CHAPTER-I
INTRODUCTION, SCOPE AND METHODOLOGY

1.1 INTRODUCTION

Governance hinges around public administration and for that reason good governance has to focus more on the public administration, as it is the effectiveness of administration which in turn results into good governance. The pre-requisite of any democratic government is to have devolution of powers and authority at different levels viz. centre, state and local, the last level perhaps the most significant as it is the level of government, which comes in direct contact with the people the most.

India has a long tradition of local democracy. It is widely recognized that self governing economies had existed in India from the earliest time. Local self government is an ancient institution embodying the individuality of a man’s group activities, reflecting the spirit of liberty. It is an integral part of politics of a country recognized or created under law for the management of local affairs of human settlement with geographical boundaries. The full benefit of democratic government cannot be realized till all the problems in their incidence are provided decision at the place, and by the people by whom the incidence is most deeply felt.1

Democracy is a system of governance where everybody has a ‘SAY’. According to Mahatma Gandhi, “democracy requires that man or woman should realize his or her own responsibility in governance”.2 Governance is a process where “full benefit of democratic government could not be realized unless the society admits and believes that all problems in their incidence require decision at the place and by the people, by whom the incidence is most deeply felt”.3 In this context decentralisation is the best suited to mean, a state or a pattern of organization, in which specific responsibilities are delegated to the lower unit, with the implication that delegation is process and decentralisation is the resultant embodiment.4

In this light, a model of decentralisation implying - ‘a pyramid type government structure’, with gradation of power flowing from the top to bottom was put forth. The lower is the level of the government; the greater would be the participatory element and the satisfaction of democratic urges of the people. This was reasoned with the sheer proximity of the policy and decision making authority.5 Decentralisation was an essential condition for development and was needed for both democratic governance and planned development. The process of ushering in a social
change and economic development in developing country like India required adequate dissemination so that local committees and individuals could participate and bring local energy, enthusiasm, initiatives and resources under ideal local conditions to work out local developmental activities.⁶

Local government is an integral part of the three-tier-system of government of our country with Local government at the bottom, National government at the top and State government at middle level of the pyramid. Local government operates both in urban and rural areas and is, therefore, designated as; Urban Local Government and Rural Local Government, respectively. The former manifests itself as Municipal Corporations. The Municipal Committees, Town Area Committee, Notified Area Committee, Cantonment Board, Township and Port Trust and the later as Zila Parishads, Panchayat Samitis and Gram Panchayats.⁷

1.2 DEMOCRATIC DECENTRALISATION

Since independence India has made a significant progress in various sectors. Efforts have been made to bring about rapid and sustainable development and socio-economic transformation in rural India with an integrated approach towards improving the quality of life of rural poor and ensuring quality and maximum people’s participation. The thrust of rural development programmes was to make a frontal attack on poverty through special employment generation programmes, productive asset transfer through institutional credit and subsidy programmes, programmes of rural housing, drinking water and sanitation etc. Strong thrust was given to social security programmes for providing assistance to the destitutes and poor families. The government has undertaken the various activities for the development of wastelands, desert, drought prone areas and various land reforms in the country. Assistance and encouragement to voluntary agencies and training of functionaries engaged in rural development forms part of the emphasis on accelerated rural development.

India is a democratic country and inter-alia democracy is considered as one of the best forms of government as it ensures liberty of thought, expression, belief, faith and worship, equality of status and opportunity, fraternity as well as the right to participate in political decision making. Participation and control of governance by the people of the country is the essence of democracy. Such participation is possible only when the powers of the state are decentralized to the district, block and village levels, where all the sections of the people can sit together, discuss their problems and
suggest suitable solutions and plan execute as well as monitor the implementation of the developmental programmes.\textsuperscript{8}

The prefixation of the word democracy widens the implication of the term decentralisation. Democracy as a form of political organization is an attempt to direct the people’s participation in day-to-day affairs of the government. In a broader and general sense it means government of the people, for the people and by the people (Abraham Lincoln)\textsuperscript{9}. Though democracy has been defined differently by the different political thinkers, yet the idea of maximum participation by the people is the common point. Democratic decentralisation aims at associating the people to the maximum possible extent and as such is one of the modes of public participation. It is an extension of the democratic principle or extension of people’s right to manage their own affairs in a local area without any undue interference from regional or national authorities. Democratic decentralisation means devolution of power by parliamentary statutes to the representative bodies of the people that are not only democratically constituted, but also function democratically.\textsuperscript{10}

In India, the scheme of democratic decentralisation which in its institution form is known as ‘Panchayati Raj’ and is an entirely Indian concept emerged as the logical development from the community development programme. The Panchayati Raj system was introduced in order to facilitate the work of local development through a body which is locally represented and constituted on democratic lines. In Panchayati Raj system, the people of India would perform themselves through their representatives from the Panchayats to Parliament and thus, the democracy travel from Lok Sabha to Gram Sabha. Panchayati Raj thus reflects the concept of interconnected democracy from Gram Sabha to Lok Sabha.\textsuperscript{11}

Democratic decentralisation through Panchayati Raj Institutions (PRIs) is an effective source of people’s empowerment at the grassroots level. It facilitates the local people’s participation in decentralized governance.\textsuperscript{12}

\textbf{1.3 PEOPLE’S EMPOWERMENT: PANCHAYATI RAJ INSTITUTIONS}

The dictionary meaning of term empowerment is to give power, to give others capacity to perform some physical or mental activity, to delegate authority, to give legal rights, to enable to entitle and to invest with powers. It is difficult to measure empowerment as there is no single method for measuring it. It is understood and defined through indicators. These indicators of empowerment should encompass personal, social, economic and political change.\textsuperscript{13}
The term ‘empowerment’ is used for delegating power to certain underprivileged/deprived sections of the society. It also includes political participation and acquiring certain capabilities so as to effectively influence the political decisions. The development is treated as synonymous to participation and participation is being hypothesized to be brought about by the empowerment of alienated sections of society. Participation means involvement in the development process or playing role in decision-making. It can be interpreted as empowering the weaker sections of society to take independent, collective and voluntary action in order to increase their standard of living and social status. Thus, the concept of empowerment has become essential and acceptable addition to the process of development and it has started to influence the democratic discourse and development strategies of a state. It requires full participation of the people in formulation, execution and evaluation of decisions determining the various types of functions and well being of our society. The empowerment is a process, which strengthens the competence of people in general as well as the oppressed sections in particular. The strengthening of capacities is the main objective of development process and it can be achieved through empowerment of the alienated section to enable them to help themselves in managing their own affairs in the society.\textsuperscript{14}

Empowerment as a concept is the result of the process which enables an individual to know about herself/himself, what she/he wants, express it, try to get it and also have confidence, awareness, mobility, choices, control over resources and decision-making powers. The process, which enables an individual to gain the above qualities, is called empowerment. It is an enabling process to make people capable of taking decisions concerning their development and for changing their lives for better.\textsuperscript{15}

Panchayati Raj is deeply entrenched in the process of strengthening the basic democracy at the grass-root level by people’s participation. The rationale behind this concept is to involve the public in local planning, identification of beneficiaries, decision-making and proper implementation of policies and programmes of the people as desired by them. PRIs of today are basically committed towards the rural development. It is their strategy for improvement in social, economic and political life of the people, especially the rural poor. Thus, one of the ideas behind the introduction of empowerment of people through PRIs is to strengthen the rural base with the prime objective of rural development.\textsuperscript{16}
Any strategy for rural development must involve the people themselves and their institutions at all levels. The need for revitalizing PRIs has, therefore, been recognized as an instrument for participative planning and implementation of various development programmes at the grass-root level. This is the reason why, government is constantly endeavoring to empower the PRIs in terms of functions, powers and finance.17

1.4 PAN CHAYATI RAJ INSTITUTIONS: A HISTORICAL PERSPECTIVE

India lives in its villages- this axiom is as true today as it was and will remain so even in the 21st century, government both at the union level and state levels, therefore, accord a high priority to rural development and its administration. Panchayati Raj must be reckoned to be rural local self government in the true sense of the word. The PRIs is an ancient institution and is rooted fundamentally in the history of India. Accordingly a number of programmes are being launched from time to time which aims at sustainable and holistic development of the rural areas. The PRIs constitutes the bedrock for the implementation of programmes and policies relating to the gigantic task of rural transformation of society. Consequent upon the enactment of the Constitution (73rd Amendment) Act, 1992, sustained efforts have been made to strengthen local governance, institutionalizing people’s empowerment and participation through PRIs.18

1.4.1 Pre-Independence Era

The PRIs has suffered through many political uncertainties but its imprint is still very deep upon the mind of rural people. The history of village level PRIs in India goes back to hundred of years. A feature of these institutions was that they were largely self governing although they were characterized with the rigid social structure.19

The history is evident that every village in India, in ancient times had a self governing body of its own. During the period of 600 B.C. to 600 A.D. historical evidence points to fairly extensive rural local government especially in the time of Mauryans and the Guptas.20 During the period 1206 to 1526 under the Sultanate of Delhi, the unit of administration was the village with its headman called Mugadam or Mukhiya and accountant or patwari and the village committees continued to function according to their old traditions.21

In 1687, the first Municipal Corporation was set up in Madras under Charter Act passed by James-II. In 1726, this corporation was replaced by Mayer’s court,
which had some judicial rather than administrative power. A statutory base to local governments in India was not decided until 1793, when a Charter Act was passed and subsequently Justice of Peace was appointed to look after municipal administration in the three presidency towns of Madras, Bengal and Bombay. In 1842, the Bengal Act was passed to set up town committees for sanitary purposes, but it was not acceptable to people anywhere as it involved the burden of direct taxation. In 1850, an Act was passed for whole country comprising the provisions of direct taxation. In 1862 a resolution was issued by Lt. Governor of Punjab Sir Robert Montgomery for the creation of municipal committees comprising citizens chosen by trade Panchayats. Lord Mayo declared the policy of financial decentralisation in 1870, which stressed the need for associating Indians in administration and decentralisation of certain responsibilities to the provinces and strengthening of municipal government for this purpose. The main feature of this period was that local government was introduced in India primarily for serving the British interest.

On the footsteps of Lord Mayo, Lord Ripon in 1882 provided the much needed democratic framework to these institutions. His resolution was hailed as “Megna Carta” and he was popularly known as the ‘Father of Local Self Government in India’. Local self government institutions received a boost with the appointment of Royal Commission on Decentralisation in 1907 under the chairmanship of C.E.H. Hobhouse. The Commission viewed that the local government should start from the village rather than from the district level.

The year that followed, after the First World War, saw the advent of leaders like Mahatma Gandhi on the national political scene. It is he, who set the tone of nationalist point on the Panchayat and declared that “the village Panchayats would be now a living force in a special way and India would almost be enjoying the system of self government suited to its requirements. The development of local self government institutions got further fillip with the introduction of Montague Act of 1919 which made local self government a transferred subject, under the scheme of Dyarchy. The most significant development of this period was “the establishment of the village Panchayat in a number of provinces of the country, no longer a mere adhoc judicial tribunal, but a representative institution symbolizing the corporate character of the village and having a wide jurisdiction in respect of the civic matter”. However, due to organizational and financial constraints the schemes evolved through the reforms
could not prove successful amongst the Panchayats as the truly democratic and vibrant institutions of local self-government.\textsuperscript{24}

The Government of India Act of 1935 critically assessed the performance of local self government institutions in India. He suggested a three-tier system of local government with a district as the principal unit of administration. The immediate effect of the above developments led to the formation of popular ministers in 1937 and they under took legislations to make the local bodies truly representative of the people. Unfortunately, the initial zeal of the ministries to make these institutions popular was jeopardised with the outbreak of Second World War, in 1939. The period between 1939 and 1946 is known as a dark period in the history of Local Government.\textsuperscript{25}

In spite of adverse developments in the arena of the local government, the idea of Panchayat system remained a vital factor and also as a strategy of mobilization common of masses in the struggle for independence. Mahatma Gandhi viewed the Panchayats as ‘Swadeshi’ institutions and argued that ‘village organization’ is the organization of the whole of India, as India was predominantly a rural country.\textsuperscript{26}

\textbf{1.4.2 Post-Independence Era}

After independence, Government of India committed itself to rural development through ‘participatory approach to administration’. It was an experiment based on the concept of ‘democratic decentralisation’ where authority was disbursed from one single hub to another out of the centre. The underlying meaning of this development was that the efficiency of rural administration mainly depended upon people’s involvement and their contribution in the process of rural development.\textsuperscript{27}

These institutions were visualized as one of the potential agencies for bringing socio-economic transformation by empowering rural masses for self-governance. The post-independence period of Panchayati Raj is marked with various significant developments. Central Province Scheme of local government was launched in 1948 by the then Minister of Local Self Government Sh. D.P. Mishra. The Constitution of India came into force on 26\textsuperscript{th} January 1950 and Article 40 emphasizes that the state shall take steps to organize village Panchayats and endow them with such power and authority as may be necessary to enable them to function as separate units of self government. Also Article 246 empowers state legislature to legislate in relation to any subject relating to Local Self Governments.\textsuperscript{29}
Steps towards Strengthening of Panchayati Raj Institution

After independence, the Government of India introduced various programmes and set up several committees for strengthening the PRIs which have been discussed in the ensuing pages.

Community Development Programme (1952)

In an attempt to ensure the socio-economic and cultural transformation in the country, in 1952, the Government of India launched a comprehensive programme of Community Development Programme encompassing almost all activities of rural development. Its basic objective was to transform attitude of the people; in relation to self-reliance, and generation of the habit of co-operative action through popular bodies for the purpose of new enlightenment, strength and hope.28

Balwant Rai Mehta Committee (1957)

The Community Development Programme could not make much headway in fulfilling the dreams of the rural masses. In order to analyse its failure, the Government of India constituted a high power study team headed by Balwant Rai Mehta, a Member of Parliament. The team observed that the failure of the Community Development Programmes was due to the conspicuous absence of people’s participation. In order to secure participation, the team suggested ‘a set of institutional arrangement’ for the purpose of making participation meaningful and effective. This resulted in the creation of a ‘three-tier’ system of PRIs to organize and manage the rural development activities. Thus, began a new experiment in the sphere of rural development through the participation of people. The recommendations favouring democratic decentralisation accelerated the pace of constituting PRIs in the states and by 1959, all the states had passed Panchayat Acts and by mid 1960s, Panchayat were set up in all the parts of the country. This framework of the new institutional arrangement comprised ‘Village Panchayats’ at the base, ‘Panchayat Samities’ at the middle and ‘Zila Parishads’ at the apex level.29

Ashok Mehta Committee (1977-78)

The appointment of the Ashok Mehta Committee in 1977 brought new thinking in the concepts and practices of Panchayati Raj. The committee emphasized a role for the PRIs, in such a manner that they would under take democratic development management even in the conditions of rapid changes, continuous growth and sustained innovations in all sphere of rural life. With this objective in the
background the committee recommended a Panchayati Raj institutional structure consisting of a Zila Parishad, Taluk Samiti and Mandal Panchayats. In order to use planning expertise and to secure administrative support, the district was suggested as the first point of decentralisation below the state level. With a view to strengthening their existing Panchayati Raj structures certain states have made attempts to incorporate some of the recommendations as suggested by this Committee. Further, it is significant to note that the committee also made the first official recommendation including Panchayati Raj in the constitution and also favoured for the participation of political parties in Panchayat elections with their symbols.30

G.V.K. Rao Committee (1980)

The Planning Commission was set up a 12 member committee under Sh. G.V.K. Rao for reviewing administrative arrangement for rural development. The Committee suggested improvements in the representative character and stressed the need for strengthening the capability of people's representatives and administrative personnel working in PRIs. It further emphasized the need for regular elections in PRIs. The Committee also provided for 30 per cent reservation for women in PRIs.

Singhvi Committee (1986-87)

In order to consider ways to reinvigorate Panchayats, the Government of India appointed Singhvi Committee under chairmanship of eminent Jurist Sh. L.M. Singhvi. The Committee recommended for disbursing more financial resources to Panchayats so as to make them more viable. The committee viewed Panchayat as the base for democratic and republican operations of the nation.31

64th Amendment Bill (1989)

The Constitutional amendment phase pertaining to Panchayati Raj began with the 64th Amendment Bill (1989) which was introduced in Parliament by the then Rajiv Gandhi Government, for constituting Panchayats in every state at the village, intermediate and district levels. The Bill proposed a three tier structure to be established in all states and union territories, having population not less than 20 lacks. Reservation of seats for schedule castes, schedule tribes and women was also guaranteed and 1/3rd of the seats were reserved for women. It was made mandatory to hold elections after every 5 years. Though the bill got 2/3rd majority in the Lok Sabha, it was struck down in the Rajya Sabha on October 15, 1989 by only two votes.32
73rd Amendment Act (1992)

Notwithstanding the above developments the Government declared its commitment to the philosophy of ‘Power to the People’ and for the purpose of providing much needed constitutional status to Panchayats. The then Congress Government headed by Prime Minister Narsimha Rao initiated the 73rd Amendment which was introduced in the form of Constitution (72nd Amendment) Bill in September 1991, was subsequently referred to a joint selection committee of the Parliament in December 1991 for the detailed examination. Finally after including necessary amendments, the Amendment was passed with near unanimity in the Lok Sabha on December 22, 1992. The bill got the President assent on April 20, 1993 and the Constitutional 73rd Amendment Act came into force w.e.f. 24th April 1993. It is a combination of various proposals made by earlier committees and sub-committees on Panchayati Raj system and thus provides constitutional status and viable shape to PRIs in India.

The 73rd Constitutional Amendment Act, 1992, has incorporated part IX to the Constitution of India with regard to the structure, composition, election, functions and scope of PRIs at village level, intermediate (block) level, and at the district level. The XI schedule has been added to the Constitution of India, which lists 29 subjects under which powers and functions could be given to PRIs, at village, intermediate and district levels. Prior to 73rd Amendment Act, the formation, structure, composition, powers, functions, authority, elections and other matters in relation to Panchayati Raj were to be entirely looked after by the state government. With the enforcement of this Act the legislative and executive actions pertaining to PRIs are performed in accordance with the provisions of Part IX of the Constitution. The salient features of the act are as follows:

1. There shall be a Gram Sabha consisting of all the registered voters of that Panchayat circle in which Gram Panchayat exercising such powers and performing such functions at the village level as the legislature of a state may provide by law.

2. A three-tier system of Panchayati Raj has to be constituted from village to block and to district levels in a state, but the state with the population of less than 20 lacs may not have the intermediate tier if it likes. The provision for the composition of the Panchayat at each level is to be made statutory by the state legislature. The election of the members at all the three levels will be direct, but
the election for the post of chairman at the intermediate level and at district level will be indirect. The mode of election of chairman at the village level is left to the concerned State Government to decide.

3. Reservation of seats for SCs/STs has been provided in proportion to their population at each level. Not less than one third of total membership has been reserved for women (SC/ST) and these seats may be allotted by rotation to different constituencies in a Panchayat. Similarly, reservation has also been made in respect of the office of the chairperson for women.

4. A uniform term of five years has been provided for the PRIs and in the event of super-session elections to constitute the new body should be completed before the expiry of six months from the date of dissolution.

5. The state legislature is empowered to authorize Panchayats to levy, collect and appropriate suitable local taxes and for making grants-in-aid to the Panchayats from the consolidated fund of the concerned state.

6. Panchayats shall be constituted in every state at the village, intermediate and district levels, thus bringing about uniformity in the Panchayati Raj structure. However, the states having a population less than 20 lacs have been given the option of not having any Panchayat at the intermediate level.

7. A finance commission has to be constituted once in every five years to review the financial position of the Panchayats and to make suitable recommendations to the state on the distribution of funds between the state and local bodies.

8. With a view to ensure continuity, it has been provided in the act that all the Panchayats existing immediately before the commencement of this amendment act will continue till the expiry of their duration and only be dissolved by a resolution to that effect passed by the concerned state legislature.

9. The legislature of a state may by law, make provisions with respect to the maintenance of accounts of the Panchayats and the auditing of such accounts.

10. The superintendence, direction and control for the conduct of all the elections to the Panchayats and the preparation of electoral rolls shall be vested in a State Election Commission. The Commission will be headed by a state election commissioner to be appointed by the State Governor.

11. The provisions of this act will apply to the Union territories provided that the Indian President may direct that the provisions shall apply to any union
territory or part thereof subject to such exceptions and modifications as he may specify in the notification.

12. This Act is not applicable to the states of Nagaland, Meghalaya, Mizoram, hill areas in the state of Manipur, scheduled areas, tribal areas and the hill areas of the district of Darjeeling for which District or Hill Council exists. However, the legislature for the concerned state may extend the provisions of this act to states and in the same way parliament can extend this act to the scheduled and the tribal areas.

13. Bar to interference by courts in electoral matters not withstanding in this constitution:

(a) The validity of any law relating to the delimitation of constituencies or the allotment of seats to such constituencies, made or purporting to be made under Article 243 K shall not be called in question in any court.

(b) No election to any Panchayat shall be called in question except by an election petition presented to such authority and in such manner as is provided for by or under any law made by the legislature of a state.

14. In Clause (3) of Article 280 of the Constitution, after sub-clause (b) the following sub-clause shall be inserted namely:

“The measures needed to augment the consolidated fund of a state to supplement the resources of the Panchayat in the state on the basis of the recommendations made by Finance Commission.

15. Disqualification from membership:

A person shall be disqualified from being chosen a member of a Panchayat

(a) If, he is so disqualified by or under any law, for the time being in force for the purposes of elections to the legislature of the state concerned, provided that no person shall be disqualified on the ground that he is less than twenty-five years of age and if he has attained the age of 21 years.

(b) If, he is so disqualified by or under any law made by the legislature of the state.

If any question arises as to whether a member of Panchayat has become subject to any of the disqualifications mentioned in clause (I), the question shall be referred for the decision of such of authority and in such a manner as the legislature of state may by law provide.
16. Powers, authority and responsibilities of Panchayats, subject to the provisions of the Constitution, the Legislature of a state, may by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as an institution of self government and such law may contain provision for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to:

(a) The preparation of plans for economic development and social justice.

(b) The implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in XIth Schedule.

With the enactment of constitutional 73rd Amendment Act, 1992 XI schedule has been added to the Constitution of India, consisting of 29 subjects and all of which may be incorporated by the state legislature in the amended State Panchayati Raj Acts. These are as:

1. Agriculture including agriculture extension
2. Land improvement, implementation of land reforms, land consolidation and soil conservation
3. Minor Irrigation, water management and watershed development
4. Animal husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest produce
8. Small-scale industries including food processing industries
9. Khadi village and cottage industries
10. Rural housing
11. Drinking water
12. Fuel and fodder
13. Roads, bridges, ferries, water ways and other means of communication
14. Rural electrification including distribution of electricity
15. Non-conventional energy sources
16. Poverty alleviation programmes
17. Education including primary and secondary schools
18. Technical training and vocational education
19. Adult and non-formal education
20. Libraries
21. Cultural activities
22. Market and fairs
23. Health and sanitation including hospitals, primary health centers and dispensaries
24. Family welfare
25. Women and child development
26. Social welfare including welfare of the handicapped and mentally retarded
27. Welfare of the weaker sections and in particular of the scheduled castes and scheduled tribes
28. Public distribution system
29. Maintenance of community assets

The state legislatures are required to incorporate the necessary amendments to their Panchayati Raj acts within a maximum period of one year from the date of commencement of the Constitutional 73rd Amendment Act, 1992 so as to conform to the provisions contained in the constitution of India.

Panchayats (Extension to the Scheduled Areas) Act, 1996

The provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 came into force on December 24, 1996. This act extends to Panchayats of the tribal areas of eight states of India namely Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Orissa and Rajasthan with the intention to enable tribal society to assume control over their own destiny to preserve and conserve their traditional rights over the natural resources. The state governments were required to enact their legislations in accordance with the provisions of the Act before the expiry of one year, i.e. December 23, 1997 and the states barring Bihar have enacted State legislation to give effect to the provisions contained in this Act.35

The 73rd and 74th amendments to the Constitution were the substantive efforts on the part of the government towards empowerment of the people at the grassroots level. These amendments are expected to decentralize power to the lower levels of government i.e. to the District, Block and Village levels.36

The genesis and growth of PRIs in Haryana has been discussed in details in Chapter 2 of the present study.
1.5 REVIEW OF LITERATURE

Considering the importance of Local Government, the researchers and scholars have conducted a large number of studies in relation to the different aspects of Local Government. Interestingly, all these studies differ in scope, dimensions and problems. The review of some of the relevant literature is given below:

Khanna (1956)\(^{37}\) in his study dealt with structure, machinery and working of PRIs in India historical perspective. He explained and stated that Panchayati Raj has been suffering from low confidence and esteems other difficulties like inadequate financial, resources, mass illiteracy, ignorance, party strife, administrative control by the bureaucracy and lack of faith in grassroots democracy. The authors emphasized on (1) sound, scientific and properly articulated structure of government (2) Effective administrative machinery geared to operate without friction, enabling the PRIs to function as the organ of civic and socio-economic democracy and an instrument of rural development.

Malviya (1956)\(^{38}\) has brought out the historical and ideological background of Panchayat. He had explained the position of the Panchayats in Ancient India and found them in development programme.

Mehta (1957)\(^{39}\) emphasized people’s participation in planning. In the report of a study team on community development project and National Extension Services, after visiting community development projects at different levels, he observed that real people’s participation in planning and implementing programmes is the result of the gradual development of the faith of the people in their own potential cooperative action in solving their local problems.

Kothari (I960)\(^{40}\) stated that the structure of democratic participation necessarily involves changing the structure of the State. This involves a change in authority relationships between the Centre, the States and lower down. Without such change, Indian democracy is bound to run into a deadlock and sooner or later flounder. Decentralisation is the only way of ensuring radical change through the democratic process and not in violation of it. Instead of conceiving Panchayati Raj as an agent of development, we have to conceive development as an agent of PRIs \(i.e.,\) people’s power. The earlier concept grew out of the failure of the community development administration to involve people in the development of administration to involve people in the development process and hence, following the Balwant Rai Mehta Committee report, the thought of PRIs as better instruments for the same.
People should be treated as efficient instruments of development, instead of viewing development as an instrument of people.

Maheshwari (1963) made an attempt to promote the understanding of the Panchayati Raj System. His effort was a coordinated collection of papers on various aspects of the system. The author describes the emerging patterns of grass roots democracy especially in Nepal and Pakistan.

Bhargava (1967) in his book on grass-root leadership deals with leadership profile in PRIs. He discusses the importance of leadership in PRIs and training structural aspects of PRIs. The basis of his work was the role of leadership in PRIs.

Mathur et. al. (1968) in their study found that the Panchayati Raj has not so far fulfilled the expectation of the people at grass-roots level. Villagers admire the Panchayati Raj as a concept but are disappointed and disgusted with the operational aspects of PRIs. The author suggested that administrative innovations and devices should go a long way for the development of the tone and working of PRIs.

Maddick (1970) in his study concluded that Panchayati Raj is playing a great role in certain area, particularly in promoting social change, economic development, and intelligent administration of the respective government. Author suggested that their should be co-operative and voluntary association of the private firms, individual and government agencies dealing with different aspects of rural development all of which have to contribute to the process of plan fulfillment.

Narain (1970) in his study studied that Panchayati Raj bodies have inadequate knowledge about the local affairs of the state and central authorities. The title of the Report, “Old controls and new challenges” is also meaningful in the sense as it brings into focus the basic challenge facing development administration in the country today, which is how to transform the traditional regulatory administration to meet the needs and demands of planned development of the country for ushering in a socialistic pattern of society.

Maheshwari (1970) described the structure personal, finance and functioning of rural as well as urban local government. He concluded that inadequate financial resources, low pay scales, incompetent personnel, excessive interference by the state government and political interference in day to day administration are the reasons of the increasing corruption. He suggested that there should be deliberate flexible policy to encourage experimentation and allow variation to suit local government, so that they could develop from their roots.
Khanna (1972)\textsuperscript{47} had attempted to deal with Panchayati Raj as a development of the Community Development Movement. Author regarded a revolutionary change in the administrative structure of the district and in the pattern of rural development of rural local government and its institutions designed as patterns of the centre and states in the task of national development.

Dubey \textit{et. al.} (1976)\textsuperscript{48} in their study “Structure and Process of Decision Making in Panchayat Raj Institution” attempted to enquire how the decision makers are responsible to their electorate. The have to be more sensitive to the needs, wishes and demands of their supporters. The study has been made to identify the particular factor, which influence the decision making organization, dealing with developmental programmes relating to the rural areas and control the political executives largely drawn from the rural and tribal areas.

Bhatnagar (1978)\textsuperscript{49} in his study analysed the issues and problems that have emerged from the functioning of the system. He says that the problem of the slugfests growth of Gram Sabha is a deep rooted problem. It will therefore, be necessary to develop a Gram Sabha forum, where people can discuss their problems relating to village. For the success of democracy there is a need to decentralize the power to the grassroots level. He further emphasized that the local government should also be constitutionally recognized and protected in the same way as the central and state governments.

Bhargava (1979)\textsuperscript{50} made his study on PRIs. He studied that highest priority has been given to rural development so as to increase agriculture production, create employment, eradicate poverty and bring an all round improvement in the rural economy. The government of India therefore, appointed a committee popularly known as Ashok Mehta Committee, on PRIs in December 1977 with the main task assigned, to enquire into the working of PRIs and to suggest various measures to strengthen and enable effective decentralized planning and development.

Narain (1979)\textsuperscript{51} says that participatory thrust has always been there in all the efforts of the government for rural development since 1951. The study analysed the kinds of participation sought and emphasized under the phases of community development and Panchayati Raj. It appears that 1970 onwards, the emphasis has been on participation in benefits by the vulnerable sections. People’s participation at local level tends to be confined to receiving benefits. He adds that the case of West Bengal needs attention where the PRIs have been assigned the functions of implementing
different schemes of land reforms. They appear to be instrumental in transforming the agrarian structure for attaining the goals of socialism in addition to their role in civic and developmental activities.

Singh (1979)\textsuperscript{52} in his dissertation studied the decentralisation process and analysed as to how far it has been achieved and helped the rural development and empowerment of the people. He compared the Maharashtra and Gujrat model with the rest of the country and focused, whether: (i) Punjab pattern has fulfilled the needs and aspirations of the people; (ii) transfer of functions and power from the state to the PRIs has actually taken place. He concluded that people have their faith in the existing pattern of PRIs and the powers and functions have not been actually transferred to the PRIs.

Rao (1980)\textsuperscript{53} in his book concluded that the success of rural development through democratic decentralisation largely depends upon two basic factors (a) the emergence and growth of egalitarian power structure in democratic institutions at the grass root and (b) economically viable size of these institutions. Therefore, the author deals with the investigation of these two issues at the level of village Panchayats in Tanakur district in Karnataka. The author came to the conclusion that larger Panchayats having population of 4000 would be economically viable to implement rural development programmes. In this context, he suggested that such a unit of 400 persons should form the basis for Panchayat, a co-operative and other institutions dealing with the rural development.

Singh (1980)\textsuperscript{54} studied the relationship between officials and non-officials and analysed whether Panchayati Raj has been captured by small section of politically benefited people. He further studied whether these institutions serve the purpose of interest aggregation. In addition to this he analysed the role of MLAs/MPs. The researcher concluded that the leaders have emerged from the elite and that the interest of the people and suppressed classes has been ignored to a large extent. Moreover, the local MLAs/MPs play an insignificant role in the development and strengthening of the PRIs.

Chaturvedi (1981)\textsuperscript{55} in his study of Panchayati Raj has dealt the efforts toward democratic decentralisation and Panchayati Raj had a variegated history in our country. The Panchayati Raj system that succeeded the community development project was a three-tier system of Rural Local Government- Panchayats, Panchayat Samities and Zila Parishads. The structure of Panchayati Raj, thus, designed so as to
enable it to share the responsibility of the rural development programme in addition to its traditional civic functions.

Gill (1981)\textsuperscript{56} in his dissertation studied the process of the decentralisation and how it helped in politically educating the people and brings the local leaders and the citizens' closer. The researcher looked into the relationship between the officials and non-officials. The researcher suggested that standing committees be composed to carry out developmental activities and for strengthening the financial position of the Panchayat Samiti, it must concentrate on the non-tax revenue.

Prasad (1981)\textsuperscript{57} in his research work concluded that the structure of Panchayats tends to be infeasible because of inadequacy of powers and resources, lack of trained and competent staff, concentration of powers in the hands of sarpanches, ineffective linkage and channels of communication, improper supervision and lack of guidance, insensitive bureaucracy and absence of proper priorities. He further added that while everyone agrees that the village Panchayat should be strengthened so that it plays a vital role in rural development, not much has been done to give shape to these hopes. Most people indulge in platitude and lip sympathy when it comes to decentralisation of powers and when an attempt is made towards decentralisation it stops at the district level and it does not percolate down to the village.

Sammiuddin (1982)\textsuperscript{58} in her study examined the genesis and growth of community development programmes in their broad perspective and has highlighted their relevance to rural economy and democratic institutions of Panchayati Raj. The researcher emphasized on proper training on rural services and has stressed the need for providing job oriented education and training in social skills to the personal working in community development programmes and Panchayati raj institutions.

Gill (1982)\textsuperscript{59} in his dissertation analysed the performance of IRDP and how far it has achieved success in Kangra Block. Researcher studied its role in the development of youth and women and how far it has improved the living conditions and also examined critically the working of various programmes. The researcher suggested that various training programmes must be initiated for removing the unemployment of youth and for simplifying the procedural activities of IRDP.

Singh (1983)\textsuperscript{60} in his thesis examined the role of bureaucracy in the implementation of the IRDP. The researcher analysed the nature of bureaucracy at the district and the block level and its relationship with the elected representatives in
implementing the IRDP. The researcher concluded that the role of the bureaucracy needs to be redefined so as to bring in more rationality in the implementation of the IRDP. On the one hand, the overall morale in the administration was found low, officials were not satisfied with the salaries and the promotional avenues and on the other hand it was found that politicians exert a variety of pressures for the purpose of getting their interest fulfilled. In making the programme a success, the researcher suggested for the reduction of the purpose of reducing the number and levels in decision making process emphasizing more delegation to the lower level and encourages team building.

Bava (1984)\(^6\) studied active participation of citizens in public life like providing particular service or in governance which is a prime requisite for the success of democracy. It is stated by him that people’s participation also acts as the bulwark of the rights of the people and guardian of public interest and national interest and it lessens the evils of bureaucratism, statism and totalitarianism. If citizen participation is the means of attaining goals of development including democracy and building of the nation, decentralisation in political, administrative, economic and financial areas and functions is the instrument of generating and channelising people’s involvement and cooperation for democratic governance and decentralized development. He suggested that the need of the hour is to revive and rejuvenate the Panchayati Raj bodies by holding elections at stated intervals, by developing adequate resources and delegating power to these local government institutions, by providing adequate representations in such bodies to members of weaker sections such as women, scheduled castes and scheduled tribes, compulsory reservation of seats, by eradication poverty through structural changes in society including more effective implementation of land reforms, increasing production and productivity through science and technology, generation of employment opportunities and providing a purposeful education to our children and adults and inculcation national unity.

Hooza (1985)\(^6\) attempted to review the genesis of the twin concepts of Panchayati Raj and democratic decentralisation in the context of their historical perspective and in the light of the development on the eve of independence and since. He suggested that there is a need for harmonious working relationship between the Panchayat Institutions and the district administration.

Mishra (1986)\(^6\) in his book on Panchayati Raj, Bureaucracy and Rural Development, is of the view that in nutshell the three primary goals of rural
development are; raising agricultural and rural institutionalization of equality. The author visualize that these goals of rural development can be achieved only through the dedicated service on the part of local level bureaucracy and Panchayati Raj representatives. He further added that the targets of rural development programmes are not achieved due to the apathy on the part of local level bureaucracy and Panchayati Raj representatives. Author also found that for accelerating the pace of development in rural areas some structural changes in local level bureaucracy and PRIs are required.

Bhatnagar (1987)\textsuperscript{64} in his case study attempted to analyse and understand politics at the grass roots level in Kangra district. Therefore, the study specifically focused on the kind of leadership emerging in the village councils along with the nature of electoral strategies utilized by various contenders for power in relevance. The researcher concluded that Panchayati Raj has opened up politics, and all previously hidden conflicts have not only come to the surface but have acquired political tones as well. The researcher also described that village politics is no longer an isolated phenomenon of a single locality, but has been integrated with top level politics and so far as local leaders have also developed political linkages with the state and union level leaders. He continued that grass root politics has not escaped the attention of political parties.

Avasthi (1990)\textsuperscript{65} in his paper concluded that the success of decentralized planning largely depends upon the implementation of various programmes which require people’s participation at each and every level. The local level planning has an advantage that it provides an adequate degree of participation of people in formulation and implementation process. The participation of local level people assures better implementation at all levels because they have an intimate knowledge of the local conditions.

Gangrade (1990)\textsuperscript{66} in his paper stressed on the evolution of PRIs in the country and contends that “Power to the people” degenerates into power to the powerful. The researcher believes that in most states as the Panchayat structure continues to be the domain of the wall, participation of the selection of work is not guaranteed. The author calls for earnest efforts to ensure the village based local bodies that made vibrant instruments of service to the community and not hotbeds of financial fights, power struggles and corruption.
Satyanarayana (1990) in his study, “Towards New Panchayati Raj” has observed that PRIs are dominated by economically and socially privileged sections of society and facilitate the emergence of oligarchic forces. Panchayati Raj bodies have not been given a chance to serve as a vanguard of development in India. It does not mean that they have become totally useless. They have many achievements to their credit. Politically they have become the tool of democratic seed drilling in the Indian soil. Administratively they tried to bridge the gap between the bureaucracy and rural masses. It is felt that PRIs in the coming years should be equipped to manage democratic development under fast changing conditions in all the spheres of rural life.

Desai (1990) in his book deals with a responsive administration in rural areas for their integrated development containing source reading about Panchayati Raj and its problem. In his study the author emphasized the importance of Panchayati Raj in the implementation of multidirectional programmes in rural development. The author also has analysed the relevant problems of functions, finances, management and the organization of programmes initiated to improve the living conditions of the rural people.

Singh (1991) in his study discussed that Local Government occupies a prominent place in the hierarchy of government today and it has a special status particularly in democratic system. Local government deals with these areas and functions which have a direct bearing on the citizen’s life. In comparison to state as federal government, they are given less importance, although they perform equally important functions from the view point of human life and its quality.

Mishra et. al. (1993) in their study has delineated the chronological development of PRIs from Lord Ripon's Resolution of the Act of 1992. They have obtained the official perception about the PRIs. They were of the view that the Act of 1992 has provided a uniform structure with clear cut provisions of powers and functions which had strengthened the PRIs. Gram Sabha must be recognized as a basic unit and must ensure its success. The elected representative of the PRIs must be consulted while framing the various rules under the Acts. They suggested that the political parties must remain out of the Panchayat elections and also Nayaya Panchayats should be revived and a separate cadre for the PRIs should be created.

Singh (1993) in his case study of Rajsamadiyala village highlighted the role of Gram Panchayat in developmental activities. The Gram Sabha chooses a four member observation committee that works as a “Shadow committee” and adjudicates
on disputes and maintains discipline and harmony in the village. Besides this, he suggested ways and means for ushering new technologies in the field of agriculture, irrigation health and sanitation, education, drinking water and social welfare activities. The motivated villagers through their small savings have build up a school building and have got the grant of Rs. 5 lacs from the State Government which had declared it as a model village.

Krishna (1994)\textsuperscript{72} in his paper pointed out that though Panchayati Raj bodies are in existence for decades, yet the past experience has shown that they have more often remained as showpieces of democratic decentralisation. He further added that the states have generally created parallel institutions for implementation and monitoring of development programmes, leaving the Panchayati Raj bodies a national entity. In many cases the PRIs have been reduced to the status of glorified petitioners, representing the cause of glorified petitioners, representing the causes of their constituency before even petty government officials.

Mishra (1994)\textsuperscript{73} had tried to analyse the process of democratic decentralisation in India. The author has initiated her discussion from Lord Ripon’s Resolution and tracing the other attempts of the British-India government covering the reforms from Minto-Morley Reforms 1919 to the Government of India Act of 1935. In the post independence era she has highlighted the reports of the Mehta Committee and various patterns of decentralisation which were attempted in Karnataka, West Bengal and Andhra Pradesh. Further, the author has elucidated the history of the 73\textsuperscript{rd} Constitutional Amendment Act through the 64\textsuperscript{th} and 72\textsuperscript{nd} Constitutional Amendment Bills that lapsed in the Parliament.

Singh (1995)\textsuperscript{74} in his book mentioned that it is a fact that Panchayati Raj system in the country was not functioning in the right direction, therefore it required revitalization. He further added that the basic need is to evoke a comprehensive concept of Panchayati Raj, which should clearly mention the role expected from the Panchayati Raj bodies. The theory of representative participation is not relevant in the context of the Indian socio-economic power structure, which seems to be different task or to strengthen the position of weaker sections in the rural areas so that they can rise against their exploitation. Further the author observed that the implementation of 73\textsuperscript{rd} Amendment Act is certainly an attempt in this direction and will revitalize Panchayati Raj for decentralisation and rural development.
Singh (1995) in his study came to the conclusion that 73rd Amendment Act will ensure that Panchayati Raj bodies have become living institutions on permanent basis. These institutions will involve people in their Planning and will work as the vibrant bodies to perform the necessary development, regulatory and general administrative functions. In the new set up, empowerment of weaker sections and women would certainly ensure the social justice and emergence of new leadership. The system would expose them to the art of self government from grass-root level to the upper level.

Prashant et. al. (1996) examined the working of some PRIs at all levels of four selected districts of Haryana after passing of Haryana Panchayati Raj Act, 1994. Their study confined to 4 districts of Haryana namely Yamunanagar, Sirsa, Rohtak and Mahendragarh. However, this study was conducted in 1996, when the Panchayati Raj elections were held for the first time after the enactment of 73rd constitutional Amendment Act, 1992. They found that reservation of seats had given a boost to the participation of weaker section of society in PRIs. Now, a large number of Panchayati Raj leaders are young, hailing from agriculture families with small land holdings and low annual income but training is imperative to make them aware of their assigned role.

Jayalakshmi (1997) conducted a study of empowerment of women in Panchayats with special reference to the experience of Andhra Pradesh. She concluded that reservation in Panchayats ensures entry for all sections and so may be visualized as the harbinger of equality and social justice. As it is widely acknowledged that a substantial gap exists between the implementing agency and the rural poor, so the Panchayat has to play a continuous role in developmental activities for promoting sustainable development through collective action and initiative, which can pave way for honest political process for the promotion of grass-root level leadership.

As per Majumdar (1997) the 73rd and 74th amendments to the constitution passed by the Parliament in 1992 and ratified in 1993 provided for 33 percent reservation for women among elected representatives of the local governments. This has hailed as a watershed achievement in empowerment of women as over one million rural women have joined village Panchayat posts as Sarpanch or Adhyaksha or member of community administration. Although majority of the Panchayat women
are illiterate and poor and belong to the backward classes and yet, many of them have proudly executed their matter and proved them as able administrator.

Panda (1998)\(^{79}\) in her study on Decision Making in Panchayat: Role of women concluded that village power structure located in PRIs is dominated by men and higher castes, even after the mandatory inclusion of one-third women in the PRIs. She added that women have occupied positions in the PRIs and despite of the dominance of males, so far as their position in the power structures is concerned is visible as almost all Sarpanches as well as the chairman of Panchayat Samities were all men.

Singh (1998)\(^{80}\) conducted a study of 15 villages in district Kurukshetra. The major findings of his study were (i) the Gram Panchayats do not prepare their annual development plans (ii) the members both male and female had no information pertaining to poverty alleviation programmes, which they should disseminate among the beneficiaries; (iii) members are not involved in the selection of beneficiaries for poverty alleviation programmes (iv) various sub-committees as stipulated under section 22(1) of Haryana Panchayati Raj Act, 1994 have not been constituted; and (v) women representatives are not playing effective role and they are primarily represented by the relatives.

Puri (1999)\(^{81}\) in his article presented B.R. Ambedkar’s ideas and role particularly with regard to the independence struggle and upliftment of the SCs. The researcher also compared Ambedkar’s views with Mahatma Gandhi’s views in this respect. Ambedkar demanded for separate electorate for the minority community of ‘untouchables’. Ambedkar emphasized upon the urgency of social reforms, over the political freedom. He wanted legal Constitutional safeguards for the untouchables for their political empowerment whereas Mahatma Gandhi felt that removal of untouchability was a question of social morality and internal social reforms. Despite their differences in opinion regarding emancipation of the SCs, they both complement each other.

Jain (1999)\(^{82}\) mentioned that after six years of the implementation of the Act of 1992 most of the provisions have been explicitly analysed. He had a scribed much of importance to awareness among the representatives for the success of PRIs and rural development programmes. He was of the view that various political parties have started interfering in functioning of PRIs that will have impact in future. Non-devolution of finances and various functions and responsibilities along with the illiteracy among the members will leave a negative impact on the PRIs.
Singh (1999) in his book stressed that centralized power of planning which the country has followed for the last four and half decades restricts decentralisation and local autonomy. Besides this inadequate devolution of powers, finances, lack of staff and bureaucratic control had not allowed the PRIs to function according to the spirit of the constitution. He further added that as high as 98% women representatives particularly of weaker sections were not aware of their duties and rights under the Panchayati Raj and in most of cases male relatives accompany them in official meetings. Interestingly, husbands of women Sarpanches introduce themselves as Sarpanch.

Bhaskar’s (2000) article was mainly concerned with political status of women in Kerala in grass-root politics. The researcher was of the view that women have not been regarded as the part of political areas because of women’s incapability to participate in politics due to several obstacles like family employment, marriage, education and societal attitude. Participation of women in politics is limited due to the traditional factors such as caste, class, religion and family status etc.

Joshi (2000), in his study PRIs and Poverty Alleviation found that functionaries at grass roots level had inadequate knowledge of the rules and procedures and infrastructure resulted in tardiness and unsystematic transition of the work. It was also found that Gram Panchayats in the new system have been entrusted with various important works which were very difficult for them to perform in the absence of adequate staff and a number of other required infrastructural facilities. He, further observed that majority of the elected representatives of PRIs were ill-informed about powers, procedures and functioning of the PRIs. So effective training was an urgent need for them.

Mathew (2000) dealt with the development of PRIs since Ripon’s Resolution 1882. After independence writer divided the period into the first generation 1947 to 1976 and the second generation 1997 to 1992. The author was of the view that the Act of 1992 is the landmark in the history of PRIs. The writer was quite influenced by the pattern of PRIs in West Bengal and Karnataka. The author compared the situation of PRIs in India (particularly West Bengal) with China. The author also tried to describe the thinking of various political parties regarding PRIs. The writer thought that the reservation of SC/ST and women were the most salient features. The writer was quite hopeful that these reservations will certainly improve the socio-economic status not
only of the deprived classes but also of the selected examined developed India as a whole.

Singh (1999-2000)\textsuperscript{87} in his dissertation critically examined the selected functions performed by the Panchayat Samiti (Rajpura) after 1994 till 1999. The researcher found that with the post 3\textsuperscript{rd} Amendment Act, PRIs were still in a state of flux. PRIs have insufficient staff, infrastructure and founds to fulfill their functions endowed upon than; hence, lead to dissatisfaction among the local people. The researcher found that Panchayat leaders were not fully aware of legislative, judicial, administrative or financial powers provided to them under Panchayati Raj system and amendments in PR system. The researcher suggested adequate staff and finances for PRIs and good facility of drinking water for people. The researcher also suggested that the state government should transfer some of the revenue generating function to the PRIs so that they could enjoy some liberty in planning their own programmes.

Parlanithurai (2001)\textsuperscript{88} in his book analysed different issues on PRIs. His main focus on democratic decentralisation, Panchayati Raj finances, role of women and their empowerment etc. has brought out a series of papers dealing with a variety of issues on PRIs. The book further presents a view that the efforts can be made by the PRIs to be self-sustainable and carry out the development works. The editor stressed the creation of a geographic information system for grass-root level planning and also emphasized participatory planning.

Mishra \textit{et. al.} (2002)\textsuperscript{89} in their research study conducted in Haryana found that Haryana Panchayati Raj Act 1994 had encouraged too much of governmental control and interference in the working of the Panchayats. The Act is silent about the participation of the political parties in the Panchayat elections. The MPs and MLAs are still controlling the PRIs working of Gram Sabha and involvement of women in PRIs, which is very dismal. They further added that according to the provisions of the new Act, 29 subjects have been given to the Panchayats but their findings reveal that very few of these subjects had been transferred to the Panchayats and moreover they were neither substantial nor meaningful but supervisory in nature.

Reddy \textit{et. al.} (2002)\textsuperscript{90} in their study dealt with the genesis and growth of PRIs. They found that the proxy system could prevail as far as women representatives were concerned. Further, there was a sense a insecurity among the local bureaucracy on loosing the power and becoming accountable to the people. The authors were of the view that this area can prove to be a bone of contention among the elected
representatives and local bureaucracy as the Act is silent on how and who is to exercise these powers.

Saini et. al. (2002)\textsuperscript{91} focused their attention on some randomly selected villages of Kapurthala district. The study discovered that there was an extremely low level of awareness among representatives in PRIs about some of their important functions and particularly schedule caste sarpanches do not have much say in Gram Panchayats due to their low socio-economic position.

Kumar et. al. (2003)\textsuperscript{92} were of the view that without active participation of women in PRIs rural development was not possible. Though Act of 1992 had reserved 33 percent of seats for women, but the real participation cannot be ensured unless these women are educated and are aware of their rights and duties. They have suggested various training programmes exclusively for women leaders.

Parsad (2003)\textsuperscript{93} in his study focused his attention on the administrative aspects of the village Panchayats, with special reference to operational dynamics in achieving the objectives of rural development in a village in Andhra Pradesh. The author said that the structure of the Panchayats tends to be feasible because of inadequacy of power and resources, lack of trained and competent staff, concentration of powers in the hands of Sarpanch, ineffective linkages and channels of communication, improper supervision and lack of guidance etc. The author suggested that for the good administration of Panchayats, there is a need of more powers and trained staff and proper supervision and guidance to these institutions.

Rajaram (2003)\textsuperscript{94} in his book highlighted that without a defined fiscal domain Panchayat will remain notwithstanding their constitutional status as the third tier in India’s federal structure after the 73\textsuperscript{rd} Amendment to the Constitution, mere expenditure agencies rather than units of self government. He further advocated that the transfer of the right to levy taxes on agriculture to Panchayats will lead to additional revenue in the Indian fiscal system taken as a whole. Additionally the jurisdictional retention of the revenues so raised for infrastructure improvements in accordance with local priorities and preferences will encourage compliance and with also promote growth.

John et. al. (2004)\textsuperscript{95} opined that a basic approach of decentralized planning is that the centrally sponsored schemes must be integrated into the local plans to avoid duplication and gaps and thus improve the effectiveness of the PRIs. The rigidity of the norms laid down by the centre for centrally sponsored schemes and the existing
organizational structure for implementation has hindered the formulation of an integrated local plan.

Sharma (2004)\textsuperscript{96} examined the administrative efficiency, political factors and socio-economic background of the elected Panchayat non-officials in Bhankrot’s village Panchayat of Jaipur district of Rajasthan. The author suggested that Gram Sabha should be given statutory recognition. The author further laid stressed that sufficient steps should be taken to see that compliance of audit reports are made satisfactory in time and to make the Panchayati Raj system as an agency of rural development and local administration, government should hold elections without any delay.

Desai (2005)\textsuperscript{97} in his study emphasized the importance of Panchayati Raj in the implementation of multi-directional programmes in rural development. He analysed the relevant problems of functions, finances, management and the organization of programmes, initiated to improve the living conditions of the rural people. He provided relevant suggestions for the proper management and speedy rural development.

Kaushik (2005)\textsuperscript{98} in his paper perceived that the democratic decentralisation using PRIs seems to have been derailed. There is lack of political will and bureaucratic support, the understanding of the constitutional perception of Panchayati Raj is also inadequate. There is an urgent need for another round of structural changes coupled with sustained pressure from the electorate. He further added that rural development programmes in India are often conceived and implemented as part of a national development strategy. Thus, serious problems remained in enabling local bodies to genuinely articulate and implement the aspirations of the poor and to remain from bureaucratic interferences and elite manipulation and capture. The author further highlighted that all PRIs have a poor fiscal base. While resource mobilization by the PRIs is generally limited, it is imperative to provide PRIs with revenue raising powers of their own in order to reduce their excessive dependence insulted on the state and central government.

Palanithurai (2005)\textsuperscript{99} in his study observed that in Tamil Nadu, paradoxical situations are visible in the Panchayati Raj system. The devolution process is painful. Limited powers have been devolved. More responsibilities have been devolved and very little resources are allocated to the Panchayats. No functionary has been transferred to Panchayats. Yet successes stories are have made a unique contribution
in the social development sector. The representatives have formed their own associations and exerted pressure on the government to devolve powers. Instead of begging they have started demanding powers. Further, they have assumed certain powers by demonstrating their potential.

Reddy (2005) in his study stated that various countries have different approaches to achieve the target of rural development. In the Indian context he examined the three tier system and stressed the need of people participation in policy formulation and implementation. He had also made an assessment of Five Year Plans and women empowerment. He suggested that it is necessary to increase awareness among the women regarding available opportunities, their rights and responsibilities through education.

Renu (2005) in her study found that emerging leadership among the weaker sections of the society, particularly the SCs in the PRIs reflects the potential of tremendous impact on them as well as on the rural Punjab. It will go a long way in revolutionizing the rural scene and securing a rightful place for the SCs in the rural self government as well as their developmental process at the grass roots level. She further emphasized that it will take time before the newly emerged SC leaders in PRIs of Punjab make their presence felt, for a change of this nature and magnitude needs time to materialise.

Sastry (2005) also discussed the three-tier structure of Panchayati Raj and their functioning in his article. The author suggested that there is a need to constitute a state level Panchayati Raj Finance Commission, once in five years to aware its recommendations for purposes of fair distribution of resources of Panchayats. The author said that the strength and effectiveness of village Panchayats depend upon an intelligent, enthusiastic and sustained interest and participation of village community.

Selvam (2005) in his book concluded that the process of empowerment of weaker sections in village communities in India has to be accompanied by continuous efforts for structural and institutional changes. Success of Panchayati Raj will certainly depend on the development and continuous strengthening of secular values and democratic norms in Indian social life. Otherwise Panchayati Raj would certainly remain in the realm of a mere discourse rather a pragmatic effort leading to definite changes in the institutional base of village communities.

Ahuja (2006) in his study concluded that there are some major challenges which will continue in 21st century. However the needs and challenge might change
by the 2nd and 3rd decade of 21st Century. His paper was the modest attempt to discuss and analyse the evolution of rural development in India. His basic objective behind this exercise was to identify the functional and dysfunctional factors, so that the rural development administration could be made a fit instrument for facing the challenges that are likely to emerge in 21st Century.

Bohra et. al. (2006) in their study promoted the detail note on the Eleventh Finance Commission approach, 1st generation State Finance Commission approach and 2nd generation State Finance Commission approach. They also described the recommendations for different states by their respective state Finance.

Gautam (2006) in his study suggested that special efforts should be made towards sensitizing the media, political parties, representatives in the legislatures, civil society, organization and citizen. He further suggested that training and communication should not be viewed as a single one time intervention but should also be a continuous, ongoing process leading to enhanced sense of say and confidence.

Karamvir (2006) in his study stressed that 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. Additionally he found that bureaucracy exercises a great deal of control in the functioning of provision of suspension of Panchayati Raj leaders at various levels of bureaucracy.

Kaushik et. al. (2006) in their study found that most of the gram sachivs are either from the high castes or agriculturist castes or backward castes. The proportion of those from schedule castes is small. Further they mostly belong to lower middle and middle age groups and most of them have rural background.

Punia et al (2006) in their study stressed that basic literacy with some amount of post literacy, learning in areas like development, parliamentary system and legal matters will go a long way in efficient political parties are also expected to play an important role in this context.

Sharma (2006) analysed in his study concluded that administration play a pivotal role in managing economic social resources of the country to achieve the sustainable development in general and rural development in particular of a large country like India.

Sharma et. al. (2006) in their study concluded that most of the women representatives wanted to do work for the village development in general and women
in particular, but they didn’t have any clear idea about the solutions to the problems. They inferred that most of the women had the desire to do something for the village development. Due to lack of educational and knowledge access to better opportunities is hard to come by.

Singh (2006)\textsuperscript{112} in his study concluded his paper by issues, challenges and opportunities for the people’s participation. He emphasized that in present scenario the increasing opportunities and decision making power of Panchayats have created numerous kind of turmoils, not only in Panchayat elections but also in smooth role, functioning and decision making.

Jain (2007)\textsuperscript{113} in his study on role of PRIs in Mobilizing People’s Participation in Rural Development Programmes stressed that PRIs will now be a part of the constitutional framework. It will not be possible for the state government to take liberty with these institutions any more and these will have to be run on the prescribed lines. He found that Panchayat raj bodies had a wider participation of people, particularly those belonging to SC and ST categories and women members.

Kumar (2007)\textsuperscript{114} analysed the Panchayati Raj in Bihar and found that PRIs are intended to act as socio political mechanisms that ensure development and change. As structure they are local governments for rural areas and field agencies for state governments may now the Central Government. A commitment on the part of the officials and non officials in these institutions as well as the state government to the objectives and functions of these bodies is absolutely essential.

Padhy (2007)\textsuperscript{115} analysed the empowerment and development through Panchayati Raj and NGOs. He found that those NGOs which implement only stereotype development programmes may lose their identity whereas those working for community education and mass movements will survive. In the philosophy of 73\textsuperscript{rd} Amendment empowering people to take decisions about themselves matches the very basic beliefs of NGOs and facilitate their goals. NGOs and Panchayats working in union may change the rural scenario.

Pamela (2007)\textsuperscript{116} in her study concluded that effective participation of women members in the PRIs and its usefulness for women’s rights and development will operate in a democratic will not materialise if the PRIs itself does not operate in a democratic and meaningful way. It is important that the members are informed about the meetings and especially the Gram Panchayat meetings should held on time. There
has to be proper networking between PRIs and the state bureaucracy. She stressed that state government must ensure that the PRIs elections are held on time.

Puja (2007)\textsuperscript{117} in her study comprehended women empowerment at the grass root level of governance in the state of Himachal Pradesh. She suggested that women representatives need to be well informed on various developmental policies and programmes by disseminating necessary information. Education, awareness and training on politics, legislations and day to day rules and procedures and processes prevailing at the local level are necessary towards the direction of women empowerment.

Reddy (2007)\textsuperscript{118} in his paper on the genesis of Panchayati Raj system found that the Constitutions (73\textsuperscript{rd} Amendment) Act endowing PRIs with constitutional status constitutes a significant landmark in the evolution of grass-roots democratic institutions in India. The critical evaluation of the functions of PRIs on revealed the initial success soon stated giving away to disappointment. He stressed that political parties including their front organizations, voluntary agencies, enlightened citizens all must accept the challenges.

Subramanian (2007)\textsuperscript{119} in his study on efforts at Panchayati Raj in Tamil Nadu concluded that the concept of Panchayati Raj has a hoary tradition in Tamil Nadu. The common villager in Tamil Nadu is at the cross roads now. They expect only some basic facilities at the village Panchayat level. He earnestly hoped that atleast the dawn of the next century, the real intention of the Panchayati Raj and Nagar Palika Act are implemented to the core in the proper manner.

Baviskar (2008)\textsuperscript{120} in his case study of Panchayati Raj in Maharashtra concluded that a gender disability is a major obstacle for dalits to be accepted as community leaders. Another obstacle is the poverty. Further education makes a lot of difference. Greater the education, greater will be the possibility of empowerment. He further found that social background of a member also count a lot. He suggested that if women and dalits succeed in acquiring resources and skills they will be successful in their march on the path of empowerment.

Patil (2008)\textsuperscript{121} in his study of three villages in Kolhapur District conducted that the percentage of women, SC and ST sarpanches has increase in all the districts in Maharshtra over the year. Even in the case of women sarpanches they have performed their role efficiently. At the same, there are women sarpances facing problems. He found that the situation is changing very fast. Some of the women sarpanches have
done commendable job. They are marching on the challenging road towards empowerment.

**Inferences drawn from the Literature**

After going through the review of literature available on people’s empowerment in Rural Local bodies, it can be inferred that though 73rd Constitutional Amendment has facilitated to the increased participation in the local bodies but every local body is largely comprise influential people in terms of income and land holdings. Education has positive relationship with the political participation and as it makes the recipient better informed, self reliant, culturally and intellectually rich individual. But for representations to participate in decision making process the domestic responsibilities, traditional role and patriarchal social structure should be supportive and encouraging. Moreover, reserving seats on basis of gender and caste can not assure genuine representation from most deserving candidates because only supportive social, economic and political system will play a key role in bringing them out of their shell.

Thus, an intensive analysis of the existing literature on Local Government leads to the following inferences.

- Poor level of educational qualification of Panchayati Raj leaders has been the weakening factor in the structure and functioning of PRIs towards rural development.
- There has been a lack of awareness among Panchayati Raj leaders about Panchayati Raj system and rural development in the country.
- The elected representatives lack proper knowledge and art to handle the local problems of their area.
- Lack of trained and competent Panchayati Raj leaders and Panchayati Raj officials are hampering the effective implementation of rural development programmes.
- There is a scarcity of finances for undertaking developmental tasks in local area.
- Women candidates suffer from several limitations to nurture their constituency.
- There is a political interference in the working of Local Government.
- Political parties dominate on the PRIs representatives.
• PRIs representatives need regular training to gain leadership skills.
• PRIs needs specialized/ professional staff to run the Local Government

Keeping in view all these referred inferences, the researcher of the present study got sufficient clue to conduct a study on the theme of people’s empowerment in a fast developing state of Haryana and that too focusing the study on a remote and border district-Sirsa. The present study therefore, endeavors to analyse how much and how far People’s Empowerment in the state of Haryana and the district Sirsa in particular has taken place.

1.6 SCOPE OF THE STUDY

The present study pertains to the PRIs, their growth in general in the state of Haryana and in particular Sirsa district covering a period of 14 years beginning from 1994, when the Haryana Panchayat Raj Act was amended after the 73rd Constitutional Amendment Act, 1992. The present study highlights the empowerment of people in the State of Haryana and the district of Sirsa during the said period. The process of empowerment of the people has been judged mainly on two counts; the increased awareness and the participation of the respondents in the rural local bodies.

1.7 LIMITATIONS OF THE STUDY

1. The benchmark for the analysis of the percentages of the primary data is given below in the Table 1.1.

<table>
<thead>
<tr>
<th>Limits</th>
<th>Percentage of the Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>High proportion</td>
<td>Next high proportion before the majority</td>
</tr>
<tr>
<td>More or less used on comparable basis</td>
<td>Less than 50 percentage</td>
</tr>
<tr>
<td>Maximum</td>
<td>Higher with in the specific response/s of a variable</td>
</tr>
<tr>
<td>Majority</td>
<td>50 to 60 percentages</td>
</tr>
<tr>
<td>Fair Majority</td>
<td>60 to 70 percentages</td>
</tr>
<tr>
<td>High Majority</td>
<td>70 to 80 percentages</td>
</tr>
<tr>
<td>Significant Majority</td>
<td>80 to 90 percentages</td>
</tr>
<tr>
<td>Highly Significant Majority</td>
<td>90 to 100 percentages</td>
</tr>
</tbody>
</table>

*Since the responses have been equally on nearly equally divided thus to find out the trends, the responses have been clubbed on the basis of their being positive and negative.

2. The details of the recommendations of the Third Finance Commission of the Haryana were not available.
3. As many as 36 respondents (PRIs representatives) of the drawn sample did not respond to the interview schedule for the reason best known to them.
4. The higher officials related to PRIs at the district level were inaccessible.
1.8 OBJECTIVES OF THE STUDY

1. To study and comprehend the existing Panchayati Raj system in Haryana.
2. To study and comprehend the socio-economic and political background of PRIs representatives in rural local bodies.
3. To assess about the awareness and participation of people’s representation in the PRIs.
4. To evaluate the perception and attitude of the officials related with PRIs regarding the awareness and participation of PRIs representatives.
5. The citizens find that the PRIs are empowered enough to work for the actively participating in the activities related to PRIs.
6. To identify the constraints in the way of people’s empowerment.
7. To suggest suitable remedies so as to make the people’s empowerment a reality

1.9 HYPOTHESES

1. The PRIs in Haryana have adhered to three main provisions of the Haryana Panchayati Raj Act 1994 as has been enshrined in the 73rd Amendment Act, 1992. Such as
   a) The State of Haryana holds regular elections to the PRIs
   b) Reservation of the seats in the PRIs for women and SCs is in place in the State of Haryana
   c) The State Finance Commission played the prescribed role in relations to the local bodies
2. The empowerment of the people through PRIs has resulted in the increased awareness and participation of the male representatives in PRIs.

Effects of the Variables

a) Age- Male representatives senior in age are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

b) Category- Male representatives belonging to general category are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

c) Educational Qualification- Male representatives with higher educational qualifications are aware of main provisions, functions and
working of PRIs and actively participate in the activities related to the PRIs.

d) **Average Monthly Income of the Family**- Male representatives with high average monthly income are aware of the main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

e) **Political Background of the Family**- Male representatives with political background are aware of the main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

3. The empowerment of the people through iPRIs has resulted in the increased awareness and participation of the female representatives in PRIs.

**Effects of the Variables**

a) **Age**- Female representatives senior in age are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

b) **Category**- Female representatives belonging to general category are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

c) **Educational Qualification**- Female representatives with higher educational qualifications are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

d) **Average Monthly Income of the Family**- Female representatives with high average monthly income are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

e) **Political Background of the Family**- Female representatives with political background are aware of main provisions, functions and working of PRIs and actively participate in the activities related to the PRIs.

4. Relationship of officials of PRIs with representatives of PRIs is cordial and officials find that PRIs representatives are empowered enough to work for the local development.
Effects of the Variables

a) **Age**- Officials senior in age find the cordial relationship between the officials and PRIs representatives and opine that PRIs representatives are empowered enough to work for the local development.

b) **Gender**- Male officials find the cordial relationship between the officials and PRIs representatives and opine that PRIs representatives are empowered enough to work for the local development.

c) **Educational Qualification**- Officials with higher educational qualifications find the cordial relationship exist between the official PRIs representatives and opine that PRIs representatives are empowered enough to work for the local development.

5. The citizens find that the PRIs are empowered enough to work for the local development and the citizens are actively participating in the activities related to PRIs.

Effects of the Variables

a) **Age**- Citizens senior in age find that the PRIs are empowered enough to work for the local development and are actively participating in the activities related to the PRIs.

b) **Gender**- Male citizens in comparison to female citizens find that the PRIs are empowered enough to work for the local development and are actively participating in the activities related to the PRIs.

c) **Educational Qualifications**- Citizens with higher educational qualifications find that the PRIs are empowered enough to work for the local development and are actively participating in the activities related to the PRIs.

d) **Category**- Citizens who belonged to general category in comparison to other categories find that the PRIs are empowered enough to work for the local development and expressed that they are actively participating in the activities related to the PRIs.

e) **Average Monthly Income of the Family**- Citizens with higher average monthly income of the family find that the PRIs are empowered enough to work for the local development and are actively participating in the activities related to the PRIs.
Interest in Rural Politics- Citizens with high interest in rural politics find that the PRIs are empowered enough to work for the local development and are actively participating in the activities related to the PRIs.

1.10 THE LOCALE OF THE STUDY

The present study was conducted in the Sirsa district of Haryana. Sirsa is proud of its glorious past. Its ancient name was Sirshaka which finds mention in Mahabharta, but a local tradition assigns the name to King Saras who founded the town in the 7th century A.D and built a fort. Sirsa district comprises four tehsils, namely, Dabwali, Sirsa, Rania and Ellenabad and five towns viz. Mandi Dabwali, Kalanwali, Sirsa, Rania and Ellenabad. With 60.6 per cent literacy rate, it is among the three bottom ranking districts of the State. Position is slightly better in female literacy (49.9 per cent), Scheduled castes literacy (41.4 per cent) is still worse. Rural character of the district is reflected through various parameters like 61.5 percent of the workers are engaged in agricultural pursuits, 43.6 per cent households have no drainage of waste water, 78.6 percent households using firewood, crop residue and cow dung cake as cooking fuel while LPG cooking gas is used by 18.0 per cent households only, 25.2 per cent households do not have latrine, low ranking in possession of various assets by households like, television, telephone, radio/transistor, scoter/motorcycle, bank accounts etc. and availability of electricity for domestic use to 73.9 per cent households (18th rank). When segregated on the basis of gender, Sirsa has the second highest SC male population second only to Bhiwani, whereas in case of female population the number of SC is second only to Hisar. In case of the SC population as percentage to total population in Sirsa (26.65 per cent) is second only to Fatehabad (27.43 per cent), which is comparatively a new district (created in the year 1997). Further, classifying the working population on the basis of main and marginal workers, it can be seen that the number of males as cultivators are second highest (1,21,008) in the State as compared to that of Bhiwani (1,80,372), where as on the basis of males (67,749) as against females (45,608) who are second only to that of Hisar district (46,584), thereby justifying that the district of Sirsa is one of the oldest district having a large chunk of rural population engaged in the agricultural activities irrespective of the gender. Thus the district of Sirsa was selected as locale of the study on the basis of reasons cited above.
1.11 RESEARCH METHODOLOGY

The district Sirsa has seven development blocks namely Ellenabad, Nathusaria Chopta, Odhan, Baragudha, Dabwali, Rania and Sirsa. Of the seven development blocks, four blocks were selected, two blocks on with highest population such as Sirsa and Nathusaria Chopta blocks and other two blocks such as Odhan and Badagudha were selected on the basis of the lowest population. From each of the four blocks, four villages were selected on the basis of the population i.e. one village with maximum population, one village which was moderately populated and two villages with the minimum population. The villages with minimum population had minimum six members in their respective Panchayats and similarly villages with maximum population had twenty members in their respective Panchayats with exception of Sirsa block where there was no Panchayat having more than eighteen members. This step was taken to keep parity in the size of the sample.

At the Gram Panchayat level, all the 200 representatives (16 Panches+184 Sarpanches) of the selected Gram Panchayats were chosen as the sample of the study.

<table>
<thead>
<tr>
<th>Block</th>
<th>Village</th>
<th>Total number of representatives in select Gram Panchayats</th>
<th>Total Population</th>
<th>Total Males</th>
<th>Total Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sirsa</td>
<td>Shahpur Begu</td>
<td>18</td>
<td>6256</td>
<td>3500</td>
<td>2756</td>
</tr>
<tr>
<td></td>
<td>Baidwala</td>
<td>13</td>
<td>3904</td>
<td>2050</td>
<td>1854</td>
</tr>
<tr>
<td></td>
<td>Shadiwali</td>
<td>7</td>
<td>1019</td>
<td>550</td>
<td>469</td>
</tr>
<tr>
<td></td>
<td>Shamshdabad Patti</td>
<td>6</td>
<td>706</td>
<td>384</td>
<td>322</td>
</tr>
<tr>
<td>Nathusaria Chopta</td>
<td>Jmal</td>
<td>20</td>
<td>8014</td>
<td>4217</td>
<td>3797</td>
</tr>
<tr>
<td></td>
<td>Mochiwala</td>
<td>13</td>
<td>3824</td>
<td>2084</td>
<td>1740</td>
</tr>
<tr>
<td></td>
<td>Kukar Thana</td>
<td>7</td>
<td>944</td>
<td>506</td>
<td>438</td>
</tr>
<tr>
<td></td>
<td>Rajpura Sani</td>
<td>7</td>
<td>787</td>
<td>398</td>
<td>389</td>
</tr>
<tr>
<td>Odhan</td>
<td>Odhan Ramgarh</td>
<td>20</td>
<td>7326</td>
<td>3916</td>
<td>3410</td>
</tr>
<tr>
<td></td>
<td>Jagmalwali</td>
<td>14</td>
<td>4513</td>
<td>2380</td>
<td>2133</td>
</tr>
<tr>
<td></td>
<td>Tapi</td>
<td>7</td>
<td>1055</td>
<td>566</td>
<td>489</td>
</tr>
<tr>
<td></td>
<td>Tigri</td>
<td>7</td>
<td>983</td>
<td>524</td>
<td>459</td>
</tr>
<tr>
<td>Badagudha</td>
<td>Rori</td>
<td>20</td>
<td>9936</td>
<td>5354</td>
<td>4582</td>
</tr>
<tr>
<td></td>
<td>Surtia</td>
<td>13</td>
<td>3923</td>
<td>2111</td>
<td>1812</td>
</tr>
<tr>
<td></td>
<td>Kamal</td>
<td>6</td>
<td>625</td>
<td>345</td>
<td>280</td>
</tr>
<tr>
<td></td>
<td>Bhagsar</td>
<td>6</td>
<td>520</td>
<td>274</td>
<td>246</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>184</strong></td>
<td><strong>54335</strong></td>
<td><strong>29159</strong></td>
<td><strong>251760</strong></td>
</tr>
</tbody>
</table>

Source: Data from Directorate of Panchayats, State of Haryana.

Further at the intermediary level i.e. at the Panchayat Samiti level, all the 95 members of the selected Panchayat Samitis were chosen as the sample of the study.
Total 1.3: Details of the size of the Panchayat Samiti of the select Blocks

<table>
<thead>
<tr>
<th>Name of Panchayat Samiti/Block</th>
<th>Total numbers of Wards/ Seats for Panchayat Samitis</th>
<th>Total Population</th>
<th>Total Males</th>
<th>Total Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sirsa*</td>
<td>30</td>
<td>137606</td>
<td>73135</td>
<td>64468</td>
</tr>
<tr>
<td>Baragudha*</td>
<td>20</td>
<td>100329</td>
<td>53374</td>
<td>46955</td>
</tr>
<tr>
<td>Odhan*</td>
<td>17</td>
<td>86386</td>
<td>45807</td>
<td>40579</td>
</tr>
<tr>
<td>Dabwali</td>
<td>28</td>
<td>137637</td>
<td>72841</td>
<td>64796</td>
</tr>
<tr>
<td>Rania</td>
<td>24</td>
<td>114931</td>
<td>60854</td>
<td>54077</td>
</tr>
<tr>
<td>Natusaria Chopta*</td>
<td>28</td>
<td>138810</td>
<td>73890</td>
<td>64920</td>
</tr>
<tr>
<td>Ellenabad</td>
<td>23</td>
<td>107488</td>
<td>56919</td>
<td>50569</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>170</strong></td>
<td><strong>823184</strong></td>
<td><strong>436820</strong></td>
<td><strong>386364</strong></td>
</tr>
</tbody>
</table>

Source: Data from Directorate of Panchayats, State of Haryana.

*Select Panchayat Samitis

At the apex level i.e. at the Zila Parishad level, all the 21 members of the Zila Parishad was chosen as the sample of the study.

Table 1.4: Details of the size of the Zila Parishad

<table>
<thead>
<tr>
<th>Zila Parishad</th>
<th>Total members</th>
<th>General Male</th>
<th>General Female</th>
<th>SC Male</th>
<th>SC Female</th>
<th>BC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sirsa</td>
<td>21</td>
<td>9</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>

Source: Data from Directorate of Panchayats, State of Haryana.

The sample of 316 elected representatives comprising of select Gram Panchayats, Panchayat Samitis and Zila Parishad was drawn, however, 36 members did not respond for the reasons best known to them. Therefore responses of only 280 members were received and data was processed accordingly.

Data Collection

For the present study, both primary and secondary data was used. For the purpose of collecting primary data, a sample of 280 PRIs representatives comprising of males (187) and females (93) was taken from the three tiers of select PRIs. The break up of the sample is as follows: Panches (161), Sarpanches (14), representatives along with Chairperson of the four Panchayat Samities (85) and Chairman along with the others members of Zila Parishad (20).

The sample of 80 officials, comprising of 66 males and 14 females was picked up from the Gram Panchayats, Panchayat Samitis, Zila Parishad and the Directorate local bodies. All the officials of the select Gram Panchayats, Panchayat Samitis and Zila Parishad constituted the sample of the study along with the some officials from the directorate local bodies. The sample was selected on random basis.

The total sample of 400 citizens was taken picking up 25 citizens from each Gram Panchayats of the 16 select Gram Panchayats on random basis which further comprised of 50 percent males and females.
Four interview schedules were developed, one each for male and female representatives of the PRIs and one for the officials of the PRIs and another one for the citizen of the area. Non-participatory observation method was also used to get the first hand information regarding the perception, awareness and participation of representatives in the functioning of the PRIs.

For the purpose of collection of the secondary data, various annual reports, statistical abstracts, reports of the Directorate of Rural Local Bodies, Reports of the State Finance Commission, Reports of the State Elections Commission, 73rd Constitutional Amendment Act, Haryana Panchayati Raj Act (1994) as amended from time to time, various books, journals and articles were used.

**Total Sample**

The total sample of the study comprised 760 respondents

<table>
<thead>
<tr>
<th>Respondents</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male Representatives of the PRIs</td>
<td>187</td>
</tr>
<tr>
<td>Female Representatives of the PRIs</td>
<td>93</td>
</tr>
<tr>
<td>Officials (Male and Female) in PRIs</td>
<td>80</td>
</tr>
<tr>
<td>Citizens (Male and Female) in PRIs</td>
<td>400</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>760</strong></td>
</tr>
</tbody>
</table>

**Data analysis and interpretation**

In the study, the sample was analysed mainly on the basis of demographic variables like age, sex, economic status, educational qualifications and few others. The technique of cross tabulation along with the percentages was used for the purpose of analyzing the data.

**1.12 SOCIO-POLITICO-ECONOMIC PROFILE OF THE MALE REPRESENTATIVES OF PANCHAYTI RAJ INSTITUTIONS**

A total number of 187 elected male representatives were interviewed from selected 20 Gram Panchayats and 4 Panchayat Samitis along with the Zila Parishad of the Sirsa district with the help of interview schedules. The below table 1.5 summaries the socio politico economic profile of the total 187 male elected representatives of PRIs comprising of 12 Sarpanches and 121 Panches of Gram Panchayats, 40 members along with the Chairpersons of the four Panchayats Samitis and 14 members along with the Chairperson from the Zila Parishad.
The variable of age is one of the important factors in the functioning of PRIs. Before the 73rd Amendment Act 1992, PRIs were normally dominated by the people elder in age, but after the enactment of 73rd Amendment Act, the people above 21 years were made eligible to get selected as the member of PRI. Therefore, the variable age is one of the significant factors affecting the Panchayati Raj leaders. In the present study the total of 187 men representatives were the part of the sample. The Table 1.6 represents the number and proportion of 187 respondents on the basis of their age. In the total sample of 187 male representatives the 25 respondents (13.4 per cent) were in the age group of 21-30 years, 55 respondents (29.40 per cent) were from 31-40 years of age group, 56 respondents (29.90 per cent) were in the age group of 41-50 years and 51 respondents (27.30 per cent) were from the age group of 51 years and above. It revealed that young male representatives were less in proportion as compare to the male representative’s senior in age. So, the people elder in age were more to influence the composition of PRIs. So the 73rd Amendment Act 1992, which prescribed 21 years of age as eligibility for entry into PRI does not affected much on the composition of PRIs.

Table 1.7: Educational Qualifications of the Male Representatives of PRIs

<table>
<thead>
<tr>
<th>Educational Qualifications</th>
<th>Number of Male representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Illiterate/ Can sign name only</td>
<td>47</td>
<td>25.1</td>
</tr>
<tr>
<td>Primary/ Middle / Metric/10+2</td>
<td>113</td>
<td>60.5</td>
</tr>
<tr>
<td>Graduate/ Post graduate</td>
<td>18</td>
<td>9.6</td>
</tr>
<tr>
<td>Technical degree/diploma</td>
<td>9</td>
<td>4.8</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Literacy rate is the indicator of the development of the society. As only through education, people become aware of their rights, duties, and responsibilities. Table 1.7 presents the data regarding the division of the total sample on the basis of educational qualifications. From the total sample of 187 male representatives, the significant majority of male representatives (85.60 per cent) were either illiterate/could sign name only (25.10 per cent) or were qualified up to 10+2 (60.50 per cent). Very less proportion of male representatives was graduate/post graduate
(9.60 per cent) and held any technical degree/diploma (4.80 per cent). So, maximum of 113 male representatives were either primary/middle/metric/10+2 passed. The above information reveals that level of education of PRI representatives is very poor.

Table 1.8: Male Representatives of PRIs on the basis of Category

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of Male representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>104</td>
<td>55.6</td>
</tr>
<tr>
<td>SC</td>
<td>63</td>
<td>33.7</td>
</tr>
<tr>
<td>BC</td>
<td>20</td>
<td>10.7</td>
</tr>
<tr>
<td>Any other</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Category is an important factor, which affect the political scenario of the Country. PRIs also get affected by this evil. Before the enactment of the 73rd Amendment Act 1992, the PRI were mainly consisting of the upper caste people but 73rd Amendment Act had liquidated this practice and provided mandatory representation to the SCs and STs. In the present study out of total sample of 187 male representatives, the 104 respondents (55.60 per cent) belonged to general category, 63 respondents (33.70 per cent) belonged to SC category and 20 respondents (10.70 per cent) belonged to backward classes. This information reveals that every section of the society has been represented in the PRI as more than half belonged to general category; more than one fourth belonged to SCs and one tenth belonged to BCs category.

Table 1.9: Average Monthly Income of the Family of the Male Representatives of PRIs

<table>
<thead>
<tr>
<th>Average monthly income of the family</th>
<th>Number of Male representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than Rs. 5,000/-</td>
<td>35</td>
<td>18.7</td>
</tr>
<tr>
<td>Rs. 5,001/- to Rs. 10,000/-</td>
<td>65</td>
<td>34.8</td>
</tr>
<tr>
<td>Rs. 10,001 to Rs. 20,000/-</td>
<td>55</td>
<td>29.4</td>
</tr>
<tr>
<td>More than Rs. 20,000/-</td>
<td>32</td>
<td>17.1</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Traditionally, mainly the people with the high income dominated the PRIs but 73rd Amendment Act 1992 has provided the mandatory representation to every income group. In the present study, as revealed by Table 1.9 that out of total sample of 187 male representatives, 35 respondents (18.70 per cent) were from less Rs. 5,000/- of income group, 65 respondents (34.80 per cent) were from Rs. 5,000/- to Rs. 10,000/- of income group, 55 respondents (29.40 per cent) were with Rs. 10,001/- to Rs. 20,000/-. So fair majority of respondents (64.20 per cent) were from the income group of Rs. 5,001/- to Rs. 20,000/-. So it can be inferred that the adequate representation is given to all the income groups in the PRIs.
Table 1.10: Political Background of the Male Representatives of PRIs

<table>
<thead>
<tr>
<th>Respondent political background</th>
<th>Number of Male representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Member of a Political Party</td>
<td>120</td>
<td>64.2</td>
</tr>
<tr>
<td>Member of a Pressure Group</td>
<td>12</td>
<td>6.4</td>
</tr>
<tr>
<td>Member of a Local Group</td>
<td>8</td>
<td>4.3</td>
</tr>
<tr>
<td>Independent</td>
<td>47</td>
<td>25.1</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Political background of the representatives of the PRIs is also an important factor, which affects their role/working in the PRIs. Out of total sample of 187 male representatives the fair majority of male respondents (64.2 per cent) were the member of political party and very less proportion of respondents (25.10 per cent) were independent or member of local group (4.30 per cent) or were member of pressure group (6.40 per cent). Therefore, PRIs were dominated by the members of political parties as 64.20 per cent of respondents were the member of political parties.

1.13 SOCIO-POLITICO-ECONOMIC PROFILE OF THE FEMALE REPRESENTATIVES OF PANCHAYTI RAJ INSTITUTIONS

A total number of 93 elected female representatives were interviewed from selected 20 Gram Panchayats and 4 Panchayat Samitis along with the Zila Parishad of the Sirsa district with the help of interview schedules. The table 1.6 summarises the socio politico economic profile of the total 93 female elected representatives of PRIs comprising of 8 Sarpanches and 58 Panches of Gram Panchayats, 20 members along with the Chairpersons of the four Panchayats Samitis and 7 members from the Zila Parishad.

Table 1.11: Age wise classification of the Female Representatives of PRIs

<table>
<thead>
<tr>
<th>Age</th>
<th>Number of female representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>21-30 years</td>
<td>12</td>
<td>12.9</td>
</tr>
<tr>
<td>31-40 years</td>
<td>38</td>
<td>40.9</td>
</tr>
<tr>
<td>41-50 years</td>
<td>25</td>
<td>26.9</td>
</tr>
<tr>
<td>51 years and above</td>
<td>18</td>
<td>19.3</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.11 presents the age wise classification of Panchayati Raj female representatives. A perusal of the table reveals that out of the total sample of 93 female representatives, the 38 respondents (40.90 per cent) belonged to 31-40 years of age group, 25 respondents (26.90 per cent) belonged to 41-50 years of age group, 18 respondents (19.30 per cent) were from the age group of 51 years and above and 12 respondents (12.90 per cent) were from the age group of 21-30 years. Data analysis reveals that fair majority of respondents (67.80 per cent) belonged to the age group of
31-50 years and respondents (12.90 per cent) in the age group of 21-30 years were less in proportion as compared to more of respondents above 31 years of age.

Table 1.12: Educational Qualification of the Female Representatives of PRIs

<table>
<thead>
<tr>
<th>Educational qualification</th>
<th>Number of female representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Illiterate/ Can sign name only</td>
<td>20</td>
<td>21.6</td>
</tr>
<tr>
<td>Primary/ Middle/ Metric/ 10+2</td>
<td>59</td>
<td>63.4</td>
</tr>
<tr>
<td>Graduate/ Post graduate</td>
<td>12</td>
<td>12.9</td>
</tr>
<tr>
<td>Technical degree/ diploma</td>
<td>2</td>
<td>2.1</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.12 highlights the segregation of the respondents on the basis of educational qualifications. As is evident from the above table that out of total sample of 93 female representatives, the 59 respondents (63.40 per cent) were qualified up to 10+2, 20 respondents (21.60 per cent) were illiterate/could sign name only, 12 respondents (12.90 per cent) were either graduates/post graduates and only 2 respondents (2.10 per cent) held technical degree/diploma. So, it can be concluded that PRIs were mainly dominated by the female representatives who were primary/middle/Matric/10+2 passed and the representatives did not possess higher educational qualifications.

Table 1.13: Female Representatives of PRIs on the basis of Category

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of Female representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>58</td>
<td>62.4</td>
</tr>
<tr>
<td>SC</td>
<td>31</td>
<td>33.3</td>
</tr>
<tr>
<td>BC</td>
<td>4</td>
<td>4.3</td>
</tr>
<tr>
<td>Any other</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.13 presents the classification of the respondents on the basis of the category. It shows that out of total sample of 93 female representatives, 58 respondents (62.40 per cent) belonged to general category, 31 respondents (33.30 per cent) belonged to SC category, and 4 respondents (4.30 per cent) belonged to BC category. So it can be depicted that all sections of the society have their representations in the sample, but the representation of BC category (4.30 per cent) was comparatively less.

Table 1.14: Average Monthly Income of the Family of the Female Representatives of PRIs

<table>
<thead>
<tr>
<th>Average monthly income of the family</th>
<th>Number of Female representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than Rs. 5,000/-</td>
<td>18</td>
<td>19.3</td>
</tr>
<tr>
<td>Rs. 5,001/- to Rs. 10,000/-</td>
<td>33</td>
<td>35.5</td>
</tr>
<tr>
<td>Rs. 10,001 to Rs. 20,000/-</td>
<td>28</td>
<td>30.1</td>
</tr>
<tr>
<td>More than Rs. 20,000/-</td>
<td>14</td>
<td>15.1</td>
</tr>
</tbody>
</table>

Source: Computed from primary data
The division of the respondents on the basis of average monthly income of the family is presented in the Table 1.14. The Table depicts that out of sample of 93 female representatives, 18 respondents (19.30 per cent) were from the income group of less than Rs. 5,000/-, 33 respondents (35.50 per cent) were from the income group of Rs. 5,001/- to Rs. 10,000/-, 28 respondents (30.10 per cent) respondents were from the income group of Rs. 10,001/- to Rs. 20,000/- of income group and 14 respondents (15.10 per cent) were from the income group of more than Rs. 20,000/-. Data analysis reveals that fair majority of female representatives (65.60 per cent) belonged to the income group of Rs. 5,000/- to Rs. 20,000/- (middle income group) and less proportion of respondents belonged to the lower income (19.30 per cent) and higher income group (15.10 per cent).

Table 1.15: Political Background of the Female Representatives of PRIs

<table>
<thead>
<tr>
<th>Respondent political background</th>
<th>Number of Female representatives</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Member of a Political Party</td>
<td>60</td>
<td>64.5</td>
</tr>
<tr>
<td>Member of a Pressure Group</td>
<td>4</td>
<td>4.3</td>
</tr>
<tr>
<td>Member of a Local Group</td>
<td>3</td>
<td>3.2</td>
</tr>
<tr>
<td>Independent</td>
<td>26</td>
<td>28.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

The Political background of the respondents is presented in the Table 1.15. A perusal of the table reveals that out of total sample of 93 female representatives, 60 respondents (64.50 per cent) were the member of political parties, 4 respondents (4.30 per cent) were the member of pressure group, 3 respondents (3.20 per cent) were the member of local group, and 26 respondents (28.80 per cent) were independent. Therefore, very less proportion of respondents were from the pressure group (4.30 per cent) or from the local group (3.20 per cent) and PRIs were mainly dominated by fair majority of female representatives who were member of pressure group.

1.14 SOCIO-ECONOMIC PROFILE OF THE OFFICIALS OF PANCHAYTI RAJ INSTITUTIONS

A total sample of 80 officials was collected from the 4 Blocks of the Sirsa district, the district itself and State level. Officials specially related to the rural local government from top to bottom of the hierarchy of bureaucracy were interviewed. The sample comprised of DDPO, Panchayat Secretaries, BDPOs, POs, JEs and officials in BDPOs office, officials of district welfare office and officials at State level.
Table 1.16: Age wise classification of the Official Respondents

<table>
<thead>
<tr>
<th>Age</th>
<th>Number of Official respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>21-30 years</td>
<td>20</td>
<td>25.0</td>
</tr>
<tr>
<td>31-40 years</td>
<td>30</td>
<td>37.5</td>
</tr>
<tr>
<td>41-50 years</td>
<td>21</td>
<td>26.3</td>
</tr>
<tr>
<td>51 years and above</td>
<td>9</td>
<td>11.1</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.16 presents the age wise classification of Panchayati Raj officials. A perusal of the table reveals that out of total sample of 80 official respondents, 20 respondents (25.0 per cent) belonged to 21-30 years of age group, 30 respondents (37.50 per cent) belonged to 31-40 years of age group, 21 respondents (26.30 per cent) belonged to 41-50 years of age group and 9 respondents (11.10 per cent) in the age group of above 51 years. So very less proportion of female representatives (11.10 per cent) belonged to the higher age group and maximum of 37.50 per cent of female representatives were from 31-40 years of age group.

Table 1.17: Official Respondents on the basis of Gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Number of Official respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>66</td>
<td>82.5</td>
</tr>
<tr>
<td>Female</td>
<td>14</td>
<td>17.5</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.17 reflects the classification of the respondents on the basis of gender. As is evident from the Table, that out of the total sample of 80 officials 66 respondents (82.50 per cent) were males and 14 respondents (17.50 per cent) were females. So it can be inferred that PRIs were dominated by males. So, more of significant majority of males officials as compared to female officials were the part of the study.

Table 1.18: Educational Qualification of the Official Respondents

<table>
<thead>
<tr>
<th>Educational qualification</th>
<th>Number of Official respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Undergraduate</td>
<td>12</td>
<td>15.0</td>
</tr>
<tr>
<td>Graduate</td>
<td>36</td>
<td>45.0</td>
</tr>
<tr>
<td>Post graduate</td>
<td>20</td>
<td>25.0</td>
</tr>
<tr>
<td>Technical degree/ diploma</td>
<td>12</td>
<td>15.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Minimum educational qualification is one of the criterions to seek entry into the PRI. Table 1.18 presents the segregation of the officials on the basis of their educational qualifications. As is clear from the Table that out of total sample of 80 officials, 12 respondents (15.0 per cent) were undergraduates, 36 respondents (45.0 per cent) were graduates, 20 respondents (25.0 per cent) were post graduates, and 12
respondents (15.0 per cent) held technical degree/diploma. It was revealed that highest number of officials were graduates and the lowest same number of officials were either undergraduate or held technical degree or diploma.

1.15 SOCIO-ECONOMIC PROFILE OF THE CITIZENS OF PANCHAYTI RAJ INSTITUTIONS

For this study, a sample of 400 citizens was interviewed to see their level of satisfaction regarding the performance of the leaders of PRIs. The sample of 400 citizens was chosen by purposive selecting 25 citizens from each village out of the 16 villages covered in the four Blocks of the Sirsa district.

Table 1.19: Age wise classification of the Citizen Respondents

<table>
<thead>
<tr>
<th>Age</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-27 years</td>
<td>80</td>
<td>20.0</td>
</tr>
<tr>
<td>28-37 years</td>
<td>68</td>
<td>17.0</td>
</tr>
<tr>
<td>38-47 years</td>
<td>58</td>
<td>14.5</td>
</tr>
<tr>
<td>48 years and above</td>
<td>194</td>
<td>48.5</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.19 presents the age wise classification of the citizens. A persual of the Table indicates that out of the total sample of 400 citizens, 194 respondents (48.50 per cent) belonged to the age group of 48 years and above, 80 respondents (20.0 per cent) belonged to age group of 18-27 years, 68 respondents (17.0 per cent) belonged to 28-37 years of age group and 58 respondents (14.50 per cent) belonged to 38-47 years of age group. Therefore, more of citizens of higher age group were covered assuming that they must be more aware about the working of the PRIs as compared to the citizens in younger age group.

Table 1.20: Citizen Respondents on the basis of Gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>200</td>
<td>50.0</td>
</tr>
<tr>
<td>Female</td>
<td>200</td>
<td>50.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.20 reflects the classification of the respondents on the basis of gender. It is evident from the Table that out of total sample of 400 citizens, 200 respondents were (50.0 per cent) males and remaining 200 respondents (50.0 per cent) were females. So, equal number of male and female citizens was the part of the sample.

Table 1.21: Educational Qualification of the Citizen Respondents

<table>
<thead>
<tr>
<th>Educational qualification</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Illiterate/ Can sign name only</td>
<td>41</td>
<td>10.2</td>
</tr>
<tr>
<td>Primary/ Middle/ Metric/ 10+2</td>
<td>245</td>
<td>61.3</td>
</tr>
<tr>
<td>Graduate/ Post graduate</td>
<td>94</td>
<td>23.5</td>
</tr>
<tr>
<td>Technical degree/ diploma</td>
<td>20</td>
<td>5.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data
Division of the respondents on the basis of the educational qualifications is presented in the Table 1.21. It is clear from the table that out of total sample of 400 citizens, 245 respondents (61.30 per cent) were primary/middle/matric/10+2 passed, 94 respondents (23.50 per cent) were graduate/post graduate, 41 respondents (10.20 per cent) were illiterate/could sign name only and 20 respondents (5.0 per cent) held technical degree/diploma. Therefore, fair majority of citizens were primary/middle/matric/10+2 and less proportion of respondents were illiterate/could sign name only (10.20 per cent) or held technical degree (5.0 per cent).

### Table 1.22: Citizen Respondents on the basis of Category

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>269</td>
<td>67.3</td>
</tr>
<tr>
<td>SC</td>
<td>51</td>
<td>12.7</td>
</tr>
<tr>
<td>BC</td>
<td>80</td>
<td>20.0</td>
</tr>
<tr>
<td>Any other</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.22 highlights the segregation of citizens on the basis of their category. It is evident from the table that out of total sample of 400 citizens, 269 respondents (67.30 per cent) were from general category, 51 respondents (12.70 per cent) belonged to SC category, and 80 respondents (20.00 per cent) belonged to BCs category. So all categories were represented in the sample but general category respondents were more in proportion as compared to the SCs and BCs category respondents.

### Table 1.23: Average Monthly Income of the family of the Citizen Respondents

<table>
<thead>
<tr>
<th>Average monthly income of the family</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than Rs.5000/-</td>
<td>79</td>
<td>19.8</td>
</tr>
<tr>
<td>Rs.5001 to 10,000/-</td>
<td>197</td>
<td>49.2</td>
</tr>
<tr>
<td>Rs.10,001 to 20,000/-</td>
<td>94</td>
<td>23.5</td>
</tr>
<tr>
<td>More than Rs.20,000/-</td>
<td>30</td>
<td>7.5</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

Table 1.23 classifies the citizens on the basis of average monthly income of their family. The table embodies that out of total sample of 400 citizens, 197 respondents (49.20 per cent) belongs to income group of Rs. 5,001/- to Rs. 10,000/-, 94 respondents (23.50 per cent) were from the income group of less than Rs. 5,000/- and 30 respondents (7.50 per cent) belonged to the income group of more than Rs. 20,000/-. Data analysis reveals that the more of respondents (72.70 per cent) were from the middle income group (Rs. 5,000/- to Rs. 20,000/-) as compared to the respondents from lower income group (19.80 per cent) and higher income group (7.50 per cent).
Table 1.24: Interest in Rural Politics of the Citizen Respondents

<table>
<thead>
<tr>
<th>Interest in rural politics</th>
<th>Number of Citizen respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>121</td>
<td>30.3</td>
</tr>
<tr>
<td>Medium</td>
<td>200</td>
<td>50.0</td>
</tr>
<tr>
<td>High</td>
<td>79</td>
<td>19.7</td>
</tr>
</tbody>
</table>

Source: Computed from primary data

The citizens were asked about their interest in rural politics. The interest of the respondents in the rural politics is presented in the Table 1.24. It is evident from the table that out of total sample of 400 citizens, 200 respondents (50.0 per cent) had medium interest, 121 respondents (30.30 per cent) had low interest, and 79 respondents (19.70 per cent) had high interest in the rural politics. So, more of the majority of respondents had medium interest in rural politics as compared to the respondents with low and high interest in rural politics.

1.16 CHAPTER SCHEMES

CHAPTER I- Introduction, Scope and Methodology.
CHAPTER II- Panchayati Raj in the State of Haryana
CHAPTER III- Main provisions, functions and working of Panchayati Raj Institutions: Awareness and Participation amongst male representatives
CHAPTER IV- Main provisions, functions and working of Panchayati Raj Institutions: Awareness and Participation amongst female representatives
CHAPTER V- Officials-Representatives relationship in Panchayati Raj Institutions: Perception and Position
CHAPTER VI- Citizen expressions towards People’s Empowerment through Panchayati Raj Institutions
CHAPTER VII- Conclusions and Recommendations.

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23 R.K. Mukherjee, op. cit., p. 5.
25 Ibid. p. 34.
26 Ibid. p. 35.
29 Ibid., p. 37.
32 Ibid., p. 42.

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Prem Prashant, Suresh Mishra and Charanjeev Singh, Popular Participation in Rural Development: Emerging Dynamics of Panchayati Raj Institutions, Haryana Institute of Public Administration, Gurgaon, 1996.


