CHAPTER III

THEORY AND FUNCTIONING OF RURAL DEVELOPMENT PROGRAMME
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THEORY AND FUNCTIONING OF RURAL DEVELOPMENT PROGRAMME

3.1 INTRODUCTION

The majority of population in India is living in rural areas. The living condition of this rural people is very poor. Thus under such a situation, development of rural area must receive much attention in the various scheme designed for the development of Indian economy.

According, since the inception of economic planning in India, the First Plan introduced the Community Development Programme on 2nd October, 1952. The first 55 Community Development Project were inaugurated where each project was having 3 Development Block. At the end of Fifth Plan about 5028 Blocks were developed to cover almost all villages of the country.

The Community Development Programmes had undertaken ambitious schemes for all round development of rural areas. It included improvement of agricultural techniques, exploring supplementary sources of employment, extension of major irrigation facilities, improvement of transportation facilities, provision for social services and development of Co Operative Societies and Panchayat.¹

The emphasis in the strategy of rural development was on an area approach. For example the community Development Programme viewed the village as community. In recent years emphasis has shifted to target group approach. This approach finds expression in the Integrated Rural Development Programme.

Community Development has been defined as a movement designed to promote better living for the whole community with the active participation and on the initiative of the community. The aim of the Community Development Programme is to secure the fullest
development of the material resources of the area, and thus to raise the rural community to higher levels of living.\(^2\)

The Integrated Rural Development Programme is an offshoot of Community Development Programme. It has been a continuous process in various stages and various shapes and forms. The concept of Integrated Rural Development Programme in its full-fledged form is more comprehensive. It is an all pervasive, multidimensional, multi-disciplinary and comprehensive programme for development.\(^3\)

### 3.2 HISTORICAL BACKGROUND OF PANCHAYATI RAJ

Panchayati Raj or local self-government is an exercise in decentralization of administrative authority. Panchayati Raj institutions have been in existence in almost all states and Union Territories with variations in structural patterns, tenure and responsibilities entrusted to them with a view to grant constitutional status to the Panchayati Raj institutions in the country and to bring about uniformity, the Parliament passed the constitution Act 1992 in December 1992. This Act has come into force with effect from 24 April 1993.

Panchayati Raj may be defined as complex of rural local self-government in India. It is of people representing the grass root level. They play a key role in beneficiary identification for IRDP.

The salient features of the constitution (Seventy third Amendment) Act 1992 are as under.

i) Gram Sabha has been envisaged as the foundation of the Panchayati Raj system. It shall perform such functions and exercise such power as may be entrusted to it by the State Legislatures, The year 1999-2000 was observed as the year of Gram Sabha.

ii) There shall be three tiers of panchayat’s at the village intermediate and district levels. Only states having population not exceeding 20 lakh have the discretion not to constitute Panchayats at the intermediate level.
iii) Seats in a Panchayat at every level are to be filled by direct
election from territorial constituencies demarcated for this
purpose. In addition there would be ex-officio member also as
provided in the state legislation.

iii) Seats shall be reserved at every level of Panchayats
for Scheduled Castes, Scheduled Tribes in proportion to
their population in a given Panchayat area and for
women to the extent of not less than one-third of the total
number of seats.

v) The term of office of Panchayat shall be for five years and
elections must be completed before the expiry of its duration
and if dissolved earlier elections must be completed within six
months from date of dissolution.

vi) A state Finance commission shall be constituted in every state
to go into the principles governing the distribution and
devolution of financial resources between the Panchayats and
states.

vii) The superintendence, direction and control of the preparation
of electoral rolls and conduct of all elections to panchayats
shall be vested in a state Election commission.

viii) The eleventh schedule has been added to the constitution,
which denotes 29 subjects' functions, which could be
entrusted to the Panchayati Raj institutions.

3.3 STRUCTURE OF PANCHAYATI RAJ

Community Development movement consists of a comprehensive
and integrated programme to bring about a social and economic
transformation of the countryside village panchayat is the basic grass
root unit of rural development. The comprehensive programme of
community Development should be developed through the village
panchayat. The village panchayat, the village co-operative and the
village school were considered the bedrock of community Development.
3.3.a  Principles of Panchayati Raj

There are some principles of Panchayati Raj as following,

i) There should be a three tier structures of local self-governing bodies from village to district level with an organic link from the lower to the higher ones.

ii) There should be a genuine transfer of power and responsibility to these bodies.

iii) Adequate financial resources should be transferred to these bodies to enable them discharge their responsibilities.

iv) All development programmes at these levels should be channeled through these bodies.

v) The system evolved should be such as to facilitate further decentralization of power and responsibility in the future.

3.3 b  Functions of Panchayati Raj

The objectives of community Development are directly linked with the functions of the village panchayat. They will be achieved if the Panchayat properly discharges its function. The village Panchayats assumes responsibility for such functions as,

i) Framing programmes of production for the village.

ii) Framing budget requirement of supplies and finance for carrying on the programmes.

iii) Act as the channel through which government assistance other than assistance, which is given through agencies like co-operatives, reaches the villages.

iv) Securing minimum standards of cultivation to be observed in the village with a view to increasing production.

v) Bringing wasteland under cultivation.

vi) Arranging for the cultivation of lands not cultivated or managed by the owners.

vii) Making arrangements for co-operative management of land and other resources in the village according to the terms of the prevailing management legislation.
viii) Assisting in the implementation of reform measures in the village.

3.3 c Institutional framework of Panchayati Raj

The four categories of function stated above take the scope of panchayat activities for beyond the one traditionally envisaged in Panchayat Legislation.

The Five Year Plan at the village level has to evoke popular participation, if the Community Development Programme has to get an institutional basis at the village level. An institutional basis it must have to ensure continuity of action. It is inevitable that the scope of Panchayat functions will have to extend to and even beyond the four categories mentioned below.

i) Gram Sabha (Village Assembly) - It consists of all the voters in the village.

ii) Panchayat (Village council) - This is a basic tier of local self-government at village level.

iii) Panchayat Samiti (Kshetra Samiti-Regional council) - This is the intermediate tier at tahsil or block level comprising approximately of population between sixty and eighty thousand.

iv) Zila Parishad (District council) - It is a district level organ having jurisdiction over about million inhabitants.

3.3 d. The working of Panchayat Raj

The village Panchayat being embodied in many existing legislations are quite well known. They include such tasks as organization of village watch and ward, registration of births deaths and marriages, regulation of sources of water supply, village sanitation, curative and preventive measures to stop the spread of epidemic, medical relief, construction and maintenance of latrines, regulation, collection, removal disposal of manure and sweepings, elementary education, construction and maintenance of public buildings, regulation of melas and weekly markets, prevention of outbreak of fire and the
panchayati raj establish functional sub committee on organization of various programmes in the village.

i) First functional sub-committee on organization of religious ceremonies in the village. The member of this committee elderly men and women who are not members of village panchayat but whose word is respected in religious or social matters.

ii) The village Panchayat should set up a functional sub-committee on physical planning of the village The sub-committee will draw up a plan of the village as it is and the village community center for the enlightenment of the villagers. It will provide adequate space for public buildings like Panchayat hall, school and dispensary recreation Centre, library, Mahila Samaj, Children’s park etc.

iii) The third functional sub-committee to be set up will be for water supply, health, medicine and sanitation. It will stress sound practices of environmental hygiene. It will keep medicine chest and first-aid kit and get them continuously replenished.

iv) The fourth functional sub-committee will be on education. The village teacher will obviously be one of the members of this sub-committee. It will ensure that all children below the age of 11 go to the school. It will prescribe certain hours during which the school will run. It will run and adult education center.

v) The fifth functional sub-committee will be the works sub-committee. Its main function will be to mobilize community labour for construction and maintenance of public works, wells, ponds, drainage, minor irrigation works, school and dispensary buildings, Panchayat Ghars, roads etc. It will request the Block authority to make specific grants in this behalf.
vi) The six functional sub-committee will be the emergency relief sub-committee. It will consist of young men in the village, several boys and volunteers who will be drilled and trained so that in the event of flood or fire. They will immediately organize rescue operations and raise relief provision. It will build up an emergency relief fund in the village in cash and kind, which will come handy in period of emergencies.

Some of the functions enumerated under the category of civic functions could as well come under development functions category. There is more development functions would be as under.

a) Farming and executing production programme for the village and inducing every family in the village to draw up its own production programme.

b) Arranging supplies, services and finance for the execution of this programme.

c) Improvement of livestock and maintenance of pedigree bulls.

d) Promotion and encouragement of cottage industries.

e) Promotion of co-operative societies.

f) Promotion of small savings.

g) Promotion of youth, women and child welfare activities.

h) Organizing social recreation activities.

vii) The seventh sub-committee will set up a production sub-committee. It will include progressive farmers leading artisans and members of co-operative societies. It will ensure participation of the largest number of farmers in result and method demonstrations. It will promote scientific agricultural practices it will ensure improved standards of cultivation. It will help industrial co-operative if any to get block and state aids for finance and marketing of rural industry products and
also technical improvements of these products will establish an active small savings group.

viii) The eighth-sub committee will be the rural recreation sub-committee. It will be a body of village artists. It will organize and help the young farmer, Mahila Samaj and Balwadi. It will arrange Jatras, Melas, Fairs, Bhajans, and Dramas etc. It will make these the media for dissemination of scientific knowledge and promotion of scientific outlook on agriculture, health & education.

ix) The Village Panchayat will set up a land management sub-committee. These include regulation of the use of common land and association with the work of maintenance of land records.

The village, Panchayat, will constitute a land reforms sub-committee of progressive elements in the village. It will study the land reforms legislation and explain their application and their beneficial consequences to the entire body of village people.

Such will be the picture of the democracy at work of the welfare state in action at the village. It will evoke the largest participation of the largest number in the art of self-government. It will unleash vast forces lying dormant in the village for productive purpose. Through it is ten functional sub-committees and in conjunction with the co-operative the village Panchayat will emerge as a vigorous democratic institution promoting all aspects of village community development.5

3.4. RURAL DEVELOPMENT PLANNING PROCESS OF INDIA.

From 1951 started the era of administration for democracy development and socialism on 26 November 1949 the constituent Assembly adopted the Indian Constitution.

Planning commission established by the Government of India in March 1950, become the apex of the machinery of planning. Both for
the preparation and implementation of the plan was required a suitable administrative machinery for planning from top to bottom. The conscious adoption of a democratic planning as apposed to totalitarian planning required that planning should not be product of a master mind to be imposed from above but a synthesis of grass root plane coming from below.

There are established by the National Development Council at the center, State Development Council at the State level, The District Development Council at the District level, the Block Advisory committees at the Block level and Village Panchayats at the village level.

A vertical hierarchy of planners was erected the Prime minister for National Planning the Chief Minister for state planning, the District Collector for District planning, the Block Development Officers for Block planning and the village level worker for village planning. The planning machinery at every level had to prepare plans at its own level. This meant that national plans had to be carefully broken into state, District, Block and Village plans.

Pandit Jawaharlal Nehru was the first chairman of this planning commission. The commission is composed of eight members.

1) Prime Minister – Chairman
2) Four full time member (including Deputy Chairmen)
3) Minister of Planning
4) Minister of Finance
5) Minister of Defense.

The National Development Council is working as the highest national forum for economic planning in India. Since 6th August 1952. The National Development Council is composed of the following member.

1) Prime Minister of India.
2) All State Chief Ministers.
3) Members of Planning Commission.
The various ministries of the Government of India were reorganized the new Central Cabinet on April 17, 1957 after the second general election. As at the center, so in the states, was there an expansion of ministries. Specific ministries for planning and development came into existence and other nation-building departments like agriculture, industries co-operation, local self government, education, health, medical, prohibition with the expansion of the scope of state activity and increase in the number of ministries and expansion of old ministries both at the center and states. The new All-India Services to administer the expanded state activities. The All India Service Act was passed by the parliament in October 1951, and subsequently rules and regulations under the Act were also framed. Thus was laid the foundation of the most important part of the administrative structure.

The most remarkable development in the Rural Development Administration was undoubtedly the National Extension Service and Community Development Administration, which was born on October 2, 1952. A richer and fuller social life was to be built up for the villages. The national Extension Service created a new drive in the development administration. The aim of the National Extension service was to extend supplies, services finance and technical know how to the very door of the farmer. Integration of the activities of the rural local Self Government institutions with the development programme of Government was significant achievement of National Extension service. Several of the National Extension Scheme were channalised through the village Panchayats. National Extension Service, Principles of integration and co-ordination, delegating and decentralization, area planning and popular association powerfully influenced and activated other development departments. National Extension Scheme gave stimulus to thinking and action of administrators in the field of rural reconstruction.
3.5 CONCEPT OF RURAL DEVELOPMENT

In India nearly three-fourth of its population lives in villages, the all round development of rural areas is of great importance. The rural people have been living in an atmosphere of absolute poverty illiteracy, unemployment and under-employment. In all the developing countries including India the number of poor remained constantly increasing. But after independence, the condition on changed and rural development becomes target of attraction of economists, politicians, and social reforms. It was realized that, without the development of entire rural sector, the all round development of the country was not possible. The government of India accorded top priority to rural development in its policies and programmes. Number of measures was planned and introduced in the field of rural development thus the post-independence era; the development of rural sector has become a matter of great concern and of almost importance.7

Several opinions have been expressed about the concept of rural development and distinguished scholars give different interpretations. According to Sanders, "Rural development provides a large umbrella under which all the rural people can be brought together for canalizing their efforts for their own betterment."8

The Ahrside Conference on Social Development defined rural development, "as movement designed to promote better living for all in the whole community, with the active participation and on initiative of the community"9.

According to T.R. Batten, "it is a process during which the people of small community first thoroughly discuss and define their wants and then plan and act together to satisfy them."10

T.T. Sander defined, "Rural Development as a process, method, programme or even a movement is nothing more than throwing a light upon its various aspects."11.
In the views of P.G. Stensland, “Rural Development is a process where by people may learn to mobilize all their resources to meet the common ends”.

According to United Nations Report, “Rural Development has come into international usage to connote the process by which the efforts of people them selves are united to those of governmental authorities to improve the economic, social and cultural conditions of communities to integrate these communities into the life of the nation and to relate them to contribute fully to national programmes”.

In the words of D. Ensminger, “Rural Development seeks to involve a process of transformation from traditionally oriented cultures towards an acceptance and reliance on science and technology”.

Uma Lele defines, “Rural Development as an improvement in the living standard of masses of low income population residing in rural areas and making the process self sustaining.”

According to S. Giriappa, “Rural Development involves developing rural economy so as to raise the standard of living of those rural people who are poor and require upliftment”.

According to Mohsin, Nadeem, and “Rural Development implies a process to provide an opportunity for decent living to the masses of low income population residing in rural areas on self sustaining basis”.

It embraces all those programmes that touch all levels of human living, that is agriculture and all levels of human living, that is agriculture and allied activities, irrigation, health, communication, supplementary employment through village and small-scale industries, housing and social welfare to sum up rural development means complete transformation of rural society from traditional way of living to modern way of living.

In short, Rural Development aims at all round development of rural economy with more emphasis on socio-economic amelioration of rural people.
3.6 OPERATIONAL CONCEPT OF RURAL DEVELOPMENT

After independence, rural development was accorded highest priority in government policies and programmes. Over the years rural development emerged as a strategy designed to improve the economic and social life of specific group of people the rural poor. It involves extending benefits of development to the livelihood in the rural areas. Some of important programme launched by the government of India after independence include the community Development Programme (C.D.P.), National Extension services (NES), Intensive Agricultural District Programme (I.A.D.P.) the High Yielding Varieties Programme (H.Y.V.P.). In addition number of special development programmes like small farmers Development Agencies (S.F.D.A.) Drought Prone Area Programme (D.P.A.P.) Hill Area Development Programme (H.A.D.P.) and Minimum Needs Programme (M.N.P.) etc. were also launched from time to time.

The first such a notable was through community Development Project and Integrated Rural Development Programme.

3.6 a Community Development Project (C.D.P.)

The community Development Project was started in India on 2 Oct. 1952. This was the first programme initiated by the Government of India in the series of Rural Development Programmes after independence. A programme of aided self-help planned and implemented by the village themselves, Government offering only technical guidance and financial assistance.

According to planning commission, “Community Development is regarded as a method and Rural Extension an agency, through which the social and economic transformation of village life is to bring about.”

According to S.R. Maheshwari, “Community Development Programme is a conscious effort to bring about all round improvement in the living standard of rural population”.

India’s first President Rajendra Prasad regarded, "the Community Development Programme as the small seed which will grow into a huge and mighty tree."20

According to Jawahar Lal Nehru, "The Government was hopeful to fight out the social and economic backwardness of the rural masses with the help of Community Development Programme."21

The main objective of the Community Development Programme was to promote the greatest good of the greatest number under this programme it was planned by the government to make available the benefits of development to all the members of community without any distinction. The basic aim of this programme was all round development of rural economy.

To begin with the community Development Programme was launched in fifty-five pilot projects. The improvement of rural areas is a permanent process. The projects were supplemented with less intensive scheme of development, known as National Extension Service started along with the Community Development Programme. The service was intended to give scientific and technical help to the village people so that they could improve their lives.

In the beginning at the central level the administration of the Community Development Programme was entrusted to the planning commission. The administrator of community projects was the Chief Executive of the programme responsible or it’s planning, directing and coordinating. A central committee was consisting of some central ministers, members of the planning commission and prime minister.

State Level Coordination Committee (S.L.C.C.) was also constituted under the Chairmanship of Development Commissioner. He was to act as the captain of all development departments providing inputs to the Community Development Programme ensuring timely and effective action on the part of each of them.

Like the Development Commissioner at the state level, District Collector was made co-ordination authority at the district level. He had
to implement the programme in co-ordination with the development
departments and Zilla Parishad.

The Block Development Officer was mainly in charge of all
development work within the block and was to coordinate the work of
other specialist functionaries.

The village level worker (Gram Sewak) was to work at the
village level under the Block Development Officer. His major
responsibility was to meet the villagers and to persuade them to adopt
new method and practices in the field of rural development. He was put
under the administrative control of Block development officer.22

3.6 b Integrated Rural Development Programme.

Integrated Rural Development Programme was started in 1976.
The Finance Minister presented a bill in the Lok Sabha and Lok Sabha
approved the new strategy of rural development known as Integrated
Rural Development Programme.

It has been defined as, “systematic and scientific mobilization of
natural and human resources and to utilize them in an integrated manner
so that every one in village may engage him in a productive and socially
useful occupation and earn higher income to increase standard of living
by meeting minimum basic needs.”23

The World Bank regarded it as, “the method of improving the
living standard of the masses of low income population residing in rural
areas and making the process of rural development self-sustaining.”24

According to R.N.Azad, “Integrated Development of the area and
the people through optimum development and utilization of local
resource. Integrated Rural Development is a multifaceted framework
involving a multidisciplinary approach. In this process self-help and
community participation has a paramount role.”25

A.N.Sadhu and Amarjit Singh defined as, “a strategy seeking to
achieve enhanced rural production, productivity, and greater
socioeconomic equity a spatial balance in social and economic
development and broader based participation in the process of
development.  

This programme has force a number of special programmes, having been initiated by the government for the development of weaker sections of society like Drought Prone Area Programme, Command Area Development Programme, National Rural Employment Programmed, Training of Rural youth for self-Employment and Swarnajayanti Gram Swarojgar yojana etc.

Integrated Rural Development Programme aims at the complete socio-economic uplift of the rural society. Integrated Rural Development Programme was implemented under the guidance and direction of Department of Rural Development, which is one to the department of union Agriculture Ministry, Rural Development ministry look after the execution of the programme at the central level.

This programme is coordinated by the Community Development Departments at the state level. The Development Commissioner is responsible for its implementation at the state level. The implementation of the programme is also overseen by the State level Co-ordination Committee (S.L.C.C.), which consists of representatives of Director Institutional finance, representatives of Director Institutional Finance, representatives of NABARD. And other Banking institutions, Development Department and representatives of the other departments, which have been engaged in the implementation of this programme.

At the district level the programme was put under the Deputy Commissioner who used to run this programme with the help of various district level officers like chief Agricultural Officer, District Development and Panchayat Officer, District Development and Panchayat Officer, Deputy Registrar cooperative societies and District Animal Husbandry officer.

At the block level the programme was implemented by the Block Development Officer with the help of extension officers, Agricultural
Inspectors and village level workers known as Gram Sewaks and numerous other functionaries.

3.7 SUMMARY

In a country like India, where about 70 percent of the total population lives in village. Rural Development is of almost importance. Without development of rural sector, complete development of the country is not possible. The real growth of the Indian economy lies in the emancipation of rural masses from acute poverty, unemployment and socio-economic backwardness. Because of this various programmes of rural development have been conceived and implemented by the government of India in the pre and post independence era.

In the process of rural development Community Development Programme and Integrated Rural Development Programme play an important role. The impact of this programme on the life of the weaker section of society for it happens to be major poverty alleviation programme.

The initiative of the Panchayati Raj system as a whole depends on the scope given to it for an unencumbered opportunity for local planning and development.

Many important changes in rural administration in India have been introduced, through the instrumentalities of community Development, Integrated Rural Development and Panchayati Raj.

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