women in the activities of Panchayat?	<p>More powers be given Yes-1 No-2</p> <p>More fund be given Yes-1 No-2</p> <p>More awareness Yes-1 No-2</p> <p>Managerial capacity be Enhanced Yes-1 No-2</p> <p>Security be enhanced Yes-1 No-2</p> <p>To believe in their Capability Yes- 1 No-2</p>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>								
27 A	Is training is needed. Indicate area of training	1. 2. 3. 4.									
28	Do women of your family like to be elected in Panchayat?	Yes- 1 No - 2	<input type="checkbox"/>								
29	If not why?	<p>Due to insecurity Yes -1 No-2</p> <p>Non cooperation Yes -1 No-2</p> <p>Fear of the men Yes-1 No-2</p> <p>Fear of the Dominant</p> <p>Class and community Yes-1 No-2</p>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>								

30	Is your Panchayat working effectively	Good - 1 Bad - 2 V. Good - 3 Excellent - 4	<input type="checkbox"/>
32	If not, tell us how to activate your Panchayat for bottom level Planning and implementation.	BY providing the following adequately write yes-1 or No-2 Funds Functions Functionaries Public Support Awareness Capacity building	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
31	Has your Panchayat done any evaluation of any programme and their impact on common people's quality of life?	Yes- 1 No - 2 If yes, what was that? Please Explain (Use back page if space is not enough)	<input type="checkbox"/>
32	Do you know about PESA Act (Panchayats Extention to Schedule Area) Act- 1996?	Yes- 1 No - 2	<input type="checkbox"/>
33	People say PESA Act is totally ineffective, what do you think?	Explain in detail please: (Use back page if space is not enough)	
34	Can you say PESA should be amended,	Yes-1 No-2	
35	Please suggest corrective measures for PESA implementation including participation of women and Tribal there in?	Suggestions: (use back page if space is not enough) 1 2 3	

Annexure-VII

Some of the photographs of Research Team with Government Officials and respondents

Research Team with Panchayat Members in Gujarat →



Educated women Sarpanch and Project Director in Maharashtra ↙



Women Sarpanch and Project Team in Maharashtra →



← Women Sarpanch and Research Team in Maharashtra



↙ Research Team discussing with head of the Pamchayat



Planning Commission
Government of India

Society of Tribal Women for Development