6.1. Introduction

6.1.1. Location and Extent of Darjiling District

Darjiling District, the northernmost District of the State of West Bengal, lies both on the hilly tracts and the foothills of the Eastern Himalayas. Darjiling District is one of the six constituent Districts of Jalpaiguri Division, situated between 26°31’ North to 27°13’ North latitudes and between 87°59’ East to 88°53’ East longitudes.

In shape, the District is an irregular triangle. It is bounded on the north by the State of Sikkim, on the south by Uttar Dinajpur District of West Bengal and Purnea District of the State of Bihar, on the east by Jalpaiguri District of West Bengal, Bhutan and Bangladesh and on the west by Nepal. The northern boundary commences on the west at the peak of Phalut (3657.6 metres) the trijunction of the boundaries of Nepal, Sikkim and India. From Phalut the western boundary follows the southward ridge until it joins the Mechi river that continues as the boundary right up to the plains (125 metres), thence by the boundary of Nepal up to the south-western corner of the District. It has an area of 3,149.00 square kilometres out of which 3,073.77 square kilometres (97.61 per cent to total area) are under the rural area. In order of size, the District holds the thirteenth place.

<table>
<thead>
<tr>
<th>SL No.</th>
<th>CD Block</th>
<th>Number of Gram Panchayats</th>
<th>Number of Villages</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Darjiling Phulbazar</td>
<td>23</td>
<td>46</td>
</tr>
<tr>
<td>2</td>
<td>Rangli Rangliot</td>
<td>11</td>
<td>29</td>
</tr>
<tr>
<td>3</td>
<td>Jorebunglow</td>
<td>16</td>
<td>47</td>
</tr>
<tr>
<td>4</td>
<td>Kalimpong-I</td>
<td>18</td>
<td>51</td>
</tr>
<tr>
<td>5</td>
<td>Kalimpong-II</td>
<td>13</td>
<td>39</td>
</tr>
<tr>
<td>6</td>
<td>Gorubathan</td>
<td>11</td>
<td>38</td>
</tr>
<tr>
<td>7</td>
<td>Kurseong</td>
<td>14</td>
<td>71</td>
</tr>
<tr>
<td>8</td>
<td>Mirik</td>
<td>6</td>
<td>21</td>
</tr>
<tr>
<td>9</td>
<td>Matigara</td>
<td>5</td>
<td>79</td>
</tr>
<tr>
<td>10</td>
<td>Naxalbari</td>
<td>6</td>
<td>98</td>
</tr>
<tr>
<td>11</td>
<td>Phansidehwa</td>
<td>7</td>
<td>113</td>
</tr>
<tr>
<td>12</td>
<td>Kharibari</td>
<td>4</td>
<td>76</td>
</tr>
<tr>
<td></td>
<td>Darjiling District</td>
<td>134</td>
<td>708</td>
</tr>
</tbody>
</table>

Data Source: Census of India. 2001

6.1.2. Administrative Set Up

The District Headquarters of Darjiling is located at Darjiling town. The District has four sub-divisions, namely Darjiling (Sadar), Kalimpong, Kurseong and Siliguri. There are 16 Police Stations in the District, namely, (1) Lodhama (2) Pulbazar (3) Darjiling (4) Rangli Rangliot (5) Kalimpong (6) Jaldhaka (7)

The administrative and developmental set-up of the District is sub-divided into two parts—

- Darjiling Gorkha Hill Council (DGHC) under which lies 3 hilly Sub-divisions named as Darjiling Sadar, Kalimpong and Kurseong Sub-divisions consisting of 8 Panchayat Samitis or Blocks, 112 Gram Panchayats and 1041 Gram Sansads.
- Siliguri Mahakuma Parishad, under which Siliguri is the fourth Sub-division of the District consisting of 4 Panchayat Samitis, 22 Gram Panchayats and 349 Gram Sansads. The headquarters of three hilly Sub-divisions and Siliguri Mahakuma Parishad is situated at Darjiling.

### Table 6.2

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Sub-Division</th>
<th>Gram Panchayat</th>
<th>Gram Sansad</th>
<th>Panchayat Samiti / Blocks</th>
<th>Gram Panchayat</th>
<th>Gram Sansad</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Darjiling Sadar</td>
<td>50</td>
<td>546</td>
<td>Darjiling-Pulbazar</td>
<td>23</td>
<td>241</td>
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<td></td>
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<td></td>
<td></td>
<td>Jore Bungalow-Sukhiapokhri</td>
<td>16</td>
<td>198</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Rangli-Ranglot</td>
<td>11</td>
<td>107</td>
</tr>
<tr>
<td>B</td>
<td>Kalimpong</td>
<td>42</td>
<td>297</td>
<td>Kalimpong-I</td>
<td>18</td>
<td>114</td>
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<td>Kalimpong-II</td>
<td>13</td>
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<td></td>
<td></td>
<td>Gorubathan</td>
<td>11</td>
<td>91</td>
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<td>C</td>
<td>Kurseong</td>
<td>20</td>
<td>198</td>
<td>Kurseong</td>
<td>14</td>
<td>123</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Mirik</td>
<td>6</td>
<td>76</td>
</tr>
<tr>
<td>D</td>
<td>Siliguri Mahakuma Parishad</td>
<td>22</td>
<td>349</td>
<td>Matigara</td>
<td>5</td>
<td>83</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Naxalbari</td>
<td>6</td>
<td>96</td>
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<td></td>
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<td></td>
<td></td>
<td>Kharibari</td>
<td>4</td>
<td>80</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Phansidewa</td>
<td>7</td>
<td>111</td>
</tr>
<tr>
<td></td>
<td>Darjiling District</td>
<td>134</td>
<td>1,380</td>
<td></td>
<td>12</td>
<td>1,390</td>
</tr>
</tbody>
</table>

Data Source: District Panchayat and Rural Development Office, Darjiling, 2008.

There are in all 12 CD Blocks in the District (Map No. 6.1). As per 2001 Census, the District has 12 Panchayat Samitis with 134 Gram Panchayats consisting of 708 villages (Table No. 6.1).

During 1991-2001, the number of CD Blocks in the District has increased from ten to twelve. The Siliguri-Naxalbari CD Block has become Naxalbari CD Block. Kharibari-Phansidewa CD Block has been bifurcated into Kharibari and Phansidewa CD Blocks and Matigara Investigation Centre Police Station has become a CD Block.

Out of 12 CD Blocks of the District, Darjiling Pulbazar has the highest number of GPs (23) and Phansidewa has the highest number of villages (113). The lowest numbers of GPs (4) belong to Kharibari CD Block and the lowest numbers of villages (21) belong to Mirik CD Block (Table No. 6.1). There are 68 uninhabited villages in the District out of 708 villages. There are in all 5 villages having population of 10,000 and above.
The headquarters of three hilly Sub-divisions and Siliguri Mahakuma Parishad are situated at Darjiling, Kalimpong and Kurseong towns and Siliguri city respectively.

The rural area of Siliguri Mahakuma Parishad covers all the four Panchayat Samitis of Matigara, Naxalbari, Kharibari and Phansidewa. Likewise the rural areas of Darjiling Sadar Sub-division, Kalimpong Sub-division and Kurseong Sub-division cover Darjiling-Pulbazar, Jore Bungalow-Sukhiapokhri, Rangli-Rangliot Panchayat Samitis, Kalimpong-I, Kalimpong-II, Gorubathan Panchayat Samitis and Kurseong and Mirik Panchayat Samitis respectively.

The entire hilly region of the District comes under the DGHC, a semi-autonomous administrative body under the state government of West Bengal. The council covers the 3 hill sub-divisions of Darjiling, Kurseong and Kalimpong comprising of 8 CD Blocks of Darjiling Pulbazar, Rangli Rangliot, Jorebungalow Sukhiapokhri, Kalimpong-I, Kalimpong-II, Gorubathan, Kurseong, and Mirik. The foothills of Darjiling Himalayas, comes under the Siliguri Mahakuma Parishad comprising of four CD Blocks of Matigara, Naxalbari, Phansidewa and Kharibari.
6.2. Rural Demographic Character

As per the 2001 Census Darjiling District accounts for 96.25 percent (3,073.77 Square Kilometres) of rural area out of a total area of 3,149.0 Square Kilometres. As per the Census of India 2001 67.66 percent (1,088,740 persons) of its population out of a total population of 1,609,172 are living in rural areas. The average rural population density is of 354 persons per Square Kilometres. The demographic attributes of Darjiling District vary in all its CD Blocks.

6.2.1. Distribution of Rural Population

Analysing the distribution of population in the 12 CD Blocks of Darjiling District, it is found that Phansidewa (1,71,508) is the most populated while Mirik (42,237) is the least populated block. 5 CD Blocks namely Phansidewa, Naxalbari, Matigara, Darjiling Pulbazar and Jorebunglow Sukiaapkohri have population above one lakh. Kharibari, Kurseong, Kalimpong-I, Rangli Rangliot, Kalimpong-II and Gorubathan CD Blocks have population ranging between 50,000 to 1,00,000 (Table No. 6B1 and Map No.6.2).

6.2.2. Rural Population Growth

Rural Darjiling had a moderately high decadal growth rate of 20.45 per cent during 1991-2001 (Table No. 6B1 and Figure No.6.2). It has declined gradually from 31.46 percent during 1951-61 to 25.33 percent during 1961-71, 23.36 in 1971-81, 21.79 percent in 1981-91 to 20.45 percent in 1991-2001. Darjiling-Pulbazar(-2.55 percent), Rangli Rangliot (-1.52 percent) and Mirik (-1.33 percent) CD Blocks recorded negative growth during 1991-2001 thereby resulting in a decline of their population number during the same decade.

Jorebunglow Sukiaapkohri (17.22 percent) and Kurseong (7.9 percent) CD Blocks recorded low growth. Kalimpong-II CD Block (17.22 percent) recorded moderately low growth. This may be attributed to the migration of rural population to the hill towns (growing as tourist attraction) in search of livelihood.

Naxalbari CD Block (58.13 percent) recorded the highest growth during 1991-2001. Matigara (45.41 percent) and Kharibari (37.83 percent) CD Blocks too recorded high growth during the same decade. Kalimpong-I (26.17 percent), Gorubathan (25.4 percent) and Phansidewa (22.47 percent) CD Blocks showed moderately high growth.
DISTRIBUTION AND DENSITY OF RURAL POPULATION
DARJILING DISTRICT (CD BLOCK WISE). 2001

Legend
Distribution of Rural Population
- 160,000 to 200,000 (1)
- 120,000 to 160,000 (2)
- 90,000 to 120,000 (3)
- 50,000 to 90,000 (6)
- 20,000 to 50,000 (10)

Rural Population Density
(Persons per Square Kilometre)
- 700 to 900 (2)
- 500 to 700 (2)
- 300 to 500 (2)
- 100 to 300 (6)

N.B. Figures in parenthesis indicate number of C.D. Blocks.

AT B. Figure in parenthesis indicate number qf C. D. Bloch.

RURAL LITERACY PROFILE
DARJILING DISTRICT (CD BLOCK WISE). 2001

Legend
Percentage of Rural Literates
- 70 to 80 (6)
- 60 to 70 (4)
- 50 to 60 (2)

Percentage of Rural Male & Female Literates
90
45

N.B. Figures in parenthesis indicate number of C.D. Blocks.

AT E. Figure in parenthesis indicate number qf C. D. Bloch.

Map No. 6.2
Map No. 6.3

Map & Data Source: Census of India 2001;
Compilation & map generated by author using MapInfo Professional Version 7.5.
Map No. 6.4

Legend

Percentage of Scheduled Tribe Population

- More than 30 (1)
- 20 to 30 (2)
- 10 to 20 (4)
- Less than 10 (5)

N.B. Figures in parenthesis indicate number of C.D. Blocks.

Percentage of Male & Female Scheduled Tribe Population

- Male
- Female

Map No. 6.5

Legend

Percentage of Scheduled Caste Population

- More than 45 (1)
- 25 to 45 (3)
- 5 to 25 (5)
- Less than 5 (2)

N.B. Figures in parenthesis indicate number of C.D. Blocks.

Percentage of Male & Female Scheduled Caste Population

- Male
- Female

Map No. 6.6

Map & Data Source: Census of India 2001.
Computation & map generated by author by using MapInfo Professional Version 7.5.
Thus it is observed that the Tarai Plains of the Daijiling District (comprising of Matigara, Naxalbari, Phansidewa and Kharibari CD Blocks) showed high growth of rural population compared to that of the rest eight blocks situated in the Daijiling Himalayan region (Table No. 6B1 and Figure No. 6.2). Not only physical factors but the socio-political conditions during the last few decades might have contributed towards such a declining population.

6.2.3. Rural Sex Ratio

So far as the sex ratio of Rural Darjiling is concerned, it has shown a balanced and healthy trend of rising sex ratio in favour of the females. The rural sex ratio of rural Darjiling has increased from 934/1000 males in 1991 to 956/1000 males according to Census of India, 2001. This trend is apparent in almost all the CD Blocks of rural Darjiling District (Table No. 6B1).

6.2.4. Rural Population Density

As per 2001 Census the average population density of rural Darjiling is 354 persons per Square Kilometers. The distribution of population density shows higher density in the plains of the Darjiling District (Table No. 6A and Map No. 6.2). The 8 CD Blocks of Darjiling Gorkha Hill Council namely- Darjiling Pulbazar, Jorebunglow Sukiapokhri, Mirik, Rangli Rangliot, Kurseong Kalimpong-I, Kalimpong-II and Gorubathan have lower population density compared to that of the rest 4 CD Blocks (Matigara, Naxalbari, Phansidewa and Kharibari) of Siliguri Mahakuma Parishad (Table No. 6B1 and Map No. 6.2). Matigara CD Block has the highest density (882 persons per Square Kilometers) while Gorubathan CD Block has the lowest density (123 persons per Square Kilometers).

6.2.5. Rural Literacy

In case of rural literacy, the position of Darjiling District is higher than the State average. Rural literacy rate has gone up from 49.17 per cent in 1991 to 66.92 per cent in 2001 (Census of India, 2008). Almost all the CD Blocks have rural literacy rate more than the State average of 63.42 per cent except Kharibari (54.86 per cent) and Phansidewa (50.32 per cent) CD Blocks. Matigara (63.72 per cent), Naxalbari (64.65 per cent), Kharibari (54.86 per cent) and Phansidewa (50.32 per cent) CD Blocks have rural literacy rate lower than the District rural literacy rate (Table No. 6B2 and Map No. 6.3). Jorebunglow Sukiapokhri CD Block has the highest rural literacy rate (76.68 percent) while Phansidewa ranks last (50.32 per cent).

6.2.5.1. Rural Male Literacy

The average rural male literacy rate for the District works out to be 76.12 per cent. Naxalbari (75.50 per cent), Matigara (74.16 per cent), Kharibari (67.03 per cent) and Phansidewa (62.23 per cent) CD Blocks have their rural male literacy rate lower than the District average. The rest eight blocks have male literacy rate higher than the District average (Table No. 6B2 and Map No. 6.03).
6.2.5.2. Rural Female Literacy

The average rural female literacy rate for the District works out to be 55.39 per cent. Naxalbari (52.50 percent), Matigara (51.99 per cent), Kharibari (41.9 per cent) and Phansidewa (37.71 per cent) CD Blocks have their rural female literacy rate lower than the District average. These four Blocks being dominated by SC and ST population (Table No. 6A) have higher incidence of female illiteracy and hence require greater care for improvement in the education and literacy status. In case of the rest 8 blocks female literacy rate is higher than the District average (Table No. 6B2 and Map No.6.3).

6.2.6. Composition of SC Population

As per 2001 Census, rural Darjiling District has 2,07,422 SC population comprising of 1,06,352 males and 1,01,070 females, accounting for 19.05 per cent of the total rural population of the District (Table No. 6B1 and Map No.6.4). Rajbanshi, Kami (Nepali), Damai (Nepali) and Sarki (Nepali) constitute the major share of the total SC population of the District. Kharibari (50.85 per cent) records the highest share of SC population followed by Matigara (35.32 per cent), Phansidewa (31.12 per cent) and Naxalbari (26.68 per cent) CD Blocks. The rest of the 8 CD Blocks have a low share of 3 – 8 per cent of SC population.

6.2.7. Composition of ST Population

Further, the District has also recorded 1,78,878 ST population comprising of 89,740 males and 89,138 females in 2001 Census accounting for 16.42 per cent of the District’s total population (Table No.6B1 and Map No.6.5). Bhutia, Sherpa, Dukpa Lepcha, Tamang and Limbu comprise the ST population of the blocks of hill areas of Darjiling Pulbazar, Kurseong, Kalimpong-I, Kalimpong-II, Jorebonglow Sukiapokhri, Gorubathan and Rangli Rangliot Blocks. Phansidewa Block (31.28 per cent) had the highest share of ST population followed by Kalimpong II (24.62 per cent) and Naxalbari (20.49 per cent) CD Blocks. Bhutias are also found in Darjiling Pulbazar, Kalimpong-I and Kalimpong-II CD Blocks. Lepchas are minority although they are found in Kurseong, Kalimpong-I, Kalimpong-II and Darjiling Pulbazar CD Blocks.

6.2.8. Rural Work Participation

The work participation rate is nearly 37.04 percent for rural Darjiling with 47.92 per cent of male workers (main and marginal) and 25.05 percent of female workers (main and marginal). Gorubathan CD Block (42.09 per cent) has the highest share of workforce followed by Kalimpong I (40.06 percent) and Kalimpong II (39.97 per cent) CD Blocks (Table No.6C and Map No.6.6).

The share of main workers out of the total workforce is 29.71 percent with 41.31 per cent of male workers and 17.57 per cent of female workers. Matigara CD Block (32.42 per cent) has the highest share of main workers followed by Darjiling Pulbazar (31.11 percent), Kurseong (30.89 per cent)
and Phansidewa (30.14 per cent) CD Blocks (Table No.6C and Map No.6.6). The share of marginal workers is 7.33 percent with 6.61 per cent of male workers and 8.09 per cent of female workers as per the 2001 Census. Gorubathan CD Block (12.67 per cent) has the highest share of marginal workers followed by Kalimpong-II (12.05 per cent) and Kalimpong-I (11.27 per cent) CD Blocks.

Non-workers accounts for 62.96 per cent for total with 52.08 per cent of male and 74.35 per cent of the female share. Only Kalimpong I and Gorubathan CD Blocks have 55-60 per cent of non-workers, while the rest of the CD Blocks have more than 60 per cent of their population as non-workers (Table No. 6C and Map No.6.6).

6.2.9. Rural Occupational Structure

Near about 36.01 percent of the rural workforce are engaged as Cultivators (21.68 percent) and Agricultural Labourers (14.33 percent). Kalimpong-II CD Block (51.73 percent) records the highest share of Cultivators followed by Kalimpong-I (46.22 percent) and Darjiling Pulbazar (37.44 percent) CD Blocks. Matigara CD Block (5.34 percent) records the lowest share of Cultivators (Table No. 6D and Map No.6.7). Kharibari CD Block (31.03 percent) records the highest share of Agricultural Labourers followed by Phansidewa CD Block (21.27 percent). Matigara CD Block (4.13 percent) records the lowest share of Agricultural Labourers (Table No. 6D and Map No.6.7). From the agricultural point of view, the DGHC region is characterised by higher incidence of land-less labour as compared to the landowning cultivators in the SMP region.

Household Industry Workers accounts for a low share of 3 percent of the total workers (main and marginal). The highest share of Household Industry Workers is observed in Gorubathan Block (4.12 percent).

Share of Other Workers accounts for 60.99 percent of the total workers (main and marginal). Matigara CD Block (88.24 percent) has the highest share of its workforce engaged as other workers. Jorebunglow Sukiaapkri (79.98 percent), Naxalbari (79.96 percent) and Kurseong (75.36 percent) CD Blocks have more than 75 percent of their workforce engaged as other workers. Darjiling Pulbazar (49.19 percent), Gorubathan (41.61 percent), Kharibari (40.77 percent), Kalimpong I (22.6 percent) and Kalimpong II (14.80 percent) CD Blocks have less than 50 percent of its workforce engaged as other workers (Table No. 6D and Map No.6.7)

Proportion of female (main and marginal) workers engaged as Cultivators, Agricultural Labourers and Household Industry Workers is greater than that of their male counterparts in Darjiling District. Share of female (main and marginal) workers engaged as Agricultural Labourers is greater than that of their male counterparts in Darjiling Pulbazar, Jorebunglow Sukiaapkri, Kalimpong-I, Kalimpong-II, Gorubathan, Matigara, Naxalbari, Phansidewa and Kharibari CD Blocks.
PROFILE AND CATEGORY OF RURAL WORKERS 
DARJILING DISTRICT (CD BLOCK WISE). 2001

Legend
Percentage of Rural Workers to Total Population

Category of Rural Workers and Non-Workers

180,000
90,000
18,000

Main Workers Male
Main Workers Female
Marginal Workers Male
Marginal Workers Female
Non-Workers Male
Non-Workers Female

OCCUPATIONAL STRUCTURE OF RURAL WORKERS 
DARJILING DISTRICT (CD BLOCK WISE). 2001

Legend
Occupational Structure (Number of Workers)

Only in case of other workers the share of male workers is more than the female share of workers. Share of female (main and marginal) workers engaged as Cultivators is also greater than that of their male counterparts in Darjiling Pulbazar, Rangli Rangliot, Kalimpong-I, Kalimpong-II and Gorubathan CD Blocks. Similarly in Household Industry sector, Kalimpong-I, Kalimpong-II, Gorubathan, Matigara, Naxalbari and Phansidewa CD Blocks have female share of workers greater than that of their male counterparts (Table No. 6D and Map No.6.7).

6.3. Case Study: Rural Darjiling District

6.3.1. Research design

This research work is designed by a primary survey to extract data on the PRI of Darjiling District, Rural Development activities, its role in implementation procedures, the obstacles and its acceptance by the rural people of the District. The data has been used to estimate the level of Rural Development in Darjiling District based on the functioning of the PRI and people’s participation. The multidimensional nature of Rural Development is captured through a variety of indicators, which may have either positive/ negative relationship with each other or may be unrelated with each other.

6.3.2. Sampling framework and sampling procedure

6.3.2.1. Selection of target population

Keeping in view the objective of the study, the rural people under study, from whom the information is to be collected, has been determined first. It was pre-determined to survey one per cent of the GP population.

6.3.2.2. Study tools

For collection of qualitative as well as quantitative data at various stages of the study, the following tools were used:

- In-depth structured interview schedule for the rural people
- Group discussions at GP meetings
- Beneficiaries’ observation and perception
- Observation of the Panchayat officials and members

6.3.2.3. Focus of the survey

The areas that were focused in designing
the questionnaire (Appendix 6A) and was discussed in detail with the surveyed respondents is highlighted in Box No.6.1

6.3.2.4. Sample population details

The particulars of the surveyed population of Darjiling District are given in Table No.6.3 respectively. The sampled population accounted to 1,754 respondents of which 1,336 (76.17 percent) of them are male and 428 (24.40 percent) females. In this survey apart from the household, respondents were also chosen from their workplaces and GP meetings. Male respondents were interviewed mostly at home and the workplaces and GP meetings whereas most of the female members were interviewed at home or workplaces.

In this survey the GP meeting was taken into consideration as a place of survey, since the involvement of the rural people in the meetings and the development activities could be captured very spontaneously at this place. Here, a precise knowledge of Rural Development programme implementation, association with Panchayat officials and bureaucrats, their vision, their...
interaction with the rural people of that GP could be obtained easily too. Group interviews were held to gather a precise knowledge about their involvement in GP meetings and their perceptions on the various Rural Development programmes oriented towards their upliftment. Their views on the programme implementation procedure were also taken.

### 6.3.3. House Type and Vested Land

#### 6.3.3.1. House Type

Almost 23.87 per cent of the households live in pucca houses in comparison to 30.65 per cent in kutchha houses. The highest share of rural people living in pucca houses is highest in Sindebong GP (35.9) and the lowest in Paheli Gaon Schoolara-II GP (17.24 per cent). The highest share of rural people living in kutchha houses are in Matigara-II GP (39.32 per cent) and Labdah GP (39.29 per cent) which indicates a lower standard of living in these GPs (Table No. 6E1 and Figure No. 6.2).

#### 6.3.3.2. Received Vested Land

The surveyed data reveals that the highest share of families receiving vested land is found in Sindebong GP (10.26 per cent), Vallukhop GP (10 per cent). This indicates that the redistribution of land among the rural landless has been comparatively low in these GPs (Table No. 6E2 and Figure No. 6.3).

### 6.3.4. Participatory Process in Gram Panchayat Meetings

#### 6.3.4.1. Participation in
Gram Panchayat Meetings

The main aim of the Gram Sansad and Gram Sabha meetings are to establish a pro-poor participatory planning at the grassroot level to have an opportunity to the rural people to actively participate in the planning and implementation procedure of the rural plans and programmes.

Almost 43.33 per cent of the respondents were attending the meeting whereas 52.04 per cent were not attending and 4.62 per cent were indifferent. Kalimpong had the highest participation in meeting followed by Dungra (Table No. 6E3 and Figure No.6.4).

6.3.4.2. Rural People Informed About the Meeting Beforehand

Almost 66.77 per cent of the respondents were informed about the meeting whereas 28.6 per cent were not informed and 4.62 per cent were indifferent. In Atharokhai, Takdah and Dungra, majority of the rural respondents (more than 60 per cent) were informed. The information dissemination procedures as displayed in Figure No.7.5 shows that they were least effective in Vallukhop, Atharokhai, Duptin and Matigara-II GPs (Table No. 6E4 and Figure No. 6.5).

6.3.4.3. Process of Information Dissipation Regarding Meetings

The information dissemination regarding panchayat meetings seems to be more common through personal communication (32.58 per cent). Near about 7.42 per cent of the total respondents knew it by announcement through mike, 3.98 per cent through walling and 8.17 per cent through leaflet. About 14.62 per cent appears to know through multiple processes. More than a quarter appears to have no information regarding meetings.

In Takdah GP more than 70 per cent of the respondents appear to know through personal communication. In other GPs like Dungra announcement through mike was used as an important source of information dissemination. In Atharokhai and Matigara-II more than a quarter seems to know it through multiple effect (Table No. 6E5 and Figure No.6.6).

6.3.4.4. Reasons for not attending

Gram Sansad/ Gram Sabha Meeting

More than half of the total respondents did not attend the meetings and 4.62 per cent were indifferent towards the panchayat meetings.
Out of those who did not attend meetings, 41.63 per cent could not attend due to their engagement in occupation.

To a certain section (24.89 percent) they had no information about the meetings being held. Almost 14.81 per cent felt that the meetings were meaningless. About 18.67 expressed that they had other pre-occupations as they were apprised of the meetings only at the last moment (Table No. 6E6 and Figure No.6.7).

6.3.4.5. Frequency of Local Issues/ Problems Raised by Respondents Participated

in the Panchayat Meeting

On an average 44.91 per cent of the respondents participating in the meetings were vocal and raised issued in the Panchayat meetings. In Labdah, Takling-I, Takdah and Duplin GPs more than 50 per cent of the respondents going to meetings raised questions. It is evident from Figure No. 7.8 that in the rest of the GPs most of the respondents who attended the meetings do not raise questions or any issues of development (Table No. 6E7 and Figure No.6.8).

Considering the frequency of questions and issues raised by the participants in the meetings, 17.62 per cent regularly raised questions, whereas 27.3 per cent raised questions very occasionally.

Out of the 11 surveyed GPs in Paheli Gaon Schooldara-II more than a quarter raised questions regularly portraying an effective means of the PRI system. In Labdah GP 41.38 per cent of the participants in the meetings raised queries sometimes. In Sindebong, Vallukhop, Paheli Gaon Schoola-II,
Kalimpong, near about one-fourth of the participants and almost one-fifth of the participants raised questions sometimes in Atharokhai, Matigara-II GP. In the rest of the GPs the queries raised to solve the local problems and issues seemed to be very minimum (Table No. 6E8 and Figure No.6.9).

6.3.4.6. Frequency of Raising Issues by Other Participants According to Respondents in the Panchayat Meetings

According to the respondents, on average 17.12 per cent responded that others raised up issues regularly in the panchayat meetings. 22.33 said that sometimes other participants put up issues and queries in the meetings whereas 60.55 per cent opined that others did not place any issues or queries in the meetings.

In Paheli Gaon Schooldara-II almost 50 per cent opined that questions are being asked frequently by others. 45.13 per cent said that that sometimes other participant puts up issues and queries in the meeting. In Takdah, Labdah and Kalimpong more than 25 per cent opined that questions are being asked sometimes/ rarely by others (Table No. 6E9 and Figure No.6.10).

6.3.4.7. Discussion About Rural Development Programmes in the Meeting

From Figure No.6.11 it is evident that in 7 GPs more than 90 per cent of the respondents who participated in the meeting opined that issues related to Rural Development were discussed in the meetings. On an average 8.69 per cent said that matters related to Rural Development were not discussed in the meetings. In Paheli Gaon Schooldara-II almost 25 per cent respondents did not
Plate No. 6.1
Rural Development Works in Darjiling District

Photo No.6.1.1

Photo No.6.1.2
NREGS guidelines for the rural people of Darjiling District

Photo No.6.1.3
Campaign of Sanitation Programme by SMP

Photo No.6.1.4
SGSY Cell, Darjiling District

Photo No.6.1.5
Awareness regarding public health
know about the Rural Development schemes being discussed in the meetings (Table No. 6E10 and Figure No.6.11).

6.3.4.8. Priority List Prepared for Rural Development Programmes in the Meetings

Often during the panchayat meetings priority list of Rural Development schemes to be implemented and progress of different schemes go significant importance of discussion. About 68.24 per cent of the total respondents said that it was prepared in the meetings. 12.9 per cent opined that it was not prepared and 18.86 per cent didn’t know about it.

In Sindebong GP more than 80 per cent opined that priority list was prepared for Rural Development Programmes. In Labdah, Kalimpong and Matigara-II more than 70 per cent opined that priority list was prepared in the meetings for Rural Development Programmes (Table No. 6 E 11 and Figure No.6.12).

6.3.4.9. Statement of Account of Gram Panchayat Placed in Gram Sansad/ Sabha Meeting

About 86.6 per cent stated that statement of accounts was placed in the GP/GS meetings where as 2.98 opined that it is never placed in the GP/GS meetings. Almost 10.42 per cent of the respondents did not have any idea regarding this.

In Takdah, Kalimpong Vallukhop, more than 90 per cent said that statement of accounts was placed in the
GP/GS meetings. Similarly in the rest of the 9 GPs more than 80 per cent said that statement of accounts was placed in the GP/GS meetings (Table No. 6 E12 and Figure No.6.13).

6.3.4.10. Questions or Queries Raised About the Accounts in Gram Sansad / Sabha Meeting

Considering the questions and queries raised about the statement of accounts it is seen that in most of the GPs most of the respondents did not raise queries about Accounts Statement. Only 30.27 per cent of the respondents participating in the meeting raised queries regarding accounts statement. In Labdah, Dungra, Atharokhai, Matigara-II, less than 30 per cent of the respondents participating in the meeting raised queries about the statement of Accounts. In Takdah, Takling-I and Paheli Gaon, Schooldara-II
more than 40 per cent of the respondents participating in the meeting raised queries about the statement of Accounts (Table No. 6E13 Figure No.6.14).

6.3.4.11. Knowledge about West Bengal Panchayat Act

The West Bengal Panchayat Act is not familiar to most of the respondents. On an average 19.03 per cent replied that they had some knowledge about it. About 37.10 per cent said that they had heard about it but had no specific knowledge about it. About 39.25 per cent did not know about it. About 4.02 per cent were indifferent about it.

In Labdah, Duptin, Atharokhai, Matigara-II GP less than 20 per cent had knowledge about it. In the rest 7 GPs only about one-fifth of the respondents had knowledge about it. The most interesting fact that is found during this study that a major section of the GP respondents were not aware about this act. Paheli Gaon Schoola-II (48.28 per cent), Atharokhai (46.03 per cent) and Takling-I (41.94 per cent) a major section had no knowledge about it (Table No. 6E14 and Figure No.6.15).

3.4.12. Interaction of Panchayat Member with General People.

The interaction of Panchayat Members with general people ranged from regular interaction to no interaction. But from Figure No. 6.16 it is evident that the frequency of interaction is quite low.

In Takling-I (25.81 per cent), of the respondents opined that the Panchayat Members regularly interacted with general people
In Dungra and Kalimpong more than one-fifth of the respondents stated that the interaction of Panchayat Members with general people is on a regular basis (Table No. 6E15 Figure No.6.15).

6.3.4.13. Views Regarding Role of GP

It is interesting to note that only 15.16 per cent of the respondents stated that the role of GP was excellent. Near about 22.37 per cent felt that the role of GP was good, about 34.41 felt that the role of GP was average and almost 23.44 per cent felt it was unsatisfactory.

In Vallukhop GP more than 20 per cent of the respondents felt that the role of GP was excellent.

In Sindebong and Vallukhop GP more than 30 per cent felt that the role of GP was good. In Takling-I almost one-fifth of the respondents felt that the role of GP was good.

In Dungra more than half of the respondents felt that the role of GP was average. In Paheli Gaon Schooldara-II GP almost 37.93 per cent of the respondents felt that the role of GP was unsatisfactory.

Thus according to the rural citizen’s report Vallukhop (56 per cent), had the highest number of respondents identifying the role of the GP as excellent to good followed by Sindebong (51.28 per cent) and Kalimpong (42.55 per cent) GP (Table No. 6E16 and Figure No.6.17).
6.3.4.14. Self / Family Member Benefited through Panchayat & Rural Development Programmes

On an average 48.88 per cent of the respondents opined that they were not benefited through Panchayat & Rural Development Programmes. About 19.11 per cent of the respondents opined that they were benefited. From the Figure No. 6.18 it is evident that major section of the respondents in the 12 GPs stated that they were not benefited through Panchayat & Rural Development Programmes (Table No. 6E17 and Figure No.6.18). Only in Sindebong, Vallukhop, Paheli Gaon Schoola-II, a little less than one-third of the respondents stated that they were benefited through Panchayat & Rural Development Programmes.

On the contrary, considering the fact whether other persons are benefited through Panchayat & Rural Development Programmes it is seen that the respondents (55.83 per cent) felt that other persons are surely benefited through Panchayat & Rural Development Programmes (Table No. 6E18 and Figure No.6.19).

6.3.4.15. Index of PRI Functioning in Darjiling District

Based on the parameters of the functioning of PRI and people’s participation as obtained from the primary survey the parameters have been ranked using Kandall’s Method and a composite score has been obtained (Table No. 6E19 and Figure No.6.20).

Among the 11 surveyed GPs Takdah seems to be the best performing GP with the lowest composite score (< 60). Takling-I, Kalimpong, Vallukhop and Sindebong GPs has performed moderately well (composite score of 60-80). Labdah, Duptin Paheli Gaon Schoola-II...
Labdah, Duptin Paheli Gaon Schoola-II and Dungra GPs have performed badly (composite score of 80-100). Atharokhai and Matigara-II are the worst performing GPs with the highest composite scores (> 100).

6.4. Rural Development Schemes

Some of the achievements and failure of the Rural Development schemes in Darjiling District are discussed in the following paragraphs. The progresses of these programmes are sub-divided for DGHC and SMP area. Also the year wise availability of data for a particular scheme is not the same. Hence intra-regional comparison becomes difficult. However an attempt has been made here to review the status of Rural Development.

6.4.1. EAS

During 2000-01 under the EAS in Darjiling District 3.46 lakh man-days of employment generation was targeted and 57.51 per cent could be achieved. During the following financial year 9.04 lakh man-days of employment generation was targeted but only a meager share of 1.77 per cent could be achieved (Table No.6.4).

6.4.2. JGSY

During 2001-02 under JGSY more than 70 per cent of the employment generation were for SC STs. In Kharibari it was more than 90 per cent. More than 50 per cent were for the landless. In Phansidewa PS almost 100 per cent of the employment generation was for the landless. In Kharibari more than 80 per cent of the employment generation were for the landless (Table No. Figure No.6.20).

6.4.3. SGSY

SGSY attempts to organize the poor and empower them for taking charge of their own development, which is the most important intervention for alleviation of rural poverty. That is attempted through formation of Self Help Groups (SHGs) and building up their capacities for ensuring their own development including augmentation of their income. The programme is implemented by the District Rural Development Cell (DRDC) of the Zilla Parishad (Darjiling Gorkha Hill council in the hill areas of Darjiling District) with the support of the Panchayats.

The highest number of SHGs (812) were formed in 2003-04 in DGHC which had reduced to 23: new groups formed in 2008-09. During 2003-04 to 2008-09 the trend of new SHGs formed in the eight Blocks of DGHC shows a fluctuating trend (Table No. 6 Figure No.6.20).
New members forming SHGs seems to be the highest during 2003-04 in all the CD Blocks of DGHC which shows a declining trend in the following years respectively (Table No. 6F1 and Figure No.6.21).

6.4.4. SGRY

### Table No.6.5

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Available fund (Rs.)</td>
<td>Expenditure (Rs.)</td>
<td>Available fund (Rs.)</td>
<td>Expenditure (Rs.)</td>
<td>Available fund (Rs.)</td>
</tr>
<tr>
<td>1</td>
<td>Darjiling Pulbazar</td>
<td>166.64</td>
<td>158.98</td>
<td>13.47</td>
<td>12.87</td>
<td>0.6</td>
</tr>
<tr>
<td>2</td>
<td>Jorebunglow Sukhiapokhri</td>
<td>252.48</td>
<td>223.83</td>
<td>29.49</td>
<td>28.75</td>
<td>0.74</td>
</tr>
<tr>
<td>3</td>
<td>Rangli Rangliot</td>
<td>72.27</td>
<td>71.22</td>
<td>1.35</td>
<td>0.75</td>
<td>0.6</td>
</tr>
<tr>
<td>4</td>
<td>Kalimpong I</td>
<td>60.63</td>
<td>59.79</td>
<td>0.84</td>
<td>-</td>
<td>0.84</td>
</tr>
<tr>
<td>5</td>
<td>Kalimpong II</td>
<td>132.48</td>
<td>131.9</td>
<td>0.58</td>
<td>-</td>
<td>0.58</td>
</tr>
<tr>
<td>6</td>
<td>Gorubathan</td>
<td>50.21</td>
<td>49.26</td>
<td>0.95</td>
<td>-</td>
<td>0.95</td>
</tr>
<tr>
<td>7</td>
<td>Kurseong</td>
<td>95.36</td>
<td>94.78</td>
<td>0.57</td>
<td>-</td>
<td>0.57</td>
</tr>
<tr>
<td>8</td>
<td>Mirk</td>
<td>39.62</td>
<td>39.35</td>
<td>0.27</td>
<td>-</td>
<td>0.27</td>
</tr>
<tr>
<td>9</td>
<td>With H.Q.</td>
<td>682.07</td>
<td>417</td>
<td>1458.28</td>
<td>95.7</td>
<td>1381.4</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1551.75</td>
<td>833.28</td>
<td>1505.8</td>
<td>183.07</td>
<td>1386.55</td>
</tr>
</tbody>
</table>

**Data Source:** DRD Cell, DGHC, 2009

6.4.4.1. SGRY in DGHC

In 2005-06 almost 53.7 per cent of the allocated funds of Rs.1551.75 lakhs have been spent under SGRY in DGHC. It declined to 9.17 per cent in 2006-07 which further declined to 7.7 per cent in
The CD Block wise figure shows that during 2005-06 the progress of work was satisfactory with employment generation of 13.29 lakh man-days. In the next financial year no SGRY work was done in Kalimpong I, Kalimpong II, Gorubathan, Mirik and Kurseong CD Blocks. From 2007-08 to 2008-09 no SGRY work was done in any of the CD Blocks. The employment generated with HQ (DGHC) I quite low. This may be attributed to the non-functioning of the GP in DGHC area.

6.4.4.2. SGRY in SMP

During 2006-07 under SGSY 12.61466 man-days were generated in SMP area. The Figure (No.6. ) displays that employment of SC and ST people were more than 75 per cent of the total employment generated. Rural landless people and women were also employed significantly (Table No. 6.F2 Figure No.6.22 ). Phansidewa performed better than the rest of the three CD Blocks respectively.

6.4.5. MGNREGS

6.4.5.1. MGNREGS in DGHC

The most significant outcome of the NREGA is the total employment generated and the number of households getting employment as and when requested for and the assured days of employment is 100 days a year.

In 2007-08 the job cards issued has been the highest in Darjiling-Pulbazar CD Block. The social break-up of the beneficiaries is not available for 2007-08. Highest employment generation was in Kalimpong-II followed by Darjiling Pulbazar CD Block and Kurseong where as Kalimpong-I has the lowest number of beneficiaries. Situation improved in the next financial year (Map No.6.8).

In 2008-09 highest number of job cards was issued has been the in Darjiling-Pulbazar CD Block. The highest number of job cards has been issued to SCs in Darjiling District. Employment generated in Jorepokhri Sukapokhri was highest followed by Kalimpong-I CD Block and Gorubathan Block. Rangli Rangliot CD Block had the lowest number of beneficiaries (Map No.6.9).

In 2009-10 Darjiling Pulbazar CD Block recorded the highest number of job cards issued. Employment generation was the highest in Kurseong followed by Gorubathan and Darjiling Pulbazar CD Block. There was no employment generation in Rangli Rangliot, Kalimpong-I and Mirik in spite of issuing job cards (Map No.6.10-11 and Plate No.6.1).
JOB CARDS ISSUED AND EMPLOYMENT GENERATED
UNDER NREGS. DGHC (CD BLOCK WISE). 2009-10

Legend
Job Cards Issued to
Number of Households
15,000
5,000
3,000

Scheduled Caste
Scheduled Tribe
Others

Employment Generated
(in lakh person days)
100,000
50,000
10,000

Scheduled Caste
Scheduled Tribe
Others

Map No. 6.10

JOB CARDS ISSUED AND EMPLOYMENT GENERATED
UNDER NREGS. DGHC (CD BLOCK WISE). 2010-11

Legend
Job Cards Issued to
Number of Households
15,000
5,000
3,000

Scheduled Caste
Scheduled Tribe
Others

Employment Generated
(in lakh person days)
500,000
250,000
50,000

Scheduled Caste
Scheduled Tribe
Others

Map No. 6.11

Data Sources: Census of India 2001; Darjeeling Gorkha Hill Council, 2011.
Computation & map generated by author by using Mapinfo Professional Version 7.5.
3.5.4. IAY

3.5.4.1. IAY in SMP

IAY Scheme, one of the six components of “Bharat Nirman” is a scheme to provide financial assistance to the homeless families living below poverty line to construct their own houses or upgrade their mud-built houses which are not fit for habitation.

Figure No.6.23 shows that during 2003-04 and 2005-06 the Blocks did not perform as good as in 2006-07. Also the figure shows that greater emphasis has been on the respective backward groups (Figure No.6.23).

3.5.5. TSC

3.5.5. TSC in SMP

The approval for BPL households is much higher than the APL households. Also the achievement status for both APL and BPL households seems to improve with time. Among the four CD Blocks of SMP Phansidewa has the highest approval status and the achievement level is also high indicating a better performance in respect to household latrine construction (Figure No.6.24).
3.5.5. TSC in DGHC

For DGHC area data related to TSC Scheme has been obtained for 2007-08 and 2008-09. It is evident from Map No.6.12 and 6.13 that during 2008-09 the construction of household latrines have been comparatively higher than that of the previous year. During 2008-09, in Darjiling -Pulbazar, Kurseong, Kalimpong-I CD Blocks to some extent BPL household latrines have been constructed. In the other CD Blocks although there has been approval of a higher number of latrines no construction work has been undertaken (Map No. 6.15).

Sanitary Complexes have been constructed only in Kalimpong-I and Kalimpong-II CD Blocks during 2008-09 (Map No. 6.14).

In the same year quite a few number of latrine construction in schools have taken place in all the CD Blocks of DGHC (Map No. 6.16). Rangli Rangliot ranks first followed by Kalimpong-I CD Block respectively. In Darjiling-Pulbazar, Gorubathan and Rangli Rangliot latrines in ICDS centers have been constructed during 2008-09.

3.5.6. PMGSY

3.5.6.1. PMGSY in SMP

Altogether 37 roads have been constructed in SMP area since 2000-01 to 2005-06 covering 147.622 km under PMGSY. The highest number of roads has been constructed in Phansidewa CD Block covering 47.372 km road length. Road length of 40.8 km has been constructed in Kharibari CD Block. In Naxalbari CD Block road construction under PMGSY was undertaken only during 2001-02 and 2003-04. In 2001-02 almost 18.5 km of road was constructed here (Figure No.6.25).

Thus it is evident that in SMP area more of road infrastructure development took place in Phansidewa CD Block compared to the rest of the Blocks (Plate No.6.2).
3.5.6. UUP Schemes

The UUP Schemes have focus basically on the infrastructure development like construction works and repair of bridges, roads and culverts, construction of toilets and health sub-centres etc (Table No.6.6 and 6.7). Since 2002-03 to 2005-06 a total of 39 projects have been completed. Majority of the work (19 works) has been concentrated in Matigara Block followed by 8 works in Phansidewa and 6 each in Naxalbari and Kharibari CD Block. Also the maximum number of works has been completed during 2005-06.

Table No.6.6

Total Schemes Implemented Under Uttarbanga Unnayan Parishad in SMP (CD Block Wise, 2002-03 to 2005-06)

<table>
<thead>
<tr>
<th>CD Block</th>
<th>2002-03</th>
<th>2003-04</th>
<th>2004-05</th>
<th>2005-06</th>
<th>Total schemes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Naxalbari</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Matigara</td>
<td>4</td>
<td>1</td>
<td>5</td>
<td>9</td>
<td>19</td>
</tr>
<tr>
<td>Kharibari</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Phansidewa</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>7</td>
<td>3</td>
<td>10</td>
<td>19</td>
<td>39</td>
</tr>
</tbody>
</table>

Data Source: SMP, 2007

Table No.6.7

Status of Schemes Implemented Under Uttarbanga Unnayan Parishad in SMP, 2002-03 to 2005-06

<table>
<thead>
<tr>
<th>Year</th>
<th>Type of work</th>
<th>Total schemes</th>
<th>Fund allotted by UUP (Rs. In Lakh)</th>
<th>Expenditure (Rs. In Lakh)</th>
<th>% share of expenditure out of the allocated fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002-03</td>
<td>Construction of Bridge</td>
<td>7</td>
<td>55.86296</td>
<td>46.74888</td>
<td>83.68</td>
</tr>
<tr>
<td></td>
<td>Road Construction</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Soil Conservation</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>2003-04</td>
<td>Soil Conservation</td>
<td>3</td>
<td>17.71104</td>
<td>17.0501</td>
<td>96.27</td>
</tr>
<tr>
<td></td>
<td>Road construction</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2004-05</td>
<td>Improvement of riding quality of road</td>
<td>10</td>
<td>66.89371</td>
<td>64.51868</td>
<td>96.45</td>
</tr>
<tr>
<td></td>
<td>Soil conservation work</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of culvert on the road</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of Canal and Culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005-06</td>
<td>Construction of drain</td>
<td>19</td>
<td>189.2442</td>
<td>174.42651</td>
<td>92.17</td>
</tr>
<tr>
<td></td>
<td>Additional classroom</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of approach road (bituminous)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>protection work for bridge</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of Sulabh Souchalaya (Toilet) complex</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of bridge over river</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Repair of road</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Construction of premix road</td>
<td></td>
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<td></td>
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<tr>
<td></td>
<td>Construction of Health Sub Centre</td>
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<td></td>
<td>Extension of rural pipe water supply scheme</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Construction of Hat shed (Super structure)</td>
<td></td>
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<td>Footbridge construction</td>
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<td>Construction of School boundary wall</td>
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<td>Bundh protection work</td>
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Data Source: SMP, 2007
Plate No. 6.2
Rural Development Works in Darjiling District

Photo No.6.2.1
Seed Nursery at Matigara run by the women beneficiaries of NREGS

Photo No.6.2.2
Construction of embankment under NREGS work in Matigara GP

Photo No.6.2.3
Pipe-line water supply in Kalimpong-I CD Block

Photo No.6.2.4
Construction of Tube wells under Rural Drinking Water Scheme in Matigara GP

Photo No.6.2.5
Road construction work under PMGSY in Phansidewa CD Block
During 2002-03 out of the total fund allotted of Rs. 55,86296 only 83.68 per cent was spent. In the next two financial years it was more than 96 per cent. In the following year the percentage of share of expenditure to total allotted fund declined to 92.17 per cent respectively (Table No.6)

**3.4.9. Trend of Assessment and Collection of Taxes**

![Trend of Assessment and Collection of Taxes of Gram Panchayats on the Basis of Audit Report, Darjiling District (CD Block Wise), 2004-05 to 2008-09](image1)

Considering the trend of assessment and collection of taxes per GP that the GPs of SMP are far ahead of the GPs of DGHC. To some extent GPs have been able to break the stagnancy in tax collection compared to 2004-05, and improve, though it is far from the desired level of tax collection according to the official sources (Figure No.6.26).

The average collection by the Gram Panchayats was highest in Matigara, followed by Naxalbari. On the other hand, average collection by the Gram Panchayats was low in the GPs of DGHC. The proportion of tax collected by all the GPs of the District has declined from 50 per
cent in 2004-05 to 23 per cent in 2008-09. Same trend is visible for the Blocks of the Darjilir District (Figure No.6.27).

3.5. Conclusion

- After 2003, no Gram Panchayat election was held in DGHC area. Since the tenure of the Gram Panchayat was over (1998-2003) the preceding Gram Panchayat continued the duties for a few years. During the later half of the first decade of 21st century all the Gram Panchayat members including the Pradhan resigned and since then there has been no people's representatives in the Panchayat system in the DGHC area.

- Presently there is no elected representative of the people in the Panchayat. The GP offices are run by BDO, Block officials, GP staff and DGHC officials.

- As a result most of the Rural Development schemes operating in DGHC area have slowed down.

- Tax collection decreased with time due to the non-functioning of the GP, as a result revenue generation of the GP declined over the years.

- Prior to 2000, the Panchayat Samity was defunct. Hence a 2-tier panchayat system functioned with DGHC at the top most tier and the GP at the next tier.

- In Darjiling District in 2007-08 (2nd Phase) NREGS started. Efforts were put by the DGHC NREGS cell, Block officers, prior members of the Panchayat, GP staffs to implement the NREGS.

- NREGS was used as a tool for not only employment generation but also infrastructural development and creation of community resources. The demand for various works and employment work was there combined with the need to build up the infrastructure and managing the mountain ecosystem for their own sustenance. Demand existed for improving the accessibility and connectivity of the villages. Hence based on NREGS network on Rural Development was started.

- The moderate to steep slope and undulation have resulted in low accessibility in between the settlements which affect the daily communication of village life. Accessibility between the village settlements scattered over the mountain terrain required to be improved with the shortest path. Necessary goods had to be carried up and down the steep mountain slopes manually. With improved communication better transportation facility, goods could be transported to and from villages through transportation vehicles. The physical barrier between the villages have been tackled by the implementation of NREGS.

- The roads to be constructed need land which criss-crosses the agricultural fields or private land in rural areas. People's participation in the form of land donation to construct roads was necessary.
• Numerous numbers of springs (jhoras), high rainfall and glacial effects—numerous pools, culverts and bridges have to be constructed to increase the accessibility under NREGS.

• The participation rates in the panchayat meetings tend to be very low in some GPs which highlight the ineffective functioning of the panchayat system. Also the participant members in the meetings are not aware enough of their rights and duties. Therefore they could not raise queries/issues regarding developmental activities and statement of accounts of those developmental activities.

• Due to the absence of PS at block level the disbursement of the fund goes directly to the GPs. Hence the functioning of the GPs with respect to utilization of funds and the development goals are much weaker compared to other Districts. As a result, it is evident from the status of the Rural Development schemes that the schemes, with an exception NREGS, are not properly implemented in the CD Blocks of the DGHC area.

Reference


