Chapter IX
Summary, Findings and Suggestions

Rural development, as such, is nothing new to the third world countries. Many developing countries have been practicing or promoting rural development for a number of years and many of them have achieved significant success in their efforts. Like many other developing countries, India has accorded a high priority to rural development since independence. But the performance of these programmes has not been satisfactory due to inefficient delivery mechanism.

To overcome the problem of delivery mechanism, Balwant Rai Mehta Committee report, 1957, recommended for democratic decentralisation through the establishment of three-tier structure of PRIs, to institutionalise people’s participation in rural development. Since the inception of PRIs on 2nd October 1959, till date it has passed through various phases of hectic developments. 73rd Constitutional Amendment Act, 1992 is a mile-stone in the journey of PRIs. This act has made an attempt to empower the people through PRIs as organs of local governance and rural development. Article 243 G of the constitution of India entrusts the role of rural development to PRIs, through the XIth schedule containing a list of 29 subjects.

On the guidelines of 73rd Amendment Act, 1992, Haryana Panchayat Raj Act 1994 came into existence Since 21st April 1994. Haryana Panchayati Raj Act, 1994, has incorporated almost all the provisions of the 73rd Amendment Act. This Act was amended on February 9, 1999, providing compulsory convening of Gram Sabha meetings on April 13, and October 2nd every year. It has abolished the post of Up-Sarpanch and
deleted the provision of no-confidence motion against Sarpanch. It has reduced the quorum of extra-ordinary meeting of Gram Sabha from one-fifth to one-tenth, and made the presence of Panches a compulsion in Gram Sabha Meetings. In the present chapter an attempt has been made to present a summary of the study. This study was concerned with the objective of assessment of the role of PRIs in the implementation of rural development programmes in the state of Haryana, after the implementation of 73rd Amendment Act, 1992.

To realise the objective of this study, the state of Haryana, was selected as the locale of the study. In Haryana, Karnal and Kaithal districts were chosen as geographical area of empirical study. The reason of selection of these two districts was that one district is developed and other is less developed. Karnal district is identified as developed district, whereas, Kaithal less developed one, on the basis of parameters as - percentage of total literacy, employment of labour force in non-agricultural sectors, gross value of agriculture output per capita (rural), metalled (surfaced) roads per hundred sq. kms. of area, degree of urbanisation and industrialisation, total number of health centres, and density of population. Further, from each district, two Panchayat Samities were selected. Selection of Panchayat Samities was justified on the basis that one panchayat Samiti was located at district headquarter and other at a reasonable distance from the district headquarter. In Karnal district, Karnal Panchayat Samiti and Nissing Panchayat Samiti were selected, whereas in Kaithal district, Kaithal Panchayat Samiti and Kalayat Panchayat Samiti were selected.

Further from each Panchayat Samiti three Gram Panchayats were selected randomly. To know the role of PRIs in the implementation of rural development programmes, two rural development programmes i.e. Jawahar
Gram Samridhi Yojana and Indira Awaas Yojana were selected randomly from a list of rural development programmes.

In the present study there were four stake-holders i.e. (I) Panchayati Raj Leaders (II) Panchayati Raj Officials/Bureaucracy (III) Beneficiaries of rural development Programmes (IV) General People. An attempt was made to evaluate the role of PRIs in development, through serving four different sets of question-schedules to different stake holders. The total sample size is as followed:

(i) Panchayati Raj Leaders  - 180 (90 from each district)
(ii) Panchayati Raj Officials - 60 (30 from each district)
(iii) Beneficiaries        - 120 (60 from each district)
(iv) General People        - 120 (60 from each district)

**Total Sample Size = 480**

Data was collected through survey research method. Data was collected through secondary and primary sources.

**Secondary Sources**

The Secondary Sources included the study of 73rd Constitutional Amendment Act 1992, Haryana Panchayati Raj Act 1994, study of the material published by Union and State Government from time to time, official records and other publications, rural development programme manuals, progress report of various rural development programmes and published material in the form of journals, magazines and newspapers etc.

**Primary Sources**

Primary Sources included interviews, interactions with panchayati raj leaders, beneficiaries under rural development programmes and general people.
Methods of Data Analysis

The data and information so collected were further tabulated, classified and analysed. Simple percentage method was used to test the data in accordance with stated objectives and hypotheses.

Findings

The state of Haryana has been one of the leading states in the implementation of the 73rd Constitutional Amendment Act, 1992 by enacting the Haryana Panchayat Raj Act, 1994 since April 21st 1994. It has implemented almost all the provisions of the 73rd Act. But it has not transferred all the departments enshrined in the XIth schedule of the constitution. It devolved only 16 departments to PRIs, which are not in accordance with the provision of 73rd Amendment Act. Out of 16 departments some of them are not talked about in the XIth schedule. In addition to that power in relation to these 16 departments is of supervisory level, ineffective, and minimal, So the hypothesis, Devolution of powers to Panchayati Raj Institutions is not in conformation with the provisions of 73rd Constitutional Amendment Act 1992 is accepted.

Various rural development programmes have been in operation in Haryana since its establishment as a separate state on 1st November, 1966. But these programmes are not working successfully. Lack of effective panchayati raj system was one of the main reasons, because, these programmes were highly bureaucratised. When we enquired about this problem from the stake holders, except Panchayati Raj officials, all the three stakeholders i.e. Panchayati Raj leaders, Beneficiaries, and General people agreed with this statement. On the bases of the comments of the stakeholders it can be concluded that hypothesis, ‘Rural Development programmes have
not been successful mainly due to lack of effective panchayati raj system' has been accepted.

The origin of PRIs was directly related to rural development. 73rd Act also emphasized to involve the PRIs in the rural development system. In spite of that PRIs are not being involved effectively. They are being used mere agents of the government in rural development. When we enquired to the stake holder about it, except bureaucracy all of them told that role of PRIs in the implementation of rural development programme is minimal so our hypothesis, ‘Role of PRIs in the implementation of rural development programmes is minimal’ has been accepted.

73rd Amendment Act has widened the social base of PRIs by giving compulsory representation to vulnerable section of the society. Majority number of Panchayati Raj leaders were belonging to this section, which is illiterate, has lack of exposure, has less experience. The respondents were asked about the awareness level among Panchayati Raj leaders regarding Panchayat raj system and rural development programmes. It was diagnosed at poor level. So our hypothesis ‘Awareness level among Panchayati raj leaders regarding Panchayati raj system and rural development programmes is low’ has been accepted.

To generate the awareness level and inculcate job skills among the Panchayati Raj leaders they are required to go through an effective arrangement of training. When we enquired about the training arrangement we got to know that dominating number of Panchayati Raj leaders were imparted training at B.D.P.O. office, and at district headquarter, the duration was one or two days. How can a big gathering be trained in a day or two about Panchayati Raj system and Rural development. When we enquired from the Panchayati Raj leaders about relevance of attended training
programmes, they reported nil relevance. Maximum of them were not knowing whether it was a training programme or a meeting. Panchayati Raj leaders of Panchayat Samiti and Zila Parishad were imparted training at HIRD, and SCDTC Nilokheri. The training imparted at these institutes was not effective. So need of the hour is to arrange healthy mechanism of training to Panchayati Raj leaders. Our hypothesis ‘There is a lack of effective training programme for panchayati raj leaders’ and to test the hypothesis ‘Training system for Panchayati raj and rural development officials is ineffective were Accepted’.

Women were given one-third reservation in PRIs. But actual participation of the women in PRIs is still a question mark. To test their participation in PRIs we enquired from different stakeholders and specifically women Panchayati Raj leaders. Majority of the respondents were reporting minimal level of women in PRIs. Some women were complaining against the male dominance, maximum were not interested in panchayati raj affairs cases of some women were complaining against the discouraging attitudes of panchayati raj officials. So our hypothesis, ‘Women participation in Panchayati Raj system is quite low’ was accepted.

Like women, S.C. and B.Cs. were given representation in Haryana Panchayati Raj. These castes are not only socially backward but also economically, politically and educationally deprived. Their reservation in Panchayati Raj has enabled them to come forward in Panchayati Raj. But they are not allowed to be active, by the upper Castes in the working of PRIs and Rural development. To test the hypothesis, ‘S.Cs and B.Cs. have no influence in the working of PRIs/Rural development’ we served question-schedules to stakeholders. Their responses were supporting the statement so this hypothesis was accepted.
In spite of recommendations of state finance commission, the financial front of PRIs was poor because the recommendations of State Finance Commission are not implemented by the government. Non-acceptance of the SFC recommendations is not questioned in the Legislature like that of Central Finance Commission. It has been one of the main reasons in the ineffective functioning of panchayati raj institutions towards rural development.

Role of PRIs in the implementation of rural development programmes has been found minimal because the whole scene is dominated by officials specially DRDAs at district level. DRDA is the sole agency at district level to implement all the centrally sponsored rural development programmes as well as the schemes of state government for rural development. There was a proposal to put the DRDAs under the control of Zila Parishad but this proposal is far away from to be materialised. When we enquired about transferring of DRDAs under the control of Zila Parishad, except bureaucracy all the stakeholders strongly favoured it. It shows the attitude of bureaucracy towards the empowerment of PRIs.

Bureaucracy exercises a great degree of control in the functioning of PRIs in Haryana. There is a provision of suspension of panchayati raj leaders at various levels by the bureaucracy. This is against the spirit of democratic decentralisation.

Gram Sabha is the soul of functioning of panchayati raj institutions. There is a compulsory provision of convening gram sabha meeting on specific dates. But we found that gram sabha meeting does not take place at all in both the districts.

JGSY and IAY were the two programmes of in-depth study of this research work. We got to know that these programmes had limited degree of
involvement of PRIs in their implementation. These programmes have not been found successful in meeting their objectives. The degree of social and economic impact on the living standard of beneficiaries has been noticed minimal.

**Suggestions:** Enactment of Haryana Panchayati Raj Act 1994 has been successful in reshaping the structure and functioning of PRIs in Haryana. It has generated a sense towards awareness and interest in the panchayati raj institutions. On the basis of one decade’s experience of working of PRIs, we can say that these institutions are on the way to be a successful model of local governance and rural development. Though it needs to be revitalised through following suggestion:

- There should be Resource Generation through local taxes.
- Gram Sabha should be effectively empowered.
- There should be effective training programmes for PRI leaders and officials.
- There should be more and more involvement of Panchayati Raj Institutions in the implementation of rural development programmes.
- Presence of women should be made a compulsory and to check the proxy of women role the punitive measures must be introduced.
- Government should effectively empower PRIs.
- Reservation of seats for Sarpanch, chairman of Panchayat Samiti and President of Zila Parishad should not be rotational.
- Political interference must be abolished in the elections, structure and functioning of PRIs.
- Training arrangement should be made at block level and at the district level too.
- Devolution should be effective and not in papers only.
- There should be separate cadre of Panchayati Raj services, with one third women officials.
- State Finance Commission reports should be compulsorily accepted.
- Separate compulsory training programme for women should be organized.
- Supervision of Panchayati Raj leaders should not be domain of bureaucracy. Houses of PRIs should decide it.
- DPCs should be instrumental in planning at district level.
- Devolution of 29 subjects according to XIth schedule must be compulsory like other provisions of the act.
- There should be compulsory budgetary allocation to PRIs by the state government.
- There should be more number of officials at village level.