CHAPTER V
CONCLUSION
### Table 4.25
Development Schemes from 1996 to 2001

<table>
<thead>
<tr>
<th>S. No</th>
<th>Year</th>
<th>Name of the Schemes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>96-97</td>
<td>JVVT, TAY, MWS, X FC</td>
</tr>
<tr>
<td>2.</td>
<td>97-98</td>
<td>JVVT TAY, MWS, CRSP, X FC M.P fund, AMT</td>
</tr>
<tr>
<td>3.</td>
<td>98-99</td>
<td>JVVT, X FC SFC, equalization fund, DDP</td>
</tr>
<tr>
<td>4.</td>
<td>99-2000</td>
<td>JGSY</td>
</tr>
<tr>
<td>5.</td>
<td>2000-01</td>
<td>Report is not available in Panchayat office</td>
</tr>
</tbody>
</table>

### Table 4.26
Total Income and Expenditure for Five Gram Panchayat

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Panchayat</th>
<th>Income</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Noothuilapuram</td>
<td>1,92,6455</td>
<td>1,89,0979</td>
</tr>
<tr>
<td>2.</td>
<td>Sivaganapuram</td>
<td>1,25,9970</td>
<td>1,00,8622</td>
</tr>
<tr>
<td>3.</td>
<td>Jampuduraikottai</td>
<td>2,43,6168</td>
<td>2,43,7600</td>
</tr>
<tr>
<td>4.</td>
<td>Mettupatti</td>
<td>5,31,026</td>
<td>4,65,009</td>
</tr>
<tr>
<td>5.</td>
<td>Silukuvarpatty</td>
<td>3,53,2789</td>
<td>3,73,0969</td>
</tr>
<tr>
<td></td>
<td>Total Rs.</td>
<td>9,686,408</td>
<td>9,533,179</td>
</tr>
</tbody>
</table>
CHAPTER V

CONCLUSION

The present study is an attempt to evaluate the performance of the five Gram Panchayat Presidents in Nilakottai Block from 1996 to 2001. The performance evaluation is divided into the following divisions:

1. Profile of Gram Panchayat
2. Socio-economic Background of the Panchayat Presidents
3. Functions of the Gram Panchayats
4. Resource mobilization
5. Govt grants and scheme-wise Gram Panchayat development activities.

The 73rd Constitutional Amendment Act came into effect from 23 April 1994, with a view to ensuring effective involvement of the PRIs in local administration and developmental activities. The State Government entrusted to PRIs the task of preparation of plans and implementation of schemes for economic development and social justice. The State Government in 1994 entrusted powers, functions, and responsibilities to the New Panchavati Raj System.

Every Gram Panchayat would prepare a development plan of schemes for economic development and social justice for its area and submit it to the District Planning Committee every year. As per the legislation, people’s participation, functions of the Gram Panchayats, resource mobilization and Panchayat: development activities have to be
As revealed by the present study, the above said methodology is not possible. It is partly a success and partly a failure because the Presidents are not oriented regularly with regard to Panchayat activities, rules and regulations under the Tamil Nadu Panchayat Act 1994.

The ground reality is that the performance of the Panchayat Presidents is not satisfactory due to insufficient co-operation from the people and lack of funds. All the Presidents are doing Panchayat activities with great difficulty.

Performance Evaluation

Profile of Gram Panchayat

Each Gram Panchayat profile is different from the others. The total population is different from one Panchayat to another Panchayat. The 1991 census is considered for funds sanction and the development activities. But the Presidents emphasized that funds and other allocations should be provided based on the 2001 census. The Presidents said that Ward Members’ co-operation is essential for Panchayat activities, for instance, male Ward Members participated well in some Panchayats and in some Panchayats the female Ward Members participated effectively in the development activities.

More development activities are undertaken in certain villagers due to the large population than in other villages, because of greater people’s participation.
Besides the performance of the Panchayat President is based on the infrastructure facilities of the Gram Panchayat. The infrastructure facility is also different from one Panchayat to another Panchayat. Hence the President’s performance also varies from Panchayat to Panchayat.

Socio-Economic Background of the Panchayat Presidents

Among the five Presidents, the Mettupatty Gram Panchayat President has a poor socio-economic background than the others. The Silukkuvarpatty and the Sivagnanapuram Panchayat Presidents are rich due to land holdings and income from other sources. The jampuduraikottai and the Noothulapuram Presidents are at the middle level, because they are having some lands and other income sources.

Of the five Presidents, two belong to the SC category and three belong to the BC category. With regard to residence, four Presidents live within the hamlets and one lives in a nearby town (Nilakottai). Their family members also support the Panchayat activities.

Functions of the Gram Panchayat: They have been classified into two categories, namely, obligatory varied functions and discretionary functions. Generally, the respondents did not know about the varied functions of the Gram Panchayat Presidents. They are not very clear about the rules and regulations of the new PRS.

In the case of the obligatory functions all the Presidents are involved and have completed two or more functions well. The other obligatory functions are not done well, because they have had insufficient in training and capacity building. As per the Tamil Nadu Panchayat Act 1994, the obligatory functions for the welfare of the Gram Panchayat have been listed
clearly. Of these, certain works are done very well, based on the funds available, government grants and other sources.

Road works have been done very well in 2 Panchayats under the AMT. In the remaining Panchayats only maintenance work has been carried out. The Presidents suggested that quality roads are essential for each Panchayat. In 3 Panchayats housing sites have been provided only for the SC community and not for the BC community. The respondents emphasized that house sites must be provided to the BC community also. Light facilities are provided under the AMT. In some Panchayats light facilities are poor due to insufficient funds. The respondents emphasized that a separate allocation of funds is essential in this regard. All the Panchayats have drainage systems constructed under the AMT and scheme funds and Panchayat funds. But the maintenance work is done by the Panchayat sweepers only.

Cleaning of streets is done by Panchayat sweepers. In 2 Panchayats, rubbish heaps are removed by Panchayat vehicle. Public toilet is not used. The AMT toilet is not used regularly. But the sanitary complex is used regularly, for sanitation individual toilet is needed. In 2 Panchayats water facilities are good due to river sources. The remaining Panchayats have water problem in summer. All the respondents said that the graveyard road is not maintained regularly. There are encroachments. In some Panchayats separate burial grounds are available for the SC and BC people. In one Panchayat there is no burial ground for SC community. The SC people demand a separate burial ground. Panchayat and Gram Sabha meetings are conducted regularly but quorum is not possible in Gram Sabha meetings.
Under the discretionary functions, 10 types of work have been carried out as shown hereunder.

Tree plantation work has been done in 2 Panchayats with the help of NGOs and the Forest Department. In the remaining 3 Panchayats, the Presidents said that there is no place for tree plantation work because the roadside areas have been encroached upon. In three Panchayats, light facility is available on public roads and in public places. But maintenance work is difficult, the respondents said. In one Panchayat regular market facility is available and in the remaining Panchayats it is not available. All types of vegetables are available in roadside areas with vegetable vendors at the local level. Control of fairs/festivals is not possible for Panchayat Presidents because traditional leaders are involved. Besides, local committees have been formed based on community. In three Panchayats, there is no halting place and in 2 Panchayats, there is no specific place for halting. Instead, kovil and chavadi are used as halting places.

In Jambuthunikkottai, Silukkuvarpati and Sivagnanapuram Panchayats public slaughterhouse is available and tax is collected regularly while in the other Panchayats there is no public slaughterhouse. With regard to reading rooms, in Sivagnanapuram Panchayat there is no reading room but in the tea stalls all types of newspapers are available. In Jampuduraiottai Panchayat, reading rooms are available in 2 hamlets, while in the remaining villages people demand reading rooms. In Mettupatty Panchavat the TV room is called the reading room because there is no other place. In Silukkuvarpati Panchayat reading room is needed in some hamlets. In Noothulapuram Panchayat, instead of reading room, a People’s centre is functioning with the help of the Catalyst Trust.
For entertainment TV is available in all the Panchayats. Besides sports club, playground facilities are available except in Sivagnanapuram Panchayat. In Sivagnanapuram Panchayat there is no specific place for entertainment. With regard to literacy and social education centres there is no specific place in any of the Panchayats. People learn many things from community organisations, tea stalls and SFIGs.

For the welfare of the people different activities have been carried out by the Panchayat Presidents based on their capacity building. In Noothulapuram Panchayat, basic facilities were completed with the help of SFC grants and scheme funds and the Nammakku Name Thittam (NNT). Many campaigns were conducted i.e., medical campaign and veterinary campaign. Besides, loans are provided to the poor people for petty shop, cycle shop and dairy. In Sivagnanapuram Panchayat basic facilities have been completed, i.e., water facility, cement road, group houses, pipelines for drinking water. Retaining walls have been constructed in necessary places near the river bed.

In Jampuduraikottai Panchayat basic facilities have been completed with the help of the AMT. Besides ration shops health centre and veterinary centre have been constructed. In Mettupatty Panchayat the there is no hamlet as it is a single Village Panchayat. Hence most basic facilities have been completed except lights, toilets and road facilities. In Silukkuvarpatty Panchayat, basic facilities have been completed with the help of the AMT. Besides, cement road has been laid in all the hamlets and pipelines have been extended to the hamlets for drinking water facility.

Resource mobilization has been divided into 2 divisions, namely income sources / expenditure sources for the development of Gram Panchayats. The income sources are classified into 3 types, namely tax sources, government grants and non-tax sources. The expenditure sources
are also classified into 3 types, namely, Panchayat administration, Panchayat development works and other sources.

Generally, income sources gradually rise every year, but according to the present study, income sources did not rise every year, except in 3 Panchayats. In three Panchayats, namely, Noothulapuram, Mettupatty and Jampuduraikottai, income sources increased every year under the following heads: government grants, licence fees, funeral grants, house taxmatching grants, income from Block level, house tax, library tax, SFC grants and bank interest.

In the other 2 Panchayats, namely, Silukkuvarpatty and Sivagnanapuram, income sources did not increase every year but there was a flexible situation. For instance, m 96-97, income sources were high while in 97-98 income sources were low.

Under the expenditure category Panchayat development works have increased every year and in every Panchayat. The major expenditures are development works as follows: maintenance of hand pumps, OHT, TV motor, street lights and road works. The others are sanitation materials, bank commission charges, advance amounts, funeral expenses, insurance etc. With regard to Panchayat administration expenditures increased in three Panchayats in the following ways (Noothulapuram, Sivagagnapuram and Jampurduraikottai): staff salary, TA for Presidents and clerks, office equipment and maintenance of Panchayat buildings.

The selected five Gram Panchayats depend upon government grants and matching grants. The Gram Panchayats’ incomes are poor and vary from one Panchayat to another. The Panchayat Presidents suggested that the government must allocate more money for Panchayat development. With regard to expenditure, the major expenditure is on Panchayat development works like basic facilities.
Silukkuvarpatty and Jampuduraikottai Gram Panchayats have more income sources than the other Panchayats due to the implementation of the AMT. Hence the two Panchayat Presidents5 performance is good in terms of basic facilities. Generally the five Presidents do not know how to mobilize resources for Panchayat development. The women leaders face more problems than the men leaders and it is important to educate and train them with regard to resource mobilization.

**Government Grants and Scheme-wise Panchayat development**

activities

In 96-97, the following schemes were implemented in all the Panchayats: JVVT, IAY, EAS, MWS and 10th finance Commission Scheme. In Noothulapuram and Jampuduraikottai CRSP and Education Fund were involved in the Panchayat’s development activities. In 97-98, the major schemes completed in all the Panchayats for Panchayat development were JVVT, BAS, MWS, IAY, 10th Finance Commission Schemes and other scheme's with money from Equalization Fund, Drought Relief Fund, MP fund, AMT, CRSP and OOP.

In 98-99, the major grants utilized in certain Panchayats were Union General fund, SFC, grants, 10th Finance Commission grant and AMI in Jampuduraikottai Panchayat. In 99-2000 the following general schemes were implemented in three Panchayats: JGSY, IAY, CRSP with money from Union General fund, Education fund and Equalization fund. In the other 2 Panchayats JGSY schemes alone were implemented. For 2000-01, the scheme-wise development report is not available for Jampuduraikottai and Silukkuvarpattv Panchayats. In the other 3 Panchayats JGSY scheme was implemented.

So, JVVT, BAS, IAY, CRSP, 10th Finance Commission, Equalization fluid and SFC grants were utilized in all the Panchayats.
Observations of the researcher:

The performance varied from one Panchayat President to another based on their capacity and their backgrounds. There were more social constraints for the women Panchavat President than the men Panchayat Presidents. Reservation has created space for women’s development in the new PRS. As a result of reservation women have entered the Gram Panchayat activities.

The Noothulapuram Panchayat President was motivated by her husband and SC community members. Initially she faced a lot of constraints like caste, class and gender discrimination from the upper strata of society. Generally upper caste members did not like to attend the Panchayat meetings and Gram Sabha meetings. But she was bold and actively participated in any activity. She asserted that the male Ward Members did not co-operate with the women Members who came to power through reservation.

The Sivaganapuram, Silukkuvarpatty and the jampuduraikottai Presidents enjoyed sound social backgrounds but, at the personal level, there were a number of constraints like lack of confidence in the new PRS, lack of communication with the Block officials and poor awareness about local self-governance. The Sivagnanapuram Panchayat does not have good transport facilities: the bus timings are not convenient. In fact the buses are running to no schedule.

With regard to basic facilities water, road works, sanitation, group houses, and loan facilities for poor people are completed. The major income sources are government grants and earmarked funds. The Panchayat income decreases every year. The major expenditures are maintenance items and electricity charges.
With regard to the Gram Sabha there are more and more demands in the meeting and a lack of interest in participating in the Gram Sabha meeting because there is no faith in attending the Gram Sabha meeting. Besides the development activities do not reach the grass root level. The villagers are not interested in discussing the annual statements, income sources, expenditure sources, planning process for village development and the such matters.

The major function of the Gram Sabha is promoting unity among the villagers whether rich or poor and harmonious relationships among all the sections of the community in every Gram Panchayat. But it is not applicable to this study and the selected five Gram Panchayats.

In general most of the people (including officials and non-officials) are not aware of the Gram Sabha's functions because they are not sufficiently educated to understand about the Gram Sabha. Also their perception is poor about the new PRS and the 73rd Constitutional Amendment Act. In a nutshell, the Gram Sabha meetings are not able to create a space for people’s participation, planning activities and their desires or local self-governance.

The success of the performance of the Panchayat Presidents is based on the capacity building and their perception about the Tamil Nadu Panchayat Act 1994. Training plays a major role in Panchayat development activities and improves their performance at various levels.

The role of NGO is limited. They do not participate extensively in Panchayat development activities. NGOs are working with selected Panchayats and not with all the Panchayats.
The Gram Panchayat functionaries do not maintain smooth relationship with others for the overall development of the Gram Panchayat, for instance the President and the Panchayat Assistant or the President and Ward Members. Sometimes the Panchayat Assistants and the Ward Members have a close relationship with regard to Panchayat activities. Sometimes the Panchayat President alone has to do all the development activities. In certain Panchayats, the Panchayat Assistants are more powerful than the Presidents because they have equipped themselves well or have been oriented by others like the Panchayat Assistants’ Association. Hence the Panchayat Presidents insist that separate training programmes are needed for Panchayat Assistants and Ward Members. The Panchayat Assistants go to the Panchayat office regularly, but the Panchayat Presidents do not go to the Panchayat office quite regularly because of their own work and preoccupations.

Generally the Revenue Department does not cooperate with the Gram Panchayats in development activities, for instance, in eviction of encroachments and identification of Panchayat lands. The sectoral departments never consult the Panchayat Presidents before implementing their programmes and schemes. Here Women Presidents suggested that the MLA/MP fund has to be provided only for the works approved by the Gram Sabha.

People’s participation is essential in Panchayat activities but it is very difficult to involve the people because there is no understanding between the Panchayat Presidents and the people. Generally there is no transparency in Panchayat meetings, Gram Sabha meetings and other meetings. Hence there is no space for innovations at the Gram Panchayat level.
The Presidents should not depend upon the Government grants for Panchayat development and they should know the income sources for the development of the Panchayat. At present the government grants based on the population are also not sufficient.

There is no satisfactory relationship with Block officials and party people as reported by the selected Presidents. Officials do not give the same attention to all Panchayat Presidents at the Block level. Some Presidents do not get any relevant information for Panchayat activities. Hence the selected Presidents urged that periodical training is needed for development information. Besides the Tamilnadu Panchayat Act, 1994 and Government orders are not available to the Panchayat Presidents at the Block level.

The selected Presidents said that the demands of the people are not met and the Gram Sabha resolutions are not executed and this is the major problem at the local level. However party affiliated Panchayat Presidents have achieved many things. The Block officials also help the party affiliated Panchayat President only.

The Panchayat Presidents can not take any decisions independently. They have to depend on the Block officials or the party people or local leaders. Hence a separate training programme is needed for men and women Panchayat Presidents to cultivate independence in them.

For the effective role performance of the Panchayat Presidents, the following supporting sources are necessary:
1) SIIGs
2) linkage with NGOs
3) contact with traditional leaders at the local level. Generally the Presidents don't know about development programmes for which regular orientation or training is essential at the Block level or District level.
Generally there is a gap between the people and the elected representatives in the development process. Also there is no assurance of providing basic facilities to the people at the Panchayat level. Hence the new Panchayati Raj System needs to be galvanised into a movement.

In the Gram Panchayat development process there is no monitoring and evaluation to ensure sustainable Panchayat development. The Gram Sabha is a people’s parliament but practically there are a number of problems in conducting the Gram Sabha meeting.

For sustainable rural development, transparency in local bodies administration is essential. Transparency is also necessary in the activities of the MLA and the MP. They should, like the Panchayat Presidents, be made directly answerable to the people.

The Group House beneficiaries selection should be made only by the Panchayat Presidents and not by the BDO, the MLA and locally influential people. Proper sharing and discussion is necessary among those who are involved in the Panchayat activities. Nobody is ready to share their ideas and hold discussions with the Panchayat Presidents. Besides the Panchayat Presidents have to work full time for the development of the Gram Panchayat. But they do not work full time or effectively. Hence, at the beginning itself, proper orientation is to be provided to Panchayat Presidents.

The women Panchayat Presidents Federation is more active than the Men Panchayat Presidents Federation. There is also effective cooperation among the Women Panchayat Presidents. Social development can not be effected by the Panchayat functionaries alone. It involves various linkages as hereunder:

1. Grassroot level organizations
2. Department officials and retired officials

3. Training institutions

4. Party people

5. Community leaders and traditional leaders

Besides the Panchayat Presidents should work for the entire Panchayat’s development. For instance, they should not work for one village or for one community. Only then service will reach the unreached.

Further they should know about their role and functions for effective performances. Development at the grassroot level is impossible unless there is effective performance of activities by the Panchayat President. Also they do not know about the salient features of the new Panchayati Raj System. The perception of the Presidents is to be developed in all aspects related to social justice and economic development of the people at the Panchayat level.

For better performance, they have to develop their leadership qualities. Otherwise villagers will not respect them as Panchayat Presidents. The Noothulapuram Panchayat President is empowered and has developed her leadership qualities in various aspects related to Panchayat development due to her contact with Gandhigram Rural Institute.

The selected Presidents do not know about the planning process and about mobilization of resources, because there is no decentralization them the top to the bottom. Decentralization is essential for effective performance of activities at the Panchayat level. Besides they do not know about the structure of Panchayat: management at the grossroot level, “I hey ate called Panchayat Presidents but practically they have to learn quite much more about the demands of the people.”
The success of the performance of Panchayat Presidents is based on the following. First the Panchayat Presidents have to remember that the Panchayat is a third government like the Central Government and the State Government. Also this is a Local Self Government at the Panchayat level. Secondly, the Presidents are not able to meet frequently with officials. The BDO, the District Collector and other officials are often transferred and they do not continue for substantial periods. Thirdly the Presidents have seen discrimination among the people at the Panchayat level, i.e., all are not equal at the Panchayat level.

Within the five year period, the selected Presidents should have provided basic facilities to the people. However only 50% of the basic facilities have been provided by the implementation of the AMT and other schemes. Besides employment sources are to be created for the poor people but the selected Panchayats are not able to provide employment opportunities.

Most of the Presidents are first time Presidents under the new PRS. Hence they need training in all aspects related to Gram Panchayat development. The training available is not positive and regular. The five Presidents suggested that, after completion of GRI training, they gained rich experience and understating about their roles and functions. As a result they have overcome class, caste, gender, official and other obstacles. They are empowered at the Panchayat level and their status has improved.