CHAPTER - II

Review of Literature
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In India, several studies on Panchayati Raj Institutions like historical, micro and macro levels covering almost on all general aspects of the system have been made by both the government, non-governmental agencies and by individual scholars. These studies resulted in the publication of a number of books, committee reports, and a large volume of articles in various journals. These studies have covered both theoretical, as well as empirical parts. There has been continuous effort on the part of researchers since the inception of Panchayati Raj Institutions. There are only a few studies, which have contributed mainly on the performance of these institutions in the field of rural development. Majority of the studies available has concentrated on the structural and functional aspects of these bodies and has thrown less light to the empirical analysis. They mainly focus on the structural aspects of the Panchayati Raj. Secondary data is the main source for these works and further they fail to give any empirical analysis of the working of Panchayati Raj Institutions (Sivanna, 1990). Details of some of the studies are discussed in the following sections.

Malviya (1956) explained the historical and ideological background of Gram Panchayats in India from times immemorial, and focussed as to how the village panchayats in this ancient country developed into a sound system of democracy in accordance with indigenous traditions and cultures. The study emphasised with suggestions that village panchayats are not relics of tribalism or feudalism but are the result of mature political thinking through ages. Village panchayats in India really succeeded in bringing about decentralisation of economic and political power under the conditions of social and economic equality.

2 Malviya, H.D (1956), Village Panchayats in India, Economic and Political Research Department, All India congress committee, New Delhi. Page No. 221-258.
Kanna (1956)\(^3\) revealed that Panchayati Raj has been suffering from a crisis of confidence and a low level of self-esteem. Further, he observed that the Panchayati Raj system also suffers from some other difficulties like inadequate financial resources, autocratic attitudes of officials, mass illiteracy, ignorance, class-consciousness, party strife and limited financial and administrative autonomy, and lack of faith in grass-roots democracy.

Narain et al., (1970)\(^4\) attempted to study the Panchayati Raj Institutions in three states (Tamilnadu, Rajasthan and Maharashtra) in India. This study covered various functioning aspects of these institutions viz., socio-economic, political and administrative and their way of strengthening their base in the soil of rural India. In these states’ Panchayati Raj Institutions were different in institutional, administrative, technical and financial aspects, which restricted its rural region of operational liberty and the extent of internal self-regulation. The study concluded that these state governments were partially responsible for the failure of these institutions in these regions.

Maheswari (1971)\(^5\) articulated the structure, personnel, finance and functioning of rural as well as urban local governments. The author concluded that inadequate financial resources, low pay scales, incompetent personnel, excessive interference by the state government impeding there by a healthy growth of local government, too much intervention of the governmental and politicians in the day-to-day administration, wide spread corruption, nepotism and favouritism in the local civil services were the major causes of ineffectiveness of local governments. The author suggested that there might be variations to suit local governments, so that they may develop their roots.

\(^3\) Khanna, R.D (1956), *Panchayati Raj in India*. The English BookShop, Chandigarh.


Bhatnagar (1974)\(^6\) emphasised the role of people's participation in rural development and the author founded that the researchers have given less importance to the role of Panchayati Raj Institutions in implementing various community development programmes. There are also other studies on the particular aspects of the functions of Panchayati Raj Institutions, responsibilities, activities, policies and training programmes for the functionaries.

A study by Nandedkar (1979)\(^7\) focuses mainly on the problems relating to the working of Panchayati Raj Institutions and attempts to give an analytical picture on different aspects of Panchayati Raj institutions. The study covers the empirical base and fails to give detailed information on account of developmental schemes implemented through Panchayati Raj Institutions. However, some researchers have tried to identify certain key structural and functional inadequacies and suggest remedies in the Panchayati Raj Institutions.

Rao (1980)\(^8\) undertook a study on, "Panchayats and Rural Developments". Main objective of this study was to identify the 'dominant caste', class and power and their mutual links in the emerging power structure in village panchayats, which always influenced the role of these bodies in administering rural development and social justice in Tumpur district in Karnataka. This study identified that dominant caste and economically rich people in this region controlled the main powers and responsibilities of village panchayats. The emergence of such a kind of power structure defeated not only the basic implications of democratic decentralisation but also the main goal of rural development with social justice.

\(^7\) Nandedkar, V.G (1979), Local Government: Its role in Development Administration, Concept Publishing House New Delhi.
"In-depth study of IRDP" was undertaken by Guneste et al., (1987)⁹ The primary objective of this study was to find out the effectiveness of Integrated Rural Development Programme with respect to economic position of rural folks. The survey was carried out in the districts of Satara, Amaravathi and Parbhani in Maharashtra, in the districts of Madurai and North Arcot in Tamil Nadu were also covered in the study. This investigation covered 2866 samples including 1859 beneficiaries and 1007 non-beneficiaries.

Majority of beneficiaries stated that the self-employment loan obtained through Integrated Rural Development Programme was adequate. The recipients were happy about Integrated Rural Development Programme scheme. About 72 to 92 per cent of the beneficiaries felt that they were availed adequate marketing facilities to sell their products. Commercial banks played major role in implementation of Integrated Rural Development Programme in the districts of Amaravathi, Madurai and North Arcot. The author observed that the performance of repayment was good in the district of Satara in Maharashtra.

Less than 10 per cent of non-beneficiary households were surveyed in Madurai (four per cent) and North Arcot (seven per cent) in Tamil Nadu. Majority of non-beneficiaries was aware of the Integrated Rural Development Programme scheme.

Guneste et al (1987)¹⁰ made an investigation on, "IRDP-Case Study". The main aim of this investigation was to understand the impact of Integrated Rural Development Programme in Halagani village in Bijapur district of Karnataka State. The authors conducted a survey and they selected only 17 households for the study.

The study found out that implementing authorities did not function properly i.e., they did not give importance to the poorest of poor in Halagani village. Further, the banking officials did not perform any positive role. They also did not take any adequate steps in the recovery of loans.

Saxena (1987)\textsuperscript{11} undertook a study on “Concurrent Evaluation of IRDP Selected Aspects for Administrative Follow-up”. This study seeks to explain certain evaluation aspects of the programme and to identify a set of issues with specific administrative aspects of the rural development programmes. The author took up 8640 beneficiaries for the primary sample survey. Out of 8640 samples, only 8182 beneficiaries’ schedules were available for processing. Out of 8182, 250 samples had to be discarded because of incomplete data. Finally 7932 schedules were taken up for the processing of primary data. It was collected from 18 states and one union territory in India.

The study found the delay involved at block level, bank level and ground level. The delays were due to lengthy procedures involved in providing the loan to the rural folk, which had mainly affected the beneficiaries.

In addition, the author reported that at the national level, on an average, in a month two days were spent, on visits to block office, four days on visits to bank and one day on visit to market by the beneficiaries. These visits were higher in the states of Assam, Orissa, Uttar Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Manipur, Bihar, Haryana, and Union territories compared to the national level. Fifty eight per cent, twenty three per cent and nineteen per cent of sample beneficiaries spent less than Rs.50, Rs.51-100, and more than Rs. 100 respectively for receiving the loan in the study area.

More than 75 per cent (77 per cent) of beneficiaries indicated that they did not require any training as how to manage their assets. Nineteen per cent recipients felt the need-training programme but the implementing authorities did not provide. Only four per cent of beneficiaries attended training and they felt that it was not found to be useful.

Subramanian (1988)\textsuperscript{12} did a study on, “A micro-level at the impact of IRDP in selected block area in Madurai district”. The objective of the study was to understand the impact of Integrated Rural Development Programme (in terms of beneficiaries’ income and employment generation, expenditure and asset creation) in Madurai district. Two villages were taken for investigation – Ayyampalayam and Devarappanpatty in Madurai district of Tamilnadu. Sixty-five respondents were selected for the study. It included 38 respondents from Scheduled Caste families and 27 respondents from Backward Caste.

It might be concluded from the responses of respondents under this study that rate of employment, spending as asset creation had increased after availing the loan provided under Integrated Rural Development Programme. Thus it was also noticed that the programme had not made any significant impact on the working days of Scheduled Caste in the study region.

Jayashree Watal (1988)\textsuperscript{13} undertook a research on, “Poultry Complex at Mylardevapally in Ranga Reddy district, Andra Pradesh”. The author had examined the working of poultry complex under the loan granted by the Integrated Rural Development Programme. The author selected 26 Scheduled Caste beneficiaries from Mylardevapally village and another small village nearby called Laxmigudem.

The study revealed that the training and infrastructure facilities provided under the Integrated Rural Development Programme one much helpful to the poultry farming. Thus, it was pertinent to more than the Scheduled Caste Corporation has reduced the burden in the rate of interest to the beneficiaries in the study area.

Ramaswamy (1988)\textsuperscript{14} made a study on, "Implementation of Integrated Rural Development Programme in Thanjavur district, Tamil Nadu". The goals of the study were (i) to review the performance of Integrated Rural Development Programme in Thanjavur district (ii) to understand the benefits accrued due to the beneficiaries under the programme (iii) to identify whether Integrated Rural Development Programmes aim have been achieved, and (iv) to assess the role of the participating recipients, bankers and block officials. Thirumandangudy village had been chosen for the survey purpose. There were 134 beneficiary families in the village and 172 loans were distributed to them under the Integrated Rural Development Programme. Five persons were out of station at the time of survey and the remaining 129 beneficiary families availed the through Integrated Rural Development Programme was covered in the study. Out of 129 beneficiary families assisted under the Programme (105 belonged to Scheduled Castes and 24 belonged to other communities).

The results of the study showed that around ten per cent of beneficiaries purchased a poor quality of milch animals and they had spent money on Commission to brokers. Besides, it was noted that majority of the respondents had not repaid the loans and the implementing authorities did give the importance to the service sector rather them the agriculture and allied agriculture activities under Integrated Rural Development Programme.

Singh (1988)\textsuperscript{15} made an investigation on, “Brick Klin in Jhanjharpur Block in Madhubani District, Bihar”. The broad objectives of this investigation were (i) to explain the economic feasibility of a brick production unit to be set up by Integrated Rural Development Programme recipients and its potential to bring them above the poverty line. The author conducted a survey with the secretary of co-operatives, beneficiaries and private brick manufactures.

This study suggested that the loan limit for this scheme should be raised from Rs. 2400 to Rs. 4400 per member. The concerned functionaries should indicate the importance of insurance of kutcha bricks against the rain, flood and other natural calamities. The provision of loan should sanction on or before month of July. Finally, this investigation recommended that state government should appoint two supervisors for the proper function of this scheme.

Damodar Sharma (1989)\textsuperscript{16} made an enquiry on, “Implementation of Integrated Rural Development Programme in Ganganagar district of Rajestahan”. The primary goals of the study were (i) to estimate the physical and financial performance of Integrated Rural Development Programme, and (ii) to find out the impact of Integrated Rural Development Programme in Ganganagar district. The investigator conducted the research in Ganganagar district of Rajasthan.

In the year 1978-79, the provision of loan amount under Integrated Rural Development Programme was only five lakhs but it increased (1.11crores) in the period of 1987-88. And also number of people who benefited was 196 in 1978-79, and in 1987-88, it went up to 3976. During 1987-88, more than 20 per cent of women received the Integrated Rural Development Programme loan. Most of the beneficiaries availed the loan for camel-cart, milch buffaloes and carpenter shop.

The availability of infrastructure was fundamental the factor for the victorious implementation of IRDP. The implementing authorities gave more importance to cottage industries and service sectors. Handloom Corporation had started two cotton depots in Karanpur and Ganganagar. Women beneficiaries were being supported to commence this industry in the investing locale.

The author reported that the performance of cooperative banks in Integrated Rural Development Programme had been very poor in the district due to lack of recovery and advance planning for providing proper asset. He suggested that Block Development of Officer, lead bank and elected representatives helped to prepare the block-wise annual Integrated Rural Development Programme plan and credit plan.

Khatkar (1989)\(^{17}\) undertook a study on, “Rural development – Integrated Rural Development Programme in Mahendragarh district”. The main objectives of the study were (i) to explain the selection process of Integrated Rural Development Programme recipients and economic evaluation of major Integrated Rural Development Programme scheme (ii) to work out the economic capability of major Integrated Rural Development Programme schemes, and finally (iii) to identify the socio-economic constraints involved in the implementation of these schemes. The study covered Rewari and Nangal Chaudhary blocks in Mahendragarh district of Haryana. The author selected 170 samples, 70 from Rewari block and 100 from Nangal Chaudhary.

About 50 and 66 per cent of the total loan were allotted for animal husbandry programme in Rewari and Nangal Chaudhary blocks respectively. In this locale, minor irrigation scheme was more successfully functioning because


\(^{17}\) Khatkar, R.K., (1989), Rural Development – IRDP in Mahendragarh district in Haryana, Northern Book Centre, New Delhi, pp. 19-25 and 131-139.
of sufficient level of ground water helped to cultivate vegetables, sheep rearing and camel-cart. The small business was more successful because bank and DRDA took special concern to identify the beneficiaries. The role of private moneylenders had reduced because institutional credit agencies increased substantially. More than three-fourth of the IRDP beneficiaries repaid the loan properly in this area. Co-ordination between implementing agencies and knowledgeable rural poor was well and it was the main reason for proper repayment of loan.

Eighteen per cent of Scheduled Caste beneficiaries availed the loan from this programme against the principles of guiding principles of Integrated Rural Development Programme which recommended that 30 per cent beneficiaries should be selected from Scheduled Caste communities. Nearly 50 per cent of beneficiaries were identified by the implementing agencies. One of the most important reasons for indebtedness was inadequate loan amount.

The author suggested that implementing agencies should strictly adhere to the Integrated Rural Development Programme guidebook for proper identification of rural poor. The viable technology as per choice of the beneficiaries may be given and suitable training may also be imparted. District Rural Development Agency and Banking personnel should give special significance to small business sector and that helps to reduce the unemployment problem in rural areas. These functionaries may be help to generate alertness of insurance because it will reduce the risk factor in self-employment activities. Both District Rural Development Agency and Banking personnel may jointly select the rural poor, provide asset and also conduct regular supervision for smooth recovery of loan.
Jean Dreze (1990)\textsuperscript{16} made study on, "Poverty in India and the Integrated Rural Development Programme Delusion". The main aim of this study was to assess the functioning of Integrated Rural Development Programme in these study areas. The author conducted the survey in three parts (Uttar Pradesh, Gujarat and West Bengal) of India. First study covered Palanpur village of Moradabad district of Uttar Pradesh. Second study surveyed several villages of Bhiloda taluka of Sabarkantha district of Gujarat and the final study was done in only one village (Rajpur) in Birbhum district of West Bengal.

Main findings of Palanpur village:

All the respondents had their own land except one shopkeeper. Majority of them had no involvement in this scheme. Most of the loan receivers' assets were missing at time of survey. In the study area, the poorest of poor was largely excluded.

Main findings of Bhiloda taluk:

In this place, government's administration performance was more effective. The rural folks tended to be articulate and militant especially voluntary organisations and trade unions performed well. In this taluk, elected representatives of Panchayati Raj was also very efficient. In this study area, the guidelines of Integrated Rural Development Programme were strictly followed and it helped to minimise the corruption and improve the women's participation.

Main findings of Rajpur village:

Nearly three-fourth beneficiaries (70 per cent) were landless and casual labourers. Most of the Integrated Rural Development Programme loan amount was allotted by the politicians.

Integrated Rural Development Programme scheme was failure in West Bengal and Uttar Pradesh because people did not get involved properly. In Gujarat, large size of landholders and higher caste people dominated in rural development activities.

Asha Garg (1992)\(^{19}\) undertook a study on, “Working and Impact of IRDP”. The principle objectives of the study were (i) to know the growth of Integrated Rural Development Programme in physical and financial terms in Haryana (ii) to estimate the impact of Integrated Rural Development Programme on the beneficiary households in terms of various economic indicators. The empirical data was collected through sample investigation of the beneficiaries, selected from the two districts – Kurukshetra and Bhiwani of Haryana. Two hundred any forty samples were collected from both the districts (each district 120 samples). Three stage stratified random sampling technique had been adopted for collection of empirical data.

Haryana’s Integrated Rural Development Programme performance was higher as compared to all India level in the duration of 1980-81 to 1985-86. The percentage of Haryana’s Scheduled Caste beneficiaries was low as compare to all India average. The per capita subsidy in Haryana had improved only two-fold (from Rs.723 in 1980-81 to Rs.1484 in 1987-88). India had registered almost a three-fold increase, from Rs.582 in 1980-81 to Rs.1526 in 1987-88.

Awareness of selection process was high in Kurukshetra (73.33 per cent) than Bhiwani district (64.17 per cent). The beneficiaries of both the districts who got the decision to select the schemes of their own preference were higher in Bhiwani (91.67 per cent). More than 80 per cent of the beneficiaries were alert of marketing facilities. Total net revenue and average net revenue

increased in Kurukshetra than in the other research area. Consumption had improved (35.86 per cent) after obtaining the loans.

Barely 13.75 per cent of the beneficiaries had expressed the grudge on account of their having been denied the opportunity of getting assistance much earlier and for the schemes of their choice. Thirty seven per cent recipients in Kurukshetra and 52.5 per cent recipients in Bhiwani felt that finance was inadequate to generate self-employment activities. Almost 56 per cent of the beneficiaries did not repay the loan regularly in these districts. Most of the beneficiaries expressed the fear that 'repayment of loan would be difficult'.

The author made following suggestions:

Bankers should complete the no dues certificate work for beneficiaries and provide the loan within two weeks. Implementing authorities should provide the veterinary services and encourage the insurance activities. Government should provide the adequate marketing facilities for beneficiaries to sell their manufacture and should help them to get reasonable price. Finally, Assets should regularly be validated by the implementing agencies.

Vinod Kumar Lalwania (1992) made a research on, "Rural development in India". The main objective of the study was to assess the process of implementation and find out the success of Integrated Rural Development Programme in Jansi district of Uttar Pradesh. For this study, Hansari village in Janasi district was selected. The author covered hundred samples in this village on the basis of random technique.

All the beneficiaries did not get suitable guidance regarding to loan procedures from implementing officials. Most of the Beneficiaries did not approach the officials directly for the loan because of local politicians and local dominant men. Block level officials and Bank officials collected bribe from
beneficiaries to sanction the loan. The collection of inducement was from Rs. 100 to Rs. 2000.

Panchayati Raj Institutions officials and Bank officials are forced to buy the lower quality of goods at the desire of officials. Nearly three-fourth of the beneficiaries did not repay the loan properly. About 40 per cent beneficiaries felt that they had not improved and 16 per cent samples did not tell any opinion about this scheme. Most of the respondents (60 per cent) reported that there had been no change in their employment and income. More than half of the beneficiaries (55 per cent) faced many difficulties in obtaining the loan. Few problems are stated below: (1) lengthy process (2) long duration for loan sanction (3) banks are located at distance from the village (4) beneficiaries had to run from one place to another place (5) inadequate amount of loan sanctioned and insufficient supply of input as well as raw materials and marketing facilities.

Eighteen per cent beneficiaries were not properly select and they belonged to the above poverty line. Finally, most of the beneficiaries spent Integrated Rural Development Programme loan for other activities.

Government, District Rural Development Agency and Banking people should conduct meetings to provide the proper guiding principle of Integrated Rural Development Programme for rural people. Block officials should regularly check the assets and it should be supervised by District Rural Development Agency. Banks should provide passbooks to all beneficiaries. It should give thorough out information about the date of sanction of loan, subsidy, rate of interest, due date of instalments and period of loan repayment District Rural Development Agency must verify the functioning of banks in case of assistance and subsidy.

The author opined that implementing agencies should follow the rule that identification of recipients should be done in the open meeting held in the village and list of beneficiaries should be fixed on the notice board for the information of the village people. Local politicians, powerful persons and government agencies should help to identify the poor and higher income groups in the villages. Government may provide necessary infrastructure facilities like marketing and input supply centres. Village pradhan should take the responsibilities and encourage the rural people for play a part in this programme.

Nagendra Ambedkar (1994)\(^{21}\) undertook a study on, "Integrated Rural Development Programme (Implementation Process)". The study was carried out in Jabera block of Damoh district of Madya Pradesh. The intention of the study was to find out the impact of Integrated Rural Development Programme on the target families.

Main findings of this study are as follows:

- The study revealed that 64 per cent of beneficiaries were chosen through gram panchayats, 15 per cent of beneficiaries were selected through officials and 21 per cent of beneficiaries were identified by non-officials (Member of Legislative Assembly and Member of Parliament). Nearly sixty per cent of the recipients obtained the primary sector loan, sixteen per cent of the beneficiaries opted for small business loan and the rest received the loan for small-scale industries. More than 80 per cent of the beneficiaries felt that their income was improved after obtaining the Integrated Rural Development Programme loan. This study showed that 66 per cent of beneficiaries got the loan from commercial banks, seventeen per cent of beneficiaries received the loan from regional rural banks and the remaining recipients obtained the loan from co-operative banks.

Most of the beneficiaries in the study area belonged to the ‘above poverty line’. Panchayati Raj Institutions and Banks had lengthy procedures to issue the loan. The implementing authorities did not give proper advice and verify the condition of assets purchased, because of inadequate manpower, which was the main setback in this area.

Finally, the author recommended that procedures should be made easy so as to reduce the delay of loans.

NABARD (1994) conducted a research on, “Integrated Rural Development Programmed in Sagar district, Madhya Pradesh”. The main aim of the study was to assess the efficiency of Integrated Rural Development Programme in Sagar district. This investigation was covered in blocks of Banda and Bina in Sagar district of Madhya Pradesh. Totally 60 beneficiaries were selected in each block and it included 30 samples from farming activities and 30 samples from non-farming activities. Respondents were selected on the basis of random sampling technique.

Nearly 73 beneficiaries could generate adequate income and cross the poverty line. Nearly 10 per cent of respondents diverted the loan for other activities and 61 per cent of the respondents did not yield any effective result. Of the total sample, as on 31 March 1992, only eight persons completely repaid the loan, 23 persons had partially repaid and rest had failed to repay. Inferior quality of assets, outdated technology, and insufficient infrastructure facilities were the important factors for affecting the Integrated Rural Development Programme.

Bankers did not get the proper support from their own organisation and government agencies. Shortage of staff members, lack of transport services for field survey, lack of skill about rural areas, lack of co-ordination among the programme implementing agencies were the major snags for the successful implementation of IRDP.

Some important suggestions are as follows:

NGOs, self-help groups facilitate more to identify the suitable and skilled persons to provide the loan. Banks may offer supported to play an active role for implementing the programme meant for the second category of the target group. If necessary, they may also be given the freedom to adjust the subsidy for meeting tail-end instalments.

Mahesh Chander (1996)\(^{23}\) made a study on, "Farmers' Participation in Rural Development Programmes: Case studies of some Local NGOs in Central Himalayan Region". The primary objective of this study was to understand the working of three local non-governmental Organisations and their active in Central Himalayan region of Uttar Pradesh hills.

The study found the participation of farmers in planning and implementation of rural development programmes under the three non-governmental organisations. The study found that non-governmental organisations efforts were very much appreciated by the farmers and the functioning of these non-governmental organisations were also quite democratic. Farmers actively participated in the non-governmental organisations' rural development programmes because of the closer interactive mechanisms evolved by the non-governmental organisations, yet it took some time on the part of the farmers to contribute in planning in rural development programmes.

Rais Ahmed (1996) undertook a research on, "Co-operatives and Integrated Rural Development Programme (A Case study of Aligarh District)". The main purpose of the research was to evaluate the financing for Integrated Rural Development Programme and its impact on beneficiaries in Aligarh district. The author selected Lodha, Dhanipur blocks in Aligarh district, and in each block four villages were covered in the research. Totally 40 respondents was chosen in each block for analysis.

Following are the main findings of the study:

The average amount of loan provided to sample recipient stands at Rs.2750. Aligarh district, Lodha and Dhanipur blocks received an average subsidy amount of Rs. 1493, Rs. 1490 and Rs. 1505 respectively. Almost one-third of the beneficiaries opted for the milch animal assistance. Nearly 90 per cent benefited recipients' income had improved after getting the loan. More than three-fourth of the beneficiaries registered that they should be left free to purchase from any of the market, which the beneficiaries think economical. Nearly two-third of the beneficiaries felt that economic conditions had improved. Almost 60 per cent recipients were interested to get the additional assistance from Integrated Rural Development Programme.

The purpose of Integrated Rural Development Programme was to increase the income of the poorest of the poor in the rural areas. But the identification of the poor was not easy. Because village level workers prepare the rural list. In this stage, ineligible persons or those above who is the poverty line gave bribe to village level workers and they got themselves recommended for Below Poverty Line. This would affect the purpose of Integrated Rural Development Programme. The implementing authorities were much concerned only in target achievement and they were not bothered about the feasibility of
the project. Some beneficiaries sold their Integrated Rural Development Programme loan assets and it was against the idea of the programme. Most of the beneficiaries were not satisfied about financial assistance through this scheme and they bought poor quality assets. It will create poor performance in repayment of loan. The concerned authorities took a long period to provide the loan.

The author suggested that the selection procedure of the beneficiaries should be sternly made on the guidelines of the government. The concerned authorities should take serious action against those who do not follow this set of rules and regulation. Adequate financial support should be provided for recipients. It should help to purchase the quality of assets and should help to generate additional income to beneficiaries. Government should offer some veterinary science training to the village level workers so that they may provide on the spot help to the beneficiaries. It will reduce the animal mortality rate. Government should take cruel action against the beneficiaries those who are sold their assets. Finally, lower level income generating assets should also be avoided and to create interest among the recipients' only high-income generating schemes should implemented.

Awadesh Prasad (1997)\textsuperscript{25} conducted a study on, "Poverty Alleviation Programmes and Rural Development X-rayed". This adequacy to stop leakage and pillages involved in sanction of amounts pertaining to welfare scheme of poor and the details with problems involved in the implementation level. The primary data for this case study was collected from Borio and Banjhi panchayats in Sahibganj district of Bihar. The author selected 84 beneficiaries of Integrated Rural Development Programme and it included 38 from Banjhi panchayat and 46 from Borio panchayat. The author adopted participant observation method to collect the data.

Out of the total beneficiaries, 57 per cent of the beneficiaries belonged to tribes and the rest were non-tribal. Most of the beneficiaries were farmers and agricultural labourers. Among the 84 beneficiaries, sixty persons obtained loans for allied activities, twenty for small-scale industries and the rest for small business. After the allocation of loan, income of only 11 beneficiaries had increased and only four people had started to repay the dues.

In these villages, the principle antoyodaya (providing priority to poorest) was not followed because of the wrong identification of beneficiaries; Favouritism and bribe played a major role for allocation of the loan. Officials provided a low quality yarn and weak livestock to the beneficiaries. Those who tried to assert in the matters were shut down by threat of cancellation of the loan and subsidy.

The author recommended that the functionaries were expected to follow the Antoyodaya principle. Village level workers should identify and prepare the list of poor people in their rural areas. It should be verified by higher officials and be approved by the villagers in their meetings. DRDA and Banks should minimise the loan procedures, which is easily understandable by rural poor at the stage of purchase of assets, it was recommended to have a broad-based purchasing committee. Government should provide adequate arrangements for proper maintenance of agro-allied activities because of very high mortality rate. This study was emphasised that infrastructural gaps had to be identified and the loopholes should be eradicated at the earliest.

Bal Krishna Jha (1997)\textsuperscript{26} undertook an investigation on, “Munger Kshetriya Gramin Bank and Integrated Rural Development Programme implementation – A study”. The principle aim of the study was to identify the

\textsuperscript{26} Ugra Mohan Jha (et.al) (1997), Rural Development in India, Anmol Publication Private Limited, New Delhi, pp. 207-218.
role of regional rural banks, particularly the Munger Kshetriya Gramin Bank in implementing and performing the cherished aims of Integrated Rural Development Programme in the rural area of Bihar. This study included three districts of Munger, Khagaria and Jamui in Bihar.

Munger Kshetriya Gramin Bank performed well in the categories of credit mobilisation and advance dispersion. This bank disbursed almost 49 per cent of agricultural loans for diesel and electric pump sets and boring and the beneficiaries included small farmers, marginal farmers and Scheduled Caste/Scheduled Tribe.

The implementing authorities did not take into account the feasibility of the projects for which the loan was given. Because some of the villages in area of study were out of condition, they were unfit for ordinary boring. Some beneficiaries sold the pump sets and other equipment because most of the villages had no electricity service. Animal rearing, stone cutting and sericulture were main occupation pattern in this area. But the bank provided loans for animal rearing only for milch animals and not for the other groups such as poultry, fishery, pig and sheep rearing.

The study revealed some of the common mismanagement in Integrated Rural Development Programme loan, which included bank officials, Panchayati Raj Institution leaders and officials who were, bribed minimum 10 per cent of the loan amount. Most of the beneficiaries did not spend the loan amount for the employment-income generating activities, but at the same time they used the amount for urgent consumption requirements. Lack of staff village-biased at branch level, absence of skilled and trained manpower in this study area was the major problems.

Some of the recommendations of the study are as follows:
Bank should provide the loan and it should also try to avoid the wrong identification of Integrated Rural Development Programme beneficiaries and faulty identification of the scheme. Banks should follow the single window system to allocate the loan and this would help to reduce the time involved in transaction. Villagers and Central and State government should effectively coordinate with Munger Kshetriya Gramin Bank. It will help in the fruitful implementation of the programme.

Sivanna (1997)\textsuperscript{27} undertook a study on, "Role of Panchayats in poverty alleviation programmes: A study in the state of Karnataka". The purpose of the study was to find out problems and constraints, which had been persisting in the period of formulation and implementation of the development programmes. This study was confined to Nayakanahatty village in Hiriyur taluk and Iyamangala village in Challakere taluk of Chitraduraga district in Karnataka. Hundred samples had been selected and it included 36 samples from IRDP, 34 from Jawahar Rojghar Yojana and remaining samples from rural water supply.

Out of 100 per cent of Integrated Rural Development Programme samples, little less than two-third of the beneficiaries (18 recipients) opted for business activities loans and it included nine women beneficiaries. Most of the business loan receivers observed that their living conditions improved in the category of food, clothing and buying assets like transistor and bicycle. Beneficiaries stated that they would repay the loan amount as and when they would have supplementary income. In this study area, Panchayati Raj Institutions played vital role in identifying the beneficiaries and in assisting them in getting their loans and subsidy sanctioned. The beneficiaries were thankful to the members for this type of assistance. It was visible that effective

implementation of this scheme was possible only through the Panchayati Raj Representatives. Because they were closely interact with the rural people.

The author reported that the household assessment was not made correctly and it was done on the basis of information provided by the members of the panchayat. The village accountants did not conduct door-to-door survey. As a result, few higher income households entered the Below Poverty Line and these people would have got the chance to collect the loan. Most of the implementers were hampered by procedural delays. They compelled the beneficiaries, to provide the no-dues certificate and land records for receiving loan. As a result, respondents had to make frequent visits to the bank which were time consuming and expensive.

Sandeep Joshi (2000)\textsuperscript{28} conducted a study on, "Panchayati Raj Institutions and Poverty Alleviation". The principle objectives of the study were: (i) to make clear how far panchayati raj institutions in general and gram panchayats in particular have been successful in ensuring effective people's participation in implementing of poverty alleviation programmes, and finally (ii) to find out to what extent bureaucracy at the three levels of panchayati raj institutions helps or hinders in making these institutions as an effective instrument of rural development.

The author conducted research in the place of Tarana block of Ujjain district and Udaigarh block of Jhabua district in Western Madhya Pradesh. Totally 65 respondents were selected in each block and it included 25 respondents from Panchayati Raj Representatives (Panchayati Raj Representatives), 25 respondents from beneficiaries and 10 respondents from bureaucrats.

All the Panchayati Raj Representative respondents were aware about poverty alleviation programmes and procedure of selection of Below Poverty Line (BPL) in this locale. Eighty two per cent Panchayati Raj Representatives felt that the selection of beneficiaries for poverty alleviation programmes was done in gram sabha from BPL. Out of 100 per cent samples in Panchayati Raj Representatives, 88 per cent believed that the present infrastructure at the gross root level for proper implementation of poverty alleviation programme was adequate. Little more than three-fourth (76 per cent) representatives accepted that important change was made after introduction of new Panchayati Raj structure. Majority of Panchayati Raj Representatives (74 per cent) stated that the attitude of officials was helpful in implementation of poverty alleviation programmes. Most of them (94 per cent) maintained good relationship with officials.

After availing the poverty alleviation programme loan they made some optimistic results and sufficient level of income were also increased for beneficiaries. They stated that there were some improvements after the implementation of new Panchayati Raj system in this rural area. Most of them kept up good connection with Panchayati Raj Representatives. About 63 per cent of beneficiaries felt that the attitude of officials were important.

More than 66 per cent officials observed stated that poverty alleviation programmes had achieved the desired goals fully. Most of the officials stated that the planning and execution of programmes should be handed over fully to the Panchayati Raj Institutions. Eighty-three officials received some facilitation from Panchayati Raj Representatives for implementation of Poverty Alleviation Programmes. About 50 per cent bureaucrats accepted that ineffectiveness of administration is rampant. Little more than two-third (66.6 per cent) officials saw the introduction of new Panchayati Raj system as a help to get overall rural development. Almost all the officials did not accept that more powers and
responsibilities should be provided to Panchayati Raj Representatives. Large number of officials in Jhabua district stated that rural development funds were not properly utilised.

People’s involvement and effective participation is important in democratic planning but inadequate numbers of villagers attend the gram sabha meeting in rural areas. Due to this attitude the real objectives of the decentralisation, as envisaged, are not being achieved.

Most of the population (85.66 per cent) in Jhabua belonged to schedule tribes’ category. Here the service of missionaries was appreciable. They functioned for (i) welfare of the tribes (ii) Panchayati Raj Representatives considered them as their competitors at the grass root level and nourish doubts in their minds about their working. They were suspicious of each other. It was an issue, which was peculiar to this district.

The author suggested that female officials should be appointed or posted in the panchayats, which shall induce the effective functioning of women representatives. State government should provide the training programme for Panchayati Raj Representatives. Because of the elected representatives had inadequate knowledge about the functions and duties of Panchayati Raj Institutions.

Somasekhar (2002)\(^9\) undertook a study on, “Poverty Alleviation through IRDP: A Study in Guntur district”. The fundamental objective of the study was to evaluate the impact of IRDP in providing employment to the rural poor and thereby generating additional income to the beneficiaries in the selected villages of Guntur district. Out of three-revenue divisions, one mandal from each revenue divisions was selected for an in-depth study of IRDP. These mandals were Bapatla Mandal (Tenali revenue division), Krosuru mandal (Guntur
revenue division) and Chilakaluripet mandal (Narasaraopeta revenue division). Totally 220 IRDP beneficiaries were covered for this primary survey. From each mandal 25 per cent of the total IRDP beneficiaries were selected on random basis for the purpose of this study.

In this district during 1998-99, under Integrated Rural Development Programme sanctioned 11314 schemes had been sanctioned by earmarking Rs. 11 crores.

Around 84 per cent of beneficiaries were selected through Gram Sabha and village panchayat presidents. The remaining beneficiaries were chosen through village development officer (10 per cent) and middlemen (6 per cent). About 71 per cent of respondents felt that their annual working days were improved after obtaining this loan. Little more than 50 per cent of respondents stated that they were crossed Rs. 11000 per annum and they had crossed the poverty line.

Most of the beneficiaries (58 per cent) had the problem to go to mandal offices for several times for getting the assistance under this scheme and also they were affected by implementing authorities insisted to submit several document for sanctioning the loan and subsidy.

The author suggested that the beneficiaries of IRDP should be selected only through Gram Sabha by identifying genuine and deserving persons. Panchayati Raj Institutions should display the list of selected beneficiaries in their offices. Other government departments also should help to maintain the beneficiaries' assets. Integrated Rural Development Programme functionaries should regularly visit the rural areas and they should help to rectify the beneficiaries’ problems.

Taking into consideration the various studies as mentioned above, the current study will be of most evaluative in nature and will deal mainly with the problems in the implementations of various rural development programmes through Panchayati Raj Institutions based on the following research problems and specific objectives.